

The management of substance abuse in rural secondary schools.

by

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Dissertation with limited scope

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Supervisor: Dr André du Plessis

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DECLARATION OF ORIGINALITY

I, **Sydwell Phillip Baloyi**, declare that **The management of substance abuse in rural secondary schools** is my own original work and where other people's work has been used from any other source, this has been properly acknowledged and referenced. I therefore submit it for the degree Magister Educationis in the Faculty of Education at the University of Pretoria and the study has not been previously submitted for a degree at any tertiary institution.

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ETHICS CLEARANCE CERTIFICATE



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CLEARANCE CERTIFICATE**CLEARANCE NUMBER:** **EDU030/20****DEGREE AND PROJECT**

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This Ethics Clearance Certificate should be read in conjunction with the Integrated Declaration Form (D08) which specifies details regarding:

- Compliance with approved research protocol,
- No significant changes,
- Informed consent/assent,
- Adverse experience or undue risk,
- Registered title, and
- Data storage requirements.

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ETHICS STATEMENT

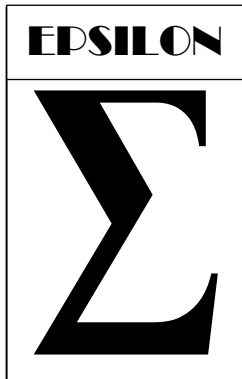
The Limpopo Department of Basic Education has granted permission to the author, whose name appears on the title page of this thesis, to conduct the research study and has obtained the applicable research ethics approval for the research described in this work. In terms of the University of Pretoria's code of ethics for researchers, the author declares that he has observed the ethical standards required and to abide by the policy guidelines for responsible research.

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LANGUAGE EDITING CERTIFICATE



Kommunikasie/Communication & Taaldienste/Language Services

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TO WHOM IT MAY CONCERN

This is to confirm that I have completed the language editing of the dissertation **The management of substance abuse in rural secondary schools** by Sydwell Phillip Baloyi submitted in partial fulfilment of the requirements for the degree **Magister Educationis** in the Faculty of Education at the University of Pretoria.

Yours faithfully

Isobet Oberholzer

10 October 2022

LIST OF ABBREVIATIONS

ABBREVIATION	DESCRIPTION
CPF	Community Policing Forum
DoH	Department of Health
DSD	Department of Social Development
LDE	Limpopo Department of Education
NIAAA	National Institute for Alcohol Abuse and Alcoholism
NIDA	National Institute on Drug Abuse
NSAP	National Strategic Action Plan
PAJA	Promotion of Administrative Justice Act
QLTC	Quality Learning and Training Campaign
SAAPA	South African Alliance of Prevention of Substance Abuse
SADTU	South African Democratic Teacher Union
SAMHSA	Substance Abuse and Mental Health Services Administration
SANCA	South African National Council for Alcohol and Drug Abuse
SAPS	South African Police Services
SGB	School governing body
SMT	School management team
WHO	World Health Organization

ABSTRACT

Substance abuse in rural schools is increasingly becoming a problem in rural schools. This study therefore explored the management of substance abuse at three rural schools in Limpopo province. A qualitative methodology and multiple case study were used to collect data. The following concepts formed the conceptual framework of the study: accountability; reasonable, fair and lawful actions; and data-driven decision-making. The study found that although the participating schools are trying to do their best to manage substance abuse by involving parents and external role-players and creating awareness of the dangers of substance abuse, their efforts are largely ineffective. The participating schools rely heavily on external role-players to support them in the management of substance abuse. The reasons for this seem to be two-fold. Firstly, the principals and school governing bodies of the participating schools are not applying all the legal and regulatory powers granted to them in terms of Sections 8 and 8A of South African Schools Act and seem to be unaware of it. Secondly, the causes of substance abuse at the participating schools are generally located in the broader community which makes it difficult for the participating schools to manage substance abuse effectively.

KEY WORDS

Learner discipline; school safety; school management; school governance; management of substance abuse; rural schools

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CHAPTER 1

1.1. BACKGROUND

Substance abuse is globally a major concern of public health and widespread by the time children reach adolescence, leading to mental or physical health complications. This qualitative study investigated how rural high schools in the Man'ombe circuit in the Mopani district of Limpopo Province manage substance abuse. According to the Ministry of Health/World Health Organization, MOH/WHO (2003:1) "substance (drug) is any substance, natural or chemical other than food that is taken to change feelings, mood, behaviour, and or the psychological state of the target youth".

In South Africa, policy makers, the general public and international partners rely on quality information that is being provided by the National Council on Drug Abuse about substance use and misuse in the country (RSA 2009:68) in terms of its prevention, nature, treatment, control and underlying problems that impact negatively on the building of the nation. Alcohol and drug abuse peak in persons between 18 and 25 years of age and is prevalent among secondary school learners and tertiary students. However, Simmons (2008) indicated that substance abuse occurs when a person consumes alcohol or uses drugs excessively and the use thereof typically causes significant problems in the life of a person.

It is a common public health risk and will remain an important area of research in the future of the youth due to the implications of early substance dependence. This study focused on how rural secondary schools in Limpopo Province manage substance abuse and how school-based substance abuse policies are implemented in schools. The management of substance abuse in rural high schools can be achieved through a comprehensive research strategy that includes a dedicated school-based survey focusing on substance abuse among learners; regular school-based surveys; continued support for the development of substance abuse prevention policies province-wide, and ongoing intervention research and random school searches by the police.

1.2. CONTEXTUALISING THE STUDY

The South African Government promulgated a Policy Framework for the Management of Drug Abuse by Learners in Public Further Education and Training Institutions and in Schools in December 2002. Every school should have developed policies on substance abuse in congruence with the Quality Learning and Teaching Campaign (QLTC) and presented it to their learners in the presence of their parents. Such a policy or policies should be used to guide the management of substance abuse at schools. However, social norms, the rights of parents and management obligations were factors that should have been considered when drafting school-based policy (Joubert & Prinsloo, 2001). This document was guided by the following principles summarised from the IDU HIV prevention linking HIV prevention services and substance abuse treatment programmes (February 2002):

- “The possession, use or distribution of illegal drugs, and the inappropriate possession, use or distribution of illicit drugs is not acceptable in South African schools;
- All learning institutions need to have clear policies for both prevention and intervention, underpinned by a restorative orientation;
- All information relating to drug use, misuse or dependency by a learner should be treated as confidential (except where the learner has committed a criminal offence, such as being caught dealing in drugs on school property, in which case the name can only be divulged to the police and education authorities who need to know);
- In case of disclosure, teachers and learners should be given support to handle confidentiality issues; as far as possible, a learner involved in a drug-related incident should be assisted in remaining in their school, or, if necessary, assisted in finding an alternative school.”

In addition, the draft guidelines as summarised from the IDU HIV prevention linking HIV prevention services and substance abuse treatment programmes (February 2002) made the following points:

“Drug education is included in the Learning Area of Life Orientation. The school should access parental/guardian assistance and knowledge in drawing up and implementing its own policy which should be harmonised as much as possible with the standard policy supplied by the Department of Basic Education.

- Teachers should be trained in drug awareness;
- Schools should promote peer education programmes on drug awareness;
- If service providers are contracted to assist in providing training to teachers or students [learners], it will be important to check whether the service provider is recommended by the Department of [Basic] Education to undertake such work;
- Schools should develop a Learners Support Programme which defines specific roles for learners, parents, guardians and the school when the student learner encounters problems with drug use and may need to be referred for (outpatient or inpatient) treatment.”

1.3. RESEARCH PROBLEM

Schools in South Africa are no longer safe. Children are selling marijuana to irresponsible teachers and children in the Mopani district in Limpopo Province. Parents are now scared of their own children. Every day we are getting reports of welfare cases from schools in and around Limpopo Province and the Community Policing Forum (CPF) to that effect. According to Clause 13 of the National Policy on Management of Drug Abuse by Learners in Public and Independent Schools and Further Education and Training Institutions (RSA, 2002) which was published in 2002 in terms of the South African Schools Act (SASA) No.

84 of 1996, “the possession, use or distribution of illegal drugs, and the inappropriate possession, use or distribution of legal drugs, including alcohol and tobacco, is prohibited in South African schools and this message should be delivered clearly and consistently within our school communities”. Substance abuse is the root cause of many of the problems in the school situation.

One course of action available to schools when managing drug abuse is Section 8A of SASA which stipulates that, “random searches and seizure and drug testing at schools are permitted”. In addition, as stipulated in Section 8A (1), no person may bring a dangerous object or illegal drug onto school premises or have such object or drug in his or her possession on school premises or during any school activity, unless this is authorised by the principal. This applies to all schools and is aimed at safeguarding the interests of learners with regards to their right to education, which must take place in an environment free of drugs and dangerous objects.

According to Mothibi (2014:181) a research study on the management of drug abuse in rural schools could be “highly significant” as there are “several gaps in current knowledge on substance use among learners in rural communities, especially in the Limpopo Province of South Africa”. Mothibi (2014:109) argued that such research “will provide the Department of Basic Education and stakeholders with up-to-date information on the causes of substance use amongst learners and its relation to criminal activities”. My study shared the same sentiments primarily on the management of substance abuse in rural high schools of Mopani district. Thus, the question is, how is substance abuse managed in rural schools?

1.4. RATIONALE FOR THE STUDY

I am an educator by profession and have served as a head of department in a rural school since May 2010. I have had to deal with many learners who abuse substances daily. A further concern that motivated my involvement in this study is my experiences with school governing bodies and their lack of interest in substance abuse related matters. I am aware

of a nearby school where the school governing body did not develop a school-based substance abuse policy. The substance abuse policy in that school was developed by educators from our school. Our own school-based substance abuse policy has not been reviewed. Communities do not talk much about substance abuse anymore, yet there are some learners who are drug lords.

According to Allen, Caldeira, Bugbee, Vincent, O'Grady and Arria (2017:150) "substance abuse is perpetuated and triggered by the availability of green marijuana in the researched area." According to the spokesperson of Limpopo's South African Police Services (SAPS), the number of incidences involving green marijuana increased in the whole district of Mopani because of the availability of this illegal drug at schools. I viewed this as a reason for the high number of learners dropping out of schools. According to a health professional attached to Holani Medical Suite in Masingita Mall, substance abuse is also harmful to unborn babies and can lead to violence and criminal activities in some instances where it is not properly monitored. Substance abuse is like a virus, it must be tackled head on before it spreads to other communities that are doing well in education.

It is based on my experiences and personal interest in the fight against the substance abuse that this study investigated and explored how schools manage substance abuse in rural schools in Limpopo. I also explored the state of substance abuse policy implementation in schools, the relevancy of substance abuse policies and the views of educators on school-based substance abuse policies.

1.5. RESEARCH PURPOSE

The purpose of this study was therefore to explore the role played by school management teams and school governing bodies (SGBs) in the management of substance abuse in rural schools in Limpopo. This study focused on how rural secondary schools in Limpopo Province manage substance abuse and how educators implement school-based substance abuse policies in schools.

1.6. RESEARCH QUESTIONS AND SUB-QUESTIONS

The following main research question guided this study:

- How do rural secondary schools in Limpopo Province manage substance abuse?

The main research question was supplemented by the following sub-questions:

- What is the role of the school governing body in the management of substance abuse in rural schools?
- Who are the external role players in the management of substance abuse in rural schools?
- What are the challenges experienced in rural schools in the management of substance abuse?

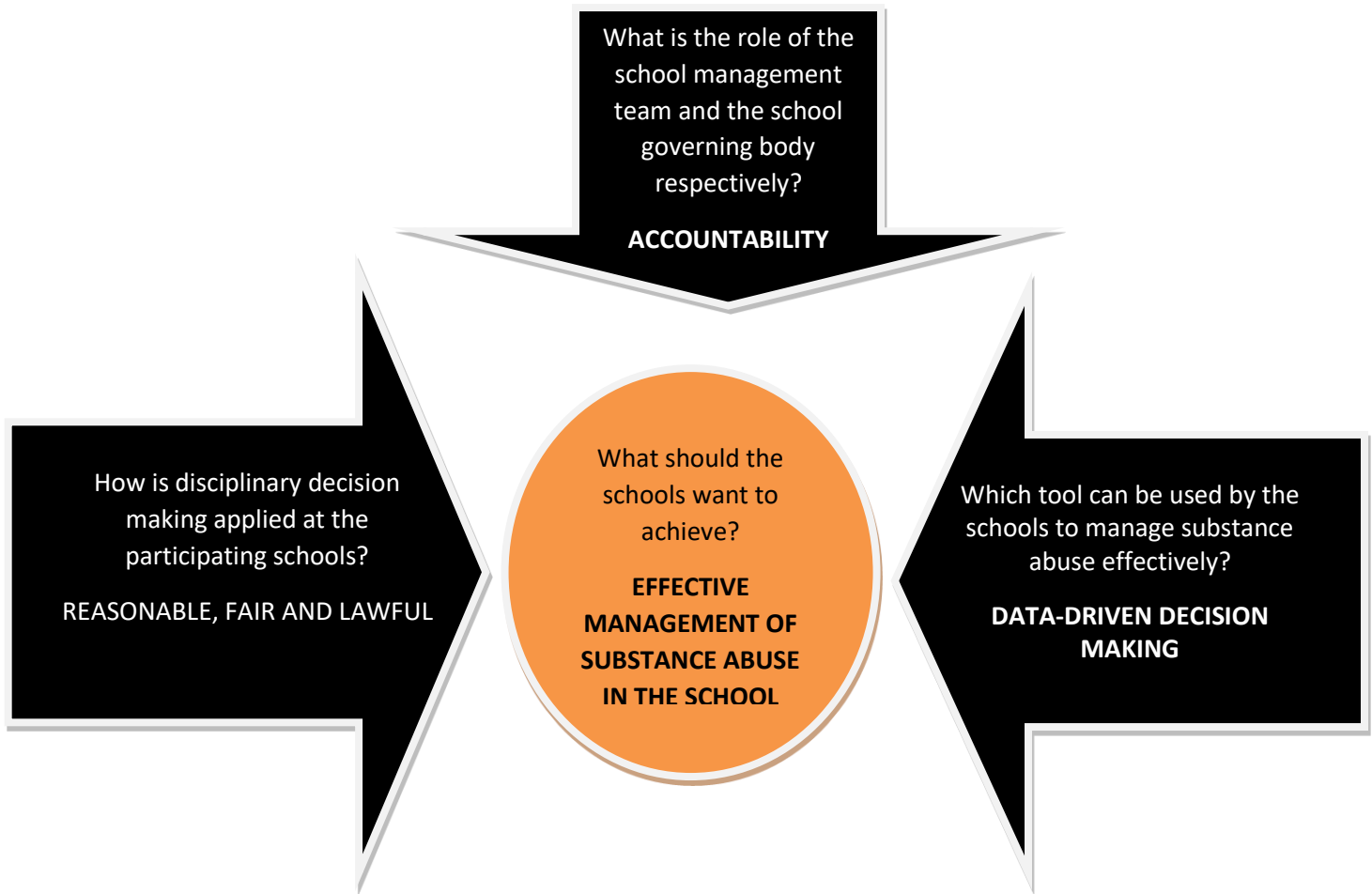
1.7. CONCEPTUAL FRAMEWORK

In terms of Section 8(1) of the South African Schools Act, governing bodies have a legal duty to ensure that schools are safe for learners by *inter alia* adopting a code of conduct for learners and related policies (RSA, 1996c). The code of conduct is empowered to be a legal document. The following role players are responsible for the drafting of the code of conduct, namely, learners, parents, educators, and non-educators as participants in the school environment. It was envisaged that the code of conduct should increase lawfulness and adherence to rules, hence it is important to note that it is regarded as a consensus document. The code of conduct should support the values of human dignity, equality and must be in line with the Constitution of the Republic of South Africa. The code of conduct should reveal a constructional, preventative and positive approach whereby opportunities such as counselling are made available to learners to assist them to change their behaviours.

The conceptual framework describes the relationship between accountability, data-driven decision making and lawful, reasonable and fair actions in the management of substance abuse. The input, process and output of the whole investigation is also outlined by the conceptual framework. In this conceptual framework, the concepts of accountability, decision-making, lawfulness, reasonableness, and fairness were combined to establish

the requirements for effectively managing substance abuse in rural schools by ensuring fair, reasonable and lawful decisions and actions.

Figure 1.1: Connection between data driven decision making, disciplinary decision making and accountability by the school management team:



1.7.1. Accountability

According to Anderson (2005:1), accountability is when an individual experiences consequences for his/her actions. Accountability ensures that actions and decisions taken by the school management teams are subject to oversight to guarantee that the initiatives

taken by the governing bodies meet their stated objectives and respond to the needs of the schools they are meant to be benefiting, thereby contributing to better management of schools and a reduction of substance use by learners. Aucoin and Heinzman (2000:45) identified three main types of accountability in education, namely:

- (a) compliance with policies and regulations;
- (b) adherence to professional norms; and
- (c) results driven accountability

School accountability systems use a variety of implementation strategies and operate according to a set of principles. Antonie (2002) as cited by Bray (2005:4) argued that “the governing body of a public school is established to govern the school in an autonomous (self-governing) manner, in line with the spirit and objectives of democracy, partnership and trust in education”. Therefore, prescription of principles and strategies according to which a school is governed and managed should be cognisant of the technical and political aspects of accountability.

The systems of accountability are not new and include aspects of “to whom” and “for what” school management teams and school governing bodies should be accountable (Anderson 2005: 1). According to Aucoin and Heinzman (2000:45) educators generally work within the above mentioned three types of accountability. The first type, namely, compliance systems, views the school as the embodiment of constant processes anchored in an industrial model of education, and generally ignore variation in results due to the varying characteristics of learners. Educators are accountable to the bureaucracy and accountable for adherence to rules.

According to Anderson (2005:1) adherence to professional norms is the second accountability type. Although neither required nor mandated, education as a profession had been elevated by the impact of widespread agreement on certain principles and practices. Educators are accountable to their peers and accountable for adherence to standards within this system.

Moreover, the rationale for learning results emerged as the third accountability system, a system that has increasingly emerged in education due to political involvement as stated by Anderson (2005:2). Educators are accountable to the general public and accountable for learners' learning in these systems (Anderson 2005:2). School management teams, school governing bodies and educators are in constant interaction with the teaching and learning environment and are role players in the formulation and implementation of school-based policies. However, the concept of accountability involves both answerability and enforcement.

The obligation of schools to provide information about their decisions and actions can be referred to as answerability, whilst enforcement suggests that schools responsible for accountability can remedy the contravening behaviour or sanction the offending party (EduRev Infinity for UPSC). This assisted me in determining how individuals move from the sense-making process to where they are required to take an action in the form of implementing or not implementing a given policy message within a complex educational environment.

By accepting the mistakes you make, and being responsible for your actions, you are in a way accounting (Mohammed, 2017). Therefore, the governing body and school management team should be clear, honest and caring towards the learners who are using illegal substances. Parents and teachers should be able to say how they are being affected by their actions and what limits they have set. Schools should also offer constructive support by giving information about treatment options and interventions to the user in case they choose seeking help. When you are accountable, you take on challenges that will lead to personal growth and push yourself to do your best.

Instead of looking to blame others, the school governing body and school management should look inwards and recognise their faults and areas in their lives in which they need to make improvements. To make positive changes, one needs to be accountable because it is closely tied to recovery. When it comes to changing toxic thinking and bad behaviors, one must account for one's own actions. As stated by Levin (1974: 364):

“Given the conflicts and goals among the various constituencies, it is difficult to assess whether schools are ‘accountable’ or ‘not accountable’. This depends clearly upon the values of the beholder. Any such statement must focus on accountability ‘to whom’ and ‘for what’. In general, it is believed that schools are not accountable to the poor in our society, or to various groups that lack power.”

Learners should understand that accountability is a great first step towards recovery while warring with addiction as it will be showing that they are mature enough to work on their relationships and overcome obstacles. Their journey towards sobriety will most likely stall without accountability. For them to accept responsibility for their behaviour they need to acknowledge the severity of their problems. It is a known fact that no accountability leads to lies, excuses and denial.

1.7.2. Data-driven decision-making

According to Means, Chen and DeBarger, Padilla (2011: 241) “the concept of data-driven decision-making (DDDM) implies a set of ‘data literacy’ competencies that may be needed to engage in meaningful data use and move from data, to information, to knowledge, to action”. At schools, decision-makers have several tools to help them decide how to prevent and manage substance abuse and care strategies. To support the decision-making process, the application of a robust decision-making approach must represent a data-driven solution after acknowledging that there is a problem and making learners who use illegal substances aware that they have broken the rules of the school. Such an approach is particularly effective when engaging stakeholders to effectively manage substance abuse as it increases their potential buy-in and builds consensus among them.

According to Park and Datnow (2009: 477)

“People can identify the implications of data that is being collected, analysed, and managed, and they take actions accordingly. When individuals are involved in data-driven decision management, they acquire the necessary skills, and thus the consistency is improved.”

This helps the school management to implement policies and strategies which are useful for the management of substance abuse. Data-based decision management leads to improved transparency and accountability and Park and Datnow (2009) argued that it is recommendable for every school to uphold an effective data-driven decision-making practice.

1.7.3. Lawful, reasonable and fair actions

According to Omidire (2021) any decision that is the subject of an enquiry or determination under the Promotion of Administrative Justice Act 2000 (hereafter the PAJA) is an administrative action. Decisions that are made must be binding and become solutions to all the questions and the concerned individuals must address the problem in a responsible manner. Every person involved in the problem-solving process must be satisfied with those decisions taken.

Section 33(1) of the Constitution of the Republic of South Africa (1996a) stipulates that every person has the right to just administrative action that is lawful, reasonable and fair, the objective of which is to subject the exercise of power to constitutional control through legislation, such that when administrative acts affect or threaten the rights of individuals, there lies a recourse to the constitutional standards of administrative justice. Omidire (2021) explained that in South Africa the Constitution and the PAJA constitute the source of the right to just administrative action while the common law will continue to inform the content of administrative law and other aspects of public law. Therefore, notice of intended disciplinary action, opportunity to state the case, timeous notice, legal representation, personal appearance at a hearing and cross-examination should all be included in actions taken when managing substance abuse at schools. To safeguard learners against any unlawful act or decision that can be taken during disciplinary procedures, the code of conduct must contain provisions of due process as per Section 8(5) (a) of the Schools Act (RSA, 1996c). The concept of procedural fairness links the concept of due process (RSA, 1996c).

As an organ of the state, a public school has the obligation to give effect to the right to lawful, reasonable and fair administrative action. As stipulated in Section 16 A (3) of the Schools Act (RSA, 1996C), a principal must assist the governing body in disciplinary cases that relate to learners. Being competent and able to assist in this capacity imply that a principal has the necessary skill and knowledge to do so. Lawfulness, reasonableness and fairness therefore must be ensured by the principal.

In terms of Section 28(2) of the Constitution the best interests of children shall be the paramount consideration in all actions concerning them, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities, and legislative bodies. This is consistent with the principle of First Call for Children as enunciated in United Nations Convention of the Rights of the Child (UNCRC) in 2016. In addition, Reyneke (2016: 2) explains that the Child Justice Act 75 of 2008 which came into operation in 2010

“...provides valuable guidance on how to deal with transgressing children. It is therefore proposed that the Schools Act should draw on the provisions of the Child Justice Act 75 of 2008 to refine the Schools Act with regards to serious matters of school discipline and to ensure its proper alignment with the constitutional imperatives regarding the best-interests-of-the-child right.”

Reyneke (2016: 4) argued that because “the best interests of the child are of paramount importance in every matter concerning the child, one would expect at the very least a child-centred approach in both the Schools Act and the Child Justice Act”.

This means that the school-based substance abuse policy should differ from one school to the other based on the school context. Individuals should understand and interpret policies during the process of implementation and there must be mutualism when making disciplinary decisions. When behaviour is deemed unacceptable, young people learn how to restore relationships through accepting responsibility, meaningful restitution, forgiveness, and strengthening relationships (Cameron & Thorsborne, 2001; Marshall, Shaw, & Freeman, 2002). The school management teams and school governing bodies

can manage substance abuse by engaging the different stakeholders at school and making it a point that they exhaust all the processes that need to be followed.

1.8. RESEARCH SCOPE

The study focused on how three rural secondary schools in Limpopo Province manage substance abuse and how school-based substance abuse policies are implemented in schools.

1.9. RESEARCH APPROACH

1.9.1. Research methodology

This study made use of a qualitative research approach to understand the participants' perspectives from their own point of view in their own natural setting (Thanh & Thanh, 2015:24). Maree (2016) explained that in qualitative research the research questions aim to answer questions pertaining to a certain phenomenon which was also the case in this study, namely, the management of substance abuse by principals in rural secondary schools of Limpopo Province.

1.9.2. Research design

A multiple case study design was followed as it allowed me to use a small number of participants to compare differences and similarities across the cases (Maree, 2016). According to Vohra (2014), a multiple case study design allows a researcher to seek answers within a specific context and to be selective in the process (Noor, 2008). I specifically focused on the management of substance abuse in rural high schools in the Mopani district of Limpopo.

1.9.3. Sampling

The teacher liaison officers, principals and chairpersons of school governing bodies from each of the three (3) rural secondary schools designated School A, School B and School C in the Mopani district of Limpopo Province were selected by purposive sampling

techniques because they were accessible to be studied. In addition, choosing these settings provided a sample of schools within a confined geographic area, thereby facilitating data collection. However, it limited the generalisability of the findings. The sample comprised four (4) African females and five (5) African males. The average age of the participants was 55.7 years.

1.9.4. Data collection and data analysis strategies

Semi-structured interviews were primarily used to collect data and an interview schedule was used to guide the interviews. The data obtained from the interviews were transcribed and thereafter they were thoroughly analysed.

Document analysis was also used to collect data as a secondary method focusing on policy documents such as the National Policy Framework for the Management of Drug Abuse by Learners in Schools and in Public Further Education and Training Institutions (2002). This data was used in addition to the data obtained from the interviews to compare the roles and responsibilities stipulated in these documents with the experiences of participants.

1.10. ETHICAL CONSIDERATIONS

Ethics are generally considered to deal with beliefs about what is right or wrong, proper or improper, good or bad. It was my responsibility to ensure that ethical standards were adhered to. Measures were taken while planning and conducting my study to ensure that the rights and welfare of each participant was protected, and that nobody would be harmed or hurt in any way during the research process.

My study adhered to the ethical requirements from the ethics committee at the University of Pretoria and the Department of Education. I applied for ethical clearance from the Faculty of Education, University of Pretoria and sought permission to conduct research from the Limpopo Department of Education, and the SGB chairperson and principals of the selected rural high schools. I ensured that I have received informed consent from every participant before conducting the interviews. I informed the participants of the goals of the study and what I hoped to achieve. I was always open and honest with the

participant, and I did not mislead the respondents during my study. Information obtained from the participants will always remain confidential as well as the identity of the anonymous participants. I did not include information that may reveal the identity of the participants in my findings.

The participants were not subjected to physical or mental discomfort during the study. I took care during the disseminating of findings to pay special attention to accuracy and to reduce bias in my findings. The research findings were made available to all participants. The participants were reassured of their right to withdraw at any time.

1.11. OUTLINE OF STUDY

Chapter 1 provides the introduction to the study consisting of background and its contextualisation. It also contains discussions on the problem statement, rationale for the study, research questions, theoretical framework and the methodology and research design which were employed in the study.

Chapter 2 contains a literature review and focuses on literature pertaining to the management of substance abuse schools. Literature on school-based policy implementation is also discussed.

Chapter 3 focuses on the research methodology and research design used in this study, while Chapter 4 is the presentation and discussion of the data and findings of this study.

Chapter 5 concludes the dissertation and gives answers to the research questions. Suggestions for further research are provided where I also make recommendations.

CHAPTER 2

LITERATURE REVIEW

2.1. Introduction

In this chapter I present a review of relevant literature on the management of substance abuse in rural high schools. Creswell (2009) indicated that the purpose of the literature review is “to share with the reader the results of other studies that are closely related to the one being undertaken”. In this study the literature review focuses on the management of substance abuse in rural high schools. The relationship between substance abuse, its management at high school level and crime are also highlighted.

According to the World Health Organization (2003) “... substance or drug is any substance, natural or chemical other than food that is taken to change mood, behaviour, feelings, and or the psychological state of the target youth”. According to Simmons (2008) substance abuse “occurs when a person uses drugs or consumes alcohol excessively and typically causes significant problems in the person’s life”. For this study, these substances include alcohol, cigarettes, cannabis, cocaine, heroin, crystal methamphetamine (tik) and other drugs commonly used in the Republic of South Africa.

Considerable existential conflicts mark adolescence as well as vulnerability and exposure to substance abuse. Young people need to be monitored when it comes to the abuse of substances which needs to be managed since learners face challenges with regards to the intake of alcohol and drug use. According to Granville-Garcia, Clementino, Gomes, Firmino, Ribeiro and Siqueira (2014) “early initiation in alcohol and drug use is one of the most important predictors of future health, socio-cultural and economic problems”. Obot (2004) and Odejide (2006) stated that the abuse and use of alcohol and drugs by youths start with cigarettes and alcohol at high schools.

A similar study was conducted by Gurung, Shrestha, Silwal, Gurung, and Ojha (2014) while assessing the prevalence of substance use and associated factors among high school adolescents in Nepal. Their findings showed that there was significant association between the prevalence of substance use and a family history of substance use.

The World Health Organisation (2017) indicated that the abuse of substance is linked with several negative education related consequences which include *inter alia*; school drop-out, poor school performance and engagement. However, my study aimed at balancing policy requirements and educators' professional discretion to combat substance abuse and to explore ways in which educators can maintain discipline whilst implementing policy on the management of substance abuse.

2.2. SUBSTANCE ABUSE IN SOUTH AFRICAN SCHOOLS

In South Africa, substance abuse among rural high school learners is of great national concern and in 1999, the South African Alliance of Prevention of Substance Abuse (SAAPA) developed a National Strategic Action Plan (NSAP) for the prevention of substance abuse among the youth in the country. SAAPA encourages networking amongst civil society and government agencies concerned with substance abuse in South Africa as its primary aim. Unfortunately, this organisation has not yet started functioning in most rural communities, but according to findings by the South African Community Epidemiology Network on Drug Use (2010), cannabis is the most common illegal substance used by youths in the rehabilitation centres.

Risenga (2015) contended that "it is important to assess alcohol and other drug abuse among adolescents". This included the attitudes, behaviours and associated factors. Many learners skip classes and spend much of their time in bathrooms smoking green marijuana and this behaviour affects teaching and learning at schools. This was revealed in the survey conducted by the Department of Social Development (2007) who investigated whether learners knew a friend or classmate who had been using illegal drugs such as nyaope, ecstasy, cocaine, or heroin. Among Coloured learners, 79.3% confirmed that they had, while approximately 57% of Indians/Asian learners, 40% of White learners and 37% of Black/African learners answered in the affirmative.

According to a study conducted by Granville-Garcia et al (2014) drug and alcohol use by adolescents, if not well managed, can result in many problems at schools for adolescents and their families. Misuse of alcohol and other drug by adolescents can lead to bad

grades, skipping classes and conflict in relationships with peers and friends, rocky family relationships causing poor brain function, affecting brain development and concentration. This means parents and schools must work together to defeat this challenge by managing the abuse of substances at the school and in the home environment.

According to research by Crime Research in South Africa which was conducted in 2000 with grade 7, 10 and 11 learners from 35 secondary schools in Pretoria, as quoted by the United Nations Office on Drugs and Crime (2004), more than one quarter of the respondents had witnessed illegal drugs being sold on their school grounds, whilst 42% had personally seen illegal drugs being sold in their neighbourhood which affected the culture of teaching and learning at those schools. The United Nations Office on Drugs and Crime (2004) reported that prevention of substance abuse was based on opinions rather than evidence. Scare tactics were often used to reinforce the message that drugs were dangerous.

A later approach involved information dissemination. However, the United Nations Office on Drugs and Crime (2004) indicated that programmes based on information alone do not always work because the causes of drug abuse are often misunderstood. These programmes tend to assume that young people take drugs because they are unaware of the risks involved. However, the reasons why many young people use drugs are more complicated. They include reasons not addressed by this report, e.g., relief of boredom, anxiety or stress, to show maturity, to relieve stress, or for enjoyment.

According to the Department of Social Development (2007) the most commonly used substances by young people, either at home or at school, included alcohol, cigarettes, cannabis, cocaine, tranquilizers and heroine and are common at school and in the home. Indications are that between 7.5% and 31.5% of South Africans have an alcohol problem or are at risk of having such a problem (Department of Social Development, 2007). Based on these findings, schools in South Africa cannot be assumed as being safe spaces and schools must manage substance abuse by their learners.

Closer to home, reports of welfare cases from schools in and around Limpopo Province and the Community Policing Forum (CPF) are becoming more common. This is supported by the National Institute for Alcohol Abuse and Alcoholism (NIAAA, 2009) who indicated that “the provinces with highest rates of learners consuming alcohol in their lifetime are Limpopo and Western Cape”.

A study conducted by Risenga (2015) indicated that the different symptoms and signs as displayed by adolescents because of alcohol abuse are forgetfulness, poor performance at school, poor personal hygiene, lying in order to get money for buying alcohol and/or drugs, avoiding social events and risky sexual behaviour. Parents of abusers often are divorced, separated, or never married, and according to Mothibi (2014), it is through the peer group that the gradual attainment of independence or emancipation from parents by adolescent youth is attained. Adolescents are forced to make their own decisions while standing on their own feet. Adolescents begin to share personal feelings and thoughts with those of their ages more than with their parents. Moreover, the peer group gives an opportunity to the adolescent to communicate and to practice social skills with members of the opposite sex (Mothibi, 2014). Furthermore, it serves to meet the needs for friendship of young persons. Adolescents view acceptance by the peer group as highly important because of the fear of loneliness.

The above view is supported by Mokoena (2012) who defined peer pressure as an influence from other learners of the same age. As these children grow, the need to fit in and to become accepted by their peers become dominant influences in their lives. It is true that substance abuse in South Africa has reached epidemic proportions and as a country we need to support the Department of Basic Education in managing substance abuse at schools by participating in their programmes. This is evidenced in a study conducted by Dube (2007) who found that the proportion of student patients reporting cocaine use in Gauteng remained high. In Durban, the proportion of student patients seeking treatment for heroine abuse increased and this was related to the use of a cheap form of heroine (known as “sugars”) in Chatsworth. In Cape Town, there was a marked

increase over previous years and heroine patients who are students are mostly from the Coloured population group.

In Gauteng and Mpumalanga, the proportion of Black heroin patients who are learners has also increased significantly over time. The United Nations Office on Drugs and Crime (2004) quoted research conducted in 2000 by Crime Research in South Africa which indicated that more than one quarter of grade 7, 10 and 11 respondents from 35 secondary schools witnessed illegal drugs being sold on their school grounds in Tshwane, whilst 42% had personally seen illegal drugs being sold in their neighbourhood. Substance abuse is everywhere; hence it needs to be managed at schools. Research conducted by Le Roux (2000) reported that in the research group that he investigated, 94% of secondary school boys had already experimented with alcohol. The management of substance abuse in rural high schools is not easy if the different stakeholders are not working together.

At the end of each academic year, there is a high failure rate of learners because of substance abuse. This sentiment is supported by Mothibi (2014) who indicated that there is a close link between a lack of concentration, poor homework responses and a high truancy rate and substance abuse. Aggressive behaviour by learners towards their teachers and elders leads to scuffles and conflicts amongst them and it appears to be associated with substance abuse that needs to be managed by teachers (Mothibi, 2014). Mothibi (2014) identified several gaps in current knowledge which is highly significant to the management of substance abuse among learners, especially in the rural communities of South Africa. Communities should be cognisant of the relationship between substance abuse, school drop-out rates and crime.

A study by Squelch (2001) sought an in-depth understanding of educators' disciplinary capabilities in the absence of corporal punishment. It was found that educators felt disempowered by the outlawing of corporal punishment. De Wet (2007) found that "Free State learners and educators are mostly exposed to verbal and physical violence", often because of substance abuse. Allen, Caldeira, Bugbee, Vincent, O'Grady and Arria (2017) argued that "substance abuse is perpetuated and triggered by the availability of green

marijuana” because it is easily available. School principals have a duty of care and must provide the highest quality and best possible care to all their learners (Hall & Manins, 2001). A safe school according to Prinsloo (2005) is a school that is free of danger and a place where educators, learners and non-educators may work, where there is an absence of possible harm and where teaching and learning happens without fear of ridicule, humiliation, harassment, intimidation, or violence.

According to Jeram (2009) “substance abuse has a negative effect on the development of the secondary school learner”. Jeram (2009) also recommended that the Department of Basic Education must develop a practical formal policy on the use of drugs in schools in collaboration with the South African Police Service, the national Department of Health, SANCA and other relevant stakeholders. She recommended that the Department of Basic Education, in collaboration with teacher unions, school management teams, principal forums, SANCA and other educational organisations, must conduct workshops for educators in which the following aspects concerning drugs abuse should receive attention:

- How to identify learner drug abusers;
- Reasons why learners use drugs; and
- Procedures to follow when a learner is suspected of being a drug user (Jeram, 2009).

According to Colett (2004), Harvey (1998) and SANCA (2004), the use of illegal substances in South Africa has been analysed as having the potential for profitable criminal drug activity because South Africa has long, porous borders and weak border controls, which create a market for drugs. In addition, learners are exposed to drugs daily and schools do not have effective drug deterrent policies. This is worsened by a drug such as dagga which is being grown locally and is relatively cheap.

According to Maughan and Eliseev (2007) drug lords are targeting schools as areas where they can grow their market of young drug addicts and this needs to be confronted

and discouraged in all communities. In Gauteng alone, children are dying from drug overdoses at the age of ten (10) years according to research by Crime Research in South Africa, as quoted by the United Nation Office on Drugs and Crime (2004). It is therefore imperative that schools manage substance abuse effectively. The Member of the Executive Council for Social Development in Limpopo asked the following question at an event that took place on the 30th of July 2019: “How then, do we approach this fight against substance abuse?” The United Nations Drug Control Programme defined the National Drug Master Plan as a single document covering all national concerns regarding the control of drugs.

2.3. SUBSTANCE ABUSE IN SCHOOLS AS A GLOBAL PROBLEM

In recent decades, there has been growing international concern about disruption, disaffection and indiscipline among unruly learners. Countries witnessed the rise in the rates of expulsion of learners from schools, while governments intensified their search for effective and lasting solutions. The same problem was experienced by African countries. A study by Pelzer (2009) on substance abuse among school-going adolescents in six African countries, namely Zimbabwe, Kenya, Uganda, Namibia, Zambia and Swaziland, found that 6.6% of learners who were surveyed engaged in risky alcohol use and that 10.5% engaged in illicit drug use. In addition, a study conducted by Fatoye (2003) among secondary school students in Southwestern Nigeria found that 13% of learners reported that they were currently using alcohol, while 26% had consumed alcohol before.

To date, much of the available information on alcohol and drug usage at high schools in Ghana has come from a small number of cross-sectional research studies, often conducted in a single location and in urban areas and from information on police arrests and seizures (Adu-Mireku, 2003; Amonoo-Lartson and Pappoe, 1992; Lamptey, 2005). The most extensive research on substance use among the youth in Ghana was done by the Ministry of Health and the World Health Organization in 2003. This research found that the average age of first use of substances ranged between 14-19 years, with extremes of 6 and 23 years. Lamptey (2005) indicated that the importance of family

cohesion played a role in youth substance abuse in Ghana and the chances of substance abuse were less when the adolescent stays with both parents rather than others.

According to Canter and Canter (1992) “the pressure for education authorities to be effective, and to be seen to be effective”, has often led to a “reliance on positive discipline or, “assertive discipline”, or as indicated by Henault (2001), a zero-tolerance approach. According to Lamptey (2005), Adu-Mireku (2003) and Amonoo-Lartson and Papoe (1992), internationally school violence is exacerbated in both intensity and frequency by drug abuse that needs to be managed together with the presence and availability of alcohol and weapons.

In the United States of America, almost 4 million adults are on probation and according to Maruschak and Parks (2012), 24% of them have a history of drug dependence or the abuse of alcohol. Mumola and Bonczar (1998) found that at the time of an offence, 47% were found to be under the influence of drugs or alcohol, while 25% of probationers received treatment while on probation. In a survey among adolescents between the ages of 18-25 years and among 12-year-olds, Colorado was ranked in the top ten for rates of marijuana and other illegal drug use according to Matheson et al. (2006), cited in SAMHSA (2010).

According to Haugland, Holmen and Ravndal (2013), factors associated with drug and alcohol abuse among adolescents include high levels of anxiety and stress, lifestyle factors, depressive symptoms, low self-esteem, susceptibility to peer pressure and problems associated with school. The misuse of drugs and alcohol can be related to both acute injury and chronic disease in addition to psychological, social, and economical harm.

Similarities between the United Kingdom and South Africa in much of the research undertaken on behaviour in schools are that teachers have regularly reported feeling concerned about discipline; about how to maintain and develop effective behaviour management strategies; about how to engage with home and family, especially where there are difficulties at home and about trying to balance the rights of the individual and

the group within the classroom (Munn, 2002; Munn, Sharpe & Johnstone, 2004; Wilkin, Moor, Murfield, Kinder & Johnson, 2006). It is clear from the research conducted in the United Kingdom that authentic change to relationships, learning and behaviour in schools across the world can be sustained by empowering educators in terms of the management of substance abuse at schools.

2.4. SCHOOL-PARENT RELATIONSHIPS IN THE MANAGEMENT OF SUBSTANCE ABUSE

In terms of the Preamble and Sections 16 (1), 20, 36 and 37 of the South African Schools Act, 84 of 1996, public schools are required to establish a democratic public-school partnership. This means that the State has devolved some of its authority to individual schools by means of a process of decentralisation. According to Section 15 of the South African Schools Act, all public schools have been granted the legal status to act as “juristic persons” (i.e., legal persons bearing rights and duties) and to be governed through their governing bodies. According to Bray (2002) management and governance of public schools are built on good co-operation, mutual trust, reciprocal rights and obligations and the sharing of resources and expertise to promote and serve the best educational interests of all learners for effective partnerships in education.

According to Bray (2002), from a reformational perspective on education, the role of parents can hardly be over-estimated. Teachers at school are secondary educators whilst parents at home are the primary educators of their children. Parents expect teachers to guide and to equip their children (who now, in a school context, become learners) in the same religious spirit as that in which these children are being raised in their parental homes. Families usually struggle in isolation first before seeking help from others and this causes severe strain on the family. As a result, parents often experience a range of negative feelings such as depression, anxiety, tearfulness and confusion (Rice, 2008). The strain experienced by parents can increase if they are faced with the financial difficulties associated with their belongings being stolen by the drug abuser. It traumatises the parents when they realise that their child is using drugs, hence a greater reliance on educators to manage substance abuse at schools (Rice, 2008).

According to Bogenschneider, Little, Ooms, Benning, Cadigan and Corbett (2012), “family relationships, stability and functioning may be compromised when families are poorly supported in coping with a relative’s substance abuse”. Feelings that may be experienced by such families include the fear that the child was going to die, and feelings of failure or responsibility for the addiction, as well as shame because of being judged by the community (Rice, 2008). Another theme that was identified was conflict between the child and his or her parent which was associated with assets being stolen. Financial loss is also classified as theft because the property that is often stolen must be repeatedly replaced and this leaves parents with a great sense of having lost trust in their child and feeling exposed in their own homes as their assets were no longer secured (Rice, 2008).

School governing bodies and school management teams should work closely with parents to manage substance abuse by reporting those who are selling drugs to children to law enforcement agencies. According to Currie and Klaaren (2001) lawfully implementing and enforcing disciplinary measures “would ensure that the risk of abuse or misuse of authoritative powers is eliminated and that the best interests of the learner are protected (albeit in the broader school context)”. Another good reason for the scrutiny of lawful action relates to the relationship of trust between the school and the governing body, education authorities, parents, the school community and interested people who need to be assured of school governance that is open and transparent. Therefore, a governing body must be accountable for the actions entrusted to it by the law. In other words, school governance must be kept on a legally sound footing (Beukes, 2002; 2003).

2.5. APPROACHES TO THE USE AND ABUSE OF SUBSTANCES IN SOUTH AFRICAN SCHOOLS

According to Mabeba and Prinsloo (2000), disciplinary problems can be defined as “disruptive behaviour that significantly affects fundamental rights to feel safe, to be treated with respect and to learn”. Van Wyk (2001) pointed out that “the prevalence and gravity of disciplinary problems in schools is a universal concern”. Governing bodies should ensure the safety of learners by enforcing security and safety policies that will help educators to manage substance abuse in urban and rural high schools. For example,

Section 8 of the South African Schools Act determines that the governing body of a public school must adopt a code of conduct for the learners of the school.

Van Wyk (2001) added that the code of conduct contains the disciplinary rules for learners and is therefore crucial to school discipline. Equally important is the fact that these rules must be properly implemented and enforced to ensure a disciplined education and a school environment which is conducive to teaching and learning. This implies sound school governance and a governing body that is well-informed about the legal nature and consequences of a code of conduct. In short, it requires school governance that is based on a solid legal footing. Be that as it may, the stark realities of everyday school life unfortunately paint a different picture, one that is marred by countless incidents at disorganised and undisciplined schools where learners openly and unashamedly disrupt the education process while confused and ignorant governing bodies and educators seem unable to tackle learner misconduct and restore discipline at school (Conradie, 1998).

Sub-section 8 (4) of the South African Schools Act stipulates that all learners must obey the rules and that nothing in the rules exempts a learner from the obligation to comply with the code of conduct of the school. According to Conradie (1998) a copy of the code of conduct must be sent to the education authorities and parents, and educators must receive copies. It must be accessible and visible in the school, for example pinned on the notice boards and its contents discussed and explained to the learners. This practice also supports the constitutional requirements of transparency and openness. Should all this be put in place, the use and abuse of substances at urban and rural high schools can be addressed as these policies will assist parents and schools to manage substance abuse. However, a code of conduct is not enough as it is a passive document. It needs to be consistently implemented to be effective.

2.6. DISCIPLINE IN SOUTH AFRICAN SCHOOLS

The nature of discipline lies in its intention. It should be determined why discipline must be enforced at schools. A pertinent question relates to whether discipline intends to

correct behaviour, to control or to punish. A scrutiny of the secondary school context will assist in this determination.

Many principals and educators are finding it increasingly difficult to maintain discipline in secondary schools in the wake of new education legislations and regulations that regulate discipline and punishment in schools (Morrel, 2001). The Master Teacher (2001) presented a comprehensive definition of discipline, namely:

“Discipline is a process that uses teaching, modelling, and other appropriate strategies to maintain the behaviours necessary to ensure a safe, orderly, and productive learning environment by changing unacceptable behaviour to acceptable behaviour”.

The key to this definition is that while seeking to direct learner behaviour, the manner or approach of achieving this rests on teaching or modelling and thus addresses the learner including the underlying causes of indiscipline. This implies targeting the ultimate, which is self-discipline (Morrel, 2001).

The exercise of discipline in South African schools can best be understood in the context of the apartheid and post-apartheid eras. The apartheid era was characterised by the application of corporal punishment as a way of enforcing discipline in schools whereas in the post-apartheid era in terms of Sub-section 10(1) of South African Schools Act, no person may administer corporal punishment at a school against a learner. A person who violates this section is guilty of an offence and should s/he be convicted, can receive a sentence that can be imposed for an assault. Corporal punishment intends bodily harm and violates the basic rights of the learner. Naz, Khan, Daraz, Hussain and Khan (2011) observed that in most countries in the world corporal punishment has been outlawed “because of the affront to the child’s dignity”. The realisation that corporal punishment infringed upon the rights of children, particularly the right to dignity, has led to a greater emphasis being placed on alternatives to corporal punishment (Hart & Cohen, 2001).

2.6.1. Substance abuse and school discipline

Substance abuse refers to any drug used for the wrong reasons in excessive doses. It is not possible to teach and learn in an environment that is disorderly, disruptive and unsafe. According to Charles (2002) discipline is often inaccurately conceptualised as being what educators do when learners misbehave at school or what educators do to stifle misbehaviour when it occurs, and that discipline must rely on elements of fear backed by force to be effective.

Since the introduction of democracy in South Africa in 1994 managing discipline in secondary schools has become more difficult for educators. Anecdotes relating to disciplinary problems include among others, learners not taking their studies seriously. They reportedly come late to school, do not do their schoolwork, behave in unacceptable manners, abuse drugs on the school premises and reportedly even carry knives and guns to school, which they use to threaten and fight both the educators and other learners (Mabeba & Prinsloo. 2000; SADTU, 2003).

According to Ngere (2010) drug and substance abuse negatively affect learner discipline and are responsible for discipline problems in schools. Discipline problems caused by pupils involved in drugs include bullying, fighting, truancy, indecent language, rudeness towards teachers and disrespect towards teachers and other pupils. Lowinson, Ruiz, Millman and Langrod (2007) found that cases of indiscipline often occur when the learners refuse to be punished by their teachers. Their major indiscipline problems include playing while lessons were on and lack of concentration, attending classes late, refusing to put on proper school uniforms and arguing with others. Pupils involved in drugs sneaked out of schools during class activities and they were commonly involved in strikes. More serious cases of indiscipline committed by drug users include *inter alia*, disturbance of school activities, intolerance, smoking and use of abusive language (Lowinson, Ruiz, Millman & Langrod, 2007). There is also a serious problem of harassment and use of vulgar words, absenteeism and bunking of classes (SADTU, 2003). Educators largely argue that all these problems are caused by the abolishment of corporal punishment (Morrel, 2001).

According to Rogers (1998), discipline is an educator-directed activity which seeks to lead, guide, direct and manage and confront a learner about behaviour that disrupts the aim of learning. It is used to direct learners towards self-control and personal accountability. However, drug abuse affects teaching and learning by causing problems with concentration, lack of motivation to learn, forgetting stuff and drugs can change the whole personality so the person is not the same anymore and healthy interests and activities disappear (Tracy, 2012). In addition, Kilpatrick (2015) argued that substance abuse affects the morale of teachers hence some teachers also resort to substance abuse to reduce stress, to lift the mood and to overcome sleeping problems.

Many principals and educators find themselves unable to cope with large schools and classes, especially where there has been a complete breakdown of the culture of teaching, learning and discipline (Squelch, 2000). It is important to note that South African schools are from a past of forced learner discipline, through the administration of corporal punishment (Morrel, 2001). According to Tomlinson and Imbeau (2010) learners who lack discipline are often those who yearn for attention, whether it be from teachers, parents or peers.

The role of the school management team (SMT) is essentially to establish acceptable behaviour parameters, underpinned by mutual respect, dignity, and tolerance for diversity, to mention a few (Tomlinson & Imbeau, 2010). The school management team (SMT) is responsible for the proper running of the school and is a school structure which is generally made up of the principal, deputy principal(s), and heads of departments. Planning, organising, leading, and supervising school activities become their daily responsibilities. School resources are managed by the SMT in such a way that the school functions effectively and efficiently. The SMT is the face of the school and comprises of school leaders. School leaders have a professional responsibility to develop a positive culture that helps to enhance the quality of education and have a supporting role to play in creating, facilitating, and maintaining quality education in schools (Clarke, 2012).

2.6.2. The difference between punishment and discipline

According to Cangelosi (2000) punishment is “generally defined as an aversive stimulus that follows an undesirable behaviour and is intended to decrease or eliminate the occurrence of that behaviour”. Vally (2005) observed that discipline is different from punishment and that it impacts the learner in distinct ways. Disciplined behaviour means behaviour that shows respect and responsibility. The goal is for the learner to develop self-discipline through their own efforts rather than through the efforts of another by means of monitoring, fear, threats, and force. Newberger (2000) explained that discipline may be associated with control gained by enforcing obedience.

The Virginia Cooperative Extension (2009) identified four kinds of punishment namely verbal, physical, penalties and withdrawal of rewards. Therefore, punishment may take the form of informal arrangements such as the withdrawal of privileges, additional homework and detention after class to formal sanctions such as corporal punishment and exclusion from school. According to Vitto (2003) learners should be held responsible for their actions and be taught to account for the way they behave. However, according to Scharle and Szabo (2000) learners are often taught that they only need to behave when someone is around to punish them as discipline emanates from a position of power.

2.6.3. Positive discipline

Naker and Sekitoleko (2009) contended that “the first step in finding alternatives to punitive disciplinary measures such as corporal punishment is to understand factors influencing children’s behaviour which include fulfilment of their needs such as belonging, acceptance, physical and emotional security, as well as being respected by peers”. Maslow’s (1943) hierarchy of needs proposed that people are motivated to fulfil basic needs before moving on to meet higher level growth needs. Maslow contended that the lower level needs must be satisfied before higher level needs can influence behaviour. The school should first meet the demands of the learners in line with the policy of the school. Human beings are motivated by unsatisfied needs and certain lower needs must be satisfied before higher needs can be addressed.

The Department of Basic Education must ensure that there are physiological needs such as classrooms, water and food for learners at school to learn. Safety and security needs are about keeping learners safe from harm. These needs also include good health for learners and safe environments. If a learner does not feel safe in an environment, he or she will seek to find safety before attempting to meet any higher level needs at school. Safety needs include those needs that provide a person with a sense of security and well-being that are more important for learner survival, but not as important as the basic physiological needs. School managers and school governing bodies can account for the safety needs of learners by providing safe learning conditions as well as security personnel to control the movement of learners as they come to school and when leaving the school environment (Taormina & Gao, 2013).

Unfortunately, safety needs are often disrupted by the inability to meet lower level needs. Taormina and Gao (2013) contended that a learner cannot become self-actualised if he or she is starving for food or if they are still seeking love and affection from others. Both primary and secondary parents should ensure that the said needs are met. According to Naker and Sekitoleko (2009) positive discipline entails guiding the learners' behaviours and helping them take responsibility for making good decisions and explaining why those decisions are in their best interest. Without any fear and coercion of external forces, children learn and ultimately develop self-discipline (Naker & Sekitoleko, 2009).

Nelsen, Lott and Glenn's (2000) criteria for positive discipline ensure that disciplined teachings help children to feel a sense of connection. These criteria are not only mutually respectful and encouraging, but they also teach important social and life skills and invite children to discover how capable they are. Positive discipline, according to Nelsen, Lott and Glenn (2000), is regarded as more effective than punishment in the long term.

2.6.4. Alternatives to corporal punishment

Porteus, Vally and Ruth (2001) argued that "long before the attainment of democracy in South Africa in 1994, the maintenance of discipline in South African schools relied heavily on the use of corporal punishment and discipline was taken as synonymous to

punishment”. However, according to Section 10 of the South African Schools Act the use of corporal punishment has been outlawed in South Africa. It is therefore a criminal activity for educators in South African schools to use corporal punishment as they are liable to prosecution. Therefore, achievement of results cannot be based on one incident, because discipline itself is an ongoing process and can also not be instilled through a once-off response by caregivers and parents to a single incident of negative behaviour. Emotional and corporal punishment is no longer an acceptable form of punishment and therefore one can engage learners by the following alternatives according to Porteus, Vally and Ruth (2001):

- Give praise: Children will model their behaviour on positive reinforcements if they are praised for doing things well and obeying both primary and secondary parents.
- Lead by example: Both parents as alluded to should practice what they preach by not allowing children to use dirty language or to swear, neither should they.
- Be realistic: Primary parents should keep their children safe by removing the possibility of physical danger and to make sure that for example, their babies cannot reach the fire or the paraffin bottle or they must hold their children’s hands when walking on the road.
- Restorative justice: The repairing of injustice is called restorative justice. Therefore, it is important to fix injustice rather than to punish it, because it causes great pain.

According to Braithwaite (2001) there should be policies that control school bullying. Restorative justice involves the offender and victim in a meeting attempting to repair any harm caused. Children should be encouraged to provide answers that will result in an acceptable compromise. Braithwaite (2001) argued that the healing process of restorative justice on substance abuse can deliver the love and caring to motivate a holistic change in a life. Learning to work together again after a tragedy or wrongdoing, repairing the harm, acknowledging shame and restoring relationships are also critical according to Braithwaite.

There are reported cases, however, that despite the outlawing of corporal punishment and the existence of South African School's Act on alternatives to corporal punishment there is still prevalent use of corporal punishment in many South African schools (Morrel, 2001; Makapela, 2006; Sokopo, 2010). This can be avoided by establishing an environment of encouragement as an alternative and changing your approach from one of reacting to undesirable behaviour to one of planning for appropriate behaviour. Many South African teachers, however, still struggle to apply alternative disciplinary methods and still experience challenges in maintaining discipline in schools in the absence of corporal punishment (Maphosa & Shumba, 2010).

2.6.5. School culture and school climate

Cohen, McCabe, Michelli and Pickeral (2008) emphasised “the responsibility of policy makers and educational leaders to establish a positive school culture and school climate which is conducive to teaching and learning”. Researchers have found that positive school cultures and school climates are important dimensions that can be linked to effective risk prevention and the advancement of teaching and learning (Cohen & Pickeral, 2007; Najaka, Gottfredson & Wilson, 2002). Researchers also determined that effective risk-prevention programmes are positively linked to a safe and caring school culture and school climate (Berkowitz & Bier, 2005). According to these authors, if violence occurs at schools and is not addressed, it can destroy the school culture and school climate, as well as diminish the protective influence of the school.

It therefore appears that researchers and policy makers view a positive school culture and school climate as prerequisites for safe and effective schools. The significant percentage of variation in school violence can be explained by the school culture and school climate. According to Masitsa (2008), Aziza (2001) and De Wet (2007) learner indiscipline is on the increase in South African schools. This challenge of growing indiscipline in schools must be dealt with by educators. Disciplinary measures that are being used in schools must comply with constitutional requirements of upholding the rights of the child (Republic of South Africa, 1996a).

2.6.6. School climate and culture with regards to safety and security

Children attend schools to learn, to know, to be, to do and to live together, and not only to acquire knowledge. According to Schorr (1997), “schools have become key players in community anti-drug collaborations because of their increasing concern about social, emotional, and health handicaps that impede the academic success of their students”. The management of substance abuse in rural high schools can be achieved effectively in a school environment that is safe and secure.

2.7. THE ROLE OF THE SCHOOL GOVERNING BODY IN THE MANAGEMENT OF SUBSTANCE ABUSE.

According to the South African School's Act, a parent means the parent or guardian of a learner; the person legally entitled to custody of a learner or the person who undertakes to fulfil the obligations of a person referred to the above, towards the learner's education at school (Brunton & Associates, 2003). In addition, Brunton and Associates pointed to South Africa parents and guardians of learners having the majority representation on a school governing body and that it is the duty of the school governing body to formulate and promulgate policies, of which a school safety policy is one. It is then the responsibility of the school principal and his or her management team to implement and monitor the school safety policy at his or her school. This policy as prescribed by the Schools Act must be based on the safety measures and regulations that aim to make these measures and regulations practicable to ensure the security and safety of the learners in their charge. The policy framework encapsulated recommendations made in the National Drug Master Plan (2006 – 2011) that has been distributed to schools throughout South Africa.

The school governing body (SGB) in collaboration with the school management team (SMT), must develop school-based policies on substance abuse and security and safety of learners at their school. In terms of Sub-section 8A (ii) of the South African Schools Act, the Minister of Basic Education must identify the devices with which the drug test is to be done and the procedure to be followed and publish the name of this devices, and any other relevant information about it, in the Government Gazette. This has resulted in

the Policy Framework on the Management of Drug Abuse in all Public Schools and Further Education and Training Institutions.

The Minister has, accordingly, identified ten devices and a school may use any one of these. Section 8 of the South African Schools Act further determines that “the governing body of a public school must adopt a code of conduct for the learners of the school”. Disciplinary rules for learners are contained in the code of conduct and it is therefore crucial to school discipline. Equally important is the fact that these rules must be enforced to ensure a disciplined education is properly implemented in the school environment.

The functions of the governing body are set out in Section 20 of the Schools Act. The Guidelines for the Consideration of Governing Bodies in Adopting a Code of Conduct for Learners (RSA,1998) provided guidance to school governing bodies as to how to draft a code of conduct for their school (Visser, 2002). Visser (2002) explained that to govern efficiently and effectively, a governing body “must be able not only to make rules for good governance, but also have the capacity (and will) to implement these rules in the school situation and enforce them in cases of learner misconduct by means of specific disciplinary measures provided for in the code of conduct” through their school principals. School-based policies must be in line with the Constitution and the South African Schools Act.

In addition, a school’s code of conduct must be drafted in consultation with learners, parents and educators. Community involvement in the safety of the children creates space for the deployment and utilisation of community resources that can ease the work of an educator while managing substance abuse at schools. The Department of Basic Education (2008) provided an example that “community-based organisations can assist the school to deal with issues such as gender-based violence, security and discipline, health promotion, human rights, activities that improve the performance and well-being of the learners, for example, extramural activities or the provision of feeding schemes and assistance in respect of orphans and other vulnerable children”.

2.8. EDUCATOR'S DUTY OF CARE AND THE COMMON LAW PRINCIPLE OF *IN LOCO PARENTIS*

Schools must take special care of learners as expected by parents, not only in terms of their education, but also in protecting them from harm during the hours when they are under the authority and care of the school. According to Kgosidialwa (2010), parental involvement improves the chances for success of children at school. Therefore, teachers have a duty to protect, uphold and promote the rights of learners to effective education, equal educational opportunities, human dignity, a safe school environment, freedom of security of the person, privacy, and just administrative action to ensure a safe school environment. *In loco parentis* is a Latin term for 'in the position of parents'. It describes the responsibility of schools and teachers in terms of the welfare of children. Teachers are expected to step into the shoes of parents and care for children as if they are the parents. Enhanced parental involvement leads to better school attendance, better academic performance and improved behaviour of children at home and in school according to a recent report conducted by the National School Public Relation Association (2005).

Furthermore, educators have a legal duty in terms of the common law principle of *in loco parentis* to ensure the safety of the learners in their care at school. The mandate to participate in the governance and management of the school by all stakeholders is given by the South African School's Act. The duty of care and the duty to maintain order at a school are the two coextensive pillars of the *in loco parentis* role played by educators (Kgosidialwa, 2010).

According to Mosoge and Van der Westhuizen (1997) the South African School's Act presents learners, teachers, principals, parents and all community members with the harmonious task of changing traditionally authoritarian institutions into democratic centres where all participate actively in the decision-making process as mandated. Dekker (1993) showed that parental involvement is an all-embracing term used to describe a wide variety of activities that range from occasional attendance at school functions to intensive efforts to help parents become better teachers of their children.

The term 'school' refers to an organisation which enrolls learners from grade R to grade 12 in terms of the South African School's Act. Parents as primary educators of their children should assist educators to manage substance abuse. However, parents are often not certain about how to play a more active role in their child's education. According to the principles of family law as cited by Maluleke (2014), parents are obliged to protect, maintain and care for their children and are required to accept responsibility for the physical and emotional needs of their children and to raise their children in such a way that they can adapt to society and participate successfully in its activities. Moreover, according to Maluleke (2014) parents are obliged to protect the fundamental rights of their child to education, shelter, food, clothing, and health care. Van Schalkwyk (1990) contended that parent involvement has a significant impact on the quality of the learners' experience of teaching and learning in the school and also on their results. When families, schools and community groups work together to support learning, children tend to do better in school, stay in school for longer, and like school more (Van Schalkwyk, 1990).

According to Maithufi (1997)

“... there are two co-extensive pillars to the *in loco parentis* role that educators play: the duty of care (which implies looking after the physical and mental well-being of learners and the duty to maintain order at a school (which implies an educator's duty to discipline learners)”.

Neethling, Potgieter and Visser (1992) indicated that:

“... it is important to remember that 'duty of care' does not refer to a general obligation: it is an obligation towards specific people or groups of people in the care of a specific educator”.

In terms of their duty of care, educators therefore have a legal obligation to protect learners from any form of violence and sexual harassment at school (Maithufi, 1997).

2.9. LEGAL FRAMEWORK FOR SAFE SCHOOLS

According to Squelch (2001), a safe school may be defined as an environment where there is an absence of possible harm and one that is free of danger i.e., a place in which learners, educators and non-educators may work, learn and teach without fear of ridicule, harassment, intimidation, violence, or humiliation. A safe school is therefore a healthy school in that it is psychologically and physically safe. Indicators of safe schools include the presence of certain physical features such as secure walls, fencing and gates; buildings that are in a good state of repair; and well-maintained school grounds. Safe schools are further characterised by good discipline, a culture conducive to teaching and learning, professional educator conduct, good governance and management practices, and an absence (or low level) of crime and violence (Squelch, 2001). The legal rules dealing with safety in schools are derived from the Constitution of the Republic of South Africa, as well as from national legislation, South African case law, and common law.

2.9.1. The Constitution as supreme authority

Joubert and Prinsloo (2009) described a constitution as a document that sets out the rules for governing the country and explained that it also protects the democratic principles and the rights of citizens. Joubert and Prinsloo (2009) further stated that the Constitution of the Republic of South Africa (1996) is legislation, and as such and according to its own Section 2, is the supreme law of the land. This means that no law or Act can be inconsistent with or in contradiction of the Constitution (Joubert & Prinsloo, 2009). To confirm this, Oosthuizen (1998) mentioned that “all forms of legislation are ‘subordinate’ in the sense that all legislation in South Africa is subject to the Constitution.”

Chapter 2 of the Constitution contains the Bill of Rights in which the State guarantees the protection of the fundamental and inalienable rights of every citizen of the country. Section 7.1 reads as follows:

“This Bill of Rights is a cornerstone of democracy in South Africa. It enshrines the rights of all people in the country and affirms the democratic values of human dignity, equality and freedom.”

Section 7(2) states that “The state must respect, protect, promote and fulfil the rights in the Bill of Rights”.

Joubert and Prinsloo (2009) stated that the Constitution is, at the same time as being the supreme law of the country, also a source of education law. An umbrella of rights to protect learners from substance abuse is clearly given to us by the Constitution. Among other things, it says that children have the right “to be protected from maltreatment, neglect, abuse or degradation”. This places a special duty on society to protect children and gives special rights to them against abuse of any sort. On this point authors such as Oosthuizen (1998) and Barry (2006) agreed. Indeed, the latter indicated that the rights and freedoms set out in the Bill of Rights must be respected, protected, promoted, and fulfilled not only in general but also specifically within the education system (Bray, 2002).

The section of the Constitution that contributes directly to the development and guidance of education law in South Africa is the Bill of Rights. This chapter of the Constitution contains certain specific rights that have a direct bearing on education and the Schools Act gives content to the State’s constitutional obligation to create a secure environment for learning. A school’s code of conduct for learners must regulate relationships and behaviour in schools and must be in line with the Constitution (Bray, 2006).

2.9.2. Constitutional rights with a bearing on education and school safety

The following four (4) sections of the Bill of Rights pertain specifically to education and on the issue of school safety.

2.9.2.1. The right to education

The single most important right in the Bill of Rights with a direct bearing on education is the right to education. Section 29 of the Constitution (1996) states the following:

“Everyone has the right to a basic education, including basic adult education; and to further education, which the state, through reasonable measures, must make progressively available and accessible.”

According to Barry (2002), this right determines unequivocally that the State is responsible for the provision of education to all its citizens and is therefore responsible for every aspect of the provision of education, including the safety of learners at school. The right to education is negatively impacted upon and compromised where learners are exposed to a hostile and violent environment at school due to substance abuse. In extreme cases, the fear or experience of violence may even result in a child being denied access to basic education due to her or his fear to attend school.

2.9.2.2. The rights of the child

The second most important right with a bearing on education, namely the issue of school safety, is contained in Section 28 of the Bill of Rights. This section deals with the rights of children, and the sub-sections of Section 28 relevant to this discussion are relayed below:

“28(1) Every child has the right to family care or parental care, or to appropriate alternative care when removed from the family environment; to be protected from maltreatment, neglect, abuse or degradation...”

and

“28(2) A child’s best interests are of paramount importance in every matter concerning the child.”

Section 28(2) is of particular importance when discussing education legislation and its duty to provide for and promote the safety of learners at South African schools. Desai and Goel (2018) identified the risk and the protective factors of substance abuse by children at individual, family and community levels and strategies to strengthen the protective factors by the government and adult and child citizens. The risk and protective factors of substance abuse by children need to be managed. By risk factors I am referring to the qualities of a child or his/her environment that can adversely affect the child’s developmental trajectory and put the child at risk for later substance abuse or other behavioural problems whilst protective factors are qualities of children and their environments that promote successful coping and adaptation to life situations and change.

2.9.2.3. The right to human dignity

Section 10 of the Constitution (1996) reads as follows: “Everyone has inherent dignity and the right to have their dignity respected”. This short yet powerful statement must be recognised as a cornerstone of the safeguards included in education legislation to prevent the loss of dignity that goes together with being either the victim or the perpetrator of violence anywhere, but specifically at school (Bray, 2002). Bray argued that an example of consumption contrary to the health and dignity of the human person, and certainly not easy to control, is the use of drugs.

The dignity of those accused of violence or of negligence in the event of an accident at school is also protected by this right and must therefore also be protected by education and other legislation. In South Africa everyone has the right to be treated with respect and dignity and the best strategy in managing drug abuse according to the World Health Organisation (2018) relates to how we best support people across alcohol and drug issues, that is taking a human rights-based, public health approach to ensure we are delivering the best possible care, treatment and responses for individuals and communities.

2.9.2.4. The right to a safe environment

Section 24 in the Constitution stipulates that everyone has the right to a safe and healthy environment. The quality of our environment affects all of us no matter where we live. The environment is our home. If it is not healthy, we will not be healthy either. If one takes the environment of learners to be the school premises, then all education legislation must promote and secure school environments that are safe for both learners and educators to occupy daily (Bray, 2002). The Department of Basic Education has developed a national strategy for the prevention and management of alcohol and drug use amongst learners in schools. Curbing drug use in schools will in turn prevent drug use within the communities and render them safe for all citizens as schools mirror the communities. Schools have been provided with a guide to drug testing in South African schools.

While the abuse of drugs may seem like a very personal issue, it has a far-reaching impact on the surrounding society and environment. Furthermore, it is believed that an individual's surrounding environment may impact the inclination to abuse drugs and drug abuse can be influenced by a variety of experiences, events and personality characteristics, but environmental factors also play a role in the potential for drug abuse to develop (Butler, Hall and Copnell, 2016). However, according to Squelch (2001) safety must extend to but not be limited the school buildings (including classrooms, media centres, workshops and laboratories, offices, computer centres, tuck shops, school halls and gymnasiums etc.), playgrounds (including playground equipment such as jungle gyms etc.), sports fields and even school buses and any other means of transport, whether owned by the school or the State or hired from private enterprise for specific trips or tours.

Section 20 (1) (g) of the Schools Act demands that SGB's administer and control the property, buildings and grounds occupied by the school. Squelch (2001) concluded that this section compels SGBs to "keep school buildings in good repair, keep school grounds free of dangerous objects and maintain equipment in good working order (e.g., playground equipment and fire hydrants)." Protecting this right and *inter alia* the safety of the learners at public schools in South Africa is therefore rightfully one of the main functions of education legislation in our country that can help in the management of substance abuse.

Kuuskorpi and González (2011) defined the school environment in its widest sense as "a combination of formal and informal education systems where learning takes place both inside and outside of schools". School environments are spaces occupied by communities to execute effective teaching and learning. It is a fact that particularly schools are faced with matters of security and safety and legislation seemed to be covering almost all aspects of safety and security of learning institutions which also include policy on the management of drug use.

A study on gangsterism conducted by Maphalala and Mabunda (2014) identified internal and external factors associated with school violence which are influenced by drug use in

selected Western Cape high schools. The findings from their study indicated that fights over turf or territories, socio-economic background and easy access to schools were some of the factors that contributed to gangsterism in Western Cape schools. Maphalala and Mabunda (2014) argued that despite schools having policies and codes of conduct for learners in place to deter substance abuse and violent behaviour, violence, physical and sexual abuse, and gang related activities are still prevalent in Western Cape schools. Investigating the safety and security measures at secondary schools in Tshwane, Van Jaarsveld (2011) found that schools should hire security guards, install fire alarm systems, and regulate on the number of access entry points to school premises as well as conduct random drug testing at the school for scholars and adult supervision in halls as another method to manage substance abuse.

According to Joseph (2011), "... the school environment plays a major role in the process of developing adolescent drug use. Schools that are rigid and authoritarian in their disciplinary policies tend to promote disrespect for authority". Achievement is one of the wishes parents have for their children in school and the academic achievement of a child is regarded as a determining factor for a child's success (Clintock, 2003). However, Fields (2001) maintained that the issue of slow learners must be tackled head on even though parents seem to be denying it. On the other hand, learners start performing badly as they age. Learners in rural high schools become discouraged by their failure and resort to abuse substances at school, and this should send a clear message to school management teams to be on high alert when it comes to the management of substance abuse.

2.10. CONCLUSION

Substance abuse has increased in schools, and this has become a worldwide problem. Schools should incorporate substance abuse prevention strategies as part of their daily management task. Every learner, educator and member of the school governing body and parent should take careful note of the obligations that the founding values and norms enshrined in the Bill of Rights place upon them. The implementation and application for the management of substance abuse and safety policies need to be evaluated. It is

however the responsibility of the different stakeholders and policymakers to implement the developed policies that seek to help manage substance abuse. In the next chapter I will be presenting the research methodology and research design I used for this study in schools.

CHAPTER 3

METHODOLOGY AND RESEARCH DESIGN

3.1. INTRODUCTION

Research methodology is concerned with issues such as why certain data was collected, what data was collected, from where it was collected, when it was collected, how it was collected and finally, how it was analysed. Therefore, the research methodology and research design of this study are substantiated and discussed in this chapter. The chapter firstly deals with the research paradigm underpinning this study, after which the research methodology, research design and how the participants were selected are presented. The use of semi-structured interviews as a data collection method and the document analysis are also explained. Ethical considerations that needed to be addressed as well as the limitations of this study are then discussed in the last sections of this chapter.

3.2. RESEARCH PARADIGM

The notion that a researcher discovers reality through the viewpoint of the participants forms the basis of this research and is known as an interpretivist research paradigm (Thanh & Thanh, 2015). According to Maree (2016) such a perspective enables one to analyse data that sheds light on the way a certain individual or group experiences a specific situation. This study focused on how rural secondary schools in Limpopo Province manage substance abuse and how school-based substance abuse policies are implemented in schools. According to Thanh and Thanh (2015) an interpretivist research paradigm accepts multiple viewpoints from a variety of individuals and relies on qualitative research methodology in which subjective interpretations of individuals are considered.

In qualitative research, researchers obtain rich reports that will allow them to fully understand the context of the experiences of the participants. As in this study, qualitative interpretivist research often uses case study designs (Thanh & Thanh, 2015). An interpretivist research paradigm not only allowed me to explore and explain a certain phenomenon through the eyes of different participants (Maree, 2016), but also to interpret and construct understanding from the gathered data (Thanh & Thanh, 2015). According

to Thanh and Thanh (2015), data is not discovered through rigid ways in this paradigm, but rather through qualitative methods e.g., semi-structured interviews. Maree (2016) argued that the researcher studies the participants in their natural and social contexts which is one of the key principles of interpretivism.

3.3. A QUALITATIVE RESEARCH METHODOLOGY

As mentioned in the previous section, a qualitative research methodology was used in this study. Qualitative research involves an interpretive, naturalistic approach to the world (Mack, Woodsong, Macqueen, Guest & Namey, 2005). It is also research with informants, so this naturalistic approach to data collection may enable the researcher to interpret and understand the world from the viewpoint of the participants (Cohen, Manion & Morrison, 2007) because the collected data is based on the participants' perspectives in their natural setting (Johnson & Onwuegbuzie, 2004). This study engaged with the participants in the environment where they currently live and are employed. Data collected in the natural settings of the participants may enable the researcher to make sense of or to interpret the phenomena in terms of the meanings the participants attach to it (Denzin & Lincoln, 2005).

According to Anderson, Leahy, DelValle, Sherman and Tansey (2014), a qualitative research approach improves the researcher's understanding of complex interactions between the participants and their environment significantly, which makes it an ideal way to gather data from participants. Maree (2016) argued that qualitative research uses research questions that are of an exploratory nature. Therefore, the research question and sub-questions of this study aimed to explore and investigate a certain phenomenon by asking questions such as how rural secondary schools in Limpopo Province manage substance abuse and by asking what the role of the school governing body in the management of substance abuse in rural schools is.

Maree (2016) further argued that these questions are only meant to understand and extract meaning from data and not to determine a certain outcome. According to Thanh and Thanh (2015), participants are selected through non-random methods such as

purposive sampling, one of the characteristics of qualitative research. In addition, qualitative researchers develop innovative sampling techniques to minimise the potential for bias in their data. The participants should therefore represent a specific group that has been narrowed down to enhance the quality and richness of the data to contribute to the data collected not to be generalised. Meanings are created, reproduced and reinforced as qualitative research seeks to describe the social meanings that participants attach to drug use at their schools and the accompanying social processes (Rhodes, 2000).

According to Hughes (1976), qualitative methods have proved very valuable in demystifying drug and alcohol use and replacing stereotypes and myths about addiction with more accurate information that reflects the daily reality of substance users' lives, because of their capacity to explore and explain human behaviour. Participants in this study were selected based on predetermined requirements that will be discussed later in this chapter. As articulated by Choy (2014), I attempted to view diverse groups of people and see a variety of experiences within a certain context as allowed by my method of sampling.

However, Choy (2014) has argued that when making use of a qualitative research approach, the interpretations of the researcher can be limited which can easily lead to some underlying issues being overlooked or missed. Equally, qualitative researchers permeate the complex social networks during fieldwork that link substance users and their associates together as feelings of trust and rapport arising between the researcher and research participants facilitate discussions about intimate information. According to Belgrave, Zablotsky and Guadagno (2002), qualitative researchers are encouraged to go where the data lead them. Moreover, qualitative data preserve the chronological flow of social processes according to Miles and Huberman (1994), so helping to identify precisely which events lead to which consequences.

3.4. RESEARCH DESIGN

A multiple case study design was employed in this study. A case study is an empirical investigation into contemporary phenomenon operating in a real-life context (Amaratunga & Baldryd 2000; Merriam, 2008). According to Maree (2016), such a study aims to seek answers to questions in the participants' natural setting by using the members of that setting to gather information, hence the use of a qualitative research design. Case studies focus on understanding the dynamics present within single or multiple settings and usually refer to relatively intensive analysis of a single instance of a phenomenon being investigated (Remler & Van Ryzin, 2011).

I have chosen to use a multiple case study because the design allowed me to employ a variety of methods to capture the complex reality under investigation and the main goal of using a multiple case study being to replicate findings across all participating schools (Maree, 2016). My understanding of a case study is that it would enable me to explore the experiences of educators in the management and implementation of their school-based substance abuse policies. In addition, a case study design fits in well within the needs of small-scale research. According to Maree (2016), a multiple case study design enables researchers to analyse and explore the differences between all settings used to conduct the research. Data collected from different schools thus enabled me to compare the different experiences to obtain in-depth knowledge of the phenomenon.

According to Tellis (1997) multiple case studies investigate a group of cases which align well with the title of this study being the management of substance abuse in rural high schools in the Mopani district of Limpopo Province, thus, already implying that different settings would be compared. A qualitative research approach involves and uses participants in the collection of data to better understand a situation and according to Maree (2016), the perspectives of the various participants will contribute to an in-depth study and will also be compared.

Although the use of a case study has many advantages, it also has some disadvantages. The case study approach is mostly criticised for the inability to generalise findings due to the small sample size (Yin, 2008; Merriam, 1998). Also, according to Zainal (2007), a

multiple case study design allows the researcher to draw comparisons between cases which can easily lead to the researcher having a direct effect on the conclusions and outcomes drawn from the study and being biased. A further disadvantage when using a multiple case study design is related to the process of deciding which cases to take on for a research project. Baxter and Jack (2008) argued that the researcher is allowed to expect similar results across all cases, which will allow for contradictions and similarities to be drawn when using case studies. Therefore, it is important to only take on cases that will allow a true reflection of the data. The same applies to a wide-ranging variety of participants that will produce an equally broad range of data. According to Zainal (2007) a multiple case study does not give the researcher a lot of data for substantial scientific assumptions as only a few participants are used to gather data in a limited geographical area.

3.5. SAMPLING

This study made use of purposive, homogenous sampling to select principals, SGB chairpersons and teacher liaison officers from three (3) purposively selected rural high schools in the Man'ombe circuit, Mopani district of Limpopo Province. The participants were selected according to their particular characteristics that will make detailed investigation and understanding of the central themes and puzzles that I wished to study possible (Ritchie & Lewis, 2003). Therefore, a total of nine participants were involved in the study, i.e., three (3) participants per school. The selected schools were the schools with the highest number of school dropouts and bullied learners in the circuit. School records on learner population, attendance and learner profiles obtained from the District Office were used to sample the schools.

A purposive sampling technique is called a homogeneous sampling that aims to achieve a homogeneous sample that shares very similar characteristics or traits, for example, a group that is similar in terms of gender, age, occupation, background, to name a few. These participants potentially could give valuable and fresh data regarding their experiences with regards to the management of substance abuse.

3.6. DATA COLLECTION METHODS

The process of gathering and measuring information on targeted variables is called data collection in an established system, which then enables one to evaluate outcomes and answer relevant questions. This study made use of textual data pertaining to official policy documents and semi-structured interviews to collect data. According to Noor (2008), to bring out the details from the viewpoint of the participant by using multiple sources of data, case studies must be specifically designed and make use of either observations, interviews and documents to collect data (Maree, 2016). These are discussed in the sub-sections below.

As already stated, semi-structured interviews and documents were used to collect data. However, a schedule for an interview was used to guide the interviews and data collected were transcribed and analysed thoroughly. Trends were identified as well as recurring themes which were brought in relation to the already existing literature and research questions of this study. The emphasis on ensuring accurate and honest collection remains the same while methods vary by discipline (Gill, Stewart, Treasure & Chadwick, 2008). Capturing of quality evidence allows for data analysis which leads to the formulation of convincing findings and arguments - the goal of data collection - so that credible answers to the questions can be provided.

Secondary data which were gathered from textual data focused on policy and school documents. This data was used in addition to the data obtained from the interviews to compare the management of substance abuse as stipulated in these documents with the experiences of the participants.

3.6.1 Document analysis

Document analysis is described as a systematic procedure for evaluating or reviewing both printed documents and electronic material, i.e., by electronic I am referring to computer-based and internet transmitted material. According to Corbin and Strauss (2008), data collected are examined and interpreted to gain understanding, elicit meaning and develop empirical knowledge as required by document analysis. Moreover, there are

words and images that have been recorded in the documents without the intervention of the researcher. As indicated by Atkinson and Coffey (1997), documents are social facts produced, shared and used in a socially organised way. In this study I analysed the following documents: national policy documents, learner population, attendance and learner profiles obtained from the district office. All these documents were found in the schools' files. According to Labuschagne (2003) the analytic procedures when using document analysis entail finding, appraising, selecting and synthesising data which are contained in the documents.

Document analysis has both advantages and limitations in relation to other qualitative research methods and according to Tellis (1997), documents are a good source of data because they are stable, unobtrusive and cover a broad range of aspects. However, documents can be difficult to retrieve, and accessibility might even be blocked due to the sensitivity of the information. By only selecting documentation that proved the point of the researcher, he or she can be biased in his or her choice of documents. The documents can also reflect author bias and might not always be objectively written (Tellis, 1997) which must be considered when they are analysed.

3.6.2 Semi-structured interviews

According to Ritchie and Lewis (2003) a semi-structured interview has a set of premeditated questions and is a type of qualitative interview that allows the interviewer during the course of the interview to explore new developments by asking probing questions to clarify statements made by the person being interviewed. In a semi-structured interview, the interviewer asks open-ended questions which, on the one hand, do not allow one to divert from the topic being investigated, whilst on the other hand allowing for follow-up questions to be asked. Such an interview represents the midpoint between structured and unstructured interviews in some way and is often used in the social sciences as a method of data collection. As a result of what the interviewee says, semi-structured interviews allow new ideas to be brought up during the interview. Ritchie and Lewis (2003) remarked that generally in a semi-structured interview the interviewer has a framework of themes to be explored.

Silverman (2004) argued that researchers prefer this form of data collection because it provides comparable, reliable and qualitative data. It allows for a conversational approach and facilitates two-way communication which is an advantage as the interviewer can utilise and create an interview guide or protocol, allowing the researcher to cover various topics. Semi-structured interviews are however time-consuming and require multiple resources which could be costly.

I audio recorded the interviews and transcribed them for data analysis purposes. This was done with the consent of the participants. To validate the interview transcriptions, transcribed copies of the interviews were sent to each participant. The interviews were conducted in English. However, there was one participant who felt more comfortable to express herself in Xitsonga when answering questions and these sections of the interview were translated into English for data analysis purposes.

3.7. RECRUITMENT OF PARTICIPANTS

After I obtained ethical clearance from the Ethics Committee of the Faculty of Education at the University of Pretoria, the Limpopo Department of Education (LDE) granted permission to conduct a research study in the three (3) selected rural high schools in the Mopani district before I commenced with the research. The permission letter from the provincial head of department was forwarded to the office of the circuit manager. The circuit manager acknowledged receipt of the permission letter to conduct the research study and wrote a letter explaining the purpose of my visit to the selected schools in the Man'ombe circuit which was presented to the principals of these schools. I enquired about the availability of the chairperson of the school governing body at each school and whether they would be willing to give them permission to participate in this study.

The participants were all contacted individually via e-mail addresses supplied by the school principals, and they were informed about the purpose of the study. Ethical issues and the necessary consent forms were explained to the participants. The interview schedule was also sent to them. The scheduling of appointments for interviews was done in a time slot convenient to all the participants. Despite the Covid-19 pandemic, the

required number of participants was easy to get in all the three (3) selected rural secondary schools. The interviews were conducted within three weeks, from 27 July to 16 August 2020.

3.8 DATA ANALYSIS AND INTERPRETATION

Merriam (1998) described data analysis as the process of making sense and meaning of the data to answer the research questions. Therefore, data analysis is the process of making data more manageable by organising the collected data into categories and searching for recurring patterns to determine the importance of relevant information (Marshall & Rossman, 1999). In qualitative research, data collection and data analysis are the continuous and coherent interpretation of the data (McMillan & Schumacher, 2001). The analysis of documentary material, interview transcripts and detailed field notes generally form the basis of qualitative research. Data analysis starts by coding each dataset into as many categories as possible and as the research continues, the data is then placed in existing categories that are modified or new categories may emerge (Seale, Gobo, Gubrium & Silverman (2004).

Documents obtained from the three (3) selected schools included policies from the Limpopo Department of Education (LDE) pertaining to public schools on the management of substance abuse which were also analysed and information applicable to this study was identified. To be discussed in the next chapter, is Clause 13 of the National Policy Framework for the Management of Drug Abuse by Learners in Public and Independent Schools and Further Education and Training Institutions (RSA, 2002) which was used to critically analyse how substance abuse should be managed in public schools. Information obtained from the National Drug Master Plan 1999 - 2004 (Department of Welfare, 1999) (formulated to give effect to the South African Constitution in terms of its provision for the right to a basic education, the right not to be unfairly discriminated against, the right to life, the right to privacy as well as bodily and psychological integrity) was used and juxtaposed against the themes and topics identified in the interview data.

The semi-structured interviews were firstly transcribed. This was followed by the coding of data which was done by marking important segments after reading and re-reading all the transcribed data. As explained by Baxter and Jack (2008), the exploration of the differences and similarities across a variety of cases was to tabulate and analyse apart from coding, the differences and similarities of the experiences of the participants on the management of substance abuse. Recurring themes, trends and topics were identified, grouped and analysed.

Themes that arose from the data were identified with regards to the phenomenon that is being studied. The conclusion of this research was formulated to answer research questions.

3.9 ETHICAL ISSUES

Ethics is generally considered to deal with beliefs about what is right or wrong, proper or improper, good or bad. It was my responsibility to ensure that ethical standards were adhered to during this research project. The following measures were taken while conducting my study to ensure that the rights and welfare of each participant were protected, and that nobody would be harmed or hurt in any way during the research process:

- After obtaining ethical clearance from the Ethics Committee of the Faculty of Education at the University of Pretoria, the Limpopo Department of Education also granted me permission to start with my field work. Chairpersons of school governing bodies and school principals were asked whether they have teachers that meet the criteria of this study and whether they would avail themselves to participate in the study. Lists of potential candidates to be interviewed from selected rural high schools were provided as required.
- I received informed consent from every participant before conducting the interviews. I informed the participants of the goals of the study and what I hope to achieve. I tried to be as open and honest with the participants as possible and not to mislead the participants during the data collection process.

- Information obtained from the participants will always remain confidential and the identity of the participants will not be disclosed. Therefore, a pseudonym was allocated to each participant. I endeavored not to include information that may reveal the identity of the participants in my findings.
- The participants were not subjected to physical or mental discomfort and were reassured of their right to withdraw at any time during the data collection process. Transcripts of the interviews were also sent to participants to verify data and to allow them to add any information if they wished to do so.
- In the light of the Covid-19 pandemic, I ensured that safety protocols such as the wearing of masks, keeping a distance of at least 1, 5 meters and hand sanitizing, were adhered to during the interviews.

I took care during the disseminating of findings to pay special attention to accuracy and to reduce bias in my findings. Research findings will be made available to all participants after completion of the study.

3.10 CREDIBILITY AND TRUSTWORTHINESS

To increase the credibility and trustworthiness of this study, I did member checking and ensured an audit trail of the research process and the decisions made during the different stages. I also demonstrated the extent to which data collected for the case study are similar to or in contrast with each other and presented in the findings to allow the reader to determine its applicability. I also triangulated the data collected from individual interviews with the data collected from document analysis. The following strategies were used to ensure that the research findings were credible and trustworthy:

- The development of early familiarity with the culture of participating schools before the first data collection dialogues took place. To achieve this, I consulted the school-based substance abuse policies of the participating schools, the national policy on substance abuse and the provincial policy on substance abuse and made preliminary visits to the participating schools.

- During the engagement between me and the individual participants, I tried to develop a relationship of trust and to ensure honesty in data collection throughout the interview session.
- In each interview session participants were encouraged to be frank from the outset, aiming to establish a rapport in the opening moments and I indicated that there were no right answers to the questions that were to be asked.
- My independent status as a researcher were also emphasised. Participants were thus encouraged to contribute ideas and to talk about their experiences without fear of losing credibility in the eyes of others.

3.11 CONCLUSION

In this chapter the research methodology that was followed throughout this study was presented. Data collection methods, strengths and weaknesses pertaining to the research approach and the research design were discussed. Ethical considerations pertaining to this study were outlined. The data and a discussion of the findings will be dealt with in the next chapter.

CHAPTER 4

DATA PRESENTATION AND DISCUSSION OF FINDINGS

4.1. INTRODUCTION

Data captured in the study is presented and discussed in this chapter and a brief biography of each participant is given. There were ten interview questions prepared for participating teacher liaison officers and eleven questions for participating school principals and the chairpersons of the school governing bodies. The experiences and perceptions of the participants with regards to the management of substance abuse at the three selected rural high schools are presented in the following central themes that were identified:

- Creating awareness.
- Engaging the parents.
- The role of the school governing body.
- Involvement of external parties.
- Disciplinary procedures.
- Challenges in the management of substance abuse.

The presentation of data with regards to the themes represented the responses of each participant against the backdrop of the following main research question:

How do rural secondary schools in Limpopo Province manage substance abuse?

The main research question was supplemented by the following sub-questions:

- What is the role of the school governing body in the management of substance abuse in rural schools?

- Who are the external role players in the management of substance abuse in rural schools?
- What are the challenges experienced in rural schools in the management of substance abuse?

Participants were selected and interviewed with the goal of extracting rich data. Punch (2011:145) argued that the interview is the most powerful tool when collecting data in qualitative research. The way the school management deals with the concepts of lawfulness, fairness and reasonableness was explored in the semi-structured interviews. However, the perceptions and views participants have about the phenomena under investigation can be assessed in an interview which is recorded for later analysis. The semi-structured interviews enabled me to place greater emphasis on the views of the participants to ascertain the participants' perceptions regarding specific questions posed to them (Burton & Bartlett, 2005:109).

Table 4.1 summarises the demographic characteristics of each participating school. The individual participants comprised of four (4) African females and five (5) African males. The average age of the participants at the time of the interviews was 55.7 years.

Name of School	Demographic characteristics		
	Number of staff	Enrolment	Quintile
School A	14	432	1
School B	17	581	1
School C	29	910	1

Table 4.1: Demographic characteristics of the participating schools

4.2. PROFILES OF THE PARTICIPANTS

4.2.1 Teacher liaison officer A

The participant has 23 years of teaching experience. She teaches Gr. 8 and 9 Life Orientation at School A where substance abuse by learners does occur.

4.2.2 Principal A

The principal was appointed in 2019 and has 31 years of teaching experience of which 18 years was as a Post Level 1 and Grade 12 teacher. He was a deputy principal for three years and was appointed as principal in 2020. The school employs 14 teachers and has 432 enrolled learners.

4.2.3 SGB chairperson A

The SGB chairperson is a parent who is working as a security guard. She has been a security guard for the past three years. Her daughter is one of the enrolled learners in the school.

4.2.4 Teacher liaison officer B

This teacher liaison officer works at a rural secondary school that employs 17 teachers and has 581 enrolled learners. He has been employed for 33 years at his current school. He has 37 years of teaching experience and is an ordained local pastor. He teaches Life Orientation at School B.

4.2.5 Principal B

Principal B has 38 years of teaching experience. The participant has been working at School B for all those years.

4.2.6 SGB chairperson B

SGB Chairperson B is a teacher at a nearby primary school. It is his first term serving as an SGB member at School B.

4.2.7 Teacher liaison officer C

This teacher liaison officer has been a teacher for 27 years and is also the deputy-principal of School C. He has been employed at School C for the past 20 years. The participant revealed that he taught at the school for 15 years as a Post Level 1 educator before his appointment as deputy-principal. The school has 910 learners and 29 teachers. He is responsible for the social sciences department and is also a Life Orientation educator at the school.

4.2.8 Principal C

This participant has 23 years of teaching experience and has been employed at the school from 2017.

4.2.9 SGB chairperson C

The participant is also a teacher by profession and the principal at another secondary school. SGB chairperson C is also an active member of the provincial structure of the South African Democratic Teachers Union (SADTU).

A summary of profiles of the participants are provided in Table 4.2.

Participants	Demographic profiles					
	Age	Gender	Race/ Ethnicity	Religion	Highest level of education	Employment
Teacher Liaison Officer A	53	Female	African	Christian	College diploma	Full-time
Principal A	57	Male	African	Christian	University degree	Full-time
SGB Chairperson A	52	Female	African	Christian	Less than high school	Full-time
Teacher Liaison Officer B	60	Male	African	Christian	College diploma	Full-time

Principal B	59	Female	African	Christian	University degree	Full-time
SGB Chairperson B	59	Male	African	Christian	Matric certificate	Full-time
Teacher Liaison Officer C	52	Male	African	Christian	University degree	Full-time
Principal C	51	Female	African	Christian	University degree	Full-time
SGB Chairperson C	58	Male	African	Christian	University degree	Full-time

Table 4.2: Summary of the demographic profiles of the participants

4.3. DATA PRESENTATION

This presentation is consistent with views on the management of substance abuse and includes concepts of accountability, decision-making, lawfulness, reasonableness, and fairness as central features of the management of substance abuse in schools. Data received from the participants were valuable in determining how management teams make decisions pertaining to substance abuse by learners.

Generally, all three the categories of participants acknowledged that there are learners that have problems with substance abuse at their schools and that they have an obligation to manage it to promote the best interest of their learners as stipulated in Section 9 of the Children's Act 38 of 2005. This indicated that they regard themselves as being accountable. In addition, it seems that when dealing with learners who abuse substances, participants try to act in a reasonable, fair and lawful manner and that they make decisions based on facts (data-driven decision making).

4.3.1 Theme 1: Creating awareness

It seems as if all the participating schools make a conscious effort to create awareness and advise their learners about the dangers of substance abuse. This demonstrated that they have accepted a level of responsibility and accountability for managing substance abuse at their schools.

This is evident in the following comments by the participating Teacher Liaison Officers.

The school condemns such a behaviour. - Teacher Liaison Officer A.

And:

Learners are told to stop bringing substances to school and this is indicated in our school policy. - Teacher Liaison Officer A.

My role is to advise the learners that they must take care of their own future and they have to consider education as a priority. Should they continue with that conduct of abusing substances, they would end up being dropouts. I am assisting learners so that they can achieve good results at the end of the year and institutions of higher learning will be invited to come to our school for career exhibition. - Teacher Liaison Officer A.

And:

The school knows about learners who abuse substances, and we counsel them in a polite manner. Some of these learners listen to us. - Teacher Liaison Officer B.

Learners are taught how to behave while at school by means of implementing policies that deal with school safety and management of substance abuse. - Teacher Liaison Officer C.

The views expressed by the teacher liaison officers are supported by their principals.

It is important to show learners how life can be destroyed, and no learner wants his or her life to be distorted or destroyed. It's also important to encourage learners that if they want to achieve their goals, they should stay away from this substance abuse. As a school, we give learners the examples and if need be, show them pictures of these things. - Principal A.

Learners are taught how to behave while at school by means of implementing policies that deal with school safety and management of substance abuse. - Principal A.

In addition, SGB chairperson B indicated that they too have an obligation to create awareness regarding substance abuse at their school by addressing this issue with parents at parent meetings. He explained as follows:

In those parent meetings, the school presents the policy of the school and let them be aware of how the school is going to manage substance abuse as per the policy.

And:

Parents need to be told that they need to be very much careful, vigilant to their children when they come to school in the morning. – SGB chairperson B.

The participating schools therefore seem to understand that they must educate the learners on the dangers of substance abuse. Vitto (2003) argued that learners should be held responsible for their actions and must be taught to account for the way they behave. The school governing body in collaboration with the school management, must develop a policy regarding the management of substance abuse at school. However, Visser (2002) explained that a governing body must be able to not only make rules for good governance, but also to have the capacity to implement these rules through their school principals in the school situation and to enforce them in cases of learner misconduct by means of specific disciplinary measures provided for in the code of conduct. Section 8 of the South African Schools Act determines that the governing body of a public school must adopt a code of conduct for the learners of the school.

4.3.2 Theme 2: Engaging the parents

The three participating schools seem to involve the parents or guardians of the learners who are found to be abusing substances. Also, the data suggested that the school

governing body of these schools are also involved in assisting the school management to deal with learners who are experiencing substance abuse problems. This is evident in the following comments made by the participants:

Whatever happens at school, the parents or guardians are called to come to school so that we can settle the matter. - Teacher Liaison Officer B.

If need be, we engage the parents of the affected learners. -Teacher Liaison Officer C.

Whenever there is sufficient evidence that the learner is abusing substances, his or her parents will be called, sat down, and talked to in an attempt to shape up the learner. - Principal A.

We call their parents to come to school. Should their parents fail to show up, the learner is sent home, meaning on that day the learner will miss lessons. Teachers tell parents about the dangers of abusing substances. - Principal A.

We urge parents to report their children to us. - Principal B.

The governing body helps school management to manage substance abuse at school by reporting the drug addicts to their parents to restore the culture of teaching and learning at school. - SGB Chairperson A.

We call the parents of the learner, and we expect of them to tell their child not to take drugs and to account as parents for the child found in possession of illicit drugs. - SGB Chairperson A.

Parents need to be seriously involved. – SGB Chairperson B.

The school governing body have a duty to engage parents and to work with them in identifying learners who abuse substances. – SGB Chairperson C.

It therefore seems as if there is transparency and openness in the management of substance abuse amongst learners at these schools. It also seems as if there is a recognition that parents have a responsibility to care for their children as stipulated in Section 18 of the Children's Act 38 of 2005. It is also significant that this recognition extends wider than the school management and teachers to the school governing bodies as well.

However, it does seem as if the participating schools do not receive the expected level of support from parents as is suggested by the following responses:

The governing body assists the school by advising them to write letters to the parents of learners who are found in possession of drugs. - SGB Chairperson B.

The parents whom we regard as key stakeholders do not attend meetings organised by the school governing body to resolve matters that affect the education of their children at school, because most of them do not come from where the school is situated. - Principal A.

This lack of parental involvement seems to be a major stumbling block in the way of the effective management of substance abuse among learners. This is worrisome as it indicates a lack of willingness from the parents to accept their responsibilities as the primary caregivers of their children.

4.3.3 Theme 3: The role of the school governing body

Substance abuse can only be managed in schools if the governing bodies play their role as a key stakeholder. Brunton and Associates (2003:13) contended that it is the duty of the school governing body to formulate and promulgate policies, for example a school safety policy and the learner code of conduct. The functions of the governing body are set out in Section 20 of the Schools Act and subject to this Act, the governing body of a public school must among others promote the best interests of the school and strive to ensure its development through the provision of quality education for all learners at the school; adopt a constitution; develop the mission statement of the school; adopt a code

of conduct for learners at the school; and support the principal, educators and other staff members of the school in the performance of their professional functions.

In terms of the management of substance abuse, SGB chairperson A explained the role of SGBs as follows:

The duties of governing body, amongst others, include giving reports to the school of learners who abuse substance and help them manage substance abuse at school by reporting the drug addicts to their parents to restore the culture of teaching and learning at school. - SGB Chairperson A.

In addition, the code of conduct of a school must be drafted in consultation with learners, parents and educators as stipulated in Section 8 of The South African Schools Act. Principal A explained as follows:

I work with the school governing body who guides me through the process of working with learners who abuse substances as it is occurring in our school. - Principal A.

The governing body has power to recommend expulsion to the provincial head of department for all learners who have been found guilty of the offence and first-time offenders are often referred back to the governing body to reconsider another and more reasonable punishment. SGB Chairperson A explained:

The SGB was inducted on matters of school governance by the district office [official] and according to her (she expresses herself in Xitsonga), “there are learners who abuse substances in the school”. - SGB Chairperson A.

The governing bodies of the participating schools have been receiving reports from the school about learners who come to school under the influence of intoxicating substances and the parents of those learners were summoned to come to their respective schools.

The school through the governing body, is educating the community about the dangers that can be caused by substance abuse and to alert parents of drug lords who are selling cigarettes and stupefying substance outside the school yard. - Principal C.

Section 16 A(2)(a) of the Schools Act (RSA, 1996c) states that the principal must implement legislation and policy and advise the SGB on legislation and policy (RSA, 1996c). Schools should operate within the following legal framework:

- (a) The Constitution of the Republic of South Africa.
- (b) Common law principles.
- (c) Regulations relating to the disciplining, suspension and expulsion of learners at public schools in Limpopo.
- (d) The Policy Framework for the Management of Drug Abuse by Learners in Schools and in Public Further Education and Training Institutions.
- (e) Guidelines for the consideration of governing bodies in accepting a code of conduct for learners that are a critical and important document with regards to learner discipline.

The data suggested that the participating schools are cognisant of national policies as illustrated by the following responses:

I regard the national policy as an instrument which was developed by the department to assist schools in the management of drug abuse. - SGB Chairperson C.

The governing body is engaging with the school to start with the process of implementing policies that are in place to win the fight against substance abuse and the national policy will direct them in terms of how to operate as the SGB in our fight against drug abuse at the school." - SGB Chairperson C.

The school has developed school policy that governs how learners should conduct themselves including drugs that they hardly get on the school premises unless informed by other learners.” - Teacher Liaison Officer C.

The policy needs to be disclosed to the school about the use of illegal substances and let everybody know that the school has no right to search learners except the police. - SGB Chairperson B.

It is written down in the school policy that learners who are found to be in possession of illegal substances will be sent back home to go and call their parents to come to school. - Principal C.

Policies are read from January to all the learners, the moment we reopen schools and this policy of code of conduct for learners is signed by the parents or guardians at home. - Teacher Liaison Officer B.

The school uses a code of conduct, and we are referring to the national strategic management and the guidelines on how to manage all these things. - Principal A.

It can be argued that principal as an administrator is confronted with the interpretation of the law daily and if mistakes are made in the process of interpreting legislation when making decisions, it can adversely affect others. An error of law exists which means that the decision can be reviewed by a court.

Failure by the school to implement policies made in the management and governance meetings makes it difficult for teachers to get total control of learners at school. - SGB Chairperson A.

An analysis of the intervention policy of School A revealed the ethos of the school and its code of conduct which they describe as their ‘Bill of Rights’. The focus of these documents is to positively change behaviour of learners with the help of the parents. All

communication with the parents is noted and forms a paper trail of interventions that have been made to change behaviour.

4.3.4 Theme 4: Involvement of external parties

Schools work with external parties in a wide range of well-established ways and at the participating schools, parental involvement seems to be regarded as a key to the successful management of substance abuse among learners. Also, it seems as if the participating schools are not hesitant to use external experts to work alongside their teachers in combating substance abuse among learners. All the participants indicated that they often involve external parties to assist them.

We have a learner who was addicted to drugs, and we referred him to hospital for treatment. Then we engaged the school, the support team or the disciplinary committee or welfare committee to check how best we can assist such learners. For learners who regularly conduct themselves in a bad way, the school is bound to call the police so that they can come and address the learners. I believe in referring addicted learners to rehabilitation centres. - Teacher Liaison Officer C.

The school prefers to have the police, those that deal with social development and crime prevention to assist the learners. - SGB Chairperson B.

The management of substance abuse can be improved by getting people who have more expertise and knowledge about drug abuse involved. - SGB Chairperson C.

The importance of community participation is that it enhances the likelihood of project sustainability (Bamberger, 1991:23). The Department of Social Development (DSD) plays a leading role in the campaign against substance abuse. The responsibilities and competencies of the South African Police Services (SAPS) as an important stakeholder are to enforce the law on substance abuse-related matters and to fulfil a crucial role as part of the team. The Department of Basic Education (DBE) has an important role to play

in combating substance abuse in schools. Stakeholders need to be encouraged to work together and not in silos. Principals A and B explained the involvement of SAPS as follows:

Sometimes we invite the police who are assigned to our school and these police officers will bring along convicts. These are people from areas or people who were pre-rehabilitated and bring them around. - Principal A.

Police officers are also called once a quarter to come and they address learners who abuse substances at school. - Principal B.

Partnerships with external parties also include health professionals and social workers. In terms of health issues, the Department of Health (DOH) is the expert stakeholder. Its role in substance abuse prevention is crucial, both in terms of treatment and awareness campaigns. The DOH is also expected to participate in the awareness activities around substance abuse as well as teenage pregnancy.

I also invite healthcare workers to come and address the learners jointly with the police. - Teacher Liaison Officer C.

We also invite social workers to come and talk to our children. - SGB Chairperson A.

We can involve the social workers and the police to come and assist us in that regard. - Principal C.

The contribution of the external parties seems to work effectively as a follow-up activity and in being pro-active in the management of substance abuse.

The community is worried about learners who go to school late every day and those who spend most of their time smoking cigarettes and other substances in the nearby bush. The school relies on the different stakeholders in terms of managing substance abuse at the school. - SGB Chairperson A.

The school policy states that if you are found to be in possession of illicit drugs then the matter will be reported to the SAPS, and it will be difficult; so, learners know that it is not allowed on the school premises. But boys do smoke in the toilets and come back to class smelling of cigarettes. - Principal C.

Substance abuse can be better managed by the members of the community as a role player. - Principal A.

If there is no sustainable involvement from all relevant stakeholders, there is a lack of working together towards one goal. SGBs must collaborate with and support the staff and learners if schools really want to win the fight against substance abuse.

As a result, we have the information that might be worthy [sic] to us getting the correct information which we give to other stakeholders that we draw in into the fight against the drugs like the Department of Health and the Department of Police (SAPS) who are our partners. - SGB Chairperson C.

The social worker is expected to go beyond that, especially when it comes to the pregnancies which disrupt the smooth running of the school. - SGB Chairperson B.

Even though participation by all the stakeholders was mentioned to be one of the contributing factors to the success of the awareness campaigns, the school community should not overlook the media as an important role player in awareness creation on substance abuse and drug trafficking.

The influence of the media, it could be advertisement, but you are aware that in terms of television, learners when they are left on their own, they watch other things and amongst the other things that they are watching are films, in which maybe there are heroes. - SGB Chairperson C.

It is important to ensure that the contributions of external parties are planned in a way that helps the learners who are abusing illegal substances to make progress in recovering from their addictions.

I believe in engaging with the different stakeholders, i.e., social workers, nurses, and police officers in the management of substance abuse by calling them to come and address learners about the dangers of abusing substances. - Teacher Liaison Officer C.

Should there be no improvements, the school should consult with the social worker assigned to their school to come and address children at the school. - SGB Chairperson A.

The monthly reports from individual schools will help the department on the management of substance abuse at schools as well as regular monitoring of streets by the police. - Principal B.

Based on the above, it seems as if the participating schools take their responsibilities for safeguarding learners extremely seriously and that there is a general acknowledgement that schools cannot combat the scourge of substance abuse on their own as it is a community problem.

4.3.5 Theme 5: Disciplinary Procedures

Sub-sections 16 A (1)(d)(e) and (f) of the South African Schools Act assume that as professional managers of schools, principals have specialised knowledge in dealing with disciplinary matters pertaining to learners, educators and support staff. Moreover, principals are obliged to accumulate specialised knowledge and understanding of the field of education law. According to Mabeba and Prinsloo (2000:34), disciplinary problems can be defined as “disruptive behaviour that significantly affects fundamental rights to feel safe, to be treated with respect and to learn”. Decisions taken by education managers are important because they can influence the lives of learners, staff members and the future of the school. Generally, the participating schools rely on the code of conduct for learners and the SGB as well as the disciplinary committee when dealing with learner disciplinary

matters. However, it seems as if the schools recognise that learners should not necessarily be punished, but that efforts should be made to provide support to learners. Teacher Liaison Officer B, Principals B and C explained as follows:

The school has the disciplinary committee that helps in disciplining the learners. - Teacher Liaison Officer B.

Parents should get reports at the parents meeting called by the school and the SMT should work with the disciplinary committee because the committee deals with the behaviour of learners at school. - Teacher Liaison Officer B.

The school will seek means of assisting reported learners through the disciplinary committee, especially those selling drugs to other learners, because the aim of the education is to assist the learners. - Principal B.

There is also a disciplinary committee that checks on the behaviour of the learners. - Principal C.

However, the Bill of Rights and the regulations relating to the disciplining, suspension and expulsion of learners at public schools in Limpopo Province could serve as guidelines to ensure reasonableness in meting out punishment and on what the punishment will be. The *audi alteram partem* principle must be applied before a decision is taken.

Learners found in possession of drugs are subjected to the disciplinary hearings by me and the disciplinary committee. - Principal B.

The school has no powers to suspend a learner, ours is to motivate or give the statement to the circuit. The disciplinary committee is tasked with the responsibility of recording incidents which include amongst others, learners found in possession of stupefying substances. - SGB Chairperson B.

The disciplinary decisions should be taken within the parameters of the code of conduct and the Schools Act. Without setting a precedent, the approach must be restorative in

nature. According to Charles (2002:7) discipline is often inaccurately conceptualised as being what educators do when learners misbehave at school, or what educators do to stifle misbehaviour when it occurs, and that discipline must rely on elements of fear backed by force to be effective. According to the participants, school management teams need to take the following into consideration when making a disciplinary decision:

- (a) Possible reasons why the learner behaved in such a manner.
- (b) The background of the learner and social circumstances.
- (c) The impact the behaviour of the learner may have on other learners.
- (d) Whether the learner was provoked.

This approach is explained as follows by Teacher Liaison Officer A:

I maintain classroom discipline which evolves into self-discipline over time. – Teacher Liaison Officer A.

According to De Waal, Currie and Erasmus (2001: 505) an administrator must obey the law and can only take a decision if authorised by law. Pinheiro (2006:37) argued that transparency, accountability and participation will empower all members of the school community to prevent school disciplinary problems caused by substance abuse. According to Anderson (2005:1), accountability is when an individual experiences consequence for his/her actions.

Therefore, the disciplinary committee should be guided by the Policy Framework for the Management of Drug Abuse by Learners in Schools and in Public Further Education and Training institutions (Notice 3427 of 2002: Department of Education) where Section 3 stipulates that:

“The Ministry differentiates between habitual abuse of drugs and drug dealing which should be condemned and punished and experimentation or peer-group abuse which should be dealt with in the context of restorative justice.”

Oosthuizen and Roos (2003:54) stated that the following provisions are important in an educational setting, although not founded in common law:

- If for example it is decided to expel a learner after all procedures have been followed, it must be clearly communicated to the affected learner (RSA, 2000: Section 3(2)(b)(c)).
- Adequate notice for appeal must be given to the affected party (RSA, 2000: Section 3(2)(b)(d)).
- The learner must be informed of his rights to receive reasons for the decision taken (RSA, 2000: 3(2)(b)(e)).

To ensure that disciplinary decisions are lawful and taken in the best interest of the child as stipulated in Sub-section 6(2)(a)-(i) of the Promotion of Administrative Justice Act 3 of 2000 (PAJA) (RSA, 2000), It is therefore important that teachers, principals and particularly members of disciplinary committees of school governing bodies are knowledgeable and able to apply the regulations pertaining to disciplinary proceedings against learners and in so doing, protect learners' right to dignity and just administrative action. It is of the utmost importance that the principal as administrator observes and understands this section.

4.3.6 Theme 6: Challenges in the management of substance abuse

This theme expands the challenges that the participants had to confront while addressing substance abuse in the school environment. According to Maughan and Eliseev (2007:1) drug lords are targeting schools as areas where they can grow their market of young drug addicts. This is confirmed by the responses given by some of the participants. For example:

The school environment also causes a problem. If the school borders a stand where dagga is sold, then there will be a problem. Our school is next to the park where dagga is sold.”- Principal A

There are drug lords who wait outside [the school gates] for learners to buy cigarettes and some stupefying substances. Some learners engage in substance abuse due to social and economic issues like poverty, child headed family, no monitoring of liquor outlets and peer pressure, and I still believe that if we can assist the learners, maybe they will be able to change. - Teacher Liaison Officer C.

In the community there are people dealing with these things, and some are families where our learners are coming from, and they make use of these learners. To them the schools are markets and learners are drug pushers and drugs become easily accessible for learners because they don't have to go out and hunt for them. - SGB Chairperson C.

According to Pinheiro (2006) not only teachers, but also school governing bodies and management structures have a duty of care in the school. The challenge schools face is that it is not possible for every situation to be explained in a school's code of conduct and it is left to the discretion of the principal and members of the school management team to make disciplinary decisions. It is therefore important that teachers, principals and members of the disciplinary committee of governing bodies are knowledgeable about education law. Currie and Klaaren (2001:114) argued that lawfully implementing and enforcing disciplinary measures "would ensure that the risk of abuse or misuse of authoritative powers is eliminated and that the best interests of the learner are protected (albeit in the broader school context)". Literature indicated that teachers have misconceptions of their knowledge of educational law and according to Herselman (2006:143) and Joubert and Prinsloo (2009:1) teachers (including principals) lack knowledge concerning educational law. Teachers have a duty to equip themselves not only with teaching and training knowledge, but also with knowledge of legislation and disciplinary decision-making skills. However, it seems that at School B in particular there is some awareness about the importance of being 'legal wise'. SGB Chairperson B explained as follows:

The SMT makes frequent decisions on the implementation of legislation and policy, and these decisions are of an administrative nature. - SGB Chairperson B.

The negative effects of peer pressure seem to be another major challenge in the management of substance abuse in schools. Oketch (2008:320) observed that “the period of adolescence is characterised by many challenges which they [the youth] believe are understood by their peers.” Oketch (2008:256) also reported that “peer pressure accounts for 21 – 42% influence in all types of drugs and substances consumed.” Apart from that, the participants raised several challenges that are causing children not to focus on their education.

Teacher Liaison Officer A, for example, thinks that one of the main reasons for learners abusing illegal substances is “most of the time peer pressure.” This view is supported by SGB Chairperson C who said the following:

The issue of hype termed peer pressure, that thing of wanting to be like them, because teenagers by their nature are a group that would want to do things in the same manner. Unfortunately, even the bad things that teenagers get involved in is because they don't want other people to be better than them. - SGB Chairperson C.

However, Principal A indicated that learners who are involved in substance abuse also become very cunning to stay out of trouble. He explained as follows:

Learners who smoke or who abuse these substances are very cunning when it comes to answering questions, they are, in fact, wise. - Principal A.

Illustrating the above statement, Principal A shared an incident where a learner was caught smoking dagga and after being sent home, he came back to school with somebody who was not his parent.

The parents came but we then realised that there was nothing we could achieve with them and had to insist that we want the biological mother

because they heard or according to our records the biological mother was there. So, we insisted that she should come, and when she arrived, she divulged the story that it is very difficult because she is not staying with her son, he's staying with the father, and the boy is a smoker. - Principal A.

Similarly, Teacher Liaison Officer B explained:

Learners go to the toilet regularly during contact time and I am not sure what is it that they're doing there. I just assumed that they are using the opportunity to go and smoke marijuana and they come back smelling of both cigarettes and marijuana. - Teacher Liaison Officer B.

Badenhorst, Steyn and Beukes (2007:310) noted that disciplinary issues are also created by factors such as dysfunctional families and ever-changing policies and legislation. This is confirmed by the following response:

Domestic violence is the mother of all evils. There are families that abuse substance while being watched by their children and as a result, the children copy and practice this behaviour wherever they go. - SGB Chairperson A.

The influence of the media on the learners was also mentioned. This is significant because learners in rural areas may be more susceptible. SGB Chairperson C explained that learners watch heroes in films taking drugs and may emulate them.

Although the participating schools are classified as rural, there are some learners from more affluent households who have access to money to buy illegal substances. As explained by Principal C:

Unnecessary pocket money that parents give their children also have an impact on the abuse of substances. - Principal C.

Schools are also confronted with socio-cultural challenges where for example children from one mother are fathered by multiple fathers. How this phenomenon can manifest itself is explained by Principal B as follows:

Showing-off of different fathers by their mothers also lead children to alcohol use and substance abuse. - Principal B.

Absent parents and child-headed households are serious problems that contribute to learners being susceptible to illegal substances. This was articulated by SGB Chairperson B as follows:

Failure by parents to teach their children not to take drugs caused children to abuse substances. Learners from Gr. 8 to 12 are on their own, their parents are working in Johannesburg and some of these learners have lost their parents, therefore child headed families as well as peer pressure cause children to resort to substance abuse. - SGB Chairperson B.

There are therefore a wide range of challenges experienced by the participating schools in the management of substance abuse. This makes it even more important that they are open to external support which, in the case of the participating schools, seems to be the case. Also, the abuse of illegal substances is a broader community problem and must therefore be treated as such.

4.4. DISCUSSION OF FINDINGS

Every identified theme presented in the data is interpreted in the following section of this chapter as it focuses on the findings regarding management of substance abuse in rural secondary schools. These findings are linked to the literature as presented in Chapter 2 and the conceptual framework of this study as discussed in Chapter 1.

4.4.1 Learners are being educated about the dangers of substance abuse

The participating principals revealed that schools have a greater responsibility for creating awareness among their learners with regards to substance abuse. They utilise a vast

range of strategies to ensure that their learners learn about substance abuse and its dangers. Apart from integrating the awareness of the dangers of substance abuse into the formal school programme, the participating schools try to involve parents by addressing these issues at general parent meetings. The participating schools also involve experts from outside. For example, motivational speakers come and address the learners about the dangers of abusing substances at schools during awareness campaigns. Some of the expert motivational speakers were from the Department of Safety and Security, and members of the South African Police Service (SAPS) are also used to present educational programmes to learners.

In this regard, Bovin and Griffin (2007:19) cited several key factors that should be included in prevention programmes to make them effective, namely, the target age group must be provided with the appropriate information, helping young people by the inclusion of material to recognise harmful substances and to stay away from their peers who engage in drug use, to build resistance by including social and personal skills training, using cultural sensitivity and interactive methods to deliver information that will include audio-visual content and relevant language familiar to audience targeted.

Bovin and Griffin recognised that individual interventions may not be universally effective because substance abuse is not peculiar to any one culture. Therefore, the National Institute on Drug Abuse (NIDA) strategy emphasises enhancing protective factors through family and targeting modifiable risk factors, community and school prevention programmes for community and healthcare activists to use when researching programmes, and strategies best suited for their own community as a generalised framework. Families, schools, health professionals and other community workers can only be assisted if they are aware of these risk factors.

4.4.2 Participating schools are engaging with parents

As contended by Van Schalkwyk (1990), parental involvement not only has a significant impact on the quality of learners' lives, but also on their experience of teaching and learning in the school and on their results. The participating schools indicated that the

primary concern of parents is the development of their children. The data suggested that the participating schools expect parents to play a significant role in supporting their children's health and learning by guiding their children through school processes. Parents are not only individually invited to the school when learners are suspected of abusing substances, but it seems as if the participating schools are trying to educate the broader parent community about substance abuse as well. However, the participants also reported that learners often try to circumvent the involvement of their parents by bringing people who are not their parents when parents are summoned to school.

According to Lemmer and Van Wyk (2004) comprehensive parent involvement is a prerequisite for improving the culture of teaching and learning in schools. Parent engagement can promote positive health behaviours among children; that is why it is viewed as important in schools. For example, learners who feel supported by their parents are less likely to consider or attempt suicide, experience emotional distress, or disengage from school and learning. In addition, where parents are involved, the efforts of the school to promote health among students have been shown to be more successful.

Parents and schools can deliver clear, consistent messages to children and encourage the development of positive health and academic behaviours when they work together. A coordinated school health framework can be achieved through the schools' efforts to promote parent engagement.

4.4.3 School governing bodies are willing to support their schools in the management of substance abuse

The data suggested that the SGBs of the participating schools are involved in the management of substance abuse amongst the learners. According to the participating principals their SGB chairpersons advise them. The principals also indicated that they help their SGBs with the formulation and revision of the policy frameworks for the management of substance abuse at their schools. The SGB chairperson is viewed as an 'elder' who needs to intervene between the school and the parents. He is regarded as a peacemaker in the school and is instrumental in terms of planning and organising parent

information meetings. The principals also indicated that the SGB chairpersons discuss the agenda of parent meetings with them prior to the meeting. Teacher liaison officers pointed out that they work closely with the SGB chairpersons in resolving disagreements.

The SGBs of the participating schools seem to support the educators in rebuking learners, by reminding them of the classroom rules and the school's code of conduct. Principals pointed out that their roles are to ensure that their school is managed effectively and that this is achieved by guiding and supporting the SGB in school governance matters, ensuring that their performance is consistent with the laws and regulations, as well as procedures, stipulated by the law. This is in accordance with Sub-sections 16 A (2)(d) and (f) of the Schools Act which stipulate that a principal must "assist the governing body in handling disciplinary matters pertaining to learners" and "inform the governing body about policy and legislation." Principals also indicated that they liaise with the provincial Department of Education on behalf of the SGB.

As emphasised by Squelch (2001), SGBs should be directly involved in managing discipline at their schools. Disciplinary hearings are chaired by parent members of SGBs and are supported by the principals who ensure that the correct procedures are applied. This support provided by the participating principals is significant but Van Wyk (2001), Bush (2003) and Mestry (2006) noted that the training given to SGBs by school districts is usually ineffective. The guidelines are not clearly stipulated in the programmes and do not direct an SGB in simple terms to promote the understanding of the procedures to be followed when managing substance abuse and other related matters in schools.

To enhance the training received by the school governing bodies, it is essential for the school management teams to support and assist their SGBs. Moreover, SGBs need the necessary resources, skills, and training to fulfil their duties (Squelch 2001). Reyneke (2016: 4) argued that because "the best interests of the child are of paramount importance in every matter concerning the child, one would expect at the very least a child-centred approach to aspects pertaining to learner discipline".

The governing bodies of the participating schools seem to encourage teachers to emphasise substance abuse in learning areas such as Life Orientation. Learners are also closely monitored by safety patrollers provided to schools as an initiative of the Department of Basic Education. The participating schools each have a safety team wherein SGB members partake. The team takes initiatives to alleviate substance abuse within and outside the school premises as it is linked to the Community Police Forum (CPF) that is also linked to South African Police Services (SAPS). 'Adopt-a-cop' is one strategy that was used by the SGBs whereby the schools are provided with a police member who has a child in the school. According to the SGB chairpersons and principals all these people work together to solve the problems caused by drug use in and outside the school premises.

4.4.4 Causes of substance abuse in the participating schools

Several causes of substance abuse at schools were listed and all three the participating principals highlighted the fact that if not managed effectively, these causes of substance abuse negatively affect the smooth running of their schools.

The reasons for substance abuse may vary from person to person and more than one reason could be responsible for the abuse of substances by learners. The following causes of substance abuse could be identified from the data, namely child-headed families, the school environment, economic pressure, domestic violence, and the role of the media. These are discussed below:

4.4.4.1 Child-headed families

Child-headed households was listed as one of the causes of alcohol abuse. According to Lamprey (2005) the importance of family cohesion plays an important role in youth substance abuse and the chances of substance abuse by learners is less when the adolescent stays with both parents rather than others.

4.4.4.2 The surrounding school environment

The participating principals pointed out that the environment in which the school is situated could contribute to substance abuse among learners. For example, if the school borders a stand where dagga is sold, then there will be a problem. This is particularly a problem at one of the participating schools where an adjacent park provides space for drug sellers to do business with learners. The literature also attested to the fact that a safe school according to Squelch (2001) may be defined as an environment where there is an absence of possible harm and indicators of safe schools include physical features such as secure walls, fencing and gates that can help the school to manage the selling and buying of stupefying substances.

4.4.4.3 Dysfunctional families

Some parents in the community invite their children to join them while drinking and send them to buy alcohol and cigarettes from the nearby taverns and such conduct was seen as a major cause of substance abuse among learners. Such home environments do not provide appropriate role models to the learners and as a result, these children copy what their parents do. These parents should set a good example while at home because their children teach other children how to abuse substances and they do it in a group where peer pressure plays a significant role.

Such dysfunctional families are also characterised by domestic violence as raised by the participating SGB chairpersons, where one SGB chairperson described it as the mother of all evils. Another SGB chairperson added that the showing-off of different fathers by their mothers contributed to substance abuse among children.

4.4.4.4 Economic pressure

Economic pressure emerged as another cause of substance abuse. The participating principals said that learners risk themselves by doing any kind of business that can inject cash in their pockets because of their love for money. On the other hand, one of the teacher liaison officers blamed parents for giving their children unnecessary or too much pocket money that allowed them to buy illegal substances.

The participating principals emphasised that learners come from different family backgrounds and some learners come from families that can afford to maintain their children in all aspects, while others are unable to provide for their children due to unemployment and poverty. Participating SGB chairpersons argued that poverty levels also cause alcohol use and substance abuse because they are forced to sell illegal substances to supplement their income. It is therefore a very complicated issue to solve and indicative of broader socio-economic problems in these school communities.

4.4.4.5 Media

The influence of the media, where learners watch heroes in films taking drugs do have an influence on learners to abuse substance according to the SGB chairpersons.

All the above causes of substance abuse originated outside the school environment which makes it virtually impossible for schools to address it without assistance from external agencies.

4.4.5 Involvement of external parties in the management of substance abuse in rural schools

The Departments of Correctional Services, Social Development and Education are working in collaboration to manage substance abuse in schools. Environmental assessment involves all role-players with an interest in the management of substance abuse at schools. According to the participating principals each role-player has a specific responsibility as defined in the regulations and there are legal implications when a specific role-player does not operate as required by the law. It is vital that all role-players understand what is required of them.

One of the participating principals highlighted that there should be a cohesive relationship between the school and the community in which the school is situated, whereby community members should understand that the school is their school, and they should lend a hand wherever and whenever they are requested to do so. Substance abuse can be better managed by the community as a role player. The importance of community participation is that it enhances the likelihood of project sustainability (Bamberger, 1991).

If there is no sustainable involvement of all relevant stakeholders, there is a lack of working together towards one goal.

One participating SGB chairperson stated that the different stakeholders (i.e., parents, social workers, and police) in the fight against substance abuse, should come together as one to manage substance abuse at the schools. He further said that together they can do more. Parents, teachers, and the broader community should focus on devising and implementing strategies to improve the behaviour of learners at school. Such strategies should include the involvement of social workers and the South African Police Service (SAPS).

The participating teacher liaison officers highlighted that the Department of Social Development and the Department of Health play a leading role in the campaign against substance abuse. The participating principals indicated that the responsibilities and competencies of SAPS as an important stakeholder are to enforce the law on substance abuse-related matters and to fulfil a crucial role as part of the team. However, the teacher liaison officers regarded parents, educators and the Department of Basic Education as key role players. Dekker and Eleanor (1993) argued that parental involvement is an all-embracing term used to help parents become better teachers of their children. These teachers also highlighted that parents should get reports in the meetings called by the school governing bodies and that the SMTs should work with the disciplinary committees to deal with the behaviours of learners at school.

4.4.6 Challenges experienced in rural schools in the management of substance abuse

The data indicated that rural schools experience several challenges in the management of substance abuse, namely parents being uninvolved, disputes with the provincial Department of Education, peer pressure, SGBs feeling powerless, and ineffective codes of conduct.

4.4.6.1 Uninvolved parents

The participating teacher liaison officers indicated that they regard parents as key stakeholders but that they often do not attend meetings to resolve matters that affect the education of their children. A reason for this is that the parents do not live or work in the area where the school is situated.

4.4.6.2 Procedural disputes with the provincial Department of Education

The SGB chairpersons indicated that they often face challenges in terms of disputes that occur when suspending learners from schools. One SGB Chairperson referred to a certain learner who was suspended after a disciplinary hearing due to substance abuse at school. The departmental officials rejected the SGB's plea to suspend the learner, resulting in the SGB expressing their dissatisfaction.

According to Omidire (2021) any decision, which is the subject of an enquiry or determination under the Promotion of Administrative Justice Act 2000 (PAJA) is an administrative action. Decisions that are made must be binding and become solutions to all the questions and the concerned individuals must address the problem in a responsible manner. The conflicts that follow because of returning a suspended learner to a school is avoidable if the correct procedures are applied during disciplinary hearings. It is therefore important that SGB chairpersons work together with their principals on issues that need the attention of the SGB. Principals and SGBs should also seek expert assistance regarding how disciplinary proceedings are conducted. This will limit the possibility that recommendations for the suspension and expulsion of learners be overturned by the departmental officials.

4.4.6.3 Peer pressure

Participants identified peer pressure as the most important factor that leads to substance abuse among learners. Mokoena (2012) defined peer pressure as an influence from other learners of the same age. Teenagers are by their nature a group that wants to do things to impress their friends and in so doing, they will be accepted. According to the participating SGB chairpersons, learners are doing it because their peers are doing it. They smoke and drink because they want to experience what their peers are

experiencing. The participating principals admitted that peer pressure and the need to belong in a group are the root causes of substance abuse. It is generally their peers who introduce learners to illegal substances. In this regard, Oketch (2008:256) reported that “peer pressure accounts for 21–42% influence in all types of drugs and substances consumed”.

4.4.6.4 A sense of being powerless

The data suggested that the SGBs feel powerless because of not being sufficiently capacitated, especially when it comes to the management of substance abuse. Parents are lacking the necessary knowledge and skills to perform SGB functions as required by the Department of Basic Education. To meet the challenges of school governance, SGBs should receive training on the skills needed.

4.4.6.5 Ineffective codes of conduct

The ineffectiveness of the codes of conduct of the participating schools seems to be another challenge experienced by the participants. For example, the requirements for prohibiting learners from bringing illegal substances to school should not only be clearly stipulated, but the schools need to include such measures in the policy and deal with the transgressors appropriately in a procedurally correct manner. Learners should be expected to comply. A school's code of conduct should be based on human rights principles, contain school rules, regulations, sanctions and disciplinary procedures. In the participating schools the codes of conduct for the learners need to be strengthened and amended.

4.5 CONCLUDING REMARKS

In this chapter I presented the data according to the themes which emerged after the data analysis. This was followed by a discussion of the findings. In the next chapter I answer the research, make recommendations, and provide suggestions for further research.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

5.1. INTRODUCTION

The purpose of this study was to explore the management of substance abuse at rural high schools in the Mopani district of Limpopo. In this chapter I answer the research questions.

The following main research question guided this study:

- How do rural secondary schools in Limpopo Province manage substance abuse?

The main research question was supplemented by the following sub-questions:

- What is the role of the school governing body in the management of substance abuse in rural schools?
- Who are the role players in the management of substance abuse in rural schools?
- What are the challenges experienced in rural schools in the management of substance abuse?

In this chapter I also make recommendations based on the findings and suggest areas for further research.

5.2. MAIN RESEARCH QUESTION: HOW DO RURAL SECONDARY SCHOOLS IN LIMPOPO PROVINCE MANAGE SUBSTANCE ABUSE?

The participating schools engage school governing bodies, teachers and external role players in the management of substance abuse. Teacher liaison officers are in charge of administering the list of learners at the schools and they are the ones who monitor them throughout the process. Although it is extremely challenging to help the addicted learners get rid of substance abuse, they perform this function as part of their duties. Learners who are abusing substances are supported as indicated in their school policies.

External role players who are involved in the management of substance abuse at the participating schools include district officials of the Limpopo Department of Education, the South African Police Service (SAPS), the local policing forum and social workers. The data also indicated that the participating schools also invite motivational speakers and previous addicts to speak to the learners as part of awareness campaigns. This corresponds with Clause 10 of the Guidelines for the Consideration of Governing Bodies in Adopting a Code of Conduct for Learners published in terms of the South African Schools Act (RSA, 1998) which advocates that schools should take measures for the prevention of misconduct, provide proactive advice to learners and parents, arrange for counselling and institute corrective measures when required.

Pinheiro (2006:86) argued that governing bodies and school management structures should “build a culture of governance against the school-related violence” which often occur due to substance abuse. This can be done by ensuring transparency, accountability and participation that will empower all members of the school community to prevent and respond to substance abuse and subsequent violence.

The participants indicated that they often use the disciplinary committees of their SGBs when disciplining the learners. The participating schools also involve parents or guardians when their children are suspected of or caught in the act of using illegal substances. This indicated that the participating schools expect parents or guardians to also accept responsibility to assist their children when they become involved in substance abuse.

Learners found in possession of illegal substances are reported to members of the school management team (SMT) who then inform the parents and other stakeholders about the behaviour of learners at the school. However, where it is alleged that a learner’s conduct may constitute serious misconduct in terms of Clause 11 Guidelines for the Consideration of Governing Bodies in Adopting a Code of Conduct for Learners (RSA, 1998), the allegation must be brought to the attention of the principal who must investigate or order an investigation to be carried out to determine whether there are grounds for a disciplinary hearing and then decide whether there is sufficient evidence to institute disciplinary action against the particular learner(s) in respect of the serious misconduct and whether or not

to report the matter to the governing body. In this regard Clause 11(c) of the Guidelines categorises “possession, use, transmission or visible evidence of narcotic or unauthorised drugs, alcohol, or intoxicants of any kind” as an offence that may lead to suspension or a recommendation by the SGB for expulsion after a fair disciplinary hearing has been conducted. According to Van Kerken (2003:153) the following aspects need to be taken into consideration when imposing a sanction:

- The nature and seriousness of the offence.
- The circumstances and the misconduct itself.
- The nature of the substance.

None of the participants mentioned searches and drug testing at their schools. This is significant as Section 8A of the South African Schools Act specifically provides for these strategies to be used at schools. In terms of Sub-section 8A (11) of the South African Schools Act, the Minister published the guidelines regarding Devices to be Used and Procedures to be Followed for Drug Testing (RSA, 2008). The lack of mention of searches and drug testing by the participants may be an indication that these strategies are not used at the participating schools. A reason for this may be that the devices that are used for drug testing are relatively expensive and the participating schools may lack the funds. The participants may also be not aware that these measures are provided for in the Schools Act which in turn, may indicate a lack of training regarding how substance abuse must be managed at schools.

The data also seem to suggest that the participating schools rely heavily on external role players to assist them in the management of substance abuse. This may be because the causes of substance abuse in the participating schools are generally located outside the school and linked to the socio-economic conditions which are prevalent in the broader communities of these schools.

5.3. SUB-QUESTION 1: WHAT IS THE ROLE OF THE SGB IN THE MANAGEMENT OF SUBSTANCE ABUSE IN RURAL SCHOOLS?

Visser (2002: 147-150) explained that in order “to govern efficiently and effectively, a governing body must be able to not only make rules for good governance, but also to have the capacity to implement these rules in the school situation and enforce them in cases of learner misconduct by means of specific disciplinary measures provided for in the code of conduct” through their school principals. The governing body has the power to suspend learners who have been found guilty of a serious offence or to recommend expulsion to the provincial Head of Department. As *ex officio* members of school governing bodies, principals should play a leading role to ensure that the principles of just administrative action (due process) be applied correctly so that the rights of learners are protected.

In addition, a school governing body are duty bound to formulate and promulgate policies such as the school’s safety policy. According to participants, the governing body must collaborate with the principal, and his or her staff and the parents if they really want to win the fight against substance abuse. They must make sure that they devise a strategy to deal with substance abuse at the schools. Such a strategy should include a sustained information campaign about the dangers of substance abuse, regular meetings with parents, and involvement of external role players such as the SAPS and social workers.

5.4. SUB-QUESTION 2: WHO ARE THE ROLE PLAYERS IN THE MANAGEMENT OF SUBSTANCE ABUSE IN RURAL SCHOOLS?

The data suggested that a distinction can be made between internal and external role players.

5.4.1. Internal role players

These are the teacher liaison officers who are generally Post Level 1 Life Orientation teachers, the school principal and members of the school management team, and the school governing body.

5.4.1.1. Teacher liaison officers

As Life Orientation teachers the teacher liaison officers at the participating schools teach learners about, among others, self-esteem and self-concept. Generally, these teachers are tasked with the responsibility of administering the list of learners who are abusing substances as well as monitoring them throughout the process.

5.4.1.2. Principals and their school management teams

Principals and their school management teams of the participating schools inform parents when their children are using illegal substances. They also try to educate learners and their parents through regular awareness campaigns. As mentioned in the previous section, external stakeholders are also invited to assist the schools in the management of substance abuse. When necessary, learners are referred to the disciplinary committee of the SGB. The principal has an important role to play in deciding whether learners are referred to a disciplinary hearing.

However, the data seemed to suggest that the principals and their management teams are not fully aware of all the regulations pertaining to the management of substance abuse at schools. For example, although Sub-section 8A of the South African Schools Act explicitly empowers principals to search learners and to seize illegal substances and to test learners who are suspected of using drugs in terms of the guidelines in Devices to be Used and Procedures to be Followed for Drug Testing (RSA, 2008), it seems as if the principals of the participating schools are not aware of these provisions. This suggests a lack of training and support being provided by the Limpopo Department of Education. This corresponds with Herselman's (2006:151) and Joubert and Prinsloo's (2009:1) argument that educators, including principals, lack knowledge concerning educational law.

5.4.1.3. School governing bodies

Although the data indicated that the principals and SGBs of the participating schools work well together in their efforts to manage substance abuse at their schools, it seems as if they are in some respects ignorant or misguided in terms of what they may or may not do. Section 8 of the South African Schools Act determines that SGBs must adopt a code of conduct for learners. The code of conduct must be implemented and enforced by the principal and his or her teachers. The code of conduct must contain procedures to be followed when serious misconduct occurs, for example the use or possession of drugs, and principals should refer such cases to the disciplinary committee of the SGB. After a fair hearing, SGBs may then recommend suspension or expulsion of a learner or learners who have been found guilty of a serious offence to the provincial Head of Department.

However, it seemed as if procedures that are followed by the disciplinary committees are not always proper as the Limpopo Department of Education often do not approve the recommendations for suspension or expulsion of learners. This indicated that the SGBs are not well trained in terms of the procedures of conducting disciplinary hearings. It also seemed to underscore the conclusion that the principals of the participating schools are not fully aware of the processes and procedures that need to be followed when managing substance abuse at their schools as they have the responsibility to advise their SGBs accordingly. Further, this conclusion also indicated that the SGBs are not well trained and supported by the Limpopo Department of Education. In terms of Sub-section 19 (1) (b) of the South African Schools Act, the provincial Head of Department is expected to “provide continuing training to governing bodies to promote the effective performance of their functions.”

5.4.2. External role players

The participating schools seem to be very reliant on external role players when managing substance abuse. This may be due to them being unable to cope with the challenges pertaining to substance abuse in their schools. This once again indicated that the principal, management teams and SGBs of the participating schools are not fully aware of their powers in terms of the management of substance abuse at the schools.

5.4.2.1. Departmental officials

The Department of Education (DOE) has an important role to play in combating substance abuse in schools. The department should provide guidelines and support on how to deal with the management of substance abuse. However, as indicated previously, it seems as if this is not the case as the principals and their SGBs are not aware of the provisions in terms of Section 8A of the South African Schools Act. Also, the fact that recommendations for expulsion are often not approved, pointed to the Limpopo Department of Education not meeting its obligation in terms of Section 19 of the South African Act to provide continuing training to enable SGBs to effectively perform their functions.

5.4.2.2. Department of Social Development

This department plays a leading role in the campaign against substance abuse. The participating schools regularly involve social workers of the Department of Social Development (DSD) to assist learners who are experiencing problems in terms of substance abuse. This seem to be because many of the learners who are guilty of substance abuse come from dysfunctional or child-headed families.

5.4.2.3. SAPS and the local policing forum

As in the case of social workers, the participating schools seemed to rely heavily on the support of the SAPS to combat substance abuse at their

schools. This can be ascribed to the high levels of crime, including drug trafficking that occur in and around the participating schools.

5.4.2.4. Department of Health (DOH)

The Department of Health (DOH) is the expert stakeholder and assists the participating schools. Its role in the management of substance abuse seems to be primarily in the provision of treatment services and awareness campaigns. The DOH has the responsibility to make sure that treatment programmes for those who abuse substances are administered effectively.

5.4.2.5. The broader community

The importance of community participation is that it enhances the likelihood of project sustainability (Bamberger, 1991:281-284). SGB chairpersons revealed that management of substance abuse can be improved by getting people who have more expertise and knowledge about drug abuse, for example the representative of the local policing forum assigned to their schools, healthcare workers and the parents themselves. Participants mentioned that there should be a cohesive relationship between the school and the community where the school is situated, whereby members understand that the school belongs to them. The different role players should have regular meetings to coordinate aspects pertaining to the management of substance abuse.

The community should not overlook media as an important role player in awareness creation on substance abuse and drug trafficking. Stakeholders need to be encouraged to work together and not in silos.

5.5. SUB-QUESTION 3: WHAT ARE THE CHALLENGES EXPERIENCED IN RURAL SCHOOLS IN THE MANAGEMENT OF SUBSTANCE ABUSE?

The data revealed that the participating schools experienced several challenges in terms of the management of substance abuse. These are discussed in the following sub-sections.

5.5.1. Peer pressure

Participants indicated that most of the time substance abuse is caused by peer pressure. This agreed with Oketch (2008:2) who observed that “the period of adolescence is characterised by many challenges which they believe are understood by their peers.” Learners are doing it because their peers are doing it. When they smoke and drink it is because they want to experience what their peers are experiencing.

5.5.2. Socio-economic environment in which the schools are located

The socio-economic environment in which the participating schools are located are characterised by high unemployment rate, dysfunctional families and child-headed households. Domestic violence also seems to be quite a common occurrence in the communities that are served by the participating schools. These are conditions which are conducive to alcohol and drug abuse and pose a serious challenge to the participating schools in terms of the management of substance abuse. This is because the schools do not have control over what is happening in the broader community, which may explain why they rely so heavily on the support of external role players.

5.5.3. High crime levels

The participants reported high crime levels, particularly the selling of drugs in and around the school. This corresponded with Bloch's (2009:105) contention that a “society of lawlessness” is creating disciplinary problems

in schools. This may also explain why the participants are reliant on the support of the SAPS and the local policing forum.

5.6. RECOMMENDATIONS

The following recommendations are based on the findings of this research.

5.6.1. Recommendation 1: Creating awareness

Sustained campaigns to create awareness of the dangers of substance abuse among the learners of rural high schools are recommended. However, these campaigns must be well coordinated to include the involvement of the schools themselves, the provincial department of education, the parents, other departments such as the SAPS and local policing forums, the Department of Social Development, the Department of Health, and representatives of the broader community. This is particularly important against the backdrop of the poor socio-economic conditions which exist in rural areas.

5.6.2. Recommendation 2: Engaging the parents proactively

Linked to the previous recommendation, it is recommended that schools adopt a proactive approach to engage parents. This means that schools should not wait until there is a problem of substance abuse before parents are contacted. Every endeavour should be made to involve the parents in school activities so that parents can become more intimately involved in their child's education. This can mitigate the effects of peer pressure. This recommendation corresponds with Van Schalkwyk's (1990) contention that parental involvement has a significant impact on the quality of the learners' experience of teaching and learning in the school and on their results.

6.5.3. Recommendation 3: Training of principals, school management teams and SGBs

This study established that the participants are not fully aware of the legal powers they have in terms of searches and seizures and the testing of learners for suspected use of illegal substances. Specifically, it seems as if the principals and governing bodies are not fully aware of the processes to be applied in disciplinary hearings and the content of the Guidelines for the consideration of Governing Bodies in adopting a Code of Conduct for learners (RSA, 1998) and the Guidelines pertaining to devices to be used and procedure to be followed for drug testing (RSA, 2008). It is therefore recommended that all principals, school management teams and SGBs undergo thorough training with regards to these policies and procedures.

5.6.4. Recommendation 4: The codes of conduct of schools need to be revised regularly

Codes of Conduct of school need to be regularly revised to align them with the latest regulations, policies, and procedures as adopted by the Department of Basic Education. However, this would require that principals, school management teams and SGBs are well trained as recommended above.

5.7. LIMITATIONS OF THE STUDY

There are a few limitations regarding this study. Firstly, being a study of limited scope, the data for this study was gathered from only three rural schools in one district of the Limpopo Province. Therefore, the findings of this research project are not generalisable to the general rural secondary schools' population in Limpopo Province and the rest of the country.

Secondly, the semi-structured interviews required the participants to provide a 'self-portrait' of their schools. This could have influenced the accuracy of the data they

provided, despite my attempts to ensure anonymity and confidentiality of the participants and their schools.

Thirdly, the participating schools are confronted with contextual issues such as socio-economic factors, lack of education amongst SGB members and poor infrastructure that could have influenced the experiences and responses of the participants in the study. Therefore, a similar study in urban secondary schools could result in different findings.

Fourthly, the interviews were conducted during the Covid-19 pandemic. It was therefore necessary to make alternative arrangements with the participants to conduct the interviews and I was not able to visit the participating schools.

5.8. SUGGESTIONS FOR FUTURE RESEARCH

This research focused on the management of substance abuse in the Mopani district of the Limpopo Province. It is recommended that a study be conducted that involves a larger sample of rural schools to produce more generalisable findings. Secondly, this was a qualitative study which further limited the generalisability of the findings. A quantitative study involving respondents from rural areas of multiple provinces in South Africa could potentially contribute to our knowledge of how rural schools manage substance abuse. Thirdly, a study involving schools from multiple contexts, e.g., urban, rural, fee-paying, non-fee-paying schools, would also potentially contribute new knowledge on the topic.

5.9. CONCLUDING REMARKS

The purpose of this study was to explore how substance abuse is managed in rural secondary schools in Limpopo Province. Data was collected by interviewing teacher liaison officers, principals and SGB chairpersons at three schools in the Mopani district. It was found that all three of the participating schools experience challenges in terms of the management of substance abuse. Despite efforts of the schools to involve multiple external role players, the data suggested that these schools are not fully aware of all the national policies, regulations and guidelines that inform schools as to how they must manage substance abuse at their schools. In addition, it seems as if the socio-economic contexts in which these schools are located play a significant role in substance abuse

among learners. These are external factors to the school and the schools are struggling to combat substance abuse because they do not have control over these external factors.

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Addendum A: Limpopo Department of Education permission form



UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Education

02 March 2020

House No. 205 Nyala-Drive

Giyani Section B
P.O Box 3334
Giyani
0826

The Head of Department
Limpopo Provincial Government
Department of Education
Polokwane
0700

Dear Madam

PERMISSION TO CONDUCT A RESEARCH STUDY IN MOPANI DISTRICT

I am currently enrolled for a Masters degree in Education Management, Law and Policy Studies at the University of Pretoria. As part of the requirement for completion of the degree I am expected to undertake a research study in the field of Education Management and Policy Studies. The title of the proposed research study is: **The management of**

substance abuse in rural secondary schools. The aim of this study is to explore how schools manage substance abuse among their learners. The study seeks to specifically obtain insights to how illegal substances are managed in rural schools.

Nine participants will be selected from three secondary schools, namely the SGB person, principal, and teacher liaison officer from each participating school. The data collection procedure will involve conducting semi-structured interviews with the participants and a document analysis of relevant policies etc. obtained from the participating schools.

The semi-structured interviews will be conducted after working hours because I am also employed full time as a teacher and want to make sure that data gathering procedure does not interfere with teaching and learning activities of the sampled participants. Each interview session would last about 45-60 minutes. Data collection is intended to commence during the second term of 2020 and would be completed in approximately three months.

All participants in this research study will be asked for permission by me as the researcher to make audio recordings of the semi-structured interview which will be transcribed for data analysis purposes. The recordings and transcriptions will be safely kept at the University of Pretoria and only my supervisor and I that will have access to the audio recordings. All data collected will be used for research purposes only.

Participants will be allowed to ask questions before or during the time of participation. If they have any concerns regarding the data collection procedures, they'll be told to please notify me or my supervisor. Participants will have the opportunity to access and verify the interview transcriptions.

All the participants would be asked to sign a consent letter wherein they give their consent to participate in the research study. A consent form will address issues of ethical concerns while also indicating to the participants that their participation in the research study is entirely voluntary and that they may withdraw at any stage of the data collection process without penalization. All participating schools will also be asked to give permission for the research study to be conducted at their sites.

I would also like to inform you that I will not start with the data collection process until I obtain permission from the Ethics Committee of the Faculty of Education at the University of Pretoria and the Limpopo Department of Education.

1. DECLARATION BY THE RESEARCHER

1.1 I Sydwell Phillip Baloyi declare that all statements made by myself in this application are true and accurate.

1.2 I promise to submit copies of the research report to the Limpopo Department of Education upon completion of my studies.

Signature: Date: 03 February 2020

2. DECLARATION BY SUPERVISOR

2.1 I declare that: Sydwell Phillip Baloyi

2.2 Is enrolled for the M Ed Leadership degree at the University of Pretoria.

2.3 The researcher is aware of the conditions of conducting research in schools in the Limpopo province.

2.4 I will ensure that after completion of the research degree a copy of the research report will be sent to Limpopo Department of Education. Failure to submit the report may result in permission being withheld from both the student and the supervisor in future.

2.5 Name	André du Plessis
2.6 Title	Dr
2.7 Institution	University of Pretoria
2.8 Faculty/Department	Department Education Management and Policy Studies

2.9 Telephone	012-420 2929
2.10 E-mail address	duplessis.andre@up.ac.za
2.11 Signature	
2.12 Date	03 February 2020

Yours faithfully

Sydwell Phillip Baloyi

Cell: 082 851 0338

E-mail: Sydwell_baloyi@outlook.com/filipi1974@yahoo.com

Persal: 81003331



Faculty of Education
Fakulteit Opvoedkunde
Lefapha la Thuto



LIMPOPO

PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

DEPARTMENT OF
EDUCATION

CONFIDENTIAL

Ref: 2/2/2

Enq: Mabogo MG

Tel No: 015 290 9365

E-mail: MabogoMG@edu.limpopo.gov.za

Baloyi SP
P O Box 3334
Giyani
0826

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH

1. The above bears reference.
2. The Department wishes to inform you that your request to conduct research has been approved. Topic of the research proposal: **"THE MANAGEMENT OF SUBSTANCE ABUSE BY LEARNERS IN RURAL HIGH SCHOOLS IN MOPANI DISTRICT OF LIMPOPO"**
3. The following conditions should be considered:
 - 3.1 The research should not have any financial implications for Limpopo Department of Education.
 - 3.2 Arrangements should be made with the Circuit Office and the School concerned.
 - 3.3 The conduct of research should not in anyhow disrupt the academic programs at the schools.
 - 3.4 The research should not be conducted during the time of Examinations especially the fourth term.
 - 3.5 During the study, applicable research ethics should be adhered to; in particular the principle of voluntary participation (the people involved should be respected).

REQUEST FOR PERMISSION TO CONDUCT RESEARCH: BALOYI SP

Cnr. 113 Biccard & 24 Excelsior Street, POLOKWANE, 0700, Private Bag X489, POLOKWANE, 0700
Tel: 015 290 7600, Fax: 015 297 6920/4220/4494

The heartland of southern Africa - development is about people!

3.6 Upon completion of research study, the researcher shall share the final product of the research with the Department.

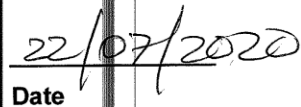
4 Furthermore, you are expected to produce this letter at Schools/ Offices where you intend conducting your research as an evidence that you are permitted to conduct the research.

5 The department appreciates the contribution that you wish to make and wishes you success in your investigation.

Best wishes.



Mrs Dederen KO
Acting Head of Department



Date

REQUEST FOR PERMISSION TO CONDUCT RESEARCH: BALOYI SP

Addendum B: Man'ombe circuit permission form

 LIMPOPO PROVINCIAL GOVERNMENT REPUBLIC OF SOUTH AFRICA DEPARTMENT OF EDUCATION MAN'OMBE CIRCUIT	
REF: 2 / 2 / 2	06 August 2020
ENQ: MAGWAZA R.C	
TEL: 015 812 0637	
 RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH: BALOYI S.P	
1. The above has reference 2. Man'ombe Circuit hereby acknowledge receipt of your letter dated 22 July 2020. The permission to conduct the study is therefore granted. 3. Your study will help support in producing quality learners and building more responsibility within them. 4. Your co-operation is always appreciated.	
 CIRCUIT DIRECTOR (MAN'OMBE)	 DATE
DEPARTMENT OF EDUCATION MOPANI DISTRICT, Man'ombe Circuit, Private Bag X 9654 GIYANI, 0826 Tel 015 812 0637 Fax No. 015 812 4421 or 015 812 1689	
<i>The heartland of Southern Africa – development is about people</i>	

Addendum C – Participant permission form



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UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Education

Addendum C: Letter to the teacher liaison officer requesting informed consent

02 March 2020

Mr/ Mrs/ Ms _____

_____ Secondary school

Dear Mr/Ms _____

INVITATION TO PARTICIPATE IN THE RESEARCH STUDY: “The management of substance abuse in rural secondary schools.”

I am currently enrolled for a Masters degree at the University of Pretoria. Part of the requirements for the awarding of this degree is the successful completion of a significant research project in the field of education.

It is a pleasure to invite you to become a voluntary participant in this research project. The title of my approved research study is: **The management of substance abuse in rural secondary schools**. This study will be conducted at **THREE (3)** secondary schools in the Mopani District. The aim of this study is to explore how schools manage substance abuse among their learners. The outcome of the study may lead to recommendations as to how rural schools can improve the management of illegal substances at their schools.

At each participating school, the Principal, SGB chairperson and teacher liaison officer will be interviewed. Each of the participants have different legal obligations, discretions, responsibilities, and accountabilities as far as the management of illegal substances in their schools are concerned. Your role as participant in this project will be to respond to questions put to you during the interview, and you may also ask questions of your own, to clarify any issue concerning the interview or a matter that may crop up during the interview. The interviews will be recorded and held at a time and venue of your choice and should last approximately 45 minutes. I have included for your information a schedule of the interview questions as part of the information gathering process. Please understand that the choice for you to participate is entirely voluntary and that permission for your participation will also be secured from the Limpopo Department of Education. Please be advised that you will also be asked to verify the transcriptions of the audio recorded interview and you should allow a further hour for this process.

You will not be asked to reveal information that will allow your identity or that of your school to be established. At no time will either you as an individual or your school be mentioned by name or indeed be allowed to be identified by any manner or means whatsoever in the research report. Where appropriate, pseudonyms will be used. To ensure that you are comfortable with the information you give, you will be provided with a confidential electronic or written transcript of your own interview and will have final approval of both its accuracy and its content. Follow-up interviews might be required to clarify some matters, but this will also be voluntary and confidentially will be guaranteed.

Please be assured that all the data collected from this study will be kept strictly confidential, with not even the Department of Basic Education having access to the raw data obtained from the interviews. In addition, the data collected will be used for research purposes only. Furthermore, if you decide to participate in this study, you have the right to withdraw at any time during the research process without any penalty.

We also would like to request your permission to use your data, confidentially and anonymously, for further research purposes, as the data sets are the intellectual property of the University of Pretoria. Further research may include secondary data analysis and

using the data for teaching purposes. The confidentiality and privacy applicable to this study will be binding on future research studies.

At the end of the research study you will be provided with a copy of the research report containing both the findings of the study and recommendations on how rural schools should manage substance abuse. I will also be willing, at your request, to present a presentation of the findings of the study at your school.

At no time will I be questioning or purposefully interacting with the learners at your school for either personal or research reasons. The research study presents a unique opportunity for you to get involved in the process of research to investigate the management of substance abuse at rural schools. If you decide to participate in this research study, kindly indicate this by completing the consent form at the end of this letter.

Yours sincerely

Sydney Baloyi
Student researcher
Contact Number: **082 337 5049**

Dr Andre du Plessis
Supervisor
Tel. Number: **012 420 2929**



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Faculty of Education

Addendum D: Letter to the SGB chairperson requesting informed consent

02 March 2020

The SGB chairperson

_____ Secondary School

Dear Mr/ Mrs/ Ms _____

INVITATION TO PARTICIPATE IN THE RESEARCH STUDY: The management of substance abuse in rural secondary schools.

I am currently enrolled for a Master's degree at the University of Pretoria. Part of the requirements for the awarding of this degree is the successful completion of a significant research project in the field of education.

It is a pleasure to invite you to become a voluntary participant in this research project. The title of my approved research study is: **The management of substance abuse in rural secondary schools.** This study will be conducted at three secondary schools in the Mopani District. The aim of this study is to explore how schools manage substance abuse among their learners. The outcome of the study may lead to recommendations as to how rural schools can improve the management of illegal substances at their schools.

At each participating school, the Principal, SGB Chairperson and teacher liaison officer will be interviewed. Each of the participants have different legal obligations, discretions, responsibilities, and accountabilities as far as the management of illegal substances in their schools are concerned. Your role as participant in this project will be to respond to questions put to you during the interview, and you may also ask questions of your own to clarify any issue concerning the interview or a matter that may crop up during the interview. The interviews will be recorded and held at a time and venue of your choice and should last approximately 45 minutes. I have included for your information a schedule of the interview questions as part of the information gathering process. Please understand that the choice for you to participate is entirely voluntary and that permission for your participation will also be secured from the Limpopo Department of Education. Please be advised that you will also be asked to verify the transcriptions of the audio recorded interview and you should allow a further hour for this process.

You will not be asked to reveal information that will allow your identity or that of your school to be established. At no time will either you as an individual or your school be mentioned by name or indeed be allowed to be identified by any manner or means whatsoever in the research report. Where appropriate, pseudonyms will be used. To ensure that you are comfortable with the information you give, you will be provided with a confidential electronic or written transcript of your own interview and will have final approval of both its accuracy and its content. Follow-up interviews might be required to clarify some matters, but this will also be voluntary and confidentiality will be guaranteed.

Please be assured that all the data collected from this study will be kept strictly confidential, with not even the Department of Education having access to the raw data obtained from the interviews. In addition, the data collected will be used for research purposes only. Furthermore, if you decide to participate in this study, you have the right to withdraw at any time during the research process without any penalty.

We also would like to request your permission to use your data, confidentially and anonymously, for further research purposes, as the data sets are the intellectual property of the University of Pretoria. Further research may include secondary data

analysis and using the data for teaching purposes. The confidentiality and privacy applicable to this study will be binding on future research studies.

At the end of the research study, you will be provided with a copy of the research report containing both the findings of the study and recommendations on how rural schools should manage substance abuse.

I will also be willing, at your request, to present a presentation of the findings of the study at your school.

At no time will I be questioning or purposefully interacting with the learners at your school for either personal or research reasons. The research study presents a unique opportunity for you to get involved in the process of research to investigate the management of substance abuse at rural schools.

If you decide to participate in this research study, kindly indicate this by completing the consent form at the end of this letter.

Yours sincerely

Sydney Baloyi

Student researcher

Contact Number: **082 337 5049**

Dr Andre du Plessis

Supervisor

Tel. Number: **012 420 2929**



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Addendum E: Letter to the principal requesting informed consent

02 March 2020

The Principal

_____ Secondary School

Dear Mr/ Mrs/ Ms _____

INVITATION TO PARTICIPATE IN THE STUDY: The management of substance abuse in rural secondary schools.

I am currently enrolled for a Master's degree at the University of Pretoria. Part of the requirements for the awarding of this degree is the successful completion of a significant research project in the field of education.

It is a pleasure to invite you to become a voluntary participant in this research project. The title of my approved research study is: **The management of substance abuse in rural secondary schools**. This study will be conducted at **THREE (3)** secondary schools in the Mopani District. The aim of this study is to explore how schools manage substance abuse among their learners. The outcome of the study may lead to recommendations as to how rural schools can improve the management of illegal substances at their schools.

At each participating school, the principal, SGB chairperson and teacher liaison officer will be interviewed. Each of the participants have different legal obligations, discretions, responsibilities, and accountabilities as far as the management of illegal substances in their schools are concerned. Your role as participant in this project will be to respond to questions put to you during the interview, and you may also ask questions of your own, to clarify any issue concerning the interview or a matter that may crop up during the interview. The interviews will be recorded and held at a time and venue of your choice and should last approximately 45 minutes. I have included for your information a schedule of the interview questions as part of the information gathering process. Please understand that the choice for you to participate is entirely voluntary and that permission for your participation will also be secured from the Limpopo Department of Education. Please be advised that you will also be asked to verify the transcriptions of the audio recorded interview and you should allow a further hour for this process.

You will not be asked to reveal information that will allow your identity or that of your school to be established. At no time will either you as an individual or your school be mentioned by name or indeed be allowed to be identified by any manner or means whatsoever in the research report. Where appropriate, pseudonyms will be used. To ensure that you are comfortable with the information you give, you will be provided with a confidential electronic or written transcript of your own interview and will have final approval of both its accuracy and its content. Follow-up interviews might be required to clarify some matters, but this will also be voluntary and confidentiality will be guaranteed.

Please be assured that all the data collected from this study will be kept strictly confidential, with not even the Department of Education having access to the raw data obtained from the interviews. In addition, the data collected will be used for research purposes only. Furthermore, if you decide to participate in this study, you have the right to withdraw at any time during the research process without any penalty.

We also would like to request your permission to use your data, confidentially and anonymously, for further research purposes, as the data sets are the intellectual property of the University of Pretoria. Further research may include secondary data analysis and

using the data for teaching purposes. The confidentiality and privacy applicable to this study will be binding on future research studies.

At the end of the research study, you will be provided with a copy of the research report containing both the findings of the study and recommendations on how rural schools should manage substance abuse.

I will also be willing, at your request, to present a presentation of the findings of the study at your school.

At no time will I be questioning or purposefully interacting with the learners at your school for either personal or research reasons. The research study presents a unique opportunity for you to get involved in the process of research to investigate the management of substance abuse at rural schools.

If you decide to participate in this research study, kindly indicate this by completing the consent form at the end of this letter.

Yours sincerely

Sydney Baloyi

Student researcher

Contact Number: **082 337 5049**

Dr Andre du Plessis

Supervisor

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Addendum F: Interview protocol

The management of substance abuse in rural secondary schools in Limpopo province.

Research Question:

How do rural secondary schools in Limpopo Province manage substance abuse?

Sub-questions:

- What is the role of the school governing body in the management of substance abuse in rural schools?
- Who are the external role players in the management of substance abuse in rural schools?
- What are the challenges experienced in rural schools in the management of substance abuse?



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Addendum G: Interview schedule: Liaison teacher

Liaison Teacher at the THREE (3) Secondary schools in Mopani East

The purpose of this schedule is to elicit the teacher's understanding of management of substance abuse and what they perceive their role to be.

1. What is meant by 'drug addict'?
2. Give examples of illegal substance.
3. Why do you think it is important to teach learners about substance abuse?
4. In your opinion, how prevalent is substance abuse at your school? Motivate your answer.
5. Explain your involvement in the management of substance abuse in your school?
6. Explain the procedures you would follow when becoming aware of instances of substance abuse at your school?
7. How effective is the management of substance abuse at your school? Explain your answer.
8. What is your understanding of the National Policy on the Management of Illegal Substances?
9. What is in your opinion the causes of substance abuse among learners in your school?

10. What can be done to improve the management of substance abuse at your school?



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Addendum H: Interview schedule: Principal

Principals at the THREE (3) Secondary schools in Mopani East

The purpose of this schedule is to elicit the principal's understanding of management of substance abuse and what they perceive their role to be.

1. What is meant by 'drug addict'?
2. Give examples of illegal substance.
3. Why do you think it is important to teach learners about substance abuse?
4. In your opinion, how prevalent is substance abuse at your school? Motivate your answer.
5. Do you regard the management of substance abuse in schools as part of the duties of the school management team? Give your reasons.
6. Explain your involvement in the management of substance abuse in your school?
7. Explain the procedures you would follow when becoming aware of instances of substance abuse at your school?
8. How effective is the management of substance abuse at your school? Explain your answer.

9. What is your understanding of the National Policy on the Management of Illegal Substances?
10. What is in your opinion the causes of substance abuse among learners in your school?
11. What can be done to improve the management of substance abuse at your school?



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Addendum I Interview schedule: SGB chairperson

SGB chairpersons at the THREE (3) Secondary schools in Mopani East

The purpose of this schedule is to elicit the SGB Chairperson's understanding of management of substance abuse in his/her school and what they perceive their role to be.

1. What is meant by 'drug addict'?
2. Give examples of illegal substance.
3. Why do you think it is important to teach learners about substance abuse?
4. In your opinion, how prevalent is substance abuse at your school? Motivate your answer.
5. Do you regard the management of substance abuse in schools as part of the duties of the SGB? Give your reasons.
6. Explain your involvement in the management of substance abuse in your school?
7. Explain the procedures you would follow when becoming aware of instances of substance abuse at your school?
8. How effective is the management of substance abuse at your school? Explain your answer.

9. What is your understanding of the National Policy on the Management of Illegal Substances?
10. What is in your opinion the causes of substance abuse among learners in your school?
11. What can be done to improve the management of substance abuse at your school?

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