

P A R T 1.
A. INTRODUCTION.
1. General Outline.

In this work an effort will be made to show the responsibility for education of the parent, the school as the substitute for the parent, and of voluntary conducted and state schools.

It will be shown that although the state schools make a real effort to make as full as possible a contribution to the education of the European child, there are many gaps in the educational services provided. Although education is a continuous process from before birth to death, the state school caters for the child only from the age of six to fifteen or sixteen. A very small percentage of children receive institutional education before or after that age so that were it not for voluntary and other bodies stepping into the breach their initial or further education would have received no organised attention. Even during the period when they are at school not all the real requirements of their education are being met.

An effort will be made to point out some of the shortcomings in the present educational programme and how some of these are being met by the local authority.

The origin, development and general functions of the Johannesburg Municipal Welfare Department will be briefly outlined. The major portion of the work will consist of a general description of the educational activities of this department, viz. Play Centres, Park Supervision Schemes, Youth Social Centres, Community Centres, Sheltered Employment and Occupational Therapy, Research and Statistics, and Propaganda. The first three will be dealt with in some detail, while the others will be merely referred to very briefly. Probable future development will be indicated. These services will be considered in the light of existing services elsewhere.

Finally, suggestions will be offered as to how these services could be extended and co-ordinated with the state

educational system, so that all these provisions for education could form a well-co-ordinated whole.

2. GENERAL PATTERN OF DEVELOPMENT OF EDUCATIONAL SERVICES.

There appears to be a tendency for the responsibility for certain services, such as education, social work, and care of the sick, to develop through the following more or less distinct phases: First Stage: Personal Responsibility, where the matter is tackled individually and haphazardly. When this service becomes beyond the ability of the individual to provide for adequately, outside help is needed.

Second Stage: Responsibility of Voluntary Bodies, who usually do pioneering work and who show the need for a particular service and how to tackle the problem. Soon, however, the scope of the work may expand beyond the means of the voluntary body alone and it has to ask for financial aid, usually in the form of a subsidy. This phase can thus be subdivided into: Sole responsibility of the voluntary body, and Voluntary body subsidised, usually by the local authority.

Third Stage: Responsibility of the Local Authority.

The service may be taken over by the local authority when the need for it is firmly established on a sound local basis. But once again the work may develop beyond the scope of the local authority, who in turn has to ask for financial aid, usually in the form of a subsidy from the state. This stage can likewise be subdivided into: Sole responsibility of the local authority, and Local authority subsidised by the state.

The guiding principle for the local authority is to provide only those services which are inadequately provided for or are non-existent, and it is in the interest of the community that it should do so.

Fourth Stage: State Responsibility.

As soon as the service has developed beyond the scope of the local authority and needs to be put on a national basis the state may take over full responsibility for it.

The provision for educational services in the Transvaal, and thus in Johannesburg, seem to have followed fairly closely the general pattern of development which usually characterises provision for such services here and overseas. Responsibility for education has shifted through the various stages mentioned above, except that it seems to have skipped the local authority stage, unlike the case in some overseas countries, especially in Great Britain and the United States of America, where education is the responsibility of the local authority and not of the state directly. 1).

3. RESULTING ADVANTAGES.

There are certain advantages which result from this taking over of the service by a body or authority which is better able to cater for it at that particular stage of its development. Chief amongst these are more adequate financial provision and more specialised and expert services, also wider availability of these services to benefit the greatest possible number of the community, irrespective of race, colour, creed or social or economic status.

The educational provisions in the Transvaal have progressed considerably in the direction of general applicability, at least as far as the European population is concerned. There is compulsory free state education between the ages of seven and sixteen, there is subsidised secondary, technical and higher education, and there is subsidised pre-school and post-school education.

4. RESULTING DISADVANTAGES.

There are, however, also certain disadvantages resulting from this process of development of the service concerned. There

1). N.E.F. Monograph No. 4 1945: Education in England.
 Cubbesley: State and County Educational Reorganization.
 also Judd: Problems of Education in the United States. p. 101 f.
 Butler: Education in the United States. p. 17 f.
 and Ward, H: The Educational System of England and Wales and its
 Recent History.

is an optimum level beyond which it is undesirable that any service should develop and be centralised. A marked tendency of this present age is to socialise all services and in many cases to nationalise them. The almost inevitable result is that the service becomes too generalised and thus too impersonal, as it caters for the needs of the many or average and neglects the individual aspect.

Apart from these disadvantages, it stands to reason that not one of these services mentioned, and least of all education, is static. It has to adapt itself to meet changing times and needs. The result will be that certain aspects of educational provision will still be in the initial stages, while others are already in the final stage. It was noticed that the trend of development has been from responsibility of the individual, through the voluntary body and the local authority to state responsibility. It was also noticed that the result was that thereby not all aspects of the required service were provided^{for}, but that some were somewhat inadequate, while in other respects serious gaps were left.

5. POSSIBLE REMEDY.

Some of these shortcomings can be remedied in part by supplementing the existing provisions by those of a less centralised authority or body. It appears advisable that the order of development, once it has reached the maximum of centralisation, could be reversed so that the service of the higher and more centralised authority be supplemented by that of the lower and less centralised authority. In this way the more personal and special needs may be more adequately catered for.

6. RESPONSIBILITY FOR EDUCATION
IN THE TRANSVAAL.

The general development of education in the Transvaal has been from parental to state responsibility.

The first and natural responsibility for the education of the child rests with the parent. He confirms this at the christening ceremony of the infant when he promises to provide for the education of the child.

In a primitive society where the wants of the individual were few and easily satisfied this was not a very difficult function for the parent to perform. The child received his education directly through sharing in the activities of the adults. What formal instruction was required he received round the family table after the work of the day was done. The home, then, was the first educational institution. 1).

As life became more complex the work of educating the child became so specialised that the parent could no longer adequately fulfil this function. He had to find outside help. The first to come to his aid was the church around which the first schools grew up. These schools were substitutes for the parents.

When education became too much for the parent to manage alone he was assisted in it by voluntary bodies, religious, social, political and cultural. In this respect the services rendered by the church have been outstanding. It catered primarily for the religious needs of the child, but in order

1). Coetzee: Inleiding tot die Algemene Teoretiese Opvoedkunde,
Pp. 49 & 357.

to do so more efficiently and so that it may be of more lasting value, it was compelled to give formal attention to the mental development also in the form of formal instruction in the 3R's.

When educational provision becomes too vast an undertaking for voluntary effort to manage adequately and efficiently, usually through lack of authority for compulsion and insufficient financial resources as a result of limited taxing powers, the state appears to be the body indicated to take over this responsibility as it disposes over both the necessary authority and the taxing powers, and as its central position enables it to co-ordinate the services provided.

The particular development of education in the Transvaal has been from a private and local affair to state responsibility.

As the early conditions in the Transvaal were not conducive to organised education through the nomadic and scattered life of the people, education was a private and local affair. Groups of parents hired schoolmasters to instruct their children in the rudiments of reading, writing and arithmetic. As the people were fervently religious there was naturally a close connection between education and religion, with the preparation for "Boerematriek" (confirmation) as the chief aim.

Although constitutional provision had been made as early as 1858 the church still played the major part in the control and management of education in the Republic. Not until the Burgers Act of 1874 was education made a matter of state control. 1).

The Burgers Act was, however, not over popular. The scheme was too advanced and could not succeed in a pioneer country. Consequently under the Education Act of 1882 education was again made a parental responsibility but encouraged

1). Malherbe: Education in S.A. P. 24f,
Coetzee: Onderwys in Transvaal. P. 35f.

by state subsidy. For the next seventeen years private aided schools were the rule instead of the government schools.

At the end of the Anglo-Boer War, Ordinance No. 7 of 1903 provided free elementary education by the state.

According to the provisions of the Act of Union of the 31st of May 1910, primary and secondary education became the responsibility of the provinces, while higher (university) education fell to the central government. In 1925 technical education was transferred to the Union Government. 1).

The present position is then that the parent is responsible for the education of the child up to his sixth year. The Transvaal Provincial Administration is responsible for all the children within the province between the ages of seven and sixteen and also for those attending high or junior high school. The Union Government, on the other hand, is responsible for all education provided in the technical colleges and the universities

7. GAPS IN THE STATE EDUCATIONAL PROGRAMME.

Although the state educational programme in the Transvaal aims at being as comprehensive as possible by catering for a wide variety of educational needs of the pupils under its care, it yet leaves wide gaps in its educational provisions. These are essentially of two kinds: viz. services inadequately provided for and non-existent services.

The first kind of gap left in the state educational programme is where certain services are inadequately provided for. Education may be considered from various particular aspects, viz. the biological, the physiological, the psychological, the sociological, the logical, the ethical, the aesthetic and the religious viewpoints. 2).

1). Malherbe: Education in South Africa. pp. 419 & 427

2). Coetzee: Algemene Teoretiese Opvoedkunde. pp. 90-91.

The educational provisions in the Transvaal are chiefly aimed at the intellectual, physical and logical development of the pupils, and to a lesser extent at the biological, social, aesthetic, ethical and religious development.

Among the services inadequately provided for are: social contact, social adjustment, self-expression, personality development, personality adjustment and play, recreation and leisure-time facilities.

The second kind of gap is where essential services are not provided for at all.

Most of the services which are not provided for in the state educational programme are the direct result of the fact that it only provides for the education of people within certain age groups and for certain classes of education. Practically no provision is made for the pre-school group, nor for the post-school group, except in certain isolated cases.

(a) the Gaps in/Pre-school Period.

The first gap is concerned with the continuity of education.

As already stated education is a continuous process starting before birth and ending only with death. The state takes no responsibility for the education of the child until he has reached the age of six years, (the earliest age on which he may be admitted to a government school, while the compulsory school attendance age is seven years.) The only one responsible is the parent and he is often unreliable.

The second gap is concerned with the formation of character.

These pre-school years are considered as of the utmost importance in the development of the child. They are the formative, the most impressionable years of life. It is at

this age that the foundation of his character is laid and any serious neglect in this respect may result in irreparable harm being done.

The third gap is concerned with the physical development of the pre-school child.

Not only in respect of character building is the child open to neglect, but more apparently so in respect of physical development. Due to improper feeding, malnutrition, and neglected health care a large percentage of children already suffer from serious physical defects by the time they are admitted to school.

The fourth gap is concerned with the social development of the pre-school child. It is of the greatest importance that the child should have adequate opportunities of playing with others of his own mental age. It is by no means the only child who suffers in this respect. Even in the home where there are several children there is usually a too great disparity in the ages. Besides, there are not always neighbours' children of suitable age to play with.

It is therefore very evident that a serious gap exists in the state educational programme as far as the pre-school child is concerned.

Among the services most urgently required under this heading are: nursery schools, clubs, supervision of play and other activities in parks, etc.

(b) Gaps in the School Period.

We usually associate education with the child or youth attending school, college or university, and what organised provision is made for education by the state is made almost exclusively for him. Yet, in spite of this, serious gaps are left in the state educational provisions

for the school-going child. Most of these are of the first class, viz. those that are inadequately provided for.

One of the most important of these is the inadequate provision for adequate play facilities.

Childhood is eminently the time for play. Play is not only the most natural, but also the easiest way through which knowledge and skills may be acquired. Little use is made of this most powerful drive in our educational technique, except in the lower standards. By the time^{that} the child comes to the adolescent stage schooling has become a serious business where work and play are entirely divorced.

In regard to play the city has created its own problems which are unknown in a rural area. In the latter area, play opportunities abound, whereas in the former area they are greatly restricted and in the slums they are confined to the streets, with the consequence that the child's play drive is starved and there is the ever present danger that he may reveal unhealthy compensations, if not serious maladjustments.

Yet the state educational programme makes no provision for play facilities for the bulk of the children after the school is closed in the afternoon, apart from games for the few who participate. Those who do not participate or whose role is not confined to that of the spectator, often show a tendency to frequent the street corners or other undesirable places.

The inadequate provisions for organised and supervised constructive play facilities in the afternoon is a serious gap in the state educational programme.

Another is the inadequate provision for club facilities. The gang holds a great attraction for the

for this average youngster. The reason¹ is because it fulfils a vital need of the child, viz. to associate naturally with others of both sexes of more or less the same age. Unfortunately the activities of the gang are not always socially acceptable, and often lead to conflict with the law.

The state educational provisions offer little if any satisfaction in this respect, apart from the incidental contact at school.

There is thus urgent need for the provision of clubs, which are the socially acceptable counterpart of the gang, for boys and girls.

Among the services which are thus most urgently required for the school-periods are: supervised recreation in parks and public places, play facilities in the afternoon for children of flat dwellers, and other children whose parents both work, and boys' and girls' clubs.

(c) Gaps in Post-School Period.

Although we justly pride ourselves on the provisions made through our state school programme for the children of Johannesburg, a study of the numbers of children attending the various provincial schools reveals the alarming fact that only 25% of them are in secondary schools, while only 15% of them are in high schools. 1). This means that more than 85% of the children do not proceed beyond standard VIII, as many pupils in high school also leave at or even before completing that standard. In terms of age it means that these pupils leave

1). The average attendance for the fourth term, 1946, for the Rand Central School Board area was:

Primary Schools, 31,987.7, Junior High Schools, 4313.3, High Schools, 6269 pupils, Total 42570. (Information from Rand Central School Board and Inspectors' Offices.)

school on reaching school leaving age, or shortly after, but long before their education could be considered as complete.

After leaving school no organised provision is made for their education apart from night school or correspondence courses for a very small percentage of them.

In short, this means that almost nine-tenths of young people leave school at a stage in their development when they have not yet reached sufficient maturity to be able to go on their own, after they had had their lives fairly organised for them up till then.

The break is often too sudden for many of them,¹⁾ with the consequence that many of them drift into undesirable practices. An analysis of crime statistics reveals that the majority of convictions concern young persons under 17 years old. 2). The figures for juvenile crime in Johannesburg for 1946 reveal that out of a total of 277 European young persons of both sexes convicted in Juvenile Courts 34% were under 16, 41% were between 17 and 18, while 25% were from 18 to 21 years old.

The Chairman of the Penal Reform Commission said:

"Lack of opportunities for leisure-time activities appeared to be responsible, at least in part, for commission of offences by juveniles. Leisure-time activities, providing they are interesting and creative, could help young people to overcome their maladjustments and influence them away from anti-social desires and attitudes." 3).

1). Boys' Club Handbook No. 1. "Principles and Aims of Boys' Club Movement."

"Change from school to industry is ruthlessly complete. From a sheltered world, adopted to his immaturity, he emerges abruptly into the open." p. 5.

2). Figures quoted from Juvenile Court Files, with permission of the Commissioner for Child Welfare, Magistrate's Courts, Jhb.

3). "The Star", 13/7/1946.

The educational needs of the post-school group are essentially the same as for the school-period, as it is a continuation of that period. Their mental development has by that time been carried to a fair extent. What extension is required is mainly on the horizontal plane in general, and on the vertical plane as far as their particular occupations are concerned. Their physical development continues as before and finds expression chiefly in participation in various sports and games and other leisure-time activities. So also in regard to their social development, where the process of adjustment continues. What are particularly required are opportunities for the young people to actively engage in social situations, to satisfy the social urge, and to exercise the new-found interest in social matters.

To this end it is necessary that provision should be made in the post-school educational programme for the continued development, physical, mental, logical, social, ethical, aesthetic, and religious, of the young person.

More important from the viewpoint of this work are, however, the leisure-time activities of the population. If these are left to the individual to choose and arrange as he thinks fit, there is always the great danger that he may do so in ways not to the advantage of the community. As L.P. Jacks put it, "As time goes on we shall find, I think, that the fortunes of our civilization will become increasingly dependent on what people do with their playtime, or how they spend their leisure." 1).

To-day man has more leisure than ever before, due to the machine setting him free from much of the drudgery of the past.

1). Jacks L.P: Education through Recreation. P.69.

It is the task of education to harness this leisure-time to fruitful use, both in the interest of the individual and of the community. The business of popular education must address itself to social reconstruction, and this must start with the individual. In this respect a fruitful avenue of approach is through the interests of the individual as revealed in his leisure-time activities. These must be directed and co-ordinated in order to form a well-balanced pattern.

The state educational programme makes practically no provision for the education of the post-school period apart from the external studies conducted by the University of South Africa. It is very evident, therefore, that a very serious gap exists here in the educational provisions. The services most urgently required in the post-school period are facilities for social contact, constructive recreation and leisure-time activities, and opportunities to continue their education along the lines of their special abilities and interests.

These gaps in the state educational programme are left largely to individual and voluntary effort to fill. Especially valuable in this direction are the efforts of the Johannesburg Municipal Social Welfare Department.

8. EFFORTS BY THE J.M.S.W.D. TO FILL SOME OF THESE GAPS.

The guiding principle for the local authority in regard to filling these gaps has been set out by speakers at the National Conference on Post-War Planning. The respective functions of state and local authorities were set out by Mr. Kuschke, Secretary for Social Welfare, as:-

The State is to provide the bulk of the funds for maintenance and rehabilitative services, and for the extension

of private effort on a subsidised basis, to carry out services entrusted to it on a statutory basis, to frame a national policy, and to fill gaps by providing supplementary services of a national character which voluntary effort cannot for one reason or another perform. 1).

The municipal department of Social Welfare should, on the other hand, initiate services of a local character.

While the national scheme regarding the filling of existing gaps is necessarily rigid, that of the local authority is more flexible, besides the local authority can administer and interpret the state scheme in the local area. 2).

The local authority undertakes only those services that are non-existent and are urgently required, or those that are inadequately provided for, and it is in the interest of the community that it should do so. 3).

It appears from the above that it is the duty of the state to either provide the service itself, or, where for one or other reason it is not able to do so, to delegate its responsibility in that respect to the local authority, and to either take full financial responsibility, or to subsidise the local authority in respect of that service.

Although it is, as we have seen, the duty of the state to provide the necessary educational services for all, the local authority is nevertheless in many instances called upon to step into the breach and fill existing gaps in those services through its various departments, especially through the departments of Social Welfare, Public Health, Non-European Affairs and Library

- 1). "Report of the S.A. National Conference on the Post-War Planning of Social Welfare Work". p . 17.
- 2). Shadick Higgins: Medical Director of Social Services, Ibid p. 35.
- 3). Dr. Gordon D. Laing, M.O.H., Public Health Dept., City of Johannesburg, in an interview.

and Art Gallery. We shall here confine ourselves to the efforts in that direction by the Municipal Social Welfare Department, and only in so far as they concern the European section of the community.

Specific examples of efforts by this department to fill gaps in the state educational programme are the provision of afternoon Play Centres for school-going children, Park Supervision Scheme, Youth Social Centres, Community Centres, Sheltered Employment for Men and Women, Occupational Therapy, Research and Statistics, and Propaganda.

It is now necessary to give a brief sketch of the origin and development of the Johannesburg municipal Social Welfare Department.

B. THE ORIGIN AND DEVELOPMENT OF THE
JOHANNESBURG MUNICIPAL SOCIAL WELFARE
DEPARTMENT.

The Johannesburg Municipal Social Welfare Department is one of the departments of the Johannesburg City Council, which is the local authority of Johannesburg. The Director of Social Welfare is at the head of the department and he is directly responsible to the Public Health and Social Welfare Committee of the Council. As the name indicates, this department is concerned with the social welfare of the community in the municipal area.

This department was created on the 21st of November, 1939, by the City Council, ¹⁾ as a result of the opinion expressed by the Provincial Committee of Inquiry into Social

1). Johannesburg City Council Minutes, p.p. 1588-9.

and Charitable Work on the Witwatersrand, 1934, that "Municipalities should be as much interested in the welfare of the citizens from the social and strictly human point of view, as they are from the point of view of the externals which affect their comfort and wellbeing." The committee added that "co-operation could be more effectively established if municipalities could serve as the centre from which to organise the social work of the community." 1).

In order to understand the reasons for the creation of this department it is necessary to give a very brief sketch of the development of welfare work in Johannesburg.

1. Development of Welfare Work in Johannesburg.

According to the Director of the Social Welfare Department, Mr. D. N. Murray, welfare work in Johannesburg has developed through five stages. 2).

The first is the elementary relief period up to 1900.

During this period welfare work was characterised by the provision of simple relief measures, with little detailed organisation or records. The immediate needs of sustenance were supplied, almost entirely by the churches.

The second is the outdoor relief period, 1900-1910.

Church relief work continued, but now along more defined lines. Various associations and societies were founded during this period, e.g. The Hand Aid Association, The St. Vincent de Paul Society, and The Bethel Mission.

The third is the institutional period, 1910-1920.

Gradual realisation for the need of institutional

- 1). Report, Provincial Committee of Inquiry into Social and Charitable Work on the Witwatersrand: p.p. 72-3
- 2). Murray; "Social Welfare Work in Johannesburg," Introduction.

care led to the establishment of several institutions. Largely as the result of the war various institutions, particularly for children, were founded in rapid succession, e.g. The St. George's Home for Boys, The Hope Convalescent Home, etc.

The fourth is the period of specialisation, 1920-1930.

With outdoor relief and institutional needs generally catered for, in so far as the European population was concerned, welfare work progressed towards specialisation in meeting the particular needs of a particular handicapped group, e.g. The Mental Hygiene Society, The Deaf and Dumb Association, and the Civilian Blind Society were founded during this period.

The fifth is the co-ordination period, 1930-1940.

The first step in this co-ordinating process was the bringing together of the different societies doing the same work in various parts of the country under national bodies, e.g. The Council for Child Welfare, The S.A. National Council for the Deaf, and The S.A. National Council for the Blind.

The next step was the co-ordination of the various agencies, inter se. This was achieved in some measure at the request of the organisations themselves, by setting up of the Johannesburg Board of Charities, (under the Charitable Institutions (control) Ordinance of 1926). Outstanding achievements of this board were the formation of the Social Welfare Committee, consisting of two representatives of each of the agencies registered under the Ordinance, and the establishment of the Central Register, or Exchange, on which cases receiving assistance

were recorded.

2. Creation of the Johannesburg Municipal Social Welfare Department.

The development of welfare work in Johannesburg had reached almost the end of this last stage when the Johannesburg Board of Charities in 1938 asked the City Council to assist in the development of welfare work in the community. After consultation with the Government, all local welfare agencies, organised business interests, and other relevant bodies, the Johannesburg Municipal Social Welfare Department was established on the 21st of November, 1939, to fill the much-felt need for closer co-operation and co-ordination in welfare work in the city.

3. Functions of the J.M.S.W.D.

Since 21/11/1939 the functions of the department have been increased from time to time by the Council, and these may be summarised as follows:

(a). Co-ordination of the welfare activities in Johannesburg.

It was with the express aim to achieve this co-ordination that the Social Welfare Department was created. Having in mind the very many welfare activities carried out in Johannesburg, it is most important that there should be adequate co-operation of all these activities both from the public and/the welfare agencies' point of view.

(b). Central Register or Exchange.

The co-ordination of welfare activities is achieved mainly through this Central Register, which is consulted by every agency to ascertain whether or not another agency is undertaking the assistance of one or more members of the

family concerned, before it affords aid. This is done in order to avoid overlapping or duplication of services.

(c). Social Problems.

The enquiry into, and attempted solution of, social questions affecting the welfare of the city and its citizens, is an important function.

(d). Research work.

Before the social problems can be properly understood and efforts made for their alleviation or solution, it is essential that the problem should be investigated thoroughly.

(e). Compilation of Statistics.

The collection of welfare statistics, such as the number of persons receiving outdoor relief and the proportion of such number to the total population, the numbers of persons of different ages and sexes in the different institutions, the number of physically handicapped persons in the city, also figures regarding matters such as unemployment, illegitimacy, delinquency, and cognate subjects, is another function.

(f). Central Welfare Information Bureau.

The provision of an enquiry bureau with a view to: providing information regarding the functions and procedure of organisations or public bodies undertaking welfare work, providing advise to the public regarding donations, agencies, and gifts in kind for charitable organisations, assisting applicants in obtaining the required welfare services in

the most expeditious and effective way, and helping needy citizens in applications for government assistance.

(g). Assisting Welfare Organisations.

It is the function of the department to assist welfare organisations on any matters appertaining to their work.

(h). Unemployment.

Another is assisting the unemployed to find employment, particularly in co-operation with the Labour Department's Employment Bureau.

(i). Emergency Cases of Distress.

Ensuring that emergency cases of distress are referred to and dealt with by the agency concerned, and, where such attention cannot be given, the provision of the necessary assistance, is another function.

(j). Clubs for Boys and Girls.

Yet another function is the promotion of boys' and girls' clubs amongst the poorer sections of the community.

(k). Physical Education.

So also is the promotion of physical education amongst the poorer sections of the community a function of the department.

(l). Home Economics.

Another function is the provision of information for the poor on the best value, both from the nutritional and the monetary point of view, of food stuffs, and advice on matters such as the preparation of foods, home management, family budgets, etc.

(m). Publications.

An important function is the publication of information relating to welfare work. This includes

matters such as the issue of booklets or pamphlets detailing the welfare work in the community, the social legislation affecting the Johannesburg citizens, the issue of details of surveys on social conditions in the city, pamphlets on food, values, etc., and bulletins on the latest reading matter available on welfare subjects.

(n). Co-operation.

It is a function of the Johannesburg Municipal Social Welfare Department to co-operate with the Union Department of Social Welfare, with the view to providing mutual assistance in all matters appertaining to the welfare of the citizens of Johannesburg, with the University of the Witwatersrand Social Studies Department in all matters of common interest, particularly items such as the study of social problems and the practical training of social science students, and with welfare organisations concerned with social welfare work in the city, particularly in matters such as the liaison between organisations.

(o). Filling Gaps in Welfare Work.

This function, although mentioned last, is, from the point of view of this work, the most important.

As already pointed out, there are two kinds of gaps in welfare work which need attention, viz. in the case of those services inadequately provided for, and those which are non-existent.

There are three ways in which to do this, viz.: the promotion of a new welfare agency, e.g. the foundation of organisations such as the San Michele Home for mentally retarded children, and Pioneer House for the aged, the enlarging of the functions of an existing agency, e.g. the H Hostel for ex-servicemen, and undertaking the needed

activity departmentally, e.g. setting up of departmental Work Depots for men and women, Work Depots for psychopathic men, and afternoon Play Centres for young school-going children, Youth Social Centres and the Park Supervision Scheme.¹).

4. Classification of the present Activities resulting from the Functions of the J.M.S.W.D.

The activities of the Social Welfare Department which are the direct outcome of these functions can be classified as follows:

- (a). Consolidation of the Council's welfare services, through the administration of the Council's Grants-in-aid.
- (b). Local co-ordination of state, municipal and voluntary social services, through the central register, secretarial work of Social Welfare Board, etc.
- (c). Undertaking by itself, or promotion of much needed additional services, e.g. Play Centres, Youth Social Centres, and Park Supervision, and San Michele Home for mentally retarded children.
- (d). Acting as agent of the Central Government in administration of certain state schemes, e.g. administration of poor relief.
- (e). Taking over certain functions of voluntary agencies in the local area, either upon request of such agencies, or when it appears expedient,

1). Post-War Planning, p.p. 23-30.

See also Report of the Director of S.W. for period 1st July 1940 to 30th June 1941.

in the interest of social welfare, to do so, e.g. the centralisation of the administration of poor relief in the department, and taking over, at its own request, of the case work of the Rand Aid Association.¹⁾

5. Stages in the Development of the J.M.S.W.D.

When the J.M.S.W.D. was created in 1939 welfare work in Johannesburg had already more or less progressed beyond the initial palliative stage of the usual general pattern of development of such services, viz: the palliative, the remedial, the preventive and the promotive.

During the palliative stage social assistance, when it was forthcoming, took the form of haphazard grants to tide the poor and the needy over a difficult period, with little or no attempt to diagnose the basic causes of an individual's or family's maladjustment. The result was often the opposite to the one expected or the one desired, as is instanced in the case of easy charity being one of the main causes of the prevalence of begging and vagrancy in the city. This stage coincided more or less with the elementary relief period.²⁾ most of the present emergency grants are the remains of this stage.

The above measures were the expression of an extremely short-sighted policy and brought no lasting relief, hence it soon developed into the remedial stage, which began with the outdoor relief period and continues in many respects into the present, forming a considerable amount of the department's

1). Post-War Planning, p. 24.

2). Vide p. 17.

present welfare activities.

Where financial assistance is given, it is done so not merely to tide over difficult periods, but the underlying causes are taken into consideration in the remedial measures undertaken. To this class of services belong the department's assistance to welfare organisations, certain aspects of research work, and some of the efforts in filling gaps in the welfare services.

Both the foregoing stages are essentially negative in character. Welfare work, in order to be constructive, must be positive. The preventive aspect is thus gradually coming to the fore in welfare work. The emphasis shifts from symptom treatment to consideration of underlying causes and from these to prevention of the occurrence of the maladjustments.

Preventive services are of two kinds: prevention of occurrence of possible and threatening social evils, e.g. providing proper facilities for those with much leisure-time and who lack proper facilities, in order that they escape the temptation to anti-social behaviour; and prevention of recurrence of existing social evils, e.g. finding employment for the unemployed to prevent that the request for assistance be repeated, or providing clubs where delinquents or truants or those with some or other form of maladjustment could find socially acceptable outlets for their energies and thus be prevented from reverting to their former maladjusted habits and practices.

An increasing amount of the present welfare work of the Social Welfare Department is of this kind, e.g. clubs for boys and girls, recreational facilities for young children and young people, home economics, sheltered employment for men and women and case work, where the impelling motive is

restoration of the individual or family to economic independence through educative processes, designed to develop habits of industry, self-reliance, thrift, self-respect and filial responsibility. This is possibly the most important and at the same time/^{the} most difficult form of social service, yet one most needful at present in any community. 1).

In its short period of existence the J.M.S.W.D. can be justly proud of the immense progress which it has made in passing from the initial stages to the preventive stage. There is even evidence that it is well on the way towards the highest and most constructive stages, viz. the promotive and the formative.

Although this is not the sole responsibility of the J.M.S.W. Department, but of the council through its various departments, the J.M.S.W. Department probably makes the greatest single contribution in this respect.

Amongst these services provided by the Council could be included all those that embrace all those human activities, which contribute to purposeful and contented living; these include housing, schools, hospitals, clinics, nursery schools, settlements, clubs, art galleries,, parks, play grounds, and town-planning generally. Although these are public rather than individual, the stimulus must come from the local authority.

The highest form of these promotive services is found in social reform. This acts largely through local public opinion for social progress, in its efforts for higher wages for unskilled workers, elimination of slums, curbing malnutrition, fighting disease, etc. This service finds expression in Johannesburg through the propaganda

1). Hodgson. A Social Survey of East London. p. 4.

efforts, publications, research, etc. of the Social Welfare Department, also through the Social Welfare Council, the administration work of which is carried out by the Social Welfare Department.

The annual expenditure of the J.M.S.W.D. is perhaps the best indication of the rapid growth and development of the department and its various services.

TABLE I.

ANNUAL EXPENDITURE OF THE J.M.S.W.D. 1).

YEAR. <i>Year Ending June</i>	SERVICES.					TOTAL all ser- vices.
	Financial ending June.	Play Centres.	Park Supervision Scheme.	Youth Centres.	Work Depots.	
1939						£
1940 <i>1940</i>						2,728.
1941 <i>1941</i>						6,755.
1942 <i>1942</i>						17,045.
1943 <i>1943</i>	190					34,397.
1944 <i>1944</i>	599					42,676.
1945 <i>1945</i>	2,046					63,734.
1946 <i>1946</i>	15,625			1,292	14,404 ^x	- 93,689.
1947 <i>1947</i>	17,454		5,477	11,647	41,895 ^x	- 296,617.

(original estimates).

Expenses less sales. No figures available for Work Depots for the years 1943-1945.

TABLE II.

SUBSIDIES RECEIVED FROM UNION SOCIAL WELFARE DEPARTMENT.

	1942.	1943.	1944.	1945	1946.	Est. 1947.
<u>Play Centres.</u>	Nil.	Nil.	Nil.	Nil.	Nil.	2,000
<u>Park Supervision Scheme.</u>	Nil.	Nil.	Nil.	Nil.	Nil.	Nil.
<u>Youth Centres.</u>	Nil.	Nil.	Nil.	Nil.	Nil.	Nil.
<u>Work Depots.</u>	No figures available .				10,699	34,730
<u>Community Centres.</u>	Nil.	Nil.	Nil.	Nil.	Nil.	Nil.
TOTAL						36,730

Figures taken from Johannesburg City Council Abstract of Accounts, p. 104.

The most significant single factor revealed through a study of these tables is the very rapid growth in annual expenditure of the Social Welfare Department. This expenditure rose from £2,728 in 1940 to £296,617 (estimated) in 1947, a period of seven years.

Another significant fact is that the Council has only just awakened to its responsibilities in respect of the social welfare of the community. This is borne out by a comparison of the figures of the expenditure by the departments of Social Welfare and Public Health.

T A B L E III.

Year Ending	<u>PUBLIC HEALTH DEPT.</u>	<u>SOCIAL WELFARE DEPT.</u>
June 1941	170,715	6,755
1942	190,776	17,045
1943	232,185	34,397
1944	278,399	42,676
1945	321,572	63,734
1946	376,674	93,689
1947	?	296,617 (Revised estimates.)

In 1941 the Public Health Department spent £8662 for street watering alone against a total expenditure by the Social Welfare Department of £6775 on all its services, yet only six years later the Social Welfare Department has almost caught up with the Public Health Department. Where in 1941 the Social Welfare Department's expenditure was .12% of the total expenditure of the Council, in 1947 it is 3.25%,¹⁾ a phenomenal increase indeed.

1). The estimated total expenditure of the City Council for the year ending June 30, 1947, is £9,197,078, while in 1941 it was £5,430,271. Estimates, p.1. and Abstract of Accounts year ending June 1941.

T A B L E IV. J.M.S.W.D.

PERCENTAGE OF EXPENDITURE ON VARIOUS SERVICES,
1944, 1).

SERVICE.	AMOUNT. £	% OF TOTAL EXPENDITURE.
All Services	93,689	100.
Distribution of Public Assistance	26,000	27.7
Foodstuffs	5,520	5.9.
Street Collections	880	1.
Central Register	800	.9
Work Depots, Women	790	.8
Social Problems and Research Work	750	.8
Case Work	642	.7
Work Depots, Men	625	.7
Play Centres	599	.6
Assistance to Welfare Organisations	550	.6
Statistics	485	.5
Johannesburg Social Welfare Board	320	.3
Public Appeals for Money	250	.3
Welfare Information Bureau	240	.3
Gaps in Welfare Work	165	.2
Pauper Burials	150	.2
Publications	110	.1
Physical Education	100	.1
Street Trading, Children	10	.01
	38,986	41.71

1). S.W. Dept: "Some Brief Notes on the Current Work of the S.W. Dept." written for the exhibition of the Dept's. work, Public Library, Jan/Feb. 1945.

T A B L E V.ESTIMATED EXPENDITURE BY J.M.S.W.D. ON REHABILITATIVE, PREVENTIVE,
AND PROMOTIVE SERVICES, FINANCIAL YEAR ENDING 30/6/1947.¹⁾

Function	Gross Exp.	Union Govt. Subsidy	Income from sale of products	Total Income	net Exp.	% of total Exp. ²⁾
<u>J.M.S.W.D. 296,617.</u>						
Sheltered Employment	57,380	49,623	4,425	54,048	3,332	100 19.4
State- Aided Products	101,849	1,000	100,000	101,000	849	34.3
Play Centres	17,091				17,091	5.8
Park Supervision	5,303				5,303	1.8
Youth Centres	12,919		2,400	2,400	10,519	4.4
Communal Restaurant	1,654	364	645	1,009	645	.6
Social Centres	4,282	2,141		2,141	2,141	1.4
Total	209,478	53,128	107,470	160,598	39,880	67.79

An examination of the above table reveals that, in spite of the short time that the department is in existence, the major portion of its expenditure, viz. 67.7%, is on rehabilitative, preventive and promotive services. This is clear proof that it has outgrown the initial stages and is making good progress towards a more constructive and lasting programme.

1). Revised Estimates, J.M.S.W.D. Year Ending 30/6/1947;
J.M.S.W.D. File.

2). Calculated on gross expenditure of the J.M.S.W.D.

6. DEFINITION OF EDUCATIONAL ACTIVITIES.

Before we give a description of the educational activities of the J.M.S.W.D. it is necessary first to state clearly what we mean by the terms "education" and "educational activities".

We may think of education in a narrow or in a general sense.

Education, in a narrow sense, denotes the instruction given by adults to the immature and the learning which they perform. In this sense it is the deliberate activity of the mature adult to help the immature on the road to maturity, and it takes place institutionally, through the home, the school, the church and the state.

In this sense education may thus be defined as the deliberate, conscious and purposeful activity by the mature adult aimed at the moulding, growth and development of the immature in order to bring him to a state of maturity.

Education, in a general sense, is the bringing of the immature to a state of maturity. In this sense it denotes the whole process of growth and development of the individual from a state of dependence, immaturity, and moral instability, to a state of independence, maturity and moral stability, the whole process of adaptation to his whole environment, physical, psychological, social, religious, etc.

Education, in this sense, does not occur purposefully and deliberately, but always incidentally, although not always aimlessly.

For the purpose of this work we shall accept the term "education" to include both the narrow and the general meanings.

It will include, amongst other things, the process

of adjustment between the individual and his environment; the caring for the body, particularly through bodily exercise; the development of the abilities and functions of the mind, particularly through provision of the necessary mental activity; the process of social adjustment of the individual, particularly through the provision of the necessary social contacts; the transfer of the social heritage to the new generation; the preparing of the child or young person for his place in the social organisation; his social control, social progress, and, in the case of social retrogression, his social care.¹⁾

We may not agree with Dewey that preparing the individual for social participation is the highest aim of education, but we do agree that it is a most important aim. A very important aim of education is social efficiency, while no less important are the special aims of education, viz. vocational efficiency and civic efficiency (good citizenship)²⁾.

(b) Definition of "Educational Activities,"

Easton says in "Social Services in Australia,"³⁾

".....we accept as the definition of an educational service anything that assists in the growth or development of the individual."

By "educational activities" we shall understand any activity which tends to promote, or contribute to, the education of a person, whether it takes place deliberately, purposefully, or incidentally, directly or indirectly, and whether it is wholly or partly educational.

1). Coetzee. Inleiding tot die Algemene Teoretiese Opvoedkunde, pp. 82-100, also 200-218. See also Orden, Social Concepts and the Child Mind, p. 9 and Kuiper, De Gemeene Gratie, p. 371.

2). De Hovre; Paedagogiese Wysbegeerte, p.p. 79-93.
Dewey, Democracy and Education. p. 138 f.

3). Duncan, Social Services in Australia, p. 36.