

PART III.SUMMARY AND CRITIQUE.1. SUMMARY.

(a). General. The legal responsibility for education in the Transvaal rests with the State. Primary and secondary education are the care of the <sup>Transvaal</sup> Provincial Administration through its Education Department, while technical, university and adult education are the care of the Central Government through its Union Department of Education.

Although the educational facilities thus provided compare very favourably with those provided overseas, certain serious gaps are left, notably in the pre-school and in the post-school ages, and also in certain aspects of the education of the school-going child, particularly in the case of the maladjusted child.

Although the primary function of the Johannesburg Social Welfare Department is social welfare, it fills some of these gaps, either wholly or in part, through some of its welfare provisions. It is seldom possible to separate social welfare services from educational services, as these two overlap to a large extent. The only difference is often only in point of view. Whereas Social Work wants to combat and remedy social evils, education wants to prevent them. There is thus much truth in the statement that what is social is also educational, and what is educational is also social.<sup>1)</sup>

All welfare services, or for that matter any

---

1). Coetzee; Algemene Teoretiese Opvoedkunde, p. 216.  
See also Jacks; Education as a Social Factor. p. 3.

services, which tend to promote the bringing of the immature to a state of maturity, are also educational.

(b). Educational Activities of the J.M.S.W.D.

The services provided by the J.M.S.W.D. which are of educational significance are Play Centres, Park Supervision, Youth Social Centres, Community Centres, Sheltered Employment and Occupational Therapy, Research, Statistics and Propaganda.

(1). Play Centres.

Play Centres were established in Johannesburg by the Social Welfare Department to provide for the urgently felt need for suitable and adequately organised recreational facilities in order to prevent juvenile delinquency and to keep the children away from the many dangers of the streets.

The first Play Centre was opened in August, 1941, in Mayfair. Since then six more Play Centres have been established in Johannesburg.

The Play Centre movement started in England and America towards the end of the nineteenth century to compensate children for the loss of their play facilities as the result of the industrialisation of the cities with the consequent lack of wholesome ways of spending leisure-time.

Play is necessary for children as it not only fulfils a natural and fundamental urge, but it is also highly educative.

The Play Centres, which were established to provide the necessary play and recreation facilities, aim at being remedial, rehabilitative, preventive, promotive and

formative. They are remedial in so far as they aim at correcting existing mistakes, maladjustments and behaviour abnormalities. They are rehabilitative in so far as they aim at rehabilitating behaviour problem children. They are preventive in so far as they aim at preventing delinquency, sickness and disease, and undesirable friends and practices. They are promotive in so far as they aim at promoting better relationship between child, home and school, and the satisfaction of the basic needs of children. They are formative in so far as they aim at promoting the formation of character.

The Play Centres hope to achieve the above aims through the provision of physical, intellectual, cultural and social activities.

## (2). Park Supervision Scheme.

Like Play Centres, Park Supervision was established to provide organised play and recreational facilities for school-going children, especially in the more congested areas of the City, where playing room has almost disappeared as the result of industrialisation.

America led the way in providing playgrounds for children. There the movement went through three stages, viz., the charity, the partially tax-supported, and the present stage, where it fights for tax-supported playgrounds for all children. Since the war schools are taking an increasing interest and <sup>an</sup> active share in providing for play and recreational facilities for children. In America Park Supervision is only one of the stages of a comprehensive recreation scheme.

Park Supervision was begun in Johannesburg in the

beginning of 1946. At present Joubert Park, End Street Park, Fairview Park and Rhodes Park are being supervised.

The most important activities of the Scheme are checking neglect and ill-treatment of children in the parks by nursemaids, dealing with cases of truancy, watching difficult children, dealing with suspicious looking characters, and, what is of particular importance from the educational point of view, doing constructive work with children, undertaking case studies and applying the necessary treatment in order to bring about better adjustment.

### (3). Youth Social Centres.

Where the previous two services cater for school-going children, Youth Social Centres were established to provide constructive leisure-time activities for young people between the ages of fifteen and twenty-five. There is much that is of educational importance in these activities, as true recreation is also an education, and through recreation the ends of education may be served. In fact, recreation is a most powerful instrument of education.

Like the previous services, the movement also had its roots overseas, where they were established to provide for the adolescent needs of boys and girls. It was realised that unless these needs were adequately provided for there was an ever-present danger of some of them getting off the reservation. The need for this service was most evident during the war when fathers and mothers were on active service and the young people lacked the necessary parental direction and control.

The Youth Social Centre in Johannesburg was opened in July, 1946, in the old German Club building.

Although the primary objective of the Centre was, as already stated, the provision of constructive leisure-time activities, it is more and more taking on the new objective of education towards citizenship.

The youth Social Centre provides for a great variety of activities, including group activities, such as gymnastics, dancing, camping, needlework, dramatics and concerts, debating and discussion groups, bioscope shows and music groups. It also provides for a variety of games, such as billiards and snooker, table tennis, skittles, draughts, chess and cards. Important from the educational viewpoint are the case studies undertaken and the following treatment.

(4). Community Centres.

This service is concerned with the needs of young people over fifteen and of adults. They are to be established to provide constructive leisure-time activities, with the aim of promoting, a.o. adult education and education for citizenship.

This movement also started overseas as a descendent of the Social Settlements, which developed out of a desire to alleviate the conditions of the poor, as the result of the Industrial Revolution, by providing them with educational, recreational, and social services.

The Community Centre aims to bring about the above through the provision of the following activities: educational, health, social and recreational. Educational activities are to be provided by libraries, adult education

classes, nursery schools, and study groups; health activities by clinics, medical services, etc.; social activities through dances, etc., and recreational activities through exercises, games, etc.

(5). Sheltered Employment and Occupational Therapy.

This service was established in Johannesburg towards the end of 1942 to employ and train physically and/or mentally handicapped persons under sheltered conditions with the object of rehabilitating them.

Although the idea originated with the ancients, it was not until the World War that the movement gained ground. It played a considerable part in the treatment and rehabilitation of the war disabled.

Sheltered Employment and Occupational Therapy aim at the adjustment of the individual through the provision of facilities for vocational training and sheltered employment. Thereby they aim at the restoration of confidence and self-reliance.

This is to be brought about through the following activities: in the men's section, carpentry, tailoring, leather work, and sheet metal work, and in the woman's section, dressmaking, weaving, and toymaking. This is to be aided by lectures on educational subjects and excursions to places of interest, such as the Art Gallery.

(6). Research, Statistics and Propaganda.

This branch of the Social Welfare Department undertakes research into the best methods of conducting welfare work and makes the results thus obtained available to social workers and others interested. Through its propaganda activities the public is kept informed of recent developments in welfare work and the way is prepared for pending measures.

## 2. Critique.

### Educational Activities of the Johannesburg Municipal Social Welfare Department Examined in the Light of Similar Services Overseas and of Local Needs.

#### (a). Appreciation.

##### Value of the Services Provided.

It is only natural that we should look to overseas countries, especially to England and America, for guidance in matters relating to social welfare and education. In this connection we may accept as our guiding principle that we may copy services existent overseas, provided we adapt them to suit our own particular needs, and make sure that they are not contrary to our national character.

The services mentioned in the preceeding pages have all been in existence in England and America for some time, some for more than half-a-century. With the exception of Sheltered Employment and Occupational Therapy they were all established to provide constructive leisure-time activities for children, youths and adults, who lack these facilities as the result of living in densely populated or built-up areas, with the negative aim of preventing maladjusted behaviour, and the positive aim of educating them towards better adjustment, self-reliance and good citizenship.

Although the conditions existing in Johannesburg differ fundamentally in many respects from those existing in England and America, in others they resemble them fairly closely. Although Johannesburg is much smaller than the great cities in those two countries, is much

younger, and the composition of its population is very different, it nevertheless has this in common with those great cities, that it is rapidly becoming industrialised, that it has densely populated and slum areas, that its play spaces in those areas are fast being swallowed up, and human nature being what it is the world over, that it faces essentially the same problems in connection with behaviour problems resulting from inadequate play and recreational activities.

Like those great cities overseas Johannesburg may well divert the abundant energies wasted in anti-social and harmful ways into socially acceptable activities which promote the education of the individual, directly or indirectly.

It stands to the credit of Johannesburg that it has recently started to do so. It is just one of the many expressions of its awakening social consciousness. Johannesburg has in many ways done pioneering work as far as welfare, educational and health services are concerned. It was the first city in South Africa to establish the services mentioned in this work.

These welfare and educational services are both constructive and up-to-date and will prove that in the long run prevention is not only better but also cheaper than cure.

The constructive measures employed in combating juvenile delinquency and other maladjusted behaviour, for the promotion of adjusted behaviour and self-reliance,

and for the formation of character, are proving potent factors in the education of the citizens of Johannesburg.

Through the provision of Play Centres, Park Supervision, Youth Social Centres, Community Centres, Sheltered Employment and Occupational Therapy, and Research, Statistics and Propaganda, the Johannesburg Municipal <sup>Social</sup> Welfare Department is filling important gaps in the education of its citizens.

(b). Shortcomings of the Services Provided.

In spite of the fact that the Johannesburg Municipal Social Welfare Department can justly pride itself on its up-to-date and progressive welfare and educational services, they suffer from some more or less serious shortcomings.

(1). Services still largely in the Experimental Stage

One can expect that services which are still large- in the experimental stage should show some shortcomings, especially if these services are taken over from overseas and have to be adapted to local needs. The best application of the principle involved to suit local needs is usually found only through much trial and error. That there have been so few errors is proof of the foresight of the Social Welfare Department and its staff.

There is, for instance, the case of Play Centres. In England and America the Play Centre is more often than not housed in the school building. There it is a practical and easy arrangement, as both schools and Play Centres are administered by the local authority. Here in Johannesburg this arrangement has so far met with little success, chiefly because schools and Play Centres are administered by

different authorities. The result is, that, instead of being housed in spacious buildings situated in large grounds, Play Centres are at present housed in rather dismal buildings, often with very little playing space.

The final housing of Play Centres is thus still to be decided after fuller experience has been gained.

(2). Lack of Funds.

The City Council is at present responsible for practically the whole of the financial burden of establishing and maintaining the services mentioned. The estimated expenditure for the year ending 30th June, 1947, on these services amounted to £108, 629 out of a total estimated expenditure of the Social Welfare Department of £296, 617, or roughly 37% of its total estimated expenditure.<sup>1)</sup> The only help which the Social Welfare Department receives is a subsidy of £49, 623 for Sheltered Employment and £2, 141 for Youth Social Centres. All efforts to obtain the subsidy for Park Supervision and Play Centres have so far failed, although there is some hope of obtaining it in the not too distant future for the latter service.

The guiding principle in these matters is that the local authority initiates the service and carries it as long as it is still in the experimental stage, but that the Union Social Welfare Department grants a 50% subsidy as soon as the service has proved itself and has progressed beyond the purely local interest stage and it has assumed national importance and proportions.<sup>2)</sup>

---

1). Vide Table V, p. 30.

2). Post-War Planning, p. 32-3.

The Social Welfare Department claims that the stage has now been reached where it is entitled to the subsidy. The moment when this subsidy is granted and the Social Welfare Department is relieved of a part of its heavy responsibilities, it will be able to develop and extend the existing services and to undertake further pressing services.

(3). Lack of Suitably Trained and Qualified Staff.

The services mentioned were seriously hampered through the lack of suitably trained and qualified staff in the initial stages of their existence. Since the universities are undertaking the training of students in social studies the position is somewhat eased. The practical work of some of these students is being done in the services provided by the Welfare Department, some students preferring to spend their holidays in this manner.

Lack of experience is another drawback. As most of the services have only recently been established there has not been too much time for the staff to gain much practical experience. This has not been helped by the frequent staff changes from which some of these services, especially the Women's Work Depot, have suffered. It has not been conducive to continuity of policy and method.

(4). Insufficient Co-operation with other Bodies.

Although there is a fair amount of co-operation with treatment centres, clinics, etc., there still remains a lamentable lack of sufficient co-operation between the

Play Centres, Park Supervision and Youth Social Centres, on the one hand, and the schools from which the pupils come, on the other.

They are all concerned with the welfare of the same child. Any working at cross purpose may often lead to much irreparable harm being done.

(5). Insufficient Public Interest.

The man in the street knows very little about the Play Centres, Park Supervision, or the other services provided by the Social Welfare Department. Few teachers have ever visited any of these services, or know anything about them. Few school principals ever refer difficult pupils to any of these services for special attention.

This lack of interest is to a great extent due to the insufficient information services being conducted by the Municipal Social Welfare Department. What is needed is the provision of a more effective information service, which will broadcast the benefits of the services provided and which does not confine most of its efforts in this direction to the writing of an occasional article for the press.

(c). Suggestions for Improvement, With Special Reference to Future Development.

The suggestions for improvement will be of two kinds, viz. those concerned with details of individual services, and those concerned with the matter of future administration of the play and recreational services of the Johannesburg City Council.

(1). Suggested Improvements in Details of  
Individual Services.

(1). Play Centres.

From the educational viewpoint play is not an end in itself, but only a means to an end, viz. the education of the individual.

Therefore the name of "Play Centre" is unsuitable as it tends to emphasise the activity at the expense of the aim. It is suggested that the names "Children's Centre", or "Social Centre", or "Children's Social Club", or just "Children's Club", would be more suitable. Such a change of name is likely to do away with or at least<sup>to</sup>/avoid some of the criticism at present levelled at these centres, namely of those who consider play as a waste of time, as useless or aimless activity. Such a change of name is also likely to raise the status of the staff in the eyes of the public. The facilities offered at the centres would then also appeal more to the older children who at present think that play is too childish for them.

At present the primary object of the Play Centre is to provide a programme of activities which is calculated to attract children to the Centre and to keep them pleasantly occupied. This is necessary in the first instance, but it is not nearly enough if the Play Centre wants to become a real force in the neighbourhood. By merely attracting children and keeping them out of harm's way, the Play Centre makes only a negative contribution to the solution of the delinquently problem.

A more positive policy is needed.

The pleasantness of the activities offered should be no more than the condition of the children's attendance. It should only be the stepping stone to the real value of play, viz. that it is a pleasant and natural way to work, and its therapeutic value.

Play is not the antithesis of work. On the contrary, it is work in the most enjoyable and profitable way. Therefore, the efforts of the children should not be wasted in making uninteresting and useless articles merely to keep them occupied. Instead, every child should be given an opportunity to discover his real interest and ability, and once this has been discovered, to develop it to the full. Every child excels in one or other direction. If this could be discovered, it could be made the centre from which the whole constructive plan of his education may radiate. A laboratory and a workroom, fully equipped with benches, tools and materials for both boys and girls, is a necessity which offers vast positive possibilities for engaging the child's attention and interest and often leads his energies into a direction, which may not only be of value in later life, but which also acts to sublimate present harmful impulses. A child who has facilities to construct what he is interested in has little time to destroy what he is not interested in. Positive expression more than neutralises negative impulses.

The other important and much neglected aspect of play is its therapeutic value. Play therapy is to-day a recognised technique of diagnosing and correcting behaviour maladjustment which is the cause of much actual or potential anti-social behaviour. As a large percentage of the Play

Centre members suffer from one or other form of maladjustment, it is desirable that a fully qualified play therapist should be on the staff of each Play Centre to undertake this aspect of the work. With closer co-operation between the Schools and Play Centres more cases could be referred to the latter for treatment.

Apart from the above suggestions for the improvement of the Play centre activities, it would perhaps act as a powerful stimulus to the members if they were given badges to wear. Bars for good attendance, behaviour, merit and accomplishment could be added from time to time.

(ii). Park Supervision.

Only a small percentage of the children living in the vicinity of the parks frequent them. This is because the park has to compete with the street, the vacant lot, the movies, and the radio. It is therefore necessary that the playground programme should be attractive and that every suitable channel be used to inform the parents and the children about the many attractions which is being offered.

Effective publicity is necessary to overcome the indifference of many of the parents who consider the play of their children of little importance. The anti-social children who seldom visit the parks are the ones most in need of the facilities offered there. They must be enticed to the parks.

A few suggestions in connection with more effective publicity would be:

1. Announcing the opening of the playgrounds at the schools attended by the children, and thereafter enlisting the interest and co-operation of the schools.

2. Keeping the public informed through the press and the playground newspaper, reports, window displays, exhibits, festivals, and broadcasts, etc.

Once the children have been attracted to the parks the opportunity presents itself to begin with the constructive use of their leisure-time. Even the child soon comes to notice the difference between mere waste of time and its constructive use.

Apart from what is already being done in a small way, the following measures are suggested:

1. That proper play equipment be provided at all parks. Each park should have not only the usual array of swings, but also a jungle gym, a sandpit and a paddling pool for the smaller children. No amount of artificial play materials can ever compensate the child for the loss of earth (sand) and water.

2. That a suitable shelter be erected in each park.<sup>1)</sup> This shelter should be so constructed that it contains an office, storerooms, a library, and an open space with benches and tables.

3. That the Scheme be extended to include as many parks as possible.

---

1). See p. 122.

(iii). Youth Social Centre.

The one centre provided is not nearly enough to meet the most pressing needs, Although it draws members from a number of suburbs its central position makes it difficult to reach from outlying areas which are not so well served by tram and bus. What is needed is not one central centre but a number of centres, to start with one in each of the most congested areas, and later also in the more well-to-do suburbs.

The guiding principle in all these services provided by the local authority should not be centralisation, but diffusion. The members should not be brought from distant points, but the services should be brought to them. The reason for this is that Johannesburg as a whole is too vast a Unit to be functionally efficient in these matters. What are needed are smaller units, with a suburb or two composing each. Greater community of interest and purpose thus become possible. There is too great a gulf between Parktown and Fordsburg to be served by a common centre. Each needs a particular kind of centre to supply in the particular needs of the vicinity.

As far as the particular activities are concerned it may be mentioned that more could be made of camping by nearly all of the services mentioned, but especially by Youth Social Centres, in a country like South Africa with its easily accessible wide open spaces. Camping is one of the most significant tendencies in education at the present time. It came to be a permanent and valuable phase of modern education and one in which most adolescent boys and girls are interested.<sup>1)</sup>

---

1). Refer, S.A. School Camps and S.C.A. Camps, also Hewitt & Ellis; School Camps.

(iv). Propaganda.

A few further remarks will suffice in addition to what has already been said in connection with this matter.

Publicity should be based on services rendered, and it is best carried through personal appreciation.<sup>1)</sup>

It is suggested that the Social Welfare Department should make more use of this truth by disseminating information through inviting selected members of the public, especially teachers, who could influence the children in the right direction, to pay visits to the services provided. More use could also be made of lectures, broadcasts and advertisements on the screen, especially shorts in which the attractiveness of the services offered is emphasised.

(2). Recommended Plan for the Administration of Play, Recreational, Educational, Cultural & Social Activities of Children, Youths and Adults in Johannesburg

The main question to be considered is:

Who should administer the play and recreational activities in the city?

There are at least four main possibilities. They could be the responsibility of the parks or of the recreation department of the local authority, or of the school department, or of two or more departments, co-operating and sharing the responsibility, as is being done <sup>in</sup> several cities in California where the school boards and the recreation departments jointly employ superintendents and share in the expenses of the playground plan.<sup>2)</sup>

1). Nash. The Organization and Administration of Playgrounds and Recreation. p. 506.

2). Butler; Playgrounds Their Administration and operation. p. 212.

The present tendency overseas appears to be that these activities are usually administered by the recreation department of the local authority.<sup>1)</sup>

Here in South Africa the local authorities have park departments but no recreation departments. In Johannesburg, for instance, the present position is that there are four departments responsible for these activities, namely the Union Education Department, the Transvaal Education Department, the Johannesburg Municipal Social Welfare and the Parks and Estates Departments. This last named department is responsible for playing fields and swimming baths.

These four departments are responsible for the educational, play and recreational activities of the following persons:

1. The pre-school child,
2. The school-going child, and
3. The post-school child.

These activities are conducted in buildings, on playgrounds, in parks, etc. belonging to, or under the control of these departments mentioned.

Although there is a certain amount of co-operation between the Social Welfare and Parks and Estates Departments, there is very little if any co-operation between them and the school authorities.

The result of all this is that there is a considerable amount of duplication of services and confusion of responsibility and aims. There is no concerted plan

1). Butler; *Playgrounds Their Administration and Operation.*  
p. 211.

Nash; *The Organisation and Administration of Playgrounds and Recreation.* p. 132.

Horder; *Health and Social Welfare.* p. 496.

with a unity of procedure, aim or method, with the result that the services provided show a patchwork pattern, with frequent overlapping in certain instances, and large uncovered gaps in others.

There are certain advantages and also disadvantages attached to each of the above mentioned departments administering the play and recreational activities of children.

The parks departments have the necessary parks and ground, but their primary function is to make these beautiful, while the activities participated in there by young and old are really secondary. The parks departments are still too much governed by the "keep-off-the-grass" attitude.

For the playground departments the function is to provide for the activities of young and old, while the beautification is merely incidental for forming a proper and pleasant background for the conducting of the activities.

In order to place the emphasis on both the activities and on the beautification these two functions could be combined under a new department, which for the sake of brevity could be called the Recreation Department.

This is the trend in many cities overseas at the present time. Both public opinion and practice seem to be in favour of a unified and comprehensive city-wide administration of recreation.<sup>1)</sup> A Recreation Department of a municipality has great opportunities for relationships

---

1). Warner; Queen & Harper; American Charities. p. 496.

with other departments. It could also have relationship with private organisations interested in playgrounds.

These local organisations could in their turn be affiliated with national bodies, such as the National Recreation Association, which in America serves the purpose of bringing to every boy and girl an adequate opportunity for wholesome, happy play and recreation. Playgrounds, community centres, swimming pools, athletics, music, drama, camping and home play, are all means to this end. The present trend is for year round recreation for everyone.

In South African cities this scheme could be followed with advantage in many cases.

Play and recreational activities, in a city the size of Johannesburg, for instance, are not to be conceived purely in their pastime aspect, but in their formative, constructive and educative aspect. Unless this is done a valuable opportunity for personal, citizen and nation building has been lost. No city can afford to pay such a vast sum of money for this kind of service, as Johannesburg is doing, unless it is done as an insurance for the future, in order to form better adjusted, healthier and happier citizens. As this work is of such vital importance it should not be divided between the Social Welfare and Parks Departments, as is the case at present, but it should be provided and administered by a single municipal department. Municipal departments could then be so reorganised as to make a single Recreation Department possible. Such a department could have the dual function of landscaping, gardening and general layout, and also the activity function. A powerful stimulus would

undoubtedly be the forming of a National Recreation Association of South Africa, more or less after the lines of the American Association.

Where the establishment of such a Recreation Department may not be practicable because of existing practices and prejudices a new department could be created and be called the Civic Welfare Department. The chief functions of this department could include most of the present functions of the Parks and Social Welfare Departments, as well as some of the educational aspects of the Public Health Department. The particular function of this department could be to provide and administer play, recreational, educational, cultural, and social activities, where it is in the public interest to do so.

Had the provisions for education, play and recreation all been under the same authority, as is the case in England and America, the administration of these services would have been much simplified. As it is, even were such a Civic Welfare Department to be created, their administration would still fall under different authorities, one municipal and two government. There would still be dual control with inevitable confusion, and wasteful duplication or uncared for gaps.

Here also it is perhaps advisable to note the position overseas. It appears that the trend since the War<sup>is</sup> for play and recreational provisions to become more and more the responsibility of the schools. Not only are the schools to assume full responsibility for the play and recreation of the children during school

hours, but they are also to assume full responsibility for their full out-of-school play time. This has in certain American states been made legally possible, under the terms of the State Physical Education Laws and the State Community Centre Acts. Thus, the New York State Law grants authority to cities and counties to equip and operate playgrounds, while under the California State Law civic centres are established at each and every public schoolhouse.<sup>1)</sup>

Nash means that the solution of the problem lies in the schools becoming responsible for all the playground activities of the school-age child.<sup>2)</sup> As the school already has contact with all the children of the community, it is the only institution that can guarantee full play opportunities to all the children. The school must represent society's organised opportunities for children, to get their education through both formal instruction and recreational activities, which cannot be organised by the home. The reasons for this are: the school has the children, it is already the most important educational institution, it affords continuity from year to year, it is tax-supported, it has the necessary equipment and it has play space.

Therefore, just as the school-going child is the pivot round which the pre-school and the post-school children cluster, so the school ought to be the focal

---

1). Nash; The Organisation and Administration of Playgrounds and Recreation. pp. 516 & 527.

2). Op. cit. p. 136.

point round which the educational, play, recreational, cultural and social activities of pre-school, school-going and post-school children should centre. Education, whether it be through formal instruction, through play and recreation, or through whatever means, is rightly the particular function of the school.

It is, however, improbable that the school can go into the breadth of the recreational activities demanded by the community, especially those relating to adults, such as golf, etc. These will probably have to continue to be the function of the Municipality. Thus, it appears as if a uniform solution to the play and recreation problems will not be possible. No single plan will meet all cases. Therefore, each community must work out its own particular plan.

In South Africa, and in Johannesburg in particular, there are certain basic facts which must be considered in order to come to the best possible solution. These are, that as education has become the particular function of the Union and of the Provincial Education Departments, and as playground and recreational provisions have been voluntarily undertaken by the Parks and Social Welfare Departments, and as this dual control is highly unsatisfactory and far from being efficient, there appears to be a great and urgent need for closer co-operation between these bodies, on the one hand, and for the formation of a well co-ordinated plan, on the other.

unless both education and recreation become the sole responsibility of either the local authority or of

the Central Government or of the Provincial Administration, which seems very unlikely, the overseas plan of single control by the local authority is not practicable in South Africa.

It would thus appear that those bodies which are at present busy with these provisions should continue with the work, but there should be as much centralisation as possible, and there should be greater co-operation among them. There should, in the first place, be centralisation, as already stated among municipal departments, resulting in the creation of a single Civic Welfare Department, and also between the government education departments, resulting in the creation of a single education department.

In the second place, there should be greater co-operation between these departments. There could be two distinct though co-operating administrative systems, one government and the other municipal. The government department could be responsible for the play and recreational activities of the school children, and the municipal department for the remainder of the community. Until such time as the schools can do their full share and take over complete responsibility for these activities, they should be assisted by the recreation or civic welfare department with leadership and heavy equipment and ground where required.

Whereas the primary function of the Recreation or Civic Department is to supplement the education provided by the school, they should not attempt to supplant it. They should attend only to those aspects of education to

which the schools cannot do full justice. In order to do this there should be the closest possible co-operation with the school. This can perhaps be best done through the "feet under the same table" plan.<sup>1)</sup> Through this plan the school could delegate part of its responsibility and join other community groups in a central unified plan. Legal provision should be made for a joint board for each city to be called the Civic Welfare Advisory Board, on which all the interested parties, government, municipal and other bodies, could be represented. The chief function of this board could be to advise the Central Government, the Provincial Administrations, the local authority and other interested parties on all matters pertaining to education, whether it be through formal instruction, recreation, or through any other means.

All these various Civic Welfare Boards could then be represented on a National Welfare Board, incorporating the National Council for Physical Education and like bodies.

To summarise, the following are thus recommended:

(1). That recreational provisions should be considered from the educative aspect and not merely from the pastime aspect.

(2). That every boy and girl should be provided with adequate and satisfying play opportunities and facilities.

---

1). Nash; The Organisation and Administration of Play-grounds and Recreation. p. 146.

(3). That local authorities and government departments, separately and jointly, make adequate provision for these facilities for children, youths and adults.

(4). That a National Recreation Association be formed to further this ideal.

(5). That there should be closer co-operation between municipal departments with regard to play and recreational activities, preferably through the creation of a single department which could be known as the Recreation or the Civic Welfare Department.

(6). That there should be closer co-operation between all parties interested in education and recreation, especially between government and municipal departments.

(7). That a local Civic Welfare Board be created to advise those interested in education and recreation.

(8). That these local boards be represented on a National Civic Welfare Council with which related and sympathetic boards or bodies are incorporated or affiliated.

### 3. Indication of Future Problems for Research.

The many activities of the Johannesburg City Council, with its various departments, and the Social Welfare Department in particular, offer a rich field for the research worker. In many cases pioneering work was undertaken, often with scant example from anywhere, and the results of these could well serve as the model for other local authorities and public

bodies in South Africa.

Out of all this rich field the present work could only touch very briefly on one particular aspect of the activities of the Social Welfare Department, viz. its educational activities. Many interesting and more or less important points had to be merely referred to very briefly or just ignored. The most important of these are:

(a). General. 1. Educational activities of the Non-European Affairs Department in so far as they concern the Native and the Non-European sections of the community.

2. Dual vs. Single Control of play and recreation activities provided by the Council.

3. The provision of educational activities as a function of the Local Authority.

4. The development of social welfare services in Johannesburg.

5. Responsibility of Central Government, Provincial Administration and Local Authority for such services as education, Health and social services.

6. The treatment of delinquency and maladjusted behaviour.

7. The Advisability of the extension of the services mentioned in this work to all sections and classes of the community, irrespective of race, colour or creed.

(b). Play Centres and Park Supervision. 1. Play Therapy in Play Centres and in Park Schemes.

2. Detroit Scale for Personality Rating. Findings in connection with its application to children attending Play Centres and Park Supervision. In how far are they suitable to South African conditions?

3. Drawing up, applying and standardising

a similar scale more suitable to South African conditions.

4. Future Administration of Play Centres and Park Supervision.

5. Housing of Play Centres: In school building or in a separate building?

(c). Youth Social Centres and Community Centres.

1. To what extent do they provide education for citizenship?

2. What form of Community Centre is best suited to local conditions?

3. Where should they be housed, in schools or in separate buildings?

4. Should they be centralised or decentralised?

(d). Sheltered Employment and Occupational Therapy.

1. Sheltered Employment or Charity? Effects on personality.

2. To what extent can the handicapped be absorbed in local industry?

All these and many more await the investigator.

C O N C L U S I O N .

There are, as we have seen, two main approaches to the education of the individual, viz. the one through formal instruction and the other through recreation. The former, as provided by the schools, has until quite recently dominated the field of education, while the latter was barely considered, even from the pastime aspect. It is only with the industrialisation of great cities and the consequent mechanisation of labour that leisure has become a problem and constructive recreation a necessity.<sup>1)</sup>

It is because local authorities are awakening to this need that they have begun to provide for such services as described in this work. There is, however, at present still too little evidence that recreation is being correctly interpreted by them in its highest aspect, viz. the educative. The present services still tend to place too much emphasis on the pastime, and too little on the promotive aspect.

The general pattern of education in a city like Johannesburg could with advantage be that the child should receive the formal part of his instruction mainly in school and the informal part mainly during the afternoon, evening and holidays. School work could be confined mostly up to two in the afternoon. Instead of getting more school work to do at home as home work, children and youths could continue their education through properly organised and well conducted recreation on the playing fields, playgrounds, parks, play centres, youth centres, while the whole family could turn out at the community centres.

---

1). Durant; The Problem of Leisure. p.p. 1-31.

Education, conceived of in this way, would not be the one-sided intellectual affair which it is to-day. It would be a continuous process which embraces the whole of life's span. It would consider the various aspects of a balanced education, viz. the physical, intellectual, social, moral, and religious aspects.

It would be an education which directly tackles two of the main causes of present day anti-social behaviour and crime, viz. dissatisfaction and frustration. Crime is often the perverted expression of some denied satisfaction or the compensation for some frustration.

Little of the child's work in school or of man's work in the modern mechanical age offers any real satisfaction. It is too often mere routine and soul-deadening monotony. When work can no longer satisfy the answer must be sought for in another direction. It is here that recreation is in future going to play such an increasingly important role, not only in whiling away idle hours, but particularly in the education of man. Through recreation it will be possible to provide a wide range of means for the satisfaction of the individual's fundamental urges and for the compensation for many of his most serious frustrations.

In order, however, that recreation should be of the greatest positive benefit, that it should be able to play such a vital role in education, it should form part of a well co-ordinated plan, which will embrace the home, the school, the church and other voluntary bodies, the local authority and the state.

The efforts of the J.M.S.W.D. in this direction are only just the beginning of the vast possibilities of education towards personal, social and civic efficiency which lie ahead

They open the way to better personal and social adjustment and to more satisfying social and civic participation. Thus, through well-planned and properly organised constructive recreation, ~~with education~~ once again be enabled to take place through satisfying real-life situations.

The result will undoubtedly be better adjusted individuals and worthier citizens.