



**A JOURNAL FOR THOSE WHO WORK WITH  
TROUBLED CHILDREN AND YOUTH AT RISK**

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# **Child & Youth Care**

**Focus on child labour world-wide**

**David Maunder: A youth work profession**

**The relationships we build with children**

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Editorial

# Back down the hierarchy

Those of us old-timers who have been around in welfare since the Dark Ages — well the Fifties were still pretty dark! — will remember that the clientele represented mostly people with needs for shelter, warmth and food, rather than those with needs higher up Maslow's hierarchy.

Today people look back disdainfully at such horrors as dormitories, tin plates and Jeyes Fluid, but times were bad, resources were few and children and families were grateful for the most basic care.

At this time we are already conscious of grave needs in our country — in our rural areas, in the many informal settlements around our towns and cities, and as a result of AIDS. And now, with the turmoil in the markets of developing and other countries, it seems that we might well be on the brink of a recession.

**Challenge**

Historically there has always been a strong correlation between hard times (war, disease and recession) and pressure on welfare services. Child and family welfare and care services have been particularly sensitive to such crises in society. NGOs are already stretched as they are faced by the real picture of the needs of children and families in post-apartheid South Africa, not to mention the dramatic reduction in financial support from the state. The challenge to the child and youth care system is desperate indeed — and seems poised to get more desperate. We, all of us, are possibly standing

on the brink of a new period of threat and challenge in which we will be asked to be more creative and resourceful than ever.

**Formats for helping**

It is helpful that we have, over the past two or three years, been able to lay better foundations for our work with young people and families at risk. The IMC policy and principles, most of them impressively demonstrated in the IMC's recent and on-going pilot projects, may well be put to serious use in the months and years ahead.

First call will be for families. It will be essential that our primary effort should go towards helping families to cope rather than to break down. The seemingly obvious solution for struggling families in the past, namely to admit the children to the care system, must not be an easy choice.

Child and youth care services are called upon to be much more inventive in terms of preventing children coming into care and, by early intervention programmes, being helped to stay with their families and communities.

What can your organisation do to develop such services? How can your team's experience and expertise be applied through the troubled times which seem to lie ahead to keep families going? What ideas can your organisation develop to extend non-residential alternatives in your already busy programme?

**The look of it**

We talked earlier of meeting lower order needs on that hierarchy. Our

techniques in child and youth care have matured considerably over the past few decades. There has, of course, been the move towards the "ordinary family home" look — less stigmatising but also offering fewer groupwork and activity options. There has also been the evolution of life space interventions, where the "action" between adults and children is what really matters, whatever the designer qualities of the background.

Remember that Fritz Redl always felt that the "summer camp" offered by far the best model for effective work with troubled kids: a sort of shared, role-free existence where adults and children are able to wander with some legitimacy through each others' space, and where the maximum advantage can be gained from everyday events. People can come and go without seriously disrupting routines, and these in any case reflect today's needs rather than some institutional dogma.

The summer camp also, of course, permits the most basic accommodation and the simplest of meals — reminiscent of the child care of the Dark Ages, yet with the most up-to-date child and youth care techniques.

**The stuff of dreams ...**

These radical images are offered to those who would fantasise and improvise as we move into what could be a really hard time — but which the child and youth care system can turn into something exciting, growing and positive. So dream on, and share the dreams with the rest of us.

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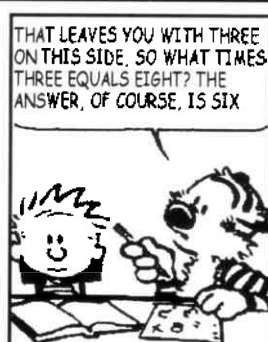
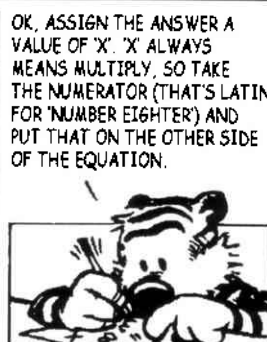
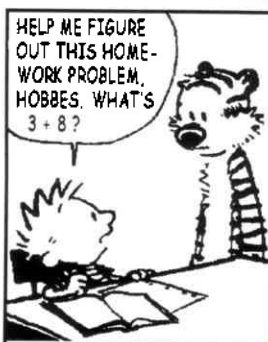
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Are you connected? Send e-mail to [cyc-net@iafrica.com](mailto:cyc-net@iafrica.com) and join a worldwide network of child care colleagues.

**Calvin & Hobbes**

By Bill Waterson



# Child & Youth Care

A journal for those who work with troubled children and youth at risk

Volume 16 Number 6 June 1998

EDITORIAL: MANAGING IN HARDER TIMES	2
THE SCENE: DO SOMETHING — DO ANYTHING	3
FOCUS FEATURE FOR JUNE: CHILD LABOUR	4
INTRODUCING MY SON TO THE TEACHER	8
A CODE OF ETHICS FOR NGOs	9
CHILD AND YOUTH CARE NEWS	11
NEW BOOK: CHILDREN AND THE LAW	12
CHILDREN IN DETENTION: LONGING FOR HOME	13
THE RELATIONSHIPS WE BUILD WITH CHILDREN	14
DAVID MAUNDERS ON THE YOUTHWORK PROFESSION	15
LETTER: THE PUNISHMENT DEBATE	18
PUNISHMENT — AND TWO WAYS OF DISCIPLINE	19

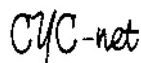
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The National Association of Child Care Workers is an independent, non-profit organisation which provides the professional training and infrastructure to promote healthy child and youth development and to improve standards of care and treatment for troubled children and youth at risk in family, community and residential group care settings.

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## The Child & Youth Care Scene



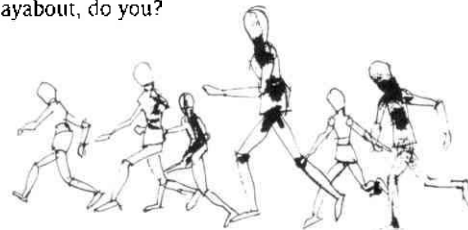
Three months ago this lot were amongst a crowd that argued and protested over everything — time to get up and time to go to bed, their rights, not being consulted about how much pocket money they got, and how awful the food was. Of course the child care workers also got the mutters and told the youngsters to “behave yourselves” and such-like. Then one of the staff decided to go on a fitness run every morning, and invited anyone who wanted to, to come along. Jeers and unbelieving laughter all round — but soon one, then three, then a whole crowd of kids went along. Here they are now, just back from a run and really looking forward to breakfast — no matter what is on the menu — complaining about how sore their legs are, how steep Pine Hill felt this morning, and how they'd better slow down on the cigarettes.

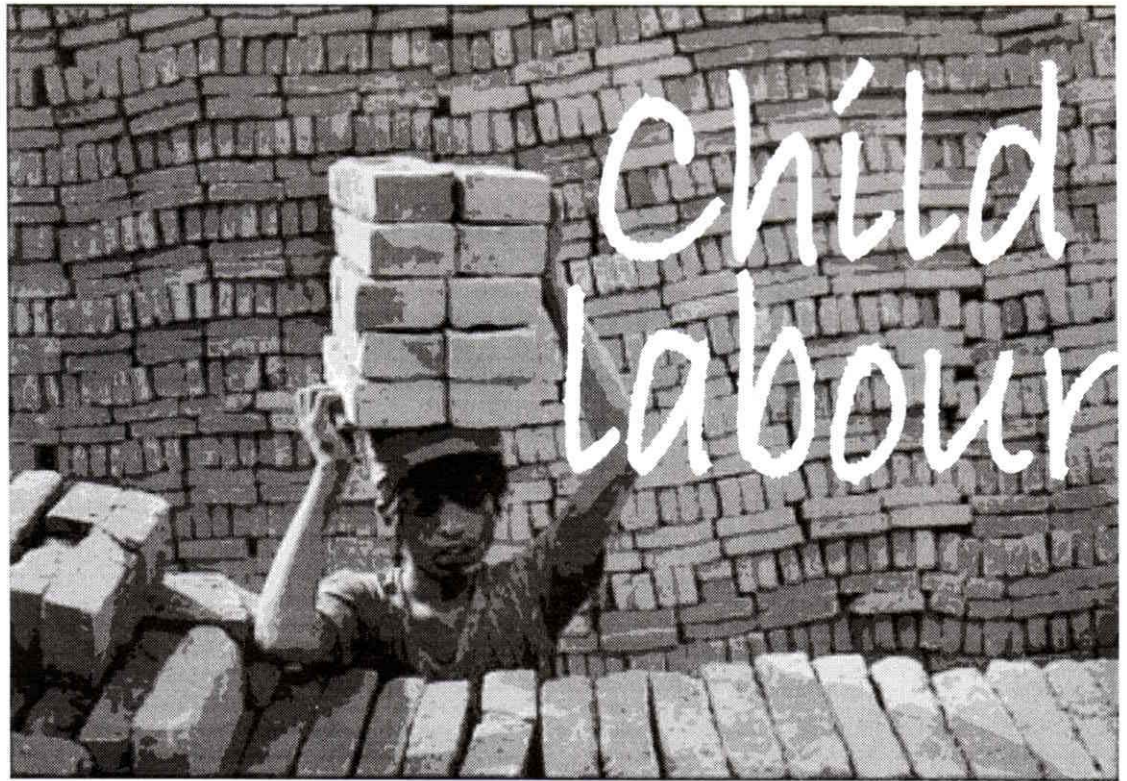


The staff member had discovered something that *youthworkers* have known for a long time: **it doesn't matter what you do with kids, so long as you do something!** Just doing something with kids gives them powerful messages: “you are worth spending time with; you are included and are welcome to join in; we can learn this new activity together ...” The staff member also sensibly picked an activity which had to do with the *children's* own lives — their bodies, their growth, their health — and having fun. The staff member wasn't saying “Stop doing that!” but was saying “Come along, do this!”

In the last couple of years, we have become conscious of our **youthworker colleagues** and of their place within the child and youth care system. The Technikon courses which we will be using soon have been developed in partnership with youthwork bodies, and we have much to learn from each other. In this issue we have an article from David Maunder on the development of youthwork in South Africa and other countries (see page 15). It seems likely that youthwork will be amongst the **professional or occupational groups** who will be part, with us, of the process of registration under the proposed Council for Social Service Professionals.

So you can **get up** now. It's time for breakfast and (phew!) you'll need a shower first. And forget those aching muscles and creaking bones — you think this is bad? — tomorrow we're going the long way around over that big hill, and you don't want the kids to think you're a work-shy, no-good, big-mouth layout, do you?





June has seen a world-wide focus on child labour, with an international march leading to the ILO Conference in Geneva. This month we look at the background to this conference — with reference to the problem in some African countries

For the first five months of this year child labour activists planned a dramatic march to publicise child labour. Between January and March, marchers left from Manila (Philippines), Sao Paulo (Brazil) and Cape Town, marching through 62 countries in America, Asia, Europe and Africa, coming together in Geneva, Switzerland, to coincide with the International Labour Organisation (ILO) conference to discuss a new convention on the worst forms of child labour. The UN witnessed a historic event when an exuberant group of children, rescued from mines, sweatshops, and servitude, descended on Geneva and inspired calls for the International Labour Organisation (ILO) demanding the immediate elimination of the most exploitative forms of child labour worldwide. The children's arrival in Geneva coincided with the opening of the Annual Conference of the 174-nation ILO, which was to consider a new convention on eliminating the worst forms of child labour. "And then, when the whole world has been shaken with the crisis of child labour, they may finally begin to act."

"Go, go, Global March!" the children shouted as they led more than 5,000 marchers through the streets of Geneva. It was a rare sight, never experienced before by the Swiss population.

"We must wash this black spot from the face of humanity without hesitation or delay," the International Co-ordinator Mr. Kailash Satyarthi told delegates while addressing the UN body. He added that "there is a serious lack of political will right from the countries represented up to the International level and I feel that there is no adequate social awareness and consciousness about it, so it was necessary to mobilize the whole world against the menace of child labour".

"Children are employed simply because they are cheaper and more compliant than adults," said Neal Kearney, General Secretary of the Brussels-based International Textile, Garment and Leather Workers Federation.

#### Message from the President

President Mandela had sent a message to the marchers who left from Cape Town: "It is a pleasure to convey my sincere

greetings to you all on this occasion. I am most concerned about the large number of children subjected to child labour in South Africa and worldwide. A march of this nature is important in raising awareness of and campaigning against this form of child abuse, which is a gross violation of children's rights and robs them of their childhood. It is only through concerted action that we will rescue our children from child labour and prevent a new generation of children from becoming victims. I wish you all every success in your endeavours."



#### Defining child labour

The ILO has attempted to clarify what is meant by child labour:

"The term child labour may have different meanings in different societies. Therefore, it is useful to begin by defining the term. The ILO Minimum Age Convention, 1973 (No. 138), states that ratifying Members shall 'raise progressively the minimum age for admission to employment or work to a level

consistent with the fullest physical and mental development of young persons'. The minimum age shall not be less than 15 years, although developing countries, whose economies, educational and administrative facilities are insufficiently developed, may initially permit children of 12-14 years of age to carry out light work of certain types and under certain conditions. Children in most societies undertake a variety of labour-force and non-labour force activities, even at a very young age.

The main concern of the ILO, therefore, is not child work as such, but rather the concern is work which is detrimental to children's physical and mental development, such as child labour in hazardous work environments, in exploitative conditions, work in servitude (slavery or bondage) and work performed by very young children less than 12 years of age. The priorities are therefore set on hazardous forms of work detrimental to the safety and health of any worker, but especially of children, who are physically and emotionally more vulnerable. This includes exploitative forms of employment based on the social vulnerability of children, and work in the form of long hours or intense physical effort, which are totally unsuited to children. The United Nations Convention on the Rights of the Child captures this priority in its Article 32, which provides that: **State Parties recognize the right of the child to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral or social development."**

A 1997 conference on child labour recommended the following steps:

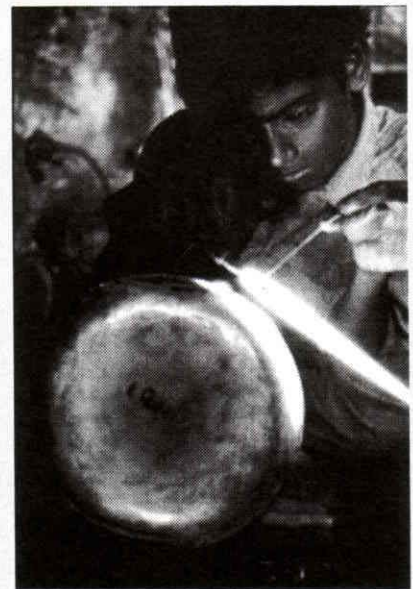
- To develop public awareness of child labour rights, since legal protection is not enough to improve child labour conditions.
- To raise labour issues in international forums.
- To establish more co-ordination among public, private and civil organizations which are involved in child labour policies and programs and to evaluate these programs.
- To gather more statistical information on child labour.
- To invite children to participate in these forums.
- To work more on prevention of accidents at work.
- To elaborate codes of conduct that prohibit the use of child labour.

Finally, it was recognized that child labour responds to an economic necessity, although it is better for children to stay in school than to work.

## The Caster

Danktopa is the biggest market in Benin. It is near Cotonou's city centre, not far from Lake Nokoué. Toffa Françoise met a young caster (who makes pots and aluminium pans) in this international market. The caster's name is Djima. He is 9 years old and has been living with his boss for the last six months. His parents live in Zinvié, a few kilometres from Cotonou. Djima, who has a slender frame and very fine facial features, walks barefoot and is dressed in a local material (bounba). He is carrying five 2 kilogram pots on his head. He talked to me a little about his life.

He says that it was his dad who decided that he should learn this trade. He never went to school. He sleeps in the workshop. He gets up every morning at 6 o'clock to retrieve tin cans from rubbish tips and bins. He has to be back in the workshop by 8:30 every morning to file the pots made the previous day. At 10 o'clock, he sets out to sell them. Six youths are learning this trade with his boss. They leave Adjaxwa to go to Danktopa market. He says that just before they go out to sell, their boss gives them 25 CFA so that they can get breakfast. He then tells them what they should do – "If you sell one, or all five, you can take 50 CFA for breakfast. But make sure that there isn't a single franc missing from my money. If you don't sell anything, you don't eat."



Djima says that there are sometimes slack days when they don't sell anything. On these days, "we don't eat anything, our lips are dry and chapped, and our throats cry out for a drink. Oh it is tough!" If he manages to sell a pot, he can have breakfast; if not, he goes hungry and dreads the insults that he is sure to receive from his boss. In the evening, the boss tosses them 50 CFA so that they can have dinner.

Yet Djima remains optimistic, reckoning that he will get used to hunger and to this lifestyle.

*(A Letter from the Street, Senegal)*

### The Oslo conference

An International Conference was held in Oslo in October last year to consider the role of development and international co-operation in combating child labour. The Conference was hosted by the Norwegian government, with the participation of the International Labour Office (ILO) and the United Nations Children's Fund (UNICEF). It brought together Ministers of development co-operation, labour, education, social welfare and justice from 40 industrialized and developing countries, as well as leaders of trade unions and employers' organizations, non-governmental organizations, United Nations agencies and other multi-lateral organizations, and leading experts on child labour.

According to new estimates, there are over 250 million children between the ages of 5 and 14 working today around the world – in countries rich and poor. Many of them are at risk from hazardous and intolerable forms of labour. Many are denied education and

trapped in cycles of poverty. Their most basic rights, their health and even their lives are sometimes placed in jeopardy.

### South African input to Oslo conference

Child labour activists in this country, as reported in the *Mail & Guardian*, say there is a contradiction between the Constitution, which sets a minimum voting age of 18 and implies that anyone younger is not adult, and the South African Schools Act and the proposed Basic Conditions of Employment Bill, which set 15 as a minimum working age. This, argues the Network Against Child Labour, leads to exploitation. Representative Thabo Mokoena says they are lobbying business, government and labour to agree on a common age and definition that will be suitable for all. "We want 18 to be accepted as a minimum. Child labour takes different forms in South Africa. In most instances children are forced into it by poverty. So the definition must include anything that affects the development of a child. If we can have

that as a starting point, we believe a lot of children can be protected."

The Department of Labour agreed a minimum age of 18 would be ideal. But Director General Siphō Pityana said the contradiction between the laws is mainly based on material conditions in South Africa. Pityana argued that while the new Bill wants the minimum working age to be 15, it also seeks to provide strict protection for working children between 15 and 18. "We have to be careful not to create an environment which will leave our children out of school, while they will not be able to find any means of survival if they drop out."

Local NGOs planned to take the issue to the ministerial meeting on child labour in Oslo.

Keneuoe Mosoang, a researcher at the Farmworkers' Research and Resource Project, says: "In Europe children are prepared for the world from a very early age, and are more comfortable making their own decisions around 18. So if you accept the minimum age of 15, you are basically perpetuating the same system that apartheid tried and failed.

"You are saying to black children they are only good enough to be educated to primary school level so that they can become manual labourers like their parents. How do you address inequality and poverty that way?" asked Mosoang.

Pityana replied that local children should not be treated differently from their counterparts in other countries, which would present more disadvantages for them. "While we understand the argument about children's development, we have to make sure that our children are also able to ply their skills in the job market at an early age if conditions prevent them from continuing their education."

#### Resolutions

The international conference in Norway adopted a plan of action as a step

*As most of our young people are now in school, many millions of children throughout the world — indeed, hundreds of millions of children — it is just another day of work — hard, dangerous, oppressive and abusive work, in far, far too many cases.*

*Just when you think you've heard the most pathetic story imaginable, along comes another one that's even worse. Children toiling in glass factories, exposed to intense furnace heat and glass shards with no protective clothing and sometimes without even a pair of shoes on their feet. Kids on sugar cane plantations wielding machetes and suffering dangerous wounds. Young girls trafficked over long distances and forced into prostitution. It is a moral outrage, an affront to human dignity.*

*It is still true, as Justice Brandeis wrote many years ago, that "sunlight is the best disinfectant." And the only way we're going to begin to turn this problem around is by getting average people to understand its dimensions.*

— Robert Reluch, 1996 Biennial Child Labour Coalition Conference

towards preventing the worst kinds of abuses of child labour.

The plan, which is non-binding, was adopted by delegates from nearly 40 countries. It will outlaw practices such as slavery, prostitution and bonded labour in industry and agriculture.

The plan says: "Priority should be given to the immediate removal of children from the most intolerable forms of child labour and to the physical and psychological rehabilitation of children involved. In line with such measures, adequate alternatives to these children and the families have to be provided." In the longer term, it says that countries should "progressively move towards the elimination of all child labour for children of school age."

#### SOME AFRICAN CHILD LABOUR ISSUES

##### Ivory Coast

There are reports of child labour in this country's gold and diamond mines, as well as in the fish canning industry, a cleaning products company in Abidjan, and the government-owned sugar mills in the North.

In September 1993 Defence for Children International (DCI) and UNICEF published a report documenting the use of child labour in the gold mines of

Issia and the diamond mines of Tortiya.

Issia is located 210 kilometers from Abidjan in a difficult to reach forested area in the central-west region. Gold is the principal mineral mined at Issia's non-industrialized small-scale mining operations.

Adults and children alike are employed at the mines; the report details the activities of approximately 800 female and male child miners. The average age of child workers is seven; the youngest may be three years old. The children work beside their parents. Children are involved in all the major steps of mining including digging and breaking the soil, transporting, and cleaning the rocks. At Issia, child workers are exposed to hazards and harsh working conditions. Children leave for work at six in the morning and walk distances ranging from three to seven miles through the dark forest to reach the mines. They work long hours in uncomfortable positions, are not given regular meals by their employers, and drink from contaminated water sources.

Ivoirians do not in general perceive child labour to be an issue that requires attention. The ILO, UNICEF, and the Ivoirian Human Rights League

## The children themselves ask ...

1. We want recognition of our problems, our initiatives, proposals and our process of organisation.
2. We are against the boycott of products made by children.
3. We want respect and security for ourselves and the work that we do.
4. We want an education system whose methodology and content are adapted to our reality.
5. We want professional training adapted to our reality and capabilities.
6. We want access to good health care for working children.
7. We want to be consulted in all decisions concerning us, at local, national or international level.
8. We want the root causes of our situation, primarily poverty, to be addressed and tackled.
9. We want more activity in rural areas so that children do not have to migrate to the cities.
10. We are against exploitation at work but we are for work with dignity with hours adapted so that we have time for education and leisure.

With regard to the conferences which will be taking place, we want representation on an equal basis (if there are 20 ministers present, we want 20 working children to also be present). We will have discussions with our ministers but we do not want them to represent us.

(Enda Tiers-Monde Jeunesse Action, Dakar)

(LIDHO), have not found much public support or interest in the cause. The prevailing attitude is that child labour is inevitable as long as children are needed to work on rural farms, and as long as urban children are forced to work in order to avoid starvation. The Ivorian public is, however, concerned about the problem of street children and there are non-governmental organizations (NGOs) working with these children.

In general government policy is directed more towards protecting child workers than eliminating child labour. The Ministry of Social Affairs and some municipal governments have focussed primarily on street children with programmes that organize street children into co-operatives of small market sellers and shoe-shine boys. The Ministry of Health and Social Affairs has a programme which places street children in apprenticeships for formal training. Critics maintain that the government should focus more effort on providing technical training and monitoring the apprenticeship system.

### Zimbabwe

The International Labour Organization's International Programme for the Elimination of Child Labour (IPEC) 1992 report, *Towards Action Against Child Labour in Zimbabwe*, is the most authoritative source of information on child labour in Zimbabwe.

It is believed by some that child labour today is a natural extension of what children have always done in Zimbabwean society. Traditionally children looked after cattle, foraged for food, looked after younger children and worked in family fields. Children were socialized from an early age towards playing a productive role in society. While this has historical relevance, it is generally agreed that the current socio-economic situation in Zimbabwe has changed the context, demanding a re-evaluation of the positive and negative effects of children's work.

### National child labour laws

Zimbabwe's labour code does not address child labour. While there is no minimum age set by the government, labour standards for the mining industry are determined by the industry-wide collective bargaining agreement developed by the National Employment Council (NEC) for the Mining Industry, an incorporated body composed of representatives of labor and management. Under Zimbabwean law, the industry agreement made by NEC is binding on all employers and employees in the industry, whether or not they are members. Under the current NEC agreement, negotiated in 1990, no person under 17 may be employed in the mining industry.

## I am the lonely child with no support

For many long years, I have known nothing but hard labour. During all these years, work has used up all my physical strength. To be honest, I was lost in a maze of agony.

All I had for company was anxiety and sadness; my life was full of obstacles.

Where to go, where not to go? All employers are cruel to their employees.

In my deepest nocturnal sleep, my heart tried to beat its way out of my chest thinking about the next day's hardship.

I lived in isolation.

The pain of my hard toil ate at my lonely heart.

I dreamed of happiness but it never came.

And during all these years of hard labour, I have never known what it is to take a rest.

Deprived of all sources of fun and fulfilment, life strangles all my hopes.

During all these years of chores, I have never experienced joy, nor affection, tenderness, mercy, peace, happiness, sick leave, health care, leisure and much more.

The relentless cruelty of the adults made my life an ordeal.

In my dreams my young life always turned to Hell.

I am lost.

I can't go on any more, and as my mind wanders,

I ask myself all sorts of naive questions:

Who is going to help me steer a course in my life?

Who is going to rescue me and get me my rights?

Who will make me happy?

Will it be God?

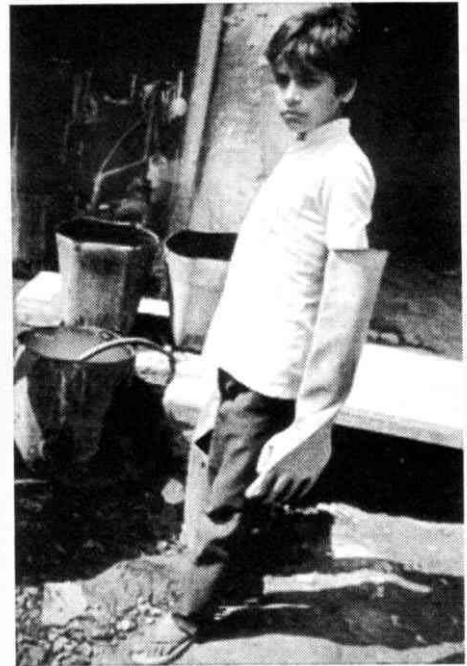
Will it be other people?

I don't know, my soul has been murdered.

Will anyone hear my cry of pain?

How long can I go on without being heard?

— Georges Paul Traore



### Education laws

Between 1980 and 1991, both the number of schools and student enrollment more than doubled in Zimbabwe under a government policy aimed at achieving the goal of universal primary education. One negative effect of this rapid expansion was a decline in the quality of education. Currently, 73 percent of boys and 69 percent of girls complete primary school. Thereafter, students begin to drop out at a high rate, so that the vast majority do not complete secondary school. With age, the gap in enrollment between boys and girls also grows so that a much larger percentage of boys ultimately graduate from secondary school. Education was free in Zimbabwe until

rising government budget deficits forced the government to impose school fees in 1992. In some schools students are provided with books, in others not; in most of the country parents must buy their children school uniforms.

On commercial farms, education is provided to children in farm schools that are usually paid for and operated by the farm owner. As parents usually cannot pay the necessary fees, many commercial farm owners close the schools down during the harvest season and make children work in return for the use of the schools.

# INTRODUCING MY SON

An Indian Father's Plea, by Robert  
Lake (M. Maine Grizzlybear)

## Dear Teacher

I would like to introduce you to my son, Wind-Wolf. He is probably what you would consider to be a typical Indian kid. He was born and raised on the reservation. He has black hair, dark brown eyes, and an olive complexion. And like so many Indian children of his age, he is shy and quiet in the classroom. He is 5 years old, in kindergarten, and I can't understand why you have already labelled him a "slow learner."

At the age of 5, he has already been through quite an education compared with his peers in Western society. As his first introduction into this world, he was bonded to his mother and to the Mother Earth in a traditional native childbirth ceremony. And he has been continuously cared for by his mother, father, sisters, cousins, aunts, uncles, grandparents, and extended tribal family since this ceremony.

From his mother's warm and loving arms, Wind-Wolf was placed in a secure and specially designed Indian baby basket ... the traditional Indian baby basket became his "turtle's shell" and served as the first seat for his classroom ...

## Rich development

Although you in Western society may argue that such a method serves to hinder motor-skill development and abstract reasoning, we believe it forces the child to first develop his intuitive faculties, rational intellect, symbolic thinking, and five senses. Wind-Wolf was with his mother constantly, closely bonded physically, as she carried him on her back or held him in front while breast-feeding. She carried him everywhere she went, and every night he slept with both parents. Because of this, Wind-Wolf's educational setting was not only a "secure" environment, but it was also very colourful, complicated, sensitive, and diverse ...

... Wind-wolf was with his mother in South Dakota while she danced for seven days straight in the hot sun, fasting, and piercing herself in the sacred Sun Dance Ceremony of a distant tribe. He has been doctored in a number of different healing ceremonies ... And he has already been exposed to many different religions of his racial brothers: Protestant, Catholic, Asian Buddhist, and Tibetan Lamaist.

His aunts and grandmothers taught him to count and know his numbers while they sorted out the complex materials used to make the abstract designs in the native baskets. He listened to his

mother count each and every bead and sort out numerically according to colour while she painstakingly made complex beaded belts and necklaces ... I realize he may be slow in grasping the methods and tools that you are now using in your classroom, ones which may be quite familiar to his white peers, but I hope you will be patient with him. It takes him time to adjust to a new cultural system.

## Culturally different

He is not culturally "disadvantaged," but he is culturally "different". If you ask him how many months there are in a year, he will probably tell you 13. He will respond this way not because he doesn't know how to count properly, but because he has been taught by our traditional people that there are 13 full moons in a year according to the native tribal calendar and that there are really 13 planets in our solar system and 13 tail feathers on a perfectly balanced eagle, the most powerful kind of bird to use in ceremony and healing.

... All these influences together make him somewhat shy and quiet - and perhaps "slow" according to your standards.

But if Wind-Wolf was not prepared for his tentative foray into your world, neither were you appreciative of his culture.

On the first day of class, you had difficulty with his name. You wanted to call him Wind, insisting that Wolf somehow must be his middle name ...

Yesterday, for the third time in two weeks, he came home crying and said he wanted to have his hair cut. He said he doesn't have any friends at school because they make fun of his long hair. I tried to explain to him that in our culture, long hair is a sign of masculinity and balance, and is a source of power ...

Now he refuses to sing his native songs, play with his Indian artifacts, learn his language, or participate in his sacred ceremonies. When I ask him to go to an urban powwow or help me with a sacred sweat-lodge ritual, he says no because "that's weird" and he doesn't want his friends at school to think he doesn't believe in God ...

Sharing, not changing  
I want my child to succeed in school and in life. I don't want him to be a drop-out or juvenile delinquent or to end up on drugs and alcohol because he is made to feel inferior or because of discrimination. I want him to be proud of his rich heritage and culture, and I would like him to develop the necessary capabilities to adapt to and succeed in both cultures. But I need your help.

... All I ask that you work with me, not against me to help educate my child in the best way. If you don't have the knowledge, preparation, experience, or training to effectively deal with culturally different children, I am willing to help you ...

My Indian child has a constitutional right to learn, retain, and maintain his heritage and culture. By the same token, I strongly believe that non-Indian children also have to learn about our heritage and culture, because Indians play a significant part in the history of Western society.

My son, Wind-Wolf, is not an empty glass coming into your classroom to be filled. He is a full basket coming into a different environment with something special to share. Please let him share his knowledge, heritage, and culture with you and his peers. ■

From *Teacher Magazine*.



**My son is not an empty glass coming into your classroom to be filled. He is a full basket coming into a different environment with something special to share.**





Recognising the crucial role of non-government organisations in reconstruction and development, the South African NGO Coalition recently adopted this document

## A Code of Ethics for NGOs

South African society is characterised by inequality. With the birth of our new democracy in 1994 the government committed itself to redressing inequality and improving the lives of all people. This commitment requires a comprehensive economic, social, cultural and political process.

We believe that government will not be able to implement effective reconstruction and development without strong, informed and effective NGOs. We therefore commit ourselves to strengthening the sector, to improving the quality and impact of our services and delivery, and to contributing to a vibrant and dynamic society. As organisations we therefore agree to adhere to this Code of Ethics.

### 1. Values

As diverse as our activities are, we have common value systems. Based on the desire to advance and improve people's lives, and combat poverty and inequality we are committed to the following fundamental values that underpin the mission and objectives of signatories. We commit ourselves to:

- Being responsive to the needs and welfare of the people of South Africa.
- Accountability and transparency
- Participatory democracy.
- People-centred development.
- Respecting the rights, culture and dignity of all people within the framework of the Bill of Rights, as enshrined in the South African constitution, and enhancing race and gender equity (adhering to the spirit of 'Ubuntu').
- Ensuring the organisation remains true to its mission and objectives.
- Promoting voluntarism, and active volunteer involvement at all levels.
- Mutual co-operation, collaboration and net working with other agencies around issues of mutual concern.
- Striving for excellence, including efficient and effective

service provision at all levels

### 2. Governance

The effectiveness of our work depends on the organisation's governance structures. As professional organisations, we recognise the importance of establishing and maintaining able bodies that will govern the internal functioning of our individual organisations. Committed, experienced and responsible individuals are a critical ingredient for this. To this end we will:

- Ensure the organisation has a clear vision, mission, objectives and policies, and adheres to them.
- Specify the frequency of governance structures' meetings, quorums, and the role and powers of the governance structure.
- Develop a policy that prohibits direct or indirect conflict of interest by members of the governance structure, members, employees and volunteers.
- Ensure that members of the governance structure and staff excuse themselves from decisions where they have, or are perceived to have, a vested interest.
- In the case of an independent Board or Trust, adopt a policy that discourages members from submitting tenders to the organisation or applying for staffing positions within the organisation. This policy must stipulate that if they desire to do either, they must resign from the governance structure.
- Ensure the governance structure approves the annual budget, appoints independent auditors and receives audited statements.
- Ensure the governance structure understands and is responsible for overall policy-making and accepts ultimate responsibility for governance of all aspects of the organisation.

- Within financial constraints ensure the governance structure reflects the race and gender composition of South African society and the various target constituencies that the NGO works with, with regard to both their composition and their geographic spread.

### 3. Accountability

Our commitment to promote democracy is enshrined in a culture of participation and complete accountability within our organisations. Transparency in all the work we do is key. To this end we will:

- Develop mechanisms to enable all our stakeholders to be involved in planning programmes that directly affect them.
- Provide opportunities for regular evaluations and updating of programmes that include stakeholder and community input.
- Hold an Annual General Meeting with full, open and accurate disclosure of relevant information concerning goals, programmes, finances and governance.

Hold regular strategic planning sessions to which relevant stakeholders are invited to contribute.

### 4. Management and human resources

Human capacity and skilled leadership are a critical component of the effectiveness of our work. We shall endeavour to follow the best management practices appropriate to the organisation's mission, operations and governance structure. To this end we will:

- Periodically reassess the organisation's mission, objectives and operations, in the light of changing contexts and constituents' needs.
- Critically analyse our own practices and our organisational culture and implement those changes necessary to build a culture that encourages creativity, diversity, responsibility and

respect that will recognise all cultural groups as equal partners in developing the organisation.

- Develop clear, well defined written policies and procedures to be followed, which relate to all employees, members and volunteers. Such policies must adhere to the Labour Relations Act and other relevant legislation and must protect the rights of employers, employees, members and volunteers.
- Establish and maintain disciplinary and grievance procedures with clear lines of authority and accountability.
- Have clear and transparent procedures for employing new staff, and disengaging existing staff.
- Have clear staff development policies that seek to empower all staff and volunteers to increase their skills in order to enable them to move to greater levels of responsibility.
- Develop adequate and acceptable systems of assessing skills, experience and qualifications, levels of responsibility and performance, and remuneration on this basis.
- Encourage management to adopt interactive leadership styles and an 'open door policy' to facilitate good communication between staff and themselves.

#### 5. Finances

NGOs need to prioritise the development and maintenance of proper financial management strategies. Our finances shall be managed to ensure appropriate use of funds and accountability to members and donors. To this end we will:

- Comply with accepted business accounting and auditing practices, including voucher and authorisation processes.
- Set up appropriate financial systems and employ qualified persons to administer and manage these systems.
- Conduct annual audits for incomes exceeding R50 000.
- Have clear policies on loans and staff advances
- Develop a policy regarding the receipt of outside honoraria and/or remuneration in order to avoid "double" or inappropriate payment.
- Set up mechanisms for purchasing goods and services that are free from vested interests of individuals in our organisation and are cost effective.
- Prepare realistic project or organisational budgets, then monitor and adhere to them in instances where it becomes necessary to make changes, the appropriate consultations should be undertaken and any amendments recorded.

- Formally and publicly charge members for any attempt at fraud, theft or misappropriation. ) Wherever possible, ensure that the funding base of the organisation is diversified.
- Keep fundraising and administration costs to a minimum.
- Ensure that funds provided are only used for the intended purpose
- Ensure that tenders and contracts called for encourage the participation of small and emerging businesses, in particular those owned by previously disadvantaged sectors of our society.
- Provide clear and transparent accounting to the broader membership and/or constituency of the organisation.

#### 6. Resources

We need systems to manage organisational assets in a sustainable and cost-effective manner. This is a vital tool towards the sector maintaining its

original values of being effective and efficient in our work. To this end we will:

- Develop internal procedures and control mechanisms and implement these to ensure the proper use of the assets of the organisation and to clearly separate organisational use from private use.
- Develop and implement mechanisms to monitor the use of staff time.
- Conduct periodic cost-benefit analyses of projects and review resource allocations in the light of these.

#### 7. Implementation

As members of the SA National NGO Coalition we subscribe to this Code of Ethics. In signing this Code we commit ourselves to regular internal reviews to ensure that we adhere to the Code. We also agree that if we are found to be transgressing the Code, the Coalition is entitled to review our membership.

## Child Care Worker

The services of a mature couple / single woman required for live in position at the Johannesburg Children's Home. No encumbrances. Husband to work out during the day. Experience with children and a valid drivers licence essential.

Post, fax or deliver C.V.

**The Director  
45 Urania street  
Observatory**

**Johannesburg  
Children's Home**

KING WILLIAM'S TOWN CHILD AND YOUTH CARE CENTRE

## Residential Care Manager

Are you looking for a change and wanting to channel and hone your skills in an exciting child care opportunity, providing care to some 160 youth on five campuses with a team of 22 child and youth care workers?

***Practitioners who have the appropriate senior training and experience, managerial and leadership skills and demonstrable on-line skills – and have owned and started to put into practice the new paradigm for child care in South Africa – are invited to apply.***

We offer a competitive salary, all-found accommodation, and a negotiable contract or permanent post

Address your application with CV to:

**The Director  
King William's Town Child and Youth Care Centre  
P.O. Box 482, King William's Town 5600  
Fax (0433) 22252  
E-mail: naccwkt@iafrica.com**



The line-up for BQCC certificates at this year's Gauteng Regional Graduation Ceremony. A number of students received other certificates, including Training for Trainers, and thirteen people registered as child and youth care professionals. Dr Jackie Loffell was Guest-Speaker on the occasion.

## Two major new documents affecting child and youth care system

During this last month the Department of Welfare has issued its draft policy document on Financing of Developmental Social Welfare Services, and the South African Law Commission has published an Issue Paper on the review of the Child Care Act. Both are required reading for our field.

### Business plans

The draft finance policy document was accompanied by two questionnaires. The first (return date 10 July) relates to the proposal that all applications for funding should be in the form of a business plan; the second concerns the rest of the draft policy.

The aim of the policy is "to facilitate the development and support of appropriate and sustainable services that build people's capacities, and that focus particularly on the poor, the vulnerable and those with special needs."

### Principles

Seven principles are applied to the policy: an enabling environment, equity, appropriate financing levels, effectiveness, accountability, partnerships and democracy. The policy identifies four categories of service, namely empowerment (by and large the same as prevention), community intervention, residential intervention and resource development.

The policy is strongly aligned with the IMC policy and emphasises that residential care is a high cost and least pre-

ferred option which should in any event include the other categories of service.

### Child Care Act

The Law Commission's document introduces a very wide-ranging discussion on the "reformulation of all law affecting children in a comprehensive, holistic manner." The current Act, which came into effect in 1987, has been revised and amended on a number of occasions, but it is widely agreed that such "tinkering" has not met the deep-seated needs for appropriate and thorough law for contemporary South Africa. This 160-page document has adopted a most practical approach in terms of what has not worked in past legislation, and uses a question and answer format to deal with the many issues which have been raised in recent years. One of the Commission's hardest tasks has been the integration of so many current policy statements and new legislation, such as the NPA, the Welfare Act, the IMC and the UN Convention on the Rights of Children. The issue paper has called for comment by 31 July

### Any news?

Do you have news of interest to the child care field? Write to P. O. Box 23199, Claremont 7735. Fax to (021) 788-9423 or e-mail pretext@iafrica.com.

## The Basic Conditions of Employment Act: Problems ahead

**The new Basic Conditions of Employment Act is law, and not even the Minister can grant exceptions.**

This is the view of a labour lawyer consulted about the impact of the maximum 45-hour working week on child care services in South Africa.

Child and youth care workers are likely to be split down the middle over the legislation. There are those who welcome the limits on hours of work and the minimum rest times, and those who feel that they came into the work to play responsible roles with vulnerable children and who refuse to be prevented from working normal "parent hours."

### Cannot afford shift work hours

Private child care organisations like children's homes which are largely dependent on charitable donations, are most seriously affected. Full compliance with this legislation would probably cost more than they can afford, and most would be faced with closure. With subsidy rates so severely cut over the past few years, few children's can afford shift work hours like those in the state's own institutions.

The only loophole currently available is to claim that child care be seen as "emergency work," though "necessity" is also a common legal defence.

### Third choice

Legal advice was that officialdom would "probably not proceed with criminal sanctions" against child care organisations — though the penalties are "quite harsh" if this was decided. Nevertheless closing down or defying the law were not the only possibilities. The NACCW should, it was suggested, approach NEDLAC to explain the special case of child care workers. It would be necessary to persuade the labour lobby at this level. In any event some legal resolution should be sought. As things stand now, it seems that private children's homes have been set up to run foul of the law — ultimately to the cost of children.

# First International Conference on Restorative Justice for Juveniles

The first International Conference on Restorative Justice for Juveniles was held at the University of Leuven in Belgium. Organized by the International Network for Research on Restorative Justice for Juveniles, the objectives of the conference were:

- to address the state of affairs in restorative justice,
- to stimulate further research and experiments,
- to formulate an adequate policy into a restorative social response to juvenile crime and to lay the foundations for systematic comparative work.

During the three-day conference keynote speeches were given on a wide range of topics including theory and empirical research on restorative justice. The workshops were divided into six themes:

- principles of restorative justice
- legal rights
- competency development
- victims, mediation
- communities in restorative justice
- restorative models in several countries.

The members of the International Network formulated a Declaration on the advisability of promoting the restorative approach to juvenile crime which was supported by the participants. According to the Declaration, the aim of restorative justice is to restore the harm done to victims and to contribute to peace in the community and safety in society. To achieve this, a process is set up "whereby all parties with a stake in a specific offense come together to resolve collectively how to deal with the aftermath of the offense and its implications for the future".

Hence, the aims of restorative justice are closely linked with the needs of victims of crime, and victims of crime play an important role in the restorative process.

Despite the important role which victims play in the mediation process, the focus of the conference was on offenders. This is illustrated in the title of the conference, namely restorative justice for juveniles. Some victims are victimized by adult offenders. By narrowing the focus to juvenile offenders, a large group of victims is excluded from restorative justice efforts. By taking the victim as the starting point for restorative justice, the distinction between juvenile and adult offenders becomes

superfluous.

The focus on offenders was also evident in the workshops. Mark Umbreit presented evidence which showed that victims who participated in mediation programs are highly satisfied with the outcome of the process and show a significant decrease in fear of crime following mediation. This seems to suggest that mediation can be very beneficial for victims of crime.

## The victim

All of the mediation programs described in the workshops revealed an absence of sensitivity to the position of the victim. They all start with the offender and his/her willingness to participate in mediation, and only approach the victim after the offender has clearly stated he/she is willing to participate. The argument for this is that one wishes to avoid disappointing the victim.

However, this approach may place unnecessary pressure on the victim to participate especially in cases where

the victim and offender already know each other. Moreover, research shows that victims appreciate the interest and consideration shown by authorities when they are asked what they would like. The outcome of such efforts are secondary to the process and victims understand that their attempts will not always be successful. Fear of disappointing the victim is not supported by victimological research.

The developments in restorative justice are by definition of importance to victimologists. Especially, in view of the short-comings in the present work on restorative justice, victimologists should become more involved in this area of research. By shifting the focus from offenders to a balance between the interests of victims and offenders, victimologists can play a valuable role in the further development of restorative justice.

**Jo-Anne Wemmers** in *Crime and Justice International*, February 1998

## Books

### Children and the Law

Edited by Ann Skelton  
*Lawyers for Human Rights*

This is an excellent and essential book for any organisation working with children. *Children and the Law* offers a comprehensive – and more to the point, a contemporary – reference on all factors in our society which have an influence on children.

Though written from the viewpoint of law, this is not a dry book. It is full of explanations, information, ideas and possibilities which are specific and practical – indeed absorbing.

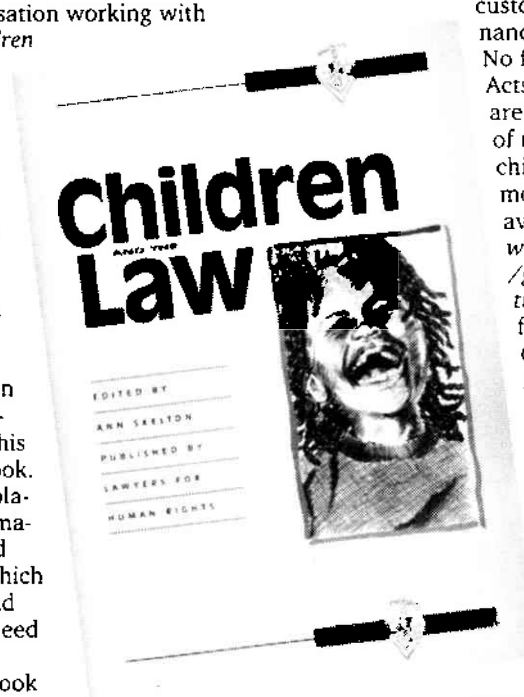
Much of the book follows a question and answer format, the questions perceptively anticipating those which the reader might ask. Some in the section on children in need of care, for example: When is a

child in need of care? What should one do if one suspects that a child is in need of care? Who can be contacted to assist a child in need of care? ... and so on.

The first four chapters deal with law, children and rights. Other subjects include health care, children with disabilities, education, child labour, abuse, children accused of crimes, refugee children, guardianship and custody and maintenance and grants.

No fewer than 29 Acts of Parliament are listed as being of relevance to children, with more recent ones available at [www.polity.org.za/govdocs/legislation](http://www.polity.org.za/govdocs/legislation). The last forty pages of *Children and the Law* is made up of a compendium of contacts and resources. This is a *must-buy* book, and is available at R50 (250 A4 pages, discount for more than 10 copies)

from Lawyers for Human Rights, P.O. Box 388, Pietermaritzburg 3201. Enquiries (0331) 42-1130. E-mail to [lhrpmb@lhr.org.za](mailto:lhrpmb@lhr.org.za). Also visit website at [www.lhr.org.za](http://www.lhr.org.za).



## NACCW's National Executive explores service awards

How do we honour members of our profession who have made sustained, quality contributions to the field? The National Executive has considered this idea, and is asking child and youth care workers to offer suggestions. Some of the NACCW regions have discussed this proposal and come up with a number of ideas.

So far there have been suggestions that such an award might be of a symbolic nature — a certificate or badge — or a gift of some intrinsic worth. Some regions felt that there should be awards after three, five and ten years. Most agree that the persons so honoured should have completed child care training and have clearly applied themselves to self-development in their career, and should also have made some contribution to the field.

### 1999 Biennial Conference being planned

The Gauteng Region will be hosting the NACCW's 12th Biennial Conference next year, and the process of planning has already begun.

The first Conference was held in Cape Town in 1977, two years after the formation of the NACCW in Pretoria in 1975.

#### New chairperson

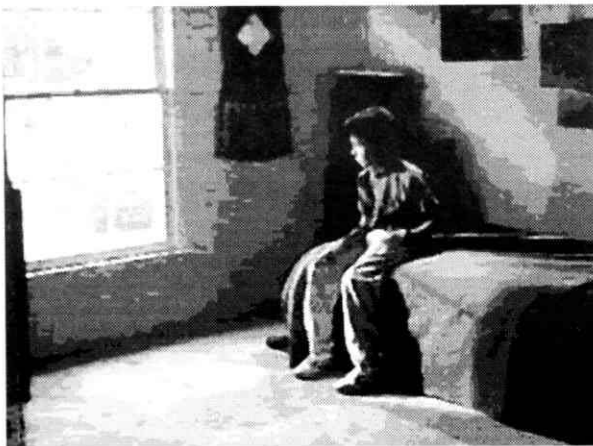
At the Biennial Conference next year the members will elect a new National Chairperson since Ashley Theron, who has held this position since 1987 will not be standing for re-election.

This year's Regional elections are extremely important, since the new office bearers and committees will be in office and providing continuity through to the year 2000 — and through the change in National Chairperson.

#### Office bearers

The NACCW Constitution states that all office bearers (chairpersons and secretaries) must be registered child and youth care professionals — so if you are eligible to register, do it now so that your region has a wider choice of candidates for election.

All currently paid-up members, that is individual members, accredited members and corporate members, are allowed to vote at the Regional elections. Make sure that your subscription is paid and that you have a current membership card at the meeting.



kisses I get, the way they treat me. — even when I'm fighting with my sister — my bed, my things. I just want to get back to my house right away and never come back here. Because I really do miss my family and I never want to be away from them again. And they never turn their back on me and they have always told me they will never abandon me because they love me and miss me and I miss them too so much. — J

## Home is where I wanna be ...

I've been in here so long, I feel institutionalized. I've been to many different programs for the last five years. When I think of home I think of my freedom. But for whatever reasons when I'm out, things happen. My pops is mad, but he can't do nothing about it. It's like I can't and I don't want to change. To all you youngstas — don't follow in my footsteps because the way I'm headin' right now is nowhere but straight to the Pinta ... Stay home! — V

#### What is home?

Home is a place where you take it easy, pass the greater part of your life. I want a small house but with a lot of love in it. — C

Home is a place millions dream about. I know I do. Everytime I come back here I wish I could sleep in my own bed, eat what I want, drink a soda or do something. But, now this is how it is when you're locked up. — E

Home is not in my mind any more because I am not going to see it for awhile. I've done some bad things, so my advice to all you people who are home, sitting on your comfortable couch smokin' a blunt, think about what you do because when you get locked up, this ain't no joke. People, be good so you won't be in the Hall doing time stressing. — G

My home is Double Rock. That's where I feel safe because all my young ninjas watch my back and I watch theirs. I miss the Rock, and I miss what I do there. I feel homesick when I can't eat my mom's cooking and I can't see my friends. — J

I feel much safer in my home than here because here I never know if they're going to beat me up or do something else to me. In my own home I feel safe because nobody is going to beat up on me. And they're not going to be nasty to me. I miss my house, the smells, the food, the way everybody is nice to me, the

home is when I'm at my folks' house. To me, there's no place like home. There's a lot of things I miss about my home, and mainly my bedroom. I miss waking up in my own goddamn bed and showering and using the rest room and doing whatever I want, like smoking, staying up all night, watching TV and movies and wearing my own underwear and clothes out of my closet. Also I miss talking on the telephone to females as long as I want. The main thing is eating nice cooked meals at home, and coming in when I want to. — K

I miss home. I regret making the mistake I made 'cause now I'm in here. The problem is people don't realize their mistakes or really want to change until it's too late. If I could do it over, I wouldn't get caught and wouldn't even risk coming back in here. — R

I hope to go home. But even when I'm at home I don't treat it like home. I clean my room and around the house but only when I'm there. Now I feel bad that I never spent more time with my real folks — the ones who changed my nappies, fed me, and put a roof over my head. My grandma's in bad health and so is my dad. I realize that instead of sharing that blunt with my homies I should have been at home sharing love with my grandma. When I go home this time I will try to change. This isn't home. My home is with my family. — F



From *The Beat Within* — writings from youngsters in detention (Youth Outlook)



The heart of our work is the relationships we have with young people — and a skill in understanding what we are doing, so that we can develop these relationships

## Relationships we build with children

"Do you know what I would *really* like?" asked Nerina, grinning into her child care worker Margaret's face. "I would like a boy friend who treats me like a lady! He wouldn't have to be cute or even rich — just treat me like a lady." Margaret replied: "You know the saying — 'Nice work if you can get it.'" They both laughed. Margaret thought back. It was only six months earlier that Nerina had arrived in care, a mixture of anger and uncertainty, in all sorts of trouble, and keeping all of the staff strictly at arms length.

The principal had warned the child care workers at the time: "Our relationship with Nerina right now is pretty scratchy — but don't

accept that it will stay like that. Our job is to move the relationship along. With her family in the state it is, we're all she has, and we don't have much time."

Most of our relationships with new kids are like those between teachers and new pupils in a school. They size each other up and tread warily for a while. The teacher sees pupil in terms of academic potential and performance and in terms of attitude and behaviour in class; the pupil sees the teacher as *staff*.

But we who work with children in child and youth care settings cannot be satisfied with just a *staff-child*

*relationship. We are having to catch up for more than school work and we are preparing the child for more than school leaving. We are often having to make up for years of lost or troubled experience with parents and adults and neighbours — and we are preparing the child for life.*

### From staff to adults

So Margaret's and Nerina's principal is right. We may start off with a staff-pupil relationship, but that is based very much on authority and external control. Nerina will have to manage relationships not only with authority figures, but also with people at a more mutual and co-operative level. So in the life space we facilitate (help, encourage, promote) all of her interpersonal relationships, not only with her peers, but also between her and ourselves. We must consciously move from being *staff* towards being the wider circle of *adults* which she doesn't otherwise have in her life. So (as in all families) we move beyond parental authority and discipline to being other people — people with ideas, skills, feelings and hurts. Nerina has probably lived in very difficult circumstances at home, perhaps with absent parents, with poverty, with alcoholism, with violence. Now, being close people in her life, we have the opportunity to fill out her personal picture of what adults and people are: so we become role-models, with whom she can practise being a person-with-others. If our relationship with Nerina sticks at the staff-pupil level, it is *our* responsibility to find ways of moving it forward. If, after some months, we find ourselves complaining that she is "disobedient" or "defiant" or "unmanageable" then we are certainly stuck at the staff-pupil relationship.

### From adults to friends

It is one thing for Nerina to get a fuller picture of people from her role-models. It is much harder for her to build her self-confidence

and trust as she tries out her own roles — inevitably failing and trying again. We are seldom much good in institutions at allowing young people to build a capacity for *intimacy*, an essential element of her late adolescent and adult relationships. With its qualities of self-disclosure, trust, sharing and confidentiality, this capacity is only achieved through deeper levels of understanding, acceptance and sympathy as she experiments in her attempts to succeed in her many life tasks — things she will get from a true friend who cares about her — *no matter what she does*. In short, we do not want Nerina to grow up with an unconfident nature and a need forever to defend herself and her feelings. Just as we had to move from a teacher-pupil relationship to the adult-child relationship, so we must also move to the friend-friend relationship — or at least satisfy ourselves that she can build such a relationship with somebody.

On many a staff team it is often necessary to ask: "Who among us *likes* this young person, thinks highly of her, would be able to offer these deeper relationships?" Anyone who says "I can," or "I would like to do that," is a vital staff resource for this child.

~~1998~~

Nerina probably didn't have a secure authority relationship at her home — a sort of teacher-pupil relationship — through which she learned basic discipline as a young child. She probably also didn't have reliable and consistent adult-child relationships from which she could gain reasonable clear pictures of people and roles. Most of all, she very likely did not have the accepting and supportive relationship of a true friend. We as child and youth care workers must be able to offer all of these relationships — and more important, we must understand when it is necessary for us to move on from one to another. ■

This article to be printed in two parts, **David Maunder** compares the development of professionalism among youth workers in South Africa and Australia and suggests necessary and sufficient conditions for the maintenance of a professional body. It concludes that the most important factors are a consensus about the values, goals and principles of youth work and government structures for the recognition of youth work as a profession. Other factors, such as tertiary training, literature and research are necessary but not sufficient for the development of a profession.

## Youth Work Professionalism: A Comparative Perspective

Youth Workers in the Republic of South Africa are committed to establishing themselves as a profession. Provincial professional associations have been launched in KwaZulu Natal in April, Gauteng in May and a conference to launch a national association is planned for September or October 1998. In contrast, youth workers in Australia no longer have a professional organisation and in Victoria, where for many years they have been most numerous and well organised, government policy seems set to transform their practice. What conditions have promoted youth work as a profession in South Africa and have inhibited it in Australia?

### The Young Lions

In the 1980s, young people from the townships of South Africa played an active and effective part in the struggle against apartheid. These *young lions* missed out on schooling and qualifications and often gained little individually from their sacrifice. Youth emerged as a central category in political opposition in the 1980s. (Seekings, 1993:20) The uprisings of 1976-7 (including the Soweto uprising against the teaching of Afrikaans) and their repression had the effect of politicising young people and fostering increased militancy. Youth clubs originally formed to involve young people in sporting, religious or cultural activities drew

young people into active politics linked to freedom movements and prompted state repression. (Seekings, 1993: 22-3). A number of church based youth welfare or-

ganisations (including branches of Young Christian Workers) began to include a political role. In the early 1980s, overtly political youth organisations proliferated and identified with the ANC Freedom Charter and became known as Charterist organisations. Youth organisations proliferated at the local level. These included a series of youth congresses under the auspices of the Conference of South African Students. Short-lived youth groups acted as a recruiting base for Umkhonto we Sizwe. Finally in 1987, the South African Youth Congress was founded as an ANC-linked national youth organisation. It was merged with the ANC Youth League in 1990. (Seekings, 1993: 51, 88) Members of SAYCO or the Conference of South African Students (COSAS) began to identify themselves as comrades. Being a comrade meant setting an example to other members of the community. Comrades saw themselves as the moral defenders of the community whose role it was to teach 'misguided' members 'the correct way'. (Marks and McKenzie, 1995:10) As black South Africans had no protection from the police, local defence structures arose, with young people playing a critical role in them. Crimes committed against fellow members of the community were seen to divide the community which was unacceptable when unity and solidarity was essential to fight the common enemy, the apartheid state. (Marks and McKenzie, 1995:10)

### Leadership

The leadership of youth organisations in the 1980s was subject to arrest and detention which undermined continuity. (Seekings, 1993:52) In the 1990s, again lost leadership.

Some left to work for the ANC at national and region levels. Others felt that they could get on with their daily lives after the unbanning of political organisations or left disillusioned by the failure of the ANC to address the needs of young people who had given years of their lives to activism. (Marks and McKenzie, 1995:14) Yet young people flocked to join organisations in the 1990s where leadership lacked vision and political education was not taken seriously.

### Gangs

Mokwena has warned against romanticising youth, pointing out that gangs in Soweto have had a hostile relationship with political organisations, obstructing, rather than enhancing their objectives. He attributes youth gangs in Soweto to material and structural deprivation, unemployment and poverty, the disintegration of schooling and the experience of violence. Gangs provide a social framework in which theft, violence and rape are legitimate, even virtuous. (Mokwena, 1991, 1992, quoted in Seekings 1993) Whilst the ANC supported youth violence as part of a campaign to destabilize the apartheid state, it could never claim to fully control it. Young people who had been engaged in a people's war were not entirely convinced by the ANC's commitment to negotiation from 1990. The period of negotiation ended any meaningful role for youth in transition. (Marks and McKenzie, 1995:13) Although respect is now afforded to the young lions it still remains that 'youth' is seen as violent, unruly, undisciplined and underdeveloped and current levels of crime and violence appear to justify this.



It is impossible to deny that young people must determine South Africa's future. South Africa's population comprises a high proportion of young people. Youth has been defined as ranging from 14 to 35 years (the high upper limit was deliberately set to include those who took part in the youth uprising of the 1980s) and young women and men in this age range comprised 16.2 million in 1995, representing 39% of the population. (National Youth Commission, 1997) The democratic rights and freedoms written into the constitution of 1996 can only be guaranteed by the present and future participation of today's young people. Youth empowerment in South Africa has a political significance. This is recognised in the National Youth Policy the first goal of which is to

*Instil in all young women and men an awareness of, respect for and active commitment to the principles and values enshrined in the Bill of Rights and a clear sense of national identity. (NYC, 1997:5.0)*

The Reconstruction and Development Program (RDP), originally a major platform of the ANC, proposed the improvement of the quality of life through the development of communities and had significant implications for youth. The second policy goal of the National Youth Policy is to

*Recognise and promote the participation of young women and men in the reconstruction and development of South Africa.*

However, this policy has been upstaged by the Growth, Employment and Redistribution (GEAR) policy which appears to stem from a neo-liberal (New Right) ideology.

### **The emergence of professional youth work**

Since 1994 the Youth Practitioners' Advocacy Group has sought to gain recognition for youth work as an area of professional expertise. Youth workers have sought to differentiate themselves from Child and Youth Care Workers, who are largely concerned with alternative care and protection and have worked to establish consensus for a developmental (in contrast to a pathological) approach to work with youth and to see this as an empowering process. The Youth Practitioners' Advocacy Group (YPAG) emerged from the Southern African Association of Youth Club's efforts to professionalise the youth work sector.

The Southern African Association of Youth Clubs was established in 1938 as an umbrella body along the lines of the British National Association of Youth Clubs. During the apartheid era, it operated with separate white, coloured and black sections but during the 1980s, the association redefined itself

as a non-racial agency. Its director during the late 1980s and early 1990s was Alroy Trout who established a concept of youth work as developmental, drawing on British, Asian and American examples. Youth work was

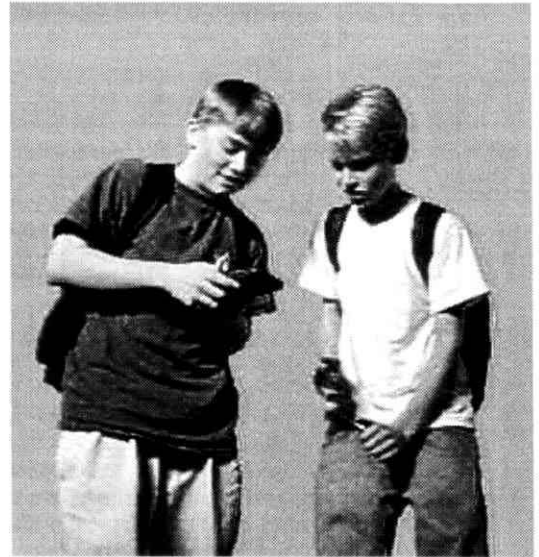
*... a highly demanding professional skill, the intention of which is to help young people make sense of the personal, social and political issues which affect their lives, to promote their self awareness, confidence and competence, to support the development of independent judgement and to advocate with and for young people, the extension of opportunities and choices available to them. (Nell and Shapiro, 1992:2-3)*

SAAYC began to promote this vision through short training courses and more extensive Youth Leadership Development Programme. (YLDP) In 1988, the SAAYC began to investigate the feasibility of establishing a qualification for youth workers. Apartheid had limited the opportunity for non-whites to gain formal professional qualifications and its demise prompted consideration of new opportunities. SAAYC contracted with the Centre for Continuing Education (CCE) at the University of the Witwatersrand to run a youth worker training course for a trial three year period. The first intake of 31 students commenced in 1990 and the course ran for six and a half months with students attending for twice a week for two hours with some week end sessions. The second intake in 1991 comprised 33 students and ran for 9 months. SAAYC funded the program, provided the salary for the coordinator and provided a study visit for to staff to the UK and USA. At the end of 1991, the SAAYC suspended the program against the wishes of the CCE. Its reasons were:

- the program lacked a practical component and therefore had limited skill development
- the program was limited to the PWV (Pretoria, Witwatersrand, Vereeniging, now known as Gauteng) area
- the drop out rate of 25-30% was unacceptably high-lack of practical assessment and certification-the CCE was involved in a range of projects and was not able to focus on youth work
- lack of funding.

Although the program finally received certification, it was not continued. (Nell and Shapiro, 1992:4)

An independent evaluation of the program showed that it was valued by many participants. However, the location and timing made it difficult for many black students dependent on public transport to attend. Perhaps the most significant issue was the lack of a



common vision between CCE and SAAYC. SAAYC was clear that the purpose of the program was to professionalise youth work by providing a combination of practical skills to enable youth workers to function more effectively and conceptual skills which would enable them to analyse and critically examine the areas of youth work in which they were involved. The CCE saw itself as developing a university based youth community leadership program that would give participants a broad understanding of the context of their work and skills of working more effectively. SAAYC, however, did not voice its concerns or articulate its vision clearly enough. (Nell and Shapiro, 1992:31-32)

The SAAYC initially determined to pursue its aims independently and in 1994 turned its attention to a *Training the Trainer* workshop. A significant spin-off from the workshop was the formation of the Youth Practitioners' Advocacy Group (YPAG). YPAG held a number of seminars and meetings in 1995 (which included speakers from Australia and the UK) and with the benefit of international funding from the Human Resources Trust (later the Youth Development Trust) organised the Southern African Youth Practitioners' Working Conference held at the Hunter's Rest Hotel near Rustenburg in the North West Province. The Rustenburg Conference was significant event (possibly the most significant event) in the professionalisation of youth work in South Africa. It brought together around 100 South African youth workers and similar professionals with ten delegates from neighbouring African countries. In addition, five key speakers from the United Kingdom, the United States and Australia were also invited, a legacy of Alroy Trout's international network. Through keynote addresses, panel discussions and commission groups, delegates explored the challenges facing youth workers,



the definition of youth work and youth workers and policy formation, the philosophy of youth work and training strategies and career paths and career ladders. A remarkable degree of consensus was reached and the international contributors served more to give credibility to local knowledge than to set new directions. The conference concluded with the Hunter's Rest Declaration through which delegates committed themselves to the professionalisation and recognition of youth work as a prerequisite to effective and sustainable youth development. This could be achieved through the development of appropriate curriculum, the establishment of a practitioners' association, the adoption of a code of ethics and standards of practice, working for appropriate policies and legislation, drawing attention to neglected issues, lobbying for the inclusion of the category of youth worker in labour legislation and the creation of a Southern African network. (YPAG, 1996) YPAG emerged from Rustenburg as a national body with provincial branches, moving it beyond its original Gauteng base.

#### Developments

Several developments occurred within a year of the Rustenburg consensus. Firstly, an interim Personnel Administration Standard was negotiated for youth work. This provided formal government recognition and registration (roughly equivalent to an Australian Award within the former arbitration system). The PAS defined salary, conditions of service, training and qualifications. This intensified the need to establish accredited training. An agreement was reached with Technikon Southern Africa to develop a degree level course (Bachelor of Technology, or B Tech) in youth work. Technikon SA already offered a certificate in child and youth care and proposed to upgrade this to a diploma and degree and to offer alternative streams in youth work and child and youth care. The Technikon option appealed to YPAG for a number of reasons. Firstly, technikons offered only vocational and technical courses and were committed to industry input. (In this sense, they are comparable with the universities of the Australian Technology Network, of which RMIT is a member. Although technikons offer programs from certificate to doctoral level, they are not self accrediting.) Secondly, TSA operated totally through distance education and had the capacity to offer courses virtually anywhere in South Africa. It has regional centres where tutorials and workshops can be conducted, and a residential centre in Johannesburg. This overcame some of the problems experienced by the pilot course offered by the CCE.

#### Curriculum

From 1997, YPAG in association with TSA, began to develop the framework for curriculum, based on the Rustenburg principles. However, the opposite problem was experienced to that of the CCE course. TSA was happy for the industry to develop the curriculum but the industry did not have the experience of writing curriculum. Some units were contracted to the University of Western Sydney but problems were experienced in relation to access to sources and knowledge of local processes. The curriculum development process slowed to a halt but was reinvigorated by the RMIT links program, outlined below.

One issue concerned the YPAG leadership: who should be the trainers? Whilst no youth workers had specific youth work training, many had some professional qualifications of some kind. Their number included teachers, social workers, community nurses, even a few lawyers and ministers of religion. A survey of those who attended Rustenburg showed that 58% had a degree or honours degree and 42% held a diploma. Their experience ranged from 1 to 14 years with a mean of 4.43 years. (YPAG, 1996:111-112) In spite of this level of training and experience, the YPAG executive considered that trainers should be qualified at the masters level. Negotiations were concluded for RMIT to offer a customised version of its Master of Education in Educational Leadership and Management. This program offered courses in managing change, tertiary teaching and learning, youth policy and youth work practice and research methodology. It concluded with a dissertation which is likely to provide the basis of a professional literature. Twenty-eight students commenced in November 1997 and are in most cases making steady progress. YPAG's relationship with both RMIT and TSA brought the two institutions together to make a successful submission to AusAID's Institutional Links program administered by IDP Education Australia. A grant of SA155,000 was made for a program to develop capacity for youth worker training in South Africa during 1998 and 1999. Its first activity was to develop a detailed plan of curriculum materials and to support South African youth workers in preparing them.

#### Workshop

In September 1997 YPAG held a national workshop at Maselspoort in the Free State. Thirty delegates took part from seven of the nine provinces and drafted a code of conduct. Discussions took place about the structure of a national professional association and a framework for a constitution. It was decided to proceed to a more formal

**In 1997, the role of the Social Work Council was broadened to become an umbrella body for youth workers, child and youth care workers, probation workers, community development workers as well as social workers.**

and structured association and to launch five regional associations by March 1998 and a national body with an approved constitution and code of conduct by June 1998. (YPAG, 1997) A number of factors moved the YPAG members from the loose association of Rustenburg to a formally constituted professional body. Probably the most significant beyond the development of a qualifying course, was the need to relate to the South African Qualifications Authority (SAQA) and the Interim Social Welfare Council. SAQA was established to implement an industry-led, competency-based National Qualifications Framework of eight levels. A formally constituted YPAG could determine unit standards, level descriptors and assessment requirements and could define and assess recognition of prior learning (RPL). In 1997, the role of the Social Work Council was broadened to become an umbrella body for youth workers, child and youth care workers, probation workers, community development workers as well as social workers. The new body, to be in place by October 1998, is to determine qualifications for registration, to determine minimum standards of education and training, to determine standards of professional conduct and exercise control over it and to provide advice to the Minister. Clearly, a formally constituted YPAG would be needed to inform the council on matters pertaining to youth work. Existing YPAG branches attended hearings on the development of the ISWC. (YPAG, 1997) ■

**David Maunder**, Centre for Youth Affairs Research and Development, RMIT University, Melbourne; Visiting Lecturer, Public Management Program, Technikon Southern Africa, Florida, Johannesburg.

*This article will be concluded next month.*

# Thoughts on discipline

Discipline is an essential part of our human existence. From time immemorial human beings distinguished themselves from other animal creatures in various ways, and the characteristic of discipline certainly stood out as a diadem. All other animals react instinctively, whilst humans have the ability to delay their id impulses of aggression, hunger and sexual gratification. This ability relates to discipline, albeit self-discipline – inner control of feelings and impulses – is also part and parcel of planning, industriousness; making provision for the future and sensible and maximum use of resources.

However, at the heart of discipline (and the fact that our ideals and desires are frustrated from time to time) lies the reality of pain and discomfort. This on the one hand versus joy and happiness on the other, establishes the balance and wholeness of the human experience. It is really sad if we as adults, parents, teachers and professionals who act as guardians, stewards and role-models of our children, try to rob them of this crucial aspect of our being. Everyone, especially our children, should realise that both joy and pain are important in their development — and if we should attempt to remove one of these from the equation, we could end up with a skewed or unbalanced individual. It will most certainly affect such individuals' inner resources, as well as their outlook and expectations of life.

### The realities

Proponents of the strengths-based approach to child care actually frown upon current measures of discipline. They are very vague and uncertain about dealing with difficult, troubling, wayward and sometimes criminal behaviour of children. How do you deal with a child who broke your window wilfully; who assaults other children; who threatens to do harm with knives and guns; who blatantly ignores, disrespects and disobeys rules and commands? Surely, no matter how hard you may concentrate on that child's strengths, you need to deal with his negative and disruptive behaviour immediately and effectively.

Corporal punishment is definitely outmoded, and our history is fraught with child abuse and the like. Modern western society regards itself as "civil" and on a higher level than certain other cultures and societies. Take for instance certain middle-east cultures which invoke fear as a deterrent to criminal behaviour by cutting off limbs of the offenders; or certain other countries

where capital punishment is still at the order of the day. It is ironic, no, hypocritical that modern western society assumes the moral high ground — decadence, avarice and immorality notwithstanding.

### Clear measures

It is agreed that corporal punishment does not achieve much and should remain outlawed. However, other clear and definite measures of discipline and means of managing behaviour should be used by caregivers and teachers in their relationship with children. Behaviour modification, with its use of positive reinforcement and privileges/withdrawal of privileges, is only one way of interacting with children. Even behaviourists propose that positives should out-weigh negatives in a ratio of 9:1. However, there comes a time in discipline, that a child will experience pain and discomfort. We should allow the child this experience.

Right from the very beginning when the first two human beings were created by God, the discipline was already at play. They had to restrain themselves from partaking of the fruit of a certain tree. When they failed and thereby disobeyed God, God had to discipline them. What God did is a lesson for all mankind. God called all the relevant parties together, even the serpent, and spoke to them. He took time to show them where they went wrong. God also took action – he banished them from paradise (the withdrawal of privileges). Furthermore, He also told them how to reach that state of glory again. That was the beginning of time. At the end of time the same concept of reward and punishment will come into play again. Even in our modern society rules and laws have their significance and place, and the court system is there to enforce these. We as adults are rewarded at the end of a month when we have completed agreed and honest work.

It is important not to use disciplinary measures and methods for children as a crutch and without meaning. Central to whatever form of discipline we use, should be love and respect. Certainly our children need these and expect them of us. They are our future.

**Richard Haridien**  
Cape Town



*'We decided to stay together for the sake of the child benefit grant.'*

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The punishment debate continues: **Brenlee Robinson** walks us through the corporal punishment argument to help clear up some of our thinking about punishment

## The Effects of Corporal Punishment

Corporal punishment is a punitive act that inflicts pain. This includes hitting, slapping, spanking, or forcing a child to maintain an uncomfortable position. Most children have been spanked. The use of corporal punishment declines as children reach adolescence.

### Opposition

Frequently a punishment has more to do with a parent's frustration level than with the child's misbehaviour. Many cases of child abuse result from an escalation of what starts off as "low level" hitting or spanking. Most child welfare organizations have policies opposing the use of corporal punishment. Many child advocates are against corporal punishment because of the affront to the child's dignity. Others oppose it because of the unfairness of an adult using physical force on a much smaller child. For others still, the issue has been one of justice. If we are legally prohibited from striking other adults, why is it okay to strike a child? Research indicates there are more reasons to oppose the use of corporal punishment and to support alternative disciplinary methods.

### Does spanking work?

Studies indicate that physical punishment does temporarily produce the desired results. But in the long term, spanking not only does not work, it carries with it many negative effects. The long-term use of corporal punishment tends to increase the probability of deviant and antisocial behaviours, such as aggression, adolescent delinquency and violent acts inside and outside the family as an adult. One explanation is that after living with violence that is considered 'legitimate', people expand this to accept violence that is not considered legitimate. For example, violent acts that

are considered legitimate include maintaining order in schools by punishing children, deterring criminals and defending one's country against foreign enemies. The 'cultural spillover' theory proposes that the more a society uses force for socially legitimate ends, the greater the tendency for those engaged in illegitimate behaviours to also use force to attain their own ends.

Corporal punishment has been associated with a variety of psychological and behavioral disorders of children and adults, including anxiety, alcohol abuse, depression, withdrawal, low self-esteem, impulsiveness, delinquency and substance abuse.

### The emotional climate

It seems that mild physical punishment will have some effect on aggression and delinquency if the punishment is administered in an atmosphere of warmth, reasoning, and acceptance.

However, studies indicate that few children are spanked in this type of rational and warm emotional environment. Punishment is usually administered in the heat of the moment, when anger is the strongest emotional influence.

Children tend to perceive corporal punishments administered in anger as rejection by the punisher — usually a parent or other person important to the child. The strength of this perception is determined by the severity and frequency of punishments received. The more rejected children feel, the more impaired their psychological adjustment tends to be. Perceived rejection and physical punishment each negatively affect the child's emotional and psychological development. Together, the effects are compounded.

Corporal punishment is usually predicated by an *adult's frustration level*, rather than by the

*child's misbehaviour*. Most physical punishments are imposed on children to "teach them a lesson," and are usually in response to a perceived misbehaviour. These punishments do teach lessons—but not the intended ones.

Corporal punishments teach children to consider consequences of their actions in terms of what will or won't "earn" them a punishment. The children are usually not taught to consider others or the consequences of their acts on others. This is a superficial morality, based on the probability of getting caught. There is no development of moral judgment or self-control. When children are physically punished by adults, they are shown that one need not consider the well-being of others. This modelling of violence may be the most damaging effect of all.

### Natural vs. artificial consequences

The consequences of a child staying up past bedtime may include not being able to get up on time the next day, being tired and cranky, and/or missing the school bus. The natural consequence is what occurs without adult intervention. When children are helped to recognize the natural consequences of their actions, they can learn to predict these consequences and develop their own judgment based on real situations.

A punishment is an artificially-imposed consequence. When a parent steps in with artificially-imposed consequences, such as punishment for staying up late, the child learns to predict and plan for the punishment. *The child learns to focus on how to not get caught, rather than on how to not be tired the next day.* The overall result is more likely to be a child who focuses on the rules and how to get around them, rather than on the reasons behind the rules.

### **Punishment or protection**

The use of force with children is not always corporal punishment. There are times when an adult has to prevent a negative, natural consequence from occurring. While children do learn from experiencing the natural consequences of their actions, there are times, such as when a child runs into the street or is about to touch a hot stove, that the price of the lesson is too high to pay. Stopping children from fighting also falls into this category. Restraint prevents potentially serious injury. Physical restraint to prevent something from occurring may be force, but it is not corporal punishment. Restraint precedes and precludes undesirable or dangerous behaviour. Restraint becomes corporal punishment when it exceeds the degree of force necessary to restrain. Spanking a child provides an emotional release for the person administering the punishment, but it comes at the expense of a child's well-being. The temporary stopping of the undesired activity and the emotional release for the punisher are all that can be said for corporal punishment.

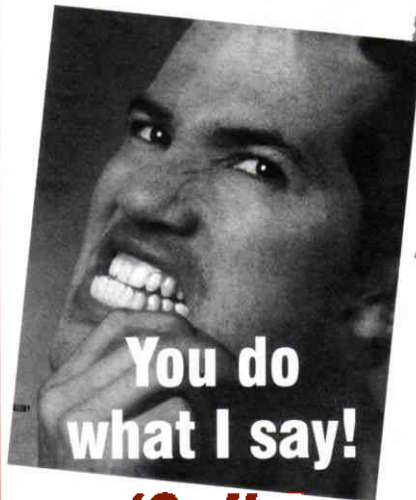
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**Brenlee Robinson** is an independent consultant in child care, early education and other issues confronting families.

There has been a good response to our invitation to readers to contribute to this debate on punishment (see letter on page 18). It is an issue which most people agree requires a lot of thought. Further contributions are welcome

## **Two ways to discipline**



**You do what I say!**

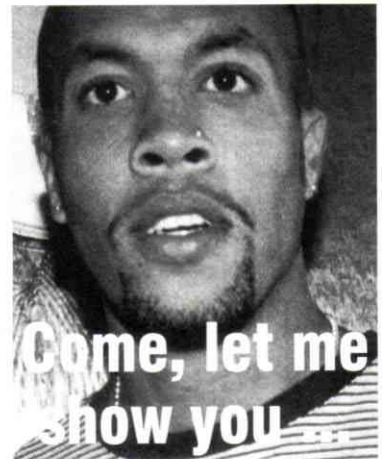
**(Or I'm gonna hurt you.)**

**We use power to force kids to do what we want. This way we get instant obedience — and we don't have to put ourselves out — but tomorrow we have to do it all over again.**



**The kids say ...**

**You scare me when you treat me like this. You leave me feeling humiliated and resentful.**



**Come, let me show you**

**(You've gotta learn to do this.)**

**We recognise that our job is to teach kids skills for life. This way we give ourselves work — and maybe a little success — but tomorrow we're one step further ahead.**



**The kids say ...**

**You take my needs seriously. You leave me feeling more competent and worthwhile.**

**Good discipline with troubled kids is careful to avoid feelings of attack, threat and rejection. When we have tried to understand their needs and engaged youngsters, we can work together at their growth tasks — so they feel (often for the first time) that they are important to someone.**