

TRANSFORMATION POLICY FOR SOUTH AFRICAN RUGBY: COMPARATIVE PERCEPTIONS

By

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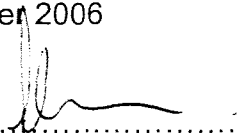
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October, 2006

DECLARATION

I, Shamila Sulayman, hereby declare that the work in this research paper is my own original work and that all sources used or referred to have been documented and recognised; and that this research paper has not previously been submitted in full or partial fulfilment of the requirements for an equivalent or higher qualification at any other recognised education institution.

October 2006



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DEDICATION

This work is dedicated to the many unsung heroes of South African rugby who have tirelessly contributed to the development of the game and the people who play it.

ABSTRACT

In 1992 the game of rugby became a unified entity for the first time in the history of the game in South Africa. Prior to that, like every other sport within South Africa, as well as other societal facets, sport had been played, administered, managed and funded along racially segregated lines. This reality was a direct product of South Africa's ruling party's official policy of Apartheid, which had officially been in existence since 1948 and, which meant that South Africa was divided and ruled in terms of its peoples' races and cultures. For all of rugby's stakeholders from both divides, namely blacks and whites, it would, therefore, require a change in mindset, attitude and practice in order to embrace this newfound unity, which would bring people together on the playing fields for the first time in more than 100 years. It has become evident, though, that in spite of the South African Government's call, via the South African Sports Ministry and its overseeing body, the South African Sports Confederation and Olympic Committee (SASCOC), for more transparency in terms of the South African Rugby Union's (SARU's) intentions for transformation within South African rugby and in spite of the government's guidelines and objectives for a democratic approach to sport in South Africa, the transformation pace within South African rugby has been inconsistent and slowed. This slowed process has also been inconsistent with SARU's measures and attempts at developing players; particularly those who hail from historically disadvantaged backgrounds. This is evident from the number of black Springbok players, especially since rugby unification, which had occurred 14 years ago. The research study shows that 8.5% of all senior Springbok players since then are black, which translates to the fact that Springbok rugby remains overwhelmingly dominated by white players. The main objective of the research study has been to gauge the perceptions of South African rugby's stakeholders with regard to the issue of transformation within South African rugby. The research shows that a vast majority of the participants in the research survey believed that, though SARU does adhere to the Government's call for transformation, there has not been sufficient proof of this on the playing fields in terms of black representation. In 2006, with input from the Sports Ministry and SASCOC as well, SARU launched their Broad-Based Transformation Charter, which outlines their commitment and dedication in a practical and sustainable manner, towards the achievement of proper, holistic and methodical transformation within South African rugby. This programme should become institutionalised by mid-2007, which also creates a possibility for future research into the subject, particularly with respect to whether SARU has been able to fully integrate the transformation objectives, which they had, along with SASCOC and other stakeholders, endeavoured to achieve.

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“SPORT HAS THE POWER TO CHANGE THE WORLD AND THE POWER TO UNITE PEOPLE IN A WAY LITTLE ELSE DOES”.

Nelson Mandela: Inaugural Laureus World Sports Awards (2000)

CHAPTER 1: INTRODUCTION

1.1 INTRODUCTION AND BACKGROUND TO THE RESEARCH PROBLEM

Prior to 1992, rugby, as every other sport in South Africa, was played along racially segregated lines. This reality seemed microcosmic of South African society, in general, particularly because of the National Party's policy of Apartheid, which had been the political vehicle of the ruling party since 1948. In spite of the fact that rugby was a segregated sport, the game flourished at different levels within different communities from as early as the 1890's (Booley: 1998). According to Booley (1998), the game of rugby had been divided and ruled separately for more than 100 years before any kind of change was realised. The political nature of the Country began to waver from around the late 1980's and this inevitably spilled over into rugby when senior rugby administrators from both sides (black and white) of the racial divide began to engage in a series of unification talks (Booley: 1998).

These talks were also attended by participatory executive delegates of the then-exiled African National Congress (ANC), which would later become the first democratically elected government of South Africa in 1994, and initially took place in African countries such as Zambia and Zimbabwe. The main aim of

these talks was to discuss a progression for South African rugby to become a single, non-racial, unified entity. In the light of these talks, a foundation for South African rugby unification had been laid.

On 2 February 1990, during his final opening-of-parliament speech, the South African president, Mr FW de Klerk, announced that sport would become fully integrated within the country, without any government interference. In that same year, a historic meeting was held between the South African Rugby Board (SARB), the traditionally white rugby union, and the South African Rugby Union, which incorporated black rugby unions from each province. Booley (1998) indicates that the most significant outcome of this meeting was the decision to form one national rugby body within South Africa. It was named the South African Rugby Football Union (SARFU). Two years later, the necessary transformation structures were established by joint working committees from both parties and on 12 March 1993, Ebrahim Patel became the first black president-elect of SARFU, a position he held jointly with Dr Danie Craven of the SARB for the duration of the transition period (Booley: 1998). From this point on, all of South Africa's rugby players would participate under a single, unified banner.

However, the path of transformation, in the form of representation, has been hampered in respect of access and opportunity for many rugby players, as well as other stakeholders, in general. The National Government, particularly under the auspices of the Sport Ministry, as this research study will show, has continually felt the need to intervene in respect of transformation strategies if SARFU did not speed up change in the development and constitution of the game. The author believes that many *rugby-loving* South Africans, who, since the country had become a unified, democratic one in 1994, began to support South African rugby and wanted to see more representation, particularly in provincial and national teams, in terms of race and culture. Coaches, administrators and players also faced the issue of transformation, which the author believes has called on all involved, irrespective of racial background, to

unlearn the past in order to create a paradigm shift, so that the realities of change within South Africa may be absorbed.

The author further believes that the problems, which have been and are caused by rugby's unification, along with the government's support for speedier and more meaningful transformation, is worthy of being researched. The main reason being that complete transformation has been slowed down because there are too many different perceptions, which are held by all of rugby's stakeholders, in view of what exactly transformation means. However, it may even be learned, during the course of the research study, that there are stakeholders who have an insufficient or zero awareness of the concept of transformation.

1.2 CLARIFICATION OF BASIC TERMS AND CONCEPTS

In order to eliminate any misunderstanding or misperceptions on the part of readers, particularly with regard to the terms and concepts, which may be used throughout the research study, the author has provided a glossary, which should clarify the intended meanings of such terms and concepts. For an easier access, an alphabetical list has been tabulated.

Table 1.1: Terms and Concepts

1. Apartheid	The official South African government policy of racial segregation, which was established from 1948-1994, under the rule of the National Party.
2. Black	Racial groups traditionally referred to as African, Coloured and Indian, as a result of Apartheid policies.
3. Currie Cup competition	An annual South African provincial rugby competition.
4. Perceptions	This refers to how transformation is viewed by South African rugby's stakeholders.
5. Policy	Plans of action adopted by the South African government to fully integrate all sporting codes.
6. Race / Culture	The two terms may be used interchangeably for the purposes of this research study.
7. SARB	South African Rugby Board, the white rugby union prior to unification.
8. SARU	South African Rugby Union, the black rugby union prior to unification.
9. SARFU/SARU	South African Rugby Football Union. South African Rugby Union, to which it had reverted in 2005.
10. Stakeholders	The South African Government, SARU.

	rugby players, coaches, administrators and the public.
11. Stormers	The regional South African rugby team, comprising players from the Western Province, Boland and Southwestern District Regions.
12. Super 12 / 14	An annual, regional rugby competition held between the SANZAR countries, which are South Africa, New Zealand and Australia.
13. Transformation	Integration of rugby in terms of race and culture, particularly in terms of redressing the past by ensuring equity in the selection of players.
14. Tri-Nations	An annual test match series, which is held between South Africa, New Zealand and Australia.
15. Western Province Rugby Football Union (WPRFU)	A local South African rugby union from the Western Cape.
16. Rugby World Cup	An international rugby competition, which is held every four years between various qualifying countries globally.

1.3 RESEARCH STATEMENT

The research study is an examination and comparison of various and differing perceptions, which are held by South African rugby's stakeholders, in relation to the South African government's policy of transformation in sport, as envisioned in the National Sport and Recreation Act of 1998, (Act No. 110, 1998).

1.4 RESEARCH QUESTIONS

Throughout the research study, a number of pertinent questions, which relate to the perceptions of South African people to the transformation initiatives in rugby, particularly on a national level, will be answered. The questions, as they relate to the different stakeholders, will be outlined below.

1.4.1 THE GOVERNMENT

- What is their definition of transformation?
- What contributions have the South African Government made to filter transformation into rugby?
- What future endeavours would the Government consider if they are not satisfied with the pace of transformation?

1.4.2 SARU

- What is their understanding of transformation?
- What transformation policies have they established, if any?
- What structures have they established to promote transformation and how have they dealt with the responses to these?

1.4.4 PLAYERS

- What do they understand by transformation?
- Why do they believe the South African Government advocates transformation?
- Is transformation in South African rugby necessary?

1.4.5 THE PUBLIC

- What is their understanding of the concept of transformation?
- Should transformation play any role in the selection of South African squads and teams?

1.5 OBJECTIVES OF THE STUDY

The main objective of the research study is to gather an array of perceptions and reactions from rugby's stakeholders in relation to the South African Government's vision in terms of transformation. Once this objective has been realised, the research will progress to attempt a comparative analysis of these various perceptions in respect of their differences, as well as possible similarities. A further aim of the research objectives is to discover and examine the reactions of the stakeholders toward the South African Government's transformation vision. The results, which will illustrate their perceptions, will be presented in the form of a comparative study.

1.6 RESEARCH DESIGN AND METHODOLOGY

A literature review is presented in the following Chapter, which aims to contextualise the research study. The National Ministry of Sport and Recreation Act, (No. 110, 1998), the National Department of Sport and Recreation's White Paper (2002), as well as the National Sport and Recreation Amendment Bill (2006) will be considered as the official Government documentation in relation to sport transformation within South Africa. Other articles, which will also be presented, include documentation from the South African Sports Commission, which was later amended to read as the South African Sports Federation and Olympic Committee (SASCOC) since the National Sport and Recreation Amendment Bill of 2006, as well as various articles, which refer to the Sport Ministry and the government's stance, which promotes integration within all South African sporting codes.

Two documents, which were published by SARU, will also be referred to, namely their Vision 2003 (2001) document, which is a strategic account of their plan to entrench rugby as a national sport by ensuring that rugby can 'transform grow, win and remain financially sustainable'; and the South African Rugby Charter (2000), which sets out the sport's transformation ideals and, which came about as a result of the SARU-initiated Conference Against racism, discrimination and Prejudice in Rugby, which was held in 2000. The most recent published SARU document, South African Rugby Union's Approach to Broad-Based Transformation (2005), will also be discussed and analysed.

Questionnaires were distributed to a random, sample grouping of members of the Western Cape public in order to gauge an understanding of their perceptions of transformation within South African rugby. Interviews were also conducted with administrators of the game in an attempt to examine their roles within the sphere of transformation, as well as to gauge their perceptions of the process. The representatives of these sample groups were chosen, as far as possible, in equal

relation to black and white race groups, since this may or may not directly impact the outcome of the research.

The research study also examines a survey, which was conducted with the 2003 Springbok World Cup trial's squad by the Springbok management at the time. The Springboks represent the country's leading national players, as their respective coaches, as well as the Springbok selectors usually consider them, to be the best in their positions within the Country. As a result of the author's interview with Mark Keohane, the Springbok Media Manager (2002-2003), the author secured rights to use the results of this survey for this research study, particularly since it dealt directly with their perceptions of transformation within South African rugby.

1.7 EXPECTED OUTCOMES, RESULTS AND CONTRIBUTIONS OF THE RESEARCH

The outcomes of this research study should provide the South African Government's Sport Ministry, SARU, as well as the rugby public, with some insight into the perceptions of stakeholders' views of transformation within rugby. The study should also be able to show whether or not and, to what extent, racial dynamics play a role in peoples' perceptions. It is also expected that this study will contribute to a clearer understanding, particularly for the Government and SARU, of the expectations of rugby players, as well as the South African public.

1.8 SUMMARY AND CONCLUDING REMARKS

This introductory Chapter has provided an outline of the context of the research study, in terms of a condensed historical background of South African rugby. It is

against this background that the present need for meaningful transformation has arisen. Whilst rugby unification was first realised in 1992, 14 years later, it remains an issue worthy of being researched because of seemingly shortcomings within the realm of the successful transformation of the game. The following chapter will attempt to examine the commitments of both the South African Government, as well as SARU, towards overcoming these shortcomings and, therefore, set the standards against which the perceptions of other rugby stakeholders may be measured.

CHAPTER 2: THEORETICAL CONTEXTUALISATION OF THE RESEARCH STUDY

2.1 INTRODUCTION

In order to contextualise the research study, which aims to examine the perceptions of transformation within South African rugby against the backdrop of the South African Government's initiatives in the form of guidelines for transformation programmes and policies, it becomes necessary to consider and describe the discipline, which allows for such governmental programmes and policies to be constituted. Initially, the discipline of Public Management was housed within the context of Public Administration, however, academics, as well as political scientists, have shown the need and capacity for the discipline of Public Management to be studied and made operative as an independent entity, especially since it specifically encompasses the functioning of the government, as opposed to the broader field of Public Administration. Public Management, as it specifically pertains to the research study, also includes the significant process of Public Policy and the making thereof, which is an important facet within the contextualisation of this research study, which considers the probability of an official South African governmental policy for South African rugby.

2.2 THEORETICAL FRAMEWORK OF THE DISCIPLINE: THE CONTEXT OF PUBLIC ADMINISTRATION

According to Schwella (1991: 2), Public Administration is described as "that system of structures and processes, operating within a particular society as environment, with the objective of facilitating the formulation of appropriate governmental policy, and the efficient execution of the formulated policy". Schwella (1991) asserts that this definition accentuates the significance of the environmental context, politics and policy, policy execution and management. It

becomes clear from this definition that, by defining it in this way, Public Administration is much wider in scope and nature than Public Management. Public Management is only part of Public Administration, while they should not be seen as synonymous, since this may lead one to disregard the dynamic context and political nature of Public Management (Schwella: 1991). In terms of the definition presented here, the specialised study of Public Management, may be linked in a similar way to Public Administration as, for example, administrative law, policy studies, organisational science and bureaucratic theory.

The above view of Public Administration, as the broader context of Public Management, is also evident from the curricular requirements, which was set by the International Association of Schools and Institutes of Administration (IASIA), as cited by Schwella (1991). According to the IASIA (1978), curricula for Public Administration should include, amongst others, knowledge of:

- cultural, economic, legal, social and political institutions and processes;
- organisations and organisational behaviour;
- policy analysis, formulation, implementation and review;
- administration processes with particular emphasis on managerial functions, personnel and finance;
- quantitative and non-quantitative tools and methodology; and
- ethical and value systems within which public administrators must operate.

2.2.1 PUBLIC MANAGEMENT

The IASIA, as cited in Schwella (1991), has argued for the distinctiveness of Public Management as follows:

Although the administration of public functions and private business enterprises has some common elements, the environment, objectives and processes of administration are sufficiently different to call for curricula [and practices] which focus on the public aspects of management. For example, training in quantitative

analysis may be common for both public and private managers, but training in the political environment and values is more essential for the public manager.

It can be argued too that the approaches to the management of public and private organisations will have more in common at the level of techniques and less in common at the level of political and managerial judgement and decision-making, whilst the implications of this distinctive approach are numerous and significant (Schwella: 1991).

2.3 A PUBLIC MANAGEMENT MODEL

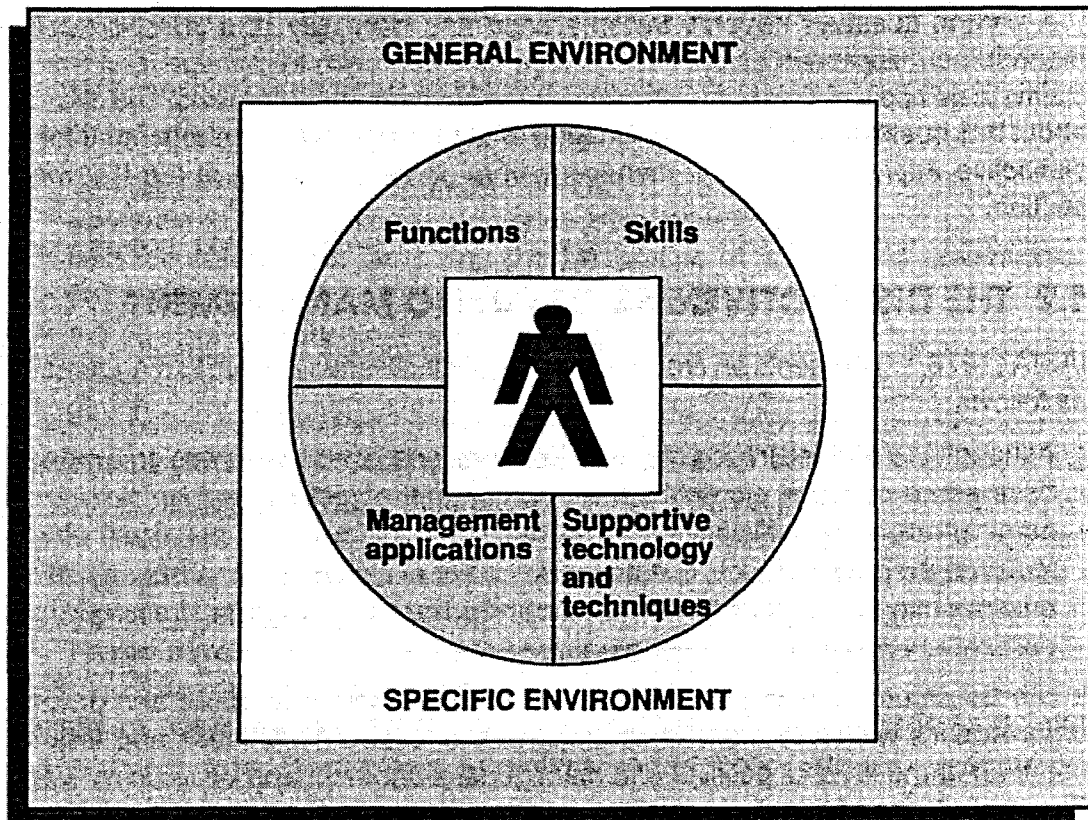
In order to attempt to conceptualise, explain and simplify the complexities of Public Management, Fox, Schwella and Wissink (1991) have designed a model, which they believe may prove useful to do so. The model, which is presented below, accepts the fundamental premises of the contingency approach to management. The contingency approach is based upon open systems theory stresses the importance of the environment for the theory and practice of management. This emphasis is a constant and continuous theme in the public management model presented here, which therefore, asserts that Public Management functions and public managerial skills should be constantly assessed in terms of the public management environment (Schwella: 1991).

The public management *functions* constitute ongoing concerns for public managers and are used to delineate and conceptualise the management task in line with a functional approach to management. These public management functions are supported and underpinned by management skills. The *skills* are distinguished from the management functions as they are more practical and can be taught and learned practically (Schwella: 1991).

According to Schwella (1991), public management *applications* attempt to incorporate a wide spectrum of management knowledge and skills into integrated

and systematic approaches to improve the quality of particular aspects of public management. Examples of this would include policy analysis aimed at improving the quality of policy decisions, strategic management aimed at improving the capacity to plan and manage optimally based on systematic assessments of opportunities and constraints and organisation development aimed at improving the productivity and adaptive capacity of organisations within turbulent environments (Schwella: 1991). The Public Management Model, therefore, focuses on the environment of public management, the public management functions, and public management skills, applications for public management and supportive technology and techniques. The following figure, Figure 2.1, depicts the Public Management Model, which was designed by Fox, Schwella and Wissink (1991).

THE PUBLIC MANAGEMENT MODEL



GENERAL ENVIRONMENT
 Political • Social • Economic • Technological • Cultural

SPECIFIC ENVIRONMENT
 Suppliers • Competitors • Regulators • Consumers

FUNCTIONS	SKILLS	APPLICATIONS
Policy-making Planning Organising Leading Control and evaluation	Decision-making Communication Management of change Management of conflict Negotiation	Policy analysis Strategic management Organisation development
		SUPPORTIVE TECHNOLOGY AND TECHNIQUES
		Computer technology and information management Techniques for public management

2.4 DEFINITIONS OF PUBLIC POLICY

According to Dye (1978), “public policy is whatever governments choose to do or not to do”. It is generally assumed that if a government chooses to do something, there should always be a goal, objective or purpose, but all that is really observed is what governments choose to do or not to do. Though quite simply stated, Dye (1978) supports his assertion by adding that realistically, the notion of public policy must include *all* actions of the government and not merely the stated intentions of the government or government officials. He also cautions that government inaction should also be considered in terms of what a government chooses not to do, as public policy since government inaction can have as great an impact on society as government action.

Dye (1978) argues that governments do many things: they regulate conflict within society; they organise society to carry on conflict with other societies; they distribute a great variety of symbolic rewards and material services to members of the society; and they extract money from society, most often in the form of taxes. Thus, public policies may be regulative, organisational, distributive or extractive – or all of these concepts simultaneously (Dye: 1978). Public policies may deal with a wide variety of substantive areas such as defence, foreign affairs, education, welfare, police, highways, taxation, housing, social security, health, economic opportunity, urban development, inflation and recession. They may range from the vital to the trivial such as from the allocation of billions of dollars for an antiballistic missile system to the designation of an official national bird (Dye: 1978).

Hogwood and Gunn (1984:23) argue that public policy is subjectively viewed by way of a perception that public policy constitutes a series of patterns of related decisions, which have been concluded by many circumstances and personal, group and organisational influences. They add that the policy-making process involves many sub-processes, which may cause the process to be prolonged in

terms of its time frame. The outcomes of policies should be analysed, as well as compared and contrasted with the policy makers' initial intentions, particularly since the objectives of a policy may change or alter during the course of it being processed (Hogwood and Gunn, 1984:24).

Hogwood and Gunn (1984:24) further assert that the study of policy would require an understanding of behaviour, which involves interaction within and among organisational memberships. Finally, they concur that public policy can only be regarded as such when the policy has been processed within the framework of governmental procedures, influences and organisations.

According to Fox and Bayat in Fox, Bayat and Ferreira (2006), the link between law, legislation and policy may be a simple matter of describing policy in a political system as a process including all interactions such as demand structure, expression of demands and political conversion processes that produce outputs. This would correlate with the view that public policy is whatever governments do or decide to not to do, from policy making to legislating and deciding not to apply policies or legislation in particular circumstances. The opposite view would be that public policy is merely a formulation and declaration of intent by a public body. This would correlate with the view that policy should be ambiguous – that is, interpretable – and that as soon as it is incorporated into legislation, the legislation itself cannot be regarded as policy but merely as reflecting a policy or policies (Fox, Bayat and Ferreira: 2006).

Wissink (1990) believes that many varying perceptions on defining policy exist owing to the ambiguous nature of public policy and the deficiency of many definitions on public policy. According to Wissink (1990), public policy manifests itself in various ways: a field or activity, an expression of purpose or state of affairs, specific proposals, decisions of government, formal legislation, programmes, and outcomes of programmes and the discretion of officials. Policy may be classified as types of public policies; according to the types of outcomes,

regulatory, distributive, or according to their impact on society, the types of goods and services, which they provide, the inherent quality for change or preservation, the specific sectors of society at which they are aimed and the substantive or functional policy areas, which exist.

2.4.1 THE SYMBOLIC IMPACT OF POLICY

The impact of a policy includes both its symbolic and tangible effects (Dye: 1978). Its symbolic impact deals with the perceptions that individuals have of government action and their attitudes towards it. Dye (1978) argues that even if government policies do not succeed in reducing dependency, or eliminating poverty, or preventing crime, and so on, this may be a rather minor objection to them if the failure of government to *try* to do these things would lead to the view that society is “not worth saving”.

The policies of a government may tell one more about the aspirations of a society and its leadership than about actual conditions. Policies do more than effect change in societal conditions; they also maintain an orderly state (Dye: 1978). For example, a government's ‘war on poverty’ may not have any significant impact on the poor, but it reassures moral communities, the affluent, as well as the poor, that the government ‘cares’ about poverty. Whatever the failures of the antipoverty programme in tangible respects, its symbolic value may be more than redeeming. For example, whether the fair housing provisions of the [American] Civil Rights Act of 1968 can be enforced or not, the fact that it is national policy to forbid discrimination in the sale or rental of housing reassures people of all races that their government does not condone such acts (Dye: 1978). Similarly, an official South African government policy related to transformation in South African rugby would assure South Africans of their government's commitment to fair and equal treatment and, therefore, public policy would serve as a symbol of what the broader South African society aspires to.

2.4.2 THE LIMITATIONS OF PUBLIC POLICY

Societies usually expect much of their governments because of the confidence they have in them. Societies have come to believe that governments can eliminate poverty, end racism, ensure peace, prevent crime, restore cities, clean the air and water, and so on, if only they will adopt the right policies (Dye: 1978). On the one hand, it may be desirable to have this kind of confidence in the potential effectiveness of public policy, particularly if it inspires societies to continue to search for ways to resolve societal problems. However, any serious study of public policy should also recognise the limitations of policy in affecting social conditions (Dye: 1978). The limitations are summarised as follows:

1. Some societal problems are incapable of solution because of the way in which they are defined. If problems are defined in relative rather than absolute terms, they may never be resolved by public policy. For example, if the poverty line is defined as the line, which places one-fifth of the population below it, then poverty will always be a reality regardless of how well-off the 'poor' may become. Relative disparities in societies may never be eliminated. Even if income differences among classes were tiny, then tiny differences may come to have great symbolic importance and the problem of inequality may remain.
2. Expectations may always outweigh the capabilities of governments. Progress in any area may simply result in an upward movement in expectations about what policy should accomplish.
3. Policies that solve the problems of one group in society may create problems for other groups. In a plural society one person's solution may be another's problem. For example, solving the problem of inequality in society may mean redistributive tax and spending policies, which take from persons of above-average wealth to give to persons with below-

average wealth. While the latter may view this as a solution, the former may view this as creating serious problems. There are no policies, which can simultaneously attain mutually exclusive ends.

4. It is quite possible that some societal forces cannot be harnessed by governments, even if it is desirable to do so. It may turn out that governments cannot stop urban migration patterns of whites and blacks, even if it tries to do so. Whites and blacks may separate themselves regardless of government policies in support of integration. Some children may not be able to learn much in public schools, irrespective of what is done. Governments may be unable to forcibly remove children from disadvantaged environments because of family objections even if this proves to be the only way to ensure equality or opportunity, and so on. Governments may not be able to bring about some societal changes.
5. Frequently people adapt themselves to public policies in ways that render the policies useless. For example, the problem of poverty may be solved by government guarantees of a high annual income, but by so doing, the incentives to work may be reduced and thus increase the number of dependent families beyond the fiscal capacities of government to provide guarantees. Therefore, the possibility exists that adaptive behaviour may frustrate the achievement of policy objectives.
6. Societal problems may have multiple causes and a specific policy may not be able to eradicate the problem.
7. The solution to some problems may require policies that are more costly than the problem. For example, it may turn out that certain levels of public disorder – including riots, civil disturbances and occasional violence – cannot be eradicated without the adoption of repressive policies such as the forcible break-up of revolutionary parties, restrictions on the public appearances of demagogues, the suppression of hate literature and the addition of large numbers of security forces. However, these repressive policies would prove too costly in terms of democratic values such as freedom of speech and press, rights of assembly, and freedom to form

opposition parties. Thus, a certain level of disorder may be the price to pay for democracy. There are, undoubtedly, other examples of societal problems that are simply too costly to solve.

8. The political system is not structured for completely rational decision making. The solution of societal problems generally implies a rational model, but government may not be capable of formulating policy in a rational fashion. Instead, the political system may reflect group interests, elite preferences, environmental forces, or incremental change, more than rationalism. Presumably, a democratic system is structured to reflect mass influences, whether these are rational or not. Elected officials respond to the demands of their constituents and this may inhibit completely rational approaches to public policy. Social science information does not exist to find policy solutions, even where such information exists, it may not find its way into the political arena.

2.5 THE CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA (Act No. 108 of 1996)

The Constitution of the Republic of South Africa was adopted in 1996 as the supreme law, which governs the nation of South Africa. In its Preamble, it refers to the injustices of the past, which is a direct reference to the Apartheid era that the South Africa had emerged from prior to it becoming a democratic state in 1994. The Preamble of the Constitution (1996) alludes to these injustices as a measure for people to recognise and come to terms with the fact that there were numerous injustices, which had occurred during the Apartheid period, notably that the policy, which had been an official ruling policy of the Nationalist Government of South Africa since 1948, was based on racial segregation, which was wrought with social, political, as well as economic inequalities.

Simultaneously, the Preamble of the Constitution (1996) encourages South African citizens to 'heal the divisions of the past' by working towards the establishment of 'a society based on democratic values, social justice and fundamental human rights'. There may be varying ways and means to achieve this and the arena of sport would certainly be one way of firstly, bonding a nation by creating a sense of national pride and patriotism and, secondly, by making South African national sporting teams as demographically representative as possible so that all South Africans can feel satisfied with the notion that their national teams, often referred to as national assets, are legitimately representative of its peoples.

2.6 SUMMARY AND CONCLUDING REMARKS

This Chapter has attempted to provide a theoretical basis for the research study by reflecting on the discipline of Public Management, firstly within the context of Public Administration and secondly, as a unique entity. Whilst the Chapter considered the role of public managers in terms of their skills, qualities and functions, as well as the environment in which it operates, it is the function of public policy and its making that has a direct relation to the research study. In terms of public policy, the Chapter examined various academic definitions of 'policy', which may, to a lesser or greater degree, vary from author to author. Nonetheless, it would seem that public policy could not have been more aptly described by Dye (1978) in his assertion that it is "whatever governments choose to do or not to do".

The symbolic impact of public policy was also discussed, where it was significantly noted by Dye (1978) that the perceptions of individuals within a nation might have vast implications in terms of how they perceive the government-of-the-day. For example, if the South African Government, through its Ministry of Sport and Recreation structures, is forced to propose and develop an official policy for transformation in South African rugby, by ensuring that teams

are more demographically chosen, then at least the majority of South Africans would feel that the Government has taken a stance and is attempting to improve the situation, even if it fails to bring about meaningful transformation. Dye (1978) also points out that often societies judge public policy by the good intentions of the Government, irrespective of the eventual outcome of the policy.

The Chapter concludes with a specific examination of the Preamble of the Constitution of the Republic of South Africa (1996), which clearly encourages a democratic, representative approach to South African society. Whilst it calls for recognition of past injustices under the Apartheid regime, it also calls for progressive action on the part of South African citizens toward democratic values, social justice and fundamental rights, which should end discriminatory and exploitative practices within the broader South African society. National sporting codes, which are often referred to as national assets, particularly rugby, cricket and soccer, should be used as tools to unite the nation further and to create a sense of national pride, whilst it also exhibits true and legitimate representation of the South African nation.

CHAPTER 3: LITERATURE REVIEW

3.1 INTRODUCTION

The research of the literature that was undertaken relates to the attempts of the South African Government and SARU to institutionalise the concept of *transformation within South African sport and rugby, respectively*. The government's documentation relate to official policy and gazetted Acts and Amendments, which outline principles and measures that should be adopted in order to address issues such as redress, equity and transformation in sport, particularly in lieu of the past government's policies of racially segregated sport. The chapter will also reveal the measures that SARU has taken to transform the constitution of the game from one, which has been predominantly white to one that can become a more demographically representative entity.

3.2 NATIONAL SPORT AND RECREATION ACT, (No. 110 of 1998)

The National Sport and Recreation Act (No. 110 of 1998) laid the foundation for equity and transformation in South African sport by outlining their intentions as follows:

- To provide for the promotion and development of sport and recreation and the coordination of the relationships between the Sports Commission, national and recreation federations and other agencies;
- To provide for measures aimed at correcting imbalances in sport and recreation;
- To promote equity and democracy in sport and recreation;
- To provide for dispute resolution mechanisms in sport and recreation;
- To empower the Minister (of Sport) to make regulations; and
- To provide for matters connected therewith.

3.2.1 PROMOTION AND DEVELOPMENT OF SPORT IN SOUTH AFRICA

The National Sport and Recreation Act (1998), through its Sports Commission, has provided further regulatory impetus to their intention to promote and develop sport and recreation within the country.

- The Sports Commission will be the overall coordinating body for the promotion and development of sport and recreation within South Africa.
- The Sports Commission may, from time to time, develop guidelines for the promotion and development of sport and recreation.
- Every government ministry, department, province or local authority may carry out sporting or recreation activities or activities relating to physical education, sport and recreation, including training programmes and development of leadership qualities.
- The Sports Commission may, in writing, require a government ministry, department, province or local authority to consult with it in relation to the activities referred to above.
- All sport and recreation bodies must consult and coordinate with the Sports Commission on any matter that has been prescribed by regulation.

3.2.2 DETERMINATION OF SPORT AND RECREATION POLICY

According to the National Sport and Recreation Act (1998), the Minister (of Sport) may, after consultation with, or after consideration of proposals made by the Sports Commission from time to time, determine the general policy to be pursued with regard to sport and recreation. The policy determined by the Minister may, amongst others, relate to the following:

- Confirming the roles and responsibilities amongst various role players in sport and recreation to ensure that all efforts are coordinated in an efficient manner;

- Providing funds annually for the creation and upgrading of basic multipurpose sport and recreation facilities subject to the provisions of Section 10 (of the Act – not relevant to the research study) and according to priorities as determined by the Sports Commission in consultation with provincial, local government and relevant sport and recreation bodies;
- Maintaining the focus on the administration of sport and recreation, as well as the development of a volunteer corps to assist in the implementation of the various mass participation programmes;
- Enhancing health consciousness by means of themed programmes aimed at specific interest groups in the society;
- Identifying latent talent for sport;
- Investing in the preparation of sport participants who are elected to represent the country in major competitions;
- Helping to cement the sports unification process; and
- Instituting necessary affirmative action controls, which will ensure that national teams reflect all parties involved in the process.

The National Sport Ministry's position is, therefore, clear with respect to the principles and measures, which it has enacted to ensure the promotion and development of sport and recreation within South Africa. In the outline of its Sport Policy, there is a definitive emphasis too on their commitment to correct past imbalances, which were created by segregated sport, in favour of an equitable, democratic approach. The Sport Ministry further pledged its support to assist unification processes in order to strengthen and stabilise these endeavours. The Government's call for transformation within sport is perhaps given its first, official voice in this Act, when it asserts that it would establish affirmative action measures in order to realise a more demographically representative composition of national teams.

On the one hand this assertion, along with the fact that the Act (1998) also allows for the Ministry to make regulations, would permit and support the formulation

and implementation of a transformation policy. Conversely, the call for 'affirmative action' within national teams may well have been interpreted by rugby coaches and administrators to mean the introduction of quota players to the selection system.

3.3 ANC GOVERNMENT STATEMENT ON TRANSFORMATION IN SPORT

In 1998, shortly before the afore-mentioned Act was published, the ANC government announced its dissatisfaction with the slow progress of transformation within South African sport, in general, though it singled out South African rugby as the worst in this regard (ANC: 1998). The ANC government had referred to the national rugby team as being "*lily white*" in spite of the fact that calls for transformation had been made by them more than five years before that.

The ANC government expressed their belief that there are many black South Africans who had already demonstrated their potential on the rugby fields, but that the respective unions had not provided such players with development programmes, which may elevate them to levels where they could be considered for selection to national teams (ANC: 1998). Growing dissatisfaction with the slow pace of rugby transformation had begun to surface, as increasing calls would be made for more progress in this regard, particularly from the Government.

3.4 SPORT AND RECREATION SOUTH AFRICA: STRATEGIC PLAN 2001

In the Preamble to its 2001 Strategic Plan, the Ministry of Sport and Recreation claimed that there were substantial disparities between advantaged and disadvantaged communities in terms of access to sport in South Africa, a feature that was acknowledged in the government's Reconstruction and Development Programme (RDP) as "one of the worst legacies of Apartheid".

In order to rectify this, the South African government had set itself specific goals to pursue an integrated approach towards a strategic framework in terms of planning and delivering within warranted sectors, which included Sport and Recreation (Sport and Recreation South Africa: 2001).

The South African Sports Commission, a public entity, had been established through the South African Sports Commission Act of 1998 and the South African Sports Commission Third Amendment Act to assist with the delivery of sport and recreation in South Africa (Sport and Recreation South Africa: 2001).

As part of its departmental objectives and outcomes for 2001-2004, the Ministry of Sport and Recreation set out to increase the levels of participation of South Africans in sport and recreation activities, particularly that of disadvantaged and marginalized groups, which include black South Africans, women and persons with disabilities. The Ministry also aimed to place sport in the forefront of efforts to address issues of national importance by using sport as a medium to achieve positive outcomes for the South African society through the development of national pride (Sport and Recreation South Africa: 2001).

In order to achieve their objectives, the Department of Sport and Recreation (2001) established core and support activities, as well as key performance measures and indicators for the delivery of their desired outcomes. Amongst others, Table 3.1, as it pertains to the research study, is an example of how the Ministry had planned to ensure that transformation issues within sport would be afforded more than mere lip service.

Table 3.1: Delivery of Sport and Recreation Objectives

Activity	Key performance measure	Delivery indicator
Ensure that all sport and recreation bodies achieve their affirmative action objectives.	Identify year-by-year targets for achieving representation at different levels of South African sport.	Annual target levels with regard to racial, gender and disability established.
	Implement programme to achieve set targets.	Buy-in from all stakeholders secured to achieve set targets.
	Monitor implementation of targets.	Implementation and achievement of targets by identified stakeholders monitored and failures identified.
	Implement corrective steps to achieve set targets.	Unsuccessful stakeholders assisted in their efforts to rectify shortfalls.

(Source: Sport and Recreation South Africa: Strategic Plan 2001).

3.5 2001/2002 Sport and Recreation Budget Speech

According to the former South African Minister of Sport and recreation, Ngconde Balfour, in his 2001/2002 Budget Speech, transformation should not only involve the attainment of unity. Transformation required a complete shift in mindset by those who are involved in sport in any way. This paradigm shift, to which Balfour

had referred, would mean that nonracialism, democracy and representation should become the fundamental principles, which would inform the practice of transformation in rugby. The practice, for example, of one black player replacing another on the field in order to fulfil the minimum criteria for black player representation, would have to change as the standard practice (Sport and Recreation Budget Speech: 2002).

3.5.1 Team Representation

Balfour (Sport and Recreation Budget Speech: 2002) believed that a representative team should comprise more than three black players, which, at the time had been the norm in the national, as well as regional competition teams. He further believed that the 2002 Super 12 competition had been testimony to the fact that there was clear proof that South Africa had sufficient black rugby players to field more than the minimum number of black players. However, he claimed, though, that more black players should be given more game time in regional (Super 12) and local (Currie Cup) teams so that they may be afforded opportunities to be selected for the Springbok national side. Balfour was also clear that, though he had been impressed with SARFU's Vision 2003 document (discussed later in the chapter), he would, along with the Sport and Recreation Department, continue to monitor SARFU's progress towards realising their objectives, as stated in the document.

3.6 Springbok Rugby Race Quotas

By 2003 there had been a significant increase in playing time for black players, which had been particularly evident in the southern hemisphere Super 12 regional tournament. This initiative was also related to the fact that the four South African Super 12 teams, namely the Cats, Blue Bulls, Sharks and the Stormers, had since been contracted by the national governing body, SARFU.

As a result of the increase in playing time for black players and, therefore, their availability to play for the national team, the South African Ministry of Sport and Recreation declared in March 2003 that it did not require the Springbok rugby team to field a specified number of black players at the 2003 Rugby World Cup tournament, which was held in Australia during October and November of that year (Superrugby: 2003).

The reason for the Ministry's stance, at that time, with regard to team representation, was that, according to Balfour, the formerly white-dominated sport had begun to produce sufficient black players to field teams, without any Government intervention. Whilst the South African Government had never formally imposed quotas on any South African sporting federation, there had been a "*gentleman's agreement*" amongst SARFU's regional and provincial teams to routinely field two black players per match during 2002 (Superrugby: 2003). Whilst most unions within SARFU adhered to this bare minimum, Balfour (Superrugby: 2003) had been most notably impressed with the Cats, one of the Gauteng-based regional franchises, who had fielded up to six black players in their matches during 2002.

Accordingly, the Springboks had not fielded an all-white team since June 1999 and, during 2002, seven black players appeared in test (international) matches, four of who had received first-time caps. Since the seal of rugby unification in 1992 and South Africa's return from isolation during the Apartheid era, the number of black test Springboks totalled 16 (Superrugby: 2003). SARFU's approach was that their goal was to transform the Springboks into a team that contains more than mere token black representation (Nayo: 2002).

3.7 White Paper: Sport and Recreation South Africa

“Getting the Nation to Play”, 2002

The revised White Paper (2002) represented Sport and Recreation South Africa's conviction about how sport and recreation activities should contribute to the general welfare of all South Africans. In 1998, the first official policy on sport and recreation was published through the first edition of the White Paper in which the challenges, policies and priorities were clearly stated. According to the previous Minister of Sport and Recreation, Ncgonde Balfour, even though much had been done to address those challenges and priorities, because of the limited time and resources, much remained to be done in terms of deliverance (White Paper Foreword: 2002).

Balfour (White Paper: 2002) further claimed that, based on overall national policies, priorities and strategies, the order of the priorities of Sport and Recreation South Africa had been revisited and changed. These changes were effected in order to speed up the delivery of services. Therefore, in order to give effect to stated government policy of a better life for all and to get the nation to become more involved in sport, Sport and Recreation South Africa had regarded the formation of the South African Sports Commission as a positive development, which would ensure that sport would reach every corner of South Africa.

In recognition of the pervasive influence of sport and recreation on all aspects of society, the Ministry, Sport and Recreation South Africa and the Sports Commission had agreed on eight priorities, which formed the basis of the revised White Paper. In direct relation to the current research study, one of the priorities was to ensure that all sport and recreation bodies meet their affirmative action objectives. The main reason for this being a national priority was because the Ministry believed that, at the time and since the country's democratic elections in 1994, club, provincial and national teams did not reflect the racial demographics of South Africa (White Paper: 2002). The values of equity and access could only

be realised through a concerted effort of integrated programmes, which included people from disadvantaged communities. Therefore, in order for South African sport to realise its own potential, it had to reach its entire people (White Paper: 2002).

In order to initiate and sustain the concepts of equity and access, the White Paper (2002) purported that the notion that certain sports were popular in certain race groups, would have to be redressed and that affirmative action goals, in order to attain more representation in teams, would have to be established in conjunction with national sporting federations. Integrated development programmes would also be established particularly for athletes and officials from disadvantaged areas in order to ensure the sustainable and long-term development of sport. In spite of the unification of sport, the issue of appropriate demographic representation in teams remained wanting. Therefore, the White Paper (2002) prioritised the introduction of a unity audit, which would establish performance, in the attainment of team representation, a criterion for resources such as funding.

3.8 NATIONAL SPORT AND RECREATION AMENDMENT BILL, 2006

The National Sport and Recreation Amendment Act (2006) had come into effect as a result of the National Sport and Recreation Amendment Bill (2006). The Bill had been introduced with a view to amend the National Sport and Recreation Act (Act No. 110 of 1998), particularly to delete and insert certain definitions and to substitute *Sports Commission* wherever it appears in the Bill with *South African Sports Confederation and Olympic Committee (SASCOC)*.

The main objective of this legislation is to complement the new governance structures of sport in South Africa. The Bill specifically provides for the deletion of the South African Sports Commission, the National Olympic Committee of South Africa (NOCSA) and other structures that have been closed down and

recognise SASCOC as the only nongovernmental macrostructure for sport in South Africa (srsa: 2006). The Bill further places certain responsibilities that had been the responsibility of NOCSA, with SASCOC. According to the Sports Ministry (2006), one of the shortcomings in terms of the governance of sport in South Africa, has been the fact that the Minister of Sport and Recreation was responsible for sport and recreation, but was not given authority to carry out that responsibility.

Until the introduction of the National Sport and Recreation Amendment Bill (2006), the Minister of Sport and Recreation had to rely on the goodwill and support of the various South African sport federations to carry out this responsibility. The Bill does, however, address this shortcoming, since it provides the Minister with authority to engage in a number of fronts, which could allow for improved and responsible governance of Sport and Recreation in South Africa. Amongst other interventions, the Bill makes provision for the Minister (of Sport and Recreation) to intervene, at his or her discretion, in any dispute, alleged mismanagement, or any other related matter, in sport or recreation, which is likely to bring a sport or recreational activity into disrepute, except for matters, which relate to the selection of teams (Clause 14: Amendment Bill, 2006). However, even though the latter point may be so, the Bill also empowers the Sport Minister to issue guidelines or policies to promote the values of equity, representivity and redress in sport and recreation (Clause 15: Amendment Bill, 2006) [see Annexure E: National Sport and Recreation Amendment Bill: 2006].

SASCOC's primary objective is high performance sport and to get South African teams to the Olympic Games and other competitions. Its other role is to act as the parent body for sport in South Africa. The president of SASCOC, Moss Mashishi, has, however, cautioned against a perception that SASCOC is regarded as the "sheriff" in South African sport (www: businessday.co.za: 2005). The body's duties include the facilitation of conflict resolution within its various sporting federations, should the need for such measures, arise. Therefore, even

though SASCOC does not have the power to intervene in the selection of rugby teams, for example, it does have the authority, as the umbrella body of sport within South Africa, to “*provide for measures aimed at correcting imbalances in sport and recreation; to promote equity and democracy in sport and recreation; to provide for dispute resolution mechanisms in sport and recreation; to empower the Minister to make regulations; and to provide for matters connected therewith*” (National Sport and Recreation Amendment Act: 2006). In essence, therefore, the Minister may be empowered, through recommendations by SASCOC, to intervene in the slow pace of transformation within South African rugby by implementing a policy, which would stipulate legislative guidelines for redress in this regard.

The Ministry of Sport and Recreation is aware of the position of international sporting bodies with regard to ‘government interference’ in sport, in general, therefore, the Bill does not suggest that the South African Government will interfere with sport and recreation. Essentially, the Government regards sport as a national asset, an integral part of South African society and culture and as a significant tool, which may be used to unify a nation and, therefore, wants to ensure that good and responsible governance of this sector is carried out (srsa: 2006).

3.9 SOUTH AFRICAN RUGBY 2000 CHARTER

3.9.1 CONFERENCE AGAINST RACISM, PREJUDICE AND DISCRIMINATION

In May 2000 the South African rugby fraternity concluded a historic *Conference against Racism, Prejudice and Discrimination* and adopted the South African Rugby Charter, which had illustrated the core ideals of rugby’s transformation process. It was a historic event because it had been the first time since unification, in 1992, that all of South African rugby’s stakeholders were engaged in a forum of this nature. The Conference unanimously adopted the Charter,

which would form the basis of the transformation process within the game of rugby in South Africa.

According to SARFU Chief Executive Officer (CEO) at the time, Rian Oberholzer (South African Rugby Charter: 2000), the Conference had aimed to increase awareness and to educate persons who are involved with South African rugby, in issues that surround racism and discrimination within the sport. He was satisfied that the Conference had achieved what it had set out to do and proclaimed that all of South African rugby's stakeholders had been involved in planning the strategic implementation of SARFU's vision and the transformation process. The stakeholders, as the South African Rugby community present at the Conference, committed themselves to use their knowledge, expertise, influence and resources in order to develop and grow the Game of Rugby across South Africa and to make it a representative national sport (Conference: 2000).

3.9.2 CHARTER 2000

With regard to the above commitment, the stakeholders, in their support of the Charter, pledged themselves to the following visionary principles:

- Respecting the Constitution of South Africa by upholding the Bill of Rights and respecting the Constitution of the South African Rugby Football Union;
- Using the game as a vehicle for reconciliation, unity and nation-building;
- Encouraging support for the Springboks as the national team;
- Transforming the game of rugby to reflect the demographics of the rugby community in South Africa;
- Eradicating all forms of discrimination, prejudice and racism from the game of rugby;

- Creating opportunities for all, regardless of race, colour, gender, creed or religion, to play and support the game of rugby, with special attention given to black communities;
- Establishing a strong physical infrastructure and developing human resources at all levels in order to facilitate participation and growth;
- Ensuring that all Springboks are equipped and representative, in order to maintain South Africa's status as one of the leading rugby playing countries in the world;
- Ensuring that they work, first and foremost, for the game;
- Promoting a professional work ethic and fostering good relations with the international rugby community; and
- Being ambassadors of the game and South Africa (Conference: 2000).

3.10 SOUTH AFRICAN RUGBY: VISION 2003

Following consultation with its stakeholders, SARFU unveiled a strategic initiative called Vision 2003, which it had adopted in 2001, as a result of its 2000 Conference against Racism, Prejudice and Discrimination. According to Nayo (2002), an executive member of SARFU at the time, SARFU is regarded as a microcosm of South African society, hence its resolve to continuously adapt their organisation over time in order to meet the changes that the country faced, as well as the accompanying challenges. Nayo (2002) emphasised the fact that South African rugby had consistently demonstrated its commitment to the relatively new democracy of South Africa by emphasising the role of sport and the country's national teams as symbols of patriotism, as well as national pride.

As expressed by Nayo (2002), SARFU's vision encompassed rugby as a national sport, which represents the aspirations of the South African nation, through consistently performing at a level, which would unite the nation. Therefore, Vision 2003 (2001) was regarded as a key strategy that would guide SARFU's

progress in this regard. Vision 2003 (2001) envisaged that SARFU engage the game of rugby on four fronts, namely transformation, growth, winning and financial stability.

3.10.1 TRANSFORMATION

In its Vision 2003 (2001) document, SARFU reflects that their understanding of transformation means having an organisation, which reflects the demographics of its legitimate stakeholders. SARFU has categorised their stakeholders into two separate entities, namely primary stakeholders and secondary stakeholders. The former refers to SARFU's 14 provincial unions, rugby clubs and schools, whilst the latter, which SARFU regards as having an indirect interest in SARFU and the game of rugby, are the nation or public, the sponsors, the media and the International Rugby Board (IRB) and its community.

SARFU's Vision 2003 (2001) forecasts that, as part of its transformation objectives, SARFU will endeavour to change its composition to become more inclusive of its primary stakeholders, whilst it appeals to its secondary stakeholders. In order to achieve this, SARFU had set itself targets, which it had hoped to achieve by 2003. These targets included transformation within their national offices, as well as in their teams.

3.10.2 NATIONAL OFFICE

With regard to the employment of staff, Vision 2003 (2001) had committed SARFU to utilising the policy of *merit with bias* in order to ensure compliance with the provisions of all labour legislation. In addition, SARFU had also committed itself to an affirmative procurement policy, which meant that its goods and service providers would fulfil a set empowerment criteria (Vision 2003: 2001). Therefore, SARFU planned to work towards the following goals by 2003:

- Ensure that 60% of the staff complement of SARFU is black;
- Ensure that 40% of the management of SARFU is black;
- Develop a transformation strategy, which includes the appointment of a transformation manager; and
- Establish an affirmative procurement policy, which shall ensure that SARFU would contract service and goods providers who fulfil black empowerment criteria (Vision 2003: 2001).

3.10.3 TEAMS

SARFU had developed the *quota* system in a bid to ensure that talented black players, who had emerged from SARFU's development programmes, were afforded opportunities to compete at higher levels of the game. SARFU had decided that the quota system, which essentially meant that a minimum number of black players were represented in national teams, would be maintained, whilst it would also be gradually introduced within the provincial Currie Cup teams, as well as in the regional Super 12 teams at the time. SARFU further committed itself to increase the number of black players in the Currie Cup teams via a process of further consultations with its provincial unions (Vision 2003: 2001).

Therefore, in order to realise their transformation objectives, with regard to their teams, SARFU committed itself to the following:

- Monitor the implementation of regulations and policies in relation to quota systems;
- Develop programmes to assist provinces to attract black spectators to their games and to create loyalty to provincial teams amongst blacks;
- Review SARFU's funding policy to give effect to and advance the transformation objectives; and

- Review the regulatory regime to allow black players who are not utilised in their home provinces to have unhindered entry to other provinces where they may be used (Vision 2003: 2001).

In terms of viewing transformation in a broader light, SARFU had envisaged an impact on the growth of the game, as a national sport, by appealing to a significant majority of the South African population. In order to achieve an increase in the number of players, administrators and spectators, SARFU committed itself to the following:

- Develop and implement programmes, which will ensure the establishment of sustainable clubs;
- Develop and implement education and training programmes, which will help to hone and develop the skills of coaches, referees and administrators;
- Develop a communications strategy, which targets new markets and presents an image of the game as being accessible, friendly and fun to be part of;
- Develop and implement an innovative junior and youth rugby policy, which is centred on the creation of a culture and tradition of black rugby schools throughout the country; and
- Develop SARFU's capacity in all forms of the game, including sevens' and women's rugby (Vision 2003: 2001).

3.11 SOUTH AFRICAN RUGBY STATEMENT ON TRANSFORMATION

In 2005 SARU reacted to media speculation that a number of young, white South African rugby players were considering emigrating to Australia since they believed that there were no opportunities for them in the country, owing to the quota system (SARU: 2005).

According to SARU (2005), this was not a fair reflection of the reality within the country. In their statement, SARU (2005) claimed that they had shifted from the policy of racial quotas, which had previously been meant to benefit players who were previously not afforded opportunities on the field of play because they were black. This had been part of the transformation agenda of SARU, however, the system was abused by coaches and administrators, who merely used the quota system to “make up the numbers” (SARU: 2005).

The abandonment of the quota system did not mean that SARU was not committed to the transformation agenda. At the time, SARU was in the process of finalising a draft Transformation Charter, which would reflect moves towards a more racially balanced set-up and would more readily reflect the demographics of the country, in line with other sectors of the relatively young, democratic South African society.

SARU (2005) further claimed that merit would play a critical role in this transformation for both black and white players respectively. SARU reiterated that white players, in as much as black players, are part of their social constitution and that no player would be excluded (or included) based merely on the colour of their skin (SARU: 2005).

3.12 SOUTH AFRICAN RUGBY’S TRANSFORMATION CHARTER: 2005-2006

In 2005 the South African Rugby Union (SARU) released the first draft of what was called its *Transformation Charter*. In May 2006, the final draft of the Charter was released for publication and introduced to the broader public. For approximately 14 months preceding its release, the Charter had been discussed and analysed within the elected forums of SARU, as well as at provincial levels,

where an acceptance and ratification of the document was unanimously agreed upon by SARU's Presidents Council (Superrugby: 2006).

SARU had presented the moral, as well as strategic reasons for the establishment and implementation of the Transformation Charter to other stakeholders, which includes the South African Rugby Players' Association, the South African Referees Association, a South African Rugby Chief Executive Officer's (CEO's) Forum, a joint session of Provincial CEO's and Presidents and the Parliamentary Portfolio Committee on Sport (Superrugby: 2006).

3.12.1 URBAN AND RURAL COMMUNITY INVOLVEMENT

According to the Transformation Charter (2006), the transformation process within the game of rugby, is based on a broader involvement with urban and rural communities, since it aims to:

- Positively impact the image, reputation and perceptions of rugby;
- Grow and extend rugby's future participation and support base; and
- Explore and develop the vast pool of unexplored potential rugby talent within the country.

SARU has offered the above three facets as the moral reasons for their moves to implement a Charter of this nature. Strategically, they plan to attain this by:

- Maintaining, improving and refining rugby's traditional resource base, whilst simultaneously;
- Expanding and accelerating the identification, incubation and development of the available, unexplored human resource base, which SARU regards as the basis for rugby's future competitive advantage (Transformation Charter: 2006).

3.12.2 BROAD-BASED EMPOWERMENT

SARU believes that the main objective of this process will initiate the moral and strategic transformation of rugby on the basis of broad-based empowerment principles, which should:

- Increase the number of rugby participants (on and off the field of play), as well as supporters;
- Improve the quality of performances in all areas and at all levels, on and off the field of play; and
- Redesign the generic architecture of SARU by simultaneously reframing, restructuring, revitalizing and reviewing that organisation, as it transforms itself (Transformation Charter: 2006).

The objective will, therefore, be achieved by:

- Ensuring that the demographic profiles of rugby's structures in all levels and areas (on and off the field of play) approach relevant population demographics;
- Ensuring equitable distribution of resources (finance, facilities and support services) to and in all provinces and redressing backlogs in disadvantaged areas;
- Promoting equitable access to infrastructure participation opportunities and activities in all provinces on and off the field of play;
- Developing, improving and extending the skill and capability base of South African Rugby in all areas and at all levels (on and off the field of play) to ensure that South African Rugby's human resource base is the best it can be;
- Taking positive actions to ensure equal opportunities for qualified employees from designated groups and that such employees are equitably represented in all categories and levels of the workforce;
- Consistently enhancing and improving the quality of performances on and off the field of play;

- Exploring the broader social needs in this context through extended community based initiatives and programmes in support of goals and objectives, which are of national strategic importance; and
- Initiating preferential procurement processes in support of national economic empowerment processes (Transformation Charter: 2006).

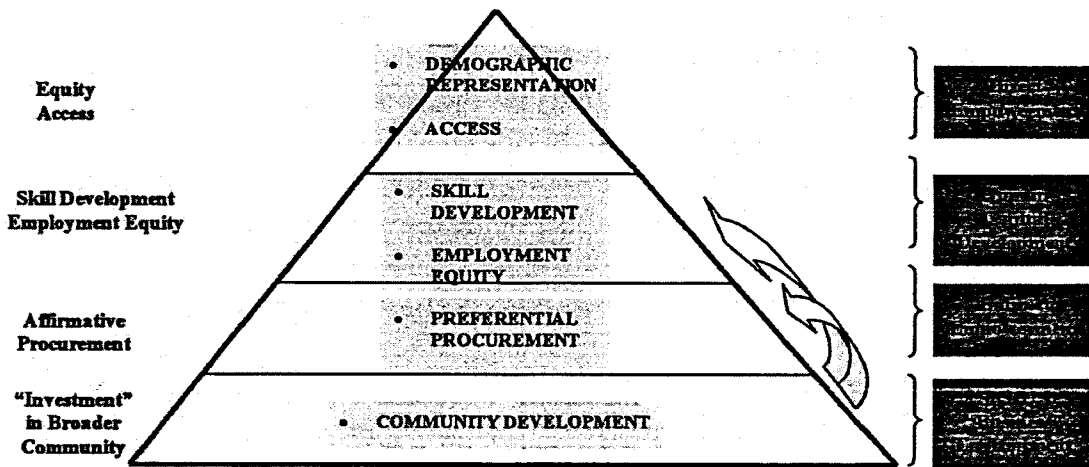


Figure 3.1: Six-Dimensional Scorecard, Source: Transformation Charter (2006)

3.12.3 SIX-DIMENSIONAL SCORECARD

According to the Transformation Charter (2006), transformation progress will be measured and monitored on the basis of a 6-dimensional scorecard in the following differently-weighted areas:

- Demographic representation;
- Access (measured in terms of participation opportunities, facilities, financial resources, coaches and infrastructure);
- Skills development (on and off the field of play);
- Social and community development and involvement;
- Employment equity; and
- Preferential procurement practice.

SCORECARD

CORE COMPONENT	DIMENSION	COMPONENT WEIGHTING	PERFORMANCE MEASURES
Direct Empowerment	Demographic Representation	65% to 100%	<p>% of black persons in: Board (Highest controlling body), Exco Transformation Committee, Legal Committee, Finance Committee, Referee Association, Coaches Association, Medical/Scientific Committee,</p> <p>% of black persons in selected teams: Springbok, Sevens, Super 12, Currie Cup, Vodacom, Amateur, Under 20, Under 19, Under 18 (Craven), Under 18 (Academy), Under 16, Under 13</p> <p>% of black Level 1 Referees and Coaches</p>
	Access	10%	<p>% of rugby playing schools, clubs.</p> <p>% of rugby facilities in schools and clubs</p> <p>% of rugby playing schools in rural areas</p> <p>% of Turnover Applied directly to club infrastructure</p>
Human Capital Development	Skills Development	10% - 20%	<p>% of Payroll applied to defined programs for black player, referee, coach and administrator skill development</p> <p>% of Payroll applied to black talent identification programs in the playing, refereeing, and coaching arenas</p> <p>% of payroll applied to learnership programmes</p>
	Employment Equity	5%	<p>% of black employees at levels 1, 2 and 3 in the organisation.</p>

Indirect Empowerment	Preferential Procurement	5% - 10%	Percentage of Procurement from BEE Entities
Social Investment	Community Development	5% - 10%	Percentage of Turnover applied to defined programs and projects targeted at disadvantaged communities Reputation, Awareness and Image Analysis.
TOTAL		100%	

Figure 3.2: Example of scorecard ratings and monitoring

The monitoring system will track the overall performances, as well as performance in each dimension. At the end of each season, as shown in the example scorecard above in Figure 3.2, individual scorecards will be evaluated, analysed and interpreted, with a view to:

- Establish overall transformation progress;
- Guide appropriate interventions; and
- Reward exceptional performance (Transformation Charter: 2006).

SARU is confident that their multi-dimensional approach to transformation, which is based on a cause and effect relationship, as well as a wider contribution to South African society, will enable South African rugby to develop a unique competitive advantage in the international rugby world in the long term in tandem and in support of all the important social changes, which have been taking place within the country (Transformation Charter: 2006).

3.12.4 ADOPTION OF TRANSFORMATION CHARTER, 2006

The adoption of the Transformation Charter (2006) by SARU is largely regarded by them as a significant design to increase the number of black people involved in the Sport. The president of SARU, Oregon Hoskins, believes that the Transformation Charter is a "scientifically-based" document, which he claims is aimed to instil transformation in a "true and holistic" way by ensuring equitable access at all levels of resources, which includes finance, support services, as well as participation opportunities (Superrugby: 2006).

The Transformation Charter (2006) further commits all SARU components to develop a 'culture of rugby', which includes the assurance that facilities are provided close to where people live, that clubs are established or rekindled within communities and that rugby increases its share of overall sport participation at a school level. The Charter (2006) also commits SARU to work towards the eradication of institutionalised racism in rugby.

Whilst SARU has pledged to continue to implement transformation by applying the principles of universality and merit until they are satisfied that the 'playing fields' are levelled, they have removed quota systems from their *modus operandi*. Hoskins (Superrugby: 2006) divulged that even though the quota system had been introduced in rugby at particularly senior levels, it had been criticised by stakeholders as being negative and detrimental to the quota players themselves, since the reality in (national and senior provincial) teams is playing certain black players merely for the sake of having black representation in those teams.

Hoskins (Superrugby: 2006) believes that transformation should be regarded as a holistic approach towards improving and enhancing the game of rugby within South Africa. This line of thought means that transformation does not begin and

end with demographic representation in the national or senior provincial teams. Rather, it encompasses a vision for the steady increase in numbers to the game to the extent that there can eventually be a South African team, which will be supported, irrespective of the races of the players. According to Hoskins (Superrugby: 2006), for this reason, therefore, transformation should be engaged with properly, holistically and methodically.

3.13 SARU'S GREEN SQUADS: AN INTRODUCTION

In addition to their current transformation structures and programmes, the South African Rugby Football Union (SARFU) had also launched a systematic talent identification programme, which is aimed at improving rugby performance and helping to increase the numbers of black players at provincial and national levels. The system, which was launched in 2005, starts with the identification of talented players at the earliest possible age, nurturing and developing their talent and guiding them towards a successful rugby career (SARUGBY: 2006). According to the SARU CEO, Mveleli Ncula (SARUGBY: 2006), a number of factors had influenced their decision to reassess the current development programme in SARU, with particular reference to black players. He lamented that though there had been several talent identification and player development initiatives before; these initiatives had not been aligned by a logical strategy and did not combine to form a comprehensive programme.

Ncula (SARUGBY: 2006) also points out that the new system is not solely aimed at black players since the system adopts a holistic approach to rugby development, which begins with entry into the game of rugby, progressing through to senior rugby levels. The components of the system include new schoolboy rugby tournaments, the selection of a Green Squad, a Gold Squad, the Placement Programme in tertiary institutions and the new Coach Education Programme. The Green Squad will comprise a total of 500 players by the

second year of the programme, while 250 for the first year. One hundred players will hail from the Under-16 Coca Cola Grant Khomo Week tournament, 100 from the Under-18 Coca Cola Craven Week tournament and 50 players from the South Africa Under-19 squad.

According to Ncula (SARUGBY: 2006), the purpose of the Green Squad is to identify talented players with the potential to excel in senior rugby and to provide them with assistance that they require to succeed. The objective is to develop the core competencies of players, which include physical conditioning, rugby skills, nutrition, as well as mental toughness programmes, which are scheduled for the second year onwards.

3.14 INTEGRATION TIMELINE

The unification process within South African rugby was completed by 1992 with the necessary structures and processes established. This meant that rugby would be played and administered under the SARU as the single-bodied entity of South African rugby. This unification process included the integration of all clubs into provinces, which would be representative of all rugby players within the Country. It was, therefore, expected that the South African public would, for the first time in the history of the game, witness legitimate black Springbok rugby players. However, at present, 14 years since the completion of the unification process and the introduction of integrated rugby, statistics prove that of the approximate 308 senior Springbok players since unification, 36 of these players are black. This translates into a black representation of 8.5%, while white rugby players have constituted 91.5%.

These figures are totalled from the approximated calculation of 22 senior Springbok players per squad per year for the past 14 years. The 308 is an

approximate figure since, particularly at Rugby World Cups, which were held during 1999 and 2003, national teams often include squads of 28. Therefore, the total figure may in fact be more, which would then make the percentage difference, in terms of black-white representation, even greater. Table 3.2 provides the number of black Springbok players who were capped in the years since unification. A brief discussion follows.

Number of Black Springboks capped since unification: 1992-2006		
Year	Number of Black Springboks capped	
1.	1992	None
2.	1993	2
3.	1994	1
4.	1995	1
5.	1996	2
6.	1997	1
7.	1998	2
8.	1999	2
9.	2000	6
10.	2001	2
11.	2002	2
12.	2003	2
13.	2004	7
14.	2005	2
15.	2006	4

Total: 36

Table 3.2: Black Springboks since unification. Source: South African Rugby Union (SARU) (2006).

During the first year of unification, 1992, there were no black Springbok players, while for the following six years, there were no more than five blacks that played in the senior Springbok team. In 2000 the highest number of black Springboks that were capped was a total of six during that year. From 2001-2003, however, the number of black Springbok players who received national honours had decreased to two per year. In 2004, the year in which the Springboks won the Tri-Nations series, an annual tournament held between South Africa, Australia and New Zealand, a record seven black players had been capped. In 2005, though, two black players received their national Springbok blazers, one of whom is the Zimbabwean-born, Tonderai Chavanga, who, during that year, in a match against Uruguay, which took place in Port Elizabeth, South Africa, scored a record-breaking six tries. This achievement earned him a place in the South African rugby history books as he became the first player to score that number of tries in a single match. In 2006, four black Springbok players were capped, of whom two had represented the South Africa at both Under-19, as well as Under-21 levels.

The total number of black players, therefore, in the past 14 years, has totalled 36 out of an approximate 308, which equates to a percentage of 8.5. This statistic proves that, in spite of the South African government's sport policies, as well as their constant calls for more equitable representation in Springbok teams and the theoretical and strategic programmes and structures, which SARU has adopted and established since unification in 1992, transformation, particularly in terms of the development and movement of black players into the ranks of senior Springbok teams, has been a slowed process. As is also evident from the above table, black representation in the senior national Springbok side, has not been consistent. This statistic may not only affect and influence the perceptions of black players, in particular, but may also have an influence on the way that the public perceives the rate of transformation within South African rugby.

3.15 KAMP STAALDRAAD

Kamp Staaldraad is an Afrikaans term, which, literally translated into English, reads as Camp Steel Wire. In November 2003, it became public knowledge, via the media, that the South African Springbok team, which participated in the Rugby World Cup of 2003 in Australia, had been subjected to strenuous mental and physical training in preparation for the global event. What made this training extraordinary, to begin with though, is the fact that it was a military-style 'boot camp' – with a difference. The difference is that, though the Springbok national coach at the time, Rudolf Straeuli, had revealed that the purpose of the camp was to build on the team's physical and mental states, it turned out to be a camp, which, in the words of Patrick Mckenzie, then Western Cape Minister of Cultural Affairs, Sport and Recreation, had subjected the Springbok rugby players to "the most horrific, degrading and humiliating practices" (SAGOV: 2003).

Some of the practices, which, it should be noted, are those that the public has since become aware of, include the following:

- The team, while in a naked state, was ordered to climb into a foxhole and sing the national anthem, while ice-cold water was poured over their heads.
- During their time in the hole, recordings of *God Save the Queen* (England's national anthem) and the New Zealand All Blacks' *haka* (traditional, spiritual dancing challenge of the New Zealand national rugby team) were played at full volume.
- It was confirmed that firearms were present at the camp, although reports varied as to whether they were ever pointed at anyone. In his autobiography though, Corne Krige, captain of the 2003 World Cup squad, mentioned that at one point, when he and some of the other players had

decided that they had had enough of the situation in the water and wanted to walk out of it, firearm shots had been fired into the waters alongside them by the guards who then forced them back into the water (Bills: 2005).

- The players were forced to crawl naked across gravel, as well as spend a night in the bush, during which they were told to kill and cook chickens, though they were not allowed to eat them (SPORTIAFRICA: 2006).

This had been former Springbok coach, Rudolf Straeuli's team preparation for the 2003 Rugby World Cup in Australia, where the Springboks were convincingly beaten by New Zealand in the quarter-finals of the tournament. Straeuli resigned as Springbok coach soon after the *Kamp Staalddraad* tape was leaked to the media. Many media reports at the time of the *Kamp Staalddraad* revelations referred to this as one of the darkest periods in the history of South African rugby. The 'boot camp' had been signed off by ex-CEO of SARU, Riaan Oberholzer, who later claimed that he had had no knowledge of the type of 'boot camp' that would actually take place and had signed it off believing that it would be an ordinary run-of-the-mill training camp (SARUGBY: 2005).

Kamp Staalddraad had been masterminded and orchestrated by Adriaan Heyns, a former head of the South African Police task force. According to Heyns (SARUGBY: 2006), the shameful information surrounding the 'boot camp' would always have been a secret but that had changed when Krige released his autobiography, *The Right Place at the Wrong Time*, in November 2005, in which he dedicated an entire chapter to the activities of *Kamp Staalddraad* and thereby revealing to the public what had actually taken place there. Heyns claims that this became his cue to release the camp DVD, which he had kept from public viewing since there had apparently been a 'gentleman's agreement' between all who had been present at the camp not to reveal the activities thereof (SARUGBY: 2006).

In his autobiography (Bills: 2005), Krige asserts that he had taken a decision to reveal the truth about the camp and had done so in his book. He believed that he had wronged his fellow team mates [and himself] by not taking a principled stance when the true intentions of the camp were unveiled. According to Krige (Bills: 2005), the fear of not going to the World Cup had probably influenced his decision to remain quiet and to go along with the activities of the camp. When Heyns attempted to retaliate to Krige's autobiography by releasing the camp DVD, a number of ex-Springboks, led by Corne Krige, won a court order to block the intended release of the DVD, which shows them (Springbok rugby players) naked and in degrading situations.

The entire *Kamp Staalraad* episode and the ensuing debates, which followed, were regarded by many in the press at the time as a dark period in the history of South African rugby. The author believes that this event may certainly have influenced the general public's perceptions of SARU, as well as its initiatives and intentions toward a more democratic and demographically representative entity. Particularly too in light of the Constitution of the Republic of South Africa (1996), a camp of this nature was in direct contrast to the Constitution's proclamation of fundamental human rights. These Springbok rugby players had been violated of their constitutional rights in terms of being treated with respect and human dignity. South African rugby could never again allow this kind of humiliation and degradation to take place.

3.16 TRANSFORMING SOUTH AFRICAN SOCIETY: TRANSFORMING SPORT

In his *Budget Vote Debate, Vote No. 19* (2006), the Minister of Sports and Recreation, Makenkhesi Stofile, had reiterated that sport, within South Africa, should not be controlled or dictated to by colour. Conversely, sport should be regarded as a natural catalyst towards the creation of an integrated and united nation. He further argued that in a transforming society such as South Africa,

sport and recreation should contribute to the country's general transformation agenda, which seeks to create a non-racial, non-sexist, prosperous and peaceful South Africa. In this same view, sport should also contribute to the redresses of disparities of the past, with respect to the inequality of opportunities, access to infrastructure, access to equipment and kits, as well as equal access to skills and skilled coaches, referees and efficient managers (Budget Vote Debate: 2006).

According to Stofile (Budget Vote Debate: 2006), the South African government has a responsibility to intervene and to make sport and recreation unlock its potential to transform and develop those underdeveloped parts and people of South Africa. Stofile contends that the Sports Ministry's vision includes the emergence and enhancement of community clubs, which should become the building blocks of social cohesion. In conjunction with school sport, community clubs are also where the catchments of players for skills and transformation will emerge. He further believes that a new, positive value system, which will contribute to a moral regeneration, will be created in communities through such close-knit units (Budget Vote Debate: 2006).

3.17 TRANSFORMATION PACE

In spite of the *paper* efforts of both the South African Government's Sport and Recreation Ministry and SARU, there remains a continual perception amongst members of both parties that transformation issues are far from being resolved. In what has become an annual event, during a presentation to the South African Parliament with regard to the *State-of-South African-Rugby*, SARU president, Oregon Hoskins, had to, amongst other things, explain the pace of transformation within South African rugby. During the February 2007 session, parliament's Sports Portfolio Committee expressed their dissatisfaction with what they termed "a lack of transformation in the game at the highest levels" (Daily News: 2007).

The national Assembly Sports Committee Chairperson, Butana Kompela, specifically raised concerns about the lack of representation in the current Springbok and Super 14 teams. In particular, he noted that during the Super 14 matches, which were played on the 16 and 17 February 2007, the South African franchises, namely the Sharks (KwaZulu Natal Province) had fielded three black players, the Bulls (Gauteng Province) none, the Lions (Gauteng Province) one, the Cheetahs (Free State Province) two and the Stormers (Western Cape Province) one (Cape Times: 2007). In fact, during the first three rounds of the tournament, 17 black players of the more than 100 that are available for selection at this level, have made appearances, while three others have been unused replacements (IOL: 2007).

Hoskins' response conceded that the Super 14 teams have certainly been disappointing from SARU's perspective as well, and that, in terms of the evidence, the criticism against SARU, in this respect, was appropriate (IOL: 2007). Hoskins added that South African rugby requires quality administrators and that more black people should become involved in the administration of the game in order to speed up rugby's transformation (Cape Times: 2007). He described some of the President's Council members as 'poor', particularly with regard to transformation issues within their respective provinces and that SARU will monitor the provinces more closely with regard to such issues (Cape Times: 2007).

The lack of visible transformation and its slow pace of implementation is likely to cause some level of tension between the Government, as well as SARU. However, whilst each party may attempt to defend their activities and efforts in terms of the development of the game of rugby, each has a responsibility towards ensuring that real transformation is implemented at a pace, which is consistent with more black representation in teams at the highest levels. Whilst SARU possesses the *blueprint* (Transformation Charter) to ensure that transformation occurs steadily and sustainably, the South African Government,

by way of its Sports Ministry, as well as SASCOC, has to ensure that it monitors the process regularly and closely so that the programme and practices of transformation is kept in motion.

3.17 SUMMARY AND CONCLUDING REMARKS

It is apparent from the research presented in this Chapter of the literature study, that both the South African Government, in the form of the Department of Sport and Recreation South Africa and SASCOC, as well as the South African Rugby Union (SARU), are committed towards the implementation and development of a national programme of transformation for rugby. Whilst initially the two entities had worked separately to ensure guidelines, principles and structures for the probability of workable transformation strategies, it would appear that their combined efforts, which has resulted in the formation of the Transformation Charter (2006), will pave the way to a more definitive, measurable and sustainable concept of transformation within South African rugby.

The Chapter has also revealed that of the number of senior Springbok players who have represented South Africa internationally since unification in 1992, 8.5% of them are black. This statistic proves that the transformation process within South African rugby has certainly been moving at a slowed pace, while the South African Sports Ministry and SARU have both committed themselves to changing this progression rate by implementing various structures and programmes, which will aid the transformation process. It was also necessary to note the *Kamp Staaldraad* event, which had caused much discomfort, anger and common disbelief, not only amongst the South African rugby fraternity, but amongst the broader South African community as well. The author further believes that the activities at the camp and the debates, which followed, has impacted individual perceptions of South African rugby and SARU's commitment to the promotion of fundamental human rights, which is a democratic right within a democratic country such as South Africa.

CHAPTER 4: RESEARCH AND DESIGN AND METHODOLOGY

4.1 INTRODUCTION

This Chapter outlines the theoretical context of the research methods that were used for the research study, which considers comparative perceptions in the light of a transformation policy for South African rugby. It considers various types of research mechanisms that were used and provides a classification of research approaches within the research context. The Chapter concludes with a presentation of the data, which was used in the compilation of the research study.

The main objective of the research study is to gather an array of perceptions and reactions from South African rugby's stakeholders in relation to the South African Government's vision in terms of transformation, as outlined in its National Sport and Recreation Act, (No. 110 of 1998), as well the National Sport and Recreation Amendment Act (2006). This documentation provides guidelines, as well measures, which should be implemented specifically for the purposes of redress and equality within and amongst South African sporting codes; whilst SARU's initiatives, as well as their responses to the Government's guidelines and measures are also considered. It is, therefore, against this backdrop, that the research attempts to examine these varying perceptions of the current transformation practices within South African rugby.

4.2 TYPES OF RESEARCH

The choice of research methods, which are used to make the problem or the objective of the research more accessible to explore, should be appropriate in

terms of it being both effective and efficient. For the purposes of this research study, a literature review was firstly conducted in order to contextualise the topic of the research study within the discipline of Public Management, since it is here where Governmental public policy and policy-making occurs. The question of public policy and policy-making is a significant part of the theoretical grounding of this research study, since a part of the research questions, which are posed in Chapter One, alludes to the probability of a possible South African Government policy on the transformation of South African rugby, particularly with regard to an increased number of Black players within its provincial and national teams, should it continue to be disillusioned with the current pace of SARU's transformation programmes and practices. Whilst, in particular, the role of public policy was considered during the discussion of a theoretical framework for the discipline of Public Management, the academic definitions of various authors were reviewed, and it was Dye's (1978) definition that public policy is "what governments choose to do or not to do" that was found to be most apt with regard to the research study. If, indeed, the South African Government continues to believe that SARU has not and does not progress sufficiently in terms of transformation issues, then it may well have to consider 'doing something about it *or not*' with respect to a possible official policy for transformation within South African rugby.

A literature review continued in Chapter Three of the National Ministry of Sport and Recreation Act, (No. 110, 1998), as well as the National Sport and Recreation Amendment Act (2006) and the National Department of Sport and Recreation's White Paper (2002), which were considered as the official South African Government documentation, particularly as they relate to sport transformation within South Africa. Other articles, which were reviewed for the purpose of the research study, include documentation from SASCOC, which refer to the South African Sports Ministry and the Government's stance, in terms of sport transformation, which promotes integration within all its sporting codes.

SARU's major documents, which primarily promote the concept of a blueprint for transformation practices within their respective institutions, were also examined to interpret their attempts to adhere to the Government's guidelines, measures and, at times, insistence that transformation initiatives become more visible within South African rugby, in general. SARU's Vision 2003 (2001) document presents a strategic account of their plan to entrench rugby as a national sport by ensuring that rugby can 'transform, grow, win and remain financially sustainable'. The South African Rugby Charter (2000) outlines the sport's transformation ideals and had materialized as a result of the SARU-initiated 'Conference Against Racism, Discrimination and Prejudice in Rugby', which was held in 2000. Finally, the most recent published SARU document, 'South African Rugby Union's Approach to Broad-Based Transformation' (2005), was also discussed and analysed, in order to present the holistic approach, which SARU, along with other South African rugby stakeholders, including the South African Government, envisages this latest document to accomplish, with regard to transformation.

Questionnaires were distributed randomly to a sample grouping of members of the Western Cape public in order to gauge an understanding of their perceptions of transformation within South African rugby. The questionnaire comprised mainly closed-ended questions, while its main objective was to ascertain peoples' perceptions of South African rugby's transformation practices. The questionnaire appears to mirror certain guidelines, which Leedy (1997) prescribes for designing and evaluating questionnaires. According to Leedy (1997: 198), amongst others, the questionnaire should be kept as short as possible; the items should be organised in a reader-friendly manner; each item should be stated as briefly as possible; a rationale for the questions should be provided so that the respondents understand their relevance to the study; and biased and leading questions should be avoided because if respondents are given hints as to the type of answers that are preferred, the tendency is for the respondents to provide that response. Accordingly, the research study's

questionnaire (Annexure A) has complied with these measures as outlined by Leedy (1997: 198).

This research study has used approaches, which are resident in both qualitative, as well as quantitative methods of research. It is useful to note the contrasts between the two types of research, particularly with reference to a transformation policy for South African rugby in respect of examining comparative perceptions of this possibility. According to the TSA Study Guide (2001: 10), quantitative research deals with content that can be calculated or estimated and often uses statistical manipulations of numbers to process data and summarise results. It is usually associated with systematic measurements, experimental and quasi-experimental methods and statistical analysis. Conversely, qualitative research methods describe events and persons scientifically without the use of numerical data. It is associated with ethnography, grounded theory, phenomenology and case studies. However, the boundaries between these two research methods are not always clear. In this research study, a combined approach (triangulation) was followed for the purpose of establishing a clear point of departure in order to analyse perceptions held by a sample of South Africans with regard to transformation within South African rugby.

4.2.1 CLASSIFICATION OF THE RESEARCH APPROACH

Each research type or method is characterised by different approaches according to which research can be conducted. Each of these approaches culminates in answers and questions or deals with problem statements. According to the TSA Study Guide (2002: 10-11), all research follows the same or approximately the same schedule, namely:

- posing the research problem;
- collecting the necessary information;

- processing and analysing this information; and
- drawing conclusions and making recommendations.

The above schedule was incorporated in the empirical survey to determine perceptions of people with regard to a transformation policy for South African rugby.

4.3 QUANTITATIVE RESEARCH

According to Creswell (1994), as cited in Leedy (1997: 104), a quantitative study is defined as “an inquiry into a social or human problem, based on testing a theory composed of variables, measured with numbers and analysed with statistical procedures, in order to determine whether the predictive generalizations of the theory hold true”. In contrast, he defines a qualitative study as “inquiry process of understanding a social or human problem, based on building a complex, holistic picture, formed with words, reporting detailed views of informants, and conducted in a natural setting”.

4.3.1 CHARACTERISTICS OF QUANTITATIVE RESEARCH

The TSA Study Guide (2001: 11) asserts that quantitative research has certain distinct advantages that distinguish it from qualitative research.

In quantitative research:

- data is in the form of numbers;
- the focus is concise and narrow;
- data is usually gathered by making use of more structured research instruments such as questionnaires;
- the results provide less detail on behaviour, attitudes and motivation;

- the results are based on larger sample sizes that are representative of the population;
- the research can usually be replicated or repeated, given its high reliability;
- the analysis of the results is more objective;
- hypotheses can be tested;
- concepts are in the form of distinct variables;
- measures are systematically created before data collection and are standardised;
- the reasoning is logically deductive and goes from the general to the specific;
- the basis of knowing is the relationship between cause and effect; and
- analysis proceeds by using statistics, tables or charts and discussing how they relate to the hypothesis (TSA Study Guide: 2001: 77).

4.3.2 DIFFERENT APPROACHES IN QUANTITATIVE RESEARCH

The research methods, which a researcher chooses, are determined directly by the goal or the problem of the identified research. The author of the research study will not discuss all the possible quantitative techniques; however, merely the two that are relevant to this research study, namely the observation technique, as well as survey research.

The TSA Study Guide (2001: 77) projects that the observation technique systematically records occurrences or the behaviour patterns of the subjects without questioning or in any way communicating with them. When researchers want to conduct research on a large scale in which a sample of informants is drawn from a given population, survey research will be used for the purpose of examining comparative perceptions with respect to a transformation policy for South African rugby.

4.3.3 OBSERVATION TECHNIQUE

Observation techniques can be part of both quantitative research, as well as qualitative research. The researcher may or may not have direct contact or communication with the people whose behaviour is being recorded. Researchers are sometimes interested in the process, as well as the product, in terms of what happens in a specific situation and the effect of what happens (TSA Study Guide: 2001). Observation provides a way of establishing what happens in a situation. One or more people observe what happens in a real life situation and classify pertinent actions or events, according to a specific scheme (TSA Study Guide: 2001: 87).

A distinct advantage of the observation technique is that it records actual behaviour and not what people say they said or did or believe they will say or do. Sometimes their actual recorded behaviour can be compared with their statements to check the validity of their responses (TSA Study Guide: 2001). When dealing with behaviour that may be subject to certain social pressure (for example, people consider themselves to be tolerant when their actual behaviour may be much less so) or conditioned responses (for example, people say that they value nutrition, but will select foods they know are fatty or sweet), the observation technique can provide greater insight than an actual survey. However, the observation technique does not provide one with many insights into what the person may be thinking or what may motivate a given behaviour or comment. Only asking people can obtain this type of information directly or indirectly (TSA Study Guide: 2001: 87).

4.3.4 SURVEY RESEARCH

Survey research comprises collecting information by asking a set of pre-formulated questions in a predetermined sequence in a structured questionnaire of a sample of individuals drawn, which is representative of a defined population (TSA Study Guide: 2001: 89).

Table 4.2: The advantages and disadvantages of survey research

Advantages	Disadvantages
Questions are designed so that answers from individuals can be added together to produce results, which apply to the whole sample.	Independent variables cannot be manipulated as they can in experimental research.
The research is based on interviews with a representative sample of respondents.	Wording of questions and the placement of items within questionnaires can have biasing effects on survey results.
The questions are designed to be unbiased.	If the sampling is largely unrepresentative, the results will have little relevance to other situations, even though the sample size may be quite large.
Surveys lend themselves to future replication.	
Large surveys can often be broken down.	
The cost of surveys is reasonable	

considering the amount of information gathered.	
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Source: (TSA Study Guide: 2001).

4.4 QUALITATIVE RESEARCH

According to Ertmer (1997), in Leedy (1997: 155), qualitative research is a broad term that encompasses a variety of approaches to interpretive research. Ertmer (1997) asserts that qualitative research can be historical, sociological, political, educational and more. Although qualitative studies in education and other social science disciplines have proliferated in recent years, it would not be correct to regard qualitative research as being 'new' or 'modern'. In fact, more researchers believe that all inquiry begins as qualitative.

4.4.1 CRITERIA FOR SELECTING THE QUALITATIVE RESEARCH DESIGN

The criteria for the above are often derived from the following:

- The worldview or outlook that the researcher favours;
- The training and experiences of the researcher;
- Psychological attributes;
- The nature of the research problem; and
- The audience for which the research is selected (TSA Study Guide, 2001: 37).

These five criteria are significant for the selection of a research paradigm and they are aspects that are usually taken into account when a researcher selects a certain research paradigm. The researcher should feel comfortable in using the qualitative paradigm and should indeed be an informed user of the selected paradigm.

4.4.2 IMPLICATIONS FOR THE PRACTICE OF THE APPLICATION OF QUALITATIVE RESEARCH

The implications for practice are:

- The researcher uses quotes and themes in the words of participants and provides evidence of different perspectives;
- The researcher collaborates, spends time in the field with the participants and becomes an 'insider';
- The researcher openly discusses values that shape the narrative and includes own interpretation in conjunction with the interpretation of participants;
- The researcher uses an engaging style of narrative and employs the language of qualitative research (mentioned further in this chapter); and
- The researcher works with particulars before generalizations, describes in detail the context of the study and continually revises questions on the basis of experiences in the field (TSA Study Guide: 2001).

4.5 CONTRASTS: QUALITATIVE AND QUANTITATIVE RESEARCH

Qualitative Research	Quantitative Research
The epistemological dimension refers to the close interaction between the researcher and the respondents.	There is a distinct distance between the researcher and the respondents.
The axiological dimension makes the research personal and the researcher may use the first person (I).	The values of the research are kept out of the study; language usage is impersonal and facts are reported.

The rhetorical dimension includes language that is personal, informal and based on definitions that evolve during the research.	The language is impersonal and formal.
The methodological dimension is inductive.	The methodological is deductive.

Table 4.3: Qualitative and Quantitative Research. Source: (TSA Study Guide: 2001).

As mentioned at the beginning of the Chapter and as is evident throughout the research study, the author has made use of approaches from both the quantitative, as well as qualitative research methods in order to provide for an informed research premise to analyse comparative perceptions for a transformation policy for South African rugby. This has been in the form of questionnaires, a survey, which had been conducted by the Springbok Management team of 2003, interviews (one, which was face-to-face and two, which were conducted by email), and a literature study, which includes books, articles, Acts and other relevant, institutional documentation.

4.6 PRESENTATION OF THE RESEARCH DATA

4.6.1 QUESTIONNAIRE

The questionnaire (see Appendix 1) was designed in order to assess and compare the perceptions of a random sample of the public with regard to the concept of transformation in South African rugby. In line with the main objective of the research study, which is to gather various perceptions and reactions from the game's stakeholders in relation to the South African government's vision to

transformation, the author of the research study had structured the questionnaire accordingly, as outlined by Leedy (1997: 198). In trying to obtain and maintain a quantitative approach to the questions and, therefore, the answers within the questionnaire, all of the questions, with the exception of one, are close-ended. A detailed analysis of the sampling methodology will be rendered further in this Chapter.

4.6.2 INTERVIEW

Leedy (1997: 199) argues that the structured interview is closely connected to the questionnaire as a mechanism of quantitative research methodology. A structured interview comprises a series of closed-ended questions, which are similar to those that are used in the questionnaire, whilst a semi-structured differs slightly in that it probes the closed-ended questions as a measure to obtain additional, clarifying information. For the purpose of establishing data, which is related to the research study, particularly in view of SARU's initiatives with regard to (their) transformation programmes and practices, the author made use of the latter as a means to determine the extent of SARU's commitment to institutionalised transformation. In this respect, the author held an interview with the ex-Vice President of SARFU, Mr Songezo Nayo. The author had compiled questions for the respective interview, which dealt mainly with the issues of transformation within SARFU and what they perceived it to mean. Specific attention was also given to SARFU's role in the provision and access of facilities and development within rugby specifically towards those who had been historically disadvantaged.

4.6.3 SURVEY

The survey was used as an appropriate tool for this particular research study since it dealt directly with the issue of transformation within South African rugby. The survey had been conducted with the South African national rugby squad, who had been invited to the national trials, which was held in Pretoria. The trials were a means to select the final squad of national players for the 2003 Rugby World Cup tournament. The survey was initiated and designed by SARFU, whose objective was to learn the level of perceptions or awareness held by national rugby players with regard to the issue of transformation. The author of the research study had liaised with the 2002-2003 Springbok Media Manager, Mark Keohane, and received permission to use the findings of the transformation survey for this study.

4.7 SAMPLING METHODOLOGY

This sub-section will provide an examination of the size and population of the samples that were used for both the questionnaire and the survey.

4.7.1 QUESTIONNAIRE

From the outset of the research study, the author would have preferred to use respondents who are equally representative of the two main historical race groups within South Africa, namely blacks and whites. This preference was alluded to in Chapter One, as well as in the Research Proposal for this research study. The reason for this was to obtain responses, which would either support

or negate a possible hypothesis that would render similar perceptions within and amongst the same race groups, respectively.

However, the respondents who completed the questionnaire numbered 51, of which 18 are white, while 33 are black. The total number of questionnaires that were handed out by the author was 75 though 51 were returned and 24 not. The author could not verify the reasons for the non-return of questionnaires and has, therefore, been left to speculate that these may have been lost or misplaced by prospective respondents; that they may have been indifferent to the cause or significance of the task; or that they simply did not understand the issues or concepts presented in the questionnaire. The percentage ratio, therefore, is 35%-65% for white and black respondents respectively.

4.7.2 SURVEY

The squad of Springbok national players that were used to complete and participate in the transformation survey totalled 46. Of this total number of respondents, 34 (74%) were white players, while 12 (26%) were black players. The survey scenario, in terms of race representation, appears to be almost an antithesis of the questionnaire scenario, where black respondents were a majority, while in the survey context; white respondents were the clear majority.

4.8 SUMMARY AND CONCLUDING REMARKS

This chapter has dealt with the theoretical context of the research design and methodology that was employed in this research study by outlining a theoretical premise for the methodologies of both qualitative, as well as quantitative research methods. The specific mechanisms that were used in the research study comprises a literature review of various relevant Acts, government documentation and articles, SARU documentation in respect of transformation,

as well as other books and articles, which are related to the topic of examining a transformation policy for South African rugby, while considering people's perceptions of the subject; a questionnaire to ascertain those perceptions; interviews, one of which was conducted face-to-face, while two were conducted by email; and an analysis of a survey, which was designed and conducted by the Springbok Management team of 2003. The following chapter analyses the data that was received from the methodology and provides a discussion of the findings and results of this data.

CHAPTER 5: RESULTS AND DISCUSSION

5.1 INTRODUCTION

The data from the questionnaires, as well as from the survey are detailed and discussed during the course of this Chapter. Whilst each question from the questionnaire, in terms of the response, has been comparatively calculated and tabulated, each is also further discussed within the chapter. A similar approach was taken for the survey results in terms of its analysis.

5.2 ANALYSIS OF THE DATA

As was mentioned by the author in Chapter 3, the initial intention with regard to the demographics of the questionnaire respondents was to conduct the survey amongst an equal number of black and white race groups, respectively, for the sake of representation. The main reason for this was to test whether or not the race of the respondent would in any way impact on the outcome of the research results in terms of their perceptions. The underlying hypothesis would then have to be that a respondents' perceptions would be influenced by their race and, therefore, racial background, particularly with regard to their frame of reference.

However, from the table provided below, it is clear that the author was not able to secure an equal number of white and black members of the public as respondents and has, therefore, used the 35%-65% racial ratio instead. As mentioned in the previous Chapter, the racial representation of the Springbok survey is almost an antithesis of the questionnaire scenario, where black

respondents were in the majority, while in the survey context, white respondents were the majority.

Table 5.1: The questionnaire: A classification of the respondents

Race Group	No. of respondents	Gender	Age group
White	18 (35%)	2 (11%) Female 16 (89%) Male	18-30: 11 (61%) 31-40: 2 (11%) 41-55: 5 (28%)
Black	33 (65%)	4 (12%) Female 29 (88%) Male	18-30: 28 (85%) 31-40: 3 (9%) 41-55: 2 (6%)

It was also imperative for the author to include the perceptions of females in the research study and, therefore, the questionnaire, not merely for the purposes of representation, but also because of female involvement in the game. The author has observed the growing numbers of female supporters who attend weekly club, provincial and regional rugby matches that are held locally within the Western Cape, as well as at (inter) national games, which are usually televised. The author's observational experience can also testify to the fact that an increasing number of females are able to engage in analytical, as well as technical aspects of the game. According to Nayo (2002), female rugby is presently represented at both South African provincial and national levels. Females also participate in provincial coaching and refereeing courses that are offered nationally within certain rugby provinces, such as at the Western Province Rugby Union (WPRU).

The author, therefore, used the 11%-12% (white-black) ratio of female respondents in the questionnaire. In this way, both genders would be presented, whilst being able to make sufficiently informed opinions and decisions with regard to the questions that were posed in the questionnaire.

The age group classification of the respondents began at 18 to 55. In both the white (61%) and black (85%) racial categories, the age group 18-30 were the majority, irrespective of gender. Though the assumption cannot and should not be made that the reason for this majority is because this age group comprises the majority of rugby supporters, it may be noted that the author believes that, based on observational experience, the age group (18-30) is also indicative of the stage when rugby supporters become more serious and intentional about their support for and analysis of the game of rugby. Therefore, along with the other age groups of 31-40 and 41-55, sufficiently informed opinions and decisions could be expressed with regard to the questionnaire.

5.2.1 PRESENTATION OF QUESTIONNAIRE RESPONSES: A STATISTICAL ANALYSIS

Table 5.2: Questionnaire responses

Question	Race group	Yes	No
4. Does SARU support the South African government's call for transformation and equity?	Black	52%	48%
	White	33%	67%
5. Is transformation in rugby necessary?	Black	88%	12%
	White	39%	61%

6. Would certain players be disadvantaged because of transformation policies? If so, who?	Black	76%	24%
	White	39%	61%
	39% of the white respondents responded to the second part of this question by stating that white players would be disadvantaged. The rest of the white respondents, as well as all the black respondents, did not respond to this part of the question.		
7. Has Saru done sufficient in terms of promoting transformation?	Black	61%	39%
	White	39%	61%
8. At which level	Black	School: 67%	

should transformation begin to be visible?		Club: 24% Provincial: 6% National: 3%	
	White	School: 61% Club: 17% Provincial: / National: 6%	3 of the white respondents did not respond to this question.
9. Are all players treated equally for selection to provincial and national sides?	Black	27%	73%
	White	61%	39%
10. Are there sufficient black players represented at provincial and national levels?	Black	21%	79%
	White	72%	28%

5.3 SARU'S SUPPORT FOR TRANSFORMATION AND EQUITY

With regard to whether the respondents believed that SARU supported the Government's call for transformation and equity in rugby, 52% of the black respondents believed that they have, while 48% were of the opinion that not enough has been done or shown in this regard. The white respondents reflected a contrasting perception since 33% of them believed that SARU has shown support for the Government's call, while 67% believed SARU had not.

5.3.1 THE NECESSITY FOR TRANSFORMATION IN RUGBY

While 88% of the black respondents believed that it is necessary for transformation to occur within the game of rugby, 12% did not believe that it was. Conversely, 39% of the white respondents believed that there is a need for transformation in rugby, while 61% believed that there is no need for the game to be transformed in terms of the composition of teams.

5.3.2 POSSIBLE DISADVANTAGES OF TRANSFORMATION

In response to this question, which related to whether or not certain players would be disadvantaged because of transformation policies, 76% of the black respondents believed that certain players would be disadvantaged, while 24% believed that they would not be. In contrast, 39% of the white respondents believed that certain players would be disadvantaged because of transformation policies, while 61% reflected that players would not be. The afore-mentioned 39% of white respondents further claimed, in response to the second part of the question, that white rugby players, in particular, would be affected by transformation negatively, since they would be disadvantaged in favour of black players. None of the other three parties within the questionnaire responded to this part of the question, which related to who would be disadvantaged by transformation.

5.3.3 SARU'S ROLE IN THE PROMOTION OF TRANSFORMATION

In terms of whether SARU has done sufficient to promote transformation, 61% of the black respondents were satisfied that SARU has, while 39% of them believed that SARU has not. In direct contrast, 39% of the white respondents believed that SARU has done enough to promote transformation in rugby, while 61% of them believed that SARU has not.

5.3.4 THE VISIBILITY OF TRANSFORMATION

This question requested of respondents to choose the level at which they believed transformation should begin to be visible. The black respondents' responses were as follows: 67%-school level; 24%-club level; 6%-provincial level; and 3%-national level. The white respondents responded as: 61%-school level; 17%-club level; 0%-provincial level; and 6%-national level.

5.3.5 EQUALITY IN SELECTIONS

In response to the question, which relates to whether all players are treated equally for selection to provincial and national sides, 27% of the black respondents believed that they were, while 73% believed that all players were not treated equally in this regard. The white respondents responded with 61% who believed that all players were selected on equal terms, while 39% believed that players were not.

5.3.6 BLACK PLAYER REPRESENTATION AT PROVINCIAL AND NATIONAL LEVELS

In terms of whether there are sufficient numbers of black players represented at provincial and national levels of the game, 21% of the black respondents believed that there are sufficient black players at these levels, while 79% believed that there were not. The white respondents almost directly contrasted this stance with 72% who believed that there are sufficient black players who are represented at provincial and national levels, while 28% believed that there are not.

An interpretation and the implications of these findings is provided in the following Chapter.

5.4 SURVEY ANALYSIS: SPRINGBOK PLAYERS' PERCEPTIONS

Table 5.3: Presentation: Springbok Transformation Survey

Question	Yes	No
1. Are all black players who have played test rugby since 1995 selected on merit?	10%	90%
2. Are white players disadvantaged in South African rugby?	80%	20%
3. Are black players disadvantaged in South African rugby	80%	20%
4. In one paragraph,	As reported by Keohane	

<p>explain what you understand by transformation.</p>	<p>(2004), while most of the 46 players had tried to express their perspective on what transformation means to them, the majority conceded that they did not have a clear understanding of what it means.</p>	
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Source: (Keohane: 2004).

5.4.1 MERIT SELECTIONS OF PLAYERS

The Springbok players were asked whether they believed that every black rugby player, who had played test rugby since 1995, had been a merit selection: 10% of them expressed that the black players had been selected on merit, while 90% believed that they had not been.

5.4.2 IMPACT OF TRANSFORMATION ON WHITE PLAYERS

This question was asked of the white Springbok players only. They were asked whether they believed that they were at a disadvantage within South African rugby (because of transformation) by virtue of their race: 80% of them believed that they are disadvantaged because they are white, while 20% of them disagreed.

5.4.3 IMPACT OF TRANSFORMATION ON BLACK PLAYERS

The same question was asked to the black Springbok players. Correspondingly, 80% of them believed that they were disadvantaged within South African rugby by virtue of their race, while 20% of them believed that they were not.

5.4.4 SPRINGBOK PLAYERS' UNDERSTANDING / AWARENESS OF TRANSFORMATION

All of the 46 Springbok rugby players were asked to participate in this question, in which they were asked to explain, in one paragraph, their understanding of transformation. As reported by Keohane (2004), while most of them attempted to answer the question, the majority (no statistic was forwarded by Keohane in this regard) had conceded that they did not have a clear understanding of what was meant by the concept of transformation.

5.5 SUMMARY AND CONCLUDING REMARKS

The data that was extracted from both the questionnaire and the Springbok survey, has informed the research study of the perceptions of the respective sample groups. In both contexts the issue of racial representation played a variable role in order to note the impact that this may or may not have on the outcome of the responses, particularly in terms of the parties' perceptions of transformation within South African rugby. The interpretations of the findings from the questionnaires and the survey, as well as the implications thereof, will be discussed in the following Chapter.

CHAPTER 6: INTERPRETATIONS AND IMPLICATIONS OF THE FINDINGS

6.1 INTRODUCTION

This Chapter provides an interpretation of the findings and results of the questionnaires and the Springbok survey in terms of the parties' responses to the concept of transformation within South African rugby. The implications of these findings will also be examined in respect of the progress and sustainability of transformation. The main objective of the research study is to present and analyse the perceptions of transformation amongst South African rugby's stakeholders.

6.2 INTERPRETATIONS AND IMPLICATIONS OF THE FINDINGS

The results of the questionnaire and survey samples have not only revealed the respondents' perceptions of transformation within South African rugby, but have also shown the contrasts, which are at times apparent, between the perceptions of black respondents and white respondents.

6.2.1 RESEARCH QUESTIONNAIRE

The first apparent contrast that should be noted is the disparity, which arose from the question that related to whether transformation in rugby is indeed necessary. A vast majority of the black respondents conceded that transformation was necessary; while the majority of white respondents conceded that it was not. The question that begs of this latter group is: how can equity in rugby ever be

achieved if there is a school of thought, amongst both blacks and whites, which advocates that there is no need for transformation principles or programmes?

The status quo of the Apartheid era, when sport was played along racially segregated lines (Booley: 1996), has become a historical occurrence since all sporting codes had become integrated by April 1994, when the newly-elected, democratic government of South Africa became a reality. The above revelation though shows that there are still those who believe that transformation is not a necessity.

Given the historical context of South Africa, which had been dominated by a white-led government in all societal spheres such as politics, economics, sport, culture and education, it was deemed necessary, post-1994, by the South African Government and, therefore, its peoples, that all of these societal facets be transformed so that a more equitable and representative scenario may become the reality. Rugby, as a microcosm of South African society, should be treated no differently and, therefore, transformation has become necessary in order to achieve equity within the game.

While most of the black respondents believed that SARU does support the South African Government's call for transformation in rugby and that SARU has done sufficient in terms of promoting transformation within their respective structures, they also further believe that not all players are treated equally for selection into provincial and national sides and that there is an insufficient number of black players who are represented at provincial and national levels. As is evident from the questionnaire findings that are presented in Table 4.2, there were respondents who contradicted all four of the above responses.

The literature review of the research study, which was presented in Chapter Two, shows that SARU has certainly heeded the South African Government's call for transformation practices within the game of rugby. This is evident from the

structures that they have attempted to establish such as the Conference Against Racism, Prejudice and Discrimination, which resulted in the adoption of the South African Rugby Charter 2000, a document, which illustrated the core ideals of rugby's transformation process; the Vision 2003 document, which was a strategic initiative to enhance SARU's transformation aspirations; and finally, SARU's Transformation Charter, which was published in 2006 and outlines broad-based empowerment and transformation initiatives.

The question remains whether SARU has done sufficient in terms of transformation, which would ensure equitable access for all players, irrespective of race. The reasons for the majority of the black respondents belief that not all players are treated equally in respect of selections and that there are not enough black players represented in provincial and national sides, may stem from the fact that they have not seen consistent selections of black players over a period of time to these respective teams.

Even though SARU had established the above-mentioned structures for the main purpose of transforming their institution and, therefore, the game of rugby, the reality of team selections, both at provincial and at national levels, has not proven satisfactory, as perceived by the majority of the black respondents, as well as by the South African Government's Sport Ministry, as discussed in Chapter Two.

The only area within the questionnaire, which reflected a similar response by the two racial groups related to the visibility of transformation. The majority of both the black and white respondents believed that transformation should first become visible at a school level. However, whilst this may be the ideal scenario, it would be problematic, at this stage, to realise, since many schools within South Africa were still same-race schools or at least predominantly constituted by one race.

6.2.2 RESEARCH SURVEY

The Springbok Transformation Survey (2003) revealed the perceptions of the 2003 World Cup squad of 46 leading national players, of whom 12 were black, with regard to the issue of transformation within South African rugby. A vast majority of these players believed that black players are not selected to play for the Springboks, the national side, based on merit. The implication is, therefore, that black players are selected as token players, which means that they are only in the teams by virtue of them being black. This perception is, of course, contrary to SARU's belief in fielding players based only on merit, irrespective of their race (SARU: 2005).

The Springbok Transformation Survey further revealed that the vast majority of the white players within the squad believed that they are disadvantaged in South African rugby. Correspondingly, the vast majority of black players within the squad believed that they too are disadvantaged in South African rugby. The common denominator for this identical response (see Table 5.3) could be found in SARU's transformation endeavours. Whilst the white players may feel disadvantaged because of the emergence and implementation of transformation practices, which would introduce, develop and use more black players within the game, black players may feel disadvantaged because of the lack of transformation mobility. The black players may believe that sufficient strides have not been made, which would speed up the process of transformation and that, therefore, they remained on the periphery of team selections.

A final revelation from the survey exposed the fact that the majority of the 46 participating national players were not able to articulate an appropriate explanation of the term transformation. Even though they had all attempted to explain the concept of transformation, the majority of them had conceded that they were not able to explain what it meant. This ignorance of what exactly transformation means may not be confined to this grouping.

6.3 SUMMARY AND CONCLUDING REMARKS

The concept of transformation has been widely (and loosely) associated with the idea of including more black players in rugby teams by many of the game's stakeholders including SARU, the South African government's Sports Ministry, players, coaches, as well as the public. However, transformation within the game of rugby should be regarded as a far more encompassing concept other than mere racial recognition, particularly when it comes to the inclusion of black players for team selections.

Particularly owing to the historical discrepancies of the past, the transformation practices and policies within South African rugby should be inclusive of every facet of the game. These changes would include demographically representative team selections, though it would also comprise broader transformation practices in terms of employment equity within SARU and their provincial bodies, as well as the significant development of the game, particularly in historically disadvantaged areas.

CHAPTER 7: CONCLUSIONS AND RECOMMENDATIONS

7.1 INTRODUCTION

The research study culminates in this final Chapter, which presents concluding remarks and recommendations, which will relate to, amongst others, the awareness of and commitment to transformation by all of South African rugby's stakeholders. An intention of the author is that the outcomes of the research study will contribute to the Department of Sport and Recreation South Africa's, as well as SARU's quest to institutionalise the concept of transformation within South African rugby until transformation is able to sustain itself through sufficient equity.

7.2 CONCLUDING REMARKS

The research study had initiated an examination of the South African government's Sports Ministry's position on the issue of transformation within South African rugby, whilst comparatively analysing the perceptions of the game's stakeholders in this regard. In its National Sport and Recreation Act (1998), and later in the National Sport and Recreation Amendment Act (2006), the Sports Ministry had outlined, amongst others, that it would provide for measures that are aimed at correcting the imbalances (of the past) in sport and recreation; and to promote equity and democracy in sport and recreation. It has been against this background that the National Sport Ministry has monitored and measured the progress of transformation practices within national sporting codes, which include rugby.

It should be noted that because rugby has largely been regarded as a white-dominated sport, both in terms of players and supporters, mainly owing to the historical context of the game, particular attention would be given to the progress

of transformation practices within rugby. In 1998, the ANC government had referred to the Springbok national team as being “lily white”, in spite of the fact that calls for transformation had been made since 1993, at the time (ANC: 2002). Presently, it is 13 years later and though there has been progress in this regard, transformation remains an issue, which should be monitored and measured.

It has become evident from the revelations in the literature review (Chapter Two) of the research study that both the Ministry of Sport and SARU regard sport and, therefore, rugby as a means to address issues, which are of national importance by using sport (rugby) as a medium to achieve positive outcomes for the South African society through the development of national pride. While both parties have also instituted measures to attain this objective, the implementation and practice of transformation appear to be the common denominator, which would ensure the success of this objective.

SARU regards the adoption of the Transformation Charter (2006) as a significant design to increase the number of black people involved in rugby. This does not merely mean a certain number of black players in provincial and national teams for the sake of having black representation in those teams. Hoskins, the President of SARU (2006), believes that transformation does not begin and end with demographic representation in the national team or senior provincial teams (Superrugby: 2006). Rather, he believes that transformation encompasses a vision for the steady increase in numbers to the game to the extent that there can eventually be a South African team, which will be supported, irrespective of the races of the players. According to Hoskins (Superrugby: 2006), for this reason, therefore, transformation should be engaged with properly, holistically and methodically, as outlined in SARU’s Transformation Charter (2006).

The research that was conducted with regard to the sample questionnaire and survey revealed the perceptions of these sample groupings in terms of how they perceive the concept of transformation. The results from the questionnaire

further revealed that there were discrepancies specifically between the black and white groups in terms of their perceptions of transformation. This not only proves that the respective racial groupings held similar mindsets around the issue of transformation, but also that the black respondents were keener for transformation to occur, whilst at a faster pace, than their white counterparts, in general. The most revealing feature of the survey, in terms of the research study, is the fact that a majority of the 2003 Rugby World Cup Springbok squad, who are leading national players, did not have an understanding or awareness of the concept of transformation. This would have occurred 10 years after the unification of rugby in South Africa.

7.3 RECOMMENDATIONS

7.3.1 A POSSIBLE PUBLIC POLICY FOR RUGBY TRANSFORMATION

The South African government, along with its Sports Ministry, should continue to monitor and measure the progress of the implementation of transformation within South African rugby. While the government has pledged its support for the implementation of transformation programmes and practices within various sporting codes, it has also offered its assistance, where necessary, to implement such programmes and practices. There is no existing official governmental policy, which would enforce transformation in rugby, though the Sports Ministry has provided sufficient guidelines for the attainment of equity. However, should the progress of transformation continue as slowly as it had for the past 14 years, the government should seek to officially institutionalise the concept of transformation by formulating policy in this regard.

While some may argue that there should not be any form of government intervention or interference in sport or their operational affairs, it is important to note the historical context of South Africa, which had been ruled by the

institutionalised policies of Apartheid until as recent as 1994, when South Africa became a democracy for the first time in its existence. This historical context would, therefore, necessitate that the government would have to provide policy guidelines for the provision of redress and equity so that the imbalances of the past may be removed. Against this background, it would, therefore, be apt for the formulation of a governmental policy to ensure that fair and efficient transformation is established.

7.3.2 RUGBY ACADEMIES OF EXCELLENCE

In terms of the development of rugby amongst and within historically disadvantaged areas, it may be beneficial for SARU, in conjunction with the government's assistance, to establish rugby academies of excellence throughout the country, in each of its provinces. These academies should serve as preparation facilities for exposure to all aspects of the game for rugby players once they matriculate from school. A year within such an academy, which should focus on aspects such as specific rugby skills, conditioning, fitness, as well as life skills approaches, could determine the future standard of provincial and national players within South Africa, whilst it simultaneously provides young South Africans with opportunities to access rugby facilities, which they may never have been exposed to before.

7.3.3 TRANSFORMATION CHARTER AWARENESS CAMPAIGNS / PROGRAMMES

The newly published Transformation Charter (2006), which SARU and its stakeholders have adopted, holds much promise for the successful implementation of transformation within South African rugby. Because of its holistic approach towards the concept of transformation, the Charter may even prove effective in terms of the sustainability of transformation practices.

However, in order to ensure that their theory becomes practice, SARU should embark on awareness campaigns throughout their national and provincial structures so that all rugby administrators, employees, coaches, referees, players, player associations and agents (players') become thoroughly and sufficiently aware of the principles and practices of the Transformation Charter (2006) and, thereby, enhance their understanding of the issues involved.

The provincial structures of SARU would further include club rugby, as well as school rugby structures, which should also form part of this awareness programme. It is usually considered easier to not only understand, but also to accept a new concept or idea from an early age or stage, which is why it would be particularly effective for SARU to engage this awareness at a school and club rugby level.

In addition, SARU should also seek to involve the broader public in their education and awareness programmes. The broader South African public, who also form part of South African rugby's stakeholders, would benefit from such awareness so that they not only become knowledgeable of the concept of transformation, but that some may even be afforded opportunities to change their mindsets and, therefore, present negative or ignorant perceptions of transformation. Such awareness programmes may be designed in the form of monthly or weekly excerpts in national or provincial rugby magazines respectively, as well as quarterly, as is the case with SARU's official national magazine. One or two-paged pamphlets or flyers could also be distributed at stadium matches, as well as at club rugby matches, as a means to communicate the principles and practices of transformation to the public.

It would be important for SARU to consider the language and presentation of the content when they design these awareness programmes. The layout and presentation of the information should be user-friendly, while not too much information should be offered, which is why excerpts would be more

advantageous. The language used in the awareness programmes should also be reader-friendly, which emphasises the need to use language that is easy to relate to, understand and is identifiable.

7.3.4 PARADIGM SHIFTS

Finally, in order to accept the inevitability of transformation within South African rugby, a paradigm shift becomes mandatory. In the same way that most South Africans have adapted, or sought to adapt to the multi-faceted changes that have taken place within the country since the establishment of democracy, so too does the changes within South African rugby require a change in individual mindsets. If all individuals would embark on a personal journey and commit themselves to this paradigm shift, or at least attempt it, the South African public may become more accepting of the realities of its intercultural existence and the understanding and empathy that should accompany that reality. In this way, the ideal of watching a senior Springbok team without being concerned about the racial constitution of the team may certainly become an actuality.

7.4 POSSIBLE FURTHER RESEARCH

This research study has realised the possibility for further related research, particularly since the adoption of SARU's Transformation Charter (2006), which has purported to raise the level of standards for the implementation of transformation within South African rugby. It should be worthy to review the implementation process and progress of SARU's transformation programme and practices after a period of time, whilst considering the South African government's response to this.

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ANNEXURE A: RESEARCH QUESTIONNAIRE

The following questionnaire is intended to inform a thesis entitled:

Transformation Policy for South African Rugby: Comparative Perceptions.

PLEASE COMPLETE EACH OF THE FOLLOWING QUESTIONS:

1. Circle the appropriate race group that you would traditionally be categorised by:

White	Coloured	Black	Indian	Other - Specify
-------	----------	-------	--------	-----------------

2. Your gender:

Male	Female
------	--------

3. Age group:

18 - 30
31 - 40
41 - 40
41 - 55
56 - 65

Please circle one of the optional answers to the following questions:

4. Do you believe the South African government's call, and support, for transformation is supported by the South African Rugby Football Union (SARFU)?

Yes	No
-----	----

5. Do you believe that transformation in rugby is necessary?

Yes	No
-----	----

6. Do you feel that certain players would be disadvantaged because of transformation policies? If so, who?

Yes	No
-----	----

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7. Has SARFU done sufficient in terms of promoting transformation?

Yes	No
-----	----

8. At which level should transformation begin to be visible?

School	Club	Provincial	National
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9. Do you believe that all players, irrespective of race or culture, are afforded equal opportunities in terms of selection to provincial and national sides?

Yes	No
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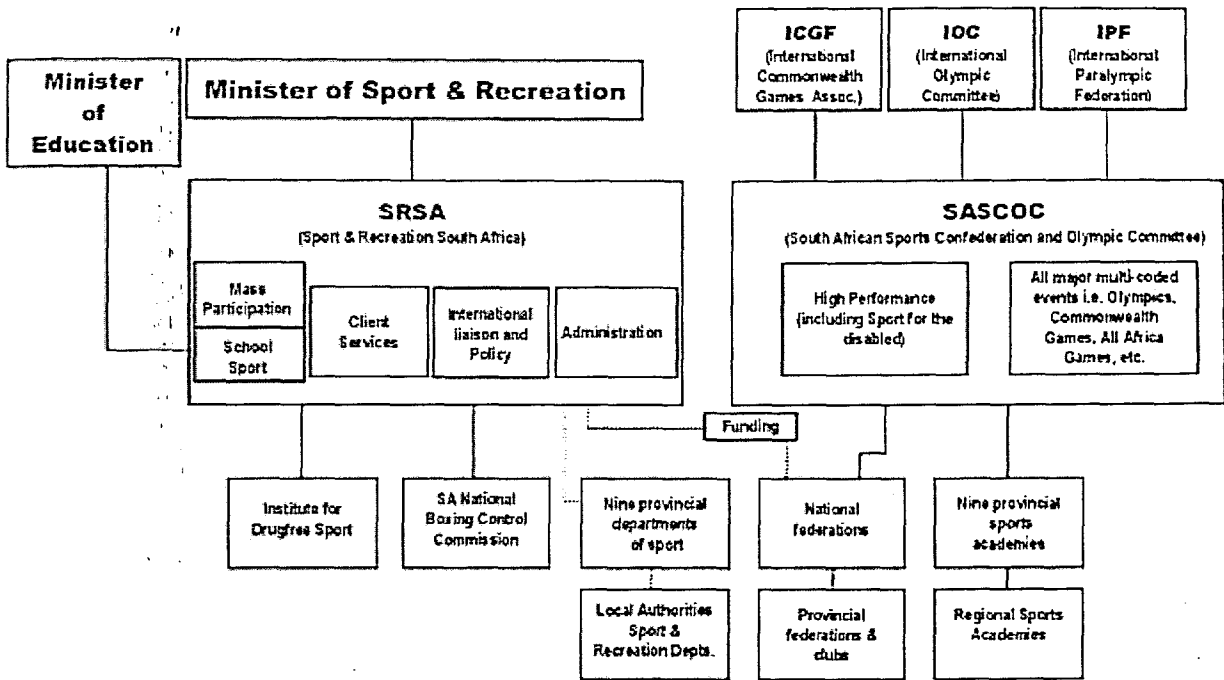
10. Are there sufficient black players represented at provincial and national levels?

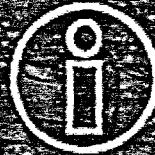
Yes	No
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Thank you for your time and effort.

ANNEXURE B: STRUCTURE OF SPORT IN SOUTH AFRICA

Structure of Sport in South Africa





[Home] [Documents] [White Papers]

National Department of Sport and Recreation White Paper

1998

FOREWORD

It gives me great pleasure to be able to present to the South African public, through this White Paper, the first official policy on sport and recreation since the establishment of this Ministry on 1 July 1994.

The main beneficiaries of government resources, in the past, were the establishment sector which accounted for only 20% of the country's population.

Sport continues to be short-changed with regard to the allocation of resources because of the lack of knowledge of those at decision-making level, of its role in society as well as its potential as an instrument of transformation. The situation is worse in the case of recreation. Our ongoing campaign to educate decision-makers about this role will continue but we are happy to note that sport is included in the good causes that will be beneficiaries of the planned national lottery.

In the meantime, however, it has been impossible to stretch the available resources to accommodate the more than 35 million potential participants who only began to matter in 1994. It is in this context that I have sympathy with the disillusionment that continues to characterise the majority of the country's citizens.

The pace of change and the impatience resulting from unmet expectations constitute a challenge that this Ministry encounters on a daily basis. The absence of sport and recreation facilities in the disadvantaged communities must rank as one of the cruelest legacies of apartheid.

It is not, however, proper to attribute all problems to our apartheid past, as many of the problems continue to exist because of inefficiencies that result from self-interest and failure to acknowledge the demands of the 21st century, amongst other things.

The DSR has set the following objectives for itself, which gave rise to the "getting the nation to play" theme:

DOCUMENTS

- > Documents for public comment
- > Constitution
- > Acts
- > Bills
- > Notices
- > Regulations
- > White Papers
- > Green Papers
- > Tenders
- > Statistical documents
- > Parliamentary documents
- > Annual reports
- > Provincial documents
- > Other documents
- > International reports
- > Forms
- > All documents by subject
- > Search on documents

- a. Increasing the levels of participation in sport and recreation activities.
- b. Raising sport's profile in the face of conflicting priorities.
- c. Maximising the probability of success in major events.
- d. Placing sport in the forefront of efforts to reduce the levels of crime.

This White Paper took a long time to finalise, but I am happy to point out that priorities identified herein address the basic issues that we would be unwise to ignore.

The priorities are all transformative in nature and the document, in my view, adequately addresses itself to the task at hand, and positions our activities within the context of overall government policy.

Happy reading.

SV Tshwete
Minister: Sport and Recreation

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INTRODUCTION

"Getting the nation to play" is the pervasive theme of this White Paper.

The realisation of this goal requires a conscious effort and firm commitment from government, non-governmental organisations (NGOs), the private sector and South African society in general. Within this triad, each stakeholder has a particular role to play in laying the foundation for a culture of sport and recreation.

The overall responsibility for policy, provision and delivery of sport and recreation resides with the Department of Sport and Recreation (DSR).

In realising this goal, cognisance must be taken of the following factors:

1. The **imbalances** between advantaged, predominantly urban communities, and the disadvantaged, largely rural communities.
2. The lack of a **strategic vision** and policy for the development of sport and recreation.
3. The need for South Africa to take its rightful place in the global sporting community.
4. The expectation that the DSR will cater for the

needs of the **entire population**, with a budget that remains the same as that which catered for a mere 20% of the population in the previous dispensation.

South Africa's sport and recreation policy must be developed within this context.

Whilst our approach to sport and recreation has to be based on South African values and beliefs - its geography, its communities, its history and heritage - our national sport and recreation policy has to be responsive to global influences.

The global direction and policies in sport and recreation are, in turn influenced by international and continental associations, like the Supreme Council for Sport in Africa (SCSA), the International Olympic Committee (IOC),

And the actions of the International Federations (IFs). Furthermore the effects of political, social and economic

forces, such as the role and influence of multinational corporations, commercialisation of sport and proliferation in the media sector, cannot be undermined.

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DEFINING SPORT AND RECREATION

Several attempts have been made to succinctly define sport and recreation. No consensus, however, has ever been reached in that regard. For the purposes of this White Paper, the following definition will suffice.

SPORT may be defined as any activity that requires a significant level of physical involvement and in which participants engage in either structured or unstructured environment, for the purpose of declaring a winner, though not solely so; or purely for relaxation, personal satisfaction, physical health, emotional growth and development.

RECREATION is a guided process of voluntary participation in an activity which contributes to the improvement of general health, well-being and the skills of both the individual and society.

The observation is certainly made that there is a general illiteracy in the country about the role played by sport and recreation. The Commonwealth Heads of Government Working Group in Harare (1995) made the following observation with regard to the influence of sport on society: "It is time that the integral role which sport in the process of nation-building is fully recognised. Sport is an investment. It is firstly an investment in the health, vitality and productivity of one's people. It is secondly an investment in their future. The social benefits include an overall improvement in the quality of life and physical, mental and moral well-being of a population. Furthermore successful athletes serve as role models for the youth of the country as achievers, as unofficial ambassadors, and as individuals committed

to equality and fairness in competition. Because of its visibility, sport can play an enormous part in redressing gender inequalities and discrimination against the disabled and minorities".

But, perhaps the most important of all is the role of sport fostering national unity.

The impact of sport and recreation extends beyond the confines of participation. It is felt in many other spheres of life like Health; Education; Economy; Crime; Nation-building and International Relations. The table below illustrates the relationship between sport and recreation vis-a-vis other sectors

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SPORT AND RECREATION	IMPACT
VS HEALTH	<p>(i) Many illness like high blood pressure either depend on treatment and/or physical activity to be controlled.</p> <p>(ii) It is believed in developing countries that for each Rand spent on sport and recreation, the health bill is lowered by one hundred Rands</p>
VS EDUCATION	<p>(i) Studies show that sport presents the child with life skills in a way that is unsurpassed by any other activity.</p> <p>(ii) There is also evidence that demonstrates that increased physical education leads to improved scholastic performance.</p>
VS ECONOMY	<p>(i) Through its positive impact on health, physical activity has a favourable effect on productivity levels.</p>

	<p>(ii) The minimum reduction in absenteeism associated with healthy lifestyles of 23% results in savings of 1,5 days per worker year.</p> <p>(iii) Sport's contribution to the GDP is estimated at 1,7% (UK); 1,9% (RSA)</p>
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SPORT AND RECREATION	IMPACT
VS CRIME	<p>(i) The counter to the saying that the devil finds work for idle hands is that a child in sport is a child not in court.</p> <p>(ii) Delinquent behaviour is associated with low self esteem, and success in sport and recreation act to improve self- esteem</p>
VS NATIO-BUILDING	<p>(i) Role models in sport are amongst the top opinion-makers in many countries.</p> <p>(ii) Success in sports like rugby, soccer and boxing have led to a reduction in instances of racial prejudice in this country.</p>
VS INTERNATIONAL RELATIONS	<p>(i) Achievements in sport come with recognition, even for small countries.</p> <p>(ii) Countries of the world increasingly drive their foreign policy via cooperation in the field of sport and recreation.</p>

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Recognising the pervasive influence of sport and recreation on all aspects of society, the Ministry and Department of Sport and Recreation agreed on the following eight priorities, which form the basis of this White Paper.

PRIORITY ONE

To confirm roles and streamline the responsibilities of the various stakeholders in sport and recreation to ensure that coordination and economies of scale are realised.

Governance of sport and recreation in South Africa may be illustrated in terms of the organogram

GOVERNANCE OF SPORT AND RECREATION

Parliament, particularly through the Minister and the Standing Committee on Sport and Recreation, is principally responsible for defining government policy, legislation and budget allocations.

a) In the above context, the DSR focuses on:

- The promotion of sport and recreation policy and its implementation, through the National Sports Council (NSC), National Olympic Committee of South Africa (NOCSA) and the National Federations (NFs).
- Recreation policy, with the principal agent being the South African National Recreation Council (SANREC).
- Funding of the above agencies.
- The researching, auditing and upgrading of facilities for national and international events.

b) At the provincial level, the Member of the Executive Council (M) and the Provincial Department of Sport and Recreation are charged with the responsibility of:

- Policy development, within the context of the national sport and recreation policy, with the principal agents being provincial federations and macrobodies.
- Implementation of recreation policy, via the Provincial Recreation Councils (PRORECs).
- Funding of the above agencies
- Creating facilities as created by local authorities, for national and provincial events.

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c) The local authorities have the following roles:

- Policy development at local level.
- Implementation of recreation policy.
- Funding of its principal agencies viz, clubs and individuals.
- Creating facilities for local and provincial usage.

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THE OPERATIONAL DUTIES OF THE KEY ROLE-PLAYERS:

THE MINISTRY AND THE DSR

"Government provides, sports federations deliver"

The functions of the Ministry/DSR are to:

- a. Develop a policy framework for the governance of sport in South Africa.
- b. Make sport and recreation accessible to all South Africans.
- c. Provide the infrastructure required for sport and recreation, eg. South African Institute for Drug-Free Sport, scientific support, etc
- d. Ensure the existence of programmes that develop the human resource potential in sport and recreation.
- e. Coordinate the involvement of the various departments of the national government, to ensure congruence with national sport and recreation policy.
- f. Provide mechanisms for unlocking resources, so as to extend the budget for the provisioning of sport and recreation eg. sponsors, national lottery, overseas funding, credits for Joint Economic Development (JED) programmes, Sports Trust, etc.
- g. Enter into international agreements for the purpose of sharing technology, skills transfer, and the development of sport and recreation for its agencies, provincial governments and local authorities.
- h. Intervene in the interests of sport and recreation as well as the public whenever conflict arises that the lead agencies are not able to resolve.
- i. Coordinate input to the Department of Education on the physical education curriculum at school and tertiary level.
- j. Provide incentives for excellence in sport and recreation.

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PORTFOLIO COMMITTEE ON SPORT AND RECREATION

It is the responsibility of the Portfolio Committee to further the cause of sport and recreation, at a political level, by striving to:

- a. Monitor the governance of sport and recreation in terms of national government policy.
- b. Advance the cause of sport and recreation in Parliament.
- c. Debate and suggest enabling legislation.
- d. Advise on international trends in sport and recreation.

THE MEC AND PROVINCIAL DSR

The provincial structures are one step closer to the delivery of sport and recreation than their national counterparts. They serve to:

- a. Make sport and recreation accessible to all people in the province.
- b. Provide the infrastructure required for sport and recreation, and its maintenance.
- c. Ensure the existence of programmed that develop the human resource potential in sport and recreation.
- d. Develop a policy framework for the governance of sport and recreation in the province that is in concert with the national sport and recreation policy.
- e. Coordinate the involvement of the various departments of the provincial government, to ensure congruence with provincial sport and recreation policy.
- f. Effect international agreements, as reached by the national DSR, for the purpose of sharing technology, skills transfer and the development of sport and recreation.

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LOCAL AUTHORITIES

The local authorities are in direct contact with the sites of delivery sport and recreation. Their primary functions are to:

- a. Develop a policy framework for the governance of sport at local level that is in concert with the national and provincial sport and recreation policy.
- b. Make sport and recreation accessible to all people in the local area.
- c. Create the infrastructure required for the delivery of sport and recreation given that the club is the basic unit of sport and recreation, the local authorities are an important link in the value chain.
- d. Ensure the existence of programmes that develop the human resource potential in sport and recreation.
- e. Effect international agreements in concert with provincial DSRs, as reached by the national DSR, for the purpose of sharing technology, skills transfer and the development of sport and recreation.

Whilst the DSR has the overall responsibility of monitoring the movement of participants through the sports development continuum it has a particular role in mobilising non-participants, through its recreation programme. In this regard SANREC will play an important role.

The following are the contractual obligations if the lead agencies of South African sport, as well as the roles of clubs and corporate sponsors.

NATIONAL SPORTS COUNCIL (NSC)

- a. Implementation of government policy on sport at national level.
- b. The core business of the NSC, and its national and provincial affiliates, is the execution of the participation/development of sports mandate. This comprises talent identification (with resources from the Sports Information and Science Agency - SISA), capacity building (Protea Sport), to fasttrack delivery and to act as a lead agent for provincial sports academies.
- c. Representation of its affiliates at national (eg. SISA, Victor Awards, S.A. Institute for Drug Free Sport, Sports Trust), continental (eg. Supreme Council for Sport in Africa - SCSA) and international forums.
- d. To co-ordinate the participation of South African athletes at the All-African Games.
- e. To ensure the existence of internal dispute handling mechanisms within its affiliates, prior to mediation by itself, and any subsequent involvement of the DSR.
- f. To regularly liaise with NOCSA with regard to their respective roles, through cooperation and joint programmes, within their respective mandates.
- g. Not to act in a way that can be interpreted as competing with the DSR/ Ministerial initiatives.

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NATIONAL OLYMPIC COMMITTEE OF SOUTH AFRICA (NOCS)

- a. Implementation of government policy on sport and recreation at national level.
- b. The core business of NOCSA, in terms of the Olympic Charter, is to ensure the participation of South African athletes at the Olympic Games, and the execution of its high-performance sports mandate. This comprises talent identification (with resources from SISA), capacity building (Operation Excellence), fasttrack delivery and acting as a lead agent for the National Academy, as well as the supervision of the Olympic Training Centre.
- c. Representation of its affiliates at national (eg. SISA, Victor Awards, S.A. Institute for Drug Free Sport, Sports Trust), continental (eg. Association of National Olympic Committees of Africa - ANOCA) and international forums (eg. ANOC and the IOC).
- d. To ensure the existence of internal dispute handling mechanisms within its Olympic affiliates, prior to mediation by itself, and any subsequent involvement of the DSR.
- e. To regularly liaise with the NSC with regard to their respective roles, through cooperation and joint programmes, within their respective mandates.
- f. Not to act in a way that can be interpreted as competing with the DSR/ Ministerial initiatives.

SOUTH AFRICAN COMMONWEALTH GAMES ASSOCIATION (SACGA)

- a. Implementation of government policy on sport and recreation at national level.
- b. The core business of the SACGA is to coordinate the participation of South African athletes at the Commonwealth Games.
- c. Represent its affiliates at international forums (eg. CHOGM Sports Committees and the CGF).
- d. Not to act in a way that can be interpreted as competing with the DSR/ Ministerial initiatives.

The SACGA is an independent committee elected by its national federations and is affiliated to the Commonwealth Games Federation (CGF).

NATIONAL FEDERATIONS (NFs)

- a. *Implementation of government policy on sport and recreation at national, provincial and local levels.*
- b. *Their core business is to act as the principal delivery agents for their respective sports disciplines. This is executed through guaranteed equitable access to its sports, talent identification programmes, the establishment of a volunteer corps and increased participation.*
- c. *Make representations, on behalf of their sport to the macrobodies and the Ministry/DSR.*
- d. *To develop internal dispute handling mechanisms with their sports disciplines and to invite macrobody mediation when necessary.*
- e. *Proactive promotion of their sport to ensure maximum participation.*
- f. *To represent their sport at macrobody, governmental, continental and international forums.*
- g. *To ensure that their provincial affiliates conform to accepted provincial boundaries, as per national government policy.*

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Provincial federations have a similar role to the national federations, the important distinction being their respective areas of jurisdiction.

SPORT AND RECREATION ACT AND/OR SPORTS COMMISSION

Unlike other national departments, the DSR has no statutory Act which empowers it to also have the authority and not just the responsibility for the promotion of sport and recreation in South Africa. This means that the DSR is reliant on the goodwill of its agents to discharge its mandate.

The DSR and the Ministry continuously find themselves having to decide whether it is advisable to intervene when things go wrong, to bear the wrath of the public when they do intervene.

They are perceived to be weak when they do not intervene and to be heavy-handed when they do intervene.

The situation is exacerbated by the absence of legislation that empowers the Ministry/DSR to act or not act either way.

In addition, there seems to be some duplication between the functions of the DSR and those of the sports movement in general and the NSC in particular.

In reaction to this unbearable state of affairs the Ministry is present considering the advisability of proposing a Sport and Recreation Act from which it will derive its authority and/or the establishment of a statutory sports commission, which will address both the right to intervene and duplication issues.

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SCHOOL/JUNIOR/YOUTH SPORT

"If you know, teach; if you don't, learn"- Cuban saying

The recognised coordinating body for the organisation of school sport is USSASA (United School Sports Association of South Africa). USSASA's functions include the following:

- a. Implementation of government policy on sport and recreation at school level.
- b. Its core business involves:
 - Talent identification
 - Maximising participation
 - Coordinating intra- and inter-school competitions
 - Coaching and developmental programmes for teachers
 - Giving input to the physical education curriculum
 - Sharing facilities with the community.
- c. Making representations to macrobodies and relevant government departments with respect to school sport.
- d. Liaising with national and provincial federations with respect to junior and youth sport specifically.
- e. Liaising with its international parent body, the International School Sport Federation (ISSF).

TERTIARY SPORT

The recognised coordinating body for the organisation of sport at tertiary education level is SASSU (South African Student Sport Union). SASSU's functions include the following:

- a. Implementation of government policy on sport and recreation at tertiary education level.
- b. Its core business involves sharing of its specialised resources (both human and infrastructural) with the community, maximising participation and

coordinating intra- and inter-institutional competitions.

- c. Making representations to macrobodies and relevant government departments with respect to tertiary sport.
- d. Liaising with its international parent body, the International University Sport Federation (FISU).

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CLUBS

A club is the basic unit of sport and the provision of recreation. A club's functions include the following:

- a. implement policy on sport and recreation at group/individual level.
- b. Its core business is to increase participation through proactive recruitment programmes.
- c. Involvement in capacity building.
- d. Making representations to provincial federations and local authorities to garner resources for its operation.
- e. Being the primary vehicle for the identification, development and nurturing of talent.
- f. Providing a unique social support structure.

CORPORATE SECTOR

It is not possible for government alone to meet all the demands of sport and recreation. For this reason, the partnership between government, sport and recreation, and business is vital in unlocking resources for the development of sport and recreation. The Ministry/DSR is aware of the economic impact of sport, and its rapid commercialisation. Sport has, indeed, become a burgeoning industry sector, and a meaningful contributor to the hours yielding more leisure time, and the concomitant growth of service and leisure sectors in the world economy.

The DSR is continuously looking at possible ways in which they can attract new corporate sponsors to underfunded sports disciplines. It is better to light a candle of hope than to curse the darkness".

- The ratio of private sponsorship to government expenditure in sport.
- The rise in corporate sponsorships from 1991 to 1997.
- The proportion of the demand (R100 million) to the supply (R100 million) for sports services in the country.

It is believed that the proceeds from the lottery will go a long way towards redressing disparities in the funding of the various sports disciplines. An interesting observation is that in 1997 80% of sport sponsorship goes to 20% of the NFs. In order to nurture the multi-sport character of South Africa, more resources need to be channelled to less popular and underfunded sports disciplines.

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PRIORITY TWO***To provide funds for the creation or upgrading of basic multi-purpose sports facilities in disadvantaged areas.***

The challenge in the provision of facilities in South Africa is not simply about a shortage of facilities, but rather the location of the facilities: they are just not where the majority of the people are. Furthermore it is the considered approach of the Ministry and DSR to make multi-purpose facilities the focal point of each community. This community centred approach is to ensure that communities take ownership of facilities, and assist in their maintenance and management. The DSR and its agencies, will endeavour to utilise local resources in the creation/upgrading of facilities - this will contribute to job creation. Facilities should allow for easy access for users who have disabilities.

The following table shows the roles of each tier of government in the provision of facilities:

Purpose	Responsibility
<i>Create</i>	<i>Local Authorities</i>
Multi-purpose indoor/outdoor: facilities that are community centred	Target: Schools, clubs, recreation organisations Functions: <ol style="list-style-type: none"> 1. Needs analysis via a consultative forum 2. Location decision 3. Secure funding 4. Create and manage 5. Maintenance
<i>Upgrade</i>	<i>Provincial DSR</i>
Facilities for provincial and national events	Target: National sports federations, recreation organisations, and macrobodies Functions: <ol style="list-style-type: none"> 1. Needs analysis 2. Design 3. Funding 4. Upgrade and manage 5. Maintenance 6. Tracking and control of all facilities

Upgrade	DSR
Facilities for national and international events	<p>Target: National sports federations/macrobodies</p> <p>Functions:</p> <ol style="list-style-type: none"> 1. Research and audit 2. Provide a design prototype for a basic facility 3. Secure funding 4. Promote and incentivise private initiatives 5. Coordinate the provisioning of facilities, through liaison with other government departments 6. National facility plan

"Facilities facilitate access to sport and recreation

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PRIORITY THREE

To develop the human resource potential required for the effective management of sport and recreation in South Africa.

The entry point into the continuum for an entirely new official, administrator, coach, facility manager is the "foundation" level. As more skills are acquired these recruits will graduate upwards to the various levels until a point of "excellence" is attained.

The previous government had no programmes for developing human resources in sport and recreation. International trends also point to "crisis in voluntarism" in developing countries.

In recognition of this the DSR will spearhead the following initiative

1. Recruitment of volunteers.
2. Training and accreditation of volunteers (new and existing).
3. Recognition of volunteers.

The sports development continuum provides a framework for the adequate resources from the level of a community sports leader, through to administrators of provincial, national and international federations.

a. Strategy

The DSR, together with its agencies, will develop a coordinated national programme that involves an audit of existing resources, using quantitative and qualitative methodologies, that have the following components:

- Determination of training requirements.
- Development of training programmes.
- Formulation of implementation plans.

b. Recruitment

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The catchment areas for the recruitment of volunteers are organised into the following categories:

- Sports-specific or multisport.
- Technical, eg. medical .
- Generic services, eg drivers, marshals

Specific campaigns will be launched to recruit volunteers from the various target segments. A database of all volunteers will be established.

c. Accreditation

A system, in line with the National Qualifications Framework, will be developed to promote and acceptable standard of service delivery, thereby protecting the participant and facilitating possible migration into other industry sectors.

d. Recognition of volunteers

An incentive programme will be established, whereby volunteers are accorded special awards for service to sport and recreation.

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PRIORITY FOUR

To motivate the community to develop active lifestyles and to channel those with talent for development into the competitive areas of sport.

The fundamental objectives are to:

- Recruit and encourage youth and adults to participate in physical activities.
- Motivate the populace to develop physically active lifestyles.
- Mobilise non-participants and convert them to participants in physical activities.

There are two primary areas of focus within this priority, viz. Recreation and development sport.

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Recreation

The function of recreation lies more in the experience derived from the activity than in the activity itself. The DSR is firmly committed to the principle of "providing positive recreation opportunities for all". Recreation can be harnessed to promote ethnic harmony, leadership opportunities and the development of a healthy society.

Sport and recreation are linked in a symbiotic relationship. The DSR recognises that it is much more than participation in physical activity and general fitness. It is an important contributor to participation in sport. This is articulated in the holistic and strategic import of the sports development continuum. The provision of recreation opportunities is a vital prerequisite for sport and recreation development programmes.

Recreation policy is based on four key principles:

1. Recreation development must be demand-driven and community based.

Communities must be empowered to participate in the planning, implementation and evaluation of recreation programmes, so that policies are developed from the participant's perspective. Furthermore, communities must be responsible and accountable for their own development.

2. Recreation participation is a fundamental right.

Affordability and accessibility of recreation programmes and facilities to all people of South Africa, irrespective of gender, age, race, language, culture, political persuasion, affiliation, disability or status.

3. Equitable resource allocation.

Priority will be given to disadvantaged areas in the provisioning of new programmes.

4. Coordinated effort and integrated development.

It is vitally important to create synergy and economies of scale through networking with all public and private sector organisations, to ensure efficiency in the delivery of programmes.

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In pursuance of these policies, the DSR has established the South African National Council (SANREC), which has been entrusted with following roles and functions:

Implementation of government policy on sport and recreation.

The core business of SANREC, and its national and provincial affiliates, is the development and presentation of recreation activities which will include active play, regular physical activity and the full range of constructive leisure-time pursuits; identify and undertake research programmes; identify and certify training programmes and host/attend conferences and symposia on recreation.

Represent its affiliates at national, continental (eg. AIEMAR, AFAHPER) and international forums (eg. TAFISA, WLRA, NPRA).

Advise the Minister on recreation policy.

Ensure the existence of internal handling mechanisms within its affiliates, prior to any involvement of the DSR.

Not to act in a way that could be interpreted as competing with the DSR/Ministerial initiatives.

Development sport

It is estimated that only about 10% of the country's population participates in competitive sport. This compares unfavourably with other countries, where ratios in excess of 50% are the norm.

The DSR, and the lead agency for sports development, the NSC, w ensure the development of programmes in:

1. Talent identification.
2. Skills acquisition.
3. Creating a nursery for high-performance sport.

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The sports development plan revolves around four key areas: Physical education, youth and junior sport, tertiary sport and natio federations. Development will enhanced by achievement of the following outcomes

Key area	Current situation	Action
Physical education	Physical education not recognised in school curriculum.	Establish Physical Education Association.
Sports hours per week	No agreed policy on minimum	Establish acceptable standard with the Department of

Youth & Junior sport	hours spent on sport/recreation during school hours. "	Education.
Tertiary sport	No provision for children of school-going age, who are out of school.	Develop targeted programmes for this constituency.
National federations	Absence of junior sport infrastructure.	Develop junior sport alongside school sport.
Provincial Academy	Not integrated in sports infrastructure.	Encourage integration with NFs.
	Driven only by competitions.	Develop new growth areas.
	Elite-oriented.	Provide competitions for all target groups.
	Lack of focus in talent ID - in mobilising participants in "sport for all" into competitive sport	Establish an academy in each province, with regional satellites

Special emphasis needs to be accorded to the following interest groups:

A. Women and girls

The DSR acknowledges the important role that women and girls can play in 'getting the nation to play' so as to facilitate positive, healthy lifestyles. Gender equality and the right of women to participate is paramount. National federations will be encouraged to devise train and development programmes to facilitate the participation of women, and to remove barriers that may prevent women from vocations in training, administration, coaching, and sport and recreation management.

Specific resources will be allocated for the development of sports and facilities for women and girls. Suitable candidates will be identified and introduced to leadership training and coaching in sport and recreation. Role models in sport and recreation will encourage participation of women and girls in sport and recreation.

B. Senior citizens

National federations will be encouraged by the DSR to establish senior citizen programmes. Furthermore, veterans will be an important resource for volunteer programmes.

C. People with disabilities

The DSR acknowledges the importance of sport and recreation in the well-being of people with disabilities and will encourage the organisation and presentation of sport and recreation activities for this constituency - from community level through to excellence. Currently 26 codes of sport cater for the specific needs of people with disabilities, in six age groups. Additional resources can be harnessed through coordinated programmes involving other relevant government departments, eg. welfare, health, education, etc.

D. Worker sport

Sport ought to be harnessed to add value to the workplace, as a large portion of our time is spent at work. Sport can contribute to lowering tension, fatigue and general anxiety in the workplace, and increasing productivity. It is proposed that workers' clubs be introduced to facilitate participation. Worker sports programmes can also serve as forums for talent identification, and further development into competitive sport.

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PRIORITY FIVE

To develop a high-performance programme that is geared towards the preparation of elite athletes for major competitions.

South Africa's success in international competitions, since its return from isolation have been well documented. The challenge for the D and its lead agency, NOCSA, is to sustain and improve on these achievements through a cogent and coordinated strategy. The following key drivers have been identified to achieve this objective

Key Drivers	Current situation	Action
National Academy	Lack of system for the preparation of the elite athlete	Establish a "school of excellence", where potential is translated into realised talent.
SISA	Good infrastructure in scientific and information	Ongoing research & development.

Athletes' incentives	systems is seem to be a key contributor to excellent performance.	Develop formalised incentive programmes.
Competition	No incentives to stimulate top performance. Direct correlation between improved performance and the quality of competition.	Expose athletes to top competition through a coordinated major events strategy.

"The most important thing in the Olympic Games is not winning but taking part. Just as in life, the aim is not to conquer but to struggle well"- Baron Pierre de Coubertin

PRIORITY SIX

To ensure that all sport and recreation bodies meet their affirmative action objectives.

Currently club, provincial and national teams do not reflect the racial demographics of South Africa. Clearly the concept of "Sport for all" based on values of equity and access, which can only be realised through a concerted effort to develop previously disadvantaged sports people. South African sport will not be able to realise its true potential, unless it reaches all its people it is and imperative that we ensure ongoing and sustained success.

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Key Drivers	Current Situation	Action
Equity and access	Notion that certain sports are popular to certain race groups.	Set affirmative action goals.
Development programmes for athletes and officials	Development programmes are seen to be an adjunct to the mainstream sports programme.	Ensure sustainable and long-term development of sport, through integrating development into the main agenda.

Competition	Lack of suitable competition opportunities.	Introduce adequate competitions for developing athletes.
Unity audit	Despite unification of sport, the status quo persists in terms of representativity.	Make representativity a criterion for resources like funding.

"If current successes result from providing for 20% of the population, would providing for 100% not lead to greater success

PRIORITY SEVEN

To develop a code of ethics for sport and recreation in South Africa

There is a tendency to romanticise sport. The DSR is aware, however, of the potential for negative practices in sport, eg. substance abuse, exploitation, etc. the DSR will provide an ethical framework that encompasses fair play, anti-doping legislation, tobacco and alcohol sponsorships, the environment and player rights.

The ethical considerations around fair play are integral to all sports bodies, with particular reference to doping and discipline. The DSR has created a national Institute for Drug-Free Sport, with the explicit intention of eliminating doping in sport. Prevention of violence in sport is a DSR imperative. The DSR will ensure that all role-players are encouraged to control violence or misbehavior by players and spectators. Additionally, the establishment of interest group forums like athletes' associations and coaches' associations will be accelerated.

The code of conduct for sports officials, marketers and athletes will be a vital milestone. It is obvious that while the responsibility for ethical conduct is ultimately resident in the individual, the DSR will provide an ethical framework for sport.

"To contribute to building a peaceful world through sport practiced without discrimination, which requires mutual understanding with a spirit of friendship, solidarity and fair play."

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PRIORITY EIGHT

To develop an international relations policy, in concert with national government policy.

The DSR will, in close consultation with the Department of Foreign Affairs, enter into bi-national agreements. These country-to-country agreements will promote the sharing of technology and skills, as well as twinning specific sports and provinces with their counterparts.

Furthermore, the DSR will be signatory to international convention appertaining to sport and recreation.

In particular reference to South Africa's relationship with Africa, the DSR is committed to the development of sport and recreation on the continent. An essential part of this programme will be the development of a sport and recreation resource package. The package will comprise a compendium of publications which relate experience of South Africa's most successful sport and recreation projects. It could provide the basis for the introduction of similar schemes in other countries.

It is imperative that all national federations, provincial DSRs and local authorities conform to the policy framework, as laid down by the DSR. "No man is an island"

CONCLUSION:

In our opinion, the White Paper adequately covers the minimum requirements for meeting the objectives that we had set for the DSR, i.e.:

- a. Improvement in the levels of participation in physical activity.
- b. Providing a graduation system from casual participation to elite sport for those with potential.
- c. Improved performances at major events.
- d. Contribution towards fully rounded, socially responsible, disciplined and healthy citizens.

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This document will hopefully encourage creativity on the part of the reader to devise specific programmes that will collectively give meaning to the slogan of "getting the nation to play".

Additionally, the document is intended to provide the framework for enabling legislation that will ensure that gains made are not only consolidated and developed, but that they make the progress attainable and irreversible.

The actuarial evaluation of the document also shows that the proposals are affordable, so long as partnership opportunities are explored.

In Priority One, we hope to dilute the effects of lack of accountability. There will be clearly defined roles across the sports spectrum.

We also believe that through Priority Two and Three, the physical infrastructure and human resource needs of sport and recreation cannot be left to the good intentions of the national federations, particularly in the light of the limited financial resources that they have at their command.

In Priority Four we encouraged young people to play and have fun in a broad range of modified activities; identify talented individuals from this group and enable them to advance their sporting careers.

Simultaneously we wish to motivate those reaching the end of their careers to share their expertise with those requiring mentoring in areas of coaching, refereeing and administration.

Recognition is given in Priority Five to the fact that whilst success stories do sometimes happen in spite of planning deficiencies, medals generally do not come by accident. Preparation is paramount.

Priority Six, whilst not being prescriptive, raises the level of consciousness to the need for sport not to relegate representativity a "nice to have" status, but to see "africanisation" as an instrument that will lead to the long-term sustainability of their sport.

In Priority Seven, we address the principles of fairness in sport as guidelines for appropriate behaviour in respect of each interest group.

Seeing that sport is an international activity, Priority Eight sketches out the need to have an international relations policy, within which the sports environment can achieve economies of scale.

Finally, far from seeing this policy as a destination, it is really the start of a journey. A journey where all our people can have equitable access to sport and recreation, and ample opportunities for their talents to be realised.

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GLOSSARY:

AIEMAR: African Institute of Environmental Management and Recreation

AFAHPER: African Association for Health, Physical Education, Recreation and Dance

ANOCA: Association of National Olympic Committees of Africa

CGF: Commonwealth Games Federation

CHOGM: Commonwealth Heads of Government Meeting

IOC: International Olympic Committee

NF's: National Federations

NOCSA: National Olympic Committee of South Africa

NSC: National Sports Council

NPRA: National Parks & Recreation Association (USA)

PFs: Provincial Federations

SACGA: South African Commonwealth Games Association

SCSA: Supreme Council for Sport in Africa

SISA: Sports Information & Science Agency

TAFISA: Trim & Fitness International Sport for All

WLRA: World Leisure and Recreation Association

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**ANNEXURE D: NATIONAL SPORT AND RECREATION
ACT, (NO. 110 OF 1998)**

(English text signed by the President.)
(Assented to 24 November 1998.)

ACT

To provide for the promotion and development of sport and recreation and the co-ordination of the relationships between the Sports Commission, national and recreation federations and other agencies; to provide for measures aimed at correcting imbalances in sport and recreation; to promote equity and democracy in sport and recreation; to provide for dispute resolution mechanisms in sport and recreation; to empower the Minister to make regulations; and to provide for matters connected therewith.

BE IT ENACTED by the Parliament of the Republic of South Africa, as follows—

Definitions

1. In this Act, unless the context otherwise indicates—
- “**General Assembly**” means a duly constituted assembly of representatives of National Federations, Multi-coded Sports Organisations, and such other parties contemplated in this Act, convened by the Chairperson of the Commission or a person designated by him or her, in terms of this Act; 5
 - “**Minister**” means the Minister responsible for Sport and Recreation;
 - “**NAPCOSA**” means the National Paralympic Committee of South Africa; 10
 - “**National Coaching and Accreditation Institute**” means the institute referred to in section 7(1)(f);
 - “**national federation**” means a national governing body of a code of sport in the Republic recognized by the relevant international controlling body as the only authority for the administration and control of the relative code of sport in the Republic; 15
 - “**NOCSA**” means the National Olympic Committee of South Africa;
 - “**prescribe**” means prescribe by regulation;
 - “**provincial department of sport and recreation**” means a provincial department responsible for sport and recreation; 20
 - “**Recreation Movement**” means a movement consisting of the Sports Commission, SANREC and all recreation federations;
 - “**recreation service**” means a recreation service whose primary business is to present recreation services;
 - “**regulation**” means a regulation made in terms of section 14; 25
 - “**SANREC**” means the South African National Recreation Council at national and provincial level;
 - “**SISA**” means the Sports Information and Science Agency;
 - “**sports or recreation body**” means any national federation, agency or body involved in the administration of sport or recreation at national level; 30
 - “**Sports Commission**” means the South African Sports Commission;
 - “**Sports Movement**” means a movement consisting of the Sports Commission, NOCSA and all national federations;
 - “**this Act**” includes any regulation;
 - “**WASSA**” means Women and Sport South Africa. 35

Promotion and development of sport and recreation in Republic

2. (1) The Sports Commission will be the overall co-ordinating body for the promotion and development of sport and recreation in the Republic, save NOCSA.

(2) The Sports Commission may, from time to time, develop guidelines for the promotion and development of sport and recreation. 5

(3) (a) Every government ministry, department, province or local authority may carry out sporting or recreational activities or activities relating to physical education, sport and recreation, including training programmes and development of leadership qualities.

(b) The Sports Commission may, in writing, require a government ministry, department, province or local authority to consult with it in relation to the activities referred to in subparagraph (a). 10

(4) All sports and recreation bodies must consult and co-ordinate with the Sports Commission on any matter that has been prescribed by regulation.

Intergovernmental liaison and co-operation with other countries

3. The Sports Commission is charged with the responsibility of liaison at 15 intergovernmental level with regard to all matters relating to sport and recreation.

Determination of sport and recreation policy

4. (1) The Minister may after consultation with, or after consideration of proposals made by, the Sports Commission and NOCSA, in respect of the Olympic Games, from time to time, determine the general policy to be pursued with regard to sport and recreation. 20

(2) The policy determined by the Minister may, among others, relate to the following:

(a) Confirming the roles and responsibilities amongst the various role-players in sport and recreation to ensure that all efforts are co-ordinated in an efficient manner; 25

(b) providing funds annually for the creation and upgrading of basic multi-purpose sport and recreation facilities subject to the provisions of section 10 and according to priorities as determined, from time to time, by the Sports Commission in consultation with provincial, local government and relevant sport and recreation bodies; 30

(c) maintaining the focus on the administration of sport and recreation, as well as the development of a volunteer corps, to assist in the implementation of the various mass participation programmes;

(d) enhancing health consciousness by means of themed programmes aimed at specific interest groups in the society; 35

(e) identifying latent talent for sport;

(f) investing in the preparation of sport participants who are elected to represent the Republic in major competitions;

(g) helping in cementing the sports unification process; and

(h) instituting necessary affirmative action controls which will ensure that 40 national teams reflect all parties involved in the process.

(3) The policy as determined by the Minister binds all sports and recreation bodies.

Membership of Sports Commission

5. (1) Membership of the Sports Commission will be open to all those sport and recreation bodies who qualify in terms of the recognition criteria determined by the Sports Commission. 45

(2) No membership shall be granted to a sports and recreation federation which permits or tolerates a system or practice of discrimination based on gender, race, disability, religion or creed.

National and recreation federations

50

6. (1) The national and recreation federations must assume full responsibility for the safety issues within their sport and recreation disciplines.

(2) The national and recreation federations must actively participate in and support programmes and services of the Sports Commission.

Training of sport and recreation leaders

7. (1) The Sports Commission will, in order to address the shortage of trained leaders, administrators and officials at national level—

- (a) arrange or present regular train-a-trainer seminars for sport leaders;
- (b) ensure that the train-a-trainer seminars are standardised with accredited qualifications being awarded by the Sports Commission after the training modules have been completed; 5
- (c) maintain a data-base of trained sport leaders and participants;
- (d) organise follow-up seminars with sport leaders and participants within agreed time-frames; 10
- (e) establish a reward system for the successful completion of train-a-trainer seminars; and
- (f) establish a National Coaching and Accreditation Institute that will ensure that standards are maintained and that will distribute to prospective employers, a job placement list in respect of successful trainers. 15

(2) The Sports Commission will, in order to address the shortage of trained leaders at national level—

- (a) arrange or present regular train-a-trainer seminars for recreation leaders;
- (b) ensure that the train-a-trainer seminars are standardised with accredited qualifications being awarded by the Sports Commission after the training modules have been completed; 20
- (c) maintain a data-base of trained recreation leaders and participants;
- (d) organise follow-up seminars with recreation leaders and participants within agreed time-frames;
- (e) establish a reward system for the successful completion of train-a-trainer seminars; and 25
- (f) establish a National Coaching and Accreditation Institute that will ensure that standards are maintained and that will distribute to prospective employers a job placement list in respect of successful trainers.

Resources for sport and recreation 30

8. (1) The Sports Commission will, in accordance with its funding policy and the provisions of section 10, provide physical facilities for sport and recreation at national level, depending on the availability of funds.

(2) The beneficiary of the provision of such facilities must ensure the maintenance of every facility erected, by way of— 35

- (a) maintenance agreements; and
- (b) the establishment of management structures to run such facilities in commercially viable ways.

(3) The Sports Commission will, when planning such facilities, ensure that special consideration is given to the accessibility of such facilities to sports people and spectators with disabilities. 40

Programmes to promote equity in sport and recreation

9. (1) The Sports Commission must organise programmes aimed at mobilising the nation to play.

(2) The Sports Commission must— 45

- (a) from time to time, present national mass sport and recreation participation programmes;
- (b) encourage the provincial sport and recreation departments and local authorities to form partnerships with other related organisations that have an interest in sport and recreation and mass participation, in order to— 50

- (i) enlist financial assistance towards the expansion of mass participation in sport and recreation programmes and services; and
 - (ii) exchange ideas;
 - (c) encourage the provincial sport and recreation departments to employ the programmes of the Sports Commission; 5
 - (d) spearhead the following:
 - (i) The development, suitability and prioritising of sport and recreation programmes and services; and
 - (ii) reporting on the infrastructure needed to implement those programmes and services; 10
 - (e) ensure that—
 - (i) women;
 - (ii) the youth attending school and those who are no longer attending school;
 - (iii) the disabled;
 - (iv) senior citizens; and 15
 - (v) neglected rural areas, receive priority regarding programmes for development and the delivery of sport and recreation;
 - (f) seek the assistance of international organisations in sport and recreation to enhance the programmes and to exchange experiences and ideas, 20
- to ensure that the people of the Republic are well informed of the benefits of participation in sport and recreation and a healthy lifestyle.

Funding of sport and recreation

10. (1) The Sports Commission must, in accordance with its funding policy—
- (a) implement a results-based funding policy where the level of funding is determined according to an accountable set of criteria; 25
 - (b) encourage creativity and self-reliance on the part of the national federations regarding funding;
 - (c) direct provincial federations to the offices of the members of the Executive Council for Sport and Recreation in the provinces and the local authorities in the various cities for provincial and local funding; 30
 - (d) increase the profile and increase financial assistance to volunteers, women, senior citizens, neglected rural areas and the disabled, in sport and recreation; and
 - (e) demand acceptable standards of administration from recipients of Government funding. 35
- (2) The Sports Commission must, in allocating funds to the national and recreation federations, determine the proportion of funding that must be used towards development. 40
- (3) No funding will be provided to national or recreation federations where no development programmes exist or where federations exclude persons from the disadvantaged groups, particularly women and people with disabilities, from participating at top level of sport. 40

National colours and incentives for sports achievers and recreation practitioners

11. (1) The Sports Commission must establish a national colours board which will consider all applications for the awarding of national colours. 45
- (2) The national colours must be awarded in accordance with the applicable regulations.
- (3) The Sports Commission may, from time to time, provide incentives for sports achievers and recreation practitioners. 50

Environment and sport and recreation

12. (1) All sport and recreation activities must be conducted in such a way that the environment is not adversely affected.
- (2) The governing body of any sport or recreation body must lay down guidelines which are aimed at the protection of the environment. 55

Dispute resolution

13. (1) Every sport and recreation body will, in accordance with its internal procedure and remedies provided for in its constitution resolve any dispute arising among its members or with its governing body.

(2) Where the dispute cannot be resolved in terms of subsection (1), any member of the sport or recreation body in question who feels aggrieved, or the sport or recreation body itself, may submit the dispute to the Sports Commission. 5

(3) The Sports Commission must give a decision, in relation to any dispute referred to in subsection (1) or (2), that best serves the interests of the sports or recreation body in question. 10

(4) The Sports Commission may, at any time, of its own accord, cause an investigation to be undertaken to ascertain the truth within a sport or recreation body, where allegations of—

- (a) any malpractice of any kind, including corruption, in the administration;
- (b) any serious or disruptive divisions between factions of the membership of the sports or recreation body; or 15
- (c) continuation or maintenance of any institutionalised system or practice of discrimination based on gender, race, religion or creed, or violation of the rights and freedoms of individuals or any law, 20

have been made, and may ask the Minister to approach the President of the Republic to appoint a commission of inquiry referred to in section 84 (2) of the Constitution.

Regulations

14. The Minister may, after consultation with the Sports Commission, make regulations—

- (a) as to any matter which by this Act is required or permitted to be prescribed; 25
- (b) as to the implementation of various programmes for sport and recreation;
- (c) as to the training of sport and recreation leaders;
- (d) relating to mass participation in sport and recreation;
- (e) providing for resources for sport and recreation;
- (f) providing for sport support services; 30
- (g) providing for recreation support services;
- (h) as to the programmes to promote engagement in sport and recreation;
- (i) as to the funding of sport and recreation;
- (j) relating to the incentives for sport achievers and recreation practitioners; and
- (k) generally, as to any other matter in respect of which the Minister may deem it necessary to make regulations in order to achieve the objects of this Act. 35

Delegation of duties, powers and functions by Minister and Chief Executive Officer

15. (1) The Minister may delegate, either generally or in any particular case, any duty, power or function imposed or conferred upon or assigned to him or her by this Act, to the Chairperson of the Sports Commission or any other officer in the Sports Commission on such conditions as the Minister may determine. 40

(2) The Chief Executive Officer may delegate, either generally or in any particular case, any duty, power or function imposed or conferred upon or assigned to him or her by this Act to any other officer in the Sports Commission on such conditions as he or she may determine. 45

(3) Any delegation in terms of this section may at any time be varied or withdrawn.

Short title

16. This Act is called the National Sport and Recreation Act, 1998, and comes into operation on a date fixed by the President by proclamation in the *Gazette*.

**ANNEXURE E: NATIONAL SPORT AND RECREATION
AMENDMENT BILL (2006)**

REPUBLIC OF SOUTH AFRICA

NATIONAL SPORT AND RECREATION AMENDMENT BILL

*(As introduced in the National Assembly (proposed section 75); explanatory summary of
Bill published in Government Gazette No. 27787 of 22 July 2005)
(The English text is the official text of the Bill)*

(MINISTER OF SPORT AND RECREATION)

[B 17—2006]

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- (d) sport at tertiary institutions (including further education and training colleges);
- (e) national federations catering for athletes with disabilities;
- (f) All Africa Games national federations; and
- (g) other national federations; 5
- ‘Sport and Recreation South Africa’** means the national department of **Sport and Recreation**;”;
- (j) the substitution for the definition of “**sports or recreation body**” of the following definition: 10
- “**‘sport or recreation body’** means any national federation, agency or body, including a trust or registered company of such a national federation, agency or body, involved in the administration of sport or recreation at national level;”;
- (k) the deletion of the definition of “**Sports Commission**”;
- (l) the deletion of the definition of “**Sports Movement**”; and 15
- (m) the deletion of the definition of “**WASSA**”.

Amendment of section 2 of Act 110 of 1998

2. Section 2 of the principal Act is hereby amended by—

- (a) the substitution for subsection (1) of the following subsection: 20
- “(1) [**The Sports Commission**] **SASCOC** will be the [**overall**] **only recognised national co-ordinating macro** body for the promotion and development of **high performance** sport and recreation in the Republic, save **NOCSA**.”;
- (b) the substitution for subsection (2) of the following subsection: 25
- “(2) [**The Sports Commission**] **SASCOC** may, from time to time, develop guidelines for the promotion and development of **high performance** sport and recreation.”;
- (c) the substitution in subsection (3) for paragraph (b) of the following paragraph: 30
- “(b) [**The Sports Commission**] **SASCOC** may, in writing, require a government ministry, department, province or local authority to consult with it in relation to the activities referred to in [**subparagraph**] **paragraph (a)**.”; and
- (d) the substitution for subsection (4) of the following subsection: 35
- “(4) All sports and recreation bodies must consult and co-ordinate with [**the Sports Commission**] **SASCOC** on any matter that has been prescribed by regulation.”.

Repeal of section 3 of Act 110 of 1998

3. Section 3 of the principal Act is hereby repealed.

Insertion of section 3A in Act 110 of 1998

4. The following section is hereby inserted in the principal Act after section 3: 40

“Service level agreement

3A. (1) Sport and Recreation South Africa must enter into a service level agreement with **SASCOC** in respect of any function assigned to **SASCOC** by this Act.

(2) The Minister must, after consultation with **SASCOC**, make regulations concerning— 45

- (a) the procedure for negotiating a service level agreement, including a period within which negotiations must be concluded;
- (b) the matters which may be dealt with in a service level agreement and which may include standards, criteria and targets for measuring and evaluating **SASCOC**’s performance of its functions in terms of this Act.”. 50

Amendment of section 4 of Act 110 of 1998

5. Section 4 of the principal Act is hereby amended—

- (a) by the substitution for subsection (1) of the following subsection: 5
 “(1) The Minister may, after consultation with[,], or after consideration of proposals made by [the Sports Commission and NOCSA, in respect of the Olympic Games,] SASCOC from time to time, determine the general policy to be pursued with regard to sport and recreation.”; and
- (b) by the substitution in subsection (2) for paragraph (b) of the following paragraph: 10
 “(b) providing funds annually for the creation and upgrading of basic multipurpose sport and recreation facilities subject to the provisions of section 10 and according to priorities as determined, from time to time, by [the Sports Commission] SASCOC in consultation with provincial[,], and local government and relevant sport and recreation bodies;”. 15

Repeal of section 5 of Act 110 of 1998

6. Section 5 of the principal Act is hereby repealed.

Amendment of section 6 of Act 110 of 1998

7. Section 6 of the principal Act is hereby amended—

- (a) by the substitution for the heading of the following heading: 20
 “National [and recreation] federations”;
- (b) by the substitution for subsection (1) of the following subsection:
 “(1) [The national and recreation] National federations must assume full responsibility for the safety issues within their sport and recreation disciplines.”; and 25
- (c) by the substitution for subsection (2) of the following subsection:
 “(2) [The national and recreation] National federations must actively participate in and support programmes and services of [the Sports Commission] SASCOC.”.

Substitution of section 7 of Act 110 of 1998 30

8. The following section is hereby substituted for section 7 of the principal Act:

“Training of sport and recreation leaders

7. SASCOC may, in order to address the education and training needs in sport and recreation—

- (a) provide support in organising and presenting training workshops, courses and seminars for sport and recreation leaders, managers, administrators, sport coaches and technical officials in cooperation with the relevant national federations; 35
- (b) take steps to ensure that the training material is standardised in compliance with the unit standards as developed by the Standard Generating Bodies for Sport, Recreation and Fitness; 40
- (c) maintain a database of trained sport and recreation leaders, managers, administrators, sport coaches and technical officials referred to in paragraph (a) in cooperation with the relevant national federations; and 45
- (d) develop and continuously update a strategic framework for education and training.”.

Amendment of section 8 of Act 110 of 1998

9. Section 8 of the principal Act is hereby amended—

(a) by the substitution for subsection (1) of the following subsection:

“(1) [The Sports Commission will] SASCOC must, in accordance with its funding policy and [the provisions of] section 10, provide physical facilities for sport and recreation at national level, depending on the availability of funds.”; and

(b) by the substitution for subsection (3) of the following subsection:

“(3) [The Sports Commission will] SASCOC must, when planning such facilities, ensure that special consideration is given to the accessibility of such facilities to sports people and spectators with disabilities.”.

Amendment of section 9 of Act 110 of 1998

10. Section 9 of the principal Act is hereby amended—

(a) by the substitution for subsection (1) of the following subsection: 15

“(1) [The Sports Commission] SASCOC must organize programmes aimed at mobilizing the nation to play.”;

(b) by the substitution in subsection (2) for the words preceding paragraph (a) of the following words:

“[The Sports Commission] SASCOC must—”; and 20

(c) by the substitution in subsection (2) for paragraph (c) of the following paragraph:

“(c) encourage the provincial sport and recreation departments to employ the programmes of [the Sports Commission] SASCOC.”.

Amendment of section 10 of Act 110 of 1998

25

11. Section 10 of the principal Act is hereby amended—

(a) by the substitution in subsection (1) for the words preceding paragraph (a) of the following words:

“[The Sports Commission] SASCOC must, in accordance with its funding policy—”; and 30

(b) by the substitution for subsection (2) of the following subsection:

“(2) [The Sports Commission] SASCOC must, in allocating funds to the national [and recreation] federations, determine the proportion of funding that must be used towards development.”.

Amendment of section 11 of Act 110 of 1998

35

12. Section 11 of the principal Act is hereby amended—

(a) by the substitution for subsection (1) of the following subsection:

“(1) [The Sports Commission] SASCOC must establish a national colours board which will consider all applications for the awarding of national colours.”; and 40

(b) by the substitution for subsection (3) of the following subsection:

“(3) [The Sports Commission] SASCOC may, from time to time, provide incentives for sports achievers and recreation practitioners.”.

Amendment of section 13 of Act 110 of 1998

13. Section 13 of the principal Act is hereby amended by—

45

(a) the substitution for subsection (2) of the following subsection:

“(2) Where the dispute cannot be resolved in terms of subsection (1), any member of the sport or recreation body in question who feels aggrieved, or the sport or recreation body itself, may submit the dispute to [the Sports Commission] SASCOC.”; 50

(b) the substitution for subsection (3) of the following subsection:

“(3) [The Sports Commission] SASCOC must give a decision, in relation to any dispute referred to in subsection (1) or (2), that best serves the interests of the sports or recreation body in question.”;

- (c) the substitution in subsection (4) for the words preceding paragraph (a) of the following words:
 “[The Sports Commission] SASCOC may, at any time, of its own accord, cause an investigation to be undertaken to ascertain the truth within a sport or recreation body, where allegations of—”; and 5
- (d) the addition of the following subsections:
 “(5) Notwithstanding subsection (4), the Minister may intervene in any dispute or alleged mismanagement, or any other related matter in sport or recreation which is likely to bring a sport or recreational activity into disrepute. 10
 (6) Notwithstanding the provisions of subsection (5), the Minister may not intervene in matters relating to the selection of teams.
 (7) In intervening in terms of subsection (5), the Minister may—
 (a) refer the matter for mediation; or
 (b) issue a directive. 15
 (8) Before issuing a directive under subsection (7)(b), the Minister must, by written notice served on the relevant parties—
 (a) notify the relevant parties of the allegations and of his or her intention to issue a directive; and
 (b) give the parties the opportunity to respond within 30 days. 20
 (9) SASCOC may, for the purposes of subsection (7), submit its recommendations for the resolution of the problem to the Minister.
 (10) Without derogating from the rights of the affected parties, a decision taken in terms of subsection (7) shall be binding on the parties.”. 25

Insertion of sections 13A and 13B in Act 110 of 1998

14. The following sections are hereby inserted after section 13 of the principal Act:

“Guidelines or policies for promotion of equity, representivity and redress in sport and recreation

13A. (a) The Minister may issue guidelines or policies to promote equity, representivity and redress in sport and recreation. 30

(b) Such guidelines or policies must be consistent with international protocols, agreements and covenants.

Submission of membership statistics by all sport or recreation bodies

13B. Every sport or recreation body must before 1 April of each year submit to Sport and Recreation South Africa in writing such statistics as may be prescribed.”. 35

Substitution of section 14 of Act 110 of 1998

15. The following section is hereby substituted for section 14 of the principal Act:

“Regulations 40

14. The Minister may, after consultation with [the Sports Commission] SASCOC, make regulations—

- (a) as to any matter which by this Act is required or permitted to be prescribed;
 (b) as to the implementation of various programmes for sport and recreation; 45
 (c) as to the training of sport and recreation leaders;
 (d) relating to mass participation in sport and recreation;
 (e) providing for resources for sport and recreation;
 (f) providing for sport support services; 50
 (g) providing for recreation support services;
 (h) as to the programmes to promote engagement in sport and recreation;

- (i) as to the funding of sport and recreation;
- (j) relating to the incentives for sport achievers and recreation practitioners[, and];
- (jA) for kickboxing, boxing, karate, wrestling, taekwando, judo and any other form of combat sport; 5
- (jB) to minimize the chances of injury in any sport or recreational activity other than kickboxing, boxing, karate, wrestling, taekwando, judo and any other form of combat sport;
- (jC) as to hosting of and bidding for major international sports events; 10
- (jD) as to the awarding of national colours;
- (jE) as to the recognition of sport and recreation bodies;
- (jF) as to the control of foreign sports persons in South Africa;
- (jG) as to the fitness industry;
- (jH) as to dangerous sports and recreational activities; and
- (k) generally, as to any other matter in respect of which the Minister may deem it necessary or expedient to make regulations in order to achieve the objects of this Act.” 15

Repeal of section 15 of Act 110 of 1998

16. Section 15 of the principal Act is hereby repealed.

Substitution of long title of Act 110 of 1998 20

17. The following long title is hereby substituted for the long title of the principal Act:

“Act

To provide for the promotion and development of sport and recreation and the co-ordination of the relationships between **[the Sports Commission] Sport and Recreation South Africa and SASCOC**, national **[and recreation] federations and other agencies**; to provide for measures aimed at correcting imbalances in sport and recreation; **[to promote equity and democracy in sport and recreation];** to provide for dispute resolution mechanisms in sport and recreation; to empower the Minister to make regulations; and to provide for matters connected therewith.” 25 30

Short title

18. This Act is called the National Sport and Recreation Amendment Act, 2006.

MEMORANDUM ON THE OBJECTS OF THE NATIONAL SPORT AND RECREATION AMENDMENT BILL, 2006

1. BACKGROUND

This Bill seeks to amend the National Sport and Recreation Act, 1998 (Act No. 110 of 1998) (hereinafter referred to as the principal Act), so as to delete, insert or amend certain definitions and to substitute the South African Sports Confederation and Olympic Committee (SASCOC) for the Sports Commission wherever it appears in the Act.

2. OBJECTS OF BILL

The Bill makes provision for—

- a service level agreement which must be entered into by the Department and SASCOC in order to create a legal relationship between the Department and SASCOC (Clause 4);
- training of sport and recreation leaders (Clause 8);
- the Minister to intervene in his or her discretion in any dispute or alleged mismanagement, or any other related matter, in sport or recreation save for matters relating to the selection of teams (Clause 13);
- the submission by every sport or recreation body of such membership statistics as may be prescribed (Clause 14).

The Bill also seeks to empower the Minister to issue guidelines or policies to promote the values of equity, representivity and redress in sport and recreation (Clause 14).

3. CONSULTATION

The following bodies have been consulted:

- The former South African Sports Commission (SASC);
- South African Sports Confederation and Olympic Committee (SASCOC);
- All national government Departments;
- All the provincial departments of sport and recreation;
- The National Olympic Committee of South Africa (NOCSA);
- Disability South Africa (DISSA);
- The South African School Sports Union (SASSU);
- The United School Sports Association of South Africa (USSASA);
- The Commonwealth Games Association; and
- All national sport and recreation federations.

4. FINANCIAL IMPLICATIONS FOR STATE

None.

5. PARLIAMENTARY PROCEDURE

5.1 The State Law Advisers and Sport and Recreation South Africa are of the opinion that this Bill must be dealt with in accordance with the procedure established by section 75 of the Constitution since it contains no provision to which the procedure set out in section 74 or 76 of the Constitution applies.

5.2 The State Law Advisers are of the opinion that it is not necessary to refer this Bill to the National House of Traditional Leaders in terms of section 18(1)(a) of the Traditional Leadership and Governance Framework Act, 2003 (Act No. 41 of 2003), since it does not contain provisions pertaining to customary law or customs of traditional communities.

**ANNEXURE F: SOUTH AFRICAN RUGBY UNION'S
TRANSFORMATION SCORECARD TEMPLATES, WHICH
INCLUDE THE SIX DIMENSIONS**

1. SARU MASTER TRANSFORMATION SCORECARD TEMPLATE

DIMENSION: DEMOGRAPHIC REPRESENTATION COMMITTEES, ASSOCIATIONS AND TEAMS (WEIGHTING 65%)

DIMENSION	MEASURE	WEIGHTING	TARGET	ACTUAL PERFORMANCE	SCORE
Board		1			
Exco		1			
Selection		1			
Finance		1			
Legal		1			
Transformation		1			
Coaching		1			
Referees		1			
Referee Assessors		1			
Medical/Scientific		1			
Technical		1			
Springbok		10			
Sevens		3			
Super 14	% BLACK PERSONS	5			
Currie Cup		6			
Vodacom		6			
U20		4			
U19		4			
U18(Craven)		3			
U16		2			
U15		2			
U14		2			
U13		2			
U11		2			
Coaches Level 1		1			
Referees Level 1		1			
Referee Assessors		1			
TOTAL		65%			

DIMENSION: ACCESS (WEIGHTING 10%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE
Rugby Playing Schools	% of Rugby Playing Schools	2			
School Coaches Qualified at Lowest Level	% of School Coaches Qualified at Lowest Level	1			
Rugby Playing Clubs	% of Rugby Playing Clubs	1			
Rugby Facilities at Schools	% of Rugby Facilities at Schools	2			
Rugby Facilities at Clubs	% of Rugby Facilities at Clubs	1			
Rugby Playing Schools in Rural Areas	% of Rugby Playing Schools in Rural Areas	1			
Funds to Club Structure	% of Turnover Applied to Club Structure	1			
Funds to School Structure	% of Turnover Applied to School Structure	1			
TOTAL		10%			

DIMENSION: SKILLS DEVELOPMENT (WEIGHTING 10%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Funds Applied	% of Payroll Applied to Black Player, Coach, Referee, Coach, Management Development	4			
	% of Payroll Applied to Approved Player, Coach, Referee Talent Identification	2			
	% of Payroll Applied to Defined Learnership Programs	4			
TOTAL		10%			

DIMENSION: EMPLOYMENT EQUITY (WEIGHTING 5%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Black Representation	% Black Persons at Levels 1, 2, and 3	5			
TOTAL		5%			

DIMENSION: PREFERENTIAL PROCUREMENT (WEIGHTING 5%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Preferential Procurement	% of Procurement from BEE Entities	5			
TOTAL		5%			

DIMENSION: COMMUNITY DEVELOPMENT (WEIGHTING 5%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Community Development	% of Turnover Applied to Approved projects in Disadvantaged Areas	2.5			
	Reputation, Awareness, Image Analysis	2.5			
TOTAL		5%			

OVERALL SCORE	%
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2. SARU PROVINCIAL TRANSFORMATION SCORECARD TEMPLATE

DIMENSION: DEMOGRAPHIC REPRESENTATION COMMITTEES, ASSOCIATIONS AND TEAMS (WEIGHTING 65%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Board		1			
Exco		1			
Selection		1			
Finance		1			
Legal		1			
Transformation		1			
Coaching		1			
Referees		1			
Referee Assessors		1			
Medical/Scientific		1			
Technical	% Black Representation	1			
Currie Cup		10			
Vodacom		10			
U20		10			
U19		7			
U18(Craven)		5			
U18(Academy)		5			
U16		2			
U13		2			
Coaches Level 1		1			
Referees Level 1		1			
Referee Assessors		1			
TOTAL		65%			

DIMENSION: ACCESS (WEIGHTING 10%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Rugby Playing Schools	% of Rugby Playing Schools	2			
School Coaches Qualified at Lowest Level	% of School Coaches Qualified at Lowest Level	1			
Rugby Playing Clubs	% of Rugby Playing Clubs	1			
Rugby Facilities at Schools	% of Rugby Facilities at Schools	2			
Rugby Facilities at Clubs	% of Rugby Facilities at Clubs	1			
Rugby Playing Schools in Rural Areas	% of Rugby Playing Schools in Rural Areas	1			
Funds to Club Structure	% of Turnover Applied to Club Structure	1			
Funds to School Structure	% of Turnover Applied to School Structure	1			
TOTAL		10%			

DIMENSION: SKILLS DEVELOPMENT (WEIGHTING 10%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Funds Applied	% of Payroll Applied to Black Player, Coach, Referee, Coach, Management Development	4	1%		
	% of Payroll Applied to Approved Player, Coach, Referee Talent Identification	2	1%		
	% of Payroll Applied to Defined Learnership Programs	4	1%		
TOTAL		10%			

DIMENSION: EMPLOYMENT EQUITY (WEIGHTING 5%)

DIMENSION	MEASURE	WEIGHTING	TARGET	ACTUAL	SCORE
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		WEIGHTING	TARGET	ACTUAL PERFORMANCE	SCORE
Black Representation	% Black Persons at Levels 1, 2, and 3 (BEE scores above 50%)	5	50		
TOTAL		5%			

DIMENSION: PREFERENTIAL PROCUREMENT (WEIGHTING 5%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Preferential Procurement	% of Procurement from BEE Entities	5	50		
TOTAL		5%			

DIMENSION: COMMUNITY DEVELOPMENT (WEIGHTING 5%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Community Development	% of Turnover Applied to Approved projects in Disadvantaged Areas	2.5	1%		
	Reputation, Awareness, Image Analysis	2.5			
TOTAL		5%			

OVERALL SCORE	%
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3. SARU SUPER 14 FRANCHISE TRANSFORMATION SCORECARD TEMPLATE

DIMENSION: DEMOGRAPHIC REPRESENTATION COMMITTEES, ASSOCIATIONS AND TEAMS (WEIGHTING 65%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Board		5			
Exco		4			
Selection		4			
Finance		2			
Legal		2			
Coaching		3			
Medical/Scientific		2			
Technical	% Black Representation	3			
Super 14 Team		25			
Super 14 Squad		15			
TOTAL		65%			

DIMENSION: SKILLS DEVELOPMENT (WEIGHTING 20%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Funds Applied	% of Payroll Applied to Future Black Super 14 Player Development	10	1%		
	% of Payroll Applied to Future Super 14 Player, Talent Identification	5	1%		
	% of Payroll Applied to Defined "Learnership" Programs	5	1%		

TOTAL

20%

DIMENSION: EMPLOYMENT EQUITY (WEIGHTING 5%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Black Representation	% Black Persons at Levels 1, 2, and 3 (BEE scores above 50%)	5	50		

TOTAL

5%

DIMENSION: COMMUNITY DEVELOPMENT (WEIGHTING 10%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Community Development	% of Turnover Applied to Super 14 branded projects in Disadvantaged Areas	5	1%		
	Reputation, Awareness, Image Analysis	5	?		

TOTAL

10%

OVERALL SCORE	%
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4. SARU CLUB TRANSFORMATION SCORECARD TEMPLATE

DIMENSION: DEMOGRAPHIC REPRESENTATION COMMITTEES, ASSOCIATIONS AND TEAMS (WEIGHTING 60%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
1 st Team		25			
2 nd Team	% BLACK PERSONS	25			
U20		10			
Coaching Staff					
TOTAL		60%			

DIMENSION: SKILLS DEVELOPMENT (WEIGHTING 10%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Funds Applied	% of Payroll Applied to Black Player Development	10	3%		
TOTAL		10%			

DIMENSION: EMPLOYMENT EQUITY (10%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Black Representation	% Black Persons Employed (Weighted Employment Equity Act)	10	50		

TOTAL

10%

DIMENSION: PREFERENTIAL PROCUREMENT (WEIGHTING 10%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Preferential Procurement	% of Procurement from BEE Entities (BEE scores above 50%)	10	50%		
TOTAL		10%			

DIMENSION: COMMUNITY DEVELOPMENT (WEIGHTING 10%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
Community Development	% of Turnover Applied to Approved projects in Disadvantaged Areas	10	1%		
TOTAL		10%			

OVERALL SCORE	%
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5. SARU SENIOR SCHOOL TRANSFORMATION SCORECARD TEMPLATE

DIMENSION: DEMOGRAPHIC REPRESENTATION - TEAMS (WEIGHTING 100%)

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
1 st Team		35			
2 nd Team		25			
U16	% BLACK PERSONS	10			
U15		10			
U14		10			
Coaches		10			
TOTAL		100%			

OVERALL SCORE	%
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6. SARU JUNIOR SCHOOL TRANSFORMATION SCORECARD TEMPLATE

DIMENSION: DEMOGRAPHIC REPRESENTATION - TEAMS (WEIGHTING 100%)

DIMENSION	MEASURE	WEIGHTING	TARGET	ACTUAL	SCORE
		%		PERFORMANCE	%
1 st Team		30			
2 nd Team		25			
U13	% BLACK PERSONS	20			
U11		15			
Coaches		10			
TOTAL		100%			

OVERALL SCORE	%
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EXAMPLE SCORE CALCULATION

Each Empowerment Dimension has a Measure, Weighting, Actual Performance, Target and Score associated with it.

DIMENSION	MEASURE	WEIGHTING %	TARGET	ACTUAL PERFORMANCE	SCORE %
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The *Weighting %* is the level of contribution of a Transformation Dimension on a scale of 100%. A *Measure* is a tool to determine whether Transformation objectives are being met (% black composition of unit, % of turnover applied, % of schools playing rugby etc). The Target represents the targeted performance level agreed for a specific Dimension. Actual Performance

The Score achieved in an Empowerment Category is calculated as follows-

$$\text{Actual Performance Value \%} / \text{Target \%} \times \text{Weighting \%}$$

Example Region A – Representation

Regional Demographics –

COLOURED	WHITE	ASIAN	AFRICAN	BLACK
2%	45%	2%	51%	55%

Currie Cup Team Actual Demographics –

COLOURED	WHITE	ASIAN	AFRICAN	BLACK
2%	76%	0%	22%	24%

Score

Actual Performance (Black Representation) = 24%

Targeted Black representation = 50%

Dimension Weighting = 5.25%

**REPRESENTATION SCORE CURRIE CUP TEAM = $24/50 \times 5.25\%$
= 2.25%**

(i.e. 43% of Representation Target for Currie Cup Team)

EXAMPLE COMPLETED SCORECARD

PROVINCE A TRANSFORMATION SCORECARD

**DIMENSION: DEMOGRAPHIC REPRESENTATION COMMITTEES,
ASSOCIATIONS AND TEAMS (WEIGHTING 65%)**

DIMENSION	MEASURE	WEIGHTING %	TARGET %	ACTUAL PERFORMANCE	SCORE %
Board		1	50	25	0.50
Exec		1	50	17	0.68
Selection		1	50	40	0.80
Finance		1	50	15	0.30
Legal		1	50	10	0.20
Transformation		1	50	10	0.20
Coaching		1	50	32	0.64
Referees		1	50	49	0.98
Referee Assessors		1	50	33	0.66
Medical/Scientific		1	50	25	0.50
Technical	% Black Representation	1	50	20	0.40
Currie Cup		10	50	36	7.20
Vodacom		10	50	23	4.60
U20		10	50	49	9.80
U19		7	50	63	8.82
U18(Graven)		5	50	12	1.20
U18(Academy)		5	50	25	2.50
U16		2	50	35	1.40
U13		2	50	45	1.80
Coaches Level 1		1	50	10	0.20
Referees Level 1		1	50	25	0.50
Referee Assessors		1	50	20	0.40
TOTAL			65%		44.4%

DIMENSION: ACCESS (WEIGHTING 10 %)

DIMENSION	MEASURE	WEIGHTING G %	TARGE T %	ACTUAL PERFOR MANCE	SCORE %
Rugby Playing Schools	% of Rugby Playing Schools	2	35	25	1.43
School Coaches Qualified at Lowest Level	% of School Coaches Qualified at Lowest Level	1	45	15	0.33
Rugby Playing Clubs	% of Rugby Playing Clubs	1	20	15	0.60

Rugby Facilities at Schools	% of Rugby Facilities at Schools	2	30	20	0.67
Rugby Facilities at Clubs	% of Rugby Facilities at Clubs	1	15	10	0.67
Rugby Playing Schools in Rural Areas	% of Rugby Playing Schools in Rural Areas	1	40	10	0.25
Funds to Club Structure	% of Turnover Applied to Club Structure	1	0.5	0.1	0.20
Funds to School Structure	% of Turnover Applied to School Structure	1	0.75	0.1	0.13
TOTAL			10%		4.28%

DIMENSION: SKILLS DEVELOPMENT (WEIGHTING 10%)

DIMENSION	MEASURE	WEIGHTING %	TARGET %	ACTUAL PERFORMANCE	SCORE %
Funds Applied	% of Payroll Applied to Black Player, Coach, Referee, Coach, Management Development	4	1	1	4
	% of Payroll Applied to Approved Player, Coach, Referee Talent Identification	2	1	0.3	0.6
	% of Payroll Applied to Defined Learnership Programs	4	1	0.8	3-2
TOTAL			10%		7.8%

DIMENSION: EMPLOYMENT EQUITY (WEIGHTING 5%)

DIMENSION	MEASURE	WEIGHTING %	TARGET %	ACTUAL PERFORMANCE	SCORE %
Black Representation	% Black Persons at Levels 1, 2, and 3 (BEE scores above 50%)	5	50	10	1.00
TOTAL			5%		1.0%

DIMENSION: PREFERENTIAL PROCUREMENT (WEIGHTING 5%)

DIMENSION	MEASURE	WEIGHTING %	TARGET %	ACTUAL PERFORMANCE	SCORE %
Preferential Procurement	% of Procurement from BEE Entities	5	50	65	6.5

TOTAL

5%

6.5%

DIMENSION. COMMUNITY DEVELOPMENT (WEIGHTING 5%)

DIMENSION	MEASURE	WEIGHTING %	TARGET %	ACTUAL PERFORMANCE	SCORE %
Community Development	% of Turnover Applied to Approved projects in Disadvantaged Areas	2.5	1%	2.0	5.0
	Reputation, Awareness, Image Analysis	2.5			
TOTAL		5%			5.0%

OVERALL TRANSFORMATION SCORE	73%
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TRANSFORMATION DIMENSION	WEIGHTING %	SCORE %	% ACHIEVED
Demographic Representation	65	44.40	68
Access	10	4.28	43
Skills Development	10	7.80	78
Employment Equity	5	1.00	90
Preferential Procurement	5	6.50	130
Community Development	5	5.00	100
OVERALL TRANSFORMATION SCORE	100	72.48%	73

% ACHIEVED CODE:

60%	60% to 75%	76% to 80%	> 80%
POOR	UNSATISFACTORY	GOOD	EXCELLENT