

ADDITIONAL ITEM

13.11	A NEW SPORT FACILITY MANAGEMENT MODEL (PLAN) FOR STELLENBOSCH MUNICIPALITY (WC024)
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Collaborator No:**IDP KPA Ref No:****Meeting Date:**

Good Governance and Compliance

Council Meeting: 25 November 2020

1. SUBJECT: A NEW SPORT FACILITY MANAGEMENT MODEL (PLAN) FOR STELLENBOSCH MUNICIPALITY (WC024)**2. PURPOSE**

To seek Council approval for the proposed new Sport Facility Management Model (Plan).

3. DELEGATED AUTHORITY

Council

4. EXECUTIVE SUMMARY

On 24 July 2019 the Stellenbosch Municipal Council resolved to revise the current Sports Facility Management Plan in order to improve the maintenance and management of sport facilities in WC024. The Community Services Department was mandated to facilitate the review process and to advise Council on alternative models (plans) for the management of municipal sport facilities. After an extensive consultation process with the SSRA, the official representative structure of the sports fraternity, the following sport facility management models are put forward for consideration:

Option I: The current Sport Facility Management Model (Status Quo).

Option II: Stellenbosch Municipality manage and maintain all the sport facilities within Stellenbosch (WC024).

Option III: Hybrid Model: A combination of key elements of Option I and Option II.

The Community Services Department supports the implementation of the Hybrid Model for Stellenbosch Municipality. The process that was followed is discussed in detail in the attached report (Annexure 1), which elaborates on the advantages and disadvantages of each of the three models.

5. RECOMMENDATIONS

- (a) that Council takes note of the Report: Sport Facility Management Model (Annexure 1);
- (b) that Council takes note of the three Sport Facility Management Model Options (I, II and III).
- (c) that Council considers the three Options (I, II and III) before Council and approves one of the Options for implementation; and
- (d) that Council mandates the Community Services Department to start with the phased-in implementation of the approved Sport Facility Management Model, with immediate effect.

6. DISCUSSION

The current Sports Facility Management Model was adopted in 2016 and since then a number of shortcomings were identified by the stakeholders, namely:

- a) The inability of Sport Councils to fulfil their financial obligations.
- b) Weak accountability and inadequate reporting by the Sport Councils.
- c) Inadequate maintenance practices at sport facilities.
- d) Inadequate administrative governance and skill levels within the management structures of the Sport Councils.
- e) Lack of communication between the different spheres, which include communication between the SSRA and its members (Sport Councils) and between the Sport Councils and their members (sport codes/clubs), as well as between the municipality, SSRA and Area Sport Councils.
- f) Lack of capacity development and skills transfer to Sport Councils.

At the Council meeting of 24 July 2019, Council resolved that the Community Services Department (Recreation, Sport Facilities and Halls Section) must review the current Sports Facilities Management Model in consultation with the SSRA and advise Council on possible alternative models for consideration.

A workshop was scheduled for 25 January 2020 with all stakeholders to discuss the current Sport Facility Management Model, its challenges and the way forward. The workshop covered all the particular challenges faced by the sport fraternity in terms of sport facility management and presented the municipality and representatives of the SSRA and Area Sport Councils with an opportunity to raise their concerns and debate alternative facility management approaches (models) for Stellenbosch. At the conclusion of the workshop the delegates resolved that a task team be constituted to develop an improved Sport Facility Management Plan (Model) for Stellenbosch. The task team consisted of municipal officials and representatives from the SSRA and the Area Sport Councils.

This task team convened on 12 February 2020 for its first worksession. At the conclusion of the meeting it was agreed that the task team will meet for the second round of discussions on Wednesday 19 February 2020 to hopefully conclude the process. This meeting unfortunately did not take place. Instead, a request was received from the Chairperson of the SSRA for the Director: Community and Protection Services to address the members of the SSRA on 27 February 2020. The request was to answer questions pertaining to the proposed new Sport Facility Management Model that the municipality was contemplating. During the meeting the Director attempted to deal with questions/matters that included for example, a misplaced belief that the municipality intended to dissolve the SSRA; that the SSRA wanted to stick to the current model; that the idea of having a facility committee for each sport facility be rejected and that the name of the SSRA should stay (and not be changed to "Sport Council" as proposed by the municipality).

During the Covid19 Lockdown which was declared from April 2020, the internal workteam of the Community Services Department continued with the assessment of the engagements and eventually incorporated the available outcomes into three possible options or plans (models) for consideration by Council, namely, to stay with the current model (Option I); to do away with lease agreements and that the municipality manage and maintain the sport facilities (Option II) and thirdly, a hybrid model (Option III) where the municipality takes over the management and maintenance of its sport facilities, but with the flexibility to enter into agreements with selected sport councils/clubs/organisations that comply with criteria set by the municipality (See Annexure 1 for detail on the three Options for consideration).

The Community Services Department had a final engagement with the SSRA representatives of Thursday 23 July 2020 to share the content of the report with them and to avail themselves of any new developments before the final report is submitted to Council

Given the obvious flaws of the current Sport Facility Management Model, which emerged over the last few years, and significant resources required to successfully implement Option II (where the municipality takes over the sport facilities), the Community Services Department recommends the adoption of the **Hybrid Model (Option III)** for the WC024 municipal area. This model is a combination of Options I and II and seeks to redefine the management of municipal sport facilities. In short it means that Stellenbosch Municipality manages all the sport facilities within Stellenbosch (WC024) but has the flexibility to enter into agreements with sport clubs/federations/sport councils that comply with certain conditions set by Council.

The adoption and implementation of Option III holds the following potential advantages for Stellenbosch Municipality, namely: the key responsibility of facility maintenance will resort directly under the municipality; rental of sport facilities will resort directly under the municipality; local facility committees will have an advisory role and engage directly with the municipality; municipal officials will be responsible for financial management, and not the SSRA; application processes and procedures will be standardized and streamlined; over-use of facilities, especially playing surfaces can be managed more effectively by the municipality; streamlined communication process where the facility committee can communicate directly with the sport section; centralized sport facility management system to facilitate fair and equal access for all communities.

Notwithstanding the advantages, the adoption of the hybrid model requires additional staff and operational requirements for successful execution, namely: additional staff to liaise with sport stakeholders; additional operational staff for maintenance and management of sport facilities; buy-in from sport federations to provide fixture lists on time; etc. However, the critical component of this model is the opportunity to redefine the criteria for entering into partnership agreements or lease agreements with selected individual sport club's/sport councils/federations that complies with, for example, the following criteria: have audited statements for the last 5 years; have own staff to manage the facility; have own staff that clean and prepare the facility for fixtures/events; be able to fulfil financial obligations towards the municipality; no outstanding debt with the municipality; etc.

Finally, ***to implement the hybrid model, the following are of critical importance for its success***, namely: all current lease agreements must be cancelled or revised; additional staff must be appointed; a new tariff structure must be designed and approved; new contract agreements based on revised criteria, be drawn up for clubs, sport councils that wish to enter into partnership or lease agreements with the municipality; develop new communication protocols between sport stakeholders; call for proposals to manage the Van der Stel Sport complex; etc.

7. IMPLICATIONS

7.1 Financial Implications

To ensure an effective and efficient implementation of Option III (Hybrid Model) additional staff is required at an additional cost to the municipality.

7.2 Legal Implications

The SFMP complies with all relevant municipal policies and legislation.

7.3 Staff Implications

To ensure a highly effective and efficient implementation of Option III (Hybrid Model), additional staff is required.

7.4 Risk Implications

The appointment of the required additional staff will effectively mitigate against any new risks at the municipal sport facilities.

8. Previous / Relevant Council Resolutions**8.1.1 June 2016 – Current Sports Plan was adopted by Council**

4.2 14TH COUNCIL MEETING: 2017-11-29: ITEM 7.9.1:

RESOLVED (majority vote with abstentions)

- (a) *that Council approves the terms and conditions of the rental agreements for each category;*
- (b) *(b)that Council approves the proposed rental tariffs for each Sport Council category and that these tariffs be reviewed annually;*
- (c) *that the Lease Agreements be approved for a one-year period with an annual review; should the lessee not fulfill the obligations in terms of the lease agreement, the sporting facility will fall back to Council;*
- (d) *that once the lease agreements have been signed with the entities, the outstanding debts will be submitted to Council for consideration of writing off those debts; and*
- (e) *that Van der Stel's lease agreement stand over until their investigation has been finalized.*

8.1.2 Resolutions taken by the Stellenbosch Municipal Council on 24 July 2019:

- (a) *Approved MOU between the SSRA and Stellenbosch Municipality for a period of 6 months;*
- (b) *That a new lease agreement be concluded between Stellenbosch Municipality and Van der Stel Sport Council, with a specific clause prohibiting any sub-leasing without the written approval of the Stellenbosch Municipality;*
- (c) ***That the Community Services Department (Sport Section) reviews the Municipal Facilities Management Model and relevant Sport Policy in consultation with the SSRA;***
- (d) *That a forensic audit be done of the financial and operational systems in operation at the Van der Stel Sport Club;*
- (e) *That the Community Services Department commence with the development of an alternative Facilities Management Model, in consultation with the SSRA;*
- (f) *That a separate report on the outstanding debt of Area Sport Councils be submitted to Council.*

9. COMMENTS FROM SENIOR MANAGEMENT**9.1 Director: Infrastructure Services**

Agree with the recommendations

9.2 Director: Planning and Economic Development

Agree with the recommendations

9.3 Director: Community and Protection Services

Agree with the recommendations

9.4 Director: Corporate Services

Agree with the recommendations

9.5 Chief Financial Officer

Agree with the recommendations

9.6 Municipal Manager

Agree with the recommendations

ANNEXURES

Annexure A: Extract from Minutes: 36th Council Meeting dated 2020-07-29 (**ITEM 13.6 A NEW SPORT FACILITY MANAGEMENT MODEL (PLAN) FOR STELLENBOSCH MUNICIPALITY (WC024)**)

Annexure B: Report: Draft Sports Facility Management Model – July 2020

FOR FURTHER DETAILS CONTACT:

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DIRECTORATE	Community and Protection Services
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REPORT DATE	20 July 2020

ANNEXURE A

13.6	A NEW SPORT FACILITY MANAGEMENT MODEL (PLAN) FOR STELLENBOSCH MUNICIPALITY (WC024)
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Collaborator No:

IDP KPA Ref No:

Meeting Date:

Good Governance and Compliance

Council Meeting: 29 July 2020

1. SUBJECT: A NEW SPORT FACILITY MANAGEMENT MODEL (PLAN) FOR STELLENBOSCH MUNICIPALITY (WC024)

2. PURPOSE

The purpose of this report is to seek Council approval for the proposed new Sport Facility Management Model (Plan)

3. DELEGATED AUTHORITY

Council

4. EXECUTIVE SUMMARY

On 24 July 2019 the Stellenbosch Municipal Council resolved to revise the current Sports Facility Management Plan in order to improve the maintenance and management of sport facilities in WC024. The Community Services Department was mandated to facilitate the review process and to advise Council on alternative models (plans) for the management of municipal sport facilities. After an extensive consultation process with the SSRA, the official representative structure of the sports fraternity, the following sport facility management models are put forward for consideration:

Option I: The current Sport Facility Management Model (Status Quo).

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Option III: Hybrid Model: A combination of key elements of Option I and Option II.

The Community Services Department supports the implementation of the Hybrid Model for Stellenbosch Municipality. The process that was followed is discussed in detail in the attached report (Annexure 1), which elaborates on the advantages and disadvantages of each of the three models.

36th COUNCIL MEETING: 2020-07-29: ITEM 13.6

RESOLVED (nem con)

that this matter be referred back to the Administration for refinement and be resubmitted at a next meeting of Council for finalisation.

ANNEXURE B



STELLENBOSCH
STELLENBOSCH • PNIEL • FRANSCHHOEK
MUNICIPALITY • UMASIPALA • MUNISIPALITEIT

REPORT

SPORT FACILITY MANAGEMENT MODEL

STELLENBOSCH MUNICIPALITY

DIRECTORATE: COMMUNITY AND PROTECTION
SERVICES

JULY 2020

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DEFINITIONS

Sport Facility Management Plan (SFMP)

The municipal plan (operational plan) on the management, maintenance and development of public sport facilities in the WC024 Area.

Sport Facility Management Model (SFMM)

The municipal plan (concept) on the management, maintenance and development of public sport facilities in the WC024 Area.

National Sport and Recreation Plan (NSRP)

National strategy for the development of sport and recreation (including facilities) in South Africa crafted by Sport and Recreation South Africa, under the auspices of the Ministry of Sport, Arts and Culture.

Sport and Recreation South Africa (SRSA)

The national sport department situated in the National Ministry of Sport, Arts and Culture.

South African Sport Confederation and Olympic Committee (SASCOC)

The national umbrella sport structure representing civil society sport structures, Olympic entities and associations. The national governing body for all sport in South Africa.

Stellenbosch Sport and Recreation Association (SSRA)

The local umbrella sport structure representing civil society sport clubs, federations and institutions situated in the WC024 Area.

Area Sport Councils

An elected Committee representing the sport codes that make use of a particular municipal sport facility located in the WC024 Area. The various Area Sport Councils constitute the SSRA.

Municipal Sport Council

An elected civil society committee representing sport federations, clubs, codes and institutions operating within the political boundaries of a particular municipality in terms of the recognized SASCOC organizational structure. In Stellenbosch the municipal sport council is represented by the SSRA.

Facility Committee (local)

An advisory committee consisting of representatives of the sport codes that make use of a particular municipal sport facility. The facility committee advises the municipality on the management, maintenance and potential development of the facility.

Hybrid (Option III) Sport Facility Management Plan (Model)

The approach which allows the municipality to take full control of the management, maintenance and development of municipal sport facilities, but with the flexibility to conclude partnership or management agreements with recognized sport clubs, sport institutions and sport organisations, in compliance with specific criteria.

Management Agreement

An agreement signed between the municipality and selected sport federations, clubs, institutions and organisations which complies with the specific criteria set by Council.

1. INTRODUCTION

In order to deliver on its local government mandate, the Stellenbosch Municipality is required to forge meaningful, mutually beneficial partnerships with community-based organisations which represent the interests of their members. The objective with the partnerships are to encourage public participation, promote cooperative governance and improve service delivery to its residents.

Active community participation and cooperative governance between communities and government constitutes the bedrock of responsible and accountable local government. The process followed to review the municipality's Sport Facility Management Plan (Model) gives credence to these principles of good governance.

By forging good relationships with community-based organisations like the SSRA (Stellenbosch Sport and Recreation Association) and involving them in the development of municipal policies, plans and programs, the Stellenbosch Municipality has demonstrated that it wishes to work with the sport fraternity to identify challenges and design the best possible solutions to overcome them. With reference to the review of the SFMP (Sport Facility Management Plan), the municipality has consulted with the SSRA, regional and provincial structures to develop a model that responds to the needs of the broader WC024 community.

The Community Services Department is confident that this report and recommendations represent the best possible outcome for all stakeholders of sport in Stellenbosch. It certainly presents all of us with an opportunity to start afresh and take the management, maintenance and development of sport facilities to new levels of excellence.

1. BACKGROUND

The previous lease agreements between Stellenbosch Municipality and the Stellenbosch Sport and Recreation Association (SSRA) came to an end in March 2012.

The process to develop and compile a new Sport Model for Stellenbosch Municipality (WC024) commenced in 2011.

The Community Services Department started to design a new Sport Facility Management Model in 2010. The objective with the Sport Facility Management Model was to:

- a) Improve the management and safeguarding of Council assets;
- b) Encourage the development of sport in partnership with the various Sport Councils;

- c) Introduce better control mechanisms for the management of public funds (funds generated through Council- owned assets);
- d) Facilitate better access to municipal sport facilities for the general public;
- e) Build capacity and transfer facility management skills to the various Sport Councils.

The Sport and Recreation Section of the Community Services Department compiled the first draft of the current Sport Facility Management Plan (Model) in 2011.

A public participation process took place. A first round of workshops in collaboration with councilors took place on the 7th of May 2013 to obtain input from the various sport councils.

A second meeting took place on the 27th of August 2013, this time including Councilors. In attendance were Councilors P.J Venter and D.A Hendricks as well as the relevant municipal officials.

On the 19th of September 2013 a final discussion regarding the Sport Facility Management Model was held. Present were the Speaker, Councilors N.E Mcombring, J.P Serdyn, P.J Retief, the SSRA, Sport Councils and the relevant municipal officials. The model was approved and accepted by the sport councils.

The draft document was circulated to internal and external role players (including delegates from DCAS) for comment. After all the comments were considered, a Revised Draft Sport Facility Management Model was tabled with Council for approval. After various concerns were raised by Council, it was resolved that the model was not ready for implementation and that it needs further review and redrafting.

The Community Services Department took cognizance of the fact that the information did not cover all the aspects needed to approve the Sports Management Model. The Community Services Department subsequently drafted a business process to complete the process.

The second draft was submitted to Council during the course of 2013 and it was recommended that a process of consultation with all stakeholders be done to reach consensus.

This process was followed up with a workshop with the SSRA where the proposed model was discussed. Consensus could not be reached with the SSRA as the organization had reservations over the proposed rental tariff.

The categories in the sport model were subsequently clarified and in June 2014, after a special workshop was held with the Sport Councils and the SSRA, agreement was reached and a draft SFMP (model) was presented to Council for approval. Council then raised concerns over the stipulations for each of the categories of sport facilities that were listed in the plan (*These categories are discussed in detail under point 2.2*).

A further workshop was held with the SSRA and Area Sport Council on the 9th December 2015, to discuss the key elements of the proposed new Sport Facility Management Model. This was followed up with two special meetings with the SSRA Executive Committee in February 2016, to further clarify concerns and uncertainties relating to the roll-out and implementation of the plan. A follow-up session was then held with the SSRA and its affiliated sport councils on 18 February 2016 to explain the process relating to the roll-out of the sport plan and the briefing sessions to be held with individual sport councils in this regard.

Stellenbosch Municipality, in close co-operation with the SSRA, then embarked on a roadshow during May 2016 to explain the sport model and the basic stipulations of the lease agreements, to the SSRA affiliates.

The Sport Facilities Management Plan (model) was finally adopted by Council in May 2016.

The 2016 Sports Facilities Management Model gives clear and direct clarification on the roles and responsibilities of the municipality, the Area Sport Councils and SSRA (*These roles and responsibilities will be discussed under point 2.1*).

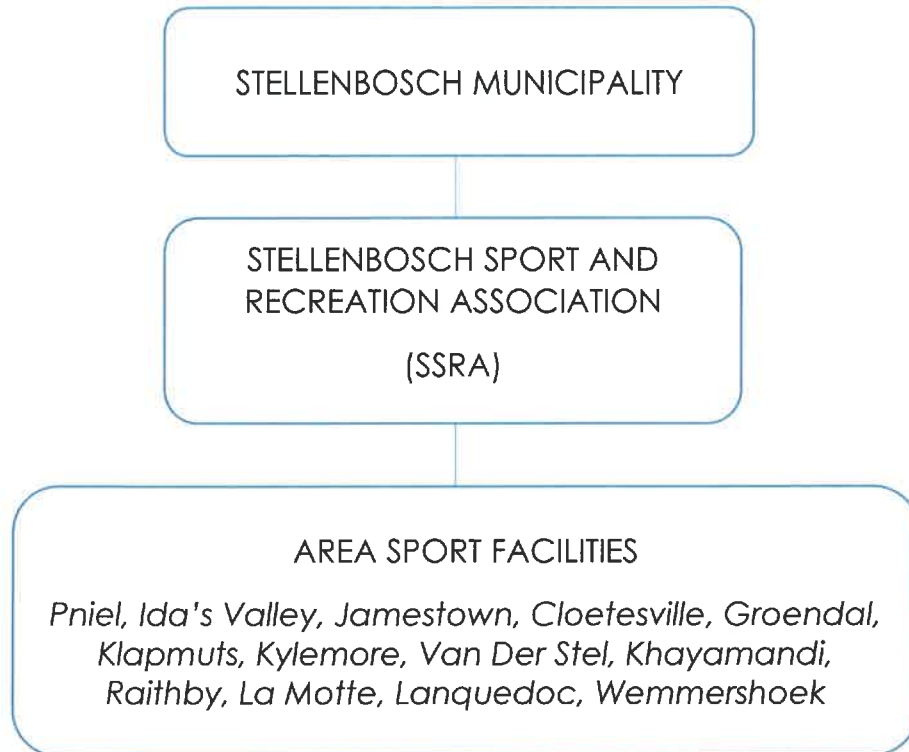
The Sport Facilities Management Model was developed to allow Area Sport Councils share accountability and responsibility in the managing of the municipality's sport facilities. Area Sport Councils were categorized according to infrastructure, self-sustainability and possible income generation utilizing municipal facilities. Area Sport Councils also had to pay annual leasing fees to the municipality. This was agreed upon with the signed lease agreements.

Since the introduction of the Sports Facility Management Plan in 2016, there were various implementation problems that pointed to some practical flaws or shortcomings in the model which was not foreseen at the time of adoption.

In July 2019 Council decided to revise the Municipal Sport Facility Management Model in an attempt to address the flaws and shortcomings identified in the Sport Facility Management Model of 2016.

1. **CURRENT SPORT FACILITY MANAGEMENT MODEL FOR STELLENBOSCH (WC024) (SFMM)**

The current Municipal Sport Facility Management Plan (model) for Stellenbosch (WC024) comprise of the following:



1.1 **Roles and Responsibilities of each of the entities**

The roles and responsibilities of Stellenbosch Municipality, the SSRA and different Area Sports Councils are listed as follows:



ROLES & RESPONSIBILITIES:

- a) Recognise the SSRA as the representative umbrella sport structure responsible for the management and organisation of sport and recreation in WC024
- b) Provide administrative and development support to the SSRA
- c) Capital Expenditure for new sport facilities and the maintenance of sport facilities

- d) Capacity development in sport management
- e) Enter into and manage the Lease Agreements with Area Sport Council/SSRA
- f) Interact with key stakeholders
- g) Co-develop (in partnership with the SSRA) strategies for the development and management of sport and recreation in WC024.



ROLES & RESPONSIBILITIES

- a) Organisation, management and coordination of sport and recreation in WC024
- b) Consult and liaise with its affiliates, the Area Sports Councils and ensure compliance with municipal requirements.
- c) Co-Lessee with Area Sport Councils of municipal sport facilities
- d) Sport Administration (fixtures, applications, monitor facilities etc.)
- e) Capacity development among its affiliates
- f) Talent Identification and Development
- g) Tournaments and Events – Organise
- h) Development fund for Sport and Recreation – Fundraising
- i) Annual Stellenbosch Sport Awards – Organise
- j) Interact with key stakeholders
- k) Co-develop strategies (in partnership with Stellenbosch Municipality) for the development and management of sport and recreation in Stellenbosch Municipality

AREA SPORT COUNCIL

ROLES & RESPONSIBILITIES

- a) Affiliate with the SSRA
- b) Co-lessee with SSRA of specific municipal sport facilities
- c) Operational management of specific sport facilities
- d) Develop strategies for the development of sport and recreation in specific areas
- e) Interact with sport and recreation stakeholders linked to specific municipal sport facilities

1.2 Categories of the current Sport Facility Management Model (SFMM)

CATEGORIES	CATEGORY A	CATEGORY B	CATEGORY C	CATEGORY D
Suggested Centres for Categories	VAN DER STEL	KYLEMORE, PNIEL, IDA'S VALLEY, RAITHY, KLAPMUTS, JAMESTOWN	WEMMERSHOEK GROENDAL, KAYAMANDI	NIETVOORBIJ, LA MOTTE, JONKERSHOE, PAPPLAAS, KOELENHOF, LANQUEDOC
Conditions of assets	Full range of facilities for several codes (good condition).	Adequate facilities for scaled down codes. Good / above average condition.	Adequate facilities for minimum codes. Average/poor conditions.	Inherit from Cape Winelands District Municipality since 2005. Lack of facilities for codes. Poor playing surfaces, poor conditions.
Management by Community	High community capacity to management.	Adequate community capacity to manage.	Poor / No community capacity to manage.	No community capacity to manage.
New model	Van Der Stel Council	Stellenbosch	Stellenbosch	Stellenbosch

CATEGORIES	CATEGORY A	CATEGORY B	CATEGORY C	CATEGORY D
Management	manages 100% into new agreement.	Municipality entered into a lease agreement	Municipality entered into a lease agreement	Municipality entered into a lease agreement
Security + Insurance	Responsible for all safeguarding and insurance of all assets by Sports Council.	Sports Councils responsible for the safeguarding and insurance of all assets on the property.	Municipality: safeguarding property and buildings (exterior). Sports Council: interior of buildings and moveable assets.	Municipality: safeguarding property and buildings (exterior). Sports Council: interior of buildings and moveable assets.
Management structure	Sports Council one code one vote. Monthly meetings and submissions of agendas and minutes.	Sports Council one code one vote. Monthly meetings and submissions of agendas and minutes.	Sports Council one code one vote. Monthly meetings and submissions of agendas and minutes.	Sports Council one code one vote. Monthly meetings and submissions of agendas and minutes.

1.3 Lease agreements and Memorandum of Understanding (MOU)

Currently Stellenbosch Municipality has a lease agreement in place with the SSRA. A memorandum of understanding (MOU) was also signed between Stellenbosch Municipality and the SSRA. (See annexure B for lease agreement and annexure C for MOU between Stellenbosch municipality and SSRA.

1.4 Tariff Structure

The tariffs for the different categories of facilities leased by Sport Councils are as follows:

CATEGORY A	<ul style="list-style-type: none"> Van Der Stel Sports Council 	R33 000 per annum
CATEGORY B	<ul style="list-style-type: none"> Kylemore Pniel Ida's Valley, Raithby 	R3 000 per annum

	<ul style="list-style-type: none"> • Klapmuts • Jamestown 	
CATEGORY C	<ul style="list-style-type: none"> • Wemmershoek • Groendal • Kayamandi 	R1 500 per annum
CATEGORY D	<ul style="list-style-type: none"> • Nietvoorbij • La Motte • Jonkershoek • Papplaas, • Koelenhof • Lanquedoc 	R500 per annum

1.5. Sport Facility Management Plan: Annual Update

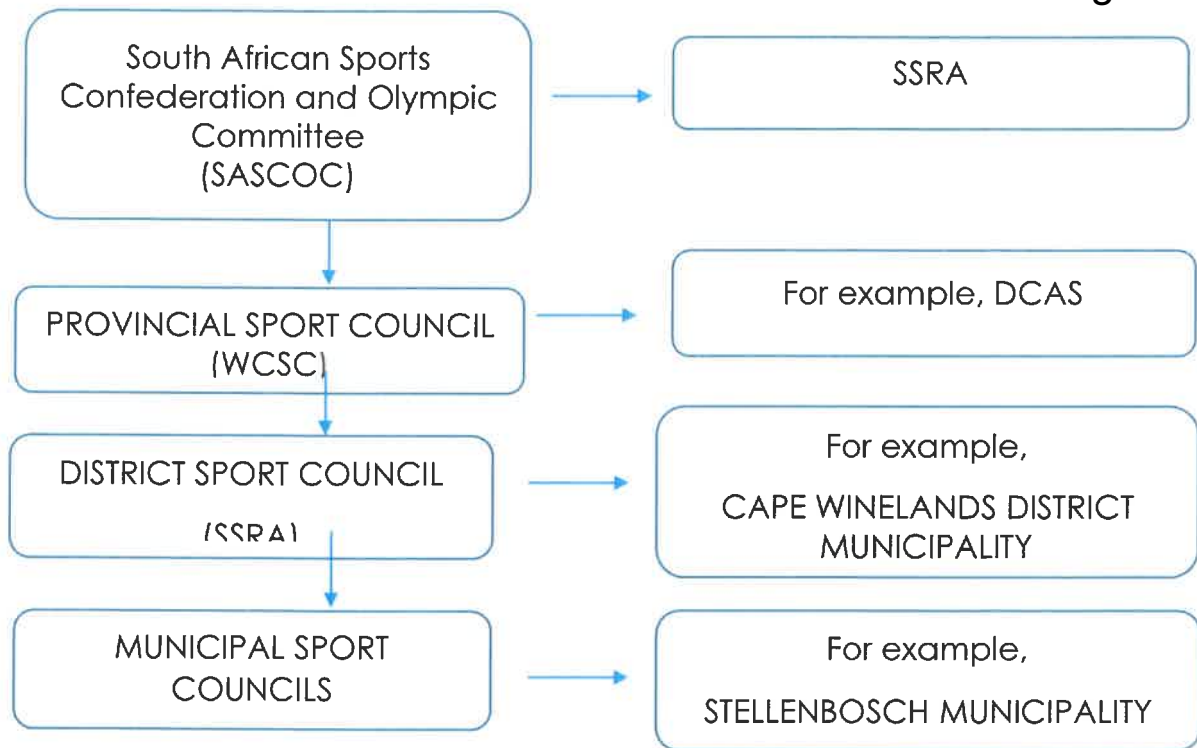
The current Sport Facility Management Plan was updated in April 2020, as part of the annual review process and the Service Delivery Budget Implementation Plan (SDBIP), in which it formed part of the performance plan of the Community and Protection Services Directorate.

2. NATIONAL SPORT AND RECREATION PLAN (NSRP)

The NSRP specifically focuses on the following strategic objectives to assist with broadening the base of sport and recreation in South Africa:

- 2.1 To improve the health and well-being of the nation by providing mass participation opportunities through active recreation.
- 2.2 To maximise access to sport, recreation and physical education in every school in South Africa.
- 2.3 To promote participation in sport and recreation by initiating and implementing targeted campaigns.

Aligning the National Sport and Recreation Plan (Model) with the different tiers of political governance and its relevance for local authorities:



Presently, the SSRA (Stellenbosch Sport and Recreation Association) is supposed to be the representative Municipal Sport Council in terms of the NSRP as reflected by SASCOC (South African Sport Confederation and Olympic Committee) and SRSA (Sport and Recreation South Africa).

3. PREVIOUS COUNCIL RESOLUTIONS

3.1 June 2016 – Current Sport Facilities Management Plan (Model) adopted by Council.

3.2 14TH COUNCIL MEETING: 2017-11-29: ITEM 7.9.1

RESOLVED (majority vote with abstentions):

- (a) That Council approves the terms and conditions of the rental agreements for each category;
- (b) That Council approves the proposed rental tariffs for each Sport Council category and that these tariffs be reviewed annually;
- (c) That the lease agreements be approved for a one-year period with an annual review; should the lessee not fulfil the obligations in terms of the lease agreement, the sporting facility will fall back to Council;

- (d) That once the lease agreements have been signed with the entities, the outstanding debts will be submitted to Council for consideration of writing off those debts; and
- (e) That Van der Stel's lease agreement stand over until their investigation has been finalised.
 - (i) *The rental agreements refer to the roles and responsibilities as describe under point.*
 - (ii) *The rental for each category where for category A was R33 000/ per annum, for category B R3 000/annum, for category C R1 500/annum and for category D R500/annum.*
- (f) *A Service provider has been appointed to investigate the allegations made regarding the financial management by Van der Stel management.*

4.3 Resolutions taken by the Stellenbosch Municipal Council on 24 July 2019. The resolutions are listed as follows:

- (a) Approved the MOU between the SSRA and Stellenbosch Municipality for a period of 6 months;
- (b) That a new lease agreement be concluded between Stellenbosch Municipality and Van der Stel Sport Council, with a specific clause prohibiting any sub-leasing without the written approval of the Stellenbosch Municipality;
- (c) That the Community Services Department reviews the Municipal Sport Facilities Management Model and relevant Sport Policy in consultation with the SSRA;**
- (d) That a forensic audit be done of the financial and operational systems in operation at the Van der Stel Sport Club;
- (e) That the Community Services Department commence with the development of an alternative Facilities Management Model, in consultation with the SSRA;
- (f) That a separate report on the outstanding debt of Area Sport Councils be submitted to Council.

4. EVALUATION OF THE CURRENT SPORT FACILITY MANAGEMENT MODEL

After a thorough internal assessment and consultations with the SSRA and individual sport councils, the following shortcomings/weaknesses in the current Sport Facility Management Model were identified:

4.1 Sport Councils unable to fulfil their Financial Obligations:

Currently the different sport councils find themselves at various levels of debt with the Stellenbosch Municipality. Most of the indebtedness has been accumulated over an extended period of time, some from as far back as 2016. The debt comprises of payments due to the municipality in terms of the lease agreements as well as overdue utility payments (water, sanitation and electricity).

4.2 Lack of Accountability

Part of the responsibility of the sport councils was to provide Stellenbosch municipality with monthly income and expenditure reports. All the sport councils were non-compliant with this critical governance and reporting function. Complaints were received from affiliated clubs that communication between the different entities of the structure is poor and in some instances, non-existent.

4.3 Lack of Maintenance done

In terms of the signed lease agreements, the sports councils are responsible for maintaining the interior of the facilities (buildings). The current state of the facilities is a clear indication that the sports councils were unable to maintain the facilities in an acceptable standard.

4.4 Lack of proper governance and skills within the management structures of facilities

There seems to be a shortage or absence of management skills at the level of sport councils to manage facilities the in a fair and transparent manner.

4.5 Lack of communication between the different spheres, including affiliates to Sport Councils

The onerous and bureaucratic process to report maintenance and usage matters resulted in frustration amongst the clubs and organisations that used the facilities. Often blame was laid at the door of the sport councils and the SSRA and conversely by the SSRA at the door of the municipal sport office. It is evident from this that the system is in need of urgent revision to facilitate better communication between the stakeholders.

4.6 Lack of Capacity development

While sport councils battled with the efficient management of sport facilities, little effort was made to improve the competency levels of the members and structures expected to manage the facilities to the advantage of the broader community. This needs to be addressed as a matter of urgency.

5. NEW SPORT MANAGEMENT MODEL FOR STELLENBOSCH (WC024)

In 2017 the municipality began to engage with the SSRA and the Area Sport Councils to develop and finalise the respective lease agreements in terms of the adopted Sport Facility Management Plan. Although road shows took place, some of the sport councils were unwilling to sign the agreement and further discussions followed. There were also discussions regarding the tariff structure that was agreed on. The MOU was also compiled and signed.

During 2018 and early 2019 the court case between the Van der Stel Sport Council and the lessee of the Gymnasium at the Van der Stel Sport Facility, prompted Council to review the current Sport Facilities Management Plan of the municipality. In terms of this decision, the Community Services Department was mandated to review the current plan (model) and advise Council on the adoption and implementation of a new Sport Facilities Management Model for Stellenbosch Municipality. It was further agreed that this will be pursued in consultation and in partnership with the Stellenbosch Sport and Recreation Association (SSRA).

After numerous delays in the appointment of suitably qualified service providers to deliver on the resolutions resolved by Council the initial workshop was eventually scheduled for 25 January 2020. The focus of the workshop (with all relevant stakeholders) was to discuss the current Sport Facility Management Model, its challenges and the way forward.

The main issues which arose from the SWOT analyses that was done as part of the workshop included the following:

SWOT analysis:

- This session created the opportunity to discuss a wide range of issues and that the focus should be on the possible review of the facilities management model.
- All contributions were noted, with both the municipal officials and the representatives (from the SSRA and Area Sport Councils) being encouraged to deal with it in the appropriate manner.

- Representatives were also encouraged to solve problems within their organisations and structures and to undertake introspection.
- For example, good governance principles (like effectiveness and efficiency, accountability, inclusiveness, ethical conduct, compliance, transparency, etc.) should be adhered to.

The following table is a summary of the SWOT Analysis that was discussed:

BREAK-DOWN OF SWOT ANALYSIS	POINTS HIGHLIGHTED
Strengths	<ul style="list-style-type: none"> ➤ Well-functioning SSRA Committee ➤ Availability of sport spaces in Stellenbosch and surrounds ➤ Role of the Sport directorate (qualified) ➤ Financial resources (qualified)
Weaknesses	<ul style="list-style-type: none"> ➤ The model may be empowering, but there are shortcomings, like badly/ untrained employees ➤ Rural sports councils should not be part of the model (qualified) ➤ Unsatisfactory maintenance ➤ The fact that Khayamandi does not have a sport council ➤ Weak security ➤ Unsatisfactory communication ➤ Unsatisfactory implementation of Models and decisions ➤ Unclear of the roles and responsibilities of sport councils ➤ Lack of cooperation and synergy between municipal service sections ➤ Lack of interest from the municipality's side in the value-addition and benefits of newly built facilities ➤ Financial constraints ➤ Municipal staff who do not necessarily have the required experience and abilities ➤ Insufficient capacity in the sport department ➤ The municipal tariff structure
Opportunities	<ul style="list-style-type: none"> ➤ World class destination ➤ The use of technology to create an interactive communication platform ➤ Possibilities for upgrading of facilities ➤ To create synergies between relevant entities ➤ To create consistency across the system <ul style="list-style-type: none"> ➤ Assessment of compliance

BREAK-DOWN OF SWOT ANALYSIS	POINTS HIGHLIGHTED
	<ul style="list-style-type: none"> ➤ Employment opportunities ➤ Genuine partnerships in terms of a social compact ➤ Maximisation of facilities ➤ Honouring financial obligations
Threats	<ul style="list-style-type: none"> ➤ Unrealistic expectations ➤ Insulting communication on social media platforms (qualified) ➤ Self-interest ➤ Crime ➤ Racial tension ➤ Non-adherence to approved structures and protocols ➤ A model that lags behind and does not keep up with changing dynamics and needs ➤ Individual abuse of power ➤ Non-adherence to timelines and absence of an indication of who should take responsibility ➤ Elections and related political dynamics

The following resolution was adopted unanimously: That a *task team* be constituted which will consist of representatives of the SSRA and the sport section of the municipality respectively, to assess the current sport facilities management model and consider possible ways to improve it.

This task team convened on 12 February 2020. At the conclusion of the meeting it was agreed that the task team will meet for the second round of discussions on Wednesday 19 February 2020, to hopefully conclude the process. This meeting did not take place; instead a request was received from the chairperson of the SSRA requesting the Director: Community and Protection Services to address the members of the SSRA on 27 February 2020.

The main issues raised at the meeting of 27 February 2020 were the following:

- (a) The alleged intention of the Stellenbosch Municipality to dissolve the SSRA.
- (b) That members and the SSRA Executive prefers the current facilities management model and that the system works well for them. The SSRA felt that the problem laid with the poor service delivery received from the municipal Sport Section.
- (c) That the municipal proposal of Facility Committees to be established at all the municipal sport facilities will not work and that the present SSRA Facility Committee works well enough and should remain.

- (d) That the current lease agreement system works well and that it should remain in place.
- (e) That the SSRA and its members would prefer that the current facilities management model not be changed and that it should remain in place.
- (f) That the name of the SSRA not be changed to the Stellenbosch Sport Council (as proposed by the Community Services Department), but that it remains the SSRA.

6. COVID-19 PANDEMIC

At the beginning of March 2020 South Africa found itself in the midst of a global pandemic and a national lockdown, which brought business and government as we know it to an almost complete standstill. This refocus of resources (human and physical) has direct impact on this review process and the engagements that were still required to conclude the process.

The lockdown continued its grip on the community of Stellenbosch and its institutions throughout May, June and July. As municipal business (Mayco and Council Meetings) gradually returned, albeit as virtual online meetings, departments were instructed to prioritise critical projects for completion.

The Community Services team worked all out to complete the report for Council, using the available information it collated through the various interactions and consultations with the SSRA prior to lockdown. On Thursday 23 July 2020 the department had a final engagement with representatives of the SSRA to share the content of the report and to verify the position of the SSRA on key aspects that were deliberated on prior to lockdown.

7. POSSIBLE FACILITY MANAGEMENT MODELS FOR STELLENBOSCH (WC024)

7.1 OPTION I: KEEP USING THE CURRENT MODEL (STATUS QUO)

From discussions with the different Sport Councils and Clubs it was clear that certain shortcomings have been identified within this model. This was reflected in the informal and formal complaints registered by clubs, sport boards, the SSRA and the municipality about the challenges they experienced.

The following challenges/shortcomings were identified:

- 7.1.1 Roles and Responsibilities were not clearly understood by the parties involved. At the workshop held on 25 January 2020 it was clear that some of the attendees lacked understanding of the responsibilities of the sports councils.
- There were requests for clarification at this workshop. This point was also listed as a weakness as part of the SWOT analyses.
- Unfair rental charged to sport councils for use of municipal sport facilities.
- 7.1.2 Selective and exclusive usage of the facilities as determined by the local sport council – fairness of allocation.
- 7.1.3 Lack of communication between the municipality, SSRA and the different sport councils.
- 7.1.4 Inability of sport councils to fulfill responsibilities, i.e. the high amounts of outstanding debt of the different sport councils.
- 7.1.5 The inability of sport councils and clubs to manage the facilities effectively and efficiently.

7.2 OPTION II: THE MANAGEMENT OF ALL THE SPORTS FACILITIES IN STELLENBOSCH (WC024) BY STELLENBOSCH MUNICIPALITY

In this model the Stellenbosch Municipality takes back full control of all the public sport facilities. This means that lease agreements with Area Sport Councils fall away and the municipality will manage the utilization and maintenance of the sport facilities.

The advantages of this model are the following:

- 7.2.1 Better control over all the sport facilities. This will result in the fields not being over-utilized. The municipality will be able to determine the usage capacity of each of the facilities and fields and schedule maintenance as and when required.
- 7.2.2 The approval and management of ad-hoc applications will be streamlined. Currently if there is an application from a non-sport organization they must first apply to the Area Sports Councils. This often results in delays in the approval process. Currently, Area Sports Councils can decide whether to approve or reject the applications.
- 7.2.3 Improved processes (reduce red tape) relating to applications for the use of the fields.

- 7.2.4 No shared responsibility relating to facilities management which will eliminate any misunderstandings in terms of maintenance and security.
- 7.2.5 Improved communication channels between users (or applicants) and Stellenbosch Municipality. When the communication is directly with the different sporting codes it will result in a more streamlined communication process.
- 7.2.6 Promotes the increase of community access to public- owned facilities. The municipality has the capacity to market and promote the facilities more effectively.
- 7.2.7 Centralised management model for coordination and development of sport.

The challenges/shortcomings of this model are the following:

- 7.2.1 Additional staff will be required, for example, a liaison officer to attend critical federations meetings and upkeep of sporting dialogue.
- 7.2.2 Additional maintenance staff will be required.
- 7.2.3 Respond-time from federations to provide season rosters/fixtures tend to be very slow and may delay finalization of annual calendars.
- 7.2.4 Resolving the challenge of overlapping season rosters/fixtures between sport federations
- 7.2.5 The scheduling of friendly matches is usually delayed and may further delay the finalization of annual calendars.

7.3 OPTION III: HYBRID MODEL

This model is a combination of Option I and Option II.

This model entails that Stellenbosch Municipality manage all the sport facilities within Stellenbosch (WC024) but with the option/freedom to enter into agreements with sport clubs/federations/sport councils that comply with certain minimum conditions to be determined by the Stellenbosch Municipality.

The advantages of this model are the following:

- 7.3.1 Roles and Responsibilities are clearly defined. Addressing the shortfall of the current model regarding the roles and responsibilities which is not clearly understood by the sport councils to be moved to the municipality, which is more equipped to handle these roles and responsibilities.

- 7.3.2 Rental fees for sport facilities will be aligned in terms of the Council tariff structure. The matter of unfair rental of facilities will be addressed due to the fact that the municipality will determine a tariff structure for all type of events at sports facilities.
- 7.3.3 Bookings and Reservations will be managed by the municipality. The possibility of selective and exclusive usage of facilities will be addressed due to the fact that the municipality will be responsible to determine who can use the facilities.
- 7.3.4 The Municipality will manage and maintain the facilities. The inability of sport councils to fulfil their responsibility will be addressed due to the fact that the municipality will take more responsibility regarding the management of facilities.
- 7.3.5 The Facility Management Committees can concentrate on their roles and responsibilities, which will be to advise the municipality and NOT to manage the facilities.
- 7.3.6 Municipal officials will be responsible for the financial management of facilities. This will no longer be the responsibility of the SSRA.
- 7.3.7 Better control over the use of facilities. The municipality will be in a position to determine the usage capacity of each of the facilities and fields. Over-utilization of facilities will be managed by the municipality.
- 7.3.8 Improved processes relating to the applications for the use of facilities. The approval and management of ad-hoc applications will be streamlined. Currently if there is an application from a non-sport organization they must first apply to the Area Sports Council. This can result in delays. This unnecessary delays can now be eliminated.
- 7.3.9 Sport facilities are managed and maintained by the municipality. No shared responsibility relating to facility management which results in misunderstanding roles and responsibilities.
- 7.3.10 Improved communication channels between users and Stellenbosch Municipality. When the communication is directly with the different sporting codes, it will result in a more effective and efficient communication process.
- 7.3.11 Promotes the increase of community access to public owned facilities. The municipality has the capacity to market and promote the facilities more effectively.

7.3.12 Centralised management model for coordination and development of sport.

The challenges/shortcomings of this model are the following:

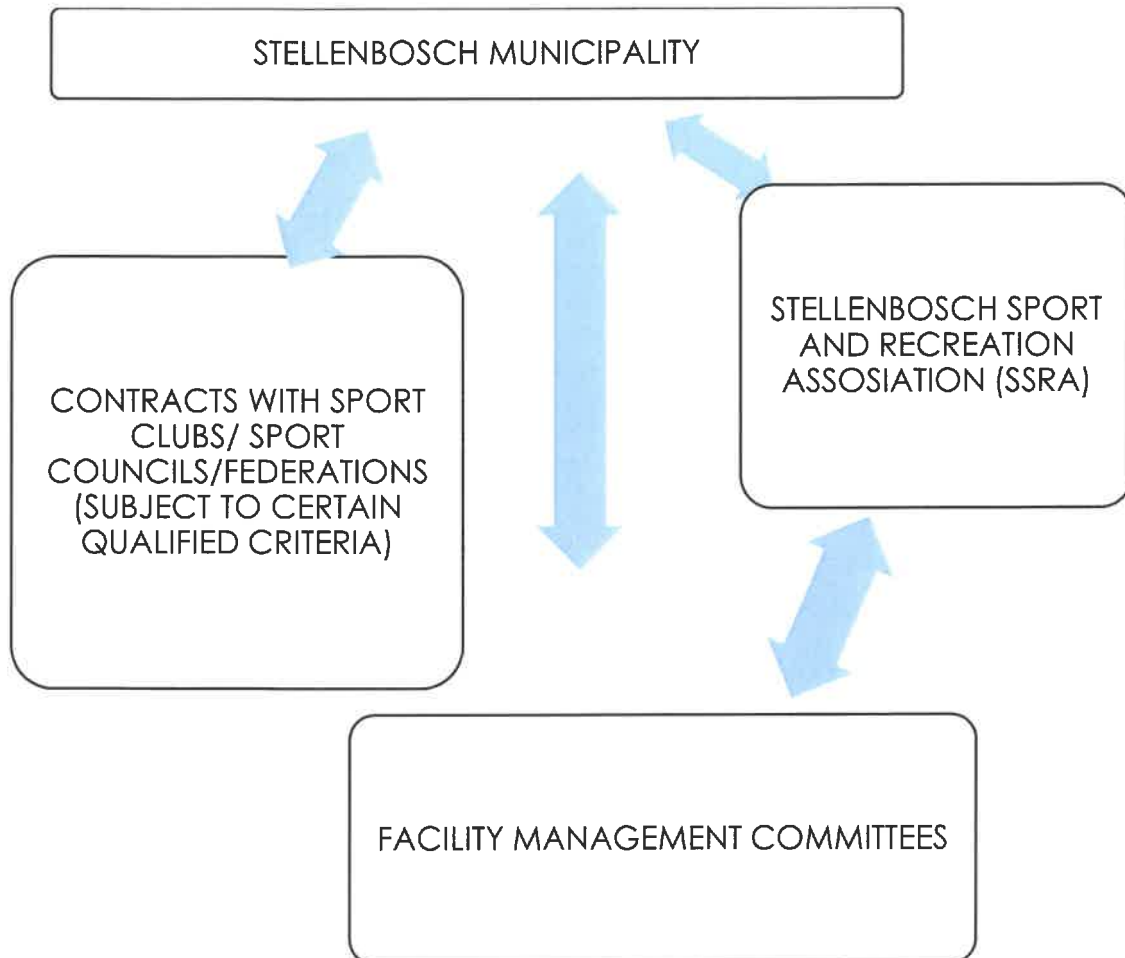
- 7.2.1 Additional staff will be required, for example, a liaison officer to attend to critical federation meetings and to secure regular dialogue with all stakeholders.
- 7.2.2 Additional need for opera for repairs and maintenance.
- 7.2.3 Usually slow response times from federations to provide season rosters to reserve sport fields for official fixtures.
- 7.2.4 Overlapping season rosters between Sport Federations will require the imposition of strict deadlines.
- 7.2.5 Timely scheduling of friendly matches.

The difference between Option III and Option I is that the Stellenbosch Municipality may still enter into agreements with individual sport clubs/sport councils/federations that complies with (for example) the following minimum criteria:

- a) Able to provide audited financial statements for the last 5 years indicating that they can manage the club without any financial support from Stellenbosch Municipality.
- b) Able to manage the facility with its own staff.
- c) Able to prepare the facility for seasonal features without any help from Stellenbosch Municipality.
- d) Must be able to fulfill their municipal financial obligations, eg., settle utility bills (water, electricity, sanitation) on time.
- e) Must NOT have any outstanding debt with Stellenbosch Municipality.

8 DETAIL REGARDING THE IMPLEMENTATION OF THE HYBRID MODEL

8.1 HYBRID MODEL STRUCTURE HYBRID MODEL



8.2 ACTIONS THAT MUST BE TAKEN TO IMPLEMENT THE HYBRID MODEL

- a) If this model is approved all current agreements with the SSRA, Sport Councils and Van der Stel Sports Council will fall away.
- b) Additional staff will be needed at the Sports Section of Stellenbosch Municipality to manage the facilities and the usage of the facilities.
- c) A new tariff structure must be approved and implemented.
- d) Call for proposals to manage the Van der Stel Sport Complex.
- e) New contract agreements to be drawn up with sport clubs that complies with the pre-conditions as determined by Council, as and where required.
- f) Develop new standard operating procedures regarding communication between the different sport-related bodies and Stellenbosch municipality.

8.3 HOW TO ADDRESS THE CHALLENGES PRESENTED BY THE IMPLEMENTATION OF OPTION II AND OPTION III RESPECTIVELY

CHALLENGE	ADDRESSING THE CHALLENGE
Additional need for key staff capacity including a liaison officer to attend critical federations meetings and up keep of sporting dialogue.	The Department is finalising a new micro structure for the sport section to address the implementation of this model.
Additional need of operational staff capacity which includes repairs and maintenance personnel to be included on the staff structure.	
Response time from federations to provide season rosters.	An annual calendar with due dates when sport federations must provide their fixtures will be developed by the Sport Section and distribute to all Sport Federations annually.
Resolving the challenge of overlapping season rosters between Sport Federations	The SSRA will be responsible to determine the season dates for official fixtures. These dates will be adhered to by the Stellenbosch Municipality.
CHALLENGE	ADDRESSING THE CHALLENGE
Scheduling of friendly matches.	Sport Codes will be requested to provide Stellenbosch municipality with friendly fixture dates at a specific due date.
Identifying clubs that do qualify for separate agreements with the Stellenbosch Municipality	A set of criteria will be designed to determine if a sports club qualify to enter into an agreement with Stellenbosch municipality.
Current no tariff structure to accommodate this model.	The Sports section, in conjunction with the municipality's finance department will design a tariff structure to accommodate this model.
Termination of current contracts	The Sport section, in conjunction with the Legal department will develop an implementation process to cancel all current lease agreements (contracts).

8.4 THE ROLE OF THE SSRA IN THE CURRENT MODEL, as per MOU, vs HYBRID MODEL's recommendation.

CURRENT MODEL	HYBRID MODEL
To be an advisory board that will assist and expand on the functions of the municipality.	To be an advisory board that will assist and expand on the functions of the municipality.
Create a donor system through its interaction with the private sector in providing funds, sponsorships and assistance in development and expanding of current Area Sports Councils and the facilities it operates.	Interact, monitor and capacitate the Area Sports Councils which forms its members.
Interact, monitor and capacitate the Area Sports Councils which forms its members.	Interact, monitor and capacitate the Area Sports Councils which forms its members.
Interact and co-operate with NGOs in sport development.	Interact and cooperate with NGOs in sport development
CURRENT MODEL	HYBRID MODEL
Interact with other clubs and not only clubs at specific sport grounds managed by Area Sports Councils to identify needs and assist in developing an integrated Sport and Recreation Development Model.	Interact with clubs at specific sport grounds managed by Area Sports Councils to identify needs and assist in developing an integrated Sport and Recreation Development Model.
Co-operate with schools to assist in the development of sport and recreation and co-operate with tertiary institutions in developing Long Term Participant Models and training for Sports Councils.	Co-operate with schools to assist in the development of sport and recreation and co-operate with tertiary institutions in developing Long Term Participant Models and training for Sports Councils.
	<p>Will advise Stellenbosch municipality regarding the prioritizing capital projects?</p> <p>Will be responsible for development of sport in Stellenbosch.</p>

8.5 THE ROLE OF THE LOCAL FACILITY COMMITTEE IN THE HYBRID MODEL

- a) The Local Facility Committees (LFC) will have no decision-making powers and will play an advisory role to Stellenbosch Municipality (Recreation, Sports Grounds and Halls Section) with regard to the management and maintenance of the local sport facility which they oversee.
- b) The Facility Committee will liaise directly with the Sport Section of the municipality regarding the management and maintenance of facilities.
- c) Income generated will go to the applicable code using the facility on the day.
- d) Registered Sport codes participating in formal league competitions, based on annual approved fixtures, will have first right of use of the municipal facilities.
- e) In terms of its organizational structure, the Stellenbosch Sport and Recreation Association (SSRA) must determine its constituents (Sport Codes/ or Area Sport Forums - Geographical regions within Stellenbosch Municipality). It is the constituents (or members) of the SSRA that will constitute the General Council of the SSRA.

9. CONCLUSION

It is clear from the content of this report that much effort has gone into finding a mutually acceptable and beneficial approach to sport facility management in the Stellenbosch Municipality. The record show that process to design the current Sport Facility Management Model (Plan) started way back in 2010 and was concluded in 2016 when it was finally adopted by Council. The intention with the facilities management model was to: one, improve the management and safeguarding of Council assets; two, encourage the development of sport under the auspices of Area Sport Councils; three, to improve the management of public funds; four, to facilitate better access to municipal sport facilities for the general public; and five, to build capacity and transfer facility management skills to the Sports Councils.

The implementation process involved the compilation of lease agreements with the SSRA (which was extended through the SSRA to the Area Sport Councils) and the conclusion of an MOU with the SSRA as the official representative structure for sport in Stellenbosch.

However, it wasn't all plain sailing as with implementation the practical implementation of certain aspects of the lease agreements as well as service delivery expectations from the municipality did not materialize. These included for example: the inability of Sport Councils to fulfil their

financial obligations towards the municipality; inadequate maintenance of sport facilities by both the Area Sport Councils and the municipality; low standard of facility management by Area Sport Councils; inadequate levels of transparency and accountability by Area Sport Councils as required in the lease agreements; poor communication between the various stakeholders and a lack of capacity building among the affiliates of the SSRA.

In the light of these shortcomings and the escalating debt of Area Sport Councils the Stellenbosch Municipal Council resolved (24 July 2019) that the Community Services Department (Sport Section) must revise the Municipal Sport Facilities Management Model and relevant sport policies in consultation with the SSRA. After extensive consultations with the SSRA and Area Sport Councils three possible models were investigated, namely:

1. Option I: To retain the status quo.
2. Option II: Stellenbosch Municipality manages and maintain all the sport facilities in Stellenbosch (WC024).
3. Option III: Implement a Hybrid model – a combination of Option I and Option II.

Given the difference in the standard, size and location of municipal sport facilities, the Community Services Department is of the view that the Hybrid Model (Option III) would be the best option for Stellenbosch Municipality and the extended sport fraternity of WC024. This will allow us to explore the alternative options for management and possibly accommodate the particular needs of different sport codes, by setting new standards and norms for facility management and access.

We will strive to achieve this in close cooperation and in partnership with the SSRA.

10. RECOMMENDATION

The Community Services Department therefore recommends the acceptance and implementation of the Hybrid Model, which stipulates that the Stellenbosch Municipality manages and maintain all the municipal sport facilities in Stellenbosch (WC024), but with the flexibility to enter into agreements with sport clubs/federations that comply with certain pre-conditions as determined by Council.

11. **ANEXURES**

Annexure A: Report: Sports Facility Management Model for Stellenbosch Municipality

Annexure B: MOU with the SSRA

Annexure C: Minutes of Workshop held on 25 January 2020
MANAGEMENT MODEL FOR STELLENBOSCH MUNICIPALITY