



nelson mandela bay
M U N I C I P A L I T Y

**SPORT AND RECREATION
POLICY FRAMEWORK**

DRAFT

POLICY HISTORY

TITLE OF POLICY	Sport and Recreation Policy Framework					
POLICY OWNER	Executive Director: Sport, Recreation, Arts and Culture					
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ACRONYMS / ABBREVIATIONS

CBO	Community Based Organisations
DSRAC	Department of Sports, Recreation, Arts and Culture
DSAC	Department of Sports, Arts and Culture
EIA	Economic Impact Assessment
FMC	Facilities Management Committees
IDP	Integrated Development Plan
MOU	Memorandum of Understanding
NGO	Non-Governmental Organisation
NPO	Non-Profit Organisations
NSRP	National Sport and Recreation Plan
SASCOC	South African Sports Confederation and Olympic Committee
SRAC	Sports Recreation Arts and Culture
SDBIP	Service Delivery and Budget Implementation Plan
MPC's	Multi-Purpose Centres
SOP	Standard Operating Procedures

1. DEFINITIONS

In the policy, unless specified otherwise, -

“area level” means reference to a geographical area that entails a number of local facilities making up an area.

“city level” means reference to the entire *Municipality’s* geographical area entailing the combined number of zones.

“cluster” means a geographical area that entails a number of local Wards clearly demarcated making up a district.

“code” means the organized sports environment.

“event” means but is not limited to sporting, *recreational*, educational, entertainment, cultural, religious, business, charitable, exhibition, conference, organizational, community or similar activity hosted at a stadium, sport field, swimming pool, *indoor sport centre*, along a route or its *precinct*, that is planned, has a clear programme, control and accountability.

“Facility Management Committee” means the coordinating committee at a sports ground that represents the different regular users of the facility.

“Municipality” means the Nelson Mandela Bay Metropolitan Municipality a, Category A municipality established in terms of Part 2 of Schedule 1 of Notice 85 in the Eastern Cape Provincial Gazette No. 654 on 27 September 2000, promulgated in terms of Section 12(1) of the Local Government: Municipal Structures Act 117 of 1998.

“partnership” means an arrangement in which parties agree to cooperate to advance their mutual interests.

“precinct” means a geographical area where municipal facilities accommodating different sporting *codes* are located within a 2km radius of each other.

“recreation” means leisure activities people undertake for enjoyment or to maintain and improve their health and well-being.

“the Policy Framework” means the Sport and Recreation Policy Framework of the Nelson Mandela Metropolitan Municipality.

2. PURPOSE

- 2.1 Sport has historically served as a unifying force in South Africa, fostering cohesion among diverse cultures in the “rainbow nation”. However, despite more than two decades of democracy, disparities persist, impeding the equitable access to and benefits of sport and *recreation* infrastructure and programmes.
- 2.2 Aligned with the Constitution of the Republic of South Africa (Act 108 of 1996), the Government established the Department of Sports, Arts and Culture (DSAC) to enact national policies and implement programmes aimed at transforming the delivery of sport and *recreation* while upholding democratic values.
- 2.3 The Constitution requires that all legislative and executive authority function within a cooperative governance framework among the different spheres of government (national, provincial and local).
- 2.4 Specifically, Schedule 5B of the Constitution assigns the responsibility for local sport and recreation facilities to municipalities. As a national governing body, DSAC holds overarching responsibility for sport and *recreation* in South Africa, ensuring that all stakeholders coordinate activities to a uniform standard that prioritises effectiveness and efficiency.
- 2.5 At a local level, the *Municipality*, through its Sport, Recreation, Arts and Culture Directorate, is committed to fulfilling its Constitutional mandate, in collaboration with other spheres of Government. This commitment includes providing sport and *recreation* facilities to all communities in the metropolis

with particular emphasis on the historically disadvantaged and under developed areas and marginalized communities.

2.6 This policy aims to:

- a) Ensure the *Municipality* provides sport and *recreation* facilities adhering to Norms and Standards for Sport and Recreation Infrastructure Provision.
- b) Establish a mechanism for public engagement in the strategic planning for sport and *recreation*.
- c) Guide the implementation of sports and *recreation* programmes that contribute towards social cohesion, mass participation, nation-building and citizen wellness.
- d) Makes provision for funding of facilities, sports organisations, and *events*.

3. LEGISLATIVE FRAMEWORK

3.1 *The Policy* must be read and interpreted consistently with relevant legislation, policies, guidelines, by-laws and procedures, including but not restricted to:

- a) Asset management policies of the *Municipality*
- b) Built environment performance plans of the *Municipality*
- c) The Constitution of the Republic of South Africa Act 108 of 1996
- d) The Disaster Management Act 57 of 2002
- e) The Integrated Development Plan of the *Municipality*
- f) The Local Government: Municipal Finance Management Act 56 of 2003
- g) The Local Government: Municipal Structures Act 23 of 2001
- h) The Municipal Systems Act 32 of 2000, amended 2002, as amended
- i) The National Sport and Recreation Act 110 of 1998
- j) The National Sport and Recreation Act Regulations: Bidding and Hosting of International Sport and Recreational Events
- k) The Occupational Health and Safety Act 181 of 1993
- l) The Public Amenities By-law of the *Municipality*
- m) The Safety at Sports and Recreational Events Act 2 of 2010

n) The Safety at Sports and Recreational Events Act: Regulations

4. POLICY OBJECTIVES

- 4.1 **Provision of facilities:** Sport and *recreation* facilities should be designed, provided, maintained, and managed in a manner which promotes an active citizenry, be it through formal or informal sport and active passive *recreation* participation.
- 4.2 **Optimal management of facilities:** The *Municipality* will manage sport and *recreation* facilities in a manner that ensures equitable access and sustainability of facilities, reducing the maintenance liability to the city through promoting a sense of ownership and responsibility amongst sport and *recreation* individuals.
- 4.3 **Positioning of the *Municipality* as a sporting destination:** *The Policy* will position the *Municipality* as a preferred sporting destination by hosting local, regional, national and international sporting *events* across the *city level*. The *Municipality* will actively pursue bidding opportunities to host sport and *recreation events*.
- 4.4 **Sport tourism:** The positioning of *Municipality* as a preferred sporting destination will promote sport tourism in a manner that stimulate and contributes to the local socio-economic development.
- 4.5 **Development programmes:** The *Municipality* will use sport and *recreation* to contribute to the enhancement of the social fibre of communities thereby actively improving the quality of life of residents, sport and *recreation* programmes can be used to promote social cohesion as well as create an enabling environment for the development of local communities to become independent, self-reliant and connected.
- 4.6 **Collaboration and *partnership* with stakeholders:** The *Municipality* will facilitate the strengthening and building of new, innovative and mutually

beneficial *partnerships* with stakeholders that share its vision and desired outcomes. The NMBM should further leverage on existing agreements with external organisations as well as Sister-City *partnerships*.

4.7 **Funding:** The *Municipality* will endeavour to provide financial support to sporting *codes*, sport NGOs, sport *events* and professional sports.

5. POLICY SCOPE

5.1 *The Policy* guides all municipal activities in the field of sport and *recreation*. It is aligned with national priorities as captured in the National Sport and Recreation Plan (NSRP). It provides a mechanism for engaging the sporting fraternity in the municipal area in sport and *recreation* activities.

5.2 It must be noted that the objectives of the policy may only be realised if the institutional directorate responsible for the implementation of *the Policy Framework* is sufficiently funded and resourced both financially and in terms of human resources.

5.3 Tariff related matters will be dealt with in accordance with the applicable Council approved tariff policy.

6. SPORT AND RECREATION OPERATIONAL STRATEGIES AND PLANS FRAMEWORK

6.1 Operational strategies and plans will be guided by and align with the framework outlined below:

Theme	Focus Area	Objectives	Type	Implementation Mechanism/Tool
Provision of sport and <i>recreation</i> infrastructure	Master Plan Precinct plans	Sufficient provision of sustainable facilities	Sport facilities fit for purpose	IDP & SDBIP

Table 1: Sport and Recreation Operational Strategies and Plans Framework

Theme	Focus Area	Objectives	Type	Implementation Mechanism/Tool
Management and Maintenance of sports and <i>recreation</i> facilities	Effective and efficient facilities	Optimal management and use of sport and <i>recreation</i> facilities	Sport stadia, sport grounds Recreational hubs <i>Indoor sport centres</i> ; MPC's; Swimming pools	Policy Standard operating procedures (SOPs) Norms and standards
Sport Programmes	Community based sport and <i>recreation</i> programmes	Mass participation Active lifestyle Social cohesion Transformation Talent development	Targeted Programmes – youth, persons with disabilities, women and the older population	An approved zone/ <i>precinct</i> /IDP <i>cluster</i> based annual calendar of programmes and <i>events</i>
Strategic projects	Bidding Process <i>partnerships</i> Hosting of national & international <i>events</i>	Profiling the City – improve City Image Attract strategic <i>events</i> Promote the city as preferred sporting destination Promote socio-economic development and sport tourism	International, National, Regional Sport & Recreation <i>events</i>	Plans (IDP, SDBIP) Policies and procedures Agreements Calendar of <i>events</i> EIA

7. SPORT AND RECREATION INFRASTRUCTURE PROVISION AND MANAGEMENT

7.1 Provision of Facilities

7.1.1 Focus the provision of facilities as derived from ward-based priorities and outlined in the NMBM Integrated Development Plan.

7.1.2 Align delivery with Sport and Recreation Infrastructure as far as possible and subject to budget provision, to the:

- a) Norms and Standards for Sport and Recreation Infrastructure Provision and Management Volume 1: Operations and Management, 2010
- b) Norms and Standards for Sport and Recreation Infrastructure Provision and Management Volume 2: Technical Specification. Priority to be given to upgrading and rehabilitation of existing sport facilities and the development of new facilities in underdeveloped areas and new human settlements.

7.1.3 Plan future facility development by identifying critical needs through community engagement, research and planning processes.

7.1.4 Outline the number, type and class of facility per zone/*precinct*/IDP *cluster*.

7.2 Categorisation of Sport Facilities

7.2.1 Introduce an overall category system:

a) Category A:

- i. Stadia: multi-purpose, all weather, with a seating capacity in excess of 15 000.
- ii. Pools: in-door, heated, 50m (Olympic size), seating capacity up to 1500.
- iii. Multi-coded indoor sports facility: accommodate multiple sporting codes, can host local, provincial, national, and international tournaments/events, parking space, 433 seating capacity (balcony only) and a 42m x 22m floor size.

b) Category B:

- i. *Multi-purpose complex* with full amenities (multiple fields, full lights, fenced, ablution, change rooms, caretaker, stands /

- seating, meeting facilities for use by sports *codes* (subject to budget availability) with emphasis for the persons with disabilities.
 - ii. *Pools*: 45 - 50 meter, not heated, seating capacity up to 1000
 - iii. Multi-*coded* indoor sports facility: accommodate multiple sporting *codes* to a limited extent, seating capacity up to 1000, and a 40m x 20m floor size.
 - iv. Outdoor sport facilities: sports fields/courts
- c) Category C:
- i. Neighbourhood field with basic amenities (grass, minimum two fields, practice lights, caretaker and ablutions, fence).
 - ii. Pools: *recreational* with slide facilities (25-40 meters), open seating (grassed)
 - iii. Multi-purpose centres: accommodate multiple sporting *codes* to a limited extent, seating capacity from 450 up to 850, and 30m x 60cm floor size.
- d) Category D: Neighbourhood field with limited amenities (grass, minimum two fields, practice lights, ablutions, fence, with no caretaker).
- e) Category E: Informal, graded field, without grass.

7.3 Maintenance of Facilities

7.3.1 The *Municipality* will strive to:

- 7.3.1.1 Implement a checklist to adhere to Occupational Health and Safety requirements to monitor health and safety compliance.
- 7.3.1.2 Establish a maintenance programme to detect maintenance issues proactively.
- 7.3.1.3 Actively seek opportunities for multiple uses and the sharing of venues across various user groups to maximize utilisation.
- 7.3.1.4 Ensuring that appropriate maintenance plans are in place to guarantee the quality and integrity of the facilities.
- 7.3.1.5 Develop and submit annually, three months prior to the start of the financial year, maintenance plans.
- 7.3.1.6 Assess infrastructure older than ten (10) years for maintenance needs by undertaking conditional and structural assessments to determine the maintenance requirement and costs thereof.

- 7.3.1.7 Provide quarterly progress reports on completed work and budget spend.
- 7.3.1.8 Explore mechanisms such as shared management or maintenance and/or lease agreement with external parties for a minimum period of three years for optimal usage.

7.4 **Location of Facilities**

- 7.4.1 Accessibility to sport and *recreation* facilities will be enhanced by strategically locating them on major routes, pedestrian ways, and commercial centres in accordance with the NMBM Spatial Development Framework.
- 7.4.2 When feasible, the establishment of new NMBM Sport and Recreation facilities will prioritise placement within *multi-purpose complexes*. These complexes will strive to include *multi-code sports grounds* compatible with government and private facilities. This integrated approach aims to streamline services, minimise operating costs and enhance safety. Special attention will be given to underdeveloped areas and emerging human settlements, emphasising the prioritisation of municipal property for development.
- 7.4.3 The strategic placement of sport and *recreational* facilities will prioritise development in *zone/precinct/IDP cluster*. This geographical approach ensures a concentrated and coordinated distribution of facilities, fostering accessibility and engagement within specific community.

7.5 **Design of Facilities**

- 7.5.1 Future design of Sport and Recreation facilities will be in line with the norms and standards reflective of design specifications of the *Municipality*, and national department of sports, *recreation*, arts and culture which seeks to ensure that new developments:
 - a) Contribute to improved quality of the public realm and public spaces.
 - b) Contribute to the creation of safe and secure communities.
 - c) Promote development intensity, diversity and adaptability.
 - d) Focus on practicality, disabled friendly, low maintenance and cost.
 - e) Protect, value and enhance the natural environment through sustainable design.

- 7.5.2 Future facilities will be designed with flexibility and adaptability in mind and, where possible, avoid *single-code* usage.
- 7.5.3 Hall facilities should be versatile/multipurpose, serving not only as spaces for sports but also as a hub for cultural *events*, social gatherings and community activities. These facilities should be purposefully designed to accommodate a wide range of functions, ensuring their adaptability and inclusivity for diverse community needs.
- 7.5.4 A citizen-centred methodology should be implemented to engage communities. This approach seeks to ensure that the design of facilities takes into consideration the reasonable needs and desires of the community concerned.

7.6 **Type of Facilities**

- 7.6.1 All types of facilities are acknowledged as important, from a neighbourhood sports field to a regional *multi-purpose sports centres* or *stadiums*.
- 7.6.2 The Provision of Sports and Recreation Infrastructure aligned with norms and standards will set the foundation for providing each type of facility. This approach will be informed by the NMBM Social Facilities Plan.
- 7.6.3 Facility types should be designed to respond to an existing community needs and desires, taking into account available resources. The *Municipality* is committed to developing profiles that represent the diversity within each community, considering their sport and recreation preferences.

7.7 **Funding of Existing and New Facilities**

- 7.7.1 The *Municipality* supports the sharing of multi-functional facilities by different sports *codes*.
- 7.7.2 Community *partnership* will be actively promoted at the local facility, district and *area levels* to cultivate innovative funding arrangements with various sectors. This includes private businesses, the general sports fraternity, as well as NGOs. The aim is to fund both existing and new facilities whilst reducing operating costs.
- 7.7.3 The *Municipality* will proactively engage, where relevant, with the private sector and philanthropic organisations. This engagement will seek to secure donations, sponsorships, Corporate Social Investment support and other

innovative funding options for the construction, development and maintenance of Sport and Recreational facilities.

7.7.4 Funding for new facilities will be informed by the ward-based Integrated Development Plan (IDP) priorities.

7.7.5 Funding sources could include grant allocations as expressed in the National Sport and Recreation Plan (NSRP).

7.8 **Rationalising Facilities**

7.8.1 The *Municipality* has numerous facilities, such as town halls and open spaces that are surplus to requirement.

7.8.2 The *Municipality* will initiate a process to rationalise these surplus facilities. The initiative aims to redirect resources to provide and operate new facilities where they are needed, rather than maintaining and securing unwanted and underutilised facilities in older areas.

7.8.3 The rationalization of facilities will consider those provided by other role players under role players and stakeholders, as listed, to prevent the duplication of services.

7.8.4 The *Municipality* will explore methods to maximize the capacity of existing resources through various mechanisms, such as engaging the public sector and/or private sector to reduce unnecessary operating expenditure.

7.9 **Management of Facilities**

7.9.1 Individual facilities are managed by Caretakers/ Supervisors who report to Senior Superintendents who in return report to the Director Sport and Recreation.

7.9.2 The *Municipality* actively promotes the maximum use of all sport and *recreation* facilities by facilitating the involvement of numerous sport *codes*. This includes both well-known and lesser-known *codes* through cooperative and coordinating management structures.

7.9.3 User groups, such as *Municipal Facilities Management Committees* (MFMC) representing the facility users, will assist the *Municipality* in ensuring optimal facility use preventing overuse.

- 7.9.4 Where Municipal *Facility Management Committees* currently exist, they may play a coordinating role, as outlined in the Terms of Reference document adopted by Council on 18 September 2014.
- 7.9.5 The MFMC will enhance the interaction between the Sport and Recreation Department and regular users who consistently utilise a facility throughout the year, whether in the winter or summer sport seasons.
- 7.9.6 The management of facilities through agreements will be contractually concluded in accordance with the Local Government: Municipal Finance Management Act (MFMA).
- 7.9.7 Through the maintenance programme, the *Municipality* will identify the main users and sporting bodies for each venue.

7.10 **Sport Infrastructure Audit**

- 7.10.1 The *Municipality* will conduct a sports infrastructure audit to review the infrastructure requirements as depicted in the Integrated Development Plan of the *Municipality*. This process will involve verifying sport facilities available per *cluster* and enabling the GIS mapping process, detailing the location of all sport and *recreation* infrastructure.
- 7.10.2 This audit will be comprehensive, conducted at 5-year intervals and updated annually in line with the Integrated Development Plan (IDP) process of the *Municipality*.
- 7.10.3 The audit aims to ensure an updated sporting infrastructure asset inventory and establish plans for future upgrades and expansions.

8. **SPORT AND RECREATION PROGRAMMES**

- 8.1 The *Municipality* will:
- 8.1.1 Coordinate and implement sport and *recreation* programmes targeted towards development of local talent and sport for development, including professional and semi-professional sport.
- 8.1.2 Create an enabling environment to sport organisations to host sport and *recreational events*.
- 8.1.3 Attract high-impact sport and *recreational events* that profile the city as a sporting destination of choice and promote a viable sports tourism economy.

- 8.1.4 Implement local sporting programmes aligned to its vision, the community at large, and the accessibility to available facilities.
- 8.2 Recreation activities will incorporate those activities that the community engage in for the purpose of active and passive *recreation*.
- 8.3 Financial support to sport organisations will be provided in line with the financial aid policies of the *Municipality*.
- 8.4 Non-profit organizations, as well as the sport organisation with contractual agreements with the *Municipality*, will be afforded a discounted fee on municipal services and venues in line with the respective departmental tariff schedules of the *Municipality*.

9. STAKEHOLDER ENGAGEMENT

- 9.1 To provide, enable or facilitate the provision of facilities and programmes for Sport and Recreational purposes, the Municipality will engage and collaborate with a wide range of stakeholders, including:
- a) Public Sector: National, Provincial and District Department of Sport, Recreation, Arts and Culture;
 - b) Amateur and Professional Sport Bodies: National, Provincial, Nelson Mandela Sport Confederation, Local Sport Federations and Local Sport *clubs*;
 - c) Informal Sport and Recreation: Communities, NGOs CBOs,
 - d) Private Sector;
 - e) Users of local sports field complexes and other facilities.
- 9.2 The Sport, Recreation, Arts and Culture directorate will create constructive communication linkages between civil society and the region relating to sport and recreation matters based on the knowledge that:
- a) There are a range of interested stakeholders in both the formal and informal sporting sector and the groups are embedded in a complex social environment;

- b) Collective collaboration is necessary to deliver programmes that meet community needs;
 - c) Structures need to engage at various levels, namely: *Local facility level*, district level and *city level*;
 - d) Institutional relationships already exist that can be constructively used to facilitate and coordinate communication; and
 - e) Local communities, especially users of facilities, should be engaged to consolidate this process of creating a constructive communication link between the *Municipality* and the civil society in relation to Sport and Recreation matters.
- 9.3 Through stakeholder engagement, the *Municipality* will establish a network of relevant stakeholders that will provide support for the coordination of all major sporting *events* and deliver a world-class sporting experience.
- 9.4 The *Municipality* may provide capacity support, subject to available resources, for the continuation of certain activities of role-players provided that they are responding to a community need.
- 9.5 Interaction at the *local facility level* will be through a set of representative coordinating structures and processes that reflect representation and involvement of all the different users of a facility to ensure inclusivity and equitable engagement with user groups and *codes*, such as the Facility Management Committees.
- 9.6 The *Municipality* recognizes that users of local sports field complexes have an institutional arrangement at *local facility level*, district level and city level which institutionalises the interaction between the *Municipality* and local sports and *recreation* fraternity. However, this should not override any of the principles set out in *the Policy Framework* or prevent access, optimal use and management of facilities.

10. FUNDING OF SPORTS ORGANISATIONS AND EVENTS

- 10.1 The funding of sports organisations and *events* will be prioritised in terms of *the Policy Framework*.
- 10.2 To regulate such funding, the *Municipality* will codify and initiate an annual process that enables sports organisations, NGOs, and sports *events* coordinators to participate in an open and transparent grant application process. Each application for funding will be objectively considered, and decisions made within the budget framework of *the Municipality*.
- 10.3 This funding model will be regulated by the Council adopted Guidelines for the Allocation of Sports Development Grant to Sports and Recreation Organisations and other Entities (22 August 2013).

11. IMPLEMENTATION PROCEDURES

- 11.1 *The Policy* is overarching strategic document that informs the drafting of specific standard operating procedures relevant to the core business of Sport and Recreation sub-directorate.
- 11.2 The Sport and Recreation sub-directorate will be responsible for implementing *the Policy Framework*. To ensure effective execution and adherence, standard operating procedures (SOPs) will be developed. These SOPs will serve as practical guidelines, facilitating the seamless integration of the policy framework into day-to-day operations. The development of SOPs will be an ongoing process, adapting to emerging needs and changes, and ensuring the continual alignment of operational practices with the broader policy objectives.

12. MONITORING AND EVALUATION

- 12.1 The Policy Champion will be responsible for maintaining an updated feedback and issues log. This log serves as a comprehensive record,

documenting all feedback, inputs, and challenges encountered during the interpretation and execution of policy.

12.2 Quarterly reporting on SDBIP indicators relating to sports and *recreation*.

12.3 Report to Council structures in line with Council's approved calendar of meetings.

13. POLICY APPLICATION AND REVIEW

13.1 This policy will be called the Sport and Recreation Policy Framework and will be implemented from the first day of the month after adoption.

13.2 *The Policy* review will be initiated at the end of the third year following its adoption anniversary.

13.3 This policy will supersede any sport and *recreation* policies previously adopted by Council.