

City of Johannesburg Council 2019-03-14/15

COJ : MAYORAL COMMITTEE 2019-03-06

COMMUNITY DEVELOPMENT

114 AMENDMENT OF TARIFF OF CHARGES FOR 2019/20: LIBRARY AND INFORMATION SERVICES; ARTS, CULTURE AND HERITAGE SERVICES; AND SPORT FACILITIES, RECREATION CENTRES AND SWIMMING POOLS

1 STRATEGIC THRUST

An inclusive society with enhanced quality of life that provides meaningful redress through pro-poor development.

2 OBJECTIVE

To obtain approval for the amendment of Tariff of Charges for Community Development: Library and Information Services; Museums, Arts, Culture and Heritage Services and Sport Facilities, Recreation Centres and Swimming Pools.

3 BACKGROUND

During the 2018/19 financial year, Community Development Finance together with Sport and Recreation; Arts, Culture and Heritage and Library Information Services undertook the exercise to review the current tariffs and adjust where needed for the 2019/20 financial year. The aim of the review process was to determine if the tariffs charged were worth the value of the benefit received. Over the years the tariff had increased consistently based on budget parameters.

The criteria used during the review process was based:

- On the location of the facility whether it is an informal settlement or a suburb;
- The socio economic demographics of the area which is the affordability of the community that the facility serves; and
- The conditions of the facility.

During the review process, the tariffs of some facilities were increased due to recent renovations. Other facilities tariffs had to be decreased as the conditions of the facilities deteriorated over time.

Group Activities in regions D and G and Arts Culture and Heritage facilities have been standardised to encourage communities to utilise the facilities. In order to create uniformity with certain charges across all Community Development facilities, commercial and amateur filming, and photocopying fees have been standardised.

City of Johannesburg Council 2019-03-14/15

COJ : MAYORAL COMMITTEE 2019-03-06

COMMUNITY DEVELOPMENT

3.1 LIBRARIES AND INFORMATION SERVICES

3.1.1 Charges in General

In terms of the Policy on the Management of Resources and Facilities of Library and Information Services as approved by Council. Library and Information Services (LIS) provides free basic library services to all who work, study and live (residents) in the City of Johannesburg as well as free access to electronic services to all, to increase access to library resources/information.

Charges are raised for value-added services that address the needs of only a limited number of users (e.g. borrowing audio-visual material, orchestral music, bulk vocal scores) or for customized information packages and literacy services to small businesses. Other charges in the schedule relate to compensation for abuse of privileges, loss or damage to library resources, rental of auditoriums or meeting rooms and photographing of library material or filming and photographing on library premises for commercial gain.

Although LIS follows the budget parameters for the increases, the following methodology is applied as well:

- Every financial year LIS reviews tariffs and give consideration to the input, comments, questions and suggestions from library users, community members and frontline staff at facilities.
- LIS does a comparison of charges against the tariffs of neighbouring municipalities/metropolitans and fees charged by the Post Office and other commercial shops for photocopying and printing, etcetera.

Therefore the tariffs for 2019/20 are based on the above considerations as well as the budget parameters which have been set at 5.5%, 5.4% and 5.2% for the 2019/20, 2020/21 and 2021/22 financial years respectively.

3.1.2 Basic Services and Tariffs

With the exception of non-residents and visitors, access to basic services will remain free of charge.

Basic services include:

- a. Adult residents (including students and senior citizens) are able to borrow a maximum of six (6) books/single music scores;
- b. Children and young adults (teenagers) are able to borrow a maximum of four (4) books;
- c. Organisations, except for profit or commercial organisations are able to borrow up to a maximum of ten (10) books/single scores;
- d. Schools may receive block loans of between ten (10) and thirty (30) books per class;

City of Johannesburg Council 2019-03-14/15

COJ : MAYORAL COMMITTEE 2019-03-06

COMMUNITY DEVELOPMENT

- e. The homebound may receive twenty (20) books at a time;
- f. Old Age Homes and literacy organisations may receive book deposit loans according to need;
- g. As part of the eLearning project, electronic services membership is free and open to all citizens of and visitors to the City of Johannesburg.

3.1.3 Value Added Tariffs

Annual user charges apply for the following value-added services:

- a. If a member (adults, senior citizens, students, children and young adults) wishes to borrow up to a maximum of two additional books/single music scores more than the prescribed maximum;
- b. If a member or organisation wishes to borrow items from the student collections or audio-visual items, orchestral music and bulk vocal scores. A handling fee per orchestral set and bulk vocal scores will be charged;
- c. Customized information packages, for example for researchers, hobbyist packages, travel information packages which are prepared on request for individuals with fees determined by the level and depth of the information required and agreed upon by the librarian and the person submitting the request at the outset. The time required to collate the information packages ranged between one and several hours. The tariff is therefore charged as an hourly rate;
- d. Literacy services for small businesses (less than twenty employees) requiring computer-based literacy services where charges are determined per learner and in terms of training hours needed by the learner to pass the relevant examinations. A sliding scale of charges in relation to the number and literacy level of enrolled learners per company is applicable.

3.1.4 Exclusion from increases

It is proposed that the increases of 5.5%, 5.4% and 5.2% for the 2019/20 to 2021/22 financial years respectively not be applied to:

- a. Audio-visual items: Due to the technical obsolescence of some audio-visual equipment (e.g. tape cassette players, record players and video cassette players), Library and Information Services no longer purchases tape cassettes, records and videocassettes. Should any existing items of these formats be damaged or lost, they will be replaced with an equivalent item in a CD or DVD format. Similarly, the replacement cost for audio books will be more than the stipulated recommended increases as audio books previously acquired on tape cassettes will be replaced with an equivalent item in a CD or DVD format;

City of Johannesburg Council 2019-03-14/15

COJ : MAYORAL COMMITTEE 2019-03-06

COMMUNITY DEVELOPMENT

- b. Reference books: If the value of the reference items in the Johannesburg City Library Special Collections is greater than the proposed replacement cost for general reference items, it is recommended that the replacement tariff of these items be equivalent to the value of a replacement copy of that item;
- c. A4 photocopies: In 2018/19, Council approved the rounding off of tariffs. This meant that the costs for A4 photocopies increased by more than the standard percentage. To compensate for this above standard increase in the 2018/19 financial year, the tariffs for A4 photocopies will not be increased in the 2019/20 financial year.
- d. A3 photocopies: When recording the number of copies made, the photocopier counts an A3 copy as two A4 copies. In order for the number of copies and monies collected to tally, the tariff charged for an A3 copy must therefore equal two times the tariff for the equivalent A4 photocopy. The tariff for grey scale A3 photocopies was R1.00 in the 2018/19 financial year, and this needs to be increased to R2.00 (two times the tariff for an A4 copy). Similarly, the tariff for colour A3 photocopies was rounded up to R15.00 in the 2018/19 financial year and this needs to be reduced to R14.00 to tally with the cost of two colour A4 photocopies (R7.00).
- e. Per week fine for overdue items: In 2018/19, Council approved the rounding off of tariffs resulting in this tariff increasing by more than the standard percentage. To compensate for this above-standard increase in the 2018/19 financial year, the per week fine for overdue items will not be increased in the 2019/20 financial year.
- f. Per person fee when Multimedia Library Space is hired: The tariff was rounded off to R8.00 in the 2018/19 tariff report which was higher than the standard percentage increase. This tariff will therefore not be increased in the 2019/20 financial year.
- g. Tariff for lost or defaulted Large Print books (hardcover): The tariff for 2018/19 is still market related therefore it does not need to be increased.

3.1.5 Tariffs for facilities at Johannesburg City Library and Sandton Library

The facilities for public use available at the Johannesburg City and the Sandton Library are different from those available at other library facilities, e.g. auditoriums are available and not just activity rooms. The tariffs for these public use facilities are therefore reflected separately in the Schedule of Charges.

Where audio-visual equipment is provided with the public space, a refundable deposit is charged in addition to the charge levied for hiring the space. The charges differ depending on the type of audio-visual equipment available, e.g. a meeting room will have a projector and an auditorium will offer sound equipment in addition to the projector.

City of Johannesburg Council 2019-03-14/15

COJ : MAYORAL COMMITTEE 2019-03-06

COMMUNITY DEVELOPMENT

3.1.6 Use of library spaces

The City bylaws and the Council approved Policy for the Management of Public Library Facilities include clauses regarding the use of the Library's public spaces.

Sections 2.1, 3.1-3.4 and 4.3 of the approved Policy on the Management of Resources and Facilities of Library and Information Services state, *inter alia*, that:

- 2.1 *An auditorium/lecture room that is attached to a public library is in its design library usage specific. It is to be used only as an extension of the library and its functions, i.e. for activities related to information transfer, educational support, cultural enrichment and constructive leisure or recreation.*
- 3.1 *Floor space within the library may be utilised for purposes of exhibitions and/or functions in consultation with and to the satisfaction of the librarian, and upon payment of the prescribed charge.*
- 3.2 *The librarian will ensure that the exhibition/function to be held complies with Council policy, and that it will not obstruct or impede normal library usage, services or functions.*
- 3.4 *The hiring of library floor space is subject to the following conditions:*
 - *Access to the exhibition is restricted to the business hours of the library, unless prior arrangements have been made with the librarian.*
 - *The exhibition/function shall be of an acceptable standard and of a nature that is compatible with the values and standards of the Library Services.*
- 4.3 *The librarian will ensure that the filming/photographing/programme is in accordance with Council policy, and that it will not obstruct or impede normal library usage, services or functions.*

In order to ensure that staff and the public adhere to these policies regarding the use of library public spaces, the Schedule of Tariffs has included additional wording taken from these policies for ease of reference.

It is proposed that the Library and Information Services tariffs, as reflected in Annexure A (Amendment of tariffs and schedule of charges for Library and Information Services) and Annexure B (Schedule of charges for library material lost and defaulted (including administrative charges), be implemented as from 01 July 2019.

3.2 SPORT AND RECREATION

With a few exceptions, the parameters for the increases for the next three financial years from 2019 to 2022 of 5.5%, 5.4% and 5.2% respectively have been applied to adjust the applicable tariffs.

To increase access to sport and recreation facilities by the vulnerable, free utilization of facilities and programmes are included in the tariff structure this financial year.

City of Johannesburg Council 2019-03-14/15

COJ : MAYORAL COMMITTEE 2019-03-06

COMMUNITY DEVELOPMENT

Where facilities are in reasonable condition, a “user pay policy” is implemented. It is clear in the tariffs structure that tariffs vary in the different regions. It is however, evident that, blanket uniformity in the minor tariff structures cannot be achieved across the City of Johannesburg, due to differences in the socio-economic groups serviced, different target markets, accessibility of services, size of facilities, previous imbalances and the facility status.

A review of the tariffs was undertaken taking into consideration several factors such as the locality of a facility, socio economic conditions as well as the prevailing condition of the facility.

3.2.1 General Conditions for reduced fees:

3.2.1.1 50% Discount:

A 50% discount will apply in respect of bookings made by the following groups/organizations. All users and venue hirers will sign a venue hire/user agreement.

- Educational and learning institutions;
- People with disabilities (PWDs);
- Registered Political parties and Structures of Civil Society;
- Registered Non-Governmental Organisations;
- Registered Non-Profit Organisations;
- Registered Non-Profit Companies;

An official letterhead must accompany all applications for 50% discount for registered charitable organizations.

3.2.1.2 Free usage

- a) Free usage of facilities during the off-peak periods (8:00 am till 13:00 am) is introduced in the tariff structure to encourage unemployed youth and senior citizens to make use of City facilities in a structured fashion;
- b) Development Groups: Group that is initiated by the Sport and Recreation Directorate or in partnership with a NGO or other stakeholders;
- c) All council related functions/ business and meetings;
- d) Memorial Services of Council Employees and Councillors on recommendation of the relevant Executive Head of Department (employees) and Speaker of Council (councillors);
- e) Community Forum Meetings (eg. CPF);
- f) Priority codes that have signed an agreement with the directorate.

City of Johannesburg Council 2019-03-14/15

COJ : MAYORAL COMMITTEE 2019-03-06

COMMUNITY DEVELOPMENT

All users of the facility regardless whether they qualify for free usage or a discount are obliged to fill in all relevant venue hire forms.

In respect of the above the following conditions will apply:

1. Responsibilities in cases of damage or breakages and cleaning will be borne by the responsible person in the department or organization using the facility
2. Although the recommended above mentioned groups will not pay, a usage contract should be completed
3. The Culture and Recreation by-laws should be strictly adhered to.
4. This tariff report allows the Director: Sport and Recreation to waive tariffs for special designated groups.
5. The tariff schedule should be read in conjunction with the main report
6. Facilities are hired voetstoots.

3.2.1.3 GENERAL RULES

- The duration of a full hire period is 8 hours
- Usage of a venue up to 4 hours is 50% of the tariff
- Hire of a venue is related to the space not according to the type of function – it is informed by the venue and period of use
- Set-up and Break up tariffs: First 2 hours will be no charge. 2 to 4 hours is 50% of the full fee and 5 hours and more, and then the full tariff will apply.
- Kitchen usage is free of charge , except where a separate fee is stated
- The waiving of tariffs does not necessarily imply the waiving of the deposit – this is in terms of managing risk
- Refundable deposit is charged according to the risk of the function. High risk is equal to 100% of hall hire. Medium risk is equal to 50% of hall hire. Low risk is equal to 25% of hall hire. Risk will be determined by the facility manager based on the function.
- Hourly / session rates are proportionate to the hall hire fee.

SWIMMING POOLS

- i. Children involved in a sport and recreation structured program at swimming pools will gain free access to all pools between 8:00 – 13:00 during the week, where after the normal tariff will be applicable;
- ii. Swimming pools also make provision for birthday parties, weddings, closing functions for companies, Baptisms, corporate team building functions, and certain swimming pools are used as picnic areas. Tariffs are incorporated to respond to these uses;

City of Johannesburg Council 2019-03-14/15

COJ : MAYORAL COMMITTEE 2019-03-06

COMMUNITY DEVELOPMENT

- iii. After hour adult bathing is available in terms of pre-arrangements;
- iv. The following swimming pools are free of charge:-

Region	POOL
B	Roosevelt park Verity park Blairgowrie Kensington B Robin Hills Windsor east Windsor west Osche square Newlands
C	Davidsonville
E	East bank pool
F	Moffat park Hoflandpark Robertsham

It is proposed that the Sport and Recreation tariffs as reflected in “Annexure” C be implemented as from 01 July 2019.

3.3 ARTS, CULTURE AND HERITAGE

The Directorate of Arts, Culture and Heritage manages amenities in the form of arts centers and museums that supply tangible and intangible services to the public for a charge. Charges are made for these diverse services in the form of fees for: entrance, hire of equipment and facilities, filming, supply of images of objects, postcards, posters, publications and other printed matters as well as faxes and photocopies.

The arts, culture and heritage facilities are located primarily in Regions D, F and C. They are:

Museums and Galleries

Museum Africa, Johannesburg Art Gallery, Roodepoort Museum, Workers Museum, James Hall Museum of Transport, Credo Mutwa Cultural Village and Hall, Hector Pieteron Memorial and Museum, Kliptown Open Air Museum, the June 16 1876 Interpretation Centre and the Alexandra Heritage Centre.

Arts and Culture

Mofolo Cultural Bowl, Mofolo Art Centre, Oppenheimer Tower, Uncle Tom's Community Centre and Bapedi Art Centre.

City of Johannesburg Council 2019-03-14/15

COJ : MAYORAL COMMITTEE 2019-03-06

COMMUNITY DEVELOPMENT

PROBLEM STATEMENT

Communities constantly request the use of the facilities for church services and night vigils. These requests cannot be accommodated and are therefore excluded as services that can be rendered in the arts, culture and heritage facilities. The reasons are that church bookings are continuous and would in practice exclude other community requests or needs falling on Sundays. The night vigils are not manageable as facility managers are not in a position to work overnight and this would also require security back up that would be costly for the city.

A review of the tariffs was undertaken in the 2018/19 financial year taking into consideration several factors such as the locality of a facility, socio economic conditions as well as the prevailing condition of the facilities. In a number of cases, the tariffs may have been kept unchanged or lowered depending on the above factors.

The 2019/20 tariff report allows the Director: Arts, Culture and Heritage to waive entrance charges for specially designated disadvantaged groups. These include children from informal settlements, disadvantaged schools or children's homes, the elderly, Adult Basic Education and Training groups, and disabled visitors and users.

The tariffs for 2019/20 are based on the above considerations as well as the budget parameters which have been set at 5.5%, 5.4% and 5.2% for the 2019/20, 2020/21 and 2021/22 financial years respectively. It is proposed that the Arts, Culture and Heritage tariffs as reflected in "Annexure D" be implemented as from 01 July 2019.

3.3.1 General Conditions for reduced fees:

3.3.1.1. 50 % Discount:

A 50% discount will apply in respect of bookings made by the following groups/organizations. All users and venue hirers will sign a venue hire/user agreement.

- Educational and learning institutions;
- People with disabilities (PWDs);
- Registered Political parties and Structures of Civil Society;
- Registered Non-Governmental Organisations;
- Registered Non-Profit Organisations;
- Registered Non-Profit Companies;

An official letterhead must accompany all applications for 50% discount for registered charitable organizations.

3.3.1.2. Free usage

- a) Free usage of facilities during the off-peak periods (8:00 am till 13:00 am) is introduced in the tariff structure to encourage unemployed youth and senior citizens to make use of City facilities in a structured fashion;
- b) Development Groups: Group that is initiated by the Arts, Culture and Heritage Directorate or in partnership with a NGO or other stakeholders;
- c) All council related functions/ business and meetings;

City of Johannesburg Council 2019-03-14/15

COJ : MAYORAL COMMITTEE 2019-03-06

COMMUNITY DEVELOPMENT

- d) Memorial Services of Council Employees and Councillors on recommendation of the relevant Executive Head of Department (employees) and Speaker of Council (councillors);
- e) Community Forum Meetings (eg. CPF);
- f) Priority codes that have signed an agreement with the directorate.

All users of the facility regardless whether they qualify for free usage or a discount are obliged to fill in all relevant venue hire forms.

In respect of the above the following conditions will apply:

Responsibilities in cases of damage or breakages and cleaning will be borne by the responsible person in the department or organization using the facility

- Although the recommended above mentioned groups will not pay, a usage contract should be completed.
- Arts, Culture and Heritage by-laws should be strictly adhered to.
- This tariff report allows the Director: Arts, Culture and Heritage to waive tariffs for special designated groups.
- The tariff schedule should be read in conjunction with the main report
- Facilities are hired voetstoots.

3.3.1.3 GENERAL RULES

- The duration of a full hire period is 8 hours.
- Usage of a venue up to 4 hours is 50% of the tariff.
- Hire of a venue is related to the space not according to the type of function – it is informed by the venue and period of use.
- Set-up and Break up tariffs: First 2 hours will be no charge. 2 to 4 hours is 50% of the full fee and 5 hours and more, and then the full tariff will apply.
- Kitchen usage is free of charge, except where a separate fee is stated.
- The waiving of tariffs does not necessarily imply the waiving of the deposit – this is in terms of managing risk.

City of Johannesburg Council 2019-03-14/15

COJ : MAYORAL COMMITTEE 2019-03-06

COMMUNITY DEVELOPMENT

- Refundable deposit is charged according to the risk of the function. High risk is equal to 100% of hall hire. Medium risk is equal to 50% of hall hire. Low risk is equal to 25% of hall hire. Risk will be determined by the facility manager based on the function.
- Hourly / session rates are proportionate to the hall hire fee.

4 POLICY IMPLICATIONS

The proposed increase is in line with the City of Johannesburg's guiding principles on the determination of tariffs in that tariffs should be equitable and affordable.

5 CONSTITUTIONAL AND LEGAL IMPLICATIONS

Section 74(3) of the Municipal System Act allows for the differentiation between different categories of users, debtors, service providers, services, service standards, geographical areas and other matters for tariff purposes as long as the differentiation does not amount to unfair discrimination;

The City of Johannesburg is authorised in terms of Section 11(3) (i) and 75A (1) and (2) of the Local Government: Municipal Systems Act, 2000 read with Section 24 (2) (C) (ii) of the Local Government: Municipal Finance Management Act, 2003, to levy and amend tariffs of charges in respect of any function or service of the municipality. It should though be kept in mind that by virtue of Section 28 (6) of the Local Government: Municipal Finance Management Act, 2003 (Act 56 of 2003) once the new tariffs have been determined in respect of the 2018/19 Financial Year, it may not be further increased during that financial year, except when required in terms of a financial recovery plan as contemplated in the Act. For that reason it is essential to ensure that the proposed increases comply with the budgeted needs of the Council in respect of the 2019/20 Financial Year.

6 FINANCIAL IMPLICATIONS

The tariffs for the Library and Information Services, Sport and Recreation as well as Arts, Culture and Heritage for 2019/20 must be increased by approximately 5.5% vat inclusive, with a few motivated exceptions. Community Development Finance supports the amendments.

7 ECONOMIC IMPLICATIONS

Improving the socio-economic conditions of the communities within the City through sport, recreation, arts, culture, heritage and learning while increasing the income of the City through revenue collection by providing these services.

8 COMMUNICATIONS IMPLICATIONS

The relevant information regarding the amended tariffs will be communicated to all stakeholders in the manner prescribed by law.

9 OTHER DEPARTMENTS/BODIES CONSULTED

- Budget Office.

City of Johannesburg Council 2019-03-14/15

COJ : MAYORAL COMMITTEE 2019-03-06

COMMUNITY DEVELOPMENT

- Group Legal and Compliance Contracts
- Financial Compliance
- Users of the facilities

IT IS RECOMMENDED

- 1 That, in terms of Sections 11(3)(i) and 75A(1) and (2) of the Local Government: Municipal Systems Act 2000, (Act 32 of 2000) as amended, read with Section 16(2) (c)(ii) of the Local Government: Municipal Finance Management Act, 2003 (Act 56 of 2003), the City of Johannesburg declares its intention to amend with effect from 1 July 2019 its Tariff of Charges (Vat Inclusive) for:**
 - **Library and Information Services as set out in Annexure A and B;**
 - **Sport Facilities, Recreation Centres and Swimming Pools as set out in Annexure C;**
 - **Arts, Culture and Heritage Services as set out in Annexure D.**
- 2 That in terms of Section 22(b) (i) and (ii) of the Local Government: Municipal Finance Management Act, 2003 (Act 56 of 2003) a copy of the notice and documents be sent forthwith to the National and Provincial Treasury; MEC for local government; as well any other organ of state or municipality affected by the budget to solicit their views.**
- 3 That the Executive Director : Finance in conjunction with Director : Legal and Compliance Group Legal and Contracts, in consultation with the Council's relevant Departments and all interested parties, report on the comments received in terms of paragraph 2 above with recommendations on the final draft of the Tariffs of Charges for approval.**
- 4 That Director : Library and Information Services; Director Sport and Recreation and Director Arts, Culture and Heritage be given authority to waive tariffs for special designated groups for the 2019/20 financial year.**
- 5 That the report be submitted to a relevant Section 79 Committee for noting.**

(COMMUNITY DEVELOPMENT)
(tc)

THE NEXT ITEM FOLLOWS THE ANNEXURES TO THIS ITEM