

GAUTENG DEPARTMENT OF PUBLIC TRANSPORT, ROADS AND WORKS
A STRATEGIC AGENDA FOR TRANSPORT IN GAUTENG

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ANNEXURE A

Legislative Framework for Transport in Gauteng

Abbreviations and acronyms

ACSA	Airports Company of South Africa
BBBEE	Broad-based black economic empowerment
BPM	Best Practice Model
DoT	Department of Transport (national)
DACE	Gauteng Department of Agriculture, Conservation and Environment
DPTRW	Gauteng Department of Public Transport, Roads and Works
EPWP	Expanded Public Works Programme
GDS	Gauteng Growth and Development Strategy
GHTS	Gauteng Household Travel Survey
GOLB	Gauteng Transport Operating Licence Board
GPG	Gauteng Provincial Government
GTCF	Gauteng Consultative Transport Forum
HGV	Heavy goods vehicle
ITP	Integrated Transport Plan
ITS	Intelligent Transport Systems
JIA	Johannesburg International Airport
LDV	Light delivery vehicle
MEC	Member of the Executive Committee
NLTTA	National Land Transport Transition Act, 22 of 2000
NEPAD	New Partnership for Africa's Development
PLTF	Provincial Land Transport Framework
SANRAL	South African National Roads Agency Limited
SARCC	South African Rail Commuter Corporation
SARS	South African Revenue Service
SMME	Small, medium and micro enterprise
TA	Transport Authority
TCC	Gauteng Transport Co-ordination Committee
TDM	Travel Demand Management
TOLAB	Transport Operating Licence Administrative Body
UITP	International Association of Public Transport

1. PREFACE BY MEC JACOBS

In my first year in office I have met engineers and road workers, taxi owners and drivers, inspectors and licensing officials, planners and leaders of bus and taxi associations, inventors and financiers. All of them have been passionate about transport whether it is about improving our roads, transforming our public transport system, reducing road accidents, ridding the sector of crime and corruption or revitalising our rail system. And I have learnt to share their passion.

In this Strategic Agenda for Transport in Gauteng we set out the things that we are doing and want to do over the next four years to implement the Department's goal of increasing the mobility and accessibility of Gauteng citizens, particularly the poor.

I am confident that this Strategic Agenda will be able to deliver public transport in the province, meet the challenges of the Soccer World Cup, ensure the speedy and cost-effective movement of goods and people around the province, promote effective land use and promote BBBEE.

This document should be read together with:

- Departmental Strategic Plan;
- Forthcoming Charter where together with the local sphere of government we will set out and commit to our different roles and responsibilities as well as co-ordinated action where appropriate; and
- Forthcoming document identifying the strategic corridors in the province and the proposed preferred mode or modes of transport per corridor.

This document has been approved by the Gauteng Provincial Government Executive Committee for public discussion, comments and additions. Enriched by such, a final version will be published.

I hereby invite all our stakeholders and members of the public to contribute to this document and make your mark in the transformation of transport in our province.

Signed: MEC Jacobs

2. VISION AND STRATEGIC APPROACH TOWARDS TRANSPORT IN GAUTENG

2.1 TRANSPORT AND MEETING OUR 2014 VISION

The Gauteng Provincial Government is committed to making a significant contribution to achieving our national goal of halving unemployment and poverty by 2014. Critical to this is the provision of socio-economic infrastructure, of which transport infrastructure is one component, and the building of Gauteng as a globally competitive city region.

In this section we make the links between the provision of public transport and transport infrastructure and the attainment of the political vision of our province and country.

Affordable and accessible public transport is the most significant contribution that this Department can make to reducing unemployment and poverty if one bears in mind that public transport costs in Gauteng consume more than 20% of the income of poor households. If this can be reduced, then more income can be available for meeting other basic needs.¹

As many as 140 000 people or 1,6% of the Gauteng population do not travel at all because they cannot afford public transport.² The poorest people of our province are isolated on the periphery, far away from economic opportunities. Providing them with transport can provide them with access to economic opportunities and government services.

In addition, the provision of access roads contributes to building sustainable communities, providing public spaces for building social cohesion. Roads are also the predominant way for public transport in Gauteng now and in the foreseeable future. Therefore investment in road infrastructure in previously disadvantaged areas can make a contribution to addressing poverty.

The development of transport infrastructure and the construction of roads in particular can create significant numbers of short-term jobs. Provision of short-term jobs linked to training opportunities is at the heart of the Extended Public Works Programme (EPWP) strategy to unlock human potential.

Finally, Gauteng aims to position itself as a globally competitive city region to achieve our objectives of reducing poverty and unemployment. For such a vision to succeed, people, goods and services need to move speedily across the region and between Gauteng and other parts of the region and sub-continent.

¹ This information is from the preliminary results for Gauteng of the National Travel Survey (NTS) of the Department of Transport (June 2004). The survey interviewed 8 120 households in Gauteng.

² Ditto. This number excludes people who do not travel because they have no need to.

Thus, in the words of the White Paper on National Transport Policy, our central challenge is the establishment of an integrated sustainable transport system which will contribute to the provision of “safe, reliable, effective and efficient and fully integrated transport operations and infrastructure which will best meet the needs of freight and passenger customers at improving levels of service and cost in a fashion which supports government strategies for economic and social development whilst being environmentally and economically sustainable”.

2.2 PRIORITISATION OF PUBLIC TRANSPORT

This Strategic Agenda is deliberately in favour of public transport. Ensuring the broad availability of fast, reliable and safe public transport (with modes deployed at their point of best economic utilisation) is an important part of achieving many objectives and provincial priorities, including:³

- Enabling the movement of people in the most cost-effective way and thereby enhancing the city-region’s efficiency and competitiveness;
- Managing congestion and optimising use of existing road infrastructure, thereby reducing the need to build and maintain expensive new road infrastructure and also enhancing attractiveness to investors;
- Containing urban sprawl by reducing car-dependent developments: cities need much larger areas for all their activities if they are car-based, and car usage stimulates the dispersal of social and economic activity, rather than concentration;
- Enabling density and diversity to develop in important economic nodes, many of which are limited in this regard by their car-dependence, which puts a ceiling on how many people can access them;
- Reducing the environmental cost of transport through reducing the use of motorised transport;
- Creating socially healthy, liveable cities, that both function efficiently and have a human character, and which are fundamentally characterised by the ability to travel conveniently without having to own or operate a car;
- Fostering sustainable and prosperous communities where urban areas are designed to promote social inclusion, instead of isolation as we see with many ‘gated communities’;

³ Various government policy documents; V R Vuchic, *Transportation for Liveable Cities*, Chapter 2

- Building communities into secure and prosperous places; and
- Linking informal settlements and their economies with neighbouring formal settlements and economies.

The themes outlined above are reflected in the six strategic priorities contained in the *Strategic Plan 2004-2009* of the Department of Public Transport, Roads and Works, namely:

BOX: DEPARTMENTAL STRATEGIC OBJECTIVES

- Provision of accessible, affordable, reliable, safe, integrated and environmentally sustainable public transport system;
- Effective management and transformation of transport and socio-economic infrastructure-related institutions, systems and processes;
- Support economic growth and investments through the provision of appropriate transport systems and socio-economic infrastructure;
- Integrate transport systems and socio-economic infrastructure in the Gauteng Growth and Development Strategy and development plans of other spheres of government;
- Implement the EPWP in a manner that optimises employment and addresses economic and social needs of the poor; and
- Efficient and effective management of the Department.

BOX: PREMIER'S COMMITMENTS: OPENING OF LEGISLATURE SPEECH 2005

By November 2005 the key pillars of an integrated, sustainable transport system will be in place that will be able to meet the challenges of the Soccer World Cup, ensure the speedy and cost-effective movement of goods and people around the province, promote effective land use and promote broad-based black economic empowerment.

This includes:

- the development of an affordable, accessible, reliable and safe public transport system;
- a review of the current public transport subsidy system;
- the introduction of mechanisms to co-ordinate and align various modes of transport;
- the introduction of intelligent transport systems;
- a review of the current road network and development of a revised road network;

- continuing to improve the road network; and
- completion of the Gautrain in time for the Soccer World Cup in 2010

2.3 POLICY THEMES THAT INFORM TRANSPORT AND ARE INFORMED BY TRANSPORT

A number of policy themes run consistently through the political, policy, strategy and framework documents in all spheres of government. These are important, cross-cutting imperatives that help to focus the transport agenda for the province and define its relationship to other priorities of government. They include:

- **Co-operative governance:** The emerging perspective and vision to build Gauteng as a globally competitive city-region requires increased commitment across spheres of government to collaborate positively in an integrated and co-ordinated manner. Role clarification of the different spheres of government responsible for transport is an important aspect of building co-operative governance and good inter-governmental relations.
- **Spatial focus on development:** The identification of selected corridors and nodes for investment and residential and economic development, together with corridor densification and with dedicated or prioritised road infrastructure for public transport, is seen as key to improving urban transport systems by lowering the unit costs of moving people and reducing trip distances. Strategic nodes and corridors for freight can contribute to the increased competitiveness of Gauteng as a city-region.
- **Mixed-income, well located sites with greater levels of density:** Gauteng's revised housing policy supports the efficient use of urban land and infrastructure, thereby reducing overall travel demand and the system costs of travel, and creating conditions for public transport to be economically effective.
- **Focus on socio-economic infrastructure:** The Province's commitment to increasing infrastructure investment and the development of an Infrastructure Investment Framework will enable Gauteng to maximise the use of limited resources to build high levels of connectivity and increased mobility of goods and services.
- **2010 World Cup:** The 2010 FIFA World Cup provides a significant opportunity for increased transport infrastructure development as well as to create a public transport legacy.
- **Expanded Public Works Programme (EPWP):** Road construction holds considerable potential for job creation through labour intensive methods and is thus a key component of the EPWP.

- **Improving quality of life for the poor and marginalised and implementing pro-poor strategies:** Affordable public transport is a component of a social safety net for the poorest. It supports strategies for social inclusion, particularly of unemployed people, the many new domestic and international migrants to the region, and people living in informal settlements.
- **Sustainable development:** Transport choices of government and individuals need to support a better environment. Greenhouse gas emissions as a result of motorised transport is significantly higher in Gauteng than in other developed countries, giving added emphasis to the need to prioritise public transport over private cars, the key polluters in this regard.
- **Partnerships with the broadest range of stakeholders:** The large number of stakeholders in the transport sector, including operators and commuter organisations, creates significant opportunities for partnerships to multiply government efforts.
- **Transformation, broad-based black economic empowerment (BBBEE), empowerment of women, youth and people with disabilities, and small, medium and micro enterprise (SMME) development:** Since government is a large procurer of goods and services in the transport sector, it can use its buying power to leverage BBBEE and SMME development. Promoting accessibility through public transport provision is also a building block for broader participation in the region's economy.
- **Building an effective and caring government:** Government is also a regulator and provider of services such as vehicle, driver and operator licenses. There is significant scope to increase the use of technology in service provision, and to reduce red-tape in accessing government services, thus improving service delivery and bringing it closer to the people.
- **Contributing to NEPAD:** By improving the mobility on corridors in and out of Gauteng, we would contribute to the regional transport system.

2.4 TRANSPORT PRINCIPLES

The following principles from the National Land Transport Transition Act no. 22 of 2000 will guide the implementation of our strategic agenda:

- Public transport must be given higher priority than private transport.
- All spheres of government must promote public transport.
- Public transport services must be affordable and responsive to customer needs.

- Subsidies must be aimed to assist marginalized users and those with poor access to social and economic activity.
- Public transport services must be designed to integrate different modes of transport, to be safe and cost efficient and to achieve service quality. They should also be designed to use available resources optimally, to use the most cost-effective mode in the context (bearing in mind customer needs), to have value to the customer, and to do the least possible harm to the environment.
- An effective land transport system must be achieved through integrated planning, provision and regulation of services and infrastructure, and diligent effective law enforcement.
- Investments in land transport must promote sustainability – environmental, economic, financial and technical.
- Land transport functions must be integrated with land use and economic planning and development through measures such as corridor development, densification and infilling. Transport planning must guide land use and development planning.
- The needs of special categories of passengers, such as learners, tourists and people with disabilities, must be met as far as possible by the system provided for mainstream transport.
- The participation of all interested parties in transport planning must be promoted.
- Computerised land transport information systems at all spheres of government must be compatible and allow mutual access.
- Costs must be recovered from the direct users of services wherever practical.

2.5 STRATEGIC APPROACH TOWARDS TRANSPORT IN GAUTENG

In most areas of transport, a comprehensive framework of policy and legislation is in place. What has been missing, however, is a strategic agenda that identifies the outputs and outcomes, as opposed to a ‘policy’ or ‘strategy’. This agenda deals with decisions about which policy to implement and sequencing the implementation. It also deals with co-ordination between spheres of government, building the appropriate capacity in the public and private sector, resolving and managing conflicts, often as a result of the apartheid legacy, and taking the decisive steps to actually implement.

To address these challenges, the following strategic approach will be adopted:

- Long term transformation will be implemented through a series of time-bound, sequenced and prioritised actions. We will implement improvements in such a way that a platform is created for rationalising and integrating the public transport system into a coherent network for the future;
- There will be a combination of incremental and transformational change to ensure that service delivery is not disrupted but improved over time;
- The focus on economic development and integration as reflected in our strategic priorities will be central to our approach;
- All our work will be underpinned by a strong commitment to a people-centred approach. We will thus prioritise consultation with all transport stakeholders while bearing in mind the needs of the future generation. The latter is particularly important when considering sustainability issues;
- We will recognise the strengths of multi-stakeholder implementation as well as the extensive responsibilities of all spheres of government in respect of transport. We will carefully identify both who within the public and private, and who within which sphere or part of the state, can implement what function best, in line with an overall vision of co-operative governance; and
- As a provincial sphere we will recognize that we have a leadership role to play but that this is best executed through listening to and respecting the multitude of voices in this sector.

2.6 LEGISLATIVE FRAMEWORK

Attached as **ANNEXURE A** is the legislative framework within which this strategic agenda is developed.

3. STRATEGIC AGENDA 2005-2009

In this section we identify our strategic agenda for transport in Gauteng. We identify the status quo, problem statement, objectives and outputs for each of the following main areas:

- Transport planning and governance
- Public transport
- Transport infrastructure
- Road space management
- Regulation
- Freight and logistics

3.1 TRANSPORT PLANNING AND GOVERNANCE

In this section we look at governance and transport planning including the integration of land use and transport planning. We then look at information management which is critical for the quality of transport planning.

3.1.1 Governance

(a) Status quo

Co-operative governance and common principles in our legislation guide transport planning in the province. Many transport and spatial planning activities by the six municipalities and province as well as the South African Rail Commuter Corporation (SARCC) require co-ordination, which is a key role of the province. Existing structures to co-ordinate efforts are the Gauteng Transport Consultative Forum (GTCF) and the Gauteng Transport Co-ordination Committee (TCC). Numerous working groups of the TCC have been convened over the last five years.

The province together with the local government sphere has embarked upon a process to build Gauteng as a globally competitive city region. This will require planning and governance arrangements that promote co-operation and prevent competition between and within spheres of government.

(b) Problem statement

Careful transport planning, cognisant of the needs of this and future generations, is required to ensure that the right investment choices are made in respect of transport. In Gauteng, while important planning has occurred, there is a lack of integration between plans of

different spheres of governments (national, provincial and local), between different transport modes (bus, rail, minibus-taxi etc) and between different planning instruments (Integrated Development Plans and Integrated Transport Plans). There are also inadequate resources for planning and existing resources are not used to maximum effect.

(c) Objectives

Our primary objective is to align and integrate different planning processes so that we are able to maximise limited resources and achieve public transport prioritisation and good land use management. To achieve this we need both effective planning and effective governance arrangements between spheres of government and with the stakeholders.

We need to ensure that all transport stakeholders (government, private sector, parastatal, community and consumer) are capacitated to play a meaningful role in building the province's transport infrastructure and systems and contribute to wealth creation.

Our relationship needs to be based on our commitment to the people's contract and Batho Pele principles, where we seek to maximise public participation and involvement, and to prioritise high quality service delivery.

Our planning processes have to be output-focused, bearing in mind the needs of this and future generations. They have to be aggressive and pro-active, recognising the difficulty of shifting commuters away from private car use.

(d) Outputs

- **Appropriate intergovernmental co-ordination arrangements within the state, between all spheres of government and with relevant public entities.** The inter-governmental institutions established by the Gauteng Framework Revision Act of 2002, namely the Gauteng Transport Consultative Forum and Transport Co-ordinating Committee, will be consolidated and strengthened. We will also build close co-operation with traffic management in the Department of Community Safety and, through them, with traffic management in the local authorities.
- We will continue to support the planning processes provided for in legislation. However, to provide momentum and ensure integration of different plans by the different spheres of government, a strategic **Transport Charter for Gauteng** will be signed by all the political principals in the province setting out what we want to achieve collectively and the roles and responsibilities of different spheres of government and public entities.

- Governance structures between the state and transport stakeholders will be put in place to **ensure co-ordination of and consultation on private and public transport strategies** and boost our empowerment objectives. These structures will include:
 - An MEC Working Group on Transport made up of parastatal, private sector and community stakeholders to provide advice to the MEC.
 - The strengthening of the statutory Provincial Public Passenger Transport Forum, which includes representatives from local and provincial government, communities, transport operators and driver unions.
 - The re-launch of the Gauteng Provincial Commuter Council, after re-confirming municipalities' nominated commuter representatives. The re-launch is aimed at raising commuters' awareness of the Council.

The NLTTA makes provision for Transport Authorities (TAs) to be established for functional transport areas.⁴ A TA may be founded if it serves to improve transport service delivery in the local government sphere by grouping all major transport functions into a single, well-managed and focused institutional structure.

Each of the three metropolitan municipalities have secured political support for and gone some way to establish a TA in their own municipality. By the time this document is finalised, a decision will have been reached as to whether local government, and the three metropolitan municipalities in particular, will continue to set up transport authorities within their municipal boundaries, or with different boundaries, or whether a single transport authority for all or parts of Gauteng will be created.

3.1.2 Transport planning and integration of land use and transport planning

(a) Status quo

Gauteng is the most urbanised province in South Africa with 8.8 million people in 2.65 million households and it is growing. Demographic projections are that urban Gauteng will be home to 14.6 million people by 2015 and will rank among the largest urban settlements

⁴ A TA is a juristic person, separate from the participating municipality or municipalities. Its governing body may consist only of councillors. The technical work may be performed by either the TA's staff, the staff of the municipal departments concerned, or by a transport executive set up as a separate body under the TA's control.

in the world. The corresponding increase in urban mobility demands will require effective management and servicing.

The majority of Gauteng’s population (83%) lives in the three metropolitan municipalities – Johannesburg, Tshwane and Ekurhuleni - that comprise the contiguous urban core, with close social, economic and administrative relationships with the surrounding areas and broader hinterland.

Table 3-1: Gauteng population (Census 2001)

Area	Total Population
Tshwane MM	1 527 017
Johannesburg MM	3 225 815
Ekurhuleni MM	2 480 279
Sedibeng DM	794 605
West Rand DM	683 019
Metsweding DM	126 434
TOTAL GAUTENG	8 837 169

There has been an annual growth in Gauteng’s population of 4,1% since 1996, 30% of this growth due to high in-migration. Some 616 600 households are located in informal settlements (2001).⁵

(b) Problem statement

In the context of rapid urbanisation, development has not been guided by a comprehensive land use or transportation planning process, continuing the historical pattern of urban sprawl and low residential densities compared to other cities of similar size. Urban sprawl, a trend which began with growing car ownership in the 1920s, continues to be driven by the ever-increasing use of private transport, and car-dependent, decentralised developments. It is also driven by the location of subsidised housing projects on low value land on the urban periphery, at densities of only 100 people per hectare.

This results in the ongoing isolation of the poorest of our communities in informal, poorly serviced settlements on the periphery of the province far from economic opportunities. The costly consequences of low-density urban sprawl include long travel distances, and poor economics for public transport provision, resulting in the absence of public transport, poor quality public transport, or in high subsidies. Urban sprawl also results in higher unit costs for bulk infrastructure and service provision.

⁵ DACE, State of Environment 2004

(c) Objectives

The forecast growth in the urban regions of Gauteng (from the current 8,8m people to 14,6m by 2015) means that there are still significant opportunities to influence urban form.

Our objective is to integrate land use and transport planning so as to compact the urban form and concentrate development in identified zones, nodes and corridors, characterised by higher density, mixed-use developments.

A set of commonly agreed upon nodes and corridors will contribute to ensuring that different parts of the province are not competing for the same transport resources. This would also contribute to the development of a globally competitive city region.

The integration of land use and transport planning will enable regular public transport services to be provided that enjoy good utilisation rates, in both directions, and during the off-peak as well. It will also enable nodes to grow and densify without the growth ceiling that car-dependence imposes. Transport planning must guide land use and development planning and vice versa.

(d) Outputs

- We will, within the context of spatial development policy and frameworks, identify **key public transport and freight nodes and corridors** within, to and from the province in which to promote effective land use patterns. These identified nodes and corridors will inform the revision of the provincial road network and our input to the national rail strategy.
- The key corridors that are identified will receive focused attention by the Department. In particular, we will promote densification in the Gautrain corridors and the dynamic development of the stations as nodes of human settlement, local economic development and creative urban spaces.
- We will focus the development of the road network and public transport corridors within the delineated, statutory **Urban Edge Boundary** (within which 16% of Gauteng's area falls)⁶ and so prevent further urban sprawl.

3.1.3 Information technology and management information systems

(a) Status quo

A number of information management systems have been set up, some over many years, to support transport planning. These include:

⁶ DACE, State of Environment Report 2004, p. 43

- The Road Network Management System (RNMS), a tool for road infrastructure asset management, planning and operations. It has many sub-systems, including the Traffic Information System (TIS) which provides detailed traffic information on the provincial road network, the Pavement Management System (PMS) and a Geographic Information System (GIS).
- Various web-based databases, including the Public Transport Information System (for public transport planning).
- A Freight Data Bank and Freight Information System (FIS) which is in its infancy and is used to monitor overloaded vehicles.
- The Operating Licences Administration System (OLAS), a new nationally designed system to manage the applications for, and granting, renewal, amendment, transfer and cancellation of, route-based operating licences and to replace the old land transport permit system (LTPS). OLAS is installed at the Gauteng Operating Licences Board, but is not operational, and no route information is captured yet. Access by municipalities to the system is still to be implemented.
- Subsidy Management System (SUMS), a tool in the administration of the bus subsidy system.

The province also has a strategic Emme/2 transportation model, used for modelling the effects on the road network and transport system of future conditions, land use and travel demand scenarios.

(b) Problem statement

Some of the management information systems are not interoperable and are also inefficiently or insufficiently utilised. National and local data and information, relevant to the province, are not available in provincial systems. An integrated information management system covering the province is needed.

(c) Objectives

To introduce a comprehensive approach to information management and technology as the backbone for effective planning, management and implementation.

(d) Outputs

- Put in place a co-ordinated Transport Information Management System. The aim here is not to build a comprehensive new system, but to look at the best way to co-ordinate

and share the extensive development work done by government, parastatals and the private sector. Such a system will also link to:

- a functional geographic information system for the province as a whole, ideally e-Land;
- transport modelling to determine future spending priorities including pavement management and new road construction; and
- work being done by other spheres of government including the development of a national land transport information system and the National Transport Register.

3.2 PUBLIC TRANSPORT

In this section we look at:

- Road- and rail-based public passenger transport
- Public transport for special needs
- Batho Pele in public transport

3.2.1 Road and rail based public passenger transport

(a) *Status quo*

Trip-making in Gauteng

The 2001 Census provides information about the different transport modes used by the people who regularly travel to work or school. The Gauteng Household Travel Survey (GHTS) of 2002 collected detailed information about trip-making in the morning peak period.⁷ The following table reflects findings from these two sources.

Table 3-2: Trip-making in Gauteng (2001 census and GHTS 2002)

Mode of transport	2001 Census		GHTS 2002	
	Number of people making trips to work or school	Percentage of trip-makers	Number of trips (all trip purposes) before 9:00	Percentage of trips

⁷ The Gauteng Household Travel Survey (GHTS) was carried out in 2002, and 22 655 households across the province were interviewed about their trip-making.

Walk	1 639 674	34%	1 909 373	37.7%
Cycle	51 810	1%	30 066	0.6%
Car Driver	924 593	19%	959 937	19%
Company transport	n/a	n/a	43 104	0.9%
Car Passenger	609 380	13%	496 249	9.8%
Lift club	n/a	n/a	86 647	1.7%
Taxi	1 000 180	21%	1 131 623	22,4%
Bus	285 370	6%	216 778	4,3%
Train	250 238	5%	178 999	3.5%
Motor bike	27 715	1%	4 698	0.1%
Other	31 841	1%	3 225	0.1%
Total	4 820 801	100%	5 060 699	100%

Taking motorised trips only (i.e. excluding walking and cycling), the modal split between public and private transport is exactly 50:50 using the Census figures and 49:51 using the GHTS figures.

Before 9:00, most trips made are to work (32%) or school (47%). Most learners walk to school. Of all the people travelling on buses, 49% are commuters to work and 47% are learners. Of all the people travelling on trains, 65% are commuting to work, and 17% are learners. Of all the taxi passengers, 49% are commuters to work, and 27% are learners. Of all the cyclists, 53% are learners. Most car passengers and lift club travellers are learners – 65% and 64% - as are 40% of the motorcyclists.⁸

By income group, according to the Census, 71% of taxi trips, 74% of bus trips and of 73% of train trips in Gauteng are made by passengers with individual incomes of R1 600 or less a month (including people with no income at all). By contrast, 70% of the car drivers earn more than R3 200 a month. Two thirds of car passengers (64%) have no income, i.e. many

⁸ GHTS p.29

are presumably learners being driven to school. Of the 1,64m people who walk to school or work, 71% have no income, and 21% earn an income of R1 600 or less a month.

There are 288 000 households (13,2%) in Gauteng that do not generate any trips at all during the morning peak period (the average for Gauteng is 2,4 trips). Because of high unemployment, some 40% of households in Gauteng do not generate any work trips, and 41% generate one trip to work in the morning peak period. 51% of households generate trips to education.⁹

Access to public transport

The GHTS found that high-income households had the poorest access to public transport services (or much higher standards with regard to accessibility). Taxis are regarded as accessible to 83% of households, but buses to only 67%. Rail is perceived by 41% of households as being accessible to them. The households stating that they did not have access to public transport were as follows:

Table 3-3: Households with no access to public transport

Stated perception	Low-income (<R1999 per month)	Medium-income (R2000-R6999 per month)	High income (>R7000 per month)	All
Train service too far or not available	59%	55%	69%	59%
Bus services too far or not available	38%	35%	44%	37%
Taxi service too far or not available	7%	18%	46%	17%

For those regarding services as being within walking distance, the walking times were given as follows:

Table 3-4: Walking distance in minutes to public transport¹⁰

Stated perception of walking time (minutes) to:	Low-income (<R1999 per month)	Medium-income (R2000-R6999 per month)	High income (>R7000 per month)	All
Railway station	17	15	13	16
Bus stop	8	7	5	7
Taxi service	8	7	5	7

⁹ GHTS pp 39-40

¹⁰ GHTS p.27

The National Travel Survey (preliminary results) asked respondents about transport availability for access to basic services. The results are shown in the following table.

Table 3-5: Transport access to various services¹¹

Service	Cannot access (%)	Distance to service for those who can access the service (%)			
		1-15 minutes	16-30 minutes	31-60 minutes	>60 minutes
Food shop	0.1	88.9	8.5	2.3	0.3
Other shops	0.1	39.2	40.5	18.8	1.4
Medical	0.3	53.1	35.7	10.1	1.1
Post	1.2	53.6	36.3	9.1	1
Welfare	5.9	39	44.3	15.5	1.2
Police	0.8	50.9	37.6	10.3	1.2
Municipal office	3.4	44	43.3	11.6	1.2

Cost of public transport

Our national strategic objective is that commuters should spend less than 10% of disposable income on public transport. However, the National Travel Survey (preliminary results) found that 18% of households in Gauteng – 480 000 households – spend more than 20% of their income on public transport. Some 27% of households spend more than R200 a month on public transport.

¹¹ Department of Transport, *National Travel Survey, Preliminary Results for Gauteng*, June 2004

Travel times

Our national strategic objective is that commuting times should not exceed an hour in each direction. In Gauteng, 14% of peak period travellers travel longer than 60 minutes per trip. In more affluent suburbs, less than 5% do so, whereas in poorer areas, the proportion ranges between 10% and 27% of travellers (e.g. 27% of Greater Soweto residents). According to the GHTS, the average travel time – all modes – in Gauteng in the morning peak period is 32 minutes. However, train users spend an average of 73 minutes on a one-way journey. The shortest time for a public transport mode is taxi (49 minutes). Private and individual transport is much quicker. Walking time to rail is 15 minutes, but about seven minutes to bus and taxi. Waiting time for trains is also longer - 7,4 minutes compared to about five minutes for bus or taxi.¹²

Table 3-6: Average total travel time for all peak-period trips (one way)¹³

Mode of transport	Average total travel time for all peak period trips (one way) – in minutes
Train	73
Bus	53
Taxi	49
Lift club	33
Car driver	25
Car passenger	22
Company transport	36
Motorcycle	19
Walk	23
Bicycle	26
Other	36
All	32

¹² GHTS pp 34-35

¹³ GHTS p33

Subsidised buses

The primary responsibility of the Department with regard to bus services is the management of the state subsidised tendered (34) and interim (3) bus contracts in Gauteng. In the 2004/05 financial year, the Department administered bus subsidies worth R759,2m provided by the national DoT. Some 15,4m passenger trips were provided, using 2 142 buses. Many of the contracts have expired and are renewed on a month-to-month basis, since the DoT applied a moratorium on new bus tenders in 2002.

Minibus-taxis

Minibus-taxis are the dominant provider of public transport services in Gauteng. Just over a million people living in the province use minibus-taxis as their mode of transport to work or to school (compared to the 536 000 people in the province carried by bus and rail combined, according to the Census).

Data collected during 2002 by each of the six metropolitan and district municipalities of Gauteng established that there are approximately 35 000 short-distance taxis operating within Gauteng (70% of them in the City of Johannesburg and Ekurhuleni), that there are 950 starting point taxi ranks (many of them informal), and about 280 taxi associations (including long-distance) based in the province. Details are given in the following table.

Table 3-7: Minibus-taxis and associations in each municipality¹⁴

Municipality	No. of short-distance taxis	No. of taxi associations based in the area (including long-distance)	No. of taxi ranks (formal and informal)
Johannesburg	12 250	78	454
Tshwane	4 930	72	175
Ekurhuleni	12 600	73	180
West Rand	2 870	12	80
Sedibeng	2 030	39	45
Metsweding	260	9	18

¹⁴ Gauteng *Provincial Land Transport Framework 2003-2005 (PLTF)*, Final Draft, October 2003, p.3-7

TOTAL	34 940	283	952
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Rail¹⁵

About 530 000 people in the province use trains on a typical weekday. Of these people, 61% make their journeys in the peak periods, but 39% make off-peak journeys. Their trips are an average of 26,5km.¹⁶

The busiest stations are Mabopane, Pretoria, Johannesburg and Germiston stations. The busiest sections in the province are between New Canada Station and Germiston Station (more than 50 000 passengers per direction on a weekday, some sections reaching 70 000), Wintersnest and Daspoort (70 000) and Kaalfontein and Germiston stations (40 000 to 50 000).

The average fare paid in 2003 was R1,75, generating R438,5m in fare revenue in 2002/03. The rail subsidy accounted for 59% of the cost of the Gauteng services in that year, a sum of R829m. The subsidy per passenger trip averaged R3,30.¹⁷

The design life of coaches is about 40 years, and the average age of the 1 750 coaches in service in Gauteng is approximately 30 years, with the oldest approaching the 45 year mark. Since 2002, upgrading has been carried out to further the life expectancy by a further 30 years. More than 10% of the coaches in service in the province have been upgraded.

After a number of feasibility studies and an extensive bidding process, the Gautrain Rapid Rail Link between the Tshwane and Johannesburg central business districts, as well as between Johannesburg International Airport and Sandton, will begin to be constructed in 2005. Modern, state-of-the-art trains will run on the new 78km, international standard gauge network, between ten stations, at frequencies of between ten and thirty minutes. The Gautrain is expected to increase Gauteng's Gross Geographic Product by 0,7% to 1%.

(b) Problem statement

The quality and image of public transport has deteriorated, particularly because of insufficient re-investment, and the majority of users are retained only because they are

¹⁵ PLTF; *Gauteng Rail Passenger Census 2002, Final Draft Principal Report*, August 2003; *Gauteng Commuter Rail Information Status Quo 2003*

¹⁶ Figures for 2002/03 financial year

¹⁷ DPTRW, *Gauteng Rail Passenger Transport Status Quo Overview 2003/04*, Section G: Financial Statistics, p. G-8-9 and G-13

completely captive to it because of their low incomes, and a large percentage of users aspire to car-ownership.

Public transport provision has been focused on the captive market, with little effort to attract middle- and high-income users who can afford to operate cars. It is predominantly a commuter system, and so inadequately serves all-day, non-work trip making. It has developed as a radial, CBD-based system in Johannesburg and Tshwane, so that the multi-nodal urban structure that now characterises these two cities is not well served by historical networks.

The lack of re-investment in the minibus-taxi fleet – the fleet being older than 14,4 years two years ago¹⁸ - has made it the cheapest mode to operate across all volumes and most distances, with fares generally lower than subsidised bus services, because there is virtually no inherent capital repayment cost in the way taxis are run. However, there are huge consequent social costs of this in terms of safety, quality of service, and cut-throat competition. Taxi safety and driver behaviour is the problem cited as the single most important transport problem by the majority of Gauteng transport users (see below). Formal bus services have lost significant market share to minibus-taxis over the years.

The taxi recapitalisation programme will make the vitally required re-investment. Depending on how it is implemented, however, the affordability profile of public transport may change and this will need to be managed.

The taxi industry has not been alone in its failure to recapitalise. The average age of buses in Gauteng in 2004 was ten years.¹⁹

There has also been significant under-investment in rail infrastructure leaving passengers with an unsafe, inefficient and unreliable service. The lack of integrated network planning has also punished rail, which is not inherently ubiquitous like road-based modes. Most of its passengers access it by walking rather than with planned feeder services, and the decentralisation of economic activity to nodes off the rail network has added to its demise.

(c) Objectives: Road-based public transport

Our objective is to integrate minibus-taxis and buses into a single network and system of road-based public transport, offering accessible, safe and affordable services, so that public transport can become the mode of choice. It must provide an attractive alternative to individual transport and be seen as essential to guaranteeing quality of life and the sustainable development of our urban region. This means it needs to be sustainable,

¹⁸ DoT, *Draft Roll-Out Plan for Recapitalisation*, 2003

¹⁹ DoT, *Age of Motor Vehicle Population*, September 2004

profitable and rid of conflict. Together with municipalities, attention needs to be paid to inner city, intra- and inter-city transport including to destinations from across our borders.

We have identified the 2010 FIFA World Cup as a significant opportunity to create a public transport legacy. We are also committed to providing effective public transport for the international tournament.

(d) Outputs: Road-based public transport

- **Quality public transport corridors:** We will identify key public transport routes and, in partnership with public and private operators, ensure that public transport is provided effectively and affordably. We will support the most optimum mode suited to the conditions of the particular corridor (rail, bus or taxi), and ensure that the subsidy is focused on the passenger regardless of mode. Dedicated public transport lanes will be provided on identified corridors where public transport passengers exceed the number of people being moved in private cars. Intelligent transport systems, such as prioritised signalling, will be introduced so that public transport speeds are not compromised by congestion, and so that bus services can keep to schedule.
- **Quality public transport vehicles:** We will create incentives to introduce more modern buses with low floors and more doors so that passengers can enter and alight quickly and easily. New public passenger transport will have to meet best practice environmental standards to reduce harmful emissions. Our subsidised bus contracts will be re-designed and put out to tender ensuring that the contract specifications and route design meet our accessibility and sustainability objectives.
- **Quality public transport service:** All road-based public transport will have fixed and identified routes and will be licensed as such. We will work towards the development of one fare system as well as an integrated ticketing system whereby tickets can be used on different modes in an integrated network. There will be improved passenger information at public transport ranks and stops as well as through printed information and a Gauteng Public Transport Information and Call Centre. Safety and security as well as staff training on customer care will also be enhanced.
- **Passenger subsidy:** We will redesign public transport subsidies to focus on passengers and not on modes or operators. The subsidy system should aim to reduce the high percentage of household income that poor households spend on transport and to increase access of the poorest to social and economic activity.

- **Industry formalisation and transformation:** We will seek to transform and upgrade the road passenger transport sector. The measures will include recapitalisation of the taxi fleet, capacity building and empowerment of owners and drivers, public transport training, business development, formalisation of taxi businesses (including compliance with minimum wages and working conditions, SARS registration and public liability insurance requirements), conflict prevention and resolution and a zero tolerance approach to poor safety, crime and violence. We will also seek to empower emerging bus operators, and to build the capacity of informal and emerging operators to participate in competitive tendering for public transport contracts.

(e) Objectives: Rail

Our objective is to revitalise rail so that in the medium term it regains its place as the public transport mode of choice for significant routes in Gauteng. It needs to be safe, reliable and attractive to users. The Gautrain Rapid Rail Link is regarded as our premier project to achieve this modal switch and to attract new users to rail.

Our objectives in respect of the Gautrain Rapid Rail Link are to:

- Promote and improve the use of public transport;
- Stimulate economic growth, development, job creation and BBBEE;
- Contribute towards urban restructuring and densification, in particular along the route and in the inner cities of Joburg and Tshwane; and
- Reduce severe traffic congestion in the Tshwane – Johannesburg corridor.

The Gautrain will be integrated into the existing rail and road-based public transport network. It will be aligned to other policy and planning initiatives and vice versa so that it can attain or even exceed its ridership estimates.

(f) Outputs: Rail

- Completion of the Gautrain Rapid Rail Link so that it is operational in time for the FIFA Soccer World Cup in 2010.
- Integration of the Gautrain into the public transport network and for it to meet its ridership estimates through ensuring that:
 - Economic and housing developments along the Gautrain corridor and at the Gautrain stations are prioritised to become inter-modal and economic development nodes;

- Ticketing is integrated with other modes;
 - Distribution and feeder services are co-ordinated with other rail parts of the rail network and road-based passenger transport;
 - Horizontal integration occurs with the existing rail network, especially at stations; and
 - Travel Demand Management measures are introduced on the road network to encourage the use of the Gautrain
- Work with the DoT and SARCC to **expand the coverage of rail infrastructure** and work towards the **devolution of the rail function** so that it can be integrated as a key public transport mode.

3.2.2 Transport for special needs

Passengers with special needs include people with disabilities, including those that have mobility, sight and hearing impairments; children; older people; pregnant women, and people limited in their movement by pushing prams or carrying or accompanying children.

(a) *Status quo*

Learner transport

More trips are made in the morning peak period by learners, to school or other educational institutions, than for any other trip purpose – 2,39m trips (47% of trip making). Of these trips the GHTS found that 61.6% were on foot, 18% by car, 13.6% by taxi, 1,4% by train, 0.7% by cycling and 4,5% by bus.²⁰ Fewer than 20% of learners therefore travel by public transport. Only 100 000 or so travel by bus, while most, about 1,4m, are on foot.

Travel time for learners by all modes including walking averages 37 minutes, but is 46 minutes for learners from low-income households, 42 minutes for middle-income and 24 minutes for high-income. For learners using trains, their trips average 66 minutes, buses 47 minutes and taxis 41 minutes.²¹

People with disabilities

The creation of barrier-free environments is a key thrust of legislation and policy on disability. This is particularly important in the design of public transport facilities and vehicles. The National Travel Survey (NTS) found that 12 000 people in Gauteng said that

²⁰ Calculations based on GHTS p. 29

²¹ GHTS p.37

they make no trips for the reason that there is no suitable transport for people with disabilities.²²

The number of people who identified themselves as disabled in the 2001 Census in Gauteng – 4% of the population – is shown in the following table.

Disability	Number of people
Sight	91 462
Hearing	39 222
Communication	10 291
Physical	84 851
Intellectual	32 949
Emotional	38114
Multiple	35 235
Total	332 123

Older people

The NTS found that many people over 65 years of age (43% of them) did not make any trips on survey day (compared to the Gauteng average of 19,3%). Of the people who did travel, the main trip purposes were shopping (54%), visiting (44%), church (34%), medical (33%) and welfare (14%). Only ten percent were work trips.

(b) Problem statement

The provision of motorised public transport for scholar or learner transport in Gauteng is fragmented, not well organised and inadequately resourced. As a result, some eligible learners do not have access to scholar transport, and it is often not safe or reliable.

The majority of scholars walk to school, and for them there has been little focus on providing safe, attractive paths along the major lines of demand.

²² Department of Transport, *Preliminary results for Gauteng of the National Travel Survey*, June 2004

Much transport infrastructure is not free of barriers, and is therefore not easily useable by people with visual or mobility impairments including older people.

(c) Objectives

Our objective is to ensure that the transport needs of special categories of passengers, including learners, people with disabilities and the elderly and tourists, are met in the most efficient and effective way, and as far as possible by the system provided for mainstream public transport.

(d) Outputs

- We will ensure the provision of **scholar transport** in the most effective and safe manner. This requires the implementation of a co-ordinated strategy with the Gauteng Department of Education, municipalities, the Gauteng Transport Operating Licence Board and private operators. It also requires measures to provide quality walkways (see transport infrastructure section below).
- We will implement a feasible strategy for **increasing access for people with disabilities and the elderly** on road-based passenger transport. Some of the steps will include:
 - Revision of standards and provisions in new road passenger contracts so as to include accessibility features in fleet requirements; and
 - Ensuring barrier-free design of stops, termini, and inter-modal facilities.
- We will review the **levels and availability of concessionary fares** for special categories of passengers (e.g. the elderly, children, learners, people with disabilities and the indigent) and introduce a more consistent approach across the province.
- We will **promote the use of bicycles**, especially among learners through a project called Shova Kalula.
- We will improve **signage and information services for tourists** especially in the run up to the 2010 World Cup Soccer tournament.

3.2.3 Batho Pele in public transport and meeting customer needs

(a) Status quo

About a third of households interviewed in the GHTS said that they were not experiencing transport problems. The majority of households in high-income areas with high car

ownership such as Pretoria East and North reported no transport problems. However, the majority of households in poor areas have major transport problems.

Asked to cite their single most important transport problem, most Gauteng households cited either taxi safety/ taxi driver behaviour or the unavailability of public transport services. Congestion was the most important problem mentioned by car-owning households. When asked about their five main problems, respondents' overall issues were safety in taxis/driver behaviour (all areas), the non-availability of buses, of taxis and/or of trains (especially in Sedibeng and Tshwane), and the cost of taxis (especially in Ekurhuleni, Sedibeng and the West Rand).

The GHTS found the following levels of satisfaction and dissatisfaction with various aspects of public transport services in Gauteng (top three per mode highlighted).²³

Table 3-8: Dissatisfaction with public transport (GHTS 2002)

(S=satisfied, D = dissatisfied, N = no knowledge)

Attribute	Rail (%)			Bus (%)			Taxi (%)		
	S	D	N	S	D	N	S	D	N
Overall quality of service	52	31	17	57	21	22	48	36	17
Distance from home	69	22	9	63	23	14	64	27	9
Travel time	73	17	11	54	25	20	70	20	10
Crime at facilities	24	56	20	47	22	30	36	41	23
Crime on vehicle	25	22	53	59	14	27	23	20	57
Violence between associations	-	-	-	-	-	-	26	53	21
Safety from accidents	35	43	22	51	21	28	24	59	17
Peak frequency	22	60	17	49	27	24	56	28	16

²³ GHTS pp 45-56

Off-peak frequency	60	25	15	32	38	31	52	29	19
Punctuality	56	25	19	41	31	27	58	26	15
Fares	63	22	15	43	36	21	41	45	15
Facilities	37	47	15	22	55	24	26	53	20

(b) Problem statement

There is a lack of satisfaction by users of public transport. The key problem areas (more than 35% of users dissatisfied) are as follows:

- Taxi users' key problems are that taxis are dangerous, either because of violence, accidents, or crime at facilities; fares are seen as high; and overall service quality is experienced as unsatisfactory.
- For train users, the main issues are crime at stations, poor peak frequency, and trains are perceived by many as being unsafe from an accident perspective.
- For bus users, the main problems are that off-peak frequency is unsatisfactory and that fares are too high.
- With all three modes there is dissatisfaction with public transport facilities.

There is no single source of public transport information for passengers, potential passengers or tourists, nor a single contact point passengers can give feedback or lodge complaints.

(c) Objectives

Our objectives are to meet customer needs in terms of affordability, convenience, safety, comfort and choice of transport services. The National White Paper sets a target of travel times of no more than an hour in either direction.

This involves ensuring that transport plans and operations meet the needs of commuters and passengers through consulting and involving them and ensuring that Batho Pele principles are adhered to in all aspects of service delivery.

(d) Outputs

- We will finalise a Social and Quality Charter, which will be publicised to passengers and operators. The charter's social component will commit government, transport planners and managers to the actions entailed in providing efficient public transport; the quality component will state the service attributes, regarded as important by passengers, to which operators will be expected to adhere.
- We will launch the Gauteng Public Transport Information and Call Centre (Heita Gauteng). It will cover the whole of Gauteng and the functional areas tied to the province. A comprehensive public transport information service, in at least four languages, will be provided 16 hours a day and a skeleton service at night. It will use a shared call payment system. Passengers will also be able to lodge complaints.
- We will advocate public transport through an annual **Car Free Day**.
- To establish the views of commuters and public transport passengers we will hold regular Imbizos and public hearings as well as conduct periodic surveys. Imbizos will be championed by the MEC while public hearings will be arranged in collaboration with the Legislature.
- We will support and provide **customer care training** of public officials and operators so as to improve the quality of public transport. We will also consider the introduction of public transport marshals at taxi and bus ranks.
- The legal requirements for **public transport liability insurance** will be implemented.

3.3 TRANSPORT INFRASTRUCTURE

In this section we include roads, bridges, rail tracks, pedestrian walkways, taxi and bus termini and ranks, railway stations, road furniture, and public transport stops as part of transport infrastructure. We also include the safety-related aspects of traffic management.

(a) Status quo

Road infrastructure

Table 3-9 describes the extent of the road network in metropolitan and district council areas in Gauteng (2003) by responsible authority and road type.

Table 3-9: Road Infrastructure Provision in Gauteng²⁴

²⁴ PLTF p.3-9

Road Type	Provincial Roads (km)	National Roads (km)	Local Roads (km)	All Roads (km)
Freeway	203	432	15	650
Dual Carriageway	331	21	8 276	8 628
Single Carriageway	2 877	13	15 610	18 500
Gravel	1 478	0	4 929	6 407
Total	4 889	466	28 830	34 185

More recent figures (2005) for the provincial road network indicate 213km of freeway, 382km of dual carriageway, 2 873km of single carriageway and 1 362km of gravel roads. The length of the provincial network has doubled in the twenty years since 1985. Most of this construction occurred before 1995.²⁵

Only 30% of the proposed freeway network has been constructed and only 65% of the proposed K-routes. This implies that a great deal of land lies in the protected road reserves for the proposed network.

Data from the inventory of the Pavement Management System shows that about 80% of the total road network in Gauteng has a pavement structure older than 20 years, which is normally considered the design life of a pavement. In other words, 3 100km have already reached the end of their design life. In the 20 years since 1985, the proportion of sub-standard roads has increased from 4% to 24%, and the proportion of those in acceptable or better condition has reduced from 96% to 76%.

In order to maintain and preserve the provincial road network diligently, about 100km to 200km of road (for a 40- to 20-year life span target respectively) should be reconstructed or rehabilitated each year. Since 1990, the rate of repair has decreased markedly, averaging only 22km per year.

Road traffic management and safety

There are many problems in the road traffic management environment, including high levels of non-compliance with traffic laws by road users, inexperienced road users and issues in the road environment itself that compromise safety. These problems are most starkly manifested in deaths in road accidents. During 2003, a total of 2 604 people lost their lives in 2 257 accidents in Gauteng. The cost of these fatal traffic accidents was

²⁵ Information provided by the DPTRW from the PMS

estimated as R1,69bn.²⁶ The fatality rate, using different indicators and compared to South Africa as a whole, is shown in the following table.

Table 3-10: Gauteng road fatality rates in 2003

Number of fatalities	Gauteng	South Africa as a whole
Per 10 000 motorised vehicles	10,7	19.25
Per 100m vehicle-kilometres travelled	6,5	10.44
Per 100 000 people	29,5	26.78

During 2004, the number of deaths decreased by 2% (to 2 182 people) and the number of fatal accidents by 1% (to 1945). Pedestrians are the most vulnerable road users, representing 48% of the people killed, while drivers accounted for 29%, and passengers, 23%.²⁷

Overloading

The number of heavy goods vehicles weighed in Gauteng has increased from fewer than 3 000 in 1998/99, to some 150 000 in 2002/03, to 298 869 in 2004/05. One of the contributing factors to this marked improvement in enforcement was the opening of the 24-hour Traffic Control Centre at Heidelberg in December 2002.

In the 12 months between March 2004 and February 2005, 298 869 vehicles were weighed at Gauteng weighbridges. Of these, 52 243, i.e. 17,5% of those weighed, were found to be overloaded. This resulted in charges being laid against the owners of 18 533 vehicles (6,2% of weighed vehicles), and the arrest at the weighbridges of 242 people.²⁸

Public transport facilities

There are 806 public transport facilities in Gauteng. Of these, 157 are formal, built facilities, while 649 are informal.²⁹

(b) Problem statement

Due to funding constraints we are not able to maintain and construct roads in line with need. The problem is exacerbated by the lack of public transport, which leads to increased car use, and freight vehicle overloading, which leads to a more speedy deterioration of the existing road infrastructure.

²⁶ DoT, *Road Traffic and Fatal Crash Statistics, 1990 -2003*, June 2004

²⁷ Gauteng Provincial Government, Department of Community Safety, Directorate of Traffic Management Annual Report for 2004/05

²⁸ Project Overload Control, Daily feedback reports, Monthly summaries for March 2004 to February 2005

²⁹ Information provided by DPTRW, 14 July 2005. The numerous informal facilities include many small minibus-taxi route starting points.

Road traffic quality and safety are compromised by many factors, reflected in a high accident and casualty rate.

Overloading causes an estimated R100m per annum of damage to our road network. It also increases accident rates and their severity, and results in unfair competition between road freight operators.³⁰

Overloading control has improved significantly since the adoption of an Overload Control Strategy in 2000, but additional measures are required. These include increasing use of roving teams supported by portable scales, and increased monitoring of alternative routes that the seriously overloaded vehicles are now using to avoid the operational weighbridges and tolls.

(c) Objectives

Our objectives are to:

- Transform the way we deliver and maintain road infrastructure through:
 - integration with EPWP, contractor development and BBBEE approaches;
 - optimising maintenance operations to ensure maximum value and impact for minimum cost through alternative models and improving in-house productivity;
 - adding public transport-friendly features including dedicated lanes and prioritised signalling on all sections of the provincial road network, prioritising those that are part of the strategic public transport network; and
 - increased use of intelligent transport systems to enhance safety and commuter friendliness.
- **Limit the construction of new major roads** in line with our objective of promoting public transport and rail, and ensure that users (car and freight users and developers) increasingly bear the cost of transport infrastructure that serves their interests. However, the network must be extended to under-serviced areas, and gaps in the provision of local access roads from isolated communities and economic activity centres to the major road network will continue to be closed.
- Improve **access roads** in all major townships by 2009, including tarring. Tared and lighted access roads can become important public spaces where children are able to play and communities interact safely.

³⁰ CSIR Transportek estimate

- Ensure that all **public transport facilities** provide for the speedy and safe movement of people on and off public transport and between modes, become creative and dynamic urban spaces for local economic development, and contribute to sustainable communities;
- Ensure that a **network of formal walkways** is designed and built, where they are absent, to enable the safe and convenient movement of people in the province – at least 1,6m people – for whom walking is the main mode of travel;
- Improve the quality of road traffic and safety aspects of the road environment, in particular to reduce road traffic fatalities in Gauteng by 5% year on year, and achieve a 30% overall reduction in the incidence of road accidents by 2009; and
- Ensure that **heavy vehicle overloading** is minimised to protect our existing road network.

(d) Outputs

- We will continue to develop a **multi-year road construction and maintenance programme**, guided by a review of the existing road network and including three components:
 - Accelerated delivery of identified parts of the provincial road network using budgeted and off-budget funding;
 - Partnership with local government on major arterials especially in previously disadvantaged areas; and
 - Support the building of access roads as part of the Expanded Public Works Programme.
- We will revitalise **public transport facilities** in partnership with local authorities and operators with the aim of:
 - Beautification and greening of ranks and facilities through art work etc;
 - Maximising the creation of opportunities for local economic development; and
 - Maximising the use of EPWP and emerging contractors.
- We will develop a programme to design and build a **network of formal walkways**, where they are absent, to support the 1,6m people for whom walking is the main

mode of travel. The aim is to create a continuous network, along identified desire lines of heavy foot traffic, of unimpeded, quality paths with amenities including trees, landscaping, rest points, water, toilets, lighting and security features.³¹

- **In order to enhance the quality of road traffic and improve road safety:**

- We will work in partnership with the Department of Community Safety (DCS) to reduce the incidence and severity of accidents by:
 - Supporting the process to develop an excellent accident data management system so that safety interventions can be data-driven, appropriate, and focused on the priority hazardous locations, and so that education or enforcement programs are correctly targeted;
 - Identifying areas of mutual concern including road engineering issues, identifying and remedying hazardous locations, replacing sub-standard regulatory, warning and guidance signs, incident management, controlling overloading, accommodating traffic at road works, testing the roadworthiness of public transport vehicles, and eliminating fraud and corruption in the vehicle and driver licencing process; and
 - Establishing a province-wide co-ordination structure/s to ensure the close integration of road and traffic engineering, enforcement, and education measures.
- In partnership with local authorities, we will identify the hazardous road locations, prioritise these locations for remedial treatments, and systematically budget for and implement improvement programmes.
- We will carry out independent Road Safety Audits whenever a new road or road section is planned and designed, or when rehabilitation and maintenance works are planned and designed, or when the road network is altered in any way. Existing locations that have a high priority from a safety point of view will also be audited.
- We will review and re-appraise provincial road standards from a pedestrian safety perspective.
- The characteristics of some roads designed as regional mobility routes have become inappropriate because of a mismatch with adjacent land use developments, and safety, particularly of pedestrians, has been compromised. In

³¹ This is articulated in the DoT's *Towards a 2010 Transport Action Agenda* as one of the three fundamentals of sustainable mobility to serve 2010 and beyond.

these cases, we shall review the road standards or the functional classification of the road, and introduce measures to mitigate the dangers.

- We will continue to build a centre of excellence and innovation in respect of **road materials research and testing**.
- We will effectively **control overloading**, through proper co-ordination with SANRAL, local authorities and law enforcement agencies, development of public-private partnerships, the deployment of more roving teams, and the introduction of check-points on alternative freight routes through building lay-byes suitable for the operation of both portable and static scales.

The above outputs will be pulled together in a **Transport Infrastructure Investment Framework** which will also include proposed measures to:

- Best use and leverage our budget to construct and maintain transport infrastructure;
- Finance transport infrastructure, including public transport infrastructure, pedestrian infrastructure and safety measures, through outdoor advertising, tolling and congestion and parking pricing;
- Ensure that private vehicle and freight vehicle use is appropriately charged to include their external costs;
- Identify areas of integration with other modes of transport including the Gautrain and those managed by other spheres of government and organs of the state;
- Transform the way in which we deliver road infrastructure including a focus on public-transport-friendly and walking-friendly measures;
- Increase the pace and quality of maintenance of provincial roads; and
- Integrate intelligent transport systems into the construction of road infrastructure and public transport facilities.

In respect of the **review of the provincial road network**, this will form part of the Transport Infrastructure Investment Framework, and will:

- Start from the assumption that the road network is only one component of the provincial transport system which intends to prioritise public transport and walking and to prefer rail for freight movement;

- Be preceded and informed by the identification of strategic transport nodes and corridors, as well as a public transport implementation plan;
- Be accompanied by an extensive modelling exercise looking at present imperatives and future trends;
- Recognise government funding constraints and off-budget funding possibilities;
- Be guided by the national road access management guidelines which sets national standards for different road types; and
- Be accompanied by a medium-term construction and maintenance plan.

3.4 ROAD SPACE MANAGEMENT

(a) Status quo

Mixed use of road space

Road space is shared by many users. There are people walking and cycling – 1,69m people, people driving or being driven – 1,56m people, and people traveling on public transport (buses or taxis) – 1,29m people. Road space is also shared by commercial vehicles transporting goods.³²

Vehicle ownership

Gauteng has the highest vehicle population in the country, accounting for 38% of the country's motorised vehicles. There are 2 610 427 registered vehicles in the province (excluding towed vehicles), of which 1 843 735 are motor cars, 92 261 are minibuses, 9 383 are buses/midibuses, 84 289 are motorcycles, 466 816 are light delivery vehicles and panel vans, and 88 958 are heavy goods vehicles.³³ The average age in 2004 of the Gauteng motorised vehicle fleet was nine years, with motorcars at 9, minibuses at 13, buses at 10, motorcycles at 6, LDVs at 8, and trucks at 10 years old.³⁴

There are 2 591 744 licensed drivers³⁵. If one excludes the 40 000 minibuses used as public transport taxis, there is a total of 1 895 000 motor cars and minibuses in private use. This translates into a car ownership rate of 214 cars for every 1000 people. (More than 100 000

³² 2001 Census

³³ Live vehicle population as per the National Traffic Information System - NaTIS, 31 May 2005

³⁴ DoT, *Age of Motor Vehicle Population*, September 2004

³⁵ Statistics produced by the DPTRW, 31 March 2005

households have a company car at their disposal.³⁶) While this is a fairly high car ownership rate, it is notable that most - 68% of households - do not own any cars. (The figure was 73% in 1985.) Car ownership in Gauteng rises steeply and exponentially once household income goes above R3 000.³⁷

Car travel times

The employed car drivers in Gauteng travel an average distance to work of 22km. A third travel less than 10km to work, half travel less than 15km and two thirds less than 20km. However, about 20% - some 130 000 cars – are involved in trips of more than 30km one way, which is an indicator of urban sprawl.

Traffic congestion

Portions of the Gauteng road network, particularly the freeway network, are already under considerable stress, and the situation is deteriorating rapidly given the high annual growth rate in traffic volumes. Traffic volumes in the N1 corridor between Johannesburg and Tshwane have been growing at 7% per annum for more than a decade, for example.

Demand forecasts up to 2010 indicate that current road traffic can grow by as much as 39% in the ten-year period from 2000 to 2010, mainly due to private vehicle trip demand increasing by 38% (from 360 000 to 497 000 in the morning peak hour). Modelled morning peak hour results for the extent of congestion by 2010 compared to the 2000 base year are shown below. Roads where the volume capacity (V/C) ratio exceeds 0.85 in the peak hour will increase from 979km to 2 299km of the major road network if current trends are not checked. Average travel speed will reduce by 25%, and extremely poor conditions will exist on the main routes. The extent of the road network carrying 10 000 vehicles or more in the peak hour will increase from 44km to 116km.³⁸

Table 3-11: Operating conditions on road network in the morning peak hour: 2000 and forecasts for 2010

Road network operating conditions	Length of Road (km)	Length of Road (km)
	Year 2000	Year 2010
Spare capacity (V/C <0.85)	5 907	4 587

³⁶ GHTS

³⁷ GHTS

³⁸ DPTRW, *Gautrain Rapid Rail Link, Gautrain Rapid Rail Link as Part of an Integrated Transport Solution*, Final, August 2004, pp 16-25)

Near or over capacity (V/C>0.85)	979	2 299
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Air quality issues

Exhaust emissions from motor vehicles are a significant source of greenhouse gas emissions that cause global warming (carbon monoxide and dioxide) and particulates (carbon and lead), ozone precursors, and sulphur dioxide in Gauteng. Globally the transport sector contributes 25% of carbon dioxide emissions, 60% of these being from road transport. Gauteng has a high level of commercial road transport activity, as rail share has been declining, and 38% of the country's vehicles.

The use of private vehicles for 50% of motorized trip-making is a major environmental issue in Gauteng. Although the vehicle population has decreased slightly, overall fuel sales have increased over the last ten years, suggesting an increase in the number of vehicle kilometres traveled. Air pollution in Gauteng is highest in areas where coal is used as a primary domestic energy source, in heavy industrialized areas and areas along the main traffic routes. The data on ambient air quality is limited, however.³⁹

(b) Problem statement

Cars, while giving great personal convenience to individuals, are limited in urban applications as a system. They cause congestion at relatively low traffic volumes, and the social costs and negative environmental impacts are high. While cars move only a third of our road travelers, they consume most of the road space, slowing down space-efficient modes.

People moving on foot are the single, biggest group of our road-users, yet till now have occupied an insignificant portion of our policy, strategy and implementation focus and efforts. Conflict between the many walkers with motorized vehicles leads to a high rate of injury and fatality. During 2004, 1 053 pedestrians were killed on Gauteng roads, which was about half of the people killed in traffic accidents that year. Road transport deaths for every million people in Gauteng numbered 247 in 2004⁴⁰, compared, say, to 205 in Bogota, Colombia, but 72 in Western Europe or 59 in affluent Asia.⁴¹

³⁹ DACE, State of Environment Report 2004, pp 61-72

⁴⁰ During 2004, 2 182 people died in road accidents in Gauteng of whom 1053 were pedestrians, or 48% of the people who died.

2004, 2 163 people died in road accidents in Gauteng of whom 1 037 were pedestrians, or 48% of the people who died.

⁴¹UITP, *Better urban mobility in developing countries: problems, solutions, good practices*, 2003, p.9

Public transport also competes for road space with cars, and has enjoyed little priority treatment to date. This is despite the fact that in peak hours, a car trip consumes up to 25 times more time-area than the same trip made by a bus.

The city-region will not be caught in the trap, as the CoJ's ITP puts it, of seeking to build its way out of congestion. An approach which continuously seeks to add road space to relieve congestion will only consume resources which may be available to invest in the alternatives to private car usage, such as a decent public transport system.

(c) Objectives

Our objectives are to:

- Ensure that optimal and equitable use is made of existing road space for the effective movement of people and goods with a bias towards public transport. This will be done through a number of measures including developing an effective public transport system (see above), identifying and implementing financial measures to incentivise public transport (e.g. congestion pricing), travel demand management (TDM) and the use of cutting-edge technology - Intelligent Transport Systems (ITS). ITS can contribute to providing travel information, getting more capacity out of the road system and the safety and reliability of transport systems.
- Ensure that people using non-motorised modes - the 1,64m people walking in particular (many of them children), are adequately protected from conflict with motorised modes by the provision of well-planned walkways along lines of high demand. The ability to walk safely in pleasant surroundings is a fundamental component of liveable and human-oriented environments and cities.
- Promote a positive public attitude and growing consensus (driven by congestion, if not by environmental concern) around the need for TDM measures, so that alternatives to the single-occupant car are promoted, and so that travel behaviour is modified over time.

(d) Outputs

- We will explore and implement measures that will **provide incentives to use public transport** and disincentives to continue to use private cars on peak trips. This could include congestion pricing, increasing private vehicle licence fees and restricting parking in central business districts.

- We will promote the use of **information, communication and control technologies** to improve the operation of our transport networks and increasingly include these measures on our secondary road network and subsidised bus services. This will include traffic signal co-ordination, incident management measures, traffic flow measures such as variable message signs and ramp metering, electronic vehicle identification applications and TDM measures such as electronic tolling and electronic bus monitoring.
- We will **co-operate with various pilot Intelligent Transport System projects** in the province which aim to improve traffic safety and security such as a pilot being conducted by SANRAL installing video cameras on the N1 between Joburg and Tshwane.
- We will fast-track the use of ITS for traffic management and operational planning for the **2010 FIFA tournament**.
- Since travel demand measures need to be aligned with public transport initiatives, we will **utilise the opportunities provided by the Gautrain**. This will include providing high-occupancy vehicles priority access to Gautrain stations, partnering with employers to incentivise the use of the Gautrain by employees, and harnessing the development potential created by the stations to achieve public-transport-friendly land use.

3.5 REGULATION

In this section the following issues are addressed: vehicle licensing and registration, driver testing and licensing, and the regulation of road-based public transport through operating licences.

(a) Status Quo

As a result of the implementation of the Best Practice Model for vehicle registration and licensing, the average turn-around times for the renewal of a vehicle license is five minutes and 35 minutes for all other NaTIS transactions.

(b) Problem statement

While improvements have been made to the licensing functions, further service delivery improvements are required, as well as increased attention to reducing fraud and corruption in the process.

(c) Objectives

Our objectives are to:

- Fully ‘modernise’ the licensing of vehicle and drivers license and related functions so that they can be administered as efficiently and effectively as possible and that fraud and corruption opportunities are minimised;
- Ensure an effectively functioning Gauteng Operating Licensing Board and Office of the Transport Registrar. This includes building an improved relationship with neighbouring provinces; getting information systems properly operational; building an effective relationship with municipalities, so that operating licence applications can be efficiently referred for their recommendations; and an improved process for dealing with cross-border regulation.

(d) Outputs

- We will introduce the **Best Practice Model (BPM)** in all aspects of public interface including vehicle and driver registration, licensing and testing, registration and licensing of public transport modes. This will include risk management and anti-fraud and corruption measures. This model will include a well functioning help desk.
- We will ensure the effective functioning of the **Operating Licences Administration System (OLAS)** for all modes of transport;
- We will speedily and effectively **convert** from the previous permit system to route-based operating licenses for road based transport; and
- We will continue to establish **Transport Operating Licence Administrative Bodies (TOLABS)** in each metropolitan municipality and district council.

3.6 FREIGHT AND LOGISTICS

(a) Status quo

Rail freight

Gauteng is the hub of freight rail in South Africa. While only 1 250 route kilometres of the overall countrywide 21 000 kilometres of rail track are within the province, eight important mainline and secondary mainline arterial routes radiate from Johannesburg, Pretoria and Vereeniging to neighbouring provinces.

Thirty two industrial areas in Gauteng are served by rail, with more than 1 000 connecting private sidings. In recent years new residential and industrial developments have developed in dispersed locations without rail facilities and dependent on road freight transport.

Many of the older industrial areas have been redeveloped or abandoned, resulting in a significant number of access lines and private sidings being closed or falling into disuse. In Ekurhuleni, only 300 of about 750 private sidings are serviceable, and even fewer are regularly used.

The introduction of international containerisation to South Africa in 1977 enabled final delivery from a rail load to be made by road, also reducing the necessity for many private sidings. Private sidings, however, enable a door-to-door delivery service.

In Gauteng, rail currently carries 49m tons of cargo annually (27%), while road carries 130m tons (73%). Although still a significant provider, the market share of rail is declining. National government has, however, announced a R15bn recapitalisation programme for rail infrastructure, rolling stock and locomotives to address declining rail cargoes.⁴²

Road freight

Goods vehicles use almost all the roads of the province. The busiest and most frequently used routes, however, are the N1 national routes, the M2 Johannesburg, the N12-R24 Edenvale-Isando, the N3-N1 North between Giloolys Interchange and the N14, the R21 between Kempton Park and Pretoria, the R59 between Johannesburg South and Vereeniging, the R80 and R101 corridor to Rosslyn, the N1 Roodepoort, the N1 South, the R551 and R55 Randburg to Pretoria, the N12 West to Krugersdorp and the N14 West to Krugersdorp. On some freight corridors, there are as many as 5 500 HGVs per day or 230 per hour, but with peaks of 600 per hour.

The major points of HGV congestion are the N1 at Midrand, the M2 south of Johannesburg CBD, the N3 at Alberton, the R59 (south from City Deep) and the R24-N12 (east of Giloolys Interchange).

There are approximately 17 000 collisions per year involving freight vehicles in Gauteng, which translates into 60 accidents per day. HGVs are involved in 8,4% of all accidents in Gauteng, and approximately 11% of these are fatal or serious accidents. Accident occurrence is highest during peak periods.⁴³

Air freight

Johannesburg International Airport (JIA) is the hub of air cargo activity for Southern Africa as a whole. Some 330 000 tons of air freight cargo (excluding passenger-related cargo) are handled there each year (about two thirds are imports and a third are exports). More than 50

⁴² DPTRW, *The Importance of Rail Freight Transport in Gauteng*, pp ii-iv, February 2005

⁴³ DPTRW, *Road Freight Corridor Study, Draft Report*, March 2005; *MEC's budget speech*

companies handle and store air cargo at the airport, and have warehouses and materials-handling centres around JIA, e.g. at Isando, Spartan, Jet Park, Pomona and Kempton Park. The industries that use air freight extensively are vehicle components, electronics and communications technology, textiles and clothing, food, animal products, chemical and pharmaceutical, and producers of cut-flowers, fruit and plants. Export commodities are road-hauled to JIA from all over the country and also from neighbouring states, and these vehicles make return trips loaded with imported air cargo.

Freeway access to the air freight area at JIA is good and relatively uncongested. The construction of the JIA Interchange, which opened in May 2005 and which was a Blue IQ initiative, has improved access to and movement around JIA, particularly for vehicles carrying air freight cargo from warehouses in Pomona and the northern sections of Kempton Park. Additional capacity has also been provided at JIA for export air freight volumes.⁴⁴

(b) Problem statement

The increasing number of heavy goods vehicles (HGVs) that are using the arterial roads is contributing to the growing congestion problem in the city-region. This has several negative effects including longer travel times for commuters, increasing rates of accidents involving HGVs, higher levels of air pollution from vehicles idling in traffic jams, the slow movement of goods vehicles and time wastage which increases costs. All this reduces the competitiveness of Gauteng as a business location.

Until recently there has been no strategy or investment to attract road freight to rail where rail would be the more appropriate form of transport.

(c) Objectives

Our objective is to ensure that freight moves within, to and from the province in the most cost-effective, safe, sustainable and speedy mode. In many instances, this means that freight should shift back to rail.

Freight mobility is critical for enhanced competitiveness. The improved management of freight can reduce congestion and also improve the logistical efficiency of Gauteng-based industries in line with the current national priorities.

⁴⁴ DPTRW, *The Role and Importance of Air Cargo in Gauteng*, February 2005

(d) Outputs

- We will support the **recapitalisation of rail** and other measures to discourage freight movements by road.
- We will **channel freight to identified freight corridors**, which will be appropriately constructed, maintained and serviced.
- We will **monitor the continued, effective development of freight-handling capacity at JIA** and the airport's accessibility for vehicles moving air freight, through formal linkages with the air cargo industry and ACSA.
- We will work in partnership with Transnet, the City of Johannesburg, Blue IQ and other players to regenerate **City Deep** as an efficient logistics hub. .

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ANNEXURES

ANNEXURE A: LEGISLATIVE FRAMEWORK FOR TRANSPORT IN GAUTENG

Introduction

Schedules 4 and 5 of the Constitution empower provinces with competencies concurrent with national government, and with exclusive legislative competencies on specific functional areas including public transport, provincial roads and public works. The province is bound by both national and its own legislation in respect of transport matters. The following summarises the main national and provincial legislation that provide the framework for implementing policies and programmes.

National Land Transport Transition Act (NLTTA), 22 of 2000

The NLTTA has a chapter (2) that is binding nationally and a chapter (3) that can be replaced by provincial legislation, which has largely been done in Gauteng.

The Act contains guiding policy principles that are binding nationally (see Section 2.4) and in general strives to shift the transport system from being supply-driven (by transport operators) to being demand-driven (planned and implemented by government in response to customer needs).

It creates the framework for mandatory transport planning, making each municipality a planning authority, required to prepare a variety of plans depending on various conditions – Current Public Transport Records, Public Transport Plans (consisting of Rationalisation Plans and Operating Licences Strategies), and Integrated Transport Plans (ITPs).

The ITPs have various compulsory components including aligning transport to the spatial development framework for the area, a Travel Demand Strategy and provision for accessible transport, as well as implementation plans and budgets.

The main responsibility for service delivery in land transport is placed at the municipal sphere of government. Provinces must prepare Provincial Land Transport Frameworks, and the national minister must prepare a National Land Transport Strategic Framework. ITPs form a component of municipal Integrated Development Plans. All plans must cover five year periods, and be updated annually.

If planning authorities wish to, and if they satisfy certain criteria, they have the option of setting up transport authorities (which can be a joint body among more than one municipality), institutional structures enabling more focused service delivery.

The Act also provided for the appointment of Transport Registrars and for the provincial Operating Licencing Boards and appeal structures.

The NLTTA also provides for the formalisation of the taxi industry by providing for registration, and for the regulation of road-based public transport through route-based operating licences being required for operating public transport. The Act also provides for regulating competition for subsidised road-based public transport, to be handled on the basis of competitive tendering for government-specified contracts. (Contracts may be subsidised, negotiated or commercial.) The Act also lays the basis for taxi industry recapitalisation, and for law enforcement of transport.

Road Traffic Act, 20 of 1989 and National Road Traffic Act, 93 of 1996

The Road Traffic Act and National Road Traffic Act govern matters in the province regarding road traffic, vehicle standards, driver and vehicle fitness and related issues.

Gauteng Transport Framework Revision Act (Act No 8 of 2002)

This Act replaces part of Chapter 3 of the NLTTA as regards institutional matters. It deals with transport planning systems and processes and institutional arrangements in Gauteng, including specific matters related to transport authorities, as well as for the establishment of the Gauteng Transport Consultative Forum, the establishment of the Gauteng Transport Co-ordination Committee and for the setting up of a Joint Planning Structure.

The Act replaces the Gauteng Transport Framework Act 1998 which was not brought into operation due to differences with the NLTTA. The Act was promulgated in November 2002 and regulations are still under consideration.

Gauteng Public Passenger Road Transport Act, 2001 (Act No. 7 of 2001)

This Act repeals and replaces the provisions of the Gauteng Interim Minibus Taxi-Type Services Act 11 of 1997 and also replaces Chapter 3 of the NLTTA regarding public transport matters.

It provides for the regulation and control by local government and provincial government, through route-based operating licences, of all road-based public transport modes. It provides for the powers and duties of the MEC and municipalities regarding public transport by road, and for road-based public transport planning. The Act also provides for

the registration of all public transport operators, for the establishment of various stakeholder forums, and for law enforcement.

Gauteng Transport Infrastructure Act, 2001(Act No.8 of 2001)

The Act is based on the Roads Ordinance No. 22 of 1957 and some sections of the Advertising on Roads and Ribbon Development Act No. 21 of 1940. This Act was signed into law at the end of 2001 and regulations were drafted and published on 29 January 2003. The Act was put into operation on 31 January 2003, excluding Section 44 dealing with advertising visible from provincial roads and railway lines.

The Act consolidates the laws relating to transport infrastructure in Gauteng and provides for the planning, design, development, construction, financing, management, control, maintenance, protection and rehabilitation of provincial roads as well as railway lines and other transport infrastructure.

The Act covers the proclamation of provincial roads and railway lines by the MEC responsible for transport matters. It also covers route determination and proclamation, route planning, preliminary and detailed design of provincial roads and railway lines, and expropriation and compensation procedures.

All roads built in accordance with laws replaced by the Act are deemed to have complied with the provisions of the Act.

The Act also covers advertising next to roads as well as other topics such as access to provincial roads and it empowers the MEC to carry out functions related to the acquisition of land required for transport infrastructure.