4 CO-ORDINATION MEASURES AND STRUCTURES

The following chapter seeks to provide an understanding of the various coordination measures and structures that exist within the province of the Western Cape. These structures provide the institutional framework that facilitates the planning and implementation of transport in the province, both within and between spheres of government, as well as between government and non-governmental transport role-players.

This chapter is broken into 6 distinct parts, which will deal with the following:

- An explanation of the coordination measures in place to ensure the coordination of transport planning.
- A description of the existing and planned liaison structures that exist in the transport sector in the Province, to support coordinated and integrated transport planning.
- Measures that exist or should be put in place to resolve the evident conflict between land-use and transport planning.
- Measures to ensure coordination between transport plans.
- The coordination of inter-provincial long and short distance transport services.
- A schedule for the preparation of integrated transport plans in the province.

4.1 CO-ORDINATION MEASURES IN TRANSPORT PLANNING

This section seeks to provide an understanding of the various measures in place to ensure the coordination of transport planning.

A discussion on the coordination of transport planning would not be complete without considering the broader planning environment, which also seeks to promote a single, integrated 'non-silo' approach to planning.

The Integrated Development Plan – as required by the Municipal Systems Act of 2000 - integrates planning at the local sphere of government. The Integrated Transport Plan, which is required by the National Land Transport Act 5 of 2009, is a sector plan which forms a part of the Integrated Development Plan. These local plans are intended to inform the other spheres of government of the priorities and projects which their sphere either intend to implement, or require assistance in funding or capacity to implement.

In the recent review of the municipal Integrated Transport Plans, which took place in the 2009/10 financial year, the following measures were put in place to ensure transport plans were coordinated. It is the intention of the subsequent updates and reviews of the ITPs to follow the same broad measures that were put in place, and build on them:

- The Department develops a schedule which sets out the intended development of the ITPs for the upcoming financial year.
- The Minister gazettes a date for when the municipality must submit their ITPs to the province for MEC approval.
- The Department undertakes to directly assist in managing the development of the ITPs for those municipalities that may not have the adequate capacity (human or financial) to undertake the process themselves. For those municipalities that may have sufficient human capacity, the Department transfers funds to the municipality to assist in the development of the ITP.
- Integrated Transport Steering Committee's are established at each District Municipality level to ensure that the municipality, Department, and other role-players are involved in the development of the ITP. Through this measure, the department is able to take a proactive role in both coordinating the transport planning process, and oversee the process in the entire province.
- Monthly to six-weekly integrated transport planning steering committee meetings are held in each district municipality.

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Notwithstanding the measures that are in place to coordinate transport planning, much can still be done to improve the integration between the transport plans developed by the municipality, and the 'take up' by the Department of Transport and Public Works – particularly in developing its own programmes of action. A great deal of value will be gained in the development of the ITPs if officials from all Branches within the Department used the ITPs as the basis for all provincial planning processes and projects. Duplicate planning processes, that run in a silo approach (i.e. that do not use the IDP & ITP as the firm basis for transport planning) could result in an unresponsive Department that is not able to meet the needs of its local sphere. The Integrated Transport Steering Group (ITSG), which will be described in greater detail later within this chapter, is earmarked to become the Province's single land transport integrator at the institutional, planning and functional level. This will ensure coordination and integration is achieved not only in the policy and strategy context, but also at the programmatic and project level.

The Integrated Transport Plan **must** form the basis of all transport system and related infrastructure planning in the province, and therefore all branches of the department must become actively involved in both developing and implementing these plans, in conjunction with the municipalities.

Parallel and silo planning processes are both undesirable and duplicate scarce capacity within the department, and must therefore be eliminated. This requires the need for the constant review of all planning processes, with the view to follow a singularly defined planning process that is guided by strategic-level directives.

4.2 TRANSPORT MANAGEMENT STRUCTURES

4.2.1 Background

The National Department of Transport has established a number of Transport Coordinating Structures. The two main such structures are:

- Minmec
- COTO (Committee of Transport Officials)

The key objectives of the structures are to:

- Exercise the political oversight on transport matters;
- Coordinate the development/preparation of transport policy: National Land Transport Strategic Framework, National Freight Transport Strategy etc; and
- Guide the implementation of transport planning products like NLTSF.

A number of technical transport committees or working groups were established under COTO. Transport technical committees deal with sector specific issues and this includes sectors like passenger transport, traffic, freight etc.

In some cases, these structures have been replicated, based on prevailing provincial conditions and governance structures, in provinces and local municipalities.

4.2.2 Legislative Provisions

The NLTA determines the institutional arrangements at national, provincial and municipal spheres of government. Coordination of planning is addressed by Planning Authorities, Inter-modal Planning Committees, and Land Transport Advisory Boards. The NLTA is flexible in relation to the exercise of functions and provides for the transfer of functions and agreements on the exercise of functions by one sphere of government on behalf of the other. The re-allocation of functions may influence the current transport coordination structures and must be managed along

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with the implementation of the NLTA. Until the institutional arrangements of the NLTA have been agreed upon and implemented, the transport coordinating structures described in this chapter will be sufficient to achieve proper coordination and integration.

Section 11 of the NLTA imposes a duty on the provincial government to plan, co-ordinate and facilitate land transport functions, and section 9 of the NLTA provides the MEC with the function to-

- improve the planning, co-ordination and facilitation of the land transport functions of the province;
- promote intergovernmental relations within the land transport environment;
- ensure that there is a link with matters having an impact on transport in the province, including land use management, environmental issues, population growth, economic development and investment in infrastructure, to facilitate integration and efficient transport.

The types of plans required by the act to be coordinated are:

- A National Land Transport Strategic Framework prepared by the Minister;
- Provincial Land Transport Frameworks prepared by the MECs; and
- Integrated transport plans prepared by planning authorities (municipalities), which in terms of the minimum requirements published in terms of the NLTA (and which remain valid), include the Comprehensive Integrated Transport Plan (ITP), The District Integrated Transport Plan (DITP), Operating Licence Strategies (OLSs), Rationalisation Plans (RATPLANS), and Public Transport Plans (PTPs).

The province has the duty to coordinate the development of the Provincial Land Transport Framework as well as the Integrated Transport Plans prepared by municipalities, which must form part of their Integrated Development Plans. The Western Cape in addition has a duty to coordinate its plans with national government and to remain within the framework of the National Land Transport Strategic Framework.

4.2.3 Transport Coordinating Model

Based on the provisions of the NLTA the functional responsibilities in accordance with Schedule 4 and 5 of the Constitution are further stipulated, as follows:

- Provinces must ensure the development and annual updates of all transport planning products;
- Provinces must ensure the co-ordination of the development of transport plans and monitor the implementation of such plans;
- Municipalities (in line with the schedule 4B and 5B of the Constitution, NLTA, Local Government Structures Act and municipal System Act), must take responsibility for the development of the ITP for their area of jurisdiction; and
- In the event that a municipality is not in a position to develop such plans, the province must take responsibility to develop these plans.

Provinces are also required to update the PLTF every two years and ensure that other planning products are updated. In terms of Section 27(3) of the NLTA, the Minister of Transport with the MEC of provincial transport departments, have issued the following minimum requirements that has brought about some changes in the transport planning regime:

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Table 4-1: Minimum Frequency of Plan Preparation and Update

Plan	Frequency		Comments
	Preparation	Update	
1. Comprehensive ITP (CITP) and district ITP (DITP)	Total overhaul every 5th year	Annually, in synchronization with IDP	Update to focus on action programme and budget prerogative of planning authorities to do more comprehensive
2. Local Integrated Transport Plan (LITP)	Annually , in synchronization with IDP		
3. CPTR (forms part of ITP)	Total overhaul every 5th year	Continuous (if required)	Update to concentrate on gaps and information of poor quality
4. OLS (forms part of ITP)	Total overhaul every 5th year	Continuous (if required)	This should be a live document reflecting any CPTR update or the issuing of OLs by the OLB
5. Ratplan (where required: forms part of ITP)	Total overhaul every 5th year	Continuous (if required)	Update to ensure the objectives of rationalization are realized

4.3 EXISTING AND PLANNED LIAISON STRUCTURES

This section seeks to illustrate the various liaison structures that exist for the transport sector in the province. It must be noted that the Department is currently undertaking a review of these strictures, with the view to streamline and rationalize the numerous structures that exist and subsume them within the Integrated Transport Steering Group, where duplication of function is identified.

4.3.1 The Integrated Transport Steering Group

With the election of the new Provincial Government in May of 2009, a new set of Provincial Strategic Objectives (PSO's) were tabled to guide the province strategically. In order to give effect to these PSO's, a set of institutional arrangements were put in place at the Strategic, Tactical and Operational levels in order ensure the implementation of the PSO's.

In order to implement the PSO 3 (entitled ***Moving the Western Cape Forward: Increasing Access to Safe and Efficient Transport***), an Integrated Transport Steering Group (ITSG) has been formed. The inaugural meeting of the ITSG was held in the latter half of 2010, and it is envisaged that by the end of the 2010/2011 financial year, that the Department will institutionalize organizational links by creating various working groups that will implement the directives of the ITSG. It is also envisaged that such working groups will be focused along three spatially defined transport and economic corridors of the Western Cape, being the N1, N2 and N7 corridors. In addition to these three corridors, an additional working group has been formed called the Safely Home / PRTMCC Working Group.

The ITSG was formed, based on the premise that provincial government plays a critical role in bringing all the 3 spheres together. The approach is sanctioned by Provincial Transversal Management System (PTMS), and the system functions in the following manner:

- At the cabinet level there are 3 sector committees, which are equal in status to the provincial top management committee:
    - The Administration & Intergovernmental Sector Committee (responsible for Strategic Objectives 10 and 12);
    - The Economic and Infrastructure Sector Committee (responsible for Strategic Objectives 1, 3, 6, 7, and 11); and

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- The Human Development Sector Committee (responsible for Strategic Objectives 2, 4, 5, 8, 9).

- From a functional perspective, all cabinet submissions and national action plans must pass through one of the sector committees.

- The 3 sector committees are the highest decision-making bodies that manage the PSO's, managing the inter-relationships between all the PSO's.

- In order to manage each Strategic Objective, an Integrated Steering Group is formed. In terms of Strategic Objective 3, the Integrated Transport Steering Group has been formed to manage it.

- Each steering group will create a set of working groups in order to give effect to its mandate. In the case of the ITSG, 4 working groups have been formed (N1, N2 and N7 corridor working groups, as well as the Safely Home/PRTMCC working group).

The relationships set out above, is illustrated in Figure 4-1below.

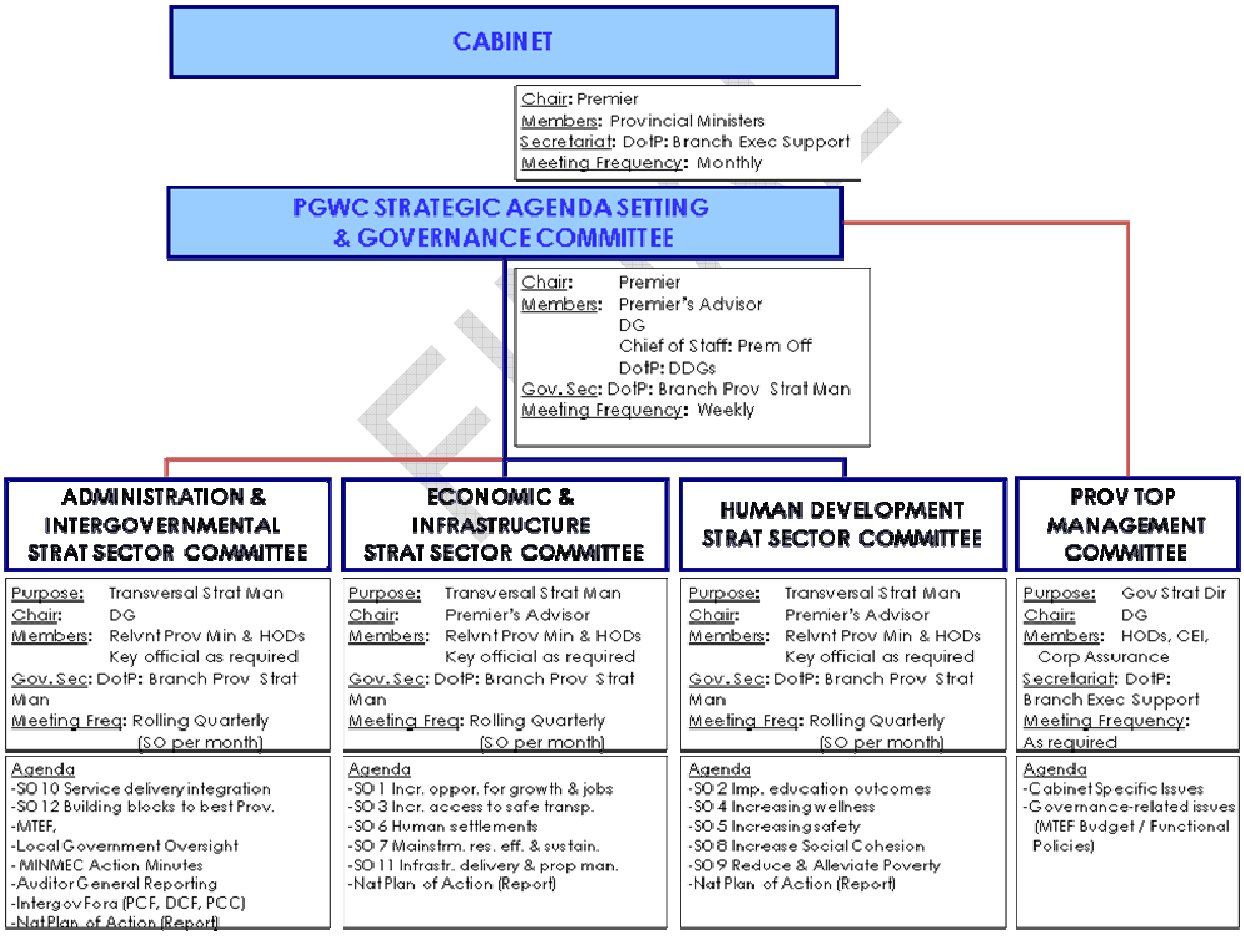

Figure 4-1 The organizational make up of the Sector Committees and their relationship with the PSO's

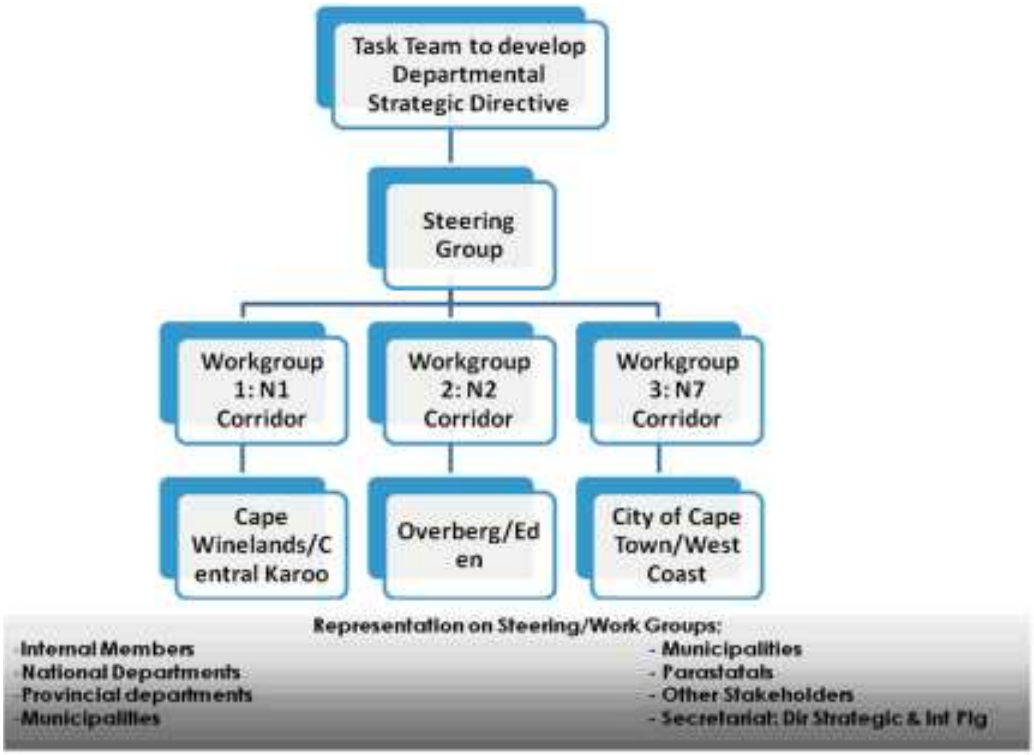

Figure 4-2 The Structure of the Integrated Transport Steering Group

Five objectives have been established to achieve PSO3, which are:

- To maintain and improve frameworks for Integrated Transport coordination in the Province.
- To develop, manage, maintain and review an overarching medium term PLTF implementation plan.
- To facilitate and develop Provincial Modal Strategies, to influence the various stakeholders accountable for such modes.
- To monitor, evaluate and review the PLTF.
- To manage the integrated transport communications plan.

The ITSG is tasked with the duty to strategically steer the department in achieving Strategic Objective 3, with a particular emphasis upon the following themes:

- Improving regional competitiveness.
- Economic participation & empowerment.
- Spatial integration & urban restructuring.
- Improved environmental quality.
- Improved quality of life, human well-being & spatial cohesion.
- Enhanced good governance.

In the broadest possible sense, the 5 objectives must seek to realise the following main outcome indicators:

- A 13 % modal shift from private to public transport incoming into the Cape Town CBD (60:40, public: private) by 2014.
- Influence the shift in freight haulage from road to rail by 10% by 2014.
- Reduce the number of fatalities by half by 2014.
- Reduce transport infrastructure maintenance backlogs by 16% by 2014.

4.3.2 PROVTECH and PROVCOM

Two liaison structures exist between the provincial and local spheres of government for coordination, planning and implementation within the land transport sector. The political structure is called the Provincial Transport Committee (PROVCOM), while the technical structure is the Provincial Transport Technical Committee (PROVTECH). There are six coordinating committees which support PROVTECH. The Draft Western Cape Transport Planning and Administration Bill makes provision for the formalisation of these structures to improve co-ordination between the Province, district and local authorities. These structures are illustrated below in Figure 4-3.

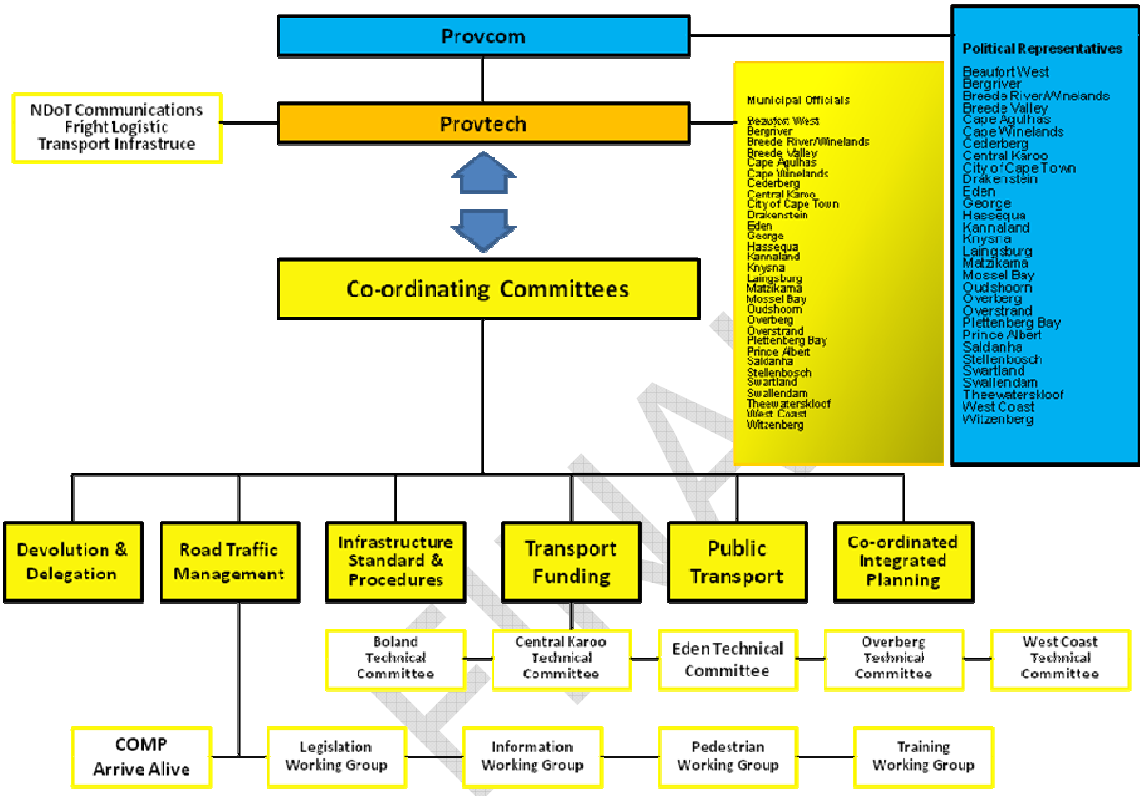

Figure 4-3 The structure of PROVCOM / PROVTECH, indicating membership and sub-committees in the Western Cape

The table below seeks to summarise the PROVCOM / PROVTECH structures that exist in the province, as well as the supporting coordinating committees for land transport in the Western Cape.

Table 4-2 The structure of PROVCOM / PROVTECH, indicating membership and sub-committees in the Western Cape

Structure name	Chairperson	Membership	Key function
PROVCOM	MEC for Transport & Public Works	All municipal transport councillors All senior provincial and municipal transport officials Rail sector, SANRAL, Community Safety, DLG&H	- Political guidance and policy formulation - Political communication with national structures - Ratification of technical recommendations provided by PROVTECH - High-order instructions and guidance to PROVTECH and its sub-committees

Structure name	Chairperson	Membership	Key function
PROVTECH	Head of Department: Transport & Public Works	All senior provincial and municipal transport officials Rail sector, SANRAL, Community Safety, DLG&H	- Interpretation of policy - Co-ordinating and collating the work of the sub-committees - Formulation of technical proposals based on the work of sub-committees - Advising the political leadership on technical transport matters - Provision of guidance on technical matters to every level of the transport hierarchy
The six co-ordinating committees which support the PROVTECH structure are:			
Integrated Planning Co-ordinating Committee	Selected by the membership, presently the Executive Manager for Strategy, Planning and Coordination	Responding representatives with an appropriate skill or interest from PGWC and all the municipalities Interested representatives from the Rail sector, SANRAL, Community Safety, DLG&H	- Interpretation of legislation and policy relating to planning practice - To provide support and comment into ITPs and IDPs - To provide guiding influences on all transport planning practices in the Province
Devolution and Delegation Co-ordinating Committee	Selected by the membership, presently a Manager in Road Planning	Responding representatives with an appropriate skill or interest from PGWC and all the municipalities Interested representatives from the Rail sector, SANRAL, Community Safety, DLG&H	- Facilitating the discussions and comment on all transport legislation in progress particularly the Assignment of Roads as a national intervention
Infrastructure Standards and Procedures	Selected by the membership, presently the Director for Road Design	Responding representatives with an appropriate skill or interest from PGWC and all the municipalities Interested representatives from RAIL sector, SANRAL, Community Safety	- Developing and reviewing guidelines, norms and standards for the design of infrastructure - Collecting and distributing best practice standards and procedures for contracts, construction, design and maintenance of roads and related infrastructure facilities
Transport Funding	Selected by the membership, presently held by District Municipality Official	Responding representatives with an appropriate skill or interest from PGWC and all the municipalities Interested representatives from the Rail sector, SANRAL, Community Safety	Exploration of all sources, limitations and implications of funding for transport
Road Traffic Management	Selected by the membership, presently held by senior officials from the Departments of Community Safety	Responding representatives with an appropriate skill or interest from PGWC and all the municipalities interested representatives from the Rail sector, SANRAL, Community Safety, SAPS, EMS	Traffic Safety
Public Transport Co-ordinating Committee	Selected by the membership presently the Assistant Executive Manager for Public Transport	Responding representatives with an appropriate skill or interest from PGWC and all the municipalities, interested representatives from the Rail sector, SANRAL, Community Safety, DLG&H	All aspects of public transport particularly matters affecting the minibus taxi industry

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It is important to note that the Department is the process of restructuring PROVTECH, with the view to formalize, rationalise and accommodate other structures or liaison forums that have developed with the introduction of the Provincial Transversal Management System and the various steering groups.

A draft of the provincial coordinating and integrating structure is illustrated below. The proposed most high-level coordinating and integrating body is the Premiers Coordinating Forum (PCF), which – it is proposed - will provide the political strategic direction for PROVCOM and all subordinate bodies that arise from it.

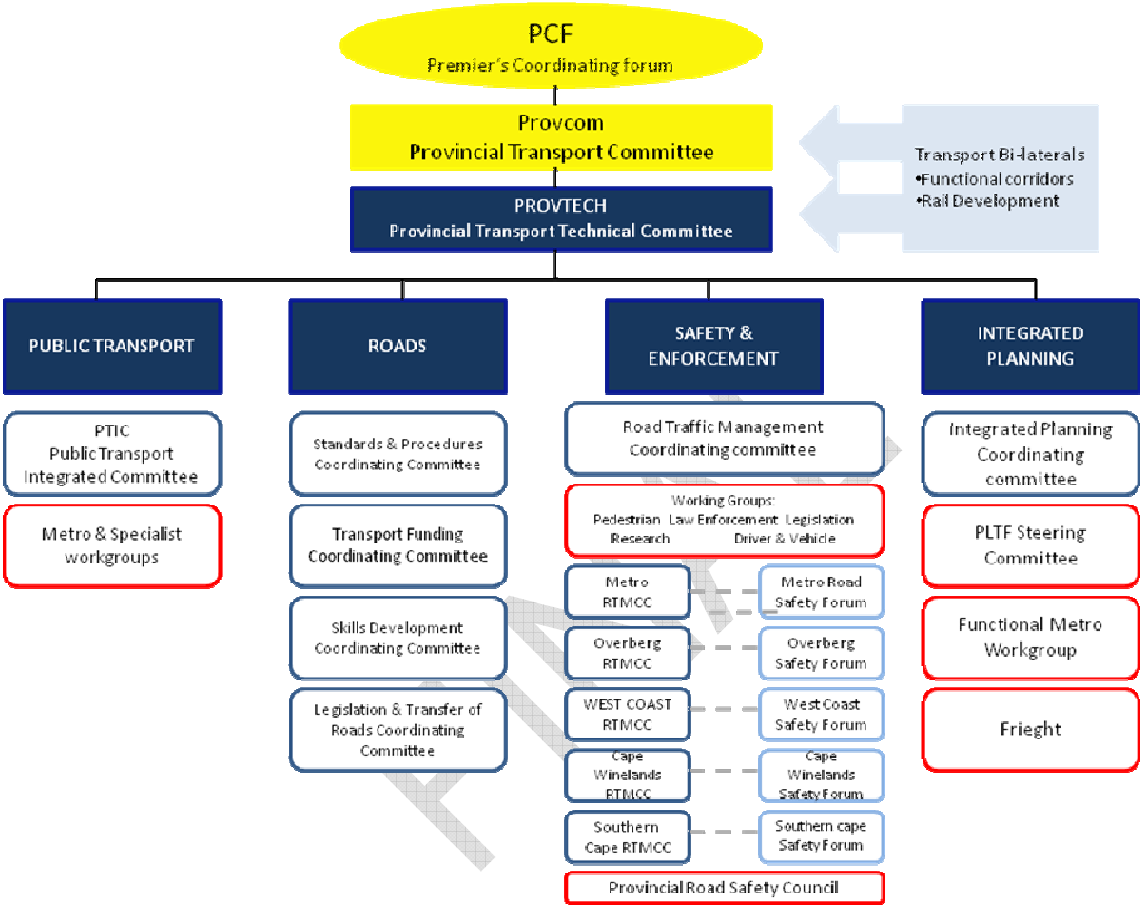

Figure 4-4 The relationship between the Premiers Coordinating Forum and the PROVCOM / PROVTECH structures

4.4 MEASURES TO RESOLVE CONFLICT WITH LAND-USE PLANNING

There is broad consensus that land-use planning and transport planning need to be closely coordinated and integrated to ensure that the land use system is designed in such a way that it is conducive to the development of an efficient and effective transport system. Conversely, an efficient and effective transport system facilitates the effective and efficient development of the land use system. This relationship can therefore be defined as a feedback loop relationship, which is underpinned by the notion that *transport is a derived demand*. This implies that people do not have a need to use transport alone, but rather that transport is a means to an end – people have a need to travel in order to access an 'opportunity' to fulfil another function (whether it be for social or economic reasons).

It is therefore critical that the land use system of the province develops in such a way so as to support an effective and efficient transport system. In practical terms, this means that – for example – the land use system is **densified along specific public transport corridors** (such as major rail, bus and movement corridors) in order to support the

efficient operations of the transport system. **Densification incentive measures must** therefore be developed and implemented in all municipalities of the Western Cape with targeted densification strategies which seek to promote an urban form and density that is conducive to the promotion of non-motorized and public transport development and usage.

Similarly, **disincentives must be established** to prevent the outward sprawl of low density settlements which contribute to several negative transport outcomes. These outcomes include an increased need for transport infrastructure to support loosely developed low density (inefficient) urban development, an increase in private car age and congestion, the need for an increased subsidy for public transport that is not economically feasible, an increase in air pollution and energy use. Therefore urban planning instruments such as urban-edges and minimum density strict guidelines must be applied to decrease the negative impact of inappropriate urban development on the transport sector.

A proposal to further promote the future integration in planning and funding across all government sectors (such as Human Settlements, Transport, Economic Development and Development Planning) would be the concept of a **holistic funding model** which considers both immediate and long terms costs (i.e. full cost accounting) of a development action (such as the building of a low density settlement) for all spheres of government. This holistic approach would balance the costs of a development beyond the immediate costs for one sector, into the long terms costs for all sectors – potentially resulting in a vastly different set of development realities and options.

4.5 CO-ORDINATION OF INTER-PROVINCIAL LONG-DISTANCE AND SHORT-DISTANCE TRANSPORT SERVICES

The Provincial Operating Licence Board (soon to be the Provincial Regulating Entity) is responsible for the issuing of operating licences. When an application is received for an inter-provincial transport service, the POLB must consult with the adjacent province into which the application falls.

The Department strongly supports the principle that operating licences issued on a long distance inter-provincial route should allow the vehicle to carry passengers in both directions to maximise the efficiency with which vehicles operate. Various bus and taxi associations should therefore respect and promote this principle.

Where vehicles are operating 'only one way' and returning empty, the OLB's of both provinces **must** seek to rationalise the issuing of licences on these routes, and promote the operating of vehicles that are carrying passengers in both directions on a route. This same principle must apply to shorter distance routes within the province.

4.6 PROGRAMME FOR THE PREPARATION OF TRANSPORT PLANS

Figure 4-5, below, sets out the proposed programme for the preparation of the integrated transport plans in the province of the Western Cape for the 2011/12 and subsequent financial years. It must be noted that – as an exception - the City of Cape Town is expected to have completed the last update of its 2006 - 2011 Comprehensive Integrated Transport Plan by 1 July 2011.

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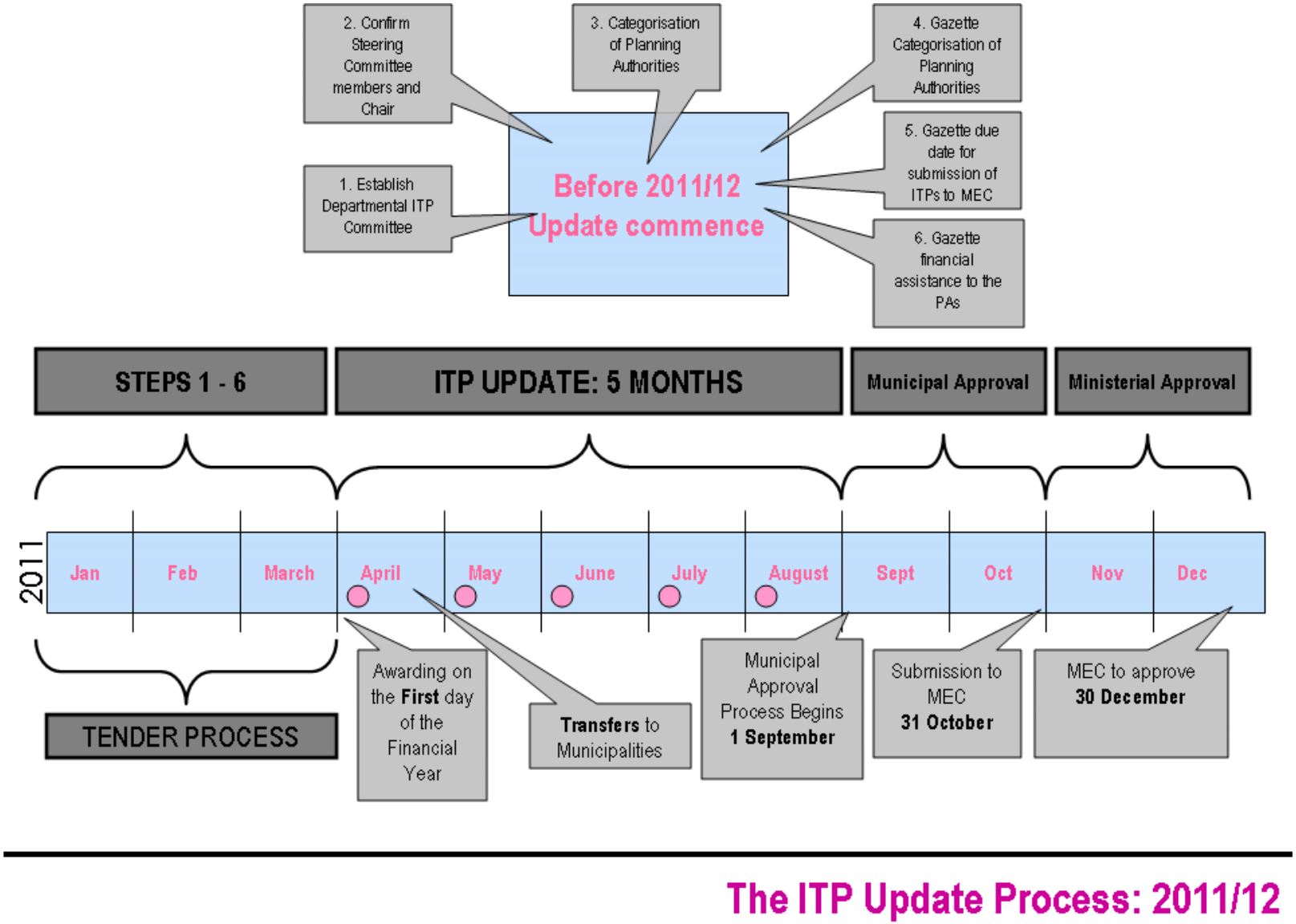

Figure 4-5 The Schedule for the Preparation of the Integrated Transport Plans for the Province of the Western Cape

The Categorisation of Planning Authorities

According to the Minimum Requirements for the Preparation of the Integrated Transport Plans, the MEC must document the final agreement on the categorisation of planning authorities in the province and any arrangement for assistance to carry out the preparation of the ITPs. These other arrangements may include assistance from the Province to carry out the development of the ITPs. The Minimum Requirements goes further by stating that it needs to be reflected in the PLTF. These agreements or arrangements with the Planning Authorities need to be gazetted before 31 March of each year. In terms of the categorization of the planning authorities, it is envisaged that agreements will be gazetted by mid February of each year.

The province categorizes planning authorities according to several weighted criteria (see in the tables below). There are three types of planning authorities (PA) recognized in transport planning, that prepare different types of integrated transport plans.

A type 1 PA will prepare a Local Integrated Transport Plan which is normally fairly basic in its construction and conception – generally for areas that are rural in nature or that do not experience complex traffic patterns or transport requirements.

A type 2 PA will prepare a District Integrated Transport Plan which is a district-wide transport plan that summarizes the Local ITPs within its district.

A type 3 PA will prepare a Comprehensive Integrated Transport Plan which is generally a transport plan that is prepared by a metro area which experiences complex traffic and transport issues, compounded by large populations.

The classification of all municipalities in the Western Cape is provided in the tables below, according to various criteria which consider the following for each municipality and score it accordingly:

- Staff capacity.
- Previous experience.
- Extent of public transport services.
- Extent of road network.
- Extent of subsidized services.
- Available Budget.

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Table 4-3 The Criteria used by the Department in assessing what type of Planning Authority each municipality qualifies as

Initial categorisation	Staff capacity	Previous experience	Extent of Public Transport	Extent of road network	Extent of subsidised services	Avail. Budget	TOTAL	Type of Planning Authority
	(1:high-3:low)	(1:high-3:low)	(1:high-3:low)	(1:high-3:low)	(1:high-3:low)	(1:high-3:low)	(5-15)	
	1: 1 x Pref. post-graduate, 10 years experienced, dedicated transport planner post 1 x Dedicated post to run ITP	1: Previously managed the preparation of an ITP	1: Subsidised services +commuter services + subsidised learner transport + international/national airport + international port (if coastal)	1: Extensive road network requiring masterplanning and maintenance. Need for planning between diferent spheres of government/parastats.	1: Bus and/or rail services	1: History of funding or obtaining funds for transport projects through planning initiatives. Potential of authority to contribute to funding transport projects Above R100 mil/yr on transport projects (planning, implementation and maintenance)	Type 1: 5-9	Type 1: Comprehensive ITP
	2: 1 x Dedicated post with transport planning qualification and 3 years experience	2:Previously involved in the preparation of an ITP	2: Commuter services + public transport facilities	2: -	2: Bus and/or rail services	2: Between R50-100 mil	Type 2: 10-14	Type 2: District ITP
	3: A technical person with knowledge of local transport system, tasked with transport infrastructure, maintenance and planning	3: No previous experience	3: None	3: Local street system	3: Not applicable	3: Less than R50 mil	Type3: 15-18	Type 3: Local ITP

Table 4-4 The outcome of the categorization of planning authorities

	Staff capacity	Previous experience	Extent of Public Transport	Extent of road network	Extent of subsidised services	Avail. Budget	TOTAL	Type of Planning Authority
	(1:high-3:low)	(1:high-3:low)	(1:high-3:low)	(1:high-3:low)	(1:high-3:low)	(1:high-3:low)	(5-15)	
Cape Town	1	1	1	1	1	1	6	1
Eden	2	2	2	2	3	1	12	2
Cape Winelands	1	1	2	1	2	3	10	2
Central Karoo	1	2	2	3	3	3	14	2
Overberg	3	2	2	1	3	3	14	2
West Coast	3	2	2	1	2	3	13	2
Cederberg	3	2	2	3	3	3	16	3
Matzikama	3	2	2	3	2	3	15	3
Bergriver	3	2	2	3	3	3	16	3
Swartland	3	2	2	3	2	3	15	3
Saldanha	3	2	2	3	2	3	15	3
Beaufort West	3	2	2	3	2	3	15	3
Laingsburg	3	2	2	3	2	3	15	3
Prins Albert	3	2	3	3	2	3	16	3
Stellenbosch	1	2	1	1	1	1	7	1
Breedevalley	3	2	2	3	2	3	15	3
Breederiver	3	2	2	3	2	3	15	3
Drakenstein	3	2	2	3	2	3	15	3
Witzenberg	3	2	2	3	3	3	16	3
Theewaterskloof	3	2	2	3	3	3	16	3
Cape Agulhas	3	2	2	3	3	3	16	3
Overstrand	3	2	2	3	3	3	16	3
Swellendam	3	2	2	3	3	3	16	3
Kannaland	3	2	2	3	3	3	16	3
George	2	2	1	1	1	1	8	1
Mossel Bay	3	2	2	3	3	3	16	3
Oudsthoorn	3	2	2	3	3	3	16	3
Knysna	3	2	2	3	3	3	16	3
Bitou	3	2	2	3	3	3	16	3
Hessequa	3	2	2	3	3	3	16	3

5 INTEGRATED DEVELOPMENT FRAMEWORK

The PLTF should be aligned to the spatial policies and frameworks of the province. Current and proposed economic trends and development as well as public and private development patterns also inform the spatial development of the province and therefore the PLTF.

This section provides an overview and strategic synthesis of existing and future spatial, transport, economic, housing and other development initiatives. The aim is to identify key issues and spatial patterns and to provide an interpretation of these for public land transport.

These aspects have been reviewed for their relevance to the PTLF strategy with the aim of enhancing the integration of planning for transport with spatial planning, housing, economic and social development.

5.1 RELATIONSHIP BETWEEN TRANSPORT AND ECONOMIC DEVELOPMENT

Studies have shown that there is a positive relationship between transport investment and economics development. The direction of this causal relationship is not always clear and this circular effect between transport and the economic development in a region is illustrated in Figure 5-1 .

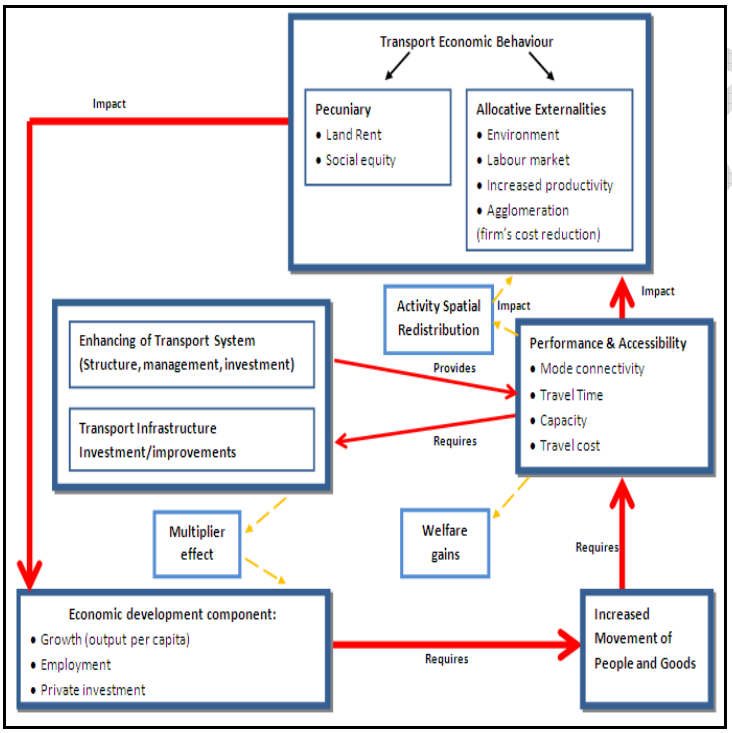

Figure 5-1 Relationship between Transport and Economic Development

Figure 5-1 shows that the improvement of transport systems or the investment in transport infrastructure provides better accessibility due to the reduction in travel time, capacity flow, better mode connectivity and also a reduction in travel cost. The network effectiveness is described by the overall network performance and travel operations.

The improvement in accessibility can have an impact on activity locations. This spatial redistribution can either have a positive or negative result on the economic efficiency of a region. The positive effects result from improved

transport which stimulates the efficient spatial patterns of households and businesses (Banister and Berechman, 2000). However, the decentralization of households and business can result in dispersed spatial patterns and lead to inefficiency.

The direct impact of transport on production is derived from two effects namely:

- The lowering of production costs. The cost of production input decreases due to better transport access, and a continuous and rapid supply of transport services.
- The lowering of producer prices. Reduced inventory cost, lower spoilage and higher delivered quality due to more reliable deliveries.

Thus, these two impacts increase the economies of scale in production and result in higher productivity. Agglomeration effects such as knowledge spill overs and the attraction of a more specialized labour market can also have a positive effect on a firm's cost structure.

A pecuniary externality of transport investment is the effect transport has on land rent. This is not a real resource effect, but an effect on outside parties through price changes. For example, due to induced traffic, firms may find it beneficial to locate close to a new transport development. It is also necessary to evaluate what the effect of this transport investment will be on the social equity in the region and whether it will bring change to the social structure of the area, such as better accessibility to education, health services etc.

This transport economic behaviour subsequently has an impact on the economic development of a region which includes the increase in output per capita (economic growth), the increase in employment opportunities as well as private investment.

Therefore, when an investment or improvement in the transport system is considered, the effect on the whole community should be assessed and need to be in line with the objectives set by the Province. It should be noted that the transport strategies, plans, programmes and projects should fully support the other Strategic Objectives of the Province.

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5.2 EXISTING AND FUTURE SPATIAL DEVELOPMENT

5.2.1 PSDF, Metro and District Municipality Spatial Development Frameworks

The Provincial Spatial Development Framework (PSDF) sets out "an integrated social, economic and environmental framework" for the spatial development of the province in order to guide public and private investment.

The PSDF makes proposals relating to:

- broad spatial planning categories, including biodiversity & agriculture
- potential road/rail development corridors
- prioritisation of the urban settlements and potential growth nodes
- industrial development nodes
- tourism development areas and tourism routes

The key informants directly relevant to the PLTF have been distilled in Figure 5-2. This figure highlights the following aspects of the PSDF:

- significant biodiversity and agricultural areas that should be protected
- proposed transport corridors

- tourism development areas and corridors
- and the leader towns (as identified in the Growth Potential of Towns Study)

The District Municipal SDFs tend to focus on biodiversity, agricultural potential, identify growth nodes and the important road networks and corridors.

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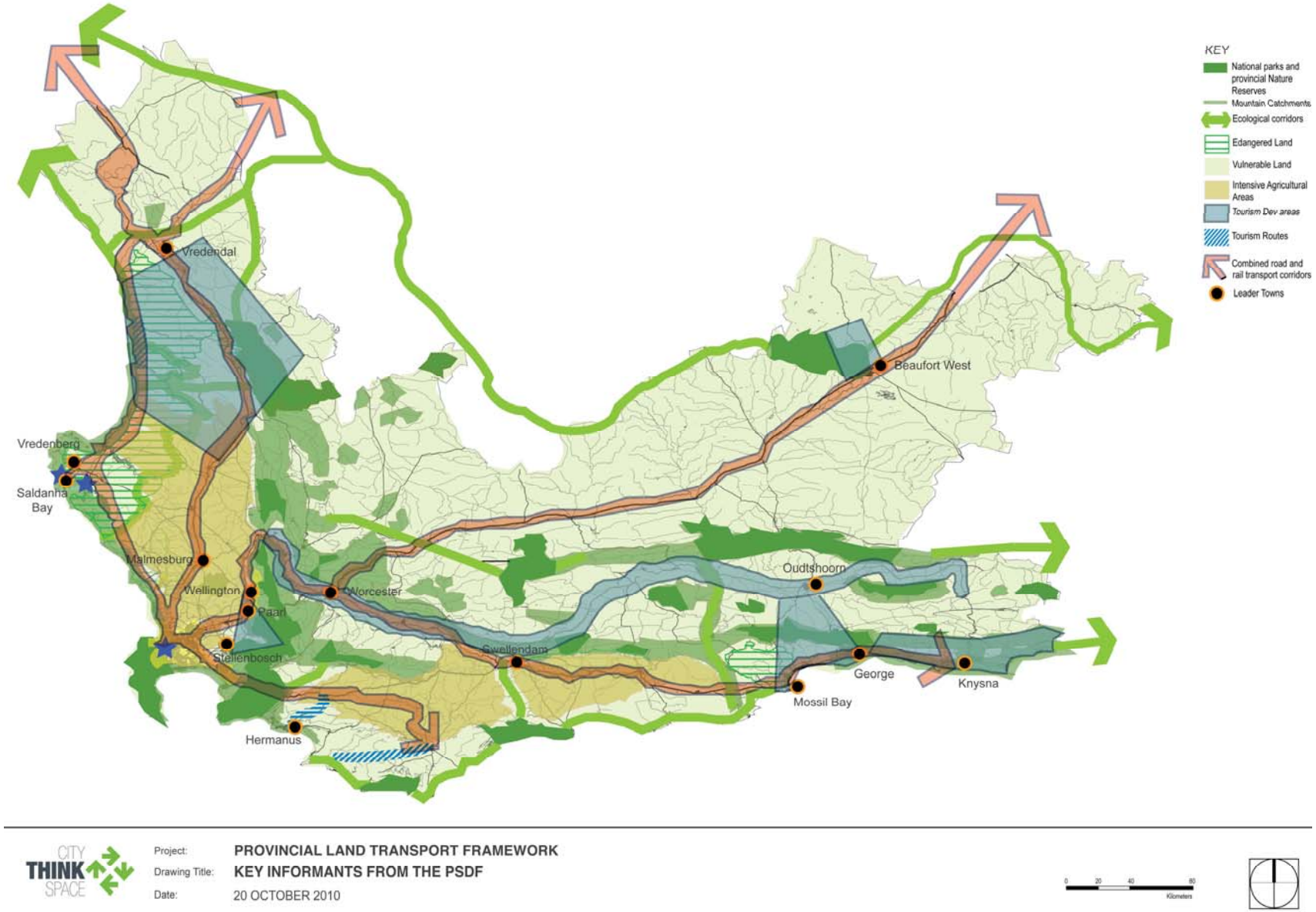

Figure 5-2 Key Informants from the PSDF

The priority interventions for the City of Cape Town and the districts are provided below.

5.2.1.1 City of Cape Town

The City of Cape Town's draft SDF (2010) is a long term plan to manage growth and change. It gives overall direction to the future spatial form and structure of Cape Town. The SDF proposes to move to a multidirectional accessibility grid in Cape Town, consisting of activity routes and metropolitan routes. A mix of land-use should be concentrated in corridors, urban nodes, strip development and civic precincts. City's growth should be managed by the development edge in order to contain sprawl and protect natural, heritage and cultural assets. At the same time, growth directions to the north and northeast have been identified to manage medium to long term growth. The SDF proposes that the diverse identities, functions and growth opportunities of Cape Town and its neighbouring towns and settlements such as Stellenbosch, Malmesbury, Klapmuts and Paarl need to be preserved and their functional inter-relationships recognised and enhanced. It is stated that Cape Town should not become a regional city or large sprawling conurbation, but that rather a more structured development path should be followed which is underpinned by the principle of increasing the density in the city. Annexure B provides the conceptual SDF.

5.2.1.2 West Coast District

The West Coast District SDF is aligned to the PSDF. It recognises the importance of the two main corridors, being the Saldanha to Cape Town and Malmesbury to Cape Town corridors. It is proposed that a more functional and operationally efficient rail link become part of the supporting infrastructure of the Cape Town-Saldanha corridor. An agricultural corridor is proposed along the N7 / Olifants River and it is recognised that the development potential of this corridor will be determined by the availability of water.

The SDF supports the identification of Saldanha and Vredenburg, Vredendal and Malmesbury as important leader towns within the district. The SDF recommends that a proper evaluation of alternative sites for the positioning of the planned second national airport be undertaken. The current vision to upgrade the existing Saldanha Airport is not supported due to the limiting effect of noise zones has on development adjacent to airports. The SDF provisionally suggests that the development of a second national airport in conjunction with the Langebaanweg military base would have important advantages. The conceptual SDF is shown in Annexure C. The Port of Saldanha plays a critical role in the region, and there exists future potential to expand and grow this port.

5.2.1.3 Cape Winelands District

The Cape Winelands District SDF recognizes three of the four leader towns (Stellenbosch, Paarl and Wellington), as being virtually within the functional metro-economy of Cape Town, functioning more as an extension of the metropolitan area rather than being significant centres of services and goods to the surrounding countryside. It suggests that the town of Worcester is the only "major" service centre of the district due to easy accessibility and partial seclusion from the overpowering effect of the functional metro-economy of Cape Town. The SDF prioritises three development corridors, the N1 corridor between Paarl and Cape Town, R301 between Paarl and Wellington and the N1 traversing the Worcester urban area, for urgent planning of future growth options. The SDF points out that industrial development could be considered for the area between the eastern suburbs of Cape Town and Klapmuts but that this area may also be suitable for agricultural smallholdings. It should be noted that the Department views the R44 as a key linking between Stellenbosch and Somerset West, and should also be one of the developmental priorities in the SDF.

5.2.1.4 Overberg District

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The Overberg District SDF provides a land use classification plan. It proposes core, buffer and transitional areas and a system of protected nature areas as well as the upgrade and maintenance of a variety of roads (see Annexure D) to improve the road network in the district.

5.2.1.5 Eden District

The Eden SDF (2009) includes a settlement framework, a movement framework and a natural resources framework. It identifies six major planning focus areas as part of the settlement framework. Oudtshoorn, Mossel Bay and George are recognised as Regional or District Centres. These settlements are the preferred location for public and private sector activities that have significant impact as trip generators and it is proposed that the majority of housing should be concentrated within the urban edges of these settlements. The conceptual Settlement Framework is shown in Annexure E.

The proposed Movement Framework is put forward with the objective to reduce congestion, increase mobility and link investment in transport infrastructure to land use and economic development policies. The conceptual Movement Framework is shown in Annexure F. It depicts the location of the national, major, specialised and regional public transport routes, specialised harbours and regional and specialised airports (being George and Plettenberg Bay respectively).

The SDF consists of the Natural Resources Framework (see Annexure G) and the Settlement and Citizens Framework (see Annexure H). The two key objectives of the Settlement and Citizens Framework are to enable people-centred development and increase public transport infrastructure.

5.2.1.6 Central Karoo

The Central Karoo District SDF recognises the Uranium mine and the wind power generation potential in the Beaufort-West area. It proposes a number of minor infrastructure projects, including the upgrading of rural gravel roads. A number of tourist routes are proposed in the SDF. See Annexures G & I.

5.2.2 Private residential development

Proposals within the private sector are not easily obtainable but an overview of large scale development proposals was provided by the PGWC: Department of Environmental Affairs and Development Planning in interviews conducted in October 2010. According to the information obtained, high-income housing project proposals are concentrated around Cape Town, George, Plettenberg Bay, Hermanus, Saldanha, Stellenbosch/Somerset West and south of Drakenstein. Smaller scale residential developments are being undertaken at Worcester and Tulbagh.

The private residential development patterns show a significant push for private residential development around George, south of Drakenstein and Saldanha, with approximately 35 000 vacant sites having been identified, of which 25 000 in George have been earmarked for high income development.

5.2.3 Private retail development

There are currently applications for large retail malls at Piketberg and Malmesbury, as illustrated in Figure 5-3. This development pattern is of concern as the development of malls to outside of towns promote the use of private vehicles, investment in new public infrastructure whilst negatively impacting on existing town centres and public investment and it also reduces accessibility to retail facilities for poorer communities.

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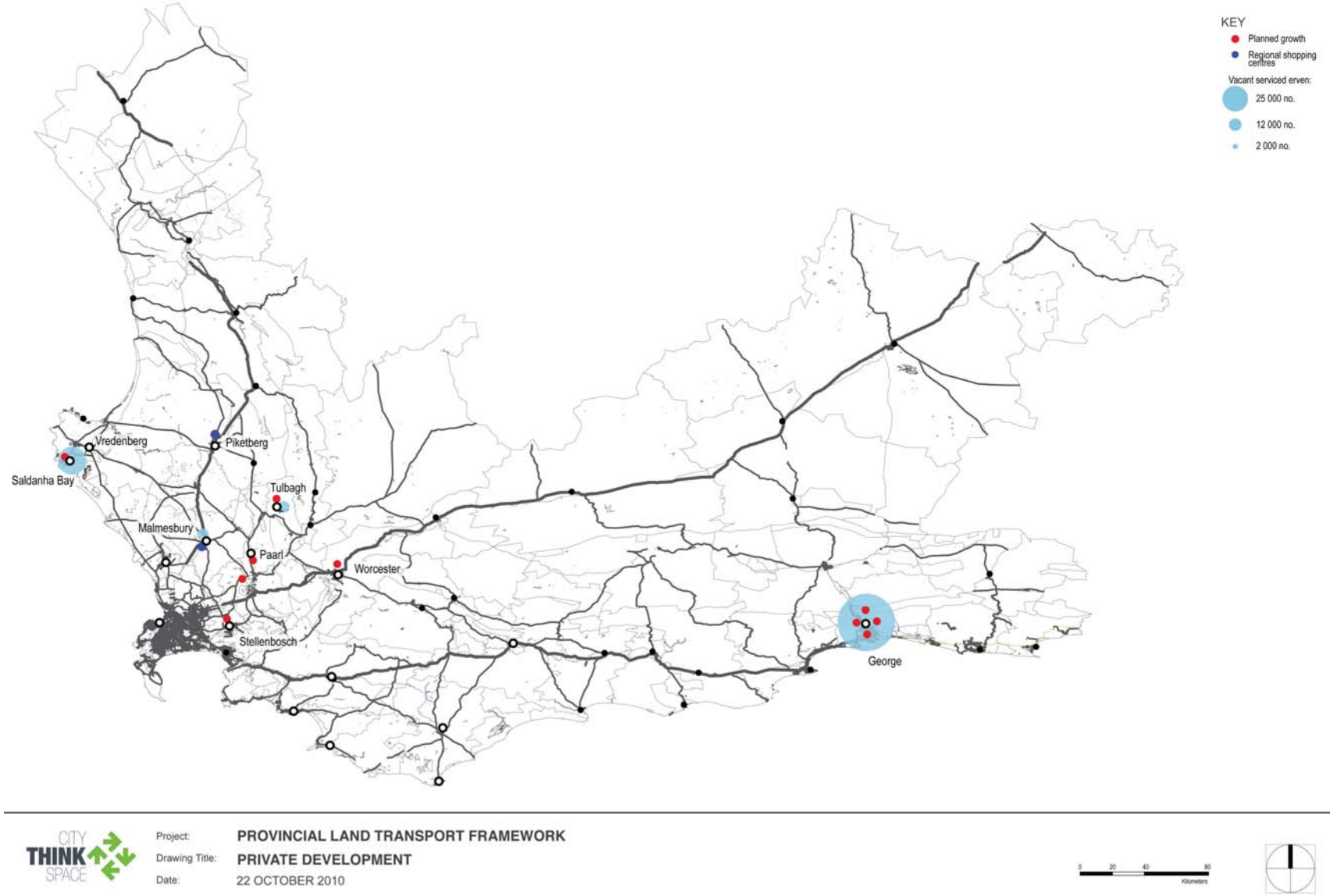

Figure 5-3 Private Development

5.2.4 Provincial population and estimated growth

The total population of the Western Cape was estimated at 5.28 million in 2007, a total of 10.9% of the country's population (Stats SA, 2007). The Province's growth rate over the 2001 and 2006 inter-census period was at 2.7%, 2% higher than the national growth rate.

Most of the Province's population is concentrated in the City of Cape Town Metropolitan area, claiming more than 60% of the province's total population. The Cape Winelands, Eden and Overberg districts each hold relatively large proportions of the population, whilst the West Coast and Central Karoo, host the smallest.

An analysis published in the Department Human Settlement's 5 Year Strategic Plan, showed that, the City of Cape Town attracts the largest and majority of migrants from other provinces and within the province. The only other significant attractor is the Eden district, attracting sizable proportions from the Eastern Cape, whilst the Cape Winelands attracted portions from other district municipalities. Table 5 – 1 below shows the population distribution per district.

Table 5-1 Population Distribution per District Source: Human Settlements: Western Cape 5 Year Strategic Plan 2010/11 – 2014/15

District/metro	Total population	Percentage
Cape Town	3 497 103	66.3%
Cape Winelands	712 411	13.5%
Eden	513 306	9.7%
West Coast	286 748	5.4%
Overberg	212 784	4.0%
Central Karoo	56 232	1.1%
Total	5 278 584	100%

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The Western Cape is experiencing population growth rates of between 0.33 to 3.4% per annum. The table below provides an overview of the estimated population growth per district.

Table 5-2 Estimated Population Growth within the Province. Source: information obtained from various sources[6].

District	Population growth rate (%)	Population Projections (mil)					
		2010	2011	2012	2013	2014	2015
City of Cape Town	3.4	3.4/3.6*	3.5/3.7*	3.6/3.85*	3.76/3.98*	3.89/4.12*	4.02/4.26*
Central Cape Karoo	0.33	0.63	0.63	0.64	0.64	0.64	0.64
West Coast	1.95	0.35	0.35	0.36	0.37	0.38	0.38
Overberg	1.9	0.25	0.26	0.26	0.27	0.27	0.28
Eden	0.62	0.56	0.53	0.57	0.57	0.57	0.58
Cape Winelands	0.62	0.72	0.72	0.73	0.73	0.73	0.74
*Figures illustrate Medium/High population projections							

The table below illustrates the percentage of the population in the urban and rural areas for the different district municipalities.

[6] City of Cape Town, Cape Town SDF: Technical Report. Draft report, 2009. Western Cape Socio Economic Profile: Central Karoo District 2007, Western Cape Socio Economic Profile: West Coast District 2006, Western Cape Socio Economic Profile: Overberg District 2006, Western Cape Provincial Economic Review and Outlook: 2006, Cape Winelands District Growth & Development Strategy, 2006, Eden District Municipality IDP 2007-2011

Table 5-3 Western Cape Population: Urban/Rural

District/Metro Municipalities	% Urban	% Rural
Cape Town	99.0	1.0
Cape Winelands	67.2	32.8
Eden	81.3	18.7
West Coast	64.7	35.3
Overberg	64.7	35.3
Central Karoo	67.0	33.0
Total	74.0	26.0

5.2.4.1 Socio-Economics

South Africa – and the Western Cape - has a unique social structure, in that a significant portion of the lower income classes live in rural settlements far from the available job opportunities. These people, who are mostly unskilled and are employed as domestic workers, gardeners and labourers, have to travel far to reach job opportunities. Transportation costs are high in relation to income, and can take as much as 30% of a commuter's wages.

The vulnerability of lower income groups to changes in the cost of public transport is significant. About 25% of households spend more than 20% of their income on public transport (NHTS, 2003) and indications are that transport costs have increased disproportionally since the National Household Travel Survey was undertaken and that the proportion of income spent on transport has increased.

What is clear is that energy will become more expensive in the foreseeable future, and that this will affect the cost of transportation. This will affect the rural poor more than people in the urban areas, and this aspect should receive urgent attention in provincial transportation planning.

The challenge with respect to long term planning lies in providing a transportation system that will support economic development, alleviate poverty and provide equitable access.

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5.3 EXISTING AND FUTURE HOUSING DEVELOPMENT

5.3.1 Public housing projects

One of the new strategic goals of the Human Settlements department is to accelerate the provision of housing opportunities including the prioritisation of serviced sites. The department's 5 year strategic plan indicates that it will increase the provision of serviced sites (and reduce the number of houses built) over the next 5 years in order to accelerate the provision of housing opportunities to more inadequately housed citizens. The 5 year strategic plan states that housing provision will prioritise projects in the leader towns as identified in Growth Potential of Towns Study undertaken in 2004 and again revised in 2010. These leader towns have been mapped in Figure 5-2.

Currently an average of 19 000-20 000 housing units per year are being provided in the province. Figure 5-4 indicates the spatial distribution of recent housing projects in the Western Cape. The DORA allocations for the next three years have already been approved and this could mean that the provision of housing will remain at this rate. Figure 5-5 indicates the spatial distribution of the DORA allocations across the Province.

The strategic plan also indicates that there will be an emphasis on addressing the **existing housing backlog rather than accommodating new growth**. This means that the provision of public housing is likely to have a minimal impact on the provision of new transport as housing investment will not stimulate a significant shift in the distribution of

people in the Province. Rather, the increased capacity to transport additional people in existing areas will be required.

The provincial backlog is estimated at approximately 409 827 housing units but given that the City of Cape Town's backlog is estimated to be 400 000 units, it is more likely to be closer to 500 000 (Department of Human Settlements Annual Report, 2010).

Table 5-4 provides an overview of the backlog per district municipality.

Information on the 5 year plans for housing has been derived from Human Settlement Departmental reports and strategic plans.

Table 5-4 Existing Housing Backlog in the Municipalities of the Western Cape. Source: Human Settlements 5 year strategic plan 2010/2011-2014/2015

	Number of households			
Local Authority	**Informal housing with no access to basic sanitation (excluding BD)**	**Informal housing with access to basic sanitation (excluding BD)**	**Backyard dwellers (BD) with access to shared services**	**Total Existing backlog**
City of Cape Town	**100**	**120 000**	**180 000**	**300 100 (CoCT estimates this figure at 400 000)**
Cape Winelands District	**2039**	**7308**	**29 175**	**38 522**
Langeberg	0	628	4635	5263
Breede Valley	470	2041	5180	7691
Drakenstein	1189	2112	10 200	13 501 (Drakenstein estimates 2 600)
Stellenbosch	10	300	7560	7870
Witzenberg	0	2227	1600	3827
Farmland in the Cape Winelands	370	0	0	370
Eden	**8376**	**7491**	**19 513**	**35 380**
Bitou	2190	98	1057	3345
George	0	3470	6130	9600
Hessequa	126	95	3402	3623
Kannaland	50	0	1030	1080
Knysna	4737	2753	1539	9029
Mossel Bay	0	950	3490	4440
Oudtshoorn	273	125	2865	3263
Farmland in Eden	1000	0	0	1000

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	Number of households			
Local Authority	**Informal housing with no access to basic sanitation (excluding BD)**	**Informal housing with access to basic sanitation (excluding BD)**	**Backyard dwellers (BD) with access to shared services**	**Total Existing backlog**
West Coast	**992**	**2346**	**12 538**	**15 876**
Berg River	0	0	565	565
Cederberg	205	512	830	1547
Matzikama	188	485	1155	1828
Saldanha Bay	0	1045	4996	6041
Swartland	249	304	4992	5545
Farmland in the West Coast	350	0	0	350
Overberg	**2650**	**4348**	**10 429**	**17 427**
Cape Agulhas	322	0	620	942
Overstrand	0	2683	4749	7432
Swellendam	322	100	820	1242
Theewaterskloof	1156	1565	4240	6961
Farmland in the Overberg	850	0	0	850
Central Karoo	**450**	**72**	**2000**	**2522**
Beaufort West	0	72	1182	1254
Prince Albert	0	0	660	660
Laingsburg	0	0	158	158
Farmland in the Central Karoo	450	0	0	450
Provincial Total	**14 607**	**141 565**	**253 655**	**409 827**

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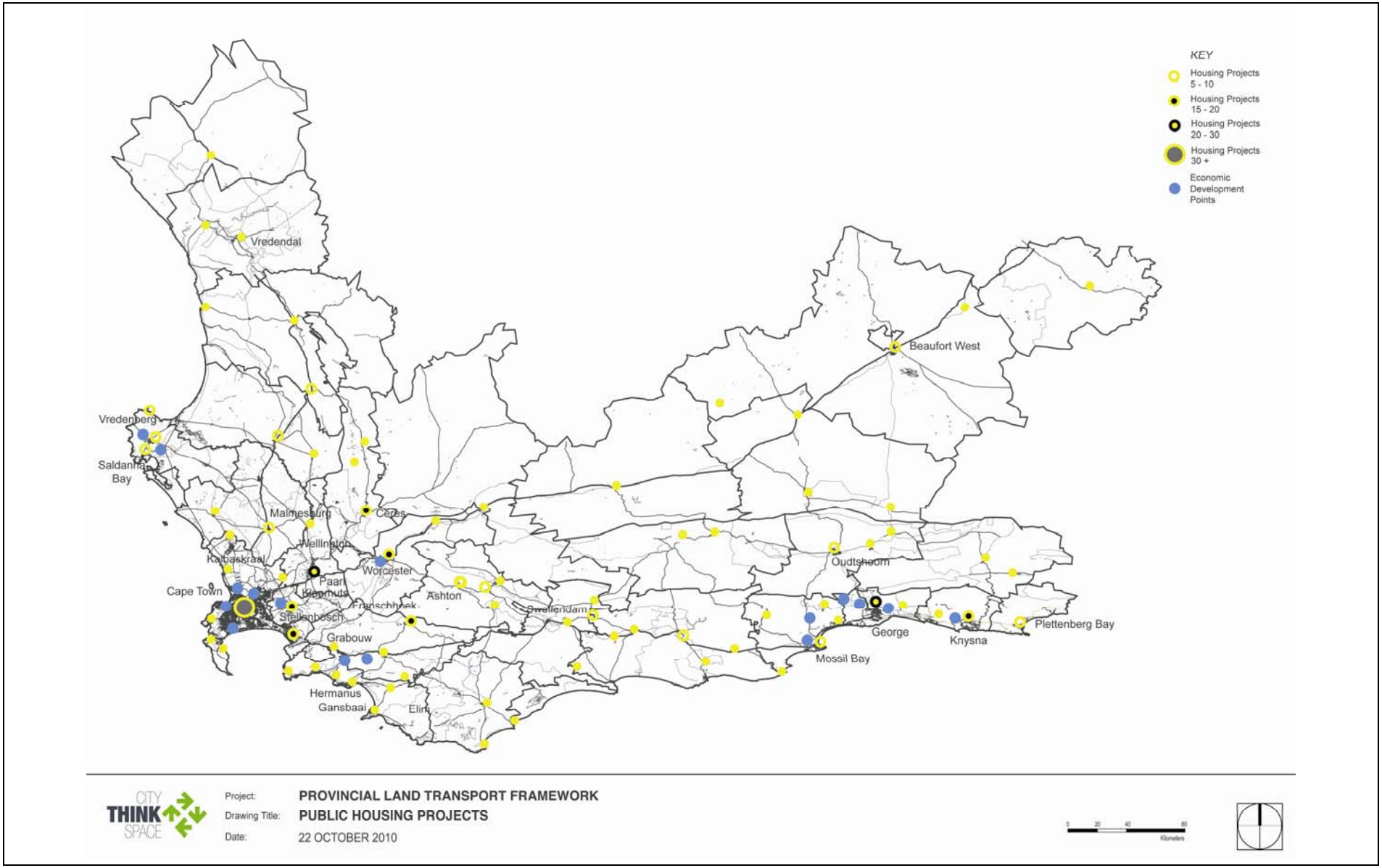

Figure 5-4 Public Housing Projects

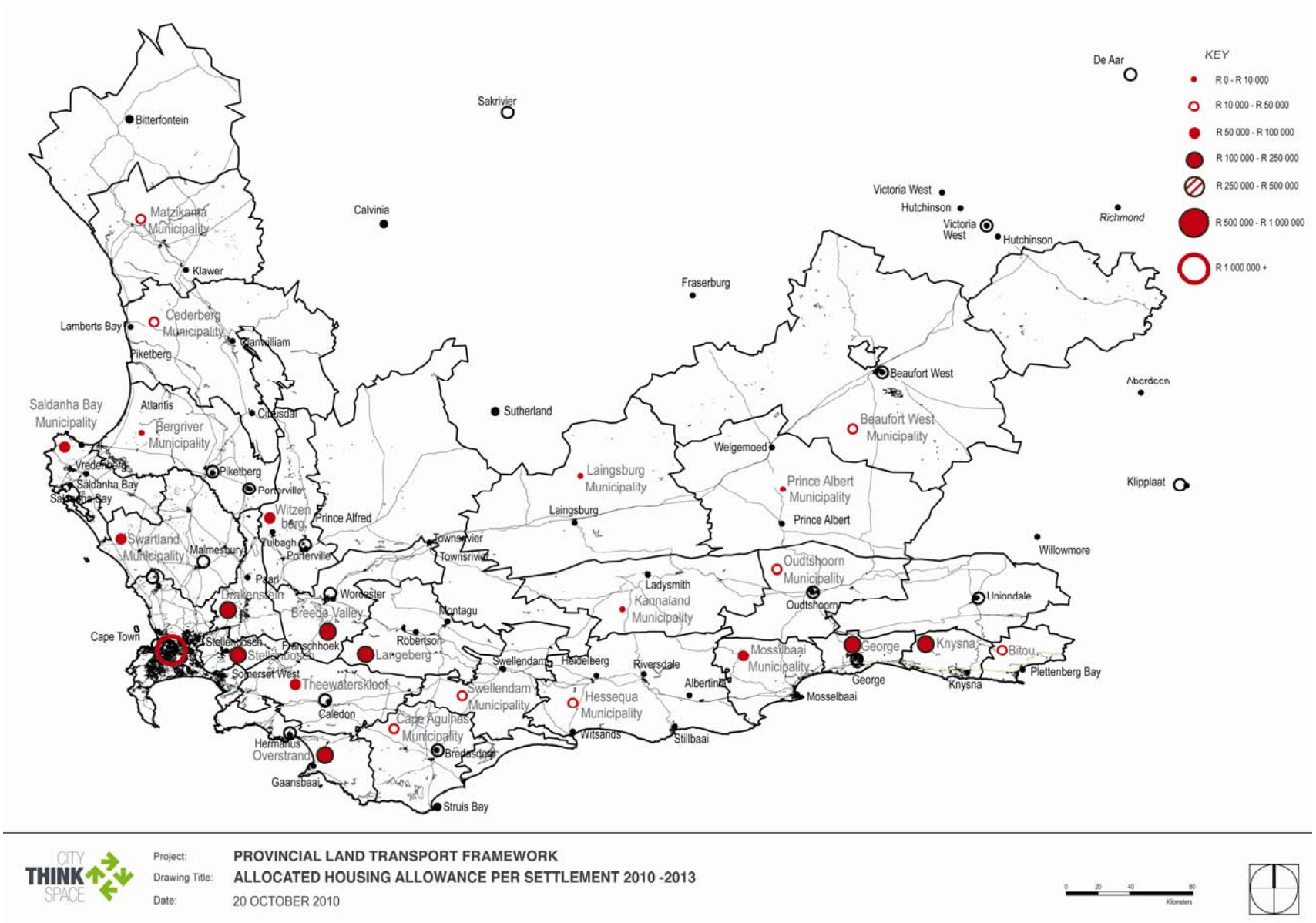

Figure 5-5 Allocated Housing Allowance per Settlement 2010-2013

5.3.2 Future housing development

The DORA allocations for the Western Cape municipalities provide an indication of the extent and location of housing development until 2013. PGWC has decided to only provide serviced sites due to the huge housing backlog. Municipalities could potentially decide to use the approved allocations to provide serviced sites only or serviced sites and housing units. The subsidy for a serviced site is approx. R25 000 and R75 000 for a house. The total subsidy if a serviced site as well as a house is provided, will be R100 000.

The DORA allocations for the local municipalities within the province are listed in Table 5-5 below and have been spatially shown in Figure 5-5.

Table 5-5 DORA Allocations for the Local Municipalities within the Province. Source: Provincial Gazette 6703. 1 March 2010

Category	District Municipalities	Number	Municipality	Allocation R 000	MTEF outer years R 000	
				2010/11	2011/12	2012/13
A			City of Cape Town	764 449	904 806	902 007
B	DC1	WC011	Matzikama	7702	8923	8529
B	DC1	WC012	Cederberg	6518	7551	7218
B	DC1	WC013	Bergrivier	2381	2758	2636
B	DC1	WC014	Saldanha Bay	25 453	29 486	28 187
B	DC1	WC015	Swartland	23 363	27 065	25 873
B	DC2	WC022	Witzenberg	16 125	18 690	17 857
B	DC2	WC023	Drakenstein	56 885	65 899	62 996
B	DC2	WC024	Stellenbosch	33 160	38 414	36 721
B	DC2	WC025	Breede Valley	32 405	37 540	35 886
B	DC2	WC026	Langeberg	22 175	25 689	24 557
B	DC3	WC031	Theewaterskloof	29 330	33 977	32 480
B	DC3	WC032	Overstrand	31 314	36 276	34 678
B	DC3	WC033	Cape Agulhas	3969	4598	4395
B	DC3	WC034	Swellendam	5233	6062	5795
B	DC4	WC041	Kannaland	4551	5272	5039
B	DC4	WC042	Hessequa	15 265	17 684	16 905
B	DC4	WC043	Mossel Bay	18 708	21 672	20 717
B	DC4	WC044	George	40 449	48 858	44 794
B	DC4	WC045	Oudtshoorn	13 748	15 927	15 225
B	DC4	WC047	Bitou	14 094	16 327	15 608
B	DC4	WC048	Knysna	38 043	44 071	42 129
B	DC5	WC051	Laingsburg	666	771	737
B	DC5	WC052	Prince Albert	2781	3 221	3080
B	DC5	WC053	Beaufort West	5284	6 121	5851
TOTAL TRANSFERS				**1 214 051**	**1 425 648**	**1 399 900**
Funds retained by the Department				**654 792**	**716 257**	**600 265**

5.3.3 Recent housing development

The Human Settlements Department's Annual Performance Plan provides an overview of recent public housing projects and this information has been shown in Figure 5-4. The table below indicates the number of projects that have been implemented in each of the district municipalities from 2004 to 2009.

Table 5-6 HSS Housing Projects in the Western Cape Province 2004 – 2009. Source: Human Settlement: Western Cape 5 year Strategic Plan

District Municipality	HSS Housing Projects	Percentage (%)
City of Cape Town	540	51.9
Cape Winelands	142	13.7
Eden	141	13.5
West Coast	95	9.1
Overberg	94	9.0
Central Karoo	29	2.8
Provincial Total	1041	100

The above information confirms the department's strategy of allocating resources to address the greatest housing needs, focussing on areas in the province where the need is most as well as areas of high development potential. It also confirms the department's strategy to focus on addressing existing housing backlogs.

5.4 EXISTING AND FUTURE ECONOMIC DEVELOPMENT

5.4.1 Leading economic sectors within the province

The Gross Value Addition (GVA) of a region is the value of the output produced minus the inputs (intermediate consumption) used for production and thus indicates the economic activity in that region. Figure 5-6 illustrates the total GVA in relation to the current road infrastructure of the Western Cape. This figure shows that all the economic activity is concentrated along the major transport infrastructure routes and a positive relationship exists between transport and economic activity. This causal direction, however, is not always clear.

Figure 5-7 illustrates the key performance sectors for the different sectors in the Western Cape Province represented by the number of people employed in each sector. This map indicates that agriculture plays the biggest role in the West Coast, Cape Winelands, Central Karoo and the Overberg. However, the agricultural sector shows the biggest decline in growth in the next 25 to 50 years for these regions. Other sectors such as retail/wholesale and community and social services also contribute to the growth of a region. Sectors which will grow substantially in the Western Cape in the following years are construction, business services, transport, finance and real estate business specific to the City of Cape Town. These trends thus show that more and more focus will be on financial and commercial activities and that there will be a decline in agriculture activities.

Table 5-7 shows the Gross Domestic product by activity in the Western Cape and it also indicates that the tertiary industries, especially finance, real estate and business services, contributes the most to the provincial GDP. The secondary industries such as manufacturing, also plays a major role in the economic activity of the Province. The primary industries such as agriculture (and to a far lesser degree mining) do not add substantially to the GDP, but are significant employers in the province (see Figure 5-7). Although the agricultural sector is one of the major growth drivers in the province, an alarming trend currently within the province is the rate at which valuable agricultural land is being developed. The concentration of the key sector output is shown in Figure 5-8.

Table 5-7 Gross Domestic Product by Activity in the Western Cape. Source: NATMAP, Phase 1, p.35

Constant 2000 prices	2005	
	% Change	Value (R Million)
Industry	4.7	7,063
Primary Industries	4.8	6,774
Agriculture, forestry and fishing	1	290
Mining and quarrying	6.3	35,948
Secondary Industries	5.3	27,155

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Constant 2000 prices	2005	
	% Change	Value (R Million)
Manufacturing	3.8	2,590
Electricity and water	12.3	6,203
Construction	5.7	107,164
Tertiary Industries	6.3	24,697
Wholesale & retail trade; hotels & restaurants	6.5	16,325
Transport and communication	6	44,303
Finance, real estate and business services	5.3	7,458
Community, social and other personal services	2.9	14,381
General government services	5.8	150,176
All industries at basic prices	4.4	14,261
Taxes less subsidies on products	5.7	164,437
GDPR at market prices	4.7	7,063

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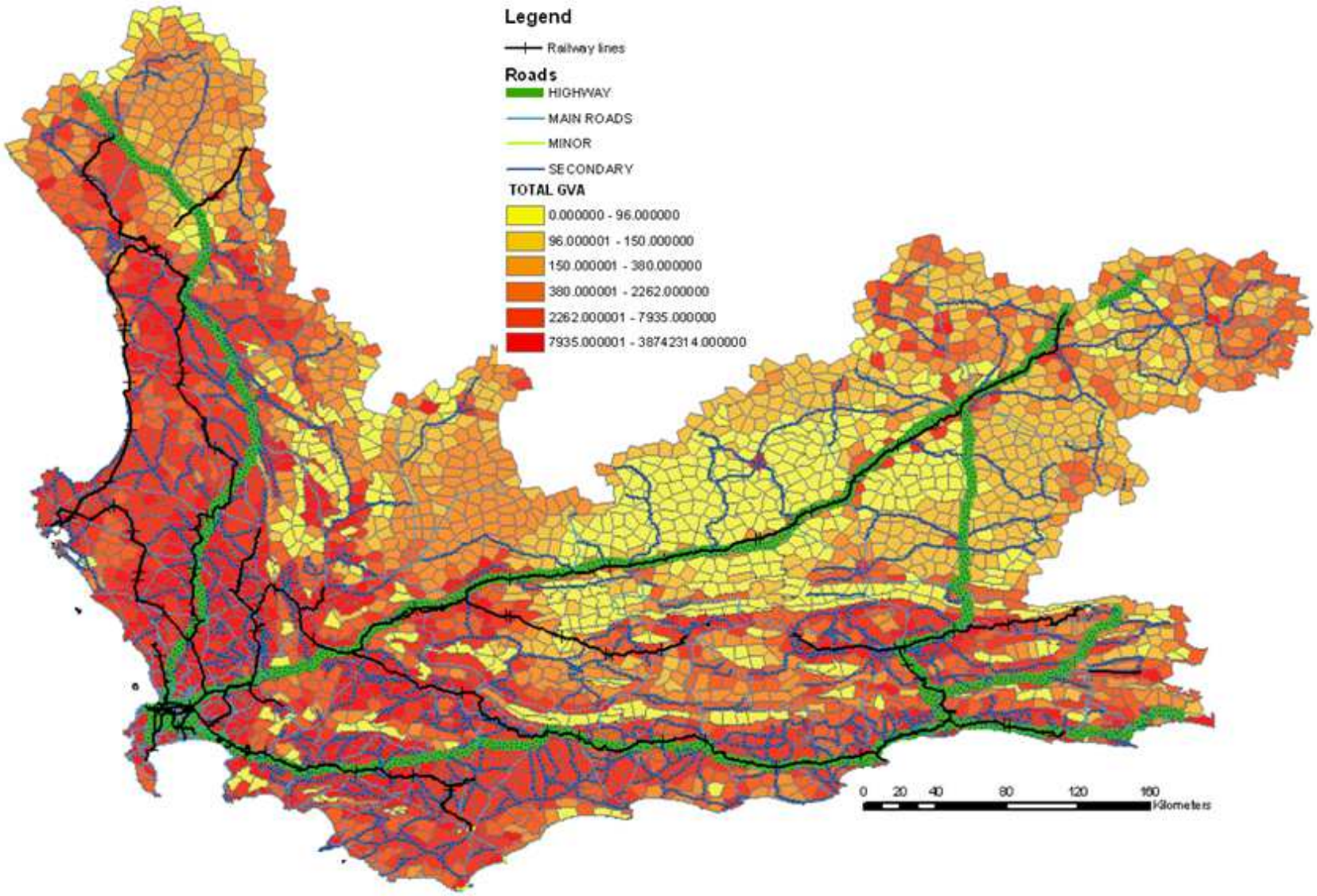

Figure 5-6 Total Gross Value Added (GVA) and Current Road Infrastructure of the Western Cape

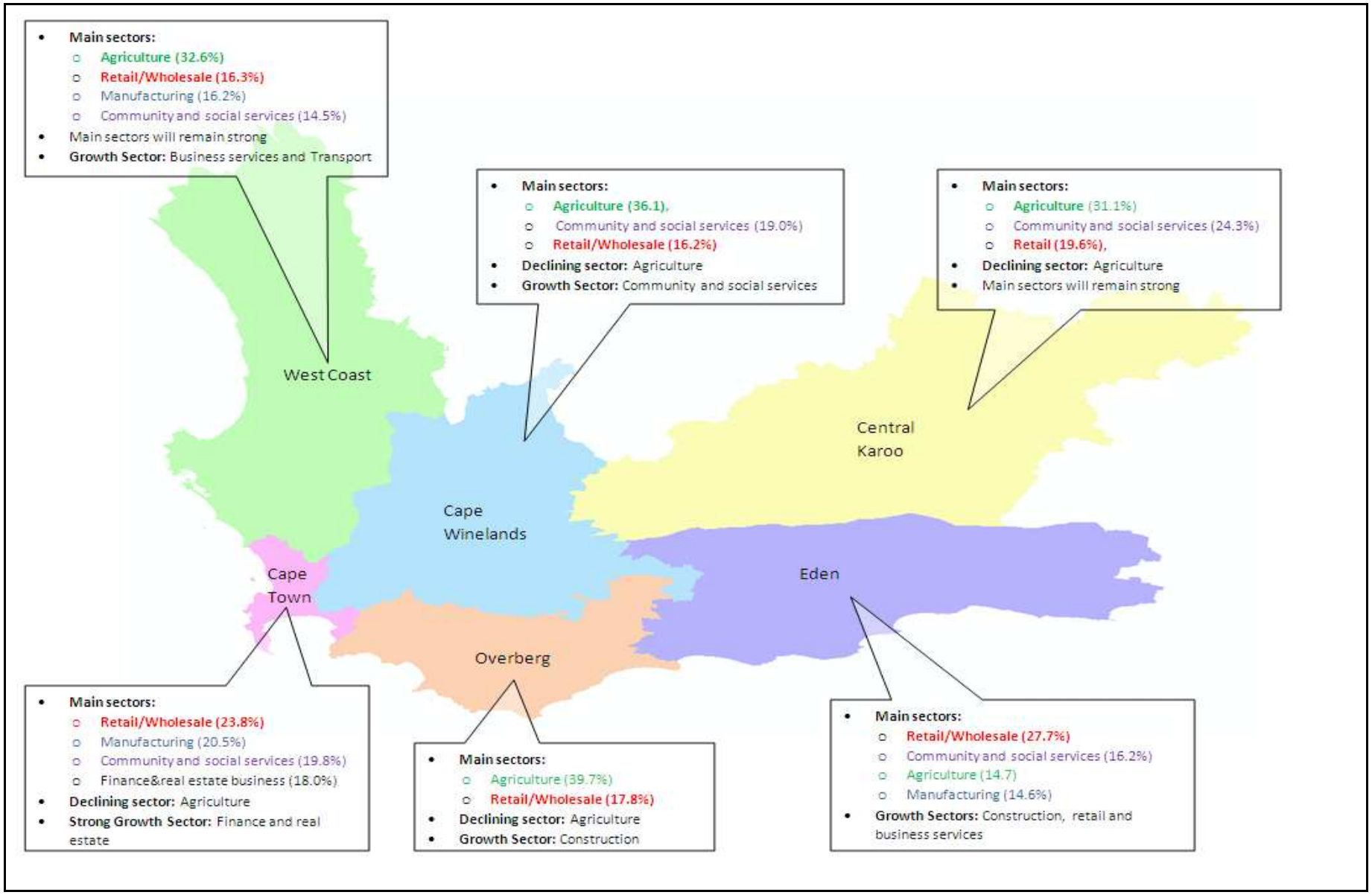

Figure 5-7 Key Performance Sectors in the Western Cape Province

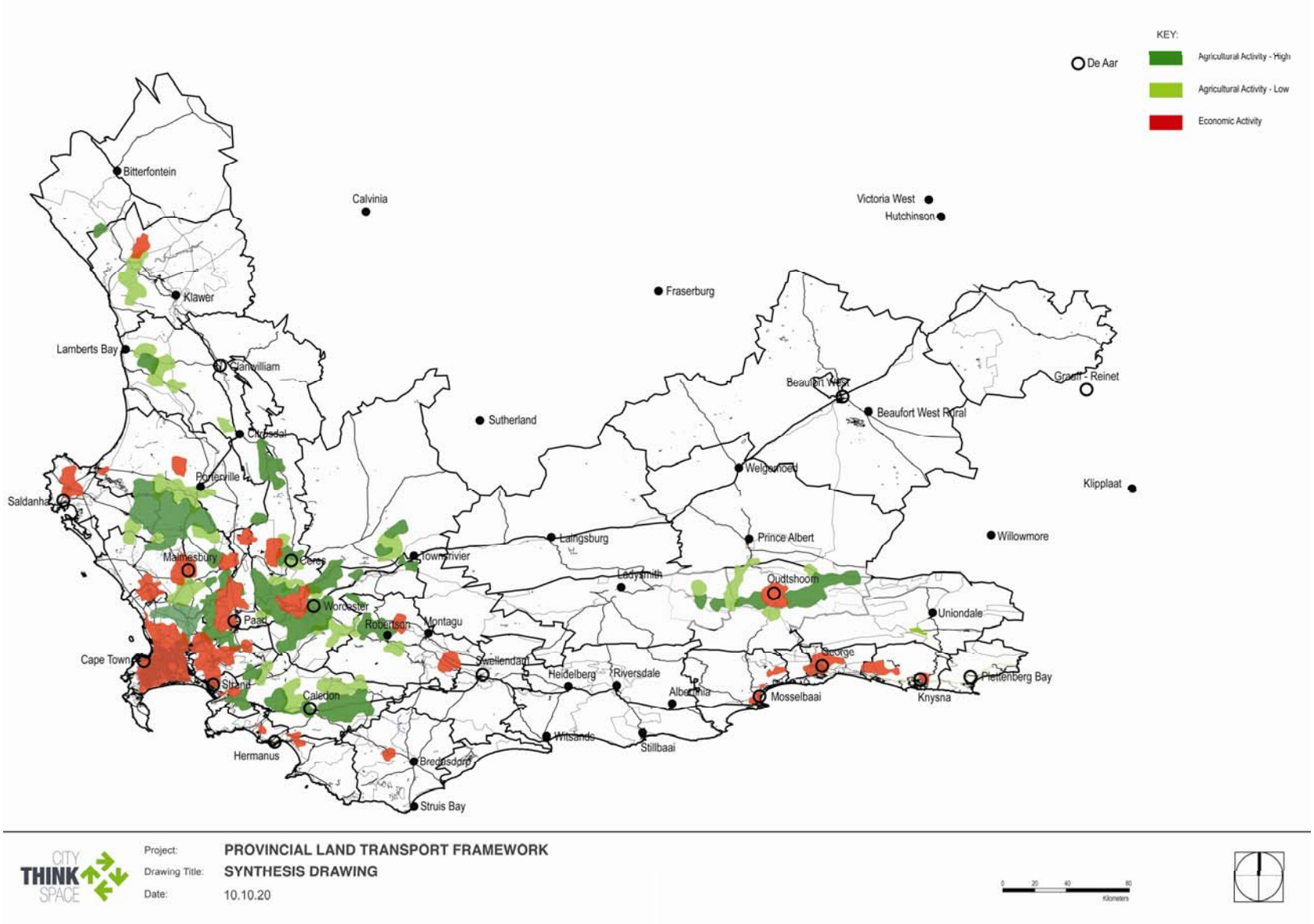

Figure 5-8 Concentration of the Key Sector Output

The province has previously identified various economic sectors which should be consolidated and further developed. These sectors are:

- Oil and gas provision and downstream metals processing: Saldanha Bay
- Petrochemicals: Mossel Bay
- Agriculture and food processing: Overberg and Eden
- Agro-processing: George/Mosselbay/Knysna
- Boat building: Cape Town
- ICT, call centres and BPO: Cape Town
- Tourism: Province-wide, with the greatest potential along tourism corridors proposed by the PSDF

The following significant spatial components have been identified in the PSDF as the key areas of economic growth and employment opportunity. This is shown in Figure 5-9:

1) Metropolitan Area: City of Cape Town

- Highest locality of growth potential and human need (poverty, unemployment, crime, ill health and housing) and rapid immigration rates – highly diversified communities;
- Port city and top rated international tourist destination with linkages to Boland part of Winelands District (Paarl, Wellington and Stellenbosch);
- High resource constraints (water, electricity, sanitation and waste disposal) and a decline in transport infrastructure (both road and rail infrastructure, including passenger services).

2) Regional motor 1: Saldanha-Vredenburg

- Emerging industrial port of Saldanha-Vredenburg services key sectors: oil and gas, iron ore exporting and steel processing;
- High industrial development potential contrasted by proximity of highly sensitive and internationally renowned lagoon/wetlands system.

3) Regional motor 2: Southern Cape

- Consists of Mossel Bay, George, Knysna and Plettenberg Bay;
- Diversified economy (industrial, tourism and construction sectors) with seasonal vulnerability;
- Highly sensitive lakes and mountain ecosystems.

4) Regional development corridor 1: Breede River Valley

- Linking the City of Cape Town to the Southern Cape;
- Linking agricultural areas between the Southern Cape and Saldanha-Vredenburg industrial nodes;
- Potential for public road-rail services to address commuter congestion emerging on N2 between Mossel Bay and Knysna;
- Possibility for urban development.

5) Regional development corridor 2: Olifants River Valley

- N7 rail and road links to northern parts of Province (Clanwilliam, Citrusdal and Vredendal);
- Linking industrial areas between the City of Cape Town to Saldanha-Vredenburg especially Atlantis (towns not part of Breede Valley-DEADP);
- Accelerated growth potential: increased agricultural potential along Olifants River as well as tourism;
- Possibility for urban development.

6) Regional transport corridors

- N1 road-rail link (freight and passenger) to Beaufort West via Worcester;

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- N2/R316 connecting agricultural and ecologically significant Agulhas Plain (tourism potential).

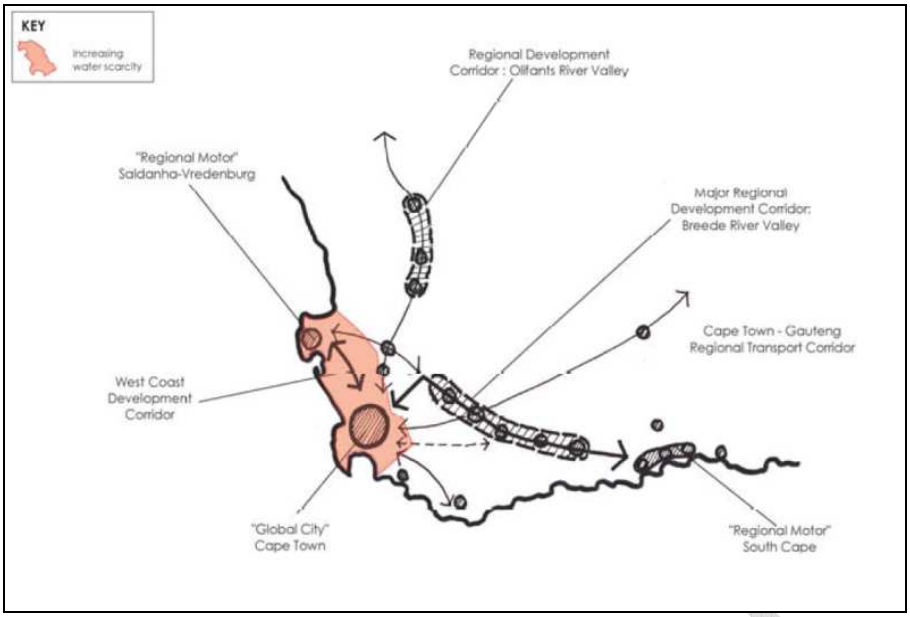

Figure 5-9 Spatial Components persuade as key areas of economic development. Source: PSDF, 2009

5.4.2 The Growth Potential of Towns in the Western Cape Study

Within the province, two main regions are identified as possessing particular economic growth potential. These are the Cape Town functional region, which encompasses the adjoining parts of the Overberg, Cape Winelands and West Coast district municipalities and the region adjacent to George, Mossel Bay and Knysna municipalities. Table 5-8 shows the leader and priority towns within the Province identified in the Human Settlements 5 year strategic plan.

Table 5-8 Leader and Priority Towns within the Province. Source: Human Settlement 5 year strategic plan 2010/11-2014/15

Leader Towns	Towns that present both high potential and high need
Vredendal	Ashton
Vredenberg	Ceres
Saldanha	Elim
Swellendam	Franschoek
Malmesbury	Gansbaai
Worcester	George
Wellington	Grabouw
Beaufort West	Beaufort West
Oudtshoorn	Oudtshoorn
Paarl	Paarl
Stellenbosch	Kalbaskraai
Hermanus	Hermanus
George	Klapmuts
Knysna	Knysna
Mossel Bay	Plettenberg Bay

Figure 5-11 illustrates the leader towns and towns with both high potential and high need. It is clear from this map that all the leader towns are situated close to major highways and train lines. The leader towns are clearly concentrated around the Vredenburg-Saldanha area, the Cape Winelands and the George-Mosselbay area.

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5.4.3 Synthesis of CSIR spatial mapping of economic sectors & understanding of the implications of the Cape Town Functional Region

A pattern of concentration around Cape Town, Saldanha and Knysna is clearly distinguishable. The different land uses and economic sectors are all competing for space at the key growth nodes.

The most concentration and therefore also the most competition between land uses and pressure on agricultural land is found around the Cape Town Functional Region as shown in Figure 5-10

Figure 5-10 Cape Town Functional region (OECD Territorial review – Definition of the Cape Town functional Region)

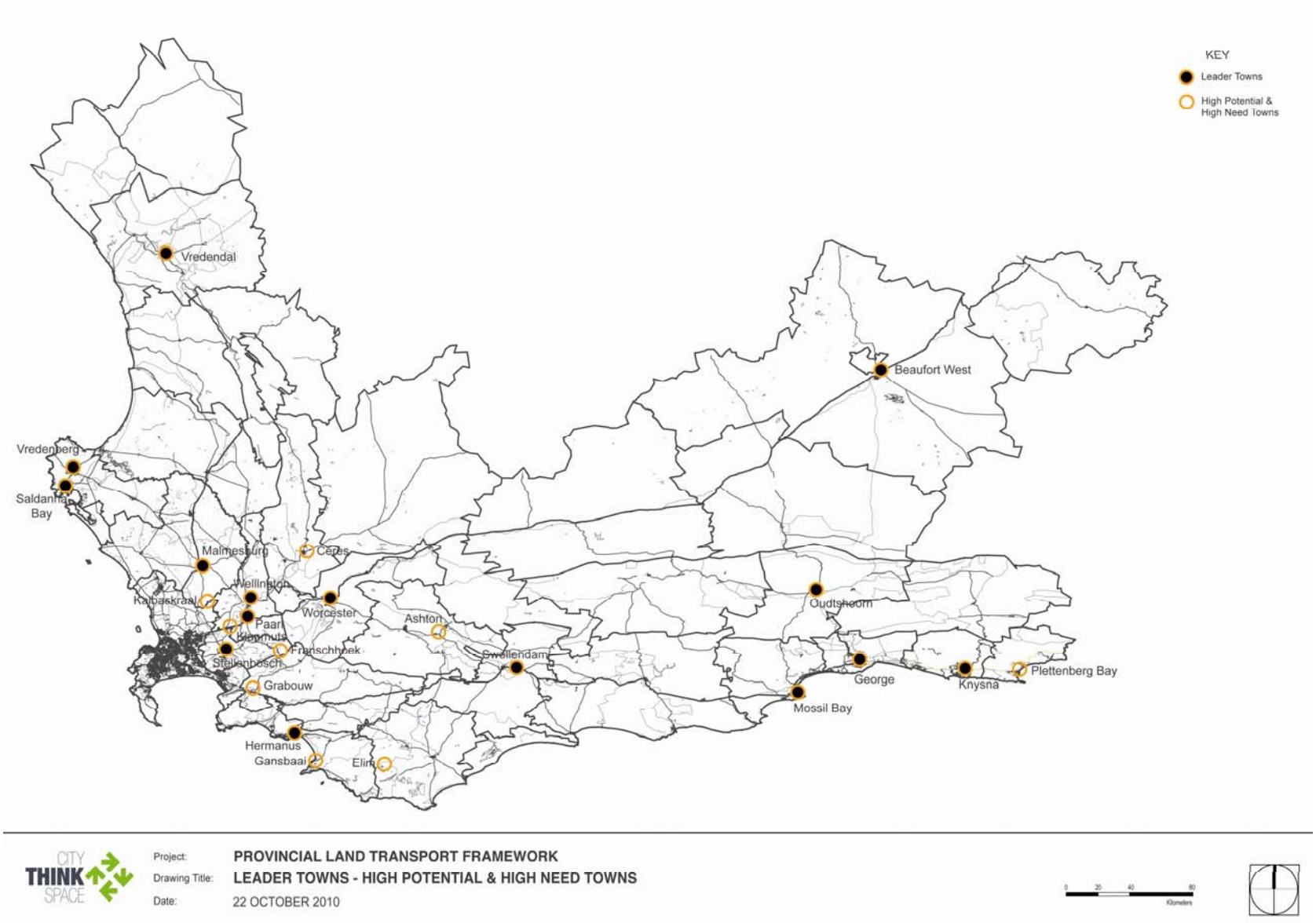

Figure 5-11 Leader Towns - High Potential & High Need Towns. Based on: Human Settlement 5 year strategic plan 2010/11-2014/15

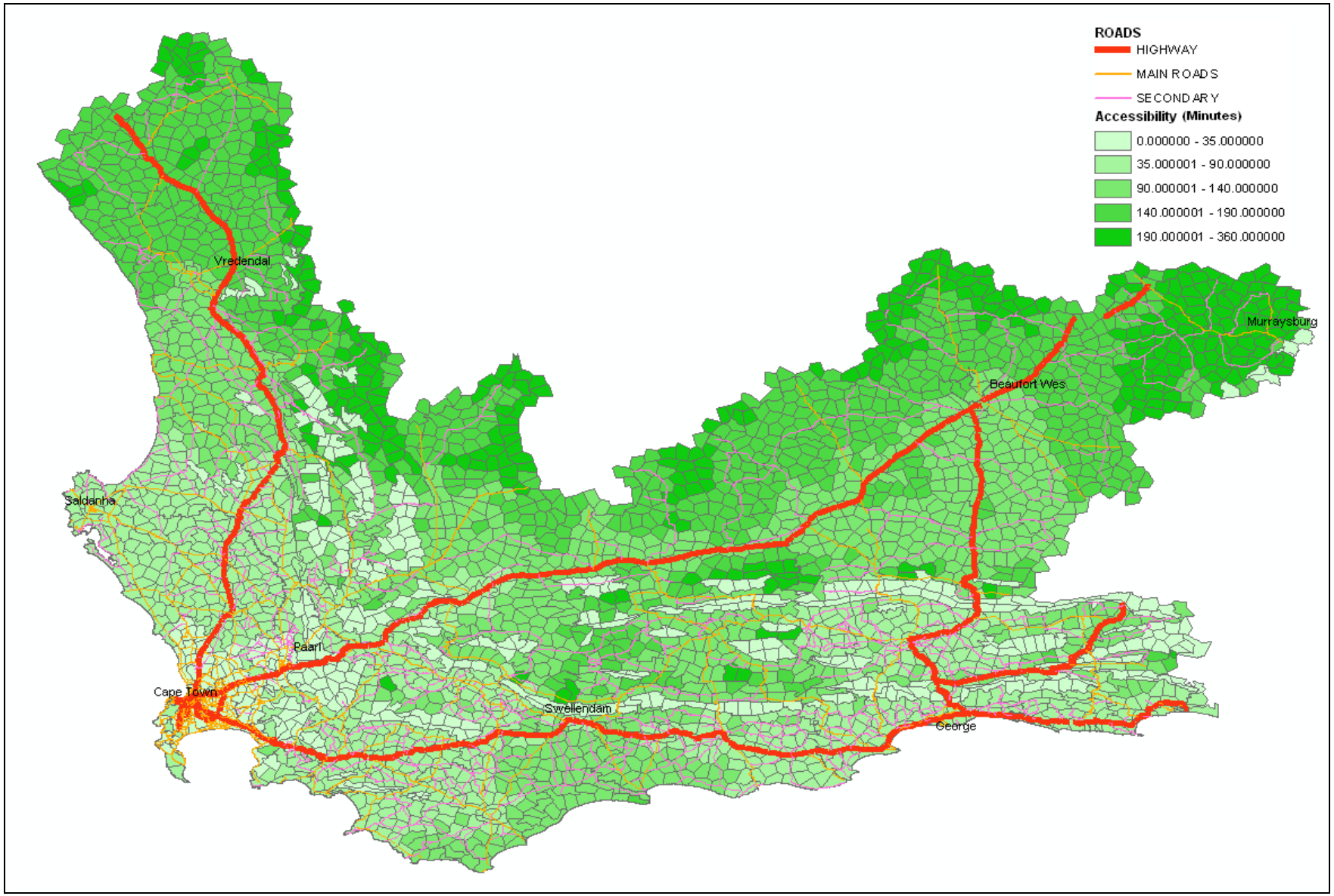

Figure 5-12 Accessibility in the Western Cape Province

5.5 ACCESSIBILITY OF TRANSPORT IN THE WESTERN CAPE

Figure 5-12, above, illustrates the accessibility of the population in the Western Cape. The darker green shows areas that are not accessible, while the lighter green illustrates those areas with higher levels of mobility and accessibility. It should be noted, however, that there are areas within the Cape Town functional region that do not have an adequate level of accessibility and mobility, particularly due to long travel times between residential areas and places of work.

5.6 OTHER DEVELOPMENT INITIATIVES AND SPATIAL DEVELOPMENT INITIATIVES

A number of other initiatives will also inform the roll out of transport in the province. These are listed below and shown in Figure 5-13.

5.6.1 Saldanha IDZ & the Western Corridor Development

Salndanha Bay is recognized as one of the leader towns and identified as a Key Development Growth Node in the Western Cape Province. However, obstacles such as limited service infrastructure provision and a misalignment within existing port planning mechanisms planning need to be addressed for future growth to be optimal. The Saldanha Industrial Development Zone (IDZ) will promote sustainable job creation, increased business activity and stimulate the import and export sector.

5.6.2 Cape Algulhas Tourism Node

Cape Algulhas is likely to become a significant tourism growth node as tourists, especially international tourists, want to increasingly visit the most southern point of the continent. This has been highlighted by the provincial Department of Environmental Affairs and Development Planning.

5.6.3 CBD Regeneration Project

The CBD Regeneration Project is a flagship project of the Department of Transport and Public Works which seeks to leverage its own properties in the CBD to stimulate economic development through the development of partnerships with the private sector. The regeneration project is divided into 6 distinct precincts being the Artscape theatre precinct, the Government precinct, the 'Garage' precinct, the East City Design precinct, the Prestwich Street precinct and the Oude Molen Precinct. It is envisaged that the regeneration projects will create the ideal conditions for business to flourish and grow – hence stimulating employment growth in the CBD. This could have significant movement impacts on the city, and will require an efficient transport system (including a public transport system) to serve these areas for the precincts to function optimally and reach their full economic potential.

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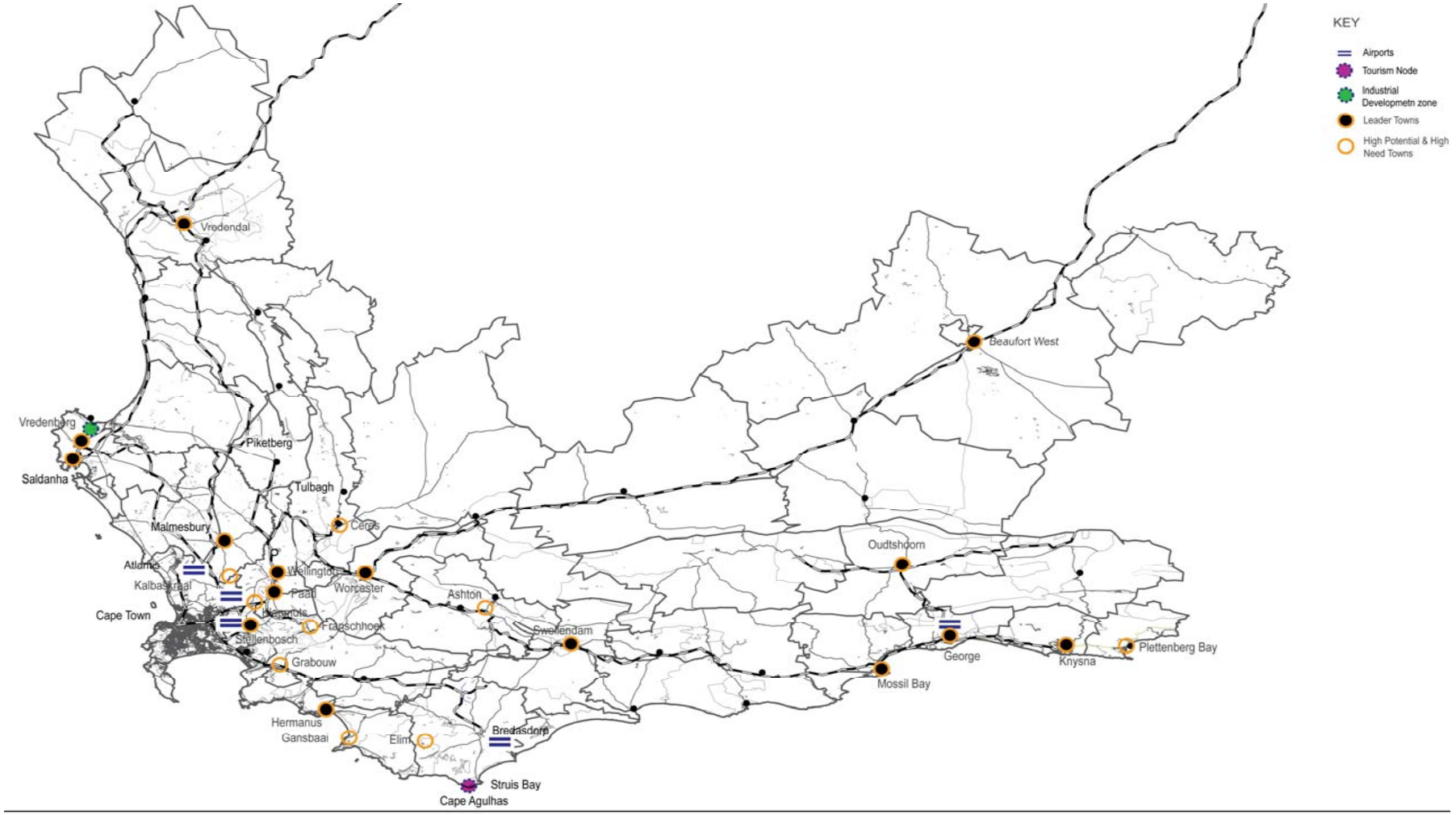

Figure 5-13 Other Development Initiatives

5.7 SUMMARY OF DEVELOPMENT ISSUES

The key spatial issues identified for the Western Cape Province are listed below.

1. The "Growth Potential of Towns" study is recognised as an important informant for ongoing public investment in the Western Cape and forms the basis for the PSDF and Integrated Human Settlement Planning.
2. The current planning framework recognizes the importance of sustainable development, integration, urban restructuring and densification.
3. There is potential for the development of tourism routes and corridors within the province.
4. The province experiences significant in-migration to the metropolitan areas of Cape Town and the Southern Cape with the majority of the population being concentrated in these areas.
5. Peripheral urban development is resulting in the loss of valuable agricultural land.
6. State funded housing is focused on addressing existing backlogs rather than accommodating new growth.
7. Pressure for undesirable, monofunctional low density private residential development continues.
8. Pressure exists for retail development outside of service centres and towns rather than within existing town centres.
9. Gaps in the existing rail network do not support the PSDF tourist route proposals.

The key transport issues identified for the Western Cape Province are:

1. Inadequate public transport operations and infrastructure.
2. Congestion.
3. Pollution & emissions (transport contributes approximately 50% of atmospheric emissions in cities).
4. A lack of universal design in the design of transport facilities, services and infrastructure.
5. Safety and security problems within the transport network.
6. The high cost of transport.
7. Poor mobility and high travel times.
8. Increasing backlogs in the maintenance of transport infrastructure

5.8 IMPLICATIONS FOR LAND TRANSPORT

Current spatial planning policies as well as housing and economic development trends discussed above have specific spatial implications for land transport. These spatial implications are synthesised in this section and highlight the primary issues that need to be addressed in the PLTF as well as highlighting strategic policy integration questions that need to be raised outside of the scope of the PLTF but which have a direct bearing on how the central strategies for transport are framed. The clarification of the overarching spatial strategy for the province is essential to informing appropriate sector interventions across departments and in identifying meaningful projects that can be undertaken to achieve integration. The integration, sustainability and restructuring goals of the Province can only be achieved if the spatial, housing, transport and social services strategies and implementation practices all work towards the same clear spatial goal. Without this common direction, these policies will continue to pull in different directions limiting their potential to achieve real change.

A synthesis of the key spatial considerations for the PLTF strategy is illustrated in Figure 5-14.

Ordinarily the patterns of investment in state funded housing would be an important spatial change that the transport sector would need to respond to. However, in the upcoming 5-year period, the provision of housing in the Western Cape is focussed on addressing the existing housing backlog rather than accommodating new growth.
The development of low-density urban sprawl and malls outside the metropolitan areas of Cape Town and George, as well as on the periphery of small towns, negatively impacts on town centres and promotes the need to use private

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transport, lowers overall densities and ultimately makes public transport less viable. The negative energy, environmental and fiscal implications of these trends are spelt out elsewhere in this report and the vision and principles of the PLTF seek to address these implications. However, while the PLTF can promote public transport based development, it does not have the mandate or legislative capacity to change these patterns of development. Here sector and inter-governmental integration is imperative. What the PLTF can do is identify and prioritise policies, initiatives, guidelines and projects that support integration, densification and appropriate urban design.

Some examples of such priorities are set out below.

The state of the rail network, especially where the rail network is not complete, limits the viability of tourism routes proposals, such as the R62, identified in the PSDF. This gap suggests that, along with the general intent to prioritise the Provincial Rail network, specific areas of the rail network may need to be reinstated or upgraded to support these proposals.

The metropolitan area of Cape Town is growing steadily along with towns such as Stellenbosch and Paarl, just outside the metropolitan boundary. The outcome of this has been a rapid expansion of the urban footprint, comprising primarily higher income, low density development, a continuous loss of agricultural land and increased traffic congestion. A shift away from this trend is the focus of the PSDF and other metropolitan and local spatial policy documents; including densification strategies and the promotion of higher density mixed use development, densification rather than expansion, into new areas and reducing travel demand. These are complemented by transport policies that seek to reduce travel demand through integrated land use and higher densities and environmental policies that seek to protect biodiversity and high potential agriculture and reduce the impacts of excessive trip making on society. Public transport is key to effecting such a change and must become a driving force in future sustainability.

This policy convergence is strong but not comprehensive with a number of contradictory policies working against these aims. An example is the Provincial Road Access Policy that often limits densification along transport routes. Sector alignment is also undermined in implementation through investment and land use decision-making that either deliberately (as a result of conflicting policies, budget constraints or interference) opposes policy intentions or simply follows a narrow sector logic that fails to recognise the integrated impacts of such decisions.

The spatial analysis raises a number of critical questions for the transport sector and related high level Provincial Strategies. These are highlighted in the section below.

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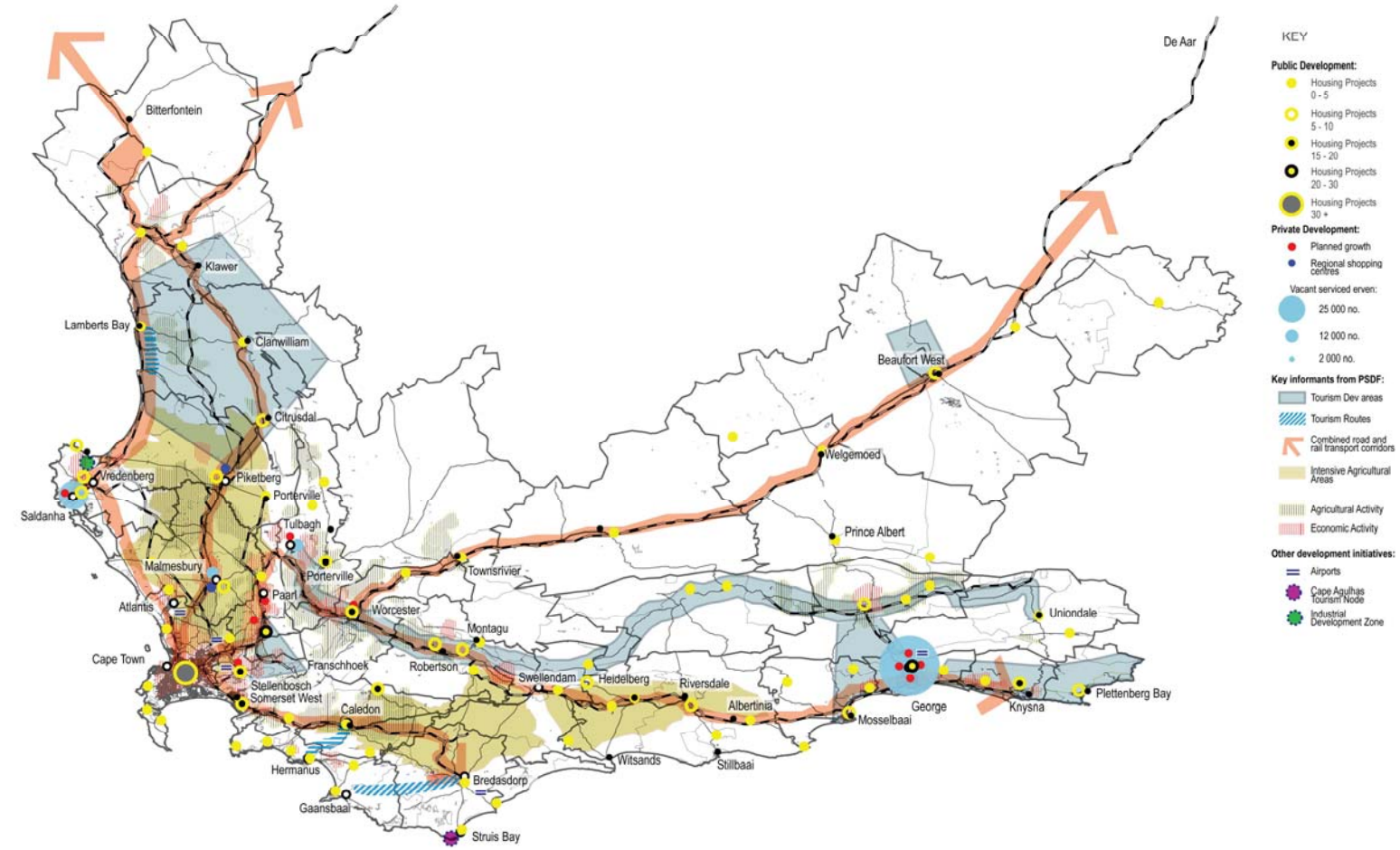

Figure 5-14 Synthesis

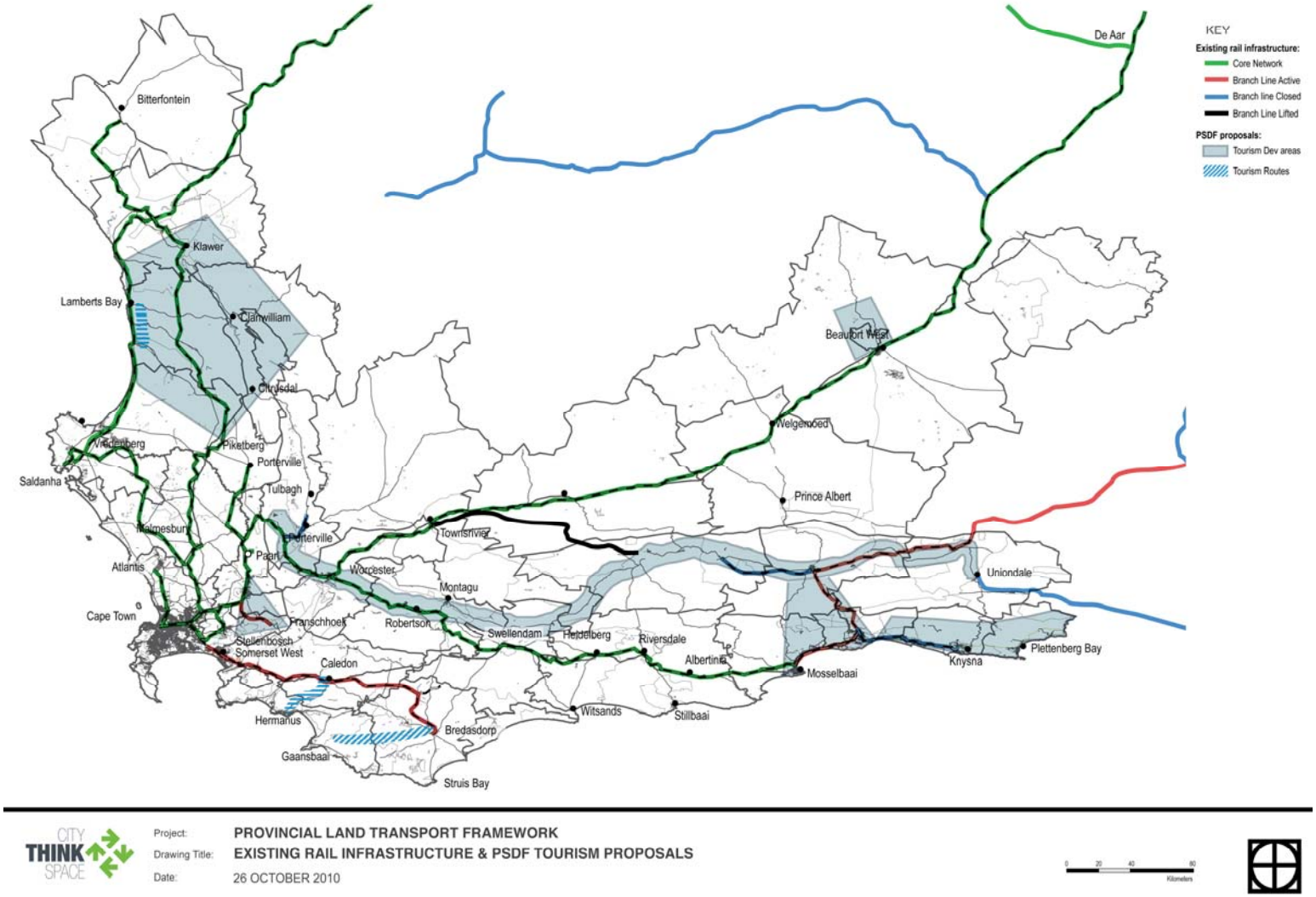

Figure 5-15 Existing Rail Infrastructure & PSDF Tourism Proposal

5.9 INTEGRATED SPATIAL STRATEGY FOR THE PLTF

5.9.1 Spatial scenarios for the transport sector

As highlighted above, the PLTF and other Provincial and local policies share common visions and goals and these frameworks should all work towards achieving the same spatial outcomes. In order to do this the spatial outcome needs to be clear. The PLTF cannot set that spatial direction but for the purpose of clarifying the choices that need to be made, two starkly divergent scenarios are set out here.

The purpose of these scenarios is to paint the two extreme possible spatial futures for the province with respect to where settlement and, by implication investment in infrastructure, should occur and to highlight the implications for the PLTF of each of these. The two scenarios put forward here refer to a ***simplified assessment*** of the Provincial resource base and reflect on the respective impacts and implications of each.
These scenarios recognise that the extent to which Government can direct private sector investment, a significant driver of growth, is constrained by land ownership patterns and economic forces. However public policy is premised on the assumption that some degree of direction can and should be set through the investment and land use management decisions of all spheres of government, especially if this is aligned and integrated.

The first scenario assumes the following:

- The current trend of migration into the metropolitan regions of Cape Town and the Southern Cape continues and that the majority of the population is concentrated into these areas.
- Urban development and growth is not well managed, and low density, mono-functional sprawl-like development continues into the high potential agricultural areas of the province.
- The urban areas of the province (in the Cape Town functional region and the Southern Cape) merge into regional metropolises.
- Chronic under-investment in rural towns and settlements is juxtaposed by increased investment in larger cities and towns.
- Infrastructure development is primarily focussed on the Cape Town and Southern Cape areas, with leader and high potential towns outside of these immediate functional areas being excluded from any significant infrastructure investment.

The second scenario assumes the following:

- The growth management of leader towns and cities is better regulated and structured, creating more functional, dense and efficient urban forms (i.e. the density imperatives of the PSDF are adhered to, the urban edges are held fixed and agricultural land is fully preserved).
- Adequate public transport systems are brought into place for both the urban and non-metropolitan areas of the province, and public investment and infrastructure development is focussed strategically on those leader towns across the province which holds high development potential and high need.

The existing resources that should inform a strategic decision about the future investment in public infrastructure and land use management decisions are:

- The regional biodiversity network, high potential agricultural land, existing road and public transport infrastructure, existing social infrastructure and the location and distribution of identified high potential and high potential/ high need towns

These are highlighted in Figure 5-16 below.

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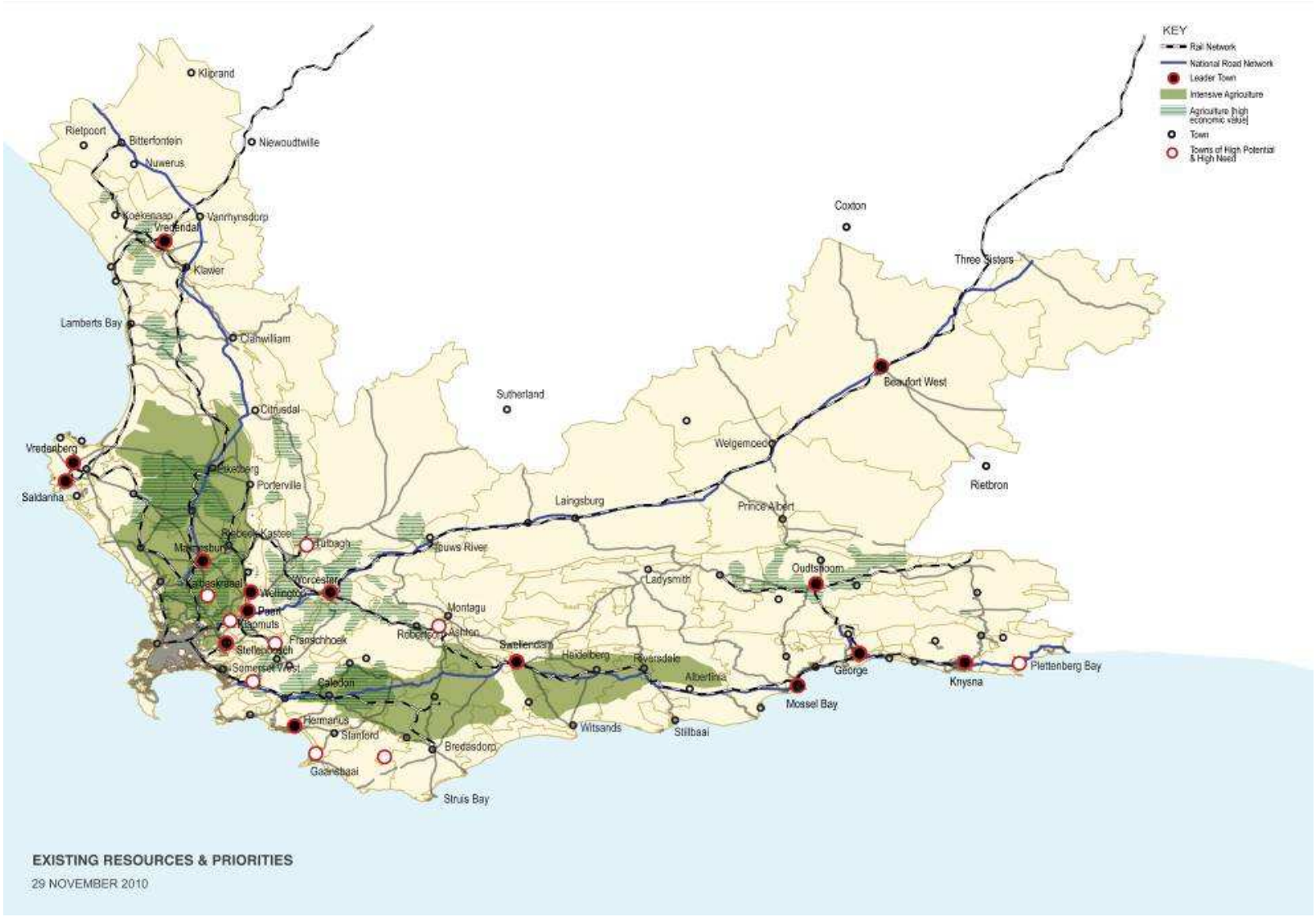

Figure 5-16 Simplified Existing resource base

5.9.2 Scenario: Regional Metropolis

The first scenario assumes that the current trend of migration to the metropolitan regions of Cape Town and the Southern Cape continues and that the majority of the population is concentrated into these areas.

There are several implications of the regional metropolis scenario:

- A significant and overwhelmingly negative implication is the loss of high potential agricultural land concentrated around the Cape Town, Worcester and Stellenbosh areas and the consequent strain on food security resulting from the loss of agricultural land. A further likely consequence is the undermining of the agricultural and agri-industrial components of the Western Cape Economy.

- A second implication is the demise or deterioration of small towns and an acceleration of migration to the metropolitan regions.

- A concentrated development or megacity scenario may also place increasing strain on existing and aging infrastructure. On the other hand, the concentration of the provincial population into 2 to 3 regional nodes offers the potential to optimise a wide range of services and infrastructure in concentrated locations. Directly pertinent to the transport sector is that such concentration would enable a more efficient and potentially more viable "regional" public transport system – depending on the spatial form and density of these 'metropolises'. Conversely, if the urban form is low density in these urban areas, it is likely that the public transport systems will be highly inefficient and heavily subsidised by government.

Scenario 1 is illustrated in Figure 5-17 below.

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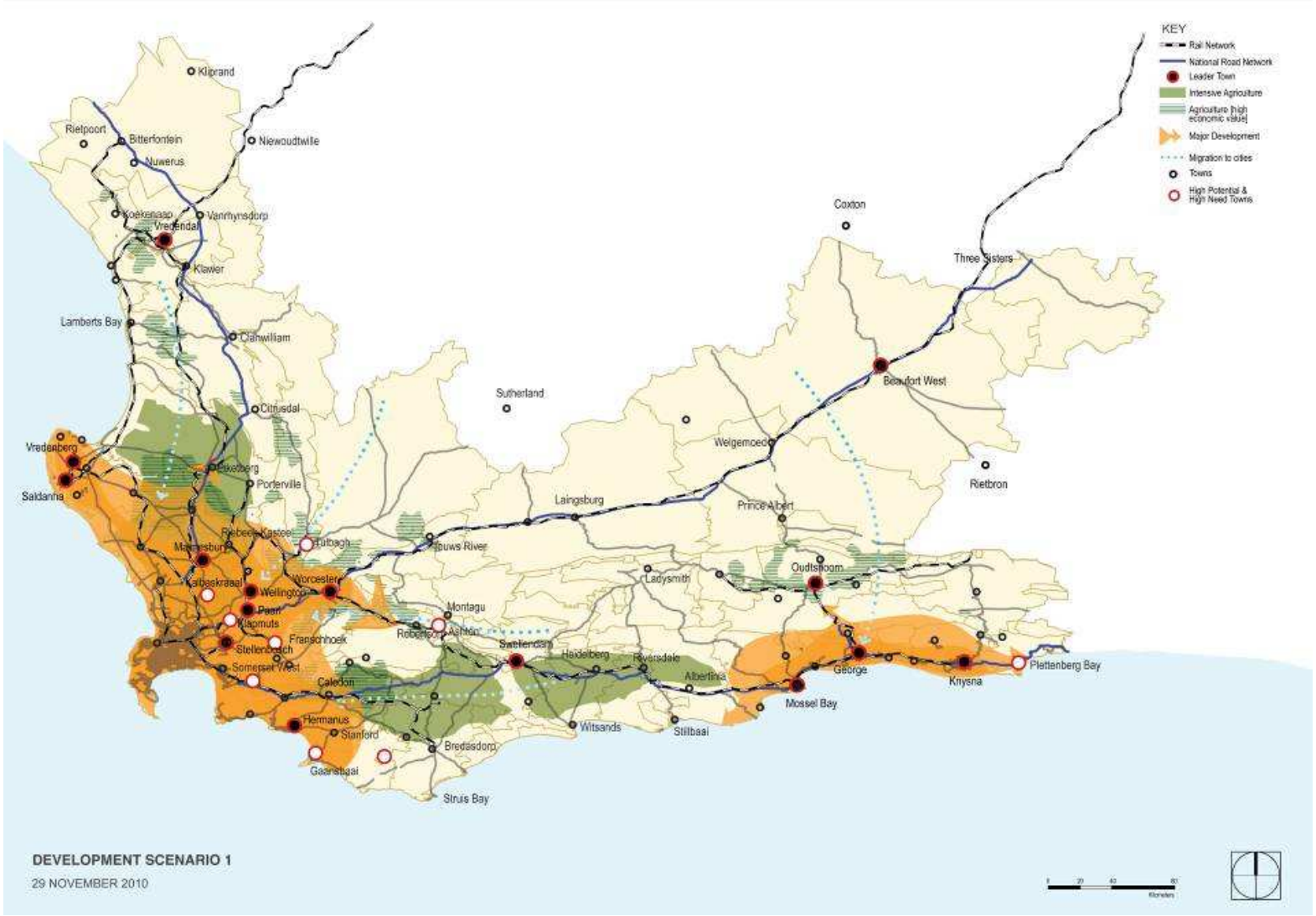

Figure 5-17 Scenario 1 Regional Metropolis

5.9.3 Scenario: A Regional Network of Cities and Towns

The second scenario assumes that growth and investment is distributed across the Province, balancing development between the metropolitan centres and the high potential and high potential / high need towns[7]. The towns function as local service centres for surrounding smaller towns and settlements. At a regional level, these towns are linked to one another by a Provincial and National movement network. Outside the metropolitan areas the primary movements are between rural settlements and their service centres.

The implications of this scenario include:

- A focus on localised movement and investment in medium town public transport services, not necessarily at the expense of the metropolitan areas but requiring a shift in transport spending towards towns.
- A shift in spending on human settlements from the metropolitan and rural areas to the high potential and high potential/high need towns.
- Densification of settlement in regional service centres across the province.
- The concentration of good quality social services within the service centre towns to reduce the need to travel to the metros.
- A concentration of economic opportunity permitting / facilitating regional scale retail in the service centre towns.
- Migration to the metropolitan areas is likely to reverse/slow down

This scenario will require concerted cross district & municipal thinking and planning as the satellite towns served by each of the regional centres often do not fall within the same local or district municipality, and sometimes fall outside the provincial boundary.

For the transport sector, this scenario implies an emphasis on local public transport systems with regional linkages. This may be more costly from a narrow transport perspective than one or two metropolitan public transport systems but the overall costs, taking into account the environmental, social and economic costs are likely to compensate for this.

It is for these reasons that 'Scenario 2' is the most desirable scenario from a transport, human settlement, food security, urban development, efficiency and spatial development perspective. It is clear that increased densities support a more efficient use of infrastructure (transport and other). Similarly, a more dense form of development is supportive of more efficient movement (shorter distances, more pedestrianised urban environments, higher degrees of activity in smaller areas), particularly where the urban environment promotes a mixed use of high density development (albeit not in a uniform manner, but rather in a strategic 'corridor' sense).

Scenario 2 is highlighted in Figure 5-18 below.

[7] Note that this is **not** the same as a 'balanced development' which is a method used to spread resources in a spatially even manner. Rather, this approach looks to balance development between first order urban centres (such as Cape Town) and other leader towns in the province.

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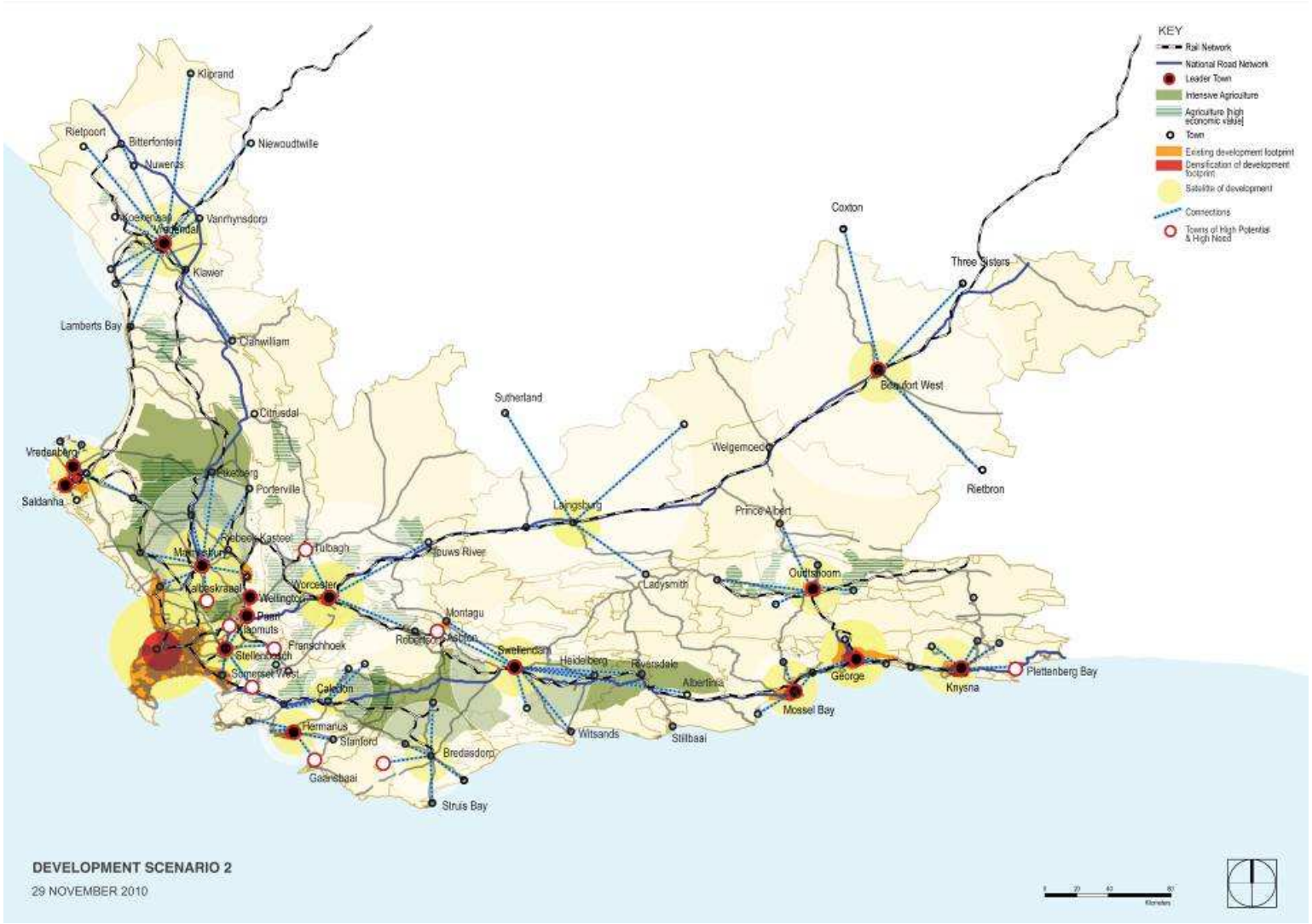

Figure 5-18 Scenario 2 Regional Network of Cities and Towns

The spatial analysis and spatial scenarios raise a number of critical questions for the transport sector, the primary one being: *To what extent can the PLTF and the transport sector influence and intervene in spatial development patterns*?

5.9.3.1 Tools to intervene

The following have been identified as key tools to intervene in the status quo, and promote what would be a more desirable future scenario – similar to what is promoted in Scenario 2.

- The province must influence the national energy debate, creating awareness around the inevitability of peak oil and oil depletion in the medium to long term, and push to have an energy transition in the transport sector.

- The province must seek to influence the planning and implementation of the national rail network, to ensure rail fulfils its role as the backbone of the transport system in the urban areas, and restore a functional level within the non-metropolitan areas.

- The province must have a say in the development of airports, in light of the energy debate.

- The transport sector must use the Growth Potential of Towns study as a basis for informing all infrastructure development in the province (investing in high potential **and** high potential / high need towns)**.**

- The province must push for sustainable land transport modes that are resilient to future energy shocks and ensure public transport is systematically improved over time.

- As a starting point, the transport sector in the province must support densification and integration policies and PSDF proposals relevant at the scale of the settlements.

- Long term cycle costs / full cost accounting must be employed as a decision making tool in infrastructure conceptualisation, approval and development.

5.9.3.2 Possible further work

Possible further work required could be a study into the quantification of costs on both the transportation network, as well as in the broader urban and regional development matrix of the province (looking at all sectors, with economic, social and environmental considerations), if unsustainable development continues into the future.

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6 CHANGES UNDER NEW LEGISLATION: THE NLTA

The National Land Transport Transition Act, 2000 (NLTTA) was repealed by the National Land Transport Act, 2009 (NLTA). The NLTA is the culmination of the transport policy that was embarked upon with the implementation of the NLTTA. Lessons learned and challenges experienced during the transitional phase were addressed in the new Act.

6.1 THE INSTITUTIONAL EFFECTS OF THE NLTA

6.1.1 Responsibilities of the different spheres of government

Section 11 of the NLTA provides for new functions for the different the spheres of government: The functions regarding passenger transport services have been rearranged and Municipalities are now responsible for the planning for and contracting of Public Transport Services. Provinces remain responsible for existing bus contracts, but the function can be assigned to municipalities. The operating licensing function can now be assigned to municipalities if the municipality to which the function is assigned, has the capacity to perform the function. The assignment may be initiated by the Province or the Municipality. Generally, the performance of functions can now be arranged between a provincial government and municipalities as it best suits the specific province and municipality. The Act provides for agreements between the province and a municipality for the joint performance of a function, or agreements between different municipalities for the joint performance of a function.

6.1.2 National Public Transport Regulator

The NLTA centralises the responsibility to deal with interprovincial public transport, imposing that responsibility on the National Public Transport Regulator. The National Public Transport Regulator will-

- Accredit tourist services;
- Oversee public transport in the country as well as the Provincial Regulatory Entities and Municipalities in relation to their land transport functions
- Set national standards & procedures

A mechanism is built into the Act for consultation on applications submitted to the National Public Transport Regulating Entity, as well as for a situation where a Provincial Regulatory Entity unduly delays to or refuses to receive an application for public transport services.

6.1.3 Provincial Regulatory Entities (PREs):

The MEC must establish a Provincial Regulatory Entity as a specialised unit within the Department of Transport and Public Works. The PRE oversees public transport in the province and deals with applications for operating licences for intra-provincial transport outside the areas of jurisdiction of municipalities to which the operating licensing function has been assigned. Provision is made for consultation with planning authorities regarding the applications that the PRE decides on.

The PRE replaces the Operating Licences Board in the Province.

As is the case with the National Public Transport Regulator, the PRE may hold hearings and undertake investigations in terms of the functions that it performs. The Minister, however, still has to prescribe the powers of the PRE in this regard.

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6.1.4 Municipal Regulatory Entities (MREs):

Section 26 (1) of the NLTA states that:

The National Public Transport Regulator, a Provincial Regulatory Entity or a municipality may agree that one of them will undertake the functions of another relating to receiving and considering applications concerning operating licences, either temporarily or permanently, where:

(a) there is a significant travelling of commuters on a daily basis between the areas for which they are responsible;

(b) the nature of transport movements between them would make such an agreement advisable from a transport or land use planning viewpoint; or

(c) for other prescribed reasons.

It is envisaged that an MRE will be established within the City of Cape Town with the intention that the City will carry out the regulatory entity functions for the services operating within its boundaries. This will require several functions to be devolved to the city from the province in order for this to be realised. The broad approach required for this is set out in section 6.3, below.

6.1.5 Transport Planning under the NLTA

The Planning philosophy underpinning the NLTTA has not changed dramatically under the NLTA. The requirement of integration with the Integrated Development Plans and the Integrated Development Framework is now more pronounced and is clarified. Three plans are required:

- The National Transport Strategic Framework
- The Provincial Land Transport Frameworks
- The Integrated Transport Plans by Municipalities.

The Minimum requirements published in terms of the NLTTA remain in force and include the Comprehensive Integrated Transport Plans for larger cities, District Integrated Transport Plans for district municipalities and Local Integrated Transport Plans for local municipalities as part of the Integrated Development Plans required of municipalities. The National Department of transport is currently reviewing these minimum requirements, but it is not expected to change substantially.

6.1.6 Planning Authorities

Planning authorities are responsible for the development of Integrated Transport Plans and "Planning Authority" is defined to mean "a municipality in relation to its planning functions". The NLTA has done away with the concept of a "Transport Authority".

It is possible to combine responsibilities between municipalities and between a province and municipalities. In both cases, the establishment of a public entity for the purpose of the combined exercise of functions is authorised. This could assist in the management of these functions.

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6.1.7 Operator Licensing

The granting of operator licences will depend on the ITP, and if the ITP shows a surplus of operators on a specific route, a moratorium may be imposed on the issue of operator licences for that route or operators may be given alternative routes. To implement these provisions of the NLTA, however, it will be necessary to identify and remove illegal operators before the provisions are given effect to. This aspect needs to receive attention in the safety management plan, to be executed by Transport Inspectors appointed in terms of the NLTA.

The application, evaluation, and issue procedures for operator licences have been standardised and somewhat simplified. The establishment of the National, Provincial and Municipal Regulating Entities however will require a properly managed process in order to smooth out the transition from the Operator Licensing Board to the Regulating Entity. The Western Cape needs to investigate the rationalisation of these functions to determine an optimal structure for its performance. Joint performance of the functions may provide a cost effective solution, as well as ensure the efficient performance of the function.

6.1.8 Contracting for Public Transport Services

Contracting for public transport services has been consolidated in the NLTA. The first round of contracts may be negotiated and may last up to 12 years, after which the contracts must be put out to tender. Where a contract is awarded, the operator automatically qualifies for an operating licence.

All existing permits must within a period of seven years after the commencement of the Act, be converted to operating licences. This action will have to be carefully coordinated and planned. The Province will need to assist municipalities in the process, as permits that have not been converted after the expiry of the seven-year time period, lapse without compensation.

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6.2 REGULATIONS

The process of rationalisation of the Regulations in terms of the NLTA and the repeal of superfluous Regulations issued in terms of the NLTTA has not yet been finalised by the national Department of Transport. The Province needs to ensure that it is clear on which legislation has been rendered superfluous through the issue of the new Regulations in terms of the NLTA.

In addition, the MEC's powers to make Regulations will be evaluated against the need for regulations and provincial regulations to regulate the matters that are necessary, such as the operational requirements of the PRE, will be addressed.

6.3 THE IMPLEMENTATION OF THE NLTA

The following broad steps **must** to be undertaken in the 2011/12 financial year by the City of Cape Town and Department of Transport and Public Works:

- A joint plan must – in conjunction with the affected municipalities – that will set out how the various functions will be devolved – as set out in the NLTA. Such a plan **must, as a minimum, consider** and **make proposals** for:
- Institutional Arrangements moving forward
- Operating Licence functions
- Land Transport Law Enforcement

- Contracting Authority Functions and Form
- The Municipal Land Transport Fund.

The plan will result in an actionable phased-in approach over a pre-determined and agreed period of time – shorter than a three year time-period (fully transferred by the end of the 2013/14 financial year).

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7 PUBLIC TRANSPORT STRATEGY

The need for transportation is a derived demand from economic activity and land use. For the further growth and development of the Province, it is important that access to safe and efficient transport is maintained and increased. Transport has a critical role to play in ensuring that the Western Cape Province achieves the goal of creating an equal opportunity society for all.

The following sets out the key transport issues and trends relevant to the Public Transport Strategy:

- Public transport is over-utilised during peak times, with a particular shortfall in commuter rail (insufficient rolling stock, with existing rolling stock being outdated and in a poor condition);
- Congestion on the roads, particularly due to increasing private car usage in Cape Town, causes a loss of millions of Rands to the provincial economy;
- Inadequate and ageing public transport infrastructure, such as the rail signalling system.
- The transport sector makes a contribution of over 50% of the atmospheric emissions in cities – the highest source of pollution;
- The province experiences high accident rates with significant pedestrian involvement, thereby increasing the burden on hospitals, medical and social services and loss of productivity to the economy;
- Transport is costly, particularly for poor, maginalised communities (both urban and rural) due to travelling distances and the lack of an adequate and integrated transport system;
- Safety and security problems within the transport system networks – in both public and private transport;
- Limited access for persons with special needs to transport and the associated infrastructure, further isolating already vulnerable individuals in communities;
- Increasing backlogs in maintenance of transport infrastructure; and
- Institutional arrangements not formalised to assist in co-ordination and delivery on an integrated transport mandate, including the fragmentation of functions relating to transport strategy.

7.1 BRIEF DESCRIPTION OF STRATEGIC FOCUS AREAS

The building of an integrated public transport system would need intervention of all spheres of Government. It requires the political will to turn around the decline in rail service, the successful implementation of the Cape Metropolitan IRT System and the integration of rail and IRT system with existing bus and minibus taxi operations. It would also require the provision of public transport service in rural towns and corridors as well as connecting rural settlements to the public transport system.

Key elements of the public transport strategy for the province are set out below

- Public transport services must be improved in both the urban and rural areas of the Western Cape, with a particular focus being on the captive commuter.

- A viable, competitive, safe and affordable multimodal public transport system must be achieved and managed by equipped municipal authorities.

- A modal shift incoming into the Cape Town CBD of 13% from private to public transport must be achieved by 2014, resulting in a model split of 60:40 for public : private transport.

- Rail must be better equipped to fulfil its role as the backbone of the Integrated Rapid Public Transport Network in the Cape Town functional region. The rail network will be complemented by an appropriate road-based public transport network which includes – but is not limited to - the integrated rapid bus network. The

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rail and bus network will be supported by a system of feeder services. Existing bus services and minibus taxi services need to be transformed into contracted services that operate in areas not served by the rail and the IRT system, or provide alternative services to main public transport modes providing passengers with a mode choice to suit their particular travel requirements.

- The metropolitan public transport services will extend into the functional area of Cape Town, including Stellenbosch, Paarl and Wellington. Appropriate institutional arrangements need to be put into place to coordinate the provision of public transport in this region.

- The Province will also focus on the provision of public transport in rural towns and corridors, with a focus on connecting rural settlements to "leader" towns in these corridors (i.e. linking areas of high need with places of high growth potential). Mobility studies will be undertaken in the District Municipalities to determine public transport demand and supply of services, which will enable the rural population access opportunities to schools, health facilities and social grant payout points.

- Under the banner of Universal Access and Design, gender and life cycle considerations must be given adequate, meaningful and progressive attention in the design, operations and revision of the public transport system, including in the roll out of NMT and related facilities. This must include, but is not limited to, giving attention to the central guiding principles of the needs of women in terms of access through appropriateness, availability, frequency, affordability, safety and dignity. All surveys done must be gender sensitive and adequate mechanisms of consultation, implementation and evaluation must be employed.

The focus areas of the above initiative are summarised below:

- Providing safe, affordable and efficient public transport, initially focusing on the Cape Town functional region.
- A system of which the backbone is provided by rail in the Cape Town functional region.
- A system that is supported by a rural rail system for passenger and freight where this is feasible..
- Integration of metropolitan, urban and rural public transport networks.
- Reducing the carbon footprint of the province and promoting the use of sustainable energy sources and movement typologies.

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7.2 STRATEGIES AND ACTIONS TO PROMOTE PUBLIC TRANSPORT AND TO DEVELOP THE SYSTEM

The following section sets out the broad actions and strategies that will be adopted to promote public transport and develop the system further.

7.2.1 Focus areas for public transport

The above-mentioned key-elements of the public transport strategy will support the implementation of the 4 point Public Transport High Strategy – each driven by a Project Manager – which will entail the following:

1. **Immediate and Short Term Interventions to Improve Public Transport**

PROJECT	TASKS	TIME-FRAME	KEY ROLE-PLAYERS AND FUNDERS
Increase the number of train sets to as close to 110 as possible (in the short term)	- Convert medium distance to Shosholoza Meyl coaches (=+2)	By end of 2011/12	PRASA, DTPW, CoCT
	- Run Maintenance overnight and on weekends	Begin immediately, continual	PRASA, DTPW, CoCT
	- Via Metrorail, have 10 trains transferred from other regions	By end of 2011/12	PRASA, DTPW, CoCT, NDOT
	- Consider leasing of trains until new trains become available	Establish feasibility by the end of 2011/12, implement by mid 2012/13	PRASA, DTPW, CoCT, NDOT, National Treasury
Improve Existing Metrorail Offering	- Increase frequency of trains on A corridors, particularly after 17h00	Immediate	PRASA
	- Extend and Improve Safety at Strategic Park and Ride facilities and on trains	Immediate (2011/12 financial year)	PRASA, DTPW, CoCT
	- Implement and extend an on-going clean up and graffiti removal programme on all coaches	Immediate (2011/12 financial year)	PRASA, DTPW, CoCT
	- Improve facilities and appearance of stations	Immediate (2011/12 financial year)	PRASA, DTPW, CoCT
	- Promote switch to public transport on under-utilised lines (marketing campaign)	Immediate (2011 / 12 financial year)	PRASA, DTPW, CoCT
Improve Road-based Mobility			
	- Consider benefit of public transport lanes on R300	2012/13 – 2013/14	CoCT, SANRAL
	- investigate some degree of laning on key corridors	2011/12 (invertigate) 2012/13 – 2013/14 (implement)	CoCT, SANRAL

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2. Creating greater certainty for the public transport sector on the way forward

There is insufficient clarity regarding the future of road-based transport and how it will be integrated with the rail mode in a functional project-level manner. This project will look at costs, routes, operating models and the way IRT, GABS, and the minibus taxi, metered taxis and small bus operators will be addressed, and if appropriate integrated.

PROJECT	TASKS	TIME-FRAME	KEY ROLE-PLAYERS AND FUNDERS
A Public Transport Integration Plan for the Cape Town functional Region (illustrating integration, routes, costs, operating models and the way BRT, GABS, minibus taxi, metered-taxi and rail will be accommodated and, if	- The development of a MOU agreement between all major road-based operators on what the broad shape of road-based transport will take, and how this will be rolled out for all road modalities	2011/12 (agreement finalised)	CoCT, GABS, MBT Industry, IRT roll-players, PRASA, metered taxi industry

PROJECT	TASKS	TIME-FRAME	KEY ROLE-PLAYERS AND FUNDERS
appropriate, integrated)	- Develop the Public Transport Integration Plan (between road and rail), looking at: a) Routes b) Costs c) Operating Models d) Exactly what the integrated system will look like	2011/12 (inception) 2012/13 (draft plan)	

3. The NLTA Migration to the City of Cape Town

This is a complex migration process, which involves the devolution of the functions from the province to the City of Cape Town (and any other adequately capacitated municipality). The project will plan and coordinate the transfers of powers and functions as required by the NLTA. The project will need to coordinate all elements of the transfer, assess capacities, retain existing skills and keep costs to a minimum. The project should ensure minimum inconvenience, or change for, the client base.

PROJECT	TASKS	TIME-FRAME	KEY ROLE-PLAYERS AND FUNDERS
NLTA Migration to the City	A joint plan must be developed by the City and DTPW that will set out how the various functions will be devolved – as set out in the NLTA. Such a plan **must, as a minimum, consider** and **make proposals** for: • Institutional Arrangements moving forward • Operating Licence functions • Land Transport Law Enforcement • Contracting Authority Functions and Form • The Municipal Land Transport Fund The plan will result in an **actionable phased-in approach over the period of a pre-determined and agreed period of time – shorter than a three year time-period.**	2011/12 – 2013/14 (process completed)	CoCT, DTPW

4. Medium to Longer Term Interventions

This project will draw the transport system together, ensuring that it is holistic, flexible and sustainable. It will agree on the management vehicle, propose the funding models, define current contractual obligations and suggest how these can be incrementally transformed to new and inclusive contractual environments. It will ensure that the

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capacity and expertise exists to implement integrated fare management and comprehensive tracking and monitoring. It prepares the case for National Treasury and NDOT which will show that city is able to manage public transport within a funding envelope that National Treasury will find sustainable, reliable and predictable.

PROJECT	TASKS	TIME-FRAME	KEY ROLE-PLAYERS AND FUNDERS
Medium to Long term Interventions	Management vehicle for the Integrated Public Transport Plan	Project will be initiated in the 2011/12 financial year and run during the 2012/13 – 2015/16	CoCT, DTPW
	Funding Models for the implementation and operations of the plan		
	Contractual Agreements currently in place and the transformation of the contractual environment		
	Capacity to implement Integrated Fare Management (incl. comprehensive tracking and monitoring)		
	Preparation of Case to National Treasury (Business Plan for Integrated Public Transport Plan)		

The provincial Public Transport Improvement Programme (PTIP) defines four focus areas for the improvement of the public transport in the Western Cape;

- Focus area 1: improving the modes (rail and road), the operations and the infrastructure.
- Focus area 2: Improving land use and sustainability.
- Focus area 3: Improving the institutional structure, funding and policy.
- Focus area 4: Improving user perception, through awareness and marketing.

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Table 7-1 Focus area 1: improving the modes (rail and road), the operations and the infrastructure.

Focus area	Planned action and tasks	Time frames	Key Role Players
Improving the modes, operations and infrastructure.	Make the public transport modes work together (e.g. integrated modes and fares): - Pursue the integration of road and rail based public transport systems though the development of the Public Transport Integration Plan for the Cape Town Functional Region. - Develop Implementable Mobility Strategies for the District municipalities	• 2011/12 financial year (inception) • 2012/13 financial year – finalise plan	• CoCT, DTPW, PRASA
	Improve the quality of passenger services (e.g. longer hours of operation and reduce waiting times): - Increase operating hours and train sets along A corridors	• Immediate (and to be rolled out as and when additional rolling stock becomes available)	• PRASA
	Ensure a secure trip (e.g. law enforcement for public transport): - Increase security at park and ride facilities (will require joint funding) - Increase security on all trains (particularly during off-peak)	• Immediate (2011/12 financial year)	• PRASA, DTPW, CoCT
	Ensure a safe ride (e.g. driver training and vehicle roadworthiness) - In the IRT / roll out, driver training in industry to be key in implementation - MBT drivers to be trained in targeted driver	• Immediate and ongoing (2011/12)	• CoCT, DTPW, MBT Industry (incl. Associations)

Focus area	Planned action and tasks	Time frames	Key Role Players
	training workshops, through associations - Traffic Law Enforcement to increase policing focus on unroadworthy public transport vehicles		
	Empower and support the operators (business training, promote private transport companies) - Business Development Support to be provided to MBT industry in IRT roll out transformation process	• Immediate and ongoing (2011/12)	• CoCT, DTPW, MBT Industry
	Support the effective operations and improve the infrastructure (e.g. build secure stops, stations and interchanges, dedicated right-of-way) - broad directive to be included in IRT / Mobility Strategy roll out project plans	• Immediate and ongoing (2011/12)	• CoCT, DTPW
	Consider methods to disperse peak travel times: - Incentivise employers to develop company travel plans which promote public transport and flexi-time - Differentiate public transport fares in peak and off-peak travel times	• Immediately engage with 3 large employers to implement a flexi-time public transport initiative	• CoCT, DTPW, PRASA, Big Business, Labour

Table 7-2 Focus area 2: Improving land use and sustainability.

Focus area	Planned action and tasks	Time frames	Key Role Players
Improving land use and sustainability 	Co-ordinate land use and transport planning - Develop and implement provincial framework for the design of interchanges/station precincts (already achieved) and identify champion to drive implementation on strategic station precinct - Lobby for municipalities to densify along strategic transport corridors / Densification Strategy to be implemented in each municipality (Cape Town – priority) - Promote Transport Oriented Design at Station precincts - Review Road Access Design Guidelines to facilitate improved densification along appropriate corridors	• Interchange Station Precinct Framework (achieved 2009/10) – needs to applied to strategic station precinct (Philippi) in the 2012/13 financial year • Lobby for Cape Town Densification Strategy to be approved and implemented through ITSG forum (2011/12) • Work with PRASA to implement TOD at strategic stations in Western Cape (2011/12 – 20/14/15) • Review Road Access Design Guidelines in 2012/13	• CoCT, PRASA, DTPW, local municipalities
	Promote sustainable transport to protect the environment - Prioritise public transport and NMT in allocated budgets of CoCT, DTPW - Promote Rail Rolling Stock Recap Programme	• As of 2011/12 financial year • Lobby with national Treasury to implement Recap Programme with PRASA as a matter of urgency (2011/12 financial year)	• CoCT, PRASA, DTPW
	• Make social upliftment and integration a priority		

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	- Station improvement programme to prioritise improvements in low-income areas for the captive commuter (i.e. focus on A rail corridors and stations)2011/12 & 2012/13 financial year	
	• - Support local economic development (e.g. identify opportunities through economic impact assessments)Ongoing principle	• CoCT, PRASA, DTPW

Table 7-3 Focus area 3: Improving the institutional structure, funding and policy.

Focus area	Planned action and tasks	Time frames	Key Role Players
Improving the institutional structure, funding and policy	Develop structures that work more efficiently to ensure the delivery of effective and coordinated public transport services - Establish coordinating planning bodies to direct the implementation of the PLTF (ITSG, IPC, PTIC)	• Integrated Transport Steering Group body established, will oversee implementation of the PLTF in an ongoing manner.	• DTPW, all municipalities, PRASA, ACSA, Transnet, SANRAL, Provincial Departments
	Make sure enough funding is provided to build and keep a high quality public transport system (e.g. increase annual public transport budgets)- Lobby National Treasury to adequately fund PRASA in Business Plan for Rail	• Develop Rail Business Plan in 2011/12 financial year	• DTPW, CoCT, PRASA
	• Develop legislation and policy that enable effective planning and running of public transport Increase annual public transport budgets in DTPW, CoCT, PRASA	• 2011/12 and in review of 2012/13	• DTPW, CoCT, PRASA
	• Integrate and coordinate all stakeholders • Establish forums / steering committees for integrated transport)	• Established, ongoing	• DTPW, CoCT, municipalities

Table 7-4 Focus area 4: Improving user perception, through awareness and marketing.

Focus area	Planned action and tasks		
Improving user perception, through awareness and marketing	Promote and market public transport - PRASA, CoCT and DTPW to fund marketing campaigns along under-utilised lines	• 2011/12 and 2012/13 financial years	•
	Involve communities and passengers in planning – Involve the Commuters Forum, PDC and any interested and affected parties in the planning and implementation of transport systems and infrastructure	• Ongoing	• DTPW, CoCT, PRASA, SANRAL, and other Interested and Affected Parties
	Provide user-friendly informationProvide integrated timetables, Develop a public transport website and other communication tools	• 2012/13 financial year	• PRASA, CoCT

7.2.2 Integrated Rapid Public Transport Networks

Since 2007, National government has been pursuing the creation of car competitive Integrated Rapid Public Transport Networks (IRPTNs) in the 12 major urban centres of the country (inclusive of Cape Town).

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The Public Transport Strategy (NDoT, 2007) has two key thrusts as follows:

- Accelerated Modal Upgrading; and
- Integrated Rapid Public Transport Networks (IRPTNs).

The IRPTN concept is sympathetic to the notion of corridor and node development which is a strong feature of the planning principles in the NLTA and is incorporated in most metropolitan and urban Spatial Development Frameworks. In the City of Cape Town, the first dedicated road-based Integrated Rapid Transit (IRT) corridor is expected to be operational in 2011, with the infrastructure already largely in place for the Phase 1a roll out.

What is urgently required is the implementation of the *Rail Accelerated Rolling Stock Recovery Plan*, which was initially scheduled to run between 2007 and 2010. This plan, however, was not implemented and as a result the rail system in Cape Town continues to function sub-optimally, with insufficient, outdated rolling stock.

7.2.3 The Recapitalisation of the minibus taxi industry in the Western Cape

The Western Cape Province currently has the lowest recapitalization rate in the country and this must be addressed as a matter of urgency as we strive to create a safe and reliable public transport system. The minibus-taxi recapitalization programme has been given effect to in section 49 of the National Land Transport Act and regulation 15 of the National Land Transport Regulations.
What is required in the Western Cape is the following (to be championed by the Department of Transport and Public Works, in conjunction with municipalities):

- Areas / routes directly affected by IRT, IRPTN, IPTN's or similar projects should not be targeted;
- The Department should identify vehicles specified in permits / operating licences for line-haul minibus-taxi services, which has not been recapitalized. Such line-haul routes normally traverse one or more of the major freeways and given the higher operating speeds are more likely to be involved in accidents.;
- A similar investigation should be done on high volume routes where more trips are generated and routes where there are a shortage of operators. The latter normally results in reckless driving as drivers attempt to improve turnaround times.

7.2.4 Western Cape's Perspective on Integrated Public Transport Networks

The future public transport system in the Western Cape is perceived to be a ***balanced intermodal public transport system*** with multiple modes working together smoothly. Each mode has an ideal operating environment where the mode forms the most appropriate fit. How modes work together depends on the specific context.

In higher order urban areas (such as Cape Town), it is envisaged that the Integrated Rapid Public Transport Networks will be made up of commuter rail, which will form the backbone of the system. Road-based public transport will supply both trunk and feeder services – where there is no rail - which complement the backbone, of which limited right of way bus services will form a part.

For the non-metropolitan areas of the province, where Integrated Public Transport Networks (IPTNs) are envisaged to be rolled out, the right of way is less important, and more emphasis is put on availability of scheduled public transport.

The following sets out the desired key characteristics of the Integrated Public Transport Networks in the various areas of the province.

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Table 7-5 The desired characteristics of public transport networks in cities, towns and rural areas.

The way it should be:		
In our cities	**In our towns**	**In our rural areas**
Easy to get to, easy to use, accessible to all		
• 15 minutes travel to nearest public transport point: 1 km walking or 3 km cycling or other non-motorised trip. • Provide walkway or cycle paths so that anyone can get to the system.	• 30 minutes travel to nearest public transport point: 2 km walking and 6 km cycling. • Provide walkway or cycle paths so anyone can get to the system.	• 45 minutes travel to nearest public transport point: 3 km walking and 9 km cycling. • Provide non-motorised means where reasonable demand exists and or safety is an issue.
Regular		
• +/- 5 min headways – major corridor, peak periods. • 15 min headways – non-corridor, peak periods. • 30 min headways – main corridor, off-peak periods. • 60 min headways – non-corridor, off-peak periods.	• 30 minutes headway service between major destinations where demand supports during peak periods. • 60 minute headways during off-peaks.	• Daily service is desirable but at least twice per week to neighbouring towns.
Readily available		
• At least 18 hours daily service.	• At least 18 hours daily service.	
Easy mobility		
• Any destination in the city should be accessible by public transport. • 1 hour travel to major destinations like social services, employment opportunities, commercial and shopping.	• 1 hour travel to major social, shopping and employment opportunities or municipal buildings within town. • Access to other urban centres should be possible (at least twice a week).	• 2 hour travel time to access major social, shopping and employment opportunities or municipal buildings within nearest town. • Access to other centres (at least twice a week) provided within nearest towns.
Services working together		
• Integrate all modes: air, long distance travel, water, rail, taxi, bus, and non-motorised and private vehicles. • One ticketing and fare structure for all land transport modes. • Coordinate service schedules. • Use through-routing of services. • Market and brand the services. • Distribute information. • Plan services better.	• Integrate all travel services: people, goods, education, social services, and so on. • Modal integration where applicable, particularly long distance with local distribution services. • One ticketing and fare structure for all. • Coordinate service schedules. • Market and brand the services. • Distribute information. • Plan services better.	• Integrate travel services: people, goods, post, education, social services, and so on. • Integrate planning of travel services with surrounding regions.
Safe		
• All public transport vehicles are roadworthy and legally registered. • Drivers are licensed and continually educated. • Non-motorised transport considerations are provided for at stops.	• All public transport vehicles are roadworthy and legally registered. • Drivers are licensed and continually educated. • Non-motorised transport considerations are provided for at stops.	• All public transport vehicles are roadworthy and legally registered. • Drivers are licensed and continually educated. • Non-motorised transport considerations are provided for at stops.
Secure		
• Adequate lighting around stops and interchanges. • Coordinate various departments to ensure a fully secure environment. • Make secure park-and-ride options available. • Provide secure bike lock-up facilities at stops.	• Adequate lighting and security around stops and on public transport vehicles. • Coordinate various departments to ensure a fully secure environment	• Adequate lighting and security around stops and on public transport vehicles. • Coordinate various departments to ensure a fully secure environment.
Comfortable, reliable, convenient		

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The way it should be:		
In our cities	**In our towns**	**In our rural areas**
• The public transport system is scheduled and these schedules are communicated to the public in various ways. • The scheduled services are nearly always on time. • Vehicles are of a good quality and well maintained to reduce breakdowns. • On long trip distances, standing is minimised (under 30 minutes). • A customer satisfaction rating of at least 96%.	• The public transport system is scheduled and these schedules are communicated to the public in various ways. • The scheduled services are nearly always on time. • Vehicles are of a good quality and well maintained to reduce breakdowns. • On long trip distances, standing is minimised (under 30 minutes). • A customer satisfaction rating of at least 96 percent.	• The public transport system is scheduled and these schedules are communicated to the public in various ways. • The scheduled services are nearly always on time. • Vehicles are of a good quality and well maintained to reduce breakdowns. • On long trip distances, standing is minimised (under 30 minutes). • A customer satisfaction rating of at least 96 percent.
Affordable		
• 90% of customers should spend less than 10% of income on Public Transport. • Must be operated in the most economically efficient manner. • Monitor and report on the effectiveness of subsidies.	• 90% of customers should spend less than 10% of income on Public Transport. • Must be operated in the most economically efficient manner. • Monitor and report on the effectiveness of subsidies.	• 90% of customers should spend less than 10% of income on Public Transport. • Must be operated in the most economically efficient manner.
Adequate Infrastructure		
• Infrastructure should be modern, well maintained and appropriate. • Transport Oriented Design Principles must be adopted in the development of stations / transport precincts. • Public Private Partnerships should be pursued in station development, with the intention to densify stations with mixed-use activity (both commercial activity and residential). • Infrastructure should be rolled out in the most economically efficient manner to realise the most efficient use of capital expenditure. • Limited right of way will form a part of the road-based infrastructural mix required.	• Infrastructure should be provided in the most economically efficient manner. • Limited right of way **may** form a part of the solution, and moderate infrastructural investment should be pursued, in addition to modern, functional station / bus stops. • Rail links in these towns will form important parts in town-to-town movement.	• NMT infrastructure will form a significant component of mobility. • The existing road network will suffice to provide road-based mobility solutions for the public transport services. • Rail Infrastructure and stations in rural areas must be maintained and dignified.

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7.2.5 The Role of the Provincial Government and Municipalities, where applicable

The Provincial Strategic Objective 3 strategic directive states that one of the focus areas in the province will be to improve public transport services in both the urban and rural areas of the Western Cape between 2010 and 2014. Not all modes of public transport are within direct control of the provincial government, stressing the need for collaboration with both national and local spheres.

In accordance with the National Land Transport Act, the responsibilities of statutory players have changed:

- The province: the overseer who must ensure that an adequate public transport system is brought into being; must approve the Integrated Transport Plans and agree time frames in which these matters will be completed – amongst others.
- Municipalities (where applicable): the lead player who must, during the period agreed, take ownership of public transport including the management, regulation; law enforcement of public transport.

The Department of Transport and Public Works plays a central role in developing the required institutional capacity at the necessary sphere of government in order to deliver on the various transport mandates, while strengthening partnerships with all crucial stakeholders and role-players.

7.2.6 Way forward

- The Department of Transport and Public Works will provide guidance for development of the IRTPN and IPTN's in the Western Cape. The information provided in the sections above should be used by municipalities as guidelines.
- The Department of Transport and Public Works will assist municipalities with the development of implementable Mobility Strategies that aim to establish IPTN systems in all District Municipalities in the province.
- The Department of Transport and Public Works will build capacity at District Municipalities to plan and coordinate transport planning and implementation thereof.

7.2.7 Current initiatives

- The City of Cape Town is currently implementing Phase 1a of the IRPTN system along the R27 corridor and the inner city. Phase 1 is expected to be completed in the 2013/14 financial year.
- The province, in conjunction with District municipalities is currently developing of mobility strategy concepts (of which the IPTN forms a part) for the Eden, Cape Winelands, West Coast and Overberg District Municipalities. This is in addition to the George and Central Karoo Mobility Strategies.
- Until 2014, the full George Mobility Project will be rolled out, providing a fully developed IPTN for the George area.

7.3 CORRIDOR DEVELOPMENT STRATEGY

The province has identified strategic primary provincial corridors, namely the N1, N2 and N7 corridors which serve as the longer-haul mobility network, both in terms of road and rail (for the most part). Similarly, there are various secondary corridors which promote a more regional network of accessibility. Examples of roads which form part of the secondary corridor network include the R62, R60, R27.

Corridor development implies that land-use will be intensified and densified along strategically identified transport corridors, resulting in the channelling of development into public transport corridors and nodes or interchanges. The appropriate densification of nodes on corridors will promote the use of public transport, reduces the need to travel long distances and provides justification for the high capital and operational investment in public transport. Around public transport nodes, urban design should be supportive of pedestrian and public transport usage, make provision for non-motorised transport and support mixed-use development. The figure below provides a conceptual overview of corridor development with nodal densification. The Department of Transport and Public Works will undertake a study – in consultation with all affected municipalities - identifying all corridors that need to be densified within the province. This action needs to be undertaken in conjunction with the review of the Road Access Guidelines for the Province, and result in a set of recommendations to the municipalities for their relevant zoning schemes.

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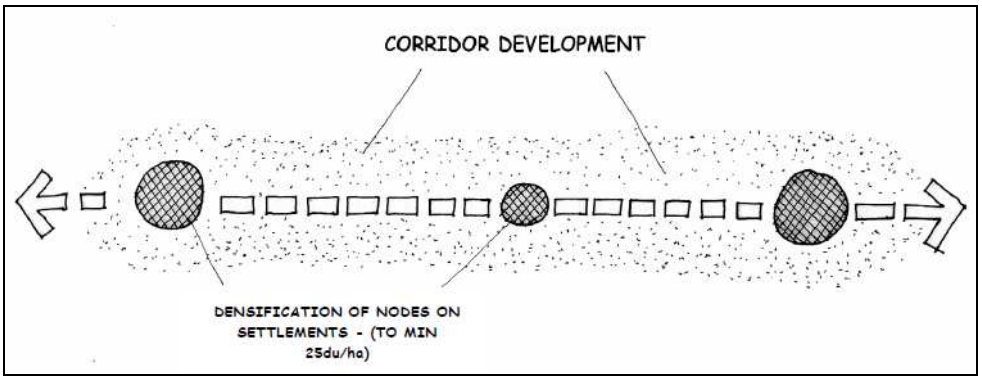

Figure 7-1 Corridor development. Source: PSDF, 2009

7.3.1 Strategies

Corridor development as a dynamic entity

The land-use package should fit the transport package of a corridor and locations within. This means that there must be a balance between the intensity of land-use and the provision of transport. This is not a static process, while land-use and transport are continuously influencing each other. New transport creates favourable conditions for new land-use and a higher intensity of land-use will offer an increased market for public transport services. Public transport and land use cannot be treated in isolation and both need to be addressed for the successful implementation of corridor development

The following sets out the three broad approaches which could be used in rolling out corridor densification:

Transport led corridor strategy
In this case, inter and intra urban corridors are served well by public transport, which creates favourable conditions for land use change. This is especially the result of dedicated public transport systems with high system performance, such as BRT, commuter rail and high speed train.

Incremental corridor strategy
In this case, public transport is incrementally upgraded in phases in inter and intra urban corridors until adequate density exists to support dedicated public transport.

Land-use led corridor strategy
In this case, existing corridors have adequate densities, yet an adequate public transport response is absent. In these corridors the most appropriate modes must be instated in order to provide access to social and economic opportunities. Adequate public transport response could be an increase of mini-bus taxi operating licenses, introduction of midi and bus scheduled bus services, BRT development and new commuter rail services.

In order for transit oriented development to be realised, three key building blocks are required:

- Consistent and strong leadership.
- Forward-looking urban and transport planning.
- Clear frameworks for guidance.

Focus area for long-term inter urban corridors

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The PSDF provides the framework displayed in Figure 7-2. Provincial road and rail corridors exist that connect several settlements in the Western Cape. These cities and towns are part of the corridor network and should be focus points for future investment in order to strengthen these settlements in order to support a more efficient system.

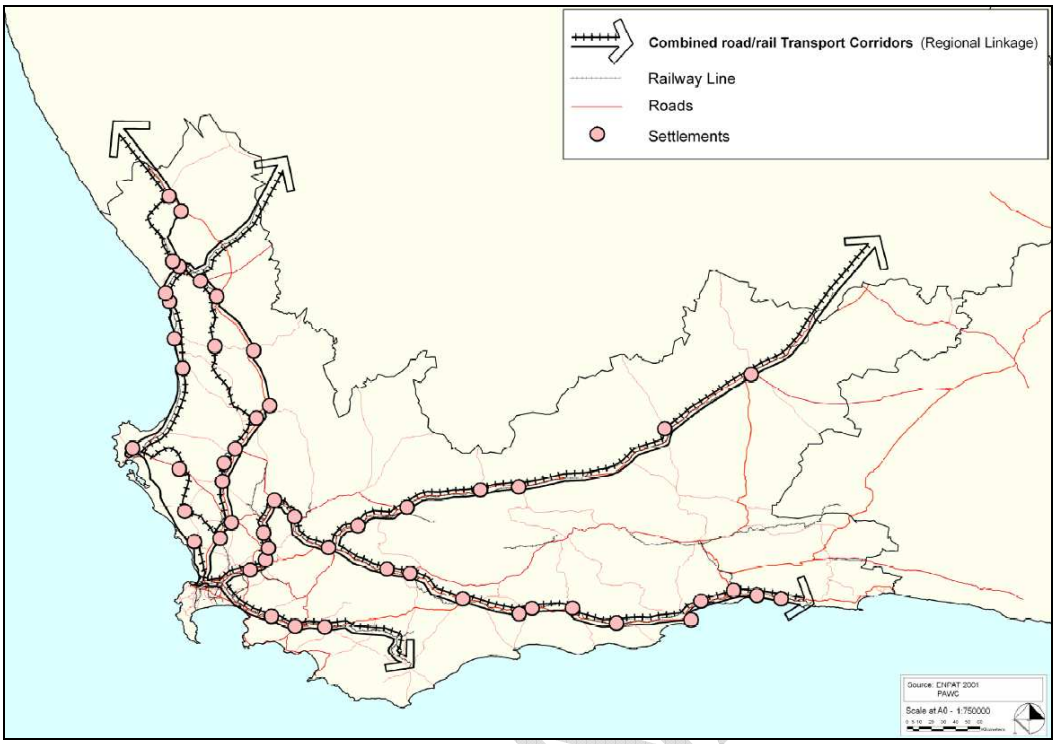

Figure 7-2 Combined road and rail higher order corridors and settlements for Priority Fixed Investment. Source: PSDF, 2009

The PSDF states that larger towns and groups of towns that are functionally linked should make provision for future rail, light rail or road-based transport routes in their transportation and land use planning proposals. This forms part of the IRPTN in Cape Town and future IPTN development in the district municipalities. The first step is to invest in NMT in line with incremental corridor densification. The municipalities for focus on long-term intra town corridors defined by the PSDF are:

- City of Cape Town
- Mossel Bay – George – Knysna (also potential commuter rail shuttle service);
- Hermanus – Onrus – Hawston – Fisherhaven;
- Saldanha – Vredenburg;
- Oudtshoorn – Dysselsdorp;
- Paarl – Wellington (also potential commuter rail shuttle service);
- Stellenbosch – Somerset West – Strand (also potential commuter rail shuttle service).
- George;
- Mossel Bay;
- Knysna;
- Worcester;Vredendal;

Transport response to land use change – urban densification and expansion

A substantial change of intensification of land use on any property inside and outside corridors is not possible without the written consent of the relevant municipality (see section 38 of the NLTA).
The following are prerequisites for the approval of transport impact assessments:

- Developers should be encouraged to develop as close as possible to residential areas to reduce the need for motorized travel.
- Where new or upgraded transport infrastructure or services are suggested, the developers must contribute to the cost thereof. This should also be used as a deterrent for developers to develop far away from residential areas.
- No action may be taken that would have the result of substantially decreasing the quality or availability of land transport infrastructure or services.
- The urban design of the development must be appropriate such that it supports pedestrianisation, and relates appropriately to the road network.

Implication for planning authorities

In order to establish intra urban corridors, the following guidelines must be taken into account in municipal planning and land use decisions. These guidelines have been developed by the City of Cape Town; however these guidelines are also applicable to public transport nodes of provincial significance and future corridors in town in the Western Cape.

Table 7-6 Corridor development guidelines for public transport and land use planning. Based on CoCT SDF draft, 2010

Facet	Guidelines
Transport planning	• Ensure the consistency of public transport routes with spatial planning policy. • Ensure that the land use potential along public transport routes can be maximised. • Take long-term growth potential in account .when determining the short to medium-term public transport routing. • Assess public transport route potential for city restructuring
Land use planning	• Regulate land uses in a manner that integrates and supports the IPTN and public transport nodes of provincial significance, to maximise utilisation of the network and minimise travel distance and time. • Identity measures to encourage land use intensification and an appropriate mix of land uses to develop: o along identified activity and development routes o at identified nodes; and o at key intersection, stations and modal interchanges. • Ensure that the public transport right-of-way IPTN reserve is landscaped and maintained at a standard that is attractive, safe and secure for users.

7.3.2 Way forward

- In the district municipalities, Mobility Strategies will identify adequate corridors for the intensification and diversification of land-use and the development of public transport network. Land use guidelines and public transport principles should be taken into account.
- Intensification of land use around existing public transport nodes of provincial significance needs to be stimulated through incentive mechanisms by municipalities. The Department will engage with local municipalities to encourage densification and select pilot projects where land use incentives needs to be established.

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- The ITP should make provision for inter urban and intra urban corridor development.

7.3.3 Current initiatives

- The City of Cape Town is working on a station typology for all IRPTN stations in the city, and a densification policy for a select number of station areas.
- PRASA is drafting guidelines for TOD around commuter rail stations. This initiative is supported by province, and further engagement will be driven by province to ensure the implementation thereof.
- The Department of Transport and Public Works has developed a Transport Precinct Development Framework.

7.4 FINANCIAL AND ECONOMIC SUPPORT STRATEGY

Public transport faces a paradox: while its vital role in urban mobility and sustainable development is recognised, the financial resources allocated to its maintenance and development are scarce. Ensuring proper financing mechanisms is vital not only for the development of public transport networks but also to the sustainable development of cities and urban areas.

According to the International Association for Public Transport, the following five areas are important in the realising public transport strategy:

- Fares policy.
- Commercial revenues.
- Political will in favour of a modal shift.
- Public private partnerships.
- Value creation.

7.4.1 Legislative provisions

The NLTA section 27 provides for every municipality implementing an integrated public transport network to establish a Municipal Land Transport Fund. This fund shall contain:

- money appropriated by the Minister for that Fund;
- money appropriated by the MEC for that Fund;
- user charges, including a weight distance charhing for Heavy Goods Vehicles.
- interest on invested cash balances belonging to that Fund; and
- donations and contributions to that fund from any other source, including foreign aid agencies.

Such a municipality must administer that fund and use it to defray the cost of the functions of that authority in terms of the NLTA or its integrated transport plan, and to cover any other expenditure that will promote the objects of this NLTA in its area. The municipality can establish user charges on the following areas to provide additional funding for the Municipal Land Transport Fund, such as for:

- specified classes of motor vehicles entering specified portions of its area at specified times;
- land, buildings or other developments that generate the movement of passengers, including land or buildings of which the State is the owner, in its area; and
- the parking of motor vehicles in a building or on land in specified portions of its area;
- parking places for, or the use of ranks, stops and terminals by, motor vehicles in such portions.

7.4.2 Way forward

The Department of Transport and Public Works will - in cooperation with planning authorities implementing an IRPTN - explore the use of cross finance public transport by user charges. Here appropriate levels of user charge

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should be pursued. User charges that provide a disincentive for car users should only be provided when an acceptable travel alternative is provided.

7.4.3 Current initiates

- Emanating from the NLTA, a Provincial Public Transport Fare Policy is being drafted. The latter aims to provide direction to the relevant authority for the determination of fares that it charges passenger who use contracted public transport services.
- A provincial road user charge is being investigated to fund road maintenance and construction. This road user charge can also provide finance for IRPTN, IPTNs and other public transport services.

7.5 MODAL INTEGRATION STRATEGY

The most appropriate mode for travel distance and travel environment will be promoted. Different modes should be incorporated into one system that provides a transfer and optimal cover for the cities, towns and rural areas.

7.5.1 Legislative provision

Section 40 of the NLTA provides that Provinces and planning authorities must take steps as soon as possible after the date of commencement of the Act to integrate services subject to contracts in their areas, as well as appropriate uncontracted services, into larger public transport system in terms of relevant integrated transport plans. In addition, section 15 provides that every municipality that is establishing an IPTN or has significant passenger rail services in its areas must establish an Intermodal Planning Committee (IPC). The function of this committee is to co-ordinate the interaction of the various modes within the public transport system.

7.5.2 Strategies

The following sets out the strategies which promote modal integration:

Integration of modes will be supported by:
- The provision of well-located transport interchanges.
- Providing non-motorised transport facilities and pedestrian and bicycle paths to rail and IRT stations as well as to public transport interchanges and the provision of safe bicycle storage facilities.
- The provision of safe park and ride facilities at railway stations.
- Providing feeder services to rail and IRT stations.
- Integrated ticketing / fare system.
- Seamless transfers between modes.

Vertical and horizontal integration of policy

The coordination of transport policies and the coordination of associated policies will help to establish an integrated approach which will influence the economic, social and environmental values for citizens and businesses. The two coordination strategies, put forward by the International Association of Public Transport, are discussed below.

<u>Coordination of transport policies (vertical integration)</u>
There should be good coordination between different transport modes and companies where all stakeholders work in the same functional direction. Attention should be given to the local conditions of each area and action should be taken at a level which will be the most effective and will adapt to different region's policy background. Appropriate

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regulatory and institutional frameworks should be designed to promote coordination, but at the same time leave room for business orientation activities of operators.

Coordination of associated policies (horizontal integration)
The coordination and integration with other urban policies (e.g. land use, police, parking, fiscal etc.) should be considered and not operate in isolation. This will be beneficial for both the public transport sector and other urban policy areas. National and provincial governments play a major role in this, by providing a coherent and integrated legal administrative framework and strong support for local government. It is essential in this case that provincial and local authorities are given the relevant powers to ensure that the policy goals set at the national level can be achieved.

7.5.3 Way forward

- An Intermodal Planning Committee must be established in the Cape Town functional region in accordance with the NLTA. IPC's should be set up in all other regions in the province, where it is required in accordance with the Act.
- The Department of Transport and Public Works will monitor progress made towards the integration of modes in the different planning authorities in the province. ITPs that are submitted for approval to the MEC must include measures to address modal integration over the short, medium and long term.

7.5.4 Current initiatives

- The IRPTN phase 1 development in the City of Cape Town provides for the integration of existing services into the public transport network.
- Mobility Strategies for District Municipalities will be developed before 2014. This will include the integration of modes.

7.6 RAIL TRANSPORT STRATEGY: COMMUTER RAIL AS A STRATEGIC PRIORITY

With the tendency of urban sprawl and the expansion of the 'zone of influence of cities' all over the world, suburban and regional railways appear as a vital form of public transport provision with increasingly higher speeds and passenger capacity than other public transport modes.

7.6.1 Strategies

7.6.1.1 The Western Cape's view on commuter rail

According to the NLTA, the province is responsible for the general coordination of land transport in the province, resulting in a provincial view on rail that should be pursued in collaboration with all relevant stakeholders. The provincial government has a role as overseer who must ensure that an adequate public transport system is brought into being.

The focus of the provincial transport strategy is a modal shift to public transport, of which rail will be the backbone. The short term strategy is to upgrade the existing rail system to satisfactory standards with regard to:

- Speed.
- Reliability.
- Capacity.
- Safety and security.

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In order for rail to maintain its existing passengers, and attract new passengers, it has to increase quality of service considerably, as shown in the Table 7-7. The province, in conjunction with the City of Cape Town and PRASA, will explore all options for the quality of rail to be improved.

Table 7-7 Public Transport Improvement in Quality of Service

Improve Quality of Service	Captured PT User	Choice user	
		Aspirant Car User	Car User
Security / Crowding			
Travel Time / Travel Cost			
Comfort / Convenience			

The captured public transport user needs adequate seating and security in the trains. In order to attract aspirant car users that may afford a car, the level of quality must be even higher. Once a user has the possession of a car; comfort and convenience must be offered in order to provide an alternative.

In terms of market share, there are also car captives that cannot be serviced by public transport due to the kind of activity and destination. Figure 7-3 provides an indication of the relationship between system performance, user group and market share. An extension of the public transport network or the introduction of car disincentives (parking, road pricing, etc.) could increase the share of the choice users and thereby the potential market that can be served with public transport.

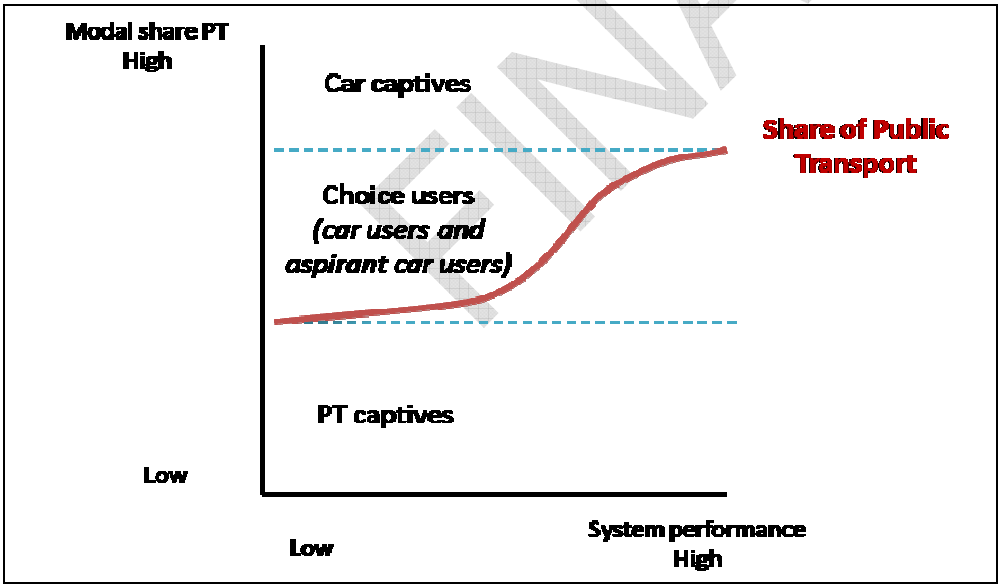

Figure 7-3 User groups in public transport market. Based on: Van den Heuvel & Van Goeverden, 1993

Guiding principles for commuter rail in the Western Cape

Several guiding principles have been defined that provide a framework for the development of the rail network in the Western Cape.

- **Support of existing rail corridors.**
  How this will be achieved:
    - Corridors are to be supported by high density land uses and development typologies, which will be implemented by incentives provided by municipalities.
    - An MOU / service level agreement will be drawn up between the Province, municipalities and PRASA which sets outs the prioritisation of capital projects and aligns them with the budget cycle and provides the basis for co-motivation to the Treasury and National Department of Transport.

Future 'corridor' development will be high density, mixed use in nature and will be supported by an efficient movement system – whether rail or other.

- **Existing rail services must be brought up to standard to entrench rail as the backbone**
  How this will be achieved:
    - Additional train sets must be provided by PRASA as an immediate priority (alternative measures must be put in place while rolling stock is being procured which may include renting of rolling stock, or transferring from other regions or refurbishing other coaches such as Shosholoza Coaches)
    - The signalling system must be overhauled by PRASA as a matter of priority, with funding proposals being sent to National Treasury.

- **Feeder Services must be brought into place to link to railway stations**
  How this will be achieved:
    - The existing rail will be supported by feeder services (such as buses / taxi's / IRT bus ways) that must form a part of the IRT / IRPTN roll out for the municipalities.

- **Operational Improvements**
  Rail needs to be operationally enhanced through the following:
    - The signalling system must be overhauled in the medium term.
    - Once the system is up to an agreed operational standard, proposed links and loops need to be made on certain routes.

- **Timing of New Lines**
  Investment in new lines is postponed **until** the current rail network is operationally functional and up to standard.

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7.6.1.2 Western Cape Rail Action plan: the need for a Business Plan

Given current realities as discussed in Chapter 3, it is clear that the decline in service levels experienced on the public transport system is likely to continue in the short term, unless drastic corrective action is taken. Any new actions should be geared primarily towards preventing any further decline in infrastructure and service levels and stabilizing that which is working well. Therefore, the focus should be on repositioning the system for future growth and development as well as removing the most critical constraints which are currently hindering the efficient running of public transport.

The Department of Transport and Public Works will engage with all relevant stakeholders to improve the commuter rail system in the Western Cape, and a service level agreement / MoU must be put in place which governs the roles and responsibilities, actions and funding required to reverse the situation in the rail system (between PRASA, all affected municipalities, and Province).

The Western Cape Rail Action Plan will be informed by the four point Public Transport High Strategy set out at the beginning of this chapter, and the detail will not be repeated here on how this will be achieved (see section 7.2.1 for this).

The core focus, however, will be on:

- Rolling stock renewal (described at the beginning of this chapter)
- Signalling System Overhaul
- Increasing Security on trains and park and rides
- Making stations and facilities attractive, clean and dignified

Only once the decline in the system has been arrested, should additional capital intensive infrastructure investments be made to further transform and improve the public transport system. It is a priority that PRASA, the City of Cape Town and Province approach National Treasury with a Rail Business Plan to have the funding put in place to realise the above goals.

7.6.2 Way forward

- Service level agreement to be developed between affected municipalities, PRASA and DTPW, stipulating quality of service to be provided by PRASA. The agreement will stipulate the money that PRASA will commit to upgrade services, and innovative proposals from the city and province on how the shortfall will be financed.
- Province will formulate a Rail Business Plan in collaboration with PRASA and the City of Cape Town to investigate the future of commuter rail in the Western Cape. This includes the investigation of funding options. This business plan will form part of the PLTF programme of implementation.
- The delegation of the rail subsidy to the municipal sphere of government will result in the establishment of intermodal planning and funding for rail on the same level. This will improve the effectiveness with which commuter rail can be maintained, improved and planned.
- The Province will proactively continue to engage with PRASA, City of Cape Town and the National Department of Transport regarding the provision of rail services and the funding requirement needed.

7.6.3 Current initiatives

- The City, the Province, the Department of Transport and Public Works and PRASA have a draft MOU dealing with the co-ordination of planning and co-operation.
- The City of Cape Town is working on a Rail Framework.
- PRASA has a Key Operational Efficiency Measures initiative that seeks to optimise the operations of Metrorail.

7.7 RURAL TRANSPORT STRATEGY

The objective of the Rural Transport Strategy is to provide mobility to the rural population so that they can access economic opportunities, education and health institutions and other services and amenities. The key theme in the rural transport strategy will be to link areas of high growth potential with areas of high need – in line with the direction set by the Growth Potential of Towns study that has been recently reviewed by the Province.

Transport in rural areas differs greatly from Metropolitan transport. In the urban environment, motorised travel (both private and public) are the main modes, although a large percentage walks. In the rural areas over 50% of the trips are made by walking. One of contributing factors to this large percentage is rural poverty. The subsequent low demand for transport results in the low supply of public transport vehicles and the poor condition of the existing vehicles.

7.7.1 Strategy

The Department of Transport and Public Works, in conjunction with the municipalities of the Western Cape, will develop mobility strategies with the intention of ultimately implementing them, which will include both IPTN and NMT Plan components.

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In rural towns and corridors, the public transport strategy will address the following issues:

- Provision of Non-Motorised Transport.
- Integration of modes.
- Bus and minibus-taxi services.
- Connectivity between towns and within corridors.
- Scheduled services.
- Universal Access and Design.

The IPTN's in the non-metropolitan regions of the province must result in feasible and affordable systems, and illustrate how they contribute to overcoming the specific problems of the rural context, namely dispersed settlements, low densities, a high proportion of poor people, unemployment, the need for scholar transport, access to health services, access to social grants and access to economic opportunities.

The sustainable Integrated Public Transport Network (IPTN) in the rural areas will assist to fulfil all provincial strategic objectives in the following manner:

Increase opportunities for growth and jobs

- The IPTN will allow people in rural areas to access opportunities in towns and the cities through regular transport services.

Improve education outcomes, increasing wellness

- The IPTN will enable learners to access education facilities and participate in extra-mural activities while patients will be able to access health facilities.

Increase Safety

- The IPTN will provide a transformed public transport operator that operates safe vehicles, with trained drivers.

Promote the Development of Integrated and Sustainable Human Settlements and Increase Social Cohesion

- The IPTN will allow people to move freely within the Western Cape and within the town or city, thereby supporting integration of communities. The IPTN will provide access to sporting and cultural events and locations.

Mainstream sustainability and optimise resource efficiency

- The IPTN will promote the use of public transport over private transport – hence resulting in decreased vehicle emissions.

Reduce Poverty

- The IPTN will allow Individuals who require government grants can access them at a reasonable cost.

Integrated Service Delivery for maximum impact

- The IPTN will provide people will access to service centres in the province, and support initiatives by other Departments to improve the quality of life and conditions of all people in the province.

Create Opportunities for growth and development in rural areas

- The IPTN will serve as a 'stimulus package' for the rural areas, allowing people to spend their money on other essentials rather than on expensive transport.

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7.7.2 Current initiatives

- Mobility strategies / IPTN's are being developed that are aimed at improving public transport in District Municipalities.

7.8 RATIONALISATION OF SUBSIDISED PUBLIC TRANSPORT, WHERE APPLICABLE

Funding for public transport is limited and resources need to be spent wisely. This requires continuous monitoring in order to keep the public transport system as vital as possible.

7.8.1 Legislative requirements

The NLTA prescribes that Provinces and planning authorities must take steps as soon as possible after the date of commencement of the Act to integrate services subject to contracts in their areas, as well as appropriate uncontracted services, into the larger public transport system in terms of relevant integrated transport plans. This will improve the public transport services, but also make them more efficient.

Making public transport more efficient in the Western Cape is related to the modal integration strategy and the corridor development strategy. At the same time, existing services should be realigned according to the strategies mentioned above.

7.8.2 Current initiatives

Relevant initiatives that address rationalisation of (subsidised) public transport in the province are:

- Mobility strategies that are aimed at improving public transport in District Municipalities.
- In the Cape Town area, existing public transport services (subsidised and non-subsidised) must be realigned with the implementation of the IRT trunk and feeder services.
- Integrated Fare Management systems are being developed and implemented for the monitoring of GABS and future contracted public transport services.

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7.9 TRANSPORT FOR LEARNERS

The South African Schools Act, No 84 of 1996, states that it is the responsibility of the *education* Members of the Executive Council (MEC's) to ensure *availability* and *accessibility* of schools.

According to the National Household Travel Survey (NHTS), the modal split for learners travelling to school for the whole of the Province is provided in Table 7-8.

Table 7-8 Modal split learners travelling to school. Source: NHTS, 2003

Mode	Percentage
Car	22%
Walk	55%
Bus	5%
Taxi	9%
Train	3%
Other	6%

Providing transport, however, should always be considered an interim measure until sufficient schools can be constructed (if warranted by number of learners) and only considered a final solution if student numbers do not merit a dedicated school and / or hostel. Economic theory dictates that efficiency should be promoted in resource allocation and that all factors on production should be considered in public policy. The most economically efficient strategy must be decided upon, with respect to the provision of access to education for learners:

- providing transport;
- providing schools; or
- providing hostels.

The transport of learners can be categorised in terms of the following three types of services and operations:

- transportation of scholars on the **normal subsidised commuter services** (i.e. bus or rail);
- transportation of scholars by means of **dedicated subsidised services** (mainly bus); and
- transportation of scholars by means of **non subsidised services** (buses, mini-uses and light delivery vehicles (LDVs).

7.9.1 Current arrangements

The Western Cape Education Department, Directorate: Infrastructure Planning and Management (DIP) manage the planning of the Learner Transport Schemes in the Western Cape Province. In 2008/09, the department invested R125.8 million in learner transport during the financial year. This investment included R112.4 million rand for 473 bus companies to provide transport for learners and R13.4 million rand directly to school to arrange their own transport.

The table below shows the distribution of the learner transport contracts over the regions of the Western Cape in 2007. These Cape Town metropolitan contracts accounts for less that 8% of all the contracts and 22% of learners transported.

Education Management and Development region	# Contracts	Percent	Number of Learners transported
Breërivier /Overberg	161	34.9	14193
South Cape /Karoo	106	23.0	7497
Cape Town Metropolitan –North	13	2.8	2803
Cape Town Metropolitan –East	16	3.5	5386
Cape Town Metropolitan -Central	3	0.7	650
Cape Town Metropolitan -South	4	0.9	1122
West Coast /Winelands	156	33.8	13900
Total	459	100.0	45506

Table 7-9 Contract for learner's transport 2007. Source: Western Cape Education Department

7.9.2 Policy

The Western Cape Education Department sets out guidelines with regard to learner transport provision. The areas / conditions in which learner transport will be provided are set out below.

Criteria to qualify for learner transport in the Western Cape

Learner transport will be provided for groups of more than 10 learners per route. Several criteria are formulated by the Western Cape Education Department (WCED). To determine whether a learner qualifies for WCED learner transport, the following criteria shall be applied in all areas and to all cases. These criteria are illustrated in the Tables below.

Table 7-10 Qualifying areas for learner transport. Source: Western Cape Education Department, 2011

Qualifying areas	
Rural Districts	Outlying areas, which are 5 km or further from the nearest appropriate school and where no public transport is available.
Metropolitan area	Outlying areas immediately adjacent to the Cape Town metropolitan area, or to a town, which are 5 km or further from the nearest appropriate school and where no public transport is available.

Table 7-11 non-qualifying areas for learner transport. Source: Western Cape Education Department, 2011

Non-qualifying areas	
Rural Districts	All towns where public transport is readily available All towns where sufficient classroom space or an appropriate school is available.
Metropolitan area	The Cape Town metropolitan area where public transport is available.

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In areas without sufficient classroom space or an appropriate school, transportation or subsidising of learners to attend school shall be provided. Every effort should be made to provide additional classrooms in areas from where learners are transported and the learners being transported must receive preference when applying for admission to schools that have received additional classrooms.

Exceptions are made to pupils with disabilities, pupils with exceptional circumstances and who are exposed to dangerous conditions when travelling to school.

The WCED, at the discretion of the Head of Department, may consider subsidised support to a learner instead of learner transport

- by means of a **transport subsidy** payable to the school. The school (school-managed transport schemes) or parents shall be responsible for the transport (or mode of transport) of such learners
- by means of a **boarding subsidy** for **private boarding,** payable to the school. The school and parents shall be responsible for payment to the person providing boarding for the learner.

7.9.3 Current initiatives

The Department of Transport is drafting a national scholar transport policy to increase uniformity in the industry (DoT, 2009; draft). The policy strategy aims to address the fragmented division of scholar transport provided by the Provincial Departments of Transport and Education. The national strategy provides a framework to improve scholar patrol implementation.

The National Scholar Transport Strategy envisages a transfer of the scholar transport function from the Department of Education to the Department of Transport and Public Works. This entails the budget and existing contracts with operators. It should be noted that the Provincial Department of Transport and Public Works has registered concerns

and conflicts that exist between the current Scholar Transport Policy and the National Land Transport Act which need to be addressed before any such transfer should occur.

7.10 REGULATION AND CONTROL CONCERNING OPERATING LICENSE STRATEGIES

7.10.1 Legislative provisions

The NLTA proposes three regulating entities:

- A National Public Transport Regulator (NPTR)
  (established in terms of section 20 of the NLTA)
- A Provincial Regulating Entity (PRE)
  (established in terms of section 23 of the NLTA)
- A Municipal Regulating Entity (MRE)
  (established in terms of section 17 of the NLTA)

The Provincial Operating License Board (POLB) is currently performing the function of the NPTR, PRE and the MRE in accordance with the section 93 of the NLTA. This situation will prevail until the MRE, PRE and NPTR are established. The Western Cape Department of Transport and Public Works is currently working towards the establishment of the PRE for the Western Cape Province. An MRE, however, can only be established where both the National and Provincial Ministers have assigned the function to the municipality. It is envisaged that the establishment of the MRE will occur within the next 2 financial years – before the end of the 2013/14 financial year. If the function is assigned at a later stage, the MRE will receive and decide on applications for operating licences wholly within the boundaries of the municipality. The municipality will also be allowed to place a moratorium on new applications on overtraded routes.

7.10.2 Policies

The Department of Transport & Public Works is currently finalising the Western Cape Minibus-taxi Operating License Strategy. The policy has been formulated to create a more consolidated and coherent approach to taxi-related issues. An important note in the policy is that the operating license processes must be used to support projects aimed at the transformation and restructuring of public transport in the Western Cape. This policy document is aimed at creating unified norms and standards for public transport regulation. Three parts of the policy will be elaborated on in this section.

Pre-requisites for minibus-taxi operating license on existing routes

Overtrading has been identified as the major reason for the conflict and instability in the minibus-taxi industry. By late 2005, more than 70% of the routes in the City of Cape Town area were overtraded, which led to fierce competition for passengers. The overtrading rendered large parts of the industry economically unsustainable and this has lead to a fleet of ageing vehicles. The situation is not vastly different from this in the rest of the Western Cape Province and the poor regulation of public transport market entry has contributed to the poor state of the industry. The Western Cape Province has formulated the following pre-requisites for municipalities to support new applications for minibus-taxi operating licences on existing routes.

Table 7-12 Pre-requisites for municipalities to support new applications for minibus-taxi operating licences on existing routes

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Pre-requisites for municipalities to support new applications for minibus-taxi operating licences on existing routes

- No applications should be supported on overtraded routes. The supply and demand criteria should be rigidly applied.
- Where the operating function has been assigned to a municipality in terms of section 11 of the NLTA, the municipality must immediately impose a moratorium on new applications on overtraded routes. The provisions of section 18 of the NLTA should be used to impose the moratorium.
- Applications should not be supported if the route descriptions contained therein are considered to be vague. Both route descriptions and operating licence conditions should not be subjective. The application should contain road by road route descriptions and explicitly state the names of minibus-taxi facilities where passengers can be loaded and off-loaded together with any restrictions and or limitations.
- Competition with subsidized services should be avoided. Applications should only be supported if there is no spare capacity on parallel subsidised services. The granting of the application should not result in wasteful competition with an existing subsidized mode.
- Only one association should be supported per route bar cases where there are already two or more associations serving the same route. Therefore, applications should not be supported for more than one association on the same route or network of routes. In recent times a number of newly formed associations have impinged on existing routes served by other associations. This has resulted in violence and this practice must be stopped immediately. No operator or association must be allowed to muscle in on existing routes served by another association. Where there are existing entrenched rights on minibus-taxi routes, these rights should be protected. Government has a responsibility to ensure that existing operators are able to exercise their rights in terms of their permits/operating licences without any intimidation.
- Where there is sufficient passenger demand, new applications should only be supported for members of the resident association(s) or subject to membership of that association.
- Employment areas should not be granted as A-points (origin points) for minibus-taxi routes bar cases where a route connects more than one employment area or where there are already existing permits/operating licences with an employment area as an A-point. The A-point for any route should be the residential area where the trip originates. A case in point would be a route from the Mitchells Plain residential area to Cape Town. This is clearly people residing in Mitchells Plain who are employed in Cape Town. The A-point for the route should therefore be Mitchells Plain. Operating licences should therefore be considered for the association providing the service at the origin point and this association should be allowed to provide the return service from Cape Town. It is not desirable for one association to provide the forward service and for anther association to provide the return service. This is not economically viable and will result in a considerable amount of dead kilometers.
- The application should not contain more than one A-point. An application may have more than one destination but only one origin point.
- In the case of a feeder or distribution service where there is only one association operating in the area, a collection area may be specified.
- Operators should not be allowed to trade permits that have not been successfully converted to operating licences for new applications. Where an operator has been given the opportunity to convert his permit to an operating licence and the application has been refused by the POLB, the permit must immediately be cancelled in the Land Transport Permit System.
- Operators should not be allowed to trade non-renewed licences for new applications in cases where there has been a break in service of more than a year.
- Operators should not be allowed to trade permits/operating licences for other types of services (in particular chartered services) for minibus-taxi operating licences. Many operators apply for operating licences for charter services given that the criteria are less rigid and then use this authority to operate on minibus-taxi routes.
- Applications for new minibus-taxi operating licences should not be granted if it the application contains more than one type of service. Only long distance minibus-taxi routes may be combined with local minibus-taxi routes on the same operating licence. Under no circumstances should an operator be allowed to provide charter services and minibus-taxi services with the same operating licence. Given the open-ended nature of the charter services authority, it makes enforcement very difficult and operators often use this authority to impinge on other routes.
- When deciding to support a new application on a particular route, illegal operators who have formed part of the existing capacity for more than three years should be given preference.
- Any person applying for a minibus-taxi type operating licence must be a member of an association registered with the Office

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Pre-requisites for municipalities to support new applications for minibus-taxi operating licences on existing routes
of the Provincial Transport Registrar and subscribe to a Code of Conduct and Standard Constitution. This includes operators providing minibus-taxi type services with sedan vehicles. • The application must be submitted together with a letter of support from the resident association and a registration certificate from the Office of the Provincial Transport Registrar. New applications must not be supported for members who are no longer in good standing with the association or the Office of the Provincial Transport Registrar. However, where the Registrar finds that an association is withholding a support letter without good reason, he or she may instruct the regulatory entity to dispose of the application without a support letter from the association. • All new applications granted after the 1st of April 2010 will be for a period of five years bar areas/route directly affected by projects aimed at restructuring and transforming the public transport system in the Western Cape. In such cases the municipality may ask the regulatory entity to shorten the validity period of the operating licence using the provisions of section 52 of the NLTA. The granting of all minibus-taxi operating licences for a period of only two years increases the administrative burden on the regulatory entity and municipalities and has therefore been aborted.

7.10.2.1 Considerations and recommended procedure for new minibus-taxi routes

Given the intertwined nature of the existing minibus-taxi route network, it is almost impossible to approve a new minibus-taxi route without some impact on one of the existing routes. This is a highly contentious issue. Land intensification is however dependant on effective transport provision to connect people with social and economic opportunities. It is common for a multitude of minibus-taxi routes to traverse segments of the same road and the restrictions imposed by the POLB or relevant regulatory entity is paramount to avoid route-related tension.

Before deciding to support operating licence applications on new minibus-taxi routes, the municipality must carry out a comprehensive risk analysis. This risk analysis should encompass more than just the passenger demand for the service but should also look at the impact of the new service on existing minibus-taxi routes. The following factors should be considered:

- The impact of the service on existing minibus-taxi routes (will the new route impact on the economic viability of operators on existing routes);
- The potential for conflict with existing associations and members (where this is the case, the route should not be considered)
- Existing travel patterns;
- Existing public transport network coverage;
- Journey times (direct routes versus the aggregation of demand to interchange points);
- Cost to the user (portion of monthly income spent on public transport)
- Dormant routes (routes for which operating licences have been issued but operators are not providing the services)
- Route distance and passenger demand (minibus-taxis is not considered the ideal mode on line-haul route with high passenger demand). What is considered the ideal mode for the service?
- Spare capacity on subsidized modes (the national strategic objective is to avoid wasteful competition with subsidized modes).

The table below provides an overview of the procedure that is recommended when dealing with low-risk new mini-taxi routes.

Table 7-13 Recommended procedure for the issuing of OLS

Recommended procedure when dealing with low-risk new minibus-taxi routes:

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- It remains important to proactively plan for the provision of public transport services to and from new developments. These operating licences should be in place by the time the development opens in order to connect people with opportunities.
- For this purpose, it is recommended that ten permanent operating licenses be issued with a maximum validity period of four months (only where such applications are supported by the municipality). These operating licences should not be renewed at the end of its validity period and this should be imposed as a condition on the operating licences. The applications for these four-month operating licences must be lodged at least 60-days prior to the opening of the development. This process is also applicable to any new minibus-taxi route.
- Prior to the issuance of the four-month operating licences, all route descriptions must be verified by the municipality concerned to minimize the impact of the new service on existing routes. These applications must be placed in the government gazette as prescribed by section 59 of the NLTA, which will afford interested and affected parties the opportunity to provide comment on the service.
- The four-month period will allow the municipality to gauge the effectiveness of the service and its impact on other existing routes. During this period the association must market and advertise the service. This will allow the municipality to do a proper demand analysis to determine the number of vehicles required to meet passenger demand. This must be achieved through constant monitoring and evaluation of the service.
- Once route descriptions have been perfected and the demand for the service has been established, new applications can be lodged for the same operators (with renewals the route descriptions cannot be changed). These applications must be lodged two months before the expiry date of the 4-month operating licences. In terms of the National Land Transport Regulations, the PRE must dispose of operating licences within 60 days of receipt of the application. This means that the new operating licences can be issued by the time the 4-month operating licences expire. Note that the 4-month licences should be handed in before the new licences can be uplifted.
- It is recommended that such operating licences be issued for a period of two years, reviewable at any time and thereafter for a period of five years (with the renewal thereof).
- The number of operating licences may be increased if there is increased passenger demand for the service.
- Where there is a remote chance of violence/conflict with other operators, operating licences should not be issued for new minibus-taxi routes until these issues have been resolved.
- Such operating licences must be issued to members of associations in the area where such trips originate (A-points) or a new association formed in that area. The origin point (A-point) is where patrons of the route reside.
- **The prescribed criteria for new applications on existing minibus-taxi routes are also applicable to new minibus-taxi routes (unless clearly inappropriate).**

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7.10.2.2 Renewal of definite period minibus-taxi operating licenses prior to the implementation of public transport restructuring projects.

The Provincial Operating Licence Board, currently performing the functions of the Provincial Regulatory Entity in terms of section 93 of the NLTA, is therefore directed not to consider any further new applications for minibus-taxi type services in areas affected by IRPTN or related projects (such as the George Integrated Public Transport Network). The same applies for applications for additional authority. Note that the Provincial Regulatory Entity, in disposing of an application, must act in accordance with the relevant integrated transport plan and directions of the planning authority and must not grant an operating licence contrary to directions of the integrated transport plan and planning authority. This position only applies to applications where both the origin and destination of the route(s) are within the boundaries of areas affected by projects to transform and restructure public transport.

Note that in such areas, all operating licences for unscheduled minibus-taxi type services are considered inconsistent with the transportation plans. Therefore, all definite period operating licences must only be renewed for a two-year

period or until such projects are implemented, whichever occurs first. The PRE is requested to impose the following condition on the operating licence in terms of section 57(5) of the NLTA:

- That the operating licence will not be renewed at the end of its validity period given that will be inconsistent with the transportation plans for the affected areas. The service will be replaced by the GMS/IRT system and the operator will become a stakeholder in this process or opt out of the system at their choice
- The Municipality and the Provincial Government of the Western Cape is not liable to pay compensation to the holder of the operating licence at the end of its validity period in the event of the holder opting out of the system.

7.10.3 Way forward

- The Province must ensure that local municipalities have the capacity and the knowledge to perform the function of the MRE, where it is envisaged that one will be created.
- The Province must put forward and implement a plan towards the establishment of the PRE for the Province.

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7.11 SPECIAL NEEDS PASSENGERS STRATEGY

Special Needs Passengers (SNP's) are defined are being one of the following three types of passengers:

- **Life Cycle Passengers:** These are customers who have special transport needs by virtue of the fact that they happen to be in the normal stages of the human life cycle. Examples include children between 5 –14 years old, women during pregnancy who may need special assistance, or the aged who, as a result of age-related impairments, require special assistance, security and access.
- **Impairment Passengers:** These are customers with physical or cognitive impairments and disabilities or neurological impairments and disabilities, for whom special assistance, adapted technologies and special safety requirements are necessary.
- **Signage Passengers:** These are customers who for reasons of illiteracy, age or lack of familiarity with the language of signage are unable to access enough information to use the transport system effectively.

Surveys undertaken in both the urban and rural context found that transport is generally not accessible to SNP's. As a result, the Dial-a-Ride fully accessible demand responsive service was made available to registered users in Cape Town but this is not a mainstream public transport service. The Department of Transport and Public Works has also developed the Public Transport Policy statement for Special Needs Passengers in the Western Cape. It should be noted that the principles of universal access and design must become central project-level considerations in transport.

7.11.1 Policy

7.11.1.1 Public Transport Policy statement for Special Needs Passengers in the Western Cape

The Department of Transport and Public Works acknowledges the public transport requirements of passengers with special needs. It undertakes to promote universal access and design requirements into the planning, provision and management of a public transport system in the Western Cape so that the system, over time, becomes universally accessible to all its passengers. Where mainstream public transport does not provide reasonable accessibility the Department will promote the provision of an alternative demand responsive service that can be used by passengers with special needs, if not already provided as part of the available range of transport services / "family" of services.

Independent travel within the public transport component of the travel chain will be promoted with the use of universal design principles, which promotes the design of a product or an environment that is widely usable and without bias, through access to appropriate and relevant passenger information, access to public transport facilities and vehicles that are universally accessible to all passengers.

Collective efforts within the PGWC together with other stakeholders such as the PRASA, municipalities, and operators must strive to make other component parts of the special needs passenger's journey universally accessible over the longer term.

7.11.2 Strategies

In order to implement the policy statement for the provision of public transport for SNP's the Provincial Government Western Cape propose to implement the following actions to promote the provision of public transport for SNP's in the Western Cape in an incremental manner.

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Commuter Rail

- Continue its joint initiative with PRASA to progressively retrofit existing key commuter rail stations in order to make them more accessible to SNP's.
- Ensure that PRASA plan and build all new commuter rail stations to be accessible to SNP's.
- Ensure that PRASA improve the accessibility of its rail carriages to SNP's.

Passenger Information Services

- Support the continuation of Cape Town's public transport information service.

Public Transport Vehicles

- Prepare and publish, in association with the Department of Transport, guideline requirements for accessible public transport vehicles. These requirements will include the provision of reasonable accommodation of SNP's who use wheelchairs, the use of audio and visual address systems and other appropriate features. Guidelines will be produced for buses, midi-buses, minibuses and metered taxis.

Public Transport Facilities

- Ensure that all new public transport facilities are planned to be accessible to SNP's.
- Prepare a programme to make key existing facilities in the public transport network accessible.
- Ensure that all other public transport facilities and stops allow for the deployment of ramps and lifts away from the main travel way.
- Encourage that all major public transport facilities where passengers experience long waiting periods are provided with at least one accessible ablution facility.

Specifically in urban areas:

- Encourage that major public transport facilities are provided with audio and visual announcement systems indicating the arrival / departure of vehicles.
- Encourage that all stops are provided with kerbed stopping areas and shelters.

Public Transport Operations

- Ensure that all future contracted public transport services within the Province include the operation of accessible services until all contracted services are either accessible.
- Require that an appropriate number of accessible vehicles operate on non-contracted service routes and / or an alternative demand responsive service is available.
- Investigate the implementation of concessionary fares, for carers, companions and assistive animals (guide/hearing dogs), etc that accompany SNP's who are registered as requiring their presence so they are able to accompany the SNP at a reduced / no fare.
- Investigate, in association with the respective local authorities and operators, the provision, training and payment for operating demand responsive services that acknowledge the different characteristics of urban, peri-urban and rural areas, e.g. Dial-and-Ride, brokerage or volunteer services.

Training of public transport service personnel

- Encourage all operators and their staff (including ancillary personnel involved in the day-to-day operations) to undertake sensitivity training with respect to SNP's in order to learn how to properly assist and treat passengers with appropriate attention to the differences among individuals with disabilities.
- Encourage all drivers and other operational staff providing public transport services to receive training in the proper use of ramps, lifts and wheelchair and passenger restraint systems, if fitted to the vehicles they operate.

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7.11.3 Way forward

The Special Needs Passenger Policy outlined above will:

- Guide the development of the Mobility Strategies in the district municipalities, as well as the development of all transport facilities and infrastructure to be constructed in accordance with the principles of universal access and design. Special need users must be provided for in the mobility strategy and identify the need for a dial-a-ride service, if it exists.

7.11.4 Current initiates

- Currently Mobility Strategies are being developed for the district municipalities of Eden, West Coast and Overberg.
- Joint initiatives with PRASA to progressively retrofit existing key commuter rail stations in order to make them more accessible to SNP's.
- The Department of Transport and Public Works, in partnership with the City of Cape Town, provides the Dial-a-Ride service for persons with disabilities, through a tendered contract. This service provides a specialised fleet of vehicles to provide public transport for passengers for whom the existing services are not suitable.

7.12 PUBLIC TRANSPORT SECURITY

Both operational safety and safety against crime are two focus areas which the Province – in conjunction with all transport and safety stakeholders – must seek to address in public transport in order for the desired modal split to be achieved in the province – in the favour of public transport.

7.12.1 Policy

The Department of Transport and Public Works: Directorate of Safety and Compliance developed a Public Transport Safety and Compliance Strategy in 2008 based on improved enforcement, education, engineering and emergency response.

7.12.2 Strategy

The strategy would address the issues identified in the table below.

Table 7-14 Transport Safety and Compliance Strategy

Enforcement	Education	Engineering

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Capacity/funding constraints: • Too few people for the job • No useful benchmarks • Low visibility Disjointed approach: • No overall strategy • No uniform standards and procedures • Court evidence lacking Ill-equipped officers: • Lack of proper training Ineffective monitoring: • Limited use of ITS • No community involvement Fraud is pervasive: • Testing/licensing authorities • Drivers/operators	Culture of non-compliance: • No prior regulation • Unlikely to be caught • Penalties are too soft Resistance to change: • Recapitalisation process • New PT contracts Lack of skills and experience: • Fraudulent licenses • Training inadequate • Insufficient experience Ignorance of dangers: • People lack awareness • o Crime stat's not available	Inadequate capacity: • Overcrowding of trains • Roads too congested Low maintenance levels, e.g.: • Lighting • Holes in fences • Cleanliness of facilities Design process shortfalls: • No formal safety checks Special needs / Universal Acces and Design is overlooked Incident info. architecture poor: • Incomplete and inaccurate incident data • No provision for critical vehicle/driver/incident data, e.g.: Classification as PT Precise locations • Resulting problems: lack of sufficient information for proper planning
Emergency	**Legislation**	**Co-ordination**
Unsatisfactory operations: • Emergency response times Limited help access, e.g.: • Help buttons • Emergency phones • Kiosks	Penalties inappropriate: • Not severe enough • Not consistent Incident reporting confusion: • Where to report incidents By-laws too varied: • Many jurisdictions • Each with own by-laws Squatters rights supreme: • Danger to themselves • Danger to commuters • Threat to infrastructure Vehicle maintenance not Regulated	Overall structure ineffective: • Duplication/gaps • Roles unclear • No SLAs • No dedicated PT focus • Resulting inefficiencies Co-ordination a problem: • No overall strategy • No standard processes • Limited communication Other issues: • Funding insufficient • Communities not sufficiently involved • Disaster planning (incl. terror) • o Driver testing capacity

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Despite the reintroduction of the SAPS Railway Police and the deployment of private security firms at railway stations and park and ride sides by both PRASA and the City of Cape Town, there has only been a marginal increase in passenger safety – particularly between peak travel times. It is therefore required that these services should be further supported and extended with the assistance of the Department.

In addition to the above, the establishment of the Railway Safety Regulator has initiated interventions to increase rail security in the following manner:

- Strengthen the regulatory regime.
- Improve safety compliance and adequacy.
- Facilitate effective stakeholder partnerships to improve safety.

- Proactive support in key initiatives.
- Improve institutional effectiveness.

All efforts to improve security in public transport will focus on the following elements:
- Preventative Control (improved ticketing and fare collection to prevent fare evasion culture, increased off-peak safety and security measures, information sharing between organisations, environmental design)
- Detective Control (visible policing, installation of CCTV's, incident information analysis to inform future focus)
- Corrective Control (stricter law enforcement and penalties)

7.12.3 Way forward

- The Province will put measures in place to ensure the public transport nodes of provincial significance are safe and secure by partnering with PRASA and City in station and train security improvement programmes.

7.12.4 Current initiatives

- Several Park & Ride facilities have been targeted for improved security along the Southern Suburbs line, in support of the Simons Town Commuter Rail Pilot Project. Despite this, far more can be done along the entire commuter rail network of the City of Cape Town (i.e. more security guards, more secure park and rides).

7.13 SUSTAINABLE ENERGY AND PUBLIC TRANSPORT

The Western Cape Province faces many challenges in instituting a practical transportation framework in an environment of increasing energy demand, sustained high oil prices, regular disruptions in the energy value chain, increasing requirements for diminished green house gas emissions and other environmental and social considerations.

Transportation also has to access energy sources as available and as dictated by the market. It is therefore imperative that synergies be established between transportation planning and energy planning on both national and provincial levels.

Oil scarcity is inevitable; the only question is when and by how much. All indications are that the time horizon is about 20 years, at which point the available fuel will have reduced to about 50% of what is used today. The South African transport system (and thereby the economy) is extremely vulnerable to changes in the availability of liquid fuel and the price. It can be expected that an increase in the cost of transport will have a significant impact on the low income group of people, and that they will either be forced to move closer to where there are job opportunities, or become excluded from the labour market.

As the predicted decline in the availability of oil places a limit on the supply of fuel, the answer to bridging the gap between demand and availability lies in reducing the demand. The demand can be reduced in one of three ways:
- Implement fuel efficiency measures where less fuel derived from oil is used to transport the same number of passengers,
- reduce the quantity of the number of passengers, and/or
- change the way in which passengers are transported (modal shift).

Various efficiency measures – with the sub-sequential benefits are set out below.

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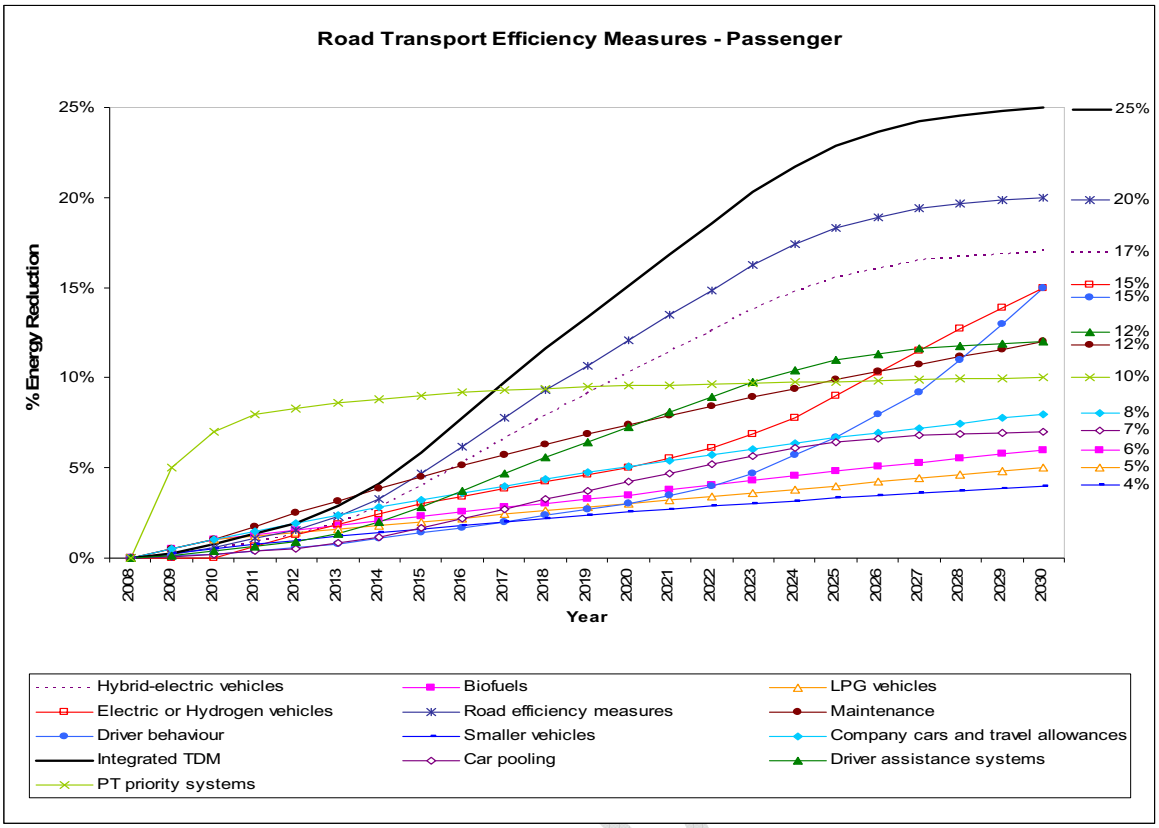

Figure 7-4 Passenger transport efficiency measures (Source: NATMAP, 2009)

7.13.1 Way forward

- Provincial government will promote a broad package solution consisting of densification, travel demand management (user charges, public transport), which are also included in the corridor development strategy and modal integration strategy.
- Incentives for cleaner and more efficient fuel technology will be explored as a part of public transport contracts.
- Electrical modes of public transport such as rail, tram and electrified trolley bus should be explored and promoted in high-use public transport corridors, where applicable.
- The provincial government should lobby for an open fuel standard in South Africa. All new cars not made in South Africa must be flex-fuel compatible.
- The provincial government should explore a competitive market for transport fuels. Consider deregulation of the industry so fuels can be sold at market prices.

7.14 RECOMMENDATIONS TO ADDRESS DEFICIENCIES

In order to achieve a balanced intermodal public transport network in the cities and towns in the Western Cape, several actions are required. Achieving this is complex, but several building blocks can be identified that can help to achieve the IRPTN in the City of Cape Town and the IPTNs in the district municipalities.

Institutional Reform: Municipalities as lead player, where applicable

The NLTA makes provision for a select number of municipalities to extend their role as planning authority to be expanded to cover ***Licensing***, ***Regulatory***, ***Contracting*** and ***Subsidy Allocation*** functions for all modes of public transport including bus, minibus taxi and, where applicable, BRT and commuter rail. This will end the current state of fragmentation of responsibilities.

The provincial government of the Western Cape will function as an overseer who must ensure that an adequate public transport system is brought into being; approve the integrated transport plan of the city and other municipalities and agree on timeframes.

Implement Travel Demand Management

Travel Demand Management seeks to influence and modify the choice made by commuters in order to reduce number of trips, reduce travel time and reduce travel costs. Approaches include the introduction of non-motorised transport, vehicle restricted areas, congestion pricing and parking charges. A prerequisite to the introduction of such aggressive measures is an efficient public transport system. The Department will embark – with stakeholders - on implementing a number of Travel Demand Management Measures within the next 5 year period with the directed goal of decreasing private vehicle use and promoting public transport use.

Improved Safety and Security

There should be ***enhanced safety and security measures*** on public transport as experienced during the 2010 World Cup. Visible policing, adequate lighting and CCTV cameras need to be deployed at Public Transport nodes of provincial significance, Public Transport facilities in City of Cape Town and on Public Transport itself.

Integrated Economic Development, Land Use and Transport Planning

There should be an integrated approach between these disciplines to ensure that the public transport inter urban and intra urban corridors and public transport nodes of provincial significance not only service the surrounding catchments but also with appropriate zoning also provide economic opportunities. This would result in greater density in nodes on public transport corridors and by increasing potential customers and attenuating peaks result in better patronized and more viable public transport. The Department will therefore embark on identifying strategic corridors which need to be densified – in conjunction with all affected municipalities – and lobby for measures to be put in place to densify them.

Specific recommendations for the IRT of the City of Cape Town:

The following needs to be achieved in order to ensure that efficient public transport networks are in place in the Cape Town functional region:

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- Metrorail must be re-capitalized and placed on a sound financial footing so that it remains the back-bone of public transport in Cape Town.
- The road-based public transport limited right of way BRT system should be rolled out in such a manner that it is complementary to rail, as part of an integrated public transport network or IRT system.
- Bus and minibus taxis operators should be incorporated into the vehicle operating companies of BRT to form the operating companies of the system.
- Bus and minibus taxis have a role to play in servicing those areas not covered by Metrorail or BRT and providing local feeder services in certain areas to Metrorail and BRT.
- Integration between public transport modes needs to be improved by increased provision of Park and Ride facilities at Metrorail and BRT stations.
- Increased provision of drop and go facilities at Metrorail and BRT stations.
- A network of pedestrian and cycling routes need to be developed to feed Metrorail and BRT stations.
- Key BRT stations should be integrated with Metrorail stations and other transport interchanges.
- An integrated ticketing system needs to be installed in the long term.
- Integrated information system is required.
- Integrated control system is required.
- Special transport services such as the dial a ride service for the disabled needs to be carefully reviewed to see how a greater number of disabled people can be more efficiently served within the context of a universally accessible public transport.

These strategic directions will drastically change the public transport sector in Cape Town functional region and contribute to a more safe and efficient system as a whole.

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7.15 PUBLIC TRANSPORT STRATEGY IMPLEMENTATION

The following objectives have been identified to achieve '*An efficient, accessible and integrated multimodal public transport system managed by capacitated and equipped municipal authorities'*. For each objective, short-term action, projects and medium term planning directions have been formulated. The objectives and directions are based on long-term vision and mismatch with status quo, and the strategies and focus areas defined in this chapter. In the programme of implementation, this will be split in short term and medium term actions of the provincial government.

1. A 13% modal shift from private to public transport into Cape Town's CBD by 2014.

- Improve modal integration, service quality and public transport nodes. The integration of modes of transport is crucial to increase the viability of public transport. Public transport modes should be complementary.
- Improve 15 park & ride facilities at strategic public transport nodes. Car users should get the option to transfer from private to public at strategic locations to avoid congestion. These facilities should look appealing and should be aligned with public transport that is functioning properly.
- Extend dedicated lanes of road based public transport by at least 30 km by 2014. Investigate some degree of public transport lanes on key corridors.
- Improve Metrorail offering. Increase the frequency of services on the 'A' corridors and ensure that trains are cleaned of graffiti and well protected from vandalism. Metrorail services should improve its offering particularly after 17h00.
- A plan must be developed to illustrate the development of the Cape Town functional regions public transport system over the medium to long term, illustrating how integration will be achieved.
- Improve information of public transport operations with better signage and maps.
- Sign MoU with PRASA, City of Cape Town and the Department of Transport with the view to increase and improve the levels of service offered, indicate rolling stock / fleet requirements (including expected rolling stock renewal programme timeframes) and signalling system upgrade programme.
- Investigate the introduction of short, medium and long term user charge for car based living.

2. Increase the number of commuter rail train sets in operation to 117 by 2016.

- Rolling stock renewal programme by PRASA to ensure that commuter rail in the Western Cape is up to standards.
- Have 10 trains transferred from other Metrorail regions. Western Cape is the busiest commuter rail network in the country and has several A/B corridors that are running more cost-efficiently. More train sets are needed from less utilised corridors to cope with key demand in Western Cape area.
- PRASA should consider the leasing of additional train sets until new trains become available.
- Develop a rail master plan and business plan to investigate and define agreed-on services levels, required number of train set and funding options.

3. Develop and implement a framework for the development of safe and universally accessible IPTNs in district municipalities by 2014.

- Prepare implementable mobility strategies in all district municipalities that provide multi modal solutions for multi purpose trips (including scholar transport). Implement systems that combine transport of work related travel, social travel purpose, learner transport and the transportation of small goods.
- Continue with George Mobility Strategy as pilot project for public transport improvement. Speed up implementation progress and formulate targets.

4. Establish land-use incentives and NMT improvements around 10 underdeveloped public transport nodes (i.e. interchanges) of provincial significance by 2016.

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- Implement 10 Transport Oriented Design projects and measures at 10 strategic stations on A and B corridors.
- Lobby for overarching incentives such as a reduction of application processing time and relaxing of zoning standards. Select 10 pilot projects to provide positive examples for developers and users that public transport and station areas could be an attractive, vibrant part of our towns and cities.

5. Fully implement a universally accessible and multimodal IRT Phase 1 by 2014.

- Oversee development of IRT and manage process by collaboration and the ITP approval process. ITP budgets and planning are submitted to the MEC for approval.
- Lobby for incentives around IRT stations. Zoning schemes and bulk infrastructure investment should be aligned with the IRT to encourage development around the public transport system. This will enhance the ridership and thus diminishes the subsidy requirement.

6. Increase user satisfaction of public transport facilities by 25% by 2016.

- Implement CCTV systems / guard / station manager at all formal public transport transfer points (commuter rail stations, bus termini and taxi ranks).
- Continue joint initiative with the Passenger Rail Agency of South Africa (PRASA) to progressively retrofit existing key commuter rail stations in order to make them more universally accessible.
- Improve facilities and appearance of commuter rail stations.

7. Organise courses and seminars dealing with infrastructure management, operating license strategy, transport planning and land-use planning for district municipalities by 2016.

- Seek cooperation with universities dealing with Integrated Land-use Transport Planning, Non-motorised transport, transport economics and SNP friendly design.
- Champion pilot projects in each District Municipality in the province to demonstrate the implementation of NMT measures in strategically identified leader towns in the province.

8. Bring commuter rail network from D+ to a C maintenance level on A corridors by 2016.

- Prepare a rail master plan and business plan to investigate finance options and establish a vehicle to lobby for increased maintenance funding.

9. Bring minibus taxi recapitalization rate on national level by 2016

- Define action plan that focuses on the recapitalization of taxi that involve the largest safety hazard. Special attention is needed for line-haul routes, which operate with high speeds, and routes with an undersupply, where minibus taxi drivers drive more recklessly to achieve a better turn around time.

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8 NON-MOTORISED TRANSPORT AND SUSTAINABLE TRANSPORT STRATEGY

Non-Motorised Transport (NMT) is defined as all forms of movement that are not propelled by battery and / or fuel combustion driven mechanisms. Examples in the Western Cape context include walking, cycling as well as those pushing and pulling carts, prams, wheelbarrows, trolleys, animal drawn carts and wheelchairs.

Historically, NMT has not received the attention it deserves in the Province. This focus is however changing, given the Province's emphasis on the development of mobility strategies and the continued expansion of the National Department of Transport's Shova Kalula project.

In the Western Cape, the main NMT modes are walking, cycling and donkey-carts. Donkey-carts are generally found in the rural areas and poorer parts of urban areas.

The defined goal for the non-motorised transport and sustainable strategy is to establish '*NMT as pivotal part of all forms of transport planning in urban and rural areas'.* The programme of implementation will address the actions that must be executed in order to achieve these objectives.

8.1 POLICIES

The following sets out the policy environment for NMT in the Province:

Rural Transport Strategy for South Africa

The Rural Transport Strategy (NDoT, 2007) is seen as a stimulant to social development and economic growth within rural areas, which would in turn grow the economic resource-base of municipalities. The strategy calls for the implementation of a Rural Transport Service; which includes:

- Services provided by users themselves (e.g. head loading, private vehicular transport),
- Operators of all modes of motorised and non-motorised transport, and
- The promotion of non-motorised transport.

The Western Cape's Non-Motorised Transport Strategy

The primary objectives of the NMT Strategy (draft 2008) are, among others, to increase the role of NMT as one of the key transport modes, integrate NMT as an essential element of public transport, and provide a safe NMT infrastructure and allocate adequate and sustainable funding for the development and promotion of NMT.

This policy articulates various responsibilities of all stakeholders involved in the provision of NMT as a mode of transport in order to ensure that NMT provision is rendered in an appropriate manner. The policy articulates and recognises the main facets of NMT as animal-drawn transport, cycling, walking and other innovative solutions. The policy is structured in accordance to these four main categories, with the key policy drivers for each category articulated.

A key element of the NMT Strategy for the Province is that it must ensure that Local Government develops detailed NMT plans for their respective areas, in line with the NMT Strategy for the Province. Where capacity is lacking, the Department must assist with the development of detailed plans in the short-term, but make efforts to develop the capacity of Local Government in the long-term.

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By reason of the high fatality rate amongst the users of NMT, SANRAL has embarked on road safety courses in various provinces. The aim is to reach teachers and learners throughout the country with road safety campaigns and presentations. SANRAL states in its strategic plan that *it is imperative that teachers be trained to teach their learners about road safety to ensure proper use of the road by pedestrians and those who use non-motorised modes of transport*.

8.2 STRATEGIES AND WAY FORWARD

NMT Plans must be developed for each District Municipality in the province, which (CWDM, 2009):

1. Support a more systemic approach to mobility planning

a) Capacitate officials in District and Local Municipalities to work in an integrated manner across departments in all sectors.
b) Initiate discussions with bodies and agencies responsible for different modes of transport such as Metrorail and bus operators to discuss how modes can support NMT in particular. For example:
   - How bicycles can be accommodated on buses and rail carriages; and
   - How to provide safe parking and storage at the main stations and interchanges for bicycles.
c) Ensure closer co-ordination between health, education and social development authorities, and the district authorities on behalf of farmers in rural areas. This will facilitate where possible to locate facilities strategically and secondly to provide PT services or improved cycle infrastructure.

2. Support for the idea of NMT interventions as catalysts for change

a) Capacitate individuals in municipal and district planning offices to use NMT infrastructure projects proactively in a manner that allows broader issues to be addressed simultaneously with those focussed on the physical needs of NMT. Opportunities for training using National level funding from the DoT and Non-Government Organisations such as The Netherlands based Interface for Cycling Expertise could be explored.

3. Manage conflict between modes through integrated design solutions

a) The provincial Road Access Design Guidelines do not make provision for integrated design solutions, and need to be reviewed as a matter of priority.
b) Seek approval for the design solutions/standards proposed in the guidelines section, which address the challenges set by the present legal framework, through the ITP's.
c) Engage in ongoing research and development of NMT related patterns and appropriate model solutions.

4. To protect rights of NMT users through proactive engagement of key law enforcement agencies

a) Initiate an investigation to identify traffic safety problem areas and ensure law enforcement through monitoring and enforcement in such areas.
b) Initiate an investigation to identify crime 'hot-spots'. Where crime cannot be addressed through spatial design interventions, land use changes or the provision of lighting, then the appropriate law enforcement agency should be approached.
c) Initiate road safety programmes to target the most vulnerable farm worker communities. This programme should consider the distribution of reflector bands similar to the programme under the Safer Journey to Schools' programme. Co-ordination or co-option of one programme into another would be essential.
d) Campaign for inclusion of road traffic rules that focus on rights of NMT in local driver's manuals and driver training courses.
e) Investigate means to alert all road users to vulnerable groups such as the visually and hearing impaired but also to NMT users in general through signage. This may require application to the DoT to add additional

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signs, alerting road users to the presence of the hearing impaired for example, as these do not exist. This will in turn require revision to the Roads Traffic Signs Manual.

5. To address safety and security issues through spatial design interventions

a) Prepare design guidelines to inform infrastructure delivery agencies on how to use hard and soft landscaping design (including planting, paving, lighting, signage, seating etc) to create a sense of 'place' at important points along the road network.

6. To promote the use of Non-Motorised Vehicles (NMV) as a means to accessing economic points of opportunity

a) Initiate an investigation into the skills available locally to support the creation of manufacturing plants to produce NMV's or bicycle trailers. This should be pursued in consultation with Bicycling Empowerment Network (BEN) who has at various times been interested in the potential of manufacturing bicycles and / or NMVs in the Province.
b) Consider a NMV provision scheme whereby employers will enter into a loan repayment scheme with their employees to payoff the costs of NMVs.
c) Seek funding to subsidise the production of NMVs to ensure vehicles are affordable to the target market.
d) Initiate engagement with the Provincial Roads and Transport Authorities as well as DoT with respect to the need to develop criteria for licensing, registration and 'road worthiness' of NMVs.

7. To promote NMT

Strategies to promote NMT should focus on the following groups:

- Rural Scholars;
- Farm Dwellers;
- Tourists;
- Urban Scholars;
- Urban Students;
- Urban Commuters; and
- Service Providers.

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Rural Scholars:

- It should be noted that bicycle supply programmes funded by the DoT (Shova Kalula Programme), through the Western Cape Department of Education and managed by BEN, already do extensive work with rural scholars (between the age of 12 and 16). The District Municipalities should endeavour to help with the selection process to ensure co-ordination with other spatial initiatives, infrastructure roll out programmes and other funding streams. Reviews of demand (optimally on an annual basis co-ordinated with the new intake at schools) should guide the DMs in terms of where it would be more appropriate to provide additional bus services and where it would be more appropriate to provide bicycles with the necessary infrastructure and training. These proposals would contribute to decreased travel times for school children. Where scholar *communities* are located within a 2km distance of the school, pedestrian infrastructure should be considered.
- The Safer Journey to Schools Programme which is due to be expanded into a broader rural strategy must contribute to increased awareness of safety issues.

Farm Dwellers:

- Promote BEN's bicycle subsidisation programmes to farm communities. The DMs could help to identify farming communities who could benefit from the supply of bicycles. There may be a need to potentially work through farm owner associations and co-ops.
- Initiate a programme under the Safer Journey's Strategy for the rural areas (see above) to educate both vehicle owners and NMT groups on safety rules of the road.
- Encourage businesses / co-ops / factories / farmers etc to provide bicycle parking and storage.

Tourists:

- Initiate formation of NMT forums/interest groups in local areas to put together local NMT friendly tourism routes.
- Encourage guest houses, through local tourism forums/interest groups, to supply free bikes for the duration of the stay to encourage cycling around local areas.
- Liaise with BEN and other agencies/ business to discuss the opportunity to install bike supply/rental systems in certain urban centres such as Stellenbosch, Worcester and Tulbagh, and in particular at strategic rail stations.
- Establish a programme to train local guides that can run bicycle tours.

Urban Scholars:

- Promote cycling to school and initiate safety awareness training modules at schools.
- Support local municipality officials to respond to the need to provide appropriate infrastructure where required (a range of paths making up a continuous network linking schools and sports fields and rail stations where applicable, priority signalling systems, road crossing facilities and safe parking).

Urban Students:

- Support local municipality officials to respond to the need to provide appropriate infrastructure where required (including pedestrianised zones, NMT links from rail stations, road crossing facilities, priority signalling, parking, storage and showers).
- Discourage University and College planners from providing vehicle parking and rather encourage planners to create pedestrianised campuses. This will require promotion of the use of a more appropriate parking ratio by the relevant Local Authority land use departments who generally encourage the use of vehicles by using outdated zoning scheme parking standards.
- Ensure future student accommodation is located within easy access of PT and NMT facilities.

Urban Commuters

- Promote cycle subsidisation programmes with large employers - businesses / co-ops / factories etc.
- Encourage businesses / co-ops / factories etc to provide showers, bicycle parking and storage facilities.
- Discourage planners from providing excessive vehicle parking and rather encourage the creation of NMT friendly environments in the city centres in particular. This will require promotion of the use of a more appropriate parking ratio by the relevant Local Authority land use departments who generally encourage the use of vehicles by using outdated zoning scheme parking standards.
- Ensure future residential, employment and service nodes are located within easy access of PT and NMT facilities.
- Promote Transit Oriented Development around station areas in order to create pedestrian friendly environments. Local authorities should drive the process of adopting and promoting TOD. The Station Precinct Development Framework that has been developed by the Department of Transport and Public Works must guide these interventions.

Service Providers

- Promote the use of bicycles by employees of the public service providers such as the Departments of Health and Social Development and the South African Police Service who would benefit from being able to access a wider catchment area through the use of bicycles or NMVs. This will require engagement with management of these departments to discuss not only means to provide appropriate vehicles but ways to ensure that these can be maintained.

Market NMT to the public

- Develop a marketing strategy that promotes NMT as a healthy, cost effective, environmentally responsible and economically and socially empowering form of movement. The campaign should focus not only on the general public but politicians, government officials, the business sector, farming associations, tourism sector and bicycle retail and service sector. It is important that such an initiative should be undertaken in areas after adequate NMT infrastructure / right of way is provided.

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8. The reclamation of space within public 'right of way' reserves for NMT

- Facilitate integrated planning sessions between town, transport and roads planners when the future of strategic sites is in question.
- Areas such as schools, public transport stops, commercial and employment nodes should acquire specific status as 'go slow' people zones. This should also apply to environments where urban development is located adjacent to higher order roads. Certain go-slow zones may require NMT and / or public transport to take priority over general vehicular movement. These zones should be highlighted within Local SDFs.

9. The alignment / co-ordination of budgeting and planning processes between district, local municipalities and other relevant departments and bodies

a) Develop a system of on-going consultation between the Province and District and Local Municipalities to ensure that the principles and recommendations coming out of the NMT Planning initiatives are co-ordinated and supportive of each other.
b) The transportation of scholars to school programmes should be integrated into a broader mobility plan and the ITP's to ensure that the appropriate infrastructure is budgeted for and services are rationalised where possible.
c) Liaison with bus operators and Metrorail should be initiated to explore the potential of budget rationalisation for infrastructure spending at modal interchange points.
d) Municipal SDFs must take account of NMT needs and ensure that these are reflected in the IDP's as a component of the transport plans. This will ensure that there is ongoing capital and operating budget assigned to NMT related projects.

8.3 ISSUES APPLICABLE TO NMT USAGE

The transport problem facing urban areas largely centres around issues relating to increasing traffic congestion levels and its negative environmental, economic and social consequences. Therefore, promoting and encouraging NMT usage in preference to private vehicle usage is a priority in urban areas. The promotion of NMT in urban areas will contribute to an improved quality of life and includes the following benefits:

- Reduced congestion and greater access to inner city areas. Congestion has a significant effect in limiting economic growth in urban areas;
- An improved use of space as a result of lower motorisation;
- More attractive urban areas when planned holistically with improved public transport services. NMT further promotes mixed-use development;
- Public savings in road infrastructure as a result of lower congestion and lower levels of motorisation;
- Decreased environmental pollution;
- General health improvement as a result of increased cycling and walking;
- Increased labour share of infrastructure investment because NMT infrastructure presents more opportunities for labour-based construction;
- Increased opportunity for social interaction; and
- Enhances a tourist's experience, as a large proportion of exploring is done on foot.

In contrast, the rural transport problem is linked to poverty and isolation from economic and social opportunities. In general, rural communities are not only isolated, but also stranded due to a lack of viable and affordable transport. A lack of supportive physical infrastructure is also more common in the rural areas.

Many of the benefits listed above – which will ultimately lead to an improved quality of life, through the promotion and increased usage of NMT in the urban areas – are also applicable in rural areas. However, rural areas have, in general, lower levels of motorisation and hence almost no congestion. Operating speeds in rural areas are higher, requiring greater segregation from NMT users, particularly on the primary and secondary road network.

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8.4 NMT INTEGRATION WITH PUBLIC AND PRIVATE TRANSPORT

The importance of the integration of NMT with all the other modes of transport can not be highlighted enough with emphasis on the priority treatment of NMT. NMT is the most flexible mode of transport and can therefore easily be integrated with other modes especially if these modes allow for this to happen.

The integration between NMT and public transport is seen as vitally important. The ease and convenience with which NMT users can access and use the public transport system will promote and enhance the usage of both modes at the same time. NMT should act as the feeder system to public transport. With high traffic congestion levels in the main cities and towns it is unavoidable that an effective and efficient public transport system will have to be implemented in a structured way sooner rather than later. The NMT network must take cognisance of existing and future public transport systems. NMT routes need to support and integrate with the existing commuter rail system, although limited commuter rail operations exist in some areas. These NMT routes also need to follow existing and future predicted public transport routes which would minimise walking and cycling distances to associated facilities. Incorporated into all of this is universal access and design to ensure ease of access for Special Needs People.

NMT needs special attention around public transport stops. This would include the NMT links between stops, the area around stops and the area inside stops. The NMT network therefore need to take cognisance of the NMT desire lines, activities along the routes, origin and destinations, public transport movement patterns as well as land use. Public transport nodes require aesthetically pleasing environment and a design that provides functional platforms, forecourts and shelters with easy NMT access.

NMT infrastructure must consider the following elements to embrace integration:

- Class of NMT facility
- Width of facilities
- Signage and road markings
- Universal access design
- Street lighting
- Traffic calming
- Traffic signals
- Landscaping
- Street furniture
- Information

NMT support services are also required to enhance the NMT environment and to promote the use of NMT. Parking for cyclists is a neglected area which needs to be implemented as part of the development of a NMT network upfront. The location, functionality, extent, and security of these parking areas need to be addressed before implementation. Other NMT support services can include Pedi cabs, bicycle rental as well as repair and maintenance facilities.

The integration of NMT into the system as a whole requires a strategic approach towards NMT. Items that would assist in this are:

- Legibility of NMT within the transport and land use environment
- Cross subsidisation of NMT (e.g. NMT part of the construction cost of a road or public transport facility)
- Indirect payment for NMT facilities via levies, etc.
- Bicycle access onto public transport
- Share road space where appropriate – pedestrianisation
- Integrate NMT facility management, maintenance, safety and security with other facilities
- Future business models to include NMT as a vital component

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8.5 CURRENT INITIATIVES

- A NMT section has been included as part of the Central Karoo Mobility Strategy. Proposals for Beaufort West, Laingsburg, Prince Albert and Merweville have been included. Incremental implementation of this plan must be pursued by both the Department and municipalities.
- A Non Motorised Transport (NMT) Master plan was prepared in 2007 for the Eden District Municipality. Incremental implementation of this plan must be pursued by both the Department and municipalities.
- A Non Motorised Transport (NMT) Master Plan Framework was prepared in January 2009 for the Cape Winelands District Municipality. Incremental implementation of this plan must be pursued by both the Department and municipalities.
- A NMT Network Plan was prepared for Stellenbosch Local Municipality in January 2010 for the Stellenbosch Local Municipality. Incremental implementation of this plan must be pursued by both the Department and the municipality.
- The Expanded Public Works Programme must be used as a tool for the rolling out of the NMT plans in all Municipalities.
- The City of Cape Town's NMT network is currently being implemented.

8.6 NON-MOTORISED TRANSPORT STRATEGY IMPLEMENTATION

The following objectives have been identified to achieve '*NMT as pivotal part of all forms of transport planning in urban and rural areas'.* In the programme of implementation, actions will be stated that need to be executed.

1. **Organise courses and seminars dealing with NMT infrastructure planning and management (inclusive of transport planning and land-use planning relationships) for district municipalities by 2014.**

- Seek cooperation with universities dealing with Integrated Land-use Transport Planning, Non-motorised transport, transport economics and universal access and design.

2. **Dedicated NMT Expanded Public Works program projects by 2014.**

- The Department will, in conjunction with the municipalities, develop and implement NMT plans and projects in an incremental manner, drawing on the Expanded Public Works Programme Phase 2, and funding it using both Departmental, municipal and National funding streams (such as the Municipal Infrastructure Grant).

3. **Every provincial road project in province must include a NMT component.**

- Provide positive examples of NMT as part of transport planning.
- Province sets the standard for municipal NMT projects.

4. **A systematic approach to NMT planning should be pursued**

- Monitor NMT approach to implementation at municipal level. The ITPs that are submitted to the MEC must have an NMT component.
- NMT Master Plans should be developed for each Municipality of the Western Cape.

5. **Dedicated cycle lanes in the Western Cape must be doubled by 2014**

- Promote cycle friendly environment in areas with high cycling potential. Key example in the Western Cape is the Stellenbosch Local Municipality with a high number of cyclists, including students travelling between campuses and home. Other areas in the Western Cape will be identified.
- Distribute information about successful NMT projects.

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- Marketing of NMT as a cheap way of travel.
- Include safety education for cyclist and motorized in school education and driver training schools.

8.7 DEVELOPMENT AND SUSTAINABLE TRANSPORT - CARBON CREDITS AND THE TRANSPORT SECTOR IN SOUTH AFRICA

The following section sets out how the Department and the transport sector more broadly could utilize Carbon Credits in funding NMT and public transport interventions in the province.

8.7.1 Background

The Kyoto Protocol

The Kyoto Protocol entered into force on February 16th 2005. The Protocol has as target to reduce Greenhouse Gas (GHG) emissions and includes binding emission reduction commitments for industrialized economies. The greenhouse gases regulated are: Carbon Dioxide, Methane, Nitrous oxide, Hydroflurocarbons, Petroflurocarbons and Sulphur Hexafloride. The Protocol establishes three innovative "mechanisms" known as: Joint Implementation, the Clean Development Mechanism and Emissions Trading. These are designed to help countries with reduction commitments cut the cost of meeting their emissions targets by taking advantage of opportunities to reduce emissions that cost less in other countries than at home.

South Africa ratified the Kyoto Protocol on 31 July 2002, but as it is a developing nation it does not have to reduce its emissions. It can however partake in another emission trading schemes which allow developed countries to invest in projects that reduce emissions in developing countries, named the **Clean Development Mechanism.**

Clean Development Mechanism

The Clean Development Mechanism (CDM) is related to projects realized in developing countries, such as South Africa, with GHG reductions sold to countries with reduction commitments. The resulting emission reductions are called **Certified Emission Reductions (CERs)**. The CDM also aims to help developing countries achieve sustainable development.

CDMs can be implemented both by public or private entities from Annex 1 (industrialised economies) member states, and unilaterally by public or private entities from within a developing country. The public or private entity can receive carbon credits for emission reductions that take place in another country; these credits are either 'banked' or traded on various markets.

Carbon trading involves the selling and purchasing of emissions credits generated by a carbon-reduction project, which are distributed through a market or exchange. These trading initiatives are intended to increase private and public sector participation in investments that enhance the mitigation of GHGs. Under the CDM, a carbon credit – or certified emission reduction (CER) – is generated for each tonne of carbon that is captured or prevented. CERs are interchangeable with several other kinds of carbon credit, which vary according to the purchaser and the types of credits being exchanged.

Sustainable transport projects in general reduce GHG emissions. Such projects could thus qualify for the CDM and benefit from the sale of GHG offsets. This makes good projects economically more attractive and reduces barriers towards their successful implementation. The CDM can constitute an important additional revenue source for sustainable transport projects.

8.7.2 The South African CER Regime

The focal point for climate change in South Africa is the Department of Environmental Affairs and Tourism (DEAT). Within the department, a directorate has been established to deal with climate change, the Directorate of Global

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Climate Change and Ozone Layer Protection. The CDM office (or **"Designated National Authority" (DNA)**) for CDM is located in the Department of Trade and Industry (DTI).

Regulations were published in December 2004 in South Africa, in terms of the National Environmental Management Act, to give effect to the Kyoto Protocol. The DNA was established to consider and approve applications for CDM projects.

8.7.3 The CDM Project Cycle

An industrialised country that wishes to get credits from a CDM project must obtain the consent of the developing country hosting the project that the project will contribute to sustainable development. Then, using **methodologies approved** by the CDM Executive Board (EB), the applicant (the industrialised country) must establishing additionality, and must establish a baseline estimating the future emissions in absence of the registered project.

The case is then validated by a third party agency, called a **Designated Operational Entity (DOE)**, to ensure the project results in real, measurable, and long-term emission reductions. The EB then decides whether or not to register (approve) the project. If a project is registered and implemented, the EB issues credits, called Certified Emission Reductions (CERs, commonly known as **carbon credits**, where each unit is equivalent to the reduction of one metric tonne of CO2e, e.g. CO2 or its equivalent), to project participants based on the monitored difference between the baseline and the actual emissions, verified by the DOE.

A project starts with a **Project Idea Note (PIN)** by the project developer (s). PIN is a document providing a rough overview of the project. It contains information on anticipated emission reductions, information regarding the additionality, the project contributions to sustainable development and preliminary overview of the financials of the project. A PIN is not an obligatory step of the CDM project cycle, it is however useful for the presentation of the project to the host (DNA and potential investors).

The next step in the CDM project cycle is the development of the **Project Design Document (PDD)** which contains a detailed description of the proposed project, an approved baseline and monitoring methodology and their application to the project, the duration of the project and the crediting period selected, information on environmental impacts and stakeholder comments. The PDD is the key document for the validation, host country approval, registration and verification of the CDM project.

Figure 8-1 provides an overview of the CDM Project Cycle.

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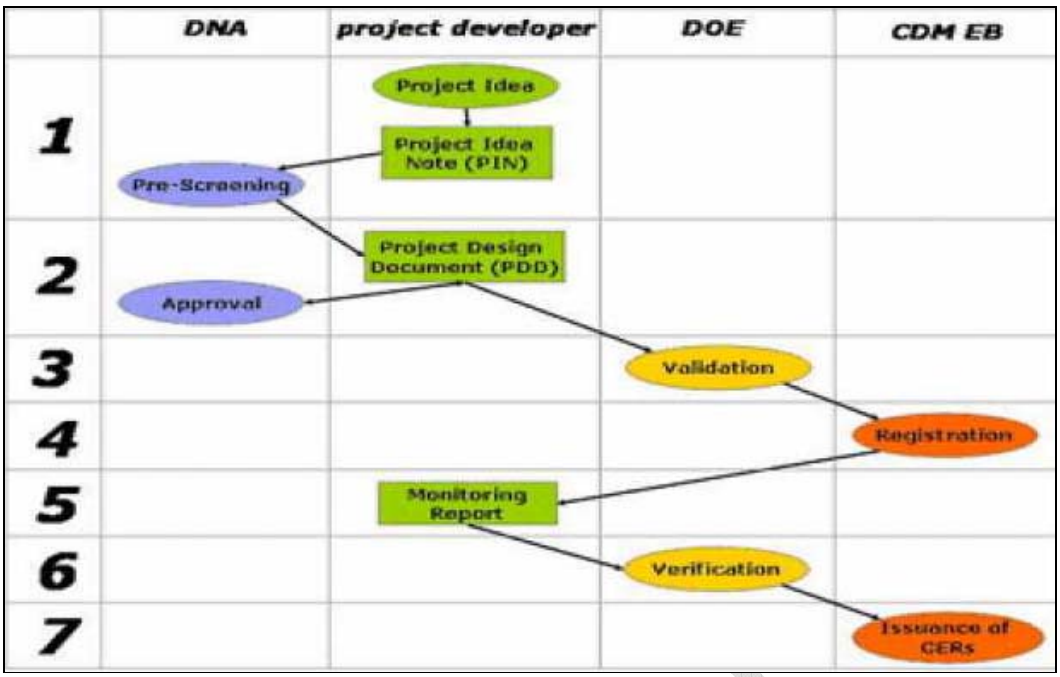

Figure 8-1 The CDM Project Cycle

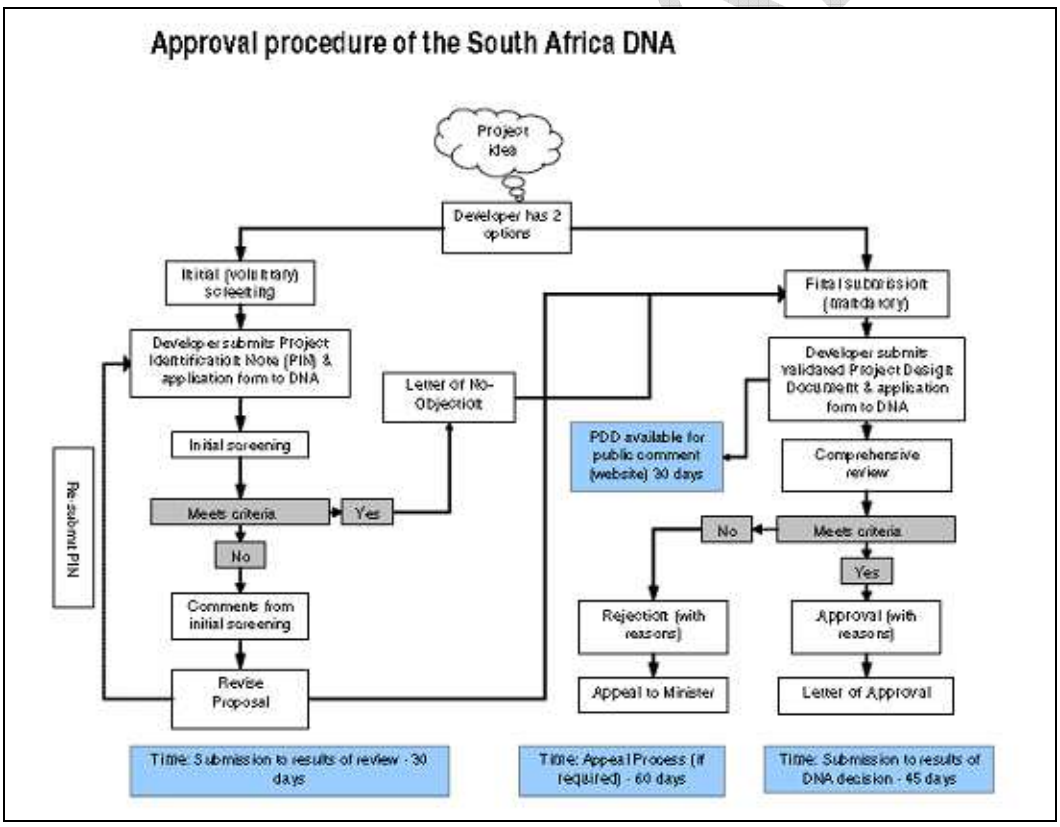

Figure 8-2 Approval procedure of the South African DNA

The DNA's letter of approval contains authorisation for a project proponent to sell the title and rights to CERs generated by the CDM project. CER buyers, as project developers or investors, are both local and international.

8.7.4 Key Issues and Basic Requirements for CDM Projects

In order to ensure that the CDM is a credible instrument that reduces global emissions of greenhouse gases, only those emission reductions can be credited to the project owner that would not have occurred in the absence of the registered CDM project activity. This is the concept of **additionality** which states that the emissions resulting from the project are lower than the **baseline**. As proof, the existence of **barriers** (such as financial barriers, risks, technological barriers, etc.) that hinder the implementation of the project activities can be used. If these barriers can be overcome through the CDM and the funds generated from the CDM, then the project activities may be regarded as additional.

Emission reductions of a CDM project are calculated as the difference between the baseline emissions and the project emissions. In addition, leakages have to be included in the calculation.

Leakages are defined as changes in emissions (both positive and negative) that occur outside the **project boundary** but are still induced by the project activities

Projects have to be voluntary and have to contribute to **sustainable development** according to the criteria established by the national climate change authority. This is a requirement for the national approval of CDM projects.

In South Africa, Sustainable Development is defined in the National Environmental Management Act 108 of 1998 as *"integration of social, economic and environmental factors into planning, implementation and decision making so as to ensure that development serves present and future generation"*. In accordance with NEMA definition of sustainable development, three core criteria will be used to assess the contribution of the proposed project to sustainable development in South Africa .These are supported by additional indicators to allow the DNA to effectively regulate clean development mechanism projects activity in South Africa. Table 8-1 highlights Sustainable Development projects indicators. It is recommended that all appropriate projects should be obliged to register for the benefits of CDM as a rule.

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Table 8-1 Sustainable Development projects indicators

	Criteria	Indicator
Environment	Impact on local environment quality	• Impacts of the project on air quality • Impact of the project on water quality • Impact of the project on the generation or disposal of solid waste • Any other positive or negative environmental impacts of the project (such as impact on noise, safety, visual impacts, or traffic
	Change is usage of natural resources	• Impact of the project on community access to natural resources • Impacts of the project on the sustainability of use of water, minerals or other non renewable natural resources • Impact of the project on the efficiency of resources
	Impacts on biodiversity and ecosystems	• Changes in local or regional bio-diversity
Economic	Economic impacts	• Impacts of the project on foreign exchange requirements • Impacts of the project on existing economic activity in the area. • Impact of the project on the cost of energy • Impact of the project on foreign direct investments
	Appropriate technology transfer	• Positive or negative implications for the transfer of technology to South Africa arising from the project • Impacts of the project on local skills development • Demonstration and replication potential of the project.
Social	Alignment with National, provincial and local priorities	• How the project is aligned with national provincial, local government objectives (access to basic services) • Impact of the project on the relocation of communities if applicable • Contribution of the project to any specific sectoral specific objectives
	Social equity and poverty alleviation	Impact of the project on employment levels? (Specific number of jobs created/ lost, duration of employment, distribution of employment opportunities, type of employment. Impact of the project on community social structures and heritage. Contribution of the project to the development of previously underdeveloped areas.
General	General Project acceptability	Are the distributions of project benefits reasonable and fair?

Projects also have to make a **stakeholder assessment** and the PDD is listed for public comments on the website of the UNFCCC.

Methodologies

Any proposed CDM project has to use an approved baseline and monitoring **methodology** to be validated, approved and registered. If a project developer cannot find an approved methodology that fits in his/her particular case, the project developer may submit a new methodology to the Meth Panel, and if approved the new methodology will be converted to an Approved Methodology.

Transportation projects with approved methodologies:

- Bus Rapid Transit
- Modal shift of cargo from road to rail
- Small projects:
    - Engine retrofit of existing / used vehicles for commercial passenger transport resulting in increased fuel efficiency of the vehicle with consequent reduction in GHG emissions

- Cultivation of oilseeds and sourcing of waste oil / fat to be used in production of biodiesel2 for use in transportation applications
- Demand side activities associated with the installation of postfit type Idling Stop devices1 in passenger vehicles used for public transport (e.g. buses), in order to reduce fossil fuel consumption and GHG emissions
- Activities for production of Biogenic Compressed Natural Gas (Bio-CNG) from renewable biomass1 including waste organic matters to be used in transportation applications
- Emission reduction by electric and hybrid vehicles
- Introduction of low emission technologies to commercial vehicle fleets
- Plant oil production and use for transport
- Cable cars for mass rapid transit

8.7.5 Sustainable transport strategies

The following strategies have been identified:

- Identify projects that could qualify for Carbon Credits.
- Approach relevant authorities to apply for carbon credits and funding.
- Use funding to implement sustainable transport projects.
- Promote the reduction of emission of GHG.

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9 TRANSPORT INFRASTRUCTURE STRATEGY

Infrastructure for transportation remains the largest single investment in the Western Cape. The alignment of resource allocation, in its broadest sense, is critical to optimise the scarce resources that exist within the Province and also the country as a whole.

The defined goal for transport infrastructure strategy is to establish *'A well maintained and preserved transport system'.* The programme of implementation will address the actions that need to be executed in order to achieve these objectives.

9.1 POLICIES

The following key policy shifts and trends were identified in terms of the provision of transport infrastructure in the Western Cape:

- Promoting the use of public transport and NMT;
- The provision of infrastructure must encourage the employment of local labourers;
- The move towards performing appraisals by using cost/benefit analysis together with social accounting matrix models to determine the overall economic impact on the community/province;
- A preferential procurement implementation plan has been adopted to identify the inequalities and to ensure that meaningful and effective empowerment is achieved;

9.2 APPROACH AND STRATEGIES TOWARDS DEVELOPMENT OF THE ROAD NETWORK AND INFRASTRUCTURE PROVISION

The Department of Transport and Public Works has the following objectives regarding the provision of transport infrastructure in the Western Cape Province:

- To reduce the road maintenance backlog by 16% by 2014.
- To provide an effective infrastructure network for accessible, safe and affordable transport.
- Adequate human resource capacity to manage and maintain provincial road infrastructure network.
- Economic growth and empowerment through infrastructure investment.

Transport Infrastructure comprises of many aspects and facilities such as roads, airports, harbours, railway lines, rail stations, NMT infrastructure, minibus-taxi and bus stops. The design, monitoring, implementation and upgrading strategy for transportation infrastructure is the following:

- To improve safety on the road system through adequate maintenance, design and geometrics;
- To reduce congestion within and between nodes and activities and to optimize traffic flow on arterial and freeway networks through the promotion of Travel Demand Management and to increase the capacity of public transport;
- To manage incidents through accurate and timely information, and reduce delays and adverse effects of incidents, weather, work zones, special events, emergencies and disaster situations through the application of ITS solutions;
- To manage maintenance and construction work in such as way as to minimise the impact on safety and congestion;
- To eliminate bottlenecks due to inadequate geometrics through design solutions in upgrading or retrofitting the transport system;
- To provide reliable and convenient infrastructure for public transport services through a focused public transport improvement programme with budget commitments from all role-players involved.

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9.3 KEY STRATEGIC ISSUES ASSOCIATED WITH ROAD AND RAIL INFRASTRUCTURE, PORTS AND AIRPORTS

9.3.1 Road Infrastructure

The responsibilities, coordination, planning and delivery of the primary metropolitan road networks of the infrastructure of roads in the province can be confusing due to the spread of ownership across the three spheres of government. The responsibility and duties of the three spheres of government are set ou below.

Table 9-1 Responsibilities and Duties of the Three Spheres of Government

Roads	Responsibility	Duties
National roads	National government's Department of Transport (DoT) Operational support provided by SANRAL	DoT - planning, design, construction, operations, management, control, maintenance and rehabilitation SANRAL - maintenance and development
Provincial roads	Department of Transport and Public Works	Policy formulation, performance management, contracting and service delivery Consulting and construction mostly done by private sector
Municipal roads	Local Municipalities	Usually contracting out to private sector for maintenance and upgrades
Toll roads	Support by SANRAL	Oversight of the Huguenot tunnel and the Tzitzikama plaza Chapmans Peak toll road falls under provincial jurisdiction

Seventy percent of the surfaced road network in the Province is older than the normal lifespan design of 25 years. 15% of surfaced roads and 51% of gravel roads (excluding minor roads) falls under the roads condition of poor to very poor (LCCA Report September 2009 version 3,2009, p.i). These road infrastructure conditions lead to unsafe roads and contribute to the ever increasing road maintenance backlogs. It is clear from the Medium Term Expenditure Framework (MTEF) that the budget of the Infrastructure Branch cannot maintain the road network at acceptable levels and that the resources must be allocated in the most optimal way.

9.3.2 Railways

The utilization of rail freight capacity has decreased over the past years placing a high burden on road infrastructure. The rail industry is characterised by low competition which causes the rail operators to account for the full cost of rail infrastructure while road freight operators do not carry the full cost of road infrastructure.

9.3.3 Ports

The port of Cape Town has a sub-optimal layout in terms of berths and facilities and major re-arrangement or relocation of facilities should be considered in a planning exercise under the guidance of the various ports, planning, transport and economic development key role-players. The port of Saldanha and Mossel bay have major infrastructure development backlogs and require infrastructure investment. Road congestion is also a major problem in and around the ports and the poor accessibility to and from these ports causes disruptions in the import and export of goods. However, the rail infrastructure linked to the ports is generally under-utilised and could be better utilised for port-related business.

9.3.4 Airports

In accordance with envisaged positioning of OR Tambo International Airport as an international "megahub", Cape Town International Airport (CTIA) needs to install the appropriate infrastructure to retain its position as the major secondary airport of South Africa. In particular, management are considering runway realignment and an additional runway and apron upgrades to address capacity demand. In addition, there are plans in place to upgrade facilities in order to accommodate Airbus A380 aircraft.
CTIA has recently completed airport upgrades across airfield, terminals, parking and the road network. The terminal facility has been designed for the demand of 15 million passengers per annum. The focus in the short term is to address the growing needs on the airfield in terms of runways and aprons;

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The development of road and rail transport infrastructure as well as the integration of inter-modal transport should be coordinated with CTIA expansion and the involvement of a range of public authorities, including Department of Transport and Public Works, City of Cape Town, Transnet, PRASA, and GABS should be considered. Interaction in this regard has commenced.

9.4 TRANSPORT INFRASTRUCTURE PRIORITIES AND PROJECTS

9.4.1 Road Network

The tables below provide a summary of the Department's planned capital and maintenance expenditure for the Western Cape.

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Table 9-2 Planned Capital Expenditure on Transport Infrastructure. Source: Transport & Public Works – Annual Performance Plan for 2011/2012

	Name of project	No. of projects	Total Budget for projects	Planned expenditure over MTEF		
				2011/12	2012/13	2013/14
Surfaced roads	**Total**		**1 540 455**	**431 869**	**535 212**	**573 374**
Projects < R10m	Sub-Total	9	8 098	8 098		
Projects > R10m	C498.2 Stellenbosch Arterial phase 2		66 000		50 000	16 000
	C527.4 Mount Pleasant - Hermanus		44 000	20 000	24 000	
	C733 Somerset West – Sir Lowry's Pass		135 000		25 000	110 000
	C880 Koeberg projects Directional ramps		54 114	54 000	114	
	C708.9 N2 from 0-2.9km		92 000	80 000	12 000	
	C634 Nuwekloof - Wolseley		214 000	114 000	100 000	
	C749.2 Paarl - Franschhoek		70 000		15 000	55 000
	C751.2 Gouda - Porterville		24 000			24 000
	C747.2 Worcester - Bainskloof		186 000	40 000	86 000	60 000
	C407.1 Malmesbury - Wellington		36 000	20 000	16 000	
	C816 Plettenberg Bay		45 000	15 000	30 000	
	C818 Ashton - Montagu		75 000		10 000	65 000
	C824 Winery		20 000	10 000	10 000	
	C817 Malmesbury - Darling		52 771	27 771	25 000	
	C819 Windmeul		45 000		15 000	30 000
	C821 Porterville - Piketberg		18 000			18 000
	C815 Worcester		21 000		19 000	2 000
	C822 Grootbrakrivier		62 000		11 000	51 000
	C823 TR1/1 – Blanco – TR2/9		35 000		9 000	26 000
	C825 N2 - Vleesbaai		67 000	22 000	45 000	
	C805.1 Laaiplek - Elandsbaai		21 000	21 000		
	C914 Spier Road		54 000		24 000	30 000
	C921 Lynedoch road		26 098		9 098	17 000
	C915 Stormsvlei - Bonnievale		20 000			20 000
	C919 Blackheath - Stellenbosch		20 000			20 000
	C917 Piketberg - Velddrift		20 000			20 000
	C916 Hopefield - Velddrift		9 374			9 374
Gravel Roads	Total		**353 228**	**169 228**	**92 000**	**92 000**
Projects < R10m	Sub-Total	3	5 228	228		5 000
Projects > R10m	C415.3 Saldanha – TR77		82 000	70 000	12 000	
	C838 Caledon – Hemel-en-Aarde		140 000	65 000	60 000	15 000
	C838.1 Franskraal		20 000		10 000	10 000
	C650 Elandsbaai - Lambertsbaai		10 000			10 000
	C837.2 N1 - Merweville		14 000	14 000		
	C846 Plettenberg Bay		10 000			10 000
	C850 Simonsvlei		15 000			15 000
	C829 Dal Josafat		20 000	20 000		
	C835.1 Redelinhuys - Elandsbaai		37 000		10 000	27 000
Other	Total		**315 571**	**100 266**	**79 352**	**135 953**
Projects < R10m	Sub-Total	5	91 571	29 266	30 352	31 953
Projects > R10m	C656.9 Chapman's Peak Toll Plazas		25 000	25 000		
	C546.2 Stellenbosch – Somerset West Bredell & Stellenrust i/s		14 000			14 000
	C500.23 Mossel Bay safety phase 2		20 000			20 000
	C707.6 N1 Streetlighting		15 000	15 000		
	C707.7 Median Wall and ramp at Wingfield		43 000	23 000	20 000	
	Various safety projects		27 000	8 000	9 000	10 000
	C574 Weighbridge at Gouda		80 000		20 000	60 000
Overall Totals			**2 209 254**	**701 363**	**706 564**	**801 327**

Table 9-3 Planned Maintenance Expenditure on Transport Infrastructure. Source: Transport & Public Works – Annual Performance Plan for 2011/2012

	Name of project	No. of projects	Total Budget for projects	Planned expenditure over MTEF		
				2011/12	2012/13	2013/14
Surfaced roads	Total		**773 867**	**326 367**	**222 500**	**225 000**
Projects < R10m	Sub-Total	4	8 228	8 228		
Projects > R10m	Reseal contracts		130 000			130 000
	C804.2 Reseal Klawer - Vredendal		13 000	12 000	1 000	
	C751.4 Reseal Gouda - Porterville		26 000	16 000	10 000	
	C819.1 Reseal Hoornbospad		12 000	12 000		
	C807 Reseal Klaarstroom – Beaufort West 55-110km		48 000		25 000	23 000
	C809 Reseal Klaarstroom – Beaufort West 0-55km		42 000		22 000	20 000
	C801 Reseal Malmesbury - Hopefield		40 000	40 000		
	C802.2 Reseal Hopefield - Vredenburg		16 000		16 000	
	C814 Reseal Op die Berg		22 000	22 000		
	C806.1 Reseal Hartenbos - Oudtshoorn		17 000	17 000		
	C898 Reseal Rawsonville		10 000	10 000		
	C902 Reseal Vredenburg - Velddrif		15 000	15 000		
	C899.1 Reseal Central Karoo area 33km		13 000	13 000		
	C903 Reseal Clanwilliam – Lambert's Bay		26 000	26 000		
	C904 Reseal Porterville – N7		13 000	13 000		
	C908 Reseal Durbanville - Klipheuwel		23 000	18 000	5 000	
	C910 Reseal Paarl – Klapmuts - Franschhoek		56 000	53 000	3 000	
	C900 Reseal N2 – Barrydale		24 000		23 000	1 000
	C906 Reseal Ladismith - Calitzdorp		56 000		40 000	16 000
	C909 Reseal De Rust		25 000	20 000	5 000	
	C899 Reseal Central Karoo area 39km		40 000		40 000	
	Reseal DM		62 700	20 700	20 000	22 000
	Reseal Municipalities transfers		35 939	10 439	12 500	13 000
Gravel Roads	Total		**467 828**	**136 900**	**184 698**	**146 230**
Projects < R10m	Sub-Total	3	22 000			22 000
Projects > R10m	C833 Regravel Het Kruis - Graafwater		33 000	13 000	20 000	
	C841.1 Regravel Overberg		27 000	27 000		
	C845 Regravel Ceres		29 000		24 000	5 000
	C831 Regravel Paarl - Stellenbosch		13 000		11 000	2 000
	C840 Regravel Eden Brandrivier		21 000	21 000		
	C834 Regravel Lutzville		15 000		15 000	
	C832 Regravel Van Rhynsdorp		20 000		10 000	10 000
	C843 Regravel Graafwater		24 000	7 000	17 000	
	C835 Regravel Redelinghuys Aurora		26 000		15 000	11 000
	C830 Regravel Bitterfontein		10 000			10 000
	C837.1 Merweville – Beaufort West		10 000			10 000
	Regravel DM		217 828	68 900	72 698	76 230
Bridges > 2m	Total		**57 700**	**17 700**	**20 000**	**20 000**
Projects < R10m	Sub-Total	5	12 700	12 700		
Projects > R10m	Replace bridge expansion joints		45 000	5 000	20 000	20 000
Other	Total		**1 409 628**	**450 444**	**469 049**	**490 135**
Projects < R10m	Sub-Total	1	7 500	2 500	2 500	2 500
Projects > R10m	Routine maintenance –current		1 402 128	447 944	466 549	487 635
Overall Totals			**2 709 023**	**931 411**	**896 247**	**881 365**

Roads Infrastructure Future Planning and Preservation matters of concern

For road infrastructure, the following matters of concern have been identified as needing to be addressed in future planning by the Provincial Roads and Transport Management Branch:

- An implementation-oriented plan is required on how other services will be accommodated in the Road Reserve.
- A plan is required on how to mitigate the freight-movers impact on the Road Reserve, looking at developing a Total Transport Costing Analysis.
- The Provincial Road Access Guidelines will be revised.
- A provincial position will be developed with respect to the Management of Roads of National Significance.
- A Provincial Preventative Maintenance Strategy will be developed, dealing with programs, resources and materials, to machines and construction methods.
- The need to develop a position paper on quantifying the need and options for a Road Infrastructure Fund-towards a Money Bill.
- A project to re-assign roads in the Cape Metro and the rest of province in terms of RIFSA.
- Identify and eliminate blockages to ensure that integrated planning initiatives can be undertaken – where appropriate – adjacent to roads and other transport infrastructure.
- Position infrastructure development to facilitate increased job creation.
- Develop a mitigation plan to deal with scarce materials, disaster management and environmental impact.

9.4.2 Railway Network

The following rail interventions are planned for the next five years:

New Railway Lines

- Airport Rail Link (to be implemented in the short to medium term in line with the national directive to link all International Airports to the CBD via rail – should it be deemed financially viable). It should be noted that the Province **does not** support the implementation of any new capital projects on the commuter rail network until the operations on the current rail network are brought up to standard (i.e. sufficient additional modern rolling stock are provided, the signalling system is overhauled and stations are well-maintained, dignified and safe).
- Blue Downs Link (planning to be prioritised in the next five years).

Rail Studies for New Commuter Services on Existing Rail Corridors

- Kraaifontein to Fisantekraal / Klipheuwel (planning for an improved service with doubling and electrification on a C corridor)
- Cape Town to Du Noon / Atlantis (planning for a new commuter service on a freight line)
- Eerste Rivier to Strand Line Doubling (to address network deficiencies)

New Rail Stations

- North-East Corridor Railway stations (Implementation priority to be determined)
- Bloekombos Station (implementation priority to be determined)
- Railway station Upgrades (Langa, Heideveld, Athlone, Cape Town Station)

The following projects have been identified for the Western Cape:

- New crossing loops on the main line between Worcester and De Aar to accommodate longer trains and improve operating performance.

Saldanha Port

- If the container capacity of the port of Saldanha is increased, then the upgrade of the Cape Town to Saldanha line is required.
- A new rail link from the Cape Town harbour to the Saldanha line.
- Sishen-Saldanha ore line: The upgrading and increasing of the iron-ore line in the Western Cape as well as the Northern Cape. This project is already in the implementation phase

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Transnet plans to invest R34.8 billion in the rail freight business as follows:

- Coal line – R 4.9 bn
- Ore Line – R 3.8 bn
- General Freight – R15.3 bn
- Maintenance Capitalization – R10.8 bn
- Doubling the single main line sections.
- Improvement of the power supply for the main line.
- Optimization of the Bellville shunting yard and re-signalling of the Bellville Complex.

Figure 9-1 Key Rail Development - Western Zones. Source: Transnet National Infrastructure Plan, February 2008

9.5 TRANSPORT INFRASTRUCTURE STRATEGY IMPLEMENTATION

The following objectives have been identified to achieve *'A well maintained and preserved transport system'.* For each objective, short-term action, projects and medium term planning directions have been formulated. In the programme of implementation, actions will be stated that need to be executed.

1. Reduce the road transport infrastructure backlog by 16% by 2014

- Lobby for investment by national government. Additional funding is needed to address periodical backlog of R1 092 million per annum.
- Roads infrastructure Maintenance Backlog business plan needs to be developed. Besides funding from national government, alternative funding sources need to be investigated to achieve a situation that is sustainable in the long-term. This should include the reclassification of the road network according to RIFSA.
- A provincial road user charge needs to be explored, coupled with an increase in the offering of the rail freight and public transport sectors.
- All road maintenance should be coordinated through the Province. This prevents duplication of effort and provides one-stop office for maintenance and contracting.

2. Bring commuter rail network from D+ to a C maintenance level on A corridors by 2016.

- Prepare a rail master plan and business plan to investigate finance options and establish a vehicle to lobby for increased maintenance funding. This will include a detailed insight into the maintenance level of existing tracks.
- In the short to medium term, no funds will be spent on new rail infrastructure for commuter rail (i.e. additional linkages) until operations and existing infrastructure are brought up to acceptable standards.

3. Introduce economic decisions support tools to facilitate decision making with regard to road investment by 2014.

- Develop a model that helps to identify the most efficient priorities and strategies by the end of 2011/12 financial year. Existing resources should be utilised as efficiently as possible.

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10 TRANSPORTATION MANAGEMENT STRATEGY

Transportation management is the process of co-ordinating all the different elements of road traffic in order to ensure that:

- Optimum use is made of the existing road infrastructure;
- Sustainability of the existing road infrastructure is maintained; and
- The movement of people and goods on the roads occurs safely

Effective transportation management requires the co-operation of a number of different disciplines such as traffic law enforcement, emergency services, engineering, legal practitioners, land-use planning, the media, educational institutions and freight organisations. This co-operation occurs at a national, provincial and local level through structures such as COTO, PROVCOM / PROVTECH, the Integrated Transport Steering Group (ITSG) and the Provincial Road Traffic Management Co-ordinating Committee (PRTMCC).

National and provincial policy serves to guide how transportation management will be developed and controlled in the future in order to promote the development and sustainability of the national and provincial economy. National policy sets the framework for the development of provincial policy and these policies are used to develop specific strategies. It is therefore important that the provincial policies and strategies conform to those set at a national level.

Transportation management may be subdivided into the following main sections:

- Transport Management Structures (dealt with in the previous chapter on Coordinating Measures and Structures);
- Travel Demand Management
- The Movement of Hazardous Substances
- Freight Transport
- Intelligent Transport Systems.

The defined goal for transportation management strategy is to establish *'A mobility environment that supports sustainable means of travel in the Western Cape'*. The programme of implementation will address the actions that need to be executed in order to achieve these objectives.

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10.1 TRAVEL DEMAND MANAGEMENT

A TDM Strategy accompanied by business plans was compiled for the City of Cape Town in 2006. According to this strategy, the primary goal of most TDM programs is to reduce commuter trips in a particular area and/or at a particular time of day. The Province supports the TDM for the City of Cape Town, which seeks to:

"promote a diversity of sustainable travel modes and practices that will influence the choices made by commuters in order to reduce the overall number of trips, minimise travel time and optimise travel cost - especially during peak times".

This should indeed be the objective for most of the transportation planning and operational actions within the province and should guide all the elements of the system that are described in the various ITP's. The essence of the TDM objective is essentially threefold:

- Reduce the number of single occupancy vehicles. Create an awareness of alternatives to private car use and change the perceptions in the minds of the travelling public and that of business that car travel is not the only feasible alternative and at the same time communicating the true cost of travel and the long-term sustainability of the system. This can only be achieved if the offering of public transport is simultaneously improved in the Western Cape.
- Increase the use of public transport and non-motorised transport, supporting feasible and attractive alternative travel modes.

- Develop land use activities that will support the use of alternative modes as well as a supporting legal and policy environment.

No TDM measure will be successful without efforts in pursuing all three of the above objectives. In pursuit of the objective for TDM, key policy statements and strategies were identified to guide the development and implementation of TDM for the City of Cape Town.

10.1.1 Strategies

The strategies for the implementation of TDM have been classified into the four focus areas of Mode and Infrastructure, the User, Policies and Land Use (as taken from the City of Cape Town's TDM Strategy). The sectors that will be responsible for implementing the strategy were identified and are included together with a proposed priority for each of these strategies in the table below.

Table 10-1 TDM Strategies by strategic focus area

Strategic focus area TDM strategies		Responsible sector	Priorities		
			H	M	L
1a.	***Mode: Incentives to use alternative modes***				
	i) Develop a suitable parking management strategy	Municipality (where applicable), Department of Transport and Public Works		✓	
	ii) Promote higher vehicle occupancies (car-pooling, car sharing and HOV priority)		✓		
	iii) Promote alternative travel patterns and trip demand (Work Schedules, Telecommute and guaranteed-ride-home)		✓		
	iv) Develop and promote Park-and-Ride Facilities		✓		
1b.	**Mode: Disincentives to use single occupancy vehicles (SOVs)**				
	i) Pricing (Congestion Pricing, Vehicle Registration, Emission Pricing, Insurance, ITS Roll-out)	Municipalities, PGWC		✓	
	ii) Taxes (Fuel Levy, etc)			✓	
2.	**User: Education and Awareness**				
	i) Marketing of alternative modes (PT, NMT and HOV)	PGWC, Municipalities	✓✓		
	ii) Awareness of environmental and economic impacts of SOV's.				
	iii) Awareness of official planning and the implementation of transport and land use projects.		✓		
	iv) Private sector awareness of alternative employee travel options.		✓		
3.	**Land Use**				
	No Specific Strategies identified				
4.	**Strategies and Policy Management**				
	i) Integration and coordination within departments and agencies.	Transport, Housing, Education, Health, LED, etc	✓		
	ii) Enforcement and management of TDM strategies.				
	iii) Identify and implement TDM policy incentives, taxation and subsidies.		✓		
	iv) Develop Parking Strategies		✓		
	v) Update Building Codes (Bicycle parking, shower facilities in offices, side walks, etc)			✓	
	vi) Programmes to encourage employers to reduce employee trips (ETRP – Employee Trip Reduction Programme)		✓		
			✓		

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10.1.2 The Way Forward and Initiatives

The transport infrastructure in the City of Cape Town and in many other municipalities of the province are increasingly unable to effectively meet the commuting and business needs of its citizens, specifically in the transportation of services to and from the CBD (in the case of Cape Town). To address this, one element that the City of Cape Town is focussing on is the optimum use of its current facilities and to influence travel behaviour accordingly.

The essence of the TDM objective is to reduce the use of single occupant vehicles, by increasing the capacity and hence use of public transport and NMT, to develop land use activities that will support the use of alternative modes, decrease travel times and optimise travels costs. The following sets out the Province's key projects, following on from the lead set by the City of Cape Town:

- **Promote Higher Vehicle Occupancies**. This will be done through education, the development of a car-pooling information desk, a car-pooling website and the establishment of supporting HOV infrastructure.
- **Implement Park-and-Ride facilities.** Several stations along the Southern and Monte Vista rail line were identified at which safe and secure park-and-ride facilities will be established in conjunction with a marketing campaign. (The stations identified for upgrade in the park-and-ride project prior to the World Cup have all been constructed, with Eerste River Station still to be completed during the current upgrade phase).
- **Roll out programmes for large employers** to encourage alternative transport options. As part of a pilot project, at least three large employers will be identified who will be prepared to take part in a programme to encourage employees to use more efficient modes of transport. (To be implemented in 2011)
- **Develop supporting Policies and Tax incentives**. City Management will be encouraged to actively pursue changes in legislation that inhibit car-pooling and ride sharing. Several tax incentives should be investigated to entice large employers to encourage their employees to travel less and if they do, in modes other than single occupant vehicles. The City should also investigate legislation to force employers in the City to annually report on the trip making characteristics of their employees.
- **Market TDM and Public Transport**. The TDM programme must be accompanied by an aggressive marketing strategy that will not only focus on TDM but also on public transport.
- **Develop a Congestion Pricing Strategy and focus on ITS applications** to inform drivers. The City and province will develop a congestion pricing strategy, but should initially focus on applying ITS strategies to maximise the capacity of the current road network.

10.2 MOVEMENT OF HAZARDOUS SUBSTANCES

At a National level the transport of dangerous goods is regulated by the National Road Traffic Regulations of 2000, issued in terms of the National Road Traffic Act (NRTA), 93 of 1996, while the South African National Standards prescribe aspects such as the design of tankers, and the identification, classification and packaging of dangerous goods. There is, however, very little effective control over the transport of dangerous goods by road in spite of existing legislation. This is probably due to the complexity of the legislation and discrepancies between the various laws and bylaws, which make it very difficult to comply with, with the result that it is ignored.

The requirement for Municipal Transport Permits or Dangerous Goods Certificates, commonly known as "Fire Permits" by most major Metropoles require that, in terms of Municipal By-laws, transport of dangerous goods will be prohibited without a permit being issued by the Chief Fire Officer. These permits have to be renewed annually and are only valid for the vehicle for which it was issued and for the quantities stated on the permit. The current situation is that the transport of dangerous goods through different municipalities involves regulation by both

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emergency services and traffic authorities. Many Metropole Fire Departments do not currently accept each other's "Fire Permits" – therefore a vehicle could have to undergo multiple inspections and have multiple permits, if it is working in or between a number of municipal areas (Durrant, 2011).

According to the NLTA, all Provincial Land Transport Frameworks must include routes for the transporting of dangerous goods through the province (see Section 3.2.3 of this report), as reflected in the integrated transport plans within its jurisdiction. Having dedicated routes for dangerous goods is, however, not very practical, as for example the delivery of fuels, gases and chemicals to filling stations, supermarkets, business premise and factories are often done on a multi-drop basis and routes and volumes can change daily. Instead, the relevant emergency services of the areas through which the vehicle will pass should be informed of the product to be transported and the intended route, as per SANS 10231 Clause 4.2.3 in compliance with the NRTA.

The City of Cape Town has a detailed incident management plan for incidents involving hazardous goods, but it has no formal hazardous route network. It could consider declaring routes such as the N7 and Plattekloof Road which carry large volumes of hazardous goods, as hazardous routes in order to manage these routes such that incidents could be prevented. As there are few incidents involving hazardous goods, the rest of the Western Cape Province generally relies on the City of Cape Town Hazmat unit to manage such incidents.

In addition, the Road Transport Quality System (RTQS) should be used to control vehicle inspections, driver quality as well as overloading and the transport of hazardous goods and abnormal loads.

10.3 FREIGHT TRANSPORT

Overloading control

There are currently 9 weighbridges in the Province, namely on the N1 at Joostenbergvlakte, Rawsonville and Beaufort West, on the N2 at Somerset West and Swellendam and on the N7 at Vissershok, Moorreesburg, Vredenburg and Vanrhynsdorp (see the map below). All the weighbridges operate 16 hours per day for 5 days per week, which includes two weekends per month, except the Beaufort West weighbridge which operates 24 hours per day, 7 days per week.

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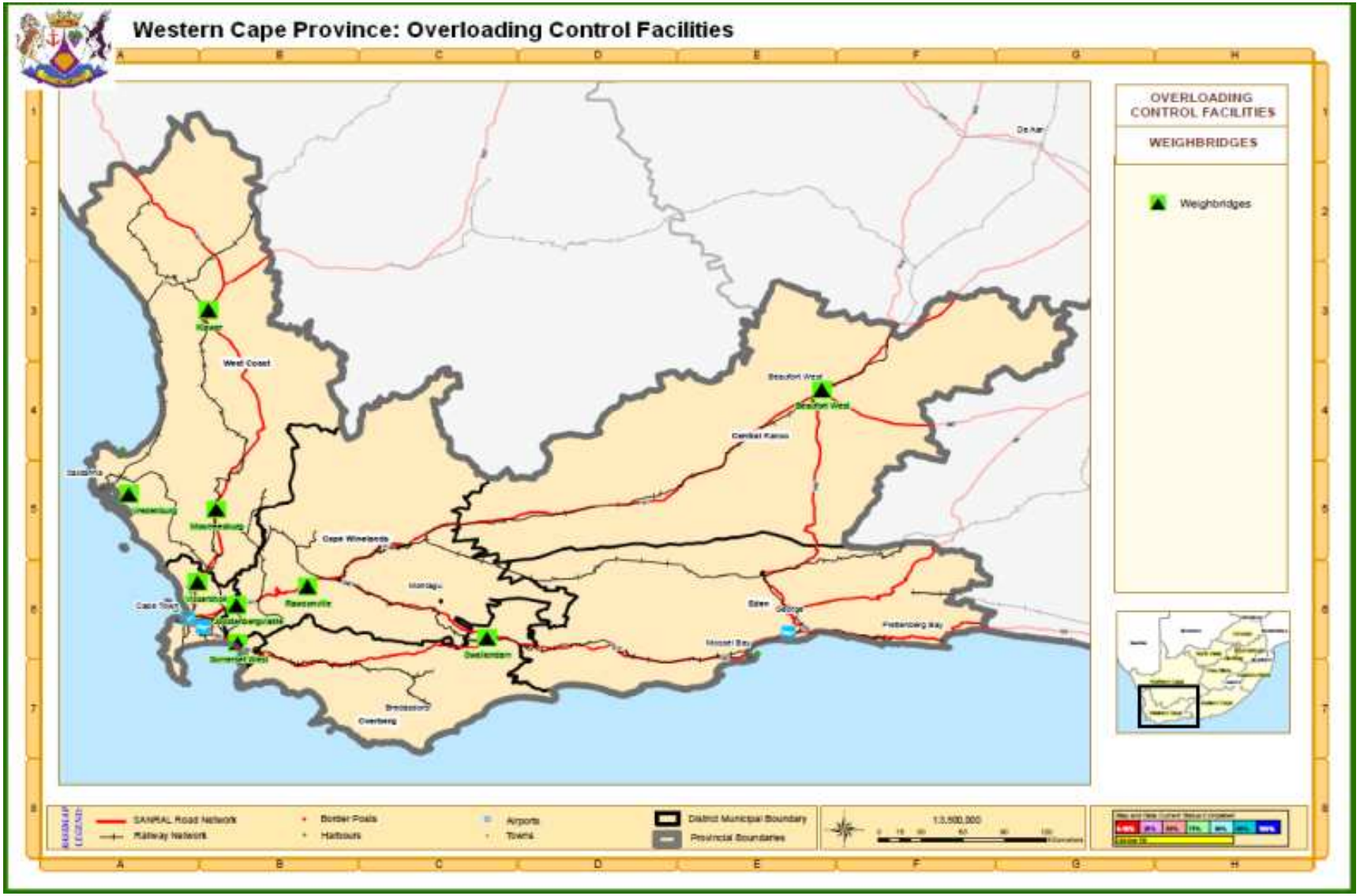

Figure 10-1 Overloading Control Facilities. Source: NATMAP, 2010

Overloading is not adequately controlled due to a lack of personnel and funding for 24-hour operations, not enough weighbridges and inadequate legal support for enforcement. Overloading will only be discouraged if the probability of being caught and prosecuted is high and the penalties are harsh, for example, substantial fines and vehicle impounding, as is the case in the UK where exceeding the gross weight and load limits on each axle is treated as a separate offence that carries a penalty of £5000 per offence. The authorities have proposed that the Road Traffic Act should be amended such that the consignor, consignees, haulier and drivers can be held liable for overloading. Although there is concern that such legislation could introduce some very contentious legal concepts it is being enforced successfully in the UK and Australia. More weighbridges that are manned for longer hours should be installed. Weigh-in-motion equipment and mobile weighbridges together with satellite tracking could be used to apprehend trucks that avoid the static weighbridges. In addition to this, a national operator registration system would enable the authorities to identify the main offenders.

When road freight was deregulated, it was stipulated that a Road Transport Quality System (RTQS) would be implemented, which would control driver training, vehicle roadworthiness and overloading, amongst others. The RTQS was, however, not implemented. Overloading causes premature road deterioration and, together with inadequate vehicle maintenance, driver fatigue and poor driver health, contributes significantly to South Africa's poor road safety record. In the National Overload Control Strategy (2004), both self-regulation and performance-based standards (PBS) in the heavy vehicle transport sector were identified as areas to be investigated in order to address the problem of widespread heavy vehicle overloading.

The Road Transport Management System (RTMS) "is an industry-led, voluntary self-regulation scheme that encourages consignees, consignors and transport operators engaged in the road logistics value chain to implement a vehicle management system that promotes the preservation of the road infrastructure, the improvement of road safety and an increase in the productivity of the logistics value chain". It is based on the Australian National Heavy Vehicle Accreditation Scheme (NHVAS). In South Africa the forestry industry has taken the lead in terms of the development and implementation of the RTMS self-regulation accreditation scheme. The main focus is the management of vehicle loading, load securement, vehicle maintenance and driver wellness and training, in an effort to increase transport efficiency, reduce road infrastructure damage, improve road safety and reduce the cost of law enforcement. Accreditation should present tangible benefits to operators through incentives and concessions. The first incentive granted to the forestry industry is the principle of "weigh-less", that is, limiting the weighing of accredited operators' vehicles to spot checks. The regulative authorities also benefit by being able to focus their efforts on non-compliant operators. The second incentive is to qualify to participate in the Smart Trucks (PBS) research programme, an innovative approach to the design of heavy vehicles that is performance based. These so-called performance-based standards or "PBS" vehicles may have an increased payload (mass or volume) without compromising vehicle safety and infrastructure protection. Other possible incentives are being investigated and include discounts on vehicle insurance premiums and toll fees. This initiative has led to the development of a RTMS Strategy by the NDoT.

Quality of Road Freight Transport Operations

It is essential to improve quality control of road freight transport operations. This can be achieved by creating a register of competent, licensed road freight operators, with details of their facilities, vehicles and drivers. In addition, the RTQS must be implemented, as defined in the National Road Traffic Act. The RTQS includes vehicle quality control through a system of testing station accreditation and road side inspections, driver quality control via a professional driver permit, overloading control via a weighbridge network as well as regulations regarding the transport of dangerous goods and abnormal loads and other road traffic operations.

10.4 INTELLIGENT TRANSPORT SYSTEMS

Intelligent Transport Systems (ITS) can be described as systems that apply information, communication and control technologies to improve the operation of transport infrastructure. ITS tools are based upon three core features – information, communication and integration. ITS applies innovative techniques and advanced technologies to make transport systems safer, more efficient and more customer service orientated.

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Although ITS measures benefit entire cities and towns by improving transport, they directly help public transport passengers, freight operators, vehicle drivers, pedestrians, those managing transport and authorities who plan for and build transport networks.

Examples of areas where ITS can be implemented include public transport priority, public transport information, highway management, traffic information, closed circuit television, high occupancy vehicle lanes, urban road user charging and so forth.

10.4.1 Policies

No policy exists at either a national or provincial level. However, the South African Society for Intelligent Transport Systems (ITS South Africa), registered in April 2002, has as one of its primary objectives to develop and facilitate the implementation of a strategy on ITS in South Africa.

10.4.2 Strategies

A draft strategy entitled *ITS for Cape Town (towards an ITS strategy for Cape Town)* has been developed for use in the City of Cape Town. The Province, with the participation of all stakeholders, should develop a Provincial strategy linking with this strategy.

10.4.3 The Way Forward

The Province will develop both a policy and strategies on ITS measures and their applicability throughout the Western Cape. Local authorities are required to include ITS measures in the development of their Integrated Transport Plans, and the Province should be guiding the processes within the local government sphere.

10.4.4 Current Initiatives

- ITS was utilised by the City of Cape Town (CoCT) for live monitoring and tracking of busses scheduled to transport passengers during the 2010 World Cup event.

- The reporting functionality for the Division of Revenue Act (DORA) electronic monitoring of Golden Arrow Bus Services project is still to be completed. The route data are currently being loaded and the reporting capability is still to be developed.

- Future plans include negotiations that are currently in the process to utilise the IFM system for the George Mobility Strategy project. The system needs to integrate with the banking system and be enhanced to EMV compliance for it to be fully operational.

10.5 TRANSPORTATION MANAGEMENT STRATEGY IMPLEMENTATION

The following objectives have been identified to achieve '*A mobility environment that supports sustainable means of travel in the Western Cape'*. In the programme of implementation, actions will be stated that need to be executed.

1. Align transport coordinating structures with NLTA requirements

- Align current structures with the requirements of the NLTA and implement structures to guide and assist the transition of functions from Province to Municipalities.

2. A 13% modal shift from private to public transport into Cape Town's CBD by 2014

- Introduce road levies during peak hours and increase parking levies in the CBD. These measures increase the cost for cost sensitive commuter groups which results in an increase of public transport

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choice users. The levy can be used to incrementally upgrade the public transport to appeal to a broader group of commuters. This action must only be undertaken when the capacity of public transport is increased to accommodate new markets.

- Safe and secure park-and-ride facilities must be provided and advertised to facilitate the modal shift. These facilities should be supported by incrementally improved public transport facilities.
- Establish public transport as an appealing alternative *(see also public transport strategy).* Focus on connections between the CBD and Park & Ride facilities and CBD and car dependent areas. Public transport should be appealing to attract a broad group of commuters.

3. Roll out pilot project for large employers to encourage alternative transport options by 2014

As part of the pilot project, at least three large employers will be identified who will be prepared to take part in a programme to encourage employees to use more efficient modes of transport.

4. Shift in contestable freight haulage from road to rail by 10% by 2014

- Establishment and promotion of multimodal transfer facilities at strategic locations for contestable freight. Rail and road are part of a multimodal freight network and need to be utilised for their optimal distances (Rail for medium to long distance travel and road for short to medium distance travel).
- Investigate the implementation of incentives and disincentives to stimulate a modal shift from road to rail.

5. Increase the number of vehicles weighted at weighbridges to 550 000 by 2016

- Increase the operating time of existing weight bridges.
- Build additional weighbridges at strategic locations on the provincial road network.
- Increase the use of weight in motion equipment to increase efficiency of weighbridges.
- Develop weigh bridges on the strategic secondary roads by heavy vehicles bypassing the weighbridge. These roads are not built for heavy loads and will be damaged.

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11 LAND TRANSPORT SAFETY STRATEGY

The promotion of traffic safety is the joint responsibility of four main disciplines, namely:

- Traffic law enforcement;
- Traffic safety education;
- Roads and traffic engineering; and
- Logistics.

The integration of the areas of functional responsibility of each of these disciplines is essential if issues relating to traffic safety are to be successfully addressed.

An integrated traffic safety management process can be defined as a re-iterative process, informed by an information system that captures the identity and performance of officials and equipment, as well as the outcomes of detailed action plans aimed at the optimal resource utilisation towards a pre-defined outcome.

The integrated traffic management system turns on amongst other an information data warehouse into which all the currently available information is stored. From this data warehouse, it must be possible to draw the reports needed to support the system. In terms of the NLTA, the Province is obliged to develop a Land Transport Information System. An integrated traffic management information system is a logical follow-up to the information that is already available but uncoordinated. The traffic management information system provides a platform against the background of the strategic focus for:

- The establishment of **jurisdictional goals** (e.g. the reduction of accidents by minibus taxis involving brake failure in the Cape Town Metropolitan jurisdictional area or the increase of the execution of warrants of arrest for the George jurisdictional area);
- The determination of **emphasis areas** (the rolling enforcement plan of the Road Traffic Management Cooperation (RTMC) calls these "focal areas") and preliminary strategy identification (e.g. drunken driving through regular road blocks for the purpose of breath alcohol testing – the SHADOW project/ the correct completion of summonses through training of officers);
- **Strategy identification and optimisation** through comparative subset analyses of accident and prosecution data, as well as sensitivity analyses of the outcome of a strategy in accordance with the amount of funding made available for the implementation of the strategy. (Taking into account political and practical circumstances, available budgets and marginal returns on the investment of funding in the specific strategy. In other words, will the outcome substantially differ if R800 000 is spent on breath alcohol apparatus instead of R1million?) – the outcome of this step is outlined in the figure below - the development of **detailed action plans and projects**, are also outlined in this figure
- The next step in the process will be the initiation of prosecution and adjudication. This step is further elucidated in the rest of this chapter.
- The final step of the integrated management system is the implementation and evaluation of the detailed law enforcement action plans and the adjudication of prosecuted offences.

The information gathered throughout the "management circle" is fed into a data warehouse, enabling the review of the process and the determination of its success rates. The integrated management system therefore provides a re-iterative process that will spiral towards better results at every review, enabling law enforcement agencies to apply limited manpower and financial resources optimally.

The key challenge facing the land transport safety sector is the lack of reliable, spatially specific statistics, which must be addressed as a matter of priority.

The defined goal for transportation management strategy is to establish *'A safe transport system in the Western Cape'*. The programme of implementation will address the actions that need to be executed in order to achieve these objectives.

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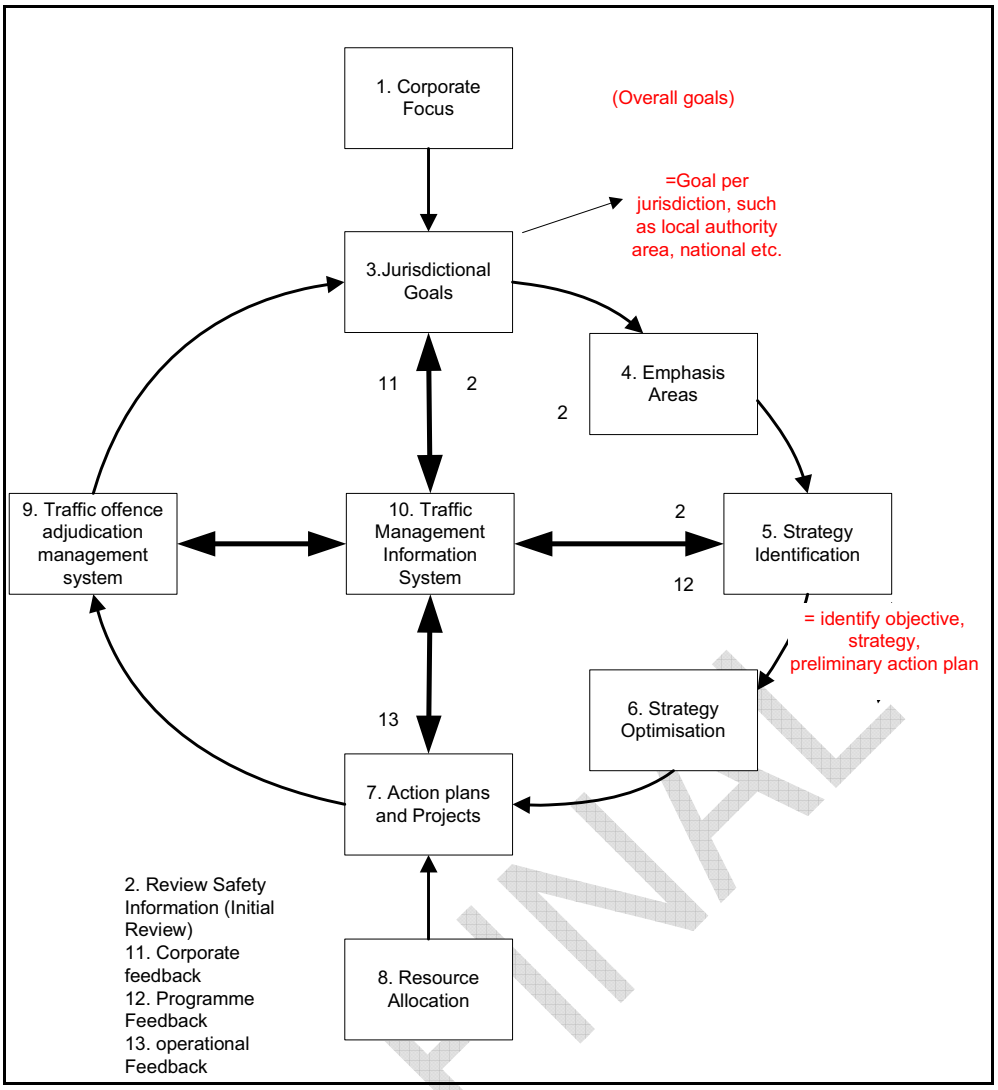

Figure 11-1 Integrated Management System

For the year ending 30 March 2010, the Western Cape Province experienced a drop of 176 fatalities (11.9%) in the figures from the previous year (a drop from 1483 to 1307), although an increase of 216 fatalities (1.6%) occurred country wide.

A significant decrease in pedestrian deaths of 20.96 percent contributed strongly. Fatalities in bus and taxi accidents were also down. The Western Cape's 1 579 000 vehicles constitute 16 percent of the total national vehicle population, but provincial road deaths constituted only 9.3 percent of total fatalities. The Western Cape is also well below the national road deaths per 10 000 vehicles: 7.7 in the province compared to 12.9 for the country as a whole.

Although these figures indicate good progress on the Western Cape's side with respect to road safety statistics, the Province is still in need of a dynamic, revolutionary road safety strategy. The Safely Home Strategy has been specifically developed to address this serious issue for the period 2010-2015.

11.1 Road Accident Statistics Safety in the Western Cape

The following gives a brief overview of the road accidents in the Western Cape for the period beginning January 2005 up until November 2010. The raw data is collected, collated and captured by the Provincial Accident Bureau at the Department of Transport and Public Works. A significant gap in the way data is collected is that there is a general

lack of geographic specificity in it and the way the data is captured on the accident forms – which is sometimes ambiguous.

11.1.1 Key Trends

The figure below illustrates a summary of road accident statistics in the Western Cape (2005 – 2010). It can be observed that the vast majority of road accidents (83% or 389 183 road accidents) resulted in no injuries and are merely 'fender benders'. Some 13% (62 904) of road accidents during the time period under consideration resulted in slight injuries, with an associated health-care burden, while 3% (14 640) resulted in serious injuries with a significant health-care burden. Some 1% (3600) of all road accidents in the Western Cape resulted in at least one fatality. When observing the summary of person-related consequences of road accidents in the Western Cape, some 20 815 or 3% of people had serious injuries and 1% or 4 449 people died in the road accidents.

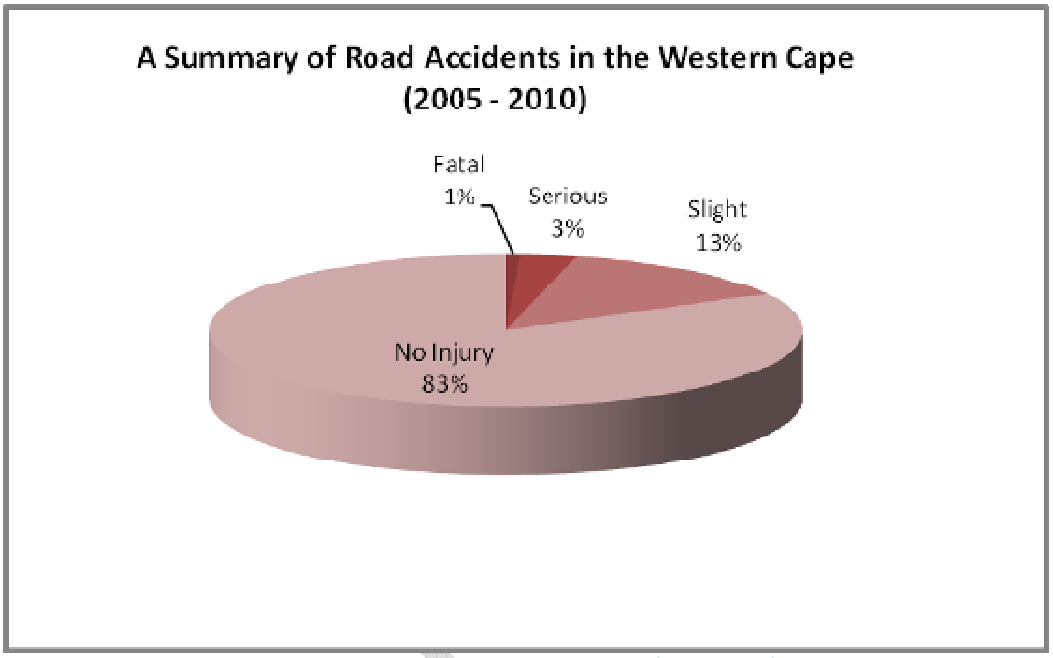

Figure 11-2 A Summary of Road Accident Statistics in the Western Cape (2005 – 2010)

11.1.2 Spatial Trends in Road Accidents

The Safely Home Programme (2010) produced a geographical analysis of accident hotspots throughout the Western Cape (see the map, below). It is possible to identify 7 core areas or corridors in which accidents occur. These are:

- The Saldanha / Vredenburg area at the confluence of the R27 and the R45.
- The N7 leading up to Vredendal – including the R362 and R363.
- The N1, R46 and R43, within a 50km radius of Worcester.
- The N1 highway stretching from Cape Town right up until the border of the Western Cape (and beyond).
- The R60 and R62 stretching between Worcester and the N2 highway.
- The R62 and R328 roads within a 50km radius of Oudtshoorn.
- The N2 stretching along the entire garden route.

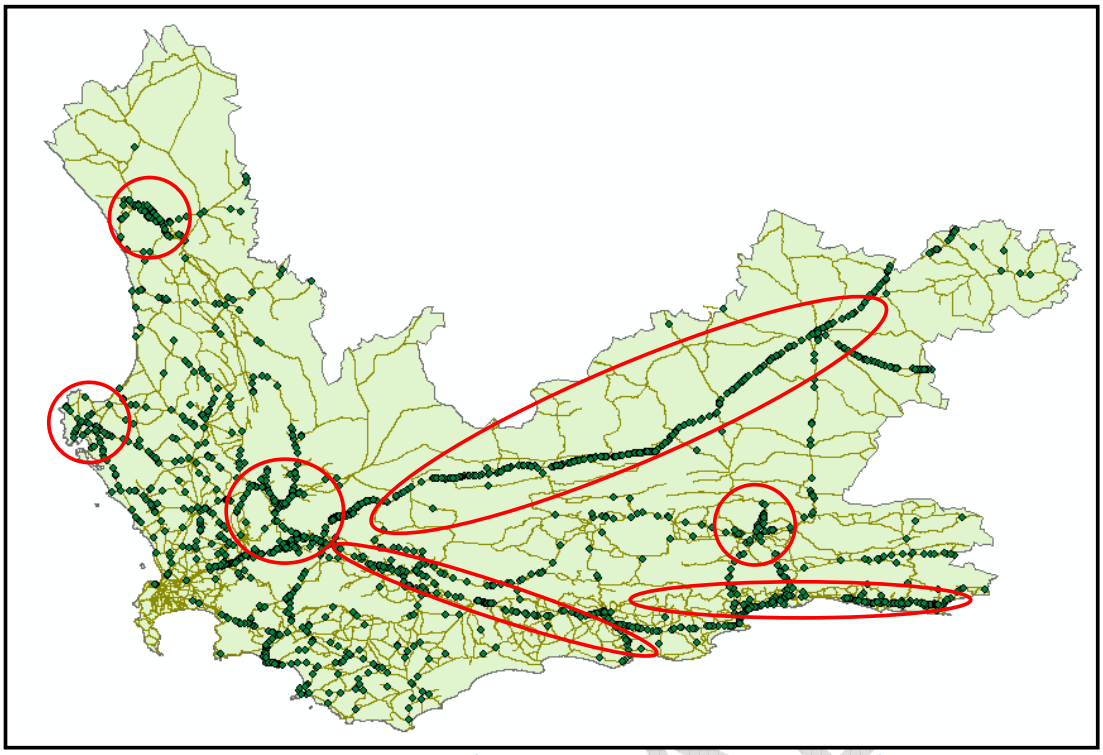

Figure 11-3 Accident Hotspots in the Western Cape (source data: Safely Home Programme, 2010)

It is possible to make some observations about the commonalities of these hotspots, and then identify various accident triggers or risk factors that could contribute to the presence of the high accident hotspots:

- Accident hotspot zones generally occur near to urban settlements or clusters of people where the interaction between traffic and pedestrians is poorly managed. The high pedestrian presence along some roadways – particularly near to or within settlements can be observed, with little or no provision for non-motorised transport facilities.
- Many accidents occur along long stretches of roads, the cause of which may be drivers falling asleep behind the wheel.
- The high percentage of freight on major corridors (such as the N1, N2 and to a lesser degree N7) increases the 'risk' of accidents occurring. This could be seen as a direct result of the trend of freight moving from rail to the road over recent decades. As a result, the N1 and N2 are high accident zones.

11.1.3 Top Accident Hotspots in the Western Cape

An overall assessment of top accident hotspots in the Western Cape reveals the following (see the bar chart, below):

- Many accidents occur in parking areas but these often result in no injuries.
- Key roads for accidents include:
    - Main Road extending from Cape Town to Simons Town, probably resulting from high pedestrian and motorised traffic volumes.
    - Voortrekker Road extending from Cape Town to Bellville (and beyond). Same possible reasons for high accident rates as for Main road.
    - N1 North traversing the Karoo areas – probably due to the high speed at which motorised vehicles travel, the possibility for head-on accidents and the fatigue factor.
    - The N2 highway
    - Lansdowne Road
    - Koeberg Road

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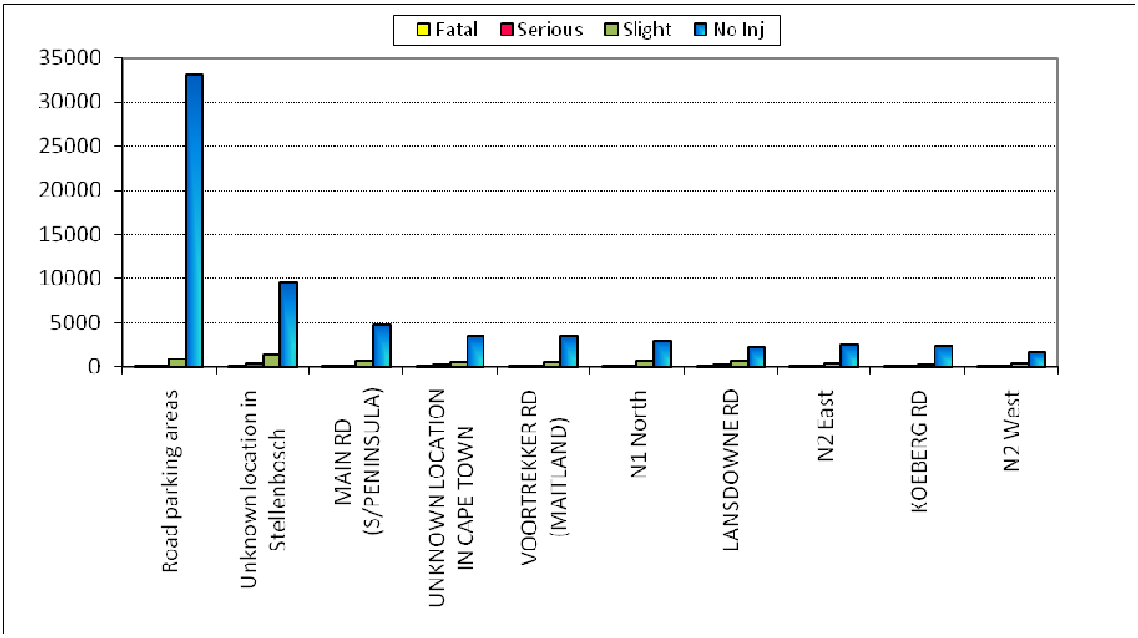

Figure 11-4 Top Accident Hotspots in the Western Cape

11.1.4 Top Fatal Road Accident Locations in the Western Cape

The table below illustrates the top fatal accident zones in the Western Cape, of which the top five are:

- Various roads in and around Stellenbosch
- The N1 highway.
- Lansdowne Road in Cape Town.
- Kuils River Freeway (R300) in Cape Town.
- The N2 highway.
- The N7 highway.

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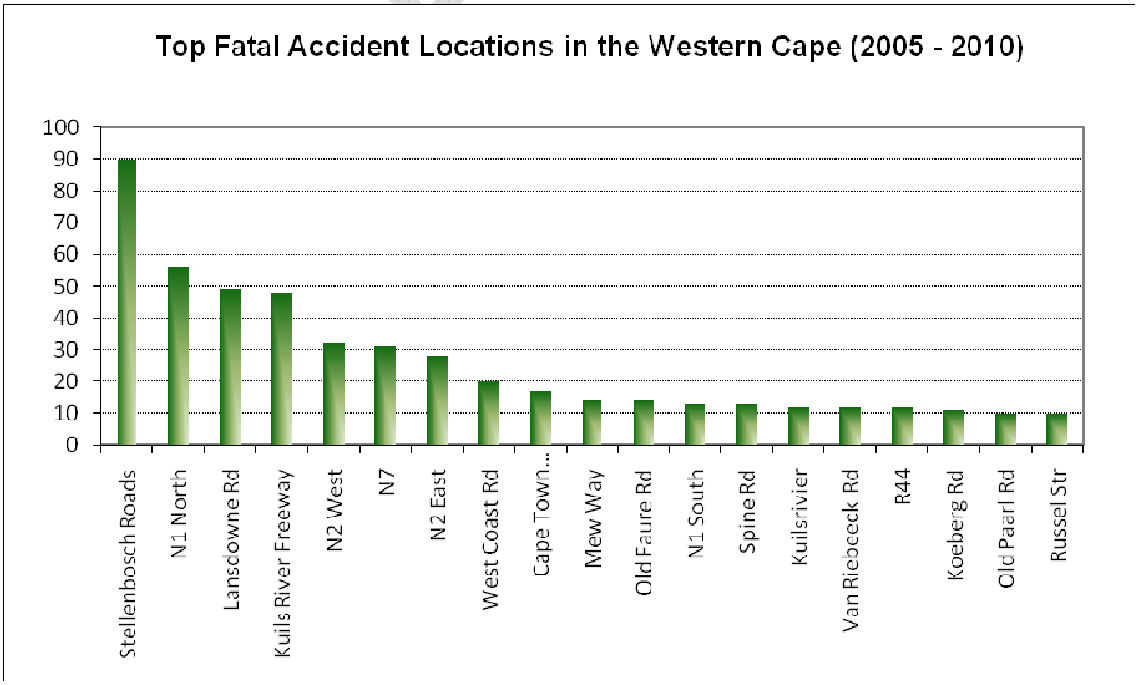

Figure 11-5 Illustrating the Top Fatal Road Accident Locations in the Western Cape

11.1.5 Conclusions

Based on the above statistics, the following broad deductions and recommendations can be made:

- Accident hotspots can be found where pedestrians interact with fast moving vehicles.
- Accidents also occur along higher density main roads, where motorised traffic and pedestrians compete for road space.
- Accidents tend to happen along high-volume routes (such as the N1 and N2) where vehicles travel at high speeds, although accident rates per road should be compared using collisions per million vehicle kilometers as a unit.
- Accidents tend to occur along 'long distance' transport corridors, as well as where major movement networks converge on urban areas.

11.2 THE SAFELY HOME STRATEGY

Unsafe roads are an international phenomenon, particularly in the developing world, and many international initiatives have now recognised this challenge, and have made recommendations to counter the high levels of fatalities experienced by middle and low income countries.

The Western Cape Government has launched Provincial Strategic Objectives to ensure that the vision of the Western Cape Provincial Government is achieved. These PSO's are delegated to the various departments, with Strategic Objective 3 - Increasing Access to Safe and Efficient Transport, being the direct responsibility of the Department of Transport (and already being implemented through the **SAFELY HOME** programme), and Objective 5 - Increasing Safety, although falling under the Department of Community Safety, being a transversal responsibility with Transport.

One of the crucial factors in a road safety programme is the political will and commitment which exists. In the Western Cape it is obvious that this is the situation with an undertaking by Minister Carlisle to halve road fatalities in the province by 2015. The **SAFELY HOME** programme fits intrinsically into the Provincial Strategic Objectives and their institutionalisation – i.e. the movement to manage initiatives on a provincial, regional, district and local level.

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11.2.1 The Human Factor

Human factors are the main causes of crashes in South Africa with a proven 84% contribution in the Western Cape, most of which relate to offences and carelessness by drivers. This has led to an indication that the Western Cape supports a split of 70:30 between public awareness / education and enforcement. The public awareness projects should lead to improved knowledge, a deeper understanding of the consequences of unsafe behaviour and an attitude and behaviour change.

11.2.2 International Best Practice

The strategies will be based on the 4 "E"'s of international best practice i.e. high levels of visible **Enforcement**, targeted **Education** and public relations activities aimed at the highest risk groups, low cost **Engineering** solutions and ongoing **Evaluation** to ensure a scientifically based strategy and regular assessment of best use of limited resources and a good cost-benefit ratio.

The interventions will include appropriate changes to the existing provincial institutional and regulatory framework and a co-operative relationship between stakeholders at all levels of government, as well as the national plan to involve **Community Road Safety Councils** to create a groundswell of support for road safety. The University of Stellenbosch has undertaken research into community based projects and has found no successful model when community is the core of the strategy, but agrees that as a supporting vehicle to create a groundswell of support the CRSC project has validity, particularly in education and identification of hazardous locations for remediation.

11.2.3 Consultation and Principles

The **SAFELY HOME** programme has been developed through a consultative process, with the office of the Premier, the PROVTECH committee, the research institutes appointed to identify provincial challenges and other role players, including those from enforcement at all tiers of government.

11.2.4 Goals, Targets and Interventions

The target for **SAFELY HOME** is a reduction of fatalities in the roads of the Western Cape by 50% by 2015, as promised by Mr R Carlisle on assumption of office, in line with the National goals agreed to by the SADC Ministers of Transport in ACCRA in 2007, and this requires a 10% reduction in fatalities in the Western Cape from 2007 to 2015 to achieve this. The result will be around 750 deaths in 2014 and around 680 in 2015. The Western Cape is moving towards achieving this goal, but when looking at statistics, we must remember that every death is one too many.

11.2.5 The Scientific Basis for the Interventions

The scientific basis for the **SAFELY HOME** strategy is derived from the Road Traffic Management Corporation crash reports, and an analysis of the University of Cape Town findings which indicate the following as the major challenges:

- The primary risk group is men in the 18-45 year age group in the poorer sub-economic strata, although white men have almost as many crashes, but do not die as often. Included in this broad group is the high level of public transport and heavy vehicle crashes (although still safer than private vehicles), and non-compliance with driving permits in these categories of driver.
- Driving while intoxicated plays a large role in crashes.
- Lack of compliance in respect to seat belts.
- Speed and losing control of the vehicle.
- Weekends (Fridays, Saturdays and Sundays) are the most dangerous days of the week.
- Rush hour in the mornings, and between 5 and 10 in the evenings (when drunk driving plays a large part).
- Pedestrian deaths, which make up almost 40% of the total fatalities.
- Geographical spread of crashes indicates hazardous locations e.g. Worcester for pedestrians.
- Vehicle condition and driver and vehicle legality, and fraud and corruption.
- There is a challenge with accuracy of data which makes use of data as a scientific basis and evaluation difficult.

Other challenges identified through a consultation process include the following:

- Lack of capacity in terms of resources, for instance only 1600 traffic officers in the province resulting in only about 100 on duty during any single shift.
- Moratorium in the Western Cape on the printing of promotional material and advertising.
- Promotional material, advertising and public relations must be relevant to all socio-economic levels, particularly those most vulnerable who appear to be the lower economic levels, and must be in accessible style and language. Human factors are an 84% contributing factor to road crashes (95% of which involve traffic offences).
- High risk behaviour on the road must compete with other challenges e.g. the high prevalence of violent social crime and HIV/AIDS

11.2.6 Short Term Interventions (Immediate to 18 months, including Festive Season 2010)

The following short-term initiatives (immediate to 2 years) have already been implemented, as follows:

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- The SHADOW drunk driving testing facilities were opened in Cape Town, with further facilities opening in George, Worcester and Metro North by June 2011.
- The publication of names of those convicted of drunk-driving on a monthly basis in the local media.
- Training of prosecutors, witness education and public engagement on drink driving issues as well as the purchase of breath alcohol testers for enforcement.
- Closing of problematic Vehicle Testing Stations and targets for further inspections.
- Formation of a task team to investigate the challenges with railway crossings – with promised action by February 2011.

These will be supplemented by the road-block project aimed at specific behaviours – seat belt compliance, drunk driving, and vehicle and driver legality, showing high visibility policing, and supported by communication/public relations targeted at the high-risk groups at the appropriate times of day, and day of the week to have maximum impact, with an emotive, consequence based message basis. Speed enforcement will continue as speed is a contributing factor to most crashes.

For enforcement the use of ghost (unmarked) vehicles, particularly in areas like Kanniedood and Vredenburg, will increase perceptions of omnipresent enforcement and must continue to be used, and the success of the pilot "speed over distance" will be assessed and duplicated.

Below is a matrix, highlighting in broad brush-strokes what is required, with the red indicating short term (Festive season) priorities.

Table 11-1 Overview of interventions

Challenges in W Cape from UCT study	Action enforcement	Action education/public relations	To achieve the result	Details/comments
• Men in the 18-45 year age group, mainly coloured and of the lower to middle socio-economic group. • Public Transport and heavy vehicles overly represented in crashes.	Fatigue awareness on major routes Enforcement of second driver rule. Enforcement of Vehicle Testing Station regulations Sticker project as previously described.	Encourage use of public transport – safer than cars even in SA. Consultation with others – particularly adjoining provinces Consultation with national DOT to ensure cohesion with other strategies.	Reduction of 20% fatalities Close 50% of non-compliant VTS's by end 2011.	Hold owners responsible for commuters stranded due to enforcement activities Form partnerships with freight, bus and taxi industry to ensure compliance.
• Drunk Driving	SHADOW 1000 road side check points a month project. Medium term. George by 16 December 2010 Worcester by 21 March 2011 Beaufort West during 2011.	Small sponsored billboards. Public relations person, with good media relations skills, speaking to the public on a continuous basis - Even ONE drink doubles your chances of having a crash. Use of ad agency appointed by the Premiers office to develop messages in accordance with the media strategy outlined as addendum to **the SAFELY HOME** strategy. Television and radio campaign – background of 40 roadside memorials, one every ½ second with voice appropriate to the particular message – see RTMC schedule of activities Name and shame project.	Reduced drunk-driving as contributing factor to crashes – target zero with particular emphasis on weekend and evening drinking patterns. Improved public awareness - Highlight results of drinking – blurred vision, low light tolerance, slower reflexes, less sense of responsibility and consequences of culpable homicide	Short, medium and long term "If you drive drunk, you are a killer" Only approx 1600 traffic officers in the province, i.e. only about 100 per shift available. Huge shortfall in personnel resources.

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Challenges in W Cape from UCT study	Action enforcement	Action education/public relations	To achieve the result	Details/comments
			charges.	
• Non-compliance with respect seat belts and cell phone use.	Officers on foot at intersections – dealing with cell phone use, seat belts and people not obeying stop signs or traffic lights. Officers at taxi ranks to encourage compliance, and fine non-compliance.	PR person to inform the public about road deaths in the province – 5 every day, with 3 permanently disabled, costing the province R22 billion annually. Leaflets on seat belt wearing to be distributed at taxi ranks.	Increase seat-belt wearing in ordinary vehicles and taxis to 90%, driver and passengers.	"Click your belt – it may save your life"
• Speed/vehicle control	Omnipresence of officers, ghost vehicles in identified hazardous locations Speed over distance pilot project.	Name and shame in respect to speed violations Concentrate on enforcing **vehicle control – it is YOUR responsibility.** SAFELY HOME hotline to be established for reporting of bad behaviour. Development of relationships with press particularly tabloids for PR activities stressing compliance.	Reduce over-speeding in areas where crashes occur to zero. Change the public perception of speed enforcement being a money-making effort for municipalities, to the understanding that it is a life-saving exercise.	"Control of your vehicle is YOUR responsibility"
• Weekend lawlessness and resulting fatalities	Increased enforcement (visibility) on weekends – Friday nights and Saturdays	"Viral" mms campaign sending out old AA adverts by MMS and onto facebook/twitter applications. PR to stress dangers in the media over weekends and when there is rain or mist and road conditions are dangerous .	Lower incidence of crashes over weekends by 20% per annum	No production costs, actors' fees to be paid. Can be done.
• Rush hour and evening fatalities.	**See above**	**See above**		
• Pedestrian deaths (and cyclists)	Officers on foot at intersections (see above)	"Take pity, keep under 30" pedestrian campaign aimed at driver speed. Drive under 30 km/h where there is heavy pedestrian activity. Sticker project in pubs, bars and taxis (reflective labels – "Be seen, get SAFELY HOME" on paper rolls for people to stick onto their clothing when using the road.	No cycle deaths prior to the Argus in March 2011. Reduction in pedestrian deaths by 20% per annum.	"Have pity, keep under 30" project. In the short term audit of speed limits and conditions near all schools. In the medium term, change of speed limits, or consider one-direction traffic flow. IN the longer term audit all roads near schools for suitable infrastructure and consider one-way systems where possible to make road crossing simpler for the learners.
• Hazardous locations for pedestrians	High visibility policing – omnipresence with ghost vehicles.	PR activities concentrated on community radio in those areas where there are problems Take pity, keep under 30 campaign.		
• Driver and	1000 roadside	Signs at entrance to the province –	Create perception of wall-	In the medium and

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Challenges in W Cape from UCT study	Action enforcement	Action education/public relations	To achieve the result	Details/comments
vehicle fitness and legality and awareness and fraud and corruption throughout the transport sector.	check points for drivers and vehicles every month. Sticker project – time and date of vehicle check and enforcement – colour coded, at entrances to the province N2, N1 and N7 particularly. Institute disciplinary procedures against those caught.	" Western Cape – SAFELY HOME zone" or similar. Community newspapers and radio stations. Establish fraud and corruption hotline for W Cape (could be with offence hotline as above)	to-wall enforcement, supported by PR activities. If you are caught, you will be punished. Increased awareness and reduced contraventions in identified hazardous areas e.g. Kanniedood, Vredenburg, Worcester etc. Reduce officer and public involvement in fraudulent activities by 50% over next two years.	longer term, compulsory rest stops with infrastructure to ensure compliance. Road blocks also have crime prevention value. In the long term investigate single traffic force for the province (RTMC model?) Review operating procedures in respect to missing number plates i.e. impound until corrected. Must increase investigative capacity to ensure compliance – see lack of officers above.
• Inaccurate data for evaluation purposes			Timeous and accurate figures for comparison purposes for evaluation (six monthly, for 5 years)	Accurate data is not necessary for building a strategy, but it is for evaluation purposes.
• General lack of public Awareness of SAFELY HOME programme	Safely Home decals on all enforcement vehicles.	Put scrap vehicles into Beaufort West pound for publicity. Notice on gate "unsafe vehicles not allowed in W Cape". Billboards as suggested above (small, sponsored) Safely home stickers for coins (Netherlands project) Newspaper advertising, community media and radio stations.		

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Intervention 1: Visible Enforcement (RTMC Rolling Enforcement Plan).
It is necessary to keep in mind that the RTMC has produced a calendar of enforcement activities which the province may use as a basis on which to develop operational plans and public relations activities through the next 12 months.

These emphasise the need for the 1000 driver vehicle roadside checks activities each month, reaching a potential 160 000 drivers and vehicles to be checked, with an emphasis on seat belt wearing, drunk driving and driver and vehicle fitness and legality.

Intervention 2: Smart Enforcement
The deployment of officers on foot and the use of smart technology are highlighted for maximum enforcement

Intervention 3: Driver and Vehicle Fitness
Plans need to be made to address dangerous behaviour by road users and corrupt and fraudulent activities.

Intervention 4: Safe Pedestrians and Cyclists

Specific focus to be given to safe pedestrian and cyclist behaviour, as well as the roll out of NMT infrastructure to facilitate the safe movement of pedestrians..

Intervention 5: War Room
An improved management of the current Shadow structures and expansion thereof.

Hazardous Locations
Intelligence driven identification of hazardous locations will be based on improved data collection.

Development of action plan
The action plan will be developed as a full scale outline operational plan for enforcement and media, the latter in conjunction with the office of the Premier.
The full plan will include targets for reductions of every "at risk" category on a year by year basis with targets for each grouping.

The Western Cape will concentrate on below-the-line media activities, concentrating on the media interest which is generated as a result of issues such as name and shame, SHADOW and other regional initiatives.

Resource needs
Immediate interventions through the vehicles of public relations, media and advertising supporting current enforcement activities can have an immediate impact on road trauma in the Western Cape.

To ensure that a campaign is successful it requires sufficient resourcing, best use of resources and dedicated personnel. The current number of traffic officers is inadequate to create the omnipresence that is required, and the budget for communication is way under the necessary levels to create the awareness necessary for behaviour change that is required. Currently a request of R680 000 for one year followed by R240 000 for the following period has been made.

11.2.7 Medium Term Interventions (18 - 36 Months)

In the medium term (2 - 3 years) there will be the following interventions:

- Ensure the institutionalisation of the **SAFELY HOME** project, with participation and in consultation with all stakeholders.
- Review of operating license contract and processes, and professional driving permit requirements.
- Revision of learner transport policy and quality standards.
- Compulsory stops for long-distance drivers and infrastructure to support this policy.
- The establishment of inter-provincial working groups to deal with the N1, N2, N7 and other primary routes will ensure a co-ordinated response to challenges on those routes.
- Implementation of the railway crossing task team recommendations.
- Audits of all roads outside schools and remediation/enforcement/education projects to protect children.
- Overhaul of road design standards for the Western Cape in line with ISO standards.
- Institutionalisation of **SAFELY HOME** in terms of provincial structures and PSO's.

11.2.8 Long Term Interventions

In terms of long term interventions (over 3 years) the following issues will have priority:

- Analysis of short and medium term initiatives, to build into the dynamic strategy and ensure that the target of 15% reduction in fatalities per annum is achieved. It must be taken into account that the largest reductions can be felt within the first three years, and to continue this momentum into the longer terms is the most difficult part of the process.

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- Punishment in the form of restorative justice, i.e. paying money to the victims who may suffer as a result of fatalities or serious disabilities should be suggested to the court system.

The short and medium term interventions, concentrating on enforcement supported by public relations and advertising, should have a considerable impact on reduction of fatalities primarily through enforcement and education projects. However, in the longer term, engineering improvement pushes down the fatalities even further, and this must be considered as intrinsic in a sustainable strategy.

Road design

Road design guidelines and the accommodation of motorised transport boomed in the United States (US) in the sixties, when private vehicles became available to the working middle class. South Africa has been following the US road design guidelines, for the past half century. Unfortunately, it can be concluded that accommodating private vehicles in road design has jeopardised the safety of people on the road in general, and pedestrians in particular. Road fatalities in the US are at least two times as high as in Western European Countries, with some cities having fatality rates of as much as five times higher. Unfortunately, South Africa follows the American example. Road fatalities are between 5 and 6 times as high as in Western European counties largely due to road design which ignores the needs of pedestrians with a lack of sidewalks or adequate facilities for cyclists in most areas.

A research study at the University of Cape Town (Beukes et al, 2009) has proven that South African road design does not take the road environment (use by cyclists and pedestrians) into account. Fatalities on arterials, for example, are exorbitantly high, as non motorised transport is hardly accommodated, even if there is a demand.

Audits

The urban environment changes continuously. It is, therefore, necessary to review the function of the road and appropriateness of infrastructure regularly. Inappropriate infrastructure ultimately leads to road crashes and fatalities. Road Safety Audits (RSA) are required to identify changing road user needs and convert the infrastructure to meet these needs, preferably accommodating all road users. Although RSA were introduced in South Africa recently, they have not been put into practice, leaving pedestrians, and other non motorised modes, stranded. If road safety is to be taken seriously, RSA cannot be avoided.

The current strategic document remains a work-in-progress until March 2011 by which time it will be finalised, together with the media and operational strategies which will form the basis for the **SAFELY HOME** functions.

11.3 INCIDENT MANAGEMENT

Incident management is the pre-planning and co-ordination of a number of different agencies to ensure the effectiveness and efficiency of the services rendered when dealing with a road incident. An incident can either be an unplanned event, such as a road accident, or a planned event, such as a cycle race. The agencies involved include:

- Fire and rescue services;
- Hazardous materials;
- Traffic law enforcement;
- SA police services;
- Medical services (ambulance); and
- Clean-up and maintenance teams.

This pre-planning and co-ordination is essential to ensure that issues such as reaction times and quality of service offered are maintained at a high standard. An effective incident management system contributes to the improvement of road safety by reducing the negative impact of incidents on all road users. Input was received from SANRAL and will be discussed in this section.

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11.3.1 Policies

The demand for IMS is increasing rapidly, giving rise to the need to determine a policy to guide the development and maintenance of IMS across the country. The IMS National Technical Committee was formed under the Road Traffic Management Coordinating Committee. One of the key terms of reference was the development of the IMS at a national level. This committee, representing road authorities at all three spheres of government, as well as all emergency services across the country, drew up a policy document.

11.3.2 Phases of Incident Management Systems

- Detection: Establishing the location and confirming the details of an incident so that an appropriate response can be made by the emergency services.
- Response: The dispatching of the emergency personnel to the scene with sufficient information about the incident so that rapid and appropriate action can be taken to minimize the effects of the incident.
- On-scene coordination: Emergency services and other role players working together, taking a decision and implementing the decision at the scene, monitoring the effect of the actions taken and ensuring that the wider implications of the incident are minimized.
- Clearance: Recovering vehicles, wreckage, materials, etc, from the road so that it can be fully re-opened to traffic as soon as possible, ensuring the restoration of traffic flow on the road itself as well as on the alternative routes.
- Follow-up: Post-incident evaluation of response to, and handling of, the incident. This includes ongoing monitoring systems as well as multi-disciplinary debriefings.

11.3.3 Goals and Objectives of an Incident Management System

The main goal of an IMS is to establish a comprehensive and coordinated response to and management of any road incident, thereby ensuring safe and rapid clearance of the scene. The pursuit of the following objectives will lead to the realization of the main goal:

- Agreement among all the organizations/agencies regarding accepted procedures and protocols to be followed in the event of any incident.
- On-scene coordination and cooperation among all the organizations/agencies responding to any incident.
- Procedures and protocols incorporated in a Guideline Plan for operational application.

11.3.4 Development and Implementation of Incident Management Systems

- It is recommended that an Incident Management System should be developed on all national, provincial and municipal routes or any other route after they have been prioritized using the applicable criteria.
- All Incident Management Systems should be developed and implemented according to both the COLTO policy document and the guideline document.

11.3.5 System Maintenance and Monitoring

Once an IMS has been developed, monitoring and maintenance of the system should take place. This should be done through meetings of the established Steering Committee in order to update protocols and ensure appropriate implementation. Debriefing sessions after major incidents and annual training sessions of new personnel should also form a part of ongoing system maintenance, and a monitoring software package should be used to assist in the evaluation of the effectiveness of every IMS.

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While an Incident Management monitoring software package can help determine the efficiency of an IMS, it should be noted that Incident Management is not scientifically quantifiable. The success, or otherwise, of an IMS should primarily be based on stakeholder feedback, with statistics being used to support this information.

11.3.6 Action Plan for Incident Management in South Africa

COLTO prescribes that each Province should prepare an Action Plan for Incident Management in conjunction with all stakeholders, these being the National and Provincial Roads Departments, Municipalities, and most importantly the emergency services in each area. The Action Plan should include route evaluation, route prioritization and implementation plan and funding plan according to the policy document. Management plans dictating incident management procedures at a provincial level have been formulated for the N1, N2 and N7 and the R300, M3 and M5 in the metropolitan area.

11.3.7 The way forward

The existing provincial incident management plans should be expanded to include major provincial roads in the Western Cape and the Cape Town Metro Incident Management Plan should be expanded to include lower order roads. The management of incidents involving hazardous materials should also be included in such plans.

11.4 LAW ENFORCEMENT AND SECURITY

The MEC for Transport has the responsibility to ensure that the Provincial Land Transport Framework is implemented. An essential part of the framework deals with road traffic safety and public transport regulation. Section 85 of the NLTA determines that (1) The MEC and municipalities must take active steps to develop systems to improve land transport law enforcement in their respective jurisdictions. In addition security in relation to land transport modes needs to be improved while the safety of passengers on rail and road public transport needs to be secured. The roads and public places used by private vehicles should also be protected against criminal elements. The Western Cape is an important gateway to the interior and international terrorism is a threat that also cannot be disregarded.

Various law enforcement agencies are tasked to undertake law enforcement and to ensure transport security. The agencies fall under the management of various other national and provincial executive authorities and in the case of rail, under the authority of a commercialised entity. Co-ordinating law enforcement provides a serious challenge.

This challenge can only be overcome if law enforcement is approached in a scientific manner, forming part of an integrated safety management plan as referred to in the beginning of the chapter to which all agencies in the Western Cape subscribe. The integrated safety management plan should be supported by an integrated safety management information system, which is able to link to the Court system, the e-Natis, and when the AARTO is implemented, the AARTO system.

The system must contain data in relation to the prosecution of transport and traffic offences from the point that prosecution is initiated to the point at which the prosecution has been completed either by payment of an admission of guilt fine or an AARTO fine, the withdrawal of the charge, or the completion of the court process, ending in a finding of guilty or not guilty. Information regarding offences that need to be captured includes the personal details and profile of the offender, the location of the offence, and the time of the offence. Court details and the AARTO process details also need to be captured. An evaluation of this information will inform the Western Cape law enforcement programmes, feeding into the National Rolling Enforcement Plan. Linkages of the traffic and transport safety management plan with security matters that are managed by the SAPS and PRASA needs to be determined in consultation with them (see Figure below).

Knowing where offences are being committed and by whom enables law enforcement officials to plan law enforcement efforts accurately and on an informed basis, leading to cost effective law enforcement.
It is important that the integrated safety management information system is able to present relevant information on a geographical information system.

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The implementation of the integrated safety information system should be done in close cooperation with the Department of Community Safety and should be co-managed with that Department. This system should also feed into the national transport information system that is envisaged by the NLTA.

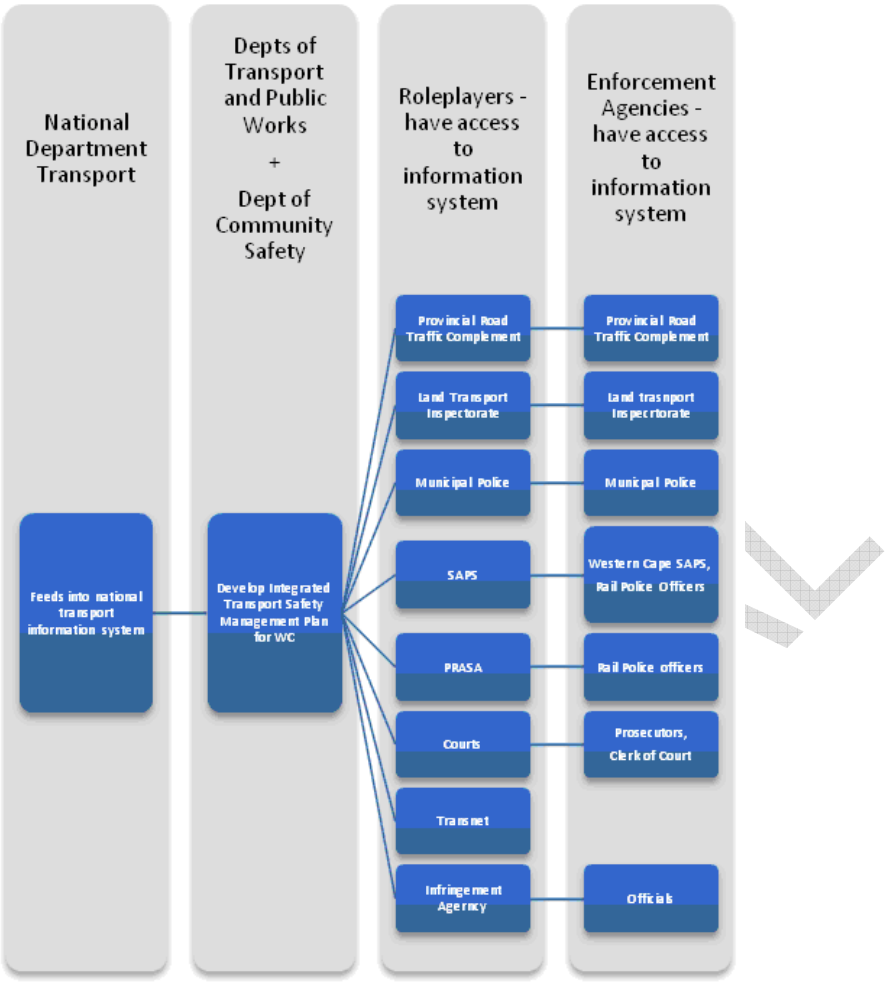

Figure 11-6 Integrated Transport Safety Management Plan Flow Diagram

11.5 LAND TRANSPORT SAFETY IMPLEMENTATION

The following objectives have been identified to achieve '*A mobility environment that supports sustainable means of travel in the Western Cape'* In the programme of implementation, actions will be stated that need to be executed.

1. **Reduction of the number of fatalities on the Western Cape roads by 50% by 2014.**

- Implement Safely Home short, medium and long-term intervention. This extensive campaign addresses road safety in the Western Cape.

2. **The Provincial and the Cape Metro Incident Management Plan should be developed and expanded to include lower-order roads by 2014.**

- Expand to lower-order roads and include the management of incidents involving hazardous substances. Accidents can be perceived as a safety hazard for other road users. An adequate response is necessary to reduce the impact of accidents on the transportation environment.

3. **Implementation of an Integrated Transport Safety Management System by 2014.**

- Develop a system that links court system, e-natis, and when AARTO is implemented, the AARTO system.

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12 TOURISM STRATEGY

Growth in the tourism industry is focussed on playing an aggressive and proactive role in the development of tourism niche markets, routes, infrastructure, sites, attractions and facilities. This is formalised in the Western Cape Tourism Development Plan. The Western Cape is recognised as a premier tourism destination, hence the expressed vision statement guiding its tourism decision makers (Van der Merwe, J.H. Ferreira, S.L.A. & van Niekerk, A. 2008) set out below.

The vision:

> *To be recognized as a premier international destination for commerce and tourism based upon achievement of excellence in nature conservation and utilization, preservation of heritage, technological advancement, development of contemporary culture and strength of civic pride.*

Transport and its related infrastructure have been identified as key support systems to the development of tourism in the Western Cape. The importance of networks and links between tourism attractions were emphasised in the Provincial Spatial Development Framework (Department of Environmental Affairs and Development Planning, 2009), as they would allow the creation of tourism routes throughout the Province. Tourism routes hold considerable importance in connecting a variety of tourism attractions and, as such, their maintenance and development may have a direct influence on the quality of the tourist experience.

The defined goal for transportation management strategy is to establish '*A Western Cape transport system that supports the province as leading tourist destination'.* The programme of implementation will address the actions that need to be executed in order to achieve these objectives.

12.1 POLICIES

The Western Cape Tourism Development Plan emphasises a wider distribution of visitors throughout the province and the identification of economic opportunities especially with regard to local tourism development. The Provincial White Paper on Tourism provided the initial policy foundation for tourism development and has identified the need for focus, prioritization and leadership within the Western Cape. An Integrated Tourism Development Framework (ITDF) has been developed for the province which would provide the basis for delivery of product development and marketing strategies through a market led approach and focus upon prioritization. This Framework reviewed tourism potential (assessment of tourism product, plant and infrastructure through the application of desk and primary research as well as artificial intelligence analysis techniques), supply patterns, possible portfolios and routes and tried to match these with the demand from primary and secondary international and domestic markets servicing the destination. From their spatial analysis they have been able to identify a formal hierarchy of tourism development patterns (existing and potential) such as gateways, distribution points, routes and destinations. The plan identified 11 nodes and corridors (called tourism development areas or TDAs) worthy of further development in the province. These areas were chosen on the basis of:

- product and resource strength;
- supply of infrastructure;
- market requirements and trends; and
- socio-economic need of the population.

The 11 areas identified and chosen on the basis of the strategy and approach outlined above were:

- Cape Town Foreshore
- Cape Flats
- Stellenbosch-Paarl-Franschhoek
- Langebaan-Velddrif
- Overstrand
- L'Agulhas
- George-Mossel Bay-Oudtshoorn

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- Eastern gateway (Plettenberg Bay-Knysna-Wilderness)
- Beaufort West
- Cederberg gateway
- Route 62

The ITDF is expected to guide tourism development up to 2012. To a large extent this approach has been successful, since other programmes like provincial transport plans, provincial environment plans and IDPs are being aligned with the ITDF. However, such policy guidelines as enabling framework require that particular development attention be directed at ensuring the integrity and maintenance of the individual destination.

Western Cape Provincial Transport policy is to be developed which focuses on not only the development of tourism routes, but also the improvement of public transport to cater for a range of domestic and international tourists. In addition to these infrastructural and operational aspects, the development of less obvious transport initiatives (e.g. signage and other information related services) are critical components to servicing the requirements of tourists as well as supporting and promoting tourist attractions.

12.2 STRATEGIES

Although transport specific strategies are not in place to guide the provision of tourism transport and its related infrastructure, investment strategies that aim to support identified tourism needs within the Province should be promoted.

Investment in transport infrastructure must be linked to the future Provincial Strategic Infrastructure Plan and the Tourism Infrastructure Investment Framework. As far as possible, investment should also be focussed so as to further enhance and support the ideals and principles of the Western Cape's Provincial Strategic Plan.

Co-ordination between the transport and tourism authorities will be encouraged so as to ensure an integrated approach to the planning and development of both transport-related and tourism related initiatives. In addition to ensuring horizontal integration and co-ordination between provincial departments, it is essential that vertical integration occurs with municipal planning and projects contained within municipal IDP's.

Needs of tourists relating specifically to transport will be investigated and implemented, where possible. This must occur in terms of a holistic strategy aimed at addressing the issues generally raised by tourists themselves as well as those involved in tourism related activities.

12.3 THE WAY FORWARD

With the White Paper for Sustainable Tourism Development and Promotion in the Western Cape requiring the development of an Integrated Tourism Development Framework (ITDF) for the Province, a spatial framework which aims to provide a context for the intervention and choice of specified tourism development areas has been formulated.

The identification of tourism development areas by the ITDF reflects a degree of spatial prioritisation which has implications for infrastructure provision and other transport-related services necessary to support these areas. In order for the Province and municipalities to assess the recommendations contained within the ITDF regarding the proposed expenditure, it is of vital importance that the Provincial policy and strategies specific to tourism transport are developed.

Furthermore, the need to link the proposed expenditure to the Provincial Strategic Infrastructure Plan and the Tourism Infrastructure Investment Framework cannot be over emphasised, so as to ensure that the initiative is undertaken in the context of all proposed initiatives in the Province.

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12.4 CURRENT INITIATIVES

A focus of many projects listed within the municipal IDP's is the creation of scenic routes and the provision of improved signage.

Few municipal IDP's identified the need for improved public transport services aimed at tourists within the area.

The need to improve public transport is not only focused on providing a better service to tourists of the area, but on ensuring an improved service for all people living in the region.

A report titled *A Spatial Gap-analysis of Tourism Development Opportunity in the Western Cape Province* has been compiled, the main outcomes are indicated in the next section.

The following tourism routes have been identified in the province: Route 1 (City to West Coast), Route 2 (City to Cape Winelands to Central Karoo), Route 3 (City to Garden Route through Overberg), Route 62, the Whale Route, the Wine Route, the False Bay Route and the Cape to Namibia Route. The development of these routes must fundamentally happen at local level with active participation and buy-in from the private sector.

12.5 OUTCOMES OF THE GAP ANALYSIS FOR ALL TOURISM ATTRACTIONS FOR THE WESTERN CAPE PROVINCE

According to the *Spatial Gap-analysis of Tourism Development Opportunity in the Western Cape Province* (Van der Merwe, J.H. Ferreira, S.L.A. & van Niekerk, A. 2008), the results of the gap analysis for all products (i.e. all attraction types) are displayed spatially in Figure 12-1. Keep in mind that the results should be interpreted, according to the analytical basis, in relative terms – not absolute.

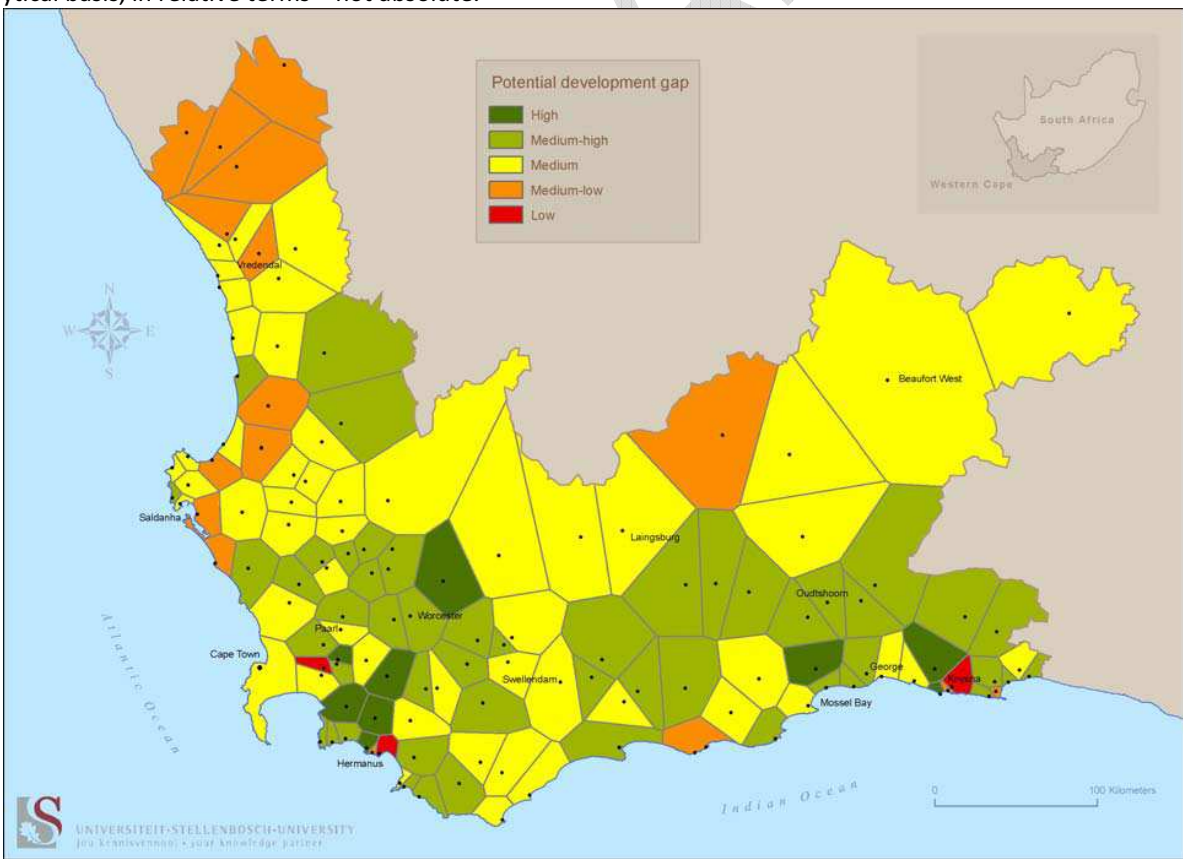

Figure 12-1 Development of Gap Indication for All Products

The analytical pattern shows a very small selection of places with a relative 'over provision' of tourism infrastructure for this product and thus limited gap for further development. While extra potential for the specific product may indeed still exist locally (it was not tested in this research in absolute terms) it appears that around the following areas there currently exists a mismatch to the point of relative 'over development' of infrastructure:

- In the south east, Knysna and Plettenberg Bay, in particular, but also at Stilbaai – all places that may be labelled as 'established coastal holiday centres';
- At Hermanus and Stellenbosch – both well-established tourism centres;
- A string of central West Coast from Yzerfontein to Velddrif, Aurora and Redelinghuys;
- All of the north western 'horn' of the province where spring flowers and rare succulent vegetation constitute the main real (rather fugitive, seasonal and short-lived) attraction;
- Vredendal in the Olifants River Valley and the dry 'Knersvlakte' towns;
- A lonely outlier at Merweville in the Great Karoo.

These instances are clearly related to either fairly sparsely populated, dry areas with the resultant relatively low cultural tourism potential, and often with fairly good tourism development in place already (mostly high potential for other products like sun and sand).

Most of the central interior extending from the West Coast through the Great Karoo to Murraysburg in the North East and along a south trending central corridor through Swellendam to the extreme south coast at Agulhas, experience medium opportunity. Similar poorly defined clusters of opportunity around Cape Town and in the Southern Cape can be observed. These are typically well-endowed tourism potential regions with established infrastructure or otherwise less well-endowed regions with equally poorly developed infrastructure – making for some development potential.

Notable development opportunities for all tourism development are located around three core areas:

- The north western group comprises Clanwilliam, Citrusdal (the Cedarberg core) and its mountainous extension to Elandsbaai on the coast;
- A main group made up of a string extending from Hopefield in the Swartland, bulging to cover most of the Boland and Upper Breede River valley districts and extending to the south western coastal belt. Notable among this group with its well endowed natural and cultural resource base are the top mountain-centred regions of De Doorns, Franschhoek, Villiersdorp, Grabouw, Botrivier and Hawston;
- The rather extensive eastward trending belt of districts include coastal towns like Witsand, Gouritsmond and most of the towns on the Garden Route coastal bench. Here peak potential manifests in the Outeniqua Mountain centred Friemersheim (inland from the Little and Great Brak River complex) and Rheenendal-Buffelsbaai (bordering on Knysna) vicinities.
- Likewise, a clutch of districts centred on the Swartberg range and inclusive smaller mountain complexes show up as a contiguous zone of medium-high gap potential over most of the Little Karoo – extending from Barrydale in the west over Ladismith, Calitzdorp, Oudtshoorn and De Rust to the Langkloof towns of Uniondale and Haarlem. This Route 62 corridor holds tourism pearls along a part of the province where human need is high and clearly offers tourism investment potential.

12.6 TOURISM STRATEGY IMPLEMENTATION

The following objectives have been identified to achieve '*A transport system that supports the province as leading tourist destination'.* For each objective, short-term action, projects and medium term planning directions have been formulated. In the programme of implementation, actions will be stated that need to be executed.

1. **Introduce economic decisions support tools to facilitate decision making with regard to road investment by 2014.**

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- Tourist priority areas should be included in decision making processes. The Western Cape is defined as a prime tourist destination in South Africa. Infrastructure decision processes should use tourism as a selection criterion for infrastructure investment. This can be included in the economic decision support tools.
- A special set of measures should be implemented for the pre-determined tourist routes such as adequate signage and way-finding, medium to high prioritisation in road maintenance, and stimulating tourist-related economic development adjacent to these routes.

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13 BUDGET

The purpose of this chapter is to set out the budget available within the upcoming MTEF 2011/12 – 2013/14 period for the implementation of the proposals within the PLTF. It should be noted, however, that in order for the PLTF to be implemented, there are several key role-players who will need to make budgetary commitments to achieve the various goals and objectives set out in the PLTF implementation plan. These key role-players are:

- The various planning authorities / municipalities that develop and implement Integrated Transport Plans (notably the City of Cape Town which is a key role-player in the various commuter rail requirements).
- The Passenger Rail Agency of South Africa.
- The South African National Roads Agency Limited.
- The National Department of Transport and National Treasury will be approached to fund the shortfall – particularly as it relates to the shortfalls in the recapitalisation of the commuter rail sector, and road maintenance shortfall.

It is important, however, to note the following:

- In the 2011/12 adjustments budget review and the new 2012/13 financial year, the various Departmental Branches, Chief-directorates and Directorates' budgetary priorities, programmes and projects will need to be realigned within the Department of Transport and Public Works to respond to the PLTF Implementation Plan. Each programme, plan and project will need to be evaluated by budget holders and the Integrated Transport Steering Group, to assess whether its objectives, direction and priorities are in support of the PLTF.
- The Integrated Transport Steering Group (ITSG) will be the key platform to drive the implementation of the PLTF Implementation Plan. It will also be the platform on which the cross-departmental actions and interventions are tabled and jointly implemented, where appropriate.

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13.1 REVENUES AND EXPENDITURE BY THE DEPARTMENT OF TRANSPORT AND PUBLIC WORKS

13.1.1 Medium Term Revenues

The Department's revenue is funded from three main sources:

- National transfers – includes the provincial equitable share of revenue collected nationally and conditional grants
- Provincial own sourced receipts
- Financing from the Asset Financing Reserve for strategic infrastructure

Table 13-1 shows a summary of these receipts as they pertain to the department.

Table 13-1 Summary of revenue

Receipts	2008/09 Actual R'000	2009/10 Actual R'000	2010/11 Voted R'000	Adjusted appropriation 2010/11 R'000	2011/12 MTEF R'000	2012/13 MTEF R'000	2013/14 MTEF R'000
Equitable share	750 637	978 004	1 350 879	1 347 386	1 612 252	1 685 844	1 776 367
Conditional grants	591 145	1 412 764	1 244 725	1 533 405	1 381 264	1 496 647	1 592 143
Departmental receipts	968 286	981 059	886 814	915 175	951 587	971 535	990 158
Financing	456 160	500 364	204 130	204 130	171 157		
Total receipts	**2 766 228**	**3 872 191**	**3 686 548**	**4 000 096**	**4 116 260**	**4 154 026**	**4 358 668**

Departmental revenue collection

The department's own receipts are derived from tax-revenue and non-tax revenue.

Tax revenue:

- Motor vehicle license fees which constitutes as the largest own revenue source for the Department and the Province (24% of total receipts).

Non-tax revenue

- Rental of office buildings – Receipts adjustment based on the number of buildings, the lease amount and the periodical increase in the lease amount
- Licenses and permits – Receipts adjustment based on revised tariffs and abnormal load fees, application to stage sport events and filming on public roads and personalized and special motor vehicle license number
- Sale of capital assets

Table 13-2 shows the historical trends and the medium term estimates.

Table 13-2 Historical trends and the medium term estimates

Departmental receipts	2008/09 Actual R'000	2009/10 Actual R'000	2010/11 Voted R'000	Adjusted appropriation 2010/11 R'000	2011/12 MTEF R'000	2012/13 MTEF R'000	2013/14 MTEF R'000
Tax revenue	865 162	894 986	848 072	848 072	912 885	931 143	949 766
Non-tax revenue							
Sale of goods and services other than capital assets	85 009	57 259	38 742	66 858	38 702	40 392	40 392
Transfers received							
Fines, penalties and forfeits							
Interest, dividends and rent on land	822	118					
Sales of capital assets	17 018	800					
Financial transactions in assets and liabilities	275	27 896		245			
Total departmental receipts	**968 286**	**981 059**	**886 814**	**915 175**	**951 587**	**971 535**	**990 158**

Conditional grants (see table below)

- The objective of conditional grant is to, inter alia, promote national priorities.
- Comprise 33.8 per cent of total receipts

Table 13-3 Conditional Grants

Name of Grant	Programme to which Grant is Allocated	Allocation R'000s		
		2011/12	2012/2013	2013/2014
Provincial Roads Maintenance Grant	Roads Infrastructure	411 141	483 437	521 720
Devolution of Property Rate Funds Grant to Provinces	Public Works	291 281	322 730	351 963
Expanded Public Works Programme Incentive Grant	Community Based Programme	12 597	-	-
Public Transport Operations Grant	Public Transport	666 255	690 480	718 460

13.1.2 Expenditure estimates

Table 13-4 shows the estimated medium term expenditure for the Department.

Table 13-4 Estimated medium term expenditure for the Department

Programme R'000	Outcome						Medium-term estimate			
	Audited 2007/08	Audited 2008/09	Audited 2009/10	Main appro-priation 2010/11	Adjusted appro-priation 2010/11	Revised estimate 2010/11	2011/12	% Change from Revised estimate 2010/11	2012/13	2013/14
1. Administration [a]	121 765	169 931	175 937	200 175	172 411	160 360	**142 767**	(10.97)	140 976	138 669
2. Public Works Infrastructure [b]	462 675	770 606	750 990	772 177	933 775	933 775	**1 031 144**	10.43	1 061 797	1 144 451
3. Transport Infrastructure [c e]	1 380 107	1 468 053	2 009 172	1 652 480	1 841 240	1 774 240	**1 856 605**	4.64	1 845 297	1 945 297
4. Transport Operations [d]	111 739	72 706	652 904	747 726	731 368	731 368	**770 625**	5.37	790 316	812 287
5. Transport Regulation	238 943	237 940	252 142	242 312	257 498	257 498	**265 626**	3.16	266 452	268 475
6. Community Based Programmes	29 248	46 992	31 046	71 678	63 804	40 586	**49 493**	21.95	49 188	49 489
Total payments and estimates	2 344 477	2 766 228	3 872 191	3 686 548	4 000 096	3 897 827	**4 116 260**	5.60	4 154 026	4 358 668

[a] MEC total remuneration package: R1 491 514 with effect from 1 April 2010.

[b] National conditional grant: Devolution of Property Rate Funds: R291 281 000 (2011/12), R322 730 000 (2012/13), R351 963 000 (2013/14).

[c] National conditional grant: Provincial Roads Maintenance: R411 141 000 (2011/12), R483 437 000 (2012/13), R521 720 000 (2013/14).

[d] National conditional grant: Public Transport Operations: R666 255 000 (2011/12), R690 480 000 (2012/13), R718 460 000 (2013/14).

[e] National conditional grant: Expanded Public Works Programme Incentive Grant to Provinces: R12 587 000 (2011/12)

Economic classification R'000	Outcome						Medium-term estimate			
	Audited 2007/08	Audited 2008/09	Audited 2009/10	Main appro-priation 2010/11	Adjusted appro-priation 2010/11	Revised estimate 2010/11	2011/12	% Change from Revised estimate 2010/11	2012/13	2013/14
Current payments	1 216 886	1 349 724	1 454 993	1 606 974	1 611 278	1 584 930	**1 565 650**	(1.22)	1 634 932	1 720 287
Compensation of employees	210 835	260 926	304 423	403 861	389 487	383 000	**434 073**	13.33	463 565	493 255
Goods and services	1 006 051	1 088 798	1 150 568	1 203 113	1 221 791	1 201 903	**1 131 577**	(5.85)	1 171 367	1 227 032
Interest and rent on land			2			27		(100.00)		
Transfers and subsidies to	137 850	266 044	940 298	884 413	1 004 964	1 003 973	**1 033 298**	2.92	1 091 350	1 149 329
Provinces and municipalities	125 764	244 661	289 908	232 864	362 354	360 847	**352 843**	(2.22)	387 883	418 340
Departmental agencies and accounts		249								
Public corporations and private enterprises	500		633 774	642 402	632 702	632 702	**670 755**	6.01	694 480	721 960
Non-profit institutions		10 000	914		350	350	**500**	42.86		
Households	11 586	11 134	15 702	9 147	9 558	10 074	**9 200**	(8.68)	8 987	9 029
Payments for capital assets	989 407	1 150 198	1 476 328	1 195 161	1 383 653	1 308 645	**1 517 312**	15.95	1 427 744	1 489 052
Buildings and other fixed structures	951 929	1 127 755	1 456 434	1 153 201	1 313 950	1 246 950	**1 422 945**	14.11	1 315 833	1 367 592
Machinery and equipment	12 273	10 318	4 820	15 729	27 162	27 162	**31 654**	16.54	33 463	33 639
Land and subsoil assets	8 051	3 700	6 289	8 289	24 599	24 599	**52 608**	113.86	67 900	77 100
Software and other intangible assets	17 154	8 425	8 785	17 942	17 942	9 934	**10 105**	1.72	10 548	10 721
Of which: "Capitalised Goods and services" included in Payments for capital assets			1 456 434	1 170 643	1 331 392	1 256 384	**1 431 771**	13.96	1 382 759	1 453 876
Payments for financial assets	334	262	572		201	279		(100.00)		
Total economic classification	2 344 477	2 766 228	3 872 191	3 686 548	4 000 096	3 897 827	**4 116 260**	5.60	4 154 026	4 358 668

13.2 GAPS IN FUNDING AND SHORTFALL

The following funding gaps can be identified for strategic priorities in the Western Cape:

Strategic Priority / Project Name	Description	Funding Shortfall
Recapitalisation of the rail rolling stock in the Western Cape	PRASA urgently requires **at least** an additional 30 train sets in Cape Town.	R 4 billion (approximation – exact amount to be obtained from PRASA)
Decreasing Provincial Roads Maintenance Periodical Backlog	The province currently does not have sufficient funds to effectively eradicate the provincial Roads Maintenance backlog.	R 1.092 billion per annum.
Replacement of the outdated commuter rail signalling system	PRASA urgently requires funding to fully replace the current signalling system.	Amount still to be determined
Subsidy requirements for the roll out of Integrated Public Transport Networks in the Western Cape	When the IPTN's are rolled out for George and later for the Central Karoo, Eden, West Coast and Overberg, additional subsidy allocations are going to be required to operationalise these from the Public Transport Operations Grant, in addition to the subsidy currently allocated to Cape Town.	The required subsidy amount will be in the order of some several tens of millions of Rands. The project amount required will be determined upon the completion of the Mobility / IPTN Concept feasibility study for each District Municipality.
Development and roll out of the Non-Motorised Transport Master plan network in each municipality of the Province	As a part of NMT Strategy, NMT Master Plans will need to be developed and implemented to support the roll out of the mobility strategies / IPTN's for the province.	The cost to develop and roll out the NMT Master plan networks in the Province will ideally be funded through the following sources: current Public Transport Infrastructure Grant, Municipal Infrastructure Grant, or jointly through municipal and provincial funding streams.

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13.3 FUNDING SOURCES

- The NLTA provides for a public transport user charge to be charged by a municipality. This authorisation provides a new source of funding to municipalities with regard to public transport.
- New and innovative sources of funding need to be found for capital and maintenance projects and general law enforcement (such as Clean Development Mechanism Carbon Credits System).
- The feasibility of imposing road user charges in the Western Cape needs to be investigated. User charges usually include a fuel levy, mass distance charges, toll fees, parking fees, congestion charging, licence fees and a surcharge on tyres. The relevant legal framework for the imposition of the user charges already exists. A study has already been undertaken to determine the value add of a fuel levy for the Western Cape. An additional study should be undertaken to identify the correct user charge and level of the user charge to be implemented in the Western Cape to address budget requirements needed to maintain a satisfactory level of infrastructure and support law enforcement in order to maintain that level of infrastructure in the Province.
- The Regeneration Project – a possible source for capital infrastructure and maintenance.

13.4 PRIORITIZED TRANSPORT PLANNING AND IMPLEMENTATION PROJECTS COUPLED TO A BUDGET BREAKDOWN

The Implementation chapter will set out the implementation actions required to implement the PLTF. The purpose of this section is to provide a high-level overview of key projects / investment priorities for three transport related programmes of the Department of Transport and Public Works. These programmes are:

- Programme 3: Transport Infrastructure.
- Programme 4: Transport Operations.
- Programme 5: Transport Regulation.

The purpose of Programme 3: Transport Infrastructure is to deliver and maintain transport infrastructure that is sustainable, integrated and environmentally sensitive, that supports and facilitates social empowerment and economic growth, and promotes accessibility and safe, affordable movement of people, goods and services (Table 13-5).

Table 13-5 Transport infrastructure: key activities with allocations for 2011/2012

Transport Infrastructure	Allocation 2011/12 (R'000s)
Various projects related to road maintenance and road construction.	1 741 924

The purpose of Programme 4: Transport Operations is to plan, regulate and facilitate the provision of integrated land transport services through coordination and cooperation with national planning authorities, municipalities, community-based and non-governmental organisations and the private sector in order to enhance the mobility of all communities (Table 13-6).

Table 13-6 Transport operations: key activities with allocations for 2011/2012

Transport operations	Allocation 2011/12 (R'000s)
Subsidised Transport Services (PTOG)	666 255
Enhancement of IPTN and monitoring of transport services	13 100
George Mobility Strategy	30 250
Safety Interventions, including Safely Home	15 670
Industry support	7 243
Non-motorised Transport	500
Contribution towards Dial-a-Ride public transport service for Special Needs Passengers	10 000
Drafting of Provincial Legislation in line with NLTA	1 500

The purpose of Programme 5: Transport Regulation is to regulate the transport environment through the licensing and registration of vehicles, associations, operators and drivers (Table 3-17).

Table 13-7 Transport regulation: key activities with allocations for 2011/2012

Transport regulation	Allocation 2011/12 (R'000s)
Agency fees for collection of motor vehicle licences	176 513
Debt management investigation	3 000
Investigation to develop an accurate revenue forecasting model	1 000

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14 PROGRAMME FOR THE IMPLEMENTATION OF THE PLTF

14.1 IMPLEMENTATION OF THE PLTF

The different strategies mentioned in this document needs to be in line with the objectives mentioned in chapter two. These strategies should be pulling in the same direction to promote change and reach the objectives set out by the Province. The public transport, integrated development framework, NMT, road safety, travel demand management and freight strategies are listed below and the programme of implementation for each of these strategies are given.

- Public Transport Strategy
- Non-Motorised transport and sustainable transport.
- Transport Infrastructure Strategy
- Transportation Management Strategy
- Land Transport Safety
- Tourism

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14.2 PUBLIC TRANSPORT STRATEGY

The following objectives have been identified to achieve a '*Viable and competitive, multimodal public transport systems with rail as backbone which are, where applicable, managed by equipped municipal authorities'*. For each objective, short-term action, projects and medium term planning directions have been formulated. The objectives and directions are based on long-term vision and mismatch with status quo, and the strategies and focus areas defined in this chapter. In this programme of implementation, the budget implication, partners involved and actions for 2011/12-2015/16 period have been defined.

Goal	Objective	Direction	Budget Implication	Strategic partners	Actions 2011-2016
An efficient, accessible and integrated multimodal public transport system managed by capacitated and equipped municipal authorities	A 13% modal shift from private to public transport into Cape Town's CBD by 2014	• Improve modal integration, service quality and public transport nodes. • Extend dedicated lanes of road based public transport by at least 30 km. • Consider benefit of public transport lanes on R300 • Investigate some degree of laning on key corridors Improve Metrorail offering: • Improve park & ride facilities at strategic public transport nodes. • Increase frequency of trains on A corridors, particularly after 17h00 • Implement and extend an on-going clean up and graffiti removal programme on all coaches • Improve facilities and appearance of stations • Promote switch to public transport on under-utilised lines (marketing campaign) • Engage with 3 large employers to implement flexi-hours to disperse peak-period public transport users	Existing resources.	CoCT, Metrorail, GABS, DTPW	1. Check if the ITP submitted for approval is in line with this objective. 2. Lobby with public transport sector and City of Cape Town. 3. Identify short term opportunities for dedicated laning 4. Identity strategic public transport nodes for park & ride. 5. Conclude implementation agreement with City of Cape Town. 6. Pressurise Metrorail to improve services on A corridors
	Increase the number of commuter rail train sets in operation to 117 by 2016	• URGENTLY procure at least 30 train sets (PRASA, CoCT, DTPW to jointly approach National Treasury) • Have 10 trains transferred from other Metrorail regions. • Consider the leasing of additional train sets until new trains become available. • Run Maintenance overnight and on weekends. • Convert medium distance to Shosholoza Meyl coaches (=+2) • Develop a rail master plan and business plan to investigate and define agreed-on services levels, required number of train set and funding options.	▪ New resources required from national government. ▪ Investment in new train sets is expected to be around R4 billion.	Metrorail Western Cape, PRASA, nDoT.	1. Lobby with Metrorail region Western Cape and corporate office of PRASA. 2. Perform cost-benefit of leasing rolling stock. 3. Develop rail master plan and sign performance agreement with Metrorail.

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Goal	Objective	Direction	Budget Implication	Strategic partners	Actions 2011-2016
	Develop a framework for the development of safe and accessible IPTNs in district municipalities by 2014.	• Prepare implementable mobility strategies in all district municipalities that provide multi modal solutions for multi purpose trips. • Continue with George Mobility Strategy (GMS) as pilot project for public transport improvement.	▪ MTEF provides allocation for implementation of GMS.	George Municipality and local public transport sector.	1. Developed IPTN frameworks and monitor if progress is in line with PLTF. 2. Define clear targets for all IPTNs (also for the GMS) 3. Monitor the implementation of district IPTNs.
	Establish land-use incentives and NMT improvements around 10 underdeveloped public transport nodes of provincial significance by 2014 (Provincial Key Projects).	• Lobby for department overarching incentives such as a reduction of application processing time and relaxing of zoning standards. • Lobby for municipalities to densify along strategic transport corridors / Densification Strategy to be implemented in each municipality (Cape Town – priority) • Promote Transport Oriented Design at Station precincts and Transport Interchanges • Review Road Access Design Guidelines to facilitate improved densification along appropriate corridors	Budget implication of implementation unknown.	CoCT Spatial Planning Directorate	1. Explore feasibility of different incentives for developers. 2. Select 10 underdeveloped nodes of provincial significance. 3. Align existing local initiatives with 10 underdeveloped nodes. 4. Monitor implementation of incentives. 5. Roll-out successful and resource efficient incentives to other underdeveloped nodes.
	Fully implement a universally accessible and multimodal IRT phase 1a by 2014.	• Oversee development of IRT and manage process by collaboration and the ITP approval process. • Lobby for development of incentives around IRT stations.	Budget implication of implementation unknown.	CoCT, nDoT	1. Check if ITP is in line with this objective 2. Promote the concept of corridor development by proactively engaging with City of Cape 3. Monitor implementation and viability of IRT phase 1a.
	Increase user satisfaction of public transport facilities by 25% by 2014.	• Implement CCTV systems / guard / station manager at all formal public transport transfer points (commuter rail stations, bus termini and taxi ranks). • Lobby for refurbishment of commuter rail stations and make them more universally accessible. Most Metrorail stations are not wheelchair friendly.	Budget implication of implementation unknown.	Municipalities, Metrorail	1. Identity most appropriate intervention per public transport mode. 2. Promote the concept of corridor development by proactively engaging with City of Cape Town.
	Organise courses and seminars dealing with infrastructure management, transport planning and land-use planning for district municipalities by 2014.	• Seek cooperation with universities dealing with Integrated Land-use Transport Planning, Non-motorised transport, transport economics and universally accessible design.	Not budgeted for.	Municipalities.	1. Establish communication with UCT, SUN, UWC. 2. Organise courses for district municipalities to enhance skill of local government and exchange skills between local governments.
	Bring commuter rail network from D+ to a C maintenance level on A corridors by 2016.	• Prepare a rail master plan and business plan to investigate finance options and establish a vehicle to lobby for increased maintenance funding.	• Detailed information regarding backlog of track maintenance and refurbishment unknown.	PRASA: Metrorail Western Cape, nDoT.	1. Identify current state of track maintenance and refurbishment program. 2. Investigate more efficient use of existing and local resources. 3. Identify funding gaps.

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Goal	Objective	Direction	Budget Implication	Strategic partners	Actions 2011-2016
			• Additional funding from national government is needed.		4. Lobby for additional funding from national government.
	Bring minibus taxi recapitalization rate on national level by 2016	• Define action plan that focuses on the recapitalization of minibus taxis.	• Resources from Taxi Recapitalisation Programme	Municipalities, Taxi Scrapping Agency, Taxi Industry.	1. Lobby with stakeholders 2. Define action plan with targets and milestones. 3. Monitor progress.
	A Public Transport Integration Plan for the Cape Town functional Region (illustrating integration, routes, costs, operating models and the way BRT, GABS, minibus taxi, metered-taxi and rail will be accommodated and, if appropriate, integrated)	• The development of a MOU agreement between all major road-based operators on what the broad shape of road-based transport will take, and how this will be rolled out for all road modalities • Develop the Public Transport Integration Plan (between road and rail), looking at: Routes, Costs Operating Models, Define exactly what the integrated system will look like	• Planning Budget Requirements to be determined	CoCT, PRASA, GABS, MBT Industry,	1. Develop MoU and Inception of planning process (2012/13) 2. Integration Plan to be completed by 2013/14
	NLTA Migration to the Municipalities (initially the City of Cape Town)	A joint plan must be developed by the City and DTPW that will set out how the various functions will be devolved – as set out in the NLTA. Such a plan **must, as a minimum, consider** and **make proposals** for: • Institutional Arrangements moving forward • Operating Licence functions • Land Transport Law Enforcement • Contracting Authority Functions and Form • The Municipal Land Transport Fund The plan will result in an **actionable phased-in approach over the period of a pre-determined and agreed period of time – shorter than a three year time-period.**	Existing resources	DTPW, CoCT	1. Develop plan in 2011/12 financial year 2. Implement plan up until 2013/14

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14.3 NON-MOTORISED TRANSPORT AND SUSTAINABLE TRANSPORT

The following objectives have been identified to achieve *'NMT as pivotal part of all forms of transport planning in urban and rural areas'*. For each objective, short-term action, projects and medium term planning directions have been formulated. The objectives and directions are based on long-term vision and mismatch with status quo, and the strategies and focus areas defined in this chapter. In this programme of implementation, the budget implication, partners involved and actions for 2011/12-2015/16 period have been defined.

Goal	Objective	Direction	Budget Implication	Strategic partners	Actions 2011-2016
NMT as pivotal part of all forms of transport planning in urban and rural areas	Organise courses and seminars dealing with infrastructure management, transport planning and land-use planning for district municipalities by 2014.	• Seek cooperation with universities dealing with Integrated Land-use Transport Planning, Non-motorised transport, transport economics and universally accessible design.	Still to be allocated.	Municipalities.	1. Establish communication with UCT and SUN. 2. Organise courses for district municipalities to enhance skill of local government and exchange skills between local governments.
	Dedicated NMT expanded work program projects by 2014.	• Implement NMT projects using the Expanded Public Works Programme Phase 2.	Municipal Infrastructure Budget	Municipalities	1. Engage with municipalities regarding the role of NMT. 2. Check ITP submitted for approval by the MEC 3. Develop NMT Master Plans by 2012/13 4. Implement NMT Master Plans 2013/14 – 2016
	Every provincial road project in province should include a NMT component.	• Provide positive examples of NMT as part of transport planning. • Province sets the standard for municipal	Still to be allocated by Transport Infrastructure component	Provincial Department Roads	1. All Road Projects to be assessed if NMT component can be included 2. Interdepartmental alignment. 3. Expand the number of NMT teams.
	NMT systematic approach should be followed in planning	• Develop NMT Master Plan for each DM. • Monitor NMT approach implementation on municipal level.	Existing resources.	Municipalities	1. Develop NMT Master Plan for each DM 2. Check ITP submitted for approval by the MEC
	Dedicated cycle lanes in the Western Cape must be doubled by 2014	• Promote cycle friendly environment in areas with high cycling potential. • Distribute information about successful NMT projects.	Still to be allocated by Transport Infrastructure component	Municipalities	1. Roll out NMT Plans (and fund accordingly) 2. Engage with municipalities regarding the role of NMT. 3. Check ITP submitted for approval by the MEC

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14.4 TRANSPORT INFRASTRUCTURE STRATEGY

The following objectives have been identified to achieve '*A well maintained and preserved transport system'.* For each objective, short-term action, projects and medium term planning directions have been formulated. The objectives and directions are based on long-term vision and mismatch with status quo, and the strategies and focus areas defined in this chapter. In this programme of implementation, the budget implication, partners involved and actions for 2011/12-2015/16 period have been defined.

Goal	Objective	Direction	Budget Implication	Strategic partners	Actions 2011-2016
A well maintained and preserved transport system	Reduce the road transport infrastructure backlog by 16% by 2014	• Lobby for additional investment from national government • Find alternative funding sources • A provincial road user charge needs to be explored, coupled with an increase in the offering of the rail freight and public transport sectors. • All road maintenance should be coordinated through the Province. This prevents duplication of effort and provides one-stop office for maintenance and contracting.	• Resources needed to address backlog of R 1 092 million per annum.	Provincial Department Roads	1. Lobby with national government. 2. Investigate road distance charging as funding option.
	Bring commuter rail network from D+ to a C maintenance level on A corridors by 2016.	• Prepare a rail master plan and business plan to investigate finance options and establish a vehicle to lobby for increased maintenance funding. This will include a detailed insight into the maintenance level of existing tracks.	• Detailed information regarding backlog of track maintenance and refurbishment unknown. • Additional funding for national government is needed.	PRASA: Metrorail Western Cape, DoT.	1. Identify current state of track maintenance and refurbishment program. 2. Investigate more efficient use of existing and local resources. 3. Identifying funding gaps. 4. Lobby for additional funding from national government.
	Introduce economic decisions support tools to facilitate decision making with regard to road investment by 2014.	• Develop a model that helps to identify the most efficient priorities and strategies.	• Resources needed to cover development R 1-2 million.	DTPW	1. Develop Model in 2011/12 financial year. 2. Apply model to budget allocations in subsequent financial years, beginning with 2012/13 financial years

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14.5 TRANSPORTATION MANAGEMENT STRATEGY

The following objectives have been identified to achieve *'A mobility environment that supports sustainable means of travel in the Western Cape.* For each objective, short-term action, projects and medium term planning directions have been formulated. The objectives and directions are based on long-term vision and mismatch with status quo, and the strategies and focus areas defined in this chapter. In this programme of implementation, the budget implication, partners involved and actions for 2011/12-2015/16 period have been defined.

Goal	Objective	Direction	Budget Implication	Strategic partners	Actions 2011-2016
A sustainable transport system	Align transport coordinating structures with NLTA requirement (NLTA Devolution)	• Devolve various functions to capacitated municipalities. • Align current structures with the requirements of the NLTA and implement structures to guide and assist the transition of functions from Province to Municipalities.	Current Resources	DTPW, CoCT	1. Develop Joint Buisness Plan in 2011/12 2. Roll out actions over subsequent 3 year period
	A 13% modal shift from private to public transport into Cape Town's CBD by 2014	• Introduce road levy during peak hours and increase parking levy in CBD • Park & Ride locations (*see public transport strategy)* • Establish public transport as appealing alternative *(see public transport strategy)*	Existing PTIG funds for IRT provides for improved public transport and NMT.	City of Cape Town, Cape Town Partnership	3. Investigate the effects of disincentives for car users in Cape Town. 4. Implement the most resources efficient measures and align these disincentives with public transport improvements. 5. Use resources gathered from disincentives to incrementally upgrade the public transport into Cape Town's CBD.
	Shift in contestable freight haulage from road to rail by 10% by 2014.	• Establishment and promotion of multimodal transfer facilities at strategic locations. • Investigate the implementation of incentives and disincentives to stimulate a modal shift from road to rail.	Resources needed to cover analysis R 1-2 million.	Provincial Roads (DTPW)	1. Identity major freight flows by commodity type (contestable and non-contestable) 2. Identity existing and potential locations for multimodal transfer facilities. 3. Investigate further
	Roll out pilot project for large employers to encourage alternative transport options by 2014.	• As part of the pilot project, at least three large employers will be identified who will be prepared to take part in a programme to encourage employees to use more efficient modes of transport.	Current Resources	Large employers and Municipalities.	1. Select large employers located in a setting where transport alternatives exist. 2. Develop action plan to market alternative means of travel. 3. Monitor progress and user satisfaction.
	Increase the number of vehicles weighted at weighbridges to 550 000 by 2016	• Increase the operating time of existing weight bridges. • Build additional weighbridges at strategic locations on the provincial road network. • Increase the use of weight in motion equipment to	Additional Operational and Capital Resources required	DTPW, Municipalities, SANRAL, Department of	1. Increase operating times of weigh bridges 2. Identify locations for additional weigh bridges on secondary road network

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		increase efficiency of weighbridges. • Develop weigh bridges on the strategic secondary roads by heavy vehicles bypassing the weighbridge. These roads are not built for heavy loads and will be damaged.		Community Safety	3. Build Additional weigh bridges 4. Install weight in motion equipment incrementally (focussing on highest volume roads first)

14.6 LAND TRANSPORT SAFETY

The following objectives have been identified to achieve '*A safe transport system in the Western Cape*'. For each objective, short-term action, projects and medium term planning directions have been formulated. The objectives and directions are based on long-term vision and mismatch with status quo, and the strategies and focus areas defined in this chapter. In this programme of implementation, the budget implication, partners involved and actions for 2011/12-2015/16 period have been defined.

Goal	Objective	Direction	Budget Implication	Strategic partners	Actions 2011-2016
A safe transport system	Reduction of the number of fatalities on the Western Cape roads by 50% by 2014.	• Safely home short, medium and long-term intervention.	Institutionalisation commenced, budget allocations thereafter.	Municipalities, SAPS, DTPW, Department of Community Safety	1. Implement short, medium and long-term interventions of safely home campaign.
	The provincial and the cape metro incident management plan should be developed and expanded to include lower roads by 2014.	• Expand to lower roads and include the management of incidents involving hazardous material.		SANRAL, City of Cape Town, Department of Community Safety	1. Identity lower roads that should be covered by incident management plan. 2. Engage with SANRAL and City of Cape Town to extent their plans to cover these roads. 3. Engage with SANRAL and City of Cape Town regarding accidents involving hazardous material.
	Implementation of an integrated transport safety management system by 2014.	• Develop a system that links court system, e-natis, and when AARTO is implemented, the AARTO system.	Resources needed to develop system R 2-4 million.	DoT, Provincial Governments, Municipalities, SAPS, Magistrate office, Department of Community Safety	1. Align with other provincial governments and national government. 2. Consult stakeholders regarding requirements 3. Develop Safety management System 4. Implement and monitor system

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14.7 TOURISM

The following objectives have been identified to achieve '*A Western Cape transport system that supports the province as leading tourist destination'*. For each objective, short-term action, projects and medium term planning directions have been formulated. The objectives and directions are based on long-term vision and mismatch with status quo, and the strategies and focus areas defined in this chapter. In this programme of implementation, the budget implication, partners involved and actions for 2011/12-2015/16 period have been defined.

Goal	Objective	Direction	Budget Implication	Strategic partners	Actions 2011-2016
A Western Cape transport system that supports the province as leading tourist destination	Introduce economic decisions support tools to facilitate decision making with regard to road investment by 2014.	• Tourist priority areas should be included in decision making process. • A special set of measures should be implemented for the pre-determined tourist routes such as adequate signage and way-finding, medium to high prioritisation in road maintenance, and stimulating tourist-related economic development adjacent to these routes.	Resources needed to cover development R 1-2 million (see transport infrastructure strategy) to develop economic decision tool. Additional signage and way finding costs to be identified in ITPs	Provincial Department of Environmental Affairs and Development Planning and Department of Economic Development and Tourism	1. Identity and re-confirm key tourist nodes. 2. Incrementally roll out special set of measures (signage, facilities, way-finding) 3. Monitor implementation

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15 MONITORING

The NLTA 2009 states that the MEC must monitor the implementation of provincial land transport policy. This chapter will provide several KPIs that are relevant to the goals and objectives formulated by the provincial government and help to monitor rail as a strategic focus area. The first section addresses the national KPIs in use by Department of Transport. This will be used to define the appropriate KPI that match the provincial objectives as stated in this PLTF. In addition, KPIs related to the strategic focus area rail will be presented. The second section discusses the monitoring process of the KPIs. The final section presents some drivers for trends in the Western Cape and broad transportation trends that are observable.

15.1 DEVELOPMENT OF KPIS

15.1.1 National KPIs

The Department of Transport (DoT) will use key performance indicators (KPIs) to help monitor progress in the implementation of key policies for land transport in the national, provincial and local spheres. This covers all modes of transport, and includes macro- and micro-level indicators. Two types of KPIs are identified:

- *Customer-based indicators,* which measure the performance of the land transport system from the customer's point of view; and
- *NLTSF-based indicators*, which measure the progress of the National and Provincial Departments of Transport and local authorities in implementing the strategies contained in the NLTSF.

Customer Based Key Performance indicators

- Promotion of public transport usage
    - Average travel time to work, for all public transport commuters.
    - % of motorised transport users using public transport to work.
    - Average age of subsidised bus, minibus-taxi, and commuter rail coach fleet.
- Promotion of access to public transport
    - % of rural people living within 2km of access to regular public transport.
    - % of households spending more that 10% of disposable income on public transport.
- Traffic safety
    - Number of road traffic fatalities, per vehicle type.
    - Number of road traffic pedestrian fatalities.
    - Number of road traffic fatalities per 100 million vehicle kilometres, per vehicle type.

NLTSF Based Key performance Indicators

- Public Transport: Taxi recapitalisation
    - % of minibus taxi fleet recapitalised.
- Public transport: Bus restructuring
    - % of subsidised bus services operation in terms of tendered or negotiated contracts.
- Land-Use restructuring
    - Amount of non-residential floor space and number of housing units developed in corridor and densification/infilling projects in metropolitan municipalities.
- Freight Transport

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    - % of land freight tonnage (road and rail) transported by rail.
    - Average % of overload trucks on provincial and national roads.
- Rural transport
    - Amount of transport expenditure by government in 13 priority areas, for infrastructure and for operations.
- Funding
    - % of funding needs for implementing NLTSF strategies that have been sourced from government budgets (all sources).

The main sources that are proposed to measure these KPIs are: the National Household Travel Survey, National Land Transport Information System, CSIR, National Traffic Information System, Scrapping Administration Agency, Integrated Sustainable Rural Development Program, and general information from Local, Provincial and National Government.

Future NLTSFs will publish performance results for the preceding years to show how historical trends and recent achievements have been integrated into new strategies. Future NLTSFs may also include targets to be met on specific KPIs.

15.1.2 Provincial KPIs

The national KPI's will provide input that can be used to determine KPI's for the provincial objectives. For each goal one or multiple indicators have been proposed that can be used to measure the progress that has been made in achieving the objectives.

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15.2 PUBLIC TRANSPORT STRATEGY

Goal	Objective	KPI	Unit	Data
An efficient, accessible and integrated multimodal public transport system managed by capacitated and equipped municipal authorities	A 13% modal shift from private to public transport into Cape Town's CBD by 2014.	Number of persons of the total inbound traffic using public transport modes.	Public transport is defined as minibus taxi, scheduled bus service, IRT and commuter rail.	Traffic count / NHTS
	Increase the number of commuter rail train sets in operation to 117 by 2016	Number of operation train sets in the Western Cape.	Train set is defined as a combination of coaches and motor coaches that can operate as an individual unit.	Metrorail Western Cape / Rail census
	Develop a framework for the development of safe and accessible IPTNs in district municipalities by 2014.	Number of IPTNs developed for district municipalities.	IPTN is rural integrated public transport network that provides an implementable framework for public transport restructuring.	PGWC
	Establish land-use incentives and NMT improvements around 10 underdeveloped public transport nodes of provincial significance by 2014 (Provincial Key Projects).	Number of incentives implemented or aligned with 10 underdeveloped public transport nodes.	Incentives are measures that address financial, organisational or political barriers and risk that prevent development from happening. Measures are for instance, added property rights, extra parking bays, alignment with Urban Development Zones (only in metros), alignment with bulk service upgrade, increased safety measures, et cetera.	PGWC, Municipalities.
	Fully implement a SNP accessible and multimodal IRT phase 1a by 2014.	% of completion of the IRT phases 1a.	The IRT phase 1a is defined in the MyCiTi business plan.	City of Cape Town
	Increase user satisfaction of public transport facilities by 25% by 2014.	% of users that state that they are satisfied with facilities at stops, ranks and stations.	Public transport users are defined as persons using public transport at least once in the last seven days.	NHTS / Surveys
	Organise courses and seminars dealing with infrastructure management, transport planning and land-use planning for district municipalities by 2014.	% of district municipalities' transport staff attended courses	Transport staff is defined as transport planners and engineers involved with transport management and infrastructure development.	Municipalities.
	Bring commuter rail network from D+ to a C maintenance level on A corridors by 2016.	Quality of different sections of the Railway network.	Maintenance service levels has been defined by the South African Institute for Civil Engineering	Metrorail Western Cape
	Bring minibus taxi recapitalization rate on national level by 2016	Number of minibus taxi scrapped in the Western Cape and in other provinces	Scrapping rate is perceived as the total number of taxi scrapped as part of the national goal.	Taxi Scrapping Agency

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15.3 NON-MOTORISED TRANSPORT AND SUSTAINABLE TRANSPORT

Goal	Objective	KPI	Unit	Data
NMT as pivotal part of all forms of transport planning in urban and rural areas	Organise courses and seminars dealing with infrastructure management, transport planning and land-use planning for district municipalities by 2014.	% of district municipalities' transport staff attended courses	Transport staff is defined as transport planners and engineers involved with transport management and infrastructure development.	Municipalities.
	Dedicated NMT Expanded Public Work program projects by 2014.	Number of dedicated NMT Expanded Public Work Program projects by 2014.	NMT project is related to pedestrian and non-motorised vehicles, such as cyclist. The expanded work program is funded by Municipal Infrastructure Grant, and should cover projects that are labour intensive. The nature of NMT projects makes them ideal projects for Expanded Public Work Programs.	Municipalities.
	Every provincial road project in the province should include a NMT component.	% of provincial road projects that have a NMT component.	NMT project is related to pedestrian and non-motorised vehicle users, such as cyclist.	Provincial Roads Department.
	NMT systematic approach should be followed in planning	% of NMT projects that are non-compliance with systematic approach.	NMT project is related to pedestrian and non-motorised vehicle users, such as cyclist. This applies for NMT projects started in 2011.	Municipalities.
	Dedicated cycle lanes in the Western Cape must be doubled by 2014	Kilometres of dedicated cycling lanes in the Western Cape.	Dedicated cycling lanes consists of marked or grade separate infrastructure.	Municipalities.

15.4 TRANSPORT INFRASTRUCTURE STRATEGY

Goal	Objective	KPI	Unit	Data
A well maintained and preserved transport system	Reduce the road transport infrastructure backlog by 16% by 2014	% of additional needed resources of R 1.092 million allocated to road maintenance	Additional needed resources are the amount that is needed on top of the regular maintenance budget. This projected backlog in the period 2011-2014 need to be addressed with additional resources.	PGWC
	Bring commuter rail network from D+ to a C maintenance level on A corridors by 2016.	Quality of different sections of the Railway network.	Maintenance service levels has been defined by the South African Council Industrial Council for Engineering	Metrorail Western Cape
	Introduce economic decisions support tools to facilitate decision making with regard to road investment by 2014.	Number of infrastructure decision processes that has involved economic decisions support tools.	Economic decision support tools such as HDM4 should be developed to inform decision making regarding local and provincial roads.	PGWC, Municipalities

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15.5 TRANSPORTATION MANAGEMENT STRATEGY

Goal	Objective	KPI	Unit	Data
A sustainable transport system	A 13% modal shift from private to public transport into Cape Town's CBD by 2014	Number of persons of the total inbound traffic using public transport modes.	Public transport is defined as minibus taxi, scheduled bus service, IRT and commuter rail.	Traffic counts / NHTS
	Shift in contestable freight haulage from road to rail by 10% by 2014.	% of land freight transported by rail.	Freight is perceived as contestable and non-contestable goods that are transported by all modes of transport.	Transnet Freight Rail Surveys
	Roll out pilot project for large employers to encourage alternative transport options by 2014.	Number of large employers that agreed to join the pilot.	Large employer committed to the targets of the pilot project.	CoCT / Surveys

15.6 LAND TRANSPORT SAFETY

Goal	Objective	KPI	Unit	Data
A safe transport system	Reduction of the number of fatalities on the Western Cape roads by 50% by 2014.	Number of road traffic fatalities	Road users (including drivers and passengers of motorised modes and pedal cycles) dying within six days of being involved in a road accident.	Road Traffic Management Corporation.
	The provincial and the Cape Metro incident management plan should be expanded to include lower roads by 2014.	Number of roads covered by incident management plan.	Roads are defined as routes and section. The total number of roads covered by the incident management plan should increase to cover lower class roads.	SANRAL, PGWC,
	Implementation of an integrated transport safety management system by 2014.	Completion percentage of integrated transport safety management system.	The development of integrated transport safety management system takes time. Progress reports provide insight in the completion percentage of this project.	PGWC

15.7 TOURISM

Goal	Objective	KPI	Unit	Data
A transport system that supports the province as leading tourist destination	Introduce economic decisions support tools to facilitate decision making with regard to road investment by 2014.	Number of infrastructure decision processes that has involved economic decisions support tools.	Economic decision support tools such as HDM4 should be developed to inform decision making regarding local and provincial roads.	PGWC, Municipalities

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15.7.1 KPI's for passenger rail

Rail forms the major backbone of public transport in the metropolitan area and is identified as a strategic focus area for improvement. This section will provide KPI's that are used for Metrorail and Shosholoza Meyl services in the Western Cape. These KPIs address the customer perspective of passenger rail in the Western Cape.

Table 15-1 KPI for passenger rail. Source: PRASA annual performance plan 2009/2010

Service	Focus area	Performance indicator
Shosholoza Meyl	On-time performance	Train on time: Arrival Train on time: Departure
	Safety	Reduction of accidents per million train kilometre Reduction of fatalities per million passenger trips Reduction of injuries per million passenger trips Reduction of crime index
Metrorail	On-time performance	Trains on time in A/B/C corridors
	Trains cancelled	Trains cancelled in A/B/C corridors
	Safety	Reduction of accidents per million train kilometre Reduction of fatalities per million passenger trips Reduction injuries per million passenger trips Reduction of crime index

15.8 MONITORING OF KPIS

The provincial government can monitor the KPIs, among others, during the two year review of the PLTF. However, the usefulness of this monitoring depends on the availability of information sources. Therefore the provincial government should engage with the national government regarding the frequency of the National Household Travel Survey, or should explore provincial alternatives to gather this travel behaviour data.

The provincial KPIs and the PRASA KPIs presented for passenger rail in the Western Cape must be included in the service level agreement with Metrorail, where applicable.

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16 OTHER MATTERS

16.1 PROVINCIAL FREIGHT STRATEGY

The provincial freight strategy should encourage the safe, efficient and environmentally sustainable movement of freight on the Province's transport infrastructure network to support a growing economy, whilst protecting the infrastructure. In order to achieve this, the strategy should address, amongst others:

- Overloading control
- Traffic safety, including the movement of hazardous goods
- The integration of transport modes
- The impact of freight transport on the environment and communities

Each of these aspects is discussed briefly below.

Freight Overloading and Control

When road freight was deregulated, it was stipulated that a Road Transport Quality System (RTQS) would be implemented, which would control driver training, vehicle roadworthiness and overloading, amongst others. The RTQS was, however, not implemented. Overloading causes premature road deterioration and, together with inadequate vehicle maintenance, driver fatigue and poor driver health, contributes significantly to South Africa's poor road safety record. In the National Overload Control Strategy (2004), both self-regulation and performance-based standards (PBS) in the heavy vehicle transport sector were identified as areas to be investigated in order to address the problem of widespread heavy vehicle overloading. The main focus of the Road Transport Management System (RTMS) self-regulation scheme is the management of vehicle loading, load securement, vehicle maintenance and driver wellness and training, in an effort to increase transport efficiency, reduce road infrastructure damage, improve road safety and reduce the cost of law enforcement. The PBS approach to heavy vehicle design results in heavy vehicles that are dynamically more stable at low and high speeds, with outcomes that include an improved safety performance. In most cases the vehicles are longer than what is allowed by the prescriptive regulations, but are constrained to specific approved routes and monitored by vehicle tracking systems. Other positive spin-offs include improved productivity as well as lower emissions and road wear per tonne-km (NATMAP, 2010)

Vehicle overloading should be controlled through a combination of self-regulation and stricter law

Traffic safety and hazardous goods

The South African Transport Minister S'Bu Ndebele (Arrive Alive, 2010) stated that the cost of road accidents has been estimated at R100 Billion for 2010 and that the amount has doubled since 2009. He is quoted saying that: "*it is very, very costly. In terms of loss of earnings, in terms of the actual cost that the state pays – hospitalisation, social grants, special grants*,..." Research done in the Western Cape (Ojungu-Omaru & Vanderschuuren, 2006) found that the likelihood for a heavy vehicle to be in an accident is 0.29 and that truck-driver fatigue may be a contributing factor in 30-40% of all heavy vehicle truck accidents. During 2001 there were 5274 heavy vehicles involved in accidents in Cape Town alone. Although the likelihood for a heavy vehicle to be in an accident is lower than for a mini-bus taxi or a car, it is usually more expensive due to the cost of the vehicle and the amount of damage and injuries caused. It is therefore essential to reduce the number of heavy vehicle accidents on the Province's roads.

Traffic safety and the transport of hazardous goods can be improved through stricter law enforcement and the implementation of the Road Transport Quality System (RTQS) as described in section 10.10.

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Transport modes and their integration

According to the 6th Annual State of Logistics survey (CSIR, 2010), transport cost contributed 50.4% to the total logistics cost in South Africa in 2008, amounting to R171bn. This proportion is very high compared to that of South Africa's competitors in the global markets. By integrating the different transport modes through the provision of intermodal facilities, logistics costs could be reduced, resulting in more competitive domestic and export supply chains. Ports, rail branch lines, airports and pipelines are briefly addressed below, while road and rail are discussed in the next section.

Ports

Currently port planning is done by Transnet National Port Authority without much involvement from other stakeholders. It is essential that the Province and the relevant Municipalities become actively involved in the planning of the ports in their geographical areas, together with the terminal operators, industrial users of the ports, logistics service providers, Department of Transport and other stakeholders. This could be done in the form of a statutory board for each port, with a mandate to operate an efficient port. This would enable commercialisation of port terminal operations and integrated planning of the ports with their surrounding transport and logistics networks.

The Province will consider facilitating the development of an inland port with a weighbridge and a full range of logistics support services at Transnet Freight Rail's Belcon intermodal facility. Containers could then be loaded directly form the vessel onto a shuttle train and transported to the inland port. This will relieve the container stacking problem in the container terminal and will also reduce congestion at the container terminal as trucks will pick up and drop off containers at the inland port. A further container shuttle train can be run between the Belcon inland port and the City Deep/Kazerne inland port, which can help to facilitate the switch of freight from road to rail. An intermodal service can also be provided from Belcon to Saldanha.

Rail branch lines

The Government would like to revive branch line services in rural areas, especially agricultural areas, to stimulate economic development. Many of the branch lines will have to be refurbished as they have not been maintained. If the decision to operate branch lines is made on a purely commercial basis, the branch line network will probably be left to disintegrate completely. Private sector involvement would be required in order to provide a competitive and efficient customer-oriented service, while government support or subsidy will probably be required to cover some of the infrastructure costs.

Airports and pipelines

As there is currently a very limited demand for air freight and pipeline capacity in the Western Cape Province, these modes will not be discussed further.

Impact of freight transport on the environment and communities

Road transport dominates the freight market. However, the energy use and carbon footprint of road transport is very high when compared to rail and water transport. The Province will encourage a shift in freight from road to rail and coastal shipping, where appropriate, as the current growth in road freight is not sustainable. By shifting freight away from road, externalities that impact on communities, such as pollution, noise, congestion and accidents, will be reduced.

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In order to compete with the speed and flexibility provided by road transport and attract more freight to rail, intermodal facilities, sufficient capacity and a reliable service need to be provided by the rail operator. Existing rail facilities will have to be transformed into intermodal facilities/hubs to form a freight rail hub-and-spoke system, linking rural areas with significant freight volumes with seaports and inland ports. Once the rail infrastructure and service have been improved to cater for an increased volume of rail friendly commodities, instruments can be implemented to encourage a shift of freight from road to rail. Increased investment in rail can be facilitated by PPP's where freight owners can invest in equipment and logistics service providers in equipment and intermodal terminals.

Commodities that are suitable for rail transport and coastal shipping include bulk freight such as mining and agricultural products, containers, non-urgent and non-perishable commodities (although perishable commodities could be transported in refrigerated containers), low value goods and goods transported over long distances. Coastal shipping is especially suitable for freight that is being transported to countries along the coast of Africa. The improvements in customer service, price, and safety and security required to shift freight from road to rail have been achieved in countries such as Australia and the UK through the deregulation of rail.

16.2 AIRPORTS, AVIATION AND ACCESS TO AIRPORTS

16.2.1 Status quo of airports in the Western Cape

The table below shows that there are 4 military airports, 28 airfields and aerodromes and two airports of national importance in the Western Cape. The latter is the Cape Town International Airport (CTIA) and George Airport (GRJ).

Table 16-1 List of airports in Western Cape. Source: NATMAP, Phase 1, 2010

Closest Town	Airport	Owner	Runways length (m)	Private/Public Ownership and Usage	Runway Type
Beaufort West	Beaufort West	Paddyd Pad 2521 (Pty) Ltd	1646	Public	Unpaved
Cape Town	Cape Town International	ACSA	Main 3200 Cross 1701	Public	Paved
Cape Town	Wingfield AFB	AFB Wingfield (DoPW)	790	Military	Paved
Fisantekraal	Fisantekraal	Fisantekraal Airfield	884	Private	Paved
George	George	ACSA	Main 1981 Cross 1160	Public	Paved
Langebaan	Langebaanweg AFB	AFB Langebaanweg (DoPW)	2347	Private	Paved
Mossel Bay	Mossel Bay	Mossel Bay Aero Club	1126	Private	Unpaved
Oudtshoorn	Oudtshoorn	Oudtshoorn Municipality	1676	Public	Paved
Waenhuiskrans	Overberg – Test Flying and Developing Centre (MIL Unlicensed)	TFDC Overberg		Military	
Plettenberg Bay	Plettenberg Bay	Plettenberg Bay Municipality	1219	Public	Paved
Riversdale	Riversdale	Riversdale Municipality	945	Private	Paved
Robertson	Robertson	Breerivier Wynland Municipality	1494	Public	Paved
Saldanha-Vredenburg	Saldanha-Vredenburg	Vredenburg Municipality	1402	Public	Paved
Somerset-West	Somerset-West	Somerset-West Municipality	884	Public	Unpaved
Stellenbosch	Stellenbosch	Stellenbosch Flying Club	732	Private	Paved
Swellendam	Hendrik Swellengrebel	Swellengrebel Flying	975	Public	Paved

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Closest Town	Airport	Owner	Runways length (m)	Private/Public Ownership and Usage	Runway Type
		Club			
Vredendal	Vredendal	Matzikama Municipality	1280	Public	Unpaved
Worcester	Worcester	Worcester Municipality	1585	Private	Unpaved
Ysterplaat	Ysterplaat AFB	AFB Ysterplaat (DoPW)	1585	Military	Paved

16.2.2 Utilisation of Cape Town International Airport (CTIA)

16.2.2.1 Annual Passengers

The annual number of passengers for the past 5 years are tabled below

Table 16-2 Annual number of passengers for the past five years (CTIA)

Year[8]	Annual Passengers			
	Domestic	Regional	International	Total
FY 05/06	5 503 690	149 489	1 167 661	6 820 840
FY 06/07	6 107 405	147 885	1 246 016	7 501 306
FY 07/08	6 950 061	145 858	1 309 822	8 405 741
FY 08/09	6 283 132	138 000	1 378 160	7 799 292
FY 09/10	6 391 079	122 584	1 284 990	7 798 653
FY 10/11[9]	5 079 353	92 511	845 398	6 017 262

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16.2.2.2 Capacity of the Airport

- The declared capacity of CTIA is 30 movements per hour (arrivals and departures combined based on 5 nautical mile spacing between aircraft).
- The ultimate capacity of CTIA is 80 movements per hour with the addition of a second runway.
- Current terminal capacity 15 Million Annual Passengers (MAP) in 2010.
- Ultimate capacity 40 MAP.

16.2.2.3 Recent Developments

The airport has been upgraded for the 2010 Fifa World Cup. The upgrades consist of:

- Central passenger processing unit
- Second multi-storey car park (4000 parking bays)
- Modification to the road system
- This upgrade was completed by July 2010 and increased the capacity to MAP 15.
- ACSA will continue to develop the airport to keep at least 5 years abreast of the demand.

[8] Financial year from 1st of April to 31st March
[9] Only passenger numbers from 1st April 2010 to 31st December 2010

Sufficient land exists for the future expansion or upgrading of this airport.

16.2.2.4 Access to the Airport

Access to the Airport is provided through the following routes; N1, Modderdam Road; Borchard Quarry Road, R300 - N2.

Land access could constrain the ultimate capacity of the airport. A major shift to public transport is required to meet landside demand to and from the airport.

16.2.2.5 Public Transport

Currently 20% of passenger and 30% of workers use public transport. However they do not use scheduled public transport to the airport.

In June 2010 a scheduled shuttle MyCiti service between the airport and Cape Town CBD was installed. The shuttle service is not well patronized because it operates as an isolated service not connected to the main public transport network.

PRASA is investigating the feasibility of a rail service to the airport tying into the existing railway grid. Province is not in favour of this line. It is the view of province that capital outlay for the proposed line should be used for the upgrading of the existing network to acceptable operational standards.

16.2.3 Utilisation of George Airport

16.2.3.1 Annual Passengers

The annual number of passengers for the past 5 years are shown below:

Table 16-3 Annual number of passengers for the past five years (George Airport)

Year[10]	Annual Passengers		
	Domestic	Unscheduled	Total
FY 05/06	570 253	14 309	584 562
FY 06/07	573 077	24 833	597 910
FY 07/08	653 297	13 484	666 781
FY 08/09	584 917	18 206	603 123
FY 09/10	520 556	17 044	537 600
FY 10/11[11]	435 604	9 980	445 584

16.2.3.2 Freight

- George is a distribution hub for cargo such as flowers, fish, oysters, herbs and ferns.
- Cargo facilities : Domestic cargo only, refrigerated storage, X-Ray equipment.
- Cargo Handling Agents : South African Airways Cargo (George Airport)

[10] Financial year from 1st of April to 31st March
[11] Only passenger numbers from 1st April 2010 to 31st January 2011

- There is a daily freighter plane flying into George. Airfreight includes mostly seeds and other agricultural products such as flowers, fish oysters, herbs and ferns.
- There is no formal freight forecast available for George. It is expected the growth will continue in similar trend as the past two years.
- Cargo facilities include refrigerated storage, X-Ray equipment.
- Cargo handling Agents : South African Airways Cargo (George Airport) .

16.2.3.3 Airport

George Airport is to undergo a R25 million upgrade. The projects entail an expansion to the aircraft apron and a refurbishment and extension of the terminal building.

16.2.4 Airport planning

Both the Integrated Transport and Development Planning processes (ITP & IDP) at the municipal level have resulted in several of the municipalities in the Western Cape having identified the need for the development of an airport within their jurisdiction.

The reasons for wanting to establish an airport have ranged from the possibility of stimulating development, to the need to establishing a second airport for the City of Cape Town in the greater functional region of Cape Town. Currently, the only commercial airports that operate in the Western Cape are Cape Town International Airport which serves a limited international network (when compared to Gauteng's OR Tambo International) and the smaller George Airport which serves a more regional movement pattern (mostly within Southern Africa).

Both Bredasdorp in the Overberg and Beaufort West in Central Karoo have indicated their eagerness to develop a commercial airport – mostly with the intention to increase tourist numbers into their areas and increase the export of agricultural produce – with the hope of capitalising on related downstream activities.

There are several factors that need to be considered in the drive to build and expand upon airports in the Western Cape.
There needs to be sufficient demand for travel to an area in order to warrant the development of a commuter and freight oriented airport. It needs to be understood that an airport itself will not stimulate development should there not exist sufficient demand to merit it. In all cases, strong business plans need to be developed and presented that clearly demonstrate the feasibility of a commercial airport at their location.

CTIA will have an ultimate capacity of 40 MAP. The current use is about 8 MAP and the airport has sufficient capacity to handle future demand for the foreseeable future, the only constraint being the road access to the airport. The Province's strategy is to provide public transport access by road public transport and only for the long term envisages rail access (only after the current rail system is upgraded to acceptable operational levels).

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17 PUBLIC PARTICIPATION & STAKEHOLDER ENGAGEMENT

The following brief chapter sets out the broad approach that has been adopted in the development of the PLTF.

17.1 INTRODUCTION

The purpose of the PLTF Public Participation and Stakeholder Engagement programme is two-fold. Firstly, it is intended to ensure that key land-transport stakeholders12 are involved in the development of the PLTF, both through the PLTF Steering Committee meetings, as well as through the broader public engagement programme. Secondly, it is to ensure that the broader public are engaged with and informed of the development of the draft PLTF. It is also expected that the broader public will provide substantive input on the development of the PLTF.

17.2 INFORMATION GATHERING & STAKEHOLDER ENGAGEMENT PROCESS

The stakeholder engagement and public participation processes are described in Table 17-1.

Table 17-1 Stakeholder Engagement and Public Participation process

Participation Activity & Frequency	Purpose	Target Audience	Dates / Period
Provincial Land Transport Framework Steering Committee meetings – held 6 weekly throughout the development of the PLTF over a 7 month period.	The purpose of the Steering Committee Meetings, as fleshed out in the PLTF Steering Committee Terms of Reference is to: - Broadly provide direction through the review of progress and contents of the Framework - Provide input on the development of the vision and strategies. - Act as a sounding board for the proposed policy statements.	Core stakeholders: All PGWC departments, the National Department of Transport, the Department of Transport & Public Works branch heads, chief directors and directors, PRASA, Transnet, all District municipalities within the Western Cape, the City of Cape Town, National and Provincial Treasuries, Provincial Development Council (including civil society, labor and business representatives),	28 Sept 2010 28 Oct 2010 30 Nov 2010 9 February 2011 3 March 2011
The Targeted Stakeholder Commenting Period – once off	The purpose of the targeted stakeholder commenting period is to allow the PLTF Steering Committee an opportunity to provide input on the draft PLTF before it is taken to the broader public in the 30 day participation programme.	All the PLTF Steering Committee members, as listed above	9 February to 3 March 2011
The Broader Public Participation Programme – a 30 day public participation and commenting programme, including an open day held in each District Municipality and the City of Cape Town	The purpose of this 30 day commenting period is to go out to each district municipality and provide the broader public with an open day to explain the contents of the PLTF, and for the public to provide their input on the development of the PLTF.	All land transport stakeholders, all District and Local Municipality officials and the broader public at-large	1 March to 30 March 2011

The broader public participation programme consisted of the following, which ran for 30 days, beginning from 1 March 2011 to 30 March 2011:

[12] A key land-transport stakeholder can be defined as either governmental or private organisations that are involved in planning for, implementing or monitoring land transport objectives in the Western Cape

- An advert was placed in every local and major newspaper in the Western Cape, which informed the public of the upcoming PLTF 30 day commenting period and open days to be held in each District Municipality, as well as the City of Cape Town. The advert was placed in the three official languages of the Western Cape, being Xhosa, Afrikaans and English.
- A copy of the draft PLTF was distributed to all public libraries in the Western Cape for the public to access. An open day was organised in each District Municipality during the month of March 2011 (see Table 17-2).

Table 17-2 Open days in District Municipalities

Date	District	Venue	Time
8 March 2011	Central Karoo DM	Rustdene Hall, Beaufort West	10h00 – 18h00
10 March 2011	Eden DM	Main Hall, George	10h00 – 18h00
15 March 2011	West Coast DM	Louwville Community Hall	10h00 – 18h00
17 March 2011	Overberg DM	Nelson Mandella Hall, Bredasdorp	10h00 – 18h00
22 March 2011	Cape Winelands DM	Worcester Town Hall	10h00 – 18h00
24 March 2011	City of Cape Town	Bellville Civic Centre	10h00 – 18h00

17.3 APPROVAL PROCESS

The following broadly sets out the approval process for the PLTF:

- On 9 February 2011, a first draft was presented to the PLTF Steering Committee for their input. This included circulating it to all of top management for their substantive input.
- On 3 March 2011, the PLTF Steering Committee delivered their comments on the draft PLTF.
- Between 3 March 2011 and 30 March 2011, the PLTF Project Team incorporated the comments of the Steering Committee, as well as of top management.
- On 1 March 2011, the 30 day commenting process began for the broader public participation programme.
- On 30 March 2011, the 30 day commenting period closed. These comments were logged and incorporated into the reviewed PLTF, where appropriate.
- On 31 March 2011, the final draft PLTF was finalised.
- During the month of April and May 2011, the PLTF was subjected to further internal review.
- In June 2011, the PLTF was submitted to the Provincial Minister for approval.

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18 MEC ASSISTANCE TO PLANNING AUTHORITIES

The purpose of this section is to set out the assistance that the MEC will be providing to the planning authorities in the province in respect of their transport planning functions.

18.1 MEC ASSISTANCE WITH REGARD TO LAND TRANSPORT

Section 9 of the National Land Transport Act 5 of 2009 states the following, with regard to the function of the MEC:

Functions of MECs

9. (1) An MEC may, after consulting planning authorities in the province, publish provincial land transport policy.
(2) An MEC must-

(a) monitor the implementation of provincial land transport policy and any investigations conducted into matters arising from the implementation, and cause the necessary adjustments, if any, to be made to that policy;
(b) ensure that the money available for land transport matters is applied in an efficient, economic, equitable and transparent manner;
(c) assist municipalities that lack the necessary staff or resources in meeting their responsibilities and performing their functions and duties with regard to land transport:
(d) produce an annual report on the state of transport affairs in the province in the prescribed manner and submit it to the Minister in the prescribed time;
(e) improve the planning, co-ordination and facilitation of the land transport functions of the province;
(f) promote intergovernmental relations within the land transport environment:
(g) ensure that there is a link with matters having an impact on transport in the province, including land use management, environmental issues, population growth, economic development and investment in infrastructure, to facilitate integration and efficient transport;
(h) set standards, performance criteria and related indicators to ensure intermodal and intramodal co-ordination and efficient management of investment in transport and of transport infrastructure and systems;
(i) take an active role in sourcing international, national, local, private and public funding to promote the objects of this Act in the province; and
(j) co-ordinate transport initiatives with municipalities, and other stakeholders in the transport field by establishing co-ordinating structures or by other methods.

Based on the above, the MEC will be assisting the planning authorities in the province that lack financial and human resource capacity in transport planning. This assistance will be in the form of:

- Coordinating and assisting to develop the Integrated Transport Plans of all municipalities that lack capacity.

- Conducting an investigation – in the form of a Capacity Building Plan – into the possibility of funding a post in under-capacitated District municipalities – with the view that the incumbent of such a post would facilitate the Integrated Transport Planning function in the District and Local Municipalities.

- Facilitate the running of an Integrated Transport Steering Committee in each District Municipality.

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20 ANNEXURES

ANNEXURE A: Population Growth Rate

District	Popolation growth rate (%)	Source	2010	Source
City of Cape Town	3.4	City Space Planning Cape Town, Cape Town Spatial Development Framework: Technical Report (Draft report) (http://www.capetown.gov.za/en/sdf/Documents/SDF_Executive_Summary_web.pdf)	3.4/3.6*	City Space Planning Cape Town, Cape Town Spatial Development Framework: Technical Report (Draft report) (http://www.capetown.gov.za/en/sdf/Documents/SDF_Executive_Summary_web.pdf)
Central Cape Karoo	0.33	Western cape Socio Economic Profile: Central Karoo District 2007 (http://www.capegateway.gov.za/Text/2007/1/00_wc_central_karoo_se_profile_optimised.pdf)	0.63149	Western cape Socio Economic Profile: Central Karoo District 2007(http://www.capegateway.gov.za/Text/2007/1/00_wc_central_karoo_se_profile_optimised.pdf)
West Coast	1.95	Western Cape Socio Economic Profile: West Coast District 2006 (http://www.capegateway.gov.za/Text/2007/1/00_west_coast_se_profile_optimised.pdf)	0.34676	Western Cape Socio Economic Profile: West Coast District 2006 (http://www.capegateway.gov.za/Text/2007/1/00_west_coast_se_profile_optimised.pdf)
Overberg	1.9	Western Cape Socio Economic Profile: Overberg District 2006 (http://www.capegateway.gov.za/Text/2007/1/00_wc_overberg_se_profile_optimised.pdf)	0.251201	Western Cape Socio Economic Profile: Overberg District 2006 (http://www.capegateway.gov.za/Text/2007/1/00_wc_overberg_se_profile_optimised.pdf)
Eden	0.62	Eden District Municipality Integrated Development Plan 2007 -2011 (http://www.capegateway.gov.za/Text/2008/3/idp_eden_eden_district_2007_draft.pdf)	0.56262	Eden District Municipality Integrated Development Plan 2007 -2011 (http://www.capegateway.gov.za/Text/2008/3/idp_eden_eden_district_2007_draft.pdf)
Cape Winelands	0.62	Cape Winelands District Growth & Development Strategy, 2006 (http://www.capewinelandsbiosphere.co.za/pdf/Population%20Dynamics.pdf)	715950	2010 Figure was manually calculated

ANNEXURE B: City of Cape Town Draft SDF 2010

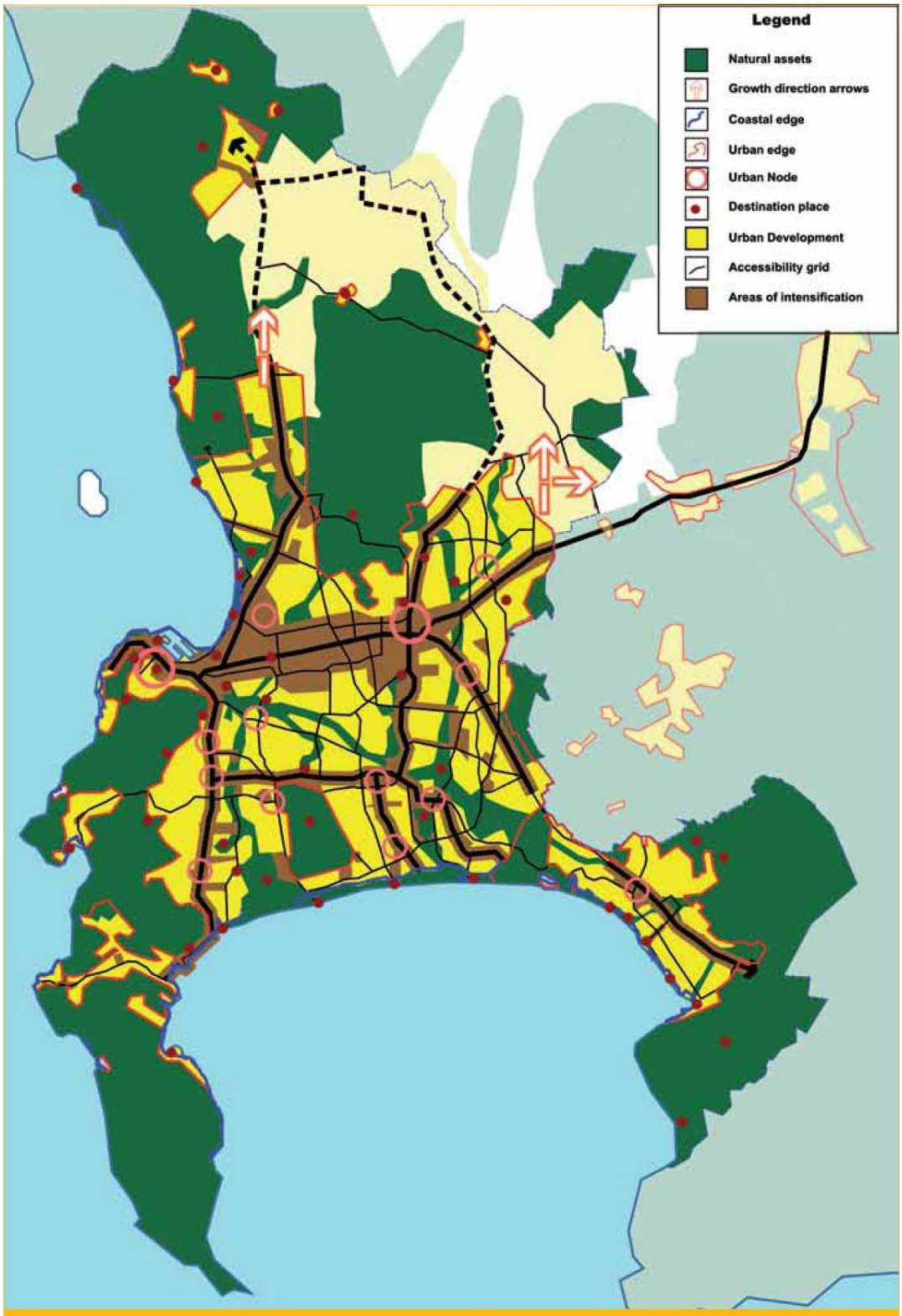
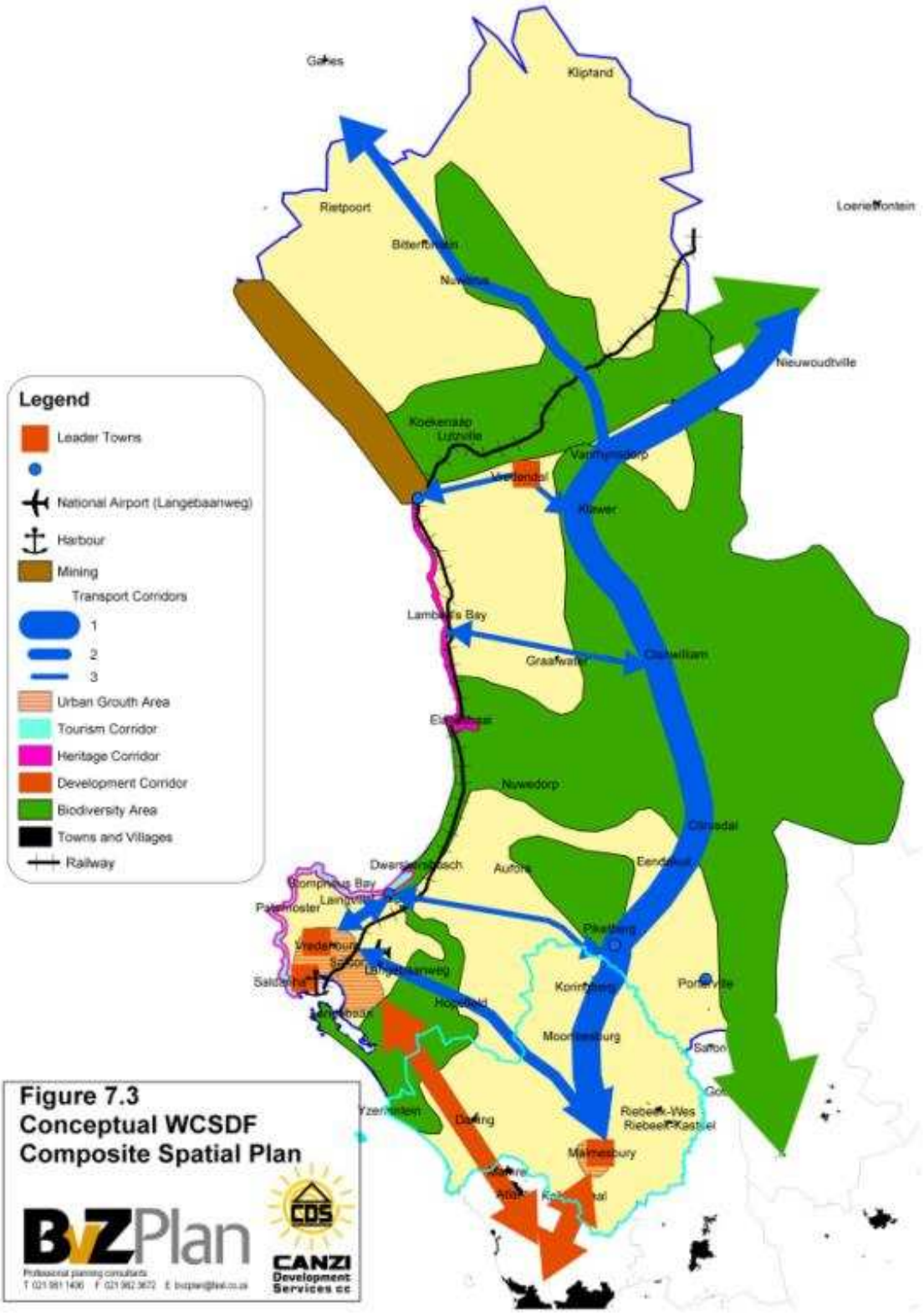
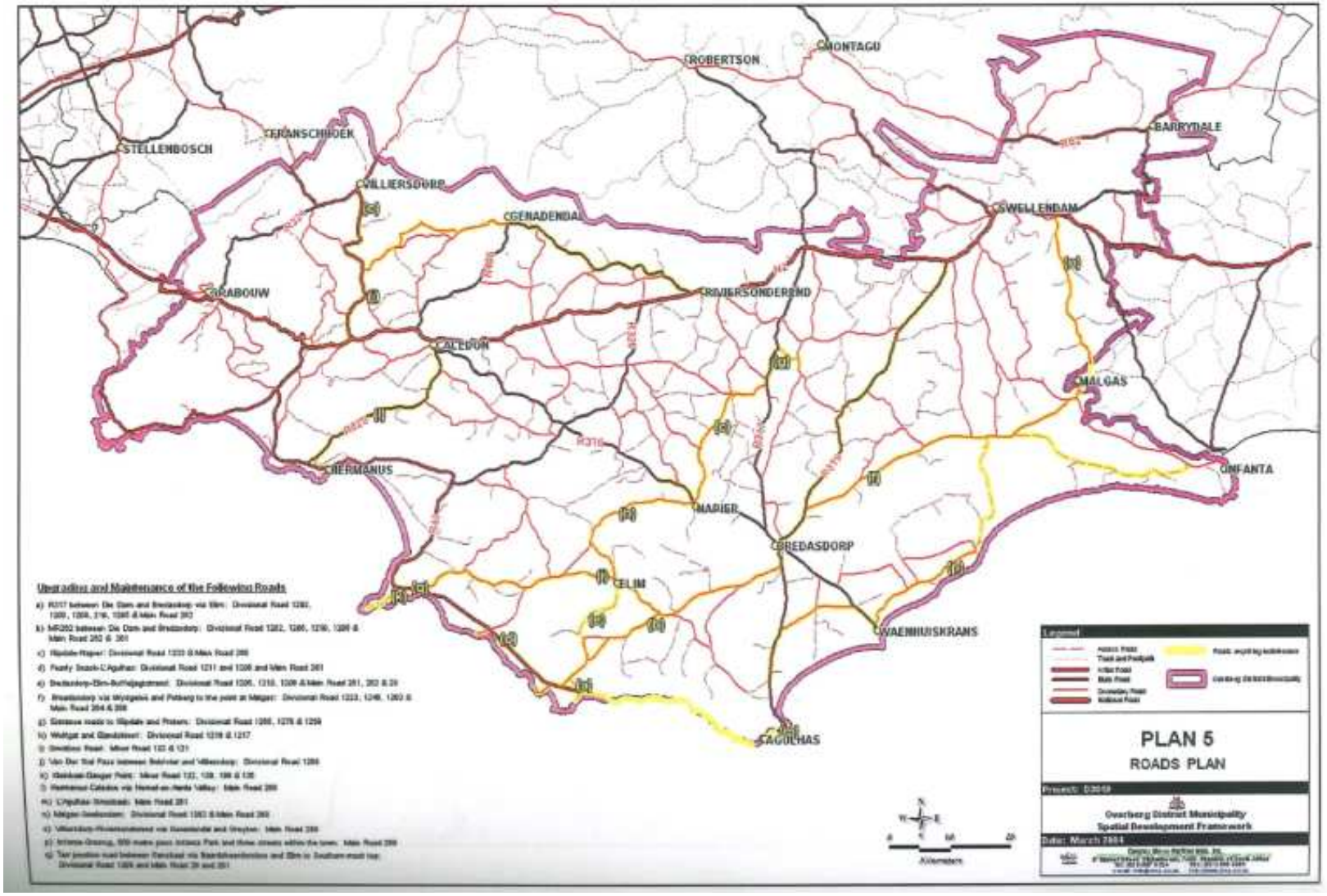


Figure 5.15: Conceptual framework: 50-year vision

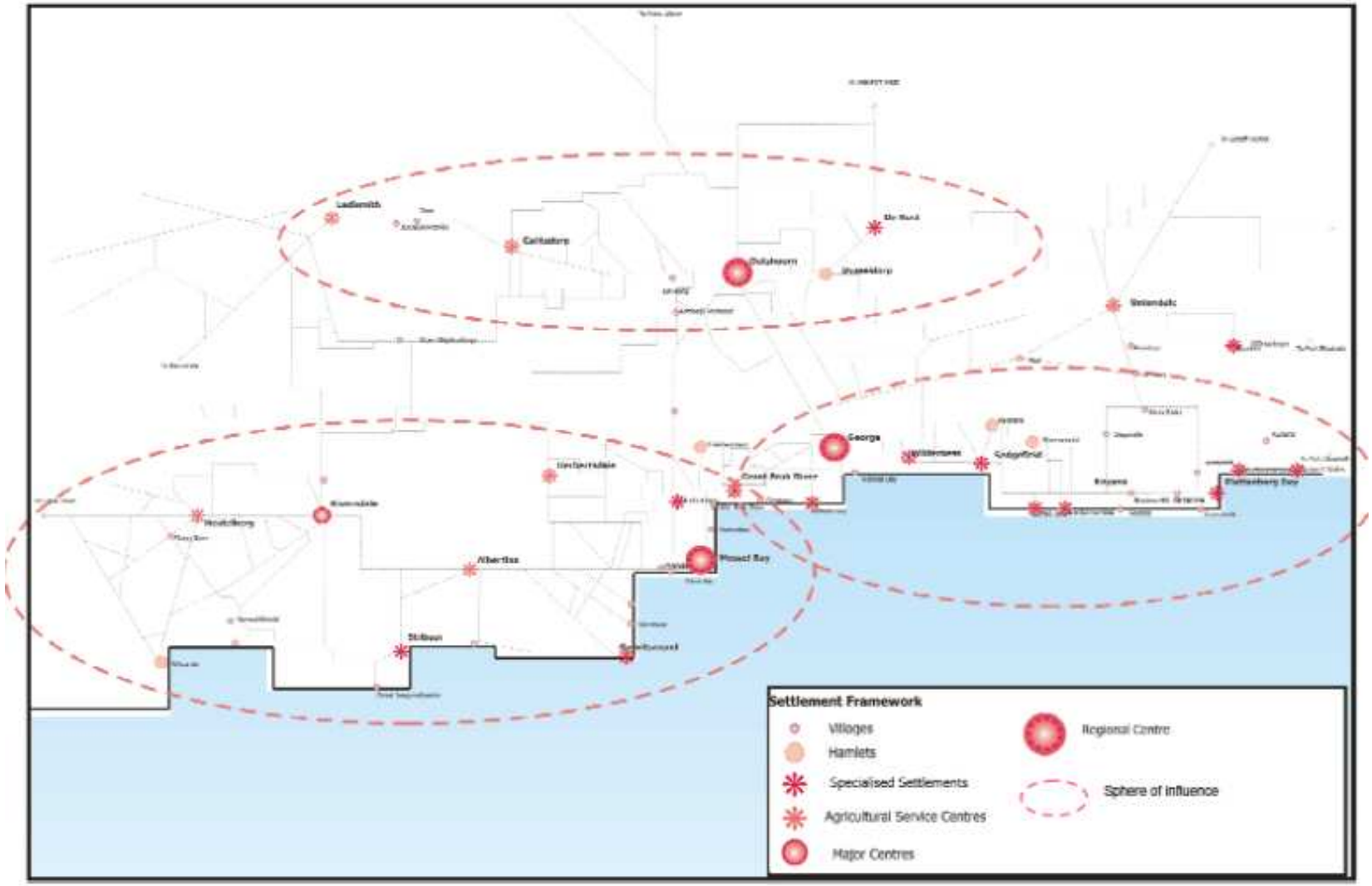
ANNEXURE C: WEST COAST SDF: Conceptual WCSDF



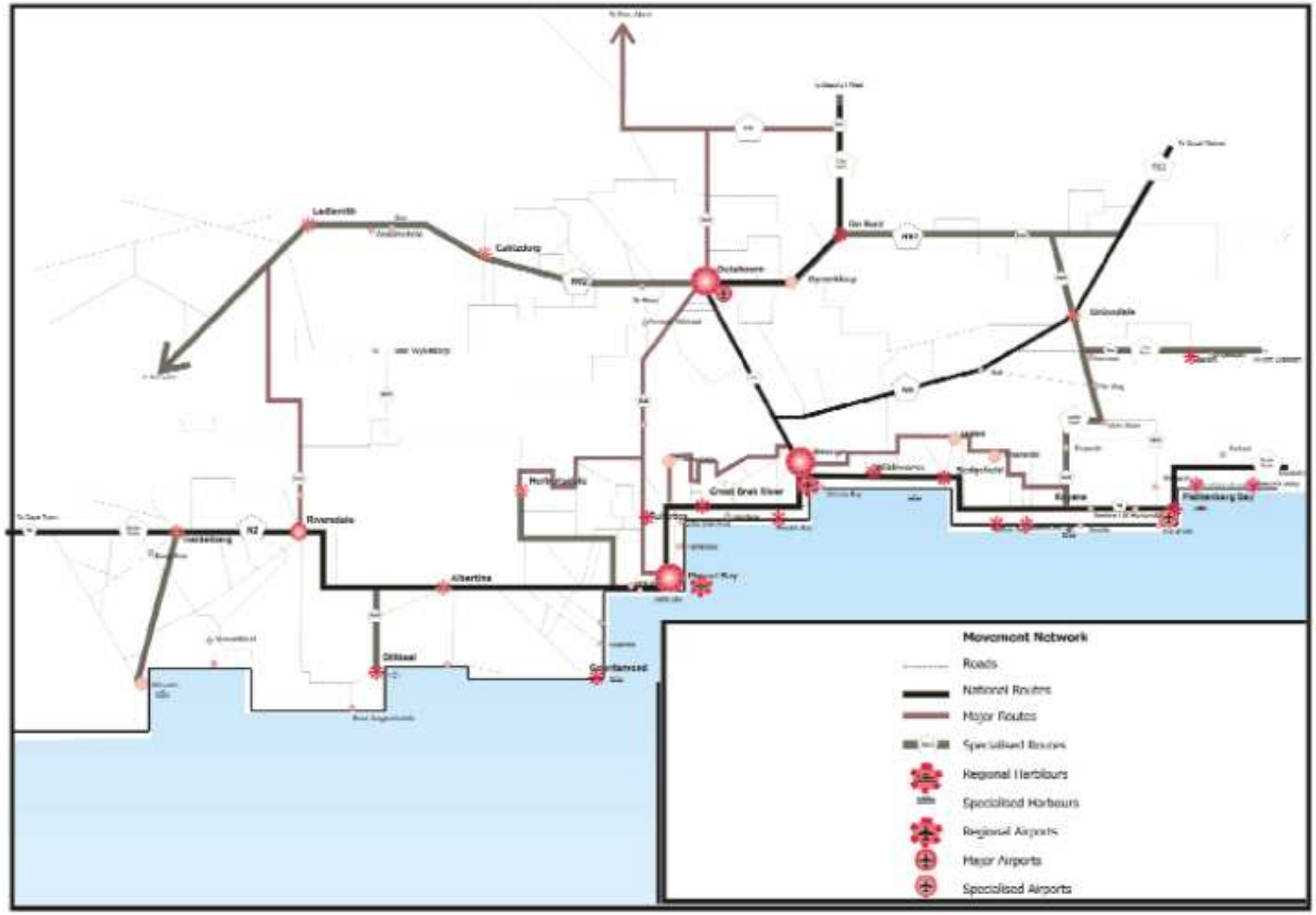
ANNEXURE D: Overberg District Municipality SDF



ANNEXURE E: Eden District Municipality SDF: Settlement Framework



ANNEXURE F: Eden District Municipality SDF: Movement Framework



ANNEXURE G: Eden District Municipality SDF: Natural Resources Framework

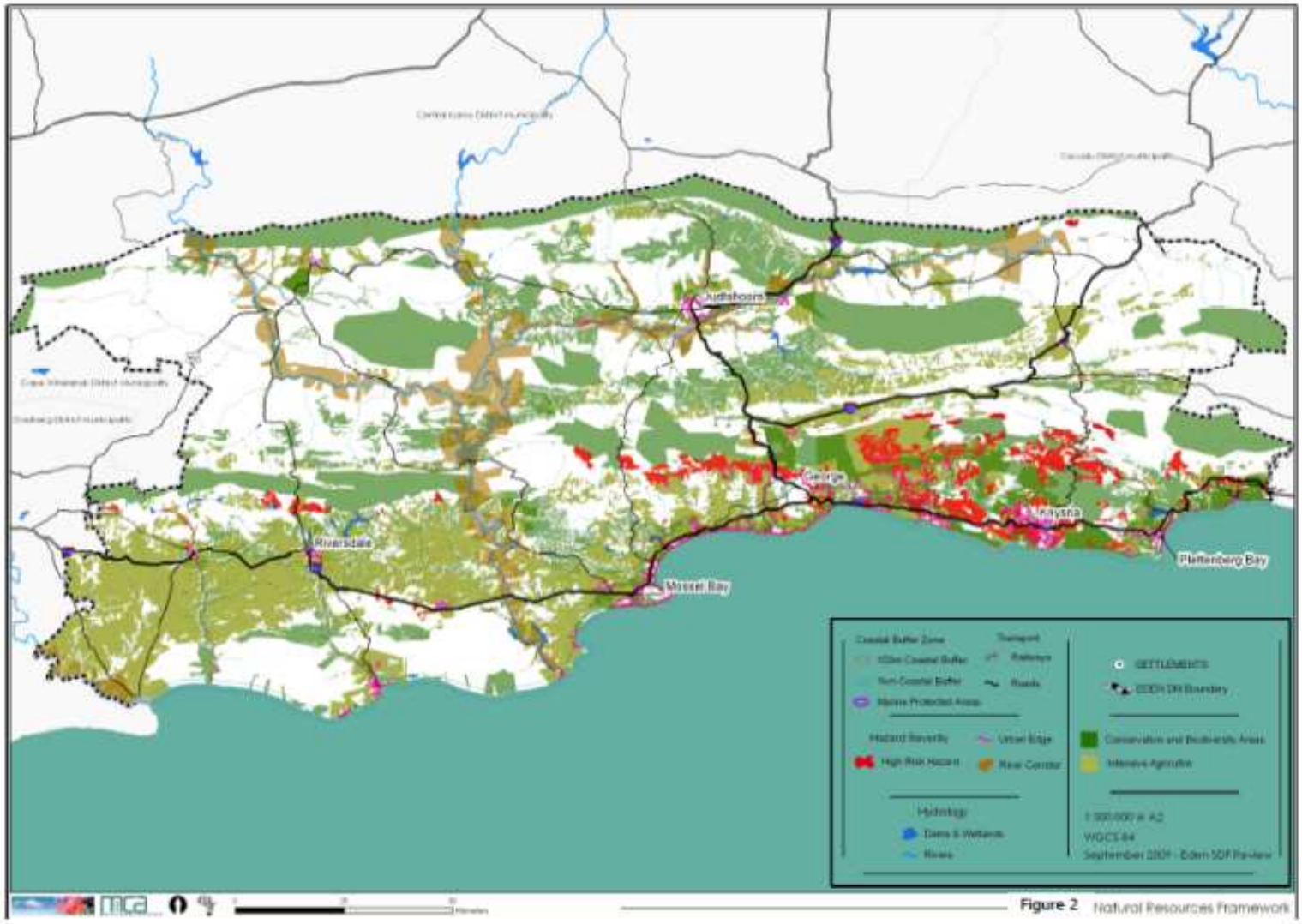


Figure 2 Natural Resources Framework

ANNEXURE H: Eden District Municipality SDF: Settlements and Citizens Framework

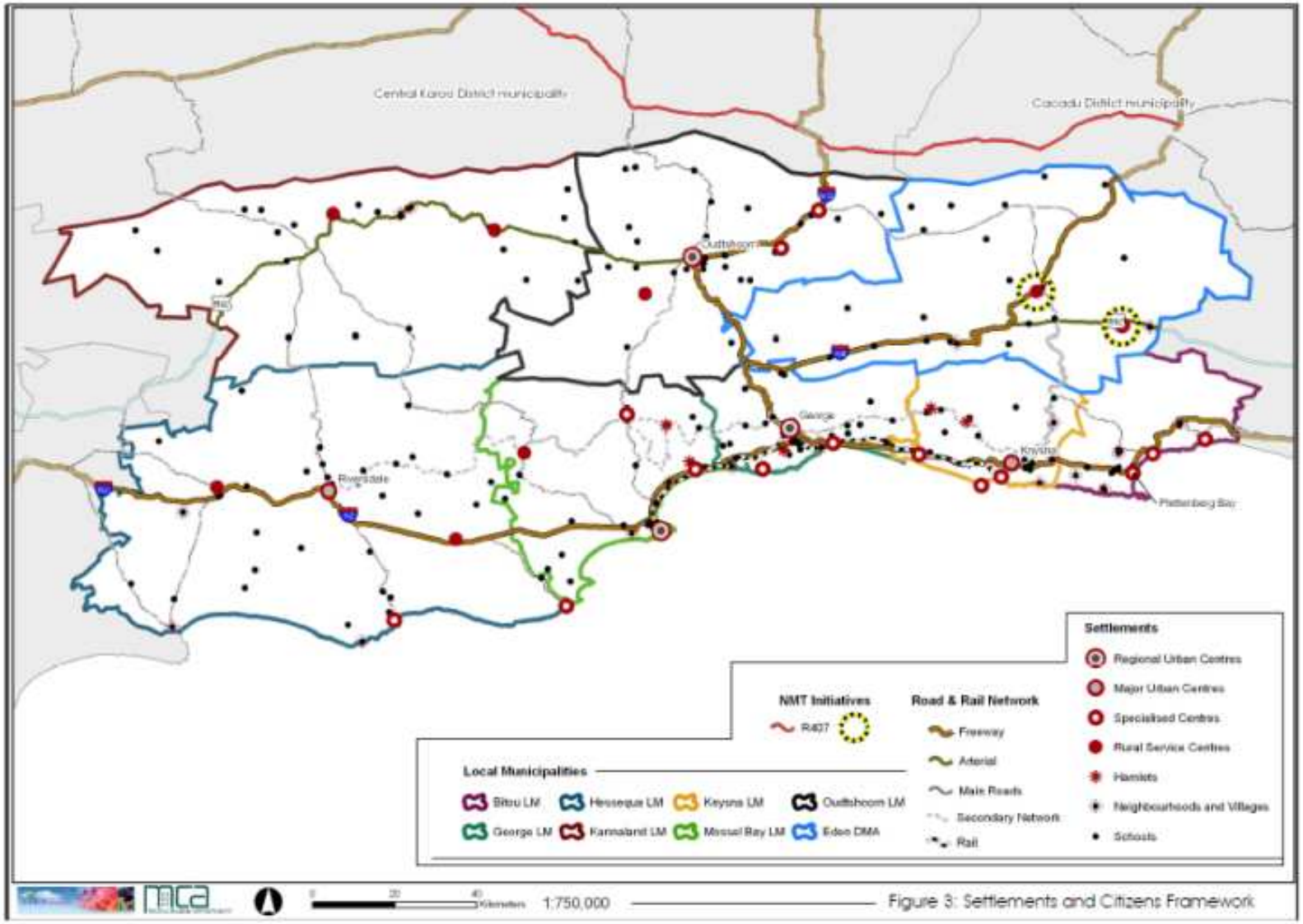
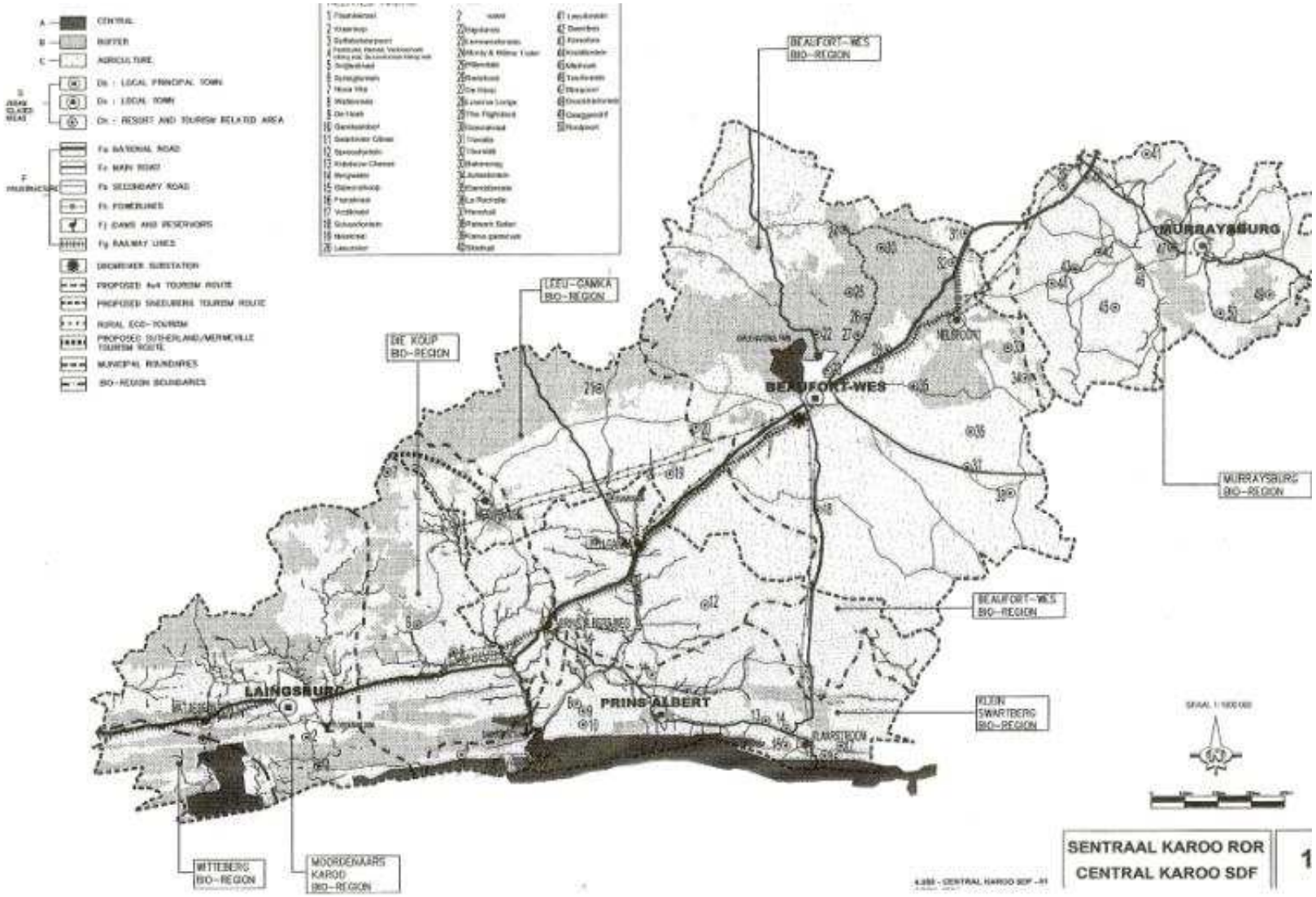
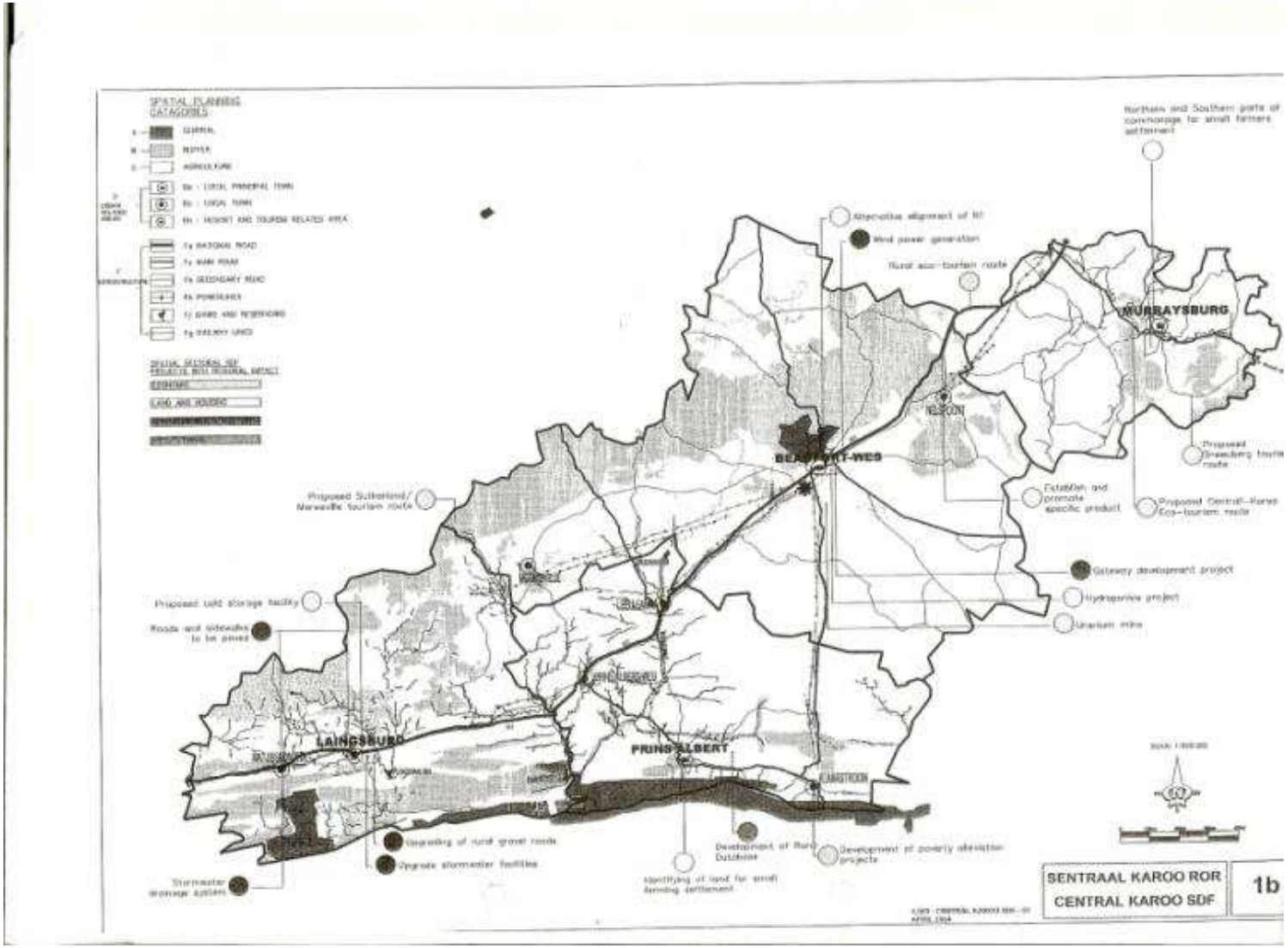


Figure 3: Settlements and Citizens Framework

ANNEXURE I: Central Karoo SDF (map 1)



ANNEXURE J: Central Karoo SDF (map 1b)



Prepared by:

ILISO Consulting (PTY) Ltd
P O Box 305
Century City
CAPE TOWN
7441

SSI Engineers and Environmental Consultants (Pty) Ltd
P O Box 5195
222 Durban Road
Bellville
CAPE TOWN
7536

City Think Space
PO Box 1588
Cape Town
8000

FINAL