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Executive Summary

In March 2014, the Minister of Environmental Affairs and Development Planning approved the Western Cape Provincial Spatial Development Framework (PSDF). In adopting a strategic view of the Provincial space economy, the PSDF identified three functional regions where significant development trends and/or development potentials were seen to exist. One of these regions is the emerging Greater Saldanha Regional Industrial Complex with the Saldanha Bay/Vredenburg growth centre at its heart. The region is experiencing a wide range of developmental and environmental initiatives which are driven by an array of role-players. It is against this background that the Western Cape Government: Department of Environmental Affairs & Development Planning, in partnership with the municipalities in the West Coast district, agreed to collaborate to prepare a Greater Saldanha Regional Spatial Implementation Framework (GSRIF).

This report is one of a series of thematic studies undertaken to provide input to the GSRIF. Its purpose is to assess the regional transport and freight component for the area. It does so by:

- Defining the Regional Area and its growth potential;
- Recording existing travel characteristics;
- Describing the existing transport network and available services;
- Proposing the use of the statutory Integrated Transport Plans (ITPs) to promote the desired outcomes; and
- Providing some input on selected focus areas of the ITPs.

A summary of each item is given in the following section:

a) Defining the Study Area and its Growth Potential

The Greater Saldanha Regional Area is part of the southern “functional area” identified in the West Coast District Municipality Spatial Development Framework 2014 (WCSDF). It comprises the Saldanha Bay Local Municipality and a large part of the Swartland Municipality. It also includes the area surrounding Veldrif in the Bergrivier Municipality. Although the WCSDF excludes Malmesbury and its surrounds from the functional area, it is included within the Regional Area defined for this report as transportation related activities within this area affecting the Greater Saldanha region.

Growth within the Regional Area is seen by the WCSDF to be located in two broad areas. These are:

- Urban functional area of Vredenburg and Saldanha; and
- N7/rail regional corridor linking Malmesbury, Moorreesburg and Piketberg

b) Existing Travel Characteristics

The existing travel characteristics of residents of Saldanha Bay and Swartland Municipality have been extracted from the 2013 National Household Travel Survey (NHTS). The main purpose of travel is to the work place and to educational facilities. Of those travelling to work, the main mode used was cars followed by walking. The mean travel time was less than 30 minutes in Saldanha Bay and a little more in Swartland. For those walking to work, the mean time was just over 20 minutes in both municipalities. Of those travelling to educational facilities, most walked all the way followed by use of a bus, car and then taxi. The mean travel time was also less than 30 minutes in both municipalities and just over 15 minutes for those who walked.

c) Existing Road Network and Available Transport Services

There is an extensive road network within the Regional Area. The principal roads are the N7 linking Cape Town to the Northern Cape and Namibia and skirting Malmesbury and Piketberg and the R27 (West Coast Road) from Cape Town to Veldrif. Other important regional roads are the R45 from Saldanha/Vredenburg to Malmesbury and the R79 linking the R45 between Saldanha/Vredenburg to the West Coast Road (R27).

The importance of Vredenburg as the regional centre is illustrated by the roads radiating from it having the greatest volumes of traffic on them. The greatest volume of traffic is on the R45 between Vredenburg and Saldanha. This link also carries the greatest number of heavy vehicles with the exception of the N7.

Public transport comprises a variety of service types including minibus-taxi, learner and staff transport services. The Local Integrated Transport Plans observe that the taxi services “are not utilised productively during normal weekdays”. The taxis also offer ad hoc services between the towns within the Regional Area. There are no subsidised services in the area with the exception of the subsidised scheduled service provided by Golden Arrow Bus Services (Pty) Ltd between Malmesbury and Cape Town. A commercial bus service provides daily transport between Saldanha/Vredenburg and Cape Town and another commercial operator provides services along the N7. Learner transport services are provided by the Western Cape Government’s Department of Education to qualifying learners. Staff transport in buses and taxis is provided by a number of employers in the area.

The predominant freight movement is iron-ore by rail from Sishen to Saldanha Port. Two other intermodal/general freight lines also transport freight in the Regional Area however the volumes are small. The most road freight is carried by the N7 and this volume is expected to double by 2043. The second largest number of heavy goods vehicles is carried by the R27 West Coast Road.

Facilities for non-motorised transport movements (walking and cycling) are poor.
d) Use of Integrated Transport Plans to provide the desired Transportation Outcomes

The intention is to establish a framework that promotes the development of a transportation system in the region that responds to the short-term travel needs of its residents and can grow incrementally in the longer-term to accommodate the changing needs as the area develops. The mechanism to do this already exists within the National Land Transport Act, 2009 (NLTA) which requires all “planning authorities” to prepare and submit to the MEC “integrated transport plans for their respective areas”. The Integrated Transport Plans (ITPs) are to be in accordance with the Minimum Requirements published by the Minister of Transport. The most appropriate plan in which to establish the framework is the next 5-year overhaul of the West Coast District Integrated Transport Plan (DITP) as it presents the planning for all the local municipalities and is based upon the strategies contained within the Provincial Land Transport Framework.

The main issues brought forward from the assessment of the existing transport system are shown in Table A together with the desired outcome to be promoted within the next overhaul of the DITP, the key action required and the lead party for that action.

The NLTA allows assistance to be provided to District and Local Municipalities to prepare their ITPs. It is therefore proposed that the Department of Transport & Public Works (DTPW) and the Department of Environmental Affairs & Development Planning (DEA&DP) continue to provide support to the West Coast District Municipality. The principal actions may be summarised as:

- Update Transport Register (WCDM);
- Overhaul Spatial Development Frameworks (DEA&DP);
- Prepare Public Transport Plan (DTPW);
- Prepare Transport Infrastructure Strategy (DTPW); and
- Prepare Freight Strategy (DTPW)

Progress on the tasks and oversight should be provided under the existing protocols established for Provincial Strategic Goal No 1: Create opportunities for growth and jobs. Part of this goal is provision of an “efficient transport system”.

e) Some input on selected focus areas of the DITP

Some input on selected focus areas of the DITP is provided within this report. The areas are:

- Public Transport Plan (Chapter 6 of the DITP);
- Freight Transport Strategy (Chapter 9 of DITP);
- Transport Infrastructure Strategy (Chapter 7 of the DITP)

In particular, the Public Transport Plan shall be based upon the principles established by DTPW’s Provincial Sustainable Transport Programme (PSTP) and the freight strategy should identify routes based upon the provincial strategy that should be developed by DTPW.

The assessment concludes that:

- The Greater Saldanha Region is experiencing a wide range of developmental initiatives which are driven by an array of role-players;
- Different aspects of this development have been studied by several of these role-players but there appears to be no comprehensive and integrated assessment of the regional transport and freight components which are essential to the managed growth of the area;
- Such an overarching study should promote a strategy which results in a viable and sustainable transport and freight network of services that can respond to incremental growth of the region; and
- In this regard, the desired transportation outcomes as identified in this report and that may act as an informant to the overarching study are as outlined in Table A. This table also proposes which role-player should be the lead party to develop a particular aspect of the overall strategy.

The regional spatial implications of the transport and freight assessment will be addressed within the GSRISIF Summary Report.

The key recommendations of this report are:

- That the next overhaul of the West Coast District Integrated Transport Plan (DITP) is used to integrate the overall transportation strategy and plan its implementation. This overhaul is to be completed by 2020;
- The principal actions to be undertaken prior to the overhaul of the DITP are:
  - Update Transport Register (WCDM)
  - Overhaul Spatial Development Frameworks (DEA & DP)
  - Prepare a Public Transport Plan (DTPW)
  - Prepare a Transport Infrastructure Strategy (DTPW)
  - Prepare a Freight Strategy (DTPW)
- Progress on the tasks and oversight of the overarching study should be provided under the existing protocols established for Provincial Strategic Goal No 1: Create opportunities for growth and jobs. A pillar of this goal includes providing an “efficient transport system”.
<table>
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<th>DITP CHAPTER AND HEADING</th>
<th>MAIN ISSUE BROUGHT FORWARD</th>
<th>DESIRED TRANSPORTATION OUTCOMES IN DITP</th>
<th>KEY ACTION PRIOR TO OVERHAUL OF DITP</th>
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<td>1 Introduction</td>
<td></td>
<td>DITP’s Study Area to include linkages to Cape Metropolitan and Winelands functional areas</td>
<td>WCDM</td>
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<td>2 Transport Vision and Objectives</td>
<td>The lack of confidence in using PRE data to determine “illegal operators” and to recommend the issue of new licences; The lack of information about existing transport services and NMT</td>
<td>Updated Transport Register that contains comprehensive information on all transport including NMT, staff, learner, inter-town and freight movements</td>
<td>WCDM</td>
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<td>3 Transport Register</td>
<td></td>
<td>DITP and SDF that align with each other and contain strategies that: - Prevent urban sprawl and promote densification - Encourage Transit Oriented Development - Site amenities appropriately - Manage growth to ensure walkable distance within urban settlements - Finalised urban form for Saldanha – Vredenburg – Veldrif corridor</td>
<td>Update Transport Register</td>
<td>WCDM</td>
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<td>4 Spatial Development Framework</td>
<td>The increasing population and associated spatial development growth trends will put pressure on the existing urban edges of towns; The towns of Vredenburg and Saldanha will ultimately become part of one integrated urban complex if the proposal presented in the Saldanha Bay SDF (2011) is accepted and land use permitted accordingly; Population densities are low which puts pressure on providing viable public transport and infrastructure systems; What types of development should be allowed along inter-town corridors</td>
<td></td>
<td>DEA&amp;DP</td>
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<td>5 Transport Needs Assessment</td>
<td>Rate of development of the area is dependent upon external factors</td>
<td>Strategies that reflect different future growth scenarios in accordance with West Coast Industrial Plan; Transport Needs Assessment to be agreed</td>
<td>WCDM</td>
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<td>6 Public Transport Plan</td>
<td>The role of learner and staff transport and how to incorporate them into a public transport network; The apparent lack of passenger demand during the week to support minibus taxi services (which could be due to a combination of reasons including relatively short walking distances and provision of staff transport services); The lack of regular services from urban centres to surrounding towns; The need, or not, to improve connections to Cape Town</td>
<td>Public Transport Plan that aligns with the WCG’s Provincial Sustainable Transport Programme (PSTP) and that can be implemented incrementally. Plan that responds to the combined needs of industry, learners and surrounding towns. Options to be developed for the inclusion of the Regional Area within the Greater Cape Town Functional Area’s “Regional Rapid Transit” network</td>
<td>Prepare Public Transport Plan based on DTPW’S PSTP</td>
<td>DTPW</td>
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<td>7 Transport Infrastructure Strategy</td>
<td>Need to continually maintain the condition of the road network; Need for safety improvements to existing roads and intersections; Need to construct the “missing links” in the existing road network; Need for capacity improvement of existing and construction of new roads to support growth based on the applicable District or Municipal SDF</td>
<td>Maintenance strategy that responds to funding constraints and growing lack of water. Approved road master plans that provide for upgrades and new roads in accordance with the applicable District or Municipal SDF. Options to be developed for a possible additional international airport.</td>
<td>Prepare transport infrastructure strategy</td>
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<td>8 Travel Demand Management</td>
<td>The main mode of transport to work was by car with a relatively short travel time and little congestion. This can be expected to worsen as the population increases and development expands</td>
<td>Control of growth in the use of private cars; Industries that promote initiatives to reduce travel demand</td>
<td>Prepare Travel Demand Management Strategy</td>
<td>WCDM or DTPW</td>
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<td>9 Freight Strategy</td>
<td>Can any of the general freight moved by road through the Regional Area be transferred to rail? Can the movement of freight by road be improved? Is the R27 an appropriate freight route as well as being a scenic tourism route? How would an “inland port” for Cape Town affect the Regional Area? When will a designated route network for freight (including dangerous goods and abnormal loads) be declared?</td>
<td>Freight strategy that aligns with the National Road Freight Strategy (January 2017), National Rail Policy Draft White Paper and PLTF policies and objectives; Designated route network for freight movements through the Regional Area (including dangerous goods and abnormal loads and movements to/from the Port) and routes to waste disposal sites; Responses to an Inland Port being built</td>
<td>As part of preparing the Western Cape Freight Strategy address: Role of R27 as a freight route Response to an Inland Port</td>
<td>DTPW</td>
</tr>
<tr>
<td>10 Other Transport Strategies</td>
<td>People within Saldanha Bay LM report poor behaviour by taxi drivers as a problem (NHTS). Need to preserve the high percentage of people who walk to work and educational facilities</td>
<td>Law enforcement strategies that improve driver behaviour throughout the Region. NMT Strategy that preserves and grows NMT movements including development of a cycling network and support facilities</td>
<td>Prepare Law Enforcement Strategy; Prepare NMT Strategy</td>
<td>WCDM</td>
</tr>
</tbody>
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1. Introduction and Purpose of Report

1.1. Introduction

In March 2014, the Minister of Environmental Affairs and Development Planning approved the Western Cape Provincial Spatial Development Framework (PSDF).

In adopting a strategic view of the Provincial space economy, the PSDF identified three functional regions where significant development trends and/or development potentials were seen to exist. One of these identified functional regions is the emerging Greater Saldanha Regional Industrial Complex, with the Saldanha Bay/Vredenburg growth centre at its heart.

This Greater Saldanha Region is experiencing a wide range of developmental and environmental initiatives driven by an array of role-players. These initiatives, furthermore, are likely to be progressively realised in implementation programmes over an extended period of time.

It is against this background that the Western Cape Government: Department of Environmental Affairs & Development Planning (DEA&DP), in partnership with the relevant municipalities in the West Coast district, agreed to collaborate in preparing a Greater Saldanha Regional Spatial Implementation Framework (GSRSIF) for the broadly defined Greater Saldanha Region, with a specific focus on the Saldanha Bay/Vredenburg development centre and the adjoining towns of the bordering municipalities.

1.2. Purpose of this Report

The purpose of this report is to provide the regional transport and freight assessment input to the GSRSIF.

1.3. Contents of Report

The report comprises a number of chapters which establish the study area and its travel characteristics, records the transport infrastructure and services available in the area and proposes how the desired transportation outcomes can be realised for the area by use of the next "overhaul" of the West Coast District Municipality’s Integrated Transport Plan. It then provides some input on selected focus areas for that overhaul.

The chapters in the report are:
- Chapter 1: Introduction and Purpose of Report;
- Chapter 2: Study Area and Growth Potential;
- Chapter 3: Existing Travel Characteristics;
- Chapter 4: Existing Road Network and Transport Services;
- Chapter 5: Promotion of Desired Transport Outcomes for the Regional Area by use of Integrated Transport Plans; and
- Chapter 6: Some Input on Selected Focus Areas of the District Integrated Transport Plan

1.4. Presentation to Focus Group

The working contents of the report was presented to a Focus Group of stakeholders on 27 July 2017. Comments received from the participants were incorporated into this report.

1.5. Next Step

It is envisaged that the contents of this report will be assimilated into the GSRSIF as one of the series of thematic studies undertaken for the Framework.

GREATER SALDANHA RSIF – PACKAGE OF REPORTS

STATUS QUO

SWOT ANALYSIS

THEMATIC STUDIES

EMF REVIEW
SOCIAL FACILITIES STUDY
ECONOMIC INFRASTRUCTURE ASSESSMENT
ECONOMIC DEVELOPMENT STUDY
TRANSPORT & FREIGHT ASSESSMENT
ENERGY GRID/ CORRIDORS FRAMEWORK
INFORMATION, COMMUNICATION AND TECHNOLOGY STUDY

FINAL SUMMARY REPORT AND IMPLEMENTATION FRAMEWORK
2. Study Area and Growth Potential

2.1. Study Area

The Greater Saldanha Regional Area is part of the southern “functional area” identified in the West Coast District Municipality Spatial Development Framework (WCSDF: 2014)\(^1\). It comprises the Saldanha Bay Local Municipality and a large part of the Swartland Municipality. It also includes the area surrounding Velddrif in the Bergrivier Municipality as shown in Figure 2.1. The WCSDF Functional Area excludes Malmesbury and its surrounds which are seen to be part of the Cape Metropolitan Functional Area to the south of the study area. However, transportation related activities within this area affect the Greater Saldanha Regional Area. Consequently, references to these activities have been included in this report where relevant.

2.2. Growth Potential of the Area

Growth within the Greater Saldanha Regional Area is seen by the WCSDF\(^2\) to be located in two broad areas. These areas are shown in Figure 2.2 and are:

- Urban functional area of Vredenburg/Saldanha; and
- N7/rail regional corridor linking Malmesbury, Moorreesburg and Piketberg

The Vredenburg/Saldanha Urban Functional Area contains a cluster of towns with high growth potential, medium to high socio-economic needs and populations of more than 10,000 people. An assessment of these nodes as recorded in the WCSDF\(^3\) is reproduced as Table 2.1.

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1 West Coast District Municipality Spatial Development Framework (Figure 2.25 and page 40)
2 West Coast District Municipality Spatial Development Framework (Figure 5.5)
3 West Coast District Municipality Spatial Development Framework (Table 5.9)

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Table 2.1. Assessment of nodes located within the Vredenburg/Saldanha Urban Functional Area (Source: West Coast District Municipality Spatial Development Framework (2014))

<table>
<thead>
<tr>
<th>TOWN</th>
<th>GROWTH POTENTIAL</th>
<th>COMPARATIVE ADVANTAGE</th>
<th>ECONOMIC BASE</th>
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</thead>
<tbody>
<tr>
<td>Vredenburg</td>
<td>Very High</td>
<td>Administrative</td>
<td>Services</td>
</tr>
<tr>
<td>Saldanha</td>
<td>Medium</td>
<td>Deep sea harbour</td>
<td>Transport/industrial</td>
</tr>
<tr>
<td>Velddrif</td>
<td>Medium</td>
<td>Fishing/Tourism</td>
<td>Fishing</td>
</tr>
<tr>
<td>Langebaan</td>
<td>High</td>
<td>Popular tourism destination</td>
<td>Residential property market</td>
</tr>
<tr>
<td>St Helena Bay</td>
<td>Medium</td>
<td>Fishing, residential &amp; tourism</td>
<td>Fishing, residential &amp; tourism</td>
</tr>
</tbody>
</table>
Figure 2.1. Functional Areas in the West Coast District Municipality

Figure 2.2. District Growth Proposal – Spatial Concept
The hierarchy of the towns underpins the Local Growth Management Strategy proposed by the Saldanha Bay Spatial Development Framework (SBSDF: 2011) in which the towns of Vredenburg and Saldanha are seen ultimately to become part of one integrated urban complex consisting of the two towns and the deep-water port facility with its back of port activities as shown in Figure 2.3. This proposal has yet to be taken forward by the Municipality and is being reconsidered within its current SDF Review and may thus be amended.

The N7/rail regional corridor includes three nodes located on the N7, namely Malmesbury, Moorreesburg and Piketberg. The nodes are within 30 km of each other and benefit from the interaction with the Cape Metropolitan Area which is 50 km to the south. The economies of the three towns are dependent on agriculture (WCSDF) as shown in Table 2.2.

### 2.3. Population Growth and Socio-economic characteristics

The West Coast District Municipality’s population increased from 282,672 in 2001 to 391,766 in 2011 (WCSDF) which is equivalent to an annual growth rate of 3.3% and a growth of almost 40% in 10 years. This is the highest annual growth rate in the Western Cape which had an average growth rate of 2.5%.

The population, growth rate (2001 – 2011) and population density (2011) for each of the local municipalities that make up the District area are shown in Table 2.3 (WCSDF).

Saldanha Bay and Swartland Local Municipalities have the highest populations, annual growth rates and densities in the District. However, the population densities are low which puts pressure on providing viable public transport and infrastructure systems. For comparative purposes, the annual growth rate for the City of Cape Town over the same period was 2.6% and its population density was 1,530 persons/km2 in 2011.

The population of the principal towns within the Regional Area for the same period (2001 – 2011) are shown in Table 2.4 together with the estimated population in 2017 (based upon the Western Cape Population Projections 2011 – 2040 of March 2014 by PWC). The estimated populations are also shown diagrammatically in Figure 2.4 which emphasises the importance of the Vredenburg/Saldanha Bay and Malmesbury areas in the regional context.

The projected populations in 2040 for the District Municipalities within the Western Cape are shown in Table 2.5 and for the local municipalities within the West Coast District in Table 2.6. The projections are those contained within the report prepared in March 2014 for the Western Cape Department of Social Development by PwC Actuarial, Risk and Quants and are based on agreed fertility, mortality and migration scenarios. The projections show a continuous growth in population throughout the Province and District with Saldanha Bay Local Municipality having the second highest growth rate in the Province. The projected growth is, however, in the order of 1% over this extended period rather than 3% to 4% as experienced between 2001 and 2011.

### Table 2.2. Assessment of nodes within the N7/rail regional corridor (Source: West Coast District Municipality Spatial Development Framework)

<table>
<thead>
<tr>
<th>TOWN</th>
<th>GROWTH POTENTIAL</th>
<th>COMPARATIVE ADVANTAGE</th>
<th>ECONOMIC BASE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Malmesbury</td>
<td>Very High</td>
<td>Administrative</td>
<td>Agriculture</td>
</tr>
<tr>
<td>Moorreesburg</td>
<td>High</td>
<td>Administrative</td>
<td>Agriculture</td>
</tr>
<tr>
<td>Piketberg</td>
<td>Medium</td>
<td></td>
<td>Agriculture</td>
</tr>
</tbody>
</table>

Figure 2.3. Economic Hierarchy of Towns within Saldanha Bay LM (Saldanha Bay Spatial Development Framework (2011))
Table 2.3. Population, growth rate and density of inhabitants of West Coast District Municipality (Source: West Coast District Municipality SDF (2014) and others)

<table>
<thead>
<tr>
<th>MUNICIPALITY</th>
<th>POPULATION AND ANNUAL GROWTH RATE</th>
<th>AREA (KM²)</th>
<th>POPULATION DENSITY (PERSONS/KM²)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2001</td>
<td>2011</td>
<td>% GROWTH</td>
</tr>
<tr>
<td>Saldanha Bay</td>
<td>70,261</td>
<td>99,193</td>
<td>3.5%</td>
</tr>
<tr>
<td>Swartland</td>
<td>72,115</td>
<td>113,762</td>
<td>4.7%</td>
</tr>
<tr>
<td>Bergrivier</td>
<td>46,538</td>
<td>61,897</td>
<td>2.9%</td>
</tr>
<tr>
<td>Cederberg</td>
<td>39,559</td>
<td>49,768</td>
<td>2.3%</td>
</tr>
<tr>
<td>Matzikama</td>
<td>54,199</td>
<td>67,147</td>
<td>2.2%</td>
</tr>
<tr>
<td>West Coast DM</td>
<td>282,672</td>
<td>391,766</td>
<td>3.3%</td>
</tr>
</tbody>
</table>

Table 2.4. Population projections for District Municipalities within the Western Cape (Source: Western Cape Population Projections 2011 – 2040 (Base migration assumption) (March 2014))

<table>
<thead>
<tr>
<th>DISTRICT MUNICIPALITY</th>
<th>POPULATION 2011</th>
<th>PROJECTED POPULATION 2040</th>
<th>PROJECTED ANNUAL GROWTH RATE TO 2040</th>
</tr>
</thead>
<tbody>
<tr>
<td>West Coast</td>
<td>391,773</td>
<td>531,145</td>
<td>1.06</td>
</tr>
<tr>
<td>Cape Winelands</td>
<td>787,486</td>
<td>1,036,072</td>
<td>0.95</td>
</tr>
<tr>
<td>Overberg</td>
<td>258,178</td>
<td>346,365</td>
<td>1.02</td>
</tr>
<tr>
<td>Eden</td>
<td>574,266</td>
<td>721,367</td>
<td>0.79</td>
</tr>
<tr>
<td>Central Karoo</td>
<td>71,003</td>
<td>88,761</td>
<td>0.77</td>
</tr>
<tr>
<td>City of Cape Town</td>
<td>3,740,037</td>
<td>4,634,202</td>
<td>0.74</td>
</tr>
<tr>
<td>Western Cape Province</td>
<td>5,822,742</td>
<td>7,357,912</td>
<td>0.81</td>
</tr>
</tbody>
</table>

Table 2.5. Population projections for Local Municipalities within the West Coast District Municipality (Source: Western Cape Population Projections 2011 – 2040 (Base migration assumption) (March 2014))

<table>
<thead>
<tr>
<th>LOCAL MUNICIPALITY</th>
<th>POPULATION 2011</th>
<th>PROJECTED POPULATION 2040</th>
<th>PROJECTED ANNUAL GROWTH RATE TO 2014 (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saldanha Bay</td>
<td>99,192</td>
<td>147,641</td>
<td>1.38</td>
</tr>
<tr>
<td>Swartland</td>
<td>113,767</td>
<td>149,417</td>
<td>0.94</td>
</tr>
<tr>
<td>Bergrivier</td>
<td>61,896</td>
<td>85,325</td>
<td>1.11</td>
</tr>
<tr>
<td>Cederberg</td>
<td>49,770</td>
<td>63,147</td>
<td>0.84</td>
</tr>
<tr>
<td>Matzikama</td>
<td>67,147</td>
<td>85,615</td>
<td>0.82</td>
</tr>
<tr>
<td>West Coast District Municipality</td>
<td>391,773</td>
<td>531,145</td>
<td>1.06</td>
</tr>
</tbody>
</table>
Census 2011 reports that the average unemployment rate in the West Coast District Municipality was 14.5% with Saldanha Bay having the highest rate (23.1%) as shown in Table 2.7. For comparison, the unemployment rate in the City of Cape Town was 9.8% and the average in the Western Cape was 13.8%.

The average annual household income for each municipality in the District in 2011 is shown in Table 2.8. It is highest in Saldanha Bay. For comparison, the average amount in the City of Cape Town was R161,762 and in the Western Cape R143,461.

### 2.4. Major Economic Initiatives within the Area

The West Coast region, centering on the Saldanha Bay Municipality, has been the subject of recent economic initiatives from all spheres of government. These include:

- **Strategic Integration Project No 5 (SIP 5)** under the National Infrastructure Plan to develop the Saldanha – Northern Cape Corridor through:
  - Integrated rail and port expansion
  - Back-of-port industrial capacity
  - Strengthening maritime support capacity for oil and gas along the African West Coast
  - Expansion of iron ore mining production and beneficiation

- **Operation Phakisa** which has identified the Ocean Economy (comprising rig repair, oil and gas) as a key national growth sector; and

- **The Western Cape Government’s Project Khulisa** which has identified the region as a key opportunity for improving growth and creating jobs in the oil and gas industries.

11 Census 2011 Municipal Report, Western Cape (Table 1.3.1.1)  
12 Census 2011 Municipal Report, Western Cape (Table 1.4.9.1)  
13 West Coast Industrial Plan : Final Synthesis Report : February 2016 (Section 1.1)  
14 A summary of the South African National Infrastructure Plan : 2012 (Page 19)

### 2.5. Saldanha Bay Industrial Development Zone (IDZ)

The Saldanha Bay Industrial Development Zone (SBIDZ) was officially designated as South Africa’s fifth Special Economic Zone on 31 October 2013. The official public entity licence holder and operator of the zone is the Saldana Bay IDZ Licensing SOC Ltd. The SBIDZ’s targeted economic sector is the upstream Oil & Gas and Marine Engineering & Services Industries which include specialist vessel servicing and maintenance, marine repair, fabrication and logistics capabilities. The footprint of the SBIDZ extends some 330 hectares inland from the water of the active Port. Approximately 125 hectares of land is already serviced with water, electricity and road access.

15 Saldanha Bay Industrial Development Zone : About Us (www.sbidz.co.za)

### 2.6. Regional Economic Infrastructure

The 2013 Western Cape Infrastructure Framework advocates a new approach to infrastructure – “one that satisfied current needs and backlogs, maintains existing infrastructure and plans proactively for a desired future outcome leading to resilient and inclusive growth en route to a vibrant, equitable and low-carbon society”. To this end, the Western Cape Provincial Spatial Development Framework (March 2014) sets out the following infrastructure transition strategy for transport systems:

- Invest in public transport and non-motorised transport (NMT) infrastructure;
- Shift freight from road to rail;

16 Western Cape Infrastructure Framework : 2013 (page 29)  
17 Western Cape Provincial Spatial Development Framework : 2014 (page 61)
Table 2.7 Employment Status within the West Coast District Municipality (ages 15 to 64 years) (2011) (Source: Census 2011 Municipal Report, Western Cape)

<table>
<thead>
<tr>
<th>MUNICIPALITY</th>
<th>EMPLOYED</th>
<th>UNEMPLOYED</th>
<th>UNEMPLOYMENT RATE (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saldanha Bay</td>
<td>33,477</td>
<td>10,032</td>
<td>23.1</td>
</tr>
<tr>
<td>Swartland</td>
<td>40,031</td>
<td>5,832</td>
<td>12.7</td>
</tr>
<tr>
<td>Bergrivier</td>
<td>23,193</td>
<td>1,699</td>
<td>6.8</td>
</tr>
<tr>
<td>Cederberg</td>
<td>18,292</td>
<td>2,154</td>
<td>10.5</td>
</tr>
<tr>
<td>Matzikama</td>
<td>23,594</td>
<td>3,852</td>
<td>14.0</td>
</tr>
<tr>
<td>West Coast District Municipality</td>
<td>138,587</td>
<td>23,569</td>
<td>14.5</td>
</tr>
</tbody>
</table>

Table 2.8 Average annual household income (2011) (Source: Census 2011 Municipal Report, Western Cape)

<table>
<thead>
<tr>
<th>MUNICIPALITY</th>
<th>AVERAGE ANNUAL HOUSEHOLD INCOME (2011) (RANDS)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saldanha Bay</td>
<td>117,118</td>
</tr>
<tr>
<td>Swartland</td>
<td>108,000</td>
</tr>
<tr>
<td>Bergrivier</td>
<td>107,117</td>
</tr>
<tr>
<td>Cederberg</td>
<td>79,892</td>
</tr>
<tr>
<td>Matzikama</td>
<td>97,735</td>
</tr>
<tr>
<td>West Coast District Municipality</td>
<td>104,969</td>
</tr>
</tbody>
</table>
• Expand port and industrial infrastructural requirements at Saldanha Bay; and
• Promote denser settlement patterns to support the transition to public transport, and mixed land use patterns to reduce the need for travel and create walkable neighbourhoods.

This strategy is to be followed, as far as possible, by the transport component of the Greater Saldanha Regional Spatial Implementation Framework.

### 2.7. Summary and Main Issues to Take Forward

**a) Summary of Chapter**

The contents of this chapter may be summarised as:

- The Greater Saldanha Regional Area is part of the southern “functional area” identified in the West Coast District Municipality Spatial Development Framework 2014 (WCDSDF). It comprises the Saldanha Bay Local Municipality and a large part of Swartland Municipality. It also includes the area surrounding Veldrif in the Bergvliet Municipality. The WCDSDF excludes Malmesbury and its surrounds which are seen by it to be part of the Cape Metropolitan functional area. However, transportation related activities within the area affect the Greater Saldanha Regional Area. Consequently, references to these activities have been included in this report where relevant;

- Growth within the Regional Area is seen to be largely concentrated in two broad areas. These areas are:
  - Urban Functional Area of Vredenburg/Saldanha
  - N7/rail regional corridor linking Malmesbury, Moorreesburg and Piketberg

- The hierarchy of towns within the Regional Area supports the Saldanha Bay SDF (2011) proposal that Vredenburg and Saldanha will ultimately become part of one integrated urban complex consisting of the two towns and the deep-water port. This proposal has yet to be taken forward by the Municipality and is being reconsidered within its current SDF Review and may thus be amended;

- The population of the West Coast District Municipality has increased by almost 40% in the ten years from 2001 to 2011. This is the highest growth in the Western Cape. In particular the population of Saldanha Bay Municipality has grown by 3.5% and Swartland by 4.7% per annum compared to an average of 2.5% for the Western Cape. The projected annual growth rate until 2040 is less (1.38% for Saldanha and 0.94% for Swartland);

- In spite of the population growth, the population density of Saldanha Bay and Swartland Municipality is low (49 and 31 persons/km² respectively);

- The unemployment rate in Saldanha Bay Municipality is twice that elsewhere in the District;

- The West Coast region, centring on the Saldanha Bay Municipality, has been the subject of recent economic initiatives from all spheres of government including:
  - Strategic Integration Project No 5 (SIP 5) to develop the Saldanha - Northern Cape corridor
  - Operation Phakisa which promotes the Ocean Economy as a key national growth sector with projects in Saldanha Bay
  - Western Cape Government’s Project Khulisa which has identified the region as a key opportunity for improving growth and creating jobs

- A major growth initiative is the creation of the Saldanha Bay Industrial Development Zone (IDZ) in October 2013; and

- The transportation input to the Greater Saldanha Regional Spatial Implementation Framework is to recognise the transition strategy put forward in the Western Cape Provincial Spatial Development Framework (2014) based on the Western Cape Infrastructure Framework (2013), namely:
  - Invest in public transport and non-motorised transport (NMT) infrastructure
  - Shift freight from road to rail
  - Expand port and industrial infrastructural requirements at Saldanha Bay.

  - Promote denser settlement patterns to support the transition to public transport and mixed land use patterns to reduce the need for travel and create walkable neighbourhoods.

**b) Main Issues to Take Forward**

The main issues to take forward are:

- The increasing population and drive for industrial and other forms of development will put pressure on the existing urban edges;

- The towns of Vredenburg and Saldanha are ultimately become part of one integrated urban complex if the proposal presented in the Saldanha Bay SDF (2011) is accepted and land use permitted accordingly;

- Population densities are low which puts pressure on providing viable public transport and infrastructure systems;

- What types of development should be allowed along inter-town corridors?

- Different development scenarios need to be considered to allow for varying growth regimes in the future.
3. Existing Travel Characteristics

3.1. Main Purpose, Mode of Travel and Time Taken

Data from the 2013 National Household Travel Survey conducted by Statistics South Africa provides an insight into the travel characteristics of the residents of Saldanha Bay and Swartland Local Municipalities which make up the greater part of the Regional Area. It reveals that 66% and 86% of the population of Saldanha Bay and Swartland Municipality respectively travelled at least once during the 7 days before the survey (Table 3.1). The main purpose of this travel was to the work place (43% and 41%), educational facilities (47% and 35%) and for shopping (8%).

Of those persons travelling to work, Table 3.2 shows that the most (44% in both municipalities) used cars followed by walking (30% and 32%), minibus taxi (15% and 10%) and bus (11% and 10%). (The buses are assumed to be staff transport as there are no subsidised bus services in the area. Some of the mini-bus taxi services could also be staff transport.) The mean travel time to work in Saldanha Bay was 24 minutes and 38 minutes in Swartland as shown in Table 3.3. For those walking all the way the mean walking time to work was 22 minutes in both municipalities as shown in Table 3.4.

Of those persons travelling to educational facilities, most (63% and 55%) walked followed by use of a bus (14% and 23%), car (16% and 9%) and minibus taxi (7% and 11%). The mean travel time to educational facilities in Saldanha Bay was 21 minutes and 30 minutes in Swartland. For those walking all the way, the mean walking time to educational facilities was 16 minutes in Saldanha Bay and 17 minutes in Swartland.

If travelling to work and to educational facilities are combined, most walked all the way (46% and 41%) followed by use of a car (31% and 34%) a bus (12% and 15%) or taxi (11% and 10%).

3.1. Purpose of travel in Saldanha Bay and Swartland Municipalities (Source: Extraction of data from 2013 NHTS)

<table>
<thead>
<tr>
<th>MUNICIPALITY</th>
<th>POPULATION</th>
<th>Persons Who Travelled In The Previous 7 Days</th>
<th>% Of Persons Who Travelled Who Made At Least One Trip To Service</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Number</td>
<td>%</td>
</tr>
<tr>
<td>Saldanha Bay</td>
<td>96,400</td>
<td>63,900</td>
<td>66</td>
</tr>
<tr>
<td>Swartland</td>
<td>104,200</td>
<td>89,500</td>
<td>86</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PURPOSE OF TRAVEL</th>
<th>Main mode of travel (number and % of trips)</th>
<th>Bus</th>
<th>Minibus Taxi</th>
<th>Car</th>
<th>Walk all the way</th>
</tr>
</thead>
<tbody>
<tr>
<td>To work</td>
<td>Saldanha Bay</td>
<td>2,800 (11%)</td>
<td>3,900 (15%)</td>
<td>11,800 (44%)</td>
<td>7,900 (30%)</td>
</tr>
<tr>
<td></td>
<td>Swartland</td>
<td>4,000 (10%)</td>
<td>3,900 (10%)</td>
<td>17,600 (44%)</td>
<td>12,600 (32%)</td>
</tr>
<tr>
<td>To education</td>
<td>Saldanha Bay</td>
<td>3,400 (14%)</td>
<td>1,700 (7%)</td>
<td>4,100 (16%)</td>
<td>15,800 (63%)</td>
</tr>
<tr>
<td></td>
<td>Swartland</td>
<td>6,800 (23%)</td>
<td>3,400 (11%)</td>
<td>2,600 (9%)</td>
<td>16,200 (55%)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>Saldanha Bay</td>
<td>6,200 (12%)</td>
<td>5,600 (11%)</td>
<td>15,900 (31%)</td>
<td>23,700 (46%)</td>
</tr>
<tr>
<td></td>
<td>Swartland</td>
<td>10,800 (15%)</td>
<td>7,300 (10%)</td>
<td>24,200 (34%)</td>
<td>28,800 (41%)</td>
</tr>
</tbody>
</table>
The percentage of households with access to a car (either owned by the household or an employer) was 42% in Saldanha Bay and 39% in Swartland. Although slightly less than the average in the Western Cape (46%), these percentages are high when compared to the average in all provinces in the country (31%).

### 3.2. Monthly Income Spent on Transport

The National Household Travel Survey also recorded the percentage of monthly household income spent on transport. The information shown in Table 3.5 records that 79% of households within Saldanha Bay spend less than 10% of their income whilst this percentage reduces to 51% in Swartland.

### 3.3. Problems Encountered when Using Transport in the Area

The NHTS also recorded the primary and secondary problems that households reported that they encountered when travelling. Some 75% of households reported such problems. The main problems recorded were an absence of buses (51% of households in Saldanha Bay and 56% in Swartland) and taxis (7% and 27%) as shown in Table 3.6.

In Saldanha Bay, “overloading” was reported as a problem by 20% of households with 18% reporting “reckless driving by taxi drivers” and “rude drivers”. Of note is that less than 1% of households in either municipality reported the “poor condition of roads” or “congestion” as a problem.

---

**Table 3.3 Travel time to work and education (all modes) (Source: Extraction of Data from 2013 NHTS)**

<table>
<thead>
<tr>
<th>PURPOSE OF TRAVEL</th>
<th>Travel time (number and % of trips) (Minutes)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1 – 15</td>
</tr>
<tr>
<td>To Work</td>
<td></td>
</tr>
<tr>
<td>Saldanha Bay</td>
<td>8,600 (32%)</td>
</tr>
<tr>
<td>Swartland</td>
<td>13,400 (35%)</td>
</tr>
<tr>
<td>To Work</td>
<td></td>
</tr>
<tr>
<td>Saldanha Bay</td>
<td>14,300 (57%)</td>
</tr>
<tr>
<td>Swartland</td>
<td>15,400 (51%)</td>
</tr>
</tbody>
</table>

**Table 3.4 Travel time to work and education (walk only) (Source: Extraction of Data from 2013 NHTS)**

<table>
<thead>
<tr>
<th>PURPOSE OF TRAVEL</th>
<th>Travel time to work (number and % of trips) (Minutes)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1 – 15</td>
</tr>
<tr>
<td>To Work</td>
<td></td>
</tr>
<tr>
<td>Saldanha Bay</td>
<td>3,400 (43%)</td>
</tr>
<tr>
<td>Swartland</td>
<td>7,500 (60%)</td>
</tr>
<tr>
<td>To Work</td>
<td></td>
</tr>
<tr>
<td>Saldanha Bay</td>
<td>9,900 (63%)</td>
</tr>
<tr>
<td>Swartland</td>
<td>10,900 (67%)</td>
</tr>
</tbody>
</table>

**Table 3.5 Percentage of monthly household income spent on transport (Source: Extraction of Data from 2013 NHTS)**

<table>
<thead>
<tr>
<th>MUNICIPALITY</th>
<th>Percentage of monthly household income spent on transport</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0%</td>
</tr>
<tr>
<td>Saldanha Bay</td>
<td>54</td>
</tr>
<tr>
<td>Swartland</td>
<td>22</td>
</tr>
<tr>
<td>West Coast DM</td>
<td>45</td>
</tr>
</tbody>
</table>
Table 3.6 Transport-related problems reported by households (combined primary and secondary problems) (Source: Extraction of Data from 2013 NHTS)

<table>
<thead>
<tr>
<th>Local Municipality</th>
<th>% of households reporting problem</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Lack of Buses</td>
</tr>
<tr>
<td>Saldanha Bay</td>
<td>51</td>
</tr>
<tr>
<td>Swartland</td>
<td>56</td>
</tr>
</tbody>
</table>

### 3.4. Summary and Main Issues to Take Forward

#### a) Summary of Chapter

The contents of this chapter, which reports upon the travel characteristics of the residents of Saldanha Bay and Swartland Municipalities as recorded by the 2013 National Household Travel Survey, may be summarised as:

- People within the two municipalities need to travel. The main purpose of the travel is to the work place and to educational facilities;
- Of those traveling to work, the main mode used was cars followed by walking all the way. Minibus taxis and buses were less used. The mean travel time was less than 30 minutes in Saldanha Bay and a little more in Swartland. For those walking, the mean time was just over 20 minutes in both municipalities;
- Of those traveling to educational facilities, most walked all the way followed by use of a bus, car and then minibus taxi. The mean travel time was also less than 30 minutes in Saldanha Bay and Swartland Municipalities. For those walking, it was just over 15 minutes;
- Most households in Saldanha Bay spent less than 10% of their monthly income on transport; and
- Most households reported problems when they traveled. The main problems were an absence of buses and taxis. In Saldanha Bay “overloading”, “reckless driving by taxi drivers” and “rude drivers” were reported. Of note is less than 1% of households reported “congestion” as a problem.

#### b) Main Issues to Take Forward

The main issues to take forward are:

- The main mode of transport to work was by car with a relatively short travel time and little congestion. This can be expected to worsen as the population increases and development expands;
- The role of staff and learner transport and how to incorporate it into a public transport network needs to be considered;
- Need to preserve the high percentage of people who walk to work and educational facilities; and
- People within Saldanha Bay reported poor behaviour by taxi drivers.
4. Existing Roads Network and Transport Services

4.1. Introduction

Roads and transport services exist within the Greater Saldanha Regional Area to move people and goods. These may be grouped as follows:

- Road network and movement of general traffic;
- Non-motorised transport;
- Public transport;
- Freight transport; and
- Air transport

Each is described below.

4.2. Road Network and Movement of General Traffic

a) Road Network and Hierarchy

General traffic uses the road network which comprises different categories:

- National roads: managed by the SA National Road Agency (SANRAL);
- Provincial roads: managed by the Western Cape Government; and
- Local municipal roads and streets: managed by the Municipalities

The length of roads in Saldanha Bay and Swartland Municipalities are shown in Table 4.1. The District Municipalities in the Province act as the agents for the Western Cape Government to maintain the main, divisional and minor provincial roads. The condition of the provincial roads in the West Coast District Municipality and, as a comparison, the Western Cape, is shown in Table 4.2.

The condition of the roads is monitored annually which has led to additional funding being made.
available since 2012 to improve the quality of the gravel roads.\textsuperscript{18}

The road functional hierarchy is based upon that given within the Western Cape Government’s Road Access Guidelines (2002)\textsuperscript{19} as shown in Table 4.3 and as applied within the Saldanha Bay Spatial Development Framework (2011)\textsuperscript{20}.

The principal roads that serve the Regional Area are shown in Figure 4.1:

- **National and Regional Distributors**
  - NR007 (N7) linking Cape Town to Namibia and passing through Malmesbury, Moorreesburg and Piketberg
  - TR77/1 (R27) from Cape Town to Velddrif (also known as the West Coast Road)

- **Primary Distributors**
  - TR21/1 and 2 (R45) from Vredenburg via Langebaanweg and Hopefield to Malmesbury and then onto Paarl, N1 and Franschhoek as the TR25/1
  - TR21/3 (R399) from Vredenburg to Velddrif
  - TR85/1 (R79) linking Saldanha with the West Coast Road

- **District Distributors**
  - MR231 (R311) linking the R45 to Moorreesburg, N7 and onto Riebeek Kasteel
  - MR233 from Langebaan to the West Coast Road and onto Langebaanweg and the R45
  - MR234 from Hopefield to Velddrif
  - MR238 (R45) linking Saldanha to Vredenburg
  - MR240 linking Paternoster to Vredenburg
  - MR529 (R399) from Velddrif to Piketberg, N1 and onwards to Porterville as the R44

- **Local Distributors**
  - MR533 from the West Coast Road to St Helena Bay
  - MR559 linking Saldanha to Langebaan
  - DR2160 linking St Helena Bay to Vredenburg

- **Residential Access roads**
  - MR569 linking Saldanha to Langebaan
  - DR2160 linking St Helena Bay to Vredenburg

\textbf{b) Annual Average Daily Traffic on the road network}

The Annual Average Daily Traffic (AADT) on the principal roads is shown in Figure 4.2 which displays two-way traffic flows averaged over links using data extracted from the Provincial Road Network Information System (RNIS) website.

Traffic approaches and departs from the Vredenburg/Saldanha area using one of three main routes. The busiest route is from the south on the R27 West Coast Road (4,702 vehicles/day). The next busiest is the R45 to/from Hopefield/Malmesbury/Moorreesburg (2,965 vehicles/day). The least used route is the R399 (Piketberg/Velddrif) with a volume of 750 vehicles/day.

The importance of Vredenburg as the regional centre is illustrated by the roads radiating from it having the greatest volumes of traffic in the Functional Area, namely:

- R45 Vredenburg link southwards to Saldanha (MR238): 14,682 vehicles/day (reducing to 8,938 vehicles/day leading into Saldanha) which reinforces the importance of this corridor with the former volume double any other volume in the Functional Area;
- R45 Vredenburg link eastwards to the R27 (TR77/1) = 6,350 vehicles/day; and
- R399 Vredenburg link northwards to Velddrif/St Helena Bay = 5,496 vehicles/day
Figure 4.1 Principal roads serving the Greater Saldanha Regional Area ((Source: Compiled using data extracted from WCG’s Road Network Informational System))

Figure 4.2 Annual Average Daily Traffic on principal roads within the Greater Saldana Regional Area (2017) ((Source: Compiled using data extracted from WCG’s Road Network Informational System))
c) Movement of Buses and Taxis

The volumes of buses and taxis on the principal roads in the Regional Area are shown in Figure 4.3.

The busiest routes are those that radiate from Vredenburg with the greatest two-way flows being to/from Saldanha (532 and 396 vehicles/day), towards the R27 (278 vehicles/day) and the link to St Helena Bay/Veldrif (265 vehicles/day). The volumes between towns are low (to/from West Coast Road = 69 vehicles/day and Hopefield = 74 vehicles/day).
d) Movement of “Heavy” Vehicles

The daily two-way link flows of “heavy” vehicles are shown in Figure 4.4. These vehicles are defined in the RNIS as, typically, vehicles with a mass exceeding 3,500 kg or a vehicle with four wheels on the rear axle including tractors but excluding buses. The greatest flow is along the N7 (about 800 vehicles/day). Most heavy vehicles approach/depart Vredenburg and Saldanha using the R27 West Coast Road (521 vehicles/day) and the R45 (411 vehicles/day). About 100 vehicles/day use the R399 to Piketberg. The busiest section of the road within the immediate area of Saldanha and Vredenburg is the R45 (MR238) which links the two towns. The two-way flow on this link is 630 vehicles/day which is almost 80% of the volume on the N7.

There are two weighbridges for heavy vehicles in the Regional Area. One is on the R79 (TR85/1) which links Saldanha with the R27 West Coast Road. The second is on the N7 at Moorreesburg.

Figure 4.4 Movement of “Heavy” vehicles on principal roads within the Greater Saldanha Regional Area (Source: Compiled using data extracted from WCG’s Road Network Informational System)
### Table 4.4 Distance from town centre to furthest dwelling within Saldanha Bay (Source: Local Integrated Transport Plan for Saldanha Bay Municipality 2015 - 2020)

<table>
<thead>
<tr>
<th>TOWN</th>
<th>DISTANCE TO</th>
<th>EXISTING</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>DIRECT (KM)</td>
<td>BY ROAD (KM)</td>
<td></td>
</tr>
<tr>
<td>Vredenburg</td>
<td>Southeast (Ongegund)</td>
<td>3.4</td>
<td>3.8</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Southeast (Witteklip)</td>
<td>2.7</td>
<td>4.1</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Southwest Corner</td>
<td>2.3</td>
<td>3.1</td>
<td></td>
</tr>
<tr>
<td>Saldanha</td>
<td>Northern Edge</td>
<td>1.6</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Northeast Corner</td>
<td>3.2</td>
<td>3.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Southwest Corner</td>
<td>1.1</td>
<td>1.5</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Western Edge</td>
<td>3.7</td>
<td>4.3</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Northwest Corner</td>
<td>2.8</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Langebaan</td>
<td>Northern Edge</td>
<td>4.9</td>
<td>6.2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Eastern Edge</td>
<td>-</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Southern Edge</td>
<td>2.9</td>
<td>3.3</td>
<td></td>
</tr>
</tbody>
</table>

4.3. Non-Motorised Transport

The number of people walking to work and educational facilities is significant within the Regional Area as the National Household Travel Survey (2013) shows it to be the main mode of travel in Saldanha Bay and Swartland Local Municipalities (Table 3.2). Although the Local Integrated Transport Plans (ITPs) do not identify the major movements and available facilities the Plans do record that “Residential areas are largely within walking and cycling distance from the town centres” which supports this observation. Examples of such distances within Saldanha Bay are included within its ITP and are shown in Table 4.4.

The high percentage of people who walk rather than use motorised transport needs to be preserved.

Some cycle facilities exist within the Regional Area but do not appear to be part of an integrated network.

### Table 4.5 Number of members, vehicles and minibus-taxi routes in Saldanha Bay, Swartland and Bergrivier Municipalities (Source: Review of West Coast District Municipalities ITPs (2015 – 2020))

<table>
<thead>
<tr>
<th>MUNICIPALITY</th>
<th>TAXI ASSOCIATION</th>
<th>NUMBER OF MEMBERS</th>
<th>NUMBER OF OPERATING LICENCES</th>
<th>NUMBER OF VEHICLES</th>
<th>NUMBER OF ROUTES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saldanha Bay</td>
<td>St Vredall</td>
<td>96</td>
<td>156</td>
<td>158</td>
<td>61</td>
</tr>
<tr>
<td>Swartland</td>
<td>Malmesbury</td>
<td>51</td>
<td>99</td>
<td>109</td>
<td>35</td>
</tr>
<tr>
<td></td>
<td>Moorreesburg &amp; District</td>
<td>16</td>
<td>48</td>
<td>42</td>
<td>29</td>
</tr>
<tr>
<td>Bergrivier</td>
<td>Piketberg</td>
<td>11</td>
<td>19</td>
<td>19</td>
<td>29</td>
</tr>
</tbody>
</table>
4.4. Public Transport

Public transport within the Regional Area comprises the following types of service:

- Unscheduled mini-bus taxi services;
- Scheduled bus services;
- Learner transport services; and
- Staff services

Information on each of these is presented below.

There is also a daily Metrorail commuter service between Malmesbury and Cape Town.

The roads used by buses and taxis, as extracted from the RNIS, have been discussed within Section 4.2 above.

a) Unscheduled Mini-bus Taxi Services

The minibus taxi industry provides unscheduled public transport predominantly in 15 seat vehicles. The services are provided by members of taxi associations who obtain operating licences for routes from the Provincial Regulatory Entity (PRE). The number of members, vehicles and routes in the Saldanha Bay, Swartland and Bergrivier Local Municipalities is shown in Table 4.5.

The Saldanha Bay, Swartland and Bergrivier Local Integrated Transport Plans report a large number of “illegal operations” as shown in Table 4.6. Illegal vehicles are defined in the Plans to be those with registration numbers that did not match the data from the PRE. The Plans caution the use of this data for making concrete recommendations for the issuing of new licences and suggest that the PRE data first be verified for completeness.

The operations are rank-based however many passenger boarding and alightings occur outside of these ranks especially by operators who do not have licences. The District Municipality Integrated Transport Plan for the Saldanha Bay Local Municipality 2015 – 2020 (Table 10) and the Local Integrated Transport Plan for the Swartland Local Municipality 2015 – 2020 (Table 16) report large numbers of “illegal operations” as shown in Table 4.6. Illegal vehicles are defined in the Plans to be those with registration numbers that did not match the data from the PRE. The Plans caution the use of this data for making concrete recommendations for the issuing of new licences and suggest that the PRE data first be verified for completeness.
Transport Plan (2015 – 2020) identifies that the highest demand for taxis occurs on a Saturday mid-day whilst the second peak is on Friday afternoons, especially at the end of the month. The Plan states that “most minibus taxis are not utilised productively during normal weekdays”\textsuperscript{25}. It adds that all major routes within the Saldanha Bay Municipality provide regular contracted services to various institutions i.e. Saldanha Steel, Sea Harvest etc. Long distance services are provided on an ad hoc, on demand basis.

The busiest routes radiate from the ranks in the large towns, i.e. Vredenburg, Saldanha and Malmesbury. The passenger volumes on a Saturday peak hour for these routes, as recorded in the ITPs, are shown in Figure 4.5.

b) Scheduled Bus Services

There are no subsidised, scheduled commuter bus services within the Regional Area. The nearest such services operate between Malmesbury and Cape Town (Western Cape Government’s contract with Golden Arrow Bus Services (Pty) Ltd) and between Atlantis and Cape Town (City of Cape Town’s MyCiTi service).

Two commercial bus services operate within the area. These are Elwiera’s daily, return service\textsuperscript{26} between Saldanha and Cape Town and Intercrape’s service between Cape Town, Northern Cape and Namibia\textsuperscript{27}. The Elwiera service departs from Saldanha at 05h30 and travels via Vredenburg, Langebaan, Hopefield and Malmesbury to arrive in Cape Town at 09h15. The service leaves Cape Town for its return trip at 17h00. Intercrape provides services to and from the major towns along the N7 (Malmesbury, Moorreesburg and Piketberg) as part of its Upington or Windhoek routes.

c) Learner Transport Services

Subsidised Learner transport is provided by the Western Cape Education Department to selected

\begin{table}[h]
\centering
\begin{tabular}{|c|c|c|}
\hline
LOCAL MUNICIPALITY & NUMBER OF ROUTES & NUMBER OF LEARNERS TRANSPORTED & NUMBER OF SCHOOLS PROVIDED WITH TRANSPORT \\
\hline
Saldanha Bay & 10 & 1,072 & 9 \\
& 42 & 3,204 & 24 \\
\hline
\end{tabular}
\caption{Number of routes and learners transported within the Functional Area (Source: Interpretation of information provided by WCED (2015))}
\end{table}

\textsuperscript{25} West Coast District Integrated Transport Plan 2015 – 2020 (page 26 and 29)

\textsuperscript{26} Elwiera: Saldanha to Cape Town Daily (website)

\textsuperscript{27} Intercrape: Our Routes (Call Centre)
schools within the Regional Area. These services transport learners who reside more than 5 kms away from an ordinary public school (with at least ten learners on a route) and for which there is no public transport at their disposal. The number of routes operated in the Regional Area and learners transported is shown in Table 4.7.

d) Staff Transport Services

The District Municipality Integrated Transport Plan records that, within the Saldanha Bay Municipality, “some of the industries provide chartered services to their employees”. It also states that all major taxi routes within the municipal area provide regular contracted services to various institutions i.e. Saldanha Steel, Sea Harvest etc. Such “staff transport” is transport provided by an employer for exclusively conveying its employees to and from work at its own cost. The extent of this transport is not known however it is considered significant as 11% of people travelling to work in Saldanha Bay Local Municipality used a “bus” as their main mode of travel according to the National Household Travel Survey 2013. It is presumed that such a bus was staff transport.

4.5. Freight Transport

a) Freight Movement by Sea

The dominant sea port in the Regional Area is Saldanha Bay. It is one of the nine South African ports that are promulgated under the National Ports Act, 2005 (Act No 12 of 2005) and falls under the jurisdiction of the National Ports Authority. It is the largest and deepest natural port in the Southern Hemisphere and is unique in that it has a purpose-built rail link directly connected to a jetty bulk loading facility for the shipment of iron ore. Its berths currently have the terminal capacity to handle 60 million tons of “dry bulk”, 25 million tons of liquid bulk and 7 million tons of “break bulk” per annum. The volume throughput is shown in Figure 4.6.

b) Freight Movement by Rail

The Northern Cape has substantial mineral resources of which iron ore and manganese are the most prominent. The Sishen-Saldanha heavy haul rail line is part of Transnet’s “core network” (Figure 4.8) and transports predominantly iron ore from Sishen for export via Saldanha Port. Some coal and iron ore for domestic use leaves the line at Salkor. Volumes for iron ore are predicted by Transnet to rise from 55 up to 95 million tons per annum in 2044. Demand in the opposite direction is low with some stone, cement and industrial chemicals carried to the mines at Sishen. The line is 861 km long and single track. Its overall condition is reported as good by Transnet with infrastructure components performing well.

Two intermodal/general freight lines also transport freight in the Regional Area and also form part of Transnet’s core network. These are:

1. Kraaifontein – Kalbaskraal – Saldanha (Port Interconnect); and
2. Kraaifontein – Kalbaskraal – Bitterfontein (High volume feeder)

These lines move general freight between and through the Regional Area and Cape Town. The majority of freight from Saldanha to Cape Town comprises cement, iron and steel products and a smaller amount of agricultural and mineral commodities with a tonnage in 2014 of 0.8 million tons. Tonnage from Cape Town to Saldanha was slightly greater (1.2 million tons) and comprised domestic coal, agricultural produce and metal products. These volumes are forecast to grow substantially.

Information about freight on the Kraaifontein – Bitterfontein line is not available.

c) Freight Movement by Road

The roads used by heavy vehicles as extracted from RNIS have been discussed within Section 4.2 above. Information about the type of freight and tonnage transported on the N7 which carries the largest number of heavy vehicles is provided within the Western Cape Government’s Report Calculating Logistics Costs for the Western Cape (2014). The Western Cape freight volumes (in tonnes) with forecast per industry group for the N7 (Source: Calculating Logistics Costs for the Western Cape (2014) (Figure 3.8))

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28 Western Cape Education Department Policy on Learner Transport Schemes : 2013 (page 7)
29 Review of West Coast District Municipality ITPs 2015 – 2010 (pages 26 and 32)
30 Transnet National Port Authority: Port of Saldanha Customer Presentation 2016 (Slide 6)
31 Transnet National Ports Authority: Port of Saldanha Customer Presentation 2016 (Slide 6)
32 Transnet Long Term Planning Framework: Chapter 3 Rail Development Plan (pages 62, 63, 64 and 67)
33 Saldanha Bay Municipality Growth and Logistics Strategy Part 1 June 2017 (page 2-4 and 2-5)
34 Calculating Logistics Costs for the Western Cape 2014 (Figure 3.8)
Figure 4.8 Transnet's Core Network Systems (Source: Transnet Long Term Planning Framework: Chapter 3 (Figure 13))
tonnage in 2012 was about 7 million tons per annum as shown in Figure 4.8. Of this, about 2 million tons is locally - sourced iron ore being transported to Arcelor Mittal’s Saldanha Steelworks plant via the N7 and R45. General agricultural product is the second largest commodity moved along the N7 with construction materials, fruit and fast-moving consumer goods making up the majority of the remaining material. The volumes on the N7 are projected to double by 2043.

The through tonnage on the N7 national corridor between Cape Town and Vioolsdrif is estimated to be 1.8 million tons per annum.

Information about the freight movements on the R27 West Coast Road which carries the second largest number of trucks was not readily available.

d) Freight Movements by Pipeline

A 16-inch, 108 km pipeline runs from the Strategic Fuel Fund (SFF) tank farm in Saldanha Bay to the refinery in Milnerton, Cape Town. The pipeline transports crude oil off-loaded at the Saldanha Port to the Refinery in Cape Town and is owned by Chevron.

4.6. Air Transport

There are no commercial airports within the Regional Area with the nearest being Cape Town International. The municipal, military and private airfields are listed within the Local Municipality ITPs and shown in Table 4.8.

4.7. Summary and Main Issues to Take Forward

a) Summary of Chapter

This chapter recorded the principal roads and transport services which exist within the Greater Saldanha Bay Municipality Growth and Logistics Strategy Part 1 June 2017 (page 2-6).

Table 4.8 Existing airfields within the Regional Area (Source: Saldanha, Swartland and Bergrivier ITPs 2015 - 2020)

<table>
<thead>
<tr>
<th>LOCAL MUNICIPALITY</th>
<th>AIRFIELD</th>
<th>OWNERSHIP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saldanha Bay</td>
<td>Langebaanweg</td>
<td>Military</td>
</tr>
<tr>
<td></td>
<td>Saldanha</td>
<td>Municipality</td>
</tr>
<tr>
<td></td>
<td>Tooth Rock</td>
<td>Military</td>
</tr>
<tr>
<td>Swartland</td>
<td>Malmsbury</td>
<td>Municipality</td>
</tr>
<tr>
<td></td>
<td>Summersveld</td>
<td>Military</td>
</tr>
<tr>
<td></td>
<td>Boland Lugspry</td>
<td>Private</td>
</tr>
<tr>
<td>Bergrivier</td>
<td>Koedoesvlei</td>
<td>Private</td>
</tr>
<tr>
<td></td>
<td>Ruigtevlei</td>
<td>Private</td>
</tr>
<tr>
<td></td>
<td>Kromrivier</td>
<td>Private</td>
</tr>
<tr>
<td></td>
<td>Porterville</td>
<td>Municipality</td>
</tr>
</tbody>
</table>

Saldanha Regional Area. These may be summarised as:

- Extensive network of surfaced and unpaved roads of which the majority are provincial roads managed by the Western Cape Government. The principal roads are:
  - N7 linking Cape Town to Namibia and passing through Malmsbury, Moorreesburg and Piketberg
  - R27 from Cape Town to Velddrif (also known as the West Coast Road)
  - R45 from Saldanha to Vredenburg to Malmsbury via Langebaanweg and Hopefield and then onto Paarl and the N1
  - R399 from Vredenburg to Velddrif
  - R79 linking Saldanha with the West Coast Road

- Information on two-way traffic volumes shows that:
  - The busiest roads to/from Vredenburg are those from the south (R27 West Coast Road) and south-east (R45 to/from Hopefield)
  - The importance of Vredenburg as the regional centre is illustrated by the roads radiating from it having the greatest volumes of general traffic on them
  - The busiest road in the Regional Area carrying buses and taxis is the R45 corridor between Vredenburg and Saldanha
  - The busiest road carrying heavy vehicles is the N7. However, the next busiest is the R45 Vredenburg - Saldanha corridor which carries almost 80% of this volume. Most heavy vehicles approach/depart the Regional Area using the R27 and R45 (via Malmsbury) however a significant number also use the

35 Saldanha Bay Municipality Growth and Logistics Strategy Part 1 June 2017 (page 2-4)
36 Draft Road Freight Strategy January 2017 (Table 6.4)
37 Transnet Long Term Planning Framework : Chapter 5 : Pipeline development (page 327)
38 Review of West Coast District Municipality ITP 2015 – 2020 (page 47)
R44 from Riebeek Kasteel/Moorreesburg to the R45

- The lack of information about the non-motorised transport network given that the number of people walking to work and education facilities is known to be significant based on the recordings of the 2013 National Household Travel Survey;

- Public transport services comprising:
  - There are no subsidised, scheduled bus services in the area nor rail services (although both operate in a limited manner between Cape Town and Malmesbury)
  - Unscheduled minibus taxi services which has its highest passenger demand on a Saturday mid-morning and radiates outwards from the main towns of Vredenburg, Saldanha and Malmesbury. Operations from the taxi ranks during the week are significantly less with taxis not fully utilised. Long distance services are provided on an ad hoc basis. There are "illegal operators" however Local Integrated Transport Plans caution against the use of PRE data for their control and making recommendations for the issuing of new licences
  - Two commercial, scheduled bus services providing long distance services between Cape Town and Saldanha and on portions of the N7 Cape Town – Northern Cape – Namibia routes
  - Subsidised learner transport services provided by the Western Cape Education Department for some 4 300 learners to more than 30 schools
  - An unknown number of staff services transporting workers in buses and minibus taxis

- Freight movements comprising:
  - Movement by rail which is dominated by Transnet’s Sishen-Saldanha heavy haul iron ore line. There are also two intermodal/general freight lines (Kraaifontein-Saldanha and Kraaifontein-Bitterfontein) which move general freight to and through the Regional Area
    - Movement by road is predominately through the Regional Area on the N7 and to/from the area on the R45 and R27. The main good transported are locally - sourced iron ore being taken to Saldanha Steelworks and general agricultural produce
    - Movement by pipeline transporting crude oil off-loaded at Saldanha to the refinery in Cape Town (pipeline is privately owned by Chevron).

- Air transport
  - Cape Town International is the nearest commercial airport

b) Main Issues to Take Forward

The main issues to take forward are:

- Road network and movement of general traffic;
- Need to continually maintain the condition of the road network;
- Need for safety improvements to existing roads and intersections;
- Need to construct the “missing links” in the existing road network;
- Need for capacity improvements of existing and construction of new roads to support growth based on the SDF;

- Non-motorised transport
  - Need to preserve the high percentage of people who walk to work and educational facilities
  - Need for information on NMT movements

- Public transport

- The apparent lack of passenger demand during the week to support minibus taxi services (which could be due to a combination of reasons including relatively short walking distances and the provision of staff transport services)
- The lack of confidence in using PRE data to determine “illegal operators” and recommend the issue of new licences
- The lack of regular services from urban centres to surrounding towns.
- The need, or not, to improve connections between the Regional Area and Cape Town
- The role of learner transport and how it can be incorporated into a public transport network
- The lack of information about existing staff transport services

- Freight movements
  - Can any of the general freight moved by road through the Regional Area be transferred to rail?
  - Can the movement of freight by road through and into the Regional Area be improved?
  - Is the R27 an appropriate freight route as well as a scenic tourism route?
  - How would an “inland port” for Cape Town affect the Regional Area?
  - When will a route network for freight, including dangerous goods and abnormal loads, be designated?

- Air transport
  - Are there any plans to provide a commercial airport within the Regional Area?
5. Promotion of Desired Transportation Outcomes for the Regional Area by use of Integrated Transport Plans

5.1. Introduction

The preceding chapters of this report have identified issues that need to be engaged to enable the Regional Area to be provided with an appropriate transportation system. Such a system comprises non-motorised and motorised transport including public transport and freight services. To ensure that such a system is implemented, all components need to be planned so that they complement each other and align with spatial planning and other longer-term initiatives. The mechanism to do this already exists within the National Land Transport Act, 2009 (NLTA) which requires all planning authorities to prepare and submit to the MEC “integrated transport plans for their respective areas”\textsuperscript{39}.

The Integrated Transport Plans (ITPs) are to be in accordance with the Minimum Requirements\textsuperscript{40} published by the Minister of Transport. Although only required for the next five-year horizon, the Minimum Requirements state that planning authorities should formulate longer term plans or strategies where appropriate and that these longer-term plans should be “broken up into five-year segments”. Such an approach is appropriate for the Regional Area given that its rate of development will be influenced greatly by external factors and that of the Saldanha IDZ.

The Plans are required to be “overhauled” every fifth year. This means that every aspect of the plan must be re-examined to see if it is still up to date and relevant new aspects must be added. The plans are also to be updated annually which may be in the form of a supplementary report.

5.2. Categorisation of Planning Authorities and Responsibilities

The Minimum Requirements for the preparation of ITPs records that, for the purposes of land transport planning, there are three types of planning authorities\textsuperscript{41} each of which is required to prepare a different type of ITP.

These authorities are:

- Metropolitan municipalities (and other municipalities where the demographics and transport movements in the area justify) are to prepare a Comprehensive Integrated Transport Plan (CITP);
- District municipalities are to prepare a District Integrated Transport Plan (DITP); and
- Local municipalities are to prepare a Local Integrated Transport Plan (LITP) which is to be summarised in the DITP

The MEC may consider and negotiate assistance to a planning authority in terms of section 9(2) (c) of the NLTA to carry out the required planning tasks where insufficient capacity is available and if the municipality agrees. Such assistance could include assistance by the MEC to carry out part, or the whole, of the planning to be done by a particular planning authority.

In addition, municipalities may by agreement assist each other, subject to the Municipal Systems Act and the Local Government: Municipal Finance Management Act 56 of 2003. Such assistance could include:

- Assistance by a local municipality to a district municipality, to do part, or the whole, of the planning to be done by the particular district municipality; and
- assistance by a district municipality to a local municipality, to carry out part, or the whole, of the planning to be done by the particular local municipality

The above agreement must be reviewed annually and should amendments be made to it, the revised agreement must be reflected in the Province’s Provincial Land Transport Framework (PLTF).

Where municipalities assist each other, the relevant agreements must be referred to in the ITPs of the municipalities.

The MEC must ensure the co-ordination of the planning processes of all planning authorities under the jurisdiction of the province and, in doing so, must ensure that all plans address:

a) Public transport services operating across the boundaries of the areas of planning authorities including contracting arrangements for such services; and

b) Rivalry or lack of co-ordination between neighbouring planning authorities that may result in the duplication of planning, or the duplication or over-supply, or under-supply, of transport services, facilities and infrastructure in the region.

\textsuperscript{39} National Land Transport Act, 2009 (Act No 5 of 2009) Section 36(1)
\textsuperscript{40} Minimum Requirements for the Preparation of Integrated Transport Plans, 2016 (Section 3.1)
\textsuperscript{41} Minimum Requirements for the Preparation of Integrated Transport Plans, 2016
5.3. Minimum Content of District and Local ITPs

A summary of the contents of a DITP is shown in Table 5.1 and is based upon the minimum requirements required by the NLTA. These requirements are similar to those required for a metropolitan municipality’s CITP but are permitted to be in less detail or omitted if not relevant to the area. The content of the DITP are to be modified accordingly. Of note is that the Minimum Requirements, by way of example, state that “in a District Municipality that has a port such as the West Coast DM (Saldanha) the ITP shall have sufficient detail on freight movements to and from the Port although it is a largely rural municipality”.

The Minimum Requirements instruct that every Local Municipality must produce a LITP every five years and submit it to the District Municipality. The plan should be updated annually where appropriate. It must also be prepared as an input to the DITP and synchronised with the timing of the DITP. The contents focus on the transport status quo, needs assessment, proposals and implementation budget and programme.

The minimum contents required in a DITP and LITP therefore direct that the development of strategies and plans to promote the desired transport outcomes in an area are to be recorded within the DITP. These strategies and plans are to be guided by the over-arching transport strategy for the country given within the National Land Transport Strategic Framework (NLTSF). They are also to be guided by the PLTF which every Province must prepare for a five-year period. The primary objectives of the PLTF are to provide a transport framework for the province, summarise all the ITPs in the province and plan intra and interprovincial long-distances services.

Table 5.1 Minimum Content of District Integrated Transport Plans (Source: Based upon Minimum Requirements for the Preparation of Integrated Transport Plans, 2016 (Section 8.2))

<table>
<thead>
<tr>
<th>CHAPTER</th>
<th>SUMMARY OF MINIMUM CONTENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Introduction • Describe and illustrate the area covered by the Plan • State the entity responsible for the preparation of the Plan</td>
</tr>
<tr>
<td>2</td>
<td>Transport Vision and objectives • State the vision for the transport in the area which is to guide both the long and short-term components of the Plan</td>
</tr>
<tr>
<td>3</td>
<td>Transport Register • Status quo of transport in the area, including public transport and freight</td>
</tr>
<tr>
<td>4</td>
<td>Spatial Development Framework (SDF) • SDF and ITP must be aligned to show: - Existing and intended transport corridors and nodes - Areas earmarked for mixed land use and densification in support of public transport - Municipal land use strategies to be used to discourage urban sprawl</td>
</tr>
<tr>
<td>5</td>
<td>Transport Needs Assessment • Assessment of issues, problems trends and performance standards revealed by the Transport Register • Processes of public participation and stakeholder feedback • Present and future transport demand estimation (including need for new roads and facilities)</td>
</tr>
<tr>
<td>6</td>
<td>Public Transport Plan • Policies and strategies of public transport in the area • Overall network design setting out the high-level view of the future system • Commuter Rail Plan • Contracted Services Plan that describes existing and proposed contracts in the area • Non-contracted Services Plan that describes the routes where operating licences will be granted • Operating Licences Plan to guide the award of operating licences</td>
</tr>
<tr>
<td>7</td>
<td>Transport Infrastructure Strategy • Proposals for development and maintenance of all transport infrastructure - Major roads - Public transport facilities - Freight Corridor measures - Non-motorised transport - Rail infrastructure</td>
</tr>
<tr>
<td>8</td>
<td>Travel Demand Management (TDM) Strategy • Appropriate measures to reduce the demand for car use in peak periods • Transit oriental development (TOD) measures to promote mixed use residential and commercial development with high density development near transport nodes</td>
</tr>
<tr>
<td>9</td>
<td>Freight Transport Strategy • Transporting of goods to, from and through the area by road or rail • Promote seamless movement and, for road freight, to avoid conflict with other traffic • Plan for the movement of hazardous substances in accordance with PLTF</td>
</tr>
<tr>
<td>10</td>
<td>Other Transport - Related Strategies • Include NMT strategy where appropriate • Safety and security, tourism</td>
</tr>
<tr>
<td>11</td>
<td>Local ITPs • Summary of Local ITP transport implementation budgets and programmes</td>
</tr>
<tr>
<td>12</td>
<td>Funding Strategy • Funding strategy and summary of proposals and programmes • Prioritisation of projects</td>
</tr>
<tr>
<td>13</td>
<td>Stakeholder Consultation • Extent and results of consultation with stakeholders</td>
</tr>
</tbody>
</table>

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42 Minimum Requirements for the Preparation of Integrated Transport Plans, 2016 (Section 8.2)

43 Minimum Requirements for the Preparation of Integrated Transport Plans, 2016 (Section 4)
5.4. Desired Transportation Outcomes of the DITP

The desired transportation outcomes that are envisaged will be recorded in the overhauled DITP are shown in Table 5.2. The table also shows the key actions necessary to achieve the outcome and the proposed lead party. A programme of work should be established to co-ordinate the different tasks between the different parties.

The intention is to establish a framework that promotes the development of a transportation system in the region that responds to the short-term travel needs of its residents and can grow incrementally in the longer term to accommodate the changing needs as the area develops.

Effective strategies require up-to-date data to be available on which concepts can be based. An early action is therefore to update the Transport Register (Chapter 3 of the DITP). This should be undertaken by the District Municipality which has the in-depth knowledge of the area.

An overhaul of the inputs from the West Coast Spatial Development Framework (Chapter 4) will be required. The overhaul should be informed by the Department of Environmental Affairs and Development Planning (DEA&DP) and set the spatial and land use parameters for the Regional Area. Input should be provided by all parties.

The Transport Needs Assessment (Chapter 5) should then be prepared by the District Municipality through consultation with all parties. It sets out the “problem statement” and takes into account the different growth scenarios for the area based upon the West Coast Industrial Plan.

The Public Transport Plan (Chapter 6) can then be prepared. It is to be based upon the Department of Transport and Public Work’s (DTPW) Provincial Sustainable Transport Programme (PSTP). This task should be undertaken by the DTPW utilising its experience gained in implementing the George Mobility System. DTPW has advised that Saldanha Bay Local Municipality is one of the priority municipalities that is being considered for the roll-out of the programme and the timing of this intervention should be finalised.

DTPW should also lead the preparation of the Transport Infrastructure Strategy (Chapter 7) as many of the interventions relate to provincial roads. Options for a future secondary commercial airport should be explored as part of this task.

The Travel Demand Management Strategy (Chapter 8) may be prepared by the District Municipality or DTPW and will require close interaction with the major industries in the Regional Area.

The Freight Strategy (Chapter 9) should be prepared by DTDP as it will also devise the provincial freight strategy which involves all districts in the Western Cape. The Department should also lead the discussions on options for an Inland Port.

The DITP’s chapter 10 allows “other transport strategies” to be prepared. These should include a Law Enforcement and NMT strategy and be prepared by the District Municipality in conjunction with DTPW.

Progress on the tasks and oversight should be provided under the existing protocols established for Provincial Strategic Goal No 1: Create opportunities for growth and jobs. A pillar of this goal is “infrastructure and land use for growth” which includes providing an “efficient transport system”.

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44 Provincial Strategic Plan 2014 – 2019 (page 14)
### DITP Chapter and Heading

<table>
<thead>
<tr>
<th>DITP Chapter and Heading</th>
<th>Main Issue Brought Forward</th>
<th>Desired Transportation Outcomes in DITP</th>
<th>Key Action Prior to Overhaul of DITP</th>
<th>Lead Party</th>
</tr>
</thead>
<tbody>
<tr>
<td>Introduction</td>
<td>DITP’s Study Area to include linkages to Cape Metropolitan and Winelands functional areas</td>
<td>WCDM</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Transport Vision and Objectives</td>
<td>The lack of confidence in using PRE data to determine “illegal operators” and to recommend the issue of new licences</td>
<td>Updated Transport Register that contains comprehensive information on all transport including NMT, staff, learner, inter-town and freight movements</td>
<td>WCDM</td>
<td></td>
</tr>
<tr>
<td>Transport Register</td>
<td>The increasing population and associated spatial development growth trends will put pressure on the existing urban edges of towns</td>
<td>DITP to be informed by up-to-date Provincial, District and Local Municipality’s SDFs</td>
<td>DEA&amp;DP</td>
<td></td>
</tr>
<tr>
<td>Spatial Development Framework</td>
<td>The role of learner and staff transport and how to incorporate them into a public transport network</td>
<td>Transport Needs Assessment to be agreed</td>
<td>WCDM</td>
<td></td>
</tr>
<tr>
<td>Transport Needs Assessment</td>
<td>The need to continually maintain the condition of the road network</td>
<td></td>
<td>DTPW</td>
<td></td>
</tr>
<tr>
<td>Public Transport Plan</td>
<td>Need for capacity improvement of existing and construction of new roads to support growth based on the applicable District or Municipal SDF</td>
<td>Prepare Transport Needs Assessment to be agreed</td>
<td>WCDM</td>
<td></td>
</tr>
<tr>
<td>Transport Infrastructure Strategy</td>
<td>Need for safety improvements to existing roads and intersections</td>
<td>Prepare Public Transport Plan based on DTPW’S PSTP</td>
<td>DTPW</td>
<td></td>
</tr>
<tr>
<td>Travel Demand Management</td>
<td>The main mode of transport to work was by car with a relatively short travel time and little congestion. This can be expected to worsen as the population increases and development expands</td>
<td>Prepare Transport Infrastructure Strategy</td>
<td>DTPW</td>
<td></td>
</tr>
<tr>
<td>Freight Strategy</td>
<td>Can any of the general freight moved by road through the Regional Area be transferred to rail? Can the movement of freight by road be improved?</td>
<td>Freight strategy that aligns with the National Road Freight Strategy (January 2017), National Rail Policy Draft White Paper and PLTF policies and objectives</td>
<td>As part of preparing the Western Cape Freight Strategy address:</td>
<td>DTPW</td>
</tr>
<tr>
<td>Other Transport Strategies</td>
<td>People within Saldanha Bay LM report poor behaviour by taxi drivers as a problem (NHTS). Need to preserve the high percentage of people who walk to work and educational facilities</td>
<td>Law enforcement strategies that improve driver behaviour throughout the Region. NMT Strategy that preserves and grows NMT movements including development of a cycling network and support facilities</td>
<td>WCDM</td>
<td></td>
</tr>
</tbody>
</table>
6. Some Input on Selected Focus Areas of the District Integrated Transport Plan

6.1. Introduction

The preceding chapter of this report introduced the District Integrated Transport Plan as the principal instrument to promote the desired transportation outcomes for the Regional Area.

This chapter presents some input on selected focus areas of the DITP that have been developed as part of the preparation of this report. The selected areas are:

- Public Transport Plan (Chapter 6 of DITP);
- Freight Transport Strategy (Chapter 9 of DITP); and
- Transport Infrastructure Strategy (Chapter 7 of DITP)

6.2. Some input to the Public Transport Plan

A minimum requirement for the DITP’s Public Transport Plan is to present an overall network design which sets out the high-level view of the future system for rail and road-based services and their contractual status. A possible concept for this design is shown in Figure 6.1. It proposes:

- Integrated internal public transport services within the Saldanha - Vredenburg urban corridor (with extensions to Velddrif and Laingville dependent upon SDF planning);
- Inter-town periodic public transport services serving the surrounding towns;
- Commercial long-distance services to Cape Town; and
- Learner transport services to local schools where justified by demand

Figure 6.1 Possible concept for overall public transport network design

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45 Minimum Requirements for the Preparation of Integrated Transport Plans 2016 (page 17)
The integrated internal public transport services within the Saldanha – Vredenburg corridor would include staff and learner services. The learner transport service provider would, ideally, also be contracted to provide the inter-town periodic public transport services. The commercial long-distance services could be replaced by an extension of the “Regional Rapid Transit” system being proposed for metropolitan areas and their surrounds by the National Rail Policy: Draft White Paper especially if that system also served a future, secondary, Cape Town commercial airport.

Implementation of the above overall network design would be in stages in accordance with increments set out in the DTPW’s Provincial Sustainable Transport Programme (PSTP). These are:

- Stage 1 may include, for example, the development of a sustainable transport plan, a strong focus on non-motorised transport improvement, basic public transport infrastructure improvements, improved regulation, and consideration of travel demand management, amongst other sustainable transport focus areas.
- Stage 2 may include, for example, continuation of Stage 1 initiatives, further improvements to public transport including in terms of infrastructure, vehicles and/or small subsidised or commercially contracted public transport services, and introduction of systems to enhance public transport or other aspects of sustainable transport.
- Stage 3 may include, for example, continuation of Stage 1 and 2 initiatives, further improvement of public transport infrastructure, vehicles and/or subsidised services in a context-appropriate and financially sustainable manner, and further development of sustainable transport systems.

An indication of how these stages could be rolled out is given within the PSTP and reproduced as Figure 6.2.

It is understood that DTPW has identified Saldanha Bay LM as one of its priority municipalities for the roll-out of the PSTP. The objective should be to develop a sustainable public transport system by building on the existing services.

### 6.3. Some Input to the Freight Transport Strategy

A minimum requirement for the DTTP’s Freight Transport Strategy is the identification of routes for moving goods so as to promote their seamless movement and, in the case of road freight transport, to avoid conflict with other road traffic.

The predominant freight movement is iron-ore between Sishen and Saldanha Port. The strategy should be to preserve and improve the efficiency and volume of this rail movement which is the backbone of the Port. Other freight already being transported by rail should be encouraged to remain on rail. Where feasible “rail friendly” freight that is currently being transported by road should be encouraged to transfer to rail. However, Western Cape Government’s report entitled “Calculating Logistics Costs for the Western Cape” cautions that “there are no substantial volumes that can shift away from road transport on the N2 and the N7”. This statement should be investigated further as part of the provincial freight strategy and implementation programme which is currently being developed by DTPW. Included within such a strategy should be an analysis and position on the need, or not, for an Inland Port for the Cape Town region and its impact on the road and rail infrastructure.

The DTPW provincial freight strategy should also propose a road freight network for general freight and also networks for abnormal and dangerous substances. These should form part of the Provincial Land Transport Framework. This will inform the input to be provided within the DITP. A possible road (general freight) network for the Regional Area and its connections to the wider provincial network is given in Figure 6.3. It incorporates the proposals contained within the Cape Winelands District Municipality’s review of its freight strategy and DTPW’s report on completion of the R45 corridor which proposes a “strategic freight route” network.

The provincial strategy should also debate the merits of including, or not, the R27 West Coast

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47. Private communication with DTPW (21 August 2017)  
48. DTPW PPTIF Annexure 2: Case Study Responses 2015 (Section 6.4)  
49. Meeting DTPW/DEA&DP (18 August 2017)  
50. Minimum Requirements for the Preparation of Integrated Transport Plans 2016 (page 22)  
51. Calculating Logistics Costs for the Western Cape 2014 (page 64)  
52. Town region and its impact on the road and rail infrastructure.
Figure 6.3 Possible regional road freight network in the Functional Area

Sources:
2. C967: The planning, design and implementation for the completion of the R45 corridor between the N7 and the R46 at Malmesbury: Report Strategy (2017)
The possible regional network requires some road infrastructure to be provided which is discussed within the next section of this report.

### 6.4. Some Input to the Transport Infrastructure Strategy

The Minimum Requirements for DITPs state that the transport infrastructure strategy “must deal with the development and maintenance of all types of transport infrastructure including major roads, public transport facilities, freight corridor measures, non-motorised transport and rail infrastructure”. It should also include airport infrastructure.

Two comprehensive road infrastructure reports have been recently prepared for DTPW that refer to major road projects within the Regional Area. These reports are:

- Saldanha Road Network Master Plan (May 2015)\(^{56}\); and
- Completion of the R45 corridor between the N7 and R46 at Malmesbury (May 2017)\(^ {57}\)

Both reports take into account the regional transportation issues and impact of a growth in traffic resulting from the anticipated development within the Regional Area. Some of the projects identified by the reports are already under construction and others are at design stage as described below.

The Saldanha Road Network Master Plan proposes improvements in support of the IDZ and Port Expansion. Projects are given for upgrades required within the next 10 years, 20 years and 30 years. A recommendation of the report is that the network is re-evaluated at regular future intervals. This will allow the projects to be implemented incrementally as the area develops. Some of the projects proposed for implementation within the next 10 years by the report are listed below in order of given priority and shown in Figure 6.4.

- Extension of MR559 up to MR238 (R45) (under construction);
- Upgrade of Jacobsbaai intersection (R45/R79) (Phase 1) (at design);
- Extension of TR85 (R79) from TR77 (R27) to R45 (TR21/2) (at tender);
- New quarter link between MR559 and OP7645 to give access to the IDZ;
- Dualling of a section of TR85 (R79) between MR238 and OP7644;
- Interchange of TR77 (R27) and MR233 intersection (Phase 1);
- Realignment of OP7644 and construction of an interchange;
- Realignment of OP7643 to OP7645;
- Extension of MR559 up to MR238 (R45) - under construction;
- Upgrade of intersection to Jacobsbaai at R79 (TR85/1) and R45 (MR238) - at design (Phase 1);
- Extension of R79 (TR85/1) from R27 (TR77/1) to R45 (TR21/2) - at tender;
- New quarter link between MR559 and OP7645 to give access to IDZ;
- Dualling of a section of TR85 (R79) between MR238 and OP7644;
- Interchange of R79 (TR85/1) at OP7645 intersection;
- Upgrading of TR77 (R27) and MR233 intersection (Phase 1);
- Realignment of TR85/OP7645 intersection to an interchange, or
- Realignment of OP7643 to OP7645;
- Provision of secondary access to Saldanha:

\(^{56}\) C975: Road Network Improvements in Support of the Saldanha IDZ and Port Expansion - Saldanha Road Network Master Plan 2015

\(^{57}\) C967: Planning, Design and Implementation for the Completion of the R45 Corridor between the N7 and R46 at Malmesbury - Report Stage report 2017
- Proposal 1: Upgrading MR559/MR238 intersection to an interchange, or
- Proposal 2: Converting the existing Transnet rail reserve to a road

• Dualling of a section of TR21 (R45) between Vredenberg and OP7643

Reference should be made to the report for information on the proposals for projects to be implemented within the next 20 and 30 years.

The completion of the R45 Corridor between the N7 and the R46 affords all regional traffic the opportunity to avoid the time delays associated with travelling through Malmesbury. It also reduces the number of heavy vehicles passing through the town which will benefit the town by improving the environmental quality and road safety and decrease infrastructure maintenance costs. The proposed route for the bypass is shown in Figure 6.5.

Construction of the underpass below the N7 is in progress.

The Regional Area is part of the extensive catchment area for the existing Cape Town International Airport (CTIA). In preparing the Regional Spatial Implementation Framework for the Greater Cape Metro (GCM), possible international airport sites additional to Cape Town International Airport (CTIA) were investigated. The investigation established that an upgrade CTIA will have the capacity to serve the GCM region for the next twenty years. ACSA, who concurred with this finding, have plans in place to develop CTIA into a regional aerotropolis. If congestion continues to hamper passenger and freight movement to and from CTIA, however, an additional international airport site to serve the GCM may need to be secured sooner. The GCM RSIF study identified the following three West Coast sites as possibilities for an additional international airport: Langebaanweg, south of Malmesbury, and south-east of Atlantis. If built, new road and rail links would be necessary within the Regional Area.
7. Conclusions and recommendations

7.1. Conclusions

The following general conclusions are noted:

- The Greater Saldanha Region is experiencing a wide range of developmental initiatives which are driven by an array of role-players;
- Different aspects of this development have been studied by several of these role-players but there appears to be no comprehensive and integrated assessment of the regional transport and freight components which are essential to the managed growth of the area;
- Such an overarching study should promote a strategy which results in a viable and sustainable transport and freight network of services that can respond to incremental growth of the region; and
- In this regard, the desired transportation outcomes as identified in this report and that may act as an informant to the overarching study are as outlined in Table 5.2 above. This table also proposes which role-player should be the lead party to develop a particular aspect of the overall strategy.

The regional spatial implications of the transport and freight assessment will be addressed within the GSRSIF Summary Report.

7.2. Recommendation

The following are the key recommendations of this report:

- That the next overhaul of the West Coast District Integrated Transport Plan (DITP) is used to integrate the overall transportation strategy and plan its implementation. This overhaul is to be completed by 2020;
- The principal actions to be undertaken prior to the overhaul of the DITP are:
  - Update Transport Register (WCDM)
  - Overhaul Spatial Development Frameworks (DEA & DP)
  - Prepare a Public Transport Plan (DTPW)
  - Prepare a Transport Infrastructure Strategy (DTPW)
  - Prepare a Freight Strategy (DTPW)

These actions should be guided by the relevant provincial frameworks.
- Progress on the tasks and oversight of the overarching study should be provided under the existing protocols established for Provincial Strategic Goal No 1: Create opportunities for growth and jobs. A pillar of this goal includes providing an “efficient transport system”.