



**Western Cape
Government**

Department of Mobility

Draft

**Western Cape Land
Transport Framework
2024/25 – 2028/29**

April 2025

FOREWORD

Mobility is the lifeblood of the Western Cape. It is how our citizens get to work, school, hospitals and shops; how we socialise and enjoy the amenities and beauty the province has to offer; how goods move from farms, mines and factories to domestic and international markets; and how we connect the economy and people of our towns, cities and rural areas.

Mobility is a basic human right that should be enjoyed by all citizens.

This administration is taking bold action to deliver breakout economic growth and a safe, inclusive society, where every person has access to opportunity to live a healthy, meaningful and dignified life. Transport, and the access to opportunity it affords, are at the very heart of this transformative mission. For too long, transport has been a barrier to growth, prosperity and inclusivity. This needs to change.

We are all too familiar with the challenges confronting our transport system. The daily struggle of getting to work or school; sitting in traffic, crowded public transport modes; trying to cross a busy road; or waking up at 4am to make it to work on time.

Simply put, the system is not fit-for-purpose. Public transport is suffering from decades of neglect and mismanagement. Our roads are clogged and unsafe. The worst-off amongst us can't afford the cost of getting from A to B. Goods cannot reliably reach export markets.

The challenges we face are great, and yet our ability to address them has never been more constrained. Poor economic performance has put government budgets under unprecedented pressure, while the scale of the challenge before us has grown larger and more complex.

In this context, innovation and collaboration are key. We need to work with stakeholders across the public and private sector and at all levels of government to deliver real progress and test new approaches. We need to find ways of working together to achieve shared objectives and a common vision.

It is my hope that the Provincial Land Transport Framework can act as that guiding vision and serve as the foundation for the change we so desperately need. Developed in consultation with a wide key of stakeholders and the public, our vision is for the Western Cape to be:

#ConnectingCommunities

Spatial transformation is key to achieving this vision. We have not made enough progress in reversing the legacy of apartheid, and too many live too far away from centres of opportunity. Changing this will require greater collaboration and stronger action from those

responsible for transport and land-use decision making as we aspire towards dense, mixed-use, walkable spaces located close to public transport.

The Western Cape has an extensive road network, and it is a great source of pride that it is maintained to such a high standard. But if we are to achieve a Just Transition to a net-zero transport system, as we must, we cannot keep trying to build our way out of congestion. We need to ensure that people can reach their destinations using good quality, sustainable transport, using public transport, walking and cycling.

We need a fit-for-purpose, integrated public transport system that provides equitable access to opportunities and boost productivity. Accelerating the restoration of Metrorail services is a priority but so is improving a fully integrated transport system where all modes of transport offer a complimentary service and not a competition-based service. All modes of road-based transport must be transformed to improve reliability, affordability and safety of citizens.

People should not be dying to get from A from to B. The number of people dying on our roads remains unacceptably high and we need to go further and faster. Pedestrians are most at risk and focussed attention is needed to create safer conditions for walking, which is a key mode for the poorest and most marginalised amongst us.

We need a freight and logistics system that enables commerce and trade by reliably moving goods to market. Improving the performance of our ports and rail is critical and exciting and much-needed structural reforms are moving forward. We hope to see these bear fruit in the coming years.

Achieving net-zero by 2050 will require greater support from the international community and increased flows of climate finance to support sustainable transport initiatives. This is crucial, given the budget constraints we face.

Achieving the vision and objectives set out in the PLTF will not be easy. However, if we are to thrive and grow as a province, we have no choice but to fix transport so that it becomes a catalyst for progress rather than a barrier. A tremendous amount needs to be done over the next five years, and everyone needs to pull their weight to ensure the progress we need is achieved. I am confident that, together, we can achieve the impossible.

Isaac Sileku

Executive Authority (MEC)

Mobility Department

LIST OF ABBREVIATIONS

AADT	Annual Average Daily Traffic
ACSA	Airports Company South Africa
AFRAA	African Airlines Association
AU	African Union
ANPR	Automatic Number Plate Recognition
APP	Annual Performance Plan
ASOD	Average Speed over Distance
ATD	Average Travel Distance
ATNS	Air Traffic and Navigation Services Company
BEN	Bicycling Empowerment Network
BRT	Bus Rapid Transit
CBD	Central Business District
CBRTA	Cross Border Road Transport Agency
CFCs	Chlorofluorocarbons
CITP	Comprehensive Integrated Transport Plan
CO ₂	Carbon Dioxide
COCT	(also “the City”) City of Cape Town
CPI	Consumer Price Index
CPM	Catalogue of Policy Measures
CRDP	Comprehensive Rural Development Programme
CTCT	Cape Town Container Terminal
CTIA	Cape Town International Airport
DALR&RD	Department of Agriculture, Land Reform and Rural Development
DBE	National Department of Basic Education
DBSA	Development Bank of South Africa
DEA	Department of Environmental Affairs
DEA&DP	Department of Environmental Affairs and Development Planning
DEDAT	Department of Economic Development and Tourism (Western Cape)
DFFE	Department of Forestry, Fisheries and the Environment
DPME	Department of Planning Monitoring and Evaluation
DPWI	National Department of Public Works and Infrastructure
DITP	District Integrated Transport Plan
DM	District Municipality
DOI	Department of Infrastructure (Western Cape)
DotP	Department of the Premier (Western Cape)

DRTMCC	District Road Traffic Management Coordinating Committee
DSG	Departmental Strategic Goal
DTPW	Department of Transport and Public Works (Now WCMD and DOI)
EPWP	Expanded Public Works Programme
ESRG	Energy Systems Research Group
EU	European Union
EV	Electric Vehicle
FMS	Freeway Management System
FPS	Forensic Pathology Services
G4J	Growth for Jobs Strategy
GABS	Golden Arrow Bus Services
GCM	Greater Cape Metro
growth	Gross Domestic Product
GHG	Greenhouse Gas
GIPTN	George Integrated Public Transport Network
GIS	Geographic Information System
GTL	Gas-to-Liquids
GVA	Gross Value Added
HFCs	Hydrofluorocarbons
HoD	Head of Department
ICAO	International Civil Aviation Organisation
ICE	Internal Combustion Engine
ICT	Information and Communication Technology
IDP	Integrated Development Plan
IDZ	Industrial Development Zone
IMO	International Maritime Organisation
IMTAC	Intergovernmental Minibus Taxi Advisory Committee
IPC	Intermodal Planning Committee
IPTN	Integrated Public Transport Network
IRPTN	Integrated Rapid Public Transport Network
IRT	Integrated Rapid Transport
ITP	Integrated Transport Plan
ITS	Intelligent Transport System
ITSG	Integrated Transport Steering Group
JDMA	Joint District and Metro Approach
JET IP	Just Energy Transition Investment Plan
JPI	Joint Planning Initiative

KPI	key performance indicator
LED	Local Economic Development
LEZ	Low-Emission Zone
LITP	Local Integrated Transport Plan
LPG	Liquified Petroleum Gas
LSP	Logistics Service Provider
LTAB	Land Transport Advisory Board
LTPE	Long Term Planning Framework
MaaS	Mobility as a Service
MBT	Minibus Taxi
MD	Mobility Department
MEC	Member of the Executive Council
MIG	Municipal Infrastructure Grant
MPC	Monetary Policy Committee
MTA	Metropolitan Transit Authority
MTEF	Medium Term Expenditure Framework
MTSF	Medium Term Strategic Framework
NAAMSA	National Association of Automobile Manufacturers of South Africa
NATMAP	National Transport Master Plan
NDOT	National Department of Transport
NDP	National Development Plan
NDT	National Department of Tourism
NERSA	National Energy Regulator of South Africa
NEV	New Energy Vehicle
NFSD	National Framework for Sustainable Development
NHTS	National Household Travel Survey
NIP 2050	National Infrastructure Plan 2050
NLCC	National Logistics Crisis Committee
NLTA	National Land Transport Act (Act No. 5 of 2009)
NLTAA	National Land Transport Amendment Act (Act No. 23 of 2023)
NLTSF	National Land Transport Strategic Framework
NMT	Non-Motorised Transport
NLTTA	National Land Transport Transition Act (Act No. 22 of 2000)
NMV	Non-Motorised Vehicles
NPC	National Planning Commission
NRA	National Regulatory Authority
NRTA	National Road Traffic Act (Act No. 93 of 1996)

NSDF	National Spatial Development Framework
NSDP	National Spatial Development Perspective
NT	National Treasury
NTF	National Transport Forum
NTSS	National Tourism Sector Strategy
ORTIA	O.R. Tambo International Airport
PCC	Presidential Climate Commission
PBS	Performance-Based Standards
PERO	Provincial Economic Review and Outlook
PERSAL	Personnel and Salary Administration System
PES	Provincial Equitable Share
PHC	Primary Healthcare
PLTF	Provincial Land Transport Framework
PLTIC	Provincial Learner Transport Implementation Committee
PMR	Provincial Main Road
PMS	Pavement Management System
POCT	Port of Cape Town
PPP	Public–Private Partnership
PPTIF	Provincial Public Transport Institutional Framework
PRASA	Passenger Rail Agency South Africa
PRE	Provincial Regulatory Entity
PRMG	Provincial Roads Maintenance Grant
PRTMCC	Provincial Road Traffic Management Coordinating Committee
PSCNs	Passengers with Special Categories of Need
PSDF	Provincial Spatial Development Framework
PSG	Provincial Strategic Goals
PSO	Provincial Strategic Objective
PSP	Provincial Strategic Plan
PSTP	Provincial Sustainable Transport Programme
PSTP BDP	Provincial Sustainable Transport Programme Bicycle Distribution Programme
PT	Provincial Treasury (Western Cape)
PTIS	Public Transport Infrastructure and Systems
PTMF	Provincial Transport Management Forum
PTMS	Provincial Transversal Management System
PTNG	Public Transport Network Grant
PTOG	Provincial Transport Operations Grant
QPR	Quarterly Performance Review

R&D	Research and Development
RAF	Road Accident Fund
RAMS	Road Asset Management System
RBME	Results-Based Monitoring and Evaluation
RFA	Road Freight Association
RIFSA	Road Infrastructure Strategic Framework for South Africa
RRAMS	Rural Roads Asset Management Systems
RSC	Regional Services Council
RSIF	Regional Spatial Implementation Framework
RSR	Railway Safety Regulator
RTIF	Road Traffic Infringement Agency
RTMC	Road Traffic Management Corporation
RTMS	Road Transport Management System
RTO	Regional Tourism Organisation
RTQS	Road Transport Quality System
SAAFF	South African Association of Freight Forwarders
SACAA	South African Civil Aviation Authority
SADC	Southern African Development Community
SAICE	South African Institute of Civil Engineers
SAMSA	South African Maritime Safety Authority
SANRAL	South African National Roads Agency SOC Ltd
SANTACO	South African National Taxi Council
SAPS	South African Police Service
SARS	South African Revenue Service
SDF	Spatial Development Framework
SDG	Sustainable Development Goal
SDP	Spatial Development Plan
SEZ	Special Economic Zone
SG	Strategic Goals
SIP	Strategic Infrastructure Project
SLOCAT	Partnership on Sustainable, Low Carbon Transport
SO	Strategic Objective
SOE	State-Owned Enterprise
SPLUMA	Spatial Planning and Land Use Management Act (Act No. 16 of 2013)
SPM	Single Point Mooring
STEP	Safety in Traffic Education Programme
TBCSA	Tourism Business Council of South Africa

TDA	Transport and Urban Development Authority
TDM	Travel Demand Management
TEUs	Twenty-Foot Equivalent Units
TFR	Transnet Freight Rail
TIC	Transport Information Centre
TNPA	Transnet National Ports Authority
TOD	Transit-Oriented Development
TSM	Transport System Management
UAT	Universal Accessibility in Tourism
UISP	Upgrading Informal Settlements Programme
UK	United Kingdom
UN	United Nations
UNEP	United Nations Environment Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNFCCC	United Nations Framework Convention on Climate Change
USA	United States of America
VIP	Vision-Inspired Priorities
VOC	Vehicle Operating Company
WC	Western Cape
WCED	Western Cape Education Department
WCEDP	Western Cape Economic Development Partnership
WCG	Western Cape Government
WCIF	Western Cape Infrastructure Framework
WCMD	(also "the Department") Western Cape Mobility Department
WCPLTF	Western Cape Provincial Land Transport Framework
WCPTC	Western Cape Provincial Taxi Council
WCSHS	Western Cape Sustainable Human Settlement Strategy
WCTA	Western Cape Transport Authority
WHO	World Health Organisation

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EXECUTIVE SUMMARY

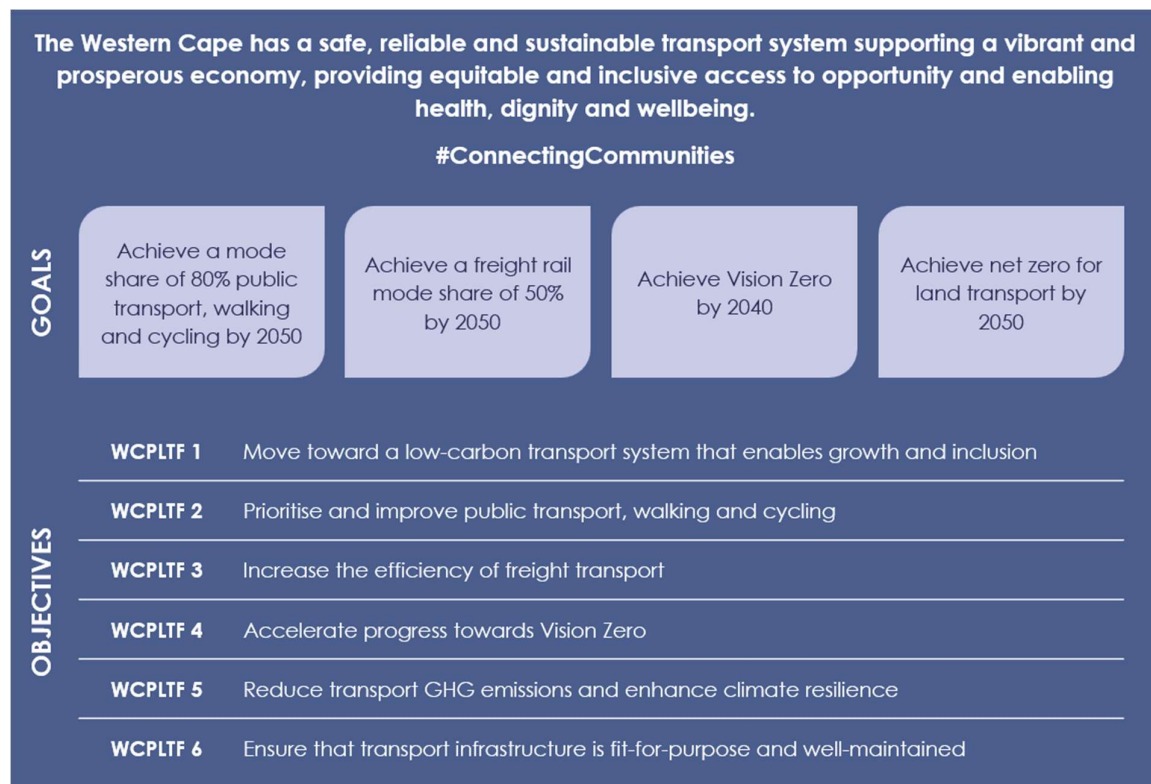
Background and purpose

The National Land Transport Act (NLTA) requires that the provincial Member of the Executive Council (MEC) prepares a five-year Provincial Land Transport Framework (PLTF) that is updated every two years. In compliance with the NLTA, this Western Cape PLTF (WCPLTF) covering the period 2024/25 – 2028/29 provides an overall guide to transport planning in the Western Cape province.

The framework informs and guides all provincial and municipal land transport decision-making and delivery in the Western Cape, including for road and rail infrastructure, public transport, non-motorised transport and freight. It is aligned with national land transport policy and, specifically, the National Land Transport Strategic Framework (NLTSF), and operates within an integrated development framework that acknowledges the relationships between transport, land use, the economy and the natural environment.

Vision, goals and objectives

The vision, goals and objectives of the WCPLTF are informed by national and provincial policy, sustainable transport principles and the challenges and opportunities for transport in the Western Cape.



Status quo, trends and challenges

Socio-economic	<ul style="list-style-type: none"> • The Western Cape has a population of 7.4 million people, 64% of which live in Cape Town. • The population is growing rapidly, increasing transport demand. • Levels of poverty, unemployment and inequality remain very high and living standards are falling as population growth outpaces economic expansion. • The need for affordable transport options to access opportunities remains high.
Spatial	<ul style="list-style-type: none"> • Stark spatial disparities due to the legacy of apartheid exacerbated by unsustainable development patterns in the democratic era. • Key challenges include long distances between population centres and economic hubs, the development of social housing on the urban periphery and car-based urban sprawl. • Spatial characteristics (long distance, low densities, mono-functional land uses) make the delivery of public transport challenging.
Personal transport	<ul style="list-style-type: none"> • Deeply inequitable transport system – most households do not own a car and rely on substandard transport. • Collapse of rail and shift to lower-capacity modes of transport (cars, minibus taxis) contributes to increased congestion and greenhouse gas emissions. • Despite successful rollout of IPTN services in Cape Town and George, pace of public transport reform is too slow. • Metrorail services are slowly recovering. • Hostile conditions for pedestrians and cyclists, very high rates of pedestrian fatalities.
Freight transport	<ul style="list-style-type: none"> • 60% of all freight and 99% of general freight is transported by road. • Declining performance of Transnet ports and freight rail a major economic issue. • Structural reforms driven at a national level are progressing.
Road infrastructure	<ul style="list-style-type: none"> • The road network is in a good condition, but there is a significant maintenance backlog that needs to be addressed. • Overloaded freight vehicles are a key contributor to road damage.
Safety and security	<ul style="list-style-type: none"> • Number of road crashes, fatalities and injuries remains unacceptably high. • Criminal vandalism, theft and destruction of transport assets remains an issue.
Just transition & net-zero	<ul style="list-style-type: none"> • GHG emissions from transport increasing. • Golden Arrow Bus Services at the forefront of the transition to e-mobility. • Impact of climate change on transport infrastructure and services increasing.
Institutions & funding	<ul style="list-style-type: none"> • Institutional capacity remains a challenge across all levels of government. • Current fiscal constraints pose a significant challenge, and additional funding will be needed to deliver better transport systems.

Proposed interventions and projects

The WCPLTF has a sector-wide focus and a wide range of stakeholders are responsible for achieving the objectives and implementing the initiatives and actions of the framework. Across the 9 strategies, the key focus areas are:

Public Transport Strategy
<ul style="list-style-type: none">• Restoration of Metrorail services, including the crucial Central Line• Minibus taxi reform and implementation of Shayela Smart• Delivery of Integrated Public Transport Networks in Cape Town and George• Better and more public transport priority lanes• Development of a rural transport solution
Non-Motorised Transport Strategy
<ul style="list-style-type: none">• Further establishment of high-quality walking and cycling networks• Implementation of NMT Safety Strategy
Environmentally Sustainable Transport Strategy
<ul style="list-style-type: none">• Accelerated transition to e-mobility in public transport• Expansion of public charging network
Transport Infrastructure Strategy
<ul style="list-style-type: none">• Road network maintenance• Investment in better public transport facilities
Freight Strategy
<ul style="list-style-type: none">• Improved performance of freight rail and ports
Provincial Transport Management Strategy
<ul style="list-style-type: none">• Strengthen travel demand management programmes• Harness the potential of emerging technologies to deliver sustainable transport
Safety and Security Strategy
<ul style="list-style-type: none">• Secure rail assets from theft, vandalism and destruction• Deployment of Public Transport Interchange Unit• Renewed approach to talking road safety
Tourism Transport Strategy
<ul style="list-style-type: none">• Improvements to Cape Town International Airport to accommodate growth in tourism

The budget allocated toward transport initiatives in the WCPLTF is R22.8 billion in the 2024 Medium Term Expenditure Framework (MTEF). Detailed information on implementation programmes and budget implications is provided in Chapter 15.

Monitoring

Key Performance Indicators (KPIs) are necessary to monitor and measure the state of land transport in the Western Cape, and progress towards achieving the objectives set out in this framework. The KPIs developed for this WCPLTF were informed by the objectives and strategies of this framework.

1 PROCESS AND CONSULTATION

1.1 Introduction

Section 35 of the National Land Transport Act (NLTA) requires that the provincial Member of the Executive Council (MEC) prepares a five-year Provincial Land Transport Framework (PLTF) that is updated every two years. In compliance with the NLTA, this Western Cape PLTF (WCPLTF) covering the period 2024/25 – 2028/29 provides an overall guide to transport planning in the Western Cape province, in alignment with the National Land Transport Strategic Framework.

The regulations on the minimum requirements for the Preparation of Provincial Land Transport Frameworks (Gazette No. 34657 of 3 October 2011) (the regulations) stipulate the purpose, scope, content and process for preparing a PLTF, and the WCPLTF has been prepared in compliance with these regulations.

1.2 Purpose

The WCPLTF informs and guides all provincial and municipal land transport decision-making and delivery in the Western Cape, including for road and rail infrastructure, public transport, non-motorised transport and freight. It is aligned with national land transport policy and, specifically, the National Land Transport Strategic Framework (NLTSF), and operates within an integrated development framework that acknowledges the relationships between the transport, land use, the economy and the natural environment. Specifically, the WCPLTF aims to:

- Give broad strategic direction for land transport development in the province;
- Give an overview of the status quo of transport from a provincial perspective;
- Indicate land-use development trends and desired spatial development of the province, outlining transport measures and actions needed to support it;
- Give an overview of provincial development initiatives, including budgets and implementation programmes;
- Report on provincial transport monitoring and identified trends;
- Summarise provincial actions taken to coordinate and integrate transport planning and management initiatives by municipalities and other provincial organs of state responsible for transport matters; and

- Indicate how the MEC has implemented provincial functions and responsibilities under the NLTA.

1.3 Preparation of the PLTF

1.3.1 Overview

The process followed to prepare the WCPLTF was consistent with the regulations and was as follows:

- **Step 1:** A comprehensive desktop review process was undertaken by gathering and analysing documents and data relevant to transport in the Western Cape. This included national and provincial policies, municipal integrated transport plans and the National Household Travel Survey.
- **Step 2:** The MEC consulted widely with stakeholders to prepare the draft framework, including with planning authorities, public transport and freight operators, the Provincial Regulatory Entity (PRE) and other relevant stakeholders.
- **Step 3:** Once a draft was prepared incorporating stakeholder inputs, notices were published in the Government Gazette and appropriate newspapers calling for public comment, as per sections 9 and 11 of the NLTA. Comments received were collated, considered and incorporated into the draft document.
- **Step 4:** The draft was considered and approved by the MEC and then submitted to the National Minister of Transport for consideration.

The WCMD Head of Department (HOD) was responsible for liaising with the National Department of Transport (NDOT) to ensure that the PLTF is prepared, approved by the MEC and submitted to the National Minister by the date fixed by the National Minister in terms of Section 35(4) of the NLTA.

1.3.2 Consultation

There are a wide range of stakeholders in the transport sector, both within and outside of government. As such, it was essential to consult broadly to gather diverse inputs and perspectives to strengthen the draft and ensure it was both comprehensive and responsive. A series of interviews and larger workshops were undertaken as part of the consultation process and the key stakeholders consulted are provided in Table 1-1.

Table 1-1 Stakeholder consultation

Category	Description
National Government and Entities	<ul style="list-style-type: none"> • National Department of Transport (NDOT) • Transnet • Passenger Rail Agency of South Africa (PRASA) • South African National Roads Agency Limited (SANRAL) • Airports Company of South Africa (ACSA)
Western Cape Government	<ul style="list-style-type: none"> • Provincial Treasury • Western Cape Mobility Department, including the PRE • Department of Economic Development and Tourism (DEDAT) • Department of Environmental Affairs and Development Planning (DEA&DP)
Local Government	<ul style="list-style-type: none"> • City of Cape Town (COCT) • Cape Winelands, Central Karoo, Garden Route, Overberg, West Coast District Municipalities

1.4 Structure and status of the document

In consultation with the WCMD and accordance with national guidelines, the WCPLTF consists of the following chapters:

Chapter 1: Process and Consultation

Chapter 2: Transport Vision, Policy and Objectives

Chapter 3: Status Quo of Transport in the Province

Chapter 4: Integrated Transport Plans

Chapter 5: Integrated Development Framework

Chapter 6: Public Transport Strategy

Chapter 7: Non-motorised Transport Strategy

Chapter 8: Environmentally Sustainable Transport Strategy

Chapter 9: Transport Infrastructure Strategy

Chapter 10: Freight Strategy

Chapter 11: Provincial Transport Management Strategy

Chapter 12: Tourism Transport Strategy

Chapter 13: Aviation and Maritime Transport Strategy

Chapter 14: Safety and Security Strategy

Chapter 15: Funding Strategy and Implementation Programme

Chapter 16: Monitoring

Chapter 17: Coordination Structures and Measures and Conflict Resolution

1.5 Approval

The WCPLTF 2024/25 to 2028/29 was submitted to the MEC for approval on [insert date] and to the National Minister of Transport for approval on [insert date], in accordance with Section 35(10).

2 TRANSPORT VISION, POLICY AND OBJECTIVES

This chapter sets out the overarching vision, goals and objectives for land transport in the Western Cape. Reflecting the long-term nature of transport reform, it includes goals for 2050 and aligned objectives for the five-year period of the PLTF. The approach taken is consistent with and informed by international, national and provincial policy and in compliance with legislative requirements.

2.1 Interpretation of the NLTsf 2023 - 2028

The National Land Transport Strategic Framework (NLTsf) covers a five-year period and provides an overarching approach to land transport in South Africa to guide provincial and local government (NDOT, 2023). The NLTsf's overall vision is for South Africa to have:

"An integrated and efficient transport system supporting a thriving economy that promotes sustainable economic growth, supports a healthier lifestyle, provides safe and accessible mobility options, socially includes all communities and preserves the environment."

To achieve this vision, the NLTsf includes the following overarching goals:

- **Support economic development:** Ensure that transport fulfils its vital role as an economic enabler.
- **Reduce transport impact on the environment:** Implement strategies to minimise environmental degradation caused by transport activities.
- **Integrating land-use and transport planning:** Align transport planning closely with land-use policies to support sustainable development.
- **Promote sustainable transport modes:** Prioritise public transport and non-motorised transport options.
- **Promote social inclusion and accessibility:** Enhance access to transport services for all, particularly marginalised and underserved communities.
- **Improve transport safety and security:** Address safety concerns across all modes of transport to protect users.
- **Implement District Development Model:** Promote cooperative governance and integrated planning across districts.

2.1.1 Challenges and opportunities

The land transport challenges and opportunities facing the Western Cape, and their alignment with the overarching goals of the NLTsf, are outlined in Table 2-1. Detailed information on these challenges and opportunities is provided in the status quo (Chapter 3).

Table 2-1 Alignment of WC land transport challenges and opportunities with the NLTsf

NLTsf Goal	Challenges	Opportunities
Support economic development	The substandard transport system stifles economic growth and job creation.	Delivering spatial transformation, sustainable mobility (public transport, walking and cycling) and efficient freight transport will boost productivity, economic growth and job creation while improving everyone's access to opportunities.
Reduce transport impact on the environment	Urban sprawl, car-centric development and the deterioration of public transport contribute to increased car use, congestion and emissions.	A combination of spatial transformation improved sustainable transport options, restraints on car use and a shift to EVs can significantly reduce transport's impact on the environment.
Integrate land-use and transport planning	Land use and transport are poorly integrated, entrenching spatial divides, socio-economic inequalities and car dependence.	Prioritising investment in inclusive, mixed-use, walkable development in public transport nodes and along corridors is essential for spatial transformation.
Promote sustainable transport modes	Car use continues to be prioritised while public transport provision is limited and of poor quality. Provision for walking and cycling is generally poor.	Greater investment and commitment is required to improve public transport, walking and cycling.
Promote social inclusion and accessibility	Poor public transport provision and extreme spatial disparities severely constrain access to opportunities for many. Isolated rural communities also experience access challenges.	Improved access to opportunities can be achieved through the provision of better public transport, especially to far-flung communities, and land-use changes that allow the poor and marginalised to live in well-located areas, closer to opportunities.

NLTSF Goal	Challenges	Opportunities
Improve transport safety and security	Poor road safety is reflected in a high number of fatalities, with pedestrians hardest hit. The high crime rate makes getting from A to B a challenge for many, especially for those travelling on foot after dark.	Strengthening enforcement and policing, reducing vehicle speeds and progressively reshaping the built environment to design in safety.
Implement District Development Model	While there are structures for coordination and integrated planning with Districts, their impact could be strengthened.	Strengthen district-based delivery.

2.2 Policy framework

A set of common themes and principles runs through international, national and provincial policy which, together, provide a foundational framework for provincial transport planning and development.

Goal 11 of the **United Nations Sustainable Development Goals** (SDGs) is Sustainable Cities and Communities: “Make cities and human settlements inclusive, safe, resilient and sustainable” (UN, 2015) and Target 11.2 is “By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons” (UN, 2015).

At a national level, policy direction is set at the highest level by the National Development Plan 2030, supported by sector policies, notably the White Paper on National Transport Policy (2021 revision), the White Paper on National Rail Policy (2022) and the influential Public Transport Strategy and Action Plan (2007).

The National Development Plan 2030 calls for spatial transformation through denser, mixed-use development on transport corridors and prioritises expanding and enhancing public transport systems (NPC, 2012). By promoting spatial restructuring and more inclusive mobility options, the NDP aims to ensure that transport plays a central role in addressing the challenges of poverty, unemployment and inequality by improving access to socioeconomic opportunities (NPC, 2012).

The **National Transport Policy White Paper** confirms government’s commitment to the principles of sustainable transport and adopts the “avoid-shift-improve” approach:

“Transport policies will take into consideration the ‘avoid-shift-improve’ paradigm, with the overarching aims to avoid unnecessary motorised travel and reduce travel distances; shift

the trend of individual motorisation to safer, efficient and environmentally-friendly modes; and improve infrastructure and the management of transport services through the implementation of cleaner, efficient and safer technologies and practices.” (NDOT, 2021)

The National Rail Policy White Paper confirms government's commitment to rail as a vital component of the transport system and to structural reform in the sector, including devolution of selected functions to sub-national government and enabling the participation of 3rd parties. The **Public Transport Strategy and Action Plan** (NDOT, 2007) established the prevailing approach to public transport reform in South Africa, with a focus on the delivery of integrated rapid public transport networks, accelerated modal upgrading and, perhaps most notably, the implementation of bus rapid transit.

At a provincial level, the Western Cape Government has prioritised spatial transformation and improved connectivity through the **Provincial Strategic Plan 2019–2024** (an updated version covering the period 2025 – 2030 is currently in development). This included a focus on creating “better linkages between places through safe, efficient and affordable public transport”, developing “inclusive places of opportunity”, providing “more opportunities for people to live in better locations” and “improving the places where people live (WCG, 2019). The **Growth 4 Jobs Strategy** targets 4–6% provincial economic growth by 2035 and aims to overcome key structural constraints to growth and job creation, including the failing transport and logistics system (WCG, 2023). The **Western Cape Climate Change Response Strategy (Vision 2050)** sets the provincial government's ambition to achieve net-zero greenhouse gas (GHG) emissions by 2050 and includes a series of climate mitigation and adaptation measures for the transport sector, including improved public transport and non-motorised transport and transitioning to new energy vehicles (DEA&DP, 2022). Finally, the **Provincial Sustainable Transport Programme (PSTP)**, aims to improve sustainable transport in the Western Cape through a focus on rail, road-based public transport, walking and cycling, freight and the associated institutional and funding enablers (DTPW, 2018).

The common themes and principles found in these, and other policies, include:

- Achieving a more **sustainable transport system** that supports inclusive economic development and productivity; safe and inclusive access to opportunities; and reduced environmental impact, including reduced greenhouse gas emissions.
- Progressing **spatial transformation** through mixed-use densification linked to public transport to address enduring spatial disparities and support sustainable transport;
- Prioritising sustainable transport, namely **public transport, walking and cycling** and discouraging car use through measures such as travel demand management;
- **Improving passenger and freight rail** to enable a shift from road-based transport;

- **Safer roads and transport** by addressing the unacceptably high rate of road crash fatalities, especially for vulnerable road users.
- **Improving energy efficiency and reducing GHG emissions and air pollution** through the measures above, complemented by the introduction of new energy vehicles.

2.3 Conflict between national and provincial land transport policy

There is strong alignment between national and provincial land transport policies, however there are some areas of misalignment:

- (1) **Devolution:** Essential public transport services, such as those provided by the Passenger Rail Agency of South Africa (PRASA), operate within the province but are controlled by the National Department of Transport (NDOT) (the shareholder). The Western Cape Government and the City of Cape Town both support the devolution of these functions to the Western Cape, in line with approved national policy, but limited progress has been made to date.
- (2) **Overlapping responsibilities:** Concurrent competencies in public transport, vehicle licensing and road traffic regulation between NDOT and the Mobility Department (WCMD) can create administrative complexities and inefficiencies, often leaving accountability unclear.
- (3) **Complex legal framework:** The numerous acts and regulations governing transport create a rigid framework, making it challenging to be flexible and responsive in a rapidly changing environment.

Addressing these conflicts requires enhanced intergovernmental coordination, clear delineation of roles and responsibilities, an improved legislative and regulatory framework and collaborative planning to meet national and provincial objectives.

2.4 Vision, principles and objectives

2.4.1 Vision 2050

The long-term vision¹ for land transport in the Western Cape is informed by the NLTSF, the policy framework outlined in Section 2.2 and the status quo provided in Chapter 3. This includes the EASI framework: Enable – Avoid – Shift – Improve shown in Figure 2-1 and Figure 2-2, which prioritises spatial transformation, sustainable transport (public transport, walking and cycling),

¹ This is a long-term vision for land transport in the Western Cape, and objectives and priorities will be adjusted every five years to achieve the vision.

the active management of travel demand, reduced car use, improved energy efficiency and reduced GHG emissions (SLOCAT, 2023).



Figure 2-1 Overview of Enable-Avoid-Shift-Improve framework

Source: SLOCAT (2023), Global Status Report on Transport, Climate and Sustainability – 3rd edition

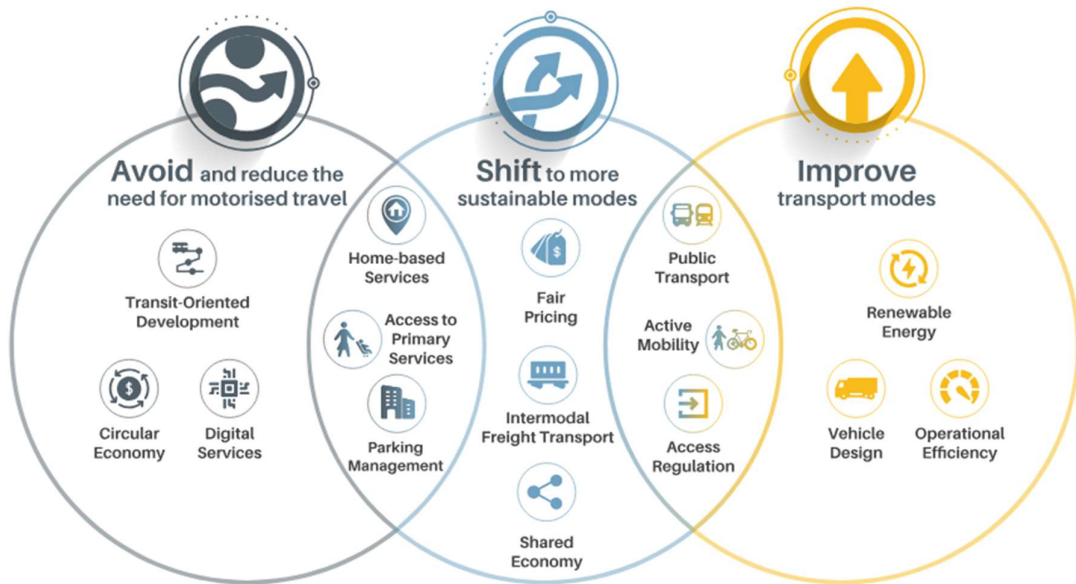


Figure 2-2 Examples of measures (non-exhaustive) that can be considered for the ASI approach

Source: SLOCAT (2023). Global Status Report on Transport, Climate and Sustainability – 3rd edition.

In 2050, the Western Cape has a safe, reliable and sustainable transport system supporting a vibrant and prosperous economy, providing

***equitable and inclusive access to opportunity and enabling health,
dignity and wellbeing.***

#ConnectingCommunities

By 2050, the Western Cape is transformed and has a well-functioning, zero-carbon transport system that boosts productivity and enables inclusive economic growth.

Most people get from A to B using sustainable transport - public transport, walking or cycling - which is the preferred choice for most journeys. The built environment supports and prioritises these modes in its layout and design and is characterised by dense, mixed-use, walkable communities integrated with high quality public transport.

In many neighbourhoods a range of destinations can be reached within a 15-minute walk and walking and cycling, including e-bikes and other micromobility modes, are the most convenient options for shorter journeys, while public transport provides easy access to more distant destinations.

Integrated, multi-modal public transport provides reliable, safe and affordable access to opportunities. Outlying areas are well-connected to centres of opportunity.

The minibus taxi industry has been formalised and integrated into the public transport network, complementing quality bus services and a restored and expanded rail network, which, once again, forms the backbone of the transport system.

Car use has reduced substantially, with less congestion, cleaner air and fewer crashes. Motorised vehicles generate zero-emissions and are powered by electricity generated from renewable sources.

In rural areas, communities have access to opportunities, with access to reliable transport services for those without a car.

A highly efficient, multi-modal freight system ensures the seamless transport of goods to, from and within the Western Cape. Rail plays a major role over long distances, while high levels of coordination, optimisation and automation keep the number of trucks on the road to a minimum.

No one is killed or seriously injured on the province's roads and speed limits in built up areas have been reduced to a maximum of 20kmph. Services and infrastructure are safe and universally accessible and, together with other supportive measures, ensure fair access to opportunities for the disabled, the elderly, children and other vulnerable groups.

2.4.2 Principles

Aligned with this vision are a number of key principles which inform the approach taken in the WCPLTF:

- **Sustainable transport and the Just Transition:** The principles and tenets of sustainable transport form the bedrock of the WCPLTF. This includes many of the tenets and approaches captured in the EASI framework, including spatial transformation, improved public transport, walking and cycling, travel demand management and decarbonisation. The prioritisation of accessibility is key, captured in the triple access framework of spatial proximity, physical mobility and digital connectivity. The principles of the Just Transition are also an important informant of this Framework, with a focus on addressing the deeply inequitable transport status quo by prioritising measures that support economic growth, job creation, reduced greenhouse gas emissions and, crucially, more equitable and inclusive access to opportunities, particularly for poor and marginalised communities.
- **Vision-led planning:** For too long, transport planning has been dominated by outdated predict and provide methods, where road capacity has been expanded in response to projected growth in traffic volumes. To achieve a sustainable transport future, this needs to change, and road capacity expansion must be the last resort. The priority must be to accommodate growing travel demand on sustainable modes of transport and to constrain and, ideally, reduce car traffic over time.
- **Recognising constraints and opportunities:** The Western Cape faces serious transport challenges but, across the sector, resources and institutional capacity have never been more constrained. As such, the ability of the Western Cape Government and other key stakeholders to effect the radical change needed to solve these problems is limited. Prioritising interventions with the greatest potential for impact, breaking down institutional silos and embracing innovation and emerging technologies are just some of the approaches that can help to overcome these very real limitations.
- **Sector-wide approach:** The WCPLTF is prepared by the WCG, with input from a broad range of stakeholders and the general public. It provides a guiding framework for the land transport sector in the province and establishes a shared vision and set of objectives that all stakeholders can align with and work collectively towards. The Western Cape Government doesn't have the mandate or the resources to achieve this vision alone. Rather, it will require collective action and delivery from a broad range of stakeholders.
- **Thinking long-term:** While the WCPLTF covers a five-year period, establishing a sustainable transport system is a long-term exercise that requires consistent and

persistent focus and investment to deliver change. The vision and overarching goals are long-term, but help shape the strategic focus and direction of the objectives that cover the 5-year period of the WCPLTF.

2.4.3 Goals and objectives

Four long-term, overarching goals have been developed based on the vision statement articulated above and are provided in Table 2-2. Alongside these goals, six objectives have been developed for the WCPLTF, as shown in Table 2-3. These goals and objectives are sector-wide and will require collective action to achieve.

Table 2-2 Overarching long term goals

Goals	Rationale
Achieve a mode share of 80% public transport, walking and cycling by 2050	Car-based transport systems are unsustainable and a key contributor to global warming, ill health and social inequality. Global best practice recommends that public transport, walking and cycling, which are considered the core modes of sustainable transport, should be the foundation of personal mobility. Sustainable transport has a range of economic, social and environmental co-benefits, including the potential to enhance productivity and economic efficiency; reduce GHG, air pollution and other environmental impacts; improve safety, health and well-being outcomes; and provide better, lower-cost access to opportunities for a broader range of people in support of social equity.
Achieve a freight rail mode share of 50% by 2050	Freight rail has a range of economic, social and environmental benefits over road, but has lost market share over the past two to three decades. While road freight plays a vital role in the logistics system, and will continue to do so into the future, overdependence on road freight has several negative consequences for the Western Cape, including congestion, road damage, high costs and GHG emissions. There is significant potential to increase the volume of rail-suitable freight that is transported by rail to, from and within the Western Cape and this opportunity needs to be leveraged to support the strategic objectives of economic growth and progress toward net zero.
Achieve Vision Zero² by 2040	The Western Cape has made great strides toward reducing deaths on our roads, but the number of people killed each year is still far too high. No one should die as a consequence of the functioning of our transport system and, in line with

² Global vision to eliminate road fatalities and serious injuries [\[Vision Zero Network\]](#)

Goals	Rationale
	the global movement to reduce road deaths to zero, the Western Cape is committed to take taking bold and necessary action to improve road and transport safety, especially for the poorest and most vulnerable road users.
Achieve net zero for land transport by 2050	South Africa and the Western Cape are committed to achieving net zero GHG emissions by 2050. As a key source of GHG emissions, the transport sector will be required to play its part by implementing climate mitigation strategies informed by the EASI framework.

Table 2-3 WCPLTF objectives

WCPLTF OBJECTIVES	
WCPLTF 1	Move toward a low-carbon transport system that enables growth and inclusion
WCPLTF 2	Prioritise and improve public transport, walking and cycling
WCPLTF 3	Increase the efficiency of freight transport
WCPLTF 4	Accelerate progress towards Vision Zero
WCPLTF 5	Reduce transport GHG emissions and enhance climate resilience
WCPLTF 6	Ensure that transport infrastructure is fit-for-purpose and well-maintained

The following chapters describe the status quo of land transport in the Western Cape and articulate the sector strategies aligned with the objectives and longer-term vision of the WCPLTF.

3 STATUS QUO OF TRANSPORT IN THE PROVINCE

This chapter provides information of the current state of land transport sector in the Western Cape, including the socioeconomic and spatial context, transport infrastructure, passenger (or personal) transport, freight transport, aviation and maritime transport and transport information systems. The chapter concludes with a summary of the key challenges facing the sector.

3.1 Socioeconomic and spatial development

The socioeconomic characteristics of the province include its population, demographic profile and economic activity. These elements are crucial in shaping transport demand, accessibility and network utilisation. They also influence transport investment and policy priorities, ensuring that services and networks are responsive to the evolving needs of residents, visitors and businesses.

3.1.1 Social and demographic context

Figure 3-1 shows, at a high-level, the distribution of the population across the province, while Table 3-1 provides key social and demographic indicators for the City of Cape Town (the only metropolitan municipality in the province) and the five district municipalities (DMs). The total population of the Western Cape is expected to grow from 7.4 million in 2022 to 8.1 million in 2028, with this growth concentrated in existing population centres of Cape Town, Drakenstein, Stellenbosch, Breede Valley and George (StatsSA, 2022).

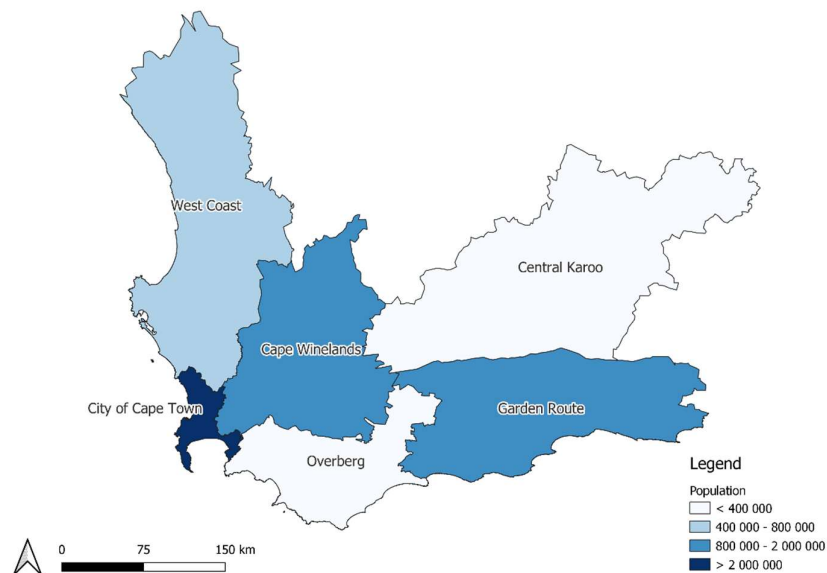


Figure 3-1 Population of Cape Town and district municipalities in the Western Cape

Source: Stats SA (2022). Population Census 2022, Stats SA, Pretoria

Table 3-1 shows that almost two-thirds of the province's population (64%) resides in Cape Town and, between 2011 and 2021, all districts recorded population growth rates exceeding the national average of 1.7% per annum (StatsSA, 2022), except the Cape Winelands. The Garden Route and the Central Karoo experienced the highest growth rates, and Cape Town continues experienced rapid urbanisation.

The average population density of the Western Cape (57 people/km²) is low, but comparable to the national figure of 51 people/km². Population density varies considerably across the province – in Cape Town it is 1 940 people/km², while in the Central Karoo it is only 3 people/km²).

While informal settlements are common throughout the province, their prevalence is lowest in Central Karoo (1% of households) compared to almost 13% in Cape Town. These informal settlements reflect the inability of the state and the broader market to supply affordable housing and create significant pressures on local government delivery of housing and basic services.

70% of residents are considered economically active while, in all districts, young people (14 years and younger) account for 20% to 30% of the population, highlighting the need for safe and affordable access to education.

The Western Cape has a disability rate of 6.7%, lower than the national figure of 7.7% (StatsSA, 2022), with the highest rates in the Central Karoo and Eden, which correlates with a higher percentage of older people in these areas. Additionally, the limited number of primary healthcare facilities outside Cape Town, particularly in the Central Karoo and the West Coast, suggests that there may be a need for improved access to healthcare in these areas.

The economic indicators of the Western Cape for the City of Cape Town Metropole and the five district municipalities (DMs) are summarised below.

Table 3-1 Selected social indicators for the Western Cape

Indicator	Cape Town	Cape Winelands	Overberg	West Coast	Garden Route	Central Karoo	Western Cape
Population							
Population size, 2022	4 772 846	862 703	359 446	497 394	838 457	102 173	7 433 020
Share of provincial population, 2022 (%)	64.2%	11.6%	4.8%	6.7%	11.3%	1.4%	100%
Population density (persons per km²), 2022	1 940	40	29	16	36	3	57
Population growth p.a., 2011–2022	2.2%	0.8%	3.1%	2.2%	3.5%	3.4%	2.2%
Municipalities with more than 100 000 people (ranked high to low)	City of Cape Town	Drakenstein, Breede Valley, Stellenbosch, Witzenberg	Theewaters-kloof, Overstrand	Saldanha Bay, Swartland	George, Mossel Bay, Oudtshoorn	None	N/A
Households							
Number of households, 2022	1 452 845	242 283	134 798	150 840	255 977	27 290	2 264 033
% of households in informal dwellings, 2022	12.5%	11.2%	12.5%	12.4%	11.0%	1.2%	12.0%
Demographics							
% of population 14 years and younger, 2022	22.4%	22.3%	20.4%	23.4%	22.2%	27.6%	22.4%
% of population economically active (15–64 years), 2022	70.9%	71.1%	69.3%	69.4%	67.6%	65.9%	70.3%
% of population over 65 years, 2022	6.7%	6.6%	10.3%	7.2%	10.2%	6.5%	7.3%
% population with disabilities, 2016	5.8%	6.4%	6.5%	7.6%	7.9%	9.5%	6.3%

Indicator	Cape Town	Cape Winelands	Overberg	West Coast	Garden Route	Central Karoo	Western Cape
Learner enrolment (Gr 1–12 + LSEN³), 2022	735 695	156 647	47 546	69 581	112 635	15 548	1 137 652
Healthcare							
Total primary healthcare (PHC) facilities 2021/22	131	48	23	27	42	9	281
PHC facilities per 100 km²	5.33	0.22	0.19	0.09	0.18	0.02	0.22

Sources:

Stats SA (2022). Population Census 2022, Stats SA, Pretoria

Stats SA (2016). Community Survey, 2016, Stats SA, Pretoria

Western Cape Government (2023). Department of Education, Annual Report 2022/2023, Western Cape Government, Cape Town

Western Cape Government (2022). Socio-Economic Profiles of Municipalities in the Western Cape, Western Cape Government: Treasury, Cape Town

³ Learners with special educational needs.

3.1.2 Economic context

As shown in Table 3-2, Cape Town dominates the economy of the Western Cape, generating 72.4% of the provincial economic output and, when the broader functional region is included, this figure rises to 83.6%. In 2023, provincial GDP grew by 0.7%, driven by growth in the finance, transport and community services sectors. Meanwhile, the agricultural sector “continued to experience exceptional growth, largely due to increased international market access and export growth over the decade, despite port constraints” (PT, 2024, p. 59). However, over the last decade, average living standards have declined as population increases outpaced economic growth, as shown in Figure 3-2 below.

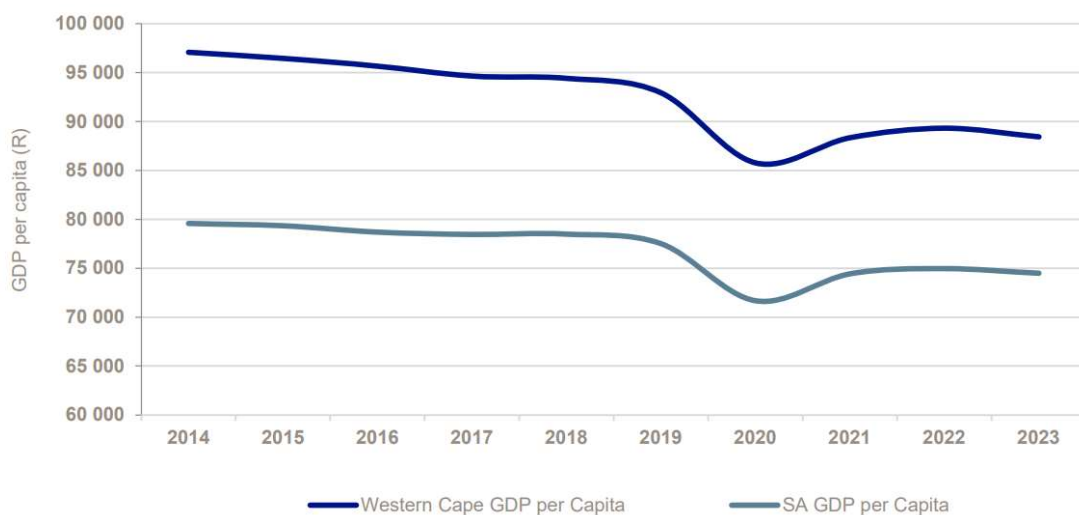


Figure 3-2 Real GDP per capita in the Western Cape, 2014 – 2023

Source: Quantec, Stats SA, own calculations in Provincial Treasury, 2024

The province's economy is primarily driven by tertiary activities such as finance, services (including government services) and retail and wholesale trade, while the manufacturing sector has expanded.

Tourism, both domestic and international, is a major contributor to the provincial economy, directly accounting for 10.7% of output compared to 5.3% nationally. Tourist spending is concentrated in Cape Town, followed by the Cape Winelands and the Garden Route.

Commodity exports play a significant role in the provincial economy, particularly in the Cape Winelands, Cape Town and West Coast, emphasising the need for efficient long-haul freight transport infrastructure and services. However, with the value of imports being almost double that of exports, facilitating imports is equally critical.

Formal employment opportunities are concentrated in Cape Town, followed by the Cape Winelands, reflecting the distribution of economic output in the province. Despite a decline

in agricultural jobs over the past decade, it remains a significant source of employment, especially in the Overberg District (WCG, 2024).

The provincial unemployment rate of 24.5% is lower than the national average of 32.9%, but still very high. Unemployment is particularly acute in Cape Town, the Garden Route and the Central Karoo regions.

The Western Cape also faces high levels of inequality and poverty. The Gini Coefficient measures inequality and represents it as a number between 0 and 1, with 0 representing total equality and 1 representing total inequality. Figure 3-2 shows relatively high levels of income inequality across the province, with a provincial average of 0.60, below the national average of 0.63. The Upper Bound Poverty Line (UBPL) shows the income threshold below which people are living in poverty. For the Western Cape, the UBPL is set at R1,417 per person per month in 2022. Figure 3-2 reveals that around 57% of the Western Cape's population is living below the UBPL, meaning that the majority of the population is surviving on very little income.

Table 3-2 Selected economic indicators for the Western Cape

Indicator	Cape Town	Cape Winelands	Overberg	West Coast	Garden Route	Central Karoo	Western Cape
Gross value add							
Current gross value add (GVA) (2023) Rb	431.2	66.8	20.4	28.9	45.1	2.9	595.3
% of Western Cape (2023)	72.4%	11.2%	3.4%	4.9%	7.6%	0.5%	100%
GVA growth (2013–2023 est.)	1.0%	1.6%	1.7%	2.0%	1.2%	1.3%	1.2%
Top three sectors	Finance, manufacturing, trade	Finance, trade, manufacturing	Finance, trade, manufacturing	Agriculture, manufacturing, finance	Finance, trade, manufacturing	Services, agriculture, finance	Finance, manufacturing, services
Targeted growth sectors	Manufacturing, renewables, BPO, ICT, craft & design, clothing & textiles	Tourism, agriculture, finance, retail	Agriculture, fishing, tourism, renewables	Aquaculture, fishing, renewables, tourism, ship repair	Agro-processing, timber, tourism, film, digital media, ICT	Agriculture, transport, renewables, mining, tourism, manufacturing, services	Tourism, agriculture, oil & gas, finance, construction, ICT, arts, marine industry, health, technology
Direct contribution of tourism spending to GVA, 2022	4.8%	5.6%	15.2%	14.7%	14.8%	9.6%	10.7%
Exports (R million), 2022	114 026	53 175	4 368	9 759	7 658	121.8	188 821
Exports as % of GVA	26.4%	79.5%	21.1%	33.6%	16.9%	4.1%	30.3%
Imports (R million), 2022	299 763	14 627	1 619	5 683	15 749	21.5	337 563
Employment							
Formal employment, 2022	1 455 495	346 926	115 043	164 019	202 590	17 279	2 301 349

Indicator	Cape Town	Cape Winelands	Overberg	West Coast	Garden Route	Central Karoo	Western Cape
% of Western Cape	63.2%	15.1%	5.0%	7.1%	8.8%	0.8%	100%
% of the labour force working in the formal sector, 2022	85.2%	80%	79%	83%	80%	83%	83%
% unemployed, 2022	28.6%	14.7%	14.9%	15.4%	19.9%	25.6%	24.5%
Gini Coefficient, 2022	0.63	0.56	0.63	0.54	0.55	0.51	0.60
% Upper Bound Poverty Line (UBPL), 2022	57.9%	57.3%	52.9%	57.2%	54.1%	56.3%	57.2%
Household income							
Average median household income per month (R) 2022	9 746	6 040	6 400	6 221	5 616	5 738	6 627

Sources:

Western Cape Government (2023). Socio-Economic Profiles of Municipalities in the Western Cape, Western Cape Government: Provincial Treasury, Cape Town

Wesgro (2024). District Fact Sheets, Wesgro, Cape Town

Western Cape Government (2024). Municipal Economic Review and Outlook (MERO) 2023/2024, Western Cape Government: Provincial Treasury, Cape Town

Western Cape Government (2022). #KnowYourMunicipality: The 2022 Socio-Economic Profile, Municipality Fact Sheets, Cape Town

3.1.3 Spatial development context

In the Western Cape, the legacy of apartheid-era spatial planning endures in the urban form of its cities and towns. Poor, marginalised communities, the vast majority of whom are people of colour, continue to live on the periphery, far from centres of opportunity. In the post-apartheid-era, these spatial disparities have worsened as a result of urban sprawl, car-orientated urban planning and design and the development of low-income housing on poorly located land. As a result, those who can least afford it experience the highest transport costs and face significant barriers to opportunity. Indeed, this has been identified as a key contributor to the county's poor economic performance and persistently high levels of poverty, inequality and unemployment, described further in the extract below:

"We find that South Africa's high unemployment rates and low informality rates are a direct consequence of its exceptional spatial structure. Transport costs are highly regressive and such high costs for lower-income level individuals can effectively wipe away any take-home pay. For the lowest quintile of incomes, we find that direct transport costs amount to more than a third of wage income for workers on average. The result is even more striking when for total transport costs, which amount to over 80% of income for the lowest income workers and more than 50% of income for all but the highest quintile of incomes. Under these exceptionally high costs of getting to work, the logical decision of workers is therefore to remain out of the workforce. Access to a car makes transport costs a much lesser constraint for higher-income households, but roughly two-thirds of households do not have a car (Stats SA), let alone a reliable car. Meanwhile, the extreme population dispersion across South African urban centers [sic] makes it expensive to implement most types of public transport in cities, since public transport systems (like Bus Rapid Transit systems) are designed to connect higher density areas. It also undermines the effectiveness of bicycles and motorcycles as a means of getting to work. As a consequence, city labor [sic] markets are made inefficient by spatially excluding workers from opportunities. This creates significant costs for businesses, which must pay higher wages to attract workers than they would in denser labor [sic] markets to compensate for the cost of transport."

(Harvard Growth Lab, 2023, p. 8):

3.1.3.1 Spatial, economic and housing development

The Spatial Planning and Land Use Management Act, Act 16 of 2013 (SPLUMA) requires each sphere of government to prepare a Spatial Development Framework (SDF) to ensure that development aligns with the principles of SPLUMA, namely justice, efficiency, sustainability,

resilience and governance. Planning and decision-making in the Western Cape is guided by these frameworks, including:

- The National SDF (2019);
- The Western Cape Provincial SDF (2014, and amendments made in 2020);
- The City of Cape Town's Metropolitan SDF (2018, and 2023 Review); and
- District and Local Municipal SDFs.

Through its Growth 4 Jobs Strategy, the Western Cape Government aims to achieve break-out economic growth of between 4% - 6% per annum by 2035. However, key constraints to increasing growth, investment and job creation are "structural energy, logistics and mobility constraints linked to the Eskom energy crisis, Port of Cape Town inefficiencies and the deterioration of the transport system (including rail), which are mostly governed and controlled at a national level (PT, 2024, p. 34). Therefore, increased investment and performance in transport and logistics are crucial requirements for the desired acceleration in growth.

The Growth Potential of Towns Study (2018) assesses the development potential of towns in the Western Cape (excluding Cape Town) based on their scores against economic, physical, infrastructure, institutional and human capital criteria. The results of this assessment, shown in Figure 3-3, indicate that the areas with the greatest growth potential are those neighbouring Cape Town, including Drakenstein, Overstrand, Stellenbosch and Theewaterskloof and the George-Mossel Bay cluster. Areas with the lowest potential include Beaufort West, Prince Albert and Kannaland.

Housing backlogs in the Western Cape remain high and are growing as a result of rapid population growth and in-migration. Overall, demand far exceeds supply and public sector housing delivery has reduced substantially over the last decade as a result of "poor contractor performance, community disruptions, construction cartels, policy decisions and budget constraints" (PT, 2024, p. 129).

Meanwhile, there is a trend toward higher density housing typologies in the province, which has a range of benefits for sustainable development and transport. Going forward, poor economic performance and the weak state of government finances are a significant risk to the development of new housing and infrastructure (DEA&DP, 2024).

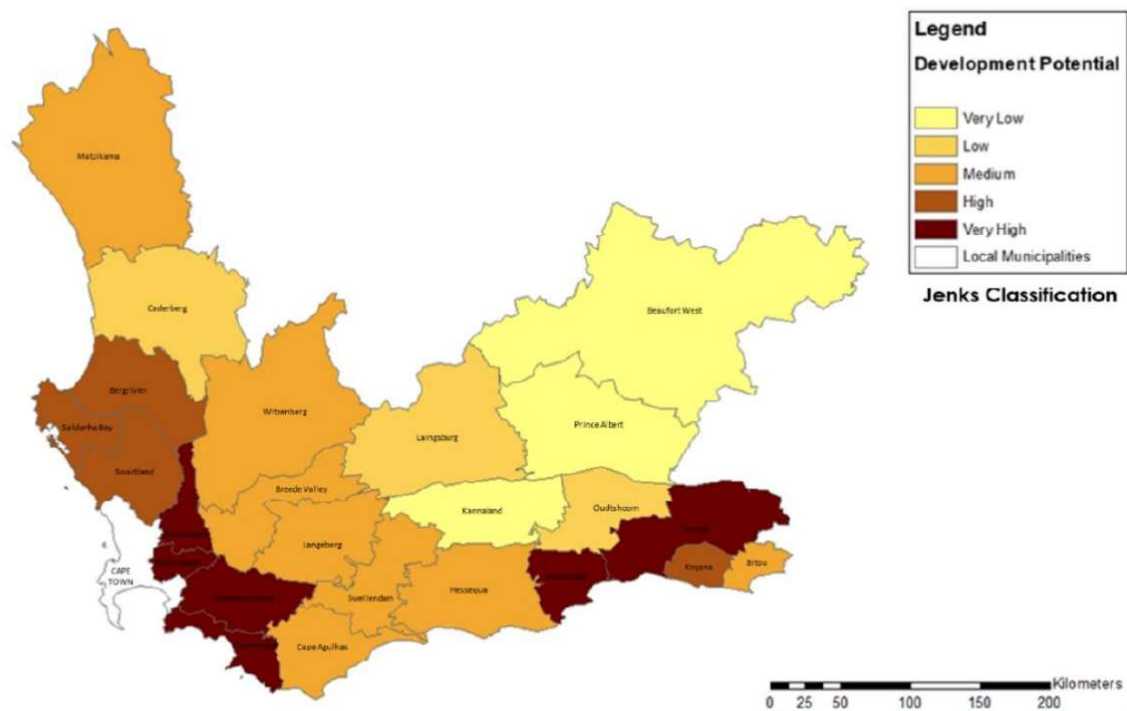


Figure 3-3 Development potential of local municipalities in the WC

Source: DEA&DP, 2018

3.1.4 Key considerations and challenges

The Western Cape faces a range of interconnected socioeconomic and spatial challenges that impact land transport, arising from rapid population growth, persistent spatial disparities, economic stagnation and very high levels of unemployment, poverty and inequality.

- Rapid population growth:** The population of the Western Cape is growing rapidly, increasing demand for goods and services, including transport. This is likely to manifest in increased freight flows, congestion and oversubscribed public transport services, resulting in longer wait times and overcrowded facilities and vehicles. Minibus taxi services are likely to respond to changing demand patterns by providing additional services, placing additional regulatory burdens on government. However, weak economic growth may dampen the impact of population growth on transport demand. Meanwhile, the state of the economy and governance finances means that there are limited resources available to invest in transport to address challenges and respond effectively growing demand.
- Poverty, unemployment and the need for affordable transport:** The Western Cape experiences persistently high levels of poverty, inequality and unemployment. Real incomes and living standards have declined over the last decade, while a recent period of high inflation has weakened the purchasing power of many consumers. Therefore, the need for affordable transport to access opportunities, including employment, is greater

than ever. This reinforces the need to subsidies to keep fares at reasonable levels, while balancing the need to generate enough revenue to sustain service levels.

- **Persistent spatial disparities:** The unjust legacy of apartheid-era spatial policy remains deeply engrained in the urban fabric of the towns and cities of the Western Cape, while development in the democratic era has, on balance, further entrenched these divides. The poor and marginalised continue to live furthest away from centres of opportunity and, as a result, experience long travel times and high travel costs, effectively excluding them from full participation in the economy.
- **Urban sprawl and car-centric development:** Development is often sited in poorly-located areas far from existing (or potential) public transport services and difficult or impossible to access on foot, thus building in car dependence and exacerbating inequality by excluding those without a car. Where major public transport improvements have been rolled out, these have not been accompanied by dense, mixed-use developments, which is a missed opportunity. Sprawling, low-density, mono-functional development also undermines the viability of public transport, which is better suited to dens, mixed use, walkable environments. Moreover, sprawled development exhausts limited supplies of undeveloped land needed for agriculture and ecosystems and creates higher infrastructure and maintenance costs.

3.2 Personal transport

3.2.1 Worker and learner travel patterns

Figure 3-4 displays the modal split for workers and learners in the Western Cape in 2020.

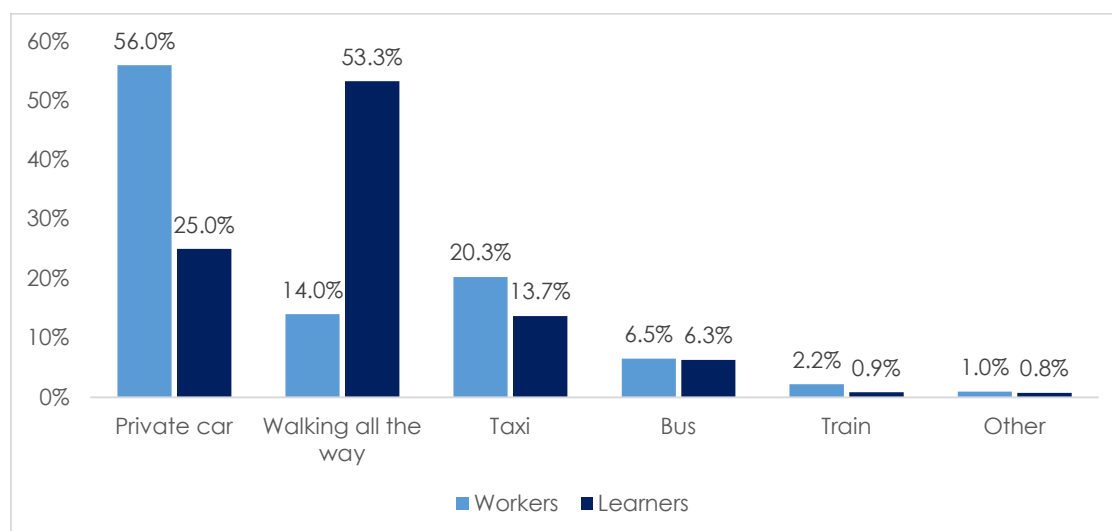


Figure 3-4 Main mode of travel used by workers and learners in the Western Cape, 2020

Source: NHTS, 2022

The main mode used by workers is the private car (56%), followed by MBTs (20%) and walking (14%) (NHTS, 2022). For learners, walking dominates (53%), followed by cars (25%) and then MBTs (14%) (NHTS, 2022).

The proportion of workers who use the train to get to work declined significantly from 2013 to 2020 (see Figure 3-5), mainly due to the collapse of Metrorail services over the period. Workers who could no longer use trains were largely absorbed by lower-capacity alternatives, mainly private cars and MBTs, whose mode share increased by 9.8% and 5.2%, respectively over the period. There was also a moderate reduction in mode share for walking and buses.

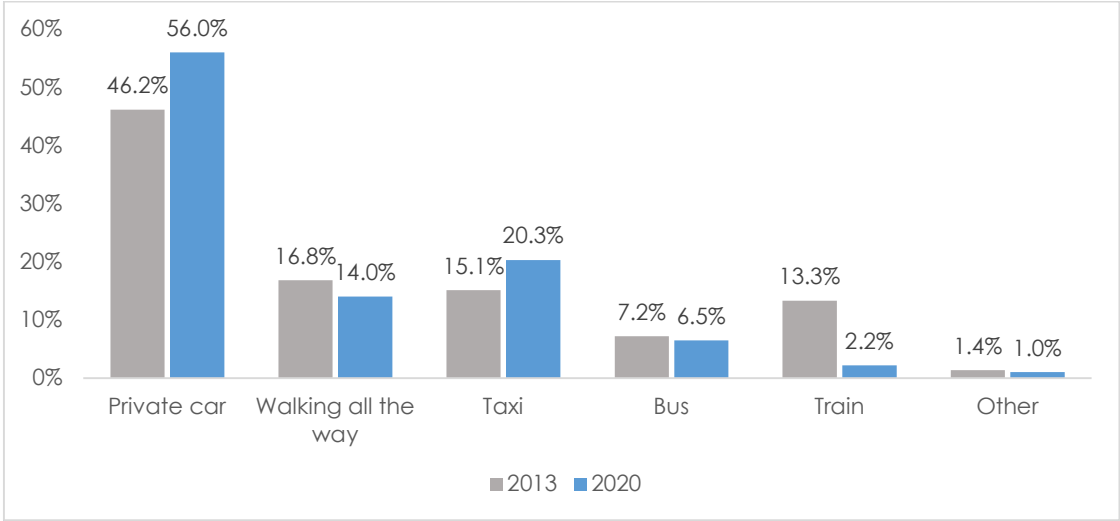


Figure 3-5 Main mode of travel for workers in the Western Cape, 2013 and 2020

Source: NHTS, 2022 and NHTS, 2014

3.2.2 Factors influencing mode choice

As shown in Table 3-3, the main factors affecting mode choice in the province are cost, comfort and time. In rural areas, factors such as flexibility and the distance from home to transport are most influential. The emphasis on travel costs underscores the economic pressures faced by households, with the cost and affordability of transport a key consideration.

Table 3-3 Top three factors influencing household mode of travel in 2020

Geography	Factors prioritised	% of households within the Province
Western Cape	Travel cost	29.7
	Comfort	16.6
	Travel time	13.7

Geography	Factors prioritised	% of households within the Province
Urban	Travel cost	30.1
	Comfort	16.8
	Travel time	13.9
Rural	Distance from home to transport / accessibility	25.2
	Flexibility	21.5
	Travel cost	14.2

Source: NHTS: Western Cape Profile, 2022

Unfortunately, both the cost and time to travel to work increased for most motorised modes between 2013 and 2020. The increases are more significant on public transport modes, disproportionately affecting lower-income passengers, who rely on these modes. Public transport travel times increased by 27 minutes on rail, and just under 20 minutes for buses and taxis (see Figure 3-6), meaning a worker using public transport in 2020 travelled for over an hour, or close to two hours depending on the mode, to reach their place of work. While there have been increases in private vehicle travel times, these are fairly modest compared to public transport.

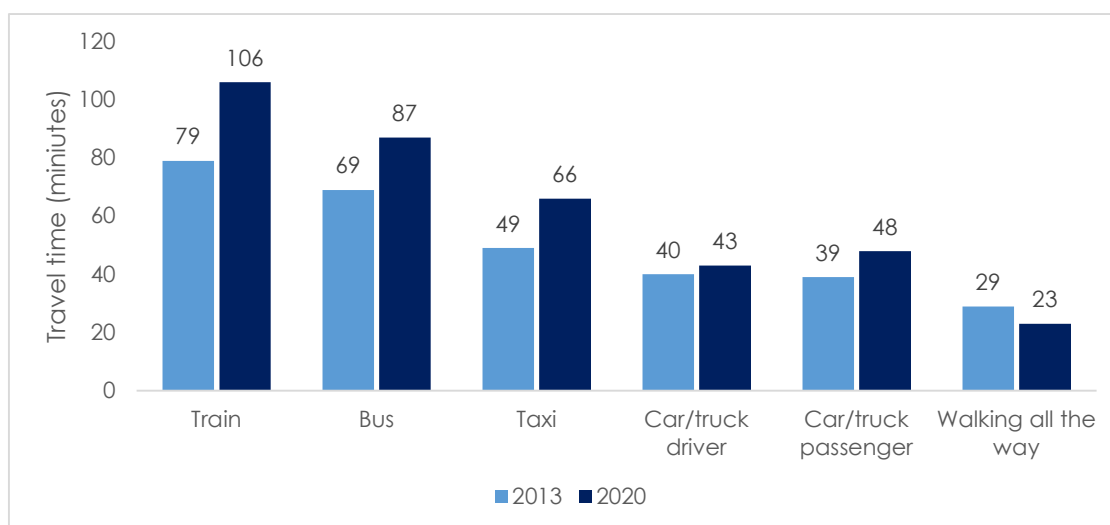


Figure 3-6 Total time travelled to work by main mode of transport, 2013 and 2020

Source: NHTS: Western Cape Profile, 2022

Similarly, the cost of travel using public transport has increased (see Figure 3-7), specifically for buses and minibus taxis, making mobility less affordable for passengers who rely on these

modes. While driving a car still remains the most expensive way to travel (R909 per month), the 2020 NHTS reports an unexpected drop in travel costs for private cars from 2013 to 2020. Further analysis of the raw survey data would be required to understand the reason for this decline.

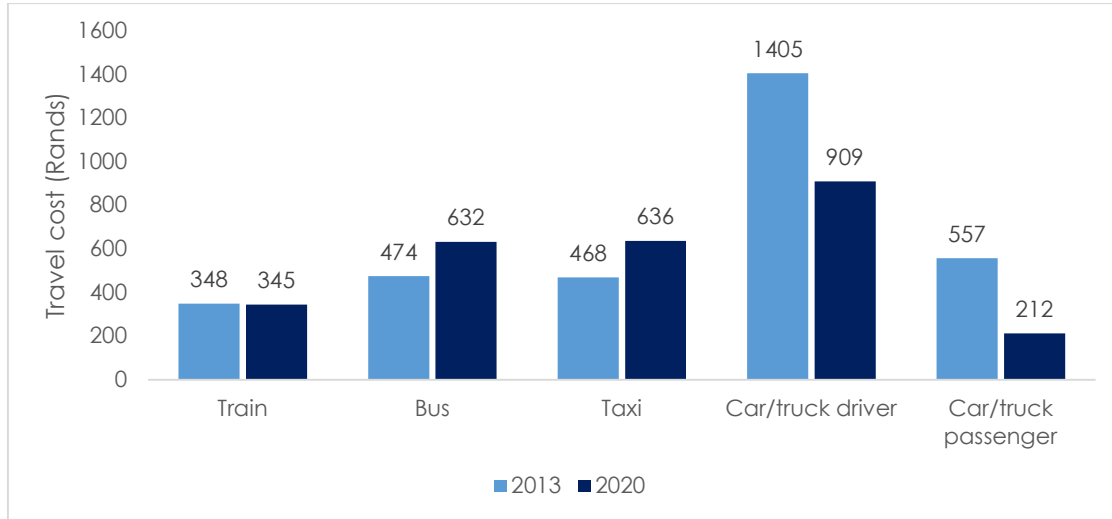
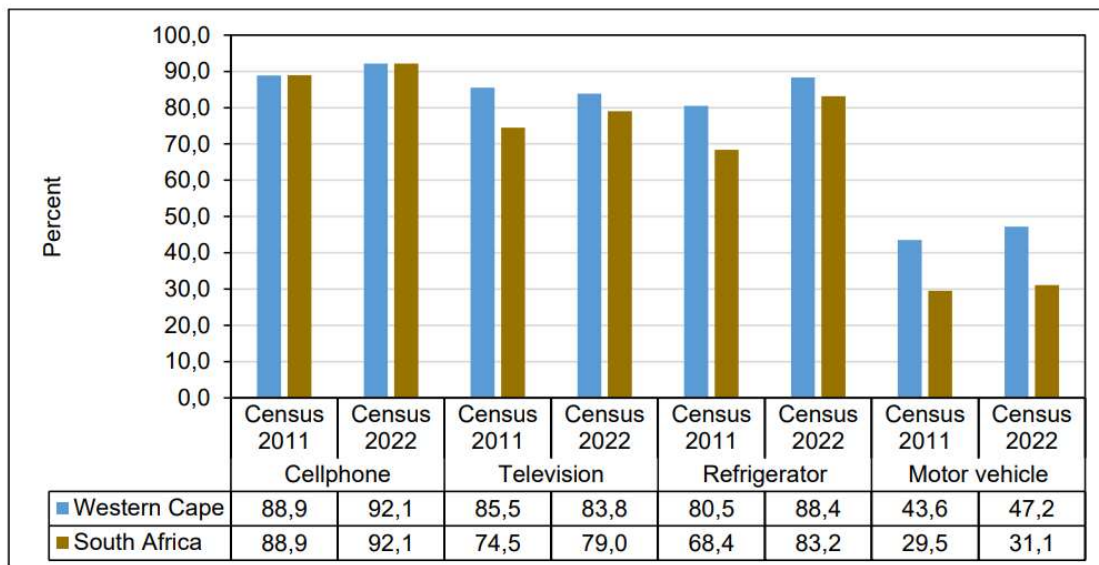


Figure 3-7 Monthly cost of transport to work by main mode of transport, 2013 and 2020

Source: NHTS: Western Cape Profile, 2022

Given the high cost of car-ownership, majority of households in the Western Cape do not own a car, as shown in Figure 3-8, highlighting the importance of providing affordable and good quality alternative transport options.



Source: Census 2011 - 2022

Figure 3-8 Percentage of households by ownership of selected household goods in South Africa and the Western Cape

Source: StatsSA, Census 2022

3.2.3 Traffic trends

In the Western Cape, road traffic has increased over time in line with economic and population growth, as shown in Figure 3-9 below.



Figure 3-9 Growth in average daily vehicle-km on the WCG network 2002 to 2022

Source: RAMP 2024/25–2033/34

Much of this growth comes from increased use of passenger cars. Figure 3-10 shows peak period traffic trends on a particular stretch of road in the Western Cape from 2001 to 2015. Through this period over 90% of vehicles on the road were cars, with the remaining 10% being heavy goods vehicles, buses and taxis. Over the period, there was a substantial increase in the number of cars using the road, while all other vehicle-types remained broadly flat. Although this is only one example, it is likely to be representative of broader trends.

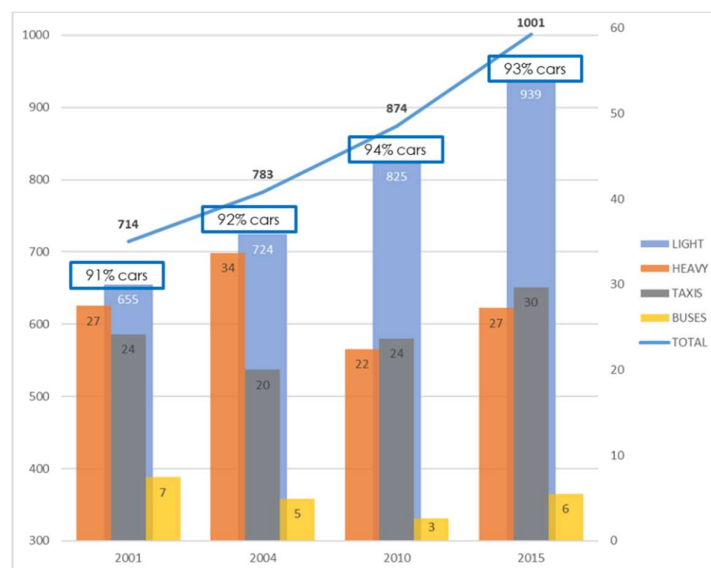


Figure 3-10 Average number of vehicles at peak between 2001 and 2015

Source: Analysis of RNIS data

While the car plays a vital role in transport and the economy, overreliance on cars generates a range of negative impacts and is considered unsustainable. Notably, widespread car use, especially when there are few occupants, is an incredibly inefficient use of road capacity, while public transport makes far better use of this limited space. In addition, most households do not have access to a car and the massive investment required to expand road capacity to accommodate increased car traffic disproportionately benefits the most well-off in society, drawing resources away from initiatives to improve access to opportunities for the poor and marginalised, who depend on public transport and non-motorised transport.

3.2.4 Public transport services

Cape Town, and to a lesser extent its neighbouring municipalities, have access to several public transport options, including rail, bus rapid transit (BRT), quality bus services and minibus taxis. Outside of these areas, minibus taxis are typically the only mode of public transport service available, with the exception of George, where a quality bus service has been established. The Western Cape Education Department (WCED) provides free transport services to qualifying learners, but these are not considered public transport in the classic sense. Table 3-4 provides key information of these services.

Table 3-4 Key information on available public transport services

Service	Type	No. of routes	Est. weekday pax trips
Minibus Taxis (MBTs)	Informal minibus taxi	2 692 local routes	1 500 000
Golden Arrow Bus Services (GABS)	Subsidised, quality bus service	1 300	230 000
Metrorail	Suburban passenger rail	5 Lines	80 000
MyCiti	Bus rapid transit trunk and feeder services	46	70 000
GO GEORGE	Subsidised, quality bus service	34	20 000

Source: Analysis of NHTS, 2022 and Cape Town CITP, 2023

The figures exclude long-distance rail and bus services and metered taxis

Figure 3-11 show the availability of these services across the Western Cape.

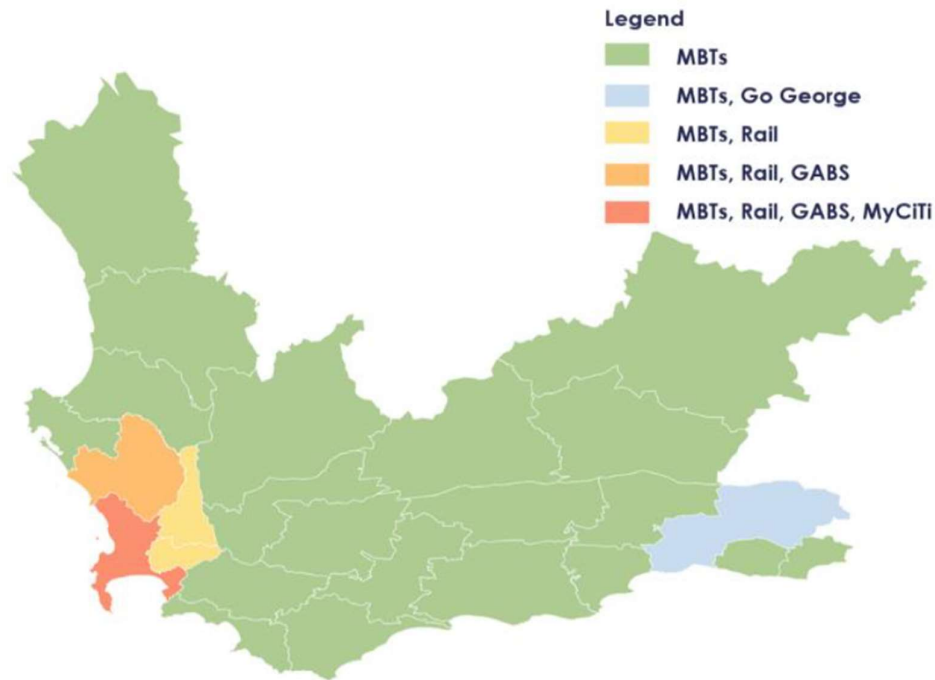


Figure 3-11 Extent of public transport services in the Western Cape

Source: Western Cape Government Analysis

3.2.4.1 Minibus taxi services

MBTs are the most-widely used mode of public transport in the province and play a vital role in enabling economic activity and access to opportunities. These services are regulated by the Provincial Regulatory Entity (PRE) through a system of operating licences, which dictate the routes on which a vehicle may operate legally and the service conditions to which they must adhere. The industry is considered informal and services are provided in all districts of the province in response to local demand.

As shown in Figure 3-12, the number of licenced MBTs in the Western Cape has increased from 13,000 in 2019 to over 16,500 in 2024, representing an average annual growth rate of 5% over the past six years. A significant number of additional licences were awarded in 2022 and 2023, as part of COCT's Special Regulatory Process (SRP).

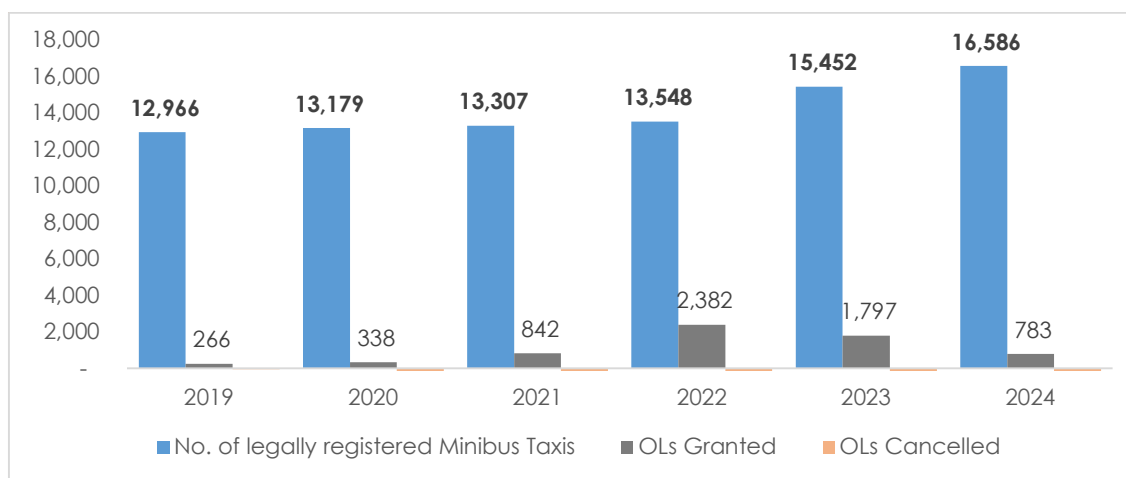


Figure 3-12 Number of minibus taxi operating licences in the Western Cape

Source: Western Cape Provincial Regulatory Entity, 2024

Figure 3-13 displays the number of local and long-distance routes by district. As expected, the largest number of routes is found in Cape Town, followed by the West Coast, Cape Winelands and Garden Route districts.

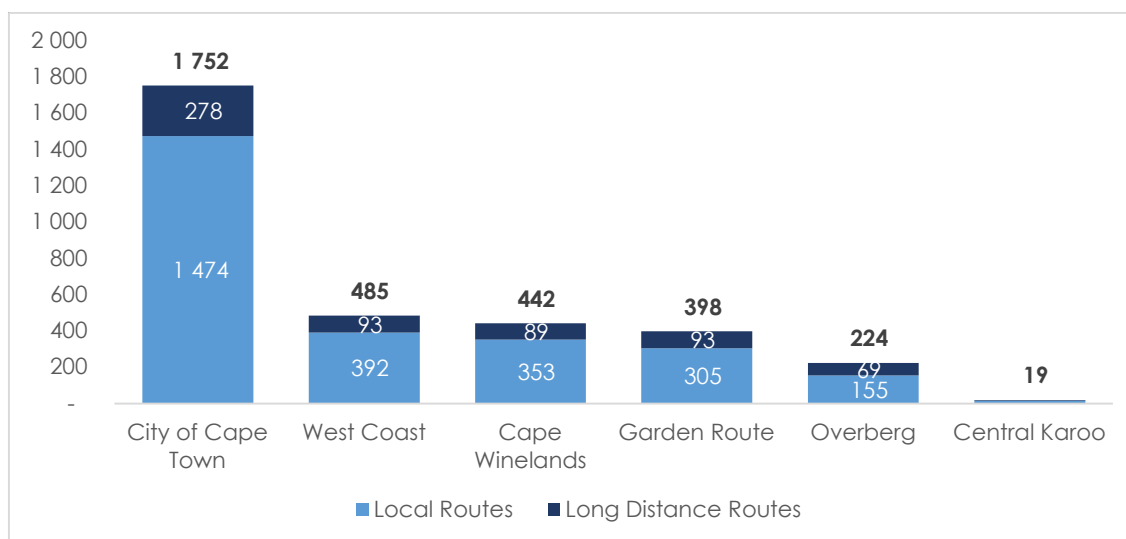


Figure 3-13 Number of local and long-distance routes by district, 2024

Source: Western Cape Provincial Regulatory Entity, 2024

Despite providing a well-used and vital service, the industry is characterised by several key challenges:

- **Dangerous driving:** The business and economic model of the industry incentivises drivers to maximise passenger numbers resulting in reckless driving, overloading and a poor passenger experience.

- **Marginal finances:** Services do not receive an operating subsidy and fare levels are constrained by the need to maintain affordability. The cost of vehicle finance is also prohibitively high. As a result, taxi services often produce marginal profits, without enough income to cover costs such as regular vehicle maintenance.
- **Service coverage gaps:** Services are delivered in response to passenger demand, with limited to no provision on low-demand routes or during off-peak hours.
- **Illegal operations and oversupply:** While the service is regulated, there is widespread illegality in the form of vehicles operating without a valid licence or licensed vehicles operating on unauthorised routes. As a result, many routes experience a surplus of vehicles competing for a limited pool of passengers.
- **Violent conflict:** Competition between associations for control over routes and geographies often results in violence.

3.2.4.2 *Metrorail services*

Urban passenger or suburban rail operates in Cape Town and into several neighbouring municipalities. These services are provided by Metrorail, a division of PRASA, on a 175km network, which is divided into 5 lines - the Southern, Cape Flats, Central, Northern and Malmesbury / Worcester Lines - with 121 stations. The network is shown in Figure 3-14.

At its peak, Metrorail transported over 600,000 passengers per day and was the main mode of public transport in Cape Town, providing affordable access to opportunities for some of the city's most deprived and far flung communities. However, over the last decade ridership declined substantially, falling from 130 million passengers in 2009 to 15 million passengers in 2018 (PRASA, 2018), as a result of corruption and mismanagement, poor maintenance, insufficient infrastructure investment, vandalism, theft and a series of arson attacks on trains. The Central Line, the busiest on the network, was shut down in 2019 due to severe infrastructure failings.

The situation got worse during the COVID-19 pandemic, which saw incidents of vandalism and theft increase to unprecedented levels and the establishment of new informal settlements on the Central Line in Philippi (GroundUp, 2024).

In 2022, PRASA's passenger lines were given an 'E' grade by the South Africa Institute of Civil Engineers (SAICE), indicating that the general condition of the network was very poor (i.e., unfit for purpose), especially its signalling equipment and station-building structures (SAICE, 2022).

In recent years, PRASA has been implementing a rebuilding and recovery programme, successfully spending R18.6 billion on their capital programme nationally in 2023/24, which includes rolling stock renewal; electrical, signalling, telecommunications infrastructure; and

general coach overhaul (PRASA, 2024). A priority is the restoration of the Central Line, which PRASA is hoping to have fully operational in 2025.

Ridership has slowly been recovering towards pre-COVID levels, increasing from 4 million passenger trips in 2022/23 to 13 million in 2023/24 (PRASA, 2024). However, the frequency of services on operational lines remains limited (30 minutes to 1 hour) and reliability remains a challenge. Over the period 2024 – 2027, PRASA plans to restore priority service lines so that a “normalised” service can once again be delivered consisting of:

- Increased frequency of trains during the day.
- Peak headways or intervals of five to ten minutes between trains.
- Off-peak headways or intervals of 10 to 30 minutes between trains.
- An average operating speed of not less than 80km/hour.

These lines include:

- **North Corridor:** Cape Town – Bellville via Goodwood, Cape Town – Strand, Cape Town – Kraaifontein Ikapa, Cape Town – Bellville via Monte Vista.
- **Central Corridor:** Cape Town – Chris Hani, Cape Town – Kapteinsklip.
- **South Corridor:** Cape Town – Simon's Town.

Lower priority lines are expected to take a longer time to restore fully, including:

- **North Corridor:** Eerste Rivier – Muldersvlei.
- **Central Corridor:** Cape Town – Bellville via Sarepta, Langa – Cape Town via Pinelands.
- **South Corridor:** Cape Town – Retreat via Athlone.

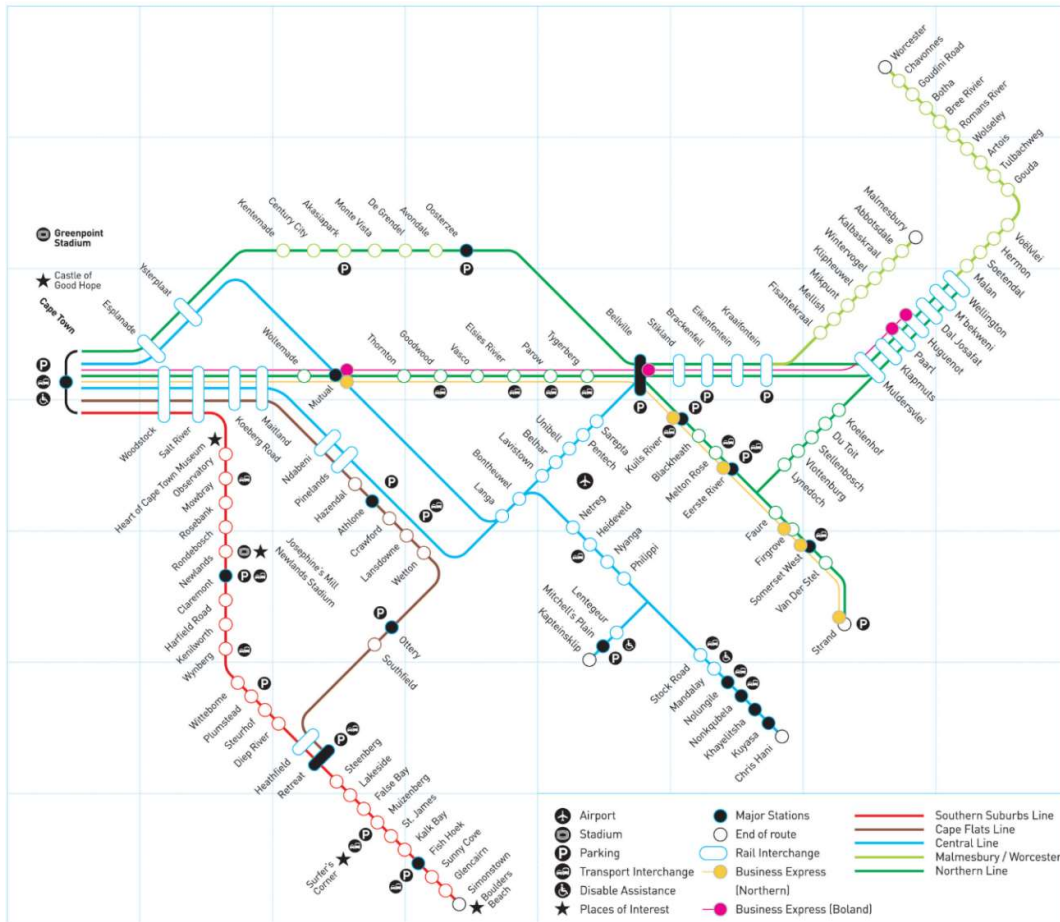


Figure 3-14 Metrorail network and stations

Source: Metrorail, N.D.

National Government has adopted a policy of devolving urban passenger rail to capacitated sub-national governments, recognising that the function is best performed locally. NDOT is preparing a devolution strategy, however, progress has been slow and both the WCG and the COCT are keen to see the process move forward, having completed a series of detailed feasibility studies.

3.2.4.3 Legacy bus services

Golden Arrow Bus Services (GABS) provides a scheduled, quality bus service across the greater Cape Town area. It operates a network of over 1 100 buses, servicing approximately 1 300 routes that link key economic hubs, residential areas and outlying communities from its six depots. The service caters to over 230 000 passengers daily, offering affordable transport to access employment, education, services and other opportunities.

GABS is contracted to the Western Cape Mobility Department (WCMD) and subsidised with the Public Transport Operations Grant (PTOG), a national conditional grant. These subsidies

ensure that a wide range of affordable services is provided. Despite this financial support, GABS faces challenges related to rising operational costs, including fuel prices and wages, which is exacerbated by cuts to PTOG allocations in recent years. Some of the primary challenges include:

- **Congestion:** Service reliability and passenger journey times are negatively affected by rising congestion of key routes, such as the N2.
- **Safety concerns:** Incidents of vandalism, theft and bus attacks have raised safety concerns for both passengers and staff.
- **Service coverage:** Although GABS serves a wide area, it is unable to expand its service offering without additional subsidies. It also provides the majority of services during peak commuting time, and service provision is infrequent on most routes during inter-peak and off-peak periods.

Despite these challenges, Golden Arrow remains a cornerstone of Cape Town's public transport system.

3.2.4.4 Integrated public transport networks

Integrated Public Transport Networks (IPTNs) are defined in the National Land Transport Act (No. 5 of 2009) as "...a system in a particular area that integrates public transport services between modes, with through-ticketing and other appropriate mechanisms to provide users of the system with the optimal solutions to be able to travel from their origins to destinations in a seamless manner".

IPTNs are in the process of being established in Cape Town and George. National policy and funding has prioritised the rollout of new BRT services on dedicated lanes. Such a system has been implemented in Cape Town and is known as MyCiTi, while in George the focus has been on the rollout of quality bus services, known as GO GEORGE, which are more appropriate to a city of its size. Both services aim to improve the passenger experience by offering high-quality, scheduled services; standardised fare systems; and universal access. In both cases, services are provided by vehicle operating companies (VOCs), formed by affected bus and minibus taxi operators, and contracted to government through a process known as industry transition.

MyCiTi

MyCiTi is a BRT system provided by the City of Cape Town (COCT), comprising trunk, feeder and direct services, as shown in Figure 3-15. The service is designed to prioritise speed and efficiency, leveraging dedicated bus lanes and stations, automated fare collection (AFC), signal prioritisation and frequent services to minimise travel times for passengers.

MyCiTi is subsidised by the Public Transport Network Grant (PTNG), a national conditional grant, the Budget Facility for Infrastructure (BFI) and a percentage of the City's rates income. These subsidies go towards capital and operational costs, helping to keep fares affordable for passengers. The service relies heavily on national funding due to the high costs of implementing and operating a BRT service.

Prior to the COVID-19 pandemic, MyCiTi provided 62 000 average weekday passenger trips, dropping to 41 000 during the pandemic (2020/21) (NT, 2018). Ridership has since rebounded to near pre-COVID levels, reaching 59 000 average weekday passenger trips in 2023/24 (NDOT, 2024).

The City is preparing to roll out Phase 2A of MyCiTi, providing enhanced connectivity along a key public transport corridor connecting Khayelitsha and Mitchells Plain, in the Metro South East, to Wynberg and Claremont. The design of Phase 2A reflects the lessons learnt through the implementation of earlier phases, with the City adopting a hybrid approach that combines BRT services on the trunk, with MBT services as feeders and providing some direct and top-up services. The City is targeting rollout of Phase 2A services in 2027 (COCT, 2023).



Figure 3-15 MyCiti Route Map

Source: City of Cape Town, 2024

GO GEORGE

GO GEORGE provides 20 000 passenger trips on an average weekday (GoGeorge, 2024). Phase 1 of the service was launched in December 2014, connecting the CBD to the northern and eastern suburbs, including stops at the Garden Route Mall and Rosemoor. Phase 2, launched in February 2015, extended the service to areas west of the CBD, including Blanco

and Heatherlands. Launching in May 2015, Phase 3 serves the southern suburbs of Pacaltsdorp, Rosedale and Syferfontein. Phase 4B, covering areas such as Parkdene and Conville, was introduced in March 2020, while November 2023 saw the rollout of Phase 4A's first route connecting Thembaletu and Blanco. Future plans include the complete rollout of Phase 4A, Phase 5 to Wilderness and Touwsrante and Phase 6 to Herolds Bay and George Airport (GoGeorge, 2024). The GO GEORGE route network is shown in Figure 3-16.

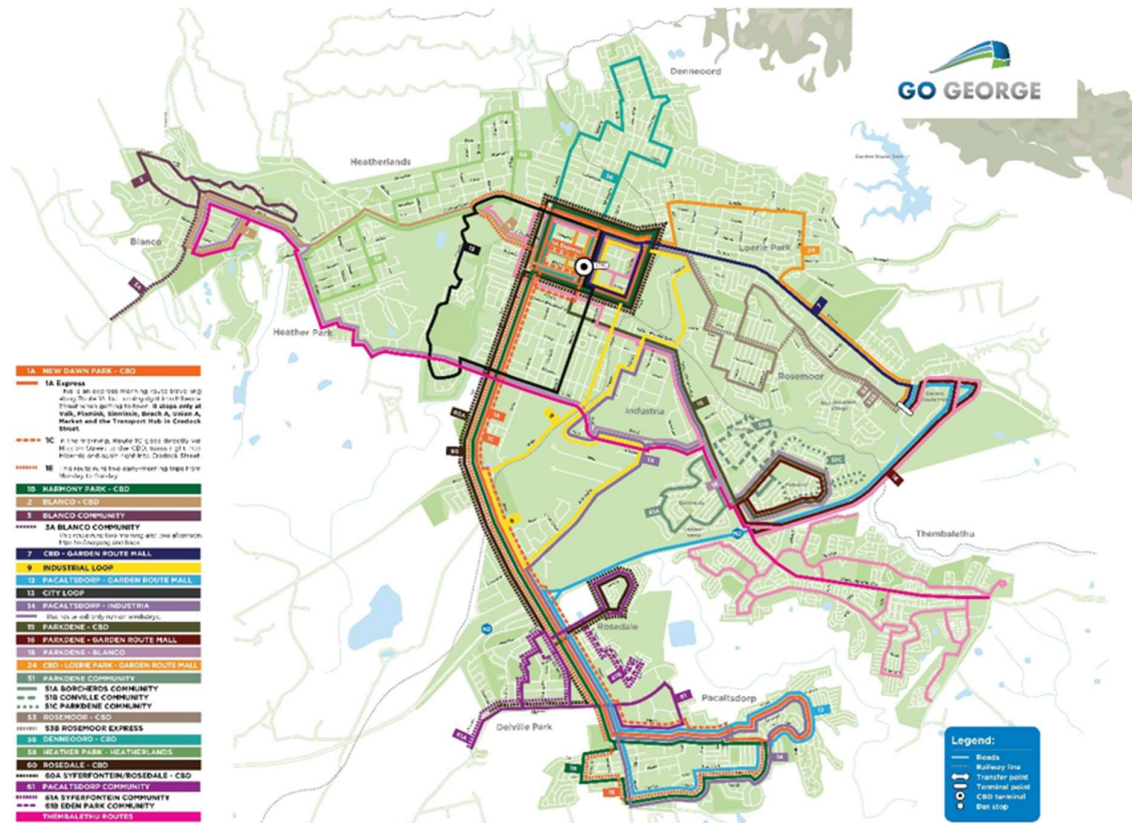


Figure 3-16 GO GEORGE service network

Source: GO GEORGE, 2024

GO GEORGE is considered an infrastructure-light service because it does not include the dedicated lanes and stations which characterise BRT. Key features of the GO GEORGE service include AFC and universal accessibility.

The GIPTN is delivered jointly by the WCMD and the George Municipality, who concluded an intergovernmental agreement (IGA) to govern this partnership.

GO GEORGE is subsidised by the PTNG, the WCMD and a portion of the George Municipality rates income. Like MyCiTi, GO GEORGE relies heavily on this funding to cover its operational and capital costs.

Challenges relating to IPTNs

While IPTNs mark an important step towards prioritising and improving public transport, they face several challenges, including high capital and operating costs, long implementation timeframes and resistance from affected public transport operators. The suitability of BRT in South African cities, with their inefficient spatial patterns and relatively low densities, is being considered critically, and lower-cost, hybrid approaches are being adopted to improve financial sustainability.

3.2.4.5 Metered taxis and e-hailing services

Both traditional metered taxi and e-hailing services operate in the Western Cape, with the largest concentration in Cape Town. In October 2024, there were 5,669 licenced metered taxi and e-hailing operators (see Figure 3-17). The vast majority (77%) are stationed at private bases and respond to pre-arranged bookings, while rank-based metered taxis, who make up 11% of the total, are positioned at designated bays at hotels, airports and public transport nodes. Key challenges include e-hailing regulation and licensing and tension between e-hailing platforms and drivers over working conditions.

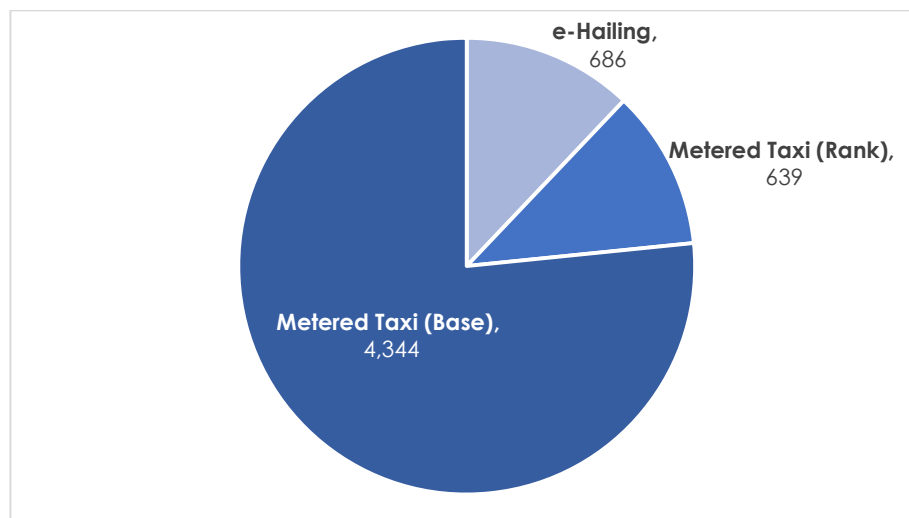


Figure 3-17 Licenced metered taxi and e-hailing operators in the Western Cape

3.2.4.6 Long distance services

Long-distance services are provided by Shosholoza Meyl (mainline passenger rail), Autopax, private companies and minibus taxis.

Shosholoza Meyl services previously ran weekly between Cape Town and Johannesburg, Durban, Queenstown and East London and provided a relatively affordable, if slow, alternative to road and air travel. However, there are currently no services operating from Cape Town, after most routes were suspended indefinitely in October 2024 due to old and unreliable rolling stock (News24, 2024).

Coach services are provided by Autopax (a subsidiary of PRASA) and private operators, including Intercap, Greyhound and SA Roadlink. These operators provide scheduled, intra- and interprovincial services between major centres and towns. In addition, some provide cross-border services to Namibia and other regional destinations.

Long-distance minibus taxi services operate throughout the year but demand increases substantially during the major holiday periods when a large number of people visit family.

3.2.5 Other available services

3.2.5.1 Learner transport

The Western Cape Education Department (WCED) provides free school transport to over 65,775 qualifying learners, predominantly in rural and peri-urban areas of the province (WCED, 2024). To qualify, a learner must live more than 5 km from their school. The service is provided by ~130 private operators contracted either to WCED or to schools directly, with a fleet of 1,000 vehicles operating across 450 routes.

3.2.5.2 Dial-a-Ride

Dial-a-Ride (DAR) is a dedicated transport service provided by the City of Cape Town for disabled individuals (COCT, 2023). To qualify, prospective passengers must complete an application form and undergo an assessment by an occupational therapist.

The service is operated by HG Travelling Services, under contract to the City, using a fleet of 13 specialised vehicles. It has 350 regular and 2 270 on-demand users and is oversubscribed with a long waiting list. The service is funded by both the City and the WCMD.

3.2.6 Non-motorised transport

Non-motorised transport plays a critical role in the transport system of the Western Cape – most people will rely on it for some part of their journey, either for first and last-mile connections or as their main mode to work, school or other destinations. However, there are several significant challenges facing NMT in the Western Cape:

- **Unsafe and unwelcoming conditions for NMT users:** NMT facilities are often inadequate or non-existent. Urban sprawl increases journey distances for those who have no choice but to walk to their destinations, while discouraging choice users from travelling by foot. The built environment, designed to favour car mobility, is hazardous and unwelcoming for pedestrians and cyclists, who must often navigate noisy, high-speed environments and long, indirect routes. Being forced to share the road with motor vehicles is not uncommon and simply crossing the road to get to work is, all too often, a fatal exercise. This situation reflects the deeply inequitable state of the

transport system, where it is the poor and marginalised who often have no choice but to walk.

- **Increasing pedestrian fatalities:** Due to the poor state of NMT infrastructure and other factors, pedestrian fatalities resulting from road crashes are high and increasing. According to the Western Cape Forensic Pathology Services (FPS), NMT fatalities account for 49.8% of all road fatalities in the Western Cape, and pedestrian fatalities alone account for 47.9%. While the number and proportion of fatalities for other road-user types decreased from 2011 to 2023, safety issues for pedestrians have worsened over time, with pedestrian fatalities having increased by 20.6% over the same period.
- **Limited role of cycling:** While cycling has significant potential to improve access to opportunities, particularly over longer distances unsuitable for walking, it currently plays a negligible role, and many low-income households who could benefit from access to a bicycle cannot afford to purchase or maintain one.
- **Exposure to crime:** NMT users are highly susceptible to crime, especially when travelling on foot after dark. This is most prevalent on quiet routes that are poorly lit and poorly maintained, with limited or no visible policing.
- **Institutional challenges:** Most municipalities lack the capacity and resources needed to deliver much-needed improvements to NMT facilities.

3.2.6.1 Existing initiatives

To address these challenges, the WCMD has established strong partnerships with municipalities to improve conditions for non-motorised transport. The WCMD supports municipalities in developing NMT Master Plans and the planning, design, funding and implementation of NMT infrastructure projects. Examples of this support are provided in Table 3-5.

Table 3-5 Examples of NMT initiatives supported by WCMD

Year	Municipality	Support provided
2024/25	Cape Winelands District Municipality	<ul style="list-style-type: none"> Improved NMT infrastructure in the vicinity of the Pioneer School for the Blind in Worcester.
2018 - 2025	Overstrand Municipality	<ul style="list-style-type: none"> NMT Master Plan. Conceptual and detailed infrastructure designs. Implementation support, including construction of sidewalks and safe pedestrian crossings.
2016 - 2019	Stellenbosch Municipality	<ul style="list-style-type: none"> Conceptual and detailed infrastructure designs.

Year	Municipality	Support provided
		<ul style="list-style-type: none"> Implementation support, including with construction of sidewalks, safe pedestrian crossings and shared-use facilities.

Furthermore, the WCMD maintains two bicycle distribution programmes to improve access to and promote the use of bicycles:

- PSTP Bicycle Distribution Programme:** The Programme was initiated in November 2019 and distributes approximately 400 bicycles annually (~2,500 bicycles in total) to communities and organisations in need, including schools, community development organisations, small businesses and neighbourhood watch groups. The programme also includes safety training, bicycle maintenance, monitoring and evaluation and awareness raising activities. Findings from M&E surveys reveal that approximately 65% of recipients use their bicycles daily, and approximately 95% use their bicycles weekly or more frequently.
- Shova Kalula Programme:** Through this long-standing initiative of the National Department of Transport, the WCMD facilitates the distribution of bicycles to learners across the Western Cape.

The City of Cape Town has an active NMT improvement programme and plans to expand its NMT network over the five-year period of the CIP (2023 – 2028) in accordance with their NMT Network Plan. This includes improvements to existing NMT facilities to reduce safety risks and ensure they are universally accessible. The City is also developing a Pedestrianisation Plan to identify areas where motor vehicle access can be restricted or eliminated to improve walking conditions and the quality of the public realm.

In addition, both the City of Cape Town and George Municipality have invested in NMT infrastructure through the rollout of their respective IPTNs.

3.2.7 Provincial Sustainable Transport Programme

The Provincial Sustainable Transport Programme (PSTP) has been developed by the WCMD as a key programme to carry out planning and implementation of initiatives that respond to the key transport challenges faced by the Western Cape. It aims to improve mobility and access to opportunities across the province, and to give effect to the strategic direction and plans provided in higher-level planning documents, such as the WCPLTF. The PSTP was approved by Cabinet in 2018, and works across MBTs, bus, rail, walking and cycling, freight, institutions (including support to local municipalities), funding and the low-carbon transition. It is through the PSTP that the WCMD supports and is able to progress key priority initiatives across public and non-motorised transport. Initiatives implemented through the PSTP include

the Red Dot Minibus Taxi Programme which responded to the transport needs of the COVID-19 pandemic, the Blue Dot Minibus Taxi Improvement Programme, the Jobseeker Travel Voucher Programme and NMT planning, design and implementation support to local municipalities (as outlined above).

3.2.8 Key considerations and challenges

The key considerations and challenges regarding personal transport in the Western Cape include:

- **Trending in the wrong direction:** Due to inadequate public transport, the collapse of Metrorail services and car-dependent development there has been a modal shift toward less sustainable transport modes, mainly lower-capacity passenger cars and minibus taxis - thereby worsening congestion and increasing GHG emissions and other negative externalities, such as air pollution and community severance.
- **Neglect of walking:** Walking is one of the most widely used modes of transport in the Western Cape but is poorly provided for and often unsafe. This is reflected in the unacceptably high number of pedestrian fatalities resulting from road crashes.
- **Unequal access to opportunity:** South Africa is the most unequal society on earth, and this is reflected in the characteristics of the transport system, including here in the Western Cape. The poor, low-income and marginalised majority rely on wholly inadequate public transport or walking to access opportunities, while the better off, car-owning minority have far better access to opportunities and benefit from a built environment and transport network that prioritise car mobility over all other modes. This exclusionary dynamic constrains productivity and economic growth, distorts the labour market and entrenches extreme inequality.
- **The collapse of rail:** Once the backbone of Cape Town's transport system and a vital lifeline for hundreds of thousands of passengers, Metrorail services declined significantly over the past decade. A process of rebuilding and recovery is underway, key performance measures are improving and passenger numbers are on the rise. However, the service remains limited and unreliable, and the recovery fragile.
- **Minibus taxi issues:** Minibus taxi services are a vital part of the transport system in the Western Cape. However, they experience several challenges, including unsafe driving practices, overloading and violent conflict over routes. These issues have their origin in the economics of the industry - operators and drivers must cover all their costs from fare income - which incentivises fare chasing and poor driving and limits the extent of services provided to those which are commercially viable in the absence of operating subsidies.

- **Limitations of bus rapid transit:** The national Public Transport Strategy and Action Plan (2007) prioritised the implementation of BRT, including in Cape Town, and many lessons have been learnt in the almost two decades since the strategy was published. While BRT has an important role to play in the transport system, its viability is hampered by urban land-use patterns (low densities, long distances, little seat turnover) and passenger affordability constraints. Other challenges include long implementation timelines, high upfront and ongoing costs and resistance from existing public transport operators. Additionally, the corridor-by-corridor approach to implementation results in little benefit to residents and visitors in other areas. As a result, a revised approach to public transport improvement is needed that incorporates these lessons.
- **Limited rural connectivity:** While PRASA previously operated rail services from Cape Town to Gauteng via Beaufort West, these have been halted indefinitely (GoundUp, 2024). For intertown or long-distance transport, the main public transport options available to rural communities are minibus taxis and private long-distance bus services, but these are typically infrequent or unaffordable, and people often resort to hitchhiking. Within settlements or over shorter distances, minibus taxis are often the only public transport option, while walking is widespread. However, the provision for walking (and cycling) is limited, and minibus taxis experience service quality issues, as described above.
- **Institutional constraints:** Responsibility for key public transport functions is split between different entities, resulting in coordination and integration challenges, and progress towards consolidating these functions has stalled. At the same time, there are significant institutional capacity and funding constraints at local government level, preventing the establishment of sustainable transport systems.

While there are serious challenges affecting personal transport, there is also great potential. A well-functioning, broadly accessible sustainable transport system is key to an inclusive and productive economy, catalysing economic growth and job creation, reducing GHG emissions and radically improving access to opportunity.

3.3 Road infrastructure

The road network comprises national, provincial and municipal roads. The trunk, primary, secondary and tertiary networks are shown in Figure 3-18 (GAIN, 2023).



Figure 3-18 Map of the Western Cape road and rail network

Source: GAIN (2023) Freight Demand Model Report, Western Cape

3.3.1 National road network

South African National Roads Agency SOC Ltd (SANRAL) Western Region is responsible for the management and maintenance of gazetted national roads in the Western Cape in terms of the South African National Roads Agency Limited and National Roads Act (Act No. 7 of 1998). The network is almost 1 500 km in length (Table 3-6), and the N1 is the longest national road in the province linking the Cape Town to Gauteng (WCG, 2024).

Table 3-6 Extent of the national road network in the Western Cape

National Road No.	N1	N2	N7	R300	Total
Length (km)	542.5	517.0	384.7	16.4	1 460.6

Source: Road Asset Management Plan 2023/24 – 2033/34

The highest levels of average daily traffic (ADT) are typically on the R300 and the N2 in Cape Town between the R300 and Strand (see Figure 3-19). Heavy traffic flows are also experienced on the N1 (between the R300 and Paarl, and Paarl and Worcester) and the N2 (between Mossel Bay and Wilderness) (SANRAL, 2024).

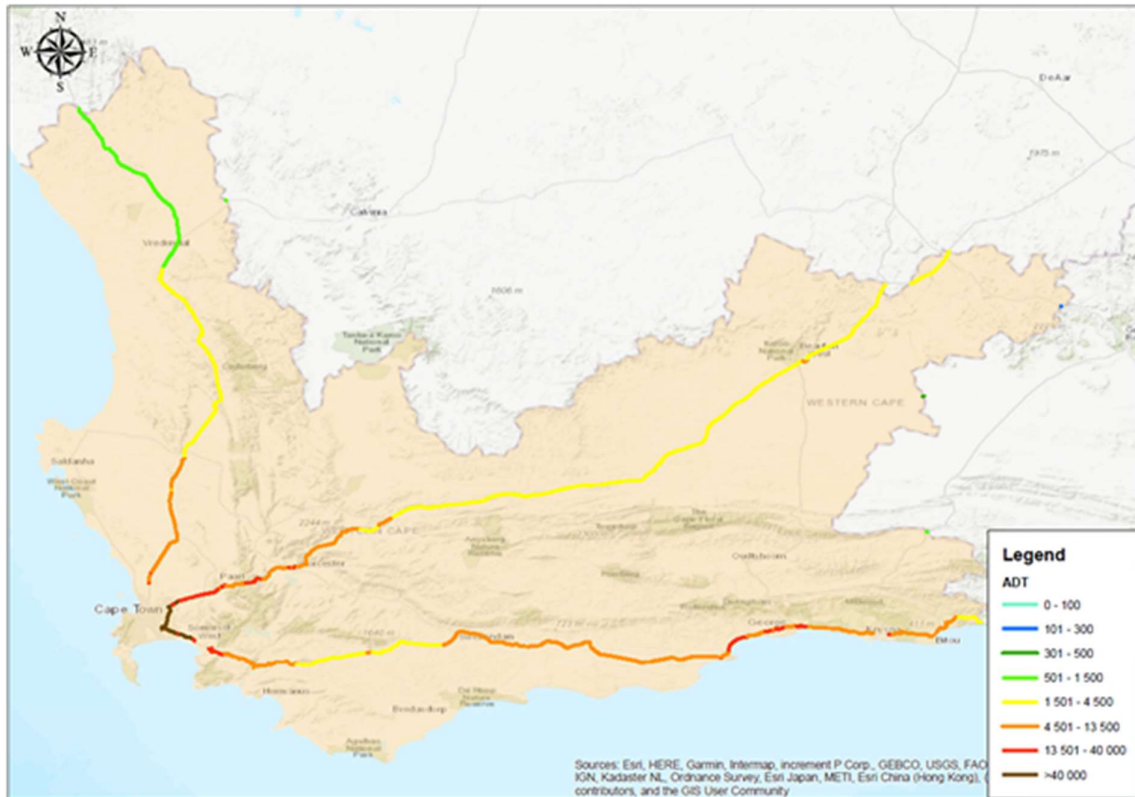


Figure 3-19 Average Daily Traffic (ADT) using the national road network

Source: SANRAL (2024)

The overall visual condition index⁴ (VCI) of the national road network ranges from fair to very good, with some short sections that are rated to be poor, as shown in Figure 3-20.

⁴ A standard visual assessment index prescribed in the Technical Methods for Highways 9 (TMH 9). The assessment is conducted using TMH 9 guidelines and a standard assessment form.

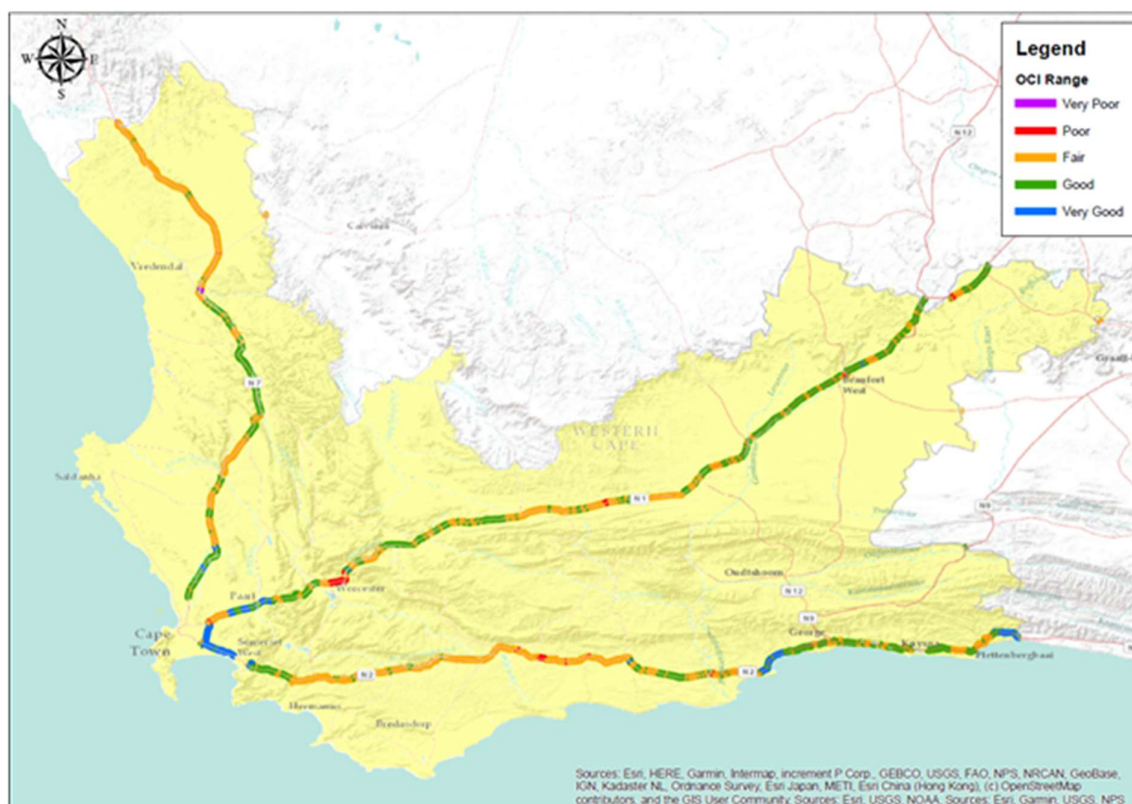


Figure 3-20 Overall visual condition index (VCI) of national roads in the Western Cape

Source: SANRAL (2024)

3.3.2 Provincial road network

Provincial roads are those proclaimed by the Western Cape Government (WCG) and classified as either trunk roads, main roads, divisional roads or minor roads. The Department of Infrastructure (DOI) oversees the provincial road network and district municipalities perform maintenance functions on an agency basis (WCG, 2024). Detailed information on the provincial road network is shown in Table 3-7.

Table 3-7 Centreline length of the proclaimed provincial road network

Area	Trunk Roads	Main Roads	Divisional Roads	Minor Roads	Total	%
PAVED ROADS						
Cape Winelands	385.48	732.27	525.46	121.66	1 764.87	24.2%
Central Karoo	553.72	63.91	14.82	0.97	633.42	8.7%
Garden Route	765.52	465.72	279.50	44.47	1 555.21	21.3%
Overberg	351.71	385.41	192.54	59.47	989.13	13.6%
West Coast	436.54	894.52	310.21	90.73	1 732.00	23.4%

Area	Trunk Roads	Main Roads	Divisional Roads	Minor Roads	Total	%
City of Cape Town	146.30	84.14	47.02	1.35	278.81	3.8%
UniCity⁵	-	295.16	67.78	-	362.94	5.0%
Total	2 639.27	2 921.13	1 437.33	318.65	7 316.38	100.0%
%	36.2%	40.0%	19.4%	4.4%	100.0%	-
UNPAVED ROADS						
Cape Winelands	-	234.41	883.54	1 755.00	2872.95	11.6%
Central Karoo	68.07	616.56	1 676.54	3 781.96	6 143.13	24.6%
Garden Route	63.17	455.09	2 456.52	2 328.86	5 303.64	21.3%
Overberg	-	115.74	1 153.45	1 450.95	2 720.14	11.0%
West Coast	-	374.93	1 575.53	5 880.32	7 830.78	31.4%
City of Cape Town	-	-	-	14.53	14.53	0.1%
Total	131.24	1 796.73	7 762.30	15 211.62	24 901.89	100.0%
%	0.5%	7.2%	31.2%	61.1%	100.0%	-
ALL ROADS						
Cape Winelands	385.48	966.68	1 409.00	1 876.66	4 632.82	14.4%
Central Karoo	621.79	680.47	1 691.36	3 782.93	6 776.55	21.0%
Garden Route	828.69	920.81	2 736.02	2 373.33	6 858.58	21.3%
Overberg	351.71	501.15	1 345.99	1 510.42	3 709.27	11.6%
West Coast	436.54	1 269.45	1 885.74	5 971.05	9 562.78	29.6%
City of Cape Town	146.30	84.14	47.02	15.88	293.34	0.9%
UniCity	-	295.16	67.78	-	362.94	1.1%
Total	2 770.51	4 717.68	9 182.91	15 530.27	32 201.55	100.0%
%	8.6%	14.6%	28.5%	48.3%	100.0%	-

Source: RAMP 2024/25–2033/34

Sections of the national and provincial road network form the Provincial Strategic Road Network, shown in Figure 3-21, which is considered vital for the economic, social and logistical functioning of the province. These roads are typically well-maintained, have a high

⁵ The UniCity road network refers to roads that were historically maintained by COCT, but their condition has deteriorated to such an extent that the WCG has taken over their maintenance (WCG, 2024)

capacity and connect major urban centres, industrial areas and transportation hubs. They are designed to facilitate the efficient movement of goods, people and services and to support economic development (WCG, 2024).



Figure 3-21 Provincial Strategic Road Network

Source: RAMP 2024/25–2033/34

Traffic on the managed provincial road network is shown in Table 3-8 and represented in Figure 3-22. Paved roads carry 96% of the vehicle kilometres driven on the provincial network, and less than 1% of the province’s traffic uses minor roads.

Table 3-8 Usage of the managed provincial road network

Annual average daily traffic (AADT)	Paved roads		Unpaved roads		All roads	
	km	%	km	%	km	%
0 – 100	197	3%	6 648	64%	6 845	39%
100 – 300	831	12%	3 057	30%	3 888	23%
300 – 600	1 199	16%	575	6%	1 774	10%
600 – 1 500	2 106	28%	49	0%	2 155	12%

Annual average daily traffic (AADT)	Paved roads		Unpaved roads		All roads	
	km	%	km	%	km	%
1 500 – 5 000	1 796	24%	0	0%	1 796	10%
5 000 – 10 000	678	9%	0	0%	678	3%
10 000 – 40 000	601	7%	0	0%	601	3%
40 000+	77	1%	0	0%	77	0%
Totals	7 485	100%	10 329	100%	17 814	100%

Source: RAMP 2024/25–2033/34

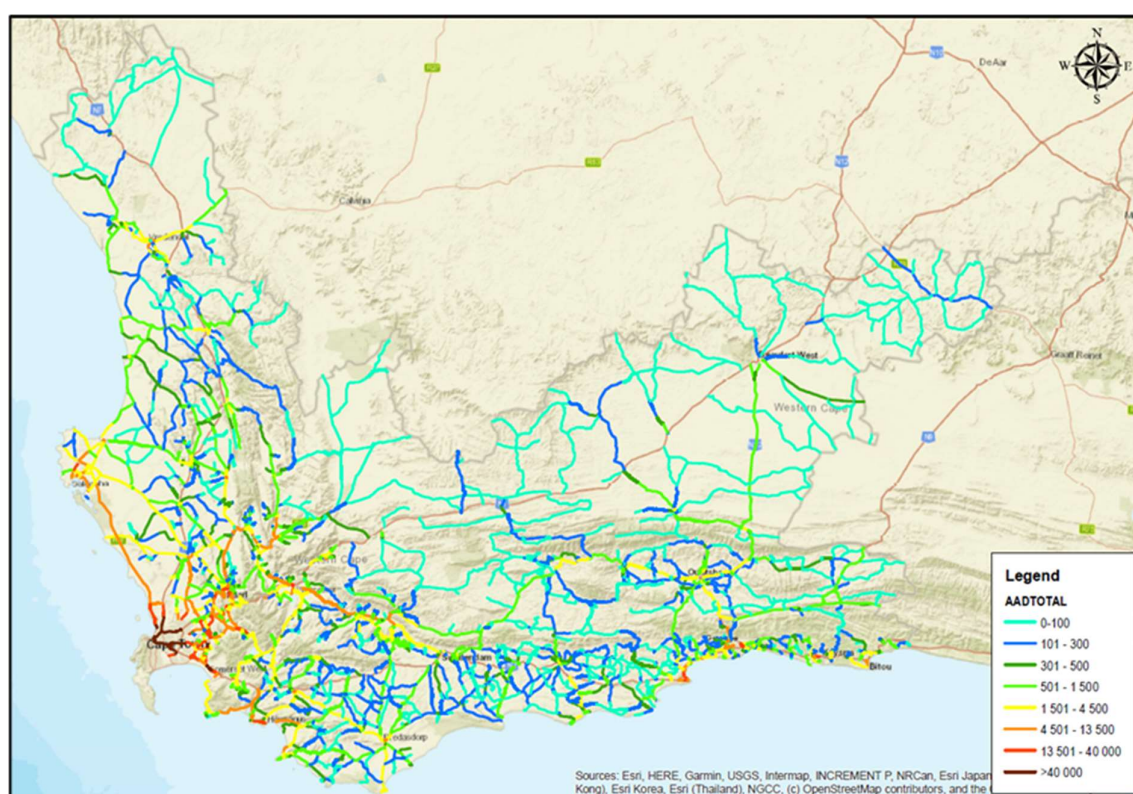


Figure 3-22 Traffic using the provincial road network

Source: Western Cape Department of Infrastructure, 2023

Table 3-9 displays the condition of paved roads per district based on the visual condition index (VCI) of the roads.

Table 3-9 Condition of paved roads per DM in the Western Cape (2022)

District Municipality	Visual Condition Index by Length (km)					Total
	Very Poor	Poor	Fair	Good	Very Good	
City of Cape Town	0	3	5	40	162	210
Cape Winelands	14	81	347	580	384	1 406
Garden Route	6	81	338	593	545	1 563
Overberg	6	75	254	351	411	1 097
Central Karoo	19	55	261	208	115	658
West Coast	55	129	468	824	562	2 038
UniCity⁶	17	105	157	118	85	482
Total (km)	118	528	1 830	2 713	2 264	14 907
Total (%)	2%	7%	25%	36%	30%	100%

Source: RAMP 2024/25–2033/34

Generally, the paved provincial roads are in good condition. In 2022, two-thirds (66%) were classified as being in good or very good condition, up from 56.6% a decade earlier (see Figure 3-23).

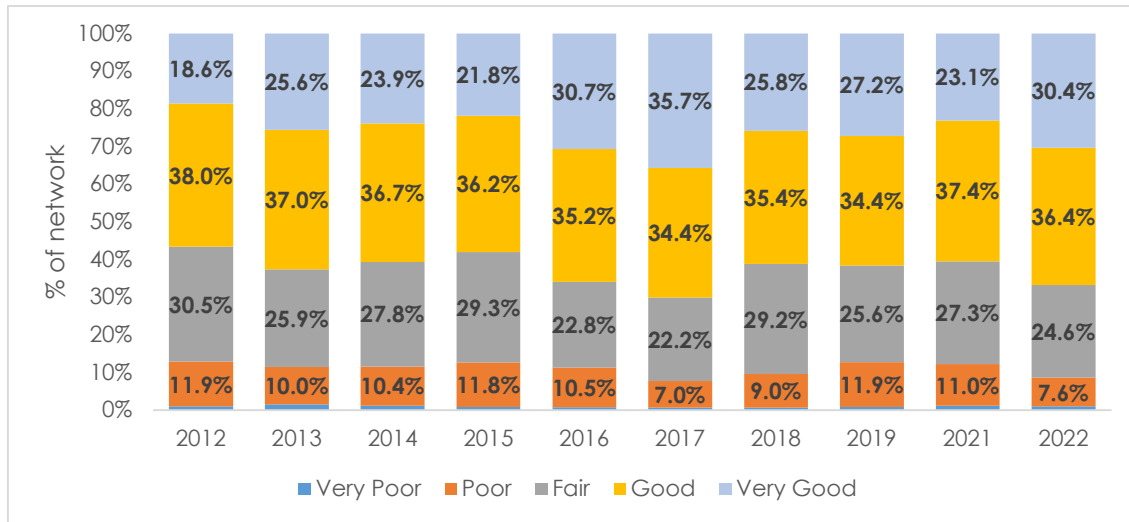


Figure 3-23 Change in the VCI of the paved road network (2012 to 2022)

Source: RAMP 2024/25–2033/34

⁶ Roads that were historically maintained by COCT, but the condition of these roads has deteriorated to such an extent that they are not able to maintain them (WCG, 2024).

Figure 3-24 provides a detailed map of the condition of the provincial paved road network. Roads of very poor quality are generally located on the outskirts of Cape Town, the West Coast and the Central Karoo.



Figure 3-24 Condition of the provincial-managed paved road network

Source: Western Cape Department of Infrastructure, 2023

The condition of the provincial unpaved road network per district is shown in Table 3-10.

Table 3-10 Condition distribution per DM for unpaved roads in the Western Cape (2022)

District Municipality	Visual Condition Index by Length (km)					Total
	Very Poor	Poor	Fair	Good	Very Good	
City of Cape Town	0	0	0	0	0	0
Cape Winelands	24	615	493	91	6	1 229
Garden Route	221	1 365	1 204	261	19	3 070
Overberg	5	252	774	261	19	1 311
Central Karoo	36	314	764	625	735	2 474
West Coast	29	1 042	1 040	129	23	2 263
Total (km)	316	3 588	4 275	1 366	798	10 343

Total (%)	3%	35%	41%	13%	8%	100%
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Source: RAMP 2024/25–2033/34

As shown in Figure 3-25 and Figure 3-26, the condition of unpaved roads has improved between 2012 and 2022, with 21% categorised as good to very good condition in 2022. However, 38% remained in very poor to poor condition.

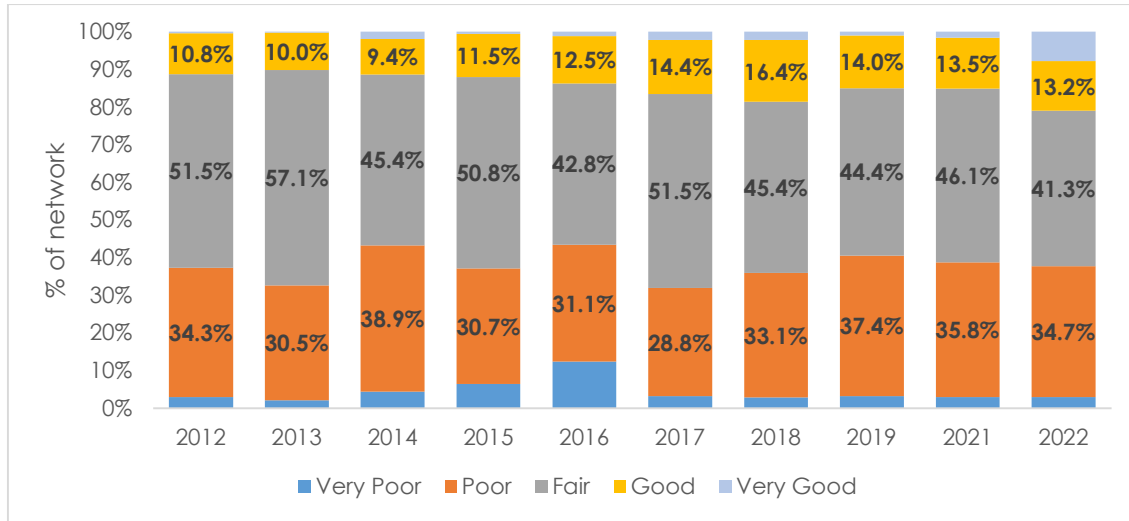


Figure 3-25 Change in the VCI of the unpaved road network (2012 to 2022)

Source: RAMP 2024/25–2033/34

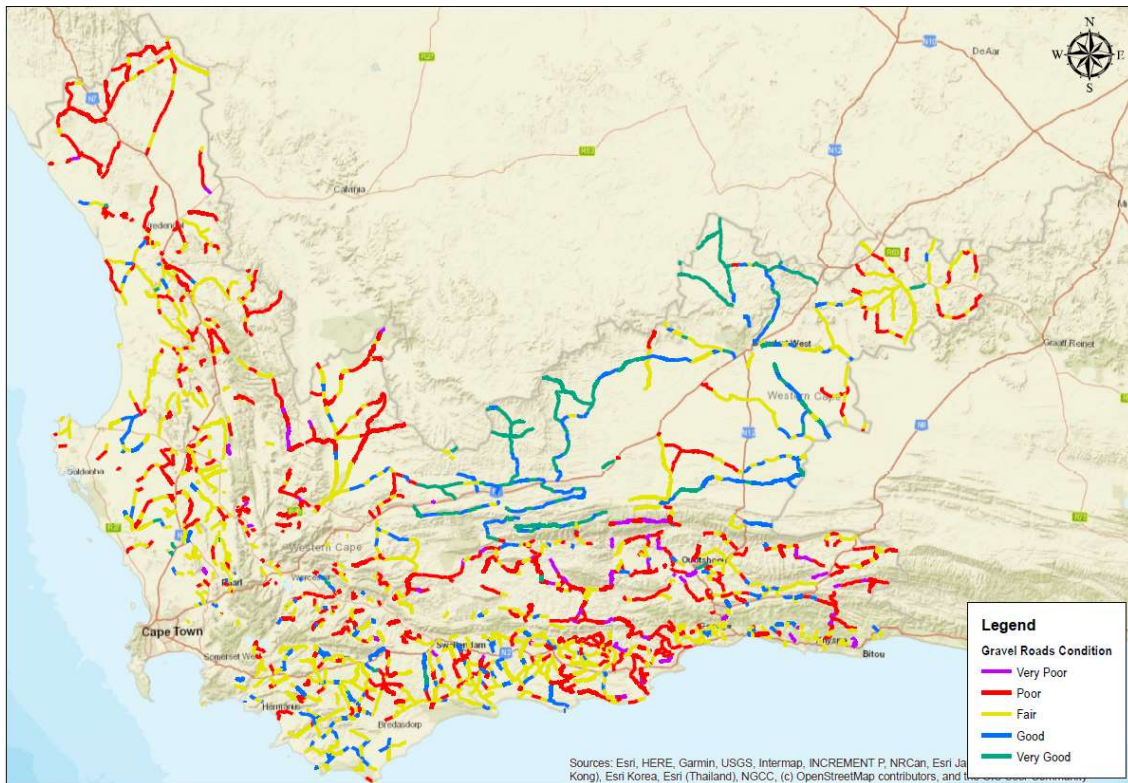


Figure 3-26 Condition of the provincial-managed unpaved road network

Source: Western Cape Department of Infrastructure, 2023

Considering the full provincial road network, a key driver of excessive deterioration is freight vehicle overloading, which increases road maintenance costs and poses a safety risk. As a result, overload control is crucial for effective road infrastructure management. There are seven weighbridges in the Western Cape, strategically located on key freight routes, including the N1, N2 and N7 (see Table 3-11). These facilities are used to weigh vehicles to ensure that they comply with legal weight limits.

Table 3-11 Weighbridges in the Western Cape

Weighbridge	Municipality	Road
Joostenberg	Drakenstein	N1
Rawsonville	Breede Valley	N1
Beaufort West	Beaufort West	N1
Somerset West	City of Cape Town	N2
Swellendam	Swellendam	N2
Vissershok	City of Cape Town	N7

Weighbridge	Municipality	Road
Moorreesburg	Swartland	N7
Klawer	Matzikama	N7

Source: Western Cape Government, 2024

Table 3-12 shows the overload control statistics from the eight weighbridges in the province over the past ten years. There has been an upward trend in vehicle overloading, driven by weak regulatory control, lack of capacity at weighbridges and ineffective penalties.

Table 3-12 Overload control statistics

Financial year	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23
Vehicles weighed	658 256	673 920	651 541	592 054	618 744	632 538	599 976	424 300	553 529	423 260
Vehicles legal	574 611	597 127	575 041	518 832	533 814	540 902	517 602	360 907	472 718	358 022
Vehicles overloaded	83 545	76 793	76 500	73 222	84 930	91 636	82 374	82 393	80 811	65 238
% Vehicles overloaded	12.7%	11.4%	11.7%	12.4%	13.7%	14.5%	13.7%	14.9%	14.6%	15.4%
% Overloaded within 5% limit	10.6%	9.3%	9.7%	10.2%	11.7%	12.4%	11.8%	13.0%	12.7%	13.5%

Source: RAMP 2019/20 to 2028/29 and 2024/25–2033/34

3.3.3 Municipal road network

The municipal road network is managed and maintained by local municipalities and further information is provided in Table 3-13.

Table 3-13 Extent of the local municipality road network in the Western Cape

District Municipality	Paved (km)	Unpaved (km)	Total	%
Cape Winelands¹	1 442	168	1 610	9.4%
Central Karoo²	168	91	259	1.5%
Garden Route²	1 836	224	2 060	12%
Overberg²	940	300	1 240	7.2%
West Coast²	1 226	316	1 541	9%

District Municipality	Paved (km)	Unpaved (km)	Total	%
Subtotal	5 612	1 100	6 711	39.2%
COCT³	10 257	162.0	10 419	60.8%
Total (km)	15 869	1 262	17 131	-
Total (%)	92.6%	7.4%	100.0%	100.0%

Sources:

Business Plan for the Development, Implementation and Management of the Rural Roads Asset Management System Rev 01 July 2020 – June 2021, (2021)

Rural Roads Asset Management Systems (RRAMS) Q3 (2022/23) Progress Reports, (2023)

City of Cape Town Comprehensive Integrated Transport Plan 2023–2028, (2023)

Rural Road Asset Management Systems (RRAMS) are being established in each district municipality with financial and administrative support from the NDOT and consultative support from the DOI. The intention of RRAMS is to improve the efficiency and effectiveness of rural road infrastructure management (WCG, 2024). RRAMS aims to:

- Enhance road network planning and decision-making;
- Optimise resource allocation; and
- Improve road condition monitoring (thereby reducing road maintenance costs).

3.3.4 Key considerations and challenges

While the road network in the Western Cape is generally in good condition, there is a substantial maintenance backlog that can only be addressed with additional funding. Persistently high numbers of overladed trucks are a major cause of road damage, an issue which is likely to be exacerbated by the decline of freight rail.

Road infrastructure planning typically occurs separately from broader transport planning and continues to prioritise vehicular mobility over the needs of people in a manner that is inconsistent with national policy, including the principles of sustainable transport and the just transition to net zero. This includes the continued use of outdated predict and provide methodologies and design standards that prioritise vehicles. Road capacity expansion is largely driven by the need to accommodate ever growing car traffic, perpetuating a car-dominated, highly unequal transport system and built environment, exacerbating issues of community severance and poor health and enabling increased GHG emissions and air pollution. Continually increasing road capacity is not a sustainable, long-term strategy and the priority must be on improving sustainable modes of transport, spatial transformation and travel demand management.

3.4 Freight transport

South Africa's economy depends on 732 million tonnes of freight annually, requiring 268 billion tonne-kilometres of transport. In 2021, 17.1% of South Africa's freight originated in or was destined for the Western Cape, highlighting the central role of the province in the country's freight network (WCG, 2024).

Freight demand in the province is driven by agricultural exports, beneficiation and food processing, while manufacturing is concentrated around Cape Town, Saldanha and George/Mossel Bay. Mining supply in the province is minimal, limited to projects like Mossgas and Namakwa Sands, with bulk mining exports channelled through Saldanha Bay. Despite closures like Saldanha Steel and Astron Refinery, freight volumes rose across all sectors, signalling recovery from the COVID-19 pandemic.

Figure 3-27 shows the total tonnes transported by road and rail in the Western Cape, with road freight accounting for 60% of the total and rail 40%. Iron ore, a product of the mining sector, is the main commodity transported by rail. Almost all the freight transported by the agriculture, manufacturing and waste sectors is categorised as general freight and is transported by road, while a significant amount of stone and aggregate, generated by the mining sector, is transported by road.

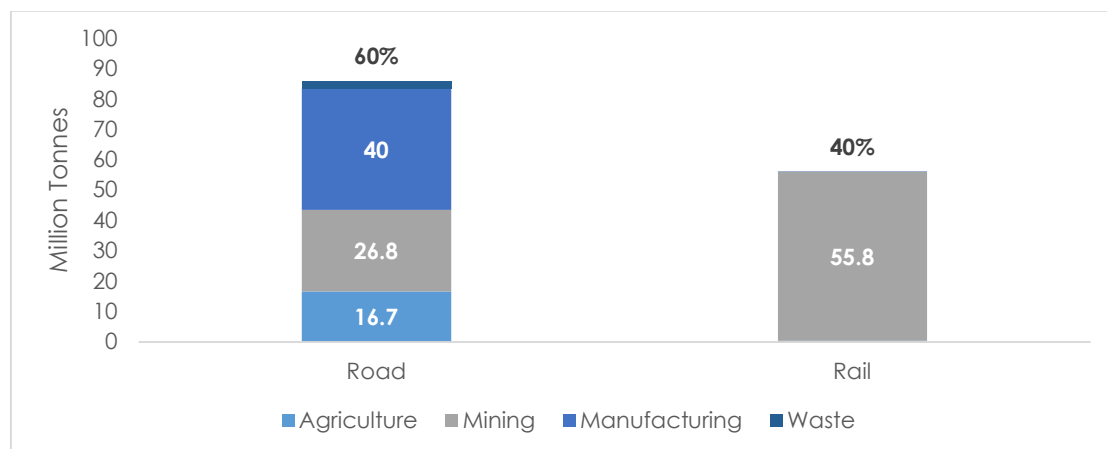


Figure 3-27 Total freight transported by economic sector and mode in the Western Cape (2022)

Source: WCFDM™, 2023

3.4.1 Road freight

Total road freight totalled 86.5 million tonnes or 60.5 billion tonne-kilometres in 2022 (GAIN, 2023). The advantages of road freight include flexibility, extensive network coverage and the ability to provide door-to-door services. It can also readily adapt to changing demand, access remote areas and cater to time-sensitive delivery requirements. The region's

agricultural, manufacturing and retail sectors rely heavily on road transport to move goods efficiently and meet tight timeframes.

The poor service provided by Transnet has further cemented the reliance on road freight, contributing to congestion, higher logistics costs, increased GHG emissions and air pollution, road safety issues and road damage.

3.4.2 Rail freight

Transnet Freight Rail (TFR) owns and operates the freight rail network in South Africa. The network consists of more than 31 000 km of track, as shown in Figure 3-28. The actual route distance is ~20 900 km, of which 12 800 route km (~60%) is classified as the 'core network' and the remainder as branch lines that serve as feeders to main lines, and closed lines (Transnet, 2022).

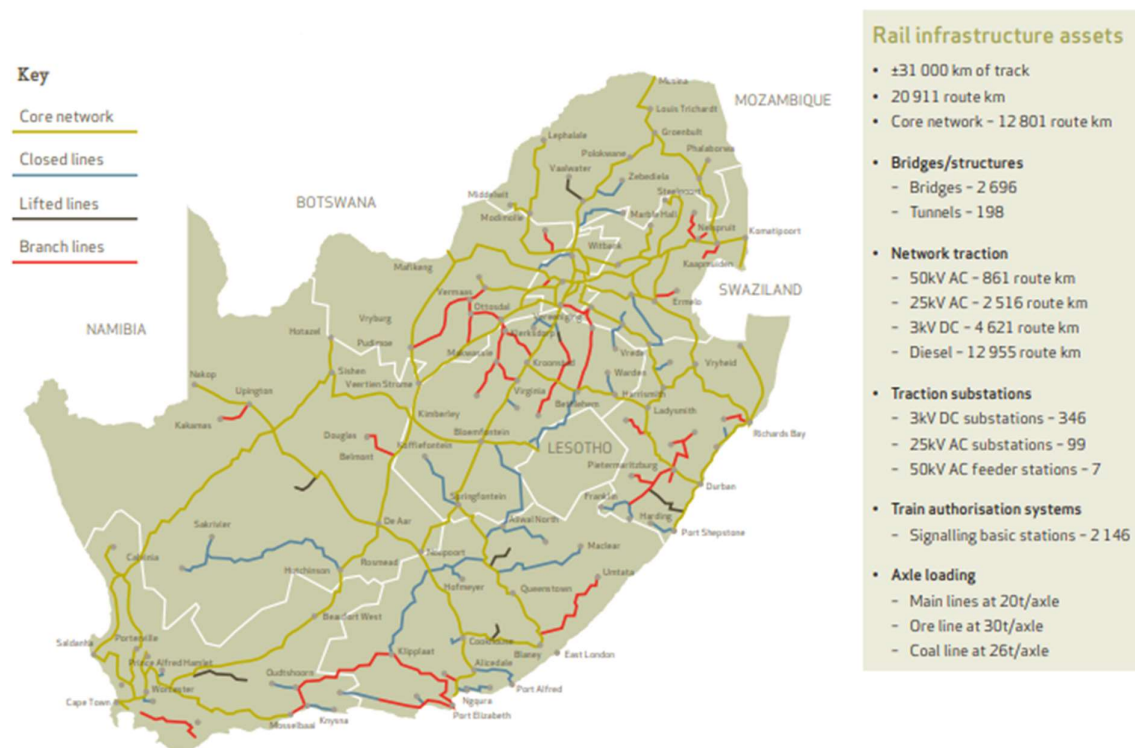


Figure 3-28 South Africa's freight rail network

Source: Transnet (2022)

TFR's network in the Western Cape includes:

- The Ore corridor ('OreCor') from Sishen to Saldanha Bay; and
- The Cape corridor ('CapeCor'), from Warrenton to Cape Town.

The Ore Line is one of the two main heavy haul lines in South Africa. It stretches 861 km from Sishen in the Northern Cape to Saldanha Bay on the West Coast. The Ore Line provides a heavy haul capabilities (30 tons per axle), technologies and efficiencies.

CapeCor has the largest area footprint in the network and includes the line linking the Port of Cape Town with the Reef (Witwatersrand), connections to the Ore Line and Namibia and various branch lines, such as the Bellville–Bitterfontein Line.

The volume of goods transported to, from and in the Western Cape totalled 56.3 million tonnes or 51.9 billion tonne-kilometres in 2022. This includes the 51.5 million tonnes of export iron ore that originates outside the province.

The location of hubs and terminals in the freight network are shown in Figure 3-29. Three of these are located in the Western Cape: Belcon, Cape Town and Salkor.

The Belcon container terminal was established as an inland rail container depot for Cape Town and is located in the Bellville area, on Transnet property. It covers an area of 80 500 m² and has a maximum rail handling capacity of 56 000 TEUs per year. The infrastructure consists of the slab and three railway lines with gantry service, which can accommodate 45 wagons per line, allowing for 135 wagons at a time. Road traffic flow is accommodated on three lanes for incoming and one lane for outgoing traffic. One lane is fitted with a weighbridge.

A.P. Moller Maersk developed a 10 000 m² independent warehouse and distribution facility on vacant land at Transnet Park. The warehouse is strategically located within 5 km of the Belcon rail siding, 22 km from the Port of Cape Town, close to Cape Town International Airport and with access to the N1 and N2 highways. The COCT's 2023 Municipal Spatial Development Framework (MSDF) refers to the future development of Belcon and 'Kraaicon' sites to accommodate freight logistic requirements and intermodal facilities (Claasen, 2024).

Salkor is the landside depot (i.e., railroad yard) for iron ore operations in Saldanha, supporting the Sishen–Saldanha export railway line. All iron trains stop at Salkor, where they are broken apart as smaller rakes for the Port of Saldanha. Manganese, titanium slag and zircon are also handled at the depot.

The Cape Town Freight Rail Terminal is a key hub for moving goods in and out of the Western Cape. Strategically located within the Port of Cape Town, it facilitates freight transfer between sea, road and rail. While the terminal has the capacity to handle a wide range of cargo, it primarily handles bulk commodities, containers and agricultural products. The terminal faces challenges, including ageing infrastructure, capacity constraints and competition from other modes of transport (Transnet, 2024).

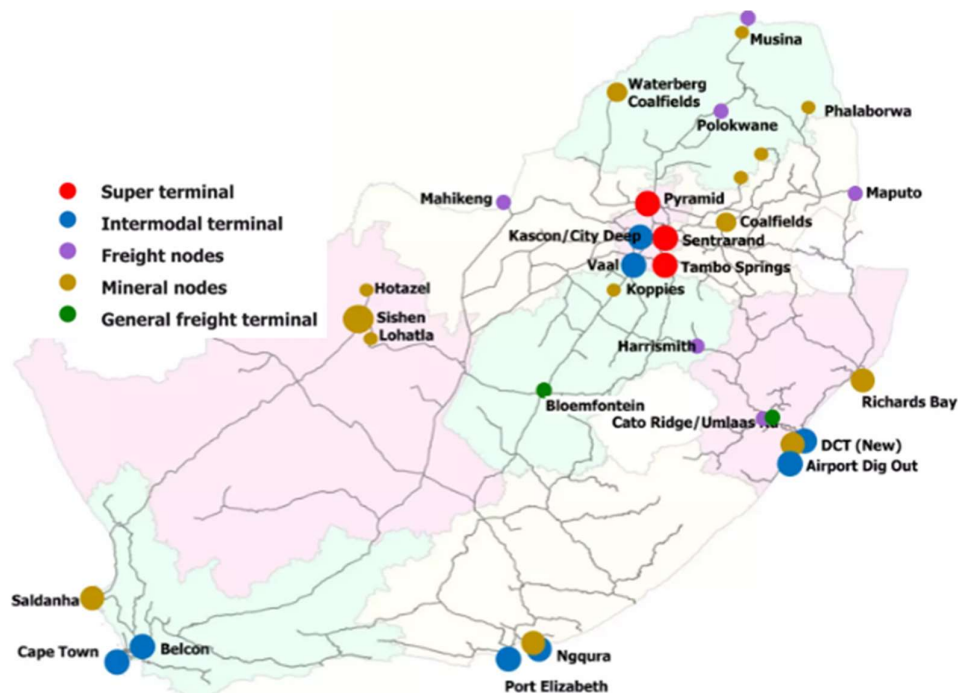


Figure 3-29 Hubs and terminal status quo

Source: Transnet (2022)

In recent years, Transnet has experienced serious performance issues due to corruption, infrastructure constraints, a sharp decline in locomotive availability and increased vandalism and cable theft. The corporation's massive debt burden has compounded this situation and it does not have the resources needed to address a large infrastructure investment and maintenance backlog. As shown in Figure 3-30, freight transported on the Cape Corridor declined from 4.5 billion tonne-km in 2013 to 1.6 billion tonne-km in 2022.

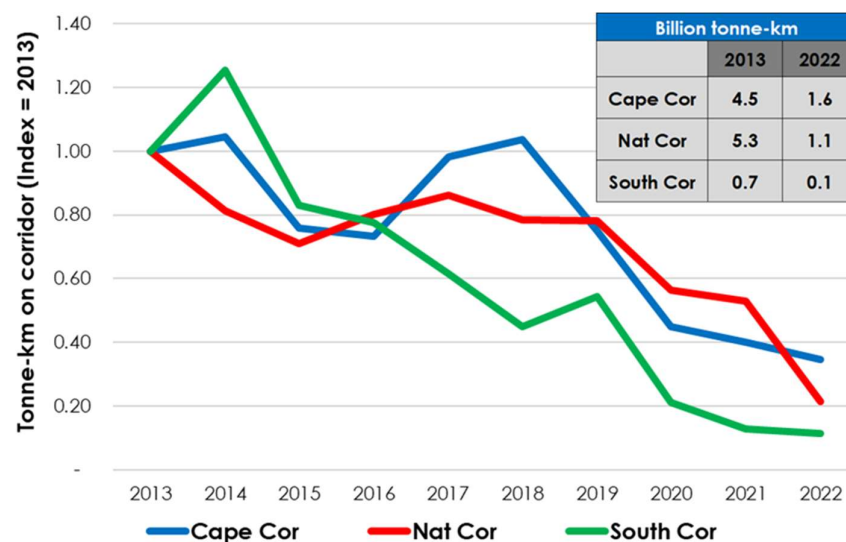


Figure 3-30 Historic rail corridor performance

However, the sector is currently undergoing a process of structural reform, led by Operation Vulindlela and the National Logistics Crisis Committee (NLCC) housed in the Presidency and supported by the White Paper on the National Rail Policy (2022) and the cabinet-approved Roadmap for the Freight Logistics System in South Africa (DOT, 2023), which provides for open access for private sector involvement in rail. Reforms include the separation of TFR into infrastructure and operations divisions, the planned establishment of a single infrastructure manager and transport economic regulator, and the introduction of third-party operators.

3.4.3 Pipelines

Pipelines are primarily used to transport liquid petroleum products or gas. South Africa has a ~500 km offshore pipeline network⁷, of which 491 km (98%) is non-operational due to the depletion of offshore gas and condensate reserves in Mossel Bay. The private sector owns 6 km (1%) of these offshore pipelines. The country's onshore pipeline network is almost 5 200 km long, of which the private sector owns more than a third (1 743 km), and 10.65% (550 km) is decommissioned.

Pipeline infrastructure is regulated by the National Energy Regulator of South Africa (NERSA) in terms of the Gas Act (Act No. 48 of 2001) and the Petroleum Pipelines Act (Act No. 60 of 2003). NERSA's Licensing and Infrastructure Planning division issues licences for the construction and operation of pipeline facilities. It also gathers information on all pipeline activities throughout South Africa to assist with planning, supply development and security (SAICE, 2022). SAICE (2022) gave the country's pipelines a 'B' grade, which means it is in good condition, properly maintained and, therefore, fit to handle future demand (SAICE, 2022).

The Western Cape's pipeline infrastructure is located in Saldanha Bay, Cape Town and Mossel Bay, as shown in Table 3-14. In 2022, 1.35 million tonnes were transported via pipeline, increasing by 0.9 million tonnes from 2021, largely due to the import of crude oil via Mossel Bay. However, in 2021 and 2022, there was a significant reduction in the amount of oil transported by pipeline to the Port of Saldanha due to the temporary closure of the Astron Energy Refinery, so the total tonnage recorded in those years is likely to be lower than the norm (Sabinet, 2022).

Table 3-14 Pipeline Infrastructure in the Western Cape

⁷ The pipeline information provided below is informed by a review of South Africa's pipelines conducted by Wright and Hrabar in 2022 as part of the 2022 SAICE Infrastructure Report Card.

Pipeline location	Type	Length
Saldanha Bay		
Port of Saldanha to SFF storage facilities in Saldanha Bay	Crude	8.4 km
Port of Saldanha to Sunrise Energy Terminal	Crude	5 km
Port of Saldanha to OTMS storage facilities in Saldanha	Crude	11 km
Cape Town		
SFF storage facilities to the Astron Energy Refinery in Milnerton	Crude	107 km
Astron Energy Refinery to Port of Cape Town	Crude, heavy fuel, multi-product	13 km
Astron Energy Refinery to Milnerton sea	Effluent, hydrocarbon	520 m
Mossel Bay		
FA oil production platform to GTL Refinery in Mossel Bay	Gas, condensate	87 km
GTL Refinery to Vleesbaai sea	Effluent	6 km
GTL Refinery to tank farm in Vleesbaai	Crude	N/A
Tank farm to SPM near Port of Mossel Bay	Multi-product	3 km
Onshore area around the Port of Mossel Bay to SPM	Multi-product	N/A
Tank farm to CALM around the limits of the Port of Mossel Bay	N/A	4 km

Source: Wright, 2022

3.4.4 Movement of hazardous materials

In many developed countries, dangerous goods are primarily transported via rail. However, in South Africa, a substantial volume of these goods is transported by road due to the inefficiencies of rail. The transportation of dangerous goods is regulated by the National Road Traffic Regulations of 2000, issued in terms of the National Road Traffic Act (Act No. 93 of 1996), while the South African National Standards cover items such as the design of tankers and the identification, classification and packaging of dangerous goods. In addition, the NLTA gives all provinces a mandate to identify routes for transporting dangerous goods. A

municipal transport permit or dangerous goods certificate, commonly known as a 'fire permit', is required in terms of municipal by-laws for transporting hazardous goods, and it must be renewed annually.

In most instances, hauliers use preferred routes, which are the main national and provincial roads, especially when travelling long distances. When goods enter a municipal area, practicalities such as congestion, type of cargo (fuel, gases and chemicals), bridge heights, infrastructure condition (including signage) and location of industries make it difficult to designate specific routes.

3.4.5 Key considerations and challenges

Freight transport in the Western Cape faces significant challenges across various modes, each contributing to a fragmented and costly logistics network that struggles to meet growing freight demands sustainably and efficiently.

- **Decline of freight rail:** Rail freight volumes have declined significantly due to underinvestment, corruption and mismanagement and maintenance issues, making rail less reliable and competitive compared to road transport. This shift has led to the dominance of road freight in the province, which creates negative externalities. Road transport accounts for 87% of transportation costs, and externalities such as emissions, accidents, and congestion cost nearly R13.97 billion annually (WCG, 2023).
- **Road transport inefficiencies:** Road transport inefficiencies in the Western Cape stem from overloading, poor safety, driver shortages, inadequate driver training, poor working conditions for drivers and a lack of adequate truck stops.
- **High freight transport demand due to spatial issues:** The Western Cape faces spatial challenges due to its distance from markets, reliance on agricultural exports and limited mining.
- **Hazardous goods:** Hazardous goods are predominantly transported by road due to rail inefficiencies, increasing safety and environmental risks.
- **Regulation and management:** The Economic Regulation of Transport Act (Act No. 6 of 2024) consolidates transport regulation across land, aviation and ports, establishing the Transport Economic Regulator and Council to oversee pricing and access. However, planning, regulation and management of freight remains spread across multiple entities such as SANRAL, Transnet and provincial government. Effective regulation, infrastructure investment and strategic spatial planning are essential to reducing logistics costs and improving transport systems.

3.5 Aviation and maritime transport

3.5.1 Aviation

The Western Cape's aviation and maritime infrastructure provides the province with domestic and international connectivity. Its aviation sector is anchored by Cape Town International Airport (CTIA), the second largest airport in South Africa, serving as a gateway for tourism, business travel and cargo logistics. The maritime infrastructure centres around the Port of Cape Town, one of the busiest in the Southern Hemisphere and strategically located along a major shipping route. A map of the main airports and seaports can be found in Figure 3-31.

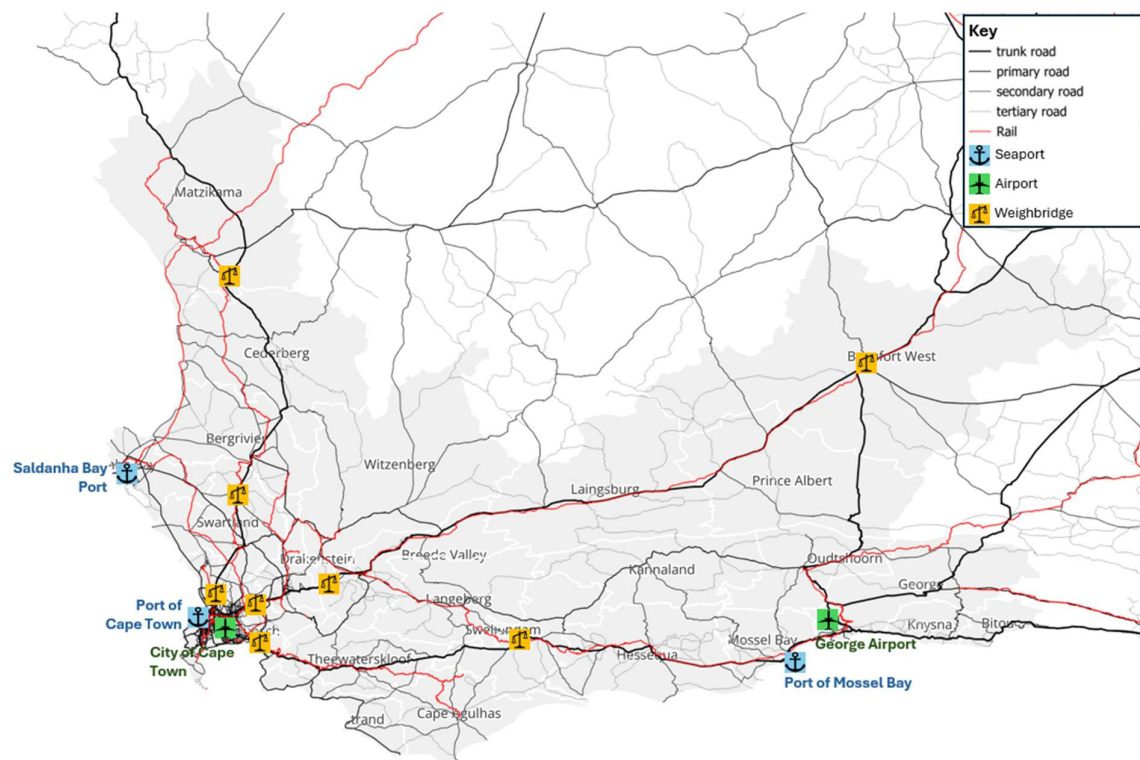


Figure 3-31 Location of the main airport, seaports and weighbridges in the Western Cape

Source: Institutional Mapping of the Western Cape Logistics Ecosystem (WCMD, 2025)

There are a total of 64 airports and airstrips in the Western Cape Table 3-15. Civil aviation infrastructure is owned by the Airports Company South Africa SOC Ltd (ACSA), local government and private entities.

Table 3-15 Ownership of airports and airstrips in the Western Cape by district

Authority/ Owner	West Coast	Overberg	Cape Winelands	Central Karoo	Garden Route	Cape Town	Total
ACSA	0	0	0	0	1	1	2

Authority/ Owner	West Coast	Overberg	Cape Winelands	Central Karoo	Garden Route	Cape Town	Total
Local Gov.	3	1	3	0	1	1	9
Military	2	1	0	0	0	1	4
Private	4	3	0	2	3	6	18
Unknown	7	3	6	0	11	4	31
Total	16	8	9	2	16	13	64

Source: Department of Transport and Public Works Report, 2021

ACSA owns and operates nine of South Africa's key airports (ACSA, 2024), two of which are in the Western Cape: Cape Town International Airport (CTIA) and George Airport. CTIA is the only airport in the Western Cape handling domestic and international passengers and air cargo freight. The airport handles the majority of the province's air cargo, facilitating the movement of high-value, time-sensitive goods such as perishables, pharmaceuticals and electronic components.

CTIA has two active runways, an international terminal and a central passenger processing unit, with a design capacity of 14 million annual passengers (ACSA, 2024). These facilities are supported by general aviation cargo areas, car rental and parking areas, commercial areas and a public transport plaza. Road access is via the N2, Airport Approach Road and Borchers Quarry Road. Residential and airport-related commercial areas surround the airport.

Internationally, CTIA stands as Africa's third-largest airport and has established a reputation as the continent's premier tourist and VIP destination. It offers direct flights to several destinations across Africa, the Middle East, Asia, Europe, South America and the United States, thereby enhancing Cape Town's global connectivity.

Although passenger volumes decreased significantly from almost 10.7 million in 2019/2020 to a low of 2.4 million in 2020/2021 due to COVID-19, passenger volumes are recovering, with more than 10 million passengers using the airport in 2023/24 (Figure 3-32). Early 2024/25 passenger numbers indicate an increase on the previous year, continuing the recovery to pre-COVID levels. While domestic volumes remain significantly below pre-COVID levels, international arrivals reached record levels in 2022/23 and again in 2023/24.

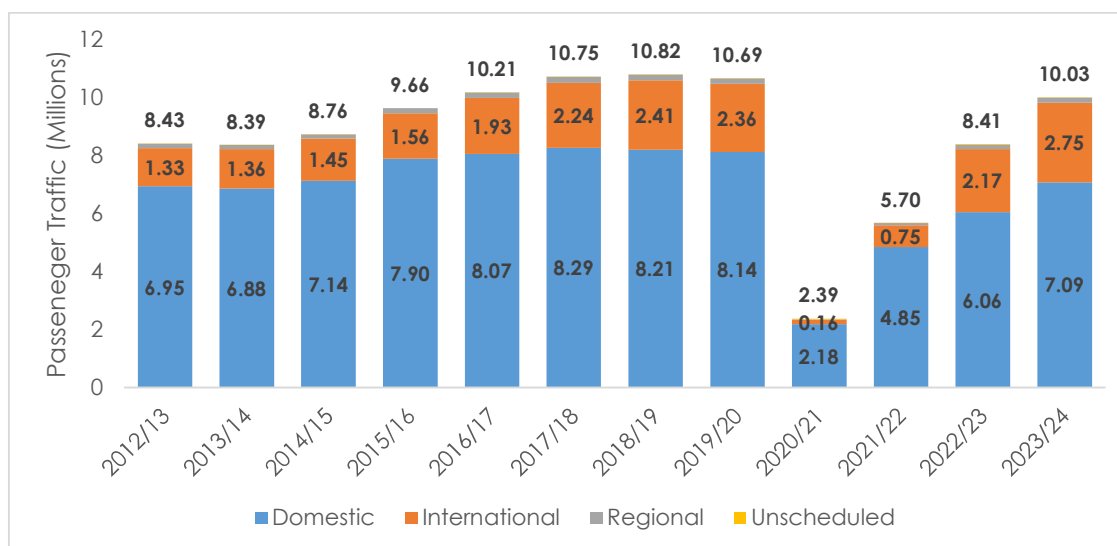


Figure 3-32 Annual passenger traffic, CTIA, 2012/13 to 2023/24

Source: ACSA, 2024

George Airport has one runway, a terminal surrounded by parking and other airport-related land uses. The current maximum capacity of the airport is 900 000 passengers per annum. While the airport is not equipped to handle international air traffic, it has become an increasingly important hub for domestic travel, as shown in Figure 3-33. Between 2012/13 and 2019/20, passenger traffic increased by 50% and, after falling during the pandemic, volumes are recovering to pre-COVID levels, with further growth expected in 2024/25 and beyond (ACSA, 2024).

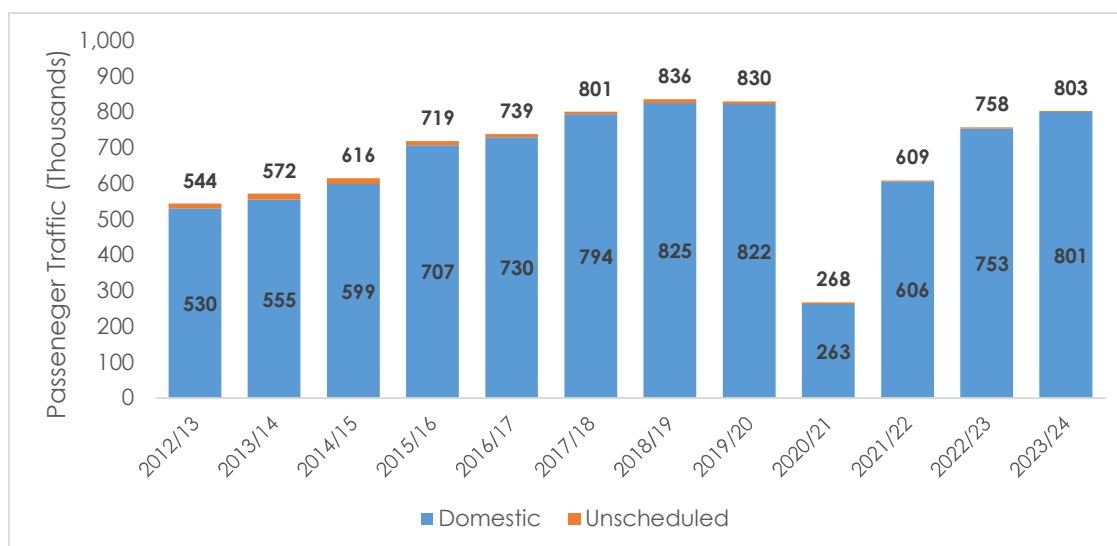


Figure 3-33 Annual Passenger Traffic, George Airport, 2012/13 to 2023/24

Source: ACSA, 2024

Only Cape Town International Airport can handle international air freight, which is received and exported in passenger planes. However, most international air freight arrives at OR Tambo International Airport, in Gauteng, and cargo is then transferred to CTIA on domestic flights. Despite its importance, the airport's cargo operations face challenges, including limited dedicated cargo facilities and a heavy reliance on passenger flights for freight transport, which restricts its ability to scale efficiently.

As shown in Figure 3-34, air freight volumes are close to pre-COVID levels, increasing to 60 thousand tonnes in 2023. Exports dominate the trade balance (67% in 2023) and have exceeded pre-COVID levels, while imports remain subdued.

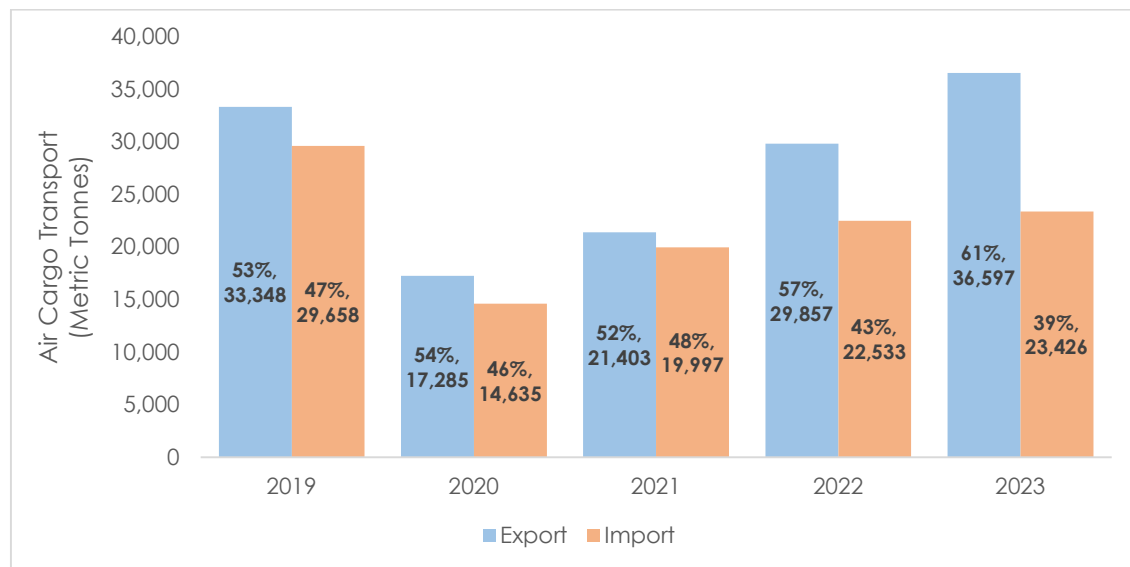


Figure 3-34 International air freight import and export to and from the Western Cape (2019 - 2023)

Source: Accenture, 2024

The Western Cape mainly exports foodstuff (64%) via air freight; followed by perishable non-foods (12%), such as flowers; clothing and accessories; and consumer goods. Imported commodities clothing and accessories, food-related products and machinery components.

In 2023, the Western Cape's largest trading partner for exported air freight remained the Netherlands (17%), followed by the UK (14%), USA (9%), UAE (9%), Qatar and Germany (5% each). Imports originated from Germany (12%), China (11%), Italy, USA and Thailand (6% each).

Finally, RSA Aero, a private entity, has plans to establish the Cape Winelands International Airport by redeveloping an existing airfield in Fisantekraal. The first phase, which will include a 3.5 km runway, taxiways, terminal building and road infrastructure, is expected to cost between R5 billion and R7 billion. Subject to approvals, the proposed airport aims to provide

regional and international flights, adding aviation capacity in the region (Engineering News, 2024).

3.5.1.1 Existing initiatives

Both CTIA and George Airport are overseen by ACSA. This constrains the ability of the WCG to directly drive planning and initiatives around these airports. However, there are several existing initiatives that have promoted improved communication and coordination between the two entities:

- The Air Access Initiative, facilitated by Wesgro, has provided a platform for ongoing close collaboration between WCG and ACSA, among other key stakeholders, to successfully grow air passenger and freight volumes in the province.
- ACSA's R22 billion airport improvement infrastructure programme, expected to commence in 2020 but delayed to a planned 2025 rollout, includes significant upgrades for CTIA and George Airport, comprising terminal upgrades for both and a runway realignment for the former (ACSA, 2024).
- The Cape Town Aerotropolis, still in the very early stages of planning, is a multi-stakeholder initiative that includes both WCG and ACSA as key role players.

WCG is also participating in ongoing discussions and planning around the redeveloped Cape Winelands Airport, supporting and facilitating this private sector-led initiative.

3.5.2 Maritime

South Africa's nine major ports are owned and managed by the Transnet National Ports Authority (TNPA), including Cape Town, Saldanha Bay and Mossel Bay in the Western Cape. TNPA is responsible, in terms of the National Ports Act (Act No. 12 of 2005), for the ports' safe, efficient, effective and economic functioning. One of its core functions is to plan, provide, maintain and improve ports infrastructure (TNPA, 2022).

The Port of Cape Town is the region's primary container and general cargo port, with Saldanha Bay and Mossel Bay playing complementary roles as the region's primary dry and liquid bulk ports, respectively.

The Port of Cape Town is the province's most established port, providing container, bulk and general cargo handling services and handles around 10 million tonnes of cargo per year, mainly containers. It also provides ship repair services and hosts local and foreign fishing fleets, oil rigs, cruise liners and recreational users. The port is connected by rail to the hinterland via the Cape Corridor and to Saldanha Bay by the West Coast Line. The main regional road connections from the port include the N1, N2 and N7.

The Port of Saldanha is South Africa's deepest draft port and handles around 67 million tonnes of bulk cargo annually, providing access to dry and liquid bulk carriers. The port contains iron ore stockpiles on reclaimed land, a multipurpose terminal with four berths and ship repair facilities for offshore rig servicing and fabrication. The port is directly linked to the Northern Cape's iron ore mines by the Saldanha–Sishen corridor and to the Cape Corridor. The multipurpose terminal also handles wind turbine imports.

The Port of Mossel Bay primarily handles petroleum products, serving as a key hub for South Africa's oil and gas industry. The port features offshore marine loading facilities used for the import and export of these products, which used to support the operations of PetroSA's gas-to-liquids refinery located nearby, which closed down in 2020. Additionally, the port accommodates a small fishing fleet, contributing to the local fishing industry. Recent developments indicate plans to enhance the port's infrastructure, including the construction of a new multi-purpose terminal aimed at diversifying cargo operations beyond its traditional focus on oil, gas and fishing.

Figure 3-35 illustrates the total bulk cargo handled at ports in the Western Cape from 2020 to 2023. Bulk cargo handled at the POCT decreased significantly between 2022 and 2023, due to serious inefficiencies and backlogs at the port during that time. Volumes handled by the port in Mossel Bay remained relatively stable between 2020 and 2022 and then increased significantly from 2022 to 2023, while volumes handled by the Port of Saldanha appear to have recovered after a significant reduction between 2021 and 2022.

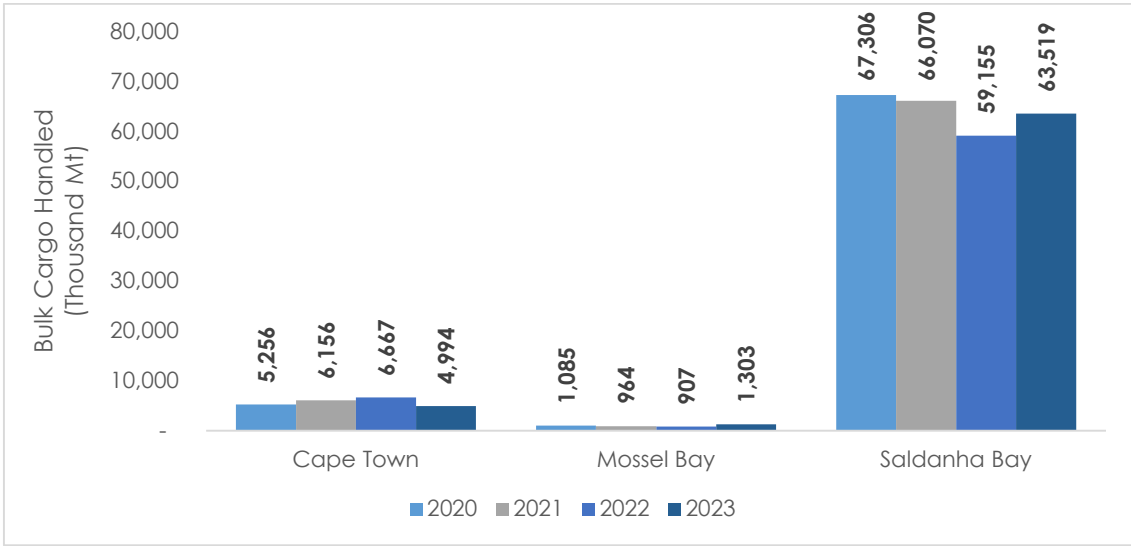


Figure 3-35 Bulk cargo handled (in Thousand Mt) from 2020 to 2023

Source: Transnet, 2024

Containers, known as twenty-foot equivalent units (TEUs), handled at the POCT over the past four years are displayed in Figure 3-36 and showed an increase in 2022 but dropped back down to trend volumes in 2023.

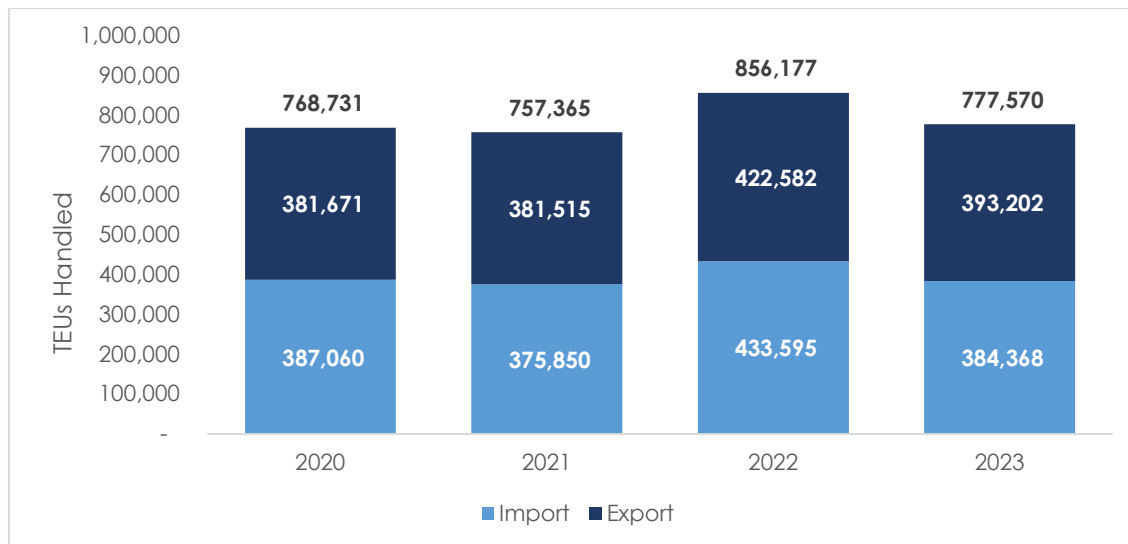


Figure 3-36 Total TEUs handled at the POCT from 2020 to 2023

Source: Transnet, 2024

This fluctuation highlights persistent inefficiencies and a lack of capacity at the POCT. Contributing factors include ageing infrastructure and breakdowns, operational bottlenecks and external disruptions, such as adverse weather and load-shedding. These challenges and logistical constraints prevent the port from capitalising on potential growth opportunities and accommodating increasing trade volumes effectively. Furthermore, the inability of nearby ports, such as Saldanha and Mossel Bay, to handle containerised cargo exacerbates the strain on the POCT.

The situation deteriorated further in 2024, with perishable fresh produce exports being particularly hard hit. The port was ranked last out of 400 facilities in the World Bank's 2023 Container Port Performance index. Transnet made several investments in the latter part of 2024 in an attempt to address these issues and improve efficiencies, including the purchase of additional equipment for stacking containers and loading and unloading ships (Marketplace, 2025).

3.5.2.1 Existing initiatives

Along with South Africa's other five commercial maritime ports, the Port of Cape Town, Port of Saldanha and Port of Mossel Bay are managed by the Transnet National Ports Authority (TNPA), a division of Transnet. TNPA has the overall authority for port planning, development,

maintenance and operations, which significantly limits WCG's ability to influence and drive strategy and initiatives related to these ports.

However, the WCG maintains close engagement with TNPA and Transnet Port Terminals (TPT), as well as other key maritime port stakeholders, through multiple channels, to advocate for collaboration. This includes an annual Port Stakeholder Engagement with senior leadership of Transnet and various private sector representatives and experts, and the interim Port of Cape Town Project Management Unit (PMU). The Ports Consultative Council and Ports Regulator are key national structures that aid collaboration between port stakeholders.

3.5.3 Key considerations and challenges

The key considerations and challenges regarding air and marine transport in the Western Cape include:

- **Congestion at access points and inadequate road infrastructure:** CTIA experiences significant congestion at its access points, particularly during peak travel times. The road infrastructure leading to the airport struggles to accommodate the high volume of vehicles, including cars, taxis, buses and cargo transport vehicles. This congestion causes delays for travellers and disrupts the efficient movement of goods and airport staff.
- **Limited airport access:** Current access for both CTIA and George airports is road-based only, with no rail or pipeline (for fuel) infrastructure. Neither airport is currently served by mass public transport, with the MyCiti bus service having suspended services to CTIA in 2022.
- **Lack of a direct fuel pipeline:** Cape Town's airport lacks a direct fuel pipeline and relies on road-based transport for its aviation fuel supply. This creates operational inefficiencies, as fuel must be transported by tanker trucks, subject to road traffic delays and associated with highway transportation risks. This contributes to higher operational expenses for airlines, potentially impacting ticket prices.
- **Aviation freight challenges:** International aviation freight depends heavily on passenger aircraft due to the absence of dedicated cargo flights. Limited facilities at CTIA and reliance on connections through Gauteng constrain growth, particularly for e-commerce and perishables. Infrastructure improvements and better international connectivity are needed to enhance aviation freight capabilities.
- **Growing need for new approaches:** The environmental sustainability of aviation is an increasingly important and pressing issue for individuals and businesses. However, supporting substantive change in aviation sustainability requires long-term planning and investment. Furthermore, innovation in last-mile aviation transport, including

passenger air taxis and delivery of goods by drones, is accelerating internationally. These potential new modes of transport are paradigm-shifting but do not easily integrate into legacy transport regulations, plans and systems.

- **Inefficiencies at the Port of Cape Town:** As the Western Cape's primary container cargo seaport, operational performance is paramount for the province and beyond. However, the POCT suffers from operational inefficiencies, ageing infrastructure and congestion-related issues. Limited capacity and frequent equipment failures restrict cargo handling, and nearby ports like Saldanha Bay or Mossel Bay cannot alleviate the burden as they face their own constraints. These challenges diminish the port's global competitiveness and ability to efficiently support growing trade demands.

3.6 Transport information systems

A wide range of digital systems and technology have been deployed in the Western Cape to support and enhance the management of transport, including WCMD's Integrated Transport Hub (ITH), which serves as a platform linking different sources of data and a range of systems and functionalities to optimise the management of transport, including planning, operations, regulation, enforcement and asset management. Other components of the digital landscape include:

- **Data Management:** The most comprehensive data repository in the province is the ITH. It is a central repository to store the information and data that exists within the various systems in the province and municipalities in the Western Cape. The ITH and its subsystems are securely linked to eNATIS and other external systems and databases to enable essential functionality. Where possible, this data was used to help draft the WCPLTF.
- **Intelligent Transport Systems (ITS):** These systems are used for planning and monitoring of transport systems and for general fleet management. Various ITS systems are deployed in the province, with the MyCiTi, Golden Arrow Bus Services (GABS) and GO GEORGE using separate bespoke ITS solutions to manage their existing operations and monitor service levels. ITS systems are further used to manage the Government Motor Transport (GMT) fleet and the City of Cape Town fleet.
- **Automated Fare Collection (AFC):** AFC systems are used to manage payments on bus and BRT services. MyCiTi, GABS and GO GEORGE use separate bespoke AFC solutions to manage payments via separate cards, which are presently not interoperable.
- **eNforce handhelds:** Provincial traffic officers use handheld devices to perform their duties more effectively and efficiently. These devices are used to scan vehicle and driving licences, issue fines, access data remotely and receive alerts about nearby

transgressions. eNforce handhelds are part of a broader suite of technology interventions adopted by traffic officers, which include In-Vehicle Technology (IVT).

- **The Public Transport Regulation System (PTRS):** This system stores operating licence information for the Western Cape.
- **Pavement Management System (PMS) and Pavement Quality Management System (PQMS):** These systems are used to monitor the condition of road pavements and assess the quality of pavement materials and construction practices.
- **The Road Network Information System (RNIS):** A central database of road network information for provincial and municipally managed roads, including traffic data. It supports the effective management and maintenance of the provincial road network.
- **Emergency Policing and Incident Command (EPIC) system:** The City of Cape Town's integrated platform that facilitates efficient incident management by logging and recording all responses and enhances coordination among the Safety and Security Directorate's primary services, namely Fire and Rescue, Traffic Services, Metro Police, Law Enforcement, Disaster Risk Management and the Special Investigative Unit.

4 INTEGRATED TRANSPORT PLANS

This chapter provides an overview of the designated planning authorities in the Western Cape, the plans they are required to prepare, the process for preparing ITPs and how this relates to the WCPLTF. A high-level summary of available ITPs, focusing on elements of provincial importance, is also provided.

4.1 Planning authorities

Planning authorities are classified into three categories based on the extent and complexity of public transport services and infrastructure, budget, capacity and extent of subsidised services.

The classification and reporting requirements of each category are summarised below and illustrated in Figure 4-1, including how ITPs relate to the PLTF and NLTsf:

- The **Type 1** planning authorities are the City of Cape Town, George Municipality and Stellenbosch Municipality. These municipalities must prepare Comprehensive Integrated Transport Plans (CITPs) detailing their relatively complex traffic and transport issues. Note that Cape Town is a metropolitan municipality and, as such, does not fall within one of the five district municipalities.
- The **Type 2** planning authorities are the five district municipalities required to prepare District Integrated Transport Plans (DITPs) based on the ITPs of their constituent local municipalities (see Type 3 authorities below). Note that both George and Stellenbosch, despite being Type 1 planning authorities, remain local municipalities; they, therefore, fall within the Eden and Cape Winelands district municipalities, respectively.
- All the local municipalities, except for George and Stellenbosch, are categorised as **Type 3** planning authorities and must prepare Local Integrated Transport Plans (LITPs).

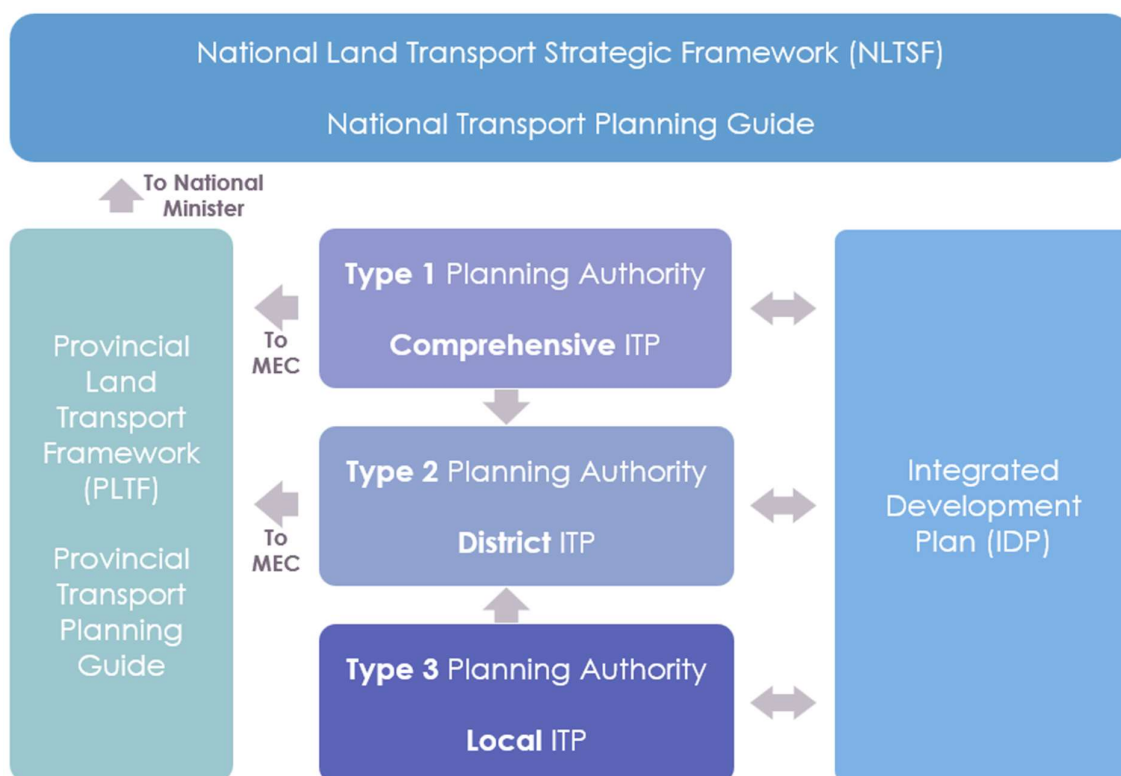


Figure 4-1 Summary of planning authority reporting

Table 4-1 provides a comprehensive list of all the planning authorities, their classification and the types of plans for which they are responsible.

Table 4-1 List of all planning authorities, classifications and reports

Planning Authority		Type	Types of plans responsible for and input to	Latest ITP Planning Period
Metropolitan	Cape Town	Type 1	CITP-IDP-PLTF	2023 – 2028
District	Cape Winelands	Type 2	DITP-IDP-PLTF	2022 – 2027
Local	Breede Valley	Type 3	LITP-IDP-DITP	2022 – 2027 (2022 – 2026 for Stellenbosch CITP)
	Drakenstein	Type 3	LITP-IDP-DITP	
	Langeberg	Type 3	LITP-IDP-DITP	
	Stellenbosch	Type 1	CITP-IDP-PLTF	
	Witzenberg	Type 3	LITP-IDP-DITP	
District	Central Karoo	Type 2	DITP-IDP-PLTF	2020 – 2024

Planning Authority		Type	Types of plans responsible for and input to	Latest ITP Planning Period
Local	Beaufort West	Type 3	LITP-IDP-DITP	2019 – 2024
	Laingsburg	Type 3	LITP-IDP-DITP	
	Prince Albert	Type 3	LITP-IDP-DITP	
District	Garden Route	Type 2	DITP-IDP-PLTF	2016 – 2021
Local	Bitou	Type 3	LITP-IDP-DITP	2016 – 2021 (2023 – 2028 for George CITP)
	George	Type 1	CITP-IDP-PLTF	
	Kannaland	Type 3	LITP-IDP-DITP	
	Knysna	Type 3	LITP-IDP-DITP	
	Hessequa	Type 3	LITP-IDP-DITP	
	Mossel Bay	Type 3	LITP-IDP-DITP	
	Oudtshoorn	Type 3	LITP-IDP-DITP	
District	Overberg	Type 2	DITP-IDP-PLTF	2020 – 2024
Local	Cape Agulhas	Type 3	LITP-IDP-DITP	2019 – 2024
	Overstrand	Type 3	LITP-IDP-DITP	
	Swellendam	Type 3	LITP-IDP-DITP	
	Theewaterskloof	Type 3	LITP-IDP-DITP	
District	West Coast	Type 2	DITP-IDP-PLTF	2020 – 2024
Local	Berg River	Type 3	LITP-IDP-DITP	2020 – 2025
	Cederberg	Type 3	LITP-IDP-DITP	
	Matzikama	Type 3	LITP-IDP-DITP	
	Saldanha Bay	Type 3	LITP-IDP-DITP	
	Swartland	Type 3	LITP-IDP-DITP	

4.2 Preparation of Integrated Transport Plans

According to the minimum requirements for the preparation of the ITPs, the MEC must document the agreement on the categorisation of planning authorities and any arrangements for assistance with the preparation of the ITPs (e.g., assistance from the province) and reflect these in the PLTF. These agreements or arrangements with the planning authorities must be gazetted before the 31st of March of each year.

Municipalities may, by agreement, also assist each other, subject to the relevant legislation. Such assistance could include:

- Assistance by a local municipality to a district municipality to undertake part, or the whole, of the required planning by such district municipality; and/or
- Assistance by a district municipality to a local municipality to undertake part, or the whole, of the required planning by such local municipality.

The Type 1 planning authorities develop their own ITPs with the assistance of appointed external consultants if required. Most local municipalities, however, do not have dedicated teams to draft ITPs independently, and even if they do, capacity is constrained. As such, ITPs are often drafted by external service providers who are appointed and project-managed by the WCMD, which can lead to misalignment between what the ITPs propose and what the municipality has budget and capacity to implement.

Figure 4-2 indicates the ideal programme for preparing ITPs and their coordination with the PLTF.



Figure 4-2 Proposed programme for ITPs and their coordination with the PLTF

It should be noted that the date for submitting ITPs is generally not gazetted in the Western Cape. It is recommended that the alignment of the ITP and PLTF updates be improved in the future by formalising the submission dates for the statutory documents. This will facilitate

improved integration of transport planning across the various municipalities and the province.

4.3 Summary of Integrated Transport Plans

The following is a broad overview of challenges and key focus areas in the province based on municipal ITPs:

- **Road infrastructure and maintenance:** Given increasingly stringent financial constraints, preservation of the existing transport infrastructure to avoid costly rehabilitation work in the future is a key priority. Hence, the largest category of projects listed in the ITPs is related to road infrastructure maintenance.
- **Rural transport:** Providing affordable and efficient public transport to facilitate mobility and access to employment opportunities is seen as a high priority throughout the province – particularly in rural areas, where public transport supply is limited.
- **Modal integration:** The COCT continues to implement its integrated public transport network (IPTN), and George Municipality continues to implement the Go George IPTN (GITPN), assisted by the WCMD. Modal integration in scheduling and fare management (e.g., buses, minibus taxis and passenger rail) remains a long-term goal.
- **Rail:** The extensive commuter rail network in Cape Town, which previously transported roughly 600 000 passengers a day, is being re-established following its collapse. This collapse was caused, among other causes, by the vandalism and encroachment experienced during the COVID-19 pandemic. Commuter safety and security remain concerns.
- **Non-motorised transport (NMT):** Given that 14% of work trips and 53% of education trips in the province are made using NMT (StatsSA, 2022), there is increasing focus on providing appropriate NMT infrastructure.
- **Safety and security:** Addressing commuter safety is still a priority in the province, as injury and fatality statistics are regarded as unsatisfactory on road and rail, and especially for pedestrians. Several projects involve constructing pedestrian walkways and sidewalks to improve safety and mobility.
- **Universal accessibility:** There is increasing acknowledgement of the need for universal accessibility to both vehicles and transport facilities to cater for commuters with special needs. A number of related projects are included in the larger centres.
- **Freight:** Road freight continues to dominate in the province due to poor rail service levels, lack of integration of road freight services with rail and cross-subsidisation favouring road freight. This results in large volumes of road freight, which unfortunately

contributes to traffic congestion and causes much faster deterioration of the road infrastructure.

A summary of all ITPs available in the province can be found in APPENDIX B: SUMMARY OF ITPS.

The next chapter builds on the contextual detail provided here through a review of the spatial development context of the province, which is used to create an integrated development framework for the WCPLTF.

5 INTEGRATED DEVELOPMENT FRAMEWORK

5.1 Introduction

Transport demand is shaped by social, economic and environmental factors—how the landscape is formed, what natural resources should be used or preserved and where people live and work. Transport is, therefore, inextricably linked to the socio-spatial context, and there is a clear positive relationship between the provision of high-quality transport infrastructure and services, economic development and social equity. However, it is vital that transport and land-use are integrated and aligned to ensure inclusive and sustainable outcomes.

The integrated development framework is included in the WCPLTF to enable this alignment between transport and land-use. This chapter reviews national, provincial and local policies, legislation and plans, together with recent data and reports, to:

- Understand the social, economic and environmental challenges and opportunities related to integrated development;
- Synthesise policy directives and principles for integrated development; and
- Develop an integrated development framework for the WCPLTF.

5.1.1 Documents reviewed

The documents that have informed the development of this chapter are summarised in Table 5-1 below.

Table 5-1 Summary of documents reviewed for the integrated development framework

National policy & spatial documents
<ul style="list-style-type: none">• Spatial Planning and Land Use Management Act 16 of 2013• National Development Plan (NPC, 2012)• National Transport Master Plan 2050 (NDOT, 2016)• National Land Transport Strategic Framework 2023 - 2028 (NDOT, 2023)• National Spatial Development Framework (SDF) (2019) (DALR&RD, 2022)
Provincial policy & spatial documents
<ul style="list-style-type: none">• Provincial SDF (DEA&DP, 2014)• Provincial Strategic Plan 2019 - 2024 (WCG, 2019)• Growth for Jobs Strategy (WCG, 2023)

- Provincial Economic Review and Outlook (PT, 2024)
- Growth Potential of Towns Study (DEA&DP, 2018)
- Greater Cape Metro Regional Spatial Implementation Framework (DEA&DP, 2019)
- Greater Saldanha Regional Spatial Implementation Framework (DEA&DP, 2018)
- Garden Route Regional Spatial Implementation Framework (DEA&DP, 2019)
- MTEF infrastructure expenditure (2023)
- Road Asset Management Plan (2022) (DoI, 2023)
- Human Settlements Business Plan (2023)
- Environmental Risk and Vulnerability Assessment (2023)

Local government documents

- City of Cape Town Metropolitan SDF Review (2022)
- Cape Winelands District Municipality SDF (2020)
- Central Karoo District Municipality SDF (2019)
- Garden Route District Municipality SDF (2017)
- Overberg District Municipality SDF (2022)
- West Coast District Municipality SDF (2020)

5.2 Policy directives and principles

5.2.1 National and provincial spatial policy directives

The national and provincial SDFs are of primary importance in providing guidance for the WCPLTF's integrated development framework. As such, these SDFs are discussed below, and the broader principles distilled from these and the other documents reviewed are discussed in the next section.

5.2.1.1 National Spatial Development Framework (NSDF)

The NSDF highlights the persistence of apartheid-era spatial patterns and their detrimental impact on the government's ability to meet national development objectives, such as reducing poverty, inequality and unemployment (DALR&RD, 2022). To address this legacy, the NSDF prioritises five national spatial outcomes:

- Promoting a system of well-connected urban nodes, regional development anchors and development corridors to enable inclusive economic development.
- Identifying corridors and regions of opportunity.
- Maintenance and extension of key infrastructure corridors.

- Supporting productive rural regions and resource economies through resilient regional anchors.
- Protecting and managing ecological infrastructure.

The NSDF also provides spatial guidance through five sub-frames, which are outlined below as they relate to the Western Cape:

- **Sub-frame 1 - Inter-regional connectivity:** This subframe recognises the importance of transport, logistics, electricity, water and ecological links to neighbouring countries, with relevance to the N7 inter-regional road corridor (South Africa-Namibia) and the Cape Town-Johannesburg rail corridor.
- **Sub-frame 2 - National system of nodes and corridors:** Stipulates that settlement development must increase density, reduce urban sprawl, prevent unsustainable use of productive land and optimise infrastructure investment. Relevant priorities include strengthening the Greater Cape Metro Region, regional development anchors like George and Mossel Bay and the Garden Route coastal corridor.
- **Sub-frame 3 - National resource economy regions:** This sub-frame prioritises strengthening eco-resource, agri-enterprise and arid agri-innovation regions in the Western Cape, promoting innovative farming and tourism activities and supporting national food security.
- **Sub-frame 4 - National movement and connectivity infrastructure system:** Identifies key national development corridors such as the Cape Town-Gauteng N1, Cape Town-Windhoek N7 and the N2 Coastal Corridor, focusing on road and rail connections between urban and rural areas. It also prioritises improving connectivity in the south-western eco-resource production region.
- **Sub-frame 5 - National ecological infrastructure and national resource system:** Identifies critical biodiversity areas and strategic water sources, such as the Berg and Breede River catchments, and emphasises maintaining these areas to support socio-economic development through nature-based tourism and biodiversity stewardship.

These spatial strategies are shown in the consolidated NSDF vision in Figure 5-1.

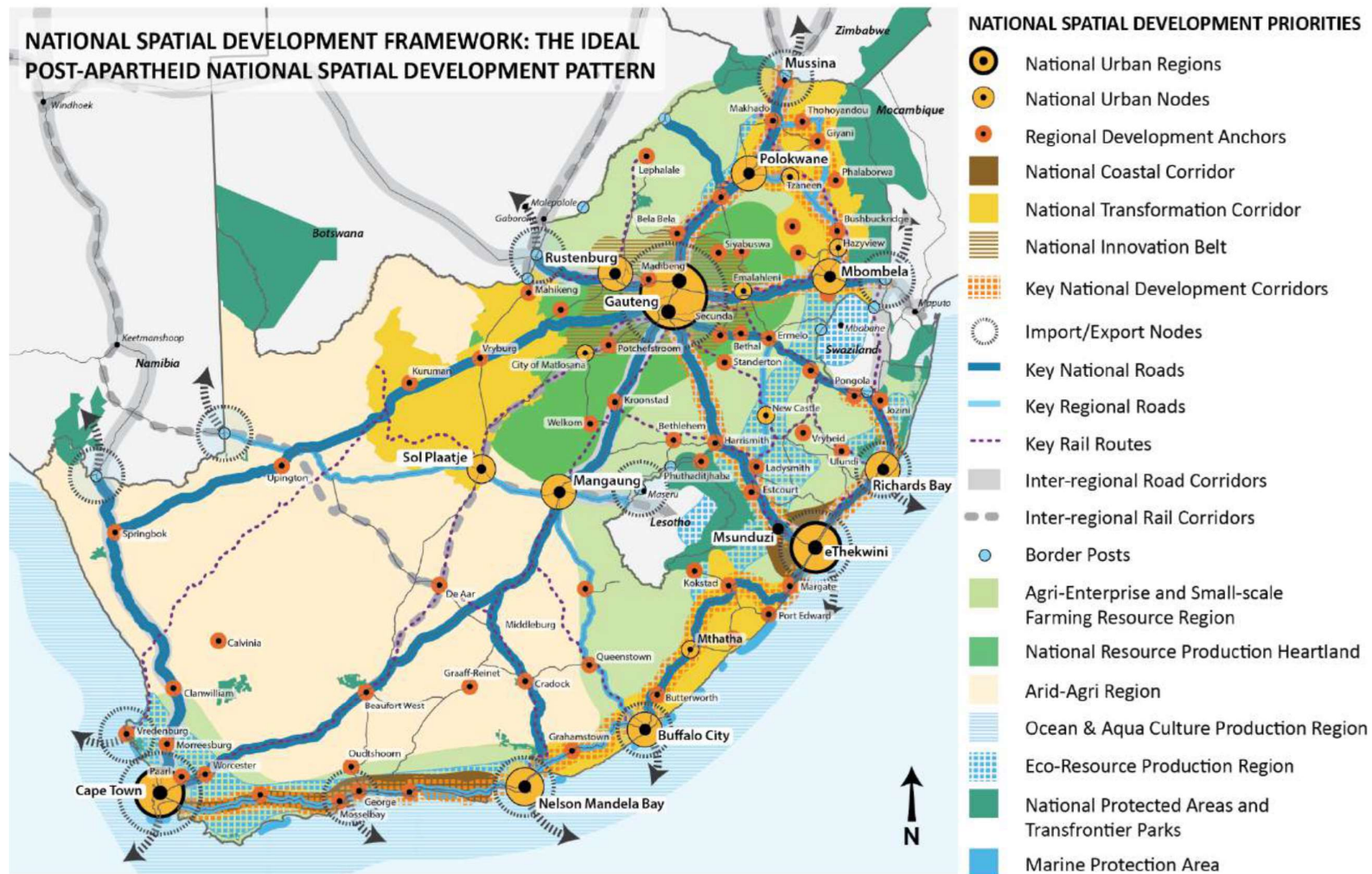


Figure 5-1 National Spatial Development Framework: The ideal post-apartheid national spatial development pattern

Source: DPME, 2019

5.2.1.2 Provincial Spatial Development Framework (PSDF)

The PSDF is guided by five principles: spatial justice, sustainability and resilience, spatial efficiency, accessibility and quality and liveability (DEA&DP, 2014). It prioritises three themes, discussed below.

Sustainable use of resources

The PSDF focuses on maintaining and protecting critical biodiversity and ecological support areas, recognising their cultural and scenic importance. Key scenic routes connecting these regions are prioritised for maintenance to support the tourism economy while restricting development within these landscapes.

Opening up opportunities in the provincial space-economy

Key PSDF objectives related to the space economy and relevant to the WCPLTF include:

- Reinforce the Cape Metro region as the economic hub of the province.
- Leverage regional and bulk infrastructure investments to attract private sector and community involvement in emerging regional centres like Saldanha Bay and George.
- Encourage mixed land use and economic diversification in urban and rural areas.
- Regenerate existing economic nodes, such as CBDs and township business centres.
- Prioritise public transport and higher-order facilities in district centres.
- Promote rural economic diversification using off-grid technologies and support integrated rural development.
- Stabilise small towns by investing in off-grid infrastructure and expanding ICT to empower communities.

The George/Mossel Bay and Saldanha regions are identified as key regional development anchors due to their proximity to import and export nodes. Much emphasis has been put on Saldanha Bay in the past, but George and Mossel Bay have shown more rapid population growth and growth potential and so should receive priority transport funding. Key to this is the upgrade and maintenance of the rail corridor linking them to Cape Town and the rest of the country, both for freight and passenger transport.

Developing integrated and sustainable settlements

The PSDF aims to ensure that investment in social facilities corresponds with population thresholds to support these facilities. Additional priorities include:

- Managing the tension between protecting high-value resources and accommodating urban growth in growth nodes.

- Aligning public transport planning with spatial planning, which involves complementary plans for settlement intensification along designated public transport corridors, mixed-use development and directing public funding to unlock well-located land within cities and towns to reduce public transport costs.
- Making densification, infill and brownfield regeneration a non-negotiable first action in growth nodes.
- Investing in regional service centre towns to support non-metro areas, prioritising investment in these towns rather than dispersing resources to smaller towns.
- Developing regional rural development frameworks to align settlement planning with large-scale infrastructure investments, such as oil and gas, dams and regional movement routes.
- Using ICT and periodic social services to reduce the need for rural dwellers to travel to access essential services.
- Supporting the investment of provincial resources in existing settlements in line with their regional role, while avoiding unproductive investments in poorly located, isolated new developments.

The three themes - resources, space economy and settlements - are integrated into the consolidated framework shown in Figure 5-2.

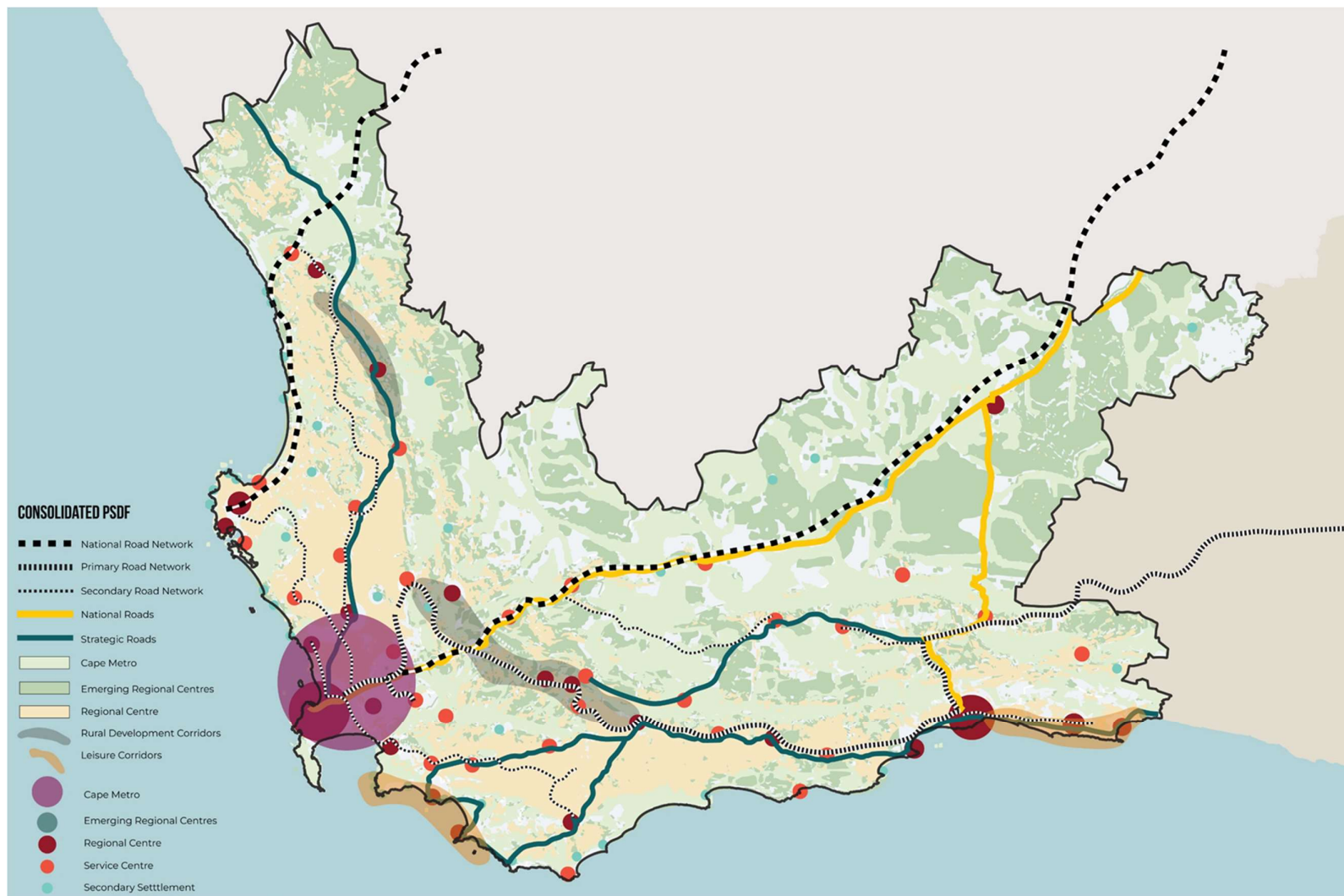


Figure 5-2 Western Cape consolidated SDF (adapted from 2014 PSDF)

5.2.2 Principles

Drawing on all documents reviewed, the following principles have been developed to guide the WCPLTF Integrated Development Framework:

1. **Compact settlements** – Integrate transport and land-use planning objectives to reduce sprawl and create compact, mixed-use settlements that densify existing development areas. These settlements should be walkable and located close to sustainable transport linkages and areas of economic activity to enable sustainable travel patterns.
2. **Target development areas** – Focus investment in areas where it will have the most impact, namely areas with the highest populations and growth potential.
3. **Coordinated decision-making** – Transport in the Western Cape is managed by several different entities, including municipalities, the Western Cape Government, National Government and private entities. Transport planning must enable integration between these entities in both space and time to promote intermodal integration.
4. **Improve sustainable mobility options** – Improving sustainable mobility options for personal and freight transport will support compact developments and encourage a modal shift away from carbon-heavy vehicles.
5. **Carbon reduction** – South Africa is one of the world's most carbon-intensive economies, and the Western Cape must ensure that development choices actively contribute to achieving the goal of net zero carbon by 2050.

The following section uses these principles and the review of challenges and policy directives to create an integrated development framework for the province.

5.3 Integrated development framework

This framework incorporates the above principles and policy directives to provide broad recommendations for integrated development in the province. It includes an integrated map outlining future spatial, economic and housing development (Figure 5-3), which is largely based on the NSDF and PSDF and incorporates recent data and initiatives relevant to the WCPLTF. Accompanying the map are descriptions of the recommendations for achieving integrated development, divided into spatial, economic and housing development. Key social, economic and environmental issues related to integrated development were described in Section 3.1.4 and inform the approach taken here.

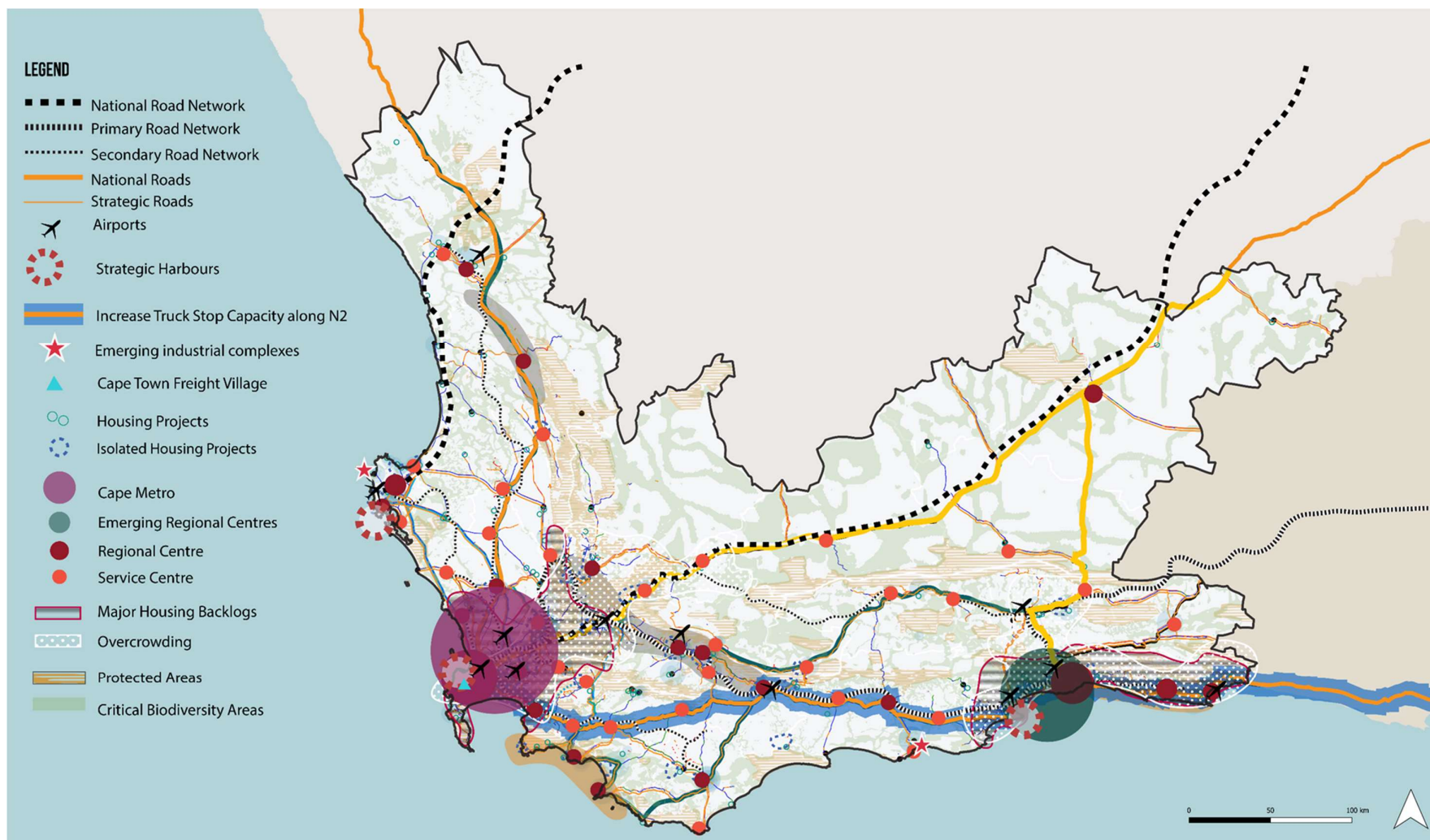


Figure 5-3 Integrated development framework – integrated map

5.3.1 Spatial development

Compact, sustainable settlements and transport

Development should be concentrated in existing economic growth points and densification should be encouraged, creating more opportunities for people to live in better locations and reducing sprawl.

At a provincial scale, this means focusing investment on existing nodes with the highest population and growth potential, as this is where it will have the highest impact. These nodes are Cape Town and its surrounds (Stellenbosch, Drakenstein, Theewaterskloof, Overstrand) and the Garden Route (mainly George and Mossel Bay).

At a local scale, this means encouraging and incentivising development and densification in well-located areas that are or could be accessible by public transport, walking and cycling, including sites along public transport corridors or close to public transport nodes. Developers should also be required to improve NMT facilities around their development at their own cost, as is required by the City of Cape Town, to encourage NMT access. Similarly, large developments should be required to provide for public transport through, for example the provision of stops and shelters. The long-term goal with these strategies is to change the way we approve developments; a development should only be able to proceed if it is accessible using sustainable modes of transport and does not build in car dependence.

In addition, mechanisms must be put in place to ensure that the layout of developments supports sustainable transport through walkable, permeable streets networks and active frontages along walking routes. Gated communities should be discouraged as they create inaccessible and unequal suburbs that exclude and restrict the movement of non-residents, and prioritise access by private cars.

Higher population densities improve the viability of public transport, especially if it is accompanied by mixed-used development in nodes and along corridors to ensure higher seat turnover and more balanced flows of people along a route. Compact development also reduces the need for motorised transport (in line with the *avoid* element of the EASI framework covered in Section 2.4), as travel distances will be shorter for more people, making NMT a more viable option.

Sustainable development patterns create the basis for sustainable transport patterns, making it easier to create viable public transport systems and promote NMT use.

Transit-oriented development (TOD) is one approach to integrating transport and land-use. Major transport investments such as BRT or improved rail services can be accompanied by densified development at key nodes and along the corridor. This helps to ensure more efficient movement of people and the viability of the transport service.

TOD is best suited to municipalities with IPTNs and implementing major public transport projects, such as the City of Cape Town and George. TOD is part of the City of Cape Town's IPTN planning, but there was limited implementation in MyCiTi Phase 1. This was largely due to a lack of integration between transport and development planning; there was limited facilitation of intensified development along MyCiTi routes, and the design of station precincts prioritised efficient movement rather than mixed-use development opportunities. The City's CIP acknowledges the importance of TOD, and outlines plans for incorporating it into IPTN planning to greater extent for MyCiTi Phase 2A and the Blue Downs rail corridor.

While not part of the IPTN planning, an example of TOD in practice is the recent development of student housing on the site of the Cape Town station. Here, PRASA partnered with a private developer, contributing some capital towards the development in exchange for upgrades to the station precinct and a share in the profits generated by the development (BusinessTech, 2022).

This example also shows that TOD is not reserved for new transport projects – it can be applied successfully to the improvement of existing public transport services. This requires that spatial planning and transport planning are coordinated, such that public transport improvements are accompanied by intensification and densification of surrounding nodes and corridors, and vice versa.

To achieve this integration of transport and land-use, it is crucial that SDFs and ITPs are developed in alignment with each other. SDFs are a municipality's means of guiding where and how development should occur to ensure the best social, economic and environmental outcomes. Therefore, a municipality's ITP must be developed in an integrated and iterative way with its SDF, with both documents informing and aligning with each other. This would ensure that public investment is only made in areas where development is encouraged, and that the coordination between transport and land use is achieved.

Enhancing connectivity between urban and rural areas is another priority for both public transport and freight transport, as this is key to a prospering provincial economy. While investment in primary growth nodes is the priority, where resources allow, investment and support should also be directed towards strengthening regional service centres and the links to them from surrounding rural areas and smaller settlements.

Biodiversity and natural resources

Critical biodiversity and ecological support areas are under threat from development. Protecting these areas, especially along key scenic routes around Hermanus and the Garden Route, should be prioritised. In settlement areas, impacts on key biodiversity and agricultural resources should be minimised by promoting brownfield and infill development rather than expanding urban edges. When new economic ventures require development,

areas that have already been transformed should be utilised before considering biodiversity-rich areas.

Aligned with the PSDF, tourism corridors are proposed along the Overstrand and Garden Route, including the N2, R62, N7 and R43. With the rise in remote working, these routes are likely to become important regional commuter corridors, and consideration should be given to establishing public transport solutions along them.

Institutional alignment and coordination

At the planning and governance level, transport planning should be integrated into all land-use and economic planning provisions. Alignment between provincial planning and budgeting for transport, human settlements and socio-economic development is essential to ensuring sustainable movement of people and goods. Similarly, provincial transport plans must be aligned with those of other transport entities or authorities.

The province should ensure that recent data are used for integrated development planning. With limited budgets, transport investment must focus on areas where development is already planned, informed by current migration patterns and economic growth trends. For example, smaller towns such as Swellendam, Napier and Ladismith have experienced an urban-to-rural migration of remote-working professionals since the pandemic, evidenced by increased property prices in these areas (Property24, 2023).

Strengthening the province's oversight, technical support and capacity building role in integrated transport and land-use planning through robust monitoring and evaluation mechanisms is crucial.

5.3.2 Economic development

The Growth 4 Jobs Strategy highlights the vital role that transport plays in economic development. Quality public transport systems attract private sector investment to surrounding areas, which boosts economic activity and GDP, and it also allows more people to access the opportunities created by these developments (Laird & Venables, 2017). Investing in public transport also reduces total vehicle mileage, which reduces infrastructure costs, carbon emissions and road fatalities. Likewise, efficient logistics systems allow businesses to optimise their supply networks, which increases their productivity and contribution to GDP.

Investing in transport is particularly important, therefore, for areas identified as economic growth nodes. The Greater Cape Metro (GCM) Region is the province's primary economic centre, and it should be reinforced as such. Promoting the sustainable movement of people and goods will be key to enabling this, including improved public transport corridors, the

restoration of passenger and freight rail and the optimisation of the Cape Town port operations.

Existing economic nodes within the GCM should be regenerated and revitalised, including central business districts, township business centres, modal interchanges and ports. New regional and bulk economic infrastructure investments in the GCM region and the emerging regional centres of Saldanha Bay/Vredenburg and George/Mossel Bay should leverage private sector and community investments in areas like energy, water, transport and freight logistics and information and communication technology (ICT).

The "green economy" rollout should be prioritised, particularly in rural areas. Promoting rural economic diversification through investment in off-grid infrastructure technologies can support the deployment of ICT infrastructure, connecting and economically empowering communities across different regions.

The George/Mossel Bay and Saldanha regions are identified as key regional development anchors due to their proximity to import/export nodes. Given the rapid population growth in George and Mossel Bay, transport funding should focus on these areas. Restoring the rail corridor (for both freight and passenger lines) linking these nodes to Cape Town and the rest of the country could also be considered as a long-term goal.

In terms of freight, the strategies contained in Chapter 10 that have spatial implications are summarised here. It is proposed that an integrated dry port and freight village network be developed, noting that further clarity is required on this from the national government. Cape Town is indicated as a starting point for this network in this integrated development framework. Expanding truck stop capacity along the N2 has been noted as important, as it is a key freight route for the province and there are not currently enough stops along the route. Moreover, it is identified as a Key National Development Corridor in the NSDF, indicating the need to upgrade facilities that enable the movement of freight and people on this route.

5.3.3 Housing development

There is a pressing need for well-located, affordable housing in the Western Cape. The WCG's Inclusionary Housing Policy (IHP) (DEA&DP, 2022) notes that affordability fluctuates based on the income and property prices of an area, but it uses property price to create the following housing market segments for analysis:

- Entry level: Under R300 000
- Affordable: R300 000 – R600 000
- Conventional: R600 000 – R900 000

- High end: R900 000 – R1.2 million
- Luxury: Over R1.2 million

The IHP's assessment of four municipalities in the Western Cape found that there was a severe lack of housing units in the entry-level and affordable segments, compared to the number of households in those income brackets. For example, in Stellenbosch there are around 23 000 households who can only afford houses in these segments, but there are only around 1 200 properties available in these price ranges (DEA&DP, 2022). Households unable to afford to purchase a property must rent or turn to the informal housing supply, both of which mean living further away from the city centre where rent is cheap and there is land available for informal settlements.

A focus for the province and for municipalities should, therefore, be developing affordable housing in well-located areas, rather than on the urban periphery. These developments should embrace denser housing typologies, and should include a mix of land uses to create vibrant, integrated communities that include shops, schools, healthcare, parks and other amenities.

The private sector, too, should be incentivised to develop these types of dense, mixed-use housing projects in well-located areas. Government can support this by freeing up large tracts of well-located, state-owned land and partnering with the private sector to develop it in line with the principles outlined above. The IHP outlines mechanisms that planning authorities can use to require or incentivise developers to provide affordable housing, for sale or for rent, within their development. The requirement for providing affordable housing can form part of the planning provisions for developing land of a certain scale or in certain locations, while incentives for its inclusion could include off-setting the cost of the affordable housing through reduced land prices, increased development rights, reduced planning requirements (such as parking) and expedited decision-making (DEA&DP, 2022).

An example of this in practice is the Conradie Better Living Model. Here, the WCG partnered with CoCT and private sector to develop 22 hectares of Province-owned land near Pinelands that had formerly housed the Conradie Hospital (WCG, 2018). The development will contain 3602 residential units, half of which will be affordable housing (including social housing, government finance-assisted housing and open-market affordable units), but it will also contain offices, retail units, public spaces and schools (DHK Architects, 2019). Led by the former DTPW, now the DOI, the project is under construction and set for completion in 2029. Delivery of this innovative types of government-led developments should be accelerated and applied in urban nodes across the province.

In addition to developing more well-located affordable housing, it is important to ensure that communities already living in peripheral areas are connected to economic centres and

services through public transport. In Cape Town, restoring the Metrorail Central Line is key to improving connectivity for Khayelitsha and Mitchells Plain residents, and helping to reduce their travel time and cost.

At a provincial level, human settlement, education and health investments over the MTEF period are spatially aligned to address housing backlogs and other spatial priorities, focusing on the GCM, Cape Winelands District and Garden Route—areas that are strategically important or identified as economic growth regions.

Investment should be concentrated in regional service centre towns to support and integrate with rural hinterlands, prioritising housing, health and education investments in these towns rather than dispersing resources to villages and hamlets.

Leveraging ICT and periodic social services (e.g., mobile clinics) should be used to reduce the need for rural dwellers to travel for services.

5.3.4 Conclusion

Aligning spatial and transport planning is crucial to ensuring that the provincial transport network and services adequately support current and future populations.

The WCPLTF is intended to facilitate this alignment. According to Section 38(2) of the NLTA, all entities—including the state and parastatal institutions—are bound by the provisions of integrated transport plans, which include Provincial Land Transport Frameworks and Integrated Transport Plans. Applications for substantial changes in land use, transport infrastructure, or transport services must consider their impact on the relevant integrated transport plans, and planning authorities must include conditions for compliance with these documents in their decisions.

Provincial planning and budgeting for transport, human settlements and socio-economic development must align. By ensuring coordinated planning and budgeting across these sectors, the transport strategy will facilitate the achievement of the approved spatial development plan and promote economic development in the province. It will also integrate social, economic and human settlement development strategies, aligning them with other relevant initiatives to support sustainable growth and improved connectivity.

6 PUBLIC TRANSPORT STRATEGY

Public transport has great potential to catalyse economic growth, job creation and improved access to opportunities in the Western Cape. However, despite some improvements over the last decade, the public transport system is, on the whole, unfit-for-purpose (see status quo in Section 3.2). As a result, it is a major constraint to growth and prosperity and efforts to address the key challenges of poverty, unemployment and inequality. Improving public transport is, therefore, a top priority and this strategy captures the key initiatives and actions required to progress towards a high quality, integrated and fit-for-purpose public transport system that is capable of enabling inclusive economic growth in the Western Cape.

6.1 Vision and objectives

VISION
A high quality, integrated public transport system that provides inclusive access to opportunities

The Western Cape envisions a future with a comfortable, reliable, safe, affordable, accessible and sustainable public transport system that provides fair access to opportunities, especially for the poor and marginalised, and an attractive alternative to the car.

Fit-for-purpose integrated public transport networks will be established in Cape Town and other major urban centres. A restored, improved and expanded public transport offering will fulfil its vital role as a catalyst of economic growth and prosperity in the Western Cape.

Rail will be restored as the backbone of transport in Cape Town and surrounding municipalities, and expanded to close key gaps in the network and meet growing demand.

The minibus taxi industry will be formalised and service quality markedly improved. The economics of the industry will be transformed through the removal of the incentive to chase fares, and the quality of driving will be to a high professional standard. Larger vehicles will be introduced, where appropriate, to improve efficiencies and lower costs.

Quality bus services in Cape Town and George will deliver a good standard of service and are integrated into the broader public transport network. A limited number of hybrid BRT services are operational in Cape Town, and key routes prioritise public transport through well-policed bus minibus taxi (BMT) lanes.

Dense, inclusive, mixed-use development will cluster around key public transport nodes, such as rail stations and public transport interchanges, and along public transport corridors, increasing patronage and boosting the financial viability of services.

Metered taxis and e-hailing services will be well-regulated and safe, and continue to play an important role in the transport system.

Levels of congestion will have stabilised to acceptable levels, in part, due to a significant modal shift to high-capacity public transport, aligned land-use changes and the incremental strengthening of constraints on car use, such as increased parking fees.

Rural communities will be connected to essential socio-economic opportunities with reliable public transport and on-demand services, while jobseekers, children, the disabled and the elderly and other special needs users will receive dedicated support.

This vision for public transport has been translated into the following strategic objectives:

OBJECTIVES
1. Restore rail as the backbone of transport
2. Formalise and improve minibus taxi services
3. Deliver bus rapid transit and quality bus services
4. Improve rural connectivity
5. Integrate public transport

6.2 Priority focus areas and initiatives

Achieving the PLTF vision for public transport is a long-term endeavour requiring sustained focus and investment. Focus areas and initiatives have been identified over three planning horizons, as seen in Table 6-1. Over the five year period of the PLTF, the priority must be to prevent the further decline of public transport, stabilise the system and make substantive progress toward improving and restoring services.

Table 6-1 Public transport strategy - planning horizons

Horizon 1 Next 5 years	Horizon 2 5 – 10 years	Horizon 3 10+ years
<ul style="list-style-type: none"> Stabilise public transport and prevent further loss of ridership and mode share Work to accelerate the restoration of rail services 	<ul style="list-style-type: none"> Increase public transport mode share Prepare for modal integration Restore rail as the backbone of transport Commence devolution of rail 	<ul style="list-style-type: none"> Progress integration of public transport services Further implementation of preferred rail devolution model

Horizon 1 Next 5 years	Horizon 2 5 – 10 years	Horizon 3 10+ years
<ul style="list-style-type: none"> • Prepare for rail devolution • Initiate programme of MBT reform • Finalise update of Cape Town IPTN Plan • Implement and rollout MyCiTi Phase 2a services • Progress integration of legacy bus services • Enhance existing and plan for additional BMT lanes in Cape Town • Full rollout of the GIPTN • Develop rural public transport solution 	<ul style="list-style-type: none"> • Optimise and formalise MBT services • Expand rural public transport services 	

The focus areas and initiatives planned for the five-year period of the PLTF (Horizon 1) are described below.

6.2.1 Focus area 1: Rail restoration

Rail should be the backbone of transport in Cape Town and surrounding areas. A well-functioning rail system would have substantial socio-economic and environmental benefits, including improved productivity, greater access to social and economic opportunities - especially for those living a long distance from centres of opportunity and enabling transit-orientated densification and agglomeration. It would also encourage a shift from road-based modes of transport, thereby reducing congestion and GHG emissions. As a starting point, the aim should be to restore services to what they were in 2012 by bringing all lines back into operation, including the vital Central Line, increasing frequencies and improving reliability.

6.2.1.1 Restore Metrorail services

PRASA is progressively restoring Metrorail services and it appears to be making real progress. This fragile recovery must be bolstered and accelerated. There is also a need to restore long-distance Shosholozha Meyl services, which provided a vital lifeline for rural communities in the Western Cape and an important alternative to road transport for long-distance travellers.

Going forward, the Western Cape Government will pursue opportunities to partner with PRASA to support the restoration of these services.

6.2.1.2 Rail devolution

PRASA is responsible for the provision of Metrorail services, with a limited role for provincial and local government. However, the devolution of rail to sub-national government is now approved national policy, acknowledging that it is better suited to management at a regional or local level. The National Department of Transport is currently developing a devolution strategy, but its finalisation has been delayed.

The recent conclusion of a short-term Service Level Plan (SLP) between the PRASA and the City of Cape Town is a positive development and the City is lobbying for the establishment of a working committee to engage and align on a way forward.

Over the next five years, substantive progress towards devolution should be made, including finalising the devolution approach, covering the preferred business model, institutional and funding arrangements and implementation timeline, and reaching alignment between key stakeholders on the way forward, namely NDOT, PRASA, WCG and the City.

6.2.1.3 Regional connectivity

Strengthening rail connections between Cape Town and key growth nodes in the broader functional region, such as Worcester, Malmesbury and Paarl, is critical for the sustainable development of this part of the province. These services must be fully restored by Metrorail and, over time, further improvements should be considered, including increased frequencies and reduced journey times. In the longer term, it may be feasible to introduce rapid rail services on this network, although the viability of such an intervention would need to be carefully considered.

6.2.2 Focus area 2: Minibus taxi reform

Minibus taxis are the main mode of public transport in the Western Cape and improving the quality of these services and formalising the industry are a top priority.

6.2.2.1 The Shayela Smart Programme

The Shayela Smart Programme includes a suite of interventions designed to incrementally improve service quality and safety, address key issues in the minibus taxi industry and progress formalisation and empowerment. The Programme adopts a broad, industry-wide approach and, initially, focusses on regulatory reforms and other measures to establish the foundations for far-reaching formalisation and improvement over the long-term. It is being implemented jointly by the WCG and the City of Cape Town and is aligned with and supports both their public transport strategies and programmes.

The initial phase of the programme focusses on:

- *Vehicle tracking:* All MBTs operating in the Western Cape will be equipped with vehicle trackers, enabling the monitoring of driving behaviour and route adherence.
- *Vehicle branding:* All legal MBTs operating in the Western Cape will be fitted with Shayela Smart branding, enabling law enforcement and the public to easily identify illegal operators.
- *Driver registration and training:* To ensure better regulation of drivers (currently a gap) and help to lift the standard of driving in the industry.
- *Measures to increase the capacity of PTIs:* This includes the establishment of remote holding areas and strategic stop-and-go facilities, which are designed to unlock capacity at existing PTIs and enable the legalisation of additional routes.

In the longer term, the following measures are being considered for implementation as part of the Programme:

- *Dedicated public transport lanes:* This will reduce journey times and improve the efficiency and financial viability of services.
- *Reciprocal routes:* Changes to licensing conditions to allow services to be provided along both directions of a route.
- *Higher occupancy vehicles:* Where demand warrants it, larger vehicles will be introduced to improve the efficiency of operations and, together with dedicated lanes, help to alleviate congestion.
- *Vehicle finance reform:* Investigate and pursue measures to improve access to affordable vehicle finance.
- *Transport Operating Companies:* Progress the formalisation and empowerment of the MBT industry through company establishment and development.
- *Electronic ticketing:* To enable better financial management and multi-modal integration.

The WCG and the City are planning for the implementation of Shayela Smart and implementation is subject to the allocation of budget.

6.2.2.2 Minibus Taxi Training Academy

The WCG and SANTACO WC aim to establish a Minibus Taxi Training Academy to improve the quality and safety of minibus taxi services. This would provide the training required for the Shayela Smart Programme, but would also include other training programmes to upskill and

empower the industry. There is the potential to secure grant funding for the Academy, and, ultimately, the aim would be to obtain accreditation for the courses offered.

6.2.3 Focus area 3: Bus service improvement

6.2.3.1 *Legacy bus services*

The quality bus service operated by Golden Arrow Bus Services (GABS), and overseen by the WCMD and funded by the Public Transport Operations Grant (PTOG), plays an important role in Cape Town's public transport system, carrying approximately 230,000 passengers daily. While the service has experienced several challenges over the last five years, including reduced grant funding, rising costs and violent bus attacks, it is stable and well-managed, providing a vital lifeline to its passengers. GABS is also leading the way in reducing GHG emissions by introducing electric buses into its fleet (see Section 8.1.2 for more detail).

The NLT Amendment Act may require changes to existing contracting arrangements, once it is signed into law by the President, and the WCMD is assessing these changes to determine the next steps.

Going forward, the aim is to increase integration with other modes of public transport and improve services, where possible, through measures such as enhanced or additional BMT lanes to reduce journey times.

6.2.3.2 *Cape Town IPTN*

The City of Cape Town is currently developing an updated Integrated Public Transport Network (IPTN) Plan that will articulate a new vision for public transport in the Metro.

The City is also implementing MyCiTi Phase 2a to better connect the populous neighbourhoods of Khayelitsha and Mitchells Plain (the Metro South East) with Claremont and Wynberg, which are important centres of opportunity. The hybrid BRT approach adopted by the City for Phase2a will incorporate minibus taxi services as feeders and introduce other innovations to reduce costs. In addition, the City is preparing for the end of the operating contracts for Phase 1 and the associated transition process.

6.2.3.3 *George Integrated Public Transport Network*

Now in its 10th year of operations, the George Integrated Public Transport Network (GIPTN) provides high quality, scheduled, affordable bus services – known as the GO GEORGE Bus Service - in the Western Cape's second city.

The WCG and the George Municipality are working tirelessly to complete the long-awaited rollout of the service to the community of Thembalethu, which is anticipated in the first half of the 2025 calendar year. The rollout of Phases 5 and 6 is planned for the latter part of the

25/26 municipal financial year, before the operator contract comes to an end in December 2026. Work is underway to ensure a smooth transition to a new operator contract and to draft updated agreements between the WCMD and the Municipality, specifying their respective roles and responsibilities under the new operator contract.

Alongside this, the WCG and George Municipality are exploring ways in which to ensure a safe and effective co-existence between the GO GEORGE and competing minibus taxis. The minibus taxis are currently providing legitimate services for Thembaletu passengers across GO GEORGE routes in terms of existing operating licences. A proposed George Co-Existence and Empowerment Programme is being developed for implementation during 2025. This is seen as necessary to ensure passenger safety, proactive enforcement and enhance service excellence in the future.

6.2.4 Focus area 4: Public transport priority measures

The implementation of measures that prioritise public transport over private vehicles and promote modal shift are being considered.

6.2.4.1 *Bus minibus taxi lanes*

Dedicated lanes for public transport, sometimes referred to as Bus Minibus Taxi (BMT) lanes, are reserved for the use of buses and minibus taxis and are designed to reduce journey times and increase operational efficiency. These lanes can transport people far more efficiently than a standard mixed traffic lane, as evidenced by the existing BMT lane on the N2, and are a cost-effective way of substantially improving public transport services. As such, the City is considering measures to enhance existing BMT lanes and planning for the introduction of facilities. These lanes could be complemented by the introduction of other measures to prioritise public transport, including priority signalling and queue-jump lanes.

6.2.5 Focus area 5: Rural transport

Access to opportunities, including shops, healthcare and other services, can be challenging in rural areas and transport options are often limited or unaffordable. Providing regular public transport in these areas can be costly, due to long distances and low population densities.

The Department aims to explore possible rural transport solutions, considering the requirements within rural centres, between towns and links to the countryside. This may include measures to improve existing minibus taxi services, learner transport and non-motorised transport. Non-transport solutions will also be considered, including mobile service provision or the establishment of additional service locations in areas of need.

6.2.6 Focus area 6: Specialised support

Certain groups and individuals face particular transport challenges that are addressed through targeted support measures.

6.2.6.1 *Jobseeker Travel Voucher Programme*

In February 2024, the WCMD launched the Jobseeker Travel Voucher Programme, providing jobseekers with 12 free GABS bus rides to interviews. The programme was designed to remove transport costs as a barrier to securing employment as part of the WCG's Growth For Jobs (G4J) Strategy. A process is underway to determine the next steps.

6.2.6.2 *Dial-a-ride and universal access*

Dial-a-Ride (DAR) is a dedicated transport service for disabled people who cannot access public transport. The service is provided by the City of Cape Town, with funding from the WCMD. In addition, both MyCiTi and GO GEORGE bus services are universally accessible.

6.2.6.3 *Learner transport services*

The Western Cape Education Department (WCED) provides free school transport to over 65,775 learners daily and there is growing demand for these services (WCED, 2024). There is scope to introduce contractual and operational changes that could improve efficiencies and reduce costs, enabling more learners to be transported with the same budget. The way forward will be determined by WCED and the WCMD.

6.2.7 Focus area 7: Metered taxis and e-hailing services

The Department will work to improve metered taxi and e-hailing services to ensure they are well regulated and provide a safe and reliable service to the public.

This includes the establishment of a representative body with a democratically elected leadership to achieve greater alignment between industry members and to amplify their collective voice. This will enable more effective engagement with government and other stakeholders, including e-hailing platforms.

Another area of focus is to support smaller municipalities to update their Operating Licence Plans (OLPs) to make provision for these services so that they can support applications for operating licences submitted to the PRE.

6.2.8 Provincial Sustainable Transport Programme

The PSTP is the WCMD's primary vehicle for implementing improvement initiatives across public transport, non-motorised transport, freight and environmentally sustainable transport across the province. This programme has proven to be an effective and useful mechanism to enable implementation of priority measures, foster partnerships with key stakeholders and deliver impact. The PSTP will continue through the PLTF period.

6.3 Summary of municipal public transport strategies

Integrated Transport Plans were considered in detail in Chapter 4. However, it is important to highlight the public transport strategies and initiatives with provincial significance.

6.3.1 City of Cape Town CIP (2023-2028)

- Review and update the IPTN suite of plans to include lessons learnt, such as the need for a 'hybrid' approach that sees MBT and BRT services operating together and the need to improve public transport citywide - beyond BRT corridors.
- Implementation of MyCiTi Phase 2A, and conclusion of Stage 2 Phase 1 MyCiTi contracting.
- Feeder services for the Blue Downs rail corridor: The proposed Blue Downs rail corridor, which will connect the Metro South East with the northern suburbs, is one of the priority IPTN corridors. Since it is a rail link, PRASA is responsible for providing the new rail line and service, but the City is supporting the corridor's development by planning for a road-based feeder system and TOD surrounding the stations.
- Public transport priority measures programme: Improving road-based public transport (MBTs and buses) in priority areas across the city, instead of focusing improvements solely within BRT corridors.
- Pursue the assignment of NLTA S46 contracting authority to enable the City to manage conventional bus service contracts.
- COCT Rail Study to assess the feasibility, risk and implications of devolving the urban passenger rail function to the City.
- Development of an updated Operating Licences Plan to inform the issuing of MBT and metered taxi operating licences in Cape Town and surrounding municipalities.
- Expansion of park-and-ride facilities at rail and MyCiTi PTIs.
- Travel demand management strategies, such as the continuation of the Future of Work flexible working hours programme to spread the peaks of travel demand.
- Transit-oriented development, including densified development along public transport corridors.

6.3.2 District and local ITPs

- **Bitou LITP (2016-2021):** Increased enforcement against illegal MBTs and upgrading of MBT ranks.

- **Breede Valley LITP (2016-2021):** Investigate the revival of passenger rail service between Touws River and De Doorns.
- **Central Karoo District ITP (2020-2024):** Lobby Transnet and PRASA to upscale Shosholoza Meyl services to provide more regular and reliable services to the region.
- **George Municipality:** ITP update is currently in progress, but a focus is the continued implementation and management of GIPTN services.
- **Knysna LITP (2016-2021):** Establish additional MBT ranks.
- **Overberg District ITP (2020-2024):** Proposal to upgrade the Grabouw and Botriver railway stations and their precincts for tourism purposes and using these as a 'vintage railway tourism route' to link Caledon, Napier and Bredasdorp.
- **Stellenbosch CITP (2016-2021):** Reduce private car use by improving public transport and NMT facilities, creating park-and-ride facilities and parking management.
- **West Coast District ITP (2020-2024):** Investigate potential subsidised bus service to Clanwilliam.

6.4 Additional items

Table 6-2 provides additional content as per the minimum requirements, which is not captured elsewhere in this chapter.

Table 6-2 Additional items in terms of the minimum requirements

(e) A list of planned provincial initiatives or initiatives undertaken with regard to:	
(ii) the rationalisation of subsidised public transport	Rationalisation is proceeding on a corridor-by-corridor basis through the implementation of the City of Cape Town's IPTN.
(iii) plans/initiatives to address the progress of the regulatory entities within the province	The Provincial Regulatory Entity has been established and is operating effectively.
(v) engagement with municipalities, where appropriate, regarding the assignment of the operating licensing function to them	No plans for the assignment of this function.
(vi) the status of dispensing and dealing with operating licences in the province	The operating licence function is being performed effectively, with no operating licence backlog.
(viii) public transport security	A Public Transport Interchange Roving Unit has been established by the WCMD and the COCT to patrol between public transport facilities to prevent and respond to security incidents.

(e) A list of planned provincial initiatives or initiatives undertaken with regard to:	
	Further details of public transport security measures provided in Chapter 14.
(ix) corridor development strategies	As part of the rollout of MyCiTi Phase 2a, the City is developing an integrated transport and land-use strategy for the corridor.
(xi) the use of adapted light delivery vehicles in public transport in the province	Not applicable to the Western Cape.
(f) Details of agreements with other provinces regarding interprovincial transport, if any.	No such agreements in place.

6.5 Summary of strategic initiatives and actions

Table 6-3 includes a summary of the focus areas and initiatives of the Public Transport Strategy, and lists the key actions, timeframes and responsibilities.

Table 6-3 Public Transport Strategy - initiatives and actions

Focus area	Strategic initiative	Actions	Timing	Responsibility
1. Rail restoration	1.1 Restoration of rail services	Accelerate restoration of Metrorail services	2025 - 2028	PRASA , NDOT, WCMD, COCT
		Restore Shosholoza Meyl services	2025 - 2028	PRASA
	1.2 Rail devolution	Finalise devolution strategy	2025	NDOT
		Establish a devolution working committee, including NDOT, WCMD, COCT and PRASA	2025	NDOT
2. Minibus taxi reform	2.1 Shayela Smart Programme	Secure funding for implementation	2025	WCMD, COCT, SANTACO
		Implement Shayela Smart (subject to budget allocation)	2025 - 2028	WCMD, COCT, SANTACO
	2.2 MBT Training Academy	Secure funding for implementation	2025	WCMD
		Establish Training Academy (subject to budget allocation)	2025 - 2028	WCMD
	3.1 Cape Town IPTN	Finalise update of IPTN Plan	2025	COCT

Focus area	Strategic initiative	Actions	Timing	Responsibility
3. Bus service improvement		Transition to new bus operating contract/s for Phase 1 services	2025 - 2028	COCT
		Implement Phase 2a	2024 - 2028	COCT
	3.2 Legacy bus services	Assess implications of NLT Amendment Bill	2025	WCMD
	3.3 GIPTN	Complete Phase 4A rollout	2025	WCMD, GM
		Transition to new bus operating contract	2026	WCMD, GM
4. Public transport priority measures	4.1 Expand BMT lanes	Improve functioning of existing BMT lanes and plan for additional BMT lanes, including establishment on the N2 outbound	2025 - 2028	COCT
	4.2 Park-and-Ride	Develop business case	2025	WCMD
5. Rural transport	5.1 Rural transport solution	Develop business case	2025	WCMD
6. Specialised support	6.1 Dial-a-Ride	Maintain current service levels	2025 - 2028	COCT , WCMD
	6.2 Jobseeker Travel Voucher Programme	Confirm next steps	2025	WCMD
	6.3 Learner transport services	Improve and expand learner transport services	2025 - 2028	WCED , WCMD
7. Metered taxis & e-hailing	7.1 Establish representative body	Develop business case	2025	WCMD

Focus area	Strategic initiative	Actions	Timing	Responsibility
	7.2 Update Operating Licence Plans	Support selected municipalities to update Operating Licence Plans	2025-2028	WCMD
NDOT – National Department of Transport, PRASA – Passenger Rail Agency of South Africa, MD – Mobility Department, WCED – Western Cape Education Department, COCT – City of Cape Town, GM – George Municipality, SANTACO - Western Cape branch of the South African National Taxi Council				

7 NON-MOTORISED TRANSPORT STRATEGY

Non-motorised transport (NMT) plays a vital role in the Western Cape's transport system, both as a main mode and for first and last mile journeys. NMT is low-cost, emissions-free and health-benefitting and has great potential to improve access to opportunities as a key part of the transition to a sustainable and inclusive net-zero transport system. However, the conditions experienced by pedestrians and cyclists in the Western Cape are hostile and, far too often, deadly. As such, there is significant commitment, effort and investment required to ensure that walking, cycling and other modes of non-motorised transport can fulfil their potential and provide a safe, comfortable and convenient user experience.

7.1 Vision and objectives

VISION
Walking and cycling are the preferred choice for short journeys

The Western Cape envisions a future where NMT remains a vital part of the transport system, but is no longer neglected. Rather, it has been prioritised in transport planning and delivery and, as a result, the conditions for pedestrians, cyclists and other NMT users have improved exponentially. It now provides a safe and attractive alternative to motorised transport, particularly over short distances, and is preferred by many. High and rising levels of walking and cycling enable significant reductions in GHG emissions, better health outcomes and lower-cost access to opportunities.

High quality NMT networks have been established in Cape Town, in other cities and towns and along key rural and tourist routes. Those travelling on foot experience wide, well-maintained, level sidewalks, with seating, shelter and regular, safe crossing opportunities. Trees, planting and sustainable urban drainage systems have been introduced, and walking routes are direct, enabled by permeable street networks, while active frontages contribute to a safer, more interesting experience.

Cycling has grown significantly due to the construction of high quality, protected cycle lanes, intersection upgrades, large scale bicycle distribution and promotion and behaviour change campaigns. Growth in the use of e-bikes and e-scooters (micromobility) has enabled longer, steeper trips to be undertaken.

More sustainable land-use policies have enabled the development of dense, mixed-use, walkable neighbourhoods, clustered around public transport nodes and corridors, enabling access by foot to many everyday necessities, such as groceries, within 15 minutes.

The prioritisation of NMT permeates the design of streets and the built environment through tighter geometry and corner radii, the introduction of raised side-road entry treatments, the plentiful use of pedestrian crossings and the pedestrianisation of certain main streets and public spaces.

This vision for non-motorised transport has been translated into the following strategic objectives:

OBJECTIVES
1. Establish high-quality walking and cycling networks that are attractive, coherent, comfortable, direct and safe
2. Ensure the needs of pedestrians and cyclists are prioritised in the planning and delivery of transport infrastructure and services
3. Reduce pedestrian fatalities
4. Promote walking, cycling and other modes of non-motorised transport

7.2 Priority focus areas and initiatives

7.2.1 Focus area 1: NMT planning and design

7.2.1.1 Western Cape NMT Design Guidelines

The Mobility Department will work with the Department of Infrastructure, the City of Cape Town and other stakeholders to develop Western Cape NMT Design Guidelines to help ensure that all stakeholders in the built environment meet a consistently high standard. The guidelines will be informed by international best practice and the many lessons learnt through the implementation of NMT infrastructure over the last 20 decades.

The Department will also work to build the capacity of municipalities to plan and deliver improved NMT infrastructure in line with the updated guidance.

In addition, the WCMD will consider undertaking a review of the full suite of road, traffic and development standards and guidelines to identify any inconsistencies with national policy and the objectives of the PLTF and to ensure that NMT is prioritised.

7.2.1.2 Western Cape NMT Safety Strategy

The WCMD has prepared a draft NMT Safety Strategy, which identifies measures to radically reduce the unacceptably high rate of NMT road fatalities over the next decade. It is envisaged that the implementation of the strategy will be overseen by a newly established Provincial Safe Roads Committee (PSRC), including provincial and local government

representatives, experts, community and non-government organisations, civil society and advocacy groups and media representatives and leverage the District Safety Planning approach to multi-stakeholder delivery. The Committee is a proposed task team comprised of.

7.2.1.3 Walking and Cycling Strategy for the City of Cape Town

The City is preparing a new strategy which aims to “provide clear strategic guidance for decision making, planning, programme and project development and implementation for walking and cycling in Cape Town” (COCT, 2024, p. 6).

7.2.2 Focus area 2: Development of high-quality walking and cycling networks

7.2.2.1 Support for local NMT network development

The WCMD will continue to support the development of local NMT networks and work to secure additional funding to increase investment and boost impact. Support will include the development of NMT Strategies and Network Plans, as well as support for the further planning, design, funding and implementation of infrastructure projects.

As a priority, the Department aims to identify and focus investment in a NMT demonstration town, where a range of measures, including network development, bicycle distribution and behaviour change campaigns, will be deployed to demonstrate the potential of targeted NMT investment and provide a model for other communities across the Western Cape.

7.2.2.2 Development of the City's NMT Network

The City will continue to invest in its NMT network, adapting its approach based on the recommendations of the final Walking and Cycling Strategy.

7.2.3 Focus area 3: Bicycle distribution

The PSTP Bicycle Distribution Programme has been highly successful and, to achieve even greater impact, the WCMD hopes to scale the programme and distribute even more bicycles to communities in need, including in the proposed NMT demonstration town. The Department is planning to approach businesses and other possible sponsors to explore whether they could make contributions to the programme.

7.3 Summary of strategic initiatives and actions

Table 7-1 includes a summary of the focus areas and initiatives of the Non-Motorised Transport Strategy, and lists the key actions, timeframes and responsibilities.

Table 7-1 Non-Motorised Transport Strategy - initiatives and actions

Focus area	Strategic initiative	Actions	Timing	Responsibility
1. NMT planning and design	1.1 Western Cape NMT Design Guidelines	Secure funding	2025	WCMD
		Develop guidelines	2026 - 2027	WCMD , DOI, COCT, DMs, LMs
	1.2 Western Cape NMT Safety Strategy	Finalise strategy and secure funding for implementation	2025	WCMD
		Implement strategy	2026 - 2028	WCMD
	1.3. Walking and Cycling Strategy for the City of Cape Town	Finalise strategy	2025	COCT
		Implement strategy	2026 - 2028	COCT
2. Development of high-quality NMT networks	2.1 Support for local NMT network development	Work to increase extent of support	2025 - 2028	WCMD
		NMT Demonstration Town (subject to budget allocation)	2025 - 2028	WCMD
	2.2 Development of the City's NMT network	Continued development and improvement of the network	2024 - 2028	COCT
3. Bicycle distribution	3.1 Bicycle distribution	Scale-up bicycle distribution initiatives (subject to budget allocation)	2025 - 2028	WCMD

Focus area	Strategic initiative	Actions	Timing	Responsibility
NDOT – National Department of Transport, PRASA – Passenger Rail Agency of South Africa, WCMD – Western Cape Mobility Department, WCED – Western Cape Education Department, COCT – City of Cape Town				

8 ENVIRONMENTALLY SUSTAINABLE TRANSPORT STRATEGY

South Africa is committed to achieving net-zero greenhouse gas (GHG) emissions by 2050. This will require a substantial increase in mitigation efforts and investment across all sectors, including transport. Mitigation will require the implementation of measures aligned with the EASI framework (Section 2.4), including spatial transformation (avoid), the use of sustainable modes of transport (shift) and the transition to low and zero-emission vehicles (improve). Avoid measures are covered in Chapter 5 (land-use and transport integration), while *shift* measures are covered in Chapter 6 (public transport), Chapter 7 (NMT) and Chapter 11 (travel demand management). Therefore, this chapter focuses on the transition to new energy vehicles (NEVs) and the need for climate adaptation in the transport sector.

8.1 Context

In 2024, the crucial 1.5°C threshold was breached and, with each passing year, the devastating consequences of climate change become more apparent. In response to this growing threat, it is imperative that the nations of the world redouble their efforts to limit global warming and adapt to a rapidly changing climate.

As a signatory to the Paris Agreement⁸, South Africa is committed to reducing GHG emissions in line with its Nationally Determined Contribution (NDC)⁹ and to achieving net zero GHG emissions by 2050 (UN, 2021). The country is pursuing a Just Transition to net zero as a priority by, for example, implementing measures to protect workers in carbon-intensive industries (PCC, 2022).

In South Africa, the transport sector, consisting of domestic aviation, maritime and road subsectors, is responsible for some 12% of the country's GHG emissions – the second largest emitter after the energy sector. Of the 12%, 11.75% is attributed to the road transport sector (DFE, 2024). Through the Green Transport Strategy (GTS), South Africa has committed to “substantially reduce GHG emissions and other environmental impacts from the transport sector” (NDOT, 2018) through measures such as modal shift and the transition to NEVs.

In the Western Cape, the transport sector is estimated to be responsible for a higher proportion of emissions - approximately 28% (DEA&DP, 2022). The Western Cape Climate Change Response Strategy: Vision 2050 outlines the province's commitment to addressing climate change and sets a goal of achieving net-zero emissions by 2050:

⁸ A legally binding international climate change treaty, adopted by 196 countries in December 2015 at the UN Climate Change Conference (COP21) in Paris, France.

⁹ South Africa submitted its first NDC in 2016 and updated it in 2021. The updated NDC commits to a 31% reduction and a fixed target for GHG levels of 398-510 MtCO₂e by 2025 and 350-420 MtCO₂e by 2030 (NDC, 2021).

“Our Vision is to be a net zero emissions and climate resilient province by 2050, built on an equitable and inclusive economy and society that thrives despite the shocks and stresses posed by climate change (DEA&DP, 2022, p. ii).”

The Strategy includes a number of relevant targets, including:

- By 2030:
 - Preparing for a rapid transition to electric mobility, in private and public transport and ensure that the infrastructure is in place.
 - Champion renewable energy as the primary source of energy for electric vehicles.
- By 2040: Phase out internal combustion public transport and public fleet vehicles.

8.1.1 The transition to NEVs

South Africa's transition to e-mobility is still early in the early stages. Figure 8-1 displays the trend in NEV sales and the exponential growth in EV sales, albeit off a very low base. NEV sales are forecast to continue growing rapidly, with figures for the first half of 2024 being just shy of the total for the previous year (NAAMSA, 2024).

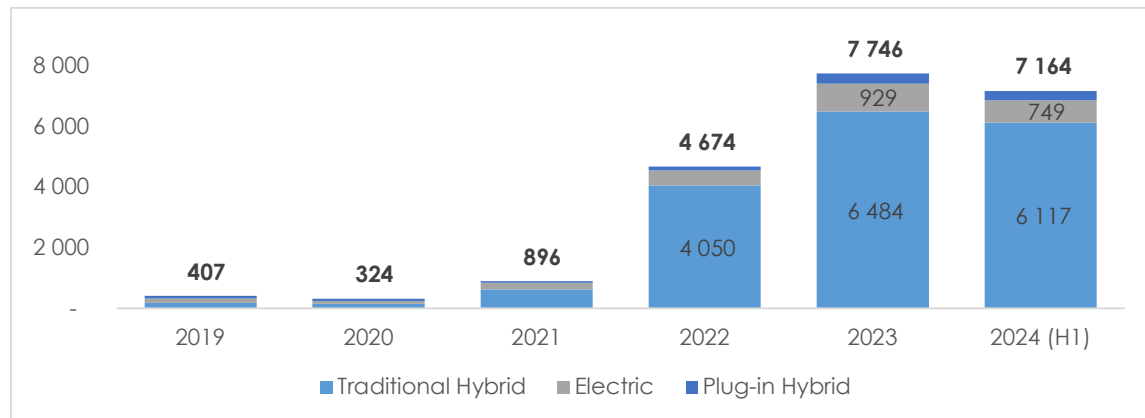


Figure 8-1 NEV sales by type¹⁰

Source: Naamsa (2024)

In the public sector, the Department of Trade, Industry and Competition (DTIC) is leading the transition to NEVs, which gained significant momentum with the publication of the EV White Paper in 2023. The White Paper addressed both the demand side (consumer market) and the supply side (automotive supply chain), with a particular focus on ensuring a successful transition of the country's vital automotive manufacturing sector.

¹⁰ The figures for 2024 only cover the first six months of the year.

A just transition to electric vehicles is needed for South Africa and the Western Cape to meet their climate targets. The Presidential Climate Commission (PCC) estimated that EVs accounted for 0.1% of new car sales in 2022 and that this would need to increase to 30% by 2030 and 100% by 2035 for the country to meet its climate targets, as shown in Figure 8-2 (PCC, 2024). Concerning light-duty vehicles and public transport vehicles, including buses and minibuses, the PCC estimated that these fleets would need to be 100% electric by 2050 to meet climate targets.

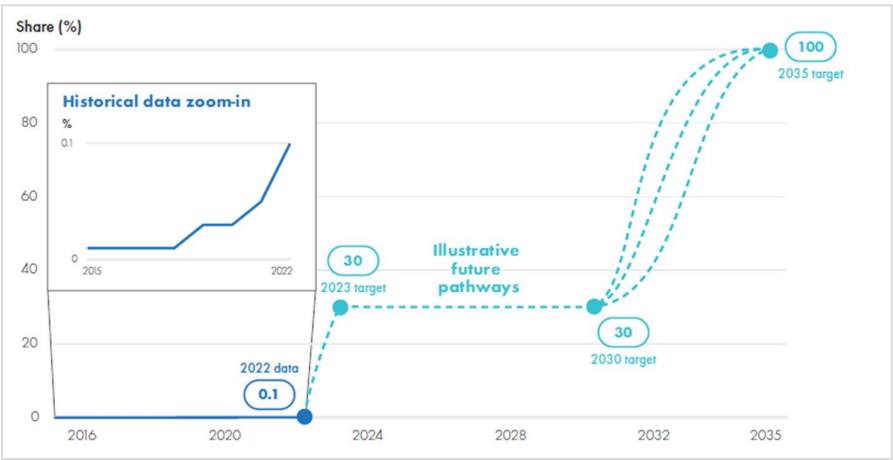


Figure 8-2 Historical progress and future targets for the share of NEVs in new car sales

Source: PCC (2024)

It is estimated that South Africa’s public charging network currently consists of 378 charging stations, 95 of which are in the Western Cape. The City of Cape Town is home to over 50% of the province's charging network, followed by the Cape Winelands and Garden Route Districts – see Figure 8-3 (PlugShare, 2024). The network will need to grow rapidly to accommodate the increase in EVs, with an estimated 30 000 – 45 000 charging stations being required by 2035 (PCC, 2024).

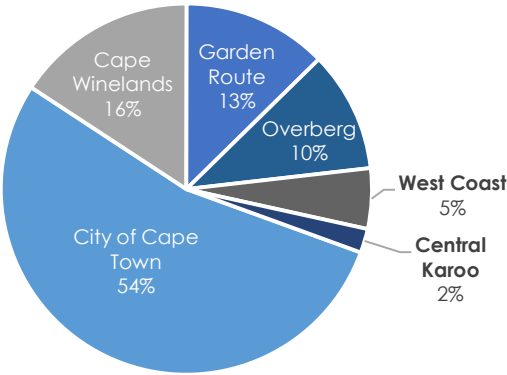


Figure 8-3 Distribution of EV charging stations in the Western Cape by District Municipality

8.1.2 Existing initiatives

Against this backdrop, a range of initiatives is underway in the Western Cape to progress the transition to NEVs.

8.1.2.1 Charging network development

The EV charging network in the province is expanding to support the growing number of EVs on the road, including:

- **Audi South Africa:** In collaboration with Rubicon, Audi has invested in several ultra-fast direct current (DC) charging stations in the Western Cape, including at Century City, Tyger Valley Shopping Centre and Somerset Mall (ChangeCars, 2024).
- **Mercedes-Benz South Africa:** In partnership with Chargify, Mercedes-Benz is expanding its charging network in the Western Cape. They are installing both alternating current (AC) and DC fast-charging stations at various locations (Engineering News, 2023).
- **Eskom:** In terms of the EV White Paper, Eskom has been tasked as the public sector lead for the development of a public charging network. In mid-2024, Eskom Distribution launched its EV infrastructure pilot project by acquiring 20 EVs and installing 10 charging stations at five sites across the country, including in Brackenfell in Cape Town (Kemp, ESI Africa, 2024).

8.1.2.2 Introduction of EVs into government fleets

Government Motor Transport (GMT) – a trading entity of the WCMD responsible for the provincial government's vehicle fleet – developed the Western Cape Electric Vehicle Strategy to create an EV ecosystem in the Western Cape by fostering collaboration between government, original equipment manufacturers (OEMs) and other stakeholders (GMT, 2022). The strategy is structured into three phases over five years:

- **Foundation Phase (12 months):** Laying the groundwork by initiating identified projects and establishing collaborative partnerships.
- **Development Phase (24 months):** Completing projects and preparing for their commercialisation.
- **Realisation Phase (24 months):** Commercialising projects to foster the creation of an EV industry in the Western Cape.

In line with this strategy, GMT has begun a process of transitioning its fleet to EVs through the following:

- A pilot project with 5 BMW i3 electric cars to assess their performance and suitability for government operations;
- A long-term goal to have 200 electric or alternative fuel vehicles in its fleet within the next 5-9 years (WCMD, 2021); and
- Developing a provincial EV charging network to support the growing number of EVs.

In 2021, the City of Cape Town initiated a three-year EV pilot project in the Traffic Services Department, introducing five BMWi3 EVs and six EV charging stations. The project concluded that the introduction of EVs in municipal fleets can significantly lower emissions and reduce fuel expenses (Petersen, 2023). The City is investigating the feasibility of electrifying other parts of its vehicle fleet, including waste collection trucks, light delivery vehicles, sedans and hatchbacks, with the aim of transitioning its entire fleet by 2050 (Brederode, 2024).

8.1.2.3 Introduction of EVs into public transport fleets

In addition to the activities of GMT outlined above, several other initiatives are underway to introduce EVs into public transport and government fleets.

In 2021, GABS began a pilot to test the viability and operational performance of electric buses in Cape Town, later deploying two additional vehicles for public passenger use and completing a feasibility study in 2023 (GreenCape, 2023). In July 2024, following a successful pilot, GABS announced that it had signed a deal to acquire 120 electric buses from Chinese automotive manufacturer BYD to electrify nearly 10% of its fleet. The company plans to introduce 10 electric buses per month in 2025. In 2024, GABS also announced a partnership with Eskom to develop charging infrastructure in Cape Town and outlined its intention to procure renewable electricity from independent power producers (ESI Africa, 2024).

The City of Cape Town has been exploring opportunities to integrate electric buses into its MyCiTi fleet since 2018 and is planning to procure 30 electric buses for MyCiTi Phase 2A (Brederode, 2024).

The WCMD conducted a feasibility study investigating the viability of introducing electric vehicles into the minibus taxi sector. Using data from the Blue Dot Taxi pilot, the study found that ~60% of the MBT fleet may be compatible with current EV technology. To further test the feasibility of electric vehicles in the minibus taxi environment, WCMD and GMT plan to initiate a pilot project.

In 2024, South Africa's first electric minibus taxi model, eKamva, was launched by a consortium led by GoMetro, alongside an integrated new electric vehicle business model and charging infrastructure product called flx EV.

Meanwhile, Stellenbosch University is testing the viability of converting existing buses and minibuses to electric.

8.1.3 Key challenges

The transition to EVs in the Western Cape faces several challenges, including high upfront costs, inadequate charging infrastructure and range anxiety. These challenges encompass financial, infrastructural and regulatory aspects and require coordinated efforts to overcome.

- **High upfront costs:** The initial capital cost of NEVs is significantly higher than that of conventional ICE vehicles. Developing the necessary charging infrastructure, including fast chargers for fleets, also requires substantial investment. Limited public sector budgets make it difficult to prioritise these expenditures over other critical services. However, the cost of NEVs is coming down and price parity in certain vehicle segments is expected in the next five years. Additionally, high upfront costs need to be considered alongside the total costs of ownership, which are favourable in some cases.
- **Charging and power constraints:** The existing public charging network is sparse, particularly away from major cities and key routes. Ageing electricity infrastructure, already constrained in many parts of the province, requires significant upgrades to accommodate a growing charging network. The country's electricity supply remains unreliable and carbon-intensive. Loadshedding has abated, but the risk of further power cuts remains high. While South Africa is ramping up its integration of renewable energy, the country is highly dependent on coal-fired power stations.
- **Domestic market constraints:** Although new models are being introduced regularly, there are a limited number of NEV options available in the local market. South Africa relies heavily on imported NEVs and components, making the transition vulnerable to global supply chain disruptions and currency fluctuations.

8.2 Vision and objectives

VISION

A Just Transition to a net zero and climate resilient transport system by 2050

In response to these challenges, the Western Cape envisions a transport sector that is sustainable, equitable and aligned with the national and global goals of achieving net-GHG by 2050. As one of the key contributors to carbon emissions, the land transport sector holds immense potential for transformative change.

Replacing private and fleet ICE vehicles with EVs is a highly effective mechanism for decarbonising the sector. Furthermore, transitioning to EVs offers long-term cost savings and health benefits by reducing pollution.

The transition to EVs also presents opportunities for fostering economic development and energy security. EV adoption can contribute to job creation in manufacturing, installation and maintenance, as well as to greater energy independence through the use of renewable energy for vehicle charging. In line with the principles of the Just Transition, the negative impact of these changes on employment and livelihoods must be considered.

In the public transport sector, the shift to electric vehicles is critical to achieving sustainable mobility. Replacing ICE vehicles with electric alternatives will help modernise public transport fleets, improve service delivery, cut operational costs and reduce reliance on fossil fuels. For government fleets, adopting EVs demonstrates leadership in sustainability and provides an opportunity to set an example for private sector adoption.

Achieving these goals requires the establishment of charging infrastructure, effective co-operation with the private sector and the development of conducive policies that incentivise the transition to EVs. Adequate charging capacity, coupled with grid resilience and renewable energy integration, will be essential to ensure the widespread adoption of EVs across the province.

This vision for environmentally sustainable transport has been translated into the following strategic objectives:

OBJECTIVES
1. Reduce greenhouse gas emissions from land transport
2. Accelerate the transition to NEVs
3. Support the rollout of a public charging network
4. Leverage economic development opportunities and ensure a just transition
5. Strengthen the resilience of transport to climate change

8.3 Priority focus areas and initiatives

Efforts to achieve environmentally sustainable transport in the province will extend beyond the five-year period of the PLTF and, therefore, a longer term view has been taken when developing the focus areas and initiatives for this strategy, as seen in Table 8-1.

Table 8-1 Environmentally Sustainable Transport Strategy - planning horizons

Horizon 1 Next 5 years	Horizon 2 5 – 10 years	Horizon 3 10+ years
<ul style="list-style-type: none"> • Establish and refine NEV policies and regulations • Develop and expand the charging network • Accelerate the transition of public and government fleets • Support the transition of MBTs to NEV • Enhance climate adaptation efforts • Assess opportunities for localisation NEV manufacturing and/or assembly in the province • Integrate the principles of the Just Transition 	<ul style="list-style-type: none"> • Scale NEV adoption across private and public sectors • All new public and government transport vehicles must be NEV • Support viable localisation initiatives • Scale climate adaptation efforts 	<ul style="list-style-type: none"> • Transition all government and public transport fleets to NEVs • Continuously monitor and refine NEV strategies, policies and initiatives against mitigation and adaptation targets

The focus areas and initiatives planned for the five-year period of the PLTF (Horizon 1) are described below.

8.3.1 Focus area 1: Strengthen the NEV policy and regulatory framework

Establishing a policy framework is the cornerstone for successful NEV adoption in the province. This focus area involves creating a regulatory environment that encourages investment, ensures safety and supports a seamless transition from ICE to NEVs. Key initiatives under this focus area include:

- **Refine and implement the Western Cape EV Strategy:** Key measures from the strategy should be implemented and updates made to NEV adoption targets, actions and timelines to reflect recent developments in this rapidly evolving sector.
- **Regulate charging infrastructure:** Introducing clear standards for charging station installations to ensure uniformity, safety and ease of use, including compatibility with global standards to enable use for all types of EVs.
- **Setting fleet transition mandates:** Instituting deadlines for government fleets to transition to NEVs, supported by policy incentives and funding mechanisms.

8.3.2 Focus area 2: Electrification of government and public transport fleets

Public and government fleets are leading the integration of EVs in demonstrating the feasibility and benefits of NEV adoption. Transitioning these fleets will achieve significant emissions reductions while serving as a model for the private sector. This focus area includes the following initiatives:

- **Electric bus rollout:** Increase the rollout of electric buses in urban areas, with the goal of fully electrifying public transport bus fleets.
- **Minibus taxi electrification:** Support the minibus taxi industry in transitioning to zero-carbon electric vehicles by piloting electric MBTs and reforming the MBT recapitalisation programme.
- **Government fleet replacement:** Implement a phased approach to the electrification of government fleets, including GMT, the City of Cape Town and other municipalities.

8.3.3 Focus area 3: Development of a public charging network

A well-established, strategically located and widely accessible charging network at public and private facilities is essential to drive and enable the uptake of EVs in the public sector.

- **Charging network plan:** Develop a network plan to serve as the basis for the coordinated rollout of charging infrastructure. The roles and responsibilities of relevant stakeholders, including local municipalities and Eskom, should be considered and agreed upon.
- **Public-private collaboration:** Engage with private-sector partners, such as OEMs, to co-fund and manage charging stations, ensuring rapid deployment and cost efficiency.
- **Renewable energy integration:** Ensure that the energy requirements of EVs are taken into account in electricity and energy planning for the Western Cape.

8.3.4 Focus area 4: Step-up climate adaptation efforts

To ensure resilience against the impacts of climate change, it is vital to mainstream climate adaptation efforts into infrastructure and service planning. This focus area emphasises measures to address climate change vulnerabilities while securing the necessary resources to implement these initiatives. Key initiatives include:

- **Integration into planning:** Embed climate adaptation considerations into transport infrastructure design, upgrades and service delivery to ensure resilience to climate impacts.

- **Early warning systems:** Implement robust early warning and disaster management systems, to safeguard transport services and infrastructure during extreme weather events.
- **Securing funding:** Pursue alternative financing mechanisms for adaptation measures, including partnerships with international donors, development banks and private-sector contributions.

8.3.5 Focus area 5: Economic development and a just transition

Transitioning to environmentally sustainable transport must maximise economic opportunities while simultaneously minimising adverse impacts on affected sectors. This focus area centres on achieving a *just transition* to support economic development, ensuring inclusivity and economic and social protection of impacted workers and communities. Key initiatives include:

- **Leveraging economic development opportunities:** Promote localisation of NEV manufacturing, assembly and associated supply chains (e.g., Battery manufacturing/recycling) to create jobs and stimulate economic growth.
- **Support for affected workers:** Develop upskilling and retraining programs for workers in sectors likely to be negatively impacted by the just transition (e.g., petrol attendants) to transition into green economy jobs.
- **Inclusive transition:** Ensure the principles of the Just Transition are upheld, with targeted measures to protect vulnerable groups and communities affected by the transition.

8.4 Summary of strategic initiatives and actions

Table 8-2 includes a summary of the focus areas and initiatives of the Environmentally Sustainable Transport Strategy, and lists the key actions, timeframes and responsibilities.

Table 8-2 Environmentally Sustainable Transport Strategy - initiatives and actions

Focus Area	Strategic initiative	Actions	Timing	Responsibility
1. Strengthen the NEV policy and regulatory framework	1.1 Refine and implement the Western Cape EV Strategy	Consult stakeholders and refine policy	2025	WCMD, GMT
		Coordinate implementation of priority actions	2025 - 2028	WCMD, GMT
	1.2 Regulate charging infrastructure	Draft and adopt charging infrastructure regulations	2025 – 2028	DOE&E, Eskom
	1.3 Setting fleet transition mandates	Establish mandates for government fleet electrification	2025 – 2026	WCMD, GMT
		Coordinate with fleet owners for compliance	2025 – 2028	WCMD, GMT
2. Electrification of government and public transport fleets	2.1 Electric bus rollout	Secure funding for additional electric buses	2025 - 2027	NDOT
		Increase rollout of electric buses	2027 – 2028	WCMD, COCT, GABS
	2.2 Minibus taxi electrification	Pilot electric minibus taxis (eMBTs) in the province	2025 – 2028	WCMD, GMT
		Lobby national government for reform of the Minibus Taxi Recapitalisation Programme	2025 – 2028	WCMD

Focus Area	Strategic initiative	Actions	Timing	Responsibility
	2.3 Government fleet replacement	Assessment and planning for fleet replacement	2025 – 2028	GMT, COCT, DMs, LMs
		Phased replacement of government vehicles with NEVs	2025 – 2035	GMT, COCT, DMs, LMs
3: Development of a public charging network	3.1 Expanding public charging networks	Develop a provincial charging network plan	2026 - 2027	Eskom, SANRAL, WCMD, DOI
		Establishing public-private partnerships for charging networks	2025 - 2028	Eskom, SANRAL, WCMD, DOI
		Install charging stations across urban centres and along main provincial corridors	2025 – 2028	Eskom, PS, WCMD, COCT
4. Step up climate adaptation efforts	4.1 Integrate climate adaptation into planning	Adopt guidelines requiring adherence to the Global Methodology for Infrastructure Resilience Review (or similar) for transport infrastructure and service planning	2025 – 2028	WCMD, COCT, GMT
		Develop and implement early warning and disaster management systems	2026 – 2030	WCMD, COCT
		Secure additional funding/financing for adaptation measures	2025 – 2028	WCMD, Treasury, DFIs
		Promote localisation of NEV manufacturing and assembly	2025 – 2030	DEDAT, DTIC, WCMD

Focus Area	Strategic initiative	Actions	Timing	Responsibility
5. Economic development and a just transition	5.1 Leverage economic opportunities and mitigate impacts	Develop upskilling and/or retraining programs for affected workers (e.g., petrol attendants)	2025 – 2028	DEDAT, DTIC, WCMD
		Ensure inclusivity and equity in the transition through targeted worker and community support measures	2025 - 2028	DEDAT, DTIC, WCMD, DMs, LMs
NDOT – National Department of Transport, WCMD – Western Cape Mobility Department, DOI – Western Cape Department of Infrastructure, DEDAT – Western Cape Department of Economic Development and Tourism, DTIC – National Department of Trade, Industry and Competition, GMT – Government Motor Transport, COCT – City of Cape Town, DMs – District Municipalities, LMs – Local Municipalities, PS – Private sector				

9 TRANSPORT INFRASTRUCTURE STRATEGY

A well-maintained network of transport infrastructure and facilities is vital for the transport system and the broader economy of the Western Cape. While the province has a well-maintained and good quality road network, the deterioration of rail and port infrastructure, in particular, has had a detrimental economic impact and remains a very real constraint to growth. There are also challenges related to road-based public transport infrastructure and facilities, linked with the broader service delivery and operational challenges they experience. Detailed content on the state of transport infrastructure in the Western Cape, including key challenges, is provided in Chapter 3. A list of planned major transport infrastructure projects is provided in APPENDIX C: SUMMARY OF TRANSPORT INFRASTRUCTURE PROJECTS and a summary of strategies of planning authorities and major initiatives of provincial significance regarding infrastructure is provided in APPENDIX D: SUMMARY OF INFRASTRUCTURE STRATEGIES.

This Transport Infrastructure Strategy includes the initiatives and actions needed to improve road and rail infrastructure, as well as public transport facilities. The infrastructure requirements of non-motorised transport, aviation, maritime transport and pipelines are considered elsewhere in the WCPLTF.

9.1 Vision and objectives

VISION
A well-maintained network of transport infrastructure and facilities that enables growth, fair access to opportunities and progress towards net-zero

This vision for transport infrastructure has been translated into the following strategic objectives:

OBJECTIVES
1. Enable improved connectivity to stimulate economic growth and job creation
2. Ensure infrastructure planning and delivery is aligned with and supports sustainable transport outcomes
3. Ensure transport infrastructure and facilities are well-maintained

9.2 Priority focus areas and initiatives

9.2.1 Focus area 1: Rail infrastructure

Restoration and improvement of rail infrastructure should focus on enabling a shift from road to rail for freight and increased ridership for passenger rail, alleviating pressure on provincial roads. This will lead to reduced congestion, decrease the rate of deterioration of roads and support a more sustainable and efficient transport system. This reform requires a collaborative approach to rebuild infrastructure, enhance service levels and promote rail as a reliable mode of transport. Key initiatives under this focus area include:

- **Restore passenger rail infrastructure:** In line with the measures outlined in Section 6.2.1, NDOT, PRASA and other relevant stakeholders must take steps to accelerate the Rebuild and Recovery Programme. This includes returning all lines and stations in the network to service, including the critical Central Line, completing repairs and upgrades of electrical (substation, overhead traction etc.), signalling, telecommunications and perway infrastructure, including resolving any remaining safety speed restrictions and ensuring that the region has been allocated enough trainsets.
- **Address Transnet's rail infrastructure backlog:** NDOT, Transnet (Infrastructure Manager) and other relevant stakeholders should address the substantial infrastructure investment and maintenance backlog on the Transnet network with urgency and take steps to protect these assets from further vandalism and theft. These measures are critical to improving the reliability and performance of freight rail and the successful introduction of 3rd party operators.
- **Institute proper rail maintenance regimes:** Both Transnet and PRASA should institute improved maintenance regimes to ensure their assets are in optimal condition to enable reliable freight and passenger operations.

9.2.2 Focus area 2: Road infrastructure

- **Ensure road infrastructure is well-maintained:** A well-maintained road network is critical for the functioning of the provincial transport system and the economy. Therefore, it is vital that the Western Cape maintains and further improves the relatively good standard of its existing road network.
- **Reform of road planning, design and delivery:** Existing approaches to roads planning, design and delivery are not consistent with national policy, including the principles of a Just Transition and sustainable transport and, therefore, they should be critically assessed as part of a broader review of transport and development planning practices referred to in Section 7.2.1.

- **Deliver major road infrastructure projects:** A range of major road projects is being implemented or is planned for implementation over the period of the PLTF.

9.2.3 Focus area 3: Public transport infrastructure and facilities

The infrastructure requirements for road-based public transport include multi-modal public transport interchanges, bus stations, taxi ranks, stops and shelters and dedicated or priority public transport lanes. Across the Western Cape, there is a need to upgrade existing formal and informal public transport facilities. In Cape Town, for example, several major PTIs are at capacity, congested and unable to accommodate increasing demand. Across the province, many taxi ranks suffer from insufficient and ageing infrastructure, lacking essential amenities such as shelter, seating, sanitation and proper lighting. This deficiency adversely affects both passengers and drivers, leading to discomfort and safety concerns.

- **Improve MBT facilities:** Given the MBT sector's pivotal role in providing public transport services and supporting economic activity, addressing issues of rank quality, safety and capacity is a key priority, both in Cape Town and in non-metro areas.
- **Upgrades to PTIs in Cape Town:** The COCT has an ongoing programme of upgrading PTIs and this is planned to continue. In addition, short-term measures to increase capacity at key PTIs are being taken forward through the Shayela Smart programme (see Section 6.2.2.1).
- **Deliver and maintain IPTN infrastructure:** Both the COCT and George Municipality (GM) will continue to deliver and maintain infrastructure to support existing IPTN services and those planned for rollout. The WCMD and GM will continue to pursue additional funding to close the GIPTN's infrastructure funding gap.

Related interventions, such as the further implementation of BMT lanes, are covered in Chapter 6.

9.3 Summary of strategic initiatives and actions

Table 9-1 includes a summary of the initiatives and actions of the Transport Infrastructure Strategy, and lists the key actions, timeframes and responsibilities.

Table 9-1 Summary of strategic initiatives: Transport Infrastructure

Focus area	Initiatives	Actions	Timing	Responsibility
1. Rail infrastructure	1.1 Restore passenger rail infrastructure	Return all lines and stations in the network to service, including the critical Central Line.	2025 – 2029	PRASA
		Ensure that the region is allocated enough trainsets to deliver an optimal service.	2025 – 2029	PRASA
		Resolve remaining safety speed restrictions.	2025 – 2029	PRASA , RSR
	1.2 Address Transnet's rail infrastructure backlog	Develop a clear strategy for resolving the backlog.	2025 – 2029+	OV , Transnet, NT
	1.3 Institute proper rail maintenance regimes	Take steps to institute proper infrastructure maintenance regimes.	2025 – 2029	PRASA, Transnet
2. Road infrastructure	2.1 Ensure road infrastructure is well-maintained	Ensure that the national, provincial and municipal road network is well-maintained.	2025 – 2029	SANRAL, DOI, COCT, DMs, LMs
	2.2 Implementation of major road projects	Implementation of major projects	2025 – 2029	SANRAL, DOI, COCT, DMS, LMs

Focus area	Initiatives	Actions	Timing	Responsibility
3. Public infrastructure and transport facilities	3.1 Improve MBT facilities	Work to scale-up programme of MBT facility improvements across the Western Cape, and take steps to source the required funding.	2025 – 2029	NDOT, WCMD, DOI, COCT, DMs, LMs
	3.2 Upgrades to PTIs in Cape Town	Continue programme of PTI upgrades.	2025 – 2029	COCT
		Creation of holding areas and “stop and go” facilities to manage the surplus of taxis at ranks via the Shayela Smart Programme.	2025 – 2029	WCMD, COCT
	3.3 Deliver and maintain IPTN infrastructure	Deliver and maintain IPTN infrastructure in Cape Town and George.	2025 – 2029	WCMD, COCT, GM
		Close the GIPTN infrastructure investment funding gap.	2025 – 2027	WCMD , NDOT, GM
NT – National Treasury, NDOT – National Department of Transport, OV - Operation Vulindlela, PRASA – Passenger Rail Agency of South Africa, RSR – Rail Safety Regulator, SANRAL – South African National Roads Agency Limited, WCMD – Western Cape Mobility Department, DOI– Western Cape Department of Infrastructure, DEDAT – Western Cape Department of Economic Development and Tourism, COCT – City of Cape Town, DMs – District Municipalities, LMs – Local Municipalities, PS – Private sector				

10 FREIGHT TRANSPORT STRATEGY

Freight transport is a key component of the Western Cape’s economy, serving as a vital link within the domestic and international supply chain and is essential to the province’s competitiveness. It supports key industries, facilitates trade and drives economic growth and job creation. However, the current freight transport system faces challenges such as inefficiency, a road-dominant modal share, high emissions, road infrastructure damage, congestion and safety concerns. To address these challenges, a concerted effort is required to improve the efficiency of the system. A more efficient, sustainable system will reduce environmental impact, improve road safety, decrease congestion and increase the overall competitiveness of the province.

10.1 Vision and Objectives

VISION
An efficient, reliable multi-modal freight transport system that enables domestic and international trade, growth and job creation

Against the backdrop of the freight transport landscape and its key challenges (covered comprehensively in Chapter 3), and the vision to create an efficient, reliable multi-modal freight transport system, the following objectives have been identified:

OBJECTIVES
1. Improve the efficiency of freight transport
2. Shift freight from road to rail
3. Improve the performance of freight rail
4. Minimise road damage, emissions and congestion
5. Improve the safety and security of freight transport

10.2 Priority focus areas and initiatives

Achieving the objectives of this strategy requires evidence-based planning, including increased use of the Western Cape Freight Demand Model™, and the design and delivery of strategic initiatives and actions.

A key priority is shifting freight from road to rail to achieve optimal mode allocation. The ongoing structural reforms being implemented by Operation Vulindlela must continue and

the Western Cape Government will support and participate in this process where feasible and appropriate.

Given the vital role of road freight, strategic actions to improve safety and reliability and minimise negative externalities are vital, including those related to law enforcement and overloading. Actions to improve the transport of freight by air and sea are covered in Chapter 13.

This section outlines safety measures applicable to the transportation of hazardous materials, including enhanced law enforcement, minimising weighbridge avoidance, promoting self-regulation, reducing overloading and improving driver training. However, there is a noted gap regarding (b) "Routes for the movement of dangerous goods." Further research on this topic is necessary and should be conducted in subsequent iterations of the PLTF.

10.2.1 Focus area 1: Evidence-based planning

A strong and up-to-date evidence base is essential for effective planning and to assess the performance and measures the effectiveness of strategic interventions. The WC FDM™, which is the only model of its kind in South Africa, provides such an evidence base for freight strategy and planning in the Western Cape.

The WC FDM™ is a complete set of origin and destination freight movements, per commodity (currently 86 commodities) and transport mode (road, rail and pipeline), confined to the Western Cape. The model, first developed in 2017/18 and updated annually, customises the South African Freight Demand Model™ (FDM™) for the province, based on the addition of rich provincial data. The model produces supply and demand data that define freight flows in terms of origin, destination, commodity, volume and transport mode.

Waste data was incorporated into the model in 2019, while data on air freight was added in 2020, although there are some limitations. In 2022, the model was enhanced by adding the Port of Cape Town containerised cargo module, providing increased detail on the transport of fruit.

The model is a key informant for freight planning in the Western Cape and further steps will be taken to embed and extend its use on a formal and coordinated basis within the Western Cape Government, local government, rail and port operators, the private sector and other key stakeholders.

10.2.2 Focus area 2: Shift freight from road to rail

WCMD should establish specific modal shift targets for each commodity group or industry sector and use a coordinating forum to achieve these goals. Transitioning freight from road

to rail can reduce road crashes, preserve infrastructure, lower emissions and decrease logistics costs.

A bottom-up approach is essential, where every freight flow - defined by the volume of a commodity between origin and destination - has a target. To support this strategy, the optimal mode allocation must align with plans for the development or improvement of domestic intermodal facilities and freight villages, along with ongoing rail reforms. A prerequisite for achieving modal shift is improved performance of freight rail.

10.2.3 Focus area 3: Freight rail reform

Major structural reforms are being implemented across the freight transport sector, covering both rail and ports, by Operation Vulindlela. This includes the vertical separation of infrastructure and operations through the establishment of an independent Single Infrastructure Manager and increase competition through 3rd party or private sector participation in rail operations. Significant progress has been made in implementing these reforms.

Linked to this reform process, the WCG is preparing a freight rail strategy to identify opportunities for greater participation in and support for freight rail. A key focus of the strategy is low-density or branch lines, the future of which is being considered as part of the structural reform process. These lines provide crucial connectivity to key areas of agricultural, mineral and industrial production in the province that would benefit from reliable and cost-effective rail services.

The strategy will consider opportunities to devolve responsibility for these lines to the province, the role of the private sector, investment and technology requirements, and the prospects for greater regulatory powers. Greater clarity on the way forward is also likely to be provided via Operational Vulindlela as further aspects of rail sector reform are resolved.

In addition, the freight rail strategy should also provide clear guidance on how intermodal terminals and freight villages should be developed to enable the efficient transfer of freight between road, rail and sea.

As a precursor to this strategy, the WCG prepared a Freight Rail Support Framework (WC FRSF), to establish itself as an enabler of freight rail by leveraging partnerships, advocating for targeted investments, and resolving the logistical bottlenecks on the rail network. A key initiative that stems from the WC FRSF is the Overberg pilot project. The purpose of the pilot project is to enhance the efficiency of logistics in the region by connecting Overberg agricultural producers to local and export markets through rail, supporting economic growth and expanding the agricultural sector.

10.2.4 Focus area 4: Road freight compliance, safety and efficiency

This focus area encompasses initiatives and actions to improve the efficiency and safety of road freight, while reducing its negative impacts, such as excessive road damage and unsafe driving practices. The transport of dangerous and hazardous goods is also considered, including the need for greater coordination between stakeholders.

10.2.4.1 Improve compliance and safety

Traffic law enforcement is essential for achieving compliance and road safety, including adherence with regulations on overloading and driving hours. While there is scope to further strengthen traffic law enforcement (see initiatives and actions in Section 10.3), there is also a need for road hauliers to monitor and communicate with their drivers to ensure safe driving practices are followed. Perhaps most importantly, there is a need for better national regulation of driving hours to complement more robust monitoring and enforcement activities.

10.2.4.2 Reduce overloading

Overloading remains a critical challenge in the sector, creating safety risks and damaging road infrastructure. To address this issue effectively requires a multi-faceted response, including strict regulations and enforcement, better driver training and, most importantly, a fundamentally different approach from road hauliers – one that prioritises safety and driver wellness over commercial imperatives.

Additionally, there is a need to ensure greater awareness of loading regulations and best practice, through targeted communication campaigns with road hauliers, truck drivers and other road users.

There is also a need to expand and upgrade provincial weighbridge facilities to ensure more effective monitoring and compliance. This includes mobile weigh stations for greater coverage and flexibility.

10.2.4.3 Safe driving

Drivers are the cornerstone of the freight ecosystem and it is vital that they are well-trained, fairly treated by their employers, and empowered to drive safely and responsibly. Measures to ensure safe driving include proper training before entering the workforce, as well as ongoing training to sustain high levels of performance and safety. Improved provision of truck stops, with necessary services and amenities, is also needed to ensure that drivers have regular opportunities to rest during their journeys. Basic requirements include secure, clean and well-maintained facilities, extended operating hours and access to health and wellness

services. There is a particular need for additional truck stops along the N2 corridor, especially during high-demand periods like evenings and weekends.

10.2.4.4 Strengthen self-regulation

The Road Transport Management System (RTMS) is a voluntary self-regulation scheme for the road freight industry, which is supported by government. It encourages consignees, consignors and road transport operators to adopt a management system based on the SANS 1395:1:2019 standard. The standard covers elements such as legal compliance, corporate governance, risk management and operational considerations such as loading control, safety, driver wellness and training. Together, these measures are proven to improve efficiency, reduce costs, increase profitability and boost driver performance and safety.

Participation in the scheme is limited and, given its significant benefits, there is need to encourage higher levels of RTMS certification in the industry, including through education and awareness raising, technical support and incentive programmes. For example, the WCMD is developing an RTMS digital toolkit to assist operators in becoming RTMS compliant.

10.2.4.5 Implement performance-based standards (PBS)

PBS vehicles, also known as smart trucks, are designed, manufactured and operated in accordance with a set of performance standards and are able to carry significantly larger loads than conventional trucks, thus enabling higher levels of efficiency and reduced externalities.

While several successful PBS pilots have been implemented in South Africa, there is currently no national PBS policy in place and permitting processes are extremely fragmented, with each province having their own approach. Therefore, there is a clear need for a national PBS policy and regulations, as well as a standardised approach to permitting.

10.2.4.6 Hazardous goods network plan

Safely transporting hazardous goods in the Western Cape, including chemicals, flammable substances and toxic materials, is vital for protecting public health and environmental integrity. This requires the development of a hazardous goods network plan specifying the routes along which these goods must travel and identifying the facilities and infrastructure needed to facilitate their safe movement, such as handling and storage locations.

10.2.5 Focus area 5: Strengthen local supply chains

The Western Cape is dependent on long-distance domestic and international trade, which is costly and generates negative externalities, such as greenhouse gas emissions. Strategically reducing this dependence by strengthening local supply chains should be considered as part of the province's economic development strategy, Growth 4 Jobs. This

would include investing in high-potential local industries and promoting the consumption of locally-produced goods and services.

10.3 Summary of strategic initiatives and actions

Table 10-1 includes a summary of the focus areas and initiatives of the Freight Strategy, and lists the key actions, timeframes and responsibilities:

Table 10-1 Freight Transport Strategy - initiatives and actions

Focus Area	Strategic initiative	Actions	Timing	Responsibility
1. Evidence-based planning	1.1 Increased use of WC FDM™	Use the WC FDM™ for provincial freight planning and to measure and monitor the effectiveness of strategic interventions	2025 - 2029	Transnet, WCMD , DEDAT, COCT, PS
2. Shift freight from road to rail	2.1 Develop and implement modal shift targets	Establish clear modal shift targets for each commodity group and coordinate efforts to achieve these targets	2025 - 2029	Transnet, WCMD , DEDAT, COCT, PS
3. Freight rail reform	3.1 Structural reform	Continue to deliver structural reforms of freight rail	2025 - 2029	NT, OV , NDOT, Transnet
	3.2 Western Cape Freight Rail Strategy	Develop, implement and monitor the strategy	2025 - 2029	OV, NDOT, Transnet, WCMD , DOI, DEDAT, COCT, DMS, LMS, PS
	3.3 Implement the WC Freight Rail Support Framework	Implement the Overberg pilot project	2025 - 2026	OV, Transnet, WCMD , DEDAT, PS
4. Road freight compliance,	4.1 Safe and compliant driving	Develop and implement driver training programmes	2025 - 2029	WCMD, PS

Focus Area	Strategic initiative	Actions	Timing	Responsibility
safety and efficiency		Develop and implement targeted awareness and behaviour change campaigns	2025 - 2029	WCMD, PS
		Improve existing and develop additional truck stops	2025 - 2029	SANRAL, DOI, WCMD, COCT, DMs, LMs, PS
		Expand and upgrade provincial weighbridge facilities	2025 - 2029	SANRAL, WCMD, DOI , COCT, DMs, LMs
	4.2 Hazardous goods network plan	Develop a hazardous goods network plan for the Western Cape	2025 - 2027	NDOT, SANRAL, DOI , WCMD, COCT, DMS, LMs, PS
	4.3 RTMS standards	Encourage compliance with RTMS standards across the industry	2025 - 2029	NDOT, WCMD, PS
		Develop and share an RTMS Toolkit	2025 - 2026	WCMD
	4.4 Performance-based standards	Develop national policy, regulations and permitting systems for PBS	2025 - 2027	NDOT
		Develop an implementation plan to support the adoption of PBS in the Western Cape	2025 - 2026	SANRAL, WCMD , DOI, COCT, DMs, LMs, PS
5. Strengthen local supply chains	5.1 Strengthen local supply chains	Consider appropriate measures to strengthen local supply chains to reduce reliance on long-distance freight transport and boost economic growth and job creation	2025 - 2029	DTIC, WCMD, DEDAT , Wesgro, Green Cape, COCT

Focus Area	Strategic initiative	Actions	Timing	Responsibility
NT – National Treasury, NDOT – National Department of Transport, OV - Operation Vulindlela, DTIC – National Department of Trade, Industry and Competition, WCMD – Western Cape Mobility Department, DOI – Western Cape Department of Infrastructure, DEDAT – Western Cape Department of Economic Development and Tourism, COCT – City of Cape Town, DMs – District Municipalities, LMs – Local Municipalities, PS – Private sector				

11 PROVINCIAL TRANSPORT MANAGEMENT STRATEGY

11.1 Introduction

The PLTF minimum requirements stipulate the need for a “Transportation Management Strategy, including dangerous goods”, which includes a Freight Strategy, a Travel Demand Management (TDM) Strategy, provincial initiatives related to Intelligent Transport Systems (ITS), incident management and the institutional aspects of transport management. These items are provided across several chapters of the WCPLTF:

- **Chapter 10** provides the freight strategy and addresses the movement of dangerous goods;
- **Chapter 11** (this chapter) provides a travel demand management strategy and covers ITS;
- **Chapter 14** addresses incident management; and
- **Chapter 17** which addresses the institutional aspects of transport management.

It is recommended that this chapter be read in conjunction with those listed above to gain a holistic view of the Provincial Transport Management Strategy.

11.2 Travel Demand Management Strategy

11.2.1 Context

Travel demand management aims to change travel behaviour to optimise the efficiency and sustainability of transportation systems. By proactively managing travel demand, rather than solely expanding capacity (supply) to accommodate it, TDM aims to use existing infrastructure more efficiently, reduce car use and congestion and promote and incentivise the use of sustainable transport.

Cape Town, Stellenbosch, Overstrand, Drakenstein and George are some of the municipalities experiencing significant traffic congestion. Road traffic consists largely of cars with one occupant and this is an incredibly inefficient use of road space. The capacity of the network would be greatly enhanced if some of these trips were made using sustainable modes, or avoided altogether. To achieve this would require significantly improving public transport, changing land-use patterns to support the use of sustainable modes and driving behaviour change through TDM measures like work from home policies. Through effective TDM, the need for costly road capacity expansion can be avoided or, at the very least, delayed.

To date, TDM has not been prioritised in the Western Cape and these programmes are typically poorly resourced and weakly supported. The current state of sustainable transport

in the Western Cape means there is limited opportunity to implement aggressive TDM measures, such as congestion or road-user charges. However, there are steps that can be taken in the current environment and, as sustainable transport improves over time and provides a real alternative to the car, the scope to introduce more aggressive measures increases.

11.2.1.1 Existing initiatives

There are several existing TDM initiatives in the Western Cape, including:

- **Travel Demand Management Programme:** The COCT has a Travel Demand Management Programme that includes a Flexible Working Programme, carpooling, marketing and communication, parking management and parking policy. The Flexible Working Programme encourages flexible working hours and remote work arrangements for City staff to reduce travel during peak periods. In the wake of the COVID-19 pandemic, other employers have adopted and retained flexible working arrangements, such as decreased mandated in-office days and core working hours, which stipulate time periods when employees are expected to be available and in-office.
- **Event transport management plan:** The City activates its transport management plan when major events are held at the Cape Town stadium. This includes the provision of park-and-ride facilities, with patrons encouraged to park remotely and catch a MyCiTi bus to the venue. This helps to prevent congestion around the stadium.
- **Park-and-ride:** A park-and-ride is a facility which allows commuters to safely park their cars and transfer to public transport for the remainder of their journey. They intend to provide safe and convenient parking and services, reduce congestion by encouraging users to board higher-capacity vehicles and promote public transport use. The implementation of park-and-ride initiatives could reduce private car travel and facilitate improved ridership on public transport. Park-and-ride facilities are currently available at some Metrorail and MyCiTi stations in Cape Town.
- **Parking management:** The COCT and several local municipalities, such as Stellenbosch Municipality, charge for on-street parking in high demand areas. This discourages unnecessary car use, encourages the use of sustainable transport, increases parking bay turnover and, in the case of Cape Town, generates ring-fenced funding for public transport, including MyCiTi.

11.2.2 Vision and objectives

VISION

A sustainable and efficient transport system with reduced car use and increased use of public transport, walking and cycling	
OBJECTIVES	
1.	Reduce car use
2.	Increase the use of public transport, walking and cycling
3.	Promote and incentivise modal shift to sustainable transport
4.	Optimise flexible and hybrid working arrangements

11.2.3 Priority focus areas and initiatives

11.2.3.1 Focus area 1: Travel demand management

Existing TDM initiatives in the Western Cape should be strengthened and new interventions considered to better manage and influence travel behaviour, reduce congestion, optimise transport system performance and promote sustainable transport.

- **Improve public transport, walking and cycling:** Through the implementation of measures in Chapter 6 and 7.
- **Promote sustainable travel behaviour:** Step-up marketing, communication and behaviour change campaigns to promote the benefits of public transport, walking, cycling and working from home.
- **Optimise flexible working arrangements:** Opportunities to expand flexible working arrangements should be explored, including greater coordination across public and private sector employers to maximise the transport system benefits of these arrangements.
- **Municipal parking tariffs:** Urban areas with high levels of congestion and demand for on and off-street municipal parking should continue / start charging parking tariffs. The funds generated should be reinvested into sustainable transport initiatives and, as the provision of these alternatives improves, municipalities should progressively increase tariffs.
- **Park-and-ride:** Congestion is a serious challenge in Cape Town and in neighbouring cities, such as Stellenbosch, and reducing the number of cars on the road is key to addressing this issue. One strategy being considered is park-and-ride, either at public transport nodes or on the outskirts of congested areas. This may include improvements to existing facilities or the development on new facilities in suitable locations.

- **Piloting TDM in George:** The city is in the unique position of having almost universal coverage with quality public transport which opens up opportunities for the implementation of a comprehensive package of TDM measures to sustainable travel behaviour.

11.3 Summary of strategic initiatives and actions

Table 11-1 provides a summary of the focus areas and initiatives for the Travel Demand Management Strategy, and lists the key actions, timeframes and responsibilities:

Table 11-1 Travel Demand Management Strategy - initiatives and actions

FOCUS AREA	INITIATIVES	Actions	Timing	Responsibility
1. Travel demand management	1.1 Promote sustainable travel and behaviour change	Expand marketing and behaviour change campaigns	2025 – 2029	WCMD, COCT, DMS, LMS, PS
	1.2 Optimise flexible working arrangements	Enhanced coordination between employers	2025 – 2029	WCMD, COCT, PS
	1.3 Municipal parking tariffs	Progressively strengthen existing parking management systems and expand coverage to suitable locations	2025 – 2029	COCT, DMS, LMS
	1.4 Park-and-ride	Improve and promote existing park-and-ride facilities and investigate opportunities for additional facilities at suitable locations.	2025 – 2029	WCMD, COCT, LMS
	1.5 TDM in George	Consider establishing a comprehensive TDM programme	2025 – 2029	WCMD, GM
NDOT – National Department of Transport, WCMD – Western Cape Mobility Department, DOI – Western Cape Department of Infrastructure, COCT – City of Cape Town, DMs – District Municipalities, LMs – Local Municipalities, PS – Private sector				

11.4 Digital Systems and Technology Strategy

11.4.1 Context

Digital systems and technology play an important role in transport management and their functionality is evolving rapidly in the era of artificial intelligence, big data and automation. A range of systems and technologies are in use in the Western Cape, including the WCMD's Integrated Transport Hub (ITH) (see Section 3.6 for further detail). Going forward, technology will continue to be leveraged in a way that supports a more inclusive and sustainable transport system.

11.4.2 Vision and objectives

VISION
Digital systems and technology are harnessed to deliver sustainable transport
OBJECTIVES
1. Leverage existing and emerging technologies to improve transport deliver and outcomes
2. Maintain and enhance ITS capabilities as the basis for integrated service monitoring and delivery
3. Establish integrated, electronic ticketing systems

11.4.3 Priority focus areas and initiatives

11.4.3.1 Focus area 1: Digital systems and technology

- **Integrated Transport Hub:** The WCMD will continue to develop and enhance the capabilities of the ITH and its subsystems to support improved transport planning, operations, regulation, enforcement and asset management and enabler greater integration across modes and between different stakeholders. This includes pursuing opportunities to help local authorities and other stakeholders improve their performance and delivery through the use of systems and technology, and the further development of ITS capabilities to enable greater modal integration and service monitoring.
- **Electronic ticketing:** Building on the successful deployment of smartcards on MyCiTi, GABS and GO GEORGE bus services, there are opportunities to deploy electronic ticketing to other modes of public transport, including rail and minibus taxis, to make progress toward integrated ticketing systems and to introduce other payment media, such as bankcards and smartphones. These initiatives must align with the national

requirements for Account-Based Ticketing (ABT), which is designed to ensure interoperability between different electronic ticketing systems.

- **Technology for minibus taxis:** In addition to electronic ticketing, other technologies have the potential to improve minibus taxi services and their management, including vehicle trackers and monitoring solutions. This is a feature of the Shayela Smart Programme (See Section 6.2.2.1).
- **Research and innovation:** Through the ITH, the WCMD will continue to keep abreast of the latest technology developments and assess and test their potential for application in the Western Cape context. This includes innovations such as artificial intelligence and autonomous vehicles.

11.5 Summary of strategic initiatives and actions

Table 11-2 provides a summary of the focus areas and initiatives for the Digital Systems and Technology Strategy, and lists the key actions, timeframes and responsibilities:

Table 11-2 Digital Systems And Technology Strategy - initiatives and actions

FOCUS AREA	INITIATIVES	Actions	Timing	Responsibility
1. Digital systems and technology	1.1 Integrated Transport Hub	Develop, enhance and maintain the Integrated Transport Hub	2024 – 2029	WCMD
		Undertake research, development and innovation to leverage new and emerging technologies	2024 – 2029	WCMD
	1.2 Intelligent Transport Systems (ITS)	Leverage ITS to enable greater modal integration and service monitoring	2024 – 2029	NDOT, WCMD, COCT, LMS
	1.3 Electronic ticketing	Progress the establishment of an integrated electronic ticketing system	2024 – 2029	NDOT, WCMD, COCT, LMS
NDOT – National Department of Transport, WCMD – Western Cape Mobility Department, DOI – Western Cape Department of Infrastructure, COCT – City of Cape Town, DMs – District Municipalities, LMs – Local Municipalities, PS – Private sector				

12 TOURISM TRANSPORT STRATEGY

12.1 Context

The National Development Plan (2012) recognises tourism as a key driver of South Africa's economy and employment. This is especially true of the Western Cape, where tourist spending represented 11% of the provincial gross value added (GVA) in 2019 (S&P Global, 2024). Therefore, it is important that the PLTF assesses and gives guidance on tourist transport, which enables this vital part of the economy.

The status quo of tourist transport is summarised below:

- Tourist activity is concentrated in Cape Town, which accounts for 54% of all tourists spending in the province. Other tourist attractions include port and coastal areas (Saldanha Bay, Mossel Bay and George) and Cape Winelands areas (Stellenbosch and Drakenstein) (S&P Global, 2024).
- While the tourism industry was hard hit by the COVID-19 pandemic between 2019 and 2021, it seems to have largely recovered to pre-pandemic levels. However, the pandemic has had a lasting impact on the closure of two domestic airlines (Comair/Kulula and Mango) due to financial constraints.
- The majority of tourists (48%) arrive in the Western Cape by plane, while 39% arrive by road transport (private car or long-distance bus) (DEDAT, 2020) (IHS Markit, 2023) (Wesgro, 2019). During their stay, most tourists use their own vehicle (52.8%) or a rented vehicle (13.4%) to travel around the province; only 1.6% use public transport (Wesgro, 2022).
- The majority (81.5%) of tourists in the province are domestic, mainly originating from the Western Cape itself or from Gauteng or Kwazulu-Natal (Wesgro, 2022). International visitors comprise the remaining 18.5% of tourists, mainly originating from Germany (23.8%), the United Kingdom (21.3%), France (7.9%), the Netherlands (7.9%) and the United States of America (6.2%) (Wesgro, 2022).

12.1.1 Challenges

Based on the status quo analysis and interviews with key stakeholders in the province, the following key challenges have been identified relating to tourism land transport.

- **Limited funds for transport infrastructure and planning:** Public funding levels are insufficient to maintain the infrastructure assets in the Western Cape at the required standards. Tourism transport infrastructure is one of many contending priorities regarding transport infrastructure in the Western Cape.

- **Unsafe transport:** Safety is a primary concern for tourists travelling to South Africa and the province. This was brought to the fore during the MBT strike and associated protests that took place in August 2023, during which a British doctor was murdered in Nyanga after he got lost on his way from the CTIA.
- **Limited public transport across the province:** There are limited public transport options – especially outside of Cape Town – and the majority of tourists prefer to use private transport.
- **Difficult licencing processes:** Several districts reported that the process for applying for public/tourist transport licences is too cumbersome, which hinders the provision of these transport services.
- **Tourist transport contributes to congestion:** The high use of cars among tourists and the practice of private tour operators collecting tourists from their accommodation add to traffic congestion in the City of Cape Town.
- **Congestion around Cape Town International Airport:** Congestion between the airport and the city and late-night road safety remain critical issues. While mass transit vehicles can use the preferential high-speed lanes, not all tourist vehicles have permits to travel in these lanes. There is also a need to regulate access and waiting areas for e-hailing services (Uber and Bolt) at the airport so that they do not conflict with other scheduled transport.
- **Insufficient provision for tourists travelling on road-based transport:** Improved Road signage and road maintenance are required, especially along popular scenic routes (such as the Swartberg Pass (Garden Route) and Clarence Drive (Overberg)) and around major tourist attractions (Waterfront, Table Mountain, Cape Point, Kirstenbosch, Groot Constantia and Boulders Beach).
- **Insufficient NMT infrastructure:** NMT is an adventure attraction itself but could also support sustainability and mobility initiatives within the sector and alleviate congestion. However, there is currently insufficient infrastructure enabling the use of NMT as a mode of transport in the province.

12.2 Tourist Transport Policy

The Western Cape does not have policies that focus solely on tourist transport. However, there are tourism policies and strategies that include some discussion of transport, as well as transport policies that speak to transport for tourists.

The following documents were reviewed for this section:

- National Tourism Sector Strategy 2016–2026

- Tourism Blueprint 2030 for the Western Cape
- City of Cape Town Tourism Development Framework 2024
- Integrated Transport Plan of the City of Cape Town, 2018 and 2023
- Integrated Transport Plans for the Cape Winelands District (2016) and Stellenbosch Municipality (2018 and 2023)
- Central Karoo District Municipality Integrated Development Plan 2022–2026
- Overberg District Integrated Transport Plan (2022)
- Garden Route Growth and Development Strategy 2021–2040 (2021)
- Garden Route and Klein Karoo Tourism Strategy (2019–2023)

This section contains details on the policy documents reviewed and their key strategies or plans relating to tourism and transport. Below is a synthesis of the objectives drawn from all the documents.

Table 12-1 Policy review: Key policy objectives related to tourist transport

Policy review: Key objectives related to tourist transport	
Province-wide	<ul style="list-style-type: none"> • Reduce congestion on roads • Improve land transport (private and public) and the regulations that govern these (including licensing) • Improve universal accessibility of transport • Develop safe NMT infrastructure to encourage tourists to walk between tourist attractions • Improve access management for international visitors, including passenger and airport data, visa regulations and transport • Ensure appropriate tourism signage on roads and for attractions • Identify and address gaps in public and private tourism transport facilities and amenities • Engage with the Department of Education (DoE) to stagger school holidays countrywide to ensure a longer but less intense peak season in the Western Cape. This will also alleviate traffic congestion as interprovincial traffic will be spread over a broader time span • Increase flights between Western Cape airports and other airports in South Africa to reduce road transit
City of Cape Town	<ul style="list-style-type: none"> • Improve the mass-transit link between Cape Town city centre and Cape Town International Airport • Create tourist-friendly ticket options on the MyCiTi bus network

Policy review: Key objectives related to tourist transport	
	<ul style="list-style-type: none"> • Develop visitor maps of public transport and NMT • Support new route development in marginalised tourist areas like Table Bay, Strand/Gordon's Bay, the False Bay coastline, Khayelitsha, Durbanville and secondary scenic routes
Cape Winelands	<ul style="list-style-type: none"> • Encourage NMT and tuk-tuks for short-distance travel (500m – 2km) • Consider a formalised MBT service for distances longer than 2km • Develop tour bus parking facilities in Stellenbosch
Central Karoo	<ul style="list-style-type: none"> • Maintain and enhance the existing scenic routes • Lobby Transnet and PRASA to upscale the rural rail service passing through the region (Shosholozza Meyl) • Improve road linkages between Karoo towns
Overberg	<ul style="list-style-type: none"> • Prioritise road quality and maintenance, as this area is popular for self-driving tourism • Prioritise and fund NMT infrastructure around markets, beaches, trails and tourist pathways • Consider providing a scheduled public transport service between Overberg towns • Revitalise and maintain the rail corridor for passenger and freight rail, and invest in and enhance key rail stations
Garden Route	<ul style="list-style-type: none"> • Upgrade George Airport

12.3 Vision and objectives

VISION
<p>The government and private sector work together to ensure tourists can easily enter and navigate their way around the Western Cape, using public transport, walking and cycling wherever possible.</p>

The long-term vision is for tourist transport to be integrated with public transport and NMT, with reduced reliance on private vehicles where public transport options are available. Public transport services should be of high enough quality and convenience to appeal to tourists over private transport.

Tourist attractions that are not viable to serve with public transport or NMT should be accessible via properly licenced tourist transport services, including taxis, shuttles and tour buses. Hired cars are only preferred when none of the above options are available.

Tourists can safely and easily navigate the transport systems in the province, in both the metro and non-metro areas. Scenic routes are well-maintained, attracting economic activity to non-metro areas across the province.

This vision is largely dependent on the realisation of the Public Transport and NMT Strategies in Chapters 6 and 7 respectively. Therefore, the following objectives for the Tourist Transport Strategy only relate to aspects not yet covered in those chapters.

Table 12-2 Tourist transport objectives

OBJECTIVES
1. Leverage alternative funding sources
2. Ensure transport systems and scenic routes are safe and easy to use
3. Promote tourists' use of public transport and NMT
4. Promote intergovernmental cooperation and stakeholder liaison for tourism

12.4 Priority focus areas and initiatives

12.4.1 Focus area 1: Leverage alternative funding sources

Given that there is limited budget available in the existing fiscus for initiatives dedicated to tourist transport, it is important that these initiatives leverage alternative funding sources. Some options for this are discussed below:

- **Private sector funding:** There is potential to leverage private sector partnerships to fund tourist transport initiatives that benefit both parties. An example of this is the MyCiTi service, which provides free transport for tourists from Kloof Nek to the Table Mountain cableway, which is funded by the Table Mountain Aerial Cableway Company. This service makes the cableway more accessible and helps to reduce congestion on Kloof Nek.
- **User charges:** Tourists – especially international tourists – are usually from a higher income bracket than the average citizen in the province. This presents an opportunity to leverage some form of user charge, such as a tourist tax or levy. South Africa already has a Tourist Levy in place, where businesses in the following tourist sectors can choose to charge a levy on their services (TBCSA, 2020):
 - Accommodation sector: 1% charged on the room rate
 - Tour Operators: specific rate per person, per tour at R3.00
 - Car Rental: 1% charged per car rental
 - Travel Agency sector: 1% charged on service fees locally and internationally.

Businesses in these sectors collect the levy from tourists and submit the proceeds to the Tourism Business Council South Africa (TBCSA), which is used to support initiatives to grow the tourism industry. However, the levy is not compulsory and is a very small percentage. The WCG could investigate the creation of a similar levy or tax for tourism businesses in the Western Cape, where the proceeds could be used towards improving tourist transport.

12.4.2 Focus area 2: Safe and accessible transport systems and scenic routes

Safety is a major concern for tourists travelling to South Africa and the Western Cape. It is, therefore, crucial that measures are put in place to ensure the safety and security of transport in the province. These measures are discussed in detail in Chapter 14, and so are not discussed here. However, one additional focus for safety as it relates to tourist transport would be addressing congestion and safety issues on the N2 from the CTIA.

Most tourists travel within the province by private car, making it important to ensure that transport networks are well-maintained and easy to navigate. The first part of this focus area relates to improved signage for roads and tourist attractions. The second relates to the maintenance of roads that are key to tourist movements, including major gateway routes (N1, N2, N7, R27 and R62), areas around the six main tourism attractions in the City of Cape Town (Waterfront, Table Mountain, Cape Point, Kirstenbosch, Groot Constantia and Boulders Beach) and historic scenic passes. However, road maintenance is covered under Chapter 9, and so specific strategies for this are not covered in this chapter.

Private tour operators are another common means for tourists to travel within the province, and so this form of transport should be provided for. To enable this sector, red tape for these operators (such as licencing) should be streamlined.

12.4.3 Focus area 3: Promote tourists' use of sustainable transport

Chapter 6 and Chapter 7 provide details on improving public transport and NMT, and so this section focuses on improving tourists' access to and use of these modes.

Public transport services and facilities—including metered taxis and e-hailing—should be improved at the CTIA. This could include reviving the MyCiTi airport line and potentially leveraging a partnership with ACSA to improve the service's viability. Facilities for and regulation of metered taxi and e-hailing services should also be improved at CTIA to ensure efficient waiting and collection.

NMT modes should be promoted for tourist use through walking tours and bicycle and e-micromobility rentals.

12.4.4 Focus area 4: Intergovernmental coordination

Tourist transport is a sector that requires coordination between several government departments and private sector parties. It is, therefore, important that these parties have a forum for discussing cross-cutting issues and needs and to enable the government to support the tourist transport sector. This is especially needed in the non-metro context, where tourism is often a key part of the economy, but municipalities have limited capacity to support tourist transport.

Chapter 17 proposes the establishment of a WC Municipal Transport Forum where the WCMD and DOI can meet with non-metro municipalities once a quarter to engage on transport matters themes every quarter. One of these themes should be tourist transport, with DEDAT and Wesgro being invited to that meeting.

12.5 Summary of strategic initiatives and actions

Table summarises the initiatives underpinning the Tourism Transport Strategy, as well as the key actions, timeframes and responsibilities for achieving these.

Table 12-3 Tourist transport focus areas and strategic initiatives

Focus Area	Strategic initiative	Actions	Timing	Responsibility
1. Leverage alternative funding sources	1.1 Leverage private sector partnerships to fund tourist transport initiatives	Engage with private sector bodies (e.g. Cape Chamber of Commerce, Federated Hospitality Association of South Africa) to identify partnership opportunities	2025	DEDAT, Wesgro , COCT, WCMD,
	1.2 Investigate a tourist tax or levy	Develop a business case for a tourist tax/levy	2026	Provincial Treasury, DEDAT
2. Safe and accessible transport systems and scenic routes	2.1 Improve signage for roads and tourist attractions	Undertake assessment of road signage on popular tourist routes and at tourist attractions to identify gaps	2025-2026	DOI
	2.2 Address congestion and safety issues on the N2 from the CTIA	Undertake root cause analysis of congestion on the N2 from CTIA and consider options for mitigation	2025	DOI, COCT, SANRAL
		Increase highway patrol presence on N2 near CTIA	2025	WCMD

Focus Area	Strategic initiative	Actions	Timing	Responsibility
	2.3 Ensure maintenance of key tourist transport routes	Road authorities to consider key tourist transport routes in their maintenance planning (including major gateway routes N1, N2, N7, R27 and R62, historic scenic passes and areas around the main attractions in Cape Town)	2025	SANRAL, DOI, COCT, DMs, LMs
3. Promote tourists' use of sustainable transport	3.1 Pursue partnership with ACSA to revive the MyCiTi airport service, and potentially other service lines to tourist hotspots	Engagement with ACSA and the City of Cape Town to discuss a potential partnership	2025	COCT , ACSA, WCMD
	3.2 Improve facilities for and regulation of metered taxi and e-hailing services at CTIA	Engage with ACSA to develop a plan for e-hailing services and facility requirements		COCT , ACSA, WCMD
	3.3 Promote walking tours and bicycle and e-micromobility rentals	Create marketing and awareness campaigns for NMT tourist transport	2025- 2028	WCMD, DEDAT, Wesgro , COCT, Cape Town Tourism
		Monitor the state of public transport and, if there is significant improvement, consider options for promoting its use to tourists		WCMD, DEDAT, Wesgro, COCT,

Focus Area	Strategic initiative	Actions	Timing	Responsibility
				Cape Town Tourism
		Create a list of trusted service providers for these services and circulate it to hospitality establishments	2025-2026	DEDAT
		Develop a plan for tourist cycling routes in scenic areas		DOI, SANRAL, WCMD, DEDAT, DMs, LMs
4. Intergovernmental coordination	4.1 Include tourist transport as a theme for discussion at the WC Municipal Transport Forum proposed in Chapter 17	Once the WC Municipal Transport Forum is established, ensure tourist transport is included on the agenda and invite key stakeholders to one of the quarterly meetings	2026-2027	WCMD
WCMD – Western Cape Mobility Department, DEDAT – WC Department of Economic Development and Tourism, DOI – WC Department of Infrastructure, COCT – City of Cape Town, SANRAL – South African National Roads Agency, ACSA – Airports Company South Africa				

13 AVIATION AND MARITIME STRATEGY

The Western Cape is geographically isolated and located at a significant distance from major inland economic centres and international markets. Its aviation and maritime systems and ports serve as critical trade and mobility interfaces and growth catalysts, functioning as import-export 'connectors' into and from the province's land transport network. Therefore, it is important for the WCPLTF to consider the role of WCG's strategy in the aviation and maritime sectors and how these relate to the WCPLTF objectives.

With the integrative role of aviation and maritime transport in mind, this chapter inherently serves as an extension of various other elements of this Framework, most notably:

- With regards to freight, it should be considered in conjunction with Chapter 9 (Transport Infrastructure Strategy) and Chapter 10 Chapter (Freight Transport Strategy), among others.
- With regards to the movement of people, it should be considered in conjunction with Chapter 6 (Public Transport Strategy) and Chapter 12 (Tourism Transport Strategy), among others.

Air- and seaports are the primary enabling infrastructure in such systems and, therefore, are the core of this strategy. However, oversight responsibility sits with the Airports Company of South Africa (ACSA) and Transnet National Ports Authority (TNPA), respectively, limiting WCG's mandate and ability to drive development directly in the province's aviation and maritime sectors. This strategy, therefore, focuses on initiatives the WCG may support the achievement of and the actions that ACSA, TNPA and other key stakeholders are planning or should consider taking.

13.1 Aviation

13.1.1 Vision and objectives

VISION
A world-class and sustainable aviation transport system, promoting growth through efficient movement by air of cargo and people domestically and internationally.

As long-distance connectors, Western Cape airports not only enable critical trade and mobility but also act as important 'ambassadorial' gateways for the province. The objectives are informed by the status quo, key challenges and policy imperatives covered in earlier chapters.

OBJECTIVES
1. Increase and diversify domestic and international air connectivity.
2. Develop and maintain multi-modal airport access to support air freight and passenger growth.
3. Grow air freight capability and capacity.
4. Improve sustainability and reduce emissions of air transport systems.
5. Optimise integration of potential new modes of aviation transport.

13.1.2 Priority focus areas and strategic initiatives

As ACSA and the national government are responsible for CTIA and George Airport, WCG must collaborate closely with both of these entities, as well as other key national, local and private stakeholders, to promote, advocate for and facilitate the achievement of its aviation objectives and vision. This will be an ongoing effort extending beyond the five-year term of this document. Key focus areas are expanded upon as follows.

13.1.2.1 Focus area 1: Airport capacity growth and diversification

To address the identified challenges, the Western Cape's capacity to transport air passengers and cargo effectively and efficiently must be improved, expanded and diversified (to reduce reliance on CTIA as the Province's only international airport). Strategic initiatives in this regard include:

- **Air traffic intelligence**—Develop and maintain an aviation traffic intelligence system and model to enhance data collection, analysis, forecasting and decision-making with regard to Western Cape aviation freight and passenger dynamics.
- **ACSA improvement programme** - Deliver appropriate CTIA and George Airport expansion and improvements through ACSA's airport improvement programme and related initiatives. This includes the planned upgrade of the internal terminal at CTIA, planned to commence in 2026.
- **George International Airport** - Plan, promote and advocate for the upgrade and reclassification of George Airport to handle international traffic, alleviate pressure on CTIA and serve and grow cargo and passenger demand in the province's eastern region more effectively.
- **Cape Winelands Airport** - Continued planning of the Cape Winelands Airport development, which has the potential to complement the capacity of existing airports.

13.1.2.2 Focus area 2: Airport access improvement

Access to the Western Cape's primary commercial airports, CTIA and George Airport, is currently constrained. Strategic initiatives to address this include:

- **Existing access improvements** – Drive and promote improvements in road-based access to CTIA and George Airport, including reducing congestion and improving security. Conduct feasibility assessments to identify priorities and establish scheduled public transport options to/from airports, such as potential shuttles to/from high-traffic destinations and/or reinstatement of an adapted MyCiTi service to CTIA.
- **Future access improvements** - Undertake and/or advocate for planning expanded and multimodal access to airports, aligned with expected traffic growth. This should include consideration of additional road-based access points and modes, rail connections (freight and passenger) and pipelines (for more effective transport of aviation fuel, including sustainable aviation fuel).

13.1.2.3 Focus Area 3: Expansion of air freight capabilities and capacity

The Western Cape economy, which is related to the production and distribution of perishable goods such as high-value agricultural produce, increasingly relies on air freight to efficiently export and import cargo. Informed by current challenges in this space, strategic initiatives include:

- **Dedicated air cargo facilities** – Plan for and promote the development of dedicated and contextually specialised cargo facilities and supporting infrastructure (including integrative infrastructure) at CTIA and George Airport.
- **Cape Town Aerotropolis** – Further consideration of the feasibility of a Cape Town Aerotropolis to support increased capacity and improved handling of air freight, enhanced access/connectivity and broader growth benefits around CTIA.

13.1.2.4 Focus area 4: Aviation sustainability

To align with increasing focus on sustainability and decarbonisation, both within government and the broader public, strategic initiatives in this space include:

- **Aviation sustainability programme** – establish a forum, platform and/or programme for collaboration among key stakeholders in formalising dedicated long-term planning for provincial aviation sustainability and decarbonisation, including that for the production and supply of Sustainable Aviation Fuel.

13.1.2.5 Focus area 5: Innovation in aviation modes

Globally, increasing progress is evident in the viability of new and emerging forms/modes of aviation transport, particularly at a smaller and more individual scale. The following strategic initiatives are focused on ensuring WCG's proactivity in this regard as potentially relevant to the broader land transport system:

- **Investigation of new modes of aviation transport** - including air taxis and cargo drones- and potential implications (policy, regulation, planning, promotion, support) for long-term integration into existing transport systems.

13.1.3 Summary of strategic initiatives and actions

Table 13-1 summarises the initiatives underpinning the Aviation Transport Strategy and its focus areas, as well as the key actions, timeframes and responsibilities for achieving these (noting that, as previously emphasised, WCG's role in realising most of these initiatives is primarily one of engagement, support, promotion and advocacy).

Table 13-1 Aviation Transport Strategy - initiatives and actions

Focus Area	Strategic initiative	Actions	Timing	Responsibility
1. Airport Capacity Growth & Diversification	1.1 Air traffic intelligence	Design, develop, establish and maintain a fit-for-purpose aviation traffic database, model and intelligence system for both air passengers and cargo.	2025 - 2028	Wesgro, DEDAT, WCMD
		Engage and enter into agreements with appropriate stakeholder and role-players to establish reliable and relevant data collection mechanisms.	2025 - 2028	Wesgro, DEDAT, WCMD
	1.2 Airport improvement and expansion	Continue appropriate improvement and expansion of CTIA and George Airport, including the planned upgrade of the CTIA international terminal.	2025 - 2028	ACSA, DEDAT, Wesgro, WCMD, COCT, MG
		Consider upgrading George Airport to an international airport.	2025 - 2028	ACSA, DEDAT, Wesgro, WCMD, MG
	1.2 Cape Winelands Airport	Ongoing engagement with Cape Winelands Airport promoters, with support as appropriate to feasibility and planning initiatives.	2025 – 2028	Wesgro, DEDAT, WCMD, DOI

Focus Area	Strategic initiative	Actions	Timing	Responsibility
2. Airport access improvement	2.1 Existing access improvements	Plan and implement/promote improvements in existing road-based access to CTIA and George Airport.	2025 - 2028	DOI, COCT, SANRAL, WCMD, ACSA
	2.2 Future access improvements	Undertake and/or advocate for planning of expanded and multimodal access to airports, aligned with expected air traffic growth.	2025 - 2028	COCT, ACSA, WCMD, PRASA
3. Expansion of air freight capabilities and capacity	3.1 Dedicated air cargo facilities	Plan for and promote the development of dedicated cargo facilities at CTIA and George Airport.	2025 - 2028	ACSA, DEDAT, Wesgro, WCMD, COCT
	3.2 Cape Town Aerotropolis	Further consideration of the feasibility of a Cape Town Aerotropolis.	2025 - 2028	Wesgro, DEDAT, ACSA, WCMD, COCT, PS
4. Aviation sustainability	4.1 Aviation sustainability programme	Develop a dedicated Western Cape Province Aviation Sustainability Strategy	2025	GreenCape, Wesgro, DEDAT, WCMD
		Establish and run a forum and programme for collaboration among key stakeholders in planning and implementing the Aviation Sustainability Strategy	2026 - 2028	GreenCape, Wesgro, DEDAT, ACSA, SACAA
5. Innovation in aviation modes	5.1 Investigation of new modes of	Conduct an ongoing assessment of new and emerging modes of aviation transport wrt. implications for integration into the land transport system	2025 - 2028	WCMD

Focus Area	Strategic initiative	Actions	Timing	Responsibility
	aviation transport			
ACSA – Airports Company of South Africa, SACAA – South African Civil Aviation Authority, SANRAL – South African National Roads Company Limited, WCMD – Western Cape Mobility Department, DOI – Western Cape Department of Infrastructure, DEDAT – Western Cape Department of Economic Development and Tourism, COCT – City of Cape Town, DMs – District Municipalities, LMs – Local Municipalities, PS – Private sector				

13.2 Maritime

13.2.1 Vision and objectives

VISION
A world-class integrated maritime transport system promoting growth through the efficient movement of a diversity of domestic and international marine freight

Given global trade's reliance on the high volume and variety of cargo that can be moved by sea, the Western Cape's maritime ports are the bedrock of its import/export systems and play a vital role in sustaining and growing the Province's economy. This importance is reflected in the Freight Strategy in Chapter 10, with maritime ports as a core component of the overall freight system and WCG's core aim to "support improvements to air and marine cargo logistics." Specific sub-objectives are further enunciated as follows:

OBJECTIVES
1. Counter deteriorating performance and enhance functionality and efficiency of Western Cape maritime ports to improve international competitiveness.
2. Expand the capabilities and capacity of Western Cape maritime ports to promote and meet growing and diversifying demand.
3. Enhance integration, connectivity and coordination of Western Cape maritime ports with other ports, transport modes and logistics systems.

13.2.2 Priority focus areas and strategic initiatives

The TNPA, reporting to parent entity Transnet and working closely with various national government departments, is responsible for Western Cape ports. With a limited direct mandate, the province must, therefore, work closely with these entities, as well as other key national, local and private stakeholders, to promote, advocate and facilitate the achievement of its objectives and vision for maritime transport within the broader land transport context. This will be an ongoing effort extending beyond the term of this document. Core focus areas are expanded upon below.

13.2.2.1 Focus area 1: Port performance

The primary underlying cause of the challenges WC maritime ports face lies in overarching under-capacitation, including insufficient operational expertise, under-investment in capital infrastructure and maintenance and poor coordination and integration with other modes of freight transport and their stakeholders:

- **Improve port performance** – Continued investment in infrastructure, equipment and manpower to ensure optimal performance and processing of cargo at the Port of Cape Town, considering current and future constraints, requirements and synergies.

13.2.2.2 Focus area 2: Structural reform

Operation Vulindlela is implementing far-reaching structural reforms across the freight and logistics sector, including the establishment of an independent TNPA and greater private sector participation. TNPA currently operates as a division of Transnet and is, therefore, subject to many of the challenges being experienced by the parent entity, including misalignment between the entity's diverse mandates. In addition, private sector participation in South African maritime ports, including Western Cape ports, is considered a potentially significant mechanism by which to reverse current performance deterioration in the medium term and effect required expansion and efficiency gains over the long term. A partnership with the private sector would aim to leverage its expertise and capital.

- **Independence of TNPA** – Make progress towards the establishment of the Transnet National Port Authority as a fully independent entity, in line with Operation Vulindlela. An independent TNPA would provide the basis for a more efficient, focused, streamlined and less conflicted port oversight entity.
- **Private sector participation** – Move toward greater private sector participation and investment in the province's maritime ports, building on increasing traction at a national level to attract broad private operational expertise and capital into port reform and expansion.

13.2.2.3 Focus area 3: Enhanced collaboration

The requirement for more and more effective collaboration and coordination among stakeholders in the Western Cape's freight sector is strongly evident in policy and current performance. As key multi-modal transfer nodes in the overall freight system, maritime ports are no exception to this critical need for improved integration, prompting the following initiative:

- **Expansion and strengthening of stakeholder engagement mechanisms** - through the establishment of a Ports Project Management Unit (PMU) to strengthen collective planning between WCG, TNPA, the private sector (port operators, investors, shipping companies, logistics, etc.) and other key stakeholders to foster more structured and impactful communication, collaboration and coordination to address port inefficiencies.

13.2.3 Summary of strategic initiatives and actions

Table 13-2 summarises the initiatives underpinning the Maritime Transport Strategy, as well as the key actions, timeframes and responsibilities for achieving these (noting that, as previously emphasised, WCG's role in realising most of these initiatives is primarily one of engagement, support, promotion and advocacy).

Table 13-2 Maritime Transport Strategy - initiatives and actions

Focus Area	Strategic initiative	Actions	Timing	Responsibility
1. Port performance	1.1 Improve port performance	Continued investment in infrastructure, equipment and manpower to ensure optimal performance and processing of cargo at the Port of Cape Town.	2025 - 2028	TNPA , NDOT, NT
2. Structural reform	2.1 Independence of TNPA	Establishment of an independent TNPA.	2025 - 2028	OV , NT, NDOT, Transnet, DEDAT, WCMD
	2.2 Private sector participation	Progress towards appropriate private sector participation in Western Cape Ports.	2025 - 2028	OV , NT, NDOT, Transnet, DEDAT, WCMD, PS
		Engage with National Government to promote and advocate for private sector participation in WC ports.	2025 - 2028	DEDAT , Wesgro, WCMD, PS
3. Enhanced collaboration	3.1 Expansion and strengthening of stakeholder engagement mechanisms	Design and establish the PMU, facilitating ongoing participation between relevant stakeholders and role-players.	2025 - 2028	WCMD , DOI, DEDAT

Focus Area	Strategic initiative	Actions	Timing	Responsibility
NT – National Treasury, NDOT – National Department of Transport, OV - Operation Vulindlela, TNPA – Transnet National Ports Authority, WCMD – Western Cape Mobility Department, DOI – Western Cape Department of Infrastructure, DEDAT – Western Cape Department of Economic Development and Tourism, COCT – City of Cape Town, PS – Private sector				

14 SAFETY AND SECURITY STRATEGY

A fit-for-purpose transport system must be safe and secure, ensuring that both users and assets are safe from harm and criminal activity. This chapter includes a range of measures to improve transport safety and security, with a particular focus on road and rail.

14.1 Context

Transport in the Western Cape is unsafe and insecure. The number of road crashes, fatalities and injuries remains unacceptably high; violent conflict is commonplace within the minibus taxi industry; theft, vandalism and the destruction of vehicles, infrastructure and other assets is crippling delivery; and the ability of people to move safely from A to B is constrained by the presence and impact of crime.

14.1.1 Key challenges

The key transport safety and security challenges are:

- **High number of road crashes, fatalities and injuries:** According to the Western Cape Forensic Pathology Service (FPS), road fatalities averaged at roughly 1 300 per year between 2011 and 2023, with approximately 50% of these fatalities being NMT users (mostly pedestrians).
- **Lack of compliance with road rules:** There is a general lack of compliance with the rules of the road, including unregistered and unfit vehicles, driving under the influence of drugs or alcohol and speeding.
- **Lack of provision for walking and cycling:** As noted above, a significant proportion of road fatalities are pedestrians. This is linked to poor provision for pedestrians and cyclists, who often have to share or cross the road with high-speed traffic, creating high-risk situations.
- **Crime:** High crime rates impact transport system users and undermine the quality and dignity of travel. Pedestrians and cyclists are particularly vulnerable to crime, especially at night. Public transport users are exposed to crime when travelling to and from their pick up or drop-off points, at public transport facilities and on-board services, particularly during quiet, off-peak periods.
- **Violent conflict:** There is ongoing competition between rival factions of the minibus taxi industry over routes and territory, which frequently flares up into violent conflict.
- **Theft, vandalism and destruction of infrastructure and assets:** Rail and bus services in Cape Town have both been negatively impacted by rampant criminal theft and

destruction, with Metrorail services being particularly badly affected in the years leading up to and during the COVID-19 pandemic. More recently, freight rail services have been severely impacted by increased incidents of vandalism, undermining reliability and performance.

14.1.2 Current initiatives

There are a number of initiatives within the province that aim to address the transport safety challenges noted above, including:

- **Highway Patrol Units:** Both the Western Cape Government (WCG) and the City of Cape Town have established Highway Patrol units to strengthen traffic law enforcement and improve road safety. The Western Cape Highway Patrol and Interception Unit (HPIU) identifies and intercepts law-breakers of all kinds on national and provincial roads through the use of both conventional and state-of-the-art methods, including the roadside and in-vehicle cameras connected to the WCG's integrated Transport Hub. In 2022, the City of Cape Town launched a 24/7 Highway Patrol Unit equipped with technology such as body and dash-cams and Automated Number Plate Recognition (ANPR) to strengthen enforcement and improve safety.
- **Public Transport Interchange Unit:** The Western Cape Government and the City of Cape Town established a dedicated public transport enforcement unit that patrols facilities with high levels of criminality.
- **Safely Home:** Safely Home is the Mobility Department's long-running and highly successful behaviour change and awareness campaign that leverages data, traditional and social media platforms to deliver targeted messaging on key issues, such as drink driving, speeding and the use of seatbelts.
- **District Safety Plans (DPS):** These evidence-based plans deliver a coordinated, multi-stakeholder approach that, when piloted, delivered impressive improvements in road safety. The programmes was paused during the COVID-19 pandemic, but the intention is to reinstate it.

14.2 Vision and Objectives

VISION
The safe transport of people and goods in the Western Cape

The PLTF envisions a safe transport system for all residents within the province as a key step towards achieving Vision Zero¹¹ by 2040. Therefore, a concerted effort is required from all stakeholders to significantly reduce and ultimately eliminate fatalities, serious injuries and crime-related incidents in the provincial transport system.

Eliminating all safety and security incidents will take time to achieve. Therefore, it is critical in the interim to ensure the province has the capability to promote a safety culture, reduce the risk of incidents occurring and respond timeously and adequately to safety and security incidents as they occur to prevent escalation or further harm.

This vision can be achieved through the following key strategic objectives:

OBJECTIVES
1. Reduce road fatalities and injuries
2. Reduce pedestrian fatalities and injuries
3. Reduce crime across the transport network
4. Reduce vandalism, theft and destruction of assets
5. Improve transport regulation and enforcement
6. Increase the effectiveness of first response

14.3 Priority focus areas and interventions

14.3.1 Focus area 1: Stronger traffic law enforcement and regulation

Strengthening enforcement of traffic laws and ensuring compliance with regulations is critical to deterring unsafe behaviour on roads and improve road safety. Key initiatives that support this include:

- **Western Cape Highway Patrol and Interception Unit:** Progress the systematic expansion of the Highway Patrol and Interception Unit to better police transgressions, reckless and negligent driving and issues of driver and vehicle fitness.
- **Enhance enforcement capabilities through technology:** The WCMD and the City of Cape Town will continue to leverage technology to enhance the respective capabilities of their traffic law enforcement services, building on the significant improvement in operational efficiencies and enforcement outcomes delivered over the last decade. This includes ongoing refinement of data gathering and processing systems to provide the business intelligence needed to better target operations. And

¹¹ Global vision to eliminate road fatalities and serious injuries [[Vision Zero Network](#)]

the expansion of speed-over-distance and number plate recognition camera systems to combat traffic violations and criminal activities.

14.3.2 Focus area 2: Safer transport

Addressing safety and security issues and cultivating a culture of safety is the responsibility of multiple stakeholders, including the Mobility Department, the Provincial Regulatory Entity, the City of Cape Town, SAPS and other local traffic enforcement units. There are various ongoing initiatives driven by different stakeholders, as noted above, and it is critical to enhance their impact over the WCPLTF period to meaningfully progress toward Vision Zero. The key actions are as follows:

- **Awareness and behaviour change campaigns:** Refine and recalibrate the Safely Home programme using the latest evidence to craft the most effective and influential campaigns.
- **Reinstate District Safety Plans:** Reinstate the programme and expand it to cover all districts.
- **Public Transport Unit:** Continue to monitor and police safety at public transport facilities in Cape Town.
- **Western Cape NMT Safety Strategy:** Finalise and implement the strategy (see Section 7.2.1.2 for more information).
- **Implementation of Shayela Smart:** A key aim of the programme is to improve minibus taxi service safety (See Section 6.2.2.1 for more information).
- **Minibus taxi conflict resolution:** Ongoing coordination with law enforcement and justice cluster partners and proactive mediation and resolution of conflict.
- **Coordination structures:** Re-establish appropriate road safety coordination structures, such as the proposed Provincial Safe Roads Committee (PSRC), to coordinate road safety planning and delivery across multiple stakeholders and districts.

14.4 Summary of strategic initiatives and actions

Table 14-1 provides a summary of the focus areas and initiatives of the Safety and Security Strategy, and lists the key actions, timeframes and responsibilities

Table 14-1 Safety and Security Strategy - initiatives and actions

Focus Area	Strategic initiative	Actions	Timing	Responsibility
1. Stronger traffic law enforcement and regulation	1.1 WC Highway Patrol and Interception Unit	Identify and implement mechanisms to expand reach and improve response time	2025 – 2029	WCMD
		Leverage technology to improve operational efficiencies and outcomes	2025 – 2029	WCMD
2. Safer transport	2.1 Awareness and behaviour change	Continue safety campaigns to raise awareness and drive behaviour change	2025 - 2029	WCMD
	2.2 Reinstate DSPs	Reinstate DSPs to coordinate the planning and delivery of comprehensive safety plans and expand it to cover all districts	2025 - 2029	SAPS, WCMD , DOI, DMs, LMs
	2.3 Public Transport Unit	Continue to monitor and police safety at public transport facilities in Cape Town	2025 - 2029	WCMD, COCT
	2.4 Minibus taxi conflict resolutions	Ongoing coordination with law enforcement and justice cluster partners	2025 - 2029	SAPS, WCMD (PRE) , COCT
		Proactive mediation and resolution of conflict	2025 - 2029	WCMD (PRE) , COCT

Focus Area	Strategic initiative	Actions	Timing	Responsibility
	2.4 Coordination structures	Reestablish appropriate road safety coordination structures	2025	WCMD , COCT, DMs, LMs
SAPS – South African Police Services, WCMD – Western Cape Mobility Department, DOI – Western Cape Department of Infrastructure, COCT – City of Cape Town, DMs – District Municipalities, LMs – Local Municipalities				

15 FUNDING STRATEGY AND IMPLEMENTATION

PROGRAMME

The objectives of this chapter are to provide an overview of the priority transport projects and programmes in the Western Cape through which the strategic vision, goals and objectives of the WCPLTF will be delivered; to show the funding requirements, available funding and funding shortfalls for transport priorities over the PLTF period; and to provide a guiding funding strategy for these transport priorities.

A breakdown of the available funding and expenditure allocations through the medium-term expenditure framework (MTEF) is given in this chapter, in line with the PLTF minimum requirements.

15.1 Introduction

Previously, the responsibility for transport in the WCG fell under the Department of Transport and Public Works (DTPW). In 2023, the DTPW was reorganised and the responsibility for transport shared between two provincial departments, the Western Cape Infrastructure Department (DOI) and the Western Cape Mobility Department (WCMD). In the current organisation of the WCG, the DOI is responsible for the provincial road network, and the WCMD is exclusively responsible for provincial traffic, and jointly responsible – with the National Department of Transport – for public transport, vehicle licensing and road traffic regulation in the province. As such, WCG transport programmes and projects are delivered through both the DOI and the WCMD, with funding for these initiatives in their respective budgets.

This chapter covers current and planned transport programmes and projects in the Western Cape over the 2025-2028 MTEF period, including those falling under the WCMD and DOI, as well as those included in municipal integrated transport plans (ITPs), where they require funding from the WCG or where they are of provincial significance. This includes both their costs and any funding allocated toward these projects.

15.2 Funding context

The South African national economy remains under pressure. The country's forecasted economic growth averages 1.6% per year for the next 3 years. Although this is above the average annual growth rate of 0.8% since 2012, it is significantly below that of emerging economies globally, which are forecast to grow at 4.2% per year (IMF, 2024) (NT, 2024)¹².

¹² Forecasted growth in emerging economies globally is 4.2% for 2024 and 2025

The national fiscus also remains under pressure and in a weak financial position. Debt levels are high, and the budget remains in deficit. Risks faced by the national fiscus include high borrowing costs associated with these high debt levels, weaker growth and revenue performance, a weak exchange rate posing risks to domestic and foreign debt portfolios and risks associated with state-owned entities having contingent liabilities that may materialise (NT, 2024). These fiscal pressures create an environment requiring constant reprioritisation of spending to where it is most needed, at the expense of other – still vitally important – objectives.

Positively for citizens, prices have been well-controlled, and headline consumer price inflation (CPI) is forecast to be 4.6% for 2025, within the target 3-6% band, driven by low food inflation and a steady decline in fuel prices (MPC, 2024). The unemployment rate is ticking downward slowly at a national official unemployment rate of 32.1% (StatsSA, 2024) and an encouraging provincial official unemployment rate of 19.5% in the Western Cape (DotP, 2024). Though positive, a fifth to a third of the working population are still without a job, and where people are employed, income inequality is still extreme, reflected through the 0.63 national Gini coefficient, and 0.60 provincial Gini coefficient (Statista, 2024) (WCG, 2023).

Transport is the connection between people and economic opportunities, education, leisure and religious activities, and plays a crucial role in supporting citizens under these challenging conditions. It must be adequately provided, well-funded and affordable to use.

15.3 Provincial projects

To provide transport infrastructure and services that connect citizens to opportunities and facilitate economic growth, the WCG has a pipeline of transport projects through the DOI's Programme 3: Transport Infrastructure, and through all three WCMD programmes. Further details on these departmental programmes are given in Section 15.7.2.

Detailed information on provincial priorities and actions is provided in Chapters 6 to 14. This section contains information on existing priority projects, including their budgets, in terms of the PLTF minimum requirements.

15.3.1 Mobility Department projects

The WCMD's responsibilities cover transport planning and coordination, public transport, roads and traffic enforcement, regulation, vehicle licensing and local government capacity development (WCMD, 2023).

Below is an overview of the existing priority projects through which the Department delivers on these responsibilities. To avoid repetition, links to the sections containing descriptions of these projects are provided, while the associated budgets are provided in Schedule 1.

Table 15-1 Summary of Mobility Department's existing priority projects

WCMD priority project	Project description
Provincial Land Transport Framework	See Section 1.2.
George Integrated Public Transport Network	See Section 6.2.3.3.
Non-motorised transport planning and design support for municipalities	See Chapter 7.
Integrated transport systems and technology	See Section 14.1.2.
Provincial Bicycle Distribution Programme	See Section 7.2.3.
Jobseeker Travel Voucher Programme	See Section 6.2.6.1.
Freight Strategy and Implementation Programme	See Chapter 10.
Ports Project Management Unit (PMU)	See Section 13.2.2.3.
Minibus Taxi Industry Reform Programme	See Section 6.2.2.
Safely Home	A road safety initiative aimed at reducing traffic fatalities through <i>enforcement, education, engineering and evaluation</i> . The programme focuses on public awareness, infrastructure improvements and strict law enforcement to create safer roads, aligning with global road safety best practices.

15.3.2 Department of Infrastructure projects

The Western Cape Department of Infrastructure (DOI) has identified several high-priority road infrastructure projects aimed at enhancing connectivity, supporting economic growth and improving road safety. Below is a summary list of the highest-priority projects, with the associated budgets provided in Schedule 1.

Table 15-2 Summary and description of Department of Infrastructure priority projects

DOI Priority Project	Project description
C1038.02 Safety Improvement Project N7	Upgrade TR01101 and rehabilitate DR01100 by constructing the new Van Schoorsdrif interchange on the N7 and closing the existing at-grade intersections on the N7 between the Potsdam Interchange and the Melkbos Interchange.
C1116.01 Reseal Project TR22/1 and TR22/2	Extension of the functional life of TR22/1 from km 20,60 to km 36,05 and TR22/2 from km 3,55 to km 71,8 through a Periodic Maintenance intervention in the form of pre-treatment (surface repairs and crack sealing), the application of an Ultra-Thin Friction Layer (UTFCL) and the application of a seal.
C0967 Malmesbury Bypass	Provision of a new TR25/1 route between the existing TR24/1 and TR25/1 intersection and the existing Hopefield Interchange (TR21/1 and TR11/2) at the town of Malmesbury.
C1000 Rehabilitation/upgrade of TR28/2	The rehabilitation/upgrading of Trunk Road 28 Section 2 (TR28/2) between Stanford (km 24.00) and Gansbaai (km 43.88) as well as the upgrading of Minor Road 4017 (OP4017) from Stanford (km 140.00) to Springfontein Wine Estate (km 4.20).
C0964.02 Dual Carriageway Project	Upgrading of Louis Fourie road to a dual carriageway between Beach Road Boulevard West (km 10.27) and Garret Street (km 13.05). This package includes the realignment of the access to Langeberg Mall and associated upgrades to the local road network.

15.4 Municipal transport projects

This section provides an overview of municipal transport projects in the Western Cape, listing only the priority projects either funded by the WCG or of provincial significance.

Table 15-3 Summary and description of priority municipal transport projects

Municipality	Priority municipal projects	Project description
George Municipality	George IPTN	See section 6.2.3.3.
City of Cape Town	Dial-a-Ride	See section 6.2.6.2.
	City of Cape Town IPTN (MyCiTi)	See section 6.2.3.2.
	City of Cape Town Public Transport	A comprehensive programme of PTI design, upgrade and build projects to enhance the comfort, convenience and safety of public transport users and to ensure efficient

Municipality	Priority municipal projects	Project description
	Interchange (PTI) Programme	intermodal transfers as well as safe and comfortable NMT movement through interchanges. Areas covered by PTI projects over the MTEF include Retreat, Wynberg, Somerset West, Macassar, Vrygrond, Bellville, Inner City, MyCiTi Stations, Wesbank, Westlake and Bloekombos.
	PTI Roving Unit	A deployment of enforcement staff roving between PTIs across Cape Town, to protect people, infrastructure and vehicles, thereby ensuring dignified and safe public transport and interchanges for commuters and citizens. The initiative is jointly funded by the MD and COCT.
	City of Cape Town NMT Programme	Multiple projects aimed at achieving or addressing the improvements of the NMT network and environment, to provide safe and quality roads for pedestrians, cyclists and vehicles alike. Areas covered by NMT projects over the MTEF include Mitchells Plain, Hanover Park, Kuilsriver, Kensington, Factreton, Maitland, Gugulethu / Klipfontein, Heideveld and Khayelitsha.
	City of Cape Town Congestion Relief Programme	A series of projects to improve roads, public transport and non-motorised transport, aiming to accommodate the large number of vehicles on roads, and also to change travel habits to reduce congestion.
Cape Winelands Municipality	Pioneer School for the Blind	The provision of accessible transport services for visually impaired learners. It aligns with the WCG's inclusivity objectives by ensuring that students with disabilities have equal access to education and the mobility needed to participate fully in society. It contributes to the WCG's priority of providing assistance to special categories of passengers.

15.5 Summary of projects and financial programmes

This section contains the summary schedule of prioritised projects referred to above (Schedule 1) and the summary schedule of financial programmes as prescribed in the NLTA minimum requirements for the PLTF (Schedule 2).

15.5.1 Schedule 1: A summary of priority projects

The summary of projects schedule reflects priority projects currently in progress to which budgets have been allocated, in the prescribed template. There are instances where projects are of provincial significance and planning is underway, but they are not yet funded. Those have not been included in the summary. WCMD projects and budgets are summarised in Table 15-4, DOI projects in Table 15-5, and municipal projects in

Table 15-6 below.

Due to the ongoing nature of the projects implemented by the WCMD and municipalities, and some projects only having budget allocated for one year at a time, these projects reflect budgets for financial year 2024/25 only. DOI projects have clear and discrete development periods and, therefore, the budget for DOI projects reflects the full allocation for the project duration specified in the schedule.

Table 15-4 Summary schedule of WCMD priority projects and budgets (Schedule 1, part 1 of 3)

Mobility Department Priority Projects					
Project	Location/area	Budget FY24/25	Target date	Main milestones	Development period
PLTF	Western Cape	R1,600,000	Mar-25	Finalise PLTF	2024/25
George IPTN (WCMD contribution)	George Municipality	R258,000,000	Ongoing	Full rollout of Phase 4a	Ongoing

Mobility Department Priority Projects					
Project	Location/area	Budget FY24/25	Target date	Main milestones	Development period
NMT planning and design support for municipalities	Overstrand Municipality	R3,500,000	Ongoing	Preparation of construction-ready projects	Ongoing
Integrated transport systems and technology	Western Cape	R77,900,000	Ongoing	Developing new systems; enhancing and maintaining existing systems	Ongoing
Provincial Bicycle Distribution Programme	Western Cape	R3,000,000	Ongoing	Full distribution of bicycles	Ongoing
Jobseeker Travel Voucher Programme	Cape Town	R7,500,000	Ongoing	Rollout of the programme	Ongoing
Freight Strategy and Implementation Programme	Western Cape	R5,000,000	Ongoing	Implementation of programme	Ongoing
Ports Project Management Unit (PMU)	Cape Town	R3,000,000	Ongoing	Establish the PMU	Ongoing
Minibus Taxi Industry Reform	Western Cape	R20,000,000	Ongoing	Implementation of reform programme	Ongoing
Safely Home	Western Cape	R19,800,000	Ongoing	Continued operation of the service	Ongoing

Table 15-5 Summary schedule of DOI priority projects and budgets (Schedule 1, part 2 of 3)

Department of Infrastructure Priority Projects					
Project	Location/area	Budget (total)	Target date	Main milestones	Development period
C1038.02 Safety Improvement Project N7	Potsdam - Melkbos - Van Schoorsdrift Interchange	R714,000,000	Mar-27	Completion of earthworks and foundations; open Interchange	May-24 to Mar-27
C1116.01 Reseal Project TR22/1 and TR22/2	Wolseley - Ceres - Touwsrivier	R130,700,000	Nov-24	Application of pre-treatment; complete application of reseal	Aug-23 to Nov-24
C0967 Malmesbury Bypass	Hopefield Interchange near Malmesbury	R529,000,000	Jan-26	Completion of earthworks and foundations; open interchange	May-23 to Jan-26
C1000 Rehabilitation/ upgrade of TR28/2	Stanford-Gansbaai	R386,500,000	Mar-25	Completion of road upgrade	Aug-22 to Mar-25
C0964.02 Dual Carriageway Project	Mossel Bay - Hartenbos	R344,300,000	May-26	Completion of road upgrades	Jul-22 to May-26

Table 15-6 Summary schedule of municipal transport projects funded by WCG or of provincial significance, and budgets (Schedule 1, part 3 of 3)

Priority Municipal Transport Projects					
Project	Location/area	Budget - FY 2024/25	Target date	Main milestones	Development period
George IPTN (total budget)	George Municipality	R452,000,000	Mar-25	Rollout of Phases 4a	Ongoing
Dial-a-Ride	Cape Town	R30,000,000	Mar-25	Continued provision of service	Ongoing
Cape Town IPTN (MyCiTi)	Cape Town	R1,820,000,000	Mar-25	Ongoing provision of Phase 1 services; implementation of Phase 2A	Ongoing
Public Transport Interchange (PTI) Programme	Cape Town	R72,600,000	Mar-25	Planning and implementation of PTI programme	Ongoing
PTI Roving Unit	Cape Town	R13,000,000	Mar-25	Establishment and ongoing operations of the Unit	Ongoing
Cape Town NMT Programme	Cape Town	R161,800,000	Mar-25	Planning and implementation of NMT programme	Ongoing
Cape Town Congestion Relief Programme	Cape Town	R128,500,000	Mar-25	Planning and implementation of congestion relief programme	Ongoing
Pioneer School for the Blind	Cape Winelands	R3,500,000	Mar-25	Construction of NMT works	Ongoing

15.5.2 Schedule 2: A summary of financial programmes

Table 15-7 and

Table 15-8 contain the financial programmes for transport through the WCG, as prescribed in the NLTA minimum requirements

Table 15-7 Summary schedule of WCG financial programmes for transport through the Mobility Department (Schedule 2, part 1 of 2)

Mobility Department Programmes								
Key strategy	Programme/ project	Estimated budget required	Source	Gaps/ shortfalls	Period	Location	Main milestones	Responsibility
Public Transport Strategy	George IPTN	R2,190 m	PTNG; WCMD; George Municipality	-	2024/25- 2028/29	George	Ongoing provision of existing services; rollout of Phase 4a and beyond	WCMD; George Municipality
	Legacy Bus Services	R3,860 m	PTOG	-	2024/25- 2026/27	Cape Town and surrounds	Ongoing delivery of existing service	WCMD; GABS

Mobility Department Programmes								
Key strategy	Programme/ project	Estimated budget required	Source	Gaps/ shortfalls	Period	Location	Main milestones	Responsibility
	Minibus Taxi Reform (Shayela Smart Programme)	TBC	WCMD; COCT; other	TBC – currently not funded	4 years	Province-wide, commencing in COCT	Secure funding for implementation, implement the programme	WCMD; COCT; SANTACO WC
	City of Cape Town IPTN (MyCiTi)	R6,630 m	PTNG; COCT	-	2024/25-2026/27	Cape Town	Ongoing provision of Phase 1 services; rollout of Phase 2A	COCT
Non-Motorised Transport Strategy	Provincial Bicycle Distribution Programme	R30 m	WCMD	R15 m	5 years	Western Cape	Ongoing distribution of bicycles	WCMD; LMs
	Local NMT Infrastructure Support	R90 m	WCMD, LMs	R73 m	5 years	Western Cape	Planning, design and implementation of priority projects	WCMD; LMs
Environmentally Sustainable Transport Strategy	Electric Minibus Taxi Pilot Programme	R15 m	WCMD; GMT; other	R15 m	2 year pilot period	Cape Town	Planning and preparation; launch of pilot	WCMD; GMT; minibus taxi industry
Freight Transport	Western Cape Freight	R25 m	MD	-	5 years	Western Cape	Implementation of programme	MD

Mobility Department Programmes								
Key strategy	Programme/ project	Estimated budget required	Source	Gaps/ shortfalls	Period	Location	Main milestones	Responsibility
	Implementation Programme							
	Ports PMU	R17 m	MD	-	5 years	Port of Cape Town	Ongoing operations of Ports PMU; implementation of priority initiatives	MD
Provincial Transport Management Strategy	Integrated transport systems and technology	R390 m	MD	-	5 years	Western Cape	Developing new systems; enhancing and maintaining existing systems	MD
Safety and Security	Safely Home	R85 m	WCMD	-	2024/25- 2027/28	Western Cape	Continued operation of the service	WCMD
	District Safety Plans	R55 m	WCMD	-	2024/25- 2027/28	Western Cape	Completion and implementation of safety plans	WCMD
	Road Safety Education and Awareness Initiatives	R40 m	WCMD	-	2024/25- 2027/28	Western Cape	Continuous implementation of initiatives	WCMD

Mobility Department Programmes								
Key strategy	Programme/ project	Estimated budget required	Source	Gaps/ shortfalls	Period	Location	Main milestones	Responsibility
Total (selected priority programmes)		R13,426 m		R103 m				

Table 15-8: Summary schedule of WCG financial programmes for transport through the Department of Infrastructure (Schedule 2, part 2 of 2)

Department of Infrastructure Programmes								
Key strategy	Programme/ project	Estimated budget required	Source	Gaps/ shortfalls	Period	Location	Main milestones	Responsibility
Transport Infrastructure	Enabling expenditure, including	R2,470 m	DOI	R48 m	2024/25-2028/29	Western Cape	Planning and design of priority projects	DOI

Department of Infrastructure Programmes								
Key strategy	Programme/ project	Estimated budget required	Source	Gaps/ shortfalls	Period	Location	Main milestones	Responsibility
	planning and design for roads							
	Routine maintenance of roads	R6,990 m	DOI; RRAMS; PRMG	R1,320 m	2024/25-2028/29	Western Cape	Completion of planned maintenance works	DOI
	Construction of renewals and replacements of roads	R30,690 m	DOI	R21,290 m	2024/25-2028/29	Western Cape	Completion of construction projects	DOI
	Upgrading roads and new roads facilities	R14,230 m	DOI; RRAMS; PRMG	R10,740 m	2024/25-2028/29	Western Cape	Completion of upgrades	DOI
Total (selected priority programmes)		R54,380 m		R33,398 m				

15.6 Funding shortfalls

Several priority projects identified in the WCPLTF are yet to be funded or face significant funding shortfalls. Included in Table 15-7 and

Table 15-8 are estimates of the budgets required for each priority project or programme delivered through the WCMD and DOI respectively, and the estimated shortfall, where applicable. Overall, priority projects and programmes in the province are currently underfunded by in excess of R33 billion over the 5-year PLTF period. The majority of the shortfall is attributed to infrastructure projects which due to their nature, require significant capital expenditure. The shortfall is based on ongoing needs assessment and planning by the DOI and reflected in its Roads Asset Management Plan (RAMP) 2024/25 to 2033/34. The Mobility Department's projects are underfunded by in excess of R100 million for the PLTF period, not including funding for the Shayela Smart Programme which will require significant investment. These funding shortfalls place significant pressure on the departments and require a resolution for transport in the province to fulfil its vital role in the economy.

15.7 Financial programme of revenue sources and expenditure

This section details the financial programme for transport over the 2024 Medium-Term Expenditure Framework (MTEF) for both the DOI and WCMD, which is allocated to priority projects to the degree that funding is available. It contains the revenue sources and expenditure breakdown for transport in the province over the MTEF, reflecting published figures at the time of drafting. It does not include any adjusted budgets, the details of which were not available at the time of drafting.

The combined funding allocation for transport to the DOI for transport infrastructure and to the WCMD for all its programmes makes up 8.9% of the WCG's budget over the 3-year period of the MTEF, illustrated in Figure 15-1. The DOI will receive approximately 58% of the allocation for transport, and the WCMD approximately 42%. Transport is the third-largest expenditure item after health and education, set to receive R22.8 billion over the MTEF, prior to the finalisation of any adjustment budgets.

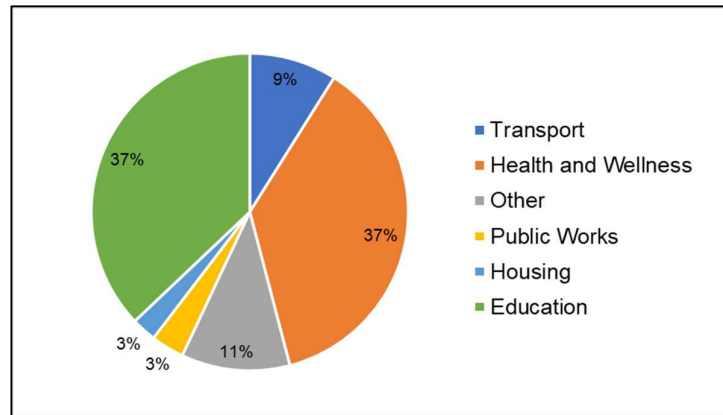


Figure 15-1 2024 Provincial MTEF expenditure allocations

Source: WCG Overview of Provincial Revenue and Expenditure (2024)

Notwithstanding its position as the third-highest budget area, the proportion of WCG funding for transport has declined over the past decade from 9.4% in 2016/17 to a planned 8.3% in 2026/27, as shown in Figure 15-2¹³.

The allocation to transport over the MTEF will decline in both relative and absolute terms, which has not been the case in the past. In the past, for example in 2020/21, the proportion of funding allocated to transport had declined, but the absolute value was still higher than the previous year – by 3.1% in the 2020/21 example. This is not true for the upcoming MTEF where the transport allocation of R7.3 billion in the final year of the MTEF is lower than the R8.3 billion allocated for 2024/25 in rand terms. In the absence of adjustment funds, this reveals a potential future challenge for transport in the province, should the funding decline not be addressed in short- to medium-term. This reality may, however, change with the impact of budget adjustments.

¹³ The exceptions are a sharp dip in 2020/21, driven by insolvency of a large contractor requiring a significant project to be halted; and a notable increase in the 2024/25 financial year, with transport receiving 9.8% of provincial expenditure, up from the 9% in 2023/24.

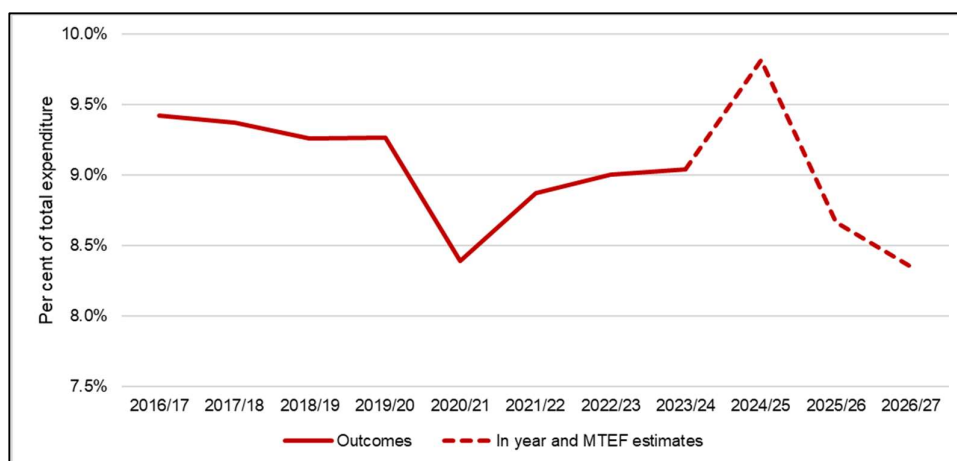


Figure 15-2 Transport expenditure as a percentage of total WCG expenditure

Source: WCG historical budgets, WCG Overview of Provincial Revenue and Expenditure (2024)

15.7.1 Medium-term revenue

Figure 15-3 shows the flow of funds for land transport in the Western Cape. The main sources of funding for transport implemented by the WCG and municipalities in the Western Cape are the equitable share and national conditional grants. The WCG and municipalities also contribute through their own revenue, described in more detail further below.

Guarantees for Transnet and funding to PRASA and SANRAL are not part of the Western Cape's fiscal framework, but some of those funds are spent in the Western Cape.

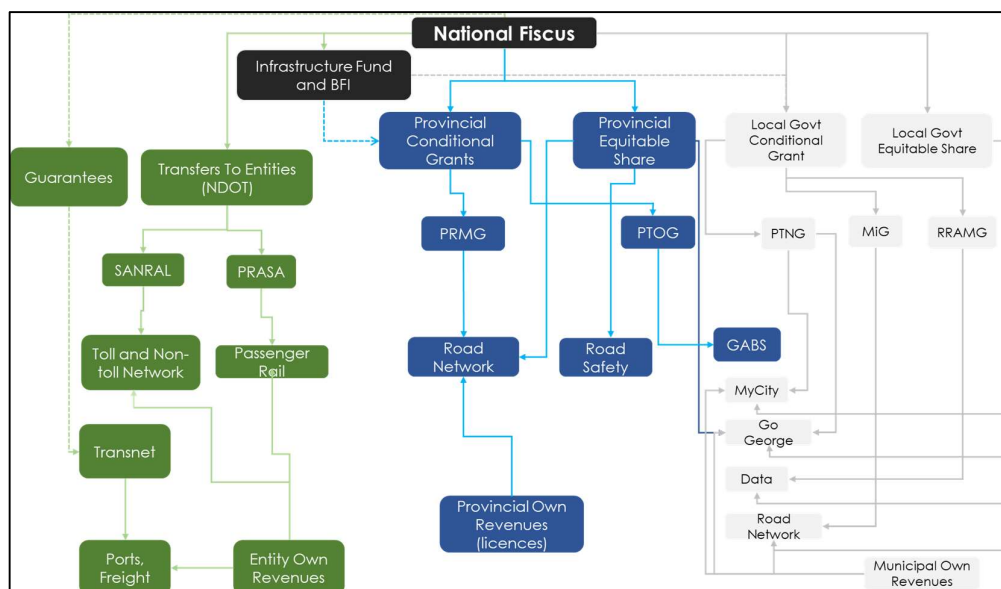


Figure 15-3 Funding flows for transport in the Western Cape

Source: Western Cape 2016/17 – 2020/21 Provincial Land Transport Framework (2016)

Table 15-9 provides a summary of the WCMD (Vote 8) and DOI's (Vote 10) receipts over the MTEF pertaining to transport. In the case of WCMD, it includes the full vote, but in the case of the DOI, only Programme 3 (of 5 programmes) is relevant to transport and included.

Income for the DOI is combined at a departmental level (rather than a programme level) and, therefore, specific sources contributing to Programme 3 budget can't be itemised, unless they relate to the Provincial Roads Maintenance Grant, a national conditional grant ringfenced for road maintenance.

Table 15-9 Summary of MTEF receipts for transport

Source R'000	2023/24 Actual	2024/25	2025/26	2026/27	MTEF Total	Annual Change (%)	
						2021/22- 2023/24	2024/25- 2026/27
Department of Mobility							
Equitable Share	876 680	905 785	941 783	983 066	2 830 634	-14.2%	4.2%
Public Transport Operations Grant	1 177 519	1 230 401	1 285 523	1 344 418	3 860 342	2.0%	4.5%
Expand Public Works		2 432					
Provincial Revenue Fund	90 109	2 000			2 000		
Motor Vehicle Licence Fee Revenue	772 331	894 555	934 672	976 732	2 805 959	5.3%	4.5%
Total Treasury Funding	2 916 639	3 035 173	3 161 978	3 304 216	9 498 935	-1.7%	4.3%
Total Departmental Receipts	60 508	34 441	35 984	37 603	108 028	23.0%	4.5%
Total Receipts	2 977 147	3 069 614	3 197 962	3 341 819	9 609 395	-1.4%	4.3%
Department of Infrastructure Programme 3							
Transport Infrastructure	4 430 930	5 186 190	4 120 014	3 919 201	13 225 405	14.0%	-13.1%
Provincial Roads Maintenance Grant (Conditional grant)		1 610 643	1 009 187	1 057 006	3 676 836		-19.0%
All other sources (including MVL and PES)		3 575 547	3 110 827	2 862 195	9 548 569		-10.5%
Total receipts for transport programmes	7 408 077	8 255 804	7 317 976	7 261 020	22 834 800		-6.2%

Transport in the province will receive a combined total of R22.8 billion over the MTEF. The total receipts for the WCMD will rise by an average of 4.3% per year over the MTEF, while the total receipts for transport infrastructure through the DOI is expected to fall by an average of 13.1% per year. However, this is without consideration of any budget adjustments, or the Provincial Roads Maintenance Grant incentive, which, if received, will increase DOI's MTEF allocation.

Receipts are derived from two main sources: fiscal transfers from national government and provincially raised revenue. Fiscal transfers from national government include the Provincial Equitable Share (PES) and conditional grants. The main source of provincially raised revenue is motor vehicle licence (MVL) fees, which are now classified as a tax. A small portion of the WCMD's revenue is from provincial financing sources, and departmental receipts, such as from the sale of capital items.

15.7.1.1 Provincial Equitable Share

The PES is allocated to each province by national government using a formula with five weighted components¹⁴ that considers socioeconomic and demographic factors. PES accounts for the majority of total revenue received by the WCG, roughly 75%. However, PES accounts for only R2.8 billion or 29% of WCMD's revenue over the MTEF. This is due to the relatively large contribution of conditional grants and motor vehicle licence fee revenue to the WCMD's budget. Similarly, PES is likely to account for less than 75% of DOI's total revenue, due to the significant contribution from conditional grants and licence fee revenue.

15.7.1.2 Conditional grants

National transfers also include conditional grants. The WCG receives the Provincial Roads Maintenance Grant (PRMG) to support the classification, construction and maintenance of the provincial road network and repairs to damages caused by natural events; and the Public Transport Operations Grant (PTOG) to subsidise bus services provided in Cape Town.

There are two local government conditional grants related directly to transport in the province. These are the Public Transport Network Grant (PTNG), which goes to the City of Cape Town and George Municipality, and the Rural Roads Asset Management Systems (RRAMS) Grant, which is allocated to district municipalities.

Other relevant municipal grants include the Municipal Infrastructure Grant (MIG), the Urban Settlements Development Grant (USDG) and the Integrated Urban Development Grant (IUDG), which is only allocated to municipalities that meet qualifying criteria, including Drakenstein, Stellenbosch and George.

Conditional grant allocations to the Western Cape Government

The transport-related conditional grant allocations to the WCG are R2.8 billion in 2024/25, R2.3 billion in 2025/26 and R2.4 billion in 2026/27, totalling R7.5 billion over the MTEF, as shown in Table 15-10.

Table 15-10 WCG conditional grant allocations for the 2024 MTEF

WCG Conditional grants R'000	2024/25	2025/26	2026/27	MTEF Total
Transport Operations Grant	1 230 401	1 285 523	1 344 418	3 860 342
Provincial Roads Maintenance Grant	1 610 643	1 009 187	1 057 006	3 676 836
Total	2 841 044	2 294 710	2 401 424	7 537 178

The Provincial Roads Maintenance Grant (PRMG) allocation to the WCG over the 2024 MTEF is R3.7 billion. In addition, the Western Cape can potentially access its share of the

¹⁴ The provincial equitable share formula consists of an education component (48%), a health component (27%), a basic component (16%), a poverty component (3%), an economic component (3%) and an institutional component (5%).

R10.6 billion incentive portion of the grant which is unallocated in the outer two years of the MTEF, and is based on performance indicators relating to traffic loads, safety engineering and visual condition indicators of the strategic road network in each province. In 2023/24, the WCG received R418 million from the incentive portion and in 2024/25, it received R591 million.

Provinces may use the PRMG for routine road maintenance, periodic maintenance, special maintenance and rehabilitation. Rehabilitation expenditure is limited to a maximum of 25% of the grant. Conditions of the PRMG include matching or exceeding national allocations with PES funds, and the tabling of provincial infrastructure reporting models and final road asset management plans and project lists for the MTEF before the first instalment of the grant can be received.

In addition, R3.86 billion is allocated to the WCG over the 2024 MTEF through the Public Transport Operations Grant (PTOG), which is transferred in full to Golden Arrow Bus Services (GABS) for commuter bus services operations in and around the City of Cape Town.

Conditional grants allocations to local government

Transport-related grants allocated to local government in the Western Cape amount to R2.7 billion in 2024/25, R 3.2 billion in 2025/26 and R2.8 billion in 2026/27, shown in Table 15-11.

Table 15-11 Conditional grants allocations to local governments for the 2024 MTEF

Conditional allocations from national to local government R'000	2024/25	2025/26	2026/27	MTEF Total
Public Transport Network Grant	2 684 049	3 141 975	2 829 997	8 656 021
City of Cape Town PTNG	2 499 316	2 998 224	2 690 688	8 188 228
George Municipality PTNG	184 733	143 751	139 309	467 793
Rural Roads Asset Management Grant	13 709	14 322	14 977	43 008
Total	2 697 758	3 156 297	2 844 974	8 699 029

The City of Cape Town and George Municipality receive a combined R8.7 billion allocation of the Public Transport Network Grant (PTNG) over the 2024 MTEF to plan, implement and manage their integrated public transport networks.

A portion of the grant is allocated through an incentive component calculated using three measures: coverage of direct costs from the farebox, average weekday passenger trips and the city's contribution. Between 2019/20 and 2024/25, the City of Cape Town and George were the only two municipalities to earn an incentive every year it has been allocated. During that time, these two municipalities have earned just under 80% of the total amount set aside for the incentive, a significant proportion considering that the combined PTNG allocation to the two municipalities is only 36% in 2024/25.

In addition, district municipalities in the Western Cape were allocated R13.7 million from the Rural Roads Asset Management Grant (RRAMG) in 2024/25, R14.3 million in 2025/26 and R14.98 million in 2026/27. The RRAMG funds the collection of data on rural roads (condition of roads, traffic data, condition of structures and safety assessments) for Road Asset Management Systems (RAMS).

15.7.1.3 Provincial own revenue and taxes

Provincial governments have limited scope to collect their own revenue. The largest source of revenue for provincial transport in the Western Cape is motor vehicle licence (MVL) fees, which have recently been reclassified as a tax. The National Road Traffic Act (Act No. 93 of 1996) allows provinces to collect motor vehicle licence and registration fees for vehicles registered in their jurisdiction.

Assuming an annual growth of 4.5%, the WCG forecasts that it will generate R6.95 billion over the 2024 MTEF from MVL fees, as shown in Table 15-12.

Table 15-12 Western Cape motor vehicle licence fee revenue for the 2024 MTEF

WCG Motor Vehicle License Fee Revenue R'000	2024/25	2025/26	2026/27	MTEF Total
WC MD	894 555	934 672	976 732	2 805 959
WC DOI	1 321 060	1 380 304	1 442 418	4 143 782
Total	2 215 615	2 314 976	2 419 150	6 949 741

Departmental receipts form a substantially smaller proportion of provincial revenue, totalling R108 million for the WCMD and R319 million for the DOI over the MTEF, noting that only a portion of DOI's own revenue will be allocated to transport infrastructure.

15.7.2 Medium-term expenditures

Table 15-14 shows the planned expenditure for the transport budget programmes of the Western Cape Government, which are listed in Table 15-13 below:

Table 15-13 WCG transport budget programmes

Department	Transport programme
Mobility Department	Programme 1: Administration
	Programme 2: Transport Operations
	Programme 3: Transport Regulation
Infrastructure Department	Programme 3: Transport Infrastructure

Table 15-14 Summary of payments and estimates

Programme R'000	2023/24 Actual	2024/25	2025/26	2026/27	MTEF Total	Average Annual Change 2024/25-2026/27
Programmes						
Administration	72 308	137 700	140 155	144 173	422 028	2.3%
Transport Operations	1 978 477	1 927 453	1 998 060	2 085 411	6 010 924	4.0%
Transport Regulation	926 362	1 004 461	1 059 747	1 112 235	3 176 443	5.2%
Transport Infrastructure	3 946 232	4 748 989	3 658 659	3 418 146	11 825 794	-15.2%
Total	6 923 379	7 818 603	6 856 621	6 759 965	21 435 189	-7.0%

The four programmes each have different functions they focus on, described below.

15.7.2.1 Mobility Department - Programme 1: Administration

The administration programme's role is to provide overall strategic and management support to the Department, which is authorised to lead and coordinate the institutionalisation, planning, implementation, governance and reporting of land transport planning in the Western Cape, fostering collaboration among stakeholders and municipalities. The WCPLTF is prepared by this programme.

15.7.2.2 Mobility Department - Programme 2: Transport Operations

Objectives of the transport operations programme are to plan, regulate and facilitate the provision of integrated land transport services through co-ordination and cooperation with national planning authorities, municipalities, community-based and non-governmental organisations and the private sector to enhance and facilitate the mobility of all communities. The Programme is responsible for a range of sustainable transport initiatives, including public transport services, minibus taxi reform, non-motorised transport improvement, freight and integrated systems and technology.

15.7.2.3 Mobility Department - Programme 3: Transport Regulation

The purpose of this programme is to regulate the transport environment through the registration and licensing of motor vehicles, associations, operators and drivers; to promote safety through traffic law enforcement services; facilitate road safety education, communication, awareness and the operation of provincial weighbridges; and to provide training to traffic law enforcement officials.

15.7.2.4 Department of Infrastructure - Programme 3: Transport Infrastructure

The Transport Infrastructure Programme is allocated R11.8 billion over the MTEF for the planning, design, maintenance, repair, refurbishment and construction of provincial road

infrastructure. Table 15-15 shows the breakdown of infrastructure payments in transport infrastructure (Programme 3 of the DOI) over the MTEF.

Table 15-15 Transport infrastructure payments by category

WC DOI Programme 3 R'000	2023/24	2024/25	2025/26	2026/27	Total MTEF	Average Annual Change
Existing infrastructure assets	3 678 797	4 363 755	3 204 090	3 109 966	10 677 811	-16%
Maintenance and repair	1 072 562	1 109 102	926 827	919 838	2 955 767	-9%
Upgrades and additions	673 835	568 450	702 825	573 681	1 844 956	0%
Refurbishment and rehabilitation	1 932 400	2 686 203	1 574 438	1 616 447	5 877 088	-22%
New infrastructure assets	224 100	349 334	410 569	261 680	1 021 583	-13%
Infrastructure transfers	43 335	35 900	44 000	46 500	126 400	14%
Infrastructure transfers - Current	4 035	4 000	4 000	4 500	12 500	6%
Infrastructure transfers - Capital	39 300	31 900	40 000	42 000	113 900	15%
Total provincial infrastructure payments and estimates	3 946 232	4 748 989	3 658 659	3 418 146	11 825 794	-15%
Capital infrastructure	2 869 635	3 635 887	2 727 832	2 493 808	8 857 527	-17%
Current infrastructure	1 076 597	1 113 102	930 827	924 338	2 968 267	-9%
Of which professional fees	370 057	338 657	296 706	310 354	945 717	-4%

15.7.2.5 Composition of Expenditure

Table 15-16 gives a combined view of the total planned expenditure on transport by the WCG over the MTEF, showing current and capital payments through the two departments, as well as transfers to municipalities and other entities. This is an alternative, more detailed, view of the same information provided in Table 15-14.

Expenditure on capital assets makes up 41% (R8.59 billion) of the total expense for transport over the MTEF, most of which is on the construction and maintenance of roads and other transport infrastructure through the DOI.

Good and services expenditure through both the WCMD and the DOI makes up 25% (R5.6 billion) of total expenses over the MTEF and majority of the current payments, the remainder of which is for employee compensation. Transfers to municipalities and other entities make up 21% (R4.9 billion) of the total expense, which is predominantly made up of the PTOG transfer to GABS.

Table 15-16 Summary of payments and estimates by economic classification in both departments

Economic classification R'000	2023/24 Actual	2024/25	2025/26	2026/27	MTEF Total	Average Annual Change
Current payments	2 762 413	2 891 243	2 798 631	2 903 251	8 593 125	0.2%
Compensation of employees	768 262	932 545	999 330	1 058 582	2 990 457	6.5%
Goods and services	1 994 151	1 958 698	1 799 301	1 844 669	5 602 668	-3.0%
Payments for capital assets	3 086 039	3 799 312	2 893 390	2 663 707	9 356 409	-16.3%
Buildings and other fixed	2 837 796	3 586 037	2 676 500	2 440 617	8 703 154	-17.5%
Land and sub-soil assets	9 350	17 950	11 000	11 025	39 975	-21.6%
Machinery and equipment	222 339	153 645	158 375	162 329	474 349	2.8%
Software and other intangible assets	16 554	41 680	47 515	49 736	138 931	9.2%
Payments for financial assets	1 120	-	-	-	-	
Transfers and subsidies to -	1 558 505	1 565 249	1 625 955	1 694 062	4 885 266	4.0%
Provinces and municipalities	367 756	314 562	328 261	337 982	980 805	3.7%
Departmental agencies and accounts	455	75	77	81	233	3.9%
Public corporations and private enterprises	1 185 019	1 237 901	1 285 523	1 344 418	3 867 842	4.2%
Households	5 275	12 711	12 094	11 581	36 386	-4.5%
Total economic classification	7 408 077	8 255 804	7 317 976	7 261 020	22 834 800	-6.2%

15.8 Funding strategy for transport in the Western Cape

While national and provincial funding is understood to be constrained, the consequences of inadequately funding transport are far-reaching. Access to education, economic activities, places of worship and leisure are limited, and transport services and facilities of poor standard and unsafe. In addition, carbon emissions from the sector remain high, posing risks to the environment and peoples' health. These consequences ultimately negatively affect quality of life and stifle economic growth.

It is imperative that transport is adequately funded, however, as demonstrated in Section 15.2, the percentage of provincial funding allocated to transport will decline over the MTEF to below historical levels. Section 0 also highlighted a total shortfall of over R33 billion for transport priorities. While the majority of that shortfall relates to transport infrastructure, which may be funded through infrastructure grants and potentially through long-term loans, concessional finance and private sector partnerships, the operational shortfall is still material.

Funding challenges for transport will not be solved through any single measure or solution. A multi-pronged approach must be pursued, combining increases in existing funding for provincial transport priorities, reforming the current funding approach and accessing new funding sources. Options to consider in the multi-pronged approach are given in this section.

15.8.1 Reform of public transport funding

15.8.1.1 Consolidation of grant funding

An outline of current conditional grants from the national government is provided in the Section 15.7.1.2. Multiple conditional grants are allocated across provincial government and local government for different transport-related uses. However, provincial government has limited capacity. In cases where local municipalities are capable of effective provision of transport infrastructure and services, provincial government need not play as active a support role as in other cases where local municipalities lack capacity or the ability.

There is a need to reform public transport funding to assist the provincial government in directing its support where most needed and empower capable local municipalities at the same time.

A possible approach is for public transport grants from national government to be consolidated and allocated directly to capable metropolitan municipalities, while the provincial government is allocated grants to support legacy bus services for which it remains responsible, and to support local public transport and sustainable transport improvements in non-metropolitan areas.

Should this approach be taken, support to non-metropolitan municipalities can be delivered either through a direct transfer to municipalities who are capable of delivering transport initiatives independently, through a partnership with the municipality providing for joint measures to achieve transport objectives, or through direct provision of transport services or projects by the province.

This will relieve the WCG's capacity to focus efforts where they can make the largest impact while empowering and enabling competent local authorities to deliver on transport objectives themselves.

15.8.1.2 Funding Sustainable Transport

The vision of the WCPLTF calls for the prioritisation of sustainable modes of transport, including public transport, non-motorised transport and low-carbon transport. This aligns with the principles of the White Paper on National Transport Policy (2021) ("White Paper"), which emphasises the same. However, grant funding is allocated to provinces and municipalities to provide *public* transport. More specifically, the PTNG is primarily directed toward BRT and quality bus services, and not necessarily to *sustainable* transport. In doing this, the sustainability objectives of improving and increasing non-motorised transport and investing in infrastructure and vehicles that are intentionally environmentally sustainable are not clearly emphasised and, as a result, remain underfunded. Additionally, minibus taxi services, which transport the majority of public transport users in the country and province, receive no operational subsidy.

Reform of public transport funding could further the sustainability objectives of the PLTF and the White Paper. For example, a shift from funding being allocated for the provision of *public* transport services to being allocated for the provision of *sustainable* transport would be beneficial.

Similarly, possible enhancements to the PTNG could be for its conditions to explicitly link to spending on sustainable modes of transport, to allow for the grant to fund the reform of the minibus taxi industry, and to cover non-motorised transport, transit-oriented development and transport demand management, furthering long term sustainability objectives.

In addition, so assist with the major shortfalls listed earlier in this chapter, WCG could benefit from an increase in the national grant funding allocations to ensure that non-motorised transport, public transport – including minibus taxi industry reform – and low-carbon transport are allocated a greater share of funds to promote provincial and national sustainable transport goals, and to accelerate the transition to net-zero emissions by 2050.

15.8.2 Reform of the motor vehicle licence fee regime

An analysis of motor vehicle licence (MVL) fees across provinces and by vehicle tare (mass) showed that as of the 2022/23 year, the Western Cape charged car owners an average of 13% less than other provinces and for some vehicle classes as much as 27% less (WCMD, 2021). Therefore, the province could earn additional revenue by fully or partially equalising the MVL fees with other provinces.

Another option is to consider only applying the increase to larger vehicle classes. As the size of a vehicle (measured through its mass) increases, the cost of the vehicle generally does, too. Larger vehicles typically produce higher carbon emissions than smaller vehicles, arguably pose more danger to other road users, and require more energy for their propulsion. Applying an increase to MVL fees for larger vehicles could disincentivise their use, and where not, serve to generate additional revenue for transport that can then be used to fund transport priorities including sustainability initiatives. This targeted adjustment would help ensure that poorer or lower-income car owners are not unduly penalised by exempting vehicles below a certain weight. Applying an increase of 8% for vehicle classes above 1 750 kg, could generate an estimated additional R165m annually, while a 20% increase could generate over R400m.

15.8.3 Concessional and climate finance

There is an urgent need to invest in climate change mitigation and adaptation to meet our national climate commitments and the Western Cape Government's climate ambitions. Significant sources of climate finance are available to South Africa. However, these can be challenging to access and are typically in the form of concessional loans rather than grants

due to South Africa's status as a middle-income or emerging economy. Moreover, climate finance may only be suitable for capital investment in climate mitigation and adaptation projects, such as infrastructure development. Despite these constraints, this is an opportunity that will continue to be explored.

16 MONITORING

16.1 Key Performance Indicators

Key Performance Indicators (KPIs) are necessary to monitor and measure the state of land transport in the Western Cape, and progress towards achieving the objectives set out in this framework. The WCPLTF has a sector-wide focus and a wide range of stakeholders are responsible for achieving the objectives and implementing the initiatives and actions of the framework. In addition to taking forward measures for which it is responsible, the Mobility Department will monitor performance and progress against the KPIs and, to the extent possible, coordinate with stakeholders to ensure progress is made. The KPIs developed for this WCPLTF are provided in Table 16-1 and were informed by the objectives and strategies of this framework.

A description of the progress made against the KPIs from the National Land Transport Strategic Framework (NLTsf) 2016-2022 and the previous WCPLTF is provided in APPENDIX E: PROGRESS AGAINST PREVIOUS PLTF KPIs and APPENDIX F: PROGRESS AGAINST NLTsf KPIs respectively.

16.1.1 Source limitations

The selection of KPIs is limited by the information available to the Mobility Department or that could reasonably be sourced. While some of the KPIs listed have good information sources, in that they are relatively accessible and of an acceptable quality standard, this is not universally the case.

For example, the National Household Travel Survey (2022) is the only source of information on public transport and non-motorised transport mode share for the Western Cape. However, it is only undertaken every ten years or so, with the last update published in 2022. This means that updated figures are unlikely to be available when the next iteration of the PLTF is prepared for 2029/30 and that performance cannot be assessed at regular intervals during the period of the framework. As such, the Department will consider how best to overcome these constraints so that these indicators can be measured and monitored more effectively.

Similarly, information on the greenhouse gas (GHG) emissions produced by the transport sector in the Western Cape is published irregularly. Existing figures were prepared as part of the 2050 Emissions Pathway Analysis for the Western Cape in 2022 (DEA&DP, 2022), but this is not a process that is repeated at regular intervals.

Given these limitations, the KPIs listed below should be considered preliminary and will be refined and improved during the period of this WCPLTF to ensure they can be measured and monitored appropriately.

In addition, the WCG should consider undertaking a provincial household travel survey, as Gauteng Province has done, to enable more regular data gathering on travel patterns. This survey should, ideally, be done every two years, and the PLTF's targets adjusted accordingly.

Table 16-1 PLTF 2024/25 – 2028/29 Key Performance Indicators

Strategic Focus Area	#	KPI	Baseline	Target (2028/29)	PLTF objective/ NLTsf Alignment	Source	Responsible
1. Public transport	1.1	Increase public transport mode share	27.5% (2020)	35%	WCPLTF 2, NLTsf 16	NHTS – mode share for workers	PRASA, WCMD, COCT, MoG
	1.2	Increase no. of annual Metrorail passenger trips	13 million (2023/24)	125 million	WCPLTF 2, NLTsf 16	PRASA Annual Report	PRASA
2. NMT	2.1	Increase walking and cycling mode share	Walking: 14% Cycling: 0.6% (2020)	Walking: 20% Cycling: 2%	WCPLTF 2, NLTsf 28	NHTS – mode share for workers	WCMD, COCT, LMs
	2.2	Reduce pedestrian fatality rate ¹⁵	10.08 (2023)	8	WCPLTF 4, NLTsf 7	WCMD annual fatality records	WCMD, DOI, COCT, DMs, LMs
3. Environmentally sustainable transport	3	Reduce transport sector's share of GHG emissions	28% (2018)	20-25%	WCPLTF 5	DEA&DP, 2050 Emissions Pathway Analysis for WC	PRASA, WCMD, COCT, MoG, TRANSNET
4. Transport infrastructure	4.1	Maintain % km of paved roads classified as being in Fair, Good & Very Good condition at 90%+.	91% (2022)	90%+	WCPLTF 6, NLTsf 41, 42	RAMP	DOI
	4.2	Increase the number of fully operational passenger rail lines	3 (2024)	5	WCPLTF 6, NLTsf 51	PRASA Annual Report	PRASA
5. Freight	5	Increase freight transport mode share of rail	40% (2022)	50%	WCPLTF 3, NLTsf 35	WCFDM	TRANSNET, WCMD

¹⁵ Pedestrian fatality rate is calculated as the number of pedestrian road fatalities in the province in a year, divided by the provincial population for that year, multiplied by 100 000 to get the rate of fatalities per 100 000 people. Using a rate per 100 000 people rather than a total prevents the figure from being skewed by population growth.

Strategic Focus Area	#	KPI	Baseline	Target (2028/29)	PLTF objective/ NLTsf Alignment	Source	Responsible
6. Provincial transport management	6	Reduce total network hours of congestion in Cape Town	2.2 million km hours (2019)	2 million km hours	WCPLTF 5	COCT CITP	COCT
7. Tourist transport	7	Increase percentage of tourists using public transport	1.6% (2022)	3%	WCPLTF 2	Wesgro	DEDAT
8. Aviation & maritime	8.1	Increase total air arrivals	5 396 596 (2023/24)	6.5 million	WCPLTF 1	ACSA	ACSA, DEDAT
	8.2	Increase international air arrivals	1 356 966 (2023/24)	2 million	WCPLTF 1	ACSA	ACSA, DEDAT
	8.3	Reduce vessel time in port at POCT	10 days (2023)	4 days	WCPLTF 1	DEDAT	Transnet
9. Safety & security	9.1	Reduce road fatality rate ¹⁶	18.03 (2023)	15	WCPLTF 4, NLTsf 7	WCMD Annual fatality rates	WCMD, DOI, COCT, DMs, LMs
	9.2	Reduce the number of security occurrences on trains	946 (2023/24) - national	700	WCPLTF 4	PRASA Annual Report	PRASA, Transnet, SAPS

¹⁶ Road fatality rate is calculated as the number of road fatalities in the province in a year, divided by the provincial population for that year, multiplied by 100 000 to get the rate of fatalities per 100 000 people. Using a rate per 100 000 people rather than a total prevents the figure from being skewed by population growth.

17 COORDINATION STRUCTURES AND MEASURES, LIAISON AND CONFLICT RESOLUTION

17.1 Introduction

The Western Cape Government is responsible for coordinating between stakeholders in the land transport sector to achieve the objectives of provincial land transport policy. Given that transport mandates and responsibilities are shared across a wide range of institutions, coordinating between them is critical to delivering better, greener, fairer transport in the Western Cape. This includes coordination between the three spheres of government, and with transport operators in both the public and private sector.

17.2 Considerations and challenges

Considerations and challenges relevant to coordination, liaison and conflict resolution include:

- **Institutional fragmentation:** Transport responsibilities are shared across a broad range of entities, each of which has different priorities, capabilities and interests. Many of the challenges facing the sector require cross-functional or cross-sectoral responses to be most effective and it can be difficult to reach alignment and coordinate delivery across multiple stakeholders. This is particularly challenging in the public transport sector, where it is acknowledged as a key constraint to establishing high quality, integrated systems. Addressing these issues through institutional realignment, including measures such as devolution, is critical, as is the establishment of effective coordinating structures and mechanisms.
- **Capacity constraints:** All spheres of government suffer from capacity constraints but they are particularly acute in local government. Most municipalities do not have the capacity or resources needed to deliver much-needed transport reforms and, therefore, the Mobility Department has a responsibility to support them.

17.3 Existing structures and measures

17.3.1 Coordination, liaison and capacitation

Coordination and liaison structures have been established at national, provincial and local level to facilitate regular engagement and cooperation on transport matters affecting the Western Cape, as shown in Table 17-1. This is not an exhaustive list, but highlights the key structures.

Table 17-1 Existing structure and measures

Level	Structure	Description
National	Minister and Members of Executive Councils (MINMEC) and the Committee of Transport Officials (COTO)	These intergovernmental structures primarily exist within the areas of concurrent or joint competency between national and provincial government departments. The transport sector MINMEC brings together the National Minister and the provincial MECs to coordinate and liaise regarding transport policy and delivery. Similarly, COTO brings together senior national and provincial transport officials, including the national Director-General and provincial heads of department.
	Joint District and Metro Approach (JDMA)	The JDMA is led by the Western Cape Department of Local Government and provides a formal mechanism for coordination and liaison between the Western Cape Government and local authorities. The Mobility Department and the Department of Infrastructure are full participants in this process.
Provincial	Provincial Sustainable Transport Programme (PSTP)	The PSTP (described further in Section 3.2.7) includes a focus on establishing and formalising relations with selected municipalities to provide technical support and capacity building.
	Minibus Taxi Task Team	The Task Team was established in 2023 by the Western Cape Mobility Department, the City of Cape Town and SANTACO's Western Cape branch to provide a platform for the resolution of key issues affecting the minibus taxi industry and its passengers.
	GIPTN Management Committee	The GIPTN Management Committee was established in terms of the intergovernmental agreement concluded between the Western Cape Mobility Department and the George Municipality to jointly govern the GIPTN.
Local	Land Transport Advisory Board (LTAB)	Section 16 of the NLTA provides for a planning authority to establish a land transport advisory board with representatives from the public and private sector to advise it on land transport matters. The City of Cape Town has established an LTAB, which convenes regularly for this purpose.
	Intermodal Planning Committee (IPC)	In terms of Section 15 of the NLTA, every municipality with an IPTN or significant passenger rail services in its area must establish an IPC consisting of technical officials and representatives of state-owned rail

Level	Structure	Description
		<p>operators, other public transport modes, users and organised business.</p> <p>The City of Cape Town has established an IPC, of which the Mobility Department is an active member. The main purpose of the IPC is to coordinate and integrate public transport between the modes in accordance with the City's CIP and IPTN Plan. A number of sub-committees to the IPC have been established to focus on particular matters, such as rail and the broader functional region.</p>

17.3.2 Conflict resolution

The provincial conflict resolution mandate is derived from the overall powers and functions conferred on this sphere of government in terms of the Constitution of the Republic of South Africa (Act No. 108 of 1996); the Intergovernmental Relations Framework Act (Act No. 13 of 2005), which provides appropriate measures for resolving any conflict between spheres of government; and the National Land Transport Act (Act No. 5 of 2009), which confers specific conflict resolution responsibilities upon the Mobility Department. Any conflict that arises between the Mobility Department and other spheres of government is approached in accordance with these legislative requirements.

The Mobility Department also plays a key role in managing and resolving conflict in the minibus taxi industry, including through dispute mediation.

17.4 Additional structures and measures

Existing mechanisms for coordination, liaison and conflict resolution are effectively fulfilling their purpose. The structures established by National Government (COTO, MINMEC) facilitate coordination and liaison between national and provincial transport authorities. The City provides platforms for engagement on transport matters in the Metro area and the surrounding functional region (LTAB, IPC), bringing together a broad range of public and private sector representatives. And there is a platform for engagement between provincial and local government through the JDMA, including on transport matters.

However, there is a need to further strengthen coordination and liaison between the Western Cape Government's transport departments (WCMD, DOI) and district and local authorities outside of the Metro.

17.4.1 Western Cape Municipal Transport Forum

To address this gap, a new Western Cape Municipal Transport Forum (WCMTF) will be established, with its membership including representatives of the WCMD, DOI and district and

local municipalities, as well as ad-hoc participation from other stakeholders, such as PRASA, Transnet, SANRAL and ACSA, as required. This will provide a forum for:

- Regular engagement and coordination between provincial and local government on transport matters;
- Sharing information, news, experiences and best practice;
- Raising issues and challenges and discussing possible solutions and approaches; and
- Engaging with transport entities, such as PRASA and SANRAL, on matters relevant to the members.

It is expected that the forum will meet once a quarter and cover issues such as integrated transport and land-use, public transport, non-motorised transport, road infrastructure, freight and safety.

17.4.2 Additional support to local municipalities

The WCG already provides support to municipalities through existing coordination measures such as the JDMA and PSTP, and this support will be strengthened by the proposed Municipal Transport Forum outlined above. However, the WCG should regularly review the support it provides to identify opportunities to deliver greater impact. For example, there may be scope for the WCG to support in the preparation of ITPs, as many municipalities do not have the capacity or specialised skill set to prepare these important planning documents.

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APPENDIX A: POLICY CONTEXT

International and continental policies

Policy	Details
United Nations Framework Convention on Climate Change	<p>Paris Climate Change Conference (COP27, 2022): The Paris Agreement aims to limit global warming to below 2°C, striving for 1.5°C by 2025. South Africa intends to limit greenhouse gas emissions to 398-510 metric tons of carbon dioxide equivalent (MTCO₂e) by 2025 and 350-420 MTCO₂e by 2030. This commitment is supported by measures such as carbon taxes and shifting to renewable energy sources, including solar and wind projects.</p> <p>Sharm el-Sheikh Climate Change Conference, Egypt (COP27, 2022): The fund created at COP27 aims to aid countries experiencing severe damage from climate change, specifically providing support to poor families whose houses are destroyed and agricultural lands are ruined. The conference also emphasised increasing climate finance, rallying both state and non-state actors towards achieving climate adaptation targets by 2030 through financial mobilisation, debt management and carbon market reform.</p>
United Nations Sustainable Development Goals (SDGs)	<p>The United Nations Sustainable Development Goals (SDGs) were adopted at the United Nations Sustainable Development Summit in September 2015. These SDGs have been considered in the development of the WCPLTF. Relevant to the WCPLTF is the SDG target that by 2030, access should be provided to safe, affordable, accessible and sustainable transport systems for all, along with improvements in road safety, notably through expanded public transport. Special attention should be given to those in vulnerable situations, including women, children, persons with disabilities and older persons. The WCMD Strategic Plan also emphasises the department's role in supporting several SDGs, including health and wellbeing, clean energy, decent work, industry innovation, infrastructure, sustainable communities, climate action and partnerships.</p>
African Union's Agenda 2063	<p>The African Union's Agenda 2063 sets the policy context at a continental level. It supports the goals of a spatially transformed province where citizens live in well-connected, vibrant, climate-resilient and sustainable locations. Citizens should be able to move around efficiently on safe, affordable and low-carbon public transport (AU, 2015). The aspirational goals of Agenda 2063 are:</p>

Policy	Details
	<ul style="list-style-type: none"> • A prosperous Africa based on inclusive growth and sustainable development. • An integrated continent politically united and based on the ideals of Pan-Africanism. • An Africa of good governance, democracy, respect for human rights, justice and the rule of law. • A peaceful and secure Africa. • An Africa with a strong cultural identity, common heritage, shared values and ethics. • An Africa whose development is people-driven, especially relying on its youth and women. • Africa as a strong, united, resilient and influential global player and partner. The WCPLTF aligns with Africa's vision by focusing on integrated development, inclusive growth and low-carbon transport solutions for spatial and economic transformation.

National policies

Policy	Details
National Development Plan: Vision 2030 (NPC, 2012)	<p>The National Development Plan (NDP) 2030 is South Africa's overarching strategic document, outlining long-term strategic goals to eradicate poverty, create jobs and reduce inequality. The NDP targets eradicating absolute poverty, reducing unemployment to 6% by creating 11 million more jobs, and significantly reducing the Gini coefficient from 0.69 to 0.60. In terms of transport, the NDP envisions improved access to economic opportunities, bridging geographic distances affordably, reliably and safely, supporting economic growth through infrastructure investment and facilitating trade. It prioritises addressing rural access and mobility, optimising freight corridors, and creating long-distance passenger transport options. Transport investment is targeted at 10% of GDP, financed through public-private partnerships, tariffs, loans and taxes. In conclusion, the NDP 2030 has been closely aligned with the Western Cape Transport Strategies.</p>

Policy	Details
Medium-Term Strategic Framework (MTSF) 2019–2024 (DPME, 2019)	The Medium-Term Strategic Framework (MTSF) 2019–2024 aligns with the NDP and guides government strategic planning over a five-year period. The MTSF provides a basis for aligning country plans across sectors, provinces and local institutions for effective impact. It contains 81 outcomes, 337 interventions and 561 indicators across different strategic priorities, such as a capable state, job creation, social cohesion, local government and a better Africa. It guides alignment between planning instruments, resourcing decisions, partnerships, spatial transformation and accountability across government departments. The WCMD has responded to the MTSF by investing in public transport infrastructure, providing inclusive economic growth initiatives and supporting rail and road-based services. The revised MTSF, impacted by COVID-19 developments, focuses on optimising public-sector performance and aligning provincial planning efforts to achieve NDP goals.
National Infrastructure Plan (NIP) 2050 (DPWI, 2022)	The National Infrastructure Plan (NIP) addresses infrastructure development through a 20-year framework to transform the economic landscape and strengthen basic service delivery while creating new jobs. It includes four critical network sectors: energy, freight transport, water and digital infrastructure. The NIP's freight transport component emphasises integrated transport policy development, aligning it with supply chain needs, economic growth and regional connectivity. Key objectives include promoting balanced economic development, unlocking economic opportunities, addressing socio-economic needs and ensuring sustainability and competitiveness within the transport sector. NIP also aims to attract private sector finance to support infrastructure funding.
National Transport Master Plan (NATMAP) 2050 (NDOT, 2022)	The National Transport Master Plan 2050 (NATMAP 2050) aims to create a dynamic and sustainable multimodal transportation framework to develop and operate infrastructure that aligns with socio-economic growth strategies. It includes maximising the utilization of existing infrastructure, promoting efficiency, integrating multimodal transport systems, linking land-use and transport planning, enhancing rural development, providing fair travel cost reflections and developing skilled human capital. The NATMAP 2050 framework intends to support economic development, social inclusion and mobility options for those without personal vehicles. It emphasises transport funding to reduce subsidy burdens while ensuring equitable and accessible mobility solutions across different populations.

Policy	Details
National Land Transport Strategic Framework (NLTsf) 2023–2028 (NDOT, 2023)	The National Land Transport Strategic Framework (NLTsf) 2023–2028 is a legally required alignment framework for all levels of government to achieve integrated land-use and transport planning. It defines a five-year vision for sustainable transport and economic development that supports improved mobility, universal access, social inclusion and safety. The NLTsf's vision is "an integrated and efficient transport system supporting a thriving economy." It details the key functional areas of integrated transport planning, freight and urban mobility, transport safety and sustainable transport. Key performance areas (KPA's) have been identified to measure and monitor the success of this alignment, ensuring coordination between various government levels for improved accountability and development outcomes.
SANRAL 2030 Strategy ('Horizon 2030') (SANRAL, 2017)	SANRAL's Horizon 2030 strategy focuses on managing and maintaining the national road network while ensuring that the road transport system contributes to economic and social development. It is based on four strategic pillars: road planning, road safety improvement, stakeholder engagement and mobility enhancement. The strategy emphasises democratising the road network through partnerships, ensuring relevance through job creation, utilising innovation and maintaining sustainability in road development. The strategy aims to integrate the national road system with provincial and municipal roads, necessitating close collaboration between SANRAL, the Department of Infrastructure (DOI) and other local entities. This integration ensures consistency in national and local transportation objectives, aligning road network plans with broader economic and social transformation goals.
National Transport Policy White Paper (2021) (NDOT, 2021)	The 2021 White Paper revises the 1996 policy, emphasising improved, fully integrated transport operations and infrastructure to effectively meet passenger and freight demand. Key objectives include revitalising rail for a modal shift from road to rail, promoting the integration of minibus taxi services and fostering transformation across the transport sector.
National Rail Policy White Paper (2022) (NDOT, 2022)	The 2022 White Paper outlines strategic measures for rail recovery and expansion. It encourages concessions and private sector participation alongside provisions for the devolution of rail operations. The policy aims to enhance rail's contribution to economic growth and reduce dependency on road transport.

Policy	Details
National Land Transport Amendment Act (2023) (NDOT, 2023)	The 2023 amendments to the NLTA aim to modernise public transport management in South Africa. They focus on promoting non-motorised and accessible transport, empowering provinces to manage transport contracts and granting the Minister enhanced regulatory authority to improve safety and operational standards. The updates resolve practical challenges, streamline processes and address contemporary transport needs.

Provincial policies

Policy	Details
OneCape2040	OneCape2040 is a long-term vision for the Western Cape, aiming to transition towards a more inclusive and resilient future through an economic agenda. The agenda focuses on six transitions, namely Knowledge Transition ('Educating Cape'), Economic Access Transition ('Enterprising Cape'), Ecological Transition ('Green Cape'), Cultural Transition ('Connecting Cape'), Settlement Transition ('Living Cape') and Institutional Transition ('Leading Cape'). These transitions involve high-quality education, inclusive growth, ecological resilience, vibrant communities, liveable neighbourhoods and institutional collaboration. The WCPLTF aligns with these transitions by promoting a resilient, accessible and sustainable transport system that connects people and places across the province.
Western Cape Government Provincial Strategic Plan 2019-2024 (PSP)	The Western Cape Government Provincial Strategic Plan (PSP) 2019-2024 articulates a vision of building a competent, values-based state that promotes safety, opportunities and responsible citizenship. The PSP identifies five vision-inspired priorities (VIPs), including Safe and Cohesive Communities, Growth and Jobs, Empowering People, Mobility and Spatial Transformation and Innovation and Culture. These priorities encompass law enforcement enhancement, enabling private-sector growth through infrastructure investment, improving access to opportunities, creating vibrant communities with safe public transport and ensuring that government services are accessible and citizen-centric. Cross-cutting themes of gender equality, youth employment, climate change resilience and food security are also emphasised in the PSP.

Policy	Details
Growth for Jobs Strategy (G4J) 2023	The Growth for Jobs Strategy (G4J), introduced in 2023, aims to grow the Western Cape economy by 4–6% by 2035, thereby increasing employment and decoupling the provincial economy from the national growth trajectory. The strategy emphasises creating an enabling environment for private-sector-led development by setting out principles such as embracing an open-market economy, promoting equality of opportunity, supporting innovation and ensuring long-term sustainability. The strategy includes seven priority focus areas (PFAs): Investment Growth, Market Growth through Exports, Energy Resilience, Water Security, Technology and Innovation, Infrastructure and Connected Economy and Improved Access to Opportunities. The WCPLTF has embraced the Growth for Jobs Strategy by ensuring alignment with PFAs to support infrastructure development and integrated transport.
Provincial Sustainable Transport Programme (PSTP)	The Provincial Sustainable Transport Programme (PSTP) focuses on improving transport systems within local municipalities by enhancing public transport and non-motorized transport (NMT) options, particularly in poor and marginalised areas. The PSTP includes partnerships with non-metro municipalities to improve local transport infrastructure, as well as province-wide initiatives targeting rail, freight, transport information systems, safety and establishing a Western Cape Transport Authority (WCTA). By focusing on both localised improvements and province-wide strategic priorities, the PSTP aims to address mobility challenges and improve transport options for underserved areas across the Western Cape.
Western Cape Provincial Land Transport Framework (WCPLTF) 2016/17–2020/21	The previous Western Cape Provincial Land Transport Framework (WCPLTF) 2016/17–2020/21 laid the foundation for promoting an integrated approach to transport across the province. Key strategic goals included establishing a Provincial Transport Management Forum (PTMF) to coordinate transport, promoting transport safety and security across road, rail, and NMT and developing multimodal strategies to enhance economic efficiencies within the transport system. The WCPLTF was also responsible for optimising transport fund sourcing and aligning transport plans with socio-economic development objectives. These strategic goals continue to guide implementing the new WCPLTF 2023/24–2027/28.
Mobility Department Strategic Plan (2023–2028)	The Mobility Department Strategic Plan (2023–2028) aims to improve public transport, promote innovative technology solutions, optimise the freight system and strengthen enforcement, regulation and safety within the transport sector. The department's vision, 'Mobility as a connector of people, goods and institutions,' emphasises

Policy	Details
	transformative access to opportunities through safe and dignified transport systems. The department's core values include caring, competence, accountability, integrity, innovation and responsiveness. The plan includes measurable targets for public transport initiatives, walking and cycling initiatives, freight system improvements and safety plans, ensuring alignment with the broader strategic objectives of the Western Cape Government.
Department of Infrastructure Strategic Plan 2023–2028	The Department of Infrastructure Strategic Plan (2023–2028) envisions infrastructure-led growth that benefits the Western Cape's communities. The strategic outcomes include developing an infrastructure foundation for development, ensuring sustained delivery for maximum impact, leveraging infrastructure for spatial transformation and acting as a catalyst for innovation, private sector growth and climate-sensitive infrastructure. The department's mission is to deliver resilient, inclusive and safe infrastructure that connects Western Cape citizens and supports social cohesion. The strategic targets include the number of construction and maintenance projects completed, expanded public works opportunities and climate-sensitive initiatives aligned with broader developmental priorities.
Road Asset Management Plan (RAMP) 2024–2036	The Road Asset Management Plan (RAMP) 2024–2036 is a detailed and comprehensive plan for managing the provincial road network, which includes paved and unpaved roads. It details the condition of the assets, the desired versus actual level of service and the associated funding shortfalls. The estimated shortfall between the Medium-Term Expenditure Framework (MTEF) budget and the desired budget is approximately R4.2 billion annually over the next ten years. The RAMP aims to ensure adequate funding and maintenance of the road infrastructure to support a well-functioning provincial transport network that aligns with economic and social development goals.

Municipal policy context

Policy	Details
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Local Government Strategic Priorities (Municipal)	<p>The Western Cape Mobility Department's strategy emphasises the importance of considering strategic and policy alignment with local municipalities. Municipal priorities across the province were identified through assessments of Integrated Development Plans (IDPs) and engagements between the province and municipalities. These priorities informed provincial planning and budgeting and included climate security, urban growth, infrastructure management, citizen interface and waste management. The Joint District and Metro Approach (JDMA) aims to support these priorities and enhance collaboration between the local, provincial and national spheres of government.</p>
Local Government Strategic Alignment (Interface)	<p>The Provincial Spatial Development Framework (PSDF), driven by the Department of Environmental Affairs and Development Planning (DEA&DP), identifies urban spaces that serve as economic growth engines for joint regional planning. The JDMA, driven by the Department of Local Government (DLG), seeks to enhance collaboration among different government spheres through co-planning, co-budgeting and co-implementation to improve citizen impact. Common planning themes include climate security, urban growth and infrastructure management. The WCMD continues to support municipalities through the PSTP, aiming to improve walking and cycling environments and public space infrastructure and provide affordable public transport options for residents. The WCMD also supports integrated transport plans (ITPs) for municipalities.</p>

APPENDIX B: SUMMARY OF ITPS

The table below provides a summary of all available ITPs in the province as required by Section 35(7) of the NLTA. The summaries of each ITP focus on projects of regional / provincial importance.

ITP	Summary
City of Cape Town Metro	<ul style="list-style-type: none"> • Further development of IPTN including the focus on NMT, transit-orientated development (TOD) principles, universal access, standards development, branding and marketing, safety and passenger rail. Further public transport projects are listed in Chapter 6.3. • Manage and upgrade public transport interchanges to accommodate increased demand in Retreat, Dunoon, Wynberg, Bellville and central Cape Town • Transport infrastructure strategy including a strategy on new roads, maintenance priorities and measures to relief congestion. Road projects include: <ul style="list-style-type: none"> • Expansion of Voortrekker Rd widening between Salt River canal and Prestige Dr and Cannon St widening between Royal Rd and Voortrekker Rd • Expansion of Foreshore Freeway linking Eastern and Western Blvd • Construction of a new road extending Sheffield Road from Ottery Road in the west to a new Jakes Gerwel (M7)/Sheffield Road interchange to complete a missing link in the road network.
Cape Winelands District	<ul style="list-style-type: none"> • Investigating an intermodal system (rail, mini- midi and large bus) linking towns in the Cape Winelands and major attractions outside the districts (IPTN Framework, 2011). • The development of a Transport Logistics Hub at the R44 Malfa Street intersection.
Breede Valley	<ul style="list-style-type: none"> • Proposed expansion and development of the N1 Adventure route to be fast tracked. Provide a service to transport tourists between attractions. • Investigation of the feasibility of reviving a mixed passenger rail service between Touws River and De Doorns.

ITP	Summary
Drakenstein	<ul style="list-style-type: none"> Upgrading of road infrastructure for improved inter- and intra- town access e.g., improve access and connection between Paarl East and Paarl Central through reconfiguration of Klein Drakenstein Road and Lady Grey Road and upgrading of Huguenot Station. Allow for safe cycling and running tracks as part of new road links. The development of a logistics hub in Ben Bernhard.
Langeberg	<ul style="list-style-type: none"> Maintenance of Tourism Route 62 as historic link between Cape Town, Oudtshoorn, the Garden Route and the Eastern Cape
Stellenbosch	<ul style="list-style-type: none"> Reduce congestion ('Towards Car Free living') through travel demand programmes such as public transport improvements, learner and student transport, Park and Ride, pedestrian and cycle improvements, employer-trip reduction programmes and congestion pricing and parking management.
Witzenberg	<ul style="list-style-type: none"> Increased access to growth corridors, including road linkage between N1 (Worcester) and West-Coast Industries (Saldanha) which is currently being upgraded to the value of R180m. Freight strategy: Opening of railway between Ceres and Wolseley
Central Karoo District	<ul style="list-style-type: none"> N1 Corridor Revitalisation, including maintaining and enhancing the road infrastructure of the region, and investing in and enhancing key rail stations such as Beaufort West, Matjiesfontein and Laingsburg railway stations Lobby Transnet and PRASA to upscale the rural rail service passing through the region (Shosholoza Meyl) to provide a more regular and reliable services to the region
Beaufort West	<ul style="list-style-type: none"> Establishing a freight village and inland port given the significant contribution of transport to the local economy
Laingsburg	<ul style="list-style-type: none"> ITP available. No projects of regional / provincial significance
Prince Albert	<ul style="list-style-type: none"> ITP available. No projects of regional / provincial significance

ITP	Summary
Garden Route District	<ul style="list-style-type: none"> • Traffic signals at N2/Beacon Way junction • Safety investigation at N2/Marine Drive intersection, Plettenberg Bay • Upgrading of the Beacon Way Corridor (portion of the N2 to Plett CBD) • Planning work for Provision of turning lanes on the N12 at the access to the cemetery (Oudtshoorn). • Sidewalks constructed and fenced – Sanlam Intersection to Hornlee Intersection at N2/Nekkies
Bitou	<ul style="list-style-type: none"> • ITP available. No projects of regional / provincial significance
George	<ul style="list-style-type: none"> • Southern Arterial - the route stretches from the N2 (West) Engen/Sasol Intersection, passing south of Thembaletu and Pacaltsdorp crossing the N2 near the Gwaing River, linking with District Road 1618 and will serve as a bypass linking the developments to the South of George with the N2 and Western parts of George. • Upgrade Sandkraal between M2 and Binne • Upgrade the Outeniqua Pass to include a warning system and arrestor beds
Hassequa	<ul style="list-style-type: none"> • ITP available. No projects of regional / provincial significance
Kannaland	<ul style="list-style-type: none"> • ITP available. No projects of regional / provincial significance
Knysna	<ul style="list-style-type: none"> • Planning and design of the N2 realignment initiative
Mossel Bay	<ul style="list-style-type: none"> • Airport will be investigated in the Southern Cape Functional Region Spatial Development Framework (SDF) • N2 interchange (SANRAL) • Tourism Development through national cycling events - developed the R102 as cycling route
Oudtshoorn	<ul style="list-style-type: none"> • Upgrading of MR75/1 between Oudtshoorn and George • Upgrade concrete road DR01688 between Calitzdorp Spa turnoff and Oudtshoorn

ITP	Summary
Overberg District	<ul style="list-style-type: none"> • Proposal to upgrade the Grabouw and Botriver railway stations and their precincts for tourism purposes and using these as a 'vintage railway tourism route' to link Caledon, Napier and Bredasdorp • Need for passenger service on the railway line
Cape Agulhas	<ul style="list-style-type: none"> • Investigating the revitalisation of the railway line from Bredasdorp to Cape Town for passenger use
Overstrand	<ul style="list-style-type: none"> • Road improvement and maintenance of priority projects, including Hermanus By-Pass - a long term Provincial project to create a by-pass road around Hermanus • Support the move towards an IPTN for the Overberg Region as detailed in the Overberg Mobility Strategy Concepts 2011 • Proposal to upgrade the Grabouw and Botriver railway stations and their precincts as a mixed passenger rail / tourism service between Bredasdorp and Grabouw
Swellendam	<ul style="list-style-type: none"> • Necessity of updating the Transport Record - whenever significant new data is collected, including GIS, databases and information. This update will address issues related to gaps and the poor quality of information
Theewaterskloof	<ul style="list-style-type: none"> • Necessity of updating the Transport Record - whenever significant new data is collected, including GIS, databases and information. This update will address issues related to gaps and the poor quality of information
West Coast District	<ul style="list-style-type: none"> • Doubling of N7 by SANRAL planned that will reduce the travel time to Cape Town • Investigate the implementation of a subsidised bus service in Clanwilliam
Saldanha Bay	<ul style="list-style-type: none"> • Saldanha IDZ and the port expansion will lead to a higher number of heavy vehicles and abnormal loads. Road network improvements are prioritised to accommodate this.
Bergervier	<ul style="list-style-type: none"> • ITP available. No projects of regional / provincial significance

ITP	Summary
Cederberg	<ul style="list-style-type: none"> • ITP available. No projects of regional / provincial significance
Swartland	<ul style="list-style-type: none"> • ITP available. No projects of regional / provincial significance
Matzikama	<ul style="list-style-type: none"> • Mines have a desire to place freight on rail • Most provincial roads through the towns have reached their respective lifespans and are in need of upgrades

APPENDIX C: SUMMARY OF TRANSPORT INFRASTRUCTURE PROJECTS

Focus areas / programmes	Project description	Category	Source
DOI priority road projects	Upgrade of TR01101, rehabilitation of DR01100 and maintaining the Provincial Roads in the Western Cape	Roads	WCG DoI
	Extend the functional life of TR22/1 from km 20,60 to km 36,05 and TR22/2 from km 3,55 to km 71,8 by a Periodic Maintenance intervention in the form of pre-treatment (surface repairs and crack sealing), the application of an Ultra-Thin Friction Layer (UTFC) and the application of a seal.	Roads	WCG DoI
	Provide a new TR25/1 route between the existing TR24/1 and TR25/1 intersection and the existing Hopefield Interchange (TR21/1 and TR11/2) at the town of Malmesbury	Roads	WCG DoI
	Rehabilitation/upgrading of Trunk Road 28 Section 2 (TR28/2) between Stanford (km 24.00) and Gansbaai (km 43.88) as well as the upgrading of Minor Road 4017 (OP4017) from Stanford (km -140.00) to Springfontein Wine Estate (km 4.20)	Roads	WCG DoI
	Upgrading of Louis Fourie road to a lane dual carriageway between Beach Road Boulevard West (km 10.27) and Garret Street (km 13.05). This package includes the realignment of the access to Langeberg Mall and associated upgrades to the local road network.	Roads	WCG DoI
City of Cape Town Congestion Relief	Voortrekker Road Widening between Salt River canal and Prestige Drive and Cannon Street Widening between Royal Road and Voortrekker Road.	Roads	Cape Town CITP

Focus areas / programmes	Project description	Category	Source
	Foreshore Freeway - linking Eastern and Western boulevard.	Roads	Cape Town CIP
	Dualling of Berkley Road (M5 to Prestige Drive) and a portion of Jan Smuts Drive (Prestige Drive to Oude Molen Tech High School) together with the provision of cycling lanes and sidewalks.	Roads	Cape Town CIP
	Addition of an extra inbound lane on M3 Corridor	Roads	Cape Town CIP
	Erica Drive extension across R300 to Belhar Main Road.	Roads	Cape Town CIP
	Berkley Road extension M5 to Liesbeeck Parkway.	Roads	Cape Town CIP
City of Cape Town Rail Level Crossing Projects	Construction of a portion of Zevenwacht Link Road between Van Riebeeck Road and Alber Philander Way including a road-over-rail bridge. This will eliminate the Butskop Road level crossing and complete a portion of the incomplete arterial road in the area.	Roads	Cape Town CIP
	Reconstruction of a portion of Military Road with service roads to accommodate a road-over-rail bridge and improve safety at one of the busiest level crossings in Cape Town.	Roads	Cape Town CIP
City of Cape Town BRT / Integrated	Construction of a new IRT Depot at Spine Road and Wynberg	Public Transport	Cape Town CIP

Focus areas / programmes	Project description	Category	Source
Rapid Transport (IRT) Programme	Construction of a new BRT Trunk Route Infrastructure, including: E1 (M9 Heinz - Sheffield), E3 (M9 Intsikizi – Morning Street), W1 (Roadway – Imam Haron/Chichester), W2 (Roadway – Turfhall Road), E2 (M9 Sheffield – Intsikizi), E4 (M9 Morning Star – Mew Way), E5 (Trunk Ext – Spine – Chris Hani), E7 (M9 Mew Way – Spine) and E8 (Hold Areas and Driver Facilities)	Public Transport	Cape Town CIP
	Construction of new IRT stations: IRT Ph2A: Trunk Stations - Closed Median (Batch A and B)	Public Transport	Cape Town CIP
City of Cape Town PTI Programme	Upgrade of Inner City Transport Hub to accommodate a large regional multimodal interchange within the CBD, including PRASA Metro Station, MyCiTi Civic Centre and Adderley Stations, Grand Parade City Bus Station and Station Deck Taxi Rank	Public Transport	Cape Town CIP
	Upgrade of Bellville PTI to create a vertically integrated public transport interchange, including rail, future MyCiTi bus trunk lines, city bus services, minibus taxi operations, long-distance bus services and non-motorised transport infrastructure.	Public Transport	Cape Town CIP
	Upgrading Wynberg Public Transport Hub	Public Transport	Cape Town CIP
City of Cape Town NMT Programme	Expansion of the NMT lanes along major roads in the Elsies River area	NMT	Cape Town CIP
	Expansion of the NMT lanes along major roads in the Kensington, Fackreton and Maitland areas	NMT	Cape Town CIP

Focus areas / programmes	Project description	Category	Source
	Expansion of the NMT lanes along Old Paarl Road from Bill Bezuidenhout to William Dabbs	NMT	Cape Town CIP
	Expansion of the NMT lanes along Robert Sobukwe from Valhalla Drive to Symphony Way	NMT	Cape Town CIP
	Expansion of Viking Way from Jakes Gerwel Drive to Mutual Station	NMT	Cape Town CIP
SANRAL Road Project	Upgrade of Thembaletu Interchange in George	Road	SANRAL
	N7 Upgrades from Rooidraai to Moorreesburg	Road	SANRAL
	Expansion of the Huguenot Tunnel	Road	SANRAL
Stellenbosch Road Projects	Creation of links (such as Wilderbosch Road extension to the north and its extension south) in order to alleviate traffic at congested intersections and direct traffic to intersections on the R44 that have more capacity, such as the Technopark intersection and Trumali Road Intersection.	Road	Stellenbosch CIP
	R44 upgrade to protect the integrity of the R44 as a regional mobility road	Road	Stellenbosch CIP
PRASA Planned Projects	Restoring of rail and train station infrastructure along the Central Line	Rail	Freight News
ACSA Planned Projects	Cape Town International Airport (CTIA) Expansion: Domestic Arrivals Terminal Reconfiguration and Construction of New Aircraft Stand	Air	Engineering News

Focus areas / programmes	Project description	Category	Source
	George Airport Terminal Expansion	Air	ACSA
TNPA Planned Projects	Cape Town Harbour Phakisa Ship Repair Project: Refurbishment of Sturrock and Robinson Drydock	Ports	TNPA
	Saldana Industrial Development Zone - development of port Infrastructure	Ports	Supply Chain Outlook

APPENDIX D: SUMMARY OF INFRASTRUCTURE STRATEGIES

Infrastructure Element	Stakeholder	Summary
Road network	National Government	<p>Key national government road network infrastructure strategies are outlined in the National Transport Master Plan (NATMAP) 2050, National Infrastructure Plan 2050 (NIP 2050) Phase 2, and the White Paper on National Transport Policy (2021). Common strategies include:</p> <ul style="list-style-type: none"> • Addressing capacity constraints by expanding critical road sections and developing freeway bypasses to reduce congestion. • Enhancing road maintenance through Road Asset Management Plans (RAMPs) and lifecycle optimisation. • Integrating transport planning with a road master plan to balance maintenance and the shift to rail. • Deploying intelligent transport systems for better traffic management and real-time data. • Improving road safety with stricter overloading controls, safety audits, and periodic reviews. • Increasing funding and investment through PPPs, tax revenues, and targeted funding to address the road maintenance backlog, particularly in rural areas.
	SANRAL	<p>The SANRAL 2030 Strategy (Final Draft – 2019) aims to enhance South Africa's national transport system through four strategic pillars: Roads, Road Safety, Stakeholders, and Mobility. Key infrastructure-related objectives include:</p> <ul style="list-style-type: none"> • Managing a safe national road network to support economic growth and social development. • Using the road network for spatial transformation. • Leveraging technology, research, and innovation to improve road management. • Securing sustainable funding through government support, diversified funding strategies, and private sector investment. <p>This translates to the following key focus areas:</p>

Infrastructure Element	Stakeholder	Summary
		<ul style="list-style-type: none"> • Development of a 2030 Roads Plan and public transport-enabling infrastructure. • Implementation of road safety measures for vulnerable users and application of risk assessment tools. • Adoption of sustainable road asset management and innovative road solutions. • Integration of land-use and transport planning for improved mobility. • Implementation of high socio-economic impact projects and cost-effective route optimisation. <p>These strategies align with SANRAL's vision of an efficient, safe, and accessible national road network.</p>
	Provincial Government	<p>The Western Cape Infrastructure Strategy 2050, The Provincial Road Network Infrastructure Strategy and Growth for Jobs Strategy (G4J) prioritise the following key strategic areas to improve the road network in the province, including:</p> <ul style="list-style-type: none"> • Prioritise maintenance and rehabilitation for long-term sustainability. This includes balancing existing maintenance with new developments to meet increasing demand. • Expand urban and rural connectivity to support economic growth. • Implement intelligent transport systems (ITS) for improved traffic management. • Explore alternative funding models, including Public-Private Partnerships (PPPs). • Planned improvements including a Bridge Management System, Pavement Quality Management System, and enhanced maintenance and estimating tools.
	Municipalities	<p>The below Major planned road network infrastructure and facility development initiatives extracted from relevant CIPs include. Detailed summaries of ITPs can be found in chapter 4 of the main document:</p> <p>Major initiatives extracted from the City of Cape Town CIP, 2023-2028:</p> <ul style="list-style-type: none"> • Short- and long-term congestion relief projects. • Expansion projects, e.g. dualling of existing roads. • New projects, e.g. to complete missing links. and • Road infrastructure and management (RIM) maintenance and rehabilitation works.

Infrastructure Element	Stakeholder	Summary
Freight	National Government	<p>Relevant Freight strategies and National Government documentation include the National Transport Master Plan (NATMAP) 2050, White Paper on National Rail Policy, 2022, White Paper on National Transport Policy 2021 and National Infrastructure Plan. Several consistent themes and strategies are recommended in each of these policies and documents, including:</p> <ul style="list-style-type: none"> • Continuous investment and maintenance should be undertaken on the existing network (Modernise infrastructure and maintain existing infrastructure). • The concession of further branch lines to provide businesses to boost its road-to-rail tonnage. • The White Paper on the National Rail Policy (2022) introduced open access for private sector involvement in rail, along with government funding and economic regulation, aiming to revitalise South Africa's vulnerable rail system. • Additionally, the paper introduced Implementing structural reforms to allow independent infrastructure management within the freight rail sector and exploration of PPPs.
	Transnet	<p>Transnet's Freight Rail Report (2022) outlines a key strategic priority of improving the overall conditions of the rail network infrastructure. This will involve:</p> <ul style="list-style-type: none"> • Improvement of network conditions, procurement processes, and security measures. • Enhancement of interoperability through the implementation of digital technologies. • Structural separation of rail network management from rail operations. • Promotion of road-to-rail migration to enhance efficiency and sustainability.
	Provincial Government	<p>The Western Cape Infrastructure Strategy 2050, Provincial Freight Strategy 2019 and Growth for Jobs Strategy (G4J) prioritise the following key strategic areas to improve the freight network in the province, including:</p> <ul style="list-style-type: none"> • Promote road-to-rail migration to reduce congestion and improve efficiency. • Develop new freight corridors to seamlessly facilitate intermodal movement of goods. • Upgrade rail infrastructure, including signalling, and network capacity. • Implement open-access rail models to encourage private sector investment. • Improve efficiencies across sear, air, and rail corridors.

Infrastructure Element	Stakeholder	Summary
	Municipalities	<p>ITPs for the Central Karoo, Overberg and West Coast district municipalities recognise the need to improve the existing conditions of freight. Infrastructure measures that can be implemented are to:</p> <ul style="list-style-type: none"> • Revitalise and maintain the rail corridor for passenger and freight rail; • Invest in and enhance key rail stations; • Expand and upgrade the Saldanha–Sishen Railroad (West Coast district integrated transport plan (DITP))
Commuter Rail	National Government	<p>Relevant strategies and National Government documentation include the National Transport Master Plan (NATMAP) 2050, White Paper on National Rail Policy, 2022, White Paper on National Transport Policy 2021, and National Infrastructure Plan. Several consistent themes and strategies are recommended in each of these policies and documents, including:</p> <ul style="list-style-type: none"> • The policies advocate for devolution of rail from PRASA to capable transport authorities. • The policies recommends upgrading rail infrastructure, rolling stock, and other infrastructure to enhance safety and reliability. • The policies recommend taking steps to improved integration with other modes of public transport, to support interoperability and seamless mobility. • The White Paper on the National Rail Policy (2022) introduced open access for private sector involvement in rail, along with government funding and economic regulation, aiming to revitalise South Africa's vulnerable rail system. • The National Infrastructure Plan 2050 Phase 2 (2022) places emphasis on ensuring that commuter rail services are accessible to all, including those with disabilities.
	PRASA	<p>PRASA's Corporate Plans (2021–2026) and latest reports (2022/23) outline a phased strategy to restore and modernise commuter rail services, aligned with the White Paper on National Rail Policy (2022).</p> <p>The following Strategic Plans & Objectives have been outlined through the various strategic documents:</p> <ul style="list-style-type: none"> • Short-term: Enhance operational efficiency through service improvements and increased security interventions.

Infrastructure Element	Stakeholder	Summary
		<ul style="list-style-type: none"> • Medium-term: Rebuild and rehabilitate infrastructure, including station revitalisation and illegal settlement relocations. • Long-term: Implement a modernisation programme, focusing on fleet renewal, depot upgrades, resignalling, and fencing to optimise recovered lines and increase patronage. <p>To achieve these objectives, PRASA has identified key execution plans:</p> <ul style="list-style-type: none"> • Service Recovery: Restoration of priority corridors (Cape Town–Khayelitsha, Simon's Town, Strand) through rail line rebuilding and station upgrades. • Infrastructure Modernisation: Depot fencing, resignalling, and revenue generation from property assets to enhance long-term sustainability. • Enhanced Service Delivery: Upgrades to traction equipment, substations, telecommunications, and signals, ensuring full system functionality in Phase 2.
	Provincial Government	<p>The Western Cape Infrastructure Strategy 2050, The Provincial Road Network Infrastructure Strategy and Growth for Jobs Strategy (G4J) prioritise the following key strategic areas to improve the commuter rail network in the province, including:</p> <ul style="list-style-type: none"> • Focus on service recovery through infrastructure rebuilding and modernisation. • Invest in depot upgrades, resignalling, and stock renewal for reliability. • Improve integration with other public transport modes for seamless mobility. Further introduce digital systems to better coordinate a reliable and safe service. <p>The province presently has no control over rail operations, which lie exclusively with PRASA. However, the Mobility Department have emphasised that restoration of rail is a key public transport priority.</p>
	Municipalities	<p>CITPs outline that municipalities do not have any control over rail operations, which lie exclusively with PRASA. Municipalities will continue to support rail revitalisation.</p>
NMT	Provincial Government	<p>Through the PSTP, the Western Cape Mobility Department provide support to local municipalities to identify ways to improve NMT infrastructure in the rural areas of the province. Additionally, the Growth For Jobs</p>

Infrastructure Element	Stakeholder	Summary
		<p>Strategy and , The Provincial Road Network Infrastructure Strategy outline several transport related strategic areas, including:</p> <ul style="list-style-type: none"> • Prioritisation of Walking and Cycling: Develop infrastructure that supports safe and accessible NMT options. • Integrated Transport Planning: Ensure NMT is effectively linked with public transport services to enhance mobility. • Road safety improvements, which could broadly include NMT elements such as pedestrian and cycling lanes.
	Municipalities	<p>The City of Cape Town's Comprehensive Integrated Transport Plan (CITP) 2023–2028 prioritises Non-Motorised Transport (NMT) infrastructure to promote accessibility, safety, and integration with public transport.</p> <p>Key Strategies outlined in the CITP include:</p> <ul style="list-style-type: none"> • Infrastructure Expansion: Development of dedicated pedestrian and cycling facilities to ensure safe, continuous routes. • Integration with Public Transport: Improved connectivity between NMT networks and public transport services. • Safety & Accessibility: Upgrading intersections and pathways for universal access and enhancing security measures.
Aviation	National Government	<p>National aviation infrastructure strategies are outlined in the National Transport Master Plan, White Paper on National Civil Aviation Policy and the White Paper on National Transport Policy, focusing on the following strategic areas:</p> <ul style="list-style-type: none"> • Capacity Planning: Address additional aviation capacity needs, including potential for a second international airport in the Western Cape. • Airport Integration: Link international airports with Bus Rapid Transit (BRT) or rail systems to improve connectivity. • Aerotropolis Development: Support airport-centred economic zones.

Infrastructure Element	Stakeholder	Summary
		<ul style="list-style-type: none"> National Airport Development Plan (NADP): Guide future airport development and integrate airports into provincial and municipal planning. Infrastructure Investment: Align public aviation investment with socio-economic value and sustainability, ensuring cost-benefit justifications.
	ACSA	<p>ACSA's 2022 Integrated Report outlines a phased approach to infrastructure development. From 2021 to 2025, efforts will be focused on maintenance and refurbishment, while from 2026 onwards, investment shifts to long-term infrastructure expansion. Per provincial airport, strategic focuses are outlined below:</p> <ul style="list-style-type: none"> Cape Town International Airport: the current master plan aims to accommodate 40 million passengers and 200,000 tons of cargo annually by 2040. Infrastructure plans include terminal optimisation, runway reconfiguration and a proposed rail link. At George Airport, capacity is set to increase from 900,000 to 1.8 million passengers by 2040, with long-term projections targeting 4.5 million passengers. A privately developed Cape Winelands Airport is planned near Durbanville, featuring a 3.5 km runway and incremental expansion. Passenger operations are expected by 2027.
	Provincial Government	<p>The Growth For Jobs Strategy outlines several transport related strategic areas, including:</p> <ul style="list-style-type: none"> Airport Network Development: Strengthen air transport infrastructure to support passenger and cargo movement. Technological Advancements: Invest in digital and hybrid infrastructure to enhance operational efficiency. Intermodal Connectivity: Align aviation infrastructure with road and rail networks.
	Municipalities	<p>The City of Cape Town (CoCT) relies on Cape Town International Airport (CTIA) for passenger travel and air cargo, supporting initiatives to grow both sectors through the Air Cargo Logistics Strategy.</p> <ul style="list-style-type: none"> The City is involved in ACSA's aerotropolis planning, which aligns with the Philippi Opportunity Area node under the Urban Catalytic Investment Programme. Additionally, the City is monitoring the impact of drone technology on freight movement and urban airspace management.

Infrastructure Element	Stakeholder	Summary
		<ul style="list-style-type: none"> The West Coast District Integrated Transport Plan (DITP) records plans to expand CTIA into a regional aerotropolis and considers securing land for a new international airport should congestion require it. Potential sites include Langebaanweg, Malmesbury, and Atlantis.
Maritime	National Government	South Africa's maritime infrastructure strategies are outlined in key national policy documents, including the National Transport Master Plan (NATMAP) 2050 Synopsis Report (2016), the Comprehensive Maritime Transport Policy (CMTP) (2017), the National Infrastructure Plan 2050 (NIP 2050) Phase 1 (2022) and the White Paper on National Transport Policy (2021). These policies focus on port expansion, integration of transport modes, private sector participation and trade facilitation to enhance South Africa's maritime sector.
	Provincial Government	Provincial government have supported The creation of a Ports Project Management Unit (PMU) to address several challenges facing the PoCT, including slow economic activity and reduced attractiveness to investors.
Pipelines	National Government	<p>National pipeline infrastructure strategies are outlined in the National Transport Master Plan and other relevant legislation, focusing on the following strategic areas:</p> <ul style="list-style-type: none"> The need to develop a comprehensive, integrated policy for pipeline ownership, operation and development. Encourage private sector participation (PPP) in infrastructure development.

APPENDIX E: PROGRESS AGAINST PREVIOUS PLTF KPIS

The PLTF minimum requirements stipulate the need for a report on how and to what extent the key performance indicators (KPIs) set in the previous PLTF and NLTsf have been met. This appendix provides a summary of progress against the KPIs outlined in the previous iteration of the PLTF. The previous PLTF developed KPIs based on goals and objectives.

Overview

The 2016/17 iteration of the PLTF proposed seven new strategic goals and several additional linked objectives. Goals and objectives were developed based on an assessment of the key issues and challenges within the transport environment and in alignment with various relevant legal, strategic and policy frameworks. The full list of goals and objectives from the previous iteration of the PLTF is included below. The listed goals are as follows:

Goal #	Goal Overview
PLTF-1	Establish and operationalise a PTMF to manage and coordinate transmodal and transversal transport across the Western Cape.
PLTF-2	Develop a transversal plan to promote transport safety and security for road, rail and NMT.
PLTF-3	Promote and coordinate integrated transport.
PLTF-4	Develop transport plans to respond to rural socio-economic challenges and development objectives.
PLTF-5	Develop key transmodal strategies to promote economic efficiencies within transport.
PLTF-6	Optimise transport fund sourcing and allocation.
PLTF-7	Roll out the PLTF strategic goals and objectives to all transport entities.

Summary of progress:

This section outlines progress against goals, citing objectives and indicators where relevant.

ESTABLISH AND OPERATIONALISE A PTMF TO MANAGE AND COORDINATE TRANSMODAL AND TRANSVERSAL TRANSPORT ACROSS THE WESTERN CAPE

Five objectives and linked KPIs were outlined to help realise PLTF-1. Objectives were broadly focused on the establishment of a Public Transport Management Forum Group (PTMF) and reviewing PLTF strategic goals and KPIs through a developed monitoring and reporting process.

The envisaged mandate for the PTMF was to coordinate all strategic transport planning and implementation across the province. The original recommendation was for PTMF to include members from the DTPW, relevant municipalities, PRASA and National Government. Establishing of such a forum was expected to be driven by the DTPW (now MD), however, the COVID-19 pandemic and restructuring of the then DPTW into separate departments meant a shift in focus, with no additional capacity to drive and coordinate the establishment of such forum. As such, an alternative approach to the PTMF, the Intermodal Planning Committee (IPC), which has been established, continues to engage regularly on transport related matters in the province. The IPC includes key officials from both provincial and municipal governments, as well as those who provide transport services.

PLTF strategic goals and objectives were reviewed over the PLTF period, with a subsequent draft reviewed PLTF document developed by provincial government. While the draft is still awaiting feedback, several discussions across multiple forums on strategic transport matters in the province have taken place throughout the PLTF period.

DEVELOP A TRANSVERSAL PLAN TO PROMOTE TRANSPORT SAFETY AND SECURITY FOR ROAD, RAIL AND NMT

Five objectives and linked KPIs were outlined to help realise PLTF-2. Objectives were focused on development of safety and compliance plans and plans to support conflict mitigation. Over the PLTF period, numerous draft safety plans and initiatives have been developed by different spheres of government. This includes:

Measure	Detail
NMT Plans	<ul style="list-style-type: none">Development of the Draft NMT safety plan by provincial government and NMT plans by municipalities such as the City of Cape Town.
Safely Home Campaign	<ul style="list-style-type: none">The establishment of the safely home campaign by the Mobility Department, which has led to the implementation of various initiatives to reduce road fatalities and promote transport-related safety.

Improve Freight Compliance	<ul style="list-style-type: none"> • The WCMD developed a “proof of concept” RTMS digital toolkit, which is intended to improve compliance within the road freight industry. • The WCMD developed targeted road freight safety materials for printed and digital media, and launched dedicated freight road safety campaigns
Other Safety Focused Initiatives	<ul style="list-style-type: none"> • Initiatives such as the Blue Dot taxi, which was piloted to improve compliance and safety within the Mini-Bus Taxi Industry. The pilot received positive feedback from passengers using Blue Dot taxis on safety and other related matters.

The above interventions and several others rolled out across the province have helped reduce road fatalities (2023) by 7% from the 2016 baseline, outperforming the KPI target in the previous PLTF (5% reduction). Additionally, the current PLTF identifies the importance of reducing NMT-related fatalities, with the MD expected to support municipalities with developing NMT plans and strategies.

The Mini-Bus Taxi Task Team (MBTTT) was established 2023 as a response to unrest within the taxi industry. The forum consists of members of provincial and municipal governments, enforcement and the taxi industry. The TT continues to explore conflict mitigation measures, with planned initiatives such as the Shayela Smart initiative expected to be rolled out in the coming years.

PROMOTE AND COORDINATE INTEGRATED TRANSPORT

Three objectives and linked KPIs were outlined to help realise PLTF-3. The goal focused on improved monitoring, integration among different transport modes and consideration of alternate cost-effective approaches to IPTNs.

Progress on MyCiTi and GO GEORGE continues to be closely monitored. It is mandatory to report accurate figures when applying for the Public Transport Network Grant (PNTG). MyCiTi ridership figures have further been released in various press releases and the Comprehensive Integrated Transport Plan (CITP). Both bus services are considering using Mini-Bus Taxis as feeders within their networks, which is a key step towards mode interoperability. The Mobility Department have further developed SANRAL Account-Based Ticketing compliant backend software, which would support payments across multiple modes using a single fare media.

An alternative approach to Public Transport using MBTs in rural areas of the province has further been developed by the Mobility Department. Phase 1 of the Blue Dot taxi initiative was implemented and tested in several non-metro municipalities such as Breede Valley

(Worcester) and Knysna municipality. The planned Shayela Smart initiative will further serve as a basis for future cost-effective IPTN equivalents across the province.

DEVELOP TRANSPORT PLANS TO RESPOND TO RURAL SOCIO-ECONOMIC CHALLENGES AND DEVELOPMENT OBJECTIVES

Three objectives and linked KPIs were outlined to help realise PLTF-4, which focused on developing transport plans further to address challenges faced in rural areas of the province.

The Provincial Sustainable Transport Programme (PSTP) has been implemented throughout the PLTF period. Through the PSTP, support has been provided to non-metro municipalities to help improve NMT infrastructure and planning. Additionally, the Mobility Department and Western Cape Education Department have engaged on several occasions regarding the future of Learner Transport Service (LTS).

DEVELOP KEY TRANSMODAL STRATEGIES TO PROMOTE ECONOMIC EFFICIENCIES WITHIN TRANSPORT

Four objectives and linked KPIs were outlined to help realise PLTF-5. Objectives focused on developing plans to promote the shift to more sustainable forms of transport, such as from private to public transport for the movement of passengers and from road to rail for the movement of goods.

The PLTF identifies the need to achieve these KPIs but notes various limitations. In order to shift private car users to public transport, existing services need to be more reliable, dignified and safe. Various public transport related objectives, including the incremental improvement of MBT services and restoration of rail, will support this initiative. Additionally, initiatives such as Shayela Smart represent examples of coordinated efforts among different spheres of government to improve public transport services. Other strategies, such as revitalisation of rail strategy, represent efforts to shift from road freight to rail freight.

From an infrastructure perspective, the province has achieved its intended KPI target regarding maintenance of surfaced roads, with over 90% classified as fair, good and very good. Additionally, overall surfaced roads classified as poor and very poor have declined by 2% since 2014.

OPTIMISE TRANSPORT FUND SOURCING AND ALLOCATION

Four objectives and linked KPIs were outlined to help realise PLTF-6, which focused on optimising funding sources and allocation. Provincial government have engaged with potential partners on alternative funding sources, and efforts are ongoing to review funding priorities and ensure all state funding sources are fully exploited. Additionally, municipal governments such as the City of Cape Town and Stellenbosch Municipality have implemented

travel demand management measures, such as parking tariffs, which have generated funds to reinvest into various other initiatives.

ROLL OUT THE PLTF STRATEGIC GOALS AND OBJECTIVES TO ALL TRANSPORT ENTITIES.

Three objectives and linked KPIs were outlined to help realise PLTF-7, which focused on rolling out PLTF strategic goals and objectives to all transport entities. Goals have been raised through discussions in various forums, and coordination with local governments. Additionally, the previous PLTFs goals and objectives have been incorporated into this iteration of the PLTF, where appropriate.

Full list of KPIs (previous PLTF)

PLTF GOALS	PLTF OBJECTIVES	KPI	SOURCE	KPI REFERENCE
PLTF-1: Establish and operationalise a PTMF to manage and coordinate transmodal and transversal transport across the Western Cape	1.1 Appoint the core and second-tier groups.	PTMF members appointed (04/17)	Chair	PSG4, 5 DSG3, 4 NLTsf1, 12
	1.2 Finalise the entity name, mission and mandate, modus operandi.	PTMF terms of reference defined (05/17)	Chair	PSG4, 5 DSG3, 4 NLTsf1, 12
	1.3 Review the PLTF strategic goals and KPIs, and amend as required	PLTF strategy updated (06/17)	Chair	PSG4, 5 DSG3, 4 NLTsf1, 12
	1.4 Institute PLTF monitoring and reporting from the outset.	Monitoring and reporting implemented (06/17)	Chair	PSG4, 5 DSG3, 4 NLTsf1, 12
	1.5 Assess organisational options, whether legal/regulatory enablement of the PTMF is necessary, and take appropriate action.	Legal form decided, action plan in place (06/17)	Chair	PSG4, 5 DSG3, 4 NLTsf1, 12

PLTF GOALS	PLTF OBJECTIVES	KPI	SOURCE	KPI REFERENCE
PLTF-2: Develop a transversal plan to promote transport safety and security for road, rail and NMT	2.1 Develop a road safety plan addressing issues such as compliance with road safety regulations, education and awareness.	Road safety plan completed (08/17) Road fatalities drop 5% annually from 2016 baseline	Chair & DTPW Traffic Management	PSG3 DSG3 NLTSF11, PSG3 DSG3 NLTSF11.1
	2.2 Develop a rail safety plan covering the network, stations and intermodal interchanges.	Rail safety plan completed (08/18) Rail fatalities drop 5% p.a. from 2016 baseline	Chair & PRASA	PSG3 DSG3 NLTSF2.7
	2.3 Develop a plan to ensure regulatory compliance for vehicles, covering registration, licencing, overloading.	Regulatory compliance plan in place (10/17) Licensing compliance level improves by 3% p.a. based on roadblock statistics, relative to 2016 baseline. Road freight truck overloading reduces by 2% p.a. based on weighbridge stats, relative to 2016 baseline.	Chair & DTPW Traffic Mgt District municipality road traffic departments DTPW Traffic Mgt District municipality road traffic departments	PSG3, 5 DSG3, 4 PSG3, 5

PLTF GOALS	PLTF OBJECTIVES	KPI	SOURCE	KPI REFERENCE
	2.4 Develop a plan for collective management of unrest occurrences, e.g. MBT/Bus conflict, other civil unrest affecting transport.	Civil unrest management plan developed in coordination with enforcement authorities in place (09/17)	Chair	PSG3, 5 DSG3, 4
	2.5 Develop an NMT masterplan and ensure it is incorporated appropriately at all levels of government. Ensure that it promotes commuter safety and mobility, via provision of dedicated NMT facilities, e.g. cycle paths, pedestrian paths, bridges, signals.	NMT masterplan completed for Western Cape (02/18) NMT plan incorporated within Cape Metro and all district municipality ITPs, & implemented in new projects where applicable (next ITP cycle, ongoing)	Chair & ITPs for Metro and district municipalities Municipal Managers TDA Commissioner	PSG3, 4 DSG3 NLTsf4.4, 5
PLTF-3: Promote and coordinate integrated transport	3.1 Monitor IPTN progress at MyCiTi and GoGeorge.	Key implementation milestones noted & monitored & any intermodal issues identified (ongoing)	TDA Commissioner GoGeorge project head	PSG4 DSG3 NLTsf2.1, 3.2
	3.2 Develop strategies for implementing the actual "integration" across more modes, e.g. integrate route scheduling and fare management across Metrorail, other non-contracted bus services, MBTs.	Integration barriers analysed, remedial strategies developed, milestones set. (06/18)	Chair	PSG4 DSG3 NLTsf2.1, 3.2

PLTF GOALS	PLTF OBJECTIVES	KPI	SOURCE	KPI REFERENCE
	3.3 Develop lower budget IPTN-equivalents for less affluent municipalities/ districts.	Appropriate IPTN frameworks developed & costed for 3 or more additional districts (06/18)	Chair	PSG4 DSG3 NLTSF2.1, 3.2, 4
PLTF-4: Develop transport plans to respond to rural socio-economic challenges and development objectives	4.1 Review the draft PSTP proposal and finalise the rural transport development approach and plan.	Draft PSTP review completed & decision taken as to its adoption (06/18) If adopted, draft PSTP implementation plan developed (12/17)	Chair	PSG4 DSG3 NLTSF4
	4.2 Ensure that appropriate aspects of the NMT masterplan are incorporated in all rural transport plans and transport development projects.	NMT plan incorporated within all district municipality ITPs & implemented in new projects where applicable.	ITPs Municipal Managers	PSG4 DSG3 NLTSF4, 5
	4.3 Review options to assume control of “scholar transport” and integrate with public transport to improve efficiency.	PTMF approach agreed & negotiations conducted with Dept of Education (12/17)	Chair	PSG4 DSG3 NLTSF4, 5, 6

PLTF GOALS	PLTF OBJECTIVES	KPI	SOURCE	KPI REFERENCE
PLTF-5: Develop key transmodal strategies to promote economic efficiencies within transport	5.1 Develop a plan to promote a shift from private to public transport.	PTMF approach agreed & negotiations conducted with Dept of Education (12/17) Private to public shift strategy in place (03/18) Shift from private to public transport by 3% p.a. of total (private & public) users travelling into Cape Town CBD Shift from private to public transport by 3% p.a. of total (private & public) users travelling into George CBD	Chair,TDA traffic counts NHTS GoGeorge traffic counts NHTS	PSG4 DSG3 NLTSF4, 5, 6 NLTSF2.1
	5.2 Promote a shift of freight from road to freight rail.	Road to rail freight shift strategy in place (03/18) Reduction in road freight percent of total (road & rail) freight by 2% p.a. relative to 2016 baseline	Chair,DTPW Traffic Mgt Transnet Annual State of Logistics Survey	PSG4 DSG3 NLTSF8.1, 8.8

PLTF GOALS	PLTF OBJECTIVES	KPI	SOURCE	KPI REFERENCE
	5.3 Focus infrastructure maintenance on highest priority road and rail networks.	Maintain percentage vehicle-km travelled on surfaced roads classified as being in Fair, Good & Very Good condition at 90%+. Reduce overall percentage of km of surfaced roads classified as being in Poor & Very Poor condition by 1% p.a. (2014 figure 11.6%) Increase in commuter train sets to match demand (target TBD), by 12/18. Percent of permanent way infrastructure in acceptable operating condition (target % TBD).	DTPW Road Network Mgt APP, PRASA PRASA Transnet	PSG4 DSG2, 3 NLTSF9.4 NLTSF10.2
	5.4 Develop coordination mechanisms within spatial, road and rail planning to improve commuter access to public transport.	All planning and development entities identified, coordination mechanisms agreed to ensure development plans incorporate transport considerations (08/17)	Chair	PSG4, 5 DSG2, 3 NLTSF1, 12
PLTF-6: Optimise transport fund	6.1 Review transport funding priorities, and revise funding allocation as required.	Prioritisation formula developed, allocation reviewed, adjustments identified (12/17)	Chair	PSG4 DSG4 NLTSF12, 14

PLTF GOALS	PLTF OBJECTIVES	KPI	SOURCE	KPI REFERENCE
sourcing and allocation	6.2 Ensure all available State funding sources are fully exploited, via rigorous socio-economic analysis and substantiation.	All funding sources reviewed, comprehensive analysis framework adopted & applied (Ongoing)	Chair	PSG4 DSG4 NLTSF12, 14
	6.3 Explore alternative funding sources, e.g. strategic partnerships, special grants, green technology opportunities.	Alternative funding sources identified & timetable agreed for investigations (03/18)	Chair	PSG4 DSG4 NLTSF12, 14
	6.4 Identify opportunities to optimise funding by applying demand management and user-pay principles.	Demand management and user-pay or similar strategies developed (06/18)	Chair	PSG4 DSG4 NLTSF12, 14
PLTF-7: Roll out the PLTF strategic goals and objectives to all transport entities.	7.1 Identify the PLTF goals and objectives that are applicable to each transport entity (e.g. PRASA, Metrorail, TDA, district & local municipalities.	On finalisation of PLTF strategy (Jun 2016), responsibility for goals & objectives linked to each applicable entity (07/17)	Chair	PSG3, 4, 5 DSG3 NLTSF1.3, 1.8, 12

PLTF GOALS	PLTF OBJECTIVES	KPI	SOURCE	KPI REFERENCE
	7.2 Incorporate the PLTF goals into current and future transport plans	PLTF strategies adopted and incorporated into strategic plans & ITPs (ongoing, per SP & ITP schedule)	Strategic plans & ITPs Confirmation by transport entity representatives	PSG3, 4, 5 DSG3 NLTSF1.3, 1.8, 12
	7.3 Monitor and ensure implementation.	PLTF monitoring & reporting process implemented (starting 06/17, ongoing)	Chair	PSG5 DSG4 NLTSF12

APPENDIX F: PROGRESS AGAINST NLTsf KPIS

The PLTF minimum requirements stipulate the need for a report on how and to what extent the key performance indicators (KPIs) set in the previous PTLF and NLTsfS respectively have been met. This appendix provides a summary of progress against the KPIs outlined in the previous iteration of the NLTsf, which were developed for various strategic elements.

Overview

The 2017-2022 NLTsf listed Eighty-eight KPIs across fifteen different transport-related categories. The key performance indicators in the NLTsf apply to all spheres of government, and intend to provide feedback on several transport-related areas. This report seeks to summarise progress against these indicators during the NLTsf period. When an indicator is only applicable to or intended to be led by National Government, it is not discussed in this report. Additionally, the summary focuses on areas where the province has demonstrated significant progress, and not all strategic areas. The comprehensive list of KPIs is included at the end of this appendix.

Summary of progress:

This table below outlines progress against NLTsf KPIs, quoting KPIs and targets where appropriate. Given the differences in approach and structure when setting the NLTsf and PLTF KPIs, NLTsf KPIs per strategic element vary across services and between regions of the province. As such, to demonstrate this per strategic element, it was deemed more appropriate to summarise progress against NLTsf KPIs in a table, which is included below:

Strategic Element	Summary of Progress
Integrated Land Use and Transport	<div><div>(4) Transit-Oriented Development Frameworks have been developed by the City of Cape Town and Stellenbosch Municipality to inform transport and spatial planning. Additionally, relevant transport models (either financial or demand-related) continue to be maintained by municipalities.</div><div><ul style="list-style-type: none">Travel costs as a percentage of household income exceed the 10% target set in the NLTsf, and journey times to work and school have worsened. External factors such as rising fuel prices, the COVID-19 pandemic and poor public transport have been key contributors. While the province has not been able to meet these targets, the</div></div>

Strategic Element	Summary of Progress
	<p>importance of improving existing public transport services is a key focus of this PLTF.</p>
Public Transport	<ul style="list-style-type: none"> • The province is committed to reducing road fatalities. Public transport related initiatives across the province have helped reduce road fatalities (2023) by 7% from the 2016 baseline. While the NLTsf specifically refers to rail fatalities, the decline of the sector has made this less of an appropriate indicator for this period, and it is recommended road fatalities be considered for the NLTsf period. • Regarding Universal Access (UA), the Western Cape also boasts two separate universally accessible public transport services. Within the Cape Metro the Dial-a-ride service has 13 dedicated UA compliant buses. Within the municipality of George, there are 122 UA compliant buses. Additionally, the station in George is UA compliant. • Over 100 kilometres of cycle lanes have been built across the City of Cape Town over the NLTsf period. Additionally, this iteration of the PLTF acknowledges the need to improve NMT safety and security, reduce pedestrian fatalities from NMT and improve infrastructure in the rural areas of the province. This would enable NMT to increase its modal share within the province.
Non-Motorised Transport	<ul style="list-style-type: none"> • NMT remains a key focus area of the province. 1.3% of metro trips to work reported in the NHTS 2020 were via bicycle, which exceeds the NLTsf target of 1% of work trips via cycling. • Additionally, over 2,500 bicycles have been distributed across the province over the NLTsf period by the Mobility Department.
Learner Transport	<ul style="list-style-type: none"> • Currently, LTS services are within the mandate of WC Education Department. However, intergovernmental collaboration between the MD & WCED to conduct a business analysis and identify key areas for improvement (contracting, operational performance, systems) has taken place. • Educational trips done through walking & cycling have increased by 3% from 2013-2020. This outlines the importance of NMT as a mode of transport for learners, with various initiatives underway within the

Strategic Element	Summary of Progress
	<p>province to improve NMT infrastructure around schools (such as Pioneer School for the Blind).</p>
Freight transport	<ul style="list-style-type: none"> • The WCMD developed a “proof of concept” Road Traffic Management Systems digital toolkit, which will improve compliance within the road freight space. It is anticipated that the toolkit will lead to improved RTMS compliance within the province. • The WCMD has developed a Freight Rail Support Framework to support national rail reform and revitalisation efforts.
Transport safety and security	<ul style="list-style-type: none"> • Road related fatalities have declined by 7%, this is lower than the targeted 10% per annum but demonstrates necessary improvements. This is due to various provincial interventions, which have been introduced to improve awareness around road safety matters.
Transport Information Systems Management	<ul style="list-style-type: none"> • Several ITS solutions exist within the different spheres of government within the Western Cape. Efforts to integrate systems across different spheres of government are necessary. Provincial ITS integrates with eNatis and the OL database (PTRS). Additional examples of systems within the provinces are outlined in the Provincial Transport Management Strategy section.
Capacity to Deliver	<ul style="list-style-type: none"> • The DTWP (now MD) set a target of 16 new ECSA registrations in 2016/17 FY and outperformed this by securing 19 new registrations.

Full list of KPIs

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
Integrated Land Use and Transport	Update Public Transport Strategy and Action Plan	2016	✓✓				
	Update minimum requirements for the preparation PLTFs & ITPs	2015	✓✓				
	Update PLTFs	2015/2016	✓				
	Journey time to work and school (door-to-door) by all modes	45min (urban) / 30min (rural)	✓	✓	✓✓	✓✓	
	Reduce monthly household disposable income spend on transport	Reduction in proportion of households spending more than 10% of disposable income on transport	✓	✓	✓✓	✓	✓
	Review/update the NLTsf	2021/2022	✓✓				
	Densification of corridors and Transit Oriented Development (increase in GLA; and/or housing units)	Increase in GLA and/or housing units		✓✓			

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
	Transport Model	Planning authorities with updated and maintained Transport Models			✓✓	✓✓	✓
Public Transport	Increase commuting to work trips by public transport and walking	70% by 2022	✓	✓✓	✓	✓	✓
	Increase in the proportion of households in rural areas within 2km of a transport service	40% by 2022	✓		✓✓		
	Quality walking links to main public transport nodes in 20min or 1km radius	Kms of NMT network created	✓	✓✓	✓✓	✓✓	✓
	Quality cycle links	Kms of cycle lanes created	✓	✓✓	✓✓	✓✓	✓
	PTOG (operations)	Subsidy (R) Subsidy per km Subsidy per passenger	✓✓	✓	✓	✓	✓
	PTISG (infrastructure)	Spend on public transport infrastructure (R)	✓✓	✓	✓	✓	✓

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
	Safety	% reduction in incidents, fatalities and injuries on rail	✓✓	✓	✓	✓	✓✓
	Utilisation	Vehicle utilisation during peak and off-peak periods	✓	✓✓	✓✓	✓	
	Green House Gas Emissions	Reduce GHG emissions by 10% from current levels by 2020	✓	✓✓	✓✓	✓	✓
	Quality of Service	Customer satisfaction index	✓	✓	✓	✓	✓
	Promotion of Public Transport	ROI on marketing spend for Public Transport	✓	✓✓	✓✓	✓	✓
	Accessibility	Number of buses, stations and stops per corridor that provides access for special needs		✓✓	✓✓		
	Regulation and Control of Public Transport	Number of operating licences issued	✓✓		✓	✓	
	Reliability of scheduled services	95%		✓	✓		✓

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
Urban Transport	Attainment or maintenance of air quality standards	Annual monitoring of: - Ozone - Carbon Monoxide (CO) - Particulate Matter (PM)	✓		✓✓	✓	
	Traffic network performance	Traffic flow rate Queue lengths Network delays Person trips-km	✓✓	✓	✓✓	✓	✓
	Household survey every five years	2018	✓✓	✓			
	Congestion Management	Average V/C ratio; and LOS D	✓	✓	✓	✓	
Rural Transport	Review the Integrated Sustainable Rural Transport Strategy	2016	✓✓		✓✓		
	Strategic rural road network upgrade and maintenance plan with budgets	2016	✓	✓✓			

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
	Performance of rural public transport services	Cost per passenger trip Fare revenue per passenger trip Passenger trip time Operating subsidy per passenger trip Vehicle revenue kilometres Customer satisfaction index Number of passengers Vehicle operating cost Number of bicycles distributed to rural learners	✓		✓		
	Investment in safe NMT facilities for learners at schools and surrounding areas	No of schools	✓	✓	✓	✓	
	Improve rural access index to improve rural population having access to some form of transport	Improve rural accessibility to 50% in five year intervals	✓✓	✓			

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
	Increase in the proportion of rural roads in good and fair condition	Pavement Condition Index	✓		✓	✓	
	Rural access improved to eliminate constraints on the time which all children have to participate in education	% of schools in rural areas with reliable access	✓	✓		✓	
	Rural access improved for reliable supply of inputs to health facilities	% health facilities with reliable rural access	✓	✓		✓	
Non-Motorised Transport	Development of National guidelines and standards for non-motorised transport	Standardised national guidelines and design manuals	✓✓	✓			
	Development of Complete Streets plans incorporating universal access	Spend on implementing Complete Streets (R)	✓	✓✓	✓✓	✓	✓
	Increase commuting by cycling	1% cycling mode share in work trips by 2022	✓	✓✓	✓	✓	

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
	Climate impact value of cycling and walking		✓✓	✓	✓	✓	✓
Learner Transport	Increase funding for learner transport	Number of bicycles distributed	✓✓	✓	✓	✓	
	Spend on learner transport (R)		✓✓		✓	✓	
	Contract, operational requirements and performance specifications developed for learner transport service providers	Implemented in all provinces by 2022	✓✓	✓			
	Monitor and evaluate the learner transport provision programmes	Punctuality of learners Accessibility mapping for learners in urban and rural areas	✓	✓✓			
	Monitor travel behaviour / mode choice of learners	Majority share in sustainable modes	✓	✓✓	✓	✓	✓
Cross-border Transport	Operational efficiency at border posts	Waiting time/delay for freight and passengers at border posts	✓✓		✓		

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
	Investment in infrastructure upgrades and maintenance at border posts	Investment in infrastructure upgrades and maintenance at border posts (R)	✓✓	✓			
	Harmonised Regional Transport policies and standards	Axle load limits, vehicles and road technical standards and Road Traffic Regulations harmonised between for SADC	✓✓	✓✓	✓	✓	✓
	Investment in infrastructure upgrades and maintenance	Update the SADC Road Traffic Signs Manual	✓✓	✓✓			
	Measure progress on the SADC Decade of Action for Road Safety Implementation Plan with ASANRA		✓✓	✓✓			
	National Roads based on the regional corridor network		✓	✓			

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
	Rail corridor based on the regional corridor network		✓✓	✓✓		✓	✓
Freight transport	Optimise road, rail and pipeline freight balance	% reduction in transport cost for SADC	✓✓	✓			✓
	Reduction in the cost of freight logistics	As reported by the annual state of logistics report by the CSIR	✓✓				
	Reduction in overloading by enforcing limits on gross vehicle mass	% reduction in overloading	✓✓	✓	✓	✓	✓
	Improve heavy goods vehicle safety performance; roadworthiness; and self-regulation	% increase in RTMS certification and compliance	✓	✓✓			
	Provision of alternative routes for the transport of hazardous materials and/or heavy goods vehicles in urban areas	Number of towns/cities with alternative routes for hazardous materials	✓	✓	✓		✓

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
	Separation of freight and commuter rail infrastructure to improve efficiencies in both sectors	Current shared network vs dedicated network	✓✓				
	National (and SADC) strategic plan for freight hubs, terminals, logistics parks and ports	National Strategic Freight Plan & Implementation Plan	✓				
	Mode shift from road to pipeline and rail	Strategy to be developed by the DoT	✓✓				
Road infrastructure	Asset Management System	Provinces with updated asset management system	✓✓				
	Infrastructure Spend	Metropolitan and District Municipalities with updated asset management system	✓✓	✓			
	S'Hambe Sonke Road Maintenance Program	Updated strategic road network plan; and MTEF implementation plan	✓	✓✓	✓	✓	
	Improve the condition of classified road network	% budget on transport infrastructure provided	✓	✓	✓	✓	✓

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
	Social Investment	% budget spent on transport infrastructure	✓				
	NMT	% budget on labour	✓		✓		✓✓
	ITS	Km of road with standard cross-section including sidewalk and cycle lanes		✓	✓		
	Consistent pricing for road infrastructure for each category of road	Km sidewalks built			✓		
		Km cycle lanes built					
		% budget spend on ITS	✓	✓			
		Cost/km					
Rail infrastructure	Asset Management System	Rail condition Index	✓			✓✓	
	PRASA asset management system		✓	✓			✓✓
	TRANSNET asset management system		✓	✓			✓✓

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
	Infrastructure Spend	Updated strategic rail network plan; and MTEF implementation plan for PRASA and TRANSNET	✓	✓	✓		✓
	Social Investment	% budget on rail infrastructure provided	✓		✓		
		% budget spent on rail infrastructure	✓	✓	✓		✓
		Number of people employed through rail infrastructure projects	✓		✓		
Transport safety and security	Root-cause study into the contributors to road incidents and crashes	Study based on data analysis leading to clear recommendations	✓✓			✓	✓
	Reduction in the number of crashes expressed as the number of people per 100 million vehicle kilometres	% budget on training and development (academic and internships)	✓✓	✓✓			

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
	Reduction in the number of crashes expressed as the number of people per 100 million vehicle kilometres	10% reduction in fatalities year on year	✓✓	✓✓			
	Transport Safety Budget	10% of transport infrastructure spend	✓✓	✓✓			✓
	Pedestrian, cycling, work zone and motorist safety campaigns	Ongoing	✓✓	✓✓			✓
Inter-Government Relations	Turnaround time for approvals, licences, R.O.D, etc.	To be determined by NTF and IGR process	✓	✓	✓	✓	✓
	Research	Update of Standards and Guidelines such as Research Reports, TMH and TRH, etc.	✓✓	✓			✓
		Final adoption of standards, guidelines, etc. by COTO	✓✓	✓✓			✓

Strategic Element	KPI	Target	Resp. Matrix - N	Resp. Matrix - P	Resp. Matrix - Me	Resp. Matrix - Mu	Resp. Matrix - O
Transport Information Systems Management	Fully functional and updated GIS based Land Transport Information System	eNaTIS OLAS National Transport Register	✓✓	✓	✓	✓	✓
Funding	A life-cycle cost approach for management and preservation of assets and proposed transport projects	No. of feasibility studies with positive cost-benefit ratio	✓	✓	✓	✓	✓
Capacity to Deliver	Increase professionally registered personnel	Number of professionally registered personnel in Civil Engineering, Traffic Engineering, Transport Economics, Town Planning, Urban Design and Transport Planning.	✓	✓	✓	✓	✓

Western Cape Mobility Department

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