



**Western Cape  
Government**

Transport and Public Works

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# **PROVINCIAL SUSTAINABLE TRANSPORT PROGRAMME**

**October 2018**

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## **1. Introduction to the Programme**

The Provincial Sustainable Transport Programme (PSTP), formerly known as the Provincial Public Transport Institutional Framework (PPTIF), was initiated by the Department (through Programme 1 and then Programme 4) to support the development and implementation of sustainable transport systems in the Western Cape.

A sustainable transport system is one which facilitates equitable and safe access to opportunities; is affordable, supports a vibrant, inclusive economy; and limits impact on the environment.

The Programme initially focussed on how the Department could partner with local municipalities in the province, apart from the City of Cape Town, to improve public transport and non-motorised transport in line with the National Land Transport Act (No. 5 of 2009). The approach was informed by the lessons learnt through the implementation of the George Integrated Public Transport Network (GIPTN), which was led by the Department. Over time, the Programme has expanded to include other provincial transport strategic priorities.

As such, the PSTP currently has two focus areas. The first is improving local transport systems in partnership with non-metro municipalities and with a focus on public transport and non-motorised transport (NMT) in poor and marginalised communities. This includes an Incremental Approach to improving public transport that results in rapid and demonstrable improvements to the user experience, but in a manner that reduces the capacity burden on government, lowers the immediate cost, and reduces the risk of transformation to the public transport industry.

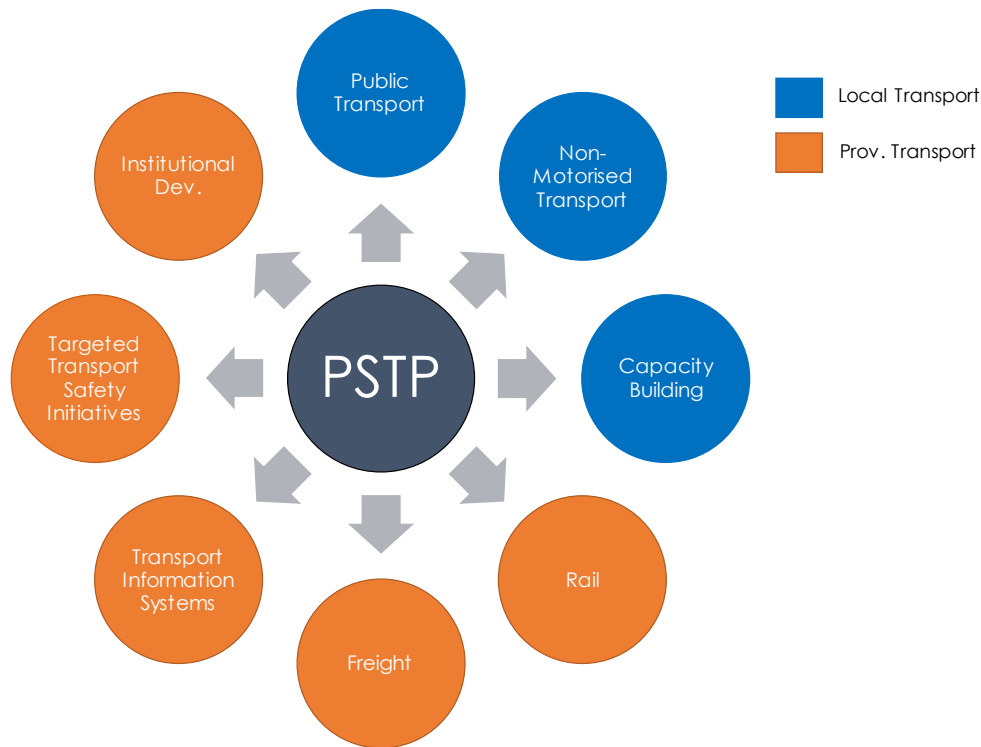
The second focus area is province-wide transport improvements, with a focus on the strategic priorities of rail, freight, transport information systems, transport safety and the establishment of a Western Cape Transport Authority (WCTA).

The PSTP also covers the strategic, institutional, organisational, legal, funding and implementation considerations for these focus areas.

As such, the PSTP has evolved to become a large, multi-faceted programme of transport improvement.

These focus areas and their components are illustrated and described in Figure 1-1 below.

**Figure 1-1 Structure and components of the PSTP**



Local Transport	<b>Public Transport</b>
	Incrementally improving local public transport systems by enhancing existing public transport services, including by working with the minibus taxi industry.
	<b>Non-Motorised Transport</b>
Improving the conditions for non-motorised transport users by improving NMT infrastructure, addressing safety issues and improving access to bicycles.	
<b>Capacity Building</b>	
Build local capacity to plan, deliver and manage sustainable transport systems.	
Provincial Transport	<b>Rail</b>
	Improving passenger rail services in the Western Cape in partnership with the City of Cape Town, PRASA / Metrorail and other stakeholders, with a priority focus on the Cape Metropolitan Functional Region and the ongoing rail crisis.
	<b>Freight</b>
	The development, implementation and coordination of measures to improve the functionality and efficiency of the provincial freight network.
	<b>Transport Information Systems</b>
	The development of integrated, reliable and accessible information systems for the Branch: Transport Management.
<b>Targeted Transport Safety Initiatives</b>	
Initiatives aimed at improving transport safety in the Western Cape and complementing other Departmental safety initiatives.	
<b>Institutional Development</b>	
The establishment of the necessary institutional and organisational structures required to deliver the PSTP.	



## 1.1 Rationale

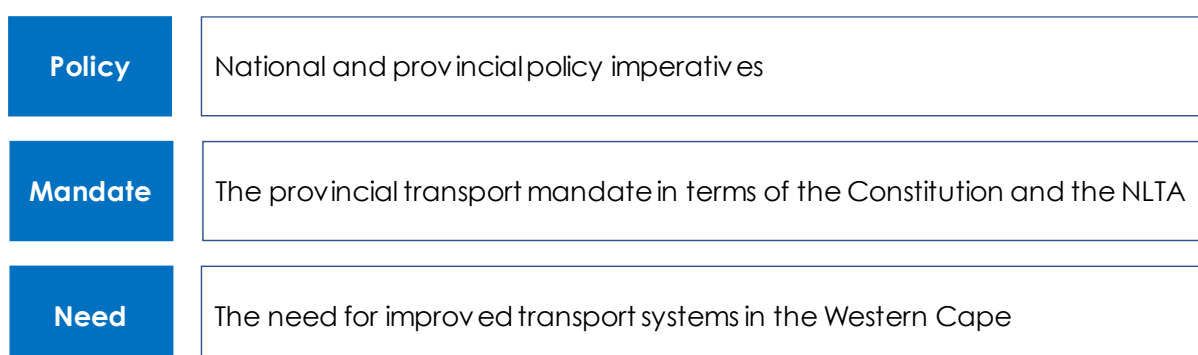
The PSTP has been developed as the DTPW's response to several strategic transport priorities in the Western Cape and is informed by the relevant legal and policy imperatives.

Effective access to opportunities, through appropriate transport systems and supportive land-use patterns, is essential to the development of inclusive and sustainable communities. However, the dynamics in the Western Cape, like those across the country, reflect an enduring state of inequality, such that many low-income households travel long distances on foot, while wealthier households have access to private vehicles.

Improvements to transport in the Western Cape, and to public transport especially, have thus far been concentrated in Cape Town and George. Other regions, meanwhile, have not experienced similar support for public transport and this situation is exacerbated by the fact that local governments often suffer from low capacity and limited funding.

Importantly, non-metropolitan areas are home to around a third of the Province's population, while also having major potential for socio-economic development. As such, it is paramount that both the public transport and broader transport needs in these areas are addressed so that their populations and economies may thrive.

The motivation for the PSTP is based on three components, namely mandate, policy, and provincial transport needs, as illustrated in Figure 1-2. These are unpacked further in this section.



**Figure 1-2 Motivation for the PSTP**

## 1.2 National and Provincial Policy Imperatives

The PSTP is consistent with national and provincial policy imperatives and aligned with the mandate of the Department. Several policy documents include a specific focus on the importance of effective, integrated and sustainable land transport systems in achieving positive development outcomes in the Western Cape and

South Africa at large. These documents, which are set out in Table 1-1, guide the principles and actions of the PSTP.

**Table 1-1 National and Provincial policy informants for the PSTP**

Policy document	Transport-related imperatives
National Development Plan	<b>Eliminate poverty &amp; reduce inequality</b> - requires an inclusive approach to development and the provision of <b>affordable access to opportunities</b> in a manner that is consistent with long term social, environmental and economic sustainability. <b>Emphasis on investment in public transport and spatial restructuring.</b>
National Land Transport Strategic Framework	The overarching goals of the Framework are: <b>incremental</b> development with a 'back to basics' approach; <b>integrate land-use and transport planning</b> ; promote <b>social inclusion</b> and <b>accessibility</b> ; improve <b>safety and security</b> ; reduce transport <b>impact on the environment</b> and <b>promote sustainable transport modes.</b>
Provincial Strategic Plan	Clear alignment between the Provincial Strategic Goals and the PSTP, particularly <b>PSG1 (growth/jobs), PSG2 (safety) and PSG 4 (sustainability)</b> . A specific requirement of the PSP is that the modal share between public and private transport <b>achieves a 60:40 ratio by 2019.</b>
Provincial Spatial Development Framework	Guided by ideas of <b>Spatial Justice</b> (spatial & development imbalances be redressed), <b>Sustainability and Resilience</b> , <b>Spatial Efficiency</b> (settlements that are compact, mixed-use with residential areas and work opportunities in close proximity, and where public transport is a priority), <b>Accessibility</b> (improving access to services, facilities, employment, training and recreation for all, and safe and efficient transport modes is essential), and <b>Quality and Liveability</b> (a quality built environment is one that is legible, diverse, varied and unique).
Departmental Strategic Plan (DTPW)	DSG 3: Deliver <b>safe, efficient and integrated transport systems</b> in the Western Cape.

In addition, the PSTP is fully aligned with the Western Cape Public Transport Framework Bill that is currently in development.

### **1.2.1 Alignment with the Provincial Land Transport Framework**

The Provincial Land Transport Framework (PLTF) "must provide a transport framework as an overall guide to transport planning within the province, being guided by the National Land Transport Strategic framework."<sup>1</sup>

The Western Cape's draft PLTF includes vision, goals and objectives for land transport in the Province, as well as high-level strategies. The PSTP is a development and implementation programme that responds to the draft PLTF and the constituent

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<sup>1</sup> National Land Transport Act, Section 35 (2)

Public Transport Strategy. Relevant extracts from the PLTF are provided in Table 2 below:

**Table 2 Alignment to the PLTF**

PLTF Section	Content	PSTP Alignment
<b>Goals</b>	<ul style="list-style-type: none"> <li>• PLTF-3: Promote and coordinate integrated transport</li> <li>• PLTF-4: Develop transport plans to respond to rural socio-economic challenges and development objectives</li> </ul>	<ul style="list-style-type: none"> <li>• The PSTP responds to these goals and objectives in that a priority focus of the PSTP is to develop and implement improved public transport in non-metro areas of the Western Cape.</li> </ul>
<b>Objectives</b>	<ul style="list-style-type: none"> <li>• Develop lower budget IPTN-equivalents for less affluent municipalities/districts</li> </ul>	
<b>Public Transport Strategy</b>	<ul style="list-style-type: none"> <li>• Support IPTNs in local municipalities</li> <li>• Expand NMT and promote universal access</li> </ul>	<ul style="list-style-type: none"> <li>• Similarly, the PSTP responds to the PLTF's Public Transport Strategy and aims to develop improved public transport in higher priority non-metro areas and rural areas, with a strong focus on improving non-motorised transport and developing lower-cost interventions that are affordable to government.</li> </ul>

### 1.3 Provincial transport mandate

The Constitution and the National Land Transport Act (NLTA, No. 5 of 2009) currently govern land transport in South Africa and allocate functions to the three spheres of government. Some of the core transport responsibilities of provincial and local governments, according to the Constitution and the NLTA (sections 11(b) and 11(c) respectively), are set out in Table 1-3.

**Table 1-3 Transport mandates according to the Constitution and the NLTA**

Provincial Government	Local Government
<ul style="list-style-type: none"> <li>• Provincial transport planning, coordination and capacity building</li> <li>• Support of local government</li> <li>• Road traffic regulation</li> <li>• Provincial traffic enforcement</li> <li>• Provincial roads</li> <li>• Existing provincial public transport contracts</li> <li>• Vehicle licensing</li> </ul>	<ul style="list-style-type: none"> <li>• Local land transport planning</li> <li>• Contracting with public transport operators</li> <li>• Local infrastructure implementation, maintenance and management</li> <li>• Intelligent Transport Systems and fare collection</li> <li>• Safety and security (including local traffic enforcement)</li> <li>• Marketing and communication</li> </ul>

The NLTA devolves the responsibility for local land transport to local government. Moreover, the public transport functions set out in section 11(c) have a clear focus on the development of Integrated Public Transport Networks (IPTNs); however, the

implementation of such systems is a complex endeavor requiring a broad range of skills and experience, which are extremely scarce in the Western Cape's local municipalities.

The NLTA does, however, make provision for provinces to support municipalities which lack adequate capacity and resources to perform their land transport functions. Provinces may provide this support by performing section 11(c) responsibilities jointly with municipalities and have the option of establishing a provincial entity to do so. Additionally, the National Land Transport (NLT) Amendment Bill (pending) makes provision for a clearer and more significant role for the provincial sphere in supporting local public transport initiatives.

From a funding perspective, the resources available to support local improvements to public and non-motorised transport are limited. Municipalities have constrained budgets that prioritize other issues, such as water, sanitation or housing, while the main sources of funding for public transport, national grants, are currently only available to support services in Cape Town and George. Meanwhile, road infrastructure receives a large share of the provincial transport budget (see Section 1.4.1). Hence, there is a clear need for the development of additional funding sources to support improvements to local public transport.

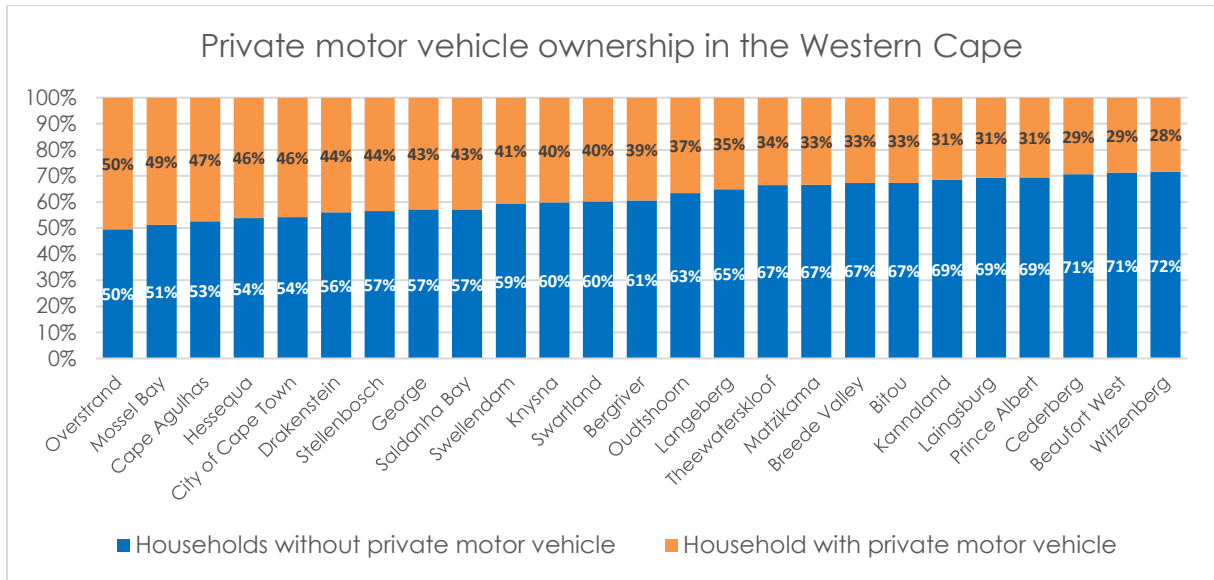
In short, it is the DTPW's responsibility to find mechanisms through which it can effectively assist local municipalities with their land transport functions while simultaneously building the capacity of their respective governments to ultimately fulfil their own transport mandates. The DTPW has developed the PSTP to fulfil this responsibility.

#### **1.4 Need: Land transport in the Western Cape**

The land transport picture in the Western Cape is made up of various components, many of which require improvements to best serve the needs of the population and the broader socio-economic system. The items covered in this section relate to the strategic focus areas that have been identified for the PSTP (outlined in Section 1).

##### **1.4.1 Overall transport dynamics**

While patterns of urban development across the Province favour the use of private motor cars, less than half of households in the Western Cape have ready access to this mode (see Figure 1-3). As such, most of the population must use either public transport or non-motorised transport (NMT) as an alternative.



**Figure 1-3 Private motor car ownership in the Western Cape <sup>2</sup>**

The mode share for work and educational trips in the Province, the City of Cape Town and the non-metropolitan areas of the Province are shown in Figure 1-4 and Figure 1-5 respectively.

<sup>2</sup> Statistics South Africa (StatsSA), "Municipalities," 2011, [http://www.statssa.gov.za/?page\\_id=964](http://www.statssa.gov.za/?page_id=964).

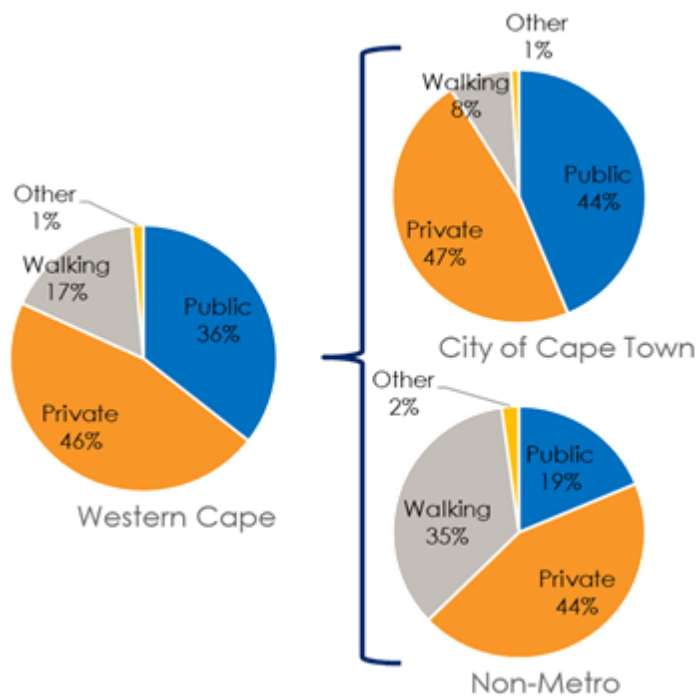
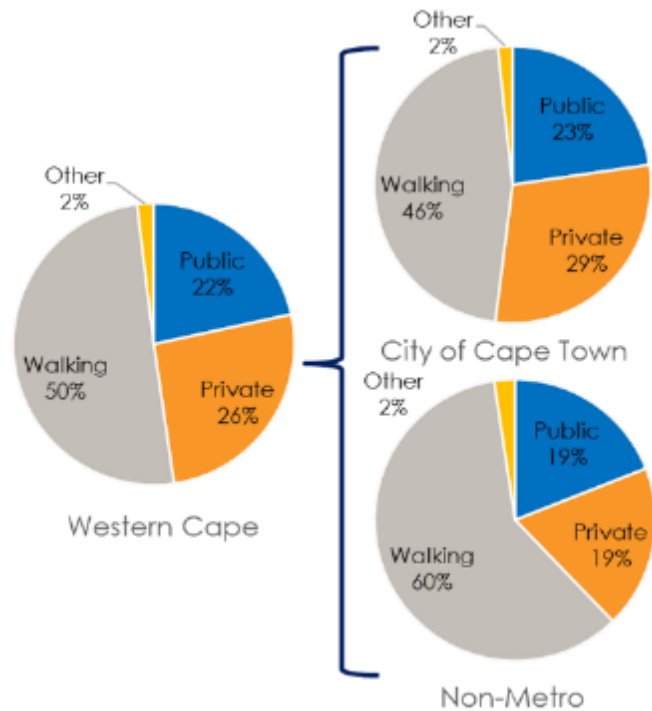


Figure 1-4 Travel to work mode share in the Province, CoCT, and non-metro regions <sup>3</sup>

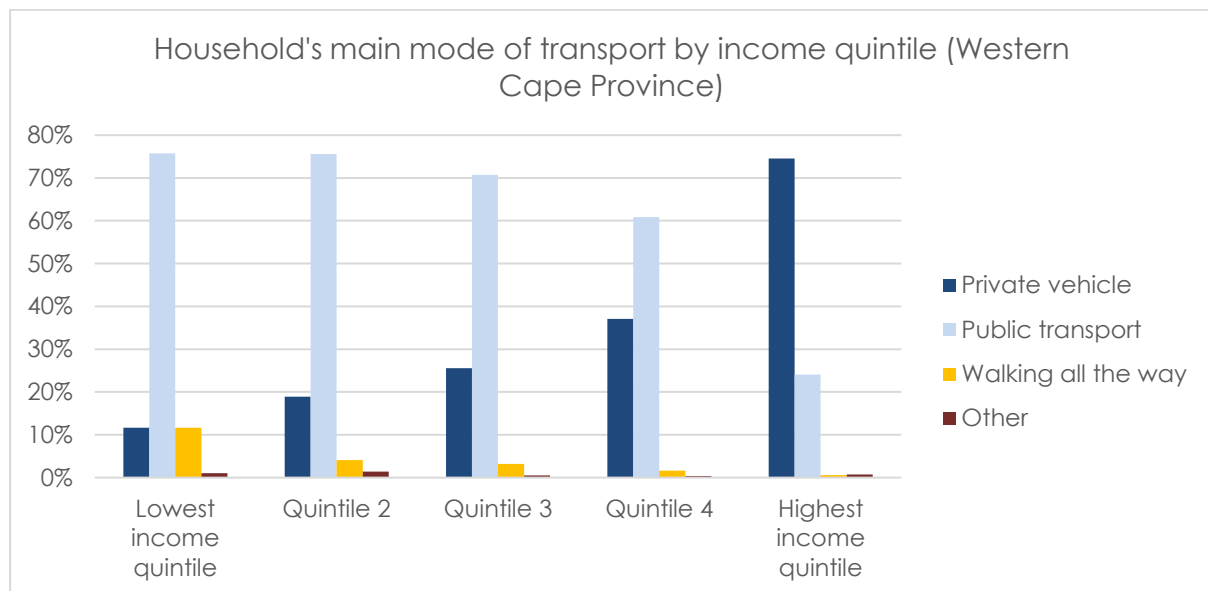


<sup>3</sup> Statistics South Africa (StatsSA), "National Household Travel Survey (NHTS) - Data Provided by StatsSA" (Pretoria, 2013).

**Figure 1-5 Travel for education mode share in the Province, CoCT, and non-metro regions<sup>4</sup>**

The features of car-oriented urban development in the Western Cape include urban sprawl, large trip distances, monofunctional land uses and low-density development. In addition to strongly favouring private vehicle use, these patterns reduce the viability of public transport and NMT alternatives, and consequently enhance social exclusion. At the same time, the level of private vehicle use is rising in a manner which is unsustainable in terms of both congestion and the environment.

There is, moreover, a clear correlation in the Province between a household's main transport mode and its income quintile, as can be seen in Figure 1-6. That is, households with higher income are more likely to report private vehicles as a main transport mode, while those with lower incomes are more likely to report public transport or walking as their main mode of transport. As such, investment in road infrastructure disproportionately benefits private vehicle users who constitute a small and already relatively well-off portion of the population.

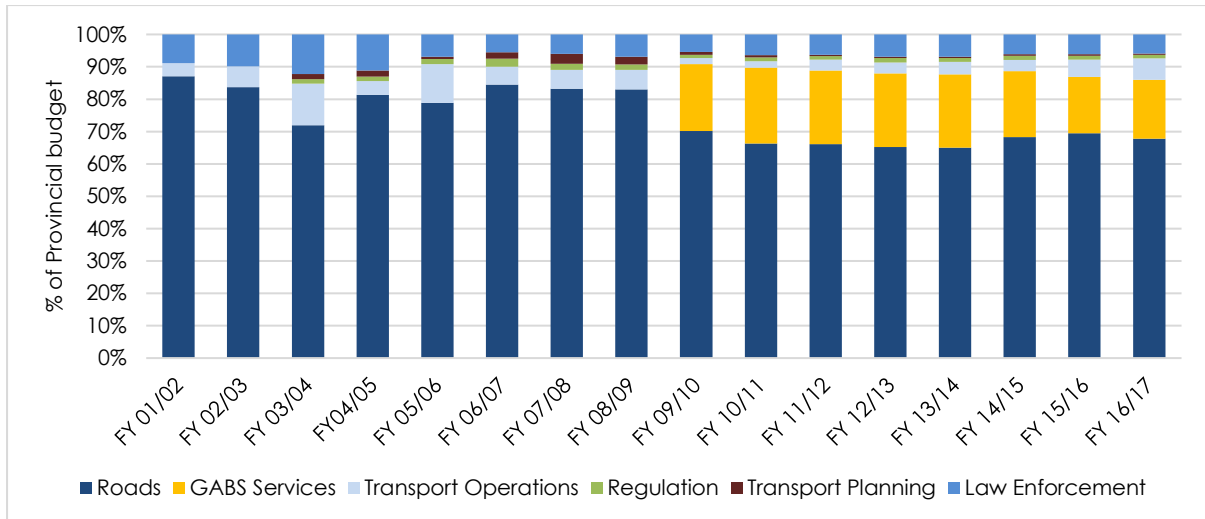


**Figure 1-6 Main mode of transport by income<sup>5</sup>**

Figure 1-7 shows the historical expenditure of the Western Cape Government on different transport priorities and the large contribution to road infrastructure. In addition, the second largest component of transport expenditure since the 2009/10 financial year has been the Golden Arrow Bus Service (GABS) subsidy, which provides services mostly limited to the Cape Town metropolitan area. This clearly indicates that investment in public transport in non-metropolitan areas has not been a historical priority for the Department.

<sup>4</sup> Ibid.

<sup>5</sup> Statistics South Africa (StatsSA).



**Figure 1-7 Historical Provincial Transport Expenditure (NPV)**

Given that most households in the Western Cape do not have access to a private motor vehicle and are, therefore, reliant on public and non-motorised transport options, there is a strong imperative to increase the focus and support directed towards these socially-inclusive transport modes.



## 2. Public Transport

### 2.1 Status quo

Outside of the City of Cape Town and the George Municipality, subsidised road-based public transport services, where they exist at all, are limited to the learner transport services provided by the Western Cape Education Department (WCED). Broader road-based public transport systems which do exist are almost exclusively provided by unsubsidised and unscheduled minibus taxis, such that the mobility needs of many individuals are unmet, either due to affordability constraints or an absence of appropriate services.

Minibus taxi services are poorly regulated and largely informal. While constituting an essential service compensating for the lack of appropriate formal alternatives, aspects of informality in the minibus taxi industry remain problematic. Firstly, the economics of the industry manifest in a lack of access (in terms of insufficient services on lower volume routes and during off-peak hours, as well as a lack of universal access (UA) services), services which are sometimes unaffordable (such that many commuters are forced to travel long distances on foot), unsafe services (in terms of dangerous driving and unmaintained vehicles), off-route services (which can lead to violence between associations) and exploitative labour conditions. Secondly, the limited capacity of these vehicles makes them inefficient as the main mode of public transport on routes with high demand, so that they contribute to congestion and pollution. Finally, a lack of information about minibus operations in most cases leads to commuter uncertainty, especially during off-peak periods when very few vehicles are active.

In fact, in the non-metropolitan regions, almost 30% of respondents in the National Household Travel Survey (NHTS) who did not use minibus taxis indicated that this choice was at least partially driven by the attributes of minibus taxi services <sup>6</sup>. Amongst minibus taxi users, on the other hand, many service attributes are viewed as unsatisfactory and Table 2-1 shows the five attributes most commonly reported as such.

Importantly, minibus taxi services typically do not accommodate commuters with special transport needs and, outside of the City of Cape Town, there are no specialised universal access services. With 15% of the population currently classified as disabled,<sup>7</sup> and thus experiencing increased barriers to participation, it is important that these individuals' needs are adequately met by public transport services.

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<sup>6</sup> (StatsSA, 2013)

<sup>7</sup> "Western Cape Association for Persons with Disabilities," accessed June 25, 2018, <http://www.wcapd.org.za/>.

**Table 2-1 Top 5 service attributes seen as unsatisfactory by minibus taxi users in non-metropolitan regions of the Western Cape <sup>8</sup>**

Top five MBT service attributes causing dissatisfaction among users	% of users dissatisfied by service attribute
Taxi fares	39%
Level of crowding in taxis	36%
Rank facilities	35%
Waiting time for taxis	34%
Road worthiness of vehicles	33%

While minibus taxi services are both critical to the mobility needs of Western Cape commuters and highly adaptable to rapidly changing environments, these services require improvements to ensure passenger safety, improved accessibility, and a more dignified travel experience.

Since 2006 there has been national focus on transforming public transport and, consequently, there has been a strong drive toward the development of world-class IPTNs. More recently, there is recognition that these complex, infrastructure heavy, and financially costly systems are not always well suited to context, and where they are, they should work symbiotically with existing transport systems. Consequently, the PSTP speaks to the growing need in the Province to address inadequate services through lower cost, more incremental approaches to public transport improvements, which concentrate on systems which already exist.

## 2.2 Achievements to date

Through the PSTP, the following has been achieved in public transport:

- **Development of the PPTIF Strategy:** The Strategy was developed, setting out the path for incrementally improving public transport and non-motorised transport in non-metro areas of the Western Cape by building on the experiences and learnings of the GIPTN.
- **Municipal partnerships and support:** New partnerships have been established with Stellenbosch and Overstrand Municipalities (a Memorandum of Agreement was concluded with each), and work has commenced on improving public transport and non-motorised transport in these areas.

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<sup>8</sup> Ibid.

Through the PSTP, the Department has provided technical support to these partners, including data collection, planning and implementation of sustainable transport initiatives (see Figure 2-1 below). A third partnership is currently in development.

Planning support provided to these municipalities included an assessment of current transport dynamics and issues and the development of a plan for joint delivery by the Departmental and the respective municipalities.

- **Development of the Minibus Taxi Transformation Pilot:** Through this innovative initiative, the Department aims to incrementally improve existing public transport services by working with the industry. The pilot will serve as a model that can be refined and rolled out province-wide.



Figure 2-1 MoA and example of planning support provided to Stellenbosch Municipality

# Congestion a headache for motorists and traffic officials

The Western Cape Department of Transport and Public Works (WCDPW) announced last week that they will be conducting a household survey of travel patterns across the Overstrand Municipality.

According to the department the survey will help them to gain a better understanding of how residents experience travel in the Overstrand and help to plan future transport projects in the municipality. The surveys will be conducted between 12 February 2018 and 15 March 2018 and field workers will be approaching randomly selected households in the area asking residents to complete a short questionnaire.

"The research will give Province an indication of how people in the Overstrand travel. This will give the WCDPW a sense of what modes of transport are used, when, where and how often. The research forms part of the Provincial Sustainable

Transport Programme (PSTP) and the research will also be conducted in other local municipalities in the Western Cape," says Stephen Muller, Overstrand Director of Infrastructure and Planning.

According to him the information will guide future transport projects, including the building of bicycle roads, or other new roads and help to improve public transport in certain areas.

Bob Skerway of the Programme's Area says they support it and work being done as it focuses on innovative sustainable solutions to problems.

According to Bob Skerway, the research will also be conducted in other local municipalities in the Western Cape.

bypass road in Hermanus has identified the traffic congestion to be the most along the R43 as the highest priority for upgrading.

"The money to upgrade the R43 is available. In our submissions on the bypass the MPA has asked that the funding be matched by the local authority."

vehicles are long and slow and add to the congestion, together with the hundreds of new workers at the mall now daily making their way to work. Furthermore, the number of permanent residents in both Orms and Wiermond has increased considerably in the last few years," says a spokesperson of the Department.

shooting their travel time. This causes high traffic volumes on suburban roads, with many of them speeding in order to beat the traffic on the R43. What they do not realise is that they are creating extra value, especially in the form of extra revenue, resulting in even less congestion and delays at the C intersection from the side.

According to him the congestion is not only confined to traffic entering town, but also to traffic exiting town, the past high season.

December and January long delays were experienced by visitors, prompting some to comment that Hermanus is becoming a less desirable destination.



## PROVINCIAL SUSTAINABLE TRANSPORT PROGRAMME NOTICE OF INTENTION TO CONDUCT HOUSEHOLD TRAVELLER INTERVIEWS Overstrand Municipality 12 February 2018 to 15 March 2018

The Western Cape Department of Transport and Public Works will be conducting a household survey of travel across the Overstrand Municipality. The survey will help the Department to gain a better understanding of how residents experience travel in Overstrand, and help to plan future transport projects in the municipality.

**When:** The surveys will be conducted between 12 February 2018 and 15 March 2018.

**How:** Field workers will be approaching randomly selected households in Overstrand Municipality and asking them to complete a short questionnaire.

Your assistance in helping us undertake your travel needs would be appreciated.

Enquiries: Faizal Williams (Deputy Director, Land Transport, Integration and Oversight, Department of Transport and Public Works), Tel no: 021 483 6254  
 faizal.williams@westerncape.gov.za



Figure 2-2 Transport household survey in Overstrand



Figure 2-3 Ward Councillor engagement in Overstrand

### 2.3 Next steps

Priority local transport initiatives planned for implementation through the PSTP include the establishment of new municipal partnerships and the associated

implementation of public, non-motorised, and other sustainable transport initiatives, including the MBT Transformation Pilot:

- **Pilot Minibus Taxi Transformation, refinement and province-wide implementation:** A pilot of an approach to incrementally and affordably improve the quality, efficiency and regulation of minibus taxi operations is being planned for the Overstrand Municipality. The approach includes technology-enabled transformation and new service opportunities, and revisions to the business model to incentivise operator compliance. It is envisaged that the lessons learnt will be used to inform minibus taxi service improvements throughout the Western Cape.
- **New Local Partnerships:** Over time, the Department will enter into new partnerships with municipalities to improve transport, build capacity, and expand the reach and impact of the PSTP (see Figure 2-4 below). This includes the establishment of a third partnership in the 2018/19 financial year. Specific areas of support will include:
  - Development of longer-term context-appropriate and affordable public transport service opportunities, including the possibility of scheduled services, on-demand services, or premium services, in select locations and supported by technology where appropriate.
  - Identification, prioritisation, planning and design for public transport infrastructure improvements (taxi ranks, bus shelters and rail stations) to meet a basic standard.
  - Working with the municipalities to improve safety and security for transport users, including at taxi ranks, the crossing of rail lines and along primary NMT routes.
  - Supporting municipalities to build additional capacity in support of the long-term development of a sustainable transport system.



Figure 2-4 Long-term expansion of the PSTP

- **Development of the Western Cape Transport Authority:** The establishment of a Schedule 3c Provincial Public Entity focussed on improving public transport in the Western Cape, in line with the National Land Transport Act and the National Land Transport Amendment Bill. This is required to develop strong

and dedicated capacity to improve public transport across the Western Cape and to deliver on the other strategic priority areas discussed above. Building on the provisional Business Case developed in 2017/18, further work will be required to support in the multi-year process of requesting approval and then establishing the Entity. This will include refinement of the Business Case for submission to provincial and national structures for approval (e.g. National Department of Public Service and Administration, National Treasury), the development of enabling legislation, funding investigations, and the detailed business, organisational, financial and implementation planning that would be required for establishment.

### **3. Non-Motorised Transport**

#### **3.1 Status quo**

NMT is the most accessible mobility option and is often used in conjunction with other modes on a single trip. An important mode across the region, populations in the non-metro areas of the Province are particularly reliant on this mode (as shown in Figure 5 and Figure 6) with 35% of people walking all the way to work (vs only 8% in the City of Cape Town). However, while both affordable and sustainable, there are some major obstacles facing users of NMT in the Western Cape.

Firstly, due to a lack of focused investment, existing NMT infrastructure is often either non-existent or poorly maintained, such that users must travel on unsuitable terrain, which is especially limiting for those with physical disabilities and/or the elderly, or risk safety by sharing road-space with motorised vehicles.

Secondly, poorly lit, unmonitored areas create a personal security risk, especially after dark or at times when routes are not busy. Cyclists also face an increased risk of having their bicycles stolen.

Finally, while an important mode for short distances and as a part of a longer journey chain, NMT is not always appropriate as an exclusive mode for very long travel distances. As illustrated earlier, a large portion of trips in the Western Cape are made exclusively on foot. In a significant number of cases, these individuals are walking excessively long distances because they cannot afford or do not have access to alternatives, such as public transport. These journeys become difficult and sometimes impossible when the user experiences obstacles, such as poor NMT infrastructure, inclement weather conditions or challenging topography.

Bicycles, on the other hand, are better suited to longer distances than walking; however, bicycle penetration is currently low in the Western Cape with only 8% of households owning a bicycle (many of which are recreational, rather than for utility or commuter purposes).

The increased opportunity costs of travel in poor conditions are ultimately likely to perpetuate unemployment and contribute to work absenteeism. Prospective users are also discouraged from taking up NMT.

NMT remains the most sustainable transport option and certainly the most affordable mode for most Western Cape commuters. More individuals should be encouraged to use this important mode through the provision of safe, secure and pleasant infrastructure, and easier access to bicycles for longer distance travel. At the same time, the issue of pedestrians walking excessively long distances needs to be addressed.

Through the PSTP, the Department will work with local municipalities to improve non-motorised transport in the Western Cape by supporting the development of better,

safer infrastructure, the distribution of bicycles and the provision of affordable public transport alternatives for those who currently walk to far.


### 3.2 Achievements to date

To date, the Department has facilitated and funded the planning, design and implementation of several NMT infrastructure projects in partner municipalities.

#### 3.2.1 Stellenbosch Municipality

During the 2016/17 financial year, this work began in Stellenbosch Municipality, the first PSTP partner. Previous NMT planning work completed by the Municipality laid the foundation for this process. Priority projects were identified based on a several criteria and, in consultation with the Municipality, several of these projects were constructed. Construction and upgrades took place in Kayamandi, Cloetesville, Klapmuts and Idas valley, primarily funded by a provincial transfer. These upgrades are indicated in Table 3-1 below and in Figure 3-1, Figure 3-2, Figure 3-3, Figure 3-5, Figure 3-4, Figure 3-6 and Figure 3-7.

**Table 3-1 Summary of NMT infrastructure projects implemented in Stellenbosch**

PROJECTS	WCG FUNDING	STREETS IMPACTED
<p>Contractor ATN Group</p> <ul style="list-style-type: none"> <li>• Kayamandi to Cloetesville <b>Pedestrian Crossing</b></li> <li>• <b>985m of sidewalks</b> in Klapmuts into a Pedestrian Crossing</li> <li>• <b>495m of sidewalks</b> in Cloetesville</li> </ul>	<p><u>R 3 196 014,00</u></p>	<ul style="list-style-type: none"> <li>• <b>Kayamandi</b> – Crossing over the R304</li> <li>• <b>Klapmuts:</b> - Beyers Adams, Crossing over Merchant</li> <li>• <b>Cloetesville:</b> - Eike, Short</li> </ul> 
<p>Contractor Carpe Diem</p> <ul style="list-style-type: none"> <li>• <b>1785m of sidewalks</b> in Idas valley areas</li> </ul>	<p><u>R 2 556 546,92</u></p>	<ul style="list-style-type: none"> <li>• <b>Idas Valley:</b> - Luckhof, Lindley, Gorrison, Langeveld, Davey, Lindids, Woodman, Hannashand</li> </ul> 
<p>Total</p> <ul style="list-style-type: none"> <li>• <b>2 pedestrian crossings</b></li> <li>• <b>3265m of Sidewalks</b> installed</li> </ul>	<p><u>R 5 752 560, 92</u></p>	<ul style="list-style-type: none"> <li>• 13 Streets Impacted positively through NMT improvements</li> </ul> 





**Figure 3-1 Pedestrian Crossing Kayamandi**



**Figure 3-2 Pedestrian Crossing over Merchant Street Klapmuts**



**Figure 3-3 Before and After, Klapmuts linking Beyers and Merchant**



**Figure 3-4 Before and after, Klapmuts, Beyers Street access to rail station**



**Figure 3-5 Before and after Klapmuts, Beyers Street**



**Figure 3-6 Sidewalk improvements Cloetesville**



**Figure 3-7 Sidewalk improvement Idas Valley**

In the 2017/2018 financial year, 11 priority infrastructure projects were advanced through the project planning and design phase to prepare for future rounds of NMT infrastructure support through the PSTP. This process was conducted in close collaboration with the Municipality and is summarised in Table 3-2 below.

**Table 3-2 Summary of NMT infrastructure projects progressed through the planning and design phase in 2017/18**

PROJECTS	STREETS IMPACTED	
<u>Final concept designs completed and submitted to SM for approval and implementation readiness.</u>		
1. <b>Kayamandi</b> Upgrade informal paths	Sports Field crossing	
2. <b>Franschoek</b> - De Villiers Street sidewalk (WHS)	De Villiers & Dirkie Uys Rd	
3. <b>Klapmuts</b> - Beyers Street sidewalk (WHS)	Footpath to Old Paarl Rd	
<u>Final concept completed and submitted to RNM for design review and approval for implementation readiness.</u>		
4. <b>Idas Valley</b> Crossing into Idas Valley (immediate improvements)	<b>R44</b> Helshoogte & Cluver Rd	
5. <b>Die Boord</b> WHS sidewalk	<b>R44</b> and Saffraan/ Dorp Street	
6. <b>Die Boord</b> Van Rheeде Crossing (Full Solution)	<b>R44</b> and Van Rheeде Road	
7. <b>Wemmershoek</b> primary school crossing	<b>R45</b> and <b>R301</b>	
<u>Final concept completed and submitted to RNM for design review and approval - Requires submission to external parties (e.g. WULA) for implementation readiness.</u>		
8. <b>Cloetesville</b> sidewalk from Langstraat-Suid Rd to Welgevonden Estate entrance	<b>R44</b> and Langstraat-Suid Road	
9. <b>La Motte</b> sidewalk along Robertsvlei Road from R45	<b>R45</b> & Robertsvlei Road	
10. <b>Die Boord</b> sidewalks	<b>R44</b> Dorp & Paradyskloof Rd	
11. <b>Jamestown</b> sidewalks and crossing at intersection	<b>R44</b> and Webersvallei Rd Bridge crossing	

### **3.2.2 Overstrand Municipality**

During the 2017/2018 financial year, a second partnership was established with Overstrand Municipality. As was the case in Stellenbosch, the planning, design and implementation of priority NMT infrastructure projects was supported through the PSTP. The Department, in consultation with the Municipality, prioritised NMT interventions put forward by the Municipality, and work was undertaken in the Hermanus industrial area, positively impacting 5 roads in the process (see Figure 3-8, Figure 3-9, Figure 3-10, Figure 3-11 and Figure 3-12).



Figure 3-8 Before and After Steenbras and Swartdam Roads Intersection Upgrade



Figure 3-9 Before and After Swartdam Road NMT sidewalk installation

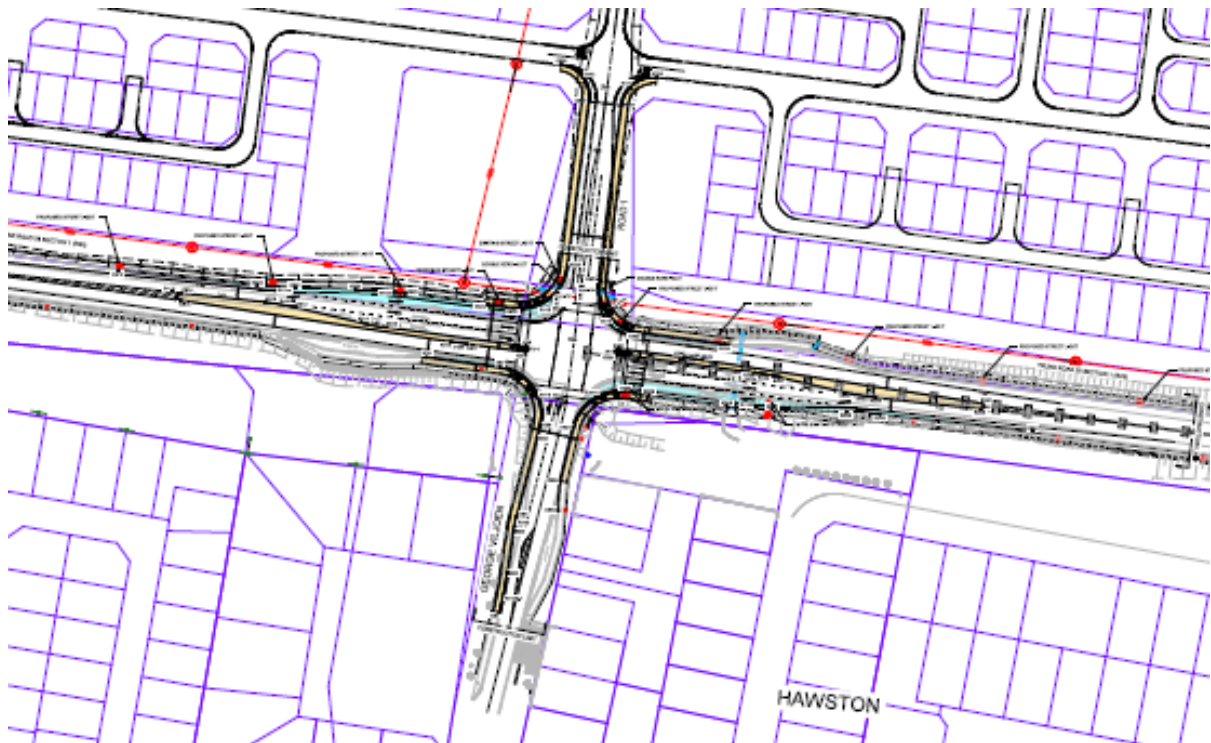




**Figure 3-10 Before and After Steenbras Road, NMT Upgrade.**

Further to the Hermanus industrial area NMT upgrades noted above, the Department funded the design development of the Hawston, R43 signalised intersection (Figure 3-11), with pedestrian crossings. Furthermore, funding was allocated to the provision of sidewalks for the Hawston housing development (Figure

3-12), near the planned intersection. The construction of these sidewalks was delayed by substantive protest action, inclement weather, and contractor liquidation, however, will be completed in the 2018/19 financial year.



**Figure 3-11 Hawston intersection design concept**



**Figure 3-12 Hawston housing development – sidewalks under construction**

### **3.3 Next steps**

Through the PSTP, the Department will continue to support NMT improvements in partner municipalities, including include infrastructure projects and programmatic improvements, such as bicycle distribution.

## 4. Rail

### 4.1 Status quo

Passenger rail in the Western Cape is clustered in and around the City of Cape Town, with services extending to Stellenbosch, Paarl and Worcester. The rail function is currently the responsibility of National Government, with the Passenger Rail Agency of South Africa (PRASA) providing subsidised urban passenger rail services through its subsidiary Metrorail. Passenger rail plays a vital role in Cape Town, by providing affordable, high capacity access to opportunities as an alternative to road-based transport.



**Figure 4-1 Rail crisis in Cape Town**

Passenger rail in the region is generally regarded as being in a state of crisis and there has been a marked decline in the services over the last three years driven, in part, by theft and vandalism. Metrorail reports that the Western Cape service is consequently running at a mere 60% of its capacity<sup>9</sup>. This places significant pressure on the road network and other public transport services, with the result being increasing congestion and the inability of the road network to handle traffic volumes.

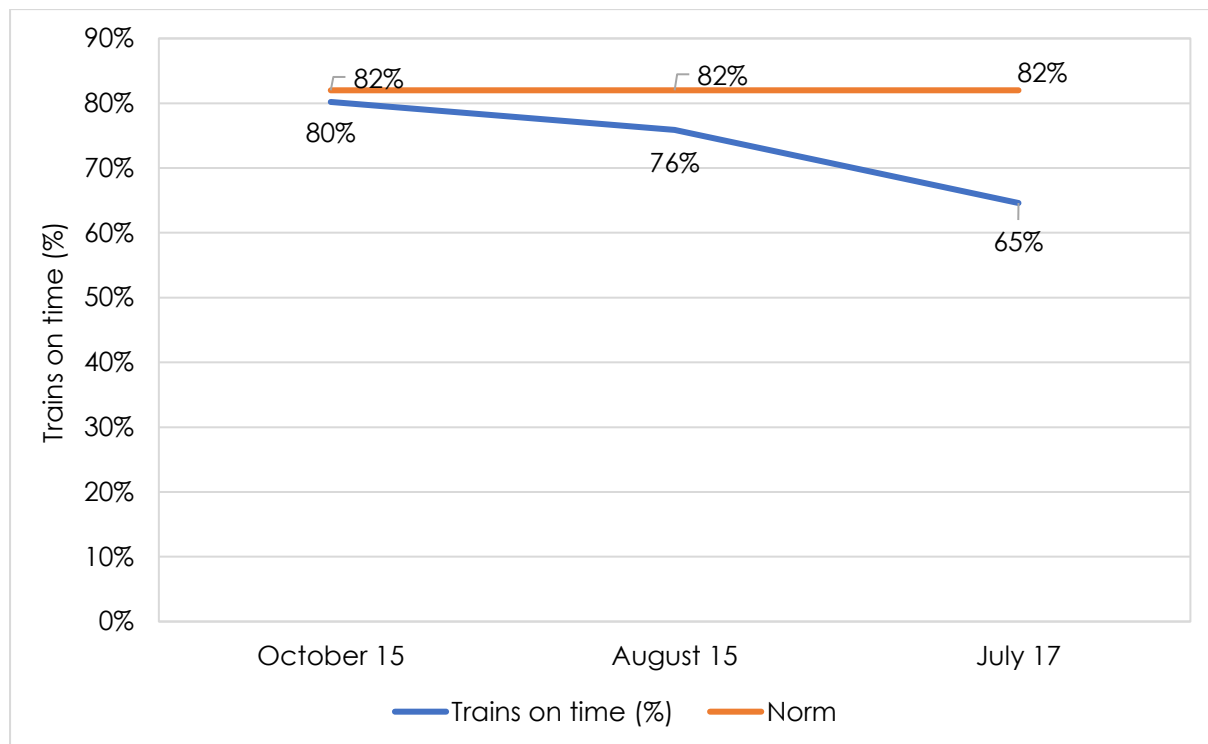
In addition, most of the existing rolling stock is old, some of it continuing to operate despite having aged beyond the maximum recommended lifespan of 46 years. Railway tracks are also of poor quality, which affects rider experience and, more seriously, increases the possibility of derailment. Signaling systems are outdated,

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<sup>9</sup> GroundUp, "No Quick Fix for Cape Town's Trains, Commuters Told," August 24, 2017, <https://www.groundup.org.za/article/no-quick-fix-cape-towns-trains-commuters-told/>.

which can result in system failures and delays while limiting the potential of the system to operate efficiently.

Services are frequently overcrowded and unreliable (see Figure 4-2), with commuters facing major delays and cancellations. Furthermore, overcrowding makes services unsafe and, according to the Railway Safety Regulator, the Western Cape has the third highest proportion of railway deaths in the country at 19% in the 2016/17 reporting period <sup>10</sup>. Across the country, in the same period, there were 495 deaths (therefore, 94 in the Province) and 4,066 injuries.



**Figure 4-2: Trend of trains on time <sup>12</sup>**

Personal security is also a major concern for rail commuters and 6,379 security-related incidents were reported nationally in the 2016/17 period <sup>11</sup>.

Finally, Metrorail and PRASA are challenged with major governance and institutional issues which hamper their ability to improve the rail status quo. The financial performance of Metrorail has declined due to diminishing passenger numbers (a loss of an estimated 200,000 passengers per day <sup>12</sup>) and rampant fare evasion.

<sup>10</sup> Transport World Africa, "Railway Fatalities on the Rise," November 21, 2017, <http://www.transportworldafrica.co.za/2017/11/21/railway-fatalities-on-the-rise/>.

<sup>11</sup> Ibid.

<sup>12</sup> PRASA, "Metrorail: Western Cape," September 2017.

Rail users in the Province report many attributes of the service as unsatisfactory and the top five of these are shown in Table 4-1.

**Table 4-1 Top five attributes of the rail service deemed unsatisfactory by rail commuters in the Western Cape** <sup>13</sup>

Attributes of the train service	% of rail users expressing dissatisfaction
The level of overcrowding in the train	80%
Security on the trip to/from the station	65%
Punctuality of trains	61%
Station facilities	54%
Security on the trains	53%

Overall, passenger rail has major potential in the region, but the poor, and declining, quality of services has reached a critical point.

Through the PSTP, the Department will work with the relevant stakeholders to resolve the ongoing crisis and ensure that the rail service is stabilised and improved.

A summary of the rail crisis, in facts and figures, is provided in Table 4-2 below.

**Table 4-2 Rail Crisis Facts and Figures**

Issue	Description
<b>Passenger numbers</b>	Metrorail has lost more than 30% of its passengers i.e. 200,000 passengers per day <sup>14</sup> . Prior to the crisis passenger numbers were approximately ±620,000 passengers per day.
<b>Vandalism</b>	Between October 2016 and June 2017 there were approx. 1,172 incidents of theft, vandalism, arson and burglary on the Metrorail Western Cape Network, including approx. 313 incidents of vandalism <sup>15</sup> .
<b>Fire damage to coaches</b>	Between October 2015 and June 2017 there were 101 incidents of fire damage to coaches with a monetary value of R312 million <sup>15</sup> .

<sup>13</sup> Statistics South Africa (StatsSA), "National Household Travel Survey Provincial Report: Western Cape Profile" (Pretoria: Statistics South Africa, June 2014), <http://www.statssa.gov.za/publications/Report-03-20-02/Report-03-20-022014.pdf>.

<sup>14</sup> Cape Chamber of Commerce, "Towards Improved Rail Commuter Transport in the Western Cape", 2017

<sup>15</sup> Metrorail Western Cape, "Key Stakeholder Engagement," September 2017.

Issue	Description
<b>Trainsets</b>	The number of available trainsets declined from about 84 in October 2015 to less than 58 in July 2017. Metrorail Western Cape requires approximately 88 trainsets to deliver its services <sup>15</sup> . At one point the region operated with 105 train sets <sup>14</sup> .
<b>Average Fleet Age</b>	35 years old, global benchmark is 17 years <sup>15</sup> .
<b>Reliability</b>	Train punctuality (% of trains on time) declined from 80% in October 2015 to 65% in July 2017. The target or norm is 82%. 50% of delays caused by issues with rolling stock, signals and vandalism/theft <sup>15</sup> .
<b>Service Cancellations</b>	Train cancellations (% of trains cancelled) increased from 2% October 2015 to 16% in July 2017. The target or norm is 4%. 82% of cancellations were the result of insufficient rolling stock (i.e. trainsets) <sup>15</sup> .
<b>Line closures</b>	Operations were suspended on the Central Line in late 2017. This is the City's busiest rail service, linking the Metro South East with the CBD, and its suspension caused severe disruption. Services on the line have now resumed.
<b>Speed restrictions</b>	As of September 2017, there were over 50km of speed restrictions in place across the Metrorail Western Cape network <sup>15</sup> , resulting in increased journey times.
<b>Impact on Business</b>	In a survey of members of the Cape Chamber of Commerce conducted in late 2017, 86% of respondents saw the rail crisis as a threat to the viability of their business <sup>16</sup> .

## 4.2 Achievements to date.

The Department has carried out several rail planning initiatives and, in 2018, we entered a Memorandum of Understanding (MoU) with PRASA and the City of Cape Town to jointly fund and implement a Rail Enforcement Unit to target vandalism and metal theft, and to monitor passenger security. The initiative will be supported for a period of 12 months and, thereafter, the impact will be evaluated, and the next steps agreed between the parties to the MoU. The intent of this initiative is to address the critical security issues facing Metrorail services in the region.

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<sup>16</sup> GroundUp, "No Quick Fix for Cape Town's Trains, Commuters Told," August 24, 2017, <https://www.groundup.org.za/article/no-quick-fix-cape-towns-trains-commuters-told/>.



**Figure 4-3 Rail Enforcement Unit Officers<sup>17</sup>**

### **4.3 Next steps**

Going forward, the Department will continue to work with PRASA, the City of Cape Town and other stakeholders to stabilise the rail service over the medium term and improve and expand services in the long term. At the same time, the Department is considering drafting dedicated rail legislation to address some of the challenges described above.

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<sup>17</sup> Ayanda Ndamane/African News Agency



## **5. Freight**

### **5.1 Status quo**

An efficient and accessible freight transport network that ensures goods get to market at the right time and at a reasonable cost is an important requirement for the economy of the Western Cape. In line with the rest of South Africa, the Western Cape experiences several freight transport issues, including high transport costs and negative externalities, such as road crashes, congestion, and road damage due to overloading. The negative impacts of freight transport have a socio-economic cost and are contrary to sustainable transport delivery and broad sustainable development imperatives.

One of the main factors that contributes toward freight issues in the Western Cape is the suboptimal modal split. While rail was historically a major freight transport mode in the Western Cape and in South Africa, over the last three decades road has become the dominant option due to the rail network's low levels of service, poor infrastructure conditions and limited accessibility. Also, institutional challenges, including a lack of appropriate freight transport coordination forums and inadequate human capacity, limit provincial and local government's ability to develop and implement responses to address the issues experience in the Western Cape.

To facilitate the emergence of a more sustainable freight transport system in the province, the Western Cape Government has developed a Provincial Freight Strategy. The Strategy was informed by a detailed status quo process, including various rounds of stakeholder engagements.

The strategy is directed by a set of five principles, which act as a vision and guide for freight transport delivery in the Western Cape. The principles were developed through the review of national, provincial and local policy imperatives. The principles are related to freight delivery best practice and represent the most common concerns communicated by the policy documents reviewed. The five principles identified are shown in Figure 5-1 below.



**Figure 5-1: Freight Strategy Principles**

Taking guidance from these principles, the Freight Strategy was structured around seven Strategic Focus Areas (SFAs). SFAs are broad themes or areas of attention where notable progress will lead to an improvement in freight transport delivery. The SFAs provide a structured way of grouping the freight delivery issues in the Western Cape into strategic programmes. The seven SFAs identified are presented in Figure 5-2.



**Figure 5-2: Strategic Focus Areas**

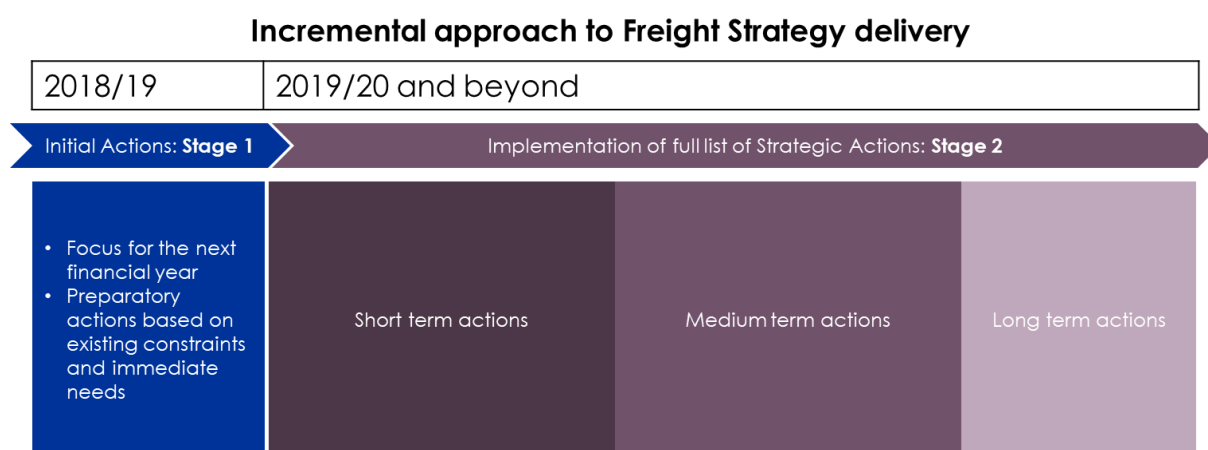
Under each SFA a series of strategic objectives and actions were developed to address the key issues.

To complement the Freight Strategy, an Implementation Programme was also developed to guide practical implementation and application of Strategy.

## 5.2 Achievements to date

The Draft Western Cape Freight Strategy was completed in March 2018 and circulated for comment. Various government and private sector stakeholder inputs were received and included in a revised final strategy document. The Freight Strategy document has been is pending approval by the MEC.

The comprehensive list of strategic actions developed as part of the Freight Strategy have been included in the Implementation Programme. However, due to complexities of implementing many of the actions, an incremental approach was adopted. The Freight Strategy Implementation Programme has, therefore, been separated into two stages, a preparatory stage (Stage 1) made up of initial actions, and a second stage (Stage 2) made up of a more comprehensive list of actions representing the bulk of the strategic content. The two stages of implementation of the Strategy is shown below in Figure 5-3.



**Figure 5-3: Incremental approach to delivery of the Freight Strategy**

The implementation of initial Stage 1 strategic actions has now commenced, and Stage 2 is planned for implementation in 2019/20 financial year and beyond.

To measure progress made on achieving the objectives in the Freight Strategy, a detailed performance monitoring framework has also been developed and is currently being refined. A series of indicators have been developed and will be used to track annual progress toward achieving the objectives set out in the Strategy.

In addition, a detailed Freight Demand Model (FDM) was completed for the Western Cape in the 2017/18 financial year as an input to the Strategy. The FDM is in the process of being updated, whereby additional scenarios will be developed to strengthen the province's ability to make decisions. The FDM will also feed into the performance monitoring framework, providing metrics to assist in measuring progress.

### 5.3 Next steps

- **Updating the FDM:** An update of the Freight Demand Model will be completed by the end of the 2018/19 financial year.
- **Setting baseline metrics and targets for monitoring the progress:** The finalisation of the full Implementation Programme requires setting baseline metrics to measure progress against, as well as proposing annual targets. Once finalised, these will form the basis of ongoing performance monitoring.
- **Full roll-out of the Freight Implementation Programme:** Once the full Implementation Programme has been finalised, the Department will implement the recommendations of the Freight Strategy.

## **6. Transport Data and Information Systems**

### **6.1 Status quo**

Good quality, accessible transport information is extremely useful for the planning, delivery and management of mobility systems. However, transport information in the Western Cape has been collected and stored in a manner which is not effective. This is because transport information systems supporting different functions, modes and regions within the Province have been developed in isolation from each other, resulting in an uncoordinated and fragmented system, and data sets which are difficult to compare and analyse.

Furthermore, technology platforms which have historically been used for the storage of transport data in the Department are out-of-date and not compatible with one another. A combination of the above factors means that the accuracy and accessibility of transport data is not optimal, and its usefulness is consequently compromised.

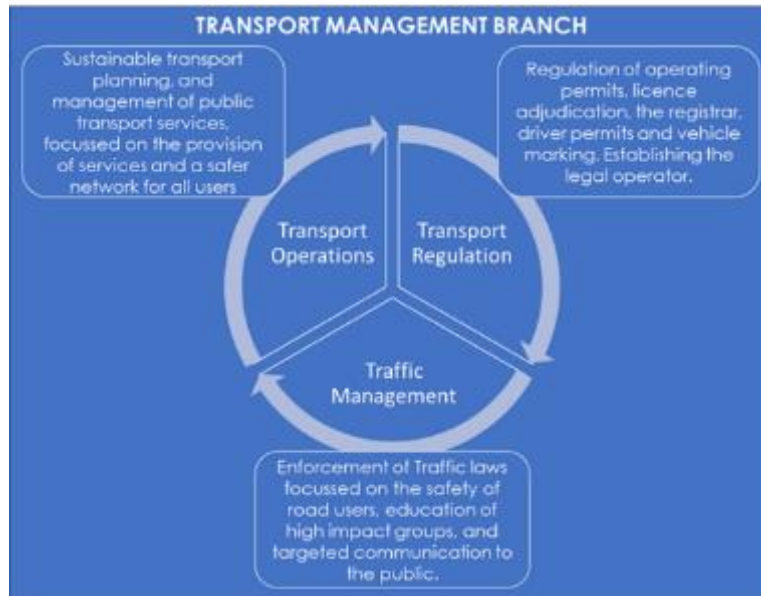
As such, an integrated transport data system, populated with reliable data and information, is pivotal for the effective and efficient planning, operations management, regulation, and enforcement of land transport.

Through the PSTP, the Department will develop an Integrated Transport Intelligence Hub (Transport Hub) to provide reliable, quality, accessible data and management tools to support improved delivery across the Transport Management Branch.

### **6.2 Achievements to date**

Delivering sustainable transport systems demands an integrated approach. Figure 6-1, below, shows the interrelatedness of the Chief Directorates within the Branch.

**Figure 6-1: Interrelationship of the Chief Directorates in the Branch**



The need for improved information management to support the Branch resulted in an assessment of all the existing data sources, related projects, and the requirements of the Directorates within the Branch. An overview of the data sources is shown in Figure 6-3. This resulted in the development of the Business Case for the Transport Hub in 2016/17.

The Business Case identified and prioritised the needs of the respective data users and proposed a series of strategic interventions for each Chief Directorate that would develop their systems and subsystems to a point where the data sources are credible, and the technology is integration-ready for inclusion into the hub.

A four-stream approach is required for implementation:

- **Stream 1:** Establish and cement overall Branch ICT structures, standards, mandates, and presence.
- **Stream 2:** Deepen understanding of and document all current branch systems and ICT initiatives.
- **Stream 3:** Tactically address short-comings on sub-systems within the Chief Directorates, to ensure they can link to the Transport Hub.
- **Stream 4:** Establish the Transport Hub, link in the sub-systems and outputs for single point access.

Significant progress has been made in terms of sub-system interventions, and in identifying the priority needs and creating a working concept system. A traffic law enforcement example is given in Figure 6-2 demonstrating the integration of sub-systems. Details of these sub-systems follow.

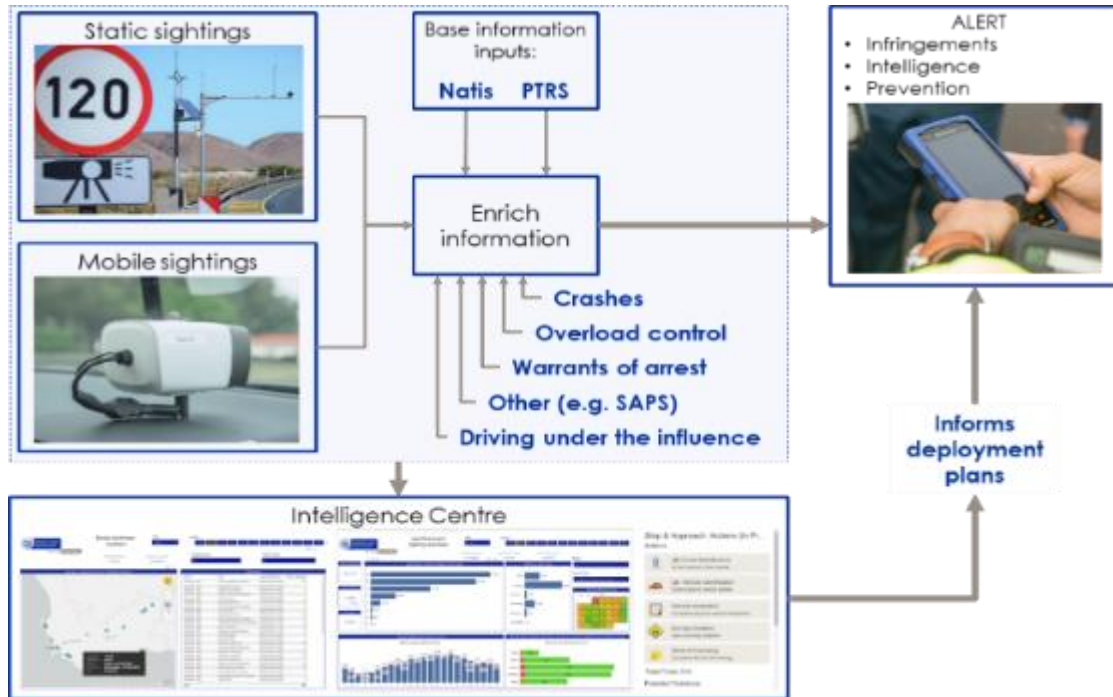


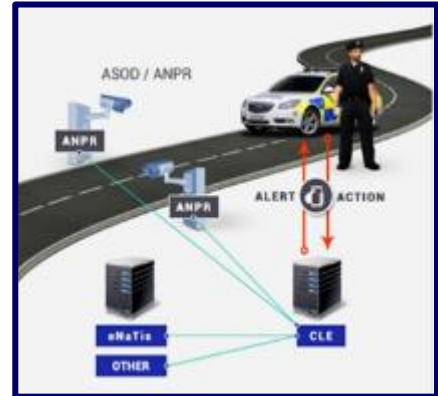
Figure 6-2: Transport Hub Traffic Law Enforcement Example





A selection of sub-system achievements is described below. These sub-systems communicate with each other to increase access to information within the Branch and improve safety on the Western Cape's roads.

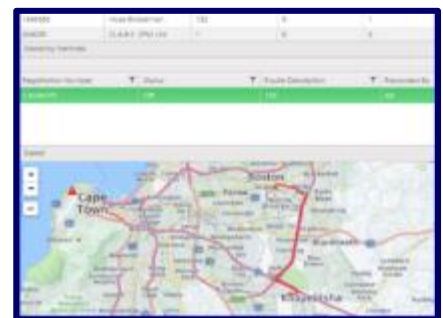
**The eNFORCE System** provides a new approach to law enforcement in South Africa using custom developed technology to bring a first in law enforcement to our roads to dramatically increase the presence of law enforcement and reduce road crash fatalities in the Western Cape. This project includes the use of Number Plate Recognition (ANPR) technology in static and in-vehicle cameras, and the communication of alerts to mobile eNFORCE devices. In-vehicle cameras and features such as panic buttons enhance officer safety and reduce the risk of fraud and corruption.



**Ptrs (Public Transport Regulatory System)** replaces the current systems that are used by the Provincial Regulatory Entity (PRE). Ptrs was launched earlier in 2018 as a single source of member, association, operating license and route information from which to make informed decisions. Ptrs supplies the Transport Hub with accurate, credible information for enforcement of route compliance of public transport vehicles and for public transport planning.



**PTMS (Public Transport Management System)** is the ability to monitor route compliance of Public Transport operators using various camera networks in the Western Cape. This system is a first to be trialed to address monitoring route invasion, illegal operators, and to proactively identify over-trading. In addition to compliance adherence, the data gathered from public transport vehicles supports transport planning.



**ITS (Intelligent Transport System)** provides the capability for live tracking of public transport vehicles. This system has recently been introduced on the Go George bus system. ITS allows for electronic waybills and vehicle dispatch, simplifying operations, as well as providing drivers with realtime information on schedule adherence. The integration of this information provides a rich data source for both contract management and



operational planning.

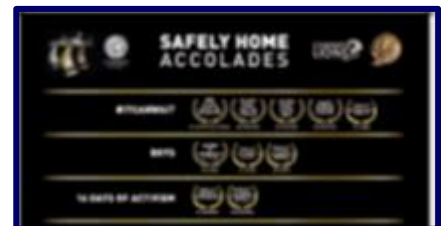
**Mobile AFC Sales Vehicles** have been developed in conjunction with the Go George AFC system. The mobile AFC vehicle allows for card purchase and top up around George. The introduction of AFC provides information on passenger travel, and integrating this into the Transport Hub provides a rich data source for operational planning.



**RBT (Random Breath Testing) and Mobile EBAT Units** have been introduced to counter the high level of crash fatalities linked to driving under the influence of alcohol. Random Breath Testing in conjunction with an Evidentiary Breath Alcohol Testing mobile unit allows for validation of blood alcohol levels. This expands the reach of breath testing and increases conviction levels. Random Breath Testing is now used as a method of communication to the public both in terms of visibility on the road and social media presence.



**Safely Home Calendar** is a programme of communication that aligns with the District Safety Plans and law enforcement operations to target specific behavioural changes. Several successful ad campaigns have been generated as a form of mass media communication.



**District Safety Plans** have been introduced to increase the level of effectiveness of law enforcement in a district and reduce crash fatalities. They utilise the data available from various information sources to develop evidence based operational plans in conjunction with local authorities.



In conjunction with the achievements described above, the server has been purchased and is pending delivery, so the focus will now shift to establishing the Hub, the outputs, and putting the necessary procedures in place.

### 6.3 Next steps

The focus of the next phase is full establishment of the Transport Hub. The Department will move forward with the establishment of the Transport Hub and integrate upgraded, and in some cases develop new, sub-systems to support

improved transport planning, operations management, regulation and enforcement across the Western Cape. A three to five-year view is given in Figure 6-4. The immediate next steps include:

- **User requirement specifications:**
  - Establish user requirement specifications for data consumers of the Transport Hub for priority projects
- **Transport hub establishment:**
  - Scoping and development of communications layer
  - Scoping and development of BI outcomes
  - Design and implementation of the Transport Hub Datawarehouse, including infrastructure and systems integration through the communication layer
  - Prioritisation and integration planning of the above
- **Sub-systems:**
  - Ongoing development of interventions for integration into Hub
  - Link-in ready departmental data sources to the Transport Hub
  - Roll-out eNFORCE technology to Traffic Law Enforcement to communicate to Transport Hub
  - Integrate additional cameras into the Transport Hub
- **Operational components**
  - Establish war rooms and operational centres, centrally and at provincial traffic centres
- **External integration**
  - Establish the process of integration with local municipalities
  - Establish the process of integration with the City of Cape Town
- **Change management:**
  - Communication of new system to all stakeholders
  - Identification of organisational and procedural changes required
  - Process of adoption of the new technologies and systems

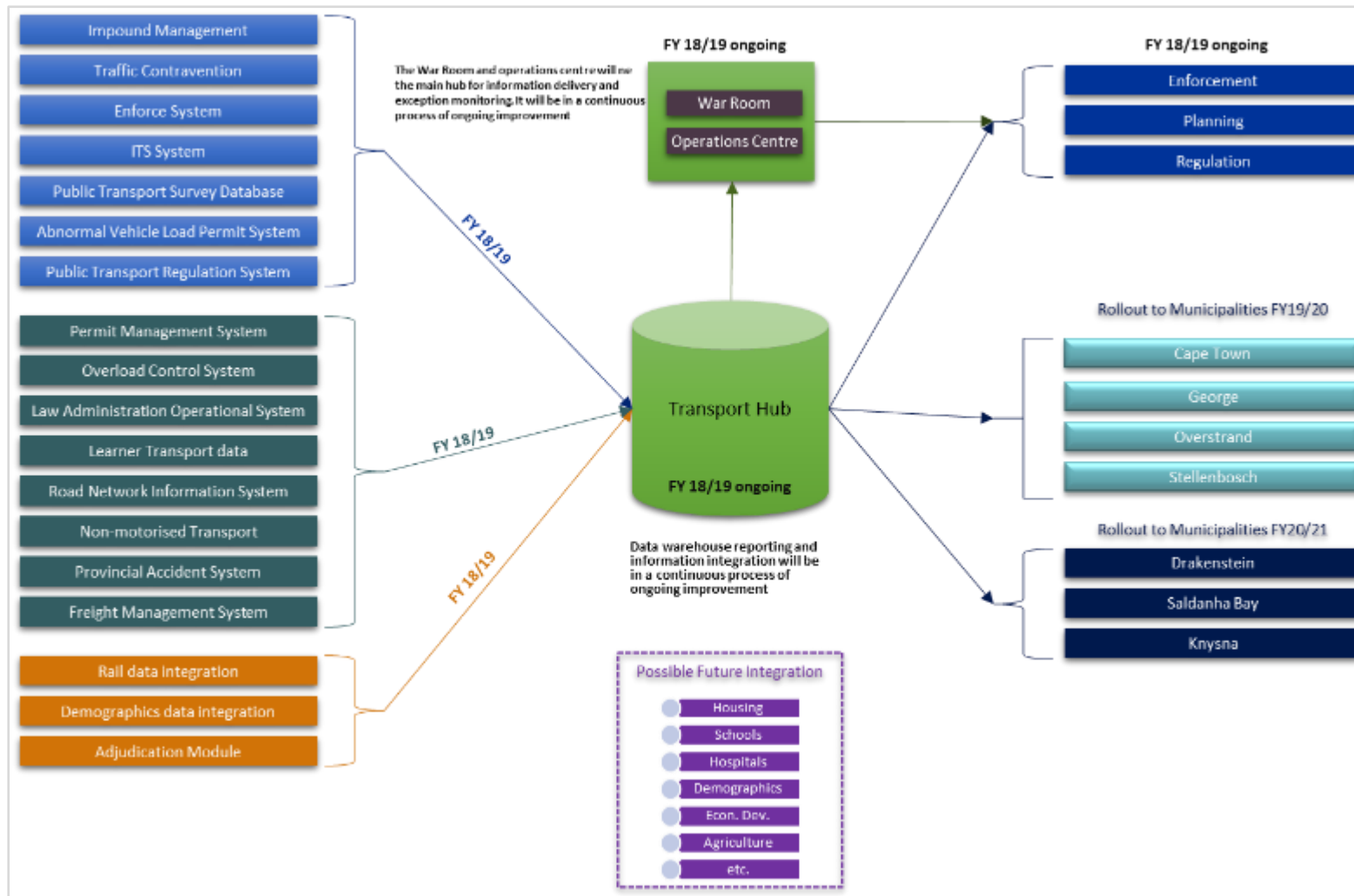


Figure 6-4: Transport Hub 3 – 5 Year Vision

## **7. Transport Safety**

### **7.1 Status Quo**

Road crashes in the Western Cape are a major concern due to the consequent fatalities, injuries, damage to infrastructure and property, the direct and indirect costs to Government, and subsequent effect on the economy.

Although several programmes of action and strategies have been developed by government authorities responsible for road traffic law enforcement, incidences of excessive speeding, driving whilst under the influence of drugs or alcohol, lack of seatbelt use and driving of unroadworthy vehicles are still unacceptably high.

Current interventions to improve compliance with road traffic laws, change driver behaviour and thus lower the number of road crashes have, up to now, been less effective than desired.

One of the factors contributing to this situation is the low effectiveness of road traffic law enforcement mechanisms, such as fines. In line with the rest of South Africa, only a small percentage of fines issued for road traffic violations in the Western Cape are paid, hence fines are not a strong deterrent to road users in the province. In addition, efforts to improve compliance with road traffic laws are currently impacted by limited traffic law enforcement capacity in the province.

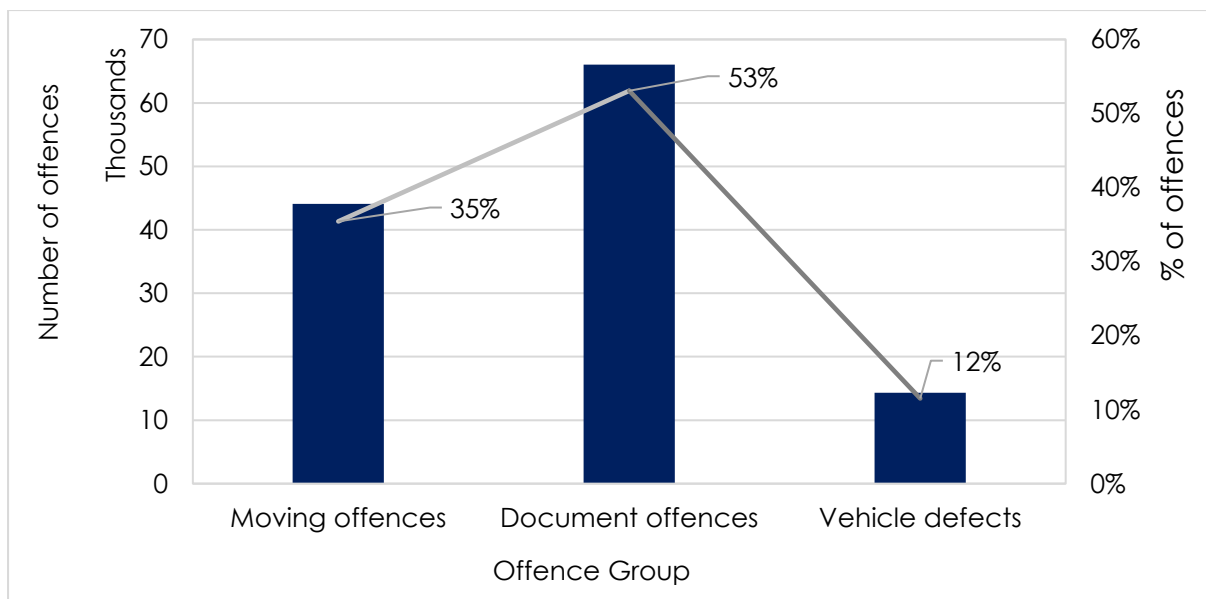
### **7.2 Alternatives to current traffic law enforcement measures in the Western Cape**

Evidence from case studies of road traffic law enforcement in other countries shows that impoundment of vehicles is a strong deterrent and has a positive impact on road traffic safety. As an example, in New Zealand a vehicle impoundment programme introduced in 1999 is credited with a 38% reduction in the number of disqualified driving offences<sup>18</sup> to road traffic law enforcement measures such as fines, impoundment is swift and more severe. Impoundment fees that vehicle drivers or owners pay and the inconvenience that they experience when they are denied the right to use impounded vehicles for a prescribed time make impoundment a stronger deterrent than fines.

The most common offences in the Western Cape are similar to those targeted by impoundment programmes in other countries. Traffic law enforcement statistics for the Western Cape for the period from January to December 2017 are shown in Figure 7-1.

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<sup>18</sup> gotocourt.com.au, 2017



**Figure 7-1: Western Cape Province traffic law enforcement for January 2017 to December 2017**

The most common road traffic offences in the Western Cape relate to vehicle and driver documentation e.g. driving licences and vehicle licences. In several case studies reviewed, vehicle impoundment programmes were developed with an initial focus on these document-related offences.

While no statistics were available regarding the causal link between document offences and road traffic crashes in the Western Cape, evidence from the case studies reviewed suggests that document offences, particularly driving without a licence, are linked to many road traffic crashes. As an example, studies of traffic law enforcement statistics in Western Australia showed that unlicensed drivers were responsible for approximately 20% of the state's fatal road crashes<sup>18</sup>. In response, the government of Western Australia developed a vehicle impoundment programme that began with a focus on driver document offences.

Considering the success of impoundment programmes in improving road traffic law enforcement outcomes in other countries, an expansion of the current Western Cape impoundment programme, which is guided by the National Land Transport Act (NLTA), (Act 5 of 2009) and has a focus on public transport vehicles, to include all vehicles could have a positive impact on road traffic safety outcomes in the province.

As a result, the Western Cape Government initiated an assessment of an expanded impoundment programme as an additional traffic law enforcement measure in the province. The assessment included the development of a business case for the expanded impoundment programme. Principles from the business case inform impoundment provisions included in the Western Cape Road Traffic Administration Bill and supporting regulations.

### 7.3 Achievements to date

The main achievements under the expanded Western Cape impoundment programme are:

- **Business case for the expanded impoundment programme** - the business case for the expanded impoundment programme was completed in September 2018. The business case includes proposed principles for the expanded impoundment programme. These principles include:
  - Offences to be targeted in the expanded impoundment programme. The list of offences to be targeted was developed through a stakeholder engagement process involving officials from local municipalities in the Western Cape;
  - Institutional arrangements for performing functions in the expanded impoundment programme;
  - Timeframes over which vehicles are stored in impoundment facilities; and
  - Impoundment tariffs, set to improve compliance and recover cost of developing, operating and administering the expanded impoundment programme.

In addition, the business case includes the financial requirements, key risks for the impoundment programme and mitigation measures.

- **Draft Western Cape Road Traffic Administration Bill and regulations** - a draft Western Cape Road Traffic Administration Bill and supporting regulations have been developed and are being reviewed by stakeholders in the Western Cape Government. The Bill and regulations include impoundment provisions supported by principles from the business case for the expanded impoundment programme.

### 7.4 Next steps

The key next step is the finalisation the draft Road Traffic Administration Bill and supporting regulations. This step involves completion of the review of the draft documents by stakeholders in the Western Cape Government. Final review of the draft documents will be conducted in a workshop scheduled for October 2018, in which key stakeholders will provide input into the draft Bill and regulations.

## 8. Summary of achievements to date

Significant progress has been achieved since the inception of the PSTP in the 2013/14 financial year<sup>19</sup>. The key milestones and achievement are summarised in Figure 8-1 below:

<b>Local</b>	<b>Public Transport</b>	<b>PPTIF Strategy</b>	The PPTIF Strategy was developed, setting out the path for incrementally improving public transport and non-motorised transport in non-metro areas of the Western Cape
	<b>Non-Motorised Transport</b>	<b>Local Partners</b>	New partnerships established with two municipalities, and a third is in development
		<b>Planning &amp; Support</b>	Partner municipalities have been provided with technical support and assisted to develop strategies and plans, including a Sustainable Transport Strategy for Stellenbosch
	<b>Capacity Building</b>	<b>Data Collection</b>	Innovative household travel survey conducted in Overstrand
		<b>MBT Pilot</b>	An innovative minibus taxi pilot project is being implemented in Overstrand Municipality
		<b>NMT Support</b>	NMT infrastructure improvements implemented in priority municipalities, support provided for bicycle distribution and walking/cycling bus initiatives
<b>Provincial</b>	<b>Transport Information Systems</b>		Integrated Transport Intelligence Hub (ITI) Business Case completed, initial work has begun on establishing the Hub and improving and integrating subsystems
	<b>Rail</b>		Rail Implementation Programme developed, Southern Line Concession Study completed and MoA concluded with CoCT and PRASA
	<b>Freight</b>		Draft Freight Strategy and Implementation Programme completed in conjunction with Programme 1
	<b>Transport Safety Initiatives</b>		Impoundment Business Case developed
	<b>Institutional Development</b>		Provisional Western Cape Transport Authority Business Case completed

Figure 8-1 PSTP progress to date

<sup>19</sup> The PSTP was originally known as the Provincial Public Transport Institutional Framework (PPTIF), but the name was changed in the 2016/17 financial year to reflect the Programme's focus on other aspects of transport, including non-motorised transport.



## 9. Way Forward

Through the PSTP, the Department aims to transform transport in the Western Cape. This will be achieved by building on the strong progress made to date and expanding the reach and impact of the Programme over time. The key priorities for the next stages of implementation are described in this section and summarised in Figure 9-1 below.

Priority local transport initiatives planned for implementation through the PSTP include the establishment of new municipal partnerships and the associated implementation of public, non-motorised, and other sustainable transport initiatives, including the MBT Transformation Pilot.

A wide range of initiatives will be implemented under the auspices of the PSTP to improve rail, freight and transport information systems in the Western Cape. In addition, the Western Cape Transport Authority will be implemented (subject to further feasibility assessments and internal approval processes) to build the dedicated and specialised capacity required to deliver on these strategic priorities across the Province.

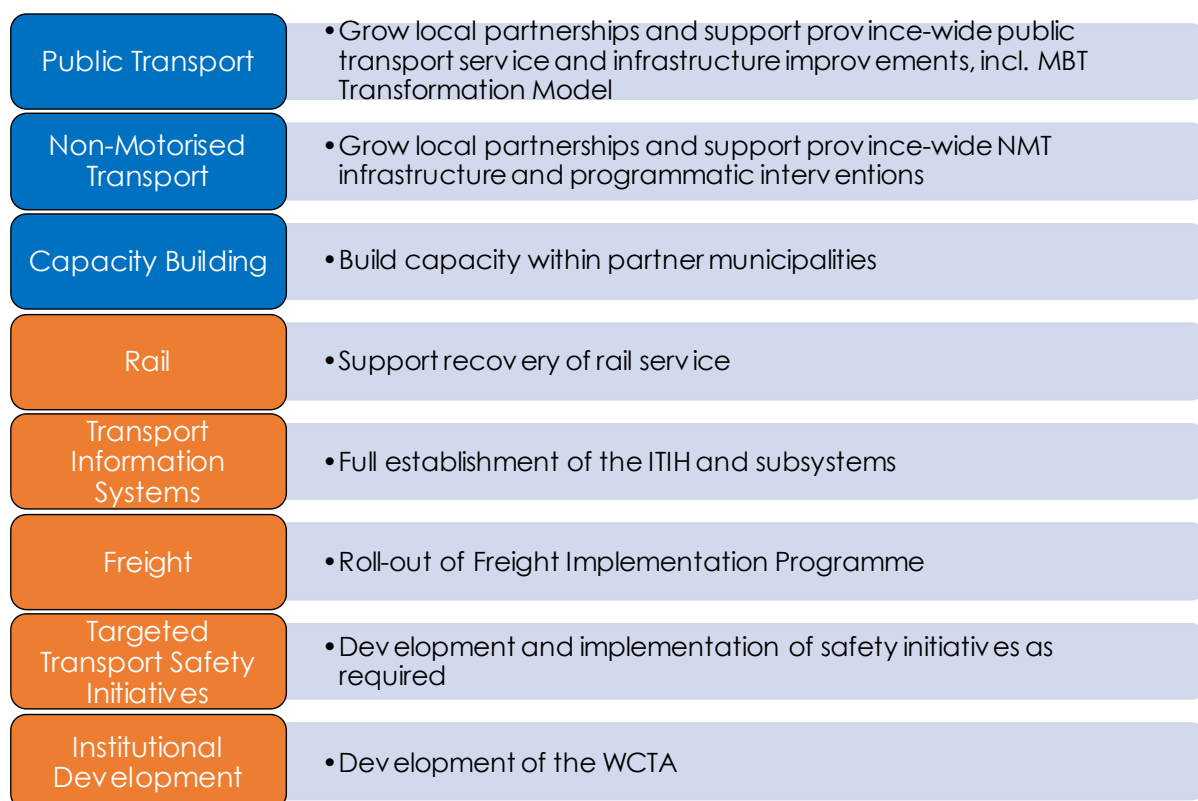
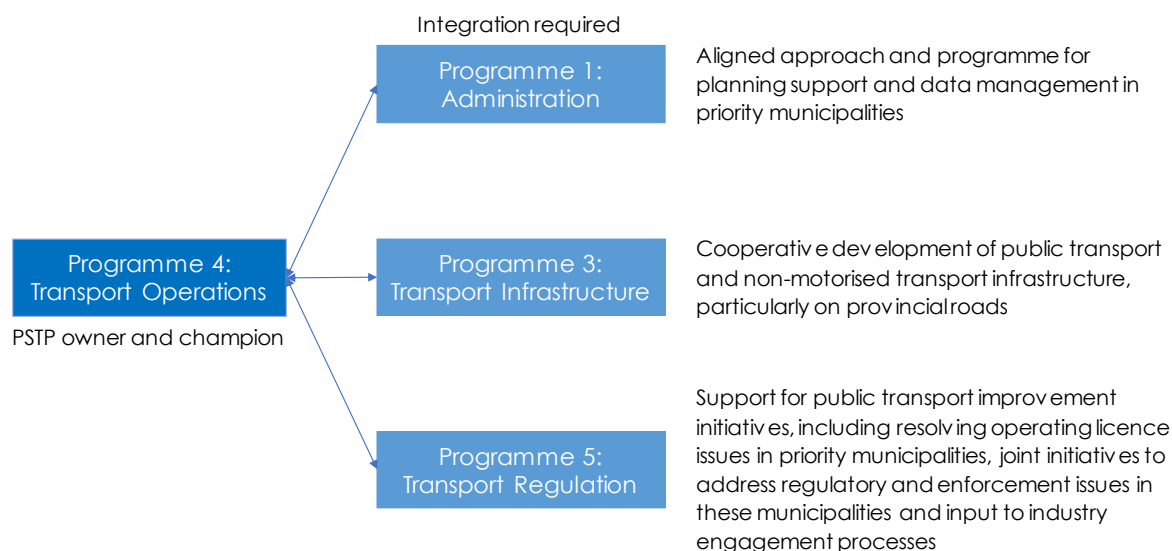


Figure 9-1 Planned PSTP priorities

## 9.1 Departmental alignment

A range of stakeholders have been consulted, including the National Department of Transport, District and Local Municipalities and various others. The successful implementation of the PSTP, and especially the work with local municipalities, will require integration and cooperation with the other transport programmes in the Department of Transport and Public Works. These interdependencies are outlined in Figure 9-2 below.



**Figure 9-2 Interdependencies between DTPW Programmes required to support PSTP implementation**

## 9.2 Funding

A budget has been allocated to the PSTP for the 2018/19 financial year and the MTEF period, however an additional budget allocation is required to fully implement the Programme, and this is the subject of ongoing discussions within the Department and with Provincial Treasury.

## 9.3 Risks

The implementation of improved public transport systems is highly complex and involves a wide range of stakeholders, such as local government, minibus taxi operators and the public. Combined with the limited funding available for public transport and the dire lack of skills and expertise in the sector, any attempt to make progress and deliver transformation in the sector is challenging and has risks. These risks are well-understood, not least because of the experience gained through the implementation of GIPTN and will be carefully articulated and managed going forward.

Several key risks and the associated mitigation measures are described, at a high level, in Table 9-1 below:

**Table 9-1 Risks**

Risks	Description	Mitigation
Lack of cooperation and buy-in from key stakeholders	The successful implementation of the PSTP, including the MBT taxi transformation pilot and subsequent province-wide rollout, is dependent on cooperation and buy-in from key stakeholders, particularly local government partners. Without this support, progress will be challenging.	Particular attention will be paid to developing strong relationships with partner municipalities and securing their buy-in and support for the initiatives proposed through the PSTP.
Lack of cooperation and buy-in from the minibus taxi industry	There is a risk that the minibus bus taxi industry will not support the Department's efforts to improve public transport through the PSTP. Given the centrality of the industry to the delivery of improved public transport services, this will undermine progress.	The Department will work closely with the industry to build a strong relationship and develop solutions that work for both parties.
Insufficient funding	The implementation of the PSTP will require additional funding. If this is not secured, the PSTP will be unable to grow and expand its impact.	The Department will work to secure sufficient funding to enable the implementation and expansion of the PSTP. This is likely to include internal reprioritisation of funding and, in the longer term, sourcing additional funding from national government and through other revenue-generating mechanisms.
Insufficient capacity	The successful development and implementation of the PSTP is dependent on a wide-range of skills and expertise. These skillsets are extremely limited in the South African market place. If sufficient capacity cannot be secured, the implementation and expansion of the PSTP will be constrained.	The Department will deploy a dual approach of progressively building internal capacity and continuing to utilise external service providers to provide specialised support.

#### **9.4 Recommendations**

Note the Provincial Sustainable Transport Programme and support the continued implementation thereof.