
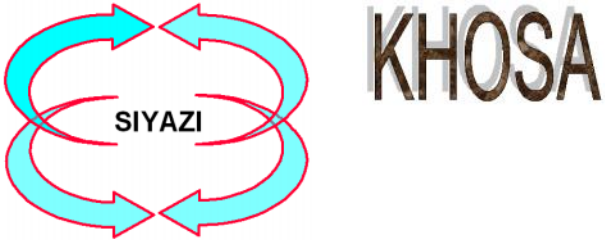


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SEKHUKHUNE DISTRICT MUNICIPALITY
OPERATING LICENSE STRATEGY (GSDM-OLS)

JANUARY 2007



TITLE: GREATER SEKHUKHUNE TRANSPORT PLANS (2005/06)	
VOLUME 2: OPERATING LICENSING STRATEGY (OLS)	
January 2007	
<p>Prepared for: Greater Sekhukhune District Municipality Private Bag X8611 GROBLERSDAL 0470</p> 	<p>Prepared by: Siyazi-Khosa Joint Venture PO Box 11182 BENDOR 0699</p> 
<p>The Transport Plans for Sekhukhune District Municipality comprise five volumes:</p> <ol style="list-style-type: none"> a) <u>Volume 1</u>: Current Public Transport Records (CPTR) (prepared by Siyazi-Khosa Joint Venture, December 2006) b) <u>Volume 2</u>: Operating Licensing Strategy (OLS) (prepared by Siyazi-Khosa Joint Venture, January 2007) c) <u>Volume 3</u>: Rationalisation Plan (RATPLAN) (prepared by Siyazi-Khosa Joint Venture, December 2006) d) <u>Volume 4</u>: Public Transport Plan (PTP) (prepared by Siyazi-Khosa Joint Venture, March 2007) e) <u>Volume 5</u>: Integrated Transport Plan (ITP) (prepared by Siyazi-Khosa Joint Venture, March 2007) 	
<p><u>Terms of reference</u></p> <p>The Siyazi Joint Venture was appointed by the Limpopo Province Department of Transport on 22 June 2006 to conduct an Operating Licensing Strategy (OLS). The Siyazi Joint Venture consists of the following companies and individuals:</p> <ol style="list-style-type: none"> a) Siyazi Limpopo (Pty) Ltd b) Khosa Development Specialists c) Members of the community. <p>Although the Limpopo Province Department of Transport appointed the Siyazi Joint Venture, it was stipulated that a strategy should be followed which would include all role players, with specific reference to the Sekhukhune District Municipality. It was also necessary to ensure that this Integrated Transport Plan would comply with all Local, Provincial and National Government requirements.</p>	

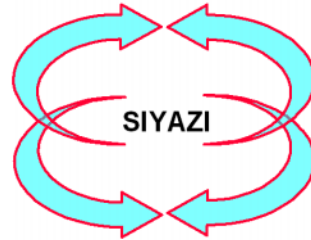
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**TABLED TO THE GREATER SEKHUKHUNE DISTRICT MUNICIPALITY AND APPROVED
ON.....**

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EXECUTIVE SUMMARY

The Sekhukhune District Municipality (GSDM) commenced the formulation of its second Operating Licensing Strategy (OLS) in December 2006, as required in terms of the National Land Transport Transition Act, 2000, Part 7, section 24.

The purpose of the OLS is to formulate a strategy which will enable the GSDM to provide structured and informed responses to the operating licence applications referred to it by the Limpopo Operating Licence Board, and to achieve a balance between the effective and efficient supply and utilisation of public transport. This would constitute the basis for the development of the Rationalisation Plan, Public Transport Plan and finally the Integrated Transport Plan.

The scope of the work covered the whole area of jurisdiction of the GSDM. Over and above the aspects set out in the guidelines on the preparation of the OLS, it was regarded as important that the following aspects should also receive specific attention as part of the formulation of an OLS for the GSDM:

- a) The focus of the OLS should be on the taxi and bus operations
- b) Attention would be given to an overarching framework for the provision of public transport services in the GSDM
- c) The policy framework would endeavour to take into account the effect of changes in land use, resulting in additional public transport routes or facilities
- d) Capacity and capacity utilisation should be analysed per route
- e) Commercial and tendered contracts for the provision of bus services would be taken into account
- f) The dispute resolution mechanisms developed in the GSDM should be utilised. The Sekhukhune District Transport Forum (SDTF) would be important for liaison purposes
- g) The general participation, buy-in and co-operation of the Taxi Operators and the SDTF would be promoted
- h) The availability of resources for the effective implementation of the OLS, as well as law enforcement, would be addressed
- i) Effective liaison with the Operating Licence Board of the Limpopo Province would be addressed as one of the key strategies
- j) Criteria for the disposal of operating licence applications should be identified jointly with the GSDM to ensure that the strategy would be based on tangible and realistic considerations
- k) The conditions for the issuance of Operating Licences would be given specific attention by, for example, taking into account the age of a vehicle and the taxi recapitalisation project.

Based on the "NLTTA: TPR 5: Operating Licensing Strategy, April 2001" the input for the GSDM-OLS contains the following topics:

- a) Chapter 1: Introduction
- b) Chapter 2: Analysis of the public transport system
- c) Chapter 3: Policy framework
- d) Chapter 4: Restructuring, interventions, conditions and evaluations

- e) Chapter 5: Law enforcement
- f) Chapter 6: Stakeholder consultation, liaison with the Operating Licence Board and liaison with neighbouring Planning Authorities
- g) Chapter 7: Prioritised proposals and implementation programme
- h) Chapter 8: Financial Implications.

The Sekhukhune District Transport Forum (SDTF) was the backbone of the consultation process. The consultation process included the Limpopo Province Operating Licence Board as well as the Registrar of Taxis.

The results of the OLS indicate that all the existing routes are oversupplied and it is recommended that the GSDM should not contemplate awarding any additional licences in the near future; unless there is clear evidence that operating conditions on such routes have changed significantly.

It is also extremely important that existing operators with operating licences should be transferred in the short term to routes that may be undersupplied, instead of issuing licenses to new operators.

Table Ex-1 contains a proposed budget of the financial requirements for ensuring the successful implementation and progress of the process.

TABLE Ex-1: PROJECTS RELATED TO THE GSDM OPERATING LICENSING STRATEGY AND THE FINANCIAL IMPLICATIONS									Responsibility	Project duration
PROJECT						YEAR 1	YEARS 2-5	TOTAL		
	1	2	3	4	5					
OPERATING LICENSING STRATEGY PROJECTS (OLS)										
Project 1: Annual update of OLS						R0	R700 000	R700 000	LPDORT/DM	4 months
Project 2: Vehicle verification process to clear vehicles for taxi scrapping						R150 000	R0	R150 000	LPDORT	3 months
Project 3: Establishment of provincial Operating Licence Offices at District Municipality level General application process Assist with eliminating illegal operators on existing routes Grant operating licences for the recommended additional routes Grant special operating licences for transportation at funerals, functions, etc. Replacement of vehicle Colour coding of routes						R1 000 000	R 4 800 00	R5 800 000	LPDORT	Ongoing
Project 4a: Appointment of law enforcement officers dedicated to inspecting operating licences as well as rationalisation issues						R2 500 000	R12 000 000	R14 500 000	LPDORT	Ongoing
Project 4b: Special law enforcement campaigns on problem routes for the respective local municipalities (once a month)						R150 000	R750 000	R900 000	LM & LPDORT	Ongoing
Project 5: Establishment of Sekhukhune Taxi Co-operative						R150 000	R0	R150 000	Limpopo Province Taxi Council & LPDORT	3 months
Project 6: Maintenance of Sekhukhune Taxi Co-operative						R500 000	R1 500 000	R2 000 000	Limpopo Province Taxi Council & LPDORT	Ongoing
Project 7: Implementation and maintenance of route colour-coding system for taxis						R0	R700 000	R700 000	LPDORT /DM	Ongoing

TABLE Ex-1: PROJECTS RELATED TO THE GSDM OPERATING LICENSING STRATEGY AND THE FINANCIAL IMPLICATIONS								Responsibility	Project duration	
PROJECT						YEAR 1	YEARS 2-5			TOTAL
	1	2	3	4	5					
OPERATING LICENSING STRATEGY PROJECTS (OLS)										
Project 8: Establishment and maintenance of local transport forums.						R500 000	R1 600 000	R 2 100 000	LPDORT /DM/LM	60 months
Project 9: Maintenance of the District Transport Forum						80 000	320 000	R400 000	DM	2 months
Project 10: Development of Rank Management Agreements						R350 000	R500 000	R 850 000	LPDORT /DM	3 months
Project 11: Formalisation of the metered-taxi industry and scholar transport						R0	R500 000	R500 000	LPDORT	3 months
Total financial implications						R5 380 000	R23 370 000	R28 750 000		

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ABBREVIATIONS

GSDM:	SEKHUKHUNE DISTRICT MUNICIPALITY
SDTF:	SEKHUKHUNE DISTRICT TRANSPORT FORUM
CPTR:	CURRENT PUBLIC TRANSPORT RECORDS
OLB:	OPERATING LICENCE BOARD
OLS:	OPERATING LICENSING STRATEGY
RATPLAN:	RATIONALISATION PLAN
PTP:	PUBLIC TRANSPORT PLAN
ITP:	INTEGRATED TRANSPORT PLAN

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Chapter

1. INTRODUCTION

1.1 Background

The Sekhukhune District Municipality (GSDM) commenced the formulation of its first Operating Licensing Strategy (OLS) in December 2006, as required in terms of the National Land Transport Transition Act, 2000, Part 7, section 24.

A data collection process for the Current Public Transport Records (CPTR), done from August 2006 to November 2006 by the Siyazi-Khosa Joint Venture, preceded the first OLS. This CPTR included extensive surveys of taxi and bus operations in the GSDM area. In addition, an extensive database was prepared on the CPTR for the GSDM area. The information forming part of the CPTR database was captured on the GSDM-CPTR database that was designed for practical use by the Sekhukhune District Municipality.

In terms of the White Paper on Transport Policy, one of the most significant strategic objectives for planning and regulation is that operator permits should be replaced by permissions (later called operating licences) issued in terms of approved passenger transport plans.

1.2 Purpose and objective of the study

The purpose of the OLS is to formulate a strategy which will enable the GSDM to provide structured and informed responses to the applications for operating licences referred to it by the Limpopo Operating Licence Board, and to achieve a balance between the effective and efficient supply and utilisation of public transport. This will constitute the basis for the development of the Rationalisation Plan, Public Transport Plan and finally the Integrated Transport Plan.

1.3 Scope of the work

The scope of and approach to the formulation of an OLS for the GSDM area were based on the requirements of the NLTTA, Act 22 of 2000, Part 7, section 24 and the National Guidelines and Requirements for OLSs, developed as part of the implementation of the NLTTA, 2000.

The scope of the work covered the whole area of jurisdiction of the GSDM.

Over and above the aspects set out in the guidelines on the preparation of the OLS, it was regarded as important that the following aspects should also receive specific attention as part of the formulation of an OLS for the GSDM:

- a) The focus of the first OLS should be on taxi and bus operations
- b) Attention would be given to an overarching framework for public transport service provision in the GSDM
- c) The policy framework should endeavour to take into account the effect of changes in land use resulting in additional public transport routes or facilities
- d) Capacity and capacity utilisation should be analysed per route
- e) Commercial and tendered contracts for the provision of bus services would be taken into account
- f) The dispute resolution mechanisms developed in the GSDM should be utilised by the SDTF as these mechanisms are important for liaison purposes
- g) The general participation, buy-in and co-operation of the Taxi operators and the SDTF would be promoted
- h) The availability of resources for the effective implementation of the OLS, as well as law enforcement, would be addressed
- i) Effective liaison with the Limpopo Operating Licence Board would be addressed as one of the key strategies
- j) Criteria for the disposal of operating licence applications should be identified jointly with the GSDM to ensure that the strategy would be based on tangible and realistic considerations
- k) The conditions for the issuance of Operating Licences would be given specific attention by, for example, taking into account the age of a vehicle and the taxi recapitalisation project.

Based on the *NLTTA: TPR 5: Operating Licensing Strategy*, April 2001, the input into the OLS for the GSDM contains the following topics:

- a) Chapter 1: Introduction
- b) Chapter 2: Analysis of the public transport system
- c) Chapter 3: Policy framework
- d) Chapter 4: Restructuring, interventions, conditions and evaluations
- e) Chapter 5: Law enforcement
- f) Chapter 6: Stakeholder consultation, liaison with the Operating Licence Board and liaison with neighbouring Planning Authorities
- g) Chapter 7: Prioritised proposals and implementation programme
- h) Chapter 8: Financial implications.

The subsections below elaborate on the following:

- a) Area under consideration
- b) Nature of services under consideration
- c) Authority responsible for the preparation of the OLS
- d) Periods and date for the particular OLS.

1.3.1 Area under consideration

The scope of the work covers the whole area of jurisdiction of the GSDM. The four relevant Local Municipality areas covered are the –

- a) Greater Marble Hall Municipality;
- b) Elias Motsoaledi Municipality;
- c) Greater Tubatse Municipality;
- d) Fetakgomo Municipality; and
- e) Makhuduthamaga Municipality

None of the above-mentioned local municipalities has prepared or will prepare an OLS for its respective municipal area. Figure 1.3.1.1 indicates the location of the respective municipalities in the GSDM.

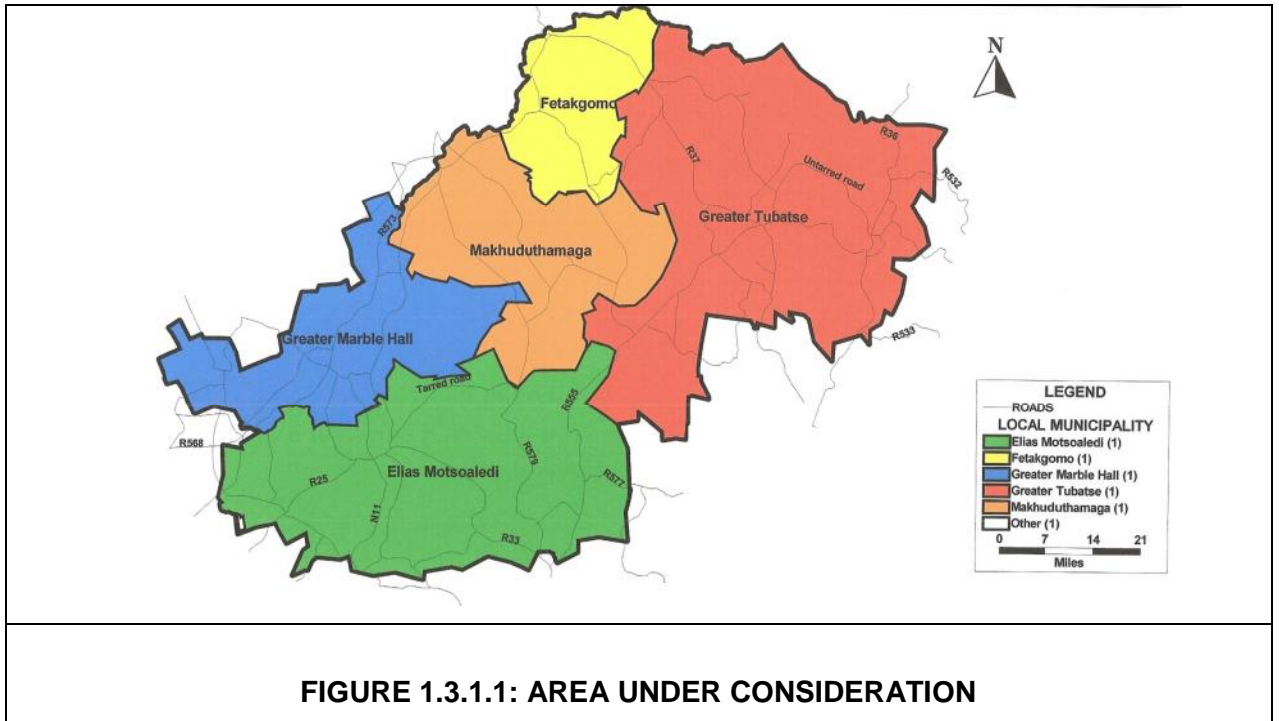


FIGURE 1.3.1.1: AREA UNDER CONSIDERATION

1.3.2 Nature of services under investigation

The major public transport services under investigation are the bus and taxi operations. Bus services are subsidised only in the Elias Motsoaledi and Greater Marble Hall Municipalities.

There are limited metered-taxi activities in the GSDM area. The main focus for metered taxis is currently the Greater Tubatse Local Municipal area, with a high volume of 4 + 1 in the Jane Furse area. For metered-taxi services, the capacity and capacity utilisation of parking and holding facilities are the primary criteria that will be evaluated and recorded in the OLS. Since metered-taxi operations are not formalised in the Limpopo Province, it is extremely difficult to obtain accurate information about them. Therefore it is essential that all local municipalities should formalise the metered-taxi industry in their particular municipal area as soon as possible.

Daily commuters in the GSDM area are not currently transported by rail services.

1.3.3 Authority responsible for the preparation of the OLS

The GSDM is the planning authority responsible for preparing an OLS for its entire area, but the local municipalities in the GSDM take part in the process by means of the District Monitoring Committee, which has been established. The Limpopo Department of Transport is, however, the financier as well as the provincial co-ordinator of the OLS preparation process.

At provincial level, a provincial Steering Committee was established which includes members of the respective district municipalities as well as representatives of the national Department of Transport. Chapter 6 of this document contains detailed information about the consultation process that was followed as well as the responsible authority.

1.3.4 Period and date for the particular OLS

The OLS input as provided will be relevant for the period April 2007 to March 2008.

1.4 Methodology

A transparent approach was taken in order to come up with a product and deliverables that would be accepted by all the stakeholders. The SDTF, which includes representatives of all public transport operators as well as other interested parties, played a prominent role. This approach ensures the successful participation of relevant stakeholders and their acceptance of the deliverables.

Good communication and liaison are crucial when undertaking projects relating to public transport, particularly in the case of the OLS project. The historical evidence is that poor communication severely hampers the effective provision of services. It is therefore the service provider's intention to ensure that we create and facilitate public participation in the planning and execution of the surveys.

The SDTF should be the backbone of the consultation process. However, it is extremely important that separate sessions should be convened with representatives of the taxi industry in terms of the OLS. Such separate sessions play a crucial role in ensuring the acceptability of the OLS. As mentioned above, Chapter 6 contains detailed information about the consultation process followed.

Last but not least, the consultation process included the Limpopo Province Operating Licence Board as well as the Registrar of Taxis. However, further liaison and consultation with the Limpopo Department of Transport was necessary to obtain or source information and to understand it and familiarise the study team with the relevant provincial legislation and transport-planning requirements.

Based on the *NLTTA: TPR 5: Operating Licensing Strategy*, April 2001, the OLS for the GSDM should contain the following topics:

a) **Chapter 1:** Introduction

This chapter should give a clear description of the area and the nature of services under consideration, as well as the authority responsible for the preparation of the OLS. The length of time and dates for the particular OLS should also be indicated.

b) **Chapter 2:** Analysis of the public transport system

A description and analysis of the results of the CPTR should be done, including the base map of the area showing the routes and facilities, and would form part of the CPTR.

The following should be specifically identified and analysed:

- i) The location and the use of major transport corridors and major facilities
- ii) Whether there are public transport services operating in parallel to one another and competing for the same market
- iii) Any significant regulatory issues and impediments.

c) **Chapter 3:** Policy framework

A description should be given of the relevant policies and principles guiding the disposal of operating licences, including but not limited to the roles of various modes and preferred modes, parallel subsidised services and commercial service contracts.

d) **Chapter 4:** Restructuring, interventions, conditions and evaluations

It is important to deal with the restructuring of the system from a different perspective, namely:

- i) A broad perspective of the future development of the public transport system in practical terms, including the role of the modes and the preferred modes, particularly in the corridors along specific routes
- ii) The rationalisation and restructuring of the subsidised services
- iii) The restructuring of unsubsidised services, including commercial service contracts.

Any planned intervention by the authorities in the event of an oversupply of services should be described, including estimates of the cost implications of any such actions.

The basis would be given for the payment of compensation in cases where operating licences would have to be withdrawn, and any proposed withdrawals of operating licences must be dealt with in terms of section 51 of the NLTTA.

This section should also identify, list and describe any conditions that should be attached to the future issuance of operating licences for any route or combination of routes.

Proposals, based on the evaluation, should be made for each identified public transport route and indicate –

- i) whether additional services could be supported on that particular route, or
- ii) whether there is already an oversupply of services on the route which may/may not require intervention by the authorities.

e) **Chapter 5:** Law enforcement

Law enforcement strategies have to be described, including institutional arrangements, the interrelationship with traffic law enforcement, the setting of targets and the measurement of performance.

f) **Chapter 6:** Stakeholder consultation, liaison with the Operating Licence Board and liaison with neighbouring Planning Authorities

A description should be given of the extent and the results of participation with the Operating Licence Board, adjacent municipalities, operators, commuters and the general public. The description should also include proposals relating to the inter-planning authority and to inter-provincial commuting and long-distance services and facilities.

In particular, a description should be included of the process followed for communication between the Operating Licence Board and the Planning Authority, as well as a description of the standard documentation used for this communication.

g) **Chapter 7:** Prioritised proposals and implementation programme

The prioritised proposals and implementation programme resulting from the relevant analysis and consultation should be documented as input for the Operating Licence Board.

h) **Chapter 8:** Financial Implications

The financial implications of the prioritised proposals and the implementation programme should be documented, including a detailed budget and sources of funding.

1.5 Deliverables

The main deliverables of the project would be as follows:

- a) The OLS that will guide and provide a framework for public transport in the district as well as the relevant local municipality
- b) The OLS will concentrate on the following, as prescribed in the document *Operating Licensing Strategy: minimum requirements in terms of the National Land Transport Transition Act, 2000* (Act No. 22 of 2000):
 - i) The role of each public transport mode and the identification of the preferred road-based mode or modes for each area, including transport into or from the other planning authorities, and inter-provincial transport
 - ii) The circumstances in which operating licences authorising the operation of public transport within any part of its area should be allowed
 - iii) The use of public transport facilities within the area
 - iv) The avoidance of wasteful competition among transport operators
 - v) The conclusion of commercial service contracts for unsubsidised public transport services
 - vi) The conditions that should be imposed by the Board in respect of operating licences
 - vii) The preparation of the OLS will include consultation with and promoting the participation of the interested and affected parties required for the preparation of IDP plans in terms of Chapter 4 and section 29 (1)(b) of the Local Government: Municipal System Act, 2000 (Act No. 32 of 2000).

To conclude this section, it is extremely important to note that this is the first OLS to be prepared for the GSDM. For this reason, it may have some imperfections, but would serve as excellent starting point that could be updated on an annual basis.

Chapter

2. ANALYSIS OF THE PUBLIC TRANSPORT SYSTEM

This chapter contains the following information:

- a) Description and analysis of the results of the CPTR
- b) The description and use of major transport corridors and major public transport facilities
- c) Whether there are public transport services operating in parallel to one another and competing for the same market
- d) Any significant regulatory issues and impediments.

2.1 Description and analysis of the results of the CPTR

Each district municipality that is a planning authority is responsible in terms of the National Land Transport Transition Act (Act 20 of 2000) for preparing a Current Public Transport Record (CPTR) for its entire area. Based on the *Government Gazette* published on 24 July 2002, the purpose of the CPTR is to provide a record of public transport services, facilities and infrastructure, which will constitute the basis for the development of the operating licence strategies, rationalisation plans and integrated transport plans for the Sekhukhune District Municipality.

The scope of the work covered the whole area of jurisdiction of the Sekhukhune District Municipality, including the five Local Municipality areas of the Elias Motsoaledi Municipality; Greater Marble Hall Municipality; Greater Tubatse Municipality; Fetakgomo Municipality and Makhuduthamaga Municipality

The 2006 GSDM-CPTR report contains two main sections, firstly the process followed and secondly the actual record of public transport.

The elements of the process followed included consultation and liaison, site visits, surveys, database development, the capturing, dissemination and storage of data, and the preparation of the report.

The following role players were consulted as part of the preparation of the GSDM-CPTR:

- a) Limpopo Province Department of Transport – Public Transport Division
- b) Limpopo Province Department of Transport – Registrar of Taxis
- c) Limpopo Province Department of Transport – Operating Licence Board
- d) Sekhukhune District Municipality – Community Service Department
- e) Sekhukhune District Taxi Council and Executive
- f) Lowveld Regional Taxi Council
- g) Local municipalities

- h) Bus industry
- i) Sekhukhune District Transport Forum.

Site visits were arranged to the different local public transport facilities, so that the members of the study team could acquaint themselves with the conditions, circumstances, operational practices and all the practical issues essential for the planning process.

Once all the necessary arrangements and liaison had been completed, planning to execute the surveys commenced. The planning process was communicated and discussed with the GSDM and with the role players in the relevant public transport industries.

The surveys were executed in accordance with the Sekhukhune District Municipality's Terms of Reference for the preparation of a Current Public Transport Record (February 2006).

The following surveys were conducted:

- a) Facilities
- b) Routes determination
- c) Rank utilisation
- d) Route utilisation
- e) Waiting times.

A database was also compiled to assist with the interpretation of data. The report on the CPTR contains a summary of the information obtained from the Sekhukhune District Municipality Current Public Transport Record (GSDM-CPTR) Database. The purpose of the database was therefore to complement the report, reduce the volume of the report and provide a tool that could easily be updated from time to time.

The GSDM-CPTR report provides a summary of the information collected as part of the GSDM-CPTR. It gives all stakeholders a view of what is involved in public transport in the GSDM with regard to facilities, the capacity utilisation of ranks and routes, the waiting times of passengers and vehicles, the operational vehicles and the number of trips made per operational vehicle.

It is important to take note of the following in terms of the CPTR findings:

- a) The facility surveys were conducted at taxi ranks, bus termini and train stations.
- b) The facility surveys conducted indicate that the Sekhukhune District Municipality has a total of 82 taxi facilities of which more than 75 per cent are informal.
- c) There are three bus termini in the Sekhukhune District Municipality. No commuter rail service is currently provided for passengers.

- d) The findings of the route surveys conducted were that there were 190 (approximately 50% outward-bound and 50% inward-bound) taxi routes in the GSDM: 15% in the Elias Motsoaledi LM, 3% in Fetakgomo LM, 17% in Greater Marble Hall LM, 43% in Greater Tubatse LM and 22% in Makhuduthamaga LM.
- e) Of the subsidised bus routes in the GSDM, 57% are in the Elias Motsoaledi LM and 43% in the Greater Marble Hall Municipality.
- f) The main finding from the analysis of route utilisation is that there is a vast oversupply of taxis on most routes in the GSDM.
- g) The results of waiting-time surveys only make sense if they are examined for the individual routes. The information on waiting times should be considered from the point of view of seeing whether passengers wait for taxis or whether the vehicles wait for more passengers before they can depart.
- h) The route utilisation survey noted 1 462 taxis in the GSDM area. Furthermore 1 372 taxis were noted in the Elias Motsoaledi LM, 287 in Fetakgomo LM, 530 in the Greater Marble Hall LM, 1 463 in the Greater Tubatse LM and 1 083 in the Makhuduthamaga LM.
- i) There were 28 buses in operation on the subsidised routes in the GSDM area.
- j) There were metered-taxi activities in the Tubatse LM and also in the GSDM area as well as 4 + 1 activities in the Jane Furse area.
- k) Light delivery vehicles (LDVs) were utilised for learner trips as well as areas where roads are in a poor condition.
- l) Pedestrians are highly active in areas related to the following:
 - i) Road sections that serve as a link between the residential areas as well as economic activity centres. A good example of these centres is Road R37 that links with the CBD of Burgersfort.
 - ii) Link between CBD and public transport facilities in the CBD of the respective local municipalities. Two good examples are the link between the CBD of Marble Hall and the taxi rank, and the link between the shopping centres and the taxi ranks in Jan Furse
 - iii) Areas surrounding schools, hospitals and clinics.

It is important to take note of the following in terms of the CPTR recommendations:

Based on site visits, discussions with the respective role players as well as the calculations done, the following recommendations are made, as part of the GSDM-CPTR:

- a) The CPTR information that is available on the GSDM-CPTR database should be used for developing an Operating Licensing Strategy (OLS) as guideline for the Operating Licence Board with regard to the issuing of new operating licences.
- b) The CPTR information should furthermore be used for developing a Public Transport Plan for the Sekhukhune District Municipality (GSDM), which would guide the implementation of public transport projects and strategies, and could serve as input into the Integrated Transport Plan (ITP).

- c) The taxi-related CPTR information should be made available to the taxi industry in order to assist them to plan their daily operations and to become more effective in their operations.
- d) The GSDM-CPTR should be updated at least every two years.

To conclude this section, Figure 2.1.1 indicates the distribution of public transport facilities in the GSDM area.

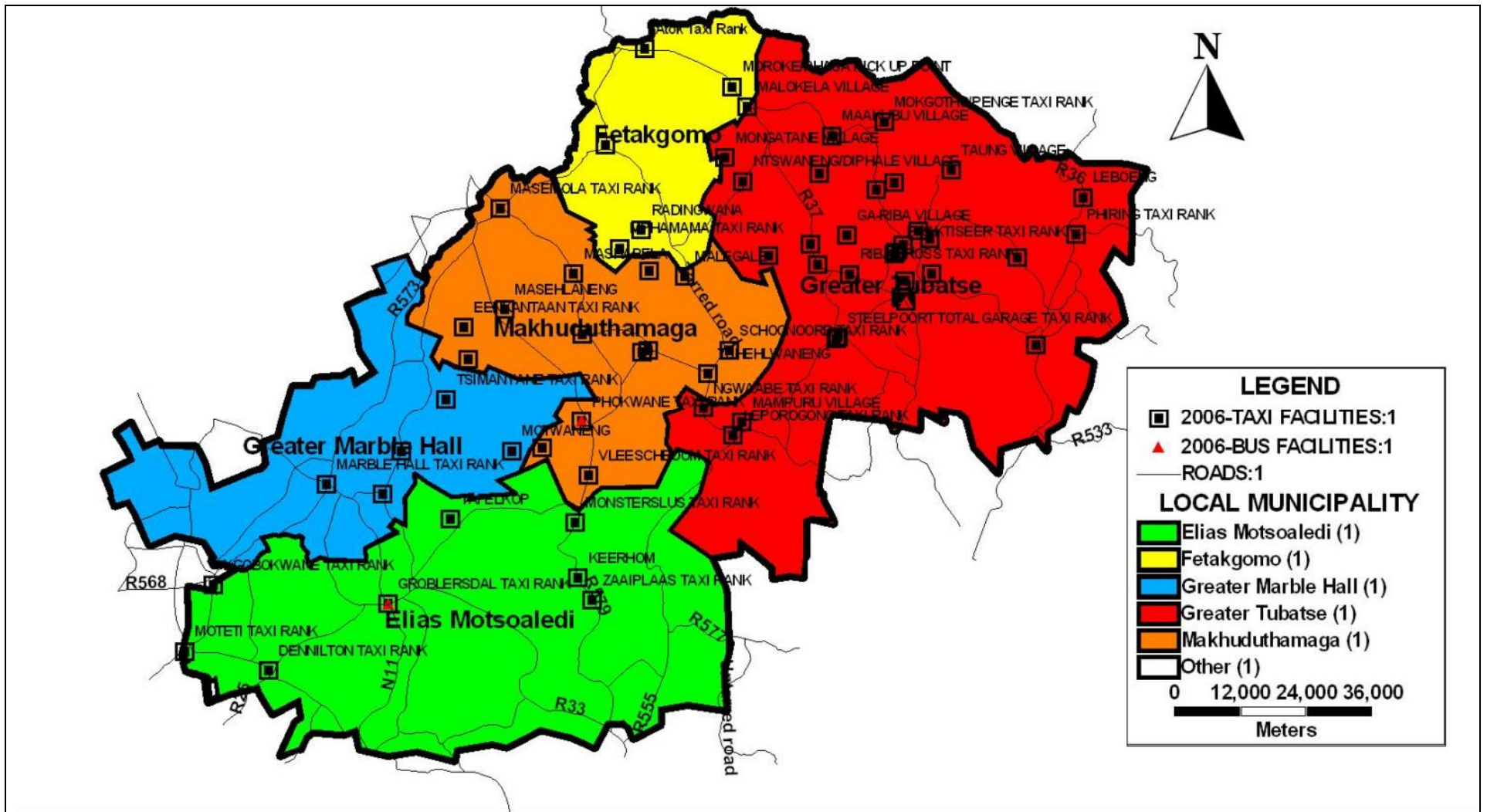


FIGURE 2.1.1: DISTRIBUTION OF PUBLIC TRANSPORT FACILITIES IN THE GSDM AREA

2.2 The description and use of major transport corridors and major facilities

The subsections below elaborate on the following:

- a) Major public transport corridors
- b) Major public transport facilities.

2.2.1 Major public transport corridors

The major roads that traverse the GTLM area include the R555, R37 and R36. Located along these major roads are the urban areas of the GTLM, namely Steelpoort, Burgersfort and Ohrigstad, as well as some smaller areas including Mooihoek and Bothashoek. All these areas, except for Ohrigstad, are grouped together near the intersection of the R555 and R37, which is roughly centrally located in the region. Ohrigstad is a small urban area, predominantly a service centre, located on the eastern edge of the local municipal area. It is affected mainly by the R36 and traffic moving through the area from Lydenburg in the south to places such as Hoedspruit, Blyde River or Phalaborwa in the north.

Road R37 forms part of the Dilokong corridor that is defined as an area stretching from Polokwane in the north to Burgersfort in the south with Road R37 forming the spine of the corridor. There are many rural villages and several platinum and chrome mines along Road R37. Implicit in this situation is a large number of public transport vehicles travelling in the area. A greater number of vehicle trips are expected as a result of increased mining activities. Road R37 is of national, provincial and local importance.

In addition, the significant public transport corridors in the Greater Groblersdal LM are from Monsterlus to Groblersdal and from Tsimanyane to Groblersdal. The significant public transport corridor in the Greater Marble Hall LM is from Leeufontein to Marble Hall.

Table 2.2.1.1 indicates the major corridor routes, as obtained from the GSDM-CPTR.

CORRIDOR	DESCRIPTION
Road R37	Villages along Road R37 to Burgersfort (Dilokong corridor)
Road R36	Leboeng to Ohrigstad
Road R555	Steelpoort to Burgersfort
To be Confirmed	Monsterlus to Elias Motsoaledi
To be Confirmed	Tsimanyane to Motsoaledi
To be Confirmed	Leeufontein to Marble Hall
Road R555	Ohrigstad to Burgersfort

2.2.2 Major public transport facilities

Section 2.1 indicates that there is a lack of facilities for public transport operators, as more than 74% of the taxi facilities in the GSDM area are informal. The following figures illustrate the state of the ranks in the GSDM area:

- a) 75% of taxi facilities are on-street facilities
- b) 74% of taxi facilities are informal facilities
- c) 12% of taxi facilities have lighting
- d) 19% of taxi facilities are paved
- e) 2% of taxi facilities have public telephones
- f) 11% of taxi facilities have offices
- g) 17% of taxi facilities have shelters
- h) 15% of taxi facilities have ablution blocks.

Table 2.2.2.1 indicates the major public transport facilities in the GSDM area, as identified by means of the GSDM-CPTR.

FACILITY NAME	STATUS: FORMAL/INFORMAL
a) Jane Furse Taxi Rank	Formal
b) Groblersdal Taxi Rank	Formal
c) Marble Hall Taxi Rank	Formal
d) Burgersfort (Eastern Leolo) Taxi Rank	Informal
e) Wayside Taxi Rank	Informal
f) Jane Furse Plaza Taxi Rank	Formal
g) Maroni Taxi Rank	Formal
h) Tsimanyani Taxi Rank	Informal
i) Vleeschboom Taxi Rank	Formal
j) Leeukop Taxi Rank	Formal
k) Leborogong Taxi Rank	Informal
l) Praktiseer Taxi Rank	Informal
m) Steelpoort Total Garage Taxi Rank	Informal
n) Ngwaabe Taxi Rank	Informal
o) Burgersfort Bus Rank	Formal

The GSDM-CPTR contains a full list of the public transport facilities in the GSDM area, together with the relevant CPTR-ID number of each facility.

2.2.3 Public transport services operating in parallel to one another and competing for the same market

Parallel services are services operating during similar time periods and of comparable quality and cost to the passenger, serving passengers of whom the majority has the same origin and destination. Where more than one mode makes up the parallel service, transfer between modes should be integrated and not be time-consuming.

No parallel services are provided in the GSDM area of jurisdiction. Table 2.2.3.1 indicates the subsidised bus operators as identified as part of the GSDM CPTR.

Operator	Area of operations	Vehicles
a) Great North Transport	Elias Motsoaledi	18
b) Great North Transport	Greater Marble Hall	12

Table C-1 in Appendix C of this report indicates the following for the respective bus and taxi operations in the GSDM area:

- a) Origin of trip
- b) Destination of trip
- c) Taxi route number
- d) Bus route number
- e) Whether taxis and/or buses actively operate on the route.

The GSDM Rationalisation Plan contains a detailed plan of action concerning the strategy that should be followed to address the above-mentioned parallel routes.

2.2.4 Any significant regulatory issues and impediments

In terms of significant regulatory issues and impediments, the following are relevant:

- a) The incorporation of taxis in the GSDM area that previously formed part of the Mpumalanga Taxi Industry should be addressed in an effective and adequate manner.
- b) There is poor law enforcement in terms of operating licences and also the lack of transport-related by-laws including the rank management mechanisms that should be provided by government.
- c) Route colour-coding for taxis together with the relevant law enforcement with scanners should be implemented as soon as possible to ensure peace and stability in the minibus-taxi industry in the GSDM area.
- d) The metered-taxi industry should be formalised at local municipality level.
- e) Operating licences that have not yet been issued to date should be awarded.

- f) There is an indication that there is an oversupply of taxi vehicles, as well as of illegal operations. These are major contributors to conflicts among taxi operators.
- g) Some of the taxi operators have too many routes, as part of the applied operating licence and the number of these routes should be reduced.

Chapter

3. POLICY FRAMEWORK

This section of the OLS report describes the relevant policies and principles guiding the future development of public transport in the area, including but not limited to the roles of modes and preferred modes, parallel-subsidised services and commercial service contracts.

The sections below elaborate on the following:

- a) Existing relevant policy
- b) Policy to be accepted
- c) Roles of modes in the area
- d) Preferred modes
- e) Parallel-subsidised and commercial service contracts.

3.1 Existing relevant policy

In order to gain a proper understanding of the existing policy currently in place, it is advisable to discuss this section in terms of the policy at –

- a) national level;
- b) provincial level;
- c) district level; and
- d) local level.

The sections below elaborate on the above-mentioned policy levels. However, the first subsection does not elaborate on the details but instead indicates the main factors.

3.1.1 Existing national policy

The following policies are relevant:

- a) Definitions: excerpt from the National Land Transport Transition Act, Act 22 of 2000 (see Appendix A-1 for a copy)
- b) Section 24 and section 4 of the National Land Transport Act, Act 22 of 2000 (see Appendix B for a copy)
- c) National Land Transport Strategic Framework
- d) Moving South Africa
- e) National Strategic Vision
- f) Urban Renewal Development Strategies
- g) Growth, Employment and Redistribution
- h) Sustainable Rural Development Strategies

- i) NMT Policies
- j) Cross-border legislation
- k) National White Paper on Transport Policy.

In terms of the national White Paper on Transport Policy, one of the most significant strategic objectives in planning and regulation was that operator permits should be replaced by permissions (later called operating licences) issued in terms of approved passenger transport plans. This objective has to a large extent been achieved but has not yet been completed. The other objectives for land passenger transport are as follows:

- i) To ensure sustainable and dedicated funding for passenger transport infrastructure, operations and law enforcement
- ii) To encourage more efficient urban land-use structures, correcting spatial imbalances and reducing travel distances and times for commuting to a limit of about 40 km or one hour in each direction
- iii) To promote the use of public transport in preference to private car travel, with the goal of achieving a ratio of 80:20 between public transport and private car usage
- iv) To promote rural development that will improve access to job opportunities by ensuring that rural workers are housed in close proximity to their work locations and services, thereby reducing the need to travel
- v) To ensure that passenger transport services address user needs, including those of commuters, pensioners, the aged, scholars, the disabled, tourists and long-distance passengers
- vi) To improve accessibility and mobility, limiting walking distances to less than about one kilometre in urban areas
- vii) To provide an appropriate and affordable standard of accessibility to work, commercial and social services in rural areas
- viii) To ensure that public transport is affordable, with commuters spending less than about 10 per cent of disposable income on transport
- ix) To promote safe and secure, reliable and sustainable passenger transport
- x) To provide readily accessible information to assist the users of passenger transport.
- xi) To provide appropriate institutional structures which facilitate the effective and efficient planning, implementation, funding, regulation and law enforcement of the passenger transport system, devolved to the lowest competent level
- xii) To encourage, promote and plan for the use of non-motorised transport where appropriate
- xiii) To provide for the registration of all public transport operators as formalised commercial entities, bound by the regulations pertaining to their permission to operate
- xiv) To promote and implement a system of regulated competition for public transport routes or networks, based on permissions or tendered contracts
- xv) To empower and assist disadvantaged operators to participate meaningfully in the land passenger transport system
- xvi) To ensure that operations become economically viable, requiring the minimum financial support

- xvii) To foster a stable environment for investment in the public transport industry
- xviii) To encourage a professional approach to the management and operation of passenger transport on land
- xix) To foster manpower and human resources development
- xx) To ensure that transport modes are integrated in respect of scheduling, routes and ticketing systems
- xxi) To promote acceptable and fair labour practices in the public transport industry
- xxii) To ensure that passenger land-transport operations are more environmentally sensitive and sustainable and are energy efficient
- xxiii) To promote strong, diverse, efficient and competitive long-distance passenger transport and charter sectors within the limits of the sustainable transport infrastructure and to enhance the quality of such services through the provision of safe, secure, reliable and cost-competitive systems.

The following acts are relevant:

- a) National Land Transport Transition Act, Act 22 of 2000:
 - i) Definitions: excerpt from the National Land Transport Transition Act, Act 22 of 2000 (see Appendix A-1 for a copy)
 - ii) Section 24 and section 4 of the National Land Transition Act, Act 22 of 2000 (see Appendix B for a copy).
- b) Municipal Structures Act, No. 117 of 1998, as amended
- c) Municipal Systems Act, No. 32 of 200, as amended
- d) Development Facilitation Act, No. 67 of 1995, as amended
- e) Public Finance Management Act, No. 1 of 1999.

3.1.2 Existing provincial policy

Section 22 of the National Land Transport Transition Act (NLTTA) provides for the formulation of provincial land transport frameworks. Although the format and contents of the provincial transport strategy are not the same as the prescribed contents of the provincial land transport frameworks, the framework could be regarded as an equivalent mechanism to provide direction for future activities.

The Limpopo Province has published its White Paper on the Provincial Transport Policy, which is premised on the national policies. The said policy is attached to the Provincial Land Transport Framework.

The Limpopo Province Land Transport Framework was recently updated during 2006, but has not yet been approved by all relevant stakeholders. The Limpopo Provincial Transport Strategy, *Limpopo in Motion*, is used as the main reference document for compiling the

provincial transport-related policy for the Limpopo Province. The document was approved at the Limpopo Transport Summit held in November 2003.

Section 22 of the National Land Transport Transition Act (NLTTA) provides for the formulation of provincial land transport frameworks. Although the format and contents of the provincial transport strategy are not the same as the prescribed contents of the provincial land transport frameworks, the framework could be regarded as an equivalent mechanism to provide direction for future activities.

The vision statement for transport in the Limpopo Province is as follows:

AN INTEGRATED, SAFE, RELIABLE, EFFICIENT AND AFFORDABLE MULTIMODAL TRANSPORT SYSTEM THAT WOULD ENABLE THE OPTIMUM CREATION OF TIME AND PLACE UTILITY THROUGH MOBILITY.

The subsection below elaborates on the following:

- a) Limpopo provincial policy goals
- b) Limpopo policy objectives
- c) Strategic objectives and mission statements in terms of land transport
- d) Specific policy objectives.

3.1.2.1 Limpopo provincial policy goals

The policy goals for transport in the Limpopo Province, as reflected in the relevant White Paper, are as follows:

- a) To develop, co-ordinate, implement and manage an integrated, multimodal transport system
- b) To support the process of democratisation, reconstruction and development of the Limpopo Province
- c) To act as a catalyst for social upliftment and economic growth
- d) To ensure that the system is balanced, equitable and non-discriminatory
- e) To ensure that the system is also reliable, effective, efficient, safe, accessible, affordable and environmentally friendly.

3.1.2.2 Limpopo policy objectives

Specific policy objectives are as follows:

- a) Identify issues and set priorities for transport within the framework of the social and economic reconstruction and development objectives for the Limpopo Province

- b) Establish an institutional framework within which transport can be directed optimally
- c) Ensure a dependable, accountable, informative and transparent financial and administrative system
- d) Direct the management of transport through the optimum use of human and other resources towards the planning, public participation, implementation, co-ordination and monitoring of the transport system
- e) Regulate and control the transport system to ensure that its full potential can be achieved
- f) Ensure that sufficient, timely and effective traffic control and safety are maintained.

3.1.2.3 Strategic objectives and mission statements in terms of land transport

The following are relevant:

- a) Social responsibilities and affordability
- b) User-pays principle
- c) Regulation of public passenger transport (requirements, administration, qualification for and allocation of permits, cross-border issues)
- d) Formalisation, structuring and unification of the taxi industry
- e) Violence and criminality in the transport industry
- f) Service provision and system development
- g) Modal integration
- h) Land transport service provision
- i) Infrastructure development
- j) Co-ordination of freight transport.

3.1.2.4 Specific policy objectives

The following are relevant:

- a) Planning approach

The approach to transport planning and co-ordination is based on co-operation among all authorities in all spheres; the integration of land-use development and transport planning which should be concentrated in and around transport corridors, based on densification and the containment of urban sprawl; alignment to national objectives for more effective transport systems, giving priority to public transport and higher-capacity vehicles allowing more effective mass transport systems; and consultation with the users and providers of services.

- b) General planning principles

Transport plans have to form part of the integrated development plans prepared for the local sphere, subject to compliance with an integrated policy framework formulated through ongoing proper consultation that is consistent with the objectives for land

development; which should enhance employment opportunities and activities; based on mixed land-use and high-density residential development nodes within transport corridors; and the effective functioning of urban towns and rural communities as well as industrial areas.

Transport plans should optimise and/or maximise accessibility to and the utilisation of public transport services, facilities and infrastructure; with the focus on modal integration, preventing an adverse impact on the environment and promoting natural ecological and tourism areas; with equity in system development and funding support for low-volume areas.

Differentiated standards and norms should be developed for urban and rural areas respectively.

c) Specific aspects requiring co-ordination

The following require co-ordination: the information contained in ITPs; strategies to ensure land-use and transport integration; responsibilities of transport authorities and municipalities; co-ordination of cross-border transport; road and rail transport planning; consistency of policy and standards; public transport services; infrastructure provision; land-use and transport planning; policy and legislation; inter-local/rural authority co-ordination; inter-provincial co-ordination and funding.

d) Focus areas in the planning process

The focus areas in the planning process are the corridor developments categorised in terms of national, local and regional corridors; mixed land-uses; densification; the facilitation of co-ordination and integration; requirements for and the co-ordination of project management.

Protection of the environment is a particular focus point in all transport-related projects, in terms of planning and implementation as well as the ongoing maintenance programme.

3.1.3 Existing district policy

The transport-related output for the Greater Sekhukhune District Municipality is shown in Table 3.1.3.1. This output comprises the overarching strategies for the district and it is therefore fairly broad. Table 3.1.3.2 indicates priorities from a local municipality perspective, which are summarised as part of the GSDM-IDP. To conclude the IDP input from a district perspective, it should be mentioned that not enough emphasis is placed on public transport. This is proven by the fact that no provision for certain public transport facilities was included in the IDP.

TABLE 3.1.3.1: TRANSPORT-RELATED DISTRICT STRATEGIES INDICATED AS PART OF THE GSDM IDP											
Key Performance Area	Objectives	Project	Key Performance Indicators/ Targets	Funding source	Total cost	2006/07				2007/08	2008/09
						Q1	Q2	Q3	Q4		
Co-ordination of forums	To identify roads and transport needs and monitor implementation	Forum meetings to assess progress with projects	Improved management of taxi ranks. Transport in rural areas. Provision for maintenance of roads.	GSDM	R12 000	R3000	R2 000	R 4 000	R3 000	R15 000	R300 000
	To identify and address energy-related issues in the district	To bring together all energy stakeholders To disseminate information from Provincial Energy Forum and co-ordinate FBE (costing)	Improve the management of energy issues and commitment by locals Increment in tokens collected	GSDM	R12 000	R3 000	R2 000	R4 000	R3 000	R15 000	

TABLE 3.1.3.1: TRANSPORT-RELATED DISTRICT STRATEGIES INDICATED AS PART OF THE GSDM IDP											
Key Performance Area	Objectives	Project	Key Performance Indicators/ Targets	Funding source	Total cost	2006/07				2007/08	2008/09
						Q1	Q2	Q3	Q4		
Review of transport plan	To assess the performance of transport facilities and public transport operations	Review the Current Public Transport Records (CPTR)	Report on the status of public transport in the district	GSDM	R500 000	R200 000	R200 000	R100 000		R200 000	R200 000
Roads Master Plan	To assess the road network and investigate costs	Development of the plan Road management system	Roads Master Plan Roads management system	GSDM	R500 000	R300 000	R200 000			R250 000	R250 000
Non-motorised transport plan Feasibility	To assess the feasibility of using non-motorised transport	Investigate the feasibility of using non-motorised transport	Feasibility report	GSDM	R300 000	R150 000	R150 000			R200 000	R200 000
Letsema	To impart project implementation skills in the maintenance of small projects To fast-track	Maintenance of public infrastructure	Communities trained in the maintenance of public infrastructure.	GSDM	R300 000	R150 000			R150 000	R300 000	R300 000

TABLE 3.1.3.1: TRANSPORT-RELATED DISTRICT STRATEGIES INDICATED AS PART OF THE GSDM IDP											
Key Performance Area	Objectives	Project	Key Performance Indicators/ Targets	Funding source	Total cost	2006/07				2007/08	2008/09
						Q1	Q2	Q3	Q4		
	implementation of small projects										
Operation and maintenance	To maintain roads in Fetakgomo and the District's roads		Roads maintained	GSDM	R2m	R500 000	R500 000	R500 000	R500 000	R2m	R2m

Table 3.1.3.2 gives an indication of the public transport infrastructure projects that are part of the GSDM IDP.

TABLE 3.1.2.2: PUBLIC TRANSPORT INFRASTRUCTURE PROJECTS AS IDENTIFIED BY THE GSDM-IDP		
Local Municipality	IDP Project Number	Name of facility
Greater Groblersdal Local Municipality	Monsterlus Taxi Rank	GSDM/GGM/06/R001
Greater Tubatse Local Municipality	Moroke Taxi Rank	GSDM/GTM/06/R002
Greater Marble Hall Local Municipality	Tsimanyane Taxi Rank	GSDM/GMH/06/R003
Makhuduthamaga Local Municipality	Apel Cross Taxi Rank	GSDM/MK/06/004
Fetakgomo Local Municipality	Atok Taxi Rank	GSDM/FT/06/005

3.1.4 Existing local policy

The major source of information about transport for the respective local municipalities was their respective Integrated Development Plans (IDP). Tables 3.1.4.1 to 3.1.4.5 show the transport-related local strategies or projects indicated as part of the IDP for the following respectively:

- a) Greater Marble Hall Municipality
- b) Elias Motsoaledi Municipality
- c) Greater Tubatse Municipality
- d) Fetakgomo Municipality
- e) Makhuduthamaga Municipality.

TABLE 3.1.4.1: TRANSPORT-RELATED LOCAL STRATEGIES INDICATED AS PART OF THE ELIAS MOTSOLEDI LOCAL MUNICIPALITY IDP
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TO BE CONFIRMED

TABLE 3.1.4.2: TRANSPORT-RELATED PROJECT IDENTIFIED BY THE IDP OF MARBLE HALL

Programme Objective: To promote an effective and affordable transport system to cater for the whole of the municipal area					Target for the year: A transport infrastructure and system project				
Project ID	Project name	Project location	Project beneficiaries		Key Performance Indicator	Period	Budget allocation	Source of funding	Implementing agency
7000	Integrated transport plan	<ul style="list-style-type: none">GMHM	GMHM communities	To compile a transport plan which will be integrated with provincial and district plans	Compilation of transport plan	30 June 2007	300 000	DBSA GMHM	GMHM

TABLE 3.1.4.3: TRANSPORT-RELATED LOCAL STRATEGIES INDICATED AS PART OF THE GREATER TUBATSE LOCAL MUNICIPALITY IDP
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TO BE CONFIRMED

TABLE 3.1.4.4: TRANSPORT-RELATED LOCAL STRATEGIES INDICATED AS PART OF THE FETAKGOMO LOCAL MUNICIPALITY IDP
--

TO BE CONFIRMED

TABLE 3.1.4.5: TRANSPORT-RELATED LOCAL STRATEGIES INDICATED AS PART OF THE MAKHUDUTHAMAGA LOCAL MUNICIPALITY HALL IDP
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TO BE CONFIRMED

3.2 Policy to be adopted

In addition to the Provincial Land Transport Framework in the *Limpopo in Motion* document, the policy framework compiled in this chapter provides particular guidance for the provision of a Public Transport Plan (PTP). Furthermore it is extremely important in terms of *Limpopo in Motion* to highlight the following:

- a) Vision statement
- b) Policy goals
- c) Objectives.

3.2.1 Vision statement

The vision statement of transport in the Limpopo Province as stated in the *Limpopo in Motion* document, is to provide:

“AN INTEGRATED, SAFE, RELIABLE, EFFICIENT AND AFFORDABLE MULTIMODAL TRANSPORT SYSTEM THAT WOULD ENABLE THE OPTIMUM CREATION OF TIME AND PLACE UTILITY THROUGH MOBILITY”

The vision statement of transport as stated in the National White Paper for transport, is to –

“PROVIDE SAFE, RELIABLE, EFFECTIVE, EFFICIENT AND FULLY INTEGRATED TRANSPORT OPERATIONS AND INFRASTRUCTURE WHICH WILL BEST MEET THE NEEDS OF FREIGHT AND PASSENGER CUSTOMERS AT IMPROVING LEVELS OF SERVICE AND COST, IN A FASHION WHICH SUPPORTS GOVERNMENT STRATEGIES FOR ECONOMIC AND SOCIAL DEVELOPMENT WHILST BEING ENVIRONMENTALLY AND ECONOMICALLY SUSTAINABLE”

3.2.2 Policy goals

Transport in the Limpopo Province, as stated in the *Limpopo in Motion* document, has the following goals:

- a) To develop, co-ordinate, implement and manage an integrated, multimodal transport system
- b) To support the process of democratisation, reconstruction and development in the province
- c) To act as a catalyst for social upliftment and economic growth
- d) To ensure that the system is balanced, equitable and non-discriminatory
- e) To ensure that the system is also reliable, effective, efficient, safe, accessible, affordable and environmentally friendly.

3.2.3 Objectives

The objectives of transport in the Limpopo Province as stated in the *Limpopo in Motion* document are as follows:

- a) To address issues and priorities for transport within the framework of social and economic reconstruction
- b) To provide an institutional framework within which transport can be directed optimally
- c) To provide a dependable, accountable, informative and transparent financial and administration system
- d) To manage transport efficiently and effectively
- e) To ensure regulation and control
- f) To ensure that sufficient, timely and effective traffic control and safety are maintained.

Some of the national strategic objectives for land transport in terms of public transport as stated in the *National Land Transport Strategic Framework 2002 to 2007* are as follows:

- a) To promote public transport over private transport
- b) To develop transport plans in all three spheres of government
- c) To promote transport authorities in selected municipalities
- d) To provide efficient and effective regulatory services through the provincial licensing board
- e) To have safer public transport services for passengers
- f) To upgrade the selected public transport infrastructure
- g) To introduce appropriate information systems
- h) To formalise and regulate the taxi industry, and recapitalise the minibus-taxi fleet
- i) To provide all subsidised road-based passenger transport services in terms of tendered or negotiated contracts
- j) To introduce effective performance regulation for rail, and to clarify ownership and competition issues as they affect the three spheres of government.

The transport-related issues identified by the GSDM as well as by the respective local municipalities as part of the Integrated Development Plan, would naturally also play a role.

3.3 Roles of modes in the area

The role of the transport modes along specific corridors can only be decided upon in principle, and should then be implemented over a period of time. The role of modes largely depends on the availability of infrastructure and facilities, the distance travelled and the volume of passengers. If the mode that would be dominant along a certain route is below standard in quality, support should be given for such a mode along a certain corridor, on condition that the quality of the mode is upgraded by the transport operators.

3.4 Preferred modes

The major modes of public transport in the GSDM area are currently taxis, buses and walking.

The aim in the long term would be for the bus mode to provide bulk transport and for other modes to serve as feeder modes. However, it is important to note that a public transport service in a rural area differs from a public transport service in an urban area. Moreover it should be noted that the taxi industry currently provides job opportunities to a large number of drivers.

The planned future development of public transport in any particular area or corridor may require a complete reconsideration of the entire transport system in general, and of the appropriate role of each mode in such a system in particular. In this regard, the specific requirement of the NLTTA and one that emphasises planning, is that the focus should be on addressing the needs of customers.

4(1)(a) Public transport services –

(iv) are so designed that appropriate modes should be selected and planned for on the basis of where they have the highest impact on reducing the total system's cost of travel, and this decision should be informed by an appropriate assessment of the impact on the customer and the anticipated customer reaction to such change; and

(v) should be planned so that customer needs would be met by facilitating customers' reaction to system changes in the planning process and by maximising the integration of such services.

Based on the planning guidelines for the OLS, such comprehensive planning will be required from all Planning Authorities which have subsidised public transport and will typically be carried out as part of the development of their Rationalisation Plans and, eventually, their Public Transport Plans. It is unlikely that Planning Authorities without subsidised public transport would have to be concerned with such a replanning of their entire transport system.

3.5 Parallel subsidised services and commercial service contracts

As regards subsidising the public transport system, it is mentioned above that no parallel routes are currently being subsidised in the GSDM area. The GSDM Rationalisation Plan addresses the issue in detail.

Chapter

4. RESTRUCTURING, INTERVENTIONS, CONDITIONS AND EVALUATIONS

This section elaborates on the following:

- a) Restructuring
- b) Interventions
- c) Conditions
- d) Evaluations.

4.1 Restructuring

The restructuring of the public transport system in the area of jurisdiction of the GSDM is discussed in this section of the OLS. It focuses on the following:

- a) A broad perspective on the future development of the public transport system in practical terms
- b) The rationalisation of subsidised services
- c) The restructuring of unsubsidised services.

4.1.1 Broad perspective on the future development of the public transport system

The users of the public transport system on the respective corridors leading to the relevant local municipalities need a reliable, safe and adequate public transport system. The public transport system should create an atmosphere for workers that would be conducive to higher productivity. However, it is important that the transport system should cater for the transport of not only workers but also shoppers, scholars and people with disabilities.

The purpose of the Sekhukhune District Municipality spatial rationale is, therefore, to identify an optimal spatial pattern, which by implication means that the land needed for the various macro land uses, such as settlement (e.g. residential areas, industrial and business zones), agricultural development, mining activities, nature conservation, etc. should be preserved for existing, as well as future development in order to prevent or minimise the degradation of the areas or land uses.

There are five local municipalities in the SDM:

- a) Elias Motsoaledi
- b) Greater Marble Hall
- c) Greater Tubatse
- d) Fetakgomo

e) Makhuduthamaga.

Table 4.1.1.1 provides a summary of the population per local municipality, based on the 2001 census information.

Local Municipality	Population
Elias Motsoaledi	220 739
Greater Marble Hall	121 323
Greater Tubatse	270 122
Fetakgomo	92 092
Makhuduthamaga	262 921
Total	967 197

The GSDM had borders across the Limpopo Province and Mpumalanga Province.

The GSDM is mostly rural: 95% of the total population reside in the rural areas, and only 5% in the urban areas. Most communities are sparsely populated and distributed among low-density villages. The relatively densely populated semi-urban areas are Groblersdaland Marble Hall, Burgersfort, Jane Furse, Ohrigstad, Steelpoort and Driekop. There are no Transport Authorities and Metropolitan Municipalities in the GSDM.

There is gradual economic development specifically in agriculture, mining and tourism. Mining is significant in the Greater Tubatse LM. There is speculation that Steelpoort may be one of the fastest-growing towns in South Africa, as a result of mining activities. The projected growth for all major towns in the GSDM is 1,2% annually until 2006 and thereafter 1% annually until 2008. However, the unemployment rate (70% of the economically active people) is very high in the GSDM.

Car ownership is low and commuters depend on public transportation. Furthermore, the mobility of communities is a serious concern.

In broad terms, the three particular areas where public transport should be developed as part of a future multimodal integrated public transport system are as follows:

- a) Main nodes in terms of commercial activities
- b) Corridor routes
- c) Public transport routes in the villages.

The next subsection elaborates on these three areas.

4.1.1.1 Main nodes in terms of commercial activities

The main nodes in terms of commercial activities in the GSDM area are mainly related to the central business districts (CBDs) of the respective local municipalities, namely:

- a) Elias Motsoaledi
- b) Greater Marble Hall
- c) Greater Tubatse
- d) Fetakgomo
- e) Makhuduthamaga.

It is extremely important to achieving a viable public transport system that integrated multimodal facilities should be provided in the respective local municipalities in the course of time. This does not imply that all the facilities should be located at one specific site but it is essential to link the facilities in a practical and feasible way. In conclusion, the multimodal facility should make provision for the following:

- a) Local taxis
- b) Long-distance taxis
- c) Local buses
- d) Long-distance buses
- e) Metered taxis
- f) Hawkers.

To conclude this section, it is important for every local municipality to develop its CBD in a fashion that would make it safe, convenient and user-friendly.

4.1.1.2 Corridor routes

It is vital that the corridor routes in the GSDM area should provide facilities and public transport systems, which would improve the local communities' accessibility to transport.

The following are typical elements that should be included in the public transport system along the corridor routes:

- a) All major public transport facilities should be located as close as possible to the main accessible roads, in other words the corridors
- b) Special care should be taken at the public transport facilities, especially those on the main corridor roads, to ensure that pedestrians can cross the road safely
- c) Public transport transfer facilities should also serve all major towns in the region, as this would provide a link between the villages and the major towns
- d) The feeder modes to public transport facilities from the respective passengers' homes could include buses, taxis, private vehicles, bicycles and walking

- e) The major multimodal facilities should be developed as close as possible to the corridor routes
- f) The aim should be for all facilities related to public transport to have the same theme and architectural design for a specific local municipality, as this would create an atmosphere of unity for public transport in the GSDM area.

4.1.1.3 Public transport routes in the villages

Special attention should be given to providing public transport facilities on the rural roads in the GSDM area. Such provision refers specifically to shelter and toilet facilities at loading and off-loading facilities.

4.1.2 Rationalisation of subsidised services

See Table C-2 of Appendix C of this report for information about the relevant subsidised services. The GSDM Rationalisation Plan contains detailed information about the rationalisation of subsidised services in the GSDM area.

4.1.3 Restructuring of unsubsidised services

Resolving the following issues is an ongoing process and should receive serious consideration as part of the restructuring of non-subsidised public transport services:

- a) The role of each transport mode
- b) The use of public transport facilities
- c) Avoidance of wasteful competition
- d) A balance between the demand for and supply of transport services
- e) The bottlenecks in infrastructure which result in congestion on the major corridors
- f) The needs of passengers
- g) The role of the minibus-taxi services
- h) Improvement in the viability of minibus-taxi services.

It should be emphasised that the taxi industry should utilise the concept of co-operatives so that the industry could become competitive in the provision of public transport in the area. An example of the use of co-operatives is that when tenders are advertised for the transport of workers, it can be expected that the bulk of the transport would require buses. As a co-operative, the taxi industry would be able to tender for such a service, and this would prevent conflict in the long term. The provincial taxi co-operative in relation with district co-operatives should therefore become involved in the restructuring of unsubsidised services.

Concerning the guidelines for the preparation of the OLS, the following two operational matters should be dealt with in the Operating Licensing Strategy in the restructuring of non-subsidised services:

- a) The taxi recapitalisation project
- b) The conclusion of commercial service contracts.

The sections below elaborate on these operational matters.

4.1.3.1 Taxi recapitalisation

In terms of the guidelines for the implementation of the OLS, routes should be identified for the employment of the recapitalisation vehicles in consultation with the minibus-taxi industry, clearly indicating the impact this may have on the number of operating licences for any particular route.

The taxi industry in the GSDM area, however, strongly believes that SANTACO should guide the industry about which taxi routes should be identified first for taxi recapitalisation. Tables 4.1.3.1.1 and 4.1.3.1.2 respectively indicate the taxi routes that have more than 400 passengers and are consequently the busiest taxi routes in the GSDM area. These busy routes were identified during the CPTR process and may be considered for taxi recapitalisation purposes, for the –

- a) AM peak (06:00 to 09:00); and
- b) PM peak (15:00 to 18:00) respectively.

The following are extremely important to the issuing of operating licences with regard to the taxi-scraping process:

- a) Information provided on operating licences should be correct
- b) Operating licences should be issued on time.

TABLE 4.1.3.1.1: SUMMARY OF BUSIEST TAXI ROUTES (AM peak between 06:00 and 09:00)

Main route	MAIN ROUTE DESCRIPTION	Survey period (days)	No. of passengers during period	No. of passengers per peak period	No. of seats	% of seats used	No. of trips	Average occupation per vehicle	Unique taxi trips	Average No. of trips per taxi
L-R0007F-S	ALVERTON to BURGERSFORT	1	992	992	994	100	68	14,60	23	02,96
L-R0112R-S	TUKAKGOMO to STEELPOORT/ BURGERSFORT	1	853	853	1137	75	81	10,50	44	01,84
L-R0016F-S	STEELPOORT to BURGERSFORT	1	816	816	816	100	71	11,50	46	01,54
L-R0121-S	GA-MAPHOPHA to JANE FURSE	1	732	732	756	97	51	14,40	47	01,09
L-R0012F-S	PRAKTISEER to BURGERSFORT	1	641	641	644	100	44	14,60	25	01,76
TEMP-58F-S	ZAAIPLAAS to MONSTERLUS	1	626	626	626	100	43	14,60	32	01,34
L-R0024F-S	DRIEKOP/RIVER CROSS to BURGERSFORT	1	624	624	1304	48	88	7,10	86	01,02
L-R0024F-S	DRIEKOP/RIVER CROSS to BURGERSFORT	1	624	624	1304	48	88	7,10	86	01,02
TEMP-5F-S	PHOKWANE to GROBLERSDAL	1	621	621	622	100	42	14,80	28	01,50
L-R0030F-S	MANOKE to BURGERSFORT	1	511	511	1082	47	99	5,20	35	02,83

TABLE 4.1.3.1.2: SUMMARY OF BUSIEST TAXI ROUTES (PM peak between 15:00 and 18:00)

Main Route	MAIN ROUTE DESCRIPTION	Survey period (days)	No. of passengers	No. of passengers per peak period	No. of seats	% of seats used	No. of trips	Average occupation per vehicle	Unique taxi trips	Average No. of trips per taxi
L-R0024F-S	DRIEKOP/RIVER CROSS to BUGERSFORT	1	602	602	662	91	44	13,7	42	01,05
L-R0024F-S	DRIEKOP/RIVER CROSS to BURGERSFORT	1	602	602	662	91	44	13,7	42	01,05
L-R0061R-S	JANE FURSE to GROBLERSDAL	6	3 523	587	3569	99	240	14,7	113	02,12
TEMP-44F-S	MONSTERLUS to JANE FURSE	1	375	375	375	100	25	15,0	25	01,00
TEMP-30F-S	MONSTERLUS to GROBLERSDAL	1	360	360	360	100	24	15,0	22	01,09
TEMP-21F-S	TSIMANYANE to MARBLE HALL	1	322	322	590	55	41	07,9	31	01,32
TEMP-35R-S	GROBLERSDAL to MOTETEMA	6	1 777	296	1 777	100	122	14,6	45	02,71
L-R0012R-S	BURGERSFORT to PRAKTISEER	6	1 746	291	1 761	99	120	14,6	80	01,50
L-R0030F-S	MANOKE to BURGERSFORT	1	288	288	948	30	83	03,5	37	02,24
TEMP-48F-S	TSANTSABELA to MEHLARENG	1	278	278	276	101	20	13,9	16	01,25
TEMP-73F-S	VEESPLAAS to MARBLE HALL	1	275	275	285	96	20	13,8	13	01,54

4.1.3.2 Conclusion of commercial service contracts

As commercial service contracts are generally closely associated with metropolitan areas, this form of public transport is not considered at this stage for the GSDM area.

4.2 Interventions

Another determinant requiring consideration in assessing applications for operating licences is that the future structure of the entire public transport system in an area should be in line with the vision for public transport for such an area. This could include factors such as modal integration, the development of transfer facilities and the introduction of feeder services to and from such facilities.

As this is the first OLS and no Integrated Transport Plan (ITP) has been prepared yet in terms of Part 7 of the NLTTA, the vision for public transport and the longer-term restructuring of the public transport system have not yet been clearly defined.

4.3 Conditions

In addition to any other condition identified in the process, the Transport or Planning Authority may recommend further conditions, which in its opinion should be attached to the issuance of an operating licence for a particular service or combination of services.

The following conditions are recommended for the GSDM area:

- a) Proof of insurance cover
- b) Identification documents of ownership of vehicle
- c) Detailed description of proposed loading/off-loading point(s)
- d) Special equipment where required, such as meters for the metered taxis
- e) The proposed fare structure for the relevant service.

4.4 Evaluations

The following criteria were considered as part of the analysis of corridors and routes for the purpose of formulating recommendations on the disposal of applications for operating licences:

- a) Primary criteria:
 - i) Capacity utilisation per route
 - ii) Trips per vehicle within a peak period, in comparison with the potential number of trips that could be operated
 - iii) Passenger waiting times
 - iv) Capacity utilisation at origin rank
 - v) Capacity utilisation at destination rank
 - vi) Parallel and/or preferred modes.

- b) Secondary considerations:
 - i) Quality of parallel services
 - ii) Potential to bring about interventions in the public transport system
 - iii) Routes for consideration when the taxi recapitalisation process commences
 - iv) Validity periods to be linked to operating licences
 - v) Other conditions.

The following issues should be considered during the analysis of the operation of public transport services in bus corridors:

- a) Capacity utilisation on bus services during the peak periods
- b) Frequency of bus services
- c) Punctuality of the bus compared with the published timetable.

The following issues were considered during the analysis of the operation of public transport services in taxi corridors:

- a) Capacity utilisation of services and facilities
- b) Frequency of the services
- c) Waiting times and queue lengths for minibus-taxi users, when available
- d) The provision of and accessibility to transfer facilities.

- e) Competitive modes on route/corridor:

- i) Volume
- ii) Frequencies
- iii) Waiting time for passengers and vehicles
- iv) Quality of the transfer (distance between modes and waiting time).

The section below contains a discussion on evaluating for the GSDM area the information captured in the GSDM-CPTR in order to draw conclusions about whether or not the awarding of additional operating licences on particular routes should be supported.

The evaluation of the information is based on the following:

- a) Capacity utilisation per route
- b) Capacity utilisation per rank
- c) Vehicle and passenger queues and waiting times.

A description is also given of how to apply the conclusions drawn from the evaluation process, as part of the disposal of licence applications.

4.4.1 Capacity utilisation per route

As stated above, conclusions are drawn by evaluating the information about the GSDM area, available on the GSDM-CPTR database, according to capacity utilisation per route. In the conclusions, an indication is given in the following cases:

- a) Additional services could be supported after a detailed investigation of the situation with regard to supply of and demand for transport on the route, at the time of receiving an application. The conducting of such an investigation is outlined later in this section.
- b) If there is already an oversupply of services on a route and there is no need for additional licences.

Firstly, the capacity utilisation per route was evaluated because taxi operations are not scheduled services and vehicles depart when they are "full". In cases where the number of people inside the vehicle exceeds the number of seats, this may be an indication of overloading and not necessarily of undersupply.

In an effort to utilise and broaden the available data more effectively, certain assumptions were consequently made about the characteristics of the trips by minibus-taxi operators along certain routes. These assumptions were made in order to compare the estimated possible trips per taxi per peak period with the actual average trips per taxi per peak period, as observed during the process of collecting the CPTR data. In order to estimate the number of trips that a vehicle can undertake within a peak period on a specific route, the following assumptions were made:

- a) Average operating speed for minibus-taxis:
 - i) To allow for the possibility that operating speeds may differ on the different routes, the following were assumed:
 - Short-distance routes (< 5 km) = 50 km/h
 - Medium-distance routes (> 5 km <30 km) = 60 km/h
 - Long-distance routes (> 30 km) = 90 km/h.
- b) To allow for the time that taxis wait at the rank before loading, the following were assumed:
 - i) Short-distance routes (< 30 km) = 15 minutes
 - ii) Long-distance routes (> 30 km) = 30 minutes.

The above assumptions and the information available from the database were then utilised to calculate the estimated number of trips that a taxi could make during a specific survey period on a specific route. For the purpose of this OLS, an operating period of two hours was used for making the necessary route utilisation calculations.

Based on these assumptions, the estimated number of trips for each of the routes was calculated and compared for a specific peak with the actual average number of trips recorded during the CPTR data-collection process.

The rationale in this regard is as follows:

- a) If the average actual number of trips per taxi per route is smaller than the estimated number of trips per taxi to make that taxi viable, there is no need to issue further licences. In order to give the taxi industry the benefit of the doubt, a built-in safety factor of 20% was allowed. The safety factor therefore implies that if the average actual number of trips per taxi is greater than 80% of the estimated number of taxi trips, issuing an operating licence could be considered. As the information will become more accurate over time, the buffer of 20% would actually represent the growth permitted on the route. This in turn implies that as the information becomes more accurate, the buffer should be reduced accordingly.
- b) If the average actual number of trips per taxi per route is equal to the estimated number of trips per taxi, the implication is that the provision of public transport on the route is balanced.
- c) Theoretically the number of recorded trips should not be higher than the estimated number of trips. The following are possible reasons why the actual taxi trips could be higher than the estimated taxi trips:
 - i) The distance, average speed and waiting times are not accurate enough
 - ii) The operator does not travel the full route.

As part of such an investigation to determine whether additional licences should be awarded along a certain route, the following factors could for example be taken into account before making a final recommendation:

- a) Route and rank capacity utilisation
- b) Average waiting times for passengers and vehicles (short waiting times imply a sufficient supply of taxis whereas waiting times longer than 10 minutes imply a shortage of taxis)
- c) Average lengths of passenger queues and vehicle queues (long vehicle queues and short passengers queues imply an oversupply of taxis).

Furthermore it should be mentioned that when the distance for a specific route was too long to travel outward and inward within the specified two-hour peak, it was assumed that the vehicle could manage at most one trip during the peak, but the following factors were carefully monitored:

- a) Route and rank utilisation
- b) Average waiting times for passengers and vehicles
- c) Average lengths of passenger queues and vehicle queues.

Appendix E of this report contains detailed information about the recommendations on issuing the operating licences.

4.4.2 Capacity utilisation at ranks

The information about ranks and their utilisation, as contained in the GSDM-CPTR, was considered as part of the further evaluation of operations for the purpose of disposing of operating licence applications.

The purpose of rank utilisation surveys was to determine whether the rank had sufficient capacity to accommodate the taxis operating there. During these surveys, the following information was collected:

- a) The total number of facility bays, i.e. loading, holding or combined
- b) The count of the operational vehicles at the rank for specific time intervals (15 minutes).

The surveys were conducted for the morning (AM peak), midday peak and afternoon (PM peak) respectively.

It is extremely important to note that a large number of facilities in the GSDM area are informal facilities. In practice, this implies that it is virtually impossible to determine the rank utilisation accurately. The capacity of informal facilities is assigned a value of 1 to give an indication of the burden an informal facility places on the public transport system. Therefore the higher the percentage capacity utilisation above 100%, the greater the overload on the facilities.

It is generally accepted that when a rank is operating at capacity, an operating licence should not be issued. At this stage, as already indicated, there are few formal facilities in the GSDM area. In practice this means that it would be difficult to apply the principle of not issuing an operating licence when a rank has reached a high percentage of capacity utilisation. Although the provision of public transport facilities should be a high priority, it is recommended that in the medium term the policy should be as follows:

Applications for licences should not be supported by the GSDM, if the rank or ranks that would be used for operating the service as contemplated in terms of the application, have a utilisation of much greater than 100%, unless the GSDM knows of plans or has schemes to increase the capacity in the near future.

4.4.3 Calculations to determine the allowable number of operating licences per route

The following formula was used when calculating the number of operating licences required for the respective AM and PM peak periods per route for 15, 18 and 35-seater vehicles respectively:

$$\text{Number of operating licences required per route per peak period} = \frac{\text{Number of passengers per peak}}{(\text{Number of estimated trips per taxi for a specific peak period} * \text{size of the vehicle to be used})}$$

Whereas:

$$\text{Number of estimated trips per taxi for a specific peak period} = \frac{\text{Assumed duration of the relevant peak period}}{\text{Estimated time required to complete one inward- and outward-bound trip, including waiting times at ranks}}$$

The above-mentioned calculations were done for 15, 18 and 35-seater minibus-taxis. The following assumptions were also made in order to perform the calculations:

- a) A peak period of two hours was assumed
- b) Average operating speed for minibus-taxis:
 - i) To allow for the possibility that operating speeds may differ on the different routes, the following were assumed:
 - Short-distance routes (< 5 km) = 50 km/h
 - Medium-distance routes (> 5 km <30 km) = 60 km/h
 - Long-distance routes (> 30 km) = 90 km/h.
- c) To allow for the time taxis wait at the rank before loading, the following were assumed:
 - i) Short-distance routes (< 30 km) = 15 minutes
 - ii) Long-distance routes (> 30 km) = 30 minutes.

Table E-1 of Appendix E of this report contains a copy of the results of the above-mentioned calculations. It is extremely important to understand that it very difficult to comment on the expected reduction in the number of taxi operating licences per route. The reason is mainly that the extent of illegal taxi operations could not yet be determined.

4.4.4 Results and recommendations

Table E-1 of Appendix E contains a summary of the recommendations on issuing operating licences for specific taxi routes to taxi operators in the GSDM area, based on the discussions above. Table E-2 of Appendix E contains a summary of the information of the Limpopo Registrar of Taxis, about the number of operators per association in the GSDM area.

Based on all the findings, it should be noted that all existing routes are oversupplied and it is recommended that the awarding of additional licences should not be contemplated by the GSDM in the near future, unless there is clear evidence that the operating circumstances on such routes have changed significantly.

To conclude this section, it should be mentioned that the taxi industry requested strongly that serious consideration should be given to the development of an economic model to determine the required minimum and maximum number of taxis per owner on a specific route in relation to the number of passengers, in order to make a reasonable profit. When applying the model, two principles should be used:

- a) That not more than the maximum number of operating licences should be awarded to a specific operator
- b) That the existing operators who had fewer than the calculated maximum number of operating licences should be given preference when new operating licences were to be issued for a specific route.

The above-mentioned issue requires extensive input by the operators who, in this case, come predominantly from the taxi industry. The Limpopo Provincial Taxi Council with the assistance of SANTACO would be the key role players in providing this input.

Typical factors that should be taken in consideration are as follows:

- a) Distance
- b) Number of passengers
- c) Size of vehicle to be used
- d) Operating costs.

4.5 Procedures within the GSDM for disposing of operating licence applications

Chapter 6 contains detailed information about the consulting process to be followed in terms of the process for disposing of operating licence applications.

Upon receiving an application for comment from the Operating Licence Administrative Body (OLAB), it is recommended that the local municipality should use the following procedure, as part of disposing of operating-licence applications:

- a) The route relevant to the application and its status with regard to capacity utilisation should be identified
- b) If further investigations are indicated, these should be carried out
- c) Records should be checked to determine whether applications for additional licences have been supported and whether licences have been awarded by the Operating Licence Board, since the approval of the OLS. If so, the impact of the additional capacity on such route should be assessed
- d) If the above steps indicate that additional capacity on the route can be accommodated; the capacity utilisation of the relevant rank(s) should be assessed
- e) Similarly, the route should be assessed in terms of the preferred mode and the restructuring of the public transport system in the respective local municipality, as discussed in Sections 3.4 and 4.1 respectively

- f) The respective local municipalities should consider whether any conditions should be linked to a licence if awarded, as referred to in Section 4.3 of the OLS. Comments should be obtained from the relevant district taxi councils through their forums in cases where the route is located in a particular district
- g) If all the above considerations indicate that additional capacity can be supplied on the route relevant to the application, the local municipality concerned should obtain support for the application through the local transport forum
- h) The proposed *pro forma* document, attached in Appendix D, should be used for recording the respective local municipalities' support and comments
- i) If the OLB awards the relevant licence, the relevant local municipality, as well as the GSDM, should record this.

It is recommended that the additional investigations referred to above should be correlated to the data obtained from observing waiting times:

- a) The time that passengers wait in a queue for a specific route during peak operations at the rank: if waiting times in queues are longer than 10 minutes, this would indicate that the route is probably undersupplied and that additional capacity is required.

4.6 Other considerations

The procedures set out in paragraph 4.5 above, relate mainly to applications for new operating licences. It is recommended that other applications should be dealt with as indicated in Table 4.6.1 below.

TABLE 4.6.1: PROCESS FOLLOWED WHEN DEALING WITH OTHER APPLICATIONS	
Type of application	Action
Licence Transfer Applications	Impact on supply: treat in the same way as an application for a new licence
Change of particulars	Not related to supply: no need for comment by local municipality, can be dealt with by OLB
Additional vehicles	Impact on supply: treat in the same way as an application for a new licence
Application for educational service	Refer to paragraph 6.3 of the OLS
Application for tourism service	Refer to paragraph 6.3 of the OLS
Organised parties	Operator to apply directly to the OLB for a temporary licence

It is, however, strongly recommended that scholar transport should be formalised by the respective local municipalities. There is little information currently available because a high percentage of these operations are illegal.

4.7 Future routes to be developed

This section distinguishes between the following:

- a) Existing routes that are not in use
- b) New routes.

The subsequent section will elaborate on these routes.

4.7.1 Existing routes that are not in use

Table 4.7.1.1 indicates the taxi routes that are currently not in use but were registered as a route during the route verification process. The reasons for not using the routes are the –

- a) low number of passengers; and
- b) poor condition of the roads.

TABLE 4.7.1.1: REGISTERED TAXI ROUTES THAT ARE NOT IN USE		
ROUTE CODE	SUBROUTE CODE	SHORT DESCRIPTION OF ROUTE
NONE IDENTIFIED		

4.7.2 New routes

The GTLM is a developing area with three different categories of routes that would probably have to be developed:

- a) Subsidised routes on the Dilokong corridor

As mentioned above regarding the subsidising of the public transport system, no such subsidies are currently being provided in the Greater Tubatse Local Municipal area. Discussions held with the Limpopo Province Department of Transport indicated that the department would like to see the following public transport system in place:

- i) The proposed operator engaged in the public transport of workers to and from mines should be subsidised to a limited extent by the provincial government
- ii) All tender procedures for the proposed services should be conducted via the Limpopo Province Department of Transport.

The government would appoint inspectors to monitor the implemented public transport routes to ensure that the service meets acceptable standards.

The Modikwa Platinum Mine has already implemented a transportation strategy for its workers. Eight temporary routes have been identified for the transportation of the Modikwa mineworkers, and a description of these routes appears in Appendix F of this report. It is recommended that, for the time being until the subsidised system is

implemented, the Twickenham and Marula mines should also adopt the same strategy used by the Modikwa Mine for transporting their workers.

c) Support services

In addition to the mineworkers, other people would also like to visit the mines, for example to seek employment and for administrative purposes. It is important to develop the routes to these mines. The ideal transport mode for these routes would be minibus-taxis. It is recommended that operating licences should be granted for the following routes:

- i) Burgersfort to the Modikwa Platinum Mine
- ii) Burgersfort to the Twickenham Platinum Mine
- iii) Burgersfort to the Marula Platinum Mine
- iv) Road R37 (turn-off to the Modikwa Platinum Mine) to the Modikwa Platinum Mine
- v) Road R37 (turn-off to the Twickenham Platinum Mine) to the Twickenham Platinum Mine
- vi) Road R37 (turn-off to the Marula Platinum mine) to the Marula Platinum mine
- vii) Burgersfort to Samancor
- viii) Steelpoort to Samancor.
- ix) All other mining activities that might happen in future.

It is important to transfer the operators on oversupplied routes to the new routes, instead of allowing new operators to provide transport services on these routes. The operators transferred to these routes should still belong to their associations, and no new associations should be formed as this might lead to conflict.

Since it is not possible to determine the exact demand at this stage, it is recommended that extreme care should be taken with the number of operating licences that would be awarded. This is particularly important because mining activities have slowed down as a result of the stronger rand-dollar exchange rate. It is therefore recommended that initially only four new operating licences should be granted per route.

d) Construction workers

There are a fairly large number of construction workers around the GTLM, whose need for public transport should also be considered. However, it is important to note that the construction workers would not be permanent users of public transport, as they would leave the area after the construction work has been completed.

The following principles should be applied to the transportation of construction workers:

- i) Accommodate the local operators as far as possible
- ii) Operators transferred from the oversupplied routes should be utilised
- iii) The taxi industry should form a co-operative so that its members could tender for the contracts in the area and a co-operative would allow easy access

- iv) The issue of transporting the construction workers should be brought to the transport forum.

It is extremely important that only temporary licences should be awarded for transporting contract workers.

However, it is important to transfer operators on oversupplied routes to the possible new or unused routes, instead of allowing new operators to provide transport services on these routes. The operators transferred to these routes should be members of the existing taxi association and no new associations should be formed, as this might lead to conflict. Such transfers to other routes should be made with great caution and care.

Chapter

5. LAW ENFORCEMENT

Law enforcement is a key element in the implementation of the Operating Licensing Strategy. In terms of the Act, the Planning Authority and the Provinces are responsible for law enforcement. A law enforcement plan has to be included in the Operating Licensing Strategy and should include at least the following components:

- a) List of the authorities responsible for law enforcement in the area
- b) Number of law enforcement officers available in the area, per taxi rank and/or position
- c) The liaison structures operating in the area
- d) List of envisaged projects for the year
- e) The availability and use of information
- f) Law enforcement targets and method of monitoring the achievement of such targets.

The sections below elaborate on the above-mentioned components.

5.1 List of the authorities responsible for law enforcement in the area

The Makhado, Musina and Thulamela Local Municipalities have their own traffic departments but the Mutale Local Municipality depends on the Limpopo Province Department of Transport to conduct traffic-related law enforcement in the GSDM area.

5.2 Number of law enforcement officers available in the area, per taxi rank and/or position

There are only a limited number of law enforcement officers currently available to perform law enforcement in terms of operating licences. Law enforcement is usually performed during dedicated law-enforcement campaigns.

The GSDM currently has 90 inward-bound and 90 outward-bound taxi routes. The inward route normally operates during the AM peak and the outward route during the PM peak. This implies that two shifts would be required to perform the necessary law enforcement. The following assumptions were therefore made to determine the required number of law enforcement officers:

- a) Two law enforcement officers are required per point for safety reasons
- b) The aim is to patrol a specific route at least twice a week
- c) Two different teams are required for the AM and PM peak periods
- d) On average, at least five routes could be targeted simultaneously.

$$\text{Number of traffic inspectors required} = \frac{\text{Number of routes} * \text{Number of traffic inspectors per point} * \text{Number of shifts required}}{\text{Available number of days per week to perform law enforcement} * \text{Number routes on which law enforcement could be performed simultaneously}}$$

$$\begin{aligned} \text{Number of traffic inspectors required} &= \frac{90 * 2 * 2}{6 * 5} \\ &= 12 \end{aligned}$$

The duties of the above-mentioned law enforcement officers should be co-ordinated at district level.

5.3 The liaison structures operating in the area

The most important line of communication with role players at grassroots level in the respective municipal areas is through the local transport forum. Any conflict between public transport operators and traffic officials should be submitted to the local transport forum. The chairperson of the forum and the traffic and safety subcommittee would assist in resolving the conflict. This would benefit both parties, as all parties have representatives in the forum.

The public transport operators could be informed at the local transport forum about the conduct that traffic officers would expect from them, and become involved in the traffic safety campaigns. The forum would play an independent role in any conflict that might arise between the public transport role players and the law enforcers, as the traffic department could not act simultaneously as law enforcer and judge. Taxi conflict at local level would also be referred to the District Taxi Council as well as provincial taxi councils, to obtain their assistance.

5.4 List of envisaged projects for the year

The objective of the traffic officials in the GSDM is to implement the following projects:

- a) Traffic and safety campaigns for the respective local municipalities
- b) Appointment of dedicated Operating Licence inspectors
- c) Selection of the driver of the year.

In terms of *Limpopo in Motion*, the Limpopo Province Department of Transport would like to implement law enforcement and traffic control projects for the following strategies:

- a) Improvement of traffic policing

- i) Development of traffic-policing functions
 - ii) Analysis of the following needs of traffic-policing staff:
 - Uniform remuneration packages
 - Upgrading of traffic stations in the former homelands
 - Vehicles and equipment
 - Training
 - iii) Outsourcing of some traffic-policing functions by RTMC
 - iv) Practical considerations regarding the implementation of AARTO and RTIA
 - v) Outsourcing of emergency and traffic vehicles
 - vi) Introduction of effective measures to prevent fraud and corruption
- b) Improvement of vehicle testing, registration and licensing
- i) Investigation to ensure a more even distribution of centres for vehicle testing, registration and licensing throughout the province
 - ii) Introduction of measures to improve service delivery at these centres
 - iii) Performance of functions in collaboration with RTMC
 - iv) Continuous upgrading of vehicle-testing centres
 - v) Implementation of measures to eliminate fraudulent practices
- c) Improvement of driver training, testing and licensing
- i) Registration of all driving schools in the province
 - ii) Registration/training/retesting of all driving instructors
 - iii) Specification of minimum requirements for driving schools
 - iv) Performance of this function in collaboration with RTMC
 - v) Continuous upgrading of driver-testing and licensing centres
 - vi) Implementation of measures to eliminate fraudulent practices.

As contained in *Limpopo in Motion*, the Limpopo Province would also like to implement traffic and safety awareness campaigns as well as training and capacity-building projects for the following strategies:

- a) Promotion of road safety education and communication
- i) Recruit road safety volunteers in communities
 - ii) Mobilise the community to promote road safety
 - iii) Develop effective communication programmes
 - iv) Include a road safety programme in the school curriculum
 - v) Provide road safety education for all professional drivers
 - vi) Distribute road safety material
- b) Improved public transport safety and security
- i) Implement the recommendations of the NLTFSF
 - ii) Implement the relevant aspects of the taxi recapitalisation report
 - iii) Improve regulation/control and governance in the taxi industry

- iv) Use crime-prevention technologies to improve public transport security.

5.5 The availability and use of information

The following information is available, and could be useful in practising law enforcement in the SDTF:

- a) Current Public Transport Record

The GSDM-CPTR is available through the SDTF, in the form of a report and a database. The CPTR information gives a clear indication of the status of the public transport facilities, the routes operated and the number of taxis operating to, from and around the GSDM.

- b) Operating Licensing Strategy

This GSDM-OLS contains information about the routes that are oversupplied or undersupplied, and whether the operators provide services on their specified routes.

- c) OLAS information

The Registrar of Taxis and the Operating Licence Board for the Limpopo Province respectively have valuable operational information available about taxi operations and structures in the Limpopo Province. The OLAS information could also be utilised to verify information.

5.6 Law enforcement targets and method of monitoring the achievement of such targets

The Limpopo Province in its mission statement for traffic control and law enforcement, aspires to provide safe, secure and effective traffic conditions on the roads and other transport facilities and systems, through stringent law enforcement and traffic safety campaigns, in an attempt to safeguard all users of transport and to protect expensive capital investments from misuse. Specific policy objectives for traffic control and law enforcement relate to –

- a) national policy priorities;
- b) the structuring of agencies;
- c) special measures; and
- d) training.

In general there are two types of law enforcement targets identified for the respective local municipalities, namely:

- a) Broad targets
- b) Specific targets.

5.6.1 Broad targets

The respective local municipalities have the following broad targets:

- a) An integrated transport system with legal operators who are well-informed
- b) Law enforcement, ensuring that the operators provide transport services on their specified routes
- c) A safe and reliable transport system.

5.6.2 Specific targets

Law enforcement for public transport should be targeted at the following areas:

- a) Taxi facilities
- b) Main corridor routes.

The emphasis should be on –

- a) the operating licence to operate on a specific route;
- b) the roadworthiness of the vehicle;
- c) the fitness of the driver;
- d) ensuring that taxis load and off-load passengers at the correct places at dedicated taxi ranks.

Chapter

6. STAKEHOLDER CONSULTATION, LIAISON WITH THE OPERATING LICENCE BOARD AND LIAISON WITH NEIGHBOURING PLANNING AUTHORITIES

This chapter deals with the following issues:

- a) Stakeholder consultation
- b) Liaison with the Operating Licence Board
- c) Liaison with the neighbouring Planning Authorities.

The sections below elaborate on the above-mentioned issues.

6.1 Stakeholder consultation

It was necessary to make use of the Sekhukhune District Transport Forum (SDTF) in order to facilitate public participation in the public transport process. All public participation in the field of transport takes place via the SDTF, which serves as a platform where all transport stakeholders can participate in and give their input into transport-related issues.

The forum's main objective is to provide an ongoing mechanism through which the relevant role players can participate collectively. Some pertinent objectives for the forum are to –

- a) serve as a means for people at grassroots level to communicate with the local municipalities about issues relating to transport;
- b) be inclusive;
- c) involve all transport sectors in the area (through proper communication structures);
- d) unite the public transport industry in the area;
- e) identify transport needs and monitor the implementation of measures to meet these needs, by means of –
 - i) being part of the planning and operational process in the area;
 - ii) being part of the process for making policy and drafting legislation;
 - iii) ensuring peace and stability in the area by means of conflict resolution;
 - iv) developing the skills of participants, and creating an effective forum;
 - v) improving transport in general;
 - vi) providing economic assistance;
 - vii) ensuring safe road conditions by enforcing adherence to traffic rules and regulations;
- f) implement the NTTTT recommendations.

The SDTF has an approved constitution as well as a code of conduct to ensure orderly and well-organised meetings. It is important to note that the District Transport Forum is used as a basic planning platform to ensure uniformity in the district. It will become

even more important in future for local municipalities to have active transport forums so that the transport plans can be implemented. The representatives who should attend meetings of the local transport forums would be drawn from the following:

- a) Local Municipality
 - i) Councillors from the relevant subcommittee
 - ii) Officials of the following departments:
 - Technical Services Department
 - Traffic Department
 - Health Department
 - LED Department

- b) Limpopo Provincial Government
 - i) Department of Public Works – Sekhukhune District Office
 - ii) Department of Transport – Sekhukhune District Office
 - iii) Traffic Control – Sekhukhune District Office

- c) Sekhukhune District Municipality – a councillor and an official
- d) Business Forum
- e) South African Police Service
- f) Sanco
- g) Spoornet
- h) Taxi industry, including the local taxi operations, long-distance taxi operations and metered-taxi operations
- i) Bus industry
- j) Passengers and communities through unions and ward councillors
- k) Roads Agency Limpopo
- l) Organisations for people with disabilities.

In addition to consultation with the SDTF, further detailed discussions were held on an ad hoc basis with some of the key players. The input of the various role players appears in the various sections of the OLS for the GSDM.

Figure 6.1.1 indicates the overall communication structure, besides the forum that was used to prepare the GSDM-OLS. Table 6.1.1 provides a more detailed description of the respective role players.

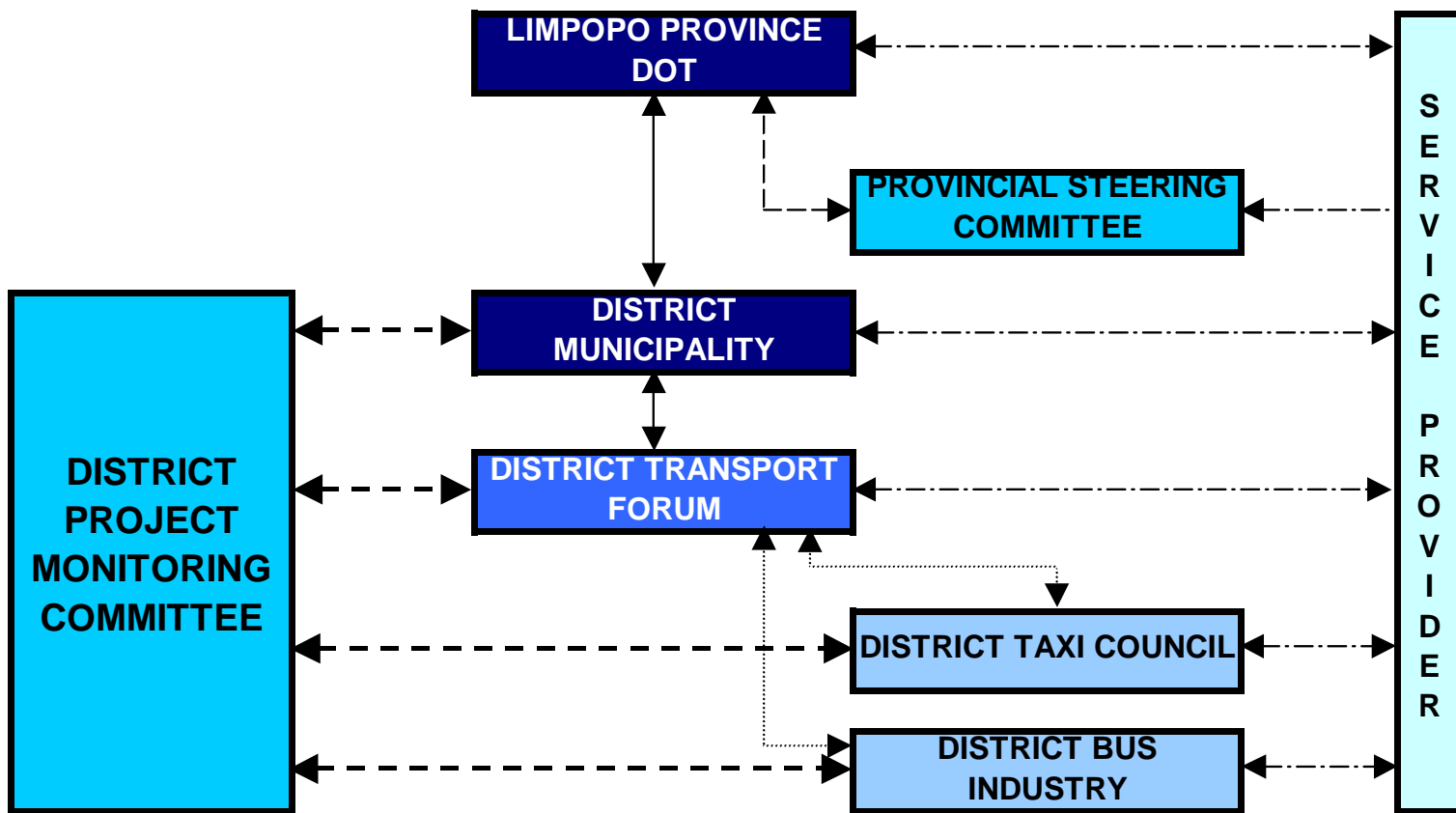


FIGURE 6.1.1: COMMUNICATION STRUCTURE USED FOR THE PREPARATION OF TRANSPORT PLANS

TABLE 6.1.1: FUNCTIONS AND MEMBERS OF THE VARIOUS STRUCTURES FOR THE PREPARATION OF DISTRICT TRANSPORT PLANS

STRUCTURE	MEMBERS	FUNCTIONS
LIMPOPO DEPT OF TRANSPORT	<ul style="list-style-type: none"> a) Officials b) Politicians 	<ul style="list-style-type: none"> a) Project financiers and those responsible for payment to the service provider b) Provincial Project Co-ordinator c) Driving and liaison with the Provincial Steering Committee d) Liaison and interacting with the District Municipality e) Liaison and interacting with the service providers
PROVINCIAL STEERING COMMITTEE	<ul style="list-style-type: none"> a) Representative of national Dept of Transport b) Representatives of the Provincial Dept of Transport c) Representatives from the District Municipalities 	<ul style="list-style-type: none"> a) Recommend payments to be made to service providers b) Evaluate and recommend the approval of the reports c) Liaise and interact with the Provincial Department of Transport d) The Provincial Steering Committee would make recommendations that the Provincial Department of Transport would enforce on the service provider
DISTRICT MUNICIPALITY	<ul style="list-style-type: none"> a) Officials b) Politicians 	<ul style="list-style-type: none"> a) Liaise with Provincial Department of Transport b) Liaise with District Transport Forum c) Liaise with the District Project Monitoring Committee d) Liaise with the service providers
DISTRICT TRANSPORT FORUM	<ul style="list-style-type: none"> a) All role players in public transport 	<ul style="list-style-type: none"> a) To ensure involvement with people at grassroots level b) To report to their respective structures c) To advise the service providers d) To give their support to the Transport Plans
DISTRICT PROJECT MONITORING COMMITTEE	<ul style="list-style-type: none"> a) Representative of the District Municipality b) Representatives of the 	<ul style="list-style-type: none"> a) Liaise with the District Municipality b) Liaise with the Transport Forum c) Monitor the progress of the project

TABLE 6.1.1: FUNCTIONS AND MEMBERS OF THE VARIOUS STRUCTURES FOR THE PREPARATION OF DISTRICT TRANSPORT PLANS

STRUCTURE	MEMBERS	FUNCTIONS
	<p>Local Municipalities</p> <p>c) Representative of the Provincial Dept of Transport at district level</p>	<p>d) Liaise with the bus and taxi industries</p> <p>e) The District Monitoring Committee should make recommendations via the District Municipality, that the Provincial Department of Transport would enforce on the service providers</p>
DISTRICT TAXI COUNCIL	a) Representatives of the District Taxi Council	<p>a) Work together with the service provider and the Project Monitoring Committee to ensure that the product would be acceptable to the taxi industry.</p> <p>b) Liaise with the taxi industry's structures, such as taxi associations and the Provincial Taxi Council</p>
DISTRICT BUS INDUSTRY	a) Representatives of District Bus Operators	<p>a) Work together with the service provider and the District Project Monitoring Committee to ensure that the product would be acceptable to the bus industry</p> <p>b) Liaise with the bus operators at lower levels</p>
SERVICE PROVIDERS	<p>Siyazi Joint Venture:</p> <p>a) Siyazi Limpopo</p> <p>b) Khosa Development Specialists</p> <p>c) Local Previously Disadvantage Individuals</p>	<p>a) Carry out the work</p> <p>b) Liaise with all the structures</p> <p>c) Consult with the Provincial Dept of Transport, Provincial Steering Committee, District Municipality, District Project Monitoring Committee and District Transport Forum, District Taxi Council, District Bus Industry</p>

6.2 Liaison with the Operating Licence Board

To ensure effective communication between the Operating Licence Board and the respective local municipalities, the following communication structure is proposed:

- a) If an application for an operating licence is for providing transport within the borders of the GSDM, the application should be handled as follows:
 - i) Application is addressed to the Limpopo Provincial Operating Licence Board.
 - ii) The Provincial Operating Licence Board sends the application to the local municipality and also to the Limpopo Registrar of Taxis for comments, and a copy to the GSDM for the records.
 - iii) The local transport forum assists the local municipality to give comments.
 - iv) Then the local municipality sends the comments of the municipality, including the comments of the local transport forum, to the Provincial Operating Licence Board for a final decision.
 - v) A copy of the comments should also be forwarded to the GSDM.
 - vi) The Provincial OLB informs the applicant about the final decision.

- b) If an application for an operating licence is from other districts in Limpopo, it should be handled as follows:
 - i) Application is addressed to the Limpopo Provincial Operating Licence Board.
 - ii) The Provincial Operating Licence Board sends the application to the local municipality and also to the Limpopo Registrar of Taxis for comments, and a copy to the GSDM for the records.
 - iii) The local transport forum assists the local municipality to give comments.
 - iv) Then the Local Municipality sends the comments to the Provincial Operating Licence Board for a final decision.
 - v) A copy of the comments should also be forwarded to the GSDM.
 - vi) The Provincial OLB informs the applicant about the final decision.

- c) If the application for an operating licence is from any other South African province, it should be handled as follows:
 - i) Application is addressed to the applicant's Provincial OLB.
 - ii) The applicant's Provincial OLB sends the application to the Limpopo Provincial OLB.
 - iii) The Limpopo Province OLB sends the application to the Local Municipality and also to the Limpopo Province Registrar of Taxis for comments, and a copy to the Sekhukhune District Municipality for the records.
 - iv) The local transport forum assists the local municipality to give comments.
 - v) The local municipality sends the comments to the Provincial Operating Licence Board for a final decision.
 - vi) A copy of the comments should also be forwarded to the GSDM.
 - vii) The Limpopo OLB informs the applicant's Provincial OLB about the final decision.

viii) The applicant's Provincial OLB informs the applicant about the final decision.

Figure 6.2.1 illustrates the steps to be taken during the application for and issuing of operating licences, as discussed in Section 6.2 above.

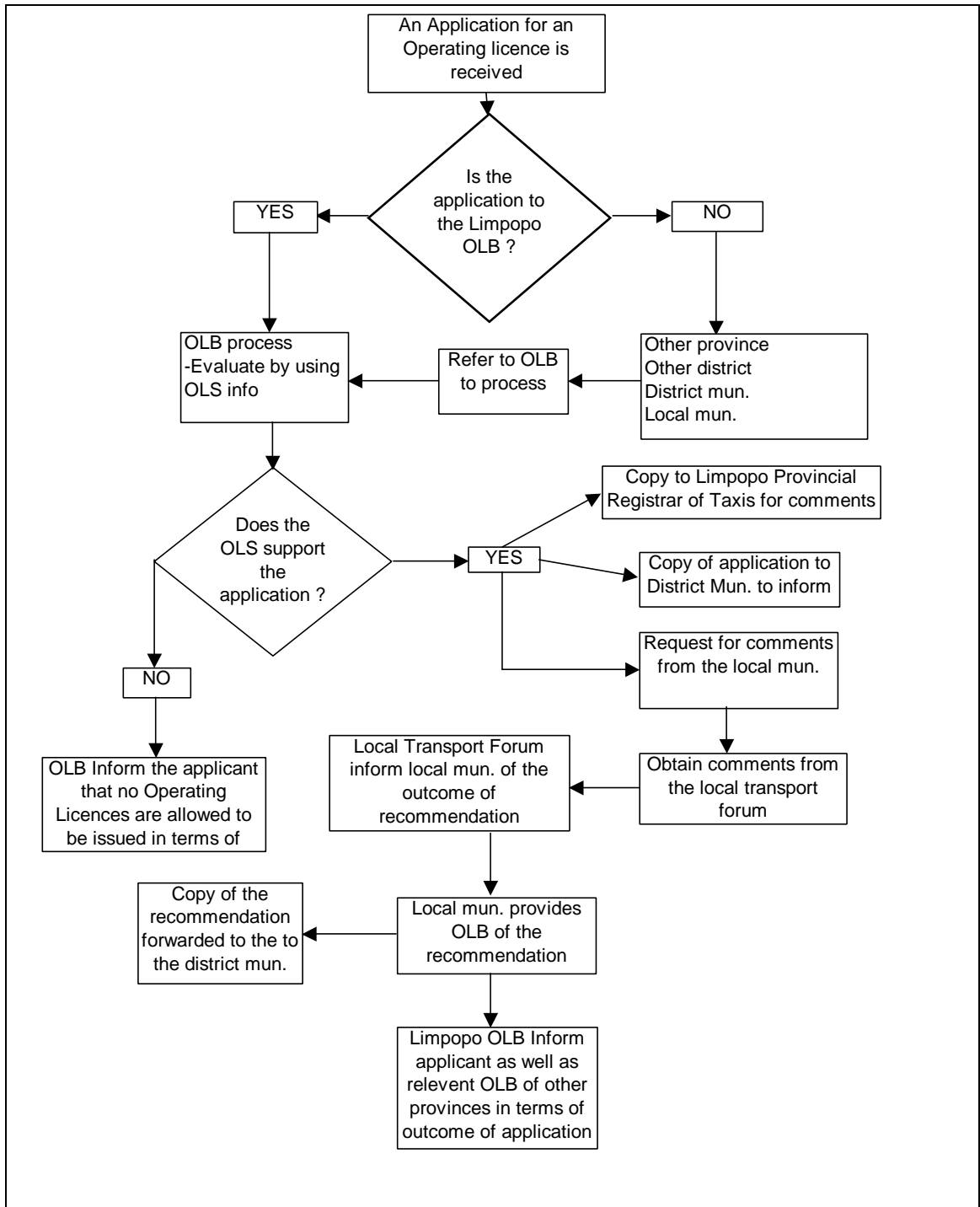


FIGURE 6.2.1: FLOW CHART OF APPLICATION PROCESS FOR OPERATING LICENCES

To conclude, it is extremely important that any operator applying for an operating licence from one district to another district should obtain the support of both the district taxi councils in order to avoid conflict in the long term.

6.3 Tourism and educational service

If applications are received for the operation of tourism services where –

- a) a "Tourist service" means a public passenger road transport service for the carriage of tourists to or from tourist attractions, and where the tourists are accompanied by a tour guide registered under section 21 of the Tourism Act;
- b) "no operating licence authorising tourist services may be granted unless the Board has obtained and considered recommendations from a tourism authority recognised by the MEC. The Board may proceed without such recommendations where such authority has not supplied them in the time specified in the Board's request."

Similarly, in a case where applications are received for the operation of education services, where –

- a) an "Education service" means a public passenger road transport service restricted to the scheduled conveyance of learners, students, pre-school children and supervisors between their places of residence and educational institutions and on unscheduled trips to and from their educational institution, that are concerned exclusively with education-related activities, as referred to in section 11;
- b) "before considering an application for the granting, renewal, amendment or transfer of an operating licence for education services, the Board must submit the application to the relevant school or other educational institution for comments and recommendations in the prescribed manner, and must consider any such comments and recommendations that are received."

It is strongly recommended that a process should be initiated so that the metered-taxi industry as well as the scholar transport industry could become formalised in the respective municipal areas in the GSDM area.

6.4 Liaison with neighbouring Planning Authorities

This section of the OLS highlights the need for liaison with neighbouring Planning Authorities, a description of services across the GSDM's borders to neighbouring areas in Limpopo, as well as long-distance services to other provinces.

The GSDM will have to interact with neighbouring Planning Authorities for the purpose of disposing of applications for licences, as services are operated from various local municipalities, district municipalities, provinces and neighbouring states.

- a) The following local municipalities are relevant:
 - i) Greater Marble Hall Municipality;
 - ii) Elias Motsoaledi Municipality;
 - iii) Greater Tubatse Municipality;
 - iv) Fetakgomo Municipality; and
 - v) Makhuduthamaga Municipality.

- b) The following district municipalities are relevant:
 - i) Capricorn District Municipality
 - ii) Mopani District Municipality.

- c) The following provinces are relevant:
 - i) Mpumalanga Province is adjacent to the Sekhukhune District Municipality, and furthermore there are taxis operating to and from Gauteng Province.

- d) The following neighbouring countries are relevant:
 - i) None.

The routes that are affected per neighbouring Planning Authority appear in Table F-1 of Appendix F. In principle, where routes go across the boundaries between neighbouring Planning Authorities, comments have to be received from all the authorities and taxi councils affected as well as from the relevant District Taxi Council, as part of the disposal of licence applications on such routes.

It should be noted that services across provincial boundaries are not included in this first OLS, although comments were given for routes originating from the GSDM area, because such services (long-distance taxi services) were not specifically targeted as part of the data-collection process preceding the formulation of the OLS. For this reason, liaison with neighbouring Planning Authorities in adjacent provinces cannot be undertaken at present.

Chapter

7. PRIORITISED PROPOSALS AND IMPLEMENTATION PROGRAMME TOGETHER WITH THE FINANCIAL IMPLICATIONS

This chapter contains the following:

- a) Prioritised proposals
- b) Implementation programme together with the financial implications.

The sections below elaborate on the above-mentioned proposals and programme.

7.1 Prioritised proposals

The following proposals are made regarding public transport in the GSDM:

- a) The Operating Licensing Strategy should be accepted and approved by all the role players and be implemented by means of a facilitation process
- b) The Operating Licensing Strategy should be updated on an annual basis
- c) The Provincial Department of Transport should uplift and build the capacity of the local provincial offices in the respective district municipal areas, in order to stabilise public transport in the area and to make itself accessible to local role players in public transport, for the following purposes:
 - i) Aiding the general process of applying for operating licences
 - ii) Assisting with the elimination of illegal operators on existing routes
 - iii) Granting operating licences for the recommended additional routes
 - iv) Granting special operating licences for public transport to funerals, functions, etc.
 - v) Facilitating the replacement of vehicles
- d) The law enforcement strategy, including dedicated operating-licence inspectors, should be implemented to ensure peace and stability in the area
- e) Taxi co-operatives should be formed and maintained to benefit the local community and ensure local black economic empowerment
- f) A route colour-coding system for taxis should be implemented and maintained
- g) Local as well as district transport forums should be maintained to ensure proper communication with all stakeholders
- h) The skills of rank management members should be developed in order to empower these members
- i) The process of vehicle verification should be introduced and maintained in order to eliminate illegal taxi operations.

7.2 Implementation programme and financial implications

The programme should be implemented in a manner that would have the maximum impact in the shortest possible time. Several important factors had to be taken into account in planning the implementation of the programme, as discussed below.

It is assumed that the OLS will have to be refined and expanded in the course of time, so that it will eventually satisfy legislative as well as practical requirements. An incremental and flexible approach was therefore followed during the development of the OLS. The programme and financial implications cover a five-year planning horizon, with less detail shown for years two to five.

Since the democratic elections in 1994, the new South African government has faced enormous challenges in addressing all the past irregularities and in endeavouring to provide equitable services to the whole country. The main focus so far has been on large cities with better resources and a greater possibility of achieving economies of scale. However, the focus on the rest of the country, particularly the rural areas, has been inadequate, especially in view of the fact that a large proportion of the population lives in these areas and these people are directly affected by poor service, inadequate infrastructure and limited resources, as well as being vulnerable to poverty.

The government introduced a number of frameworks and policies to address some of these challenges, such as GEAR and the RDP. Since then, these frameworks and policies have formed the basis for government departments or bodies to formulate dedicated policies in various sectors. These policies in turn led to mechanisms aimed at improving services to all people in South Africa.

It is for these reasons that the national Department of Transport drew up a framework to assist provincial and local authorities with the implementation of proper public transport systems at provincial and local (municipal) levels. This framework relates to the OLS, RATPLANS, Public Transport Plans, Integrated Transport Plans, etc.

These plans provide guidelines on how these strategic plans should be implemented as well as ensuring the proper control and management of the process. In addressing these challenges to formulate appropriate plans, Siyazi has undertaken investigations that led to findings specifically related to the financial implications of implementing these plans, providing effective support mechanisms and continuously monitoring the implementation of these plans and mechanisms to enhance their functioning and ensure the success of the programme.

Consequently it is important for the GSDM to implement the OLS properly, as outlined in the guidelines. Table 7.2.1 contains a proposed budget for the financial requirements for ensuring the successful implementation and progress of the process. The decision makers should understand what sources of revenue could be tapped, and should identify, confirm and dedicate a special budget for the approved plans. Some of the sources of funding that could be given further consideration in dealing with PTP and other plans are listed below:

- a) Each district municipality receives a national allocation for its own municipality and its local municipalities to address the enormous backlogs in and challenges of service delivery to the people. At present this is the main source of funds.
- b) The districts are also connected with the Limpopo DoT, which has the main responsibility for focusing on the provincial transport system and currently provides a number of services to municipalities, owing to their lack of adequate capacity. The provincial government could be requested to set aside a secondary budget from its main budget, in order to implement the above-mentioned plans. However, there is no guarantee that the provincial DoT would make such funds available. This source of funds, if properly motivated, might provide some funding in the short term. Currently the Provincial Department of Transport mainly concentrates on the provision of planning funds.
- c) Another source of funds that would become available in the course of time would be the revenue generated by the district municipality or the local municipalities from the successful implementation of law enforcement processes, e.g. fines collected from operators who contravene the laws and by-laws.
- d) Municipalities could, through the provincial government, also request a one-off budget from the National Department of Transport but the allocation of such funds would depend on the merits of each case.

TABLE 7.2.1: PROJECTS RELATED TO THE GSDM OPERATING LICENSING STRATEGY AND THE FINANCIAL IMPLICATIONS								Responsibility	Project duration	
PROJECT	1	2	3	4	5	YEAR 1	YEARS 2-5			TOTAL
OPERATING LICENSING STRATEGY PROJECTS (OLS)										
Project 1: Annual update of OLS						R0	R700 000	R700 000	LPDORT/DM	4 months
Project 2: Vehicle verification process to clear vehicles for taxi scrapping						R150 000	R0	R150 000	LPDORT	3 months
a) Project 3: Establishment of provincial Operating Licence Offices at District Municipality level										
b) General application process										
c) Assist with eliminating illegal operators on existing routes										
d) Grant operating licences for the recommended additional routes						R1 000 000	R 4 800 00	R5 800 000	LPDORT	Ongoing
e) Grant special operating licences for transportation at funerals, functions, etc.										
f) Replacement of vehicle										
g) Colour coding of routes										
Project 4a: Appointment of law enforcement officers dedicated to inspecting operating licences as well as rationalisation issues						R2 500 000	R12 000 000	R14 500 000	LPDORT	Ongoing
Project 4b: Special law enforcement campaigns on problem routes for the respective local municipalities (once a month)						R150 000	R750 000	R900 000	LM & LPDORT	Ongoing
Project 5: Establishment of Sekhukhune Taxi Co-operative						R150 000	R0	R150 000	Limpopo Province Taxi Council & LPDORT	3 months
Project 6: Maintenance of Sekhukhune Taxi Co-operative						R500 000	R1 500 000	R2 000 000	Limpopo Province Taxi Council & LPDORT	Ongoing
Project 7: Implementation and maintenance of route colour-coding system for taxis						R0	R700 000	R700 000	LPDORT /DM	Ongoing

TABLE 7.2.1: PROJECTS RELATED TO THE GSDM OPERATING LICENSING STRATEGY AND THE FINANCIAL IMPLICATIONS								Responsibility	Project duration	
PROJECT						YEAR 1	YEARS 2-5			TOTAL
	1	2	3	4	5					
OPERATING LICENSING STRATEGY PROJECTS (OLS)										
Project 8: Establishment and maintenance of local transport forums.						R500 000	R1 600 000	R 2 100 000	LPDORT /DM/LM	60 months
Project 9: Maintenance of the District Transport Forum						80 000	320 000	R400 000	DM	2 months
Project 10: Development of Rank Management Agreements						R350 000	R500 000	R 850 000	LPDORT /DM	3 months
Project 11: Formalisation of the metered-taxi industry and scholar transport						R0	R500 000	R500 000	LPDORT	3 months
Total financial implications						R5 380 000	R23 370 000	R28 750 000		

NOTES ON THE BUDGET, AS INDICATED IN 7.2.1:

a) **Project-1:** Annual update of OLS

The updating of the OLS should be done annually by the Limpopo Province Department of Transport, through the relevant district municipalities.

b) **Project-2:** Vehicle verification process

The vehicle verification process should be managed and controlled by the Limpopo Operating Licence Board. All indications at this stage are that the vehicle verification process will be addressed as part of the taxi recapitalisation project. The Provincial Department of Transport would be financially responsible for the project.?

c) **Project-3:** Establishment of provincial Operating Licence Offices at district municipality level.

Although district offices already exist, they do not have the necessary equipment to promote and assist the administrative processes of the Operating Licence Board. This project would therefore entail the establishment of fully functional district offices. For example, to function properly, the offices would typically need the following:

- i) Additional office space and office furniture such as tables, chairs and filing cabinets
- ii) Computer equipment such as terminals, network linkages, printers, faxes and e-mail facilities
- iii) Additional staff members who could attend to the administration of operating licence applications and so forth.

The Provincial Department of Transport would be financially responsible for the project.

d) **Project 4:** Law enforcement

A distinction is made between the following:

- i) Law enforcement officers
- ii) Special law enforcement campaigns.

In terms of law enforcement officers it is recommended that at least 16 inspectors dedicated to enforcing the law with regard to operating licences should be appointed as discussed in Chapter 5 of this report. It should be noted that these inspectors could also be utilised for monitoring the subsidised bus routes. This function is highly specialised, and cannot be performed by the ordinary officers, as the inspectors have to be specially trained for these tasks. For this reason, consideration should be given to attracting such specialised inspectors by offering them special salary packages. It should furthermore be noted that the costs listed above include only the personnel implications, and that administrative costs such as vehicles and accessories have been excluded, as the specifications for such official vehicles have not yet been determined at this stage.

The law enforcement campaigns include the following:

- i) Improvement of traffic policing
- ii) Improvement of vehicle testing
- iii) Registration and licensing
- iv) Improvement of driver training
- v) Testing and licensing
- vi) Promotion of road safety
- vii) Education and communication as well as greater safety and security in public transport.

Three initial projects were identified, namely:

- i) Traffic and safety campaigns for the respective local municipalities
- ii) Appointment of inspectors dedicated to ensuring the validity of operating licences
- iii) An annual "Driver of the year" competition.

The Limpopo Province Department of Transport should consider funding these law enforcement campaigns as well as the cost of appointing the additional traffic officers.

e) **Projects 5 & 6**: Establishment and maintenance of the Sekhukhune Taxi Co-operative

The process of establishing co-operatives should be undertaken firstly by convincing the members that the co-operative is the correct structure and then by establishing the co-operatives, followed by supporting the development of the co-operatives through protection against big business, the transfer of skills and development of business opportunities.

The process should include the following steps:

- i) Revitalise the Provincial Taxi Co-operative and integrate the management of the Provincial Co-operative and the Council to become one structure.
- ii) Use the Provincial Primary Co-operative as a business skills incubator that would mentor and transfer skills to the working groups formed for each district or region. As each district working group becomes successful, the following steps would be taken:
 - A successful district-working group becomes converted into a primary district taxi co-operative that will work more independently from the provincial co-operative.
 - Skills transfer and mentoring for the new primary co-operative would continue as it is a member of the provincial co-operative and will serve on the executive of the district co-operative.
 - Once two or more district working groups are ready to become more independent and can become primary district co-operatives, the provincial co-operative could be converted into a secondary co-operative.
 - The new district primary co-operatives would have greater freedom to conduct and manage business than was the case when they were still working groups. They would also bear greater responsibility and still report to the Board of Control of the

provincial co-operative through an executive member from the provincial co-operative representing the provincial Board of Control.

- The role of the provincial co-operative will shift from doing business itself to that of negotiating business for the district co-operatives.
- iii) During the support phase the provincial and especially the district co-operatives would be assisted as follows:
- To identify and develop markets for the members of the co-operatives and also be taught to develop a recruitment campaign.
 - Co-operative members will share their equipment and experience, in this way reducing the input cost and any losses arising from mistakes and bad practices.
 - Training and empowerment will form a crucial part of the total project. Members will be trained in the management skills, operational methods and marketing and negotiation skills that will develop and empower them.
 - The project team will monitor the project and the co-operative members for at least one year to make sure they are on the right track.
 - As training is an expensive process, it is important to establish a central training centre at provincial level. Such a centre would be used to train the members of the new co-operatives in the practical operations of running and managing a transport business. The centre would also monitor the individual members and send a member for specific training if it is found that the member is not correctly applying the skills he was taught.
 - The members could jointly share equipment and resources, which would cost too much to buy or hire individually.
 - The support phase will also help the different co-operatives to obtain the necessary infrastructure or to share it in cases where it is not cost-effective to have access to it on a full time basis.

To achieve the ultimate goal of job creation and bringing stability in the taxi industry, the co-operatives would have to add value to their businesses and prepare the way for the recapitalisation process to be effective and have a better chance of succeeding. To this end, maintenance and supporting services units would be established and would also be run as co-operatives where products could be prepared and services provided to suit the requirements of the taxi and transport markets. The establishment of co-operatives should be seen as a joint effort between revitalising the provincial co-operative, and establishing and supporting the district co-operatives.

- f) **Project 7:** Implementation and maintenance of a route colour-coding system for taxis.

The cost of affixing a set of stickers to one vehicle is approximately R250,00.

For the purpose of this project, it was assumed that all route colour-coding costs for the replacement of vehicles would be borne by the operator after the initial colour-coding had been conducted.

Potential funding for implementing and maintaining the route colour-coding system should be sourced from the district municipality as well as the operators. The percentage contribution by each party should be negotiated as part of the project.

g) **Project 8:** Establishment and maintenance of the local transport forums.

When establishing the local transport forums, the following are relevant:

- i) Consultative conference with all the stakeholders
- ii) Preparation and adoption of the forum's constitution
- iii) Preparation and adoption of the members' code of conduct.
- iv) Election of key office-bearers
- v) Preparation and distribution of minutes
- vi) Arranging for refreshments at the consultative conference.

The following are the typical issues that should be addressed as part of the maintenance of the local transport forums:

- i) General administration
- ii) Professional advice as part of the responsibilities of the secretariat
- iii) Preparation and distribution of minutes of meetings to the relevant forum members
- iv) Other administrative duties, such as photocopies, faxes, phone calls and transport costs.

Each local municipality should be responsible for obtaining the necessary funding for its local transport forum.

h) **Project 9:** Maintenance of the district transport forum.

The following are typical issues that should be addressed as part of the maintenance of the District Transport Forum:

- i) General administration
- ii) Professional advice as part of the secretariat
- iii) Preparation and distribution of minutes of meetings to relevant members
- iv) Other administrative duties, such as photocopies, faxes, phone calls and transport costs.

Each district municipality should be responsible for financing its district transport forum.

i) **Project 10:** Development of Rank Management skills.

One of the major mistakes generally made when training the members of the taxi industry in South Africa is the lack of co-ordination of the training efforts. In many cases and for many years, the drivers were trained but the owners and managers were not. Lately, training has been given to people at the different levels in the taxi industry, but there has been little or no monitoring or feedback to determine whether the trainees benefited from the training.

Another problem is that the training courses are presented in a language that the people being trained have difficulty with understanding. At times the trainees have a limited grasp of the language but at others they do not understand it at all, though they may be hesitant to mention their lack of fluency in the language used for the courses. A training strategy should be developed that would train the different groups in the Industry in order to uplift the capability of the industry as a whole. The most important elements of the training strategy are that training should take place in the language of the trainees' choice, and that a module on intercultural relations should be included so that people in the industry could gain an understanding of how to improve communication with other cultural groups.

In line with the government's policy, it is important to have a plan on how to uplift and develop the public transport industry (e.g. operators, owners, drivers and different managers and officials) in the regions. A better-trained industry would give a better quality of service to the users. Recently a great deal of emphasis has been placed on developing the skills of the leadership and to a lesser extent, the skills of the drivers, but little or no attention has been given to training the rank managers and queue marshals. Therefore this project would also have to focus on training the operators, rank managers and queue marshals.

The district municipality would probably be the relevant structure to fund this project.

Chapter

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