PROVINCIAL LAND TRANSPORT FRAMEWORK
FOR
LIMPOPO PROVINCE

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LIST OF ABBREVIATIONS

AADT: Annual Average Daily Traffic
AIDS: Acquired Immune Deficiency Syndrome
AARTO: Administration Adjudication of Road Traffic Offence
BEE: Black Economic Empowerment
CAA: Civil Aviation Authority
CBRTA: Cross Border Transport Authority
CCC: Central Communication Centre
CPTR: Current Public Transport Records
CDM: Capricorn District Municipality
DFA: Development Facilitation Act
DOT: Department of Transport
LDoRT: Limpopo Department of Roads and Transport
GAAL: Gateway Airport Authority Limited
GCM: Gross Combined Mass
HIV: Human Immune Virus
HOV: High Occupancy Vehicle
IDP: Integrated Development Plan
IEM: Integrated Environmental Management
IMT: Intermediate Means of Transport
ISF: Integrated Spatial Framework
ISRDS: Integrated Sustainable Rural Development Strategy
ITS: Intelligent Transport System
ITP: Integrated Transport Plan
KPI: Key Performance Indicators
LDO: Land Development Objectives
MDM: Mopani District Municipality
MEC: Member of the Executive Council
MSA: Moving South Africa
MTA: Metropolitan Transport Area
MTEF: Medium Term Expenditure Framework
NLTSF: National Land Transport Strategic Framework
NLTTA: National Land Transport Transition Act
NMT: None Motorised Transport
OLS: Operating License Strategy
OLB: Operating License Board
PTA: Provincial Transport Authority
PTE: Provincial Transport Executive
PTF: Provincial transport Forum
PTP: Public Transport Plan
PLTF: Provincial Land Transport Framework
PGDS: Provincial Growth and Development Strategy
RAL: Roads Agency Limpopo
RDP: Reconstruction and Development Framework
RMS: Road Management System
RTA: Regional / District Transport Authority
RTE: Regional / District Transport Executive
SA: South Africa
SADC: Southern African Development Community
SANS: South African National Standards
SANRAL: South African National Roads Agency
SARCC: South African Rail Commuter Corporation
SDI: Spatial Development Initiative
SDM: Sekhukhune District Municipality
SEMP: Strategic Environment Management Plan
SMME: Small Medium and Micro Enterprise
TDM: Travel Demand Management
TMS: Traffic Management System
TPG: Transport Planning Guidelines
TPR: Transport Planning Requirements
WDM: Waterberg District Municipality
VDM: Vhembe District Municipality

DEFINITION OF CONCEPTS

Ranks	A rank is a point from where a minibus-taxi route starts, either to a single destination, or to a number of destinations. These destinations may be other ranks or turn-around points.
Terminus	A terminus is a facility serving a number of bus routes. Bus termini are normally formal facilities which are paved, demarcated and equipped with passenger amenities such as loading platforms, benches, toilets, etc.
Sleeping ground/area	A dedicated area where busses are kept overnight.
Depot	A depot is a facility where the bus operator is based and would typically include offices, workshops, cleaning facilities, etc.
Stations	These are dedicated facilities along a railway line where trains will stop for the loading or off-loading of passengers and goods.
Pick-up points	A pick-up point is a place, usually within the road reserve, or immediately adjacent to it where taxis or buses stop to pick up or unload passengers. Pick-up points may be between a rank and the destination of a route, or at or between the starting point and a rank, in the case of a feeder service.
Holding areas	A holding area is an area or facility where taxis or buses are parked, or washed, or maintained in the case of minor repairs. There are normally very few dedicated holding areas as the "holding and loading" function is commonly combined at ranks. No passengers are loaded at a dedicated holding area.
Routes	A route consists of a starting point (A-point) which may be a pick-up point or a rank (usually the latter) and a destination (B-point). The route runs between the starting point and the destination along a series of roads or streets. In the case of minibus-taxis, the roads and streets which are used, may vary from day to day, but operators generally stick to the same roads because the routes are generally known to passengers who wait along the routes.
Corridors	A corridor is a movement channel between geographically proximate starting points, ranks or termini, and destinations in the same general vicinity. Thus, there is generally a corridor between a residential area and a Central Business District (CBD) or other fairly concentrated employment area. A corridor may comprise a number of different routes, which differ in respect of intermediate stopping points.
Intermediate Means of Transport	IMTs are low cost vehicles and carrying devices of various kinds which are appropriate to service local transport needs and tasks. According to the World Bank, Intermediate Means of Transport (IMT) include a wide range of devices and vehicles. The lowest level of these extremes is walking, with loads carried on the head, shoulder or back. At the lower levels in the technology spectrum of IMTs are pack animals and animal-drawn sledges.
Non-Motorised Transport (NMT)	NMT is a means by which people transport themselves and goods either by walking, bicycles, animal carts, donkeys, wheelbarrows, handcarts, sledges, tricycles and bicycle trailers etc.
Light Delivery Vehicle (LDV)	Light Delivery Vehicles are being used to operate public transport services in the deep rural areas or to provide transport for the mines (i.e. between shifts).

1 TRANSPORT VISION, OBJECTIVES AND POLICY

1.1 INTRODUCTION

In this chapter the Government's strategic intent together with the focus areas for development are the main issues that are under the spotlight in order to put transport matters in the Limpopo province in a proper perspective. To do this, the National and Provincial policy documents plus legislation are utilised so as to offer maximum guidance to the efforts geared at rendering important developments in the transport industry in the province of Limpopo.

1.2 GOVERNMENT'S FOCUS AREAS AND STRATEGIC INTENT

The development of transport in the Limpopo Province must take cognisance of the Government's main focus areas and strategic priorities if it is to meet and also serve the needs of the people it is intended for. The priorities are briefly listed below as that:

- A growing economy should enable us to reduce unemployment and poverty by half.
- It is expected that everyone should have access to water, electricity and sanitation as a result of well developed and functioning economy.
- There ought to be a fair distribution of land if hunger and poverty are to be arrested.
- The government ought to be compassionate and deal with the needs of the citizens adequately by offering them a service that makes them (people) feel loved, happy, proud and contend.
- Health services should be made better for all; and where the government fails, at least only a few people ought to become victims of such causes of death as violent crime, road accidents, HIV and AIDS, tuberculosis, diabetes and other preventable diseases.
- Our country should, if all is in place, be an influential force in international relations, this would make it able to contribute to peace and development in Africa and the world at large by creating a better living environment.

1.3 NATIONAL POLICY DOCUMENTS AND LEGISLATION

Care should be taken to ensure that Provincial policies are in line with National policies. What follows hereunder, is a discussion on National policy documents and legislation.

Important Policy Documents

The following policy documents form the bedrock upon which Provincial policies should be based and they are:

- National Land Transport Strategic Framework;
- White Paper on National Transport Policy;
- Moving South Africa;
- National Strategic Vision;
- Urban and Rural Development Strategies;
- Growth, Employment and Redistribution;

- Sustainable Rural Development Policies
- NMT policies
- Cross Border Legislation?

Important Legislation

The following Acts of parliament constitute the legal framework upon which Provincial policies and ordinances must be founded, and they are:

- National Land Transport Transition Act;
- Municipal Structures Act;
- Municipal Systems Act;
- Development Facilitation Act;
- Public Finance Management Act; and
- National Land Transport Strategic Framework

Having placed the above into focus; it is logical to indicate that the Department of Transport (DoT) followed up by publishing the National Land Transport Strategic Framework (NLTSF) in order to facilitate developments in the transport industry. It is worth noting that this document is aligned to the latest NLTSF which became available in 2006 and therefore has official status.

The NLTSF is premised largely on the requirements of Clause 21 of the National Land Transport Transition Act; it includes amongst other issues the public transport, rural transport and safety matters in its treatment of the transport issues. Section 21(3) requires that the NLTSF "must set out national policy with respect to land transport matters in order to bring about uniformity by guiding developments in the country."

The guiding policies include:

- The prioritisation of public transport over private transport;
- The shift in policy from a supply-driven to a demand-driven land transport system;
- The formalisation of taxi associations through the registration of their members and the conversion of permits to route-based operating licences;
- The corporatisation of provincial and municipal bus operators and the provision of subsidised transport services in terms of tendered contracts;
- The appointment of a rail safety regulator and the development of a strategic rail capability in the national sphere of government;
- The promotion of the co-ordination of institutional responsibilities relating to land transport;
- The integration of land transport functions with related functions (i.e. land use and economic planning and development);
- The formulation of a revised and prioritised strategic countrywide road network, which is needs based and supports the targeted development priorities;
- The promotion of a more balanced manner of sharing of freight transport;
- The implementation of rural access planning and decision-support systems in the 13 priority rural Integrated Sustainable Rural Development Strategy nodes;
- The promotion of effective law enforcement instruments;
- The consideration of the needs of special categories of passengers in the planning and provision of transport infrastructure;
- Land transport to be designed so as to have the least harmful impact on the environment;

- Land transport planning, infrastructure and operations to take cognisance of tourism strategies in the interests of development; and
- Public transport services must be designed so as to provide affordable transport to the public and to achieve cost-efficiency and service quality, the optimal allocation and utilisation of available resources and market development.

The framework also discusses matters that deals with general strategies on land transport issues, and these include the following:

- The promotion of a more efficient and sustainable balance between the provision and use of public, private and non-motorised transport modes;
- The promotion of government and public awareness of transport's requirements in as far as land-use is concerned. The above awareness is required for the initiation of effective, co-ordinated land-use and transport interventions that are needed to counter unsustainable urban sprawl and unacceptably long travel distances;
  The efficient delivery of the road network and the identification of a strategic country wide road network;
- The establishment of a needs-driven transport industry should be made the basis for assisting the CBRTA Regulatory Committee in making appropriate decisions on the allocation of cross-border permits;
- The implementation of a decisive freight transport strategy;
- The development of rural transport;
- The safe operation of the public (and freight) transport industry;
- The promotion of efforts meant to normalise the transport needs of people with disabilities and these must result in their inclusion in society;
- The creation of a sustainable land transport system that should and ensure that the country is developing in line with international environmental initiatives;
- The support of tourism so that it can best serve the transport needs of the domestic and international segments of the tourist industry; and
- The integration of transport with land-use planning.

1.3.1 WHITE PAPER ON NATIONAL TRANSPORT POLICY

The Department of Transport (DoT) published a White Paper on National Transport Policy in September 1996. The White Paper captures the vision for South African transport as follow:

NATIONAL TRANSPORT VISION STATEMENT

"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."

The six broad goals that are outlined in the National White Paper are:

- To support the goals of the Reconstruction and Development Programme (RDP) in meeting basic needs, growing the economy, developing human resources, and democratising decision making.
- To enable customers requiring transport for people or goods to access the transport systems in ways which best satisfy their chosen criteria.

- To improve the safety, security, reliability, quality and speed of transporting goods and people.
- To improve South Africa's competitiveness and that of its transport infrastructure and operations through greater effectiveness and efficiency to better meet the needs of different customer groups, both locally and globally.
- To invest in infrastructure or transport systems in ways which satisfy social, economic or strategic investment criteria.
- To achieve the above objectives in a manner that is economically and environmentally sustainable, and minimises negative side effects.

1.3.2 MOVING SOUTH AFRICA

The vision for transport in 2020 as formulated in the Moving South Africa (MSA)-study, is as follows:

MOVING SOUTH AFRICA VISION STATEMENT

"By 2020, transport in South Africa should meet the needs of freight and passenger customers for accessible, affordable, safe, frequent, high quality, reliable, efficient and seamless transport operations and infrastructure. It should do so by constantly upgrading in an innovative, flexible and sustainable manner the economy y and the e environment t. In so doing, transport should l support and enable government strategies, particularly those for growth, development, redistribution, employment creation and social integration, both in South Africa and in the Southern African region to function optimally."

To achieve all of the above, then, the best strategy should be to consolidate the core transport assets into high volume corridor strategic networks and this must be coupled with the incorporation of the dense development nodes assisted by a supporting network in areas of lower demand. The sustainability of this supporting network could be improved through the optimal deployment of modes on these supporting networks and corridors. The deployment of transport modes should take place only where a mode is able to provide the most sustainable economic level of utilisation, given the density and patterns of demand in a corridor. The Government's role should only be to set clear rules for service provision and competition in the strategic and supporting networks, to provide incentives for firms to innovate and upgrade customer segments that are lagging behind and to facilitate the upgrading of the skills and capacity in the transport system in order to meet customer needs.

1.3.3 NATIONAL STRATEGIC VISION

A long-term vision for transport that looks at transport matters up to the year 2020 is described in the national strategic vision document. This document discusses a growth and development strategy that sets out actions to be taken by the government in order to achieve high growth and development over the next five years. The following six pillars of growth and development are discussed:

- investing in people as the productive and creative core of the economy;
- creating employment on a large scale, while building a competitive and strong economy;
- investing in infrastructure both to facilitate growth and improve quality of life;
- developing a national crime-prevention strategy;
- transforming government into an efficient and responsive instrument of delivery; and

- using a system of welfare “safety nets” to draw all groups progressively into the mainstream of the economy and society.

In support of the above, it is suggested that the following frameworks need to be incorporated:

- Constitution;
- National growth and development strategy;
- Macro-economic framework;
- Provincial and local development strategies;
- Social compact;
- Southern African development strategies;
- Spatial development framework;
- Medium term expenditure framework; and
- Resource mobilisation strategy.

1.3.4 URBAN AND RURAL DEVELOPMENT STRATEGIES

A document on urban and rural development strategies was developed. This discussion document is issued by the office of the State President and sets out strategies for urban and rural development.

The urban development goals are:

- to create efficient and productive cities;
- to reduce existing services and infrastructure disparities;
- to provide better housing and more secure tenure;
- to encourage affordable growth of local economies;
- to address spatial inefficiencies, where people live and work;
- to improve the quality of the urban environment;
- to transform local government to be democratic and accountable; and
- to establish safe and secure living and working environments.

The rural development goals discussed are:

- to help people set own priorities;
- to support access to funding;
- to access land/tenure through restitution and reform;
- to improve access to water through extension of services and changes to the Water Act;
- to provide access to financial services;
- to enhance management, training and capacity building;
- to increase access to services, and physical and social infrastructure;
- to increase agricultural and non-agricultural production;
- to improve spatial economy; and
- to improve safety and security.

1.3.5 GROWTH, EMPLOYMENT AND REDISTRIBUTION

A macroeconomic strategy for rebuilding and restructuring the economy is set out in a document that is (dated 14 June 1996), in keeping with the goals set out in the Reconstruction and Development Programme (RDP).

Several inter-related developments were called for, namely:

- accelerated growth of non-gold exports;

- a brisk expansion in private sector capital formation;
- an acceleration in public sector investment;
- an improvement in the employment intensity of investment and output growth; and
- an increase in infrastructural development and service delivery making intensive use of labour-based techniques.

The expansion envisaged in the above aggregates is substantial and entails a major transformation in the environment and behaviour of both the private and the public sectors.

This must include:

- a competitive platform for a powerful expansion by the tradable goods sector;
- a stable environment for confidence and a profitable surge in private investment;
- a restructured public sector to increase the efficiency of both capital expenditure and service delivery;
- new sectoral and regional emphasis in industrial and infrastructural development;
- greater labour market flexibility; and
- enhanced human resources development.

The core elements of the integrated strategy are:

- a renewed focus on budget reform to strengthen the redistributive thrust of expenditure;
- a faster fiscal deficit reduction programme to contain debt service obligations, counter inflation and free resources for investment;
- an exchange rate policy that could keep the real effective rate stable and at a competitive level;
- a consistent monetary policy that is designed to prevent a resurgence of inflation is needed;
- a further step in the gradual relaxation of exchange controls is required;
- a reduction in tariffs to contain input prices and facilitate industrial restructuring, compensating partially for the exchange rate depreciation;
- tax incentives to stimulate new investment in competitive and labour absorbing projects;
- speeding up the restructuring of state assets to optimise investment resources;
- an expansionary infrastructure programme to address service deficiencies and backlogs;
- an appropriately structured flexibility within the collective bargaining system;
- a strengthened levy system to fund training on a scale commensurate with needs;
- an expansion of trade and investment flows in Southern Africa; and
- a commitment to the implementation of stable and co-ordinated policies.

1.3.6 NATIONAL LAND TRANSPORT TRANSITION ACT

The National Land Transport Transition Act (NLTTA), Act 22 of 2000, has been through a protracted drafting process but it was finally passed into law in August 2000. Although the NLTTA has been enacted during 2000, part of the act dealing with transport planning still needs to be put into operation. This is going to happen as soon as the national regulations dealing with the planning process and

development of transport plans have been prepared by the Minister and officially gazetted.

The NLTTA provides the measures necessary to:

- Transform and to restructure the Republic's land transport system;
- Give effect to the national policy concerning the first phase of the process; and
- Achieve a smooth transition to the new system applicable nationally.

The Act is divided into four chapters. Chapter 2 deals with matters of national concern, while Chapter 3 deals with matters of provincial concern.

Those matters that are of provincial concern (i.e. Chapter 3) may be altered by a superseding piece of legislation being passed in each province to deal with the matters covered therein.

The NLTTA contains a description of national policy principles in Sections 4 and 18(1) that are derived from the National White Paper on Transport Policy and Moving South Africa (MSA). This should guide the development of transport in South Africa. The text of Section 4 of the NLTTA is quoted in Annexure A. An interpretation of this is as follows:

- transport planning must be viewed as being a co-ordinated and continuous process;
- land transport planning must be integrated with land development processes;
- land transport planning must focus on the most effective and economic way of moving people;
- high priority should be given to public transport through, inter alia, developing high utilisation public transport corridors, which are connected by development nodes within the corridors;
- accessibility and utilisation of public transport services, facilities and infrastructure must be enhanced;
- the adverse impact of transport on the environment must be minimised; and
- co-ordination and integration within, and between, land transport modes must be ensured.

Metropolitan Local authorities and other very large local authorities may be constituted as transport authorities. Local authorities that are designated core cities under the Urban Transport Act with responsibility for a metropolitan transport area may decide to rather retain that status. Transport authorities are obliged to prepare a range of transport plans as specified in the Act.

No dedicated transport funds are established in terms of the NLTTA. However, the national Minister of Transport is able to "flag" certain monies appropriated by National Parliament and hand these funds to transport authorities. Transport authorities have to open a separate banking account in the name of the transport authority in order to receive the above money such that all monies so received are e deposited into this banking account.

Municipalities, which do not become transport authorities becomes planning authorities and would have to carry out some transport planning, such as the preparation of current public transport records (CPTRs) and operating licences strategies (OLSs). Where appropriate, planning authorities should also prepare rationalisation plans, public transport plans (PTPs) and integrated transport plans (ITPs).

The Act requires that the following plans be prepared:

- National Land Transport Strategic Framework;

- Provincial Land Transport Framework;
- Integrated Transport Plan;
- Public Transport Plan;
- Rationalisation Plan;
- Operating Licences Strategies; and
- Current Public Transport Records.

The Act contains a fairly comprehensive description relating to the preparation of the various plans mentioned in the above specifications.

Furthermore, the Act refers to various aspects of transport planning which includes the following main topics:

- Strategic objectives to be achieved through appropriate planning practices
- Contents of a particular plan
- Planning programme
- Publication of plans
- Integration of planning
- Public participation
- Responsibility for planning

The Act mainly focuses on the strategic objectives to be achieved through the planning process and the contents of a particular plan; while the remaining aspects that are also listed above are covered in less detail.

The Act is vague on the following issues because it neither specifies the procedures required for the preparation of a plan, nor does it prescribe the pace at which these plans must be prepared. It is generally accepted that the availability of resources requires a phased development over a number of years.

1.3.7 MUNICIPAL STRUCTURES ACT

The purpose of the Municipal Structures Act, Act 117 of 1998, is to provide for the establishment of municipalities. Three categories of municipalities are distinguished, namely:

A : Metropolitan Council; and
B : Local Council
C : District Council

Various types of municipalities may be established, including combinations of these for the formation of a Collective Executive type of structure or for the constitution of a Mayoral Executive type of structure. A combination so formed may include a single Metropolitan Council, or a Metropolitan Council with Sub-councils, or a Metropolitan Council with Wards or even a Metropolitan Council with a combination of Sub-councils and Wards.

The Municipal Council must strive within its capacity to achieve its constitutional obligations, namely:

- to provide democratic and accountable local government;
- to ensure the provision of services to communities in a sustainable manner;
- to promote social and economic development;
- to promote a safe and healthy environment; and
- to encourage the involvement of communities and community organisations in matters of local government.

The Municipal Council must review annually:

- the needs of the community;
- its priorities to meet these needs;
- its process for involving the community;
- the organisational and delivery mechanisms necessary to meet the needs of the community; and
- its overall performance in meeting its objectives.

1.3.8 MUNICIPAL SYSTEMS ACT

The Municipal Systems Act, Act 32 of 2000), provides core principles, mechanisms and processes that are necessary to enable municipalities to become developmental agencies. The term development, as defined in the Act, includes integrated social, economic, environmental, spatial, infrastructural, institutional, and organisational and human resources upliftment of a community. Upliftment should aim at improving the quality of life of the people, especially the poor who are the disadvantaged section of the community.

The Act defines co-operative government and describes the rights and duties of structures underpinning the wellbeing of the government. Furthermore, the Act also describes the rights of communities, residents and ratepayers who participate in the local affairs of the municipality. It goes even further by describing how people should be given training in capacity building. Room is allowed for stakeholders to also work in partnership with the municipality's political and administrative structures. The main aim of the Systems Act is to establish a simple and enabling framework for the core processes of planning, performance management, resource mobilization and organizational change that underpin the notion of developmental local government to take place. To this end, the Act rationalises the system of municipal planning into a 5-yearly planning cycle.

To accomplish its goals, the Act has established a performance management system for local government and it also requires that annual reporting to the citizens and other spheres of government takes place. The management system that is so established should enable those in control to measure progress made during the implementation of the IDP. . Lastly, the results of the performance management system should be of such a nature that it enables the other spheres of government to assist in capacity building and, if required, to intervention.

In conclusion, the Act also provides a clear regulatory framework for regulating municipal service partnerships and for regulating the implementation of credit control measures. To crown it all, another framework is provided for use by both the national and the provincial spheres of governments for the purposes of monitoring, capacity building and the setting of standards.

1.3.9 DEVELOPMENT FACILITATION ACT

Transportation is one of the key contributors to sustainable growth and development. Accordingly, the Development Facilitation Act (Act 67 of 1995) makes provision for local government bodies to set land development objectives (LDOs), inter alia, relating to the planning of transportation (Section 28 (1) (b) (iii)), and requires the Development Tribunals to take into account the aspect of location in relation to employment and transport facilities, when considering the suitability of areas of residential settlement (Section 42 (4) (e)).

The new overarching national land transport legislation aims to create a new system of planning based on LDOs as provided for in Chapter 4 of the Development

Facilitation Act, 1995. The latter provides that the provincial MEC for Planning must pass provincial regulations that determine the procedures, content and time frames for the preparation of LDOs. Likewise, the national land transport legislation provides that the provincial MEC for Transport prepares provincial regulations to determine the procedures, content and time frames for the preparation of transport plans.

This Act was drafted with the aim to introduce extraordinary measures to facilitate and speed up the implementation of reconstruction and development programmes and projects in relation to land. Chapter 3 of the Act sets out general principles for land development which may in time become well-used in South Africa. Included among the principles are the promotion of efficient and integrated land development by integrating urban and rural land development in support of each other, promotion of the availability of residential and employment opportunities close to one another, optimisation of existing resources including roads and transportation services, community participation and discouragement of "urban sprawl in the process of land development.

The Act allows for the establishment of a Development and Planning Commission whose functions are to advise provincial MECs on land development matters. An aspect of the Act which could affect many local government bodies in due course is Section 27 of the Act. This section specifies that local government bodies having jurisdiction shall set land development objectives in relation to its area. Section 28 deals with the matters that such objectives shall relate to, including the planning of transportation, land use control and urban and rural growth objectives. After these objectives have been set down, no land development applications in the area shall be approved unless if they are consistent with any of the set land development objective.

1.3.10 PUBLIC FINANCE MANAGEMENT ACT

The Public Finance Management Act, Act 1 of 1999, as amended by Public Finance Management Amendment Act, Act 29 of 1999, is to regulate financial management in both the national government and provincial governments with the following specific aims:

- to ensure that all revenue, expenditure, assets and liabilities of such governments are managed efficiently and effectively;
- to provide for the responsibilities of persons entrusted with financial management in those governments; and
- to provide for matters connected therewith.

1.4 LIMPOPO PROVINCE: POLICY AND LEGISLATION

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.

What follows hereunder, is a discussion on the Province's transport vision, strategic goals and policy statements as outlined in the White Paper.

1.4.1 TRANSPORT VISION

The Department of Roads and Transport's vision for transport is stated in the provincial White Paper on transport policy as follows:

2020 TRANSPORT SYSTEM VISION FOR THE LIMPOPO PROVINCE

An integrated safe, reliable, efficient, affordable and sustainable multi-modal transport system and adequate infrastructure.

1.4.2 MISSION STATEMENT

To develop, co-ordinate, implement, manage and maintain an integrated and sustainable multi-modal transport system with an appropriate infrastructure by:

- Effectively and optimally utilizing and developing available resources
- Encouraging and providing a safe transport environment for all users
- Planning and facilitating transport infrastructure provisioning and operations
- Being transparent, accountable and responsible

The departure point is that the policy must be consistent with the National White paper on Transport Policy, as read with the Constitution of South Africa.

1.4.3 POLICY OBJECTIVES

Overarching policy objectives are as follows:

- To assess and also monitor the needs in the province, problematic issues would have to be identified and priorities be determined for the provision of transport within the framework of social and economic reconstruction and development objectives for the Limpopo Province;
- To establish an institutional framework within which transport can be directed optimally;
- To ensure a dependable, accountable, informative and transparent financial and administration system; To direct the management of transport through the optimum application of human and other resources towards the planning, public participation, implementation, co-ordination and the monitoring of the transport system;
- To regulate and control the transport system to ensure that it's full potential can be achieved; and
- To ensure that sufficient, timely and effective traffic control and safety is maintained.

1.4.4 CONFLICT BETWEEN NATIONAL AND PROVINCIAL LAND TRANSPORT POLICY

In the light of the fact that Provincial policies were drafted with due regard to National policies as stated in paragraphs 1.3 and 1.4 above, no potential conflict between the two have been identified.

1.5 PROVINCIAL GROWTH AND DEVELOPMENT STRATEGIES (PGDS)

This is a growth and development strategy that:

- Outlines the development framework for the preparation of district/local municipalities integrated development plans;
- Outlines development framework for the preparation of 5 year strategic plans of national, provincial and three year Medium Term Expenditure framework (MTEF) which are translated into annual management plans by sector departments;
- Ensures greater alignment of programs between spheres of government in order to improve the performance towards service delivery;
- Provides the development agenda/perspective for the province by outlining areas of comparative advantage in which the province plans to invest.

Objectives of the PGDS

- Improve the quality of life of the using spatial rationale to prioritize;
- Promote economic growth through competitive industrial cluster formation and SMME development;
- Raise the institutional efficiency and effectiveness of government;
- Address unique priorities as they arise, such as BEE, Poverty reduction and HIV/AIDS TB and Malaria; and
- Regional social and economic integration towards achieving the objectives of NEPAD.

1.6 NORTHERN PROVINCE INTERIM PASSENGER TRANSPORT ACT, 2000

Limpopo has transport legislation, with the following purposes:

"To provide for the regulation of minibus taxi-type services pending the promulgation of comprehensive public transport legislation; to provide for passenger transport planning; the establishment of a Provincial [Permissions Board] Operating Licensing Board, a Provincial Appeal Tribunal and a Provincial Taxi Registrar; to provide for the registration of minibus taxi associations, members and non-members; to provide for the regulation and control of the minibus taxi industry; to exclude the provisions of the Road Transportation Act, 1977, from applying to minibus-taxi-type services; to provide for the Be Legal process and to provide for matters connected therewith."

The said legislation was promulgated to replace Chapter 3 of the NLTTA with matters that are unique to the province. This legislation is however interim, which suggests that another act, will have to be prepared because developments have overtaken it. It needs to be revised in order to accommodate all modes of transport in the Province.

2 STATUS QUO OF TRANSPORT IN LIMPOPO

2.1 INTRODUCTION

The Status Quo of Transport in the Limpopo Province is described in this chapter. In this report reference to "transport" includes

- transport infrastructure, which includes both the road network and the rail network, and
- transport facilities, which includes air transport facilities (Airports, aerodromes and airstrips) and public transport facilities, as well as
- transport operations, which with the exception of public transport operations, are not included in the Provincial Land Transport Framework.

The status quo of transport in Limpopo Province is described in terms of the following models and measures:

- An overview of Limpopo Province
- Socio-economic information to provide a broad background and understanding of the transport environment in the Province.
- Description of the provincial road network
- Description of rail transport in Limpopo
- Description of air transport facilities
- Public transport status quo covering:
  - Rail transport
  - Bus transport
  - Taxi transport
  - Long Distance Services (Intra-provincial and Inter-provincial)
  - Cross-border Services
  - Metered Taxi Services
  - Special categories of vehicles
  - Public transport facilities
- This chapter is concluded with information obtained during workshops with role-players and stakeholders to identify problems and issues related to the transport system in Limpopo.

2.1.1 LOCALITY AND COMPOSITION

The Province of Limpopo forms the most northern part of South Africa, and it is covering 124 000sq km of land- which is about 10% of South Africa's surface area. To the south the Province shares borders with the Province of Gauteng; to the west, north and east it shares borders with Botswana, Zimbabwe and Mozambique respectively. Limpopo's capital, Polokwane is 300 km north of South Africa's main economic hub and industrial complex that is constituted by Johannesburg-Pretoria. Polokwane lies 200 km to the south of the province's border with Zimbabwe.

Structurally, the province comprises of six district and twenty five local municipalities. The area size of the different district municipalities and the population sizes of these districts are given in **Table 2.1**.

Table 2.1: Size and Population per District

DISTRICT	SIZE OF DISTRICT (KMsq)	POPULATION SIZE	UNEMPLOYMENT RATE
Capricorn	1 697 030	1 154 690	42%
Sekhukhune	1 326 4	1 024 748	69%
Vhembe	21 407	1 199 880	65%
Waterberg	4 951 9	614 158	31%
Mopani	15 706	1 062 780	45%

Source: www.str.com.au (accessed on 2006-06 -27)

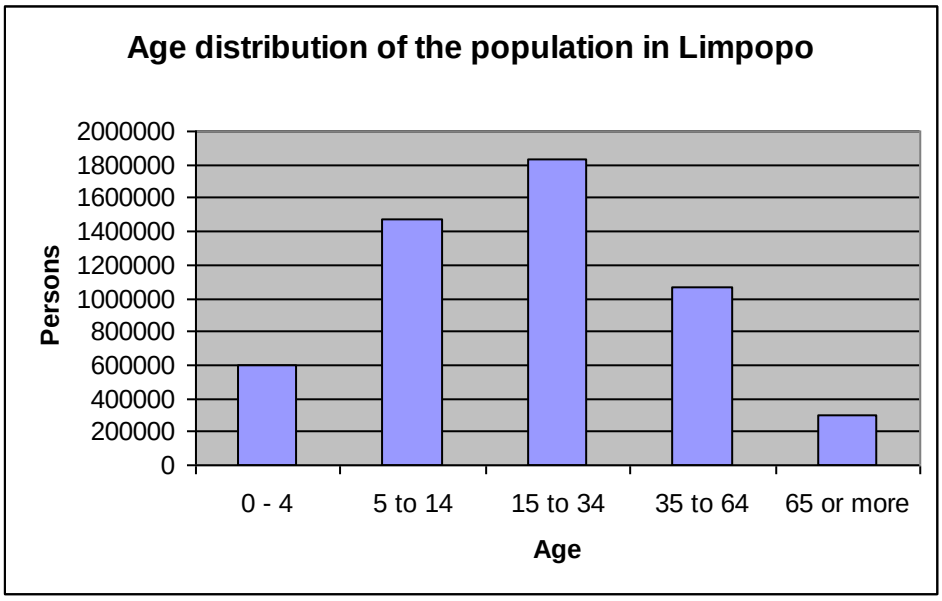
2.2 SOCIO-ECONOMIC INFORMATION

The National Population Census of 2001 indicated that the Province has a total population of 5, 4 million people; and it also indicated that the Province has a population density of 44% people per km which makes Limpopo to be the third most densely populated province in S.A. Furthermore, the census showed that a third of the population in the Province of Limpopo which is aged 20 and older has not received any form of education or schooling. This is compounded by the fact that the Province has a population growth rate of 3% which is higher than the national average.

The Limpopo Province is one of SA's most economically deprived areas. Personal income per capita is 38% of the SA average income per capita, the lowest of all nine provinces.

The age distribution of the total population is shown in **Figure 2.1**. This information indicates that amongst those aged 15 to 65 years, about 633 160 were unemployed.

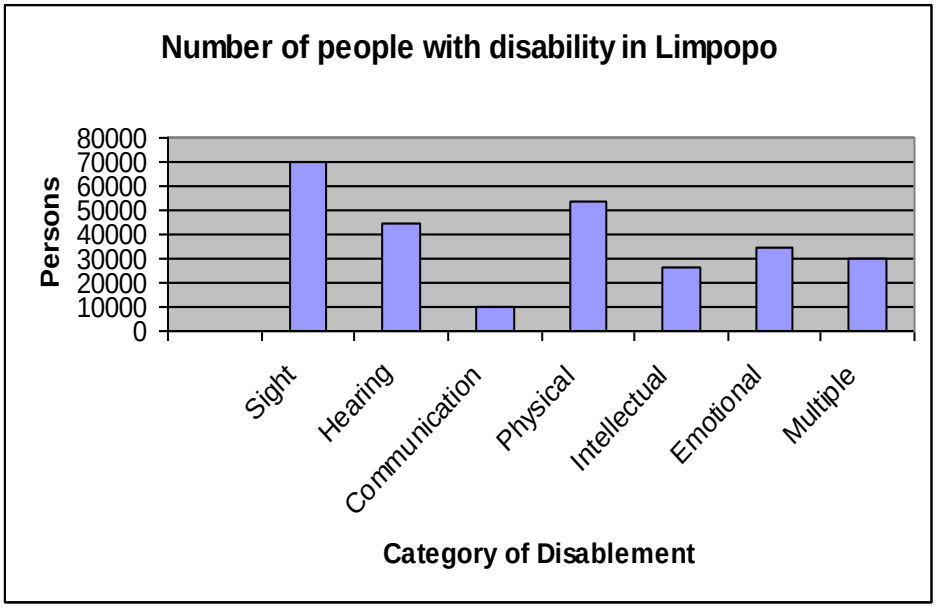
Figure2-1: Age distribution of the population in Limpopo



Source: www.str.com.au (accessed on 2006-06 -27)

Figure 2.2 indicates the number of people with various disabilities in Limpopo. This has a direct bearing on the transportation of people; especially those with disabilities as they need special arrangements when travelling by means of public transport **(Further discussion refer to chapter 5.8). Three categories of people requiring most attention are those classified as having sight, physical and hearing problems.**

Figure 2-2: Number of people with disability in Limpopo



Source: www.str.com.au (accessed on 2006-06-27)

The individual monthly income is given in **Figure 2.3** for the employed population between the ages of 15 and 65.

According to the National census information (2001) 328 000 of the employed population earned R800 or less per month, while 212 000 earned between R801 and R3 200 per month. 11 000 earned between R3201 and R12 801. This gives an indication of the funds available for spending on transportation.

Figure 2-3: Individual income of employed persons in Limpopo

Source: www.str.com.au, (accessed on 2006-06-27)

Table 2.2 gives the number of persons employed according to economic sector.

Table 2.2: Number of persons employed (15-65)

Occupation	Number of persons
Legislators, senior officials and managers	22 843
Professionals	38 759
Technicians and associate professionals	69 925
Agriculture, hunting, forestry and fishing	118 118
Mining and quarrying	28 020
Manufacturing	43 364
Electricity, gas and water supply	7 430
Construction	37 398
Wholesale and retail trade	92 222
Transport, storage and personal services	22 903
Financial, insurance, real estate and business services	33 575
Community, social and personal services	160 851
Other and not adequately defined	30
Undetermined	47 083
Private household	72 867
Total	**663 862**

Source: www.str.com.au, (accessed on 2006-06-27)

2.3 PROVINCIAL ROAD NETWORK

2.3.1 EXTENT OF THE PROVINCIAL ROAD NETWORK

The Limpopo Province has a road network of about 23 000 km. The paved and unpaved roads constitute 6 454 km and 16 573 km respectively of the road network. The total road length distributed amongst the various District Municipalities is indicated in **Table 2.3**.

Table 2.3: Road lengths of paved and unpaved roads in Limpopo

District Area	Total Road Length (km)	
	Paved	Unpaved
Capricorn	1107	3200
Mopani	1003	1849
Sekhukhune	511	2817
Waterberg	2535	5956
Vhembe	1298	2751
Total	**6 454**	**16 573**

Source: Roads Agency Limpopo: 2005/2006

From **Table 2.3** it is evident that the majority of the road network is located in the Waterberg District Municipality, comprising 2535 of the paved road and 5956 of the unpaved road. On the other hand 1954 of paved and unpaved roads are located in the Sekhukhune District Municipality.

The management and maintenance of the Limpopo Province's road network is undertaken through SANRAL, RAL, LDoRT and District municipalities. SANRAL is responsible for roads of national importance, whilst RAL is accountable for surfacing, re-sealing, spraying of diluted emulsion and major pothole repairs and the routine maintenance is done by the LDoRT which includes the blading of surface road shoulders, grass- cutting, bush clearing, replace road signs, clean drainage structures and fix potholes, edge- breaks and fill cracks for RAL while DMs are responsible for district roads.

There are several Provincial Roads in the Sekhukhune District Municipality. According to the PLTF, the current RAL strategies are identified according to the Provincial Growth and Development Strategy (PGDS). The PGDS of the Limpopo Province is primarily focussed on the development needs and in particular the development corridors and economic development centres that have been identified and that are of economic importance to the province.

The assessment of roads, traffic counts and inspections of bridges are conducted and fed into the system. The RMS then reflects the road network conditions and predicts deterioration patterns. The system assists in prioritising road maintenance and rehabilitation projects.

In addition to the above roads, the local access roads are gravel and predominantly utilised by buses and taxis. The condition of these roads is sub standard, and require upgrading and improved storm water management.

The Spatial Development Initiative (SDI) has proposed the construction of road networks that support corridor development initiatives and the intention is to link these newly established roads with other provincial roads with the aim of ultimately forming a road network that leads to the border posts and the Maputo corridor. There are five sub-corridors in the province and they are:

- Dilokong Sub-corridor
- Phalaborwa Sub-corridor
- Trans-Limpopo Sub-corridor
- East-West Sub-corridor
- The Dilokong Corridor and the Phalaborwa Corridor traverses through the SDM.

2.3.2 CONDITION OF ROAD NETWORK

The condition of the road network is dependent on several factors such as the annual average daily traffic, percentage of heavy vehicles, extent of overloading, decay of pavement due to weather, and the standard and adequacy of routine and periodic maintenance.

In the Province the road conditions are generally very poor, especially in the rural areas. Poor road conditions are a significant factor on the operating life of the rolling stock, operating costs, and level of service to the passenger.

The Limpopo paved road network was surveyed according to the South African Committee of State Road Authority guidelines, in 2004. The percentages of the paved road lengths within specific conditions are indicated in **Table 2.4** as follows:

Table 2.4 Percentage distribution of the condition of the paved road network in Limpopo

Condition Category	District Municipality				
	Capricorn	Mopani	Sekhukhune	Waterberg	Vhembe
Very poor	2	_	3	2	7
Poor	7	3	4	8	12
Average	29	25	17	29	37
Good	31	44	30	37	35
Very good	27	23	44	24	7
Total length (km)	**96**	**95**	**100**	**99**	**98**

Agency Limpopo: 2004

It is evident from **Table 2.4** that

- 3% of the paved road network is in poor to very poor condition with a further 27% in an average condition, and
- the paved road network in the Sekhukhune District Municipality is in a very good condition in comparison with the other districts.

2.3.3 TRAFFIC CHARACTERISTICS

For each of the paved and unpaved road network segments the following traffic data are available:

- the Annual Average Daily Traffic (AADT),
- the percentage heavy vehicles,
- the road type of the segment, and
- the segment length.

The road segment data was used to calculate the distribution of the annual vehicle kilometres travelled which is indicated in **Table 2.5**.

Table 2.5 : Annual vehicle kilometres travelled on the Limpopo road network

Road Type	Road Length (km)	Veh km p.a. (million)
Paved	6 793	11 906 913
Unpaved / Gravel	16 114	2 961 915

Source: Roads Agency Limpopo:2005/2006

It is evident from **Table 2.5** that about 12 million of the vehicle kilometres travelled per year in the province (excluding travel on streets in urban areas) is travelled on paved roads, with only 3 million of vehicle kilometres travelled on gravel roads.

According to Roads Agency Limpopo the total km per proposed road owner in Limpopo is represented by **Table 2.6**.

Table 2.6: Total Km per Proposed Road Owner

Description	Unpaved (km)	Paved (km)
DM	11 142	618
RAL	4 207	3 059
SANRAL	27	3 171
Total	15 376	6 848

Source: Roads Agency Limpopo. 2005/2006

From **Table 2.6**, it is clear that the majority of roads in the Limpopo Province are unpaved and most of them are being managed and maintained by the District Municipalities. However, the least of the paved roads are the District Municipalities' responsibility whilst SANRAL is in the lead with 3 171 and followed by RAL with 3 059 roads in the Province.

The South African National Roads Agency Limited (SANRAL) is the custodian of the National Road Network. However, several strategic roads are to be handed over from the Roads Agency Limpopo to SANRAL.

There are several roads under the authority of RAL that are in the process of being transferred to SANRAL. The roads considered for transfer are in **Table 2.7** however, these roads have been put on hold until further notice because SANRAL has stopped the process.

Table 2.7: Roads to be transferred to SANRAL

Phase	Prov. Road No.	Approx. Length (Km)	Route Description	Transfer of Property
2	R33	149 km	R33 from R101 intersection at Modimolle to Ellisras	Aug. 2006
	R33	88 km	R33 from Nylstroom to the N11	Sept. 2006
	R524	124 km	R524 from the N11 intersection at Makhado up to Punda Maria via Thoyandou	Oct. 2006
	R578	88 km	R578 from Makhado up to Giyani	Nov. 2006
	R36	120 km	From Mpumalanga border North of Ohrigstad up to Tzaneen	Dec. 2006
	R529	103 km	R529 from the R36 to the R81 at Giyani	Jan. 2007
	R518	75 km	R518 from Mokopane up to the R37 at Lebowakgomo	Feb. 2007
3	R81	54 km	Giyani – R524	Aug. 2008
	R71	60 km	Gravellotte – Phalaborwa	Sept. 2008
	R40	42 km	Mica – Phalaborwa	Oct. 2008
	R526	20 km	R36 – Mica	Nov. 2008
	R527/531	91 km	R36 – Orpen gate	Dec. 2008
	R567	66 km	Polokwane – N11 at Glead	Jan 2009
	R572	133 km	Tom burke – Alldays	Aug. 2009
	R572	87 km	R521 - Musina	Sep. 2009

Phase	Prov. Road No.	Approx. Length (Km)	Route Description	Transfer of Property
	R521	59 km	Alldays – Pomtdrft	Oct. 2009
	R525	131 km,	N1 at Mokopane – Pafuri gate	Nov. 2009
	508	36 km	Musina – Tshepise	Dec. 2009

Source: Roads Agency Limpopo:

2.3.4 OVERLOADING CONTROL

(a) Introduction

Research in South Africa and the USA has shown that damage to a road by axle loads that exceed the legal limit increases out of all proportion to the loads: for example, an axle carrying double the legal load may cause from 4 to 60 times as much damage as an axle carrying its legal permissible load, depending on the type of road.

Because of the fact that limited funds are available for the construction of roads and their maintenance, it is essential that effective enforcement of the axle load regulations be carried out throughout South Africa in order to protect the country's most valuable asset – its road network.

It is estimated that 35 % of all heavy vehicles travelling on South African roads are overloaded. In KwaZulu Natal, weigh-in-motion stations indicate that 15 % of heavy vehicles are overloaded. Furthermore, it has been found out that, while all legally loaded heavy vehicles cause some damage to road pavements, overloaded heavy vehicles are responsible for approximately 60 % of the damage to the road network, representing some R 600 to R 700 million per annum.

(b) Weighing statistics

Weighing statistics for the Limpopo province are provided in **Tables 2.8** and **2.9**. Heavy vehicles are weighed for overloading according to the following procedures as described in the relevant regulations:

- Regulation 365: Overloading on individual axles
- Regulation 365A: Overloading in terms of the bridge formula
- Regulation 362D: Overloading in terms of gross combined mass (GCM)

Table 2.8: Number of vehicles weighed and overloaded in Limpopo from 2001 to 2005

Year	Vehicles Weighed	Vehicles Over-loaded Total	Vehicles Charged (total)	Vehicles Over-loaded (Reg 365)	Vehicles Over-Loaded (Reg 365A)	Vehicles Over-Loaded (Reg 362D)
2001	127 572	23 931	11 185	2 335	3 667	5 183
2002	45 362	12 984	6 114	1 162	2 433	2 519
2003	101 780	9 570	6 630	1 193	3 845	1 592
2004	98 133	16 336	7 935	1 746	5 307	882
2005	129 896	27 554	7 970	1 734	4 883	1 853

Sources: Dept. of Roads and Transport Limpopo

Table 2.9 : Average overloading of overloaded vehicles (in kilograms) in Limpopo from 2001 to 2003 per Regulation

Year	Regulation 365	Regulation 365A	Regulation 362D
2001	2 335	3 667	5 183
2002	1 162	2 433	2 519
2003	1 193	3 845	1 592

Source:Dept. of Roads and Transport Limpopo

Considering the data provided in **Tables 2.8 and 2.9** above, it is evident that an unacceptable number of heavy vehicles in Limpopo are overloaded. A comprehensive overloading control strategy for the province needs to be developed. Followed by the implementation thereof and effective enforcement of the legal load limits to prevent the road network of Limpopo to deteriorate to such an extent that major rehabilitation would be required.

(c) Heavy Vehicle Overload Control

The Department of Roads and Transport together with the South African National Roads Agency Limited and CSIR is engaged with a National Strategy for Traffic Control Centres with specific emphasis on heavy vehicle overload control.

There are several new overload control centres planned for the Limpopo Province at Polokwane, Mokopane, along the R37, N11 and Beit Bridge – Zimbabwe Border Post. The progress of these plans will be confirmed in the National Strategy.

Current strategies that are actively being pursued focus mainly on overload control and traffic regulation. Overload control is done at weigh bridges strategically positioned along the main transport corridors.

The following weigh bridges are located in the Limpopo Province:

- Mantsole Traffic Control Centres
- Roedtan Traffic Control Centres
- Tzaneen/Mooketsi Traffic Control Centres
- Musina Traffic Control Centres
- Vivo Traffic Control Centres
- Groblersbrug Traffic Control Centres
- Polokwane Traffic Control Centres
- Makhado Traffic Control Centres
- Northern Traffic Control Centres
- Baltimore Traffic Control Centres

(d) Overload issues in the Limpopo Province are following the general trend of road freight operators, particularly those travelling on the international export routes, towards neighbouring countries, exceed the allowed maximum load mass. These vehicles have major damaging effects on the roads and contribute to serious road safety problems.

During active law enforcement on the main corridors, operators, in their quest to avoid arrest, deviate onto District and Local roads, causing exponential damage to local roads, which were not designed to carry these loads.

(e) Conclusion

An unacceptable number of heavy vehicles are overloaded in the Limpopo province. This demonstrates the need for a comprehensive provincial overload strategy. In tandem with the strategy recently implemented by the SANRAL to control overloading on the N1.

2.3.5 CURRENT BACKLOGS

(a) Reseal requirements of paved roads

The Pavement Management System (PMS) was used to prioritise the maintenance requirements of the road network in Limpopo Province. The reseal need of a road surface is described in terms of a Reseal Need Index (RNI) on a scale from 0 to 100, where 0 represents the highest need and 100 indicate no need. The respective RNI categories are indicated in **Table 2.10**.

The paved roads within the four regions of Limpopo were classified according to the RNI. The percentages of the total paved road length within each RNI category are indicated in **Table 2.10**.

Table 2.10 : Reseal requirements of the paved road network of Limpopo

Visual Condition Index (VCI)	Condition Category	DISTRICT MUNICIPALITY				
		Capricorn (%)	Mopani (%)	Sekhukhune (%)	Vhembe (%)	Waterberg (%)
85 – 100	Very Good	22	21	46	6	17
71 – 85	Good	35	36	22	37	37
51 – 70	Fair	28	3	13	17	10
36 – 50	Poor	7	22	6	12	19
0 – 35	Very Poor	2	12	13	24	15
Total length (km)		7 107	1 020	459	1 318	2 566

Source: Roads Agency Limpopo: 2004

It is evident from **Table 2.10** that paved roads in the SDM are in a very good condition as compared to other District Municipalities, whilst VDM has a high priority to be resealed.

(b) Maintenance of paved roads

The surfaced standards of the roads in the Limpopo Province are contained in the Road Management System of the Roads Agency Limpopo.

(c) Long-term Capital Investment and Asset Management Plans

The Long-term Capital Investment and Asset Management Plan identified various road upgrading projects as shown in **Table 2.11** with a total funding requirement estimated at R3, 8billion.

Table 2.11: Long-term Capital Investment and Asset Management Plan

LOCATION	LENGTH (km)	ESTIMATED COST (Rm)
Capricorn District Municipality	**254**	**661,682**
Mopani District Municipality	232	**468,000**
Sekhukhune District Municipality	181	**390,000**

LOCATION	LENGTH (km)	ESTIMATED COST (Rm)
Waterberg District Municipality	275	**524,205**
Vhembe District Municipality	217	**622,760**
Total	1 200	**3 8billion**

Source: Roads Agency Limpopo: 2004

2.4 RAIL TRANSPORT

2.4.1 RAIL NETWORK

The Limpopo Province rail network map is depicted on **Figure 2.4**. It should be noted that the current operating line for the transportation of passengers starts from Johannesburg to Makhado (Louis Trichardt). The existing double line runs from Pretoria North to Pienaarsrivier and falls partly under the commuting area of Gauteng. There are discussions taking place regarding the revitalisation of commuter services between Pienaarsrivier and Pretoria.

Figure 2-4: Schematic Illustration of Rail Network and Stations/Halts

The CPTR indicates that the whole rail network in the Province is owned by Spoornet, serving only long distance passengers. The infrastructure is in relatively good condition and the rail stations in Morebeng, Mogalakwena, Modimolle, Bela-Bela and Polokwane are the main stations serving mainline **passengers;** there are no commuter rail services.

The Bosvelder is the only scheduled mainline service operating daily to and from the Limpopo province as follows:

- Johannesburg – Makhado (Louis Trichardt) – Musina; and
- Musina – Makhado (Louis Trichardt) – Johannesburg.
- The commuter rail service from Polokwane to Dikgale from Monday to Saturday was suspended and buses and taxis took over the operations.

Passenger demand/need dictates the need for rail commuter service. Technically, passenger volume greater than 40 000 passengers per day per directions justifies commuter rail. Currently, there seems to be relatively low need for rail commuter services, considering the relative number of passengers currently travelling by bus and taxi.

An electrified single line runs from Pienaarsrivier to Polokwane (Pietersburg) with colour light signals and has a huge potential for operating at high speed through electric traction units. The travel time can be reduced by introducing express trains that should be integrated with other various destination stations. In order to enhance rail usage, Spoornet should consider adopting a modal integration strategy to provide a convenient and seamless service.

2.4.2 INTRA-PROVINCIAL RAIL CONNECTIVITY

Limpopo has a fairly extensive coverage of branch lines, which creates an enabling environment for the various mining, industrial, forestry and agriculture activities in the region.

The main intra-provincial rail connectors in Limpopo are as follows:

- The Malelane - Phalaborwa/Tzaneen line enabling interaction between the mining and agricultural areas of the eastern parts of the Limpopo Province. This line will form part of the infrastructural backbone of the Phalaborwa SDI.
- Pienaarsrivier – Marble Hall line. There is existing railway infrastructure between Pienaarsrivier and Marble Hall that covers about 123 kilometres in length. It is a single line and has not been electrified.
- Modimolle/Nylstroom – Mabatlane/Vaalwater line. The line from Modimolle/Nylstroom to Mabatlane/Vaalwater covers a distance of 74 kilometres. This railway line has been traditionally used for the transportation of agricultural produce. Utilising the line for tourism should be invested with the introduction of a steam train.
- Mookgopong/Naboomspruit - Zebediela line. The line from Mookgopong/Naboomspruit to Zebediela covers a distance of 84 kilometres and was used transportation of agricultural produce and citrus fruit such as oranges. In addition, passengers were often transported over weekends by special trains from Johannesburg on Friday evenings.
- Polokwane – Dikgale, Musina and Beitbridge line. Dikgale is a halt situated along the Polokwane and Musina line.
- Polokwane to Dikgale covers a distance of 43 kilometres. Season tickets were valid from Monday to Sunday. Such tickets allowed them to undertake

one trip daily in both directions. After the service was withdrawn, buses and taxis took over the operations.

- Polokwane – Moria line. Moria is situated on the eastern side of Polokwane, and mostly served by buses, taxis and private vehicles. This gives rise to congestion on the N1 national route from Johannesburg to Polokwane. One of the solutions to alleviate congestion on this route could be to promote rail transport. In the promotion of this mode, one has to ensure that a door to door service is provided to the user. This means that the extension of a rail line from Polokwane to Moria could be one of the investment strategies to be considered by the Limpopo Provincial Government. The implementation of this proposed strategy could be one of the Spatial Development Initiatives that could have a leverage effect in the stimulation of economic development in the Limpopo province.
- Groenbult – Hoedspruit and Mkhulu line. Groenbult is a halt situated along the Polokwane Makhado and Victoria Falls rail line. The rail line to Tzaneen, Hoedspruit and Kaapmuiden branches off from this halt. It is the shortest route for tourists travelling from Maputo to Victoria Falls and vice versa by rail. As this line passes through some of the tourist attraction areas such as the Kruger National Park, this could constitute a favourable spot for tourist trip attraction by rail from all walks of life.
- Hoedspruit – Ba-Phalaborwa line. The following halts and stations are found along this line:
  - Hoedspruit; and
  - Ba-Phalaborwa.
- Northam - Thabazimbi and Lephalale/Ellisras line.
- Northam to Thabazimbi is a distance of more or less 46 kilometres. There are mining shafts near the following halts and stations:
  - Northam;
  - Tussenin;
  - Chromedale; and
  - Thabazimbi.

These mines used to employ migrant workers from the Eastern Cape. The main line passenger services that were operated in this area in the early eighties had a huge demand of users particularly towards month end. It would be advisable for Spoornet to investigate the workforce profile in this geographical area before doing any developments. This would help in giving a rough indication of the current travel pattern as well as whether the line could be revitalised or not.

2.4.3 RAIL TRANSPORT SERVICES

Rail transport services are segmented into passenger and freight services. Passenger railways are divided into urban commuter rail, long distance inter-city rail and luxury tourist services. Commuter rail transport is discussed in the public transport section of this chapter. Both long-distance inter-city passenger transport services and tourist transportation services are operated on a limited scale mainly between Gauteng and the Lowveld and between Johannesburg/Tshwane and Maputo in Mozambique. Freight rail services can be divided into unit train, block load and single wagon consignments.

A number of significant changes have been made to the passenger rail transport system since the introduction of the White Paper on National Transport Policy. What is of the most significance is the achievement of a merger involving the South African Rail Commuter Corporation (SARCC), Metrorail and Shosholoza-Meyl. To crown it all, it is found that the larger surface rail operators are also active mainly in the mining and heavy industry sectors for own account. The mining industry also operates extensive underground networks.

2.5 AIR TRANSPORT

2.5.1 BACKGROUND

Airports and landing strips ("Air transport facilities") provide the necessary infrastructure for the transfer of goods and passengers between land transport and air transport, and vice versa.

In terms of the Constitution, only international and national airports are national government competencies. The Department of Transport (DoT) conducted a legal review of the interim constitution in 1993/94 and concluded that the international airports that remain a national competency are Johannesburg, Cape Town and Durban, and the national airports are Port Elizabeth, East London, Bloemfontein, George, Kimberley and Upington. These airports were transferred to the Airports Company South Africa (ACSA) in 1993.

In order for national government to improve the control of the flow of illegal goods and people into the country, the National Cabinet took a decision in 1998 to reduce the number of ports of entry for aircraft entering South Africa from 43 to 10. In terms of this decision, provision is made for only one international airport in Limpopo, which is currently the Polokwane International Airport.

Polokwane International Airport is an old military base, which was transferred in 1995 to the Limpopo Provincial Government. The facility was converted into a civilian airport, initially known as Gateway International Airport. The name was changed to Polokwane International Airport, when Pietersburg was recently renamed to Polokwane. Commercial services at the airport started in February 1996.

The Limpopo Provincial Government set up a company, Gateway Airport Authority Limited (GAAL) who manages the Airport. The administration is done in terms of the provisions set out in the requirements of the Companies Act, 1973 (Act 61 of 1973) and the Public Finance Management Act, 1999 (Act 1 of 1999). The Limpopo Provincial Government holds all the shares and airport management reports to the Provincial Department of Transport. This Department has also taken responsibility for the management of the airports in Giyani, Hoedspruit, and Thohoyandou and it is envisaged that these airports will in future be transferred to PIAL.

The Companies vision is that *"GAAL will be recognized as a transformed and successful world class international airport that positively touches the lives of all people."*

Their mission is that *"GAAL will be a commercially-driven organisation, committed to delivering excellent economic and social benefits for all its stakeholders. GAAL will ensure the provision of high standards of safety, security and orderliness, and expeditious and efficient aeronautical and non-aeronautical services in the Republic of South Africa, Africa and viable international markets."*

2.5.2 AVAILABLE TECHNICAL FACILITIES

The elevation of the airport is 4 076 feet and the airport reference temperature is 24,6°C. The airport has two runways. Both runways are 45 m wide. Runway 01/19 is 2 560 m long, and runway 05/23 is 2 320 m long. Runway lights and a precision approach path indicator have been installed on runway 05/23. The airport has a Code VII fire fighting classification. It is the only airport in the Limpopo Province with designated international status.

The width of the runway determines the maximum aircraft size that could be accommodated on the airport. According to ICAO Annex 14, a 45 m wide runway may accommodate aircraft with wingspans up to 65 m. The runway width should thus be adequate to accommodate aircraft up to a Boeing 747 and an Airbus A340.

The runway length is adequate to accommodate regional flights with aircraft such as a Boeing 737-800 on sectors up to 3 000 km. This includes flights to Mombassa (Kenya), Nairobi (Kenya), Entebbe (Uganda) Kinshasa (Zaire) and Pointe-Noire, Cabinda in Angola. Further destinations such as Tripoli could also be reached in a Boeing 767. However the length is inadequate to accommodate direct flights from destinations such as Europe. In order to accommodate flights to these destinations the main runway should be lengthened to approximately 4 km.

An operational restriction from the fire fighting and rescue side, presently determines the maximum aircraft size that may use the airport. At present there is a relaxation from ICAO's side, that aircraft with a wingspan up to 61 m (Boeing 747-300 and Airbus A340-300e) may use the airport. However from 1 January 2005 the maximum aircraft size that would be able to use the airport will be aircraft with wingspan's up to 49 m, which excludes the Boeing 747's and Airbus A 340's.

2.5.3 AIR TRAFFIC

Presently the airport accommodates approximately 20 000 passengers departing annually from Polokwane International Airport. IATA forecasted that this figure will increase by 2010 to approximately 200 000 per annum. At that stage the airport should be connected with major centres in South Africa being served on a regular basis by 150 seater aircraft such as the Boeing 737-800 and Airbus A321.

The major vision of Airport management is to upgrade the airport to handle freight between the Limpopo Province and the rest of the world. In 2002, 50 000 ton cargo has been exported from the airport and it is forecasted that this figure could increase to 180 000 ton by 2010.

2.5.4 PLANNED FUTURE DEVELOPMENTS ON THE AIRPORT

PIAL has embarked on a major development plan for the airport. IATA is busy finalizing a master plan for the airport. Major facilities planned in advance of the Soccer 2010 world cup includes amongst others:

- Upgrade the fire fighting and rescue capacity to a Category IX, which is adequate to accommodate aircraft such as a Boeing 747-400 and Airbus A340. (R 3 million);
- Lengthening the existing main runway and associated taxiway to accommodate Boeing 747 aircraft taking off from Polokwane on direct flights to destinations such as Europe. (R 14 million);
- Provide a new Air Traffic Control Tower (R 2 million);
- Upgrade the passenger terminal building to accommodate 150 seater aircraft such as a Boeing 737-800 aircraft on domestic flights and 400 seater aircraft such as a Boeing 747-400 on international flights (r 40 million);
- Provide a Cargo Terminal (R 15 million);
- Provision for Cold Storage facilities(R 20 million);
- Construction of a Cargo Warehouse (R 8 million);
- Construction of additional hangars and (R 6 million); and
- Development of a hotel on the Airport (Private Sector initiative at an undisclosed amount).

2.5.5 AVAILABILITY OF THE AIRPORT TO SERVE THE SOCCER WORLD CUP

Polokwane intends to develop a new Soccer Stadium for the Soccer World Cup. The terrain that has been identified is only 7 km from the Polokwane International Airport. At that stage the Airport should be able to accommodate the demand generated by the tournament. Airport management also indicated that should it be necessary to open the airport for 24 hours per day during the tournament they would be pleased to do so.

2.6 PUBLIC TRANSPORT

2.6.1 RAIL TRANSPORT

Commuter rail transport currently falls within the competency of the national sphere of government. According to the White Paper on National Transport Policy (September 1996) this function should, in future, be devolved from the national sphere to other spheres of government situated at lower levels.

The South African Rail Commuter Corporation (SARCC) acts as agent for the Department of Transport (DoT). The main object and business of the SARCC is to ensure that, at the request of the DoT, or any local government body designated as a transport authority, rail commuter services are provided in the public interest.

At present no commuter rail transport services are operated in the Limpopo province except a main line service provided along the N1 route towards Zimbabwe.

It is generally acknowledged by all authorities that rail has an important role to play in the transport of passengers within a hierarchy of modes. The National White Paper in its transport vision, states that: "*Rail is seen as an essential long-term component of the network for both freight and passenger transport"*.

2.6.2 BUS TRANSPORT

Bus services are operated by private sector companies contracted to the Department of Roads and Transport (e.g. Great North Transport, Bahwaduba Bus Service). The private operators, which are contracted to Department of Roads and Transport, receive ticket subsidies through the National/Provincial bus subsidization system.

- **OPERATIONAL STATISTICS**

Approximately 1 600 bus trips are made daily resulting in, 85 000km being daily operated.

This comes close to 26 000 000 kilometres being operated annually in the Limpopo Province by buses.

- **PASSENGER STATISTICS**

The current bus operation may be described as a conventional fixed route, fixed schedule system. There are some long routes (from 40km to 100km), and intuitively the journey time is in excess of two hours. Some buses depart as early as 3:40am. These factors make us to question the standard of living enjoyed by the majority of people who are commuting daily for long distance without resting. It makes a good case for establishing a correlation between Rural Development and Target Subsidies.

On the other hand, there is a speculation that a high demand for weekend transport for travelling exists because most people in the rural areas tend to do business in the towns on Saturdays only. It is highly likely that weekend demand may even supersede the weekday peak period for some routes. The bus schedules indicate morning and afternoon commuter trips on Saturdays, for some routes. The need for additional service on weekends is assessed.

- **SERVICE PROVIDERS**

There are three types of bus operators currently providing services in the province, namely privately owned state-subsidised operators, parastatal state-subsidised operators and privately owned non-subsidised operators. Services are provided through multi-journey tickets and cash fares. These operators operate as private or public listed enterprises and the ownership is in the hands of individuals or shareholders.

- Private subsidised operators

  Such operators are mainly subsidised by the Department of Roads and Transport on a ticket-based system where subsidies are paid according to the number of tickets sold by the operator.

- Parastatal subsidised operators

  These companies are partially or wholly owned by the second tier of government. These operators are also subsidised by the Departments of Roads and Transport on a ticket-based system. However, Botlhaba Tswana also receives grants from the North West Province in some instances.

- Private non-subsidised operators

  These operators render services on a contract basis to various private clients and are in no way subsidised by any authority. Some of these services operate private hires for organised groups and are rendered over long distances for example to Gauteng, Cape Town, Durban and Mpumalanga

The following statistics reflect the profile of the bus industry:

- The total number of buses is 1 166
- The total bus industry carries about 18, 5 million passengers per annum
- Buses travel more than 43 million km per annum
- The bus industry employs just over 3 000 people

Limpopo Province does the management of bus subsidies in terms of agreements with the Department of Transport (DoT). A management system (SUMS) was developed by DoT and devolved to provinces to assist with the bus subsidisation task.

- **SERVICE PROVIDERS PER DISTRICT MUNICIPALITY**

The following **Table 2.12** shows the subsidised bus service operators per district municipality in the Province.

Table 2:12. Subsidised Bus Service Providers per District Municipality

DISTRICT MUNICIPALITY	SUBSIDISED OPERATORS
MOPANI	Risaba Bus Service
	Mathole Bus Service
	Great North Bus Service
WATERBERG	Great North Transport
	Lowveld
	Putco
SEKHUKHUNE	Great North Transport
CAPRICORN	Great North Transport
	Bahwaduba Bus Service
	Madodi
	Kopano bus Service
VHEMBE	Great North Transport
	Mabidi Bus Service
	Mabirimisa Bus Service
	Magwaba Bus Service
	Mukondeleleni Bus Service
	Mulaudzi Transport
	Netshituni Bus Service
	R. Phadziri Bus Service
	Enos Bus Service

2.6.3 TAXI TRANSPORT

The National Taxi Task Team (NTTT) initiative of 1994/95 laid the foundation for the present taxi formalisation process in Limpopo. Formalisation of the taxi industry also means exact documentation of members of the industry and their operations; this required the preparation of new legislation and regulations, which will determine the registration process of the taxi industry.

All permits for public transport service have been issued up to date in terms of the Road Transportation Act (Act 74 of 1977). These permits are now being transformed into Operating Licences, in terms of the NLTTA (Act 22 of 2000).

The process of conversion from permits to Operating Licences is still ongoing and it affects the route statistics. Therefore, the Board should finalise the registration of OLs to make it possible to update the next PLTF with ease.

The taxi transport status quo, as obtained from the Department of Roads and Transport is as follows:

- Number of registered associations – 104 (provisionally registered);
- Number of active members with OLs– 5219
- Number of active members without OLs– 4641;
- Number of active members - 9860;
- Number of total vehicles - 10677;
- Number of vehicles with active OLs– 8303;
- Number of vehicles without active OLs– 2374

Taxi facilities in the Province are given in **Table 2.12** per District Municipality.

Table 2.12: Taxi Facilities in the Province

District Municipality	Number of Ranks
Mopani	64
Capricorn	107
Vhembe	32
Sekhukhune	82
Waterberg	47
Total	**332**

Source: IDP 2006-2011

The following initiatives, with respect to taxi operations, are being undertaken or have been completed recently in Limpopo:

Taxi structures at Provincial, regional and local levels have been established/ selected during the previous year and are functioning well.

A Registrar was appointed in terms of the NLTTA, 2000 and the appointment of Assessors will follow soon.

2.6.4 INTER-PROVINCIAL LONG DISTANCE SERVICES

No formal agreements are currently in existence between Limpopo and other provinces with regard to inter-provincial services. However, the Province is actively participating in the forum and discussions on such between all provinces, facilitated by DoT and the standard document on concurrencies is in place.

However, agreements do exist between long-distance associations within the Limpopo Provinces and associations in neighbouring provinces for the purposes of inter-provincial operations. Such agreements are held at the Registrars office.

Permits are issued for inter-provincial operation, based on concurrency arrangements between Permit and/or Operating Licence Boards of the affected provinces.

Recommendations

- OLB should do concurrences in order to avoid unfair competition
- Presently there is influx of permits from other provinces which is a challenge for the Province

2.6.5 CROSS-BORDER SERVICES

Cross-border services between Musina and destinations in Zimbabwe were very active before the instability in Zimbabwe but currently only about four vehicles per day departs for the border.

Currently Cross-border operations are conducted by the following organisations:

- Waterberg District:
  - Lephalale Taxi Association;
  - Regorogile Taxi Association;
  - Northam Taxi Association;
  - Swartklip Taxi Association
- Vhembe District:
  - Beitbridge Taxi Association.

2.6.6 METERED TAXI SERVICES

There are very few metered taxis operating in some Districts within the Province, and it is necessary to formalise this mode of transport.

There are only sixteen metered taxis registered with the Provincial Operating Licensing Board which operate contrary to the condition of their permits. The fee structure for these is not known, and there are no formal facilities. Metered taxis operate from the Polokwane International airport, Savannah Shopping Mall, Meropa casino and the Ultra City along the N1 highway.

2.6.7 OTHER SPECIAL CATEGORIES OF SERVICES AND VEHICLES

(a) Learner transport services

A data base is being established on learner transport operators and vehicles in order to formalise and legalise these operations.

Permits are awarded based on a Certificate of Fitness for the applicable vehicle, proof of liability insurance from the operator and a valid contract with a school or parent group. The validity of the permits is linked to the contract period.

Only mini-bus taxi type vehicles or buses are to be used to legally provide learner transport services.

(b) "Bakkies"

Bakkies are mainly being used to operate public transport services in the deep rural areas or to provide transport for the mines (i.e. between shafts), and they also operate illegally since no OLS has been issued for them. The majority of these bakkies are in Vhembe District where they have formed an association.

Light delivery vehicles (LDVs) are utilised for trips transporting learners and were noted during the surveys on the route between Musina and Mutale and between Vivo and Alldays in the Musina LM.

(c) “Donkey-carts”

Donkey-carts are used as a transport mode on bad roads and provided low-demand services for recreation purposes in the Mutale LM in the vicinity of Tshipise.

2.6.8 PUBLIC TRANSPORT FACILITIES

Public transport facilities can be sub-divided into transfer facilities, bus termini, taxi ranks, as well as facilities on route i.e. public transport halts and lay-byes.

The general condition of public transport facilities, i.e. bus termini and taxi ranks, differ significantly throughout Limpopo and ranges from acceptable to very bad. Most taxi ranks do not have proper shelter for passengers against weather conditions. Few of the ranks have toilets, mostly a poor condition and in a bad state of repair. However, there are a number of exceptions, such as the facilities at Polokwane, Alldays, Bochum, Malamulele, Northam, Hoedspruit and Tzaneen. On route facilities are generally non-existent and vehicles use the road shoulders to load and off-load passenger, which is detrimental to the roads themselves. .

When passengers consider the quality of public transport services available to them, they view the availability together with the condition of facilities as part of the travel

experience and service. This means that the general perception of the quality of public transport services offered to users is negative/bad in cases where the condition of facilities is not good.

The provision, upgrading and maintenance of public transport facilities are local government competencies. However, local budgets are often limited and transport does not deemed as a high priority. Therefore, limited funding is often available to provide or improve public transport facilities.

2.6.9 PROBLEMS AND ISSUES

The overarching issues regarding the transport system in the Limpopo Province, as identified during the status quo assessment are as follows:

- *Generally Limpopo Province communities are very poor, unemployment is common, car ownership is very low and the communities are to a large extent dependent on public transport, which is not equally subsidised by government (taxi industry still unsubsidised);*
- *The communities are sparsely populated in low density areas, with little economic development that can provide employment, with the result that travelling time and distances to the work place and other destinations are excessively long;*
- *Very little attention was given in the past to densified development and integrated land use and transport developments;*
- *Transport costs are high and the percentage of household income spent on transport costs is unacceptable;*
- *Mobility levels of the community is low and accessibility to the main economic activity areas insufficient;*
- *The bus industry, which is the mode of transport that can provide a scheduled and subsidised transport service, is weakened as a result of insufficient government funding and internal government capacities;*
- *The taxi industry is well established and its formalisation and subsidisation should be a priority and therefore the road infrastructure must be given equal priority to taxi recapitalization;*
- *Road Infrastructure in the Province is generally poor with the exception of the N1 national road. Provincial and rural roads are underdeveloped and lack sufficient funding;*
- *National and provincial roads are utilised for freight movements linking the RSA with the neighbouring countries. Excessive overloading of vehicles is causing unaffordable damage to excessive road infrastructure. Traffic control capacities need to be strengthened;*
- *Rail infrastructure in the Province is fairly well developed but generally under utilised with the result that the potential for regional economic development and social support to poor communities by the rail mode is fortified.*

3 CO-ORDINATION MEASURES AND STRUCTURES, LIAISON AND CONFLICT RESOLUTION

3.1 INTRODUCTION

This chapter describes the measures to be taken and the structures established in the Limpopo Province to ensure co-ordination between the transport initiatives under-taken by the Province and the respective planning authorities. A short description of existing and planned liaison structures, their working groups and co-ordination committees, as well as terms of reference constitute the main focus of this chapter.

3.2 CO-ORDINATION MEASURES AND STRUCTURES

3.2.1 BACKGROUND

Limpopo Province determines the transport initiatives undertaken at the provincial sphere and co-ordinates transport planning done at the local sphere by municipalities. Limpopo is responsible for co-ordinating the full spectrum of transport planning initiatives taking place in the province. This is particularly important as it promotes public transport and modal integration.

Limpopo fulfils its co-ordinating role through; *inter alia*, the development of appropriate policy and legislation as well as the establishment of institutional structures and the co-ordination of transportation planning.

3.2.2 INSTITUTIONAL STRUCTURES CO-ORDINATION BETWEEN NATIONAL AND PROVINCIAL GOVERNMENT

Institutional structures are in existence to co-ordinate between national and provincial government, namely the Ministers and Members of Executive Council Committee (MINMEC) and the Committee of Transport Officials (COTO).

MINMEC is the Ministers and Members of Executive Council Committee and allows for consultation between national and provincial spheres of government. The Minister of Transport and the nine provincial MECs responsible for transport are the members of MINMEC. The Heads of Departments of the respective national and Provincial Departments of Transport support them.

MINMEC is established for the various functional areas of concurrent national and provincial legislative competence in terms of schedule 4 of the constitution Act 108 of 1996. MINMECs aim to:

- Provide advice on policy issues of concurrent interest to both the national and provincial spheres of government;
- Identify problems/potential problems in policy formulation, co-ordination and implementation;
- Comment on proposed national and provincial policies and legislation regarding concurrent competencies; and

- Determine short-term and long-term priorities regarding matters of concurrent competencies.

COTO is the Committee of Transport Officials and comprises the designated representative officials of the national and provincial departments of transport. COTO is supported by the following committees:

- RTMCC: Road Traffic Management Co-ordinating Committee;
- LTCC: Land Transport Co-ordinating Committee;
- LIMTCC Limpopo Transport Co-ordinating Committee; and
- TCCC: Traffic Control Co-ordinating Committee.

3.2.3 STRATEGY FOR THE ESTABLISHMENT OF CO-ORDINATION STRUCTURES FOR LIMPOPO

The framework for co-ordination of transport in the Limpopo Province should take a structured form. Co-ordination of transport activities should promote effectiveness across all three spheres of government. The co-ordination between the provincial and national level is largely addressed in terms of the structures mentioned above.

Co-ordination between the work done by planning authorities and initiatives undertaken by the Department as well as with other stakeholders should be structured to address the following:

- Policy and Legislation;
- Transport planning; and
- Transport co-ordinating and advice.

It is suggested that the Limpopo Transport Co-ordination Committee (LIMTCC) be formed to deal mainly with the co-ordination of aspects and transport initiatives in the Province. The LIMTCC should be chaired by the Head of the Department and the secretariat be based within the Department. Technical officials from all planning authorities in the Province be made part of the **LIMTCC**. Representatives of other provincial departments should also participate in this forum where such participation would facilitate better co-ordination on aspects related to transport (i.e. land use and economic development, and traffic control).

The LIMTCC may establish working groups from time-to-time to deal with specific aspects such as *inter alia:*

- Policy formulation,
- Transport planning,
- Land use and transport integration,
- Modal integration,
- Project coordination and implementation committee
- Bus transport, and
- Taxis.

It is important for planning authorities to actively participate in the activities of the LIMTCC. This can be facilitated through *inter alia* the following:

- Co-ordination of the planning processes to be undertaken at local level in terms of Part 7 of the NLTTA by means of the joint development specifications, guidelines and requirements;.
- Contributing to the funding of planning done at the local level;.
- Contributing to the funding of infrastructure and facilities of provincial significance;

- An agreement with National Ministry of Transport not to by-pass the Province by dealing directly with local authorities in establishing projects, without the involvement of the Province; and
- Ensuring that the functioning of the LTCC is always based on participation and joint inputs and not be viewed as a forum where the Province dictates to local authorities.

It is very important to establish a provincial wide forum for participation and consultation with role-players and stakeholders. It is suggested that consideration be given to the establishment of a **Transport Advisory Committee** under the chairmanship of the MEC. This structure could be composed of both officials and non-officials at provincial and local spheres as well as those representing community interests. In this structure there could also be representation of the Transport forums, Contralesa, Civic Associations, Organised Transport users. Similarly, the Transport Registrar, the Chairman and Officials of the Operating License Board, Organised Bus and Taxi structures, Chambers of Commerce, as well as representatives from the Planning Authority and policy and legislation structure could be encouraged to participate in such a structure.

It should be a representative body in which people from different regions, transport structures and community leaders are allowed to serve. Representatives of the local municipalities as well as those of traditional leaders should also serve in the co-ordination committee.

3.2.4 ACTION PLANS

The following strategic actions will contribute towards the effective co-ordination of transport in the Province:

Action 1: Formation of the Limpopo Transport Co-ordination Committee, with representation/participation of technical officials from provincial departments and local government.

Action 2: Investigation into the necessity and viability of establishing a transport advisory structure, with participation by role-players and stakeholders in transport.

3.3 MEASURES TO ENSURE CO-ORDINATION BETWEEN TRANSPORT PLANS, BOTH BETWEEN THE PROVINCE AND THE LOCAL SPHERE AND BETWEEN PLANNING AUTHORITIES IN THE LOCAL SPHERE

Different planning initiatives must be co-ordinated throughout the Province to allow for their timeous and annual submission, and there is a need to revive the LIMTEX in order to co-ordinate the activities of the Province and District Municipalities.

3.3.1 LEGISLATIVE REQUIREMENTS

Part 7 of the NLTTA (National Land Transport Transition Act) regulates this aspect. It states that planning authorities should, in preparation of transport plans, ensure co-ordination and integration within and between land transport modes so as to optimise the accessibility and utilisation of public transport services, facilities and infrastructure [see sections 18(5) NLTTA].

Section 18(6) NLTTA further provides mechanisms for ensuring that the above objective is obtained. It provides that the MEC must ensure the co-ordination of the planning processes of all planning authorities and that to this end it should ensure that the plans addresses aspects such as public transport services operating across the boundaries of the areas of planning authorities, road and rail networks, freight movements, the needs of special categories of passengers, rivalry between neighbouring planning authorities that may result in the duplication or over-supply of transport facilities and infrastructure in the region and the integration of transport and land use planning within the context of the Development Facilitation Act, 1995 (Act No. 67 of 1995) or any other similar provincial law.

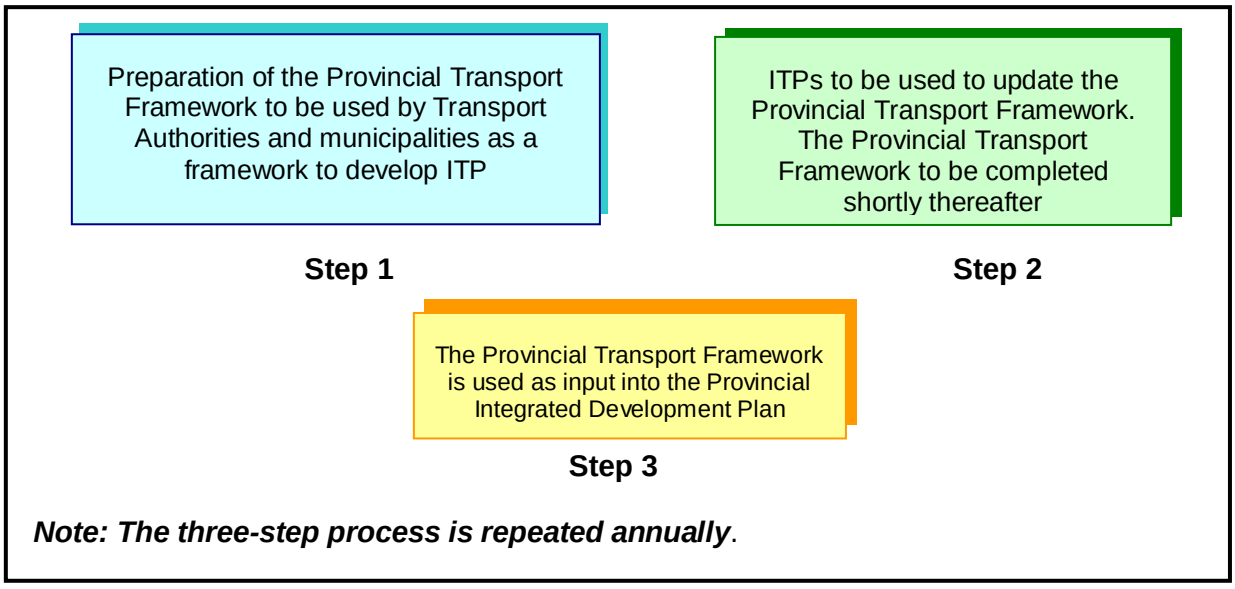
The following plans are required in Section 19 of the NLTTA to be prepared:

- A national land transport strategic framework by the DoT;
- Provincial land transport frameworks by the respective provinces;
- Current public transport records by planning authorities;
- Operating licences strategies by planning authorities;
- Rationalisation plans by planning authorities that has subsidised services in theirs areas;
- Public transport plans by planning authorities required by the MEC to do so; and
- Integrated transport plans by planning authorities required by the MEC to do so.

3.3.2 TRANSPORTATION CO-ORDINATION PROCESS

The co-ordination process must consider the ITP process on local sphere and the LDO/IDP process on the local and provincial spheres. It must be completed within a prescribed period before the start of a new financial year.

The process consists of the following three steps:



Step 1

Province must prepare its initial provincial land transport framework as an overall guide to transport planning within the province;

Every transport authority, core city, and municipality should be required to do so by the MEC, must prepare a public transport plan of which a current public transport record and an operating licences strategy, and, if it has subsidised public transport services, a rationalisation plan, form components;

Transport authorities, core cities, and other municipalities requested by the MEC, must prepare an integrated transport plan of which the public transport plan forms a component;

Step 2

ITPs are to be used to update the Provincial Transport Framework.

Step 3

Province must prepare subsequent provincial land transport frameworks, which in addition must summarise the local plans in the province.

3.3.3 STRATEGY

The Province must co-ordinate a process through the proposed LIMTCC whereby all municipalities required by the MEC to do so, prepare public transport plans with the following components:

- Current public transport records;
- Operating licences strategy, and if they have subsidised public transport services; and
- Rationalisation plans.

Further, the Province will have to co-ordinate the drafting of integrated transport plans by municipalities requested by the MEC to do so, of which the public transport plan forms a component.

This co-ordination will have to be in terms of *Inter alia*:

- Drafting of requirements for the first local plans,
- Drawing up of business plans for the execution of the required studies, and
- Setting of timeframes.

3.3.4 ACTION PLAN

The Province must initiate the co-ordination process necessary for the planning to be done in accordance with Part 7 of the NLTTA, by municipalities requested by the MEC to do so.

3.4 MEASURES TO RESOLVE POSSIBLE CONFLICTS BETWEEN PROVINCIAL TRANSPORT AND LAND-USE PLANNING

3.4.1 BACKGROUND

Urban transport Act

The Urban Transport Act and relevant town planning legislation previously provided a legal framework for the integration of land use and transport. In Limpopo, no Metropolitan Transport Area (MTA) was ever declared in accordance with the Urban

Transport Act and, therefore, the Act could not be used to ensure the integration of transport and land use. In other provinces which do have declared MTAs it has been found that the Urban Transport Act was generally poorly utilised to achieve effective integration.

Development planning

The Development Facilitation Act (DFA) provides for the preparation of Land Development Objectives and the Municipal Systems Act for the preparation of Integrated Development Plans. The role of transportation in sustainable development is acknowledged in both these laws and transportation planning is required to be part of LDOs and of an IDP. Experience elsewhere in the country indicates that transportation planning is not always in synchronisation with development planning due to different departments involved in the two planning processes, making it very difficult to achieve effective integration of planning.

National Land Transport Transition Act

The NLTTA makes it a legal requirement to plan and it specifies how this should be done (section 18(1), Part 7): "Land transport planning must be integrated with the land development process…and must be accommodated in and form an essential part of the integrated development plans…". The NLTTA requires land transport planning to be integrated with the land development process. The transport plans must be developed within the context of the Integrated Development Plans and Land Development Objectives (LDOs).

Section 29 of the NLTTA deals, inter alia, with the publication of transport plans and substantial changes in land-use. On approval of the National Land Transport Strategic Framework, PLTF, Public Transport Plan (PTP), and ITPs, the prescribed particulars of such plans must be published in the Government or Provincial Gazette, whichever is relevant. All persons and institutions are bound by the provisions of the plans, as published.

No substantial change or intensification of land use may be undertaken without the written consent of the relevant planning authority. [Section 29(2)(a)] Further, developments on property within a transport area are subject to traffic impact assessments and public transport assessments, as prescribed by the MEC. [Section 29(2) (b)]

Any person, who undertakes a development involving a change or intensification in land use or development proposal without the approval of the planning authority, or contrary to the condition imposed by the planning authority, is guilty of an offence. [Section 29(7).]

Land Use Management Bill

Future land use management could be achieved through the enactment of the National Land Use Management Bill. This national bill prescribes, inter alia, the lodging of land use applications, the establishment of a Land Use Tribunal in the province and appeal procedures.

No procedures currently exist regarding the manner in which land use applications should be assessed from a transportation viewpoint and at which stage they should be referred to the provincial level for assessment.

Assessment of the environmental impact of transportation

Limpopo supports the application of sustainable Integrated Environmental Management (IEM) principles that must be synchronised with the municipal transport plans in order to secure, inter alia, appropriate funding for environmental impact assessments. In terms thereof, certain requirements will have to be adhered to for all projects of a significant scale undertaken by all levels of authority throughout the Province. These requirements include the following:

- An environmental impact assessment, including an implementation plan, management, measurement and monitoring procedures must be developed as part of the planning phase;
- That measures be implemented to mitigate negative impacts during construction, operation and/or maintenance of facilities and infrastructure;
- Actions and procedures be encouraged that will enhance the positive effects on the local economy and the quality of life; and
- The planning of public participation must be undertaken in consultation with the role-players and stakeholders.

3.4.2 STRATEGY

Bearing in mind that the integration of transport and land use is clearly a legal requirement, the objective of such integration is to create practical and workable mechanisms to ensure that applications for developments are assessed by transport planning authorities for compatibility with the ITP.

Procedural guidelines will have to be developed by the Limpopo Province in anticipation of the structures to be established following the enactment of the national and (possible) provincial land use management legislation. Such procedural guidelines should indicate the size and type of development which should be the concern of any planning authority responsible for transport in an area, and the process for the disposal of such land use applications given the structures, mechanisms and requirements of the National Land Use Management Bill when enacted.

In addition, regulations will have to be prepared by the MEC in accordance with the stipulations of Section 29(2)(b) of the NLTTA relating to traffic and public transport impact studies.

3.4.3 ACTION PLANS

The following strategic actions will have to contribute towards resolving the potential conflict between the development of the transportation system and land use planning in the Province:

Action 1: Procedural guidelines will have to be developed for the Limpopo Province in anticipation of the structures to be established following the enactment of the National and (possible) Provincial land use management legislation.

Action 2: Regulations will have to be prepared by the MEC in accordance with the stipulations of Section 29(2)(b) of the NLTTA relating to traffic and public transport impact studies.

3.5 MEASURES TO ENSURE CO-ORDINATION OF INTER-PROVINCIAL LONG-DISTANCE AND SHORT-DISTANCE TRANSPORT SERVICES

3.5.1 BACKGROUND

Although the co-ordination of inter-provincial long distance and short distance transport services is considered as being a national competency, the active participation of the relevant provinces in this process is essential.

With the inception of the new government, the DoT has been making use of co-ordinating structures such as MINMEC and COTO. These structures have in many cases resulted in very good communication and co-ordination of projects where different provinces are involved. The Operating Licensing Boards (OLBs) were involved in some of these structures and met formally within the confines of existing committees, such as the Implementation Work Group that is responsible for the implementation of the NTTT (National Taxi Task Team) recommendations. These meetings were, however, not held regularly. Many of the provinces indicated that they did not have budgets for such meetings and this sometimes resulted in their non-attendance.

The OLBs are confronted on a daily basis with issues which have an effect on other provinces. Inter-provincial conflict often happens, resulting in bi-lateral discussions between the provinces concerned. In many of these cases decisions are made that may affect other provinces or give them new insight into the resolution of such conflicts.

On an operating level, the current policy concerning inter-provincial applications for operating licences is that the OLB at the origin of the trip should receive the application and forward it to the OLB at the destination of the trip, which will be in a different province. The destination OLB should be made to liaise with a particular municipality (particularly with regard to the availability of ranking space), give further consideration to the application in terms of other criteria and, finally, make a recommendation to the origin OLB.

3.5.2 STRATEGY

The objective should be to co-ordinate and communicate aspects regarding matters dealing with inter-provincial long-distance and short-distance within the public transport services.

The formalisation and implementation of communication and co-ordination structures for all OLBs (in South Africa) should be a priority. Meetings on a regular basis should serve to discuss all the elements of the management of operating licences.

3.5.3 ACTION PLANS

The following is required to ensure co-ordination of inter-provincial long-distance and short distance transport services:

- Continued active participation in the forum and discussions between provinces, facilitated by the DoT.

- Formalisation and implementation of communication and co-ordination structures between the Limpopo Province's Operating Licence Board and similar boards in adjacent provinces.
- Engage in formal agreements with adjacent provinces.

4 INTEGRATED DEVELOPMENT FRAMEWORK

4.1 BACKGROUND

4.1.1 NATIONAL POLICY FRAMEWORK

From a National point of view, two important issues are identified in the National White Paper and the National Transport Policy Framework:

- Integration of transport and land-use through related functions such as economic development and planning at the three spheres of government,
- Corridor densification and infilling, promoting public transport while reducing the need to travel.

4.1.2 PROVINCIAL POLICY FRAMEWORK

White Paper on the Provincial Transport Policy states the following regarding Land-use planning and co-ordination

4.1.2.1 Institutional Co-ordination

The new dispensation should take care that the goodwill and relationship remains healthy between the provincial transport authority and other transport related institutions. It is important that each institution's responsibilities must be clearly defined and that the various "outputs" are integrated, connected or linked into a comprehensive unit.

Policy Principles

Proper co-ordination of the various functions allocated to the different spheres of government and transport agents include:

- Co-ordinating structures on provincial and local sphere of government to strengthen links between spatial planning and transport planning; and
- Co-ordinating structures between the public and private sectors including the general community.

4.1.2.2 Planning and Information Requirements

It is important to ensure that all the individual elements of the comprehensive responsibility are drawn into an integrated structure consisting of recognised transport authorities on different spheres of government. Executing agencies including transport providers and operators, would act under the umbrella of transport plans approved by recognised transport authorities.

For this purpose national guidelines and requirements have been approved by Committee for Land Transport Officials (COLTO) referred to as the Transport Planning Guideline and - Requirement (TPR and TPG documents). The intent of these documents is to provide standardised planning and information gathering

procedures, specifically designed to guide each provincial and regional transport authority in terms of the planning process.

It is important that transport planning processes be integrated with land use planning and that public participation be executed in a co-ordinated way.

The lack of accurate and comprehensive information and the fact that data needs to be updated constantly will have to be addressed through the establishment a comprehensive data bank for transport information.

Policy Principles

- Integrated transport and land use planning in accordance with the requirements of the Land Development Facilitation Act, 1995;
- One single organisation responsible for transport planning;
- Holistic, comprehensive and co-ordinated multi-modal transport plans for each of the districts in the Province; integrated into a provincial transport plan (PTP);
- Commitment and involvement in the effective integration and co-ordination of the transport plans with other planning processes;
- Densified development of corridors and nodes to enhance the effectiveness of a multi-modal transport system;
- Preference to mixed land uses that will minimise travel distances and optimise densification, corridor and nodal development;
- Local conditions should dictate the function and role of each mode;
- Innovative transportation systems as long term solutions;
- Accessibility to the main provincial centres through an optimum network of road and rail infrastructure and services;
- Minimum service criteria based on sound principles;
- The provision of public transport services, transport infrastructure and traffic control is an integrated and inseparable function;
- Promotion of public transport and discouragement of private transport;
- Emphasis on the provision of safe, convenient and affordable transport;
- Maximum safety and security to public and private transport users;
- Sufficient and comprehensive information to be kept regarding all transport modes and land use;
- Optimum information standards within national guidelines;
- Co-ordination of relevant information systems and data with all other levels of government;
- Optimal use of information for management, planning and control purposes;
- Accessibility and transparency of transport information to the community;
- Communication programme integrated with processes for the formulation of development objectives, as prescribed by the Development Facilitation Act (Act 6) of 1995.
- Healthy and co-operative relationships between all stakeholders (public relations);
- Grass roots community participation in all planning processes; and
- Sufficient and efficient structures for consultation and participating in decision-making.

Institutional Policy Statements are that:

- The Limpopo Province Legislature assumes the full responsibility and powers relating to the transport functions as provided for by the Constitution of the Republic of South Africa;
- A strong Department of Roads and Transport (LDoRT) and associated structures will be developed, with sufficient human resources that can effectively take charge of the complete function;
- On discretion of the MEC for Transport, in concurrence with the Executive Council, establish a statutory provincial transport authority consisting of a Provincial Transport Authority and Executive (PTA/PTE), supported by four permanent functional committees;
- The PTA is the supreme transport authority of the Province; whilst the PTE together with a number of other dedicated agencies linked to it, is the provincial transport executing body, under administrative control of LDoRT;
- Similar Regional or District Transport Authorities and Executives (RTA & RTE) on the local sphere of government, are to be established once the provincial transport structure has stabilised and has proved to function satisfactory;
- The RTAs report to the local electorate and the PTA; and the PTA in turn reports to the Executive Council. The PTE would be rationalised or dissolved when the RTEs perform the majority of the executive functions; and
- The area of jurisdiction of a RTA could include a number or parts of local authority areas. The details of the devolution process regarding the local government transport structures, the area of jurisdiction, time program, responsibilities and powers to be devolved, are to be proclaimed.

- The responsibilities and powers of the PTA are as follows:
  - Formulation, monitoring and revision of provincial transport policy and legislation.
  - Set provincial norms, standards, guidelines and minimum requirements.
  - Formulate and promulgate transport regulations and other proclamations.
  - Undertake or ensure the planning and implementation of provincial transport plans, including service provision, transport facilities and infrastructure.
  - Consider, evaluate and approve RTA transport plans.
  - Ensure, and where necessary undertake, the provision of public transport services.
  - Ensure, and where necessary undertake, the planning, design, construction, and maintenance of transport facilities and infrastructure.
  - The raising and management of funds through approved funding sources.
  - The funding of approved public transport services, facilities and infrastructure; the management and maintenance there-of, research, human resources development, safety programs, regulatory functions or any expenditure that is aimed at the implementation and maintenance of the approved transport plans.
  - Apply financial management techniques that are normally available to statutory institutions that are responsible for the execution of a technical function where financial resources are required.
  - Impose levies.
  - The co-ordination of the transport functions between the various spheres of government and agencies; as well as amongst the related functional departments of state.

- Economic and technical regulation of all transport services, transport assets, public transport fares.
- Law enforcement, traffic safety, security and control.
- Conflict resolution.
- Expropriate land that is necessary for the provision of transport facilities.
- Conduct research, studies and demonstration projects.
- Establish and maintain transport information.
- Allocation of transport responsibilities between provincial and local spheres of government.
- Assist in the development of human resources, facilities, management expertise and technology in transport.
- Community involvement and public participation in transport matters.
- Marketing and publicity for public transport and traffic safety.
- Any other responsibility and power required to perform the function.

- The PTA/PTE (and also the local government transport authorities when they are established) governs and executes the comprehensive transport function in terms of the allocated responsibilities, as well as other powers and responsibilities which the Executive Council could delegate to the MEC for Transport from time to time.
- The MEC for Transport as political head responsible for the transport portfolio, is also the chairman of the PTA which is combined the supreme provincial transport authority. As political head, the MEC can on own discretion refer any decision which the PTA might have within its allocated powers, to the Executive Council.
- The PTA consists of members that should be appointed by the Premier out of local government councillors, with the MEC for Transport as chairperson; assisted by four permanent functional committees that would have the power to form temporary committees or working groups to perform specific duties.
- The four permanent functional committees are:

  - The Transport Advisory Committee, responsible for policy formulation, strategic planning and the macro monitoring of the execution of the transport function in the Province;
  - The Mediation Committee is responsible for dispute resolution, arbitration and appeals;
  - The Technical Committee is responsible for the operational planning, implementation, co-ordination, operational monitoring, traffic matters, community participation and public relations;
  - The Financial and Administration Committee is responsible for all financing matters, budgeting, office administration and human resources.

- The members of the functional committees are to be appointed by the MEC, consisting of senior LDoRT and local government officials, interest groups, specialists on the subject to be appointed externally and community leaders.
- The PTA/PTE and functional committee management and administrative procedures, remuneration and voting powers are to be arranged through proclamation.
- The institutional arrangements to ensure proper co-ordination between the various transport authority bodies and executing agencies, can be through

statutory proclamation or through general guidelines or other informal arrangements.

- The Technical Committee as well as the local government members in the PTA, are jointly responsible for all co-ordinating matters between the Provincial, Local Government and other transport agencies and operators.
- An Operating License Board (OLB) be established that would be responsible for regulating the transport industry in an independent way, in accordance with proclaimed powers and responsibilities.
- Members of the OLB are appointed by the MEC for Transport, in concurrence with the Executive Council, consisting of members of the community with appropriate legal, transport and commercial background; but which would exclude individuals or persons employed by institutions with vested interests in any transport operation that could submit applications for permits to the Board.
- Establish Local Permit Administration Offices (LPAO) that would assume the executing functions of the Permit Board on a decentralised basis, under the control and authority of the PTE.
- Integrate the administrative arrangements of the permit administration offices with the other local transport administrative functions, such as the local licensing and traffic departments, or the future local government transport authorities.
- Establish a Provincial Transport Forum (PTF) as a non-statutory body that consists of representatives of the provincial and regional transport authorities and other related provincial and local government institutions, transport operators of all modes, passenger or user organisations, organised trade and industry, the local community and labour.
- The Provincial Transport Forum is responsible to facilitate the public participation, deliberations and general community involvement with regards to all transport matters, between the public sector, the private sector and the general public as users of transport. Similar local government transport forums are to be established.
- The Department of Roads and Transport will have to fund the activities of the PTF and will have to provide a secretariat. The PTF would act independently with a Constitution and Code of Conduct approved by the PTA.
- Recommend to National Government the introduction of a statutory professional body for any legal or natural person that applies for a transport permission to convey passengers on public roads. This body should enforce discipline in the industry through an approved code of conduct that would govern the actions of each transport operator. No operator without such professional status would be allowed to transport passengers. Should such professional body not be possible, other means of registration should be investigated.
- Recognition of taxi associations, individual taxi operators or any grouping within the taxi industry or any other element of the entire transport industry is only possible through the statutory professional body.
- The public transport enterprise(s) will be managed by a corporate head office, reporting to the MEC for Transport, which will appoint a Board of Directors in collaboration with the Executive Council.
- The status of the public transport enterprise is that of a transport operator or asset manager and not of a transport authority and it would receive the same treatment from the transport authorities as any other transport operator would receive. No special powers would be allocated to the public enterprise which would not be possible for any other operator.
- The Department of Roads and Transport, together with the transport authorities to be established on local sphere of government, be responsible for

the strategic planning and implementation of all transport functions and activities in collaboration with the departments of public works and land, housing and local government.

- The transport planning process be integrated with land use planning and a multi-modal, area wide network approach be followed, based on sound principles and minimum service provision criteria and design standards.
- All activities related to transport in the Limpopo Province that:
  - includes public transport services by all modes, transport infrastructure, civil aviation, freight transport, traffic management, control and safety;
  - is subject to economic and/or technical regulation;
  - qualifies or apply for financial assistance;
  - is of strategic nature or forms part of essential infrastructure in the Province;
  - has an impact on land use patterns; be incorporated in a Provincial Transport Plan (PTP) in accordance with approved national guidelines and approved by the PTA.
- As a general rule, private transport should form part of the transport plan to the extent that elements of private transport (traffic or facilities) that would be subject to economic and technical regulation and/or which would require public funding or government intervention in one way or another, be specified in the plan. The nature and level of detail to be specified in the plan for private transport could differ from that of public transport, based on the extent of government involvement that is required.
- Within national guidelines, the minimum requirements, the contents of - and the process that must be followed, be formulated for the compilation of transport plans; inclusive of the integration of land use and transport planning, the public participation and community involvement procedures, the technical guidelines to be followed and the approval procedures prior to the submission to the PTA.
- Within the framework of Constitutional competencies, the PTA be empowered to promulgate regulations, set levies and formulate minimum requirements, norms and standards with regard to parking bays and other facilities, loading/off-loading areas, vehicles entering specific areas, floor space ratios relative to transport capacities, technical design requirements of all transport infrastructure, the use of any transport facility, the reservation of the use of any transport facility irrespective of its ownership that may be deemed strategically important in terms of accessibility and general use by the public.
- The PTP reflects the approved transport policy principles, inclusive of the prescribed planning process and technical principles.
- The planning task should be a combined provincial and local government responsibility but that initially, until the function has been established properly in the province, the planning function be undertaken by the provincial transport authority and executive.
- Sufficient and effective expertise to plan and implement transport and land use be provided through a dedicated long term capacity building program at provincial and local spheres and that external assistance be used for the establishment of procedures, planning techniques, information and other supporting systems.
- A comprehensive provincial information system on public transport and land use information be established and updated on a continuous basis.

- The planning and implementation process be open and transparent and information and plans be accessible to the general public and transport role players that would be influenced by the transport plan.
- The results of the planning process as contained in the approved PTP be subjected to appeal and dispute resolution processes.
- The PTP be formulated on an annual basis containing a one year implementation plan, a long term strategic plan with a five year implementation program updated annually.
- The PTA be given the authority to plan, implement and fund ad hoc urgent measures that are not contained in the approved PTP, but that are necessitated through unforeseen circumstances requiring urgent attention. Guidelines in this respect are to be formulated and approved by the Provincial Executive Council.

According to the NLTTA, the following issues have an impact on spatial development:

- Establishment of structures to facilitate integrated planning of land use in a co-ordinated manner;
- Regulation of land-use development at local sphere so that development approval is subject to conformity with integrated land use and transport plans;
- Land use frameworks must guide all spatial development processes, with specific guidelines and policies to channel development and specific employment activities into public transport corridors and nodes;
- The containment of urban sprawl beyond the urban limits to be addressed through provincial spatial development plans;
- Decentralisation which disperses employment activities must be discouraged, except in specific cases where it is favourable in terms of decreasing total transport costs and travel times on the basis of integrated land use plan.

The following Policy Statements impact on spatial development:

- Policy Statements Planning and co-ordination
- Harmonised co-operation between the different provincial and local government departments regarding the integration of land use and transport development;
- Co-ordination between different land use and transport planning initiatives to ensure integrated land use and transport planning;
- Development be planned and concentrated in and around transport corridors to limit travel distances, time and cost.
- The planning and implementation of transport systems must support the national objectives of densification and containing urban sprawl;
- Recognition is given to the role of Traditional Leaders in terms of all policy formulation and planning activities;
- The conservation of the environment is a particular focus point in all transport-related projects;

General planning principles:

- Transport planning must be integrated with the land development process and therefore transport plans must form part of the integrated development plans prepared at local level. Accordingly all land use development proposals must be subject to an integrated policy framework and a comprehensive development planning process, executed with proper consultation and which is continuous and consistent with the land development objectives;
- Integrated planning of land use, must enhance and give direction to mixed land uses and high density residential development nodes within the corridors,

- The preparation of transport plans needs to be carried out in close co-operation with other departments dealing with development planning or the preparation of LDOs.

Furthermore the economic viability of a proposed corridor development must focus on long-term employment and sustainable development.

On mixed land-use and densification the following has been identified:

- Land use developments that have an impact on transport patterns should take into consideration the estimation of new public transport infrastructure cost; Transport networks for the various modes of transport; estimated cost of public transport to the government and users; public transport facilities; and locality plans which indicate the major routes and travel distances from the new development to the major land uses.
- Land use developments that are proposed in the ITPs should focus on long term sustainable employment near the residential areas, whilst the planning and management of transport modal systems within a region should focus on compact and cost effective service delivery as to support mixed land use development.
- Land use densification strategies should focus on the national objectives of mixed land uses. Infilling and transport plans must include strategies for modal integration aiming at densification of activities. Public transport services should give cost and service advantages to residential areas nearer to employment areas.

Regarding Project proposal Requirements, the following should be included:

- Sufficient detail about the intended integration of land use and transport developments must be made available in the project proposal documents. Project proposals should contain clear and practical deliverables reflecting integrated land use and transport development. For the purposes of both planning and the implementation of projects, tenders should be advertised properly.

On the Co-ordination process the following is needed:

- The co-ordination process on provincial level must consider the ITP process on the local level and the LDO/IDP process on local and provincial level.

4.2 INTEGRATED SPATIAL FRAMEWORK

4.2.1 INTEGRATION BETWEEN LAND-USE AND TRANSPORT PLANNING

In Document 1, (p13) the relationship between the Integrated Spatial Framework (ISF), and the Provincial Growth and Development Strategy (PGDS) is shown.

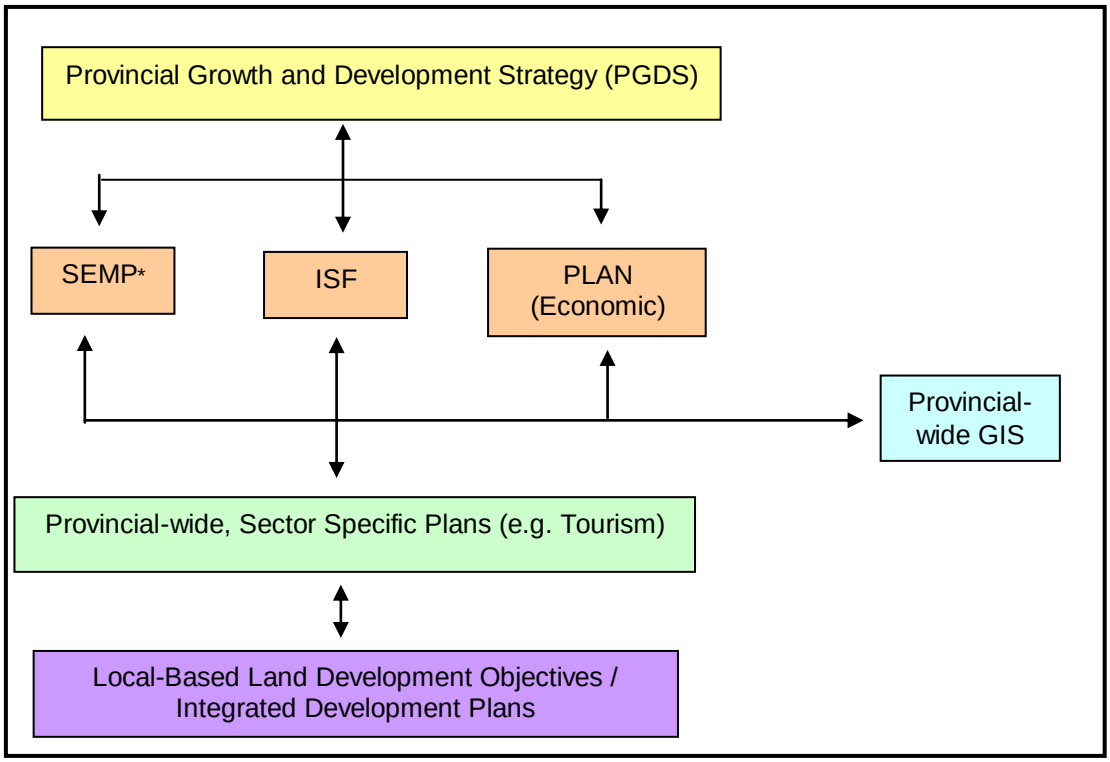


Figure 4-1: The relationship between the Integrated Spatial Framework (ISF) and the Provincial Growth and Development Strategy (PGDS*SEMP - Strategic Environmental Management Plan

The integration process took the following issues into consideration (P11):

- the location, type and extent of economic development in the Province – where potential growth sectors act as catalysts within the provincial economy;
- the location of major transportation routes and movement corridors impacting on the Province – with specific reference to the Maputo Corridor and its significance as a development catalyst;
- the existing land use and extent of land use with specific reference to the settlement patterns, spatial land use trends and proposals;
- the location and provision of area wide services including water, sewerage, electricity, stormwater and waste disposal;
- the current situation relating to Land Reform and the implementation thereof;
- The Provincial Growth and Development Strategy (PGDS) and the Strategic Environmental Management Plan (SEMP) compiled for the Province.

Interaction of the above creates a unique development context. The plan will contain a broad framework that is based upon the understanding and the interpretation of the implications of the unique development context and will extrapolate desired development trends into broad policies and a spatial framework.

4.2.2 RELATIONSHIP BETWEEN THE LAND-USE PATTERNS AND TRANSPORT NETWORKS

The settlement pattern in Limpopo is dispersed in response to the resource base and population concentrations. The characteristics of the urban concentrations determine its position within the hierarchy of settlements.

A phenomenon in developing countries is that a few urban areas dominate in the hierarchy and the remainder follows with distinct differences in central place indices. Three strong urban centres can be identified within the settlement pattern of the province.

Dormitory settlements, from the previous homeland areas, occupy three large areas of the province. These areas are isolated in terms of the economic potential and resource bases in the province. The majority of the areas are characterised by subsistence farming, limited economic opportunity and high-density settlements where a concentration of poor people resides.

Subsistence farmers who produce surpluses often have difficulty in transporting these to the market. For most of the poor in the study area, the lack of transport is related to their inability to afford it, rather than to the absence of services. The problem is exacerbated by the fact that most of the poorest sections of the population live in remote areas, at long distance from towns and cities.

4.2.3 THE ROLE OF TRANSPORT IN ECONOMIC AND SPATIAL DEVELOPMENT

In terms of connectivity between the economic and residential nodes, the Province is characterised by two distinct features.

4.3 PROBLEMS AND ISSUES

The following problems and issues were identified regarding transportation planning and co-ordination:

- Co-ordination amongst the different spheres of government should also be improved, especially in terms of integrated land use and transport planning and development;
- Information regarding current spatial development and transport plans is insufficient;
- The unique problems of the regions are not communicated to the province;
- Displaced residential areas that are far from work opportunities lead to long travel distances, high transport cost and long travel time;
- Lack of capacities and mechanisms to ensure proper local government in rural areas, counteracts indirectly proper land use and transport development.

4.4 STRATEGIES

4.4.1 CO-ORDINATION AND INTEGRATION

On an institutional level, mechanisms should be put in place to ensure co-ordination and integration between spatial planning and transport planning. Strategic spatial planning takes place in the Office of the Premier while the Department of Housing and Land Affairs deals with the administrative processes associated with land-use planning.

4.4.2 COMMENTS ON LAND-USE DEVELOPMENTS

The Department of Roads and Transport should comment on all land-use applications lodged in accordance with the Development Facilitation Act. The applications should be adjudicated in terms of identified criteria regarding the transport network and infrastructure.

4.4.3 CORRIDOR DEVELOPMENT

A detailed strategy regarding corridor development is included in Chapter 5. The implications for land-use development are significant and should be taken into consideration.

4.4.4 MONITORING OF NEEDS, PROBLEMS AND ISSUES

The individual municipal and composite District Municipalities' IDPs identify problems and issues on various topics of which transportation is but one. The problems and issues which have relevance on transportation should be incorporated in the Provincial IDP, and in turn be addressed in the Provincial Land Transport Framework and the Limpopo ITP.

5 PUBLIC TRANSPORT STRATEGY

This chapter deals with public transport strategies for the Limpopo Province. The deficiencies related to the public transport system are listed, followed by the Province's focus areas and priorities related to public transport.

Strategies related to the various components of the public transport system are described below. These strategies were developed by giving recognition to the **Roads and Transport, Limpopo Province White Paper on the Provincial Transport Policy, April 2000** and taking cognisance of the policy framework created in terms of the National Policy Framework, namely:

- National White Paper on Transport Policy, 1996; and
- National Land Transport Transitional Framework, 2002.

The implementation of the strategies for the various components of the public transport system is addressed through a number of action plans.

5.1 DEFICIENCIES IN THE PUBLIC TRANSPORT SYSTEM

5.1.1 WHITE PAPER ON THE PROVINCIAL TRANSPORT POLICY

A list of problems and issues is given in the Department of Roads and Transport, Limpopo Province White Paper on the Provincial Transport Policy, April 2000. This is given below.

Public transport services:

- Funding of social services to the public is inadequate.
- The available government supported social services are not distributed evenly through out the province.
- Scholar services are not available.
- Rail commuter services are not available.
- To both the taxi and bus industry sporadic and continuous increases in fuel prices affect profitability margins and it is difficult to change fares too often.
- Modal choices are limited in most areas.
- Modal integration is not effective.
- Regulation and co-ordination of the industry is needed.
- Differences between urban and rural circumstances are not recognised when standards and criteria are defined.

Public transport facilities:

- Public transport facilities are not well developed, especially in terms of bus transport.
- Pedestrian safety measures (including personal safety) are needed on roads and at transport facilities.
- Suitable and more amenities are needed at facilities.
- The management and control of facilities should be clarified.
- Public transport facilities are not well integrated in terms of bus and taxi transport.
- Rail infrastructure is mainly available to freight transport and not to public transport.

Traffic control and law enforcement:

- Law enforcement and prosecution of transgressors is ineffective due to shortages in capacities and shortcomings in procedures.
- Law enforcement personnel and equipment particularly are lacking.
- The legislating and institutional requirements for effective law enforcement are extensive and difficult to implement and manage. Jurisdiction areas are also overlapping.
- The co-ordination of local and provincial law enforcement agencies is confusing and not specific to South African circumstances.
- Grading of testing sites is not finalised.
- Illegal passenger transport operators cause tension.
- Conflict resolution procedures are not in place.

Education and training:

- Business skills and customer care in the taxi industry are lacking.
- Driving skills are lacking and the present education and training of drivers is inappropriate.
- There is a need for government to invest more in capacity building with the view of empowering public transport operators.

Co-ordination, consultation and communication:

- Public transport services are not promoted.
- Directives for co-ordination and planning for cross-border services and facilities are vague or non-existent.

5.1.2 WORKSHOPS WITH ROLE-PLAYERS AND STAKEHOLDERS

During the workshops held in Polokwane, with role-players and stakeholders, the following problems and issues, with respect to public transport, had been identified:

- No driving schools are available for people with disability;
- It is difficult for people with disability to read road signs;
- Difficult to communicate with traffic officers;
- Double payment (i.e. for the disabled and assistant or wheelchair) system need to be re-considered

5.2 HIGH PRIORITY FOCUS AREAS

The Province has identified a number of key public transport focus areas as part of its transport policy development process. These focus areas are described in the Limpopo Province Department of Roads and Transport, White Paper on the Provincial Transport Policy, April 2000.

- Generally, communities in Limpopo Province are poor. Unemployment is common, car ownership is low and they are to a large extent dependent on public transport which is not equally subsidised by government;
- The communities are sparsely populated in low density areas, with little economic development resulting in low employment opportunities, resulting in long travel times and distances to work places;
- Very little attention was given in the past to densify development and integrated land use and transport developments;
- Transport costs are high and the percentage of household income that is spent on transport costs are unacceptable;
- Mobility levels of the community is low and accessibility to the main economic activity areas insufficient;

- The bus industry, providing a scheduled and subsidised transport service was weakened as a result of insufficient government funding and internal management capacities;
- The taxi industry is well established but its formalization and subsidization should be a priority
- Road infrastructure in the Province is generally poor with the exception of the N1, national road. Provincial and rural roads are under developed and lack sufficient funding;
- National and provincial roads are utilised for freight movements linking the RSA with neighbouring countries. Excessive overloading of vehicles is causing damage to road infrastructure. Traffic control capacities need to be strengthened;
- Rail infrastructure in the Province is fairly well developed but generally under utilised with the result that the potential for regional economic development and social support to poor communities by the rail mode is forfeited.

5.3 PROMOTION OF PUBLIC TRANSPORT

5.3.1 NATIONAL POLICY FRAMEWORK

An interpretation of the National Policy Framework reveals the following with regard to the promotion of public transport:

- All spheres of government must promote public transport and the efficient flow of inter-provincial transport and cross-border road transport;
- Public transport must be given higher priority than private transport in terms of land transport planning and the provision of land transport infrastructure and facilities;
- The prioritising of public transport over private transport in the context of limited resources means that greater travel demand management measures are required to control the growth of private transport and to free up resources for investment in public transport upgrading.
- Improved levels of service, comfort, affordability, safety and sustainability will have to be striven for in public transport services, so as to make them a preferred option for current users and also to enhance their attractiveness as an alternative for private vehicle users.

5.3.2 LIMPOPO PROVINCIAL POLICY FRAMEWORK

Relevant extracts from the White Paper are repeated below:

- Modal choices should be extended as far as possible. Rail mode should in particular be expanded.
- Priority for the provision of public transport services are to be given to those community groups where the largest need exist. Specifically groups such as the elderly, scholars, the disabled, rural communities and workers having no other choice than to use public transport.
- Transport systems requiring the least long-term government financial support or subsidisation will have to receive priority, taking into account the need to provide affordable social services along specified transport corridors. Long term cost efficiency will have to be maximised.
- Where and when possible, modal choice must be ensured to minimised of disruptions in service delivery and provides alternatives to the community. A multi-modal transportation system is essential.

- Monitoring of services in terms of the operating licenses, contracts and concessions should be undertaken regularly."

The Limpopo Province Transport Strategy is briefly summarised as follows:

a) Reduce the cost of transport to people;
b) Support and develop the bus industry;
c) Support and develop the taxi industry;
d) Assist Municipalities with the provision of facilities;
e) Provide an improved quality of service (safe, efficient, reliable, integrated, etc.);
f) Enhance non-motorised transport (pedestrian facilities, donkey carts, bicycles etc.).

The following are some measures intended to promote public transport:

a) The provision of adequate public transport infrastructure, facilities and services;
b) The increased utilisation of public transport services;
c) The improvement of the image and acceptability of public transport, including:
   - Service quality and reliability;
   - Safety and security; and
   - Affordability.
d) The integration of transport and land-use in a way that will enhance the accessibility and utilisation of public transport;
e) A higher priority to public transport than to private transport;
f) The marketing of public transport services in general; for example by publishing information about routes, tariffs and timetables;
g) Training, skills development and capacity building in the public transport industry;
h) Modal integration;
i) Promote fair competition between bus and taxi modes.

5.3.3 THE PROPOSED STRATEGY

To promote public transport in the Limpopo Province the following strategic components are addressed:

a) Public Transport Service Improvements:
   - Improve on-time performance;
   - Provide schedules and enhance timetable availability;
   - Decrease travel time;
   - Improve cleanliness of the vehicles;
   - Improve availability of information at ranks and stops;
   - Maintain comfortable temperature in the vehicle.
b) Resolve institutional arrangements between planning authorities.
c) Market Research and Customer Satisfaction Surveys.
d) Maintain the Transport Forum for the District Municipalities.
e) Expedite the formalisation and subsidisation of the taxi industry.
f) Research Feeder and Distribution type services (bus and taxi modes) and design transfers on routes where a single bus does not serve both trip origin and destination, with a small surcharge.
g) Develop non-motorised transport.
h) Develop facilities.
i) Automated Fare Control Implementation.
j) Long distance taxi trips should be subsidised to ensure reliability and convenience for the passenger. The Provincial Taxi Council will determine a suitable method for each long distance operation in consultation with the relevant District Taxi Council and the concerned taxi association.

k) Policy on Design and Art for Community Projects - The inclusion of quality design, photography, and art are intended to motivate and inspire the community. Further, quality design not only adds social value to a project, but also improves the aesthetic value of the facility. The attractive environment provides a sense of comfort and security, which are elements of a liveable community. Specifically, impressive design and art can improve the appearance and safety of a facility, give vibrancy to its public spaces, and patronises people.

   To create facilities that are integral components of communities, information about the character, makeup, and history of the neighbourhood should be developed and local residents and business could be involved in generating ideas for the project. Artists should be encouraged to interact with the community and may even choose to work directly with residents and business on a project. Buses and taxis are to be made more attractive through distinctive interior and exterior designs. Architects or artists should be included in the design of bus shelters and landscaping of integrated public transport systems, like public transport facilities at shopping centres.

l) Embark on a marketing campaign

   There is a need for an extensive information campaign by the Department of Roads and Transport and the District Municipalities to educate and sensitise passengers, by distributing flyers through employers, notices in all modes of transport, press releases, etc. The marketing plan, goals and objectives must be measurable. Part of the strategy should include selling available seats during weekends and holidays, such as “buy one get one free ride”, children under 16 years of age may ride free with a fare paying customer, etc. Similarly, slogans such as “routes to knowledge” for trips to academic institutions, “wheels of economic development” and “wheels to freedom”, etc., should be used in advertising campaigns.

5.3.4 PLAN OF ACTION

The following are some specific projects that could be implemented in order to promote public transport in the Province:

a) Apply the recommendations of the OLS and RATPLAN
b) Update the CPTR, OLS and RATPLAN annually
c) Identify a Public Transport aesthetic theme
d) Prepare and implement a Passenger Charter
e) Prepare a Memorandum of Understanding with service providers (bus, taxi, etc), and the Limpopo Province in case there is a need for such
f) Develop a route coding system for intra-provincial taxi operations
g) Transform all subsidy contracts to negotiated or tendered contracts
h) Promote the formation of taxi co-operatives
i) Encourage taxi co-operatives to tender for subsidised routes and encourage fair competition between taxis and buses
j) Appoint an independent monitor for the subsidised service contracts
k) Mandate all design and construction projects to accommodate the disabled, pedestrians, bicycles, and the New Taxi Vehicles
l) Develop Key Performance Indicators in the public transport contracts (customer surveys, efficiency, reliability, etc.)
m) The Provincial Taxi Council must address the need to provide long distance subsidised service.
n) Prepare and implement a communication strategy or marketing campaign
   - Guide to use the electronic fare equipment

- Publicise security measures (security on board at all public transport facilities, etc.)
- Transformation of the taxi industry, specifically the implementation of the New Taxi Vehicles
- Fare price increases
- Sensitise the public on the transportation of disabled persons

5.4 CORRIDOR DEVELOPMENT

5.4.1 NATIONAL POLICY FRAMEWORK

An interpretation of the National Policy Framework reveals the following with regard to corridor development:

- Land transport functions must be integrated with related functions such as land use and economic planning and development, through, among others, the development of corridors and densification and infilling.
- Transport planning must guide land use and development planning, and vice versa.
- Corridor densification and infilling, which promotes public transport, reduces the need to travel and better satisfies users' needs, will have to be promoted across all three spheres of government by means of the statutory transport plans in the NLTTA.
- Public awareness material will have to be developed to quantify and graphically illustrate the unsustainable consequences of increasing dependence on private vehicles, urban sprawl and continuing marginalisation of the urban poor.
- Changes in land use that will have a negative impact on transport will have to be regulated in terms of the NLTTA, Clause 29.
- Support will have to be provided for implementing corridor development and densification strategies and other aspects of IDPs that are effectively aligned with municipal transport plans.

5.4.2 LIMPOPO PROVINCIAL POLICY FRAMEWORK

The following policy statements regarding corridor development and land-use restructuring are contained in the Provincial White Paper:

"Where possible, development should be focused along transport corridors. The following categories of corridors should guide corridor developments in the Province:

The Spatial Development Initiative (SDI) roads support corridor development initiatives and these roads would link up with other provincial roads and also ultimately lead to the border posts and the Maputo corridor. There are four sub-corridors in the province:

- Dilokong Sub-corridor
- Phalaborwa Sub-corridor
- Trans-Limpopo Sub-corridor
- East-West Sub-corridor.

5.4.3 DILOKONG SUB-CORRIDOR

There are three important roads along this corridor within the CDM area:

- Polokwane to Burgers fort (P33/1 and P33/2), via Mafefe.

- Flag Boshielo Dam through Lebowakgomo and Mafefe, linking the Sekhukhune district with the Phalaborwa and Kruger National Park areas.
- Chueniespoort via Boyne to Mankweng.

5.4.4 PHALABORWA SUB-CORRIDOR

The Phalaborwa corridor connects Mpumalanga (Hazyview) with Phalaborwa and Tzaneen via smaller towns to the west of the Kruger National Park. The following road sections form part of the corridor. There are two core routes:

- Route sections P17/3-5, D726, P112/1-3, P43/2, D1308 and P54/1
- Road section P146/1 from Klaserie to Blyde River, P116/1 from Hoedspruit to Ohrigstad via the Strijdom Tunnel, and P181/1 from the Oaks to Burgersfort.

5.4.5 TRANS-LIMPOPO SUB-CORRIDOR

This corridor connects Polokwane with Musina along the N1 that is a national competency.

5.4.6 EAST-WEST SUB-CORRIDOR

The corridor links Polokwane via Mokopane to Botswana via the Border Posts at either Groblersbrug or Stokpoort. The following road sections are identified:

- P83/1 from Mokopane to Groblersbrug
- D3390 from Polokwane to Gilead
- P19/1-2 and P84/1 from Mokopane to Lephalale and Stokpoort.

Development principles that must be adhered to include densification; shortened travel distance and time; linkage to Maputo Corridor and other major activity nodes. Furthermore the economic viability of a proposed corridor development must focus on long-term employment and sustainable development.

Preference must be given to projects that will favour local content (labour, materials and equipment) as well as projects that offer long term capital investments with the potential of low operating costs, that is high efficiency long term solutions.

Land use developments that have an impact on transport patterns should take into consideration the estimation of new public transport infrastructure cost; transport networks for the various modes of transport; estimated cost of public transport to the government and the users; public transport facilities; and locality plans which indicate the major land uses, transport routes and travel distances from the new development to the major land uses.

Land use developments that are proposed in ITP's should focus on long term sustainable employment near residential areas, whilst the planning and management of transport modal systems within a region should focus on compact and cost effective service delivery as to support mixed land development.

The land use densification strategies should focus on the national objectives of mixed land uses. Infilling and transport plans must include strategies for modal integration aiming at densification of activities. Public transport services should give cost and service advantages to residential areas nearer to employment areas.

5.4.7 STRATEGY

The Province should contribute to corridor development through improvements to provincial roads and related infrastructure.

The Limpopo Province should play a co-ordinating and supporting role in corridor projects initiated by other authorities in the province.

The building and upgrading of local roads to support the corridor concept should be detailed in the relevant local transport plans. This should be co-ordinated through the planning process as outlined in the NLTTA, Clause 27.

The work done by authorities and departments involved with physical development in the Province can have an effect on corridor development. Their efforts will be co-ordinated to facilitate the establishment and strengthening of nodes and corridors.

Development projects should be aligned with the adopted policy objective of densification and corridor development.

Actions should be carried out by Limpopo Provincial and local governments, in that:

- the transport sector in government should be made to support and make inputs to the Urban Renewal Strategy; and
- changes in land use that could have a negative impact on transport should be regulated in terms of the NLTTA, Clause 29.

5.4.8 ACTION PLANS

The current initiatives and planning done with respect to corridor development are described in Chapter 4 of the Integrated Development Framework.

The following actions will further contribute towards the development of corridors:

Action 1: Contribute to corridor development through the upgrading and provision of roads and related infrastructure.

Action 2: Co-ordinate the work done by authorities and departments involved with the physical development of the infrastructure in the Province to facilitate the strengthening of nodes and corridors.

5.5 FARE SYSTEM FOR PUBLIC TRANSPORT

5.5.1 NATIONAL POLICY FRAMEWORK

An interpretation of the National Policy Framework creates the following framework with respect to the financial and economic support for public transport:

- Public passenger transport system in South Africa should be based on regulated competition.
- Regulation should be in the form of permission, contract or a concession awarded in terms of a passenger transport plan and supported by strict law enforcement.
- Where public transport services require government funding support, competition should take the form of tendered contracts.
- Although not currently compulsory, every effort should be made to have tendered contracts designed in terms of transport plans.

- Government-owned provincial and municipal bus operators should be corporatised.
- Efforts should be made to accommodate transport for learners where there are tendered contracts.
- All transport operators should be encouraged and empowered to bid for contract and concessions.
- Greater efforts should be made to promote access by SMMEs to subsidised service contracts.

5.5.2 LIMPOPO PROVINCIAL POLICY FRAMEWORK

Relevant issues relating to financial support to the public transport industry as documented in the provincial White Paper are as follows:

The majority of the population in the Limpopo Province cannot afford the total cost of public transport services. Apart from the working population that is mostly entirely dependent on public transport, scholars, the handicapped, the elderly and low income groups that are in need for social support, are also identified to be dependent on social public transport services.

Furthermore, financial assistance for subsidies and capital projects is often unevenly distributed in geographical terms. As a result, some communities have the privilege of subsidised social services whilst others, of which some are more in need for social support, have no services available.

The provision of effective and efficient public transport systems is essential to ensure affordable public transport, inclusive of all modes of transport.

The relative inefficiency of the current transport systems, together with the general bad state of road infrastructure, has the combined effect that mobility levels are low and that transport services are not affordable to the users and the subsidising agents, particularly for the low income communities.

The government should assist the historically disadvantaged transport institution to have share and access to private and public funds for transport activities.

Policy statements from the White Paper on financial support for public transport are listed below:

"In accordance with national policy directives, priority should be given to public transport and funding is required to provide social services and to ensure the mobility of the province's residents.

Funding should be aimed at those who are in greatest need and a balance between social support and economic development is important. Accordingly low income groups of the community, particularly those living in informal settlements and in rural areas, should receive priority for social services.

Priority should be given to particular categories of passengers namely workers, the elderly, the handicapped and scholars. However, scholar services must be funded by the Education Authorities, but the transport services are to be planned jointly and included in the transport plan.

The mobility spheres in Limpopo are relatively low and in order to support economic development, provincial budget priority should be allocated to transport in general and public transport in particular.

Technological innovation and preference for the more cost effective modes must be promoted as part of the financial strategy.

Financial equity in terms of the geographic distribution of funding must be instituted.

Financial support and empowerment of individuals or SMMEs is essential to ensure that market participation is opened up to all operators."

The following objective is contained in the White Paper:

"To ensure that sustainable funding sources and financial systems are established to manage all transport related revenues and expenditures in a justified, transparent and accountable way, in pursuance of transport objectives of the Province".

Section 26(2)(b)(ii) of the Act provides for the development of a strategy for fare systems for public transport, comprising fare structures, level and technology. Section 5(6)(b) and (c) indicates that the Minister may, after consultation with the MECs, set norms and standards of a general nature in respect of fares for subsidised public transport services by road or rail with a view to providing integrated ticketing and fare systems in public transport networks. It may further prescribe requirements for integrated fare systems comprising fare structures, levels and technology, to ensure compatibility between such systems.

Section 25, dealing with the Rationalisation Plan, also discusses different aspects of subsidies for public transport.

According to the Moving South Africa Strategy, the proposed maximum spending on travel should be less than 10% per household.

The Department of Roads and Transport, and the operators should prioritise the following fare policy goals:

Customer Related

- Minimize revenue loss;
- Maximise social equity;
- Increase fare options; and
- Reduce complexity.

Financial

- Increase revenue;
- Reduce fare evasion;
- Improve revenue control;
- Reduce fare collection costs; and
- Reduce use of cash.

Management Related

- Improve data collection;
- Improve modal integration;
- Increase pricing flexibility;
- Maximise ease of implementation;
- Improve operations; and
- Earn interest on prepaid revenues.

Flat fares are simple and make collection easy, but are not equitable and forfeits potential revenue on longer routes. Zone based fares are cumbersome and confusing to the driver and customers, and slows down operations. Zone based fares may be simplified with technological intervention, and is currently mandated in the tendered contracts.

5.5.3 THE PROPOSED STRATEGY

The taxi industry in the District Municipalities, and specifically the Local Municipalities, needs to function as co-operatives to achieve market related fares. The Provincial Taxi Council must determine a unit rate for taxi fares, and a ticket system for commuters.

Transfers should be designed to improve the quality of service. The transfer should not affect the passengers in terms of prices paid.

The operators need to consider the following measures in terms of fares, to enhance public transportation:

- Simplify cash fares. Cheaper fares (less than R10) should be designed in increments of twenty cents; for example, R3.20 is easier to process than R3.15, and R5.00 relative to R4.90. More expensive fares (greater than R10) should be designed in increments of fifty cents, for example, R10.20 should rather be R10.00, and so on.
- Passengers should be encouraged to purchase prepaid tickets. Students and learners and pensioners should be subsidised by government to enable them to pay less amount.
- The prominent employers in the District Municipalities are Government offices, Heavy Industry, shopping centres, etc. Weekly and monthly tickets may be available at the offices of the employers for convenience and to reduce transaction time if tickets are sold on the bus or at other locations.
- Ticket machines at transfer facilities, shopping centres, Government offices, and other places of employment, must be maintained and protected.
- Concurrently, employers should contribute to the cost of public transport tickets for its employees. There should be some form of corporate finance incentives for employers to contribute to public transport fares. The LDoRT must motivate to National Treasury for such incentives.
- Introduce discounts or free ride incentives for passengers to buy a two-week pass, instead of a weekly pass. Incentives should be realistic, for example, a saving of R5 on a R200 ticket is not significant.
- The fare system must be consistent for all subsidised contracts in the Limpopo Province to ensure equity among operators and the passengers. Similarly, the analysis shows that on average the subsidy and fare ratio is 1. The preferred subsidy to fate ratio should be 1.5.

5.5.4 PLAN OF ACTION

The plan of action is as follows:

- The Department of Roads and Transport must develop a unit fare for subsidised bus operations, including consistent demarcation of zones to apply zone-based fares.
- The Department of Roads and Transport must apply a subsidy fare ratio of 1.5 in the subsidy contracts.

- The LDoRT must provide subsidy for long distance operations and inter-provincial operations, the relevant Provincial Taxi Councils must determine a unit rate for taxi fares.
- All taxi operations should provide a ticket system to commuters.
- The Department of Roads and Transport must engage employers to contribute to the cost of public transport tickets for its employees. There should be corporate finance incentives for employers that subsidise public transport fares. The LDoRT must motivate to National Treasury for such incentives.
- The operator and the Department of Roads and Transport must maintain an organised database. The SUMS database as a component of the National Transport Register must be implemented and applied before the implementation of the new subsidy contracts
- The Department of Roads and Transport must ensure that automated fare payment mechanisms are implemented as mandated in the subsidy contracts, and operators should be penalised accordingly for non-compliance.
- The suggestions in the Proposed Strategy must be included in the subsidy contracts.
- The Department of Roads and Transport must allow for concessions for learners, students, and the elderly in the subsidy contracts

5.6 MODAL INTEGRATION, INFRASTRUCTURE, AND FACILITIES

5.6.1 NATIONAL POLICY FRAMEWORK

The National Policy Framework states that public transport services, facilities and infrastructure must be so designed provided and developed as to promote the integration of the different modes of land transport.

5.6.2 LIMPOPO PROVINCIAL POLICY FRAMEWORK

Modal integration is defined as the integration of some or all of the different public transport modes (mainly the minibus-taxi, bus and train modes) into the public transport system. These modes should be integrated in a way that would allow them to operate as a seamless public transport system, while providing an effective, efficient and affordable service to the user. The integration of public transport modes with other modes, such as the private motorcar, bicycle, metered taxi, tourist services or walking should also receive attention.

The most important Provincial transport strategies are:

- To promote modal integration and all modes of transport in a holistic manner
- To provide public transport facilities and infrastructure
- To assist District Municipalities to develop public transport transfer facilities of regional significance in urban areas

Guidelines for provision of public transport facilities will be developed. Staging facilities should be separated from the boarding facilities, but facilities that are reserved for only taxis or buses must be avoided. All types of public transport infrastructure suitable for alternative cost recovery options will be identified. The allocation of land use and development rights must be based on mixed land uses and land use integration principles.

A multi-modal transportation system is essential.

Planning and provision of facilities must accommodate multi modalism and integrated transport, through a process where all affected parties, particularly the users of the facilities, are consulted."

The primary elements considered for the modal integration process include the following:

a) Integrated network of routes;
b) Integrated schedules (timetables);
c) Integrated transfer facilities;
d) Integrated ticketing;
e) Integrated tariff structures;
f) Integrated information systems;
g) Establishment of a Transport Hub in the City of Polokwane; and
h) Develop a Public Transport Distribution System in the City of Polokwane.

Ideally, the focus areas of Modal Integration include:

a) Legislation (including Provincial legislation and / or regulations or by-laws)
b) Funding (including preference for providing financial assistance to modal integrated services and facilities, the involvement of the Private sector and financial incentives)
c) Coordinated planning processes at Provincial as well as Local Government level (including the PTP and planning guidelines)
d) Institutional structures that are coordinated (including modal integration committees)
e) The necessary implementation and monitoring (including pilot projects, a phased approach where preference is given to high-impact and low-cost projects)
f) Regulation and control (including the formalisation of the taxi industry and the regulation of all modes of public transport, with suitable law enforcement)
g) Consultation, marketing and training (including a marketing strategy and ensuring that all role players are suitably informed and supportive)
h) Guidelines, norms and accepted standards (including conforming with certain standards and Provincial guidelines) should be clearly outlined and agreed upon

The status quo for the District Municipalities indicates the poor and uncoordinated public transportation system. To achieve the elements described above is progressive and may be achieved over the next five or ten years hence. Nevertheless, the primary goal is to restructure the existing public transportation system in terms of basic facilities and infrastructure, optimising routes by eliminating parallel services, and providing equitable subsidies in the District Municipalities.

Hence, the short-term proposals address the basic provisions for public transportation in the District Municipalities, and the long-term proposals addresses the ideal public transport system in terms of the elements described above.

5.6.3 THE PROPOSED STRATEGY

In the short term there is need for the provision of basic infrastructure such as lay-bys with adequate passenger shelters en-route (mostly in residential areas and the CBD), inter-modal facilities at high density nodes at the origin and destination end of the route (to avoid vehicles traversing minor streets), including basic amenities and utilities such as a kiosk, ticket vending machines, rank management, lighting, ablution, water, seating, protection from the elements, security, provision for the disabled, and passenger information (maps, routes, timetables, notices, etc.). These basic provisions must be monitored and maintained by the Local Municipality. The

District Municipalities and practitioners must refer to the Guideline for the Control and Management of Combi Taxi Facilities (DOT RR91/207), to enhance the management of facilities. The guideline is available from the Department of Transport.

The following priorities should be addressed:

a) The Local Municipality must install lay-bys and shelters en-route (including urban and rural areas)
b) Low capital improvements include providing lighting, and standard street furniture and passenger information signs.
c) The prioritisation of facilities is based on the utilisation in terms of passengers and vehicles.
d) All facilities should be designed according to the CSIR design guideline (Report No. CR-2001/57) to accommodate the proposed New Taxi Vehicles, until the new guideline is available from the DOT.
e) All inter-modal facilities (especially in the CBD) must include the basic amenities and utilities, including a kiosk, and must accommodate taxi, bus, and metered taxi vehicles. In additions, the provision of space for taxi industry development projects such as, filling stations, spare, exhaust and tyre fitment centre and car wash are significant.
f) All upgraded and new facilities should be designed with a specific architectural theme to configure inter-modal operations
g) An intra-provincial route coding system must define public transport routes, and public transport vehicles must display a corresponding distinguishing marker.
h) Focus development at nodal points such as Seshego, Polokwane, Mankweng, Turfloop, Nobody, Kalkspruit, Lebowakgomo, Bochum, Alldays, Dendron, Lephalale, Bela-Bela, Mokopane, Vaalwater, Thabazimbi, Modimolle, Onverwacht, Marapong, Tshamahansi, Mahwelereng, Mookgopong, Burgersfort, Jane Furse, Marble Hall, Groblersdal, Steelpoort, Driekop, River Cross, Ohrigstad, and Bothashoek, Thohoyandou, Makhado, Musina, Malamulele, Giyani, Tzaneen, Phalaborwa and Modjadjiskloof.
i) Design for pedestrian safety by segregating space for people from vehicles
j) Facilities must be located at a centralised area that is within walking distance (500m – 1000m) to the economic activities
k) All facilities must be designed with supporting pedestrian and bicycle infrastructure such as walkways and bicycle tracks

5.6.4 PLAN OF ACTION

The plan of action is as follows:

a) Develop new routes in line with the Operating Licence Strategy
b) Develop public transport facilities along the following corridors:
    - Seshego environs to Polokwane
    - Mankweng environs to Polokwane
    - Lebowakgomo environs to Polokwane
    - Dilokong corridor (Road R37) from Driekop to Burgersfort
    - Road R555 from Orighstad to Burgersfort
    - Road R555 from Steelpoort to Burgersfort
    - R36 from Leboeng to Orighstad
    - Monterlus to Groblersdal
    - Tsimanyane to Groblersdal
    - Leeufontein to Marble Hall
    - R561 Setateng to Kopanong

- R572 Rietfontein Route to Kopanong
- Marapong to Kopanong
- N11 Tshamahansi to Mokopane
- N11 Mahwelereng to Mokopane
- R518 Mmalepeteke to Mokopane

c) Develop inter-modal public transport facilities at the strategic nodal points
d) Establishment of a Transport Hub in the City of Polokwane
e) Develop a Public Transport Distribution System in the City of Polokwane
f) Implement low capital improvements (lighting, street furniture, passenger information, etc.).
g) The Local Municipalities must develop by-laws together with the District Municipalities in order to ensure a stable and safe environment, and the integration of all modes of transport. However, further research should be made to understand how the stakeholders can be encouraged in the discussions of this subject to assess both the advantages and disadvantages of the concept
h) Develop an intra-provincial route coding system for taxi vehicles
i) Timetables, and route maps must be posted at all facilities

5.6.5 MANAGEMENT OF FACILITIES

Over 80% of the facilities are informal, and are scattered across the town and poses a high level of inconvenience to the passenger and operators. The need for inter-modal facilities at strategic nodal points exists.

Facilities must be maintained to sustain efficient public transport services. However, maintenance and upgrading is costly. The following facilities management model is proposed.

5.7 NEEDS OF LEARNERS, STUDENTS AND ELDERLY

5.7.1 NATIONAL POLICY FRAMEWORK

An interpretation of the National Policy Framework, suggests that the needs of learners must be considered in planning and also in providing public transport infrastructure, facilities and services, and that their needs should be met as far as possible by the system providing for mainstream public transport.

In addition, the National Land Transport Transition Act (NLTTA), 2000, contains a number of provisions (whether directly and/or indirectly) applicable to learner transport. This is as follows:

- Section 1(1) (iii) states that “special categories of passengers” means “learners, persons with disabilities, tourists, transferring long-distance passengers, the aged, pregnant women and those who are limited in their movements by children with or without pushchairs or prams”.
- Section 18(6)(d) states that "the MEC must ensure the co-ordination of the planning process of all planning authorities under the jurisdiction of the province and, in doing so, must ensure that all plans address “the needs of special categories”.
- Section 44 states that ”the conveyance of learners, students, teachers or lecturers to and from or other educational institution on a daily basis, is regarded as a public transport service". This implies that all provisions in the Act referring to public transport are also applicable to learner transport.

5.7.2 LIMPOPO PROVINCIAL POLICY FRAMEWORK

The following policy statements that appear to be directly or indirectly related to the transportation of learners are included in the White Paper:

"Priorities for the provision of public transport services are to be given to those community groups that require public transport most, specifically groups such as the elderly, scholars, the disabled, rural communities and workers that have no other choice than to use public transport.

To co-ordinate, implement, monitor and regulate efficient and effective public transport services and facilities within a balanced market demand and supply framework.

Related objectives concern the community's access to affordable and effective public transport, satisfying all categories of users and their needs, public transport operations to be sustainable, economically viable, with the minimum financial support and competitive long distance passenger transport."

5.7.3 STRATEGY

Primarily, the issue of transporting learners is a transportation matter and not an education matter and must be addressed by the Department of Roads and Transport. The planning of schools by the Provincial Department of Education should involve a transport planner and the Department of Roads and Transport, to ensure schools are developed in proximity of learners, and appropriate walkways, and traffic safety, are addressed pro-actively in the planning and design of the school.

Where schools are within a 5km radius, there is potential for non-motorised transportation such as bicycles and donkey carts for learners, including safer walkway.

Subsidies should be provided for school trips longer than 5km, provided that there is no school in the vicinity. The planning of schools must be within walking or cycling distance for the majority of learners. Transport assistance should be directed to learners from low-income homes. Assistance to learners could include the provision of bicycles where appropriate. Although the strategy for the transport needs of learners should focus more on the learner than on the mode of transport, for reasons of safety and suitability it is necessary to give attention to the type of vehicles to be used. Addressing the needs of learners should also promote modal integration. The MEC for transport in the Limpopo Province must declare the specific conditions for the use of open vans (bakkies) and trucks for the transportation of learners, according to the NLTTA Section 21.

The current interim contracts should include a subsidy for learners, students and the elderly (Discounted fares should be categorized for learners, students and the elderly.)

The respective Provincial Department of Education and LDoRT must coordinate efforts and funding for learners and student transportation.

5.7.4 PLAN OF ACTION

Due to financial constraints and the magnitude of the issue it is extremely difficult to find specific solutions that would have an immediate impact on the transport of learners in the short term. Thus, there is need for an overall framework to deal with Non-motorised Transport, including transport for students, learners, and the elderly.

Non-Motorised Transport

Bicycles offer greater benefits in terms of lower costs and negative impacts as well as contribute to the liveability of an area or city. In context, bicycles are appropriate mode of transport for commuting distances less than five kilometres such as mining housing schemes, and learners' access to schools within the community. Nevertheless, to achieve optimal use of bicycles, the public must be educated about the relationships between modes; the rights as well as the responsibilities of bicyclists must be defined by regulation; and those regulations must be enforced. Further, the public should be informed of the social and personal benefits of bicycles relative to other modes for the relevant categories of trips.

The CDM is in the process of implementing bicycle projects through the Shova Kulula project, and established bicycle shops in Lepelle-Nkumpi LM and Blouberg LM. The objective was to avail 250 subsidised bicycles to learners travelling more than 5km to school. The learner must pay R250 for the bicycle and could pay over three months.

Also, the Local Municipalities must encourage the provision of safe bicycle parking at schools, shopping centres, and even at the work place.

Bicycle paths and lanes are the main infrastructure element defining bicycle transportation as a distinct system. The Local Municipalities must prepare a plan to encourage the use of bicycles and provide the necessary infrastructure.

The Department of Roads and Transport must prepare a campaign to promote the use of bicycles as one mode of non-motorised transport and support the District and Local Municipalities in the implementation of bicycle facilities.

Contracted buses should incorporate bicycle racks to encourage commuters to utilise bicycles for part of their journey where possible.

The respective Departments of Roads and Transport, Education, and the District Municipalities must develop a non-motorised transport plan and implement the specific needs of learners where pedestrian facilities, bicycles, and donkey-cart transport are appropriate. The CDM is preparing projects for the mapping of donkey cart operations, and a strategy for donkey-cart safety.

Pedestrian Travel

Walking is the most ubiquitous, though often overlooked mode of travel and activity in all human settlements. The quality of the pedestrian system and its facilities is important for public transport commuters. In most towns in the Province, pedestrian volumes are significant. Thus, there is need for the provision and maintenance of sidewalks. Paths and sidewalks are required for the basic safety and protection from motorised vehicles. Pedestrian planning must consider the enhancement of existing pedestrian systems or the provision of new ones. These consist of safe and attractive sidewalks and independent walkways in recreational areas, campuses,

and major developments. The network of paths should be both functional and aesthetically appealing.

The Local Municipalities must prioritise the maintenance and development of sidewalks and paths on the respective towns and residential areas with support from the District Municipality.

Institutional Arrangement

There is need for the respective Provincial Department of Education and LDoRT to coordinate efforts and funding for learner and student transportation.

Subsidies for Learners, Students, and the Elderly

Subsidies should be provided for school trips longer than 5km, provided that there is no school in the vicinity. All students and the elderly must also qualify for bus subsidies. These must be addressed in the drafting of the new bus contracts.

5.8 THE NEEDS OF PERSONS WITH DISABILITIES

5.8.1 NATIONAL POLICY FRAMEWORK

From an interpretation of the National Policy Framework, it is concluded that:

Transport needs of people with disabilities and other special categories of passengers must be considered in planning and providing public transport infrastructure, facilities and services.

Their needs should be met as far as possible by the system providing for mainstream public transport.

Participation of all interested and affected parties, including vulnerable and disadvantaged persons, in transport planning must be promoted. To this end, such people must be given the opportunity to develop the understanding, skills and capacity necessary to achieve equitable and effective participation.

A list of general strategies is contained in the NLTSF. The strategies applicable to the Limpopo Province or that are important to take note of are as follows:

- The DoT should continue working closely with the Office on the Status of Disabled Persons in the Office of the President to facilitate ongoing consultation with key national disability organisations.
- Local authorities should be encouraged to identify user groups representing persons with disabilities in order to consult with them on an ongoing basis through the ITP process.
- The DoT should update draft TPG13 (“Guidelines for Transport of the Disabled”) to provide more technical guidance on implementation.
- The SANS should finalise uniform standards for accessible vehicles.

Mode-specific actions:

- All new buses in subsidised contracts must comply with the recommended standards for general accessibility (including step height, grab rails, signage, driver training, etc.), initially excluding wheelchair accessibility. Where wheelchair-accessible buses are included in bus contracts, they should preferably be deployed first in “strategic accessible corridors” to allow for the co-ordination of infrastructure upgrades.

- All new taxis should have basic accessibility features (low steps, grab rails, signage, driver training, etc.) as part of the taxi recapitalisation programme. In addition, the DoT should strive for wheelchair accessibility to be included in the recapitalisation programme.
- The SARCC/Intersite should continue to upgrade the accessibility of rail stations and rail carriages, through their upgrading programme, with particular focus on “strategic accessible corridors”.

The DoT should develop and test appropriate accessibility solutions as part of the rural transport interventions in the ISRDS nodes. The DoT should incorporate the findings into an accessibility strategy for rural areas, as part of the rural transport and development strategy.

The Moving South Africa: Action Agenda contains a specific strategy on transportation of people with disabilities and states that such a strategy should deliver on the goals of special needs customers through:

- "Focussing investment in the public transport core strategic networks. This should create the platform for providing differentiated infrastructure upgrades and services within the mainstream public transport system;
- Capturing opportunities available in the general recapitalisation programme to increase the accessibility of vehicles and infrastructure, or deploy appropriate modes to provide dedicated services, and
- Enabling demanding customers and responsive innovation by transport service providers."

5.8.2 LIMPOPO PROVINCIAL POLICY FRAMEWORK

The following policy statements that are directly or indirectly related to the transportation of people with disabilities and special categories of passengers are included in the White Paper:

- "The needs of disabled people are not accommodated at transfer facilities and in public vehicles, whilst the personal safety of passengers and operators at public transport facilities remains a problem. At present bus operators provide and maintain bus transport facilities and the control of certain public transport facilities by the taxi industry is a problem.
- Priorities for the provision of public transport services are to be given to those community groups that require public transport most, specifically groups such as the elderly, scholars, the disabled, rural communities and workers that have no other choice than to use public transport.
- Comprehensive guidelines will be formulated for the provision of public transport facilities, including the requirements and needs of service providers, passenger amenities for the users of services, personal security for all involved, the location and provision of bus and taxi boarding/alighting facilities along the line of route."
- One of the specific objectives included in the Limpopo White Paper on Provincial Transport Policy is "to ensure that passenger transport services satisfy user needs, including those of the commuters, pensioners, the aged, scholars, the disabled, tourists and long distance passengers, also when facilities are planned."

The Accessible Transport Strategy (DOT) indicates the following minimum requirements:

a) Implement low-cost accessible features for ambulatory passengers. This will affect the exterior, entrance and interior designs of the three modes of public

transport. Such accessible features are to be effected by reviewing the subsidy contract/tendering system and using it as leverage. This will be the case particularly with the bus and rail transport.

b) Metropolitan Municipalities should facilitate the identification of accessible transport networks as well as corridors and link them to on-line infrastructure, in accordance with the guiding principles/recommendations of the NLTSF - towards achieving "reasonable accommodation", as part of their transport planning processes. The same is applicable to non-metropolitan municipalities falling under category B (i.e. Local) as well as those falling under category C (i.e. Districts).

c) Where accessible corridors cannot be created solely by introducing new vehicles with Class 1 improvements already built into them, existing vehicles already in operation should be retrofitted with Class 1 improvements to provide the required level of accessibility in the corridor.

d) Safety features to be introduced when existing vehicles are redesigned and refurbished. These safety features refer to the additional ones for usage by passengers with disabilities. All land transport operators should make provision of suitable storage facilities for both long and short distance travel passengers to store their supportive devices (such as crutches, walking sticks, wheel chairs, etc) on rail coaches, buses and taxis, in support of inter-connectivity in the travel chain.

The following are the specific principles and objectives that have to be achieved as part of the development of a strategy addressing the needs of persons with disabilities:

a) Proper information systems and communication structures (before and during the journey)
b) Specialist transport services (e.g. dial-a-ride type services)
c) The design of vehicles/rolling stock so as to allow for people with disabilities (special and normal vehicles)
d) Customised design of public transport facilities, including ablution facilities
e) Ensuring access to public transport facilities and vehicles for the mobility impaired

At least Class 1 improvements, which are provisions for the blind and deaf, are mandatory for new buses, and in new bus contracts. Class 1 improvements are features that increase the accessibility of a transport system to all life cycle and impairment passengers, but not those who use wheelchairs. Such improvements include small design changes in vehicles (such as installing sufficient grab-rails, or using high-contrast colours on steps and hand-holds to improve visibility), improved infrastructure (such as sheltered and safe bus stops), and improved operational practices (such as keeping the vehicle stationery until elderly and disabled passengers are seated).

Class 1 improvements could also include the training of drivers to be sensitive to the needs of the blind and the hearing impaired. For example, when the blind passenger boards, the driver should note the alighting point of the passenger.

Class 2 improvements are features that allow wheelchair users to board and ride vehicles in their chairs. This is usually achieved through a combination of vehicle and infrastructure improvements, such as low-floor buses with sufficient kerbs, high-floor buses with wayside platforms.

5.8.3 THE PROPOSED STRATEGY

Public Transport for special-needs passengers are specifically dealt with in the Moving South Africa: Action Agenda and the vision statement in this regard read as follows:

"By 2020, the transport system will meet the requirements of passengers with special needs, particularly those with disabilities. This will be achieved within the mainstream transport system, and where appropriate, through dedicated systems."

This vision statement also applies to Limpopo and therefore also indicates Limpopo's initial targets for improvement of the transport system with time to cater for people with disabilities.

The following strategies are relevant to persons with disabilities:

a) Sensitise the public on disabled persons, with specific focus on transportation of disabled persons
b) A member of the disabled community should be represented on the Transport Forum
c) Research the specific needs per route and design the provision of services accordingly, including the type of service, for example, dial-a-ride.
d) Determine the need to transform all bus and taxi vehicles to accommodate Class 2 type service
e) As there are currently little or no public transport facilities for people with disabilities, a strategy should be followed to ensure that the planning and development of all new public transport facilities would consider the needs of disabled persons.

Subsidized Transport for persons with disabilities should be addressed through the Class 1 improvements in the short to medium term. Data is required on the number of person with disabilities, and the particular need on specific routes. District Municipalities must also identify the NGOs currently providing the service to persons with disabilities. The Department of Roads and Transport must provide subsidies for such services where necessary and procure the services of operators including NGOs already supplying such services, to provide a specific service to persons with disabilities instead of major changes to the current bus fleet. Also, all buses in the current contracts must have Class 1 improvements.

Where there are no such services for persons with disabilities, the bus operators in the tendered and negotiated contracts could introduce paratransit service with customized vehicles at a marginal cost.

The District Municipalities must ensure that all public transport facilities are designed and constructed with provisions for persons with disabilities. The standard design guideline is available from the Department of Transport.

In the medium to long term the Department of Transport must implement Class 2 improvements where necessary, through the tendered and negotiated contracts. Again, it is feasible for the operator to supply a paratransit service instead of transforming the whole fleet.

5.8.4 PLAN OF ACTION

The following are relevant for the short-term plan of action:

a) Class 1 improvements to current fleet

Currently, most buses have handrails. Buses should have high-contrast colours on steps and handrails to improve visibility. Therefore, the estimated cost for on-board improvements is minimal and is actually the standard vehicle specification, which should be addressed by the operator.

Taxi vehicles must comply with Class 1 improvements as well.

b) Data capturing

There is need for data to be documented on the number of persons with disabilities, and the particular needs on specific routes. Each District Municipality must also identify the NGOs currently providing the service to persons with disabilities. The Department of Roads and Transport must provide subsidies for such services where necessary and procure the services of operators including NGOs already supplying such services, to provide a specific service to persons with disabilities instead of major changes to the current bus fleet.

The data capturing of transportation needs for persons with disabilities should be prioritised in the preparation of the next CPTR. Hence, there should be no additional cost for this exercise.

c) Feasibility study for Paratransit service

Establishing the feasibility for a paratransit service should be done through an independent study. The Department of Roads and Transport, and the District Municipalities should motivate a pilot project in all the District Municipalities with assistance from the DoT.

Where there are no current services for persons with disabilities, there is opportunity for contracted paratransit service with the Department of Roads and Transport. The DoT must consider this in the new subsidy contracts.

d) Design and Construction

The Local Municipalities must upgrade infrastructure such as shelters and safe bus stops, ramps, and provide relevant information.

All District Municipalities must mandate the Local Municipalities to design and construct public transport facilities with provisions for persons with disabilities. The standard design guideline is available from the Department of Transport.

5.9 PUBLIC TRANSPORT SECURITY

5.9.1 NATIONAL POLICY FRAMEWORK

National government's intention with the promotion of public transport safety and security is summarised in the NLTSF as follows:

Safety, and in particular effective law enforcement, must be promoted as vital factors in land transport management and regulatory systems, and the efforts in this regard of all competent authorities and functionaries must be co-ordinated to prevent duplication and to enhance effectiveness.

Public transport operations will be made safer by means of, amongst others, improved driving standards, improved vehicle safety and improved infrastructural safety.

Strategies included in the NLTSF relating to public transport safety are the following:

- Public transport law enforcement will have to be improved and should be implemented in the most appropriate sphere.
- More effective transport law enforcement, as opposed to traffic law enforcement, will have to be promoted thought amendments to the Road Traffic Management Corporation (RTMC) and Administration Adjudication of Road Traffic Offences (AARTO) Acts after the establishment of the RTMC.
- A new adjudication institution called the Infringement Agency, and a new safety institution called the Rail Safety Regulator, will have to be introduced.
- Measures should be introduced to regulate the transport of passengers, in special circumstances, by vehicles other than those designed for public transport.
- Security against crime will have to be improved, in particular through liaison with the SAPS and the Department of Safety and Security during the process of setting up a SAPS section focusing on transportation security.

5.9.2 LIMPOPO PROVINCIAL POLICY FRAMEWORK

The following policy statements relating to public transport safety can be found in the White Paper:

- Provincial and local traffic control centres will have to be established at strategic positions to be a key mechanism to ensure proper traffic conditions, safety and security in the province. The need for such traffic control centres must be investigated.
- An assessment will have to be made regarding the types of vehicles that are appropriate and safe for public transport and accordingly inputs should be given for national legislation in this regard. Strict control on illegal type of vehicles will have to be exercised.
- In addition to efforts to improve in - vehicle safety through appropriate law enforcement's and appropriate vehicle design, a specific objective included in the provincial White Paper is the review of the provision, operation, maintenance and ownership of public transport facilities, including methods to ensure personal safety and security.

5.9.3 STRATEGY

The effectiveness and efficiency of public transport law enforcement should be improved.

Measures will have to be sustained and improved to regulate and control public transport operations.

Measures will have to be introduced to regulate the transport of passengers by vehicles other than those designed for public transport.

Passenger safety should be addressed through improved design and upgrading of passenger transport facilities and the implementation of selected security measures where appropriate.

5.9.4 ACTION PLANS

The following initiatives are being undertaken with regard to public transport security:

Initiative 1: Capacitation and empowerment of the Transport Inspectorate

In addition to these initiatives, the following strategic actions should be made to contribute towards the implementation of the strategies on public transport security:

Action 1: Investigate the need for provincial and local traffic control centres located at strategic positions.

Action 2: Co-ordinate law-enforcement activities and promote a common approach to law-enforcement by all authorities and agencies involved. Key aspects that should receive attention are:

- Legal operations
- Adherence to traffic rules and regulations
- Roadworthiness of vehicles
- Over-loading of vehicles

Action 3: Introduce the process to convert permits to operating licences

Action 4: Develop guidelines for securing public transport facilities through design and other measures.

5.10 RAIL TRANSPORT

5.10.1 NATIONAL POLICY FRAMEWORK

The following is relevant to rail transport in Limpopo:

Rail operations will have to be based on "operating and maintenance concessions, awarded by transport authorities, based on a transport plan with ownership of infrastructure and rolling stock being retained by the transport authorities."

The National transport authority should own the rail infrastructure, rolling stock and land until the provincial or metropolitan transport authority are in a position to take over this responsibility. Concessions will then be awarded initially at national, and later at provincial or metropolitan level on a competitive basis.

5.10.2 PROVINCIAL POLICY FRAMEWORK

In the Provincial White Paper the following is mentioned with respect to rail transport:

- Rail infrastructure in the Province is fairly well developed but generally under utilised with the result that the potential for regional economic development and social support to poor communities by the rail mode is forfeited

- Existing rail operations and facilities that are used for goods transport and long distance passenger services should be utilised more optimally and rail corridors should be strengthened and extended.
- Review the future role of rail transport and establish a rail transport system in the Province.

5.10.3 STRATEGIES AND ACTION PLANS

Table 5.1 : Strategic Objectives: Rail Infrastructure

STRATEGIES		PROJECTS
1.	Promote rail services	• Develop a promotion campaign • Develop a mainline services as backbone to weekend & special occasion travel • Investigate the needs of existing & non-users for mainline services
2.	Redefine role of rail transport in entire province	• Determine the optimum modal split between road and rail • Assessment of current Provincial Rail Network • Determine optimum rail network to support economic development, job creation in the province • Pre-feasibility investigations for specific rail corridors • Identify of corridors or routes that would be appropriate for freight transport by rail • The above should include the immediate, short-term actions and the long-terms actions for the rail development programs • Formulate business plans for the identified projects
3.	Develop the rail network for long distance passengers, freight movements and local commuter transport	• Limpopo-Gauteng Main Line service • Urban commuter Services: Polokwane and Seshego • Dilokong corridor rail Network • Coordinate projects through the national rail agencies

5.11 BUS TRANSPORT

5.11.1 NATIONAL POLICY FRAMEWORK

An interpretation of the National Policy Framework creates the following framework with respect to bus transport:

- The public passenger transport system in South Africa should be based on regulated competition and that regulation will have to be in the form of permission, contract or concession supported by strict law enforcement.
- Where public transport services require government funding support, for example for welfare, or traffic management, or strategic reasons, competition will have to take the form of tendered contracts (competition on routes or networks should then be precluded);
- Where public transport can be rendered as profitable commercial services, on-the-road competition should be encouraged, with competition being regulated through the issuing of permissions based on capacity management in terms of the supply policies of the provincial or local passenger transport plans. (For

example, this should apply to inter-city coach services, long-distance minibus taxi services);

- Charter services will have to be fully competitive with the granting of permissions being based solely on compliance with safety and traffic regulations.
- Permission is the authority to operate a route or a network. Permission should be given/awarded in terms of a passenger transport plan and supported by strict law enforcement.
- In the case of contracts, in order to ensure that there is fair competition between competing tenderers, all public transport operators should:
  - operate on business principles with financial ringfencing,
  - have no unfair access to financial resources other than on a commercial basis,
  - operate as independent legal entities, and
  - be liable for taxation.
- In the case of current public or parastatal operators, compliance with these requirements will have to be phased in, in the sequence set out above.
- Successful tenderers, when awarded a contract, should automatically be awarded a permission to operate. Permissions for unsubsidised services should also be awarded only to registered operators on the basis of passenger transport plan. Contracts shall only be awarded by the transport authority to a recognised route entity, co-operative, association, close corporation, company or a legal person, and should be based on a passenger transport plan.
- Bus operations may obtain permissions to operate from the provincial permit board. They may also complete for tendered contracts which will have to be awarded by a transport authority. Contracts should be awarded only to bus companies which operate on business principles with ringfencing of finances and no unfair access to financial resources except on a commercial basis, operate as independent legal entities, and are liable for taxation. Existing permits on subsidised routes will have to be translated into interim contracts for a period before competing for tendered contracts.
- All transport operators should be encouraged and empowered to bid for contracts and concessions. The entry of smaller operators should be facilitated by various means, which may include partitioning contracts into parcels of differing size, encouraging bids by co-operatives comprising small, medium and micro enterprises (SMMEs), encouraging or requiring big operators to bid in association with smaller operators, or making provision for subcontracting or franchising.
- Model contract documents will have to be gazetted.
- Although not currently compulsory, every effort will have to be made to have road-based passenger transport contracts designed in terms of transport plans.

5.11.2 LIMPOPO PROVINCIAL POLICY FRAMEWORK

Relevant extracts from the White Paper are repeated below:

- The policy principles contained in the National White Paper and the National Land Transport Transition Act are supported with the exception of specific policy statements that have relevance to urban areas but that are not practical for rural areas. It includes the limitations regarding the 40 km travel distances and the one hour travel time. Accordingly, criteria that are relevant and practical for rural and urban areas in Limpopo have to be developed and in agreement with national government.

- The allocation of responsibilities for the provision and monitoring of public transport services and routes will have to be done based on an itemised approach within the principles of allocating responsibilities. Accordingly all services and routes would be identified and allocated to a particular transport authority, whilst all services and routes must be maintained on a provincial database. Transport Plans should form the basis of this process.
- The public transport industry must be more accessible to the smaller operators. Particular attention will have to be given to facilitate the participation of small, micro and medium enterprises in the provision of contracted services.
- To promote participation by SMME groups, capacity building through education and training programs will have to be introduced and supported.
- The national principle of regulated competition should be applied strictly and all infrastructure and services must be provided through contracting by means of the competitive tendering system, unless there is good reason to deviate from this process and in which case the normal procedures for exemption must be followed. It means that the existing bus subsidy system must be replaced.
- Where services are provided by private sector and which are not contracted by transport authorities, the Operating Licensing Board must adhere to the transport authority's plan and comments on an application.
- There should be a special insurance policy for all public transport passengers.
- Monitoring of services in terms of the operating licenses, contracts and concessions should be undertaken regularly.

From the NLTSF the following was extracted:

Provincial and municipal bus operators should be corporative and all subsidised services should be provided in terms of tendered contracts that will have to be opened to all road-based public transport operators, **subject to the specifications of local transport plans.** Some parastatal and municipal bus service should achieve tendered contract status via the bridging mechanism of negotiated service contracts.

All new buses in subsidised contracts will have to comply with Class 1 improvements (for example, step height, grab rails, signage, driver training, etc.). Where wheelchair accessible buses are included in bus contracts, they should preferably be deployed first in “strategic accessible corridors” to allow for the co-ordination of infrastructure upgrades.

5.11.3 STRATEGY

In line with the National Land Transport Transition Amendment Act, 2002 the Province should actively pursue the conversion of all interim contracts to tendered contracts. In terms of the design and implementation of such tendered contracts attention should be given to the area coverage and quality of services.

Although not currently compulsory, every effort should be made to have road-based passenger transport contracts designed in terms of transport plans.

The structuring and design of tendered bus contracts should be co-ordinated with the planning process to be undertaken by planning authorities (i.e. Rationalisation Plans and Integrated Transport Plans).

The design of contracts will have to be done in such a way that the sustainability and economic viability of public transport operations are promoted, and the minimum financial support required.

A transformation process of tendered bus contracts will have to be undertaken to amend contracts, to remove stumbling block and enable easier access of SMME and PDI operators to the contracting process.

The required monitoring structures and procedures will have to be developed and implemented for tendered bus contracts and to ensure that communities are served by bus services of acceptable quality.

Passenger liability insurance for public transport passengers needs to be pursued.

The provision, upgrading and maintenance of public transport facilities will have to receive the attention that it deserves.

5.11.4 ACTION PLANS

From the analysis of the bus operations data, the following is recommended:

1. There is need for improved communication, liaison, and coordination by the Department of Roads and Transport in the preparation of the subsidised contracts.
2. In the short term, there is need for at least an interim contract in the Tubatse LM.
3. In the medium term, there is need for tendered contracts in the District Municipalities.
4. For the interim contracts, in addition to subsidies for weekly and monthly tickets, cash fares should also be subsidised, as an incentive to increase patronage
5. The current interim contracts should include a subsidy for learners, students, and the elderly (Discounted fares should be categorised for learners, students, and the elderly)
6. Only bus trips exceeding 10km qualify for a subsidy
7. The option of increasing fares could be considered, as a mechanism to raise revenue and reduce subsidies. On the contrary, the service to the passenger must not be compromised, considering the socio-economic circumstances of the passengers.
8. In addition to the proposed peak services, the need exists for midday services on higher density routes.
9. Reduction of journey time on most trips is required. The operator must provide a mechanism for prepayment of fares. The doors of bus fleet should be designed to expedite the boarding and alighting of passengers.

To ensure effective and efficient service, bus contracts must be monitored and audited regularly. For example, buses older than 15 years are not allowed to operate on tendered contracts. Hence, the following recommendations should be addressed in the next round of tendered contracts, and are consistent with the recommendations from the DOT Study – Report on the Optimisation of Subsidies, October 2002.

1. Tendered contracts should be drafted with flexibility over the duration of the contract. Such flexibility should allow for the rationalisation and restructuring of routes and services. Flexibility could however create uncertainty and risk for the operator and as a result increase tender price. Therefore, the client should have a defined plan for the restructuring of the public transport through this Rationalisation Plan, and should incorporate the recommendations into the tendered contract.
2. The budget must include escalation, contingencies, variations, and complimentary services.
3. The longer the contract duration, the lower the risk of short-term macro-economic fluctuations having an impact on service delivery. This implies that the risk of the variability of external factors (e.g. exchange rates, fuel price) to the operator should, in theory, reduce in the longer period for which the contract is awarded.
4. Contracts should be at least 7 years.
5. The contract must specify the minimum level of service.
6. Contracts should be performance based. Thus, the operator should be required to embark on an aggressive marketing exercise and apply innovative business practices to increase patronage. For example, revenue may be generated from advertising space on buses. Subsidy incentives should be provided for increased patronage, increasing operating speed and decreasing journey time, etc.
7. Current interim and negotiated contracts should be converted to tendered contracts and all contracts should be based on the net cost model, where the sensitivity of fares and subsidies are tested.
8. There must be opportunities to tender with smaller capacity vehicles (such as taxi co-operatives) to provide feeder and midday services
9. Contracts must make provision for complimentary services, such as elderly passengers travel free of charge
10. Make provision for automated fare collection, passenger information service (provision of routes maps, time tables, etc.)
11. Contracts must include measures for accessible transport for special needs passengers.
12. The Department of Roads and Transport must employ staff to monitor and audit effectiveness and efficiency of the bus contracts.

5.12 TAXI TRANSPORT

5.12.1 NATIONAL POLICY FRAMEWORK

An interpretation of the National Policy Framework creates the following framework with respect to taxi transport:

- The public passenger transport system in South Africa will have to be based on regulated competition.
- The regulation will have to be in the form of permission, contract or concession awarded in terms of a passenger transport plan and supported by strict law enforcement.
- Minibus taxis regulated competition should mean that the minibus taxi industry will have to be formalised and measures introduced to enhance its economic viability. Minibus taxis could form legally registered businesses, for example,

co-operatives or companies, or be registered associations. These will have to operate in terms of permissions to operate on a route or network. Permissions should be granted by the provincial permit board. The number of permissions granted on a route or network will have to be determined by need (demand) estimated in terms of the passenger transport plan.

- Minibus taxi businesses may also compete for the awarding of contracts by transport authorities.
- Financial and technical assistance will have to be offered to minibuses taxis to enable them to obtain permissions and/or contracts and to improve their economic viability.
- The formalisation of taxi associations and their members, and the conversion of permits to route-based operating licences must be vigorously pursued.
- The Taxi Fleet recapitalisation, together with appropriate electronic management systems, will have to be implemented progressively between 2003 and 2006.
- The industry will have to be formalised and regulated, and the minibus-taxi fleet will be recapitalised.
- Assistance will have to be provided to the relevant authorities to regulate learner transport, sedan taxis, private hires and tourist transport.

5.12.2 LIMPOPO PROVINCIAL POLICY FRAMEWORK

The following was extracted from the National Land Transport Strategic Framework (NLTSF) 2002-2007:

Taxi operators should be encouraged (and assisted) to qualify as contractors so as to participate in subsidised service contracts which will have to be opened to all road-based public transport operators, **subject to the requirements of local transport plans.**

The moratorium on the issuing of new operating licenses (where applicable) should be relaxed in a planned manner, after the special legalisation and conversion processes are completed.

Relevant extracts from the White Paper are repeated below:

"To promote participation by SMME groups, capacity building through education and training programs will have to be introduced and supported.

Priority will be given to introduce transport systems that would require the least long-term government financial support or subsidisation, taking into account the need to provide affordable social services along specified transport corridors. Long term cost efficiency is important.

Where and when possible, passengers must be given the choice of more than one mode of transport to ensure that, in a case of disruptions in service delivery, alternatives are available to the community. A multi-modal transportation system is essential.

All transport operations should be regulated in terms of operating licenses, contracts and concessions and initiatives with regard to the formalisation and registration of the taxi industry are supported with a view to implement and maintain the process, with continuous support to the taxi offices in the province and the activities of the Taxi Registrar.

Where services are provided by private sector and which are not contracted by transport authorities, the Operating Licensing Board must adhere to the transport authority's plan and comments on an application.

There should be a special insurance policy for all public transport passengers."

5.12.3 STRATEGY

The regulatory and control system, as well as effective law enforcement will be further refined and implemented.

The profitability of taxi operations will have to receive attention through economic assistance (i.e. the formation of co-operative, reduction of input costs and education and training of operators).

The implementation of the planning process required in terms of the NLTTA, 2000 to be undertaken by planning authorities must be implemented and co-ordinated i.e. Operating Licence Strategies and Integrated Transport Plans through consultation.

Practical mediation and arbitration procedures to manage incidents of conflict and violence must be implemented and maintained on an on-going basis.

Passenger liability insurance for public transport passengers will have to be pursued.

5.12.4 ACTION PLANS

The following recommendations are made in terms of public transport in the District Municipalities:

1. The Operating Licensing Strategy should be accepted and approved by all the role players and be implemented through a facilitation process
2. The Operating Licensing Strategy should be updated on an annual basis, and the recommended number of operating licenses per route is valid only until April 2006.
3. There are several routes without operational data, and it was not possible to recommend the number of operating licenses. The POA must therefore investigate the capacity and need of those routes when applications are submitted.
4. The CPTR information must be updated in an attempt to address the gaps in the information.
5. The law enforcement strategy should be prioritised to ensure peace and stability in the area.
6. Taxi co-operatives should be developed to benefit the taxi operators who will in turn create job opportunities for the community and ensure local black economic empowerment, and tendering for subsidised routes.
7. Assess the routes applicable for LDVs as public transport vehicles, and the MEC must act on NLTTA section 31.
8. Expedite the installation, training, and operation for the Registration Administration System and the Operating License Administration System.
9. ‘Suitcase’ permits should be converted to route based permits, and then upgraded to an operating license. Measures should also be taken to

protect permits or operating licences of operators who are out of business due to reasons beyond their control.

In addition to the formalisation of the mini-bus taxi, there is a need for the formalisation of the metered taxi mode. All modes of transport should be properly positioned to enhance tourism. All facilities should be designed to accommodate persons with disabilities, the New Taxi Vehicle, with adequate seats for waiting passengers, passenger information signs, A0 size timetables and route maps

5.13 SPECIAL CATEGORIES OF VEHICLES

5.13.1 STRATEGY

A policy should be developed regarding special categories of vehicles for the provision of public transport services. In the discussions leading to the development of such a policy cognisance will have to be taken of inter-alia:

- Operating environment and condition of roads;
- The needs of communities, especially in the rural areas;
- Types of vehicles and their suitability for the provision of public transport services;
- Passenger safety; and
- Conditions for the operation of special categories of vehicles.

The operation of public transport services, using special categories of vehicles should be formalised and legalised, through inter alia:

- registration of associations and operators,
- awarding of operating licences, and
- regulating the quality of vehicles.

5.13.2 ACTION PLANS

A policy on the use of special categories of vehicles for the provision of public transport services should be developed. The following should form part of this policy formulation process:

- Collect data on the extent of special categories of vehicles providing public transport services and the types of vehicles used.
- Determine the environmental constraints within which special categories of vehicles operate public transport services.
- Determine the needs of communities (i.e. in the deep rural areas)
- Investigate the suitability of certain special categories of vehicles to provide public transport services in discussions with the SABS.
- Determine the conditions to be linked to special categories of vehicles operating public transport services.
- Implementation of the policy through the formalisation and legalisation of such operations.

6 NON-MOTORISED TRANSPORT

6.1 BACKGROUND

Non-Motorised Transport (NMT) is frequently associated with poverty. In many cities and rural areas it is the main mode of transport for the poor.

Non-motorised transport is generally utilised to transport persons and small goods over short distances within and between rural communities. It is used to reach destinations (for example for the collection of wood and water) in the vicinity of the rural community, and local markets.

Figure 6.1 depicts a rural transport system which reflects rural travel and transport patterns. The rural travel and transport patterns show that:

- the main means of transport is head loading (foot Vs, vehicles)
- transport is mainly around the village (internal Vs external)
- subsistence needs predominates over others (basic Vs. socio-economic)
- the main burden of transport falls on women (female Vs. males)

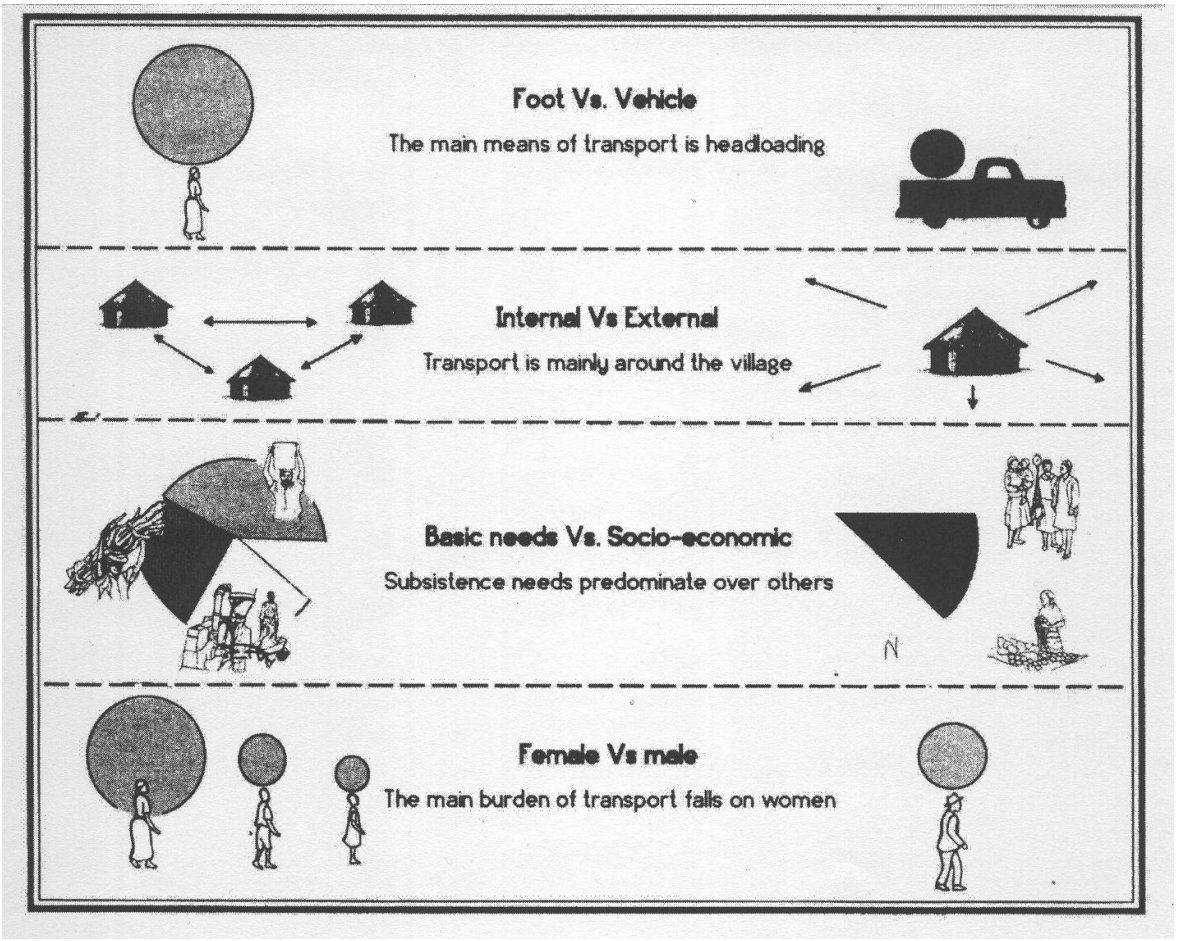


Figure 6-1: Rural transport System

It therefore means that the scope of planning should recognise the following:

- The purpose for which people travel;
- Availability of public transport services;
- Condition of transport infrastructure, (local level roads, footpaths, footbridges, etc)
- Means by which people transport themselves and goods (foot, bicycles, animal carts, donkeys, wheelbarrows etc)

6.1.1 INTERMEDIATE MEANS OF TRANSPORT (IMTS) WHAT ARE THEY?

IMTs are low cost vehicles and carrying devices of various kinds which are appropriate to service local transport needs and tasks. According to the World Bank, Intermediate Means of Transport (IMT) include a wide range of devices and vehicles. The lowest level of these extremes is walking, with loads carried on the head, shoulder or back. At the lower levels in the technology spectrum of IMTs are pack animals and animal-drawn sledges. Progressing towards the middle ground is a wide range of non-motorised wheeled vehicles – from the handcart through the bicycle to the animal-drawn cart. At the upper level of the spectrum comes a range of motorised vehicles that are cheaper and smaller than the modern, mass-produced motor vehicles, which may be possible to manufacture in whole or part at the local level.

Non-motorised transport for the purposes of this framework includes, amongst other, walking, wheelbarrows, handcarts, pack donkeys, sledges, animal-drawn carts, bicycles, tricycles and bicycle trailers.

6.2 OBJECTIVE

The objectives identified in the **Provincial White Paper on Transport Policy**, which are related to non-motorised transport, include:

> "Transport facilities should be accessible, within acceptable walking distance to activity areas, whilst the standard for accessibility in rural areas should be appropriate and affordable.
>
> To enhance road traffic behaviour and pedestrian discipline generally and to conduct traffic safety campaigns focusing on… education of scholars …"

The Community Accessibility strategy contained in the Transport Infrastructure and Facility strategy of this PLTF indicates that large areas in Limpopo are poorly connected to the main road network (Refer to **Figure 7.1**). It is especially the peripheral areas that are poorly connected. The community accessibility strategy includes the compilation of a community access needs study; with the specific focus placed on the improve accessibility facilities for communities through the construction, maintenance and improvement of infrastructure in the form of rural access roads, low-level bridges, foot-paths and side-tracks. Non-motorised transport should in the main make use of the community access infrastructure.

The objective of the promotion of non-motorised transport in Limpopo is therefore to increase the transport mobility of the residents of the province.

6.3 POLICY FRAMEWORK

The **National Land Transport Strategic Framework** indicates the following measures as forming policy requirements for the operation of non-motorised systems of transport:

> *"Priority for Public Transport and Greater Promotion of Non-Motorised Transport;*
>
> *Land transport planning and provision must pay greater attention to promoting the safe and efficient use of non-motorised transport modes."*

Similarly, the **White Paper on National Transport Policy** indicates d the following as targets to be achieved regarding pedestrians:

> *"Limiting walking distances to less than about one kilometre in urban areas"*
>
> **The Rural Transport Strategy for SA**
>
> The RTS for South Africa indicates that*:*
>
> *"… rural people have vastly inferior access to basic social services and the economic mainstream. Given this context, the delivery of rural transport infrastructure and services can be a significant catalyst for sustainable economic development, improved social access and poverty alleviation in SA's rural areas."*
>
> Action areas: The promotion of non-motorised and intermediate means of transport.

The **Moving South Africa** categorised urban transport customers into the following classifications:

- Strider customers (walk or cycle);
- Stranded customers (no affordable transport available);
- Survival customers (captive to cheapest mode of transport);
- Sensitive customers (captive to the best option of public transport);
- Selective customers (can afford a car, but willing to use public transport); and
- Stubborn customers (will only use car).

The first three categories are relevant for this chapter of the Limpopo PLTF.

Challenges with NMTs

- Only two specific problems referring to non-motorised transport were identified during the workshops, namely:
- Scholars are crossing roads at unsafe spots;
- Excessive walking distance to taxi ranks;
- Education and awareness;
- Policy makers who regard NMTs as primitive and backward;
- Potential users of NMTs who have never seen bicycles pulling a trailer;
- Production and supply in many cases occur if producers and suppliers have access to the necessary materials and equipment;
- Affordability. It is common knowledge that purchasing power in many rural areas is very low, as a result many people resort to hiring or borrowing;

- Importing policy like the Shova kalula. This has a negative impact on the potential users particularly when importing bikes without spare parts;
- Division of labour at home and even in the society shows that the burden of transport falls on women who enjoy poor access to NMT. This is because NMT are regarded as prestigious possessions and therefore controlled by men.
- Existence of taboos against the use of NMT's by women e.g. riding of bicycles, driving animal carts.

The problems and issues identified in the **Provincial White Paper on Transport Policy** specifically referring to non-motorised transport, include:

> *"Pedestrian safety measures (including personal safety) are needed on roads and at transport facilities.*
>
> *There is also a lack of safety features next to roads for pedestrians on their way to - and at public transport facilities."*

The policies regarding non-motorised transport included in the **Provincial White Paper on Transport Policy** are:

> *"There is a serious need to fund transport infrastructure specifically … pedestrian facilities.*
>
> *Non-motorised systems and facilities should be promoted, such as bicycle systems with dedicated lanes, traffic signs as well as pedestrian infrastructure and safety measures.*
>
> *Road and infrastructure should therefore take account of … pedestrian access to terminals and on route boarding points.*
>
> *All provincial roads and major routes must be fenced and safeguard traffic from animals and pedestrians, particularly in rural areas."*

6.4 STRATEGY

The community access needs study should identify community access infrastructure required to improve the accessibility of communities. It is, however, necessary to estimate the demand for such infrastructure with specific reference to access to the existing road network and to destinations within and in the vicinity of the communities. With such information available, the much needed strategy for the promotion of non-motorised transport in Limpopo will be easy to develop. .

6.4.1 PROMOTION OF NON-MOTORISED TRANSPORT

To be fully effective, NMT strategies should fall within the framework of a national NMT policy. It should include broad NMT strategies that address all aspects of NMT as well as the organisation of horizontal and vertical institutional responsibilities. These institutions should be inter-departmental, inter-district/municipal, administrative levels and public-private.

The strategy for the promotion of NMTs should include a number of aspects such as taking account of the wide range of stakeholders, the need for a critical mass of users and complementary options.

The needs of a wide range of stakeholders

This aspect entails taking account of the needs of a wide range of stakeholders. There are many stakeholders in rural transport services. These stakeholders influence the provision, price, quantity and quality of rural transport services. They should all be included when planning and implementing NMTs. The main players are users, operators and regulators.

There are gender differences in the transport industry and as such tasks and access to technologies must take this into consideration. Transport programs have often neglected the special needs of women. Most transport is owned and operated by men. Gender power relations and unequal access to money restrict women's mobility. Women are empowered by greater mobility, and transport can cause gender roles to change.

Transport operators influence the transport sector mainly through their associations, which can affect the quality, quantity and price of rural transport services for non-motorized vehicles.

Transport regulators are mainly authorities like the three tiers of government, national, provincial and local. These tiers of government are responsible for the legal framework for both rural and urban transport which consists largely of traffic acts and ordinances. Such acts and ordinances if not carefully implemented may make it difficult for NMTs to operate.

Critical mass of users, operators and suppliers to sustain NMTs

All means of transport, both motorized and non-motorized, require supporting infrastructure for their manufacture, supply and repair. A sustainable support base for transport service is unlikely to develop in the absence of a critical mass of users, yet it is difficult for a critical mass of users to develop without support service.

Once there is a critical mass of transport operators then it usual follow that the support services also start to become more widely available.

Socio-cultural inhibitions may constrain the use of certain means of transport until a critical mass of users makes them acceptable. Once a means of transport becomes widely accepted, it is much easier for people to use it. Once enough women started to use bicycles and their benefits become visible, other women also followed by imitation, hence they easily overcame economic and social constraints and begun to use bicycles.

Complementary actions

Many complementary transport services are available with different but overlapping ranges, capacities, operating costs, purchase prices, payloads, complexity, weights, speed, durability, infrastructure requirements, supporting services, financial and skills. The importance of complementary transport services is not always recognised. Some authorities discourage simple local transport solutions, viewing them as old fashioned and inferior or as merely contributing to congestion. Such complementary niches are important for achieving a multimodal and integrated transport system.

Public education campaigns

An important requirement of a strategy that promotes NMTs is to establish and make known to the general public the rights and responsibilities of pedestrians and cyclists, as well as the traffic rules that deal with safety. Traffic law should clearly

define the rights and responsibilities of NMT users of roads, as well as those of motorized users.

Establishing rules is only one part of the solution to the problem. The second part is to get them known and applied. Training and educating children to understand more about traffic rules can be addressed both by incorporating such training in the school curriculum and by campaigns outside schools. In the longer term, knowledge of the rights of pedestrians and cyclists should be incorporated in driver license testing. In essence treatment of NMT should be a central part of comprehensive road safety programme.

Other strategies include:

- The development of road transport designs and maintenance standards that recognise NMTs as a traffic component;
- Prioritisation of areas with high demand for NMT facilities;
- The development of road safety programmes that focus on the most vulnerable road users, in collaboration with national authorities;
- The development of small scale credit mechanisms for finance of NMTs;
- The development of by-laws regarding NMTs and monitoring of NMT transport;

6.5 ACTION PLANS

The action plans to promote and encourage the use of non-motorised transport, include:

1. **Action 1: Participate in national initiatives**. The National Department of Transport initiated a national demonstration program - **Shova Kalula** that aims to provide alternatives for large numbers of rural and small town transport users making use of a targeted partial bicycle transport subsidy. The department is now embarking on Phase III of the project. The Limpopo Provincial Government will have to actively support this initiative.

2. **Action 2: Demand for non-motorised transport**. A study to estimate the demand for non-motorised transport will have to be undertaken in the province. Such study should be undertaken as the first phase of the community access needs study or should a separate study be undertaken, it should be completed prior to the commencement of the community access needs study. The study should consider, amongst other things, socio-economic and other cultural aspects, especially gender issues and their impact on non-motorised transport.

3. **Action 3: Promotion of the ownership and usage of non-motorised transport operations**. After the completion of the demand study for non-motorised transport and the community access needs study, various initiatives will have to be considered to promote the ownership and usage of non-motorised transport. Such initiatives could include activities such as the promotion of Small, Medium and Micro Enterprises (SMMEs) as well as the possible subsidisation of the provision of non-motorised transport vehicles and support with the construction and maintenance of community access infrastructure.

7 TRANSPORT INFRASTRUCTURE AND FACILITY STRATEGY

7.1 INTRODUCTION

The Limpopo Government strives for the provision of efficient and effective transport infrastructure and facilities. In this chapter the national and provincial policy frameworks with respect to the provision of transport infrastructure and facilities are described. Based on these policy frameworks, strategies were developed with specific reference to the provision of the road network, addressing community accessibility, the provision of public transport facilities and the provision of air transport facilities.

7.2 VISION, GOALS AND OBJECTIVES

The Provincial White Paper on Transport Policy defined the **mission statement** for transport infrastructure as follows:

"To facilitate the establishment, maintenance and efficient utilisation of adequate transport infrastructure and facilities that will enhance the accessibility of integrated inter modal services for both passenger and freight transport."

The **goal** of transport infrastructure is described in the Provincial White Paper on Transport Policy as:

> *"To co-ordinate, facilitate and provide efficient and effective transport infrastructure for all private, public and freight transportation."*

The Provincial White Paper on Transport Policy listed the following **objectives** for transport infrastructure:

- Facilitate the provision of infrastructure that should promote a balanced, integrated multi-modal transport system.
- Facilitate the optimisation of the utilisation of existing infrastructure.
- During facilitation give priority to infrastructure that should promote public transport and discourage private transport.
- As part of facilitation for infrastructure provision the aim should be affordable public transport.
- Facilitate sufficient infrastructure for essential services in rural areas.
- In the facilitation of the provision of infrastructure, the needs of special classes of users, such as the disabled and senior citizens, must be considered.
- Review the future role of rail transport and establish a rail transport system in the Province.
- Existing rail operations and facilities that are used for goods transport and long distance passenger services should be utilised more optimally and rail corridors should be strengthened and extended.
- Facilitate the development of infrastructure to contribute to affording all modes of transport to have equal opportunity in the market.
- Introduce the principle of a network concept, consisting of concentration and modal integration points that are developed as economic activity nodes as well as corridor, feeder and distribution services between these nodal points.
- Strive to facilitate the elimination or reduce the negative impacts during construction, operation and maintenance of facilities and infrastructure.

- Facilitate the development of transport infrastructure that will have to give preference to public transport and high occupancy vehicles (HOV) in traffic control and discourage private transport.
- The capacities of transport infrastructure, and its associated cost implication, should be balanced with the transport service provision requirements and cost implications.
- Infrastructure provision should be controlled within the financial limits of future maintenance.
- Affordable standards must be set for infrastructure and facilities.
- The road and rail network should be classified within the framework of facility type, quality and the responsibilities of the various spheres of government towards transport infrastructure and facilities.

7.3 PROVINCIAL ROAD NETWORK

7.3.1 POLICY FRAMEWORK

The **National Land Transport Strategic Framework (NLTSF)** interprets the policy contained in the National White Paper with regards to the provision of transport infrastructure as follows:

> *"A revised and prioritised strategic countrywide road network will be identified and it will be managed by appropriate institutions in the national, provincial and municipal spheres of government.*
>
> *This countrywide road network should be needs-based, and it must support development priorities. The network may include some toll roads where they are financially viable and where they can contribute substantially to the funding of sections of the network."*

The **key issues** identified in the Provincial White Paper on Transport Policy with regard to road infrastructure are summarised below:

(a) Execution of Responsibilities

The responsibility for road infrastructure provision in the Limpopo Province lies with the Department of Roads and Transport It is important that sufficient mechanisms are established that will have to guarantee optimum co-ordination between the planning of land use, transport service provision and facilities, as well as infrastructure provision.

(b) Ownership

According to the National White Paper on Land Transport, ownership of transport infrastructure, especially in terms of road infrastructure (P.15*) "will be arranged through an appropriate model"* that consists of options or combinations of ownership and operations performed by state departments, state enterprises and private sector institutions, or joint ventures amongst them.

(c) User pay principles

Cost recovery of government expenditures on infrastructure and public transport facilities are ruled by the policy principles of *"user charging or cost recovery from direct user as far as possible."; and that the "primary road network should preferably be financed through a dedicated levy on fuel and toll charges."*

The Provincial White Paper on Transport Policy made the following **policy statements** relating to the Limpopo transport infrastructure:

1. Public transport and infrastructure is an essential service to the community and of equal priority to the provision of housing, education and health services.
2. It is the responsibility of government to ensure the establishment of infrastructure with a view of an efficient, effective, safe, reliable accessible and affordable public transport system
3. Road Infrastructure and public transport transfer points should be adequate and optimal.
4. Facilitate the provision of proper pavement and pedestrian crossings at all bus halts or streets;
5. Priority should be given to buses and taxis in congested areas;
6. Locate infrastructure and facilities within minimum walking-distances;
7. Pursue low-cost and high-impact solutions for both service and infrastructure provision;
8. Location and design should maximise service viability and impact;
9. Stops should be designed and located to minimise impact on arterials;
10. Stops should take into account safety and congestion considerations;
11. Densification of residential areas closer to transport destination points.
12. No specific preference is given to private or public ownership of public transport infrastructure, facilities or operating institutions.
13. The ownership profile should be determined through criteria that would ensure (a) the best utilisation of scarce resources; (b) wider participation of the broader community; and also (c) the collective nature of assets and facilities that could dictate public ownership; (d) the availability of skills, capacities and resources in the respective sectors.
14. Irrespective of the origin of the request for services and the agreement on funding, the primary responsibility for planning and provision of transport infrastructure would remain with the transport authority where political responsibility and accountability must be given to the community.
15. Financial support towards planning of public transport facilities and infrastructure, only to be provided if such services and facilities are defined and quantified in an approved transport plan for the province, which in turn should reflect the policy objectives for the province.
16. The provision, through appropriate mechanisms, of certain public transport facilities such as transport facilities, depots located at strategic points could be considered as a capital subsidy mechanism towards the public transport industry.
17. Regulation Within the framework of the specific objectives for planning and implementation, especially the urban transport infrastructure and traffic issues, regulations be promulgated with regard to the following:
    - Vehicle sizes or classes or numbers entering specific areas.
    - Loading and off-loading activities and facilities.
    - Parking practices and facilities.
    - Levies on vehicles, land and buildings.
18. Measures are to be introduced to ensure proper control at taxi ranks.
19. Ranks, transfer facilities, depots, off-street facilities to form part of a public

transport data bank.

20. In the case of cross border movements, border facilities need to be developed where it is economically and practically feasible as decentralised economic activity nodes, at least on the high traffic routes.

7.3.2 STRATEGY AND ACTION PLAN

Strategies relating to the delivery of the road infrastructure as contained in the NLTSF are as follows:

(a) The delivery of the road network will have to be made more efficient.

- The establishment of new or the deployment of existing appropriate transport entities that can provide, amongst others, more efficient and effective delivery and maintenance of roads in the provincial and local spheres will be promoted.
- Appropriate information systems and funding mechanisms will have to be developed to support these transport entities in the delivery and maintenance of roads.
- The development of the network should, where possible, include the development of SMMEs and the enhancement of skills and capacity.
- Design standards should be refined to achieve the optimum balance between cost and utility.
- Modern "operations technology", such as travel demand management (TDM) and intelligent transportation systems (ITS), will have to be incorporated to increase capacity.

(b) A strategic countrywide road network will have to be identified.

- In consultation with all three spheres of government, and with a view to providing effective mobility and access as a contribution to the development of South Africa, a strategic countrywide road network will have to be identified.
- The network will have to be based on:
  - a logical analysis of transport needs,
  - social and economic development imperatives,
  - the linkage between the primary sea, air and dry ports and public transport nodes,
  - support of spatial development initiatives, tourism needs, commuter travel and freight movements,
  - an integrated plan so as to avoid the unnecessary duplication of infrastructure, and
  - an integrated and co-ordinated network within the Southern African Development Community (SADC) region.
- The network may include toll roads where they are financially viable and where tolls can contribute significantly to funding these roads. A two-pronged **provincial road infrastructure provision strategy** will have to be followed:

(c) Efficient provision of existing provincial road infrastructure.

(d) Enhancing the efficiency of the provision of provincial road infrastructure, through the following actions:

1. Support the Department of Transport with the identification of a strategic countrywide road network.
2. A functional analysis of the rural road network will have to be undertaken to ensure effective utilisation of scarce resources. The analysis will

establish a hierarchical classification of the network on the basis of which the national, provincial and local responsibilities can be determined.

3. An action plan will have to be developed to ensure that the national and local authorities accept responsibility for their sections of the rural road network.
4. An assessment of the adequacy and relevance of the existing management systems within the department will be undertaken.
5. A strategy will be developed to enhance the development of SMMEs, with specific reference to skill development and capacity building.
6. The existing design standards will have to be assessed, and if required, refined to achieve the optimum balance between cost and utility.

7.4 COMMUNITY ACCESSIBILITY

7.4.1 INTRODUCTION

The National Land Transport Strategic Framework (NLTSF) describes the issue with basic accessibility to communities (the NLTSF refer to it as "Rural transport infrastructure") as follows:

> *"Communities in rural South Africa are often isolated, inaccessible and immobile, all of which begets poverty of ideas and opportunities. As a result, mobility and accessibility are purchased at a high social and economic cost. The inadequacies of the rural transport sector have had the effect of limiting the participation of developing communities in the formal economic sector."*

7.4.2 POLICY FRAMEWORK

The White Paper on National Transport Policy relates to community accessibility as follows:

> *"Rural access planning and decision-support systems will have to be implemented in the 13 priority rural Integrated Sustainable Rural Development Strategy (ISRDS) nodes, which will specifically:*
>
> - *promote co-ordinated nodal and linkage development;*
> - *establish nodal and linkage development as an integrated development plan sub-process;*
> - *transform multi-purpose and allied projects into co-ordinated nodal and linkage development initiatives;*
> - *establish rural transport and development programmes;*
> - *transform access road programmes into wider rural transport infrastructure programmes;*
> - *create special interventions and support programmes; and*
> - *develop adequate rural transport funding, governance and delivery capacity, and business support."*

The National Land Transport Strategic Framework strategy regarding basic accessibility to communities is as follows:

> *"Given the national government's stated commitment to uplifting the material conditions of rural communities, the need to improve transport efficiency and sustainability by way of policy and institutional reform, as well as to identify and prioritise measures to streamline the planning, design and appraisal of*

transport investments within the ambit of the Integrated Sustainable Rural Development Strategy (ISRDS), cannot be over-emphasised."

In view of the above, the Integrated Sustainable Rural Transport Strategy will be further refined to highlight the strategy priorities.

(d) The 13 nodes identified in the Integrated Sustainable Rural Development Strategy (ISRDS) should be provided with improved transport infrastructure and services.

- *Rural transport interventions will have to be co-ordinated and should incorporate the objectives of the ISRDS, and the transport sector components of the IDPs of rural municipalities will have to be integrated into the Integrated Sustainable Rural Development Programme (ISRDP).*
- *A guideline linking the rural road, in particular intermediate road infrastructure, and transport planning processes will have to be developed. This will have to aim at strengthening the integration of rural transport plans and IDPs.*
- *The development of rural access roads, associated with key nodes and linkages, will have to be improved. The initial implementation should target at least three of the 13 nodes. It is envisaged that a further roll-out will take place that will have to go beyond the 13 nodes.*

(e) Capacity building will have to be implemented and tools should be provided for rural transport planning, implementation and auditing.

- *The DoT will have to disseminate requirements, guidelines and planning-support tools for rural transport planning.*
- *Capacity building for integrated rural access planning will have to be implemented among the municipalities and consultants responsible for service delivery.*
- *SMMEs in the rural transport sector, particularly new entrants from previously disadvantaged communities, will have to be nurtured.*
- *A rural transport development programme will have to be introduced as a support mechanism for the rural transport strategy.*
- *Various labour-intensive methods should be promoted as part of the rural transport development programme to facilitate job creation and poverty reduction.*

The **key issues** identified in the Provincial White Paper on Transport Policy with regard to road infrastructure are summarised below:

"The social needs of marginalised communities (especially in rural areas) require more basic, but still well maintained roads.

The responsibility for the maintenance of specific private/public roads in farming and other rural areas is also not clear, resulting to misuse of infrastructure. The use of specific private farm roads by heavy vehicles that destroy these roads, with no legal mechanism to prevent this situation, is a major problem. As a result the classification of all roads is needed to determine responsibilities on national, provincial and local sphere of government."

The policy statements in the Provincial White Paper on Transport Policy with regards to the provincial road network (Refer to paragraph 7.3.1) also relate to community accessibility.

7.4.3 STRATEGY AND ACTION PLAN

Strategies relating to rural transport contained in the NLTSF are as follows:

- Rural transport interventions will have to be co-ordinated and should incorporate the objectives of the ISRDS
- A guideline linking rural road and transport planning processes will have to be developed.
- The development of rural access roads will have to be improved.
- Infrastructure for non-motorised transport will have to be provided in each of the 13 nodes.
- SMMEs in the rural transport sector, particularly new entrants from previously disadvantaged communities, will have to be nurtured.

The **community accessibility strategy and related action plans** that should be introduced in close co-ordination with the road infrastructure strategy, include:

- Support the Department of Transport during the implementation of the above mentioned rural transport infrastructure strategies.
- Ensure the integration of community accessibility within the Public Transport Plans (PTPs), Integrated Transport Plans (ITPs), and Integrated Development Plans (IDPs).
- A community access needs study will have to be undertaken. The focus of this study should be on the quantification of the requirements for the maintenance or improvement of existing community access facilities, or the identification of the provision of new community access facilities, which include rural access roads, low level bridges, foot paths and side-tracks.

7.5 AIR TRANSPORT FACILITIES

7.5.1 BACKGROUND

Licensing of air transport facilities (airports and landing strips) is the instrument that Government uses to ensure that air transport facilities conform to specific minimum safety standards. The Civil Aviation Authority (CAA), an agency on an arms-length from the Department of Transport (DoT) provides support to the DoT with regards to the safety regulation of the aviation industry in South Africa.

Air transport facilities are licensed for public, private and military use. Air transport facilities licensed for public use must conform to certain minimum standards. On the other hand, the owners of private air transport facilities are not responsible for the quality of the facilities and although the decision to use the facility rests with the pilot, the pilot must obtain prior permission from the owner to use the facility. Military airports are for the exclusive use by the Air Force. However, certain public airports or military airports are registered for co-use of the air-side facilities, such as the Hoedspruit Air Force base that is also used by the public. Scheduled air transport services cannot be operated to unlicensed aerodromes, without special consent of the Commissioner of Civil Aviation. The DoT, with the support of the CAA, issues operating licenses for all public air transport operators (airlines).

Polokwane International Airport *(only international Airport in the Region)*

1. *Polokwane International Airport is an old military base, which was transferred in 1995 to the Limpopo Provincial Government. They converted the facility into a civilian airport, initially known as Gateway International Airport. The name was changed to Polokwane International Airport, when Pietersburg was recently*

renamed to Polokwane. Commercial services at the airport started in February 1996

2. *The Limpopo Provincial Government has set up a company, Gateway Airport Authority Limited (GAAL) who manages the Airport. The administration is done in terms of the provisions set out in the requirements of the Companies Act, 1973 (Act 61 of 1973) and the Public Finance Management Act, 1999 (Act 1 of 1999). The Limpopo Provincial Government holds all the shares and airport management reports to the Department of Roads and Transport. This Department has also taken responsibility for the management of the airports in Giyani, Hoedspruit, and Thohoyandou and it is envisaged that these airports will in future have to be transferred to PIAL.*

3. *Presently the airport accommodates approximately 20 000 passengers departing annually from Polokwane International Airport. IATA forecasted that this figure will have to increase by 2010 to approximately 200 000 per annum. At that stage the airport should be connected with major centers in South Africa being served on a regular basis by 150 seater aircraft such as the Boeing 737-800 and Airbus A321.*

7.5.2 STRATEGY

Air transport facilities should fit effectively into the land transport system and specifically the accessibility requirements are critical to the development, similar to any other major land-use. From an integrated development perspective, compatible and sustainable land-use should be developed in the vicinity of air transport facilities.

The National Cabinet approved the White Paper on National Policy on Airports and Airspace Management in February 1998 and published it in March 1998. This policy document not only includes policy on airports, airspace matters and the integration of the airport into its environment, but it also provides an indication of the possible role that the different spheres of government and other role players should play with regard to these matters. From the White Paper on National Policy on Airports and Airspace Management it is evident that provinces should develop a Provincial Airport and Aviation Strategy.

7.5.3 ACTION PLANS

The following actions will contribute towards the effective integration of air transport facilities into the land transport system:

1. **Action 1: Needs assessment of air transport facilities.** An assessment will have to be undertaken to ascertain the needs, capacity, location and standard required for airport facilities in the province, particularly to what extent the different regions of the province from a location point of view would be able to use such a provincial airport and what other options are available. The assessment will have to include an appraisal of the suitability of the current air transport infrastructure in terms of its suitability relative to the above criteria to serve national and international traffic, with or without expansions. It should also include the assessment of the adequacy of the new airport that is being constructed north-west of Polokwane to fulfil the role as the new international airport for Limpopo. Such assessment should consider aspects such as the adequacy of access roads to the airport, market requirements, safety standards as well as international air transport infrastructure requirements and standards.

2. **Action 2: Provincial Airport and Aviation Strategy.** A Provincial Airport and Aviation Strategy will have to be developed that should take into consideration the assessment undertaken in the first action, and define the policy with regards to air transport infrastructure and services in the province and the way that the provision of air transport infrastructure will have to be co-ordinated within the province.

7.6 PUBLIC TRANSPORT FACILITIES

7.6.1 POLICY FRAMEWORK

The key **issues** listed in the Provincial White Paper on Transport Policy are as follows:

(f) Development Needs

The provision of sufficient transport infrastructure is furthermore under pressure because of the extreme backlogs that exist as a result of the under developed state of affairs in the rural areas of the Province. Whilst infrastructure capacities in the major towns are relatively well developed, facilities in the rural areas are totally inadequate which not only inhibits development in these areas but also creates contrasts which are difficult to justify. As a result these contrasts influence budget priorities which are often based on socio-economic backlogs and not on the best return on investments.

(g) Social Responsibility

The poverty in the Province, as reflected by the low level of household income, necessitates that transport costs be kept on an affordable level to both the authorities and the users of transport, whether or not the cost refers to transport infrastructure or public transport facilities and services. Government is under tremendous pressure to maintain infrastructure and facilities at acceptable standards within the framework of a constantly reducing budget, which at the same time cannot rely on a reliable and non-fluctuating source of revenue.

The **policy** on public transport facilities is described in the White Paper on the Provincial Transport Policy of the Limpopo Province as follows:

1. *As a joint provincial and local initiative, the provision, operation, maintenance and ownership of public transport facilities and amenities at terminals would be reviewed, including methods to ensure personal safety and security.*
2. *Private sector involvement in the development and maintenance of the facilities will be promoted.*
3. *The ownership of transfer facilities by transport operators would be discouraged, as it will have to potentially inhibit the flexibility needed by the proposed contract system.*
4. *The taxi industry should not be allowed to manage and control taxi ranks. The right of access and the allocation of rights and queuing space must be controlled by an independent body or the concerned local authority.*

5. *Planning and provision of facilities must accommodate multi modalism and integrated transport, through a process where all affected parties, particularly the users of the facilities, are consulted.*
6. *As a general principle the provision of holding facilities should be separated from the boarding facilities.*
7. *Local SMME participation and build/operate/transfer agreements will have to be promoted in the construction and operation of facilities.*
8. *All types of transport infrastructure suitable for alternative cost recovery options will have to be identified.*
9. *Comprehensive guidelines will have to be formulated for the provision of public transport facilities, including the requirements and needs of service providers, passenger amenities for the users of services, personal security for all involved, the location and provision of bus and taxi boarding/alighting facilities along the line of route.*

7.6.2 STRATEGY

The following provincial strategies can be identified given the national and provincial policy:

- Selected public transport facilities should be upgraded in conjunction with the implementation of minibus-taxi recapitalisation, tendered road-based passenger transport contracts and upgraded rail rolling stock.
- Facilities that give priority to public transport on existing roads will have to be promoted (e.g. busways, taxi lanes).
- The management and maintenance of public transport infrastructure will have to be improved.
- Planning and design guidelines to accommodate new vehicle sizes will have to be prepared.

Public transport facility upgrading needs must be identified and prioritised including the confirmation of responsibilities.

7.6.3 ACTION PLANS

The following actions will have to contribute to the general improvement in the provision and condition of public transport facilities in the Limpopo Province:

Action 1: Through co-ordination of planning done in terms of Part 7 of the NLTTA by municipalities, the Province must ensure that the upgrading, maintenance and management of public transport facilities receives adequate attention.

Action 2: Planning and design guidelines to accommodate new vehicle sizes and other requirements will be prepared.

Action 3: The Province will have to consider ways of contributing to the funding of public transport facilities that have a high priority and are of provincial significance.

8 TRANSPORT AUTHORITIES

8.1 INTRODUCTION

The establishment of Transport Authorities is desirable because they serve as agencies that are meant to improve transport service delivery in the municipal sphere of Government by grouping transport functions into a single, well-managed and focused institutional structure.

The National Land Transport Transition Act (NLTTA) was signed in August 2000 and most of the sections came into operation on 1 December 2000. Amongst the important provisions that are now in operation are those concerning the establishment and operation of Transport Authorities.

A document titled *"National Land Transport Transition Act, Act 22 of 2000: An introduction to Transport Authorities"* was issued by the National Department of Transport in September 2001. This document is a complementary document to the NLTTA and deals with aspects such as international experiences with regard to Transport Authorities, the status of Transport Authority initiatives in South Africa, current issues and advantages and disadvantages with regard to the establishment of Transport Authorities, as well as the steps required to form a Transport Authority.

The following steps serve as a guideline for the formation of a Transport Authority and are applicable where the Transport Authority is wholly in one Province:

- The municipality (or municipalities) must prepare business plans consisting of a full motivation for the establishment of a Transport Authority. The business plan should consider any provincial legislation with regard transport authorities, if any exists.
- The municipality (or municipalities) must consult with the relevant Province, participating municipalities and the Minister (where funding is from the national government) to obtain approval in principle on the business plan.
- The MEC responsible for transport must, where he/she determines transport areas, consult with MECs responsible for local government affairs and finance.
- The municipality (or municipalities) must obtain agreement in principle from its Council to proceed with the establishment of a Transport Authority.
- All parties are required to sign a detailed Founding Agreement.
- The Province must publish the completed Founding Agreement in the relevant Provincial Gazette and declare the relevant area as a Transport Authority area.
- Transport Authorities should then implement the provisions of the Founding Agreement.

The above steps are applicable in instances where Transport Authorities are not wholly in one Province save that the MECs of the respective provinces would need to enter into an agreement authorising such a Transport Authority and appointing one of the MECs as the nominated MEC in terms of the NLTTA. The MEC would further be required to consult with the MECs for local government and planning of the relevant provinces.

The following compulsory functions need to be executed by the Transport Authority:

- Prepare transport plans;
- Develop land transport policy;
- Undertake financial planning for land transport;

- Manage movement of people and goods on land;
- Co-ordinate public consultation with regard to land transport; and
- After a specified date, become the contracting authority for tendered contracts.

The NLTTA makes provision for three main sources of funding. These include funding from National, Provincial and from participating municipalities. Transport Authorities are required to manage their financial affairs in an accountable manner and to allocate its resources in a manner that gives priority to the basic transport needs of the community.

The advantages of establishing A Transport Authority include bringing transport planning activities closer to communities, rationalisation of transport according to the needs of communities and providing a competitive framework within which different modes could play their roles. The disadvantages of establishing A Transport Authority include stretching of the already scarce human and financial resources.

8.2 STATUS OF TRANSPORT AUTHORITIES IN LIMPOPO

The CDM is the only district municipality in Limpopo that could be investigated to establish a Transport Authority. However The CDM is currently partially involved with Transport Plans, and road-based contracting, and is not directly responsible for the other compulsory functions. One of the key challenges in the District Municipality is the shortage of capacity and appropriate skills. Therefore, the CDM is not in a position to establish a Transport Authority and must consider an alternative Institutional Management Structure. However, the city of Polokwane and the Local Municipality should investigate the establishment of a Core City for the city of Polokwane.

The population in Polokwane Local Municipality is estimated to be approximately 508 000, with approximately 39% being unemployed, and about 51% being estimated to be younger than 15 years of age. Currently, under the Core Strategic Programme of the Polokwane Local Municipality, Transportation Planning is not a priority relative to electricity, water, sanitation, and waste management. Several major roads converge in Polokwane and Seshego were identified as Provincial growth points in the Limpopo Province, and Mankweng was identified as a District growth point. Polokwane is the economic hub of the Limpopo Province and is also referred to as the 'Gateway to Africa'. Hence, there is need for greater emphasis on Transportation Planning and Traffic Engineering in the city of Polokwane. The establishment of a Core City could enhance the delivery of transport services in the 'Gateway to Africa'.

Table 8.1 : Functions of a Core City versus a Transport Authority

Issue	Core City	Transport Authority
Functions	Primary purpose is transport planning and infrastructure implementation in urban areas	Primary purpose is multi-modal and multi-functional transport service delivery for both urban and rural municipalities
	Transport functions fragmented across the Municipality	Transport functions and activities of the Municipality focused in one place
Area and Formulation	Urban functional - Is part of the Municipality	Separate juristic person – agreed by Municipalities and MEC
Governance	Metropolitan Transport Advisory Board consists of councillors and outside parties	Governing Body consists only of Councillors
Procedures	Province establishes the	Municipality establishes a

Issue	Core City	Transport Authority
	Metropolitan Transport Area and Core City and is a main role-player	Transport Authority (with MEC party to the founding agreement)
Human Resources	Municipality provides the technical and professional support	CEO and Transport Executive can provide the technical and professional support
Legislation	Urban Transport Act (78 of 1977)	NLTTA (22 of 2000)
Funding	Consolidated Metropolitan Transport Fund, National, and Provincial Urban Transport Funds	Bank Account and funds from three spheres of Government

8.3 STRATEGY

Limpopo will have to support investigations carried out by municipalities with a view to determine the feasibility of establishing a Transport Authority in accordance with the provisions of the NLTTA.

8.4 ACTIONS

The Provincial Department of Roads and Transport will support municipalities in the development of Transport Authority feasibility studies.

8.5 RECOMMENDATION

1) The Polokwane Local Municipality should be investigated for Institutional Transformation from a Local Municipality under the jurisdiction of the Capricorn District Municipality to a Metropolitan Transport Area, with Polokwane as the Core City. The Transitional Metropolitan Council will comprise of the current Polokwane Local Municipality Council, otherwise a Metropolitan Transport Advisory Board must be appointed by the Administrator of the Urban Transport Board.

2) Due to the capacity constraints, the option of establishing a Transport Authority for any of the District Municipality is not the appropriate administrative mechanism yet. There is need for additional capacity and skills to implement Integrated Land Use and Transportation Planning and Traffic Engineering in the Limpopo.

   The District Transport Forum must be formalised by the Municipal Manager to function like that of the 'Urban Transport Board'. The formalisation of the Transport Forum to function as a committee established by the Municipality could be justified by the Municipal Structures Act 117, 1998 Section 79. The Transport Forum must be responsible for the following, but not limited to:

   - Identify transportation needs
   - Approve transport plans prepared by planning authorities
   - Consultation with stakeholders
   - Influence policies
   - Investigate Public-Private Partnership opportunities to optimise funding mechanism and maximise service delivery
   - Implement the projects identified in the Integrated Transport Plan
   - Measure performance by Key Performance Indicators

   The Transport Forum should meet at least every quarter, and the District Municipalities must budget for the functioning of the Transport Forum.

9 TRANSPORTATION MANAGEMENT STRATEGY

Although transportation management is generally aimed at an increase in road capacity and an improvement in road safety, effective transportation management in reality encompasses the co-operation of a wide spectrum of disciplines, including law-enforcement officers, educationists, engineers, emergency services, the media and legal practitioners. Transportation management can thus be regarded as a process of co-ordinating all the individual elements involved in road traffic in order to ensure the optimum use and safe movement of people and goods by means of vehicles on the road network.

9.1 DEFICIENCIES WITH RESPECT TO TRANSPORTATION MANAGEMENT

The record of transport management matters related to freight transport policy issues which were extracted from the Limpopo Province White Paper on the Provincial Transport Policy, April 2000, as well as records of identified workshops which were held with role players and stakeholders in Limpopo Province indicate as depicted in the paragraphs that follow hereunder.

9.1.1 THE WHITE PAPER ON THE PROVINCIAL TRANSPORT POLICY

Regulation

The National policy dictates that the operation of freight transport should be left to market factors on condition that certain criteria are met. These criteria concerns mostly the safety of vehicles through the implementation of the RTQS and regulations in terms of the Road Traffic Act (Act no .. of 1989)

Tough competition, together with inadequate law enforcement in respect of safety and quality standards imposed by the RTQS, resulted in high incidents of overloading, excessive driving hours and unroadworthy vehicles, causing traffic accidents and damage to road infrastructure. In addition, the rail industry started to lose market shares not only in non-core traffic matters but also in traffic volumes that could be moved more economically by rail than by road in long distance services and also in low density traffic demands.

Information systems

The effective implementation of the RTQS require that reliable information be readily available on operator and vehicle registrations, technical fitness of vehicles and traffic offences. These need to be co- coordinated on a national level.

Infrastructure cost recovery

Market factors cannot work normally and in an effective way unless the playing fields of the different transport modes are rendered even and also leveled up for all to compete on equal terms. Currently road transport operators do not contribute directly to the establishment and maintenance of road infrastructure. This burden is carried by the rail and pipeline modes which are directly responsible for covering full infrastructure costs from their tariffs charged to users.

While the above situation holds, we however still find that a portion of infrastructure costs are recovered in the form of fuel levies, license fees and toll fees, it is doubtful

whether this contribution is sufficient to bring road freight operations on par with rail and pipeline transport.

The National White Paper therefore suggests that an equitable distribution of infrastructure cost recovery is needed that could contribute to a more equitable modal split resulting in a more effective utilization of existing rail and pipeline infrastructure.

Law enforcement

Since the economic deregulation of road freight transport, the industry has experienced continuous growth which has resulted in intense competition. The resultant competition together with a lack of adequate law enforcement has brought about a high degree of overloading which is causing extensive damage to the provincial road network. All these pitfalls can be associated with the prevailing high maintenance and rehabilitation cost to the community.

Effective law enforcement, particularly with regards to overloading, may also contribute to more equitable competition in road transport as well as between road and rail or road and pipelines.

Unroadworthy freight vehicles which are a sore sight in the Province causes a safety hazard on provincial roads are a common phenomenon in the Limpopo Province.

Service levels

Freight transport plays an essential role in the economic development of the province, linking consumer and industrial markets to sources of raw materials and production within the province, nationally and internationally. Efficient and effective distribution activities between these different levels in the product supply chain could if well managed improve the competitiveness of the province and thereby encourage economic growth.

Customer demands are ever increasing especially with the acceptance of a total supply chain approach and a strive for lowest total logistics costs. Demands such as accessibility, reliability, safe delivery (no damage), on-time delivery, faster transit times, more direct delivery and real-time tracking of shipments become increasingly important as they contribute to lower total costs and ultimately a more optimal use of scarce resources.

Competition in the road transport market has triggered not only significant cost improvements, but also service advancements. There seem to be a general customer satisfaction with road transport services in terms of most service attributes. However, there appears to be a lack of value added logistical services such as order management, warehousing and information technology services. Furthermore, supply chain efficiency requires more commitment regarding basic customer needs, especially with respect to on time delivery, transit time and tracking of shipments.

Regional Economic Development

Since South Africa became a member of the Southern African Development Community (SADC) in 1994 there has been a need for integrated transport systems to link South Africa with the other SADC countries. The busiest border post (Beitbridge) is a natural gateway to countries north of South Africa. Since effective cross-border operations could contribute to the economic development, not only on a national level but also on the province level, therefore, it is necessary for the Limpopo Province to be actively involved in creating and supporting structures to improve cross-border freight movements.

The cost to the users of cross border transportation of goods (that is importers and exporters) is currently substantially higher than equivalent domestic hauls, resulting

in reduced incentive for cross-border trade. This can be attributed to a number of factors that impact on the cost of cross-border transport as listed below:

- Extensive delays at key border posts. (Delays at Beitbridge the highest of all border posts);
- Longer transit times on cross-border routes than for domestic routes of similar distance, partly due to bad road infrastructure in northern countries but mostly as a result of delays at border posts;
- Non-standard vehicle dimensions, train lengths, permitted gross vehicle mass and axle loads as well as freight documentation among countries;
- Lack of return loads; and
- Permits, exit fees and visas.

Freight transport coordination

Seamless inter-modal freight transport services to serve importers, exporters and the local community contribute to efficiency and effectiveness and are essential for economic development. This is of particular importance in conducting foreign trade with SADC countries which are neighbors with the Limpopo Province (Zimbabwe and Botswana).

There is insufficient cooperation between authorities nationally and internationally to fulfill the mission requirements for the improvement of freight transport and for the achievement of freight transport policy goals.

Therefore, there is a need to harmonize vehicle specifications, freight transport legislation, documentation and clearing procedures at border posts, which jeopardizes land freight transport (particularly road operators) and consequently also the economic development of the province and the country.

Externalities and environmental factors

The very nature of transport, that is, in general, has a detrimental effect on the natural environment. Measures are necessary to control externalities such as pollution, traffic congestion and exhaust emissions while the transport of hazardous substances is a major cause of concern for environmentalists.

Some form of government intervention is necessary to control these externalities while there is a need for a comprehensive system for the control of the movement of hazardous substances and for response to incidents regarding the transport of these materials.

In general, externalities caused by road freight are much higher than for rail freight.

Capacity building

There is a general need for capacity building in the road freight industry.

Although tertiary certificate programmes, diplomas and degrees in transport economics, transport engineering, freight management and logistics are offered by leading universities, there appears to be a general lack of knowledge in these disciplines even among well established freight carriers.

9.2 MOVEMENT OF DANGEROUS SUBSTANCES AND INCIDENT MANAGEMENT

The transportation of dangerous goods on roads in the province is discussed in detail in Chapter VIII of the National Road Traffic Act, Act 93 of 1996. The legislation is prescriptive regarding the duties of the consignors, consignees and operators of dangerous goods, products and vehicles. The legislation contains references to the South African National Standards (SANS) specifications.

Vehicles transporting hazardous materials have a distinguishing marker on the vehicle and a code identifying the material on the vehicle. The Classes of dangerous goods according to the SANS 10228 are:

a) Class 1 – explosives;
b) Class 2 – gasses;
c) Class 3 – flammable liquids;
d) Class 4 – flammable solids, substances with potential of spontaneous combustion, and substances that are flammable when in contact with water;
e) Class 5 – oxidizing substances and organic peroxides;
f) Class 6 – toxic and infectious substances;
g) Class 7 – radioactive material;
h) Class 8 – Corrosives; and
i) Class 9 – miscellaneous substances and goods.

The **District Municipality** (**DM)** should accommodate the transportation of hazardous goods through its jurisdiction by way of the following:

a) By-passes or detours for heavy vehicles and hazardous materials;
b) Avoid the transportation of hazardous goods through towns and sensitive areas;
c) Evaluate route plans submitted by operators;
d) To be equipped with an Incident Management System and protocols to respond to incidents involving hazardous goods; and
e) Law enforcement must be knowledgeable with dangerous goods protocols and legislation to manage offenders and incidents involving hazardous materials.

Currently, Polokwane has a 'by-pass' via the ring road (R71 Tzaneen) for hazardous materials, and there is a detour through the industrial area on the west side of town. The routes are properly indicated by means of relevant signs. .

The main objectives of incident management are to optimise the 'golden hour' and to prevent secondary incidents. Incident Management on roads is a component of General Disaster Management in the Region. However, the District Municipality does not have a formalised Disaster Management Centre (DMC). A Central Communications Centre (CCC) is therefore required for road incidents that need to be reported and responded to. The CCC is in most cases a police or fire station, and operates 24 hours by functioning as a call centre for emergencies, information, queries, and complaints. The CCC is required to maintain accident data and other incidents, identify hazardous locations (with the data), and develop mitigation measures with the assistance of engineers. Incidents records include accidents and other incidents involving animals, pedestrians, and vehicles.

Incident Management System involves the monitoring of accidents, identification of hazardous locations, management of traffic at hazardous locations, and the implementation of law enforcement programs.

The CCC must be equipped with adequate resources to respond to incidents including incidents involving dangerous goods, and to assess proposed routes submitted by the operators, where operators are forwarding abnormal loads and hazardous goods the CCC must be able to intervene effectively.

The CDM should consult with the cell phone service providers to determine comprehensive cell phone coverage in the District Municipality (DM), and also post emergency numbers such as 10111, 112, and 10177 on road signs at 50km intervals.

Apart from the N1, incident management systems are lacking on the provincial road network. (The only functional system planned was on the N1 as a joint venture between Gauteng and Limpopo Provinces. Tolcon and Intertoll are developing a new incident management plan for the N1 between Carousel and Kranskop and between Kranskop to Beitbridge).

The Limpopo Province serves as a transport corridor between South Africa and other neighbouring African countries with regard to freight and public transport. Public transport is also a major transport mode to Gauteng and other provinces. There is no accident data to verify heavy vehicle accidents on the road network.

The current initiatives regarding the development of incident management systems should be extended to other transport corridors such as Phalaborwa, Dilokong and the East/West corridors (SDI's). The newly established Disaster Management Committee in the Limpopo Province should spearhead these initiatives.

9.2.1 NATIONAL POLICY FRAMEWORK

Transport plans must give guidance with respect to routes for the transport of hazardous goods. The environmental impact of road freight transport will have to be managed, in particular by focusing on the recovery of externalities, the management of the movements of heavy vehicles, and the enforcement of regulations pertaining to dangerous goods.

9.2.2 LIMPOPO PROVINCIAL POLICY FRAMEWORK

Incident reporting and follow-up procedures must be streamlined, particularly with regard to the overloading of vehicles and other similar serious offences that cause damage and safety risks.

9.2.3 STRATEGY

Limpopo Province, in collaboration with national and local government, will have to develop incident management plans for all national, toll and provincial roads and corridors in the province in line with the National Road Traffic Act, Act 93 of 1996. Incident plans for the road network in Limpopo Province will have to be co-ordinated on provincial level and executed on a corridor-basis. Traffic law enforcement and communication will have to form an integral part of the provincial strategy to manage incidents, monitor and inspect the transportation of dangerous goods.

9.2.4 ACTION PLANS

In the short-term, contact will have to be made with municipalities in order to consider the movement of dangerous substances on their respective road networks, which should l serve as input into the development of a Limpopo Provincial incident management strategy.

9.3 FREIGHT TRANSPORT AND OVERLOADING CONTROL

9.3.1 FREIGHT TRANSPORTATION

The extent of freight transport in the province is not known but it is general knowledge that Limpopo serves as the main route for most if not all road transport to destinations from international and RSA origins towards neighbouring African states.

These movements take place mainly along the N1 route via Beitbridge and also from major agricultural production areas to market areas located both within Limpopo and also in Gauteng. These are done exclusively by road, along the main provincial and national routes (N1 and N11).

Infrastructure for freight movements exists mainly at the fuel station along the main routes.

The economic significance of freight movement and the role it plays in the economic development of a region is well documented. The adverse effects associated with freight movement is also well known, i.e. increased accident risks, exhaust emissions, noise pollution, environmental intrusion, and the deterioration of road infrastructure due to overloading, etc.

The effective control of the overloading of vehicles in order to minimise the damage caused to road pavements by high axle loads should be maintained. The South African National Roads Agency Limited and the Department of Roads and Transport are currently preparing an Overload Control Strategy for the Limpopo Province. However, heavy vehicles attempt to avoid routes where overload control is implemented, and deviate onto minor roads, such as District and Local Municipality Roads. As a result the lower order roads are under strain.

Further, alternative routes through towns for heavy vehicles must be identified, appropriately signed, maintained and enforced. Further truck stops, climbing lanes, convenient shops, and accommodation (truck inns) should be considered on heavy vehicle routes and at border posts and towns.

There are three significant freight corridors identified through the Limpopo Province, which are:

a) N1 from Pretoria to Zimbabwe through Polokwane, Makhado, and Beit Bridge Border Post
b) N11 from Witbank to Bostwana through Groblersdal, Mokopane, and Groblersbrug Border Post
c) R37 from Lydenburg to Polokwane, through Burgersfort and Lebowakgomo.

Specifically the R37 and the N1 traverse through the CDM.

At the highest level, the strategy requires three main streams of strategic action to achieve the vision. These are:

a) Building density in the transport system through focusing freight flows in select corridors
b) Effectively using the different modes within the transport system
c) Improving firm-level competitiveness

One of the benefits of reducing costs will be the restoration of value-based competition between rail and road. In International settings, long haul rail costs

generally average below 70% of those of road, whereas currently in South Africa rail and road freight have similar costs.

Thus, Moving South Africa envisions a future land transport environment in which there is high-density demand on a few corridors, fed by substantial feeder volume. Road freight should predominate on lower volume lines where a high variable cost is more appropriate, feeding into both rail and road long-haul operations. This, in turn, will have to raise demand for more efficient inter-modal transfers, and the general competition should create higher demand for increased rail savings to customers.

Moving South Africa identified strategic actions in Road Freight Infrastructure and operations, which are:

a) Define the freight network
b) Manage road infrastructure investment
c) Charge road haulers for road use and externalities
d) Enforce limits on gross vehicle mass (GVM)

The current focus of this PLTF is, however, limited to the latter two aspects.

The lifespan and performance of the pavement layers of any road are dependent on the loading it endures and the number of heavy vehicles that use the pavement layers of these roads. As the premier through route between Gauteng and Mozambique, there are a substantial number of heavy vehicle trips undertaken within the Limpopo area daily.

The mission statement for freight transport as stated in the Limpopo White Paper on the Provincial Transport Policy, April 2000, is quoted below:

"TO PROVIDE A FRAMEWORK WITHIN WHICH ROAD TRAFFIC IN THE PROVINCE CAN MOVE IN A SAFE AND CONTROLLED ENVIRONMENT, WHEREBY HUMAN LIFE CAN BE PROTECTED, TRAFFIC FLOW BE OPTIMISED, ROAD USER COST BE MINIMISED, ROAD INFRASTRUCTURE BE SAFEGUARDED AGAINST MISUSE AND IT BE UTILISED IN THE MOST EFFICIENT MANNER".

Although the history of attempts to control truck overloading in this country is long, the undesirable situation still prevails. Due to budgetary and other restrictions, the law enforcement is operating in a sporadic rather than systematic manner, and with insufficient power and success. The implementation of an overloading control strategy on the N1 corridor was a first step to control overloading in Limpopo. This has improved the situation significantly. The remainder of the provincial road network, however, remains vulnerable to overloading.

9.3.2 NATIONAL POLICY FRAMEWORK

The mission that drives the Land Freight Transport is formulated in the White Paper on National Transport Policy, 1996, as *"to provide safe, reliable, effective, efficient and fully integrated land freight transport operations and infrastructure which best meets the needs of customers at improving levels of service at an equitable cost in a fashion which supports government strategies for economic and social development while being environmentally and economically sustainable".*

9.3.3 LIMPOPO PROVINCIAL POLICY FRAMEWORK

The policy objectives are formulated to work towards fulfilling the mission of freight transport in the Limpopo Province. The formulation of policy objectives in the Provincial White Paper is based on an analysis of the key elements of the mission statement as follows:

- Ensure that freight transport infrastructure planning is integrated with land use in accordance with the requirements of the Land Development Facilitation Act (Act 67 of 1995)
- Ensure an effective and efficient integrated freight transport system for the Limpopo Province
- Ensure proper consultation with neighboring provinces and countries concerning cross-border traffic and the regulation there-of.
- Regulate operator fitness and overloading through the Road Traffic Act and the RTQS
- Improve road safety by initiating measures to regulate driving hours
- Encourage SMME's to enter the freight transport industry
- Encourage basic and management training in freight transport and logistics
- Ensure a freight transport climate or environment that is conducive to meeting customer needs and expectations
- Ensure accessibility of freight vehicles to customer premises
- Provision of a freight transport system that is responsive to changes in customer demands, logistical developments and market forces
- Encourage provision and establishment of suitable infrastructure for intermodal exchange and for logistics services
- Utilize modes so that each mode (road, rail, pipelines and air) is used for circumstances it is economically and practically best suited for.
- Level playing fields between modes to effect the optimal use of scarce resources
- Remove unfair financial inequities towards freight transport operators where these prove to exist
- All modes of freight transport to be afforded equal opportunity in the market
- As far as possible road users should pay the full cost of road infrastructure through appropriate fuel levies, license fees, toll fees or other user charging mechanisms
- Ensure optimum utilization of existing rail infrastructure and operations
- Discourage overloading of road vehicles since it causes damage to roads leading to a sub-optimal use of scarce resources
- Promote corridor development
- Assess the environmental impact of transport activities on the economy and quality of life
- Minimize air and noise pollution
- Minimize the effect of freight transport on traffic congestion
- Minimize the effect of transport on the natural environment
- Promote foreign trade, particularly with SADC countries to enhance economic development.
- Promote corridor development

9.3.4 STRATEGIES AND ACTION PLANS

Projects are listed in the tables below in categories of identified strategic objectives and strategies:

(a) STRATEGIC OBJECTIVE: FREIGHT INSTITUTIONAL ARRANGEMENTS

STRATEGIES		PROJECTS
1.	Develop effective coordination measures for freight transport	• Clarify role of both the provinces & national transport authorities with regard to cross border movements and the management thereof, including the role of the Cross Border transport Authority (CBTA) • Centralization of responsibility for coordination at a specific directorate of the Department. Promote & build capacity of PLTF members • Coordination between primary government institutions • Create coordination capacity at the Department
2.	Planning for freight transport load control infrastructure and system	• The formulation of a comprehensive integrated provincial load control strategy • Weighbridge infrastructure and their locations • Personnel capacities, including numbers, competencies and dedication • Administrative systems and procedures

(b) STRATEGIC OBJECTIVE: DEVELOPMENT OF FREIGHT INFRASTRUCTURE

STRATEGIES		PROJECTS
1.	Master plan for freight transport facilities	• Develop and implement a master plan for freight transport facilities on major routes • Determine sufficient off-road vehicle parking and resting areas for freight operators, supporting facilities at off-road vehicle parking and rest areas such as food and ablution facilities, vehicle maintenance facilities.
2.	Identify infrastructure requirements for road freight operations	• Develop & implement a master plan for freight transport facilities on major routes through the province • Cooperation with the private sector to establish PPPs • Determine sufficient supporting facilities at off-road vehicle parking and rest areas, such as food and ablution facilities Planning and provision of sufficient vehicle maintenance facilities.
3.	Improve the general operational safety and security of trucking activities	• Determine and develop measures for operational safety and security of trucking activities by means of adequate and safe vehicle parking and resting facilities, road traffic law enforcement (speed and roadworthiness control), general training officials on road freight matters.
4.	Develop and maintain freight transport routes (road and rail infrastructure, including the routes that would be appropriate for the movement of hazardous material	• Identify and formulate the main requirements for main freight transport routes in the province • Communicate & coordinate implementation projects with NPRA, particularly along the following: • N1, in a North-South direction towards Beitbridge Border Post at the RSA-Zimbabwe border; • R35 between Martin's Drift Border Post (RSA-Botswana Border) and Mokopane • R518 between Stockpoort Border Post (RSA-Botswana Border) and Mokopane • R517 between Stockpoort Border Post and Modimolle • R510 between Stockpoort Border Post and Thabazimbi • R511 between Thabazimbi and Bela-Bela • R36 and R40 from Makahado and Mpumalanga • R37 between Polokwane and Nelspruit • R518 between Polokwane and Nelspruit • R518 and R37 between Mokopane and Nelspruit

STRATEGIES		PROJECTS
		• Determine routes that are appropriate for the movement of hazardous material • Determine the corridors that are appropriate for rail movements.
5.	Implementation of optimal maintenance programs	• Communicate & coordinate maintenance programs with NPRA

(c) STRATEGIC OBJECTIVE: IMPROVEMENT OF CONDITIONS & STANDARDS ON MAJOR FREIGHT ROUTES

STRATEGIES		PROJECTS
1.	Freight Traffic Management Strategy	• Implement load control strategies to protect the key freight transport network in the Limpopo • Development and implementation of optimal maintenance strategies in cooperation with the Roads Agency Limpopo, to ensure minimum acceptable road conditions, road maintenance strategies) • Limiting road accidents and high vehicle operating costs due to poor road conditions, (traffic safety strategies). This will improve accessibility in and through the Limpopo Province, supporting the economic development of the Province.
2.	Management of health issues related to road freight operations	• Identify and coordinate health issues related to roadfreight operations, especially HIV/AIDS risks created by trucking operations in the province • Contribute or assist in the HIV/AIDS awareness campaigns. • Provision for and investment in HIV/AIDS awareness campaigns.

(d) STRATEGIC OBJECTIVE: FREIGHT REGULATION & LAW ENFORCEMENT

STRATEGIES		PROJECTS
1.	Identify gaps with regard to safety and regulatory requirements for road freight operations	• Identify adequate & safe vehicle parking and resting facilities • Identify emergency response and maintenance facilities • Identify appropriate road traffic law enforcement (speed and roadworthiness control) • Determine deficiencies in terms of knowledge by traffic officials about legislation and regulations • Develop, implement fleet management systems • Regulation of the freight operating environment and industry in terms of the relevant legislation, to ensure a safe, efficient and competitive freight industry • Training of traffic officers to do effective and efficient on-the-road traffic law enforcement.
2.	Implement effective law enforcement	• Provide sufficient law enforcement capacities • Intensify provincial and local road traffic law enforcement • Integrate the RTQS with the future traffic law enforcement dispensation within the province.
3.	Load control	• Formulate a comprehensive integrated load control strategy for the entire province • Review the role of the current load control centres, particularly the other nine centres excluding Mantsole and the repositioning of future load control centres where and when necessary

STRATEGIES		PROJECTS
		• Improve the entire load control framework which can be broken down in three main components: - Weighbridge infrastructure and their locations - Personnel capacities, including numbers, competencies and dedication - Administrative systems and procedures - Develop policies and practices with regards to logistics such as the off-loading of vehicles when they are found to be overloaded
4.	Intensify overloading control and weigh bridge operations	• Formulate and implement effective anti-corruption campaign independent from the existing traffic law enforcement agencies

(e) STRATEGIC OBJECTIVE: MANAGEMENT OF CROSS-BORDER FREIGHT OPERATIONS

STRATEGIES		PROJECTS
1.	Develop and implement effective cross-border institutional coordination	• Co-operation with the Customs & Excise on standardized customs excise documentation for freight operators from SADC countries • Liaison with the relevant Government departments & the national Interdepartmental Structure on Cross-border Transport (NIDS) committee on: • Improvement in infrastructure facilities and layouts to provide adequate capacity • Provision of sufficient personnel capacity to deal with heavy traffic volumes especially Beit Bridge. •
2.	Communication and training to improve freight transport management	• Provision of sufficient training of personnel to improve skills & knowledge with regard to required documentation & customs & excise regulations for quicker & more efficient border post operations. • Arrange special conference to address roles & responsibilities of all affected institutions and to simplify cross border management process.

9.4 INTELLIGENT TRANSPORT SYSTEMS MEASURES

Intelligent Transport Systems (ITS) can be simply described as transport systems that apply information, communication and control technologies to improve the operation of transport networks. The various ITS tools are based on three core features that help operators and travellers make better and more co-ordinated decisions. These three core functions are information, communications and integration. ITS includes both technical and institutional components. Hence the need to ensure that the relevant parties and structures involved work together in a co-ordinated manner and agree on the building blocks for ITS.

An international Awareness Symposium on ITS was held in June 2000 where the first opportunity arose to publicly disseminate information on ITS amongst important role players in the country as well as SADC. This Symposium launched ITS officially in SA and leading speakers included the National Minister of Transport.

9.4.1 NATIONAL POLICY FRAMEWORK

National endeavours indicate that modern “operations technology” such as ITS will have to be incorporated to increase capacity.

9.4.2 LIMPOPO PROVINCIAL POLICY FRAMEWORK

The Limpopo White Paper on the Provincial Transport Policy, April 2000, states the following with respect to information systems:

"The effective implementation of the RTQS requires that reliable information be available on operator and vehicle registrations, technical fitness of vehicles and traffic offences. These need to be co-ordinated on a national level".

The objective of TSM is to optimise the existing transportation infrastructure by initiating certain construction, operational and institutional actions to improve the functioning of the system. Minor upgrades to intersections, signalisation, climbing lanes, road signs, pavement management, paint marking and road stud maintenance are some examples of TSM. TSM are low cost, short term to medium term improvements to the existing transportation system to accommodate travel demand.

9.4.3 ROAD SIGNS

Recently there were name changes to towns, roads, and streets. Further, many road signs are aged and outdated and do not conform to the standards of the SADC Road Traffic Signs Manual. Therefore there is need to upgrade road signs including name boards, tourism signs, destination signs, and regulatory signs.

Signs could be upgraded through holistic road projects, but road projects are carried out by sections and implementation spans over several years. It is therefore proposed that a comprehensive road sign upgrade project be implemented for the District Municipality.

9.4.4 URBAN STREETS

Congestion management is one of the primary objectives in urban areas. TSM mechanisms are effective in urban areas to optimise traffic flow, reduce congestion, and as a result improve road safety, reduce emissions, etc. Some of the mechanisms include:

Bus Lanes and Reversible Lanes

- Signal Optimisation and Synchronized;
- Traffic Signals Maintenance & Management;
- Access Management; and
- Parking Management.

Bus Lanes and Reversible Lanes

During peak periods public transport shares the road space with cars and freight vehicles. As discussed previously in this chapter, ideally freight vehicles should not be routed through the town and especially not during peak periods. However, where necessary, adequate parking and designation for loading zones must be provided. Further, during peak periods bus lanes should be designated, as there is greater passenger volumes compared to mostly single occupancy cars. Reversible lanes are also effective during peak periods.

Traffic Signals

Signal optimisation is obtained by updating signal-timing plans with updated traffic counts. There is need for a program to consistently obtain traffic counts at strategic signalised intersections to update the signal timing plans, in the absence of an automated system. Additionally signal synchronisation improves traffic flow. Careful consideration must be given where the street has a steep gradient and could result in run-away heavy vehicles. In general there is need for a specific program to maintain traffic signals.

Road Access Management

Access Management is critical and must be addressed pro-actively in the Traffic Impact Study. Currently, the Road Access Management Guideline document is in development and should be applied in the design of streets.

Parking

Furthermore, for new developments, the Traffic Impact Study must specify parking requirements for private vehicles. Instead of requiring a minimum number of parking spaces for each new development, a maximum number of parking spaces must be provided. Thus, a ceiling on the supply of parking is introduced.

Urban areas must develop a parking strategy and a mechanism to maximise user charges. The traditional parking meters are operated with coins, and seem to be inconvenient, as many people do not carry sufficient change.

Car guards could be formalised as a form of job creation and provide change. Alternatively parking payment machines must accommodate notes and credit cards. These options must be considered in the parking strategy.

The parking strategy must also include special needs parking, bicycle racks, and motorcycle parking.

9.4.5 STRATEGY

The South African Society for ITS (SASITS) was registered as a Section 21 Company in April 2001 and as an association not for gain. The objective of the Society is to develop and implement a strategy on ITS within South Africa. Seven workgroups of SASITS have been established, each dealing with a specific ITS focus area. However, the development of ITS in this country is still at a relatively early stage and further effort will be required by role players to ensure that standards are agreed upon by the relevant authorities.

9.4.6 ACTION PLANS

In the short-term, Limpopo Province will have to support and be actively involved in the proceedings of the South African Society for ITS (SASITS) and the activities of the workgroups.

9.5 TRAFFIC CONTROL AND ROAD SAFETY

Traffic control and road safety concerns not only the monitoring and control of the general traffic situation, but also road traffic safety and the protection of roads and other transport infrastructure by means of the enforcement of the “rules of the road” as laid down in the National Road Traffic Act, Act 93 of 1996, and subsequent

regulations. It furthermore concerns the enforcement of the regulatory matters for public transport. The provincial policy with regard to traffic control and road safety must be considered not only within the national policy and legislative framework, but also within the framework of municipal powers to provide regulations for local traffic control.

The mission statement for traffic control and road safety as stated in the Limpopo White Paper on the Provincial Transport Policy is quoted below:

"TO PROVIDE A FRAMEWORK WITHIN WHICH ROAD TRAFFIC IN THE PROVINCE CAN MOVE IN A SAFE AND CONTROLLED ENVIRONMENT, WHEREBY HUMAN LIFE CAN BE PROTECTED, TRAFFIC FLOW BE OPTIMISED, ROAD USER COST BE MINIMISED, ROAD INFRASTRUCTURE BE SAFEGUARDED AGAINST MISUSE AND IT BE UTILISED IN THE MOST EFFICIENT MANNER."

9.5.1 NATIONAL POLICY FRAMEWORK

The national strategic objectives for road traffic and safety emphasise four main principles, namely to improve road traffic safety, to enhance road traffic discipline, to protect the expensive capital investment in the road system and to enhance administrative and economic order on roads.

Furthermore, the Arrive Alive campaign officially started on 1 October 1997 as the largest co-ordinated action ever taken against offenders on roads. This is part of the Government's plan to drastically decrease road deaths and injuries in the country. The campaign focuses on those offences that are regarded as major contributory factors to death and destruction on South Africa's roads and especially in those areas where most of the accidents occur.

9.5.2 LIMPOPO PROVINCIAL POLICY FRAMEWORK

The policy issues pertaining to traffic control and law enforcement within the Limpopo Province relates to issues of regulation and control of public transport services on the one hand and traffic control, road safety and law enforcement on the other hand.

The current technical regulatory system is based on the Road Traffic Act and its supporting systems namely the Road Transport Quality System (RTQS), the National Traffic Information System (NATIS), and also the Traffic Management System (TMS).

Whilst the Road Traffic Act has also been devolved to the provinces, as well as the responsibilities towards the management of the supporting systems, the departure point should be that this legislation and supporting systems, should as a package be implemented on provincial level.

Road traffic control and safety is according to the new constitutional dispensation a function that is to be devolved to the provinces, although the central government would still fulfill tasks of national interest in this regard.

Law enforcement of economic regulatory matters has also been devolved to the provinces. Law enforcement of technical regulation based on the Road Traffic Act, is the responsibility of the provincial and local traffic departments.

The objectives are given below:

- To promote a law abiding and orderly transport environment.
- To ensure sufficient powers, human resources, training and funding for enforcement of the law.
- To ensure that the law enforcement agencies effectively police the area of transportation and to demand accountability on legally actionable grounds against insubordination and negligence in the ordinary court of the land.
- Create legitimacy of law enforcement agencies.
- To promote compliance with the law in all areas of transport operations.
- To ensure improved administrative law procedures.
- Decriminalise traffic offences.
- To ensure access to the courts for all.
- To ensure transparency and accountability in all transport and traffic related programmes.
- Establish safe traveling conditions through safety orientated roads and facilities.
- Protect public safety and vehicles.
- Promote programmes for the improvement of organisational, financial, infrastructure, human resources and procedural matters and roadworthiness of vehicles.
- Improve communication between law enforcement officials and public transport operators.
- Introduce stricter vehicle and driver requirements, passenger liability cover and simplified regulations.
- Secure resources for- and ensure the establishment of consistent, effective and visible law enforcement programmes.
- Promote road safety through safety awareness programmes, education, training, engineering and enforcement of traffic legislation.
- Maintain accident data management system and follow up on "black spots".
- Introduce management information systems to support law enforcement.

9.5.3 STRATEGIES AND ACTION PLANS

Projects are listed in the tables below in categories of identified strategic objectives and strategies:

(a) STRATEGIC OBJECTIVE: INSTITUTIONAL STRUCTURES FOR TRAFFIC MANAGEMENT

STRATEGIES		PROJECTS
1.	Strengthening institutional Structures	• Establishment of a provincial road safety council • Ensure integrated approach involving all stakeholders • Define functional relationship of Council with RTMC
2.	Democratization of driver training instructors	• Establishment of an association for driving instructors
3.	Compliance with requirements of NLTTA	• Implementation of National Land Transport Strategic Framework – traffic safety and enforcement

(b) STRATEGIC OBJECTIVE: TRAFFIC INFRASTRUCTURE, EQUIPMENT AND SYSTEM

STRATEGIES		PROJECTS
1.	Improvement of road infrastructure and fencing	• Conduct road safety audits on entire road network • Involvement of road agencies • Multidisciplinary team • Survey of level road/rail crossings • Improved techniques to prevent damage to road fencing • More intensified overload control management
2.	Protection of vulnerable road users	• Development & implementation of a vulnerable road users management plan - Reduce casualties among pedestrians, cyclists, animal drawn carts - Identify hazardous locations in urban & rural areas - Develop & implement appropriate counter measures at these sites
3.	Improvement of Traffic information System	• Outsourcing of the collection of accident report forms • Outsourcing of the processing of the accident data • Outsourcing of the interpretation of the accident data
4.	Implementation of incident management system	• Integration on incident management system on the N1 & other major links • Extension of incident management systems to other transport corridors: • Phalaborwa • Dilokong • East/West Corridor

(c) STRATEGIC OBJECTIVE: LAW ENFORCEMENT AND TRAFFIC CONTROL

STRATEGIES		PROJECTS
1.	Improvement of traffic policing	• Development of traffic policing functions • Needs analysis of traffic policing staff • - Uniform remuneration packages • - upgrading of traffic stations in former homelands • Outsourcing of some traffic policing functions by RTMC • Practical considerations regarding the implementation of AARTO & RTIA • Outsourcing of emergency & traffic vehicles • Introduction of effective measures to prevent fraud & corruption
2.	Improvement of vehicle testing, registration and licensing	• Investigation to ensure more even distribution of these centres throughout the province • Introduction of measures to improve service delivery at these centres • Execution of function in collaboration with RTMC • Continuous upgrading of vehicle testing centres • Implement measures to eliminate fraudulent practices
3.	Improvement of driver training, testing and licensing	• Registration of all driving schools in the province • Registration/training/retesting of all driving instructors • Specification of minimum requirements for driving schools • Execution of this function in collaboration with RMTC • Continuous upgrading of driving testing & licensing centres

STRATEGIES		PROJECTS
		• Implement measures to eliminate fraudulent practices

(d) STRATEGIC OBJECTIVE: TRAFFIC AND SAFETY AWARENESS, TRAINING AND CAPACITY TRAINING

STRATEGIES		PROJECT
1.	Promotion of road safety education and communication	• Recruitment of road safety volunteers in communities • Mobilization of community to promote road safety • Develop effective communication program • Road safety programme in the school curriculum • Road safety education for all professional drivers • Distribution of road safety education material
2.	Improvement of public transport safety and security	• Implementation of recommendations of the NLTSF • Implementation of the relevant aspects of the taxi recapitalization report • Improvement of regulation/control & governance in the taxi industry • Implementation of crime prevention technologies to improve public transport security

10 TOURISM STRATEGY

Tourism is an industry that is continuously growing and becoming more complex. It plays an important role in the development of the economy of the Limpopo Province. Transport stands at the centre of the promotion of the tourism industry.

Limpopo is endowed with bountiful natural resources, including 54 provincial reserves and many private game reserves. A few hours drive from Gauteng Province, Limpopo boasts the Waterberg mountain range, which supports thriving farming and game ranching, nature reserves and resorts.

Moving further eastwards takes you into the heart of the 'Big Five' parks of the country and some of the prime game farms in Africa, including the Kruger National Park.

The number of tourists visiting the province increased by 52% from 75 000 in 1995 to 114 000 in 2000, and by 59% to 193 000 between 2000 and 2002. To expand this industry, 11 tourism destinations containing 21 tourism projects are being developed by the provincial Government.

10.1 POLICY FRAMEWORK

The overriding aim that was identified in the National Land Transport Strategic Framework (NLTSF) is to position the South African land transport system in a way that it can best serve the transport needs of the domestic and international segments of the tourist industry in the country. The NLTSF states that land transport planning, infrastructure and operations must take cognisance of, and be supportive of, tourism strategies in the interests of development.

The NLTSF has two components to its general strategy. Firstly, land transport service levels for domestic and international tourists needs to be improved and maintained. In achieving this, transport plans should address both tourist transport requirements and tourist transport market segments based on research. Secondly, tourism and transport functions need to be co-ordinated between the Department of Transport and the Provincial Departments of Environmental Affairs and Tourism in an effort to guide the improvement of transport services to tourist market segments.

10.2 2010 SOCCER WORLD CUP AND TOURISM

With the right to host the Soccer World Cup in 2010 now safely in the bag, it is estimated that the country could receive around 300 000 visitors per week during the tournament, with more than a quarter of this people expected to reach Limpopo Province. It was indicated that the main soccer field to be used in the Limpopo Province would be in Polokwane, but Seshego, Thohoyandou, University of Limpopo and Giyani Stadiums would be used as training fields. It is important to note that Polokwane is earmarked as the centre of attraction in the Limpopo Province in terms of 2010 Soccer World Cup main events. In this regard, it would only be CDM that would experience drastic changes in traffic related patterns with specific reference to matches

Tourism has been identified as one of the three economic pillars in the Limpopo Province, and it is expected that it would benefit from this tournament. The Vhembe District Municipality is one of the main tourists' destinations in the Limpopo province, and therefore would expect a higher volume of tourists.

It is therefore important to provide a proper public transport system as well as a proper road network system which links the tourist destinations, accommodations, training fields, as well as the main playing field in Polokwane. In other words, it means that the public transport stakeholders should be encouraged to form a proper operation system that would be able to cater for the tourist in order for the public transport industry to benefit economically from the tournament, and also to restrict high traffic volumes due to private vehicle usages. The following are important in terms of public transport needs for the 2010 Soccer World Cup and tourism in the Province:

a) Proper public transport system in the main commercial nodes
b) Proper vehicles (obtainable through Recapitalisation process)
c) Driver training to work with the tourists
d) All public transport stakeholders should be taken on board by way of being made members of the committee that deals with matters of tourism

The above discussion captures the need to have a Taxi Co-operative in the Province. In passing, it is also important to note that all the roads relevant to tourism should be upgraded and maintained. The most important roads in terms of 2010 Soccer World Cup and tourism are:

a) N1 National Roads
b) Road R572 from Musina to Pontdrift
c) Road R521 from Alldays to Pontdrift
d) Roads R522 from Vivo to Makhado town
e) Road R525 from N1 Road at Mopane to Pafuri gate
f) Road R524 from Makhado Town to Punda Maria
g) Road R578 from Makhado Town to Giyani
h) Road D3674 from Masisi via Sagole Spar and Big Tree to Road R523 to Thohoyandou
i) Road R71 from Polokwane to Tzaneen
j) Road R528 from Haenertsburg to Tzaneen
k) Road R526 from Gravelotte to Mica
l) Road R71 from Tzaneen to Phalaborwa gate
m) Road R36 from Tzaneen to Ohrigstad.

10.3 TOURIST ATTRACTIONS ALONG THE PROPOSED ROADS

Figure 10.1 is a graphical presentation of the primary tourism zone in the Limpopo Province:

- Drakensberg Escarpment - Tourism development plan has been completed with the focus on development of the Tzaneen-, Doorndraai-, Ebenezer, and Flag Boshielo dams.
- Mapungubwe World Heritage Site - The provincial strategy is to merge Soutpansberg complex with Limpopo Valley to create provincial destination and to stimulate tourism development around Alldays.
- Waterberg Biosphere World Heritage Site - The establishment of 100 000 hectare “Wildlife Wilderness Park” is envisaged with the Biosphere Reserve initiative forming the basis for partnerships.

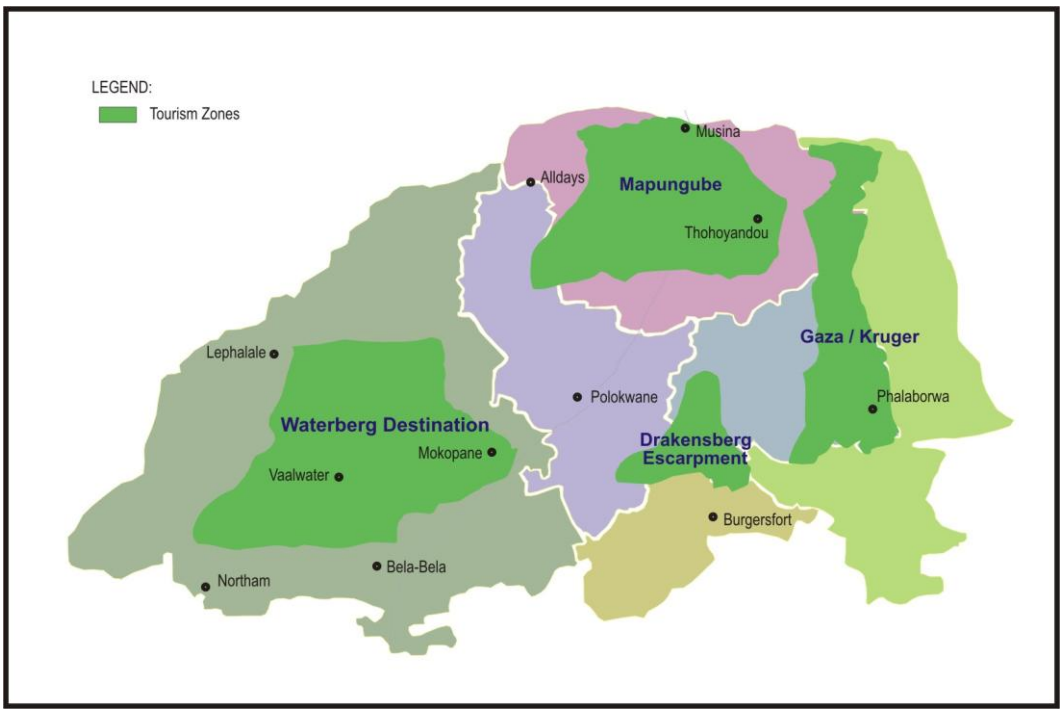


Figure 10-1 : Tourism Zones in the Limpopo Province

In the Limpopo Province high-level project feasibility studies have been completed on several projects, and these are ready for presentation to potential investors in order to attract investment in the tourism sector. Accordingly, it is important to note that in a recent survey 16 municipalities participated in a survey study of the roads, and it was found out that the condition of roads is considered to be the biggest threat to the tourism industry. Other public infrastructure requiring maintenance includes parking, signage and public transport.

The Golden Horse Shoe route (R572) has been identified as the one to service the four key tourism zones, thus integrating the tourism industry within Limpopo. This route functions as a golden thread consolidating an eco-tourism wilderness of some 4 million hectares on the province's western, northern and eastern perimeters. A significant portion of this area already consists of publicly and privately owned game and nature reserves. The Golden horseshoe includes two Trans-Frontier Conservation areas, being firstly the Kruger National Park and neighbouring game reserves in Zimbabwe and Mozambique. The second involving the development of a 500 000 hectare Peace Park bisected by the Limpopo river and incorporating public and private game reserves west of Musina in Limpopo, and in neighbouring Zimbabwe and Botswana. Limpopo Economic Development Enterprise states that , "The Golden Horseshoe has the real potential to attract at least R7 billion of investment and even to double the size of the Limpopo economy".

10.4 STRATEGY AND ACTION PLAN

The Limpopo Tourism Authority adheres to the principles and policies of the Southern Africa Tourism Services Association (SATSA). SATSA's mission is *"to strive for professionalism and integrity and to ensure the growth and recognition of the Southern African tourism industry for the benefit of all its people."*

The Department of Roads and Transport should, , in close consultation with the Department of Tourism, develop appropriate standards for conveying tourists.

Proper infrastructure in the form of roads and bridges not only facilitates the movement of goods and passengers but also promote tourism. An inventory of facilities that attract and promote tourism to Limpopo will thus have to be developed with a view to ensure adequate access to tourist attraction areas and facilities.

The projects listed in the table below are in a category of identified strategic objective and strategy:

10.4.1 TRANSPORT INFRASTRUCTURE STRATEGY

Table 10.1: Strategic Objective: Road Infrastructure

	STRATEGIES	PROJECTS
1.	Develop tourism routes	• Identify and promote tourism routes projects that would support economic development and new employment creation • Establish local and district tourism initiatives that would support tourism as a general regional and national objective • Assist in the development of tourism routes in accordance with the provincial roads master plan, as follows: • National Tourism Routes • Giyani – Shangoni Gate- Shingwedzi, Mopani Camps • Acornhoek to Manyeleti • Phalaborwa to Giyane • Thohoyandou to Masisi to Pafuri • Letsitele to Eiland to Letaba Ranch • Provincial Tourism Routes • Flag Boshielo to Mafefe to Trichardsdaal • Muswodi, N'wanedi, Tshipise • Tzaneen/Makgoebaskloof/Wolkberg

11 FUNDING

11.1 INTRODUCTION

Effective transport planning, efficient and sustainable transport operations and the provision and maintenance of transport infrastructure in the Limpopo Province will largely, if not entirely, be dependent on the availability of an adequate, stable and predictable source of funds.

Although significant contributions are made to the State Revenue Fund, this income is not directed to transport operations and infrastructure provision. Neither is the vehicle registration and vehicle licensing fees that accrue to the provinces earmarked for transport as such.

Practically transport is financed from a common pool of general revenue, along with other public goods and services. This revenue pool is hard pressed to meet all the demands, especially from the housing, education and health sectors.

In the face of this competition for funds, the requirements of public transport operations and transport infrastructure may superficially appear to be of lesser importance. To the casual observer, the transport facilities and network may seem to be in good condition and the need for other types of social infrastructure more immediate. This is a misconception: Funds for public transport operations and transport infrastructure have already fallen to a level at which even the maintenance needs aimed at preserving the major investment in this strategic, economic and social service and asset cannot be financed.

A comprehensive transport financing strategy should be developed and implemented in the Limpopo Province to ensure an adequate, stable and predictable funding source for the support of public transport operations and the provision of sustainable transport infrastructure. The framework for such a strategy is provided in this chapter.

In the remainder of this chapter the current and planned provincial transport funding are summarised, the current gaps in transport funding is discussed, possible funding sources are described, and possible financing strategies are considered.

11.2 CURRENT AND PLANNED PROVINCIAL TRANSPORT FUNDING

11.2.1 PROVINCIAL FUNDING SOURCES

The provincial budget is funded from the following sources:

(h) An equitable share of the national revenue allocated to the provinces.
(i) Conditional grants, i.e. funds made available by national departments to a specific provincial department for a specific purpose.
(j) Revenue collected by the province (“Own Revenue”). The provincial revenue sources include:
- Tax Revenue such as Permits and Licences;
- Non-tax Revenue such as Road Network and Traffic Administration, Rentals, Public Resorts, Domestic Services and other miscellaneous non-tax revenue;

- Capital Revenue such as sale of land, buildings, vehicles, and other capital revenue.

11.2.2 MEDIUM-TERM EXPENDITURE FRAMEWORK

National and provincial budgets include appropriations voted by Parliament and provincial legislatures each year, together with forward estimates for the subsequent two years. These three-year estimates of expenditure for each departmental vote comprise the Medium-Term Expenditure Framework (MTEF).

The budget process also requires departments to undertake detailed reviews and reprioritisation within their medium-term expenditure allocations each year. Expenditure reprioritisation is closely integrated with the ongoing review of policies and programmes undertaken by spending agencies under the leadership of political heads.

Ideally, the process to determine the departmental expenditure allocations in the Limpopo Province should be an evaluation process comprising of:

- the Medium Term Expenditure Committee composed of senior Treasury officials and representatives of the Office of the Premier.
- consideration by the Provincial Budget Lekgotla, and
- finally the Provincial Cabinet then debates the inputs and eventually decides on the allocations.

Representatives from the National Treasury should also be invited to assist and advise during the evaluation process.

It is important that the annual updating of the Provincial Land Transport Framework requirements be aligned with the above Provincial Budget Process Schedule. It should not only be considered for the initial budget submissions for the next financial year and in the first draft Strategic Plans, which must be submitted at the end of June each year, but should also be considered for the final drafts in mid September.

Three-year Strategic Transport Plan

COMPONENT Key Focus Area	OBJECTIVE	BUDGET (R'000)			
		2005/06	2006/07	2007/08	2008/09
1. PUBLIC TRANSPORT AND TRANSPORT PLANNING					
Transformation of transport sector in Limpopo	• transform passenger transport • implement negotiated & tendered contract • manage taxi industry				
Contribution to the GDS	Develop SMME's in bus & freight industry				
	Resuscitate Provincial Airports				
Develop rural transport system	Amend & monitor implementation of Provincial Transport Policy				
	Amend transport related legislation				
	Monitor relevant institutional structures				
	Transform & manage transport system				
Improve transport services	• Facilitate planning & provisioning of transport infrastructure • Improve regulation of taxi operators				
Implementation of learner transport	Develop learner transport strategy & policy				
Implement non-motorised project	Develop strategy & policy for non-motorised transport				
		262,352	314,235	385,414	410,086
2. REGULATION AND CONTROL					
To manage the processes of regulating public transport operations	• Registration of operators • To process applications for operating licenses	14,207	18,057	17,609	18,842
3. INSTITUTIONAL DEVELOPMENT					
To ensure that persons in the industry managing public transport are empowered to perform	• To provide training so as to provide the required level of service	1,300	3,317	3,480	3,724
5 OPERATOR SAFETY AND COMPLIANCE					
		8,766	9,428	9,899	10,592
6 PLANNING					
		190,979	**253,172**	**320,596**	**342,830**

11.3 POSSIBLE TRANSPORT FUNDING SOURCES

Various sources are available for the funding of transport planning, transport operations and the provision and maintenance of transport infrastructure and facilities, and include, amongst other things, the following:

(a) Direct financial support that includes
   i. Central fiscus allocation
   ii. Other governmental development programmes
   iii. Private sector funding
   iv. Development aid programmes
(b) Transport user charging that includes
   i. Levies on vehicle licence fees
   ii. Fuel levies
   iii. Weight distance levies
   iv. Toll charges
(c) Non-user charging that includes
   i. Import duties
   ii. Land development rights

In the ensuing sections each of the possible sources of funding is briefly described.

11.3.1 DIRECT FINANCIAL SUPPORT

(a) Road User Charging

In any evaluation of road user charging, it is necessary to distinguish between taxes and user charges or levies.

Taxes are compulsory cash payments to a government without receiving any direct or immediate counter-performance or consideration from the government or tax authority.

In exchange for the provision of economic goods, natural resources and private goods, the Government collects user charges. For example, a government provides the road infrastructure and for the privilege to use certain elements of this service, motorists and the road freight industry have to pay tolls.

From an economic point of view, the road user charging system used to raise funds for road financing should approximate the actual use of the road. Any such charges should include factors such as the cost and maintenance of the infrastructure, the damage done to the infrastructure by heavy axle loads and their inconvenience to other road users. A detailed cost responsibility analysis can provide the framework for the determination of a balanced road user tariff.

A balanced road user tariff normally consists of

- Vehicle licence fees – to gain access to the network,
- Fuel levies – proportional to the usage of the road, and
- Weigh distance levies – related to the damage caused to roads.

(b) Levies on vehicle licence fees

Vehicle licence fees are generally fixed and as such, bear no relation to road use. These fees are charges that confer the right for a period of time (normally one year) to operate a vehicle on the public road system. Although these fees are independent

of the distance travelled by vehicles, they can vary with almost everything else including weight, size, engine capacity, vehicle type and value. In South Africa, licences are based historically on the tare weight rather than the vehicle mass. Consistency between the nine provincial administrations will be required to preclude evasion.

A road levy could be introduced on vehicle licence fee that is dedicated to the provision of road infrastructure.

(c) Fuel levies

A fuel levy is the most widely used and most important charging instrument.

The popularity of a fuel levy is due to a number of basic characteristics:

(i) Being proportional to the amount of fuel sold and vehicle fuel consumption rates
- every kilometre travelled is captured;
- vehicles with large engine capacities will pay more;
- high speeds and inefficient operation are punished, and

(ii) in terms of implementation and administration
- it is extremely difficult to evade;
- there is little possibility of leakage in the current fuel tax system; and
- administration costs are a very low proportion of the total revenue.

A fuel levy is also readily acceptable to the public because it is paid for in small amounts reflecting immediate needs.

A major concern is that depending on the level of the levy, the use of a fuel levy alone will lead to cross subsidisation between vehicle types, because the amount of fuel consumed is not strongly related to the pavement damage potential of vehicles.

(d) Weight distance levies

Weight-distance levies for heavy vehicles are generally seen as supplementary to the fuel levy to eliminate cross-subsidisation between different vehicle classes, where only a fuel levy is in place.

Progressive rates are established for vehicles classified according to the weight transmitted through the vehicle axles. The distance travelled by a particular vehicle must also be recorded and the appropriate amount levied.

The support of traffic law enforcement agencies is of paramount importance to the implementation of a weigh-distance levy.

(e) Toll charges

The introduction of private sector financing initiatives has added impetus to the provision of high order road infrastructure. Typically these initiatives provide for the design, financing and construction of a project, the subsequent maintenance and operation over a concession period, and the transfer of the project to the road authority after the concession period has elapsed. During the concession period the concessionaire recovers the costs and profit through the charging of toll fees. Toll charges are generally based on vehicle size, weight, number of axles and distance travelled. This method can be introduced through direct toll collection or indirect toll collection.

11.3.2 NON-USER CHARGING

(a) Import duties

A road levy can be introduced on road related merchandise such as vehicles, tyres and spares. Certain portions may be diverted or dedicated to road infrastructure provision.

(b) Land development rights

Any vacant land, or even the area above the road reserve, can be leased to private developers.

11.4 FINANCING STRATEGIES

11.4.1 BACKGROUND

The transport financing strategy should assess transport needs clearly, take into account financing levels that are affordable, set levels of finance for long-term planning and be based on an equitable tax structure.

In principle, transport financing strategies should be developed that would be simple to administer, easy to enforce and acceptable to road users. It should be possible to modify the related legislation with relative ease, and an adequate, stable and sustainable source of funds must be ensured.

The objective of the financing strategy is to secure sufficient funding for the development of the total transport system in Mpumalanga, required for the economic development of the Province.

In view of the above, it is evident that a number of strategies can be developed. The proposed financing strategy includes:

(f) Enhanced efforts to ensure an equitable allocation from the provincial Treasury.

(g) A structured approach to ensure that the preservation, upgrading and expansion of the transport infrastructure will be included in international, national and provincial development initiatives.

(h) The introduction of private sector financing initiatives.

(i) The introduction of a balanced road user tariff.

11.4.2 EQUITABLE PROVINCIAL ALLOCATION

The current funding sources of the Department of Public Works, Roads and Transport are restricted to funds made available to them by the Provincial Treasury through the normal budgeting governmental process. The **short-term financing strategy** would therefore be to ensure that an equitable apportionment of the provincial funds is allocated to transport infrastructure and facilities. The objectives of this strategy is to ensure that

- a fair share of the provincial budget is allocated to transport, and that
- the decision-makers are sufficiently informed to accept co-ownership of the decisions taken with regards to transport funding.

11.4.3 INCLUSION IN DEVELOPMENT PROGRAMMES

National, provincial and local government are obliged to formulate Land Development Objectives (LDO's) according to the principles set out in the Development Facilitation Act, 1995 (Act 67 of 1995). The purpose of these LDO's is

- to integrate the social, physical, institutional and economic environment, and to
- provide guidelines for both the operational and capital budgets of national, provincial and local government, as well as the budgets of the private sector.

As a **short-term financing strategy** the Department will adopt a well-structured approach to ensure that

- the preservation, improvement and expansion of the transport infrastructure and facilities form an integral part of the LDO's and the Integrated Development Plans, and that

an adequate portion of national, provincial and foreign aid funds made available for the implementation of the Integrated Development Plans are allocated to transport infrastructure.

12 PROGRAMME FOR THE IMPLEMENTATION OF THE PLTF

The compilation of the Provincial Land Transport Framework and the inter-relationship with the drafting of the Medium-term Expenditure Framework is shown in **Table 12.1**. It is evident from **Table 12.1** that:

- this PLTF is based on the current MTEF (MTEF 2006/07)

Table 12.1: Programme for the implementation of the Provincial Land Transport Framework

	2007/08				2008/09				2009/10			
	2007			2008				2009				2010
MEDIUM-TERM EXPENDITURE FRAMEWORK (MTEF) 2007/08												
Draft Strategic Plan and MTEF	■	■	■	■								
Revised Strategic Plan and MTEF		■										
Provincial Budget Speech				▮								
MEDIUM-TERM EXPENDITURE FRAMEWORK (MTEF) 2008/09												
Draft Strategic Plan and MTEF					■	■	■	■				
Revised Strategic Plan and MTEF						■						
Provincial Budget Speech								▮				
MEDIUM-TERM EXPENDITURE FRAMEWORK (MTEF) 2009/10												
Draft Strategic Plan and MTEF									■	■	■	■
Revised Strategic Plan and MTEF										■		
Provincial Budget Speech												▮

The programme for the implementation of the various strategies and action plans identified in this updated Provincial Land Transport Framework for Limpopo are summarised in **Table 12.2**.

Table 12.2: Detailed programme and cost estimates for the implementation of the Provincial Land Transport Framework

COMPONENT Strategy Action plans			IMPLEMENTATION PROGRAMME		
			Short-term	Medium-term	Long-term
1	**CO-ORDINATION MEASURES AND STRUCTURE (Chapter 3)**				
	1.1	**Co-ordination measures and structures**			
		1.1.1 LIMTCC must be revitalised 1.1.2 Investigation: Transport Advisory Structure			
	1.2	**Co-ordination of transport planning at local level**			
		1.2.1 Co-ordination of planning done by District municipalities i.t.o. Part 7 of NLTTA			
	1.3	**Measures to resolve conflict between transport & land-use**			
		1.3.1 Development of procedural guidelines: Land use management legislation 1.3.2 Preparation of Regulations for MEC: traffic and public transport impact studies			
	1.4	**Co-ordination of inter-provincial services**			
		1.4.1 Strategy to co-ordinate inter-provincial public transport services			
2	**PUBLIC TRANSPORT STRATEGY (Chapter 5)**				
	2.1	**Promotion of public transport**			
		2.1.1 Development of a strategy to promote public transport 2.1.2 Co-ordination of local planning: ensure that promotion of public transport is addressed			
	2.2	**Corridor development**			
		2.2.1 Contribute to corridor development through road upgrading 2.2.2 Co-ordinate work done by other departments and authorities to strengthen nodes and corridors			
	2.3	**Fare system for public transport**			
		2.3.1 Development of a policy on financial and economic assistance			
	2.4	**Modal integration**			
		2.4.1 Develop inter-modal public transport facilities 2.4.2 Develop a Public Transport Distribution System			
	2.5	**Learner transport**			

COMPONENT Strategy Action plans		IMPLEMENTATION PROGRAMME Short-term	Medium-term	Long-term
	2.5.1 Develop a learner transport strategy			
2.6	**People with disabilities & special needs passengers**			
	2.6.1 Develop a strategy to address the transport needs of people with disabilities and special needs passengers	x		
2.7	**Public transport security**			
	2.7.1 Investigate the need for traffic control centres at strategic positions			
	2.7.2 Co-ordinate law enforcement activities and a common approach			
	2.7.3 Commence with the conversion of permits to operating licences			
	2.7.4 Develop guidelines for securing public transport facilities			
2.8	**Rail transport**			
	2.8.1 Rail services to be promoted			
	2.8.2 Feasibility study: Tourist train service between Gauteng and Waterberg District Municipality			
	2.8.3 Investigate way in which existing rail network can be used for commuter and inter-urban travel			
2.9	**Bus transport**			
	2.9.1 Design and tendering of bus contracts			
	2.9.2 Co-ordination of local planning: Preparation of Rationalisation Plans and Public Transport Plans			
	2.9.4 Monitoring of tendered bus contracts			
	2.9.5 Investigation: Insurance for public transport passengers			
	2.9.6 Measures for accessible transport for special needs passengers must be included in the bus contract			
2.10	**Taxi transport**			
	2.10.1 OLS should be updated annually			
	2.10.2 Functioning of Operating Licence Board and Panel of Assessors			
	2.10.3 Current Public Transport Record to address the gaps			
	2.10.4 Promotion and support of taxi structures			
	2.10.5 Conversion of Permits to Operating Licences			
	2.10.6 Promotion of LDV's			
	2.10.7 Promotion of metered taxis			
2.11	**Special categories of vehicles**			
	2.11.1 Policy on the use of special categories of vehicles in public transport operations			

COMPONENT Strategy Action plans			IMPLEMENTATION PROGRAMME Short-term	Medium-term	Long-term
3.	**NON-MOTORISED TRANSPORT STRATEGY (Chapter 6)**				
	3.1	**Promote and encourage the use of non-motorised transport**			
		3.1.1 Participate in national initiatives	■	■	■
		3.1.2 Undertake a non-motorised transport demand study		■	
		3.1.3 Introduce initiatives to promote the ownership and usage of non-motorised transport		■	
4.	**TRANSPORT INFRASTRUCTURE AND FACILITY STRATEGY (Chapter 7)**				
	4.1	**Enhancing the efficiency of the provision of provincial roads**			
		4.1.1 Support the National Department of Transport with the identification of a strategic countrywide road network	■	■	■
		4.1.2 Undertake a study to introduce a hierarchical classification of the road network		■	
		4.1.3 Develop an action plan to ensure that the national and local authorities accept responsibility for their respective road networks		■	
		4.1.4 Assess the adequacy and relevance of existing management systems		■	
		4.1.5 Compile a strategy to enhance the development of SMMEs		■	
		4.1.6 Assess the existing design standards		■	
	4.2	**Improving the basic accessibility of communities**			
		4.2.1 Support the Department of Transport during the implementation of the rural transport infrastructure strategies	■	■	■
		4.2.2 Ensure integration of community accessibility within the PTPs, ITPs, and IDPs	■	■	
		4.2.3 Undertake a community access needs study			■
	4.3	**Effective integration of air transport facilities into the land transport system**			
		4.3.1 Undertake a needs assessment of air transport facilities			■
		4.3.2 Develop a Provincial Airport and Aviation Strategy			■
	4.4	**Efficient provision of Public Transport facilities**			
		4.4.1 Co-ordination of planning: ensure that public transport facilities receives adequate attention	■		
		4.4.2 Planning and design guidelines for public transport facilities	■		
		4.4.3 Upgrading and provision of public transport facilities of "provincial significance"		■	

	COMPONENT Strategy Action plans	IMPLEMENTATION PROGRAMME Short-term	Medium-term	Long-term
5	**TRANSPORT AUTHORITIES (Chapter 8)**			
	5.1 Support municipalities in the development of Transport Authority feasibility studies		■	
6	**TRANSPORTATION MANAGEMENT STRATEGY (Chapter 9)**			
	6.1 Movement of dangerous substances and incident management			
	6.1.1 Develop Limpopo Provincial Incident Management Strategy		■	
	6.2 Freight transport and overloading control			
	6.2.1 Develop and implement measures and procedures to ensure proper consultation		■	
	6.2.2 Development of Freight Infrastructure			■
	6.3 Intelligent transport system measures			
	6.3.1 Support and be actively involved in the proceedings of the South African Society for ITS			■
	6.4 Traffic control and road safety			
	6.4.1 Conduct traffic safety campaigns	■		
	6.4.2 Undertake law enforcement programs 6.4.3 Provide training and capacity building programs 6.4.4 Develop mechanisms to ensure effective road signage	■		
	6.4.5 Review law enforcement agencies to identify resources required, avoid duplication and clarify responsibilities		■	
	6.4.6 Implement measures to ensure uniformity between different acts pertaining to transportation management		■	
	6.4.7 Review comprehensiveness of traffic control and road safety management information systems		■	
7	**TOURISM STRATEGY (Chapter 10)**			
	7.1 Development of tourism routes		■	
8	**FINANCING STRATEGY (Chapter 11)**			
	8.1 Ensure an equitable provincial allocation to transport			
	8.1.1 Undertake a detailed transport needs study	■		
	8.1.2 Compile project information sheets of high priority projects	■		
	8.1.3 Develop a detailed approach to the prioritisation of land transport funds	■		
	8.1.4 Develop a strategy to market the land transport needs		■	
	8.1.5 Define the consequences of different funding levels		■	
	8.2 Ensure the inclusion of transport requirements in development programmes	■	■	■

COMPONENT Strategy Action plans			IMPLEMENTATION PROGRAMME Short-term	Medium-term	Long-term
8.3	**Promote the involvement of the private sector in the provision of transport infrastructure and facilities**				
	8.3.1	Undertake a study to assess the possible implementation of shadow tolls		■	
	8.3.2	Undertake a study to assess the possible contribution by land owners such as developers and farmers to the provision of transport infrastructure and facilities		■	
	8.3.3	Undertake a study to assess the possible recovery of expenditure on public transport termini from public transport operators		■	
8.4	**Support the Department of Transport with the implementation of a national road user tariff**		■	■	■
9.	**TRANSPORT MONITORING STRATEGY (Chapter 13)**				
9.1	**Develop and measure key performance indicators (KPIs)**				
	9.1.1	Determine prioritised list of KPIs	■		
	9.1.2	Develop KPIs norms and standards	■		
	9.1.3	Consider data requirements	■		
	9.1.4	Prepare specifications		■	
	9.1.5	Develop data reporting and storage		■	
	9.1.6	Develop implementation strategy		■	
9.2	**Collect data and measure KPIs**			■	

13 TRANSPORT MONITORING STRATEGY

The monitoring process on the transport system and its performance at each of the various levels of government is a key component of the transport planning processes. The National Land Transport Transition Act (NLTTA) stipulates that every MEC responsible for transport must provide key performance indicators (KPIs) related to transportation in the province. These KPIs must:

- specify the targets to be met;
- monitor the implementation of transport policy and provincial norms and standards; and
- compare the provincial norms and standards with those set down at the national level.

13.1 NATIONAL POLICY FRAMEWORK

The White Paper on National Transport Policy, 1996, lists 23 transport strategic objectives grouped under the headings:

- funding objectives;
- spatial objectives;
- customer-based objectives;
- planning and regulatory objectives; and
- operational objectives.

Two types of KPIs are identified in the National Land Transport Strategic Framework (NLTSF), namely:

- Customer-based indicators, which measure the performance of the land transport system from the customer's point of view; and
- NLTSF-based indicators, which measure the progress of the National and Departments of Roads and Transport and local municipalities in implementing the strategies contained in the NLTSF.

The NLTSF identified eight customer-based on seven NLTSF-based indicators as tabulated below:

	Key Performance Indicator
Customer-based	1. Average travel time to work, for all urban public transport commuters.
	2. % of motorised transport users (urban + rural) using public transport to work.
	3. Average age of subsidised bus, minibus-taxi, and commuter rail coach fleet.
	4. % of rural people living within 2 km of access to regular public transport services.
	5. % of households spending more than 10% of disposable income on public transport.
	6. Number of road traffic fatalities per vehicle type.
	7. Number of road traffic pedestrian fatalities.
	8. Number of road traffic fatalities per 100 million vehicle km per vehicle type.
NLTSF-based	9. % of minibus-taxi fleet recapitalised.
	10. % of subsidised bus services operating in terms of tendered or negotiated contracts.
	11. Amount of non-residential floor space and number of housing units developed in corridor and densification/infilling projects in Metropolitan Municipalities.
	12. % of land freight tonnage (road + rail) transported by rail.
	13. Average % of overloaded trucks on provincial and national roads.
	14. Amount of transport expenditure by government in 13 priority rural nodes, for infrastructure and for operations.
	15. % of funding needs for implementing NLTSF strategies that have been sourced from government budgets (all spheres).

13.2 THE LIMPOPO PROVINCIAL POLICY FRAMEWORK

The Limpopo White Paper on Provincial Transport Policy, April 2000, states that the responsibilities of the Province in terms of planning and co-ordination are amongst others to set key performance indicators and monitoring.

The national principles in respect of spatial development and transport planning are endorsed and where national KPIs do not sufficiently cover various policies at the provincial and local sphere, provincial and local KPIs must be developed for monitoring purposes.

13.3 STRATEGY

The objective of having KPIs is to measure the success rate in achieving goals related to the performance of the transport system within Limpopo Province.

The incremental approach that needs to be followed should commence with a workshop so that the KPIs that are chosen plus the timings and frequency that are decided upon are relevant and cost effective. The same must happen when determining the choice of quantifiable benchmarks / measures as well as the measurement technique that are to be employed. .

13.4 ACTIONS

In the short-term, the development and measurement of KPIs would consist of the following steps:

- Step 1: Determination of the prioritised list of key performance indicators
- Step 2: Development of key performance indicator norms and standards
- Step 3: Consideration of data requirements
- Step 4: Preparation of specifications
- Step 5: Development of data reporting and storage
- Step 6: Development of implementation strategy

In the long-term, data should be collected and the identified KPIs measured with a view to identify and address deficiencies.

14 PUBLIC PARTICIPATION

Public participation remains a vital function that must - be complied with throughout the processes of drafting or formulation, implementation and evaluation of Limpopo's Provincial Land Transport Framework. As part of the drafting stage, Khuthele Projects, in conjunction with Mogale Integrated, embarked on an exercise whereby various stakeholders were invited to identify problems and issues pertaining to the transport system in Limpopo. Pertinent problems in this regard were those related to their daily observation and these were compared with what has been highlighted in the White Paper as problems and issues. Various workshops were arranged in Polokwane. This exercise was successfully completed and the study team then reached a stage whereby all the issues were collated, analysed and drafted as the first draft of the Provincial Land Transport Framework.

During the first phase of the public participation process, relevant stakeholders and role players were identified for the purpose of carrying out this project. The views of the local community in respect of their interests with regard to the transport issues and problems were noted as well. The entire process was administered by the Department of Roads and Transport with the assistance of Khuthele Projects, Mogale Integrated and Negota Incorporated**.**

According to the public participation plan of action, it is deemed crucial to ensure that the final consultation process is conducted. The aim of this part of the exercise is to ensure that the various stakeholders are given feedback about their contribution regarding the drafting of the PLTF. Due to resource constraints, only one final round stakeholder workshop was held in Bolivia Lodge in Polokwane and this offered an opportunity to all those who were involved with the first phase of the workshops to review their contribution.

As the PLTF is meant to give guidance to the existing Metropolitan and District Municipalities in terms of sketching out the planning requirements, the Department of Roads and Transport took cognizance of such stakeholders' participation in the drafting and formulation process. It needs to be pointed out that respective officials from various municipalities were part of the process.

During the first phase of the workshops, it became evident that role players were more concerned about participating in projects of this nature yet the ultimate results do not indicate the actual implementation of ideas gained from the workshops. As this project has reached finality, it would be advisable to make sure at all costs that the preliminary implementation plan is drafted so as to ensure that the role players' inputs are not only taken into consideration but are actually set in action.

ISSUES AND CHALLENGES

Limpopo Provincial Taxi Council Concerns

- The feeling of the LPTC is that the service provider used policies which they never participate in their formulation consequently misrepresenting the taxi industry. The service provider therefore, need to take those policies to their legal advisors as well as their constituencies within the industry to interrogate

- It is also their feeling that policies need to be reviewed to be in line with the current developments particularly within public transport

- The taxi council would like to get access to all policy documents used in the PLTF to familiarize themselves with

- Issues of modal integration have been incorporated in the PLTF and yet there was no workshop on such with the taxi council. Modal integration should be well researched and presented to the taxi industry

- Taxis are not feeder to any mode of transport

Concerns of the Service Provider

- The service provider is concerned about their relationship with the taxi council who seem to be suspicious that we do not capture their inputs as they would want them to be, that causes some delays in reaching amicable solutions

- Most of the taxi council's concerns revolve around policy statements which we do not have the power to change. That also constitutes a bone of contention

- The process of updating the PLTF and the transport plans took place concurrently and that made it difficult to complete the PLTF within the given time.

APPENDIX A

PUBLIC PRIVATE PARTNERSHIP AS AN ALTERNATIVE FUNDING MODEL

South Africa's National Treasury (2002:3) defines PPP as "a contractual arrangement between a public sector entity and a private sector entity whereby the private sector performs a departmental function in accordance with an output based specifications for a specified significant period of time in return for a benefit which is normally in the form of a financial remuneration According to the Budget Review (2006:46) a total public sector infrastructure and related estimates, which include the three sphere of government amounted to R372 billion over the three years starting from 2006. Overall growth in expenditure is expected to increase at an annual average of 11,4 per cent.

It is worth noting that capital expenditure on Public-Private Partnership is overseen by the Treasury PPP Unit, S.A National Roads Agency, Department of Public Works, and at municipal level, with MIIU assistance.

The provincial infrastructure grant funds amounting to R15,1 billion has been allocated for the construction of provincial roads and other infrastructure related projects over the next three years starting from the year 2006.

The municipal infrastructure grant (MIG) totals R21,5 billion over the MTEF period starting from the year 2006 and the grant supports among other things roads infrastructure.

The Budget Review (2006) further made provision for funding economic infrastructure which includes additional allocations to the transport sector totaling R14,3 billion, with R1,9 billion for road infrastructure, R1,6 billion for passenger rail and R3,5 billion for public transport infrastructure and systems.

Engaging the private sector in infrastructure projects

One way of augmenting the funding of projects is to engage the private sector in a public-private partnership arrangement. This partnership can take place at each sphere of government. To this end, the 2006 Budget Review provides a three year allocation to steer the process of public-private partnership. (See Table below)

Public-Private Partnerships allocation over the 2006 MTEF capital expenditure

2006/07	2007/08	2008/09
3,776	4,776	3,672

Adapted from Budget Review (2006:46)

FUNDING OPTIONS AVAILABLE TO THE PROVINCE

The Province has a variety of options to choose from in trying to solicit the intervention of the private sector. A long term sustainable relationship that can be entered into is the concession agreement with the private sector. The duration of the concession contract will depend on the magnitude and complexity of the project. If

the project entails the rehabilitation of an existing public transport facility, then a Rehabilitate Operate Transfer contractual agreement will be opted for. The details of each contractual agreement are outlined hereunder.

Rehabilitate Operate Transfer (ROT)

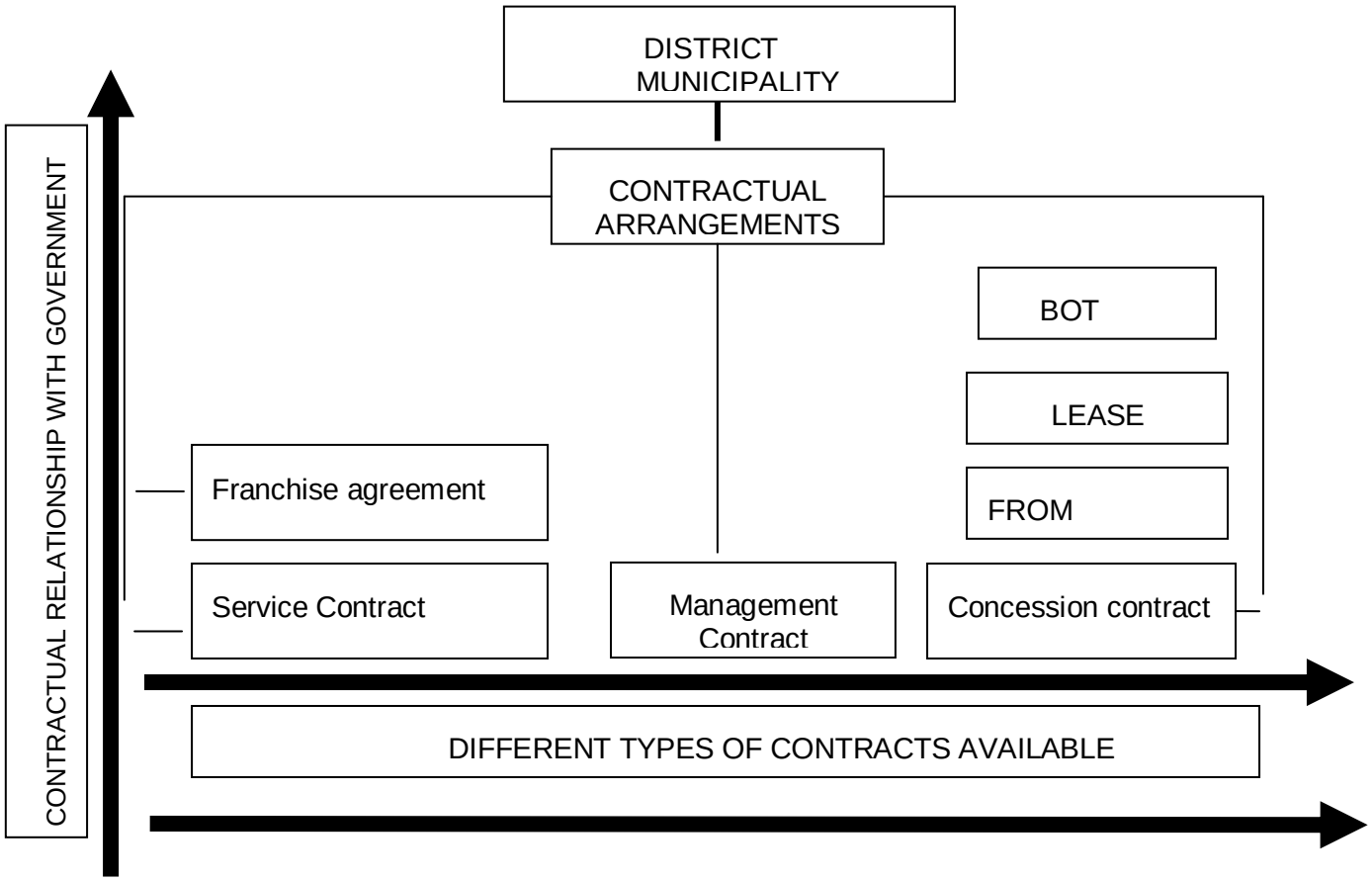
If the District Municipality intends to revamp one of its public transport facilities as a project, this could be done as a ROT contractual arrangement. This has to do with the rehabilitation of an existing facility rather than the construction of a new one. It will require the contractor to repair and operate a public transport facility and transfer it to the District Municipality after a specific period of time.

Finance Rehabilitate Operate and Maintain (FROM)

In the event where the District Municipality did not make budgetary provision for the establishment or rehabilitation of a public transport facility, it could embark on the Finance-Rehabilitate-Operate-Maintain (**FROM**) contractual agreement. This refers to a situation where the Private Sector Entity takes the responsibility for the financing, rehabilitation or refurbishment of the asset and will also be responsible for operation and maintenance.

Build Operate Transfer

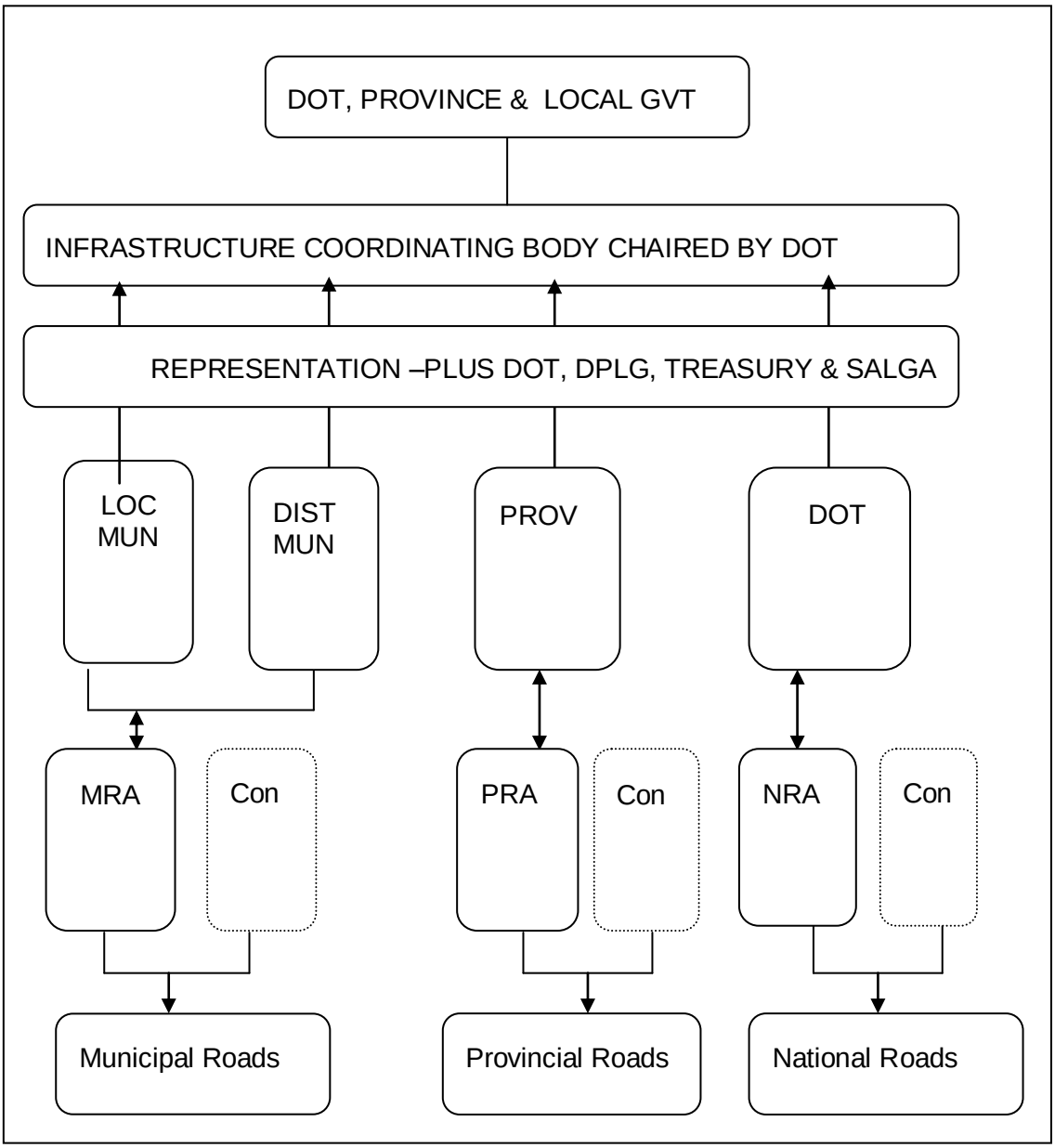
Under Build Operate Transfer agreement, a private sector entity would finance and build a public transport facility at its own risk, operate it for an agreed period, and then transfer ownership to District Municipality. The District Municipality would still be held accountable for the regulatory oversight of the multi-modal facility.



Roles and responsibilities of District Municipalities

The roles and responsibilities of District Municipalities need to be clarified. Of major importance to be clarified is the extent of the District Municipalities' involvement as the custodian of the development of the public transport facility. In this regard, the possibility to develop the facility in a Design-Build-Operate-Maintain (DBOM) style should be clarified if it is so contemplated. A (DBOM) style encompasses that private sector entity would be responsible for the financing, construction and operation whilst the District Municipality would carry the market risk. Further involvement of the District Municipality in the public transport facility development should be to take the responsibility for the provision of facilities for all the governmental functions that need to be rendered in the facility such as Health and Police services.

FUNDING OPTIONS MODEL



Source: Adapted from Road Infrastructure Strategic Framework for South Africa, (2002:30)

DOT	Department of Transport
DPLG	Department of Provincial and Local Government
SALGA	South African Local Government Association
LOC MUN	Local Municipality
PROV	Province
MRA	Municipal Roads Agency
PRA	Provincial Roads Agency
Con	Concessionaire

Chapter 7 of the Budget Review (2006) outlines the Division of revenue and medium-term expenditure estimates. The revenue that flows directly to the

Department of Roads and Transport is indicated in annual Budget Reviews and the Department has the responsibility to generate revenue through various means such as licensing etc. The transfers that are obtained from the National Treasury, may not be adequate to address all Provincial commitments, hence the Province is encouraged to embark on Public-Private Partnership initiatives to lure investments from the private sector.

In terms of Part 5 of the NLTTA, Act No. 22 of 2000, Transport authorities may be established by written founding agreement between the MEC and a single municipality, or municipalities whose areas of jurisdiction fall within the transport area. This implies that the MEC for Roads and Transport in the province of Limpopo may, through a written founding agreement between him and the Polokwane Municipality or Capricorn District Municipality establish a Transport Authority.

Projects dealing with 2010 focus on different dimensions and those that cover transport would overlap considerably with the update and amendment of Integrated Transport Plans of various District Municipalities. There is therefore a critical need to liaise with the 2010 working group and ensure that the transport planning at Metropolitan Municipalities are in harmony with the national transport masterplan.