

FINAL OPERATING LICENCE STRATEGY (OLS)

VHEMBE DISTRICT MUNICIPALITY

APRIL 2004



TITLE: VHEMBE TRANSPORT PLANS

VOLUME 2: OPERATING LICENSING STRATEGY

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The Transport Plans for Vhembe District Municipality comprise five volumes:

- a) Volume 1: Current Public Transport Records (CPTR) (prepared by Siyazi Batlagae TESS Joint Venture, 2003)
- b) Volume 2: Operating Licence Strategy (OLS) (prepared by Siyazi Joint Venture, March 2004)
- c) Volume 3: Rationalisation Plan (RATPLAN) (prepared by Siyazi Joint Venture, March 2004)
- d) Volume 4: Public Transport Plan (PTP) (prepared by Siyazi Joint Venture, June 2004)
- e) Volume 5: Integrated Transport Plan (ITP) (prepared by Siyazi Joint Venture, July 2004)

Terms of reference

The Siyazi Joint Venture was appointed by the Limpopo Province Department of Transport on 4 February 2004 to conduct an Operating Licensing Strategy (OLS). The Siyazi Joint Venture consists of the following companies:

- a) Siyazi Limpopo (Pty) Ltd that provides taxi-related input.
- b) Transport Economic Support Services (TESS) that provides bus-related input.
- c) Gaming for Future Enterprises that is involved with the financial analyses.

Although the Limpopo Province Department of Transport appointed the Siyazi Joint Venture it was stipulated that a strategy should be followed that would include all role players, with specific reference to the Vhembe District Municipality. It was also necessary to ensure that this Integrated Transport Plan would comply with all Local, Provincial and National Government requirements.

**TABLED TO THE DEPARTMENT OF TRANSPORT IN POLOKWANE AND APPROVED
ON.....**

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EXECUTIVE SUMMARY

The Vhembe District Municipality (VDM) commenced the formulation of its first Operating Licensing Strategy (OLS) in February 2004, as required in terms of the National Land Transport Transition Act, 2000, Part 7, section 24.

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

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

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

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

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

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

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

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

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ABBREVIATIONS

VDM:	VHEMBE DISTRICT MUNICIPALITY
VDTF:	VHEMBE DISTRICT TRANSPORT FORUM
CPTR:	CURRENT PUBLIC TRANSPORT RECORDS
OLB:	OPERATING LICENCE BOARD
OLS:	OPERATING LICENSING STRATEGY
RATPLAN:	RATIONALISATION PLAN
PTP:	PUBLIC TRANSPORT PLAN
ITP:	INTEGRATED TRANSPORT PLAN

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1. INTRODUCTION

1.1 Background

The Vhembe District Municipality (VDM) commenced the formulation of its first Operating Licensing Strategy (OLS) in February 2004, as required in terms of the National Land Transport Transition Act, 2000, Part 7, section 24.

A data collection process for the Current Public Transport Records (CPTR), done in July 2003 by the Siyazi Joint Venture, preceded the first OLS. This CPTR included extensive surveys of taxi and bus operations in the VDM area. In addition, an extensive database was prepared on the CPTR for the VDM area. The information forming part of the CPTR database was captured on the VDM-CPTR database that was designed for practical use by the Vhembe District Municipality.

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

1.2 Purpose and objective of the study

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

1.3 Scope of the work

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

The scope of the work covers the whole area of jurisdiction of the VDM.

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

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

Based on the “NLTTA: TPR 5: Operating Licensing Strategy, April 2001” the OLS of the VDM should cover the following topics:

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

h) Chapter 8: Financial implications

The subsections of this chapter elaborate on the following:

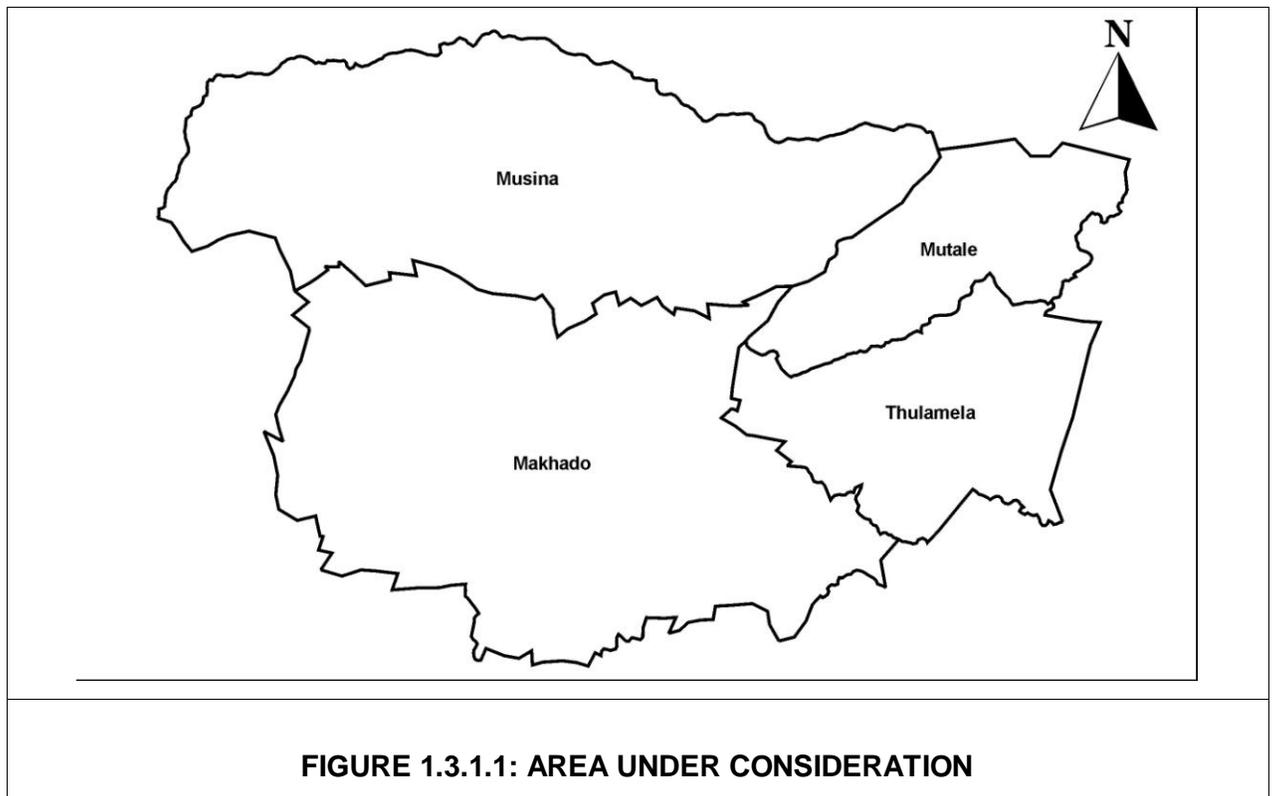
- a) Area under consideration
- b) Nature of services under consideration
- c) Authority responsible for the preparation of the OLS
- d) Periods and date for the particular OLS.

1.3.1 Area under consideration

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

- a) Thulamela Municipality;
- b) Makhado Municipality;
- c) Musina Municipality; and
- d) Mutale Municipality;

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



Vhembe District Municipality borders, Capricorn, Mopani and Bholabela District Municipalities in the southern, eastern and northern directions, and its area of jurisdiction covers 21 407 sq km.

1.3.2 Nature of services under investigation

The major public transport services to be investigated are bus and taxi operations. There are currently extensive subsidised bus services in the Makhado and Thulamela Local Municipal areas.

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

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

1.3.3 Authority responsible for the preparation of the OLS

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

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

1.3.4 Period and date for the particular OLS

The OLS input as provided will be relevant for the period April 2004 to March 2005.

1.4 Methodology

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

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

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

The consultation process lastly included the Limpopo Province Operating Licence Board as well as the Registrar of Taxis. However, further liaison and consultation with the Limpopo Department of Transport was necessary to obtain or source information and to understand it and familiarise the study team with the relevant provincial legislation and transport-planning requirements.

Based on the “NLTTA: TPR 5: Operating Licensing Strategy, April 2001” the OLS for the VDM should contain the following topics:

a) **Chapter 1:** Introduction

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

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

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

The following should be specifically identified and analysed:

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

c) **Chapter 3:** Policy framework

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

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

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

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

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

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

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

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

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

e) **Chapter 5:** Law enforcement

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

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

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

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

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

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

- h) **Chapter 8:** Financial Implications

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

1.5 Deliverables

The main deliverables of the project would be as follows:

- a) The OLS that will guide and provide a framework for public transport in the district as well as the relevant local municipality
- b) The OLS will concentrate on the following, as prescribed in the document “Operating Licensing Strategy: minimum requirements in terms of the National Land Transport Transition Act, 2000 (Act No. 22 of 2000)”:
 - i) The role of each public transport mode and the identification of the preferred road-based mode or modes with regard to its area, including transport into or from the other planning authorities, and inter-provincial transport;

- ii) The circumstances in which operating licences or permits authorising the operation of public transport within any part of its area should be allowed;
- iii) The use of public transport facilities within the area;
- iv) The avoidance of wasteful competition between transport operators;
- v) The conclusion of commercial service contracts for unsubsidised public transport services;
- vi) The conditions that should be imposed by the board in respect of operating licences; and
- vii) The preparation of the OLS will include consultation with and the participation of interested and affected parties required for the preparation of IDP plans in terms of Chapter 4 and section 29 (1)(b) of the Local Government: Municipal System Act, 2000 (Act No. 32 of 2000).

To conclude this section, it is extremely important to note that this is the first OLS to be prepared for the VDM and therefore it may not be perfect, but will serve as excellent starting point that could be updated on an annual basis.

2. ANALYSIS OF THE PUBLIC TRANSPORT SYSTEM

This chapter contains the following information:

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

2.1 Description and analysis of the results of the CPTR

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

The scope of the work for the Vhembe District Municipality CPTR covers the whole area of jurisdiction of the Vhembe District Municipality, which includes the four local municipal areas, namely the Thulamela Municipality; Makhado Municipality; Musina Municipality; and Mutale Municipality.

The 2003 CPTR report contains two main sections, firstly the process followed and secondly the actual record of public transport.

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

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

- a) Limpopo Province Department of Transport – Public Transport Division.
- b) Limpopo Province Department of Transport – Registrar of Taxis.
- c) Limpopo Province Department of Transport – Operating Licence Board.
- d) Vhembe District Municipality – Community Service Department.

- e) Vhembe District Taxi Council and Executive.
- f) Local municipalities.
- g) Bus industry.
- h) Vhembe District Transport Forum.

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

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

The surveys were executed in accordance with the Vhembe District Municipality's Terms of Reference for the preparation of a Current Public Transport Record (February 2003).

The following surveys were conducted:

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

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

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

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

- a) The facility surveys were conducted at taxi ranks, bus termini and railway stations.
- b) The facility surveys conducted indicated the following:
 - i) The VDM has a total of 129 taxi facilities of which more than 90% are informal
 - ii) There are four bus termini in the Vhembe District Municipality
 - iii) The currently operating rail line for the transportation of passengers runs between Johannesburg and Musina
- c) The findings of the route surveys conducted were that there were 244 taxi routes in the Vhembe District, of which 122 routes were forward and 122 were reverse routes, and just over 45% of the routes were in the Thulamela Local Municipality
- d) Of the 151 subsidised bus routes in the CDM, 70% are in Makhado LM, 24% in Thulamela and 6% in Mutale
- e) The main result obtained from the route utilisation analysis is that there is a vast oversupply of taxis on most routes in the VDM
- f) No route utilisation survey was done for the bus services
- g) The results of waiting-time surveys only make sense if they are examined for the individual routes. The information about waiting times should be considered from the point of view of seeing whether passengers are waiting for taxis or whether the vehicles are waiting for more passengers before they can depart
- h) The route utilisation survey noted 1 625 taxi vehicles that provided services in the VDM area during the survey periods (06:00 to 9:00 and 15:00 to 18:00)
- i) There were 199 buses in operation on the subsidised routes in the VDM area
- j) No metered-taxi activities were observed in the VDM area
- k) 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.
- l) Donkey-carts were 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. 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 depart for the border.
- m) The information of the Board and Registrar of Taxis could not be compared with the CPTR information, despite numerous efforts to obtain detailed information from the RAS and LPTS systems. The intended comparison can be done whenever the RAS and LPTS information becomes available.

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

It was recommended as part of the VDM-CPTR that:

- a) As the results of the VDM-CPTR surveys indicate a general oversupply of taxis, no permits should be considered before the OLS has been compiled and approved.
- b) The VDM-CPTR information that is available on the database should be used for developing an Operating Licensing Strategy (OLS) as guideline for the Operating Licence Board with regard to the issuing of new permits.
- c) The VDM-CPTR information should furthermore be used for developing a Public Transport Plan, which would guide the implementation of Public Transport projects and strategies, and could serve as input into the Integrated Transport Plan (ITP).
- d) For the 2004 update of the VDM-CPTR, consideration should be given to surveying the operations at the major ranks during Friday afternoons and Saturdays, so as to determine the utilisation of services.
- e) For the 2004 update of the VDM-CPTR, consideration should also be given to surveying the route utilisation by buses.

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

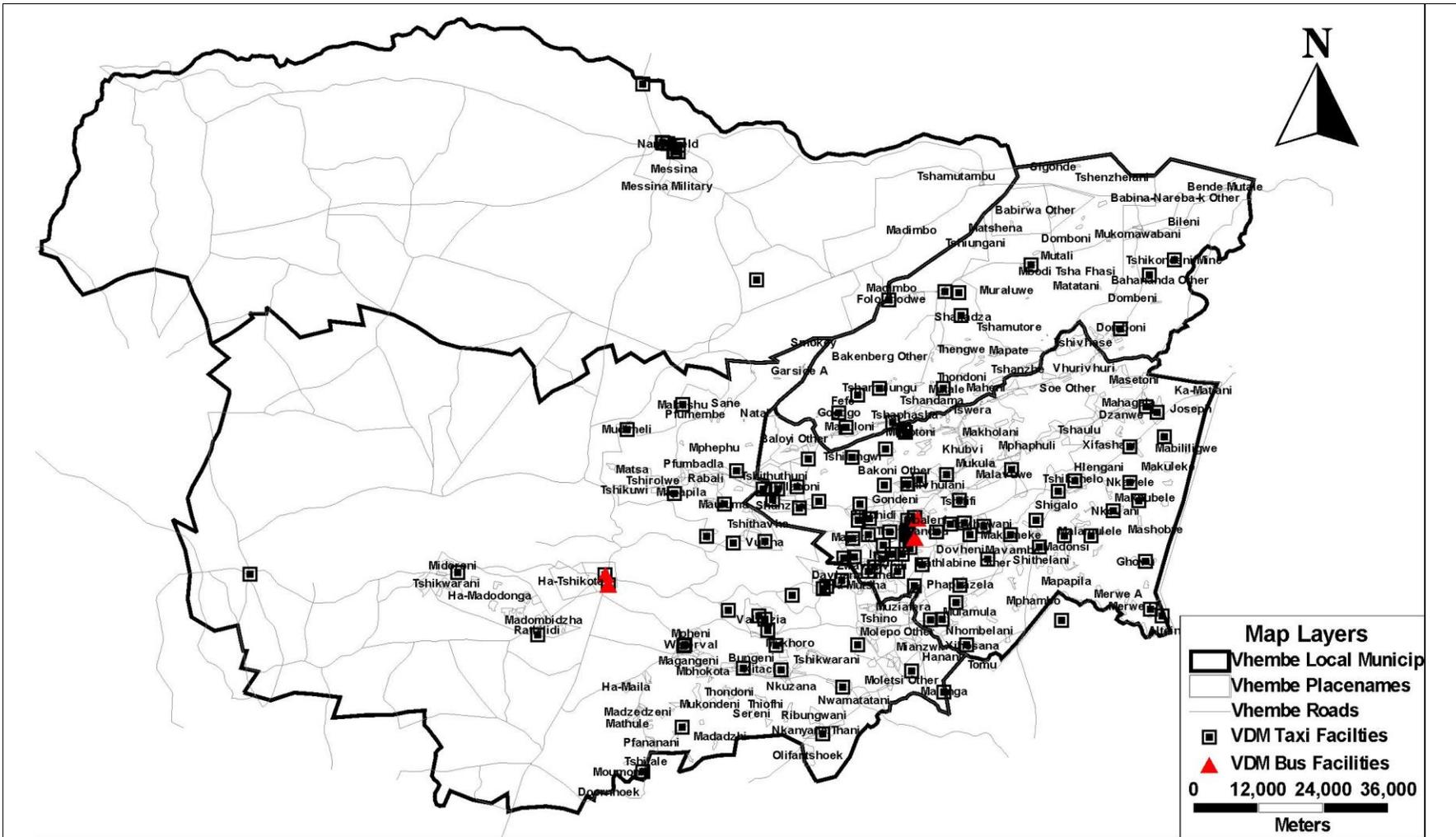


FIGURE 2.1.1: DISTRIBUTION OF PUBLIC TRANSPORT FACILITIES IN THE VDM AREA

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

The subsections below elaborate on the following:

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

2.2.1 Major public transport corridors

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

TABLE 2.2.1.1: MAJOR CORRIDOR ROUTES	
CORRIDOR	DESCRIPTION
Louis Trichardt to Ndzelele	Along the N1 North from Louis Trichardt and turn right along Road R523 to Ndzelele
Louis Trichardt to Elim	Along the N1 South from Louis Trichardt and turn left along Road R578 to Elim
Louis Trichardt to Midoroni and Maebane via Sinthumule	Along Road R522 south-west from Louis Trichardt to Midoroni/Maebane
Musina to Nancefield and Beitbridge	Along N1 North from Musina to Beit Bridge
Elim to Giyani	Along Road R578
Thohoyandou to Tshakuma	Along Road R524
Thohoyandou to Ndzelele	Along Road R523
Thohoyandou to Mutale	Along Road R523
Thohoyandou to Tshaulu	Along Road R523
Thohoyandou to Malamulele	Along Road R524 north from Thohoyandou and turn right to Road R81 to Malamulele
Basani to Saselemani	Along Road R524
Malamulele to Giant Reefs	Along a gravel road south-east from Malamulele up to Giant Reefs
Malamulele to Giyani	Along Road R81

2.2.2 Major public transport facilities

Section 2.1 indicates that there is a lack of facilities for public transport operators, as more than 93% of taxi facilities in the VDM area are informal. The following figures illustrate the state of the ranks in the VDM area:

- a) 29,5 % of taxi facilities are on-street facilities
- b) 93,0% of taxi facilities are informal facilities
- c) 7,8% of taxi facilities have lighting
- d) 11,8% of taxi facilities are paved
- e) 14,0 % of taxi facilities have public telephones
- f) 4,7% of taxi facilities have offices
- g) 7,0 % of taxi facilities have shelters
- h) 8,5 % of taxi facilities have ablution blocks.

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

FACILITY NAME	STATUS: FORMAL/INFORMAL	FACILITY ID NUMBER
a) ELTIVILLAS TAXI RANK	FORMAL	L-F0001V
b) SIBASA SHOPRITE TAXI RANK	INFORMAL	L-F0002V
c) LOUIS TRICHARDT O.K BAZAARS TAXI RANK	INFORMAL	L-F0003V
d) MUSINA STATION TAXI RANK	FORMAL	L-F0004V
e) MALAMULELE TAXI RANK	FORMAL	L-F0005V
f) MVUSULUDZO TAXI RANK	FORMAL	L-F0006V
g) THOHYANDOU VENDA PLAZA TAXI RANK	FORMAL	L-F0007V
h) BEITBRIDGE TAXI RANK	FORMAL	L-F0010V
i) SILOAM TAXI RANK	INFORMAL	L-F0011V
j) SIBASA SCORE TAXI RANK	INFORMAL	L-F0012V
k) MUTALE TAXI RANK	FORMAL	L-F0016V
l) BUNGENI TAXI RANK	FORMAL	L-F0085V
m) MAKHADO TAXI RANK	INFORMAL	L-F0092V
n) VUWANI TAXI RANK	FORMAL	L-F0147V
o) THOHYANDOU TERMINUS	FORMAL	L-F0008V
p) LOUIS TRICHARDT O.K. BUS TERMINUS	INFORMAL	L-F0021V
q) ELTIVILLAS BUS TERMINUS	FORMAL	L-F0039V

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

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

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

Table 2.2.3.1 indicates eleven (11) subsidised bus operators as identified in the Sibasa, Thohoyandou, Malamulele and Makhado local municipality areas as part of the VDM CPTR. No subsidised services operate in the Musina area.

Operator	Area of Operations	Vehicles
a) Magwaba Bus Service	Sibasa / Thohoyandou	24
b) Netshituni Bus Service	Sibasa / Thohoyandou	37
c) Omega Bus Service	Sibasa / Thohoyandou	7
d) Enos Bus Service	Sibasa / Thohoyandou	11
e) Mabidi Bus Service	Sibasa / Thohoyandou	10
f) R. Phadziri Bus Service	Sibasa / Thohoyandou	10
g) Swangis Bus Service	Sibasa / Thohoyandou / Malamulele	12
h) Mabiramisa Bus Service	Makhado Town	9
i) Malaudzi Bus Service	Sibasa / Thohoyandou / Makhado	18
j) G. Phadziri Bus Service	Makhado Town	35
k) Great North Transport	Makhado Town	27

The subsequent sections elaborate on the following:

- a) Summary of operations and operators to and from Sibasa and Thohoyandou
- b) Duplication and competition routes
- c) Operations in the southern area

2.2.3.1 Summary of operations and operators to and from Sibasa and Thohoyandou

Operations to and from Sibasa and Thohoyandou are mainly from four (4) different areas or directions:

- a) Northern area (Magwaba Bus Service)
- b) Eastern area (Netshituni Bus Service, Swangi Bus Service and Omega Bus Service)
- c) Southern area (Mabidi Bus Service and R. Phadziri Bus Service)
- d) Western area (Malaudzi Bus Service, Enos Bus Service and Magwaba Bus Service).

2.2.3.2 Duplication and competition routes

Table 2.2.3.2.1 and 2.2.3.2.2 list the duplicated routes on the western and southern routes respectively.

TABLE 2.2.3.2.1: WESTERN DUPLICATION ROUTES				
OPERATOR	CPTR NO,	KM	ROUTE	DUPLICATION
Enos Bus Service	1001	65,6	Tsikuwi to Thohoyandou	Part of 303 A
	1002	55,0	Makhado Village to Thohoyandou	Same as 305
	1003	34,4	Tshikombani to Thohoyandou	Part of 302, 303, 303 A, 305
Magwaba Bus Service	815	70,8	Matshavhawe via Ralepatswa to Thohoyandou	From Sededza
	815 A	89,2	Matshavhawe via Ralepatswa to Thohoyandou 15 SAI	From Sededza
	816	61,1	Maelula via Ralepatswa to Thohoyandou	From Sededza
	816 A	79,5	Maelula via Ralepatswa to Thohoyandou 15 SAI	From Sededza
	817	76,0	Maelula via Makhado village to Thohoyandou	From Makhado Village
Malaudzi Bus Service	301	70,6	Mamvuka to Thohoyandou	From Makhado Village 817, 1002
	301 A	47,6	Rabali to Thohoyandou	Part of 1002, 815, 815 A, 816, 816 A
	302	68,3	Mamvuka to Makwarela (Sibasa)	From Makhado Village

TABLE 2.2.3.2.1: WESTERN DUPLICATION ROUTES				
OPERATOR	CPTR NO,	KM	ROUTE	DUPLICATION
	303	77,3	Mamvhuka to Shayandima (Thohoyandou)	From Makhado Village
	303 A	73,8	Tsikuwi to Shayandima (Thohoyandou)	From Makhado Village
	304	89,0	Mamvuka to 15 SAI (Thohoyandou)	From Makhado Village
	304 A	74,3	Makhado Village to 15 SAI (Thohoyandou)	From Makhado Village
	305	55,0	Makhado Village to Thohoyandou	Same as 1002
	306	33,4	Mamvuka to Siloam Hospital	No competition
	306 A	14,7	Mamvuka to Makhado Village	No competition
	310	71,4	Tshixwadza to Sayandima (Thohoyandou)	From Mphephus Kraal
	309	62,2	Tshixwadza to Thohoyandou	From Mphephus Kraal
	311	59,9	Tshixwadza to Makwarela (Sibasa)	From Mphephus Kraal

TABLE 2.2.3.2.2: SOUTHERN DUPLICATION ROUTES				
OPERATOR	CPTR NO,	KM'S	ROUTE	DUPLICATION
R. Phadziri Bus Service	203	57,9	Masia to Thohoyandou	From Mashau
	204	54,9	Mashau to Thohoyandou	From Mashau
Mabidi Bus Service	501	94,4	Tsitale to Sibasa Terminus	From Mashau
	503	71,8	Makondeni to Sibasa Terminus	From Mashau
	505	71,3	Mashamba to Sibasa Terminus	From Mashau
	507	60,8	Bodwe to Sibasa Terminus	From Mashau
	509	56,4	Bungeni to Sibasa Terminus	From Mashau
	513	30,1	Vaalkop to Sibasa Terminus	From Mashau

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

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

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

2.2.4 Any significant regulatory issues and impediments

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

- a) Poor law enforcement in terms of operating licences and also the lack of transport-related by-laws including the rank management mechanisms that should be provided by government.
- b) "Suitcase" permits are still in circulation because so far the routes have been verified but not yet the vehicles. Although the total number of permits as well as "suitcase"

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permits is known it is not possible to link “suitcase” permits as well as radius-based permits to specific routes. It is recommended that a process for vehicle verification should be conducted as soon as possible. This would greatly assist the Registrar as well as the Operating Licence Board in future.

- c) Route colour-coding for taxis together with the relevant law enforcement with scanners should be implemented as soon as possible to ensure peace and stability in the minibus-taxi industry in the VDM area.
- d) When operating licences are awarded, careful consideration should be given to ensure that the starting point of the proposed route-based operating licence is the same as the existing radius-based permit, unless the taxi industry together with the community recommends otherwise.
- e) The metered-taxi industry is not formalised at local municipality level.
- f) The taxi industry requires that the Operating Licence Board should not issue more operating licences to individual operators belonging to a specific taxi association, than the maximum specified by that particular taxi association.

3. POLICY FRAMEWORK

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

The subsections below elaborate on the following:

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

3.1 Existing relevant policy

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

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

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

3.1.1 Existing national policy

The following are relevant:

- a) Definitions: excerpt from the National Land Transport Transition Act, Act 22 of 2000. (See Appendix A-1 for a copy)
- b) Section 24 and section 4 of the National Land Transition Act, Act 22 of 2000. (See Appendix B for a copy)
- c) National White Paper on Transport Policy.

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

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

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

3.1.2 Existing provincial policy

The exiting Northern Province Land Transport Framework prepared during 1999 is outdated and therefore the Provincial Transport Strategy, “Limpopo in Motion”, is used as the main reference document in terms of provincial transport-related policy for the Limpopo Province. The document was approved at the Limpopo Transport Summit held in November 2003.

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

The formulation of a comprehensive provincial framework was not possible at this stage, as a number of local planning activities have not yet been completed. Consequently the Limpopo Province is not as yet in a position to comply with this statutory requirement. In the interim the provincial strategy contained in the “Limpopo in Motion” document will therefore apply. The vision statement for transport in the Limpopo Province is as follows:

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

The subsection below elaborates on the following:

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

3.1.2.1 Limpopo provincial policy goals

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

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

3.1.2.2 Limpopo policy objectives

Specific policy objectives are as follows:

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

3.1.2.3 Strategic objectives and mission statements in terms of land transport

The following are applicable:

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

3.1.2.4 Specific policy objectives

The following are applicable:

- a) Planning approach

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

- b) General planning principles

Transport plans have to form part of the integrated development plans prepared for the local sphere, subject to compliance with an integrated policy framework which is formulated through proper consultation that is continuous and consistent with the objectives for land development; which should enhance employment opportunities and activities; based on mixed land-use and high density residential development nodes within transport corridors; and the effective functioning of urban towns and rural communities as well as industrial areas.

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

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

c) Specific aspects requiring co-ordination

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

d) Focus areas in the planning process

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

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

3.1.3 Existing district policy

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

TABLE 3.1.3.1: TRANSPORT-RELATED DISTRICT STRATEGIES INDICATED AS PART OF THE VDM IDP

OBJECTIVE: To improve the district network by 60% by 2007 in the municipal area. To establish a public transport system within five years (2007)

Strategies	Requirements/ Components	Existing	Projects in action (X) or in the pipeline (P)	Sufficient	New projects
a) Develop database for road network and public transport with all stakeholders involved. b) Capacity building and community participation in the construction, maintenance and financial management of public transport system c) Maintain standards in public transport system.	a) Policy b) IT system c) Machinery d) Human resources e) Financial resources	a) Yes b) No c) Yes d) Yes e) Yes	a) Community-Based Public Works Programme (CBPWP) b) IT system	a) No	a) Upgrading districts roads b) Standardised by-laws

TABLE 3.1.3.2 PRIORITIES FROM A LOCAL MUNICIPALITY PERSPECTIVE SUMMARISED AS PART OF THE VDM-IDP

PRIORITY ISSUES FROM A MUNICIPAL PERSPECTIVE

The following are priority issues as per the four entities, which fall under the Vhembe District Municipality. These priority issues have been categorised according to the following clusters:

- a) Infrastructure cluster
- b) Social cluster
- c) Economic cluster

These clusters have been formed so as to be in line with the provincial framework for the co-ordination of government planning activities.

A) MUSINA LOCAL MUNICIPALITY

<u>Infrastructure Cluster:</u>	<u>Social Cluster:</u>	<u>Economic Cluster:</u>
<ul style="list-style-type: none"> a) Water b) Sanitation c) Electricity d) Roads e) Public Transport f) Cemeteries g) Refuse removal, littering 	<ul style="list-style-type: none"> a) Health b) Education c) Welfare d) Safety and security e) Sport and recreation f) Housing 	<ul style="list-style-type: none"> a) Job creation (LED) project, agriculture (replace foreign labour on farms) b) Tourism c) Training (agriculture, business management) d) SMMEs

B) MUTALE LOCAL MUNICIPALITY

<u>Infrastructure Cluster:</u>	<u>Social Cluster:</u>	<u>Economic Cluster:</u>
<ul style="list-style-type: none"> a) Water b) Roads c) Electricity d) Housing e) Sanitation Telecommunication 	<ul style="list-style-type: none"> a) Health b) Sport and recreation c) Education d) Safety and security 	<ul style="list-style-type: none"> a) Agricultural projects b) LED projects c) Tourism development d) Mining infrastructure e) Manufacturing

C) MAKHADO LOCAL MUNICIPALITY

<u>Infrastructure Cluster:</u>	<u>Social Cluster:</u>	<u>Economic Cluster:</u>
<ul style="list-style-type: none"> a) Water and sanitation b) Electricity c) Roads, bridges and stormwater drainage d) Refuse dumping sites e) Municipal buildings 	<ul style="list-style-type: none"> a) Health b) Education c) Housing d) Recreation, sport and multipurpose halls/centres 	<ul style="list-style-type: none"> a) Local Economic Regeneration projects b) Tourism c) Agriculture d) Transportation

TABLE 3.1.3.2 PRIORITIES FROM A LOCAL MUNICIPALITY PERSPECTIVE SUMMARISED AS PART OF THE VDM-IDP

f) Communication g) Graveyards h) Tribal offices i) Land availability	e) Welfare (widows, orphans, disabled, elderly) f) Safety and security	
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D) THULAMELA LOCAL MUNICIPALITY

<u>Infrastructure Cluster:</u>	<u>Social Cluster:</u>	<u>Economic Cluster:</u>
a) Water and sanitation b) Roads c) Electricity d) Land and housing e) Post and telecommunication f) Waste management g) Disaster management h) Cemeteries	a) Health b) Education c) Welfare d) Sports and recreation e) Safety and security	a) Agriculture b) Tourism c) Industrial d) Mining e) SMME's f) LED projects g) Retail

VHEMBE DISTRICT MUNICIPAL PRIORITY ISSUES

<u>Infrastructure Cluster:</u>	<u>Social Cluster:</u>	<u>Economic Cluster:</u>
a) Water and sanitation b) Electricity c) Roads d) Housing e) Communication f) Waste management g) Cemeteries h) Disaster management i) Offices	a) Health and welfare b) Education c) Sports, Arts and Culture d) Safety and Security	a) Agriculture b) Tourism c) LED/Employment d) Mining Industry e) Commercial/Agricultural processing industries/factories

3.1.4 Existing local policy

The major source of information about transport for the respective local municipalities was their respective Integrated Development Plans (IDP). Tables 3.1.4.1 to 3.1.4.4 show the transport-related local strategies or projects indicated as part of the IDP respectively for the following:

- a) Thulamela Municipality
- b) Makhado Municipality
- c) Musina Municipality
- d) Mutale Municipality.

TABLE 3.1.4.1: TRANSPORT-RELATED LOCAL STRATEGIES AS INDICATED AS PART OF THE THULAMELA IDP
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NOTE: NO INFORMATION WAS AVAILABLE ABOUT TRANSPORT FOR THE THULAMELA LOCAL MUNICIPALITY

TABLE 3.1.4.2A: TRANSPORT-RELATED LOCAL STRATEGIES INDICATED AS PART OF THE MAKHADO LOCAL MUNICIPALITY IDP

Based on the vision and objectives, the following strategies were formulated for transport:

- a) Makhado Municipality should serve as a transport and storage node for freight
- b) Employment opportunities and residential areas should be linked
- c) Transport linkages should be created between activity centres

CONSOLIDATED ISSUES

In this step the prioritised issues provided by the community were consolidated with the internal municipal issues and reprioritised at the municipal level. The consolidated issues were subdivided into five main categories (economic, spatial, socio-economic, environmental and institutional) and listed in order of importance under each category. In addition, the overall priority is shown in the last column where it is clear that water is the highest priority issue in Makhado, followed by electricity and roads.

ISSUE	OVERALL PRIORITY	SECONDARY PRIORITY
a) Transportation	13	
b) Bus stops		1
c) Public transport master plan		2
d) Transport/storage node for freight		3
e) Taxi ranks (ablution/shelters)		4
f) Roads and stormwater drainage	3	
g) Upgrading/maintenance of roads		1
h) Tarring		2
i) Construction of bridges		3

TABLE 3.1.4.2B: TRANSPORT-RELATED PROJECTS: MAJOR MILESTONES AND ANNUAL OUTPUT TARGETS FOR THE MAKHADO LOCAL MUNICIPALITY					
PROJECTS	MAJOR MILESTONES AND ANNUAL OUTPUT TARGETS				
	2002	2003	2004	2005	2006
Adequate facilities at transportation end points and pick-up points	Appoint consultants to draw up transport master plan	Provide bus stops	Provide bus stops	Provide bus stops	Provide bus stops

TABLE 3.1.4.2.C: INDICATORS, RESPONSIBLE AGENT AND OUTPUT TARGETS FOR EACH MAKHADO LOCAL MUNICIPALITY IDP TRANSPORT PROJECT.					
PROJECT NO.	PROJECTS	DEVELOPMENT INDICATORS	OUTPUT TARGETS	RESPONSIBLE AGENT	PERFORMANCE AREA
36	Adequate facilities transportation end points and pick up points	a) 50% of ranks provided with shelters and ablution facilities	a) Bus stops (35 wards) b) Public transport master plan c) Elim taxi rank d) Masia taxi rank e) Vuwani taxi rank	MM	OI

TABLE 3.1.4.3: COPY OF TRANSPORT-RELATED PROJECT IDENTIFIED AS PART OF THE MUSINA LOCAL MUNICIPALITY IDP

PROJECT TITLE													PROJECT NO. 18							
Transport Forum to arrange discussions with Department of Transport and taxi associations to improve public transport between Musina and the three settlements																				
OVERALL OBJECTIVE: To facilitate a frequent public transport service between Madimbo, Malale and Domboni, and Musina on a continuous basis.							STRATEGY: Transport Forum to arrange discussions with taxi associations and Department of Transport regarding lack of transport facilities and operating licences Request Department of Transport to undertake a route verification assessment to verify all currently used roads and to identify the areas / places which do not have transport services													
PROJECT OBJECTIVE: See "Overall Objective".							PROJECT INDICATORS: Finalise the route verification assessment Allocate more operating licences for taxis by 2002													
PROJECT OUTPUT:				TARGET/TARGET GROUPS:				LOCATION:												
Route verification assessment is completed More operating licences are allocated				-				Madimbo, Malale & Domboni												
MAJOR ACTIVITIES:				RESPONSIBLE AGENCIES:				TIME:												
								2002		2003		2004		2005		2006				
								2	3	4	1	2	3	4	1	2	3	4	1	2
Negotiate with Department of Transport & taxi associations				Department Protection Services / Vhembe DM					X											
Route verification assessment				Department of Transport & Department Protection Services					X											
ASSUMPTIONS: Allocation of new operating licences will depend on various criteria that the Department of Transport uses for allocating such licences and the outcome of the route verification assessment							RISKS: None.													

TABLE 3.1.4.4: TRANSPORT-RELATED OBJECTIVES AS INDICATED AS PART OF THE MUTALE LOCAL MUNICIPALITY IDP

<p>Objective(s): To improve roads and transportation network system from 10% to 60% by June 2007</p>	<p>Indicators for achieving the objectives: An improvement in roads and transportation network system by 10% annually</p>	
<p>Project output: a) -Placement of road signs b) -Tarred roads c) -Regravelled access roads d) -Regulated public transport system e) -Reduction of road accidents</p>	<p>Targets\Target groups: a) The entire municipal area</p>	<p>Locations: a) -Shadani to Masisi b) -Matavhela to Muswodi c) -Folovhodwe to Mutele d) -Tshandama to Tshixwadza e) -Tshixwadza to Matavhela</p>
<p>Major activities: a) -Drawing up of business plan b) -Regravelling of roads c) -Transfer of assets d) -Tarring & Maintenance of road e) -Installation of roads signs f) -Formulation of Public g) Transport by-laws. h) -Road safety campaigns</p>	<p>Responsible agencies: a) -VDM b) -Public Works c) -Road Agency (NPRA) d) -Mutale Municipality e) -Public transport (Bus) f) -Taxi association</p>	<p>Timing: a) -5 months b) -Ongoing c) -6 months d) -3years e) -Ongoing</p>
<p>Costs: a) 2002/2003=R 23 550 000,00 b) 2003/2004=R 23 550 000,00 c) 2004/2005=R 23 550 000,00 d) 2005/2006=R 23 550 000,00 e) 2006/2007=R 23 550 000,00</p>	<p>Budget estimates: a) R117 750 000,00</p>	<p>Sources of finance: a) -Public Transport b) -NPRA & VDM c) -Public Works d) -Mutale Municipality & DBSA</p>

3.2 Policy to be adopted

The policy framework to be adopted would be the Limpopo Province Policy Framework in the format of “Limpopo in Motion”. The “Limpopo in Motion” document obviously takes into consideration the National Land Transport Transition Act, Act 22 of 2000 as well as the National Land Transport Framework.

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

3.3 Roles of modes in the area

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

3.4 Preferred modes

The major modes of public transport in the VDM area are currently taxis and buses.

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

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

4(1)(a) Public transport services -

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

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

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

3.5 Parallel subsidised services and commercial service contracts

As regards subsidising the public transport system, it is mentioned above that a number of parallel routes are currently being subsidised in the VDM area. See Section 2.2.3 for more information. The VDM Rationalisation Plan addresses the issue in detail.

4. RESTRUCTURING, INTERVENTIONS, CONDITIONS AND EVALUATIONS

This section elaborates on the following:

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

4.1 Restructuring

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

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

4.1.1 Broad perspective on future development of the public transport system

Unfortunately there is no public transport plan at present but the planning process is in progress and should provide a good understanding of the requirements for the future public transport system.

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

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

The individual settlements are classified in terms of their position in the settlement hierarchy (e.g. first, second and third or fourth order) as a single category. The Vhembe district has a total of 24 clusters, which includes 43 first-order and 139 second-order settlements. This means that 24,6% of the total number of settlements in the Vhembe district are included in first-order and second-order (priority) development nodes. The remaining 557 settlements are classified as third-order and fourth-order nodes. What is most important for future planning and development in this municipality is the fact that 48,92% of the total population (based on the DWAF – CWSS population study in 2000) is situated in these priority development nodes.

Based on the Vhembe IDP, the Vhembe district generates a sizeable contribution towards the provincial economy (12% in 1980, 16,1% in 1991 and 16.8% in 1995).

The service sector (contributed 31,2% in 1980, 43,3% in 1991 and 46,5% in 1995) and the trade sector (contributed 13,1% in 1980, 18,3% in 1991 and 20,68% in 1995) dominate the local economy. The reasons for the dominance of the service sector can be attributed to the inclusion of the capital (Thohoyandou) of the former Venda in the Vhembe district. The relatively strong performance of the trade sector can be attributed to the trade facilities at Thohoyandou and the well-established trade sectors of Musina and Louis Trichardt. The economy is not particularly concentrated as the agricultural and mining sectors generate sizeable contributions to the local economy. However, in recent years there has been a decline in the growth of the agricultural sector.

The shift-share analysis suggests that the district economy is far weaker than the aggregate provincial economy. The location quotients suggest that the district has a comparative advantage in the agricultural and service sectors.

About 20% of agricultural production is animal products (where cattle are most important), 69% horticultural products and 10,4% field crops where cotton is the main crop (1995).

Although the district is strategically located on the N1 corridor, it serves mainly as a thoroughfare for trade traffic to and from neighbouring African states, and there are few direct spin-offs benefiting the local economy (apart from the relatively limited shopping in Musina and at Beit Bridge). The district has tremendous potential for eco-tourism and one of the first trans-frontier parks is planned at the convergence of the Shashe River with the Limpopo River.

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

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

The next subsection elaborates on these three areas.

4.1.1.1 Main nodes in terms of commercial activities

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

- a) Thulamela Municipality
- b) Makhado Municipality
- c) Musina Municipality
- d) Mutale Municipality.

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

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

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

4.1.1.2 Corridor routes

It is vital in terms of the corridor routes in the VDM area to provide facilities and public transport systems that would improve the local communities' accessibility to transport.

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

- a) All major public transport facilities should be located as near as possible to the main accessible roads, in other words the corridors
- b) Special care should be taken at the public transport facilities to ensure that pedestrians can cross the road safely, especially the main corridor roads
- c) Public transport transfer facilities should also serve all major towns in the region, as this would provide a link between the villages and the major towns
- d) The feeder modes to public transport facilities from the respective passengers' homes could include buses, taxis, private vehicles, bicycles or walking
- e) The major multimodal facilities should be developed as close as possible to the corridor routes
- f) The aim should be for all facilities related to public transport to have the same theme and architectural design for a specific local municipality, as this would create an atmosphere of unity for public transport in the VDM area.

4.1.1.3 Public transport routes in the villages

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

4.1.2 Rationalisation of subsidised services

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

4.1.3 Restructuring of unsubsidised services

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

- a) The role of each transport mode

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

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

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

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

The subsections below elaborate on these operational matters.

4.1.3.1 Taxi recapitalisation

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

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

for taxi recapitalisation purposes, for respectively the –

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

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

Main route	MAIN ROUTE DESCRIPTION	No of passengers	No of seats	% of active seats used	No of trips	Average occupation per vehicle	Unique taxi trips	Average No of trips per taxi
L-R0079F-V	THOHOYANDOU to SHAYANDIMA	1 608	2 380	67,6	200	08,0	122	01,64
L-R0097F-V	KAPHAPHAZELA to THOHOYANDOU	1 601	2 960	54,1	206	07,8	147	01,40
L-R0098F-V	MAKWARELA to THOHOYANDOU	1 254	2 404	52,2	160	07,8	87	01,84
L-R0101F-V	TSHAKHUMA to THOHOYANDOU	1 170	2 281	51,3	161	07,3	128	01,26
L-R0032R-V	MHINGA to MALAMULELE	819	1 198	68,4	84	09,8	73	01,15
L-R0073F-V	SINTHUMULE to LOUIS TRICHARDT	814	1 225	66,4	91	08,9	78	01,17
L-R0053R-V	NANCEFIELD to MUSINA	766	1 326	57,8	116	06,6	44	02,64
L-R0114F-V	TSHIKUDINI to THOHOYANDOU	762	1 374	55,5	94	08,1	93	01,01
L-R0100F-V	VUWANI to THOHOYANDOU	759	985	77,1	67	11,3	47	01,43
L-R0117F-V	VHUFULI to THOHOYANDOU	698	1 026	68,0	71	09,8	59	01,20
L-R0085F-V	SILOAM to LOUIS TRICHARDT	659	1 409	46,8	96	06,9	83	01,16
L-R0103F-V	MUTALE to THOHOYANDOU	581	1 301	44,7	90	06,5	81	01,11
L-R0038R-V	MADONSI to MALAMULELE	488	898	54,3	64	07,6	51	01,25
L-R0005F-V	MALAMULELE to THOHOYANDOU	470	1 075	43,7	76	06,2	73	01,04
L-R0122R-V	WATERVAL to ELIM	440	586	75,1	43	10,2	37	01,16
L-R0041R-V	PLANGE to MALAMULELE	360	666	54,1	49	07,3	44	01,11
L-R0010F-V	ELIM to BUNGENI	214	485	44,1	46	04,7	30	01,53
L-R0085R-V	LOUIS TRICHARDT to SILOAM	202	470	43,0	32	06,3	30	01,07

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

Main Route	MAIN ROUTE DESCRIPTION	No of passengers	No of seats	% of active seats used	No of trips	Average occupation per vehicle	Unique taxi trips	Average No of trips per taxi
L-R0076R-V	THOHOYANDOU to PHIPHIDI	1 159	1 180	98,2	78	14,9	27	02,89
L-R0081R-V	THOHOYANDOU to SILOAM	983	1 051	93,5	71	13,8	47	01,51
L-R0085R-V	LOUIS TRICHARDT to SILOAM	700	724	96,7	50	14,0	49	01,02
L-R0098R-V	THOHOYANDOU to MAKWARELA	624	652	95,7	42	14,9	17	02,47
L-R0005R-V	THOHOYANDOU to MALAMULELE	438	434	100,9	29	15,1	29	01,00
L-R0116R-V	THOHOYANDOU to TSHIULUNGOMA	430	431	99,8	29	14,8	18	01,61

4.1.3.2 Conclusion of commercial service contracts

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

4.2 Interventions

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

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

Once an approved ITP has been made available, certain conditions may also apply to or be linked with operating licences on certain routes, over and above the evaluation done in dealing with applications for such licences.

4.3 Conditions

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

The following conditions are recommended for the VDM area:

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

4.4 Evaluations

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

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

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

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

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

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

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

- e) Competitive modes on route/corridor:
 - i) Volume
 - ii) Frequencies
 - iii) Waiting time for passengers and vehicles
 - iv) Quality of the transfer (distance between modes and waiting time).

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

The evaluation of the information is based on the following:

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

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

4.4.1 Capacity utilisation per route

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

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

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

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

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

The above assumptions and information available from the database were then utilised to calculate the estimated number of trips that a taxi could make during a specific survey period on a specific route. For the purpose of this OLS an operating period of 2 hours was taken for making the necessary route utilisation calculations.

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

The rationale in this regard is as follows:

- a) If the average actual number of trips per taxi per route is smaller than the estimated number of trips per taxi to make that taxi viable, there is no need to issue further licences. In order to give the taxi industry the benefit of the doubt, a built-in safety factor of 20% was allowed. The safety factor therefore implies that if the average actual number of trips per taxi is greater than 80% of the estimated number of taxi trips, issuing an operating licence could be considered. As the information would

become more accurate over time, the buffer of 20% would actually represent the growth permitted on the route. This in turn implies that as the information becomes more accurate, the buffer should be reduced accordingly.

- b) If the average actual number of trips per taxi per route is equal to the estimated number of trips per taxi, the implication is that the provision of public transport on the route is balanced.
- c) Theoretically the number of recorded trips should not be higher than the estimated number of trips. The following are possible reasons why the actual taxi trips could be higher than the estimated taxi trips:
 - i) The distance, average speed and waiting times are not accurate enough
 - ii) The operator does not travel the full route.

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

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

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

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

In conclusion, it is recommended that when the next CPTR for the area is conducted, selected routes should be surveyed over the weekend too, because an extremely high number of passengers in rural areas use the weekend public transport system.

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

4.4.2 Capacity utilisation at ranks

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

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

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

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

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

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

recommended that in the medium term the policy should be as follows:

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

4.4.3 Calculations to determine allowable number of operating licences per route

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

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

Whereas:

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

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

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

- ii) Long-distance routes (> 30 km) = 30 minutes.

Table E-1 of Appendix E of this report contains a copy of the results of the above mentioned calculations. It is extremely important to understand that it would not be possible to comment on the expected number of taxi operating licences that should be reduced per route. The reason is mainly that not all of the existing radius-based permits have been converted to route-based permits, implying that some vehicles are not linked to specific routes.

4.4.4 Results and recommendations

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

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

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

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

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

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

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

4.5 Procedures within the VDM for disposing of licence applications

Chapter 6 contains detailed information regarding the consulting process to be followed in terms of the Operating Licence application disposing process.

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

- a) The route relevant to the application and its status with respect to capacity utilisation should be identified
- b) If further investigations are indicated, these should be carried out
- c) Records should be checked to determine whether applications for additional licences have been supported and licences awarded by the Operating Licence Board, since the approval of the OLS. If so, the impact of the additional capacity on such route should be assessed
- d) If the above steps indicate that additional capacity on the route can be accommodated; the capacity utilisation of the relevant rank(s) should be assessed
- e) Similarly, the route should be assessed in terms of the preferred mode and the restructuring of the public transport system in the respective local municipality, as discussed in Sections 3.4 and 4.1 respectively
- f) The respective local municipalities should consider whether any conditions should be linked to a licence if awarded, as referred to in Section 4.3 of the OLS. Comments should be obtained from the relevant district taxi councils through their forum in cases where the route is located in a particular district
- g) If all the above considerations indicate that additional capacity can be supplied on the route relevant to the application, the local municipality concerned should obtain support for the application through the local transport forum.
- h) The proposed *pro forma* document, attached in Appendix D, should be used for recording the respective local municipalities' support and comments.
- i) If the OLB awards the relevant licence, the relevant local municipality, as well as the Vhembe District Municipality should record this.

It is recommended that the additional investigations referred to above should be correlated to the data observed on waiting times:

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

4.6 Other considerations

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

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

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

4.7 Future routes to be developed

This section makes a distinction between the following:

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

The subsequent section will elaborate on these routes.

4.7.1 Existing routes that are not in use

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

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

TABLE 4.7.1.1: REGISTERED TAXI ROUTES THAT ARE NOT IN USE		
ROUTE CODE	SUBROUTE CODE	SHORT DESCRIPTION OF ROUTE
L-R0003F-V	L-R0003F-01V	BEITBRIDGE TAXI RANK to SIBASA TAXI RANK
L-R0007R-V	L-R0007R-01V	MASINGITA to BUNGENI
L-R0008F-V	L-R0008F-01V	BUNGENI TAXI RANK to TSHAKUMA
L-R0014F-V	L-R0014F-01V	MAKHADO TAXI RANK to MUDIMELI TAXI RANK
L-R0016F-V	L-R0016F-01V	ELIM HOSPITAL TAXI RANK to VALDEZIA VILLAGE
L-R0017F-V	L-R0017F-01V	ELIM HOSPITAL TAXI RANK to RIVERPLAATS
L-R0020R-V	L-R0020R-01V	SAPIKOE TAXI RANK to ELIM-TSHITALE TAXI RANK
L-R0025R-V	L-R0025R-01V	ELTIVILLAS TAXI RANK to GOMBANI TAXI RANK
L-R0030R-V	L-R0030R-01V	MALAMULELE TAXI RANK to LOUIS TRICHARDT
L-R0027R-V	L-R0027R-01V	THOHOYANDOU VENDA PLAZA TAXI RANK to HAMUTELE
L-R0045R-V	L-R0045R-01V	MASAKONA TAXI RANK to SOEKMEKAAR
L-R0047R-V	L-R0047R-01V	MASHAMBA VILLAGE to SOEKMEKAAR
L-R0050F-V	L-R0050F-01V	MATIYANI TAXI RANK to SASELEMANE TAXI RANK
L-R0070R-V	L-R0070R-01V	THOHOYANDOU VENDA PLAZA TAXI RANK to MUTSHENZHENI
L-R0075F-V	L-R0075F-01V	LOUIS TRICHARDT O.K. BAZAARS TAXI RANK to MARA RANK

TABLE 4.7.1.1: REGISTERED TAXI ROUTES THAT ARE NOT IN USE		
ROUTE CODE	SUBROUTE CODE	SHORT DESCRIPTION OF ROUTE
L-R0080F-V	L-R0080F-01V	SIBASA SHOPRITE TAXI RANK to POLOKWANE
L-R0104R-V	L-R0104R-01V	ELTIVILLAS TAXI RANK to TIYANI TAXI RANK
L-R0104R-V	L-R0104R-02V	LOUIS TRICHARDT O.K. TAXI RANK to TIYANI TAXI RANK
L-R0108F-V	L-R0108F-01V	TIYANI TAXI RANK to SOEKMEKAAR
L-R0112R-V	L-R0112R-01V	ELTIVILLAS TAXI RANK to TSHIENDEULU TAXI RANK
L-R0094R-V	L-R0094R-01V	SILOAM TAXI RANK to TSHILUNGWI VILLAGE

4.7.2 New routes

As the route verification process has recently been conducted for the Vhembe District, this implies that there is no need to identify new routes, and the verified routes should serve as indicators for the OLS.

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

5. LAW ENFORCEMENT

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

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

The subsequent sections of this chapter elaborate on the above-mentioned components.

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

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

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

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

The VDM currently has 122 inward and 122 outward taxi routes. The inward route normally operates during the AM peak and the outward route during the PM peak. This implies that two shifts would be required to conduct the necessary law enforcement. The following assumptions were therefore made in order to determine the required number of law enforcement officers:

- a) Two law enforcement officers are required per point for safety reasons
- b) The aim is to patrol a specific route at least twice a week.
- c) Two different teams are required for the AM and PM peak periods

d) On average at least 5 routes could be targeted simultaneously.

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

$$\begin{aligned} \text{Number of Traffic Inspectors required} &= \frac{122 * 2 * 2}{6*5} \\ &= 16 \end{aligned}$$

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

5.3 The liaison structures operating in the area

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

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

5.4 List of envisaged projects for the year

The objective of the traffic official in the VDM is to implement the following projects:

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

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

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

- v) Continuous upgrading of driver-testing and licensing centres
- vi) Implementation of measures to eliminate fraudulent practices.

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

a) Promotion of Road Safety Education and Communication

- i) Recruit road safety volunteers in communities
- ii) Mobilise the community to promote road safety
- iii) Develop effective communication programmes
- iv) Include a road safety programme in the school curriculum
- v) Provide road safety education for all professional drivers
- vi) Distribute road safety material.

b) Improved public transport safety and security

- i) Implement the recommendations of the NLTSF
- ii) Implement the relevant aspects of the taxi recapitalisation report
- iii) Improve regulation/control and governance in the taxi industry
- iv) Implement crime prevention technologies to improve public transport security.

5.5 The availability and use of information

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

a) Current Public Transport Record

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

b) Operating Licensing Strategy

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

c) Registrar of Taxis and LPTS information

The Registrar of Taxis for the Limpopo Province has valuable operational information available about taxi operations and structures in the Limpopo Province. The LPTS information could also be utilised to verify information.

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

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

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

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

- a) Broad targets
- b) Specific targets.

5.6.1 Broad targets

The respective local municipalities have the following broad targets:

- a) An integrated transport system with legal operators who are well informed

- b) Law enforcement that ensures that the operators provide transport services on their specified routes
- c) A safe and reliable transport system.

5.6.2 Specific targets

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

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

The emphasis should be on –

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

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

This chapter deals with the following issues:

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

The subsequent sections of this report elaborate on the above-mentioned issues.

6.1 Stakeholder consultation

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

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

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

- vii) ensuring safe road conditions by enforcing adherence to traffic rules and regulations;
- f) implement the NTTT recommendations.

The VDTF has an approved constitution as well as a code of conduct to ensure orderly and well-organised meetings. It is important to note that the District Transport Forum is used as a basic planning platform to ensure uniformity in the district. It will become extremely important in future for local municipalities to have active transport forums so that the transport plans can be implemented. The representatives who should attend meetings of the local transport forums would be drawn from the following:

- a) Local Municipality
 - i) Councillors from the relevant subcommittee
 - ii) Officials of the following departments:
 - Technical Services Department
 - Traffic Department
 - Health Department
 - LED Department
- b) Limpopo Provincial Government
 - i) Department of Public Works – Vhembe District Office
 - ii) Department of Transport – Vhembe District Office
 - iii) Traffic Control – Vhembe District Office
- c) Vhembe District Municipality – Councillor and official
- d) Business Forum
- e) South African Police Service
- f) Sanco
- g) Spoornet
- h) Taxi industry, including the local taxi operations, long-distance taxi operations and metered-taxi operations.
- i) Bus industry
- j) Passengers and communities through unions and ward councillors
- k) Roads Agency Limpopo
- l) Organisations for people with disabilities.

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

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

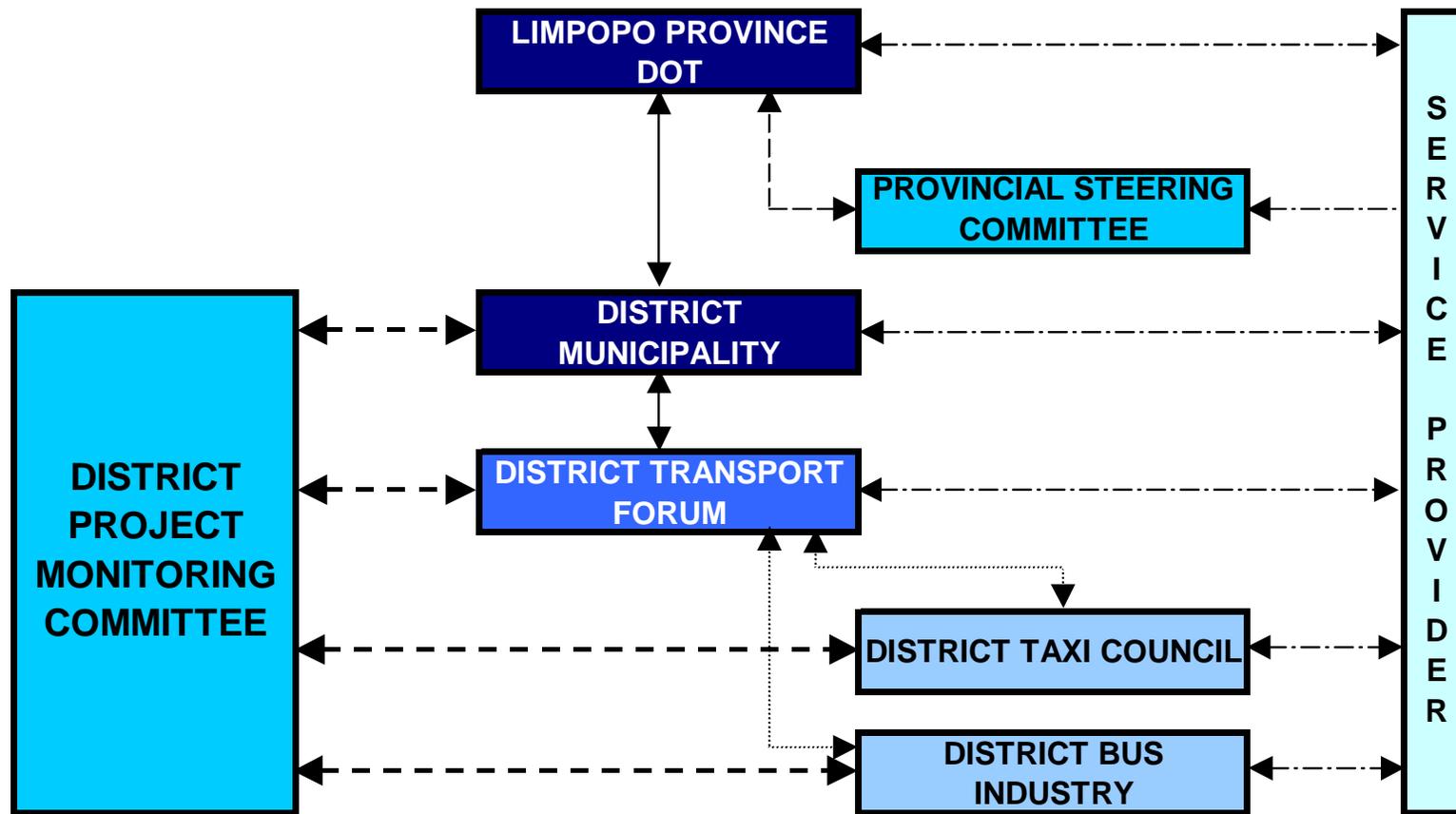


FIGURE 6.1.1: COMMUNICATION STRUCTURE USED FOR THE PREPARATION OF TRANSPORT PLANS

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

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

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

STRUCTURE	MEMBERS	FUNCTIONS
DISTRICT PROJECT MONITORING COMMITTEE	<ul style="list-style-type: none"> a) Representative of the District Municipality b) Representatives of the Local Municipalities c) Representative of the Provincial Transport Department at district level 	<ul style="list-style-type: none"> a) Liaise with the District Municipality b) Liaise with the Transport Forum c) Monitor the progress of the project d) Liaise with the bus and taxi industries e) The District Monitoring Committee should make recommendations via the District Municipality that the Provincial Department of Transport would enforce on the service providers
DISTRICT TAXI COUNCIL	<ul style="list-style-type: none"> a) Representatives of the District Taxi Council 	<ul style="list-style-type: none"> a) Work together with the service provider and the Project Monitoring Committee to ensure that product would be acceptable to the taxi industry. b) Liaise with the taxi industry's structures, such as taxi associations and the Provincial Taxi Council
DISTRICT BUS INDUSTRY	<ul style="list-style-type: none"> a) Representatives of District Bus Operators 	<ul style="list-style-type: none"> a) Work together with the service provider and the District Project Monitoring Committee to ensure that the product would be acceptable to the bus industry b) Liaise with the bus operators at lower levels
SERVICE PROVIDERS	<p>Siyazi Joint Venture:</p> <ul style="list-style-type: none"> a) Siyazi Limpopo b) TESS c) Gaming for Future Enterprises d) Local Previously Disadvantage Individuals 	<ul style="list-style-type: none"> a) Carry out the work b) Liaise with all the structures c) Consult with the Provincial Dept of Transport, Provincial Steering Committee, District Municipality, District Project Monitoring Committee and District Transport Forum, District Taxi Council, District Bus Industry

6.2 Liaison with the Operating Licence Board

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

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

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

- c) If the application for an operating licence is from any other South African province, it should be handled as follows:
 - i) Application is addressed to the applicant's Provincial OLB.
 - ii) The applicant's Provincial OLB sends the application to the Limpopo Provincial OLB.

- iii) Limpopo Provincial OLB sends the application to the Local Municipality as well as the Limpopo Province Registrar of Taxis for comments and a copy to the Vhembe District Municipality for the records.
- iv) The local transport forum assists the local municipality to give comments.
- v) The local municipality sends the comments to the Provincial Operating Licence Board for a final decision.
- vi) A copy of the comments should also be forwarded to the VDM.
- vii) The Limpopo OLB informs the applicant's Provincial OLB about the final decision.
- viii) The applicant's Provincial OLB informs the applicant about the final decision.

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

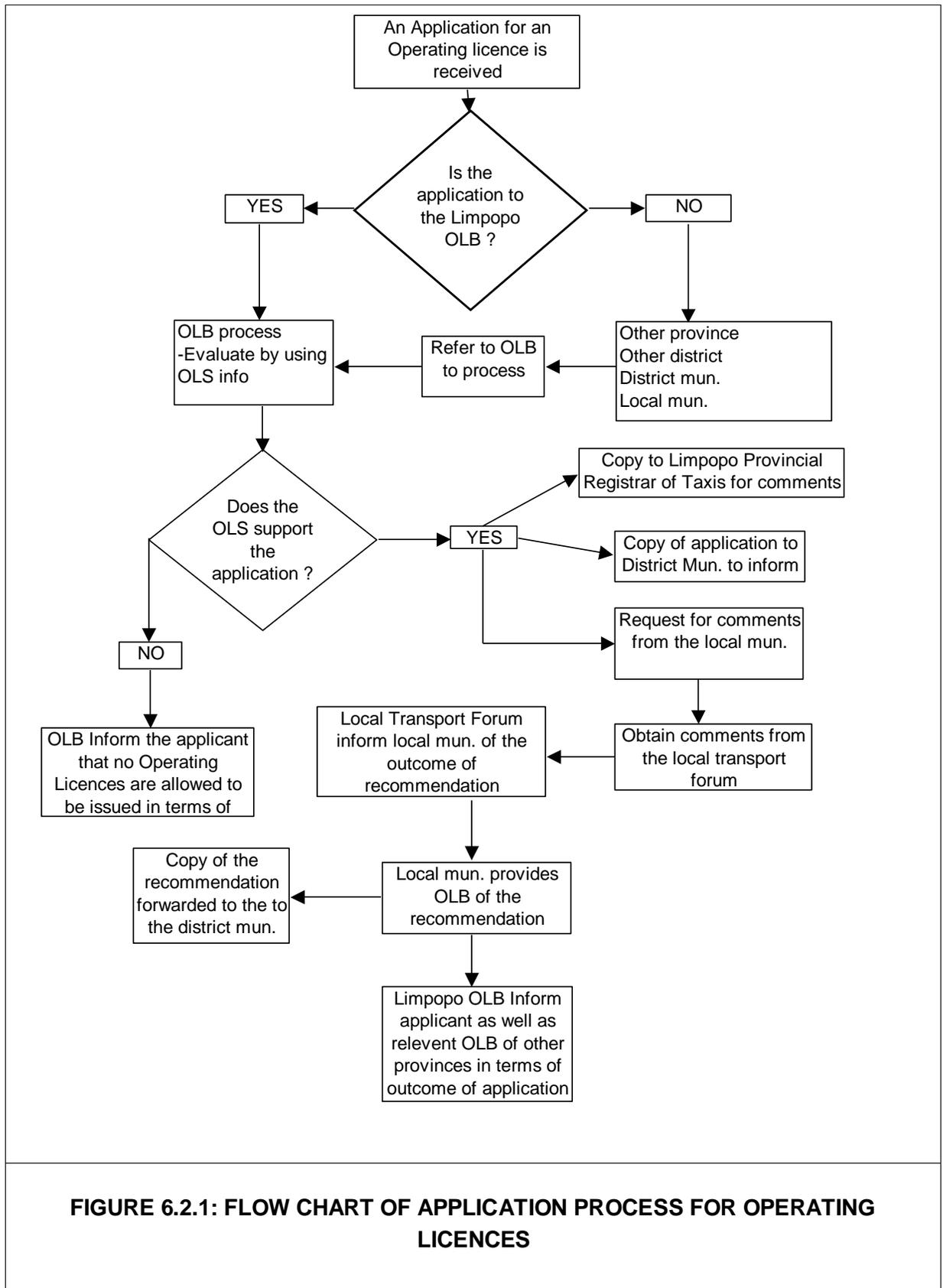


FIGURE 6.2.1: FLOW CHART OF APPLICATION PROCESS FOR OPERATING LICENCES

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

6.3 Tourism and educational service

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

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

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

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

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

6.4 Liaison with neighbouring Planning Authorities

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

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

- a) The following local municipalities are relevant:
 - i) Blouberg Local Municipality
 - ii) Molemole Local Municipality
 - iii) Greater Giyani Local Municipality
 - iv) Lephalale Local Municipality
 - v) Greater Letaba Local Municipality

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

- c) The following provinces are relevant:
 - i) There are no neighbouring provinces around the Vhembe District Municipality, however, there are taxis operating to Gauteng Province

- d) The following neighbouring countries are relevant:
 - i) Zimbabwe

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

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

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

This chapter contains the following:

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

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

7.1 Prioritised proposals

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

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

7.2 Implementation programme and financial implications

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

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

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

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

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

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

Consequently it is important for the VDM to implement the OLS and Ratplans as well as the Integrated Transport Plan properly, as outlined in the guidelines. As indicated

above, a budget would have to be provided for to meet the financial requirements of ensuring the successful implementation and progress of the process. The decision makers at district level need to understand what sources of revenue could be tapped, and should identify, confirm and dedicate a special budget for the approved plans. Some of the sources of funding that could be given further consideration in dealing with OLS and other plans are listed below:

- a) Each district municipality receives a national allocation for its and its local municipalities to address the enormous backlogs in and challenges of service delivery to the people. At present this is the main source of funds.
- b) The districts are also connected with the Limpopo DoT, which has the main responsibility for focusing on the provincial transport system and currently provides a number of services to municipalities, due to their lack of adequate capacity. The provincial government could be requested to set aside a secondary budget from its main budget, in order to implement the above-mentioned plans. However, there is no guarantee that the provincial DoT would make such funds available. This source of funds, if properly motivated, might provide some funding in the short term.
- c) Another source of funds that would become available in the course of time would be the revenue generated by the district municipality or the local municipalities from the successful implementation of law enforcement processes, e.g. fines collected from operators who contravene the laws and by-laws.
- d) The funds generated from the licence fees for issuing the operating permits.
- e) The Minister of Finance, Mr Trevor Manuel, indicated that increased allocations would be made to municipalities in the country to address infrastructure backlogs and other key services. This could further augment the budgets of municipalities and help them establish the infrastructure required for taxi-rank facilities and the other factors related to the OLS.
- f) Municipalities through the provincial government could also request a one-off budget from the National Department of Transport but the allocation of such funds would depend on the merits of each case.

The above-mentioned budgetary and funding considerations are important for implementing the programme for the maximum impact in the shortest possible time. Table 7.2.1 illustrates the implementation programme as well as the expected budget that would be required to implement the VDM-OLS.

TABLE 7.2.1: VDM OPERATING LICENCE PROGRAMME AND FINANCIAL IMPLICATIONS

PROJECT	YEAR					ESTIMATED BUDGET		
	1	2	3	4	5	YEAR 1	YEAR 2-5	TOTAL
Project-1: Annual update of OLS		■	■	■	■	R0	R696 150	R696 150
Project-2: Vehicle verification process	■					R150 000	R0	R150 000
Project-3: Establishment of provincial Operating Licence Offices at district municipality level. a) General application process b) Assist with eliminating illegal operators on existing routes c) Grant operating licences for the recommended additional routes d) Special operating licences for transportation at funerals, functions, etc. e) Replacement of vehicle f) Colour coding of routes		■	■	■	■	R1 000 000	R 4 779 496	R 5 779 496
Project 4: Law enforcement a) Appointment of law enforcement officers dedicated to inspecting operating licences as well as rationalisation issues. b) Special law enforcement campaigns on problem routes for the respective local municipalities (once a month)	■	■	■	■	■	R2 320 000	R11 801 274	R13 401 274
	■	■	■	■	■	R150 000	R716 924	R866 924
Project 5: Establishment of Vhembe Taxi Co-operative	■					R50 000	R0	R50 000
Project 6: Maintenance of Vhembe Taxi Co-operative	■	■	■	■	■	R500 000	R1 500 000	R2 000 000
Project 7: Implementation and maintenance of route colour-coding system for taxis.		■	■	■	■	R0	R700 000	R700 000
Project 8: Establishment and maintenance of local transport forums.	■	■	■	■	■	R480 000	R1 561 504	R 2 041 504
Project 9: Maintenance of the district transport forum.	■	■	■	■	■	70 000	335 805	R405 805
Project 10: Development of Rank Management skills.	■	■	■	■	■	R350 000	R490 000	R 840 000
Project 11: Formalisation of the metered-taxi industry and scholar transport.		■	■	■		R0	R500 000	R500 000
Total financial implications						R5 070 000	R23 081 153	R28 151 153

NOTES IN TERMS OF THE BUDGET AS INDICATED IN 7.2.1:

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

The updating of the OLS is a process that needs to be done annually by the Limpopo Province Department of Transport, through the relevant district municipalities.

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

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

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

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

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

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

d) **Project 4:** Law enforcement

A distinction is made between the following:

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

In terms of law enforcement officers it is recommended that at least 16 inspectors dedicated for the purpose of enforcing the law with regard to operating licences should be appointed as discussed in Chapter 5 of this report. It should be noted that these inspectors could also be utilised for monitoring the subsidised bus routes. This function is highly specialised, and cannot be performed by the ordinary officers, as the inspectors have to be specially trained

for these tasks. For this reason, consideration should be given to attracting such specialised inspectors by offering them special salary packages. It should furthermore be noted that the costs listed above include only the personnel implications, but administrative costs such as vehicles and accessories have been excluded, as the specifications for such official vehicles have not yet been determined at this stage.

The law enforcement campaigns include the following:

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

Three initial projects were identified, namely:

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

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

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

The process to establish cooperatives needs to be done by firstly convincing the members that the cooperative is the correct structure and then to establish co-operatives following by supporting the development of the cooperatives through protection against big business, transferring of skills and development of business opportunities.

The process should include the following steps:

- i) Revitalise the Provincial Taxi Co-operative and integrate the management of the Provincial Co-operative and the Council to become one structure.
- ii) Use the Provincial Primary Co-operative as a business skills incubator that would mentor and transfer skills to the working groups formed for each district or region. As each

district working group becomes successful, the following steps would be taken:

- A successful district-working group becomes converted into a primary district taxi co-operative that will work more independently from the provincial co-operative.
- Skills transfer and mentoring for the new primary co-operative would continue as a member of the provincial co-operative and will serve on the executive of the that district co-operative.
- Once two or more district working groups are ready to become more independent and can become primary district co-operatives, the provincial co-operative would be converted into a secondary co-operative.
- The new district primary co-operatives would have greater freedom to conduct and manage business from what was the case when it was still a working group. It would also bear greater responsibility and still report to the Board of Control of the provincial co-operative through an executive member from the provincial co-operative representing the provincial Board of Control.
- The role of the provincial co-operative will shift from doing business it self to that of negotiating business for the district co-operatives.

iii) During the support phase the provincial but especially the district co-operatives would be assisted to:

- Identify and develop markets for the members of the co-operatives but also be taught to develop a recruitment campaign.
- Co-operative members will share their equipment and experience, in this way reducing the input cost and any losses arising from mistakes and bad practices.
- Training and empowerment will form a crucial part of the total project. Members will be trained in the management skills, operational methods and marketing and negotiation skills that will develop and empower them.
- The project team will monitor the project and co-operative members for at least one year to make sure they are on the right track.
- As training is an expensive process it is important to establish a central training centre on provincial level. Such a centre would be used to train the members of the new co-operatives in practical operations of running and management of a transport business. The centre would also monitor the individual members and send a member for specific training if it is found that the member is not correctly applying the skills he was taught.
- The members could jointly share equipment and resources, which would cost too much to buy or hire individually.

- The support phase will also assist the different co-operatives to obtain the necessary infrastructure or to share where it is not cost effective to have access on a full time basis.

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

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

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

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

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

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

In the establishment of local transport forums, the following are relevant:

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

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

- i) General administration

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

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

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

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

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

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

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

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

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

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

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

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