

FINAL

MOPANI DISTRICT MUNICIPALITY OPERATING LICENSING STRATEGY (OLS)

APRIL 2004



TITLE: MOPANI TRANSPORT PLANS

VOLUME 2: OPERATING LICENCE STRATEGY

April 2004

Prepared for:

**MOPANI District Municipality
Private Bag X9687
GIYANI
0826**

Prepared by:

**Siyazi Joint Venture
PO Box 11182
BENDOR
0699**

The Transport Plans for MOPANI District Municipality comprises five volumes:

- a) Volume 1: Current Public Transport Records (CPTR) (prepared by Khanyisa, June 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 Mopani 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.....**

All rights reserved. No part of this publication may be reproduced or
Transmitted in any form or by any means, including photocopying
And recording without the written permission of the copyright holder,
Application for which should be addressed before any part of
This publication is stored in a retrievable system of any nature.

EXECUTIVE SUMMARY

The MOPANI District Municipality (MDM) 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 MDM to provide structured and informed responses to the operating licence applications referred to it by both 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 MDM. 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 MDM:

- 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 public transport service provision in the MDM
- 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) Utilisation of the dispute resolution mechanisms developed in MDM. The MOPANI District Transport Forum (MDTF) would be important in terms of the liaison process
- g) The general participation, buy-in and co-operation of the Taxi Associations and the MDTF
- 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 MDM 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 MOPANI-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 MOPANI District Transport Forum (MDTF) was the backbone of the consultation process. The Limpopo Province Operating Licence Board as well as the Registrar of Taxis were represented during the consultation process.

The MDM-CPTR has only a limited amount of information available about route utilisation, rank utilisation and waiting times. Based on the available information as well as the observed route utilisation patterns in other district municipalities in the Limpopo Province it was, however, possible to recommend that no new operating licences should be awarded in the MDM area for the period from 1 April 2004 to 31 March 2005, after which the situation should be reviewed again based on the new CPTR information obtained. It should be noted moreover that whenever an application for an operating licence is made for a specific route in the Mopani District Municipality and the recommendation for the application has to be considered, the necessary surveys should be conducted by the District Municipality on all routes for which there is insufficient information available. These include route utilisation, rank utilisation and waiting-time surveys. The relevant recommendation could therefore be reviewed if there is clear evidence from the surveys that the operating conditions on that route would justify issuing an operating licence based on the conditions and evaluations made in Chapter 4 as part of this Operating Licence Strategy.

It is also extremely important in the short term to transfer existing operators who do have operating licences to routes that may be undersupplied with transport services, instead of issuing licences to new operators. Such transfers should, however, be made with great care and after extensive consultation.

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

CONTENTS

1. INTRODUCTION.....	1
1.1 Background.....	1
1.2 Purpose and objective of the study.....	1
1.3 Scope of the work.....	2
1.3.1 Area under consideration.....	3
1.3.2 Nature of services under investigation.....	4
1.3.3 Authority responsible for the preparation of the OLS.....	5
1.3.4 Period and date for the particular OLS.....	5
1.4 Methodology.....	5
1.5 Deliverables.....	8
2. ANALYSIS OF THE PUBLIC TRANSPORT SYSTEM.....	9
2.1 Description and analysis of the results of the CPTR.....	9
2.2 The description and use of major transport corridors and major facilities.....	13
2.2.1 Major public transport corridors.....	13
2.2.2 Major public transport facilities.....	14
2.2.3 Public transport services operating in parallel to one another and competing for the same market.....	14
2.2.4 Any significant regulatory issues and impediments.....	15
3. POLICY FRAMEWORK.....	17
3.1 Existing relevant policy.....	17
3.1.1 Existing national policy.....	17
3.1.2 Existing provincial policy.....	19
3.1.3 Existing district policy.....	22
3.1.4 Existing local policy.....	24
3.2 Policy to be adopted.....	28
3.3 Roles of modes in the area.....	28
3.4 Preferred modes.....	28
3.5 Parallel subsidised services and commercial service contracts.....	29
4. RESTRUCTURING, INTERVENTIONS, CONDITIONS AND EVALUATIONS.....	30
4.1 Restructuring.....	30
4.1.1 Broad perspective on future development of the public transport system.....	30
4.1.2 Rationalisation of subsidised services.....	32
4.1.3 Restructuring of unsubsidised services.....	33
4.2 Interventions.....	36
4.3 Conditions.....	36
4.4 Evaluations.....	37
4.4.1 Capacity utilisation per route.....	38
4.4.2 Capacity utilisation at ranks.....	41
4.4.3 Calculations to determine allowable number of operating licences per route....	42
4.4.4 Results and recommendations.....	43

4.5	Procedures within the MDM for disposing of licence applications	44
4.6	Other considerations.....	45
4.7	Future routes to be developed.....	45
4.7.1	Exiting routes that are not in use.....	46
4.7.2	New routes	46
5.	LAW ENFORCEMENT	47
5.1	List of the authorities responsible for law enforcement in the area.....	47
5.1.1	Number of law enforcement officers available in the area, per taxi rank and/or position.....	47
5.2	The liaison structures operating in the area.....	48
5.3	List of envisaged projects for the year.....	48
5.4	The availability and use of information	50
5.4.1	Law enforcement targets and method of monitoring the achievement of such targets.....	50
5.4.2	Broad targets.....	51
5.4.3	Specific targets	51
6.	STAKEHOLDER CONSULTATION, LIAISON WITH THE OPERATING LICENCE BOARD AND LIAISON WITH NEIGHBOURING PLANNING AUTHORITIES	52
6.1	Stakeholder consultation	52
6.2	Liaison with the Operating Licence Board	58
6.3	Tourism and educational service	61
6.4	Liaison with neighbouring Planning Authorities.....	61
7.	PRIORITISED PROPOSALS AND IMPLEMENTATION PROGRAMME TOGETHER WITH THE FINANCIAL IMPLICATIONS	63
7.1	Prioritised proposals	63
7.2	Implementation programme and financial implications.....	64
8.	BIBLIOGRAPHY	72

LIST OF TABLES

TABLE 2.2.1.1:	MAJOR CORRIDOR ROUTES
TABLE 2.2.2.1:	MAJOR PUBLIC TRANSPORT FACILITIES IN MDM
TABLE 2.2.3.1:	SUBSIDISED BUS OPERATORS IN THE MDM
TABLE 3.1.3.1:	TRANSPORT-RELATED DISTRICT STRATEGIES INDICATED AS PART OF THE MDM IDP
TABLE 3.1.4.1:	TRANSPORT-RELATED LOCAL STRATEGIES AS INDICATED AS PART OF THE GREATER TZANEEN LOCAL MUNICIPALITY IDP
TABLE 3.1.4.2:	TRANSPORT-RELATED LOCAL STRATEGIES AS INDICATED AS PART OF THE GREATER GIYANI LOCAL MUNICIPALITY IDP
TABLE 3.1.4.3:	TRANSPORT-RELATED LOCAL STRATEGIES AS INDICATED AS PART OF THE BA-PHALABORWA LOCAL MUNICIPALITY IDP
TABLE 4.1.3.1.1:	SUMMARY OF BUSIEST TAXI ROUTES (AM-PEAK between 06:00 and 09:00)
TABLE 4.1.3.1.2:	SUMMARY OF BUSIEST TAXI ROUTES (PM-PEAK between 15:00 and 18:00)
TABLE 4.6.1:	PROCESS FOLLOWED WHEN DEALING WITH OTHER APPLICATIONS
TABLE 4.7.1.1:	REGISTERED TAXI ROUTES THAT IS NOT OPERATIVE
TABLE 6.1.1:	FUNCTIONS AND MEMBERS OF THE VARIOUS STRUCTURES FOR THE PREPARATION OF DISTRICT TRANSPORT PLANS
TABLE 7.2.1:	MDM OPERATING LICENSE PROGRAM AND FINANCIAL IMPLICATIONS
TABLE C-1:	TYPE OF MODE OPERATING ON A SPECIFIC ROUTE IN THE MDM AREA
TABLE C-2:	SUMMARY OF SUBSIDISED BUS ROUTES IN THE MDM AREA
TABLE D-1:	PRO-FORMA: BASIC INFORMATION REQUIRED FOR THE DISPOSAL OF APPLICATIONS FOR OPERATING LICENCES
TABLE E-1:	RECOMMENDATIONS ON ISSUING OF THE OPERATING LICENCES IN THE MDM TAXI ROUTES
TABLE E-2:	LIMPOPO PROVINCE REGISTRAR OF TAXIS INFORMATION IN TERMS OF MDM (NUMBER OF TAXI OPERATORS)
TABLE F-1:	ROUTES AFFECTED BY NEIGHBOURING PLANNING AUTHORITIES

LIST OF FIGURES

- FIGURE 1.3.1.1: AREA UNDER CONSIDERATION
- FIGURE 2.1.1: DISTRIBUTION OF PUBLIC TRANSPORT FACILITIES IN THE MDM AREA
- FIGURE 6.1.1: COMMUNICATION STRUCTURE FOR THE PREPARATION OF TRANSPORT PLANS
- FIGURE 6.2.1: FLOW CHART OF APPLICATION PROCESS FOR OPERATING LICENCES

ABBREVIATIONS

MDM:	MOPANI DISTRICT MUNICIPALITY
MDTF:	MOPANI 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

APPENDICES

APPENDIX A:	DEFINITIONS
APPENDIX A-1:	NATIONAL LAND TRANSPORT TRANSITION ACT, 22 OF 2002 DEFINITIONS
APPENDIX A-2:	DEFINITIONS FROM NATIONAL TRANSPORT PLANNING GUIDELINES AND REQUIREMENTS FOR OLS
APPENDIX B:	SECTION 24 AND SECTION 4 OF THE NATIONAL LAND TRANSPORT TRANSITION ACT, ACT 22 OF 2002
APPENDIX C:	EXISTING OPERATING INFORMATION IN THE MDM AREA
APPENDIX D:	COMMUNICATION WITH THE LIMPOPO OLB: <i>PRO FORMA</i> FOR DISPOSAL OF APPLICATIONS FOR OPERATING LICENCES
APPENDIX E:	RECOMMENDATIONS ON ISSUING OF THE OPERATING LICENCES
APPENDIX F:	ROUTES AFFECTED BY NEIGHBOURING PLANNING AUTHORITIES
APPENDIX G:	NEW ROUTES

1. INTRODUCTION

1.1 Background

The MOPANI District Municipality (MDM) 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 June 2003 by Khanyisa, preceded the first OLS. This CPTR included surveys of taxi and bus operations in the MDM area. A database was also compiled on the CPTR for the MDM area. At this stage the following should be mentioned with regard to the relevant CPTR:

- a) Little or no detailed informative sessions were held, particularly with the taxi industry in the Mopani District
- b) Not all of the required information was captured, for example restricted information was captured about issues such as route utilisation, rank utilisation, waiting times or ranking facilities.

The information as part of the database was captured on the MDM-CPTR database that was designed for practical use by the MDM.

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 licenses) issued in terms of approved passenger transport plans.

1.2 Purpose and objective of the study

The purpose of the OLS is to present a strategy which will enable the MDM to provide structured and informed responses to applications for operating licences referred to it by both 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.

1.3 Scope of the work

The scope of and approach to the formulation of an OLS for the MDM area are based on the requirements of the NLTTA, 2 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 MDM.

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 MDM:

- a) The focus of the first OLS should be on taxi and bus operations
- b) Attention would be given to an overarching framework for public transport service provision in the MDM
- 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 would be analysed,
- e) Commercial and tendered contracts for the provision of bus services would be taken into account
- f) The utilisation of the dispute resolution mechanisms developed in the MDM in the form of the MDTF would be important in the liaison process
- g) The general participation, buy-in and co-operation of the Taxi operators and the MDTF 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 MDM to ensure that the strategy is 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 MDM 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:

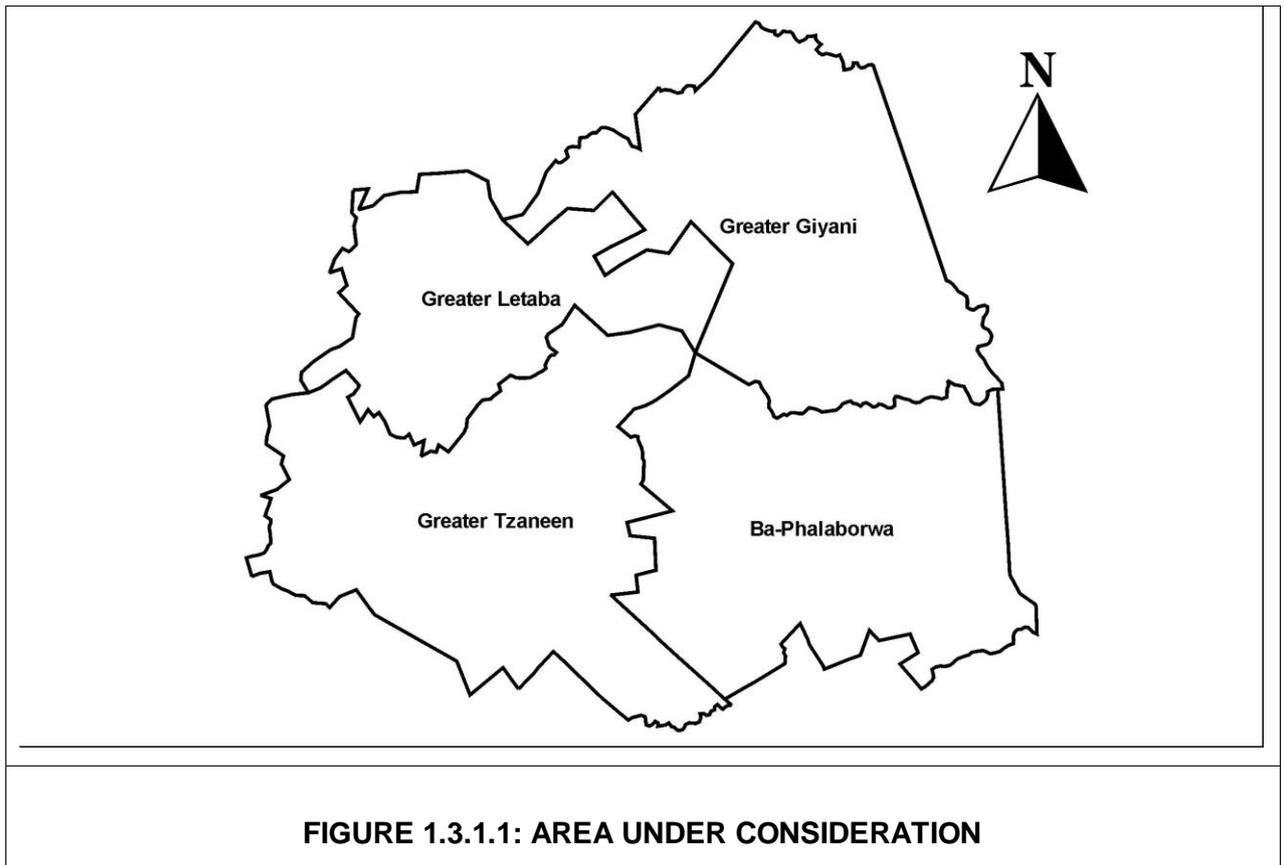
- a) Area under consideration
- b) Nature of services under consideration
- c) Authority responsible for the preparation of the OLS
- d) Periods and date for the particular OLS.

1.3.1 Area under consideration

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

- a) Greater Giyani Municipality;
- b) Greater Letaba Municipality;
- c) Greater Tzaneen Municipality; and
- d) Ba-Phalaborwa Municipality;

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



The Mopani District's area of jurisdiction is situated in the north-eastern part of the Limpopo Province, approximately 170 km north-east of Polokwane.

1.3.2 Nature of services under investigation

The major public transport services to be investigated are the bus and taxi operations.

There are a limited number of metered-taxi activities in the MDM area. The primary criteria for metered-taxi services that will be evaluated and recorded in the OLS are the capacity and capacity utilisation of parking and holding facilities. Since the metered taxi has not been 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 relevant local municipality area as soon as possible.

None of the daily commuters in the MDM area currently uses rail transport.

1.3.3 Authority responsible for the preparation of the OLS

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

At provincial level a provincial Steering Committee was established that includes members of the respective district municipalities as well as 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 would 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 MDTF, which includes 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 service provider's intention to ensure that we create and facilitate public participation in the planning and execution of the surveys.

The MDTF 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 already mentioned, Chapter 6 contains detail information with regard to the consultation process followed.

The consultation process lastly includes the Limpopo Province Operating Licence Board as well as the Registrar of Taxis. Further liaison and consultation with the Limpopo Department of Transport was, however, necessary to obtain or source

information and to understand and acquaint 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 MDM 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. (None of the routes was captured on a map during the CPTR process, and therefore the information is not currently available.)

The following should be specifically identified and analysed:

- i) The location and 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 for the payment of compensation where permits or operating licences would have to be withdrawn would be given 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 and 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 of, 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, which should be imposed by the board in respect of operating licences; and
 - vii) The preparation of the OLS will include consultation with and 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 realise that this is the first OLS to be prepared for the MDM and therefore it will not be perfect, but it would serve as excellent starting point that could be updated on an annually 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 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 licensing strategies, rationalisation plans and integrated transport plans for the MOPANI District Municipality.

The scope of the work for the MOPANI District Municipality CPTR covers the whole area of jurisdiction of the MOPANI District Municipality, which includes the four local municipal areas of the Greater Tzaneen Municipality; Greater Giyani Municipality; Ba-Phalaborwa Municipality; and Greater Letaba Municipality.

The 2003 CPTR report contains two main sections, namely the process followed and 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 MDM-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) MOPANI District Municipality – Economic Development and Planning
- e) Local municipalities
- f) Bus industry

- g) MOPANI District Transport Forum
- h) Local Transport Forums

Site visits were arranged to the different local public transport facilities, so that 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 MDM and with the role players in the relevant public transport industries.

The surveys were executed in accordance with the MOPANI 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 CPTR report contains a summary of the information obtained from the MOPANI District Municipality Current Public Transport Record (MDM-CPTR) Database. The purpose of the database was therefore to complement the report, reduce the thickness of the report and provide a tool that could easily be updated from time to time.

The MDM-CPTR report provides a summary of the information collected as part of the MDM-CPTR. It gives all stakeholders a view of what is involved in public transport in the MDM with regard to

- a) Facilities, and
- b) restricted capacity utilisation of ranks and routes.

No surveys were conducted on waiting times or on the queue lengths of passengers and vehicles.

It was possible to obtain the following in terms of the CPTR findings:

- a) The facility surveys were conducted at taxi ranks, bus termini and train stations.

- b) The facility surveys conducted indicated the following:
 - i) The MDM has a total of 60 taxi facilities of which more than 85% are informal.
 - ii) There are 4 bus termini in the MOPANI District Municipality.
- c) The findings of the route surveys conducted were that there were 332 taxi routes in the MOPANI District, of which 166 routes were inward and 166 outward routes.
- d) The only message from the route utilisation analysis is that there is a vast oversupply of taxis on most routes in the MDM.
- e) No route utilisation survey was done for the bus services.
- f) No proper waiting-time surveys were conducted.
- g) The route utilisation survey noted 1 217 taxi vehicles that provided services in the MDM area during the survey periods (06:00 to 9:00 and 15:00 to 18:00)
- h) No information was provided on the number of buses in operation on the subsidised routes in the MDM area
- i) No metered-taxi activities were observed in the MDM area.
- j) No information was provided about the light delivery vehicles (LDVs) that are utilised for learner trips and were noted during the surveys on the routes
- k) No information was provided about the donkey-carts used as a transport mode on the routes in the MDM area.

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

The recommendation made as part of the MDM-CPTR was very broad and consists of the following:

“The lack of basic infrastructure to accommodate the provision of basic needs in the taxi ranks, especially informal ones poses a serious problem. The infrastructures that are most needed in these taxi ranks are the toilets, shelters and seats. Also important is water for drinking and even the washing of taxis. 90 % of taxi ranks, turn-around points and pick up points identified and investigated are on natural ground i.e. not paved. The roads to villages are only gravel. The maintenance on the taxis using those route lines becomes very uneconomical. It was furthermore recommended that shelters be erected in all taxi ranks, both formal and informal.”

To conclude this section Figure 2.1.1 indicates the distribution of taxi facilities in the MDM 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 MDM-CPTR.

CORRIDOR	DESCRIPTION
a) Tzaneen to Nkowankowa and Lenyenye	Along Road R36 south-west of Tzaneen through Nkowankowa up to Lenyenye
b) Tzaneen to Boyne	Along Road R71 west of Tzaneen up to Boyne which extends to Polokwane
c) Tzaneen to Duiwelskloof	Along Road R36 north-west of Tzaneen heading north to Duiwelskloof
d) Tzaneen to Nwamita	Along a road east of Tzaneen that extends to Road R529
e) Giyani to Mooketsi	Along Road R81 south of Giyani up to Mooketsi
f) Duiwelskloof to Ga-Kgapane	Along Road R36 north of Duiwelskloof and turning right on a tarred road to Ga-Kgapane
g) Phalaborwa to Lulekani	Along Road R71 to the west of Phalaborwa and turning right along Road R40 to Lulekani
h) Giyani to Malamulele	Along Road R81
i) Giyani to Bungeni	Along Road R81 south of Giyani and turning right along Road R578 to Bungeni
j) Nkowankowa to Letsitele	From Nkowankowa through east of the township to Letsitele
k) Giyani to Letsitele	Along Road R81 south of Giyani, turning left along Road R529 heading south to Letsitele
l) Giyani to Motupa	Along Road R81 south of Giyani, turning left at Lebaka Cross straight to Ga-Motupa
m) Duiwelskloof to Giyani	Along Road R36 north of Duiwelskloof, turning right along Road R81 heading north towards Giyani
n) Ga-Kgapane to Mokwakwaila	From Ga-Kgapane heading north along the villages through to Mokwakwaila
o) Phalaborwa to Namakgale	From Phalaborwa heading west along Road R71 and turning left in to Namakgale

2.2.2 Major public transport facilities

Section 2.2.1 indicates that there is a lack of facilities for public transport operators, as more than 85% of the taxi facilities are informal. The following figures illustrate the state of the ranks in the MDM area:

- a) 51,0 % of taxi facilities are on-street facilities
- b) 85,2% of taxi facilities are informal facilities
- c) 7,4% of taxi facilities have lighting
- d) 16,0% of taxi facilities are paved
- e) 9,9 % of taxi facilities have public telephones
- f) 2,5% of taxi facilities have offices
- g) 14,8 % of taxi facilities have shelters
- h) 14,8 % of taxi facilities have ablution blocks.

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

FACILITY NAME	STATUS: FORMAL/INFORMAL	FACILITY ID NUMBER
a) 1. TZANEEN PICK 'N PAY	FORMAL	L-F0023M
b) 2. TZANEEN SANLAM CENTRE	FORMAL	L-F0024M
c) 3. PHALABORWA TAXI RANK	FORMAL	L-F0034M
d) 4. DUIWELSKLOOF TAXI RANK	FORMAL	L-F0036M
e) 5. GIYANI SHOPRITE TAXI RANK	FORMAL	L-F0047M
f) 6. GIYANI SPAR TAXI RANK	FORMAL	L-F0048M
g) 7. GIYANI SCORE TAXI RANK	FORMAL	L-F0049M
h) 8. RITA TAXI RANK	INFORMAL	L-F0020M

The MDM-CPTR contains a full list of the public transport facilities in the MDM area together with the relevant 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 that operate during similar times and are 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.

From the MDM Rationalisation Plan it was determined that there was no real duplication of routes in the MDM, although competition among operators was fierce in

certain areas especially between the Great North Transport and Risaba Bus Services and that this competition stems from the condition of the buses currently used by the operators. Great North Transport uses new buses but the Risaba Bus Services uses old buses. The shortage of buses that the Risaba Bus Service is currently experiencing, also means that passengers prefer to walk over to the Great North Transport routes in order to travel on its buses.

Table 2.2.3.1 indicates four (4) Subsidised Bus Operators as part of the MDM-CPTR.

Operator	Area of Operations	Vehicles
a) Great North Transport	Giyani	32
b) Great North Transport	Tzaneen	64
c) Matole Bus Service	Kgapane / Duiwelskloof / Mokwakwaila	16
d) Risaba Bus Service	Nkowankowa / Tzaneen	8

The following is a summary of routes where there is competition:

- a) Nkowankowa to Tzaneen
- b) Julesburg to Tzaneen
- c) Mamitwa to Tzaneen.

Based on the Rationalisation Plan it is not really necessary to rationalise these routes, as the present competition will be eliminated once the negotiated contracts have been entered into.

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

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

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” 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 MDM 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 will 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 would be advisable to discuss this section in terms of that policy:

- a) National level
- b) Provincial level
- c) District level
- 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 2002 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 utilisation of public transport services, facilities and infrastructure; with the focus on modal integration, adverse impact on the environment, natural nature and tourism areas; with equity in terms of system development and funding support for low volume areas.

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

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

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 MDM is shown in Table 3.1.3.1. This output comprises the overarching strategies for the district and is therefore fairly broad. It is important to note that although roads are addressed as part of the MDM IDP, not enough emphasis is placed on public transport. It is therefore crucial to ensure that public transport is included in the next IDP for the MDM.

TABLE 3.1.3.1: TRANSPORT-RELATED DISTRICT STRATEGIES INDICATED AS PART OF THE MDM IDP										
Project Type	Action Plan Envisaged								Responsible Agency	Total Capital Investment (Rm)
	2002/03		2003/04		2004/05		2005/06			
	Output Targets	Capital (RM)	Output Targets	Capital (RM)	Output Targets	Capital (RM)	Output Targets	Capital (RM)		
Improvement of the district roads infrastructure	a) Rehabilitation of priority roads b) Repair and reseal of district roads c) Re-gravelling	71,34	a) Rehabilitation of roads b) Repair and resealing c) Re-gravelling	3.5	a) Rehabilitation b) Repair & resealing c) Upgrading d) Re-gravelling		a) Rehabilitation b) Repair & resealing c) Upgrading d) Re-gravelling		NPRA	74,84

3.1.4 Existing local policy

The major source of information about transport for the respective local municipalities was the Integrated Development Plans (IDPs) of the respective local municipalities. Tables 3.1.4.1 to 3.1.4.3 show the transport-related local strategies or projects indicated as part of the IDP respectively for the –

- a) Greater Tzaneen Municipality;
- b) Greater Giyani Municipality; and
- c) Ba-Phalaborwa Municipality.

No information related to public transport was available for the Greater Letaba Local Municipality.

TABLE 3.1.4.1: TRANSPORT-RELATED LOCAL STRATEGIES INDICATED AS PART OF THE GREATER TZANEEN LOCAL MUNICIPALITY IDP

A) Roads & Streets	A) Roads and streets are largely inaccessible B) Stormwater causes damage
A) Transport and Taxi Ranks	a) Inadequate space b) Taxi violence c) Ineffective placement of taxi ranks

Working objectives have been formulated with a view to achieving the development goals of the municipality. The following are relevant:

The establishment of sustainable, convenient and safe transportation routes through the construction and rehabilitation of roads and street infrastructure in the Greater Tzaneen Municipality by 2007

Strategy A: Enter into formal partnership with Mopani District Council and Northern Province Roads Agency regarding the construction, rehabilitation and maintenance of roads within the Greater Tzaneen Municipality not later than 2002

Strategy B: Allocate appropriate and recurring resources for construction, rehabilitation and maintenance of those roads and street infrastructure which are the responsibility of the Municipality, by 2007

Strategy C: Investigate, design and implement a stormwater management system to sustain roads and streets in the Greater Tzaneen Municipality which are the responsibility of the Council, by 2007

TABLE 3.1.4.2: TRANSPORT-RELATED LOCAL STRATEGIES INDICATED AS PART OF THE GREATER GIYANI LOCAL MUNICIPALITY IDP

Working objectives have been formulated with a view to achieving the development goals of the municipality. The following are relevant:

- a) To establish and maintain safe, accessible and sustainable transportation routes for people and goods throughout Greater Giyani Municipality by the systematic construction, upgrading and maintenance of roads and streets on an ongoing basis.

The following are specific strategies:

- a) A detailed inventory of roads, streets, stormwater systems and bridges to be upgraded by end of December 2002.
- b) To reach effective and sustainable working relationship with Public Works, NPRA and Mopani District Municipality in respect of the construction, rehabilitation and maintenance of roads within Greater Giyani Municipality by October 2002.
- c) To co-ordinate business plans for roads projects by end June 2003.
- d) The identification and co-ordination of available resources for development by end of December 2002 and maintenance of roads and streets within Greater Giyani Municipality area as an ongoing process.
- e) The design and systematic introduction of appropriate stormwater management systems to protect the roads and streets networks from erosion and damage by September 2002 (on going basis).
- f) The construction of new roads and bridges linking all villages found in one ward for easy access by public transportation of people and goods by 2005 to ensure construction of access roads leading to all community graveyards by June 2004.
- g) Co-ordinate with Limpopo Roads Agency, Mopani, Department of Transport to Construct Roads that connect Giyani and other Municipalities such as Ba-Phalaborwa and Thulamela.
- h) Co-ordinate Roads that link to tourist targets e.g. Mariyeta, Baleni and Kruger National Park and the naming of Roads & Streets.

TABLE 3.1.4.3: TRANSPORT-RELATED LOCAL STRATEGIES INDICATED AS PART OF THE BA-PHALABORWA LOCAL MUNICIPALITY IDP

Ba-Phalaborwa would like to stimulate the following:

- a) Support transport corridors.
- b) Develop integrated mass transit passenger systems.
- c) Address transport services backlogs.
- d) Effective public transport.

Working objectives have been formulated with a view to achieving the development goals of the municipality. The following are relevant:

The following working objectives have been formulated with the view to achieve the development goals of Ba-Phalaborwa Municipality.

The establishment of sustainable, convenient and safe transportation routes through the construction and rehabilitation of roads and street infrastructure within the Ba-Phalaborwa Municipality area by 2005.

ROADS, STREETS, BRIDGES AND STORMWATER STRATEGIES:

Strategy A: Enter to formal partnership with Mopani District Council and Lipompo Province Roads Agency regarding the construction, rehabilitation and maintenance of roads within the Ba-Phalaborwa Municipality.

Strategy B: Allocate appropriate and recurring resources for construction, rehabilitation and maintenance of those roads and street infrastructure, which are the responsibility of the Municipality.

Strategy C: Investigate, design and implement a stormwater management system to sustain roads and streets in the Ba-Phalaborwa.

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 Transitional Act 22 of 2000 as well as the National Land Transport Framework.

The transport-related issues identified by the MDM 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 transport operators upgrading the quality of the mode.

3.4 Preferred modes

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

The aim in the long term would be that the bus mode should conduct bulk transport and that other modes should serve as feeder modes. However, it is important to realise that public transport operations in the rural area differ from those in the urban areas. Furthermore it should be noted that the taxi industry currently provided 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 NLTTA and one that emphasises planning, is that the focus should be on addressing the needs of customers:

4(1)(a) Public transport services -

(iv) are so designed that appropriate modes should be selected and planned for on the basis of where they have the highest impact on reducing the total systems 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) are planned so that customer needs must be met by facilitating customer 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 with subsidised public transport and will typically be carried out as part of the development of their Rationalisation Plan and, eventually, their Public Transport Plan. 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

It was determined from the MDM Rationalisation Plan that there is no real duplication of routes in the MDM, although there is competition among operators in certain areas, especially between the Great North Transport and Risaba Bus Services and that this competition stems from the condition of the buses currently used by the operators. See Section 2.2.3 for more information. The MDM 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 MDM is discussed in this section of the OLS and 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 requirements for the future public transport system.

The users of the public transport system on the respective corridors 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 needs of not only workers but also shoppers, scholars and persons with disabilities.

Based on the Mopani District IDP the estimated resident population of the Mopani District area is 993 605 and is distributed as follows:

- a) Ba-Phalaborwa = 125 134
- b) Greater Giyani = 234 882
- c) Greater Letaba = 222 239
- d) Greater Tzaneen = 411 350

These estimates are derived from the analysis phase of the MDM IDP for the respective local municipalities. In general there are three main areas where public transport should be developed as part of a future multimodal integrated public transport system for each local municipality:

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

The next subsection elaborates on the three areas mentioned above.

4.1.1.1 Main nodes in terms of commercial activities

The main nodes in terms of commercial related activities in the MDM area is very much related to the Central business areas of the respective local municipalities namely:

- a) Greater Tzaneen Municipality;
- b) Greater Giyani Municipality;
- c) Ba-Phalaborwa Municipality; and
- d) Greater Letaba Municipality;

It is extremely important for public transport that integrated multimodal facilities should be provided in the respective local municipalities over time. This does not imply that all the facilities should be located on 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 would be important for every local municipality to develop the Central Business Area in such a fashion that it would safe, convenient and user friendly.

4.1.1.2 Corridor routes

It is vital in terms of corridor routes in the MDM area to provide facilities and public transport systems that would improve the accessibility of transport for the local community.

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 MDM 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 MDM 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 the relevant subsidised services. The MDM Rationalisation Plan contains detailed information about the rationalisation of subsidised services in the MDM 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 avoid conflict in the long term. The provincial taxi co-operative 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 recapitalised vehicles in consultation with the minibus-taxi industry, clearly indicating the impact this may have on numbers of operating licences on any particular route.

The taxi industry in the MDM area, however, strongly believes that SANTACO should guide them in terms of, which taxi routes should be identified for taxi recapitalisation first. Table's 4.1.3.1.1 and 4.1.3.1.2 respectively indicates the taxi routes that have more than 200 passengers and consequently the busiest taxi routes in the MDM area.

The last mentioned is only the information that were identified during the MDM-CPTR process and may be considered for taxi recapitalisation purposes respectively for:

- a) The AM Peak (06:00 to 09:00)
- b) The PM Peak (15:00 to 18:00)

It is, however, important to realise that route utilisation were not conducted for all the routes as part of the Mopani CPTR. The key criteria used for selecting the routes and corridors should remain passenger volumes, capacity utilisation and route lengths.

Main Route	MAIN ROUTE DESCRIPTION	No of Passengers	No of Seats	% of seats used	No of Trips	Average Occupation per Vehicle	Unique Taxi Trips	Average No of Trips per Taxi
L-R0029F-M	GA-KGAPANE To DUIWELSKLOOF	331	384	86	26	12.7	19	01.37
L-R0087F-M	NWAMITWA To TZANEEN PICK 'N PAY	245	257	95	18	13.6	17	01.06
L-R0048F-M	LULEKANI To PHALABORWA	219	265	83	19	11.5	14	01.36
L-R0006F-M	BURGERSDORP To LETSITELE	209	215	97	15	13.9	15	01.00
L-R0028F-M	GA-KGAPANE To TZANEEN PICK 'N PAY	208	224	93	15	13.9	14	01.07

Main Route	MAIN ROUTE DESCRIPTION	No of Passengers	No of Seats	% of seats used	No of Trips	Average Occupation per Vehicle	Unique Taxi Trips	Average No of Trips per Taxi
L-R0081R-M	TZANEEN SANLAM CENTRE To NKOWANKOWA	1815	1815	100	121	15.0	121	01.00
L-R0048F-M	LULEKANI To PHALABORWA	382	395	96	27	14.1	25	01.08
L-R0087R-M	TZANEEN PICK 'N PAY To NWAMITWA	223	223	100	15	14.9	15	01.00
L-R0019R-M	TZANEEN PICK 'N PAY To DUIWELSKLOOF	208	208	100	14	14.9	14	01.00

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 MDM 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 MDM 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 MDM area the information captured in the MDM-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 MDM area, available on the MDM-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 MDM-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 MDM 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 MDM 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 MDM, 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 MDM 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 minibuses-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 minibuses-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 MDM 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 MDM area.

It is extremely important to note that the MDM-CPTR has only a limited amount of information available about route utilisation, rank utilisation and waiting times. Based on the available information as well as the observed route utilisation patterns in other district municipalities in the Limpopo Province it was, however, possible to recommend that no new operating licences should be issued in the MDM area for the period from 1 April 2004 to 31 March 2005, after which the situation should be reviewed again based on the new CPTR information obtained. However, whenever an application for an operating licence is made for a specific route in the Mopani District Municipality and the recommendation for the application has to be considered, it would be necessary to conduct surveys on routes for which there is insufficient information. Such surveys would include route utilisation, rank utilisation and waiting times. The relevant recommendation could therefore be reviewed if there is clear evidence from the surveys that the operating conditions on that route would justify issuing an operating licence based on the conditions and evaluations made in Chapter 4 as part of this Operating Licensing Strategy.

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 MDM for disposing of licence applications

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

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

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

- b) New routes.

The subsequent section elaborates on the above-mentioned routes.

4.7.1 Exiting routes that are not in use

Table 4.7.1.1 indicates taxi routes that are currently not in use but had been registered as a route during the route verification process. Reasons for the last mentioned are:

- a) Number of passengers
- b) Bad road conditions

ROUTE CODE	SUBROUTE CODE	SHORT DESCRIPTION OF ROUTE
L-R0026F-M	L-R0026F-01M	Dzumeri Taxi Rank to Mokgwathi Taxi Rank
L-R0047F-M	L-R0047F-01M	Letsitele Taxi Rank to Selwane Taxi Rank
L-R0108F-M	L-R0108F-01M	Tzaneen Pick 'n Pay Taxi Rank to Selwane Taxi Rank
L-R0022R-M	L-R0022R-01M	Dzumeri Taxi Rank to Xitlakati Taxi Rank
L-R0078F-M	L-R0078F-01M	Nkowankowa Taxi Rank to Ofcolaco Taxi Rank

4.7.2 New routes

As the route verification process has recently been conducted for the MDM, 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, responsibility for law enforcement falls within the scope of the Planning Authority and the Provinces. 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

Greater Tzaneen and Ba-Phalaborwa Local Municipalities have their own traffic departments while Greater Giyani and Letaba Local Municipalities depends on the Limpopo Province Department of Transport to conduct traffic related law enforcement in the MDM area.

5.1.1 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 in the MDM area. Law enforcement is usually conducted during dedicated law-enforcement campaigns.

The MDM currently has 166 inward and 166 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 7 routes could be targeted simultaneously.

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

$$\begin{aligned} \text{Number of Traffic Inspectors required} &= \frac{166 * 2 * 2}{6 * 7} \\ &= 16 \end{aligned}$$

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

5.2 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 brought 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 they all 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 assist.

5.3 List of envisaged projects for the year

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

- a) Traffic and safety campaigns for the respective local municipalities
- b) Appointment of dedicated Operating License inspectors
- c) 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) Execution of function 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) Execution of this function in collaboration with RTMC
 - v) Continuous upgrading of driving 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 an effective communication programme
 - 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.

5.4 The availability and use of information

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

a) Current Public Transport Record

The MDM-CPTR is available through the MDTF, 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 MDM.

b) Operating Licensing Strategy

This MDM-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 the Limpopo Province in terms of taxi operations and structures. Furthermore the LPTS information could be utilised to verify information.

5.4.1 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
- 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.

5.4.2 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.

5.4.3 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 MOPANI District Transport Forum (MDTF) in order to facilitate public transport participation processes. All public participation in the field of transport takes place via the MDTF, which serves as a platform for all transport stakeholders to participate in 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
 - viii) regulations.

- f) implement the NTTT recommendations.

It is important that the MDTF should have an approved constitution as well as a code of conduct to ensure orderly and well-organised meetings. It is important to realise that the District Transport Forum is used as a basic planning platform to ensure uniformity in the district while it would become extremely important in future that local municipalities would have active transport forums in order to implement the transport plans.

Typical representatives that should attend local transport forums are 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 – MOPANI District Office
 - ii) Department of Transport – MOPANI District Office
 - iii) Traffic Control – MOPANI District Office
- c) MOPANI 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) Disabled organisations

In addition to consultation with the MDTF, 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 MDM.

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

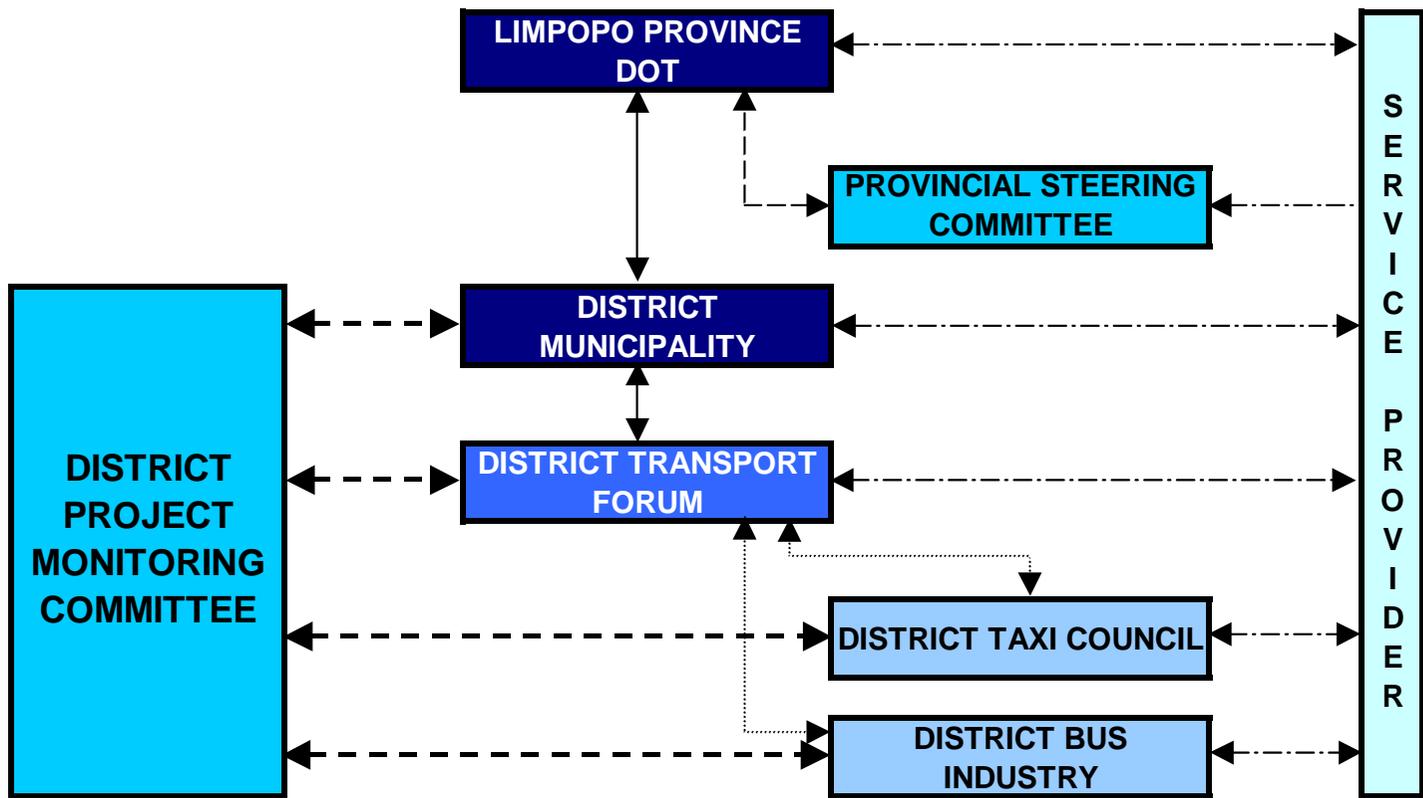


FIGURE 6.1.1: COMMUNICATION STRUCTURE USED FOR THE PREPARATION OF TRANSPORT PLANS

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 MDM, 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 Province Registrar of Taxis for comments and a copy to the MDM 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 MDM.
 - 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 Province Registrar of Taxis for comments and a copy to the MDM 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 MDM.
 - 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 Operating Licence Board for comments and a copy to the MDM 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 MDM.
- 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.

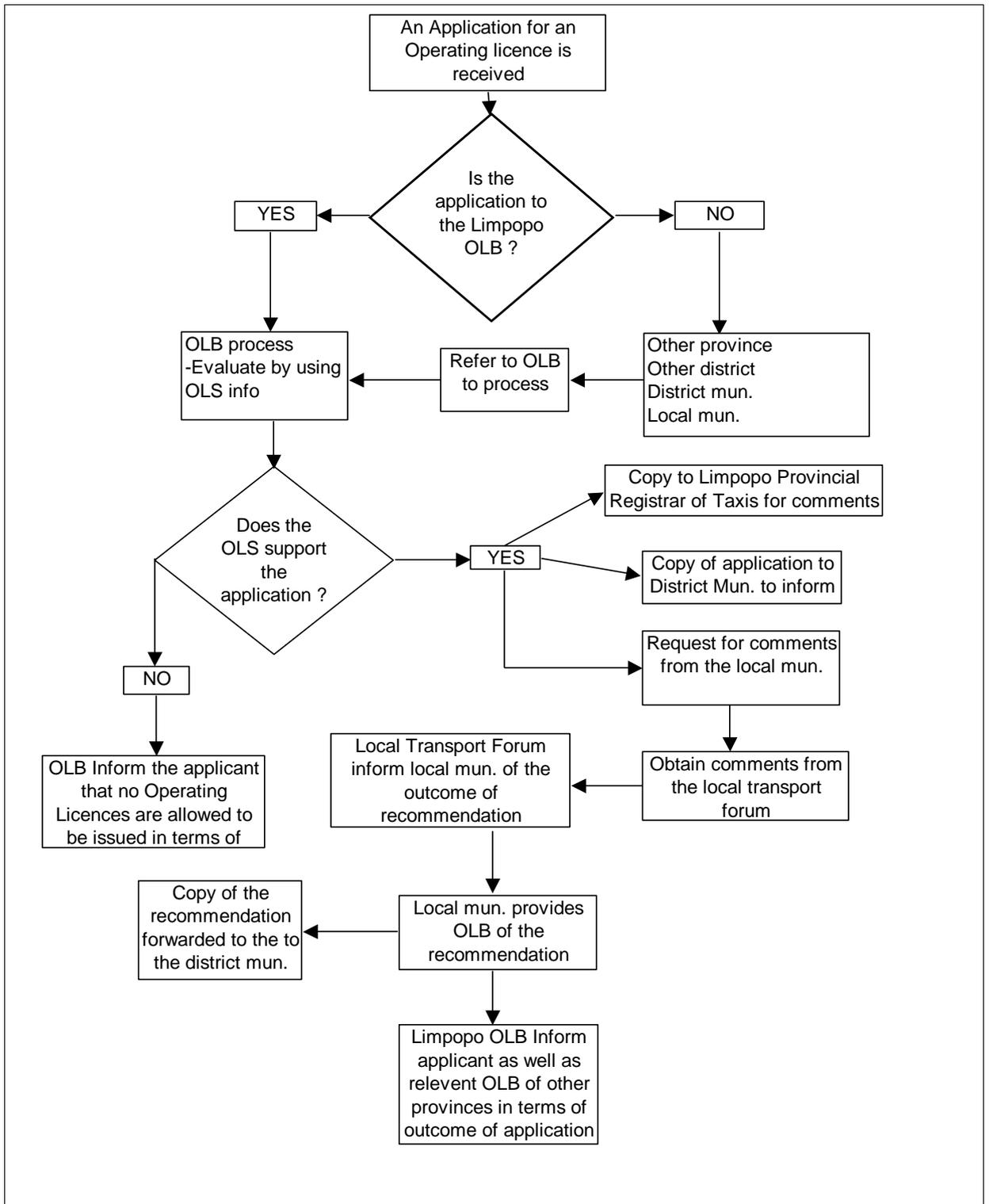


FIGURE 6.2.1: FLOW CHART OF APPLICATION PROCESS FOR OPERATING LICENCES

To conclude it is extremely important that any operator applying for an operating license from one district to another district should obtain the support from 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 MDM 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 MDM's borders to neighbouring areas in Limpopo, as well as long-distance services to other provinces.

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

- a) The following local municipalities are relevant:
 - i) Thulamela Municipality
 - ii) Makhado Municipality
 - iii) Molemole Municipality
 - iv) Polokwane Municipality
 - v) Lepelle-Nkumpi Municipality
 - vi) Drakensberg Municipality

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

- c) The following provinces are relevant:
 - i) Although the Mopani District Municipality does not have any neighbouring provinces, some taxi services operate to and from Gauteng Province.

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

The routes that are affected per neighbouring planning authority are shown 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 for operating 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 MDM 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 MDM:

- 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 MDM 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 MDM-OLS.

TABLE 7.2.1: MDM 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 Mopani Taxi Co-operative	■					R50 000	R0	R50 000
Project 6: Maintenance of Mopani 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 Mopani District 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.

8. BIBLIOGRAPHY

1. NATIONAL LAND TRANSPORT TRANSITION ACT, NO. 22 OF 2000, NATIONAL DEPARTMENT OF TRANSPORT, AUGUST 2000.
2. NATIONAL LAND TRANSPORT STRATEGIC FRAMEWORK, NATIONAL DEPARTMENT OF TRANSPORT, JUNE 2000.
3. LIMPOPO IN MOTION: PROVINCIAL TRANSPORT STRATEGY EXECUTIVE SUMMARY, LIMPOPO DEPARTMENT OF TRANSPORT, FINAL DRAFT 2003.
4. NATIONAL TRANSPORT PLANNING GUIDELINES AND REQUIREMENTS FOR THE IMPLEMENTATION OF THE NLTTA, 2000, TPR5 (OPERATING LICENSING STRATEGY): NATIONAL DEPARTMENT OF TRANSPORT, APRIL 2001.
5. MOPANI DISTRICT MUNICIPALITY CPTR, MOPANI DISTRICT MUNICIPALITY, KHANYISA, JULY 2003.