

PROVINCIAL ADMINISTRATION OF THE WESTERN CAPE

DEPARTMENT OF TRANSPORT AND PUBLIC WORKS



**Provincial Vision for Public Transport
And Five-year Strategic Delivery Programme**



Provincial Vision for Public Transport and Five-year Strategic Delivery Programme

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CHAPTER I: INTRODUCTION

BACKGROUND

In April 2002 the Provincial Government of the Western Cape re-established the Department of Transport and Public Works with three main branches: public transport, transport infrastructure and public works/property management. This move provided a renewed impetus to the transformation and improvement of the public transport sector, in accordance with the Vision and Mission statements in the Western Cape Provincial White Paper on Transport of 1997.

VISION:

An integrated, accessible, well managed and maintained transport system throughout the Western Cape, which is recognised as making efficient use of resources and being socially just, in a way that advances broader developmental aims and objectives.

This vision may be summarised as: THE BEST TRANSPORT SYSTEM FOR ALL

Mission:

To utilise available knowledge, skills and competence to advise and assist authorities throughout the Western Cape to realise their aims and objectives by:

- *Promoting a unified transport culture and ethos which is characterised by excellence and professional competence and which respects and is responsive to broader needs and requirements;*
- *Ensuring that appropriate capacity and capability is established in all transport authorities so that they become fully competent to fulfil assigned transport roles and functions;*
- *Guiding and informing all transport authorities to ensure that the products of strategic planning initiatives meet declared provincial standards and requirements; and*
- *Defining minimum acceptable operational standards and requirements to which the various aspects of the transport system should conform.*

This mission may be summarised as:

The delivery of an integrated, accessible, safe, reliable, affordable and sustainable transport system and quality infrastructure provision through socially just, developmental and empowering processes, to improve the quality of life for all.

The Provincial White Paper on Transport reinforces the principle that public transport must be given highest priority.

'Central to the intent of urban restructuring is a much expanded role for public transport through the adoption of a "public transport first" policy which gives preference to public transport over general traffic...'

The same principle applies to the development of public transport in the rural areas of the Province.

With the upgrading of the Province's institutional capacity for promoting public transport and the provision of an increased level of funding required to achieve this aim, the Branch: Public Transport has developed this document as an internal discussion document outlining its vision for public transport delivery in the Western Cape. It also sets out a Strategic Delivery Programme to give effect to this vision over a period of five years.



SCOPE OF VISION AND DELIVERY PLAN

This document contains elements of an overall vision for public transport as collectively developed through extensive discussions by persons currently engaged in the sphere of public transport administration within the Province, consisting of officials of the Department of Transport and Public Works, members of the Road Transportation Board and the Provincial Taxi Registrar.

The vision is expanded into a comprehensive set of Delivery Plans, with key delivery areas of public transport, the objectives in terms of the overall vision and programmes and projects for the coming years. These plans require further development into individual programmes with their respective budgets for each delivery area.

However, the intention is not to be prescriptive. In keeping with the nature of our constitutional democracy, the Province will seek a partnership with all stakeholders - including users, potential users, operators, commerce and industry and other spheres of government - to develop public transport solutions that meet the needs of the people and give effect to the principles of empowerment, equity, economic development and an improved quality of life for all.

In drawing up the Vision and Delivery Plans the Department of Transport and Public Works is guided by the following commitment:

'A vision we can share; a programme we can deliver.'

CONSULTATION AND CO-ORDINATION WITH OTHERS

The Vision and Delivery Plans cannot be taken forward in isolation. An important part of its development will be an extensive process of participation by and consultation with all stakeholders, prior to any aspect being implemented.

The first step will be to put forward the content of this document for acceptance within the Province, following which there will be a process of engagement with both national and local government.

A key requirement for success is to consult with municipalities within the Western Cape Province to develop a joint commitment to the provision of public transport and agreement on respective responsibilities during the implementation phase.

Similarly, consultations with the National Department of Transport around the approach to key issues, in particular the transformation of the minibus taxi industry and achieving integrated scheduled public transport services contracts, are also vital.

The Vision and Delivery Plans will also be subject to an extensive process of stakeholder consultation and public participation. Given the key role of public transport in the economy of the Western Cape and the daily lives of millions of people, this participative process will include communities, current and potential users of public transport services, business and tourism stakeholders and transport operators. The aim will be to give a voice to all those who will benefit from and be affected by the development of a new and improved public transport system.

ORGANISATION OF THIS DOCUMENT

- Chapter 2 expands on the overall vision statement for public transport and highlights key issues that must be recognised as prerequisites for the implementation of the proposed programmes.
- Chapter 3 deals with each delivery area of public transport, outlining key problems and issues, putting forward the objectives to be pursued and setting out the programmes in terms of which the overall vision will be achieved.
- Chapter 4 provides a closing statement.

CHAPTER 2: OVERALL VISION FOR PUBLIC TRANSPORT

MISSION STATEMENT FOR PUBLIC TRANSPORT

The Province is intent on transforming public transport services so that it may be:

- **SAFE**
- **AFFORDABLE**
- **RELIABLE**
- **ACCESSIBLE**

The overall mission is to have a safe, regulated public transport system that meets the requirements of accessibility, reliability and mobility at an affordable cost and in accordance with the needs of users. The system must reduce the level of uncertainty and personal risk currently experienced by users. It must contribute to the quality of life for inhabitants and provide transport for visitors to the Western Cape and, ultimately, offer a viable alternative to private vehicle travel.

In order to provide for practical, achievable measures to be undertaken or co-ordinated by the Department of Transport and Public Works, this vision focuses on a five-year horizon. It is realistic to expect that, in the course of ensuing years, events and developments will affect programmes and projects which will be adapted to accommodate the forces of change.

INITIATIVES ESTABLISHING POLICY ON PUBLIC TRANSPORT

Since 1994, both national and provincial levels of government have developed policy dealing with the transformation of public transport, which has been recognised as a social service to meet a basic need and a key factor in economic development and empowerment. These policy documents form a sound basis for the Western Cape's overall vision for public transport.

The Constitution, 1996 (Act 108 of 1996)

The Constitution introduced fundamental changes in the roles, functions, and responsibilities of government. These included creating three distinct spheres of government, a system of co-operative governance and the desire to devolve the responsibility for service delivery to the lowest competent sphere of government.

In the functional area of transport, where previously nearly all matters relating to the regulation, planning and operation of public transport were administered by the National Department of Transport, Schedule 4 of the Constitution prescribes that public transport is a concurrent function under the joint responsibility of the national and provincial spheres of government.

The enactment of the Constitution was followed by the devolution of legislation assigning public transport matters to the provinces. The Acts assigned to the Province included the Road Transportation Act, 1977 (Act 74 of 1977), which deals with the regulation by a road transportation board of road-based public transport through the awarding of permits, and the Urban Transport Act, 1977 (Act 78 of 1977), which deals with the requirement for preparing transport plans in urban areas.

The Reconstruction and Development Programme (RDP)

An early blueprint for development and redressing past inequity, the RDP focused on basic needs, including public transport. The section on transport identified the need to encourage the use of public transport over other modes, and particularly emphasised the desirability of transforming existing poorly managed modes.

It argued for an effectively regulated and controlled public transport system that

promotes safe, affordable public transport as a social service, and envisaged establishing a role for each mode of transport. The principles put forward by the RDP are largely embodied in the Provincial White Paper on Transport of June 1997.

National White Paper on Transport 1996

This was the first overarching policy document produced by the National Department of Transport. Aimed at a comprehensive reform of transport throughout South Africa, it dealt specifically with the transformation of the minibus-taxi industry and introduced the intention for transport plans to direct the management and supply of public transport services and facilities.

Western Cape Provincial White Paper on Transport 1997

Policy statements within the Western Cape's White Paper extend and endorse those expressed in the National White Paper. The White Paper also emphasised the Province's intention to give priority to public transport over other modes of transport.

Moving South Africa 1998

In a significant initiative, the National Department of Transport published this guiding document, which, while not reflecting official policy, gave greater clarity to South Africa's need to provide improved public transport. Extensive studies confirmed that there remains a critical lack of affordable access to transport, and that the current public transport system is ineffective and inefficient. The three key areas of focus with regard to public transport suggested by Moving South Africa are high volume corridors, sustainable operation and improved operation.

KEY REQUIREMENTS FOR ACHIEVING THE VISION

The many facets of the delivery of public transport are dealt with in detail in Chapter 3. However, the key to achieving the overall vision lies in successfully addressing eight crucial and currently problematic issues. In dealing with these key areas, the actions required of Province are identified.

Key Requirement 1: Safety, Security and Enforcement of Public Transport

The transformation of the public transport industry in accordance with this Vision and Delivery Plan must be accompanied by real and perceived environments of personal safety on public transport vehicles, locations of boarding and alighting and routes of pedestrian access to the system. In addition, success will not be achieved without an appropriate level of enforcement, both in quality and quantity, on all modes and within the correct strategic approach. The programme of developing and applying such resources has a very high priority.

Key Requirement 2: Consultation and Communication

The Vision and Delivery Plan is an ambitious and far-reaching programme, affecting all authorities, transport operators and communities in the Province. It is essential that it achieves acceptance by all stakeholders — including the users of public transport, public transport operators, commerce, industry and government — through consultation and effective communication. In this regard the communities (both users and potential users of public transport) must be given a channel by which to express their needs and comment on the level and quality of service that they receive.

Key Requirement 3: Institutional Co-operation

The Province, together in a co-operative governance partnership with national and local spheres of government, must, as a matter of urgency, take up its responsibility for the necessary planning, regulation and control of public transport in the Province, including passenger rail, bus and minibus industries and provide an accessible, affordable and appropriate transport system.

Key Requirement 4: Sustainable passenger rail services

Through unaffordability of investment and the challenge to secure the system and its users from vandalism, crime and intimidation, the passenger rail system, particularly in the Cape Metropolitan Area, is perceived as unsafe, overcrowded and unacceptable by many. It is essential that security on the system be restored. Furthermore, the management of the passenger rail services must be devolved to local level so that it may be fully integrated with road-based bus and feeder services.

Key Requirement 5: Transformation of the Minibus Taxi Industry

Minibus taxi services have established their important role in the public transport sector and currently carry a significant proportion of daily public transport passengers. While minibus taxi operators and others engaged in this sector have an essential ongoing function to perform, the industry in its present form does not adequately fulfil the users' requirements for affordable, accessible and organised public transport. At times, violence, intimidation, corruption, overtrading, illegal operators and unsafe operation plague the minibus taxi industry, and the reversal of this trend must be encouraged. There is, however, an important role for the industry provided it is transformed by the incorporation of legal minibus taxi operators into the formal operating sector.

Key Requirement 6: Transformation of scheduled public transport services

The replacement of the interim bus contract in the Cape Metropolitan Area must be addressed urgently and a plan developed which is in accordance with National transport policy and supported by the Province, local authorities, the bus and minibus taxi industries and other stakeholders.

Key Requirement 7: Tourist, Courtesy, Staff and Metered Taxi Services

Due attention must be given to establishing properly structured and accessible services to provide quality non-scheduled public transport services to supplement those scheduled services provided by rail, and bus. In particular, it is important that the tourism sector has access to acceptable standard services, and that tour buses and metered taxi services are available at the required convenience and quality.

Key requirement 8: Funding of Public Transport

The achievement of the vision set out in this document will require committed and sustainable funding. It is essential that all three spheres of government make available the necessary funds, either through own budgets or a range of user charges and public private partnerships.

CHAPTER 3: DELIVERY PLANS FOR PUBLIC TRANSPORT

This chapter deals with the main policy objectives for a transformed public transport system in the Western Cape, firstly by addressing the problems and issues relating to the objectives and then listing the key policy responses. Each set of policy responses forms the basis for a Delivery Plan and implementation programme.

There are separate Delivery Plans for each of the 22 specific facets of public transport. Together they form a comprehensive - but not exhaustive - overview of key aspects of public transport policy, challenges and possible solutions, as well as the interventions required to in the Western Cape.

Each section is set out as follows:

Problems and Issues

These are the problems and issues identified by persons currently employed in public transport administration within the Provincial Administration.

Overall Objectives

The objectives are expressed in a set of policy statements, which identify the measures to be taken under the specific programme to achieve the overall vision for public transport.

Delivery Programme

Each Delivery Programme is defined by a series of major activities and described in outline. The Delivery Programmes, numbered Delivery Plan 1 to Delivery Plan 22, are for convenience grouped in a logical order which is not an indication of the importance or priority of the Delivery Plan. Each Delivery Plan has its own level of importance, and is reliant on all the other Delivery Plans dealt with in this document.

Projects, tasks and deliverables to be achieved are set out, within the programme of implementation and estimates of financial implications. In each case, the authorities proposed to be responsible for implementing such actions are identified.

While this document provides a comprehensive Vision and Delivery Plan for public transport in the province, the content is necessarily in summary form. Each Delivery Plan will need to be expanded to a greater or lesser degree into a detailed Delivery Programme prior to its execution.

DELIVERY PLAN I

SAFETY AND SECURITY ON PUBLIC TRANSPORT

Passengers using public transport have a basic right to expect that they can travel free of fear, discrimination and intimidation. At present, this is not the case on all public transport vehicles or at all places of access.

It is essential that the personal safety of passengers be assured with regard to potential violence and unsafe vehicles. Greater numbers of passengers will then make use of public transport making choices based on convenience, comfort and cost. Changing the perception that it is unsafe to use public transport will encourage tourists and motorists to use the public transport system.

PROBLEMS AND ISSUES

Almost every facet of the public transport system is affected by crime and violence, in many cases causing passengers to reject the use of public transport and use their own private cars. Fear of crime and violence often causes those people who are captive to public transport to choose a mode that is not necessarily convenient or affordable, in order to safeguard themselves. Others who have no choice travel in fear or are traumatised by the frequent violent actions on trains, buses and minibuses, and at interchanges.

Public transport vehicles, stations and interchanges are vandalised, causing the loss of assets and consequently require resources that could be better utilised.

The condition of certain buses and minibus taxis is a further concern, as many are unroadworthy and unsafe, leading to potential loss of life and injury. This is of particular concern when passengers undertake long distance journeys within the Province or use intercity public transport where operating speeds are higher than for urban trips.

OVERALL OBJECTIVES FOR SAFETY AND SECURITY

- Law and order must be brought about on public transport vehicles and at stations and terminals, so that passengers have a sense of safety at every point in their travel.
- The Province, in co-operation with public transport operators, local authorities and the SAPS must agree on a joint strategy to ensure the protection of passengers from crime and violence on trains, buses, minibuses, metered taxis, tourism transport vehicles and at interchanges.
- The appropriate human resources, surveillance equipment and other facilities needed for restoration of law and order and the continued development of a crime-free travel environment, must be identified and deployed by the Province, working in co-operation with other authorities involved in the operation or management of services
- Consideration must be given to the appointment and training of Public Transport Safety Officers to be a visible presence on trains and buses, and at railway stations, bus termini and taxi ranks. They can also provide a useful and needed service by being of assistance to the aged, disabled and school children.

DELIVERY PROGRAMME AND BUDGET

Establish Strategic Level Safety and Security Liaison Team

The Province will initiate a joint management structure involving the Department of Transport and Public Works, the Department of Community Safety and South African Police Services, together with each appropriate local structure, that will co-ordinate investigations and the delivery of suitable action plans. In areas where passenger rail plays a significant role, the South African Rail Commuter Corporation and Metrorail will be asked to participate.

Development of Action Plans

A safety and security action plan will be developed, in co-operation with the authorities concerned, for any area presenting safety risks to public transport passengers. The action plans will include:

- Infrastructure corrections to create safe public transport environments
- The recruitment, training and development of human resources dedicated to the task of enforcing safe and legal public transport
- Equipment and information resources, including financing of these resources
- A strategy for deploying the action plans.

Establishment of Public Transport Safety Officers

The Province will, in consultation with all public transport stakeholders, including communities, facilitate the establishment of units of Public Transport Safety Officers, sufficient in numbers to ensure real and perceived safe travel for passengers. Although they will not play a direct law-enforcing role, the safety officers will have easy priority access to law enforcement agencies including the South African Police Services for assistance when required.

As part of this initiative, the Province will investigate the need and desirability of providing emergency call points at public transport ranks, stations and interchanges.

Execution of Action Plans

The Department of Transport and Public Works will enter into agreements with other Provincial departments, local authorities and enforcement and security agencies to co-ordinate the execution of action plans.

DELIVERY PLAN 2

STRATEGIC CO-OPERATION, CONSULTATION & AWARENESS CREATION

Achieving the vision outlined here requires effective communication with all stakeholders in the Province — the users of public transport, operators, business and community organisations and the government spheres involved. Proper consultation with the various stakeholders is essential.

In order for this to take place there must be a structured process of co-operation between the three spheres of government, consultation with users and community organisations, and agreements with public transport operators that recognise the need to transform the delivery of services while empowering those that provide the services.

PROBLEMS AND ISSUES

The Constitution and transport sectoral legislation state that the Province and local government are responsible for planning, provision and supply of public transport services. As set out in Delivery Plan 4, the function of planning and providing transport has been devolved from the national sphere. This requires that the Province and local government actively take on their new responsibility for public transport.

The importance of co-operative governance

In terms of the requirements of the National Land Transport Transition Act, certain actions are required of the Province in co-operation with the local sphere of government. These involve the establishment of transport authorities in certain areas, the recognition and capacity building of planning authorities and the development of statutory plans.

The National Department of Transport retains concurrent responsibility for two areas which involve high levels of financial support and which will require continuity for funding until Provinces are empowered to raise these funds locally.

For this purpose the Province will continue to work closely with national government in order to administer:

- **Scheduled services contracts:** While the responsibility for planning, administration and monitoring of contracts between the Province or transport authority and bus operators will be locally based, support of R250m per annum will still be needed from national government towards the payments for bus contracts. These contracts will be reconstituted into all-inclusive transformed monopoly franchises as dealt with under Delivery Plan 10.
- **Passenger rail:** Administration, management, operations and funding is currently the exclusive responsibility of national government through the SA Rail Commuter Corporation, with the operation of the suburban rail services outsourced to Metrorail. Until devolution of rail to the Province/metro takes place, close consultation between the SA Rail Commuter Corporation and the Province is vital for co-operative decisions to be made on passenger services. This must recognise the importance of rail as the backbone of the public transport system in the Cape Metropolitan Area and the consequence of cuts in services.

At the Provincial level co-operation with local authorities will be required in order to engage in a structured process of compiling the necessary statutory plans required for the development, regulation and control of public transport services and infrastructure. These are covered in more detail in Delivery Plan 4.

The formalisation of the minibus-taxi industry in terms of the recommendation of the National Land Transport Transition Act has been a key area of activity under the Province's responsibility since 1996. The progress of this programme and the Province's vision for its conclusion are dealt with in Delivery Plan 9.

In the five years since transport functions were devolved to the Province various initiatives have been carried out to implement policies established by National and

Provincial White Papers. These have included the completion of the Current Public Transport Records in metropolitan and non-metropolitan areas, the investigation into the establishment of a transport authority in the Cape Metropolitan Area and the Public Transport Restructuring Programme in the Cape Metropolitan Area, discussed under Delivery Plan 7.

Consultation with Operators and Stakeholders

With regard to consultation with non-governmental organisations, the focus at provincial level has long been on consultation between government and the public transport operators (bus, minibus taxi, metered taxi and Metrorail), and this has been partially successful at leadership level.

A significant shortcoming in consultation has been with representatives of users, whose needs should be the primary input to public transport services provided. This area will receive attention in the Delivery Plan through the development of social and quality charters as outlined in Delivery Plan 3, which will bind government and the users of public transport into agreements on the services provided in terms of such charters.

The charters to guide services provision should develop parameters that can direct the planning and implementation of services.

Awareness Creation

Communicating the intentions of government as outlined in this series of Delivery Plans will be as critical as the participation, as it is vital that the stakeholders and the public at large be kept informed and involved. There has to date not been a structured, co-ordinated process of information delivery and this has led to a general perception that public transport is in decline, and will continue to deteriorate into the future.

OVERALL OBJECTIVES TO BE GAINED THROUGH STRATEGIC CO-OPERATION, CONSULTATION AND AWARENESS CREATION

The objectives to be pursued are:

- The Province must obtain the support and co-operation of the other two spheres of government for the Vision and Delivery Plan and, through agreement, allocate the necessary responsibilities for implementation.
- The strategic agreements concluded through this process must include assured funding for the implementation of all components of the plan.
- Following agreement between the three spheres of government, intensive consultation will be required between government and organisations involved in providing public transport services.
- Through engagement with the users of public transport, business and community organisations, better definitions must be obtained on the needs and requirements of passengers, organisations and businesses dependent on public transport. This must be achieved by establishing user groups of public transport users to establish their requirements and continually monitor the standard of services and motivate adjustments to services where changing needs dictate.
- A communications plan must be developed and implemented to engage with stakeholders around the Delivery Plan. This must be followed by a publicity campaign making use of the various media available to ensure the input of as wide an audience as possible.

DELIVERY PROGRAMME AND BUDGET

This section provides an outline of the process to be followed in communicating with the different spheres of government, stakeholders and the wider public. Having initiated the process it is acknowledged that it becomes a continuous interactive communication, which must adapt as circumstances demand.

Obtain initial Inter-governmental Support for the Delivery Plan

The first step is to obtain the support of the Provincial Minister for Transport and Public Works. This is to be followed by engaging with the City of Cape Town and individual local municipalities throughout the Province. All municipal structures will be requested to endorse and make a commitment (including financial) to the process. Discussions with the National Department of Transport will also be held to reach formal acceptance.

Consultation with Industry, Business and other Formal Structures

Following initial consultation discussions and in principle agreement between the co-operative governmental structures, the Province will embark on extensive consultation on the Vision and Delivery Plan with a wide range of stakeholders that include:

- South African Rail Commuter Corporation and Metrorail
- Provincial Minibus-Taxi Council
- South African Bus Operators' Association
- Metered taxi representatives
- Tour bus operators and the tourism industry
- Departments of Education, Welfare and Finance
- Organisations representing the interests of special needs passengers
- Business and industrial interests
- Law enforcement organisations
- Community organisations, and
- User organisations
- Special needs passengers

Public Awareness Campaign

At the same time, the Delivery Plan will be published, accompanied by an intensive media campaign aimed at popularising the document and seeking public input about the type and quality of services they expect. The communications team will work together with those of other institutions and stakeholders to reflect a collective support for the fundamental transformation of the public transport system in the Western Cape. The process will include seminars and discussion forums, a Help Desk and printed material to inform, advise and build confidence in and support for the process. The communications campaign will also support the process of drawing up the Social and Quality Charters.



DELIVERY PLAN 3

SOCIAL AND QUALITY CHARTER

The concept of a social and a quality charter gives expression to the need for people-driven processes to plan and establish parameters of performance of the public transport system.

The social charter is intended to enable users of public transport to assert their right to be involved in decisions on the type and form of public transport, which directly affects them. Similarly, the purpose of a quality charter is to formulate a collective statement of the degree of performance that is expected from service providers of public transport.

Once in place, the social and quality charters form the basis of the agreement on service provision between the three main players involved, namely the user, the operator and government (the planning authority).

PROBLEMS AND ISSUES

Decisions taken with regard to public transport are currently usually made by government and the private sector operators, sometimes leading to agreements as with bus contracts, but usually unilaterally. While the services delivered to the user attempt to interpret the needs and circumstances of passengers, the lack of any meaningful participation leads to serious shortcomings.

This style of decision-making results in inappropriate services and is contrary to the principles of this Vision and Delivery Plan, which undertakes to transform public transport through all-inclusive consultation and empowerment.

OBJECTIVES OF THE SOCIAL AND QUALITY CHARTER

- The Province must initiate the process of establishing social and quality charters, and such charters must be drawn up for areas appropriately defined throughout the Province.
- The social charter must determine the service type and the extent of coverage, including such attributes as service frequency, times of day operated, price, level of comfort, and safety and security.
- The quality charter must identify and monitor the adherence to standards agreed to under the social charter and operational agreements, and provide feedback to users, operators and government, and must contain mechanisms for corrective actions to be taken.

DELIVERY PROGRAMME AND BUDGET

Initiating the establishment of social and quality charters

The Province will initiate, through the establishment of transport user groups, representatives of government and other stakeholders, special projects to develop social and quality charters. These actions will follow immediately after the formation of intergovernmental structures provided for in Delivery Plans 7 and 8.

Developing and implementing social and quality charters

The charters will be developed as an immediate priority so that they can be used as early input to the drafting of public transport plans as set out in Delivery Plan 4, to be drawn up by planning authorities.

DELIVERY PLAN 4

INSTITUTIONAL STRUCTURES, LEGISLATIVE FRAMEWORK AND PLANNING REQUIREMENTS

The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) allocates public transport as a functional area of concurrent national and provincial competence, and defines the function of municipal public transport as a function of local government. In so doing, the delivery of public transport services and infrastructure becomes a co-operative function of all the three spheres of government.

PROBLEMS AND ISSUES

Historically, road-based public transport in the Province has been operated by the private sector and what little planning and regulation was undertaken largely excluded the Province and local authorities within the Province. Rail-based public transport is the responsibility of the South African Rail Commuter Corporation and although this mode is the backbone of public transport in Cape Town, little integration exists between rail-based and road-based public transport.

A considered and systematic process of planning public transport networks as is needed to serve the rapid growth of the cities and towns of the Province has never previously been introduced, but this will now be carried out through the development of transport plans. These plans will guide and direct the transformation from a system that is effectively unplanned, fragmented and uncoordinated.

Institutional Structures and Legislative Framework

Functions of public transport and institutional structuring are more clearly set out in the National Department of Transport and the Provincial White Papers on Transport, and are detailed in the National Land Transport Transition Act, 2000 (Act 22 of 2000). This Act provides for the establishment of authorities to administer public transport, requires the cyclic production of plans to control and guide implementation and provides for financial aspects. The Act further allows for the regulation of the public transport industry through contracts with service providers, issuing of operating licences, the registration of public transport operators and the enforcement of Operating Licence conditions in terms of the Act.

Two important institutional structures required under the above Act are the Operating Licensing Board and the Transport Registrar, which administer the applications for operating licences and registration of transport operations respectively. These statutory bodies are appointed by the Minister, and are dealt with in more detail in Delivery Plan 5.

Legislative framework

The legislative framework under which public transport is to be administered relies on other Acts beyond the National Land Transport Transition Act 2000, namely:

- The Urban Transport Act, 1977 (Act 78 of 1977)
- The Road Transportation Act, 1977 (Act 74 of 1977)
- The Western Cape Public Transport Regulatory Act (currently a draft Bill)
- The Western Cape Transport Planning and Administration Act (currently a draft Bill)
- The Local Government Municipal Structures Act, 1998 (Act 117 of 1998)
- The Local Government Municipal Systems Act, 2000 (Act 32 of 2000)

Planning requirement

The statutory plans now required in terms of the National Land Transport Transition Act provide the necessary instrument for authorities to plan and implement proper public transport systems. These plans must be supported by the funding needed to ensure that they can be implemented.

The series of required plans are described in Part 7 of the National Land Transport Transition Act and the detailed requirements for their preparation are to be the subject of Regulations in terms of the Act. The plans constitute a suite, and are, with the exception of the Provincial Land Transport Framework, the responsibility of the appropriate planning authority:

- Provincial Land Transport Framework
- Integrated transport plans
- Public Transport Plans
- Rationalisation plans
- Operating licences strategies
- Current Public Transport Records

The Vision and Delivery Plan aims at transforming all current modes of public transport into a properly planned, regulated, managed and integrated public transport system, with each current mode transformed in such a manner that current operators are included in the new system.

Government, guided by the needs and preferences of the user and transport plans, has the responsibility to determine the basic public transport networks, schedules and services so that the public has a reasonable expectation that journeys can be undertaken by public transport where and when required. At the same time, global trends have shown that the operation of services should be undertaken by the private sector according to market forces and competitive bidding for routes.

A balance must be achieved between planned and regulated public transport required according to the plans prepared by government and the supply of services delivered at an affordable cost to the user, and an acceptable cost to government.

The public transport network may be defined as the physical road and rail segments along which public transport services operate. These network segments determine the points of access available to the public when using public transport services. The network includes a definition of interchange facilities and the points along route sections where passengers may access the system.

Services, on the other hand, provide the frequency and type of public transport vehicles that pass along these networks and carry passenger demand, to satisfy the need to travel from origins to destinations and at times when these journeys are required or provided.

The public transport system which this Vision and Delivery Plan aims to develop within its five-year span should, for both road and rail-based modes, consist of public transport services that operate along fixed routes, stop at designated points and run according to published timetables. This will afford the passenger the best opportunity of making a journey using public transport at a predetermined time and place. The exceptions to this principle are metered taxis, tourism services and courtesy services, which generally should be able to offer flexible public transport to the user.

Neither the formal scheduled services nor the informal minibus-taxi services currently operate according to this requirement. In the case of formal bus, the services operating in the Cape Metropolitan Area are largely geared to routes where passenger loads can be assured, leaving lesser-used routes without regular services. This applies even more so to off-peak periods, when services are generally not provided. Few buses operate according to fixed routes and timetables outside the Cape Metropolitan Area.

The prevalence of minibus taxi type services, which by definition are regulated only to the extent that they operate on a fixed route or routes, or within a particular area, has largely rendered conventional scheduled public transport services on fixed routes unsustainable in most areas in the Province. As a result, the user of public transport no longer can rely on a predictable service or network of services in his or her area.

OVERALL OBJECTIVES FOR THE PLANNING OF THE SYSTEM

The objectives to be pursued are as follows:

- The Province must ensure that all plans required in terms of the National Land Transport Transition Act are completed within the timeframes set and follow the necessary approval processes.
- The Province must draw up the Provincial Land Transport Framework informed by the Vision and Delivery Plan and providing all components necessary to confirm responsibilities for its implementation and financing.
- The Province must initiate the co-operative governance necessary to develop plans requested from planning authorities and must ensure that such authorities have the necessary skills, human resources and finances to develop and manage these plans.
- The Province must promote the establishment of transport authorities in any area of the Province and where feasible invite the local authorities concerned to apply for such status by submitting a statement of motivation including a draft founding agreement in terms of the National Land Transport Transition Act.
- The Province must determine which planning authorities are required to prepare Current Public Transport Records, Operating Licence and Rationalisation Plans, Public Transport Plans and Integrated Transport Plans in terms of the National Land Transport Transition Act.
- With the exception of metered-taxi, tourism or courtesy transport, all road-based public transport services, including minibuses, must in future in accordance with public transport plans, operate on fixed routes and subject to pre-determined timetables.
- The route networks on which public transport vehicles operate must be established in consultation with public transport users, operators and communities affected, so that all persons in the Province are within a reasonable walking distance from their point of access to the system.
- Transport services must operate on the network according to prescribed and advertised schedules that provide a reasonable opportunity for travel to work, leisure, shopping and other purposes throughout the day, and not only during commuter peak periods.
- Modes of transport not subject to fixed routes and schedules will be metered taxi, charter, courtesy, guided tourist and staff transport services.
- Where passenger journeys require the use of more than one trip, (ie multi-modal or multi-trip journeys) transfers at interchange points and termini must be made convenient and easy by appropriate infrastructure and multi-purpose developments.
- Multi-modal journeys as may be necessary within large urban areas for the efficient cost-effective provision of public transport networks must be properly integrated on a time-basis to minimise passenger delays.
- Rolling stock used for scheduled public transport must be of uniform livery and all advertising and information material designed to engender an overall identity for the public transport system.
- Taking account of the affordability for poor communities such that transport should desirably not exceed 15% of earnings, the levels of fares must be consistent in relation to distance travelled regardless of mode and properly integrated among the scheduled public transport modes. Fare collection systems must also be integrated to allow passengers to transfer from one public transport vehicle to another on a multi-modal journey using the same ticket.
- The public transport network and service frequencies must provide a viable alternative to the use of private cars.

DELIVERY PROGRAMME

Development of Provincial Transport Framework

The Provincial Transport Framework, being an over-arching document incorporating all integrated transport plans within the Province, will be compiled.

Development of Provincial Legislation

The Province is to establish its own provincial legislation for the administration of public transport according to the parameters of the national framework of Chapter 2 of the National Land Transport Transition Act, but providing for the Province's own specific policies and objectives.

This legislation will allow Chapter 3 of the National Land Transport Transition Act as well as previous legislation governing public transport to be repealed in the Province.

Development of Statutory Plans by Planning Authorities

The City of Cape Town as Core City must compile its current Public Transport Record, together with the Public Transport Plan and Integrated Transport Plans.

However, these are influenced by this Delivery Plan and, in particular, the Scheduled Services Transformation Program (refer Delivery Plan 10). The Statutory Plans will be initiated within the framework of Delivery Plan 7: Cape Metropolitan Area Delivery Plans.

In a similar manner the Province will initiate, together with district municipal planning authorities, the Plans required in the districts of the Province in terms of Delivery Plan 8: district municipal Delivery Plans.

Granting of Transport Authority Status

Within this programme the Province will initiate, give guidance and encouragement to local structures wishing to reach transport authority status

Confer PTP and ITP's on Certain Planning Authorities

Where a rural authority is not a transport authority, Public Transport Plans and Integrated Transport Plans prescribed by the National Land Transport Transition Act will have to be compiled with the assistance of the Province.

DELIVERY PLAN 5

PROVINCIAL ADMINSTRATIVE AND STATUTORY STRUCTURES

The South African Constitution of 1996, further reinforced by the National Land Transport Transition Act, 2000 (Act 22 of 2000), has provided the necessary clarity on roles and responsibilities of the national, provincial and local spheres of government regarding the provision of public transport.

This section deals with the Provincial resources and statutory bodies needed to administer public transport and to implement the delivery plans according to the vision for public transport in the Province.

PROBLEMS AND ISSUES

The Provincial Department of Transport and Public Works will, in terms of the overall Delivery Plan, be in a better position to establish the resources required to administer the functions, responsibilities required of it. The experience gained since the Province was delegated the responsibility for public transport has demonstrated that a substantially greater workforce of professional staff is required than is currently in place and that these personnel would have to be adequately skilled and sufficient budgetary resources should urgently be made available for training programmes of existing staff.

Statutory bodies, such as the Operating Licensing Board and the Registrar will require continued support, while other boards and panels as required in terms of the existing national and future provincial transport legislation must soon be established.

The Operating Licensing Board, in particular, will require additional capacity in the short and medium term in order to enable it to better evaluate applications for the granting of operating licences placed before it.

While eventually transport plans prepared for all areas in the Province will guide the Board's decision making, a technical "Evaluation Unit" or Units to deal with applications is needed to assist the Board with adequate information for sound decision making. The Evaluation Unit would be responsible for carrying out the necessary investigations to analyse an application against demand for the service, and to proactively consult with planning authorities, other affected operators, and any other concerned persons, so as to put forward to the Board a proper analysis together with recommendations on each application.

Similarly, the Registrar will require more capacity to administer additional responsibilities to be placed on him in terms of new legislative requirements.

OVERALL OBJECTIVES FOR AUTHORITIES

The devolution of the responsibilities for public transport to the Province and local authorities has taken place in terms of the constitutional and legislative framework and must now be implemented in accordance with the following:

- The Province, through its Provincial Transport Framework, must determine its own functions and tasks relating to public transport and the functions and tasks to be performed by local authorities.
- The Provincial Public Transport Branch must, based on the functions and responsibilities indicated through this overall Delivery Plan, determine the organisational structure and appropriate skills required, and recruit the necessary staff.
- The Provincial Operating Licensing Board, and a Provincial Appeal Board must be established in terms of national and provincial legislation
- The Registrar's functions must be expanded to register other transport operators and drivers in addition to minibus taxi operators and a panel of Assessors appointed through a democratic process

- The functions of the Provincial Transport Board must be established and the Board appointed by the Minister.
- Steps must be taken to eliminate unnecessary delays in the process of administering applications for operating licences in a manner that is acceptable to both the applicant and the Operating Licensing Board.
- The Provincial Department of Transport and Public Works must develop an Evaluation Unit that will assist the Operating Licensing Board with background investigations and consultation required to assist in decision-making of operating licence applications.
- Given the transitional state of public transport in the province, the Province must lead the essential tasks of managing and co-ordinating all authorities in the Province in this task including also financial partnerships with local authorities to achieve these ends.
- The Province must identify the resources needed within local municipalities to perform the functions of transport and planning authorities and assist these authorities in fulfilling such needs. Where staff is lacking, Province must enter into agreements to assist with the required skills.
- First phase bus transport contracts to replace interim bus contracts in the Cape Metropolitan Area must be handled by the Province in co-operation with and participation by the City of Cape Town.
- The minibus taxi formalisation process and measures to bring this industry within the bus contract system must be led by the Province, in co-operation with local authorities throughout the Province and in consultation with the minibus taxi leadership.

DELIVERY PROGRAMME AND BUDGET

Organisational Structure

The Province will review its role and responsibilities for public transport, taking into account those responsibilities to be performed by other spheres of government, and structure its technical resources accordingly.

Establishment of Operating Licensing Board, Evaluation Unit and Appeals Board

The Province will properly establish a Provincial Operating Licensing Board as well as the technical Evaluation Unit and the Provincial Appeals Board required to efficiently and appropriately consider applications for the award of operating licences.

Formally establish the Provincial Registrar, the Support Office and Assessors

The Registrar and the Panel of Assessors, and other support resources as required for the administration, will be established in accordance with legislation, taking account of their responsibilities and workload.

Develop Database to replace LTPS and RAS

The Province will develop an appropriate database according to the needs of the Public Transport Branch, the Operating Licensing Board, Registrar and enforcement agencies. This database will contain information on public transport operators, vehicles used for public transport and other operational details.

DELIVERY PLAN 6

FINANCING OF PUBLIC TRANSPORT

The adequate financing of public transport is one of the key requirements of successful implementation of this Vision and the funding needs must be properly identified, recognised, quantified and provided.

PROBLEMS AND ISSUES

Funding of public transport on a sustainable basis is an essential requirement for achieving the system in terms of this vision. As a public service delivered to the community, a significant part of the funding required to construct, operate and maintain public transport services is derived from the fare box.

However, for social and strategic reasons, the provision of public transport infrastructure is a responsibility of the transport authorities and financial contributions to the operation of services must be made by the authorities in the form of contract payments in order to maintain fares at an affordable level.

It is essential that the current funding provided by the National Department of Transport toward the operation of the passenger rail system, and the scheduled bus system be maintained for as long as there exists no substitute for these funds at provincial level. A reduction or a withdrawal of these funds would have drastic implications on the delivery of this Vision.

It is essential that the Province and local municipalities in the Province fully recognise their responsibilities towards additional funds beyond the contributions of the National Department of Transport and make the appropriate budgetary provision accordingly.

In order for such budgetary provisions to be made, it is essential that proper estimations of funding needs are made for all levels of public transport throughout the Province and these needs be discussed and accepted by the various levels of government. This process should best take place through the intergovernmental structures established in terms of Delivery Plans 7 and 8.

A process of establishing additional sources beyond normal budgetary allocations of the Provincial and local government, such as are provided for in the Urban Transport Act, 1977 (Act 78 of 1977), should be explored. This process should include the levying of taxes and user charges made possible through additional Provincial legislation.

OVERALL OBJECTIVES ON FINANCE AND FUNDING

The objectives to be pursued are as follows:

- Funding for public transport operations as provided by National Department of Transport for bus and rail must be assured for the period of the Delivery Plan, and must include escalation.
- The Province and local authorities must establish financing needs for public transport operations and infrastructure and budget additional funds as required.
- Additional sources of funding beyond the normal budgeting sources must be explored and the necessary steps taken to institute the legislation required.
- Where possible, the costs of public transport operations must be recovered from the passenger via the fare box. Government may contribute towards the cost of road-based public transport services but only through the vehicle of tendered or negotiated contracts between government and service providers.

DELIVERY PROGRAMME AND BUDGET

Determine Status Quo

Expenditure and income for public transport will be determined taking into account previous endeavours to determine alternative sources of funding

Development of a 5-year plan to fund Delivery Plan

Through consultation and agreement within the Province and with local authorities, the Province will develop a strategy to fund implementation of the 5-year Delivery Plans outlined in this document, taking into account;

- The Province's own budget
- Funding to be provided by local authorities
- Other funding sources, including such mechanisms as levies on parking and developments, such as is provided for in the Urban Transport Act.
- Savings through increased efficiencies

DELIVERY PLAN 7

CAPE METROPOLITAN AREA DELIVERY PLAN

The Cape Town Metropolitan Area is provided with the basic elements of a formal public transport system consisting of passenger rail and bus systems operated with financial assistance from central government, and supplemented by minibus-taxi services. For a summary of the status quo and statistics of public transport in the Cape Metropolitan Area the report entitled "Moving Ahead: Cape Metropolitan Transport Plan Part I: Contextual Framework", published in September 1998 by the former Cape Metropolitan Council should be consulted.

The City of Cape Town, being currently the sole metropolitan municipality with jurisdiction over the Cape Metropolitan Area, has administered the Core City functions of this region over the past 20 years. During this period, the planning process carried out by the Core City has motivated and co-ordinated funding for many new transport infrastructural projects that have been developed.

However, significant problems and challenges exist with current public transport in the metropolitan area, generally contributing to the decline in the quality of service delivered to the user. Through an all-inclusive consultation process that must involve the three spheres of government, the user of transport, business and community organizations and the public transport operators, the system must be transformed into one that adequately serves the needs of citizens of Cape Town and the economic development of the City, including tourism.

The purpose of this Delivery Plan is to confirm the commitment of the Province towards the transformation of public transport in the City, and to initiate a process that provides for co-operative governance between the Province and the City towards this end.

PROBLEMS AND ISSUES

Many of the problems and issues that beset public transport in the Cape Town Area are discussed in other sections of this Delivery Plan, however the following issues should be noted:

Demographics and Land Use Structure

The City of Cape Town, which comprises the entire Cape Metropolitan Area, has about 3 million people - 66% of the population of the Western Cape, residing in an urban area less than 2% of the total area with a population density of 1 200 persons per square km.

The Cape Metropolitan Area provides an estimated 1,15 million, or 61%, of the jobs in the formal economic sector, and accounts for 51% of the income generated within the Province.

Disparities exist in respect of spatial structure and residential planning, many which relate to historic and political decisions, but which can also in some measure be ascribed to economic realities. This distortion needs attention from both a land use and public transport planning perspective.

The planning and provision of public transport services and infrastructure is a critical and urgent necessity, as a transformed system is needed for improved mobility of those resident in the area. Also, a properly planned and implemented public transport system has far-reaching impacts on the success of the existing and future spatial structure of the City.

In a large measure, the long-term functionality of the Metropolitan Spatial Development Framework depends on the effectiveness of its corridors. One of the key success factors to such a system is the provision of public transport within these corridors that connect to other parts of the metropolitan area through an integrated system of interchange points.

Organisational Structuring

Since the early 1980's transport planning and the development of infrastructure has been a responsibility of the Core City declared in terms of the Urban Transport Act, 1977 (Act 78 of 1977). This system of collaboration of the authorities within the defined metropolitan transport area has produced considerable benefits in terms of co-ordinated planning and has delivered many valuable public transport projects.

Until the devolution of the public transport function to the Province and the requirement in 1998 for the Core City to produce its Current Public Transport Record (CPTR), neither the City nor the Province had responsibility for the affairs of public transport operations, as these were performed by the National Department of Transport. Only since 1996 has the Province become responsible for the regulation of permits in terms of the Road Transportation Act, 1977 (Act 74 of 1977). The National Department of Transport to date still effectively administers formal bus and rail operators.

The Public Transport Restructuring Plan, as initiated by the National Department of Transport in 1999, and administered by the PTRP Panel comprising the City of Cape Town, the Province and the National Department of Transport, was the first co-ordinated attempt to develop plans and to implement projects in relation to these plans.

Although progress according to its intended program has been delayed through limitation in funding, the project is currently in process and its administration should be restructured through reviewed agreements to include the City of Cape Town and the Province. These must be underpinned by a binding commitment by each party to the funding contribution towards the development of the statutory plans and the implementation projects that flow from these plans.

An investigation conducted by the former Cape Metropolitan Council into the feasibility of establishing a transport authority in the Cape Metropolitan Area was completed during the year 2000. A new Project Committee must, as part of its role, define the appropriate local government structures and their organisational resourcing in order to plan, manage and maintain public transport in the transport area.

Statutory Plans

Once Part 7 of the National Land Transport Transition Act is brought into operation, it will become a requirement that the set of plans specified in this Part are developed and then updated on an annual basis.

An important function of the Public Transport Restructuring Project must be to develop these plans in terms of the objectives to be achieved for public transport in the Cape Metropolitan Area, to have these approved and to use them as instruments for the implementation of projects.

OVERALL OBJECTIVES TO BE ACHIEVED IN THE CAPE METROPOLITAN AREA

The objectives to be pursued are:

- The City of Cape Town together with the Province and other appropriate authorities must, as required in terms of co-operative governance, establish inter-governmental structures to provide for public transport in the Cape Metropolitan Area. These are essentially committees with representation from the Province and the City, established in the form and constitution required.
- The intergovernmental structures must operate in terms of agreements that will clearly set out responsibilities for the planning and implementation of projects and specify the apportionment of budgets contributed by the respective authority.
- As a priority, the statutory plans required in terms of the National Land Transport Transition Act must be developed and these used as a basis for implementation. These plans must guide processes that are the subject of other delivery plans within this document.
- Planning projects currently being carried out under the Public Transport

Restructuring Project must be concluded and forthcoming planning projects defined and managed by the reconstituted intergovernmental structure.

- Implementation projects identified in the Public Transport Restructuring Project and financed from the City of Cape Town's budget must be reviewed by the intergovernmental structures prior to commencement, with a view to concluding agreements on the project priorities and budgets to be apportioned to these projects.

DELIVERY PROGRAMME

The programme to be delivered by the City of Cape Town is scheduled below and represents a continuation of the Public Transport Restructuring Project initiated during 1999, together with the Public Transport Infrastructure Capital Works Program and the ongoing management and maintenance of such facilities.

Statutory Framework Development

The Province will initiate the establishment of the intergovernmental panel to continue the work previously administered by the Public Transport Restructuring Project Panel, so that during 2002/2003 the City can carry out the following tasks:

- Investigate establishment of Transport Authority
- Update Current Public Transport Record
- Compile Operating Licence Plan
- Develop a Rationalisation Plan
- Draw up the Public Transport Plan
- Compile an Integrated Transport Plan

Support for Planning and Development Projects

Flowing from the preparation of the above statutory plans, the Province will support the City in preparing for the implementation of projects through financial contributions to be agreed by the intergovernmental structures. This work will include specific investigations and detailed plans required to properly define projects prior to implementation. These programmes are:

- *Operations Management Initiatives*
 - Facility Operational Management
 - Safety and Security Strategy
 - System Compliance/Law Enforcement Strategy and Guidelines
 - Operational Control Strategy
- *Infrastructure-related Investigations*
 - Short-term Infrastructure Development Plan
 - Longer-term Infrastructure Development Strategy
 - Infrastructure Design Guidelines
 - Project Evaluation Guidelines
 - Prioritisation and Expenditure Plan
 - Development of a Public Transport Maintenance Management System,
- *Information, Marketing and Consultation*
 - Communication and Marketing Plan
 - Consultation Processes
 - Social Charter
 - The Quality Charter
 - The Customer Information System
- *Multi-Modal System Planning*
 - Public Transport Network Development Phase

- o Services Specifications
- o Fare level determination
- o User (stated) Preference Studies
- o Integrated Multi-Modal Ticketing System Development
- o Special Needs Passengers

Public Transport Implementation Projects

The Province will contribute to the funding of public transport infrastructural capital projects, to be identified and prioritized by the joint intergovernmental committee. The task of agreeing on candidate projects, the priority of such projects, their timing, and the apportionment of costs by the contributing authorities will be undertaken at the earliest opportunity.

Province will also consider contributing funding for operational projects that include support for public transport contracts, including road and rail operations

Management and Maintenance of Public Transport Infrastructure

All public transport facilities requiring on-going maintenance, including stations, interchanges, signage for public transport and bus stops, will be identified, and a plan drawn up for restorative and route maintenance. The programme and financing of this programme will be considered by the intergovernmental structure so that agreements can be reached on funding contributions.

DELIVERY PLAN 8

DISTRICT MUNICIPAL DELIVERY PLAN

The 32 municipalities outside the Cape Metropolitan Area include five district municipalities and 27 local municipalities located within the boundaries of the district municipalities. Because of the large size of the district municipal area and the sparseness of its population, many people have little or no access to public transport services.

PROBLEMS AND ISSUES

It needs to be realized that no formally structured public transport services are available in the rural areas. Until recently, no information existed on services or their utilization. The Current Public Transport Record for each of the district municipal areas, completed in the year 2000, provided the Province with better understanding of the current situation. Given that more than 500 000 live in these areas and the important role of public transport plays in the development of communities, this needs to be addressed as a matter of priority.

Lack of Structured Services

The minibus taxi industry operating in the district municipal areas conveys the bulk of passengers in a largely unregulated and often illegal manner. Local bus operations are virtually non-existent or in poor condition. Some rail services provide transport to and from work on a daily basis (eg Winelands) but in most places where rail services exist they provide mainly for long distance movements.

Long distance public transport services operating through the district municipal areas and affecting towns along the way are an important feature of public transport in district municipal areas, and often require suitable infrastructure, which is generally lacking. Similarly, public transport services operating between adjacent towns fulfil an important social need, but require improved quality and more reliable scheduling.

There is very little integration between the transport modes, nor is there any institutional arrangement in place which endeavours to seek such inter-modal co-operation.

The Provincial Department of Education provides learner transport services on a contract basis with mainly small bus operators, but these are not widespread and not available for use by other potential users.

A particular need in district municipal areas is for public transport to serve the farming community. Many of the people in the Province who live on farms would be stranded without the transport provided by farmers using their own vehicles. The population affected and the extent of farm worker public transport needs must be established and alternatives considered for a properly organized system appropriate and affordable to their needs.

Institutional Structures

District and local municipalities have in some cases provided ranking areas but apart from a degree of enforcement by traffic enforcement agencies, have had little proactive involvement in the identification and provision of public transport services. This has been the case not through an unwillingness on their part but an absence in the legislative framework to confer the responsibility for public transport on them.

The Constitution of 1996 places some responsibility on local authorities and when Part 7 of the National Land Transport Transition Act is brought into operation these authorities must, in terms of their responsibility as planning authorities, develop and maintain statutory plans.

Through the PROVTECH structure the non-metropolitan authorities have since 1996 gained some appreciation for the need to take responsibility for public transport. However, the lack of specialist resources in the area of public transport will require

that the Province in certain instances assist them in their planning authority functions.

This must be achieved by the establishment of intergovernmental committees consisting of the Province and the local municipalities in defined areas, possibly with boundaries coinciding with district municipal boundaries. These structures should jointly develop the statutory plans required in terms of the National Land Transport Transition Act.

Such agreements must specify the responsibilities of each authority, and the apportionment of the share of the budget between Provincial and local authorities.

Infrastructure needs

Apart from a small number of instances, there is a lack of properly planned and managed ranks and termini to serve district municipal public transport. Once the need has been established, including the required location and size, the provision of these basic facilities can produce significant benefits throughout the Province. The design and construction of these facilities are within the competency of the local authorities and can be rapidly implemented as a priority programme.

OVERALL OBJECTIVES OF NON-METRO DELIVERY PLANS

The objectives to be pursued are as follows:

- The Province must establish intergovernmental structures in the non-metropolitan area of the Province, each being responsible for defined authority jurisdictions to be established, in order to jointly administer the development of statutory plans and infrastructural projects for such areas.
- Such structures must operate in terms of agreements that establish responsibilities for the planning and implementation of public transport and define the financial contributions of parties to the agreement.
- As a first stage following the completion of the CPTR's of 2000, public transport infrastructural needs must be established and a program of provision of basic ranks and interchanges determined.
- The respective intergovernmental structures must prioritise the development of statutory plans by all planning authorities, which are to consist of the updating and augmenting of CPTR's and the preparation of Operating Licensing Strategies.
- A pilot area in the Province must be selected, in which the planning is extended to include a rationalization plan, a public transport plan and an integrated transport plan.
- Following the development of the pilot plans, bus services and other projects must be implemented without delay.
- The intergovernmental committee structures in the district municipal areas must consider which planning authorities are required to prepare plans beyond the mandatory CPTR and Operating Licensing Strategies.
- The above structures must also give consideration to those areas that are candidates for the establishment of transport authority and initiate a process that allows this to take place.
- Attention must be given to tourism transport and long distance transport modes in addition to other forms of passenger transport.

DELIVERY PROGRAMME AND BUDGET

Establishment of Inter-Governmental Structures to Guide Process

Discussions will be held with local municipal structures in each district municipal area and collectively through PROVTECH. The process will include local stakeholders so as to gain consensus on the principles of the Delivery Plan. Communication campaigns will be developed to promote awareness of the process.

Short-term Infrastructure Development Plan

A prioritised schedule of proposed infrastructure projects will be drawn up and agreements reached between authorities on the financial contributions to be made. As

funding is made available each project will be investigated, designed and constructed. Management structures will be established and agreements concluded with respect to usage and control.

Establishment of CPTR and OLP

The Province will assist with the establishment of structures required to develop and maintain a Current Public Transport Record (CPTR) and Operating License Plan (OLP) in each district. These processes require consultation with operators and users in each district.

Provide for needs of farm workers and remote communities

A comprehensive investigation will be carried out to establish the needs of farm workers and remote rural communities. The strategies so determined will be incorporated into public transport plans with a view to significantly improving the provision, frequency and quality of public transport available to these communities. This investigation will further address the types of vehicles that should be allowed to convey passengers in such remote rural areas.

Preparation of PTP's

Following from the above, the task of rationalizing and transforming current public transport services into local area negotiated contracts will be undertaken in consultation with the local community, other community organizations and transport operators, in accordance with the principles set out in Delivery Plan 10. This requires the production of an initial Rationalization Plan and Public Transport Plan as defined in the National Land Transport Transition Act, which will serve as a basis for agreements on the way forward in each district.

DELIVERY PLAN 9

MINIBUS TAXI TRANSFORMATION PROCESS

The minibus taxi industry has developed rapidly in a relatively short time and has succeeded in capturing the major part of the public transport market in nearly every part of South Africa.

This Delivery Plan must be read in conjunction with Delivery Plan 10: Scheduled services transformation process, as the Provincial vision envisages that minibus-taxi services will be transformed over time into scheduled public transportation services. Thus the future of minibus-taxi services cannot be viewed as a separate mode to bus and rail seen in isolation and in competition.

While the human resources and capital investment in the minibus taxi industry must be fostered and encouraged, the nature of the services offered require transformation for reasons outlined in this document.

PROBLEMS AND ISSUES

Emergence of the industry

The emergence and growth of the minibus-taxi industry occurred most notably between the mid-1980s and the mid-1990s, a period that coincided with the struggle for democratic change and leadership in this country. Deregulation, and the relaxation of stringent permit conditions at the time, allowed large numbers of operators to enter the market, using minibus vehicles affordable to the small operator.

The industry during its emerging years was closely allied to the struggle, and provided the population dependent on public transport with a community-based public transport alternative to government-run and controlled formal scheduled bus and rail services. Being a system based on small operators and large fleets of vehicles, the minibus taxi industry provided employment and a viable income for large numbers of people.

The Western Cape's experience with the growth of the minibus-taxi industry is very similar to that of other provinces in South Africa, and now consists of a fleet estimated at approximately 10 000 minibus vehicles.

Minibus taxi services carry more passengers than formal scheduled bus services in the Cape Metropolitan Area. In most rural areas, it provides the only public transport service available.

A major problem with services provided by the minibus taxi industry is that they are designed to suit operators and minibus taxi owners and their associations rather than the passengers. As a result, services favour high-volume lucrative routes and times of the day when income can be maximised. This often leaves passengers stranded where there is no access to a formal scheduled service.

Structure and governance

The underlying reasons for the unsatisfactory nature of the industry are related to its structure, governance and how decisions are made on the supply of public transport services.

With regard to structure, the process in terms of which the industry is organised into voluntary minibus taxi associations places much power in the hands of a multitude of associations and a few federal bodies. Minibus taxis compete in an overtraded market, which results in fierce competition between rival minibus taxi operators and associations. This is often the cause of violence, creating fear and disruption for passengers.

Associations have come to accept and even encourage the proliferation of illegal operators, often encouraging these entrants to the market to join their associations in order to boost membership fee revenue. The entry of illegal operators leads to greater competition, compromising legal minibus taxi operators as well as formal bus and rail services.

Minibus taxi services operate in direct competition with scheduled bus and rail

public transport services, eroding the viability and financial efficiency of these services and contributing to their decline.

The somewhat loose, unstructured organisation of service providers into associations has made it difficult for government to consult with the minibus taxi industry in order to transform the industry in terms of the recommendations made by the National Taxi Task Team in 1996 and now embodied in the National Land Transport Transition Act. This must be overcome by the election of a democratically elected body that represents the interests of all minibus taxi operators in the Province, namely the Western Cape Provincial Taxi Council.

Statutory bodies

The role of the Operating Licensing Board (previously the Local Road Transportation Board) as a decision-making body on market entry is a further issue. Firstly, the Board is called upon to consider and make decisions on the granting of permits, thereby allowing minibus taxi services, in the absence of sound information or any plans for proper organised public transport anywhere in the Province. This has resulted in the granting, in good faith, of permits for services that are often inappropriate and has contributed to the current overtraded situation in many areas. This issue is further dealt with in Delivery Plan 5, where short and longer-term actions to address this issue are put forward.

The permit itself does not currently represent an appropriate contract between the operator and government, as it allows too great a freedom to operators. The current situation whereby operators are granted permits for multiple routes is undesirable, particularly when this is related to part-time operation on already overtraded routes. The authorities granted in terms of permits vary greatly and are inconsistent, resulting in difficulties in enforcement of operations on specific routes.

A further problem is the procedure of public hearings for the granting of permits, during which objectors are often threatened and intimidated by applicants or their associations. There are also complaints that the administrative procedure for applications takes an unacceptably long time. Although a minimum of 90 days is needed for the process, it frequently takes much longer. There are also numerous other problems in the present permit system, including the transfer, sale and hire of permits, which transactions are undesirable but difficult to control.

Lastly, the lack of status or protection of many drivers employed by minibus taxi operators is a great concern, as employment practice often leads to unacceptable behaviour and driving habits.

OVERALL OBJECTIVES IN THE TRANSFORMATION OF THE MINIBUS TAXI INDUSTRY

Solutions must take into account the complex set of issues described above and achieve the following objectives:

- The current basis of operation whereby minibus taxis operate unscheduled services cannot continue and must be transformed in a properly planned, consultative and sustainable manner.
- Qualifying minibus taxi operations must first be legalised through the current Be Legal Programme and permits converted into operating licences bound by fixed routes. Strict enforcement of operating licences will remove illegal operators from operation.
- The second step is the conversion of unscheduled minibus taxi services into scheduled public transport services, as dealt with in Delivery Plan 10, with vehicles operating on fixed routes and according to prescribed schedules and fares.
- This process of transforming the minibus taxi industry into scheduled public transport services will involve intensive consultation, the establishment of representative democratic structures, training and capacity building.

DELIVERY PROGRAMME AND BUDGET

Be Legal process

Applications for Operating Licences through the Be Legal process have been submitted and acknowledgements of receipt have been issued. This process will be concluded during 2002.

Support for and empowerment of industry

The Province will continue to support the Western Cape Provincial Taxi Council and its membership so that, following its election in March 2002, it is able to properly administer its affairs, establish offices and conduct meetings as is necessary. The support will extend to the granting of funds for capacity building, training and economic empowerment to the industry through the Taxi Council.

Conversion of Permits to Operating Licences

In terms of the National Land Transport Transition Act, the conversion of all existing permits into operating licences is urgent. This project will provide the necessary support to prepare and administer the process for the Provincial Operating Licensing Board. The first step in this process has been completed with the conversion of radius-based permits into route-based, route-network operating licences.

Rationalisation of Operating Licences

All minibus taxi operating licences will need to be reviewed and, where appropriate, altered in order to better align these with the Rationalisation Plan for the Cape Metropolitan Area and each district planning authority. This process is necessary in preparation for the minibus taxi recapitalisation process and/or the transformation into future public transport contracts.

Recapitalisation Process Management

The National Department of Transport and the Department of Trade and Industry's planned minibus taxi recapitalisation process will require that assistance and resources within the Provincial structure be made available on implementation so as to manage the process at a local level in the Western Cape.

DELIVERY PLAN 10

SCHEDULED SERVICES TRANSFORMATION PROCESS

Scheduled bus services have a vital place in the road-based public transport system, supplying demand-based services in corridors not served adequately by passenger rail, and as a feeder service to rail.

The scheduled bus services currently offered in the Cape Metropolitan Area, provided under an interim contract with Golden Arrow Bus Services, must be replaced by contracts in terms of the provisions of the National Land Transport Transition Act, which gives government greater control.

The National Department of Transport and the Province are jointly driving the conversion process as matter of urgency. Attempts by the Province to conclude contracts to replace a large part of the current Golden Arrow Bus Services interim contract were halted in terms of a High Court action brought by the operator on the grounds of non-compliance with the National Land Transport Transition Act.

For some time the minibus taxi industry has expressed its desire to participate in the next round of contracts and to be involved in providing scheduled services on a contract basis. This Delivery Plan must therefore be read closely in conjunction with Delivery Plan 9.

PROBLEMS AND ISSUES

The current role of scheduled bus services in the Province, and particularly in the Cape Metropolitan Area, is much reduced compared to a decade ago. Competition from minibus taxis on bus routes has reduced passenger numbers, negatively affecting income, quality of service and profitability.

This competition has been accompanied by sporadic violence and intimidation. Passengers and drivers are targeted in an effort to coerce passengers into using minibus taxi services.

Golden Arrow Bus Services has responded to its increasingly compromised situation by concentrating on survival. This includes cancelling services on unprofitable routes and off-peak services. It also applies resources only to routes where the subsidy is maximised. Due to these and other problems, the current system of distributing subsidy urgently needs to be changed into one in which contract payments are better controlled and accounted for.

Decisions about routes, schedules and times of bus operation are made entirely by Golden Arrow Bus Services and other private bus companies, and do not take into account the broader needs of passengers beyond travelling to and from work.

Subsidised bus services provided by Golden Arrow Bus Services under the "Interim Contract" are geared mainly towards carrying commuters in peak periods. Off-peak services are offered only to gain market edge and when marginal costs are covered.

Another concern is the aging nature of the bus fleet and the associated decline in vehicle quality. It seems that income generated by the bus operation is insufficient to adequately recapitalise a fleet in which the average age of buses is 20 years as against the more desirable 10 years.

The conversion of the Interim Bus Contract, under which Golden Arrow Bus Services currently operates, into tendered contracts under conditions set by the National Land Transport Transition Act, will address some of these problems. However, it will not provide solutions to many of the serious operational problems in the road-based public transport industry. These include resolving the issue of competition posed by the minibus taxi operators and the equitable distribution of the financial contribution by government to the minibus industry through such contracts.

OVERALL OBJECTIVES FOR THE BUS INDUSTRY

The Province envisages that road-based bus services be transformed according to the following principles:

- Every bus service must in future be planned and provided in terms of a contract between government and the private sector company operating such services. Contracts must specify in detail the routes, schedules, vehicles and fares, and compliance will be monitored. Contracts may provide for payments to the operator to supplement revenue where fare box income is insufficient to cover operating costs and recapitalisation. Provision will be made for penalties where agreed levels of service are not met.
- Each contract for a specific area or corridor must incorporate all legal operators of road-based scheduled public transport services in that area or corridor subject. This will involve the merger of bus and minibus taxi operators providing services in terms of these contracts.
- The first round of the "transformed" contracts must be concluded through negotiation between government and operating companies, or entities, with the full inclusion of minibus taxi operators entrenched in each contract area. There are various options for appropriate forms of these entities. One of these is a special purpose vehicle formed to amalgamate the assets of operators (both minibus taxi and the bus company) and to provide dividends and employment to existing operators.
- Within the scope of transport plans, and taking into account existing rights, no minibus taxi-type services or any other bus operator must be permitted to operate in competition with the contracted operator within the defined contract area.
- Contracts must recognise the distinction between short-distance feeder services and longer distance corridor services and will carefully address and clarify contractual "ownership" of routes.
- Road-based bus services must operate in terms of a social and quality charter that will ensure that public transport users have reasonable access to transport, both in terms of distance from the nearest service and the hours of operation throughout the day.

DELIVERY PROGRAMME AND BUDGET

The Province intends replacing the Interim Contract with Golden Arrow Bus Services with some 20 negotiated local area and corridor contracts, which will include bus services and existing minibus taxi operators. A further six to 15 contracts may be required in the district municipal areas of the Province. To achieve this, the following steps are necessary:

Establishment of a Transformation Team

An adequately resourced transformation team will be established to function at the strategic and tactical levels. Skills required are diverse and will include the following:

- A Project Manager to oversee the process
- Negotiation/facilitation specialists to obtain agreement from bus and minibus taxi operators, and to conclude contracts
- Accounting and business expertise to assist in establishing the present worth of participating entities and to facilitate the establishment of new company structures
- A bus service design team, whose task it will be to design and prepare contracts
- Training and empowerment specialists responsible for establishing training programmes and managing the re-orientation and training of existing and new entrants into the bus industry
- A bus-monitoring expert to advise and perform the independent monitoring of services and to certify claims

Interim Transformation Plan Development

Province will manage the process, which will require initial agreement with regard to the local and corridor contract areas/environments. This will be documented in the Transformation Plan, which should incorporate the Operating Licence Plan and Rationalisation Plan required by the National Land Transport Transition Act. The Plan will inform all participants including the Provincial Operating Licensing Board about the intentions of the Province and local municipality and advise on the rollout of the contracts programme.

Establish financial position of bus and minibus taxi operators and drivers

This independent study will evaluate the social and economic situation of operators and drivers of bus companies and minibus taxis and develop a financial model for future negotiation purposes.

Negotiation of new Interim Contract with Golden Arrow Bus Services

The transformation process will impact on the current Golden Arrow Bus Services operation and requires a renegotiated Interim Contract between National Department of Transport and Golden Arrow Bus Services together with strict financial and service monitoring during the transformation period. A detailed evaluation of the staffing arrangements and financial situations should follow initial negotiations and contribute to effective control.

Design and Implementation of Contract No 1

The first Pilot Contract in a selected area involves a multi-step process of data collection, synthesis and analysis, conceptual and financial design, consultation with users and operators, and proceeding to full implementation.

Roll-out of Additional Contracts

Once the first pilot project has reached a fairly advanced stage of implementation, attention will focus on the next group of contracts, which should be undertaken simultaneously. These are to be followed at regular intervals by further similar rollout phases.

Investigate and Establish Training and Empowerment Programme

Parallel to the above processes, the Province will investigate training needs, and put in place a programme aimed at re-orientating personnel to be employed in the new scheduled service contracts.

Initiate Contract Monitoring Process

The independent monitoring of scheduled services to ensure contractual compliance is vital. From the outset the performance of the renegotiated Interim Contract with Golden Arrow Bus Services will be monitored together with strict financial control and this will be followed with the monitoring of the local and corridor negotiated contracts as these replace the Interim Contracts.

Financial Monitoring of Contracts

The transformation process will have major implications for existing bus and minibus taxi operators, but all require to be financially protected. To ensure fairness and total transparency an independent financial monitor is to be appointed whose task it will be to monitor the transformation process and the performance of all entities so established and report regularly to both the new companies and to Government.

Contract Payments (Equity Adjustments)

This represents an administrative process to be performed by the Province with assistance of the independent auditor and service monitors. This also makes provision

for the transfer of National Department of Transport finance and any local authority contributions.

Initiate Transformation Contracts in District Municipal Areas

Similar processes to those outlined above will be initiated by the Province in the district municipal areas of the Province. (See Delivery Plan 8).

Public Awareness Creation and Product Marketing

Public consultation will be planned and incorporated into each new contract designed. In addition to this a comprehensive awareness programme will advise the general public on the transformation process and inform about the new services. (See Delivery Plan 2).

DELIVERY PLAN II

LEARNER PUBLIC TRANSPORT

Learners are a special needs category of public transport, particularly when normal scheduled public transport services are not available to provide transport between home and school. It is a category that must be included in the consideration of services to all communities.

PROBLEMS AND ISSUES

The fulfillment of the need for learner transport is currently provided through special learner bus contracts where scheduled public transport is not available and occurs predominantly but not exclusively in the rural areas of the Province. These contracts are entered into between the Provincial Department of Education and private operators.

Until June 2001 learner contract services, or any other paid learner transport services, were exempt from requiring permits but since 1 July 2001 operating licences have been required under Section 44 of the National Land Transport Transition Act.

Learner bus contracts have generally been inadequately specified, managed and funded. This results in a very poorly maintained and aged standard of buses used, as the contracts are of short duration and payments are insufficient to allow operators to recapitalise their vehicles.

A significant number of informal "contracts" exist, which have taken place between schools and operators, or parents of learners and operators, many using minibuses without permits.

OVERALL OBJECTIVES FOR LEARNER TRANSPORT

There is a need to integrate the needs and the provision of learner transport with other public transport planning and services, with the following objectives to be pursued:

- The Province's Department of Transport and Public Works must develop a greater synergy with the Provincial Department of Education, so as to strategise on the best methods of supplying transport to learners. The Department of Education has already indicated its wish to do this.
- Where possible, and taking into consideration national policies on subsidies for learners, learners must be accommodated by scheduled public transport services, both in the urban and rural contexts. Transport plans must explore the potential for the better utilisation of normal scheduled bus contract services to include learner transport, worker and social needs.
- Where a contract learner service is funded and required by the Department of Education, this must, with the agreement of the Department of Education, be administered and monitored by the Department of Transport and Public Works on behalf of and at the cost of the Department of Education, so that the skills and resources available can be better utilised.
- Public transport services for disabled/special needs learners are currently provided by various institutions and the private sector. These requirements must be addressed by the Department of Transport and Public Works and policies developed for providing for such needs within the greater public transport system.

DELIVERY PROGRAMME AND BUDGET

Develop MoU between the Department of Transport and Public Works and the Department of Education

A liaison structure will be set up to consider opportunities for integrating learner transport services into the formal bus transport contracts. The process will deliver a Memorandum of Understanding and an implementation programme.

Fast track issuing of Operating Licences

As required in terms of the National Land Transport Transition Act, all providers of learner transport services must apply for with operating licences. This activity aims to fast track the process with guidance from the National Department of Transport, and will be carried out in terms of its own Provincial action plan.

Undertake a Status Quo Study

The activity will identify the extent of learner transport services, the need for such services, and the effectiveness and acceptability of current services. Formal contracts managed by the Department of Education, the conveyance of learners on existing public transport services together with informal or independent agreements or contracts with bus and minibus taxi operators will be included. The investigation will also identify the transport of special needs learners and their particular requirements.

Development and Implementation of Transformation Programme

A programme will be developed which will deliver improved learner transport services, whether or not this remains a Department of Education responsibility, or is integrated into the formal bus system.

DELIVERY PLAN 12

EMPOWERMENT, LABOUR AND TRAINING

An efficient, well-managed and operated integrated public transport system requires a labour force that is properly trained and motivated, and works under acceptable conditions of employment. This section focuses on the current shortcomings, and sets out a delivery approach that will address the problems.

PROBLEMS AND ISSUES

The need for training and empowerment in the transport industry as a whole, and particularly in the minibus taxi industry, was recognised by the National Taxi Task Team, and arising from its final recommendations, released in 1996, funds were initially made available by the national Department of Transport for training in the provinces as part of the minibus taxi formalisation process. Consequently, training courses and initiatives were conducted in the Province to provide better driving skills and to teach customer care and business skills. These had limited success and were curtailed in the last year to review the strategy and approach toward training to make it more effective and to reach the maximum number of persons.

In the case of the metered taxi industry, a programme of training specifically aimed at drivers and with the objective of engendering customer relations and improving their knowledge of the City (the Ambassador course) has been in progress for some two years and is proving of great benefit.

In terms of labour practices, employment conditions for drivers both within the minibus taxi and metered taxi sectors are generally unacceptable, as they are not related to minimum wage norms, nor do they include basic employment benefits. The practice of the public transport operators requiring their drivers to raise minimum threshold daily or weekly revenue from their passengers to provide business income, before the driver earns personal income, encourages unsafe driving. A driver's income thus becomes related to maximising the number trips made and passengers carried and directs his focus away from safe and courteous driving practice.

In order to raise the standard of drivers, the registration of metered taxi drivers is to be provided for in Provincial legislation and should be considered for drivers of other public transport services during the next five-years.

National Legislation now in place, or soon to be promulgated includes:

- Employment Equity Act
- Labour Relations Act
- Basic Conditions of Employment Act
- Skills Development and Training Act

The National Department of Transport has, in response to the labour training needs, recently established the Transport Education Training Authority (TETA), which has the aim of developing training programmes in the transport industry. These will be in terms of the National Quality Framework (NQF) and is an initiative orientated to the transport sector as a whole and not only the minibus taxi sector.

The programme of transforming road-based public transport through the introduction of contracts as described in Delivery Plan 8 will require the training of large numbers of drivers, schedulers and management staff to operate the services according to the quality demanded.

OVERALL OBJECTIVES OF EMPOWERMENT, LABOUR AND TRAINING

The objectives to be pursued are as follows:

- The Province must participate in the work of TETA and be party to the development and establishment of accredited training programmes for the transport industry
- The Branch must draw up its own Skills Development Policy Plan through consultation with industry stakeholders, which will identify training needs, identify funding sources and take guidance from TETA
- Provincial legislation should make provision for the registration of drivers of all public transport services, and set minimum training and skills standards.
- The Branch must engage with the Department of Labour on labour issues in order to establish the sectoral conditions that should apply to employers in the transport industry, over and above the standard conditions of employment

DELIVERY PROGRAMME AND BUDGET

Investigation into Training Needs and Opportunities

A comprehensive investigation will be carried out by the Province to establish the training needs for different employment categories essential to each mode of public transport. The study will investigate the suitability of training programmes currently available, examine the requirements of the National Quality Framework and any other requirements stipulated in Labour Law and make recommendations with respect to the establishment of a multi-skilled training programme for the Province of the Western Cape.

The recommendations will put forward the logistics of re-orientation and skills training for some 10 000 to 12 000 persons, the methods of funding the programme and institutional requirements to manage the process.

Establish new PDI entities

In order to achieve the transformation of scheduled services as dealt with in Delivery Plan 10, new entities will be established. These will be drawn from the existing bus and minibus-taxi industry and will consist largely of PDI's.

Implementation of the Training Programme

Agreements will be drawn up with existing educational institutions and other bodies offering professional training to deliver the training programme and arrangements made to ensure that the training of personnel does take place, that the programmes are amended to meet the changing requirements and that mechanisms are put in place to ensure feedback on progress made.

DELIVERY PLAN 13

ENFORCEMENT OF PUBLIC TRANSPORT OPERATIONS

All sectors of the public transport industry must be made to comply with laws requiring public transport operating licences (or permits), roadworthy vehicles and licensed drivers. Unfortunately, the enforcement of these laws has been inadequately applied in the Province for many years and this has led to a situation where many public transport operators provide illegal transport and use vehicles of poor quality that are driven in an unacceptable manner.

Elements within the minibus taxi industry, where the situation described above is most prevalent, have frequently been accused of intimidation, violence and corruption, which further destabilises the public transport sector.

It is of critical importance to the success of the public transport transformation process that the necessary steps, already initiated, are taken to bring about effective and sustainable enforcement.

Unless this happens as a matter of urgency, there will be little hope of delivering appropriate public transport services in the Province.

PROBLEMS AND ISSUES

Recognition of the above has already prompted a number of actions, which include the establishment of the following:

- Public Transport Task Team (PTTT), being an informal task team involving the Transport Branch and various enforcement agencies with the aim of achieving the desired levels of public transport enforcement through voluntary association. This action is marginally successful but insufficient.
- Public Transport Inspectorate. The establishment of a 45-officer strong Public Transport Inspectorate within the Province has been initiated. This unit needs urgent expansion.
- Appointment of a Cabinet Committee. In recognition of the seriousness of the situation a Cabinet Committee has been formally established to drive and oversee the provision of effective law enforcement of public transport.

The importance of law enforcement is recognised as one of the key issues to be addressed within the sphere of public transport, without which success in the transformation of the public transport system will not be possible.

To date, attempts to bring about public transport law enforcement have been ineffective and a commitment to achieving the required levels of enforcement must be made by the Province immediately.

The control of public transport permits has not previously been viewed as a serious area of concern by enforcement agencies. In addition, traffic law enforcement officials have displayed a tendency to overlook even basic traffic law transgressions committed by operators of passenger-carrying vehicles. It is only when significant incidents occur that there is any prospect of action.

The fragmentation of traffic law enforcement agencies in particular and a lack of training with regard to public transport-related issues, has meant that law enforcement control has been spatially distorted and, in many areas, not given any attention at all. Besides the lack of basic training in matters relating to the control of operator permits and professional driving permits, there needs to be an appreciation of the nature and behavioural characteristics of the operator/driver on the one hand and the passenger on the other. No programmes are in place, which adequately deal with these issues. A lack of enforcement contributes directly to increased destructive competition, the potential for conflict and, ultimately, regional economic disfunctionality.

OVERALL OBJECTIVES OF PUBLIC TRANSPORT LAW ENFORCEMENT

Seen in the context of the vision for public transport and the policy responses to expressed concerns and issues, it is appropriate to set out the objectives for law enforcement. These are summarised as follows:

- The required levels and skills in human resources and equipment must be established within the Province, so as to provide primary law enforcement of public transport operations, and to co-ordinate the efforts of other law enforcement agencies.
- In order to support the law enforcement effort, appropriate information systems must be developed to assist the law enforcement agencies to instantly obtain all details relevant to a particular vehicle, operator or driver.
- A culture of law compliance among all road users must be fostered, with particular focus on public transport service providers, through marketing, communication, training and enforcement.
- The law enforcement plan must be developed to ensure that public transport services are provided in accordance with the operating licence conditions and that appropriate public transport standards are maintained.
- It is also vital that a stable and violence-free public transport environment be established and that it be ensured that there is political support for the law enforcement actions.
- All public transport enforcement operational plans must be prepared and carried out within the context of the Delivery Plan.

DELIVERY PROGRAMME AND BUDGET

Within the enforcement programme, the following actions are required:

Agreements with Enforcement Agencies and Establishment of Liaison Structures

Co-operation between various enforcement agencies will be necessary to provide the full range of resources to enforce public transport. These include provincial and municipal traffic enforcement agencies, the South African Police Services, and the South African Defence Services. Where appropriate, service level agreements will be concluded to bind parties to performance requirements. In addition, liaison structures will be established to ensure planning and co-ordination of enforcement.

Compilation of Operational Plans

The Department of Transport and Public Works will draw up operational plans in order to ensure that the required focus and sensitivity in the execution of actions. This approach also aims at ensuring that such other resources as may be required for special operations or actions are provided simultaneously. An example of this is the need to create public awareness of the purpose of enforcement actions, which the Department of Transport and Public Works must co-ordinate.

Provisioning of the Public Transport Inspectorate

Funding for the Inspectorate will be provided by the Department of Transport and Public Works, in order to cover the costs of human resources, vehicles and equipment. The appropriate level of human resources of the inspectorate beyond the current inadequate provision will be established as a matter of urgency, and steps taken to enlarge it.

Development of ITS Solutions

Information and the use of advanced technology are vital to communication and operational effectiveness. The Department of Transport and Public Works will develop the TRACS system in a manner that will make information more accessible to field operations. The use of Intelligent Transport Systems (ITS)-type solutions to assist with all aspects of public transport law enforcement will be incorporated into this system.

Development of Vehicle Pounds

The Department of Transport and Public Works has successfully developed a facility in the Ndabeni Industrial Area for the impoundment of unroadworthy and illegal vehicles. Agreements will be put in place to have this managed by the local municipality. A further 15 sites will be developed at locations throughout the Province, and these will be available for impoundment of vehicles resulting from law enforcement operations.

Public Transport Priority Enforcement Programme

A limited number of priority bus lanes have been created but have not received adequate or consistent enforcements management. This programme will initially review all priority systems that exist, and develop operational plans (together with appropriate ITS facilities) to ensure effective enforcement management. This activity will extend to the mapping of all ranks and termini used by public transport vehicles and the policing thereof. Innovative enforcement methods (eg ITS) will be employed in consultation with the Directorate for Public Prosecution and the Department of Justice.

Public Transport Inspectorate Training Programme

The programme will develop and fund training programmes for the public transport inspectors and other traffic officials assigned to assist with the policing of, inter alia, operating, licences and public transport priority systems.

DELIVERY PLAN I4

INTEGRATED OPERATION MANAGEMENT SYSTEM

Public transport services delivered to users throughout the Province are provided by a large number of transport operators, each being responsible for their own sphere of operation within relatively narrow confines. There is therefore a need to consider the situation in the context of transformed public transport services, and to prepare for the management of a seamless integrated system when seen from a user perspective.

PROBLEMS AND ISSUES

The fragmented nature of service provision results in a situation where the passenger has considerable difficulty, in fact, an almost impossible task, in planning a journey. This is particularly so if it involves transfers between modes, or journeys other than daily commuting. In addition, there is limited opportunity to access information and even less opportunity to have a complaint or grievance heard. There are however, numerous processes and initiatives in place that have been developed over time, which have focused on parts of the problem. These have included the establishment of various operational centres within the various emergency and protection services, as well as within the bus and rail service provisioning environments. Thought needs to be given to the role that improved communication can and will play within a restructured operational arrangement, and the extent that technological advances will facilitate and enhance co-ordination and improve the reliability of information to the passenger and general public. In addition, it is necessary to ensure that adequate communication and action plans are in place to deal with incidents and disruptions to service in whatever form these might take.

OVERALL OBJECTIVES OF AN INTEGRATED OPERATION MANAGEMENT SYSTEM

The objectives to be pursued include:

- The role of various operational and communication centres functioning in the Cape Metropolitan and district municipal areas in the fields of public transport operational management, emergency services and information transfer must be identified and clarified;
- Strategies aimed at realigning processes and standardising functions such as will facilitate better communication and order must be developed. This includes the alignment of contract services, interchange management, etc;
- Strategies and projects aimed at improving system monitoring using ITS technology must be prepared;
- Operational plans to management non-recurring incidents such as major service breakdowns, outbreaks of violence, or other disasters which require evacuation must be prepared;
- Linkages to and deliverance of customer information services, provided by the Metropolitan Transport Information (MTI) centre, to cover all aspects of public transport in the Province must be enhanced;
- Appropriate customer information centres and a complaints management system must be created;
- The potential must be explored for establishing a radio call centre to co-ordinate response to requests for metered taxis and to dispatch vehicles appropriately.

DELIVERY PROGRAMMES AND BUDGETS

The programme extends the work contemplated in the Cape Metropolitan Area (See Delivery Plan 7) within the context of the Province's responsibilities and those of the future transport authorities to be established in district municipal areas. In terms of the delivery programme:

- A status quo will be prepared on current operational management strategies;
- A consultative forum will be established to develop a communication network and management system;
- An ITS-based monitoring system will be developed and implemented and;
- The role of MTI will be expanded.

DELIVERY PLAN 15

PASSENGER RAIL

The passenger rail service operating within and on the periphery of the Cape Metropolitan Area is a valuable asset to the Province, and carries the majority of the public transport passengers in the region.

PROBLEMS AND ISSUES

Being owned by the SA Rail Commuter Corporation and operated under contract to the SA Rail Commuter Corporation by Metrorail, the commuter rail system is planned, operated, maintained and financed independently of the local authority or the Province, with the result that there is little co-ordination and integration of services.

Financial-driven decisions made by the National Department of Transport have led to cuts in services over the past few years, which have resulted in the reduction of off-peak and weekend access to rail transport. This has created a further market for road-based public transport services.

The lack of safety and security on trains has led to a significant loss of patronage to road-based public transport. Other impacts are vandalism of coaches and public transport terminals, which have resulted in the loss of valuable assets. The need and importance of increased security on the rail system is dealt with in Delivery Plan 1.

OVERALL OBJECTIVES FOR PASSENGER RAIL

- Commuter Rail Transport must continue to be promoted to be the backbone of the public transport system in the Cape Metropolitan Area and opportunities must be found to fulfil the following vision.
- The decline in the patronage of passenger rail systems must be arrested and the asset protected through the elimination of crime and criminal acts, both towards the passengers and commuter rail assets.
- Rail as a mode must be supported by the integration of feeder services, so that interchange between road-based and rail-based public transport is facilitated.
- This principle extends to the fare structure of rail in comparison with road-based fares and the introduction of through ticketing to create more seamless travel.
- Passenger rail must be marketed to the user in such a way that road and rail-based public transport appears to be under a single authority, having similar logos, markings and information on services and fares. In this regard, the CapMet logo, already widely accepted by all stakeholders, must be implemented on all vehicles, terminals and marketing material.
- The potential to utilize Transnet's long-distance passenger rail service between centres in the Western Cape Province and beyond must be investigated.

DELIVERY PROGRAMME AND BUDGET

Investigation of opportunities for supporting passenger rail services

The existing Rail Liaison Group, being a forum of representatives of the National Department of Transport, the SA Rail Commuter Corporation, the Province and the City of Cape Town, must identify opportunities where the Province can play a more meaningful role in the promotion of rail. Areas of particular interest include:

- Security of rail corridors
- The issue of fare evasion
- Inclusion of rail policy, financing and projects in transport plans
- Introduction of linked bus/rail services
- Integration of ticketing systems
- Improved access for special needs passengers
- Improved street-to-street access (reducing the severance effects)
- Specific rail-related investigations
- Joint communications and marketing

Promote Devolution Process

In order to obtain clarity on the decisions relating to passenger rail being devolved to the Province (or transport authority) a proactive approach will be adopted by from the Province. The process to be initiated will seek:

- To participate actively in the national process
- To put in place a Memorandum of Understanding between the
- Province, the Transport Authority and the National Department of Transport/SA Rail Commuter Corporation as to the role of each
- To achieve the objectives of the National rail policy as agreed by all participants in the process of compilation

DELIVERY PLAN 16

LONG DISTANCE PUBLIC TRANSPORT SERVICES

Public transport conveying passengers beyond the immediate surrounds of a district municipal boundary or provincial boundary and for purposes other than work forms the essence of the definition of long distance public transport.

This section identifies the need for the Province to more fully understand the dynamics of this industry, to formulate its strategy and to implement the necessary interventions.

PROBLEMS AND ISSUES

While much attention has been focused on the problems in urban areas, on the minibus taxi legislation process and statutory plans, long distance public transport services have received little attention but have developed into a significant industry. The main problems in this sector are vehicle age, roadworthiness, scheduling, infrastructure and conflict among long-distance minibus taxi operators.

Services offered by Road-based Transport

The services offered fall basically into the following categories:

- Long distance services offered between towns in neighbouring planning authorities (such as between Grabouw and Hermanus). These services are generally provided by minibus taxis and in certain instances local bus companies.
- Intra-provincial services between major centres within the Province, such as between Cape Town and George. These services are offered by minibus taxis as well as by long distance luxury scheduled bus services.
- Inter-provincial services between major centres in different provinces, such as between Cape Town and Durban. These services are offered by long distance luxury scheduled bus services, which operate between the major metropolitan areas in South Africa.
- The other very significant need being fulfilled is the demand for travel between centres in the Province and areas in the Eastern Cape, for which a high volume weekend trade is provided by minibus taxi and budget-level bus services. These services are largely unregulated and many vehicles in the category of minibus taxi and budget-level buses are of substandard condition and/or illegal.

The demise in the use of rail for passenger services to most parts of the Province has resulted in the increase in road-based long distance public transport and the revival of rail services must be explored.

There is potential for the rationalisation of long distance services by integrating the luxury-type bus services with the budget-type bus services, conforming to consistent standards of quality and service delivery.

In addition, the suitability of the use of minibus taxis as long distance public transport must be investigated and the necessary strategy devised to modify the use of such vehicles.

Interchanges and infrastructures

While in the Cape Metropolitan Area, luxury-level buses operate from central city locations, and budget-level buses use informal facilities at Langa that are overcrowded and lack amenities. Plans are currently being developed by the City of Cape Town to relocate the function provided at Langa to Stock Road, Phillipi. It may be more appropriate, however, to consider combining both functions, probably at a location near Cape Town International Airport. The existence and condition of facilities for all grades of long distance public transport in the towns where transit stops take place is unknown but are unquestionably lacking.

OVERALL OBJECTIVES FOR LONG DISTANCE PUBLIC TRANSPORT SERVICES

The objectives to be pursued are:

- The Province has the responsibility to administer the delivery of long distance public transport and inter-provincial public transport and must establish the necessary resources to address the issue.
- The status quo with respect to current operations must be established through detailed investigations, so that a strategy can be planned.
- This long distance strategy must deal with the circumstances under which different types of long distance services are permitted and the types and standard of vehicles permitted to operate such services.
- In parallel with the strategy, the Province in collaboration with local municipalities must plan and provide the necessary terminals and stops required to serve these services.
- The Province must liaise with Transnet to investigate the potential for greater use to be made of the long-distance rail passenger services operating in the Province and beyond.

DELIVERY PROGRAMME AND BUDGET

Investigation of Long Distance Public Transport Operations

This project will update information contained in the CPTR for the Cape Metropolitan Area and each of the districts within the Province and present this in a consolidated record. The investigation will identify all long distance/intercity bus operations, which are scheduled and unscheduled and undertaken by conventional bus, and minibus taxis.

A comprehensive evaluation of the permit or operating licence situation is required to determine the extent of illegal operations. In addition, it is necessary to create a record of infrastructure facilities available and the extent to which there is linkage with local public transport services.

Development of Operating Licence Plan

The establishment of the long distance Operating Licence Plan will require the participation of the industry, together with the involvement of the affected authorities. Long-distance bus operations will be formalised and appropriate agreements between the relevant Provinces and planning authorities put in place. The OLP will also inform all relevant authorities of the desired way forward and will guide the OLP's produced by each planning authority.

Development of a Land Port

This major project, subject to investigation and consultation with the City of Cape Town, transport operators, the users and other stakeholders, envisages a major facility where passengers can interchange with all long-distance bus services. The Province will initiate this project, which is intended to provide for all long distances users, including tourists arriving at Cape Town airport and wishing to travel to places like the Garden Route and elsewhere.

Development of other Service Linkages and Infrastructure

A prioritised schedule of projects, which will improve the linkages with other public transport services and the building of infrastructure will be identified. These will contribute to making long distance public transport more accessible and attractive.

DELIVERY PLAN 17

METERED TAXI TRANSFORMATION PROCESS

Metered taxis provide an alternative mode of passenger transport to route-based scheduled public transport services.

This section deals with the positioning of the metered taxi mode in the context of the overall public transport system and the Delivery Plan needed for the transformation of this industry.

PROBLEMS AND ISSUES

Metered taxis currently cater mainly for the overseas tourist market and remain a largely untapped resource to complement and "fill in" the gaps in the public transport system.

In spite of the increase in the number of tourists visiting the Province and particularly the Cape Metropolitan Area, few additional permits have been granted to prospective operators. The growth in permits issued for vehicles providing (guided) tourist services amounted to an increase of approximately 1 000 permits between 1992 and 1998, compared with an increase of less than 100 metered taxi permits over the same period.

One of the reasons for this disparity is that in Cape Town the granting of metered taxi permits has been strictly linked to the availability of ranking facilities in the Inner City; whereas permits for the conveyance of tourists have in many instances been issued to accommodate SATOUR registered tour guides that have insisted that they need a permit to carry out their occupation.

Drivers that have worked for many years in the metered taxi sector have also frequently applied for permits but have been unsuccessful due to preferential treatment of established metered taxi companies. It would appear that many metered taxi owners do not comply with their obligations as employers in terms of current labour legislation and take advantage of drivers that are desperate for employment.

The situation is further aggravated by the emergence of "shuttle services" which in recent years have been offered to tourists by hotels and other tourism organisations as an alternative means of transport to Cape Town International Airport and other tourist destinations. Most of these services are provided in an unlawful manner under the guise of either a tourist or courtesy service.

OVERALL OBJECTIVES FOR METERED TAXI TRANSPORT

- The metered taxi as a component of the public transport sector must be transformed according to a structured programme so that it is in a better position to serve the tourism market and fill public transport "gaps" in the local market.
- Provincial legislation must be extended to provide for the registration of metered taxi services by the Provincial Transport Registrar to support the sector's transformation.
- A database of all operators, vehicles owned and their operating circumstances must be developed, and this must be used to obtain a clear and detailed understanding and record of all operators, both legal and illegal, and the markets being served.
- Hotels and other tourism organisations must be made aware of the role of the metered taxi and services that have encroached unlawfully must be removed.
- A strategy must be developed to address the problem of other illegal operators that are identified.
- The capacity to perform effective enforcement in relation metered-taxi services needs to be strengthened at both a provincial and local government level.
- A driver empowerment initiative providing self-employment for long service metered taxi drivers must be developed and new permits issued on a preferential basis to those who in terms of defined criteria qualify to participate in the initiative.
- Government's efforts to introduce new legislation and improve its administration in relation to metered taxi services needs to be accompanied by an equally intensive

programme of operator training and development. This training should also be linked to the registration of drivers and permit holders. Introductory training in map reading and other basic operating skills must be provided on a subsidised basis. A strategy must also be developed to provide additional training in respect of tourism and business skills.

- The process of upgrading vehicle standards must be initiated. A strategy must be developed to assist the replacement of ageing vehicles .

DELIVERY PROGRAMME AND BUDGET

Establishment of consultative structures for the Province

The representative structures for metered taxis previously established within the CMA will be revived and included in a broader consultative structure at the Provincial level that will advise and contribute to the transformation of the metered taxi industry. This body will be representative of both permit holders and drivers and facilitate communication between the industry and government. Operators from rural areas such as George will also be represented on the consultative structure .

Update of Current Public Transport Records

An updated record of metered taxi services within the Cape Metropolitan Area and the various district municipal areas is urgently required. This will provide information on current operators and the status of permits granted, the extent of illegal operations, the record of drivers, driver competency and base of operations, together with communication structures. The record will also include information on the situation with respect to applications by "long service" drivers for Operating Licences.

Development of a Transformation Programme

A strategic framework will be developed and incorporated into the Provincial Land Transport Framework. This will guide the transformation of metered taxis services and will address the following critical elements:

- The roles of all institutions responsible for the regulation and development of metered taxi services
- The democratisation of the sector
- The re-engineering of regulatory processes
- The training and empowerment of previously disadvantaged individuals
- The actions that will lead to improved control over operations

Development of Operating Licencing Plan

An Operating Licence Plan (OLP) will also be developed. This will assist the conversion and rationalisation of existing authorities and the guide the issue of new operating licenses. The plan will attend to the following matters:

- The number of taxis permitted within each defined operational area
- The nature of operations and communication structures (in particular, public access and complaints handling)
- Infrastructure provision (ranks, depots, etc)
- Uniform fare structures
- Driver registration, prescribed training and service standards
- Vehicle standards
- Defining procedures for new entrants
- Establishing monitoring procedures

Transformation Delivery Programme

The transformation programme will be structured so as to both address urgent problems, and introduce a new strategic direction towards the regulation and development of metered taxi services.

DELIVERY PLAN 18

CHARTER AND TOUR BUS SERVICES

This Delivery Plan deals with those unscheduled public transport services that provide for the hire of buses by groups conveyed on a pre-defined journey and for which a group fare is charged.

PROBLEMS AND ISSUES

Charter services that are non-tourism related are offered by a variety of bus and minibus owners and provide groups with transport to and from sporting, recreational, social and business activities. Where such vehicles are normally used to provide scheduled public transport services, or minibus taxi type unscheduled services, issues such as vehicle quality and operating licence authority must be dealt with in the policy arising from this Delivery Plan.

The tour bus industry is a vital one in the context of the importance of the tourism in the Western Cape and regulation must focus on the maintenance of an adequate number of vehicles of the highest quality. The tour bus industry is a well-organised industry with an organised representative structure, which ensures that standards of members are maintained. The Delivery Plan must ensure that links between government and the tour bus industry are maintained.

OVERALL OBJECTIVES IN ADMINISTERING CHARTER AND TOUR BUS INDUSTRY

The overall objectives to be pursued are as follows:

- The Province must establish a formal liaison with tour and charter bodies to determine the mutual objectives of government and the industry and to liaise on the future of the industry.
- The Province must establish the status quo of charter and tour bus services offered, the fleet used and their utilisation in order that a policy may be developed.
- The policy must take account of the objectives of the tourism bodies in the Province by establishing proper co-ordination between the Province and the Western Cape Tourism Board.
- Provincial legislation must be extended to provide for the registration of charter and tour operators with the Provincial Registrar.

DELIVERY PROGRAMME AND BUDGET

Establish Liaison Structure

A liaison structure will be established with the Charter and Tour Bus Industry and to ensure ongoing consultation and communication.

Update of CPTR information

An investigation will be conducted to establish the extent of charter and tour bus operations throughout the Province and establish for the Current Public Transport Records in the relevant areas of the province detailed information on this sector of public transport. Information currently available within the records of the Cape Metropolitan Area and districts will be incorporated into this record details of vehicles, drivers and operators include information regarding special qualifications (eg tour guide) will be included. Problems experienced by the industry will be identified and recommendations made on future improvement programme.

Development of Operating Licence Plan

The OLP will develop the criteria used to determine supply and demand and the process of inviting entrants to participate in the industry. Rules regarding vehicle and service quality standards and which distinguish between charter and tour bus operations will be included in the OLP.

DELIVERY PLAN 19

COURTESY AND STAFF SERVICES

Courtesy and staff services are special forms of unscheduled public transport that require their own consideration distinct from scheduled public transport.

PROBLEMS AND ISSUES

Courtesy services are those provided by institutions and companies where the service is provided to a customer at no charge and in the course of business.

Courtesy services provided by a hotel, a casino or other businesses or institutions where clients or passengers are conveyed on a regular basis, whether a vehicle is owned by or contracted to the organisation, should be required to carry operating licences. Such courtesy services should further be confined to conveying the concern's own guests between the place of business and a specific destination such as the airport and not be used to provide services usually provided by a tour bus, or a metered taxi.

Other courtesy services offered by other types of business and institutions where guests are conveyed on an occasional basis using a vehicle not specifically earmarked for the purpose may be exempt from requiring operating licences, provided passengers are not required to pay for such services.

The number of privately contracted staff services conveying employees between home and work has increased very significantly due to the lack of appropriately scheduled services. The cutbacks to Metrorail services in the Cape Metropolitan Area have also contributed to these types of services.

In the farming sector the conveyance of employees resident in nearby towns or resident on the farm and conveyed to shops etc. is problematic, and must be addressed in Delivery Plan 8.

OVERALL OBJECTIVES OF THE ADMIN OF COURTESY AND STAFF SERVICES

The objectives to be pursued are as follows:

- The status quo of courtesy services as provided by the hotel and other service sectors should be established, to determine the fleet, the ownership and services provided.
- The registration of these courtesy services by the Provincial Registrar must be addressed by the necessary legislation, and a process initiated to require the application of operating licences for courtesy services where required.
- The status quo of staff services provided by business, industry and government must be established and the fleet, nature of services and passengers, established.
- Staff services must be examined in the context of scheduled services provided through transport plans and these must be phased out where possible, by incorporation in normal public transport services.

DELIVERY PROGRAMME AND BUDGET

Determine Status Quo of Staff and Courtesy Service Provision

The extent of staff and courtesy services will be established by extracting information from existing CPTR's, the records of the Local Road Transportation Board and consultation with various service providers. Particular attention will be directed to the supply of courtesy services by the hospitality and service industry and the extent of abuse of the permit conditions. The investigation will make recommendations regarding policy formulation and, if necessary, future legislative amendments.

Initiation of a Transformation Process

Policies will be developed in consultation with various representative bodies and Government structures and be incorporated in Transformation Plans. In turn, these will be embodied into the Operating Licence Plans of the Cape Metropolitan Area and other Planning Authorities and, in time, be implemented, enforced and monitored.

DELIVERY PLAN 20

SPECIAL NEEDS PUBLIC TRANSPORT

Many existing and prospective public transport users in the Province have physical, mental or age-related circumstances that inhibit their unrestricted use of the public transport system.

These "special needs" passengers must be identified and provided for so that they may have reasonable access to the public transport system.

PROBLEMS AND ISSUES

Investigations forming part of the Moving South Africa initiative defined three categories of special needs passengers, as follows:

- Life cycle passengers, which include children below 5 years of age, the elderly older than 65 years and pregnant women
- Impaired and functionally disabled passengers, including mobility disabled, sight or hearing impaired and mentally handicapped
- Sight-impaired passengers, including illiterates and foreigners

The above clearly indicated that the special needs of such passengers go beyond mere accommodation of wheelchairs in the system.

To date, the focus of implementation has centred on the Dial-a-Ride project initiated by the City of Cape Town and demonstration low-floor buses.

Although a Provincial integrated multi-sectoral policy has already been developed, and includes public transport issues, there is the need to develop a more detailed Provincial transport policy on how special needs transport is to be addressed. The policy should consider:

- The provision for the partially mobile within the ambit of normal scheduled services through the introduction of such aids as ramps, special colour guides and tactile features
- The provision of Dial-a-Ride services for the balance of the special needs passengers

This policy should be considered taking into account the policy already drawn up by the previous CMC Administration and its further development should include the City of Cape Town and other local authorities.

Special schools for the disabled in the Province currently provide for their own needs by using their own vehicles but through lack of funding many of these vehicles are in need of replacement.

OVERALL OBJECTIVES FOR SPECIAL NEEDS TRANSPORT

The objectives to be pursued are:

- The Province in conjunction with the City of Cape Town and other local authorities must develop a policy towards providing for special needs passengers on the public transport system
- A Province-wide status quo investigation must be carried out to establish the nature and extent of special needs, as input to the policy
- A special focus should be directed towards the transport needs of special schools, in which the Department of Education must jointly participate
- As a priority, the Province must engage in a joint partnership with the City of Cape Town to expand the Dial-a-Ride services which are proposed to be provided on contract
- Consideration must be given to manner of incorporating the provision for special needs into scheduled public transport services contracts.

DELIVERY PROGRAMME AND BUDGET

While the Province will lead the initiative to formulate and implement policy throughout the Province, considerable excellent work that has been done in this field by the City of Cape Town will be drawn on. That which follows primarily deals with the responsibility of the Province and support for the initiatives in the Cape Metropolitan Area. Within each of the restructured bus contracts, provision must be made to provide for special needs passengers.

Develop a Provincial Policy

The Province will lead the process of delivering the policy, and will form the necessary consultative structures to include other provincial departments, the City of Cape Town, district and local municipalities and all other role-players.

Determine Status Quo of Services and Needs

An investigation will be undertaken to determine the extent to which Government and private institutions are providing services for special needs passengers, the latent demand for such services and the area of coverage as input to the development of this policy.

Support for Dial-a-Ride

Provision will be made as outlined in Delivery Plan 7 to participate in the management and operation of the Dial-a-Ride service.

Establish Consultative Structure and Development Policy

A consultative structure will be established at the Provincial level, which will involve the Department of Transport and Public Works, Departments of Health, Social Welfare, Poverty Relief and Education together with independent institutional structures, which must participate in the formulation of a Transformation Programme.

Design and Implementation Projects

The implementation of the Transformation Programme will be disaggregated into participative support for initiatives within the Cape Metropolitan Area and each Planning Authority Area.

DELIVERY PLAN 2I

NON-MOTORISED TRANSPORT

This section deals with the important aspect of the walk and cycle mode, and the need for these to be recognized as part of the public transport system. In particular, the walk mode accounts for the bulk of person movement, yet it is given little attention.

PROBLEMS AND ISSUES

With regard to the walk mode, every journey undertaken by public transport requires the passenger to walk, and this part of the journey should be safe, comfortable and convenient if the whole public transport journey is to be acceptable. Protected walkways and sidewalks are equally important in urban and rural areas, and are essential to render the pedestrian safe, given the unacceptably high pedestrian fatality rate in the Province.

The mode of cycling has major potential as a form of non-motorised transport and a national project is being pursued as an efficient and inexpensive means of travel. The bicycle could solve the vexing problem of providing accessible, affordable transport in many remote rural areas, where the provision of motorized public transport may be prohibitively expensive.

OBJECTIVES OF DEVELOPING NON-MOTORISED TRANSPORT

- The Province must give due attention to the pedestrian needs, routes and facilities required as part of the planning of public transport services and infrastructure.
- Priority must be given to the needs of passengers in non-metropolitan areas
- The opportunities for seeking solutions by the provision of bicycles and facilities, in conjunction with the National Department of Transport, must be pursued.

DELIVERY PROGRAMME AND BUDGET

The Province will investigate the requirements of non-motorised transport through the necessary consultation and technical studies, with a view to formulating a detailed delivery plan.

Particular attention will be given to providing infrastructure to enable pedestrians to use walkways and access routes in a manner that is safe and convenient.

DELIVERY PLAN 22

SPECIAL PROJECTS

In addition to implementation that must take place within the ambit of the other delivery plans in this document, there are several special projects that are driven by specific requirements and which involve the objectives and programmes of other authorities in partnership with the Province. These projects must, however, be compatible with the objectives of other plans developed for the areas affected by the special projects.

PROBLEMS AND ISSUES

Both the Province and the National Department of Transport have a direct responsibility for roads and other fixed installations within the Cape Metropolitan Area and other areas in the Province. Historically, these assets have been developed and managed by the Province and National Department of Transport. In certain cases, there is also a need to undertake studies or executive actions of a public transport nature, which should proceed in the interests of pursuing the wider public transport vision. There are currently four such special projects under consideration.

N1 Corridor Transit System

This project has been initiated by the Province and will be undertaken with full participation of the City of Cape Town, the Airports Company and developers along the corridor and other identified stakeholders. The main objective seeks to provide a public transport facility between the northern areas, the Cape Town International Airport, commercial developments along the N1 and the Cape Town CBD. By offering an alternative to private vehicle travel on the N1 it would contribute to alleviating the traffic congestion of the N1 Freeway corridor and cater for future growth and development.

N2 Corridor Transit Lanes

This project involves the extension of the minibus taxi (MBT) lanes on the N2 from its current termination point at the M5, with a logical continuation towards the CBD.

Bus Stop Demarcation Project

The first phase of a project to identify the needs to improve scheduled service bus stops within the City of Cape Town has been completed as part of the public transport restructuring project. However, no funds have been allocated to the detailed design and implementation. This is a high priority project as it aims to legalise the majority of bus stops to be used in the first round of contracts.

Future Public Transport Priority System

The implementation of bus lanes by the Core City on Klipfontein Road and Sir Lowry Roads and on the N2 by Province, have proven of benefit and in the interests of giving priority to public transport the potential for more and better managed bus lane priority projects in the City and other parts of the Province should be explored.

Public Transport Infrastructure on Public Roads

As part of the initiative to upgrade public transport infrastructure in district municipal areas, a comprehensive study is required to identify the need for pick-up and drop-off locations, rest areas and other facilities for public transport requirements along roads in district municipal areas.

OVERALL OBJECTIVES OF SPECIAL PROJECTS

Where the Province identifies projects of major provincial significance, it must carry out the necessary investigations, consultation and must implement these projects with its own resources, where appropriate. Such special projects must be planned with full participation of affected municipalities, other authorities and stakeholders.

DELIVERY PROGRAMME AND BUDGET

- The N1 Corridor project will be further investigated by the Province in conjunction with other authorities involved, and decisions made on the appropriate project to be implemented
- The N2 Corridor project will likewise be investigated, considering options on its termination or continuation and decisions made on the appropriate project to be implemented
- The Province will, through the intergovernmental structure referred to in Delivery Plan 7, participate in investigating the appropriate standards, alignments and phases of the Inner City public transport system, and jointly administer the appropriate projects necessary to implement the system.
- The Province will initiate a process of identifying the need and desirability for priority bus lanes in the Cape Metropolitan Area and elsewhere in the Province, and implement projects where appropriate.
- The Province will initiate a project to establish the roadside needs for public transport on district municipal roads and follow this by the implementation of such infrastructure as is required on all provincial roads.

CHAPTER 4: CLOSING STATEMENT

The programmes outlined in this document are comprehensive and far-reaching, requiring commitment and vision. It is our considered opinion that the fundamental transformation of the public transport system, particularly in the Cape Metropolitan Area but no less in the rest of the Province, is the key to delivery in a series of other important areas.

These include reintegrating communities divided on racial lines into the centres of economic activity; preventing crime through providing a safe, dependable form of public transport for everyone, including women, workers, learners and the elderly; stimulating investment and job creation; and boosting the vital and growing tourism sector.

Legislators must be mindful of the duties imposed by the Constitution, in particular the Bill of Rights, and other legislation to provide real and meaningful service delivery improvements that ensure equity, poverty alleviation and a better quality of life for residents. This includes a basic need and social service such as public transport.

Transformation implies change, and change must be accompanied by a full and meaningful process of consultation, participation and public information if it is to succeed. This document espouses "a vision we share, a programme we can deliver". With the help of a partnership between civil society and government, this vision and programme for a safe, well-regulated, accessible and affordable integrated public transport system that serves the needs of both users and operators will become a reality in the Western Cape.