

# **Accelerating a move towards prioritization of efficient public transport**

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**A discussion document**

DRAFT

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## **1. INTRODUCTION:**

The South African Local Government Association (SALGA) Conference held on 18-20 July 2011 resolved that SALGA should, during the council term, work with Department of Transport (DOT) to accelerate a move towards prioritization of efficient public transport and use of rail for freight instead of roads. It would be a challenge to write a position paper combining public and freight transports since there are two distinct topics. The resolution of the SALGA conference in so far as public and freight transports are concern will be dealt with in separate papers. The content of this paper will only discuss a move towards prioritization of efficient public transport.

The discussion document will begin by outlining the background of the current public transport discourse in South Africa. It will further crystalize the problem statement that will be addressed. The document will go on to assess the current South African public transport challenges and will in addition propose appropriate solutions. Therefore, it will conclude by discussing the implementation and timelines of the new public transport strategy.

## **2. BACKGROUND**

### **2.1 Objectives**

The objective of this paper is to develop a discussion document on a move towards prioritization of efficient public transport.

### **2.2 Policy Background**

Sustained increase in vehicle travel demand puts pressure on the existing road and parking capacity, leading to further expansion of vehicle infrastructure. It is a known fact that building more road and parking spaces only temporary decreases congestion.

Informed by this sustainability challenge of investing and maintaining an ever increasing roads infrastructure network, there is consensus in the roads and transport sector that instead of adding more road lanes and upgrading roads and bridges, authorities should prioritise improving alternating transport mechanisms that will meet the needs of communities and at the same time help mitigate the effects of climate change. In this regard, the focus should be on investing in efficient public transport.

### **2.3 Legislative Background**

Public transport is a functional area of concurrent national and provincial legislative competence. Part A of schedule 4 of the Constitution of the republic of South Africa, 1996 demonstrates this view point. Public transport is also assigned to municipalities as indicated in Part B of schedule 4 of the Constitution of the republic. Section 84 (1) (g) of the Municipal Structures Act, 1998 further assigns district municipalities with regulation of passenger transport. Therefore, national; provincial; and local (district and local municipalities) spheres of government are all assigned by the constitution functions to perform public transport.

The National Land Transport Act 5 of 2009 (NLTA), administered by the DOT is the ruling legislation in so far as regulating planning and operations of public transport. The NLTA, 2009 seeks to implement the White Paper on National Transport Policy, 1996 and various later policy documents such as the Public Transport Strategy and Action Plan, 2007. The NLTA came into force on 8 December 2009 even though because of the 2010 FIFA World Cup some sections of the legislation came into force on 31 August 2009. The NLTA, 2009 repealed the National Land Transport Transition Act 22 of 2000 (NLTTA). In terms of the

NLTA, public transport refers to the national sphere of government with regards to the functions mentioned in section 11(1) (a) of the act. Furthermore, in relation to the provincial sphere of government it means functions mentioned in section 11 (1) (b), and any other function assigned to the province under section 11 (2) of the act. Lastly, in relation to the local sphere of government it means functions mentioned in section 11 (1) (c), and any other function assigned to the municipality under section 11 (4) of the act. The NLTA is currently under review in order to amongst many provide for the contracting of public transport services to deserving municipalities. The process of the review is underway and no concrete amendments have been adopted.

### **3. PROBLEM STATEMENT**

Prioritization of efficient public transport by the state is only promoted in metropolitan areas. Even though majority of commuters are in metropolitan areas that does not mean that public transport needs to be promoted only in these areas with the exclusion of rural and semi urban areas. The Public Transport Strategy and Action Plan which will be discussed in detail in the section below focus on metropolitan areas with the exception of 6 rural district municipalities. The current funding arrangements for public transport infrastructure provision are also based on metropolitan municipalities and none of the 6 rural districts of the action plan have received funding. None of the rural municipalities are benefiting from public transport subsidies and grants from the national fiscus except the rural areas that benefited from subsidized bus services prior to 1994 and scholar transport subsidies. There is a need for a more inclusive approach in the provision of efficient public transport. The current Public Transport Strategy and Action Plan needs to be reviewed in order to address public transport challenges throughout the country. Funding for public transport has to also address rural areas and not be limited to funding Integrated Rapid Public Transport Networks (IRPTNs) in metropolitan municipalities.

### **4. PUBLIC TRANSPORT ASSESSMENT**

#### **4.1 Public Transport Strategy and Action Plan:**

The Cabinet approved the Public Transport Strategy in January 2007. The Public Transport Strategy has two key thrusts: Accelerated Modal Upgrading and IRPTNs. Modal Upgrading focuses on the 3-7 year transitional period with regard to improving the quality of the public transport fleet and its current operations. IRPTNs focuses on the 4-20 year period and aims to implement high quality networks of car competitive public transport services that are fully integrated, have dedicated right of way and are managed and regulated by a capable municipal transport department. In this regard, the aim for major cities is to upgrade both commuter rail services and bus and minibus services to a Rapid Rail and a Bus Rapid Transit (BRT) level of quality respectively. Ultimately these services will be fully integrated to form a single system regardless of mode.

The essential feature of the Public Transport Strategy (2007-2020) is the phased extension of mode-based vehicle recapitalisation into IRPTNs. These Networks comprise an integrated package of Rapid Rail and BRT priority corridors – especially in major cities.

On the other hand, the Public Transport Action Plan is a high-level plan that supplements the Public Transport Strategy. It maps out a Phase 1 (2007-2010) fast track implementation programme over the next four years that targets the initial development of high quality, IRPTNs in 12 cities. In addition, it also proposes a Public Transport Network Package for 6 rural Districts. The key focus of the Action Plan was on initiating implementation in a speedy and highly visible manner with maximum impact. It was indicated that the successful implementation over the Phase 1 and 2 periods (2007-2014) in 18 of South Africa's total of

53 Metropolitan and District Municipalities would see the improvement in public transport services for potentially over half the country's population. However, DOT realized that the plan was an ambitious programme for the overhaul of public transport and would require a concerted effort by the three spheres of Government and all other stakeholders.

The 12 participating cities are: -

- City of Johannesburg;
- City of Tshwane Metropolitan Municipality;
- City of Cape Town;
- Nelson Mandela Bay Municipality;
- EThekweni Metropolitan Municipality;
- Ekurhuleni Metropolitan Municipality;
- Buffalo City Municipality;
- Mbombela Municipality;
- Mangaung Municipality;
- Polokwane Municipality;
- Rustenburg Municipality; and
- Msunduzi Municipality.

The DM's were spread across six of South Africa's nine provinces. They formed part of Governments Integrated Sustainable Rural Development Programme (ISRDP) and some already include DOT's Integrated Rural Mobility and Access (IRMA) programme of action sites. These district municipalities - in terms of the National Spatial Development Perspective (NSDP) - were characterised as areas with a high social need index and simultaneously (in many instances) areas of developmental potential or in close proximity to economic opportunities. The six "rural" districts are:-

- Sekhukhune District Municipality, in Limpopo Province;
- OR Tambo District Municipality, in Eastern Cape Province;
- Umkhanyakude District Municipality, in KwaZulu-Natal Province;
- Ehlanzeni District Municipality, in Mpumalanga Province;
- Thabo Mofutsanyane District Municipality, in Free State Province, and
- Kgalagadi District Municipality, in the Northern Cape Province.

In developing the Public Transport Action Plan as an implementing tool of the strategy DOT engaged the erstwhile six metropolitan cities and 6 secondary cities as well as the erstwhile SARCC which is now known as PRASA. The engagement was with regard to all these authorities to develop a Phase 1 (2007-2010) package of catalytic integrated rapid rail and road corridors. It was envisaged that once Cabinet had approved the action plan cities and districts will embark on detailed network operational planning and costing from March to September 2007 in order to create the basis for Phase 1 implementation from 2007-2010. To date only three (3), City of Johannesburg, City of Cape Town and Nelson Mandela Bay Municipality, have partially implemented Phase 1 even though its post 2010. The remaining nine (9) of the 12 cities are still in the planning phase and differ in progress. The City of Tshwane Metropolitan Municipality is probably the most advanced in its planning phase compared to the others. The Nelson Mandela Bay Metropolitan Municipality which is amongst the three mentioned above is currently piloting its BRT system.

The action plan was said to also cover 6 rural districts over the Phase 1 and 2 periods (2007-2014). In the rural districts the action plan was supposed to be integrated with the implementation aspects of the Rural Transport Strategy. However, the Rural Transport Strategy document indicates that the Public Transport Action plan does not cover funding requirements for the implementation of the Rural Transport Strategy or its rural implementation programme. It has only provided for the technical planning of the six rural district municipalities for rural access network connection. Furthermore, this technical planning stipulated in the action plan has not materialized.

It was an oversight for the Public Transport Strategy to have only focused on 12 cities and 6 rural districts. The strategy should have addressed the entire country even though the implementation would have been different as is the case between the 12 cities and the 6 rural districts. What is more alarming is the fact that work has only happened in some of the 12 cities but nothing has been implemented in the 6 rural districts.

#### **4.2 Rural Transport Strategy:**

Against the background of the Public Transport Strategy and Action Plan, DOT developed a Rural Transport Strategy whose point was the introduction of a suite of innovative interventions - packaged as the IRMA project. The IRPTNs in six district municipalities was therefore defined within the IRMA framework, which was already an implementation programme of the DOT.

The Rural Transport Strategy for South Africa (RTSSA) specifically indicates a need to “move beyond roads” and start exploring innovative and/or integrated interventions to address rural access and mobility needs in a sustainable manner. The Rural Transport Strategy has two key thrusts: Promote coordinated rural nodal and linkage development and Develop demand-responsive, balanced and sustainable rural transport systems. The promotion of coordinated rural nodal and linkage development thrust’s practical aim was to develop an effectively interlinked network of multi-purpose nodes and linkages, supported by actions such as:

- Establishment of transport brokering and logistical services;
- Coordination of transport, periodic service provision and market schedules;
- The exploitation of advancements in information and communication technologies (ICT) to create linkages between hub and satellite nodes;
- Coordinated planning and development of transport linkages, including a system of periodic access services.

The thrust on developing demand-responsive, balanced and sustainable rural transport systems indicates that besides investing in access roads, the development of a balanced rural transport system requires that actions be taken to also improve other forms of rural transport infrastructure (RTI) - such as local connector or district roads, suspension bridges, pontoons, paths, tracks, trails and public transport interchanges. Similarly, it requires concerted actions to redress the relative neglect of all non-motorised as well as “intermediate” motorised transport (such as tractor-trailers), and strengthen as well as regulate the role of the “bakkie sector” as a viable, demand responsive means to address a variety of rural freight and passenger transport needs.

This thrust highlights that the need for a *sustainable* rural transport system relates mainly to the need to establish sustainable funding channels and procurement systems, address neglected road maintenance requirements, and develop improved structures for the management of storm water (which is the major cause of deteriorating road conditions in most “deep” rural areas). The need for sustainability also requires that attention be given to the impacts of the rural transport system on the wider social, economic and biophysical environment.

The Rural Transport Strategy does not only address public transport provision in rural areas but seeks to address rural development is so far as rural transport is concerned. It has both a strong infrastructure and operations background. The strategy document highlighted that for the objectives to a sustainable rural transport to be achieved it had to be managed within the framework of the then NLTTA, NSDP, Provincial Growth Development Strategy (PGDS), Provincial Land Transport Planning Framework as well as the Integrated Transport Planning (ITP) system, to ensure effective spatial development and transport planning within the

context of rural transport development programme. However, in the public transport arena the most important elements that were to be addressed by the strategy were: -

- Coordination of transport, periodic service provision and market schedules;
- Coordinated planning and development of transport linkages, including a system of periodic access services;
- The development of a balanced rural transport system requires that actions be taken to also improve other forms of RTI which in the case of public transport are public transport interchanges ; and
- Strengthen as well as regulate the role of the “bakkie sector” as a viable, demand responsive means to address a variety of rural freight and passenger transport needs.

All these grand suggestions have been partially implemented to date and the lack of proper implementation is as a result of lack of funding. The strategy had concluded that it was accepted that the delivery of most rural transport infrastructure and services would increasingly be a local government responsibility, funded through Municipal Infrastructure Grants (MIG), the equitable share mechanism and transfers of monies in terms of the National Treasury Regulations. It had indicated that although some provinces may still have a strong direct delivery role in the short to medium term, the long term focus of all provinces together with that of the national sphere should be on the facilitation, coordination and strengthening of service delivery. Such a well comprehensive strategy should have had a designated funding stream and not only rely on the MIG and equitable share mechanism. As indicated in the section above even though it was envisaged that the Public Transport Action Plan was said to also cover 6 rural districts over the Phase 1 and 2 periods (2007-2014) the reality of the matter is that this was only stipulated on paper and never got to be a reality. As discussed above the Public Transport Action plan does not cover funding requirements for the implementation of the rural transport strategy or its rural implementation programme.

### **4.3 Public Transport Finance:**

There are a number of funding sources in the country that are being used for public transport provision, these are; the Public Transport Infrastructure Grant (PTIG); the Public Transport Network Operations Grant (PTNOG); MIG; Public Transport Operations Grant (PTOG); Own Revenue from Municipalities; Provincial Equitable share; Taxi Scrapping Allowance (TSA); and the Scholar transport subsidy.

#### **4.3.1 Public Transport Infrastructure Grant:**

The strategic goal of the PTIG is to support the NLTA and Public Transport Strategy and Action Plan in promoting the provision of accessible, reliable and affordable integrated public transport. The purpose of the grant is to provide for accelerated planning, construction and improvement of public and non-motorised transport infrastructure in the 12 cities mentioned above. The table below indicates the amount budgeted and used by each city towards providing for the infrastructure.

<b>Public Transport Infrastructure Grant</b>			
R'000	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
Buffalo City	70 000	0	0
Cape Town	946 241	1 159 140	1 222 015
Ekurhuleni	243 543	0	0
eThekwini	707 366	884 751	937 287
Johannesburg	893 766	1 059 571	963 673
Mangaung	20 000	0	0
Nelson Mandela Bay	0	170 000	250 000
Tshwane	773 761	995 571	1 100 000
George	90 630	61 805	55 689
Mbombela	123 762	195 191	100 217
Msunduzi	100 846	0	0
Polokwane	198 761	0	0
Rustenburg	500 000	600 000	650 000
<b>Total</b>	<b>4 668 676</b>	<b>5 126 029</b>	<b>5 278 881</b>

Table 1: Current MTEF allocations for the PTIG

#### 4.3.2 Public Transport Network Operations Grant:

This grant will be introduced in the 2013/2014 financial year. The strategic goal of the PT NOG is also to support the NLTA and Public Transport Strategy and Action Plan in promoting the provision of accessible, reliable and affordable integrated public transport services. However, its purpose is to provide operational funds to support the regulation and management of municipal public transport networks and services in the 12 cities. The table below indicates the allocations of this grant in the Medium Term Expenditure Framework (MTEF).

<b>Network Operations Grant</b>			
R'000	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
Cape Town	352 521	217 548	218 000
eThekwini	71 395	110 820	162 713
Johannesburg	268 000	236 000	287 000
Nelson Mandela	100 000	130 000	150 000
George	89 389	50 449	44 311
<b>Total</b>	<b>881 305</b>	<b>744 817</b>	<b>862 024</b>

Table 2: Current MTEF allocations for the PTNOG



Even though the Public Transport Strategy and Action Plan had identified 12 cities to participate under this programme, there has been an advent of the 13th city which is George Municipality. George Municipality was added as partakers of both PTIG and PTNOG after the municipality had legally challenged the provisions of the Public Transport Action Plan and the Public Transport Strategy and found favour from the National Treasury for their inclusion. This is a precedent in the benefit for any municipality who might want to be participants of these grants. It is an indication that with proper planning it is possible to be participants of these grants. The addition of George Municipality as part of the beneficiaries of PTIG and PTNOG is indicative of the loophole in the current Public Transport Strategy and Action Plan of only targeting only 12 cities and 6 districts instead of being a country wide Public Transport Strategy. In the next MTEF circle George municipality will receive R 392 273 000 from both PTIG and PTNOG as indicated in the table below.

<b>Total</b>			
<b>R'000</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
Buffalo City	70 000	0	0
Cape Town	1 298 762	1 376 688	1 440 015
Ekurhuleni	243 543	0	0
eThekweni	778 761	995 571	1 100 000
Johannesburg	1 161 766	1 295 571	1 250 673
Mangaung	20 000	0	0
Nelson Mandela	100 000	300 000	400 000
Tshwane	773 761	995 571	1 100 000
George	180 019	112 254	100 000
Mbombela	123 762	195 191	100 217
Msunduzi	100 846	0	0
Polokwane	198 761	0	0
Rustenburg	500 000	600 000	650 000
<b>Total</b>	<b>5 549 981</b>	<b>5 870 846</b>	<b>6 140 905</b>

Table 3: Total allocations from both the PTIG and PTNOG

#### **4.3.3 Municipal Infrastructure Grant:**

The MIG includes a funding window for public municipal services, which used to include public transport. The provision of Public Transport Facilities (taxi and bus ranks), Non-Motorised Transport Infrastructure (Pedestrian and Bicycle Paths and Bridges) could be taken to consideration under this public municipal services component. However, the public municipal services component has been ring-fenced for municipal sports infrastructure.

#### **4.3.4 Public Transport Operations Grant:**

This is a supplementary grant paid to provinces for subsidized service contracts entered into between bus operators and respective provinces. Even though this is a provincial allocation it has a direct impact on local government and the movement of people in both district and metropolitan municipalities. The draft National Public Transport Transformation Plan of DOT indicates that the PTOG allocation for 2012/13 is R4, 317,269,000. According to DOT, over the past few years the operational subsidy in the form of the PTOG has seen insignificant increases that did not keep up with the overall increases in operational costs in the industry. The situation has grown so severe that at present the PTOG is not even able to meet current

contractual obligations in the form of annual escalation for existing contracts. To this effect there are 110 bus contracts in the country that are paid subsidy out of the PTOG which is a national allocation

The above number excludes contracts that are directly paid by Limpopo, North West and Eastern Cape out of their provincial equitable share. These contracts are categorized into different types i.e. interim, tendered and negotiated contracts as shown in the table below:

Province	Type and Number of Contracts				2012/13 Budget '000
	Total	Interim	Tendered	Negotiated	
Eastern Cape	1	1	0	0	174,466
Free State	7	0	6	1	192,872
Gauteng	34	8	26	0	1,625,746
Kwa Zulu Natal	39	2	36	1	808,279
Limpopo	11	7	1	3	260,725
Mpumalanga	7	7	0	0	439,003
Northern Cape	6	1	0	5	39,255
North West	4	0	1	3	80,686
Western Cape	1	1	0	0	696,237
<b>TOTAL</b>	<b>110</b>	<b>27</b>	<b>70</b>	<b>13</b>	<b>4,317,269</b>

Table 4: Type and number of contracts

The types of contracts in terms of their origin and destination profiling as well as regional concentration of certain types contracts are depicted below:

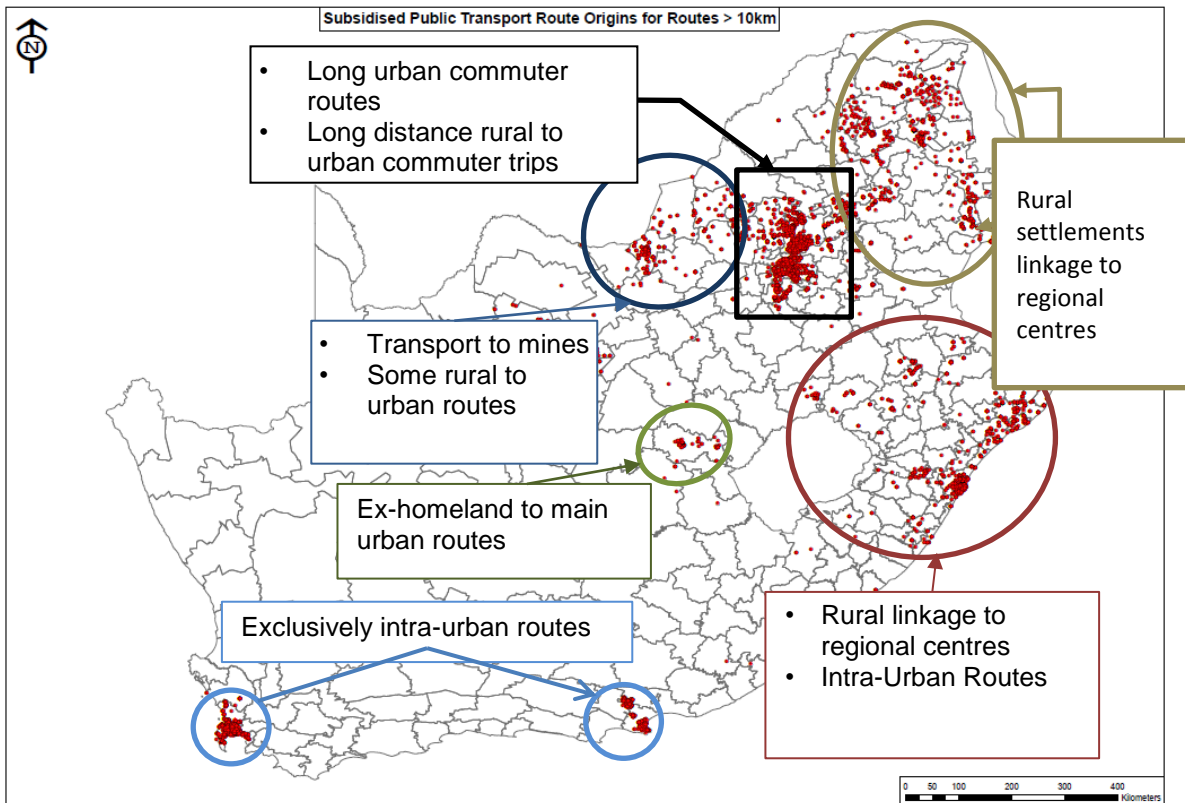


Figure 1: Regional concentration of certain types contracts

A national summary of the different types of bus contracts and their percentage split in relation to the PTOG per province is provided in the table below:

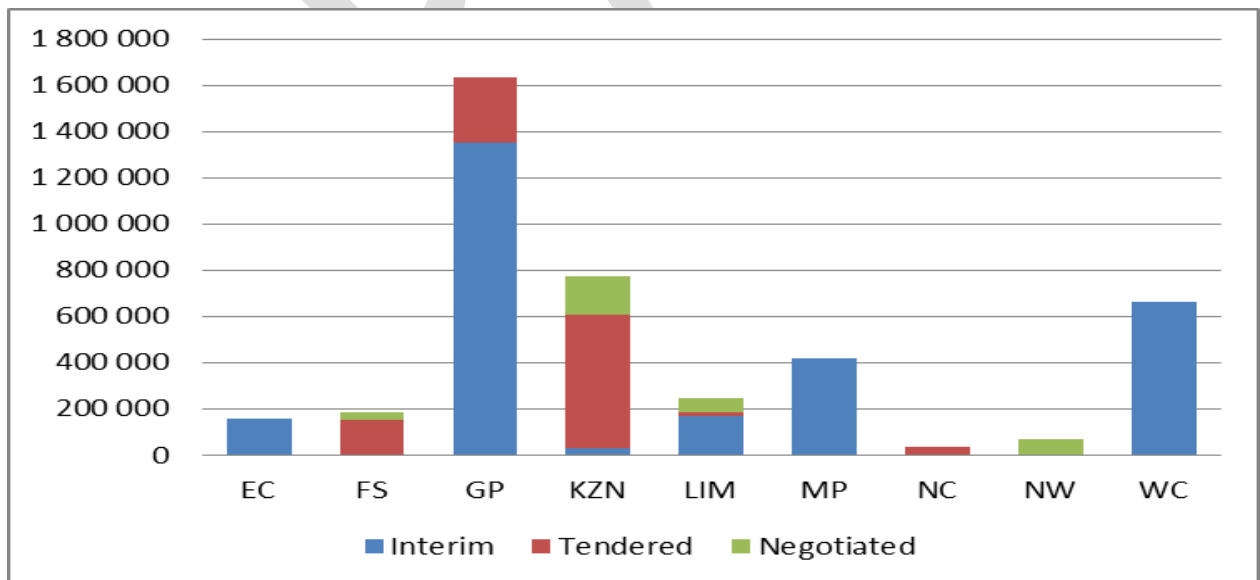


Figure 2: National summary of the different types of bus contracts and their percentage split

#### 4.3.5 Own Revenue from Municipalities:

Some municipalities such as Tshwane and Johannesburg still operate and subsidize their own municipal bus services as shown below:

<b>Municipality</b>	<b>Budget 2012/13</b>
City of Joburg Metrobus	420,000,000
City of Tshwane	144,155,390
Ekurhuleni Municipal Bus Service (Opex)	44,000,000
EThekweni Durban Transport & People Mover	161,000,000
<b>Total</b>	<b>769,155,390</b>

Table 5: subsidized municipal bus services

#### 4.3.6 Provincial Equitable share:

Provinces that incorporated what used to be homeland administrations in the past still continue to budget and allocate subsidies out of their own equitable share. The total subsidy paid out of provincial equitable share is indicated in the table below:

<b>Province</b>	<b>Budget 2012/13</b>
Limpopo	338,000,000
Eastern Cape	156,439,000
North West	414,386,000
<b>Total</b>	<b>908,825,000</b>

Table 6: Total subsidy paid out of provincial equitable share

Limpopo province continues to budget and allocate a substantial amount of subsidy out of their equitable share based on what was previously paid by the homelands (i.e. Lebowa and Venda). In total there are 23 bus contracts in the province and 11 are dually funded by national and province and account for only 6% of the PTOG whereas 12 contracts are exclusively funded from the provincial equitable allocation.

The Eastern Cape is another province facing disparities in the allocation of subsidies as a result of historical fragmentation caused by the previous homeland system (Transkei and Ciskei). The province still continues to budget and allocate annually a certain amount of subsidy out of their equitable share based on what was previously paid by the former homelands.

Lastly, North West is also another province facing disparities in the allocation of subsidies as a result of historical fragmentation caused by the previous homeland system. The province continues to budget and allocate a substantial amount of subsidy out of their equitable share based on what was previously paid by the homeland (i.e. Bophuthatswana).

#### 4.3.7 Taxi Scrapping Allowance (TRP):

A substantial amount of funding was earmarked for the recapitalization of the taxi industry through a scrapping allowance subsidy. The budget allocation for 2012/13 for TRP is R495,041,000.

#### 4.3.8 Scholar transport subsidy:

Most if not all provinces make provision for scholar/learner transport subsidy either through their Departments of Education or Transport. Following hereunder is the estimated total amount spent on scholar transport subsidies in the country:

Province	Budget 2012/13	Expenditure 2011/12
Eastern Cape	210,000,000	206,425,000
Free State	36,300,000	3,600,000
Gauteng	165,319,090	199,332,544
Kwa Zulu Natal	134,300,429	12,136,325
Limpopo	147,000,000	107,405,019
Mpumalanga	324,000,000	425,942,000
Northern Cape	93,024,000	102,748,646
North West	200,000,000	220,000,000
Western Cape	203,019,000	207,458,159
<b>Total</b>	<b>1,512,962,519</b>	<b>1,485,047,693</b>

Table 7: Estimated total amount spent on scholar transport subsidies

#### 4.3.9 PRASA subsidy:

DOT pays out a subsidy to the Passenger Rail Agency of South Africa (PRASA) for the provision of rail public transport in the metropolitan areas of Johannesburg, Tshwane, Ekurhuleni, Cape Town, EThekweni, Nelson Mandela Bay and Buffalo City through the services of Metrorail. DOT also pays out a subsidy to PRASA for long distance passenger services through Shosholozza Meyl.

According to the draft National Public Transport Transformation Plan of DOT the table below shows the estimated total transport related funds available in the country. DOT argues that if these funds are properly and efficiently coordinated towards the integration of public transport services they could help to alleviate the constant pressure on the national fiscus:

Funding Source	Amount
Public Transport Operations Grant	4,317,269,000
Public Transport Infrastructure & Systems Grant	4,988,103,000
Taxi Recapitalisation Programme	495,041,000
Scholar Subsidy	1,255,501,325
Municipal Bus Services	769,155,390
Provincial Allocated Subsidies	908,825,000
<b>Total</b>	<b>12,733,894,715</b>

Table 8: Total public transport related funds

## **5. APPROPRIATE PUBLIC TRANSPORT STRATEGY**

The focus on the provision of public transport should be Integrated Public Transport Networks (IPTN). There should be less emphasis on rapid but more on integration. The rapid element of the network can only be achieved in big metropolitan areas. The current strategy of DOT is biased towards IRPTNs hence the focus on BRTs. Secondly, the focus of the Public Transport Strategy should be on public transport networks throughout the country and not only limited to 12 cities and 6 district municipalities. The case of George Municipality as discussed above is a proof in this regard. Thirdly, funding should be made available for the strategy as a whole and not only focus on the 12 cities. It is however understood that the extent of the public transport network in each region will differ based on the demand as stipulated in integrated transport plans. Therefore, the financial needs will differ from one region to the other. In urban areas, funding should cater for designated bus lanes in terms of infrastructure, operations in terms of rolling stock, etc and in rural areas financial needs could be the provision of a morning and afternoon service on the existing road network also subsidize operations. The PTIG and PTNOG should not only be limited to the 12 cities but it must cover other areas. There is an understanding that the fiscus 'pot' is limited but there should be an attempt from the National Government to be inclusive in approach. There needs to be a consolidation of the existing public transport grants and funding sources in order to have a meaningful impact on the provision of efficient public transport in the country. On average R12 billion is spent annually on public transport with the exception of the rail subsidy. Fourthly, the new public transport strategy should also pay special attention to the movement of people across provinces. The National Transport Master Plan (NATMAP) of DOT had proposed a Strategic Public Transport Network (SPTN) which is an intercity public transport programme of the NATMAP to facilitate movement of people across provincial boundaries. The SPTN is a combination of rail and road based intercity public transport proposals. The current strategy is only focusing on movement of people within 12 cities and 6 districts; it completely ignores the need for planning for intercity passenger movement. The National Land Transport Bill is proposing three institutions, National Public Transport Regulator (NPTR), 9 Provincial Regulating Entities (PREs), and Municipal Regulating Entities (MREs) of which two deals with intra-provincial and interprovincial public transport and, yet there is no strategy to guide how national and provincial public transport ought to be provided. The new strategy ought to recommend as part of consolidating funding for public transport for the review of the MIG formulae. Fifthly, the DOT and SALGA need to lobby the National Treasury for the public municipal services component to again include public transport so as to cater for the provision of Public Transport Facilities (taxi and bus ranks), and Non-Motorised Transport Infrastructure (Pedestrian and Bicycle Paths and Bridges).

There is a need for DOT to facilitate a drive for the development of IPTNs throughout the country in order to ensure that both local and district municipalities plan for public transport. Accelerating a move towards prioritization of efficient public transport starts with planning. The NLTA task the responsibility of ITPs to all municipalities. A component of the ITP is a public transport plan thus the corner stone of efficient public transport is in planning. In order to illustrate how entrenched the problem is, for example in the Eastern Cape Province, with the exception of the Nelson Mandela Bay's IRPTN, there are no IPTNs planned in the province. It is virtually impossible with this situation for public transport to be facilitated and promoted in the province. It is expected that Buffalo City will begin its planning in the 2013/14 financial year. OR Tambo District Municipality is one of the six rural districts in the country which are part of the Public Transport Strategy and Action Plan but nothing has been planned. Even if there could be funding sourced out for the six district municipalities the service that would be rolled out would have challenges because of lack of proper planning. There is a provision in the NLTA in section 93(4) of the act that in case where relevant plans such as IPTNs and/or ITPs are not available; the contracting authority may continue introducing new services using any available transport plan or information at its disposal. The situation is concerning because in terms of the NLTA an ITP needs to be

developed. An ITP is an integral part of the Integrated Development Plan (IDP) and any service delivery project needs to find expression in this plan.

Lastly, the new strategy ought to have a detailed capacity plan for municipalities. The current strategy does not have a capacity plan and a delivery model to capacitate struggling municipalities in order to get them to the required state. A strategy without any personnel attached to it will fail as it will not get implemented without warm bodies to implement it. Capacity is not only limited to local and district municipalities but it is also evident in metropolitan municipalities.

## **6. IMPLEMENTATION AND TIMELINES**

There is an urgent need to review the current Public Transport Strategy in order to address all public transport related issues in the country. The new Public Transport Strategy and Action Plan should be applicable to all municipalities in the country and not biased towards urban areas. Elements of the Rural Transport Strategy need to find expression in the new strategy. For the year 2013/14 SALGA should be involved in lobbying the Department of Transport and National Treasury for the current strategy to be reviewed.

However, the current Public Transport Action Plan needs to be implemented and also include the six identified district municipalities. National Treasury and the Department of Transport need to be lobbied in the 2013/14 financial year for the full implementation of the current action plan. The full implementation of this action plan needs to be accompanied by capacity building. There needs to be capacity building to all the 13 participating cities including the six districts in order to begin to address the Phase 1 and Phase 2 actions of the current Public Transport Action Plan. For the financial year 2012/13, DOT has employed Transport Interns to a number of district municipalities in order to help municipalities with the preparation of ITPs. However, once the contracts of these interns have ended the onus is on municipalities to absorb these interns as part of their capacity building exercise. Furthermore, DOT needs to also deploy interns to the other participating 12 cities of the Public Transport Action Plan.

There is a need to urgently and actively lobby National Treasury for the establishment of a consolidated public transport grant that will be made up of the current funding streams. The MIG component that deals with public municipal services should again be open up to include public transport facilities and not ring-fenced for sports. SALGA together with DOT need to lobby the National Treasury in the 2013/14 financial for such a consolidated public transport grant and during the 2013 Budget Forum SALGA needs to lobby for the return of the public transport element under the MIG public municipal services component.

## **7. CONCLUSION**

Efficient public transport can only be achieved through proper transport planning plans, available funding streams and well-resourced municipalities. DOT together with provincial transport departments needs to empower municipalities to plan for transport in line with the constitution. They need to assist municipalities with the formulation of ITP and IPTNs. The current Public Transport Strategy and Action Plan needs to be reviewed so as to be rolled out to all municipalities without exception. There is a need to consolidate all the current public transport funding streams in order for public transport project not to only be restricted to the 12 cities stipulated in the Public Transport Strategy and Action Plan. Furthermore, there needs to be concerted effort from National Government, Provincial Governments, Universities, Private Sector and Organized Local Government to produce public transport

professionals. The transport professionals need to be capacitated in order to be able to plan for public transport in all spheres of government. The challenge of public transport skills is not only a symptom of local government but it's a disease that is bedeviling all spheres of government. However, the focus of up skilling public transport practitioners should be intensified at local government because it is the sphere of government that is closer to the people.

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