

# Roads and transport

## Introduction

A good transport system is necessary for efficient functioning of the economy. Investment in transport supports both growth and development. It creates economic opportunities and facilitates the movement of people, resources, and outputs to industries and markets and enables people to access social services. The importance of the sector is further reflected by the direct contribution it makes to GDP, at 10 per cent.

*Efficient transport contributes to economic growth and development*

Roads infrastructure and the public transport system in South Africa reflect the disparities arising from previous patterns of spatial development, which were created by apartheid policies. Although the country has developed a good road network to provide for mobility and accessibility, a significant portion of the rural population is still affected by poor accessibility and mobility. Safety of roads and rail is another area of strategic importance within the transport sector due to the high economic and social costs associated with accidents.

*Government aims to improve infrastructure and reduce costs of public transport*

Provincial roads and traffic are an exclusive Schedule 5A provincial function, while municipal roads, traffic and parking are exclusive Schedule 5B municipal functions. In contrast, public transport is a concurrent Schedule 4A national and provincial function, and municipal public transport is a Schedule 4B concurrent municipal function. Due to the evolving nature of the intergovernmental fiscal system, it is difficult to provide a comprehensive picture of government spending on public roads and transport.

*The Constitution divides responsibility for transport among the three spheres of government*

The national Department of Transport plays a largely facilitative and regulatory role. It develops the policy and legislative framework, which is implemented through provincial departments, local Government and public entities. Transport policy is spelt out in the 1996 White Paper on National Transport Policy. The Moving South Africa project, which began in 1997, outlines negotiated transport strategies. The National Land Transport Transition Act (22 of 2000) (NLTTA), sets out a framework for integrated land transport planning and service delivery across provinces and local Government.

*National Government develops policy to be implemented by provinces and local government*

*National Government has established agencies to support delivery in roads and public transport*

The national Department of Transport has a number of agencies that are mandated to deliver transport infrastructure and oversee transport regulation. The South African National Roads Agency (SANRA) manages the construction of roads. The agency responsible for services and regulation of rail transport is the South African Rail Commuter Corporation (SARCC). Other regulatory bodies include the Road Traffic Management Corporation, which is expected to enhance co-operation between the three spheres of Government on road traffic management and law enforcement; and the Cross-Border Road Transport Agency, which regulates cross-border passenger, freight and road transport. Other agencies are mandated to regulate air traffic and civil aviation.

*Provinces and local Government are responsible for traffic management*

Provincial and local Government are responsible for roads within their area of responsibility, transport planning, and regulation in terms of the framework set out by the Act. They are responsible for traffic management and road safety in terms of Road and Traffic Acts. The organisational arrangements also differ between provinces, as the delivery of roads falls under departments of Public Works, Roads, Transport or even Safety and Security, which may be merged or totally separate from the other departments.

*This chapter reviews public transport sector policy and spending trends*

This chapter presents a consolidated picture of national and provincial spending in key specific functions within the transport sector. The chapter has three parts. The first part discusses spending and delivery of roads and commuter rail infrastructure. The second part reviews spending trends in public transport subsidies and planning, and highlights the progress made in transforming the public transport system as envisaged by the NLTTA. The third part focuses on traffic management, regulation and road safety.

## **Part one: Roads and commuter rail infrastructure**

This section focuses on roads infrastructure, and gives a brief overview of spending on commuter rail infrastructure. The commuter rail function is carried out by national Government.

### **The road network**

*Extensive road network of 752 000 km*

South Africa has an extensive road network of approximately 752 000 km. It comprises 532 000 km of proclaimed national, provincial and municipal roads, and about 220 000 km of unclassified roads. Most of the unproclaimed roads are access roads, serving rural communities.

*Northern Cape has the largest road network and Gauteng the smallest*

Table 8.1 shows that the provincial and national road network comprises 336 000 km of the proclaimed road network, with the rest of the proclaimed roads falling under municipalities. It shows that there is a fairly close relationship between the size, measured by the land area of a province, and the extent of its total road network. As the smallest province, Gauteng has the lowest share of total roads (2,2 per cent), while Northern Cape covers a large area and accounts for the largest provincial road network of 20,5 per cent. Eastern Cape,

Mpumalanga, North West and Western Cape all show almost the same percentage for land area and proportion of provincial road network, indicating fairly even nationwide development - at least in terms of spatial access.

**Table 8.1 Proclaimed provincial and national roads network by type**

	Area (km <sup>2</sup> )	Paved km	Gravel km	Access km	Total km	Road Network Density (m per km <sup>2</sup> )	No of registered vehicles - thousands	Vehicles per km of provincial road
Eastern Cape	169 600	6 233	34 718	7 631	48 582	286	471	9,7
Free State	129 480	7 070	22 046	20 000	49 116	379	440	9,0
Gauteng	18 810	3 487	1 771	2 410	7 668	408	2 618	341,4
KwaZulu-Natal	92 307	6 651	16 178	14 200	37 029	406	972	26,0
Limpopo	123 280	6 403	16 829	10 578	33 810	234	298	10,3
Mpumalanga	78 370	7 062	10 517	7 479	25 058	320	416	16,6
Northern Cape	361 800	5 630	53 725	12 023	71 378	197	154	2,2
North West	116 190	6 723	19 161	10 017	35 901	309	392	10,9
Western Cape	129 370	7 172	24 991	7 822	39 985	309	1 188	29,7
<b>Total provincial</b>	<b>1 219 207</b>	<b>56 431</b>	<b>199 936</b>	<b>92 160</b>	<b>348 527</b>	<b>282</b>	<b>6 949</b>	<b>20,2</b>
<b>National (SANRA)</b>		<b>7 200</b>			<b>7 200</b>			
<b>Total</b>	<b>1 219 207</b>	<b>63 631</b>	<b>199 936</b>	<b>92 160</b>	<b>355 727</b>			
<b>Percentage of total provincial road network</b>								
Eastern Cape	13,9%	12,8%	71,5%	15,7%	13,9%			
Free State	10,6%	14,4%	44,9%	40,7%	14,1%			
Gauteng	1,5%	45,5%	23,1%	31,4%	2,2%			
KwaZulu-Natal	7,6%	18,0%	43,7%	38,3%	10,6%			
Limpopo	10,1%	18,9%	49,8%	31,3%	9,7%			
Mpumalanga	6,4%	28,2%	42,0%	29,8%	7,2%			
Northern Cape	29,7%	7,9%	75,3%	16,8%	20,5%			
North West	9,5%	18,7%	53,4%	27,9%	10,3%			
Western Cape	10,6%	17,9%	62,5%	19,6%	11,5%			
<b>Total</b>	<b>100,0%</b>	<b>16,2%</b>	<b>57,4%</b>	<b>26,4%</b>	<b>100,0%</b>			

Sources: National Department of Transport; National Department of Transport's Report on road accidents during the 2002 festive season; Road infrastructure strategic framework; Provincial Departments of Transport and Roads.

The quality of provincial roads varies from province to province as well as regionally within provinces. Table 8.1 shows that nationally, only 16,2 per cent of provincial roads are paved, while 57,4 per cent are gravel roads and 26,4 per cent are access roads. Gauteng has the largest relative proportion of paved road at 45,5 per cent. Eastern Cape, Northern Cape, and Free State have less than 15 per cent of surfaced road network. The largest gravel and access road networks are found in the Eastern Cape, Northern Cape and Free State. In addition to other factors, such as the extent of historical disrepair on provincial roads, unsurfaced roads increase the need for continual maintenance, which means ongoing recurrent expenditure.

*Only 16,2 per cent of provincial roads are paved*

The extent of the potential utilisation of roads is another important indicator of future spending requirements. The rate of utilisation determines the extent and timing of road maintenance. Over-

*Gauteng has highest number of vehicles per kilometre on its roads*

utilisation also results in traffic congestion. Potential utilisation can be inferred from road density and the number of vehicles per kilometre of provincial road reflected in Table 8.1. The provincial road network densities do not show as great a variation as the vehicle densities. The variation ranges from just below 200m/km<sup>2</sup> for Northern Cape, and doubles to just over 400 m/km<sup>2</sup> for Gauteng and KwaZulu-Natal, indicating fairly even development and access nationwide. However, the number of vehicles per kilometre highlights the contrast in utilisation: six of the nine provinces register less than 20 vehicles per kilometre of road, while Gauteng's figures are 341 vehicles per kilometre.

The indicators for the extent of road network and utilisation show that the problems faced by Gauteng are distinctly different from those of other provinces. Gauteng has a relatively higher population density, good roads, but high congestion. It therefore needs to examine other solutions to its transportation problems, such as alternative modes and network expansion. Other provinces are faced with issues around the efficient spending for providing access to people who have never had access, and making choices about maintenance versus upgrading of existing roads.

## **Budget and spending on roads and rail infrastructure**

*The focus is on roads and rail*

The national Department of Transport budgets for expenditure on national roads and commuter rail infrastructure. Both these allocations are transfers to agencies that implement the programmes on behalf of the national Department of Transport. These transfers increased at an annual average of 9 per cent, from R900 million in 1999/00 to R1,9 billion in 2002/03. Transfers between 1999/00 and 2000/01 focused mainly on roads. Government's programme of investing in rail rolling stock started in 2001/02 with the allocation of R490 million, increasing to R691 million in 2002/03. Government plans to inject R2 billion over the MTEF into the rehabilitation of commuter rail rolling stock<sup>3</sup>.

The investment in rail infrastructure focuses on the renewal of infrastructure rather than increased capacity. The current assets of the South African Rail Commuter Corporation comprise 319 stations, 2 240 km of electrified single rail track and 360 train sets with a total of 4 564 coaches.

*Gautrain is first provincial rail project*

Provinces and local Government have generally not been involved with the rail sector. However, Gauteng is proceeding with constructing the biggest commuter rail project in the last 20 years. The province's Gautrain project will link Johannesburg to Pretoria and the Johannesburg International Airport. This project is anticipated to cost R7,4 billion to construct. Construction is expected to begin within the next two years. The projected contribution of the province over the construction period amounts to R5,7 billion. The province has budgeted R659 million in 2003/04, increasing to R2,5 billion in

<sup>3</sup> Source: National Treasury (2003) Estimates of National Expenditure

2005/06, to a total of R4,2 billion over the MTEF period. This allocation is part of the Blue IQ Programme which falls under the provincial treasury budget, while the transport department will be responsible for implementation.

Table 8.2 shows actual and budgeted expenditure for national and provincial roads infrastructure. It is projected to increase by 7,1 per cent, from R5,9 billion in 2002/03 to R6,4 billion in 2003/04 and to R7,5 billion in 2005/06, reflecting an annual average growth of about 8,2 per cent. Aggregate spending in the earlier years increased by 24 per cent per year from R3,2 billion in 1999/00 to R4,8 billion in 2001/02.

*National and roads budgets increase from R5,9 billion to R7,5 billion at end of MTEF*

**Table 8.2 Provincial and national expenditure on roads**

R million	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06
	Actual	Actual	Actual	Estimated actual <sup>1</sup>	Medium-term estimates		
Eastern Cape	154	288	560	1 091	975	1 065	1 115
Free State	218	158	301	338	281	320	337
Gauteng	355	365	381	458	448	478	519
KwaZulu-Natal	505	655	851	878	1 214	1 389	1 520
Limpopo	321	579	560	618	765	690	907
Mpumalanga	182	216	381	479	467	520	606
Northern Cape	97	104	119	128	165	187	195
North West	227	270	203	304	383	413	445
Western Cape	198	332	333	442	391	484	570
<b>Total provincial</b>	<b>2 257</b>	<b>2 967</b>	<b>3 689</b>	<b>4 736</b>	<b>5 089</b>	<b>5 546</b>	<b>6 214</b>
<b>National</b>	<b>900</b>	<b>701</b>	<b>1 067</b>	<b>1 203</b>	<b>1 271</b>	<b>1 240</b>	<b>1 315</b>
<b>Total</b>	<b>3 157</b>	<b>3 668</b>	<b>4 756</b>	<b>5 939</b>	<b>6 360</b>	<b>6 786</b>	<b>7 529</b>
<b>Percentage of total provincial spending</b>							
Eastern Cape	0,9%	1,6%	2,9%	4,5%	3,5%	3,6%	3,4%
Free State	3,3%	2,1%	3,7%	3,4%	2,5%	2,6%	2,5%
Gauteng	2,1%	2,0%	1,9%	1,9%	1,7%	1,6%	1,6%
KwaZulu-Natal	2,6%	3,0%	3,4%	3,0%	3,7%	3,8%	3,8%
Limpopo	2,5%	4,0%	3,6%	3,3%	3,6%	2,9%	3,5%
Mpumalanga	2,8%	3,1%	4,5%	4,9%	4,1%	4,2%	4,4%
Northern Cape	3,8%	3,9%	4,0%	3,7%	4,2%	4,3%	4,1%
North West	2,8%	2,9%	2,0%	2,7%	2,9%	2,8%	2,8%
Western Cape	1,8%	2,9%	2,7%	3,0%	2,4%	2,7%	3,0%
<b>Total</b>	<b>2,3%</b>	<b>2,7%</b>	<b>3,0%</b>	<b>3,3%</b>	<b>3,1%</b>	<b>3,1%</b>	<b>3,1%</b>

1. Often estimated actual is distorted by roll overs from previous financial year.

Source: Provincial Departments of Transport and Roads.

National roads are funded through budget transfers from the national Department of Transport to the South African National Roads Agency, and from user charges on toll roads, while provincial roads are funded through the provincial budget.

Provinces account for most spending on roads. Their road budgets will increase by 7,5 per cent, from R4,7 billion in 2002/03 to R5,1 billion in 2003/04. They are projected to rise further by 9,5 per cent a year over the MTEF, reaching R6,2 billion in 2005/06. This follows strong growth in spending averaging 28 per cent between 1999/00 and 2001/02, due to the turnaround in provincial spending on

*Provinces account for largest share of roads budgets*

roads in 2000/01. This turnaround was partly due to the R895 million in national grants allocated to fund the rehabilitation of infrastructure which was damaged by floods in 2000/01, and the introduction of the provincial infrastructure grant in 2001/02. The grant for reconstructing infrastructure damaged by flood benefited Limpopo, KwaZulu-Natal, Mpumalanga, Eastern Cape, Free State and North West.

*The share of roads in provincial budgets declines over the MTEF*

Budgeted spending for 2003/04 comprises 3,1 per cent of the total provincial budget, increasing from 2,3 per cent in 1999/00, but lower than the projected 3,3 per cent in the current year. On average, the share of roads budget remains constant at 3,1 per cent over the MTEF period. However, there is great variation among provinces. Provinces generally project high levels of spending for the current year, yet most project a decline in the share of spending in subsequent years. Rollovers from the past years account for increased amounts in the current financial year, which also reflects renewed optimism about improving spending capacity. Of all the provinces, Gauteng has the lowest share of its total budget on roads. The share declines consistently over the seven-years under review, from 2,1 per cent in 1999/00 to a projected 1,6 per cent in 2005/06. In pursuing other options for its congestion on the roads, the province is putting resources into the construction of high-speed train infrastructure. Provinces reflecting consistent growth in their budgets are KwaZulu-Natal and North West. Eastern Cape, Free State and Limpopo reflect fluctuations in their allocations and a decline in the share of roads over the MTEF. Fluctuating allocations for roads over the MTEF create difficulties for effective delivery of roads as they undermine good planning and capacity-building for implementation.

*Spending on construction amounts to R2,2 billion in 2002/03*

After accounting for spending on maintenance, provinces project to spend R2,2 billion of their allocation on constructing, reconstructing and upgrading roads in 2002/03. Following budgeted decline in spending to R1,9 billion in 2003/04, expenditure is projected to rise to R2,5 billion in 2005/06. There is significant fluctuation in the allocation to construction and upgrading in roads across most provinces. Eastern Cape, Free State and Gauteng report a consistent decline as total budgeted amounts for maintenance increase over the years, while reporting some decline in the total allocation for roads.

*Transfer to SANRA increase to R1,3 billion in 2005/06*

The transfer to SANRA for national roads amounts to R1,2 billion in 2002/03, and increases to R1,3 billion in 2005/06. The Agency receives slightly less than 25 per cent of the national and provincial roads budget, for about 6 per cent of the country's paved road network. The national roads network is relatively expensive to maintain because it consists mainly of freeways and dual carriage roads, the highest quality of roads in the country.

*The private sector contributes towards funding construction of national road networks*

In addition to funding from Government, the construction of national roads network is funded by private sector through private-public partnerships and borrowing arrangements. Roads under SANRA are classified into three categories in terms of funding arrangements – concession toll roads, state toll and non-toll roads. Concession toll roads are financed, maintained and operated by private sector companies through concession agreements. These currently account

for 18 per cent of national roads, amounting to 1 296 km. State toll roads are funded through loans obtained from the private sector, which are backed by government guarantees. These loans are repaid through toll income. The state toll roads account for 595 km, constituting about 8 per cent of the national road network. Maintenance on these roads is funded by transfers from the national transport budget. Non-toll roads, making up 5 309 km, are funded through appropriated funds transferred to SANRA.

National Government has also funded SANRA to implement poverty alleviation projects in roads, as part of its contribution to Integrated Sustainable Rural Development Programme. The Agency received R435 million between 1999/00 and 2002/03 from special poverty alleviation programme allocations. This was used to implement labour-intensive road projects in rural areas, including upgrading gravel roads, and constructing drainage structures and roadside facilities to accommodate pedestrians in Eastern Cape, Limpopo, KwaZulu-Natal, Free State and Western Cape.

*74 per cent of national roads are non-toll roads*

Local government roads budgets are also significant. The total capital budget for roads, pavements and stormwater for 2002-03<sup>1</sup> is estimated to be at least R1,8 billion, with almost equal budgets between the six metros (R892 million), and the district and local municipalities (R896 million). Cape Town is budgeting the highest at R216 million, followed by eThekweni (R180 million), Ekurhuleni (R177 million), Johannesburg (R122 million), Nelson Mandela (R126 million) and Tshwane (R70 million)

*Local governments have large roads budgets*

## Spending on road maintenance

The quality of the road network depends on what, when, and how maintenance is performed. Roads deteriorate over time due primarily to traffic volumes, environmental influences (such as floods) and overloading. For these reasons roads have to be maintained throughout their life to ensure that they deliver the benefits envisaged. The timing of maintenance is crucial as delays escalate the costs of maintenance.

*Timely maintenance reduces costs*

Provinces have to maintain approximately 57 000 km of paved roads, and approximately 300 000 km of unsurfaced roads. Provincial spending on maintenance is projected to increase by 24,2 per cent from R2,5 billion in 2002/03 to R3,2 billion in 2003/04 (Table 8.3). Spending is budgeted to increase by 13,9 per cent on average over the MTEF, to reach R3,8 billion in 2005/06. Road maintenance as a proportion of provincial roads budget increases from 52 per cent in 2002/03 to 60 per cent in 2003/04.

*Road maintenance to rise to 60 per cent of provincial roads budgets in 2003/04*

<sup>1</sup> "2002-03" is used to cover the municipal financial year from 1 July 2002 to 30 June 2003. In contrast "2002/03" is used to cover the national and provincial financial year, from 1 April 2002 to 31 March 2003. Similarly for other financial years.

**Table 8.3 Provincial spending on road maintenance**

R million	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06
	Actual	Actual	Actual	Estimated actual	Medium-term estimates		
Eastern Cape	37	40	497	553	750	851	899
Free State	186	136	170	144	138	157	169
Gauteng	144	227	285	315	330	392	427
KwaZulu-Natal	275	329	452	613	778	842	899
Limpopo	320	559	495	532	661	590	787
Mpumalanga	51	148	128	146	174	192	197
Northern Cape	67	57	59	66	65	68	80
North West	180	183	88	97	134	140	152
Western Cape	174	58	59	73	123	121	140
<b>Total</b>	<b>1 434</b>	<b>1 737</b>	<b>2 233</b>	<b>2 539</b>	<b>3 153</b>	<b>3 353</b>	<b>3 750</b>
<b>Percentage growth</b>	<b>Average annual</b>			<b>2002/03 -</b>	<b>Average annual</b>		
	<b>1999/00 - 2002/03</b>			<b>2003/04</b>	<b>2002/03 - 2005/06</b>		
Eastern Cape	146,3%			35,6%	17,6%		
Free State	-8,2%			-4,2%	5,5%		
Gauteng	29,8%			4,8%	10,7%		
KwaZulu-Natal	30,6%			26,9%	13,6%		
Limpopo	18,5%			24,2%	13,9%		
Mpumalanga	42,0%			19,2%	10,5%		
Northern Cape	-0,5%			-1,5%	6,6%		
North West	-18,6%			38,1%	16,2%		
Western Cape	-25,1%			68,5%	24,2%		
<b>Total</b>	<b>21,0%</b>			<b>24,2%</b>	<b>13,9%</b>		

Source: Provincial Departments of Transport and Roads.

*Growth in maintenance spending varies among provinces*

Table 8.3 shows that most provinces are progressively increasing their allocation for maintenance as they increase their roads budgets. However, the pattern varies across provinces. KwaZulu-Natal, Limpopo, Mpumalanga and Gauteng account for the strong growth in maintenance over the seven-year period. But spending in North West, Western Cape, Free State and Northern Cape fluctuates, reflecting shifting priorities between upgrading and rehabilitation, inconsistency in the classification of spending, and decline in the overall budget for roads.

### Service delivery trends in roads infrastructure

*Provinces prioritise spending on paved roads*

Table 8.4 gives a breakdown of completed and planned major provincial projects that address backlogs in construction, upgrading and rehabilitation of roads. Completed road projects in 2001/02 amount to 2 615 km of roads (This excludes upgrading and construction of bridges). The table shows that with the exception of KwaZulu-Natal and Northern Cape, most provinces prioritise spending on surfaced road projects as opposed to unsurfaced roads. This may be due to the importance of mobility between regions as these roads provide connections to national roads. There may also be some roads which have been upgraded from gravel to paved roads. Gravel and access roads, which are less expensive to maintain, are



often neglected, resulting in higher future rehabilitation costs for these roads.

**Table 8.4 Completed and proposed projects**

Number	Completed projects in 2001/02			Proposed projects in 2002/03		
	Surfaced roads	Unsurfaced roads	Total	Surfaced roads	Unsurfaced roads	Total
Eastern Cape	31	49	80	513	450	963
Free State	232	69	301	269	69	338
Gauteng	212	1	213	298	1	299
KwaZulu-Natal	51	556	607	64	447	511
Limpopo	216	123	339	86	–	86
Mpumalanga	120	90	210	260	110	370
Northern Cape	150	300	450	66	24	90
North West	250	18	268	375	200	575
Western Cape	85	62	147	87	55	142
<b>Total</b>	<b>1 347</b>	<b>1 268</b>	<b>2 615</b>	<b>2 018</b>	<b>1 356</b>	<b>3 374</b>

Source: Provincial Departments of Transport and Roads.

Table 8.5 indicates the two major or provincial strategic road projects completed in 2002/03. Although some of these projects are not large in budgetary terms, they reflect the importance attached to increased community access, safety, job creation and empowerment of black-owned economic enterprises. For instance, the Free State project for re-gravelling roads in Qwa Qwa is considered very important because it improves access to rural communities which are mostly dependent on taxis for transport. In the case of KwaZulu-Natal, the erection of the Edendale footbridge over the busy highway is seen as a positive step for road safety. This bridge provides access to the Edendale Hospital. Before the erection of the bridge, many pedestrians risked fatal accidents when attempting to cross the busy highway to gain access to medical care.

*Roads projects improve safety and access of rural communities to major service centres*

In Limpopo, the completed paved road projects between Sibasa, Makula and Mhinga improved accessibility to taxis servicing the various communities on that route. The upgrading of the Bochum to Blouberg road is an important project, as it links the various communities to police services and clinics. This link also forms part of a future link between Maputo and Botswana. In Western Cape, investment in the road between Wingfield and Malmesbury was made in the interest of road safety.

**Table 8.5 Completed projects in 2002/03**

Province	Type of Work	Cost of project R million	Number of Km	Location of road
<b>Eastern Cape</b>				
Project 1	Idutywa - Willowvale: Upgrade	50,7	26	Idutywa - Willowvale
Project 2	Qora River Bridges	6,5		
<b>Free State</b>				
Project 1	Regravelling of roads in Qwaqwa	20,0	50	Qwaqwa area
Project 2	Repair of bridges in Qwaqwa	9,0	5 bridges	Qwaqwa area
<b>Gauteng</b>				
	1386 Moloto Road	41,3	21	Pretoria to Moloto
	K102 Phases II and II a (Dobsonville)	1,7	2	Access to Dobsonville from R558
<b>KwaZulu-Natal</b>				
Project 1	Construction of new footbridge serving the Edendale hospital, as a result of the high number of pedestrian fatalities.	1,3	0	P7-1: Pietermaritzburg - Edendale
Project 2	Upgrade to high standard blacktop road	40,0	22	P54: Nqutu - Blood River Station
<b>Limpopo</b>				
Project 1	Upgrading	8,4	9	Bochum - Blouberg (Link communities with the Blouberg hospital & forms part of a future link - Maputo - Botswana)
Project 2	Upgrading	8,2	8	Sibasa - Mukula - Mhinga (High vehicle counts, impassable during rain, link many villages - important access road - link police station, at the same time extensive flood damage was addressed.)
<b>Mpumalanga</b>				
Project 1: P30/1 Portion c	New Construction	24,7	17	Middleburg - Bethal
Project 2: P17/6 Phase 1	Rehabilitation	17,2	25	White River - Numbi
<b>Northern Cape</b>				
Project 1	Rehabilitation	25,0	114	Hanover-DeAar-Bristtown
Project 2	Upgrading	8,7	12	N14 turn off to Pella
<b>North West</b>				
Project 1	Rehabilitation of Road P47/2	7,6	32	Koster to Swaruggens
Project 2	Surfacing of Road D313	18,0	27	Morokweng to Leniesdeel
<b>Western Cape</b>				
Project 1	Road rehabilitation	50,0	22	Wingfield to Malmesbury
Project 2	Road rehabilitation/ upgrade	50,0	12	Vredenburg to Saldanha

Source: Provincial Departments of Transport and Roads.

SANRA has completed 55 roads projects in the rural areas of Eastern Cape and Limpopo

The poverty alleviation funding through SANRA has facilitated implementation of projects that generated employment in rural communities. It has also increased access to markets, capacity-building, and promoted community involvement in safety. For instance, the allocations made between 1999/00 and 2001/02 enabled SANRA to implement 55 engineering projects. These were mainly

focused on re-gravelling rural roads, building drainage systems and carrying out minor bridge works in the Eastern Cape and Limpopo. Local communities, including women, benefited in terms of jobs and skills development.

Addressing the current backlog in maintenance and upgrading of gravel and access roads could also create economic opportunities in the rural areas. The construction and rehabilitation of gravel access roads can be provided through labour-intensive methods and is conducive to greater involvement of SMMEs. The approach, KwaZulu-Natal adopted, to meet the rural roads requirement is very instructive here. The province has prioritised rural access roads and a methodology for setting priorities and creating an enabling environment for economic empowerment of communities, especially women (see Box 1). The achievements of this programme provide good lessons for Government. However, the choice made by KwaZulu-Natal to prioritise rural access roads may have meant that less funds are available to maintain the primary road network.

*Labour-based road maintenance creates economic opportunities in rural areas*

The transport sector is in the process of finalising a new classification of roads. The classification redefines the road network in a way that is expected to ensure that it is planned and managed in a rational and efficient manner. The framework categorises roads according to the function they perform and assigns the appropriate authority to take over the responsibility. The new classification system has seven distinct classes that range from the class 1 – primary network that forms the principal avenue of mobility and communication, to class 7 – roads that have special functions.

*Proposed reclassification of roads will improve efficiency*

According to this classification, some provincial roads will be included as part of the strategic road network for which national Government is responsible. It is proposed that the national roads managed by SANRA increase to 20 000 km. Provinces have already started handing over some of their road network to SANRA, amounting to 4 500 km for the 2003 MTEF. The new classification will also ensure that unproclaimed roads, which are mostly rural, are properly classified into the rural road network and assigned to the appropriate authority.

*Reclassification of roads will increase national roads to 20 000km*

### **KwaZulu-Natal Roads Department's strategy for rural roads**

Since 1997, KwaZulu-Natal has championed the roads delivery programme that incorporates stakeholders in communities in planning, prioritising and budgeting for the development and maintenance of rural roads. The rural roads development programme is underpinned by the Road to Wealth and Job Creation initiative which was adopted by the transport sector as a strategy to fast-track job creation through the development of a balanced road network. The Road to Wealth and Job Creation initiative in KwaZulu-Natal has three key components: First, the development of road plans with Rural Road Transport Forums (RRTF). These plans identify projects through a prioritisation methodology, involving community participation, which grew out of the Community Access Road Needs Study (CARNS – published in 1997).

The Forums include representation from all stakeholders, including AmaKhosi, district councils, women, youth and business. The Department of Transport implemented an intensive training programme designed to build the capacity of the Forums to engage with the process in an informed and orderly manner. The Forums are involved in prioritising projects to maintain, upgrade and develop provincial road networks, after having previously focused on access roads.

The flagship programme, known as Zibambele, targets poverty alleviation. This is a form of routine road maintenance using labour-intensive methods in which a family or household is contracted and provided with tools to maintain a specific length of road on a part-time basis. The system has been introduced as a cost effective means of maintaining the road network in deep rural communities. The families that are contractors are those identified by the communities as the most destitute; 95 per cent of contracts have gone to women-headed households.

## **Part two: Public transport**

*The Act defines a framework for planning and management of public transport*

Public transport is a concurrent Schedule 4A function between the national and provincial spheres of Government in the Constitution, but municipal public transport is a Schedule 4B concurrent function falling within the sphere of local Government. The Constitution does not define municipal public transport nor public transport.

The National Land Transport Transition Act defines the responsibilities of provinces and municipalities in relation to planning and management of land transport. The Act requires that both spheres prepare transport plans in line with the framework developed by the national Department of Transport. It also provides for the establishment of local transport authorities by municipalities to improve local transport service delivery. Transport authorities are expected to develop transport plans and then oversee their implementation, develop local land transport policy, and perform financial planning and management for land transport functions. These include transport planning, infrastructure, operations, services, maintenance, monitoring and administration.

*Provinces and municipalities are responsible for public transport planning*

The National Land Transport Transition Act also sets out the mechanisms for transforming the transport subsidy system, and for formalising the taxi industry. Many of the current bus subsidies come from past arrangements, and do not reflect new public transport priorities. Though provinces assist in administering payments of these bus subsidies, this remains a national function, as the national Department retains the right to make all final approvals in the procurement of bus services. The aim is to devolve this function to provinces and municipalities after the process of transformation and restructuring the transport subsidy system is completed. Municipalities are responsible for planning and regulating municipal public transport and many run their own bus services.

## Expenditure trends in public land transport

Public transport subsidies are intended to provide affordable public transport to low-income households which, as a result of apartheid laws, live far from the industrial and urban centres where they are employed. Table 8.6 shows expenditure trends in transport subsidies on the national Department of Transport Vote. Subsidies for rail and buses take up about 60 per cent of the Vote. Transport subsidies increased by 5,7 per cent per year on average, from R2 960 million in 1999/00 to R3 496 million in 2002/03. The allocation further rises by an average of 7,4 per cent per year over the MTEF, to R4 334 million in 2005/06.

*Bus and rail subsidies take up more than 60 per cent of budget*

**Table 8.6 Expenditure transport subsidies and planning**

R million	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06
	Actual	Actual	Actual	Estimated actual	Medium-term estimates		
<b>Public Transport Operations</b>	<b>2 929</b>	<b>3 174</b>	<b>3 089</b>	<b>3 423</b>	<b>3 733</b>	<b>4 042</b>	<b>4 263</b>
Bus Operations	1 323	1 426	1 715	1 847	2 044	2 158	2 279
Rail Operations	1 595	1 747	1 366	1 564	1 679	1 874	1 974
Taxi Operations	12	1	8	12	10	10	11
<b>Transport Planning</b>	<b>30</b>	<b>22</b>	<b>38</b>	<b>73</b>	<b>64</b>	<b>67</b>	<b>71</b>
NLTTA Implementation	–	–	0	33	22	23	25
Land Transport Pilot Projects - Urban Transport Fund	–	–	–	–	32	44	47
Urban Transport Fund	30	22	38	40	9	–	–
<b>Total</b>	<b>2 960</b>	<b>3 196</b>	<b>3 128</b>	<b>3 496</b>	<b>3 796</b>	<b>4 109</b>	<b>4 334</b>
Percentage growth		8,0%	-2,1%	11,8%	8,6%	8,2%	5,5%
<b>Percentage of total national transport budget</b>							
<b>Public Transport Operations</b>	<b>72,1%</b>	<b>77,4%</b>	<b>62,6%</b>	<b>58,7%</b>	<b>64,6%</b>	<b>65,6%</b>	<b>66,1%</b>
Bus Operations	32,6%	34,8%	34,7%	31,7%	35,4%	35,0%	35,3%
Rail Operations	39,3%	42,6%	27,7%	26,8%	29,1%	30,4%	30,6%
Taxi Operations	0,3%	0,0%	0,2%	0,2%	0,2%	0,2%	0,2%
<b>Transport Planning</b>	<b>0,7%</b>	<b>0,5%</b>	<b>0,8%</b>	<b>1,2%</b>	<b>1,1%</b>	<b>1,1%</b>	<b>1,1%</b>
NLTTA Implementation	0,0%	0,0%	0,0%	0,6%	0,4%	0,4%	0,4%
Land Transport Pilot Projects - Urban Transport Fund	0,0%	0,0%	0,0%	0,0%	0,6%	0,7%	0,7%
Urban Transport Fund	0,7%	0,5%	0,8%	0,7%	0,2%	0,0%	0,0%
<b>Total</b>	<b>72,9%</b>	<b>78,0%</b>	<b>63,3%</b>	<b>59,9%</b>	<b>65,7%</b>	<b>66,7%</b>	<b>67,2%</b>

*Source: National Treasury, 2003 Estimates of National Expenditure.*

Table 8.6 indicates that subsidies for rail operations increase by 7,4 per cent from R1,6 billion in 2002/03 to R1,7 billion in 2003/04. They are projected to grow to about R2 billion in 2005/06. Rail subsidies are administered through the South African Rail and Commuter Corporation (SARCC). The Corporation has contracted Metrorail Services, a division of Transnet, to provide commuter rail services on its behalf. Commuter rail services are provided in cities in four provinces – Gauteng, Western Cape, KwaZulu-Natal, and Eastern Cape.

*Rail subsidies amount to R1,6 billion in 2003/04*

Bus subsidies account for 53 per cent of total national transport<sup>2</sup> subsidies. Over the full seven-year period, bus subsidies will have

*Bus subsidies benefit major urban centres*

<sup>2</sup> National transport spending refers to budget and expenditure at national level by the Department of Transport

increased by an average of 9,5 per cent a year, from R1,2 billion in 1999/00 to R2,3 billion in 2005/06. Table 8.7 shows the allocation of national bus subsidies between provinces. The major beneficiary of national bus subsidy funding is Gauteng (40 per cent in 2002/03) followed by KwaZulu-Natal (21 per cent), and Western Cape (12 per cent). These subsidies benefit the mostly urban provinces because they have been targeted at former black townships and homelands around the major urban areas. The Gauteng allocation includes 32 per cent or R213 million, which subsidises the movement of people to Gauteng from KwaNdebele in Mpumalanga. The provinces that get the smallest slice of the national subsidy allocation are Northern Cape and North West.

**Table 8.7 National bus subsidies to provinces: 1999/2000-2005/06**

	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06
<b>R million</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Estimated actual</b>	<b>Medium-term estimates</b>		
Eastern Cape	41	46	56	62	67	70	74
Free State	72	81	97	96	113	119	126
Gauteng	488	551	661	723	781	825	871
KwaZulu-Natal	289	326	392	379	448	473	500
Limpopo	44	50	60	72	73	77	81
Mpumalanga	121	137	164	162	190	201	212
Northern Cape	4	5	6	12	13	14	15
North West	18	21	25	40	24	25	27
Western Cape	171	193	232	260	335	353	373
<b>Total</b>	<b>1 248</b>	<b>1 409</b>	<b>1 691</b>	<b>1 806</b>	<b>2 044</b>	<b>2 158</b>	<b>2 279</b>

Source: National Department of Transport.

*Provinces also spend on bus subsidies from their own budgets*

Besides bus subsidies from the national budget (which are not reflected on provincial budgets), provinces budget for transport management and planning, reflected in Table 8.8. In some provinces this allocation includes additional funding for transport subsidies in areas not covered by the national subsidies. Provinces also subsidise scholar transport, which falls under education budgets.

*Strong growth in provincial spending on public transport planning and management*

Provincial expenditure on public transport, and transport management and planning increased by 32 per cent per year from R383 million in 1999/00 to R896 million in 2002/03. It is projected to rise to R982 million in 2005/06. This growth in budget supports the policy shift through the introduction of the National Land Transport Transition Act, as it places great emphasis on transport planning and formalising the minibus taxi industry. It also reflects a growing demand for affordable public transport services within provinces, where they are not funded directly by the national Department of Transport. North West allocates the highest proportion of its budget (32,2 per cent) to public transport in 2003/04. The province spent on average R200 million a year of its budget on bus subsidies. The province has an inherited subsidy system for transport from rural areas into towns, administered through its own company – North West Transport Investment. Other provinces that allocate a significant portion of their budgets for public transport are Eastern Cape (15,2 per cent), Limpopo (13,3 per cent), and Gauteng (13,1 per cent).

This is unlike other provinces where the funding for bus subsidies from the national Department is focused on urban transport.

### Service delivery trends in public transport

Roughly 1,8 million bus commuters have been subsidised in the 2002/03 financial year. This excludes bus subsidies paid by provinces and any expenditure by municipalities. On average, each subsidised bus passenger costs national Government approximately R198 per month. The average bus subsidy per passenger trip is R4,51.

*Bus subsidies benefit 1,8 million commuters a year*

**Table 8.8 Spending on public transport and transport management and planning**

R thousand	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06
	Actual	Actual	Actual	Estimated actual	Medium-term estimates		
Eastern Cape	58 849	60 804	59 225	140 391	136 861	156 450	165 554
Free State	1 477	5 568	8 423	14 337	15 284	12 475	17 336
Gauteng	61 282	66 088	106 575	110 184	118 435	129 372	129 372
KwaZulu-Natal	20 015	17 915	19 704	21 714	29 461	31 229	33 103
Limpopo	42 519	33 956	69 492	114 743	119 804	127 903	145 660
Mpumalanga	26 677	26 306	34 550	47 055	53 177	55 310	52 467
Northern Cape	1 298	3 467	3 600	47 377	44 776	52 473	53 235
North West	171 143	118 663	206 551	320 317	290 610	288 742	269 429
Western Cape	–	–	7 170	80 254	92 894	107 990	115 522
<b>Total</b>	<b>383 260</b>	<b>332 767</b>	<b>515 290</b>	<b>896 371</b>	<b>901 302</b>	<b>961 944</b>	<b>981 678</b>
<b>Percentage of total</b>							
Eastern Cape	15,4%	18,3%	11,5%	15,7%	15,2%	16,3%	16,9%
Free State	0,4%	1,7%	1,6%	1,6%	1,7%	1,3%	1,8%
Gauteng	16,0%	19,9%	20,7%	12,3%	13,1%	13,4%	13,2%
KwaZulu-Natal	5,2%	5,4%	3,8%	2,4%	3,3%	3,2%	3,4%
Limpopo	11,1%	10,2%	13,5%	12,8%	13,3%	13,3%	14,8%
Mpumalanga	7,0%	7,9%	6,7%	5,2%	5,9%	5,7%	5,3%
Northern Cape	0,3%	1,0%	0,7%	5,3%	5,0%	5,5%	5,4%
North West	44,7%	35,7%	40,1%	35,7%	32,2%	30,0%	27,4%
Western Cape	0,0%	0,0%	1,4%	9,0%	10,3%	11,2%	11,8%
<b>Total</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>

Source: National Treasury Database.

As part of the restructuring of the transport subsidy system, Government instituted interim contracts in 1997, which were to be converted by provinces into competitive tender contracts within a three-year period. By the end of 2000/01, 55 per cent of interim contracts had been converted. This process was halted in 2001/02 by a high court interdict granted against the Western Cape government. The interdict restrained it from implementing the tender contract system on the basis of the National Land Transport Transition Act's requirement that bus contracts be preceded by, and in compliance with, transport plans. As transport plans were not in place, the tender process was postponed and no further interim contracts have been converted in 2001/02. This process is continuing in the current year. This phased approach to converting interim contracts is considered to be a key strategy for achieving the objective of retargeting the

*Bus subsidy system is being changed to allow for more competition and better targeting*

subsidies in order to reduce inequities that exist between and within provinces.

*The new bus subsidy contracting system benefits SMMEs*

A positive aspect of the conversion to tendered bus contracts is the opportunity these contracts present to small operators. The tender process is supported by a programme to train emerging operators to access these opportunities. Currently, 10 per cent of subsidised bus services and 23 per cent of the total bus subsidy allocation goes to SMME companies.

*Provinces make progress in transforming taxi industry*

Provinces have also implemented the National Land Transport Transition Act's requirements for formalising and regulating the taxi industry. The formalisation process includes registration of associations and non-members through the Office of the Registrar, and democratisation, which involves establishing minibus taxi leadership through elections at the regional and national level.

All provinces have now established democratically elected taxi councils. The democratisation process was concluded with the election of members of the South African Taxi Council (Santaco) in September 2001. This council will represent the interests of the industry in business meetings with various stakeholders at national level. Given the importance of this structure, the national Department of Transport contributes about R10 million a year over the MTEF towards the funding of its operations. Training of the operators is also a key strategy for empowering the taxi industry. The Transport Education and Training Authority (TETA) is now operational, and part of its mandate is to develop training courses for the minibus taxi industry.

*Establishment of transport authorities delayed as governance structures are being reconsidered*

No transport authority has yet been established, as the governance arrangements are not fully aligned with the subsequent development of the new municipalities, after the National Land Transport Transition Act was enacted. eThekweni is the first municipality that is considering establishing a transport authority. However, recent parliamentary hearings on the Municipal Finance Management Bill on municipal entities confirm the governance difficulties with some types of municipal entities, particularly where councillors serve as board members, and where the entities are jointly owned by more than one municipality.

*Rail subsidies benefit 2,2 million commuters per day*

The rail transport allocation subsidises 2,2 million passengers per day, with 2 400 trips scheduled per weekday and 1 800 services during weekends. Growing urban sprawl and peripheral urban development have led to increased demands for public transport to facilitate the movement of people to places of work in industrial and commercial centres. This increases the need to expand commuter rail infrastructure.

### **Part three: Road traffic management and safety**

*Provinces and municipalities are responsible for traffic law enforcement*

The implementation of road traffic management and safety programmes is the responsibility of provinces and municipalities as mandated by the National Road Traffic Act (93 of 1989), and Road Traffic Act (29 of 1989). Provinces are responsible for law



enforcement on their roads, which involves overloading control, vehicle and driver roadworthiness and speed limit enforcement; vehicle and driver licensing; and testing. Municipalities enforce traffic laws within their jurisdiction, and operate driver licensing and vehicle testing centres on behalf of provinces.

National Government supports traffic management and safety by setting policy and the legislative framework, developing road traffic information systems, and enhancing innovative road traffic practices and technology. Government has also established the Road Traffic Management Corporation (RTMC), mandated by national legislation, to strengthen and ensure co-ordination between spheres in traffic management activities.

*National Government sets legislative framework for traffic management*

## **Expenditure trends in road traffic management and safety**

Table 8.9 shows aggregate spending on the national and provincial votes on traffic regulation and road safety. Expenditure increases from R571 million in 1999/00 to R1,0 billion in 2002/03. The total budget is projected to increase to R1,2 billion in 2005/06.

*Expenditure on traffic regulation has grown strongly in the past three years*

Included in the national transport allocation are transfer payments to regulatory bodies that have been established through national legislation. The transfer payments for traffic regulation and management currently make up less than 30 per cent of the allocation, but they have increased significantly from R18 million in 2001/02 to a projected R48 million in 2003/04<sup>3</sup>. This reflects Government's efforts to improve compliance with traffic regulation and safety standards. The allocation over the MTEF will be spent on the Railway Safety Regulator, the Road Traffic Management Corporation, Road Traffic Operation Policy and Information Management, and overloading control.

The Railway Safety Regulator is a new safety regulator, which will start operating in 2003/04. The Regulator is mandated to strengthen the enforcement of safety laws in rail transport. The Road Traffic Management Corporation's aim is to promote a uniform strategy for road traffic management across spheres. It is expected to enhance the transport sector's capacity to effectively implement the Road to Safety Strategy, which was launched in November 2001. One of the Strategy's most important components is the Arrive Alive Campaign, which is now operational throughout the year.

*The Road Traffic Management Corporation is expected to enhance government capacity to improve road safety*

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<sup>3</sup> Source: Estimates of National Expenditure

**Table 8.9 Spending on road traffic management and safety by province**

R thousand	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06
	Actual	Actual	Actual	Estimated actual	Medium-term estimates		
Eastern Cape	55 072	50 848	63 802	65 577	71 811	67 021	70 389
Free State	6 506	63 027	78 900	62 642	66 555	71 301	75 576
Gauteng	133 578	170 039	93 561	137 434	102 388	115 524	115 524
KwaZulu-Natal	123 819	156 247	158 550	192 981	202 100	213 482	225 690
Limpopo	55 694	68 798	74 152	107 953	115 096	122 846	130 831
Mpumalanga	34 216	49 328	48 514	100 271	70 612	78 584	82 164
Northern Cape	13 455	20 806	19 517	27 556	33 063	36 240	37 922
North West	58 563	49 742	72 469	80 742	131 132	133 785	141 092
Western Cape	29 424	27 450	45 983	75 945	88 787	111 190	119 919
<b>Total provincial</b>	<b>510 327</b>	<b>656 285</b>	<b>655 448</b>	<b>851 100</b>	<b>881 544</b>	<b>949 973</b>	<b>999 107</b>
<b>National</b>	<b>60 826</b>	<b>53 935</b>	<b>101 416</b>	<b>166 719</b>	<b>168 996</b>	<b>178 604</b>	<b>196 106</b>
<b>Total</b>	<b>571 153</b>	<b>710 220</b>	<b>756 864</b>	<b>1 017 819</b>	<b>1 050 540</b>	<b>1 128 577</b>	<b>1 195 213</b>
<b>Percentage of total provincial</b>							
Eastern Cape	10,8%	7,7%	9,7%	7,7%	8,1%	7,1%	7,0%
Free State	1,3%	9,6%	12,0%	7,4%	7,5%	7,5%	7,6%
Gauteng	26,2%	25,9%	14,3%	16,1%	11,6%	12,2%	11,6%
KwaZulu-Natal	24,3%	23,8%	24,2%	22,7%	22,9%	22,5%	22,6%
Limpopo	10,9%	10,5%	11,3%	12,7%	13,1%	12,9%	13,1%
Mpumalanga	6,7%	7,5%	7,4%	11,8%	8,0%	8,3%	8,2%
Northern Cape	2,6%	3,2%	3,0%	3,2%	3,8%	3,8%	3,8%
North West	11,5%	7,6%	11,1%	9,5%	14,9%	14,1%	14,1%
Western Cape	5,8%	4,2%	7,0%	8,9%	10,1%	11,7%	12,0%
<b>Total</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>

Source: National Treasury Database.

*Arrive Alive Campaign focuses on law enforcement and communication*

The Arrive Alive Campaign started on a pilot basis in 1997. Since the pilot project, the Campaign has been implemented by all provinces, with the support of municipal traffic officers, through funds donated by the Road Accident Fund. The Campaign focuses mainly on traffic control, enforcement and communication. Provinces and municipalities implement the law enforcement actions within an agreed framework that is reviewed annually.

*58 per cent of Arrive Alive funds were spent in Gauteng*

It is estimated that between 1997 and 2002, spending on the Arrive Alive Campaign was about R200 million<sup>4</sup>. Gauteng received the largest allocation of 58 per cent, followed by KwaZulu-Natal and the Western Cape (11 per cent each). The other provinces have received almost equal portions of the remaining 20 per cent of the funds. The Arrive Alive Campaign deals with only one aspect of road traffic management. Other aspects are included in the Road to Safety Strategy. These are organised around three themes: the road and regulatory environment, which cover traffic information systems, fraud and corruption, training of officers, and testing stations; the road user, which covers driver fitness, education, pedestrian safety; and the vehicle, which covers testing and registration.

*Provinces account for most spending on road safety*

Most of the spending on road traffic control and enforcement occurs in provinces, which account for over 70 per cent of aggregate

<sup>4</sup> Source: National Department of Transport

spending on road traffic control<sup>5</sup>. (This excludes local government expenditure). Table 8.9 shows that provincial spending on traffic management and road safety has grown by an annual average of 18,6 per cent between 1999/00 and 2002/03, from R510 million to R851 million. This is expected to continue to grow by 5,5 per cent over the 2003 MTEF to reach R999 million in 2005/06.

Transport budgets in three provinces – Free State, Northern Cape, and KwaZulu-Natal – are heavily weighted towards these regulatory activities, with over 50 per cent of their total transport allocation in 2002/03 being spent on road traffic management and safety. By contrast, North West will spend only 17,8 per cent of its transport allocation on traffic management and road safety.

The assessment of driver licensing and overloading control centres in 2000/01 showed that more than 21 per cent were not compliant with minimum statutory standards. The national Government allocated R46 million over the MTEF to complement provinces' budgets to accelerate the implementation of the project aimed at improving weighbridges. Table 8.10 shows aggregate spending on capital in transport by provinces. It shows that provinces spend an average of 12 to 13 per cent of their transport budget on capital, excluding roads. The capital allocation has been fluctuating, but it increases steadily at 7,3 per cent per year over the medium term from R19 million in 2003/04 to R238 million in 2005/06. Provinces that have significantly increased spending on capital are Western Cape, North West and Eastern Cape. Part of this spending is to upgrade traffic control centres including vehicle and taxi facilities, driver testing facilities and overloading control.

*Government spends on upgrading traffic control centres*

Overloading of heavy-duty vehicles has been identified as a key cause of the fast deterioration of road infrastructure. Since a major portion of heavy-duty vehicles use national roads over long distances, SANRA has implemented two major overloading control schemes along the N4 Maputo Development Corridor and on the N3. These schemes involve the construction of facilities, five-year contracts with toll road concessionaires for the provision and support of an electronic system, and an agreement with Mpumalanga and Gauteng provinces to enforce traffic laws.

*SANRA invests in overload control centres*

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<sup>5</sup> Aggregate expenditure excludes spending on traffic management by municipalities due to a lack of information. Spending on traffic management is likely to be quite sizeable for metros because of the size of newly established Metro Police units. Metro police enforce traffic laws, as well as municipal by-laws.

**Table 8.10 Capital spending on transport**

	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06
<b>R thousand</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Estimated actual</b>	<b>Medium-term estimates</b>		
Eastern Cape	5 074	1 829	7 731	5 532	5 582	45 921	48 482
Free State	–	486	636	1 565	2 753	761	814
Gauteng	2 833	1 445	2 870	1 745	1 732	3 116	3 464
KwaZulu-Natal	9 589	19 737	20 854	19 270	27 759	29 289	31 047
Limpopo	1 292	7 407	3 191	11 689	7 771	9 293	9 897
Mpumalanga	6 249	5 895	2 625	1 830	13 425	21 532	22 048
Northern Cape	1 448	477	241	17 597	13 958	14 752	13 971
North West	1 464	4 244	636	25 034	30 668	24 108	6 383
Western Cape	200	3 135	12 380	53 572	86 992	101 690	102 537
<b>Total</b>	<b>28 149</b>	<b>44 656</b>	<b>51 165</b>	<b>137 833</b>	<b>190 640</b>	<b>250 462</b>	<b>238 643</b>
<b>Percentage of total transport spending</b>							
Eastern Cape	2,4%	1,0%	3,7%	1,9%	1,8%	14,2%	14,3%
Free State	0,0%	0,6%	0,6%	1,5%	2,6%	0,7%	0,7%
Gauteng	1,1%	0,5%	1,2%	0,7%	0,6%	1,1%	1,2%
KwaZulu-Natal	5,3%	7,9%	7,9%	7,6%	8,1%	8,1%	8,1%
Limpopo	0,7%	3,6%	1,2%	3,3%	2,1%	2,4%	2,3%
Mpumalanga	9,5%	7,6%	2,4%	1,1%	8,2%	12,1%	12,3%
Northern Cape	7,1%	1,7%	0,9%	19,9%	16,3%	15,3%	14,1%
North West	0,5%	1,3%	0,2%	4,3%	5,9%	4,6%	1,3%
Western Cape	1,9%	30,7%	61,8%	43,1%	64,2%	58,5%	56,6%
<b>Average</b>	<b>3,2%</b>	<b>6,1%</b>	<b>8,9%</b>	<b>9,3%</b>	<b>12,2%</b>	<b>13,0%</b>	<b>12,3%</b>

Source: National Treasury Database.

## Service delivery issues for road traffic management and safety

*Road safety still a major challenge*

A key outcome of improved transport regulation is improved safety. Approximately 5,5 million vehicles are registered in the country. Road safety statistics show that transport safety is still a major problem. Approximately 468 000 traffic accidents occur annually, of which an average of 31 000 are fatal or involve serious injuries. In order to assess whether there is some improvement in road safety trends, the number of accidents and fatalities have to be judged against the background of other factors such as the increase in the number of registered vehicles and the number of kilometres travelled. The only information that is available is on the number of registered vehicles.

The surveys undertaken by the national Department of Transport have shown that one of the major causes of accidents on the road is lack of road discipline among road users. It is evident that the major strategy for combating road accidents is more effective law enforcement.

*Effective law enforcement requires adequate human resources*

Human resources are central to effective law enforcement. Table 8.11 shows the number of traffic officers employed in a province, by provincial Government, metros (metropolitan police) and other municipalities. It shows that although metro police are found only in three provinces, they have the largest number of traffic personnel

(48 per cent), followed by provincial traffic officials (38 per cent). About 73 per cent of metro police are in Gauteng, 15 per cent in Western Cape, and 12 per cent in KwaZulu-Natal. Gauteng's provincial Government employs only 12 per cent of the traffic officers in the province.

**Table 8.11 Provincial and local government traffic personnel**

	Local Authority	Metros	Provinces	Total Provincial	Km patrolled per traffic officer	Traffic officer per 10000 vehicles
Eastern Cape	222	–	289	511	175	12
Free State	188	–	357	545	139	15
Gauteng	157	2 800	385	3 342	21	14
KwaZulu-Natal	131	460	455	1 046	137	8
Limpopo	87	–	608	695	56	26
Mpumalanga	117	–	259	376	80	14
Northern Cape	77	–	61	138	667	11
North West	56	–	419	475	80	14
Western Cape	121	566	192	879	137	8
<b>Total</b>	<b>1 156</b>	<b>3 826</b>	<b>3 025</b>	<b>8 007</b>	<b>166</b>	<b>13</b>

Source: Report on road accidents during the 2002 festive season, Department of Transport, 6 March 2003.

In the more rural provinces, provincial governments employ most of the traffic officers. The largest number of provincial traffic officers are in Limpopo (20 per cent), KwaZulu-Natal (15 per cent) and the North West (14 per cent). On average there are 13 traffic officers per 10 000 vehicles across the three spheres. Rural provinces, such as Limpopo, Eastern Cape, and Free State, have to patrol a longer road network although they have fewer vehicles. While these provinces do not have much traffic during the year, during holidays they experience peak traffic flows. As a result, a high proportion of accidents and casualties during holiday seasons occurs in these provinces. This may suggest that there are inadequate numbers of traffic officers available to effectively combat traffic offences, especially during holiday seasons.

*Rural provinces require more traffic policing during holiday seasons*

Information on accidents indicates that the number of traffic accidents is significantly higher at night, and traffic law enforcement personnel do not work during these peak accident times. Law enforcement is generally confined to normal office hours and to weekdays from Monday to Friday, with a few exceptions. Law officers only work during non-office hours on an overtime basis. One of the key areas of reform is in this area, to align conditions of work and work hours to the peak accident periods.

*More accidents occur at night*

Both national and provincial governments have embarked on a number of initiatives to improve the effectiveness of the traffic control function. These include the effective implementation of the Road to Safety Strategy, reviewing traffic legislation, devising a demerit points system for traffic offences, and developing the new computerised learner driver licensing system.

*Government is strengthening efforts to combat road users' disregard of the law*

## Conclusion

Transport infrastructure, operating subsidies, traffic regulation and safety are critical to the growth of any economy. Expenditure in roads reflect strong annual growth of about 28 per cent between 1999/00 and 2002/03, but future trends reflect a declining share of allocations for roads in most provinces.

More than any other sector, the transport and roads sector is divided between the three spheres of Government, and requires the highest level of co-operation. This co-operation is critical for current implementation of infrastructure projects and traffic enforcement. It is even more critical for developing a common planning vision, and in particular, developing affordable 10 to 20-year plans. Currently, co-operation at this level appears to be minimal or ineffective.

There is little doubt that transport budgets need to be prioritised over the next few years by all spheres of Government, but additional funds will only be spent effectively if the transport sector modernises its working systems and co-ordinates and plans more effectively. Transport and public works departments must deal with the very real problems of managing personnel by reducing excess personnel, attracting better skills, and reforming conditions of service. They also need to manage and rationalise systems.

Another specific area of improvement is in the quality of financial management. Only two provincial roads departments, the national Department of Transport and the National Roads Agency received unqualified audit reports for the 2001/02 financial year. The remaining six provincial departments all received severe qualified audits.