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Roads and transport

■ Introduction

Transport infrastructure plays a critical role in sustaining economic growth in an economy by facilitating the movement of people and goods. There is a need to expand the country's capacity to move people and goods more efficiently, to ensure that the economy remains globally competitive.

The quality of the road network plays an important role, not only in the mobility of people and goods nationally, but also in the promotion of regional trade. Unfortunately, the condition of the provincial road network has been in steady decline since the late 1980s. Over the last few years, government has been responding to the need to improve the country's road infrastructure through increased expenditure. Road construction and maintenance thus continues to be a priority in the period ahead. Over the MTEF period, spending on provincial road infrastructure will increasingly be targeted at maintenance in order to ensure that the quality of the existing network is sustained and improved. Maintenance spending is thus expected to increase by 10.1 per cent between 2008/09 and 2011/12.

The main objective of the public transport strategy over the medium term is to improve efficiencies in providing public transport services, reduce congestion in urban areas and reduce the growth in private vehicle use. The focus of the strategy will therefore be to work towards achieving the goal of mass public transit networks. This will be supported through the development of integrated public transport networks.

This chapter gives an overview of:

- the institutional arrangements for roads and transport

The quality of the road network is important for transporting people and goods, and for regional trade

The public transport strategy aims to make public transport services more efficient

- the provincial roads infrastructure
- provincial spending outcomes for 2008/09
- budgets and expenditure trends
- road traffic management and safety
- public transport
- the outlook over the medium term.

■ Institutional arrangements for roads and transport

The national Department of Transport plays a pivotal role in the roads and transport sector by providing strategic policy direction and regulatory oversight. It develops policy and legislation, which is then implemented through provincial departments, local government and a range of public entities.

The national level

Although the national Department of Transport is primarily responsible for policy and legislation, the management of the national road network is the responsibility of the South African National Roads Agency Limited (SANRAL). SANRAL was established through the National Roads Act (1998) as a statutory entity responsible for the planning, design, construction, operation, management, control, maintenance and rehabilitation of national roads in South Africa. The agency is also responsible for the financing of roads in accordance with government policy, which determines the extent to which SANRAL can finance projects through debt.

SANRAL is responsible for the management of the national road network

The current network under the control of SANRAL represents 2.9 per cent of the total road network

The length of proclaimed national roads under the jurisdiction of SANRAL increased from 6 800 kilometres in 1998 to 16 140 kilometres in 2008, largely as a result of key strategic roads being taken over from some provinces. These are high mobility roads that need to ensure the movement of large volumes of people, raw materials, manufactured goods, and agricultural produce. The current network under the control of SANRAL represents 2.9 per cent of the total road network and 10 per cent of the surfaced network. Of the 16 140 kilometres, 3 100 kilometres, or 19 per cent, are tolled. Toll roads in turn represent 0.5 per cent of the total network and 1.9 per cent of the surfaced network. (Volumes of traffic determine which roads are tolled.) SANRAL is responsible for the management and maintenance of these roads.

The provincial and municipal levels

Schedule 5A of the Constitution empowers provinces with exclusive legislative competencies over provincial roads and traffic management. Provinces are thus responsible for the management of the provincial road network, which consists of approximately 330 000 kilometres. This network is administered by various provincial departments and provincial agencies.

Provinces are responsible for the management of the provincial road network

Schedule 5B of the Constitution assigns exclusive functions to municipalities for municipal roads, traffic and parking. Public transport is a concurrent schedule 4A national and provincial function, while municipal public transport is a schedule 4B concurrent provincial and municipal function.

Municipalities are responsible for the construction and maintenance of roads and streets that are proclaimed as municipal roads, within their jurisdiction. Metropolitan transport advisory boards govern urban areas that have been declared metropolitan transport areas. Integrated transport plans are legally required to be drawn up by the core city of each area and are revised and adjusted annually. There are nine core municipalities: Johannesburg, Cape Town, Tshwane (Pretoria), eThekweni (Durban), Ekurhuleni (East Rand), Nelson Mandela Bay (Port Elizabeth), Msunduzi (Pietermaritzburg), Mangaung (Bloemfontein) and Buffalo City (East London).

Municipalities are responsible for the construction and maintenance of roads and streets within their jurisdiction

The metropolitan centres – Cape Town, Nelson Mandela Bay, Thekwini, Ekurhuleni, Johannesburg and Tshwane – have sophisticated road networks with responsive traffic signal control systems located at traffic control centres. These centres have surveillance cameras, which are currently also used for monitoring crime.

Provincial roads infrastructure

The roads infrastructure strategic framework for South Africa provides policy direction for the planning and development of road infrastructure in South Africa. The plan was approved by Cabinet in 2006 and the action plan developed in 2008. The framework calls for the assessment of the road network and the functional classification of roads to provide clarity on what investment is needed to improve the quality of the road network. In addition, it recommends the alignment of road asset management systems in national, provincial and local government to support the prioritisation of infrastructure investment and ensure optimal maintenance.

The roads infrastructure strategic framework provides policy direction for the planning and development of road infrastructure

Extent and condition of provincial roads

Table 8.1 shows that most provincial roads are not paved (surfaced or tarred), with gravel roads making up approximately 61 per cent of the provincial road network. The condition of the road network falling under provincial control varies widely within and among provinces. Although some provincial and metropolitan roads support high volumes of traffic and are generally of high quality, there are thousands of kilometres of road that are in a poor condition.

Table 8.1 Extent of provincial road networks, March 2009

	Surface roads	Gravel roads	Access roads	Total kilometres	Total number of vehicles	Road densities
Kilometres						
Eastern Cape	5 493	34 692	7 631	47 816	612 231	12.8
Free State	6 371	21 562	20 000	47 933	447 083	9.3
Gauteng	3 468	1 362	2 410	7 240	3 609 740	498.6
KwaZulu-Natal	7 364	21 930	14 639	43 933	1 321 448	30.1
Limpopo	6 530	15 457	10 578	32 565	462 496	14.2
Mpumalanga	5 059	8 986	7 479	21 524	464 288	21.6
Northern Cape	3 134	59 562	958	63 654	206 505	3.2
North West	6 453	14 993	10 017	31 463	530 650	16.9
Western Cape	6 557	25 723	8 437	40 717	1 557 952	38.3
Total	50 429	204 267	82 149	336 845	9 212 393	27.3

Source: National and provincial departments of transport

According to visual condition indices (used by road engineers to assess road conditions), in 1988, approximately 8 per cent of the road network fell into the “poor” category; however, by 2008, 20 years later, roughly 30 per cent of provincial roads were classified as “poor” or “very poor”¹. Heavy vehicles, high traffic volumes and insufficient maintenance are some of the main factors contributing to the decline in the provincial road network.

Integrated urban transport systems and less reliance on private vehicles will help to address urban traffic congestion

The relative road densities across provinces show the extent of traffic congestion in the different provinces. Provinces with high road densities, like Gauteng and Western Cape, experience significant traffic congestion. Based on the road density calculations, congestion in Gauteng is 18 times greater than the combined average. Although Northern Cape has the largest road network, it has the lowest road density, reflecting low traffic volumes in the province. Congestion is thus greatest in more urbanised provinces. The implementation of integrated urban transport systems, along with the expected reduction in private vehicle usage, will go a long way to address urban traffic congestion.

Number of registered vehicles

The number of motor vehicles coming onto South Africa’s roads increases annually. This growth contributes further to congestion and puts additional pressure on the country’s road network. Table 8.2 shows the distribution of vehicles registered per province. Of the vehicles registered in 2008/09, more than 8 million were light vehicles, 564 539 heavy vehicles and 545 887 other types of vehicles.

¹ The international norm is that not more than 10 per cent of a country’s road network should fall into the “poor” or “very poor” categories.

Table 8.2 Number of registered vehicles per province, March 2009

	Light vehicles	Heavy vehicles	Other	Total	Year-on-year growth	
					Number	%
Eastern Cape	531 731	33 290	47 210	612 231	15 670	2.6%
Free State	387 510	21 190	38 383	447 083	9 389	2.1%
Gauteng	3 218 164	258 979	132 597	3 609 740	78 559	2.2%
KwaZulu-Natal	1 161 549	85 399	74 500	1 321 448	51 733	3.9%
Limpopo	381 436	29 391	51 669	462 496	19 887	4.3%
Mpumalanga	418 217	22 917	23 154	464 288	22 750	4.9%
Northern Cape	193 285	12 615	605	206 505	5 782	2.8%
North West	426 739	48 980	54 931	530 650	11 249	2.1%
Western Cape	1 383 336	51 778	122 838	1 557 952	26 024	1.7%
Total	8 101 967	564 539	545 887	9 212 393	241 043	2.6%

Source: National Department of Transport and Road Traffic Management Corporation

Based on the figures above, the year-on-year growth in registered vehicles between 2007/08 and 2008/09 increased on average by 2.6 per cent. Gauteng registered the largest increase in nominal terms, with an additional 78 559 vehicles registered. This puts additional pressure on the province's road network as it already has the highest number of registered vehicles. The province with the highest growth rate, however, was Mpumalanga, where vehicle growth was close to 5 per cent.

■ Provincial spending outcomes for 2008/09

Table 8.3 highlights the provincial spending outcomes for 2008/09. It shows that provincial spending outcomes have improved, with actual spending in 2008/09 27.6 per cent (R2.9 billion) higher than in 2007/08.

Table 8.3 Provincial roads infrastructure expenditure, 2007/08 and 2008/09

	2008/09						2007/08	Year-on-year growth
	Adjusted budget	Pre-audited outcome	Actual as % of adjusted budget	Over(-)/under(+) expenditure	% Over(-)/under(+) expenditure of adjusted budget	% share of total provincial expenditure	Outcome	
R million								
Eastern Cape	1 966	1 915	97.4%	51	2.6%	4.9%	1 615	18.6%
Free State	982	962	97.9%	20	2.1%	6.0%	740	30.0%
Gauteng	1 471	1 448	98.4%	23	1.6%	2.8%	1 079	34.2%
KwaZulu-Natal	3 610	4 122	114.2%	-511	-14.2%	7.4%	2 360	74.6%
Limpopo	1 381	1 426	103.2%	-45	-3.2%	4.6%	1 442	-1.1%
Mpumalanga	1 124	1 124	100.0%	0	0.0%	5.6%	993	13.1%
Northern Cape	417	433	103.7%	-15	-3.7%	6.1%	365	18.5%
North West	728	730	100.2%	-2	-0.2%	4.1%	677	7.7%
Western Cape	1 648	1 394	84.6%	254	15.4%	5.4%	1 346	3.5%
Total	13 328	13 553	101.7%	-224	-1.7%	5.1%	10 619	27.6%

Source: National Treasury provincial database

Collectively, provinces overspent their roads budgets by R225 million, or 1.7 per cent of their adjusted budgets, with KwaZulu-Natal, Limpopo, Northern Cape and North West contributing most to the overspending. KwaZulu-Natal has the highest share of overspending, amounting to just over R500 million. The province also has the largest budget, with expenditure increasing by 74.6 per cent between 2007/08 and 2008/09. This was due to a once-off conditional allocation of R616 million from the national Department of Transport for repairs to roads damaged by the floods in the South Coast area.

Budgets and expenditure trends

Provincial infrastructure expenditure

Provincial budgets are expected to decline over the medium term

Table 8.4 shows that there has been significant growth in the provincial budgets for roads infrastructure. Between 2005/06 and 2008/09, the overall average annual growth was 21.2 per cent. Spending is, however, expected to slow dramatically over the MTEF period, with average growth amounting to 6.3 per cent between 2008/09 and 2011/12. This is partly due to the base effect of higher growth in previous years. Nevertheless, in five provinces the roads infrastructure budgets are expected to grow by an average annual rate of 10 per cent per year over the MTEF period.

Table 8.4 Provincial and national roads infrastructure expenditure, 2005/06 – 2011/12

R million	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
	Outcome			Pre-audited outcome	Medium-term estimates		
Eastern Cape	1 369	1 492	1 615	1 915	1 719	1 716	1 819
Free State	333	801	740	962	1 171	1 286	1 373
Gauteng	610	658	1 079	1 448	1 678	1 745	1 959
KwaZulu-Natal	1 682	1 856	2 360	4 122	3 684	3 862	4 207
Limpopo	1 152	1 139	1 442	1 426	1 574	1 892	2 141
Mpumalanga	723	688	993	1 124	1 089	1 321	1 469
Northern Cape	177	236	365	433	459	573	627
North West	605	689	677	730	825	914	981
Western Cape	962	1 285	1 346	1 394	1 703	1 655	1 707
Total provincial	7 613	8 844	10 619	13 553	13 902	14 965	16 284
National (non-toll)	1 783	2 380	3 403	5 176	5 649	7 023	8 193
Total	9 396	11 225	14 022	18 729	19 551	21 988	24 478
Percentage growth (average annual)	2005/06 – 2008/09			2008/09 – 2011/12			
Eastern Cape	11.8%			-1.7%			
Free State	42.4%			12.6%			
Gauteng	33.4%			10.6%			
KwaZulu-Natal	34.8%			0.7%			
Limpopo	7.4%			14.5%			
Mpumalanga	15.8%			9.3%			
Northern Cape	34.8%			13.2%			
North West	6.4%			10.4%			
Western Cape	13.1%			7.0%			
Total	21.2%			6.3%			

Source: National Treasury provincial database

Provincial maintenance expenditure

Spending on road maintenance increased steadily between 2005/06 and 2008/09. Table 8.5 shows that provincial spending on roads maintenance increased by 80 per cent between 2005/06 and 2008/09, from R3.1 billion to R5.5 billion and is budgeted to grow to R6.1 billion by 2011/12. This reflects the importance of maintenance in minimising the adverse impact of high traffic volumes on the provincial network.

Table 8.5 Provincial roads maintenance expenditure, 2005/06 – 2011/12

	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
	Outcome			Pre-audited outcome	Medium-term estimates		
R million							
Eastern Cape	424	566	668	813	749	704	723
Free State	192	347	163	180	296	289	304
Gauteng	363	171	246	777	668	876	930
KwaZulu-Natal	656	821	972	1 855	1 516	1 706	1 809
Limpopo	321	328	328	387	377	424	490
Mpumalanga	197	246	443	541	432	520	546
Northern Cape	80	83	113	116	142	142	166
North West	253	267	210	253	288	297	331
Western Cape	573	657	656	621	558	744	791
Total	3 058	3 485	3 799	5 543	5 026	5 702	6 089
Maintenance as a percentage of the total provincial road and transport expenditure							
Eastern Cape	18.5%	22.5%	22.6%	21.5%	18.6%	17.9%	17.5%
Free State	22.0%	24.1%	11.3%	9.2%	15.2%	15.6%	12.7%
Gauteng	22.8%	9.9%	10.2%	24.4%	13.8%	24.3%	23.8%
KwaZulu-Natal	23.7%	27.5%	27.0%	32.2%	24.6%	29.8%	29.3%
Limpopo	13.7%	13.1%	11.6%	12.8%	10.2%	10.7%	11.5%
Mpumalanga	15.5%	19.3%	24.3%	24.9%	16.5%	20.1%	19.4%
Northern Cape	21.8%	20.2%	19.1%	15.8%	17.9%	16.4%	17.7%
North West	13.5%	12.8%	10.4%	11.0%	11.3%	10.7%	11.1%
Western Cape	32.3%	29.1%	28.0%	22.5%	15.8%	25.1%	25.9%
Total	20.2%	20.3%	19.0%	21.6%	16.7%	20.2%	19.9%

Source: National Treasury provincial database

The table also reflects maintenance spending as a percentage of the total provincial road infrastructure expenditure. Generally, maintenance budgets should make up at least 30 per cent of the total infrastructure budget, though this will partly depend on the condition of the road. Roads that have high traffic flows or that are subject to adverse climatic conditions will require more maintenance. Table 8.5 shows that KwaZulu-Natal, Gauteng and Mpumalanga have the largest maintenance budgets relative to their overall road infrastructure budgets. It is a concern that the maintenance budgets for most provinces, as a percentage of their road infrastructure budgets, are set to decline from 2008/09 onwards.

Provincial roads outputs

In 2007/08, provinces spent R4.9 billion on the upgrading and rehabilitation of surfaced roads

Table 8.6 shows that provinces spent R4.9 billion on the upgrading and rehabilitation of surfaced roads in 2007/08. 492 kilometres of surfaced provincial roads were upgraded, while a further 544 kilometres were rehabilitated.

Table 8.6 Provincial roads construction outputs, 2007/08

	Number of kilometres surfaced roads upgraded	Number of kilometres surfaced roads rehabilitated	Total number of kilometres	Total upgrading and rehabilitation expenditure (R million)	Cost per kilometre
Eastern Cape	114	37	151	967	6.4
Free State	40	53	93	519	5.6
Gauteng	19	25	44	536	12.2
KwaZulu-Natal	8	138	146	1 043	7.1
Limpopo	52	7	59	189	3.2
Mpumalanga	52	168	220	261	1.2
Northern Cape	129	10	139	242	1.7
North West	71	19	90	460	5.1
Western Cape	7	87	94	729	7.8
Total	492	544	1 036	4 946	4.8

Source: National Treasury provincial database

Based on the cost per kilometre, Gauteng has spent the most, reflecting potential cost pressures in this province. The most efficient province, delivering the greatest output per Rand spent, is Mpumalanga, followed closely by Northern Cape. The efficiency of spending does not reflect the quality of the road constructed.

Revenue collected under the National Road Traffic Act

Table 8.7 reflects revenue collection by province in terms of the National Road Traffic Act (1996). Motor vehicle licences are the largest single source of own revenue for provinces and comprised 47 per cent of total provincial own revenue for 2008/09. Revenue is generated mainly from motor vehicle licences and driving licences. The amounts are largely determined by vehicle population, fees charged, payment compliance by vehicle owners and drivers, and the efficiency of collection agencies.

Growth in revenue collection declined in 2008/09, reflecting the pressure being placed on vehicle sales by current economic conditions

The pre-audited outcome for 2008/09 suggests that revenue collection grew by 3.5 per cent, which is down significantly from the 10.3 per cent growth for 2007/08. The overall slow growth is driven by decline in growth for Gauteng of 18.9 per cent, while strong growth is observed by Mpumalanga, Northern Cape and North West. The impact of the economic downturn on motor vehicle sales has clearly affected revenue, although more space may be available to increase payment compliance by existing owners.

Table 8.7 Revenue collected from motor vehicle licenses, 2005/06 – 2011/12

	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
	Outcome			Pre-audited outcome	Medium-term estimates		
R million							
Eastern Cape	304	231	241	290	287	316	346
Free State	179	197	208	254	256	272	297
Gauteng	960	1 130	1 444	1 171	1 612	1 724	1 802
KwaZulu-Natal	624	718	750	871	901	972	1 050
Limpopo	128	133	140	159	177	188	197
Mpumalanga	150	169	175	214	225	237	248
Northern Cape	59	67	73	91	78	82	97
North West	143	172	164	214	207	218	224
Western Cape	759	797	794	865	823	848	874
Total	3 305	3 616	3 988	4 129	4 565	4 856	5 135
Percentage annual growth rate							
Eastern Cape	180.8%	-23.8%	4.3%	20.2%	-1.1%	10.0%	9.7%
Free State	17.5%	9.9%	5.5%	22.3%	0.8%	6.1%	9.3%
Gauteng	17.8%	17.8%	27.7%	-18.9%	37.6%	7.0%	4.5%
KwaZulu-Natal	21.0%	15.0%	4.4%	16.1%	3.4%	7.9%	8.0%
Limpopo	17.8%	4.0%	5.2%	13.2%	11.4%	6.2%	5.0%
Mpumalanga	23.5%	13.0%	3.2%	22.5%	5.2%	5.0%	5.0%
Northern Cape	6.0%	14.1%	8.6%	24.2%	-14.3%	5.5%	17.7%
North West	16.4%	20.3%	-4.9%	31.0%	-3.6%	5.2%	3.0%
Western Cape	9.1%	5.1%	-0.4%	8.9%	-4.8%	3.0%	3.0%
Total	22.6%	9.4%	10.3%	3.5%	10.6%	6.4%	5.7%

Source: National Treasury provincial database

Expanded public works programme

As part of its overall vision for transport, government sees road construction and maintenance as a potential avenue for job creation through the expanded public works programme. The programme plays an important role in the rehabilitation and maintenance of roads infrastructure as well as providing valuable work opportunities for the unemployed. The programme's projects focus largely on the upgrading and construction of rural roads within provinces, using labour intensive methods.

The expanded public works programme plays an important role in the rehabilitation and maintenance of roads infrastructure

Expanded public works programme

The table shows that there were 795 transport related expanded public works programme projects in 2007/08, which created 79 200 employment opportunities. KwaZulu-Natal has created the most jobs under the programme, followed by Eastern Cape and Free State respectively. On average, each employee has worked for 79 days in a year. In 2007/08, provinces collectively spent R3.6 billion on the programme's projects in the roads sector.

EPWP national report (roads and transport), 2008

	Number of EPWP projects	Actual expenditure for the financial year (R million)	Number of employees (Jobs created)	Person days of work
Eastern Cape	210	1 317	14 802	1 495 920
Free State	137	617	9 159	807 019
Gauteng	57	65	1 597	80 137
KwaZulu-Natal	44	475	38 121	2 576 660
Limpopo	61	56	3 509	299 550
Mpumalanga	9	147	2 016	210 305
Northern Cape	28	44	785	77 356
North West	54	113	1 582	70 258
Western Cape	195	793	7 629	617 798
Total	795	3 627	79 200	6 235 003

Source: National Treasury provincial database

The 2009 Budget, allocated R4.1 billion for the second phase of the programme, which is largely in the form of an incentive grant. Provinces, together with other participating stakeholders such as civil society and non-governmental organisations, will have to implement their projects in a more labour intensive way. The objective is to maximise job creation and skills development through the establishment of dedicated labour intensive maintenance programmes. It is currently necessary to provide regular employment to large numbers of people, which will contribute to halving unemployment by 2014 as part of government's anti-poverty strategy.

Road traffic management and safety

With the country's high road accident rate, improving road safety is a priority

Traffic safety is a major challenge facing South Africa's transport authorities. The country is beset with very high accident rates, with approximately 498 000 traffic accidents, 60 000 serious injuries, and 14 600 accident fatalities (of which around 5 300 are pedestrians) annually. The need to improve road safety is thus a top priority.

The total number of unroadworthy and unlicensed vehicles increased by 142 194 or 18.2 per cent, from 780 006 vehicles at the end of March 2007 to 922 200 vehicles at the end of March 2008. This represents 10 per cent of the total registered vehicle population.

Table 8.8 shows that provincial government spent R2 billion on road safety in 2008/09, which is set to grow to R2.2 billion by 2011/12. The highest level of spending at the provincial level is in KwaZulu-Natal. This province also reflected the biggest decline in motor vehicle accidents (35 per cent) between 2007/08 and 2008/09.

Increased emphasis is being placed on safety issues in all transport modes. Specifically:

- Provincial and local government are using their communication functions to support the Arrive Alive campaign.
- The Road Traffic Management Corporation, which became operational in September 2005, is to collaborate with provincial and local governments to ensure that law enforcement is intensified and coordinated, especially in rural areas where both enforcement and road-safety knowledge are poor.
- The Department of Transport is also in the process of rolling out the Administrative Adjudication of Road Traffic Offences (AARTO) and the new point's demerit system. These are both aimed at enhancing enforcement of traffic laws.

Table 8.8 Provincial road traffic management and safety expenditure, 2005/06 – 2011/12

	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
	Outcome			Pre-audited outcome	Medium-term estimates		
R million							
Eastern Cape	113	134	147	196	195	208	221
Free State	130	143	146	177	188	197	208
Gauteng	108	124	190	220	205	213	215
KwaZulu-Natal	370	389	437	518	481	516	548
Limpopo	133	132	181	190	244	235	232
Mpumalanga	107	126	188	236	249	282	297
Northern Cape	30	38	48	53	55	60	64
North West	167	174	186	190	204	211	227
Western Cape	193	263	210	211	222	222	230
Total	1 351	1 525	1 733	1 991	2 041	2 144	2 243
Percentage of total provincial road traffic management and safety expenditure							
Eastern Cape	8.4%	8.8%	8.5%	9.8%	9.5%	9.7%	9.8%
Free State	9.6%	9.4%	8.4%	8.9%	9.2%	9.2%	9.3%
Gauteng	8.0%	8.1%	11.0%	11.1%	10.1%	9.9%	9.6%
KwaZulu-Natal	27.4%	25.5%	25.2%	26.0%	23.5%	24.1%	24.4%
Limpopo	9.8%	8.7%	10.4%	9.6%	11.9%	10.9%	10.4%
Mpumalanga	7.9%	8.3%	10.9%	11.9%	12.2%	13.2%	13.2%
Northern Cape	2.2%	2.5%	2.8%	2.7%	2.7%	2.8%	2.8%
North West	12.3%	11.4%	10.7%	9.5%	10.0%	9.8%	10.1%
Western Cape	14.3%	17.3%	12.1%	10.6%	10.9%	10.4%	10.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: National Treasury provincial database; National Department of Transport

Overload control

Overload control is a focus area of the road safety strategy, given the adverse impact that overloading has on the road network and traffic safety. Improving the control of heavy vehicle overloading in South Africa could yield significant benefits, like slowing down the rate of deterioration of the road network, while also resulting in improved road safety.

Overload control is important for safety and minimising road damage

In order to achieve the objectives of the national overload control strategy, a three-year grant totalling R30 million was introduced in 2008/09. Grant funds were used for upgrading weighbridge infrastructure facilities in Mpumalanga and Limpopo. In Mpumalanga, a project for the upgrading of weighbridge infrastructure was completed in October 2008. In Limpopo, the detailed planning and bill of quantities have been compiled, and construction works began in 2009/10.

Table 8.9 Effectiveness of overload control per province¹, 2008/09

	Number of heavy vehicles	Number of weigh bridges	Number of vehicles weighed	Number of vehicles overloaded between 0 to 5%	Number of vehicles overloaded above 5% grace
Eastern Cape	33 290	2	13 199	1 068	2 443
Free State	21 190	3	121 649	12 287	2 920
Gauteng	258 979	12	234 287	18 768	5 228
KwaZulu-Natal	85 399	15	185 524	32 744	9 123
Limpopo	29 391	5	317 608	12 679	11 608
Mpumalanga ²	22 917	14	–	–	–
Northern Cape ³	12 615	5	–	–	–
North West	48 980	4	32 455	5 196	2 344
Western Cape	51 778	9	523 747	67 040	19 379
Total	564 539	69	1 428 469	149 782	53 045

1. Penalties are issued for vehicles which are overloaded beyond the 5% grace.

2. Data on number of overloaded vehicles not available from province.

3. Weigh bridges not operational in 2008/09.

Source: National and provincial departments of transport

At most weighbridges, more than 14 per cent of trucks weighed were found to be overloaded

Table 8.9 shows that over 1.4 million heavy vehicles were weighed on 69 weighbridges along national and provincial roads in 2008/09. Most of the monitoring took place along the major routes in Western Cape, Limpopo and Gauteng. Traffic volumes in Limpopo are generally high as it is on a cross-border trade route. At most weighbridges across the country, more than 14 per cent of trucks weighed were found to be overloaded.

Public transport

In 2007, Cabinet approved the public transport strategy, which is aimed at achieving the goal of developing effective integrated mass public transit networks. The strategy consists of two initiatives: accelerated modal upgrading, and developing integrated rapid public transport networks.

The accelerated modal upgrading initiative refers to current programmes that seek to transform bus, taxi and rail service delivery in the short to medium term. The second initiative relates to the implementation of high quality networks consisting of passenger rail priority corridors and bus rapid transit systems in the metro cities. The overall objective is to develop integrated inter-modal public transport

corridors supported by extensive feeder and distribution networks, which would largely be supported by taxis.

Table 8.10 Provincial public transport expenditure¹, 2005/06 – 2011/12

	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
R million	Outcome			Pre-audited outcome	Medium-term estimates		
Eastern Cape	133	163	190	221	295	268	281
Free State	21	33	30	28	48	50	52
Gauteng	67	77	142	273	201	212	228
KwaZulu-Natal	34	83	68	63	103	98	104
Limpopo	242	301	308	301	421	446	454
Mpumalanga	16	32	81	110	145	144	151
Northern Cape	10	8	13	13	18	19	20
North West	554	567	516	578	638	688	744
Western Cape	173	152	174	170	96	91	86
Total	1 250	1 417	1 523	1 757	1 965	2 015	2 119
Percentage of total provincial public transport expenditure							
Eastern Cape	10.7%	11.5%	12.5%	12.6%	15.0%	13.3%	13.2%
Free State	1.7%	2.3%	2.0%	1.6%	2.4%	2.5%	2.5%
Gauteng	5.4%	5.5%	9.4%	15.5%	10.2%	10.5%	10.8%
KwaZulu-Natal	2.7%	5.9%	4.5%	3.6%	5.2%	4.9%	4.9%
Limpopo	19.3%	21.2%	20.2%	17.1%	21.4%	22.1%	21.4%
Mpumalanga	1.3%	2.3%	5.3%	6.3%	7.4%	7.1%	7.1%
Northern Cape	0.8%	0.6%	0.8%	0.7%	0.9%	0.9%	0.9%
North West	44.3%	40.0%	33.9%	32.9%	32.5%	34.1%	35.1%
Western Cape	13.8%	10.7%	11.4%	9.7%	4.9%	4.5%	4.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

1. Excludes public transport operation grant.

Source: National Treasury provincial database

Table 8.10 shows that provincial public transport expenditure increased from R1.3 billion in 2005/06 to R1.8 billion in 2008/09. The R2 billion allocation for 2009/10 excludes funding provided through the public transport operating grant. Public transport budgets are projected to grow by an average annual rate of 7.2 per cent over the medium term, to reach R2.1 billion by 2011/12. Spending on provincial public transport varies greatly across provinces. North West has the largest budget in 2008/09, in nominal terms and as a share of the total public transport budget.

The taxi recapitalisation programme

The taxi recapitalisation programme was implemented in 2006/07, with the aim of ridding South Africa's roads of unsafe minibus taxis and introducing new and safer vehicles. The programme is a national initiative, which is also supported in provinces. In terms of the programme, owners wishing to leave the industry or buy new vehicles must submit an application through one of the provincial operating licensing boards. Successful applicants are offered R50 000 for each unroadworthy minibus taxi that they own. Unroadworthy taxis are then scrapped.

To date, more than 27 800 taxi vehicles have been scrapped and more than R1.4 billion has been paid out to operators

In 2006, the Siyazi Consortium was nominated as the taxi scrapping administrator. It is responsible for administering the taxi scrapping process, for facilitating payment of scrapping allowances and for the physical scrapping of old and unroadworthy taxis. The Siyazi Consortium has set up facilities countrywide (a main national office with provincial satellite offices) for the scrapping of taxis. To date, more than 27 800 taxi vehicles have been scrapped and more than R1.4 billion has been paid out to operators.

Expenditure on this programme is set to peak in 2009/10, followed by a decrease as the demand for taxi scrapping is expected to slow down.

Bus subsidies

From April 2009, bus subsidies will be allocated through the public transport operations grant

The objective of bus subsidies is to ensure that all South Africans, including the poor and unemployed, have access to affordable public transport. Bus subsidies have traditionally been transferred from the national Department of Transport to provincial departments, based on a variety of agreements. However, from April 2009, these will be allocated through the public transport operations grant. The grant has been established to ensure that there is better oversight and management of bus subsidies. The new grant was initiated as a result of problems experienced by the old system, which suffered from both operational and financial inefficiencies. The previous structure of contracts, along with rising costs and demand growth meant that subsidies were insufficient. Part of the conditions of the grant call for the conversion of all interim contracts into negotiated kilometre based contracts by September 2009.

Table 8.11 Current bus subsidy distribution, 2008/09

	Number of fleet	Number of kilometres (thousands)	Current subsidy budget (R million)
Eastern Cape	367	16 140	124
Free State	264	20 293	158
Gauteng	5 150	62 417	1 404
KwaZulu-Natal	1 688	46 344	690
Limpopo	1 058	19 215	173
Mpumalanga	442	33 720	371
Northern Cape	51	2 848	22
North West	643	30 880	42
Western Cape	1 116	63 917	628
Total	10 779	295 774	3 611

Source: National Department of Transport

Table 8.11 shows that Gauteng received the largest portion (38 per cent or R1.4 billion) of subsidy payments. KwaZulu-Natal and Western Cape followed, with 19.1 per cent and 17.3 per cent of total bus subsidies distributed to these provinces respectively.

Integrating public transport

According to the public transport strategy, public transport services, facilities and infrastructure should be designed, developed and implemented to promote the integration of the different modes of land transport. This will have implications for public transport initiatives at both the provincial and municipal levels. Projects currently being developed as part of the integrated intermodal system include:

A number of integrated intermodal public transport initiatives have been developed

- The multi-billion rand Gautrain Rapid Rail Link project is envisaged to link up with other modes of public transport, such as the City of Johannesburg's Rea Vaya ("We are moving") bus rapid transit system. The first phase of Rea Vaya is up and running since September 2009.
- The City of Cape Town has also completed its detailed public transport operational plan, and is currently implementing phase 1A of its bus rapid transit system. Nelson Mandela Bay, Mbombela and eThekweni have all developed integrated public transport plans in line with the public transport strategy.

■ Outlook over the medium term

Over the medium term, the transport sector intends to prioritise public transport initiatives. This objective is supported by the public transport strategy. The strategy highlights the need to make a decisive and phased shift away from the current operator-controlled, route based system to more user friendly integrated rapid transit networks, which include high quality feeder, distributor and trunk-line networks.

There is a shift away from the operator-controlled, route based system to more user-friendly integrated rapid transit networks

In support of the public transport strategy, the National Land Transport Act was enacted in April 2009. The act aims to ensure that there is intergovernmental alignment between the planning, regulation and management of functions of public transport road and rail services.

As part of initiatives to improve public transport, the taxi recapitalisation programme will be fast-tracked to facilitate the participation of the taxi industry in the current subsidised bus systems. This will include the new integrated rapid transit systems currently being developed.

■ Conclusion

South Africa's economy and people are reliant on an effective road infrastructure network. Government policy objectives for the road transport system are aimed at promoting effective public transport services and efficient road freight networks, creating fair conditions for trade, and promoting and harmonising safer routes and roadworthy vehicles. An essential part of public transport is the integration of all modes of transport, including buses, minibus taxis, metered taxis and rail.

Government strategies include advancing the taxi recapitalisation programme, consolidating passenger rail services and reviewing bus services. It is also committed to the transformation of the current commuter based transport system into a safe, reliable and efficient public transport system that meets the requirements of the public.

Expenditure within the roads sector has historically focused on supporting the development of economic infrastructure, which is key to sustainable growth and development. Rehabilitation, maintenance and the preservation of roads infrastructure through the expanded public works programme and other road network projects are also crucial.