

Roads and Transport

Introduction

South Africa has an extensive air, sea, rail and road transport system for goods and passengers. The transport network plays a critical role in economic growth. It acts as a facilitator and catalyst for the distribution of goods and services, and economic integration and development.

Public transport services are provided mainly through commuter rail, urban bus, minibuss taxi, private coach and metered taxi services. These need to be upgraded, integrated and co-ordinated. They also need to be aligned with the potential volumes of passengers using the road network and public transport. Government's long-term vision is to create a public transport system that is customer-focused, financially viable, environmentally sustainable and responds adequately to the needs of users.

Governments seeks to create a public transport system that is customer-focused, financially viable and environmentally sustainable

This chapter focuses mainly on the state and financing of the provincial road network and public transportation and also looks at traffic management. The analysis will focus mainly on provincial expenditure and service delivery trends.

In this chapter:

- Part 1 describes South Africa's road infrastructure
- Part 2 looks at revenue generated by the National Road Traffic Act (1996)
- Part 3 looks at road traffic management and safety
- Part 4 examines the country's public transport system.

Institutional arrangements

Provincial transport infrastructure is always part of a broader national transport infrastructure network. It is difficult to single out any one type of transport infrastructure as belonging to a particular sphere of government. The Constitution makes specific assignments to

particular spheres for roads, rail, public transport and traffic management. But even where there is an exclusive assignment, these functions are still shared in some way as each sphere of government has some related function.

Public transport is a concurrent schedule 4A function between the national and provincial spheres, while provincial roads and traffic management are exclusive schedule 5A provincial functions. Municipal public transport is a schedule 4B concurrent municipal function, while municipal roads, traffic and parking are exclusive schedule 5B municipal functions.

The National Land Transport Transition Act provides a framework for integrated land transport planning and service delivery

The national Department of Transport develops the policy, monitoring and legislative framework, which is then implemented through provincial departments, local government entities and public agencies. The National Land Transport Transition Act (2000) (NLTTA) provides a framework for integrated land transport planning and service delivery across provinces and local government. The Act defines provinces' and municipalities' responsibilities as planning and managing land transport.

Municipalities are mandated to set up their own transport authorities

To increase capacity at local level to improve local transport planning and service delivery, the NLTTA provides for municipalities to set up transport authorities. Once fully established, the transport authorities will be responsible mainly for:

- various municipal transport and roads functions, and specific capital works functions
- passenger and commuter transport, integrated transport planning, aviation, and freight management.

Agencies have been set up to oversee transport regulation and deliver on transport infrastructure

Several agencies under the national Department of Transport oversee transport regulation and deliver on transport infrastructure. These include:

- The South African National Roads Agency Limited (SANRAL), which is responsible for the planning, design, construction, operation, management, control, maintenance and rehabilitation of the country's national roads
- The South African Rail Commuter Corporation (SARCC), which is responsible for passenger rail transport services and regulation
- The Road Traffic Management Corporation (RTMC), which is responsible for improving co-operation between all three spheres of government and law enforcement. It also seeks to promote a uniform strategy for road traffic management across the spheres of government
- The Cross-Border Road Transport Agency (CBRTA), which regulates cross-border passenger, freight and road transport
- The Civil Aviation Authority, which regulates air traffic and civil aviation.

Historically, in most provinces the roads, transport and public works functions came under one department. The current trend is to establish transport and roads as departments separate from public works to enhance road infrastructure delivery and streamline the core responsibilities of public works departments to property management. Table 7.1 shows how the various functions are arranged in each province.

The transport function can fall under different departments, depending on the province

Table 7.1 Public works, roads and transport functions per province, 2005/06

Public Works, Transport and Roads	Transport and Roads	Public Works	Transport	Roads	Traffic Management
Gauteng	Eastern Cape	Eastern Cape	KwaZulu-Natal	KwaZulu-Natal	Western Cape
Northern Cape	Limpopo	KwaZulu-Natal			(Community safety)
Western Cape	Mpumalanga	Limpopo			
	North West	(Roads agency)			
		Mpumalanga			
		North West			

Source: National Treasury provincial database

Part 1: Road infrastructure

Extent of the road network

The South African road network consists of 532 000 kilometres of proclaimed national, provincial and municipal roads and 221 000 kilometres of unproclaimed roads that are predominantly rural. These roads are unproclaimed because they have not been officially recorded in the roads system as part of the network and no department is officially responsible for maintaining them.

The extent of the road network is being reviewed

Table 7.2 shows that approximately 57 per cent of provincial roads are gravel, 26 per cent are access roads and 17 per cent are surfaced.

21 per cent of the provincial road network is in Northern Cape

Table 7.2 Extent of provincial road networks, 2000

Kilometres	Surface roads	Gravel roads	Access roads	Total kilometres	Total number of vehicles	Road densities
Eastern Cape	6 233	34 718	7 631	48 582	472 732	9,7
Free State	7 070	22 046	20 000	49 116	387 815	7,9
Gauteng	3 487	1 771	2 410	7 668	2 583 665	336,9
KwaZulu-Natal	7 489	19 347	10 571	37 407	963 443	25,8
Limpopo	6 403	11 866	10 578	28 847	304 356	10,6
Mpumalanga	7 062	10 517	7 479	25 058	398 894	15,9
Northern Cape	5 630	53 725	12 023	71 378	139 257	2,0
North West	6 723	19 161	10 017	35 901	378 625	10,5
Western Cape	7 172	24 991	7 822	39 985	1 169 909	29,3
Total	57 269	198 142	88 531	343 942	6 798 696	19,8

Source: Road Infrastructure Strategic Framework for South Africa and National Department of Transport

The width and thickness of roads are major cost-drivers

Table 7.2 further shows road traffic densities. The highest density is in Gauteng with 336,9 vehicles per kilometre, followed by Western Cape with 29,3 vehicles per kilometre and KwaZulu-Natal with 25,8 vehicles per kilometre. Northern Cape has the lowest road traffic density of 2,0 vehicles per kilometre. The number of cars per kilometre determines the extent to which provinces build narrow, thin gravel roads, as in Northern Cape, or expensive, wide and thick-tarred roads, as in Gauteng. The width and thickness of the road are major drivers of cost. This makes it difficult to compare the costs of roads between provinces.

Gauteng, Western Cape and KwaZulu-Natal have the most registered vehicles

Table 7.3 shows that there were 6,8 million registered vehicles on South African roads at the end of March 2005. Over 6,3 million were light vehicles, 275 705 heavy vehicles, and 201 181 other types of vehicles. Gauteng, Western Cape and KwaZulu-Natal have the highest vehicle populations. While Gauteng reflects the lowest share of kilometres in all categories of roads, it has the highest total number of vehicles and the highest total number of traffic personnel, with a traffic official for every 1 000 cars. This is the highest visibility of traffic personnel in the country. KwaZulu-Natal has the third largest total number of vehicles, the highest share of total provincial roads maintenance budget and the third largest share of kilometres maintained.

Table 7.3 Number of registered vehicles per province, March 2005

	Light vehicles	Heavy vehicles	Other	Total
Eastern Cape	441 944	19 988	10 800	472 732
Free State	331 017	17 530	39 268	387 815
Gauteng	2 458 414	97 307	27 944	2 583 665
KwaZulu-Natal	892 629	43 389	27 425	963 443
Limpopo	276 724	16 212	11 420	304 356
Mpumalanga	354 663	21 141	23 090	398 894
Northern Cape	125 500	7 319	6 438	139 257
North West	336 007	17 050	25 568	378 625
Western Cape	1 104 912	35 769	29 228	1 169 909
Total	6 321 810	275 705	201 181	6 798 696

Source: National Department of Transport

Good management and information systems are necessary for co-ordination between the spheres

Government has identified the need to develop a uniform management system for the road network. Its road infrastructure strategic framework for South Africa proposes developing a functional road classification system and implementing and maintaining appropriate management and information systems for optimal decision-making. A standardised information system will help with aligning budgets and planning processes, and co-ordinating information between the three spheres.

About 13 000 kilometres of provincial roads are to be incorporated into the national network

The road network is being reclassified to make sure that it is used optimally. Approximately 13 000 kilometres of provincial roads have been identified for incorporation into the strategic national road network. To date, Mpumalanga, Eastern Cape, Free State, Western Cape and Limpopo have already handed over a total of 3 800

kilometres to SANRAL, with a further 3 400 kilometres committed to follow during 2005/06.¹

Consolidated roads budget and expenditure trends

Table 7.4 shows that the three spheres of government spent R10,6 billion on roads in 2004/05. Of this, provinces spent 59,9 per cent or R6,4 billion, municipalities 26,4 per cent or R2,8 billion, and national government 13,7 per cent or R1,5 billion. Highest spending on roads is in KwaZulu-Natal, which accounts for 17,8 per cent, followed by Eastern Cape at 15,4 per cent, and Gauteng at 12,9 per cent. Although Gauteng accounts for 2 per cent of the road network, its spending amounts to 12,9 per cent of provincial expenditure on roads.

KwaZulu-Natal accounts for the highest spending on roads, while in Gauteng, municipal spending exceeds provincial spending

Table 7.4 Provincial, municipal and national roads infrastructure expenditure, 2004/05

R million	Provincial	Municipal	Total	% of total	
				Provincial	Municipal
Eastern Cape	1 282	354	1 637	78,3%	21,7%
Free State	322	134	455	70,6%	29,4%
Gauteng	573	794	1 367	41,9%	58,1%
KwaZulu-Natal	1 381	508	1 889	73,1%	26,9%
Limpopo	952	200	1 152	82,7%	17,3%
Mpumalanga	607	122	729	83,3%	16,7%
Northern Cape	187	53	240	77,9%	22,1%
North West	375	167	542	69,3%	30,7%
Western Cape	673	467	1 140	59,0%	41,0%
Total provincial and municipal	6 353	2 799	9 152	69,4%	30,6%
National			1 452		
Total			10 603		
Percentage of total roads expenditure					
Eastern Cape	20,2%	12,7%	15,4%		
Free State	5,1%	4,8%	4,3%		
Gauteng	9,0%	28,4%	12,9%		
KwaZulu-Natal	21,7%	18,2%	17,8%		
Limpopo	15,0%	7,1%	10,9%		
Mpumalanga	9,6%	4,4%	6,9%		
Northern Cape	2,9%	1,9%	2,3%		
North West	5,9%	6,0%	5,1%		
Western Cape	10,6%	16,7%	10,7%		
Total provincial and municipal	100,0%	100,0%	86,3%		
National			13,7%		
Total			100,0%		

Source: National Treasury provincial and local government databases; 2005 Estimates of National Expenditure; 2004/05 National data - Vulindlela

¹ Roads Infrastructure Strategic Framework for South Africa, April 2005.

Provincial roads budget and expenditure trends

Table 7.5 shows that combined national and provincial spending on road infrastructure has grown steadily from R5,1 billion in 2001/02 to R7,8 billion in 2004/05 and is budgeted to reach R12,0 billion by 2007/08. Provincial spending grew by R2,3 billion between 2001/02 and 2004/05, and is set to grow by a further R3,2 billion over the next three years, to R9,5 billion by 2007/08. Except for Free State and Gauteng, provinces show sizeable average annual growth of over 12 per cent in their roads budgets over the next three years.

Table 7.5 Provincial and national roads infrastructure expenditure, 2001/02 to 2007/08

	2001/02	2002/03 Outcome	2003/04	2004/05 Preliminary outcome	2005/06	2006/07 Medium-term estimates	2007/08
R million							
Eastern Cape	665	1 315	1 431	1 282	1 394	1 523	1 838
Free State	308	336	292	322	308	328	403
Gauteng	536	662	605	573	600	637	672
KwaZulu-Natal	794	838	1 180	1 381	1 656	1 788	2 012
Limpopo	574	659	829	952	972	1 062	1 496
Mpumalanga	381	479	450	607	676	677	967
Northern Cape	119	128	127	187	186	223	289
North West	257	316	437	375	544	573	663
Western Cape	427	598	527	673	929	1 202	1 179
Total provincial	4 062	5 333	5 878	6 353	7 265	8 012	9 520
National	1 068	1 203	1 293	1 452	1 786	1 937	2 518
Total	5 130	6 536	7 171	7 804	9 051	9 949	12 038
Percentage of total provincial expenditure							
Eastern Cape	3,4%	5,3%	4,8%	4,1%	4,1%	4,1%	4,5%
Free State	3,7%	3,5%	2,6%	2,5%	2,1%	2,1%	2,4%
Gauteng	2,6%	2,7%	2,1%	1,9%	1,8%	1,7%	1,7%
KwaZulu-Natal	3,2%	2,9%	3,5%	3,6%	3,6%	3,6%	3,7%
Limpopo	3,7%	3,5%	3,8%	3,8%	3,5%	3,5%	4,6%
Mpumalanga	4,5%	4,9%	3,9%	4,6%	4,5%	4,1%	5,4%
Northern Cape	4,0%	3,7%	3,1%	4,2%	3,7%	4,0%	4,8%
North West	2,6%	2,7%	3,3%	2,5%	3,1%	3,0%	3,2%
Western Cape	3,4%	4,1%	3,2%	3,7%	4,5%	5,4%	5,0%
Total	3,3%	3,7%	3,4%	3,4%	3,4%	3,4%	3,8%
Percentage growth (average annual)							
		2001/02 – 2004/05		2004/05 – 2005/06		2004/05 – 2007/08	
Eastern Cape		24,5%		8,7%		12,7%	
Free State		1,4%		-4,2%		7,8%	
Gauteng		2,2%		4,8%		5,4%	
KwaZulu-Natal		20,3%		19,9%		13,4%	
Limpopo		18,4%		2,1%		16,3%	
Mpumalanga		16,8%		11,3%		16,8%	
Northern Cape		16,2%		-0,4%		15,6%	
North West		13,4%		44,9%		20,9%	
Western Cape		16,4%		38,1%		20,6%	
Total		16,1%		14,4%		14,4%	

Source: National Treasury provincial database; 2004/05 National data - Vulindlela

Table 7.5 further shows that roads infrastructure budgets are still relatively low as a share of total provincial budgets. In 2004/05, the provincial roads infrastructure budget share was 3,4 per cent of total provincial budgets. The share stays constant at 3,4 per cent until 2006/07 and grows marginally to 3,8 per cent in 2007/08. Gauteng has the lowest share of the roads infrastructure budgets, 1,9 per cent compared to its total provincial budget. This is followed by Free State and North West, with 2,5 per cent respectively in 2004/05.

Roads infrastructure budgets are relatively low compared to total provincial budgets

Table 7.6 shows a comparison of spending outcome in 2004/05 against adjusted and original budgets. Provinces spent up to 99 per cent of their budgets during this period. North West had the lowest share of expenditure, at 80,5 per cent. Gauteng overspent against adjusted budgets by 4,6 per cent, as did Western Cape by 3,1 per cent and Mpumalanga by 2,1 per cent. The provincial roads infrastructure expenditure formed 49,4 per cent share of the total provincial expenditure. Northern Cape contributed the highest year-on-year growth of 47 per cent, followed by Mpumalanga with 35 per cent and Western Cape with 27,7 per cent.

Provincial roads infrastructure expenditure accounts for 49 per cent of total provincial budgets

Table 7.6 Provincial roads infrastructure expenditure

2004/05							2003/04	Year-on-year growth
Adjusted budget	Outcome	Actual as % of adjusted budget	Under(+)/over(-) expenditure	% Under(+)/over(-) expenditure of adjusted budget	% share of total prov expenditure	Audited outcome		
R thousand								
Eastern Cape	1 298 005	1 282 297	98,8%	15 708	1,2%	61,2%	1 431 319	-10,4%
Free State	323 711	321 503	99,3%	2 208	0,7%	40,6%	291 898	10,1%
Gauteng	547 572	572 965	104,6%	-25 393	-4,6%	32,7%	605 282	-5,3%
KwaZulu-Natal	1 383 849	1 380 840	99,8%	3 009	0,2%	63,4%	1 179 507	17,1%
Limpopo	952 449	952 449	100,0%	—	0,0%	48,4%	828 690	14,9%
Mpumalanga	594 887	607 375	102,1%	-12 488	-2,1%	55,6%	449 952	35,0%
Northern Cape	203 320	187 196	92,1%	16 124	7,9%	54,6%	127 349	47,0%
North West	466 438	375 380	80,5%	91 058	19,5%	26,7%	437 074	-14,1%
Western Cape	652 839	672 806	103,1%	-19 967	-3,1%	54,5%	526 758	27,7%
Total	6 423 070	6 352 810	98,9%	70 260	1,1%	49,4%	5 877 829	8,1%

Source: National Treasury provincial database

Expenditure on roads maintenance

Provinces spent R2,8 billion or 42 per cent of their R6,4 billion roads budget on maintenance. Road maintenance expenditure nearly doubles over the seven-year period under review. Table 7.7 shows that provincial spending on roads maintenance has increased from R2,0 billion in 2001/02 to R2,8 billion in 2004/05 and is budgeted to grow at an average annual rate of 11 per cent to reach R3,8 billion by 2007/08. The relatively high growth is disproportionately spread among provinces. Free State, Limpopo, and Northern Cape have budgeted to spend less than 5 per cent a year on road maintenance. Eastern Cape, Gauteng, KwaZulu-Natal Mpumalanga, North West and Western Cape spend a sizeable share of their roads budget on maintenance.

Over 42 per cent of roads budgets is spent on maintenance

Capital expenditure on roads

Provincial capital spending on roads is projected to increase

Provinces spent 58 per cent or (R3,7 billion) of their total roads budget on capital, which includes construction of new roads, and upgrading and rehabilitating surfaced roads. Limpopo and KwaZulu-Natal spend a significant amount of their budget on roads capital works.

Table 7.7 Provincial road maintenance expenditure, 2001/02 to 2007/08

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08
		Outcome		Preliminary outcome	Medium-term estimates		
R million							
Eastern Cape	284	591	380	414	596	636	668
Free State	170	161	164	192	173	185	194
Gauteng	154	224	248	383	404	432	447
KwaZulu-Natal	539	534	699	577	678	724	817
Limpopo	254	312	290	302	312	322	341
Mpumalanga	268	269	188	196	210	226	399
Northern Cape	2	69	56	79	81	86	91
North West	154	167	187	196	243	255	309
Western Cape	245	379	292	456	515	516	553
Total	2 069	2 705	2 504	2 794	3 211	3 382	3 819
Percentage growth (average annual)		2001/02 – 2004/05		2004/05 – 2005/06		2004/05 – 2007/08	
Eastern Cape		13,3%		44,0%		17,3%	
Free State		4,0%		-9,8%		0,4%	
Gauteng		35,6%		5,6%		5,3%	
KwaZulu-Natal		2,3%		17,5%		12,3%	
Limpopo		6,0%		3,1%		4,1%	
Mpumalanga		-9,9%		7,2%		26,8%	
Northern Cape		269,4%		3,0%		4,7%	
North West		8,3%		24,1%		16,5%	
Western Cape		23,1%		12,7%		6,6%	
Total		10,5%		14,9%		11,0%	

Source: National Treasury provincial database

Service delivery trends

Table 7.8 shows that 393 kilometres of surfaced provincial roads were upgraded and 804 kilometres of surfaced roads were rehabilitated in 2004/05. The extent of upgrading and rehabilitation varies from 44 kilometres in Gauteng to 276 kilometres in Limpopo. North West and Eastern Cape upgraded and rehabilitated approximately 201 kilometres and 176 kilometres of their surfaced road network respectively.

Table 7.8 Provincial roads construction outputs, 2004/05

	Number of kilometres surfaced roads upgraded	Number of kilometres surfaced roads rehabilitated	Total number of kilometres	Total capital budget (R million)
Eastern Cape	31	145	176	267
Free State	–	53	53	129
Gauteng	12	32	44	190
KwaZulu-Natal	71	73	144	679
Limpopo	–	276	276	650
Mpumalanga	97	36	133	401
Northern Cape	71	20	91	107
North West	101	100	201	176
Western Cape	10	69	79	204
Total	393	804	1 197	2 804
Percentage of total				
Eastern Cape	7,9%	18,0%	14,7%	9,5%
Free State	–	6,6%	4,4%	4,6%
Gauteng	3,1%	4,0%	3,7%	6,8%
KwaZulu-Natal	18,1%	9,1%	12,0%	24,2%
Limpopo	–	34,3%	23,1%	23,2%
Mpumalanga	24,7%	4,5%	11,1%	14,3%
Northern Cape	18,1%	2,5%	7,6%	3,8%
North West	25,7%	12,4%	16,8%	6,3%
Western Cape	2,5%	8,6%	6,6%	7,3%
Total	100,0%	100,0%	100,0%	100,0%

Source: National Department of Transport and National Treasury provincial database

Table 7.9 shows that in 2004/05, provinces resealed 1 483 kilometres of surfaced roads, regravelled 2 557 kilometres and undertook routine maintenance on 189 138 kilometres on all categories of roads. Western Cape resealed over 46 per cent (682 kilometres) of the total and North West resealed 26,2 per cent (388 kilometres) of the total. In 2004/05, KwaZulu-Natal, Western Cape and Eastern Cape regravelled 920 kilometres, 861 kilometres and 383 kilometres respectively.

Table 7.9 Kilometres of roads maintained, 2004/05

	Resealed tarred roads	Re-gravel roads	Routine maintenance on all roads	Total
Number of kilometres				
Eastern Cape	20	383	43 490	43 893
Free State	25	14	28 416	28 455
Gauteng	60	115	4 927	5 102
KwaZulu-Natal	48	920	27 950	28 918
Limpopo	–	135	115	250
Mpumalanga	131	31	15 909	16 071
Northern Cape	129	–	5 633	5 762
North West	388	98	23 698	24 184
Western Cape	682	861	39 000	40 543
Total	1 483	2 557	189 138	193 178
Percentage of total				
Eastern Cape	1,3%	15,0%	23,0%	22,7%
Free State	1,7%	0,5%	15,0%	14,7%
Gauteng	4,0%	4,5%	2,6%	2,6%
KwaZulu-Natal	3,2%	36,0%	14,8%	15,0%
Limpopo	–	5,3%	0,1%	0,1%
Mpumalanga	8,8%	1,2%	8,4%	8,3%
Northern Cape	8,7%	–	3,0%	3,0%
North West	26,2%	3,8%	12,5%	12,5%
Western Cape	46,0%	33,7%	20,6%	21,0%
Total	100,0%	100,0%	100,0%	100,0%

Source: National Department of Transport and National Treasury provincial non-financial database

Table 7.10 shows that Western Cape, with the second highest number of vehicles, maintained the highest number of kilometres (100 per cent). Eastern Cape maintained 90 per cent of its total network. KwaZulu-Natal, with the highest maintenance budget, maintained 77 per cent of its total network. Gauteng, with the highest number of vehicles, maintained 67 per cent of its total network. Northern Cape, with the largest road network but the lowest share of the number of vehicles, maintained 8 per cent of its network, which is consistent with its vehicle per kilometre of road ratio and usage.

Table 7.10 Road network, vehicles, maintenance, 2004/05

	Road network (km)	Number of vehicles	Roads maintenance budget (R thousands)	Kilometres maintained
Eastern Cape	48 582	472 732	413 719	43 893
Free State	49 116	387 815	191 558	28 455
Gauteng	7 668	2 583 665	382 917	5 102
KwaZulu-Natal	37 407	963 443	576 804	28 918
Limpopo	28 847	304 356	302 199	250
Mpumalanga	25 058	398 894	195 944	16 071
Northern Cape	71 378	139 257	79 064	5 762
North West	35 901	378 625	195 788	24 184
Western Cape	39 985	1 169 909	456 400	40 543
Total	343 942	6 798 696	2 794 393	193 178

Source: National Department of Transport

Part 2: Revenue collected under the National Road Traffic Act (1996)

Table 7.11 shows the revenue collected in terms of the National Road Traffic Act (1996). Motor vehicle licences remain the largest source of revenue for provinces. The amount is determined largely by the vehicle population, vehicle licence fees charged and the efficiency of collection agencies.

In 2004/05, Gauteng collected the greatest share of revenue, at 29,3 per cent, followed by Western Cape at 25,9 per cent and KwaZulu-Natal at 19,8 per cent. Revenue generated through National Road Traffic Act (1996) fees grew by 6,3 per cent in 2004/05 and this is expected to stabilise over the medium term.

Revenue generation matches vehicle population densities in provinces

Table 7.11 Revenue collected from motor vehicle licences, 2001/02 to 2007/08

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08
		Outcome		Preliminary outcome	Medium-term estimates		
R million							
Eastern Cape	66	70	92	105	151	152	168
Free State	148	124	140	150	152	159	167
Gauteng	544	601	725	787	724	766	765
KwaZulu-Natal	362	439	505	532	530	560	600
Limpopo	70	84	116	118	142	149	156
Mpumalanga	100	118	133	118	126	138	150
Northern Cape	43	48	50	55	57	61	64
North West	83	94	121	128	198	225	256
Western Cape	456	529	647	695	732	754	776
Total	1 871	2 107	2 530	2 689	2 812	2 965	3 104
Percentage shares							
Eastern Cape	3,5%	3,3%	3,7%	3,9%	5,4%	5,1%	5,4%
Free State	7,9%	5,9%	5,5%	5,6%	5,4%	5,4%	5,4%
Gauteng	29,1%	28,5%	28,7%	29,3%	25,8%	25,8%	24,7%
KwaZulu-Natal	19,3%	20,8%	20,0%	19,8%	18,8%	18,9%	19,3%
Limpopo	3,8%	4,0%	4,6%	4,4%	5,1%	5,0%	5,0%
Mpumalanga	5,3%	5,6%	5,2%	4,4%	4,5%	4,7%	4,8%
Northern Cape	2,3%	2,3%	2,0%	2,0%	2,0%	2,1%	2,1%
North West	4,4%	4,4%	4,8%	4,8%	7,1%	7,6%	8,3%
Western Cape	24,3%	25,1%	25,6%	25,9%	26,0%	25,4%	25,0%
Total	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%
Percentage growth							
Eastern Cape		6,6%	31,7%	14,1%	43,1%	0,7%	10,4%
Free State		-15,8%	12,8%	7,2%	1,0%	4,9%	5,1%
Gauteng		10,4%	20,6%	8,6%	-8,0%	5,8%	-0,1%
KwaZulu-Natal		21,3%	15,2%	5,3%	-0,4%	5,7%	7,1%
Limpopo		19,2%	37,7%	1,8%	20,8%	4,9%	4,9%
Mpumalanga		18,6%	12,0%	-10,6%	6,7%	9,3%	8,8%
Northern Cape		13,3%	4,6%	8,6%	3,6%	8,0%	5,0%
North West		12,4%	29,8%	5,4%	55,0%	13,6%	13,7%
Western Cape		16,0%	22,4%	7,5%	5,2%	3,0%	3,0%
Total		12,6%	20,1%	6,3%	4,6%	5,4%	4,7%

Source: National Treasury provincial database

There are four general categories of fees falling under the National Road Traffic Act

Table 7.12 details road traffic revenues collected between 1 April 2004 and 31 March 2005. In general, fees can be divided into four categories. Motor vehicle licences include both vehicles and trailers while operator licences include both driver's licences and learner permits. Other fees are for roadworthy testing and motor vehicle registration. Motor vehicle licensing fees generate on average 80,2 per cent of total road traffic revenues. This is followed by penalties and arrears, contributing 8,8 per cent of revenue, and vehicle registration, contributing 5,3 per cent.

Table 7.12 Revenue collected from Road Traffic Act fees, 2004/05

R million	Motor vehicle licences	Penalties/ arrears	Operator licences	Road-worthy	Vehicle registration	Other	Total
Eastern Cape	139,9	21,0	3,7	4,3	5,4	3,7	177,9
Free State	140,1	18,0	3,4	3,4	4,9	3,5	173,3
Gauteng	811,0	89,2	16,7	8,2	76,6	35,2	1 037,0
KwaZulu-Natal	459,1	42,5	10,8	1,3	24,8	16,0	554,6
Limpopo	109,6	18,2	5,2	7,8	6,3	2,8	149,9
Mpumalanga	144,7	19,8	5,3	3,1	7,9	2,4	183,2
Northern Cape	57,5	4,9	1,0	1,7	2,0	1,6	68,5
North West	112,7	19,1	3,6	2,2	7,5	2,4	147,5
Western Cape	591,1	50,2	7,4	8,5	34,1	13,9	705,3
Total	2 565,7	282,9	57,1	40,6	169,6	81,4	3 197,2
Percentage shares							
Eastern Cape	78,6%	11,8%	2,1%	2,4%	3,0%	2,1%	100,0%
Free State	80,9%	10,4%	1,9%	1,9%	2,8%	2,0%	100,0%
Gauteng	78,2%	8,6%	1,6%	0,8%	7,4%	3,4%	100,0%
KwaZulu-Natal	82,8%	7,7%	2,0%	0,2%	4,5%	2,9%	100,0%
Limpopo	73,1%	12,1%	3,4%	5,2%	4,2%	1,8%	100,0%
Mpumalanga	79,0%	10,8%	2,9%	1,7%	4,3%	1,3%	100,0%
Northern Cape	83,9%	7,2%	1,4%	2,4%	2,9%	2,3%	100,0%
North West	76,4%	13,0%	2,5%	1,5%	5,1%	1,6%	100,0%
Western Cape	83,8%	7,1%	1,0%	1,2%	4,8%	2,0%	100,0%
Total	80,2%	8,8%	1,8%	1,3%	5,3%	2,5%	100,0%

Source: National Traffic Information System

Motor vehicle licence fees

Higher fees are charged for bigger and heavier vehicles

Motorists are required to pay vehicle licence fees on an annual basis, based on the weight of their vehicle. Table 7.13 outlines the fee structure of the different provinces. The principle behind setting higher rates for bigger vehicle weights is that road damage and, therefore, maintenance costs are directly related to vehicle size. Fees rise in line with vehicle weight, but increase exponentially by more than 50 per cent at the 5 000 kilograms mark.

Administering agents

Local governments usually act as licensing agents

All provinces, except Free State, have appointed agents to administer licensing and related activities covered by the National Road Traffic Act (1996). Provinces generally use their respective local authorities

for these tasks, but some also employ magistrates offices, Home Affairs offices, post offices and private agents. KwaZulu-Natal, in particular, uses post offices in addition to its local authorities, which creates competition when it appoints agents. Free State is the only province to have developed its own internal infrastructure for collecting these fees.

Table 7.13 Motor vehicle licence fees per province as at 25 May 2005

Rand	Tare (kg)	EC	FS	GT	KZN	LIM	MPU	NC	NW	WC
Cars										
Citi Golf	844	129	159	144	207	156	132	147	123	279
Ford	1 115	165	192	156	234	180	150	183	135	336
Mercedes- Benz	1 410	204	222	216	300	216	198	231	189	456
BMW 735/A	1 860	270	279	312	417	312	282	312	264	579
Trucks										
Nissan (1 tonne)	1 239	165	192	156	234	180	150	183	135	336
Toyota Dyna (5 tonne)	2 260	426	411	456	600	468	414	480	396	912
Toyota Dyna (10 tonne)	4 460	1 059	1 077	1 188	1 491	1 200	1 044	1 212	1 002	2 217
Peterbuilt (cab only)	8 340	4 167	4 293	5 268	6 546	5 172	4 653	5 355	4 461	8 775
Trailers										
Venter	200	63	87	72	108	96	84	69	63	117
Afrit (10 tonne)	3 300	1 173	1 659	1 296	1 656	804	696	1 344	1 101	1 425
Afrit (20 tonne)	6 610	3 195	3 510	3 564	4 485	3 468	3 096	3 654	3 024	5 967
Multi Passenger										
Toyota Hiace (combi)	1 560	243	249	264	354	264	249	276	228	513
Passenger bus	10 252	6 933	7 686	7 788	9 699	7 668	6 888	7 929	6 600	12 825

Source: National Traffic Information System

Part 3: Road traffic management and safety

Government supports traffic management and safety by setting policy, passing legislation, developing road traffic information systems and promoting innovative road traffic practices and technology. The Road Traffic Management Corporation deals with all aspects of road traffic management, aimed at promoting an efficient uniform strategy for road traffic management across the three spheres of government.

Provinces are responsible for overloading control, vehicle and driver roadworthiness, speed limit enforcement, and 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.

Where there is fraud and corruption in motor vehicle registration, and testing for driving licences and vehicles roadworthiness, is a major concern. It undermines road traffic management and road safety and increases the risks of vehicle theft, and illegal importing and exporting of vehicles.

The Road Traffic Management Corporation deals with all aspects of road traffic management

Provinces are the main role players in road traffic management

Fraud and corruption in motor vehicle registration continues to be a concern

Expenditure trends in traffic management

Table 7.14 shows that over 88 per cent of the total aggregate spending on road traffic management and safety in 2004/05 was at provincial level.

Table 7.14 Provincial road traffic management and safety expenditure, 2001/02 to 2007/08

	2001/02	2002/03 Outcome	2003/04	2004/05 Preliminary outcome	2005/06	2006/07 Medium-term estimates	2007/08
R thousand							
Eastern Cape	63 802	79 962	77 050	101 738	91 137	97 642	109 956
Free State	78 900	92 240	102 493	113 243	118 161	124 473	130 075
Gauteng	147 405	125 415	141 701	64 666	53 400	57 477	60 603
KwaZulu-Natal	172 349	197 682	231 134	255 250	361 512	366 534	382 507
Limpopo	74 152	107 753	114 425	131 793	133 129	143 787	152 102
Mpumalanga	48 514	55 957	74 551	105 590	117 000	127 894	137 489
Northern Cape	18 507	22 398	27 920	31 490	32 922	36 197	38 106
North West	72 469	87 256	124 112	144 349	170 029	183 589	199 141
Western Cape	123 030	136 240	158 034	191 055	184 843	172 944	167 480
Total provincial	799 128	904 903	1 051 420	1 139 174	1 262 133	1 310 537	1 377 459
National	105 553	124 117	174 456	161 223	176 199	184 243	192 873
Total	904 681	1 029 020	1 225 876	1 300 397	1 438 332	1 494 780	1 570 332
Percentage of total provincial road traffic management and safety expenditure							
Eastern Cape	8,0%	8,8%	7,3%	8,9%	7,2%	7,5%	8,0%
Free State	9,9%	10,2%	9,7%	9,9%	9,4%	9,5%	9,4%
Gauteng	18,4%	13,9%	13,5%	5,7%	4,2%	4,4%	4,4%
KwaZulu-Natal	21,6%	21,8%	22,0%	22,4%	28,6%	28,0%	27,8%
Limpopo	9,3%	11,9%	10,9%	11,6%	10,5%	11,0%	11,0%
Mpumalanga	6,1%	6,2%	7,1%	9,3%	9,3%	9,8%	10,0%
Northern Cape	2,3%	2,5%	2,7%	2,8%	2,6%	2,8%	2,8%
North West	9,1%	9,6%	11,8%	12,7%	13,5%	14,0%	14,5%
Western Cape	15,4%	15,1%	15,0%	16,8%	14,6%	13,2%	12,2%
Total	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%

Source: National Treasury provincial database; National Department of Transport

Government is committed to enforcing compliance with traffic regulation and safety standards

Total provincial spending grew at an average annual rate of 12,5 per cent from 2001/02 to 2004/05 and is budgeted to further grow at an average annual rate of 6,5 per cent over the next three years, to R1,4 billion by 2007/08. This is in line with government's commitment to enforce compliance with traffic regulation and safety standards. Historically, KwaZulu-Natal recorded the highest accident rates. With increased efforts to improve traffic management and safety in the province, KwaZulu-Natal has the highest spending on traffic management and safety. Its share in traffic management and safety grew from 21,6 per cent in 2001/02 to 22,4 per cent in 2004/05, and is projected to rise to 27,8 per cent by 2007/08. Provinces with metros spend relatively more on traffic management than provinces without metros.

Service delivery trends

The country's high road accident and fatality rates make traffic management and safety a major challenge. A number of initiatives to improve the effectiveness of traffic management and control are under way. These include the Arrive Alive Campaign, which co-ordinates provincial and municipal road traffic management. In addition, once fully upgraded and implemented by 1 April 2006, the electronic national traffic information system (eNaTIS) should provide up-to-date and relevant motor vehicle information that is key to improving traffic management.

A number of initiatives are focusing on traffic management and safety

The national crime prevention strategy stresses the importance of secure technologies for registering and licensing motor vehicles in dealing with vehicle related crime. In 2000, a survey of the Johannesburg and other major registration and licensing authorities confirmed that improved business processes, better customer service and up-to-date data on the NaTIS were necessary to reduce fraud, corruption and vehicle crime. The national Department of Transport established the National Road Traffic Accident Bureau to combat driver's licence fraud, investigate the feasibility of introducing a national highway patrol unit, and conduct annual road traffic offence surveys.

Overload control

The national Department of Transport estimates that overloaded vehicles cause damage of R600 million annually and contribute to the rapid deterioration of the road network. Improved law enforcement, especially for overloading, is essential for reducing damage to the road network and minimising the risk of accidents. Key law enforcement initiatives include:

- establishing a national network of traffic control centres along the most important transport corridors of South Africa to address the overloading problems on the road network. SANRAL has three overload centres serving the N4 Maputo Development Corridor, the N3 and Mantsole on the N1 Great North Toll Road and has reduced overloading significantly on these routes. Further overload control strategies for Gauteng, Limpopo, North West and Free State are being explored. Refurbishment of the Mantsole Traffic Control Centre also started in 2004/05 to make it more efficient and effective
- implementing provincial projects to upgrade traffic control centres, including vehicle and taxi facilities, driver testing facilities and weighbridges for overloading control
- implementing a nationally co-ordinated project, Operation Juggernaut, to step up inspections for vehicle roadworthiness and overloading.

Table 7.15 shows the effectiveness of overload control per province. Over 1 million heavy vehicles were weighed on 90 weighbridges along national and provincial roads in 2004/05. Most weighing was

along the major routes in Western Cape, Limpopo, Gauteng and Mpumalanga.

Table 7.15 Effectiveness of overload control per province¹, 2004/05

	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	Number of penalties issued ²
Eastern Cape	19 988	2	1 584	777	443	443
Free State	17 530	3	77 348	10 455	3 062	3 062
Gauteng	97 307	19	165 978	35 409	9 299	9 299
KwaZulu-Natal	43 389	11	86 746	20 499	19 220	19 220
Limpopo	16 212	17	237 278	59 694	12 745	13 183
Mpumalanga	21 141	14	165 978	35 409	9 299	9 299
Northern Cape	7 319	5	13 253	192	573	573
North West	17 050	10	22 266	6 340	2 451	2 451
Western Cape	35 769	9	285 007	62 997	14 625	14 625
Total	275 705	90	1 055 438	231 772	71 717	72 155

1. Numbers based on latest available data supplied by provinces on the Overload Control Website.

2. Penalties are issued for vehicles, which are overloaded beyond the 5% grace. This may not necessarily mean that there was a 100% recovery in fines and 100% successful court prosecutions. Where the number of penalties issued exceeds the total number of vehicles above 5%, this implies additional fines were issued for other law enforcement issues.

Source: National Department of Transport

Gauteng has the highest number of traffic personnel per patrolled area

Table 7.16 shows that government is also increasing the number of traffic personnel on roads, to improve road safety. Gauteng has the highest number of traffic personnel per patrolled area, one for every 5,4 kilometres. This is because Gauteng has three metros, which all contribute to the number of traffic officers that the provinces provide. Table 7.16 shows that, with 2 998 traffic officers, Gauteng accounted for the highest number of traffic personnel. Western Cape follows with 1 812 and KwaZulu-Natal with 1 743. Northern Cape has the lowest number of traffic personnel and about 583 kilometres per traffic officer. Limpopo has the highest ratio of traffic personnel of 21 personnel per 10 000 vehicles, followed by KwaZulu-Natal with 17 and Mpumalanga with 15 personnel per 10 000 vehicles patrolled. Northern Cape has the lowest number of traffic personnel per 10 000 vehicles, because it is sparsely populated.

Table 7.16 Provincial and Local Government traffic personnel, 2004/05

	Local authority	Metros	Provinces	Total	Kilometres patrolled per traffic officer	Traffic officer per 10 000 vehicles
Eastern Cape	360	–	272	632	161,3	12,3
Free State	188	–	357	545	183,0	12,0
Gauteng	254	2 314	430	2 998	5,4	10,6
KwaZulu-Natal	123	1 198	422	1 743	65,4	16,9
Limpopo	241	–	466	707	97,8	21,3
Mpumalanga	280	–	402	682	71,9	15,1
Northern Cape	77	–	60	137	583,1	8,4
North West	49	–	468	517	130,2	12,1
Western Cape	150	1 248	414	1 812	29,2	14,2
Total/Average	1 722	4 760	3 291	9 773	147,5	13,7

Source: National Department of Transport

Part 4: Public transport

Bus subsidies

Both national and provincial budgets provide spending on public transport. The national Department of Transport administers bus subsidies using provinces as implementing agencies. In addition to the national bus subsidy scheme, provinces subsidise public transport. Table 7.17 shows that expenditure on bus subsidies grew at an average annual rate of 8,2 per cent between 2001/02 and 2004/05. Spending on bus subsidies increases at a slower rate with an average annual growth of 5,3 per cent over the medium term to reach R2,5 billion by 2007/08.

The national department administers bus subsidies, using provinces as implementing agencies

Table 7.17 National bus subsidies expenditure to provinces, 2001/02 to 2007/08

	2001/02	2002/03 Outcome	2003/04	2004/05 Preliminary outcome	2005/06	2006/07	2007/08	Average annual growth 2001/02– 2007/08
R million								
Eastern Cape	54	61	78	84	87	92	98	10,4%
Free State	92	99	111	117	123	130	137	6,9%
Gauteng	686	720	749	789	835	885	920	5,0%
KwaZulu-Natal	360	412	423	452	472	500	528	6,6%
Limpopo	58	64	79	95	89	94	111	11,4%
Mpumalanga	153	164	200	211	223	237	246	8,2%
Northern Cape	11	11	14	15	15	16	17	7,5%
North West	24	20	37	30	41	44	35	6,5%
Western Cape	277	295	353	380	394	417	444	8,2%
Total	1 715	1 846	2 044	2 173	2 279	2 415	2 536	6,7%
Percentage of total bus subsidies								
Eastern Cape	3,1%	3,3%	3,8%	3,9%	3,8%	3,8%	3,9%	
Free State	5,4%	5,4%	5,4%	5,4%	5,4%	5,4%	5,4%	
Gauteng	40,0%	39,0%	36,6%	36,3%	36,6%	36,6%	36,3%	
KwaZulu-Natal	21,0%	22,3%	20,7%	20,8%	20,7%	20,7%	20,8%	
Limpopo	3,4%	3,5%	3,9%	4,4%	3,9%	3,9%	4,4%	
Mpumalanga	8,9%	8,9%	9,8%	9,7%	9,8%	9,8%	9,7%	
Northern Cape	0,6%	0,6%	0,7%	0,7%	0,7%	0,7%	0,7%	
North West	1,4%	1,1%	1,8%	1,4%	1,8%	1,8%	1,4%	
Western Cape	16,2%	16,0%	17,3%	17,5%	17,3%	17,3%	17,5%	
Total	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	
Percentage growth (average annual)		2001/02 – 2004/05		2004/05 – 2005/06		2004/05 – 2007/08		
Eastern Cape		15,9%		3,6%		5,3%		
Free State		8,3%		5,1%		5,4%		
Gauteng		4,8%		5,8%		5,3%		
KwaZulu-Natal		7,9%		4,4%		5,3%		
Limpopo		17,9%		-6,3%		5,3%		
Mpumalanga		11,3%		5,7%		5,2%		
Northern Cape		10,9%		0,0%		4,3%		
North West		7,7%		36,7%		5,3%		
Western Cape		11,1%		3,7%		5,3%		
Total		8,2%		4,9%		5,3%		

Source: National Treasury provincial database

Public transport expenditure

Provincial public transport expenditure is growing at an average annual rate of 16,3 per cent

Table 7.18 shows that provincial public transport expenditure increased from R617,2 million in 2001/02 to R948,6 million in 2004/05 and is budgeted to grow by an average annual rate of 16,3 per cent over the medium term to reach R1,5 billion by 2007/08. In 2004/05, North West spends the greatest proportion of provincial public transport spending, at 46,1 per cent, and Northern Cape the lowest proportion, at 0,8 per cent. Again, Northern Cape reflects lower spending, because its smaller population does not have the same kind of transport demands as the more populated provinces. Spending

on public transport in Limpopo is budgeted to grow sharply from R185,9 million in 2004/05 to R352,4 million in 2007/08, in line with its transport strategy to make the province a logistic hub for the Southern African region. The growth in public transport spending in North West augments the bus subsidy scheme and extends subsidised bus transportation to the rural poor.

Table 7.18 Provincial public transport expenditure, 2001/02 to 2007/08

	2001/02	2002/03 Outcome	2003/04	2004/05 Preliminary outcome	2005/06	2006/07 Medium-term estimates	2007/08
R thousand							
Eastern Cape	67 257	80 722	135 657	104 596	146 256	160 961	176 442
Free State	8 422	9 596	16 028	13 002	17 735	18 605	21 966
Gauteng	82 560	150 164	191 415	59 886	59 424	61 789	62 939
KwaZulu-Natal	19 705	27 152	31 884	30 967	34 103	35 889	37 288
Limpopo	69 587	114 115	114 088	185 850	219 262	325 707	352 418
Mpumalanga	36 234	47 829	47 666	49 094	55 467	55 615	58 396
Northern Cape	4 610	8 319	5 905	7 875	11 734	13 438	13 060
North West	309 154	429 551	390 707	437 616	524 242	541 137	573 432
Western Cape	19 664	45 999	115 328	59 694	211 127	283 425	197 856
Total	617 193	913 447	1 048 678	948 580	1 279 350	1 496 566	1 493 797
Percentage of total public transport expenditure							
Eastern Cape	10,9%	8,8%	12,9%	11,0%	11,4%	10,8%	11,8%
Free State	1,4%	1,1%	1,5%	1,4%	1,4%	1,2%	1,5%
Gauteng	13,4%	16,4%	18,3%	6,3%	4,6%	4,1%	4,2%
KwaZulu-Natal	3,2%	3,0%	3,0%	3,3%	2,7%	2,4%	2,5%
Limpopo	11,3%	12,5%	10,9%	19,6%	17,1%	21,8%	23,6%
Mpumalanga	5,9%	5,2%	4,5%	5,2%	4,3%	3,7%	3,9%
Northern Cape	0,7%	0,9%	0,6%	0,8%	0,9%	0,9%	0,9%
North West	50,1%	47,0%	37,3%	46,1%	41,0%	36,2%	38,4%
Western Cape	3,2%	5,0%	11,0%	6,3%	16,5%	18,9%	13,2%
Total	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%	100,0%

Source: National Treasury provincial database

Implementation of the taxi recapitalisation policy

The national Department of Transport plans to spend R7,7 billion over the next seven years to recapitalise the taxi industry. The initial R250 million in 2005/06 has been committed for scrapping the old vehicles through a scrapping administration agency. The agency will ensure that old vehicles are completely removed from the commercial taxi market. Approximately 97 000 taxis will be scrapped during this period and replaced by new, safer vehicles. To ensure that the recapitalisation is affordable to both the taxi industry and government, the department has introduced safety standards for all new taxis, on the basis of different bands defined by gross vehicle mass. These safety requirements have been published in the Government Gazette for public comment, thereafter they will be consolidated into regulations.

All vehicles used for public transport will need to be issued with an operating licence. Provinces are currently converting the existing taxi permits to operating licences, in line with the National Land Transport Transition Act (2000). The operating licence will be issued only to a

The taxi recapitalisation process is budgeted to begin in 2005/06

The taxi industry will see improved safety and a better managed operation

legal vehicle which in terms of the law is defined and registered as a taxi. Other than improving passenger safety and creating a well-managed taxi operation, taxi recapitalisation and licensing should give owners the opportunity to increase their revenue as they will be able to access other markets. These include tourism transport, shuttle services, on demand services for business, conferencing and special events, community and social service transport, and healthcare.

Conclusion

Government recognises the role road and transport infrastructure plays as a catalyst to economic growth and in improving integration between the first and the second economies in the country. It is taking steps not only to ensure the maintenance of the road and transport network, but also to make sure that there is improved passenger safety through an effective traffic management system. It needs to promote a safe public transport system that will encourage people to gradually migrate away from private transport.