

# WORKING PAPER 1

## REPORT ON TRANSPORT IN RUSTENBURG LOCAL MUNICIPALITY

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# 1. INTRODUCTION

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## 1.1 Background

Man has questioned the best means to get from here to there since the wheel was invented. In a modern world with a variety of competing modes of transportation and a multitude of affected interests, the argument continues with different ideas and opinions of optimum transport solutions particularly in urban areas. Transport is a critical means by which commuters can effectively move across their residential areas, workplaces and places of commercial exchange. It is defined as the combination of infrastructure and services to move people and goods from their point of origin to different destinations. Public transportation mode in South Africa in general and in Rustenburg, has been largely by taxis and buses. These modes have however not been able to provide optimal mobility solutions to South African commuters, especially those living in the Rustenburg area.

## 1.2 Overview of the paper

The first section of this working paper discusses the *status quo* of transportation in the Rustenburg Local Municipality, (RLM) followed by the envisioned transport system for the City of Rustenburg. This is done by an analysis of the transportation wheel metaphor within the context of RLM. This working paper is based on the publications such as the Integrated Development Planning (IDP), Integrated Transport Planning (ITP), Moving South Africa, Public Transport Strategy and Public Transport Action Plan all which envisage efficient and effective transport networks in South Africa to foster economic growth. The last section of the paper provides recommendations in terms of the way forward in achieving an integrated transport system for the city of Rustenburg.

## 2. STATUS QUO OF TRANSPORT IN THE RUSTENBURG LOCAL MUNICIPALITY

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Historically, public transport mode in the Rustenburg city has been characterised by taxis and buses, which seem to not be optimal for the transport needs of commuters of the city and it is highly likely that they will be inadequate in the medium and long term looking at the projected demographic increases. Major focus on transport has been on roads with the Road Master Plan being the only transport plan prior to the first Integrated Transport Plan (ITP) for the municipality which was developed in 2007. The provision of transport infrastructure has been done through the directorates of Public Safety and Infrastructure Development and Management.

According to Mr Nick Pretorius, transport functions in Rustenburg Local Municipality (RLM) fall under the directorate of Infrastructure Development and Management, but however some of the transport functions were done under the Directorate of Public Safety. He reveals that he has been performing some of the transport planning and advisory to the municipality in his capacity as Technical Advisor for RLM. Mr Pretorius also reveals that most transport matters such as for example travel demand surveys and freight strategy amongst others have traditionally been outsourced to consultants. Though RLM is set to transform its transport system as a whole, Nick rates the current *status quo* of the transport scene at 36%, based on all components of the transport wheel metaphor, as discussed in section 2.1 of this report.

The structure and layout of the Rustenburg city has a significant impact on the transportation that needs to be provided to serve them. Rustenburg is characterised by mining industries which account for a significant proportion of total employment in the city located at peripherals of the city.

## TRANSPORTATION IN RUSTENBURG LOCAL MUNICIPALITY

Presently the mines provide private transport in the form of buses to transport their workers to and from work per work shift. This is because mines want to avoid the costs caused by workers arriving late as a result of ineffective public transport system, which evidently cannot cater for extended mining industries' working hours.

From personal observation, the poorest members of the community of Rustenburg live the furthest away from their places of work. These communities such as Kanana, Chaneng Phokeng are rural areas and depend out of necessity, on public transport which is inconvenient most of the time. However many of the workers in these areas seek transport to the peripherals of the city where mines are located on a daily basis, rather than into the city centre. The condition and or lack of public transport facilities like ranks for buses and taxis do not contribute to the effectiveness, access, quality or dignity of public transport users in the city.

Subsequent to successful hosting of the soccer world cup in 2012, Rustenburg has portrayed itself as destination of choice in terms of business, leisure and residence. Thus as the population of the city grows, so does congestion on the roads. Congestion that was previously experienced only at approaches to the city centre now occurs and will continue to occur in the outlying centres.

For successful achievement of a new efficient transportation system, there needs to be a benchmark model which suggests an ideal implementation method, the Transportation Wheel Metaphor model, as is discussed in this section. Finance, infrastructure, and services as major components of the model are discussed in this section as critical issues which deserve great attention in providing a proper transport system. A discussion of Public participation and social inclusion in the municipality is given. This chapter describes the *status quo* of the transport infrastructure in the Rustenburg municipality in terms of finances, infrastructure, services, and social inclusion in public transport.

## 2.1 The transportation wheel metaphor

The transportation wheel metaphor model defines the multi-disciplinary nature of transport planning and how it is influenced by other disciplines. This model suggests that efficient and effective transport solutions cannot be delivered without taking into consideration other factors which influence the plan, as illustrated by the wheel metaphor in Figure 1.

The transportation wheel metaphor has the transport authority as its core. This is the institutional structure which is responsible for the transport scene as whole. Surrounding the transport authority are the acts, laws and regulations which govern the transport services. The spikes in the wheel represent all the factors that are involved in the planning and provision of a good transport system. Finally, like a real life wheel, the spikes are contained in a hard protective layer referred to as policy.

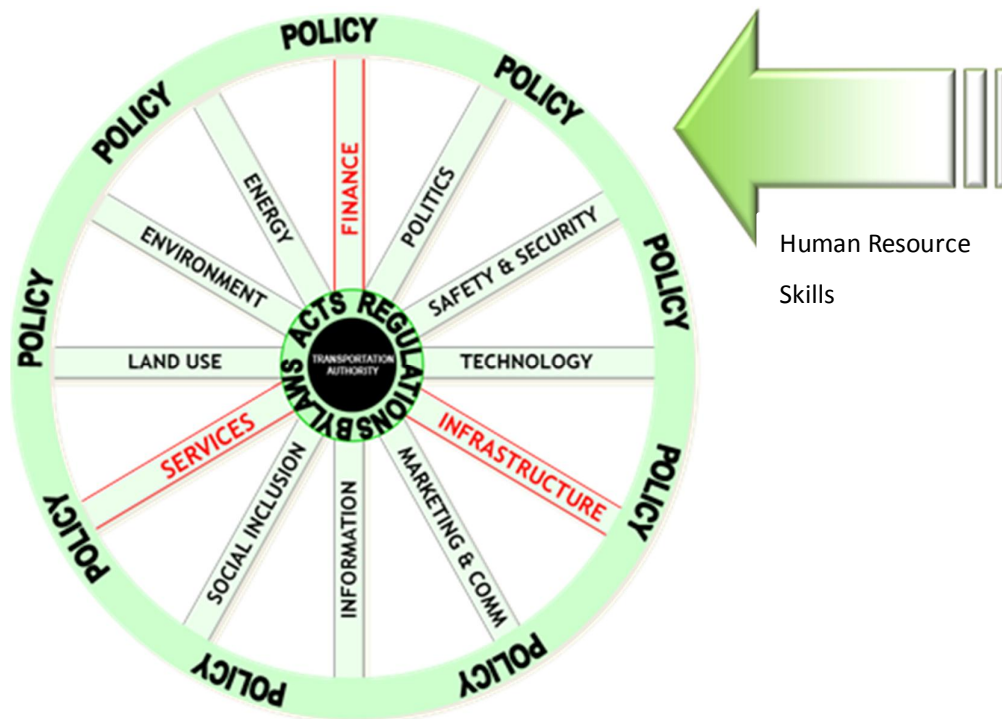


Figure 1: The Transportation wheel metaphor

### 2.1.1 The transportation authority

Records show the difficulty of formulating and administering effective public policies concerning transportation. It shows that pervasive physical, social, economic and political alterations have taken place as a result of transportation happenings (David , 1965).

The hub of the wheel is the transport authority, which is the institutional structure that has the responsibilities, authority and powers to render transport plans for its area of jurisdiction. The (National Land Transport Act No. 5 of 2009) states that functions of the transport authority include formulation of transport policies for their area and to coordinate modes of public transport by preparing various types of transport plans as a planning authority. The municipality in its capacity as a transport authority prepares transport plans in line with provincial and national guidelines for its area; and is responsible for the implementation of the plans. It also monitors performance in line with its goals and objectives.

The transport authority in Rustenburg is the local municipality although it currently has no formal transportation institution responsible for transport planning within the municipality. The municipality, as the sphere of government directly accessible to the public, implements the transport plans, strategies and plans in line with the national and provincial guidelines.

### 2.1.2 Transport service and infrastructure

Public transport and walking are lifeline modes of more than 80% of South Africans (Department of Transport 2007) and thus should be prioritised instead of private car travel. However according to the National Household Travel Survey of 2003; users are unhappy with the current public transport service. These are some of the problems that the RRT project must address and eliminate with the implementation of IRPTN, by integrating public transport services with safe walk and bicycle pathways.

## TRANSPORTATION IN RUSTENBURG LOCAL MUNICIPALITY

The National White Paper of transport argues that efficiency has to be enhanced in the public transport sector but this could be achieved by ensuring competition in the provision of infrastructure and operations. In Rustenburg there has been a fair provision of transport infrastructure but there has been a decimal lack of service. Provision of transport infrastructure without good service renders the transport system ineffective. Therefore the implantation of new IRPTN must be complemented by an outstanding service. These include safety, frequency, affordability, accessibility and efficiency.

### 2.1.3 Public participation

Public participation, within the municipality context, is a complex system of interacting and involving the people in the process of making decisions that affect the conditions within which they live. In terms of Chapter 4 of the (Municipal Systems Act 2000) municipalities must develop a culture of municipal governance which complements formal representative government with a system of participatory governance.

Municipalities are the sphere of government that is closest to the people. They have powers and duties which directly affect the development of local areas and the daily lives of local residents. Therefore they must create easily accessible channels of public participation and engagement.

Public transport is a sensitive issue in South Africa and is particularly dominated by the unregulated taxi industry in the Rustenburg area. It is therefore of utmost importance to involve the community in the planning of the new public transport system. This clause encourages the municipality to involve organizations, business, community groups, and ordinary citizens in the planning of Rustenburg Integrated Public Transport Network (RIPTN).

Community participation is important for RIPTN planning in that it will give a platform where problems regarding the current system and grievances are shared from which a mutually beneficial system can be developed. Community participation in the planning stage of RIPTN can win the support of commuters and therefore they may shift to the new system once it becomes operational.



### 3. ENVISIONED TRANSPORT SYSTEM FOR RUSTENBURG LOCAL MUNICIPALITY

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Rustenburg is one of the fastest growing cities in South Africa and has the potential for phenomenal economic growth. Cities including Rustenburg are to implement integrated rapid public transport service networks as the mobility wave of the future and which are the only viable option that can ensure sustainable equitable and uncongested mobility in liveable cities and districts (Department of Transport, 2007). Rustenburg is one of 12 metropolitan cities in South Africa identified by the National Department of Transport as being in urgent need of an Integrated Rapid Public Transport Network (IRPTN) to support the economic development of the area. This IRPTN aims to develop a transport system that places 85% of the city's population within one kilometre of an IRPTN trunk or feeder corridor. Rustenburg is one of 12 metropolitan cities in South Africa identified by the NDOT as being in urgent need of an IRPTN to support the economic development of the area enable a mode shift of at least 20% of work car trips to public transport service.

More and more people live and work in Rustenburg and the city has a population of over 500,000 already. In South Africa, in the cities of Cape Town and Johannesburg the first phases of rapid transport systems are in place. Rustenburg therefore can learn much from the existing experiences of Cape Town's My Citi and Johannesburg's Rea Vaya, (Rustenburg Rapid Transport, 2012).

The new public transport system will contribute to the lifeblood of the Rustenburg economy. It will ensure better management of our road space, more efficient transport for our growing population, reduced congestion on our roads, a lower carbon footprint and more attractive city and a better quality of life for our citizens. The Rustenburg Rapid Transport System aims to meet the transport needs of more than 200,000 commuters in the City of Rustenburg and the surrounding areas.

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The new environed public transport system will be designed so that all people can easily use it, including the estimated 6,000 people who are not able bodied, such as the disabled, the visual and hearing impaired, the elderly, young children and children in prams and injured people on crutches or in wheelchairs.

## 4. CONCLUSION

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This report has reviewed the *status quo* of transport in Rustenburg and has discussed the envisioned transport system for the city. With the rising and growing need for an effective public transport system for the city of Rustenburg, the harmonisation in terms of serving the commuters, protecting public interest as well as preserving the environment is becoming increasingly important. In order to encourage the use of public transport modes, concerted efforts to improve the standards and services provided by the public transport modes are critical. This would not only require financial, infrastructural and operational commitment from the government and transport operators; residents of Rustenburg must also support the effort to increase public transport usage to make it viable. With the implementation of the IRPTN network, the critical issue will be to provide world class service to commuters.

The provision of transport infrastructure is by far the most important method of achieving public-support objectives. Although the National Treasury is allocating the funds to the new public transport system in Rustenburg, their funds are limited and should be applied where they would most benefit the community. There is much more to be done, including the establishment of the transport authority within the municipality and the design and adaptation of an effective governance model for all transport functions.

## 5. RECOMMENDATIONS

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### 5.1 Public participation

It is important to promote the Bus Rapid Transport (BRT) system as a transport brand and a system for the future. It is suggested that one means of achieving this is through engaging the young generation in schools and the youth by teaching them the advantages and benefits of using public transport. This way the learners and the youth will be instilled with the reliance on public transport mind-set that should be achieved.

It may be necessary to launch an intensive support programme in respect of the BRT and overall Rustenburg Integrated Public Transport Network once implemented. The reason for this is that although public transport is already the lifeline mode of majority of citizens of Rustenburg, the new public transport mode can play a major role in the development of the region. Therefore it can receive a major share of transportation mode competitively against private car usage.

For the purpose of inclusive community participation in terms of the (Municipal Systems Act 2000), clause 17.2, it is recommend that a direct hotline telephone service for the Rustenburg integrated public transport system be set up for receiving and processing of petitions and complaints lodged. In fact, the (National Land Transport Act No. 5 of 2009 2009) section 18.2 requires every municipality that establishes an IRPTN to create a call centre where passengers and other interested parties may lodge complaints and or enquiries regarding public transport services in its area and must follow up such complaints and, where appropriate take the necessary action to remedy the situation.

## 5.2 Transport Authority and its Organisational structure

The (National Land Transport Act No. 5 of 2009) provisions the establishment and operations of transport authorities at the municipal sphere of government. It is recommended that Rustenburg Local Municipality (RLM) establish a department or directorate which is the transport planning authority that should provide transport infrastructure and services through grouping transport functions into a single, well-managed and managed institutional structure within the administration of the municipality.

The organisational structure must have the required manpower, basic equipment, adequate and realistic budgetary requirements and the necessary skills. The TRIP programme is thus aimed at equipping personnel of this unit with personnel trained in public transport planning and management to be responsible for all transportation functions within the RLM.

It is suggested that the new directorate comprise of five sections, namely the Transport planning and management department responsible for monitoring and operating the new public transport system.

The role of the transport planning and management department of the transport authority should also include data management, research, information dissemination, surveying, policy making, planning and enforcement. The traffic service unit will be responsible for traffic law enforcement, ordinances as well as performing manual traffic control and direction. This department will comprise of traffic officers and public safety officials who will conduct their duties as per Public Safety Act of 2002.

The traffic management centre should be the unit tasked with monitoring traffic and the bus rapid transit network as whole. The TMC will handle transport demand management, traveller information, the automated fare collection system, transport safety and security, fleet management, and integration and communication between stations, vehicles, roadside terminals and the back-office.

## TRANSPORTATION IN RUSTENBURG LOCAL MUNICIPALITY

The engineering and maintenance unit will be responsible for maintaining all transport infrastructures in the municipality including BRT stations, routes and vehicles. Roads are designed with the full understanding that deterioration of the road pavement and surface will take place and that maintenance measures will be required to ensure appropriate standards, particularly where Bus Rapid Transit lanes are. Many factors including traffic levels and traffic growth, climate and topography affect the rate of deterioration in road pavement and road surfaces. It is for this reason that routines maintenance must be carried out to provide the road user with a safe environment. Lastly, the fifth department, the Administrative unit will provide all administrative work for the transport authority.

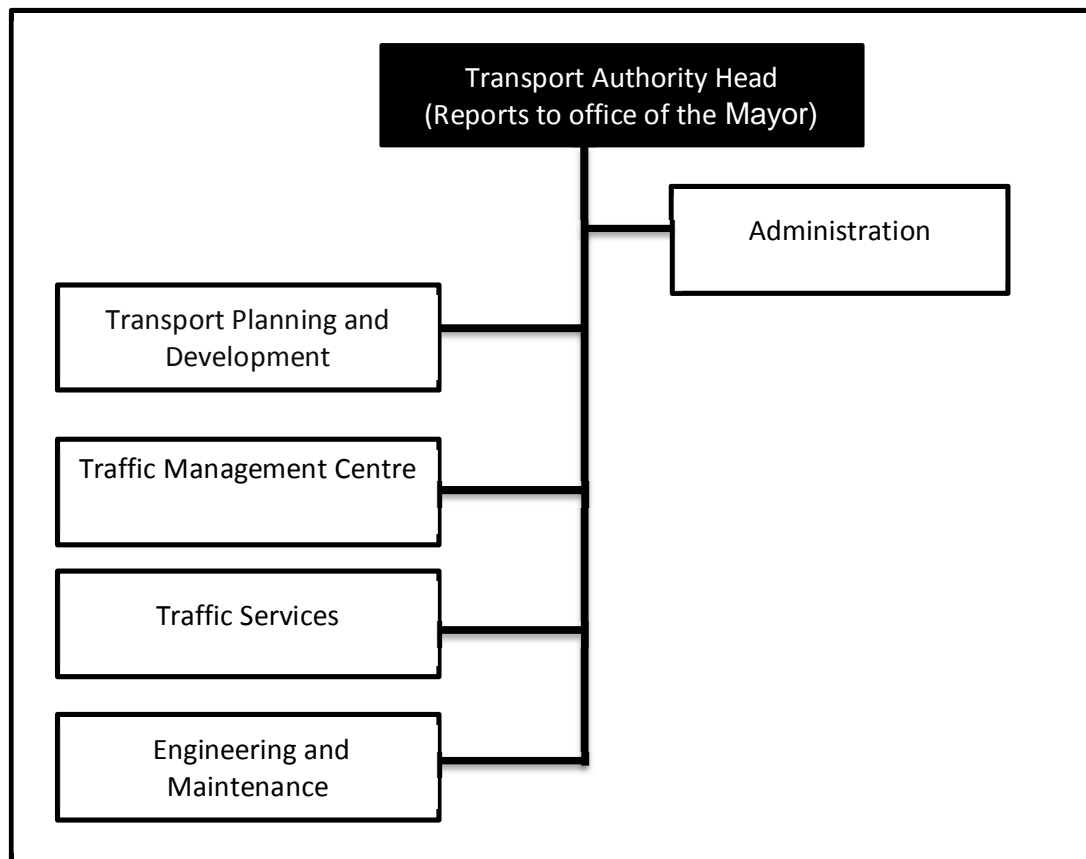


Figure 2: *Institutional Structure of Transport Authority*

The (Municipal Systems Act 2000), section 15.1 states that every municipality that is establishing an integrated public transport network (IRPTN) an intermodal planning committee consisting of prescribed technical officials and prescribed representatives of all transport mode operators, users and formal business. The function of the intermodal planning committee is to co-ordinate public transport between modes in order to achieve the objectives of this act.

### **5.3 DEVELOPMENT OF PUBLIC POLICY ON TRANSPORT**

Public policy on transport is not only difficult to define, but evolves continuously as the transport system develops. Thus the implementation of Rustenburg Integrated public Transport Network (RIPTN) will require RLM to develop a new transport policy. The new Public policy on transport must aim to achieve two broad objectives; development and competition-related objectives. It must have a development objective in a sense that the policy must prioritise public transit, and foster its development over private transport. This can be facilitated by cheaper fares, strict parking policies and law enforcement of private vehicles. Secondly it must be competitive in that users derive substantial benefits in using public transport compared to travelling in private vehicles.

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