

# Making Public Transport Universally Accessible For All

Portfolio Committee on Women, Children and  
People with Disabilities

05 September 2012



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# 1. Introduction



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# Introduction

- South Africa is required to develop public transport networks that can be used by everyone in the country. These are known as integrated public transport networks (IPTNs), outlined in the Public Transport Strategy 2007.
- Public transport networks are networks are created by the integration of local rail, bus, mini bus taxi and on-demand services; which link with long-distance services, air, train, coach and midi-bus taxi.
- The Department of Transport (nDOT) has prioritised Bus Rapid Transport (BRT) and Rapid Rail as critical elements of the IPTN where the municipal situation warrants such an intervention, i.e. passenger numbers and demand indicate that a special intervention is required.
- The nDOT is required by law to provide for passengers with special categories of need in public transport.



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# Legislative and Policy Context

The following national documents contain the requirement to provide for passengers with special categories of need:

- The National Land Transport Act 2009 (Functions of Minister, 5(4) & 8)
- The Public Transport Strategy 2007
- The Implementation Strategy to Guide the Provision of Accessible Public Transport Systems in South Africa (Accessible Public Transport Strategy). Draft for publication 2009, updated 2011. (Chapter 7, 7.5)

There is an additional requirement to include people with disabilities in particular, under:

- The Promotion of Equality and Prevention of Unfair Discrimination Act 2000 (Chapter 5, Section 25, 1(c) iii).

And an international obligation under the United Nations Convention on the Rights of People with Disabilities (UN Convention), signed by South Africa in 2007.

# Passengers with Special Categories of Need



The National Land Transport Act defines passengers with 'special categories of need.' These are:

- 1. People with disabilities:** defined in the Act as people with a physical, sensory or mental disability; which may be permanent or temporary.
- 2. The aged:** or elderly people. People over the age of 55 usually fall in this category.
- 3. Pregnant women:** usually taken as women in their last three months of pregnancy.
- 4. Young children:** this is usually defined as children between the ages of 0-14.
- 5. Those who are limited in their movements by children:** men and women accompanying young children.



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# Passengers with Special Categories of Need

Research undertaken by the DOT shows that the following groups also have needs when using public transport:



**6. Signage passengers:** people who are unable to read or who are unable to understand the language used on the signage. Tourists are also included as signage passengers.



**7. Female passengers:** whilst safety and security affects all passenger groups and both genders, it should be noted that female passengers are particularly at risk of crime and abuse.



**8. Load carrying passengers:** people carrying bags, luggage, or goods of a size that means that they benefit from accessibility features. In the South African context this category is important to the low-income community. People travelling with bicycles are generally also included in this category.



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## **2. Accessible Public Transport Strategy, the Programme of Action and its Implementation**



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# Most Existing Public Transport Systems

- Are not accessible



# Problems with Many Existing Public Transport Systems

- **Pre-travel confidence and information** – lack of info to give passenger confidence that trip can be made.
- **Origin to point of access** – poor provision/maintenance of public facilities (sidewalks, directional signage, etc).
- **Point of access** – difficulties identifying the vehicle needed for travel and distinguishing vehicle destination.
- **Boarding and alighting** - vehicles are generally inaccessible, overcrowding and the dwell time of vehicles at stops.
- **On-board the vehicle** – unsafe speeds, lack of restraint systems.



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# The Accessible Public Transport Implementation Strategy

## Five Thrusts of the Implementation Strategy

Creation of an enabling environment

Continuous upgrading of existing services (Modal Upgrading)

Provision of Integrated Rapid Public Transport Networks (IRPTNs) and Integrated Public Transport Networks

Roll-out of Rural Transport Packages

Improvements for legacy projects (for example the 2010 FIFA World Cup)



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# Programme of Action on Accessible Public Transport (PoA)

This is an internal working document which has developed the Accessible Public Transport Strategy into a series of programmes that can be implemented over time.



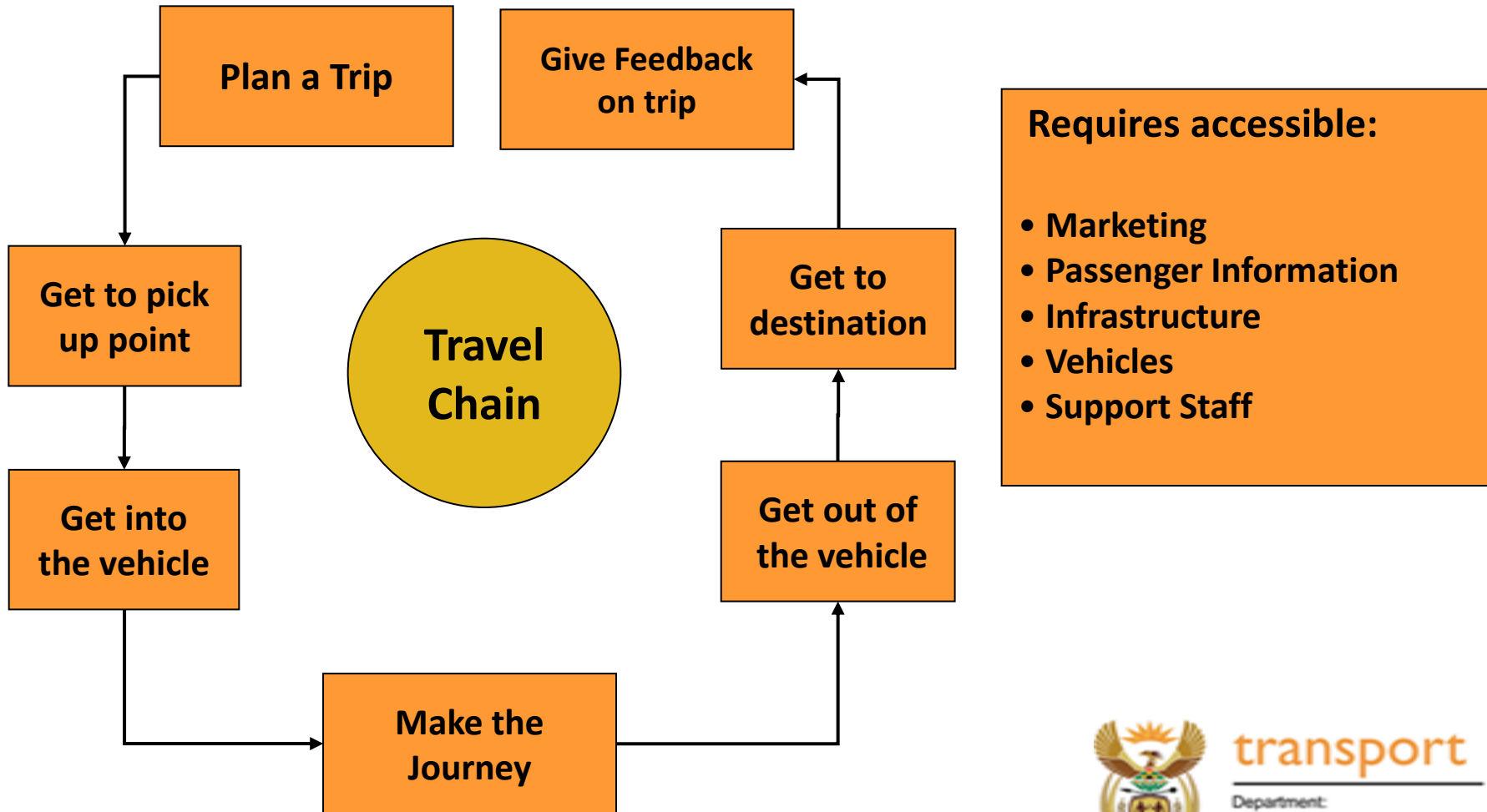
The request for its development came from the Deputy Minister of Transport in 2010.

It will be implemented over the same timeframe as the Public Transport Strategy.



# The Travel Chain

The travel chain is the term used to describe the steps through which any journey that is taken can be expressed:



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# Universal Design in the Travel Chain

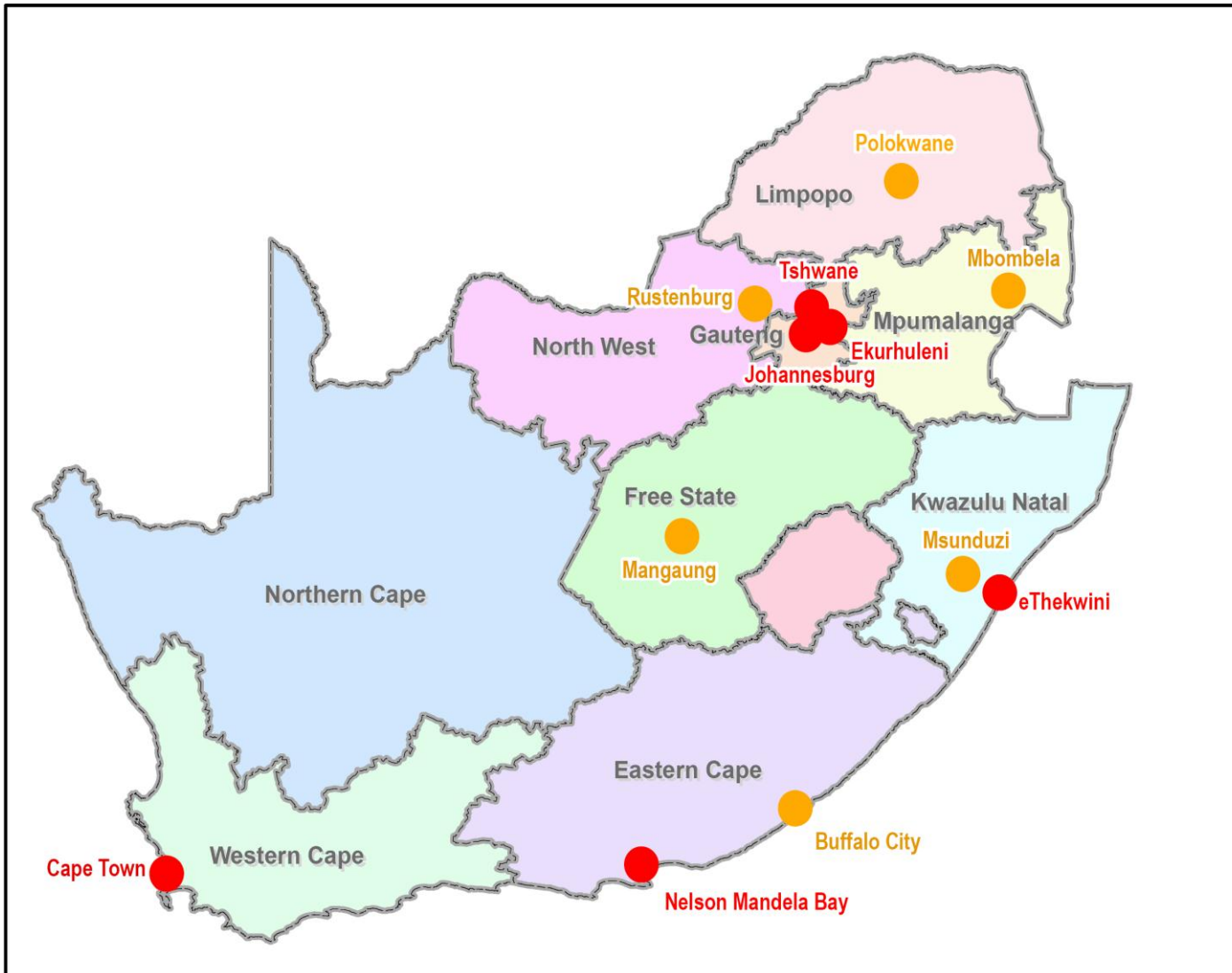
In order for passengers with special categories of need to be included in public transport, their needs have to be accommodated in each step of the travel chain.

The approach used to achieve this is through universal design and universal access. The UN Convention requires that this approach is taken.

Universal design in transport services relates to the need to include functional design and other needs that customers have, into all aspects of the travel chain.

Currently transport services are supply side focused, and not consumer focused.

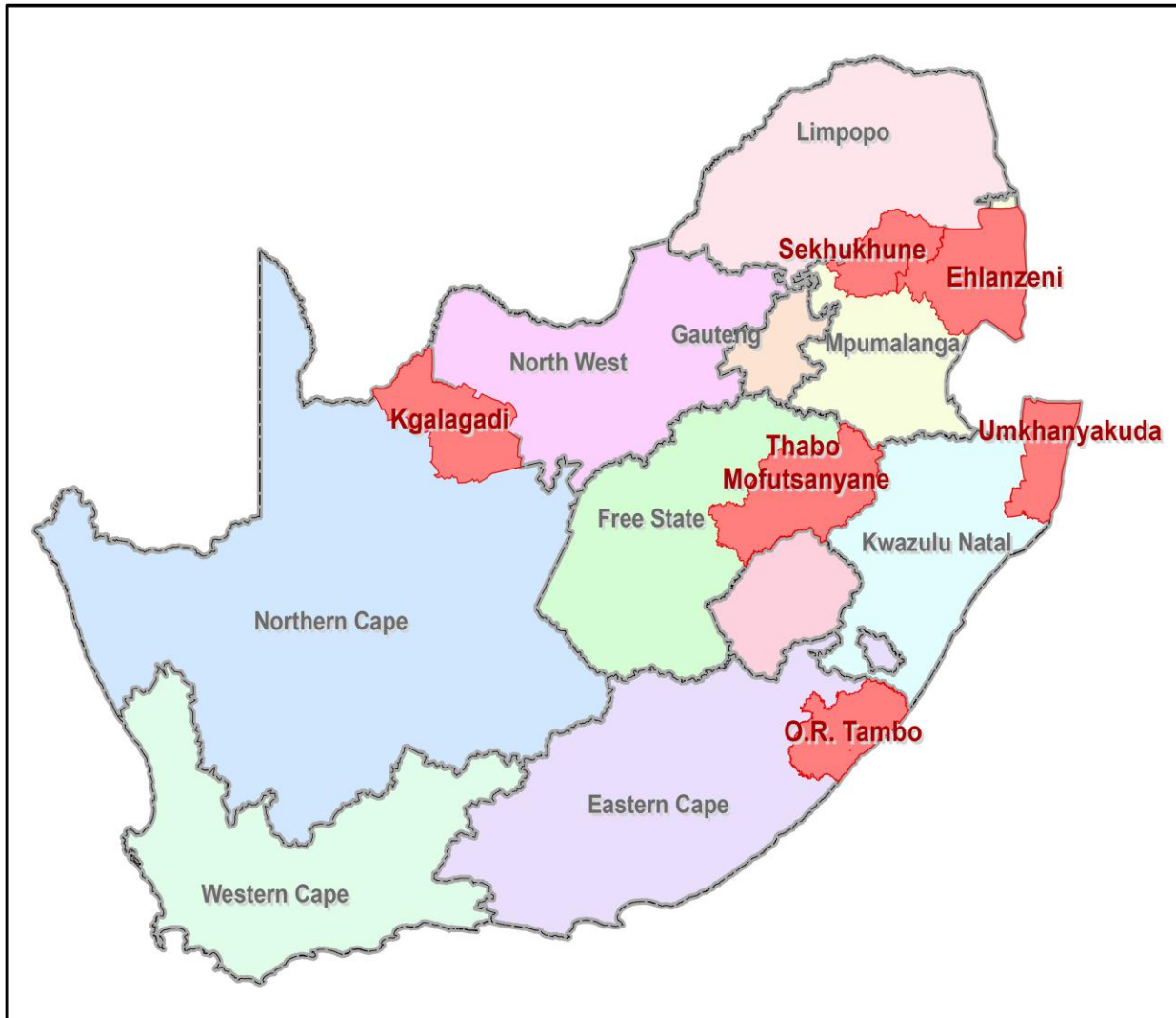
# Accessible Public Transport Systems in South Africa – Integrated Public Transport Networks



Metropolitan Cities
Buffalo City
Cape Town
Ekurhuleni
eThekwini
Johannesburg
Nelson Mandela Bay
Tshwane
Mangaung

Other Cities
Mbombela
Msunduzi
Polokwane
Rustenburg

# Accessible Public Transport Systems in South Africa - Rural Network Packages



## District Municipalities

**Sekhukhune  
(Limpopo)**

**OR Tambo (Eastern  
Cape)**

**Umkhanyakude  
(Kwazulu-Natal)**

**Ehlanzeni  
(Mpumalanga)**

**Thabo Mofutsanyane  
(Free State)**

**Kgalagadi (Northern  
Cape)**



# 3. Progress Report on Implementation

# Public Transport Funding

# Public Transport Infrastructure Systems Grant Framework

<b>Grant Purpose</b>	To provide for accelerated planning, construction and improvement of public and non-motorised transport infrastructure and services
<b>Conditions</b>	<p>Projects must support an integrated network approach as defined in the Public Transport Strategy and in the National Land Transport Act</p> <p>Integrated public transport solutions should incorporate: i) integration between different public transport services, including non-motorised transport infrastructure; ii) fare integration between different services; iii) marketing integration with unified branding; and, iv) institutional integration between the services</p>
<b>Outputs</b>	Network operational plans including universal access design plans and a NMT integration plan



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# Public Transport Operations Grant Framework

**Grant Purpose** To provide supplementary funding towards public transport services provided by provincial departments of transport

## Conditions

- The conditional grant is the national contribution to subsidised service contracts entered into by the provincial departments of transport and public transport operators for the provision of affordable subsidised services
- All contracts concluded must be done as per relevant legislation and in compliance with the Public Transport Strategy
- Designs and business plans detailing subsidised services will have to be approved by the Public Transport Integration Committee comprising of the three spheres of Government to ensure alignment with Integrated Public Transport Networks (IPTNs).



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# Rural Road Asset Management Grant

**Grant Purpose** To assist rural district municipalities to set up rural road asset management system (RAMS), and collect road and traffic data in line with the Road Infrastructure Strategic Framework for South Africa (RISFSA)

- Conditions**
- To record specific visual condition, pavement data, bridges and traffic data for roads.
  - Submit conditional data by end of November each year, with first year of submission being November 2012.
  - Identify and prioritize, according to specific standards, road maintenance requirements within relevant budget limits to improve road conditions and extend road infrastructure life span.
  - Make all data available to nDOT and SANRAL.
  - Develop systems to record data compatible with nDOT specifications.



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# **Universal Design Access Plans and their Implementation**

## **STRUCTURE FOR IMPROVING PUBLIC TRANSPORT SERVICES**



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# The Universal Design Access Plan

The universal design access plan covers the following programmes

- 1 Transport planning
- 2 Operational context
- 3 Marketing and communications
- 4 Customer care
- 5 The fare system
- 6 Passenger information and way finding
- 7 Infrastructure
- 8 Vehicles



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# Access Auditors

# Access Consultants

Access consultants and access auditors have qualifications, skill experience and expertise in applying universal design to the travel chain.



- Access Auditors are based within government structures and advise strategically on the integration of universal access in transport services. This includes undertaking similar periodic assessments to access consultants.

- Access Auditors oversee the work of access consultants and ensure that the consultants provide a suitable services.



- An access consultant advises on how the requirements of passengers with special categories of need can be incorporated into the design and management of the built environment and transport systems.

- Access consultants carry out research, appraisals, audits and other assessments at key points during the development of the transport system.



# **Buses, Midi Bus and Mini Bus Taxis**

## **UNIVERSALLY ACCESSIBLE PUBLIC TRANSPORT**



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# Status Quo

- Bus services are generally not accessible. The Bus sector contracts are still in the process of being transformed to include requirements to improve the accessibility of their services.
- However, in some parts of the country, some private and state owned operators are already purchasing fully and partially accessible vehicles. Examples include municipalities such as eThekwni (People Mover), Tshwane and Joburg (MetroBus) and Cape Town (Golden Arrow). These operators have acquired low entry single and double deck buses which include accessibility requirements for:

- *Step heights*
- *Door widths and head clearance*
- *Use of high contrast colours*
- *Grab handles*
- *Font sizes for in-vehicle signs*
- *Reserved seating*



# NATIONAL ROAD BASED PUBLIC TRANSPORT TRANSFORMATION PLAN: a negotiated approach



# Provincial Status Quo (PTOG Contracts)

Province	Nature and number of contracts				2012/13 Budget
	Total	Interim	Tendered	Negotiated	
Eastern Cape	1	1	0	0	174,466
Free State	7	0	5	2	192,872
Gauteng	34	8	26	0	1,625,746
Kwazulu Natal	39	2	36	1	808,279
Limpopo	11	7	1	3	260,725
Mpumalanga	7	7	0	0	439,003
Northern Cape	6	1	0	5	39,255
North West	4	0	1	3	80,686
Western Cape	1	1	0	0	696,237
<b>GRAND TOTALS</b>	<b>110</b>	<b>27</b>	<b>69</b>	<b>14</b>	<b>4,317,269</b>



# Provincial Status Quo

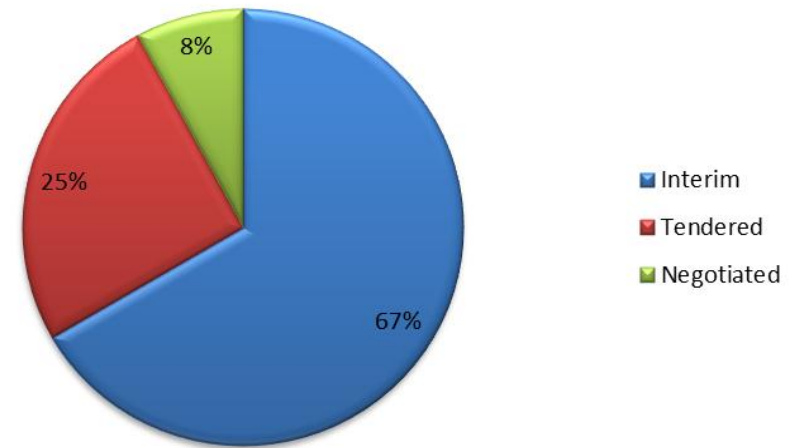
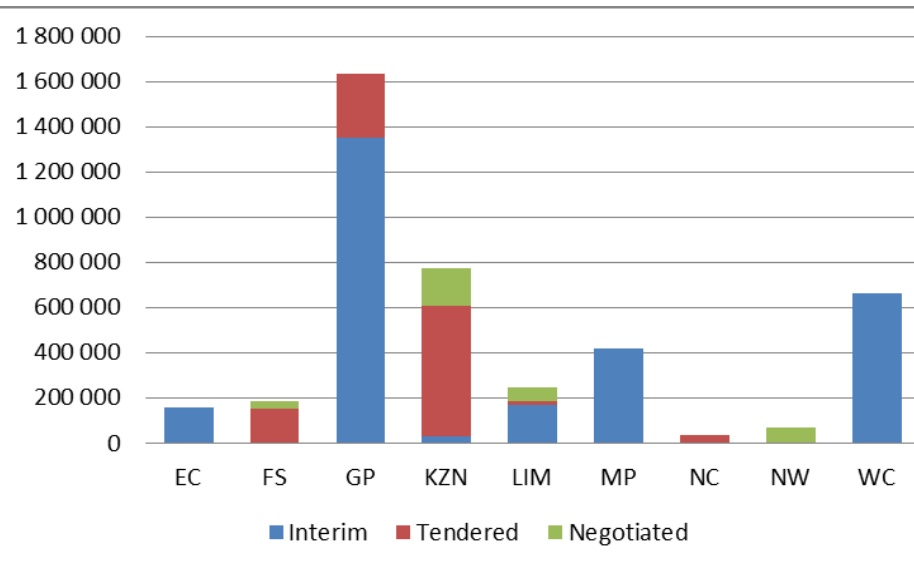
	EC	FS	GP	KZN	LIM	MP	NC	NW	WC
No Contracts	1	7	34	39	11	7	6	4	1
Subs Fleet	372	205	2609	1324	503	583	61	74	1035
Subsidy	157m	184m	1,632m	773m	249m	417m	36m	71m	666m
Av Fleet Age	9yrs	9yrs	9yrs	9yrs	9yrs	9yrs	9yrs	9yrs	9yrs
Expiry of contracts	2000	2013*	2006	2005	2006	2000	2007* *	2009	2000

- \*TC was extended for a period of 7 years in 2006
- \*\*Three new contracts were introduced in 2011
- A national fleet age average of 9yrs is based on a sample of 5 big companies and a few small ones (range from Buscor 4yrs to ABS 22yrs).



# PTOG Split per Contract Type

- About R2.9billion of the R4,3billion annual bus subsidy (PTOG) goes to interim contracts.
- The amount exclude provincial allocations (Limpopo, North West and Eastern Cape).

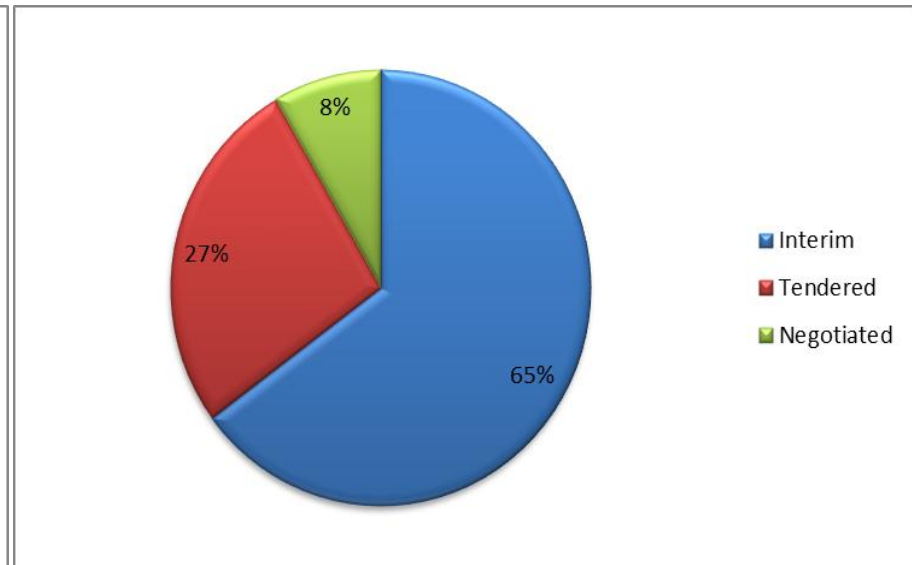
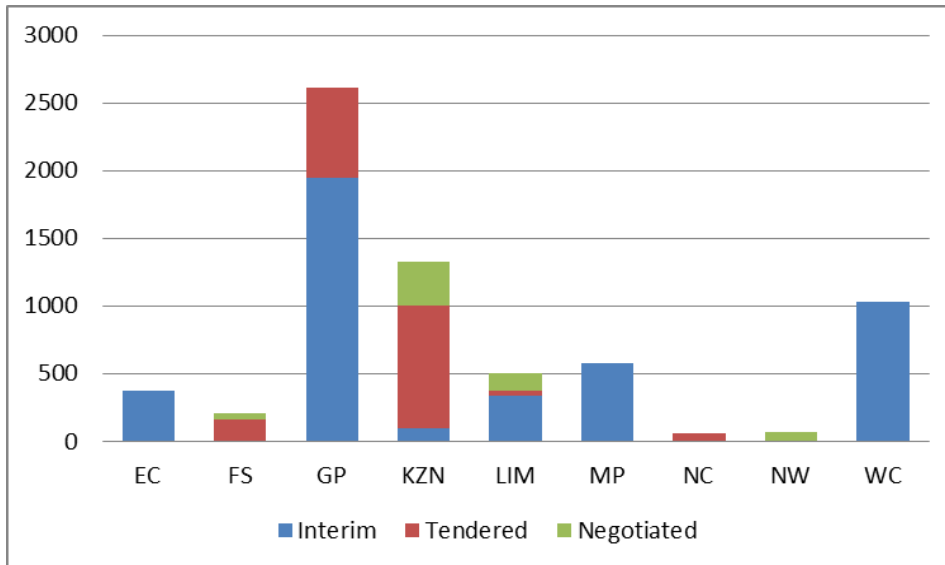


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# Fleet Size per Contract Type

- Almost 65% of the total subsidized fleet (6800 buses) is on interim contracts.
- The figure exclude buses paid out of the provincial allocations and municipal owned buses.



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# Interim Contracts

- Interim contracts are characterized by:
  - Outdated routes
  - Lack of service level and quality specification (reliability, cleanliness, information, punctuality)
  - Lack of monitoring
  - No value for money
  - Operator controlled
  - No fleet recapitalization



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# Transformation - Negotiated Approach

- Competitive tendering remains the ideal option. However the following risks remain challenges:
  - Cost.
  - Availability of levers/ incentives to transform and empower economically; and therefore integrate.
  - Legislation and policy framework.
- The proposed method to advance the transformation of public transport is to **negotiate** all existing bus contracts based on the following:
  - Transformation and integration as the two most focal points.
  - Initially adopt a “holding strategy” approach that seeks to move from month to month and interim contract “nightmare” even in the absence of IRPTN’s to address perpetuation of the status quo as well as the AG’s concerns. This will allow contracting authorities to speed up the finalization of IPTN whilst arresting the imminent total collapse of the system.
  - Amend the NLTA and the Public Transport Strategy to remove obstacles that are likely to prevent negotiations.



# Current (DORA) Allocations

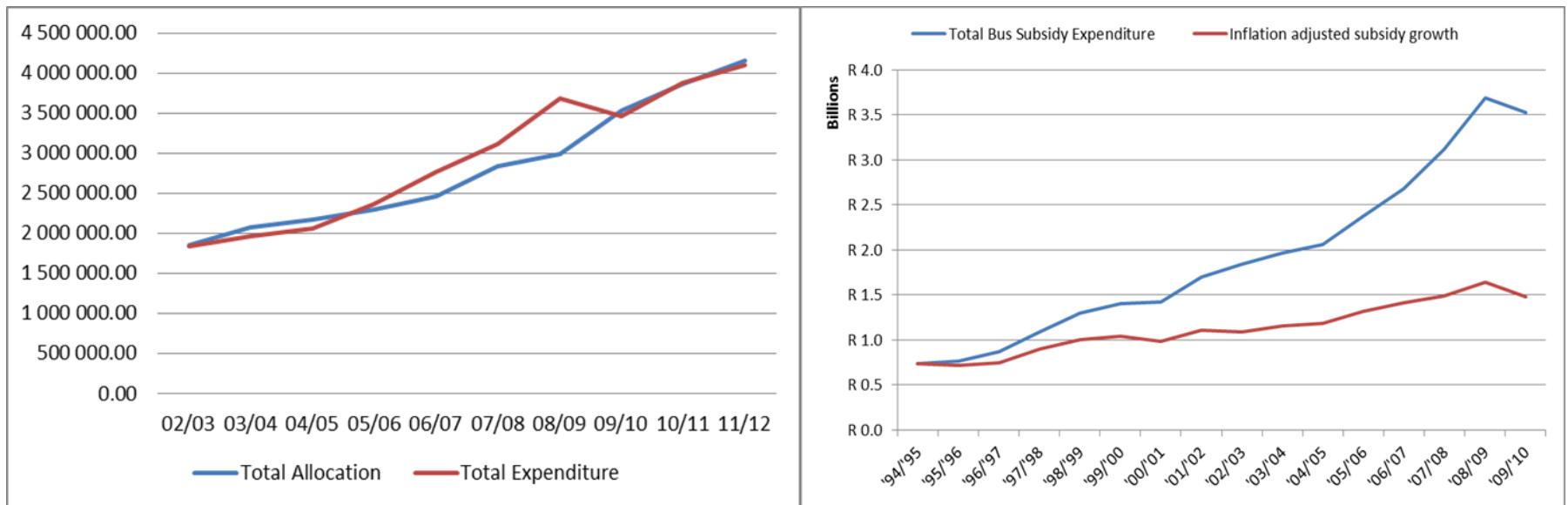
Province	2012/13 Budget	2013/14 Budget	2014/15 Budget
Eastern Cape	174,466	183,960	193,258
Free State	192,872	203,382	213,663
Gauteng	1,625,746	1,714,344	1,801,078
Kwazulu Natal	808,279	852,325	895,350
Limpopo	260,725	274,932	288,840
Mpumalanga	439,003	462,926	486,340
Northern Cape	39,255	41,390	43,480
North West	80,686	85,082	89,380
Western Cape	696,237	734,180	771,320
<b>GRAND TOTALS</b>	<b>4,317,269</b>	<b>4,552,521</b>	<b>4,782,709</b>



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# Subsidy Funding History (Operations)



- Experienced shortfall since 2005/06 with contract escalation and passenger growth increasing by 10% average and subsidy budget increasing by 5% average.
- Of the 11.3% nominal growth in subsidy since 1994/95 inflation accounted for 6.2%.
- Backlog not closed and the 2012/13 increase of 3.95% of baseline insufficient to cover escalation for existing contract (Court actions by operators in Gauteng).

# Consolidated Subsidy Requirement

- In calculating the overall subsidy (operations) requirement for the transformation of subsidized bus contracts, the following assumptions and considerations were applied:
  - Replacement of the existing bus contracts exclude integration with other modes.
  - Indicative subsidy allocation includes provincial equitable share allocations (Limpopo, North West & Eastern Cape).
  - Estimated 30% across the board increase on current budget allocation was factored over the MTEF period.
  - Implementation of the transformation to be phased-in and spread over a three year MTEF period.
  - It may be possible for some contracts to be negotiated within their current subsidy allocation due to the historical imbalances in the distribution of subsidies (this must however be handled with extreme caution).



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# Subsidy Requirement (Holding Strategy)

Province	2013/14				2014/15				2015/16			
	Indicative budget allocation ('000)	Estimated additional ('000)	Estimated budget required ('000)	% Increase required	Indicative budget allocation ('000)	Estimated additional ('000)	Estimated budget required ('000)	% Increase required	Indicative budget allocation ('000)	Estimated additional ('000)	Estimated budget required ('000)	% Increase required
Eastern Cape*	348 938	208 870	557 808	59.9%	366 594	57 985	424 579	15.8%	388 589	0	388 589	0.0%
Free State	203 382	50 568	253 950	24.9%	213 663	10 850	224 513	5.1%	226 483	0	226 483	0.0%
Gauteng	1 714 344	224 383	1 938 727	13.1%	1 801 078	215 935	2 017 013	12.0%	1 909 143	113 389	2 022 532	5.9%
Kwazulu Natal	852 325	29 779	882 104	3.5%	895 350	81 294	976 644	9.1%	949 071	25 655	974 726	2.7%
Limpopo*	575 212	83 085	658 297	14.4%	604 317	58 902	663 219	9.7%	640 574	37 209	677 783	5.8%
Mpumalanga	462 926	116 109	579 035	25.1%	486 340	15 886	502 226	3.3%	515 520	8 518	524 038	1.7%
Northern Cape	41 390	9 484	50 874	22.9%	43 480	0	43 480	0.0%	46 089	0	46 089	0.0%
North West*	522 053	90 435	612 488	17.3%	548 469	69 530	617 999	12.7%	581 377	0	581 377	0.0%
Western Cape	734 180	0	734 180	0.0%	771 320	231 399	1 002 719	30.0%	817 599		817 599	0.0%
<b>TOTAL</b>	<b>5 454 750</b>	<b>812 713</b>	<b>6 267 463</b>	<b>14.9%</b>	<b>5 730 611</b>	<b>741 781</b>	<b>6 472 392</b>	<b>12.9%</b>	<b>6 074 445</b>	<b>184 771</b>	<b>6 259 216</b>	<b>3.0%</b>

\*Budget allocation for these provinces is inclusive of their own equitable share portion

Allocation split for 2013/14:

	PTOG	Province	Total	Split	
Limpopo	274 934	300 278	575 212	48% PTOG	52% Province
North West	85 083	436 970	522 053	16% PTOG	84% Province
Eastern cape	183 974	164 964	348 938	53% PTOG	47% Province

% increase indicates the required increase over and above the annual baseline increase



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# Funding Requirements (Full Integration)

Province	2012/13 Allocation '000	Taxi/SBO integration '000
Eastern Cape	174,466	523,398
Free State	192,872	578,616
Gauteng	1,625,746	4,877,238
Kwazulu Natal	808,279	2,424,837
Limpopo	260,725	782,175
Mpumalanga	439,003	1,317,007
Northern Cape	39,255	117,765
North West	80,686	242,058
Western Cape	696,237	2,088,711
<b>TOTAL</b>	<b>4,317,269</b>	<b>12,951,805</b>



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# Way Forward

- A universal design access plan is needed for bus services.
- Vehicles: the standards for future buses are being reviewed, and will be written into new bus contracts. Some buses (for example the Gautrain buses) are advertised as fully universally accessible and in fact are partially universally accessible.
- Engagements have begun with bus manufactures.
- Legislation/regulations may require changes.
- Municipalities are being encouraged to voluntarily adopt universally accessible vehicles.



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# **Taxis and On-Demand Services**

## **UNIVERSALLY ACCESSIBLE PUBLIC TRANSPORT**



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# Status Quo

- Taxi and other small vehicle design is a problem.
- Taxi driver training and services are not accommodative of people with disabilities.
- Infrastructure is not universally accessible.
- A universal design access plan is not in place
- Dial-a-Ride: this runs in two cities; it is extremely expensive to operate, with many logistical problems.



# Way forward

- Meetings are taking place with those responsible for mini bus taxi services in the Department and SANTACO to start to develop a universal design access plan for taxi services.
- A letter has been drafted for SANTACO's approval to be sent on the re-classification of taxi ranks to enable the Building Regulations, including Part S to apply. Currently these are classified as parking garages.
- BRT feeder routes can replace the need for Dial-a-Ride in urban circumstances. Dial-a-Ride services can then be moved to other more remote locations.



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# Roads Improvement Programme

## IMPROVING ACCESS



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# S'HAMBA SONKE Road Programme (Key Pillars)

Increased  
Investment

Labour Intensity

Know Your  
Network

Improved Access

Safe Road  
Environment

- **Increase investment** in maintenance of key arterial routes to support the rural economy
- **Increased focus** in the cost efficient use of **labour absorptive methodologies** in road construction and maintenance;
- **Know your network:** A focused attention on deployment of local resources to support road network asset management
- **Improving Access** to Schools and Clinics and other public facilities



# Provincial Road Maintenance Grant Allocations

PROVINCE	Previous Allocation		2012-15 MTEF Budget Allocation ( R 25.382 billion)				
	2011/12		2012/13			2013/14	2014/15
	Coal Haulage	Maintenance	Coal Haulage	Disaster	Maintenance		
EASTERN CAPE		R 1 034 086	-	R 166 000	R 1 203 985	R 1 432 390	R 1 498 209
FREE STATE		R 447 165	-	R 44 000	R 524 930	R 605 447	R 634 294
GAUTENG	R74 000	R 492 917	R 4 400	R 2000	R 570 881	R 655 248	R 688 302
KWA ZULU-NATAL		R 1 236 648	-	R60 000	R 1 441 171	R 1 516 651	R 1 590 923
LIMPOPO		R 934 208	-	R 81 000	R 1 087 594	R 1 205 341	R 1 263 047
MPUMALANGA	R511 000	R 505 603	R 659 000	-	R 581 694	R 1 471 078	R 1 454 460
NOTHERN CAPE		R 308 760	-	R 124 000	R 359 706	R 502 060	R 522 498
NORTH WEST		R 501 826	-	R 11 000	R 583 789	R 661 905	R 694 944
WESTERN CAPE		R 411 141	-	-	R 478 895	R 490 359	R 515 153
TOTAL	R 585 000	R 5 872 354	R 663 400	R 488 000	R 6 828 445		
		R 6 457 354			R 7 979 845	R 8 540 479	R 8 861 830

16 %

7 %

3%



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# 4. Responses to Specific Challenges Raised During Public Hearings



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# Response to Challenges

## Challenge

- The convention is weak on its identification of transport services as a means of mobilizing people with disabilities to be able to participate in society.

## Remedy

- These comments were submitted by our Department.
- The Department has appointed a Director to deal with public transport networks on universal access, to work with other officials to raise awareness and to ensure that they understand the need for change.
- MWCPwD to suggest changes to the UN Convention to strengthen the inclusion of public transport.
- To develop universal access plans in all aspects of transport provision.

# Response to Challenges

## Challenge

- Lack of transport for people with disabilities.
- Taxis charging people with disabilities extra for transporting their wheelchairs or other assistive devices.

## Remedy

- To develop universally accessible public transport networks.
- To bring the taxi industry into the public transport networks over time, where universally accessible transport policy will not allow additional fares to be charged.



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# Response to Challenges

## Challenge

- Accessibility of public transport, especially buses and trains remains hampered in many areas due to lack of ramps and physical access to enter the relevant mode of transport.



## Remedy

- Integrated transport and settlement planning.
- Integrated upgrading of roads.
- Implementation of Part S of the building regulations 2011.
- Upgrading through PRASA's programme.
- Alter Taxi rank classification under the building regulations 2008.
- Changes to accessible bus specifications through regulation.



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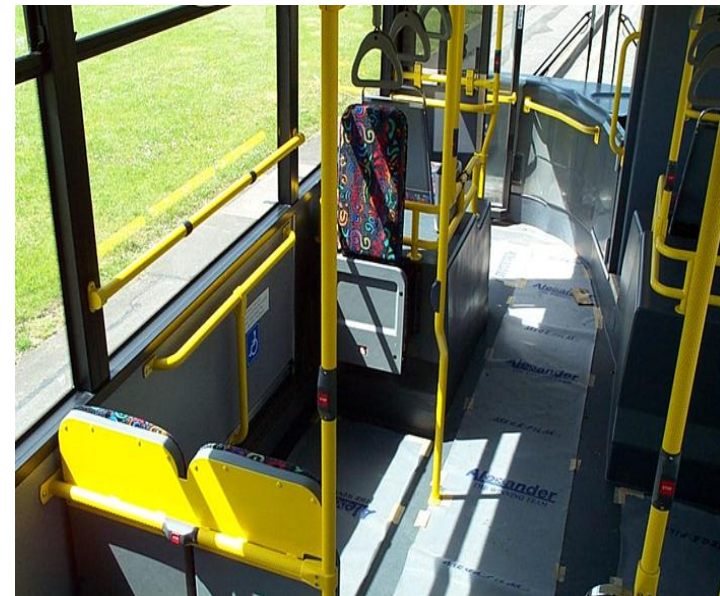
# Response to Challenges

## Challenge

- Persons with disabilities should be considered in the ‘travel chain’ from the point of deciding to take a trip and accessing information on it, to the point of completing a trip and providing feedback on it.
- There are plenty of examples of accessible vehicles, but this does not result in an accessible transport service.

## Remedy

- These comments were submitted by our Department.
- A universal access plan that covers the listed programmes.



# Response to Challenges

## Challenge

Availability of transport for children with disabilities to schools.

## Remedy - Scholar transport

- A draft scholar transport policy under discussion with DBE.
- Consultative meeting on the policy with provincial departments of transport and basic education in August.
- Directorate dealing with transport policy is reporting directly to the Portfolio Committee on Transport (there is a meeting planned early September).



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# Response to Challenges

## Challenge

- Road safety: we lose over 40 people a day in traffic crashes and a further 20 people are left with a permanent disability as a result of these accidents.
- Most of these crashes are unnecessary and a result of traffic violations.

## Remedies

- Goal: to reduce 50% of road traffic fatalities and serious injuries by 2015.
- Develop road safety capacity and funding for road safety projects.
- Improve road safety through infrastructure improvements and NMT provision, using local municipalities to identify 'hot spots.'
- Improve vehicle technology.
- Influence road user behaviour, both drivers of vehicles and pedestrians, through education programmes.
- Improve driver training.
- Improve emergency response.



# Budget Allocations

Grant (Billions)	MTEF allocation		
	2012/13	2013/14	2014/15
PTIS grant	4,988	5,550	5,871
PRASA (op)	3,527	3,678	3,887
PRASA (cap)	6,701	7,385	11,857
PTOG	4,317	4,533	4,783
Taxi recap	4,95	5,22	5,53
Rural	0.12	0.13	0.14
Road Safety	0.15	0.15	0.15



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# 5. Conclusion – Way Forward



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# Conclusion – Way Forward

1. Insufficient on-going funding is a major concern. Public Transport Network Projects need sustained funding for 5-10 years.
2. Delays have been incurred as a result of the initially slow national engagement with the taxi industry and bus industry.
3. Universal Access is a new concept for many across all three spheres of government, through which nDOT have to work.
4. There is a need for further and on-going engagement with public transport operators, vehicle manufacturers, etc.
5. There is a need to develop critical standards, guidelines and regulations.
6. All those delivering transport services; national, provincial and local government, nDOT agencies and all operators need to develop universal design access plans.
7. Access consultants need to be appointed to work with the travel chain, and government needs to monitor their work, through appointed access auditors.



# Thank You Dankie Enkosi



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