

**THE FUNCTIONALITY OF A DISTRICT
MUNICIPALITY AS A TRANSPORT
AUTHORITY: THE CASE OF THE
WEST RAND, GAUTENG PROVINCE**

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TABLE OF CONTENTS

| | |
|--|--|
| ACKNOWLEDGEMENTS | i |
| ABSTRACT | ii |
| OPSOMMING | iv |
| CHAPTER 1 | |
| ORIENTATION AND PROBLEM STATEMENT | |
| 1.1 | Orientation 1 |
| 1.2 | Problem Statement 2 |
| 1.3 | Scenario creation 4 |
| 1.4 | Statutory & Regulatory Framework 7 |
| 1.4.1 | Regulatory framework documents 7 |
| 1.4.2 | Statutory framework 8 |
| 1.4.3 | Gauteng provincial objectives & strategies 10 |
| 1.4.3.1 | Gauteng White Paper Policy on Transport 10 |
| 1.4.3.2 | Gauteng Transport Legislative Framework 11 |
| 1.5 | Research objectives 12 |
| 1.5.1 | Research questions 12 |
| 1.6 | Central theoretical statements 13 |
| 1.7 | Research methodology 14 |
| 1.7.1 | Literature study 14 |
| 1.7.1.1 | Data Bases 15 |
| 1.7.2 | Empirical study 15 |
| 1.8 | Chapter Lay-out 16 |
| 1.9 | Conclusion 17 |
| CHAPTER 2 | |
| THE FUNCTIONALITY OF A DISTRICT MUNICIPALITY AS A TRANSPORT AUTHORITY | |
| 2.1 | Introduction 19 |
| 2.2 | Conceptualising organisational functionality 19 |
| 2.2.1 | Functionality from a democratic/political perspective 20 |
| 2.2.2 | Functionality from a generic perspective 21 |

| | | |
|-------|---|----|
| 2.3 | Functionality versus features of a TA as a local government entity | 23 |
| 2.3.1 | Functions of TA as local government institutions | 24 |
| 2.3.2 | Features of TA as local government institutions | 25 |
| 2.4 | Functionality of a TA within the context of co-operative governance | 26 |
| 2.5 | Dimensions of a TA within the context of service delivery | 32 |
| 2.5.1 | Statutory dimension | 33 |
| 2.5.2 | Legal dimension | 33 |
| 2.5.3 | Political dimension | 33 |
| 2.5.4 | Social dimension | 34 |
| 2.5.5 | Economic dimension | 34 |
| 2.5.6 | Administrative dimension | 34 |
| 2.5.7 | Service-provision dimension | 35 |
| 2.6 | TA instrumental to holistic governance | 35 |
| 2.7 | Conclusion | 37 |

CHAPTER 3 INDICATORS DEFINING THE FUNCTIONAL AREA OF A TA

| | | |
|-------|---|----|
| 3.1 | Introduction | 39 |
| 3.2 | An exposition of a functional TA and a transport system | 42 |
| 3.3 | Economic functionality | 42 |
| 3.3.1 | Economic profile of the WRDM | 42 |
| 3.3.2 | Potential economic impact on transportation | 45 |
| 3.4 | An analysis of transport movements | 47 |
| 3.4.1 | Travel demand forecasting | 47 |
| 3.4.2 | Transport behaviour | 49 |
| 3.4.3 | Dominant passenger movement | 50 |
| 3.5 | Establishing TA: Consultative processes | 55 |
| 3.5.1 | City of Johannesburg Metropolitan Council | 55 |
| 3.5.2 | City of Tshwane Metropolitan Council | 56 |
| 3.5.3 | Sedibeng District Municipality | 56 |
| 3.5.4 | Southern District Municipality | 57 |
| 3.5.5 | Consultation with local municipalities within the WRDM | 57 |
| 3.6 | Conclusion | 58 |

**CHAPTER 4
INSTITUTIONAL FORMAT AND POSITIONING OF THE WEST RAND
DISTRICT MUNICIPALITY AS TRANSPORT AUTHORITY**

| | | |
|-------|---|----|
| 4.1 | Introduction | 60 |
| 4.2 | Analysis of compulsory functions | 61 |
| 4.2.1 | Legislative framework guiding compulsory and voluntary functions | 61 |
| 4.2.2 | Analysis of compulsory functions: Local Municipalities versus the District Municipality | 63 |
| 4.3 | Optional functions of a Transport Authority | 68 |
| 4.4 | Correlation between voluntary & compulsory functions | 72 |
| 4.5 | Identifying options for the assignment of TA functions | 73 |
| 4.5.1 | Options for assignment of functions | 74 |
| 4.5.2 | Adjudication of options for assignment of functions | 78 |
| 4.6 | Conclusion | 79 |

**CHAPTER 5
STATUS OF TRANSPORT AUTHORITIES IN THE UNITED KINGDOM
VERSUS SOUTH AFRICA: A COMPARATIVE ANALYSIS**

| | | |
|---------|--|----|
| 5.1 | Introduction | 81 |
| 5.2 | Status of transport authorities in the United Kingdom | 82 |
| 5.2.1.1 | Evolution of modern transport planning | 83 |
| 5.2.1.2 | Scope of Transport Authority activities | 84 |
| 5.2.3 | Mandate, powers and responsibilities of passenger transport authorities and passenger transport executives | 86 |
| 5.2.4 | Funding Mechanisms | 87 |
| 5.2.5 | Advantages of passenger transport authorities/executives | 88 |
| 5.3 | Status of Transport Authorities in SA | 89 |
| 5.3.1 | Kwa Zulu Natal | 90 |
| 5.3.2 | Western Cape | 91 |
| 5.3.3 | Gauteng Province | 91 |
| 5.3.3.1 | Provincial provisions: Formation of TA in Gauteng | 91 |
| 5.3.3.2 | Tshwane Metropolitan Council | 93 |
| 5.3.3.3 | City of Johannesburg | 94 |
| 5.3.3.4 | Ekhuruleni Metropolitan Council | 95 |
| 5.3.3.5 | Metswideng District Municipality | 96 |
| 5.3.3.6 | Sedibeng District Municipality | 96 |

| | | |
|-------|--|-----|
| 5.4 | Positioning of the transport executive within the SA context | 96 |
| 5.5 | Viability of TA for metro and district municipalities within the SA context | 99 |
| 5.5.1 | Lack of capacity in municipal government | 99 |
| 5.5.2 | Lack of clarity about transport powers at municipal level | 100 |
| 5.5.3 | Low priority for transport in government and absence of funding mechanisms | 100 |
| 5.5.4 | Legality of councils serving on the governing body | 100 |
| 5.6 | Similarities between passenger TA in United Kingdom and proposed TA in Gauteng | 101 |
| 5.7 | Conclusion | 102 |

CHAPTER 6

THE FUNCTIONALITY OF THE WEST RAND DISTRICT MUNICIPALITY AS A TRANSPORT AUTHORITY: EMPIRICAL FINDINGS

| | | |
|-----------|---|-----|
| 6.1 | Introduction | 105 |
| 6.2 | Methodology | 106 |
| 6.2.1 | Description of qualitative research | 106 |
| 6.2.2 | Description of quantitative research | 107 |
| 6.3 | Research design | 107 |
| 6.3.1 | Construction of questionnaire for semi-structured interviews | 109 |
| 6.3.1.1 | Analysis and interpretation of empirical data | 110 |
| 6.3.2 | Statistical processing of Gauteng Household Transport Survey and Operating Licensing Strategy | 113 |
| 6.3.2.1 | Analysis and interpretation of empirical data (travel patterns) | 116 |
| 6.3.2.1.1 | Travel destinations to the West Rand | 116 |
| 6.3.2.1.2 | Trip destinations – Randfontein LM | 117 |
| 6.3.2.1.3 | Trip destinations – Mogale City LM | 118 |
| 6.3.2.1.4 | Trip destinations – Westonaria LM | 119 |
| 6.3.2.1.5 | Trip destinations – Merafong City LM | 120 |
| 6.3.3 | Interviews and discussion – political forum | 122 |
| 6.4 | Conclusion | 123 |

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS: A FUNCTIONAL TRANSPORT AUTHORITY FOR THE WEST RAND DISTRICT MUNICIPALITY

| | | |
|-----|--------------|-----|
| 7.1 | Introduction | 126 |
|-----|--------------|-----|

| | | |
|-----|--|------------|
| 7.2 | Summary | 127 |
| 7.3 | Findings with regard to primary and secondary objectives | 129 |
| 7.4 | Recommendations | 131 |
| | REFERENCES | 134 |

LIST OF DIAGRAMS

| | | |
|-------------|--|-----|
| Diagram 6.1 | Research design to determine functionality of a TA for the West Rand | 108 |
|-------------|--|-----|

LIST OF FIGURES

| | | |
|------------|--|----|
| Figure 2.1 | The generic process approach to public administration and management and the proposed positioning of a TA | 28 |
| Figure 3.1 | Diagrammatic representation on the four basic movements for which data is collected in the transportation planning process | 48 |
| Figure 3.2 | Schematic presentation of trips from and to the West Rand | 53 |
| Figure 4.1 | Option A: WRDM as Planning Authority in accordance with Urban Transport Act (78/1977) | 75 |
| Figure 4.2 | Option B: Two phased assignment of functions in accordance with NLTTA. | 76 |
| Figure 4.3 | Option C: Take over full range of functions in a accordance with NLTTA. | 77 |

LIST OF MAPS

| | | |
|---------|---|----|
| Map 1.1 | Boundaries of jurisdiction WRDM | 2 |
| Map 1.2 | Gauteng Province indicative of the 3 metros & 3 district municipalities | 4 |
| Map 3.1 | Internal and external trips within WRDM | 54 |

LIST OF TABLES

| | | |
|------------|--|-----|
| Table 3.1 | The GGP figures per economic sector in the WRDM for the year 2002 | 44 |
| Table 3.2 | Destination trips to the WRDM | 53 |
| Table 3.3 | Destination trips from the WRDM | 54 |
| Table 4.1 | Analysis of compulsory transport functions as performed by the WRDM | 63 |
| Table 4.2 | Position of the WRDM in rendering optional functions | 68 |
| Table 5.1 | Passenger Transport Authorities (UK) | 85 |
| Table 5.2 | Passenger Transport Authority: London | 86 |
| Table 6.1 | Spatial distribution of car ownership (West Rand) | 115 |
| Table 6.2 | Main mode of travel to work | 115 |
| Table 6.3 | Trips destinations to the West Rand | 116 |
| Table 6.4 | Trips destinations from the West Rand | 116 |
| Table 6.5 | Trips destinations (internal & external) to R'fontein | 117 |
| Table 6.6 | Trips in Randfontein LM by modal choice | 117 |
| Table 6.7 | Trips destinations (internal & external) to Mogale City LM | 118 |
| Table 6.8 | Trips in Mogale LM by modal choice | 118 |
| Table 6.9 | Trips destinations (internal & external) in Westonaria LM | 119 |
| Table 6.10 | Trips in Westonaria LM by modal choice | 119 |
| Table 6.11 | Trips destinations (internal & external) in Merafong City LM | 120 |
| Table 6.12 | Trips in Merafong LM by modal choice | 120 |
| Table 6.13 | Trip productions and attractions as applicable to the area of jurisdiction of the WRDM | 121 |

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ABSTRACT

The White Paper on National Transport Policy (SA, 1996:12) identified the fragmentation of functions between different spheres of government as one of the main obstacles besetting the effective development and management of the transport system. It endorsed one of the principles in the Constitution of the Republic of South Africa Act 108 of 1996, to devolve functions to the lowest appropriate sphere of government if it could be more effectively handled and if there was capacity to perform the functions.

In pursuing the above objective, the purpose of this study was to determine the functionality of the West Rand District Municipality in terms of administrative as well as economic and transport management principles to fulfil the role as a transport authority in terms of the NLTTA for its present area of jurisdiction.

The study therefore addressed the legal framework as well as transport and economic indicators defining the functional area of a transport authority. In determining the nature and extent of functions as fulfilled by the respective municipalities, use was made of dichotomous questionnaires. These findings were also supported with technical data based on surveys conducted through the Gauteng Household Travel Survey (2000) and the Operating Licensing Strategy (2002/2003).

To further operationalise the research objectives of this study, and touching on Great Britain's transport experience over the past 75 years, a comparison was made between the present status of Transport Authorities in the United Kingdom, compared to those in South Africa (Gauteng Province).

Upon analysing the empirical findings it was evident that the establishment of a Transport Authority for the area of jurisdiction of the West Rand would enable the WRDM to deliver on the following number of fronts:

- Coherent Alignment to a Common Vision
- Integration of Transport System

- Control over Transport Modes
- Optimised Utilisation of Funds

To create a conducive environment for a West Rand Transport Authority to improve its functionality, it was recommended that serious attention be given to aspects such as funding mechanisms, legality of municipal entities, clarity on the status of transport powers at municipal level of government, assignment of functions and human resource capacity.

Upon conclusion it was agreed that the successful implementation of a functional transport authority for the West Rand will be dependant, not only upon technical expertise and management and by resolving the above issues, but also on political support.

Title: The functionality of a District Municipality as a Transport Authority: The case of the West Rand, Gauteng Province.

Descriptors : Core city, transport authority, planning authority, district municipality, West Rand, transport legislation, functionality, institutional format, transport executive, political accountability, service delivery.

OPSOMMING

Die Witskrif op Nasionale Vervoerbeleid (SA, 1996:12) het die fragmentasie van funksies tussen die verskillende vlakke van regering as een van die primere struikelblokke in die doeltreffende ontwikkeling en bestuur van grondvervoergebruik geïdentifiseer. Die beleid onderskryf ook een van die beginsels in die Grondwet van die Republiek van Suid Afrika, Wet 108 van 1996, wat die afwenteling van funksies na die laagste vlak van regering promoveer waar dit meer effektief bestuur kan word en waar daar kapasiteit bestaan om die funksies uit te voer.

Die doel van die studie, in nastrewing van bogenoemde doelwit, was om die funksionaliteit van die Wesrand Distrik Munisipaliteit te bepaal in terme van administratiewe sowel as ekonomiese en vervoer beginsels om die rol te vervul van 'n vervoerowerheid ooreenkomstig nasionale vervoerwetgewing.

Die studie fokus daarom op die wetgewende raamwerk sowel as vervoer en ekonomiese indikatore ten einde die funksionele gebied van 'n vervoerowerheid te bepaal. In die ontleding van die aard en omvang van die funksies wat deur die verskillende munisipaliteite vervul word is daar gebruik gemaak van tweeledige vraelyste. Hierdie resultate is ook gerugsteun deur tegniese data soos verkry uit opnames van die Gauteng Huishoudelike Vervoer Opnames (2000) en die Operasionele Lisensie Strategie (2002/2003).

Ten einde die navorsingsdoelwitte van die studie te operasionaliseer, en deur te steun op Brittanje se ondervinding in die vervoerdissipline oor die afgelope 75 jaar is 'n vergelyking getref tussen die huidige stand van vervoerowerhede in die Verenigde Koninkryk versus die status van die entiteite in Suid Afrika (Gauteng Provinsie).

In die ontleding van die empiriese bevindings was dit duidelik dat die totstandkoming van 'n vervoerowerheid vir die jurisdiksie-gebied van die

Wesrand, die Wesrand Distrik Munisipaliteit in staat sal stel om op die volgende gebiede te presteer.

- Doelgerigte formulering van 'n gesamentlike visie
- Integrasie van die Vervoerstelsel
- Beheer oor vervoer modus
- Optimale benutting van fondse

Ten einde 'n omgewing te skep wat bevorderlik is vir die funksionele operasionalisering van 'n Wesrand Vervoerowerheid word aanbeveel dat aandag geskenk word aan aspekte soos befondsing meganismes, regsgeldigheid van munisipale entiteite, uitklaring oor die status van vervoer-gesag op plaaslike owerheidsvlak, toedeling van funksies en menslike hulpbronskapasiteit.

Ter samevatting kan gemeld word dat die suksesvolle implementering van 'n funksionele vervoerowerheid vir die Wesrand afhanklik is nie net van tegniese kundigheid nie, maar ook van politieke ondersteuning.

Titel: Die funksionaliteit van 'n Distrik Munisipaliteit as Vervoerowerheid: Wesrand, Gauteng Provinsie.

Kernwoorde: Kernstad, voervoerowerheid, beplanningsowerheid, distrik munisipaliteit, Wes Rand, vervoer wetgewing, funksionaliteit, institusionele entiteit, uitvoerende vervoer liggaam, politieke aanspreeklikheid, dienslewering.

CHAPTER 1

INTRODUCTION

1.1 ORIENTATION

The broad goal of transport is the smooth and efficient interaction that allows society and the economy to assume their preferred form. Transport can also act as a catalyst for development or in correcting spatial distortions. To fulfill these roles, policies in the transport sector must be outward looking, shaped by the needs of society in general, of the users or customers of transport, and of the economy that transport has to support.

The White Paper on National Transport Policy (SA, 1996:12) identified the fragmentation of functions between different spheres of government as one of the main obstacles besetting the effective development and management of the transport system. It endorsed one of the principles in the Constitution of the Republic of South Africa Act 108 of 1996, to devolve functions to the lowest appropriate sphere of government if it could be more effectively handled and if there was capacity to perform the functions.

It follows from these that the priorities in providing and using the transport system should be consistent with those that have been set for the country as a whole. These priorities are also contained in the elements of the Reconstruction and Development Programme, namely meeting basic needs, growing the economy, developing human resources, and democratising the state and society (RDP 1994).

In order to address and transform the fragmentation of transport functions and to improve public transport in South Africa, the National Land Transport Transition Act 22 of 2000, was enacted during 2000.

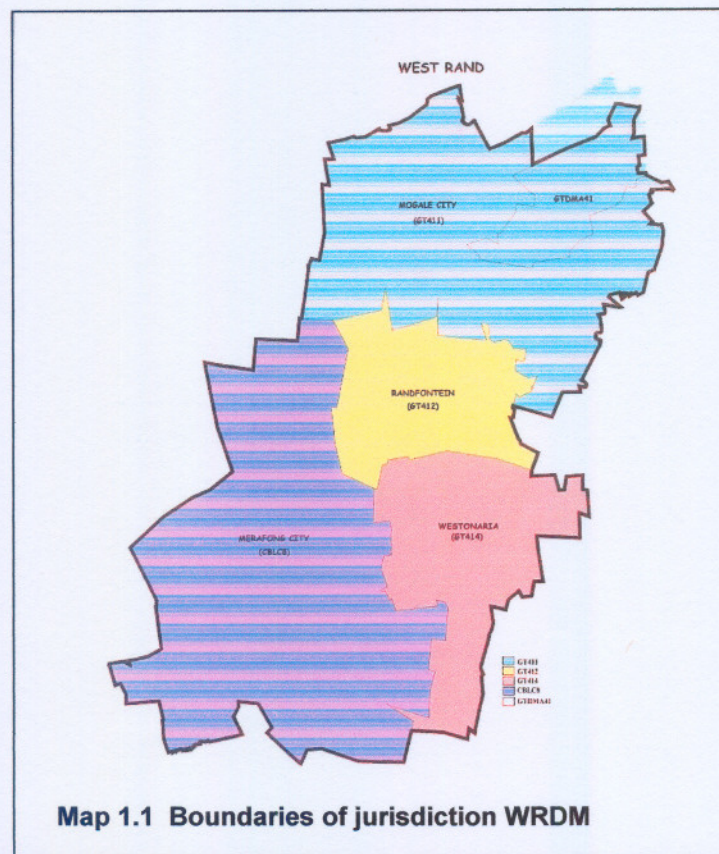
This chapter will address the scope of the project focusing on the West Rand District Municipality in its relation to other metropolitan and district municipalities, the legal

framework guiding the establishment of transport authorities, scenario creation and motivation for establishment of such an entity for the West Rand.

Taking into consideration the forthcoming municipal elections which are to be held in February 2006 and the proposed demarcation of existing boundaries, the emphasis of the study will focus on the present institutional format of the WRDM and its area of jurisdiction comprising of the four local municipalities of Mogale City, Merafong City, Randfontein and Westonaria as well as the District Management Area.

1.2 PROBLEM STATEMENT

The West Rand District Municipality (WRDM) was declared a Metropolitan Transport Area (planning authority) with core city functions in terms of the Urban Transport Act 78 of 1977 during September 1993. This implied that the WRDM was responsible for transport planning and implementation functions within its area of jurisdiction, the latter which comprises of Mogale City Local Municipality, Merafong City Local Municipality, Randfontein Local Municipality, Westonaria Local Municipality and the District Management Area as indicated in Map 1.1.



The promulgation of the National Land Transport Transition Act (NLTTA) however changed this situation and now makes provision for the establishment of formal Transport Authorities (TA's). A Transport Authority is an institutional structure in the municipal sphere of government, the purpose of which is to improve transport service delivery in the local sphere of government by grouping transport functions into a single, well-managed and focused institutional structure.

The main factors to be taken into account when the boundaries and jurisdiction area of the Transport Authority are determined, are inter-alia the following:

- Dominant passenger movements and economic inter-dependency between inhabitants;
- Integrated land use and transport development potential;
- The extent to which public transport services are provided; and
- The capacity within the area to perform technical or specialized functions.

Focusing on the status quo position of the West Rand District Municipality, in terms of its present demarcated area of jurisdiction (Gauteng, 2000:4) and its status in relation to its neighbouring local municipalities, the following question now arises: does the WRDM adhere to the necessary requirements in terms of generic administrative as well as economic and transport management principles to fulfill its function as Transport Authority in accordance with the NLTTA (22/2002)?

The functionality of a Transport Authority will therefore also have to comply with, and be measured against, the generic management principles within the local government sphere such as policy-making; planning, organizing, finance and control and human resource management. This is also emphasized by Stoker et al. (1996:3) stating that the Government's model for local government in the 1990 and into the 21st century is that of the enabling local authority.

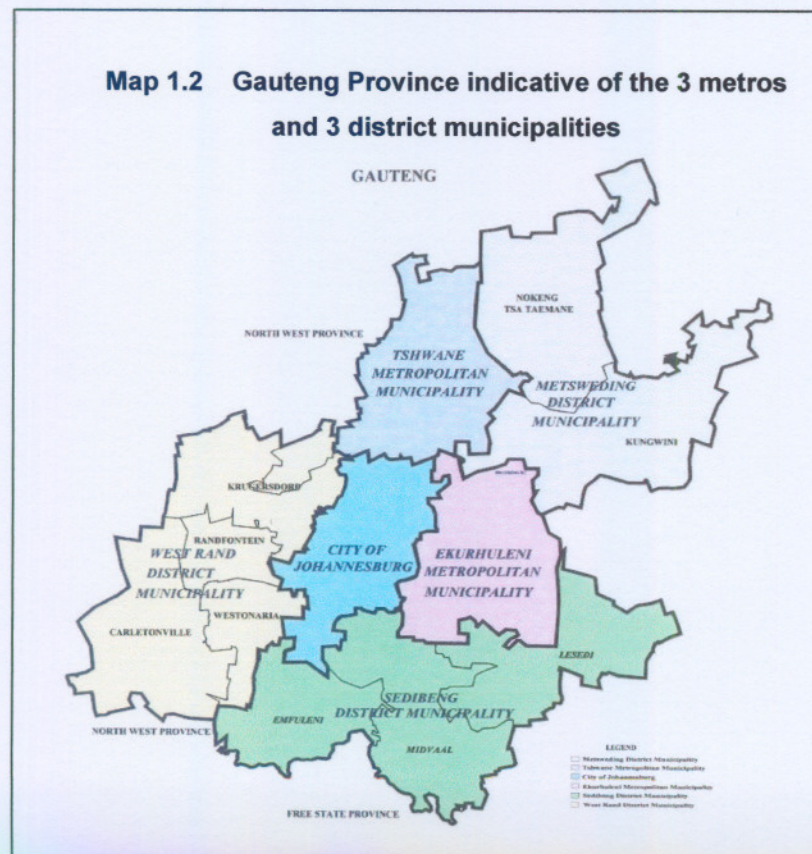
The tasks of local authorities here lies in identifying requirements, setting standards of service and finding the best ways to meet these standards and ensuring they are met.

According to Haggard and Kaufman (in Meshack & Muthien, 1998:215) new democratic governments face distributive pressures for groups re-entering the political arena. The severity of these challenges and the capacity to respond will depend on economic legacy of the old regime and the nature of the political institutions that emerge during the transition.

In support of the above argument Stoker and King (1996:108) also deliberate on the democratization of local government and the value of locality where emphasis is placed on shared responsibilities and the fact that, how people relate to each other, depends on what resources are available and where those resources are coming from.

1.3 SCENARIO CREATION

Gauteng Province presently comprises of six Metropolitan Transport Areas, demarcated as three metropolitan municipalities viz the Greater Johannesburg Metropolitan Area, Greater Pretoria Metropolitan Area, Ekurhuleni Metropolitan Area and three district municipalities viz: West Rand District Municipality, Sedibeng District Municipality and Metsweding District Municipality as indicated in Map 1.2



In order to give effect to the regulations of the NLTTA, the Gauteng Transport Co-ordination Committee (Gautrans -TCC) established a Task Team as early as 2000 to investigate matters concerning Transport Authority areas in Gauteng.

The following alternative proposals were put forward by the Task Team during July 2000, taking into consideration aspects such as grouping of transport functions and responsibilities, improved transport service delivery and functional transport areas:

- **ALTERNATIVE 1: SIX TRANSPORT AUTHORITY AREAS**

Six Transport Authorities would be formed in terms of this alternative i.e. one each according to the metropolitan and district councils as outlined in paragraph 1.

- **ALTERNATIVE 2: THREE TRANSPORT AUTHORITY AREAS AND THREE PLANNING AUTHORITY AREAS**

Three transport authorities and three planning authorities would be formed in terms of this alternative i.e. one transport authority each according to the metropolitan areas and one planning authority each according to the district councils. This situation would however result in the district councils not having a mandate to apply for transport funding from National and Provincial Governments and therefore playing a sub-ordinate role to the metropolitan councils.

- **ALTERNATIVE 3: THREE TRANSPORT AUTHORITY AREAS**

This alternative would form a Transport Authority area each for combinations of one metropolitan and one district council area. The proposed combinations were as follows:

- Former Pretoria (now Tshwane Metropolitan Council) to combine with Metswideng District Municipality.

- Johannesburg Metropolitan Council to combine with former Western Gauteng Council (now West Rand District Municipality)
- Former Eastern Gauteng Services Council (now Ekurhuleni Metropolitan Council) to combine with Sedibeng District Council.

- **ALTERNATIVE 4: TWO TRANSPORT AUTHORITY AREAS**

Gauteng Province would be divided into two Transport Areas – one north, including Tshwane Metropolitan Council and Metswiding District Council and one south, inclusive of Johannesburg City LM, Ekurhuleni Metropolitan Council, West Rand and Sedibeng District Municipalities.

- **ALTERNATIVE 5: ONE TRANSPORT AUTHORITY FOR THE WHOLE OF GAUTENG**

This alternative would form one Transport Area for all the metropolitan and district municipalities, inclusive of all the rural areas in Gauteng Province.

Due to the fact that municipal elections took place during December 2000 and resulted in the promulgation of new municipal boundaries, the latter which allowed for inclusion of municipal entities across provincial boundaries, none of the alternatives as mentioned above were pursued.

In a follow-up attempt to address the fragmentation of transport functions in the Gauteng Province a new document entitled "Gautrans: Draft Discussion Paper on Provincial Provisions on the formation of Transport Authorities in Gauteng (Gautrans – TCC Report, 2004:5) was prepared.

From the contents of this position paper it seemed as if it was the intention of Gautrans to minimize the number of transport authorities as far as possible and to amalgamate the transport areas of the district councils with that of the Greater Metropolitan areas.

This assumption is however contrary to the generic principles of responsiveness and accountability as quoted in the words of Ismail, Bayat and Meyer (1997:34) that:

“ local government, unlike provincial and central governments, is closer to the electorate (public) and is thus likely to be more familiar with the needs and conditions of its local jurisdiction.”

This situation also resulted in the West Rand District Municipality to formulate a council resolution during September 2003 to opt for the establishment of an independent Transport Authority for the West Rand. This objective was also contained as one of the priority planning projects in the Integrated Transport Plan for the WRDM, 2003 – 2008.

1.4 STATUTORY AND REGULATORY FRAMEWORK

The transport discipline, and therefore the establishment of transport authorities in South Africa, is guided directly and indirectly by a statutory and regulatory framework. In this section some of the key policy documents and strategies that provide such a framework are highlighted.

1.4.1 REGULATORY FRAMEWORK DOCUMENTS

The following documents originated in the late 1990's in adherence to the principles of the Reconstruction and Development in meeting the basic needs, growing the economy, developing human resources and democratising decision making.

- **White Paper on National Transport Policy, 1996**

The National Department of Transport published a White Paper on National Transport Policy in 1996 advocating the provision of safe and affordable transport to passengers in a fashion which supports government strategies for economic and social development.

- **Moving South Africa Strategy**

The Moving South Africa strategy, which was also commissioned by the National Department of Transport and completed in the late 1990s, was aimed at consolidating the core transport assets into high volume corridor strategic networks and dense development nodes, assisted by a supporting network, in areas of lower demand.

- **National Land Transport Strategic Framework**

The National Land Transport Strategic Framework (NLTSF) is a legal requirement in terms of Clause 21 of the National Land Transport Transition Act 22 of 2000 (NLTTA). It embodies the overarching, national five-year (2002 to 2007) land transport strategy, which gives guidance on transport planning and land transport delivery by national government, provinces and municipalities for this five-year period.

1.4.2 STATUTORY FRAMEWORK

The following pieces of national legislation specifically guides the formulation of core transport areas and establishment of transport authorities respectively.

- **Urban Transport Act 78 of 1977**

The Urban Transport Act provides for the planning and provision of adequate urban transport facilities, and to that end provided for the establishment of transport funds, metropolitan transport areas (MTAs) and metropolitan transport advisory boards and for the preparation and implementation of urban transport plans. Metropolitan Transport Areas could include the area or portions of the area of one or more local authorities. The planning function for the area was to be carried out by the "core city" – the local authority or one of the local authorities involved or the Regional Services Council in the area if it was responsible for land use and transport planning in that region. The

NLTTA provides that Metropolitan Transport Areas with core cities can continue to exist, or can be replaced by Transport Authorities.

- **Municipal Structures Act 117 of 1998**

The purpose of the Act is to provide for the establishment of three categories of municipalities classified as follows: Category A being Metropolitan Council, Category B being a Local Council and category C being a District Council.

The Municipal Council must strive within its capacity to achieve its constitutional obligations, such as provision of democratic and accountable local government and ensuring the provision of services to communities in a sustainable manner.

- **National Land Transport Transition Act 22 of 2000**

The National Land Transport Transition Act provides for the establishing of Transport Authorities at the municipal sphere of government and the rationale thereof is to improve transport service delivery at the local sphere of government by grouping together transport functions into a single well-managed institutional structure.

- **Municipal Systems Act 32 of 2000**

The Act defines co-operative government and describes the rights and duties of structures. The NLTTA is closely aligned with the Municipal Systems Act in respect of the options for the Transport Executive. The Municipal Systems Act, Section 76, provides that a municipality may provide a municipal service through either an internal mechanism or an external mechanism (2000:32).

Section 76 of the Municipal Systems Act qualifies that a municipality may provide a municipal service in its area through an internal mechanism or an external mechanism by entering into a service delivery agreement with a municipal entity, another municipality or an organ of state, including any

other institution, entity or person legally competent to operate a business activity.

- **Municipal Finance Management Act 56 of 2003**

In considering the institutional format of a transport authority, and the management thereof through an internal or external transport executive, the Municipal Finance Management Act provides for the establishment of external entities in terms of compliance with good governance and financial accountability.

- **Municipal Systems Amendment Act 44 of 2003**

The Municipal Systems Act, as amended, identifies the nature of possible municipal entities. The Municipal Systems Amendment Act substantially tightens the scope of the form of possible external bodies in terms of municipal entities in that it must conduct a feasibility study for the service for which the municipality intends to consider an external mechanism.

1.4.3 GAUTENG PROVINCIAL OBJECTIVES AND STRATEGIES

In pursuing the objectives as stipulated in national policy and legislation Gauteng Province formulated the following policy statement and legislation as applicable to provincial circumstances.

1.4.3.1 *Gauteng White Paper Policy on Transport*

The Gauteng White Paper on Transport Policy contains policy statements based upon certain broad principles. These principles, together with the policy statements, have to a large extent, guided Gautrans' strategies and actions over the last number of years in that the Department promotes a co-ordinated approach towards land use and transport planning and

implementation, with the aim of improving accessibility and reducing travel distances.

1.4.3.2 Gauteng Transport Legislative Framework

The following provincial legislation guide transport matters in addition to the national statutory and regulatory framework.

- **Gauteng Public Passenger Road Transport Act 7 of 2001**

This Act repeals and replaces the provisions of the Gauteng Minibus Taxi-Type Services Act, but also covers other road-based public transport modes. The Act will ensure that all public transport operators are registered, as well as ensuring professional operating practices and efficient law enforcement.

- **Gauteng Transport Infrastructure Act 8 of 2001**

The Act was put into operation on 31 January 2003, excluding Section 44 dealing with advertising visible from provincial roads and railway lines. The Act covers the declaration of provincial roads by the MEC responsible for transport matters. It also covers for the first time in Gauteng, route determination, route planning, preliminary and detail design prior to the construction of provincial roads.

- **Gauteng Transport Framework Revision Act 8 of 2002**

This Act replaces part of Chapter 3 of the NLTTA with legislation particularly relevant to Gauteng's unique circumstances. It deals with transport planning systems and processes and institutional arrangements in Gauteng, including specific matters related to transport authorities, as well as for the establishment of the Gauteng Transport Consultative Forum, the

establishment of the Gauteng Transport Co-ordination Committee and for the setting up of a Joint Planning Structure.

1.5 RESEARCH OBJECTIVES

The main objective of this study is to determine the functionality of the West Rand District Municipality in terms of administrative as well as economic and transport management principles to fulfill the role as a transport authority in terms of the NLTTA for its present area of jurisdiction.

To achieve the main objective of the study, the secondary objectives are to:

- i) Define criteria that direct the administrative role of a Transport Authority in terms of broader local government principles.
- ii) Determine the statutory and regulatory guidelines that define the role and functions of a Transport Authority within a transportation and economic perspective.
- iii) Determine the status quo position of the WRDM as core transport area in comparison to the proposed Transport Authority.
- iv) Determine and develop a suitable institutional format for a Transport Authority as applicable to the district municipality category of local government and measured against criteria set by the United Kingdom.
- v) Define service delivery components within the administrative as well as economic and transport fields of discipline that will justify the establishment of a Transport Authority for the WRDM.

1.5.1 RESEARCH QUESTIONS

To operationalise the research objectives of this study, the following research questions are identified:

- i) Which criteria define the administrative role of a Transport Authority within the broader context of the local government sphere?

- ii) What are the statutory and regulatory guidelines that define the functionality of a Transport Authority in terms of transportation and economic criteria?
- iii) What is the status quo position of the West Rand District Municipality as core transport area?
- iv) Does the WRDM meet with the criteria, both generic and economically, to functionally fulfill its role as a Transport Authority?
- v) What can be done to improve the service delivery component of the WRDM to fulfill the expectations of a Transport Authority?

1.6 CENTRAL THEORETICAL STATEMENTS

The following preliminary statements can be made:

- i) The West Rand disposes over the necessary expertise and other applicable resources in terms of generic management principles to fulfill the obligations for the establishment of a Transport Authority within the local government spheres.

These functions are enshrined in terms of the Local Government Systems Act 32 of 2000 which stipulates that municipalities must exercise their executive and legislative authority within the constitutional system of co-operative governance envisaged in section 41 of the Constitution.

- ii) The functionality of the West Rand as a Transport Authority, based upon its integrated land use and transport development potential and the economic interdependency between its present four constituent local municipalities, is viable.

An assessment of the dominant passenger movements as contained in the Integrated Transport Plan for the West Rand (ITP 2003: Volume F) indicates that 92% of all taxi movements, representing nearly 75% of all transport in the district are internal movements and that only 8% are cross boundary to other

municipalities, mainly Johannesburg, but also to Northwest Province, Sedibeng and Tshwane.

1.7 RESEARCH METHODOLOGY

A separate chapter will be devoted to comprehensively describe the research methodology, research design, analyses and interpretation of data. It is, however, essential to discuss the main components of the methodology which is followed in this chapter in order to explain why the process of triangulation will be followed. Leedy (1993:145) describes the process of triangulation as a compatibility procedure designed to reconcile qualitative and quantitative methodologies by eclectically using elements from each of the major methodologies to solve a problem.

Literature study, interviews, consultation and an analysis of the Gauteng Household Travel Survey (Gauteng, 2002) and the Operating Licensing Strategy 2002/ 2003 to determine travel patterns within, and across the boundaries of the WRDM, will be used in conducting research for this study.

1.7.1 LITERATURE STUDY

From the literature study it was evident that there is virtually no existing literature on the establishment of Transport Authorities for District Councils in South Africa. In support of the quantitative research, exploratory research methods will be used to study legislation which govern the establishment of Transport Authorities in South Africa from an administrative, economic and transportation point of view.

Gautrans discussion documents, periodicals, dissertations and thesis reports from research institutions will be consulted as secondary source. This will be complemented by recorded findings on a study tour during December 2003 on a visit to Passenger Transport Authorities in Glasgow, Manchester, Birmingham and London. The status of Passenger Transport Authorities in the United Kingdom which has originated from the Transport Act, 1968 and the success and failure of these

entities, will be used as parameter for setting up proposed transport authorities in South Africa.

1.7.1.1 Data Bases

The following databases have been consulted prior to preparation of the research proposal to ascertain the availability of study material for purpose of this research:

- i) NRF: Nexus
- ii) Index to South African Periodicals (ISAP)
- iii) National Department of Transport Database - Transport Authorities
- iv) Gautrans Database - Transport Authorities
- v) Metro Database – Transport Authorities in the United States of America
- vi) Centro Database – Transport Authorities in the United Kingdom.

1.7.2 EMPIRICAL STUDY

Semi-structured interviews as described by Cheminais et al., (1998:144) will be used to gather information and will be supplemented by an analysis of technical data as applicable to travel patterns in the study area.

The semi-structured interviews will be supported by means of the following:

- i) A dichotomous questionnaire (Struwig & Stead, 2001:94) will be used to gather information from local municipalities on compulsory and optional functions of the proposed Transport Authority as well as the preferred institutional option for assignment of functions.
- ii) Data collection and processing by means of the Gauteng Household Travel Survey (2002)
- iii) Interpolation of data from the Operating Licensing Strategy 2002/2003.

These interviews will also be extended to include the technical officials of the neighbouring municipalities of Johannesburg Metro, Tswane Metro, Sedibeng District Council and Southern District Council to obtain information on movement patterns, economic inter-dependency, shared geographic and demographic characteristics – if any.

The engagement with neighbouring local municipalities is obligatory in that “the municipality must conduct discussions with bordering municipalities (including bordering provinces if applicable) relating to the feasibility of combining separate municipal areas” (Gautrans, 2004:11).

1.8 CHAPTER LAY-OUT

The study will be divided into six chapters:

Chapter 1 will address the scope of the project ,the legal framework and motivation for establishment of a Transport Authority. Scenario development and risk evaluation will be formulated.

Functionality of a district municipality as a transport authority in terms of generic principles, and within the framework of local democracy will be discussed in chapter 2. Emphasis will also be placed on the relationship between the concept of functionality, the features of local governance and the dimensions of holistic governance as applicable to a transport authority.

In chapter 3 focus will be placed on the functionality of a Transport Authority in terms of transport and economic indicators as prescribed by legislation. Principles of dominant passenger movements and economic inter-dependency between inhabitants as well as the importance of public transport as applicable to the area of jurisdiction of the West Rand District Municipality will therefore receive attention.

Emphasis will also be placed on the role of the Transportation System which can be viewed as the mobility spine of a transport area and which provides the necessary connectivity to enhance interaction between people.

Chapter 4 will focus on analyzing the current position (2005) of the West Rand District Municipality and to determine its functionality to fulfill the role as Transport Authority in terms of obligatory and voluntary functions as prescribed by legislation.

The analysis will address the nature and extent of transport functions currently performed by the WRDM and the local municipalities respectively. This will be followed by a discussion on various models which could be opted for by a transport authority in the fulfilling of the transport functions, varying in spectrum between compulsory and voluntary functions.

Chapter 5 will investigate the present status of Transport Authorities in the United Kingdom, compared to those in South Africa (Gauteng Province). Emphasis will also be placed on the positioning of the Transport Executive (TE) and the legality of municipal entities within the South African context.

The components of the methodology used, research design and the way in which data were collected, analyzed and interpreted within the area of jurisdiction of the West Rand District Municipality will be the focus of Chapter 6. This Chapter will also contain the empirical findings.

Taking into consideration the legal framework guiding transport related issues within the South African context, and based on the findings of the quantitative and qualitative research, the circumstances surrounding the establishment of transport authorities in Gauteng will be adjudicated in Chapter 7. It will endeavour to give guidance on a proposed way forward with regard to the advisability on establishing a transport authority for the West Rand District Municipality.

1.9 CONCLUSION

Chapter 1 dealt with the scope of the project focusing on the West Rand District Municipality in its relation to other metropolitan and district municipalities, the legal framework guiding the establishment of transport authorities, scenario creation and motivation for establishment of such an entity for the West Rand.

The contents of Chapter 2 will focus on the functionality of a district municipality as a transport authority in terms of generic principles and within the framework of local

democracy. Emphasis will also be placed on the relationship between the concept of functionality, the features of local governance and the dimensions of holistic governance as applicable to a transport authority.

CHAPTER 2

THE FUNCTIONALITY OF A DISTRICT MUNICIPALITY AS A TRANSPORT AUTHORITY

2.1 INTRODUCTION

The democratic principles with regard to local government, as enshrined in Article 154 of the Constitution (1996), provides that each level of government (national, provincial, district and local) shall have appropriate and adequate legislative and executive powers and functions that will enable each level to function effectively. The allocation of powers between different levels of government is made on a basis which is conducive to financial viability at each level of government and which recognizes the need for, and promotes, national unity and legitimate provincial autonomy and acknowledges cultural diversity.

This chapter will focus on the functionality of a district municipality as a transport authority in terms of generic principles and within the framework of local democracy. Emphasis will also be placed on the relationship between the concept of functionality, the features of local governance and the dimensions of holistic governance as applicable to a transport authority.

2.2 CONCEPTUALISING ORGANISATIONAL FUNCTIONALITY

The definition of functionality according to the OED (1999, 10:254) is described as an activity that is natural to, or the purpose of a thing or person. Functionality of an institution can therefore be related to the way in which certain functions have to be executed. Functionality affects the operation rather than the structure of an organ and relates to the fact that the design of an object should be determined by its function rather than by aesthetic considerations.

According to Cloete (1998:60) the principal function of a governmental institution is policy making which entails a series of activities for obtaining an authoritative

statement of one or more objectives to be reached by the government of the day. Cloete (1998: 91) emphasizes that functional activities are line functions that are directly concerned with the objectives of an institution. No administrative executive institution (e.g. state department, provincial or municipal division) can change the nature and extent of its functional activities without being authorized to do so by a legislative or governmental institution.

Functionality of a governmental institution in terms of efficiency can, according to Cloete (1998:110) be seen from the following three points of view, viz: effectiveness, frugality and economy of scale. Effectiveness relates to the extent to which a need has to be satisfied as indicated in the original programme of action when priorities are set. Frugality refers to the manner in which resources, inclusive of funds and manpower, were put to use. Economy of scale requires that the inputs (material and equipment) should be obtained at the lowest prices and be used without waste.

2.2.1 FUNCTIONALITY FROM A DEMOCRATIC/POLITICAL PERSPECTIVE

The basic characteristics of democracy should be actualized in local government institutions. According to Rejai (in Bekker, 1996: 52) the word democracy is a compound of two greek words, "demos" meaning people and "kratein" meaning ruling power and originally referred to the type of government in which the power to rule resided in the people.

Roux *et al* (1997:144) distinguish between the following policy levels viz political party policy, government policy, departmental and administrative policy. The authors define political party policy as the policy with which a political party came into power and which must be filtered down by the public institution. Government policy is described as the policy of Cabinet whilst administrative policy is viewed as policy which enables the administration of a department to operate smoothly and which comprises of personnel, financial, organizational, procedural and control policy.

Cloete (1998:59) emphasizes that every governmental institution must, within the limits of provisions of enabling legislation, issue directives on behalf of its legislature to the administrative executive institutions sub-ordinate to it to perform appropriate

functions which will give effect to legislation passed by its legislature. The governmental institution must exercise control to ensure that its directives are implemented economically, effectively and efficiently.

In pursuance of the above it is clear that policy making involves interaction between the public and the institutions and functionaries (e.g. political executive office bearers, legislatures and officials) who have to perform the policy making function. Cloete (1998:140) emphasizes that the generic administrative functions performed for the purpose of policy making will therefore focus on the conceptual and directive part of the functions (legislative, regulations and instructions) that will determine the following:

- What must be done (objectives to be reached)
- By whom it must be executed
- Which organizational units will be involved
- Procedure to be followed
- Financing of activities
- Who will control the activities to be undertaken.

In describing functionality of institutional activities Roux et al. (1997:46) reverted to a theoretical classification of government activities which involved the following categories viz commonality of functions, geographical area, type of product or service to be rendered, client or population group requiring the service and the domestic nature of the function. In support of this approach Hanekom in Roux (1997:47) states that a process institution is not so much toward accomplishing a specific goal but toward performing specific functions.

2.2.2 FUNCTIONALITY FROM A GENERIC PERSPECTIVE

In elaborating on the description of functionality by Cloete, Roux et al. (1997:8) state that public administration implies a combination of generic functions and functional activities. The generic functions of Public Administration according to Roux et al.

(1997:8) can be subdivided into policy making, organizing, financing, personnel, determination of work procedures and control.

The policy making process concerns a series of consecutive actions undertaken with the purpose of addressing a particular need or problem and manifests itself in promulgation of legislation (Du Toit et al. 1998:42). The openness of policy making in the South African context is emphasized in Reddy's statement (1996:12) "that local government democrats must ensure that there is openness in government's decision making process".

Organizing is referred to by Roux et al. (1997:194) as determining the correct span of control, maintaining the structured unity of command, implementing communication systems, delegation, centralization and decentralization and co-ordination of functions. Cloete as quoted in Du Toit et al. (1998:50) defines organizing as a horizontal division of work, assignment and delegation of authority, coordination, setting lines of communication and control.

Reddy (1996:12) views financing as the viability of local government, the level at which service are rendered, and the quality of those services are inextricably linked to financial resources available to it. He elaborates in stating that the new local authorities will have to identify sources of revenue and capital to finance programmes of economic and social development.

According to Du Toit et al. (1998:23) human resources as the staff component refer to people who are prepared to offer their services to employers for a particular price and the determination of work procedures is seen as guidelines in terms of which a task or action can be executed. Control, in turn, is defined by Griffin in Du Toit et al. (1998:189) as the regulation of organisational activities in such a way as to facilitate goal achievement.

In supporting generic principles of local government, Du Toit and Van der Walddt (1999:34) describe functionality in terms of maintenance and development in that the state that "modern government presently has two types of functions to perform,

namely the functions from preventing circumstances from worsening (maintenance functions) and the functions to improve circumstances (development functions)".

Du Toit and Van der Waldt (1999:72) also distinguish between the concept of service rendering and the carrying out of functions and define it as follows: "a service rendered is the result of a number of functions carried out."

Gildenhuys in Du Toit and Van der Waldt (1999:82) on the other hand divides the services rendered by government into collective, quasi-collective and particular services. Collective services refer to policing and defending whilst quasi-collective functions focus on fire fighting and educational services. Examples of particular services include provision of water and electricity.

2.3 FUNCTIONALITY versus FEATURES OF A TRANSPORT AUTHORITY AS A LOCAL GOVERNMENT ENTITY.

Cloete in Du Toit et al. (2002:34) emphasizes that the functionality of local government is entrenched in its features which distinguish it from any other type of authority. While functionality refers to the total spectrum of staff and line functions which renders an institution capable of rendering a service, features relates to the characteristics which outlines its legal status, objectives and developmental duties.

The promulgation of district municipalities to function as metropolitan transport areas in accordance with the Urban Transport Act 78 of 1977, also places an obligation on district municipalities to fulfill all functions relating to the planning and regulation of passenger transport services and to annually compile an Integrated Transport Plan as sectoral input into the Integrated Development Plan for its area of jurisdiction.

The National Land Transport Transition Act 22 of 2000 also makes provision for the establishment of Transport Authorities to provide for the transformation and restructuring of the national land transport system. In accordance with legislation, provision is made for a governing body comprising of councilors and a Transport Executive, internally or externally, that must be established and should comprise of

technical, administrative and clerical personnel to execute the required functions. The proposed format of the governing body and the Transport Executive will however be discussed in detail in Chapter 5 of the study.

According to Haggard and Kaufman (in Meshack & Muthien, 1998:215) new democratic governments face distributive pressures for groups re-entering the political arena. The severity of these challenges and the capacity to respond will depend on economic legacy of the old regime and the nature of the political institutions that emerge during the transition.

2.3.1 FUNCTIONS OF TRANSPORT AUTHORITIES AS LOCAL GOVERNMENT INSTITUTIONS

According to Du Toit *et al* (2002:20) the environment of each public institution is the arena in which that institution and its officials struggle to function effectively, efficiently and economically. This statement is endorsed by Cloete (in Du Toit *et al*, 2002:12) indicating that the activity of public administration lies in the execution of several administrative functions which could be classified into four distinct classes, namely: Conceptual (initiatory and innovative) and directive functions, auxiliary instrumental and line functions.

In elaborating on these classes, and linking them to the functions and powers of Transport Authorities Du Toit *et al*. (2002:38) recommends that the following specific actions need to be embarked upon:

- **Conceptual (initiatory and innovative) and directive functions**

These functions are the processes that facilitate or enable the execution of enabling processes which could be defined as policy determination, organization, financing, provision and utilisation of personnel, determination of work procedures and methods and control.

- **Auxiliary functions**

Auxiliary functions can be described as those functions that support other functions being performed. They include activities such as data processing

and undertaking research for specific projects. Within the transport field of discipline as assigned to district municipalities, this can be related to capturing of data to compile Current Public Transport Records which are indicative of commuter movements on specific corridors.

- **Instrumental functions**

It is defined as those processes instrumental to the execution of the generic administrative, auxiliary and line functions. These include actions such as making decisions, to communicate to personnel and other logistic arrangements such as providing stationery etc.

- **Line functions**

Line functions could be classified as management (delivery) functions such as planning, organizing, leading, control and co-ordination.

2.3.2 FEATURES OF TRANSPORT AUTHORITIES AS LOCAL GOVERNMENT INSTITUTIONS

The shift in emphasis from "government" (the power to govern) to governance (the act of governing) is linked to the global acknowledgement that organs of civil society need to be empowered to share the responsibility for governance.

Features of district and local municipalities that distinguish it from any other type of authority according to Ismail et al. (1998:5) are the following:

- Local or district authorities have a well defined area of jurisdiction and has a legal mandate to operate within such area.
- A local or district authority has a legal mandate and obligation to provide all the inhabitants living within its area of jurisdiction with basic services
- Local or district authorities operate within the overall framework of both provincial and national governments and the Constitution of South Africa.

- Local or district authorities are mandated to pass legislation at local level. *Within the transport context reference can be made to by-laws regulating management of taxi ranks; operating licensing strategies etc.*
- Local or district authorities should determine, prioritize and translate local development needs into financial plans. This requirement is regulated by the Municipal Finance Management Act 56 of 2003 which determines that projects as identified in the Integrated Development Plan and Integrated Transport Plan must be indicative of budgetary needs.
- Local or district authorities must have regular and free elections to elect new councilors. The election and appointment of councilors to district municipalities according to *proportional representation*, differ from the procedures as applicable to local municipalities and are prescribed in the Municipal Structures Act 117 of 1998.

A Transport Authority, irrespective of its status as institutional structure or multi-jurisdictional service utility, will also have to comply with, and be measured against, the above criteria and in accordance with generic management principles as applicable to the local government sphere such as policy-making, planning, organising, financing, controlling and human resource management.

2.4. FUNCTIONALITY OF A TRANSPORT AUTHORITY WITHIN THE CONTEXT OF CO-OPERATIVE GOVERNANCE

According to Van der Westhuizen (in Cameron, 1999:248) the concept of co-operative governance was drawn from the German System of *Bundestreue*, although it has been adapted to South Africa's own peculiar situation.

"*Bundestreue*" is defined as the duty of national and regional governments within a federal state to take each other's interest into account in the exercise of their respective responsibilities (Cameron, 1999:249). A major difference however between Germany and South Africa is that *Bundestreue* is a bi-partite relationship between federal and state governments while in South Africa it is a tri-partite relationship between national, provincial and local spheres.

In support of the constitutional principles provision is also made in the Local Government Municipal Systems Amendment Act 44 of 2003 for the establishment of municipal entities and multi-jurisdictional service utilities. Such a multi-jurisdictional service utility can be established by two or more municipalities by written agreement to perform any function in their municipal area. The duties and responsibilities of a parent municipality with regard to municipal entities are also prescribed.

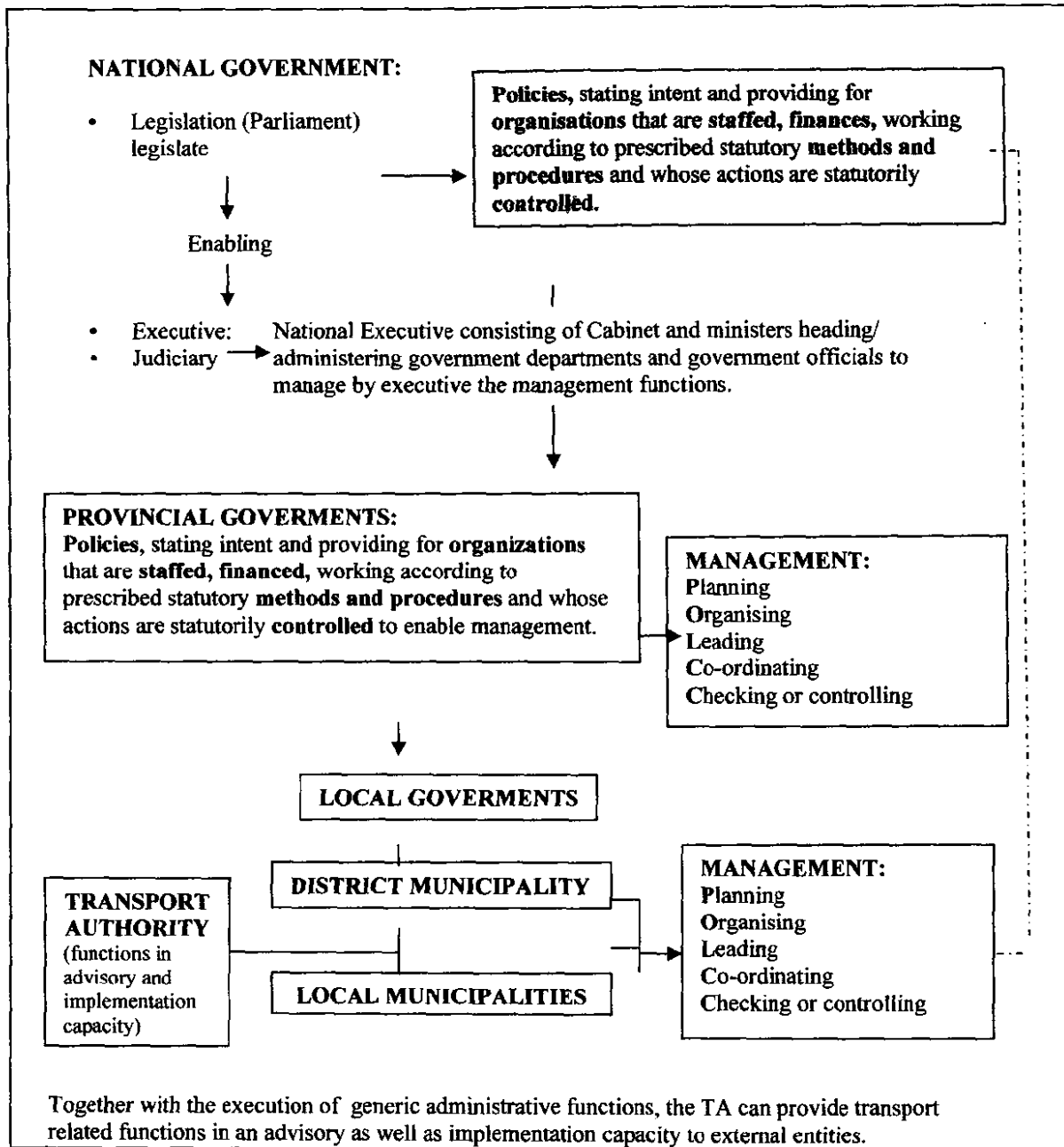
Parallel to the above entities, the National Land Transport Transition Act 22 of 2000 within the ambit of the transport field of discipline, provides for the establishment of a Transport Authority, the latter which is defined as an institutional structure (an organ of state) alongside a municipality, consisting of a governing body of councillors of that municipality, and with the responsibility of delivering transport-related services at the municipal level of government.

This is also emphasized by Stoker *et al.* (1996:3) stating that the Government's model for local government in the 1990 and into the 21st century is that of the enabling local authority. Here the tasks of local authorities lies in identifying requirements, setting standards of service and finding the best ways to meet these standards in ensuring they are met.

It is evident that the effective management of co-operative governance requires intensive intergovernmental policy, planning and administrative co-ordination. According to Khosa *et al.* (1998:146) it requires a coherent, integrated approach and should be founded on the co-ordination of strategies as contained in the Reconstruction and Development Programme.

In elaborating on the model used by Du Toit *et al.* (2001:26) to illustrate the generic process approach to public administration and management, the relations between National, Provincial, District and Local Government, with the emphasis on the positioning of a Transport Authority, is indicated in Figure 2.4.1 below.

Figure 2.1 The generic process approach to public administration and management and the proposed positioning of a Transport Authority.



In support of the above argument Stoker and King (1996:108) also deliberate on the democratization of local government and the value of locality where emphasis is placed on shared responsibilities and the fact that, how people relate to each other, depends on what resources are available and where those resources are coming from.

Repositioning of an institution entails a change in the way in which it functions. Strategies, formal structures, cultures and operating styles must change. Governments as public organizations must have particular characteristics to effectively manage the changing environment. Beckard and Harris (in Van der Waldt & Hemboldt, 1996: 96) state these characteristics as follows:

- The taking of decisions based on factual information rather than the position it occupies in the hierarchy
- Openness of information
- Recognition of different norms and values
- Management of conflict.

In adjudicating the status and service delivery of a transport authority within the ambit of a district municipality versus that of local municipality it is imperative to consider the principles of Inter-governmental Management. Inter-governmental management according to Cloete and Mokgoro (1990:301) implies more than governments interacting with one another in resolving public problems because many public problems are beyond governments ability to define and manage.

Salamon (in Cloete & Mokgoro, 1990:301) in addressing this phenomenon introduced the concept of "third party government" as a new mode of government operation to attend to the diversity of different degrees of effectiveness at different levels of government.

In terms of Section 78 of the Municipal Systems Act 32 of 2000 a municipality must, when deciding to exercise a function, first investigate if the function can not be performed through an internal mechanism. The municipality must first assess the following matters:

- the direct and indirect costs and benefits associated with the project if the service is provided through an internal mechanism
- the municipality's capacity and potential future capacity to furnish the skills, expertise and necessary for the provision of the service
- the extent to which the re-organisation of its administration and the development of the human resource capacity within that administration could be utilized to provide the service
- the likely impact on development, job creation and employment patterns in the municipality
- the views of organized labour.

In the event that a municipality finds that a service will not satisfactory be performed through an internal mechanism, the possibility to perform the service through an external mechanism may be investigated (Municipal Systems Act 32 of 2000).

Within the South African context of local government, probably the closest relation to "third party government" is found in the Municipal Systems Act that makes provision in Section 76 for a municipality to provide a municipal service through an external mechanism by entering into a service delivery agreement with the external mechanism. Furthermore, only specific external mechanisms are provided for with whom a service delivery agreement may be entered into to render a municipal service, namely:

- a municipal entity;
- another municipality;
- an organ of state;
- a community based organization or other non-governmental organization legally competent to enter into such an agreement; or any other institution, entity or person legally competent to operate a business activity.

When a municipality wants to establish an additional municipal entity – such as a transport authority, it is obligatory on the municipality to follow the procedures

provided for in the Municipal Systems Act. A comprehensive assessment must be undertaken to determine if the function can not be more effectively be performed internally.

If it is found that the provision of the service or function might be executed through an external mechanism, an assessment on the impact on the municipality and a feasibility study must be undertaken. It must also be indicated if the utilization of the external mechanism will be to the benefit of the municipality and the need to operate the function or service on business principles (Municipal Systems Amendment Act 44 of 2003).

Widespread consultation must also be done with the local community, organized labour, the National Treasury and the relevant provincial treasury, the national and provincial departments responsible for local government and the Member of the Executive Council (MEC) for local government in the province. The Municipal Manager must also give notice of the proposed establishment of the municipal entity, 90 days before the meeting where the establishment of the municipal is to be approved.

It is imperative to enter into a service delivery agreement with the municipal entity. This agreement will regulate the rights, obligations, outcomes and deliverables, key performance management and relationship between the parties.

The service delivery agreement will basically set out the rules which must be adhered to and should be as comprehensive as possible to ensure that the objectives of the municipality are achieved. The comprehensiveness of the service delivery agreement is especially important due to the fact that the municipality will have no representation on the municipal entity other than an observer in the form of a councilor or official or both (Municipal Systems Amendment Act 44 of 2003).

The legal status of such a municipal entity will be discussed in detail in Chapter 5 when the positioning of a Transport Executive, the latter which has to attend to the administrative execution of functions of a Transport Authority, is analyzed.

2.5 DIMENSIONS OF A TRANSPORT AUTHORITY WITHIN THE CONTEXT OF SERVICE DELIVERY

Local government is that level of government which is commonly defined as a decentralized, representative institution with general and specific powers devolved to it by a higher tier of government (central or provincial) within a geographical defined area. Ola (in Ismail et al. 1998:3) elaborates that local government is a “political subdivision of a nation which is constituted by law and has substantial control of local affairs, including the powers to impose taxes or the exact labour for prescribed purposes”.

A local authority can therefore be viewed as an organization comprising elected and appointed officials, which operates within a specific geographical area to provide services for its local community. According to Ismail et al. (1998:3) this type of authority has a relatively well-defined area of jurisdiction and a local populace and has a right to govern on its own initiative, subject to constitutional provisions as well as central and provincial legislation.

The organizational pattern adopted by a local authority is the result of members of the organisation acting within a set of environmental and organizational constraints (Greenwood et al. 1980:172).

Contingency theory also seeks to explain the nature of organisational structures and practices in terms of environmental and organizational characteristics.

According to Greenwood et al. (1980:169) the argument of contingency theory is that for an organisation to perform effectively its structure must “fit” its circumstances. But the degree of “fit” manifestly varies. Any management system affects the distribution of scarce and valued organizational resources and is regarded as a vehicle threatening or maintaining the existing distribution of resources.

“Local Government is multi-dimensional in that it does not exist only as a legal entity: it exists in and for communities as the grass roots for those communities”

(Craythorne 1997:13). As such local government, and therefore a Transport Authority, classified as a legal local administrative entity, functions in a number of dimensions, being the following:

2.5.1 STATUTORY DIMENSION

In terms of the Constitution of South Africa, local government is one of the three spheres of government in South Africa and Chapter 7 sets out a framework of local government functions and powers. This framework is expanded and extended in the Local Government Transitions Act, Second Amendment Act 97 of 1996) as well as the Municipal Systems Amendment Act 44 of 2003 and the Municipal Structures Amendment Act 33 of 2000.

Core functions in this respect which can be related directly to the transport field of discipline and as enshrined in the Urban Transport Act 78 of 1977 include inter-alia the regulation of public transport, planning of public transport facilities and road maintenance and rehabilitation.

2.5.2 LEGAL DIMENSION

Section 40(1) of the Constitution declares that government is constituted as national, provincial and local spheres of government which are distinctive, interdependent and inter-related and Section 155(4) further elaborates that neither the national nor the provincial governments may compromise or impede a municipality's ability or right to exercise its powers or perform its functions. The functions, roles and responsibilities of a Transport Authority is also stipulated in the National Land Transport Transition Act 22 of 2000 and the Gauteng Framework Revision Act 8 of 2002.

2.5.3 POLITICAL DIMENSION

Two key components in the political dimension are transparency and accountability. Transparency means doing away with secrecy in local affairs and being responsive to the public through public consultation whilst accountability reflects upon the

responsibility of councilors to be accountable for actions and service delivery to the community.

2.5.4 SOCIAL DIMENSION

Local government is community local government, and the social dimension places local government in the position of being involved with all the communities within its area of jurisdiction (Hanekom & Thornhill, 1994:38). This component forms also part of the public participation processes which are required when the local and district municipalities compile the Integrated Development Plans and Integrated Transport Plans for their areas of jurisdiction.

2.5.5 ECONOMIC DIMENSION

Development is a constitutional function of municipalities and development, if successfully encouraged by providing the necessary infrastructure will broaden the tax base and will inevitably result in more funding becoming available to meet social and service needs.

2.5.6 ADMINISTRATIVE DIMENSION

A municipality, and in this instance a Transport Authority, needs staff who is organized into functional units that are efficient and responsive to the community. Andrews (in Cheminai *et al.* 1998:12) describes the public personnel functions as consisting of a network of functions aimed at the provision, utilization, remuneration, training, development and retention of a trained, motivated personnel corps in the public sector. Cheminai *et al.* (1998: 26) therefore refer to generic enabling functions as those functions which are necessary to provide the public service with adequate personnel (both in terms of quality and quantity) and could be grouped into policy making, organizing, financing, determination of procedures and personnel management.

2.5.7 SERVICE-PROVISION DIMENSION

The provision of service indicates activity and these activities within the local government sphere should be aimed at securing of peace, safety, comfort and convenience of the community. This objective is emphasized by the statement of the City of Cape Town (Anon., 2004:3) that municipalities need a centralized, integrated transactional system that would enable more uniform delivery of services, allow more effective planning and accurate financial projections, link geographically scattered departments and make government more accessible to residents.

The establishment of Transport Authorities will have the benefit of eliminating fragmentation in that it is possible to group transport functions and responsibilities into a single, well-managed and focused institutional structure.

2.6. TRANSPORT AUTHORITIES INSTRUMENTAL TO HOLISTIC GOVERNANCE

According to Perry et al. (2002:26) 'holistic' governance refers to the integration of different tiers of government, or within the same tier between local authority departments, between local and central agencies, between local agencies and programmes of particular provincial government departments. It also entails the co-ordination of functions within different departments of the same institution and allows for integration within the public sector between public authorities and voluntary bodies or with private, proprietary companies (Perry et al. 2002:26).

The central formal goal of holistic working is greater effectiveness in tackling the problems the public care most about. Goals, according to Perri et al. (2002:46) could be categorized in four levels, viz: policy, client group, organisations and agencies. Policy level goals describe the over-arching purpose of public intervention in a particular area. Client level goals are concerned with meeting the needs of the clientele or helping to reshape the client's preferences. Organizational goals address the effective management of organizational relationships. Agency-level goals animate the work of the component agencies involved. Typically client and agency

level goals are generated and owned at the local level, while policy and organisational level goals may be formulated and responsibility taken for them at national level.

The challenge for holistic governance as defined by Perry et al. (2002:28) is to bring coherence at all key levels of activity namely:

- Policy: the process of making, formulating the content of policy, and then exercising oversight or scrutiny over its implementation.
- Regulation: the organisation, content and impact of regulation of individuals, private organisations and within government.
- Service provision: the organisation, content and impact of service provision.
- Scrutiny: the evaluation, audit, interpretation and appraisal of performance in policy, regulation or service provision.

Within the context of eliminating the fragmentation of transport functions and grouping together transport planning and implementation functions Transport Authorities would adhere to the principles of holistic governance.

However, in advocating the concept of the Gauteng City Region which refers to the integration of the economies of the Cities of Johannesburg, Pretoria and Ekurhuleni to become more globally competitive, the above principles of holistic governance were taken to the extreme by Shilowa (2004) when speaking at the provincial conference of the African National Congress (ANC).

In facilitating the re-configuring of municipalities in the Province to co-ordinate their functions across traditional boundaries he called for the establishment of “a city province characterized by a seamless and integrated approach to governance and a holistic, compassionate and responsive government”. Shilowa (2004) added that “all spheres of government in Gauteng must strive to function as a single entity with an integrated approach towards service delivery, economic planning and social development, facilitated by an effective system of inter-governmental relations that is based on enhanced and revised roles of national, provincial and local government, within a single system of metropolitan local government”.

The above approach could, however, severely hamper and even defeat the establishment of individual transport authorities for the different metropolitan and district councils and result in the establishment of one centralized transport authority for Gauteng.

2.7 CONCLUSION

In adjudicating the functionality of a district municipality as a transport authority against the Constitutional terms of reference, it is evident that it disposes over features which enables it to qualify as an authority within a well defined area of jurisdiction, having a legal mandate and obligation to provide inhabitants living within its area of jurisdiction with required transport related services.

Functionality of a governmental institution, and in this instance a transport authority, can in terms of efficiency be seen from the following three points of view: effectiveness, frugality and economy of scale. Effectiveness relates to the extent to which a need has to be satisfied as indicated in the original programme of action when priorities are set. Frugality refers to the manner in which resources, inclusive of funds and manpower, were put to use. Economy of scale requires that the inputs (material and equipment) should be obtained at the lowest prices and be used without waste.

It was also revealed that a Transport Authority, classified as a legal local administrative entity, functions according to the following dimensions namely statutory, legal, political, social, economic and service provision dimensions. Of importance is the reference to the legal dimensions according to which the functions, roles and responsibilities of a Transport Authority is stipulated in the National Land Transport Transition Act 22 of 2000 and the Gauteng Framework Revision Act 8 of 2002.

In promoting the concept of holistic governance a Transport Authority will also have a supportive role in that it will eliminate the fragmentation of transport functions by

grouping together transport planning and implementation functions together in a single entity as applicable to its area of jurisdiction.

Taking the above into account, it is evident that a Transport Authority adheres to the requirement of various dimensions, in fulfilling its role as institutional structure in the municipal sphere of government, with the purpose of improving transport service delivery by grouping together transport functions into a single, well-managed and focused institutional structure.

The next chapter will concentrate on the indicators defining the functional area of a transport area in terms of economic and transport criteria. Principles of dominant passenger movements and economic interdependency between inhabitants and the importance of public transport as applicable to the area of jurisdiction of the West Rand District Municipality will therefore receive attention.

Emphasis will also be placed on the role of the Transportation System which can be viewed as the mobility spine of a transport area and which provides the necessary connectivity to enhance interaction between people.

CHAPTER 3

INDICATORS DEFINING THE FUNCTIONAL AREA OF A TRANSPORT AUTHORITY

3.1 INTRODUCTION

Transport Authorities, according to the National Land Transport Transition Act (NLTTA), may be established in the local sphere of government if their effect is to improve transport service delivery by grouping transport functions into a single, well-managed and focused institutional structure (22/2000). According to the NLTTA such a transport authority must be a separate legal entity alongside a municipality, which is governed and controlled by a governing body of councillors of the municipality.

Transport authorities in Gauteng, for example, may be established for a Metropolitan or district Municipality in the Province, or a combination of such municipalities. Transport areas must consist of the whole municipal area of the affected Metropolitan and/or District Municipality but parts of adjacent municipal areas across the Gauteng provincial boundary may however be considered for inclusion in a Transport Authority area provided that it is feasible and with the mutual consent of the adjacent provincial authority (Gautrans, 2004:5).

A functional transport area aims to bring the control of the particular transportation system operating within its boundaries under a single jurisdiction for purposes of effective and efficient management. In the previous chapter the functionality of a district municipality as a transport authority was discussed in terms of generic principles with the purpose to justify its role and responsibilities within the framework of local democracy.

In this chapter focus will be placed on the economic and transport indicators which are imperative to substantiate the viability of a functional transport area, related to the

area of jurisdiction of a proposed Transport Authority. Principles of dominant passenger movements and economic interdependency between inhabitants as well as the importance of public transport as applicable to the area of jurisdiction of the West Rand District Municipality will therefore receive attention. Emphasis will also be placed on the role of the Transportation System which can be viewed as the mobility spine of a transport area and which provides the necessary connectivity to enhance interaction between people.

3.2 AN EXPOSITION OF A FUNCTIONAL TRANSPORT AREA AND A TRANSPORT SYSTEM

The importance of the components which supports the determination of a functional transport area in terms of transport form and structures is underpinned by the statement of Tolley and Turton (1995:12) in that "a geographical study of any transport system needs to identify where demands are generated and where and how they are satisfied."

A transport system is defined as the assemblage of components associated with a specific means of transport operating within a specific transport network (Field & MacGregor, 1987:131). The term 'network' is applied to the framework of routes within a system where several routes converge and act as focus for transport services or for the exchange of traffic between two modes of transport (Tolley & Turton, 1995:42)

Demographic, natural and geographic characteristics which are similar in nature and which are used to define a functional transport area are also reflective of the transport geography of the area. Hagget (2001:7) emphasizes that transport geography are to be defined in terms of location, complementarity and scale. A location will determine the nature, origin, destination and distance of a movement to be realized while complementarity refers to the ability of locations to sustain the exchange of goods, people and information. Scale illustrates how transportation systems are established over local, regional and global geographies.

At the core of a functional transport area lies the transportation system which comprises of transportation networks, transportation nodes and transportation demand, the latter which are closely linked to economic, political, regional, historical and population geography (Hagget, 2001:5).

A functional transport area, as contextualized within a transportation system can, according to Tolley and Turton (1995:53) be defined as the set of relationships between nodes, networks and demands. Transportation nodes can be identified as locations which are linked by transportation. They serve as access points to a distribution system or intermediary locations within a transport network. Transportation networks consider the spatial structure and organization of transport infrastructure and terminals. Transportation demand on the other hand refers to the demand for transport services as well as the modes used to support movements (Hagget, 2001:6).

In elaborating on the above Papacostas and Prevedoruous (2001:1) define the Transportation System as an integrated network consisting of fixed facilities, flow entities and the control system that permit people and goods to overcome the friction of geographical space efficiently in order to participate in a timely manner in some desired activity. Fixed facilities are the physical components of the system such as roadway segments and railway tracks whilst nodes refer to interchanges and transit terminals. Flow units are the units that traverse the fixed facilities.

In terms of the National Land Transport Transition Act 22 of 2000 a functional transport area is defined as an area where the majority of movements of people and goods takes place within the area with minimal cross boundary movements, thereby eliminating fragmentation by grouping transport functions and responsibilities into a single, well-managed and focused institutional structure.

According to the above legislation a range of factors must be considered when deciding on the boundaries of the Transport Authority area, thereby classifying the functional area. These include the integration of the area from the point of view of private and public passenger transport movements; economic interdependency between inhabitants; land-use developments; demographics and natural and

geographical features; and the capacity within the area to carry out the functions of a Transport Authority competently.

For the purpose of this study the definition of a functional transport area as outlined in the aforementioned legislation will be used as terms of reference. In addition to the physical components of a transportation system as attributable to a functional transport area, the economical variables such as land-use development, demographics and geographical features will be clarified when analyzing the economic profile of the West Rand (study domain) in terms of the Gross Geographic Product per economic sector and region.

3.3 ECONOMIC FUNCTIONALITY

The notion of economic functionality refers to a situation whereby the level of interaction of components within a region is significant compared with other places (Khosa & Muthien, 1998:61). An economically functional region could take many forms such as nodal regions which have a centre of concentrated economic activity which serves sub centres or residential areas. The functionality of a region according to Khosa and Muthien (1998:65) is measured by the flow of goods and services, labour flows and to an extent by the market areas for the local production sector. Therefore, economic functionality is related to the activities that occur around an urban core and the extent of its impact on the welfare of its hinterland.

*

3.3.1 ECONOMIC PROFILE OF THE WEST RAND DISTRICT MUNICIPALITY

According to Bruton (1985:26) economics is primarily concerned with the production, distribution and consumption of goods and services on which people place a value. The reciprocal relationship between space (economic environment) and transport is the starting point for the central hypothesis that transport has an instrumental character in regard to regional policy, and in this instance the establishment of a Transport Authority for the study area. As emphasized by Blonk (1979:3), changes in the transport system, autonomous or induced, will have differentiating effects on exploiting the economic development opportunities of an area.

One of the instruments used to describe the economic profile of the West Rand District is the Gross Geographic Product (GGP) which refers to the value of all final goods and services produced during a year within the boundaries of a specific area. GGP is generally used to measure the level of economic activity in that area (Urban Econ, 2004:2).

Economically, the West Rand District Municipality which comprises of the local municipalities of Mogale City, Merafong, Randfontein and Westonaria, contributes approximately 4.8% to the provincial economic production level (measured in terms of Gross Geographical Product). The District generated GGP of about R21.5 billion in 2004 (in terms of current prices). The total GGP at constant 1995 prices amounted to R11 525 m. The importance of the West Rand economy is most notably in its strong mining sector, which contributes about 74.1% to the provincial economy. Another important contributor is the agriculture sector, which contributed 16.4% to the provincial GGP in 2004 (Urban Econ, 2004:8).

Economic output in the District is mainly generated in the mining sector (at 51.3% of the total GGP). Other important sectors include manufacturing (11.2%), public, social and community services (10.0%), financial and business services (9.5%) and retail and wholesale trade (8.6%). This emphasizes the importance of the primary and secondary sectors in the district economy (mining and manufacturing), although the tertiary sectors also contribute substantially to the GGP. The sectoral employment profile for the West Rand District follows the same pattern, with 51.1% of the formal sector being employed in the mining sector.

Spatially, these production levels manifest mainly according to the location of resources, urban and transport patterns, labour force availability and economies of scale. Subsequently, it is evident that the largest economic centres (in terms of GGP values) are the Oberholzer Magisterial District (the Merafong City Local Municipal Area), with 40.1% contribution to the District's GGP, and the Krugersdorp Magisterial District (Mogale City Local Municipal Area) with 28.1% GGP contribution.

Table 3.1 The GGP figures per economic sector in the WRDM for the year 2002.

| AREA | MOGALE CITY | MERAFONG CITY | RANDFONTEIN | WESTONARIA | WEST RAND DISTRICT | GAUTENG |
|--------------------|--------------|---------------|--------------|--------------|--------------------|----------------|
| Agriculture | 220 | 25 | 64 | 19 | 327 | 1,994 |
| Mining | 32 | 7,486 | 1,691 | 2,268 | 11,477 | 14,652 |
| M'turing | 1,595 | 195 | 604 | 114 | 2,508 | 66,215 |
| Electricity | 123 | 20 | 12 | 26 | 181 | 6,692 |
| Construction | 196 | 38 | 86 | 37 | 358 | 10,398 |
| Trade | 915 | 371 | 407 | 229 | 1,922 | 53,854 |
| Transport | 748 | 146 | 241 | 91 | 1,226 | 43,837 |
| Finance | 993 | 457 | 573 | 100 | 2,123 | 100,848 |
| Community Services | 1,463 | 234 | 389 | 160 | 2,247 | 69,121 |
| Total | 6,285 | 8,973 | 4,066 | 3,044 | 22,368 | 367,612 |

Source – Urban-Econ calculation based on Global Insight (REF Version 1.50172), 2003

The following economic trends which are indicative of the economic interaction between the four local municipalities of Mogale City LM, Merafong City LM, Randfontein and Westonaria LM are also evident:

- The West Rand mining sector contributes 78.3% production value to the Gauteng province's mining industry. This is attributable to the gold mining industry: approximately 34% of South Africa's gold production occurs along the West Wits Line gold field in Merafong City (135.5t in 2001), while a further 7.5% occurs in the West Rand goldfield (29.5t in 2001), mainly aligned through the Westonaria/Randfontein regions.
- The highest agriculture production levels (formal economy) can be found in Mogale City LM, contributing 67.2% to the West Rand's agriculture production value. The Randfontein area contributed approximately 19.5%. The main

agricultural activities in the area include large-scale commercial farming; intensive commercial farming; urban agriculture; rural residential agriculture and subsistence farming. It is estimated that there is more than 650 commercial farming units within the WRDM area, which accounts for approximately 211 000 hectares of agricultural land cover. An estimated 52% are used for veld grazing, 30% for dryland crop production and 7% for planted pastures. Only about 5.5% of the total agricultural land is used for irrigation farming.

- With regards to the manufacturing sector, approximately 63.6% of the industrial GGP is generated in the Mogale City region, while 24.1% is produced in Randfontein. This emphasises the importance of these two urban nodes in the regional economy. It is estimated that there are in the order of more than 450 industries in the West Rand District (1996 Manufacturing Census). However, the industrial base is relatively small and is stagnating at this stage. Industrial activities are mostly concentrated in the urban areas of Mogale City (e.g. Chamdor, Boltonia, Factoria, Delporton) and Randfontein (Aureus, Delmas), as well as smaller concentrations in Merafong City and Westonaria.
- The tertiary and quaternary economic sectors (including trade, transport, financial and business services, as well as community, public and social services) are also mainly concentrated in Mogale City (54.8%) and Randfontein (21.4%), followed by Merafong City (16.1%) and Westonaria (7.7%).

3.3.2 POTENTIAL ECONOMIC IMPACT ON TRANSPORTATION

The interface between transportation investment and economic development has broad ramifications and goes beyond transportation's basic purpose of moving goods and people. The question asked by policy makers are two-fold – not only do they want to know the effect of transportation of additional economic development, they also want

to know the transportation needs of future growth (Eberts, Minnesota Circular A1A06, 2005).

According to Urban-Econ (2004:26) economic impacts can be defined as effects on the level of economic activity in a given area. They may be viewed in terms of the following:

- business output (or sales volume),
- value added (or gross regional product),
- wealth (including property values),
- personal income (including wages), or
- jobs.

Weisbrod and Weisbrod as quoted by Urban Econ (2004:26) mentioned that any of these economic activities can be an indicator of improvement in the economic well-being of residents, which is usually the major goal of economic development efforts.

The nett economic impact is usually viewed as the expansion or contraction of an area's economy, resulting from changes in (i.e. opening, closing, expansion or contraction of) a facility, project or programme. This is usually viewed in terms of the jobs, income and/or business sales that are directly or indirectly supported by the facility or project. Such measures actually represent the gross effect – i.e. the facility's or project's role in (or contribution to) the area economy (Urban Econ, 2004:34).

When considering the investment in transport infrastructure or the impact of transport policy on the economy, several economic and user impacts can be distinguished according to the National Transport Research Council, Washington, (1997:5). These are:

- **Direct user impacts.** All modes of transportation - including roads, rail, sea and air - provide direct benefits to users. These immediately realised benefits to users may be in terms of ease of access, comfort, safety, travel times and/or travel costs.
- **Direct economic effects** are the changes in local business activity occurring as a direct consequence of public or private business decision, or public

programmes and policies. Furthermore, increased user benefits lead to monetary benefits for some users and non-users (individuals and businesses) within the geographic area.

All of these effects can ultimately lead to growth of business sales and income in the affected geographic area and also act as catalyst to strengthen economic interactivity between the respective local municipalities.

3.4 AN ANALYSIS OF TRANSPORT MOVEMENTS

A transportation system provides the necessary connectivity that enhances the interaction between people. Transport movements which symbolizes interaction can therefore be analyzed in terms of travel demand forecasting and transport behaviour (Papacostas & Prevodorous, 2001:5).

3.4.1 TRAVEL DEMAND FORECASTING

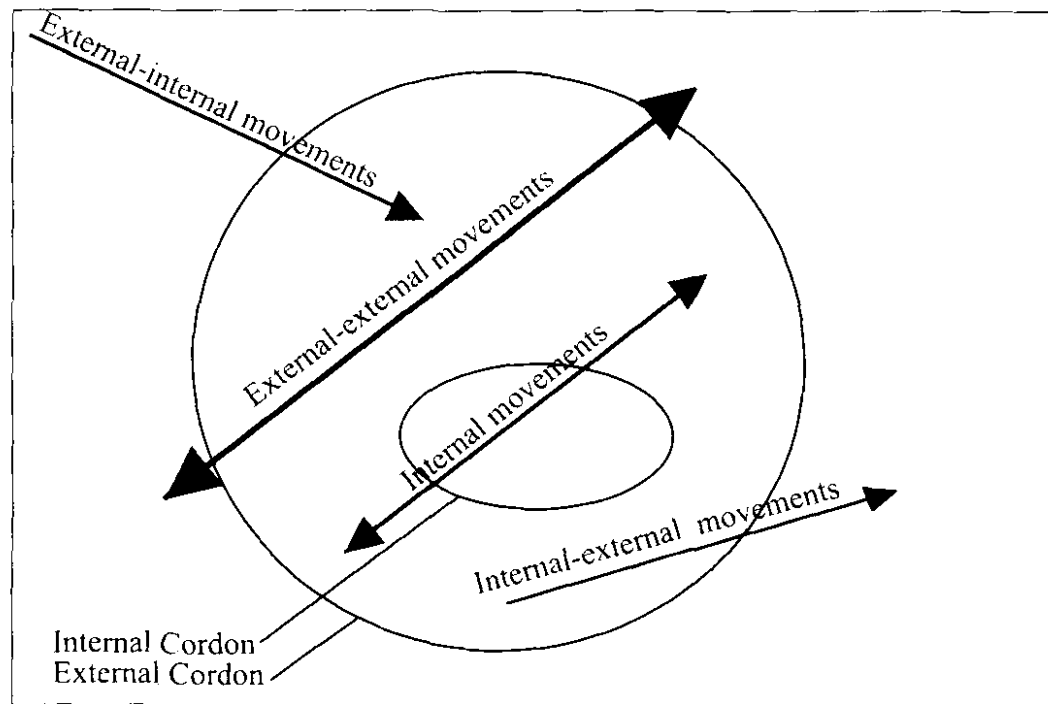
Travel demand forecasting include those activities which are performed to determine the conditional prediction of travel demand in order to estimate the likely transportation consequences of several transportation alternatives (Papacostas & Prevodorous, 2001:348). Demands for movements are related to activities pursued by people and these activities are reflected in the distribution of a range of different land-uses (Bruton, 1985:72).

The major components of travel behaviour are categorized into trip generation (point of origin where trip starts and reason for travel), trip distribution (choice of destination), mode choice (choice of travel mode) and network assignment (choice of route or path). Travel pattern data according to Bruton (1975:51) is required for the following four basic movements:

- External-External (“through”) movements with an origin and destination outside the area defined by an external cordon.

- External-Internal movements with an origin outside the external cordon, and a destination within the cordon.
- Internal-External Movements which originate within the area defined by the external cordon and have a destination beyond it.
- Internal Movements with both their origin and destination inside the area bounded by the external cordon.

Figure 3.1 Diagrammatic representation of the four basic movements for which data is collected in the transportation planning process



In the following paragraphs the travel pattern of commuters within the West Rand will be explained by means of graphical presentations under the heading dealing with dominant passenger movements and it will be clearly indicated that external movements refer to commuting patterns outside the area of jurisdiction of the West Rand whilst internal movements will concentrate on commuting patterns within the boundaries of the district and between the four local municipalities.

3.4.2 TRANSPORT BEHAVIOUR

The transport behaviour of people result from their transport-related decision, which may be classified into long- and short term decisions. Long term decisions are referred to as mobility choices and refer to residential location, employment location, automobile ownership and mode to work (Starkie, 1976:8).

Short term decisions are referred to as travel choices and include frequency of travel for various purposes such as mode, destination, route and time of day of trips (Papacostas & Prevodorous, 2001:422).

According to Bruton (1975:171) the choice of a particular mode of travel is neither a static or random process, but could be influenced individually or collectively by factors such as speed, journey length, comfort, convenience, cost, availability of specific travel modes and the socio-economic status of the persons making the journey.

For the purpose of this study information obtained from the Gauteng Household Survey (2002) and the Operating Licensing Strategy respectively were used to determine economic interdependency relating to transport behaviour of commuters within the area of jurisdiction of West Rand District Municipality. Attention was given to movement patterns within, and between, the four local municipalities of Randfontein, Westonaria, Mogale City and Merafong City as well as travel patterns between the West Rand and adjacent areas such as Johannesburg Metropolitan Council. The preferred modal choice of bus, train and vehicle travel was also investigated and will be discussed in detail when analysing dominant passenger movement.

Study areas are divided into zones for the purpose of grouping data so as to make it intelligible, amenable to analysis and suitable for the assignment of journeys (Bruton, 1975:46). For the purpose of this study zonal based models, the latter which refer to the division of the study area into measurable units, were used to determine public passenger movements (e.g by means of taxi's) according to corridor movements as

contained in the Operating Licensing Strategy (OLS 2004) and which relates to the actual location and density of journey origins.

According to Field and MacGregor (1987:129) zones should be as homogenous as possible, since data will be used to describe their average land-use characteristics. Zonal size is also very important. If zones are too large, most trips will take place within rather than between zones. If zones are too small, the interaction flows between zones does not reflect describing trip patterns and the statistical significance of data becomes questionable.

Papacostas and Prevedouros (2001:351) indicate that zonal attributes include variables such as zonal population, average zonal income and average vehicle ownership.

In analysing household and population characteristics Field and MacGregor (1987:133) indicate that a household interview can be conducted. The household interview is designed to ascertain details of the size and structure of households, the occupation and employment structure of the household occupant and a record of all journeys made on a given day by all members of the household.

In support of the above Papacostas and Prevedouros (2001:352) mention that the rationale of household models refer to those households with similar characteristics tend to have similar travel propensities irrespective of their geographical locations within the region.

3.4.3 DOMINANT PASSENGER MOVEMENT

Passenger movements are categorized according to modal split, trip productions (origin) and trip attractions (destination). Modal split can be defined as the proportionate division of the total number of person trips between different modes or methods of travel. It can be expressed numerically as a fraction, ratio or percentage of the total number of trips (Bruton, 1975:169).

Trip production refers to the point of origin from where the commuter departs, whilst trip attraction refers to the destination point (Papacostas & Prevedouros, 2001:352).

Statistical Information on Modal Split between taxi, bus and rail, the number of taxi routes and the taxi trips, as applicable to the area of jurisdiction of the West Rand District Municipality (OLS:2003) revealed the following:

Modal split

| Mode | Daily passengers | Percentage |
|---------------|------------------|-------------|
| Taxi | 197 500 | 77 |
| Rail | 57 700 | 22 |
| Bus | 2 800 | 1 |
| TOTAL: | 258 000 | 100% |

Number of taxi routes

| | | |
|--------------|------------|-------------|
| Internal | 198 | 84% |
| Cross Border | 39 | 16% |
| Total | 237 | 100% |

Taxi trips (peak period)

| | | |
|------------------|---------------|-------------|
| Internal | 86 863 | 89.6 |
| External: | | |
| Johanneburg | 3 766 | 4 |
| North West | 227 | 1 |
| Magaliesburg | 482 | 0,5 |
| Roodepoort | 916 | 1,5 |
| Soweto | 2 141 | 2,3 |
| Other | 605 | 0,7 |
| Total | | 10 |

From this travel pattern it is evident that 90% of the trips are internal to the WRDM and only 10% to external destinations.

Figure 3.2 Schematic presentation of trips from and to the West Rand

The main points to emerge from this are:

- the predominance of the taxi mode (77% of daily passengers)
- the negligible role played by the bus service (less than 1%)
- the large number of internal taxi routes (84%)
- the high percentage of internal trips within the West Rand (89.6%)
- significant movement by taxi to Johannesburg (about 5 900 passengers or 6.3% of total passenger numbers by taxi if one includes the Soweto figures with Johannesburg although the OLS itemised them separately)

The conclusion from this analysis points to the West Rand as fairly typical of a transport functional area with 90% of the trips being internal to the Municipality. (Karabo Consortium 2005)

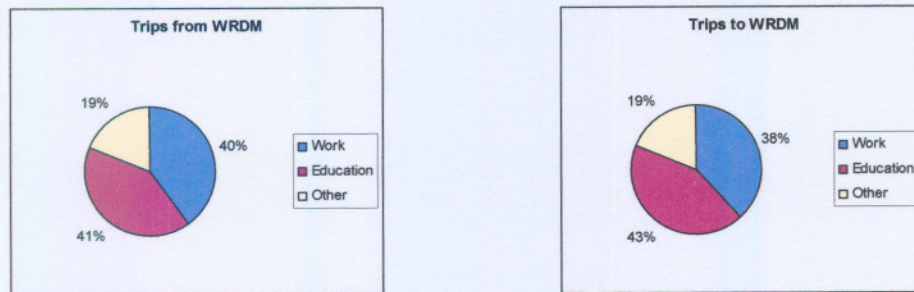
The travel pattern in terms of journey purpose (work, education and other) for trips generated in the West Rand for both trips which have their origin in the West Rand (trips from WRDM) and have their destination in the West Rand (trips to WRDM) and was calculated according to the results of the Gauteng Household Survey.

In support of the above the following table shows the destination of cross border trips to and from the West Rand.

| | Trips FROM WRDM | | Trips TO WRDM | |
|-----------|------------------------|-------------|----------------------|-----------------|
| Work | 157 000 | 40% | 140 000 | 38% |
| Education | 163 000 | 41% | 160 000 | 43% |
| Other | <u>73 000</u> | <u>19%</u> | <u>70 000</u> | <u>19%</u> |
| | <u>393 000</u> | <u>100%</u> | <u>370 000</u> | <u>100%</u> |
| | ↓ | | ↓ | |
| Internal | 340 000 | 87% | 340 000 | 92% |
| External | <u>53 000</u> | <u>13%</u> | <u>30 000</u> | <u>8%</u> |
| Maiberg | <u>393 000</u> | <u>100%</u> | <u>370 000</u> | <u>100%</u> |
| Other | | | Not significant | Not significant |
| Total | | | 392 880 | 100 |

The above travel pattern is schematically depicted as follows:

Figure 3.2 Schematic presentation of trips from and to the West Rand



The salient points are:

- that of the trips which are generated in the WRDM (ie have an origin in the WRDM), 87% are internal and 13% external
- that of the trips which have a destination in the WRDM, 92% are trips that also originated in the WRDM, in other words are internal trips, and 8% derived from outside the WRDM
- a high proportion of the trips are education trips, and one would expect a high proportion to be short distance and therefore internal.

In support of the above the following table shows the destination of cross border trips to and from the WRDM.

Table 3.2 Destination trips to the WRDM

| | TRIPS TO | PERCENTAGE |
|---|-----------------|-----------------|
| Internal within area of jurisdiction of WRDM | 340 280 | 86,61 |
| Tshwane | 2 085 | 0,53 |
| Johannesburg | 43 449 | 11,06 |
| Ekhuruleni | 4 902 | 1,25 |
| Sedibeng | 1 554 | 0,40 |
| Madibeng | 620 | 0,15 |
| Other | Not significant | Not significant |
| Total | 392 890 | 100 |

Table 3.3 Destination trips from the WRDM

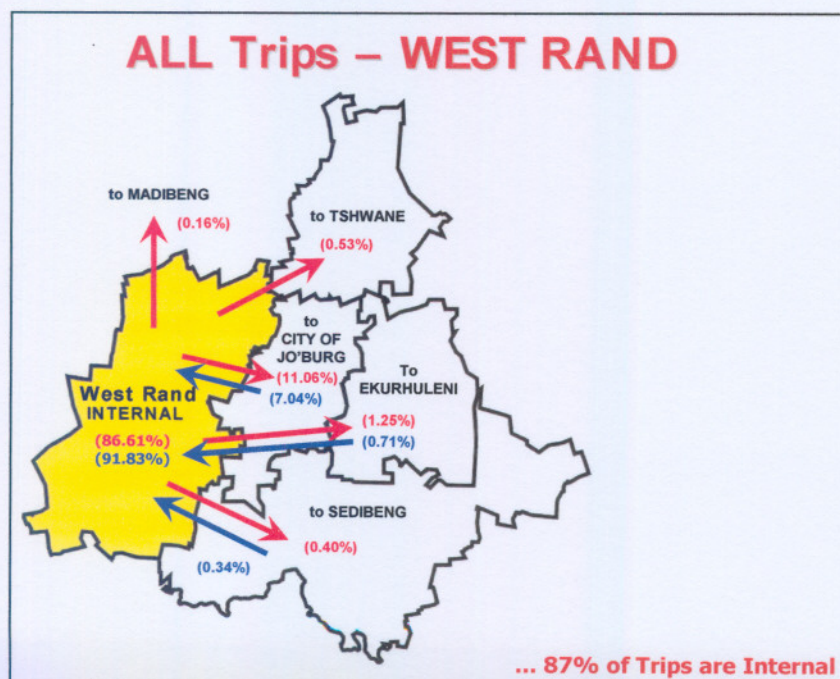
| | TRIPS TO | PERCENTAGE |
|---|-----------------|-----------------|
| External from area of jurisdiction of WRDM | 340 280 | 91,90 |
| Tshwane | Not significant | Not significant |
| Johannesburg | 26 073 | 7,04 |
| Ekhuruleni | 2 621 | 0,71 |
| Sedibeng | 1 249 | 0,34 |
| Madibeng | Not significant | Not significant |
| Other | 335 | |
| Total | 370 558 | 100 |

The salient points are that:

- whilst 87% of the trips are internal, a significant number 43 450 trips or 11% are trips across the WRDM boundary to Johannesburg
- of the trips terminating in the WRDM, 91% are internal which also have their origin in the WRDM, and 26 070 or 7% are generated from Johannesburg.

The following Map 3.1 is indicative of the internal and external trips to and from the West Rand. It is evident that 87% of the trips are internal and only 13% to external destinations.

Map 3.1 Internal and external trips within the West Rand



3.5 ESTABLISHING TRANSPORT AUTHORITIES: CONSULTATIVE PROCESSES

When establishing a Transport Authority the municipality must conduct discussions with bordering municipalities including bordering provinces, if applicable, relating to the feasibility of combining separate municipal areas or different municipal departments or agencies to form a single Transport Authority or joint Transport Executive (Gautrans, 2004:11). Consultative processes should therefore also be regarded as a functional indicator in the establishment of transport authorities.

In adhering to this requirement, the West Rand District Municipality conducted personal interviews during March and April 2005 with technical officials from the following neighbouring municipalities:

- City of Johannesburg Metropolitan Council
- City of Tswane Metropolitan Council
- Sedibeng District Municipality and Southern District Council.

3.5.1 CITY OF JOHANNESBURG METROPOLITAN COUNCIL

The City of Johannesburg has completed a substantial investigation into establishing a transport authority and compiled a document entitled: "The Case for and Design of a Transport Authority for Johannesburg.

The Johannesburg project identified that the municipal boundary did not fully encompass a functional area as there were significant trips to Ekurhuleni and to a lesser extent to the West Rand, mainly Mogale City. Less than 10% of the trips generated by Johannesburg were between the City and the West Rand. If there was a case for including part of the West Rand in the City of Johannesburg Transport Authority, it would be confined to Mogale City and to the urban areas in particular. This raised an immediate concern that since the focus of a City of Johannesburg Transport Authority would be urban issues, there would be a danger of leaving the rural areas somewhat marginalized.

The Johannesburg case study concluded that for practical reasons when considering the establishment of a Transport Authority for Johannesburg, the area should be restricted to the municipal boundary and not take in any part of the West Rand. This argument was further substantiated by the fact that, representation from one Governing Body only (in this instance the Metropolitan Council), will facilitate governance and will eliminate complications of political priorities which may be divergent between municipalities and which could bring about delay and inertia in decision making and implementation. Further to this it was also clear that funding and budgeting, especially in terms of the contributions of the municipality, would be streamlined if restricted to a single municipality (Johannesburg Case Study, 2004:61).

3.5.2 CITY OF TSHWANE METROPOLITAN COUNCIL

The City of Tshwane Metropolitan Municipality is also far advanced with an investigation to establish a transport authority (Tshwane Maycom 2004). It recognises the need to cover a functional area and intends to include portions of the North West Province lying to the north west of Tshwane. The City currently administers many of the transport functions in this area, although the area falls under the administration of the North West Province.

It does not envisage the need to include any portion of the West Rand District Municipality in its functional area.

3.5.3 SEDIBENG DISTRICT MUNICIPALITY

An internal committee in Sedibeng District Municipality was tasked with looking at the option of a transport authority. Early indication was that this would not affect a TA in WRDM, and that such a body in Sedibeng if established would most likely be restricted to the district municipal boundary. There was insignificant movement between Sedibeng and the WRDM.

3.5.4 SOUTHERN DISTRICT COUNCIL

It was indicated at the Southern District Municipality in the North West Province that the municipality has not yet embarked on any activities to investigate the possible establishment of a transport authority. It was even indicated that the transportation function as such was not viewed as high priority in the Integrated Development Plan (IDP). Travel/transport movement from Merafong to other parts of Northwest (Potchestroom, Klerksdorp etc.) seems to be insignificant (Only 1%). However, internal trips from Merafong to destinations in the West Rand, was rated at 95%. No objection or difficulty was raised to the WRDM wishing to establish a transport authority and including the areas of Merafong (Carletonville, Fochville and Wedela) into such an entity.

3.5.5 CONSULTATION WITH LOCAL MUNICIPALITIES WITHIN THE WRDM

Consultation with the technical officials of the four local municipalities of Mogale City, Merafong City, Randfontein and Westonaria LM during May 2005 focused on the division of powers and functions between the district municipality and the transport functions.

Although Chapter 6 contains information on the empirical findings resulting from the questionnaires and interviews with the local municipalities, this paragraph will highlight the main issues of concern.

Deliberations revealed that the local municipalities mainly focus on implementation, while the overall planning is done by the District through the vehicle of the Integrated Transport Plan (ITP). The local municipalities are engaged in implementation of bus and taxi ranks, road maintenance, stormwater, traffic signals and law enforcement through their public safety departments.

There is some overlap in the planning functions and not always complete alignment. This emerges in the preparation of the individual Integrated Development Plans by the respective local municipality and only the inclusion of the transport component into the Integrated Transport Plan as prepared by the District.

The lack of capacity and financial resources in the local municipalities was also identified as a mutual problem. There was consensus that if a TA was formed it would have to take over all the staff and resources currently in the local municipalities. Some concern was however expressed that such an action might be considered a surrender of political powers from local municipality to district level.

Although it was acknowledged that discussion took place between the District and local municipalities by means of a transport forum called WESMET and which comprised of both politicians and technical officials there was a problem of lack of co-ordination in some areas and the establishment of a Transport Authority who could jointly attend to planning and implementation functions was seen as a possible solution.

3.6 CONCLUSION

According to the National Land Transport Transition Act a range of factors, including the integration of the area from the point of view of private and public passenger transport movements and the economic interdependency between inhabitants must be considered when deciding on the boundaries of the Transport Authority area.

In adjudicating the functionality of the West Rand District Municipality as transport authority against the above indicators it was evident that from an economic point of view there is a shared and justifiable interest on agricultural, mining, manufacturing as well as tertiary and quaternary economic sectors (including trade, transport, financial and business services, as well as community-, public- and social services) between the West Rand District Municipality and the four neighbouring local municipalities of Mogale City LM, Merafong City LM, Randfontein and Westonaria LM.

Taking into consideration the analysis of travel patterns it is clear that the WRDM exhibits a high overall percentage of internal trips (80 %-90%) between the four local municipalities which falls within its area of jurisdiction and could therefore justify

adherence to the criteria of being a functional transport area. Cognizance should however also be taken of the significant “cross border” movement to Johannesburg and should a West Rand Transport Authority be established, the need for a liaison and consultation body with the Johannesburg Metropolitan Council will be essential.

From the consultation process it was also evident that the four neighboring local municipalities were supportive of the establishment of a Transport Authority for the West Rand provided that it would attend to both transport planning and implementation functions.

The institutional format and positioning of the West Rand District Municipality as a Transport Authority, inclusive of compulsory and voluntary functions to be executed, will be the topic of discussion in Chapter 4.

CHAPTER 4

INSTITUTIONAL FORMAT AND POSITIONING OF THE WEST RAND DISTRICT MUNICIPALITY AS TRANSPORT AUTHORITY

4.1 INTRODUCTION

The former Western Gauteng Services Council, now known as the West Rand District Municipality was declared a Planning Authority (core city) in 1993 in terms of the Urban Transport Act (78/1977) and was tasked with all transport planning and implementation projects within its area of jurisdiction.

According to the above legislation it is obligatory for a Planning Authority to prepare a Current Public Transport Record and permissions strategy for its area of jurisdiction. The Current Public Transport Record refers to the gathering of information on public passenger transport (taxi) movement within defined corridors to establish a transport database according to which a permission strategy can be formulated. The permission strategy affords planning authorities the opportunity to create a balance between supply and demand of taxi activities on transport corridors and to adjudicate applications for operating licenses.

Further to the above, a Planning Authority only has to prepare a Rationalization Strategy, a Public Transport Plan and an Integrated Transport Plan where appropriate. Other than these planning exercises the Planning Authorities have no compulsory functions.

The promulgation of the National Land Transport Transition Act, (NLTTA: 22/2000) and the Gauteng Transport Framework Revision Act (GTFRA: 8/2002), however, changed this situation and make a clear distinction between obligatory and voluntary

functions to be executed by Planning Authorities in order to qualify as Transport Authorities.

This chapter will focus on analyzing the current position (2005) of the West Rand District Municipality and to determine its functionality to fulfill the role as Transport Authority in terms of obligatory and voluntary functions as prescribed by legislation.

The analysis will focus on the nature and extent of transport functions currently performed by the WRDM and the local municipalities respectively. This will be followed by a discussion on various models which could be opted for by a transport authority in the fulfilling of the transport functions, varying in spectrum between compulsory and voluntary functions.

4.2 ANALYSIS OF COMPULSARY FUNCTIONS

In analyzing the compulsory functions the legislative framework as contained in the National Land Transport Transition Act, prescribing the nature and extent of functions to be performed, will be used as terms of reference.

4.2.1 LEGISLATIVE FRAMEWORK GUIDING COMPULSORY AND VOLUNTARY FUNCTIONS

The National Land Transport Transition Act (NLTTA: 22/2000) and the Gauteng Transport Framework Revision Act (GRFTA: 8/2002) are the two primary pieces of legislation which provide various statutory impositions in terms of the possible functions to be carried out by Transport Authorities.

The NLTTA sets out the compulsory functions of a Transport Authority in Chapter 2 and a number of optional functions in Chapter 3, the chapter dealing with matters of provincial concern. Chapter 3 has however been replaced by Provincial legislation, and the provisions governing transport authorities in the Gauteng Province is covered in the Gauteng Transport Framework Revision Act 8 of 2002.

A Transport Authority must, in terms of Section 10(13) of the National Land Transport Transition Act (NLTTA: 22/2000) perform the following compulsory functions:

- The preparation, implementation and monitoring of transport plans
- Financial planning
- Managing the movement of persons and goods on land
- Encourage, promote and facilitate public consultation, participation or involvement
- Call for tenders for public transport services, prepare tender specifications and documents, evaluate and award the tenders.

In addition, further functions may be assigned based on co-operative governance between the Province and the Transport Authority, including security in transport, promote optimal travel modes, land transport information system, marketing and promotion, to provide information to users, determine fare structures, payments to public transport operators, investigations into the financial circumstances of existing operators, regulation and control of revenue-sharing, monitoring of contracts, impacts of the land transport system on the environment, in agreement with relevant participating municipalities take over functions related to municipal roads and apply measures to limit damage to the road system in that part of the transport area.

The responsibility of the Transport Authority in respect of the provision of transport services, infrastructure and facilities are defined in terms of internal infrastructure and services and those that extend across the boundary. It is based on the principle that the Transport Authority is responsible for all services to the local electorate and therefore it includes all services that are instituted for the benefit of the local residents that are registered voters in the jurisdiction area; given the intent to establish coordinating structures with the concerned neighbouring authorities to ensure proper co-operative governance of these cross boundary services.

4.2.2 ANALYSIS OF COMPULSORY FUNCTIONS: LOCAL MUNICIPALITIES VERSUS THE DISTRICT MUNICIPALITY

A detailed analysis of the various functions was undertaken in collaboration with the four neighbouring local municipalities of Mogale City, Merafong City, Randfontein and Westonaria and is aimed at providing an understanding of the scope of each function, the extent to which the function was currently being performed, and the organisation currently responsible for performing the function.

These processes were also highlighted in the previous chapter.

A tabular analysis (Table 4.1) of the following six compulsory functions, focusing on the authorizing legislation and the extent to which some of the functions are currently being performed by the WRDM, is given below, as these are the substantiating factors to be considered in order to qualify as fully-fledged transport authority.

Table 4.1 Analysis of compulsory transport functions as performed by the WRDM

| • PREPARE AND IMPLEMENT TRANSPORT PLANS | | |
|--|---------------------------------|---|
| LEGISLATION: NLTTA: CHAPTER 10 – SECTION 13(A) | CURRENT RESPONSIBILITY | EXTENT CURRENTLY PERFORMED |
| In its capacity as planning authority, prepare transport plans for the transport area, and be responsible for the implementation thereof, and monitor its performance in achieving its goals and objectives. | WRDM (Directorate Transport) | WRDM (Directorate Transport) is fully responsible for compilation of Integrated Transport Plan inclusive of Public Transport components and Operating Licensing Strategy. |

| | | |
|--|--|---|
| | Local Municipalities of Mogale City, Merafong City, Randfontein and Westonaria | Implementation of projects is done by the Local municipalities in conjunction with the WRDM. The WRDM has full jurisdiction over transport planning and implementation projects in the District Management Area. |
| <p align="center">• DEVELOP LAND TRANSPORT POLICY BASED ON NATIONAL AND PROVISIONAL GUIDELINES</p> | | |
| LEGISLATION: NLTTA: CHAPTER 10 – SECTION 13(B) | CURRENT RESPONSIBILITY | EXTENT CURRENTLY PERFORMED |
| Develop land transport policy within its area based on national and provincial guidelines, which includes its vision for the area, and incorporate spatial development policies on matters such as densification and infilling as well as development corridors. | WRDM (Strategic Unit: Service Delivery) | The WRDM (Strategic Unit: Service Delivery) is responsible for the compilation of the Regional Spatial Development Framework which is inclusive of land-use development patterns throughout the region. |

| | | |
|--|--|--|
| | | <p>Strategy which manages supply and demand of taxi movement within corridors.</p> <p>The WRDM also attends to transport modeling exercises to assist in forecasting and future transport planning.</p> <p>The Directorate Public Safety, in conjunction with the Traffic Directorates of the Local Municipalities are tasked with the transport monitoring of hazardous material and vehicles through the region.</p> |
|--|--|--|

• ENCOURAGE, PROMOTE AND FACILITATE PUBLIC CONSULTATION

| LEGISLATION: NATIONAL LAND TRANSPORT TRANSITION ACT : CHAPTER 10 – SECTION 13(E) | CURRENT RESPONSIBILITY | EXTENT CURRENTLY PERFORMED |
|---|-----------------------------------|---------------------------------------|
| Encourage, promote and facilitate public consultation, participation or involvement through hearings, | WRDM | In the compilation of the Integrated |

| | | |
|--|---|---|
| <p>seminars and workshops and any other means that are appropriate to ensure effective communication with customers, communities, organised labour and transport operators, and the Minister may prescribe requirements and procedures in this regard.</p> | <p>Local Municipalities through IDP Process</p> | <p>Transport Plan the Directorate Transport (WRDM) is responsible for arrangement of public meetings to determine the transport planning and implementation needs throughout the region.</p> <p>In addition to public meetings, the Section 80 Committee: Transport, Road and Public Works (WRDM) is used as formal platform to deliberate transport issues on political level.</p> |
|--|---|---|

• PREPARATION OF TENDER DOCUMENTATION, AND AWARDING OF TENDERS FOR ROAD BASED PUBLIC TRANSPORT SERVICES.

| LEGISLATION: NLTTA: CHAPTER 10 – SECTION 13(E) | CURRENT RESPONSIBILITY | EXTENT CURRENTLY PERFORMED |
|--|--|--|
| <p>Calling for tenders for the public transport services to be operated in terms of commercial service contracts and subsidized service, prepare tender specifications and documents for that purpose, evaluate the tenders received</p> | <p>Gautrans (service is only rendered within the metropolitan areas of the City of Johannesburg,</p> | <p>There are currently no subsidized bus services operational within the area of jurisdiction of the WRDM.</p> |

| | | |
|--|---|--|
| and the award of the tenders, but this function may be undertaken after the date of declaration of the transport authority under subsection (7) but not later than a date to be determined by the Minister in agreement with the transport authority and the relevant MEC. | Tshwane and Ekurhuleni and the Sedibeng District Council) | |
|--|---|--|

4.3 OPTIONAL FUNCTIONS OF A TRANSPORT AUTHORITY

A Transport Authority may, subject to legislation applicable to local government, perform voluntary or optional transport related functions in addition to the compulsory functions as stipulated above. For ease of reference the voluntary functions, which are prescribed by both the National Land Transport Transition Act 22 of 2000 and the Gauteng Transport Framework Revision Act 8 of 2002, are divided into the following functional categories.

A technical analysis (Table 4.2) of the position of the West Rand District Municipality in rendering optional functions revealed the following:

Table 4.2 Position of the West Rand District Municipality in rendering optional functions

| FUNCTION | RESPONSIBILITY | COMMENTS |
|--|---------------------------------|--|
| <ul style="list-style-type: none"> • Provision of road based public services * In the case of subsidized services determine fare structures and fare levels * In the case of unsubsidized public | <p>Gautrans</p> <p>Gautrans</p> | <p>The mentioned functions such as bus services are performed on Provincial Level (Gautrans) and rail activities on National Level and regulated by the South African Rail Commuter Corporation.</p> |

| | | |
|--|--|--|
| <ul style="list-style-type: none"> • Management of Transport * Undertake travel demand management * Monitoring of impacts of land transport system on environment * Develop and maintain transport information system * Apply measures to prevent damage to roads from overload vehicles | <p>WRDM (Directorate Transport)</p> <p>WRDM (Directorate Transport)</p> <p>WRDM (Dir:Public Safety in collaboration with local municipalities.</p> | <p>The Directorate Transport disposes over a comprehensive Geographical Information System, the latter which manages the Current Public Transport Record Data, Operating Licensing Strategy and the Pavement Management System</p> <p>The Directorate Public Safety is involved in the regulating of overload vehicles in close collaboration with the traffic departments of the respective local municipalities.</p> <p>Sub-Directorate Environmental Health renders supportive functions toward Directorate Transport in this regard</p> |
| <ul style="list-style-type: none"> • Marketing and promotion * Market and promote public transport system | <p>WRDM (Directorate Transport)</p> | <p>The Directorate Transport, in collaboration with Gautrans and the Western Gauteng Taxi Council promotes the use of public transport.</p> |

| | | |
|--|---|---|
| <p>* Monitoring of impacts of land transport system on environment</p> | <p>WRDM (Strategic Unit: Service Delivery - Environmental Health)</p> | <p>Sub-Directorate Environmental Health renders supportive functions toward Directorate Transport in this regard.</p> |
| <p>• Transport Infrastructure</p> <p>* Build and maintain transport infrastructure</p> <p>* In agreement with local municipalities take over the functions relating to municipal roads.</p> <p>• In agreement with local municipalities assume co-responsibility and assist in traffic management techniques</p> <p>In agreement with local municipalities take over the functions relating to municipal roads.</p> <p>* In the case of subsidized services determine fare structures and fare levels</p> <p>* In the case of unsubsidized public transport services set minimum fares</p> <p>* Institute and conduct investigations into financial circumstances</p> | <p>WRDM and Local Municipalities.</p> <p>Gautrans</p> <p>SARCC</p> <p>Gautrans/ SARCC</p> | <p>Maintenance of local roads is presently done by the Local municipalities.</p> <p>The WRDM however has full jurisdiction over transport implementation projects in the District Management Area..</p> <p>The mentioned functions such as bus services are performed on Provincial Level (Gautrans) and rail activities on National Level and regulated by the South African Rail Commuter Corporation.</p> <p>Due to the fact that the WRDM does not have any subsidized bus services within its area, it does not fulfill any of the functions as mentioned.</p> <p>Rail activities are a national competency and has as yet not been devolved to provincial or local level.</p> |

| | | |
|--|--|--|
| <p>and operating practices pertaining to public transport services.</p> <ul style="list-style-type: none"> * Introduce or establish a ticketing system * Exercise control over service delivery through monitoring of contracts and services | | |
|--|--|--|

4.4 CORRELATION BETWEEN VOLUNTARY AND COMPULSARY FUNCTIONS

An adjudication of the functions showed a close correlation and even overlap between the compulsory functions and certain of the optional functions presently executed by the WRDM. It is also apparent that a number of the optional functions are currently being performed by the Directorate Transport, in part if not completely, in terms of its responsibility under municipal functions or as Core City under the Urban Transport Act 78 of 1977.

In performing certain of the compulsory functions, some of the optional functions are being performed because of the inevitable overlap and correlation. This is illustrated through a number of examples such as the following: In terms of the compulsory function, where the WRDM prepares an Integrated Transport Plan it also fulfill the following roles:

- it embraces the functions of optimum mode
- Identification of a strategic network and corridors, as well as a need for public transport infrastructure, and when priority should be given to public transport. It therefore bears closely on the function travel demand management and provision of public transport infrastructure.

In terms of the compulsory management pertaining to the movement of persons and goods, the Directorate Transport, with the support of the Directorate Public Safety, is closely involved in the following:

- Travel demand management, traffic management, and prevention of damage to roads from overloading
- Law enforcement in regulating incidents of taxi violence.
- Disposes over a fully integrated Transport Information System
- Involved in travel demand management and developing of a Transport Model for the West Rand.

4.5. IDENTIFYING OPTIONS FOR THE ASSIGNMENT OF TA FUNCTIONS

The NLTTA is prescriptive on the minimum (compulsory) functions to be assumed by any transport authority once it comes into being. Therefore, the defining challenge is to resolve on the optional functions (functions in addition to the compulsory ones) that a Transport Authority for the West Rand should perform, in addition to the compulsory ones.

One of the prime imperatives for establishing a transport authority is on the grounds of eliminating fragmentation of functions with the inherent inefficiencies and conflicting objectives. It could therefore be argued that, if the full benefits of the transport authority are to be attained, the transport authority should undertake the full range of functions provided for in the legislation.

Some of the immediate concerns associated with undertaking the full range of functions are however the following: Lack of capacity, the need for skilled resources to perform the functions, the additional financial burden with regards to unfunded mandates and the possibility of institutional restructuring.

There appears to be some overlap of functions between the District and local municipalities. The need for clarity on jurisdictional responsibility and co-ordination was identified as an issue in the consultation with local authorities.

However, these constraints need to be weighed against the benefits of a more proactive approach which will support the following transport vision of the West Rand District : “The enhancement of mobility and accessibility of all people in the West Rand, with equitable, justified, affordable and sustainable standards, by providing and managing an effective and efficient transport system comprising of transport infrastructure and integrated multi-modal public transport that will enable and serve as catalyst for economic development, job creation and the upliftment of the community in the region” (WRDM - ITP, 2000).

4.5.1 OPTIONS FOR ASSIGNMENT OF FUNCTIONS

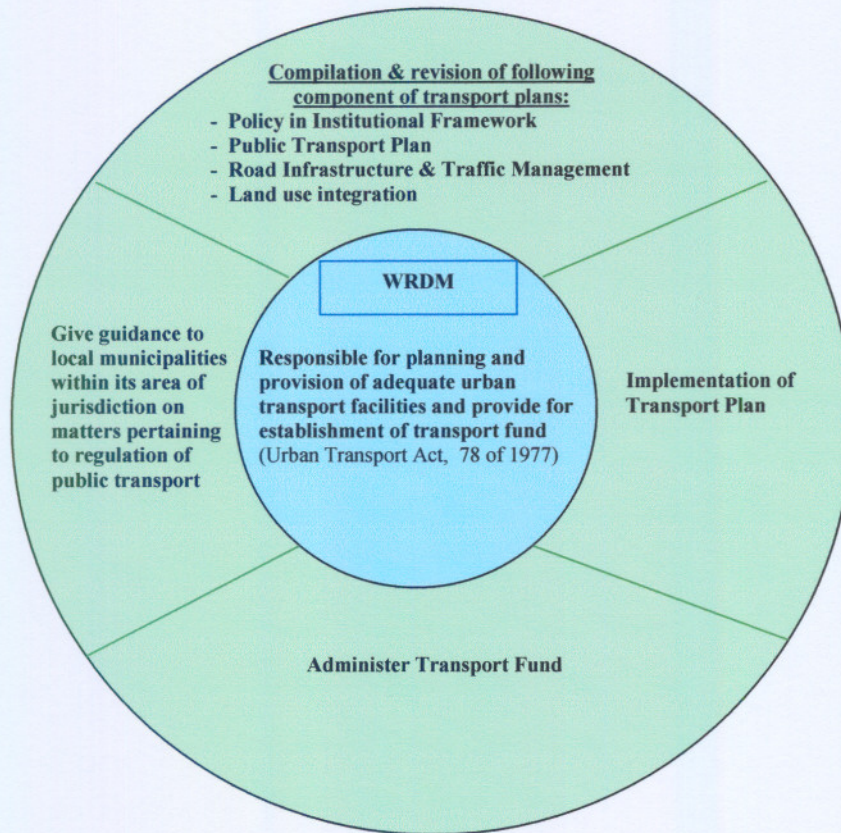
Taking into consideration the legislative frameworks of the Urban Transport Act 77 of 1978, and the National Land Transport Transition Act 22 of 2000, pertaining to transportation functions to be performed by metropolitan and district municipalities the following options in the assignment of functions therefore exists:

Option A: Status Quo Position – The WRDM as Planning Authority in accordance with the Urban Transport Act

Option A, shown in figure 4.1, is based on the status quo position where the WRDM, within it status as planning authority, continue to render the functions as is, and does not opt to become a transport authority (Urban Transport Act 77 of 1978).

The only compulsory functions which does not fall within the ambit of the transport activities of the WRDM, is the Road Based Public Transport Service which involves inter-alia the compilation of tender documentation and the awarding of public transport contracts to bus operators, setting of tariffs and fares etc. This is due to the fact that there are no subsidized bus services operational in the area of jurisdiction of the West Rand,

Figure 4.1 Option A : WRDM as Planning Authority in accordance with Urban Transport Act (78/1977)



Option B: Two phased assignment of functions in accordance with NLTTA

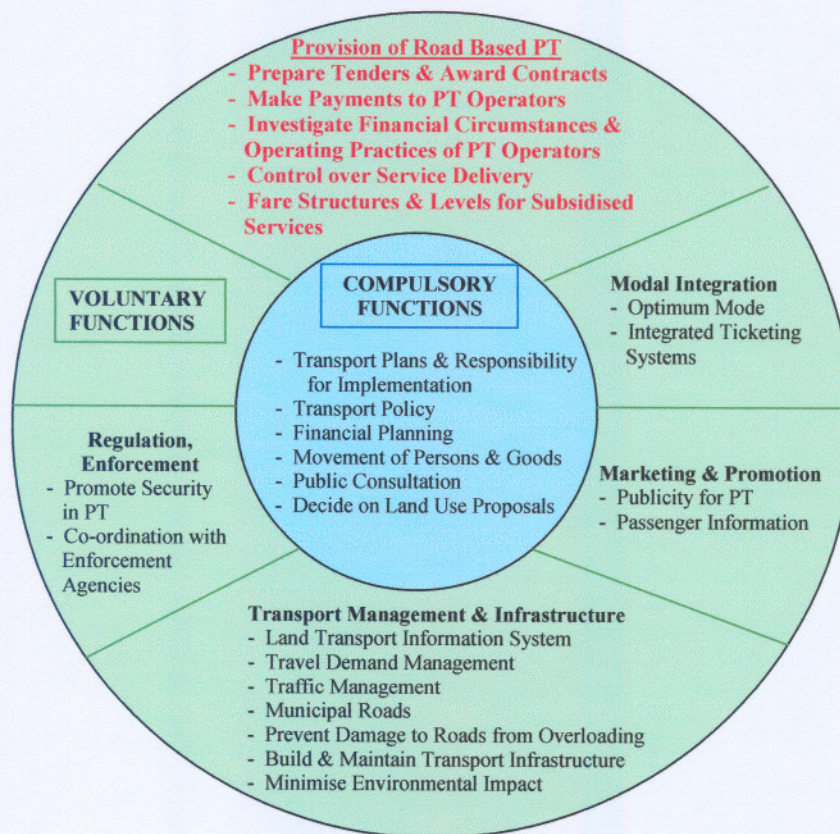
Option B, as shown in Figure 4.2, is a two-phase assignment of functions in accordance with the regulations of the NLTTA. The first phase being the assignment of compulsory functions excluding the provision of Road Based Public Transport Services due to the peculiar circumstances of the West Rand not having subsidized bus services, and the second phase involving the assignment of some of the voluntary functions over a two to three year period depending upon the financial resources and capacity of the municipality (NLTTA, 20/2000).

This phased approach has its foundation in the view that there has to be a managed transition to the new organisation which allows time for the capacity and expertise to be acquired. The functions suggested in phase two includes some that are currently performed by Gautrans and others have not been an area of attention of any sphere

of government or are not being performed as a deliberate programme. Therefore, those functions that are currently being performed by Gautrans, to be successfully carried out at the transport authority level, would include funding administering the function or transfer of personnel.

On those functions where there is no authority in charge namely modal integration and marketing and promotion, the transport authority must build and mature expertise, and provide for funding through some funding regime which could include municipal budget allocations and/or agreements with other spheres of government.

Figure 4.2 Option B: Two phased assignment of functions in accordance with NLTTA

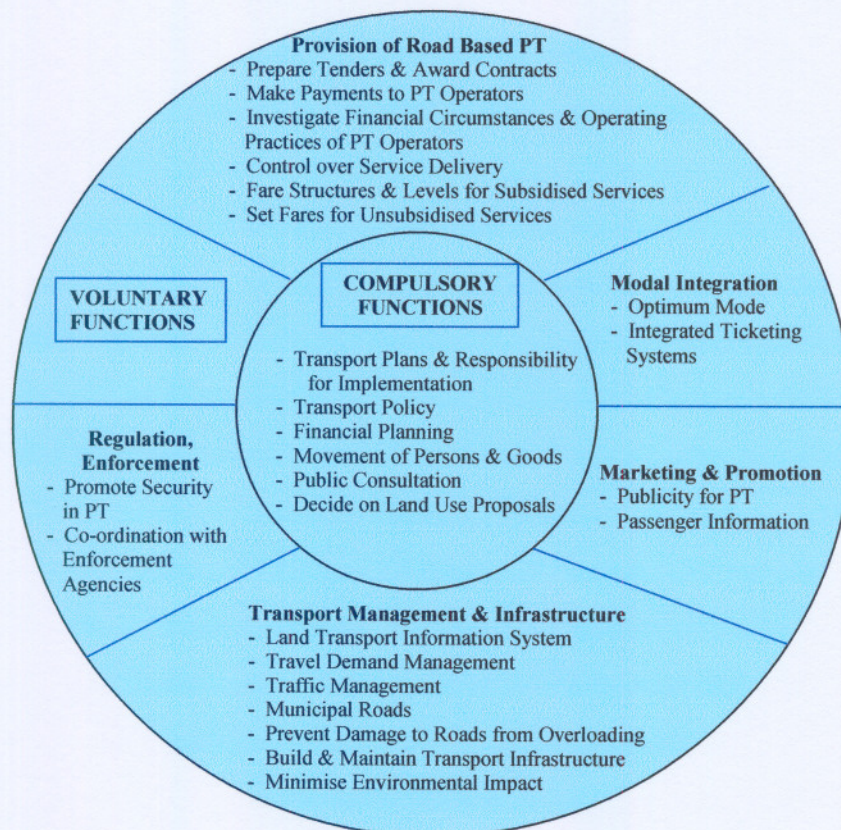


Option C: Take over full range of functions in accordance with the NLTTA

Option C, as shown in Figure 4.3, advocates for the full range of compulsory and optional functions to be taken by the West Rand District Municipality (NLTTA, 22/200). This option, however, presents major challenges that needs to be addressed including:

- The establishment of Road Based Public Transport Services within the West Rand
- The identification of sources of funding
- To obtain competent and skilled personnel
- To put in place enforceable agreement(s) on service levels between a West Rand Transport Authority and the various institutions currently responsible for the implementation of some of the functions.

Figure 4.3 Option C: Take over full range of functions in accordance with NLTTA



Option D: The “Do-nothing” option in anticipation of the declaration of the Gauteng City region concept.

The objective of the Gauteng Provincial Government’s Five Year Strategic Programme (Gauteng DPLG:2005) and the Provincial Growth and Development Strategy (PGDS:2005) pertaining to the City Region is as follows: “To build Gauteng into an integrated and globally competitive region where the economic activities of different parts of the province complement each other in consolidating Gauteng as an economic hub of Africa and an internationally recognized global city region. Pursuing this option will also result in the maintaining of the status quo for the West Rand District Municipality until such time formal demarcation of all the metro’s and district councils into a city region has been concluded.

4.5.2 ADJUDICATION OF OPTIONS FOR ASSIGNMENT OF FUNCTIONS

The four options were evaluated against the approved Integrated Development Plan, the Spatial Development Framework and the Integrated Transport Plan of the West Rand. The primary basis of evaluation was the determination of the extent to which each of the options supports the provisions of the key policy documents. The criteria used assessed the extent to which the functions were aligned with the Key Development Priorities of the West Rand, how it seeks to advance the Integrated Transport Plan and how it will facilitate the realisation of the development objectives of the region as contained in the Integrated Development Plan.

Although the empirical findings resulting from the interviews with the local municipalities will be discussed in detail in chapter 6, it needs to be mentioned that the majority of local municipalities indicated that Option B, being the two-phased assignment of functions in accordance with the NLTTA, with the first phase being the assignment of compulsory functions excluding the provision of Road Based Public Transport Services, was the preferred institutional option.

4.6 CONCLUSION

The concept of a Transport Authority is not to assign a large range of new functions to the municipal sphere of government but rather to establish an appropriate institution to overcome the dysfunction of the transport function arising from fragmentation of activities.

Evaluation of the compulsory functions, as well as some of the optional functions, shows that to a significant extent, although not entirely, they are existing functions of the municipality and arises from the status of the West Rand District Municipality as a planning authority in terms of the NLTTA and as Core City under the Urban Transport Act.

In evaluating the options for the assignment of Transport Authority functions it was evident that the majority of local municipalities indicated that Option B, being the two-phased assignment of functions in accordance with the NLTTA, with the first phase being the assignment of compulsory functions excluding the provision of Road Based Public Transport Services, was the preferred institutional option.

Having made the above conclusions, it is important to acknowledge some of the organisational challenges faced by the Directorate Transport of the WRDM include the lack of human resource capacity and funding, lack of clarity on the role of the WRDM in terms of Road Based Public Transport Services, and the absence of enforceable agreement(s) on service levels between a West Rand Transport Authority and the various institutions currently responsible for the implementation of some of the functions.

A financial plan detailing how to secure funding for those functions not currently deliberately undertaken by any sphere of government such as integrated ticketing system, publicity of public transport and the promotion of security in public transport has to be in place if a West Rand Transport Authority is to successfully execute the functions.

has to be in place if a West Rand Transport Authority is to successfully execute the functions.

To create an environment for a West Rand Transport Authority to prosper, serious attention has to be placed on these challenges. It should never be the case that the West Rand agrees to take over functions as a Transport Authority for which there are no human and financial resources available.

The next chapter will give a comparative analysis between transport authorities in the United Kingdom, compared to the South African situation. Specific reference will be made to progress made with the establishment of transport authorities in Gauteng Province and the legal debate pertaining to the position of the transport executive.

CHAPTER 5

STATUS OF TRANSPORT AUTHORITIES IN THE UNITED KINGDOM VERSUS SOUTH AFRICA: A COMPARATIVE ANALYSIS

5.1 INTRODUCTION

The South African Government is confronted by competing demands and priorities at all spheres. As a result of these competing demands it is difficult to elevate transport above other priorities, especially at local sphere, where delivery has to occur. The establishment of Transport Authorities therefore creates an opportunity to place transport as discipline in an institutional format that will plan, manage and regulate it as catalyst for social and economic development.

In the past, Government's dominant role has been as a regulator of bureaucratic detail, a provider of infrastructure, and a transport operator, but it has been weak in policy formulation and in strategic planning.

This legacy has been reversed with the introduction of the White Paper on National Transport Policy in 1996 with its vision to provide safe, reliable, effective, efficient, and fully integrated transport operations and infrastructure which will best meet the needs of freight and passenger customers at improving levels of service and cost in a fashion which supports government strategies for economic and social development whilst being environmentally and economically sustainable (SA, 1996:4).

Public policy making is carried out at various levels of government. The cascading nature of public policy leads to national government policy generally being broad in nature and providing the reference framework within which more detailed policy is made at provincial and local authority level. Because of this, transport institutional policy needs to address arrangements for the relationships between various levels of government, as well as the structure for non government, or statutory transport bodies (SA, 1996:16).

The regulation of urban transport in the United Kingdom has a long history dating back more than 75 years. During that period, an evolutionary process was followed, based on the legislative and political requirements of the day (Starkie, 1976:12).

Over the years this process included anti-monopoly, anti-competition, centralized control, a competitive framework, liberalization (covering the deregulation and corporatisation of buses and railways) and more recently the setting of performance targets in terms of a 10 year plan (UK Transport Policy, 2003).

International experiences in London clearly indicated that strong political commitment played a key role towards the success of Transport Authority initiatives. The extent of Public Transport Executives in public transport is reflective of government's commitment to improving the quality of life and eliminating social exclusion of minorities and vulnerable groups of passengers (Gautrans Study Tour, 2003:11).

To further operationalise the research objectives of this study, this chapter will focus on the present status of Transport Authorities in the United Kingdom, compared to those in South Africa (Gauteng Province). Emphasis will also be placed on the positioning of the Transport Executive (TE) and the legality of municipal entities within the South African context.

5.2 STATUS OF TRANSPORT AUTHORITIES IN THE UNITED KINGDOM

In elaborating on the status of transport authorities in the United Kingdom attention will be given to aspects such as the evolution of modern transport planning, scope of transport activities, mandates and responsibilities of transport authorities as well as funding mechanisms.

5.2.1 EVOLUTION OF MODERN TRANSPORT PLANNING

The Transport Act, 1968, set up Passenger Transport Authorities in the United Kingdom in four conurbations, each with a Passenger Transport Executive to operate bus services which had powers of compulsory purchase and to which the municipal transport fleets were transferred. They were made up of members appointed by the local authorities in their areas, with additional direct appointments made by central government (Hibbs, 1996:3).

Passenger Transport Executives were established to answer to the Passenger Transport Authorities in Tyneside, West Midlands, Merseyside and Greater Manchester to administer local bus and local rail services. In the Merseyside area for example the three municipal undertakings of Liverpool, Birkenhead and Wallasey are transferred in December 1969 to the Passenger Transport Authority constituted earlier that year. The Transport Act of 1968 obliged the Public Transport Authority and Public Transport Executive to secure or promote the provision of properly integrated and sufficient system of public transport to meet the needs of the area (Starkie, 1976:26).

The Transport Act, 1972 added a number of Passenger Transport Authorities in South Yorkshire, West Yorkshire and Strathclyde. These Passenger Transport Authorities had control over bus fares and the bus network until 1985, when the deregulation of buses was announced. Payments were made to British Rail until 1994; thereafter to franchised train operating companies (TOCs). Rail fares were agreed with British Rail until 1994, thereafter with the Strategic Rail Authority. They also had planning and procurement powers regarding urban public transport. The most tangible benefit from the creation of these Passenger Transport Authorities has been the introducing of widespread introduction of travel cards (Truelove, 1992:57).

Presently the Strathclyde Passenger Transport Authority is a separate legal entity from the local authority, but is subject to appointment, direction and financial approval by the authority and to the general policies as so determined by the latter (Strathclyde Passenger Transport Annual Report, 2001).

In the case of London, a different procedure was followed. In 1933, London Transport was formed to plan and operate the underground, buses, trolley buses and trams. In 1947, London Transport was nationalised under the British Transport Commission. Later, in terms of the London Regional Transport Act, 1984, the London Underground Ltd and the London Buses Ltd were formed as subsidiaries of London Transport. In 1987 to 1995, it sold its buses to private operators, and franchised the entire bus network. Then in 2000, Transport for London (TfL) was established under the Greater London Authority Act, 2000. (London Government Transport: Order 2003).

5.2.2 SCOPE OF TRANSPORT AUTHORITY ACTIVITIES

There are seven Passenger Transport Authorities (PTA) in the United Kingdom, covering the metropolitan regions of Strathclyde, Greater Manchester, West Midlands, West Yorkshire, South Yorkshire, Tyne & Wear, and Merseyside. Together, they serve 13,3 million people (22,5% of the total population), and during the 2001 / 2002 year they were responsible for administering £1 billion of investment in public transport (Gautrans Study Tour, 2003:11).

The metropolitan regions served by these PTA's comprise between 5 and 12 district councils, as shown in Table 5.1 below. The population and surface areas of these regions are also included (Absolute Astronomy Encyclopedia - Passenger Transport Executives).

In contrast, Transport for London is not defined as a Passenger Transport Authority, and was established in terms of the Greater London Authority Act. If the area of the Greater London (1 579 km²) is included, the total area served by these transport authorities equals 13 344 km², which is 5,5% of the total area of the United Kingdom, and the inhabitants of the eight most densely populated conurbations equal 20,6 million (Gautrans Study Tour, 2003:11). These figures are indicated in Table 5.2 below:

Table 5.1 Passenger Transport Authorities (PTA) in the United Kingdom

| TRANSPORT AUTHORITY | CONSTITUENT COUNCILS | POPULATION | AREA (km ²) |
|---------------------------------------|--|-------------------|-------------------------|
| Strathclyde Passenger Transport (SPT) | Argyle & Bute, East Ayrshire, East Dumbartonshire, East Renfrewshire, Glasgow , Inverclyde, North Ayrshire, North Lanarkshire, Renfrewshire, South Ayrshire, South Lanarkshire, West Dumbartonshire | 2 200 000 | 4 800 |
| Greater Manchester PTA | Bolton, Bury, Manchester , Oldham, Rochdale, Salford, Stockport, Tameside, Trafford, Wigan | 2 600 000 | 1 270 |
| West Midlands PTA (Centro) | Birmingham , Coventry, Dudley, Sandwell, Solihull, Walsall, Wolverhampton | 2 600 000 | 1 264 |
| West Yorkshire PTA | Bradford, Calderdale, Kirklees, Leeds , Wakefield | 2 100 000 | 1 677 |
| South Yorkshire PTA | Barnsley, Doncaster, Rotherham, Sheffield | 1 300 000 | 1 547 |
| Tyne & Wear PTA (Nexus) | Gateshead, Newcastle , North Tyneside, South Tyneside, Sunderland | 1 100 000 | 546 |
| Merseyside PTA | Knowsley, Liverpool , Sefton, St Helens, Wirral | 1 400 000 | 642 |
| TOTAL | | 13 300 000 | 11 755 |

Table 5.2 Passenger Transport Authority: London

| REGION | SURFACE AREA | % AREA | POPULATION | % Percentage of Population |
|-----------------------------------|---------------------|---------------|---------------------|-----------------------------------|
| Greater London | 1579 | 0,65% | 7,3 million | 12,5% |
| 7 Passenger Transport Authorities | 11 755 | 4,80% | 13,3 million | 22,5% |
| Total | 13 344 | 5,50% | 20,6 million | 35% |

5.2.3 MANDATE, POWERS AND RESPONSIBILITIES OF PASSENGER TRANSPORT AUTHORITIES AND PASSENGER TRANSPORT EXECUTIVES

The work of the Passenger Transport Authorities, administered by Public Transport Executives, encompasses a wide range of different activities, aimed at ensuring that public transport in the metropolitan areas:

- Meet the needs of everyone who lives and works there
- Contribute to the wider social, economic and environmental well-being of local communities
- Address the needs and aspirations of local people and businesses.

To achieve these aims, Public Transport Authorities, are responsible for the following functions (Advice Guide: Scotland Travel 2000):

- Directly subsidize those bus services, which are judged to be socially necessary, but deemed unprofitable by the private bus operators
- Finance, specify and monitor local rail services
- Pay for special needs transport services for people, who are physically unable to make use of conventional public transport vehicles
- Provide comprehensive information about, and actively market, local public transport services

- Invest in modernisation and renewal of all aspects of the public transport network, such as bus stops, bus stations, rail provision and new tram systems.

According to the Commission for Transport: European Best Practices the operation of local bus services is determined by the provisions of the 1985 Transport Act. Operators are free to provide whatever services they feel necessary on a commercial basis, and there are provisions for subsidizing non-commercial services. Local authorities are left to determine what transport need is not being met by the commercial service provision and, then, to seek bus services to meet these needs through competitive tendering (United Kingdom: Research report, 2001).

The powers and responsibilities of Passenger Transport Executives include inter-alia the following (Starkie, 1973:341):

- Concessionary travel for eligible groups, such as the elderly, persons with disabilities, and children
- Procurement of socially necessary bus services
- Management of local rail service franchises (as co-signatories to franchise agreements)
- Provision of impartial and comprehensive public transport information
- Provision of bus and rail stations, bus stops and shelters
- Development of new transport systems (heavy rail, light rail, and guided bus)
- Promotion, co-ordination and funding of investment in passenger transport, such as quality bus initiatives.

5.2.4 FUNDING MECHANISMS

Public Transport Executives are grant-funded by the Public Transport Authorities, who raise funds through a levy on their constituent metropolitan district councils (London Government Transport: Order 2003).

They also receive funding from:

- Metropolitan rail grants
- Rural bus grants

- Private sector contributions
- Rural and urban bus challenges.

5.2.5 ADVANTAGES OF PASSENGER TRANSPORT AUTHORITIES/ EXECUTIVES.

The extent of Passenger Transport Executives' involvement in public transport reflects government commitment to improving the quality of life of all and eliminating social exclusion of minorities and vulnerable groups of passengers. The funding arrangements also show that the government of the day is serious about reducing congestion and promoting sustainable development (Commission for Integrated Transport 2001).

The Government has singled out Passenger Transport Authorities and Passenger Transport Executives as being well placed to play a leading role in delivering integrated transport objectives. In its view, they have an important part to play in taking a more strategic approach to passenger transport issues in urban areas, and promoting strategic public transport services (United Kingdom Transport White Paper 2004).

In part, this is because the use of public transport in metropolitan areas is so significant:

- Almost half of all bus trips in England outside London are made in the Passenger Transport Authority areas
- More than half of all bus kilometers in England outside London are run in Passenger Transport Authority areas
- Receipts from bus passengers in the Passenger Transport Authority areas account for almost half of the bus industry's total income in England outside London.

Moreover, the Government's stance represents an acknowledgement of the scale and success of the contribution of the Passenger Transport Authorities and Passenger Transport Executives to developing and delivering high quality public transport services (Gautrans Study Tour, 2003:45):

- Passenger Transport Executives are responsible for almost half of public spending on reduced fares for the elderly and disabled in England outside London.
- Passenger Transport Executives spending on bus subsidies also represents nearly half of the total for England as a whole outside London.
- Almost a quarter of all public revenue spending on railways is now routed through PTEs to pay for services they specify and promote through franchises jointly awarded by the Strategic Rail Authority and the Passenger Transport Executives.
- Passenger Transport Executives have pioneered the successful introduction of street-running tram systems to some of the UK's major city centres, such as Wolverhampton, Manchester and Sheffield.
- Passenger Transport Executives-backed schemes have succeeded in stemming and reversing the decline in the use of local bus services.
- Passenger Transport Executives have opened 64 new rail stations over the last 10 years, and invested around £60 million in capital schemes since franchising commenced in 1996 / 1997.

5.3 STATUS OF TRANSPORT AUTHORITIES IN SOUTH AFRICA

The recent history of transport in South Africa has been dominated by the policies outlined in the White Paper on National Transport Policy, 1996. The White Paper based its land transport policies on regulated competition of public transport, guided by transport plans to be prepared at the lowest competent level of government, being metropolitan and district councils (SA, 1996:3).

In the United Kingdom the role of Passenger Transport Authorities are mainly focused on the planning, co-ordination and management of public transport systems

whilst In South Africa the transport functions are however conceptualized in broader terms to cover public and private transport, services and infrastructure.

Ever since the draft Land Transport Act appeared in 1998, various municipalities and cities have undertaken studies and overseas trips to help facilitate the establishment of transport authorities.

A synopsis of the investigations into the establishment of Transport Authorities as undertaken by various municipalities in South Africa is given below. Although the discussion covers progress made in the provinces of Kwa Zulu Natal and Western Cape , the focus of the study will be on the status of transport authorities in Gauteng (Refer to Map 1.2).

No efforts to proceed with the establishment of transport authorities were recorded in the provinces of Eastern Cape, Northern Cape, Free State, Mpumalanga or North West Province.

5.3.1 KWA ZULU NATAL

To date only one transport authority has been established in South Africa namely the eThekewini Transport Authority in Kwa Zulu Natal with the signing of the Founding Agreement in 2004.

According to Cameron (2005:33) the first year of operation has not been all that auspicious and the Transport Authority is reportedly functioning more like a department of the municipality than as authority in the true sense of the word. An authority should have autonomous powers and be capable of making independent decisions, pursuant to the carrying out of its duties, subject to its mandate and its performance contract with the Minister and/or the provincial member of the Executive committee. "So far this definition of an authority is not apparent" (Cameron, 2005:33)

5.3.2 WESTERN CAPE

The City of Cape Town Metropolitan Municipality, Western Cape, undertook a major study of transport resources and needs in 2000 and prepared a Founding Agreement, to which the following powers were to form part thereof. There were however a number of debatable points concerning funding, powers and the devolution of functions and as a result, this initiative was not taken forward. (Cameron, 2005:34):

- The power or right to make by-laws and traffic regulations and measures to enforce regulations
- Power to impose conditions on operators designed to facilitate customer protection, including but not limited to accident liability, the deployment of police and security services and even the appointment of a transport Ombudsman
- Property rights and expropriation powers, including ownership of streets and roads
- Power to impose levies, fees or tolls to give effect to principle of economic charges for the use of road, facilities of services provided by the authority
- Power to raise loans for capital or current expenditure in accordance with reasonable conditions as determined by the local council
- Power to apply transport revenue to any of the specified functions assigned to the authority.

5.3.3 GAUTENG PROVINCE

5.3.3.1 Provincial provisions: Formation of Transport Authorities in Gauteng

Gauteng Province, Department of Public Transport, Roads and Works took the lead in preparing a Provincial Land Transport Framework to guide land transport issues in the province. The Provincial Land Transport Framework for Gauteng (2003 – 2008) defines transport objectives throughout the province and also considers aspects surrounding the establishment of Transport Authorities as a priority issue.

Furthermore, it is accepted by Gautrans that the establishment of Transport Authorities needs to be in accordance with a broad, provincial-wide framework to ensure a uniform, co-ordinated and integrated approach (Gautrans, 2003 -2008).

The provincial objective is threefold, namely:

- to co-ordinate the process of forming Transport Authorities;
- to ensure that a uniform process is being followed during the establishment of Transport Authorities; and
- to deal with issues surrounding the management of the provincial-wide transport system.

The actions necessary to achieve the objective/s are as follows:

- Prepare provincial provisions (i.e. preferences and policy statements) on the formation of Transport Authorities in Gauteng.
- Submit the above-referred provincial provisions to the Gauteng Transport Consultative Forum for its endorsement.
- Prepare and issue regulations on the formation of Transport Authorities in Gauteng.

In pursuance of the provincial objectives as set out above a Gautrans Task team was tasked with the preparation of guidelines to foster a consensus position on how the establishment of Transport Authorities should unfold in the province. This gave rise to a document entitled Provincial Provisions on the formation of Transport Authorities in Gauteng which inter-alia prescribed the following procedure for submission of applications to qualify for establishing a transport authority: (Gautrans 2004 Revision 9).

- The Department of Public Transport, Roads and Works will entertain applications from all Metropolitan and District Municipalities in Gauteng motivating for a Transport Authority applicable to a single municipal area or a combination of municipal areas.

- The provisions contained in the NLTTA and the GTFRA regarding the establishment of Transport Authorities must be adhered to.
- The Municipality (or Municipalities) must prepare a Business Plan (or Motivating Memorandum) containing a full motivation for the establishment of a Transport Authority, covering but not limited to:
 - Area
 - Functions
 - Institutional model, governance, and reporting / administrative mechanisms
 - Proposals with regard to a Transport Executive Design
 - Budget and financing; and
 - An appropriate Founding Agreement
- The Business Plan must contain an analysis covering the Transport Authority area of jurisdiction, demonstrating the extent to which a functional transport area has been achieved. Measures addressing planning and operational problems, should the area be non-functional, must also be described.

5.3.3.2 Tshwane Metropolitan Council

The City of Tshwane, and its predecessor, the Greater Pretoria Metropolitan Council has been developing the concept of the establishment of a Transport Authority since 2000. On 24 July 2003 the Tshwane Council resolved that the Tshwane Transport Authority (TTA) in principle be established pending the finalization of the following components (Krynauw & Van den Berg, 2005:18):

- Investigation of powers, functions and duties of the Transport Authority
- Responsible member of the Mayoral Committee negotiates functions of the TTA with the relevant MEC's and the National Minister of Transport
- A Business Plan/ Motivating Memorandum be submitted to the relevant MEC's
- A Founding Agreement be formalized

- Municipal Manager had to investigate various mechanisms of service delivery to determine whether the Transport Executive should be an internal or external municipal entity.

It was also resolved that the area of jurisdiction of the Transport Authority for Tshwane should be the same as the jurisdiction area of the City of Tshwane. Any possible future changes to the boundaries of Tshwane would automatically be included in such a transport area.

According to Krynauw and Van den Berg (2005:18) a meeting was held between the City of Tswane and the Gauteng MEC: Public Transport, Roads and Works, during September 2005, who in general was supportive of the idea of a Transport Authority for Tswane. At a follow-up meeting in April 2005 it however became clear that the concept of a Gauteng City region may seriously impact on the establishment of Transport Authorities for each of the three metropolitan municipalities in Gauteng.

5.3.3.3 City of Johannesburg

The City of Johannesburg commissioned a study on the design of a Transport Authority during August 2003, the latter document which was completed during April 2004.

In the case of the City of Johannesburg the establishment of a transport authority has an additional dimension. Institutional reform is well advanced with the implementation of iGoli 2002 strategy for the delivery of essential municipal services by way of external agencies and utilities at arms length from the municipality. This has influenced the delivery of certain transport functions, with a number of transport functions being assigned to external agencies such as Johannesburg Roads Agency, Metrobus, Johannesburg Development Agency, Johannesburg Metropolitan Trading Company etc.

Resulting from the study it was resolved as follows (City of Johannesburg, 2004: 61):
“There is a good argument to restrict the boundaries of the Transport Authority to the City of Johannesburg on a number of grounds:

- it facilitates governance and eliminates complications of representation on the Governing Body
- political priorities may be divergent between municipalities which could bring about delay and inertia in decision making and implementation.
- funding and budgeting, especially in terms of the contributions from the municipality would be streamlined if restricted to a single municipality.”

The concept of a Gauteng City Region which advocates the integration of economic potential to become more globally competitive, however resulted in all activities being kept in abeyance (Gauteng Competitive City Region, 2005:28).

5.3.3.4 Ekurhuleni Metropolitan Council

The Ekurhuleni Metropolitan Council commissioned an investigation into the feasibility of a Transport Authority for its area of jurisdiction during 2004 and it resulted in a document entitled Ekurhuleni Metropolitan Municipality, Business Case, Memorandum no 4. Taking into consideration various options for the assignment of Transport Authority functions it was concluded as follows:

- A financial plan detailing how to secure funding for those functions not currently deliberately undertaken by any sphere of government such as integrated ticketing system, publicity of public transport and the promotion of security in public transport has to be in place if EMM TA is to successfully discharge the functions.
- Provision should be made in the budget for the population of the organisational structure that will arise from the functions of the ETA. It is suggested the ETA should endeavour to develop competitive levels of human capacity to ensure organisational effectiveness and sustainable service delivery.
- It should never be the case that EMM TA agrees to take over functions for which there are no human and financial resources available, because this type of action can open-up the EMM TA to possible litigation and not meeting predetermined performance level.

5.3.3.5 *Metswideng District Municipality*

No progress was made with the establishment of a transport authority for the area of jurisdiction of the Metswideng District Municipality.

5.3.3.6 *Sedibeng District Municipality*

No progress was made with the establishment of a transport authority for the area of jurisdiction of the Sedibeng District Municipality.

5.4 POSITIONING OF THE TRANSPORT EXECUTIVE WITHIN THE SOUTH AFRICAN CONTEXT

Provision is made in Section 75 of the National Land Transport Transition Act (NLTTA) for the professional, technical, administrative and clerical work of a Transport Authority to be carried out by a Transport Executive, and it could be either internal (by a municipal department or departments of one or more of the participating municipalities) or external in nature (by a separate body under the auspices and control of the transport authority).

However, whilst this legislation provides for the option of the transport executive (TE) to be established as a separate body, it is silent on its legal status other than to define it as "...a transport executive as a separate body under the auspices and subject to the control of the transport authority" (NLTTA, 2000/22).

It is difficult to envisage how the Governing Body, acting for the Transport Authority, could exercise the hands-on management and governance of the Transport Executive as required in terms of the intent behind local government legislation as reflected in the Municipal Systems Act and the Municipal Finance Management Act.

The NLTTA is closely aligned with the Municipal Systems Act in respect of the options for the Transport Executive. The Municipal Systems Act, Section 76, provides

that a municipality may provide a municipal service through either an internal mechanism or an external mechanism.

Section 76 (a) of the Municipal Systems Act qualifies that a municipality may provide a municipal service in its area through an internal mechanism which may be –

- (i) a department or other administrative unit within its administration
- (ii) any business unit devised by the municipality provided it operates within the municipality's administration and under control of the council
- (iii) any other component of its administration”.

Section 76(b) of the Act sets out a number of options for an external mechanism by entering into a service delivery agreement with -

- (i) a municipal entity;
- (ii) another municipality
- (iii) an organ of state, including any other institution, entity or person legally competent to operate a business activity.

The Municipal Systems Act, as amended, identifies the nature of possible municipal entities. The Municipal Systems Amendment Act substantially tightens the scope of the form of possible external bodies in terms of municipal entities in that it must conduct a feasibility study for the service for which the municipality intends to consider an external mechanism. Further to this it has to conduct a cost benefit analysis associated with the project.

The Municipal Finance Management Act (2003) further restricts external entities in terms of compliance with good governance and financial accountability. It further defines a municipal entity as:

- either a private company under the Companies Act (Act No.61 of 1973) which must be wholly owned by the municipality or municipalities or where the municipalities retain effective control; or
- a service utility, which is a juristic person under the sole control of the municipality, or

- a multi jurisdictional service utility under the shared control of on the parent municipalities.

The White Paper on National Transport Policy reviewed the role of government in terms of its key policy principles. It noted the strong tendency in the past for government to assume the role of provider of transport and involvement in operations. Policy formulation and strategic planning was seen as weak. It sought to reverse this tendency and saw government's primary role to focus on policy, strategy formulation and substantial regulation (1996/6).

In translating this philosophical position to the Transport Authority context, Fuller (2004:30) raises the question whether a body whose main role is policy formulation, planning strategy and regulation would sit more appropriately within government or as an external body. The placing of the Transport Executive needs to be informed by reviewing its role against the ideological position described above.

The Transport Executive has a strong focus of policy development, strategy, plan development, regulation and standards. "This policy is often articulated as the client-contractor model. Sitting within government a client would be charged with the main tasks of formulating policy, developing strategy, securing budgets, determining standards and monitoring. Based on this model delivery and operational matters would rest with the contractor" (Fuller, 2004:31).

When deciding to opt for either an internal or external Transport Executive a municipality will have to consider the following critical elements:

- broad policy objectives
- the relationship the Transport Executive needs to maintain with other transportation stakeholder both within and outside the municipality
- the direct and indirect costs and benefits
- the municipality's capacity to provide the service
- the extent of the re-organisation of its administration and human resource development
- the impact of job creation and employment

- the views of organised labour.

Further to the above the confusion with regard to the status of an “authority” as defined in the NLTTA versus that of a “municipal entity”, as referred to in the Municipal Finance Management Act, needs to be clarified by the legislature. If, in terms of the definition of a municipal entity politicians are to be excluded from the governing body of a Transport Authority, the establishment and purpose of such bodies will have to be revisited.

5.5 VIABILITY OF TRANSPORT AUTHORITIES FOR METRO AND DISTRICT MUNICIPALITIES WITHIN THE SOUTH AFRICAN CONTEXT

The purpose in establishing transport authorities within the ambit of the National Land Transport Transition Act was that transport decision making and administration should be based on broad functional transport regions to ensure holistic planning with a minimum of cross border movement.

According to Cameron (2005:33) the main reason, however, to challenge the establishment of such authorities is that the Municipal Structures Act overcame the problem of fragmentation and multiple authorities by establishing Category A municipalities in conurbations. However in the instance of Local Municipalities (Category B) and district municipalities (Category C) there is no clear distinction between powers and functions and the problem of fragmentation remains.

The following issues of concern pertaining to the advisability of Transport Authorities on both metro and district level as raised by Cameron (2005: 35) also needs to be clarified.

5.5.1 LACK OF CAPACITY IN MUNICIPAL GOVERNMENT

There is, in general, a lack of skilled manpower, especially in the technical and transport field of discipline to undertake essential functions in all levels of

government. There seems to be little sense in establishing and starting transport authorities when posts can not be filled with qualified technical personnel.

5.5.2 LACK OF CLARITY ABOUT TRANSPORT POWERS AT MUNICIPAL LEVEL

The National Land Transport Transition Act refers to the devolution of transport functions, but it is relatively silent about the devolution of powers to authorities, including the powers of taxation and user-charging.

In addition to the above it seems as if some provinces are reluctant to devolve the bus subsidy function to municipal transport or planning authorities. At national level there is an understandable reluctance to devolve the power and functions of the South African Rail Commuter Corporation (SARCC) to the authorities.

5.5.3 LOW PRIORITY FOR TRANSPORT IN GOVERNMENT AND ABSENCE OF FUNDING MECHANISMS.

No provision is made in the National Land Transport Transition Act for funding mechanisms. Without the assistance of Provincial and National Government by means of grants and subsidies it will not be possible for municipalities to sustain the transportation function.

5.5.4 LEGALITY OF COUNCILS SERVING ON THE GOVERNING BODY

According to Cameron (2005:38) National Treasury has raised doubts on the legality of transport authorities in terms of the Municipal Finance Management Act. The Municipal Systems Act as amended also stipulates that no municipality may establish or participate in the establishment of, or acquire or hold an interest in a corporate body including a trust, except where such corporate body is a private company, service utility or multi-jurisdictional service utility.

5.6 SIMILARITIES BETWEEN PASSENGER TRANSPORT AUTHORITIES IN UNITED KINGDOM AND PROPOSED TRANSPORT AUTHORITIES IN GAUTENG

The transport authorities in the UK bear many similarities with those proposed for Gauteng, and face many similar issues, some of which are listed below (Gautrans Study Tour, 2003:64):

- Passenger Transport Authorities in the United Kingdom are composed of a varying number of municipalities acting in unison to plan and deliver efficient public transport systems. The same principle applies in the establishment of transport authorities for bordering municipalities in South Africa.
- Passenger Transport Authorities are represented by councillors from each district in the region.
- Passenger Transport Authorities vary in size from 1 200 to 4 800 km², compared to an average size of 2 850 km² in Gauteng, and have similar population sizes to the metropolitan municipalities in Gauteng.
- Some Passenger Transport Authorities jurisdictional boundaries are adjacent to each other, and significant passenger movements cross these boundaries daily.
- Some Passenger Transport Authorities feel the need for a regional sphere of government to co-ordinate planning and delivery across municipal boundaries, and to represent their common interests in Parliament, especially regarding huge public transport projects spanning long implementation periods. The purpose in establishing transport authorities within the ambit of the National Land Transport Transition Act was that transport decision making and administration should be based on broad functional transport regions to ensure holistic planning with a minimum of cross border movement.

- The fact that Passenger Transport Authorities PTAs have no control over strategic road functions is seen by some as an omission, making it difficult to achieve integrated transport planning. In this regard, Gauteng transport authorities may be in a better position to achieve a balance between public and private transport, since their powers include the planning and implementation of road infrastructure. In the case of Transport for London, control over the strategic road network in metropolitan London is one of its many functions.
- The issue of funding for public transport infrastructure is not a major issue, since the national government in the UK provides substantial funding for deserving projects, in order to supplement the farebox and levies imposed by the Passenger Transport Authorities on their constituent districts. Funding issues pertaining to the sustainability of transport authorities in South Africa still needs to be finalized.
- The Passenger Transport Authorities in the UK have a head start of some 35 years on South Africa, and many lessons can be learned from their expertise. Gauteng has the advantage of learning from the successes and failures of the Passenger Transport Executives, and following the examples set in terms of customer care, efficiency and sustainability.

5.7 CONCLUSION

In the United Kingdom the role of Passenger Transport Authorities are mainly focused on the planning, co-ordination and management of public transport systems whilst in South Africa the transport functions are conceptualized in broader terms to cover public and private transport, services and infrastructure.

Despite the long standing history of public transport in the United Kingdom (Transport Act, 1968) compared to recent trends in South Africa (NLTTA, 2000) similarities such as area and population size, councilor representation on decision making bodies,

cross-boundary passenger movements and holistic transport planning were identified.

To date only one transport authority has been established, namely the eThekewini Transport Authority in Kwa Zulu Natal. Although feasibility studies for the establishment of transport authorities have been undertaken in the municipalities of the City of Tswane, City of Johannesburg and Ekurhuleni all activities are kept in abeyance pending direction from Gauteng Province with regard to the Gauteng City Region Concept, the latter which refers to the growing importance of global city regions as critical players in the spheres of politics, economic and technological development.

The following issues of concern pertaining to the advisability of Transport Authorities to be established within the South African context also need to be clarified:

- Lack of capacity in municipal government
- Lack of clarity about transport powers at municipal level
- Low priority for transport in government and absence of funding mechanisms.

Prior to proceeding with the establishment of transport authorities and formation of transport executives, direction on the legality of councils serving on the governing body needs to be obtained from the National Legislature.

Further to the above, the confusion with regard to the status of an "authority" as defined in the National Land Transport Transition Act versus that of a "municipal entity" as referred to in the Municipal Finance Management Act needs to be clarified by the legislature. If, in terms of the definition of a municipal entity politicians are to be excluded from the governing body of a Transport Authority the establishment and purpose of such bodies will have to be revisited.

Having considered all the technical data and generic administrative criteria determining the functional area of a transport authority in the previous chapters and comparing the existing situation of transport authorities in Gauteng, South Africa, to that of the United Kingdom, chapter 6 will focus on an empirical analyses and interpretation of data as gathered through literature, interviews and questionnaires.

CHAPTER 6

THE FUNCTIONALITY OF THE WEST RAND DISTRICT MUNICIPALITY AS A TRANSPORT AUTHORITY: EMPIRICAL FINDINGS

6.1 INTRODUCTION

In the previous chapters focus was placed on the scope of the project, legal framework and motivation for the establishment of a transport authority in terms of generic administrative principles and within the framework of local government. Transport and economic indicators defining the functional area of a transport authority as well as obligatory and voluntary functions to be performed by such an institution were highlighted. A comparison within global context was also made between the status of Transport Authorities in the United Kingdom versus that in South Africa, with specific reference to Gauteng Province.

This chapter deals with the methodology used, research design and the way in which data were collected, analyzed and interpreted within the area of jurisdiction of the West Rand District Municipality.

The databasis as contained in the Gauteng Household Survey (2000) as well as the statistics on transport movement as captured in the Operating Licensing Strategy 2002/2003 will serve as a measurement tool to evaluate and validate the information obtained in the literature study. In addition to the aforementioned, the outcome of data collected by means of semi-structured interviews will be applied to determine the spectrum of voluntary and compulsory functions. The information as gathered and analyzed, will be presented in such a way that the technical interpretation of findings will set the parameters to determine the sustainability and functionality of a transport authority for the West Rand.

6.2 METHODOLOGY

In pursuing of the study objective both the quantitative and qualitative research methodology, the approaches which are described below, was used to collect, analyze and interpret information.

Adherence to the peculiar criteria involving the establishment of a transport authority necessitated that the process of triangulation be followed. Triangulation refers to the extent to which independent measures confirm or contradict the findings (Struwig & Stead, 2001:145).

In the qualitative approach use was made of questionnaires to determine the nature and extent of functions as fulfilled by the respective municipalities, whilst formal monthly meetings were held with politicians by means of the WESMET forum to obtain political support.

Data sampling, based on surveys conducted through the Gauteng Household Travel Survey (2000) and the Operating Licensing Strategy (2002/2003) were used as formalised procedure in the quantitative approach.

6.2.1 DESCRIPTION OF QUALITATIVE RESEARCH

De Vos (1998:240) defines qualitative research as “ a multi perspective approach using different qualitative techniques and data collection methods to social interaction, aimed at describing, making sense of, interpreting or reconstructing this interaction.”

Creswell (1994:1) refers to a qualitative study as “an inquiry process of understanding a social or human problem, based on building a complex, holistic picture, formed with words, reporting detailed view of informants and conducted in a natural setting.

Mouton and Marais (1996: 156) emphasize that, in the qualitative approach the procedures are not as strictly formalized, the scope is more likely to be undefined, and a more philosophical mode of operation is adopted. Qualitative research thus focuses on the quality of the study and not on statistically processes to solve problems. Validation of findings is essential to secure credibility of the research (Struwig & Stead, 2001:25).

6.2.2 DESCRIPTION OF QUANTITATIVE RESEARCH

For the purpose of this research study, the quantitative approach is described as that research approach in the social sciences that is more highly formalized as well as more explicitly controlled and which, in terms of methods used, is relatively close to the physical sciences (Mouton & Marais, 1996:155).

According to Struwig and Stead (2001) quantitative research is a form of conclusive research involving large representative samples and fairly structured data collection procedures. Quantitative research could therefore be viewed as the numerical representation and manipulation of observations for the purpose of describing and explaining the phenomena that those observations reflect.

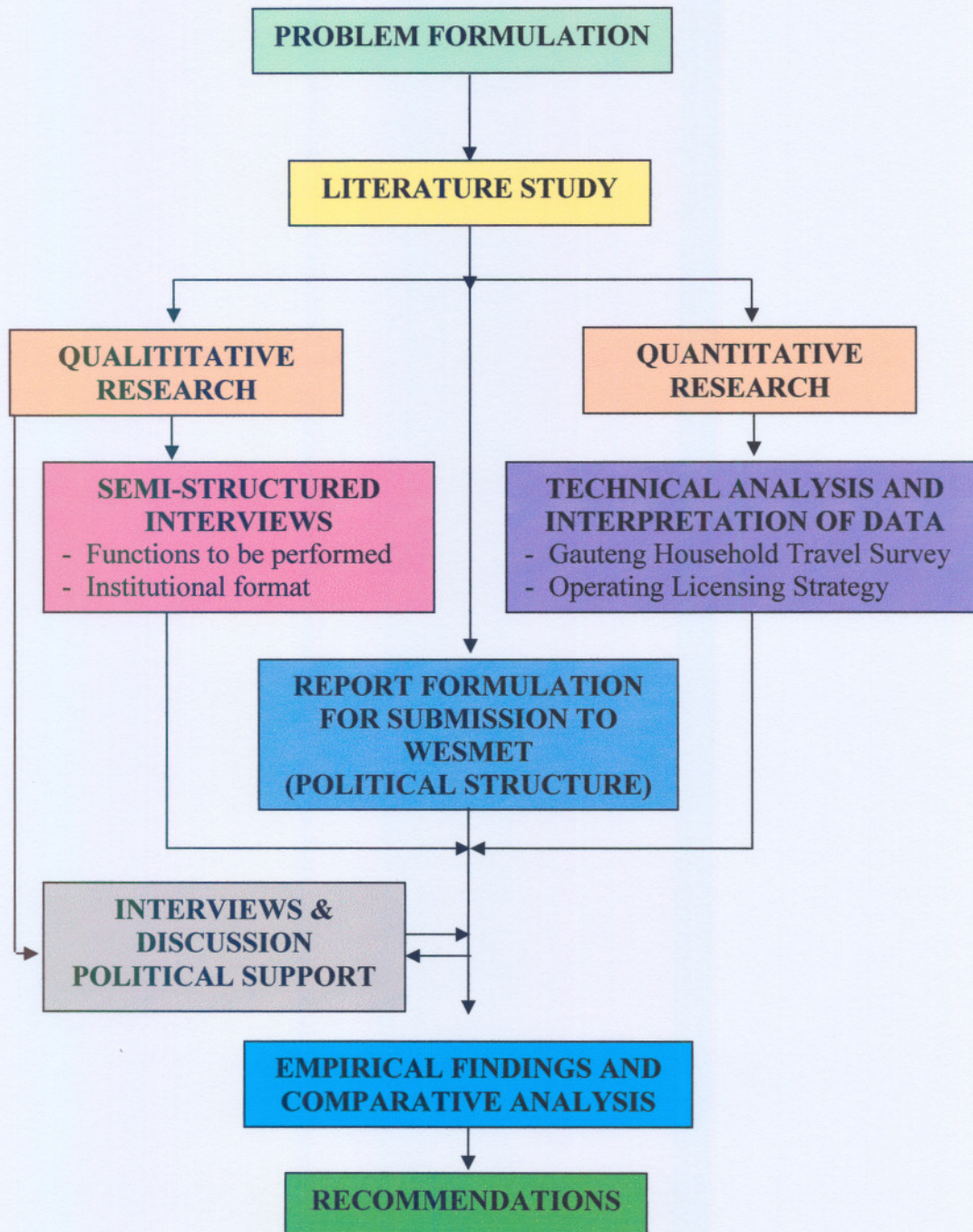
“Quantitative methodologies manipulate variables and control natural phenomena. They construct hypothesis and test them against the hard facts of reality” (Leedy, 1993:143).

6.3 RESEARCH DESIGN

Selltiz et al. as quoted by Mouton and Marais (1996:32) define research design as the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedure. From this definition it is evident that the aim in research design is to align the pursuit of a research goal with the practical considerations and limitations of the project in such a manner that the eventual validity of the research findings is maximized.

The following diagram is a schematic presentation of the procedure which was followed:

Diagram 6.1 Research design to determine functionality of a Transport Authority for the West Rand



The research design which comprises of a number of critical components will therefore be briefly outlined in the following paragraphs to indicate how the theory and principles of research design will be applied in this research.

6.3.1 CONSTRUCTION OF QUESTIONNAIRE FOR SEMI-STRUCTURED INTERVIEWS

The following measurement tools were used in this research:

- **Dichotomous questionnaire**

The dichotomous questionnaire (Struwig & Stead, 2001:94) was designed to obtain information pertaining to the extent and nature of obligatory and voluntary transport related services currently rendered by the West Rand District Municipality and the four local municipalities of Mogale City, Merafong City, Randfontein and Westonaria.

- Section A: Compulsory Functions - this information is necessary to determine the nature and extent of transport services rendered by the local municipalities compared to the level of responsibility of the West Rand District Municipality in order to justify the status of the district municipality as transport planning authority.
- Section B: Optional Functions – the outcome of this information is necessary to determine to what extent does the WRDM fulfill the public transport functions in its area of jurisdiction, in relation to Gautrans.
- Section C: Identifying options for the assignment of Transport functions – the results of this information will be utilized to guide the WRDM when pursuing the establishment of a formal transport authority.

- **Likert-type scale responses on the questionnaire**

To facilitate the qualitative responses required from respondents, the Likert-type scale questionnaire (Mouton & Marais, 1996:164) was used to obtain input from the four

local municipalities on the preferred institutional option for the assignment of functions, rating the preference on a scale from 1 to 4, where 4 was considered to be the least acceptable.

6.3.1.1 Analysis and interpretation of empirical data

The questionnaire, comprising sections A to C were used to facilitate the interviews with the respondents which included the Directors: Transport and Infrastructure of each of the four local municipalities in order to obtain information on the functions presently being executed by their technical departments and the preferred format to be opted for in the establishment of a transport authority. Senior officials from the Gauteng Department of Public Transport, Roads and Works as well as the South African Rail Commuter Corporation (SARCC) were also involved in discussions pertaining to the optional functions.

SECTION A: Compulsory functions assigned to a Transport Authority in terms of the National Land Transport Transition Act

| | WRDM | RDF | MOGALE | W'aria | M'fong |
|---|------|-----|--------|--------|--------|
| 1. Prepare & Implement Transport Plans | Yes | No | No | No | No |
| 2. Develop Land Transport Policy based on national and provisional guidelines | Yes | No | No | No | No |
| 3. Perform Financial Planning with regard to land transport | Yes | No | No | No | No |
| 4. Manage the Movement of Persons and Goods on Land | Yes | No | No | No | No |
| 5. Encourage, Promote and Facilitate Public Consultation | Yes | No | No | No | No |

| | | | | | |
|--|----|----|----|----|----|
| 6. Preparation of tender documentation, & awarding of tenders for road based public transport services | No | No | No | No | No |
|--|----|----|----|----|----|

In analyzing the compulsory functions the respondents of all four local municipalities clearly indicated that none of the planning related transport functions as indicated above were performed by their authorities. They were merely involved in the physical execution of transport projects such as the upgrading of taxi ranks, building of roads etc. It was also evident that the West Rand District Municipality, being the declared core city in terms of the Urban Transport Act 77 of 1978, was with the exception of road based public transport services, involved in all the other functions.

SECTION B: Optional functions to be performed by a Transport Authority

In addition to the voluntary functions which has to be performed by an institution in order to qualify for status as Transport Authority, it could also opt to perform the following functions.

| | WRDM | Gautrans | SARCC | Local Municipalities |
|---|------|----------|-------|----------------------|
| 1. Provision of Road based public services | No | Yes | Yes | No |
| 2. Enforcement and Security | Yes | Yes | Yes | Yes |
| 3. Modal Integration | Yes | Yes | Yes | No |
| 4. Management of Transport | Yes | Yes | Yes | No |
| 5. Marketing & Promotion | Yes | Yes | Yes | Yes |
| 6. Construction of Transport Infrastructure | Yes | Yes | Yes | Yes |

The respondents of all four local municipalities indicated that, with the exception of provision of road based public services which could be viewed as the responsibility of Gautrans and SARCC, they were to a certain extent involved in all the functions as mentioned. The management of transport and establishment of modal integration facilities are responsibilities which rest with the WRDM.

Detail of the nature of involvement has been discussed comprehensively in chapter 4 of the study. With the exception of road based public transport services, the WRDM is actively involved in all the other optional functions.

Adjudication of the functions also showed a close correlation and even overlap between the compulsory functions and certain of the optional functions as presently executed by the WRDM. It is also apparent that a number of the optional functions such as modal integration, travel demand management, marketing and promotion are currently being performed by the Directorate Transport, in part if not completely, in terms of its responsibility under municipal functions or as Core City under the Urban Transport Act 78 of 1977.

In performing certain of the compulsory functions, some of the optional functions are being performed because of the inevitable overlap and correlation. This is for instance illustrated through the involvement of the WRDM in the compilation of the integrated transport plan (obligatory function) where it also integrates the roles of travel demand management, transport modeling and provision of public transport infrastructure (voluntary functions).

SECTION C: Institutional options for Transport Authority Functions

Taking into consideration the legislative frameworks of the Urban Transport Act 77 of 1978, and the National Land Transport Transition Act 22 of 2000, pertaining to transportation functions to be performed by metropolitan and district municipalities the

following options in the assignment of functions were discussed with the respondents and they were requested to indicate their preference from a functional point of view.

| | WRDM | RDF | MOGALE | WARIA | M'fong |
|---|------|-----|--------|-------|--------|
| Option A: Status Quo Position – WRDM as Planning Authority in accordance with the Urban Transport Act | 2 | 2 | 2 | 1 | 2 |
| Option B: Aim for establishment of transport authority by means of two phased assignment of functions | 1 | 1 | 1 | 2 | 3 |
| Option C: Take over full range of functions | 3 | 4 | 3 | 3 | 4 |
| Option D: Do nothing option | 4 | 4 | 4 | 4 | 1 |

Most of the respondents opted for Option B, being a two-phased assignment of functions, with the first phase focusing on the assignment of compulsory functions excluding the provision of Road Based Public Transport Services. This favoured option was, however, subject to the following:

- That the funding issue pertaining to the sustainability of transport authorities be clarified on national and provincial level.
- That clarity be given on the status of a transport authority as municipal entity.

6.3.2 STATISTICAL PROCESSING OF GAUTENG HOUSEHOLD TRANSPORT SURVEY AND OPERATING LICENSING STRATEGY

A household travel survey was undertaken in Gauteng during 2002 upon instruction of the Gauteng Department of Public Transport, Roads and Works. The sample covered households living in all kinds of dwelling types found in Gauteng such as formal houses (67%), houses or shacks in informal areas (17%) as well as flats, backyard rooms and other (16%).

For the area of jurisdiction of the West Rand a number of 1 760 interviews were conducted and for the purpose of this study and extract of vehicle ownership, commuter behaviour and modal split will be given. The travel times were aimed at morning peak periods between 06:00 and 09:00. This information was also interpolated with statistics obtained from the Operating Licensing Strategy to determine the inter-dependancy of travel patterns and shared economic responsibility between the West Rand District Municipality and the four local municipalities.

The Operating Licensing Strategy (OLS) for the West Rand District Municipality (WRDM) is formulated in accordance with guidelines set by the National Department of Transport and the Gauteng Department of Transport, Roads and Public Works. The Operating Licensing Strategy countrywide is an attempt by Government to improve the environment and circumstances within which the taxi industry operates, particularly the regulatory and control aspects.

Generally speaking, the taxi mode dominates public transport in the West Rand, with some rail services and very limited bus services. The modal split during 2002 was as follows:

The following tables give an indication of the spatial distribution of car ownership in the West Rand as well as the main mode of travel which is used for work trips.

Table 6.1 Spatial distribution of car ownership (West Rand)

| Metropolitan Area | Sub Region | Nr of HH | % of HH | Nr of HH owned cars | Nr of licensed drivers |
|--------------------------|--|-----------------|----------------|----------------------------|-------------------------------|
| WEST RAND D M | Westonaria LM | 21,493 | 1.0 | 0.2 | 0.4 |
| | Merafong LM | 35,178 | 1.6 | 0.3 | 0.6 |
| | Randfontein LM Urban | 19,679 | 0.9 | 0.6 | 0.9 |
| | Randfontein LM Rural | 1,994 | 0.1 | 0.8 | 0.7 |
| | Mogale City LM Urban (Krugersdorp, Kagiso) | 48,609 | 2.2 | 0.7 | 1.0 |
| | Mogale City LM Rural | 8,961 | 0.4 | 0.7 | 1.0 |
| | Gauteng District Management Area (Cradle of Humankind) | 507 | 0.0 | 0.0 | 0.0 |

Source: Gauteng Household Travel Survey 2000

In analyzing the above it is evident that Mogale City LM (57 570) and Merafong City LM (35 178) disposes over the largest number of households.

Table 6.2 Main mode of travel to work

| Main mode of travel to work | Nr of trips | % of trips | Average per sub-region | | | | | |
|---|--------------------|-------------------|-------------------------------|--------------|---------------|--------------|-------------|------------------|
| | | | Train % | Bus % | Taxi % | Car % | Walk | Lift club |
| Westonaria | 7 504 | 0.5 | 2.3 | 1.4 | 41.8 | 24.0 | 23.8 | 2.2 |
| Merafong City LM | 17 052 | 1.1 | 0.0 | 0.0 | 44.2 | 33.6 | 19.1 | 1.5 |
| Randfontein Urban | 12 314 | 0.8 | 4.7 | 0.7 | 32.0 | 48.1 | 11.7 | 5.5 |
| Randfontein Rural | 2 296 | 0.1 | 0.0 | 0.0 | 0.0 | 26.6 | 73.4 | 0.0 |
| Mogale City Urban (Krugersdorp, Kagiso) | 31 728 | 2.0 | 2.8 | 0.2 | 26.4 | 56.4 | 12.9 | 3.6 |
| Mogale City Rural | 7 685 | 0.5 | 1.0 | 0.0 | 7.4 | 30.0 | 59.8 | 3.7 |
| WRDM Cradle of Humankind | 654 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 100.0 | 0.0 |

Source: Gauteng Household Travel Survey 2000

In analyzing the above it is evident that the taxi mode is the preferred choice in all the areas with the exception of the Cradle of Human Kind and Randfontein Rural areas where the local people reverts to walking.

6.3.2.1 Analysis and interpretation of empirical data (Travel patterns)

The following tables gives an overview of travel patterns and commuter behaviour in the West Rand, based on information obtained from the Gauteng Household Travel Survey. The information is broken down into the following:

6.3.2.1.1 Trip destinations to the West Rand

Table 6.3 Trips destinations to the West Rand

| MODE | TRAIN | | BUS | | TAXI | |
|-------------------------|--------------|------------|---------------|------------|---------------|------------|
| | Trips | % | Trips | % | Trips | % |
| INTERNAL TO WRDM | 2,104 | 25 | 11,820 | 90 | 61,339 | 82 |
| EXTERNAL | | | | | | |
| Tshwane | 77 | 1 | - | - | 668 | 4 |
| City of Johannesburg | 5,629 | 66 | 1,303 | 10 | 10,568 | 11 |
| Ekurhuleni | 678 | 8 | - | - | 1,237 | 2 |
| Sedibeng DM | - | - | - | - | 340 | 0 |
| Madibeng LC | - | - | - | - | 620 | 1 |
| TOTAL | 8,488 | 100 | 13,123 | 100 | 74,772 | 100 |

Table 6.4 Trips destinations from the West Rand

| MODE | TRAIN | | BUS | | TAXI | |
|-------------------------|--------------|------------|---------------|------------|---------------|------------|
| | Trips | % | Trips | % | Trips | % |
| INTERNAL TO WRDM | 2,104 | 49 | 11,820 | 97 | 61,339 | 90 |
| EXTERNAL | | | | | | |
| Tshwane | - | - | - | - | - | - |
| City of Johannesburg | 1,659 | 39 | 406 | 3 | 5,522 | 8 |
| Ekurhuleni | 364 | 8 | - | - | 450 | 1 |
| Sedibeng DM | 186 | 4 | - | - | 387 | 1 |
| TOTAL | 4,313 | 100 | 12,226 | 100 | 67,698 | 100 |

From the above statistics the following conclusions can be made:

- The WRDM exhibits a high overall percentage of internal trips (between 80% and 90%)
- Other cross border trips to and from Sedibeng and Madibeng are low (between 8% and 12%)
- The major share of rail trips are “cross border” to Johannesburg.
- There were no significant trips to Madibeng and therefore it was not included in the table.

6.3.2.1.2 Trip Destinations – Randfontein LM

Table 6.5 Trips destinations (internal & external) to Randfontein

| PURPOSE | All Trips | | Work Trips | | Education | | All other trips | |
|-------------------------|-----------|-----|------------|-----|-----------|-----|-----------------|-----|
| | Trips | % | Trips | % | Trips | % | Trips | % |
| INTERNAL TO WRDM | 61,315 | 90 | 19,980 | 79 | 26,740 | 98 | 14,595 | 97 |
| EXTERNAL | | | | | | | | |
| Tshwane | 458 | 1 | 458 | 2 | - | - | - | - |
| City of Johannesburg | 5,377 | 8 | 4,505 | 18 | 445 | 1,2 | 427 | 2,8 |
| Ekurhuleni | 453 | 1 | 295 | 1 | 135 | 0.5 | 23 | 0.2 |
| TOTAL | 67,603 | 100 | 25,238 | 100 | 27,320 | 100 | 15,045 | 100 |

Table 6.6 Trips in Randfontein LM by modal choice

| MODE | TRAIN | | BUS | | TAXI | | CAR | |
|-------------------------|-------|-----|-------|-----|--------|-----|--------|-----|
| | Trips | % | Trips | % | Trips | % | Trips | % |
| INTERNAL TO WRDM | 1,071 | 42 | 2,167 | 100 | 10,124 | 90 | 19,377 | 85 |
| EXTERNAL | | | | | | | | |
| Tshwane | - | - | - | - | 213 | 2 | 149 | 1 |
| City of Jhb | 1,425 | 55 | - | - | 876 | 8 | 2,942 | 13 |
| Ekurhuleni | 81 | 3 | - | - | - | - | 236 | 1 |
| TOTAL | 2,577 | 100 | 2,167 | 100 | 11,213 | 100 | 22,704 | 100 |

From the above statistics the following conclusions can be made:

- There is a high percentage of internal trips (90%) which indicates that the origin and destination points are in Randfontein.
- These internal trips are applicable to all trips inclusive of work, education and other trips.
- Only 9 % of trips are external with the majority of movement to Johannesburg (work related trips).
- The use of private vehicles and taxi's seems to be the preferred modal choice.
- There were no significant trips to Madibeng and therefore it was not included in the table.

6.3.2.1.3 Trip Destinations – Mogale City LM

Table 6.7 Trips destinations (internal & external) to Mogale City LM

| PURPOSE | All Trips | | Work Trips | | Education | | All other trips | |
|-------------------------|----------------|------------|---------------|------------|---------------|------------|-----------------|------------|
| | Trips | % | Trips | % | Trips | % | Trips | % |
| INTERNAL TO WRDM | 137,703 | 79 | 41,885 | 65 | 64,129 | 90 | 31,689 | 80 |
| EXTERNAL | | | | | | | | |
| Tshwane | 33,681 | 19 | 324 | 1 | 296 | 0,4 | 111 | 0 |
| City of Johannesburg | 2,038 | 1 | 19,739 | 30 | 6,766 | 9 | 7,176 | 18 |
| Ekurhuleni | 332 | 0,2 | 1,277 | 2,7 | 104 | 0,1 | 657 | 2 |
| Sedibeng DM | 620 | 0,8 | 177 | 0,3 | 155 | 0,2 | - | - |
| Madibeng LC | - | - | 620 | 1 | - | - | - | - |
| TOTAL | 174,374 | 100 | 64,022 | 100 | 71,450 | 100 | 39,633 | 100 |

Table 6.8 Trips in Mogale City LM by modal choice

| MODE | TRAIN | | BUS | | TAXI | | CAR | |
|-------------------------|--------------|------------|--------------|------------|---------------|------------|---------------|------------|
| | Trips | % | Trips | % | Trips | % | Trips | % |
| INTERNAL TO WRDM | 604 | 16 | 2,646 | 69 | 20,352 | 66 | 42,899 | 69 |
| EXTERNAL | | | | | | | | |
| Tshwane | 77 | 2 | - | - | 130 | 0,7 | 524 | 1 |
| City of Jhb | 2,737 | 73 | 1,169 | 31 | 9,315 | 30 | 17,838 | 28 |
| Ekurhuleni | 334 | 9 | - | - | 307 | 1 | 964 | 2 |
| Sedibeng DM | - | - | - | - | 78 | 0,3 | 177 | - |
| Madibeng LC | - | - | - | - | 620 | 2 | - | - |
| TOTAL | 3,752 | 100 | 3,815 | 100 | 30,802 | 100 | 62,402 | 100 |

From the above statistics the following conclusions can be made:

- There is a high percentage of internal trips (79%) which indicates that the origin and destination points are in Mogale City.
- These internal trips are applicable to all trips inclusive of work, education and other trips.
- Only 20 % of trips are external with the majority of movement to Johannesburg (work related trips).
- The use of private vehicles and taxi's seems to be the preferred modal choice.

6.3.2.1.4 Trip Destinations – Westonaria LM

Table 6.9 Trips destinations (internal & external) in Westonaria LM

| PURPOSE | All Trips | | Work Trips | | Education | | All other trips | |
|-------------------------|---------------|------------|---------------|------------|---------------|------------|-----------------|------------|
| | Trips | % | Trips | % | Trips | % | Trips | % |
| INTERNAL TO WRDM | 50,413 | 92 | 22,950 | 92 | 20,119 | 91 | 7,344 | 96 |
| EXTERNAL | | | | | | | | |
| Tshwane | 425 | 1 | 106 | 0 | 319 | 1 | - | - |
| City of Johannesburg | 2,737 | 5 | 1,675 | 7 | 926 | 5 | 136 | 2 |
| Ekurhuleni | 646 | 1 | 212 | 1 | 301 | 1 | 133 | 2 |
| Sedibeng DM | 524 | 1 | 50 | 0 | 474 | 2 | - | - |
| TOTAL | 54,745 | 100 | 24,993 | 100 | 22,139 | 100 | 7,613 | 100 |

Table 6.10 Trips in Westonaria LM by modal choice

| MODE | TRAIN | | BUS | | TAXI | | CAR | |
|-------------------------|--------------|------------|--------------|------------|---------------|------------|---------------|------------|
| | Trips | % | Trips | % | Trips | % | Trips | % |
| INTERNAL TO WRDM | 429 | 24 | 2,145 | 100 | 12,547 | 95 | 9,491 | 92 |
| EXTERNAL | | | | | | | | |
| Tshwane | - | - | - | - | 106 | 1 | - | - |
| City of Jhb | 1,341 | 76 | - | - | - | - | 687 | 7 |
| Ekurhuleni | - | - | - | - | 212 | 2 | 88 | 1 |
| Sedibeng DM | - | - | - | - | 262 | 2 | - | - |
| TOTAL | 1,770 | 100 | 2,145 | 100 | 13,127 | 100 | 10,266 | 100 |

From the above statistics the following conclusions can be made:

- There is a high percentage of internal trips (92%) which indicates that the origin and destination points are in Westonaria .
- These internal trips are applicable to all trips inclusive of work, education and other trips.
- Only 5 % of trips are external with the majority of movement to Johannesburg (work related trips).
- The use of private vehicles and taxi's seems to be the preferred modal choice.
- There were no significant trips to Madibeng and therefore it was not included in the table.

6.3.2.1.5 Trip Destinations – Merafong City LM

Table 6.11 Trips destinations (internal and external) in Merafong City LM

| PURPOSE | All Trips | | Work Trips | | Education | | All other trips | |
|-------------------------|---------------|------------|---------------|------------|---------------|------------|-----------------|------------|
| | Trips | % | Trips | % | Trips | % | Trips | % |
| INTERNAL TO WRDM | 90,849 | 95 | 40,848 | 96 | 40,301 | 96 | 9,700 | 92 |
| EXTERNAL | | | | | | | | |
| Tshwane | 471 | 0 | 85 | 0 | 260 | 1 | 126 | - |
| City of J'burg | 1,654 | 2 | 800 | 2 | 292 | 1 | 562 | 7 |
| Ekurhuleni | 1,765 | 2 | 1,036 | 2 | 729 | 2 | - | - |
| Sedibeng DM | 698 | 1 | 198 | 0 | 274 | 1 | 126 | 1 |
| TOTAL | 95,437 | 100 | 42,967 | 100 | 41,956 | 100 | 10,514 | 100 |

Table 6.12 Trips in Merafong LM by modal choice

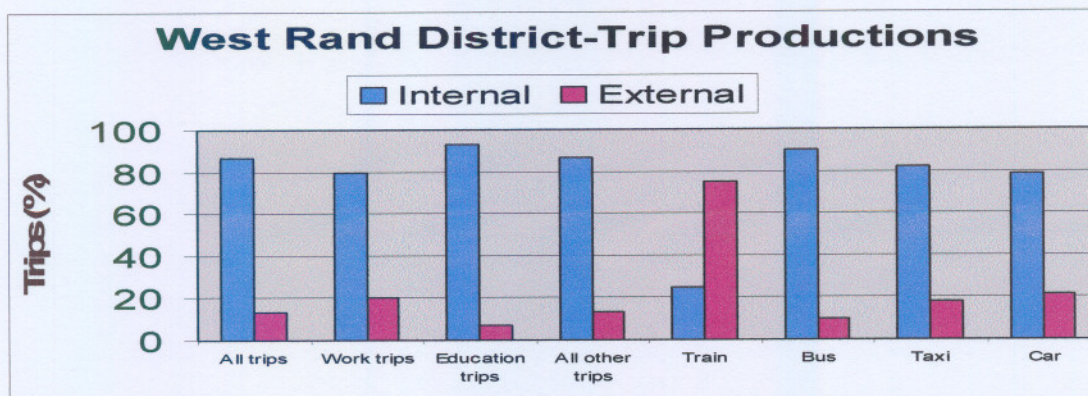
| MODE | TRAIN | | BUS | | TAXI | | CAR | |
|-------------------------|------------|------------|--------------|------------|---------------|------------|---------------|------------|
| | Trips | % | Trips | % | Trips | % | Trips | % |
| INTERNAL TO WRDM | - | - | 4,862 | 97 | 18,316 | 93 | 21,072 | 94 |
| EXTERNAL | | | | | | | | |
| Tshwane | - | - | - | - | 219 | 1 | - | - |
| City of Jhb | 126 | 32 | 134 | 3 | 377 | 2 | 758 | 3 |
| Ekurhuleni | 263 | 68 | - | - | 718 | 4 | 351 | 2 |
| Sedibeng DM | - | - | - | - | - | - | 200 | 1 |
| TOTAL | 389 | 100 | 4,996 | 100 | 19,630 | 100 | 22,381 | 100 |

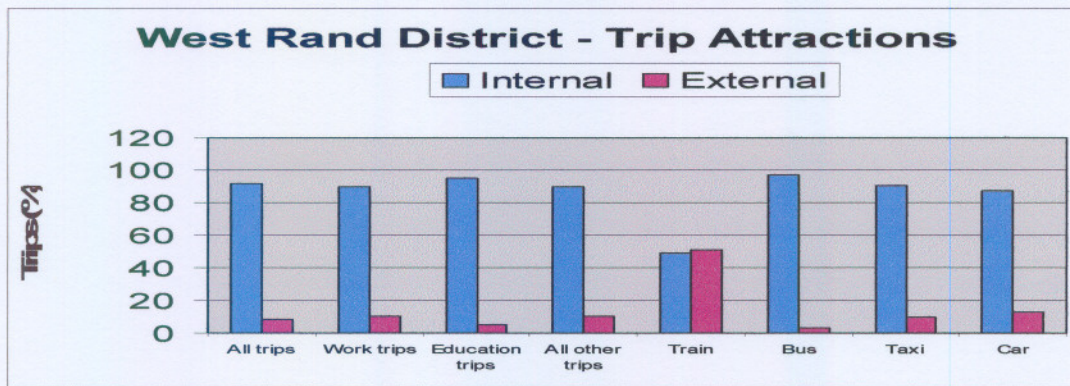
From the above statistics the following conclusions can be made:

- There is a high percentage of internal trips (95%) which indicates that the origin and destination points are in Merafong City.
- These internal trips are applicable to all trips inclusive of work, education and other trips.
- Only 5% of trips are external with the majority of movement to Johannesburg (work related trips).
- The use of private vehicles and taxi's seems to be the preferred modal choice.
- There were no significant trips to Madibeng and therefore it was not included in the table.

The table below gives an indication of the proportion of internal and external trips as applicable to the area of jurisdiction of the West Rand. It also indicates the type of trip (whether it is work, education or general) as well as the specific mode of choice (train, bus, taxi, car). Trip productions in this instance refer to the point of origin where the trip starts whilst trip attractions refer to the end destination (Papacostas & Prevedouros, 2001:353).

Table: 6.13 Trip productions and attractions as applicable to the area of jurisdiction of the WRDM





In analyzing the aforementioned, the following are evident:

- That of the trips which are generated in the WRDM (i. e have an origin in the WRDM), 87% are internal and 13% external.
- That of the trips which have a destination in the WRDM, 92% are trips that also originated in the WRDM, in other words are internal trips, and 8% derived from outside the WRDM.
- The predominance of the taxi mode (77% of daily passengers).
- The negligible role played by the bus service (less than 1%).
- That although there is significant movement of internal and external trips by train this is still regarded as a national competency and remains the responsibility of the South African Rail Commuter Corporation (SARCC).
- Significant movement by taxi to Johannesburg (about 5 900 passengers or 6.3% of total passenger numbers by taxi).

6.3.3 INTERVIEWS AND DISCUSSION – POLITICAL FORUM

Upon conclusion of the consultation processes with the functionaries of the local municipalities to discuss the functions to be performed by a transport authority and the preferred institutional format of such an institution, a round of workshops was held by Wesmet, being the political transport forum for the West Rand.

Workshops were held on 1 March and 14 June 2005 respectively and the analysis of the statistics on transport and economic data, rendering justification to the criteria determining the functional area of the West Rand as a transport authority, were discussed with the politicians.

From these meetings, the following conclusions were drawn:

- The concept of a Transport Authority for the West Rand was supported in principle.
- It was agreed that if the full benefits of the transport authority are to be attained, the transport authority should undertake the full range of functions provided for in the legislation.
- Some of the immediate concerns associated with undertaking the full range of functions are however the lack of capacity, the need for skilled resources to perform the functions, the additional financial burden with regards to unfunded mandates and the possibility of institutional restructuring.
- The need for clarity on jurisdictional responsibility and the legal status of a transport authority as a municipal entity was highlighted as priority issues.
- Most of the politicians therefore opted for Option B as preferred model, which would allow for a two-phased assignment of functions, with the first phase focusing on the assignment of compulsory functions excluding the provision of Road Based Public Transport Services.

The need for enforceable agreement(s) on service levels between a West Rand Transport Authority and the various institutions currently responsible for the implementation of some of the functions was also prioritized.

A financial plan detailing how to secure funding for those functions not currently deliberately undertaken by any sphere of government such as integrated ticketing system, publicity of public transport and the promotion of security in public transport also had to be in place if a West Rand Transport Authority is to successfully execute the functions.

6.4 CONCLUSION

In following a triangular approach by integrating the findings of the quantitative research with that of the qualitative research, and testing the validity thereof against

political supremacy, it can be concluded that the West Rand, from a transport and economic point of view renders justification for the establishment of a transport authority for the West Rand in terms of the legislative criteria as applicable to a functional transport area.

This statement is further supported by the fact that the WRDM exhibits a high overall percentage of internal trips (80% - 90%) with the taxi's being the predominant mode of transport (77%).

Adjudication of the functions showed a close correlation and even overlap between the compulsory functions and certain of the optional functions presently executed by the WRDM. It is also apparent that a number of the optional functions are currently being performed by the Directorate Transport of the West Rand District Municipality, in part if not completely, in terms of its responsibility under municipal functions or as Core City under the Urban Transport Act 78 of 1977.

It was also found that, in performing certain of the compulsory functions, some of the optional functions are being performed because of the inevitable overlap and correlation.

Although it was agreed that, if the full benefits of the transport authority are to be attained, the transport authority should undertake the full range of functions provided for in the legislation, the following immediate concerns were raised:

- lack of capacity
- the need for skilled resources to perform the functions,
- lack of funding.

The need for clarity on jurisdictional responsibility and the legal status of a transport authority as a municipal entity was also highlighted as priority issues.

Chapter 7 will therefore endeavour to give guidance on a proposed way forward with regard to the advisability on establishing a transport authority for the West Rand District Municipality as well as recommendations on remedial measures that needs to be instituted prior to realizing of such a project.

CHAPTER 7

CONCLUSION AND RECOMMENDATIONS: A FUNCTIONAL TRANSPORT AUTHORITY FOR THE WEST RAND DISTRICT MUNICIPALITY

7.1 INTRODUCTION

The fragmentation of functions between different spheres of government was identified in the White Paper on National Transport Policy (SA, 1996:28) as one of the main obstacles besetting the effective development and management of the transport system. It also endorsed one of the principles in the Constitution (SA, 1996) to devolve functions to the lowest appropriate sphere of government if it could be more effectively handled and if there was capacity to perform the functions.

The National Land Transport Transition Act, 22 of 2000, recognized the need to eliminate fragmentation and the need for unified institutional structures, and stated that transport authorities should be established "if their effect is to improve service delivery in the local sphere of government by grouping transport functions in a single well-managed and focused institutional structure" (NLTTA : 22/2000).

The case for a transport authority therefore revolves around addressing the institutional dysfunction which currently exists and the consideration of options to fulfill this mandate within the transport field of discipline.

This study has been undertaken to determine whether the West Rand District Municipality adheres to the necessary requirements in terms of generic administrative as well as economic and transport management principles to fulfill its function as Transport Authority in accordance with the National Land Transport Transition Act 22 of 2000.

7.2 SUMMARY

In chapter 1 the scope of the project, focusing on the West Rand District Municipality in its relation to other metropolitan and district municipalities, the legal framework guiding the establishment of transport authorities, scenario creation and motivation for establishment of such an entity for the West Rand were addressed. The research methodology which was used to unravel the study objectives was explained and an indication of the chapter divisions was given.

The theoretical foundation for this study was laid in chapters 2, 3 and 4. Chapter 5 focused on a comparison between the functionality of transport authorities in South Africa (Gauteng Province) versus the situation in the United Kingdom whilst chapter 6 contained the empirical findings.

Chapter 2 elucidated on the functionality of a district municipality as a transport authority in terms of generic principles and within the framework of local democracy. Emphasis was placed on the relationship between the concept of functionality, the features of local governance and the dimensions of holistic governance as applicable to a transport authority. It was established that the West Rand District Municipality, in fulfilling its functions as government institution also classifies as a legal local administrative entity, exhibiting statutory, legal, political, social, economic and service provision dimensions.

The indicators defining the functional area of a transport area in terms of economic and transport criteria were addressed in Chapter 3. From this analysis it was clear that dominant passenger movements and economic interdependency between the respective local municipalities falling within the area of jurisdiction of the West Rand District Municipality rendered the latter to operate as functional transport area.

In chapter 4 the nature and extent of transport functions currently performed by the WRDM and the local municipalities respectively were discussed. In analyzing the various models which could be opted for by a transport authority in the fulfilling of the transport functions, it became evident that the two-phased assignment of functions,

with the first phase being the assignment of compulsory functions excluding the provision of Road Based Public Transport Services, was the preferred institutional option. It was also emphasized that it should never be the case that the West Rand agrees to take over functions as a Transport Authority for which there are no human and financial resources available.

To further operationalise the research objectives of this study, and touching on Brittan's transport experience over the past 75 years, chapter 5 focused on the present status of Transport Authorities in the United Kingdom, compared to those in South Africa (Gauteng Province). From the research it was evident that in the United Kingdom the role of Passenger Transport Authorities are mainly focused on the planning, co-ordination and management of public transport systems whilst in South Africa the transport functions are conceptualized in broader terms to cover public and private transport, services and infrastructure. A burning issue which also came to the fore is the confusion which currently exists with regard to the status of an "authority" as defined in the National Land Transport Transition Act versus that of a 'municipal entity' as referred to in the Municipal Finance Management Act and which needs to be clarified by the legislature.

In chapter 6 the empirical findings on data gathered through the dichotomous questionnaire were reported on. These findings were supported by statistical analysis from the databasis as contained in the Gauteng Household Survey (2000) as well as the statistics on transport movement as captured in the Operating Licensing Strategy 2002/2003. The technical interpretation of findings was used to set the parameters to verify the sustainability and functionality of a transport authority for the West Rand.

This chapter provides for a summation on the findings on the primary and secondary objectives and includes the main outcomes of the literature study and the empirical investigation. The recommendations will endeavour to give guidance on a proposed way forward with regard to the advisability on establishing a transport authority for the West Rand District Municipality as well as proposals on remedial measures that needs to be instituted prior to realizing of such a project.

7.3 FINDINGS WITH REGARD TO PRIMARY AND SECONDARY OBJECTIVES

The primary objective of this study was to determine the functionality of the West Rand District Municipality in terms of administrative as well as economic and transport management principles to fulfill the role as a transport authority in terms of the National Land Transport Transition Act 22 of 2000 for its present area of jurisdiction.

In fulfilling this obligation the following findings can be formulated:

- In adjudicating the functionality of the West Rand District Municipality as a transport authority against the Constitutional terms of reference, and according to administrative generic principles, it is evident that it disposes over features which enables it to qualify as an authority within a well defined area of jurisdiction, having a legal mandate and obligation to provide inhabitants living within its area of jurisdiction with required transport related services.
- In exhibiting statutory, legal, political, social, economic and service provision dimensions the WRDM also supports the concept of holistic governance in that it will be able to eliminate fragmentation of transportation functions by grouping together transport planning and implementation functions into a single transport entity.
- The economic profile, travel patterns and dominant passenger movement between the four local municipalities falling within the area of jurisdiction of the WRDM proved to be interlinked and dependant upon each other to such and extent that it justifies the formation of a functional transport area.

In fulfilling the secondary objectives, the latter which could be viewed as an elaboration of the primary objectives indicated that the establishment, of a Transport Authority for the area of jurisdiction of the West Rand would enable the WRDM to

deliver on the following number of fronts, the gaps which have been identified in the WRDM Integrated Transport Plan (2003 – 2008)

- Coherent Alignment to a Common Vision - Removing the fragmentation of responsibility for transport functions allows an alignment towards a common vision.
- Integration of Transport System - The integration and improved service delivery is greatly enhanced by having all modes under the authority of a single body. Effective transport systems rely on all key components in the delivery system: viz policy, planning and co-ordination, service provision, regulation and enforcement. Control over these vital elements lead to the development of an integrated system.
- Control over Transport Modes - With control over the service provision, in the form of contracted bus service, the Transport Authority can affect the quality and standards of service. This bears directly on satisfaction levels in terms of aspects such as travel time, fares, frequency, transfers, quality of vehicles, etc.
- Optimised Utilisation of Funds - With control over the range of functions, the utilisation and prioritisation of funds can be optimised to attain the best outcome in line with the Municipalities overall vision.
- Focus of Attention to Transport - The Transport Authority will bring a focus and dedicated attention to transport, with the establishment of Governing Body and Transport Executive dedicated to transport.
- Customer Facing Imperative - The Transport Authority would bring about greater local accountability with the spectrum of functions placed at the local level.

It is however emphasized that it should never be the case that the West Rand agrees to take over functions as a Transport Authority, whilst uncertainty prevails on the legal status of transport authorities as municipal entities, further substantiated by the lack of human and financial resources.

7.4 RECOMMENDATIONS

To create a conducive environment for a West Rand Transport Authority to improve its functionality, it is recommended that serious attention be given to the following aspects:

- **Funding mechanisms**

The National Land Transport Transition Act, 22 of 2000, in section 15 (b) stipulates “that the Minister may make funds available to provinces, municipalities or transport authorities to assist them in performing their functions. Hence funding is discretionary and there seems to be no affirmable obligation on other spheres of government to provide funding. The lack of funding mechanisms to sustain the viability of transport authorities can be viewed as the most important factor hampering the establishment progress. Legislation should empower transport authorities to impose levies and taxes where appropriate.

- **Institutional Implications of municipal entities**

Doubts have been raised by the National Treasury about the legality of transport authorities in terms of the Municipal Finance Management Act 56 of 2003.

Further to this the Municipal Systems Amendment Act 34 of 2003, stipulates in Section 86(b) (2) that no municipality may establish, or participate in the establishment of a corporate body where such body is viewed as a service utility. Legal clarity on the status of municipal entities and representation by councillors must therefore be given.

- **Obtain clarity on status of transport powers at municipal level of government**

Although the National Transport Transition Act, 22 of 2000 makes provision for the devolution of transport functions, both compulsory and voluntary, it is silent on devolution of powers to local authorities, especially the powers of taxation and user-charging.

- **Fragmentation of responsibility of transport**

In municipal government there are still numerous autonomous and semi-autonomous agencies carrying out functions and taking decisions without reference to the Integrated Transport Plans of local authorities. Examples of this include the following:

- South African Roads Agency Limited (SANRAL) which constructs and tolls national roads in urban areas without consulting municipalities
- Reluctance by provincial governments to devolve the bus subsidy function to municipal authorities
- The rail functions which is presently a national competency and being driven by the South African Rail Commuter Corporation (SARCC).

Integration of these functions will need to be addressed on national and provincial level, with clear directives to local municipalities.

- **Assignment of functions and relationship between the district and local municipalities**

The assignment of functions to be performed by a transport authority will affect the split of responsibility between the local and district municipalities. To restrict the operation of a West Rand transport authority to the transport planning functions and leave the local municipalities responsible for execution would merely replicate the current system and would perpetuate the existing fragmentation. Bringing the full function into a single organization would have the potential of developing the full capacity required under one organisation rather than to replicate this in a number of different centres.

- **Human resource capacity**

There is in general a lack of skilled manpower to undertake essential functions in especially technical fields of discipline. In deliberations with the local municipalities in the West Rand there was consensus that if a transport authority was formed it would have to take over all the staff and resources currently in the local municipalities. Some concern was however expressed that such an action might be considered a surrender of political powers from local municipality to district level.

- **Political commitment**

International experience in London clearly indicated that strong political commitment played a key role in the success of transport authority initiatives. According to Futshane and Wosiyana (in Ogden 1977: 14) it is argued that when political commitment is at stake “good engineering plans and good economic analysis can decide whether or not development is possible, but politics decide whether it will be done or not”.

The successful implementation of a functional transport authority for the West Rand will therefore be dependant, not only upon technical expertise and management, but also on political support.

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