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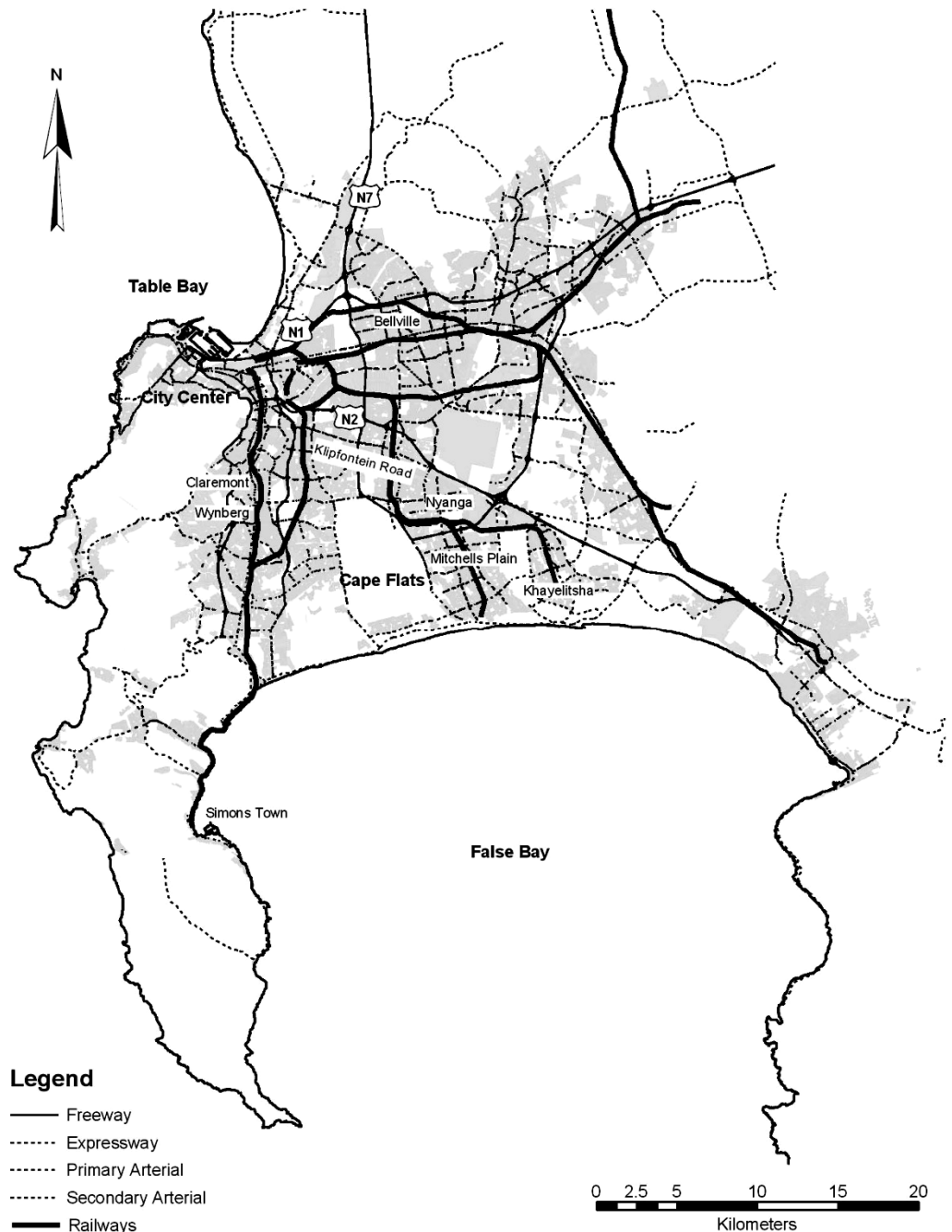
Incorporating informal operations in public transport system transformation: the case of Cape Town, South Africa

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Metropolitan Cape Town: major road and rail networks

- radially-oriented PT system evolved since mid-19th century in essentially piecemeal, unplanned and unintegrated manner
- extension of multi-directional major road network planned and installed since 1960s, primarily to serve PMT movements (private motorised transport: cars, trucks)
 - promotes low density, spatially fragmented ‘automobile dependent’ sprawl (and inefficient PT operations)

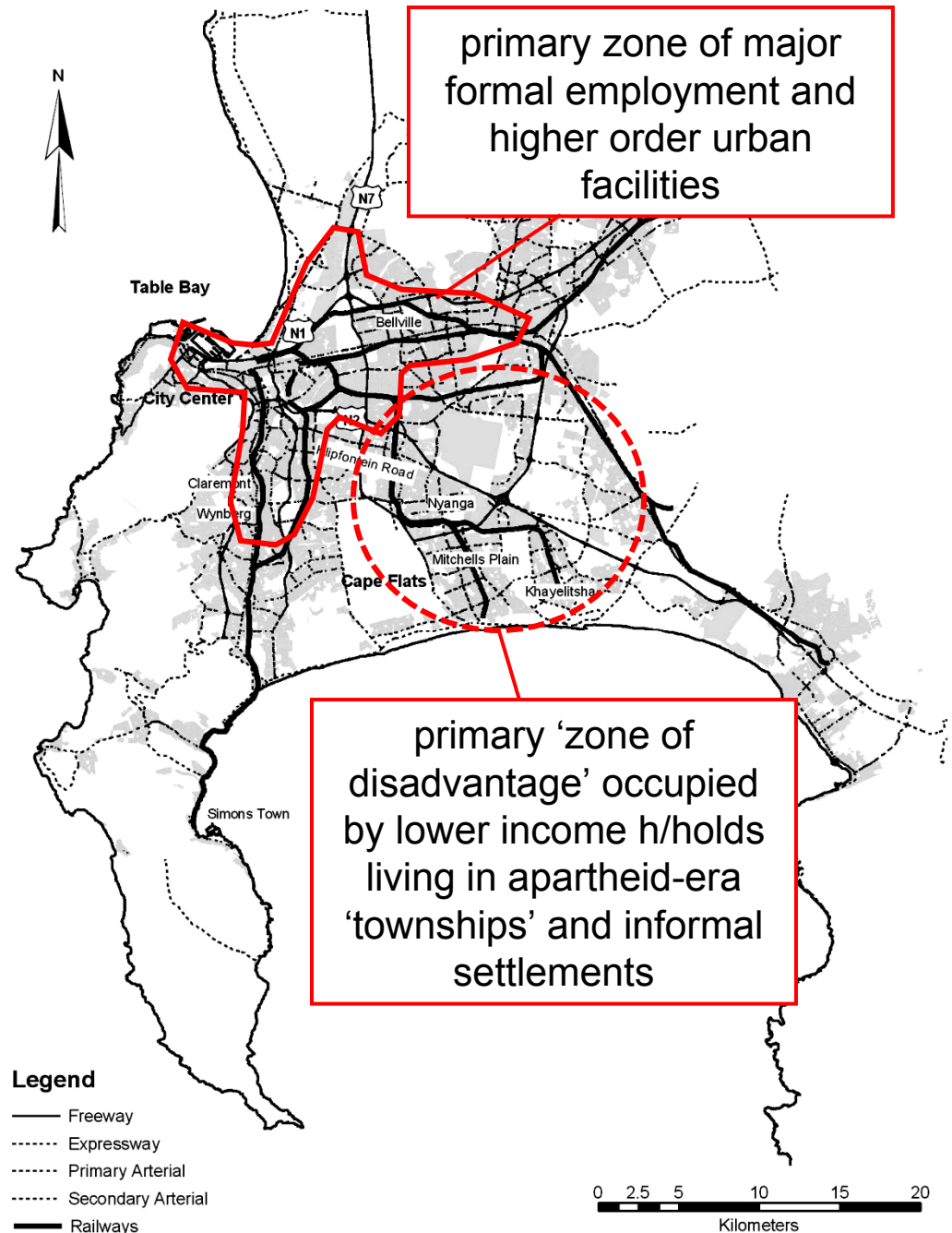


Metropolitan Cape Town: transport system characteristics (c. 2004)

Mode characteristic	Statistic
metropolitan road network (freeway, arterial and main routes)	approx. 2,235 km
local road network	approx. 7,513 km
number of private vehicles	600,000
car ownership per 1,000 population	200
bus fleet	1,318
number of bus routes (subsidised or not)	1,545
rail rolling stock (number of operational train sets)	78
total length of rail track	581 km
number of rail stations	119
minibus-taxi fleet	7,467
number of minibus-taxi owners	6,359
metered (sedan) taxi fleet	567
modal split: home to work (a.m. peak period) (% private : public : non-motorised)	46 : 42 : 12
modal split: public transport modes (% rail : bus : minibus-taxi)	54 : 17 : 29

‘Systemic dualism’ (‘urban transport divide’) in Cape Town’s transport system

- derived from, and reinforced by apartheid legacy of planned social-spatial segregation
 - lower income h/holds in more peripheral ‘zones of disadvantage’ use PT system (or walk)
 - middle and higher income h/holds in more advantageously located suburbs use PMT
- mobilities differentiated i.t.o. ability to access formal employment opportunities and higher order urban facilities



Initiative to transform public transport systems in South African cities

- national policy established since mid-1990s:
 - prioritise investment in PT and NMT infrastructure and services over provision for PMT
 - institute effective travel demand management measures to ‘disincentivise’ PMT usage
- 2007: NDoT promotes ‘fast track’, ‘catalytic’ projects to transform PT systems in major cities (specifically hosting FIFA 2010 World Cup events) by installing ‘integrated mass rapid transit’ (IRT) systems based primarily on introducing BRT networks and incorporating affected minibus-taxi operations
 - ... significant national funding made available to cities
- limited progress:
 - Rea Vaya BRT Phase 1a operational in Johannesburg since late August 2009
 - West Coast BRT Phase 1a delayed in Cape Town until later this year (after World Cup)

Metropolitan Cape Town: proposed BRT network as key component of IRT system

Phase 1



Phases 1, 2, 3



... a 'world class' city-wide BRT system modelled on 'international best practice' ...



Institutionally-embedded obstacles to implementing proposed transformation of public transport system

- lack/inadequate level of appropriate 'institutional capacity' within relevant city agencies to plan and implement ambitious, large-scale, 'fast-tracked' transformational project
- continuing uncertainty about national commitment to funding of capital and operating expenditure of IRT projects beyond medium term (to 2013) ... plus lack of clarity i.t.o. establishing sustainable, locally-based revenue streams as alternative
- continuing fragmentation of institutional framework governing provision of PT services in Cape Town, despite clear directives in relevant policy and legislation that powers to plan, regulate, oversee operational management, and control funding for road-based services should be devolved to local level (but not for rail services)

Current institutional framework for provision of public transport services in Cape Town

FUNCTION MODE	<i>planning</i>	<i>regulation</i>	<i>operational management</i>	<i>funding</i>		
				<i>capital investment</i>		<i>operations</i>
				<i>road/rail networks + ancillary infrastructure</i>	<i>vehicles/ rolling stock</i>	
commuter rail	PRASA: Regional Rail Plan	National DoT + National Rail Safety Regulator	PRASA	Treasury → NDoT → PRASA budget allocation including operational subsidy + farebox revenue		
scheduled buses	Municipality: ITP	Provincial OLB + Provincial DoT (subsidised service contracts)	operators (GABS + Sibanye)	local roads + public transport interchanges: Municipality (+ national grants)	operators	Treasury → Prov. DoT → operators: operational subsidy + farebox rev.
minibus-taxis	Municipality: ITP	Provincial OLB + informal route associations	operators	provincial roads: Provincial DoT national roads: SA National Roads Agency	operators + taxi recap. programme	farebox revenue

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- continuing fragmentation of institutional framework governing provision of PT services in Cape Town, despite clear directives in relevant policy and legislation that powers to plan, regulate, oversee operational management, and control funding for road-based services should be devolved to local level (but not for rail services)
- sustained, sometimes violent resistance within minibus-taxi sector to installation of BRT networks – currently has affected local projects in Johannesburg, Cape Town, Port Elizabeth/Nelson Mandela Bay Municipality, as well as national-level negotiations

Continuing resistance by (some) minibus-taxi operators/associations to the implementation of public transport system transformation in Cape Town



Cape Times 19 March 2010

ANGRY: About 500 minibus taxi operators gathered in Wynberg where Western Cape Taxi Alliance leaders condemned the IRT. A spokesman said protest action would continue until after the World Cup. Picture: TRACEY ADAMS

Western Cape Taxi Association chair Mandla Mata:

“No BRT or IRT is going to be implemented while we are alive. Whoever implements it, it will be over our dead bodies.”

Taxi operators set to embark on mass action over IRT

AZIZ HARTLEY

CONCERNED that the city's IRT (Integrated Rapid Transit) system will damage their members' businesses, the Western Cape Taxi Alliance (WCTA) is embarking on mass action, starting with a planned taxi strike on Tuesday.

About 500 minibus taxi operators gathered yesterday in Wynberg where alliance leaders condemned the IRT and lamented the continual upending of minibus taxis.

“No BRT or IRT is going to be implemented while we are alive. Whoever implements it, it will be over our dead bodies,” WCTA chairman Mandla Mata said.

Association spokesman Mvuyisi Mente said while

there would be no road blockades, protest action would include unannounced mass arrivals of taxis at the airport, Cape Town Stadium, Parliament and the Civic Centre.

“It will be random. We'll go and look at the stadium. Our action will be until after the World Cup,” he said.

Mente said the country's move towards bus rapid transport (BRT) systems was a blow to taxi owners, particularly those who bought new vehicles under the government's taxi recapitalisation programme.

Transport and Public Works MEC Robin Carlisle said the mass action call was misplaced.

He had several meetings with various stakeholders including the WCTA, and told

them that the IRT would not proceed without their agreement on how it should be implemented, Carlisle said.

“I've urged all taxi groupings to please have one house so I can negotiate with the whole industry. This is their hands. It serves no purpose for them (WCTA) to carry on with mass action,” Carlisle said.

Municipal or provincial law enforcement agencies impounded taxis and not his department, Carlisle said, but he stressed that such measures served the interest of taxi operators themselves. He said taxis were impounded for either being without an operating permit or without permission to ply certain routes.

“This leads to taxi violence. It is in the best interest of the

industry when action is taken against piracy. I'm disappointed when they (WCTA) do not accept this, but more disappointing is their threat of mass action and strikes,” Carlisle said.

City spokeswoman Kylie Hutton said: “Meetings have been held with all minibus taxi associations affected by the implementation of the IRT on the West Coast and the CBD.

“Council is and will engage the industry affected by the implementation of the first phase, as there will be economic opportunities for them within the IRT system. The city envisages the existing public transport industry – scheduled bus and minibus taxis – becoming the operators of the IRT.”

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Two possible lessons to be learned from the Cape Town experience to date?

- full range of PT system reform/transformation/improvement options should be explored to assess anticipated social and economic , as well as narrow financial, costs and benefits – including those options which may produce partial or ‘hybrid’ outcomes (as well as the ‘do nothing’/‘business as usual’ option)
... do not assume automatically that installing a city-wide ‘full specification’ BRT network will provide optimum social value for the public investment involved
- ensure that whatever reform/transformation approach is adopted, systematic and detailed consideration is given to institutional environment in which it will be implemented and, in particular, question of how – whether? – informal (as well as existing formal) PT operations can/should be incorporated into the proposed system
... avoid uncritical, decontextualised adoption of models derived from ‘international best practice’