TOWARDS A FRAMEWORK FOR ASSESSING THE IMPACT OF ORGANISATIONAL CAPACITY ON INTEGRATED TRANSPORT PLANNING IN DISTRICT MUNICIPALITIES

Minor 60-credit dissertation submitted in partial fulfilment of a Master of Philosophy Degree specialising in Transport Studies
(Course Code: END5037Z)

Faculty of Engineering & Built Environment
Department of Civil Engineering
Centre for Transport Studies
UNIVERSITY OF CAPE TOWN

Name: Bonile Lucas Malila
Student number: MLLBON005

Supervisor: Associate Professor Roger Behrens

January 2018
The copyright of this thesis vests in the author. No quotation from it or information derived from it is to be published without full acknowledgement of the source. The thesis is to be used for private study or non-commercial research purposes only.

Published by the University of Cape Town (UCT) in terms of the non-exclusive license granted to UCT by the author.
ABSTRACT

Some South African municipalities are facing challenges in performing transport planning functions. These challenges include a lack of organisational structure and human resource capacity, onerous planning frameworks, lack of guidance in preparing transport plans and lack of funding. To address these challenges, the Department of Transport has made various interventions, including the placement of interns in several municipalities across the country, reviewing transport planning frameworks and developing planning guidelines for the preparation of Integrated Transport Plans (ITPs). However, the impact on the ground has been minimal in terms of the quality of ITPs produced and their implementation.

The impact of a lack of human resources and organisational capacity has not been investigated within a district municipal context. There is, therefore, a need to investigate capacity limitations and possible interventions as these factors may improve the quality and implementation of district municipality ITPs. The research reported upon in this dissertation was motivated by this need.

Drawing on two case studies (the Alfred Nzo and Sedibeng District Municipalities), the study set out to assess how adequately District Municipalities (DMs) meet the minimum requirements for the preparation of ITPs. The study also set out to assess organisational capacity constraints that impact upon the performance of the two DMs surveyed.

In fulfilling the aims of the study it was considered beneficial to use a mixed method qualitative survey and case study research approach, taking into account the research questions and limitations. A content analysis approach was adopted, whereby both the contents of the DITP documents, and the minimum requirements, were systematically examined. This ensured that the conclusions drawn from analysing the data collected were grounded. An assessment of the quality of the District Integrated Transport Plan (DITP), and the implementation thereof, also gave an indication as to whether the staff capacity employed by the DM was sufficient to fulfil its mandate.

The study revealed that reviewing the minimum requirements might work to ensure that poorly resourced DMs are not subjected to requirements that are geared towards more affluent DMs. Learning from other countries, the study showed that having a monitoring chapter in the minimum requirements, and subsequently in the DITP, could
ensure that quality control measures, as well as tools to monitor projects listed in the DITP, are put in place. The research showed that the Sedibeng DITP had an organisational structure and human resource capacity responsible for transport planning. It further revealed that the detailed nature of the Sedibeng DITP could be attributed to the fact that there is a relatively well-established organisational structure and a human resource capacity responsible for transport in the DM. Whilst on the case of Alfred Nzo DITP the research showed that there is no organisational structure and human resource capacity responsible for transport, which might account for the lack of details in its DITP. Furthermore, the research supported a hypothesis that the lack of human resources and organisational capacity have negative impact on the development and implementation of the ITPs at DMs level.

In conclusion, the study recommends that transport planners should be employed by the National or provincial department of transport and be placed in DMs with the aim of increasing capacity whilst the DM is working on the reconfiguration of its organisational structure. Furthermore, the study recommends that the minimum content of the DITPs should be amended to meet the available capacity constraints and to align the categorisation of municipalities with that provided in the Municipal Structures Act. The minimum requirements should acknowledge this categorisation of municipalities, and where there is a need for the DM to scale down the minimum content of its plan based on capacity limitations or class of the DM, the minimum requirements should permit these deviations.

ACKNOWLEDGEMENTS

I would like to acknowledge my wife Bongeka Malila and my four daughters (Lukhanyo, Lukhona, Sisipho and Lunathi) for their words of encouragement.

I would also like to acknowledge my supervisor who is ever willing to give guidance every time it is needed.

Lastly, I would like to thank my colleagues for continually telling me that I should not give up.
DECLARATION

I, Bonile Lucas Malila, hereby declare that this research report is my own work, except to the extent indicated in the text and reference. It is being submitted in partial fulfilment of a Master of Philosophy Degree specialising in Transport Studies at the University of Cape Town. It has not been submitted before for any degree or examination in any other university.

Signed by:

Bonile L Malila

Date: 22/01/2018
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>LIST OF TABLES</th>
<th>VIII</th>
</tr>
</thead>
<tbody>
<tr>
<td>LIST OF FIGURES</td>
<td>VIII</td>
</tr>
<tr>
<td>ACRONYMS</td>
<td>IX</td>
</tr>
<tr>
<td>RESPONDENTS AFFILIATIONS</td>
<td>X</td>
</tr>
</tbody>
</table>

## CHAPTER 1  INTRODUCTION ............................................................. 11
1.1 BACKGROUND AND MOTIVATION ...................................................... 11
1.1.1 BACKGROUND ........................................................................... 11
1.1.2 MOTIVATION ........................................................................... 14
1.2 AIMS AND SCOPE OF THE RESEARCH ........................................... 16
1.3 OUTLINE OF THE CHAPTERS ........................................................... 17
1.3.1 INTRODUCTION ....................................................................... 17
1.3.2 RESEARCH METHOD .................................................................. 17
1.3.3 MINIMUM DITP REQUIREMENTS: CAPACITY IMPLICATIONS .......... 18
1.3.4 QUALITATIVE INTERVIEWS AND SURVEY FINDINGS .................... 18
1.3.5 CASE STUDY FINDING: ALFRED NZO DISTRICT MUNICIPALITY ....... 18
1.3.6 CASE STUDY FINDING: SEDIBENG DISTRICT MUNICIPALITY ........ 18
1.3.7 INTERNATIONAL BENCHMARKING .............................................. 18
1.3.8 DISCUSSION ........................................................................... 19
1.3.9 CONCLUSION .......................................................................... 19

## CHAPTER 2  RESEARCH METHOD ......................................................... 20
2.1 INTRODUCTION ........................................................................... 20
2.2 INSTRUMENT DESIGN ................................................................... 20
2.3 SAMPLE SELECTION ..................................................................... 27
2.3.1 INTERVIEW SAMPLE SELECTION ............................................ 27
2.3.2 CASE STUDY SAMPLE SELECTION .......................................... 27
2.4 DATA COLLECTION AND ANALYSIS ............................................. 30
2.5 RESEARCH LIMITATIONS ............................................................. 31
2.6 SUMMARY AND CONCLUSION ...................................................... 32

## CHAPTER 3  MINIMUM DITP REQUIREMENTS AND CAPACITY IMPLICATIONS .. 33
3.1 INTRODUCTION ........................................................................... 33
3.2 MINIMUM REQUIREMENTS FOR THE PREPARATION OF ITPs ........ 33
3.3 RELATIONSHIP BETWEEN THE DITP AND IDP ............................. 34
3.4 DISTRICT INTEGRATED TRANSPORT PLANNING REQUIREMENTS ...... 35
3.4.1 EXECUTIVE SUMMARY ......................................................... 36
3.4.2 INTRODUCTION ...................................................................... 36
3.4.3 TRANSPORT VISION AND OBJECTIVES ................................... 36
3.4.4 TRANSPORT REGISTER ........................................................... 37
3.4.4.1 QUALIFICATION AND EXPERTISE ...................................... 37
3.4.4.2 IMPLICATION FOR THE MUNICIPALITY .............................. 38
3.4.5 OPERATING LICENCE STRATEGY ............................................. 38
3.4.5.1 QUALIFICATION AND EXPERTISE ...................................... 39
3.4.5.2 IMPLICATION FOR THE MUNICIPALITY .............................. 39
3.4.6 RATIONALISATION PLAN ........................................................ 40
3.4.6.1 QUALIFICATION AND EXPERTISE ...................................... 40
3.4.6.2 IMPLICATION FOR THE MUNICIPALITY .............................. 40
3.4.7 TRANSPORT NEEDS ASSESSMENT .......................................... 41
3.4.7.1 QUALIFICATIONS AND EXPERTISE .................................... 41
3.4.7.2 IMPLICATION FOR THE MUNICIPALITY .............................. 42
3.4.8 SUMMARY OF LOCAL INTEGRATED TRANSPORT PLANS ............ 42
3.4.8.1 QUALIFICATION AND EXPERTISE ...................................... 43
3.4.8.2 IMPLICATION FOR THE MUNICIPALITY .............................. 43
LIST OF TABLES

TABLE 2.1: FRAMEWORK FOR COMPARING COMPLIANCE WITH MINIMUM CONTENT REQUIREMENTS IN THE SELECTED CASE STUDIES DITPS. ................................................................. 23

LIST OF FIGURES

FIGURE 2.1: A MAP OF SOUTH AFRICA SHOWING DMs ................................................................. 29
FIGURE 3.1: EXAMPLE OF DM TRANSPORT UNIT ORGANOGRAM .................................................. 54
FIGURE 5.1 MAP OF ALFRED NZO DISTRICT MUNICIPALITY ......................................................... 63
FIGURE 5.2: MAP OF THE EASTERN CAPE DISTRICT MUNICIPALITIES .......................................... 63
FIGURE 6.1: MAP OF SEDIBENG DISTRICT MUNICIPALITY .............................................................. 74
FIGURE 6.2: MAP OF GAUTENG DISTRICT MUNICIPALITIES ............................................................ 75
FIGURE 6.3: SEDIBENG DM TRANSPORT UNIT ORGANOGRAM .................................................... 81
ACRONYMS

CiTP: Comprehensive Integrated Transport Plan
CoGTA: Cooperative Governance and Traditional Affairs
CPTR: Current Public Transport Record
DITP: District Integrated Transport Plan
DORA: Division of Revenue Act
DoT: Department of Transport
DM: District Municipality
DPME: Department of Planning Monitoring and Evaluation
ITP: Integrated Transport Plan
IDP: Integrated Development Plan
LG MSA: Local government, Municipal Systems Act
LM: Local Municipality
MSA: Municipal Structures Act
NDP: National Development Plan
NPTR: National Public Transport Regulator
NQF: National Qualification Framework
NLTA: National Land Transport Act
NLTTA: National Land Transport Transition Act
NLTSF: National Land Transport Strategic Framework
PRE: Provincial Regulatory Entity
SALGA: South African Local Government Association
SAQA: South African Qualifications Authority
SDM: Sedibeng District Municipality
OLS: Operating Licence Strategy
TETA: Transport Education Training Authority
UK: United Kingdom

RESPONDENTS AFFILIATIONS

National Department of Transport
South African Local Government Association
Gauteng Provincial Department of Transport
Alfred Nzo District Municipality
Sedibeng District Municipality
CHAPTER 1 INTRODUCTION

1.1 BACKGROUND AND MOTIVATION

1.1.1 Background

The Constitution of the Republic of South Africa (South Africa, 1996) states that public transport is a concurrent responsibility shared by the national and provincial governments. Part B of Schedule 4 of the Constitution specifies municipalities as being responsible for municipal public transport (South Africa, 1996). The Municipal Structures Act (South Africa, 1998) (MSA) supports the Constitution by stating that district municipalities are responsible for the regulation of passenger transport services. The MSA defines a district municipality as a municipality with municipal executive and legislative authority in an area that includes more than one municipality and which is described in the Constitution as a Category C Municipality.

In fulfilling the abovementioned mandate, the National Land Transport Transition Act (NLTTA) 22 of 2000 (South Africa, 2000) requires municipalities to prepare the following plans: Current Public Transport Records (CPTR), Operating Licence Strategy (OLS), Rationalisation Plan (RATplan), Public Transport Plan (PTP) and the Integrated Transport Plan (ITP). However, many municipalities encountered various challenges in performing their public transport functions, as well as in implementing these plans. According to the assessment conducted by the DoT (2006:100), municipalities encountered the following challenges, among others:

- lack of organisational structure and human resource capacity at municipal level;
- onerous planning frameworks;
- lack of guidance in preparing the plans; and
- lack of funding.

The key changes in transport planning occurred around 2006 in response to an amendment of the NLTTA (Act 22 of 2000). The Department of Transport has since changed some of the legislation and has developed various transport-planning guidelines to address some of the identified challenges. Changes to the legislation include the NLTTA’s (2006) plan to consolidate the following plans into the ITP: the CPTR, the OLS, the RATplan and the PTP.
Moreover, the transport planning guidelines for the preparation of the ITPs were reviewed to ensure that municipalities were provided with clear guidance on how to develop credible ITPs and to ensure that ITPs are compatible with the format of the Integrated Development Plan (IDP) sector plans (DoT, 2009). However, challenges in developing and implementing the ITPs persist. It could be viewed that these challenges persisted because of a lack of proper diagnosis prior to the introduction of mitigating changes in transport planning requirements.

The DoT’s (2006) assessment of the selected ITPs and Provincial Land Transport Frameworks (PLTFs) found that most municipalities develop the ITPs to comply with the minimum requirements without considering their needs and the nature, terrain and uniqueness of their areas. It should be noted that the scope of the study conducted by the DoT in 2006 was based on fieldwork in selected planning authorities’ latest planning documents, followed by interviewing relevant officials and analysis of the plans and problems experienced, identification of technical problems and risks experienced, upon which recommendations were formulated. The study was limited to the City of Tshwane, Ekurhuleni, City of Johannesburg, eThekwini, Buffalo City and included the two district municipalities of Kgalagadi and OR Tambo.

The study further made specific observations in terms of human resource capacity, which included that, whilst major metropolitan areas such as Johannesburg and eThekwini are fortunate to have access to sufficient capacities and well-qualified personnel, other areas such as the Kgalagadi District Municipality (DM) and the OR Tambo DM are less fortunate. Furthermore, the study indicated that the less fortunate municipalities may have access only to one or two qualified staff but even then perhaps not within the transport discipline. It is further stated in the study that typically, the regional engineer, who is responsible for the entire engineering function within a DM, is often also expected to be the expert in the transport function, although a large component of the transport function is not engineering orientated.

The National Land Transport Act 5 of 2009 (NLTA) (South Africa, 2009), highlights the new transport functions that municipalities should perform and the functions that should be assigned to them. Municipalities may need public transport specialists and/or transport planners and a dedicated unit in the municipality to perform these functions. It is the considered view that not all municipalities will perform their functions as provided for in the NLTA, but they should be endeavouring to perform these
functions, especially the transport planning and public transport service delivery functions.

Elsewhere, a study conducted in the 16 local authorities in Hull, United Kingdom (UK) (2009) examined the efficacy of the decision support tools available to local transport officers to achieve more sustainable transport options. The study indicated that the principal barriers to achieving more sustainable transport strategies are poor policy integration and coordination, counterproductive institutional roles, unsupportive regulatory frameworks, poor data quality and quantity, limited public support and lack of political resolve. Though the UK is a well-developed country, the principal barriers mentioned above are similar to those in South Africa, in both metropolitan and district municipalities. In the South African context, these barriers are more prevalent in district municipalities and poor local municipalities.

Where there is no balance between policy developments, human resources and organisational capacity, the policy developed could be of no value since no one will be available to implement it. This echoes the view that the implementation of transport policy at the local level is restricted by several challenges, including a lack of human resources and organisational capacity (Marsden and Stead, 2011).

The National Development Plan (NDP) 2030, (2011:366), recognises that there is a “need to recognise the wide variation in capacity, particularly at municipal level, and devolve greater responsibilities where capacity exists, whilst building capacity in other areas”. The NDP falls short in explaining how this capacity should be provided, except to highlight that the capacity of municipalities to plan effectively is a significant challenge that needs to be addressed, supported by the efforts of both national and provincial governments. This is an extension of the NDP diagnostic overview (2010:24), which states that attention needs to be given to redefining the powers and functions of local government in the areas of public transport, land use planning and economic development, among others. However, it should be noted that the NDP (2011:366) makes a very important point by indicating, “Where capacity is more limited municipalities should be allowed to focus on their core functions and not be burdened with too many extra responsibilities”. The question is how to address the issue of limited capacity to discharge those core functions, because at times rural municipalities lack the capacity to perform their core functions.
However, it is apparent that, if no action is taken to remedy the lack of human resource
capacity and proper organisational structure, the provisions of the NLTA (South Africa,
2009) will not be achieved. Hence, a proper diagnosis of lack of human resource
capacity and organisational structure is needed. Therefore, capacity development and
proper organisational structure are central in ensuring that the NLTA’s aims are fulfilled
(South Africa, 2009).

1.1.2 Motivation

The Department of Transport has developed minimum requirements, and
municipalities are encouraged to develop ITPs in terms of these minimum
requirements. District Integrated Transport Plans (DITPs) are developed by
consultants on behalf of the municipalities. However, the impact of the requirements
is hardly visible on the ground. It is worth noting that municipalities should have the
relevant capacity to exercise the oversight role over consultants. Municipal officials
should be able to guide consultants towards the direction in which the municipality
seeks to embark on during the DITP planning horizon.

Where there is a lack of capacity on the part of the municipality, it does not matter how
competent the consultants who prepared the DITP are: what matters is how the DITP
is interpreted and implemented. The DITP is not prepared for compliance purposes
but to address transport challenges within the DMs, hence, the municipalities should
have minimum capacity in order to develop, interpret and implement the DITPs. The
lack of capacity has led to a situation where the DITPs are ignored because no one is
able to interpret and implement them.

The Department of Transport also initiated the programme of developing transport
planning training modules through the South African Qualifications Authority (SAQA),
with the intention of providing tailor-made training for transport planning professionals.
However, the programme could not progress because no institution of higher learning
was able to offer such training, given that it was to be offered at a lower level in terms
of SAQA requirements.

Spoth et al. (2004:31), conducted a study on a community-university partnership
model for public education systems that seek to ensure capacity building for evidence-
based reasoning and competence building in state public education systems. The
study indicated, “A key reason for advocating for partnerships among schools,
universities and communities is that they can build upon previously developed public education infrastructures for the provision of training, technical assistance, and other resources used to enhance capacity for sustainable implementation of evidence based programs”.

This assertion may be relevant in the South African context, in the sense that there are institutions of higher learning providing transport qualifications at various levels, including at undergraduate and postgraduate levels. However, to ensure that these graduates are employed by the state, a relationship between the state and private sector (consulting firms) should be maintained, other than developing a new curriculum. One may support the assertion by Spoth et al. (2004), by arguing that the Department of Transport should not develop a tailor-made training packages for transport planning professionals but should instead make use of existing qualifications from the institutions of higher learning that have the necessary resources and infrastructure to provide such training. The Department of Transport should also assist in creating demand for these qualifications through the placement of graduates upon completion of their studies.

In ensuring that municipalities are capacitated, the Department has since commenced a programme of placing interns, or transport planning young professionals, in municipalities across the country. The Department of Transport is responsible for the appointment of a service provider (mentor) to train these young transport planners.

The internship programme provided by the Department of Transport has potential, but the experience gained might not be adequate since most employment entry in the public sector requires two years’ experience. In addition, because of the dearth of transport planning professionals at the municipal sphere of government, capacity building for interns is stunted as there are no senior planners to oversee their day to day work. Furthermore, one may argue that very few of these young professionals are retained by the municipalities, so the municipalities are in the same position when the internships expire. This argument is supported by data supplied by the respondents from the Department of Transport who indicated that out of 40 young professionals trained in the past three years, only eight have been appointed by municipalities; 12 were employed by consultancy firms and provincial government and the remainder could not be traced.
In contrast, this programme is unlike the model used by the Department of Basic Education. Students are given the Funza Lushaka bursary to study for a Bachelor of Education degree, and upon completion of the degree graduates are placed in schools where there is a shortage of skills. These graduates are given priority above all graduates in terms of placement (Department of Basic Education [DoE], 2014).

The fact is that so far, only 20% of the young professionals are employed by local municipalities. This low number of young professionals employed by the local municipalities could be viewed as a direct result of lack of organisational structure and human resources capacity at municipal level, because most municipalities could not appoint these interns beyond the expiry of the term of their internship. It could be argued that the impact of this intervention is minimal in the municipalities from the capacity development point of view, as well as in the development of DITPs. However, on the positive side, this could also be viewed as the first step in the right direction in terms of providing experience for transport planning graduates. This echoes the views by Mateo-Babiano and Burke (2013), in their study of transport planning education in urban planning schools in Australia, which indicated that experiential learning to bridge theory and practice promises to be a potential strategy in linking theory to practice.

The impact of the lack of human resources and organisational capacity has not been investigated within a district municipal context. Thus, there is a need to investigate capacity limitations and possible interventions as these factors may improve the quality and implementation of the ITPs. This study aims to address some of the challenges that were identified during the assessment of the ITPs and other developmental challenges.

1.2 AIMS AND SCOPE OF THE RESEARCH

Drawing on two case studies, the study will assess how adequately DMs meet the minimum requirements for the preparation of an ITP. It will also assess organisational capacity constraints that impact the performance of the two DMs being surveyed. The study will also recommend some mitigating actions regarding capacity building and minimum requirements.

In fulfilling the aims and scope of this research, the following research questions were formulated:

- What are the DITP minimum requirements?
1. What well do the case study DMs (Alfred Nzo and Sedibeng) meet/comply with minimum requirements?
2. What capacity is required by DMs to meet these minimum requirements?
3. What actual capacity do the case study DMs have to meet these minimum requirements?
4. Do actual capacity constraints in the case study DMs impact on the performance of the DMs in relation to their transport mandate?
5. What mitigating interventions might the DoT consider to better match requirements and capacity?

It was hypothesised that the lack of human resources and organisational capacity has negative impacts on the development and implementation of the ITPs in DMs.

1.3 OUTLINE OF THE CHAPTERS

This section presents a brief narrative of each chapter of the research. The research is divided into nine chapters, which include the following: Introduction, Research Method, Minimum DITP requirements: capacity implications, Qualitative interview and survey findings, Case study findings: Alfred Nzo District Municipality, Case study findings: Sedibeng District Municipality, International Benchmarking, Discussion and Conclusion.

A brief description of each chapter follows:

1.3.1 Introduction

The introductory chapter is a description of the motivation for the research and the aims and scope of the research. It also highlights the research topics to be investigated. The conclusion of the introductory chapter is a brief narrative of the content of each chapter.

1.3.2 Research method

Chapter 2 of this research is a detailed description of the research method. The type of organisations the key informants represented is described, as well as the rationale behind the selection of the two case studies. This chapter explains how information was collected and analysed and it highlights the research limitations. In conclusion, an overview of the research method is presented.
1.3.3 Minimum DITP requirements: capacity implications

Chapter 3 begins with a brief background to the minimum requirements and a descriptive overview of the minimum requirements for the preparation of DITPs. The chapter will also look at the human resource and organisational capacity requirements needed for the development and implementation of DITPs. A summary and conclusion is also presented in this chapter.

1.3.4 Qualitative interviews and survey findings

In chapter 4 of the study, the research findings of qualitative interviews conducted with a selection of national, provincial and local government officials, and their consultants, are presented.

1.3.5 Case study finding: Alfred Nzo District Municipality

Chapter 5 commences with a brief overview of the Alfred Nzo DITP, as well as a summary of the contents of its DITP. This chapter presents the human resource and organisational capacity available in the Alfred Nzo DM. A summary and conclusion of the chapter is also presented.

1.3.6 Case study finding: Sedibeng District Municipality

Chapter 6 begins with a brief overview of the Sedibeng DITP, as well as a summary of the contents of its DITP. This chapter also presents the human resource and organisational capacity available in the Sedibeng DM. A summary and conclusion of the chapter is presented.

1.3.7 International benchmarking

Chapter 7 highlights what was learnt from other countries in a review of the available literature. It is worth noting that countries could not be found with similar transport arrangements to South Africa, where municipalities are classified/categorised into three classes, metropolitan, district and local municipalities. Most countries put more emphasis on metropolitan transport planning and less on rural or local transport planning. However, the author was able to acquire some information on other countries, specifically in the UK and Australia that assisted in benchmarking.

The Kent County Council in UK was identified to establish whether its transport plan complies with the UK’s transport act and statutory guidelines. The East Metropolitan
Regional Council in Western Australia was also identified in order to establish whether its transport plan is developed according to the guidelines for the preparation of the ITP. This information was accessed through desktop research.

1.3.8 Discussion

This chapter begins with a summary of results from the analysis of the minimum requirements. A summary of findings from analysis of human resources and organisational capacity is presented. The chapter also presents a summary of findings from the selected case studies, as well as a summary of international benchmarking. Furthermore, a summary of the findings from the qualitative survey of government officials, as well as a summary and conclusion of the chapter, are presented.

1.3.9 Conclusion

Chapter 9 presents a synthesis of the research regarding the research problems and recommendations, and highlights areas for potential future research.
CHAPTER 2  RESEARCH METHOD

2.1  INTRODUCTION

This research is descriptive and exploratory in nature and employs a mixed methods approach including qualitative interviews with key informants and case studies. Neuman (2000), contends that qualitative researchers often rely on interpretive or critical social science. According to Peshkin (1993) in Leedy and Ormrod (2010), the interpretive approach to research is defined as the method whereby a researcher gains new information about a particular phenomenon, develops new concepts or theoretical perspectives about the phenomenon and discovers the problems that exist within the phenomenon. Neuman (2000) further comments that researchers are more likely to use a transcendent perspective (whereby the researcher’s perspective determines what ‘truth’ is), apply logic in practice and follow a nonlinear research path. Researchers speak a language of “cases and context”.

In this chapter, details of the method used to conduct this research, including a description of the instrument design, sample selection, the specific tools and techniques used for data collection and data analysis and a discussion on the limitations of the research are presented.

2.2  INSTRUMENT DESIGN

Three types of questionnaires were designed and distributed to national, provincial and district officials dealing with transport plans; these officials were interviewed for the purpose of this study. Questionnaire 1 consisted of six questions, Questionnaire 2 consisted of ten questions, and Questionnaire 3 consisted of six questions. The total number of questions in these questionnaires was 22, which were categorised into four themes. These themes are as follows:

- understanding the minimum requirements for DITPs;
- quality of the DITPs produced, including the selected case studies of the Alfred Nzo and Sedibeng DMs;
- human resource and organisational capacity requirements; and
- possible mitigation interventions.

The questions were divided into three questionnaires; Questions 1 to 6 were designed for national, provincial and South African Local Government Association (SALGA)
officials, Questions 7 to 16 were designed for DM and SALGA officials, whilst Questions 17 to 22 were designed for consultants, SALGA and other experts in the transport industry responsible for transport planning. (See Appendix 1). Questionnaires were circulated to 11 respondents; only two did not respond even though every effort was made to ensure their cooperation.

Furthermore, two case studies were identified and content analysis of the documents developed by the selected DMs for the DITPs was also conducted.

A content analysis of the UK and Australian transport planning frameworks was undertaken for the international benchmarking purposes, even though the data was very limited. This was a desktop exercise as indicated earlier.

In determining what professional capacity is required by the DMs to meet the minimum requirements, respondents were requested in the questionnaire to provide a list of formal transport qualifications that might be relevant at district level.

When identifying the professional capacity required by DMs to meet the minimum requirements, the principle of integrated transport planning was the guiding measure. This principle is aimed at achieving integration across all land transport modes between land use and transport and between the delivery of infrastructure, management and enforcement of transport services and operations. Therefore the study looked at the skills, experience and formal qualifications that cover various elements of integrated transport planning.

In the questionnaire respondents from the DM level were also asked to describe what actual capacity the district municipalities have in order to fulfil their mandates. In ensuring that actual capacity fulfils the mandates of the DMs, the organisational development section in the human resource department was pivotal in measuring the professional capacity of the district municipalities. The organisational development section keeps job descriptions of each position in the organisation. In the job description, skills, experience and types of qualifications are stated. Where there were no records the respondents from the DM were interviewed.
Table 2.1 below was designed to draw a comparison of the content of the DITP documents from the two case studies. In the table, three assessment criteria were used. In the case where the DITP chapter meets the minimum content of the minimum requirements a tick was made against the chapter under the column denoted “met”. In cases where the DITP chapter does not or only partially meets the minimum content of the minimum requirements, a tick was made against the chapter under a column titled “not met” or “partially met”. Lastly a column for comments is provided to indicate summary of comments per chapter when needed. Hereunder is a framework for comparing compliance with the minimum content requirements. It is worth noting that a detailed assessment discussion is provided in chapter 5 and 6.
Table 2.1: Framework for comparing compliance with minimum content requirements in the selected case studies DITPs.

<table>
<thead>
<tr>
<th>Content</th>
<th>Alfred Nzo DITP</th>
<th>Sedibeng DITP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chapters content</td>
<td>Met</td>
<td>Partially met</td>
</tr>
<tr>
<td>Executive Summary</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>The status quo and transport trends in the DM is not presented, only objectives and proposed intervention are mentioned.</td>
</tr>
<tr>
<td>Introduction</td>
<td>X</td>
<td>All necessary areas were covered.</td>
</tr>
<tr>
<td>Transport Vision and objectives</td>
<td>X</td>
<td>All necessary areas were covered.</td>
</tr>
<tr>
<td>Transport Register</td>
<td>X</td>
<td>No existing CPTR except the method followed to calculate data. Long distance utilisation information was also omitted.</td>
</tr>
<tr>
<td>Operating License Strategy</td>
<td>X</td>
<td>Even though liaison structures were mentioned in the DITP it fall short with regard to broader public consultation.</td>
</tr>
<tr>
<td>Section</td>
<td>Status</td>
<td>Description</td>
</tr>
<tr>
<td>------------------------------------------------------</td>
<td>--------</td>
<td>-----------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Rationalisation plan</td>
<td>X</td>
<td>It was not needed given the fact that there is no bus subsidy within the DM.</td>
</tr>
<tr>
<td>Transport Needs Assessment</td>
<td>X</td>
<td>Challenges raised with regard to NMT amongst others were not addressed anywhere in the DITP.</td>
</tr>
<tr>
<td>Summary of Local Integrated Transport Plans (LITPs)</td>
<td>X</td>
<td>Not provided.</td>
</tr>
<tr>
<td>Funding Strategy and Summary of Proposals and Programmes</td>
<td>X</td>
<td>Not presented as such but as prioritised public transport proposals and implementation programme.</td>
</tr>
<tr>
<td>Human Resource and Organisational Capacity</td>
<td>X</td>
<td>One official responsible for public transport planning and no organisational structure dedicated explicitly for transport functions.</td>
</tr>
<tr>
<td>ADDITIONAL CHAPTERS</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strategic direction for transport</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Prioritised public transport proposals and implementation programme</td>
<td>X</td>
<td>All projects that are listed in this chapter their budget was not approved by the council. This chapter should have been named as funding strategy and summary</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>------------------------------</td>
<td>----------------</td>
<td>-----------------------------------------------------------------</td>
</tr>
<tr>
<td>Financial implications</td>
<td>X</td>
<td>It is presented as a financial implication but the content is more of a historical overview of funding regime. It should have been part of funding strategy.</td>
</tr>
<tr>
<td>Spatial planning/Land use</td>
<td></td>
<td>Met the minimum requirements for the preparation of CITP.</td>
</tr>
<tr>
<td>Development corridors</td>
<td></td>
<td>This chapter should have been part of chapter 6, 8 and 9.</td>
</tr>
<tr>
<td>Transport infrastructure plan</td>
<td></td>
<td>Meet the minimum requirements for the preparation of CITP.</td>
</tr>
<tr>
<td>Airports</td>
<td></td>
<td>The minimum requirements are focusing on land based transport. However, this DM opted to incorporate aviation issues that has impact in the DM. This should be supported because it displays real integration.</td>
</tr>
<tr>
<td>Freight transport</td>
<td></td>
<td>Meet the minimum requirements for the preparation of CITP.</td>
</tr>
<tr>
<td>NMT</td>
<td>X</td>
<td>Covered all legislative aspect of NMT within the DM.</td>
</tr>
<tr>
<td>Waterways plan</td>
<td></td>
<td>Certain elements of this chapter should have been highlighted under the public transport chapter. In terms of integration this should be supported because it displays real integration. However at time it may lead to encroachment of functions.</td>
</tr>
<tr>
<td>Transport monitoring and key</td>
<td></td>
<td>It is a good initiative to introduce issues of monitoring in the DITP. Since the DM</td>
</tr>
<tr>
<td>performance indicators</td>
<td></td>
<td></td>
</tr>
<tr>
<td>-------------------------</td>
<td>---------------------------</td>
<td>---------------------------</td>
</tr>
<tr>
<td>Implementation of ITP</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Spatial frameworks</td>
<td>X</td>
<td>Maps were presented with developmental focus for the DM.</td>
</tr>
<tr>
<td>OVERALL ASSESSMENT</td>
<td>X</td>
<td>The DM partial met the minimum requirements.</td>
</tr>
</tbody>
</table>
2.3 SAMPLE SELECTION

Flick (2007), states that the term “sampling” is often associated with selecting the right cases from a known reservoir of cases and that this can be done at one time. This assertion by Flick is confirmed by Guest et al. (2013), who cite that sampling refers to the process of selecting a subset of items from a defined population for inclusion into a study.

Welman and Kruger (2001), illustrate that in qualitative research sampling, the researcher usually sources individuals with whom to conduct unstructured interviews by means of purposive or snowball sampling. They further indicate that preference is often given to key informants who, on account of their position or experience, have more information than regular group members and are better able to articulate this information.

2.3.1 Interview sample selection

Neuman (2000), defines purposive sampling as an acceptable kind of sampling for special situations, which use the judgement of an expert in selecting cases, or it selects cases with a specific purpose in mind. He further defines snowball sampling as a method for identifying and sampling the cases in a network. Purposive or judgemental sampling was therefore used in this study, and questionnaires were distributed to national, provincial and district officials, as well as consulting firms dealing with transport planning. These officials, together with their institutions, were selected based on their role in the transport planning field, as well as their geographic area. A total of 11 questionnaires were forwarded to the following institutions: National Department of Transport (DoT), South African Local Government Association (SALGA), Eastern Cape and Gauteng Provincial Departments of Transport, Siyazi Thula (consultants), Aurecon (consultants), Sedibeng DM and Alfred Nzo DM.

2.3.2 Case study sample selection

Welman and Kruger (2001), define case study as a term that pertains to the fact that a limited number of units of analysis such as an individual, a group or an institution, are studied intensively. In this study two DMs were selected as case studies based on their geographical location. These DMs are the Alfred Nzo and Sedibeng. The Alfred Nzo DM is located in the north-eastern area of the Eastern Cape Province and south of KwaZulu-Natal province. This DM is located in the deep rural areas of the Eastern
Cape Province. Therefore, in this research Alfred Nzo DM is representing most DMs in deep rural areas with the same socio-economic characteristics. The Sedibeng DM is located in the southern part of Gauteng and north of Free State province. This DM is depicted by number 5 under Gauteng province on the map below and it is a semi-urban district. Therefore, in this research Sedibeng DM is representing DMs close to urban conurbations that have significant influence over the districts. Figure 2.1 below is the map of South Africa showing the locations of these DMs.
Figure 2.1: A map of South Africa showing DMs

The per capita income of these DMs is not the same. The Alfred Nzo per capita income in 2013 was around R1217.00 per month (Alfred Nzo DM, 2014) whilst the Sedibeng per capita income was around R2400.00 per month in 2013 (Sedibeng IDP, 2014). The research concentrated only on two DMs as case studies: this cannot be claimed to be a true representation of all DMs in the country.

2.4 DATA COLLECTION AND ANALYSIS

Durrheim and Terre Blanche (1999), argue that data is the basic material with which researchers work: it comes from observation and can take the form of numbers (quantitative data) or language (qualitative data). They further emphasise that it is essential that the researcher has sound data to analyse and interpret. In this research questionnaires were used to obtain data that is relevant to the research objectives and questions. The questionnaire was designed to gather information about the DITPs’ minimum requirements, compliance of the DITP to minimum requirements, the DMs’ capacity, impact of lack of capacity in the selected DMs and the interventions the DoT might consider to better match minimum requirements and capacity at DM level. Email was used to send the questionnaires to the informants and follow-up telephonic interviews were also conducted.

Maree (2007:101), describes content analysis as an inductive and iterative process where a researcher looks for similarities and differences in the text that would corroborate or disconfirm theory. Furthermore, Leedy and Ormrod (2010:144), define content analysis as a detailed and systematic examination of the contents of a particular body of material for the purpose of identifying patterns, themes, or biases. In this research, the content of the DITP documents for Alfred Nzo and Sedibeng DMs was analysed in order to establish their compliance to the minimum requirements as published by the Minister of Transport, as well as their response to the transport needs as dictated by the circumstances within the selected DMs.

Minimum requirements for the preparation of the DITP documents were also scrutinised to provide a descriptive overview of what the DITP minimum requirements entail.

Rosi and Freeman in Shaw (2006), posit that evaluation research is a systematic application of social research procedures in assessing the conceptualisation and design, implementation and utility of social intervention programmes. Evaluation
research was also conducted in order to establish gaps in the DITPs for the selected case studies. Hence, a comparison of the DITP documents from the two selected case studies was conducted and presented in Table 2.1. It should be noted that in Table 2.1 the capacity of these DMs was also factored in.

The data collected was analysed in accordance with the research objectives and questions. In terms of the data collected, themes were induced in line with the research questions in ensuring that the data was well analysed. An analysis of responses to the questionnaire and case studies referred to in this chapter was structured into four evaluation criteria. The first criterion seeks to establish whether the two selected case studies are compliant in terms of the scope of the transport plans as prescribed in the minimum requirements for the preparation of the ITPs. The second criterion interrogated the content of the DITP; the third criterion established whether there is human capacity in the DM responsible for transport, and the last criterion established what organisational capacity is available in the DM with respect to transport.

2.5 RESEARCH LIMITATIONS

The research concentrated on only two DMs as case studies, which are not truly representative of all DMs in the country. Therefore there is a lack of representation in terms of DMs.

Most DMs depend on consultants to develop ITPs and it was therefore difficult to find relevant consultants (stakeholders) to interview. Those who were consulted could not respond to the questionnaire. Furthermore, a wider range of case studies could not be conducted due to lack of resources. Undertaking broad research of informants would mean that informants around the country were interviewed and DITP documents of various DMs were analysed.

The research was based on the ITP content, so the unavailability of updated ITP documents could be regarded as a limitation of the study. Furthermore, the unavailability of international literature relevant to minimum requirements for the preparation of the ITP could also be viewed as a limitation of the study.

The research was conducted on a part-time basis. At times respondents could not respond on time and follow-up calls had to be made to ensure that respondents stayed within time limits.
2.6 SUMMARY AND CONCLUSION

This chapter described the research method used in conducting the research. The use of a mixed method qualitative approach and case studies was considered beneficial, taking into account the research questions and limitations. The adoption of a content analysis approach was also considered beneficial in making a clear comparison between the selected case studies, as well as undertaking a content analysis of the minimum requirements. This ensured that the conclusions drawn from analysing the data collected were strongly grounded. An assessment of the quality of the DITP and the implementation thereof also gave an indication as to whether the capacity employed by the DM was sufficient to fulfil its mandate.
CHAPTER 3  MINIMUM DITP REQUIREMENTS AND CAPACITY IMPLICATIONS

3.1 INTRODUCTION

This chapter begins with a brief background to the minimum requirements for preparation of ITPs, including the relationship between DITPs and IDPs and a descriptive overview of the minimum requirements for the DITPs. The chapter will also look at the human resources and organisational capacity requirements needed for the development and implementation of the DITPs. A summary and conclusion are presented in this chapter.

3.2 MINIMUM REQUIREMENTS FOR THE PREPARATION OF ITPS

The NLTTA No. 22 of 2000, mapped out all the plans to be prepared by national, provincial and local governments. In terms of these plans, municipalities were required to prepare the plans mentioned in Chapter 1: the CPTR, the OLS, the RATplan and the PTP. The minimum requirements for preparation of these plans were also developed by the DoT. However, because some municipalities were not ready and not capacitated to deal with transport functions, new minimum requirements were prepared by the DoT in 2007 to address some of the challenges experienced.

The minimum requirements for the preparation of the ITPs, as published in the Government Gazette No. 30506 (DoT, 2007), reflect the changes made to the NLTTA (2006) and further categorise the ITPs into three types of plans: a Comprehensive Integrated Transport Plan (CITP), a DITP and a LITP. One of the resultant changes in minimum requirements in 2007 was to ensure that the ITPs were streamlined to match the size and capacity of the different municipalities, hence the categorisation of ITPs into three types of plans.

The CITP was to be prepared by large metropolitan municipalities (that is, cities). Other municipalities such as DMs and LMs with sufficient capacity and resources were also allowed to develop this plan. However, the decision by DMs and LMs to prepare a CITP must be approved by the Member of Executive Committee responsible for transport in the province. This is a highly technical transport plan to be prepared by the local sphere of government.

The DITP is to be prepared by the DMs. This plan must be prepared every five years and updated annually in synchronisation with the IDP. The update should focus on action programmes and budget. The DITP summarises the LITPs of the local
municipalities within the district. In cases where the LM has prepared a CITP, the CITP must be incorporated as part of the DITP.

The LITP is to be prepared by local municipalities. This plan must be prepared every five years and updated annually where appropriate. The update focuses on the identification of needs, the annual programme and the budget. Furthermore, it must be submitted to the DM in order to be incorporated in the DITP.

3.3 RELATIONSHIP BETWEEN THE DITP AND IDP

The NLTA provides that land transport planning must be integrated with the land development and land use planning processes. It further provides that the ITPs are developed to give structure to the transport function of the municipalities as mentioned in the Constitution of the Republic of South Africa. It goes on to provide that the ITP must be accommodated in, and form an essential part of, the IDP, and that the ITP must form the transport component of the IDP.

The minimum requirements make provision that the ITP should be a sector plan of the IDP. Furthermore, minimum requirements provide the classification of municipalities into three categories: Type 1, Type 2 and Type 3 Planning Authorities, whereas in terms of the MSA (Act no. 117 of 1998) as amended, municipalities are classified into Category A, Category B and Category C. However, within categories A, B and C, there are different classes of municipality with different responsibilities, as dictated by the conditions on the ground such as capacity and skills. This categorisation and classification differs from the minimum requirements, which provide only three categories and no further classification of municipalities within the category. The challenge with different approaches with regard to categorisation of municipalities is that functions of DMs are not the same; therefore the IDP processes also differ in terms of focus. This may lead to misalignment of the IDP process with ITPs as its sector plan and may also lead to a situation where the DMs will see no need to develop ITPs.

The MSA (Act no. 117 of 1998, as amended) provides that a DM has, inter alia, the following transport functions and powers: municipal roads, which form an integral part of the road transport system for the entire DM and regulation of the passenger transport service and municipal airports serving the entire DM. However, this Act further provides that the MEC for local government in a province may allocate some
of the abovementioned functions and powers to the LM, whereas functions such as integrated development planning for the DM, potable water supply systems, and bulk supply of electricity, waste management and municipal health services are excluded from being allocated to the LM. The MSA further provides that such allocations of functions and powers are subject to capacity availability.

Furthermore, the NLTA also provides the entire range of functions that must be performed in the municipal sphere of government.

In ensuring that the functions and powers provided to municipalities by the two pieces of legislation mentioned above are fully discharged, the ITP process has to be synchronised with the IDP processes.

3.4 DISTRICT INTEGRATED TRANSPORT PLANNING REQUIREMENTS

This study focused only on the minimum requirements for the preparation of DITPs categorised as Type 2, to be prepared by all DMs.

The minister of transport published the minimum requirements (regulations) for the preparation of ITPs in the Government Gazette No. 30506 (DoT, 2007). Minimum requirements prescribe transport matters that DMs must follow when preparing their ITP at the minimum level. However, DMs may plan beyond what is prescribed by the minimum requirements depending on their circumstances. The minimum requirements as gazetted give a high-level overview of what is to be covered when a DM is developing its DITP.

When the DITP meets the minimum content for the preparation of DITPs, then the DoT will regard that DITP as compliant with the minimum requirements. However, in a case where the DITP does not meet the minimum requirements, the DoT can only highlight the areas of non-compliance and make recommendations that the DM must ensure that the non-compliance issues are addressed in the next review. It should be noted that not all ITPs are assessed by the DoT, but only those that have a rail component. This should be submitted for the minister’s consideration because rail is a national competence. Other ITPs can be submitted to the DoT upon request by the DoT or voluntarily submitted by municipalities in order to receive comments about quality and compliance with minimum requirements. Whilst it is mandatory that all ITPs should be submitted to the MEC responsible for transport for approval of its content, should the
MEC not provides comments or approves it within a prescribed time (60 days) after receiving it, the municipality should regard such ITP as approved by the MEC.

In the following subsections a brief descriptive summary of each chapter and its content as provided in the minimum requirements is presented. In order for the DITP to meet the minimum requirements it should respond to all of the information expected to be covered by each chapter as provided below:

3.4.1 Executive summary

The executive summary presents or summarises the status quo, transport trends in the municipality, objectives and proposed interventions, as well as a list of projects. At times the DITP will be voluminous, so the executive summary is often presented to the executives or council in order to give a synopsis of the entire DITP. Notwithstanding the importance of the executive summary in a voluminous document like DITP, minimum requirements should only prescribe technical matters related to transport planning. Hence, the executive summary should not be mandatory. It should be the responsibility of the DM whether or not to include it in the DITP, because its content is covered in the other chapters of the DITP.

3.4.2 Introduction

This minimum requirements chapter indicates responsibility for the preparation of the plan, status of the plan, such as approval by the council and the period over which the plan is to be implemented. The institutional structure responsible for transport in the DM should also be indicated in this chapter. Where there is no structure in place a draft or proposed structure should be included. Ideally this chapter should identify transport challenges and trends before visions and objectives are formulated. The vision and objectives should be crafted so that they seek to address identified challenges.

3.4.3 Transport vision and objectives

This chapter of the minimum requirements stipulates that the vision and objectives for transport in the municipality should be formulated within the framework of the White Paper on National Transport Policy (1996) and any other approved national and provincial policy, as well as local policy and strategies. The municipal transport vision and objectives should talk to the national, provincial and local governments' transport policies and strategies: this will ensure that the municipal transport vision and
objectives are adequately crafted and that they will seek to address broad transport challenges, but within the local context. The municipal transport vision should be in line with the broader municipal vision, which will ensure that there is a link between the transport vision and that of the municipality. Furthermore, objectives should be acceptable, measurable, understandable and achievable. This section will need a great deal of consultation with various stakeholders to ensure that the vision and the objectives are inclusive.

3.4.4 Transport register

Chapter 3 of the minimum requirements for the preparation of the DITP states that the transport register should include the following information:

- a description of the regular daily public transport system;
- a description of other public transport services;
- a description of the institutional and organisational structure of the public transport industry;
- road and traffic information; and
- financial information.

This chapter covers a transport inventory, as well as transport trends in the DM that normally assist in determining future supply and demand. It is this chapter of the DITP that will give indications as to whether there is a need to rationalise certain services within the DM.

The transport register of a municipality could be regarded as the key determinant for future public transport systems. The transport register should be thoroughly prepared because if it is developed based on incorrect assumptions that could lead to inaccurate future projections that might in turn lead to the implementation of an ill-informed transport system. Furthermore, a poorly prepared transport register could cost the municipality billions of rands in terms of implementing future public transport systems based on wrong assumptions and predictions.

3.4.4.1 Qualification and expertise

It should be noted that the transport register is not only about gathering information about public transport routes, roads, traffic information and institutions responsible for the public transport industry, but also about analysing the data collected and its
meaning. Data analysis and collection will need to be undertaken by transport experts. Data collection could be undertaken by junior staff members whilst data analysis might need to be conducted by a senior transport practitioner. In order for the DM to develop a credible transport register which incorporates the CPTR, the services of a skilled data analyst with a knowledge of transport economics and research is required.

3.4.4.2 Implication for the municipality

Proper maintenance of the transport register helps municipalities to plan properly for future transport development. The unavailability of persons with the skills and expertise required for the preparation of a transport register may force the municipality to source the services of a service provider to prepare the transport register. Service providers often prepare plans and leave the municipality. It is then the responsibility of the municipality to decide how to implement the plan and the municipality will need someone to implement the plan. Where there is no one in the municipality to implement the plan, the municipality will be forced to appoint service providers who will tell them how to implement the findings of the transport register at an additional cost. As a result of lack of capacity in the municipality, the transport register is often ignored when preparing the ITP or when deciding on future transport development. Other municipalities decide not to prepare the ITP at all due to lack of skilled personnel.

3.4.5 Operating licence strategy

This chapter of the minimum requirements indicates that the DITP should include a strategy for the issuing of operating licences to public transport operators in the municipality, including the Integrated Public Transport Network Plan. This part of the DITP must provide guidance to the National Public Transport Regulator (NPTR) and Provincial Regulatory Entities (PREs) with regard to disposing of applications for operating licences. The DM will use information contained in this chapter of the DITP when commenting on the operating licence applications made to the abovementioned entities.

Furthermore, this chapter should provide a description and analysis of the results of the CPTR for the area. It is in this part of the DITP that analysis and identification of the location and use of major transport corridors and facilities within the DM is conducted, including the occurrence of public transport services operating in parallel with each other and competing for the same market. This chapter should also define
any planned intervention by the NPTR and PREs in the event of an oversupply of services, including conditions that may be attached to the future issue of operating licences for any routes, especially where there are prospects of oversupply or plans to introduce an integrated public transport network.

3.4.5.1 Qualification and expertise

In order to perform this functional area, knowledge of public transport operations, public transport regulation and stakeholder engagements is required of the responsible employee. This functional area involves understanding the public transport networks within the municipality and its capacity in order to determine whether the network is saturated or not. Public transport operation analysis is the most detailed and flexible application of public transport capacity analysis in the municipality and this enables municipalities to determine current and future capacity. The information is used by operating licence entities to decide on issuing of operating licences. In terms of the NLTA municipalities are expected to supply this information to the regulatory entities before operating licence regulatory entities decide on the operating licences. An official should be assigned to perform this function, inter alia, on a regular basis.

3.4.5.2 Implication for the municipality

In certain cases where municipalities lack capacity in this area, the PREs will proceed with the issuing of operating licences without inputs from the municipalities. This has a negative impact on the municipality in the sense that PREs will issue operating licences without knowing the demand and supply on a specific route and this may lead to route saturation and even taxi violence over lucrative routes. At times taxis can be found parking throughout the municipality because they were given permission to operate without a proper needs assessment that should include availability of rank facilities and holding areas, for example. In cases where the route has full capacity, the municipality may advise the PRE that the route is saturated and recommend an alternative route with less capacity. Lowering the minimum requirements content may not assist the DM to perform this function but will impact the DM negatively. However, providing public transport operation and planning capacity will assist the DM in performing the function.
3.4.6 Rationalisation plan

This chapter of the minimum requirements will only be developed to provide rationalisation and optimisation of bus subsidies in the municipal area where bus contracts and subsidy payments are in place. In ensuring that a RATplan meets minimum requirements, due attention should be paid to the development of previously disadvantaged areas and transport for special categories of passenger. In the development process of the plan current operators should be properly consulted, since the rationalisation process could lead to loss of income for them. The municipality should be mindful that failure to consult with operators may lead to a civil claim or a loss of income claim against the municipality. The area and services under consideration must be clearly described in the rationalisation plan.

Furthermore, the assessment of existing subsidised services should be based on the information extrapolated from the CPTR and the operating licence. It is understood that the assessment should be carried out with regard to the possible impact on other services, modes and infrastructure in the area. This plan should seek to discourage subsidising parallel routes among modes, which will minimise competition between subsidised services. Moreover, the municipality must ensure that when preparing the rationalisation plan, route networks are utilised to meet passenger needs and avoid long travel distances in the area.

3.4.6.1 Qualification and expertise

When developing a rationalisation plan, the ideal employee should possess skills and expertise in public transport operations, scheduling and network configuration, public transport regulation and data analysis and transport planning. This person should be able to collect data related to public transport and analyse the CPTR. Furthermore, skills to the quantification of the frequency of services will enable the municipality to do proper public transport network planning. This knowledge will assist in rationalisation of public transport services in the municipality. This functional area will require the services of a senior official with skills and expertise in the abovementioned fields. The services of a junior official may only be utilised to collect data.

3.4.6.2 Implication for the municipality

The municipality could source the skills and expertise for the development of a RATplan from consultants. In a case where there is enough capacity, the municipality
could utilise the skills and expertise of its own employees to develop this plan. However, the municipality cannot dedicate one individual to be responsible for this functional area only as this might be costly. Such an individual’s duties could include the responsibility for the maintenance and implementation of the OLS, among other functions. It should be noted that where there is no capacity, municipalities tend to abandon their function unintentionally. No one will be aware that the municipality has certain functions in terms of the NLTA and that they could outsource for the skills and expertise of service providers to assist the municipality to perform its functions.

3.4.7 Transport needs assessment

This part of the DITP must, in essence, be a description of the process that was followed to identify the upgrading and maintenance needs of all roads and public transport facilities for which the municipality is responsible. The transport needs assessment should be based on the spatial development framework for the municipality. Moreover, this chapter is supposed to include a list of projects that the community proposed during the public participation process, notwithstanding that the proposed list must be subjected to a prioritisation process. During this process of prioritisation various prioritisation criteria outlined below should be employed. It is during this process that all Local Municipalities (LMs) within the DM must be engaged in order to arrive at an inclusive list of proposals. Prioritisation may require a person who is inclined towards mathematics and economics, together with built environment expertise. Once the budgeting process has been concluded proposals must be presented again to the community through public participation processes in order to inform stakeholders which proposals were considered. Furthermore, this chapter of the DITP should have been introduced immediately after the transport register chapter since it is supposed to influence the strategies to be employed in addressing challenges raised by stakeholders.

3.4.7.1 Qualifications and expertise

The needs assessment will cascade to the project prioritisation process. Project prioritisation has to be managed by skilled officials and team members specialising in the fields of people management and interpersonal skills, who are also technically highly experienced in transport planning. This will help in managing the prioritisation process from the project proposals stage and during the public participation process.
Moreover, project prioritisation involves the process of determining the criteria as mentioned above and scaling projects when important and less important projects are identified. It also involves the process of establishing criteria weight and a matrix for project prioritisation. As a result of the complexity of these processes, no single individual will be able to multi-task; hence a team of officials is needed to ensure that the process produces objective results.

The role of a project manager is to focus on the success of a project and to be accountable should the project fail, therefore, the skills of the project manager and the team members are needed in order to perform effectively (Preece et al. 1996).

Preece et al. (1996), summarised by indicating that the best skills for project managers are technical, legal, administrative and people skills. Therefore the DM will need to have these skills in their transport unit in order to ensure that the project prioritisation process is a success. It is worth noting that technical skills may be broad, but for the purpose of project prioritisation process they could include transport economics skills, town and regional planning skills, traffic engineering and modelling skills.

3.4.7.2 Implication for the municipality

The municipality may source the services of consultants in conducting a needs assessment since this requires a variety of skills which would not be possessed by a single individual. It makes sense that the initial needs assessment could be outsourced. However, where there is capacity, the needs assessment could be conducted by a team of various specialists in the municipality.

3.4.8 Summary of local integrated transport plans

This part of the DITP provides a summary of the transport implementation budgets and programmes over a five-year period as prepared by all LMs in the district. The summary of transport implementation budgets and programmes to be presented in this chapter should only include those proposals that have passed the prioritisation process, considering the availability of budgets. The proposals that have not been considered due to unavailability of funds should remain on the proposal list as provided in the needs assessment chapter.

However, the minimum requirements, together with the technical transport planning guidelines for the preparation of the DITP (DoT 2009), do not prescribe the explicit
project prioritisation process and the criteria that must be followed by the DMs when conducting project prioritisation.

### 3.4.8.1 Qualification and expertise

There is no specific qualification required to perform this task: senior administrators or support staff will be capable for undertaking the work. The person responsible is expected to extrapolate the summary of the transport implementation budgets and programmes over a five-year period as prepared by all LMs within the DM. The prioritisation of these projects should be done by the LM not by the DM. Even though LMs undertake prioritisation where they have capacity to do this, it is still important for the DM to undertake their own prioritisation exercise taking into account the needs of the whole DM with an eye for coordination and cross municipality intervention. Should the DM required to perform this function on behalf of the LMs, skills and expertise highlighted in section 3.4.9.1 will be relevant.

### 3.4.8.2 Implication for the municipality

The only instances where the DM will be required to intervene is if the LMs fail to formulate transport implementation budgets and programmes for themselves. The DM will be expected to assist the LMs to formulate such lists.

### 3.4.9 Funding strategy and summary of proposals and programmes

This part of the DITP is where different strategies and projects, as developed in the previous chapters of the DITP, must be listed and subjected to a process of prioritisation.

Project prioritisation has to be regarded as one of the key elements of the DITP, since the DITP is implemented through its projects. Prioritisation has to be carried out on many levels, from public participation to the technical level in the boardrooms where final decisions are made about project priority. Failure by project managers to conduct proper prioritisation during the DITP preparation processes may jeopardise the chances of projects listed in the DITP to be accepted onto the IDP priority list. The IDP prioritisation process may not necessarily follow the same process or use the same criteria as the DITP so thorough project prioritisation during the DITP processes is essential.
It is not possible to implement all projects proposed at once or without some form of scrutiny from the management team. A rational and systematic approach to prioritisation coupled with skilled officials has therefore to be put in place to ensure that minimum requirements are met when developing the DITP, as well as to ensure that municipal resources are well managed.

Furthermore, this section of the minimum requirements is supposed to identify some prioritisation criteria to be used during the prioritisation process. These criteria may include social criteria that focus on the impact of the project to society in general and public support for or opposition to the project: should the proposed project(s) not garner enough support from the public that should be an indication that the project will not be prioritised; institutional criteria that focus on the already existing legal framework needed for the implementation of the project; environmental criteria that focus on the environmental benefits and the impact on society; economic criteria are generally more about the affordability and wider economic benefits of the project; and accession criteria that focus on the directives from politicians about the project to be implemented for political reasons or because of regional/international agreements.

These criteria should be given weights based on their impact on service delivery, promotion of integration and catalytic nature. For example economic and social criteria should weigh more because their impact could boost investment that could lead to an improvement of standard of living.

However, it is very important for the municipality to develop financing proposals from the very beginning because availability of the budget plays a crucial role in determining which project is to be implemented. In addition, the capacity to implement such a project must be taken into account, for example, if the municipality does not have capacity that should be factored in when determining the budget for the project. It should be indicated whether the municipality will employ its own resources or borrow from external sources.

This includes new infrastructure, as well as maintenance of existing facilities. A funding strategy should be developed to ensure that projects listed in the DITP are funded in order to be implemented. In the funding strategy the DM should also be able to identify sources of funding available for the municipality as mentioned above. In cases where the DM has to apply for external funding or additional funding from the fiscus, it should
present a clear funding strategy. Therefore, a decisive leadership is of paramount importance at this level.

### 3.4.9.1 Qualification and expertise

Skills in financial management and transport economics, coupled with project management, would be useful for the person tasked to perform this function. This function could be performed well by a committee of officials and politicians where concepts about various projects are submitted to the committee for consideration based on the criteria determined by the municipality, taking into consideration the criteria mentioned above. Once the committee is satisfied with the projects, a pre-feasibility study should be conducted for those projects before final approval. At this stage tentative sources of funding could be outlined to the committee. Therefore, a mixed bag of skills and a decisive leadership structure is of paramount importance at this level.

### 3.4.9.2 Implication for the municipality

In cases where the municipality lacks capacity in this area, projects are decided based on community needs and political mandates, without considering other elements, such as a budget. Hence other projects fail to be implemented due to unavailability of finance. Capacity in this area will help politicians and the community to make an informed decision before a project is approved. This may limit projects that are implemented based on sentiments rather than the impacts the project will have on society. Failure to appoint officials with the required skills and to adopt clear criteria for project selection and prioritisation, will result in DMs continuing to waste resources on unnecessary projects.

### 3.5 HUMAN RESOURCES AND ORGANISATIONAL CAPACITY REQUIREMENTS

This section explores the human resource and organisational capacity requirements needed for the development and implementation of the DITPs in DMs.

#### 3.5.1 Human resource requirements

The 20 Year Review (DPME, 2004), indicates that significant areas of local government are under-staffed and under-skilled. This has led, in many instances, to lack of delivery of their mandates. This lack of capacity at local government needs urgent attention from all stakeholders. Furthermore, it should be noted that there is no
legislation or guidelines that specify human resources and organisational capacity with regard to the transport function.

In their study for a community-university partnership model for public education systems to promote capacity building for evidence-based reasoning and competence building, Spoth et al. (2004:32), indicated that “human resources include time, knowledge, and skills directed toward intervention objectives and the provision of skilful technical assistance”. However, the human resources referred to in this research include individuals or a workforce within the transport sector at local government level responsible for performing the tasks given to it through legislation for the purpose of achieving the goals and objectives of the municipality.

In cases where human resources are lacking, it becomes difficult for the municipality to achieve its aim. This supports the assertion made by Grobler (2003), who indicated that the growth of an organisation is closely related to the development of its human resources: when employees fail to grow and develop in their work, a stagnant organisation will probably be the result.

The White Paper on National Transport Policy (DoT, 1996), provides that the human resource needs of the transport sector are multidisciplinary in nature. It further stated that neither the public nor private sector possess the people, skills or technological knowledge to fully implement the policy framework, manage the system envisaged and achieve the vision for transport. This vision is to provide safe, reliable, effective, efficient and fully integrated transport operations and infrastructure to best meet the needs of freight and passenger customers.

Kumar and Agarwal (2013), stated that to ensure that municipalities have the necessary capacity, the following should be considered:

- training and skills enhancement of existing staff by providing tailor-made training programmes;
- creating systems and facilities to keep the knowledge base up-to-date;
- launching appropriately designed master’s degree-level programmes to create a pool of potential staff (this programme should target the municipal level of government); and
• providing competitive salaries to entice experienced people who are employed by the private sector, or from national or provincial government, to join municipalities.

In order to meaningfully achieve the abovementioned vision for transport and the aims of transport, the following cross-cutting transport functional areas may be identified:

• transport planning;
• transport infrastructure provisioning;
• public transport management;
• management of the land transport fund (if any);
• co-ordinating transport policies and programmes;
• regulating public transport operations; and
• policy and strategy development.

The intention of these functional areas is to provide a seamless basic transport service to society. These functional areas are based on the transport functions directed to municipalities by the South African Constitution, the MSA and the NLTA, among others.

The transport-planning functional area involves developing contextually driven solutions, using an integrated and coordinated approach across departments to align transport and land use projects. This functional area requires skills in the spatial planning, transport economics, research and project management, among others.

The transport infrastructure provisioning functional area involves the management of the provisioning of infrastructure. This includes managing the contracting process by ensuring that service providers adhere to the rules, regulations and standards that govern the infrastructure provisioning across the spheres of government. Skills in law, built environment, maintenance, project management, economics, building materials and contract management are required.

The public transport management functional area includes the management of the public transport subsidy, the operation of public transport services in the area and the maintenance of the public transport infrastructure, as well as the regulation of public transport. In order to deliver under this functional area, skills in economics, law, operations management, research, built environment and research are required.
The coordination of transport policies and the programme functional area involves coordination between different levels of municipalities and interaction with various stakeholders in the transport industry. It also includes public participation, which is about engaging with society. This functional area requires good communication and listening skills. Therefore, analytical skills, negotiation skills, technical support and facilitation skills are required to perform under this functional area.

The policy and strategy development functional area is interactive in nature because it involves interaction with various stakeholders, of which some are technically inclined in the field of policymaking. It also involves interpretation of the law and complex data into a meaningful and understandable end product. Research skills, analytical skills, statistical and forecasting skills, law and transport economics skills are relevant in this functional area.

The skills mentioned above could be grouped into three or four qualifications, including transport economics, town planning, transport management and law and civil engineering. The content of these qualifications incorporates modules in project management, finance and statistics, research, operations, contract drafting and communication.

The functional areas need to be allocated through work specialisation so that common tasks can be coordinated.

The functional areas and skills mentioned above require highly specialised individuals in transport related studies. In order to develop the DITP or manage the process of developing and implementing the DITP, it is necessary to form a team of five individuals specialising in one of the abovementioned fields. This team could include a director (an expert in the transport field), two subordinates (with the same qualifications as the supervisor but fewer years of experience in the transport sector compared to the supervisor) and two administrative professionals with knowledge of the transport sector. This team should be supported by LM transport coordinators.

The training and qualifications needed for transport should comply with the National Qualification Framework. The involvement of the Transport Education Training Authority (TETA) is necessary to ensure that transport qualifications are promoted as envisaged in the White Paper on National Transport Policy (1996).
Haasbroek et al. (2004), define the National Qualification Framework (NQF) as a framework whereby standards and qualifications, agreed to by education and training stakeholders throughout the country, are registered. They further indicated that registered unit standards and qualifications are structured in such a manner that on successful completion of accredited prerequisites, learners are able to move between components of the delivery system.

There are elements that should be considered when determining unit standards and qualifications for transport studies which might discourage institutions of higher learning from providing tailor-made transport qualifications. These elements include the demand for the qualification in the job market and the costs to be incurred by institutions of higher learning when providing such qualifications.

As a result, institutions of higher learning offer transport-related qualifications at postgraduate level, which could be difficult sometimes for existing municipal staff to gain access to because of the requirements for postgraduate entry. The graduates produced by these universities are usually employed by consulting firms and not by government, because of the competitive salaries that private firms offer.

Furthermore, the institutions of higher learning do offer transport-planning related qualifications at NQF Levels 3 and 5, but these are sometimes too low compared to the NQF level required for entry into the public service. For example in terms of the minimum entry requirements for the position of a Director in the public sector, is an undergraduate qualification (NQF level 7) as recognised by South African Qualifications Authority (SAQA), coupled with 5 years of experience at a middle managerial level. Therefore, courses provided at a low levels may not appeatise applicants, because they might not contribute meaningfully in their career growth in terms of promotion.

Christensen et al. (2007), indicated that the hierarchy in a bureaucratic organisation is often tied to a career system, where members endeavour to rise to higher positions and are promoted on the basis of qualifications, merit and performance. However, where there are no prospects of moving to the next level due to a saturated organisational structure, officials may either leave the organisation to look for work where the career prospects are better, or they may not improve their qualifications.
Furthermore, it might be difficult to provide training to existing staff where there are no prospects of being promoted as a result of saturated organisational structure. This may also have a negative effect, because in small municipalities where transport related skills are lacking, officials with transport expertise may feel redundant unless they are employed by metropolitan municipalities. Employees appreciate attending training that might contribute to hierarchical growth in the organisation.

The other contributing factor to the lack of capacity in local government as indicated in the 20 Year Review (DPME, 2004) is the negative public perception of working in local government, as well as the geographic location of certain municipalities such as Alfred Nzo for instance, have contributed a lot to skills shortages at local municipalities.

The challenges of a lack of human resources in the transport sector were raised as far back as 1996. The question is why is the progress so slow in terms of capacity building, but very fast with regard to policy development? National and provincial government should take responsibility for ensuring that, capacity development matches with policy development. It could be argued that it is the responsibility of municipalities to appoint qualified officials to perform transport functions in their areas. However, municipalities could then argue that when the national sphere of government develops legislation, it must also provide capacity and resources for implementation of such legislation or policy.

The National Land Transport Strategic Framework (DoT, 2006), recommends that capacity to develop and implement coordinated IDPs and transport plans should be strengthened. In terms of this provision various departments were expected to cooperate with respect to capacity building by strengthening the system of planning and implementing management support service centres. The National Land Transport Strategic Framework went on to recommend that capacity building will be implemented and tools will be provided for rural transport planning, implementation and auditing. However, the 2017 National Land Transport Strategic Framework (NLTSF) could not emphasise the importance of capacity building as the previous NLTSF, except to indicate that the Department of Transport and its public entities are responsible for capacity building in all functional areas, amongst other things (DoT, 2017).

In response to the provisions made in the 2006 National Land Transport Strategic Framework and other strategic documents, the DoT have since placed interns at the
municipal level of government with the intention of providing capacity. However, a large number of these interns are then employed by national, provincial government and the private sector when they complete the internship programme as indicated in section 1.1.2 above.

### 3.5.2 Organisational capacity requirements

Basson *et al.* (2003), define organisational structure as a structure that defines how job tasks are formally divided, grouped and coordinated. They further illustrate that organisational structure is a means to help management achieve its objectives, since objectives are derived from the organisation’s overall strategy. Furthermore, they state that it is only logical that strategy and structure should be linked. The underlying principle in this assertion is that structure is informed by the tasks to be performed. Therefore, it is of no value to create an extensive structure without clear functions or functional areas.

Noe *et al.* (2012), concur with Basson *et al.* (2003), when defining the organisation structure as the structure that provides a cross-sectional overview of the static relationships between individuals and units that create the outputs. The organisational structure should be supported by skilled individuals in order to achieve the organisation’s aims: a lack of skilled individuals will render this definition of the organisational structure invalid.

The assertions by the above authors are confirmed by Ivanko’s (2013) view, which states that organisational structure is a means to achieve the organisation’s aims. He further indicated that organisational structure deals with questions like who should be responsible to whom, how to make decisions and how to finish a task. Organisational structure therefore indicates the organisation’s division of labour and the integration and coordination of certain tasks.

Municipalities are expected to establish and organise their administration in a manner that enables the municipality to be responsive to the needs of the community. The administration should perform its functions through operationally effective and appropriate administrative units and mechanisms, including departments and other functional or business units. Clear responsibilities should be assigned to management and these administrative units and mechanisms should be carefully coordinated.
In 2009, the NLTA prescribed the new transport functions that municipalities should perform and the functions that should be assigned to municipalities. As a result of these changes, one would expect some changes in the organisational structure and human capacity to ensure that the NLTA is being implemented. However, the failure to adjust organisational structure in response to the provisions of the NLTA could support the issue raised by Christensen et al. (2007) that public organisations do not, in any simple and unproblematic way, change and adjust according to shifting demands from their environment, or in response to changes in political leadership. In some cases where there are no changes in the organisational structure as a result of new functions, functions are unfunded and misaligned due to a lack of proper organisational structure and human resources to perform such functions.

Changes in the policy or legislation of an organisation call for a re-design of the organisation model. The intensiveness and extensiveness of these changes depends on the altered conditions of the organisation (Ivanko, 2013). The municipality should determine the gap between current and future changes and establish whether there will be a need to change or adjust its organisational structure. At times there may be no need to change the structure due to changes in the policy or legislation, but there might be a need in the number of human resources deployed in the current structure. Moreover, there might be a predicament where there is no structure in place, but policymakers constantly assign or prescribe new functions to be discharged by municipalities.

Various municipalities are struggling with organisational arrangements, especially in the areas of roads and transport. Many municipalities maintained the status quo without exploring alternatives regarding the organisational arrangements that might help the municipality to be efficient in service delivery. This view supports Christensen et al. (2007), who state that decision makers have a limited amount of time, attention and analytical capacity for the tasks and problems they face. Their attitudes and actions are constrained by the organisational structure they are placed in and by external factors and the environment they are linked to. He further indicated that decision makers have neither the possibility nor the capacity to review all the goals, all the alternatives or all the potential consequences of the various alternatives. Hence they face problems of human resources, funding and leadership.
There are models of organisational design which could be used when developing an organisational structure. However, for the purpose of this research, the focus is on a functional model. A functional model is organised based on functions. When this model is implemented, in-depth skills in a particular function are developed. It also promotes functional innovation and enables each department to understand their core responsibilities. However, functions could work at counter purposes if they have different priorities and measures. A functional model could also focus on functions rather than an overall organisational mandate (DPSA, 2007). This might be the case where transport-planning functional areas are clustered with other functional areas that are not purely transport-orientated but have some overlaps in terms of transport fields.

When determining which organisational structure the municipality should design, it is of paramount importance to determine the span of control that the unit needs. Span of control refers to the number of employees that a supervisor can supervise. Given the fact that some organisations have a higher degree of functional specialisation, the need for ongoing operational supervision and a wider span of control is lower (DPSA, 2007).

A transport unit or department in a DM should at least consist of the least span of control. This unit may consist of two layers of supervision, one at the level of director and the other at the level of manager. The director will be responsible for transport infrastructure and transport planning for the whole DM. Whilst there will be one manager responsible for transport planning, which includes transport planning coordination and public transport amongst others. Another manager will be responsible for transport infrastructure planning and provision, which include roads and stormwater amongst others. Managers should be supported by two technicians and administrative support with knowledge of the transport sector. Figure 3.1 below illustrates an example of an organogram that may be used by the transport unit or department in a DM.
3.6 SUMMARY AND CONCLUSION

The minimum requirements presented in this research were prepared to address challenges experienced by municipalities with regard to transport planning, such as the lack of a framework to guide the municipality to develop ITPs.

The changes reflected in the minimum requirements categorise municipalities into three types of planning authority, and consolidate transport plans (CPTR, OLS, RATplan and PTP) into a single ITP. This categorisation differs from the way the MSA categorises municipalities since this prescribes different classes of municipalities within the category of municipality. It appears that there is a need to marry the different classifications of municipalities provided in the NLTA minimum requirements and the MSA into similar categories to ensure that functions and powers assigned to different classes of municipalities are fully discharged. This would lead to proper synchronisation of the ITP with the IDP.

The DITP content should not be limited to minimum requirements but should be more realistic as it is determined by the environment and the challenges the DM seeks to address.
The NLTA emphasised the importance of integrating transport planning with the land development and land use planning processes. This will ensure that transport projects and programmes are included in the IDPs. It is further noted that the minimum requirements make provision that the ITP has to be incorporated in the IDP as a sector plan.

Some sections of the minimum requirements seem not to be mandatory; for example, the executive summary is not supposed to be mandatory and the municipality should decide whether or not to include it in their DITP.

The literature presented in this research indicates that human resources play a critical role in delivering on the objectives of the municipality. However, since human resource needs for transport are scarce, it is difficult for municipalities to deliver on their transport mandate. The review further highlighted transport functional areas that a DM has to discharge, as well as the skills that are needed in order for the DM to deliver on its transport mandate. The minimum human resource and organisational capacity that are needed by the DM in order to perform the functional areas highlighted were also identified. One could argue that without capacity the DM cannot deliver on its mandate, even if the minimum contents of the DITP could be lowered. Lowering the minimum requirements for the preparation of the DITP would not solve the capacity challenge.

It is also noted that TETA needs to take the leading role to ensure that transport qualifications are promoted as envisaged in the White Paper on National Transport Policy of 1996.

The literature deduces that the aims of the organisation inform the functional area and skills required in an organisation. It could be further stated that functional areas and skills required inform the structure of an organisation. Furthermore, the organisation should consider some elements before an organisational structure is designed, including the skills required for the organisation to succeed, organisational structure that will support its objectives and clear roles and accountabilities for decisions.
CHAPTER 4 QUALITATIVE SURVEY FINDINGS

4.1 INTRODUCTION

In this section a summary of responses to the questionnaire referred to in Chapter 2 is presented. The questionnaire was designed to ensure that the study objectives and research questions were responded to. The questionnaire consisted of 22 questions that were categorised into four themes, including: understanding of the minimum requirements, the quality of ITPs for the selected case studies of the Alfred Nzo and Sedibeng DMs, human resource and organisational capacity requirements, and possible mitigation interventions.

The questionnaire was divided into three parts: Questions 1 to 6 were designed for national, provincial and SALGA officials, Questions 7 to 16 were designed for DM and SALGA officials and Questions 17 to 22 were designed for consultants, SALGA and other experts in the transport industry responsible for transport planning. (See Appendix 1). The questionnaire was circulated to a total of 11 respondents; of which only two did not respond, although efforts were made to ensure that they did respond to the questionnaire. The summary of results from informants is as follows:

4.2 MINIMUM REQUIREMENTS

Questions 1, 7, 16, 17 and 18 of the questionnaire were asked with regard to the ITP minimum requirements. These questions were directed to all respondents as mentioned above.

Respondents from the national and provincial government and SALGA indicated that minimum requirements give a high-level overview of what is to be covered when a municipality is developing an ITP. Furthermore, they indicated that minimum requirements are aimed at ensuring that the ITPs address relevant and pertinent issues as intended in the NLTA, transport strategies and other policies. They further indicated that “DITPs seem to be developed for compliance purposes. There is very limited linkage between what is planned and implemented on the ground”. Most respondents agree that minimum requirements are used to ensure compliance with the provisions of the NLTA and other strategic documents from all spheres of government. These sentiments were also shared by the respondents from the selected DMs. However, these sentiments could not absolve the DMs from performing their transport functions. Furthermore, the indication that DMs are using minimum
requirements to ensure compliance with the NLTA, not necessarily to address relevant and pertinent transport issues as it is required is evident in one of the case studies presented in chapter 5 and 6 of this research.

4.3 HUMAN RESOURCE AND ORGANISATIONAL CAPACITY

Questions 2, 3, 12, 13, 14, 15, 19 and 20 of the questionnaire related to human resources and organisational capacity in the DMs. These questions were directed to all respondents.

The respondents from national and provincial government, SALGA and consultants indicated that “it would be very difficult to prescribe the number of personnel to be employed in a particular municipality to prepare and implement the DITP as every municipality differs in complexity. However, the education qualification for developing and monitoring implementation of such a plan should include transport planners/traffic engineers, transport economists, civil engineers and land use planners. The experience that these professionals need would have to vary depending on the role they would play in the development of the DITP. For example, a transport register can be compiled by junior staff as opposed to a traffic needs assessment, which should be prepared by a senior member of the team”. The DMs respondents concurred with the above assertion, however they further indicated that “the best option will be to provide a focused training programme at very basic level for personnel dealing with the preparation of the DITPs. This will specifically address the knowledge and understanding required for the preparation of DITPs, instead of outsourcing the services to consultants, which is a common practice in government”. It could be argued that this option is most relevant in the case whereby the DMs have employed personnel without the above mentioned qualifications and experience, whereas new entrants should be subjected to these qualifications and experience. A mixture of the above qualifications and experience has a significant role in the quality of DITP produced. This is evident in the quality of one of the DITPs in case studies presented in chapter 5 and 6 of this research.

Respondents from the selected DMs and SALGA indicated that municipalities lack transport related human capacity and that this is more prevalent in the district municipalities as opposed to metropolitan municipalities. They further indicated that at times provincial government had to appoint service providers to assist in the
development of DITPs. This view was supported by a provincial respondent who indicated that “In my opinion, municipalities lack capacity and the province had to appoint service providers to assist in preparing their ITPs”. This statement could support the argument that provincial government should deploy one or two personnel that will be responsible for capacitation of DMs officials, management of consultants and implementation of the DITPs. However, such arrangement should be carefully managed by the MEC responsible for transport and MEC responsible for Cooperative Governance and Traditional Affairs (CoGTA).

It was further reported by the provincial and SALGA respondents that “In some DMs traffic officers with very limited understanding of transport planning are responsible for the transport planning function”. This statement supports the assertion made earlier which indicated that a focused training programme at a very basic level for personnel dealing with the preparation of the DITPs is needed to address the existing knowledge gap and experience required for the preparation of DITPs. This training could assist these traffic officers with basic knowledge of transport planning. This could be extended to other officials who require transport planning training and knowledge at a very basic level.

They further emphasised that “the lack of capacity is attributed to the fact that the majority of district municipality organisational structures have road construction and maintenance under the Technical Services Directorate and no transportation divisions which could be tasked with developing and implementing DITPs”.

Furthermore, they indicated that in some cases transport functions are clustered with other functions such as transport, infrastructure (roads, storm water, water and sanitation) and environment. In cases where transport functions are clustered with other functions, the other functions are prioritised.

The respondent from the DM in the Eastern Cape Province confirmed that there is one official responsible for public transport in the DM. This respondent is the one who is responsible for the management of the development of the DITP.

The respondents from the DM in Gauteng Province confirmed that there are four permanent officials who are responsible for public transport planning but a need for more capacity was indicated. This number excluded officials seconded from other departments in the DM.
4.4 QUALITY OF ITP PRODUCED CASE STUDIES

Questions 4, 5, 8, 9, 10, 11, 12, and 13 in the questionnaire related to the quality of the ITP produced; these questions were further probed with all respondents mentioned above.

The respondent from the provincial government indicated that “the DITPs generally meet the minimum requirements. However, analysis has shown that they often contain assumptions that are difficult to verify due to lack of supporting evidence. For example, some municipalities do not have a CPTR, which makes one question the degree of accuracy of the public transport planning as presented in DITPs”. The other respondent responded as follows “I have not seen too many DITPs but those that I have are not very good. From what I see they are largely wish-lists of transport projects. None provide adequate information about the supply of public transport and information about transport and the demand is even weaker”. It could be deduced from the responses from both respondents that DITPs lack credibility because data elements could not be verifiable. This could be associated with lack of capacity from the DMs to conduct a thorough data collection and analysis. Most respondents felt that the quality of ITPs produced could only be viewed as satisfactory when assessed based on minimum requirements.

Therefore, lack of human resource capacity has detrimental effects on the quality of ITPs produced, even if the ITPs are developed by consultants, since consultants need someone from the municipality who is knowledgeable to guide them in terms of process and the future direction of the municipality.

4.5 CHALLENGES IN PREPARATION AND IMPLEMENTATION OF THE ITP

Questions 9 and 21 of the questionnaire were probed in connection with challenges encountered when preparing and implementing the ITP. DM respondents, SALGA and other expects in the transport sector were asked these questions.

The respondents from the selected DMs deduced that “even though funding and institutional capacity might be a challenge in preparing and implementation of ITPs, the lack of skilled personnel imposed the greatest challenge”. They qualified this statement by indicating that there are very few tertiary institutions in South Africa that offer transport-planning related qualifications at a lower level. The few graduates that
have been produced by the few universities are usually employed by consulting firms and not by government due to competitive salaries that private firms offers.

Respondents from SALGA and other experts concur with the DM respondents that the lack of skilled personnel is the main challenge in the preparation and implementation of the ITP. They further indicated that this has led to a situation whereby ITPs are being developed for compliance purposes and not to address the status and challenges of transport in the municipality.

4.6 POSSIBLE MITIGATION INTERVENTIONS

Questions 6 and 22 were probed in order to find possible interventions to challenges raised by respondents. These questions were probed with all respondents mentioned above.

The respondents from the national and provincial government and SALGA indicated that in order to match capacity with minimum requirements, “there is a need to rethink the minimum requirements for the preparation of the DITP, as well as the role and functions of the provinces, districts and LMs in relation to transport”. This view is in line with the NDP diagnostic overview (2010:24), which states that attention needs to be given to redefining the powers and functions of local government in the areas of public transport, land use planning and economic development, among others.

The respondents from the DMs stated that there is a need to design incentives to attract qualified personnel to the DMs. This might include providing competitive salary packages and better working environments designed to attract the necessary skills.

A respondent from SALGA indicated that municipalities must be capacitated by the national and provincial governments in order to prepare DITPs in line with the minimum requirements. Personnel can either be deployed directly to the municipalities or the national and provincial governments may deploy personnel in the DMs to assist DMs and their LMs.

4.7 SUMMARY AND CONCLUSION

From the qualitative survey, it could be deduced that respondents are aware that municipalities must comply with minimum requirements when preparing their ITP. One could also summarise that all respondents generally concluded that minimum
requirements serve as a benchmark wherein at least all required details of the ITP are presented.

It is clear that there are challenges in finding suitable personnel in municipalities to deliver on the minimum requirements. As a result the ITPs are prepared by consultants on behalf of municipalities. This places municipalities in a compromised position because they cannot meaningfully contribute and critique the quality of the ITPs produced by consultants, because they lack transport related human resources.

It was also highlighted in the survey that the national and provincial government should play its role in ensuring that DMs are capacitated. The role and functions of DMs were challenged in relation to transport functions and a need for rethinking roles and functions between three spheres of government was also highlighted as one of the solutions to address the challenges experienced at DM level.
CHAPTER 5  CASE STUDY FINDINGS: ALFRED NZO DISTRICT MUNICIPALITY

5.1  INTRODUCTION

This chapter is divided into four sections: the first section presents the background of the Alfred Nzo DM and a map. The second section provides an overview of the Alfred Nzo DITP in order to establish whether the DITP meets the minimum requirements. This section will also discuss further the comments made in table 2.1. The third section seeks to establish what human resource and organisational capacity is available to the DM in order to fulfil the transport function mandate as provided in the South African Constitution. The fourth section is a summary and conclusion.

5.2  ALFRED NZO DISTRICT MUNICIPALITY

Alfred Nzo District Municipality is located in the north-eastern area of the Eastern Cape Province and stretches from the Drakensberg Mountains, bordering Lesotho in the North, Sisonke District Municipality in the East and the OR Tambo District Municipality in the South. In preparation for the 2011 local government elections, the Demarcation Board in terms of the Demarcation Act of 2008 (as amended), declared changes in some municipalities (inter-boundaries) whereby certain LMs were to be moved from some DMs to others. There were also amendments to some municipal ward boundaries. As a result of these changes, two LMs from the OR Tambo District Municipality (Mbizana and Ntabankulu) were incorporated into the Alfred Nzo District Municipality. Figure 5.1 below is the map of Alfred Nzo DM.

The Alfred Nzo District now has a total population of 900 491 (as a result of the changes), which accounts for 14% of the provincial population. The geographical area has increased from 6 858 km² to 11 119 km². Figure 5.2 below is the map of the Eastern Cape in relation to the Alfred Nzo. This map depicts all Eastern Cape DMs.
Figure 5.1 Map of Alfred Nzo District Municipality

Source: http://www.andm.gov.za/About_Us/Publishingimages/adnm%20map%20August%202012.jpg

Figure 5.2: Map of the Eastern Cape District Municipalities

Source: https://en.wikipedia.org/wiki/list_of_municipalities_in_the_Eastern_Cape
5.3 THE MINIMUM REQUIREMENTS CONTENT OF THE ALFRED NZO DITP

The purpose of this section is to provide a descriptive overview of the components included in the Alfred Nzo District Integrated Plan, as well as the human resource and organisational capacity available to the DM to develop and implement the ITP. Furthermore, this section establishes whether the DITP meets the minimum requirements as prescribed in the Government Gazette by the Minister of Transport. This section is divided into various parts, including the contents of the Alfred Nzo DITP and the human resource and organisational capacity in the Alfred Nzo DM in relation to transport functions. The Alfred Nzo DITP could not be found on the DM’s website but it could be downloaded from the internet under the following address: www.workspace.unpan.org>unpan 95166. The chapters and brief contents of the Alfred Nzo DITP are presented as follows:

5.3.1 Executive summary

The executive summary was presented as prescribed in the minimum requirements. In essence, the executive summary should be a summary of the whole DITP document to be read by the executive council and other officials who might not have time to read the entire document. Furthermore, the executive summary should not present information that was not covered in the main document. However, in the Alfred Nzo DITP, the executive summary contained some errors, such as references to incorrect legislation and quoting outdated minimum requirements from 2002 that were repealed in 2007.

5.3.2 Introduction

The introduction chapter of the Alfred Nzo DITP provides background, methodology, purpose of the DITP, scope of the DITP, area under consideration, nature of service under investigation and the authority responsible for the preparation of the DITP as well as duration of the DITP. It is recorded that the DITP was prepared for the period 2010 to 2015 by Siyazi Thula consultants.

This chapter states that the background contains the rationale for the preparation of the DITP, consisting of the following broad steps:

1) liaison and consultation with stakeholders;
2) data collection and description of the status quo;
3) analysis of the data and description of the needs for transport;
4) development of strategies to address the needs; and
5) generation of projects and funding requirements.

However, there was no clear rationale in the document for the preparation of the DITP as cited above, except mentioning passenger transport forums and operating licence board interventions in terms of the interactions that they should have with operators.

The purpose of the District Integrated Transport Plan (DTIP) was stated in the legislative mandate for the preparation of the DITP. The area under consideration covers the entire area of jurisdiction of the Alfred Nzo DM. It is noted in the DITP that none of the local authorities within the Alfred Nzo DM has prepared an ITP. It was also stated that the services under investigation are bus and taxi operations, although there are also bakkie, pedestrian and non-motorised transport services. It was further noted that the Alfred Nzo DM is responsible for the preparation of a DITP for its entire area and local authorities take part in the planning process through a Passenger Transport Forum. In terms of coordination structures there are two local transport forums in the DM, one in the Matatiele Local Municipality and the other in the Umzimvubu Local Municipality. The Eastern Cape DoT is the financier as well as the provincial co-ordinator of the ITP preparation process and its representatives also attend the District and Local Passenger Transport Forums. This chapter of the DITP did not indicate the institutional structure responsible for the development of the DITP and its human resource capacity.

5.3.3 Public transport vision, mission and objectives

It is reported in this section of the DITP that the public transport vision, mission and objectives were formulated in the prescript of the White Paper on National Transport Policy, as well as any other approved national and provincial policies and local policies and strategies. However, it was not clear what the DM's public transport consisted of and what the link was between the DM vision and that of public transport.

5.3.4 Transport register

This chapter explained the process followed during the CPTR data collection. It is also reported that the description and analysis of the results of the CPTR were conducted with specific attention given to the following demand and supply determination elements:
• facilities such as taxi, bus and bakkie ranks;
• capacity utilisation of facilities such as taxi, bus and bakkie routes; and
• route utilisation and other demand and supply determination elements, such as waiting time, operational vehicles and trip purpose.

However, the quality of this could not be confirmed because no actual CPTR could be found, except to explain the method followed to calculate data. This chapter should have been the core of the DITP, in that it is supposed to paint a clear picture of public transport utilisation, transport infrastructure, route utilisation and modal share, for example.

5.3.5 Spatial framework

In this chapter maps are presented that highlight development focus areas such as improved service provision, improved internal and external linkages, agricultural development, tourism development, environmental management and nodal development and identification of major land use elements and their structured growth. The minimum requirement made no mention of the standalone chapter on the spatial framework; however, it is pivotal for the DM to extrapolate transport-related issues from the DM spatial framework and present them in the DITP.

5.3.6 Operating licence strategy

This chapter identified preferred modes by people in the Alfred Nzo DM, as well as the main nodes preferred for commercial activities. It is reported under this section that capacity utilisation per route and at ranks was also used as the determining factor in operating licence applications. Moreover, it was stated that this chapter provided calculations to determine the allowable number of operating licences per route and procedures to be used when disposing of operating licence applications. It should be noted that this chapter should be based primarily on the CPTR and if the data in the CPTR is of poor quality, then this chapter will be of no value (DoT, 2007). Furthermore, consultation with various stakeholders as mentioned in the minimum requirements is not clear, particularly with regard to the general public.

5.3.7 Rationalisation plan

This chapter indicates that there are currently no subsidised scheduled bus services in the DM and therefore a rationalisation plan should have not been formulated.
However, it was indicated that the provincial DoT is currently assisting the informal bus operators to formalise their operations by establishing a bus entity. This chapter should have been omitted, given the fact that minimum requirements provide that the plan will only be required from those DMs with subsidised bus contracts operating in their areas. It is not clear in the DITP whether the informal bus operators will be subsidised once formalised. If this is the case, this part of the DITP could be more relevant and this should have been indicated in the content.

5.3.8 Transport needs assessment

In this chapter, the needs of the people are best summarised by a synopsis of the problems identified by a sample of respondents during interviews on their experiences with public transport in the district. It is reported that the respondents raised concerns about the lack of the following services in the Alfred Nzo DM:

- the accessibility of public transport;
- measures to promote public transport;
- the needs of learners and people with disabilities;
- non-motorised transport; and
- private transport.

Therefore, as it is mentioned in the DITP that people raised concerns about the lack of non-motorised transport (NMT) infrastructure, one would expect the DITP to have a chapter on NMT and to explore issues of transport for learners under the public transport chapter, given that these issues were raised during the needs assessment exercise. It is understood that this DM and its LMs are regarded as deep rural municipalities, so therefore a chapter on NMT would have been useful.

5.3.9 Summary of local ITP

There is no summary of the local ITP projects as required in terms of minimum requirements in this chapter, since the LMs did not prepare separate ITPs. However, a summary of the transport implementation budgets and programmes for a period of five years as identified by the DM and its LMs should have been included. These projects and budgets should have been presented in a table format. Though there were no LITPs prepared, there are transport-related projects planned in the LMs, and those projects should be part of the DITP and should be presented in this chapter of the DITP.
5.3.10 Prioritised public transport proposals and implementation programme

In this chapter of the Alfred Nzo DITP a description of the programme for the prioritised public transport planning and implementation projects is presented. It is mentioned in this chapter that the prioritisation technique was also developed to determine which projects should be given priority and be implemented; however, no such technique was presented. In the executive summary this chapter is regarded as Chapter 8: Funding Strategy and Summary of Proposals and Programmes, whereas it is presented with a different name in this chapter. This inconsistency was noted and may be regarded as a non-compliance issue.

5.3.11 Financial implications

This chapter contains a situation analysis since 1994 and most of the information belongs to the executive summary and Chapter 9 of the DITP. In essence there was no need to add this chapter into the DITP.

5.4 HUMAN RESOURCES AND ORGANISATIONAL CAPACITY

In this section the analysis of the human resource and organisational capacity available for the Alfred Nzo DM to perform the transport function was explored and the findings were presented in the following subsections:

5.4.1 Human resource capacity

The Alfred Nzo DITP could not quantify the human resources deployed by the DM to discharge the transport planning function. The actual development of the DITP was outsourced to the consultants Siyazi Thula.

The respondent from the Alfred Nzo DM cited that one of the reasons for the lack of capacity is the fact that transport function is not the responsibility of the DM: this responsibility lies with the LMs. In terms of the MSA, the MEC for local government in a province may adjust the division of functions and powers between a DM and a LM. However, this adjustment or allocation of functions and powers only takes place if the municipality in which the function or power is vested lacks the capacity to perform that function or to exercise that power. In the case of Alfred Nzo DM none of the LMs could develop an ITP, and this could be viewed as an indication that the LMs have limited capacity as well. The DM might be in a better position to coordinate these functions and powers, rather than allocating them to the LMs. In a rural DM like Alfred Nzo this
could function well with a few specialised officials supported by a capable administration.

5.4.2 Organisational structure

This part seeks to provide the organisational structure that is available in the Alfred Nzo DM in order to fulfil its transport planning mandate or to develop and implement the DITP. The Alfred Nzo DITP presented no organisational structure. However, it is cited on the Alfred Nzo DM website that the DITP development is located in the infrastructure department under the Water Service Authority unit. It is further noted that a new unit is proposed under engineering services that will be responsible for transport planning, among other functions. Furthermore, a coordination structure responsible for the development and implementation of the DITP is also mentioned in the DITP. However, this organisational structure reports to the provincial DoT. Two other passenger transport forums were also mentioned but their interest could be biased towards passenger transport only, not broad transport issues. The main reason for not having a clear transport-related organisational structure may be contributed to by the fact that the transport function is not their core function. Therefore, the DM could not provide the organisational structure or augment their organisational structure in order to accommodate the transport function. It should be noted that this DM and its LMs are in deep rural areas of Transkei in the Eastern Cape so to have a proper organisational structure at district level might be advantageous in terms of coordination and service delivery. It is imperative that in rural DMs such as Alfred Nzo, functions should be centralised to ensure effective service delivery and proper management of transport activities.

5.5 EVALUATION CRITERIA

The evaluation in this study is based on the four evaluative criteria mentioned in Chapter 2 above: compliance with the scope of the transport plan, the quality of the contents of the DITP, the availability of human capacity, and the organisational structure responsible for transport.

5.5.1 Compliance with the minimum requirements

This section seeks to establish whether the DITP is complying with the broader scope of the transport plan as prescribed in the minimum requirements.
The Alfred Nzo DITP partially fulfilled the broader scope of the transport plan in terms of the chapters that should be included in its transport plan. Certain chapters of the DITP were added or omitted, the general observation is that there was no need for these chapters to be included in the DITP. These chapters include the rationalisation plan and a summary of LITPs. The rationalisation chapter of the DITP was not needed, given the fact that there is no bus subsidy in the DM and the DM was not clear whether it is planning to rationalise its public transport in future.

The summary of the LITPs chapter was not included in the DITP. One may assume that the reason for this omission was the fact that no LM within the Alfred Nzo DM has developed an ITP. Nevertheless, this assumption may be incorrect in the sense that this chapter is supposed to indicate the lists of transport projects in LMs. In these LMs there are transport facilities and road maintenance projects. The DM should have formulated these lists and indicated in its DITP that the LMs could not develop their ITPs, but the “following transport related projects were identified”.

Certain chapters were not named properly as indicated in the minimum requirements and this led to duplication of the content with other chapters as indicated in the next section. The minimum requirements provide the minimum content that the DM should comply with but DMs are expected to provide more, as dictated by the environment in the DM. In the case of the Alfred Nzo DM, the DITP responded only to the chapters provided in the minimum requirements and did not even respond to the community needs as raised during the needs assessment exercise when the community indicated dissatisfaction with the lack of NMT facilities. In the DITP document the NMT chapter should have been included as a standalone chapter, given the topology and geographic location of the DM, as well as issues raised by the community pertaining to the NMT.

5.5.2 Contents of the DITP

This section will interrogate the contents of the transport plan as prescribed in the minimum requirements.

The content of the Alfred Nzo DITP could not provide details as one would expect and at times errors were noticed. In the DITP document it was mentioned that a certain rationale was followed to prepare the DITP but there was no evidence for this: one would expect that certain information might have been appended to the DITP, so that
readers could satisfy themselves where necessary. The DITP document noted that the Alfred Nzo DM public transport vision, mission and objectives were formulated within the prescript of the White Paper, as well as any other approved national, provincial and local policies and strategies, but there was no evidence of such linkages. The DITP indicated that a certain method was followed to calculate public transport data but no evidence was provided and no CPTR was attached to the DITP document. The DITP could not clearly demonstrate what processes were followed in engaging with transport stakeholders, more especially around issues of operating licences. It is mentioned in the DITP that a prioritisation technique was developed to determine which project should be given priority and implemented, but that technique was not explained or presented in the DITP document.

One could deduce that the DITP for the Alfred Nzo DM was prepared in order to comply with the minimum requirements but not with the intention of implementing it.

5.5.3 Human capacity

This section seeks to establish what type of human capacity responsible for transport is available within the DM. The DM had one person responsible for transport but this was not indicated in the DITP. This information was revealed in the questionnaire. Furthermore, it was indicated in the DITP that the DM procured the services of a service provider to develop its DITP. This may have contributed to the lack of capacity. One could conclude that the DM has little or no capacity. The lack of capacity is also demonstrated in the quality of their DITP.

5.5.4 Organisational structure

This section will establish whether the DM had a component within its organisational structure responsible for transport. The DM had no specific component within their organisational structure responsible for transport. However, the website indicates that the DM is planning to have a component responsible for transport in the engineering unit. It was also indicated that transport is not a core function of the DM: that may lead to non-prioritisation of the transport component.

5.6 SUMMARY AND CONCLUSION

It is clear from the data presented in the Alfred Nzo DITP that certain information was omitted, such as the organisational structure responsible for the ITP, as it should be
according to the minimum requirements. However, an external transport coordination structure and internal transport forum structures were presented.

The role played by the provincial DoT in the Eastern Cape as financier and main co-ordinator should be highly valued by the national Department of Transport. This role echoes the provisions of the NDP 2030, which indicates that the capacity of municipalities to plan effectively is a significant challenge that needs to be addressed and supported by the efforts of both national and provincial governments. Although the role of the provincial department is greatly appreciated by the national Department of Transport, the DM should have been the main driver of the process to ensure that the DITP is implemented. In a situation where a municipality could not develop its plan it is unlikely that it will implement such a plan.

The DITP could not provide details about current public transport records (CPTR) as provided in the minimum requirements, except mentioning a method that was followed when collecting the data. In terms of minimum requirements for the preparation of the DITP, all DMs are required to prepare a CPTR as part of a transport register. This should describe the public transport facilities and routes within the DM, assess the supply and demand in order to obtain an indication of the utilisation of public transport and assess the quality of the public transport infrastructure and services within the DM.

The DITP made no mention of the long-distance routes originating in the DM, except the assertion that multimodal facilities should be provided to accommodate long distance taxis and buses. The omission of long-distance routes is contrary to the fact that Alfred Nzo DM is one of the labour-sending areas for various mines across the country and this should have been discussed. Every Sunday buses and taxis leave this DM or pass through the DM using the N2 route to various provinces. That should have been reflected in the DITP, specifically the long distance routes.

It is mentioned that special attention should be given to providing public transport facilities on the rural roads in the DM. Such provision refers specifically to shelter at loading and offloading facilities and toilet facilities. However, cost implications for this will be exorbitant and the DITP could not provide the costing for such facilities.

It should be noted that certain chapters of the DITP were not necessary; for example, if there are no subsidised services in the area, there is no need to formulate the plan.
or to include the RATplan as a chapter in the DITP. This error may have contributed to the lack of understanding of the reason for the development of a RATplan. For example, if there is no information in certain chapters, there is no need to include that chapter in the DITP.

It is further noted that at the beginning (executive summary) the Alfred Nzo DITP is regarded as a DITP but towards the end it was referred as a PTP. It has been noted that at times reference is made to the minimum requirements of 2002 which were replaced by minimum requirements of 2007.

It is clear from the data presented in the DITP that the DITP document was not adequately prepared: it seems that it was developed simply for compliance purposes. Other reasons that may be contributing factors are the lack of human resources and organisational capacity at the DM to monitor the development and implementation of the DITP. If there were adequate personnel and a proper organisational structure in the DM some errors that were identified in the DITP could have been avoided much earlier in the DITP development process (before it was presented to the council for approval).
CHAPTER 6  CASE STUDY FINDINGS: SEDIBENG DISTRICT MUNICIPALITY

6.1  INTRODUCTION

This chapter is divided into four sections: the first section presents the background to Sedibeng DM and a map. The second section provides an overview of the Sedibeng DITP in order to establish whether the DITP meets the minimum requirements. This section will further discuss the comments made in table 2.1. The third section will seek to establish what human resource and organisational capacity is available to the DM in order to fulfil the transport function mandate as provided in the South African Constitution. The fourth section is the summary and conclusion.

6.2  SEDIBENG DISTRICT MUNICIPALITY BACKGROUND

Sedibeng District Municipality (SDM) covers the entire southern part of Gauteng Province and consists of three LMs: Emfuleni, Midvaal and Lesedi. Whilst Midvaal occupies almost half of the area of the Sedibeng District, over 80% of the population live in Emfuleni. Figure 6.1 below is the map of the Sedibeng DM, which depicts the DM and its LMs (SDM).

Figure 6.1: Map of Sedibeng District Municipality

The eastern areas of the district are mainly agricultural or rural. The main urban areas are Vereeniging, Vanderbijlpark and the Evaton/Sebokeng residential complex in the
western part of the district (Emfuleni). Smaller urban concentrations are found in Meyerton, in Midvaal and in Heidelberg/Ratanda in Lesedi.

Sedibeng is an integral part of Gauteng, which accounts for 33% of the national gross domestic product. Sedibeng is one of the five most important centres of high value mass production manufacturing in South Africa. In 2011, manufacturing contributed 32% to the local economy. Agriculture and tourism present opportunities for further development and growth. Figure 6.2 below is the map of Gauteng in relation to Sedibeng DM.

Most economically active residents are employed in manufacturing, followed by social services, trade and business. Others are employed in professional and managerial occupations. Only 2% are at present employed in the tourism sector.

Access to the district is provided by the N1, N3, R59, R82 and N17 motorways.

The Vaal River, which flows along the southern boundary, has the potential to attract local and international tourists to the eco-tourism and heritage destination of Sedibeng. The Vaal Dam is an important water source.

Figure 6.2: Map of Gauteng District Municipalities

6.3 THE MINIMUM REQUIREMENTS CONTENT OF THE SEDIBENG DITP

The purpose of this section is to provide the reader with a descriptive overview of the components included in the Sedibeng DITP, as well as the human resource and organisational capacity that is available to the DM in order to develop and implement the ITP. Furthermore, this section will establish whether the DITP meets minimum requirements for the preparation of ITPs. The section is divided into various parts, including the contents of the Sedibeng DITP and the human resource and organisational capacity in the Sedibeng DM regarding the transport function. The Sedibeng DITP could be accessed from the DM’s website and internet under the following address: www.sedibeng.gov.za/a_keydocs/idp_2012_16/chapter11b.pdf. The contents of the Sedibeng DITP include the following chapters:

6.3.1 Introduction

This chapter presents the interrelationship between transport plans and frameworks, the status and jurisdiction of the Sedibeng DITP, as well as the institutional overview of Sedibeng DM relating to transport, intergovernmental relations, meeting the protocol framework and the DITP layout.

The minimum requirements stipulate that an executive summary must be provided in the DITP, the content of which is provided in Chapter 3 of this research. However, the Sedibeng DITP did not provide an executive summary, even though the information that was supposed to be in it is provided in this introduction chapter.

6.3.2 Legislative framework for transport

It is reported in this section of the DITP that the aim of this chapter is to reflect on all legislative mandates and policies that influence the development of the DITP. This chapter of the DITP also highlighted the role and responsibility of the DM in relation to its transport function as provided in the NLTA.

The minimum requirements provide that Chapter 2 of the DITP must be the transport vision and objectives. However, the Sedibeng DITP has a chapter described as the legislative framework for transport, the content of which is the same as the content of Chapter 2, as provided in the minimum requirements.
6.3.3 Strategic direction for transport

This chapter of the DITP contains the provincial strategic direction for transport from where Sedibeng DM draws its transport vision and objectives.

This chapter of the Sedibeng DITP is an addition; however, given its content, it should have been part of legislative framework for transport presented above (as Chapter 2 of the Sedibeng DITP).

6.3.4 Status quo travel behaviour, land use and public transport in Sedibeng

The chapter contains a transport register for Sedibeng, including status quo information about travel behaviour, land use and population trends and public transport systems.

In terms of the minimum requirements, a transport register is a standalone chapter with contents as briefly narrated in Chapter 3 of this research. The Sedibeng DITP presented the transport register in this chapter with other information that should have been part of the executive summary, as well as part of Chapter 6.

6.3.5 Stakeholder participation and transport needs assessment

In this chapter the DITP presents a discussion of the stakeholder participation process followed when developing the DITP, as well as the list of issues identified during the consultation process.

Sedibeng DITP merged the transport needs assessment chapter as provided in the minimum requirements with an additional chapter that is not mentioned in the minimum requirements. This is highly appreciated because the needs of the community are usually drawn and assessed during a public participation process.

6.3.6 Spatial planning and land use

This chapter of the Sedibeng DITP presented a link between transport planning and land use. This linkage is presented with the intention to consolidate the existing urban structure. Major transport planning and land use developments according to the local municipality in the Sedibeng DM were also presented in this chapter. This is an additional chapter and it should have been merged with Chapter 4 of the Sedibeng DITP.
6.3.7 Development corridors

The chapter of the Sedibeng DITP identifies key development corridors aligned to spatial planning in the Sedibeng DM. The chapter begins by presenting the situation analysis, networks, services, maps, nodal development potential, spatial structure and land use. This is an additional chapter, however, part of it could have been included in Chapters 8 and 9 of the Sedibeng DITP.

6.3.8 Public transport plan

This chapter contains a high-level overview of the OLS and the rationalisation plan for Sedibeng DM. The following issues were also covered:

- institutional and organisational setup of the transport industry;
- implementation of the national rail plan;
- mechanisms for the modal integration of rail and road based transport modes;
- provision for metered taxi services;
- provision for learner transport;
- provision for special needs transport; and
- management of public transport facilities.

The minimum requirements for the preparation of the DITP provide that the OLS and the rationalisation plan must be standalone chapters; however, the Sedibeng DITP combined the two chapters and renamed them as Public Transport Plan.

6.3.9 Transport infrastructure plan

The chapter provided various components of transport infrastructure strategy which include the following:

- strategic road network for Sedibeng;
- strategic road based public transport network; and
- road safety and traffic signals.

6.3.10 Airports

This chapter of the Sedibeng DITP contains a list of existing airports located within the DM. It should be noted that airports in any DM have a positive impact on economic growth. Therefore it is very important that the DM provides and/or maintains access
roads to the airports. This creates job opportunities leading to an increase in socio-economic benefits.

6.3.11 Freight transport

In this chapter of the Sedibeng DITP a provincial freight strategy is presented with a specific focus on the Sedibeng DM since the DM has manufacturing and industrial areas. DM strategy, which focused on the major freight route system and loading facilities, has been highlighted

6.3.12 Non-motorised transport

This chapter contains a vision for the rollout of NMT infrastructure in Sedibeng as well as an area-wide master plan to provide proper network planning for NMT.

6.3.13 Waterways plan

This chapter outlines the intention to consult with the water regulating authority to explore the possibility of using the Vaal River for public transport with the intention of ensuring that operators are properly registered.

6.3.14 Transport implementation budgets and programmes plan

This chapter provides a summary of the transport implementation budgets and programmes, including the construction and maintenance of transport infrastructure for the Sedibeng DM, as well as for the LMs within the Sedibeng DM. It should be noted that most of the projects presented were not funded and those that were, were funded through a municipal infrastructure grant.

6.3.15 Transport monitoring and key performance indicators

This chapter outlines the objectives of performance indicators for Sedibeng DM, as well as proposed key performance indicators and recommended norms relating to transport in the DM.

6.3.16 Funding

This chapter presented an historical and legislative overview of funding, as well as the current funding dispensation. It further provides other additional funding measures that could be used to fund transport related programmes. This is an additional chapter of
the Sedibeng DITP but its content should be part of Chapter 14 as it relates to issues of funding.

6.3.17 Implementation of ITP

This chapter discusses the resources required to implement the DITP, as well as a summary of prioritised programmes and budgets allocated to these programmes. However, it should be noted that on the table provided, it is not clear whether the budget was approved or not. This chapter should have been part of Chapter 14 as it relates to issues of ITP implementation.

6.4 HUMAN RESOURCES AND ORGANISATIONAL CAPACITY

This section seeks to provide the human resources and organisational structures that are available to the Sedibeng DM in order to fulfil its transport planning mandate or to develop and implement the DITP.

6.4.1 Human resource capacity

The Sedibeng DITP could confirm that there are four permanent officials deployed by the DM to discharge the transport planning function. This number does not include the officials who are seconded from other departments in the DM. It is further stated that there are some liaison and communication mechanisms available to coordinate transport planning with other stakeholders both within and outside the DM. The summary of those structures was presented in the DITP.

6.4.2 Organisational structure

This subsection seeks to outline the organisational structure available in the Sedibeng DM in order to fulfil its transport functions. The organisational structure for transport in the Sedibeng DM is part of the transport, infrastructure and environment cluster. It is a cluster with infrastructure such as roads, storm water, water and sanitation. The challenge with clustering of functions may lead to encroachment of functions. This is hardly recognised by the executives, especially if those functions are under their leadership. For example, including a waterways plan in the DITP might lead to encroachment onto other authority's territory. If this plan (waterways) was brought to the DITP for integration, it should have been included in the public transport plan chapter.
The Sedibeng DM has a fairly organised structure which may contribute to the comprehensiveness and implementation of the DITP. The Sedibeng organisational structure includes the following organogram (Figure 6.3):

![Figure 6.3: Sedibeng DM transport unit organogram]

### 6.5 EVALUATION CRITERIA

The evaluation in this study is based on the four criteria mentioned in Chapter 2, which are: compliance with the scope of the transport plan, the quality of the contents of the DITP, the availability of human capacity, and the organisational structure responsible for transport.

#### 6.5.1 Compliance with the minimum requirements

This section seeks to establish whether the DITP is complying with the broader scope of the transport plan as prescribed in the minimum requirements. The Sedibeng DITP partially met the broader scope of the transport plan in terms of the chapters that should be included in the DITP. Certain chapters, such as the transport register, were omitted even though it is a requirement that the DITP should have such a chapter.
However, it should be noted that some information that should be contained in the transport register is contained in another chapter. This could lead to non-compliance with the minimum requirements by the DITP. One could comment that some chapter names were adapted or renamed, which is not prescribed in the minimum requirements. This change of chapter name could mislead the readers and cause confusion, leading to a situation where the DITP may be viewed as not complying with legal prescripts.

The DITP further added other chapters as dictated by the situation at the time. These additional chapters include strategic direction for transport, spatial planning/land use, development corridors, transport infrastructure plan, airports, freight transport, NMT, waterways plan, transport monitoring and key performance indicators and implementation of ITP. These additional chapters were influenced by the location of the DM among others, more especially around issues of airports and a waterways plan. Furthermore, some of the additional chapters – including spatial planning/land use, transport infrastructure plan and freight transport – are only a requirement for a CITP. Certain chapters were added to ensure that the DITP is implemented and monitored. The DITP did not provide the executive summary, although it is required that it should have an executive summary that presents a summary of the status quo, transport trends and proposed interventions to address underlying problems, if any.

6.5.2 Contents of the DITP

This section interrogated the contents of the transport plan as prescribed in the minimum requirements. The contents of Sedibeng DITP were satisfactory, even though the chapter names were not in line with the chapters as prescribed by the minimum requirements. Furthermore, certain inconsistencies were identified during the interrogation of the DITP document. These inconsistencies include the overlapping contents of Chapter 2 (Legislative Framework) and Chapter 3 (Strategic Direction). These chapters should have been combined given the fact that they are dealing with issues pertaining to the legal framework. Furthermore, the contents of Chapter 4 (Status Quo of Travel Behaviour, Land Use and Public Transport) and Chapter 6 (Spatial Planning/Land Use) should have been combined as they address the same content. The content of Chapter 7 (Development Corridors) should have been unbundled and redistributed to form part of Chapters 6, 8 and 9. The author is of the
opinion that corridor development should talk to spatial planning/land, public transport and transport infrastructure; hence there is a view that the contents of the chapter should be in line with the mentioned chapters of the Sedibeng DITP.

Certain elements of the chapter entitled Waterways should have been included under Public Transport. These elements include the engagements that should take place between the water regulating authority and the DM concerning the use of the Vaal River for public transport. The DM should have indicated under Public Transport that there are other forms of public transport that the DM is exploring. One would be very sceptical about the inclusion of a waterways plan and airports as standalone chapters in the DITP: it should be noted that this inclusion might be viewed as encroachment into other modes of transport that are not mentioned in the NLTA. However, from an integration point of view, the DM should consider all modes of transport in its jurisdiction, even though the provisions of NLTA focus on land transport. Aviation and water transport could be included in the DITP if they operate within the DM.

6.5.3 Human capacity

This section will seek to establish what human resources responsible for transport are available in the DM.

The DM has indicated that there were four permanent officials responsible for transport. It was revealed during interviews that there are other officials who were seconded from other components within the municipality to assist in the transport unit. Furthermore, it was indicated that there are structures within the DM responsible for transport planning. Four permanent officials are not enough but the DM is in a more favourable position than some other DMs. The impact of these few officials could be seen in the better quality of the Sedibeng DITP.

6.5.4 Organisational structure

This section will establish whether the DM has a component within its organisational structure responsible for transport. The Sedibeng DM has demonstrated a fairly robust organisational structure as provided in Figure 6.3. The availability of an organisational structure responsible for transport has contributed to the comprehensiveness of the Sedibeng DITP.
6.6 SUMMARY AND CONCLUSION

The minimum content of the DITP may be regarded as satisfactory; however, inconsistency in the presentation of the Sedibeng DM should not be encouraged, especially renaming of chapters that are in the minimum requirements with other names, even though in certain cases the contents are in line with minimum requirements. In order to establish whether the chapter is the one prescribed in the minimum requirements or not, one should read the content. For example, the presentation of the transport register as the Status Quo of Travel Behaviour, Land Use and Public Transport chapter. This may be interpreted as if the DM is following its own planning process and it has led to overlapping of certain information as highlighted above.

The Sedibeng DITP is fairly comprehensive and went beyond the scope of the minimum requirements. The DM should be commended by adding a monitoring chapter to ensure that projects and programmes listed in the DITP are implemented and monitored.

However, the logic of some chapters needs to be reviewed. For example, Chapter 15 (Monitoring) would have been better positioned if it was presented after Chapters 16 (Funding) and 17 (Implementation of ITP).

The detailed nature of the Sedibeng DITP could be attributed to the fact that there is a proper organisational structure and a human resource capacity responsible for transport in the DM, although this is not enough. It is further noted that most funded projects listed in the DITP are funded through municipal infrastructure grants and other funding mechanisms.
CHAPTER 7 INTERNATIONAL BENCHMARKING

7.1 INTRODUCTION

This section seeks to highlight what was learnt from other countries. Various search engines were used to source information of relevance to the themes of this study (as mentioned in chapter 2) in other developing countries whose circumstances are similar to South Africa. However, very limited information was discovered, but useful information was sourced from the UK and Australia. This information was accessed through the desktop search. Two municipalities were selected to ascertain whether their ITPs were developed in line with the requirements or guidelines as prescribed in each country. These municipalities were the Kent County Council in the UK and the East Metropolitan Regional Council in Western Australia.

7.2 UNITED KINGDOM

The guidelines on local transport plans produced by the DoT in the UK (2009), the Transport Act 2000, as amended by the Local Transport Act 2008, provides statutory guidance to support local transport authorities in England (outside London) in the production of a local transport plan. The Transport Act of 2000 introduced a statutory requirement for local transport authorities to produce a Local Transport Plan (LTP) every five years and to keep it under review. However, new legislation, the Local Transport Act of 2008, provided that the local transport authorities may replace (overhaul) their plans as and when they believe this is necessary. This Act provides that an LTP should contain a strategy, setting out the authority’s key transport objectives and an implementation plan containing details of the integrated transport schemes it intends to deliver in order to meet those objectives. These requirements prescribe the same validity period as the South African minimum requirements. In South Africa, DITPs are valid for five years and updated annually, whilst in the UK municipalities are given an opportunity to replace the transport plans on an ad hoc basis. In the South African context this could be regarded as wasteful expenditure, given the exorbitant cost of developing the DITP.

7.2.1 Minimum content of the local transport plans in the UK

The statutory requirement for the preparation of local transport plans for local authorities in England outside London is as follows:
• Clarify goals

In terms of this section local authorities are expected to build a local transport plan on a framework informed by the national goals and challenges, the relevant regional objectives and any additional local goals. The local goals should be in the form of desired outcomes and should look outside the transport agenda to wider corporate priorities. This is similar to Chapter 2 of the South African minimum requirements for preparation of an ITP, except that the local goals should also look outside the transport agenda.

• Specify problems/challenges

This section provides that local transport plans should consider the evidence on specific challenges or problems that relate to the identified high-level goals. These challenges are expected to drive the development and delivery of a local transport plan. It is also expected that authorities should identify problems and priorities based on clear evidence and data such as:

• demographic and socio-economic trends;
• environmental issues;
• economic circumstances;
• existing transport infrastructure capacity;
• travel patterns and trip rates;
• connectivity of existing networks; and
• stakeholder views.

This part of the UK minimum requirements is almost the same as the content of Chapters 3 and 6 of the South African minimum requirements. In terms of the UK minimum requirements, classification of goals and specification of problems/challenges are key in the development of local transport plans. The outcomes of classification of goals and specification of problems determine what strategies and goals should be persuaded. In the South African context certain strategies are prescribed for municipalities.

• Optional generation

This section provides that a local transport plan should be based on the best evidence available and its development should consider a wider range of options, funded
through either capital or revenue expenditure. It should compare policies and packages of options, which can often generate better results than individual schemes.

- Appraisal of transport options

This section of the UK minimum requirements provides that once a wide range of options has been considered, the options should be appraised, prioritised and packaged together in such a way as to maximise the overall benefits against the authority’s identified wider corporate objectives. Costs and benefits should then be taken into account in determining local transport plan targets and monitoring arrangements. Realistic trajectories for achieving targets should be estimated. South African minimum requirements do not address the development of measures to monitor the implementation of the ITP.

- Selecting options

In this section it is suggested that authorities should consider not only the results of the options appraisal, but an assessment of affordability and risk. The authority should consider the overall balance of the plan in meeting the identified goals. Moreover, before transport policies and plans are adopted, a thorough consultation with the following stakeholders should be made:

- bus and rail operators;
- public transport user group;
- district council and any council in their area; and
- any other people they consider appropriate.

7.2.2 Kent County Council.

Kent County Council is a local government entity in the UK with approximately 1.7 million residents. It is divided into 12 local authorities. Kent County Council is a non-metropolitan county council. This council was established in 1974 in terms of the Local Government Act, 1972. Kent County Council Local Transport Plan 2011 to 2016 has been developed in terms of the Local Transport Act of 2008. The plan is presented in 15 chapters. It explains why transport is important to Kent County Council and further identifies transport-related problems. The aims and objectives of the Kent County Council and its partners are adequately explained, including how these aims and objectives influenced the approach in developing a credible local transport strategy.
The role of the stakeholder is critical in determining local strategy; hence in the UK transport stakeholders are given an opportunity to influence the transport plan. In South Africa, however, minimum requirements prescribe some strategies that the municipalities should develop as part of transport. The implementation plan is also explained in detail, including the identification of possible funding sources. The last chapter proposes indicators to monitor performance and sets out how the Kent County Council intends to improve services during the local transport plan period.

Kent County Council Local Transport Plan complied with the minimum requirements as prescribed in terms of Local Transport Plan Act of 2008 (as amended). However, the plan was not limited to the requirements: it was also strongly influenced by the local content, including other local partners/stakeholders.

### 7.2.3 Human resource and organisational capacity

This section will present the high-level information that could be found relating to the human resource and organisational capacity in the Kent County Council. The information mentioned below was sourced through desktop.

#### 7.2.3.1 Human resources

The Kent County Council website indicated that the transport function is clustered with other functions. Transport functions are therefore spread out in three directorates: 1) economic development, 2) highways, transportation and waste and 3) environment, planning and enforcement.

According to the website there are 57 personnel under the economic development directorate and 665 personnel under the highways, transportation and waste directorate. There are 450 personnel in the environment, planning and enforcement directorate.

It should be noted that the website could not specifically indicate how many of the workforce were responsible for transport, except in the case of the highways, transportation and waste directorate, where one assumes that the majority of personnel will be involved in transport.

#### 7.2.3.2 Organisational structure

The Kent County Council website indicated three directorates where transport functions are performed. It should be noted that these directorates are not only...
responsible for transport but clustered with other functions that may be related to transport. These directorates include economic development, highways, transportation and waste and environment, planning and enforcement.

The economic development directorate is responsible for leading the economic development and regeneration strategy team and advising on policies and initiatives that will achieve the council’s objectives and contribute to economic growth in Kent.

The highways, transportation and waste directorate is responsible for the planning and maintenance of public highways in Kent, the development and delivery of safe and sustainable transport on the county’s highway network, provision of waste treatment and disposal facilities for the communities of Kent and planning future transport requirements.

The environment, planning and enforcement directorate is responsible for delivering a long-term transport plan, implementing planning and transport policy leading to the creation of stronger and safer communities in the county and co-ordinating the Kent environment strategy.

7.3 Australia

According to the guidelines for the preparation of ITPs produced by the Department of Planning on behalf of the Western Australian Planning Commission, the Transport Coordination Act, 1996 does not provide statutory requirements to develop an ITP. However, it does indicate that the DoT is responsible for developing and implementing a regional and metropolitan ITP to address future transport for the state as set out in the Transport Coordination Act, 1996. The guidelines for the preparation of ITPs have no statutory weight under the Transport Coordination Act, 1996, but they were developed to assist the DoT in carrying out its responsibilities as indicated above.

7.3.1 The content of the ITP in Western Australia

The content of the ITPs for regional and metropolitan areas in Western Australia demonstrates the following systematic approaches:

- Initiate the ITP

This part of the ITP process involves defining the scope and issues pertaining to the ITP and establishing goals and objectives for the municipality. It also identifies and involves stakeholders, identifies needs, issues, problems and opportunities in the
municipality, as well as plans to secure resources in order to address identified challenges. The content of this section is similar to the content of the South African ITP, except on the issue of securing resources in order to address identified challenges.

- Identify the current and desired future state

This section of the ITP consents to the desired current trends, as well as consents to the desired future state. In this part of the Australian ITP, alternatives are identified and a gap assessment comparing the current and future state is also conducted. Therefore, the overall intention of this section of the ITP is to conduct a gap analysis and explore alternative options for the desired future state.

- Assess alternatives

In this section of the ITP an evaluation framework and assessment criteria are developed, where the economic, environmental and social impacts of the alternatives are identified. This section considers different ways to provide and manage transport demand and evaluates options against identified assessment criteria. Once the preferred options are selected measures to implement these options are also explored in this section of the ITP. The end product of this section is the option analysis report. The South African minimum requirements are silent on the issues highlighted by the Australian ITP, which might have a significant role in the South African context. It should be noted that South African minimum requirements make provision that a project prioritisation process must be undertaken but they do not state that certain criteria should be formulated in order to ensure that there is objectivity in the prioritisation process.

- Review, amend and improve

In this part of the ITP preferred options are assessed and negative impacts are removed. Objectives and goals, scope and stakeholder’s involvements are revisited in order to ensure that they are in line with the selected options. In this part of the ITP a package of options that support the implementation is selected. This section differs from the South African ITP in the sense that the South African ITP lists the projects without a clear funding mechanism to support the implementation of the projects; hence most projects listed in the South Africa ITPs are not funded.
Develop a preferred plan

This section of the ITP seeks to develop strategies that community and stakeholders prefer. Such strategies maximise synergy in transport with the public and private sector. This section also assesses the feasibility and affordability of the preferred strategies. The section assesses the financial impact, as well as delivery responsibilities.

Implementation and delivery

In this part of the ITP organisational delivery processes are established and implementation measures are developed. It is here that the roles of various stakeholders in the implementation of the ITP are spelt out. The implementation monitoring measures are also established in this section of the ITP. Ways to market the ITP to various stakeholders are also discussed. The South African ITP is silent in terms of the roles of various stakeholders in the implementation of the ITP, as well as on the marketing of the ITP in the municipality context to ensure that all stakeholders are in line with the ITP when they develop their plans or provide services to the communities.

Monitoring and evaluation

This part of the ITP seeks to monitor and evaluate the efficiency of actions completed and transport costs. It also seeks to monitor and evaluate the effectiveness of preferred measures against original objectives. Furthermore, in this section of the ITP monitoring and evaluation of the sustainability of strategies employed in the plan is conducted. During the process of monitoring and evaluation, the economic, environmental and social impacts are regarded as key measures in determining the success or failure of the ITP in addressing transport challenges as identified in the initiation stage of the ITP.

7.3.2 East Metropolitan Regional Council ITP (2007)

The East Metropolitan Regional Council is a regional local government body in Perth, Western Australia. It was established in 1993 and it is composed of six member Councils. The region is a major transport hub, accommodating the international and domestic airport, as well as the major roads and rail infrastructure linking Perth to
The East Metropolitan Regional Council ITP (2007) has been developed in line with the guidelines for the preparation of integrated transport plans produced by the Department of Planning on behalf of the Western Australian Planning Commission. The plan covers all areas highlighted in the guidelines. It begins by indicating the situation analysis, purpose, vision/objectives and key drivers of the plan. It further identified transport-related problems. The key challenges and opportunities in the East Metropolitan Regional Council were adequately examined and strategies to achieve desired outcomes were also identified. The role of stakeholders is critical in determining local strategy and transport stakeholders in Australia are given an opportunity to influence the transport plan, whereas in South Africa, minimum requirements prescribe some strategies that the municipalities should develop as part of transport. The implementation plan is also explained in detail, including the identification of possible funding sources as well as the establishment of an advisory group to monitor the implementation of the ITP.

The East Metropolitan Regional Council ITP (2007) complied with the guidelines for the preparation of integrated transport plans produced by the Department of Planning on behalf of the Western Australian Planning Commission.

7.3.3 Human resources and organisational capacity

This section presents high-level information on the human resource and organisational capacity for the East Metropolitan Regional Council. The information mentioned below was sourced through desktop.

7.3.3.1 Human resources

The East Metropolitan Regional Council website indicated that there is a directorate responsible for transport in the council. The website could not specify the number of personnel employed in the directorate, except to mention the regional director, who is responsible for performing the functions mentioned below. The council also has an investment committee which deals with matters related to council’s management of the investment policy.
7.3.3.2 Organisational structure

The East Metropolitan Regional Council website indicated that the transport component is under the regional services directorate within the council’s organisational structure. This directorate consists of environmental services and regional development. The environmental team provides a range of services and projects that focus on, among other aspects, best practice land management and improving air and water quality across the council. The regional development team focuses on stimulating economic growth and employment opportunities, increasing investment for the infrastructure plan and advocating for alternative modes of transport, such as cycling, walking and public transport.

7.4 SUMMARY AND CONCLUSION

Kent County Council Land Transport plan has been developed in terms of statutory requirement for the preparation of local transport plans as prescribed by the Local Transport Act of 2008. Furthermore, the Local Transport Plan 2011-2016, has complied with these statutory requirements. The statutory guidelines for the preparation of local transport plans in the UK is, in some areas, similar to the South African minimum requirements. However, the frequency of updating the plan differs from the South African minimum requirements.

In the UK local transport plans put more emphasis on challenges and problems in order to identify goals. The emphasis is also placed on stakeholder engagement in order to develop strategies. Stakeholders are regarded as partners in the development of the transport plan.

The East Metropolitan Regional Council ITP (2007) has been developed in line with the guidelines for the preparation of ITP as developed by the Department of Planning on behalf of the Western Australian Planning Commission. Furthermore, the ITP complied with these guidelines. The Australian ITP process shares some similarities with the South African context, however, it puts more emphasis on project identification and assessment criteria before projects are implemented. Furthermore, it is noted in both countries that assessment of the affordability and the risks of the strategies is critical before a strategy is selected. It also emphasises monitoring and evaluation, including establishing advisory groups to track the performance and impact of various...
strategies. The preferred projects emanate from community and stakeholder preferences.

It could be deduced from both countries that there is great emphasis on the development of the implementation plan, as well as assigning responsibilities for the implementation of the strategies and projects agreed upon.
CHAPTER 8 DISCUSSION

8.1 INTRODUCTION

This chapter begins with a summary of the results from the minimum requirements analysis. A summary of findings from human resources and the organisational structure is presented as well as a summary of findings from selected case studies. Furthermore, a summary of questionnaire findings, as well as a summary and conclusion are included.

8.2 SUMMARY OF RESULTS

The summary of results as mentioned above is presented in the following subsections.

8.2.1 Summary of findings from the minimum requirements analysis

In fulfilling the aims and scope of this study, a research question was formulated to establish what the DITP minimum requirements are.

The minimum requirements for the preparation of the DITP may seem adequate but there are duplications and omissions in terms of the content of certain chapters. The minimum requirements do not cater for those DMs with less capacity or no capacity at all to develop ITPs that are relevant to them, by for instance allowing DMs to use LITP requirements to develop a DITP. Furthermore, there is no provision provided in the minimum requirements for the DM and its LMs to draw up a framework for the preparation of the DITP in order to facilitate some form of legal engagement before the DITP is formulated. If such provision could be made, transport needs for the entire DM could be tabled and a prioritisation process could be conducted in which all LMs within a DM could participate. Failure to have such a structure may prevent LMs from contributing meaningfully in the DITP development and implementation. This may assist in the case where LMs do not have capacity to develop their own ITPs. Projects and programmes identified during this process may be included in the DITP as a list of the LMs transport projects where there is no summary of the LITP in the DITP.

Prescribing the minimum content of the executive summary may be viewed as overregulating from the DM point of view. The executive summary and Chapter 1 of the minimum requirements should be combined into one chapter: this would minimise duplication of the information contained in the two chapters.
The contents of Chapter 4 (Operating Licence Strategy) and Chapter 5 (Rationalisation Plan) are related anyway, so these chapters need to be revised and renamed Public Transport Plan.

The transport needs assessment chapter does not specify the method needed to formulate transport needs assessment and skills needed for this task. This chapter should also describe a framework for the development of the DITP whereby all LMs within the DM will provide their inputs. The fact that the DM is made up of a number of LMs indicates that there is a need to mention in the minimum requirements that a legal interaction should take place between the DM and its LMs before the DITP is developed. This interaction could show the way forward in terms of the DM’s priorities in relation to transport.

Public participation is one of the elements in the development of a credible ITP. However, the minimum requirements for the preparation of DITPs do not identify this as one of the key chapters to be prepared by DMs. This is contrary to the requirement that the preparation of ITPs should be subjected to a thorough public participation process involving all stakeholders. The Municipal Systems Act requires municipalities to disseminate information on mechanisms, processes and procedures on matters of concern. This process is also applicable to the DITP as a sector plan of the IDP.

Furthermore, the NLTA makes provision that before finalising an ITP a municipality must publish a notice in English and at least one other official language in a newspaper circulating in the area of the municipality. The notice should inform the relevant stakeholders that the ITP has been completed and is available for public inspection. However, this provision is hardly captured either in the minimum requirements, or the DITPs. Therefore, public participation should also be emphasised in the minimum requirements for the preparation of DITP to show its significance.

Monitoring the implementation of the projects listed in the DITP, as well as key performance indicators, was not mentioned in the minimum requirements. Prescribing requirements in this regard would assist in tracking down the progress made or identifying the measures to be put in place to ensure that positive progress is maintained. The DM is made up of various LMs and it should also monitor the implementation of the programmes/projects listed in the LITPs, not as a “big brother” but as a co-ordinator.
It is further noted that the spatial development framework is not mentioned in the minimum requirements. The District Spatial Development Framework should be integrated with the DITP. Therefore the DITP should reflect that integration, which may highlight the following issues: existing and intended transport corridors and nodes, areas earmarked for mixed land use (to ensure that the connection between transport and land use and socio-economic wellbeing is recognised, specifically the human settlements) and areas earmarked for densification.

8.2.2 Summary of findings from human resources and organisational capacity

The human resources needed for transport are scarce and highly specialised. It is clear from transport functional areas indicated in Chapter 3 that transport functions are best performed by highly skilled individuals from fields, such as transport economics, project management, spatial planning, law, public transport operations and civil engineering. Transport functional areas require highly specialised skills and experience, which is acquired in the field. As a result of the scarcity of skills in this sector, as well as high specialisation at times it is difficult to find a person with the necessary experience or skills even for a junior post.

The organisational structure for transport should reflect this specialisation. Municipalities should not design an exhaustive transport unit but a simple unit with one or two technically inclined managers supported by professional administrative staff with knowledge of the transport sector.

The TETA needs to take the leading role in promoting transport qualifications and to ensure that transport qualifications are easily available in order to address the needs of the transport sector, especially in the DMs.

The weak organisational structure could be viewed as the main cause of many challenges experienced in the transport sector. However, it should be noted that having a well-structured organisational structure is not enough. It has to be supported by well-qualified personnel capable of addressing the complex challenges of the sector (Kumar and Agarwal, 2013). It could be further stated that the influence a policy or piece of legislation has on society will depend on what resources the implementing organisation has at its disposal: more importantly, on how these resources are coordinated and how the organisation is structured (Christensen et al. 2007).
The lack of proper organisational structure may result from the unavailability of budgets for staffing and the supply of suitably qualified staff for DMs to carry out their responsibilities as listed in the NLTA. The lack of human resources and organisational structure in municipalities, especially in the DMs, may render the functions listed in the NLTA and the South African Constitution redundant.

The intention of policy development is to address a particular challenge or challenges that affect society but if there are no human resources to implement that policy, the intentions of the legislature or the policy-maker are in vain. The other spheres could support or assist as far as development of plans is concerned, but not with the implementation. It is the responsibility of the municipality to implement the ITP.

8.2.3 Summary of findings from the selected case studies

This section is a summary of findings from the analysis of the two selected case studies as presented in Chapters 5 and 6. The two case studies were selected to ensure that the objectives and research questions are responded to, as well as to prove the hypothesis that the lack of human resources and organisational capacity has a negative impact on the development and implementation of the ITPs at DM level.

Furthermore, these case studies represent different geographic areas. The Sedibeng DITP represents a semi-urban DM in Gauteng, whilst the Alfred Nzo DITP represents a transport plan developed by a rural DM in the Eastern Cape.

The analysis was based on the minimum requirements, as well as human resources and organisational capacity. The minimum requirements are prescribed by the minister of transport as mentioned previously, whilst the human resource and organisational capacity criteria were derived from the literature, as described in Chapter 3 of the research.

In the Alfred Nzo DITP certain information was omitted, including information about organisational structure and the human resource capacity available for the development and implementation of the DITP.

It is noted in the Alfred Nzo DITP that the provincial DoT is responsible for financing the development of the DITP. The challenge with this lies in the implementation of the DITP: it is likely that the plan will not be implemented; hence there is no capacity in this DM.
The Alfred Nzo DM did not develop a CPTR as part of the transport register. This should have been developed in order to define the district’s transport accessibility and mobility problems and to assess transport demands (that is, undertake a transport needs assessment). The DITP process should include obtaining an understanding of current demand by transport mode, predicting future population growth and spatial development and the resultant future demand for transport.

Furthermore, the Alfred Nzo DITP presented overlapping chapters, as well as chapters that were not necessary for them, such as the executive summary and rationalisation plan.

The Sedibeng DITP was comprehensive and it presented other chapters as dictated by their environment and needs. However, presentation of chapters by this DITP showed inconsistencies: most of the names of the chapters did not comply with the names presented in the minimum requirements. It should be noted that the logic of the chapters needs to be revised.

The human resource and organisational capacity for the Sedibeng Transport Department were also presented. The comprehensiveness of the Sedibeng DITP could be attributed to the human resources and the organisational structure.

### 8.2.4 Summary of questionnaire findings

The respondents to the questionnaire were very clear on the purpose of minimum requirements. However, they raised a concern pertaining the manner in which the minimum requirements are being used for. They indicated that most municipalities are not using minimum requirements to develop credible transport plans but to ensure compliance with the provisions of the NLTA.

In addressing the issue of human resource and organisational capacity requirements, respondents were very sceptical to prescribe the number of personnel and organisational structure required by the DMs to perform transport functions. In their scepticism they cited the complexity of municipalities with regard to their location and sizes. However, a generic number of qualifications was indicated in chapter 4 as the best possible skills that are required to ensure that DMs deliver on their transport mandates. It was further indicated that the level of experience will be depending on the role they would play in the development of the DITP.
The respondents indicated that the quality of ITPs produced could be viewed as satisfactory because in most municipalities, ITPs are developed in line with the minimum requirements. Municipalities are able to respond to all areas of the minimum requirements. However, the accuracy of such responses could not be explicitly confirmed.

The main challenge cited by the respondents was the lack of skilled personnel to perform transport functions. Other challenges such as lack of organisational structure and funding were also cited but respondents were in agreement that a lack of skilled personnel imposed the greatest challenge and it needs urgent attention from all role players.

8.3 SUMMARY AND CONCLUSION

The minimum requirements for preparation of ITPs are still relevant; the process prescribed is realistic. However, transport evolves and these requirements will need to be reviewed in order to cover areas such as public transport strategy, as well as contracting and minibus taxi transformation.

The minimum requirements do not consider that among DMs there are various classes that render the current minimum requirements impracticable due to their nature or class. Hence provision should be made in the minimum requirements to allow DMs to downsize the content of minimum requirements for the preparation of a DITP where necessary. This would accommodate those DMs who feel that the current content is too comprehensive for their area or situation. It should be noted that in terms of minimum requirements certain categories of municipality are allowed to prepare ITPs that do not belong in their respective categories. However, such deviation is like upward movement because DMs cannot develop LITPs for themselves, whereas the LMs and DMs are free to prepare a CITP. The assumption that all DMs have equal scope and capacity cannot be justified, hence a review of minimum requirements should be considered.

The DITP and IDP processes should be synchronised to ensure that there is seamless planning in the DM. Furthermore, transport related projects that appear in the DITP must be included in the IDP.
It also seems that DITPs are developed for compliance purposes. Though the minimum requirements prescribe the matters to be included in the DITP, the municipality has to develop a DITP that will reflect the situation in the DM as opposed to developing a DITP for compliance purposes. The DITP should not repeat statements made in the minimum requirements, but it should provide practical answers. Hence, at times it is found that there is very limited linkage between what is planned and what is implemented on the ground.

The other contributing factor to this limited linkage between planning and implementing is that the budget for implementing transport projects is located at LMs; hence LMs find it difficult to implement projects emanating from the DITP because transport projects listed in the DITPs are not their priority. Mitigating this challenge should form part of the project prioritisation process.

If this provision could be made, transport needs for the entire DM will be tabled and a prioritisation process will be conducted in which all LMs within a DM will participate. Failure to have such a structure may prevent LMs from contributing meaningfully in the DITP development and implementation. This is echoed by provisions of the Municipal Systems Act (2000), which provide that all municipalities have to undertake an IDP process to develop IDPs. It further notes that DMs, after following a consultative process with the LMs in their areas, must adopt a framework for development of the IDP in the area as a whole.

Various changes were made in the minimum requirements to ensure that the ITPs were streamlined to match the size and capacity of the different municipalities, as well as to provide clear guidance on the development of ITPs. However, challenges in developing and implementing the ITPs persist because of lack of human resources and organisation capacity. Legislation may provide more transport functions to municipalities, but if such functional areas are not located in the organisational structure of the municipality, it will be very challenging to perform the function. Therefore, in ensuring that minimum requirements are met, the DM should at least employ people with skills and experience in transport planning/traffic engineering, transport economics, civil engineering and land use planning.

It is clear that there are challenges in finding suitable personnel in municipalities to deliver on the minimum requirements. As a result, ITPs are prepared by consultants.
on behalf of municipalities. This places municipalities in a compromised position because they cannot meaningfully contribute and review the quality of the ITP produced by consultants because of the lack of transport-related human resources.

Furthermore, to satisfy the minimum requirements for the DITP, the respondents were of the view that the following staff and skills are required, even if the planning tasks are to be contracted to consultants:

- one master’s degree graduate in transport engineering, or traffic and transport planning or transport economics, or town planning with a transport component, with a minimum of five years’ experience in transport planning;
- two graduates with any of the above qualifications and two years’ experience;
- two transport or traffic or engineering technicians; and
- secretarial staff.

Only on rare occasions will a DM have an organisational structure that includes transport planning as a standing division. Therefore, the DM’s organogram should be realigned to accommodate transport functions. The fact that the transport sector is a highly specialised field indicates that an organisational structure with a simple transport division consisting of one or two managers supported by professional administrative support with knowledge in the transport sector should be considered.

DMs at times find it unnecessary to allocate funds to transport projects since they believe that transport is not their core function, whereas LMs implement only what they can afford to implement. Data collection from the LMs is often difficult since LMs sometimes withhold information on the assumption that the DM is trying to take over their responsibilities. The DMs therefore need to reorganise their organisational structures to respond to their constitutional mandate with regard to transport functions.

The view regarding to the abovementioned proposed staff and skills required to meet the minimum requirements for preparation of a DITP is echoed by the fact that Sedibeng DM had almost the same staffing and skills responsible for transport-planning functions and its DITP was fairly comprehensive.
CHAPTER 9 CONCLUSION

9.1 SYNTHESIS

The research aimed firstly to assess how well DMs meet minimum requirements for the preparation of ITPs, drawing upon two case studies and secondly, to assess human resource and organisational capacity constraints that influence the performance of the two district municipalities (DMs).

The primary research questions of the study aimed to establish:

- What are the DITP minimum requirements?
- How well do the case study DMs (Alfred Nzo and Sedibeng) meet/comply with minimum requirements?
- What capacity is required by DMs to meet the minimum requirements?
- What actual capacity do the case study DMs have to meet the minimum requirements?
- Do actual capacity constraints in the case study DMs impact on the performance of DM in relation to its transport mandate? and,
- What mitigating interventions might the DoT consider to better match requirements and capacity?

What are the minimum requirements for the DITP?

Minimum requirements prescribe transport matters that DMs must follow when preparing their ITPs. Nevertheless, DMs may plan beyond what is prescribed by the minimum requirements if dictated to do so by the environment. Minimum requirements give a high-level overview of what is to be covered when the DM is developing a DITP.

The minimum requirement for the preparation of the DITP includes the data required to compile a transport register that includes the CPTR. The transport register is used to define the district’s transport accessibility and mobility problems and to assess transport demands.

The DITP process includes understanding current demand by transport mode, predicting future population growth and spatial development and the future demand for transport. The outputs of these processes are documented in various chapters of the DITP.
Generally the DITPs meet the minimum requirements. However, analysis has shown that they often contain assumptions that are difficult to verify due to lack of supporting evidence. For example, some municipalities do not have a current public transport records/transport register, which leads one to question the degree of accuracy of the public transport strategy as presented in the DITPs.

Reviewing the minimum requirements might work to ensure that impoverished DMs are not subjected to requirements that are biased towards more affluent DMs. In the reviewed minimum requirements a monitoring chapter should be included to ensure that quality control measures are put in place, as well as tools to monitor projects listed in the DITP.

How well do the case study DMs (Alfred Nzo and Sedibeng) meet/comply with minimum requirements?

**Alfred Nzo DM**

It is clear from the data presented in the Alfred Nzo DITP that certain information was omitted, such as the organisational structure responsible for the ITP as it should be according to the minimum requirements.

Although the role of the provincial department is greatly appreciated, the Alfred Nzo DM should have been the main driver of the process to ensure that the DITP is implemented. If the municipality cannot develop its own plan it is unlikely that it will implement a plan produced by a provincial department on its behalf.

The Alfred Nzo DITP could not provide details about the CPTR as provided in the minimum requirements, except to mention the method that was followed when collecting the data. In terms of minimum requirements for the preparation of the DITP all DMs are required to prepare a CPTR as part of a transport register. This should describe the public transport facilities and routes in the DM, assess the supply and demand in order to get an indication of the utilisation of public transport and assess the quality of the public transport infrastructure and services in the DM.

The Alfred Nzo DITP made no mention of the long-distance routes originating within the DM except to suggest that multimodal facilities should be provided to accommodate long-distance taxis and buses. The omission of long-distance routes is an error, because the Alfred Nzo DM is one of the labour-sending areas to various mines around the country. Every Sunday buses and taxis leave or pass through the
DM using the N2 route to various provinces: that fact should have been reflected in the DITP, specifically the long-distance routes.

It should be noted that certain chapters of the Alfred Nzo DITP were not necessary. For example, if there are no subsidised services in the area there is no need to formulate the plan or to include the RATplan as a chapter in the DITP. This error may have been compounded by a lack of understanding of the reason for the development of a RATplan. If there is no information in certain chapters, there is no need to include them in the DITP.

It has been noted that the executive summary of the Alfred Nzo DITP regarded its DITP as a PTP. It has also been noted that at times reference is made to the minimum requirements of 2002, which were replaced by the minimum requirements of 2007. The minimum requirements of 2007 are mentioned at the beginning of the DITP.

It is clear from the data presented by the Alfred Nzo DM that the DITP document was not properly prepared: it appears as if it was developed for compliance purposes. Other factors contributing to this impression are the lack of human resources and organisational capacity at the DM to monitor the development and implementation of the DITP. If there were sufficient personnel and a proper organisational structure in the DM some errors that were identified in the DITP could have been avoided much earlier in the DITP development process (before its presentation to the council for approval).

**Sedibeng DM**

The Sedibeng DITP is fairly comprehensive and went beyond the scope of minimum requirements. The DM added a monitoring chapter to ensure that projects and programmes listed in the DITP are implemented and monitored. However, the logical order of some chapters needs to be reviewed; for example, Chapter 15 (Monitoring) would have been better positioned after Chapters 16 (Funding) and 17 (Implementation of ITP).

The minimum content of the Sedibeng DITP may be regarded as satisfactory, but inconsistency in the presentation of certain chapters should not be encouraged, especially renaming chapters that are in the minimum requirements under other names, even though the contents are in line with minimum requirements. In order to establish whether the chapter is the one prescribed in the minimum requirements or
not, one should read the content; for example, the presentation of the transport register
as the Status Quo of Travel Behaviour, Land Use and Public Transport chapter. This
may be interpreted to mean that the DM follows its own planning process and this has
led to the overlapping of certain information, as highlighted above.

The detailed nature of the Sedibeng DITP could be attributed to the fact that there is
a proper organisational structure and a human resource capacity responsible for
transport in the DM. It is further noted that most funded projects listed in the Sedibeng
DITP are funded through a municipal infrastructure grant and other funding
mechanisms.

*What actual capacity do the case study DMs have to meet these minimum
requirements?*

The Alfred Nzo DM had only one official responsible for transport planning (which
includes DITP development). It was further noted that the other factor that might lead
to a lack of human resource capacity in the DM is that the transport function is not
viewed as one of the DM’s core functions. This view is contrary to the provisions of the
MSA, which prescribes that DMs are responsible for the regulation of passenger
transport services. This confusion might be related to the other provision of the MSA
which states that transport functions and powers may be moved or allocated to the
LMs, even though these are the DM functions. However, this adjustment or allocation
of functions and powers occurs only if the municipality in which the function or power
is vested lacks the capacity to perform that function or exercise that power.

The fact that no LM developed an ITP in the Alfred Nzo DM is an indication that these
LMs lack capacity. The DM would have been a better place to perform the transport
function and coordinate functions and powers for all the LMs. In a rural DM such as
Alfred Nzo, this could function well with a few specialised officials supported by
capable administrative support with a knowledge of transport.

The Sedibeng DM had only four permanent officials responsible for discharging the
transport-planning function. This number does not include those officials who are
seconded from other departments in the DM. It is further stated that there are some
liaison and communication mechanisms available to coordinate transport planning
with other stakeholders both within the DM and externally.
The organisational structure for transport in the Sedibeng DM is part of the cluster transport, infrastructure and environment. This cluster is responsible for infrastructure such as roads, storm water, water and sanitation. The Sedibeng DM has a fairly robust organisational structure, which may contribute to the comprehensiveness and implementation of the DITP.

The National Land Transport Act 5 of 2009 (South Africa, 2009) (NLTA), highlights the transport functions that municipalities should perform and the functions that should be assigned to them. However, Situma (2002) argues, “there is an urgent need to review promulgated policies and realign them to the realities in terms of the identified shortcomings”. One may concur with this assertion in the sense that it is of no use to keep policy or regulations unchanged and continue giving municipalities more functions whilst they are not capacitated to implement these policies. However, the assertion by Basson et al. (2003), should be considered: this indicates that if management makes a significant change in its organisation’s strategy, the structure will need to be modified to accommodate and support this change. This assertion echoes the argument that organisations should constantly modify and refine the mechanisms used to achieve their purposes, rearranging the structure of roles and relationships and managerial processes.

Contrary to Situma’s (2002) opinion, Higgins (2005) indicates, “changes in strategy do not occur in isolation, it is essential therefore to ensure that the other key organisational factors are aligned to the strategy”. Higgins’ (2005) statement supports the fact that transport evolves and therefore organisational structure and capacity should reflect this evolution. The assertion by Higgins as provided above concurs with Basson et al. (2003), who concluded by indicating that structure should follow strategy. However, such modifications should be informed by the extent of change brought into the organisation by the policy or strategy. Municipalities should avoid a situation wherein they rearrange the organisational structure whenever there is a change in policy, because at times a change in policy does not warrant a change in structure but simply an adjustment to human resources to be deployed in response to such change.
Do actual capacity constraints in the case study DMs impact upon the performance of DM in relation to its transport mandate?

The hypothesis that the lack of human resources and organisational capacity have a negative impact on the development and implementation of the ITPs at DMs is supported. The ITP development by the DM with smaller or no capacity tends to produce an ITP of lower quality compared to DMs with moderate or sufficient capacity. In the case of the two case studies presented in this research, the Alfred Nzo DM could not develop a credible DITP and although a service provider was appointed, the quality was questionable. This could be attributed to a lack of capacity to supervise or manage consultants. In the case of Sedibeng DM the DITP could be regarded as it met the minimum requirements and beyond because they added new chapters.

The Alfred Nzo DITP could not be viewed as meeting the minimum capacity requirements because, the DM had no human resource or organisational capacity. There was only one official responsible for DITP development and implementation.

Whilst, the Sedibeng DITP could be viewed as meeting the minimum capacity requirements because the DM had human resource and organisational capacity. The DM presented its own organogram and, human resource capacity responsible for transport as mentioned above. Therefore, a municipality needs to have competent technical staff and reliable standards, systems and processes to fulfil their mandate (Reeves, 2009). The availability of these resources enables the municipality to plan, build, maintain and operate public transport networks safely and reliably.

The lack of human resources and organisational capacity constraints is evidenced by poor compliance with minimum requirements. This is apparent in the analyses of the two case studies. The shortage of human resources is obvious in both case studies, even though the Sedibeng DM has a fairly good organisational structure with four officials responsible for transport. However, with the few officials appointed by the Sedibeng DM, a positive impact is noticeable in the quality of its DITP.

What mitigating interventions might the DoT consider to better match requirements and capacity?

The development of the DITP should be regarded as an incentive to the DMs to encourage them to allocate resources for capacity development. The Division of Revenue Act of 2016 (DORA) provides various conditional grants to be transferred to
the municipal sphere of government. In most cases projects that appear in the IDP and its sector plans are funded through these grants. Some conditions of these grants stipulate that in order for projects to be funded, they must be included in the IDP or its sector plan.

However, with regard to transport related conditional grants mentioned in DORA (2016), no such conditions are made that the projects must appear from the IDP or ITP. A point in case is the Rural Roads Asset Management Systems grant whereby DMs are expected to collect data on all the municipal roads in their area so that the spending of infrastructure funds can be properly planned to maximise impact. In the conditions of this particular grant as provided in DORA (2016), there is no indication that the grant will also be awarded to those DMs that provided the status of road conditions as required by the Chapter 3 of the minimum requirements. This provides that the DITP must include a table that shows the conditions of major roads in relation to the road authority.

Should the DITP development be one of the conditions for transferring this grant, the development of ITPs could be prioritised by the DMs and the quality may improve. This will force the DMs to increase human resource capacity, as well as to establish dedicated units for transport in the DM’s organisational structure.

IDPs are assessed every year whilst there is no legal basis to assess ITPs annually. Should the DoT be part of the annual assessment, the significance of the ITPs could be realised by the municipalities and again, this may lead to the development of better quality and more credible ITPs and their implementation.

Furthermore, in ensuring that ITPs are taken seriously and implemented, the minister of transport should consult with the minister for local government and all MECs responsible for transport and local government when developing minimum requirements for the preparation of the ITPs. One believes that this may elevate the importance of ITPs to the municipalities and improve the alignment of the assessment process of the two plans (IDP and ITP).

The TETA is working with certain universities and Further Education and Training colleges to improve skills in the transport sector. However, this initiative is hardly visible in terms of promoting their programmes. It should be noted that the national DoT has tried to spearhead the process of developing customised transport planning
qualifications, but this has not materialised. The DoT, in consultation with TETA, must resuscitate this process in order to address the issue of transport skill shortages. Once transport-related studies become easily accessible, the number of graduates specialising in transport-related studies will increase and DMs will be able to employ people with skills.

The other option that could improve the situation would be to provide a focused training programme at a very basic level for personnel who are currently employed by the DM and who are dealing with the preparation of the DITP. This will specifically address the knowledge and understanding required for the preparation of the DITP.

There are some categories of DM in terms of the MSA (Act no. 117 of 1998, as amended) with various responsibilities. Some of the DMs are not empowered with a public transport function. This implies that if the DM is not empowered by the municipal prescripts to perform certain functions, then that DM will not have the budget or capacity for such a function. Hence, there will be no need to prepare the DITP. However, the minimum requirements stipulate that all DMs are to prepare DITPs. This assertion from the minimum requirements does not consider the fact that some DMs are not empowered to perform the transport function. As a result, some DMs eventually develop DITPs simply to ensure compliance with the minimum requirements.

To ensure that the transport function is promoted at DM level, amendments to the MSA or regulations should be effected to empower all DMs to perform the transport function. This will be in line with the provisions of NDP 2030, which states that attention needs to be given to redefining the powers and functions of local government in the areas of public transport, land use planning and economic development, among others. Giving DMs powers to produce budgets and create capacity for the transport function will ensure proper integration between the DM and its LMs. This will also encourage DMs to increase capacity in their transport unit or establish one if they have no transport unit.

Furthermore, in addressing the transport planning challenges, municipalities may maintain a core, in-house, specialist engineering and transport planner to provide specialist technical services and advice whilst fulfilling the user requirements (Reeves, 2009). This assertion, supported by the Infrastructure Skills Development grant, might
be a solution to the skills shortage in some DMs. The Infrastructure Skills Development grant develops capacity within municipalities by creating a sustainable pool of young professionals with technical skills related to municipal services such as town planning (DORA, 2016).

9.2 RECOMMENDATIONS

Based on this study several recommendations can be made in response to the research questions and objectives.

9.2.1 Placement of transport planners at DM level

The Constitution of the Republic of South Africa (South Africa, 1996), states that public transport is a concurrent responsibility shared by the national and provincial governments. The NDP 2030 (2011), highlights that the capacity of municipalities to plan effectively is a significant challenge that needs to be addressed, supported by the efforts of both national and provincial government. It is understood that the national DoT is placing young professionals (interns) at various municipalities, but that is not wholly satisfactory. It was reported previously that very few of these young professionals are retained by the municipalities when the internship expires, leaving municipalities in the same position as they were before the employment of the interns.

In ensuring that there is capacity at DM level, the DoT, in consultation with provincial departments responsible for public transport and SALGA, must place qualified transport planners at DM level. These transport planners will report to the municipality, as well as the national DoT where necessary. This reporting arrangement could be managed through a memorandum of understanding. These officials would be responsible for the transport function within the DM and when the DoT places young professionals in the DMs or LMs they will be under the guidance of the transport planners. DMs may also use the opportunity provided by National Treasury through the Infrastructure Skills Development grant to improve the skills of personnel in the DM. Should the national and provincial departments of transport take the lead in this process, their intervention will be limited to terms and conditions as specified in the memorandum of understanding. Such placement might only be for a limited time whilst DMs are putting systems in place.

The transport planners should be placed with the aim of increasing capacity whilst the DM is working on the reconfiguration of the organisational structure. This will ensure
that by the time the national and provincial governments withdraw their capacity support there is an established need for the transport structure and there is capacity in the DMs.

9.2.2 Amend the minimum content of the DITPs to meet the available capacity constraints and align the categorisation of municipalities to that provided in the MSA

The minimum requirements for the preparation of the DITP may be exhaustive at times where there is no capacity in the DM and the preparation of the DITP is expensive. Therefore, the minimum requirements should make provision that where there is no capacity the DM may produce a DITP equivalent to the minimum requirements content prescribed for LITP. However, it should be noted that lack of capacity will remain a challenge, even if minimum requirements are reviewed, but the challenge will be less if DMs with lower capacity are allowed to prepare ITPs equivalent to LITP.

The development of the DITP based on the minimum requirements for the preparation of the LITP could be simple and it could save money for the DMs. The project list and budget could only focus on those LMs within the DM who do have means to improve transport-related projects. Where there is no such capacity the DM should take charge, identify projects and implement them.

The DMs and the LMs may also develop a DITP framework where consensus will be reached between the DM and LMs on areas of priority and the content of the DITP. If one looks at the case of the Alfred Nzo DM, where not one LM has developed a local ITP, the DITP framework could assist in the identification of transport priority projects and programmes for these LMs. Therefore, when rethinking the minimum requirements, provision should be made for a DITP framework.

It should be noted that in terms of the minimum requirements for the preparation of DITPs, no consensus should be reached between the DM and its LMs about areas of priority and the content of the DITP, except that a summary of projects from LITPs within the DM must be included in the DITP. The minimum requirements should provide for the development of measures to monitor the implementation of the DITP. Such measures will assist to track progress made with regard to implementation of transport projects listed in the DITP, as well as to devise the means to unlock the bottlenecks where possible.
Furthermore, there should be a single categorisation of municipalities that is linked to the allocation of functions to ensure that DMs are clear on what type of plan they must develop based on their functions as provided in the MSA. The minimum requirements should acknowledge this categorisation of municipalities, and where there is a need for the DM to scale down the minimum content of its plan based on capacity limitations or class of DM, the minimum requirements should permit these deviations. The minimum requirements should ensure that these variations are not discretionary.

9.3 FUTURE RESEARCH NEEDS

The recommendations for further research should be extended to establish the feasibility of establishing Transport Planning Authorities at DM level and to explore the impact of empowering all DMs with transport planning functions versus the establishment of Transport Planning Authorities at DM level.
REFERENCE LIST


Sedibeng District Municipality District Integrated Transport plan (2010). Sedibeng District Municipality


## APPENDIX 1: RESEARCH QUESTIONNAIRE

### QUESTIONNAIRE

<table>
<thead>
<tr>
<th>RESPONDENTS PROFILE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Name of organisation:</strong></td>
</tr>
<tr>
<td><strong>Position in the organisation:</strong></td>
</tr>
<tr>
<td><strong>Education level:</strong></td>
</tr>
<tr>
<td><em>(National and provincial)</em></td>
</tr>
</tbody>
</table>

1. **What is your understanding of the minimum requirements for the preparation of District Integrated Transport Plans (DITPs)?**

   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................

2. **What minimum staffing capacities and staff educational qualifications and experience do District Municipality (DM) transport officials require to meet minimum requirements for the preparation of DITPs?**

   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................

3. **What is the actual capacity of DM officials, and how does this vary across DMs?**

   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................

4. **What has been the quality of the DITPs produced? (Do they meet minimum requirements for the preparation of DITPs?)**

   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................
   ........................................................................................................................................
5. How effectively are the DITPs being implemented?

6. If required and actual DM capacities do not match the minimum requirements for preparation of DITP, what should be done to improve the situation?

(DM Officials)

7. What is your understanding of the minimum requirements for the preparation of DITPs?

8. Describe your current DITP:
   a. When was it produced and approved by council?
   b. Who was responsible for producing it?
   c. How does it relate to the Integrated Development Plan?
9. What were the biggest challenges in preparing the DITP?

10. Was the outcome satisfactory? (How satisfied were you with the outcome?)

11. How effectively is the DITP being implemented?

12. What is the organisational arrangement with regard to the transport officials in the DM? (I.e. How are transport officials organised, and where do they sit in the organisational structure of the DM)

13. How many transport officials are there in the DM, and what are their levels of experience and qualification?

14. Is the organisational structure and capacity amongst transport officials sufficient to meet the minimum requirements of DITPs?
15. If not, what organisational structure and capacity amongst transport officials would you ideally like to have? And why?

16. Are the minimum requirements for the preparation of DITPs too onerous on the DM? If so, how might they be changed?

**(Other experts/consultants)**

The Minister of Transport, in consultation with MECs, has prescribed minimum requirements for the preparation of DITPs in the Government Gazette No. 30506 of 30 November 2007.

17. Are these minimum requirements still relevant?

18. If not, what areas/parts of the minimum requirements require review?

19. In your opinion, do the DMs have the staffing capacity to match the minimum requirements as prescribed by the Minister?
20. What minimum staffing capacities and qualifications do DM transport officials require to meet the minimum requirements for the preparation of DITPs?

21. What were the biggest challenges in developing the DITPs?

22. What should be the approach of the National and Provincial Departments of Transport, and district municipalities in ensuring that the capacity constraints and other challenges as mentioned in question 5 above are addressed?