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Issues of alignment: linking transport planning to integrated development planning

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Appendix C	**San Diego**	**LASER**	**Oregon Statewide**	**Trans Pen nine**
Study area	San Diego MPO, US	London, UK	Oregon state, US	North England, UK
Forecast year	1995-2020	1991-2011	1990-2020	1991-2021
Land-use & transportation model	A-type	B-type	B-type	A-type
Time step	5	5	5	1 for land use 5 for transp.
Land use				
Land use model	**DRAM/EMPAL**	**MEPLAN**	**TRANUS**	**DELTA**
Scale of application	Metropolitan	Metropolitan	Regional	Regional
Number of zone	208	84	145	109
Land category	Type of land	Type of floorspace	Type of regional land	Type of floorspace
Household category	By family structure	By employment type	By income level	By structure/life stage
Transportation effect of	Travel time	Trade disutility	Trade disutility	Accessibility
Transportation effect in	Location choice	Location choice	Location choice	Area utility
Transportation				
Transportation model	**In house developed**	**MEPLAN**	**TRANUS**	**START**
Essence of model	4-step	Deducted 4-step	Deducted 4-step	4-step

Number of zone	4.545	84	145	109
Public transportation	y	y	y	Y
Non-motorised mode	y	y	N	Y
Goods transportation	n	y	y	Y
Transfer from land use model	Activity location	Activity location, Trip matrix	Activity location, Trip matrix	Activity location
Effect of land use in	Trip generation	Trip generation	Trip generation	Trip generation
	Mode choice	Trip generation	Trip generation	
Interaction				
Time lag effect	y	y	y	Y
Land use to transportation	Activity distribution	Trip OD	Trip OD	Activity distribution
Transportation to land use	Travel time	Travel time Money transportation cost	Travel time Money transportation cost	Accessibility
Transportation Policy Capability				
Investment & services	y	y	Project ongoing	Y
Regulatory	y	y		Y
Pricing	y	y		Y

APPENDIX D: TRANSPORT PLANS SUMMARY

A.1 NATIONAL LAND TRANSPORT STRATEGIC FRAMEWORK

Prepared by: National Department of Transport

Annually, with 5-year horizon

Objective: To guide land transport planning countrywide

Content:

- National vision and goals on land transport
- Structures for:
    - Integration of national, provincial, and local planning
    - Resolving conflicts between land-use and transport planning
    - Resolving conflicts between provinces and municipalities
- General nationwide strategy for:
    - Public transport restructuring
    - Freight transport
    - Rail transport (including long-distance passenger rail and commuter rail concessioning)
    - National roads
    - Cross-border land transport
    - Interprovincial land transport
    - Tourism
    - Land transport and the environment
    - Land-use restructuring
    - Transporting persons with disabilities
- National key performance indicators

A.2 PROVINCIAL LAND TRANSPORT FRAMEWORK

Prepared by relevant department of every provincial administration

Annually, with 5-year horizon

Objective: Initially to guide transport planning within the province, and in subsequent plans also to summarise ongoing planning actions in the province

Suggested content:

- Provincial vision, policy, specific goals, objectives and criteria, and broad approach and strategies

- Institutional arrangements
- Declaration of Transport Areas and establishment of Transport Authorities
    - Specific issues relating to rural areas
    - Specific issues relating to development corridors
    - Transformation and timing
- Structures for
    - Coordination between transport plans
    - Coordination and conflict resolution between transport and land-use plans
    - Liaison on inter-provincial services
- Budget and funding sources
- Existing provincial plans or strategies:
    - Spatial
    - Roads and infrastructure
    - Public transport (including cross-Transport Authority borders)
    - Hazardous substances
    - Tourism
    - Long distance services (intra and interprovincial)
- Performance monitoring: KPIs to be used (see TPG1 (1997) for list of KPIs)
- Strategic level maps showing location of future priority development areas, in relation to:
    - TA boundaries and population densities
    - Employment densities

  (This element required by TPR1 (1997) but not by NLTTB (2000))

Subsequent frameworks also to include:

- Summary of local plans of previous financial year
- Projects planned and undertaken
- Achievement of objectives measured by KPIs

A.3 CURRENT PUBLIC TRANSPORT RECORD

Prepared by all Transport Authorities, Core Cities, and Municipalities at request of MEC

Updated annually

Objective: To provide a detailed record of the current level of public transport supply and utilisation on which planning is to be based

Content:

See the following documents for more guidance:

- ”Requirements and Format for the Preparation of Current Public Transport Records by Core Cities”, Notice No. 847 of 1998, Government Gazette of 22 May 1998.
- TRP2: “Transitional Information Requirements for Public Transport”, 1998.

Major elements to be captured include the following:

Minibus-taxi information:

By association: details, vehicles, permits, ranks, holding areas, fares, etc.

By rank and holding area: associations, routes served, no of vehicles, no of bays required and available, surplus/shortfall in bays

By route section: route numbers, no of vehicles, trips, seats, passengers, surplus/shortfall

By route: no of vehicles, trips, seats, passengers, surplus/shortfall

Bus services:

By operator: routes, route descriptions, timetables, fare tables

By terminal: operators, routes served, no of departures, no of bays required and available, surplus/shortfall

By route section: route numbers, operator, no of trips, seats, passengers, surplus/shortfall

By route: route numbers, operator, no of trips, seats, passengers, surplus/shortfall

Rail services:

By station: facilities available

By route section: route number, no of trains, capacity (by fare class), no of passengers (by class)

By route: route section number, no of trains, capacity (by fare class), no of passengers (by class), surplus/shortfall (by class)

Metered taxi services:

By operator: details of vehicles, permits, areas, fares, ranks

By rank used: operators, no of vehicles, most common destination, no of bays required and available, surplus/shortfall

A.4 OPERATING LICENCE STRATEGY

Prepared by all Transport Authorities, Core Cities, and Municipalities at request of MEC
Updated annually, within 2 months of the CPTR, as an input into Public Transport Plan (PTP).

Objective: To guide the Provincial Operating Licence Board in approving new or amended licences for public transport services, both for services identified in the PTP and for applications for new services not provided for by the PTP.

Suggested content:

The Operating Licence Strategy could be a general strategic document. It is suggested that the initial strategy set out general principles for awarding licences in the area, while plans for corridor or route-level services may be included in the Rationalisation Plan, PTP, and subsequent Operating Licence strategies.

The Operating Licence Strategy specifies the Planning Authority's policy and strategy with regard to:

- Goals to be achieved in awarding operating licences, e.g. to balance supply & demand
- Identification of different types of PT services, e.g. line-haul, feeder, scholar, dial-a-ride, transborder services.
- Preferred mode(s) for undertaking each type of PT service, based on costs, capacity, local conditions.
- Requirements for awarding licences, e.g.
    - Suitability of vehicles
    - Availability of adequate ranks, terminals, stops, and other facilities
    - Need for additional transport supply in the corridor, i.e. existing or planned services must not already adequately satisfy transport demand.
    - No wasteful competition with subsidised PT services in the corridor
    - No legal restrictions of relevant municipalities
    - Applicant's record, ability to provide the service, and registration with taxi association (where relevant)
    - Representations by affected parties adequately addressed.
- Specific requirements for awarding licences for commercial contracts for unsubsidised services
- Specific requirements for converting permits to licences for taxis, given

recapitalisation

- Conditions to be imposed by the board.

Note: the Minister and/or MEC may prescribe the content of the strategy in more detail.

A.5 RATIONALISATION PLAN

Prepared by Transport Authorities, Core Cities, and Municipalities at request of MEC, which have subsidised public transport services

Annually, within 4 months of the CPTR, as an input into the Public Transport Plan (PTP)

Objective: To provide for the planning of subsidised services so as to achieve optimal rationalisation, minimum subsidies, and minimum competition between subsidised services.

Suggested content:

Guiding inputs:

- Identification of key nodes and corridors served by subsidised services
- Relevant plans for development of nodes and corridors (from PTP if available)
- Identification of competing services, oversupply, and duplication on these corridors
- Goals for utilisation, cost recovery, and passenger level of service to be pursued
- Actual utilisation, cost recovery, and passenger level of service at present (from CPTR)

Plan:

- Proposed changes to routes and networks: services to be combined, decreased, rerouted, etc.
- Expected impacts in terms of:
    - passenger capacity
    - utilisation of services
    - cost recovery
    - passenger level of service, benefits and costs
    - subsidy bill
    - impacts on other modes (subsidised and unsubsidised)
- Policy for structuring of contracts or concessions for competitive tendering

- Obstacles foreseen in implementing Rationalisation Plan, and strategy for addressing them

A.6 PUBLIC TRANSPORT PLAN

Prepared by all Transport Authorities, Core Cities, and Municipalities at request of MEC

Updated annually, approximately 6 months after completing the CPTR

Objective: To specify the public transport services to be provided in the planning area, including all scheduled and unscheduled services, facilities and infrastructure.

Suggested content:

- Vision, goals, and objectives for public transport in the area
- External influences on public transport, e.g. land-use changes, migration, economic development
- Multimodal plan for developing primary and secondary nodes and corridors
- Overview of current public transport services (summary of CPTR), identifying areas of over and under-supply, competing services, and duplication
- Principles for converting permits to operating licences, awarding new or amended licences, and dealing with interim and current tendered contracts (from Operating Licence Strategy)
- Principles for identifying preferred or optimal mode(s) in each corridor (from Operating Licence Strategy)
- Specifications for subsidised (from Rationalisation Plan) and unsubsidised services:
    - Modes, level of supply, and frequencies desired per corridor, and changes to routes: services to be combined, decreased, rerouted, etc.
    - Expected impacts in terms of:
        - passenger capacity
        - utilisation of services
        - cost recovery
        - passenger level of service, benefits and costs
        - subsidy bill
        - impacts on other modes (subsidised and unsubsidised)
- Plans for construction, upgrading, and management of public transport facilities
- Specific strategies for addressing:

- Transport needs of learners and people with disabilities
- Modal integration for public transport
- Fare systems for public transport, including fare structure, fare levels, and technology

- Financial implications of the PTP, including budget and funding sources.

** See also TPG6, "Guidelines for preparing the public transport plan: A component of the integrated transport plan", 1998.

A.7 INTEGRATED TRANSPORT PLAN

Prepared by all Transport Authorities, Core Cities, and Municipalities at request of MEC

Annually, with 5-year horizon

Objective: To formulate the planning authority's vision, objectives, and plans for transport (both public and private) in the planning area.

Suggested content:

- Description of existing transport situation, including public and private transport networks, demographics, land-use, travel, problems, issues, environmental constraints, and funding
- Description of mobility needs of the population
- Analysis of demand for movement by all modes over the network
- Alternative future scenarios, and the method of evaluation for identifying desired scenario
- Goals, objectives, and policies for pursuing desired transport scenario, and changes since the previous year's ITP*
- Long-term strategic plan and short-term plan (5 years), including:
  - List of projects to be undertaken and their costs*
  - The latest Public Transport Plan*
  - Land-use development, showing strategies for infill development and densification along public transport corridors, and interface with land development objectives
  - Strategies for minimising environmental impacts of transport
  - General strategy for travel demand management*
  - Strategy for road and infrastructure provision, improvement, and maintenance*
  - Strategy for freight movement

    - General strategy or plan for the movement of hazardous substances*
- Business and marketing plan for public transport
- Monitoring programme and Key Performance Indicators to be used
- Financial plan detailing budget, expenditure and revenue sources*

* Required by NLTT Act (22 of 2000)

** See TPG1, “Guidelines for the preparation of an integrated transport plan”, 1997, and other guidelines.

APPENDIX B:

3. THE LEGAL ARENA FOR DEVELOPMENT PLANNING IN SOUTH AFRICA:

LOCAL GOVERNMENT/MUNICIPAL PLANNING

- **Local Government Transition Act Second Amendment Act, Act 97 of 1996**

This Act primarily provided for the restructuring of local government and for the formulation and implementation of Integrated Development Plans (IDPs) by local authorities. Per definition an IDP is a plan that is aimed at the *"… integrated development and management of the area of jurisdiction of the municipality concerned in terms of its powers and duties, taking into account the General Principles as set out in Chapter 1 of the Development Facilitation Act 67 of 1995 and if applicable, the subject matter of a Land Development Objective contemplated in Chapter 4 of the Act".*

- **Local Government: Municipal Demarcation Act, Act 27 of 1998**

Sets out the criteria to be adhered to and procedures to be followed by the Demarcation Board in the determination of the boundaries of municipalities.

- **Local Government: Municipal Structures Act, Act 117 of 1998**

Provides for the establishment of various categories of municipalities, describes the functions and powers of each of the categories and sets out the electoral process for municipalities.

- **Local Government: Municipal Systems Bill, 1999**

Provides for the institution of democratic and accountable local government in the country and for systems by which local government will be able to fulfil its developmental mandate.

4. POLICIES AND PROGRAMMES

4.1 NATIONAL

4.1.1 Reconstruction and Development Programme (RDP), 1994

The RDP is a comprehensive sectorally-based socio-economic policy framework that establishes the developmental foundations for the eradication of Apartheid and the building of a democratic, non-racial and non-sexist future. It aims to improve the quality of live of all of South Africa's people through effective and efficient development and delivery that should, above all, be people-driven. Key areas of focus that established the base for several consecutive policy documents were the meeting of basic needs, the development of human resources, the development and growth of the economy and the democratisation of the state and society.

4.1.2 Growth, Employment And Redistribution Strategy (GEAR), 1996

This strategy intends to build the economy through sustainable, accelerated, export-generated growth and a redistribution of income and economic opportunities. It sets out policy objectives for the reintegration of South Africa into the global economy, a reprioritisation of government spending, an expansion of infrastructure investment, the encouragement of industrial development, labour market stability, skills development and the restructuring of state assets, all within the context of a tight fiscal and financial framework.

4.1.3 Urban Development Framework, 1997

This policy framework promotes a policy approach to urban development that will ensure effective urban reconstruction and development. Its key aims are to establish urban environments that are integrated, free of racial and gender discrimination, economically accessible and environmentally sustainable. It is built around four key programmes:

- Integrating the city, which aims to negate apartheid–induced segregation, fragmentation and inequality through the integrated planning, rebuilding and upgrading of townships and informal settlements, planning for higher density land-use and developments, reforming the urban land and planning system, urban transportation and environmental management;

- Improving housing and infrastructure;

- Promoting urban economic development; and

- Creating institutions for delivery.

4.1.4 Rural Development Framework, 1996

This framework establishes guidelines in terms of how government can achieve a rapid and sustained reduction in absolute rural poverty. It proposes that, in order to alleviate the unequal, unjust and insecure position of most people in poverty stricken rural areas, special emphasis should be placed on:

- institutional development, i.e. the promotion of effective democratic bodies in terms of which rural communities can establish priorities for development through the building of local capacity, providing access to funds and implementing local economic development programmes;
- the provision of basic infrastructure and social services; and
- the creation of employment opportunities through the broadening of access to natural resources and the restoration of basic economic rights, while at the same time ensuring sustainable resource use.

4.1.5 White Paper On Local Government, 1998

Moving away from the traditional regulatory role of local government, the White Paper on Local Government spells out the different ways in which local government is to fulfil its Constitutional obligations given the particular needs of South Africa's current

developmental realities. It provides possible institutional models for local authorities, discusses the alignment of local government budgetary processes with development and sets out ways of transforming all local governments into 'developmental local governments'. Under this latter term is understood a local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. For this to happen, it is stressed that greater co-ordination and integration must take place in terms of social, economic, physical and institutional development spheres, as well as between different departments within local authorities and between different spheres of government. It is also argued that the focus of local government must fall on:

- the provision of household infrastructure and services;
- the creation of liveable, integrated cities, towns and rural areas;
- local economic development; and
- community empowerment and redistribution.

4.1.6 White Paper On The Conservation And Sustainable Use Of South Africa's Biological Diversity, 1997

This White Paper aims to integrate the conservation and sustainable use of South Africa's bio-diversity into sectoral and cross-sectoral plans, programmes and policies, while acknowledging the overriding national development priorities in terms of the eradication of poverty, the sustainable development of the country's economy and the social development of all the country's people.

4.1.7 White Paper On South African Land Reform, 1997

This White Paper provides for three land reform programmes, *viz* Redistribution of Land, Restitution of Land Rights and Land Tenure Reform, so as to address the injustices of Apartheid, foster national reconciliation and stability, underpin economic growth and improve household welfare and alleviate poverty. It emphasises the importance of local participation in decision making, gender equality, economic viability and environmental sustainability in the implementation of the three land reform programmes.

4.1.8 Green Paper On Development And Planning, 1999

Describes some of the successes and problems that have been encountered in the endeavours aimed at the transformation of the spatial planning system and the restructuring of the fragmented, inefficient South African landscape. Proposes amendments to the DFA to enable it becoming the key piece of integrated development planning legislation in the country, calls for the rationalisation of provincial planning legislation, proposes a norm-based, minimalist, incremental approach to planning and makes proposals on how land-use management systems can be linked to IDPs. It also argues for each of the three spheres of government to produce an integrated development plan and for the Department of Land Affairs to become the national "departmental home" for spatial planning.

4.1.9 White Paper on Agriculture, 1995

Aims to ensure equitable access to agriculture and to promote the contribution of this sector to the development of communities, society at large and the national economy in a sustainable way.

4.1.10 White Paper on an Environmental Management Policy for South Africa, 1998

Has as one of its key objectives the statutory incorporation of environmental considerations in planning processes. Puts forward an environmental management process that is seen as being able to give substance to Section 24 of the Constitution dealing with the Environment. Sees the Department of Environment and Tourism taking the lead in the co-ordination, monitoring and enforcement of the process.

4.1.11 White Paper on the Development and Promotion of Tourism, 1996

Outlines both the potential tourism has for contributing to the realisation of the objectives of the RDP, as well as the barriers/constraints to achieving this. Provides a set of principles and strategies of how this strategic role can be fulfilled in a sustainable way. Specifies the roles to be played by each sphere of government and other role players in

the implementation of the White Paper. Proposes an organisational structure in which the functions of the various spheres of government in tourism development are indicated. Sets targets for tourism development over the next decade.

4.1.12 GEAR

Strives to create a framework for implementing the policies in the White Paper on Tourism with the explicit aim of assisting in the realisation of the goals of GEAR.

4.1.12 Draft White Paper on the Energy Policy of the RSA, 1998

Puts in place and clarifies government's policy regarding the supply and consumption of energy for the next ten years. Provides for a process of Integrated Energy Planning (IEP), a multi-dimensional, very technical process, which inter alia includes an analysis of energy needs, the linkages of the energy sector to the macro economy, energy supplies and the effect of other sectors on the energy sector. A commitment is made in the document to ensure that IEP will be "adequately included" in the Integrated Environmental Management process to be undertaken in terms of the National Environmental Management Act, Act 107 of 1998.

Acknowledges the environmental impacts of the energy sector and the need to reduce emissions, the development and use of alternative and renewable resources and the need for more efficient use of energy.

Commits the department to pro-actively working with other government departments and public authorities in order to improve the management of the environmental impacts of energy use by industry, mining and commerce. Also commits the department to advising other departments, such as Finance and Transport, on the energy efficiency implications of alternative transport modes and public transport subsidies, as well as the provision of assistance in the formulation of fiscal and transport policies to promote energy conservation and efficiency.

Provides for Integrated Resource Planning (IPR), a process concerned with the acquisition of least-cost energy resources, while taking into account the need to maintain adequate, reliable, safe and environmentally sound energy services for all customers.

Makes provision for the setting up of mechanisms in terms of which local and provincial "physical planning" activities can be integrated and co-ordinated with energy and resource planning.

4.1.13 White Paper: Public Works into the 21st Century, 1997

Sets out key departmental programmes for the next five years and demonstrates how the department intends being of assistance in meeting South Africa's broader socio-economic objectives through expanded investments in public works, changes in its approach to public works programmes, property investments, property and facilities management and project management. Commits the department to policies and practices that are environmentally sound.