

COEGA INDUSTRIAL DEVELOPMENT ZONE: USING TRANSPORT AS CATALYST FOR DEVELOPMENT

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1. INTRODUCTION

The Khuthele Projects Consortium was appointed in October 1999 by the Coega Development Corporation (CDC) to undertake the *Coega Development Zone and Port Integrated Transportation Study*. This multi-disciplinary consortium consisted of professionals from Khuthele Projects (the lead consultants), BKS, BCEOM (France), Robertson & Hitchins and Kagiso Financial Services.

The Coega project is essentially a South African Government initiative to bring work and job prospects to one of the most underdeveloped areas in the country. The proposed Coega Industrial Development Zone (IDZ) comprises an area of approximately 17 000 hectares and an associated deepwater port located in the Port Elizabeth Metropolitan (PEMET) Area.

This paper contains some of the highlights of this project. Some background information is provided, followed by the viewpoint of PEMET, and information on the essence of the project, indicating how transport was used to facilitate the IDZ development. As can be noted from the paper, the main focus of the project was to integrate transport and land-use development from the onset and to ensure that the IDZ-goals can be met.

2. THE CONCEPT OF THE COEGA INDUSTRIAL DEVELOPMENT ZONE

The most common definition of an IDZ is a territorial enclave treated as being outside the customs territory of the host state, and where goods of foreign origin may be held without customs restrictions or payment of duties. Most IDZs target international trade and internationally mobile investment related to:

- trans-shipment and storage functions usually associated with a major port or airport; and/or
- manufacturing and assembly of products based on competitive skilled labour or significantly low energy costs.

To stimulate the economy of South Africa, Government has designated a number of development zones in the Spatial Development Initiative (SDI) programme. The Coega Project is the first IDZ to be planned for South Africa as an SDI. Accordingly, not only does National Government want the Coega Project to be successful, but also to be the role model for other IDZs. Coega is nationally and internationally strategically located, providing a gateway between South Africa and the global economy.

The success of the Coega Project is essential for the future development of the Eastern Cape Province. With 14% of the land area and 16% of the population of South Africa, the Eastern Cape Province only generates 7.5% of the GDP. Due to a lack of investment the Port Elizabeth Metropolitan Area suffers from a high unemployment rate, estimated to be 60%, and a significantly lower rate of economic growth than the rest of South Africa.

The opportunity now exists to implement the following key elements of the macro-economic strategy in the Eastern Cape Province:

- Promote export-orientated industrial development;
- Promote private financial initiatives;
- Expand the local industrial base;
- Broaden the economic base;
- Create strong forward and backward linkages between industries;
- Create new purpose-built bulk infrastructure of which the deepwater port is an integral part;
- Encourage foreign direct investment; and
- Create employment, develop skills and provide opportunities for SMMEs.

The Coega IDZ is favourably situated and has adequate land available for expansion, adequate electricity and water supplies and well established links to the hinterland. However, to attract inward investment, it is essential to create an enabling environment. This can be done by providing a number of essential aspects, including cost-effective transport.

3. DEVELOPMENT APPROACH

The development approach is based upon the creation of a series of Clusters, which include a wide range of industrial, business, and transport activities. Each Cluster has its own internal economies, but benefits from close proximity to other industries. The benefits of industrial synergy, where one manufacturing, assembly or business activity is based directly upon the products manufactured by a neighbouring plant, can apply to a variety of development clusters with significant potential for Coega. The Clusters have been defined on the basis of current demand, international and national market analysis, experience of similar large-scale development initiatives and the opportunities provided by the site and its regional context. The proposed Development Clusters for Coega are:

- bulk cargo deepwater port;
- metal industries for refinement and production;
- business and leisure activities;
- electronics assembly and manufacture;
- automotive assembly and manufacture;
- mineral processing and construction;
- international standard freight / passenger airport; and
- training institutions related to the Development Zone activities.

Each Cluster will include its own Customs Secure Area (as appropriate), a Facilities Service Centre, land for core industry production / operation and land for directly related activities. The range, scale and content of the Development Clusters will vary in response to market demand. Land and infrastructure requirements will be adapted to accommodate variations in the growth of different industries, and to accept the introduction of new Clusters.

To provide strategic flexibility, the Clusters have been planned within a broad transportation framework. The transportation networks relate closely to the topography of the site, surrounding developments and to the land allocations for each Cluster. The proposed sites for each Cluster have been translated into conventional land uses to ensure flexibility in future planning and land allocations. It is not intended to develop whole Clusters at one point in time, but to phase development to match demand. The anticipated long-term developments have specifically been placed east of the Coega River furthest from the core area.

Phased implementation of the Coega IDZ will be determined by market demand to exploit development opportunities. However, early implementation is planned for the Medium / Heavy Industry Cluster, the Light Industry Cluster, the Commercial and Service Industry Cluster, and for the Port Cluster. Transport and infrastructure corridors will be constructed to serve phased development. Smaller development sites will be allocated for medium and small entrepreneurial industries.

When fully developed, the Coega IDZ could, with downstream gearing, provide between 300 000 and 400 000 employment opportunities. The Integrated Transportation Study has validated a figure of about 240 000 employment opportunities within the IDZ itself.

4. THE COEGA IDZ FROM A PEMET PERSPECTIVE

The provision of an economically sound and environmentally friendly development based on world best practices must be seen as an essential component in Government's commitment to the region. As much as the provision of a bulk cargo and container port is the principal catalyst for the development of the Coega IDZ, so the Coega IDZ can be viewed to be the catalyst for the rejuvenation of the economic well-being of the Eastern Cape Province. The most important benefits arising from the establishment of an IDZ, will be the direct creation of job opportunities and the restoration of business confidence in the province. Although the Coega IDZ will employ highly trained and skilled workers, there will be benefits to large numbers of unemployed persons. A significant benefit in terms of job creation will be realised by the creation of employment opportunities in satellite businesses and industries providing down-stream support to larger industries located within the Coega IDZ. The establishment of industries within the Coega IDZ will have a "knock-on" effect on the industrial fabric of the Port Elizabeth metropole, which will need to adapt to meet the challenges and growth opportunities offered.

The Port Elizabeth, Uitenhage, Despatch area has recently been demarcated as a metropolitan council. As this area is now going through a phase of rapid organisational transition in the lead up to the municipal elections, it has not been possible to complete the preparation of an Integrated Transport Plan to fully address all the issues facing the new Mega City. In the interim, however, several planning initiatives have been completed to address specific issues. These are:

- The Comprehensive Urban Plan for the greater Port Elizabeth area;
- The Motherwell Rail Corridor Study;
- The Restructuring of the Public Transport System; and
- The Coega Integrated Transport Plan.

Comprehensive Urban Plan (CUP)

The recently completed CUP identified several areas for development. These included a coastal corridor, stretching in a northerly direction from the Port Elizabeth CBD towards the Coega IDZ. It can be expected that support industries for the Coega IDZ will develop within this corridor.

The CUP process is based on an urban unit “Urb” concept comprising of a central business (economic) hub surrounded by residential development. The concept of the urban unit is to improve accessibility to services, employment, cultural and recreational facilities by providing them along main transportation routes where improved access and mobility can be ensured. This will result in a more balanced and integrated socio-economic structure. Apart from the normal process of infill development, these planned “Urb” developments should cater for the bulk of the projected high growth in residential units required to house workers for the Coega IDZ.

The existing Port Elizabeth harbour is located between the CBD and the southern beaches and recreational facilities. The planned relocation of certain existing harbour activities, such as the bulk coal and manganese ore storage facilities and petroleum plant, to the Coega port, will provide unique development opportunities for the city. It is envisaged that a significant area of land will be released and made available for development in the prime beachfront area. The potential of this land is enormous and its development will assist in making the city a serious rival to other national and even international tourist destinations. The envisaged change in land use in the vicinity of the existing Port Elizabeth harbour will result in increased traffic on the surrounding road network, which will need to be assessed in a detailed local traffic study.

Motherwell Rail Corridor Study

The coastal corridor between the Coega IDZ and central Port Elizabeth has an existing railway line along its length. An extension of this railway line is being planned to serve Motherwell, with a future connection to the Coega IDZ, as well as an ultimate connection to Uitenhage.

The SA Rail Commuter Corporation has recently completed the Motherwell Rail Corridor Study. Motherwell was originally developed as an isolated township and currently experiences the effects of being marginalised physically from the metropolitan area. If future growth in this area is to be managed successfully, then a definite need exists for a planning approach incorporating physical integration, containment of urban sprawl, encouragement of mixed use developments, increased densities of development along corridors in accordance with Moving South Africa (MSA) principles and increased public transport use. It can, therefore, be expected that the Coega IDZ will play a very important role in achieving these principles.

5. STUDY APPROACH AND METHOD FOR THE TRANSPORTATION STUDY

The Integrated Transportation Study complemented the Development Zone Framework Plan (i.e. the initial land-use plan), particularly in facilitating the creation and development of a stimulus to the economic development of the IDZ. The study consisted of four separate elements that were addressed in parallel, namely:

- a freight study;
- a passenger transport study;
- an airport study; and
- the integration of the above-mentioned studies.

As no development rate predictions were provided, the study was based on the following main development-rate assumptions:

2005:	Only key tenants in the Coega CDA (core development area)
2020:	Coega CDA fully developed
2020+ / 2030:	Coega IDZ fully developed.

Due to fact that this extremely complex project had to be completed within severe time constraints, a unique study approach was followed. This approach is shown in **Figure 1**.

The study processes followed in the freight and passenger transport studies were very similar. In both cases, certain parts of the required transport operations and networks became fairly obvious without extensive and time-consuming study investigations. Attention was devoted to the refinement and integration of such obvious parts fairly early in the process.

In both studies, however, there were cases where uncertainty existed with regard to the most appropriate and cost-effective mode of transport, although only in respect of certain transport movements and links. An approach was adopted in which the detailed investigations in this regard did not unduly slow down the progress of the full study process. The detailed studies commenced after a degree of certainty about the freight and passenger transport frameworks was obtained.

The project was done in three distinct phases that overlapped slightly.

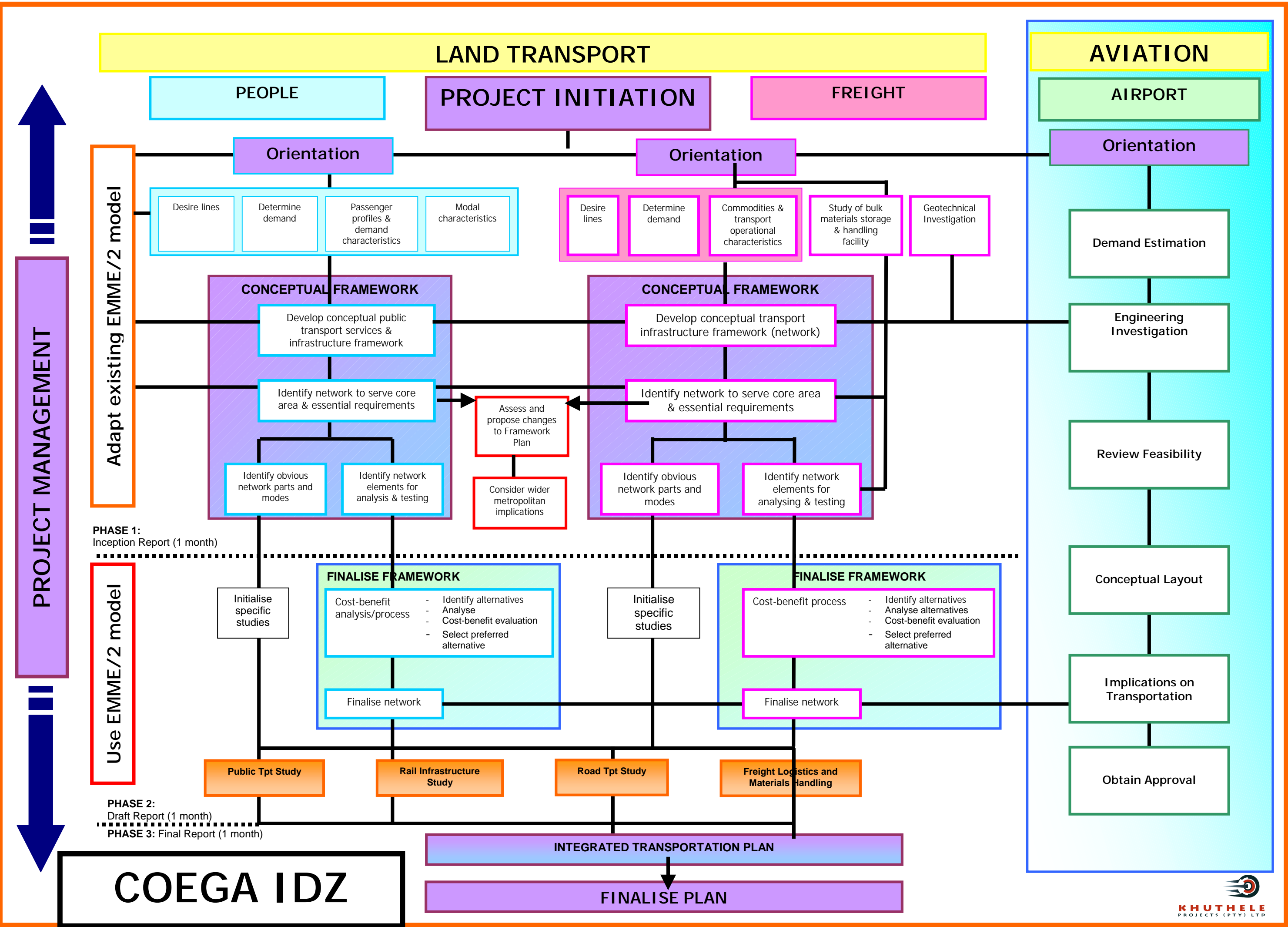
First Phase

The first phase constituted the orientation part of the study. Data-collection for the detailed studies was done during this phase. This was followed by the preparation of conceptual frameworks. The most crucial task undertaken during this phase was the estimation of freight movements and employment ratios to be used in the trip generation and assignment tasks. In addition, a detailed assessment of the Framework Plan and a number of specific actions were carried out, including:

- The expansion of the existing Port Elizabeth EMME/2 model to include the Coega IDZ area was considered necessary for the estimation of public transport and private vehicle demand.
- The Freight Logistics and Materials Handling study had significant implications for both the road and rail infrastructure frameworks as it projected the future flow of bulk and break bulk freight. It was, therefore, initiated fairly early in the process.
- A broad geotechnical investigation was done to identify development obstacles and concerns, which were then assessed from a transport viewpoint.

Second Phase

The second phase of the study consisted of the finalisation of the passenger and freight transport frameworks, together with a number of specific studies. The uncertain and non-obvious links in the transport frameworks were evaluated by means of EMME/2 modelling and cost-benefit analyses were undertaken, where necessary. Simultaneously, the detailed studies (development of obvious parts of the framework) were developed further.



Third Phase

The final phase of the study entailed the integration of the various individual reports into a single Integrated Transport Plan. This included an assessment of the environmental impact of the proposals and a Financial Plan.

6. DELIVERABLES

Over and above an Executive Summary and a Compilation Report, supporting documents were prepared to deal with the following aspects:

- Covering Report;
- Freight Logistics and Materials Handling;
- Rail Infrastructure;
- Road Transportation;
- Public Transportation;
- Air Transportation;
- Container Study;
- Geometric Design of Road Network;
- Environmental Mitigation Measures; and
- Financial Considerations.

7. INTEGRATION OF LAND-USE AND TRANSPORTATION

The land-use and transportation proposals made in the Framework Plan were evaluated as part of the Integrated Transportation Study. The main consideration was the flow of freight into, out of and through the IDZ area. The internal movement of freight and materials within the IDZ area was another important consideration. This required an in-depth study of logistics and processes to predict the flow movements. This helped the Study Team to change the location of certain land uses from the Framework Plan, in order to achieve a more cost-effective and efficient internal movement of materials. The most important change was the relocation of the bulk mineral storage area from the north of the Salt Works to the area between the N2 Freeway and the Indian Ocean.

As part of the Integrated Transportation Study, a feasibility study was undertaken for a hub container terminal. These recommendations were accepted, which implies that due to the establishment of the hub container terminal, it would be necessary to provide for a large influx of freight-forwarding and cargo-management companies into the Coega IDZ.

8. IMPLEMENTATION PROPOSALS

In view of the total initial land-side infrastructure investment of R2,3 billion (excluding the port and airport), a phased implementation approach was proposed. The assumption was made that a percentage of the total capital infrastructure would be invested in the initial stages, with the balance being invested over time. The Integrated Transportation Study specifically addressed the particular requirements envisaged for the CDA (4 120 hectares) and made strategic proposals for the full IDZ area in less detail.

Road Transportation

The results from the trip assignment process for the CDA indicated that the existing capacity on the road network could support the CDA with only small road upgrades required. The results for the IDZ indicated that substantial road network upgrades would be required to accommodate the expected traffic demand, even if a commuter rail system is operational. A detailed road network was designed to accommodate the projected traffic for the full IDZ development. This specifically provided for a phased development approach.

Rail Commuter Transport

A significant consideration is the future role to be played by rail transport as an important component of the integrated multi-modal public transport system. Rail is seen as an essential long-term component of the transport network for both passenger and freight transport. The presence of rail infrastructure and facilities creates an impression of permanence amongst potential developers and hence serves as a catalytic factor to stimulate further development in the surrounding environs. The future development of rail transport is, however, most likely to be influenced by a number of forces impacting on the future economy and future social development pattern in the area.

In the case of the Coega IDZ, it is clear that the role of rail transport should be mainly to underpin the development initiative and to act as a stimulus or catalyst for economic and land-use development. The question therefore is not “Will rail commuter transport be implemented?”, but rather a case of “When will rail commuter transport be implemented?”.

Although it would be technically feasible to operate a limited rail commuter service to Coega Station on the existing main line at relatively short notice, the study indicated that the direct income would not cover its operational costs by 2005. It was, however, suggested that a limited service be operated to Coega Station, when the planned Motherwell rail commuter service to the Port Elizabeth CBD is introduced. For the full IDZ development, the study showed that a comprehensive commuter rail network will be essential.

Bus Transport

The study made detailed recommendations for a future bus service. The estimated monthly income from the projected bus ticket sales for 2005 would be approximately R340 000. This would require a monthly subsidy in the order of R300 000 using the existing subsidy levels. The estimated monthly income from bus ticket sales for 2020 would range between R420 000 and R1,2 million. This will result in a subsidy varying between R280 000 and R650 000 if current subsidy levels are maintained.

Taxi Transport

Taxi transport will have to play a prominent role, unless a comprehensive heavily-subsidised bus service is provided. Based on the projections, 350 taxis will be needed by 2020, and 1 350 by the time the full IDZ has been developed. However, the vehicle numbers can be reduced by 50%, if 30% of the fleet consists of the soon-to-be introduced 35-seater-type vehicles.

Infrastructure and Facilities Plan

Bus and taxi facilities will have to be provided as early as 2005 to cater for the needs of an estimated 6 600 passengers who will travel to this area by public transport. The estimated cost in 2005 for the provision of bus facilities amounts to R240 000 and R830 000 for taxi facilities. The estimated cost to provide bus infrastructure for the full IDZ amounts to approximately R7,7 million, and R10,2 million for taxi facilities.

Implementation guidelines for the development of the public transport system serving the Coega IDZ were developed for the following aspects:

- Institutional structures required for the management of public transport;
- Legislation, regulation and control mechanisms;
- Provision, funding and subsidies of services;
- Provision of facilities and amenities; and
- Integration of public transport and other services.

Air Transportation

The study recommended that in the short term, the existing airport at Port Elizabeth should remain the only national / international airport in the region and serve both Port Elizabeth and Coega. An option should be registered to buy the additional land required for the airport development at Coega, and the Coega site should be rezoned for airport usage. In five to ten years time, which is prior to the development of the new runway at Port Elizabeth Airport, the feasibility of developing the Coega Airport should be re-analysed.

9. ENVIRONMENTAL MITIGATION MEASURES

The most important environmentally sensitive issues identified and taken into consideration were:

- The bulk mineral storage area was moved southwards to accommodate the habitat of the endangered butterflies in the area.
- The *Bontveld* vegetation (*Othopterum coegana*) endemic to Coega Kop and the Coega Valley slopes should be protected during all activities proposed.
- The location of large structures, such as the bulk mineral storage area and areas for containerised exports between the existing N2 Freeway and the Indian Ocean, has the potential to cause a significant negative impact on the aesthetics of the area and can be visually offensive. Since the facility will be sunk to 5 metres below ground level, the visual impact will be considerably lower. It was recommended that – where possible – these areas should be screened off with local vegetation, and care should be taken that any consequent landform blends into the adjacent landforms.
- It was stressed that the mitigation of environmental impacts could have considerable cost implications for the developer and that provision should be made for funding of further environmental work and the actions proposed above.

It was concluded that the Integrated Transportation Plan can be accommodated and implemented within environmental guidelines and requirements.

10. FINANCIAL CONSIDERATIONS

At the time of this study, the final decisions on the implementation strategy had not yet been taken. Various financing strategies and funding options were identified. These strategies can form the basis for further customisation as more detail information is obtained regarding:

- Coega CDA & IDZ transport infrastructure development timeframe;
- Coega CDA key tenants; and
- Role of stakeholders, such as the Metropolitan Council, National and Provincial Government departments, and parastatals such as Spoornet, Portnet, SARCC, etc.

Based on the review and evaluation of the transportation proposals made, four overall financing strategies were identified for the CDA, namely:

Option 1: Owner and Lessor

Option 1 is based on the concept of a property development type structure. The CDC will be responsible for all infrastructure investment costs and raising of the finance by means of a combination of government grants, commercial loans, bond issues and any other financial instruments. These loans will be repaid utilising a rental income stream, based on the cash flow requirement and square meters utilised by the industrial tenants. The CDC would be responsible for the funding and maintenance of transport infrastructure and other municipal-type services.

The rentals charged to the tenants will be an all-inclusive rental, covering all infrastructure costs as well as municipal service costs. The CDC can then procure various operating contracts for the provision of the transport services. Bus operators, port operators, commuter rail operators and container terminal operators can all be brought in to manage the operational elements.

Option 2: Owner and Lessor and Operating Contract Revenue

Option 2 moves away from a rental-only income basis and lowers the rentals per square meter for tenants. The lost revenue is then substituted by other “income” in the form of usage fees for passengers, train sets, freight tonnage, wharfage and others entering the IDZ zone. The CDC will procure operating contracts for the various transport initiatives and will recover revenue from these operators. This strategy will ensure that the actual users of transport infrastructure contribute to the infrastructure investment and maintenance. The CDC will still be responsible for the maintenance of transport infrastructure and the other utilities.

Option 3: Limited Owner and Lessor, Procuring BOT Type Contracts

The third, and arguably the more complex option, is to identify all projects that can survive as stand alone businesses, and treat these as pure BOT-type projects. The CDC will then only be responsible for those projects where it is clear that they cannot survive on their own as profitable businesses, i.e. core transport infrastructure. The rental income per square meter will be lowered further and the BOT-type businesses will be responsible for their own profitability, maintenance, financing, personnel and management. The other businesses will be reliant on the CDC for its infrastructure, financing and maintenance. Projects identified for possible concession type projects include the port, bus transport services, rail commuter, rail freight, container terminal and freight logistics and materials handling businesses.

Option 4: Departmental Funding and Provision of Services

Option 4 takes cognisance of the fact that the CDC is a Government Agency and that the Government has a responsibility to promote the Coega CDA by funding the utility infrastructure through the various responsible Government Departments or parastatals. The strategy will entail Government providing the roads and core transport services, similar to other municipal-type services to facilitate the signing of key tenants.

11. PEMET's PERSPECTIVE: COEGA IDZ INTEGRATED TRANSPORT STUDY

Restructuring of the Public Transport System

At present Port Elizabeth, and indeed the Eastern Cape Province, is poorly served by an uncoordinated public transport industry, which does not fully meet commuter needs. The development of the Coega IDZ is an opportunity to provide a state-of-the-art public transport system, which can be used as an example of how different modes can function in an organised and disciplined manner.

The provision of transport infrastructure for the Coega IDZ has been planned in line with the approved metropolitan long-term road network. When analysing the full implication of the IDZ and its effect on the existing and long-term planned road network, it is clear that road-based public transport will not be able to cope beyond the initial phases of development. It is therefore accepted that a certain threshold will be reached after which rail-based (or some other form of mass transit) will become viable. At this stage it is anticipated that this threshold will be reached towards the end of the full development of the Core Development Area of the Coega IDZ. At that point in time the proposed rail commuter service into the Motherwell area should already be in operation and would be extended into the IDZ to provide the required service.

Coega Integrated Transport Plan

The development of new industries in the Coega IDZ and its knock-on effects on the local economy will have a significant impact on the private and public transport system.

Road access to the Coega IDZ will be provided at new interchanges on the N2 Freeway and from extensions to the existing metropolitan road network. Several existing metropolitan roads will also have to be upgraded. Internally, the CDC will be responsible for the provision of transportation infrastructure, including public transport facilities. It is essential that the provision of transportation and related infrastructure be undertaken by the CDC, in order not to place undue financial burden on already ailing funding sources currently available to metropolitan transportation.

At present the Port Elizabeth metropolitan area has more arterial roads running in an east-west direction than in a north-south direction. This is because the north-south links are mainly coastal corridors with high cost of construction over valleys and across rivers. The development of the Coega IDZ will strengthen the metropolitan long-term road network in the north-south corridor and will accelerate the need to develop further links inland. This will promote integration and improve overall access and mobility in the area to provide for the needs of the developing city.

The National Department of Transport's "Moving South Africa" strategy has set the direction for the development of transport systems over the next twenty years. The next step in the development of transportation in the Port Elizabeth metropole will be the formulation of an Integrated Transport Plan in which the Coega Development Zone and Port Integrated Transportation Study, will form a

vital component. The challenge now rests with metropolitan transport planners to develop a fully encompassing and integrated transport plan to steer transport and development well into the new millennium and to fully exploit the economic benefits of the Coega IDZ to the region.

12. CONCLUDING REMARKS

World-class businesses and industries require efficient and cost-effective infrastructure, and good logistics management is a key requirement. There needs to be a seamless process for the delivery of raw materials or components and for the dispatch of refined or finished products. The just-in-time concept also places a significant constraint on timeframes and there is no margin for errors. By ensuring that the planning of the transportation systems and networks informs the overall development framework, direct foreign investment is encouraged. Each network was developed to ensure the greatest efficiency in terms of CAPEX and operational costs. There was then a process of integration to ensure the most cost-effective overall solution for the Coega IDZ's transportation infrastructure. The team involved in this challenging project eagerly awaits its successful implementation.

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KEY QUALIFICATIONS

Mr Venter started his professional career with the South African Transport Services (now Transnet Ltd and South African Rail Commuter Corporation) where he did transport planning, design, construction and maintenance work. As District Engineer he spent some time in the Contract Disputes and Arbitration Division.

Mr Venter was co-creator of the Spoorplan Consortium which assisted with the commercialisation of the SA Transport Services and the establishment of the SA Rail Commuter Corporation in 1989. In charge of all technical and rail planning aspects for the national Department of Transport. Strategy and policy formulation. Devolution of functions to the RSCs, Metropolitan Councils and Services Councils. Preparation of provincial, metropolitan and local passenger transport plans. Mainly public transport analysis, economics, policy and strategy formulation and planning. Supported the Gauteng Strategic Management Team on Public Transport and Roads. Project Manager for community upliftment projects. In charge of team who formulated the National Airport and Airspace Policy for the Department of Transport.

During the last 18 months he has been involved in three important projects where transport planning played an important role, namely: Ring Rail Development Project for the Greater Pretoria Metropolitan Council, Coega Deep Sea Harbour for the Coega Development Corporation and at present the Gauteng SDI Rail Link.