

DEVELOPING THE GAUTENG INTER-GOVERNMENTAL TRANSPORT CHARTER: COMBINING POLITICS, PROCESS AND INTELLECTUAL ENDEAVOUR

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ABSTRACT

The Gauteng Intergovernmental Transport Charter (Charter) is a high-level agreement between the transport MMC's of the six municipalities and the provincial MEC in Gauteng committing themselves and the public officials in our respective spheres to work together to achieve shared transport objectives and outputs over the next five years. The Charter sets out what the two spheres of government want to achieve collectively, and provides a high level agreement about the nature, scope and form of co-operation and co-ordination between provincial and local spheres on transport roles and responsibilities. The common objectives and the key outputs that are jointly strived to be achieved, is detailed. The Charter will help to streamline our efforts and apply collective resources more efficiently to achieve the common objectives.

The paper briefly describes the circumstances that lead to the development of the Charter as well as the process of developing the Charter itself. It evaluates the process and content in relation to the challenges facing Gauteng and the imperative for participation in planning. It also focuses on the contents of the Charter and the steps taken to ensure implementation of the Charter.

Finally the paper looks at the relationship between the development of the Charter and the debate on Transport Authorities in Gauteng and shows how 'strategy' has informed 'structure'.

1. INTRODUCTION

At the 2005 SAITC Conference there was a session on Transport Authorities. I recall a discussion at the end of the session where some conference delegates were contemplating calling on the Department of Transport to 'pleez' provide direction and clarity. What a disempowered approach! And disconcerting since most of the members of the audience were government officials who are in positions to ACT and not plead.

In Gauteng, over the last nine months we have acted. We have developed for ourselves our own unique process and we now have in place a Gauteng Inter-governmental Transport Charter which will guide us in achieving our transport objectives and which provides an informed context to shape for ourselves the future of Transport Authorities.

This process which will be detailed below was driven by the leading officials and supported by their political principals. One sole woman consultant supported the process. Yet it is an intellectual outcome...a forward thinking document which some controversial but important propositions.

The Mail and Guardian published an article in its February 3 – 9 edition, asking: “Where are all the clever chicks?” “South Africa has legions of clever chicks we’d do well hearing more from,” it writes. Yet it is also a plea for more creative work, for women to hold forth on more issues than “beaded Aids brooches”

One of the discourses that this paper addresses is that intellectual work is not only that produced by academics or consultants. It does not only come in the form of research papers with hypotheses and sections on methodology. Intellectual work can also be produced collectively and be the product of collective processes.

In fact, we argue that the process is as important as the product...because without lively debates and political processes of buy in, it is unlikely that the product would be implemented. It would become like another consultants report...of which many lie scattered in the offices of government officials.

2. BACKGROUND

The Gauteng Province is unique in the sense that it is largely urban, mostly metropolitan in nature and landlocked. It is facing an increasingly urgent set of transport challenges including:

- High levels of population growth with a corresponding increase in urban mobility demands;
- Apartheid settlement patterns have not been addressed and instead there has been increasing levels of urban sprawl leading to poor economies for public transport provision;
- Fairly good access to a mode of public transport but public transport is not safe, affordable or reliable and has a poor image.
- Travel times are long with 14% of peak period travellers travelling longer than 60 minutes per trip.
- There is little sustainable business development amongst small and emerging public transport operators and the state or parastatal operators are inefficient.
- Increasing levels of congestion with traffic volumes in the N1 corridor between Johannesburg and Pretoria growing at 7% per annum for more than a decade;
- The state of the road network is deteriorating due to lack of investment and there has been minimal investment in new road infrastructure in the last 25 years; and
- There are high levels of non-compliance to traffic laws by road users leading to high accident and fatality rates.

Driven by the framework established in the National Land Transport Transition Act, there has been a significant amount of policy and planning work done in Gauteng. Most municipalities have some form of ITP. Table 1 provides the latest update.

TABLE 1. STATUS OF PLANNING.

Authority	Plan	Status	Comments
DOT	NLTSF	Initially developed in 2002 Being updated	A framework for land transport planning in the country
DOT	NTMP	Initially done in Sept. 2005 Policy review due in Mar 2006 Framework due in June 2006	To incorporate NLTTA vision, rail Plan, modal plans across spheres
DOT	INRP	Approved by Cabinet	Process of identifying key corridors underway
DPTRW	PLTF	2003/08 approved by Minister To be updated in 2006	Separate Provincial SPTN prepared
Authority	Plan	Status	Comments
CoJ	ITP	2005/08 appr. by MEC 2004/09 appr. by Council 2005/10 being prepared	Include CPTR, OLS, PTP SPTN important part of ITP
Tshwane	ITP	2004/09 appr. by Council Commenced with update	Include CPTR, OLS, PTP
Ekurhuleni	ITP	2003/08 completed Completely new ITP in process	ITP deals with strategic issues primarily. Separate CPTR, OLS, Railplan
WRDM	ITP	2003/08 approved by Council To be updated in 2006	Include CPTR, OLS, PTP
Sedibeng	ITP	2003/08 completed To be updated in 2006	Include CPTR, OLS, PTP
Metsweding	ITP	2003/08 approved by Council To be updated in 2006	Include CPTR, OLS, PTP

However, there was and still remains a significant gap between policy, planning and implementation. How could this be addressed? In the minds of some government officials there may have been an unstated assumption... 'let us set up Transport Authorities, they will have more power, than can raise money, province can't boss us and our problems can be solved'.

These assumptions were unpacked and explored in a process of meetings of senior government officials and their political principals during May 2006. What emerged was a much more complex set of reasons for lack of progress in implementation of transport plans including:

- Lack of integration between land use and transport planning, between transport objectives and economic development objectives, between province and local government, between metros and districts and between different local governments, between different public transport modes, between public and private transport and between the Gautrain Rapid Rail Link and the rest of the transport system;
- Lack of capacity and budget to do proper plans including significant staff shortages especially of black technical professionals in government; and
- Lack of prioritization of transport as a political priority.

However, already there was a sense that while there were serious challenges, there were also emerging opportunities including the Gautrain Rapid Rail project which was seen as an important catalyst for pursuing integration and the 2010 FIFA World Cup which was seen as an opportunity to create public transport legacy projects. Further opportunities for integration were seen with regard to subsidized bus services and the transformation of the bus and mini-bus taxi sectors.

The outcome of this process was a decision by our MEC Ignatius Jacobs and his fellow Members of the Mayoral Committees in the metros and districts that:

- “The political and administrative authorities responsible for transport in Gauteng need to share a common agenda and strategy which should be driven by a common vision of transport, the Five Year Strategic Priorities of the Province, the Growth and Development Strategy and the vision of making Gauteng a globally competitive region.
- A common vision, strategy and agenda for transport in Gauteng should be developed which should include identifying which spheres of government (and agencies) within Gauteng should be responsible for what aspects of its implementation including where responsibilities should be shared. This should be reflected in a common Charter which is signed by all relevant political principals.”

And in respect of preparing for transport authorities it was acknowledged that “strategies should guide structure/institutional arrangements and form should follow function. A decision was taken at the meeting to ‘pause’ on Transport Authorities until a common vision, strategy and agenda was developed and the proposed Charter developed.

It was a clear message...structures are not an answer to problems; they are at best a mechanism to help solve problems. Instead, officials needed to look at what are the reasons for the challenges raised above and identify strategies to address these. A strong interactive process followed.

3. CHARTER DEVELOPMENT PROCESS

The Charter was developed by a core team of senior officials from each of the six municipalities and the Province. A matrix of transport roles and responsibilities of each authority was drafted, and areas of separate and joint responsibility were defined.

There were two starting points. The starting point of the matrix was a list of functions that either province or local government perform including the functions that are not performed but ideally need to be as well as the compulsory and voluntary functions listed in the NLTTA for Transport Authorities.

Municipalities and province populated the matrix identifying what they did, what they thought was someone else’s responsibility and what was a joint responsibility. Interestingly not only were there a large number of functions which were joint responsibility but also areas where there was joint responsibility with other departments and agencies at a local or provincial level.

The second and more important starting point was that local, provincial and national government must be regarded as three different and equally important spheres of government. National or province can’t dictate what local government must do and neither should local government unilaterally do things in a space where national and province also play a role.

The next step was to determine, bearing in mind of set of principles, where functions are best placed and which should be done separately or together, and if together, in what way. The principles, developed collectively are important:

- There must be strong political oversight and decision-making;
- Delivery should happen at the local level unless economies of scale or nature of the function dictate otherwise;
- The commitment to build Gauteng as a globally competitive city region requires increased co-operation between spheres of government, and
- The imperative to make 2010 Soccer World Cup a success and to use the opportunity to create a lasting public transport legacy.

Functions were first plotted on a further iteration of a matrix and then into a draft Charter which was discussed in two further workshops. The final draft Charter was submitted to our political principals for consideration and approved at a meeting in December 2005.

A launch of the Charter has been scheduled for shortly after the local government elections and will include a ceremony where the GPG MEC and local government MMC's will commit themselves and officials in their respective spheres to achieve shared transport objectives and outputs over the next five years.

4. CONTENTS OF THE CHARTER

The Charter is structured around the following six themes:

- (i) Planning: Ensuring effective and informed planning which prioritizes public transport and good land use management.
- (ii) Public Transport: Ensuring a quality public transport system that offers a realistic alternative to individual transport.
- (iii) Transport Infrastructure: Increasing provision of transport infrastructure with a focus on public transport friendly facilities and transformation of delivery.
- (iv) Road Space Management: Ensuring the efficiency and effectiveness of the transport system for the movement of people and goods.
- (v) Regulation: Ensuring the regulation of the public and private transport system so that it is efficient and safe.
- (vi) Freight and logistics: Ensuring that goods are moved efficiently and safely around our province and between our province and the sub-region.

For each theme, objectives and outputs are identified and then the roles and responsibilities of the different spheres of government for the delivery of thereof are identified. As will become obvious below, there are many outputs where delivery can't be the responsibility of one sphere alone and in these instances the roles of the different spheres are set out.

4.1 Planning

4.1.1 The objectives in respect of planning include:

- To align and integrate planning processes to achieve public transport prioritization and good land use management.
- To maximise public and stakeholder participation in planning and policy making.
- To be responsive to the access needs of rural communities and enterprises.

4.1.2 The outputs in respect of planning include:

- Governance structures between the state and transport stakeholders will be consolidated and strengthened
- Commonly agreed key public transport and freight nodes and corridors in which to promote effective land use patterns and densification.
- A province-wide strategic public transport network (SPTN), drawing on respective transport plans.
- A rationalised and co-ordinated transport information system to support planning.

4.1.3 The roles and responsibilities of different spheres of government in respect of planning include:

- Municipalities will prepare Integrated Transport Plans and Province will prepare the Provincial Land Transport Framework in terms of the relevant laws and regulations.
- Province will fund province-wide mutually agreed data collection for information and modelling where it is useful to collect uniform and interchangeable information across the Province.
- Transportation modelling will continue to be done provincially and locally.
- With regard to inter-governmental relations, province and municipalities will provide feedback to each other about bilateral engagements with the national sphere.

4.2 Public Transport

4.2.1 The objectives in respect of public transport include:

- To prioritise public transport over private transport.
- To meet customer needs for affordability, convenience, comfort and choice of transport services, and reduce travel times including for special categories of passengers
- To ensure public transport services are frequent, accessible, safe and sustainable and become a mode of choice.
- To support the revitalisation of rail to attract new users and regains its place as the public transport mode of choice.
- To promote BBBEE amongst public transport service providers.

4.2.2 The outputs in respect of public transport include:

- Provide public transport priorities on routes or corridors where public transport passengers exceed the number of people being moved in private cars.
- Identify and support the most optimum mode suited to the passenger volumes and conditions of the particular corridor.
- Redesign public transport subsidised contracts so that subsidies are focused on the users.
- Transform and upgrade the road passenger transport sector including through recapitalisation, capacity building and empowerment of emerging and informal operators, public transport training, business development, formalisation of taxi businesses, conflict prevention and resolution.
- Support the Gautrain Rapid Rail Link so that it is completed in time for the 2010 FIFA Soccer World Cup.
- Integrate the Gautrain into the public transport system so it promotes and improves the use of public transport, stimulates economic growth and contributes towards urban restructuring and densification.
- Work with the DoT and SARCC to improve and expand the coverage of rail infrastructure and work towards the devolution of the rail function so that it can be integrated as a key public transport mode.

- Introduce a consistent approach to fare systems and work towards an integrated ticketing system.
- Develop a province-wide approach to the future of municipally-owned bus services.
- Provide effective public transport for the 2010 Soccer World Cup, and ensure that we create a public transport legacy.

4.2.3 The roles and responsibilities of different spheres of government in respect of public transport include:

- Public transport networks and routes will be planned and determined locally within ITP's, but with reference to provincial standards, and a province-wide approach.
- The design of subsidized provincial and municipal bus services will be directed by ITP's.
- Bus contracts operating entirely within local area will in future be local contracts.
- The Gautrain route will be prioritized for attracting development and investment.
- Province and municipalities will develop a workable approach to providing institutional support for legitimate emerging public transport operator bodies.
- Province will further develop the regulatory framework, implement the provisions of the legislation, issue operating licenses and provide capacity building and institutional support of metered taxis.

4.3 Transport Infrastructure

4.3.1 The objectives in respect of Transport Infrastructure include:

- To manage existing road space better.
- To minimise the construction of new major roads.
- To transform the way in which road infrastructure is delivered including a focus on public- transport-friendly and walking-friendly measures.
- To integrate with the Expanded Public Works Programme, contractor development, BBBEE and rural local economic development approaches in building transport infrastructure.
- To ensure maximum road safety for pedestrians and commuters.

4.3.2 The outputs in respect of Transport Infrastructure include:

- Incorporate public-transport, pedestrian, cycling, intelligent transport and freight infrastructural elements in the road network whenever it is rehabilitated, re-designed or expanded.
- Improve the tertiary road network and make significant progress in the surfacing of gravel roads within townships.
- Close gaps in the provision of roads connecting townships, rural communities and isolated peri-urban communities to the major road network, educational establishments, social services and economic activity centres.
- Provide certainty about the future road network, informed by the identification of strategic transport nodes and corridors, prioritization of public transport and by the identification of remaining gaps in the rural district road network.
- Provide new public transport facilities where they are needed, and revitalise existing facilities so that they become attractive and dynamic nodes around which precincts of economic and social activity can develop.
- Design and build walkways, where they are absent.
- Effectively control overloading through concerted joint action.

4.3.3 The roles and responsibilities of different spheres of government in respect of transport infrastructure include:

- The extent and broad alignment of the planned future provincial road network and metropolitan arterial routes will be jointly determined by province and municipalities.
- Common, appropriate design standards for urban roads will be developed.
- Once the network review is completed and defined, province and municipalities will construct and maintain the road network in their jurisdiction.
- A joint plan to control overloading of freight vehicles will be developed within the national framework.
- Intergovernmental permission procedures will be rationalized to reduce the time consumed in the current process.
- Route continuity across the road networks will be promoted.
- There will be joint agreement on shared province-wide priorities for transport investments.

4.4 Road Space Management

4.4.1 The objectives in respect of road space management include:

- To ensure that optimal use is made of existing road space.
- To ensure that the costs of transport infrastructure are apportioned fairly among the users.
- To promote a positive public attitude around the need for TDM measures.
- To improve driver behaviour and safety aspects of the road environment and reduce the incidence and severity of accidents.

4.4.2 Outputs in respect of road space management include:

- Explore kerb-side management practices and systems in line with the general objectives of public transport promotion.
- Integrate travel demand management measures (TDM) with public transport improvements.
- Advocate public transport through an annual Car Free Day.
- Promote the use of information, communication and control technologies (ITS) to improve the safety and efficiency of our transport networks.
- Fast-track the use of ITS for traffic management and operational planning for the 2010 Soccer World Cup.

4.4.3 The roles and responsibilities of different spheres of government in respect of road space management include:

- High levels co-operation and interoperability regarding ITS projects.
- Province will develop and implement a Gauteng Safety Plan. Municipalities will develop road and transport safety plans, encompassing education, enforcement and engineering measures.
- Province and municipalities will ensure a province-wide road access management policy.

4.5 Regulation

4.5.1 The objectives in respect of regulation include:

- To modernise the vehicle- and driver- licensing and related functions and minimise opportunities for fraud and corruption.
- Ensure an effectively functioning Gauteng Operating Licensing Board (GOLB) and Office of the Transport Registrar.

4.5.2 The outputs in respect of regulation include:

- Introduce best practice and Batho Pele principles in all aspects of public interface including vehicle and driver registration, licensing and testing, public transport operator registration and licensing of public transport modes.
- Fixed and identified routes for all road-based public transport
- Enforcement of public transport regulation.

4.5.3 The roles and responsibilities of different spheres of government in respect of regulation include:

- Co-operation on procedures and regulations regarding the public transport operating licensing function.
- Rationalise provincial and local responsibility for traffic law enforcement across the network to maximize resources.

4.6 Freight and Logistics

4.6.1 The Objectives within the scope of Regulation aim to:

- Ensure good freight mobility to enhance the region's competitiveness.
- Improve the management of freight movement and to shift freight from road to rail (where rail is the appropriate mode), so as to reduce congestion and minimize overloading on the road network.

4.6.2 The outputs within the scope of freight and logistics include

- Support national programmes to recapitalize rail.
- Channel road freight to identified freight corridors.
- Work in partnership with other players to develop a consistent approach to logistics hubs.

4.6.3 The roles and responsibilities within the scope of Freight and Logistics include:

- Co-operation in managing the movement of hazardous goods.
- Co-operation in the development of a province-wide framework on measures to improve freight mobility.

5. DISCUSSION ON SOME OF THE CHARTER PROVISIONS

The SAITC Conference is frequented by government officials and consultants who may very well be looking for things to 'cut and paste' and put in their plans or reports. The Charter is not copyrighted and you are free to do so...although if the words do not emerge from a process, they can end up being nice sounding but ineffective.

However, we would also like to use this opportunity to highlight some of the provisions which may constitute an 'advance' in transport thinking in South African and which we would like to elicit debate about in this and other forums.

5.1 Minimising Construction of New Roads

If there was one sentence that caused the most amount of debate amongst us it was the sentence which reads: "Minimise the construction of new major roads, guided by our objectives of promoting public transport, densifying our urban areas and containing urban sprawl." And not surprising because it represents a shift from a view which sees new road construction as the critical response to increased economic growth and urbanization to one which recognizes that some limited amount of new roads may need to be built but our focus must shift from new road building to better management of existing road space.

In this shift we are acknowledging on the one hand that space for new roads is limited, new road construction can have negative rather than positive implications for the land use and sustainability and that we must shift more decisively to more public transport, public transport corridors, increased use of ITS and travel demand management measures.

5.2 Road Network

Still sticking with the roads, the Charter also says that “the extent and broad alignment of the planned future provincial road network (PWV- and K-routes) and metropolitan arterial routes will be jointly determined by the province and municipalities.”

This is the first step to move away from the inefficient, often conflicting situation and increasingly arbitrary situation where different spheres of government are responsible for different parts of a single network. It is also an acknowledgement of the relatively small size of Gauteng and the fact that urban roads need a distinct but common approach within a national framework.

We have subsequently agreed to review the strategic road network (Class 1, 2, and 3 roads) and once a new Gauteng road network has been agreed upon by all authorities, to review who will have jurisdiction over which parts of the road network.

5.3 Bus Subsidies

The Charter says that “ Bus contracts operating entirely within local area will in future be local contracts.” We had a debate but did not reach agreement as to what happens to bus contracts with origins in one municipality and a destination in another but our intention is clear, bus contracts should be administered at a local level.

This is the first important step to develop a single network of buses in Gauteng and we subsequently have made progress in this regard. The age of empty Tshwane City Buses following overloaded North West Star or Putco buses must come to an end.

5.4 Planning

Another debated topic was how to ensure that plans were of an implementable quality as opposed to wish lists or of poor quality. Our view was that if planning is resourced locally it will be owned, taken seriously and more likely to be implementable and implemented.

When we contacted one of the local authorities in Gauteng for an electronic copy of their ITP which we had funded, they told us they did not have one, but would arrange for a CD to be delivered at our offices. I suspect that the CD was delivered by a consultant. That is a plan that has a 1:50 chance of leaving the CD rom.

And so, the Charter says: “The different spheres of government will fund their own planning processes” and breaks with a ‘tradition’ of province funding local government. Instead, the role of province is to ensure that there are adequate supporting resources for local government to do plans. We still need to finalise what these are and the modalities but key will be information sharing including for use in modelling.

6. IMPLEMENTATION OF THE CHARTER AND CONSEQUENCES FOR THE FUTURE OF TRANSPORT AUTHORITIES

Parallel with the drafting of the Charter, Gauteng local government together with other transport stakeholders such as the DOT, SARCC and SANRAL were involved in a process of confirming that the Gautrain Rapid Rail Link was an integrated part of public transport planning and seeking ways to maximize the integration of the Gautrain to ensure the best possible return on the large investment that government was making.

Quite frankly it was a back to front process. What had been conceptualized as an economic development project with a specific target market had to be (in the words of one of our colleagues) “retrofitted into public transport”.

Nevertheless it was an important process and we would argue that partly because we were engaged simultaneously in the development of the Charter, we can say that in Gauteng we have the makings of an “integrated plan for public transport which the Gautrain is part of” and not that we have “integrated public transport around the Gautrain”. We were also very clear that any plans around the Gautrain were to have a small p, since the only plans with a big P can be the Integrated Transport Plans.

Then in October, came public transport month and Car Free Day. All of a sudden, public transport began to develop a high profile and when Trevor Manuel announced the new price tag for the Gautrain, public debate overflowed. If we had identified in the beginning of the process, that transport had a low political profile, by the end of the year this was no longer the case. (And after all the road closures and disruptions due to the construction of transport infrastructure in the next four years, we will probably be praying for a low political profile once more!)

These developments were important influences on our discussions on how we were to implement the Charter and take forward the discussion on Transport Authorities and they were already beginning to give us the answers.

When we met to discuss these matters, we made the following important observations:

- The Charter highlighted the need for clarification of roles and responsibilities but more importantly identifies that a large number of outputs can only be achieved through high levels of joint planning and co-ordination.
- The processes over the last year reinforced the need for integration at two levels: firstly that in a small province like Gauteng our network of transport infrastructure and operations is seamless and secondly that integration between transport, land use and economic development planning is crucial.
- The increasingly high political profile of transport in general and public transport in particular in the present period requires that any set of institutional arrangements must be politically driven;
- The increasingly significant role of transport in promoting economic growth and in attaining the provincial vision to become a globally competitive city; and
- The function of local government to ensure service delivery as well as the integration of land-use and transportation planning.

Returning then to our assumption that strategy must guide structure, our next question was: “What are the most appropriate institutional forms to ensure integration and co-ordination and respond to the observations made above?”

And what was our answer? We need three sets of different institutional arrangements. Firstly, we need a province wide planning and co-ordinating body whose critical mandate would be to ensure integration across transport infrastructure and operations in the Province and, to implement and monitor the clauses of the Charter.

Secondly, to deliver transport at a local level and address integration between transport, land use and other municipal functions, local government must be responsible. It is a local government decision to decide whether they want to set up Transport Authorities, use existing structures or set up any other structure to do this.

Thirdly, that in some instances rationalised service delivery public entities such as roads and rail implementing bodies are required to ensure most effective delivery. Some already exist such as the Johannesburg Road Agency and others are being set up such as the Gautrain Management Agency. Such structures could be accountable to the province wide body or local government depending on the function.

Over the course of this year, these decisions will be debated further and processes initiated for implementation. However there is no immediate rush, they are not prerequisites for implementation. And in the meantime, there is a common sense of purpose amongst transport authorities in Gauteng and strong intergovernmental relations have been forged allowing for the ongoing implementation of key transport strategies.

On the basis of the existing Gauteng Transport Framework Revision Act, 2002, a number of intergovernmental transport structures are being set up or consolidated. The following intergovernmental working groups will shortly discuss a programme of action based on the Charter commitments:

- Planning and Co-ordination
- Transport Infrastructure
- Public Transport
- Traffic Management (including safety)

These working groups will make recommendations to a high level intergovernmental Transport Co-ordinating Committee and where decisions are required, this will happen at quarterly meetings of senior officials and their political principals. Political principals will also approve the programme of action of all working groups.

The Charter is envisaged to guide strategy and implementation at an individual municipal and entity level as well. The revised ITPs will hopefully begin to reflect Charter commitments.

7. EVALUATION OF THE PROCESS

We are proud of the process and of the document which has resulted. The strengths have hopefully come through in the preceding discussion. But what about the weaknesses? Where could we have done better? We have identified the following areas:

- **Public participation:** This was an officials' process with no involvement at all by transport stakeholders and members of the public. The assumption was that the inputs to the process came from ITPs or in Province's case the Strategic Agenda for Transport and these processes had been subject to public participation and public comment. However, bearing in mind the critical role of the private sector in the implementation of many transport priorities and important role of commuters and workers, consideration should have been given to a process which involved these stakeholders.
- **Metros vs districts:** This was a metro and province driven process whose outcome may benefit the districts and category C municipalities but whose participation was very weak. This is something that in particular Province must give more attention to in the future.
- **Relationship with legislative prescripts:** The NLTTA requires that provinces produce Provincial Land Transport Frameworks. One was produced by our

Department in 2003. It was rarely referred to in the process. Some of us regarded it as nice reference material. However maybe we should have put more effort into the Charter becoming a living PLTF for Gauteng and thus being able to comply with national requirements and not appearing to be 'above the law'.

- **Pacing ourselves for the future:** We did not set a timeframe for the Charter when we began the process. In some recent discussions we have said it should be a five year document and then reviewed. But how quickly could it become out of date? And does it consider the future in enough seriousness bearing in mind that transport infrastructure is not something that can be uprooted easily or quickly? One of the increasingly urgent tasks that we think we need to undertake is to look at scenario planning for the next 50 years and check the extent to which our present plans support such scenarios.

8. CONCLUSION

A year ago we were faced with the imperative to align and integrate different transport planning processes to be able to maximize limited resource and achieve public transport prioritization and good land use management.

To achieve this the province identified a need for a common vision, strategy and agenda for transport in Gauteng which should include identifying which spheres of government should be responsible for what aspects of implementation including where responsibilities should be shared. The Gauteng Intergovernmental Transport Charter was developed to fulfil this purpose.

The Charter has already demonstrated its value in contributing towards the resolution of the debate of whether there should be a provincial transport authority in Gauteng. We feel strongly that the benefits of the Charter will become visible through its implementation which has already begun.

The process of the development of the Charter also demonstrated the high level of commitment by the political principles and transport officials to achieve collective transport solutions for the Province.

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