

# TOWARDS A FRAMEWORK FOR THE INTEGRATION OF MINIBUS TAXI SERVICES INTO THE INTEGRATED PUBLIC TRANSPORT NETWORK PLANS (IPTNs) OF SOUTH AFRICAN CITIES

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## ABSTRACT

In South African cities, traditional public transport struggles to meet the needs of residents without private vehicles, leading to competition for road space and deteriorating service quality. Rail services have also declined, forcing many commuters to seek alternatives. Consequently, accessing work and school has become difficult and costly. To address these issues, the South African government initiated a public transport improvement program centered on Integrated Rapid Public Transport Networks (IRPTNs). Initially, IRPTNs aimed to replace existing road based services (both traditional bus and minibus taxis) with Bus Rapid Transit (BRT) networks, incorporating affected operators through compensation. However, implementation challenges arose, prompting a reevaluation of the role of minibus taxis (MBTs) in the network. Various strategies are now being considered to retain MBT services as part of fully Integrated Public Transport Networks (IPTNs). The National Treasury's Cities Support Programme (CSP) commissioned a project to assist cities in understanding MBT transition processes and to develop a framework for IPTN planning and MBT integration. This paper provides an overview of the outcomes of the CSP project as well as the recommendations as part of the framework for MBT integration into the IPTN of cities.

## 1. INTRODUCTION

The Cities Support Programme (CSP) is located within the National Treasury's Intergovernmental Relations Division and acts as a change agent and vehicle for collaboration and integration. It aims to improve the capacity of cities and create an enabling intergovernmental fiscal system and policy environment to support improved spatial transformation and inclusive economic growth outcomes for the South African metropolitan municipalities (metros).

The intended outcomes of this project at a high level were to:

- a) Investigate different concepts that have contributed to the current positioning of the MBT industry into IPTN planning and implementation through the lens of both the MBT industry and Metros;
- b) Create an engagement platform between Metros impacted by MBT integration into IPTN planning to discuss these concepts further and find common ground with respect to the inclusion of the industry into the IPTNs; and,

- c) Develop an Integration Framework for inclusion of MBT into IPTNs taking into consideration of the following key areas, but not limited to:
- Minimum formalisation reforms for the MBT industry; and
  - Key enforcement and regulatory measures needed to ensure compliance.

The research included the preparation of four Analytical Research Reports covering the following topics:

- Analytical Report 1: Private Sector Participation, Financing Reform & Industry Empowerment
- Analytical Report 2: Legislation & Policy
- Analytical Report 3: Integration & Innovation; and
- Analytical Report 4: IPTNs, City Planning & Capacity.

Based on the research and project objectives above, the final task of the project included the development of the **MBT Integration Framework** for inclusion of MBTs into the IPTNs.

### 1.1 Aim of Paper

This paper reflects on the research conducted as part of the CSP's Minibus Taxi (MBT) Reform project completed between January 2022 and September 2023. It draws upon the project's findings to make a compelling case for recognising and endorsing the MBT industry as a significant contributor to the country's economic development objectives. While it is recognised that significant research and information has been identified in the four analytical reports indicated above, the aim of this paper is to focus on the integration framework only, taking into account the lessons learnt and recommendations in the analytical reports. The paper puts forward a conceptual framework that can assist SA cities in reassessing their approach to IPTN planning and to strengthen the inclusion of the MBT industry in the mainstream IPTN operations and explore related planning and fiscal support mechanisms.

### 1.2 Scope of Paper

- a) To put forward a conceptual framework that can assist SA cities in reviewing their approach to Integrated Public Transport Network (IPTN) planning and Minibus Taxi (MBT) integration into the resulting public transport networks.
- b) To enable cities to develop a pathway towards an improved MBT service offer and an improved state of public transport modal integration.
- c) To assist cities in defining shifts they need to undertake in respect of their public transport planning and management processes to optimise and integrate the MBT supply model in their public transport networks.

## **2. BODY OF THE PAPER**

### 2.1 The South African Public Transport Landscape: Current State and Immediate Term Challenges

Sub Saharan Africa is regarded as the world's most rapidly urbanizing area with the overall urban populations approaching 500 million, and this figure is expected to double over the next 20 years. Rapid urbanisation, coupled with rising income levels, locate cities in the region as key focal points for economic development and income growth. In this context, universal access to good quality public transport in urban areas will play a critical role in

ensuring that this growth benefits as many people as possible and contributes positively to the sustainable development of the region.

The unfortunate reality is that in South African cities, conventional public transport is increasingly unable to meet the mobility and access needs of the majority of urban residents who cannot afford private transport of any kind. Traditional bus services compete for road space with rapidly growing numbers of minibus taxis (MBTs) and private vehicles, degrading their performance. Rail services have suffered serious declines in service quality and reliability, forcing more than 50% of rail commuters to find alternative options. As a result, getting to work and school has become increasingly difficult and expensive in South Africa's sprawling urban areas.

In response to these challenges, the South African government embarked on a major public transport improvement program in urban areas across the country. The National Department of Transport's 2007 Public Transport Strategy and Action Plan<sup>1</sup> set out the strategy that aimed to achieve the "phased but accelerated implementation of Integrated Rapid Public Transport Service Networks (IRPTN) in metropolitan cities, smaller cities and some rural districts", to have functioning systems in place in 12 identified cities and six rural districts by 2014. IRPTNs are being implemented by local authorities with capital funding from the National Department of Transport's Public Transport Network Grant (PTNG), which has supported the Bus Rapid Transit (BRT) infrastructure build in cities over the last decade. However, due to several reasons, the roll-out of these IRPTNs has not materialised as envisaged. By 2023, only five of the target cities had operating BRT services (Johannesburg, Cape Town, Tshwane, Ekurhuleni and Nelson Mandela Bay) with a sixth city, George, running a quality bus service in the first phase. In most cities these services are currently only operating their phase 1 routes.

Of the cities that have made progress with implementing and operating BRT systems, the experience has been that operational funding deficits are higher than initially projected by cost models. Modelled revenues and levels of ridership have proven to be optimistic, leading to the large operating deficits. It was hoped that operating deficits at launch would reduce due to increased efficiencies as systems were expanded. However, the reality has been that the ability to optimize systems is largely constrained by the urban form, which results in long trip distances, unidirectional long-haul flow, and high peak/off-peak demand ratios, all of which have had a major effect on the financial viability of the systems. On the capital side, the scale, ambition, and cost of infrastructure required has exceeded the funding available from Government grant sources, and thus implementation has had to be cut back or spread out over long roll-out periods. The extensive networks envisioned by cities during early planning stages now appear to be unachievable from both an open and capex funding perspective.

The development of IRPTNs has been premised on the full replacement of existing services (both traditional bus and MBTs) with BRT networks. This transition has involved incorporating the affected private bus and MBT industry operators into the system through a model which compensates operators for their loss of business through a comprehensive negotiations process. These transitional arrangements have proven to be more costly and time-consuming to implement than originally anticipated. Additionally, shortly after launching operations, city authorities recognised that continuing the expansion of BRT systems by the "full replacement" of the existing services with a network of BRT trunk and feeder vehicles would be unaffordable. Moreover, there is a growing appreciation that

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<sup>1</sup> National Treasury Division of Revenue Act: Overview of Public Transport spending.

there are features of the MBT supply model that are attractive to users, where BRT services have struggled to be competitive, such as the flexibility of an “on demand”, almost door-to-door service, albeit with poor safety features.

The National Household Travel Survey (NHTS), conducted by Statistics South Africa from January 2020 to March 2020, showed that the general patterns of public transport users have changed significantly between 2013 and 2020. There has been a general increase in households who used MBTs (from 9,8 million to 11,4 million). The proportional share of the different public transport modes changed across this time period, with **80,2%** of these being public transport trips made by taxi (68% in 2013), 17% by bus (20% in 2013) and 3% by train (13% in 2013).

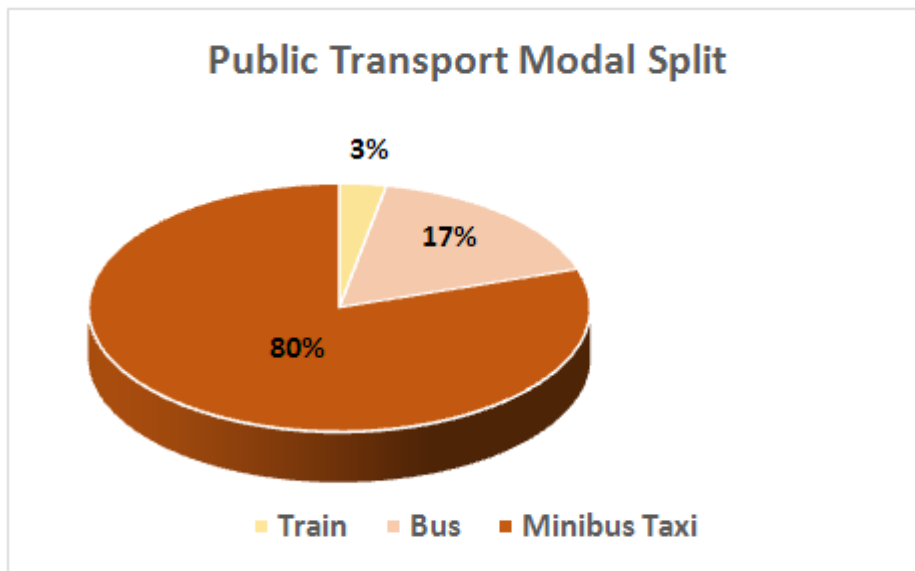


Figure 1: Public Transport Modal Split – source NHTS

Ridership figures on BRT services show that these systems have struggled to attract passengers, as shown below.

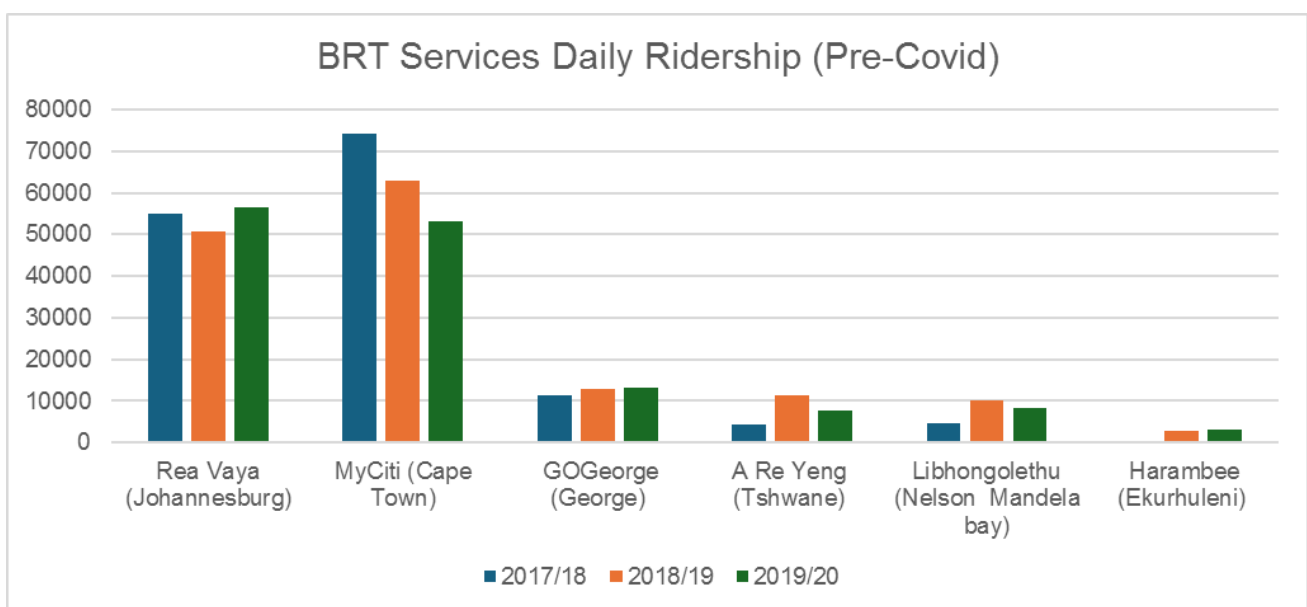


Figure 2: BRT services daily ridership – source Division of Revenue Act FY22/23

## 2.2 Shift in Government Response

In response to the current challenges, cities with BRT operations started reviewing their original planning in several ways to lower operating costs and boost ridership and competitiveness. Cities have invested significant effort in optimising BRT operating plans (routings, schedules, fleet, and driver utilisation) and fare structures to lower costs, maximise revenues and improve efficiencies. Planning for the rollout of additional services has been revised to accommodate more realistic revenue and operating cost projections. Often these changes have come at the cost of lower coverage and service frequency.

More importantly however, has been the shift in thinking about the role of the incumbent MBT industry in public transport in South African cities. Various strategies are now being considered by authorities that retains MBT services as a significant part of their planned networks. This new shift and aim has become the development of Integrated Public Transport Networks (IPTNs) incorporating both new and existing services (and reflected in the “R” for “rapid”, i.e. comprehensive BRT, being omitted from the acronym in recent years).

Thinking along these lines has been pursued by the City of Cape Town through their Transport Operating Company (TOC) program and by the Gauteng Provincial Government’s Smart Mobility initiatives. Cape Town’s TOC program envisages the MBT industry providing feeder/distributor services in further expansions of plans, whereas the Gauteng Province is investigating merging MBT with conventional public transport offerings by including them in the bus service contracting processes and allocating a portion of subsidised contracts to the MBT industry.

The TOC approach relies on the development of MBT Transport Operating Companies that the city government can contract with and that will be enable the interface with BRT systems (including operations plans and fare collection systems). This entails the conversion of individual licensed operators in a taxi association to shareholders in a transport company with a management team to run the new business in the best interest of all stakeholders, including the TOC shareholders, drivers, and support staff. Meanwhile, the Gauteng Provincial Government has forged a cooperation with the MBT industry through the outcomes of the 2019 Gauteng Taxi Summit. The event championed the vision of “Growing the Gauteng economy through the modernisation of the Taxi industry” and had amongst its strategic objectives corporatizing and empowering the industry. In addition, a number of MBT improvement pilot projects are either in progress or have recently been undertaken by a combination of city and provincial transport departments. Six of these innovative practices were reviewed as part of this project and was reported on in a separate report.

## 2.3 The State of the MBT Industry in SA

To respond to the challenges we need to reflect on the state of the MBT industry in South Africa:

- The industry is deeply inefficient – many routes are heavily oversupplied with little or no regard for the benefits of fleet optimisation.
- The individualised structure of the industry feeds internal competition for the market and this in turn drives many negative practices.
- The limited seating capacity of the dominant 15 passenger seat vehicle is unsuitable for a large percentage of the trip distances serviced by the industry.

- The owner-driver business model often results in high levels of dead mileage.
- Poor driving behaviour not only compromises passenger safety but increases vehicle maintenance costs.
- Drivers often work excessive hours (more than 14 hours per day) to meet daily targets, which encourages speeding and other reckless behaviours.
- The individualised nature of the industry drives the risk profile (financing costs) and destroys the ability to unlock economies of scale.
- Individual businesses are vulnerable to internal and external shocks.
- The predominant fill-and-go system means that passengers experience long waiting times especially during off-peak hours, as well as overcrowding of vehicles, with limited-service availability during the inter-peak.
- Passenger safety is a challenge as vehicles are old, not well maintained and driven hard.
- The current supply model lacks the ability to comply with legislative and regulatory requirements including vehicle safety standards and universal accessibility requirements.
- Sexual harassment and Gender Based Violence are prevalent issues in the industry.

#### 2.4 MBT Innovative Initiatives and Approaches

While different cities and provincial governments appear to be defining somewhat differing roles for the MBT sector in the public transport system, their respective initiatives do share some objectives:

- Collectivising control over the means of production and corporatising the MBT operating model to improve its commercial viability through investment opportunities and alternative revenue streams.
- Enhancing the value offer to the public transport user by addressing service reliability, safety, and affordability.
- Introducing vehicle tracking systems that enable route (and permit) adherence to be monitored.
- Introducing cashless payment systems that can integrate across multiple modes.
- Reducing externalities from the MBT service including issues of fleet size and quality, accident rates, travel and dwell times, traffic law infringements and passenger complaints.
- Streamlining and simplifying the regulation of minibus taxi operations.
- Supporting the industry through improved sectoral information systems, mentorship, and skills development.
- Securing sustainable financing and funding for fleet recapitalization and other infrastructure.
- Reducing the impact of the industry's operations on the environment.

Assessment of six MBT improvement initiatives currently in progress or recently undertaken by several SA metros and provincial governments seems to indicate that the approaches to MBT improvement tend to fall into one of three categories, namely:

- **Incentive schemes** in terms of which the owner and/or driver are penalised or paid an incentive for adherence to legal requirements and/or displaying measurable improvement of behaviour, such as not speeding, no harsh braking, and not overtaking on shoulder of the road.

- **Contract supported schemes** that promote the professionalisation and improvement of the MBT business model and operation through contracting. These applications appear to be limited to feeder-distributor operations in support of high-volume trunk services provided by rail, rapid rail, BRT, or bus services.
- **Business model improvement schemes** that are based on the collectivisation of control over fare revenue, fleet management, driver deployment and cost management and is supported by an operations improvement (e.g., fleet optimization, fleet renewal and supporting infrastructure planning), that is not dependent on an incentive scheme or recurring operating subsidy, but may require support in the form fleet renewal, investment in supporting infrastructure and transition management.

The efforts of government to promote the transformation of the MBT industry requires further exploration and support. The pilot cases that have been assessed as part this CSP project present an opportunity to bed down learnings and help define the best way forward for the metropolitan cities and other urban areas considering similar initiatives. This project aimed to leverage the learnings from the pilot initiatives being trialled across South Africa to resolve some of the key uncertainties that remain, which include:

- What the role of the MBT should be in the public transport system.
- How MBT integration with formal modes of transport can be managed.
- For the pilot cases, the ongoing viability of corporatised MBT companies (TOCs) are still uncertain given changing cost structures and business practices while revenues remain largely unchanged.
- How the learnings from the operating pilot programs translate across different MBT service types with different business environments and models.
- What are the key steps to transformation? What are the elements that enable successful industry transformation? How best to equip the industry to undertake the envisaged transformation?

## 2.5 Towards a Framework for the Integration of MBT Services into City IPTNs

The framework below was adapted from the original work of Systems Theory specialist Roger Plant<sup>2</sup> who developed models for effecting systems change based on his work with a range of multinational corporations. The basic premise of Plant's framework is that complex systems can be understood in terms of two main dimensions, namely how open or closed (adaptable or inflexible) the system is to external / market forces, and how fragmented or integrated the component parts (sub-systems) of the system is.

As proxies for openness and closedness, Plant uses terms such as "autocracy" and "democracy" to illustrate the system's approach to governance and management, and terms such as "rigid" and "adaptable" to illustrate the systems' focus and propensity to change. Similarly, Plant use terms such as "alienation" and "disconnect" vs terms such as "cooperative" and "collaborative" when he speaks to the level of integration or fragmentation within the system.

For the purpose of developing a framework to assist cities with the review and rethink of their approach to integrated public transport network planning (IPTN) and Minibus Taxi integration into IPTNs, we have redefined Plant's original model to assess, along the

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<sup>2</sup> Plant R, Managing Change and Making it Stick, First Edition 1987.

vertical axis, “**The State of the MBT Industry**” in a given city, and along the horizontal axis, “**The Approach to Planning and (modal) Integration**” in that city (see Figure 4 below).

The state of the minibus taxi industry in a city is assessed along the vertical axis that is defined by two counter points, namely **Fragmentation and Integration**, compelling the assessor to make a judgment call (backed up by sound motivation) on the state of the local industry.

The approach to planning and integration is assessed along the horizontal axis that is defined by two counter points, namely **Prescriptive and Participative**, compelling the assessor to make a judgment call (backed up by sound motivation) on the current approach to planning and integration in your city.

To assist in the process of arriving at consensus during team discussions using the framework, we suggest using a rating on a 0-to-5-point scale along each axis with the value of 3 being the mid- point. This will enable discussants to attribute a rating to their assessments along the two axes and to provide motivation for their ratings. From this (the application of a group “current state” assessment process), the focus of systems changes and the determination of the best pathway for effecting systems change can be identified.

### A Framework for MBT integration into IPTNS

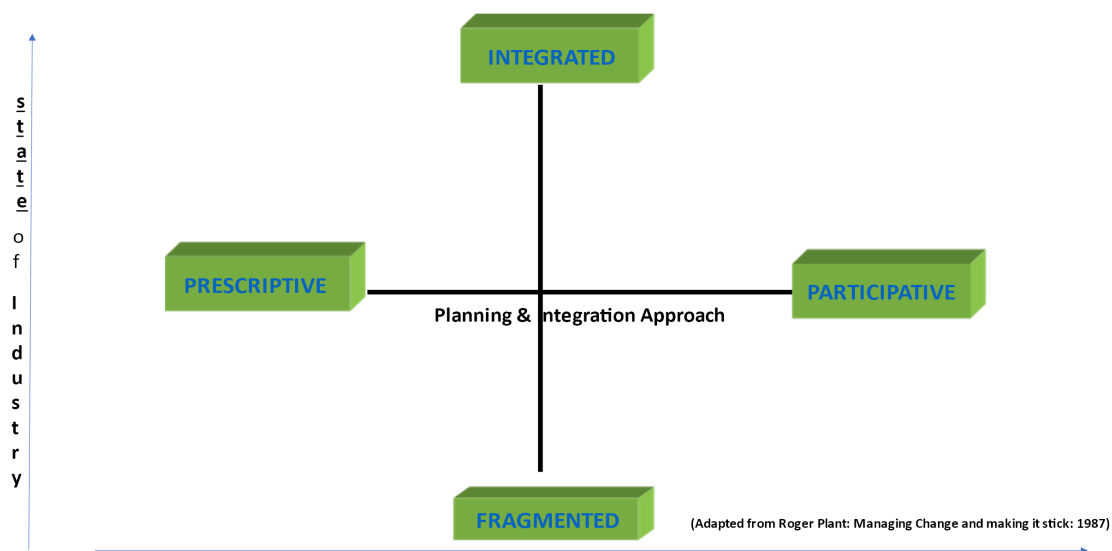


Figure 4: A framework for MBT integration into IPTNs

The application of the assessment framework will result in assessments that falls into one of four quadrants in the matrix, (or possibly at the intersection between these four quadrants).

By means of illustration an assessment of the combination of a prescriptive approach to planning and integration combined with a local MBTI that is in a state of fragmentation is defined as a system in an **autocratic state** (refer to Figure 5 below).

On the other hand a system that is more participative than prescriptive in its approach to planning, but that presides over a fragmented MBTI will find itself in a **state of anarchy**. (i.e., the result of the combination of openness / permissiveness and fragmentation)

The framework is normative in the sense that it suggests that the desired or **organic state**



would be to achieve the required level of systems integration by means of the pursuit of a highly participative approach. The framework is however not prescriptive about the pathway to follow to get to a higher state of integration and inclusion.

In terms of the framework, it is for instance possible to arrive at a desired level of systems integration by being more prescriptive and less participative. The pursuit of the **bureaucratic state** (as either a transition or permanent state) would be achieved by the application of a strong rules – based approach supported by heavy sanctions.

Overall, the graphics below outline the functioning of the framework, provides a description for each of the quadrants in the matrix and highlights the combination of dominant behaviours that determines the systems’ positioning in terms of the matrix.

### A Framework for MBT integration into IPTNs: Quadrant Descriptions

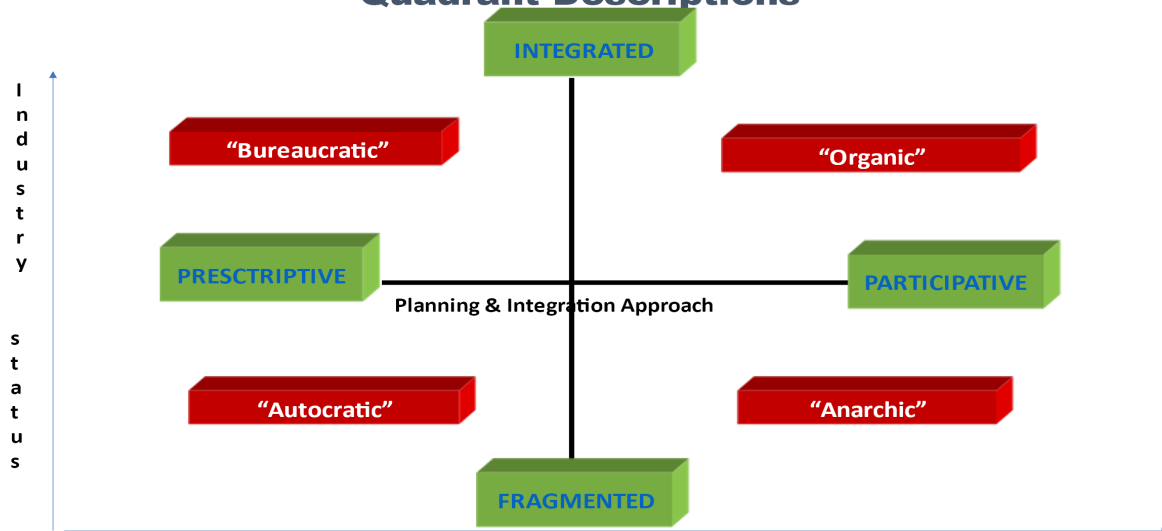


Figure 5: A framework for MBT integration into IPTNs: Quadrant descriptions

### A Framework for minibus taxi integration into IPTN s Dominant Behavioral Drivers

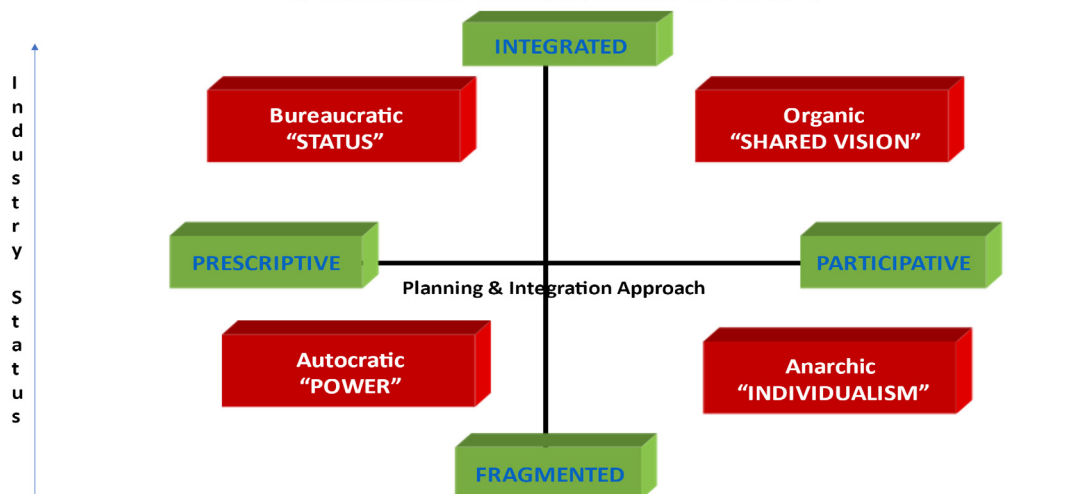


Figure 6: A framework for minibus taxi integration into IPTNs dominant behavioral drivers

The next section illustrates how the application of the matrix can assist in arriving at a better understanding of the current approach to planning and integration in a city.

This section unpacks the dominant characteristics of each quadrant in the matrix.

## 2.6 Quadrant Characteristics: Approaches to Planning and Integration

### a) **Bureaucratic approach to planning & integration**

- Compliance with prescripts is important.
- Status of both plans and planners rated.
- Decision-making is based on narrow expert views rather than broad-based consultation.
- Planning process is based on low levels of interaction with affected stakeholders.
- High levels of inner group satisfaction derived from purported “quality” and “alignment” of plans despite low levels of relevance of plans.

### b) **Autocratic approach to planning and integration**

- Approach to planning and integration is driven by a strong power orientation (power-politics dominate).
- Planning and integration approach is underpinned by an (officially denied) anti-participation/ divide and rule sentiment.
- Key players withhold contributions and plans enjoy low levels of (internal & external) acceptance.
- Questionable relevance of plans and low levels satisfaction for all involved

### c) **Anarchic approach to planning and integration**

- A strong individual/ personality-driven approach dominates the planning and integration approach.
- The planning and integration approach is based on low levels of integration/ and low (compulsory) levels of participation.
- The planning approach is marked by possessiveness of “own” ideas.
- The planning approach is driven by a select few with low levels of dependence on the broader group and external stakeholders.
- Levels of satisfaction with plans, outputs and outcomes vary significantly between “in-group\_ and “outsiders”.

### d) **Organic approach to planning & integration**

- Planning and integration approach is underpinned by a high task orientation (focus on the overall task directs the energy).
- Group consensus based on hard evidence is at the heart of decision-making.
- Alternatives and solutions are jointly explored.
- The planning approach is based on high levels of internal and external participation and high levels of interaction.
- Satisfaction with plans and integration efforts are shared by all.

The next section illustrates how the application of the matrix can assist in arriving at a better understanding of the current state of the MBTI in a city.

This section unpacks the dominant characteristics of each quadrant in the matrix.

## 2.7 Quadrant Characteristics

### a) **Industry in Bureaucratic state**

- Compliance with (industry) national, provincial, and regional policy positions is important.
- Status and discipline drive local leadership model.
- Decision-making is based formal meetings.
- Interaction between leadership and members highly formalized.
- Compliance with local rules and codes of conduct paramount.

### b) **Industry in Autocratic state**

- Leadership is based on power structure-alignment/ compliance is in accordance with power lines.
- Leadership style is divide and rule.
- Allegiances are fragile, conflict potential high and leadership tenure uncertain.
- Low levels of trust within and between industry groupings.
- Low levels of acceptance of authority plans and resistance to actions by the authorities.

### c) **Industry in an Anarchic state**

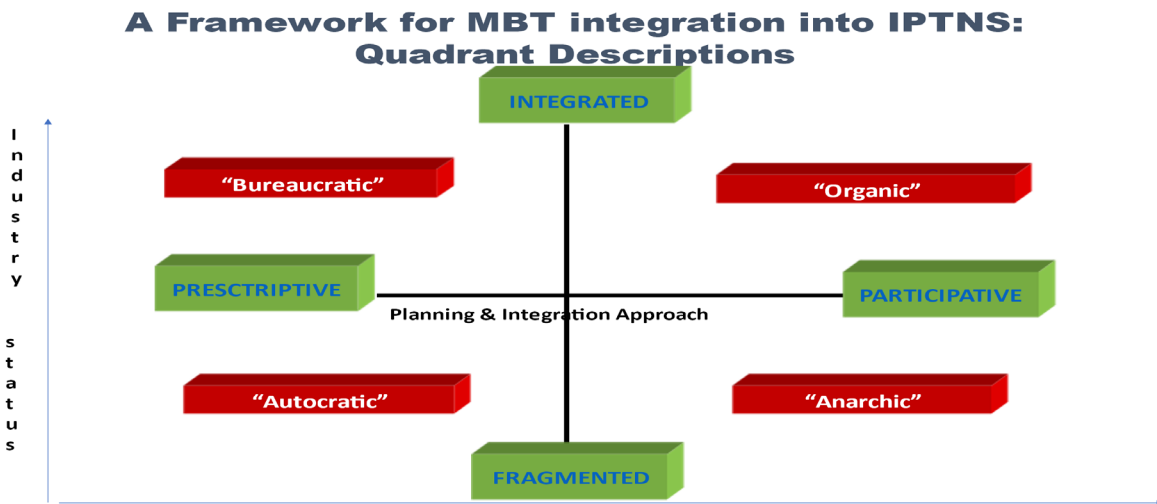
- A strong individual/ personality cult dominates the local leadership model-allegiance to the strong man/ men predominates.
- The strong individual/ group of individuals rely on a loyalty model underpinned by rewards and retributions.
- Illicit practices form an integral part of how the industry functions.
- Tensions at all interfaces within the industry is tangible.
- Low levels of trust between the industry and the authorities manifesting in limited constructive interaction and a high dependency on tough enforcement measures.

### d) **Industry in an organic state**

- Industry leadership is united around a shared vision.
- Industry leadership relies on communication and consultation with members.
- Industry leaders enjoy legitimacy and engages authorities constructively on both operational and strategic issues.
- Industry takes pride in demonstrable improvements in service delivery and integration into mainstream Public Transport network.

## 2.8 Pathways for the Improvement of Planning and Integration Processes

The framework guides the planner/ intervention designer to think and act along two dimensions, namely (1) the pursuit of a higher degree of systems integration and (2) the pursuit of a higher degree of participation and inclusivity in the planning / intervention design process. Although the framework may be normative in the sense that it suggests that the "Organic State" in which systems integration has been achieved through the pursuit of a participative approach represents the ideal, the framework is not prescriptive with regard to pathway.



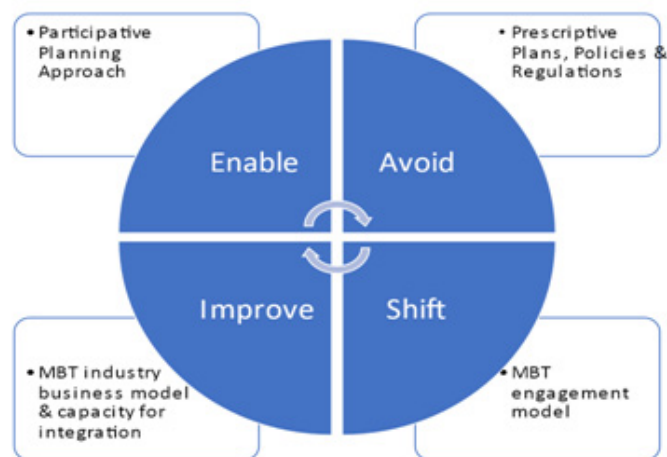
**Figure 7: A framework for MBT integration into IPTNs: Quadrant Descriptions**

Depending on the consensus achieved during the current state assessment, the pathway towards the ideal state may be via an interim state. It is for instance quite conceivable that a city in which the MBT industry remains highly fragmented despite the participative and collaborative efforts of the local authorities may choose to follow a pathway that pursues the achievement of an interim state of greater bureaucracy that positively entails a stronger focus on rules, regulation, enforcement measures and sanctions, as a means of arriving at the ideal state.

The framework is a conceptual tool that compels the planner and interventionist to constantly ask **what actions they will need to take** to arrive at higher state of inclusion and integration **and in what order** these actions should be taken.

### 3. CONCLUSIONS

#### 3.1 An Immediate Term Action Agenda for SA Cities Focused on Improving the State MBTI Services and Integration into Their IPTNS



**Figure 8: Action agenda towards an improved MBT value offer and modal integration**

The graphic above draws on the EASI framework developed by the World Bank SSATP (Sub Sahara African Transport Program 2015). The<sup>3</sup> EASI framework is based on the premise that change in the public transport arena should be conceived in terms of **Enabling actions** (mostly actions that the relevant public authorities should take in terms of policy, legislative, regulatory reforms, and investment in infrastructure and human capital to enable public transport improvements) , followed by the **Avoidance** of practices and approaches that has proven to be problematic, followed by the identification of **Shifts required** to facilitate **Improvement** of the system.

### 3.2 Recommendations for Integration

Based on an alignment of the Integration Framework introduced in this paper with the EASI framework the following immediate term actions are recommended to assist cities in improving the state of MBTI services and integration into their IPTN s:

- **Enable** a participative planning approach that becomes increasingly inclusive of the incumbent MBT industry in their city (i.e. rethink and repurpose the focus and constitution of current structures and mechanisms).
- **Avoid** the development of plans, policies, rules, and regulations that are perceived to be prescriptive and punitive.
- **Shift** the MBT industry engagement model from one that is based on incentives and sanctions (“stick and carrot”) to one that is based on mutual trust and a fundamental commitment to joint problem-solving and inclusive decision-making.
- **Improve** the local MBT business model and the city’s ability to participate in planning and service improvement processes by providing business improvement support, supporting infrastructure, and formal integration opportunities (e.g. through contracting options).

### 3.3 Recommendation on the Role of Government in Improving the Taxi Industry Value Offer and Integration into City Integrated Public Transport Networks (IPTNs)

- With 99% of public transport funding being spent on modes that only move 20% of public transport users, National Government is not realising the full value of it’s subsidies neither the return of investment on these public modes.
- Planning, contracting and regulatory authorities should undertake work to understand minibus taxi route typologies (line haul, local feeder/distributor, and intermediate/mixed services) in their areas of jurisdiction to improve planning and regulation processes and more effectively integrate the MBT into city IPTNs.
- Based on a properly assessed need for higher occupancy vehicles (that is, vehicles that can more cost-effectively operate MBT trunk routes), and an assessment of the vehicle supply situation in the SA market, the operators of minibus-taxi type services should be included in the category of operators who are allowed to operate vehicles with passenger occupancies of more than 35 seats (i.e. buses).

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<sup>3</sup> World Bank SSATP: Policies for Sustainable Accessibility and Mobility in Urban Areas of Africa: Working Paper No.106; 2015.

- In addition to standard requirements, specific requirements regarding universal accessibility and environmental impact should be included in the operating license conditions of such higher occupancy vehicles to be operated by the taxi industry, which consider whether suitable vehicles (e.g., access and internal circulation dimensions, fuel quality constraints, and propulsion technologies) are able to be sourced for the South African market.
- Contracting should be explored, including the infrequently used options of franchising and the issuing of concessions, both as a means of addressing the state of public transport regulation and the need for meaningful integration of the minibus taxi supply model into the IPTNs of SA cities.
- Improve MBT passenger infrastructure and the integration of MBT passenger infrastructure with other public transport facilities (such as BRT and rail stations), by establishing collaborative processes, delivery, and management mechanisms with the MBT industry.
- Assist in improving the overall efficiency and quality of the MBT service offer by providing operational support infrastructure in the form of well-located overnight vehicle staging areas and regional depot facilities.
- Government should assist the MBT industry with business model improvement and corporatisation by providing project preparation services and training via the cities and local authorities.
- As far as is feasible, government should assist in bringing down the cost of capital to the MBT industry, by introducing instruments, such as guarantees via Development Finance Institutions to lower the real or assumed lending risk of private sector financing institutions and in doing so enhancing the viability of the MBT industry.
- It is necessary to review and expand the application of the Taxi Recapitalisation Program to address vehicle type and the need for a more appropriate fleet mix that is better suited for intermediate and trunk route trip distances and can better respond to universal accessibility and climate impact mitigation requirements.
- It is essential to review legislative and regulatory impediments to vehicle occupancy limits and facilitate the introduction of an expanded fleet mix and vehicle type that the MBT industry can access in the South African market.

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