

# THE ROLE OF MUNICIPALITIES IN TRANSPORT SERVICE DELIVERY: A CASE OF AMATHOLE DISTRICT MUNICIPALITY

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## ABSTRACT

The Amathole District Municipality (ADM) derives its transportation command on National Land Transport Transition Act as well as Municipal Structures Act, and is also guided by the White Paper on National Transport Policy as well as Moving South Africa: Vision 2020 in its transport service delivery programmes. ADM plays a pivotal role in strategic planning programmes for transportation across the district, hence its initiatives in number of projects and programmes covering the District at large. ADM departs from its first Integrated Transport Plan (ITP) which was initially adopted in 2003 as required by the NLTTAct. The ITP mission is to enhance the effective functioning of cities, towns and rural areas through integrated planning and provisioning of transport infrastructure and services. The Integrated Development Plan embraces the ITP as a tool for transport service delivery at the district and local level which must be recognised by the national and provincial spheres. Thus, it becomes fundamental for the successful implementation, that national, provincial and local government collectively monitor policy implementation to close gaps and/or prevent duplication whilst co-ordination is drastically enhanced towards allocation of resources to local government. The ADM as a municipality is dedicated to fulfil its transport vision of an efficient, safe, affordable, sustainable and accessible transport system supporting social and economic development. This paper should bear such a testimony of a clear transport service delivery role for local government in South Africa, specifically a Category C Municipality.

## 1. INTRODUCTION

The Constitution of South Africa, 1996 as amended, clearly defines the Powers and Functions of the three spheres of government in Schedule 4 and 5. Further, the Local Government Municipal Structures Act, 117 of 1998(MSAct) defines the powers devolved by the state to Local Authorities as the lowest sphere of government. Furthermore, section 156 of the Constitution establishes three categories of local authorities viz, Category A, B and C. Category A has exclusive legislative and executive powers, Category B have shared legislative and executive powers with Category C and visa versa. Amathole District Municipality as a Category C local authority as such has shared powers in relation to Municipal Public Transport with eight local municipalities within its geographic area. The function is shared between Category B and C local authority as follows:

In relation to the local municipality:

The regulation and control, and where applicable, the provision of:

- Services for the carriage of passengers, whether scheduled or unscheduled, operated on demand along a specific route or routes or, where applicable, within a particular area
- Scheduled services for the carriage of passengers, owned and operated by the municipality, on specific routes In relation to the district means:

The regulation of passenger transport services. (South African Government, 1996)

The National Land Transport transition Act, 22 of 2000(NLTTAct) also assigns transport planning functions to municipalities as inherent duties. This includes setting a series of plans that contribute to the development of an Integrated Transport Plan for the municipality incorporating its vision and service delivery programmes.

(Department of Transport, 2000)

## 2. BACKGROUND

Amathole District Municipality occupies the central coastal portion of the Eastern Cape Province, bordered by the district of Cacadu (West), Chris Hani (North) and O R Tambo (North East). The district includes all former administrative areas of the Eastern Cape, namely former Transkei covering Mbashe and Mquma Municipalities and former Ciskei homeland covering Amahlathi, Buffalo City, Nkonkobe and Ngqushwa areas and former Cape Provincial areas covering some of the towns and farming areas within the local municipalities (see figure 1). (Amathole District Municipality, 2007)

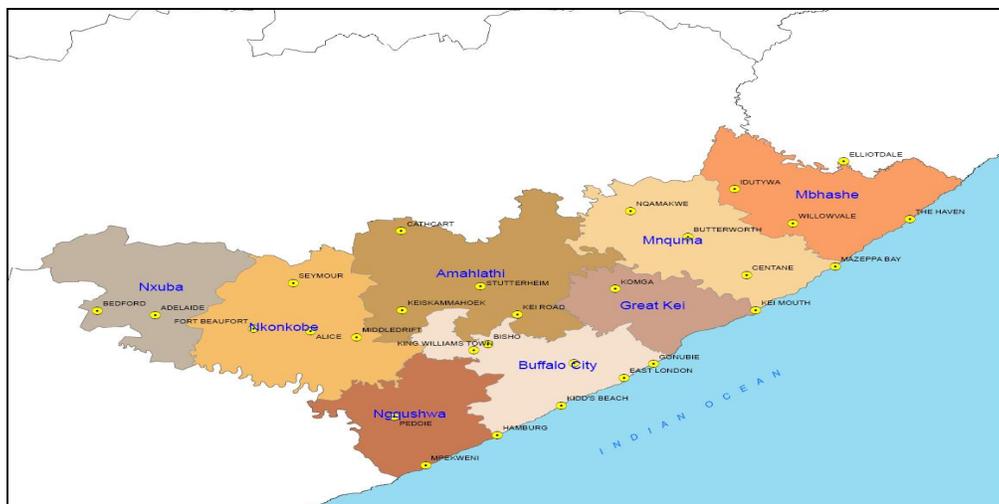


Fig1 The Amathole District Municipality geographic area

The Amathole District Municipality's area of jurisdiction is made up of eight local municipalities, with the following split of the assigned transport and related functions, listed as follows:

**Table1 Split of assigned Transport powers and functions**

<b>Municipality</b>	<b>MSAct DM Function</b>	<b>MSAct LM Function</b>	<b>NLTTAct</b>	<b>Roads</b>	<b>Land use management</b>
<b>Amahlathi</b>	DM	LM	L ITP	LM	LM
<b>Buffalo City</b>	DM	LM	C ITP	LM	LM
<b>Great Kei</b>	DM	DM	L ITP	LM	LM
<b>Mbhashe</b>	DM	DM	L ITP	LM	LM
<b>Mnquma</b>	DM	DM	L ITP	LM	LM
<b>Ngqushwa</b>	DM	DM	L ITP	DM	LM
<b>Nkonkobe</b>	DM	DM	L ITP	LM	LM
<b>Nxuba</b>	DM	DM	L ITP	LM	LM
	ALL	2 LM	7 LITP & CIP	7 LM & DM	ALL

### **3. MANDATE OF THE AMATHOLE DISTRICT MUNICIPALITY**

#### 3.1 Legislative mandate

Primarily, the Amathole District Municipality derives its transportation mandate from two pieces of legislation, which is the National Land Transport transition act, 22 of 2000 as well as the Municipal Structures Act, 118 of 2000, Section 84.

Other secondary transportation duties are derived from other general laws such as the Urban Transport Act, No 14 of 1992 as amended and the Road Traffic Act, No 39 of 1993 as amended these are related to local municipalities.

Based on the above, the roles and responsibilities of the Amathole District Municipality in Transport could be summarised as presented in Table below.

**Table 2 Roles and responsibilities assigned by legislation aligned to tools/products/impacts**

<b>Legislation</b>	<b>Responsibility</b>	<b>Tools/Products/Impact</b>
NLTTA	Planning Authorities	Integrated Transport Plans & CPTR
NLTTA	Coordination	Transport Forums
NLTTA	Public Transport Service	Contracts and Subsidy disbursement
NLTTA	Operating licenses control	OLS and Rationalisation Plan
MSAct	Services and Infrastructure	Coverage and Customer Service
MSAct	MPT Regulation	By laws and Tribunal
MSAct	Support Local Municipality	PTSPs and Local Forums

### 3.2 Policy Framework

Furthermore, the ADM in its transportation responsibility is guided by the policies put in place by the Department of Transport at National and Provincial level such as the White Paper on National Transport Policy, Moving South Africa: Action Agenda, Provincial White Paper on Transport for Sustainable Development as well as Plans developed by the two spheres in the National Land Transport Strategic Framework.

#### *3.2.1 Policy Directives*

##### *3.2.1.1 White Paper on National Transport Policy:*

The National Transport Policy provides the following policy pronouncements on the functioning of local authorities under the following categories:

*Policy principles:*

**Financing:** Elements of infrastructure and operations which provide a measurable economic or financial return including financially viable passenger transport operations and user charges in public transport facilities/interchanges for operators  
 Elements of infrastructure and operations which cannot or should not be paid for by the user but which provides social benefits  
 Management and regulation or control of operational elements of transportation may result in financial income or in non-monetary benefits.  
 Regulation of specific services provided under contract including tendered public transport services by bus or taxi

**Infrastructure:** Establishment of co-ordination structures at all levels including local authority and integrating the various elements of transport planning and infrastructure  
 Maintain and develop the transport infrastructure system and prioritise its development in terms of needs through a more sustainable approach that is demand driven  
 Foster a sound financial base for transport infrastructure, where appropriate it be funded from user charges and/or investments by the private sector

**Land passenger transport:** Reduce travel distances and times for commuting to a limit of about 40Km and one hour in each direction

Promote use of public transport over private car travel with a goal of achieving a ratio of 80:20 between public transport and private car usage/not ownership

To improve accessibility and mobility, limiting walking distance to less than one kilometre in urban areas and less than 2 Km in rural areas due to sprawl and erf size outside metropolitan areas, services, districts and local councils or provincial authorities will act as transport authorities. (Department of Transport, 1998)

### 3.2.1.2 *Moving South Africa: Action Agenda*

The National Department of Transport started the Moving South Africa (MSA) project by the year 1997 and the motive was to produce a data-driven documented in the strategic action that extends the short to medium-term policy formulation documented in the Transport White paper into a long-term strategic formulation embodying the sets of trade-offs and choices necessary to realise the vision as set out in the White Paper.

- *Urban Customers*

To make the vision the reality, Moving South Africa's strategy for urban transport focuses on three categories of strategic action namely:

- (i) Densification of transport corridors
- (ii) Optimise modal economics and the service mix
- (iii) Improving firm level

(i) Densification of transport corridors - this action requires the substantial reversal of apartheid land use planning to halt dispersion, in order to accomplish needed economies of scope in the transport systems.

(ii) Optimise modal economics and the service mix - optimising modal economics requires addressing the use of road space, and the strategy proposes though road space management to priorities public transport. .

(iii) Improving firm level - this task predominantly falls to private firms, the strategy requires effective regulation of all modes, especially taxis and the enforcement thereof. .

- *Rural Customers*

The rural passenger situation focused on road infrastructure, rather than operations. This emphasis was deliberate, based on the White Paper commitment to expanding access, and the operating cost improvement that better roads will provide for rural operators. Rural roads are one piece of a larger infrastructure package that rural areas require. The MSA strategy response on rural customer will be to develop more data.

- (i) Developing Additional Data to inform Choice

In addressing the data void, MSA conducted an additional research in the Eastern Cape and Mpumalanga province to act as demonstration projects to assess the true level of need for road improvements and to apply framework based on development potential.

- *Externalities*

The situation analysis revealed high levels of externality cost generated by the transport systems being pushed out into society such as road safety and environmental degradation. An important source of these costs are road based accidents and fatalities.

The MSA strategy to address these problems focuses on two principal priorities such as Internalising externality cost and creating institutional alignment. By creating better institutional alignment, the strategy attacks the issue of enforcement thereby also changing the balance of risk alignment and capacity. (Department of Transport, 1999)

#### **4. THE AMATHOLE DISTRICT MUNICIPALITY TRANSPORT PROGRAMMES**

In carrying its primary NLTTAct directive, as a Planning Authority, the ADM adopted its first ITP in 2003 and was included in its IDP. The ITP gets reviewed as part of the annual review of the IDP as a Sector Plan of the IDP. The latest 2007/08 review of the ITP concluded the following programmes for transport in the District:

##### 4.1 Planning Programme (Studies) : Strategic

- Public Transport Services Plan for LMs
  - Mnquma PTSP completed in 2006 as a pilot
  - Mbashe PTSP current (medium density rural municipality)
  - Nkonkobe PTSP current (medium density rural municipality)
- Studies for strategic infrastructure projects included the following
  - Viability Study for Upgrading Routes of District Importance(Prov Roads)
    - Bawa Falls Route in Butterworth, Mnquma Municipality
    - Stutterheim to Tsomo Route, Amahlathi and
    - Alice to Peddie Route
    - Stutterheim to Keiskamma Route
    - Cathcart to Hogsback Route
  - Road Safety Audits for Tourism and High Volume Rural Corridors (Prov)
    - N2 to Chintsa Access Road : Tourism and Socio Economic Development
    - Centane to Mazeppa Bat Road : Tourism
    - Butterworth to Ngqamakwe Road : High Demand Rural Corridor
    - Peddie Main Road: High activity urban node
  - Feasibility studies for Public Transport Infrastructure
    - Feasibility study for Alice Intermodal Facility
    - Feasibility Study for Butterworth Intermodal facility
    - Feasibility study for Peddie Intermodal facility
    - Feasibility study for Ngqamakwe Intermodal Facility
    - Feasibility study for Stutterheim Intermodal Facility

Planning projects act as a planning and prioritization tool for Amathole District Municipality in taking the informed decisions while developing infrastructure and services. The studies also outline the socio-economic impact such infrastructure have in each geographic area and the economic gain that will be achieved widely once the development takes place. (Amathole District Municipality, 2007)

#### 4.2 Transport Infrastructure and Services Programme : Tactical

The Transport Infrastructure programme comprise two functional categories as it relates to the division of roles within the powers and function as it is also pronounced in Schedule 4 and 5 of the Constitutional Act, 108 of 1996 as amended. The two categories are Roads and Public Transport facilities. Only one functional category is given priority as the Roads Function is included under maintenance for Ngqushwa Municipality as indicated in Table 1. Listed in table 3 below are the current Public Transport Facilities within the area confirming their condition and status of development. (South African Government, 1996)

**Table 3 ADM Public Transport Infrastructure profile (Amathole District Municipality, 2005)**

Municipality	Town	Surface Condition	Shelter	Ablution	Action
Amahlati	Keiskammahoeck	Paved and unmarked	Non-compliant	Fair condition	Currently being upgraded
	Stutterheim	Paved and unmarked	Poor and unsafe	Good condition	Feasibility study to upgrade conducted
Great Kei	Komga	Paved and undemarcated	None	None	Funding being sourced
Mbashe	Idutywa	Paved and undemarcated	Average	None	Multi-modal facility under construction
	Xhora/Elliotdale	Paved and demarcated including holding area	None	None	Phase 1 completed in 2007. Phase 2 planned.
Mnquma	Butterworth	Using existing paved road	None	Poor condition	To be closed.
	Butterworth	Good	Non-compliant	Average	To be upgraded to an inter-modal facility.
	Centane – New Facility	Paved and undemarcated	None	Good condition	Phase 2 planned
	Ngqamakwe	Good	Good	Good condition	Loading area to be surfaced
Ngqushwa	Peddie	Paved and demarcated	None	Good condition	Currently being upgraded
	Peddie	Good	None	Good	
Nkonkobe	Middledrift	Good	Good	Good	Monitoring usage
	Seymour	None	None	Poor	Planning stage
	Alice - A	Good	None	Good	Inter-modal facility planned
	Fort Beaufort	Good	Good	Good	Monitoring usage
Nxuba	Adelaide	Good	Good	Good	Monitoring usage
	Bedford - A	Good	Good	Good	Monitoring usage
Bufalfo City	East London	Paved but not good condition	None and not in good condition	Poor condition and some non-existence	Need attention and proper improvements
	Mdantsane	Good condition	Good condition	Good condition	Maintenance required
	King Williams Town	Good condition	None	None	Need to be upgraded to a PTI
	Dimbaza	Fair condition	None	None	Need upgrading

The 2Km Public Transport service coverage has been measured for the district at an average of 78%. This is mainly due to the service provided by Light Delivery Vehicle (LDV) in rural areas where road conditions are very bad. Hence the CPTR confirmed that more than 50% of the current PT Vehicle fleet in taxis comprises of LDVs. (Amathole District Municipality, 2005)

**Table 4 Public Transport Service Coverage**

Municipality	Mbashe	Mnquma	Great kei	Amahlathi	Ngqushwa	Nkonkobe	Nxuba	BCM	TOTAL
<b>No of settlements</b>	341	455	20	171	154	216	8	248	<b>1 613</b>
<b>Settlements covered</b>	165	318	17	152	142	214	8	247	<b>1 263</b>
<b>Households</b>	52 500	67 200	11 400	28 400	21 600	32 200	6 500	19 100	<b>238 900</b>
<b>Population</b>	253 380	287 772	44 462	139 043	84 234	128 655	24 824	702 890	<b>1 665 260</b>
<b>Coverage (%)</b>	<b>48.4%</b>	<b>69.9%</b>	<b>85.0%</b>	<b>88.9%</b>	<b>92.2%</b>	<b>99.1%</b>	<b>100.0%</b>	<b>99.6%</b>	<b>78.3%</b>
<b>Pro-rata pop covered</b>	122 603	201 124	37 793	123 594	77 670	127 464	24 824	700 056	<b>1 303 920</b>
<b>Pro-rata pop uncovered</b>	130 777	86 648	6 669	15 449	6 564	1 191	0	2 834	<b>361 340</b>
<b>Population density/sqkm</b>	70	97	29	30	55	37	6	167	<b>64</b>
<b>Area(sqkm)</b>	3 494	2 996	1 367	4 555	1 696	3 865	4 134	4 089	<b>26 196</b>

#### 4.3 Maintenance and Upgrading Programme : Operational

The maintenance and upgrading programme is focused on Ngqushwa Municipality as a delegated municipality to the ADM on the Roads Function. These roads are mostly lower order access roads that perform a medium volume accessibility function for both private and public transport. The priority areas have been the following:

- Roads Management System
- Roads Upgrading Programme
  - N2 to Kei Mouth Access Road : Tourism
  - R67 form KWT to Adelaide : Socio-economic
  - R72 to Hamburg Access road: Tourism and rural corridor
- Roads Maintenance Projects
  - R72 maintenance programme : Socio-economic
  - N6 maintenance programme
  - Area wide maintenance programme for provincial gravel roads
- Awareness campaign on Sustainable Public Transport
  - Amathole District Municipality has embarked on awareness campaigns by developing educational materials on Public Transport sustainability.
- Model for Management of road based Public Transport Interchange
  - A sustainability model for management of Public Transport Infrastructure has been developed and piloted. The model will help the municipality to resource adequately its operational responsibilities.

(Amathole District Municipality, 2007)

#### 4.4 New Roads Programme : Strategic

No new roads have been identified at this stage due to the backlog and funding limitations to extend the current infrastructure and maintain it. Opportunities will be identified through the SDF or ITP for a need to pursue this programme further but it remains at the centre of the Integrated Transport Plan.

#### 4.5 Institutional Programme : Strategic

- Provincial Transport Forum for Integrated Development Plans
  - A provincial forum comprising technocrats from all DM's and the Provincial department of Transport as well as Metrorail, regarding planning responsibilities of the state including monitoring of programmes such as NATMAP, PLTF Review, White Paper review and ITP reviews, etc
- Provincial Rail and Maritime Task Team
  - ADM participates in the provincial rail and maritime task team that seeks to address co-ordination of rail and maritime initiative in the province together with other relevant stakeholders
- From District Transport Forum to Transport Regulatory Tribunal
  - A District Transport Forum was established in 2004 to serve as a platform for reporting, information sharing and empowerment with local municipalities, Provincial Department and transport agencies/parastatals and business. Due to the regulatory role assigned by the MSAAct, this is being re-arranged to constitute a Transport Tribunal that will preside over transport matters in the region to be constituted by the same institutions, as a statutory body.
- Local Transport Forums
  - ADM recognised the importance of a partnership between the spheres of government, operators, organised business and civil society at the local level to promote unity and efficiency in the transport sector.

#### **5. CONCLUSION**

The following conclusions can be made of the role of municipalities in transport service delivery:

- That District Municipalities have a major role to play in transport service delivery at a strategic level
- That it is important to have a strong district municipality to support and lead local municipalities in their inherent duties
- Legislation does provide a proper framework for service delivery by municipalities
- The shared function provide a relevant meaning for intervention when the local municipality cannot be able to perform its duties
- It is important that in cases of limited capacity the MPT function be delegated to the District Municipality and it be assisted to build its capacity to support locals
- The role of roads as a transport infrastructure function makes it necessary to look at the alignment of these responsibilities when assigning powers and functions
- The external responsibilities of National and Provincial Department of transport in taking care of their core functions in line with municipal plans is very crucial to the success of municipal strategies
- Planning plays a major key role in transport service delivery and IDPs must be recognized by all spheres of government in making provision for service delivery support at municipal level.
- Monitoring of the Policy implementation must be done at the three levels of government so that shortfalls are addressed in collective

- An extensive project list was developed in our ITP 2003/2005 that identifies projects in the ADM jurisdiction but the funds allocated from Provincial Department of Roads and Transport, National Department of Transport and Municipal infrastructure Grant are insufficient and that delays implementation of these projects.
- Collaboration amongst the three spheres in recognizing IDPs/ITPs of municipalities would expedite service delivery and bring government closer to its targets set in the NLTSF

## 6. REFERENCES

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## 7. ABBREVIATIONS

<b>ADM</b>	: Amathole District Municipality
<b>IDP</b>	: Integrated Development Plan
<b>ITP</b>	: Integrated Transport Plan
<b>NLTSF</b>	: National Land Transport Strategic Framework
<b>LM</b>	: Local Municipality
<b>DM</b>	: District Municipality
<b>LITP</b>	: Local Integrated Transport Plan
<b>CITP</b>	: Comprehensive Integrated Transport Plan
<b>DITP</b>	: District Integrated Transport Plan
<b>MSAct</b>	: Municipal Structures Act, 118 of 2000
<b>NLTTAct</b>	: National Land Transport Transition Act, 22 of 2000
<b>CPTR</b>	: Current Public Transport Records
<b>PTSP</b>	: Public Transport Services Plan
<b>OLS</b>	: Operating Licenses Strategies
<b>MPT</b>	: Municipal Public Transport
<b>PT</b>	: Public Transport
<b>LDV</b>	: Light delivery vehicle
<b>SDF</b>	: Spatial Development Framework