

(DRAFT) REVISED WHITE PAPER

**RPF
PRESENTATION**

DATE: 07 NOVEMBER 2016

INTRODUCTION

Vision of the 1996 White Paper

“Provide safe, reliable, effective, efficient, and fully integrated transport operations and infrastructure which will best meet the needs of freight and passenger customers at improving levels of service and cost in a fashion which supports government strategies for economic and social development whilst being environmentally and economically sustainable”

No major changes to the *overall* vision since 1996; however, greater emphasis on:

- **Transport as a system**
- **The role of spatial planning**
- **Corridor development and inter-modal linkages**
- **Behavioural change, especially as it relates to safety**
- **Non-motorised transport (NMT)**
- **Energy and environmental considerations**
- **Unified economic regulation across transport modes**
- **The “ocean economy”**

PROBLEM STATEMENT

- **Nearly two decades have passed since the ratification of the White Paper on National Transport Policy, 1996.**
- **There is recognition within the White Paper itself that, “public policy cannot be static but must be dynamic in nature. It must at all times be perceptive to the environment within which it operates. Policy therefore needs to be reconsidered and if necessary revised on a continuing basis” White Paper on National Transport Policy, September 1996**

APPROACH

- **Establish and confirm the vision and objectives for the South African transport sector, as outlined in the 1996 White Paper and the subsequent relevance and evolution of this vision since 1996.**
- **Outline the key challenges facing each mode and current trends, by reviewing current transport sector Policies, Strategies, Plans, Frameworks and reports produced by transport specialists.**
- **Include modal specialist inputs**
- **Incorporate initial stakeholder feedback from sector experts and SOCs**
- **Legal harmonization review**
- **Draft a revised White Paper**
- **Comprehensive public consultation process**
- **Revise the White Paper to reflect the policy vision of 2016**

OBJECTIVES OF THE POLICY

- **1.2.1. To support the goals of the prevailing National Development Plan 2030, National Infrastructure Plan and Government's Programme of Action.**
- **1.2.2. To enable customers requiring transport for people or goods to access the transport system in ways that best satisfy their chosen criteria;**
- **1.2.3. To improve the safety, security, reliability, quality, and speed of transporting goods and people;**
- **1.2.4. To improve South Africa's competitiveness and that of its transport infrastructure and operations by reducing the cost of doing business.**
- **1.2.5. To invest in infrastructure or transport systems in ways that satisfy social, economic or strategic investment criteria;**
- **1.2.6. To achieve the above objectives in a manner that is economically and environmentally sustainable, and minimises negative side effects**
- **To develop strategies to attain these policy goals**

Proposed Amendments

- Revised structure of the White Paper
 - According to latest template
- 1996 structure:
 - Policy statements
 - Infrastructure
 - Transport infrastructure (all modes)
 - Operation and Control
 - Land passenger transport
 - Land freight transport
 - Civil aviation
 - Maritime transport
 - Road traffic and safety

Revised structure of the White Paper

1. Principles, objectives and vision

2. Principal modes of transport

- Civil aviation
- Maritime
- Rail
- Roads

3. Public transport

4. Overarching transportation issues

- Concurrent functions and devolution
- Environmental considerations
- Funding
- Integrated transport planning and infrastructure
- Enabling industry and human development
- Transport research and data

Proposed Amendments (Refer to Addendum A)

- Vision
- Principal Modes
- Public transport
- Overarching transport issues
 - Concurrent functions and devolution
 - Environmental considerations
 - Funding
 - Integrated transport planning and infrastructure
 - Enabling industry and human development
 - Transport research and data

Reformulated vision for South African transport

To provide for a transport system that will:

- **Facilitate** the movement of goods and people;
- **Enable** equitable access to personal economic opportunities and social services; and
- **Support** economic and environmental sustainability and inclusive growth.

To achieve this, there must be adequate supply of transport infrastructure and services in relation to demand. Furthermore, for the users of transport, the supply should be:

- **Accessible;**
- **Cost effective;**
- **Time efficient and reliable; and**
- **Safe and secure.**

DEPARTMENTS/STAKEHOLDERS CONSULTED

- The following consultative processes were held;
- 1ST Government only National Workshop held on 21 and 22 May 2015
- 2nd Broader National Stakeholder Workshop held on 5 November 2015
- 3rd National Stakeholder Consultative Workshop held on the 17th and 18th March 2016
- Consultation with the Department of Monitoring and Evaluation
- Consultation with the Department of Human Settlement
- Consultation with Roads Coordinating Body 29 February 2016
- Consultation with SALGA 07 June 2016
- EISEDI Directors- General Cluster Presentation 04 August 2016

NEXT STEP IN THE REVIEW

- Cabinet Submission to Gazette
- Publication of Draft Revised White Paper for public consultation.

THANK YOU

Proposed Amendments (Addendum A)

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact of the amendment
Vision	Provide safe, reliable, effective, efficient, and fully integrated transport operations and infrastructure which will best meet the needs of freight and passenger customers at improving levels of service and cost in a fashion which supports government strategies for economic and social development whilst being environmentally and economically sustainable”	To provide for a <i>transport system</i> that will: Facilitate the movement of goods and people; Enable equitable access to personal economic opportunities and social services; and Support economic and environmental sustainability and inclusive growth. To achieve this, there must be adequate supply of transport infrastructure and services in relation to demand. Furthermore, for the users of transport, the supply should be: Accessible; Cost effective; Time efficient and reliable; and Safe and secure	The role of government is clarified and is focused on the establishment of a transport system that enables access etc, without necessarily providing transport operations and infrastructure directly.

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact of the amendment
Principal modes – Civil aviation	There is ongoing tension surrounding direct State involvement in the provision of air services, with three state-owned airlines competing with private airlines.	“In order to meet the principle of equal treatment of all participants in the market, which could be jeopardised by the state ownership of airlines, the State will reduce its direct involvement in the provision of air passenger and freight services in what is meant to be a deregulated and competitive environment. ”	This change will act to resolve tension between private and state-owned airlines, promote an investor-friendly environment, and encourage competition in the airline industry to the benefit of consumers.

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact of the amendment
Principal modes – Civil aviation	The overlapping of functions between the Air Service Licensing Council (ASLC) and the International Air Services Council (IASC) on safety and reliability.	“The degree of functional overlap and desirability of merging ASLC and IASC to achieve maximum efficiency and effectiveness should be investigated.”	The merging of the ASCL and IASC has the potential to yield significant efficiency improvements.
Principal modes – Civil aviation	The integration of airport planning needs to be enhanced, particularly between national, provincial and local spheres.	“Airport development should be planned holistically in accordance with a structured National Airports Development Plan , which would support national, provincial and local community objectives.”	The amendment will encourage effective and productive airport development, incorporating the influence airports have on provincial and municipal socio-economic development.

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact of the amendment
Principal modes – Maritime	<p>There is a need to support and emphasise the separation of the TNPA and Transnet.</p> <p>TNPA has not been separated as a subsidiary of Transnet or as an independent public company.</p>	<p>“The port authority will be independent of any port operating agency (or agencies).</p> <p>More specifically, the port authority should be unbundled as a public company independent from Transnet.”</p>	<p>This amendment will promote more effective economic regulation, and will reduce the possibility for conflict of interest in the oversight of port services.</p>

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact of the amendment
Principal modes – Maritime	<p>The integration of ports with surrounding areas should be reinforced.</p> <p>The current legislation regime which accounts for local and national government participation in maritime development and planning should be implemented.</p>	<p>“All stakeholders, including all levels of government, will be consulted in the planning of ports through the existing mechanisms provided for in the Ports Act and the ICM Act. To ensure ports are integrated with surrounding areas, maritime development and planning will be incorporated into the planning responsibilities of the relevant provincial and municipal governments as stipulated in the ICM Act.”</p>	<p>Promoting the inclusion of all stakeholders through the mechanisms provided for in existing legislation will improve the integration and efficiency of maritime development and planning.</p> <p>It also highlights that there is legislation (ICM Act) that requires such coordination.</p>

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact of the amendment
Principal modes – Rail	There is an urgent need for rail revitalization and infrastructure investment in order to increase rail’s ability to compete in market spaces where it has the potential to gain freight and passenger traffic from other transport modes, particularly road, and especially in high density corridors.	“The Government will prioritise investment in track, rolling stock, and appropriate technologies in rail. A comprehensive upgrade and renewal of infrastructure and investment in world class high performance network and appropriate competitive technologies is required to enable the shift of freight and passenger traffic from road to rail.”	Investments in the rail sector will position it to compete effectively and sustainably in the local transport market, facilitating the shifting of freight and passengers from road to rail.

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact of the amendment
Principal modes – Rail	The private sector has a key role to play in rail transport funding. Economic regulation must create a conducive environment for private sector participation	“An investment-friendly environment must be created and regulatory uncertainty must be removed through the establishment of the STER . Rail economic regulation under the STER must establish a legal framework that is clear, objective and neutral between public and private operators . Tariff regulation must be fair, reasonable, and provide efficiency incentives.”	The creation of an investment-friendly environment will change business fundamentals and remove regulatory uncertainty so as to encourage private sector participation in the rail sector with the effect of aiding revitalisation, driving development and maximizing growth.

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact of the amendment
Principal modes – Roads	<p>The unacceptable traffic conditions on South African roads, and especially the high accident and casualty rates, still continues, although most of the strategies recommended in 1996 have been put in place. A stronger approach will be needed going forward to effect a more drastic improvement in road user discipline and reduce collisions.</p>	<p>Roadside testing of the compliance of vehicles with critical roadworthy requirements will be increased.</p> <p>The development of safer road infrastructure for all users should be prioritised.</p> <p>Compulsory road safety audits will be undertaken and reviewed every five years in accordance with the policy intent of the Draft Non-Motorised Transport Policy.</p>	<p>These amendments and similar policies will address the five pillars referenced in the National Road Safety Strategy, namely safer roads and mobility, safer vehicles, safer road users, post-crash response and road safety management, improving traffic conditions and road safety in South Africa.</p>

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact of the amendment
Principal modes – Roads	Non-motorised transport (NMT) should be explicitly promoted and developed . NMT should be integrated into spatial development strategies.	<p>“Adequate and sustainable funding for the promotion, implementation and development of NMT will be made available. NMT modes will be endorsed and the use thereof facilitated.</p> <p>Marginalised groups should be empowered including the promotion of SMMEs through NMT.”</p>	The promotion and development of NMT will act to reduce carbon emissions, promote a modal shift towards more sustainable transport modes, and develop low-cost mobility options for consumers.

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact of the amendment
<p>Public transport</p>	<p>Ensuring the <i>provision</i> of public transport services; ensuring and, where appropriate, <i>undertaking the planning, design, construction,</i> maintenance and funding of public transport operations and infrastructure;</p>	<p>To promote a safe, reliable, effective, efficient, coordinated, integrated and environmentally friendly public transport system by developing norms and standards as well as regulations and legislation to guide the development of public transport for rural and urban passengers”</p>	<p>Clarified role of government. Also in line with 1996 vision: “In the longer term Government will seek a reduction in the cost to the state of the subsidisation of transport operations, predicated on a more effective and efficient public transport system being developed”</p>

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed	What it will read like when amended	The benefit / impact
Public transport	Lack of emphasis on NMTL “To promote the use of public transport over private car travel, with the goal of achieving a ratio of 80:20 between public transport and private car usage”	To promote the use of public transport over private car travel, with the goal of achieving a ratio of 60:20:20 between public transport, NMT and private car usage;	Promoting NMT contributes to congestion reduction and reflects current policy thinking
Public transport	Licensing/regulation of public transport using different approaches and nomenclature: “To promote and implement a system of regulated competition for public transport routes or networks based on permissions or tendered contracts.”	“To promote and implement a system of competition for the market , related to public transport routes or networks based on Operating Licenses ; concessions and / or tendered contracts, with all public transport operators registered as formalised commercial entities, bound by the regulations of their	Updating the approaches and the relevant terminology to post 1996 competition and transport legislation and policy direction.

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed	What it will read like when amended	The benefit / impact
<p>Overarching transport issues: - Concurrent functions and devolution</p>	<p>Incorporation of subsequent transport legislation (National Land Transport Act, 2009) and clarifications: “The principle of subsidiarity and devolution of public passenger transport functions, powers and duties to the lowest appropriate level of government is confirmed. A single over-arching Land Passenger Transport Act will be compiled at national level, clarifying the relationships between levels of government, ...defining concurrent and exclusive powers.”</p>	<p>The principle of subsidiarity and devolution of transport functions, powers and duties, including the contracting authority and regulating entity functions, to the lowest appropriate level of government, where capacity exists, is confirmed. Such devolution could involve the creation of a Transport Authority, or an equivalent coordinated and accountable structure, at a Municipal, Provincial, or Mega-City/ City Region level.</p>	<p>Recognising the progress made to date and refining the policy objectives. Reflecting policy guidance on devolution.</p>

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed	What it will read like when amended	The benefit / impact
<p>Overarching transport issues:</p> <ul style="list-style-type: none"> - Environmental considerations 	<p>No major gaps. Terminology somewhat outdated. “Promote environmental protection and resource conservation.” “Planning for the provision of infrastructure will take place within an integrated environmental management approach, and will include inter alia the performance of EIAs.”</p>	<p>“To promote awareness and understanding of transport-related environmental issues, increase participation in environmental management, address environmental problems at all levels of transport, and ensure compliance with standards, monitoring and reporting that demonstrate a tangible improvement in the sustainable use of natural resources.”</p>	<p>Focus on transport-related environmental issues, updated terminology, including compliance.</p>

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact
<p>Over-arching transport issues: -Funding Slide A (continues on next slide)</p>	<p>The 1996 White Paper places emphasis on government funding without clarifying where it will target its involvement. “Subject to market discipline, the necessary funding for the establishment and maintenance of transport infrastructure will be arranged through an appropriate model:</p> <ul style="list-style-type: none"> - Public ownership and operation by state departments or by a state enterprise or agency; - Private ownership and private operation; - Joint ventures between the public and private sectors;” 	<p>“The strategic objectives for funding are:</p> <ul style="list-style-type: none"> - To ensure adequate, equitable, efficient, sustainable and dedicated financing and funding for infrastructure, operations, and law enforcement; ... - To promote private sector participation in the transport sector, to both ensure funding of infrastructure and to obtain skills from the private sector.” <p>“As private sector participation may not be desirable or feasible in the provision of transport infrastructure in all modes.”</p>	<p>Clarity on role for private sector, explicit delineation of where private sector participation is desired.</p>

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact
<p>Overarching transport issues: -Funding Slide B</p>	<p>A distinction will be made between:</p> <ul style="list-style-type: none"> - social access requiring government funding or "subsidy“; - infrastructure suitable for indirect user charging (fuel levies) - infrastructure suitable for private sector investment, e.g. toll roads 	<p>The current distinctions are maintained. Policy refined according to mode.</p> <p>Rail specific: “The government will promote the participation of the private sector in investment projects, and limit its role to strategic investment that cannot or is undesirable to be undertaken by the private sector.”</p> <p>Road: “A balanced funding policy in road traffic must be introduced.”</p>	<p>Clarity on role for private sector, explicit delineation of where private sector participation is desired.</p>

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed	What it will read like when amended	The benefit / impact
<p>Overarching transport issues: - Integrated transport planning and infrastructure</p>	<p>Not entirely clear that planning must be integrated and coordinated. Establish co-ordinating structures: these will “need to be cascading in nature to address infrastructure needs at the three levels of government as well as integrating the various elements of transport planning and infrastructure.” “Co-ordination of land use and transport planning at provincial level;” “it is essential that an integrated passenger transport plan should be developed in the context of a land use plan which is supportive of efficient land passenger transport.”</p>	<p>“An integrated transport planning framework should be established that integrates planning and infrastructure across modes for both freight and passenger transport, integrates the transport system with other sectors, and fosters integrated transport planning between the Department of Trade and Industry and other departments, across and within the three spheres of government using shared data and information.”</p>	<p>Clarity on harmonisation of planning in an integrated transport framework, covering freight/passenger and all modes.</p>

Proposed Amendments

Section to be amended	Gaps/ challenges that will be addressed through the amendments	What it will read like when amended	The benefit / impact of the amendment
<p>Overarching transport issues: - Enabling industry and human development</p>	<p>Outdated terminology was updated, but no major changes. “Promoting tertiary education in the transportation disciplines, at South African universities and technikons, and forging partnerships internationally to provide more scholarships; promoting training and skills development, where relevant through Industry Training Boards.</p>	<p>“Promoting tertiary education in the transportation disciplines, at South African Universities and Universities of Technology, and forging partnerships internationally to provide more scholarships; and Promoting training and skills development where relevant through the Sector Education and Training Authority (SETA).</p>	<p>The use of updated terminology makes the White Paper more understandable to readers who may not be familiar with the structures referred to.</p>