Proposed Roads Policy for South Africa

Presentation at Roads Pavement Forum, CSIR, Pretoria, 7 November 2016

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  - Funding
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- Way Forward

PURPOSE

The purpose of the presentation is to

- provide an overview of the project to formulate and implement the Roads Policy for South Africa;

- provide a progress report;

to the members and attendees of the Road Pavement Forum, CSIR, Pretoria, November 2016

Department of Transport

Minister of Transport
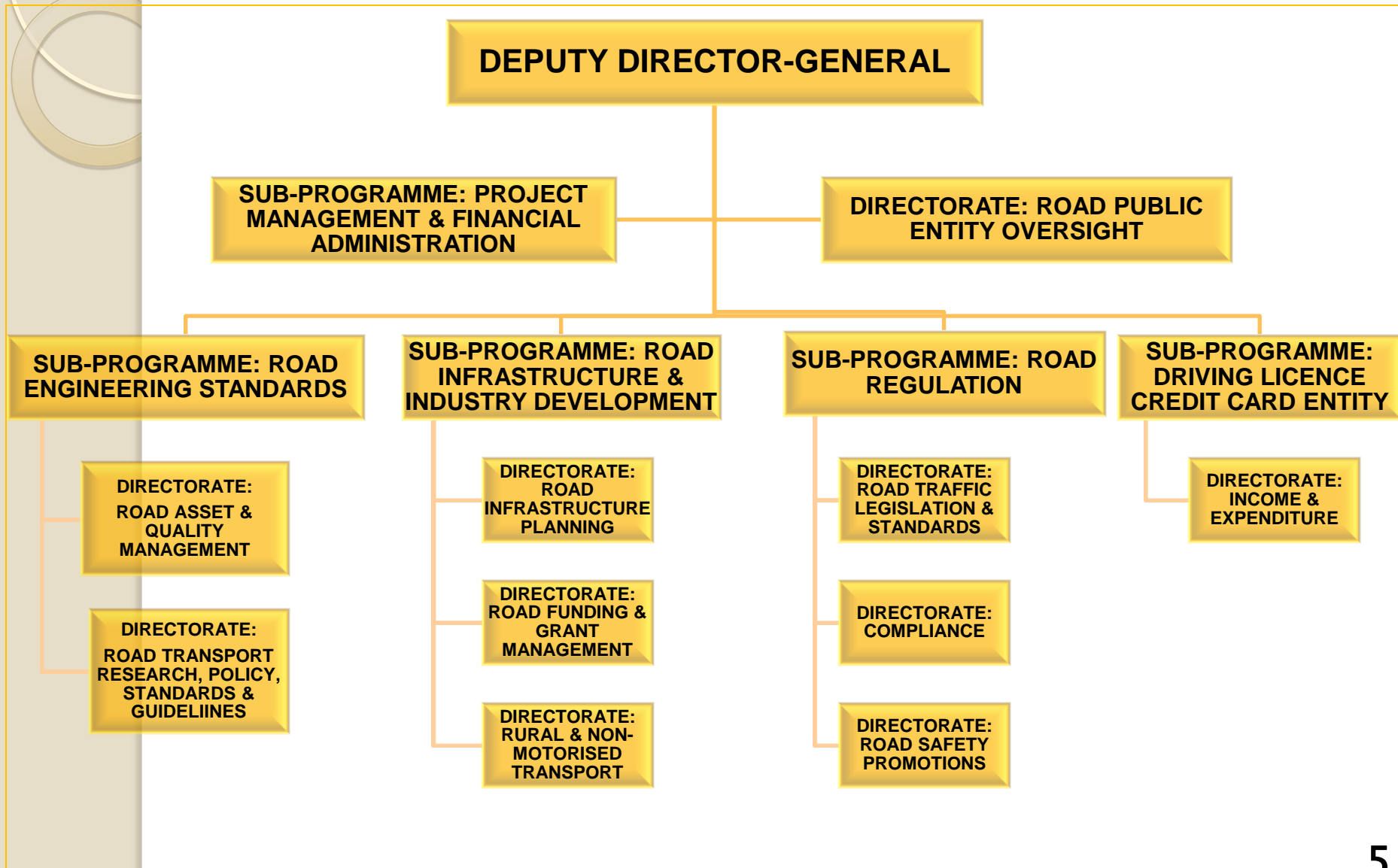
Deputy Minister

Director General
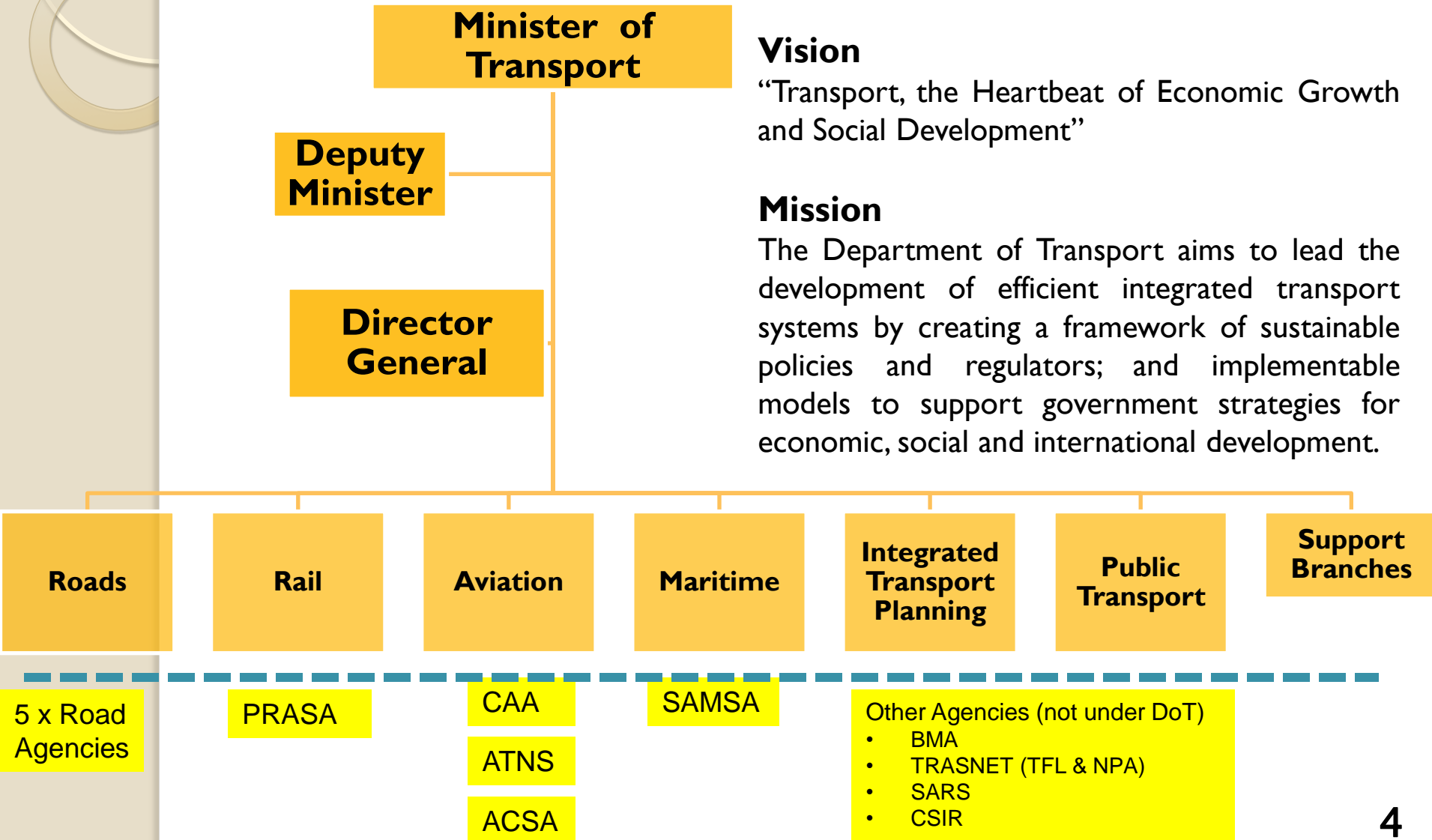
Vision

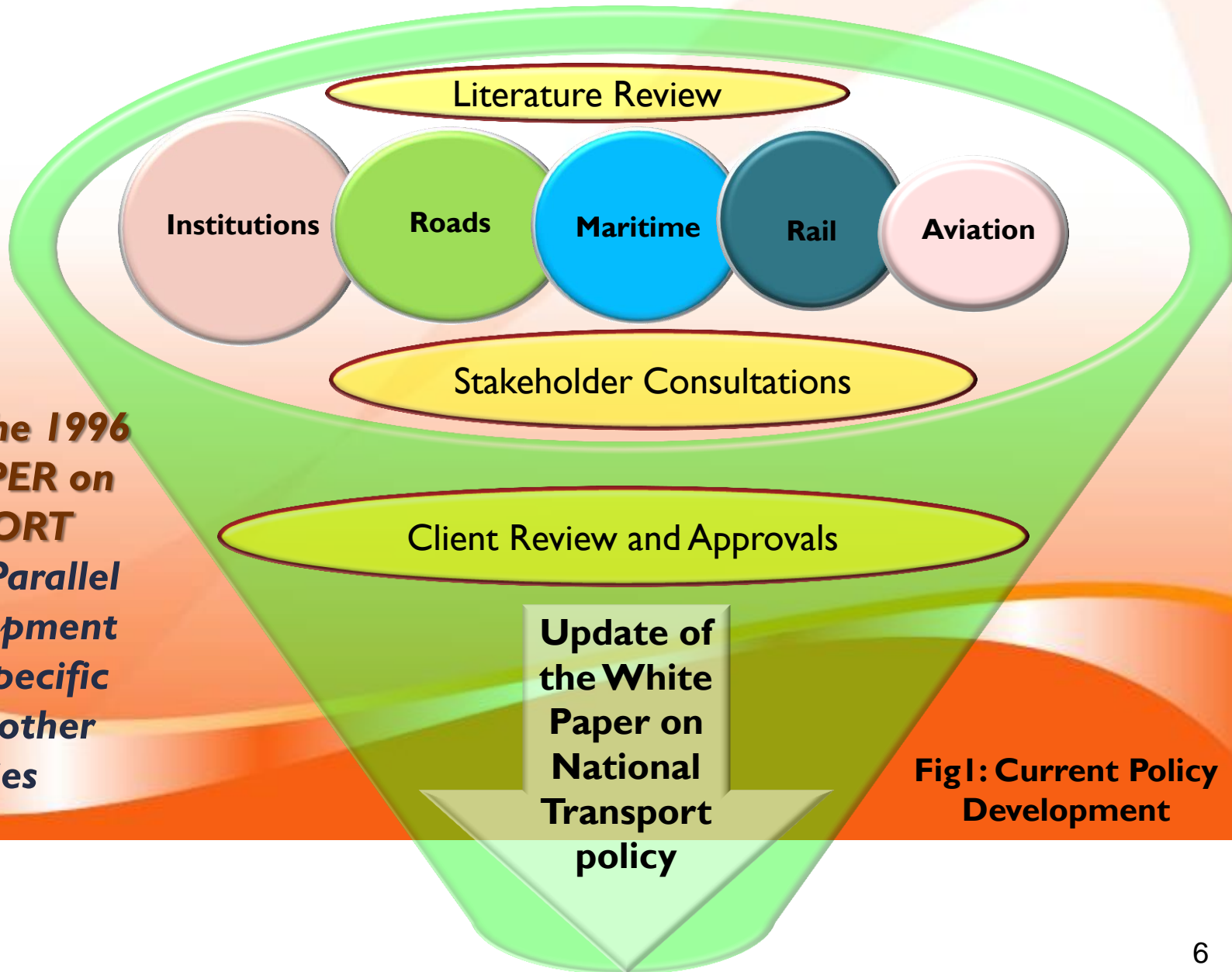"Transport, the Heartbeat of Economic Growth and Social Development"

Mission

The Department of Transport aims to lead the development of efficient integrated transport systems by creating a framework of sustainable policies and regulators; and implementable models to support government strategies for economic, social and international development.

Roads	Rail	Aviation	Maritime	Integrated Transport Planning	Public Transport	Support Branches

5 x Road Agencies

PRASA

CAA

ATNS

ACSA

SAMSA

Other Agencies (not under DoT)
- BMA
- TRASNET (TFL & NPA)
- SARS
- CSIR

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Road Transport Branch Structure

Department: Transport
REPUBLIC OF SOUTH AFRICA

DEPUTY DIRECTOR-GENERAL

SUB-PROGRAMME: PROJECT MANAGEMENT & FINANCIAL ADMINISTRATION

DIRECTORATE: ROAD PUBLIC ENTITY OVERSIGHT

SUB-PROGRAMME: ROAD ENGINEERING STANDARDS

- **DIRECTORATE: ROAD ASSET & QUALITY MANAGEMENT**
- **DIRECTORATE: ROAD TRANSPORT RESEARCH, POLICY, STANDARDS & GUIDELIINES**

SUB-PROGRAMME: ROAD INFRASTRUCTURE & INDUSTRY DEVELOPMENT

- **DIRECTORATE: ROAD INFRASTRUCTURE PLANNING**
- **DIRECTORATE: ROAD FUNDING & GRANT MANAGEMENT**
- **DIRECTORATE: RURAL & NON-MOTORISED TRANSPORT**

SUB-PROGRAMME: ROAD REGULATION

- **DIRECTORATE: ROAD TRAFFIC LEGISLATION & STANDARDS**
- **DIRECTORATE: COMPLIANCE**
- **DIRECTORATE: ROAD SAFETY PROMOTIONS**

SUB-PROGRAMME: DRIVING LICENCE CREDIT CARD ENTITY

- **DIRECTORATE: INCOME & EXPENDITURE**

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INTRODUCTION

Literature Review

Institutions | Roads | Maritime | Rail | Aviation

Stakeholder Consultations

Client Review and Approvals

Update of the White Paper on National Transport policy

Review of the 1996 WHITE PAPER on TRANSPORT POLICY in Parallel with Development of Sector Specific Policies & other strategies

Fig1: Current Policy Development

INTRODUCTION

Literature Review

- **Comparison of National Safety Policies and Plans (Various Countries) by World Road Association**
- **DOA Global Rd Safety Plan (UN); Crash Data Investigation (ITP Branch)**
- **Road Safety Summit Resolutions & Previous Strategies**
- **Draft NMT Policy**
- **Draft Road Infra Policy**

Stakeholder Needs Analysis

- *Contributing Technical Committees:* RCB &other COTO/RCB Technical Sub Committees, NMT Steering Com, Road Safety Tech Com, IPPP, RIMS, NTF.
- *Influence by other Projects* (White Paper Review, National Freight Logistics Strategy Review Process, Rail policy, Green Transport Strategy, STER, Road Freight Strategy, amendments to NLTA)
- *Influence by Provincial Stakeholder Consultations*
- *Influence by External Stakeholders*
- *Influence by EXCO, COTO, MINMEC AND CLUSTER*
- *Influence by Cabinet and Parliamentary Processes*

Roads Policy for SA

Roads Policy for SA

Fig2: Roads Policy Development (Contributing and Influential Factors)

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INTRODUCTION

- Road authorities in South Africa have an obligation to plan, design, construct and maintain the road network, to protect the public investment in the road infrastructure, to ensure the continued functionality of the transportation system, and to promote the safety of traffic on the road network.

- Authorities also have the obligation to provide a reliable, effective, efficient and integrated transport system that supports the sustainable economic and social development of the country.

- Although a series of transport and roads strategies and plans have been developed since 1994, in particular the White Paper on National Transport Policy of 1996, the management of the roads environment and its users has not been fully addressed within an overarching national policy, specifically focusing on roads infrastructure, road safety and NMT users.

- The proposed Green Paper: *Roads Policy for South Africa* sets out the strategic position of National Government on all matters relating to road regulation, roads infrastructure, road safety and Non-motorised Transport (NMT).

PROBLEM STATEMENT

There is a need improve the governance, administration and efficiency of Road Authorities (National, Provincial and Local Government) in South Africa to address:

- The planning, design, construct and maintain the road network, to protect the public investment in the road infrastructure, to ensure the continued functionality of the transportation system and to promote the safety of traffic on the road network by introducing a "the minimum level of service" requirements i.e. an obligation.

- Improve access and mobility of excluded groups and communities in terms of accessing opportunities through overcome spatial and geographic barriers

- Improve road safety to ensure that a reliable, effective, efficient and integrated transport infrastructure and services shall be provided.

- For better cross-sectional alignment and integration across national departments enhancing cooperation amongst all spheres of government to steer relevant industries towards more holistic, pertinent and responsible practice.

- For the design and development of measurement and reporting based tools for the easy identification of problem areas and potential solutions and a monitoring, evaluation and reporting system that:
  - Robustly and comprehensively monitors and evaluates investments in infrastructure, and its social, economic and environmental impact.
  - Robustly and comprehensively monitors and evaluates investments and designs for integrated transport systems across the country, and its social, economic and environmental impact.

OBJECTIVES OF THE ROAD POLICY

- Alignment with **national developmental priorities**;
- Provide an **over-arching policy** that covers **all aspects of the road sector** and **applies to all three spheres of government**;
- Prescribe national principles, requirements, guidelines, frameworks and national norms and standards - applied uniformly in provinces and municipalities **(level of service)**;
- Determine **responsibilities, applicability and scope**
- Identify and implement **institutional reform** regarding governance structures in the road sector;
- Determine **financial options** in the road infrastructure investments, road safety, law enforcement and **enabling mechanisms** to implement programmes and projects;
- **Policy certainty** with clear and concise regulatory framework for roads;
- **Integration of plans** for stream-lined and integrated service-delivery;
- Increased jobs and skills development;
- Integration of **NMT as a recognised mode** in the transport system;
- Clear **national directive on how to tackle road safety;**
- Directives, with regards, **Monitoring, Evaluation & Reporting**

PROPOSED POLICY PROVISIONS

- Management of Roads which considers the legal framework, the institutional relationships of various spheres of government, the management of roads infrastructure, technical capacity within the roads sector and employment creation.

- The Section on Non-Motorised Transport policy focuses on animal-drawn transport, cycling, walking, eco-mobility and environmental sustainability and innovative solutions.

- The Section on Road Safety has been structured and shall respond to the 5 pillars of the Decade of Action Plan Global Road Safety Plan, which was adopted by South Africa, namely: road safety management, safer roads and mobility, safer vehicles, safer road users and post-crash responses.

- With regards, filling of Posts in Road Safety, NMT & Infrastructure Divisions; the policy position is that – Executive Authorities / Accounting Officers should not deviate by relaxing post requirements. This ensures that appropriate staff are appointed for supervision, effective M&E, ensuring timeous & accurate and reporting. Capacity building must be prioritised.

- The final policy statements on funding for roads based on discussions and directives from National Treasury.

- In order to influence human resource allocation and the level of funding, from equitable share allocations, the concept of "a minimum level of service" is introduced.

- Integration with other sections includes freight, public transport, rural access and regional integration. For these sections, the focus is limited to a roads infrastructural response only because there will be sector specific policies to address these issues in more detail.

- The proposed policy shall apply to all public roads in South Africa that are managed by Roads Authorities. While there are roads and streets in South Africa that are planned, financed, constructed, owned, managed and maintained by parties other than road or local authorities, it can be applied by private road owners and the National Road Traffic Act shall be applicable.

STRUCTURE OF THE ROADS POLICY

SUSTAINABLE APPROACH TO ROADS

ROAD INFRASTRUCTURE

- Institutional Relationships
- Management of Roads
- Technical Capacity
- Employment Creation
- Responding to user needs

ROAD SAFETY

- Road safety management
- Enforcement
- Collection of crash data
- Engineering Actions
- Road Safety Education, Driver Training & Driver Testing
- Research
- Policy Implementation

NON-MOTORISED TRANSPORT

- Regulation, Institutional Arrangements and Governance
- Integrated Transport and Land Use Planning
- Funding
- Social Health and Economic Opportunities
- Road Safety
- Environmental Sustainability

FUNDING

LEGISLATIVE FRAMEWORK
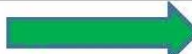
PERFORMANCE EVALUATION

Road Infrastructure: Institutional Relationships

Gaps/ challenges addressed	Policy Statements	Benefit / Impact
• Although roles and responsibilities are clearly defined by the Constitution it does not always occur in practice • Large number of un-proclaimed roads • Devolvement of roads has not taken place • No performance based system to measure effectiveness of roads organisations • Lack of consistent integration and coordination between various agencies and levels of government	• Undertake functional classification • Clear roles and responsibilities of the various Road Authorities and other relevant institutions • Introduce performance management • Sustainable devolvement of roads is planned for and undertaken in a systematic manner • Cooperative governance between the various spheres of government • Road service delivery through roads departments at provincial governments or local authorities or through roads agencies	• Improved service delivery with clearer functions • Alignment of priorities across boundaries • Devolution will have significant implications on resources (human and funding) • Political implications • Current arrangement - request from Premier to SANRAL - could become a bottleneck • Implementing performance management could be problematic especially for authorities already struggling

Road Infrastructure: Institutional Relationships

Proposed assignment of roles and responsibilities

Current Road Owner			Proposed Owner
SANRAL	Current national road network	→	SANRAL
	Remaining Strategic Network (after reviewed)	→	SANRAL
Provinces	Primary Network	→	SANRAL
	Portions of provincial roads within metropolitan boundaries	→	Metros
	Portions of provincial roads within local authority boundaries	→	Provinces
	But portions of provincial roads within local authority boundaries that have skills and capacity to manage their own network	→	Local Authorities
Metros & Local Authorities	Approach roads to border posts (up to country's border) and ports	→	SANRAL
Other government departments and state-owned entities	Approach roads to border posts and ports	→	SANRAL
-	Un-proclaimed roads	→	Assigned to provinces and local authorities depending on functional classification and signficance of road.

Road Infrastructure: Management

Gaps/ challenges addressed	Policy Statements	Benefit / Impact
• Lack of funding resulting in a growing backlog • Lack of data particularly for the condition of municipal roads/streets • COTO manuals have not been approved, therefore standards not uniform • Overall lack of integration between transport, land use, engineering services and human settlement planning • Call for a more sustainable approach to roads but no standard green road rating tool • Management of level crossings and road safety concerns at level crossings	• All RAs to comply with COTO technical policies and standards • Apply Road Asset Management principles • SANRAL maintains the Strategic Road Network • Maintain roads and streets under jurisdiction at an acceptable level • Maintain the integrity of the road network and the road reserve • Promote the integration of roads with land use and developmental objectives • New roads based on sound sustainable approach and green road principles • Universally accessible	• Improved delivery due to better management • COTO to mandate RCB to approve CoTO manuals • Budget and resourcing implications for implementing a RAMS • Integration of roads and transport and land use requires a complete shift in how projects are implemented. • Sustainable approach to roads management, green roads and universal design will have cost implications

Road Infrastructure: Technical Capacity & Employment Creation

Gaps/ challenges addressed	Policy Statements	Benefit / Impact
• RAs need a diverse range of technical and professional skills to function effectively. • Capacity and skills deficit in the public sector • Lack of appropriate skills in roads sector	• Employ appropriately skilled, competent, qualified and experienced people • Lead and guide the development of technical skills and professional registration within the Roads Sector • Support and develop struggling Roads Authorities • Support the role of the private sector in roads delivery	• Improved service delivery with the employ of appropriately skilled staff • Implications for those who are currently inappropriately skilled or qualified • Regional support and options to enter into agreements across various authorities or spheres of government may be required • Financial implications of professional and skilled staff
• High unemployment rate • Socio-economic impacts such as poverty and inequality	• Increase employment opportunities in roads • Prioritise employment creation in rural areas	• Increased jobs • Improved skills

Road Infrastructure: Responding User Needs

	Gaps/ challenges addressed	Policy Statements	Benefit / Impact
Rural Access	• Mobility challenges in rural areas with typically long travel distances • Limited access to education, economic and social opportunities • During rainy seasons flooding impacts access	• The important role of roads in rural areas recognised • Improve rural access to opportunities	• Priority of rural roads vs the Strategic Road Network • Low-cost paths and NMT infrastructure can also provide accessibility
Public Transport	• Current road networks do not always support public transport • In the past roads traditionally planned to meet needs of private vehicles • Road conditions impact public transport vehicles	• Supports and adopts a sustainable roads management approach • Public transport is integrated with other modes, town planning and roads	• Integration between NMT, PT and roads master planning undertaken within ITP process • Implications for RAM and prioritisation process

Road Infrastructure: Responding User Needs

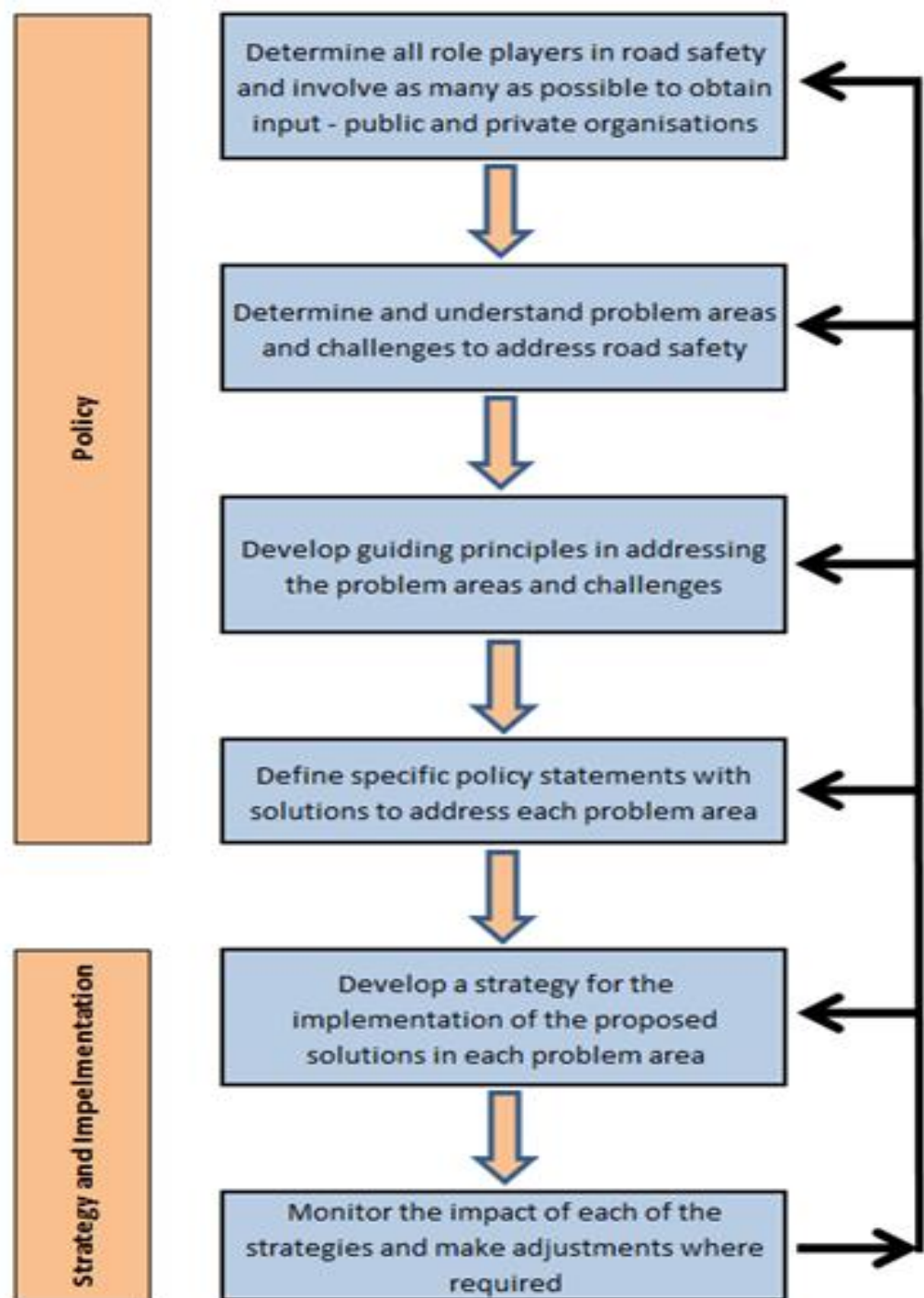|	Gaps/ challenges addressed	Policy Statements	Benefit / Impact
Freight	• Lack of policy and regulation to achieve optimum road-rail split resulting in growing road freight volumes • Poor conditions of road infrastructure • Poor road safety • Increased congestion • Higher emissions • Overloading of heavy vehicles contributing to shortened lifespan of road networks • Poor-compliance of freight vehicle regulations • Lack of real-time information and data	• Supports a freight modal shift from road to rail • Engage with industry re aligning market cost with the true cost • Truck stops supported • Freight consolidation facilities where appropriate • Improve overloading control initiatives • Support the integration of freight movement with other modes • Promote the right mode used for the right commodity • Statistics in the management of roads. • Technology and innovation in the road freight industry	• Improved effectiveness of freight • Reduced impact of freight on roads • Benefits to road safety, air quality, economy, etc. • A shift in freight from road to rail will have significant impact • Imposing higher HV charges will create more efficient pricing and income to maintain road conditions but likely to be met with opposition from industry

Road Infrastructure: Responding User Needs

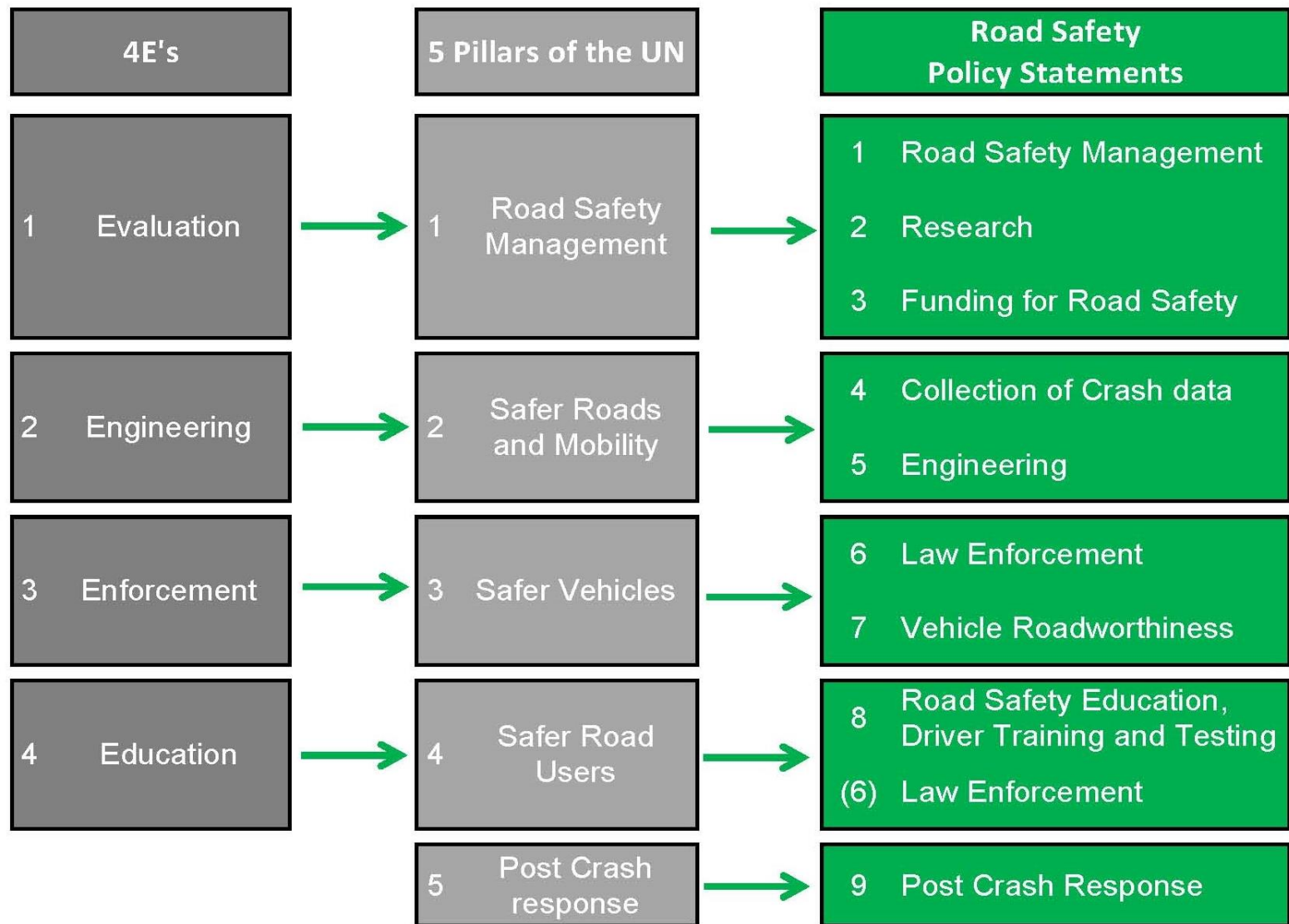|	Gaps/ challenges addressed	Policy Statements	Benefit / Impact
Regional Integration with SADC	• Accessibility issues within the region • Varying quality of regional network across SADC borders • Variation in funding levels and standards • Land ownership and institutional mandates hampers the management of border approach routes	• Facilitates regional development through more efficient movement of goods and people. • SANRAL to assume responsibility for border approaches via cooperation • Introduction of regulatory frameworks and programmes that are consistent with high levels of efficiency whilst supporting the preservation of road infrastructure including quality regulation are encouraged	• SANRAL responsibilities for border approach roads to be resolved as a priority.

Non Motorised Transport:

Gaps/ challenges addressed	Policy Statements	benefit / impact
• High levels of poverty and unemployment means limited access to private vehicle • Limited public transport options and NMT infrastructure. • Obesity and health is a national concern • Gap between NMT legal/policy framework and delivery • Lack of appropriate institutional structures, duties and responsibilities • Lack of NMT statistics and accident data • Insufficient funding impacting delivery of NMT (infrastructure, maintenance, awareness, etc.)	• Regulatory framework that will promote NMT. • Capacity building to ensure NMT skills • Planning guidelines must support and promote NMT • Designs of new roads and future developments support NMT • Funding for other NMT support mechanisms such as education campaigns and bicycle repair shops. • Utilise MIG funding towards new infrastructure and maintenance.	• Improved road safety and travel conditions • Economic growth and access to opportunities. • Funding and staffing implications.

Road Safety: Guiding Principles

Relationship between Policy & Strategy

Policy

Determine all role players in road safety and involve as many as possible to obtain input - public and private organisations

Determine and understand problem areas and challenges to address road safety

Develop guiding principles in addressing the problem areas and challenges

Define specific policy statements with solutions to address each problem area

Strategy and Impelmentation

Develop a strategy for the implementation of the proposed solutions in each problem area

Monitor the impact of each of the strategies and make adjustments where required

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Road Safety: Guiding Principles

4E's	5 Pillars of the UN	Road Safety Policy Statements
1 Evaluation	1 Road Safety Management	1 Road Safety Management 2 Research 3 Funding for Road Safety
2 Engineering	2 Safer Roads and Mobility	4 Collection of Crash data 5 Engineering
3 Enforcement	3 Safer Vehicles	6 Law Enforcement 7 Vehicle Roadworthiness
4 Education	4 Safer Road Users	8 Road Safety Education, Driver Training and Testing (6) Law Enforcement
	5 Post Crash response	9 Post Crash Response

Road Safety:

Gaps/ challenges addressed	Policy Statements	benefit / impact
• Complexity of the problem, resistance to change • Poor quality of crash data • No realistic targets • Poor implementation record of strategies • Lack of leadership, ineffective management structures • Funding • Education fragmented, no quality control, limited funding • Driver training and testing is of poor quality – need to revise and renew K53 • Vehicle road worthiness • Corruption • Need a review of the reasons why implementation of AARTO is failing	• Road Safety Management • Law Enforcement • Collection of Crash data • Engineering actions • Road Safety Education, driver Training, Driver Testing • Research	• Improved road safety benefits lives and reduces the number of accidents • Funding implications • Staffing and capacities • Organisational roles and responsibilities

DEPARTMENTS/STAKEHOLDERS CONSULTED

<u>Discussions at a Technical Level</u>

- Officials of the Department of Transport
- COTO Technical Committees (comprises of Officials representing Road Authorities from Provinces & Metros, SANRAL and representatives from SALGA, DPW, NT)
  - Roads Coordination Body,
  - National Non-motorised Transport Committee,
  - National Road Incident Management Systems (RIMS) Technical Committee
  - Inter-Provincial, Policy and Planning Committee (IPPP),
  - Legislation Technical Committee,
  - National Road Safety Committee,
  - Road Safety Education Committee,
  - Law Enforcement Committee,
  - National Transport Forum,
- Presentation Local Government Forums via SALGA
- Meetings were held with Department of Public Works, Department of Human Settlements, National Treasury, Road Accident Fund (RAF), Road Traffic Management Corporation (RTMC), Cross Border Road Transport Agency (CBRTA), Railway Safety Regulator (RSR), Road Traffic Infringement Agency (RTIA)
- Telephonic and email correspondence including a questionnaire was sent to all provinces, district municipalities, local municipalities as well as other key stakeholders

DEPARTMENTS/STAKEHOLDERS CONSULTED

Provincial Consultation sessions

- Eastern Cape: 29 September 2015

- Free State: 9 September 2015

- Gauteng: 15 September 2015

- KwaZulu Natal: 3 September 2015

- Limpopo: 22 September 2015

- Mpumalanga: 6 October 2015

- Northern Cape: 25 August 2015

- North West: 18 August 2015

- Western Cape: 1 September 2015

National Workshop

- 21/22 July 2016

DEPARTMENTS/STAKEHOLDERS CONSULTED

Administration Structures and with the Political Principals

- **Committee of Transport Officials (COTO)**
  - ➢ 7 August 2015
  - ➢ 29 January 2016
- **TRANSPORT MINMEC**
  - ➢ 27 August 2015
  - ➢ 12 February 2016
- **ESEID Cluster Meeting**
  - ➢ DGs Forum on 13 July 2016

INFORMATION SHARING

Conferences and Workshops, etc.

- **Southern African Roads Federation (SARF)**
  - 14 October 2016
- **Roads Pavement Forum (RPF)**
  - May 2013
  - 7 November 2016
- **Transport Forum**
  - 6 October 2016
- **Chemical & Allied Industries Association (CAIA)**
  - 12 October 2016
  - 18 October 2016
  - 20 October 2016

Next Steps

- Tabling at Cabinet for consideration and approval of the Green Paper: Roads Policy for South Africa to be Gazetted for engagements with the Private Sector, Civil and Organised Society, Associations, Business Community and Religious Leaders;

- Consultations Workshop;

- Review process;

- Development of a White Paper for Cabinet consideration and approval;

- Policy implementation

Thank You