



UNIVERSITY  
OF  
JOHANNESBURG

## COPYRIGHT AND CITATION CONSIDERATIONS FOR THIS THESIS/ DISSERTATION



- Attribution — You must give appropriate credit, provide a link to the license, and indicate if changes were made. You may do so in any reasonable manner, but not in any way that suggests the licensor endorses you or your use.
- NonCommercial — You may not use the material for commercial purposes.
- ShareAlike — If you remix, transform, or build upon the material, you must distribute your contributions under the same license as the original.

### How to cite this thesis

Surname, Initial(s). (2012) Title of the thesis or dissertation. PhD. (Chemistry)/ M.Sc. (Physics)/ M.A. (Philosophy)/M.Com. (Finance) etc. [Unpublished]: [University of Johannesburg](http://University of Johannesburg). Retrieved from: <https://ujdigispace.uj.ac.za> (Accessed: Date).

TS10  
BRIT

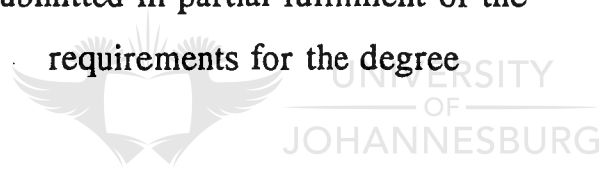
**GUIDELINES FOR THE CONTROL AND MANAGEMENT  
OF COMBI TAXI FACILITIES**

by

**CHRISTIAN BRITZ**

dissertation

submitted in partial fulfilment of the  
requirements for the degree



**MAGISTER INGENERIAE  
IN CIVIL ENGINEERING**

at the

**RAND AFRIKAANS UNIVERSITY**

**SUPERVISOR: MR. J.C. VORSTER  
CO-SUPERVISOR: PROF. G.J. VAN DEN BERG**

JUNE 1992

## RIGLYNE VIR DIE BESTUUR EN BEHEER VAN KOMBI TAXI FASILITEITE

### SINOPSIS

Met die navorsing is beoog om riglyne daar te stel, om aan besluitnemers, beplanners en ingenieurs leiding te gee aangaande die beheer en bestuur van kombi taxi fasiliteite.

Sedert die ontstaan van die kombi taxi bedryf in die vroeë sewentigerjare is daar reeds navoring gedoen en aanbevelings gemaak rondom 'n verskeidenheid aspekte rakende die bedryf, soos die planning en ontwerp van fasiliteite, die erkenning van taxi verenigings, die daarstelling van taxi skakel komitees, wetsaspekte en die uitvaardiging van by-wette. Beskikbare literatuur bespreek ook die bestuur en dag-tot-dag bedryf van kombi taxi fasiliteite. Daar bestaan egter nog steeds 'n behoefte by verskeie owerhede vir riglyne en leiding sover dit die breëre en oorkoepelende beheer en bestuur van kombi taxi fasiliteite aangaan. Sekere institusionele- en nasionale beleidsveranderinge soos die afwenteling van die gesag na die "laagste moontlike owerhede" en die oornome van die passasiersvervoerfunksie deur streeksdiensterade word ook nie in die bestaande literatuur aangespreek nie.

Die bespreking in die dokument is hoofsaaklik op 'n omvattende studie van bestaande literatuur, gesprekvoering met en 'n opname onder partye betrokke by die kombi taxi bedryf, gebaseer. Daar is met die opnames gepoog om insette en persepsies van so veel as moontlik rolspelers te verkry en daarom is verteenwoordigers van die betrokke owerhede, die kombi taxi bedryf self en die privaatsektor by die opname betrek.

Die onderskeie beheer- en bestuursfunksies betrokke by die bestuur en beheer van fasiliteite word eerstens geïdentifiseer. Daar word gekyk na die verskillende moontlikhede vir die ontwikkeling van kombi taxi fasiliteite en die rol wat die kombi taxi industrie, die publieke- en die privaatsektor kan speel in die verband. Die mees geskikte partye, hetsy dit owerheidsinstansies of ander is, wat verantwoordelikheid vir die onderskeie beheer- en bestuursfunksies behoort te aanvaar, word dan uitgewys. Die bespreking word afgesluit met enkele opmerkings rakende die bestuur van sekere van die beheer- en bestuursfunksies.

Met die riglyne vir die beheer en bestuur van kombi taxi fasiliteit, waarmee die dokument afgesluit word, word daar nie gepoog om voorskiftelik te wees nie, maar slegs om leiding te gee aan die owerhede en voornemende ontwikkelaars.

# GUIDELINES FOR THE CONTROL AND MANAGEMENT OF COMBI TAXI FACILITIES

## SYNOPSIS

The research was aimed at providing decision-makers, planners and engineers with guidelines regarding the control and management of combi taxi facilities.

Since the combi taxi industry originated in the early 1970's, research has been done on various aspects related to the industry. This includes issues such as the planning and design of facilities, the recognition of taxi associations, the establishment of liaison committees, legal aspects and the promulgation of by-laws. The operational management and day-to-day operation of facilities is also discussed in the literature. A need, however, still exists amongst various players to have guidance with regard to the broader control and management aspects related to combi taxi facilities. The implications of recent changes in national policy, regarding the devolution of power to the "lowest possible authority", have also not been addressed in the literature.

This document is based on a comprehensive literature study, discussions and a survey amongst the most important role-players in the combi taxi industry, such as authorities, the private sector and taxi associations. The survey and discussions were aimed at obtaining information and the perceptions that these parties hold on the control and management of combi taxi facilities.

The various control and management functions are highlighted in this document, as well as, the most appropriate parties that should assume responsibility for these functions. The various alternatives for the development of facilities, including involvement by the private sector and taxi associations, are discussed and the influence that the development would have on the parties most appropriate to assume responsibility for the control and management functions. The discussion in this document is concluded with some remarks on the management of certain of these functions.

The guidelines provided at the end of this document should not be seen as prescriptive, but rather to assist in the control and management of facilities.

## ACKNOWLEDGEMENTS

The assistance provided by the Department of Transport through the placing of information (obtained as part of a South African Roads Board research project) at the disposal of the author is hereby gratefully acknowledged. The views and opinions expressed in this document are those of the author and do not necessarily represent South African Roads Board Policy.

The guidance provided by Mr Chris Vorster in his capacity as supervisor and Mr Riaan Perold in assisting with the surveys and liaison with the various players in the combi taxi industry, is hereby also acknowledged.



UNIVERSITY  
OF  
JOHANNESBURG

LIST OF CONTENTS

	<u>PAGE</u>
DEFINITIONS	( iii )
1. INTRODUCTION	
1.1 Study Goals	1 - 3
1.2 Method	1 - 3
1.3 Contents of Document	1 - 3
2. BACKGROUND	
2.1 History of the Combi Taxi Industry	2 - 1
2.2 The Combi Taxi Industry at Present	2 - 3
2.3 Problems Experienced within the Combi Taxi Industry	2 - 5
3. PRESENT CONTROL AND MANAGEMENT	
3.1 Control and Management Functions	3 - 1
3.2 Responsible Parties	3 - 3
3.3 Development of Combi Taxi Facilities	3 - 4
3.4 The Legal Framework for the Control and Management of Facilities	3 - 5
3.5 Present Practices	3 - 8
4. SURVEY	
4.1 Questionnaire	4 - 1
4.2 Respondents	4 - 1
4.3 Results	4 - 2
5. DISCUSSION	
5.1 Control and Management Functions	5 - 1
5.2 Alternative Development Strategies	5 - 2
5.3 Parties Most appropriate to Assume Responsibility	5 - 3
5.4 Management of Certain Functions	5 - 7
6. RECOMMENDATIONS	6 - 1

LIST OF CONTENTS (Continue)

7.	SUMMARY	7 - 1
8.	REFERENCES	8 - 1

APPENDIX A - LITERATURE SURVEY

APPENDIX B - QUESTIONNAIRE

APPENDIX C - SURVEY : PROCESSED INFORMATION

LIST OF TABLES

1.	Table 3.1 : Possible Development Scenarios for Combi Taxi Facilities	3 - 4
2.	Table 3.2 : Bodies and Parties Responsible for the Provision of Facilities	3 - 9
3.	Table 3.3 : Operational and Physical Management of Off-street Facilities	3 - 10
4.	Table 3.4 : Control of Taxi Numbers and Operations	3 - 10
5.	Table 3.5 : Present Private Sector Involvement	3 - 11
6.	Table 4.1 : Control and Management Functions	4 - 4

LIST OF FIGURES

1.	Figure 7.1 : Proposed Distribution of Responsibilities between Relevant Parties involved in the Combi Taxi Industry	7 - 3
----	---	-------

## **DEFINITIONS**

### **1. CONTROL AND MANAGEMENT :**

In the context of this document the terms control and management will jointly be used to describe a wide range of activities related to the direction, planning, provision, administering and operation of combi taxi facilities.

### **2. COMBI TAXI :**

A combi taxi is a vehicle that renders a public transport service and carries up to fifteen (15) seated passengers. The service that is rendered differs from other conventional public transport services, being characterised by frequent unscheduled trips done within a generally fixed corridor which could be accessed by hail.<sup>(11)</sup>

### **3. COMBI TAXI FACILITIES :**

Four different types of combi taxi facilities can be defined namely termini, ranks, stops and holding areas.<sup>(11)</sup>

- i. A combi taxi terminal is a facility , usually off-street and situated at the common end of one or more routes, where combi taxis can wait while passengers board, alight and transfer.
- ii. A combi taxi rank is a facility, usually located within the road reserve, at which combi taxis can wait while passengers board, alight and transfer.
- iii. A combi taxi stop is a place within the road reserve at which combi taxis are allowed to stop, but not wait, for passengers to board and alight.
- iv. A combi taxi holding area is an area, usually situated off-street, where combi taxis can hold before proceeding to loading points and where generally no passenger activity is found. A holding area can either be part of or separate from a terminal.

### **4. COMBI TAXI ASSOCIATION :**

In the context of this document a combi taxi association is seen as an association representing combi taxi operators at local, regional and/or national level and recognised as such by a local authority and/or applicable core city.<sup>(7)</sup>



**5. TAXI OPERATOR :**

A taxi operator is the owner of one or more combi taxis. Provided that Chapter 5 of the Road Traffic Act 1989 has been brought forward it shall mean the person registered as the operator thereof in terms of the Act.<sup>(7)</sup>

**6. MARSHAL :**

A marshal is a person appointed to execute passenger and vehicle related duties at combi taxi facilities.

**7. OPERATING PERMIT :**

An operating permit means a Public Road Carrier Permit issued by a Local Road Transport Board to an operator for each vehicle, being operated as a combi taxi, in terms of the Road Transport Act 1977.

**8. STAND LICENCE :**

A stand licence (also known as a rank permit) is a permit issued by a local authority in terms of by-laws promulgated in terms of the Road Traffic Act 1989. This licence gives an operator and his vehicles access to combi taxi facilities within the area under the local authority's jurisdiction.

**9. DECAL :**

A decal is a colour-coded sticker or other means of identification issued by a local authority to the holder of a stand licence, on payment of a prescribed ranking fee, to facilitate control and enforcement at combi taxi facilities.

## 1. INTRODUCTION

Since the combi taxi industry originated in the early 1970's, it has established itself as a major role player within the metropolitan and the rural areas of the Republic of South Africa, in providing transport to daily commuters. After more than almost two decades the industry is still experiencing a growth in ridership and its share in the public transport market. This growth could mainly be attributed to the process of urbanisation and the movement of public transport patronage away from the modes bus and train.

Combi taxi facilities originated in an informal manner as the combi taxi industry started growing over the years. Increasing numbers of combi taxis started to operate between non-white residential areas and major transportation and commercial nodes such as train stations, bus stations, shopping complexes and central business areas. On-street parking bays, parking areas at business complexes and available open pieces of land were utilized for loading, off-loading, parking and holding activities. This caused the informal and uncontrolled establishment of ranks near areas with a demand for combi taxi transport. Most local authorities started taking note of these developments due to the increasing demand for facilities and the problems related therewith, such as traffic problems. As a result local authorities began developing combi taxi facilities since the middle 1980's.

Due to the ever increasing demand for facilities associated with the phenomenal growth of the combi taxi industry over the past decade and limited resources, it became clear that some sort of control and management was needed at combi taxi facilities. This fact is widely recognised by most authorities and the industry itself. It is felt that through effective control and management of such facilities, the optimum utilisation of resources could be assured and the co-ordination of different passenger transport modes could be achieved.

The proper control and management of combi taxi facilities could have the following advantages :<sup>(5,11)</sup>

- i. Optimum utilisation of resources will be enhanced,
- i. Disadvantages and inconvenience associated with public transport can be minimised,
- ii. Commuter access and access to commercial facilities will be promoted,
- iii. Adequate and clean facilities to commuters and the commercial sector can be provided,
- iv. Proper control of traffic movement could be done to minimise vehicular and pedestrian conflict,
- v. A formal and effective channel to address problems and complaints will be available,
- vi. Users of the facility, given access to management, thereby enjoy a measure of say on what is done for them,

- vii. The need for specific maintenance and associated functions can be assessed continuously and the necessary steps taken,
- viii. Effective personal security can be achieved,
- ix. Adjacent development could be stimulated,
- x. Ongoing running expenses incurred by and within the facility could be covered to some extent, and
- xi. Running costs could be reduced and additional sources of revenue could be obtained by means of private sector involvement.

Research related to various aspects of the combi taxi industry, has been done over the past few years. This research includes aspects such as :<sup>(6)</sup>

- i. The planning and design of combi taxi facilities,
- ii. The study of demand for and supply of capacity at facilities,
- iii. The provision of services at ranks,
- iv. The recognition of taxi associations,
- v. The formation of liaison committees, and
- vi. The promulgation of by-laws.

Research has also been done on various aspects related to the control and management of combi taxi facilities. The documents drafted and used as specific references in this study are as follows :

- i. DEPARTMENT OF TRANSPORT, Management and Operation of Combi Taxi Facilities, Chief Directorate National Roads, Research Report 88/140/2, Pretoria, May 1990.
- ii. ORMET, Public Transport : Model By-laws to Provide for the Regulation of Taxis and Taxi Facilities, Report No. 50/91, August 1991.
- iii. DEPARTMENT OF TRANSPORT, RTQS Law Enforcement Programme : First Report on Combi Taxi Control by Law Enforcers, Directorate Road Traffic, Pretoria, April 1991.
- iv. DEPARTMENT OF TRANSPORT, Draft Guidelines for the Control of Taxi Traffic and Ranking Matters at Local Level, Pretoria, 1990.

Up until the present, however, aspects related to the broader control and management of combi taxi facilities, have not fully been addressed and to some extent uncertainty still exists on who the most appropriate parties would be to assume responsibility for certain control and management functions. Cognisance is also not taken in the above-mentioned literature, of the influence of the latest tendencies in passenger transport policy. These tendencies being the devolution of power to the lowest possible level, the role of Regional Services Councils and the suspension of the Bill on Passenger Transport.

## 1.1 STUDY GOALS

The goals of the study were as follows :

- i. To assess the present situation and related problems with regard to combi taxi facilities,
- ii. To summarise existing literature related to the control and management of combi taxi facilities,
- iii. To identify all control and management functions related to such facilities,
- iv. To reach some conclusions on the authorities and players in the industry most appropriate to assume responsibility for the identified functions, and
- v. To formulate recommendations that will give decision-makers, planners and engineers some guidance regarding the control and management of combi taxi facilities.

In the concluding discussions and recommendations, one of the objectives was also to take cognisance of the role that the private sector and the industry itself could play in the provision, control and management of combi taxi facilities.

## 1.2 METHOD OF STUDY

The method followed comprised of the following steps :

- i. Doing a comprehensive literature study,
- ii. Definition of all relevant concepts and terms,
- iii. Identification of related issues from the literature,
- iv. Collection of information by means of surveys, meetings and discussions with as wide a range as possible of parties involved in the industry,
- v. Processing and analyses of information obtained, and
- vi. Formulation of conclusions and recommendations.

## 1.3 CONTENTS OF THE DOCUMENT

The second chapter of this document gives a short historical background of the combi industry. The present practices with regard to all aspects related to the functioning of the industry is also described in this chapter. It is concluded with a number of problems being experienced by the industry.

The third chapter gives some information on the present control and management with regard to functions administered, the parties that play a role in administering the functions, the development of facilities and a brief description of the legal framework within which combi taxi facilities are controlled

and managed. This chapter is concluded with some information, obtained from the Combi Tax Databank<sup>(2)</sup>, on present control and management practices at combi taxi facilities.

The survey done, to obtain information from the major role-players in the combi taxi industry, is discussed in Chapter 4. The issues addressed in the questionnaires used are given, as well as, a list of parties included in the survey. A summary of the information obtained from the various respondents are also given in this chapter.

In Chapters 5 and 6 control and management is discussed and recommendations are made respectively. These two chapters mainly highlight the parties that should assume responsibility for certain control and management functions. The ways in which some aspects related to the control and management of combi taxi facilities should be managed are also discussed.

A summary of the literature study, the questionnaire used during the survey and the processed information and result from the survey is attached in Appendices A, B and C respectively.



## 2. BACKGROUND

### 2.1 HISTORY OF THE COMBI TAXI INDUSTRY

The combi taxi industry, as known in South Africa today, originated in the early 1970's providing shared transport services mainly between townships and areas of employment.<sup>(15)</sup> It originated as a result of the low rate of private car ownership in black communities, which led to owners of private cars providing friends and neighbours with transport to and from work at a small fee.<sup>(12)</sup> Initially the growth of this type of service was slow. It, however, soon became apparent that private vehicle owners could obtain a relatively high level of income from such services and resulted in a notable increase in informal ride-share taxi services being rendered.

The rise in income levels amongst the non-white population during the late 1970's resulted in the demand for a more personalised form of transport.<sup>(15)</sup> The availability of private cars at the time was still relatively low due to financial constraints which led to an increase in the use of shared taxi transport. The growth of the combi taxi industry was also associated with poor levels of service offered by the more conventional modes of public transport. Many bus and train services were unreliable, irregular, crowded and personal safety in terms of crime became a problem. In comparison, combi taxi services were often faster, more safe and more frequent and convenient to those commuters who could afford the fares.

Initially, large American type sedan vehicles such as the Valiant with a legal seating capacity of six persons were used to render shared taxi services. Operators started using combi-type vehicles during the late 1970's due to their larger carrying capacity and better fuel consumption. The minibuses, locally known as combi taxis, used in the combi taxi industry gave rise to the name of the industry.

Government policy and legislation over the previous two decades influenced the development of the industry in a number of ways. The following policy and legislation mark the main steps in the development of the combi taxi industry :<sup>(13)</sup>

- ° The Driessen Committee's findings in 1973 were that combi taxi services supplement the more traditional public transport modes in providing adequate and balanced services.
- ° The legal carrying passenger capacity was increased from 6 to 8 in terms of the Road Transport Act, 1977. Local Road Transport Boards (LRTBs) were also established in terms of the Road Transport Act and were responsible for the issuing of Public Road Carrier Permits. The issuing of permits was done to provide for economic regulation of entry into the public transport market and to protect rail services against competitive bus services.
- ° The 1982 Welgemoed Commission's general interpretation was that taxis should be defined as metered vehicles not carrying more than four passengers. The existing licence at the time

should be phased out and should be included in the bus category as far as regulation and control were concerned.

- The National Transport Policy Study (NTPS) was made public in 1983 and it recommended that the legal carrying capacity of combi taxis be increased to 15 passengers and a driver. It also recommended that entry into the market be regulated by taking cognisance of the existing road space and available facilities.
- The White Paper on National Transport Policy drafted in 1986 as a result of the NTPS accepted the increase in vehicle occupancy to 15 passengers. It, however, was in favour of deregulation and rejected regulation of entry into the market, requiring only that applicants meet vehicle fitness, driver licensing and insurance requirements in term of the Road Transport Quality System (RTQS).
- A Bill on Passenger Transport was drafted in 1991 and provided for the planning, co-ordination and subsidisation of passenger transport. Its promulgation was initially postponed and the legislation thereof was scrapped in the middle of 1991 due to pressure experienced from certain groups. The Director General of Transport, however, announced that some of the principles underlying the bill were still supported.

In the 1970's prospective combi taxi owners clubbed together in order to raise the finance to purchase vehicles. Pooled funds provided greater collateral and combi taxi associations were born out of this necessity to associate.<sup>(13)</sup> Over the years a number of taxi associations were established for different towns, townships, routes and corridors. Although the reason for the establishment of associations were initially merely economic, they also became involved in conflict between operators and discussions with authorities regarding legislation and the provision of facilities. In many areas local authorities encouraged operators to group themselves in associations to prevent negotiation with individuals and to improve liaison.

Since the late 1970's attempts were made to unite various taxi associations into one single national association. Success was achieved in 1981 in creating a national body, responsible for commuter taxi operations, when the South African Black Taxi Association (SABTA) was established.<sup>(15)</sup> During the late 1980's another umbrella organisation, namely the South African Long Distance Taxi Association (SALDTA) was established. The main objectives of these associations were to liaise with authorities at all levels, consider and discuss legislation and to raise funds.

Combi taxi facilities originated in an informal manner. An increasing number of combi taxis operated between non-white residential areas and major transportation and commercial nodes such as train stations, bus stations, shopping complexes and central business areas. On-street parking, parking areas and available open pieces of land were utilized for loading, off-loading, parking and holding activities.

This caused the informal and uncontrolled establishment of ranks near areas with a demand for transport.

Local authorities started to take note of these developments because of the fact that certain problems that arose, as the result of increasing demand for facilities. Many local authorities started paying attention to this problem and started to provide facilities from the middle 1980's. The approach in the provision of combi taxi facilities were, however, mostly reactive rather than pro-active due to financial constraints.

## 2.2 THE COMBI TAXI INDUSTRY AT PRESENT

At present the combi taxis render a frequent but unscheduled transport service to passengers. Vehicles designed to carry up to 15 seated passengers are being used to operate within generally fixed corridors with flexible routes and could be accessed by hail.<sup>(11)</sup> Two distinct types of operation can be identified within the industry, with the first being services rendered to commuters and the second services operated over longer distances.

The commuter services operated over distances of between 5 and 30 kilometres, transporting commuters daily between home and work, can be divided into feeder and line haul type services. The feeder services supply transport over relative short distances from dispersed origins (often residential areas) to central ranks and termini where passengers transfer to other modes or combi taxis.<sup>(13)</sup> Combi taxi operations are particularly suited to this type of operation. Line haul services, supplied with passengers from feeder services, are characterised by little or no exchange of passengers on routes within distinct corridors. Line haul services, traditionally rendered by modes such as rail and bus, are operated parallel to and in competition with these modes. A movement of patronage away from rail and bus to combi taxi has been experienced over the past few years due to the unsatisfactory services rendered by rail and bus transport and this has stimulated competition from the combi taxi industry.<sup>(13)</sup>

The second distinct type of combi taxi operation is an inter-urban passenger transport service operated over distances longer than 30 kilometres and is called long distance combi taxi services. The peak of these services are usually not clearly defined on weekdays and the peak periods of demand are on Friday afternoons and Sunday evenings.<sup>(11)</sup>

A difference in opinion exists on the actual number of combi taxis operating at present on South African roads. Estimates range from as low as 45 000 to as high as 180 000 vehicles with an general estimate of between 50 000 and 70 000.<sup>(12)</sup> It is estimated that close to 42 000 combi taxis operate in the major metropolitan areas in South Africa, 15 000 in non-metropolitan areas and 28 000 in the PWV



area alone.<sup>(19)</sup> It is also estimated that in the region of 80% of all taxis within the metropolitan areas operate commuter type passenger services.

The two major players in the combi taxi industry, those being the operators/owners and the authorities, are at present the parties involved in the management of the combi taxi industry. On the one hand the operators apply the concept of self-management within the combi taxi industry through local taxi associations, which are in turn represented at regional and ultimately at national level. The two national associations SABTA and SALDTA initially represented the two types of combi taxi operations exclusively. More recently however an overlap has developed and both associations represent operators rendering commuter and long distance services.<sup>(13)</sup> It is reported that nationally SABTA represents 400 local taxi associations in comparison to SALDTA representing 68 local associations.

On the other hand management is being done at various levels of authority. The initial problem with poor liaison and prejudice between operators and authorities has in most cases been solved by the establishment of Local Taxi Liaison Committees (LTLCs) at local authority level. The establishment of these committees has improved overall liaison and management of the combi taxi industry to a large extent. These committees mainly consist of representatives from local authorities, recognised taxi associations, the South African Police, traffic officials, commerce and industry and the Local Road Transport Boards (LRTBs). The main functions of these committees are to advise local authorities on the provision and regulation of facilities, to advise local authorities on representations made to LRTBs regarding taxi permit applications and to assist effective law enforcement.<sup>(3)</sup> In addition to the LTLCs a national forum for consultation on national policy issues has been established, known as the National Taxi Liaison Committee (NTLC).

The combi taxi industry is at present regulated in terms of a rather complex legal framework consisting of the following legislation :

- The Urban Transport Act, 1977,
- The Road Transport Act, 1977,
- The Road Traffic Act, 1989,
- Provincial Local Government Ordinances,
- Provincial Town Planning and Township Ordinances, and
- Municipal By-laws.

The regulatory framework applicable to the management of combi taxi facilities is discussed in Chapter 3 of this document. In terms of the existing regulatory framework an operator has to obtain a number of permits and licences, in order to operate legally.

The permits and licences that an operator has to obtain are as follows :<sup>(19)</sup>

- Public Road Carrier Permit issued by a LRTB in terms of the Road Transport Act, 1977,
- Public Driving Permit,
- Certificate of Fitness issued by the local authority for the roadworthiness of a vehicle, and
- A Stand Licence (Ranking Permit) issued by a local authority in terms of by-laws based on the Road Traffic Act, 1989.

The above-mentioned permits and licences may in future be subjected to certain changes with the implementation of the Road Transport Quality System (RTQS) during 1992 and 1993.

Combi taxi facilities in the context of this document are seen to include all roadside stops, ranks usually within the road reserve where passengers board and alight, off-street terminals and holding areas.<sup>(11)</sup> In the past official facilities have mainly been provided and funded by local authorities. More recently, however, the private sector has been encouraged to get involved in the financing and establishment of facilities. At present a number of cases are known where the private sector were and still are involved in joint ventures with local authorities and taxi associations, for the provision, management and operation of facilities.

According to surveys done in 1991<sup>(2,19)</sup> taxi facilities country wide offer approximately 6700 official ranking and 4800 holding spaces. At unofficial facilities another 3450 ranking and 1200 holding spaces are provided. In the PWV area alone official ranks can accommodate close to 4000 vehicles at termini and ranks, and 2000 vehicles in holding areas. In mentioning the above figures, it must however be added that so-called ranking facilities are in many cases also being used as holding areas. The statistics given above would therefor not be one hundred percent reliable.

Combi taxi facilities in South Africa vary significantly with regard to conditions at the facilities, the type of infrastructure and the ancillary facilities available to users. At the one end of the spectrum, facilities consist of dusty gravel sites with virtually no infrastructure and on the other end of the spectrum neat, well planned, equipped and maintained facilities are found. In general, however, a great need still exists at most facilities to improve conditions and infrastructure.

The present control and management practices at combi taxi facilities are discussed in detail in Section 4 of this document.

### 2.3 PROBLEMS EXPERIENCED WITHIN THE COMBI TAXI INDUSTRY

The combi taxi industry has experienced a phenomenal growth over the past two decades for a number of reasons, such as the quality of service rendered compared to other modes of passenger transport, it's flexibility to adjust to local conditions and certain political factors.<sup>(12)</sup> It constitutes a large part of

the informal sector in South Africa and is seen as the flag ship of black enterprise. Associated with the phenomenal growth, evidence is found of many shortcomings and problems within the industry in many cases resulting directly or indirectly from this growth.

In the first instance a number of problem areas could be mentioned concerning the role of the combi taxi mode, operational problems, safety, communication and general law enforcement. These problems are not addressed further in this document and are as follows :<sup>(8,13)</sup>

- i. Combi taxis operate over routes which can be served more economically and efficiently by other modes,
- ii. A high rate and a wide spectrum of traffic offenses occur,
- iii. Traffic authorities often find effective law enforcement in the combi taxi environment problematic,
- iv. The standard of driving is not always acceptable,
- v. The under-supply of taxi transport exists during peak periods,
- vi. The over-supply of taxi transport occurs in off-peak period resulting in the under-utilisation of vehicles,
- vii. Repeated violence occurs frequently within the industry,
- viii. A body to control standards of operation is lacking,
- ix. Scientific economic analysis of combi taxi operations are seldom done,
- x. The informal nature of taxi operations often poses problems,
- xi. Internal relationships among parties within the industry sometimes leads to offenses being committed, such as :
  - high income expectations of owners of vehicles places drivers under pressure,
  - owners have little ability of controlling drivers,
  - passengers expects safe transport, yet urges drivers to shorten travel times,
  - competition amongst various groupings within the industry leads to tension and violence,
  - taxi associations are mostly more representative of owners than of drivers,
  - liaison between taxi associations at national and local level leaves much to be desired, and
  - management skills within the industry are not always of a high standard.
- xii. The vehicle design has limitations, and
- xiii. The combi taxi industry often has an image problem amongst the general public.

Secondly a number of problems, related to combi taxi facilities and the control and management thereof, are listed below.

These problems are to a large extent addressed in this document and are as follows :<sup>(8,13)</sup>

- i. The lack and/or poor condition of combi taxi facilities and the general day to day operation thereof is in many cases seen as one of the major problems within the industry.
- ii. Uncertainty about the parties that should be responsible for the provision, funding and maintenance of facilities.
- iii. Uncertainty with regard to the parties that should take responsibility for the various control and management functions.
- iv. Uncertainty with regard to the relationship between various principles of the national transport policy. On the one hand authorities are not expected to exercise economic control (in accordance with the White Paper on National Transport Policy, 1986<sup>(10)</sup>), so that market forces could determine the number of participants in the market. On the other hand traffic authorities are expected to maintain high standards and orderliness in road traffic through the implementation of the Road Traffic Act, 1989.<sup>(23)</sup> Under the Road Traffic Act, local authorities could make by-laws which includes the power to regulate the use of ranks, to issue permits, to prohibit certain vehicles from using taxi ranks and stopping and parking.
- v. The way in which the Local Road Transport Boards (LRTBs) are implementing the principle of free entry into the transport market is perceived by several traffic authorities to lead to disorderliness in the taxi environment. This could imply that in terms of the by-laws based upon the Road Traffic Act, the validity of a road transport permit could be limited by the issuing (and even the refusal) of a stand licence containing restrictions prompted by the requirements of the traffic situation in a town or city.
- vi. Historically certain interest groups or taxi associations have acquired control over entry of new operators in an area and regard it as their exclusive right to render services in a specific area and on specific routes. Mutual agreement among these various interest groups not to operate on one another's routes are then usually maintained. The inability of traffic authorities to alter the grip of interest groups on certain routes therefor complicates the issuing of stand licences in terms of the Road Traffic Act.<sup>(23)</sup>
- vii. Guidelines are needed on the drafting of by-laws for the regulation of combi taxis and to clarify local authorities' position with regard to their precise rights and obligations in controlling parking facilities for combi taxis.
- viii. Taxi ranks are being created by taxi operators without consultation with authorities.
- ix. Taxi rank capacities are often lower than the demand for ranking space.
- x. Co-ordination lacks within the combi taxi industry and with other modes.
- xi. Data on combi taxi operations is seldom available.
- xii. In many cases poor liaison exists between parties involved in the taxi industry.
- xiii. Co-operation at local liaison committee level is in some cases found to be low.
- xiv. Traffic police experiences difficulty in carrying out effective law enforcement.

### 3. PRESENT CONTROL AND MANAGEMENT

It was found that different perceptions exist amongst various parties and authors about the meaning of the terms *control* and *management*. In a general context, not specifically related to the combi taxi industry, the meaning of the two terms differ slightly from the perceptions of the terms within the industry. These two terms are defined in different dictionaries<sup>(20,21,22)</sup> and project and business management literature<sup>(23,24,25)</sup> to imply the following :

- i. *Control* : The direction of an institution, a process or an operation in order to achieve certain preset goals, through the formulation of policy and by the establishment of certain control measures.
- ii. *Management* : The planning, establishing and administering of an institution, a process or an operation.

The term *management* in the context of the management of combi taxi facilities is mostly seen by the combi taxi industry and all parties involved to encompass all aspects and functions implied by both definitions given above. In addition, the term *control* is perceived to be closely related to the day-to-day operation of a combi taxi facility regarding aspects such as the control of vehicle and passenger movement into and out of a facility. The perception of control, held by the combi taxi industry, could in terms of the definition of management given above be viewed as a sub-function of management.

In the context of this document the terms *control and management* will thus jointly be used to describe a wide range of activities related to the direction, planning, provision, administration and operation of combi taxi facilities.

#### 3.1 CONTROL AND MANAGEMENT FUNCTIONS

The control and management of combi taxi facilities is done at different levels in terms of the powers vested in various authorities and the competence of various bodies. At the lower level, control and management of a combi taxi facility deals with day-to-day or on-site operation of that facility. At the higher levels of control and management, responsibility is taken for policy, planning, administrative and regulatory matters.

In considering the on-site control and management functions, a distinction can be made between passenger related and vehicle related functions or duties.<sup>(1)</sup> In the following section a comprehensive list of the various functions are given. These functions were mainly identified from the available literature<sup>(1,5,7,9,16)</sup> and surveys done for the purpose of this study. It must also be clearly stated that a

number of these functions are only applicable to larger termini and ranking facilities. The passenger related functions are as follows :

- i. Directing of passengers and the regulating of queues according to a certain priority and route destination system.
- ii. Ensuring that the smooth loading of passengers into vehicles takes place, in order to obtain the optimal utilisation of the loading area.
- iii. Controlling the number of passengers per vehicle to prevent overloading of vehicles.
- iv. Supplying information to passengers on fares, destinations served and departure times.
- v. Collection of fares.

The following vehicle related duties were identified from the literature:

- i. Controlling access and allowing only authorised users entrance to the facility, by using a vehicle identification system such as decals, colour coded stickers, etc.
- ii. Controlling the arrival, queuing and parking of vehicles at loading and holding areas.
- iii. Internal control of traffic within the facility and between holding and loading areas.
- iv. Supplying drivers with information on demand and other related matters.
- v. Controlling of departures from loading areas.
- vi. Enforcement of a code of conduct with regard to drivers and vehicles within the facility.
- vii. Reporting of any irregularities concerning the code of conduct and general traffic and other offenses.

At the higher levels of control and management of combi taxi facilities a number of functions should be administered by bodies or authorities best suited. A number of the functions that should be administered with regard to larger facilities are given below.<sup>(1,5,7,9,16)</sup> Of these functions the first eight are not necessarily applicable to one facility only, but rather to a number of facilities within a region under the control of a specific local or regional transportation authority. The other eight functions are applicable to a specific facility. These functions are :


- i. Collection of information on combi taxi activity and monitoring of combi taxi traffic, utilisation of existing facilities and demand for new facilities.
- ii. Formulation and updating of policy and the establishment of control measures in order to ensure the implementation of policy.
- iii. Drafting of guidelines, standards, regulations and legislation.
- iv. Planning and development of combi taxi facilities.
- v. The funding of facilities, budgeting and cost control.
- vi. Co-ordination of different modes of transport, with specific reference to multi-modal facilities.

- vii. Issuing and renewal of operating permits.
- viii. Liaison between authorities, associations, marshals and drivers and the settling of disputes.
- ix. Allocation of ranking space to combi taxi associations and operators specifically.
- x. Overall running and administering of a facility, including the operational and financial aspects.
- xi. Collection of revenue.
- xii. Making of rules specific to a facility and the laying down of a code of conduct.
- xiii. Cleaning and maintenance of a facility.
- xiv. Letting of space to and control of small businesses and the informal sector.
- xv. Employment of staff and appointment of marshals.
- xvi. Security of passengers and vehicles in general.

### 3.2 RESPONSIBLE PARTIES

A number of parties involved in the combi taxi industry could possibly take responsibility for one or more of the functions mentioned in the section above. From the literature<sup>(1,7,8,9,16)</sup> and surveys done, a number of parties were identified that could take responsibility for one or more of these functions.

They are as follows :

- 
- |       |  |         |
|-------|--|---------|
| i.    | Department of Transport                          | (DOT)   |
| ii.   | National Taxi Associations                       |         |
| iii.  | National Taxi Liaison Committee                  | (NTLC)  |
| iv.   | Provincial Government                            |         |
| v.    | Regional Services Councils                       | (RSCs)  |
| vi.   | Regional Taxi Associations                       |         |
| vii.  | Passenger Transport Authorities (in future)      | (PTAs)  |
| viii. | Local Authorities                                | (LAs)   |
| ix.   | Metropolitan Transport Authorities (Core Cities) |         |
| x.    | Local Taxi Liaison Committees                    | (LTLCs) |
| xi.   | Local Taxi Associations                          |         |
| xii.  | Private Sector                                   |         |
| xiii. | Local Road Transport Boards                      | (LRTBs) |
| xiv.  | Local Traffic Departments                        |         |
| xv.   | South African Police                             | (SAP)   |
| xvi.  | Management Bodies/Committees                     |         |
| xvii. | Marshals   |         |

The question must be asked that even though a specific party is at present or could in future administer one or more of these functions, whether that party is the best suited to do so. The suitability of a certain party to administer a specific function would, however, largely depend on the legal and institutional framework pertaining to that function, the infrastructure available to this party and the players involved in the development and operation of a specific facility.

### 3.3 DEVELOPMENT OF COMBI TAXI FACILITIES

As was mentioned previously, the planning and development of combi taxi facilities in the past were mostly done at local authority level. The funding and the maintenance of such facilities were also mostly done by Metropolitan Transport Authorities and local authorities. More recently, the private sector has been encouraged to become involved in the financing and establishment of larger facilities, such as ranks and termini adjacent to commercial development. A number of facilities have already been developed and funded by the private sector in co-operation with local authorities and taxi associations. In some cases the private sector has also become involved in the management of certain facilities and taken responsibility for some control and management functions, such as cleaning and maintenance.

The involvement of the private sector in the provision, control and management of combi taxi facilities under certain circumstances, has obvious advantages.<sup>(1)</sup> As far as the funding and provision goes, the demand and need for more facilities and better infrastructure caused by limited resources at public sector level, could be relieved by private sector involvement. In cases where the private sector takes sole or joint responsibility for the management of the control, management and operation of a facility, the public sector is also relieved from certain manpower requirements and running costs.

A number of possible scenarios may occur with regard to the development of combi taxi facilities. These scenarios are mainly related to the parties supplying the land and funds for development. Table 3.1 on the following page gives an indication of all possible development scenarios of facilities.

**Table 3.1 : Possible Development Scenarios for Combi Taxi Facilities**

Land Ownership	Public owned land	Privately owned land
Funding		
Public funding	x	-
Private sector funding	x	x
Funding through a joint venture	x	-



The four scenarios indicated in Table 4.1 above could have a definite influence on the control and management of a facility and on the party best suited to take the responsibility for certain control and management functions.

### 3.4 THE LEGAL FRAMEWORK FOR THE CONTROL AND MANAGEMENT OF FACILITIES

The combi taxi industry is at present being regulated in terms of a rather complex legal framework. The present legislation has a significant influence (in terms of the powers awarded to certain parties), on which functions should be administered and by whom they should be administered. When considering the most suitable party to take responsibility for a specific control and management function, this must always be borne in mind.

In the following paragraphs the implications of the legislation influencing the control and management of combi taxi facilities, in the context of this document, will be discussed.

#### 3.4.1 The Urban Transport Act, 1977

A local authority may in accordance with the Urban Transport Act<sup>(23)</sup> expropriate land for the implementation of any approved transport plan inter alia for the establishment of combi taxi facilities.

A local authority may in accordance with any applicable approved transport plan regulate or prohibit vehicles that may enter any specific portion or route within the metropolitan area under its jurisdiction. It may also regulate or prohibit the provision of parking spaces and impose levies on the parking of vehicles in parking spaces, buildings or premises in specified portions of the metropolitan area under its jurisdiction.

#### 3.4.2 The Road Transport Act, 1977

A public transport operator is required in terms of the Road Transport Act<sup>(23)</sup> to obtain a Public Road Carrier Permit (PRCP) authorising the transportation of passengers along a specific route or within a specific area for reward. PRCPs are also applicable to combi taxi operators.

A prospective combi taxi operator, therefor, has to make an application to the Local Road Transport Board (LRTB) for a PRCP. This application must be supported by the specifics of the service to be operated and a Certificate of Fitness for each vehicle operated in terms of the PRCP. The application is then published in the Government Gazette and approved

within 21 days of publication, if no opposition to the application has been received. The processing of applications to the LRTB could take between seven to nine weeks.

A permit issued by a LRTB does not, in terms of Section 24(2)(b) of the Road Transport Act, exempt the holder thereof to comply with any requirements imposed upon him under any other law, licence or permit issued by any other authority.<sup>(8)</sup> This implies that operators must adhere to regulations and restrictions placed on operations in terms of legislation such as municipal by-laws and the Road Traffic Act.

The original objective of this legislation was to protect rail commuter services against competition from bus operators. The public transport industry has, however, changed significantly since 1977 and it is envisaged that this permit system will be phased out in future and replaced by the implementation of the Road Transport Quality System (RTQS).

#### 3.4.3 The Road Traffic Act, 1989

In terms of the Road Traffic Act, 1989<sup>(23)</sup> that came into effect on 1 June 1990, any local authority may establish stands on public roads within the area of its jurisdiction (to be known as special parking places) for all public transport vehicles and may promulgate by-laws for the regulation and control of these areas.

In terms of Clause 133 of the Road Traffic Act these by-laws may provide for :<sup>(9)</sup>

- i. the stopping and parking of certain types of vehicles on a public road or portion thereof,
- ii. the loading and off-loading of any vehicles on a public road,
- iii. any form or token which a local authority may deem expedient for the purposes of any by-law,
- iv. the issuing of permits allocating special parking spaces to particular persons or vehicles,
- v. prohibiting the use of a special parking place by any person or vehicle,
- vi. charging fees for the use of special parking spaces and
- vii. provision for matters incidental thereto.

When the above-mentioned issues stipulated in Clause 133 of the Road Traffic Act are applied to the combi taxi mode, extensive power is given to local authorities to control and manage combi taxi facilities in its area of jurisdiction. In actual fact, it means that local authorities are given the power, in terms of the Road Traffic Act, to establish and control

combi taxi facilities, as well as, to control the number of vehicles authorised to use facilities within its area of jurisdiction.

The Road Traffic Act is at present still in the process of being implemented and it is envisaged that the implementation will be completed by the middle of 1993. The Road Transport Quality System (RTQS) including a Combi Taxi Control and Law Enforcement Programme is part of the latter phases of the implementation of this act. Eventually entrance into the industry will be based on regulations concerned with the quality of drivers, the standard of operation and the fitness of vehicles.

#### 3.4.4 Provincial Local Government Ordinances

Local Government Ordinance (Tvl) 1939 contains provisions which are relevant to the regulation of combi taxis at local level.<sup>(9)</sup> As far as the control and management of combi taxi facilities is concerned, a local authority may in terms of this Ordinance establish and maintain parking areas in the interest of the authority or the inhabitants of the area under its jurisdiction.

In terms of the Ordinance a local authority may also make, alter and revoke by-laws concerning parking areas and the parking of different types of vehicles in the area under its jurisdiction. The implications and issues on which by-laws could be promulgated are to a large extent very similar to that mentioned in Section 4.3 above.

#### 3.4.5 Provincial Town Planning and Township Ordinances

In terms of the Town Planning and Township Ordinance (Tvl) 1965 and 1986 a local authority may acquire land or a right over land, subject to the approval of the Administrator, for the purposes of implementing town planning schemes.<sup>(9)</sup>

#### 3.4.6 The Draft Bill on Passenger Transport

The Draft Bill on Passenger Transport<sup>(23)</sup> was drafted in 1990 and provided for the planning co-ordination and subsidisation of passenger transport. It has never been promulgated because of resistance experienced from certain political pressure groups. The Bill was eventually suspended during the middle of 1991, but some of the principles underlying the bill are still supported at present.

The drafting of the Bill on Passenger Transport was aimed at passenger transport plans being prepared and implemented by Public Transport Authorities (PTAs) at regional or local government level. These plans would have to be approved by the Administrator concerned and would have involved the planning of all aspects of passenger transport including combi taxi facilities. The Bill would also have provided that local authorities may not make by-laws which conflicted with the passenger transport plan.

Further the Bill would have provided for the establishment of a regional passenger transport fund for each passenger transport region, to be administered by the PTA. These funds would have been used, inter alia, for the provision and maintenance of public transport facilities.

#### 3.4.7 The Urban Transport Amendment Act, 1990

The Urban Transport Amendment Act, 1990<sup>(23)</sup> provides for a Regional Services Council (RSC) to act in certain instances as a core city and to take over certain functions related to urban transport. This implies that in cases where a RSC is acting as the core city, it could play a role in the planning, provision and funding of combi taxi facilities. RSCs could also play a role in the co-ordination of the control of facilities through the framework created by the approved transport plan for the area under its jurisdiction.

From the above discussion, of the legislation creating the legal framework within which combi taxi facilities must be control and managed, it can be seen that the local authorities at present play and will in future also play a significant role in the control and management of facilities.

In line with the recommendations of the National Transport Policy Study, 1986 the passenger transport function can and in many cases will be devolved to local government level. This implies that the RSCs could also in future be an important role player in the control and management of combi taxi facilities.

### 3.5 PRESENT PRACTICES

Information on the present practices with regard to the control and management of combi taxi facilities is available from literature. A major and also one of the most recent sources describing present practices within the combi taxi industry is the Combi Taxi Databank.<sup>(2)</sup> This databank came about through a process of data collection and the subsequent discussions held with all major role players in the industry.

The above-mentioned databank deals with various aspects concerning the present combi taxi operations and characteristics of the industry from the point of view of the various metropolitan planning authorities, local authorities, operators and drivers. The most valuable information with regard to the present control and management practices of combi taxi facilities, were obtained from the section dealing with the information obtained from the core cities. This information is summarised in the following tables and paragraphs and deals with the following aspects; the number of taxis operating in the various metropolitan areas, communication, issuing of permits, provision of ranking space, market share and the management and operation of facilities. Not all the functions given in Section 4.1 above are addressed by the databank, but a fair reflection of present practices can be obtained from this information.

The departments or bodies at present responsible for the provision of combi taxi facilities in terms of the classification given below are summarised in the Table 3.2.<sup>(2)</sup>

- i. planning of major taxi termini
- ii. planning of minor taxi termini/ranks
- iii. design and construction of major taxi facilities
- iv. design and construction of minor taxi facilities
- v. financing of major facilities
- vi. financing of minor facilities

UNIVERSITY  
OF  
JOHANNESBURG

**Table 3.2 : Bodies and Parties Responsible for the Provision of Facilities**

	Local Authorities					Metropolitan Authorities	
	City Engineer	Metropol. Planning Department	Traffic	City Transport	City Planning	RSC	Core City
BFN	i. ii. iii. iv.						v.
CTN		i. ii. iii. iv.	i. ii. iii. iv.		i. ii. iii. iv.		v. vi
DBN	i. ii. iii. iv.						v. vi
JHB	iv.	i. iii: iv. v. vi					v. vi.
ORMET	v. vi.	v. vi.					v. vi.
PE	i. ii. iii. iv.		ii. v.				v. vi.
PMB	i. ii. iii. iv. vi.		ii.				v. vi.
PTA	i. ii. iii. iv.			i. ii.		v. vi.	

Abbreviations : BFN - Bloemfontein, CTN - Cape Town, DBN - Durban, JHB - Johannesburg, ORMET - East Rand Metropolitan Planning, PE - Port Elizabeth, PMB - Pietermaritzbur and PTA - Pretoria.

The bodies or parties responsible for the management of off-street facilities are given in Table 3.3<sup>(2)</sup> below. In the context of the databank operational management implies the daily operation of the facility and physical management includes responsibilities such as cleaning and maintenance of facilities.

**Table 3.3 : Operational and Physical Management of Off-Street Facilities**

	BFN	CTN	DBN	JHB	ORMET	PE	PMB	PTA
<b>Operationally :</b>								
Private Sector								
Taxi Association	X	X	X		X	X	X	X
City Council				X		X		
<b>Physically :</b>								
Private Sector		X				X		
Taxi Association					X			X
City Council	X	X	X	X	X	X	X	X

The parties or bodies at present responsible for the functions given below are shown in Table 3.4.

- i. allocation of ranking space
- ii. support/opposition of permit applications
- iii. issuing of decals/tokens for ranking and holding
- iv. provision of on-street ranking space

**Table 3.4 : Control of Combi Taxi Numbers and Operations**

	City Transport	City Engineer	Traffic	City Planning	Taxi Ass.	LTLC
BFN		i. iv.	i. ii. iii. iv.			
CTN			i. ii. iii. iv.			
DBN				i. ii. iii.		
JHB			iv.	i. ii. iii. iv.		
ORMET		i. iii. iv.	ii. iii. iv.			ii. iii. iv.
PE		i. iv.	ii. iv.			
PMB			i. iii. iv.	ii. iv.		
PTA	i. iii.	i. iv.	i. ii. iii.			

The extent of the private sector involvement in the provision of combi taxi facilities, with regard to the aspects given below, is given in Table 3.5.<sup>(2)</sup>

- i. commercial enterprises with public transport facilities in support of the commercial activities.
- ii. joint council/private development
- iii. ancillary facilities such as shelters, seats etc.

**Table 3.5 : Present Private Sector Involvement**

	No. of cases	No. of bays built	No. of bays planned
BFN	1 (i)		8 (i)
CTN			3 holding areas (i)
DBN			1 terminus (i)
JHB	7 (i,ii)		1500 (i)
ORMET			100 (i)
PE	1 (i)	90 (i)	Some (iii)
PTA	1 (i)		40+ (i.,iii)



#### 4. SURVEY

A survey was included into the study to obtain the perceptions, of parties involved in the combi taxi industry, on the control and management of combi taxi facilities and related aspects. A diverse range of responses and comments was expected, because of the various positions being held by those within the industry. The difference in physical and organisational circumstances surrounding the respondents in various metropolitan areas were also expected to contribute to the diversity of the responses. Despite these facts, it was felt that by conducting a survey valuable input on the control and management of combi taxi facilities would be received.

##### 4.1 QUESTIONNAIRE

A questionnaire was used to collect information from parties involved in the combi taxi industry. The questionnaire was aimed at obtaining the following information from respondents :

- i. Their perceptions held with regard to the meaning of the terms *control* and *management*.
- ii. Functions to be included as part of the control and management of combi taxi facilities.
- iii. The parties that could potentially take responsibility for control and management functions.
- iv. The most suitable parties to take responsibility and administer the various functions under the following circumstances;
  - publicly funded facilities on public owned land,
  - private sector funded facilities on public owned land,
  - funding of facilities through joint ventures on public owned land, and
  - private sector funded facilities on private land.
- v. Deficiencies and problems being experienced with present policy and legislation concerning the control and management of facilities and related aspects.
- vi. General comment regarding the control and management of combi taxi facilities.

##### 4.2 RESPONDENTS

In order to obtain a reasonably representative view on control and management, the aim was to obtain an input from as wide a variety of parties involved in the combi taxi industry, with specific reference to operators and authorities. Firstly a meeting was held with representatives of the Department of Transport to establish its position on the control and management of combi taxi facilities. Secondly discussions were held with representatives of the two national taxi associations SABTA and SALDTA on this issue. (Unfortunately no questionnaires were received in return.)



Meetings were then set up with representatives of all the major planning authorities in South Africa and the reaction and responses received were mostly very positive. In some case even additional information and notes, not specifically asked for, were attached to questionnaires. The responses given by the metropolitan planning authorities were in many cases confirmed at Local Taxi Liaison Committee level, in order to involve the local taxi community, as well as, traffic authorities. The metropolitan planning authorities consulted were as follows :

- i. Bloemfontein
- ii. Cape Town
- iii. Durban (not in a position to comment on this subject)
- iv. Johannesburg
- v. East Rand Metropolitan Area
- vi. Pietermaritzburg
- vii. Port Elizabeth
- viii. Pretoria

A number of civil engineering consultants that have been involved with the combi taxi industry over the past few years were also approached for their input. The companies approached were as follows :

- i. Van Niekerk, Kleyn & Edwards
- ii. Van Wyk & Louw Inc.
- iii. Vorster, van der Westhuizen & Venote

#### 4.3 SUMMARY OF RESULTS

As expected a diverse range of responses and comments were received from the various parties involved in the survey. In the following section a short summary of the responses received, regarding some of the above questions, is given.

##### 4.3.1 Definitions

Some respondents perceived the word *control* to have a broader meaning that implies the "the having power over", to be responsible for, to direct, to exercise restraint or to order by rules and regulations. Other respondents felt that *control* is a management function that allows the controlling authority to decide who should use a combi taxi facility and how it should be used, to the benefit of all parties involved.

Respondents in general felt that the word *management* describes the supervision and the day-to-day running of a combi taxi facility to ensure the effective management of the facility to its maximum potential. Most respondents felt that *management* included aspects such as planning, organising, co-ordination, control, financial aspects and maintenance of facilities by an authority or management committee.

A few respondents felt that management is very much the same as control, with the difference being purely semantic. The opinion was also expressed that the word management would be more acceptable than the word control. ("Most people don't mind being managed but do not necessarily like being controlled.")

From the above-mentioned it could be seen that no clear definition of *control* and *management* crystallised out of the questionnaire. It was therefore decided to add these two words together into one concept for the purpose of this study. (Control and management are thus jointly used to describe a wide range of activities related to direction, planning, provision, administration and operation of combi taxi facilities.)

#### 4.3.2 Control and management functions

The complete list of control and management functions, as given and confirmed by the respondents is given in Table 4.1. Next to each of the functions the number of respondents, that indicated whether they perceived a specific function is a control or management function, are shown. From Table 4.1 it can be seen that the majority of respondents perceived the listed functions to be management functions.

#### 4.3.3 Parties most suitable to assume responsibility and to administer functions

A summary of the information received, with regard to the parties perceived to be the best suited to assume the responsibility for the control and management functions, is given below. (The development alternatives considered by the respondents were the development of a facility through public funding on publicly owned land, through private sector funding on publicly owned land, through private sector funding on private land and through funding by means of a joint venture on publicly owned land.)

- i. **Research and collection of information** - In most cases respondents felt that the applicable Passenger Transport Authority (PTA), whether it's the local authority (LA) or the RSC, should take responsibility for this function. In cases where the private sector (PS) or the taxi industry becomes involved in the funding or provision of land, they should take joint responsibility.

**Table 4.1 : Control and Management Functions**

Function	Management	Control	Both
1. Collection of information	7	2	0
2. Liaison, communication and research	7	1	1
3. Establishment of goals and objectives	6	3	0
4. Formulation and updating of policy	6	3	0
5. Drafting of guidelines, standards, regulations and legislation	3	4	2
6. Co-ordination of modes	5	3	2
7. Planning of facilities	5	1	1
8. Budgeting and funding	6	2	1
9. Development/provision of facilities	5	3	1
10. Communication with associations	6	1	2
11. Co-ordination, allocation of ranking space	5	2	2
12. Issuing of operating permits	3	4	2
13. Maintenance	7	1	1

- ii. **Liaison and communication** - Besides the Local Taxi Liaison Committees (LTLC) a number of players such as the applicable PTA, the PS, management bodies (MBs) and national taxi associations (NTAs) were indicated to assume responsibility.
- iii. **Establishment of goals and objectives** - The applicable PTA was in most cases felt to be the player best suited in conjunction with LTLCs and MBs. The Regional Passenger Transport Authorities (RPTAs) were also indicated by a number of respondents. In the case of PS involvement and joint ventures the PS and NTAs were also mentioned.
- iv. **Formulation and updating of policy** - The applicable PTA was in most cases felt to be the most suitable player in conjunction with LTLCs and MBs. The Regional Passenger Transport Authorities (RPTAs) were also indicated by a number of respondents. In the case of PS involvement and joint ventures the PS and NTAs were also mentioned.
- v. **Drafting of guidelines, standards, regulation and legislation** - The respondents felt that at the national level the Department of Transport (DOT) in co-operation with the National Taxi Liaison Committee (NTLC) should take responsibility for this function. As far as regulation, legislation and the formulation of guidelines and standards at a regional or local level is concerned, it should be the applicable PTA and the LTLCs.

- vi. **Co-ordination of modes** - The applicable PTA was in most cases felt to be the suitable player in conjunction with LTLCs. It was also felt by a number of respondents that the Regional Passenger Transport Authorities (RPTAs) could also play a role. At the facility itself the local taxi associations (LTAs) or MBs should be responsible for the co-ordination.
- vii. **Planning of facilities** - The applicable PTA was in most cases felt to be the most suitable player in conjunction with LTLCs and/or LTAs. In the case of PS funding and joint ventures the PS and NTAs should also be involved in the planning.
- viii. **Budgeting, funding and subsidy** - The applicable PTA was in most cases felt to be the most suitable player in conjunction with LTLCs and/or LTAs. In the case of PS funding and joint ventures the PS and NTAs would be involved in the budgeting and funding. The DOT, NTAs and RPTAs could be involved in subsidising the provision of facilities.
- ix. **Development/provision of facilities** - Most respondents indicated that LAs should mainly be responsible for the facilities in co-operation with the PS and MBs where applicable.
- x. **Communication with associations** - Besides the LTLCs a number of players such as LAs, the PS and MBs were indicated to assume responsibility.
- xi. **Allocation of ranking space** - The players felt to be best suited to manage this function were the LAs, LTAs and MBs. In the case of a private facility the PS should also be involved.
- xii. **Issuing of operating permits** - In most cases the respondents felt that the applicable PTA should assume responsibility for the issuing of permits. A number of respondents also felt that the RPTAs could play a role and one respondent indicated that LTLCs or LTAs should take the responsibility for this function.
- xiii. **Maintenance** - It was felt that the maintenance should be done by the LAs, LTAs and MBs. In the case of a private facility the PS should also be involved with the LTAs or MBs.

The following is a summary of information received, with regard to the parties perceived to be the best suited to assume the responsibility for the day-to-day functioning and on-site management. (The development alternatives considered by the respondents were the same as those mentioned in Section 3.4 above.)

- i. Most respondents felt that the local taxi associations or management bodies in conjunction with the traffic departments and local authorities should be the parties best suited to take responsibility for the day-to-day operation and the functions listed in Section 3.2 above.
- ii. In cases where the private sector is involved in the funding of a facility or when a private facility (private sector funding of a facility developed on private land) is under consideration, it was indicated that the private sector could be responsible for certain operational functions.

- These functions would include the collection of ranking fees, making rules specific to the facility, employment of staff, control of the informal sector and the cleaning of the facility.
- iii. The LTLCs were also seen to play a significant role in the day-to-day operation of facilities by being involved with functions such as the making of rules specific to the facilities, employment of staff, communication and the control of the informal sector.
  - iv. A number of respondents felt that the South African Police should be responsible for the security and safety of personnel and passengers at facilities.



UNIVERSITY  
OF  
JOHANNESBURG

## 5. DISCUSSION ON CONTROL AND MANAGEMENT OF FACILITIES

The future control and management of combi taxi facilities is considered in this chapter. The discussion is conducted in the light of the information obtained during the literature study and a survey conducted amongst various players involved in the combi taxi industry, as explained in Appendix C. A summary of the information gathered during the literature study is attached in Appendix A of this document. Some background on the survey, the processed responses obtained during the survey and a short summary of the results of the survey are given in Appendix C.

It was found that in most cases, the recommendations made in the literature<sup>(1,5,7,8,9)</sup>, with regard to the control and management of combi taxi facilities, could be confirmed and supported. With the discussion below it is however aimed to review the control and management of facilities in view of a rapidly changing milieu, with specific emphasis on the legal and operational environment. As part of the discussion, some conclusions are also drawn with regard to some aspects related to the control and management of combi taxi facilities. This chapter is concluded with a few general remarks on the control and management of such facilities.

### 5.1 CONTROL AND MANAGEMENT FUNCTIONS

Control and management of combi taxi facilities, in the context of this document, has to be done at different levels. This is due to the powers vested in various authorities and the respective roles that the parties, that could make a contribution in this regard, play in the industry. This conclusion is to a large extent supported and confirmed in the relevant literature<sup>(1)</sup> and suggested by respondents during the survey conducted.

There are a number of control and management functions which are not necessarily applicable to one facility only, but rather to a number of facilities within a region under the control and jurisdiction of a specific local authority or RSC. In addition there are a number of functions to be managed which are applicable to a specific facility. This second group of functions are called operational management functions by one author.<sup>(1)</sup> Various authorities and players could assume responsibility for these functions.

At a lower level, control and management tasks have to deal with the day-to-day or on-site operation of a facility. Control and management at this level is mostly done by the combi taxi industry itself in conjunction with local authorities. The various control and management functions, grouped as mentioned above and identified during the study, are listed in Section 5.3 below together with a discussion on the parties most appropriate to assume responsibility for these functions.

## 5.2 ALTERNATIVE DEVELOPMENT STRATEGIES

The present responsibility in general for providing combi taxi facilities lies with the core cities, in cases where metropolitan transport areas have been declared in terms of the Urban Transport Act, 1977.<sup>(23)</sup> The core cities are in terms thereof responsible for the land use and transportation planning within the declared metropolitan transport areas. In areas where metropolitan transport areas have not been declared, local authorities are usually responsible for establishing combi taxi facilities. RSCs play an active role, with regard to the provision of facilities, once it has assumed the position of core city in terms of the Urban Transport Amendment Act, 1990.<sup>(23)</sup> In line with the recommendations of the National Transport Policy Study, 1986<sup>(10)</sup>, regarding the devolution of power to the "lowest possible level of government", the involvement of RSCs in future would be even more emphasised, once the passenger transport function has been devolved.

It is expected of the above-mentioned authorities to manage the process of monitoring the need for facilities and to provide for the planning and funding of facilities as part of their Urban Transport and Passenger Transport Plans. The basic planning of facilities could however be done by the local authority in conjunction with taxi industry through the LTLC.

The private sector should be encouraged to become involved in the provision of combi taxi facilities. Private organisations could become involved in the following two ways:<sup>(1)</sup>

- i. When the privately owned land is provided for the development, and
- ii. When the development of a facility is financed by a private developer.

The combi taxi industry could also become involved in the development of facilities. This is usually found when national taxi associations contributes towards the funding of a facility by means of a joint venture.

The advantage of having the private sector and the taxi industry becoming involved with the provision of combi taxi facilities, is that these organisations could then also contribute to the operational management of such a facility.<sup>(1,9)</sup> The obvious benefit of such involvement would be that core cities and local authorities would be relieved from the financial burden.

There could also be some disadvantages of having the private sector and combi taxi associations involved.<sup>(1)</sup> Private organisations could have a lack of knowledge with regard to the parties involved and the combi taxi industry itself. Joint management involving combi taxi associations could lead to favouritism, the problem of identifying the true representative of the local taxi associations and maintaining certain minimum standards.

### 5.3 PARTIES MOST APPROPRIATE TO ASSUME RESPONSIBILITY

Most of the control and management functions listed in Sections 4.1 to 4.3 were obtained from relevant literature studied.<sup>(1,5,7,9,16)</sup> Through the survey it was confirmed that these functions are still relevant to the control and management of combi taxi facilities. A number of functions however, obtained from the survey and discussions, were added to the list.

With regard to the most appropriate parties to assume responsibility for these functions, the conclusions and recommendations found in the literature are also to a large extent confirmed by the discussion below. The role of "new" authorities such as the RSCs are also brought into the discussion.

#### 5.3.1 Functions applicable to more than one facility

One or more parties should assume responsibility for a number of functions that are not necessarily applicable to one facility only. These functions are :

- i. The collection of information and the establishment of a data bank,
- ii. The establishment of goals and objectives,
- iii. The formulation and updating of policy,
- iv. The drafting of guidelines, standards and regulations,
- v. Liaison, communication and marketing,
- vi. The planning (short and long term) of facilities,
- vii. The funding of facilities,
- viii. The co-ordination of modes,
- ix. The enforcement of the requirements of the Road Traffic Act, 1989,
- x. The promulgation of by-laws,
- xi. The issuing of operating permits, and
- xii. The issuing of operators cards.

The Department of Transport should assume responsibility for the formulation and updating of policy at a national level, as well as, the drafting of guidelines and the establishment of standards. Communication and liaison should also exist between the DOT and the National Taxi Liaison Committee and the national taxi associations regarding the formulation of national policy. Core cities or RSCs should on the other hand also communicate information from their local data banks to the DOT to assist in the formulation of national goals and policy with regard to the combi taxi industry.



In areas declared as metropolitan transport areas, the core city would be the most suitable party to assume responsibility for these functions at the local level, whether it is the local authority or the RSC. This is due to the core cities' responsibility to formulate and update an Urban Transport Plan in terms of the Urban Transport Act, 1977.<sup>(23)</sup> In the light of the Department of Transport's (DOT) present policy of devolution of power to "the lowest possible level of government" and the transfer of the passenger transport function to RSCs, the RSCs will also be responsible to establish a Passenger Transport Plan as part of their Urban Transport Plan. In the formulation and implementation of the Passenger Transport Plan, all the above-mentioned functions will be addressed to a large extent. The technical staff assisting the core cities or RSCs have also over the years gained valuable experience and expertise with regard to these functions and related aspects and are familiar with local conditions and circumstances specific to regions.<sup>(1)</sup>

In a case where no metropolitan area has been declared, a local authority should assume the responsibility for these functions at local level. Once the RSC, responsible for an area not declared as a metropolitan transport area, has taken over the passenger transport function, it should be the responsible authority. These authorities will then be assisted in managing these functions by the technical staff employed by them.

At present the Local Road Transport Boards are the only authorities that could issue operating permits in terms of the Road Transport Act, 1977.<sup>(23)</sup> The issuing of road transport permits is however discussed in more detail in Section 5.4.1.

Local authorities should enforce the requirements of the Road Traffic Act and should promulgate by-laws to assist in this law-enforcement process. Regular communication and liaison should exist between authorities at the local level and the industry through the Local Taxi Liaison Committees (LTLCs). Goals, objectives, policy and plans should be discussed at this forum.

### 5.3.2 Functions applicable to a facility in specific (Operational management)

The control and management functions applicable to a specific combi taxi facility are as follows :

- i. Allocation of ranking space - and the issuing of stand licences,
- ii. Overall running and administering of a facility including operational and financial aspects,
- iii. Communication and liaison between all parties involved at the facility,

- iv. Letting of advertising space,
- v. Making rules specific to the facility (code of conduct),
- vi. Identification of possible improvements,
- vii. Appointment of marshals,
- viii. Letting of space to small businesses and the informal sector, and
- xi. Maintenance of the facility.

The parties best suited to take joint responsibility for the above functions, with the exception of the allocation of ranking space and the issuing of stand licences, are local authorities and the local taxi associations. The private sector should also jointly take responsibility for these functions in cases where private funding is being used for the development of a facility and/or facility is developed on private land. The same would also apply to national taxi associations when they are involved in a facility developed by means of a joint venture.

In particular, local authorities should be responsible for the allocation of ranking space to taxi associations and operators within the framework provided by the applicable passenger transport plan for the region. Local authorities are best suited to carry out this responsibility due to the powers given to them in terms of the Road Traffic Act, 1989<sup>(23)</sup> and the experience gained over the past years in doing the allocation. Some comments on the method of allocation is given in Section 5.4.2.

In order to create a more efficient body for the control and management of combi taxi facilities and to improve liaison, it is suggested that Management Boards (MBs) be established for this purpose. Such a MB could assume responsibility for the above-mentioned functions, excluding the issuing of stand licences. A MB could consist of representatives of all parties involved, such as :<sup>(16)</sup>

- i. City Engineers' Department,
- ii. City Planning Department,
- iii. Traffic Department,
- iv. Private Sector - where applicable,
- v. National Taxi Association - where applicable, and
- vi. Local Taxi Associations using the facility and recognised by the LTLC.

Representatives of the following may be co-opted from time to time as required :

- i. City Health Department,
- ii. Municipal Security Department,
- iii. South African Police, and
- iv. any other organisations that may have an interest.

The LTLCs should also play a significant role in the communication between the parties involved at the facility and could be involved with the establishment of a code of conduct, the appointment of marshals and the negotiation with the business and informal sector.

### 5.3.3 Functions related to the day-to-day operation

The functions related to the day-to-day operation of a combi taxi facility are as follows :

- i. Access control,
- ii. Traffic control (Vehicles and passengers),
- iii. Despatching and internal operations,
- iv. Collection of revenue,
- v. Employment of staff,
- vi. Control of the informal sector,
- vii. Cleaning of the facility,
- viii. Security and safety,
- ix. Control over use/abuse of ancillary facilities,
- x. Control of the washing of vehicles,
- xi. Liaison with police, traffic and other officials,
- xii. Provision of information to users, and
- xiii. Dealing with public attitudes and complaints.

The local taxi associations in conjunction with the traffic departments and local authorities are the parties best suited to take responsibility for the day-to-day operation and the functions listed above. In cases where the private sector is involved with a facility, it could be responsible for certain operational functions. These functions would include the collection of ranking fees, making rules specific to the facility, employment of staff, control of the informal sector and the cleaning of the facility. The South African Police should be responsible for the security and safety of personnel, vehicles and passengers at facilities. The ideal once again would be that a MB, consisting of representatives of the above-mentioned parties, assume

responsibility for the day-to-day operation of a combi taxi facility through the establishment of a code of conduct. The actual on-site control of a facility, which includes most of the functions mentioned above, should be performed by appointed marshals. The appointment of marshals is discussed briefly in Section 5.4.3.

## 5.4 MANAGEMENT OF CERTAIN FUNCTIONS

In this section the actual management of certain functions listed in Section 4 is discussed more extensively. Some of the views given in the discussion below were taken directly from the literature.<sup>(1,7,8,9)</sup> It was felt necessary to include these views into this document, in order to provide a comprehensive view of certain control and management aspects.

### 5.4.1 Issuing of Operating Permits

Uncertainty exists at present with regard to the relationship between various principles of the national transport policy. On the one hand authorities are not expected to exercise economic control so that market forces could determine the number of participants in the market. On the other hand traffic authorities are expected to maintain a high standard of orderliness through the implementation of the Road Traffic Act, 1989.<sup>(8,23)</sup>

Local Road Transport Boards (LRTBs) are currently issuing operating permits in terms of the Road Transport Act, 1977.<sup>(23)</sup> The way in which some of the LRTBs were implementing the principle of free entry into the transport market in the past, were perceived by several local authorities to lead to disorderliness in the taxi environment. Under the Road Traffic Act,<sup>(23)</sup> local authorities can make by-laws which include the power to regulate the use of ranks, to issue permits, to prohibit vehicles from using taxi ranks and stopping and parking. This implies that in terms of the by-laws based upon the Road Traffic Act,<sup>(23)</sup> the validity of a operating permit, issued by a LRTB, could be limited by the issuing (and even the refusal) of a stand licence containing restrictions prompted by the requirements of the traffic situation in a town or city.

It was envisaged that once all phases of the Road Traffic Act including the Road Transport Quality System has been implemented, operating permits would not be applicable any more and that it be phased out. The implementation process has not been completed and it is not envisaged that it will be completed within the next year. It also cannot be seen that the LRTBs will be phased out in the near future due to their responsibilities other than that related

to passenger transport. It is therefore expected that an operator will have to acquire both an operating permit and a stand licence in the foreseeable future.

In the event of the operating permits not being phased out, the easiest way to solve the problem described above, would be to have the same authority issuing both stand licences and operating permits. The ideal would therefore be that the passenger related functions allocated to the LRTBs be transferred to the RSCs. The issuing of operating permits would then be done within the framework of the passenger transport plans formulated by the core cities or RSCs. The actual issuing (not the responsibility) of permits could then be delegated to local authorities to simplify the process of application, for operating permits and stand licences. There are however some organisational and legal constraints that might complicate the transfer of the passenger related functions from the LRTBs to RSCs.

If the status quo is being maintained in future (issuing of operating permits by LRTBs and stand licences by local authorities) there should be close liaison and co-operation at all times between LRTBs and local authorities and cognisance should be taken of the restrictions imposed by the traffic situation in a town or city.

#### 5.4.2 Issuing of Stand Licences

A local authority should keep two principles in mind when exercising its power to issue stand licences or ranking permits, to refuse the issuing thereof or to set less favourable conditions when issuing the licence.<sup>(6)</sup> The first principle would be that equal opportunity should exist for all intending to enter the market and that their applications should receive equal treatment by authorities. This in other words means that they should be subjected to the same rules. Secondly some degree of orderliness should prevail in the combi taxi environment.

The second principle includes three aspects which should be jointly applicable :<sup>(6)</sup>

- i. A local authority is compelled to see that the capacities of its transport system, including those of taxi facilities are in line with the demand for transport.
- ii. A local authority should see to it that levels of service on the traffic system under its control, including those at taxi facilities and surrounding streets, are acceptable.
- iii. A local authority should issue stand licences in accordance with the framework created by the passenger transport plan applicable to the area.

Stand licences should therefore be issued on the following basis :

- i. The issuing of stand licences should ideally be done independently by an authority and not by any interest group within the taxi industry. This must be done in such a manner that every applicant who meets the necessary requirements is able to compete on an equal basis with any other suitable applicant. In cases where a rank has developed historically in such a manner that a particular party of interest has obtained the control over entrance of new operators, the local authority may allow itself to be guided by that party's recommendations. A "code of fairness and equity" must however be applied in all cases.
- ii. Stand licences should be issued based on the availability of ranking space in a specific area.

The ranking fees charged for the issuing of stand licences should be used to the advantage of the combi taxi industry and commuters. It could therefore ideally be utilised for the upgrading of facilities and the provision of ancillary facilities such as shelters, toilets, seats, dustbins and lighting.

#### 5.4.3 Appointment of Marshals

The literature<sup>(7)</sup> suggests that marshals should be appointed by taxi associations, to perform certain passenger and vehicle related function at facilities, as set out in Section 5.3 above. In a case where a facility has been allocated solely to one particular combi taxi association, that association should appoint one or more marshals to execute the passenger and vehicle related functions at that facility. If more than one association is permitted to utilise a particular facility, marshals should be appointed jointly. In the case of a dispute as to which taxi association should be entitled to appoint marshals at a particular facility, the LTLC and/or the MB should decide on the issue. No person should act as a marshal at a taxi facility unless his appointment has been confirmed in writing by the LTLC. Local authorities should, in consultation with taxi associations and the management board if applicable and through the LRTB, lay down a code of conduct for marshals.

#### 5.4.4 By-laws

It is of the utmost importance that local authorities promulgate by-laws, in terms of the Road Traffic Act, 1989 Section 88(5)<sup>(23)</sup> read together with Section 133, to enable it to control and manage taxi activities in the area under its jurisdiction. The Road Traffic Act makes

provision for a local authority to promulgate by-laws concerning the control of taxi ranks on the following :<sup>(6)</sup>

- i. A local authority may establish ranks for combi taxis and issue annually renewable permits or licences, granting the holder of the licence access to the rank. A form of voucher or disk could also be issued.
- ii. A local authority may decide on certain grounds, not to issue licences to all applicants. A licence holder may also be restricted to use certain ranks, to the usage of ranks at certain hours and to certain routes.
- iii. A local authority may prohibit loading or off-loading at any place other than prescribed taxi ranks and parking bays.
- iv. A local authority may refuse to re-issue licences on the grounds of unacceptable conduct of a licence holder.

#### 5.4.5 Effective Law Enforcement

When a combi taxi facility has been provided, certain duties may not be assigned to organisations which are not law enforcement agents and these duties can only be performed by either the local traffic departments, the municipal security departments or the SAP. These duties are :<sup>(7)</sup>

- to remove persons who are illegally present at a rank, and
- to prosecute persons who are illegally present at a taxi rank.

#### 5.4.6 Access Control and Decals

The responsibility for exercising access control should be assigned to the industry. The following tasks should then be performed by appointed marshals as part of access control :

- the regulation of loading and off-loading of passengers within the rank,
- identifying persons who have illegally entered the terrain,
- requesting (not prohibiting or removing) persons who wish to enter the rank illegally, to refrain from doing so, and
- reporting of incidents of illegal entrance to the law enforcement agencies.

Regulation and access control at facilities are simplified to a large extent by the issuing of decals, also known in the industry as rank tokens, to operators that are legally entitled to use facilities. These decals could be issued together with the stand licences by the local authority and should be renewable annually.

Besides improving access control such a decal system could also have the following advantages :

- it will allow local authorities and taxi associations to continuously monitor occupation and demand at combi taxi facilities,
- it will assist in the consideration of applications for rank licenses,
- it could provide valuable information for planning purposes.

## 5.5 GENERAL COMMENTS

The following general comment could be made with regard to aspects addressed above and the control and management of combi taxis in general :

- i. It is always necessary to determine how much control is necessary or desirable to ensure that a facility operates effectively.
- ii. Policy on the control and management of combi taxi facilities must take account of situations unique to facilities within a specific region. It is therefore desirable that policy be formulated at a level where policy makers are experienced with the industry and operations in that region.
- iii. Maximum participation in the control and management of facilities by the private sector and the users should at all times be encouraged.
- iv. Continuous liaison between all parties through forms such as the LTLC is vital.



## 6. GUIDELINES

A number of guidelines are given in this chapter that, to a large extent, summarise the aspects discussed previously. These guidelines should be seen by engineers, planners and decision-makers as broad guidelines and helpful suggestions rather than being prescriptive. Before determining a strategy for the control and management for combi taxi facilities in a specific region or area, the local conditions and needs should be assessed. The strategy to control facilities should then be implemented to suit local conditions and in such a way that these needs are met. The recommendations are as follows :

6.1 Combi taxi facilities should be controlled and managed effectively to ensure the optimum utilisation thereof, to enhance the co-ordination of different modes and thereby promoting public transport in general.<sup>(9)</sup>

### 6.2 LEVELS OF CONTROL AND MANAGEMENT

Control and management functions should be divided into three different groups, that are related to levels at which these functions are managed. These groups are :

- i. functions related to a number of facilities within the region under the control and jurisdiction of a specific local or regional authority,
- ii. function related to the control and management of a specific facility, and
- iii. function related to the day-to-day operation of a facility.

The grouping of these functions would then assist in the decision on the most appropriate authority to assume responsibility for these functions.

### 6.3 CONTROL AND MANAGEMENT FUNCTIONS

To assume the effective control and management of combi taxi facilities, the following functions should be managed, as listed in Sections 5.3.1, 5.3.2 and 5.3.3.

6.3.1 Functions applicable to more than one facility

- (1) The collection of information and the establishment of a data bank,
- (2) The establishment of goals and objectives,
- (3) The formulation and updating of policy,
- (4) The drafting of guidelines, standards and regulations,
- (5) Liaison, communication and marketing,
- (6) The planning (short and long term) of facilities,
- (7) The funding of facilities,
- (8) The co-ordination of modes,
- (9) The enforcement of the requirements of the Road Traffic Act, 1989,
- (10) The promulgation of by-laws,
- (11) The issuing of operating permits, and
- (12) The issuing of operators cards.

6.3.2 Functions applicable to a specific facility (Operational management)

- (13) Allocation of ranking space - and the issuing of stand licences,
- (14) Overall running and administering of a facility including operational and financial aspects,
- (15) Communication and liaison between all parties involved at the facility,
- (16) Making rules specific to the facility (code of conduct),
- (17) Identification of possible improvements,
- (18) Appointment of marshals,
- (19) Letting of space to small businesses and the informal sector,
- (20) Letting of advertising space, and
- (21) Maintenance of the facility.

6.3.3 Functions related to the day-to-day operation

- (22) Access control,
- (23) Traffic control (Vehicles and passengers),
- (24) Despatching and internal operations,
- (25) Collection of revenue,
- (26) Employment of staff,
- (27) Control of the informal sector,
- (28) Cleaning of the facility,
- (29) Security and safety,
- (30) Control over use/abuse of ancillary facilities,
- (31) Control of the washing of vehicles,
- (32) Liaison with police, traffic and other officials,
- (33) Provision of information to users, and
- (34) Dealing with public attitudes and complaints.

## 6.4 DEVELOPMENT OF FACILITIES

The private sector should be encouraged to become involved with the development of combi taxi facilities, in the following two ways :

- i. privately owned land be provided for the development thereof, and
- ii. the development of facilities be financed by private developers.

The combi taxi industry should also be encouraged to contribute to the development of facilities by means of a joint venture, usually involving the national combi taxi associations.

## 6.5 PARTIES MOST APPROPRIATE TO ASSUME RESPONSIBILITY

The parties mentioned below should assume responsibility for the functions listed beneath them.

### 6.5.1 Department of Transport

- Formulation and updating of policy at a national level,
- Drafting of guidelines and establishment of standards,
- Liaison with the NTLC and national taxi associations, and
- Obtaining information on local conditions, problems and needs from local databanks.

### 6.5.2 Core Cities (Declared Metropolitan Areas)

- The establishment of goals and objectives,
- Formulation and updating of policy at a local level in terms of the Urban Transport Plan,
- The collection of information and the establishment of a data bank,
- Liaison, communication and marketing through the LTLCs,
- The planning (short and long term) of facilities as part of the Urban Transport Plan,
- The funding of facilities, and
- The co-ordination of modes.

### 6.5.3 RSCs (Non-declared Metropolitan Areas or once the Passenger Transport Function has been devolved)

- The establishment of goals and objectives,
- Formulation and updating of policy at a local level in terms of the Passenger Transport Plan,
- The collection of information and the establishment of a data bank,

- Liaison, communication and marketing through the LTLCs,
- The planning (short and long term) of facilities as part of the Passenger Transport Plan,
- The funding of facilities,
- The co-ordination of the allocation of ranking space,
- The co-ordination of the issuing of operating permits, and
- The co-ordination of issuing of operators cards.

#### 6.5.4 Local Authorities

- The enforcement of the requirements of the Road Traffic Act, 1989,
- The promulgation of by-laws,
- The issuing of stand licences,
- The issuing of operating permits, and
- The issuing of operators cards.

#### 6.5.5 Local Authorities in conjunction with Local Taxi Associations

- Overall running and administering of a facility,
- Communication and liaison through the LTLC,
- Making rules specific to the facility (code of conduct) through the LTLC,
- Identification of possible improvements,
- Appointment of marshals through the LTLC,
- Letting of space to small businesses and the informal sector through the LTLC,
- Letting of advertising space, and
- Maintenance of the facility.

#### 6.5.6 Private Sector (Funding and/or land for facility provided by the private sector)

The private sector could assume joint responsibility with the local taxi associations, for the functions mentioned in Section 5.3.2 above.

#### 6.5.7 National Taxi Associations ((Funding for the development of a facility provided)

National taxi associations could assume joint responsibility with the local authorities, for the functions mentioned in Section 5.3.2 above.

**6.5.8 Local taxi Associations**

- Access control,
- Traffic control (Vehicles and passengers),
- Despatching and internal operations,
- Collection of revenue,
- Employment of staff,
- Control of the informal sector,
- Cleaning of the facility,
- Security and safety, and
- Provision of information to users.

**6.5.9 Management Boards**

Management boards consisting of all parties involved at a specific facility could assume responsibility for all the functions mentioned in Sections 5.3.2 and 5.3.3.

**6.6 MANAGEMENT OF CERTAIN CONTROL AND MANAGEMENT FUNCTIONS**

6.6.1 The responsibility for the issuing of operating permits should be assumed by the RSCs. The actual issuing of these permits should be done by local authorities within the framework provided by the Passenger Transport Plan formulated by the RSCs.

6.6.2 Stand licences should be issued by local authorities within the framework provided by the Passenger Transport Plan formulated by the RSCs. The issuing of these licences should be done in such a way that equal opportunities exist for entrance into the market and a degree of orderliness prevails.

6.6.3 Marshals should be appointed by local taxi associations through the LTLCs, to perform certain vehicle and passenger related duties at combi taxi facilities.

6.6.4 Local authorities should promulgate by-laws to enable the control of taxi facilities in the area under their jurisdiction.

6.6.5 An access control system such as the using of decals should be used to simplify access control at facilities.

## 7. SUMMARY

Since the combi taxi industry originated in the early 1970's, research has been done on various aspects related to the industry. This includes issues such as the planning and design of facilities, the recognition of taxi associations, the establishment of liaison committees, legal aspects and the promulgation of by-laws. The operational management and day-to-day operation of facilities is also discussed in the literature. A need, however, still existed amongst various players to have guidance with regard to the broader control and management aspects related to combi taxi facilities. The implications of recent changes in national policy, regarding the devolution of power to the "lowest possible authority", have also not been addressed in the literature.

This study was therefor aimed at providing decision-makers, planners and engineers with guidelines regarding the control and management of combi taxi facilities. Control and management, in terms of this study, was seen to include a wide range of activities related to the direction, planning, provision, administration and operation of combi taxi facilities. The goals of the research were as follows :

- i. To assess the present situation and related problems with regard to combi taxi facilities,
- ii. To summarise existing literature related to the control and management of combi taxi facilities,
- iii. To identify all control and management functions related to such facilities,
- iv. To investigate the role that the private sector and the industry itself could play in the provision, control and management of combi taxi facilities,
- v. To reach conclusions on the authorities and players in the industry most appropriate to assume responsibility for the identified functions, and
- vi. To formulate recommendations that will give decision-makers, planners and engineers guidance regarding the control and management of combi taxi facilities.

The research was based on a comprehensive literature survey given in Appendix A, discussions and a survey amongst the most important role-players in the combi taxi industry such as government authorities, the private sector and taxi associations. The survey and discussions were aimed at obtaining information and the perceptions of these parties on the control and management of combi taxi facilities. The results of the survey are attached in Appendix C, and an interpretation of the results are given in Chapter 4.

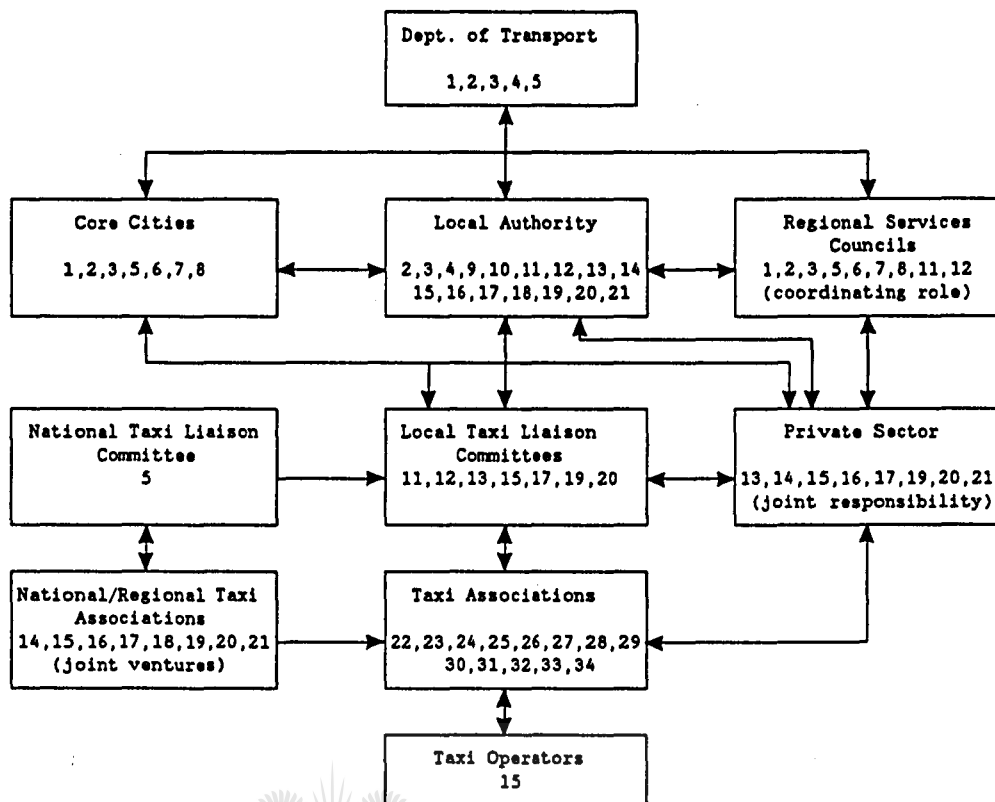
The various control and management functions that were identified from the literature and the survey are highlighted in Chapters 3 and 5. It was concluded that the control and management functions could be divided into three groups, namely functions related to more than one facility, functions related to a specific facility and functions related to the day-to-day operation of facilities.

It is recommended that the private sector and the taxi industry (through joint ventures) be encouraged to become involved in the development of combi taxi facilities through the provision of funds and land. The various alternatives for the development of facilities and the implications that these development alternatives would have on the parties most appropriate to assume responsibility for the control and management functions, are discussed in Chapter 5. The recommendations in Chapter 6, on the most appropriate distribution of responsibilities between the relevant authorities and players involved in the combi taxi industry, are summarised diagrammatically in Figure 7.2.

The discussion and recommendations made, are concluded with a number of remarks on the management of certain control and management functions, including that:

- RSCs should eventually be responsible for the issuing of operating permits. Local authorities should, however, do the issuing of these permits within the framework provided by the RSCs' Passenger Transport Plan.
- Stand licences should be issued by local authorities within the framework provided by the Passenger Transport Plan formulated by the RSCs. This should be done in such a way that equal opportunities exist and a degree of orderliness prevails.
- Marshals should be appointed by local taxi associations through the LTLCs.
- Local authorities should promulgate by-laws to enable the control of taxi facilities in the area under their jurisdiction.
- Access control systems should be used to simplify access control at facilities.

In conclusion it should be stated that the recommendations and guidelines given in this document should not be seen as prescriptive, but rather contributing to create a framework within which combi taxi facilities could be controlled and managed.



Responsibilities/functions :

- (1) Collection of information/establishment of a data bank
- (2) Establishment of goals and objectives
- (3) Formulation and updating of policy
- (4) Drafting of guidelines, standards and regulations
- (5) Liaison, communication and marketing
- (6) Planning (short and long term)
- (7) Funding of facilities
- (8) Co-ordination of modes
- (9) Enforcement of Road Traffic Act
- (10) Promulgation of by-laws
- (11) Issuing of operating permits
- (12) Issuing of operators cards
- (13) Allocation of ranking space/issuing of stand licences
- (14) Overall running, administering running of a facility
- (15) Communication and liaison with parties involved at a facility
- (16) Letting of advertising space
- (17) Making rules specific to the facility (code of conduct)
- (18) Identification of possible improvements
- (19) Appointment of marshals
- (20) Letting of space to small businesses and the informal sector
- (21) Maintenance of the facility
- (22) Access control
- (23) Traffic control (Vehicles and passengers)
- (24) Despatching and internal operations
- (25) Collection of revenue
- (26) Employment of staff
- (27) Control of the informal sector
- (28) Cleaning of the facility
- (29) Security and safety
- (30) Control over use/abuse of ancillary facilities
- (31) Control of the washing of vehicles
- (32) Liaison with police, traffic and other officials
- (33) Provision of information to users, and
- (34) Dealing with public attitudes and complaints.

Figure 7.1 : Proposed Distribution of Responsibilities between Relevant Authorities



8. REFERENCES

1. DEPARTMENT OF TRANSPORT, Management and Operation of Combi Taxi Facilities, Chief Directorate National Roads, Research Report 88/140/2, May 1990.
2. DEPARTMENT OF TRANSPORT, The Combi Taxi Databank - Questionnaire C (Core Cities) Draft, Directorate Transport Systems Planning, October 1991.
3. DEPARTMENT OF TRANSPORT, Mobility of the Community Seminar Papers, Transplan Consulting Services (PTY) LTD, Pretoria, 22 May 1990.
4. DEPARTMENT OF TRANSPORT, Policies and Issues with Respect to Commuter Transport in the RSA : a Discussion Document, 8 April 1991, Pretoria.
5. ORMET, Springs Modal Transfer Facility : Management and Financial Strategy, Report No. 9/89, July 1989.
6. ORMET, Springs Modal Transfer Facility : Investigation into Implementation of Management and Financial Strategies, Report No. 41/90, April 1990.
7. ORMET, Public Transport : Model By-law to Provide for the Regulation of Taxis and Taxi Facilities, Report No. 50/91, August 1991.
8. DEPARTMENT OF TRANSPORT; RTOS Law Enforcement Programme : First Report on Combi Taxi Control by Law Enforcers, Directorate Road Traffic, Pretoria, April 1991.
9. DEPARTMENT OF TRANSPORT, Draft Guidelines for the Control of Taxi Traffic and Ranking Matters at Local Level, Pretoria, 1990.
10. DEPARTMENT OF TRANSPORT, White Paper on National Transport Policy, 1987.
11. DEPARTMENT OF TRANSPORT, Guidelines for the Design of Combi Taxi Facilities, Chief Directorate National Roads, Research Report 88/140, February 1990.
12. VENTER, J.H., Some Aspects Contributing to the Phenomenal Growth of the Combi Taxi Industry, University of Pretoria, Transport Planning, 1991.

13. VAN NIEKERK, KLEYN AND EDWARDS CONSULTING ENGINEERS, PWV Transport Study : Combi Taxi Status Quo, Second Draft, September 1991.
14. MARKMAN, T., The Effects of Public Transport Myths on Policy, Ove Arup, 1988.
15. FREEMAN, M., NGCOYA, J., CHAPMAN, J., The Combi Taxi : Past, Present and Future, Paper 3C/4 ATC 1987.
16. PORT ELIZABETH MUNICIPALITY, Control and Management of Taxi Facilities, Outline Draft Proposal, January 1992.
17. THE WORKING GROUP ON PASSENGER TRANSPORT OF THE RSCS WITHIN THE PWV-REGION, Strategic Framework for the Transfer of the Passenger Transport Function to RSCs within the PWV, Working Document, March 1992.
18. WORLD BANK MISSION, South African Urban Sector Reconnaissance, Aide Memoire, December 1991.
19. VORSTER, J.C., An Investigation into the Role of the Jitney as an Urban Public Transport Mode in South Africa, First Draft, Land Transport Directorate, Department of Transport, November 1983.
20. SYKES, J.B., The Concise Oxford Dictionary of Current English, Oxford University Press, Seventh Edition, London, 1984.
21. THE READER'S DIGEST ASSOCIATION SOUTH AFRICA, Reader's Digest Dictionary English Dictionary, Tafelberg Publishers Limited, Cape Town, 1984.
22. PROJECT MANAGEMENT INSTITUTE, Project Management Body of Knowledge (PMBOK), Drexel Hill, 1987.

**APPENDIX A - LITERATURE SURVEY**



## GUIDELINES FOR THE CONTROL AND MANAGEMENT OF COMBI TAXI FACILITIES

### A. LITERATURE STUDY

#### A.1 DEPARTMENT OF TRANSPORT, Management and Operation of Combi Taxi Facilities, Chief Directorate National Roads, Research Report 88/140/2, May 1990.

In terms of management, this document places the emphasis on the operational control and the actual running and handling of specific affairs, often implying delegated authority. The term management is therefor used to describe a wide range of activities related to the operation of combi taxi facilities.

The author identified two distinct levels of management required at facilities. The first being a higher level of overall management dealing with administrative and regulatory matters referred to as operational management. The second level is seen as management at a lower level, needed for the on-site management dealing with the day-to-day running of a facility.

The following operational management functions are seen as part of the duties of a management body/bodies :

- planning of the operation
- control of vehicle access
- collection of revenue
- making of rules specific to the facility
- cleaning and maintenance
- issue and renewal of permits
- control of the informal sector
- liaison with authorities, associations, marshals and drivers
- employment of staff
- co-ordination with other modes of transport

On-site management is seen to include duties presently performed by marshals at taxi facilities. These duties could be divided into passenger and vehicle related duties. Passenger related duties include the following :

- controlling and regulating the queuing of passengers
- ensuring the smooth loading of passengers
- controlling the number of passengers per vehicle
- supplying information to passengers
- collection of fares

Vehicle related duties on the other hand are seen to include :

- access control
- controlling the arrival, queuing and parking of vehicles at loading and holding areas
- internal control of traffic within the facility
- supplying drivers with information on demand and other related matters
- controlling of departures

The author asks the question of who should take responsibility for the management of a facility and gave a number of organisations that he envisaged to be potential bodies. They were :

- public sector
- private sector
- taxi associations
- joint management

As far as the public sector goes, with regard to the body responsible for the management of combi taxi facilities, the author feels that the local authority should be the obvious choice for a number of reasons.

These reasons being;

- the fact that the power was given to local authorities to establish and control combi taxi facilities in terms of the Road Traffic Act 1989,
- experience and expertise have been obtained, with specific reference to various traffic departments, to deal with problems occurring with day to day operational matters,
- local authorities are aware of local conditions and circumstances specific to regions,
- cleansing and maintenance could be carried out as part of the local authorities normal duties and
- the co-ordination of policy for on-street facilities could be done more easily.

The financial and manpower requirements with regard to the management of combi taxi facilities could, however, demand resources that are not readily available.

The author feels that the operational management of combi taxi facilities should only be done by private organisations in the following two cases :

- i. When the facility was developed on privately owned land and
- ii. When the development of the facility was financed by a private developer.

If it is assumed that the private organisation responsible for the management of the facility

bears the cost of running, cleaning and maintaining the facility, the obvious benefit would be that the local authority would be relieved from the manpower and financial burden. It is felt that the privatisation of the management of facilities does have a number of drawbacks, such as :

- private organisations might have limited managerial expertise,

- lack of knowledge concerning the involved parties and the industry itself,
- the structure of LTLCs does not provide for private organisations and
- favouritism might exist.

The extent and influence of the above-mentioned drawbacks will, however, depend on local conditions and previous experience in the area.

It was found that taxi associations are willing to assume responsibility for the management of facilities in order to improve their control and self-enforcement of drivers and the operation, as well as, handling their own affairs within the industry. The benefit of the taxi association assuming responsibility for the management is once again the saving in manpower and financial resources. Drawbacks could be favouritism, identifying the true representative of the local associations and the maintenance of certain minimum standards.

Combi taxi facilities could also be managed jointly by a local authority, a taxi association and/or a private organisation. The role of the local authority and/or private organisation would in such a case be policy matters whereas the association would be involved in the daily operation of the facility. The author feels that favouritism could still exist in such a case and that benefits would be limited from a local authorities point of view.

The section of this document dealing with the management of combi taxi facilities is concluded with a number of closing remarks and some recommendations. The author feels that the decision of who the is most suitable party to manage a facility is not an easy one and that local authorities, owners or developers and taxi associations should be the main contenders. It is, however, felt that the local authority, representing the community as a whole, should have the final say and the means to intervene if things go wrong and to safeguard the interests of the public. The author feels that the on-site management of the daily operation of the facility should be left to the appointed marshals. The following recommendations were made :

- the co-operation and involvement of taxi associations in managing facilities be encouraged even in cases where they are not the responsible body,
- the private sector be encouraged to manage facilities under certain conditions, in order to relieve local authorities partly of their financial burden,
- local authorities enter into agreements or impose zoning conditions over properties to the effect that private facilities be controlled by them or at least be managed and controlled in accordance with prescriptions laid down by local authorities,
- facility specific working groups be formed, to deal with matters related to the operation of the facility and
- developers of large commercial centres be encouraged to provide combi taxi facilities, where and when needs exist.

This document also addressed the issue of enforcement to a certain extent. The author feels that proper law enforcement could only be achieved if a clear legal background existed and that the provision of by-laws regulating matters related to the combi taxi industry is essential. The author also states that law could only be enforced by an "enforcement agency" which includes the SAP and traffic departments. In the combi taxi industry self-enforcement by associations according to a code of ethics is also widely used.

A.2 DEPARTMENT OF TRANSPORT, The Combi Taxi Databank - Questionnaire C (Core Cities) Draft, Directorate Transport Systems Planning, October 1991.

This document deals with various aspects concerning the present taxi operations and characteristics of the combi taxi industry from the point of view of the various metropolitan planning authorities. The various aspects addressed are; the number of taxis operating in the various metropolitan areas, communication, issuing of permits, provision of ranking space, market share and the management and operation of facilities. The document summarises the status quo with regard to the above-mentioned issues for use at national, metropolitan and local levels of planning.

The tables on the following pages were extracted from the document for the purposes of this study.

- a. The department or body at present responsible for the following :
- i. allocation of ranking space
  - ii. support/opposition of permit applications
  - iii. issuing of decals/tokens for ranking and holding
  - iv. provision of on-street ranking space

	City Transport	City Engineer	Traffic	City Planning	Taxi Ass.	LTLC
BFN		i. iv.	i. ii. iii. iv.			
CTN			i. ii. iii. iv.			
DBN				i. ii. iii.		
JHB			iv.	i. ii. iii. iv.		
ORMET		i. iii. iv.	ii. iii. iv.			ii. iii. iv.
PE		i. iv.	ii. iv.			
PMB			i. iii. iv.	ii. iv.		
PTA	i. iii.	i. iv.	i. ii. iii.			

- b. The bodies responsible for the management of off-street ranks - operationally and physically. In the context of the document operationally meant the daily operation of the facility and physical management included responsibilities such as cleaning and maintenance thereof.

	BFN	CTN	DBN	JHB	ORMET	PE	PMB	PTA
<b>Operationally :</b>								
Private Sector								
Taxi Association	X	X	X		X	X	X	X
City Council				X		X		
<b>Physically :</b>								
Private Sector		X				X		
Taxi Association					X			X
City Council	X	X	X	X	X	X	X	X

- c. The department or body that is at present responsible for :

- i. planning of major taxi termini
- ii. planning of minor taxi termini/ranks
- iii. design and construction of major taxi facilities
- iv. design and construction of minor taxi facilities
- v. financing of major facilities
- vi. financing of minor facilities

	Local Authorities					Metropolitan Auth.	
	City Engineer	Metropol. Planning	Traffic	City Transport	City Planning	RSC	Core City
BFN	i. - vi.						v.
CTN		i. - vi.	i. ii. iii. iv.		i. - vi.		v. vi
DBN	i. - vi.						v. vi
JHB	iv.	i. iii. iv. v. vi					v. vi.
ORMET	v. vi.	v. vi.					v. vi.
PE	i. ii. iii. iv.		ii. v.				v. vi.
PMB	i. ii. iii. iv. vi.		ii.				v. vi.
PTA	i. ii. iii. iv.			i. ii.		v. vi.	



d. The extent to which the private sector is involved/interested in the provision of combi taxi facilities :

- i. Commercial enterprises with public transport facilities in support of the commercial activities.
- ii. joint council/private development
- ii. ancillary facilities such as shelters, seats etc.

	No. of cases	No. of bays built	No. of bays planned
BFN	1 (i)		8 (i)
CTN			3 holding areas (i)
DBN			1 terminus (i)
JHB	7 (i.,ii)		1500 (i)
ORMET			100 (i)
PE	1 (i)	90 (i)	Some (iii)
PMB			
PTA	1 (i)		40+ (i.,iii)



UNIVERSITY  
OF  
JOHANNESBURG

A.3 DEPARTMENT OF TRANSPORT, Mobility of the Community Seminar Papers, Transplan Consulting Services (PTY) LTD, Pretoria, 22 May 1990.

During the seminar Dr L A Dreyer (Chief Director Land Transportation Management at the DOT) delivered a paper on recent developments in passenger transport policy, with specific reference to the process that was followed to develop recent policy. The issues of relevance to the research done on the control and management of combi taxi facilities are as follows :

- i. The Department of Transport's policy goals with regard to passenger transport.
- ii. Legislation applicable to passenger transport.
- iii. The recent implementation of policy.

The following goals provide the basis for the DOT's current passenger transport policy :

- to increase the market share of public transport;
- to promote maximum user need satisfaction and choice;
- to ensure efficient use of resource inputs in producing service outputs;
- to institute effective and efficient institutional systems and administrative procedures;
- to promote safe and reliable public transport; and
- to use the Central Government's policy instruments (such as devolution, deregulation and privatisation) for the benefit of public transport.

(It can therefore be said that the DOT's role in passenger transport is directed towards providing mobility in a safe, reliable and affordable manner.)

The following new legislation, concerning passenger transport, was drafted as a result of the recommendation of the National Transportation Policy Study that was completed in 1986 :

- ° The Transport Advisory Council Act, 1987
- ° The Transport Deregulation Act, 1988
- ° The Legal Succession to the S A Transport Services Act, 1989
- ° The Road Traffic Act, 1989
- ° The Urban Transport Amendment Act, 1990
- ° The Air Services Act, 1990
- ° The Passenger Transport Bill, 1990

The Passenger Transport Bill, which would have been the cornerstone of the passenger transport policy in South Africa, provided for the devolution of the passenger transport function to passenger transport authorities (PTAs) being Regional Services Councils, Joint Services Boards or local authorities. It also provided for regional passenger transport plans to be formulated and regional passenger subsidy funds to be administered by the PTAs. (Unfortunately the Bill has been suspended for the interim due to political pressure groups.)

A Black Taxi Committee was appointed in 1989 to investigate the phasing-in of new legislation in the combi taxi industry. Their recommendations were as follows :

- i. A three year transitional period would be needed to prepare for deregulation.
- ii. Within the transitional period Local Taxi Liaison Committees (LTLCs) should be established.
- iii. Existing pirate operators should be legalised.
- iv. Guidelines should be prepared for the recognition of taxi associations at local and national levels.

LTLCs have been established in all local authority areas with significant combi taxi activity. These committees mainly consist of representatives from local authorities, recognised taxi associations, the SAP, traffic officials, commerce and industry, consumer organisations and Local Road Transportation Boards (LRTBs).

The speaker felt that LTLCs would play a significant role in the short and longer term. In the shorter term they would play a leading role in maintaining stability during the transitional period leading up to economic deregulation, with their main functions being :

- ° to advise the local authorities on the provision and regulation of ranking, boarding, alighting and parking facilities;

- ° to advise local authorities on representations made to the LRTBs regarding taxi permit applications; and
- ° to assist effective law enforcement by drawing attention to particular illegal operations and problem areas.

It is envisaged that in the longer term, the LTLCs will continue to give advice on the provision and regulation of facilities, driver behaviour, safety issues and possible problems between rival organisations.

In addition to the LTLCs a national forum for consultation on national policy issues has been established, known as the National Taxi Liaison Committee (NTLC). The NTLC comprises of representatives of the DOT, recognised national taxi associations, the Transport Advisory Council, the SAP, the United Municipal Executive, the four Provincial Traffic Co-ordinating Committees, the Association of RSCs, commerce, industry and national consumer organisations.

A.4 DEPARTMENT OF TRANSPORT, Policies and Issues with respect to Commuter Transport in the RSA : a Discussion Document, 8 April 1991, Pretoria.

This document reflects the Department of Transport's view point on a number of important issues concerning commuter transport in the RSA and its resulting policy. The views discussed with regard to the combi taxi industry are summarised in the following paragraphs.

The objective of legislation prior to the recommendations of the National Transportation Study (NTPS) in 1986, had been to control the number of combi taxis and extent of combi taxi operations in the RSA by means of a permit system and by vehicle capacity restrictions. The proposed new legislation resulting from the NTPS is based on the following :

- ° economic deregulation by removing economic barriers to entry to the combi taxi industry;
- ° placing an emphasis on safety regulation through the Road Transport Quality System (RTQS) and the Road Traffic Act 1989; and
- ° the devolution of the passenger transport function to a Passenger Transport Authority (PTA), that could either be a regional or local authority, that would enable the PTA to exercise control over passenger transport in their areas according to a local regulatory system.

In 1989, the Black Taxi Committee appointed by the Minister of Transport recommended that :

- ° Local Taxi Liaison Committees be established;
- ° existing "pirate" operators be legalised;
- ° guidelines be prepared on the recognition of taxi associations; and
- ° an acceptable code of ethics be drafted.

Draft guidelines have recently been prepared on the control of taxi traffic and ranking matters at local level, as well as, guidelines for the recognition of taxi associations at national and local level.

The conflict that often flares up between groups of taxi operators operating on similar routes or in the same areas, has become an important issue. It is felt that no easy immediate solution could be found for this problem. The strategies identified to counter this problem are to motivate operators and associations to negotiate rather than to physically fight out differences, to use the LTLCs as a possible forum for negotiations and to investigate areas for further expansion of the industry.

A.5 ORMET, Springs Modal Transfer Facility: Management and Financial Strategy, Report No. 9/89, July 1989.

This report is aimed at proposing viable strategies for the management of a modal transfer facility in Springs and the obtaining/generating of funds for the running of such a facility. It is stated that the management function at the time, which resorted under the Town council, was limited mainly to maintenance and informal meetings with bus and combi taxi operators.

In this document it is stated that through formal management, it would be possible to ensure optimum utilisation of the facility and the effective co-ordination of different modes, thereby promoting public transport in general. The following advantages of formal management of a public transport facility are given :

- i. Disadvantages and inconvenience associated with public transport can be minimized,
- ii. Proper control of traffic movement could be done continuously,
- iii. Formal and effective channels to address problems and complaints will be available,
- iv. Users of the facility, given access to management, thereby enjoy a measure of say on what is done for them,
- v. The need for specific maintenance and associated functions can be assessed continuously and the necessary steps taken,
- vi. Effective security can be achieved,
- vii. Adjacent development could be stimulated, and
- viii. Ongoing running expenses incurred by and within the facility could be covered to some extent.

From the perspective of the modal transfer facility, the following management components and functions were identified :

- i. Overall supervision
- ii. Budgeting and cost control
- iii. Ensuring that the facility is utilized to maximum benefit
- iv. Co-ordination of different modes

- v. Letting of small business and informal sector sites
- vi. Letting of advertising
- vii. Co-ordination of the information system
- viii. Maintaining liaison with operators on a regular basis
- ix. Monitoring of general traffic patterns
- x. Liaison with municipal departments such as the engineers, electrical department and traffic officials
- xi. Dealing with problems, whatever their nature
- xii. Liaison with public and other bodies
- xiii. Dealing with public attitudes and complaints
- xiv. Regular site inspections
- xv. Security of persons and property
- xvi. Maintenance of all fixed property
- xvii. Provision of proper signage
- xviii. Cleaning
- xix. Long and short term planning
- xx. Identifying of necessary improvements
- xxi. Provision of regular reports to all parties concerned.

The following three management structure alternatives are given for the management of the modal transfer facility :

- i. A management body composed of representatives from all enterprises using the facility,
- ii. An independent management organisation appointed under contract, and
- iii. The appointment of a manager by the local authority.

A.6 ORMET, Springs Modal Transfer Facility : Investigation into Implementation of Management and Financial Strategies, Report No. 41/90, April 1990.

This document was drafted as part of an after-study. This was done to evaluate the strategies recommended in the document on a financial and management strategy for the running of the modal transfer facility in Springs.

The final recommendation made on the management of that facility, was that a management body should be composed of representatives from all enterprises using the facility, to take responsibility for the management of the facility.

**A.7 ORMET, Public Transport : Model By-law to Provide for the Regulation of Taxis and Taxi Facilities, Report No. 50/91, August 1991.**

This document recommends by-laws to provide for and regulate taxis and taxi facilities in the East Rand Transport Area. As a result of the National Transport Policy Study and The White Paper on National Transport Policy new legislation (Road Traffic Act, 1989) provides a regulatory framework for taxis, taxi operators and drivers. These by-laws are the first of their kind and no by-laws have previously been promulgated for the regulation of combi taxi operations in South Africa.

The following definitions of interest are used in the in this document :

- i. Decal - means a colour-coded sticker or other means of identification issued by a Council to the holder of a taxi licence on payment of the prescribed ranking fees to facilitate control and enforcement at facilities.
- ii. Marshal - means a person who arranges passenger and vehicle related procedures at taxi facilities.
- iii. Taxi association - means a taxi association recognized as such by a Council
- iv. Taxi operator - means the owner of a taxi in question , provided that Chapter 5 of the Road Traffic Act, 1989, has been brought forward, it shall mean the person who is registered as the operator thereof in terms of that Act.

In terms of the regulation and control of combi taxi facilities the following by-laws are recommended :

- i. Taxi associations may appoint marshals at facilities to perform functions set out in section (v) and (vi) below.
- ii. Where a facility has been allocated solely to a particular association, that association may appoint one or more marshals in respect of that facility.
- iii. In the case of a dispute as to which taxi association shall be entitled to appoint marshals at a particular facility, the local liaison committee shall decide the issue, and its decision shall be final.
- iv. No person shall act as a marshal at a taxi facility unless his appointment has been confirmed in writing by the liaison committee.
- v. The passenger related duties of a marshall shall be :
  - to regulate the queuing of passengers according to certain priority and route destination systems,
  - to ensure the orderly loading of passengers into vehicles,
  - to control the number of passengers per vehicle, to prevent overloading, to ensure a high level of service and equal opportunities to drivers, and
  - to provide taxi related information and direct passengers.

- vi. The vehicle related duties of a marshal shall be :
  - to control arrival of taxis at facilities and specifically at loading areas,
  - to allow only authorized users access to the facility,
  - to co-ordinate vehicle movements between holding and loading areas,
  - to direct drivers to form queues according to priority rules, destinations or other local prevailing conditions,
  - to inform drivers about expected passenger demand and any related matters, and
  - to control vehicle departures according to loading patterns.
- vii. The Council may, after consultation with the liaison committee, lay down a code of conduct for marshals and amend the code from time to time.
- viii. Where a taxi facility has been allocated solely to a particular taxi association by the Council, the Council and the association concerned may form a management body, with equal representation, for the purposes of controlling and regulating traffic at the facility, maintenance of the facility and the collection and appropriation of fees collected with respect to the use of such a facility.

A.8 DEPARTMENT OF TRANSPORT, RTQS Law Enforcement Programme : First Report on Combi Taxi Control by Law Enforcers, Directorate Road Traffic, Pretoria, April 1991.

In terms of the White Paper on National Transport Policy the Government instructed the Department of Transport to develop a Road Transport Quality System (RTQS) enforcement programme for the effective enforcement of the Road Traffic Act, 1989. The objective of such a programme would be to standardise and co-ordinate road traffic law enforcement in South Africa. This document addresses one of the sub-projects of the development programme dealing with the control of combi taxis by law enforcers.

Firstly a description of the problems, related to traffic enforcement and the combi taxi industry, is given. These given problems could be summarised as follows :

- i. Uncertainty exists with regard to the relationship between various principles of the national transport policy. On the one hand authorities are not expected to exercise economic control, so that market forces could determine the number of participants in the market. On the other hand traffic authorities are expected to maintain high standards and orderliness in road traffic through the implementation of the Road Traffic Act, 1989. Under the Road Traffic Act, local authorities could make by-laws which include the power to regulate the use of ranks, to issue permits, to prohibit vehicles from using taxi ranks and stopping and parking.
- ii. The way in which the Local Road Transport Boards (LRTBs) are implementing the principle of free entry into the transport market is perceived by several traffic authorities to lead to disorderliness in the taxi environment. This could imply that in terms of the by-laws based

upon the Road Traffic Act, the validity of a road transport permit could be limited by the issuing (and even the refusal) of a stand licence containing restrictions prompted by the requirements of the traffic situation in a town or city.

- iii. Historically certain interest groups or taxi associations have acquired control over entry of new operators in an area and regard it as their exclusive right to render services in a specific area and on specific routes. Mutual agreement among these various interest groups not to operate on one another's routes are then usually maintained. The inability of traffic authorities to alter the grip of interest groups on certain routes therefor complicates the issuing of stand licences in terms of the Road Traffic Act.
- iv. Guidelines are needed on the drafting of by-laws for the regulation of combi taxis and to clarify local authorities' position with regard to their precise rights and obligations in controlling parking facilities for combi taxis.
- v. Taxi ranks are being created by taxi operators without consultation with authorities.
- vi. A high rate and a wide spectrum of traffic offenses occur in the taxi industry.
- vii. Internal relationships among parties within the industry sometimes lead to offenses being committed, such as ;
  - high income expectations of owners of vehicles places drivers under pressure,
  - owners have little ability of controlling drivers,
  - passengers expect safe transport, yet urge drivers to shorten travel times,
  - competition amongst various groupings within the industry leads to tension and violence,
  - taxi associations are mostly more representative of owners than of drivers,
  - liaison between taxi associations at national and local level leaves much to be desired, and
  - management skills within the industry are not always of a high standard.
- viii. The standard of taxi owners as professional transport entrepreneurs is not always acceptable.
- ix. The standard of driving is not always acceptable.
- x. Taxi rank capacities are often lower than the demand for ranking space.
- xi. Relationships between the taxi industry and traffic authorities are in many cases not desirable.
- xii. Co-operation within the industry at local liaison committee level is in some cases found to be low.
- xiii. Several traffic authorities find effective law enforcement in the combi taxi environment problematic.
- xiv. One of the principles of the RTQS is that an operator should be registered and that he could be deprived of his registration should certain standards not be maintained. Traffic authorities fear that many taxi owners would refrain from registering.



From the above-mentioned problem areas a number of needs were identified. The needs given in the document could be summarised as follows :

- i. The co-ordination and standardisation of combi taxi law enforcement activities, while giving traffic authorities sufficient scope to adapt to needs specific to the community.
- ii. Guidelines on taxi rank control which will provide traffic authorities with general guidance regarding the execution of combi taxi rank related duties under the Road Traffic Act, 1989.
- iii. Monitoring of offence levels to ensure that law enforcement is based on a reliable information system.
- iv. A strategy for positive and active co-operation of traffic authorities, drivers, owners and taxi associations.
- v. A method of ensuring effective law enforcement and to institute administrative action against operators and drivers who commit offenses repeatedly.
- vi. Some traffic authorities need guidance on communication, handling of conflict and negotiation techniques.
- vii. Regulations prescribing the classes of vehicles to which section 88(5) of the Road traffic Act are applicable.

From a law enforcement viewpoint the document does not give any recommendations on aspects that are already effectively handled by local authorities, such as :

- i. Physical planning of taxi facilities (including design, location and financing),
- ii. Recognition of taxi associations,
- iii. Formation of liaison committees,
- iv. Study of demand for and supply of capacity of facilities, and
- v. Provision of services at ranks.

Attention is however paid in the report to aspects related to taxi rank control which arises from the Road Traffic Act, 1989. These aspects are the issuing of taxi rank licences, access control and the control of the standard of operators when licences are renewed. The Road Traffic Act makes provision for a local authority to, in terms of section 88(5) read with section 133, promulgate by-laws concerning the control of taxi ranks on the following :

- i. A local authority may establish ranks for combi taxis and issue annually renewable permits or licences, granting the holder of the licence access to the rank. A form of voucher or disk could also be issued.
- ii. A local authority may decide on certain grounds, not to issue licences to all applicants. A licence holder may also be restricted to use certain ranks, to the usage of ranks at certain hours and to certain routes.
- iii. A local authority may prohibit loading or off-loading at any place other than prescribed taxi ranks and parking bays.

- iv. A local authority may refuse to re-issue licences on the grounds of unacceptable conduct of a licence holder.

In exercising the powers to issue parking permits, to refuse the issuing thereof or to make less favourable conditions, a local authority should keep two principles in mind. The first principle entails that equal opportunity should exist for all intending to enter the market and that their applications shall receive equal treatment by authorities. This means that they should be subjected to the same rules. Secondly orderliness should prevail in the environment of the taxi industry. This second principle includes two aspects which should be jointly applicable :

- i. That a local authority is compelled to see that the capacity of its transport system, including taxi facilities are in line with the demand for transport.
- ii. That a local authority is compelled to see to it that levels of service on the traffic system under its control, including taxi facilities and surrounding streets, are acceptable.

The following recommendations are given in the document, concerning the issuing of stand licences:

- i. The issuing of licences should ideally be done independently by an authority and not by any interest group within the taxi industry. This must be done in such a manner that every applicant who meets the necessary requirements is able to compete on an equal basis with any other applicant of acceptable quality. In cases where a rank has developed historically in such a manner that a particular party of interest has obtained the control over entrance of new operators, the local authority may allow itself to be guided by that party of interest's recommendations. A "code of fairness and equity" must however be applied in all cases.
- ii. That when a public transport permit is issued, it be pointed out to the operator that the permit does not necessarily grant him access to ranking facilities and that in terms of by-laws of a local authority he may possibly be required to procure a taxi rank licence.
- iii. That guidelines for by-laws be drawn up by the DOT in co-operation with representatives of local traffic authorities.

It would furthermore be necessary in future when road transport permits are phased out and operators are registered under the Road Traffic Act, to issue "operators cards" with the explicit indication that the card would not grant the holder thereof, the power to act contrary to the provisions or conditions provided for in by-laws of local authorities.

The following recommendations are given in the document, concerning access control :

- i. If a local authority has established a taxi rank for the use of combi taxis, the following duties may not be assigned to organisations which are not law enforcement agents :
  - to remove persons who are illegally present at a rank, and
  - to prosecute persons who are illegally present et a taxi rank.

- ii. A local authority can assign the following tasks to a taxi association :
- the appointment of queue marshals,
  - the regulation of passengers and vehicles, as well as the loading and off-loading of passengers within the rank,
  - identifying persons who have illegally entered the terrain, and
  - requesting persons who wish to enter the rank illegally, to refrain from doing so.

Recommendations are also made in this document on operating standards and the renewal of stand licences. This is however not applicable for the purposes of the study.

A.9 DEPARTMENT OF TRANSPORT, Draft Guidelines for the Control of Taxi Traffic and Ranking Matters at Local Level, Pretoria, 1990.

This document is largely aimed at laying down guidelines to assist local authorities in formulating and implementing a traffic regulatory system for taxis in their areas of jurisdiction. In evaluating the contents and recommendations of this document, the fact should be kept in mind is the fact that at the time that this document was compiled, it was done with the assumption that the Passenger Transport Bill would be promulgated in the near future.

In the first instance a number of goals of a taxi regulatory system are listed. They are as follows :

- to minimise vehicular and pedestrian conflict and ensure personal security,
- to promote commuter access, as well as access to commercial facilities,
- to provide adequate and clean facilities to commuters and the commercial sector,
- to accommodate existing and future taxi demand,
- to ensure effective management of facilities and eliminate costs for the local authority as far as possible by means of private sector involvement,
- to obtain additional sources of revenue, and
- to ensure that facilities are optimally utilized and only used by authorized persons.

The document states that a typical local taxi regulatory system could involve the following :

- an annual licence and licence fee to cover some or all costs involved in providing and/or maintaining the facility,
- a sticker, disc or other means of identification (could be colour coded) to facilitate the enforcement of by-laws, that would grant licence holders access to one or more facilities, and
- involvement of the LTLC in the issuing of licences and allocation of ranking space.

A summary is then given of all existing legislation that makes provision for a local taxi regulatory system and related aspects. The following legislation is summarised and discussed :

- i. The Road Traffic Act, 1989
- ii. Provincial Local Government Ordinances
- iii. Provincial Town Planning and Township Ordinances
- iv. The Urban Transport Act, 1977
- v. The Draft Bill on Passenger Transport

In this document the author recommends two possible ways to develop combi taxi facilities. The possibilities are :

- i. Facilities could be provided by a local authority on a "user pay" basis. This implies that where facilities are provided by the public sector, they should be let to private individuals or associations. In this case the facility could not only be used but also managed by the hirer, or
- ii. Facilities could be privatised. This means that the private sector should be encouraged to acquire or allocate land for the provision of facilities.

The following advantages are given for the letting or hiring of facilities :

- ° the rent of facilities could be calculated to cover the costs involved in the development of facilities, as well as the running and maintenance of facilities, thereby relieving the general burden on the taxpayers,
- ° the local authority would be relieved of the burden of managing facilities,
- ° the association hiring the rank would be responsible for the control at the facility, and
- ° members of the hirer association would feel that they "own" part of the city or town concerned, which would promote public spirit.

Guidelines are then given on the location of ranks and holding areas and a procedure is suggested for the provision of such facilities. The document also gives guidelines on the control of taxis and taxi facilities. It is recommended that the local authority, the local law enforcement agency and the local taxi associations are involved in the control of taxis and taxi facilities. The involvement of taxi associations could be achieved by ;

- ° involving the associations in the overall control of some or all facilities in a specific area, or
- ° by allocating ranks to specific associations.

The author feels that the overall control of some or all facilities should include the following aspects;

- ° queuing and loading of passengers,
- ° allowing only authorised users to utilise facilities,
- ° cleaning of facilities,

- the security at facilities, and
- settling water accounts where water is provided for the washing of vehicles.

The control aspects involved when a facility is allocated to a specific association should be :

- the control of vehicles and passengers within the facility,
- the cleanliness of the facility,
- the protection of the facility, vehicles and passengers, and
- the communication and liaison with all parties involved through the LTLC.

It is felt that the main objective of controlling taxi facilities is to ensure the most effective use of the facility. It is recommended that control of facilities be exercised collectively by local taxi associations serving a specific area, however subject to the traffic authorities playing their part and having the final say.

The document is concluded with some guidelines on the financing of facilities and effective law enforcement.

A.10 DEPARTMENT OF TRANSPORT, White Paper on National Transport Policy, 1987.

The National Transport Policy Study (NTPS) was undertaken to investigate and to formulate recommendations towards the formulation of a revised transport policy for the Republic of South Africa which is compatible with the current environment and in line with national policy. The White Paper on National Transport was prepared as a result of the NTPS.

The following transport policy goals given in the White Paper affects the management and control of combi taxi facilities and related aspects :

- i. *To further effective and equitable competition .*
- ii. *To remove all regulatory constraints which prevent free competition and which give certain groups unfair privileges over others should not be allowed.*
- iii. *To further private initiative.*
- iv. *To reduce administrative cost and unnecessary government intervention.*
- v. *To simplify regulation to enable effective enforcement.*
- vi. *To encourage participation in the economic system by all population groups.*
- vii. *To devolve decision-making to the lowest level of government.*
- viii. *To provide employment opportunities for all.*
- ix. *To minimize external side effects.*

In terms of passenger transport the White Paper states that policy at the time was contrary to the Government principles of reducing regulation, encouraging effective competition, easing entry into the market and promoting private enterprise. The following policy statements on passenger transport, influence the control and management of combi taxi facilities :

- i. *The decision making process regarding passenger transport policy should be devolved to the "lowest level of government" possible.*
- ii. *Regulation regarding technical standards for vehicles, drivers and operation of vehicles be done at a national level.*
- iii. *That in terms of passenger transport policy, the Regional services Councils (RSCs) be referred to as the lowest possible level of government, but on explicit understanding that it could also be the Provincial Administrator or the Department of Transport.*
- vi. *That each RSC be required to formulate a Regional Transport Policy.*
- v. *That competition between modes be fair, which will also promote efficiency and reduce subsidies.*
- vi. *That the Central Government assume two main responsibilities regarding public passenger transport. Firstly, a Road Passenger Quality System (RPQS) including an enforcement programme must be developed, concerning all technical standards. Secondly, national guidelines must be developed to assist RSCs in formulating their own passenger transport policies.*
- vii. *Vehicles designed to carry up to fifteen passengers plus a driver be allowed to operate as taxis.*
- viii. *That guidelines and minimum design standards in respect of the design and provision of facilities for passengers be set by the Department of Transport when it contributes to the capital cost, but that such stipulation should be flexible enough to be adapted to local circumstances and requirements.*

The section of the White Paper on National Transport Policy on passenger transport is concluded with the necessary legislation to implement the recommended policy.

A.11 DEPARTMENT OF TRANSPORT, Guidelines for the Design of Combi Taxi Facilities, Chief Directorate National Roads, Research Report 88/140, February 1990.

This document deals with the planning and design of combi taxi facilities. It addresses aspects such as the selection of the optimum location of facilities, the capacity and size, facility required, the geometric layout, ancillary facilities and the interaction with other modes of transport.

The document gives a number of definitions of interest, for the purposes of the study on the control and management of combi taxi facilities. The relevant definitions are as follows

- a. *A combi taxi : is a passenger vehicle used to provide a transportation service to the public, distinct from conventional mass transit passenger vehicles, characterized by frequent but unscheduled operation of vehicles designed to carry up to 15 seated passengers over generally fixed corridors with flexible routes with access by hail.*
- b. *A combi taxi terminal : is a location, usually off-street at the common end of one or more routes where combi taxis can wait and passengers can alight, board and transfer efficiently.*
- c. *A combi taxi rank : is a place usually within the road reserve at which combi taxis can wait and passengers can alight, board and transfer.*
- d. *A combi taxi stop : is a place usually located within the road reserve at which combi taxis are allowed to stop, but not wait, for passengers boarding and alighting.*
- e. *A combi taxi holding area : is an area, usually off street, where combi taxis hold before proceeding to loading points and where generally no passenger activity is found. A holding area can either be included within or separated from a terminal facility.*

In the context of the study on the control and management of combi taxi facilities, one of the relevant issues addressed in the document is the planning of combi taxi facilities. The planning of combi taxi facilities, which could be seen as a management function, and the procedure to be followed is discussed comprehensively. The following steps are given as part of the planning procedure :

- i. Identification of needs,
- ii. Defining of goals and objectives,
- iii. Selecting the type of facility,
- iv. Defining the locational constraints,
- v. Establishing the size elements within a facility,
- vi. Developing the layout, and
- vii. Provision of ancillary facilities.

The other aspect addressed in this document is not of particular concern to this study.

- A.12 VENTER, J.H., Some Aspects Contributing to the Phenomenal Growth of the Combi Taxi Industry, University of Pretoria, Transport Planning, 1991.

This report discusses the phenomenal growth of the combi taxi industry in South Africa during the last decade and provides certain recommendations regarding the its future role in a balanced and integrated public transport system.

The report firstly gives a brief summary of the history of the industry in South Africa and describes the nature and characteristics thereof. The document discusses various reasons for the growth of the combi taxi market, as well as certain negative aspects concerning the industry. The report is concluded with a number of recommendations. The two recommendations of importance to this study are :

- i. *A transport system with the objective to provide mobility to the community should have some flexibility, to enable the provision of services to be adjusted according to demand.*
- ii. *A portion of the market should, however, have some form of regulation and control so as to avoid chaos.*

- A.13 VAN NIEKERK, KLEYN AND EDWARDS CONSULTING ENGINEERS, PWV Transport Study : Combi Taxi Status Quo, Second Draft, September 1991.

This report was drafted as part of the PWV Pubic Transport Study that commenced in 1991. This document firstly gives an overview of the combi taxi industry and its development over the past number of years in the PWV region. The report discusses the supply of, demand for and utilization of combi taxi

transport and facilities in the region. A number of shortcomings are also given in the report and it is concluded with a number of identified problem areas.

The following comments are made in the report on the management of combi taxi services. (It was felt that this aspect could be approached in two ways, reflecting the positions of the major parties in the industry, those being the operators and the authorities.)

The operators on the one hand have a self-management system of their services through local combi taxi associations which in turn are members of regional, provincial and ultimately national associations. Two national associations basically encompass most combi taxi activities in South Africa. These are SABTA (South African Black Taxi Association) and SALDTA (South African Long Distance Taxi Association), exclusively or independently responsible for the management of commuters and long distance type of operations respectively. More recently an overlap has developed in the operations



managed by these national associations, percentage split within each organisation is unknown at present.

On the other hand the management of combi taxi operations from the authorities point of view has historically been characterised by poor liaison between authorities and operators resulting in prejudice. As a solution to this problem the establishment of Local Taxi Liaison Committees (LTLCs) were proposed, to facilitate discussion between all parties involved in the combi taxi industry at local level. These committees improved liaison and issues such as the improvement and provision of facilities have been discussed and mutually beneficial solutions agreed upon. Local authorities have encouraged local associations through these committees to do effective facility control. The transfer of control has also promoted relationships between operators and authorities, and has the advantage that authorities deal with associations and not with individuals.

A general comment made in this report is the existence of numerous unofficial ranks and the stopping of vehicles at points (not official taxi stops/bays) along routes. This indicates a need for more or larger facilities, greater control and law enforcement.

It is stated in the report that even though evidence of a substantial and growing demand for combi taxi transport exists, many shortcomings in the level of service provided and operating conditions are experienced. A number of problem areas are highlighted and are as follows :

- i. Operation of combi taxis over routes which can be served more economically and efficiently by other modes,
- ii. Lack of route co-ordination within the combi taxi industry and with other modes,
- iii. The lack or poor condition of combi taxi facilities and the operation thereof,
- iv. The lack of information on combi taxi operations,
- v. The lack of effective law enforcement,
- vi. A lack of proper driver training,
- vii. Poor liaison between the various parties involved in the taxi industry,
- viii. Under-supply of taxi transport during peak periods,
- ix. Over-supply of taxi transport in the off-peak period resulting in the under-utilisation of vehicles,
- x. Violence within the industry,
- xi. The lack of a body to control standards of operation,
- xii. A lack of scientific economic analysis of combi taxi operations,
- xiii. The informal and uncontrollable nature of taxi operations,
- xiv. Vehicle design limitations,
- xv. Passenger demands and poor behaviour, and
- xvi. The image problem of the combi taxi industry amongst the general public.

A.14 MARKMAN, T., The Effects of Public Transport Myths on Policy, Ove Arup, 1988.

The author of this paper maintains that certain incorrect views or so called "myths" on public transport influence decision makers in the formulation of policy there on. The myths that the author discusses are as follows ;

- significant economies of scale,
- that public transport cannot operate at a profit,
- that small bus operators are not successful,
- that buses are energy efficient and reduce congestion,
- that subsidy is minimised by protecting bus companies,
- that there is an optimum vehicle size and
- that public transport is an political issue.

As part of the discussion of the above-mentioned myths, the author made the following comment on the provision of combi taxi ranks :

*Over the past few years there have been many feuds amongst taxi drivers over the use of taxi ranks. Some of these feuds have resulted in killings. This is seen as market failure and the need for greater control. Again the market, far from failing, has not been allowed to operate. In a free market where roads would be privately owned, the owner would ensure that there would be adequate taxi facilities. If the demand for taxi ranks increased, then more ranks should be provided. This is what the authorities should do. The price mechanism should be used to balance supply and demand for taxi ranks, parking and off-loading and not leave it to the users to resolve.*

A.15 FREEMAN, M., NGCOYA, J., CHAPMAN, J., The Combi Taxi : Past, Present and Future, Paper 3C/4 ATC 1987.

This paper was delivered in reaction to the recommendations of the National Transport Policy Study and the White Paper on National Transport Policy, that implied the immediate deregulation of the combi taxi market. The views expressed in this paper largely reflects that of the South African Black Taxi Association (SABTA) on the issue of regulation.

In the first instance SABTA believes in a system of regulating the combi taxi industry and entrance into the industry. This is clearly implied by the following sentences :

*But we have reached a stage in South Africa where the business of small vehicle operations has grown from a relative handful of entrepreneurs to a vast and still rapidly expanding industry. It is time that stricter control and standards was introduced and enforced.*

*The public transport system must be operated in an orderly manner and the regulations should be framed to do this.*

It was however believed that the existing system of regulation (Government regulation), that of operating permits issued to operators by the Local Road Transport Board, was not an adequate and efficient way of regulating the industry. This is stressed by the following :

*It has to be accepted that this is not always a case in small vehicle operations. Law enforcement operators can do little more than check permits.*

The solution to the problem of effective regulation in the industry was felt to lie in the concept of self-regulation by the industry itself and that this could be achieved and co-ordinated by properly constituted bodies operating at a national level. Allowance should however be made to exercise the local option to take account of local circumstances. The local option encompasses the frequent reviewing of the regulatory system by local interest groups such as traffic authorities, traffic engineers, representatives of the Transport Advisory Council and SABTA.

A.16 PORT ELIZABETH MUNICIPALITY, Control and Management of Taxi Facilities, Outline Draft Proposal, January 1992.

This draft proposal outlines the Port Elizabeth Municipalities views on the control and management of combi taxi facilities in their area. In this proposal it is felt that the overall responsibility for the administration, executive control, delegation of authority, drawing up of regulations for the operation of facilities and the making of rules specific to combi taxi facilities should rest with the Town Council. Control should be exercised by the City Engineer on behalf of the council notwithstanding the fact that funding for the provision of facilities might be received from outside sources.

The management of the day to day operation of combi taxi facilities as directed by the Council should be managed by a Management Committee (MC), with permanent members consisting of representatives of the following ;

- i. City Engineer's Department,
- ii. Traffic Department,
- iii. Director of Administration and
- iv. one member of each taxi association using the facility and recognised by the LTLC.

Representatives from the following may be co-opted from time to time as required ;

- i. City Health Department,
- ii. Municipal Security Department,
- iii. South African Police and
- iv. any other organisation.

This MC should report to the Council through the City Engineer and be responsible for the following ;

- i. overall running of the facility,
- ii. making recommendations on the code of conduct,
- iii. making recommendations on the issuing of permits for ranking space,
- iv. formulation of regulations,
- v. making recommendations in conjunction with the Chief Traffic Officer (CTO) on tariffs for the use of facilities,
- vi. liaison with all relevant parties.

The on-site operational control should be done by a marshall nominated by consensus and appointed by the MC. The marshall should be responsible for the following functions ;

- i. controlling of queuing and loading of passengers,
- ii. controlling and directing vehicles to appropriate ranking or holding spaces according to passenger demand,
- iii. controlling access by permitted taxis only,
- iv. controlling overloading of vehicles,
- v. supplying information to passengers,
- vi. controlling departure from aisles,
- vii. checking that facility rules are complied with,
- viii. reporting violations of facility rules and any other irregularities to a representative of the MC and
- ix. any other duties necessary to ensure the optimum performance of the facility.

The CTO should be responsible for the allocation of ranking space and the issuing of permits to use facilities, as well as, the collection of ranking fees. Security rules in addition to Road Traffic Regulations or any Law should be enforced by the Traffic Department, the South African Police or Municipal Security Personnel depending on their powers.

In conclusion the proposal states that the Municipality should be responsible for alterations to, maintenance of and cleansing of combi taxi facilities.

A.17 THE WORKING GROUP ON PASSENGER TRANSPORT OF THE RSCS WITHIN THE PWV-REGION, Strategic Framework for the Transfer of the Passenger Transport Function to RSCs within the PWV, Working Document, March 1992.

In terms of the existing government policy of the devolution of power, as set out in the White Paper on National Transport Policy, the transfer of the passenger transport function to RSCs is encouraged. This working document was drafted as part of the investigation into this issue and to provide a strategic framework for the transfer of the passenger transport function.

The following applicable paragraphs were taken from the document, with regard to the control of passenger transport by RSCs acting as a PTA:

- *It will be required from the PTA to administer passenger transport in its area. Information will be required on all operators rendering services in its area, whether they are in possession of the necessary permits and licences, etc.*
- *The present issuing of public road permits are going to be terminated and replaced with the Road Traffic Quality System. For this reason the RSCs should possibly look at the development of systems to regulate and control public road transport in their areas.*
- *The entry of passenger road transport operators could, for example, be controlled through the issuing of "decals" or licences by the RSCs or local authorities within the RSCs area in accordance with the entry numbers allowed by the RSC. The decals will for instance control the use of facilities and indicate where operators can load and off-load, as well as rank in off-peak periods.*
- *The control over the road passenger operator can further be strengthened through the use and updating of by-laws. Further control and co-ordination is possible through the use of the law enforcement bodies.*

The following recommendations, of interest to this study, were made :

- i. *The Extent of the Function to be Transferred*
  - *In order to ensure eventual co-ordination and integration of passenger transport, RSCs should aim to control all modes of passenger transport in the longer term. Due to present uncertainties on the role and function of the SARCC and in the light of present negotiations on this matter, the final decision regarding rail passenger transport other than planning and marketing be delayed pending final negotiations by the DOT. It appears advisable that only combi-taxi, taxi and bus passenger*

*transport in its totality at this stage be considered except if consensus on the rail matter can be reached; and*

- *In order to promote effectiveness and efficiency in passenger transport, it is considered advisable that RSCs should assume the following responsibilities for taxi, combi-taxi, bus and rail passenger services when taking over the function ;*
  - \* *planning and co-ordination (bus, taxi, combi-taxi and rail)*
  - \* *provision of infrastructure (bus, taxi and combi-taxi)*
  - \* *marketing (bus, taxi, combi-taxi and rail)*
  - \* *administration (bus, taxi and combi-taxi)*
  - \* *regulation and control (bus, taxi and combi-taxi)*
  - \* *financing (funding and subsidisation) (bus, taxi and combi-taxi)*

ii. *In respect of the functions of LRTBs and the permit system :*

- *The LRTBs should not be devolved as this function is presently being phased out and replaced with the RTQS.*
- *The need for and nature of regulation of entry into the passenger transport system should be investigated.*
- *That the entry control system be designed (should it be feasible) from both an administration and facility point of view.*
- *That the system be implemented.*
- *The RTQS will be administered by the local licensing offices.*

iii. *Other Technical Aspects - The following procedure is proposed to ensure co-ordination between passenger and urban transport plans :*

- *The Passenger Transport Authority, as an autonomous management authority, through its Passenger Transport Executive, is responsible for the preparation of passenger transport plan, but with close liaison with the Technical Liaison Committee and those personnel at the Core City responsible for the preparation of the rest of the Urban Transport Plan.*
- *The Passenger Transport Plan is to be prepared within the framework of the approved urban transport and land use policy.*
- *The Passenger Transport Plan is considered to be the detailing of one element of the comprehensive urban transport strategy for the area, and will therefore have to be co-ordinated by the Technical Liaison Committee and have to obtain approval from the Core City for inclusion in the Urban Transport Plan.*
- *The Urban Transport Plan otherwise follows the normal channels for approval by the Administrator and Department of Transport.*

A.18 WORLD BANK MISSION, South African Urban Sector Reconnaissance, Aide Memoir, December 1991.

A World Bank mission visited South Africa in November 1991. An aide memoir was drafted to summarise their findings from a reconnaissance of the local urban sector. The following paragraphs give a short summary of the World Bank's views on the local combi taxi industry and the control thereof.

Complete deregulation of combi taxis, in terms of entry into the market and fare setting, opened new opportunities and partially contributed to the fact that the industry experienced tremendous growth. This however led to a massive surge in supply causing an over-supply of this mode. A number of factors such as the decrease in new registrations, violence between rival groups and the increase in the number of defaults on loans, points to the saturation of the market.

To address this problem two actions need to be taken. Firstly, the level of supply within given problem areas need to be controlled, and secondly new markets need to be found for combi taxi services.

For the combi taxi industry to become a vehicle for growth of black enterprise, it needs to move closer to the formal sector. This could be achieved by the formation of route associations or co-operatives and would allow for the following :

- i. better co-ordination between different modes of transport, and
- ii. route associations to negotiate with transport authorities for the provision of services on specific routes and the control of the number of taxis on those routes.

A development strategy needs to be drawn up which will generate stability, expand existing and create new markets, encourage diversification and promote formal sector operating principles.

A.19 VORSTER, J.C., An Investigation into the Role of the Jitney as an Urban Public Transport Mode in South Africa, First Draft, Land Transport Directorate, Department of Transport, November 1983.

The purpose of this document was to investigate the role of the combi taxi in South Africa as an urban transport mode and the control thereof at the time. Even though, this document was drafted in 1983, some of the statements and the recommendations made are still of relevance today.

In the document it is stated that the regulation of transport services, in the South African context, appears to have merit in order to achieve a number of goals. These goals are :

- i. To co-ordinate transport services and to create a well balanced transportation system,
- ii. To ensure adequate safety levels,
- iii. To regulate fares and ensure affordable public transportation for captive users, and
- iv. To ensure continuity and reliability of transportation services.

The following conclusions, of interest to the study on the control and management of combi taxi facilities, are reached :

- i. The legal framework controlling combi taxi operations at the time appears to be inadequate in terms of the fact that the controlling conditions attached to permits did not reflect the actual mode of operation.
- ii. A need existed for guidelines to establish the optimum number of combi taxis operating on a specific route or within a specific area.

As part of a broad policy framework the following is suggested regarding the future role of combi taxis in South Africa : (Only the recommendations relevant to the study are given below.)

- i. That only two types of licences be issued for the rendering of combi taxi services, namely;
  - zonal licences which would allow taxis to operate only in a specific zone or area and
  - route licences which would allow taxis to operate only on a specific route or corridor.
- ii. That LRTBs continue to issue permits in terms of the Road Transportation Act, 1977.
- iii. That the number of zonal licences to be issued by the LRTBs be based on a ratio of one permit per 1000 population and that in the issuing of the number of route licences cognisance be taken of both commuter volumes and trip lengths.

The author, however, feels that guidelines for determining the number of licences to be issued by LRTBs be refined and adapted to local conditions, as a matter of urgency.



**APPENDIX B - QUESTIONNAIRE**



**B. GUIDELINES FOR THE CONTROL AND MANAGEMENT OF COMBI TAXI FACILITIES**

Please complete the following questions as comprehensively and accurately as possible :

1. Please give your definition of the control of a combi taxi facilities.

---

---

---

2. Please give your definition of the management of combi taxi facilities.

---

---

---

3. In the following section a number of control and management responsibilities with regard to combi taxi facilities are given. The subsections below give responsibilities normally allocated to different levels of authority.

3.1 The following functions are seen as possible control and management responsibilities allocated to a higher level of authority. Please indicate next to each of the listed functions, in the column provided, whether it is considered as a control or a management function by using the abbreviations **ctrl** and **man**.

• The collection of information on the prevailing situation and conditions (data base/information system)	_____
• Liaison, communication and research to identify problems and needs	_____
• Establishment of goals and objectives concerning combi taxi facilities	_____
• Formulation and updating of policy	_____
• Drafting of guidelines, standards, regulation and legislation	_____

If you feel that this list is not complete, please indicate the functions that could be added.

---

---

---

3.2 The following functions are seen as possible control and management responsibilities allocated to a lower level of authority. Please indicate next to each of the listed functions, in the column provided, whether it is considered as a control or a management function by using the abbreviations ctrl and man.

• Co-ordination with other public transport modes	_____
• Planning of combi taxi facilities (master plan, structure plan and basic planning)	_____
• Budgeting, funding and subsidization of facilities	_____
• Development of facilities	_____
• Communication with associations and other parties of interest	_____
• Co-ordination of associations and allocation of ranking space	_____
• Issuing of operating permits	_____
• Maintenance of facilities	_____



If you feel that this list is not complete, please indicate the functions that could be added.

---



---



---

3.3 The following are aspects concerning the operation of combi taxi facilities, ie. the day-to-day functioning and on-site management.

- Access control
- Traffic control
- Dispatching and internal operation
- Collection of revenue
- Making rules specific to the facility
- Employment of staff
- Control of the informal sector
- Cleaning of the facility
- Security and safety

If you feel that this list is not complete, please indicate the functions that could be added.

---



---

4. It is seen that one or more of the following authorities/parties/players could possibly take responsibility for the above-mentioned control and management functions.

- Department of Transport (DOT)
- Regional Services Councils (RSC)
- Local Authorities (LA)
- Metropolitan Transport Advisory Boards (MTAB)
- National Taxi Liaison Committee (NTLC)
- Regional Taxi Liaison Committees (RTLCL)
- National Taxi Associations (NTA)
- Local Taxi Associations (LTA)
- Private Sector (PS)
- Local Traffic Departments (TD)
- Local Road Transport Boards (LRTB)

If you feel that this list is not complete, please indicate the authorities/parties/players that could be added.

- \_\_\_\_\_ ( )
- \_\_\_\_\_ ( )
- \_\_\_\_\_ ( )

5. Could you please indicate in Tables 1,2 and 3 the above-mentioned authority/party/player that in your opinion, should be taking the responsibility of the functions listed under the various conditions. This should be done by entering the abbreviation of the respective authority/party/player (given in section 4 above) in the relevant space, as illustrated in Table 0 below.

JOHANNESBURG

Table 0 : Example

	Condition 1	Condition 2	Condition 3	Condition 4
Function 1	LA	-	MTAB	LA
Function 2	DOT	DOT	RSC	LA

- 5.1 Indicate in Table 1 below the authority/party/player that in your opinion should take responsibility for the following control and management functions under the conditions (land ownership and funding) mentioned.

Table 1 : Authorities responsible for the various control and management functions

Land ownership and funding Functions	Public funding of a facility developed on public owned land	Private Sector funding a facility developed on public owned land	Private Sector funding a facility developed on private owned land	Funding of a facility by means of joint ventures on public land
1. Collection of information				
2. Liaison and communication and research				
3. Establishment of goals and objectives				
4. Formulation and updating of policy				
5. Drafting of guidelines, standards, regulations and legislation				
6. *				
7. *				
8. *				
9. *				

\* Enter the control functions added by you in Section 3.1 of this questionnaire, if any !

5.2 Indicate in Table 2 below the authority/party/player that in your opinion should take responsibility for the following control and management functions under the conditions (land ownership and funding) mentioned.

**Table 2 : Authorities responsible for the various control and management functions**

Land ownership and funding Functions	Public funding of a facility developed on public owned land	Private funding of a facility developed on publicly owned land	Private Sector funding a facility developed on private owned land	Funding of a facility by means of joint ventures on public land
1. Planning of facilities				
2. Budgeting, funding and subsidization				
3. Development (Project Management)				
4. Communication with associations and other parties of interest				
5. Co-ordination with other modes				
6. Co-ordination with other modes				
7. Issuing of operating permits				
8. Maintenance of facilities				
9. *				
10. *				
11. *				

\* Enter the control functions added by you in Section 3.2 of this questionnaire, if any !

5.3 Indicate in Table 3 below the authority/party/player that in your opinion should take responsibility for the functions related to the day-to-day operation combi taxi facilities under the conditions (land ownership and funding) mentioned.

**Table 3 - Authorities responsible for the various operational functions**

Land ownership and funding Functions	Public funding of a facility developed on public owned land	Private Sector funding a facility developed on public owned land	Private Sector funding a facility developed on private owned land	Funding of a facility by means of joint ventures on public land
1. Access control				
2. Traffic control				
3. Dispatching and internal operation				
4. Collection of revenue				
5. Making of rules specific to a facility				
6. Employment of staff				
7. Control of the informal sector				
8. Cleaning of a facility				
9. Security and safety				
10. *				
11. *				
12. *				

\* Enter the control functions added by you in Section 3.2 of this questionnaire, if any !

6. Given the control of combi taxi facilities in the perspective discussed, which issues to your mind needs to be addressed by policy ?

---

---

---

---

---

---

---

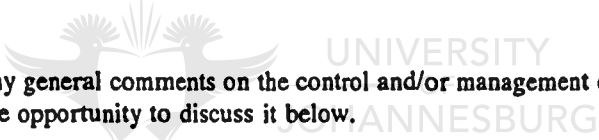
---

---

---

---

7. If you have any general comments on the control and/or management of combi taxi facilities, please take the opportunity to discuss it below.



---

---

---

---

---

---

---

---

---

---

**Thank you for your patience and co-operation!**

-----000-----



**APPENDIX C - PROCESSED INFORMATION FROM SURVEY**



## GUIDELINES FOR THE CONTROL AND MANAGEMENT OF COMBI TAXI FACILITIES

### C. PROCESSED INFORMATION FROM THE SURVEY

The following represents a consolidation of information obtained from the survey on the control and management of combi taxi facilities. In each case the question posed to the respondent is given. Beneath that the responses received from the various respondents are summarised.

#### C.1 Question 1 : Please give your definition of the *control* of combi taxi facilities.

- Control is a broad issue i.e. limiting numbers, using sites, fixing destinations.
- Control implies "having power over" and regulation means to retain, direct or influence. (from higher to lower level or from the public to private sector).
- Control implies taking responsibility for the administration, executive control, management, delegation of authority and the implementation of rules and regulations on operations.
- Control means to exercise restraint and order by rules and regulations.
- Control is the physical operations on the facility to benefit those involved.
- The control element of management is the process whereby operational conditions are compared to a set of acceptable standards.
- Control could imply the control of entrance to the industry, control of the industry within a specific area and control within a given facility.
- Control of a facility has to do with aspects such as who is allowed to use the facility, control of vehicles and passengers, awarding of permits and law enforcement.
- Control of a combi taxi facility refers to who should be allowed to use the facility and how they should use it.
- Control relates to functions such as access control, control of numbers etc.

C.2 Question 2 : Please give your definition of the *management* of combi taxi facilities.

- The day-to-day running including vehicle and passenger movements, loading, operation, cleaning etc.
- The supervision of facilities i.e. planning, organising and control of operations - occurs at a lower level.
- Management is very much the same as control, with the difference being semantic. A word should be sought to cover both. In the industry the word management would be more acceptable than the word control.
- Day-to-day running of facility by management committee.
- Combination of planning, organising, directing and control - wider than control.
- Management ensures the effective and efficient utilisation of a facility to its maximum potential.
- Management is the science of combining the elements of planning, organising, co-ordination and control successfully.
- Management consists of the planning, organising, co-ordination and control of all aspects concerning a facility.
- Management is the co-ordination of elements to ensure effectivity.
- Management is wider than control and includes control, planning, financial aspects and maintenance.
- Management of a facility is a broader concept relating to actions needed to be taken to enable the smooth operation of a facility, encompassing taxis, passengers, queue marshals, cleaning and maintenance and problem solution.

C.3 **Question 3 :** In the following section a number of control and management responsibilities with regard to combi taxi facilities are given. The subsections below give responsibilities normally allocated to different levels of authority.

C.3.3.1 The following functions are seen as possible control and management responsibilities allocated to the higher level of authority. Please indicate next to each of the listed functions whether it is considered as a control or a management function.

Q.1 The collection of information on the prevailing situation and conditions;

Responses on whether it is a control or management function:

management - 7 and control - 2.

Q.2 Liaison. communication and research to identify problems and needs;

Responses on whether it is a control or management function:

management - 7, control - 1 and both - 1.

Q.3 Establishment of goals and objectives concerning combi taxi facilities;

Responses on whether it is a control or management function:

management - 6 and control - 3.

Q.4 Formulation and updating of policy

Responses on whether it is a control or management function:

management - 6 and control - 3.

Q.5 Drafting of guidelines, standards, regulation and legislation

Responses on whether it is a control or management function:

management - 3, control - 4 and both - 2.

Comments/ additions to list:

Provision of sites, construction of sites. (Addressed under Section 3.2 Question 4)

One respondent felt that it was necessary to define *level of authority*.

**C.3.2** The following functions are seen as possible control and management responsibilities allocated to the lower level of authority. Please indicate next to each of the listed functions whether it is considered as a control or management function.

**Q.1** Co-ordination with other transport modes;

Responses on whether it is a control or management function:

management - 5, control - 3 and both - 2.

**Q.2** Planning of combi taxi facilities (master plan, structure plan and basic planning);

Responses on whether it is a control or management function:

management - 5, control - 1, both - 1 and one no response.

**Q.3** Budgeting, funding and subsidization of facilities;

Responses on whether it is a control or management function:

management - 6, control - 2 and both - 1.

**Q.4** Development of facilities;

Responses on whether it is a control or management function:

management - 5, control - 3, both - 1 and one no response.

**Q. 5** Communication with associations and other parties of interest;

Responses on whether it is a control or management function:

management - 6, control - 1 and both - 2.

**Q.6** Co-ordination of associations and allocation of ranking space;

Responses on whether it is a control or management function:

management - 5, control - 2 and both - 2.

**Q.7** Issuing of operating permits;

Responses on whether it is a control or management function:

management - 3, control - 4 and both - 2.

**Q.8** Maintenance of facilities;

Responses on whether it is a control or management function:

management - 7, control - 1 and both - 1.

Comments/ additions to list:

Determining of ranking fees

C.3.3 The following activities are part of the operation of combi taxi facilities, i.e. the day-to-day functioning and on-site management.

Access control  
Traffic control  
Despatching and internal operations  
Collection of revenue  
Making rules specific to the facility  
Employment of staff  
Control of the informal sector  
Cleaning of the facility  
Security and safety

Suggested additions to the list :

Control over use/abuse of toilets  
Control of the washing of vehicles  
Liaison with police, traffic and other officials  
Provision of information to users  
Controlling queuing of passengers.

C.4 Question 4 : It is seen that one or more of the following authorities/parties/players could possibly take responsibility for the above-mentioned control and management functions.

Department of Transport	(DOT)
Regional Services Councils	(RSCs)
Local Authorities	(LAs)
Metropolitan Transport Advisory Boards	(MTABs)
National Taxi Liaison Committee	(NTLC)
Local Taxi Liaison Committee	(LTLCs)
National Taxi Associations	(NTAs)
Local Taxi Associations	(LTAs)
Private Sector	(PS)
Local Traffic Departments	(TD)
Local Road Transport Boards	(LRTBs)

If you feel that this list is not complete, please indicate the authorities/parties/players that could be added:

Regional Taxi Associations	(RTA)
Public Transport Authorities	(PTAs)
Rank Management Committee	(MC)
Route Committee/Association	(RC)
Regional Passenger Transport Authorities	(RPTA)
Provincial Authorities	(PA)
Management Body	(MB)
Metropolitan Planning Authority	(MPA)
South African Police	(SAP)

(In one particular instance the respondent also indicated, in terms of the above-mentioned authorities' legal right and status, their position regarding the management and control functions.)



C.3.5 Question 5 : Could you please indicate in the following Tables 1,2 and 3 the above-mentioned authority/party/player that in your opinion should be taking the responsibility for the functions listed under the various conditions. This should be done by entering the abbreviation of the respective authority/party/player (given in section 4 above) in the relevant tables.

(See Table C.1 on the following page)

Table C.1 : Authorities responsible for the various control and management functions

Land ownership and funding Functions	Public funding of a facility developed on publicly owned land	Private sector funding of a facility developed on publicly owned land	Private sector funding of a facility developed on private land	Funding of a facility by means of a joint venture on publicly owned land
1. Research and collecting of information.	LA(6) LA/RSC/PTA(2) DOT/LA/RSC(1)	LA/PS(6) LA(2) PS(1) MB(1)	PS(5) PS/MB(1) PS/LA(2) MB(1)	LA/NTA(1) LA/PS(1) LA(2) MB(1)
2. Liaison and communication and research	LA(4) LA/RSC/PTA(2) LTLC(1) RSC/LA(1) LTLC/MB(1)	LA(2) LTLC(2) PS(1) MB(1) LA/PS(3)	PS(3) LA(1) PS/MB(1) PS/LTLC(3) PS/LTA(1)	LA(1) MB(1) LTLC(2) LA/NTA(1) PS/LTA(1) PS/LA(1) LA/RSC(1)
3. Establishment of goals and objectives	LA(4) LA/RSC/PTA(2) LTLC(1) LA/RPTA(1) LA/LTLC(1)	LA(2) LTLC(1) PS/LA(3) MB(1) LA/RPTA(1) LTLC/MB(1)	PS/LA(2) PS/LA(2) PS/LTLC(1) LA/RPTA(1) PS OR MB(2) LTLC/MB(1)	MB(1) LA(1) MB(1) LA/NTA(1) PS/LA(1) LA OR RPTA(1) LA/RSC(1) LTLC/MB(1)
4. Formulation and updating of policy	LA(2) LA/RPTA(2) LTLC(1) RSC/LA(1) LTLC/LA(1) LA/RSC/PTA(1)	LA(1) LTLC(1) PS/LA(3) LA/RPTA(1) MB(1) LA/LTLC(2)	PS/LA(2) PS/LTLC(1) LA/RPTA(1) PS OR MB(1) PS/LA/RSC(2) LA/LTLC(1)	LA(1) MB(1) LTLC(1) LA/NTA(1) LA/RTLC(2) LA OR RPTA(1) LA/RSC(1)
5. Drafting of guidelines, standards, regulations and legislation	LA/DOT(2) LA(1) NTLIC(1) LA/LTA(1) RSC/LA(2) DOT/PTA(2)	LA/RSC(2) LA(2) PS/LA/DOT(1) NTLIC/LTLC(1) LA/LTA(1) MB/DOT(1) DOT/PTA(1)	LA(2) PS OR MB(1) DOT/PTA(2) NTLIC/RTLC(1) PS/LA/DOT(1) PS/LT/LTA(1)	LA(2) LA/LTA(1) MB/DOT(1) PS/LA/DOT(1) NTLIC/RTLC(1) DOT/PTA(1) LA/RSC(1)



Table C.2 : Authorities responsible for the various control and management functions

Land ownership and funding Functions	Public funding of a facility developed on publicly owned land	Private sector funding of a facility developed on publicly owned land	Private sector funding of a facility developed on private land	Funding of a facility by means of a joint venture on publicly owned land
1. Planning of facilities	LA(5) LA/RSC(2) LA/PTA(1) LA/LTA(1)	LA(3) LA/PS(3) LA/PS/RSC(1) LA/PS/LTA(1)	PS(4) LA/PS(2) PS/LTA(1) PS/MB(1) LA/PS(1)	LA/PS(3) LA(1) PS(1) LA/NTA(1) LA/RSC/PS(1) LA/PS/LTLC/LTA(1)
2. Budgeting, funding and subsidisation	LA/RSC(4) LA(2) LA/PS(1) LA/RPTA(1) LA/MA(1)	PS(3) LA/PS(3) MB(1) PS/RSC/DOT(1)	PS(5) PS/MB(1) LA/PS(1) PS/RSC/DOT(1)	LA/PS(4) PS(2) MB(1) LA/NTA(1)
3. Development of facilities	LA(6) LA/MA(1)	LA(3) PS(2) LA/PS(2)	PS(6) PS/MB(1)	LA(2) PS(2) LA/PS(2) MB(1)
4. Communication with associations and other parties of interest	LA(4) LA/LTLC(3) LTLC(1)	LA/LTLC(2) LA/PS(2) LTLC(1) LA(1) MB(1)	PS(3) PS/LTLC(3) LA/LTLC(1) LTLC(1) PS/MB(1)	LA/LTLC(2) LTLC(2) LA(2) LA/PS(1) MB(1)
5. Co-ordination of ass. and allocation of ranking space	LA/LTA(3) LTA(2) LA(1) RTA(1) MB(1)	LA(2) LA/PS/LTA(2) LA/LTA(1) LA(1) MB(1) LTA(1) RTA(1)	PS/LTA(3) LA(2) RTA(1) LTA(1) MB(1)	LA(2) LA/LTA(2) LTA(1) MB(1) RTA(1) LA/PS/LTLC/LTA(1)
6. Co-ordination with other modes	LA(4) LA/RSC(1) LA/RPTA(1) MB(1)	LA(3) MB(2) LA/RSC(1) LA/RPTA(1) LA/LTA/DOT(1)	PS(1) LA(1) MB(1) LA/RSC(1) LA/RPTA(1) PS/MB(1) LA/LTLC(1)	LA(2) MB(2) LA/RSC(1) LA/RPTA(1) LA/LTLC(1)
7. Issuing of operating permits	LA(5) LA/RSC(1) LA/RPTA(1) PTA(10)	LA(5) LA/RPTA(1) PTA(1) LA/RSC(1)	LA(4) RSC(1) PS/MB(1) PTA(1) LA/RPTA(1) LTLC/PS/LTA(1)	LA(5) PTA(1) RSC(1) LA/RPTA(1)
8. Maintenance of facilities	LA(6) LTA(2) LA/LTA(1)	LA(3) PS(2) LA/PS(1) LA/PS/LTA(1) LTA(1)	PS(4) LTA(3) LA(1) PS/MB(1)	LA(2) PS(2) LA/PS(1) LTA(1) LA/PS/LTA(1)

Table C.3 : Authorities responsible for the various operational functions

Land ownership and funding Functions	Public funding of a facility developed on publicly owned land	Private sector funding of a facility developed on publicly owned land	Private sector funding of a facility developed on private land	Funding of a facility by means of a joint venture on publicly owned land
1. Access control	LTA(5) LA/LTA(1) TD(1)	LTA(5) LA/LTA(1) PS(1)	LTA(5) PS/LTA(1)	LTA(5) LA/LTA(1) TD(1)
2. Traffic control	TD(5) LTA(1) LA/TD(1)	TD(4) LTA(1) LTA/TD(1) PS(1)	TD(3) PS(2) LTA(1) LTA/TD(1)	TD(4) LTA(1) PS(1) LTA/TD(1)
3. Dispatching and internal operation	LTA(6) TD(1)	LTA(6) PS(1)	LTA(6) PS(1)	LTA(6) TD(1)
4. Collection of revenue	LA(3) LTA(2) LA/LTA(1) TD(1)	LA(3) LTA(2) PS(1) LA/LTA/MB(1)	PS(2) LA(2) LTA(2) PS/LTA(1)	LA(3) LTA(1) LA/LTA(1) LTA/MB(1) PS/TD(1)
5. Making of rules specific to the facility	LA/LTA(2) LA/TD(2) LA(1) MB/LTLC(1) LTA/LTLC(1)	MB/LTLC(1) MB(1) LA/PS(1) PS/LA/LTA(1) LA/LTA(1) PS/TD(1) LA/LTLC(1)	PS(2) PS/LTA(1) LA/PS/LTA(1) MB/LTLC(1) LTA/LTLC(1) MB/PS(1)	LA/LTA(2) LA/PS(1) PS/TD(1) MB(1) LA/LTLC(1) MB/LTLC(1)
6. Employment of staff	LTA(3) LA/LTA(2) LA(1) MB(1) TD(1)	LTA(3) MB(2) PS(1) PS/LTA(1)	LTA(3) PS/LTA(2) PS(1) PS/MB(1)	LTA(3) PS/LTA(2) PS/TD(1) MB(1)
7. Control of the informal sector	LA(2) LTA(2) LA/LTA(1) MB(1) LTA/TD(1)	LTA(3) PS/LTA(2) PS(1) LA(1) MB(1)	LTA(3) PS/LTA(1) PS/LA(1) MB(1)	LTA(3) LA(1) MB(1) PS/LTA(1) PS/TD/LTA(1)
8. Cleaning of a facility	LA(3) LTA(2) TD(1)	PS(3) LA(2) LTA(2) LA/PS(1)	PS(4) LTA(2) LA(1)	LA(2) LTA(2) PS(1) LA/PS(1) PS/TD(1)
9. Security and safety	SAP(3) LTA(2) TD(1) LA/TD(1)	SAP(2) LTA(2) PS(2) LA/TD(1)	SAP(2) LTA(2) PS(2) LA/TD(1)	SAP(2) LTA(2) PS(1) PS/TD(1) LA/TD(1)

C.6 **Question 6 :** Given the control of combi taxi facilities in the perspective discussed, which issues to your mind needs to be addressed by policy ?

- An optimum strategy for the development of privatised facilities should be formulated, eg. tenders called, single offers, redevelopment, purchase/lease of private land by the public sector etc.
- It should be determined how much control is necessary or desirable.
- Future policy should allow for local authorities to issue permits.
- A form of regional passenger transport authority should be established to co-ordinate various modes.
- Policy regarding the control and management of combi taxi facilities should be developed at local government level and not at national level.
- Policy must take account of situations unique to each facility in a specific area.
- Policy must be flexible to address changes taking place on a continuous basis.
- Policy should determine who should take responsibility for which functions and to what extent.
- Control and management of facilities should be included in the policy process, as well as, in actual policy at various levels of authority.

C.7 **Question 7 :** If you have any general comments on the control and management of combi taxi facilities, please take the opportunity to discuss it below.

- Temporary facilities should be provided to cater for taxi operations while others are developed.
- The merits of holding at ranks at cost, opposed to peripheral holding areas should be investigated.
- A strategy should be formulated to deal with complaints regarding on-street operations.
- The merits of charging for the usage of facilities should be investigated.
- It is not desirable to give control and management responsibilities to taxi associations where more than one association use a particular facility. It would be better to establish a Rank Management Committee representing all operators to administer certain functions.
- Careful consideration needs to be given to the implementation of control and management at different levels of authority. It would be more desirable to devolve all control and management responsibilities to the lowest level of government.
- There should be as little interference as possible by any level of government and maximum participation by the private sector and the users of facilities.

- Guidelines on these issues should be broad and consist of helpful suggestions rather than prescriptions.
- Each local authority, Metropolitan Transport Advisory Board (MTAB) and Regional Services Council (where applicable) should develop its own policy, to ensure that its policy is reasonably consistent across modes.
- Liaison through forums such as the LTLCs is vital.
- The functions; collection of revenue, making rules specific to a facility and employment of staff should be control functions.
- The MTAB is an advisory body and could therefore not take responsibility for any functions. Either the Technical Liaison Committee or the Public Transport Sub-Committee could be players.
- A key element in this discussion is that the ultimate responsibility as far as public transport facilities are regarded should remain with local authorities.
- Control belongs with the industry and management with the authorities through liaison with the players in the industry.

COMB20.RAU



ProQuest Number:28301799

All rights reserved

INFORMATION TO ALL USERS

The quality of this reproduction is dependent on the quality of the copy submitted.

In the unlikely event that the author did not send a complete manuscript and there are missing pages, these will be noted. Also, if material had to be removed, a note will indicate the deletion.



ProQuest 28301799

Published by ProQuest LLC (2021). Copyright of the Dissertation is held by the Author.

All Rights Reserved.

This work is protected against unauthorized copying under Title 17, United States Code  
Microform Edition © ProQuest LLC.

ProQuest LLC  
789 East Eisenhower Parkway  
P.O. Box 1346  
Ann Arbor, MI 48106 - 1346