Proposed Roads Policy for South Africa

Presentation at IQPC's Africa Road & Bridge Forum 2017

Hyatt Regency Johannesburg, South Africa

30 January 2017

Whity Maphakela,
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- Structure of the Policy
  - Sustainable Approach to Roads
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  - Funding
  - Legislative Framework
  - Performance Evaluation
- Way Forward
The purpose of the presentation is to

- provide overview of the project to formulate the Roads Policy for South Africa;
- provide a progress report on the draft policy;
- obtain IQPC's Africa Road & Bridge Forum support on the Policy
INTRODUCTION

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

Update of the White Paper on National Transport policy
INTRODUCTION

• **Contributing Technical Committees**
  - RCB & other COTO/RCB Technical Sub Committees, NMT Steering Com, Road Safety Tech Com, IPPP, RIMS, NTF.

• **Influence by other Projects**

• **Influence by Provincial Stakeholder Consultations**

• **Influence by External Stakeholders**

• **Influence by EXCO, COTO, MINMEC AND CLUSTER**

• **Influence by Cabinet and Parliamentary Processes**

**Fig1: Roads Policy Development (Contributing and Influential Factors)**

- Literature Review
- Stakeholder Needs Analysis
- Comparison of National Safety Policies and Plans (Various Countries) by World Road Association
- DOA Global Rd Safety Plan (UN); Crash Data Investigation (ITP Branch)
- Road Safety Summit Resolutions
- Draft NMT Policy
- Draft Road Infra Policy

Roads Policy for SA
INTRODUCTION

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

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

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

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

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

• address the planning, design, construction and maintenance of the road network, to protect the public investment in the road infrastructure, to ensure the continued functionality of the transportation system,

• promote the safety of all road users (particularly NMT users as the vulnerable group),

• improve access and mobility of the marginalised groups and the rural communities in terms of accessing basic social services and job opportunities by overcoming spatial and geographic barriers,

• Improve road safety by providing a reliable, effective, efficient and fully integrated transport infrastructure and services.

• address the cross-sectional alignment and integration across national departments enhancing cooperation to steer relevant industries towards more holistic and responsible practice.
OBJECTIVES OF THE ROAD POLICY

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

- Management of Roads to considers the legal framework, institutional relationships on spheres of government, road infrastructure provision, technical capacity and employment creation.
- Non-Motorised Transport chapter to focus on animal-drawn transport, cycling, walking, eco-mobility and environmental sustainability and innovative solutions.
- Road Safety chapter to respond to 5 pillars of the Decade of Action Plan (Global Road Safety Plan), which was adopted by South Africa, namely: **road safety management, safer roads and mobility, safer vehicles, safer road users and post-crash responses**.
- This policy will ensure that appropriate staff are appointed for in Road Safety, NMT & Infrastructure Divisions to ensure effective M&E, timeous & accurate reporting hence capacity building to be prioritised.
- The final policy statements on funding for roads to be based on discussions with National Treasury in order to influence equitable share allocations.
- Integration with other sections to include freight, public transport, rural access and regional integration. For these sections, the focus is limited to a roads infrastructural response only because there will be sector specific policies to address these issues in more detail.
- The proposed policy shall apply to all public roads in South Africa that are managed by Roads Authorities. While there are roads and streets in South Africa that are planned, financed, constructed, owned, managed and maintained by parties other than road or local authorities, it can be applied by private road owners and the National Road Traffic Act shall be applicable.
STRUCTURE OF THE ROADS POLICY

SUSTAINABLE APPROACH TO ROADS

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

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

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

FUNDING

LEGISLATIVE FRAMEWORK

PERFORMANCE EVALUATION
## Road Infrastructure: Institutional Relationships

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

*Proposed assignment of roles and responsibilities*

<table>
<thead>
<tr>
<th>Current Road Owner</th>
<th>Proposed Owner</th>
</tr>
</thead>
<tbody>
<tr>
<td>SANRAL</td>
<td>SANRAL</td>
</tr>
<tr>
<td>Current national road network</td>
<td></td>
</tr>
<tr>
<td>Remaining Strategic Network (after reviewed)</td>
<td>SANRAL</td>
</tr>
<tr>
<td>Provinces</td>
<td>SANRAL</td>
</tr>
<tr>
<td>Primary Network</td>
<td>Metros</td>
</tr>
<tr>
<td>Portions of provincial roads within metropolitan boundaries</td>
<td>Provinces</td>
</tr>
<tr>
<td>Portions of provincial roads within local authority boundaries</td>
<td>Local Authorities</td>
</tr>
<tr>
<td>But portions of provincial roads within local authority boundaries that have skills and capacity to manage their own network</td>
<td></td>
</tr>
<tr>
<td>Metros &amp; Local Authorities</td>
<td>SANRAL</td>
</tr>
<tr>
<td>Approach roads to border posts (up to country’s border) and ports</td>
<td></td>
</tr>
<tr>
<td>Other government departments and state-owned entities</td>
<td>SANRAL</td>
</tr>
<tr>
<td>Approach roads to border posts and ports</td>
<td></td>
</tr>
<tr>
<td>- Un-proclaimed roads</td>
<td>Assigned to provinces and local authorities depending on functional classification and significance of road.</td>
</tr>
</tbody>
</table>
## Road Infrastructure: Management

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

- **Policy Statements**
  - All RAs to comply with COTO technical policies and standards
  - Apply Road Asset Management principles
  - SANRAL maintains the Strategic Road Network
  - Maintain roads and streets under jurisdiction at an acceptable level
  - Maintain the integrity of the road network and the road reserve
  - Promote the integration of roads with land use and developmental objectives
  - New roads based on sound sustainable approach and green road principles
  - Universally accessible

- **Benefit / Impact**
  - Improved delivery due to better management
  - COTO to mandate RCB to approve COTO manuals
  - Budget and resourcing implications for implementing RAMS
  - Integration of roads and transport and land use requires a complete shift in how projects are implemented.
  - Sustainable approach to roads management, green roads and universal design will have cost implications
## Road Infrastructure: Technical Capacity & Employment Creation

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

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

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

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

Regional Integration with SADC
## Non Motorised Transport:

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

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

Discussions at a Technical Level

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

Provincial Consultation sessions

• Eastern Cape: 29 September 2015
• Free State: 9 September 2015
• Gauteng: 15 September 2015
• KwaZulu Natal: 3 September 2015
• Limpopo: 22 September 2015
• Mpumalanga: 6 October 2015
• Northern Cape: 25 August 2015
• North West: 18 August 2015
• Western Cape: 1 September 2015

National Workshop

• 21/22 July 2016
DEPARTMENTS/STAKEHOLDERS CONSULTED

Administration Structures and with the Political Principals

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

Conferences and Workshops, etc.

• **Southern African Roads Federation (SARF)**
  - 14 October 2016

• **Roads Pavement Forum (RPF)**
  - May 2016
  - November 2016

• **Transport Forum**
  - 6 October 2016

• **Chemical & Allied Industries Association (CAIA)**
  - 12 October 2016
  - 18 October 2016
  - 20 October 2016
Next Steps

• Cabinet consideration and approval of the Green Paper: Roads Policy for South Africa to be Gazetting for engagements with the Private Sector, Civil and Organised Society, Associations, Business Community and Religious Leaders;
• Consultations Workshops;
• Review process;
• Development of a White Paper for Cabinet approval
• Policy implementation
Ke a leboga

Thank You