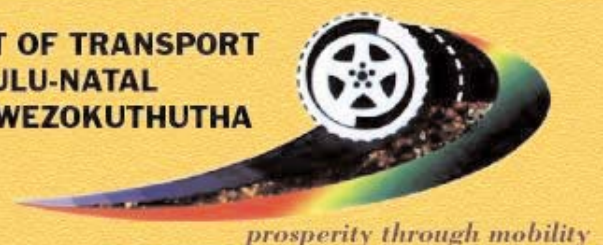


# WHITE PAPER ON FREIGHT TRANSPORT POLICY

OCTOBER 2004

DEPARTMENT OF TRANSPORT  
KWAZULU-NATAL  
UMNYANGO WEZOKUTHUTHA



## KWAZULU-NATAL DEPARTMENT OF TRANSPORT



## MINISTER'S FOREWORD

KwaZulu – Natal plays a crucial strategic role in South Africa's and the Southern African Development Community's (SADC) economy and international trade as more than 75% of all exports move through KwaZulu – Natal's ports of Durban and Richards Bay.

The KwaZulu- Natal Department of Transport's White Paper on Freight Transport Policy (October 2004) mainly deals with broad issues affecting all applicable modes of transport, that is, road, rail, pipelines, air and maritime transport. Its purpose is to maintain and develop the freight transport system of KwaZulu-Natal to:

- Ensure the continued ability of KwaZulu-Natal's freight transport corridors to serve the needs of the province, the country and the SADC
- Create sustainable freight transport systems through modal and intermodal optimization
- Regulate and provide adequate facilities with supportive human resource development

The White Paper has been prepared within the ambit of the National and Provincial Department of Transport's strategic visions and within the framework of the White Paper on National Transport Policy (1996). The policy formulation process was a

long exercise which included extensive consultation with stakeholders. Public participation sessions were held in all four regions of KwaZulu- Natal from October 2003 to January 2004. I wish to thank all organizations and individuals, especially the KwaZulu- Natal Freight Task Group, for their participation in the process. Their inputs were essential and without them we could not have reached this milestone.

Now that we have reached this stage, I want to assure the people of KwaZulu- Natal and South Africa that we are going to implement the policies contained in the White Paper immediately. We intend to develop an Integrated Freight Transport Strategy that will be the detailed plan to ensure that all the intentions contained in the White Paper are transformed into reality.

In conclusion, I must mention that our province and our country are in a constant state of change and development and our policies therefore require regular review, updating and expansion. The KwaZulu- Natal White Paper on Freight Transport Policy is no exception to this.



**Mr. Bheki Cele**  
MEC: Transport, Safety & Security  
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OCTOBER 2004

## PREAMBLE

The KwaZulu-Natal Minister of Transport initiated the process of formulating a Provincial Freight Transport Policy in order to define the role of the Province in the application of the National Freight Transport Policy.

It is necessary that the Provincial Freight Transport Policy takes cognisance of the fact that the ports and the land transportation system of KwaZulu-Natal handle the major proportion of South African import-export cargo. The development of effective, integrated, holistic and sustainable policies in respect of the infrastructure and operation of all modes of freight transport is therefore essential for the province, the country and the region.

In due recognition of the responsibility of the provincial government to facilitate the provision of efficient transportation systems in the province, a Directorate of Freight Transport has been established within the KwaZulu-Natal Department of Transport (KZN: DOT). This Directorate will provide the necessary capability for management of the policies defined in this Draft White Paper.

The application of the policy will, in conformity with the National Land Transport Transition Act (NLTTA) and the National Land Transport Strategic Framework (NLTSF) (2002-2007), be administered by the KZN: DOT in terms of the National Road Traffic Act (NRTA) and the KwaZulu-Natal Roads Act, the Development Facilitation Act (DFA), and other national and provincial legislation. In addition, the KZN: DOT will provide for the creation of structures in order to achieve effective co-ordination of modal and intermodal transport, where these fall outside the defined responsibilities of the province.

To enable an appreciation of the large freight cargo volumes that move through the ports of Durban and Richards Bay, as well as the annual tonnage moved by air and on the rail and road transport corridors, a fact sheet on the situation for the period 2001-2003 is included as Appendix I, Maps showing the location of the transport infrastructure as Appendix II, and a list of relevant legislation as Appendix III.

## POLICY VISION

***“To retain and develop the freight transport system of KwaZulu–Natal, to ensure the continued ability of the KwaZulu-Natal freight corridors to serve the needs of the province, the country and the region; to create sustainable freight transport systems through modal and intermodal optimisation, regulation and the provision of adequate facilities and supportive human resource development “***



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## 1. THE NATIONAL CONTEXT

### 1.1 Freight Policy Framework

There are various documents which are relevant to an analysis of South African central government overall transport and freight policy. The most specific of these are:

- The 1986 National Transport Policy Study White Paper
- The 1996 White Paper on National Transport Policy, and
- The “Moving South Africa”, 20 year strategic Framework for Transport Policy in South Africa, issued by the Minister of Transport 1999.

In the history of freight transportation in South Africa the pendulum has swung from strict economic regulation to total economic deregulation. The goals in the 1986 White Paper were to provide a safe and reliable freight transport service, and through a simplification of regulations governing particularly road freight transport, to further effective and equitable competition, with the proviso of a satisfactory quality system being in place. Various measures were implemented to promote these goals however a satisfactory road freight quality system was not installed. The intention was for economic decisions to be left to the market place to resolve, financial inequities which might favour one or other mode of transport to be eliminated, public safety to be protected and operator quality (for all modes) to be enhanced.



The 1996 White Paper on National Transport Policy re-affirmed and built on these principles in respect of freight transport with special emphasis on traffic quality and safety matters, but added certain additional policy objectives. These included the following:-

- A comprehensive freight transport information system was to be developed
- Seamless intermodal services were to be promoted
- Current capacity, within all modes (basically rail and road) was to be maintained and optimised
- The implementation of freight policy was to be prioritised in terms of sustainable economic and development needs, within a practical and equitable distribution of all capital and costs
- A strong diverse and competitive industry was to be provided, within the limits of sustainable transport infrastructure, and protection of the environment, especially with respect to the transport of hazardous substances
- Human resource development and the promotion of entrepreneurial opportunities was to receive attention.

In particular road transport law enforcement, in the interests of safety was to be “optimised”. The documents also dealt with policy objectives concerning co-ordination of international freight transport operations primarily a central government, and not a provincial matter.

During 1997 and 1998 the National Department of Transport developed a 20-year strategic framework for transport in South Africa, the Moving South Africa (MSA) document. This framework goes beyond the primarily road and rail freight issues (which constitute probably in excess of 98% of all freight transport within South Africa) to also include issues of air and maritime freight transport, of which the latter is probably most relevant to KwaZulu-Natal. The additional matters in the MSA which are of relevance to a KZN freight policy are as follows:

- Encourage intermodal networks
- Promote density in corridors (rather than a diffused freight movement network)
- Deploy modes to achieve optimal economies of scale for a given volume and distance

- Create innovative institutional and regulatory structures to co-ordinate implementation of investment in an integrated fashion (this for example requires the contemplated three fold increase in “port side” capacity at Durban to be matched by corresponding “land side” improvements)
- Recognise the role of SADC countries in freight generation to the province
- Lowering of transit times and system costs to increase the competitiveness of customers
- Internalise externalities to the maximum possible degree
- Decrease the distorting effects of cross subsidisation and increase the potential to re-invest in the business
- Encourage full cost recovery of infrastructure and externalities from users – though this issue is of more relevance to central government
- Stimulation of integrated logistics.

## 1.2 White Paper on National Transport Policy

The White Paper on National Transport Policy (1996) deals with land freight, civil aviation and maritime transport. It sets out a different mission statement and strategic objectives for the National Department of Transport in each modal area.

A number of themes emerge which are common to each mode and that provide guidance in policy development.

**Safe, efficient, reliable and integrated transport:** A safe and efficient transport system is emphasized, so as not to compromise the level of service to customers. A reliable and integrated transport system increases the competitiveness of our country's imports and exports and addresses inefficiencies in the system.

**Seamless intermodal services:** Modal integration is encouraged and the movement of some goods from road to rail emphasized, so as to increase the efficient utilisation of infrastructure.

Coordination and institutional arrangements: Since transport is the competency of all spheres of government, and some operations are state-owned enterprises, the coordination of structures responsible for planning and operation, is required.

Improvement of service levels and contribution to the socio-economic development of South Africa: Government has emphasized the need to create a strong, diverse, competitive and sustainable transport industry that will contribute to the economic development of South Africa.

Human resources development: Lack of skills in the transport industry has been identified, and there is a need for skills development that will also provide employment.

The National White Paper on Transport Policy puts forward a number of policy principles which are relevant to KwaZulu-Natal:

The role of government: This is to focus on policy and strategy formulation, to retain the regulatory role and to reduce direct involvement in operations and in the provision of infrastructure.

Inter-governmental matters: Government should promote the integration and co-ordination of policy and activities between the different spheres of government.



## 2. KEY ISSUES

### 2.1 Provincial Policy Development

In the National White Paper and in the Moving South Africa document the government has identified various areas that are important in the development of the freight industry. These themes are also relevant for freight policy development at provincial level.

#### *Infrastructure*

The National White Paper identifies the lack of adequate transport infrastructure for all modes as having a negative impact on the development of a sustainable transport industry. The increase in focus on exports has highlighted the need for a competitive freight transport industry, which as a pre-requisite requires an efficient and sustainable transportation infrastructure. Infrastructure development is also seen as an opportunity for partnerships between government and the private sector. In defining its role, the government would prefer to reduce its involvement in the provision of infrastructure and services, and rather create development opportunities by means of public and private partnerships.

The White Paper encourages the establishment of coordinating structures between government and state-owned enterprises. This coordination has to take place at provincial and local levels of government.

These coordinating structures are responsible for identifying the need for infrastructure and to address those needs through proper planning and coordination across all modes.

#### *Management, Control and Operations*

The government wants to retain the role of regulation and control, so as to ensure unbiased regulation of safety and quality in general and to control market access for transport operators where this is necessary. The government role also includes setting standards, enforcement rules and regulations.

In order to ensure compliance the government has to set up coordinating structures that will create uniform standards of compliance and enforcement. The government has to provide adequate resources for enforcement agencies.

## ***Planning and Development***

Various government institutions are involved in planning and development. The coordination of plans needs to take place so as to ensure that the economic development plans of government are met and that there is no duplication of scarce resources. The National White Paper emphasizes the need for coordination of plans and developments so as to ensure that national, provincial and local government priorities are met. In this respect the provinces are given responsibilities in terms of the National Land Transport Transition Act and the National Land Transport Strategic Framework (2002-2007).

## ***Institutional Relationships***

At national level the relationship between the National Dept. of Transport (NDOT), the Dept. of Trade & Industry (DTI) and the Dept. of Public Enterprises (DPE) is in respect of policy, legislation, funding, management and operations. The role of NDOT is to set policy framework for the different components of freight transport and these include rail, road, air transport and maritime safety. DTI's role is to manage policy implementation, so as to ensure private sector investment and sustainable economic development. DPE is responsible for the implementation of the policy set by NDOT through the State-Owned Enterprises (SOE's) that are tasked with management and operations.



**Enforcement Officers at Work**



## KWAZULU-NATAL DEPARTMENT OF TRANSPORT

In all government policy formulation processes at national level there is acknowledgement of the role of each department in ensuring that broad government aims and objectives are met in implementation.

At provincial level there is no direct duplication of these departments, as they exist at national level. The provincial Department of Transport is the custodian of policy formulation for freight. DTI at provincial level in KwaZulu-Natal is represented by the Department of Economic Affairs and Finance. Its role is to ensure that provincial freight policies will attract investments and facilitate economic development. DPE has no direct representation at provincial level and some of its roles of monitoring state-owned enterprises reside with either the provincial Department of Transport or with the Department of Economic Affairs and Finance.

At provincial level there is therefore a particular need for setting up inter-departmental coordinating structures that will ensure effective planning and implementation of policy.

### ***Funding***

The government has identified the need for additional sources for infrastructure development funding. As a result, other forms of funding will be required to encourage private sector participation at various levels of development. For such private sector funding opportunities in freight transport infrastructure to be maximised, will require the KZN: DOT to provide a suitable facilitation and coordinative structure, encompassing all transport modes.

### **2.2 Current Situation in Freight Transport in KZN**

Due to the long-term nature of the infrastructure and equipment utilised in transportation, it is necessary to formulate Freight Transport Policy for an appropriate time span such as twenty to fifty years, covering both the short and medium to long term.

It is also necessary at provincial level to develop policies, which are more specific and pragmatic than national policies, so as to provide the basis for an implementation process capable of introducing measures to achieve the policy objectives.

In order to provide a brief perspective on the extent and significance of key aspects and major issues relative to freight transport in KwaZulu-Natal, the relevant transport modes and locations are described briefly below.

## **Ports**

The ports of Durban and Richards Bay handle the major proportion of all import-export cargo for the Southern African region, and are the busiest ports for break bulk, containers and bulk liquids, as well as bulk export commodities such as coal and woodchip.



**Port of Durban**



**Port of Richards Bay**

Growth is expected in Durban container traffic that will exceed the capacity of the port, and R4.3 billion will be spent over 5 years to increase capacity in the port. Richards Bay has extensive development capacity and expansion of the port for present commodities is proceeding, whilst enhancement of container and other facilities is under investigation.

## **Rail**

The main rail line from Durban to Gauteng is currently operating at 35% of line capacity and could handle a far higher proportion of long distance freight if equipment and systems were upgraded. Historical investments in rail infrastructure have resulted in under utilised facilities in many areas, at current levels of traffic.



## KWAZULU-NATAL DEPARTMENT OF TRANSPORT



**Freight Locomotive**



**Cato Ridge Marshalling Yard**

The rail line between the coal production areas of Mpumalanga and KwaZulu-Natal and, Richards Bay, is operating at approximately 85% of capacity and continual upgrading is necessary to match demand for the transport of bulk commodities to Richards Bay.

The rail line between Durban, through Golela to Swaziland has the capacity to handle increased tonnage.

The Rail Branch Lines of the Province, including the Durban - Port Shepstone line, are under-utilised but in urgent need of rehabilitation as a prerequisite for future redevelopment of Branch Line Rail services. To address the escalating transfer of branchline cargo to road transport and the subsequent reducing railway services on these lines, provincial involvement will be necessary to explore other models of operation to improve operational efficiency of the branchlines.

### ***Roads and Road Freight***

KwaZulu-Natal has 23,121 kms of Provincial roads and 1,138 kms of National roads.

The N3/N11 Durban-Gauteng corridor is the most heavily trafficked road freight cargo route in the country, in terms of tons carried and vehicle movements. The road freight transport corridors of KwaZulu-Natal are also of critical importance to the whole SADC region, being the region's most effective routes for import - export trade.



**Intersection of the N3 and N2: E.B Cloete Interchange**

The N3 corridor south of Mooi River is relatively congested and with no viable alternative, is highly vulnerable to disruption of the cargo flow, by accidents or road damage. The R103 parallel alternate route to the N3 is in need of maintenance and is unsuitable for large volumes of freight transport. The N3 route via Van Reenen's Pass is vulnerable to interruption by accidents and weather. The future realignment of the route via De Beers Pass will greatly improve the safety of the road corridor.



**Disruptions on the N3 caused by accidents**

The N11 section between Ladysmith and Newcastle is congested to the point of being dangerous, due to the mix of Heavy Goods Vehicles and Light Vehicles on the two lane sections. The access from the N3 to and from the Port of Durban through



eThekweni city is congested and in its present state, incapable of absorbing future projected heavy vehicle traffic flows.

Richards Bay does not have adequate direct road linkage to the interior, a factor hindering future development as a major general cargo port. The most direct routes between Richards Bay and Gauteng and the Tugela Basin industrial areas, are Provincial roads not suitable for large volumes of heavy vehicle traffic. From a road safety perspective, some sections of this route are unsuitable for 56 ton articulated heavy vehicles.

The roads of the province are deteriorating rapidly and the overall condition is already poor. The cumulative under-funding for rehabilitation and maintenance of provincial roads over the past 8 years to 2002, is R 2.9 billion. Unless this situation is adequately addressed, the efficiency and costs of road transport will be adversely affected. A sustainable road maintenance programme is essential to ensure the long term competitive advantage of KwaZulu-Natal as the Gateway to Southern Africa.

### ***Road-Rail Competition***

For local delivery and short-haul traffic, road transport is the dominant mode of freight transport in the province. For haulage of bulk commodities rail transport has more than 40% market share of cargo moved on the Durban/Gauteng corridor and, transports over 80% of the cargo shipped through the port of Richards Bay. On all other routes that have a parallel road and rail service, road transport carries over 80% of all the cargo. In rural areas rail was the dominant carrier in the past, but after the increase in heavy vehicle size in the early 1990's, from 48 tons to 56 tons (Gross Combination Mass) with payload increasing from 27 tons to 36 tons, the market share of road transport increased rapidly.

## *Air Cargo*



Small amounts of airfreight are carried in the belly of passenger aircrafts.

The air cargo tonnage handled at Durban Airport is limited by the availability of aircraft cargo capacity so that a considerable tonnage of air cargo for international destinations is transported to and from Johannesburg airport by over-night road transport services.

The planned relocation of Durban Airport to La Mercy will open new horizons for the production of airfreight related products, commodities, crops and horticulture for export.

## *Pipelines*



**Tank Farm Durban**

The two main pipeline routes in South Africa are from Durban to Gauteng and Durban- Richards Bay-Secunda. The cargo comprises crude oil, leaded and unleaded petrol, diesel, methane gas, and aviation fuel.

Future plans include the dedication of the Durban/Richards Bay pipeline to the transportation of gas products from the Mozambique gas fields, for industrial and domestic usage in the coastal areas.

### 2.3 Vision of Freight Transport Policy

The Freight Transport Policy of KwaZulu-Natal must of necessity be located within and conform to the broad parameters of National Transport Policy, but on specific issues may not necessarily be limited by national policy where there is need for provincial solutions for optimal benefit to the people of KwaZulu-Natal.

#### *Policy Vision*

***“To retain and develop the freight transport system of KwaZulu-Natal, to ensure the continued ability of the KwaZulu-Natal freight corridors to serve the needs of the province, the country and the region; to create sustainable freight transport systems through modal and intermodal optimisation, regulation and the provision of adequate facilities with supportive human resource development “***

## 2.4 Objectives of the Freight Transport Policy

- a) To optimise resource usage through intermodal transport technology, integration, communication systems development, and the provision of effective facilities and infrastructure.
- b) To maximise human resource development and training, to ensure the competitive efficiency of the KwaZulu-Natal freight transport corridors.
- c) To provide for rational integration with the transport system in the rest of South Africa and the region, with the clear proviso that the policy must provide for sustainable effectiveness, growth, and improved efficiency and international competitiveness over time.
- d) To promote the development of economic activity and growth within KwaZulu-Natal by providing transit corridors to the interior, from the two major ports.
- e) To take cognisance of the energy, environmental and safety considerations of all transport modes.
- f) To support and improve employment creation and SMME opportunity potential in freight transportation, by facilitating distribution and transport services in industry, agriculture and government departments.
- g) To enhance the cost efficiency of the overall transportation system of the province, through optimal resource allocation and usage, within the financial capability of the province.

### 3. INFRASTRUCTURE

Within the framework of National and Provincial Legislation listed in Appendix III, the Freight Transport Policy of KwaZulu-Natal will address the following infrastructural considerations. Maps of the main Road, Rail and Pipeline infrastructure of KZN are attached as Appendix II.

#### 3.1 Intermodal Development



Freight Handling Facility

KZN: DOT will become involved in planning measures to identify the needs of the economy in respect of freight transport infrastructure, recognising both the interdependence and substitutability of the modes for major volumes of freight movement, including transport by road, rail, and shipping; and the promotion of an airfreight intermodal facility at the proposed King Shaka Airport.

The KZN: DOT will facilitate and guide the infrastructural development of all modes, to achieve optimal overall efficiency for the entire freight transportation system of the province.

The KZN: DOT will monitor and assist with co-ordination and planning of modal and intermodal developments to relieve congestion and improve control of safety aspects of freight transportation. Where appropriate KZN: DOT will formulate



strategies aimed at shifting appropriate cargo from road to rail and vice versa, while taking into consideration economic sustainability and competitiveness of industry and the country as a whole.

### 3.2 The Ports

#### *The Port of Durban*



**Container Ships**



**Millennium Tower**

KZN: DOT will seek involvement in the co-ordination of intermodal development with eThekweni Metro and the National Port Authority, in the interests of maximising the efficiency of the overall freight transportation system.

Recognising that the port of Durban is intensely developed, that the port infrastructure is congested, that acquisition of land for development of additional infrastructure will be expensive and that port efficiency is dependent on total corridor transportation performance, KZN–DOT will actively promote provincial involvement in the necessary land use planning analysis of the relevant freight transport corridors that serve Durban harbour. This will require liaison with eThekweni Metro, the South African National Roads Agency and Spoornet to plan the long-term development framework for road and rail corridors to meet the demands of freight transport through the province to and from the port of Durban over a 20 –50 year time horizon.

It must be recognised that with the further development of Durban harbour such as the widening and deepening of the entrance channel, the tonnage of cargo handled, will increase. This will in turn, increase the volume of road and rail transport, through the eThekweni Metro.



## *The Port of Richards Bay*



**Coal Terminal**



**Multi Purpose Terminal**

In consultation with the relevant stakeholders the KZN: DOT will facilitate, where possible, co-ordination of the development of Richards Bay with due regard for the large undeveloped port and industrial areas, with the intention of maximising the development potential of these areas.

Development prospects for effective road and rail linkages to the Tugela Basin and northern hinterland of the port will be investigated and implemented where necessary.

### ***Port Competitive Capability***

The ports of Durban and Richards Bay are substantial economic generators for the provincial economy of KwaZulu-Natal. It is incumbent upon the KZN: DOT to ensure that timeous planning will provide the necessary infrastructure to protect the present cargo volumes shipped through these ports and, accommodate anticipated cargo growth.

Considering the recent privatisation of Maputo Harbour north of the province and the development of the Port of Coega in the Eastern Cape, the present Eastern Seaboard hub port status of Durban could be challenged. Apart from suitable port infrastructure being provided, to maintain the competitive capability of Durban and Richards Bay ports, the relevant provincial, municipal and national authorities will have to ensure provision of adequate road and rail linkages to each port. In this respect KZN: DOT has a key coordination role to play.

### 3.3 Shipping Service Requirements

The KZN: DOT will establish the means for monitoring the need for infrastructure to promote the performance of shipping services.

The KZN: DOT will promote shipping opportunity, by facilitating establishment of enhanced facilities for international cargo trade, as well as encouraging establishment of world class intermodal facilities at each port.



**New Super Cranes: Durban**



**New City Terminal Development: Durban**

Liaison will be developed with port authorities in respect of expansion plans, to enable adequate provision for supporting land transport linkages.

### 3.4 The Durban Port Hinterland Corridor

Recognising that the present N3 road corridor is becoming congested and vulnerable to disruption and closure in event of accidents or natural disasters such as flood or snow, KZN: DOT will investigate the feasibility for development of alternate routes and the potential for utilisation of the rail mode to relieve congestion of the road route.



**Delays experienced through snow.**

### 3.5 The Richards Bay Port Hinterland Corridor

Recognising that the future development of Richards Bay is dependent on road and rail links to the North, and that current routes are largely inadequate for increased cargo flows, KZN: DOT will actively promote the development of improved road infrastructure to link Richards Bay to Gauteng, the Mpumalanga industrial areas, and the Tugela Basin. Planning will include roads to the port and development of general freight and container capacity of the transport system.

### 3.6 The Coastal Highway

The KZN: DOT will continue to facilitate the improvement of the access to the port of Durban from the N3 and N2 national routes and to the port of Richards Bay from the N2.



**Congestion around the Port of Durban**

KZN: DOT will assist and promote the planning of the Maputaland and N2 north corridors to enhance the freight transport and tourism potential of the northern region of the province.

### 3.7 Provincial Roads and Railways

The provincial roads in KZN are generally well located although in many areas the roads are currently inadequate in terms of pavement design, due to the large increases in permissible vehicle mass in recent years.

In some areas the horizontal and vertical alignment of the roads is inadequate for current vehicle dimensions, contributing to an unsatisfactory increase in road freight vehicle accidents. To improve road safety on provincial roads the KZN: DOT will consider methods to create a safer trucking environment; including truck lay-byes for stopping purposes and improved enforcement.



**Rail Maintenance**



**Road Improvements**

To create optimised road and rail freight transportation services for the rural areas of the province, the KZN: DOT will engage the relevant national authorities to facilitate the improvement of railway infrastructure and facilities. In line with national policy this will facilitate improved rail efficiency and enable a transfer of cargo from road to rail; which in turn will improve road safety and, provide rural job opportunity by employment on railway services.

### 3.8 Durban International Airport, King Shaka Airport and Dube Trade Port

In recognition of the fact that current airfreight capacity at Durban International Airport is limited and that airfreight tonnage is growing, there is economic growth potential to be gained from the relocation of Durban Airport.

KZN: DOT will actively assist promotion of the concept of the international status King Shaka Airport at La Mercy, and evaluate all potential associated transportation



opportunities. The King Shaka Airport would increase the potential for air cargo shipments and to this end, supportive agro-industry providing airfreight for exports would be encouraged to locate in close proximity to the airport. An airport with international status will also enhance the tourism capability of KwaZulu-Natal.

The proposed adjacent Dube Trade Port similarly would encourage air cargo imports and exports, while also promoting the establishment of technologically advanced labour intensive industry. Proposed electronic “cybertech” trade facilities would be established to consolidate the position of Durban and KwaZulu-Natal as ‘The Trade Gateway to Southern Africa.’

### 3.9 Pipelines

KZN: DOT will take cognisance of the important role of pipelines for freight transport and their potential for further generating economic activity in the province.

To promote modal optimisation and usage of scarce infrastructure, KZN: DOT will encourage optimal utilisation of pipeline transport system for appropriate products.

## 4. MANAGEMENT, CONTROL AND OPERATIONS

By means of total resource costing and cost benefit analysis, The KZN: DOT will facilitate an evaluation of the optimal modal split for the freight transport corridors of the province.

The provincial policy will be to promote the concepts of optimal cost effectiveness in relation to social and economic benefit and safety, and efficiency within a sustainable freight transport dispensation.

The KZN: DOT accepts the responsibility within its nationally defined competency, to create effectively managed and controlled freight transport systems, to support the economic and social objectives of the province and the country.

The KZN: DOT recognises the definitions of responsibility for transport modes in terms of the NLTTA, and in this context is committed to explore all necessary channels and motivate the required action to achieve the objectives of the Freight Transport Policy. The KZN: DOT commits itself to working closely with other government and provincial departments and agencies at all levels in areas requiring interdepartmental co-operation.

## 4.1 Ports and Shipping

The KZN: DOT will facilitate the co-ordination of intermodal planning to optimise development of the ports of the province and achieve optimal efficiency on the corridors servicing the ports.

### *Port of Durban*



**New Car Terminal**



**Vehicle Being Loaded onto Vessel**

Taking cognisance of the importance of the ports of Durban and Richards Bay to the provincial economy, the KZN: DOT will promote the current efficiency of KwaZulu-Natal freight transport corridors and continually seek ways to improve them, to ensure the regional and international competitiveness of the transportation system that serves each port.

## 4.2 Rail Transport

KZN: DOT will establish liaison structures to facilitate improved co-ordination of planning measures for the supply of rail freight transport and will encourage utilisation of under-utilised infrastructure, wherever this is beneficial to the economies of the province and the country.

Initiatives will be pursued to optimise the usage of rural freight transport by means of facilitating increased usage of rail branchlines, if this shows a positive net benefit to the province.

KZN: DOT will arrange to support or initiate impact studies to assess the implication of any proposed closures of rail lines or termination of services, for the affected areas and the province as a whole. Closure of rail branch lines will be actively discouraged.



**Victoria Road – Pietermaritzburg**



**Hazardous Cargo on Rail**

Intermodal opportunities with particular reference to SMMEs will be investigated and where feasible, implemented.

The KZN: DOT will assess the adequacy of safety standards for the transportation of hazardous cargoes by rail, as well as the co-ordination of disaster recovery.

#### 4.3 Road Transport

The effective movement of road freight on the major corridors necessitates high standards of efficiency and safety, as defined in the existing Road Traffic legislation. Responsibility to ensure that these standards are maintained at optimum levels is that of the KZN Road Traffic Inspectorate (RTI).

Aspects to be promoted in the achievement of the operational efficiency of the province's road freight system include the following:

Vehicle Standards - through roadside inspections and the control of test station standards, the monitoring of brake systems and tyre standards of Heavy Goods Vehicles, particularly considering the mountainous terrain of much of KwaZulu-Natal.

Driver Standards - through roadside inspection, suitable accreditation and control of training institutions and the activities of the testing and licensing of officials.

Operating Standards - enforcement in respect of speed, overloading control, load securement, handling of hazardous and dangerous commodities, driving hours for long distance operations, and general truck safety features.



**Speed Control**



**Vehicle Inspections**

In respect of overloading control, focused action and provision of facilities is necessary to ensure protection of the roads and public safety, not only on national routes but also provincial routes.

KZN: DOT will liaise with relevant provincial and national agencies to resolve the problems associated with parking of freight vehicles on roads and the need for suitable “truck stop” rest and parking facilities for long distance freight vehicles.

The KZN: DOT will promote the coordination of enforcement and emergency service agencies, by creation of structures to improve the liaison between the agencies at different levels of government, including where necessary the introduction of enabling legislation to improve efficiency in the delivery of such services.



**Typical Truck Stop**

The KZN: DOT will promote the concept of an effective National Operator License Registration System to overcome the current problems with enforcement of the National Road Traffic Act. .

With respect to Abnormal Loads, where relevant infrastructure modification is required, practical measures will be put in place to protect the condition of the designated routes.



**Abnormal Load**

## ***Dangerous Goods***

KZN: DOT will promote:

- The development of effective regulations to control the transportation of dangerous materials.
- Measures to deal with incidents immediately and effectively.
- The training of “dangerous goods” inspectors.
- The provision of truck stops and suitable parking areas for dangerous goods vehicles.
- The equipping of dangerous cargo routes with emergency facilities to respond effectively to medical and environmental emergencies.
- The concept by which “dangerous goods vehicles” will be treated uniquely in terms of issuing C.O.R.’s.



**Dangerous Goods Vehicle**

## ***HIV / AIDS***

- KZN: DOT will play an active role in the fight against HIV / AIDS amongst truck drivers by supporting all endeavours by the trucking industry against HIV/AIDS.
- KZN: DOT will promote measures to control the activities of commercial sex workers in truck driver resting areas. KZN: DOT will enlist the assistance of other government and non-government agencies in an endeavour to limit the effects of the HIV/AIDS epidemic in the transport industry

### ***Provincial Road Standards***

The KZN: DOT will take steps to protect the provincial roads by reducing road usage through the intermodal transfer of freight to rail where possible, and to reduce the damage caused by heavy freight vehicles. Studies will be undertaken to establish the feasibility and sustainability of promoting a modal switch of freight cargo from road to rail.

To achieve an optimised solution in respect of provincial road funding, the province will explore all available options, as well as investigating comparable overseas solutions, as a guide for future policy development.

To implement the Freight Transport Policy, the KZN: DOT will pursue opportunities for innovation, co-ordination and use of all available facilities (provincial, municipal and private). The need for information systems and manpower resources may necessitate the creation of additional provincial capability, or the hiring of contracted services, wherever this becomes necessary.

### ***Law Enforcement***

Recognising that lack of adequate law enforcement encourages non-compliance by operators and drivers of operating safety standards, which impacts negatively on road safety, the KZN:DOT will continue to promote all possible avenues for development and training of traffic officials, and improvement of law enforcement facilities.

As a guide for the required level of enforcement, KZN: RTI will develop and maintain a model detailing the required numbers of officials, costs of adequate enforcement staff and necessary facilities.

Planned versus actual funding, operational performance and enforcement effectiveness will be monitored and continually evaluated, as a basis for management and policy decisions.

Recognising that an efficient prosecution process is essential for effective law enforcement, KZN: RTI will further strengthen existing lines of communication with Provincial Attorney–Generals, in order to promote uniformity of enforcement within the province and with other provinces.

To assist this process, where justified, KZN: RTI will arrange to engage the services of legal personnel to support the prosecution of serious traffic offences.

The KZN: RTI will also investigate the application of innovative enforcement measures, including the establishment of administrative sanctions for offenders, in order to support present court procedures which are slow in application

#### **4.4 Modal Coordination**

The intention will be for each transport mode to be used more effectively and appropriately, to maximise the economies of scale within each mode. Where volumes are high, such as on the Durban to the hinterland corridor, or Richards Bay to the hinterland, encourage competition between the modes. However, within the supporting network such as in the rural areas, freight movements may encourage domination of the appropriate mode to optimise the total cost for the operator and the customer. This could for example, mean that existing rail branchlines should be promoted to attain their full potential, and to reduce the burden on the road network.

##### ***Coordination Functions***

The KZN: DOT will facilitate a provincial freight transport co-ordinating committee or forum that will comprise relevant stakeholders and act as a discussion and reference body for all freight transport related issues, such as legislative changes, infrastructural developments and changes to operational management and control where relevant to the province.

Following development of the KwaZulu-Natal Freight Transport Data Bank in 2003, the Directorate: Freight Transport will continue to expand and update the information to provide a factual basis for policy decisions about modes, industries, suppliers and users of freight transport



## KWAZULU-NATAL DEPARTMENT OF TRANSPORT

The KZN: DOT will monitor the Land Use Plans of all authorities and agencies within the province to identify problems and potential opportunities (or conflicts) for freight transport in all modes.

### 4.5 Air Cargo

Notwithstanding the current national definition of the responsibility for air cargo transport policy, KZN: DOT will make every possible effort to promote the development of the airfreight potential of provincial and national airports in KwaZulu-Natal.

### 4.6 Rail and Intermodal Transport

In recognition of the need to optimise the use of infrastructure, and specifically to relieve where possible the current usage of provincial roads, the KZN: DOT will actively promote and support the development of intermodal land transport systems, facilities and operations.

The KZN: DOT will give specific support to the re-development of the rail system of the province and the use of intermodal road-rail services for freight and passengers, including those for the purposes of recreation and tourism. Considering the acknowledged need to improve rail freight transport operational efficiency, alternative management and operating models will need to be explored.

## 5. PLANNING AND DEVELOPMENT

The Freight Directorate of KZN: DOT will facilitate the establishment of a consultative and co-ordinating forum providing for representation of inter alia, Metropolitan and other Municipalities, Ports, Road Freight, Rail, Air Cargo, Pipelines, Commerce and Industry, Agriculture and Forestry, Organised Labour, and the Enforcement Agencies, to promote coordination of planning between these stakeholders and the province to optimise future freight transport efficiency.

### 5.1 Developmental Role of Transport

The KZN: DOT will commission investigations into the relevance of the linkage between the supply of and demand for transport in different areas of the province, with reference to economic concentration, vehicle size, transport pricing, intra—and intermodal competition and infrastructure provision and usage.

This will include location analyses of present and future mining, industrial and agricultural undertakings, and provide for forecasts of freight traffic movement to aid the planning and co-ordination of transport development with that of other services.

### 5.2 Creation of Small Business Opportunities

KZN: DOT will commission studies of the present industry structures to identify options for the creation of opportunities for BEE and SMMEs in the trucking industry, road construction and maintenance, branchline railways and rail support services, shipping and port services, and airfreight.

KZN: DOT will commission studies of the impact of legislation on the viability of SMMEs in the freight transport sector and make recommendations to create an operating climate supportive of their formation.

KZN: DOT supports Black Economic Empowerment and will implement strategies that are compliant with the Broad-Based Black Economic Empowerment Act.

### 5.3 Training and Human Resource Development

KZN: DOT will commission investigations into the effectiveness and adequacy of existing transport training initiatives and monitor the extent to which training needs are addressed. To improve the level of training, the province will consider facilitation procedures, where justified.

In recognition of the need for competence in the establishment of SMMEs, the KZN: DOT will promote and, where justified, assist the establishment of institutions or programmes for relevant training of personnel in the required transport discipline. This will be done in conjunction with TETA.

Training programmes will include training on HIV/AIDS awareness to help in curbing further spread of the disease.

### 5.4 Improved Law Enforcement Resources

Considering the essential requirement of adequate law enforcement to ensure orderly freight transport management, the human resources of the RTI will have to be strengthened and then maintained at a satisfactory level.

This will provide recruitment opportunity, as well as training and development opportunities for existing law enforcement personnel.

To further improve the effectiveness of enforcement activities, KZN: DOT will also continue to improve liaison with the Department of Justice. To cater for the career movement of prosecutors from one portfolio to another, the Province will encourage on-going training and information programmes for prosecutors newly appointed to the traffic portfolio.

## 5.5 Rural Development

Rural Freight Transport will be promoted to facilitate rural development in conjunction with relevant Government Departments such as Agriculture, Water Affairs and Forestry, and Economic Development and Tourism. The KZN: DOT will actively support initiatives to encourage improved usage of railway branchlines for freight carriage and, to create Heritage Railway Tourist attractions in different areas of the province, as increased railway activity will improve rural job opportunity.



*prosperity through mobility*

## 6. INSTITUTIONAL RELATIONSHIPS

### 6.1 Coordinative Structures

With due regard to the roles of provinces within the national transport policy and the NLTTA and NLTSE, the KZN:DOT will take steps to establish co-ordinative and consultative structures for the effective integration of planning and management of all aspects of the overall freight transport system of KwaZulu–Natal, including;

- A multimodal freight transport operational co-ordinative structure.
- Provincial co-ordination of infrastructure provision (all modes).
- Provincial co-ordination of enforcement agencies and practices (all modes).
- Co-ordination of economic development and freight transport (all modes).
- Liaison with other KZN Provincial Departments with interests in the transportation systems of the Province.
- Co-ordination of provincial freight transport policy perspectives with the relevant national departments and agencies.

In order to achieve the effective implementation of the KwaZulu–Natal Freight Transport Policy, KZN:DOT will evaluate provincial relationships with the current national transport authorities and structures and make recommendations where relevant for improved national co-ordination of intermodal freight transport, infrastructure provision, enforcement and control procedures, and funding of infrastructure for freight transport in all modes.

## 6.2 Liaison and Monitoring

The KZN: DOT will establish a Freight Transport Economic Forum or Panel, which will monitor industrial, agricultural and other economic and social developments and analyse the implications for freight transport so as to generate recommendations to the KZN: DOT.

This forum will also monitor the environmental implications of freight transport.

KZN: DOT will monitor and liaise with the agencies for the administration of the Cross-Border Transport Act, to support provincial interests in cross-border traffic, to and from KwaZulu-Natal.



**Vehicle being weighed**

## 7. FUNDING

### 7.1 Funding to Meet Demand for Freight Transport

The Province will promote acceptance of the principle that the funds to ensure an adequate supply of freight transport infrastructure should match the identified and calculated demands for such infrastructure. Failure of the freight transport system to match the needs of the economy will have very high levels of negative multiplier effects on economic performance, which will far outweigh the costs of the transport infrastructure concerned.

On an ongoing basis, KZN: DOT will assess the impact of various levels of funding on the performance of the economic system of the province (and where necessary, for the country), identifying service levels which are sustainable. This process will include determining the required funding to maintain such levels of services for all transport modes for defined future planning periods, and implementing the necessary methods to achieve the funding.

### 7.2 Funding Sources: National, Provincial and Private Sector

KZN: DOT will continually evaluate all aspects of the funding of transport infrastructure and operations and monitor the effect thereof to achieve the objectives of the freight transport policy, as well as exploring options for improved funding from national and provincial resources.

KZN: DOT will endeavour to engage with the Provincial Treasury in terms of establishing a dedicated fund, so that funds derived through user-pay principles will be used for road construction and maintenance.

The KZN: DOT will develop plans to involve private sector initiatives in the development of freight transport infrastructure and systems, wherever this will lead to improved efficiency and the attainment of the provincial freight transport policy objectives.

### 7.3 Funding for Development

The KZN: DOT will actively investigate options for promoting the developmental role of freight transport in support of the Economic Development Strategy of KwaZulu-Natal, including the funding of training and educational courses and facilities, pilot schemes involving SMMEs, intermodal transfer facilities and small contractor programmes for the supply of freight transport infrastructure.

### 7.4 Funding of Enforcement

To support current Road Safety initiatives, the need to protect road infrastructure and public safety, the KZN: DOT will urgently investigate options for securing adequate funding of the enforcement activities of the RTI, including infrastructure, staffing, vehicles and equipment to permit 24-hour operations, and funding to ensure a suitable level of monitoring and response on all road routes within the Province.



**Vehicle and driver inspection**

## 8. POLICY IMPLEMENTATION

In order to ensure the timeous implementation of freight transport policy, KZN: DOT will engage in a process of prioritising issues for implementation.

For each issue to be addressed, there will be a need for strategic planning. As strategic plans are formulated, implementation proposals will also need to consider available resources. And where resources such as funding or manpower are lacking, suitable motivation will be required to amend the relevant budgets.

It is essential that implementation programmes are integrated with those of other provincial departments and that co-ordinating structures are built in to the planning process to maximise efficiency.

Key projects will require dedicated champions who will either be drawn from personnel within the Freight Directorate or, sourced in on an ad hoc basis.

The effectiveness of policy implementation will be driven by strict performance monitoring and reporting procedures.



# APPENDIX I:

## KWAZULU-NATAL ANNUAL FREIGHT TRANSPORT STATISTICS (2000-2003)

Source: KZN Freight Databank

| PORTS                |                        |            |      |
|----------------------|------------------------|------------|------|
| Port of Durban       | Annual Exports         | 16,337,617 | Tons |
| [2001-2002]          | Annual Imports         | 12,654,988 | Tons |
|                      | Annual Total           | 28,992,605 | Tons |
|                      | Containers Exports     | 478,772    | TEUs |
|                      | Containers Imports     | 604,358    | TEUs |
|                      | Containers Transhipped | 145,363    | TEUs |
|                      | Containers Total       | 1,228,493  | TEUs |
| Port of Richards Bay | Annual Exports         | 85,697,436 | Tons |
| [2001-2002]          | Annual Imports         | 4,978,559  | Tons |
|                      | Annual Total           | 90,675,995 | Tons |
|                      | Containers Exports     | 2,912      | TEUs |
|                      | Containers Imports     | 2,171      | TEUs |
|                      | Containers Transhipped | 0          | TEUs |
|                      | Containers Total       | 5,083      | TEUs |

| RAIL                            |                                  |                |
|---------------------------------|----------------------------------|----------------|
| Durban-Gauteng Line [2001-2002] |                                  |                |
| Southbound                      | Section of Line                  | Northbound     |
| Tons                            |                                  | Tons           |
| 8,653,647                       | Volksrust – Newcastle            | 3,382,851      |
| 9,380,727                       | Newcastle – Glencoe              | 5,921,154      |
| 9,340,168                       | Glencoe – Ladysmith              | 5,946,586      |
| 10,896,327                      | Ladysmith – Pietermaritzburg     | 4,146,795      |
| 10,824,275                      | Pietermaritzburg – Durban        | 4,485,893      |
| Other Main Lines                |                                  |                |
| To Durban                       |                                  | From Durban    |
| Tons                            |                                  | Tons           |
| 578,305                         | Port Shepstone – Durban          | 697,637        |
| 1,587,557                       | Richards Bay – Durban            | 1,321,637      |
| 12,990,137                      | All Main Lines in –out of Durban | 6,505,167      |
| Rail Tonnage to Port of Durban  |                                  |                |
| 10,595,238                      | To Durban + Port of Durban       | 3,511,420      |
| 7,927,022                       | Exports – Imports by rail        | 2,466,905      |
|                                 | Total Rail to and From Durban    | 23,544,562     |
| All KZN Branch Lines            | (Total Annual tons 2001-2002)    |                |
|                                 |                                  | 2,327,274 tons |



# KWAZULU-NATAL DEPARTMENT OF TRANSPORT

| ROAD TRANSPORT   | 2003         | Million tons p.a |
|--|--------------|------------------|
| Estimated Road Freight on all Provincial Roads (both directions) |              | 54.0 – 60.0      |
| Road Freight on N3   | [Tugela]     | 18               |
|  | [Mooi River] | 21               |
|  | [Marianhill] | 28.9             |
| Road Freight on N2   | [Mtunzini]   | 5.5              |
|  | [Tongaat]    | 8.8              |
|  | [Oribi]      | 3                |
|  |              |                  |

| AIR CARGO  | 2003 | Million tons p.a |
|--|------|------------------|
| Durban International Airport<br>[Total annual air cargo] |      | 5000 tons        |
|  |      |                  |

| PIPELINES                 | 2003             | Million tons p.a |
|---------------------------|------------------|------------------|
| All pipelines from Durban | Refined Products | 2.3 million tons |
|                           | Crude Oil        | 4.6 million tons |





# KWAZULU-NATAL DEPARTMENT OF TRANSPORT

## APPENDIX II:

### KWAZULU-NATAL RAIL NETWORK

(Source: KZN Freight Databank)

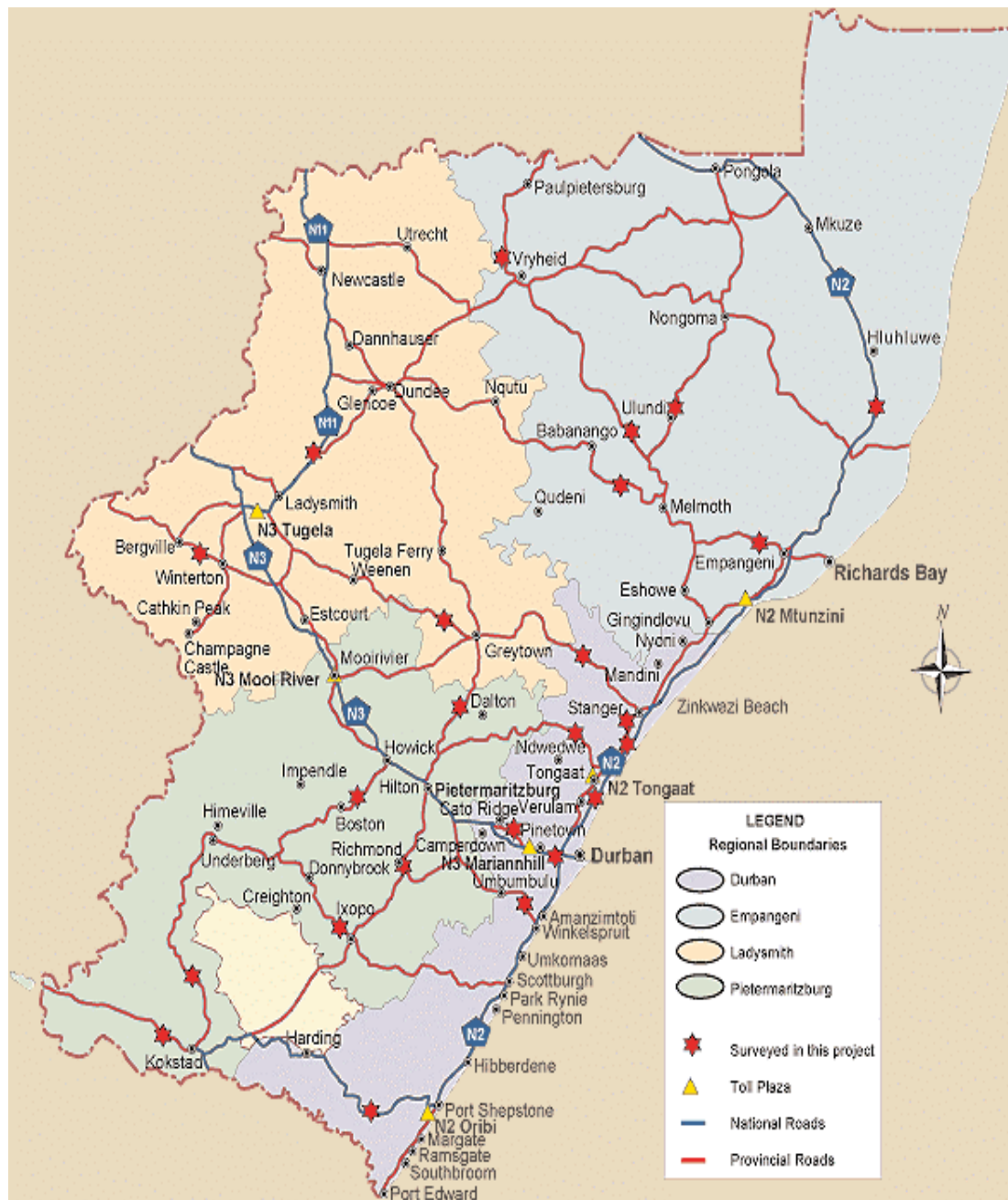


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## PROVINCIAL ROADS NETWORK

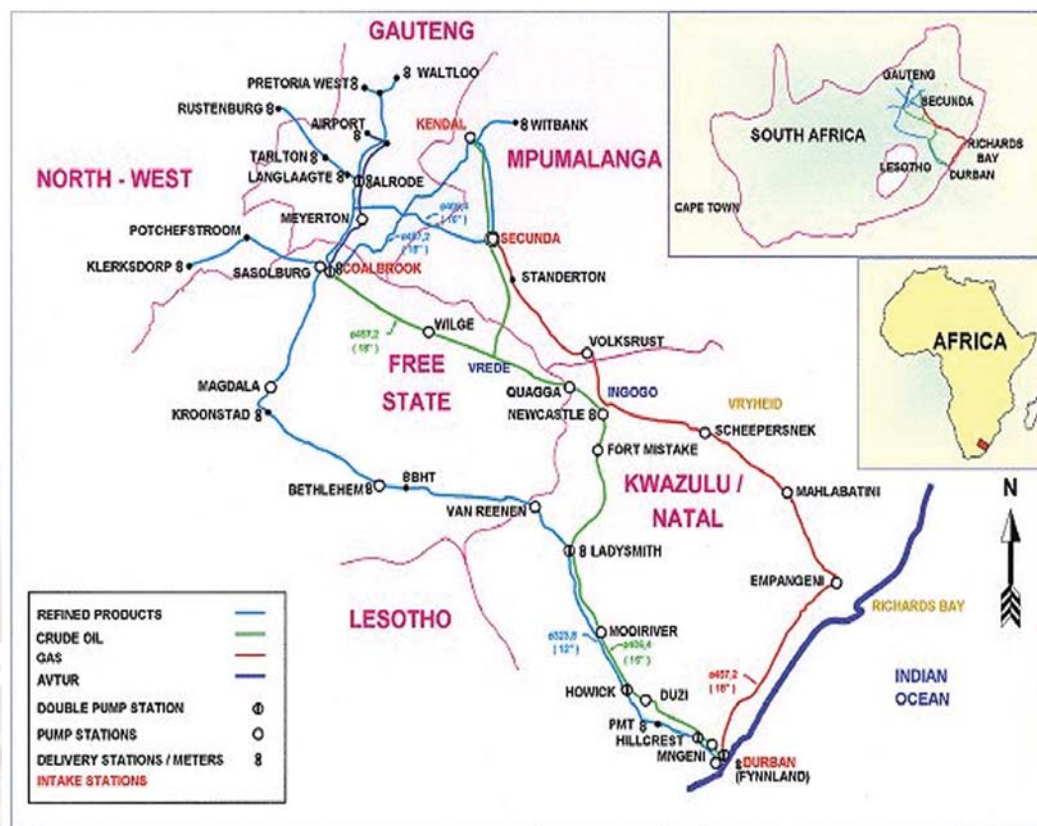
(Source: KZN Freight Databank)





# KWAZULU-NATAL DEPARTMENT OF TRANSPORT

## PIPELINES NETWORK



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### APPENDIX III:

#### Relevant National and Provincial Legislation

Constitution of South Africa  
 National Land Transport Transition Act (No 22 of 2000)  
 National Land Transport Strategic Framework (2002-2007)  
 National Road Traffic Act (No 93 of 1996)  
 Development Facilities Act (No 67 of 1995),  
 Physical Planning Act (No 125 of 1991)  
 Municipal Structures Act  
 National Environmental Management Act (No 107 of 1998)  
 Environment Conservation Act (No 73 of 1989)  
 National Water Act (No 36 of 1998)  
 Atmospheric Pollution Act (No 45 of 1965)  
 Health Act (No 63 of 1997)  
 Occupational Health and Safety Act (No 85 of 1993)  
 Hazardous Substances Act (No 15 of 1973)  
 Provincial Planning and Development Act (No 5 of 1998)  
 National Roads Act (No 54 of 1971)  
 KwaZulu-Natal Provincial Roads Bill  
 SABS Codes of Practice for Transport of Dangerous Goods  
 Explosives Act (No 26 of 1956)  
 Nuclear Energy Act (No 92 of 1982)  
 Fire Brigade Services Act (No 99 of 1987)  
 Merchant Shipping Act (1951)  
 Legal Succession to the South African Transport Services Act (1989)  
 Customs and Excise Act (1964)  
 Sea Shore Act (1935)  
 South African Transport Services Act (1989)  
 Marine Traffic Act (1981)  
 Sea Fisheries Act (1988)  
 Territorial Waters Act (1963)  
 Prevention and Combating of Oil Pollution at Sea Act (1981)  
 Broad Based Black Economic Empowerment Act (2003)

## List of Acknowledgments

Alfred County Railway  
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 Dube Port Project  
 Dudula Shipping  
 Durban - Petronet  
 Durban Chamber of Commerce  
 Durban Harbour Carriers Association  
 Ethekwini Metro (City Police)  
 Ethekwini Metro (Traffic and Transport)  
 IDZ - Richards Bay  
 Imani Capricorn Economic Consultants  
 Ingwe Municipality  
 JB Hunt  
 Khula Mshayeli  
 Kokstad Chamber of Commerce  
 KZN Department of Transport: Implementation  
 KZN: Road Traffic Inspectorate  
 Ladysmith Chamber of Commerce  
 Ladysmith Municipality  
 Mr Alan Hastings  
 NCT  
 Newcastle Chamber of Commerce  
 NPA  
 N3TC (N3 Toll Concessionaire)  
 Pietermaritzburg Municipality  
 Pinetown Municipality  
 Richards Bay Chamber of Commerce  
 Richards Bay Municipality  
 Road Freight Association  
 Rural Road Transport Forums  
 SA Cane Growers Association  
 SA National Roads Agency



SA Port Operations  
SA Road Federation  
SA Sugar Association  
SA Timbers Growers Association  
Sasol  
South African Association of Freight Forwarders (SAAF)  
Southern African Owner Driver Empowerment Federation  
South African Transport and Allied Workers Union  
Spoornet  
TMT Projects (Pty) Ltd  
United Roadworthy Association  
Zululand Chamber of Commerce



## LIST OF ACRONYMS

|          |   |   |
|----------|---|---|
| BEE      | : | Black Economic Empowerment                  |
| DFA      | : | Development Facilitation Act                |
| DPE      | : | Department of Public Enterprises            |
| DTI      | : | Department of Trade and Industry            |
| KZN: DOT | : | KwaZulu Natal Department of Transport       |
| MSA      | : | Moving South Africa Project                 |
| NLTsf    | : | National Land Transport Strategic Framework |
| NLTTA    | : | National Land Transport Transition Act      |
| NRTA     | : | National Road Traffic Act                   |
| RTI      | : | Road Traffic Inspectorate                   |
| SADC     | : | Southern African Development Community      |
| SMME     | : | Small, Micro and Medium Enterprises         |
| SOE      | : | State Owned Enterprises                     |
| TETA     | : | Transport Education and Training Authority  |





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