



**KWAZULU-NATAL PROVINCE**  
**TRANSPORT**  
REPUBLIC OF SOUTH AFRICA



**REVISED**  
**STRATEGIC**  
**PLAN** **2020 - 2025**



**“Enabling Transportation Gateway to Africa and the World”**

**KWAZULU-NATAL**  
**DEPARTMENT OF TRANSPORT**

**Revised Strategic Plan**

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**2020–2025**

**KWAZULU-NATAL**



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# Executive Authority Statement

The KwaZulu-Natal Department of Transport's Revised Strategic Plan for 2020-2025 is aligned with Vision 2030 of the National Development Plan (NDP), the Medium Term Strategic Framework (2019-2024) and the 2035 Provincial Growth and Development Plan (PGDP) which are government's strategic plans aimed at driving economic growth and creating sustainable jobs.

Through this Revised Strategic Plan, we aim to provide a broader framework on how the Department will implement the programmes outlined in the policy documents.

The Department is charged with implementing transport programmes in a manner that is efficient and affordable. Therefore, this strategy is a blueprint that will guide the response and interventions of the Department in order to meet the targets of our developmental agenda as envisaged in the NDP and PGDP.

The alignment and prioritisation model is derived from Operation Khawuleza, which is a clarion call for us to respond swiftly to the needs of our people.

This strategy presents a paradigm shift in the provision and management of basic socio-economic services, wherein we do not want to only be a Department that is responsible for transportation services, infrastructure delivery and regulation, among others, but we need to exert our role within the broader industry and economic space.

Through this strategy, we want to give meaning to our province being a Gateway to Africa and the World. This is informed by our conviction that an effective transport system is the pillar for growth and development in our province.

We want to revitalise all aspects of the transportation network within our mandate. We will thus work with other relevant agencies of government to make a meaningful contribution in this regard, while placing the interest of our people at the centre.

Through this five-year strategic plan, we want to build an integrated transport system that will create synergy between various modes of public transport; while the effective utilisation of rail infrastructure will play a more meaningful role in the movement of goods. This must be done urgently to ease the burden on road infrastructure.

## **Infrastructure Development**

We remain firmly focused on the delivery of much needed road infrastructure in the province, particularly in rural communities. Over the next five years, we plan to build more blacktop roads, upgrade rural gravel roads and build new bridges to connect our people with important services such as schools, clinics, hospitals as well as access to economic opportunities.

Our prioritisation model seeks to address challenges faced by learners in rural schools. Through the partnership with the South African National Defence Force, we intend to improve the turnaround time in the construction of bridges and thus create easy and safe crossing for learners and communities.

This is building on the more than 84 bridges that have been delivered by the Department in the past five years. The construction of bridges in communities adjacent to schools further complements the interventions of providing learner transport services, which has seen more than 58 000 learners provided with free transport to schools every day.

In the next five years, we also want to improve the condition of our provincial road network. Through our medium-term to long-term project implementation plans, we will invest more resources and budget to the maintenance of the existing provincial road network. Our spending patterns will seek to achieve a delicate balance between the construction of new projects and maintaining our existing ageing infrastructure.

We are improving our planning as the Department, wherein focus is given to identified capital projects and ensuring that they are completed within the stipulated timeline. We are moving away from implementing numerous projects simultaneously. We want to implement key high-impact projects which will be manageable and completed on time. This will save costs, promote transparency and ultimately reduce unnecessary and avoidable public protests.

## **Economic Transformation**

This strategy advocates for urgent transformation of the transport sector, among other key priority areas, as part of changing historically skewed economic patterns in the country. While the Department is fully aware of the legislative limitations, we remain resolute in ensuring that the economic growth patterns represent the demographics of this province through Igula. We are not apologetic about our transformation programme that is aimed at empowering those that were previously disadvantaged and bringing marginalised people into the mainstream economy.

Hence, we eagerly await the finalisation of the Procurement Bill and remain hopeful that this Bill will assist us in addressing some limitations within the legislation. Our procurement reforms and empowerment of targeted groups, including military veterans, youth, women and people with disabilities, cannot be deferred. Rural and township communities should be beneficiaries through various employment opportunities, training and sub-contracting opportunities.

The foundation we laid in the previous administration with regards to transformation; needs to be pursued with renewed vigor and determination. To this end, by the end of this term of administration, we want to see holistic transformation in the Department's spend which will reflect the demographics of the province.

### **Clean governance**

Our emphasis for the next five years will be placed on building an ethical, responsive and capable state, wherein we develop our internal capacity to deliver services. Our plan is to build capacity in the Department in order to carry out projects internally. This is part of driving our skills revolution programme, wherein young professionals are afforded an opportunity to showcase their talent and skills, particularly those who possess scarce skills.

In the next five years, we will strengthen our internal financial controls and improve our audit outlook. This will ensure value for money and deal decisively with incidents of wasteful expenditure, maladministration and other financial irregularities. We have pledged to run a corruption free government and over the next five years, we will demonstrate our commitment in fighting fraud and corruption within our ranks and outside.

### **Road Safety**

The unabated challenge of road crashes and fatalities requires new strategies and innovation. This year, the United Nations' Decade of Action for Road Safety 2011-2020 global plan draws to an end. This plan is aimed at stabilising and then reducing the forecast level of road traffic fatalities around the world by 2020. Again, the NDP is directing us to reduce road crashes and fatalities by 2030. For us to achieve this, we will develop tangible plans, which will ensure that the next five years we witness drastic changes in the behavior of road users. The introduction of the Administration Adjudication of Road Traffic Offenders (Aarto) Act, will be a game changer as it will assist in apprehending repeat traffic offenders.

The bold plans that we are outlining for the next five years can only be achieved through working together with our state-owned entities within the transport sector and other stakeholders. To this end, we will embark on a vigorous stakeholder engagement programme that seeks to mobilise all our stakeholders behind our new vision.

Our approach entails developing a comprehensive plan that will encompass all transport activities in each district. This plan will feed into the recently launched District Development Model.

Our stakeholders and communities will be central to the success of this plan. However, we will continue to engage with our people as our strategic partners, in our quest to ensure socio-economic transformation and improve the quality of life for citizens. Indeed, through this strategic document we seek to position transport as a key economic enabler for the province.

Our Department's priorities and plans for the current administrative term have already been significantly impacted by the current COVID-19 pandemic. The pandemic has already resulted in our service delivery being compromised due to the spread of the virus, our government's measures to curb the spread thereof and budget reductions so that funds can be redirected towards the fight against the virus.

As there is currently no vaccine available and very little is known about the virus, our service delivery over the five year period may be severely compromised. This is concerning especially as the virus is ravaging the lives of our people; impacting negatively on our economy and jeopardizing the emotional and physical wellbeing of our citizens and staff.

Nonetheless we will continue to focus our efforts at providing quality services despite these unchartered times that we find ourselves in.

A handwritten signature in black ink, appearing to be 'M.B. Ntuli', written in a cursive style.

**Honourable M.B. Ntuli**  
**Executive Authority of the KwaZulu Natal Department of Transport**



# Accounting Officer Statement

It is a pleasure to present the KwaZulu-Natal Department of Transport's Revised Strategic Plan 2020–2025, which outlines the strategic vision and the direction which the Department of Transport seeks to take in order to ensure that it contributes towards the impact we have identified to help the Department realise its full potential and better fulfil its legislative and policy mandates.

As we formulate this strategy, we are mindful of the outcomes which government has set to achieve in the Medium Term Strategic Framework. These outcomes and the related priorities have shaped our strategic thinking and focus. We have also taken to heart the provincial priorities to ensure that our programme of five years enables the province to deliver on its promises to its citizens. While formulating this strategy we also had to seize the opportunity taking stock of our achievements and failures, and where we have succeeded, we have celebrated, on areas of failures we had to be honest with ourselves in interrogating the reasons as these determine measures and interventions to be implored in order to turn around the situation.

The current realities of poverty, unemployment and inequalities compelled us to not shift our focus from job creation and transformation. The current COVID-19 pandemic and its effects on our economy and the resultant job losses have exacerbated an already dire situation of unemployment. The Department thus remains completely committed to implementing those measures from the COVID-19 Provincial Recovery Plan that are applicable to our Department. In this regard, we will ensure that we fully support the provincial economy to recover through our infrastructure programme.

Igula remains one of the strategic policy thrusts which we will continue to implement in order to achieve transformation. Lessons which we have learnt over the last two years are going to assist us in sharpening our programmes and interventions moving forward. We are also hopeful that our inputs and comments on the Procurement Bill will be favourably considered as this will assist in the realisation of our economic transformation imperatives.

Our new approach to infrastructure delivery which places focus on fewer but strategic and catalytic infrastructure rather than too many small infrastructure will guide and direct our planning of projects. In this way we are addressing challenges brought about by implementing too many small projects leading to overburden and poor project management and financial difficulties in completing some of these projects.

The Department is also implementing the Infrastructure Delivery Management System that sets a standard for the management of infrastructure delivery in the public sector. This will inform planning, procurement and delivery on infrastructure which is one of our key mandates.

The strategic plan has also drawn extensively from other major national, provincial and global policy and strategy frameworks that have underpinned key tenets of this strategy and how it contributes to the broader strategic agenda.

As a provincial Department of Transport, we have embraced the fact that transportation is going to be one of the enablers for this province to take its rightful place of being the gateway to Africa and World, as articulated in the Provincial Growth and development Strategy 2035. Hence, we have coined our vision as of “An Enabling Transportation Gateway to Africa and the World”. To this end we have committed ourselves to ensuring that we provide a transportation system which is safe reliable, integrated, because we believe that transportation is the major game-changer in this regard. We are also mindful of the limitations that exists in relation to our role in so far as other modes of transportation are concerned hence our we have committed ourselves to work collaboratively with other role players who are critical in this agenda.

This strategy thus reflects a shift in thinking of us just providing road infrastructure, but it begins to appreciate the integrated nature in which our infrastructure has to enable this province to be a province of choice in terms of doing business.

This as the Department aims to address the priority goals and objectives of the National Development Plan – Vision 2030; the 2035 Provincial Growth and Development Strategy; the 2035 Provincial Growth and Development Plan and South Africa’s international commitment to target the United Nations Sustainable Development Goals 2030.

Saving peoples’ lives on our roads is very important in our performance indicators. It is for this reason that the Department is continually seeking new ways to approach road safety so that crashes are reduced and lives saved. The Department will continue with its law enforcement and awareness programmes and partnerships that are developed with stakeholders within the sector.

As we craft the strategy, we are cognisant of the Fourth Industrial Revolution (4IR) and the technological advancements which are currently coming into the space, particularly the transportation space. It is our intension to take advantage of these technologies in order to deliver a better and efficient service to the citizens while improving efficiency of the Department.

We will be developing programmes with technology and process modernisation solutions. We shall continue to engage in cutting-edge research which will also benefit our society in terms of addressing immediate challenges and societal needs.

Our efforts at delivering services remain constrained by the current COVID-19 pandemic which has greatly impacted our on citizens and staff. Our service delivery has been greatly affected by our reduced budget as well as the effects of the virus which has impacted on how we deliver services in an environment where priority is to reduce the spread of the virus and to curb infections.

Through these challenges, we remain unwavering in our quest to improve our services while we focus on the health and wellbeing of our staff.

The Revised Strategic Plan represents the concerted efforts of all in the transport family. I am sure that, with the collaboration of our staff and stakeholders, the impact and outcomes we aspire to accomplish will translate into milestones of which we can be proud.

May I thank all of you who continue to heartily take an interest in the future of the KwaZulu-Natal Department of Transport, and the communities we serve.

A handwritten signature in black ink, appearing to read 'S Ngubo', written in a cursive style.


**Ms S Ngubo**


**Acting Accounting Officer of the KwaZulu Natal Department of Transport**


# Official Sign-Off


It is hereby certified that this Revised Strategic Plan:


- was developed by the management of the KwaZulu Natal Department of Transport under the guidance of the Honourable MEC, Mr M.B. Ntuli;
- takes into account all the relevant policies, legislation and other mandates for which the KwaZulu Natal Department of Transport is responsible; and
- accurately reflects the Impact Statement and Outcomes which the KwaZulu Natal Department of Transport will endeavour to achieve over the period 2020-2025.


<b>Ms S Ngubo Programme 1 Manager</b>	<b>Signature</b>	
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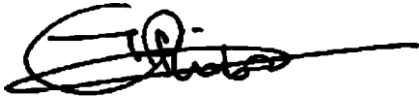
<b>Mr S S Nkosi Programme 2 Manager</b>	<b>Signature</b>	
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<b>Ms F Sithole Programme 3 Manager</b>	<b>Signature</b>	
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<b>Ms F Sithole Programme 4 Manager</b>	<b>Signature</b>	
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<b>Mr S S Nkosi</b> <b>Programme 5 Manager</b>	<b>Signature</b>	
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<b>Mr W Evans</b> <b>Chief Financial Officer</b>	<b>Signature</b>	
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<b>Ms G P Xaba</b> <b>Chief Director :</b> <b>Strategic Management</b>	<b>Signature</b>	
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<b>Ms S Ngubo</b> <b>Acting Head : Transport</b>	<b>Signature</b>	
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<b>Mr M B Ntuli</b> <b>Executive Authority</b>	<b>Signature</b>	
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# Part A: Our Mandate

## 1. Constitutional mandates

The Constitution of the Republic of South Africa identifies the legislative responsibilities of different levels of government with regard to the different modes of transport, roads, traffic management and public transport. Transport is a function that is legislated and executed at all levels of government. The implementation of transport functions at the national level takes place through public entities, which are overseen by the National Department of Transport.

The mandates of the KwaZulu-Natal Department of Transport is also derived from the Constitution. Certain mandates are concurrent responsibilities with the National Department of Transport, while others are exclusively the responsibility of the KwaZulu-Natal Department of Transport.

The KwaZulu-Natal Department of Transport's constitutional mandates are outlined below: In terms of Schedule 4, Part A of the Constitution read with other legislation, the Department is concurrently responsible for the following functional areas of legislative competence:

- public transport;
- vehicle licensing; and
- road traffic regulation.

In terms of Schedule 5, Part A of the Constitution read with other legislation, the Department is solely responsible for provincial roads and traffic.

## 2. Legislative and Policy Mandates

### 2.1 Legislative Mandates

The Department's core functions are based on the following legislative and policy mandates:

NO.	NAME OF LEGISLATION	MANDATE
2.1.1	Administrative Adjudication Of Road	This Act provides for the promotion of road traffic quality by providing for a scheme to discourage road traffic contraventions, to facilitate the

NO.	NAME OF LEGISLATION	MANDATE
	Traffic Offences; 1998 (Act No. 46 of 1998)	adjudication of road traffic infringements, to support the prosecution of offences in terms of the national and provincial laws relating to road traffic, and implement a points demerit system; to provide for the establishment of an agency to administer the scheme; to provide for the establishment of a board to represent the agency.
2.1.2	Broad-Based Black Economic Empowerment Act; 2003 (Act No. 53 of 2003)	This Act allows for the establishment of a legislative framework for the promotion of black economic empowerment.
2.1.3	Criminal Procedure Act; 1977 (Act No. 51 of 1977)	This Act makes provision for procedures and related matters in criminal proceedings.
2.1.4	Cross-border Road Transport Act; 1998 (Act No. 4 of 1998)	This Act provides for co-operative and coordinated provision of advice, regulation, facilitation and law enforcement in respect of cross-border road transport by the public and private sectors.
2.1.5	KZN Provincial Roads Act; 2001 (Act No.4 of 2001)	This Act provides for the transformation, restructuring, establishment and control of the KwaZulu-Natal provincial road network.
2.1.6	KZN Road Traffic Act; 1997 (Act No.7 of 1997)	This Act mandates the MEC to make determinations in respect of traffic and licensing matters, where these are within provincial competence. However, the Premier of the KZN Province, in the Provincial Gazette No. 6303, dated 17 November 2004, vide Notice No. 2, proclaimed the commencement of ONLY certain sections of the KwaZulu-Natal Road Traffic Act, 1997 (Act No.7 of 1997), with effect from 9 November 2004.
2.1.7	National Land Transport Act; 2009 (Act No. 5 of 2009)	The Act is intended to finalise matters of land transport transformation and further clarify role and responsibilities for different spheres of government.

NO.	NAME OF LEGISLATION	MANDATE
		It mandates the MEC to give guidance and support on matters of land transport and further establish appropriate institutions.
2.1.8	National Regulator for Compulsory Specifications Act; 2008 (Act 5 Of 2008) and associated Regulations.	The Act transferred the Regulatory Division of the South African Bureau of Standards (SABS) and all regulatory functions of the SABS to a new statutory Department of Trade and Industry (DTI) institution - the National Regulator for Compulsory Specifications (NCRS). This also applies to all vehicle imports which are currently covered by compulsory specifications. The purpose of the Act is to protect the health and safety of the public and environment, ensure fair trade, administer and maintain compulsory specifications and technical regulations.
2.1.9	National Road Traffic Act; 1996 (Act No. 93 of 1996)	This Act provides for road traffic matters which shall apply uniformly throughout the Republic.
2.1.10	National Treasury Framework for Infrastructure Delivery and Procurement Management; Treasury Instruction 3 of 2019/2020; 1 October 2019	This framework prescribes minimum requirements for the implementation of the Infrastructure Delivery Management System (IDMS) through the Framework for Infrastructure Delivery and Procurement Management (FIDPM).
2.1.11	Road Traffic Act; 1989 (Act No. 29 of 1989)	This Act has been repealed with the implementation of the National Road Traffic Amendment Act No. 21 of 1999 by Proclamation 61 of 10 November 2010, with effect from 20 November 2010, with the exception of the provisions applicable to Instructors.
2.1.12	Road Traffic Management	This Act was approved by Parliament and enacted in 1999 with the aim of establishing the



NO.	NAME OF LEGISLATION	MANDATE
	Corporation Act; 1999 (Act No. 20 of 1999)	Corporation to pool powers and resources and to eliminate the fragmentation of responsibilities for all aspects of road traffic management across the various levels of Government. It provides the Corporation with its mandate, namely to in the public interest, aim for co-operative and co-ordinated strategic planning, regulation, facilitation and law enforcement in respect of road traffic matters by the national, provincial and local spheres of government and also allows for the collection of fees by the said Corporation to fund all the aforementioned initiatives, including the NaTIS.
2.1.13	The Constitution of the Republic of South Africa; 1996 (Act No. 108 of 1996)	This Constitution is the supreme law of the Republic; law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled.
2.1.14	The Construction Industry Development Board Act; 2000 (Act No. 38 of 2000)	This Act provides for implementation of an integrated strategy for the reconstruction, growth and development of the construction industry.
2.1.15	The Construction Regulations; 2014; Gazette 37305 to the Occupational Health and Safety Act; 1993 (Act No 85 of 1993)	The Regulations require the application for a Construction Work Permit prior to any work being undertaken.
2.1.16	The National Water Amendment Act; 2014 (Act No. 27 of 2014) and the accompanying Draft Regulations Regarding the Procedural Requirements for	The Act regulates the procedure and criteria relating to the submission, processing and consideration of, and decision on applications for water use licences in order to avoid or minimise the detrimental impacts on the water resources.  In terms of the Act, a Water Use License Application (WULA) must be completed for all

NO.	NAME OF LEGISLATION	MANDATE
	Licence Applications in terms of Section 26(1) (k) of the National Water Act; 1998 (Act No. 36 of 1998)	activities that will be undertaken within 500 metres of a wetland.
2.1.17	The Spatial Planning and Land Use Management Act; 2013 (Act No. 16 of 2013) (SPLUMA)	<p>The Act aims to govern planning permissions and approvals, sets parameters for new developments and provides for different lawful land uses in South Africa. SPLUMA is a framework law, which means that the law provides broad principles for a set of provincial laws that will regulate planning. SPLUMA and its Regulations has also granted powers to traditional councils in relation to planning and land use.</p> <p>In terms of the Act, the Department is required to provide input into applications for development in relation to the road network in terms of SPLUMA within 30 days of request.</p>

## 2.2 Policy Mandates

NO.	NAME OF POLICY	MANDATE
1.2.1	Draft National Youth Policy 2020-2030; July 2020	<p>The policy is aimed at effecting positive youth development outcomes amongst young people at local, provincial and national levels in South Africa. It is developed with the intent to redress the wrongs and injustices of the past and to deal decisively with the persistent and new and emerging challenges of the country's diverse youth.</p>

NO.	NAME OF POLICY	MANDATE
1.2.2	Draft Non-Motorised Transport Policy; December 2008	The draft policy provides a framework for all matters connected with non-motorised transport.
1.2.3	Framework for Infrastructure Delivery and <i>Procurement Management, May 2019</i> " (FIDPM) as issued by National Treasury, October 2019	The Framework prescribes minimum requirements for the implementation of the Integrated Database Management System which establishes control frameworks for the planning, design and execution of infrastructure projects and infrastructure procurement.
1.2.4	KZN White Paper on Freight Transport Policy; October 2004	The document informs on broad issues affecting all applicable modes of transport, that is, road, rail, pipelines, air and maritime transport.
1.2.5	National Learner Transport Policy; June 2015	<p>The policy provides a single framework and an enabling environment for government and other stakeholders to address learner transport challenges. It also outlines the implementation framework for learner transport which will assist government and relevant stakeholders to effectively render an improved learner transport service throughout the country.</p> <p>The primary objectives of this national learner transport policy are, among others, to provide national uniform norms and standards, promote co-ordination and co-operation amongst stakeholders, and provide a framework for monitoring and evaluation of learner transport services.</p> <p>The Department of Education is responsible for identifying scholars that require scholar transport services and the Department of Transport will provide the scholar transport services based on the budget availability.</p>

NO.	NAME OF POLICY	MANDATE
1.2.6	South Africa's National Policy Framework for Women's Empowerment and Gender Equality (Gender Policy Framework); 2000	<p>This Gender Policy Framework outlines South Africa's vision for gender equality and for how it intends to realise this ideal. It is not meant to be prescriptive for the various sectors of government. Instead, it details the overarching principles, which will be integrated by all sectors into their own sectoral policies, practices and programmes.</p> <p>This Gender Policy Framework establishes guidelines to take action to remedy the historical legacy by defining new terms of reference for interacting with each other in both the private and public spheres, and by proposing and recommending an institutional framework that facilitates equal access to goods and services for both women and men.</p>
1.2.7	The Department of Public Service and Administration's Circular 7 of 2020; State of Disaster : Guidelines for the Containment/Management of the Corona Virus (COVID-19) in the Public Service.	The purpose of the circular is to provide guidelines on how to manage staff, the work environment and public service operations during the COVID-19 pandemic.
1.2.8	The Department of Public Service and Administration's Circular 15 of 2020; State of Disaster : Directions in Respect of Service Delivery and Business Continuity for the Public Service During COVID-19.	The purpose of the directive is to provide directions on critical services, movement of staff, remote work, providing and maintaining a safe working environment, and measures to curb the spread of the virus.
1.2.9	The Department of Public Service and Administration's	The purpose of the guideline is to provide directions and assist departments on

NO.	NAME OF POLICY	MANDATE
	Circular 18 of 2020; State of Disaster : Public Service Return to Work Guidelines After Easing of the National Lockdown.	managing the return to work of staff, after the lockdown was eased.
1.2.10	The Department of Public Service and Administration's Determination on Reasonable Accommodation and Assistive Devices for Employees with Disabilities in the Public Services; July 2015	The purpose of this document is to promote uniformity in the provision of reasonable accommodation and assistive devices for employees with disabilities in the Public Service and to ensure compliance and accountability.
1.2.11	White Paper on National Transport Policy; 1996	The policy document provides a basis for transport to play a more strategic role in social development and economic growth.
1.2.12	White Paper on the Rights of Persons with Disabilities; March 2016	<p>The White Paper is a call to action for government, civil society and the private sector to work together to ensure the socio-economic inclusion of persons with disabilities. The document seeks to create a caring and inclusive society that protects and develops the human potential of its children, a society for all where persons with disabilities enjoy the same rights as their fellow citizens, and where all citizens and institutions share equal responsibility for building such a society.</p> <p>This White Paper is intended to accelerate transformation and redress with regard to full inclusion, integration and equality for persons with disabilities.</p>
1.2.13	Women's Financial Inclusion Framework; 2019	The purpose of this framework is to provide a strategy on the inclusion of women into the mainstream economy, by promoting the

NO.	NAME OF POLICY	MANDATE
		meaningful participation of women into all socio-economic activities of the country and ensuring that this is done comprehensively and in a fully inclusive manner.

### 3. Institutional Policies and Strategies Over the 5 Year Planning Period

This Revised Strategic Plan aligns to the seven apex priorities of the 6th Administration which are underpinned by three pillars National Development Plan (NDP). These three applicable pillars and the aligned priorities from the Medium Term Strategic Framework (MTSF) are :

NDP PILLARS	MTSF PRIORITIES
Pillar 1: A Strong and Inclusive Economy	Priority 2: Economic Transformation and Job Creation
Pillar 2: Capabilities of South Africans	Priority 5: Spatial Integration, Human Settlement and Local Government
Pillar 3: A Capable State	Priority 1: A Capable, Ethical and Developmental State

Key areas of delivery for the Department, supported by the NDP and MTSF are :

- transport infrastructure that stimulates economic growth and job creation;
- a public transport system that is an enabler for economic and social empowerment;
- road safety as an enabler of service delivery; and
- accelerating transformation so that there is greater economic participation of targeted groups.

The comprehensive list of institutional policies and strategies is as follows :

NO.	NAME OF POLICY/STRATEGY	MANDATE
3.1	African Union (AU) Agenda; 2063	The AU Agenda has ten priority action areas of which Priority Action Area 4 (Connectivity through World Class Infrastructure) has the

NO.	NAME OF POLICY/STRATEGY	MANDATE
		<p>most direct bearing on the Department. Needless to say, we will continue with plans and projects in respect of the road network, corridor development and freight management which will have an impact on this mandate.</p>
3.2	<p>Integrated Sustainable Rural Development Strategy; November 2005</p>	<p>The Integrated and Sustainable Rural Development Strategy (ISRDS) is designed to realise a vision that will <i>“attain socially cohesive and stable rural communities with viable institutions, sustainable economies and universal access to social amenities, able to attract and retain skilled and knowledgeable people, who are equipped to contribute to growth and development”</i>.</p> <p>A strategic objective of the ISRDS is <i>“to ensure that by the Year 2010 the rural areas would attain the year 2010 the rural areas would attain the internal capacity for integrated and sustainability development”</i>.</p>
3.3	<p>Medium Term Strategic Framework; 2019-2024</p>	<p>The Medium Term Strategic Framework (MTSF) is Government's strategic plan for the 2019-2024 electoral term. It reflects the commitments made in the election manifesto of the governing party, including the commitment to implement the NDP. The MTSF sets out the actions Government will take and targets to be achieved.</p>
3.4	<p>National Development Plan; 2030</p>	<p>The National Development Plan provides a broad strategic framework to guide key choices and actions while aiming to eliminate poverty and reduce inequality by 2030. The intention is to draw on the energies of its</p>

NO.	NAME OF POLICY/STRATEGY	MANDATE
		<p>people, growing an inclusive economy, building capabilities, enhancing the capacity of the state, and promoting leadership and partnerships throughout society. The plan focuses on the critical capabilities needed to transform the economy and society. Given the complexity of national development, the plan sets out six interlinked priorities:</p> <ul style="list-style-type: none"> <li>uniting all South Africans around a common programme to achieve prosperity and equity;</li> <li>promoting active citizenry to strengthen development, democracy and accountability;</li> <li>bringing about faster economic growth, higher investment and greater labour absorption;</li> <li>focusing on key capabilities of people and the State;</li> <li>building a capable and developmental State;</li> <li>and</li> <li>encouraging strong leadership throughout society to work together to solve problems.</li> </ul>
3.5	Local Roads For Rural Development In Kwazulu-Natal; March 1997	The provision of local roads to serve rural communities which were neglected in the past is an initiative of the KwaZulu-Natal Department of Transport. The objective of this initiative is through the provision of road infrastructure to facilitate and provide opportunities for the social and economic development of rural populations.
3.6	National Freight Logistics Strategy; October 2005	This Strategy is a follow-up to the “Moving South Africa” document. It seeks to build on the world class infrastructure and operations we have in some areas of the system, while setting a clear framework for addressing



NO.	NAME OF POLICY/STRATEGY	MANDATE
		system and meso-level challenges that constrain other areas of the freight system. It sets the strategic framework for institutional reform and industrial structuring that will ensure a more efficient freight system that allows greater system access to current marginalised service providers and cargo owners.
3.7	National Infrastructure Plan; 2014	The purpose of the Plan is to transform the economic landscape while simultaneously creating significant numbers of new jobs, and strengthen the delivery of basic services. The plan also supports the integration of African economies.
3.8	National Road Safety Strategy; 2016-2030	The Department will focus on road safety matters to respond adequately to the rising number of road accident related fatalities. Added focus will be placed on the prevention of accidents involving heavy load vehicles, especially at hazardous spots in the province due to the frequency of these accidents.
3.9	Provincial Spatial Economic Development Strategy; October 2006	The provincial Government has developed its own Growth and Development Strategy, which is closely aligned to both the erstwhile Millennium Development Goals (now the Sustainable Development Goals) and national development goals. The PSEDS is essentially a tool through which the provincial government can address the legacies of the apartheid space economy, promote sustainable development and ensure poverty eradication and employment creation.
3.10	Public Transport Strategy and Action Plan; 2007	The Public Transport Strategy has two key thrusts: Accelerated Modal Upgrading and

NO.	NAME OF POLICY/STRATEGY	MANDATE
		<p>Integrated Rapid Public Transport Networks. Accelerated Modal Upgrading refers to the current initiatives to transform bus, taxi and rail service delivery in the short to medium term. Integrated Rapid Public Transport Networks pertains to the upcoming Action Plan's focus on implementing high quality Phase 1 networks of Rail Priority Corridors and Bus Rapid Transit Corridors in especially the 6 metro cities.</p>
3.11	Road Infrastructure Strategic Framework for South Africa; October 2006	<p>The Strategic Framework is intended to be an embodiment of roads policy in South Africa and a blueprint for roads development planning and provision by all roads authorities. It contains the principles that are embodied in sector and government level policies that seek to bridge the economic divide through the integration of first and second economies i.e. emphasising the need to maintain good quality strategic economic road infrastructure while elevating the profile of social infrastructure; promoting the integration of transport planning with broader economic and social spatial and land use planning; maximising skills development and employment creation potential; while ensuring sustainability and harmony with the environment.</p>
3.12	Rural Transport Strategy for South Africa; 2007	<p>The rural transport strategy is seen as a stimulant to social development and economic growth of rural areas, which would in turn grow the economic resource of district municipalities. The strategy calls for the Rural Transport Service; this includes</p>

NO.	NAME OF POLICY/STRATEGY	MANDATE
		services provided by users themselves (e.g. head loading, private vehicular transport) and by operators of all modes of motorised and non-motorised transport, and the promotion of non-motorised and intermediate modes of transport.
3.13	The National Land Transport Strategic Framework; (2017-2022)	This framework embodies the overarching, national five year land transport strategy that gives guidance on transport planning and land transport delivery.
3.14	The National Spatial Development Perspective; 2006	The framework contains a set of principles and mechanisms for guiding infrastructure investment and development decisions.
3.15	Provincial Growth and Development Plan; 2019	<p>The aims of the PGDP are to:</p> <ul style="list-style-type: none"> <li>develop a framework for the future direction of policy and strategy development;</li> <li>outline strategic interventions, goals and targets to direct development and planning initiatives; and</li> <li>ensure a common vision and coordinated action by government and partners in implementation.</li> </ul> <p>The PGDP provides strategic direction based on key provincial priorities that address the social needs of the people and the realisation of the economic growth potential of the province.</p>
3.16	Transforming our World : The 2030 Agenda for Sustainable Development; 2015	The 17 Sustainable Development Goals and 169 targets were developed in response to the time frame being reached on the Millennium Development Goals, to build on these MDGs and to provide a plan to achieve those MDGs that were not realised.

## 4. Relevant Court Rulings

The following are the relevant Court Rulings:

**4.1** McIntosh v Premier of the Province of KwaZulu-Natal and Another (632/2007) [2008] ZASCA 62; 2008 (6) SA 1 (SCA); [2008] 4 All SA 72 (SCA) (29 May 2008)

In terms of this matter the Department is compelled to conduct routine inspections and maintenance of the road network. The claim pertained to damages due to a pothole.

**4.2** Oosthuizen's Transport (PTY) LTD and Others v MEC, Road Traffic Matters, Mpumalanga, and Others 2008 (2)SA 570 (T)

In terms of this matter, the suspension of operator cards was held to be an administrative action and had to comply with Section 1 of the Promotion of Administrative Justice Act.

**4.3** National Prosecuting Authority v W. J. Vermaak (2007) SCA 150 (RSA)

In terms of this matter, the court held that the forfeiture of a vehicle in a drunken driving matter is not valid as the Act does not apply to that offence and that a motor vehicle is not an instrumentality of the offence.

**4.4** S V Hendricks (2011) 4 All SA 402 (WCC)

In this matter the court held that to sustain a conviction in a drunken driving matter, the proper functioning and effective working of the electrochemical cell ("ECC") of the Alcotest/Breathalyser test was necessary. As the ECC was not calibrated by an accredited laboratory as prescribed in the National Road Traffic Regulations, it could not be used to secure a conviction.

**4.5** MEC for Transport v Eastman and Two Others (2011)

This is a claim that arose as a result of an accident in Sani Pass Road which was at the time of the accident was under construction. The accident occurred in wet weather on a rural road resulting in the vehicle landing in a culvert. The Department was found not liable on appeal as evidence showed that speed was the sole cause of the accident.

# Part B : Our Strategic Focus

## 1. Vision

The vision of the KwaZulu-Natal Department of Transport is:

“An Enabling Transportation Gateway to Africa and the World”.

This means that the Department will strive to ensure that KZN becomes a gateway connecting Africa and the world through a safe, affordable, reliable and integrated provincial transport system.

## 2. Mission

“We will strive to provide mobility through an affordable transportation system that is safe, integrated, regulated and efficient to support the movement of goods and people and that enables the socio-economic development needs of our province and its citizens”.

## 3. Values

The values that guide and define the ethos of the Department are the following:

- Good governance
- Professionalism
- Innovation
- Leadership
- Teamwork

Core Values	What They Mean To The Department
<b>Good Governance</b>	We will implement measures that ensure compliance with all applicable prescripts in the Public Service and the Republic and strive to obtain positive audit outcomes to strengthen accountability, build and sustain confidence in the manner in which we use public resources.
<b>Professionalism</b>	We will continuously strive to build a culture of high professional standards underpinned by work ethic and diligence and to encourage and actively support our staff to affiliate to professional bodies.

<b>Core Values</b>	<b>What They Mean To The Department</b>
<b>Innovation</b>	We will strive to nurture a culture of creative thinking, continuous learning and encourage our staff to research and develop new ways of doing our business in ambitious ways that disrupts the status quo.
<b>Leadership</b>	We will continue to provide sound direction, guidance and leadership to motivate our staff to work hard and efficiently through recognition while providing service excellence at all times.
<b>Teamwork</b>	We will promote consultation, an open door policy and communication in our activities to ensure teamwork and unity among all our staff.

#### **4. Situational Analysis**

As the 6<sup>th</sup> Administration commences, the Department's main focus remains on changing the lives of the people of KwaZulu-Natal for the better through the provision of safe transportation and by developing road infrastructure, particularly in rural areas.

The Department acknowledges that public infrastructure assets are the foundation of a country's economic well-being. Hence maintenance of our current assets remain at the forefront of our priority.

While we embark on the path of developing and maintaining road infrastructure, we are also committed to transforming the economy so that those who were previously marginalised are able to benefit from projects undertaken by the Department through the Integrated Radical Socio-Economic Transformation Programme (IGULA).

The Department is committed to expanding the provision of subsidised bus services in the Province, while simultaneously driving transformation in the public transport industry. This will be achieved by increasing the participation of African bus operators in the subsidised bus services. Our ultimate goal is to ensure that 70% of the subsidised bus operations goes to the previously disadvantaged groups and the incumbent operators remain with 30% of the operation in the province.

Bringing safer, integrated public transport services closer to the people is another area that will receive attention.

The Department's efforts at creating and maintaining a safe road environment remains a key focus and our activities in freight movement, traffic enforcement, road safety programmes and in stabilising the taxi industry will continue, unabated.

Empowering the people of the Province is a key mandate of the NDP and PGDP and we are committed to fulfilling. We will strengthen our job creation and development programmes to fulfil this mandate. Our target beneficiaries in these programmes are women, youth and people with disabilities. Hence, the Department has set clear targets for each of these vulnerable groups, in our projects and plans.

Planning for the 2020/21 to 2024/25 strategic cycle is constrained by the current economic situation in the country, the impact of significant cuts to provincial equitable share and grant allocations as well as by the capacity of skilled human resources to undertake projects in a transportation environment.

The Department has always acknowledged and recognised that in order to improve transportation service delivery as well as address challenges regarding road safety, it is essential to engage with our stakeholders on a regular basis. This course of action ensures community and stakeholder understanding regarding our capacity to deliver services, with limited resources, against community demands.

Furthermore, these partnerships serve as a means to jointly address challenges that the Department may face while delivering services.

Our stakeholders are detailed below :

STAKEHOLDER	RESPONSIBILITY
a) Local contractors	Undertake infrastructure and other projects on behalf of the Department.
b) Traditional leadership	Facilitation and liaison on infrastructure projects.
c) Local business associations	Undertake infrastructure and other projects on behalf of the Department.
d) National departments (Dept of Water and Sanitation; Dept of Minerals and Energy; Dept of Agriculture and Rural Development; Dept of Health; Dept of Public Works; National Department of Transport; Department of Justice, National Prosecuting Authority)	Provide support and mandates for infrastructure, and other projects as well as enhance and partner on traffic enforcement and road safety.
e) Community structures that form Project Liaison Committees	Dept communicates progress of projects to PLCs, who communicate with local communities. The PLCs also form Labour Task teams that assist with recruitment and selection of local labour.
f) Bus operators	Providing public transport on behalf of the Department.

g) State-Owned Entities – SANRAL, Transnet, PRASA	Colloaboration on infrastructure matters and projects. Collaboration on transportation and freight matters such as road incident management and weighbridges.
h) Transport Structures	Deal with road safety, infrastructure and PT issues in their areas.
i) Santaco	Consultation, support and drive taxi related programmes.
j) KwaNabuco	Consultation, support and drive programmes related to small bus operators.
k) Freight Associations	Consultation and drive programmes in the freight and logistics sector.
l) Municipalities (Local and District)	Co-ordinate and drive programmes implemented at municipalities. Collaboration on infrastructure projects.
m) Road Traffic Management Corporation	Collaboration, support and integration on road traffic and safety matters.
n) South African Police Services	Support in traffic enforcement matters.
o) Post Offices	Agents for motor vehicle licensing.
p) Manufacturers, Importers and Builders (Motor vehicles)	Agents for motor vehicle specifications.
q) Private Testing Centres	Agents for motor vehicle roadworthy testing.
r) Driving schools	Agents for driver tuition.
s) National Regulatory of Compulsory Specifications	Administer compulsory specifications and other technical regulations for motor vehicles.
t) N3 Toll Concession (N3TC)	Manage (design, construct, finance, operate and maintain) a section of the N3 transport corridor starting at the Cedara interchange in KwaZulu-Natal and ending at the Heidelberg South interchange in Gauteng.

## 5. External Situational Analysis

### 5.1 Factors Contributing to the Performance of Policy and Regulatory Mandates

#### 5.1.1 Positioning KZN as an Economic Gateway to Africa and the World

The KwaZulu-Natal Department of Transport plans to address the priority goals and objectives of the Medium Term Strategic Framework (2019-2024), Changing Lanes - Moving South Africa Forward (Transport Minister's Priorities 2024); National Development Plan – Vision 2030; the 2035 Provincial Growth and Development Strategy (November 2016); the 2035 Provincial Growth and Development Plan (2019), the Provincial Growth and Development Strategy and Plan Abridged Version (October



2018) and South Africa's international commitment to target the United Nation's Sustainable Development Goals 2030.

The outcomes planned in this 5 Year Strategic Plan (2020-2025) take into consideration KwaZulu-Natal's unique role as the Gateway Province to Africa and the World. The 2035 Provincial Growth and Development Plan estimates much higher orders of trade through the Ports of Durban and Richards Bay as the African Union Agenda 2063 gains currency through the signing of the Kigali Declaration (2018).

In July 2019 the African Continental Free Trade Area (AfCFTA) launched its operational phase for the 54 nations that have joined the Union. The 1st of July 2020 has been set down for the agreement to be to be fully operational.

South Africa is expected to become a major supplier of goods and services to the continent and to benefit from increased foreign direct investments. The KZN Provincial Growth and Development Plan asserts that there is sufficient evidence that supports the idea that infrastructure development is a significant factor that should underpin poverty eradication and economic growth efforts in developing nations (2019: P115). The PGDP identifies the ability of the province to improve its transport and logistics infrastructure as an imperative for successful participation in global markets and long term socio-economic success.

According to Global Africa Network, Durban is strategically well located on the South East Coast of Africa and is the major port city of the African continent. Its location puts it in the heart of shipping routes reaching to all major markets on the globe" (July 10, 2019). Global Africa Network further asserts that Durban is "the busiest container port in Africa" and "the 4<sup>th</sup> largest port in the Southern Hemisphere".

It is against this backdrop therefore that one of the main planning considerations was the vision of the Provincial Growth and Development Plan (2019) and how the Department should contribute towards its achievement. Similarly, this strategic plan also drew extensively from other major national, provincial and global policy and strategy frameworks that have underpinned key tenants of this strategy and how it contributes to the broader strategic agenda.

The Gateway strategic positioning is an integrative theme bringing all mandate components of the Department into a holistic perspective in the extent to which each contributes strategically to the realisation and functioning of the gateway. The Five Strategic Thrusts that guides the national delivery of transport services as outlined in the Minister of Transport's 5 Year Priorities for the period 2019-2014, provide a cornerstone upon which this strategy is based. The five strategic thrusts are:

1. safety as an enabler of service delivery;
2. public transport that provides social emancipation and an economy that works;
3. infrastructure build that stimulates economic growth and job creation;
4. building a marinetime nation, elevating oceans economy; and
5. accelerating transformation towards greater economic participation.

## **5.1.2 The Service Delivery Context**

### **5.1.2.1 Transport Infrastructure**

Strategic transport infrastructure that connects the economies and peoples of different parts of Africa and the World is key to driving economic growth and socio-economic transformation. Chapter 4 of the Provincial Growth and Development Plan (2019) outlines the strategic importance of transport infrastructure in the overall growth trajectory of the province.

The key nuance that the Department has had to contend with, in relation to the execution of an integrated transport mandate, is the fact that competencies for other transport modes that form part of a package of interventions intended to unleash the potential of transport infrastructure in growing the economy, creating jobs and improving the quality of life of the citizens, are not within the legal scope of functions and authority of the Department. Competencies for rail, air and marine transport are vested with national government. Failure to move required tonnage of freight from road to rail is a major threat to the quality of the provincial road network with extensive maintenance and repair cost.

It is estimated that 90% of South Africa's imports and exports are transported by maritime freight and that the ports of Richards Bay and Durban account for

some 80% of the value of all goods imported into and exported from South Africa. SANRAL reports that the current number of heavy vehicles passing through the Marian Hill Toll Plaza on the N3 is approximately 9 000 per day and estimates that users of the N3 suffer losses of nearly R800 million per annum due to accidents and time delays. The increased road freight, particularly between Gauteng and Durban, has placed the KwaZulu-Natal provincial road network under severe strain.

Many of the most heavily trafficked roads have passed their design life, while some heavily trafficked roads are not designed to accommodate freight. This has increasingly manifested itself through road failure, more potholes, higher accident rates, increased vehicle operating costs, longer journey times, higher transaction and logistic costs, reduced productivity, reduced global competitiveness and high levels of public discontent.

It is well documented that Provincial Road Networks in South Africa have been under-budgeted for several decades. A recent National Treasury commissioned report *Performance and Expenditure Review: Provincial Roads (Cornerstone Economic Research – February 2018)* reports that the current maintenance backlog for all provincial paved roads is R50,7 billion and gravel roads R65, 5 billion. This is much lower than the calculation made in 2013 based on SANRAL's VCI data (Visual Condition Index) which estimated that R128 billion was required to strengthen the provincial paved roads that were in a poor and very poor condition, and lower than the R197 billion reported in *South African Road Network Condition and Budget Needs Report compiled under auspice of the Roads Coordinating Body (RCB) 2014*.

More recently Don Ross and Mathew Townsend reported that the backlog to be almost R417 billion of which the provincial road maintenance backlog accounted for R150 billion. (*The Road Maintenance Backlog in South Africa – 2018*). The deficits in the KwaZulu-Natal provincial road network pose a strategic risk of significantly higher production and logistic costs which in turn leads to reduced competitiveness that can potentially negatively impact on trade and foreign direct investments.

It is within this context that the Department plans to streamline, consolidate and elevate management of strategic partnerships and inter-governmental relations to improve coordination and collaboration between the province; national government and its entities; municipalities; and other social partners.

This requires a well-defined process and methodology, systems and procedures as well as structures and capacity that serve and drive strategic engagements between the Department and the State Owned Enterprises with a particular priority on Transnet, SANRAL, PRASA as well as others for the purposes of joined up actions, collaboration and co-funding to realize the potential of an integrated transport network in the province.

The Department has identified the absence of a capability that drives strategic partnerships and stakeholder management as a weakness. To this end, the Department plans to strengthen this capacity for the purposes of supporting all programmes of the Department in stakeholder engagement and IGR.

Notwithstanding transport infrastructure financing and other challenges, the need to maintain the primary road network and keep it at appropriate levels will continue to be one of the most important strategic preoccupations. The road network assessment continues to indicate significant maintenance backlogs.

Historically, accumulated high budget shortfall estimates provide some indication of the enormous challenge the Department is facing to establish appropriate life asset maintenance regimes, under the condition of austerity budgets and budget cuts in the MTEF (2018/19 – 2020/21) period of about R4,33 billion.

Compounding this situation is the fact that there are many significant cost drivers in road construction and maintenance that the Department has limited or no control over. These include traffic volumes, rainfall patterns, availability of local materials, the escalating cost of imported materials and the impact of volatile foreign exchange on the Rand. As alluded to already, evidence suggests that Provincial Road Networks in South Africa have been under-

budgeted for several decades. This is so in spite of population growth with its corresponding growth for transport services and related infrastructure.

It is against this backdrop, amongst other considerations, that has led the Department to adopt a new approach to infrastructure delivery. The new approach places focus on fewer but strategic and catalytic infrastructure rather than too many small infrastructure build interventions.

In assessing its performance on construction of transport infrastructure, the Department has identified that it is implementing too many small projects leading overburdened and poor project management and financial difficulties in completing some of these projects.

The new approach places a premium on consolidating the available capacity and resources and focus on completing construction projects on time, budget, scope and with highest possible levels of quality.

Taking into consideration the lessons learnt, the Department seeks to pursue the NDP, PGDP and MTSF objectives with renewed vigour and to establish the fundamentals necessary to realise the strategic vision of enabling the province to become the gateway to Africa and the World. Amongst other basics to be established, the Department will embed and institutionalise the Departmental Programme Management Office (DPMO) as part of the core capabilities to improve the performance of the Department.

This capability will drive both the programme management areas related to strategy translation, planning, costing, resourcing, monitoring, evaluation and reporting. It will also address process facilitation areas related to stakeholder and partnership management as well as vertical and horizontal integration and alignment of strategy, resources and delivery.

The revitalisation of the transport infrastructure environment in the Department is poised to improve the quality of outputs and outcomes as well as the pace of delivery over the medium term especially in relation to the big catalytic transport infrastructure projects. The Department continues to support the province with the implementation of the National Infrastructure Plan's Strategic

Integrated Projects (SIPs), in particular SIP 2 which is the Durban-Free State-Gauteng logistics and industrial corridor.

This is a key corridor that is expected to unlock and support economic growth of the majority of the country and sub-Saharan Africa. This main arterial corridor strengthens and serves as a catalyst for the logistics and transport corridor between SA's main industrial hubs, improves access to Durban's export and import facilities, integrates the Free State Industrial Strategy activities into the corridor and supports the new port in Durban and the Aerotropolis around King Shaka International Airport.

The King Shaka International Airport, the Dube Trade Port and the expansion of the Durban Harbour are major developments that have a significant impact on integrated transport and transport infrastructure in the province.

The challenge for the Department is to ensure that provincial transport infrastructure can adequately serve these developments whilst optimising the social and economic development impacts of such developments. Similarly, the Department seeks to confront the Fourth Industrial Revolution challenge in the context of transport infrastructure to ensure that future road construction and other build projects integrate strategic and essential technology that will enable the future proofing of provincial transport infrastructure.

#### **5.1.2.2 Transport Operations**

Public transport is a need and enabler for a majority of citizens in the province and beyond. It is one of the most critical pillars of a growing inclusive economy, job creation and social mobility for sustainable livelihoods. The main weakness in the current public transport system is its inefficiency and fragmentation. This is to be traced back to the historically fragmented spatial planning that separated people from places of work and other economic activities.

The current public transport system is characterised by high costs resulting in communities spending more on transport than other basic necessities. Whilst some progress has been made in the transformation of public transport infrastructure in the last five years, concerted effort and dedicated focus is still

required to achieve an efficient, safe, affordable, reliable and integrated public transport system in the country.

The restructuring of the bus subsidy model and contracts, for example, has been a focus area in the last five years aimed at achieving a more equitable spread. Currently, only 20% of the public transport system benefits from government subsidy whilst an overwhelming 80% operates independently. Going forward, the Department intends to put in place a public transport subsidy instrument that will guide the redistribution of government support to different modes of public transport.

Whilst the envisaged instrument is likely to take the form of national policy framework, the province has already begun laying the foundation within the context of its legal mandate to prepare its readiness for the anticipated national policy framework. To this end, between 2016 and 2018 the Department has been working with and supporting municipalities in undertaking a study on economic viability of public transport to establish a better understanding of the sector and to inform decision-making on the different routes.

The study has found, amongst others that “most registered routes are overtraded and that operating licenses can be issued for the unregistered routes”. The study further notes that to ensure that oversaturated taxi routes are not exasperated, unregistered routes may be added on existing operating licenses for taxi associations that already operate those unregistered routes. The study however calls for a careful consideration of each route individually before issuing any new operating licenses.

The Department therefore plans to process and implement key interventions that are underpinned by the understanding of the economic viability of public transport generated through this study. At the heart of these interventions is the fundamental imperative to establish equity in the distribution of government support across all public transport modes.

Whilst striving for equitable government support across modes, the Department acknowledges e-hailing as a growing mode of transport in the major cities of the Province. However, while the industry is unregulated, it

continues to grow due to it being easily accessible and a quicker way to travel. The Department also acknowledges that the lack of regulation poses a challenge with regard to all other established public transport modes that are regulated.

As this mode of transport grows nationally, the Department must be guided by national policy and regulation to secure sustainable peace and stability within the sector. Thus, the Department will engage with the National Department of Transport regarding this growing mode of transport.

The Department has worked with municipalities to build integrated public transport facilities. The strategic perspective for the next five years to 2025 remains the imperative to achieve decisive integration of the public transport system and cementing the cornerstones for the desired levels of efficiency, reliability, affordability and safety. This will require that the Department takes advantage of spatial developments and economic growth nodes in the province. This will further assist in improving the socio-economic viability of current public transport routes, modes and related infrastructure. The Department will therefore work with the competent authorities and entities in the different spheres of government, including departments within the provincial government to pursue this strategic imperative.

The theory of change that undergirds this perspective is that once a more economically viable and socially sustainable model of public transport that impacts on cost, safety, reliability and equity is achieved, the dominant problems and weaknesses such as violence; high cost; road crashes and fatalities; and the unreliability of the current system will be fundamentally reduced. Since the establishment of the Provincial Regulatory Entity (PRE) and the establishment of relative stability in the taxi industry, significant lessons have been learnt by all the different stakeholders and role players in the sector. These lessons include the expansion of government supported learner transport and potential impact of implementation outcomes of Integrated Public Transport Plans and the need for equitable support to public transport modes.



The Department has identified that, notwithstanding the fact that heavy vehicle overloading was identified as a major problem in South Africa and, notwithstanding efforts at more effective overloading control, overloading remains a major problem in the province. It accounts significantly for the premature deterioration of significant parts of the provincial road network. Overloading together with poor vehicle maintenance and driver fatigue, contributes significantly to South Africa's poor road safety record.

Despite the Department's efforts at enforcement and strides made with big industry regarding overloaded heavy vehicles, there are still some operators who flagrantly disregard the rules of the road by overloading their vehicles.

The Department will continue with the overload control function through our weighbridge operations and through continual enforcement.

### **5.1.2.3 Transport Regulation**

One of the challenges facing the Department is the reduction of road fatalities. Safety of the public transport system is compromised by, amongst others, pockets of non-compliance of public transport modes with some of the regulations as well as violence, particularly in the taxi industry. Road injuries and fatalities in the public transport sector continue to diminish public confidence in the industry, yet there is no other viable public transport alternative.

According to the Crash Data Report; 2018, the province's road fatalities have decreased from 2734 in 2017 to 2473 in 2018 representing a 9.5% reduction in fatalities. Despite this drop, the Department has acknowledged that we have underperformed against our 2014-2019 five year target which was "to reduce road fatalities by 30%".

It is concerning that out of the total 1 660 652 vehicle population in the province at the end of 2018, a total of 143 785 vehicles were either unroadworthy or unlicensed or both. It is equally concerning that this number has increased by approximately 10% from the previous year (2017). About 66 423 specifically unroadworthy vehicles were found on the provincial road network in 2018, a 0.18% reduction from 66 540 in 2017. The total number of

unlicensed vehicles on the provincial road network shows a 23% increase from 57 141 in 2017 to 69 763 in 2018.

This situation is concerning because vehicle-related crashes are one of the top three causes of fatal road crashes. This situation also brings into perspective the attitude of road users who blatantly display a disregard for road traffic rules.

It is against this backdrop that the Department is considering reviewing its strategic approach towards this area. This means that the Department's 4Es approach has to be strengthened, streamlined and consolidated to ensure a more comprehensive and integrated approach.

To this end, the Department plans to conduct research and strengthen its data, knowledge and analysis that should, in turn, inform the approaches and strategies for traffic law enforcement, road safety education and engineering of the road network.

The Department's slogan of "Road Safety is Our Collective Responsibility" is a clear indication that the Department requires co-operation and acceptance of responsibility from all stakeholders for the efforts at creating a safer road environment to succeed. It is for this reason that the Department is continually seeking new ways to approach road safety so that crashes are reduced and lives saved. The Department will continue with our traffic law enforcement and awareness programmes and partnerships that are developed with stakeholders within the sector. The stakeholder-based approach is important as the imperative to change road user behaviour will contribute positively towards the creation of a safe road network for the citizens of the province and tourists. Associations representing different public transport modes as well as other transport civil society bodies will be engaged going forward.

The Department's efforts at traffic law enforcement are frustrated by the ever-increasing protests against a lack of service delivery, growing unemployment and rising fuel prices. These protests have resulted in national and provincial roads being blockaded. Coupled with the blockades, there have been instances of looting, violence, arson and damage to the road infrastructure by the protesters.

Furthermore, the emerging trend of blockages on the key corridors by truck drivers has resulted in huge traffic disruptions, traffic backlogs, delays in the delivery of goods and compromised safety of all other road users.

The Department's traffic law enforcement officers have had to stretch already limited resources to conduct intensive and extended enforcement operations in patrolling and clearing roads that have been blockaded as well as clear backlogs in traffic. This has impacted upon planned enforcement activities as employees have to be redeployed to problem areas.

These service delivery protests not only impact on the Departmental employees and operations but also cause huge losses to the economy of the country as major routes are affected, key infrastructure is damaged and freight is either damaged or looted with trucks being burned.

#### **5.1.2.4 Community Based Programmes**

While executing our mandates, the Department has been equally attending to the implementation of socio-economic empowerment programmes within the broader policy and regulatory parameters.

The rollout of the Department's socio-economic transformation intervention, Igula, has unfolded in the last term. This included the conceptualisation and design of a contractor development programme to be implemented in the next five years. It is aimed at supporting emerging contractors in improving their business and service delivery capacity.

The Department's socio-economic transformation interventions also included creating access of the small and emerging contractors to significant infrastructure build and maintenance contracts. The Department has thus implemented a minimum requirement of a 35% local contractor participation in all infrastructure contracts over R10m.

The Department has identified that infrastructure-led social and economic development opportunities, and the extent to which these are harnessed and managed to benefit communities across the province, require significant

strategic review and improvement. Experience in economic growth and job creation over the past 25 years indicates that even in very high growth years, the number of jobs created and the distribution of jobs has not kept up with South Africa's expanding workforce.

Job creation growth rates have consistently under-performed economic growth rates. This suggests higher rates of economic growth on their own will not solve South Africa's unemployment crisis.

It is within this context therefore that the Department is planning to improve its job creation; contractor development and economic participation; and empowerment of women, youth and people with disabilities. This will include critical review, streamlining and consolidation of programmes such as Zibambele and Vukuzakhe which have been implemented within the Department and have provided employment opportunities for targeted groups.

Since 2010, approximately 40 000 Zibambele contractors are regularly engaged to maintain about 28 000 km of rural roads with a labour intensity of 91.96% (ILO commissioned: Department of Public Works; 2012: Study in Enhancing Labour Intensity in the EPWP Road Infrastructure Projects: Final Report.)

The review of the Vukuzakhe Programme to address incidence of irregular expenditure has commenced. The focus of the review will be to strengthen compliance with procurement prescripts whilst improving the overall contractor development programme responsiveness and impact on employment in the province.

Similarly, improving universal access to transport infrastructure, facilities and modes, especially for people with disabilities is a strategic imperative the Department plans to address in the medium term.

The Department has noted the need to implement measures that accommodate people with disabilities within its work environment, enabling the targeted group to secure employment and to perform to their full potential.

The Department has always recognised the need to provide access to services to all citizens and in particular, vulnerable groups. Hence we have ensured that preference is always given to people with disabilities and the elderly at our points of service delivery, like our licensing offices. This will continue in the long term.

In addition, the Department will explore integrated approaches to community consultation and engagement for purposes of service delivery planning and progress reporting. This approach will ensure that the Department will engage with communities in an integrated manner while linking transport operations, regulation and infrastructure for planning and feedback purposes.

The Department has identified that some communities within the province have identified their priority transport service needs such as pedestrian bridges, improved roads and pavements. The Department will improve transparency and accountability for decisions made about the nature, scope and location of planned and delivered services.

The women empowerment strategic theme, like other targeted group themes on people with disability, the elderly, youth and children discussed above, cuts across all the planned outcomes the Department plan to deliver and the overall impact it seeks to make in the province in the next five years. The Department has identified that the targeted groups of women, youth and people living with disabilities in the province continue to bear the brunt of poverty, inequality and unemployment.

The strategic challenge of mainstreaming these groups into the main stream transport sector economy and of leveraging the sector social development opportunities to benefit these groups in an impactful way, remains a major focus of the Department's strategic perspective that underpins this strategic plan. Hence the Department will intensify outreach programmes aimed at raising awareness on how women, youth and people living with disabilities can benefit from government programmes; and access to jobs and business opportunities in the transport sector. These programmes will be aimed at assisting the vulnerable in their emancipation towards economic freedom.

Targeting of women, youth and people living with disabilities for transport sector skills development with dedicated resourcing will also form part of the package of measures the Department intends to pursue in the medium term. Fostering equitable representation of women, youth and people living with disabilities within the Department and the transport sector broadly within the province is a chapter the Department intends to deepen in the medium to long term.

The key challenge identified as a weakness in the environmental analysis conducted as part of this planning process was that the monitoring and evaluation of the community development programme as well as the management of related data is not effectively coordinated, managed, analysed and packaged to inform executive decision-making and forward looking planning. The main challenge is that the Community Based Programme is not an implementation programme. It is, by definition, a planning, coordination, facilitation and oversight function.

The specific community development interventions and projects are implemented by the core service delivery programmes of the Department. To improve the quality and effectiveness of this programme, the Department will deploy the capabilities of the Departmental Programme Management Unit (DPMO) to achieve improved performance and accountability for planned outcomes in this programme.

## **5.2 Findings of Relevant Research**

The KwaZulu Natal Citizens Satisfaction Survey; 2018 conducted by a partnership of the Province led by the Office of the Premier and Statistics South Africa, indicated that 45.5% of the respondents indicated outright satisfaction with the maintenance of roads in the province whilst 30.7 indicated outright dissatisfaction and 23.8 indicated somewhat satisfaction.

This finding is consistent with the Department's own self-assessment as the SWOT analysis conducted during the Department's Strategic Planning Workshop in August 2019 highlighted that maintenance of the road network is one of the challenges of the Department.

### **5.3 Impact of the Political Environment on the Implementation of the Strategic Plan**

The political environment in the province is relatively calm and stable. In the analysis conducted as part of the planning exercise in the development of this strategy, it was identified that this Department has had relative stability in terms of deployment of the Executing Authority and has not been significantly affected by reshuffle decisions.

Whilst a new Executing Authority was appointed for the Department towards the end of 2019, the political environment in the Department remains relatively stable. At a macro political level, the political environment is poised to assist the Department to implement the strategic plan as there are expectations on service delivery as per the Department's core functions.

## **6. Internal Situational Environment**

### **6.1 Review of Departmental Performance Against its 2014-2019 Strategic Plan**

In assessing its performance in the last five years from 2014 to 2019, the Department has highlighted that it has surpassed the target planned for Strategic Goal One, as contained in the Strategic Plan (2014-2019) in that, at the end of the Quarter 3 of Year 5, the Department has achieved 33 618 kilometres of declared road against the 32 890 kilometres of declared road planned for the 5 Years from 2014 to 2019.

This achievement suggests that the Department is making very good progress in expanding the provincial road network. The critical strategic question triggered by this success is the extent to which this progress is inclusive of all sections of society and economic sectors in the province. This may mean that, going forward, the Department should be more targeted in its planned outcomes in relation to geographic areas, sections of society as well as sectors and sub-sectors of the economy. In this manner, the impact of achieved kilometres of declared road will be more readily visible and quantifiable.

In its assessment of Strategic Goal Two which was to “promote an integrated transportation system through developing 3 IPTN Operational Plans”, the Department maintains that it has achieved this goal in that, as at the end of Quarter 1 of Year 5, 2

of the 3 planned IPTN Operational Plans have been developed and the third will be completed by end of Year 5. Whilst this performance is good, the quality of indicators and targets set becomes a critical question going forward.

The question is what impact has the achievement of these targets in the period of 5 Years made in achieving an integrated transport system and its contribution to improving the socio-economic fabric of the province. This question becomes pointedly strategic in the context of the bigger picture envisioned in the PGDP, one of positioning the province as a Gateway to Africa and the world, unlocking economic potential of sectors of the economy through efficient and economic movement of people and goods and the role of infrastructure development and maintenance in stimulating economic growth and creation of decent jobs.

Strategic Goal Three, as contained in the Strategic Plan (2014-2019), was to “create and promote a safe road environment by decreasing road fatalities by 30% (545/1,819) in 2020. In our 5 Year performance review the Department has identified that we have underperformed in this area. As already alluded to above, the Department is particularly concerned about the fact that fatalities continue to increase, rather than decrease on the provincial roads. The measures identified above to address this situation will be pursued vigorously in the medium term to 2025 with a corresponding paradigm shift and related reconceptualisation of capabilities requirements to arrest this challenge.

Strategic Goal Four, as contained in the Strategic Plan (2014-2019), was to “promote sustainable economic transformation through developing 2 empowerment programmes”. In our review, we have identified that the quality of this goal is not consistent with the outcome and impact orientation desired of a developmental state. In order to make a difference and positively impact the quality of lives of the citizens of our Province by achieving meaningful socio-economic transformation outcomes, the Department will plan for outcomes and impact in this area of our mandate.

## **6.2 Capacity of the Department to Deliver on its Mandate**

### **6.2.1 Organisational Environment**

The Department has been undergoing a reorganisation exercise that has taken too long to complete. The proposed organisational structure of the Department



has been submitted to the Department of Public Service and Administration for concurrent consultations and there has been no progress in these consultations. Consequently, the Department has not been able to implement required changes in our organisational design and structure. Other organisational challenges identified in the environmental analysis during the strategic planning process, relate to the relationship between Head Office and Regions of the Department.

This analysis has identified that there is no synergy between the two levels of the organisational model and there is limited shared and common understanding on roles and responsibilities between Head Office and Regions. Policy, planning and oversight roles, powers and functions are typically those of Head Office whilst coordination and implementation of programmes would typically be a regional role and function.

In the current environment, these roles seem to be blurred. Regions have contended that there is concentration of management authority at Head Office including areas such as staff appointments, procurement and related operational processes. Head Office, on the other hand, seem to hold a view that Regions are not ready and do not have adequate capacity to take on more powers and authority. There is also a view that Regions are not cooperative and often do not comply with Head Office processes, procedures and even regulatory prescripts.

The root cause of this situation is to be found in the historical implementation of the “client-contractor” operating model in the Department in the past. This model has not been systematically sustained, reviewed, adjusted and aligned in keeping with changes in the strategic and operational environments within the Department and beyond. This is potentially one of the biggest accounts for the blurred roles and responsibilities between Head Office and Regions of the Department.

Going forward, the Department intends to intensify the communication of the Service Delivery Model that had been approved in the recent past. Whilst this Service Delivery Model is in itself subject to alignment with this five year strategy, it provides a strong articulation of the roles of the different tiers of the

Department. It is within this context therefore that intense education and awareness as well as process and governance alignment interventions undergirded by this model will be implemented in the next five years.

In addition, vertical and horizontal integration and alignment of programmes and work seem to be a key challenge facing the Department. The integration of plans and alignment work and the resultant pooling of resources and optimisation of economies of scale is currently not as effective as it should be. This was one of the salient issues identified in the environmental analysis conducted during this strategic planning cycle. This analysis has also illuminated the potential of improved responsiveness and effectiveness of the Department's functions and programmes.

This situation points to a need for an organisational turnaround intervention that will, in the first instance, sharpen the definition of the organisation's architectural design in line with our mandate and functions. This design should define more clearly the delivery model and the corresponding organisational structure with clear role clarity across the different levels of the Department. The roles, responsibilities, powers and functions of Head Office, Regional Offices and Cost Centres should be delineated across the policy, planning, resourcing, delivery coordination, implementation, oversight and reporting spheres.

The establishment of the Departmental Programme Management Unit (DPMO) in the Department is one of the responses to the challenge of ineffective integration and alignment of programmes and work.

### **6.2.2 Human Resources**

The Department's human resources environment is stable but characterised by shortages of staff in critical areas of service delivery, management and governance. This is due, in part, to the moratorium that was placed on filling of posts that become vacant due to natural attrition as a result of a province-wide implementation of austerity measures. This situation required a more deliberate business process reengineering and organisational realignment and rationalisation. The extent of success of Departmental efforts in this direction, as was identified in the environmental analysis conducted, was limited thus creating an environment in which lesser numbers of staff had to perform the

same load of work due to unsuccessful reorganisation and rationalisation efforts.

In general, this has led to dwindling levels of staff morale and accountability for work performance. Notwithstanding this weakness, the environmental analysis identified that consequence management is one of the weakest areas in the management culture in the Department. None or poor performance is not always managed in a manner consistent with its impact on the overall performance outcomes of the Department. Going forward, there is therefore a strategic imperative for effective consequence management related to performance, general conduct and ethics.

Another challenge identified in the planning process is the fit for purpose matching and placement of skills and talent in the right places and at the right time. The need to build a better understanding of the skills profile of the workforce against the skills requirements of the new mandate and strategic direction of the Department, has necessitated an audit of the skills profile in the Department. As such, the implementation of a skills audit has become a strategic imperative in aligning the skill base in the Department with the skills requirements for effective and successful execution of the mandate of the Department.

The audit should identify the skills gap in all the different programmes and sub-programmes of the Department so as to inform both the short and medium term recruitment and the training and development (HRD) plans and interventions. The availability of sufficiently skilled technical, engineering, professional and managerial staff in the marketplace, willing to work for government, has meant that the Department has had to be innovative in ensuring that the professional and managerial skills required for service delivery are continually available.

The awarding of bursaries to students studying in the engineering and technical fields, with service obligations that contractually bind bursary holders, will dilute the challenge marginally. The strategic imperative to address the skills deficit, especially scarce and critical skills, remain a challenge.

The outsourcing of certain professional functions where skills are lacking in the Department has greatly assisted in ensuring delivery to communities. The Department has a programme for developing skills within the organisation but retention of high calibre staff is extremely difficult, especially due to the higher salaries offered in the private sector and by municipalities.

The rigid job requirements also serve as a barrier to attracting and retaining individuals with potential from designated groups. The over-reliance on the use of consultants, although necessary for service delivery, is not ideal as the development of internal staff is compromised.

The fact that the Department has also experienced difficulty with mentorship programmes due to the unavailability of suitable mentors, does not dilute the issue.

Government's mandate to recruit and create job opportunities for people with disabilities remain a challenge for the Department due to the lack of accessibility of people with disabilities to buildings. Costs to obtain the necessary infrastructure and renovate buildings so that people with disabilities may be employed, are exorbitant.

The Department's commitment to employing and empowering women, youth and people with disabilities remain steadfast despite challenges with regard to filling of posts, access and an available pool of available skills required by the Department.

Employee wellness always remains a priority of the Department especially as unhealthy employees severely affect service delivery. The Department's Employee Health and Wellness Programme is vigorously implemented to keep employees healthy for as long as possible. The issue of post-traumatic stress disorder affecting some traffic law enforcement officers remains a challenge as these officers are exposed to trauma in the course of their duties at accident scenes.

### **6.2.3 Strategic Alignment and Integration of Services**

The strategic imperative for integrated planning that supports delivery of efficient, effective and timely services in an integrated manner by different components of the Department, and government in general, is fast becoming urgent. The performance environment in which such integration occurs was previously constrained by a lack of skills and capacity in all spheres of government, a lack of alignment of the planning programmes of the provincial and municipal spheres and a lack of clarity with regard to the allocation of functions and related funding between the spheres of government.

The implementation of Operation Sukuma Sakhe had continued in the last term to integrate delivery of services to citizens and businesses in the province. The Department continued to work closely with other departments and parastatals to provide comprehensive and integrated services to communities.

The introduction of the District Delivery Model and the imperative of developing a One Plan for each of the Districts in the province that integrates all organs of government operating in that District is a strategic opportunity the Department intends to use to improve coordination, integration and optimising transport resourcing through combined budgeting as envisaged in the District Development Model. This will therefore be one of the critical areas of strategic IGR and partnerships management, going forward.

### **6.2.4 Information and Communication Technology**

The environmental analysis has identified that the operating environment in the Department is characterised by manual and cumbersome paper-based processes that make governance and delivery burdensome. This is particular so for high risk and high volume transactional areas of work that are currently inefficient and ineffective due to their manual nature.

Manual information management, especially for infrastructure programme implementation, has become a perennial challenge across the different levels of the Department. Infrastructure project management, governance and reporting is hamstrung by a lack of systems and technology. This situation is equally applicable to other non-infrastructure functions and work areas in the Department. Most administrative processes are still manual and paper-based

and pose accounting challenges as record and information management become more and more unmanageable.

Information technology thus remains a key for improving overall efficiency, effectiveness and accountability in the Department. In an effort to meet service delivery and governance improvement goals effectively, the Department has to leverage off Information Technology enabled solutions. In an effort to respond to this challenge, different programmes are prompted to seek their own technology and process modernisation solutions.

This silo approach to the challenge is risky as it will potentially lead to an unmanaged proliferation of technology solutions that become difficult and costly to integrate in the medium to long term. The continuous technological advancement in the country, although beneficial, is sometimes not accessible due to the exorbitant costs in procuring such technology. The situation is worsened by the fact that information technology is becoming increasingly specialised and diverse, resulting in higher costs of resources.

The rapid rate of equipment becoming obsolete and the dependency on procuring from overseas manufacturers and software business systems with higher exchange rates, further compounds the challenge. Going forward, the Department plans for a consolidated, aligned and integrated ICT strategy with a detailed medium rollout roadmap that identifies critical quick wins in the short term and strategic intervention areas in the medium to long term.

#### **6.2.5 Research and Knowledge Management**

Research and knowledge management has been identified in the environmental analysis as a weakness currently in the Department. This is because the Department does not have a research capability and has no defined and systematic research agenda that is responsive to knowledge generation of most of the core functions of the Department.

Similarly, knowledge management practice has been identified as a weakness. The management of knowledge is uncoordinated and unsystematic and renders planning endeavours difficult and shallow. Most of the core business functions

in the Department do not have readily available and accessible basic functional data and information related to their sectors.

The strategic direction to be taken by the Department for the next 5 Years to 2025 seeks to reposition the Department as an innovator and thought leader that competently drives the strategic infrastructure agenda for social transformation, development and economic growth in the province. This will require that strategic and operational capabilities for research and knowledge management are established, The Department therefore plans to develop and facilitate adoption and implementation of options for a cost effective and economic model for building this strategic capability.

#### **6.2.6 Financial Resources**

The appropriated budget shows that there has been a marginal budget growth of only 2.81% from the 2014/15 fiscal year through to the 2019/20 fiscal year. Furthermore resources in terms of financial capacity, human resources allocations and investment in infrastructure development have only increased by a negligible 2.3%, year-on-year, from 2014/15 to 2019/20.

The Transport Infrastructure Programme has the biggest budget allocation followed by Transport Operations and then Transport Regulation. The Department's budget increases year-on-year, are below inflation and therefore have had an impact on the output of targets

This has necessitated an integrated strategic approach in streamling budget spend for service delivery.

Over the past 5 financial years, there has been considerable capital investment in road infrastructure. This investment consisted of existing infrastructure maintenance and repairs; upgrades and additions to existing infrastructure; rehabilitations, renovations and refurbishments to existing infrastructure. All this capital investment to existing infrastructure has been aligned to appropriated budgets and the actual spend was on par with appropriated budgets through the past 5 financial years.

### **6.2.7 Compliance with Legislative and Regulatory Prescripts**

Compliance with legislative and regulatory prescripts is one of the key focus areas identified in the environmental analysis. This is a key area of focus in turning around the governance environment in the Department and for improving the quality of audit outcomes. The Department has had a qualified audit opinion in 2016 due to irregular expenditure of R7,88 million (2015: R469,3 million) .

The extent of irregular expenditure suggests that the Department needs to improve internal controls to reduce and ultimately eliminate the reoccurrence of irregular expenditure.

The problem of irregular expenditure coupled with some procurement irregularities and fraudulent payments made to suppliers is evident in the 31 investigations performed by Provincial Treasury covering the period to March 2016 suggests that the supply chain management function, and especially our demand management component, together with programme level planning, have concerning performance weaknesses. It is against this backdrop that one of the major impact areas the Department has decided on for the next medium term to 2025, is on the improvement of corporate governance.



# Part C: Measuring Our Performance

## 1. Institutional Performance Information

The Department acknowledges that the communities and citizens of the the Province must be at the forefront of our service delivery and operations. Hence, this has always been our approach to how we undertake planning within the Department.

With the advances in technology and our growing partnerships with our municipalities and other stakeholders, we are evolving the manner in which we plan. Furthermore, we are also improving on the way that performance is measured from the traditional output measurement to a more distinctive measurement of impact. This is deemed prudent as the Department strives to see the impact on the citizen and society over time. Various instruments are being explored for this purpose.

## 2. Measuring the Impact

<b>Impact Statement</b>	A safe, affordable, integrated, efficient and compliant transportation system.
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## 3. Measuring Outcomes

<b>MTSF PRIORITY</b>	<b>Priority 1:</b> A Capable, Ethical and Developmental State		
<b>Outcome 1</b>	<b>Outcome Indicator</b>	<b>Baseline</b>	<b>Five Year Target</b>
Good Governance	Number of annual audit findings	6 Qualified audit outcomes	Clean/unqualified audit
	Project management maturity level	Level 1	Level 4 project maturity level
<b>MTSF PRIORITY</b>	<b>Priority 5:</b> Spatial Integration, Human Settlements and Local Government <b>Cross Cutting Focus Areas:</b> Women, Youth, People with Disabilities		
<b>Outcome 2</b>	<b>Outcome Indicator</b>	<b>Baseline</b>	<b>Five Year Target</b>
Responsive Transport Infrastructure	Percentage of road network in a 'poor to very poor' condition	57% of the road network in a "poor" to "very poor" condition.	46% of the road network in a "poor" to "very poor" condition.
	Kms of road declared	33 600kms	34 800kms
<b>MTSF PRIORITY</b>	<b>Priority 5:</b> Spatial Integration, Human Settlements and Local Government		
<b>Outcome 3</b>	<b>Outcome Indicator</b>	<b>Baseline</b>	<b>Five Year Target</b>

Integrated, Safe, Efficient and Sustainable Transport	Number of public transportation interventions implemented from the Provincial Land Transport Plan (2020- 2030)	0	4
	Number of freight transportation interventions implemented from the Provincial Freight Transport Strategy	0	2
	Number of municipalities surveyed to ascertain travel patterns of all modes of transport.	0	11
	Number of fatal crashes	2 006	30% reduction in fatal road crashes

### 3.1 Explanation of the Performance Information over the Five Year Period

Over the next five years to 31 March 2025, the Department seeks to bring about a safe, affordable, integrated, efficient and compliant transportation system.. It is an impact statement against which all programmes, projects, initiatives and interventions across all budget programmes and functional components will be conceptualised, planned, resourced and executed. Supporting this impact statement are three outcomes the Department is planning to achieve in the five year period, namely; good governance; responsive transport infrastructure; and an integrated, safe, efficient and sustainable transport system.

The content of this 5 Year Strategic Plan marks a fundamental shift in the planning paradigm and the overall strategic direction of the Department as reflected in the new vision and impact statements as well as the planned outcomes. This shift has been brought about by the depth of strategic analysis conducted during this planning cycle. The analysis has interrogated both internal and external environments and arrived at a conclusion that some of the old will not bring about the desired change in the transport sector in the province.

As detailed out in section 8 above, a number of strategic challenges that still confront the transport sector within the province and beyond were identified together with their effects in the socio-economic landscape of the province. This analysis has led to the Department to envision and conceptualise a different approach to the planning and execution of its mandate. The new approach is one that is undergirded fundamentally by the principle of integrated planning, resourcing and execution.

This has meant that different stakeholders and role players within the Department have had to leave their budget and functional platforms and silos and embrace the entirety of the mandate of the Department in its integrated and singular yet differentiated sense. At the core of the change theory that propels this shift is the idea that the transport sector is intrinsically integrated to the extent that each sub-sector has a direct bearing on the hygiene of others and of the sector as whole.

The theory of change advances a paradigm of mutualism and inter-dependence in transport planning, resourcing and execution. The theory of change in has, in essence, undermined the historical “roads” unilateralism and domination paradigm and established the integrated planning, resourcing and execution paradigm.

### **3.1.1 Good Governance**

Improving the governance environment of the Department is one of the prerequisites for organisational capability to implement our strategy and fulfil our mandate. Good governance is also one of the key priorities set out in the Sixth Administration’s Medium Term Strategic Framework as represented by the priority on building a capable, ethical and developmental state. The situational analysis of the Department has highlighted two critical areas of strategic significance that the Department should focus on in the next five years.

Firstly, it is to build the Department’s capability to perform its functions and fulfil its mandate in an effective and efficient manner. The second critical area is on strengthening accountability for public resources entrusted to the Department. Reviewing and aligning the organisational structure, with the medium term strategy of the Department, will bring about institutional coherence and organisational cohesion necessary to provide the desired competence and capability to perform functions and fulfil the mandate.

The Department will therefore implement an organisational alignment programme intended to deliver an approved organisational structure as well as a workforce skills matching and placement programme through which employees with the right skills will be placed in the right jobs to enhance the overall competence of the Department to deliver on its mandate.

Similarly, the Department will implement a programme to strengthen financial management with a particular focus on eliminating irregular expenditure. This is intended to improve public trust and confidence in the Department through effective accountability and value for money in the delivery of transport services in the province.

### **3.1.2 Responsive Transport Infrastructure**

To make the desired impact, the Department has identified the strategic imperative to plan, resource and deliver a responsive transport infrastructure. A responsive transport infrastructure is one that appreciates and respond to the overall strategic requirements for an integrated, safe and efficient transport system.

Inherent in a responsive transport infrastructure therefore, are elements of safety, efficiency, affordability and overall sustainability. It is infrastructure that is responsive to the demands of the Fourth Industrial Revolution (4IR) and a sustainable environment. It is one that responds to the socio-economic developmental trajectories and provides the enablement of such developments. It enables social integration and cohesion through transport infrastructure connectivity. It promotes social and economic development through transport infrastructure that connects communities and businesses with social service delivery points. It facilitates road safety through improving road safety engineering, build and maintenance.

The theory of change is that the improved condition of the road network that is balanced and equitable, will create necessary conditions for efficiency, safety and affordability of the transportation system that facilitates socio-economic development in the province and beyond.

To achieve the responsive transport infrastructure outcome, the Department plans to implement two major strategic outputs, namely, improvement of the condition of the road network and a balanced and equitable road network. This will provide the Department with an opportunity to align future transport infrastructure construction and maintenance of existing infrastructure with the socio-economic and spatial development strategic imperatives of the province. It will provide a master plan from which major transport infrastructure programmes and projects will emerge for rollout in the medium to long term.

### **3.1.3 Integrated, Safe, Efficient and Sustainable Transport System**

This outcome is intended to impact the entire transport system within the province by making it integrated, safe, efficient and sustainable.

It is about creating seamless transitions between different modes of transport in the movement of both people and goods. It is about spatially connecting social habitats and economic modes in the province through a connected transport system. It is about improving the ease of movement whilst reducing the length and complexity of transition from one mode to the other. It is about improving the overall cost effectiveness of the transport system within the province from both people and goods movement perspectives.

It seeks to impact across all modes of transport within the context of the limitations of legal, policy and fiscal competence of the Department.

It is recognised that integrating the transport system requires involvement, participation and collaboration of departments, municipalities and public entities in the national and local spheres of government. It will also require the same for government departments within the province.

Similarly, it is recognised that the condition of success of this outcome critically lies, amongst others, on the agility, resilience, competence and professionalism of inter-governmental relations and strategic partnership management processes within the Department. This should enable the Department to deliver its mandate through others in joint government and social partnerships. To this end, the Department will re-engineer and reposition its intergovernmental relations (IGR) and strategic partnership and stakeholder management process

to support this outcome. This will include stakeholder mapping and development of standard processes, methodology and a system of managing the IGR, strategic partnerships and stakeholders as part of building the Department's institutional capability to deliver on this outcome.

The roles and mandates of local government in transport services and infrastructure enshrined in government policy, legislation and regulatory frameworks enjoins the Department to seek differentiated strategic pathways that accommodate different types, sizes and economic profiles of municipalities in relation to the enablement of transport integration across the province. The differentiated strategic pathways for transport integration especially in the context of local government recognises the unique conditions in each municipality whilst seeking common strengths and strategic levers across municipal boundaries.

To this extent, the Department will implement transport integration strategic interventions where it is feasible and reconfigure the transport system to make it efficient and safe where transport integration models are not feasible.

Internal integration of processes and functions within the Department is equally an important consideration in gearing up the Department to perform and achieve an integrated, safe and efficient transport system. Key to this is the establishment of a single transport planning point in the Department that will serve as knowledge, data and innovation hub. Research capabilities to assist the Department to leverage on best and leading practices for transport gateways will receive attention as part of the capability enhancement drive.

Achieving the sustainable public transport outcome is a major strategic undertaking that will preoccupy the Department in the next five years. A sustainable public transport system is one that is consistently affordable and accessible to the citizens and businesses of the province. It enables social cohesion and economic development. Its hallmarks are safety, reliability, accessibility and inter-connectedness.

The strategic link between an integrated transport system and sustainable public transport is immense.

Sustainable public transport must inherently be integrated thereby allowing seamless transitions from one mode of transport to the other. The priority features of sustainable public transport that the Department plans to pursue in the next five years are affordability and accessibility.

To this end, the Department plans to implement strategic programmes that will ultimately lead to a reduction in percentage income spend on public transport and increasing use of public transport in the province.

#### 4. Key Risks and Mitigations

Outcome	Key Risk	Root Cause	Risk Mitigation
<b>Good governance</b>	Non-compliance with governance prescripts underpinning good audit outcomes.	No fear for consequence of non-compliance.	Implementation of decisive and exemplary consequence management for non-compliance.
	Delays in the approval of organisational structure.	<ul style="list-style-type: none"> <li>Political decision to minimise the wage bill in the public service.</li> <li>Indecisiveness of management.</li> <li>Change in administration.</li> </ul>	Leadership and intervention of the approval process by the Executing Authority and Accounting Officer at Departmental and intergovernmental level, provincial level (Office of the Premier) and at National level (Minister for Public Service and Administration).
	Lack of adequate information systems.	<ul style="list-style-type: none"> <li>Conflicted interest.</li> <li>Lack of information</li> <li>Lack of interest at EXCO level</li> </ul>	Escalation of the information systems

Outcome	Key Risk	Root Cause	Risk Mitigation
		<ul style="list-style-type: none"> <li>Resistance on the implementation of IT systems.</li> <li>Lack of sufficient infrastructure support.</li> </ul>	process to the Accounting Officer level for strategic direction, leadership and integrity management.
<b>Responsive Transport Infrastructure</b>	Mandate holders resisting partnerships.	Silo Mentality.	Enter into Memorandum of Understanding (MOU).
	Insufficient funding	Fiscal limitation.	PPP and other alternative financing models and funding alternatives.
	Land use limitation.	Ownership.	Expropriation or Buyout
	Absence of requisite skillset.	Lack of experience.	Secondment from private sector and skills transfer.
	Non - approval of PPP by Treasury.	General economic stress.	Development of a strong business case in submissions to Treasury.
	Lack of interest from private sector to enter into partnerships.	Loss of confidence in the public sector.	Create favorable conditions for the partnerships.
	Inability to redirect funds to the Provincial Transport Infrastructure Plan.	Current long term commitment.	Review and align funding commitments.
<b>Integrated, Safe, Efficient and Sustainable Transport System</b>	Lack of collaboration between the provincial and local spheres of government.	Inadequate leadership and direction by the Department in respect of the IGR process.	Resuscitation of IGR processes and structures.
			Provincial land transport policy to institutionalise collaboration.
			Enforcement of the political powers by the Executing Authority.



Outcome	Key Risk	Root Cause	Risk Mitigation
	Transport infrastructure and services from municipalities are competing with basic provision of services by the municipalities.	Inadequate cooperation from the municipalities.	Stakeholder mapping that will help identify key stakeholders for the Department.
			Project management approach in implementing projects.
	Lack of resources at municipal level to fulfil the integrated transport mandate.	Lack of understanding of the mandate of municipalities.	Alignment between municipalities, the Department and the KwaZulu-Natal Department of Cooperative Governance and Traditional Affairs and the provision of structured and strategic support to municipalities for transport planning, infrastructure and institutional capacity.
		Lack of investment in human capital.	
		Failure to retain skilled transport personnel in municipalities.	
	Poor road network.	Poor planning	Improved planning.
		Inadequately managed road networks.	Project based road network management.
	Lack of reliable data relating to traffic management.	Traffic and road incidents data not captured timeously and correctly.	Streamlining of processes and the provision of competent and adequate human resources to capture traffic and road incidents data.
		Absence of effective management systems.	Introduction and effective use of technology.
		Fragmented traffic law enforcement among	Improved joint planning and operations, information sharing and

Outcome	Key Risk	Root Cause	Risk Mitigation
		the spheres of government.	communication among the spheres of government.
	Lack of provincial policy on the public transport subsidy.	Status quo driven implementation of bus subsidy.	Review current bus subsidy and develop broader public transport support (subsidy) model focusing on mass public transport modes.
	Available fiscal resources allocated are not adequate to meet sustainable public transport needs.	Shift away from road to integrated transport paradigm in resource planning and allocation.	Embed and systemise integrated transport paradigm to align mandate, strategy and resource allocation.
	Silo syndrome thinking and resistance to incorporating road safety practices into transport planning, management, resource processes and functions undermines integrated efforts and negatively impacts road user behaviour.	Road safety viewed as a silo communication, awareness and education function.	Re-inforce notion of road safety as an overarching responsibility across all spheres of Departmental obligations/responsibilities
	Fraud and corruption.	Unethical behaviour of personnel.	Inculcate and restore Batho Pele principles and professionalism to

Outcome	Key Risk	Root Cause	Risk Mitigation
			strengthen ethical conduct.
		Poor supervision of staff.	Improve discipline of supervisors and segregation of duties.
		Gaps in the systems of internal control.	Introduction of internal control systems.
		People get away with misconduct/offences.	Timeous implementation of discipline management processes.

## 5. Public Entities

The Department does not have any public entities.

## Part D: Technical Indicator Descriptions for Outcome Indicators

<b>Indicator title</b>	<b><i>Number of annual audit findings</i></b>
<b>Definition</b>	Refers to material findings of the Auditor General which results in a negative outcome
<b>Source of data</b>	The Auditor-General's Report
<b>Method of calculation or assessment</b>	Quantitative
<b>Means of verification</b>	AG's Report
<b>Assumptions</b>	Opinion of the AG
<b>Disaggregation of beneficiaries (where applicable)</b>	N/A
<b>Spatial transformation (where applicable)</b>	N/A
<b>Calculation type</b>	Non-cumulative
<b>Desired performance</b>	Performance that is lower than targeted performance is desirable.
<b>Indicator responsibility</b>	Chief Financial Officer

<b>Indicator title</b>	<b><i>Project management maturity level OPM3</i></b>
<b>Definition</b>	The measure of an organisations maturity on how well it ties the management of projects, programmes and portfolios to its stated strategic goals.
<b>Source of data</b>	OPM3 Assessment report
<b>Method of calculation or assessment</b>	Quantitative
<b>Means of verification</b>	OPM3 Assessment report
<b>Assumptions</b>	Full Stakeholder participation in the assessment
<b>Disaggregation of beneficiaries (where applicable)</b>	N/A
<b>Spatial transformation (where applicable)</b>	N/A
<b>Calculation type</b>	Non-cumulative
<b>Desired performance</b>	Performance that is higher than targeted performance is desirable.
<b>Indicator responsibility</b>	Deputy Director General : Corporate Services Management

<b>Indicator title</b>	<b><i>Percentage of road network in a 'poor to very poor' condition.</i></b>
<b>Definition</b>	To maintain the provincial road network in a sustainable manner so that 30% of the road network is in a "poor to very poor" condition.
<b>Source of data</b>	<ul style="list-style-type: none"> <li>• Road Information Management System</li> <li>• Asset Management Systems</li> </ul>
<b>Method of calculation or assessment</b>	The visual assessment index of the road network undertaken in cyclic periods as prescribed by RAMS and DORA
<b>Means of verification</b>	<ul style="list-style-type: none"> <li>• Asset management report will have dates of when the data was assessed.</li> <li>• Videos and images that are captured during the assessments with a date and time stamp</li> </ul>
<b>Assumptions</b>	<ul style="list-style-type: none"> <li>• Adequate funding to preserve the road network.</li> <li>• Records and reporting are correct.</li> </ul>
<b>Disaggregation of beneficiaries (where applicable)</b>	N/A
<b>Spatial transformation (where applicable)</b>	Province-wide
<b>Calculation type</b>	Cumulative year to date.
<b>Desired performance</b>	Performance that is higher than targeted performance is desirable.
<b>Indicator responsibility</b>	Deputy Director – General : Transport Infrastructure and Regional Services

<b>Indicator title</b>	<b><i>Kilometres of road declared</i></b>
<b>Definition</b>	The number of kilometres of declared road network at the end of the MTSF, that provides access to communities through the construction of gravel and surfaced roads.
<b>Source of data</b>	<ul style="list-style-type: none"> <li>• Road Information Management System</li> <li>• Asset Management Systems</li> </ul>
<b>Method of calculation or assessment</b>	Simple count of actual length of road declared in the Department's GIS Asset Register.
<b>Means of verification</b>	Excel report from RIS with the list of roads generated from the GIS asset register.
<b>Assumptions</b>	Projects progress as planned.
<b>Disaggregation of beneficiaries (where applicable)</b>	N/A
<b>Spatial transformation (where applicable)</b>	Province-wide
<b>Calculation type</b>	Cumulative year to date.
<b>Desired performance</b>	Performance that is higher than targeted performance is desirable.
<b>Indicator responsibility</b>	Deputy Director – General : Transport Infrastructure and Regional Services

<b>Indicator title</b>	<b><i>Number of public transportation interventions implemented from the Provincial Land Transport Plan (2020- 2030)</i></b>
<b>Definition</b>	Interventions that are implemented from the 10 year Provincial Land Transport Plan (2020- 2030) in respect of transport services.
<b>Source of data</b>	Findings contained in reports from research and elaborated upon in plans.
<b>Method of calculation or assessment</b>	Simple count of interventions implemented.
<b>Means of verification</b>	Findings contained in reports from research and elaborated upon in plans.
<b>Assumptions</b>	N/A
<b>Disaggregation of beneficiaries (where applicable)</b>	N/A
<b>Spatial transformation (where applicable)</b>	uMkhanyakude District
<b>Calculation type</b>	Non-cumulative.
<b>Desired performance</b>	Performance that is higher than targeted performance is desirable.
<b>Indicator responsibility</b>	Deputy Director – General : Transportation Services

<b>Indicator title</b>	<b><i>Number of freight transportation interventions implemented from the Provincial Freight Transport Strategy</i></b>
<b>Definition</b>	Interventions that are implemented from the 10 year Provincial Freight Transport Strategy in respect of freight services.
<b>Source of data</b>	Departmental records.
<b>Method of calculation or assessment</b>	Simple count of interventions implemented.
<b>Means of verification</b>	Written reports.
<b>Assumptions</b>	Co-operation from all stakeholders.
<b>Disaggregation of beneficiaries (where applicable)</b>	N/A
<b>Spatial transformation (where applicable)</b>	Province -wide.
<b>Calculation type</b>	Non-cumulative.
<b>Desired performance</b>	Performance that is higher than targeted performance is desirable.
<b>Indicator responsibility</b>	Deputy Director – General : Transportation Services

<b>Indicator title</b>	<b><i>Number of municipalities surveyed to ascertain travel patterns for all modes of transport.</i></b>
<b>Definition</b>	Municipalities surveyed to determine the modal split of transport utilised by commuters.
<b>Source of data</b>	Findings contained in reports from research and elaborated upon in plans.
<b>Method of calculation or assessment</b>	Simple count of municipalities surveyed.
<b>Means of verification</b>	Findings contained in reports from research and elaborated upon in plans.
<b>Assumptions</b>	None
<b>Disaggregation of beneficiaries (where applicable)</b>	N/A
<b>Spatial transformation (where applicable)</b>	Province-wide.
<b>Calculation type</b>	Non-cumulative.
<b>Desired performance</b>	Performance that is higher than targeted performance is desirable.
<b>Indicator responsibility</b>	Deputy Director – General : Transportation Services

<b>Indicator title</b>	<b><i>Number of fatal road crashes</i></b>
<b>Definition</b>	To decrease fatal road crashes by 30% by promoting a safe road environment through practicing a coordinated and integrated enforcement and licensing programme.
<b>Source of data</b>	<ul style="list-style-type: none"> <li>• South African Police Service statistics</li> <li>• Road Traffic Management Corporation statistics</li> </ul>
<b>Method of calculation or assessment</b>	Number of fatal road crashes per 100 000 vehicle population in the Province.
<b>Means of verification</b>	<ul style="list-style-type: none"> <li>• South African Police Service statistics</li> <li>• Road Traffic Management Corporation statistics</li> </ul>
<b>Assumptions</b>	All road users comply with the rules of the road.
<b>Disaggregation of beneficiaries (where applicable)</b>	N/A
<b>Spatial transformation (where applicable)</b>	Province -wide.
<b>Calculation type</b>	Non-cumulative.
<b>Desired performance</b>	Performance that is lower than targeted performance is desirable.
<b>Indicator responsibility</b>	Deputy Director – General : Transportation Services

# **Annexures to the Strategic Plan**

## **Annexure A: District Development Model**

Please refer to the Department's Table B5 for a detailed list of projects in respect of the District Development Model. The Table B5 is available on the Department's website at [www.kzntransport.gov.za](http://www.kzntransport.gov.za)



