



## **NATIONAL ECONOMIC DEVELOPMENT AND LABOUR COUNCIL**

### **DEVELOPMENT CHAMBER: PUBLIC TRANSPORT TASK TEAM**

## **NEDLAC REPORT ON THE METERED TAXI IMPLEMENTATION STRATEGY**

### **1. BACKGROUND**

- 1.1. The Public Transport Strategy and Action Plan (PTSAP) were approved by Cabinet in March 2007. Arising from the Public Transport Strategy a need was identified to grow, promote and strengthen the role of the metered taxi.
- 1.2. The Department of Transport developed a draft strategy paper of the Metered Taxi. The strategy document was completed by February 2009, and it's currently being used as the consultation document/paper for the Department.
- 1.3. The Department of Transport embarked on a number of joint consultation meetings with provincial and local government, including the Nedlac stakeholders with the view of incorporating the input received from the consultation process.

### **2. NEDLAC PROCESS**

- 2.1. The Department of Transport made a presentation on the Metered Taxi Implementation Strategy at the Development Chamber meeting held on the 3<sup>rd</sup> of June 2010.

2.2. A task team was established with the purposes of considering the Strategy. Engagements were embarked upon on the expedited basis, given that the task team needed to conclude its work by September 2010.

2.3. Government indicated that it will table the Strategy to the Minister of Transport by end September 2010. The task team convened its meetings twice on 04 August 2010 and on 31 August 2010.

2.4. Below is a list of constituency delegates participated in the process:

**Business** : Thami Skenjana, Kganki Matabane, Eric Cornelius and Prof J Walters

**Labour** : Sibusiso Gumede, Gary Wilson, Jane Barrett, Assaria Mataboge and Zack Mankge

**Government:** Ibrahim Seedat, Khibi Manana and Paul Browning

**Community** : Thulani Mabuza, Tshepo Nkwe, Dora Ndaba, Matthews Mponzo and Joseph Williams

2.5. Constituencies submission are attached marked as annexure 1 and 2 to this document:

### **3. AREAS OF AGREEMENT**

#### **3.1. Efficient administration**

3.1.1. Constituencies agreed that there must be an effective system of consideration of licence applications by the regulatory entities with applications dealt with promptly, and decisions must be made in an open and transparent manner using current data.

- 3.1.2. Constituencies agreed that the Department of Transport (DOT) will make available research to provide data for the purposes for the setting of fares
- 3.1.3. Constituencies agreed that there must be an effective system of enforcement by a properly trained inspectorate.

### **3.2. Improving Standards**

- 3.2.1. Constituencies agreed that the national regulations will be published describing minimum standards for both the metered taxi and vehicles.
- 3.2.2. Constituencies further agreed that special assistance will be provided for the individual owner, using empowerment funds and start-up costs for cooperatives.

### **3.3. Increasing Usage**

- 3.3.1. Constituencies agreed that a national advertising campaign will be launched promoting the use of metered taxi services which comply with the national regulations. The increase in demand will be met as required by a planned and orderly expansion of the vehicle fleet.
- 3.3.2. Constituencies agreed that the strategy will encourage the provision of a national privately-operated booking/dispatch call centre.

### **3.4. Public Transport Integration**

- 3.4.1. Constituencies agreed that special attention will be paid to persons with special needs, including the physical disabilities.
- 3.4.2. Constituencies further agreed that the Department of Transport will make provision for adequate taxi ranks at public transport interchanges.

#### **4. AREAS OF DISAGREEMENT**

There were no areas of disagreement

#### **5. RESERVATIONS**

There were no reservations

#### **6. LEGAL DRAFTING**

Constituencies agreed that there was no need for legal drafting

#### **7. RECOMMENDATIONS**

- 7.1. Constituencies recommended that a turnaround strategy be prepared by the Operating Licensing Board (OLB). Given that all the public transport operate under the authority of a permit or Operating Licence issued by the OLB.
- 7.2. The Department of Transport should provide training for enforcement officers. This would assist the officers to keep up-to-date with changes in the relevant legislation and regulations.
- 7.3. All metered taxi must have a sealed meter in good working condition for the purpose of determining the fare payable as prescribed by the National Land Transport Act (NLTA).
- 7.4. The Department of Transport should consider making it a requirement through legislation that all metered taxi should have a Global Positioning System (GPS).
- 7.5. Constituencies recommend that the Department of Transport should establish a standard requirement for drivers of the metered taxi which would include the absence of the criminal record and a sound local knowledge in case of complaint.

## **8. CONCLUSION**

- 8.1. This report concludes the consideration of the Metered Taxi Implementation Strategy in NEDLAC. The next step is to submit it to the relevant Ministers in terms of Section 8 of the Nedlac Act, No. 35 of 1994.
- 8.2. It is acknowledged that the NEDLAC parties may continue to advocate their views in the public consultation and Parliamentary processes.

## **9. DOCUMENTS SUBMITTED IN THE PROCESS**

- 9.1. Draft Strategy paper tabled by Government
- 9.2. Submission by Community (see attached Annex 1)
- 9.3. Submission by Labour (see attached Annex 2)



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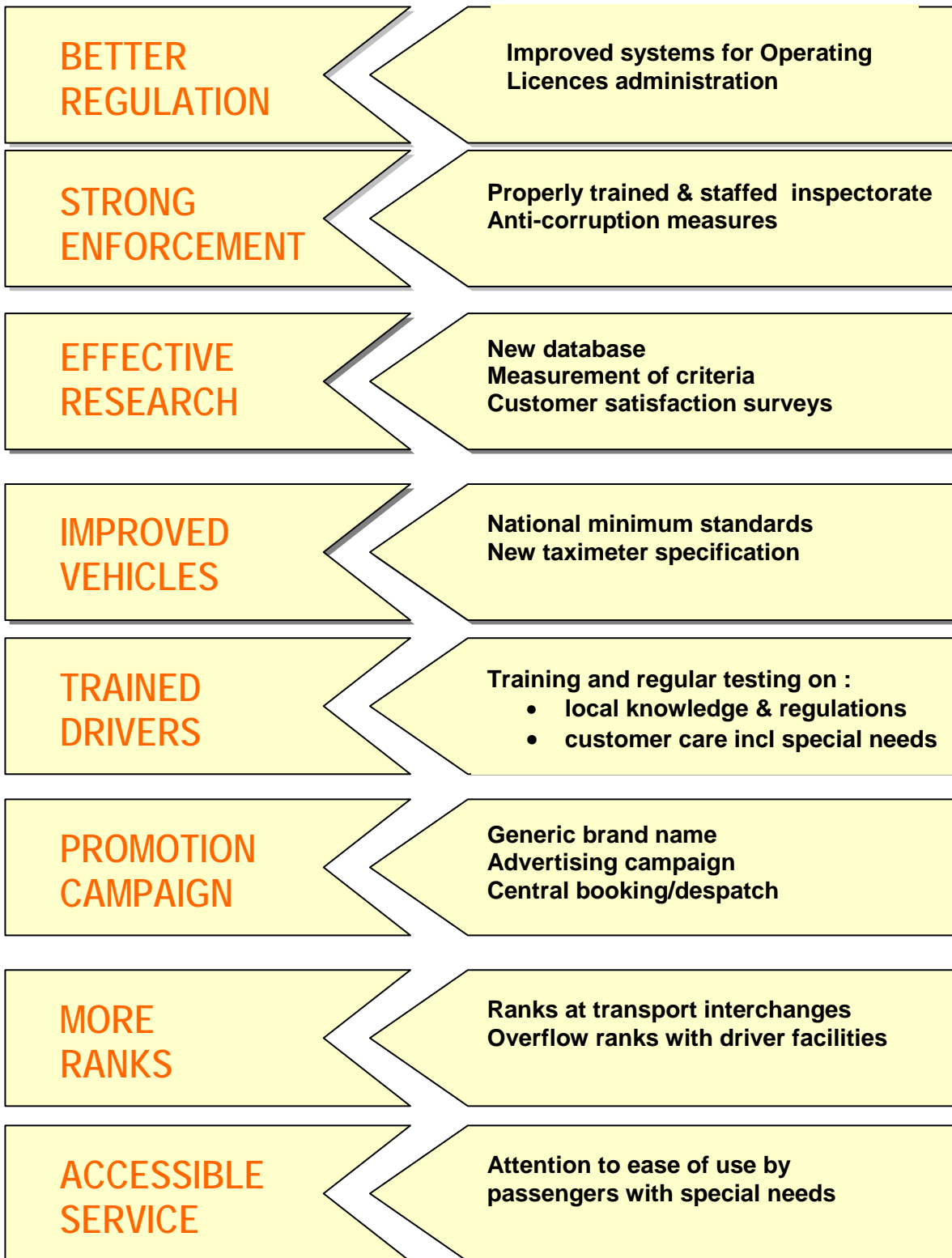
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## **I : BACKGROUND**



## 1. INTRODUCTION

The purpose of this document is to describe a Strategy which gives effect to the references to the metered taxi in the Public Transport Strategy and Action Plan (PTSAP) approved by Cabinet in March 2007.

The Implementation Strategy ('the Strategy') described in this document is about what we intend to do to grow, promote and strengthen the role of the metered taxi. It sets out the Department of Transport's Strategy for the development of the metered taxi, by outlining reforms across a broad range of areas to improve the quality of the service. It explains the Department's new thinking, and invites comments and debate on many issues. Implementation of the Strategy represents a challenge to all concerned, including provincial and local authorities and the metered taxi industry itself.

We all want the industry to thrive, and we look to it to respond to these Strategy initiatives with investment and enterprise. The aim for all of us must be to make sure that the metered taxi can play its central role in meeting the passenger's transport needs - more and better metered taxis that are clean, safe, comfortable and convenient.

### 1.1 The role of the metered taxi in South Africa's transport future

Metered taxis are a particularly important mode of transport for local and tourist passengers, long distance travelers, people with disabilities, older people and young people. They provide an important link in and between their communities, places of work, social and economic opportunities, and for many other such needs. The metered taxi can enhance the connectivity of the public transport network with hubs such as airports, stations and stadia, and provide an after-hours mobility option for shift workers (hospitals, restaurants, security etc.) and a social service for night users of taverns, restaurants, etc.

Metered taxi services can provide an invaluable service especially for tourists, linking them with other public transport modes from their places of accommodation, or to tourist attractions. This applies particularly in the central parts of cities.

Increasingly they will become a key player in an integrated public transport system that gets people to where they want to be quickly and comfortably, without having to rely on cars. . Metered taxis provide an essential part of the public transport system due to their flexibility and ability to provide a door-to-door, 24-hour, 7-day week service, operating 365 days a year.

The Integrated Public Transport Networks (IPTNs) being implemented by government therefore incorporate the metered taxi as an important part of the Networks. In parallel with the rollout of the IRPTNs, metered taxis will be both :

- regulated to ensure that they play their proper part in the IPTN and thus assist the Networks to provide an alternative to single occupant car use; and
- where appropriate, contracted to provide an additional low volume public transport service for off-peak periods.

Provincial and local authorities will need to consider these vehicles in their local transport plans including, for example, the priority they are to be given when road space is reallocated and whether there are sufficient taxi ranks in the right places, operating at the right times of day. The development of integrated metered taxi facilities in conjunction with public transport stations and terminals will need attention.

As we forge ahead, we need to bear in mind that there are three main stakeholders whose needs must be balanced: passengers, drivers, and owners. Owners need to see a return on their investments, drivers need to make a livable wage and passengers need to receive appropriate service that is safe and comfortable.

## **1.2 Scope**

### **1.2.1 Geographical**

The small vehicle will almost certainly have an important part to play in the provision of public transport in rural areas, especially as a shared-ride demand-responsive service.

This is, however, quite different from the role of the metered taxi in urban areas and in IPTNs, and will be more appropriately dealt with in strategies for the development of rural transport. So, whilst the proposals for stricter regulation and enforcement are intended to apply to all metered taxis wherever they are, there is an emphasis on the development of the role of the taxi in urban areas.

In this document, urban areas are referred to for simplicity as 'cities', irrespective of their precise status.

### **1.2.2 Types of Service**

For the purposes of this document, the term 'metered taxi' refers to those services :

- which operate under the authority of a metered taxi permit or Operating Licence; or
- which, by virtue of the type of service they offer, should have such an authority but currently do not do so.

The second of these groups is given particular attention in the Strategy, so that all metered taxi services come to operate under the authority of the appropriate permit or licence.

### 1.2.3 Exclusions

The Strategy does not deal with two types of service which have similarities to the metered taxi in that they are use a saloon/sedan car or microbus.

#### '4+1s'

These are in practice merely saloon car versions of the minibus-taxi.

#### Charter (or private hire)

The most common use of this type of service is the airport shuttle. They do, however, also provide a single-hire service in suburbs.

Both these types of service require attention at some stage to ensure that users are protected and, in some cases at least, to utilise the resource to add to the total single-hire capacity. But they do not have meters, and so will not be considered in this Strategy for the development of the metered taxi.

## 1.3 Definitions

The National Road Traffic Act and the National Land Transport Act define metered taxi services as a :

“public transport service operated by means of a motor vehicle which is designed, or lawfully adapted, in compliance with the Road Traffic Act (No. 29 of 1989) to carry fewer than nine seated persons, including the driver, where that vehicle-

(a) is available for hire by hailing while roaming, by telephone or otherwise;

(b) may stand for hire at a rank; and

(c) is equipped with a sealed meter, in good working order, for the purpose of determining the fare payable, that is calibrated for such fare or complies with any other requirements applicable to such meters."

## **1.4 Policy and Legislative Context**

### **1.4.1 National Land Transport Act 2009**

The National Land Transport Act (NLTA) has been passed by parliament and signed by the President. Draft Regulations have been published for comment.

The previous legislation was the National Land Transport Transition Act 2000 (NLTTA). The references to the metered taxi in the NLTA do not change the definition as contained in the NLTTA, but they add to the powers of the Minister the ability to make regulations in respect of the metered taxi, and indicate the scope of those regulations.

The Strategy proposes that the Minister should make such regulations in respect of the metered taxi.

### **1.4.2 Public Transport Strategy and Action Plan of March 2007**

The PTSAP refers to the metered taxi in two contexts:

- that of 'commercial' services as they can be seen on the streets of our cities; and
- that of a feeder and distribution service to Integrated Rapid Passenger Transport Networks (now referred to as IPTNs) at times of low demand.

A preliminary analysis of the second of these has been undertaken. It suggests that :

- the role of the metered taxi in IPTNs is more appropriately dealt with as part of the development of IPTNs themselves during Phase II of the PTSAP; but that in any case
- successful participation of the metered taxi in IPTNs is likely to be dependent upon the development of a more professional commercial metered taxi service.

This document therefore deals only with the PTSAP references to the metered taxi in its commercial role.

### **1.4.3 National Road Passenger Plan of June 2007**

The National Road Passenger Plan considered the metered taxi industry as fulfilling an essential role in the road based public transport network:

"In addition to the traditional role of the meter taxi there is a need in the metropolitan areas for reasonable access to be made available to the areas of low population density that fall outside of the normal road based networks. Meter taxi services could also provide the 'all-night' services in residential areas with links into the main line haul services.

"Contracting authorities may decide that certain areas would benefit more from a smaller sedan type vehicle than the small capacity vehicle. The service could be provided by either a timetable or by dial-a-ride. Additionally the metered taxi industry could provide after hour facilities between entertainment and other nodes to the nearest main rail or road terminal where all night services to residential areas would be available."

These suggestions again refer to the role of the metered taxi in IPTNs which as indicated above, will be best dealt with as part of the implementation of the Networks themselves.

## **2. THE CHALLENGE**

A number of issues are widely accepted as being ones of general concern. This section describes some of them. They are not in any particular order of deemed importance.

### **2.1 The Licensing System**

Metered taxis, like all public transport, operate under the authority of a permit or Operating Licence issued by an Operating Licensing Board (OLB). The systems and processes of the OLBs are far from adequate. This is illustrated by the fact that the OLBs have found it necessary to prepare a turnaround strategy

### **2.2 Enforcement**

Many metered taxis are operated without the necessary authority. The enforcement process is not at this stage sufficient to enforce the law in this respect, nor to ensure that the required vehicle standards are maintained and the driver properly licensed. Training for enforcement officers does not always keep them up-to-date with changes in the relevant legislation and regulations.

### **2.3 Data**

There is almost no readily available accurate data on such matters as the existing numbers of metered taxis in each area, nor on matters such as operating costs, customer waiting times, number of person trips per annum, customer satisfaction ratings, and other such criteria. This makes it very difficult for planning authorities to keep up to date the metered taxi section of Integrated Transport Plans, and to offer advice to the OLBs on the adequacy or otherwise of current services.

### **2.4 Number of taxis**

The PTSAP comments that "the relative absence of metered taxis...in South African cities represents a major gap in the public transport system". There are simply not as many metered taxis in our major cities as there are in other comparable cities in other countries.

### **2.5 Taxi ranks**

The provision of suitable and accessible taxi ranks is critical to the provision of a successful taxi service. It is important that customers are able to access taxi services in a suitable, safe and accessible location, and for taxis to access their customers in an effective and efficient way. The inadequate number, location and access of taxi ranks is a concern in many areas. It is also the case that few ranks provide for the personal needs of drivers during their rest breaks. Taxi ranks on private property (eg, shopping malls) create problems of access for enforcement officers.

## **2.6 Street hailing**

A readily observable characteristic of the metered taxi in many cities in other countries is the fact that it can be (and is) hailed in the street. This does not happen in South African cities, and may be a contributory factor to the relatively low usage of the metered taxi.

## **2.7 Vehicle quality**

Overall, the quality of metered taxi vehicle is not as good as it is elsewhere. Many are older than ten years, sometimes considerably so.

This impression is reinforced by the fact that the better vehicles generally operate from company premises or ranks such as those at up-market hotels or airports. They are therefore seen only fleetingly as they drive on the streets. The older vehicles, by contrast, stand at street ranks and thus give the impression that they represent the general standard of metered taxi.

## **2.8 Driver standards**

The metered taxi customer has a very close relationship with the driver unlike, for example, that of the mass transit passenger. There are many opportunities for the driver to take advantage of the customer.

For this reason, the practice internationally is to ensure strict standards for the driver. Requirements include the absence of a criminal record, a sound local knowledge, and in case of complaint, clear identification of the individual within the vehicle.

South African practices generally fall short of these standards.

## **2.9 Safety and security**

For the reasons outlined immediately above, the customer needs to be assured that s/he is safe and secure. In many countries metered taxi services are now monitored by GPS equipment; the practice is not at all common in South Africa. There are also few if any requirements for on-board safety equipment such as first-aid kits.

## **2.10 Fares**

It is difficult for the would-be customer to find out how much a trip will cost, or even what is the legally-prescribed fare. This can lead to unpleasant surprises at the end of a journey, but is in any case another factor inhibiting the ready use of the metered taxi.

### **2.11 Taximeters**

The metered taxi must have "a sealed meter, in good working order, for the purpose of determining the fare payable" (NLTA). There is widespread abuse of the meter, including breaking the seal so as to insert a higher rate than that authorised. Some 'metered taxis' do not actually have a meter.

### **2.12 Customer awareness**

It is quite difficult for the first-time user to find out about the taxi services available in a local area. The Yellow Pages list phone numbers, but rarely describe the area in which a company operates. Few taxi companies have a web site or some other form of information readily available about their services.

### **2.13 Integration with other modes**

Taxi ranks are sometimes located at interchanges with other public transport, but there is rarely any coordinated plan to do this.

### **2.14 Passengers with special needs**

Metered taxi vehicles are rarely able to accommodate passengers in wheelchairs, nor are taxi ranks designed to make for ease of use. More generally, the system does not take account of passengers with sight or hearing challenges.



**II : THE STRATEGY  
AND  
IMPLEMENTATION**

### 3. VISION

The brief analysis in Chapter 2 'The Challenge' indicates the current state of the metered taxi in South Africa's urban areas.

The Department of Transport wishes to encourage and facilitate the implementation of significantly higher standards and practices intended to benefit the user, the owner and the driver.

It has adopted the following vision:

*'A metered taxi operation/service in South Africa's cities offering a consistently high standard of service in terms of availability, comfort, safety and security, with fares which :*

- *encourage widespread and regular use by the population as a whole, and*
- *enable a sustainable operation by taxi owners and proper wages and conditions for drivers.'*

The vision will be achieved through a comprehensive and coordinated Strategy with four main themes:

- Efficient Administration
- Improving Standards
- Increasing Usage
- Public Transport Integration

## **4. THE STRATEGY**

### **4.1 Efficient Administration**

The strategic thrust of this theme is to ensure that regulatory functions of licensing and enforcement should be as efficient as possible and should impose the minimum financial or time burden on those regulated.

The current licensing process can be cumbersome and time-consuming. It must be improved.

The enforcement process must also be effective and ensure integrity and compliance. Greater use should be made of modern technology and information flows to ensure compliance.

There is a need for information which is more up-to-date and of better quality, to assist monitoring, enforcement and decision-making.

#### **4.1.1 An improved licensing system**

At its meeting on 4 February 2009, Cabinet approved a document prepared by the Department for a turnaround strategy for OLBs.

It describes three key factors:

- people empowerment and change management
- business process and systems re-engineering
- resource allocation and optimal allocation

The implementation of the OLB turnaround strategy will be crucial to the success of the metered taxi Strategy. The Department will liaise closely with the OLB Chairpersons' Forum.

It is also noted that the NLTA provides for the abolition of the OLBs and for their functions in to be assumed by either a national or provincial regulatory entity or by those local authorities to whom the licensing function will be assigned.

Irrespective of who is responsible, it is essential that the licensing administration system represents current best practice in this field. Decisions on applications for licences must be made speedily and in a fully open and transparent manner. This process will be assisted by

the research programme described in section 3.2.3 below and the data which will be produced by it.

#### **4.1..2 Stronger Enforcement**

##### Inspectorate

A properly resourced and trained inspectorate will be needed to enforce both the licensing system and the regulations envisaged by this Strategy.

There are two possible enforcement agencies, namely Traffic Officers and Public Transport Inspectorate:

##### *Traffic officers:*

Traffic officers will of course continue to be responsible for offences against the Road Traffic Act.

However, the Road Traffic Management Corporation has developed a Law Enforcement Strategy in terms of which traffic officers will be trained in matters of public transport legislation. The Transport Law Enforcement and Related Matters Amendment Bill 2009 will provide traffic officers with the legislative powers to enforce transport legislation. The traffic officer corps may therefore provide a valuable resource.

It is understood, however, that the funding requested by the RTMC for training has not been made fully available, and that the implementation of the RTMC strategy may therefore be inhibited.

##### *Public Transport Inspectorate*

It is therefore of interest to note that the NLTA on the other hand, envisages a public transport inspectorate :

##### "Appointment of inspectors

86. (1) Employees of—

- (a) a provincial department, as appointed by the MEC; or
- (b) a municipality to which the operating licence function has been assigned, as appointed by that authority who are fit and proper persons for the relevant functions, may be appointed as inspectors.

- (2) The authority appointing an inspector must issue to him or her a certificate of appointment and official proof of identity in the prescribed form.
- (3) The functions of inspectors so appointed are to monitor compliance with this Act in the province, transport area or area of the municipality concerned and to assist with the investigation and prevention of offences contemplated in section 99 which have been committed in that province or area, subject to provincial laws, if any, and the directions of the appointing authority.
- (4) In performing those functions, an inspector will have all the powers conferred on an authorised officer in terms of this Act."

Whatever the structure used, international practice is for there to be a unit which specialises in the enforcement of metered taxi laws and regulations. In South Africa, the Ethekewini Metropolitan Municipality has entered into an agreement with the metro police under which the municipality pays for a dedicated unit to enforce metered taxi regulations.

Training for all officers engaged in enforcement is essential, and the knowledge acquired must be kept current by means of (i) a communications programme and (ii) from time to time, refresher courses.

#### *Protection Against Corruption*

It is regrettable but true that there is a need to guard against corruption of enforcement officers.

Options include:

- having a national 'super-inspectorate' to supplement or, from time to time, take the place of the local inspectorate
- rotating inspectors from one licensing area to another
- analysis of lifestyles.

#### Database Linkages

This aspect of enforcement of transport legislation is needed not only for the metered taxi but also, and especially, for the minibus-taxi.

Section 4.2.3 below recommends the creation of a national database/register for the metered taxi. However, a number of other relevant databases already exists. These include the Operating Licensing Administration System (OLAS), the Transport Registrar's Administration System (RAS) and the e-Natis system. Some are increasingly being used in the enforcement of traffic laws. They must be used also for the enforcement of public transport legislation.

The most obvious method is for the inspectorate to be able to interrogate the databases on-the-road. There must also be regular analyses of the various data detect unusual patterns or trends (this can be a part of the research work described below.)

### Ongoing Monitoring

Enforcement must include ongoing monitoring. This will be done by a combination of visible policing on the one hand and the 'mystery shopper' on the other, together with a call centre for comments by users.

#### *Visible policing*

Visible policing must include the right of the inspectorate to require any metered taxi to report immediately to an inspection centre for a spot check.

Such spot checks will be quite separate from the periodic roadworthy or other inspections required by the regulations.

#### *Mystery Shopper/Passenger*

This concept is widely used in retail business. It simply means a person other than an inspector (usually someone from a market research company or similar organisation) making a trip in a metered taxi and:

- noting whether the required standards are or are not being met, and if so in what way
- observing anything that might perhaps indicate improper or illegal behaviour and reporting accordingly.

#### *Call Centre*

The NLTA says this:

"18 (5) Every municipality that establishes an integrated public transport network must in the prescribed manner establish a call centre where passengers and other interested persons may lodge complaints or inquiries regarding public transport services in its area, and must follow

up such complaints and, where appropriate, take the necessary action to remedy the situation."

The call centre will be appropriately structured to cover the special needs of the metered taxi. It will encourage comments from the public on any matter relating to the metered taxi, including both complaints and compliments.

#### **4.1.3 Research**

The implementation of the Strategy requires that:

- the database of vehicles and drivers be improved
- data relevant to the assessment of fares and the issue of licences must be measured at regular intervals; examples are :
  - financial data
  - driver hours
  - customer waiting times
- there must be ongoing market research into customer usage and satisfaction levels.

#### National Database/ Register

Data on the number of taxis appear to be incomplete, and in any case relate only to legal, permit-holding operators. They do not take account of the many vehicles operating in the guise of one form or another of 'metered taxi', but without the necessary licences.

The first of these elements will be addressed by the turnaround strategy of the Operating Licensing Boards. One of the three elements of the turnaround strategy is that of 'business process and systems re-engineering'. This will ensure that all data is processed efficiently and can be used for the production of accurate and current statistics. The regulatory entities which will supersede the OLBs under the provisions of the NLTA will adopt the systems developed by the OLBs.

The second - that of identifying and counting illegal operators - may be considered to be less important, in that the objective of the enforcement thrust will be to ensure that illegal operators are prevented from offering services. For practical reasons, however, it is important for the planning authorities to be able to make statistical estimates of the current numbers, and of the rate at which they are declining. These data will be assessed mainly from reports by the inspectorate described in the previous section. One of their main tasks will be to identify (and take action against) operators without permits. Their reports on 'frequency of occurrence' will provide basic information. This can be supplemented by other field research if required.

The data from various sources (OLBs, e-Natis, etc) must be combined into one comprehensive database, continuously updated and available to all government agencies for both planning and enforcement purposes.

### Data required

The Operating Licensing Boards (or the new regulatory entities) will be greatly assisted in making their decisions on licence applications if they have before them current data on the usage and financial performance of the metered taxi in their area(s). It will be possible to set performance standards and measure them regularly.

Section xx.x below suggests that fares should be set by an appropriate authority so that there is consistency and certainty for the user. Decisions on the level of fares will similarly be assisted by readily available current data.

Three separate sets of data appear particularly relevant - those relating to:

- *the owner*- operating costs and income
- *the driver* - hours of work
- *the customer* - waiting times, taxi usage and satisfaction levels.

The three need to be balanced. The owner needs to be able to make a reasonable return on his/her investment, and the driver to earn a reasonable living without working excessive hours. The customer needs to be offered affordable fares and not to have to wait too long for a taxi.

Very little data is available on any of these matters. A comprehensive programme of data-gathering, analysis and dissemination is required. It is the intention to ask Statistics SA to advise on the requirements and how the research should be conducted.

Some elements of this programme are discussed below.

#### *The Owner*

##### Operating Costs



Most of this data can be established by desktop research using, for example, the motor vehicle cost tables issued regularly by the Automobile Association. The assistance of the SA Vehicle Rental and Leasing Association (SAVRALA) will also be sought. The Department's Branch: Transport Policy, Research and Economic Analysis will be asked to advise.

### Income

Assessment of the income of operators requires ongoing market research by a specialist firm. Taxi owners may well be reluctant to disclose true figures, but experience shows that skilled researchers can obtain such information. An important element is the absolute assurance they are able to give that no individual will be identified, and that the figures will be published only in the aggregate.

An indication of income can be found from the totaliser in the taximeter, though this will not of course include negotiated fares.

The data can be compared with those emanating from customer usage surveys (see below). Even if absolute figures cannot be obtained with certainty, the trends can be measured.

### *The Driver*

It will be necessary to use a number of sources to establish the income of drivers and the hours they work to make that income.

They include:

- call centre records
- the interviews with owners described above
- interviews with drivers at ranks.

The data which emerges may be used (in the aggregate) to monitor the level of compliance with relevant legislation and regulations.

### *The Customer*

Waiting Times

These statistics can be fairly easily obtained by observation at ranks together with analysis of call centre records.

#### Usage and Customer Satisfaction

No research appears to have been carried out into the use of the metered taxi by, for example, local business people and city residents, visitors from another city in South Africa, or tourists. Nor is there any regular assessment of the level of satisfaction of customers.

Such information is essential if the Department is to measure the effect of the Strategy. To address this, the Department will commission regular market research into the usage of metered taxis together with customer satisfaction ratings.

\* \* \* \* \*

#### ***Priority actions for the theme : Efficient Administration***

- ✚ Implementation of the DoT OLB Turnaround Strategy
- ✚ Engage with the RTMC to assess the implications of its Law Enforcement Strategy for the enforcement of the metered taxi regulations
- ✚ Devise an anti-corruption action plan
- ✚ Devise an action plan for ongoing monitoring of the enforcement effort
- ✚ Encourage/assist implementation of the business process and systems re-engineering element of the OLB turnaround strategy
- ✚ Develop plan for comprehensive database with continuous updating
- ✚ Engage with Statistics SA to develop a plan for desktop and field research required to inform decisions on the issue of licences and the establishment of fare levels.

#### **4.2 Improvement in Standards**

The strategic thrust of this theme is about the delivery of quality services by metered taxis to the highest standard of comfort and safety for passengers and drivers through the implementation of national regulations prescribing minimum standards for both the metered taxi vehicle and driver.

Authorities throughout the world exercise strict control over the standards of the metered taxi and its drivers. They go far beyond normal traffic control, and represent much higher standards than those imposed on bus operators.

The main reason is that of security. The metered taxi is authorised to offer a personalised service which enables an individual, whether resident or visitor, to phone for it to collect him or her, to step into a vehicle at a rank or to hail it in the street. At the very least it is possible for the user to be charged an exorbitant fare. At the worst, the user may be abducted and assaulted. These are extreme possibilities, but they have happened, and the responsible authorities are anxious to ensure that they do not occur in their area.

Once the principle has been established that authority accepts responsibility for the safety of the metered taxi user, it is an obvious next step to ensure that the quality of the vehicle and driver are appropriate to this high-profile, high-cost mode of public transport.

The requirements of the Strategy in this respect can be divided into (a) the vehicle and (b) the driver. Certain conditions may also be prescribed for the owner of the vehicle.

In arriving at the new standards for vehicles, drivers and operators, the Department will make every effort to balance overall high quality and standards on the one hand, with the costs and other practical implications that these changes may impose. A Regulatory Impact Analysis will be undertaken.

#### **4.2.1 The Vehicle**

##### Minimum Standards

In order to improve the quality and safety of vehicles, national regulations will be developed. They will prescribe:

- basic definitions of what is an acceptable vehicle (eg, Code 3 rebuilds will be excluded)
- minimum age or maximum kilometres of vehicle
- vehicle identification measures such taxi sign, tamper proof disc fitted, colour
- minimum seating capacity, together with minimum seating space per passenger
- minimum luggage (boot) capacity
- a working taximeter in accordance with a prescribed standard

- positioning of meter for legibility and safety
- vehicle testing - initial and periodic re-testing.
- in-vehicle safety equipment

The above are objective criteria. There may be a need to introduce also some form of test for 'aesthetic' appearance. This is more difficult to describe and specify, but it is widely found in other countries. If such a test is introduced there must be a simple and speedy appeal procedure.

In order to reduce the average age of the fleet, it will also be prescribed that any first application for a new metered taxi licence must be for a new vehicle, to take effect from a date to be determined. Together with the approach to finance houses, this will contribute to the aims of Broad Based Black Economic Empowerment described in Chapter 4.

The regulations will of course be additional to the requirements in the legislation itself which prescribes, for example, that a metered taxi must have the appropriate licence.

A phasing-in period of five years in respect of the vehicle will be allowed from the date of promulgation of the final regulations.

### The Taximeter

The NLTA defines the metered taxi thus:

*“metered taxi service”* means a public transport service operated by means of a motor vehicle contemplated in section 66 which—

- (c) is equipped with a sealed meter, in good working order, for the purpose of determining the fare payable, that is calibrated for such fare or complies with any other requirements applicable to such meters;

And in the body of the Bill it is stipulated that:

"66. In the absence of requirements published in terms of the Trade Metrology Act, 1973 (Act No. 77 of 1973), the Minister must set standards for sealed meters for metered taxis in accordance with standards set by the South African Bureau of Standards in terms of the Standards Act, 1993 (Act No. 29 of 1993).

The Department is already liaising closely with the SA Bureau of Standards and the National Regulator for Compulsory Specifications, especially in respect of the provisions of the Trade Metrology Act, 1973.

These bodies will issue national regulations providing clear and unequivocal specifications. The Department will prepare guidelines for enforcement officers.

#### **4.2.2 The Driver**

In order to ensure that driver character, knowledge, and skills are of a high standard and safety of vehicles, the national regulations will prescribe:

- initial checks on applicants
- initial testing and periodic re-testing
- a special metered taxi driver's licence
- a Code of Conduct.

Some of these requirements are already prescribed in provincial or local regulations. The national regulations will build on what already exists.

A phasing-in period of twelve months will be allowed in respect of the driver from the date of promulgation of the final regulations.

##### Initial checks on applicants

Regulations in respect of these checks will be coordinated with those currently applied where this is the case. They will be aimed at establishing matters such as :

- whether the applicant has been convicted of offences particularly relevant to the work of a metered taxi driver - most obviously driving offences, but also matters such as fraud or assault
- for how long the applicant has held (a) a driver's licence and (b) a Professional Driver's Licence.

Guidelines will be issued by the Department.

##### Initial and periodic re-testing

These tests will be used to assess the suitability of an applicant for the special metered taxi driver's licence. They will cover knowledge of :

- the area in which the applicant operates

- customer care, including the care of customers with special needs
- regulations and by-laws
- the Code of Conduct (see below)

Appropriate training will be provided for the driver in conjunction with the Transport Education and Training Authority (TETA).

There will be an initial test, followed by re-testing at intervals of not more than two years (the ideal is for there to be an annual re-testing and re-issue of licence).

#### A special metered taxi driver's licence

This will be issued to those who pass the initial test, and will be renewed for those who pass the subsequent periodic tests. The licence will include a section to be prominently displayed in the vehicle which the holder is driving, large enough to be easily read by the passenger.

#### Code of Conduct

A Code of Conduct for drivers will be prepared. It will be used *inter alia* during the process of the periodic re-testing of the driver and renewal of the metered taxi driver's licence as a basis for assessing complaints against a driver which may have been received in the period since the last re-testing and renewal.

#### **4.2.3 The Owner**

The national regulations may also prescribe certain requirements relating to the business and personal history of the owner (financial stability, criminal record, road traffic offences of vehicles owned, etc).

\* \* \* \* \*

#### **Priority actions for the theme : Improvement in Standards**

- ✚ Develop minimum standards for vehicle, driver and owner, and publish as draft national regulations
- ✚ Develop a standard testing system for vehicles
- ✚ Develop a standard testing system for drivers
- ✚ Prepare a Code of Conduct for drivers
- ✚ Facilitate development of driver training programme through TETA

#### **4.3 Increase in Usage**

The strategic thrust of this theme is to stimulate demand, and meet the increased demand by a planned increase in the supply of vehicles and services.

This will include measures such as increasing the use of the existing metered taxi fleet by publicising the service offered by those taxis which meet the new national minimum specifications, and by making it easy for the first-time or irregular user to try the service. The actions include those to assure the customer that the fares charged will be in line with those authorised.

The promotional and other actions will act as an acknowledgement by government to the many metered taxi operators who already meet the minimum standards, that their investment and effort has been recognised and will enable them to participate in a programme designed to expand their market.

It will also act as an incentive for those who do not yet meet the standards to do so. This is most important to the success of the strategy. There are many, probably thousands, of taxis which currently fall short of the proposed minimum standards.

The operators often only just manage to achieve the level of income needed to meet their costs. They cannot justify investment in a more modern vehicle, even if they could arrange the necessary finance. The programme to increase metered taxi usage will give these operators in particular access to a far wider market, give them an incentive to upgrade their vehicles, and provide finance houses with a safer basis for a loan.

The result of the increase in usage of existing taxis will be an increase in demand for the use of metered taxis. This increasing demand will be met by an orderly expansion of the number of licences issued, guided by data from the research described Section 3.2.3. The outcome will be that the metered taxi will be increasingly seen by users as an easy and relatively economical way to make personal trips.

#### **4.3.1 Fare Structure**

The NLTA says this:

"The Minister or MEC, in consultation with the relevant planning authority, may determine a fare structure for metered taxi services and the MEC must publish such fare structure in the Provincial Gazette."

It is strongly recommended that this power to determine a fare structure should be used, and that 'structure' should be interpreted to mean setting the actual level of fares and fees.

The Strategy is intended to provide assurance to the customer about metered taxi services. One of the matters on which assurance is needed is that of the fare which will be charged. The new taximeter regulations will ensure that fares charged according to the meter will be accurately calculated. This will be of no use, however, if the level of fare is not also prescribed.

The Department will issue general guidelines on the actual structure of tariffs. The structure in any particular area, as well as the actual level of fares and fees, will be decided by provincial governments in consultation with the relevant planning authority as required by the Act. Such consultation will of course include the local metered taxi industry, and will be informed by data emanating from the research described earlier.

There can of course be different levels of fares and fees in different areas within a province.

### ***Publicising the fares and fees***

The current fare fares and fees must be available to be consulted by potential users in a variety of ways, including:

- on the web site of the body authorising the charges
- at ranks; and
- on/within the taxi vehicle as prescribed in the regulations.

### ***Negotiated Fees***

In accordance with the NLTA [66 (1) (d)], any trip may be charged at a negotiated fee rather than at the meter fare, but the meter must be kept running for the information of passengers.

#### **4.3.2 National Promotional Campaign**

A promotional campaign is an essential element in achieving high standards and providing some form of quality assurance. To achieve the best possible level of awareness, the Department will introduce a national promotional campaign. The promotional campaign is aimed at increasing the usage of metered taxi services.



Those metered taxis that endeavour to provide an excellent service and comply with and even exceed the minimum standard required in the national regulations, should be recognised. Customers should be assisted to make informed choices about the quality of services available.

The participation of compliant metered taxis in the campaign will be voluntary

The campaign will comprise:

- the adoption of a generic brand name
- an advertising campaign
- an optional central booking and despatch system.

### ***Brand Name***

The promotional campaign will require that a distinctive collective 'brand' name be adopted for those metered taxis which meet at least the minimum requirements of the national regulations. It does not mean that existing vehicle liveries or company branding be altered.

There are two parts to the brand name :

- that which acts as the specific brand name
- where necessary, a supplementary word which describes succinctly the service to be offered.

### The specific brand name

This is what is generally thought of when the concept of a brand name is considered. It is a catchy, readily remembered name or phrase which when repeated frequently in advertising and promotion, instantly identifies the product.

In the case of the metered taxi, it is proposed that the brand name should be a suitable word or words from an African language. An example is 'Rea Vaya', the brand name of the Johannesburg BRT system. The word or words should convey the impression of ease of use, comfort, door-to-door, speed, or another similar image.

Suggestions will be sought from the public, including existing metered taxi operators. A short list will be prepared and used in a voting system, probably based on SMS's.

### Describing the service

By itself, however, this 'indigenous' name may not be immediately understood by all the potential metered taxi market, not least by visitors from other countries who will form a significant part of the market. There is often a need for a supplementary term for at least the launch and establishment phase of the product or service. That is so in this case,

The obvious supplementary word is 'taxi'. However, in South Africa this word has become the recognised description for the minibus-taxi. A distinctive word or phrase is needed.

The term 'taxicab' (often shortened to simply 'cab') is widely used in other countries and would probably be readily recognised and understood by visitors.

### Putting the brand name together

Purely as an illustration, if the specific brand name were to be 'Vuvuzela', and the supplementary word were to be 'Taxicab' then the full brand name would be 'Vuvuzela Taxicab'. The Vuvuzela word would be the logo with catchy artwork, with Taxicab being added in more simple lettering.

To emphasise the need for a distinctive name other than 'taxi', the supplementary word 'Taxicab' will be used in the remainder of this document.

Metered taxis which do not meet the standards of the national regulations will not be allowed to use either part of the brand name, or in any other way represent themselves as being a Taxicab

### ***Advertising***

The Strategy envisages a government-backed (but possibly private sector-sponsored) promotional campaign for the first three years of the new Strategy, to:

- explain the Taxicab concept to the public and encourage new customers to use the services it offers
- describe clearly how the central booking/despatch system (see below) works, and encourage its use.

The campaign will be implemented at national level. There will be both national and local advertising, mainly in the print media.

### **4.3.3 Central Booking and Despatch System**

In its initial stage, vehicles in the Taxicab system will not have a common livery, and so will not be readily and unmistakably recognisable on the streets or at ranks. In its first phase, therefore, Taxicab will operate through telephone bookings only.

Private sector companies will be invited to implement and promote a central booking/despatch system (to supplement but not replace existing company-operated booking systems). Suitable and tested software is available. The costs will be met from a combination of sponsorship and income from premium rate phone calls.

Those operators who do not now have a call centre, mainly those individual operators who form the bulk of the BBBEE target discussed in section x.x.x, will be able to gain access to a wide market. Those who do have their own call centre will be welcome to continue to use it, but will be encouraged to also join the Taxicab booking/despatch system, with its associated promotional campaign.

This will allow the whole, or most, of the compliant taxi fleet in an area to be used to the optimum, and thus minimise response times and dead legs.

The advantage to a user (both the resident and the visitor) is that there will be just one number to memorise in order to be able to make bookings in the area where the hire is required. It is even possible to envisage just one number for the whole of South Africa.

Taxicabs will all have GPS equipment. Apart from its use as a control mechanism, the knowledge that the vehicle is being tracked all the time will be important in assuring customers of their safety, and will be used as a strong selling point in the promotional campaign.

### **4.3.4 Street Hailing/ Cruising**

At an appropriate time, the Taxicab promotional campaign will be extended to include an encouragement to hail the taxi on the street.

There are two current inhibitions which will make it unwise to include the 'roaming taxi' in the Taxicab first phase.

The first is uncertainty over the legal position. There is no barrier in the national legislation. In fact this specifically permits the practice, defining the metered taxi as one which "is available for hire by hailing while roaming, by telephone or otherwise" (NLTA).

It has been suggested that in some provinces there may be legislation or regulations, and in some cities there may be by-laws, preventing the taxi from picking up in the street. The implementation phase of the Strategy will include an investigation into the situation.

The second inhibition is that those metered taxis accepted into the Taxicab scheme will not in the first instance be readily recognisable as being such. Existing operators have their own livery, and will almost certainly be reluctant to change (with the consequent costs) until they have experienced the Taxicab scheme and been convinced that it is worth opting into on a permanent basis. The Taxicab concept would be severely compromised if the promotional campaign inadvertently encouraged a user to hail a vehicle of lesser standard than that of Taxicab.

Once these two inhibitions have been overcome consideration will be given to the promotion of on-street hailing. It is, however, a longer-term part of the Strategy.

#### **4.3.5 Ranks**

The matter of ranks is discussed more fully in 4.4.1 below.

It is important for the success of the Strategy that when in due course Taxicab begins to operate from street ranks, ranks be provided for the service which are separate from those for metered taxis which do not meet the national minimum standards but which may be permitted under provincial legislation or local by-laws.

#### **4.3.6 Expanding the metered taxi fleet - BBBEE considerations**

The Strategy envisages, and proposes actions to achieve, an increase in the use of the metered taxi together with an orderly expansion of the vehicle fleet to meet the increased demand.

It is important that this government-driven initiative should be used to support the principles of Broad-Based Black Economic Empowerment. The BBBEE Transport Charter does not make specific reference to the metered taxi but the principles included in that document, especially the taxi sub-sector, will be adopted in implementing the metered taxi strategy.

Well-established metered taxi businesses will be readily able to see the opportunities arising from the Strategy and, applying their entrepreneurial abilities and management skills, take advantage of them. That is to be welcomed.

But the Strategy must not result simply in a widening of the economic difference between the have's and the have-not's. Special attention must therefore be given to the helping those who currently make only a bare living (if that) from their metered taxi as well as encouraging others from previously-disadvantaged backgrounds to consider entering the expanding metered taxi market.

### Existing participants

#### *The owner*

Three matters in particular will be addressed :

- access to finance for new vehicles
- participation in a booking/despatch system to create new market opportunities
- the formation of operating cooperatives

#### Finance

The Department will approach vehicle finance houses to explain the principles of the Strategy. The aim will be to convince them that the package of measures is intended to increase the usage of the metered taxi and thus create a more sustainable industry, especially among those who are currently at the lower end of the operation. The finance houses will be asked to take cognisance of the Strategy in considering applications for finance from metered taxi operators who are upgrading their vehicles in accordance with the Strategy and the national regulations which will be introduced.

#### Booking/despatch system

Section 4.4.2 describes a computerised booking and despatch system which will be privately operated and funded by the phone call charges to the call centre. Individual operators whose vehicles meet the standards laid down in the national regulations will be strongly encouraged to become members of this system.

#### Cooperatives

The weakness of the individual operator lies in exactly that - operation by the individual.

The Strategy will encourage the formation of cooperatives. Individuals will continue to own their taxis as now, but they will have access to joint professional advice on such things as legal and financial matters.

There will be costs, and these will have to be met by the members of the cooperative. Start-up funds may be available from one of the several empowerment funds, or from the cooperative start-up assistance programme of the Department of Trade and Industry.

Members of a cooperative may in due course agree to form a company which will own the vehicles and other assets. The present individual owner will become a shareholder, and thus move from the informal-sector income-generator to the wealth-creating formal sector.

#### *The Driver*

Training will be provided for the driver to enable him to obtain a metered taxi driver's licence. This is in itself a valuable form of empowerment, and will help to equip those drivers who wish to become owners to do so, taking advantage of the assistance to the owner described immediately above.

#### New participants

##### *Owners*

As the fleet expands, encouragement will be given to those from previously-disadvantaged backgrounds to consider entering the metered taxi business, again taking advantage of the assistance to the owner described immediately above.



Particular attention will be paid to encouraging women owners, as women appear to be relatively underrepresented in the metered taxi industry.

##### *Drivers*

Consideration will be given to two groups in particular - the youth and those who are disabled.

\* \* \* \* \*

#### **Priority actions for the theme : Increase in Usage**

-  Develop guidelines on fare structures
-  Continue liaison with SABS and other bodies on the taximeter specification

- ✚ Prepare specifications and costs for the advertising campaign
- ✚ Open discussions with possible private sector sponsors/suppliers of the central booking/despatch system.
- ✚ Develop detailed BBEE plan.

#### **4.4 Public Transport Integration**

The strategic thrust of this theme is to consider how the metered taxi Strategy can support the aims of the PTSAP in respect of integrated public transport.

Taxis and mass transit should be seen as natural complements to one another, part of a comprehensive package that can provide an acceptable and even desirable alternative to the private car. Integrating taxis and public transport as closely as possible can reinforce this synergy. Passengers can be encouraged to take mass transit for the longer-distance segment of a journey, before switching to a cab for the “last km” to a destination that may not be within walking distance.

All affected authorities from national government to local planning authorities need to work together to develop closer integration. Initial focus should be on high-ridership stations where it is difficult to hail a metered taxi - particularly late at night. Simple measures could include provision of taxi information in stations, as well as distribution of telephone numbers for local services.

An earlier section of this document explained that the Strategy would not in its first phase consider the potential role of the metered taxi in Integrated Rapid Public Transport Networks (though this should not stop planning authorities identifying a role for metered taxis in IRPTNs).

There are, however, three aspects of the metered taxi Strategy which do touch upon matters of integration.

##### **4.4.1 Taxi Ranks**

Taxi ranks can be a useful way of matching supply and demand. Ranks do make sense at major trip generators (particularly transport hubs) at locations where there may be group rides, and at suburban locations.

Local planning authorities should identify appropriate locations for new taxi ranks. In particular, taxis should be considered during the planning stages of major new developments likely to generate significant taxi demand, so that street ranks and their associated facilities

can be configured accordingly. Where a taxi rank exists, standardised signage should direct passengers to the rank.

Furthermore, local planning authorities need to undertake research of other areas where taxi ranks are required, for example, at transport terminals, hospitals, shopping centres, hotels and all areas where metered taxis can enhance the provision of public transport - such as at large public events.

The following are comments on some specific aspects of metered taxi ranks.

### ***Number and location of on-street ranks***

An increase in the number of metered taxis will inevitably result in a need for additional rank space. Most South African cities have only very limited ranks and spaces at those ranks. It is vital that the city authorities be fully committed to the need for an expansion, and to the provision in due course of specific ranks for Taxicab vehicles. A failure to provide adequate ranks may compromise the larger aims of the metered taxi Strategy.

### ***Overflow holding areas***

In the case of very busy ranks with only limited standing capacity, there will be a need for an overflow rank from which taxis can be called forward. This will require the implementation of an operational control of some kind (it may be linked to the central despatch office described earlier).

Apart from their main role, overflow areas can be used to provide facilities for drivers from a number of ranks to satisfy their physical and personal needs, as well as an off-street location where drivers can park during their rest periods.

### ***Public transport interchanges***

There must be adequate provision at public transport interchanges for ranking space for the metered taxi. In this context, 'public transport interchange' means any point at which passengers change modes. It is particularly significant at the major interchanges with either rail or BRT lines, but given the personalised nature of the metered taxi, there may be a need also at much smaller points of interchange.

As part of the Strategy, the Department will motivate strongly for separate ranks for Taxicabs and other metered taxis respectively.

### ***Ranks with Restricted Access***



Many metered taxis operate from private property such as hotels, or on public property such as airports, where access is restricted to vehicles approved by the property management. There is no objection in principle to this arrangement, but two potential problems will need to be investigated :

- whether the restrictions limit the ability of the customer to use affordable services, including those of Taxicab
- whether the restricted access ranks can be readily accessed by the inspectorate and others mentioned in this Strategy - eg, market researchers.

#### **4.4.2 Electronic Fare Collection**

##### Integrated Fare Systems

The PTSAP says this :

“IRPTN operational plans of the transport authority will address fare integration between public transport and metered taxis through the same electronic payment instrument for both.

“The network will integrate with metered taxis and long distance public transport to provide maximum coverage and interconnection. Integrated fare structures will be implemented through a common electronic fare system on all modes on the network – including payment for park and ride facilities, bicycle parking etc.”

The draft DoT Electronic Fare Collection Standard/ Regulation prescribes the EMV bank payment standard for public transport. The Regulation stipulates that all public transport services wishing to deploy new EFC systems will have to utilise the banking EMV standard which will be the basis for interoperability.

This approach does away with the need for purchasing separate “transport tickets” and replaces it with the deduction of electronic money value at the transport access “gate”. This will enable the use of one bank card for all public transport services nationally and one which will also work in the retail and banking sectors.

##### Credit Cards

In the interests of visitors in particular. but also the population in general, operators of metered taxis should be encouraged to equip their vehicles with credit card readers. Modern wireless technology makes this perfectly practicable.

Visitors from many overseas countries will already be accustomed to using such cards for taxi hires and, especially during the 2010 FIFA World Cup, may be both irritated and embarrassed if it is not possible to do so in South Africa. (There is a parallel with the wish of visitors to be able to use credit cards at fuel filling stations).

#### **4.4.3 Accessibility**

The Department is committed to ensuring that people with disabilities and people who wish to travel in their wheelchairs have an adequate and accessible metered taxi service available to them.

The requirements in this respect will take into account and be fully compatible with the Department's 'Implementation Strategy and Plan to guide the Provision of Accessible Public Transport Systems'. This describes an accessible public transport system as one in which :

'.....the mainstream services can be used by all people, to the greatest extent possible, without the need for further adaptation or specialised features beyond those provided as standard, and for the mainstream services to be complemented by dedicated services that provide for those people for whom the mainstream services do not meet their needs.'

\* \* \* \* \*

#### **Priority actions for the theme : Public Transport Integration**

- ✚ An audit of taxi ranks by local planning authorities
- ✚ Department to support and encourage the provision of adequate numbers of taxi ranks including accessibility by people with disabilities; and the provision of information in relation to taxi ranks
- ✚ The development and communication of design guidelines to local planning authorities to assist them in deciding on the number, location and provision of taxi ranks
- ✚ Ensure that the provision of taxi ranks at public transport interchanges forms part of the planning for IRPTNs

- ✚ Develop plan for the introduction of accessible taxis as part of the Department's plan for accessible public transport.

## 5. IMPLEMENTATION

This document : 'Developing the metered taxi : an implementation strategy' outlines a strategic framework to expand the role the metered taxi plays in South African transport. The government will take the lead in implementing the Strategy. Provincial government must also work toward its implementation. However, the Strategy also recognises that much of the necessary action will happen locally.

The Strategy requires numerous improvements to the metered taxi service over the three Phases proposed by the PTSAP. Implementation will include the following key processes:

- adoption of this Strategy and its translation into action plans that outline key priorities for all three spheres of government
- regular updating of the Strategy to respond to development trends and to make the necessary associated changes.

### 5.1 The Process

#### 5.1.1 Metered Taxi Forum

A Metered Taxi Forum has been formed consisting of representatives of each provincial government and chaired by the Department of Transport.

The Forum will be ongoing until there is agreement that the Strategy has been successfully implemented.

#### Task #1

The first task of the Forum will be to :

- reach internal consensus on the Strategy
- consult with the metered taxi industry
- oversee the preparation of draft regulations
- determine resources required and prepare budgets.

#### Task #2

The Forum will then oversee the formal consultation process on the draft regulations, and the publication of the final agreed regulations.

### Task #3

The steering committee will then oversee the implementation of the agreed Strategy.

#### **5.1.2 Action Plans**

Following the consultation process and acceptance of the Strategy action plans will be required for the priority actions described earlier under each of the four themes.

#### **5.1.3 Institutional Structures**

The following is proposed:

- At national level, a dedicated metered taxi unit within the Department of Transport at not less than Directorate level, located within the Public Transport Branch, and staffed adequately to undertake the leadership of metered taxi regulation and enforcement
- At provincial and/or city level, a dedicated unit (which might consist of just one person in the smaller cities) for this purpose.

#### **5.1.4 National Regulations**

Following consultation with the metered taxi industry, draft regulations will be developed and gazetted for public comment.

Provincial administrations may decide that, in order to meet specific local requirements, they will publish their own regulations.

A phasing-in period will be allowed from the date of promulgation of the final regulations:

- For the vehicle: a period of five years
- For the driver: a period of one year.

### **5.2 Monitoring and evaluation**

Regular monitoring and evaluation will be undertaken to review the progress of the implementation programme and to assess the effectiveness of the Strategy and its activities. This will help inform further development of implementation plans.

### **5.3 Resourcing the Strategy**

Many sectors have a role to play in improving metered taxis across all spheres of Government, and so funding of initiatives will come from a variety of sources and sectors. For example, national transport investment must support the Strategy, but continued investment by provincial and local government will also be needed to ensure its success.

## Annexure 1

### Community Constituency (Initial Inputs)

#### Developing The Metered Taxi: an implementation strategy

We welcome the metered taxi strategy and implementation plan by DoT. As this forms part of the Integrated Public Transport Strategy (viz. PTSAP).

Let's start with what our thinking is on public transport i.e:

- Affordable transport system which is aligned to socio-economic conditions in our country.
- Reliability of transport system and coordinated framework (body of operators).
- Regulated industry especially on safety and security.
- Decent work for drivers; a sustainable empowerment programme (ito capacity) and integration of empowerment programme for all emerging enterprises and transport cooperatives.
- Equitable licensing system which is easy and will not bring corrupt relations of friends and relatives.
- A categorized entry points will allow space for equal opportunity given the South African historical imbalances

#### The Strategy

##### a. Efficient Administration

As much as we appreciate the OLB the composition of this needs to be clarified to us.

A transformative framework given the social class character (gender, race and inequality) will be a deciding factor on empowerment and the willingness of the already propertied to develop a market share for all industry players; including an allowance to drivers being prioritized on the entry point of the licensing system given experience and knowledge.

One mechanism that promotes crime syndicates in this country is lack of transparency licensing administration system therefore we await the research as envisaged (research programme described in 3.2.3, page 17)

##### Stronger Enforcement

To avoid duplication on the RTMC v/s NLTA process we would advice and integrated approach on enforcement. However on Protection Against Corruption we do accept the Database Linkages; even if this needs a coordinated technological system.

On going monitoring within the Public Transport Sector leaves us with no choice but **Public Transport Charter.**

For starters we would recommend improved standards on the existing Call Centres until the demand is increased (e.g 3 years time).

Government in the main should develop a call centre dealing with complaints and a supervisory structure that monitor the existing call centres.

National Database/Register

We call for an inclusive process whereby the legal and illegal operators are educated first before being dealt with and all can therefore be registered on a National Database at least a grace period of a year.)

There is a need for a research on how sustainable are existing entities, whether the workers rights are observed and we customers are pay affair prices?

All priorities set on Efficient Administration. Must be reported to Nedlac for perusal and engagements.

#### **b. Increased Usage**

Fare Structure

Community will only accept:

- a prescribed fare structure
  - General guidelines on the actual structure of tariffs which will inform provinces, districts and locals
  - The fares and fees must be published in all accessible points for community members.
- The Taxicab should be introduced more so on new entrants.

#### **c. Public Transport Integration**

Public Transport Integration in the priority actions needs an oversight within the task team.

### 5 Implementation

Government must draft an Implementation Plan that will guide the task team for engagement.

#### **5.2 Monitoring and Evaluation**

There is a need for a body consisting of all stakeholders to oversight the overall Public Transport in South Africa and in addition a bi-annual report to Nedlac.

**LABOUR'S initial submission on the Meter Taxi Implementation Strategy**

Document:

1. The Strategy is encouraged and could be important to regulate the industry
2. It will ensure better enforcement and provide a good service if properly implemented
3. It will ensure that drivers have the necessary skills and training which currently lack
4. Vehicles standards will also improve if adhered to, etc.

Concerns:

1. How will it fit into the bigger Integrated Transport Strategy
2. How will competition be handled who is appose to the strategy
3. How is Gov. intending to deal with the whole issue of working conditions, benefits, etc.  
If some assurances or process for the handling of those concerns could be addressed than I believe we should support the Strategy.

Please receive the following comments from SATAWU with regards to the aforementioned:

1. On pages 26 and 27 of the presentation why would the taxi driver licence be necessary and why not just the normal PrDP WHICH IS RENEWABLE?
2. There is also a reference to testing and re-testing, why not the normal PrDP process?
3. Another reference to a driver code of conduct: this must be negotiated with the driver representative.
4. What about a legislated minimum wages and working conditions?

These are what we think can lead to a clear understanding of what the aim and objective of the policy would be for future.