REPORT

GARDEN ROUTE OPERATING LISENCING PLAN (OLP) AND TRANSPORT REGISTER (TR)

DRAFT REPORT

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Quality Management

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Executive Summary

Introduction

Koleko Solutions (Pty) Ltd was appointed by the Garden Route District Municipality (GRDM) to update the Transport Register (TR) and Operating Licensing Plan (OLP) for all Local Municipalities in the district, excluding George Municipality.

The OLP and TR are prepared according to national transport policy, the contents of which are specified in the Minimum Requirements for the Preparation of Integrated Transport Plans, 2016 as per Government Gazette No 40174, dated 29 July 2016. Public transport is to be managed and regulated through the preparation of the detailed transport plans, including Operating Licensing Plans (OLPs) and Transport Registers (TR).

This document builds on the Eden District Municipality's ITP (Integrated Transport Plan): 2016 – 2021, which still acts as the Garden Route District Integrated Transport Plan. The primary objectives of the project are summarised below. The full requirement of the project is listed as Annexure A.

- To collect up to date data which will reflect recent developments for all public transport operations;
- To analyse the information from the Local Municipalities of the DM to compile the OLP and TR; and
- To compile an inventory of public transport infrastructure (public transport infrastructure audit).
- To make recommendations with regard to dealing with applications for operating licenses within the Local Municipalities in the GRDM.

COVID-19 Impact

By the time the contract commenced, South Africa was under lockdown due to the COVID-19 pandemic. At its most restrictive stage (Level 5) lockdown regulations restricted travel to only essential service workers. Under Level 4 many businesses were not able to operate normally, which meant that a significant number of people could not travel to work as per usual.

When Level 3 regulations were applied it became apparent that many small businesses could not survive the lockdown period, and were forced to close. It is also significant to note that both national and international tourism was suspended during this time. The tourism industry

plays a very important role as job creators in primary and secondary businesses in the Garden Route area.

Worst of all is that the Garden Route area experienced a very high mortality rate during the second wave of the pandemic. This resulted in many lives lost among business owners, public sector managers and workers at all levels. Within the substantial economic uncertainty of the pandemic, individuals that passed away were simply not replaced at the rate that would occur in a stable economic environment.

These and many other factors resulted in job losses and postponement of work which reduced the number of daily commuters in many towns. Despite this substantial disruption, the decision was made to continue with surveys when lockdown regulations allowed.

The survey of public transport demand showed interesting trends of no or marginal growth at best, to significant declines in different towns across the region.

The Transport Register

The Transport Register consists of facilities or amenities that are available to passengers and operators at formal and informal taxi ranks. Tables of facilities are provided per municipal area. All ranks and the information provide an integrated overview of public transport infrastructure as it occurs at present in the district.

The general observation revealed that most ranks are utilised on a daily basis but some at reduced rates as operations shifted to different locations. It also became apparent that most of the ranks are in need of basic maintenance to repair and reinstate the effects of wear and tear over many years of use.

Ranks and facilities are often designed around the need of operators, as they spend much of the day holding in these facilities. However, any upgrades to facilities should focus on improved waiting areas and facilities for passengers. These could include more seating as well as a greater focus on cleaning services.

The Operating Licensing Plan

The most notable conclusion is that the majority of ranks appear to have adequate capacity to meet passenger demand in terms of the ability passengers to queue and board vehicles. What is also apparent is that many ranks are not large enough to serve as holding areas when vehicles await the start of peak passenger demand. Rather than increasing the holding capacity of ranks in high value locations, it is recommended that a system of remote holding

areas be formalised that systems and technology be used to ensure vehicles arrive just-in-time to meet passenger demand.

Public Transport Services in GRDM

A significant portion of the population makes use of non-motorised forms of transport, especially in the more rural areas. Public transport (minibus taxi and bus) usage in Kannaland and Hessequa is low. This may be attributed to public transport being unaffordable to poorer rural communities. While this report focus on the TR and OLP, it should be read in conjunction with the ITP, which emphasize the need for improved walking a cycling infrastructure to facilitate this large segment of the population.

In the GRDM, minibus taxis are responsible for most of the local public transport movements. There are also local commuter bus services (in Hessequa municipal area) as well as other bus services which include learner transport and long-distance commercial services.

Rank Operation

Rank surveys were undertaken in 2020/2021 and surveys undertaken in 2015 were also used as part of the review of the Integrated Transport Plan (ITP) for the Garden Route District Municipality. There are currently 9 formal operational taxi ranks located within the GRDM. Most ranks in the GRDM are informal in nature and are not equipped with sufficient infrastructure such as benches, shelters and toilet facilities. The urban centres attract the majority of taxi passenger movements throughout the week.

Minibus Taxi Operations

The key observations and recommendations with regard to operating licenses are discussed for each municipality.

Kannaland Municipality

In Ladismith, the 1 003 trips on the Saturday is slightly higher than the 935 recorded in the same period when last surveyed in 2011. This translates into an increase of 7.3% over the 6 years, or about 1.2% per annum. It is likely that COVID-19 would have had a smaller impact on the local economy due to the smaller reliance on tourism than in many other towns in the area.

Oudtshoorn Municipality

The passenger numbers recorded in the Oudtshoorn Rank of 3 132 and 2 771 are very similar to the 2 385 and 3 084 recorded in 2015 for the Friday and Saturday, respectively. The long-distance trips recorded in 2020 are significantly less than that recorded in 2015. The numbers dropped from 485 to 70 on a Friday and from 282 to 140 on a Saturday. It is highly likely that this drop could be a result of COVID-19, which has place a significant strain on cross-border travel between provinces, and apparently also within the province.

Hessequa Municipality

The 48 passengers recorded in Riversdal on the Friday is three times higher than the 15 recorded in 2015, while the 64 recorded on the Saturday is slightly higher than the 53 recorded in 2015. In contrast with other towns, it appears that rank activity has grown, especially when considering that COVID-19 have more than likely reduced so travel compared to the period immediately preceding the outbreak of the pandemic.

There is a dangerous pedestrian crossing of the N2 at Riversdale. Children sometimes board a taxi to cross the road purely to reduce the safety risk. Examples include crossings at Panorama and Kwanokuthula. The survey team reports that waiting time, even outside peak holiday season, was up to 120 seconds. This emphasizes the need for appropriate NMT facilities to encourage walking and cycling in lieu of using motorised transport.

The slow but steady rise in demand in Riversdale warrants the construction of a formal taxi facility, even if it is at a small scale. A creative urban design for such a facility, with the purpose to integrate informal traders and markets and attractive public space with public transit, could encourage greater non-car travel to the town centre. The space should not be designed with additional parking, but may even include repurposed parking space on surrounding street.

Mossel Bay Municipality

Despite the size of the Mossel Bay rank being similar to that of Oudtshoorn, it was used to process fewer than 700 trips on the Friday, compared to the more than 3 000 in Oudtshoorn. It is also significant that the number of trips from the rank is nowhere near the volumes recorded during the 2015 survey. The 698 and 596 trips recorded on the Friday and Saturday are less than a third of the 2 358 and 2 093 recorded in 2015 for the same period.

Knysna Municipality

Two attempts to conduct surveys in the rank were unsuccessful. For the first the survey team contacted taxi association chairs telephonically to notify them of the planned surveys. One of the three association operating in the rank blocked the survey. Members of the PRE arranged for the survey to be conducted at a second date. However, surveyors were again intimidated when recording vehicle registration numbers. Attempts to liaise with the local traffic department were also unsuccessful, which appears to reflect the poor relationship between the Knysna Municipality and some taxi associations.

No new Operating Licenses can be justified for the Knysna routes, since the industry prohibited independent surveys to take place. The relationship between some taxi associations and the municipality appears strained, but these associations clearly do not recognize the authority of the PRE.

It is recommended that the PRE support the local traffic authority to manage the rank and routes in the interest of passengers and the Knysna public. It is further deemed necessary for the authorities to engage constructively with the taxi industry when planning NMT facilities that would be in the interest of the communities upon the hill, north of the N2 (incl. Xolweni and Concordia).

Bitou Municipality

Plettenberg Bay was by far the busiest rank, and had similar volumes on both Friday afternoon and Saturday. However, the volumes are about half of the 3 522 and 2 475 recorded on the Friday and Saturday surveys of 2015. In this case the lack of growth in demand could be attributed to COVID-19, given the significant role tourism and the hospitality industry plays in the local economy, including restaurants.

The main rank in Plettenberg Bay currently experience a much reduced demand, compared to 2015 before COVID severely restricted the local economy. The municipality should use this time to plan and expand the rank for when volumes return to, and start to exceed historic levels. As discussed before, any expansion should carefully consider operational efficiency, rather than holding capacity. For instance, larger vehicles or better planning vehicles arrivals through the help of technology could increase operational capacity without the need for additional space. Discussion with operators revealed an openness to discuss such measures.

Minibus Taxi Registrations

The table below shows the number of unique vehicle registration numbers observed in the different municipalities of the study area, as well as the number and percentage that match the information on the PRE database. It is clear that there is a large discrepancy between the registration data and the reality of licences on the ground.

Municipality	Number of Unique Minibus Taxis	Non-registered Minibus Taxis
Kannaland	32	15 (47%)
Oudtshoorn	177	58 (33%)
Mossel Bay	129	27 (21%)
Knysna		(%)
Bitou	120	22 (18%)
Hessequa	13	4 (31%)
Total	**471**	**126 (27%)**

Abbreviations

DM:	District Municipality
DoT:	Department of Transport
GIS:	Geographic Information System
GRDM:	Garden Route District Municipality
HGV:	Heavy Good Vehicle
IDP:	Integrated Development Plan
IIP:	Integrated Infrastructure Plan
ITP:	Integrated Transport Plan
LDV:	Light delivery vehicle (bakkies)
LITP:	Local Integrated Transport Plan
LM:	Local Municipality
MBT:	Minibus Taxi
NHTS:	National Household Travel Survey
NLTIS:	National Land Transport Information System
NLTA:	National Land Transport Act, 2009 (Act No 5, 2009)
NMT:	Non-motorised Transport
OL:	Operating licenses
OLP:	Operating Licensing Plan
PGWC:	Provincial Government Western Cape
PLTF:	Provincial Land Transport Framework
PRASA:	Passenger Rail Service of South Africa
PRE:	Provincial Regulatory Entity
TR:	Transport Register

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1 INTRODUCTION

1.1 Background

South Africa's legislation and policy framework requires the preparation of statutory transport plans by National Departments, Provinces and Municipalities. The National Department of Transport (NDoT) prepared a National Land Transport Strategic Framework, 2006 (NLTSF) providing national guidance, while the Provincial Land Transport Framework (PLTF, June 2011[1]) is the principal plan that gives direction to transportation in the Western Cape. The PLTF provides guidance to the municipalities on provincial objectives and priorities that must be considered when developing Integrated Transport Plans (ITP). At municipal level, the ITP is the gives direction on transport matters and is the sector plan of a municipality's Integrated Development Plans (IDP). One of the key objectives of current transport policy is the need to prioritise public transport over private transport.

The Garden Route District Municipality (GRDM) revised its District Integrated Transport Plan (DITP) in 2016 under its previous designation as the Eden District Municipality. This report describes the update of only the Transport Register (TR) and Operating Licensing Plan (OLP) for the Garden Route District Municipality for 2021.

The requirements to prepare a Transport Register and Operating Licensing Plan are specified in the Minimum Requirements for the Preparation of Integrated Transport Plans, 2016 as Gazetted (NDoT, July 2016). Public transport is to be managed and regulated through the strategies and data analysis captured in the TR and OLP.

1.2 Update of Transport Register and Operating Licensing Plan

Koleko Solutions (Pty) Ltd was appointed by the Garden Route District Municipality (GRDM) to update the Transport Register (TR) and Operating Licensing Plan (OLP) components of their approved DITP. The project was initiated at an inception meeting convened by the Western Cape Government on 22 September 2020. The attendees at the meeting included representatives from the Province, the District Municipality and the service provider (Koleko).

[1] While the PLTF was update in 2016, it has not been approved by the Minister of Transport

1.3 Study Area and Description

The Garden Route District Municipality (GRDM) is classified as a 'Category C' municipality and excludes the George Local Municipality which is classified as a 'Category B' municipality. The GRDM is bounded by the Cacadu District Municipality of the Eastern Cape Province, while in the north and west the study area is bounded by the Central Karoo District Municipality and the Overberg District Municipality, respectively. The southern boundary is the coastline of the Indian Ocean. The district includes the local municipalities shown in Figure 1-1**,** excluding George while key characteristics are shown in Table 1-1.

Table 1-1: District Population by Local Municipality

Local Municipality	2011 Population	%	Economic Development - Thrust
Bitou	49 162	8.6	Tourism, retirement
Kannaland	24 767	4.3	Agriculture & tourism
Oudsthoorn	95 933	16.7	Agriculture, tourism and agri-processing
Hessequa	52 642	9.2	Agriculture, tourism, retirement
Kynsna	68 569	11.9	Tourism, agriculture, retirement
Mossel Bay	89 430	15.6	Harbour, manufacturing, trade and tourism
George	193 672	33.7	Finance & business, tourism, wholesale & retail and manufacturing
TOTAL	574 175	100.0	

Statistics South Africa (Census 2011)

The 2011 population statistics of the local municipalities was obtained from Statistics South Africa for the Census undertaken in 2011 as shown in Table 1-1. It was estimated that the population has grown to 622 664 in 2019, an increase of 8.4% from 2011. The population figures are due to be updated from the national census, which was due in 2021.

The key growth sectors throughout the district include:

i) Primary Sector: Agriculture, hunting, forestry & fishing, mining & quarrying.

ii) Secondary Sector: Manufacturing, construction.

iii) Tertiary Sector: Transport, storage, communication, financial, insurance, real estate, business services, community, social & personal services.

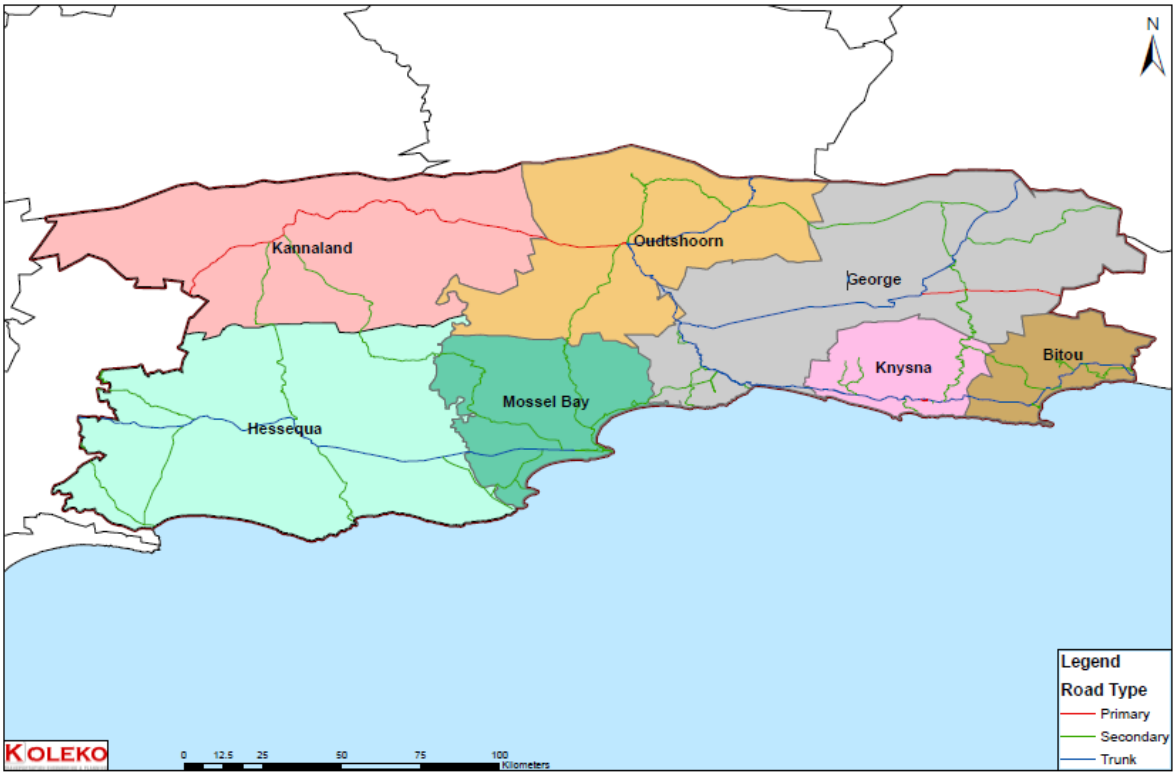


Figure 1-1: Garden Route District Municipality with Category B Municipalities

1.4 Project execution process

No Steering Committee was established where key stakeholders could share issues of importance and concern in each municipal area. Koleko contacted officials in each municipality to obtain pertinent information to prepare the TR and OLP. This information is discussed under the relevant section of the report.

A survey plan was prepared and circulated, which then served as the schedule for conducting surveys in each municipality. This report contains the data, analysis and recommendations relating to the data collected.

2 Data Collection and Analysis

A Survey Plan was submitted in November 2020, showing the intention to complete some surveys before the December school holiday period. It was agreed with the GRDM that surveys would continue regardless of the disruption to travel (Level 3 Lockdown). The analysis

would be used to see whether the effect of the COVID disruption would be visible in the data. Surveys were conducted by the firm EasySurveys, who are based in Cape Town, and have extensive experience in collection of traffic and public transport data.

2.1 Impact of COVID-19

By the time the contract commenced, South Africa was under lockdown due to the COVID-19 pandemic. At its most restrictive stage (Level 5) lockdown regulations restricted travel to only essential service workers. Under Level 4 many businesses were not able to operate normally, which meant that a significant number of people could not travel to work as per usual.

When Level 3 regulations applied, it became apparent that many small businesses could not survive the lockdown period, and were forced to close. It is also significant to note that both national and international tourism was suspended during this time. The tourism industry plays a very important role as job creator in primary and secondary businesses in the Garden Route area.

Worst of all is that the Garden Route area experienced a significantly high mortality rate during the second wave of the pandemic. This resulted in many lives lost among business owners, public sector managers and workers at all levels. Within the substantial economic uncertainty of the pandemic, individuals that passed were simply not replaced at the rate that would occur in a stable economic environment.

These and many other factors resulted in job losses and postponement of work which reduced the number of daily commuters in many towns. Despite this substantial disruption, the decision was made to continue with surveys when lockdown regulations allowed (Level 3).

2.2 Stakeholder Consultation Process

The project team liaised with various stakeholders in order to obtain general public transport information regarding survey data, advice on key survey locations and related information. Consultation included the following entities:

- Provincial Department of Transport and Public Works, Public Transport branch
- Garden Route district Municipality
- Six Local Municipalities of the GRDM. Not all representatives could be reached for discussion, but productive discussions were held with representatives from Hessequa, Knysna and Bitou Municipalities.

- Discussions also took place with several taxi operators while planning for or conducting surveys in ranks. Where contact details allowed, taxi associations were contacted to inform them of the pending surveys.

2.3 Rank surveys

Rank surveys were conducted to capture the following :

1. The condition of facilities at each rank, and
2. Operational data necessary to assess the demand for and supply of public transport services.

2.3.1 Facilities and infrastructure

The scope of the Transport Register (TR) is to provide a record of captured data. All ranks (formal and informal) were visited during site visits to each municipal area. The data captured forms an inventory of all public transport infrastructure and services that are present in the area of the study. It provides a snapshot of the current public transport situation in each municipality. The tables showing the availability and condition of facilities at each rank is shown in the Transport Register chapter, per municipality.

2.3.2 Rank operations

Rank operations information was obtained for the busiest operation period for minibus taxis. The following was found to be the peaks in terms of the minibus taxi operations:

- Survey Friday afternoon, from 15:00 to end of operations or 19:00
- Survey Saturday from 09:00 to end of operations or 14:30

The following information was collected during the surveys:

- Per destination for each rank:
    - Passenger arrivals and departures per 15-min interval
    - Vehicle arrivals and departures - registration number and occupancy recorded at time of movement per destination (as indicated in rank)
    - Every 15 min, record number of taxis in the rank
- Number of formal bays in the rank (e.g. three isles with space for 2 taxis each = 6 bays)
- Number of informal bays per destination in each rank (taxis queued on-site to enter formal bays)
- Number of taxis queuing on-street / nearby rank at time of peak supply

Table 2-1 shows the dates and times when surveys were conducted in each town, per municipality. The data collected for each facility is discussed per municipality in subsequent sections of this chapter. The location of ranks are shown on maps for each municipal area in the subsequent section of the report.

Table 2-1: Survey dates and times

Municipality	Town Surveyed	Date of Survey	Times Surveyed
Oudtshoorn	Oudtshoorn	27 November 2020 28 November 2020	06h00 – 09h00 and 15h00 – 19h00 09h00 – 14h15
Kannaland	Ladismith	4 December 2020 5 December 2020	06h00 – 09h00 and 13h00 – 16h00 09h00 – 14h00
Hessequa	Riversdale	21 May 2021 22 May 2021	06h00 – 09h00 and 15h00 – 19h00 09h00 – 14h15
Mossel Bay	Mossel Bay	28 May 2021 29 May 2021	06h00 – 09h00 and 15h00 – 19h00 09h00 – 14h15
Bitou	Plettenberg Bay	4 June 2021 5 June 2021	06h00 – 09h00 and 15h00 – 19h00 09h00 – 14h15
Knysna	Knysna	None*	

*Two attempts to survey the Knysna Rank were abandoned after some Taxi Associations block the team, this even with the presence of the PRE.

2.3.3 Other transport services

No new Learner Transport Surveys were conducted during this project, but data is available for each municipality from the Department of Education. There are no passenger rail services in the District Municipal area to report on.

2.4 Cordon Counts

According to the minimum requirements document, cordon counts are useful for the following reasons:

1. To establish area to area movements.
2. Ensuring that all public transport trips are surveyed.
3. Supplement route-based surveys.

Cordon surveys of public transport vehicles were undertaken at strategic locations at the major towns in each municipal area to capture all public transport vehicles (including occupancy) to ascertain the usage of the road network and weekday demand by time of day in particular the trips that do not originate from the public transport ranks. These surveys were undertaken the day before the rank surveys.

Cordon and link counts will provide an indication of intertown movement of public transport, and include minibus taxis, commercial and tourist buses. It was anticipated that very few tour buses would be operating, given the Covid-19 travel restrictions. The following locations (illustrated in Figure 2-1) were counted:

Near Oudtshoorn:

The following locations were surveyed on Thursday, 26 November 2020:

- N9 / R62 intersection between George and Oudtshoorn;
- N12, east of Bongolethu (excludes local trips);
- N9 / R327 intersection; and
- R328 north of Oudtshoorn.

Along N2 (east to west):

The following locations were surveyed on Thursday 27 May 2021:

- N2 near Beacon Way intersection, (east of Plettenberg Bay);
- N2 intersection at Harkerville Sasol;
- N2 intersection to Belvedere west of Knysna;

The following locations were surveyed on Thursday 3 June 2021:

- N2 near Sasol roundabout east of George;
- N2 / Grootbrak; and
- N2 near intersection with Mosdustria (Mosgas).

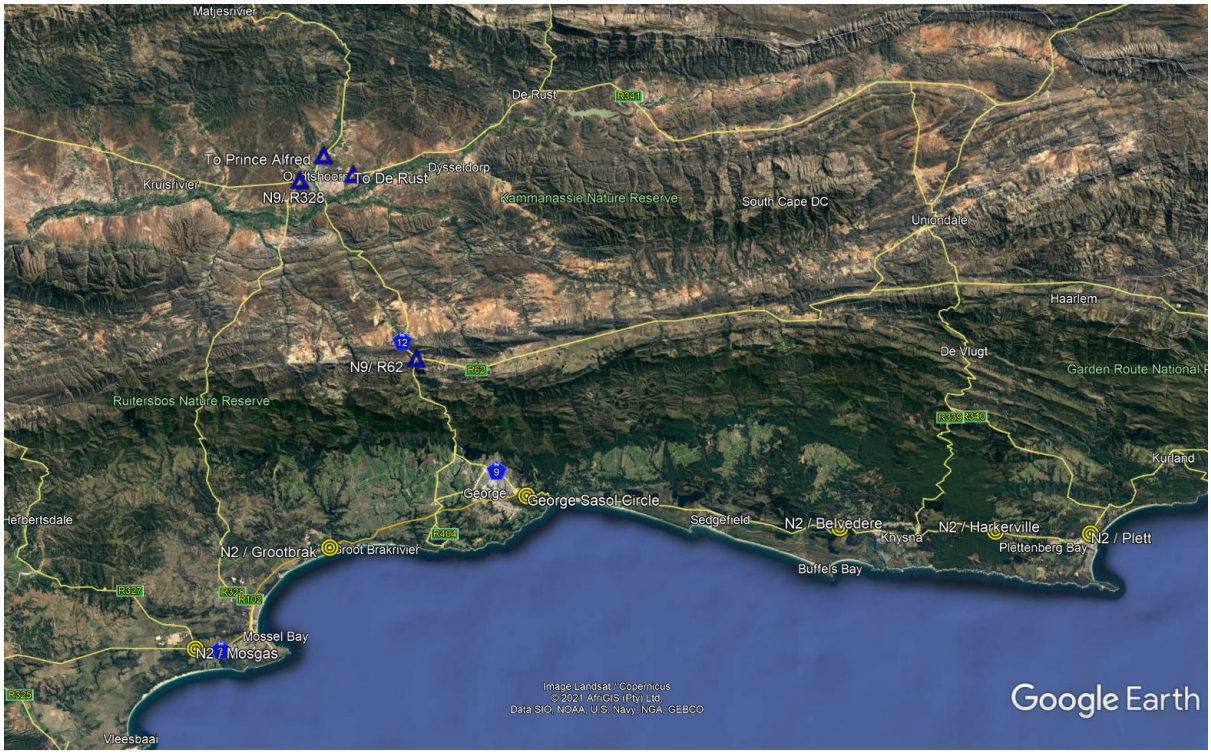


Figure 2-1: Locations of the cordon counts

All intersections around Oudtshoorn were surveyed on the same day. The N2 surveys were split in two sections to ease logistics, but each section was counted on the same weekday.

3 Transport Register

The contents of the TR can be grouped into three broad categories:

- Description of public transport facilities and routes;
- Assessment of the quality of the public transport infrastructure and public transport services; and
- Assessment of the supply and demand (indication of utilisation of public transport facilities and legal public transport services).

3.1 Kannaland Municipality

3.1.1 Area overview

The Kannaland municipality covers an area of 4 758 km2 in the Little Karoo, stretching from the Swartberg mountains in the north to the Langeberg in the south, and from the Anysberg in the west to the Gamkaberg in the east, it abuts on the Laingsburg and Prince Albert municipalities to the north, the Oudtshoorn municipality to the east, the Hessequa municipality to the south and the Swellendam and Langeberg municipalities to the west. The Kannaland is

situated along the famous tourism route, the R62, and is linked by surfaced main roads to all other major centres such as Oudtshoorn, Montagu, George, Mossel Bay and Port Elizabeth.

Both the administrative and legislative seats of the Kannaland LM are located in Ladismith, with satellite offices in Calitzdorp, Van Wyksdorp and Zoar.

3.1.2 Routes and Ranks

Kannaland has 20 POLB routes in total with 13 operating licenses for local routes. There is one formal rank in Ladismith. Three informal collection points are located in Ladismith, Zoar and Calitzdorp. Table 3-1 summarises the number of trips and passengers by town and facility in the Kannaland Municipality. The counts on a weekday were conducted on Friday, the 4th of December between 06h00 – 09h00 and 13h00 – 16h00 and the counts on Saturday the 5th of December were conducted between 09h00 and 14h00.

Table 3-1: Number of Trips and Passengers by Town & Facility: Kannaland LM

Town	Rank	Weekday			Saturday		
		Trips	Pax	% Of Total Pax	Trips	Pax	% Of Total Pax
Ladismith	Ladismith Rank	22	222	31.8%	28	332	33.1%
Ladismith	Ladismith Informal	42	356	50.9%	38	344	34.3%
Zoar	Zoar	12	121	17.3%	17	188	18.7%
Total			**699**	**100%**		**1 003**	**100%**

The 1 003 passenger trips on the Saturday is slightly higher than the 935 recorded in the same period when last surveyed in 2011. This translates into an increase of 7.3% over the 6 years, or about 1.2% per annum. It is likely that COVID-19 would have had a smaller impact on the local economy due to the smaller reliance on tourism than in many other towns in the area.

Ladismith Ranks

Both Ladismith's formal and informal ranks showed relatively low demand during the Friday morning, with a clear function of the origin for people to travel towards home in the afternoon. In contrast, Zoar operates in the morning only for passengers to board for their trips to the work.

There is very little activity in the main rank, with the majority of departures occurring from the on-street informal rank at King and van Riebeek Streets. It is clear that the passenger demand no longer originates from the main rank and has shifted to an informal rank. It is presumed that operations are no longer in line with the stipulations of the Operating Licenses, and that amendments are required, or operations be required to revert back to the rank.

The formal rank reached peak operations on Saturday between 11:15 and 12:15 with 103 passengers departing in 7 vehicles. While most taxis departed full, some were only partially filled, presumably to collect more passengers at the informal, on-street rank. Table 3-2 shows that the current demand at the rank is well below the design capacity of the rank, with theoretical minimum headways of more than half an hour.

Table 3-2: Utilisation of Ladismith Rank

Utilisation of Ladismith - All Destinations	
Max pax	103
Min vehicles	7.0
No lanes	4
Min veh / lane	1.8
Departure headway (min)	34.3

Figure 3-1 shows graphically the formal and informal ranks in the Oudtshoorn Municipality. Figure 3-2 shows the route network for minibus taxis operating in the Oudtshoorn municipal area.

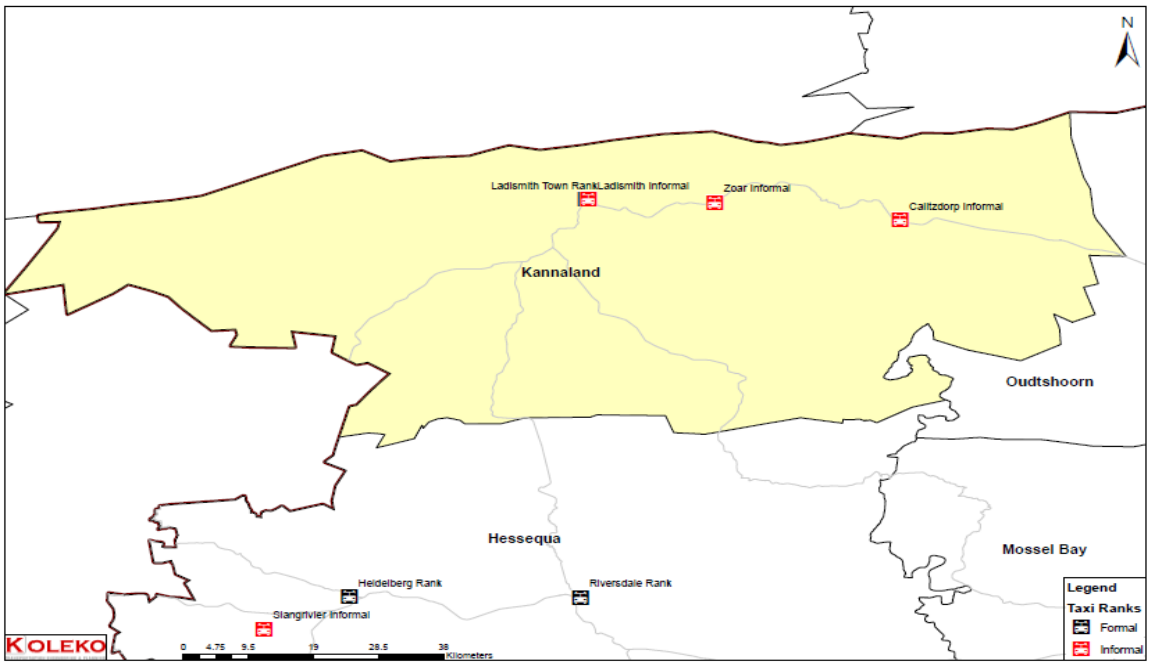


Figure 3-1: Formal and Informal Rank Locations in the Kannaland Municipality

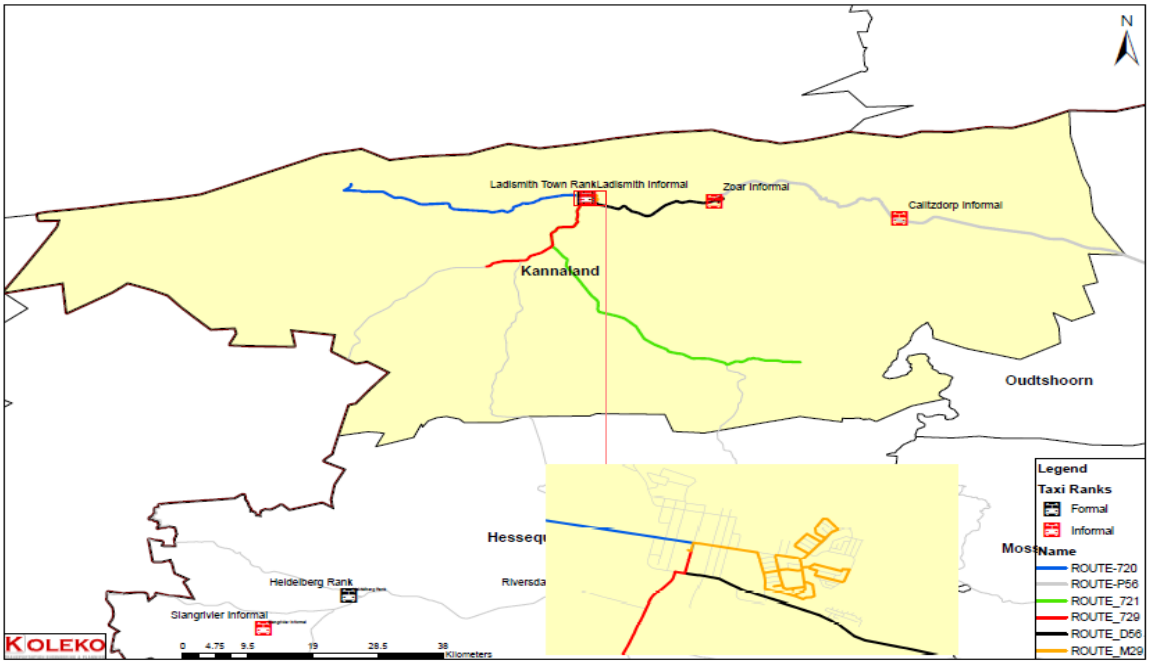


Figure 3-2: Minibus Taxi routes within the Kannaland Municipality

Given the informality in the Ladismith Formal rank, it was not possible to distinguish which destinations vehicles departed to.

3.1.3 Other services

There are no bus services for local commuters in the towns within the Kannaland Municipality. There are subsidised learner transport services operating in the Kannaland Municipality. Information from the Western Cape Department of Education reports a total of 13 learner transport routes are operational in the LM and served by 7 learner contracts. The towns and settlements that use learner transport include Ladismith, Algernynskraal, Dankoord, Hoeko and Van Wyksdorp. There are no passenger rail services nor long distance bus services that operate within the Kannaland LM.

3.1.4 Public Transport Infrastructure

The public transport infrastructure is limited to the minibus taxi operations. The maintenance and upgrading of all public transport facilities is the responsibility of the Kannaland Municipality. Table 3-3 below provides an indication of the location, status, type and condition of the various public transport facilities found within the municipal area.

Table 3-3: Kannaland Public Transport Infrastructure Assessment

INFRASTRUCTURE														
Facility Name	Town	STATUS		FACILITY TYPE				On/Off Street (On/Off)	Paving (Yes/No)	Electricity (Yes/No)	Roof structures (Yes/No)	Public Telephones (Yes/No)	Ablution facilities (Yes/No)	Offices (Yes/No)
		Formal	Informal	Terminus for Busses (Yes/No)	Rank for minibus Taxi's (Yes/No)	Rail Stations (Yes/No)	Holding area (Yes/No)							
Ladismith Rank	Ladismith	X		No	Yes	No	Yes	On	Yes	Yes	Yes	N/A	Yes	No
Ladismith Informal	Ladismith		X	No	No	No	No	On	No	No	No	N/A	No	No
Zoar Informal	Zoar		X	No	No	No	No	On	No	No	No	N/A	No	No

It is recommended that public telephones are no longer included in this list as these have widely become obsolete with the widespread use of cell phones.

3.1.5 Discussion

An investigation is needed to determine whether a new rank is required or whether operations could be compelled to move back to main rank, since demand is no longer at the position of the main rank in Ladismith. Instead of additional infrastructure, it is recommended that the current rank be used to hold waiting taxis while pick up and drop off is done on-street in a coordinated manner. Coordinated can be per schedule, or by using technology to dispatch vehicles when demand calls for departures at on-street locations.

Figure 3-3 and Figure 3-4 illustrate the facilities at the Ladismith Main taxi rank, and at the Zoar informal taxi rank, respectively. The decision to restore dysfunctional facilities at the Ladismith rank should only be taken once the operational role of the rank has been clarified, given the recommendation above.

Figure 3-3: Facilities at Ladismith Main taxi rank

Figure 3-4: Facilities at Zoar informal taxi rank

3.2 Oudtshoorn Municipality

3.2.1 Area overview

The Oudtshoorn municipality covers an area of 3 537 km^2 in the Little Karoo, stretching from the Swartberg mountains in the north to the Outeniqua Mountains in the south, and from the Gamkaberg in the west to the Kammanassie Mountains in the east, it abuts on the Prince Albert municipality to the north, the George municipality to the east, the Mossel Bay municipality to the south, the Hessequa municipality to the southwest and the Kannaland municipality to the west.

It includes the larger towns and settlements of Oudtshoorn, Dysselsdorp and De Rust serving as economic centers which support the surrounding rural community, and the smaller rural settlements of Volmoed, Schoemanshoek, Spieskamp, Vlakteplaas, Grootkraal, Hoopvol and Matjiesrivier.

3.2.2 Routes and Ranks

Oudtshoorn LM has 27 POLB routes in total with 452 licenses for local routes and 208 licenses for long distance routes. Oudtshoorn LM has one formal rank in Oudtshoorn. Figure 3-5 shows graphically the formal and informal ranks in the Oudtshoorn Municipality. Figure 3-6 shows the route network for minibus taxis operating in the Oudtshoorn municipal area.

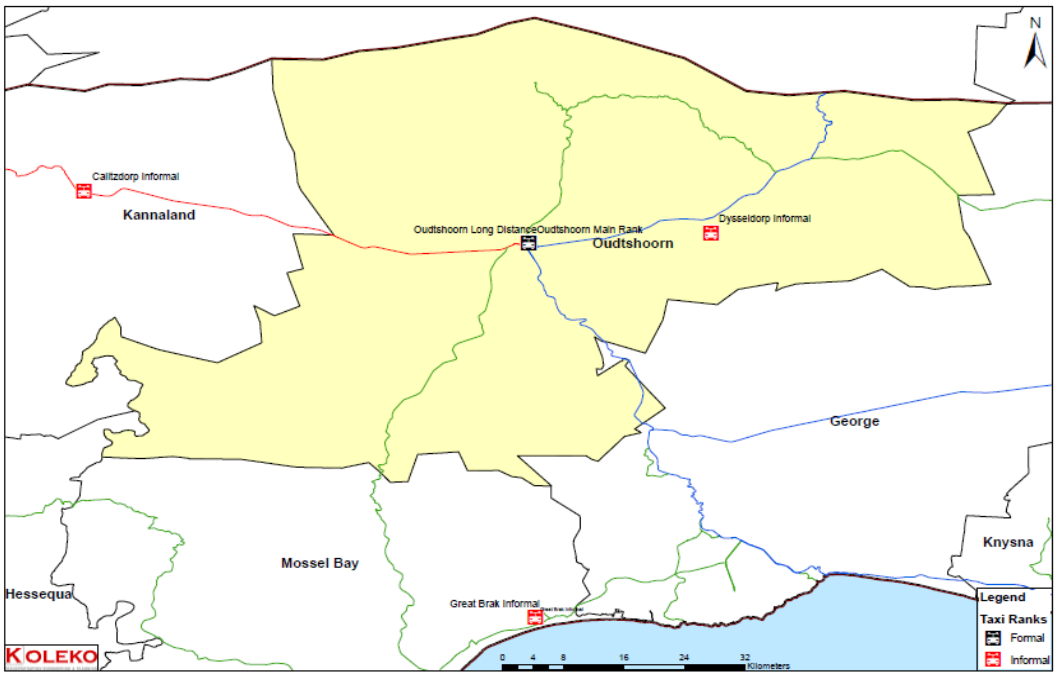


Figure 3-5: Formal and Informal Rank Locations in the Oudtshoorn Municipality

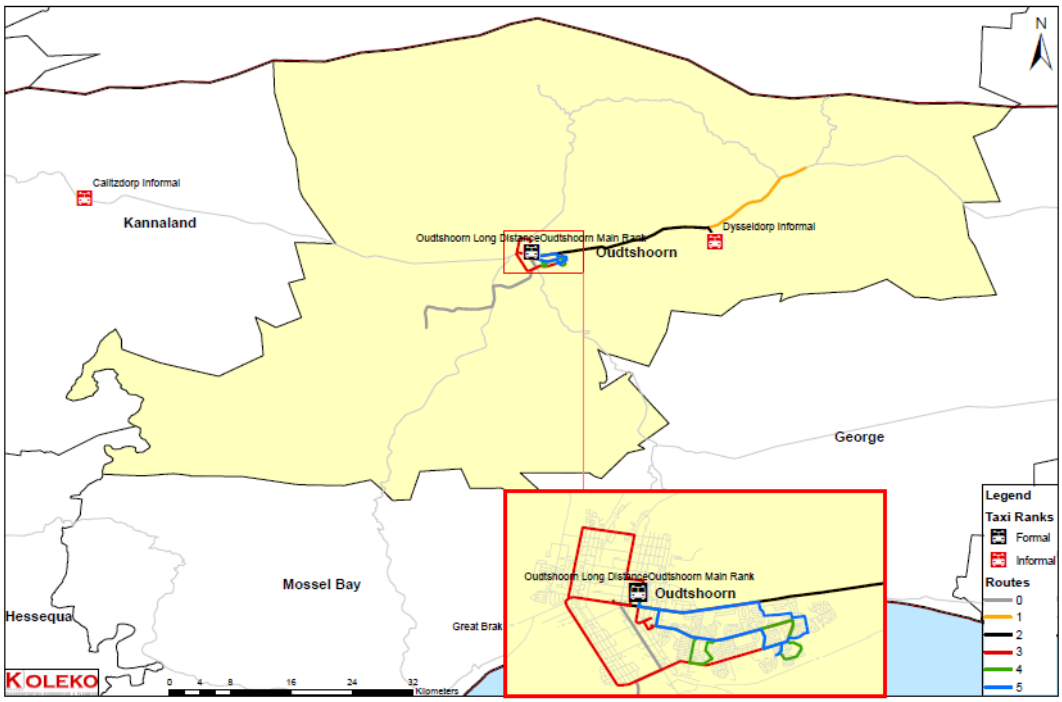


Figure 3-6: Minibus Taxi routes within the Oudtshoorn Municipality

There are other ranking facilities in Oudtshoorn that are informal with no proper or limited infrastructure. One informal collection point is located in Dysseldorp. Table 3-4 summarises the number of trips and passengers by town and facility in the Oudtshoorn local municipality. Counts were done on a Friday from 06h00 to 09h00 and 15h00 to 18h30 and the counts on a Saturday were done between 09h00 and 14h30.

Table 3-4: No of Trips and Passengers by Town & Facility: Oudtshoorn LM

Town	Rank	Weekday			Saturday		
		Trips	Pax	% Of Total Pax	Trips	Pax	% Of Total Pax
Oudtshoorn	Oudtshoorn Main Rank	249	3 132	96.6%	185	2 771	92.5%
Oudtshoorn	Oudtshoorn Long Distance	9	70	2.2%	10	140	4.7%
Oudtshoorn	De Rust Rank	3	40	1.2%	6	85	2.8%
Total			**3 242**	**100%**		**2 996**	**100%**

97% (or 3 044) of all passenger departures from the Oudtshoorn main rank occurred in the afternoon.

The passenger numbers recorded in the Oudtshoorn Rank of 3 132 and 2 771 is very similar to the 2 385 and 3 084 recorded in 2015 for the Friday and Saturday, respectively. The long-distance trips recorded in 2020 are significantly less than that recorded in 2015. The dropped from 485 to 70 on a Friday and from 282 to 140 on a Saturday. It is highly likely that this drop could be a result of COVID-19, which have place a significant strain on cross-border travel between provinces, and apparently also within the province.

Table 3-5 provides detailed route information, passenger volumes and peak usage times for the Oudtshoorn rank. Bridgeton operates from 5 of the 7 lanes in the rank while Dysselsdorp operates from the remaining 2.

Table 3-5: Routes Originating at the Oudtshoorn Rank

Route Nr	Destination	Average Route Distance (km)	Average Trip Duration (min) One-Way	Friday		Saturday	
				Passengers per hour	Peak Hour	Passengers per hour	Peak Hour
695, 696, 781, 976	Bridgeton	15	15	943	15:15 – 16:15	645	10:30 – 11:30
905, 906, D58	Dysselsdorp	30	40	280	15:00 – 16:00	29	11:30 – 12:30

Table 3-6 shows the estimated minimum headway between departures for each destination. The demand on the Bridgeton route results in the critical headway of 4.8 minutes between departures in the peak hour. Since at least three taxis would load simultaneously, the time to fill the front taxi is much more than the 4.8 minutes between departures.

Table 3-6: Utilisation of Oudtshoorn Rank

Utilisation of Oudtshoorn Rank	Bridgeton	Dysselsdorp
Max pax	943	280
Max veh	63.0	19.0
Max veh / lane	12.6	9.5
Departure headway (min)	4.8	6.3

3.2.3 Other services

There are currently no bus services for local commuters in the towns within the Oudtshoorn Municipality.

There are subsidised learner transport services operating in the Oudtshoorn Municipality. Information from the Western Cape Department of Education reports a total of 17 learner transport routes are operational in the LM and served by 13 learner contracts. The towns and settlements that use learner transport include Oudtshoorn, De Rust, Dysselsdorp, Kammanassie, Buffelsdrift, Lategansvlei and Volmoed.

There are no passenger/commuter rail services that exist in Oudtshoorn LM.

The long-distance bus services that operate through the Oudtshoorn Municipality are the City to City and Intercape. These services operate between Mossel Bay and Pretoria, Knysna and Pretoria via Oudtshoorn and Cape Town and Oudtshoorn with a stop in Oudtshoorn at the Queen's Riverside Mall on Voortrekker Street (R62) where there is parking, retail, restaurants, public toilets, and public telephones.

During the peak holiday season, the buses are reasonably full and during the off-peak season they are approximately 50% utilised.

3.2.4 Public Transport Infrastructure

The public transport infrastructure is limited to the minibus taxi operations. The maintenance and upgrading of all public transport facilities is the responsibility of the Oudtshoorn Municipality. Table 3-7 provides an indication of the location, status, type, and condition of the various minibus taxi facilities found within the municipal area.

Table 3-7: Oudtshoorn Public Transport Infrastructure Assessment

INFRASTRUCTURE														
Facility Name	Town	STATUS		FACILITY TYPE				On/Off Street (On/Off)	Paving (Yes/No)	Electricity (Yes/No)	Roof structures (Yes/No)	Public Telephones (Yes/No)	Ablution facilities (Yes/No)	Offices (Yes/No)
		Formal	Informal	Terminus for Busses (Yes/No)	Rank for minibus Taxi's (Yes/No)	Rail Stations (Yes/No)	Holding area (Yes/No)							
Main Taxi Rank	Outsdhoorn	X		No	Yes	No	No	On	Yes	Yes	Yes	No	Yes	No
Long Distance Taxi Rank	Outsdhoorn	X		No	Yes	No	No	On	Yes	Yes	Yes	No	Yes	No
Dysseldorp Informal	Outsdhoorn		X	No	Yes	No	No	On	Yes	No	Yes	No	No	No

There is one formally developed minibus taxi rank in Oudtshoorn, located on Unie Street (See Figure 3-7).

Figure 3-7: Oudtshoorn Main and Long-distance taxi

The Oudtshoorn long distance rank also operates from this location. The Oudtshoorn rank presented the following conditions:

- Paved and in a fair condition,
- Has toilets in a reasonable condition, public telephones, offices, electricity,
- Has a sheltered waiting and loading areas. and
- There are bays for 40 MBTs.

The challenge facing the LMs is mainly the availability of funds to address the priority needs at the public transport facilities. However, a relatively low cost maintenance project for the current facility would extend its useful life and the reduce the need for more costly repairs if left undone. This would include repair and modernising the toilet facility as well as painting and repair of roof structures.

These informal rank at Dysselsdorp is really a shelter for vehicles with virtually no facilities for passengers (See Figure 3-8). It can be argued that, since vehicles depart very soon after passengers arrive there is no great need for passenger facilities.


Figure 3-8: Informal taxi rank at Dysseldorp

3.3 Hessequa Municipality

3.3.1 Area overview

The Hessaqua municipality covers an area of 5 733 km^2 between the Langeberg mountains and the Indian Ocean, stretching from the Breede River in the west to the Gourits River in the east. It abuts on the Swellendam Municiplaity to the west, the Kannaland Municipality to the north, the Oudsthoorn Municipality to the northeast, and the Mossel Bay Municipality to the east.

It includes towns and settlements of Bitouville, Gouritsmond, Albertinia, Melkhoutfontein, Stilbaai, Jongensfontein, Riversdale, Vermaklikheid, Heidelberg, Witsand and Slangrivier.

Riversdale is the administrative centre of the municipality. Riversdale, Albertinia, Stiilbaai and Heidelberg serve as the economic centres supporting the surrounding rural community. Riversdale, Albertinia, and Heidelberg are situated along the N2, with Stilbaai along the coast.

3.3.2 Routes and Ranks

Hessequa LM has 26 POLB routes in total with 114 licenses. Hessequa LM has two formal ranks, one located in Riversdale (7 bays) and the other in Heidelberg (4 bays). There are other ranking facilities in Hessequa that are informal with no proper or limited infrastructure. Three informal collection points are located in Melkhoutfontein, Slangrivier and Stillbaai.

Figure 3-9 shows graphically the formal and informal ranks in the Hessequa Municipality. Figure 3-10 shows the route network for minibus taxis operating in the Hessequa municipal area.

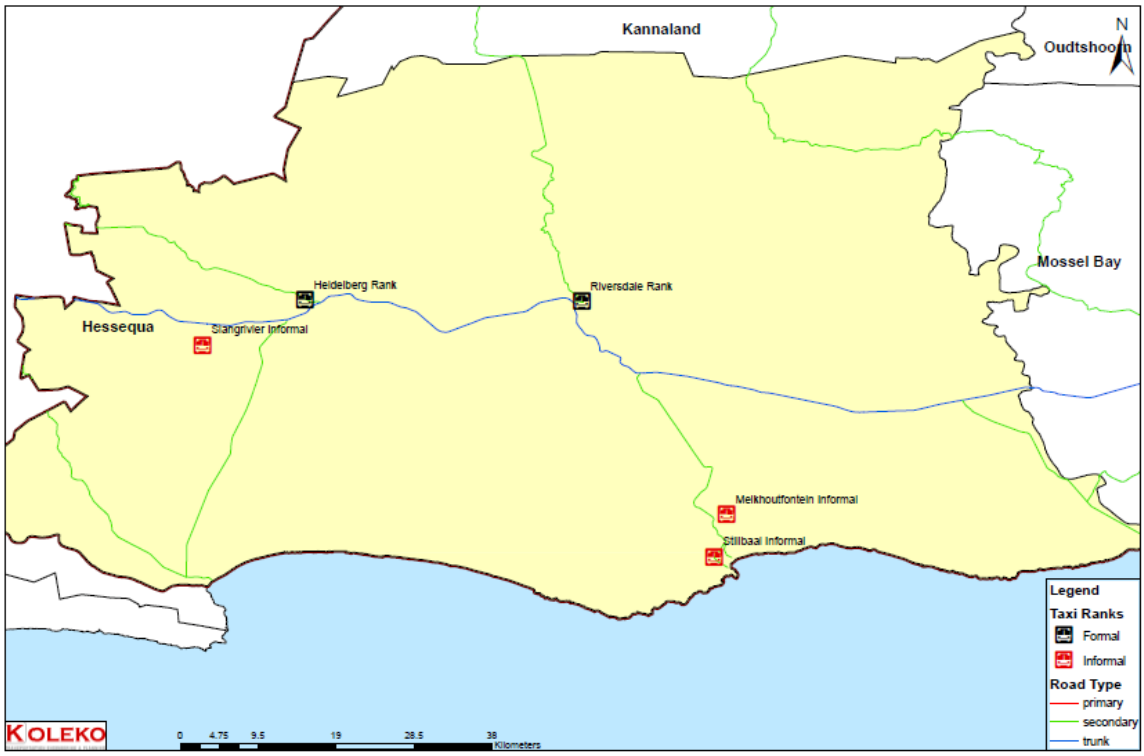


Figure 3-9: Formal and Informal Rank Locations in the Hessequa Municipality

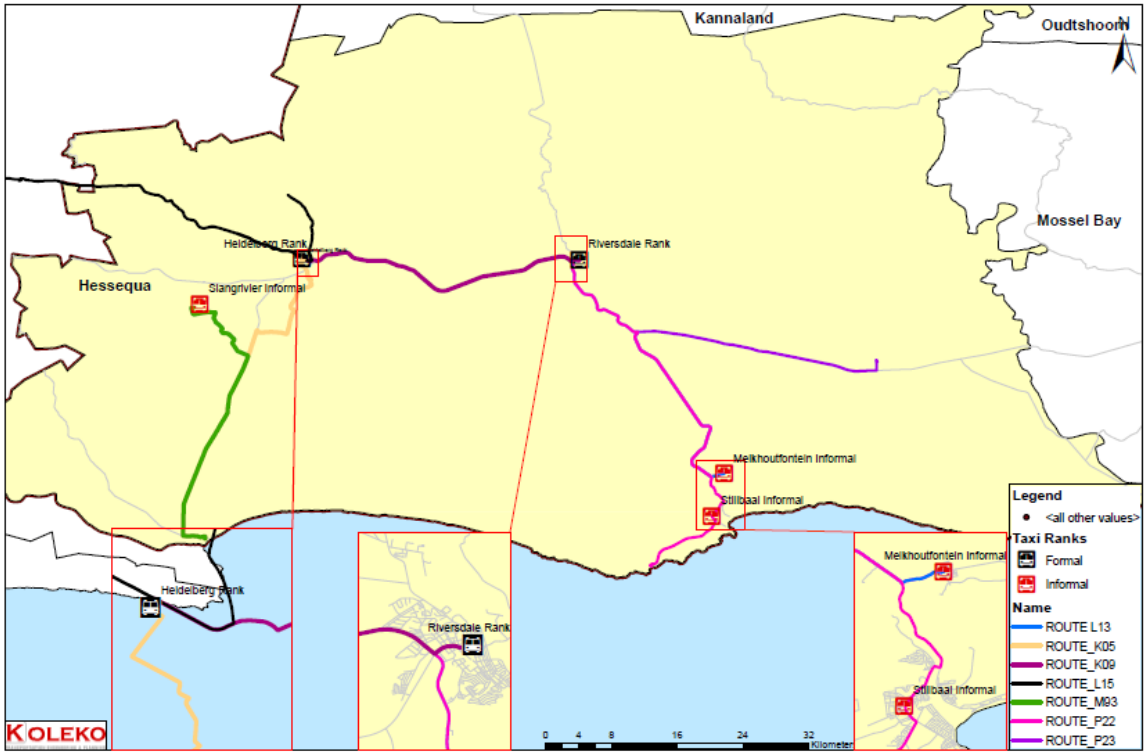


Figure 3-10: Minibus Taxi routes within the Hessequa Municipality

Heidelberg and Albertinia Ranks

No operations were observed at either Heidelberg or Albertinia on either the Friday of Saturday. Enquiries from pedestrians at both these ranks indicated that limited services are available in these towns. Information received from interviews indicated that Stilbaai was mainly a destination for workers from other towns, and that no regular public transport services were available from the town.

Riversdale Rank

Table 3-8 summarises the number of trips and passengers surveyed at the Riversdal rank. The peak operations occurred on the Saturday.

Table 3-8: No of Trips and Passengers by Town & Facility: Hessequa LM

Town	Rank	Weekday			Saturday		
		Trips	Pax	Time of count	Trips	Pax	Time of count
Riversdale	Riversdale Rank	45	89	15:00 – 19:00	87	220	09:00 – 14:30

Only 13 unique vehicles provided all 87 trips. All vehicles were sedan taxis with a capacity of 4 passengers, while sometimes loading up to 5 passengers. On average, a taxi departed every 3.3 minutes, with each unique vehicle departing about every 33 minutes.

Table 3-9 provides detailed route information, passenger volumes and peak usage times for the Riversdale rank.

Table 3-9: Routes Originating at the Riversdale Rank

Route Nr	Destination	Average Route Distance (km)	Average Trip Duration (min) One-Way	Friday		Saturday	
				Passengers per hour	Peak Hour	Passengers per hour	Peak Hour
L13, L14	Riversdale Local	12	Varies	48	15:00 – 16:00	64	11:00 – 12:00

The 48 passengers recorded on the Friday is three time higher than the 15 recorded in 2015, while the 64 is slightly higher than the 53 recorded on the Saturday. In contrast with other towns, it appears that rank activity has grown, especially when considering that COVID-19 have more than likely reduced so travel compared to the period immediately preceding the outbreak of the pandemic.

3.3.3 Other services

Suid-Kaap Karweiers provides the localised bus services from Riversdale to Melkhoutfontein and Stilbaai daily. On Monday, Tuesday and Thursday 2 buses undertake single trips from Riversdale to these destinations and only return in the evening. On Wednesday, Friday, and Saturdays, which are busier than normal, the service is supplemented by a midday trip. This bus service collects and drops off passengers at the bus stops provided along the routes.

There are subsidised learner transport services operating in the Hessequa Municipality. Information from the Western Cape Department of Education reports a total of 26 learner transport routes are operational in the LM and served by 24 learner contracts. The towns and settlements that use learner transport include Heidelberg, Slangrivier, Riversdale, Albertinia, Hornstras, Stilbaai and Melkhoutfontein.

The long-distance bus services that operate through the Hessequa Municipality are the Citiliner, Translux, City to City and Intercape. These services operate between Cape Town and East London, Cape Town and Durban, Cape Town and Port Elizabeth and there is a stop in Heidelberg at the Engen One Stop on Eksteen Street where there is parking, a convenience

store, take a-way, public toilets and public telephones and another stop at the Siesta Café. There is also a stop in Riversdale at the Shell Motors & Tractors on the N2 as well as at the Saddle's Restaurant. Albertinia also has a stop at two service stations, including all amenities.

There are no passenger/commuter rail services in Hessequa LM.

3.3.4 Public Transport Infrastructure

The public transport infrastructure is limited to the taxi operations. The maintenance and upgrading of all public transport facilities is the responsibility of the Hessequa Municipality. Table 3-10 provides an indication of the location, status, type and condition of the various public transport facilities found within the municipal area.

Table 3-10: Hessequa Public Transport Infrastructure Assessment

INFRASTRUCTURE														
Facility Name	Town	STATUS		FACILITY TYPE				On/Off Street (On/Off)	Paving (Yes/No)	Electricity (Yes/No)	Roof structures (Yes/No)	Public Telephones (Yes/No)	Ablution facilities (Yes/No)	Offices (Yes/No)
		Formal	Informal	Terminus for Busses (Yes/No)	Rank for minibus Taxi's (Yes/No)	Rail Stations (Yes/No)	Holding area (Yes/No)							
Main Taxi Rank	Heidelberg	X		No	Yes	No	No	No	Yes	Yes	No	No	Yes	No
Main Taxi Rank	Riversdale	X		No	Yes	No	No	Yes	Yes	Yes	No	No	Yes	No

Given the relatively busy informal rank in Riversdal, it is recommended that shelter and facilities be provided for passenger and taxi operators (Figure 3-11). The operations occur in conjunction with informal trading, which would also benefit from facilities and an upgrade to the public space.

Given the absence of operations at both Heidelberg (Figure 3-12) and Albertinia (Figure 3-13) on the survey days, it is not possible to recommend any upgrades to facilities in these towns.

Figure 3-11: Riversdale Taxi Rank

Figure 3-12: Heidelberg Taxi Rank

Figure 3-13: Albertinia Informal Taxi shelter

3.4 Mossel Bay Municipality

3.4.1 Area overview

The Mossel Bay municipality covers an area of 2 011 km^2 on the coastal plain between the Outeniqua Mountains and the Indian Ocean. It stretches from the Gourits River in the west to beyond the Great Brak River in the east. It abuts on the Hessequa Municipality to the west, the Oudtshoorn Municipality to the north and the George Municipality to the east. It includes towns and settlements of Mossel Bay, Boggoms Bay, Brandwag, Buisplaas, D'Almeida, Dana Bay, Glentana, Fraaiuitsig, Friemersheim, Great Brak River, Hartenbos, Herbertsdale, Hersham, Kwanonqaba, Little Brak River, Outeniqua Beach, Reebok, Southern Cross, Tergniet and Vlees Bay.

It is situated on the N2 approximately halfway between the coastal cities of Cape Town and Gqeberha (previously Port Elizabeth). Both the administrative and legislative seats of Mossel Bay LM are located in Mossel Bay.

3.4.2 Routes and Ranks

Mossel Bay LM has 25 POLB routes in total with 130 licenses. Mossel Bay LM has one formal rank located in the town of Mossel Bay on Zietsman Street and has 30 bays. There are other

ranking facilities in Mossel Bay that are informal with no proper or limited infrastructure. Five informal collection points are located at the Langeberg Mall, Asla (Kwanonqaba), D'Almeida, Great Brak River and at Shoprite (Kwanonqaba). The Shoprite informal rank has recently been upgraded to a formal rank and is now referred to as the Kwanonqaba Formal Rank.

Figure 3-14 shows graphically the formal and informal ranks in the Mossel Bay Municipality. Figure 3-15 shows the route network for minibus taxis operating in the Mossel Bay municipal area.

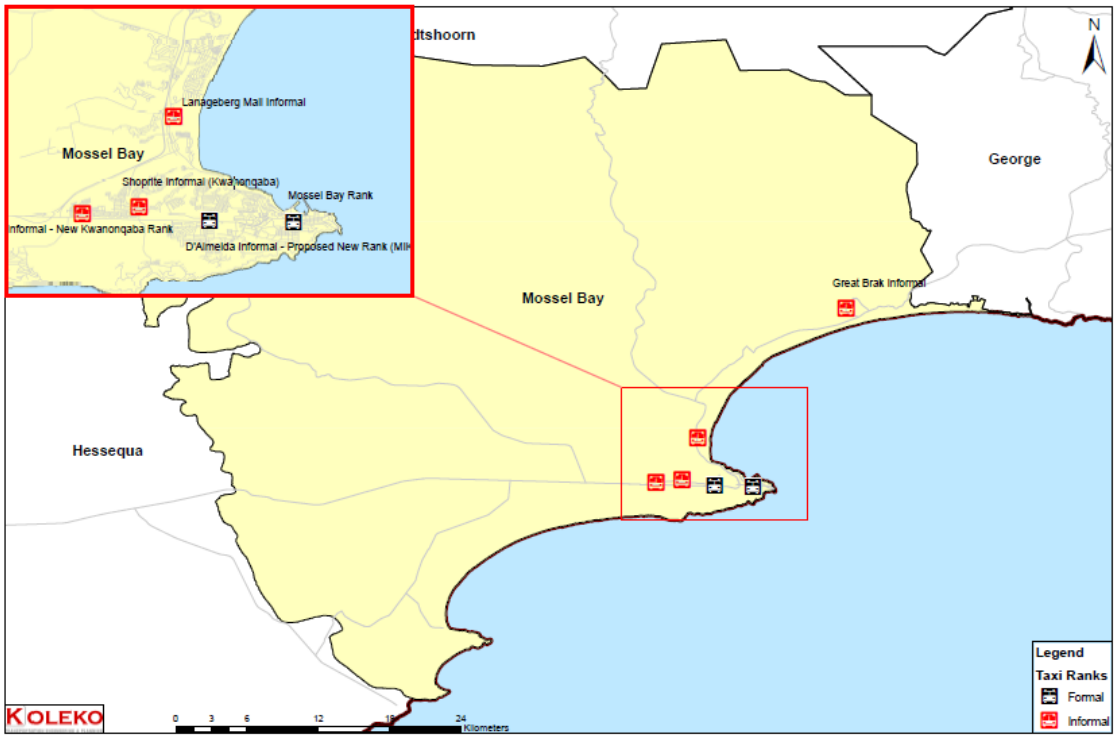


Figure 3-14: Formal and Informal Rank Locations in the Mossel Bay Municipality

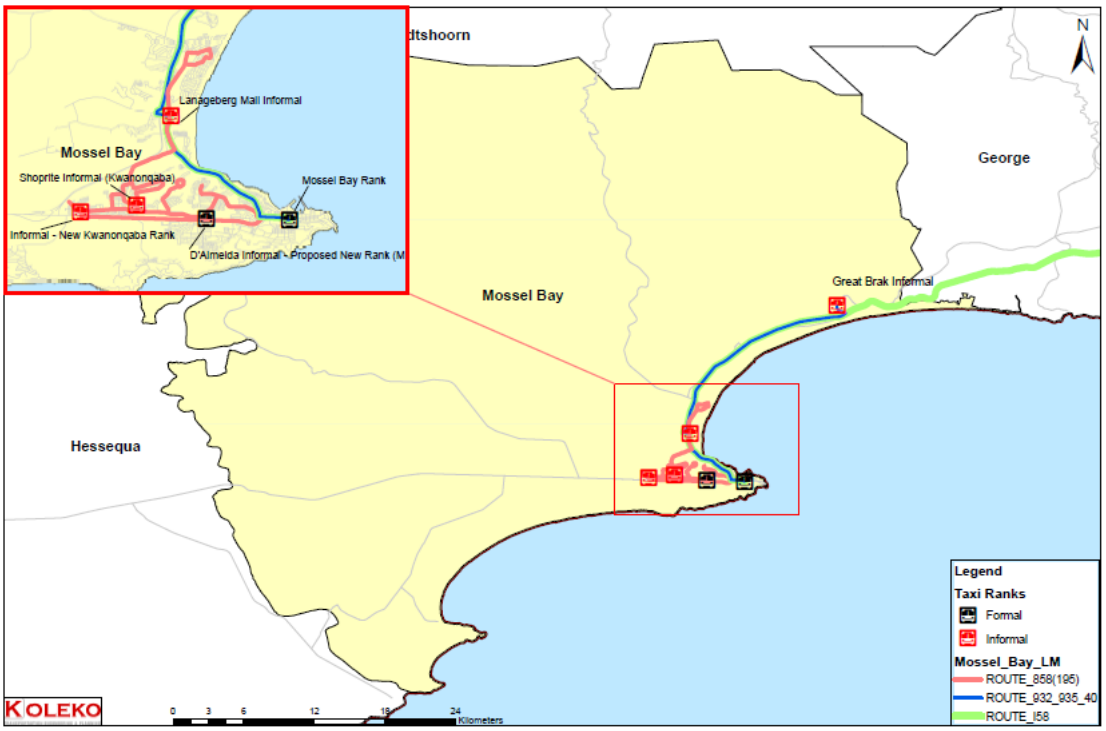


Figure 3-15: Minibus Taxi routes within the Mossel Bay Municipality

Table 3-11 summarises the number of trips and passengers by town and facility in the Mossel Bay local municipality.

Table 3-11: No of Trips and Passengers by Town & Facility: Mossel Bay

Town	Rank	Weekday			Saturday		
		Trips	Pax	Time of count	Trips	Pax	Time of count
Mossel Bay	Mossel Bay Main Rank	49	698	15:00 – 18:30	81	596	09:00 – 14:15
Mossel Bay	Kwanonqaba Rank	Taxis operators blocked survey*					
Mossel Bay	Makiva Informal Rank	46	418	15:00 – 16:00	No observations*		
Mossel Bay	Langeberg Mall	*45*	*382*	*15:00 – 19:00*	13	110	10:00 – 11:30
	TOTAL						

*See discussion below.

Kwanonqaba Rank

As with Knysna, some taxi operators blocked the survey team from conducting the survey in the Kwanonqaba Rank. The main concern appeared to be that vehicle registration numbers

were being recorded. Following two other attempts to survey the public transport operations at the Kwanonqaba Rank the survey was abandoned, in consultation with the client . Observations at the rank revealed the following:

- Operations follow a feeder and trunk pattern where some vehicles roam to collect passengers in the vicinity of the rank.
- They aim to fill up upon returning to the rank when they need only a few passengers.
- Should they return with only a few passengers, these are transferred to another vehicle that are nearly full.
- The majority of vehicles travel along Adriaans Avenue, with some travelling along Louis Fourie Road.
- No observations are observed during the afternoon peak, when taxis return to the main rank to collect more passengers.

Makiva Informal Rank

This location has not been surveyed for previous Transport Registers. As per the survey plan, taxi activities were observed on the Friday afternoon.

Of the 46 vehicles that passed the Makiva rank in the peak hour, 37 collected almost 10 passengers each. 31 of these taxis dwelled for less than 6 minutes before continuing their journey. Rather than creating rank and holding area for vehicles, this location could be developed with passenger facilities that provide a comfortable wait to board taxis between end destinations.

Such facilities would include shelters against rain from the predominant wind direction adjacent to an embayment for up to two vehicles to stop. However, the planning and design process that would precede the implementation of such a facility should include formal engagement with passengers and taxi operators with licences for this route.

Langeberg Informal Rank

Taxis are not allowed on the Langeberg Mall property and operate from the adjacent Depot Road. Taxis roam through Hartenbosch and return to the Depot Road stop where passengers transfer to vehicles ready to travel to the town centre or Kwanonqaba. It is significant to note that the low demand observed in 2021 is significantly less than the more than 1 000 trips observed during the last survey of 2011.

Groot Brak

Observations in Groot Brak revealed that there is no formal ranking space and passengers phone for a service when required. The low travel demand, therefore, has not encouraged taxi operators to dwell to wait for passengers.

Mossel Bay Rank

Table 3-12 provides detailed route information, passenger volumes and peak usage times for the Mossel Bay rank.

Table 3-12: Routes Originating at the Mossel Bay Rank

Route Nr	Destination	Average Route Distance (km)	Average Trip Duration (min) One-Way	Friday		Saturday	
				Passengers per hour	Peak Hour	Passengers per hour	Peak Hour
N/A	Grootbrak, Kleinbrak, Townships, Ruiterbos	N/A	N/A	245	16:00 – 17:00	153	11:00 – 12:00

While there are dedicated lanes for different destinations, operations did not make use of it on the days of the survey. Many vehicles were parked in the lanes for extended periods. Very few of the taxis in the front of the queue filed up and departed from there. Instead, a seemingly random taxi would arrive at the front end of the rank (near the intersection with Marsh Street) to load passengers. These could arrive from being parked in the rank or from elsewhere. Once filled up they would depart to any destination.

While substantial space is available at the rank, many vehicles park on either Zietsman or Montagu Streets instead. Traffic police hand out fines in these occasions which deter illegal parking for short periods. Given the nature of operations, it is not apparent that capacity at the rank is constrained, and that upgrades are required.

As with taxi operations in many towns and areas, passengers have to adapt to unique operational characteristics at ranks. It is recommended that passenger surveys be conducted to determine the experience of users at various locations. It would be important to conduct such surveys away from taxi operations since the industry in notorious in claiming some form of control over what they express as their passengers.

Despite the size of the rank being similar to that of Oudtshoorn, it was used to process fewer than 700 trips on the Friday, compared to the more than 3 000 in Oudtshoorn. It is also significant that the number of trips from the rank is nowhere near the volumes recorded during the 2015 survey. The 698 and 596 trips recorded on the Friday and Saturday are less than a third of the 2 358 and 2 093 recorded in 2015 for the same period.

Given the turmoil experienced with the Kwanonqaba Rank, it is likely that many taxis no longer operate from the main rank. It is unlikely that COVID-19 would have had such a substantial impact on demand, given the relative similarities in volumes in other towns.

It is recommended that a more in-depth discussions be conducted with municipal officials and taxi associations to ascertain the reasons for the discrepancies.

3.4.3 Other services

There are currently no bus services for local commuters in the towns within the Mossel Bay Municipality.

There are subsidised learner transport services operating in the Mossel Bay Municipality. Information from the Western Cape Department of Education reports a total of 11 learner transport routes are operational in the LM and served by 9 learner contracts. The towns and settlements that use learner transport include Brandwag, Mossel Bay, Great Brak River, Ruiterbos and Vlees Bay.

There are no passenger/commuter rail services in Mossel Bay LM.

The long-distance bus services that operate through the Mossel Bay Municipality are the Citiliner, Translux, City to City, and Intercape. These services operate between Cape Town and East London, Cape Town and Durban, Cape Town and Port Elizabeth and there is a stop in Mossel Bay at the Shell Voorbaai Truckport on Louis Fourie Road where there is parking, a convenience store, public toilets, and public telephones.

3.4.4 Public Transport Infrastructure

The public transport infrastructure is limited to the minibus taxi operations. The maintenance and upgrading of all public transport facilities is the responsibility of the Mossel Bay Municipality. Table 3-13 below indicates the location, status, type and condition of the various public transport facilities found within the municipal area.

Table 3-13: Mossel Bay Public Transport Infrastructure Assessment

INFRASTRUCTURE														
Facility Name	Town	STATUS		FACILITY TYPE				On/Off Street (On/Off)	Paving (Yes/No)	Electricity (Yes/No)	Roof structures (Yes/No)	Public Telephones (Yes/No)	Ablution facilities (Yes/No)	Offices (Yes/No)
		Formal	Informal	Terminus for Busses (Yes/No)	Rank for minibus Taxi's (Yes/No)	Rail Stations (Yes/No)	Holding area (Yes/No)							
Kwonongaba Taxi Rank	Mosselbay	X		No	Yes	No	Yes	On	Yes	No	Yes	No	No	No
Mosselbay Main Rank	Mosselbay	X		No	Yes	No	Yes	On	Yes	Yes	Yes	No	Yes	No
Makiva Informal	Mosselbay		X	No	No	No	No	Off	No	No	No	No	No	No
Langeberg Mall Informal	Mosselbay		X	No	No	No	No	Off	No	No	No	No	No	No
D'Almeida Informal	Mosselbay		X	No	No	No	No	Off	No	No	No	No	No	No

Figure 3-16: Mossel Bay Formal Taxi Rank

Figure 3-17: Makiva Informal Taxi Rank

Figure 3-18: Langeberg Mall Informal Taxi Rank

3.5 Knysna Municipality

3.5.1 Area overview

The Knysna Municipality covers an area of 1 109 km^2 between the Indian Ocean and the Outeniqua Mountains around the town of Knysna. It abuts on the George Municipality to the north and west, and on the Bitou Municipality to the east and is located along the Garden Route which is the main coastal road between Cape Town and Port Elizabeth. The Knysna LM strength lies in its unique natural resource base, as well as its resilient human resource base. Mountains, rivers and valleys, the Outeniqua Mountains, numerous hills, forests and farmlands make up the topography of the area, which are also symbolizing features of the Knysna area.

Knysna LM includes the main town of Knysna which serves as the economic centre and supports the smaller rural settlements in the municipal area including Brenton-on-Sea, Buffels Bay, Rheenendal and Sedgefield.

3.5.2 Routes and Ranks

Knysna Rank

Knysna LM has 20 POLB routes with 310 licenses. Knysna has one formal rank located in the Knysna town on Nelson Street and has 42 bays. There are three informal collection points at the Sanlam Mall, Hornlee and White Location. Table 3-14 summarises the main destinations to which taxis depart from the main rank.

Table 3-14: No of Trips and Passengers by Town & Facility: Knysna LM

Town	Rank	Weekday			Saturday		
		Trips	Pax	% of Total Pax	Trips	Pax	% of Total Pax
Knysna	Knysna Rank						
Knysna	Sanlam Mall						
Knysna	Hornlee						
Knysna	White Location						
	TOTAL						

Two attempts to conduct surveys in the rank were unsuccessful. For the first the survey team contacted taxi association chairs telephonically to notify them of the planned surveys. One of the three association operating in the rank blocked the survey. Members of the PRE arranged for the survey to be conducted at a second date. However, surveyors were again intimidated when recording vehicle registration numbers. Attempts to liaise with the local traffic department were also unsuccessful, which appears to reflect the poor relationship between the Knysna Municipality and some taxi associations.

The main concern raised by the taxi association is that they want to be informed of the exact nature of pending surveys. As with any social survey, this reduces the value of a survey as the participants may alter their behaviour to reflect a situation they may perceive to be more favourable to them. The purpose of the surveys are precisely to observe typical operations so that the Municipality and PRE can make informed decisions about improvements and interventions, including issuing additional licenses. The fact that surveyors were intimidated for conducting surveys in a public facility is concerning, as it violates the local and provincial authorities' right to access public space. Such behaviour is also illegal in terms of the Intimidation Act of 1982.

Despite the inability to conduct the rank survey, observations and discussions with significant individuals have revealed meaningful information.

The main rank is very well utilised, even though it is not large enough for all licenced taxis to hold there. Expansion of the main rank is neither an easy option in its current location, nor is it essential to load the estimated peak passenger demand. Instead, a system of remote holding

is already in place on a piece of Transnet land near the Waterfront as well as at Nekkies just off the N2. Officials from the Knysna Municipality indicated that the use of the Transnet land is temporary and therefore only a short-term solution. The Knysna Rank is by far the busiest facility in the Garden Route, excluding George, with more than 6 000 passenger recorded on the Friday afternoon in 2015.

It is recommended that the most cost-effective intervention would be to engage with the taxi associations to optimise the operational efficiency of the flow of vehicles between the holding areas and the rank.

A crude calculation was done, based on a 15-seat vehicle travelling at between 20 and 25km/h on higher and lower order roads. This includes trips from the main rank via both Gray Street and Nekkies to areas such as White Location / Xolweni and Concordia. It shows that 40 taxis has the capacity to transport 1 200 passengers per direction. This calculation allows for vehicles to return to the main rank as well.

Demand for taxi services is partially influenced by the value of time for passengers. Many members of the broader Concordia community would benefit from being able to walk and cycle directly to the town centre. Creating a more direct foot and cycle path for residents, possibly along parts of the alignment of the “Old Toll Road” would provide a shorter, lower cost and lower emissions alternative to many taxi trips. Apart from the direct benefits to commuters, it could also slow the growth in demand for taxi trips, and hence the need for short-term rank expansion.

Figure 3-19 shows the route network for minibus taxis operating in the Knysna municipal area. Figure 3-20 shows graphically the formal and informal ranks in the Knysna Municipality.

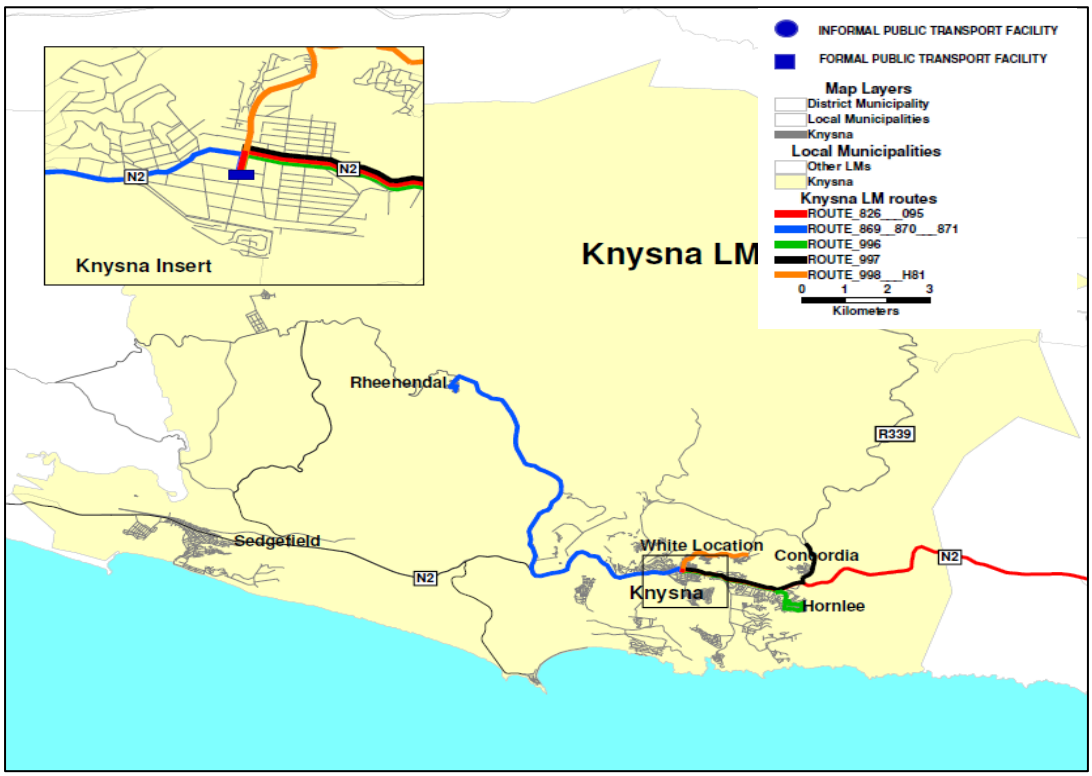


Figure 3-19: Minibus Taxi Routes within the Knysna Municipality

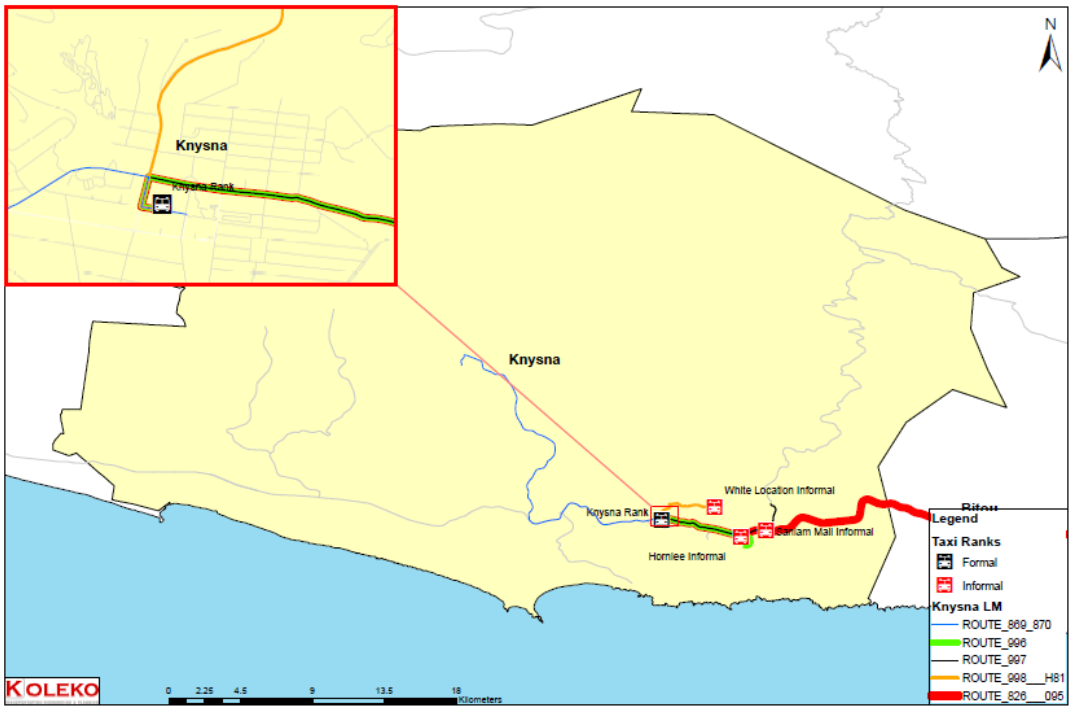


Figure 3-20: Formal and Informal Rank Locations in the Knysna Municipality

Table 3-15 provides detailed route information, passenger volumes and peak usage times for the Knysna rank.

Table 3-15: Routes Originating at the Knysna Rank

Route Nr	Destination	Average Route Distance (km)	Average Trip Duration (min) One-Way	Friday		Saturday	
				Passengers per hour	Peak Hour	Passengers per hour	Peak Hour
998	Bongani via Concordia	8	19				
P10	George	55	44				
996	Hornlee Informal	7	14				
997	Sanlam Mall Informal	7	18				
826	Plettenberg Bay	35	42				
869	Rheenendal	26	42				
H81	White Location Informal	4	13				

3.5.3 Other services

There are currently no localised bus services operating in the Knysna Municipality.

There are however subsidised learner transport services operating in the Knysna Municipality. Information from the Western Cape Department of Education reports a total of 13 learner transport routes are operational in the LM serviced by 10 contracts. The towns and settlements that use learner transport include Knysna, Barrington, Brackenhill and Rheenendal.

There are no passenger rail services in the Knysna LM.

The long-distance bus services that operate through the Knysna Municipality is the Citiliner, Translux, City to City and Intercape. These services operate between Cape Town and East London, Cape Town and Durban, Cape Town and Port Elizabeth and there is a stop in Knysna at the Toyota Engen Garage on Main Road and at the Waterfront Station on Waterfront Drive where there is parking, a convenience store, public toilets and public telephones.

3.5.4 Public Transport Infrastructure

The public transport infrastructure is limited to the minibus taxi operations, while a rail station that could accommodate passenger service is situated adjacent to the Knysna Waterfront. The maintenance and upgrading of all road-based public transport facilities is the responsibility of the Knysna Municipality.

Table 3-16 provides an indication of the location, status, type and condition of the various public transport facilities found within the municipal area. Figure 3-21 shows an aerial view of the Knysna Taxi rank on Nelson Street.

Table 3-16: Knysna Public Transport Infrastructure Assessment

INFRASTRUCTURE														
Facility Name	Town	STATUS		FACILITY TYPE				On/Off Street (On/Off)	Paving (Yes/No)	Electricity (Yes/No)	Roof structures (Yes/No)	Public Telephones (Yes/No)	Ablution facilities (Yes/No)	Offices (Yes/No)
		Formal	Informal	Terminus for Busses (Yes/No)	Rank for minibus Taxi's (Yes/No)	Rail Stations (Yes/No)	Holding area (Yes/No)							
Main Taxi Rank, Knysna	Knysna	X		No	Yes	No	Yes	On	Yes	Yes	Yes	Yes	No	Yes
Informal Rank - Nekkies	Knysna		X	No	No	No	No	Off	No	No	No	No	No	No
Informal Rank - Waterfront	Knysna		X	No	No	No	No	On	Yes	No	No	No	No	No

Figure 3-21: Knysna Taxi Rank

3.6 Bitou Municipality

3.6.1 Area overview

The size of the municipal area is 992 km^2 and is bordered by the Indian Ocean and the Tsitsikamma Mountains around the town of Plettenberg Bay. It is situated along the Garden Route which links the municipality to major centres such as George, Mossel Bay and Port Elizabeth. Both the administrative and legislative seats are located in Plettenberg Bay. It is the easternmost municipality on the coast of the Western Cape, with its eastern edge at the Bloukrans River forming the border with the Eastern Cape. It abuts on the Knysna Municipality to the west, the George Municipality to the northwest, and the Kou-Kamma Municipality to the east. The towns in the Bitou municipal area include Keurboomstrand, Kranshoek, Harkerville The Craggs/ Kurland, Kwanokuthula, New Horizons, Qolweni/ Bossiesgif, Covie/ Nature's Valley, Plettenberg Bay and Wittedrift/ Green Valley.

3.6.2 Routes and Ranks

There are three formal off-street minibus taxi ranks in the Bitou municipal area; Plettenberg Bay Rank located in Park Lane within the town centre, New Horizons Rank on Milkwood Road and the Kwanokuthula Rank on the corner of Skosana Street and Sishuba Street. The Plettenberg Bay rank has 46 bays, the New Horizons rank has 15 bays and the Kwanokuthula rank has 56 bays.

Kwanokuthula has the greatest number of routes operating from it, 10 routes. Plettenberg Bay has 9 and New Horizons has 2 routes operating from it. Despite the large community of Kranshoek, there is no taxi ranking facility.

Table 3-17 summarises the number of trips and passengers by town and facility in the Bitou local municipality.

Table 3-17: Number of Trips and Passengers by Town & Facility: Bitou LM

Town	Rank	Weekday			Saturday		
		Trips	Pax	Time of count	Trips	Pax	Time of count
Plettenberg Bay	Plettenberg Bay Rank	115	1527	15:00 – 18:00	112	1572	09:00 – 14:30
	Kwanokuthula	72	567	06:00 – 09:00	51	341	09:00 – 13:00

Plettenberg Bay was by far the busiest rank, and had similar volumes on both Friday afternoon and Saturday. However, the volumes are about half of the 3 522 and 2 475 recorded on the Friday and Saturday surveys of 2015. In this case the lack of growth in demand could be attributed to COVID-19, given the significant role tourism and the hospitality industry plays in the local economy, including restaurants.

Similarly, the 567 and 342 passengers from Kwanokuthula is, at best, similar to the 467 and 571 recorded on the Friday and Saturday in 2015.

Conversations with several taxi owners in Bitou confirmed that demand has notably reduced, and that some operators are open to engaging with the Municipality and Province to look at ways to increase the sustainability of their businesses. It is not possible to determine whether a mode shift may have occurred as well. This information is typically assessed during household travel surveys, but may also be determined through intercept surveys or cordon surveys on key routes in the town.

Figure 3-22 shows graphically the formal ranks in the Bitou Municipality. Figure 3-23 shows the route network for minibus taxis operating in the Bitou municipal area.

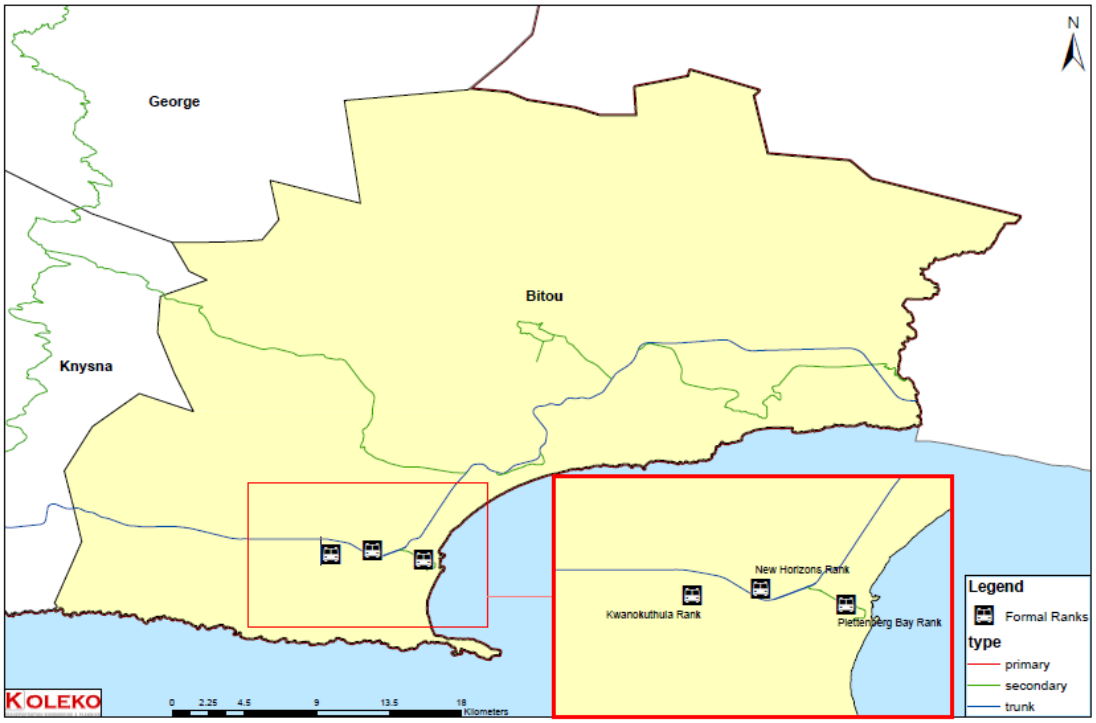


Figure 3-22: Formal Rank Locations in the Bitou Municipality

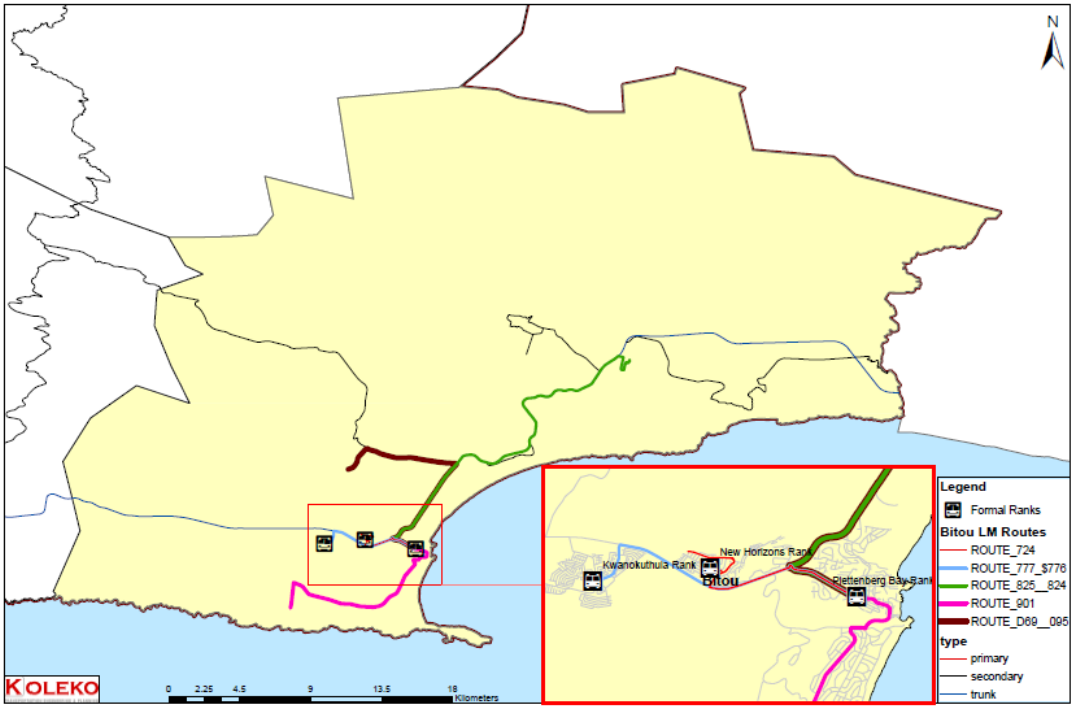


Figure 3-23: Minibus Taxi Routes within the Bitou Municipality

Table 3-18 provides detailed route information, passenger volumes and peak usage times for the Plettenberg rank.

Table 3-18: Routes Originating at the Plettenberg Bay Rank

Route Nr	Destination	Average Route Distance (km)	Average Trip Duration (min) One-Way	Friday		Saturday	
				Passengers per hour	Peak Hour	Passengers per hour	Peak Hour
	Crags & Wittedrift	N/A	N/A	58	15:00 – 16:00	120	13:30 – 14:30
901	Kranshoek	12	20	135	15:00 – 16:00	165	13:00 – 14:00
776, 777	Kwanokuthula	8	15	232	15:00 – 16:00	135	10:30 – 11:30
724	New Horizons	5	14	90	17:00 – 18:00	120	12:10 – 13:10
724	Qolweni & Bossiegif & Pinetrees	N/A	N/A	97	15:00 – 16:00	119	12:00 – 13:00

Table 3-19 provides detailed route information, passenger volumes and peak usage times for the Kwanokuthula rank.

Table 3-19: Routes Originating at the Kwanokuthula Rank

Route Nr	Destination	Average Route Distance (km)	Average Trip Duration (min) One-Way	Friday		Saturday	
				Passengers per hour	Peak Hour	Passengers per hour	Peak Hour
776, 777	Plettenberg Bay	8	17	195	07:00 – 08:00	18	09:00 – 10:00
	Dyne	N/A	N/A	177	07:00 – 08:00	124	10:15 – 11:15

Table 3-20 shows estimated minimum headway between departures for the rank as a whole, as well as to the busiest route, Kwanokuthula. In both cases, the critical headway is more than 7 minutes in the peak hour. As discussed before, since at least three taxis would load simultaneously, the time need to fill the front taxi is much more than the 4.8 minutes between departures. The rank, therefore, does not have an operational capacity constraint, but rather an inability to act as a holding area for all taxis.

Table 3-20: Utilisation of Plettenberg Bay Rank

Utilisation of Plettenberg Bay Rank	All lanes	Kwanokuthula
Max pax	622	255
Max veh	42.0	17.0
Lanes	6	2
Max veh / lane	7.0	8.5
Departure headway (min)	8.6	7.1

Data collected on Friday 4 June 2021

3.6.3 Other services

There are currently no bus services for local commuters in the towns within the Bitou Municipality.

There are subsidised learner transport services operating in the Bitou Municipality. Information from the Western Cape Department of Education reports a total of 8 learner transport routes are operational in the LM.

The long-distance bus services that operate through the Bitou Municipality is the Citiliner, Translux, City to City and Intercape. These services operate between Cape Town and East London, Cape Town and Durban, Cape Town and Port Elizabeth and there is a stop in Plettenberg Bay at the Shell Ultra City on Marine Way where there is parking, a convenience store, take a-way, public toilets and public telephones.

There are no passenger rail services in the Bitou LM.

3.6.4 Public Transport Infrastructure

The public transport infrastructure is limited to the minibus taxi operations. The maintenance and upgrading of all public transport facilities is the responsibility of the Bitou Municipality. Table 3-21 provides an indication of the location, status, type and condition of the various public transport facilities found within the municipal area. Figure 3-24 shows the Plettenberg Bay Rank and facilities. Figure 3-25, Figure 3-26 and Figure 3-27 show the ranking facilities at Kranshoek, New Horizons and Kwanokuthula, respectively.

Given the absence of growth in passenger demand, it is not apparent that the Plettenberg Bay Rank needs additional capacity. As with other ranks in the GRDM area, it is recommended that a system of holding on less valuable land and feeding main ranks during peak operation

should be considered as a more productive use of land than increasing ranks in town centres to serve as holding sites.

Table 3-21: Bitou Public Transport Infrastructure Assessment

INFRASTRUCTURE														
Facility Name	Town	STATUS		FACILITY TYPE				On/Off Street (On/Off)	Paving (Yes/No)	Electricity (Yes/No)	Roof structures (Yes/No)	Public Telephones (Yes/No)	Ablution facilities (Yes/No)	Offices (Yes/No)
		Formal	Informal	Terminus for Busses (Yes/No)	Rank for minibus Taxi's (Yes/No)	Rail Stations (Yes/No)	Holding area (Yes/No)							
Main Taxi Rank, Pletternberg Bay	Plettenberg Bay	X		Yes	Yes	No	Yes	On	Yes	No	Yes	No	Yes	No
Main Taxi Rank, Kwanokutula	Plettenberg Bay	X		Yes	Yes	No	Yes	On	Yes	Yes	Yes	No	Yes	Yes
Informal Rank - New Horizon	Plettenberg Bay		X	Yes	Yes	No	Yes	On	Yes	No	Yes	No	No	No
Informal Rank - Kranshoek	Plettenberg Bay		X	No	No	No	Yes	Off	No	No	No	No	No	No




Figure 3-24: Plettenberg Bay Main Taxi Rank

Figure 3-25: Kranshoek Informal Taxi Rank

Figure 3-26: New Horizons Taxi Rank

Figure 3-27: Kwanokuthula Taxi Rank

3.7 Cordon counts

Cordon counts were conducted at strategic locations along the N2 and around Oudtshoorn to:

1. Establish the extent of intertown public transport movement.
2. To determine the extent of longer distance services when compared to the local services in large towns.
3. To determine the demand for more formal schedules along the N2 route, especially as an extension of the GoGeorge service.

3.7.1 N2 counts

Figure 3-28 shows the result of the count at six locations, compared to a similar count at seven locations in 2015. The count was conducted on two separate days that coincided with rank counts of surrounding towns. George to Mossel Bay was counted on Thursday, 27 May 2021, while Knysna to Plettenberg Bay was counted on Thursday, 3 June 2021. All counts were done from 06:00 until 18:00.

Observations from Eastern section of N2:

- A total of 557 trips were counted on the eastern section of the N2 on 3 June, of which 289 were unique vehicles.
- At Belvedere, Harkerville and Plettenberg Bay, 15, 7 and 19 vehicles were counted (respectively), at least three times, with one passing as many as 10 times in either direction at the Plettenberg Bay counting station.
- 28 vehicles were observed at more than one adjacent counting station.
- Only one vehicle was observed at all three counting station, travelling in the direction of Cape Town between 17:00 and 18:00.
- These trips clearly include mostly villages and small towns such as the Crags and Rheenendal, with very few long-distance trips being observed.
- The volumes at Belvedere and Harkerville can be compared to those counted at Belvedere and the Wittedrif stations in 2015. The 2021 volumes are significantly higher, despite the rank volumes in Plettenberg Bay being similar or lower than before.

Observations from Western section of N2:

- A total of 315 trips were counted on the western section of the N2 on 3 June, of which 220 were unique vehicles.
- At George, Groot Brak and Mossel Bay, 13, none (0) and 4 vehicles were counted at least three times, with one passing as many as 10 times in either direction at the George counting station
- Only three vehicles were observed at more than one adjacent counting station
- Two vehicles were observed at both Mossel Bay and George (but not at the Groot Brak station). The time and direction indicates that these were not long distance trips between Cape Town and Nelson Mandela Bay

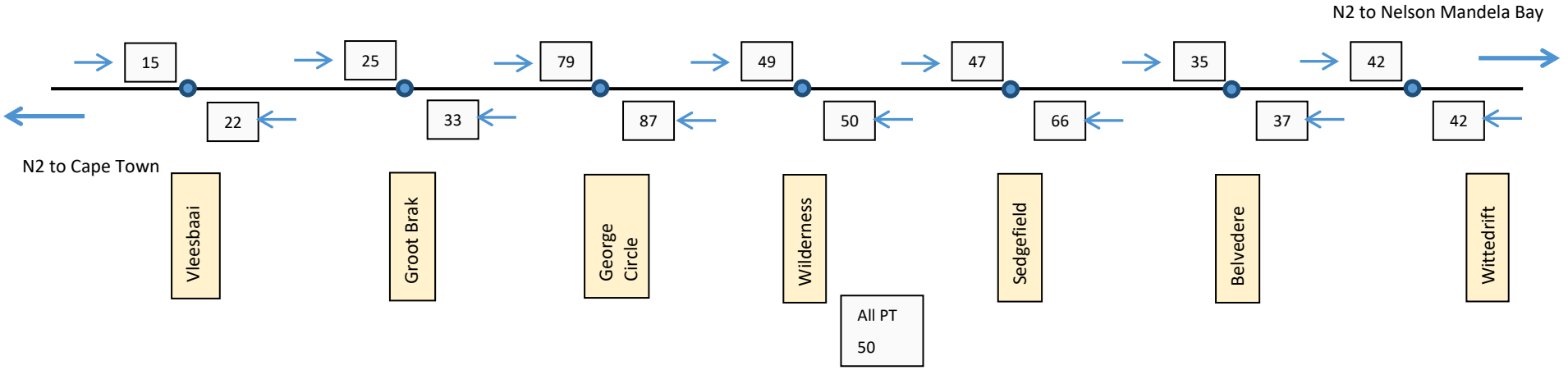
- The 2021 volumes at George are slightly below those recorded at the same location in 2015.
- 2021 volumes at Groot Brak are slightly above that recorded in 2015.
- Volumes west of Mossel Bay are more than double in 2021, compared to 2015.

3.7.2 Oudtshoorn cordon counts

Figure 3-29 shows the volumes of public transport vehicles around Oudtshoorn in 2015, while Figure 3-30 shows the volumes at the four counting stations in 2021. Counts were done from 06:00 until 18:00 on Thursday, 26 November 2020.

- A total of 249 trips were counted on the western section of the N2 on 3 June, of which 111 were unique vehicles.
- The numbers revealed that the trips towards De Rust in the east, included all trips to Dysselsdorp as well. 101 of the 132 trips were made by 17 taxis, while seven of these made at least 7 trips each (both directions included, therefore between three and four round trips).
- Four vehicles were observed at more than one counting station, with one travelling from Cape Town to George and back in one day.
- The 2021 volumes are between 25 and 50% lower than at the same locations in 2015.

2015 Volumes



2021 Volumes

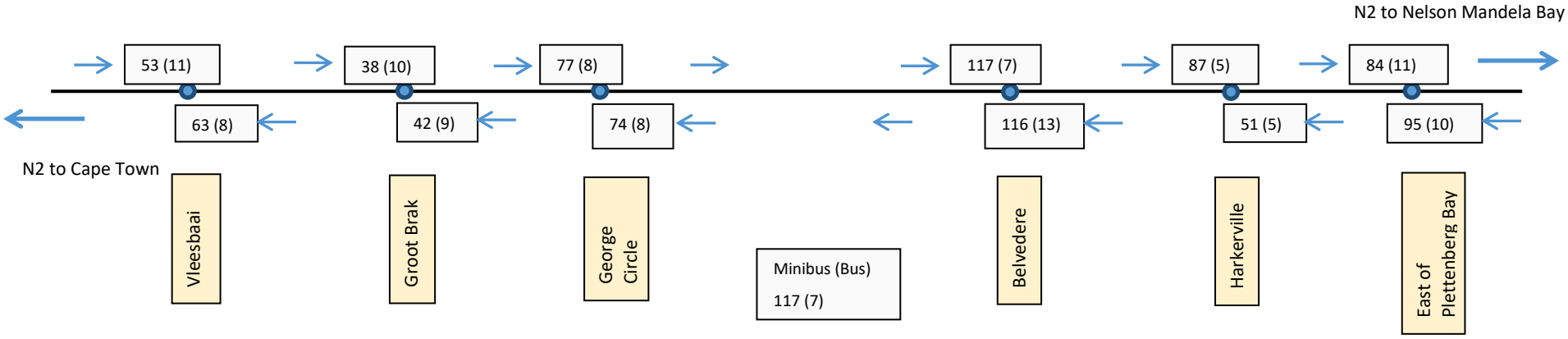


Figure 3-28: Public transport movements along the N2 – 2015 and 2021

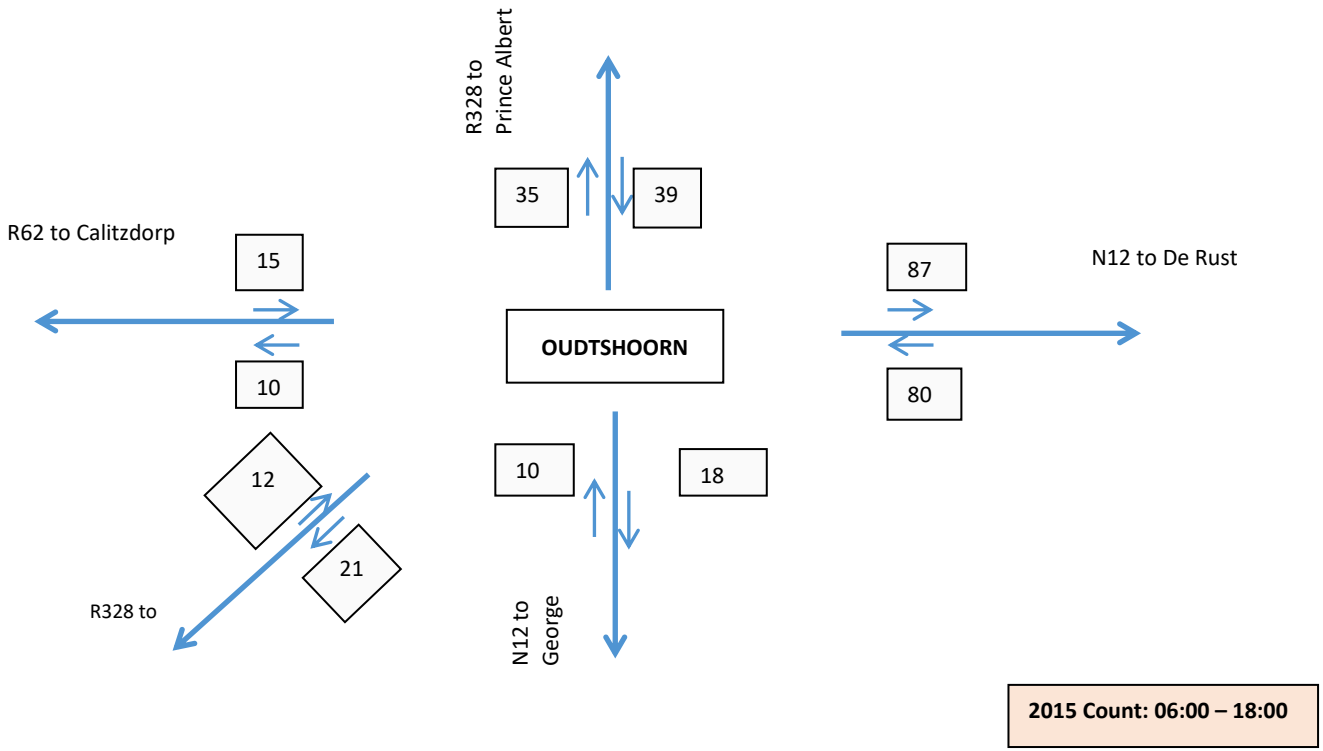


Figure 3-29: Public transport movements around Oudtshoorn – 2015

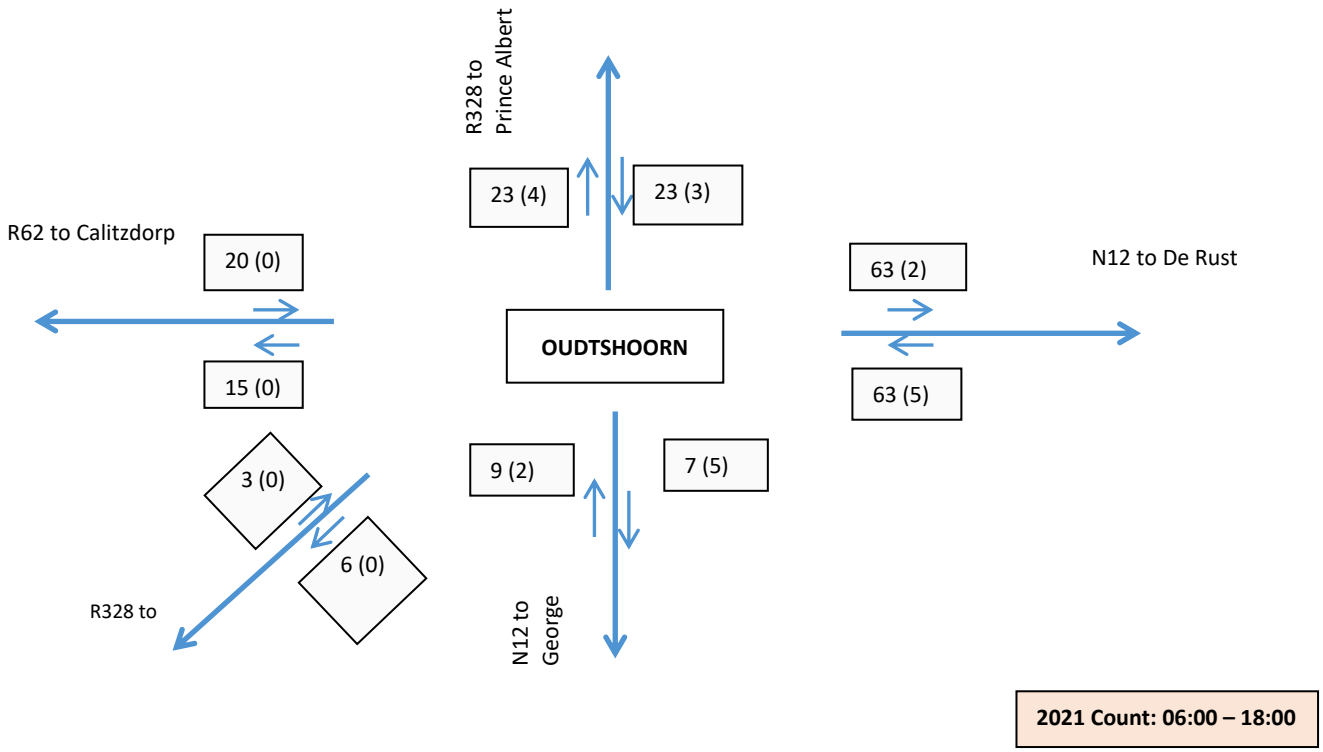


Figure 3-30: Public transport movements around Oudtshoorn – 2020

4 Operating Licensing Plan

4.1 Background

The relatively low barrier to entry into the public transport system for informal passenger transport services resulted in destructive competition between operators, with a history of violence that continues until this day. This typically occurs due to the contestation of lucrative routes by a variety of operators. The mechanism to address the problems in the informal public transport sector is through the state issuing operating licenses (permits) in an attempt to balance supply and demand, hence establishing viable businesses for prevailing operators, while ensuring the supply provides an adequate level of service to users.

An Operating Licensing Plan (OLP) must be prepared for each Local Municipality, with the primary purpose of setting out the Planning Authority's policies and strategies in relation to:

- The role of each mode for different areas, routes and corridors;
- The circumstances under which the operation of the preferred mode of public transport should be allowed;
- The number of operating licenses that should be allowed for each area or route;
- The adequacy of public transport facilities within the area;
- The conditions which should be imposed in respect of operating licenses; and
- The importance and process of Law Enforcement of public transport operations.

The preparation of the OLP should be done in close consultation with the National Public Transport Regulator and Provincial Regulatory Entity (PRE) through the establishment of a joint working group. Operator associations and non-members should be consulted to confirm route descriptions and registered vehicles on a route-by-route basis.

The OLP, as described in the National Land Transport Act, 5 of 2009, is to ensure that the GRDM, and all its constituent Local Municipalities, make recommendations to the Western Cape Provincial Regulatory Entity (PRE) that will enable the PRE, in disposing of applications regarding operating licenses, to achieve a balance between public transport supply and utilisation that is effective and efficient.

4.2 Policy Framework

This basic policy framework guides the disposal of public transport operating licenses in the Garden Route District. The National and Provincial policies guiding the disposal of operating licenses are presented together with an overview of relevant legislation. The policy framework is to act as a guide for authorities when responding to an Provincial Regulatory Entity (PRE) request for comment upon applications.

It is intended that the framework which follows the direction of the existing documentation is specific and concise and deals with the practical issues relating to the disposal of operating licenses in Eden.

The policy framework for the OLP considers the following:

- Types of public transport services that require operating licenses.
- Types of vehicles which may be used for public transport services.
- Conversion of permits to operating licenses.
- Operating licenses for contracted services.
- Operating licenses for non-contracted services.
- Validity period for operating licenses.
- Cancellation of operating licenses not brought into use.
- Withdrawal of operating license or permit in rationalisation of public transport services.
- Passengers with Special Requirements.
- The provision of public transport in South Africa is governed by the NLTA (National Land Transport Act, Act 5 of 2009). The Act provides the measures necessary to transform and restructure the country's land transport system.

One such measure is the conversion of public transport permits to operating licenses. The conversion includes the shift from radius to route-based permits to ensure that operators confine their operations to specific routes. The Minister of Transport in consultation with all Transport Members of Executive Councils initially indicated that this permit conversion process should be completed by 30 November 2005, but the date has been extended as requested by some Operating Licencing Boards that required more time to finalise the conversion process. This date has not been finalised yet. Many operators still require operating licenses for the following reasons:

- Some operators have been operating prior to October 2007 and must still apply for operating licenses. At a national level, a decision was made to not exclude any members operating prior to October 2007.
- Although many taxi associations and operators have route-based operating licenses, these licenses are most likely only compliant in the large towns where there is sufficient passenger demand on the routes. In smaller towns and remote areas, where passenger demand is low, operators involuntary deviate from the route in an attempt to source more passengers. On-board surveys and interviews with taxi operators are supportive of this statement.

Although the conversion of area-based permits to route-based operating licenses is a legislative requirement, it is recommended that the local authorities engage with the relevant role players regarding this matter. Route-based operating licenses in areas where passenger demand is low, encourages non-compliance.

Apart from enforcement, commenting on the approval of operating licenses is one of the functions of the Local Municipalities and the GRDM. When applications for operating licenses are submitted to the PRE, they request comment from both these authorities. The OLP attempts to identify the routes where over-trading is taking place. It is recommended that the PRE, the GRDM and the Local Municipalities consider the recommendations with respect to this policy and based on the available data.

4.3 OLP Implementation Framework

The following actions are required for the implementation of the proposed public transport strategies:

- Assistance from the local authorities in managing operating license applications. The GRDM should provide assistance in improving communication between taxi operators and the PRE.
- Identification of towns with significantly high numbers of illegal operators in order to utilise law enforcement services effectively.
- The calculation of utilisation and capacity for all operational routes is required to complete the process of issuing operating licenses in the GRDM.
- Maintenance and upgrading of public transport facilities, based on a condition assessment as well as degree of utilisation.

- Provision of new PT facilities (ranks and holding areas) where warranted by demand, and proven by data.

4.4 Public Transport Services in GRDM

Public transport is an important mode of transport in the GRDM and is exclusively road based. Public transport services in the region consist primarily of minibus taxis and there are very few buses. The local public transport services in most areas allow people to access destinations in their local area or settlement to which they travel regularly but which cannot be readily reached on foot. These destinations include essential services or activities accessed on a frequent basis, such as places of employment, shops, government services and education.

In general, most of the larger towns and settlements in the GRDM are self-sufficient, providing all the necessary services and activities, promoting the use of non-motorised transport (NMT) modes. As a result, daily movement is usually between these destinations and the residential areas in or adjacent to the town. This is not the case for smaller settlements or outlying areas, as these destinations are not all located in the local settlement, but rather in a larger settlement in the same area or local municipality.

In the 2013 National Household Travel Survey (NHTS), public transport in the GRDM had the highest usage and accounted for 40.9% of the total demand. This was followed by non-motorised transport (NMT), accounting for 32.9% of trips, with private transport making up the remaining 26.3% (See Figure 4-1). There is a very low uptake of cycling among NMT users, which is a mode that would significantly reduce travel time compared to walking, at a much lower financial and environmental cost than public transport. While the 2020 NHTS was concluded before the outbreak of the COVID-19 pandemic, the data is only available by province, and not yet at the district level.

It is not economically viable for public transport operators to provide services to some of the towns in the more rural areas, which highlights the absence of cycling to overcome the cost and demand barriers.

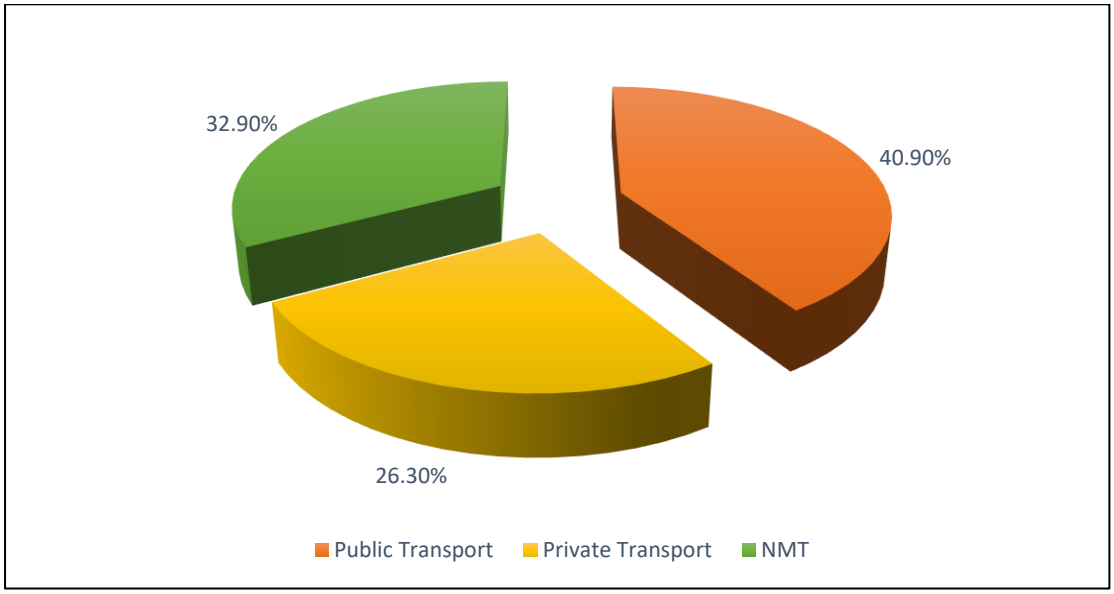


Figure 4-1: Garden Route District Municipality Modal Split for Work trips

A significant portion of the population makes use of non-motorised forms of transport, especially in the more rural areas. Public transport (minibus taxi and bus) usage in Kannaland and Hessequa is low. This may be attributed to public transport being unaffordable to poorer rural communities.

In the GRDM, minibus taxis are responsible for most of the local public transport movements. There are some local commuter bus services (in Hessequa municipal area) as well as other bus services which include learner transport and long-distance commercial services.

Information from the previous review stated that, in the Hessequa municipal area the commuter buses serve the Riversdale-Stilbaai route. This service is rendered by Suid-Kaap Karweiers and is predominantly used by commuters who are employed in Stilbaai. The departure point in Riversdale is at Havenga Brothers and the destination is the OK Grocer. Stilbaai and Melkhoutfontein are serviced by the same bus that does the Riversdale-Stilbaai route. Single trips operate on Monday, Tuesday and Thursday, with an additional vehicle operating on Wednesday, Friday and Saturday.

Table 4-1 provides a list of public transport routes operating from the major towns within each local municipality as recorded during the rank surveys.

Table 4-1: Public Transport Movement Patterns within the GRDM

Local Municipality	Major Towns	Local Movements	Long Distance Movements
Bitou	Plettenberg Bay	Green Valley Kranshoek Kurland Kwanonkuthula Rank New Horizons Rank Qolweni Wittedrift	Knysna
Knysna	Knysna	Bongani via Concordia Hornlee Sanlam Mall (Nekkies) Rheenendal White Location	George Plettenberg Bay
Mossel Bay	Mossel Bay	Asla to Mossel Bay Asla to Langeberg D'Almeida to Mossel Bay D'Almeida to Langeberg Shoprite (Kwanonqaba) to Mossel Bay Langeberg to Shoprite (Kwanonqaba) Langeberg to D'Almeida Shoprite (Kwanonqaba) D'Almeida	George
	Great Brak River	Mossel Bay	
Hessequa	Riversdale	Riversdale (internal)	
	Heidelberg	Heidelberg (internal) Slangrivier	Witsand (contract service)
	Melkhoutfontein	Stilbaai	
	Slangrivier	Heidelberg	Witsand (contract service)
	Stilbaai	Melkhoutfontein	Albertinia
Oudtshoorn	Oudtshoorn	Bridgeton Dysselsdorp	George De Rust Volmoed
Kannaland	Ladismith	Ladismith (internal) Various Farms Zoar	
	Zoar	Ladismith	

4.4.1 Rank Operations

The unpublished National Department of Transport *'MBT Facility Guidelines'* provided the following distinctions made between the following types of facilities:

- MBT stop: A place, usually within the road reserve, at which MBTs stop, but do not wait or hold, for passengers to board and alight.
- MBT rank: A place, usually within the road reserve, at which MBTs can queue, wait and/or stop for passengers to board or alight.
- MBT terminal: A location, usually off-street and at the common end of one or more routes where MBTs can wait and passengers can transfer, board and alight.
- MBT holding area: An area, usually off-street, where MBTs hold before proceeding to loading points; there is usually no passenger activity; the holding area can either be included within or separated from a terminal facility.

Rank surveys were undertaken in 2020 and 2021 and surveys undertaken in 2015 were also used as part of the review of the OLP for the Garden Route District Municipality. There are currently 9 formal and operational taxi ranks located within the GRDM. Most ranks in the GRDM are not equipped with sufficient infrastructure such as benches, shelters, and toilet facilities.

Generally, the urban centres attract the majority of taxi passenger movements throughout the week.

The utilisation of each facility is described in terms of the following and is shown in Table 4-2:

- The maximum number of vehicles observed and the time of such observation
- The capacity of the facility based on the number of demarcated bays or the dimensions of the loading facility.

Table 4-2: Rank Utilisation of Loading/Holding Facilities

Local Municipality	Town	Facility Name	Service Type	Loading/ Holding Area	No. of Bays	Day of Max Util	Max No. of Vehicles	Time of Max Utilisation	% Util
Bitou	Plettenberg Bay	Plettenberg Rank	Commuter	Combined	30	Saturday	43	13:45	143%
	Plettenberg Bay	Kwanonkuthula Rank	Commuter	Combined	30	Weekday	33	06:00	110%
Knysna	Knysna	Knysna Rank	Commuter	Combined					
Mossel Bay	Mossel Bay	Mossel Bay Rank	Commuter	Combined	25	Saturday	30	09:45	120%
	Mossel Bay	Makiva Informal Rank	Commuter	Combined		Friday	6	15:30	
	Mossel Bay	Langeberg Mall Informal	Commuter	Combined		Saturday	16	10:30	
Hessequa	Riversdale	Riversdale Rank	Commuter	Combined	7	Saturday	6	11:00 – 12:00	85%
	Heidelberg	Heidelberg Rank	Commuter	Combined					
Oudtshoorn	Oudtshoorn	Oudtshoorn Main Rank	Commuter	Combined	42	Weekday	48	08:30	114%
	Oudtshoorn	Oudtshoorn Long Distance	Commuter	Loading	8	Weekday	12	15:00	150%
	Dysselsdorp	Dysselsdorp informal	Commuter	Loading					
Kannaland	Ladismith	Ladismith Rank	Commuter	Combined	8	Saturday	1	13:30	12.5%
	Ladismith	Ladismith informal	Commuter	Loading	3	Weekday	2	13:00	66%
	Zoar	Zoar informal	Commuter	Combined	1	Saturday	3	08:15	300%

4.4.2 Minibus Taxi Operations

Minibus taxis are the dominant mode of public transport in the GRDM. This is mainly due to the flexibility of the minibus taxi industry to adapt to various passenger demands in each town. Taxis provide unscheduled public transport services where vehicles can be hailed or asked to stop to allow passengers to exit at any point on their route.

The majority of taxis do not display their routing, origin, or destination, while none advertise their fare structures. Fare collection takes place inside the vehicle and payment is only accepted in cash.

The type of vehicle that is used depends on the passenger demand as well as the operating conditions:

- Taxis have seating capacities ranging from 12 to 15 passengers. These vehicles are used in urban areas and on paved roads or gravel roads that are in a good condition.
- Passenger cars used as taxis come in a range of shapes, sizes, ages, and conditions. These include sedans, station wagons and multi-purpose vehicles (e.g. Toyota Condor or Avanza) with typical seating capacities for 5 to 7 people. Passenger cars are used when demand is low, when the operator cannot afford a taxi or by private drivers carrying passengers for reward illegally. Passenger cars are also rented out by operators, for instance to a person needing to transport a bulky load that cannot be transported by minibus, or for occasional trips to destinations not served by public transport.

Taxi services operating from the towns in the GRDM are administered by several taxi associations based in the larger towns in the GRDM.

There are 15 taxi associations operating in the GRDM (excluding George municipality). Following from the interviews/discussions conducted with the taxi associations and the available information obtained from the Provincial Regulatory Entity (PRE), it was determined that 747 public transport vehicles within the GRDM are registered with the PRE and legally liable to provide public transport services within the DM.

The registered public transport vehicles provide public transport services on various routes within the LM areas jurisdiction and in most cases these routes run-concurrently. The number of public transport vehicles may vary from one LM to another because of the different socio-economic needs of the population and the size of the different towns. Table 4-3 summarises the taxi associations in each local municipality.

Table 4-3: Taxi Associations in the Garden Route (excl. George)

Local Municipality	Taxi Association	Contact	No Registered Vehicles
Bitou	Plettenberg Bay Taxi Organisation	Mr G Marais Mr W Caroulus	24
	Uncedo Taxi Association	Mr P Mjanyelwa Mr Landu	122
Knysna	Knysna Taxi Association	Mr RZ Jantjies Mr S Jonas	65
	Garden Route Taxi Association	Mr A River Mr M Lawrence	32
	Uncedo Taxi Assocation	Mr Swartbooi Mr Sonjani	111
Mossel Bay	Coastline Taxi Association	Mr S. Gankies Mrs V. Hendriks	13
	Uncedo Taxi Association	Mr B. Mahlathini Mr K. Nteta	75
	MOBTA	Mr Prince Mr T. Lethoba	152
Hessequa	Riversdale Taxi Assocation	Mr I. De Jager	
Oudtshoorn	Norwich Taxi Association	Mr Prince Mr T. Lethoba	25
	Protea Taxi Association	Mr Jones	34
	Uncedo Taxi Association	Mr Mayo	29
	Unity Taxi Association	Mr Stander	17
	Swartberg Taxi Association	Mr Parlee	19
Kannaland	Ladismith-Zoar Taxi Association	Mr B. Parson	29
		Mr A. Hekandien	

Source: PGWC, Department of Transport and Public Works

The municipal law enforcement departments do not have access to accurate information about operating licenses in their areas. This makes both planning, but also effective enforcement of public transport, very difficult. This is not a new issue, but has not been addressed in recent years.

The minibus taxi services operate predominantly from the major towns where formal taxi ranks and services have been established. Most of the registered public transport vehicles have more than one operating licence authority which allows them to provide public transport services on a number of alternative routes within their LM area of jurisdiction.

The highest demand for taxis appears to happen on a weekday, particularly because of home-work and home-school trips. The GRDM and the various LMs have an active public transport network with the significant movements between major settlements in and around the LMs.

Most of the settlements in the GRDM are small and therefore there is not a great demand for motorised travel within the settlement boundaries. Most daily activities can usually be accomplished on foot since the distance to be travelled is relatively small in comparison to the greater distances between towns and settlements. In the case of larger towns such as Oudtshoorn, Knysna and Mossel Bay intra-town routes are necessary.

Route utilisation and passenger waiting times are important criteria when determining whether additional vehicles are required on a route. Extended passenger waiting times is usually an indication of an under supply of vehicles, which means that the current fleet is not large enough to service the current demand.

4.4.3 Learner Transport

Many children in rural areas are faced with serious challenges of exercising their Constitutional right of access to education. One of these challenges is the fact that educational institutions are situated far away from their residential areas, and there is generally lack of public transport for commuting to schools. The rural communities are sparsely populated and many of the schools are located within the farming community.

Communities in the rural places are relatively small and yet they face very serious challenges of abject poverty and lack of basic infrastructure. The majority of these communities are poor and live on farms and in small rural settlements, remote from economic and social opportunities and from essential public services such as health, welfare and education. Also, the reliance by rural dwellers on walking as the principal means of transport, and the absence of separate pedestrian facilities on rural roads, expose them to excessively high safety risks.

According to the Final Draft National Scholar Transport Policy (DoT, 2009) scholar transport will be provided based on a number of principles, including that scholar transport must be affordable, safe and secure. The target group of the policy is scholars who attend schooling between Grade R to 12 and live more than 5km from the nearest school.

Distances to schools and back, unsafe roads, security and the cost of transport are amongst the factors that serve as barriers to learners accessing schools, especially for those residing in rural areas.

The criteria to qualify for scholar transport in rural districts such as Garden Route is that an outlying area must be 5km or further from the nearest appropriate school where no public transport is available. The responsibility for planning and implementing scholar transport rests with the provincial and local governments. This means that the GRDM will have an obligation to plan and implement learner transport within the district and may include reliance on existing public transport services.

A network of subsidised buses and a few minibus taxis provide a service to transport learners to and from schools daily within the GRDM. Short to medium term contracts are put on tender by the Western Cape Education Department (WCED) on a regular basis.

Information obtained off the Western Cape Education Department website through a survey undertaken in 2014 indicates that there are a total of 88 routes across intermediate, primary, secondary, and combined schools in the GRDM (excluding George LM). The highest concentrations were mainly located in Hessequa (30%), Oudtshoorn (19%), Kannaland (15%), Knysna (15%), Mosssel Bay (13%) and Bitou (9%). Most schools are located within the urban centres and cater for children from both the local community as well as from the rural hinterland. Due to low urban densities and dispersed settlement pattern which is a result of the agrarian space economy and poor spatial planning, among other factors, many school children must travel excessive distances to access education. This has an impact on education as schoolteachers complain that children are excessively tired when they get to school and do not fully engage with the teaching programme.

Rural Schools

A major issue was the condition of roads surrounding schools frequently inhibiting access to schools by any motorised means, long walking distances and lack of transport alternatives to schools and toad safety at schools located near major roads. This affected school staff and scholars in equal measure and reduced the number of effective school days in a year.

Urban Schools

In urban schools, learners often use general public transport services to access schools since such services are more readily available in densely populated areas. Parents and schools

sometimes also make special arrangements with MBT operators to provide a dedicated service. Walking distance was not seen as a major issue in more densely populated areas. This can be attributed to the wider choice and larger number of schools in these areas, as well as the presence of public transport services.

4.5 Operating Licensing Plan per Municipality

The data captured in the Transport Register clearly shows that passenger volumes have stagnated, at best, and have shrunk at worst. This means that the issuing of new licenses should be placed on hold until such time that the economic recovery results in a return of previous demand and a growth from post-COVID numbers.

The low vaccination rate in South Africa as well as mutations into new variants of the virus means tourism numbers are likely to remain very low for the coming year or two. For example, lockdown restrictions prohibited access to beaches during the 2020 December holiday period. This resulted in substantial cancellations of accommodation by local tourists, with a further devastating impact on the hospitality industry of all coastal towns in the area.

4.5.1 Kannaland Municipality

Kannaland has 20 POLB routes in total with 13 licenses for local routes. There is one formal rank in Ladismith. Three informal collection points are located in Ladismith, Zoar and Calitzdorp. Table 4-5 summarises the number of trips and passengers by town and facility in the Kannaland Municipality. The counts on a weekday are between 06h00 – 09h00 and 13h00 – 16h00 and the counts on a Saturday are between 09h00 and 14h00.

The 1 003 trips on the Saturday is slightly higher than the 935 recorded in the same period when last surveyed in 2011. This translates into an increase of 7.3% over the 6 years, or about 1.2% per annum. It is likely that COVID-19 would have had a smaller impact on the local economy due to the smaller reliance on tourism than in many other towns in the area.

Table 4-4 indicates the number of unique mininus taxis counted over the surveying period as well as the number and percentage of registration numbers that do not match those in the PRE database.

Table 4-4: Number of licenced and non-licensed minibus taxis in Kannaland

Municipality	Number of Unique Minibus Taxis	Non-registered Minibus Taxis
Kannaland	32	15 (47%)

Ladismith Ranks

Both Ladismith's formal and informal ranks showed very little demand during the Friday morning, with a clear function of the origin for people to travel towards home in the afternoon. In contrast, Zoar operates in the morning only for passengers to board for their trips to the work.

Table 4-5: Number of Trips and Passengers by Town & Facility: Kannaland LM

Town	Rank	Weekday			Saturday		
		Trips	Pax	% Of Total Pax	Trips	Pax	% Of Total Pax
Ladismith	Ladismith Rank	22	222	31.8%	28	332	33.1%
Ladismith	Ladismith Informal	42	356	50.9%	38	344	34.3%
Zoar	Zoar	12	121	17.3%	17	188	18.7%
Total			**699**	**100%**		**1 003**	**100%**

The formal rank reached peak operations on Saturday between 11:15 and 12:15 with 103 passengers departing in 24 vehicles. While most taxis departed full, some were only partially filled, presumably to collect more passengers at the informal, on-street rank. Table 4-6 shows that the current demand at the rank is well below the design capacity of the rank, with theoretical minimum headways of more than half an hour.

Table 4-6: Utilisation of Ladismith Rank

	Ladismith All destinations
Max pax	103
Min vehicles	7.0
No lanes	4
Min veh / lane	1.8
Departure headway (min)	34.3

There is very little activity in the main rank, with the majority of departures occurring from the on-street informal rank at King and van Riebeek Streets. It is clear that the passenger demand no longer originates from the main rank and has shifted to an informal rank. It is presumed that operations are no longer in line with the stipulations of the Operating Licenses, and that amendments are required, or operations be required to revert back to the rank.

Operating License Recommendation for Kannaland

An investigation is needed to determine whether a new rank is required or whether operations could be compelled to move back to main rank, since demand is no longer at the position of the main rank in Ladismith. Instead of additional infrastructure, it is recommended that the current rank be used to hold waiting taxis while pick up and drop off is done on-street in a coordinated manner. Coordinated can be per schedule, or by using technology to dispatch vehicles when demand calls for departures at on-street locations.

4.5.2 Oudtshoorn Municipality

Oudtshoorn LM has 27 POLB routes in total with 452 licenses for local routes and 208 licenses for long distance routes. Oudtshoorn LM has one formal rank in Oudtshoorn. There are other ranking facilities in Oudtshoorn that are informal with no proper or limited infrastructure. One informal collection point is located in Dysselsdorp. Table 4-8 summarises the number of trips and passengers by town and facility in the Oudtshoorn local municipality. Counts were done on a Friday from 06h00 to 09h00 and 15h00 to 18h30 and the counts on a Saturday were done between 09h00 and 14h30.

Table 4-7 indicates the number of unique mininus taxis counted over the surveying period as well as the number and percentage of registration numbers that do not match those in the PRE database.

Table 4-7: Number of licenced and non-licensed minibus taxis in Oudshoorn

Municipality	Number of Unique Minibus Taxis	Non-registered Minibus Taxis
Oudshoorn ranks	177	58 (33%)

Table 4-8: No of Trips and Passengers by Town & Facility: Oudtshoorn LM

Town	Rank	Weekday			Saturday		
		Trips	Pax	% Of Total Pax	Trips	Pax	% Of Total Pax
Oudtshoorn	Oudtshoorn Main Rank	249	3 132	96.6%	185	2 771	92.5%
Oudtshoorn	Oudtshoorn Long Distance	9	70	2.2%	10	140	4.7%
Oudtshoorn	De Rust Rank	3	40	1.2%	6	85	2.8%
Total			**3 242**			**2 996**	

97% (or 3 044) of all passenger departures from the Oudtshoorn main rank occurred in the afternoon.

The passenger numbers recorded in the Oudtshoorn Rank of 3 132 and 2 771 is very similar to the 2 385 and 3 084 recorded in 2015 for the Friday and Saturday, respectively. The long-distance trips recorded in 2020 are significantly less than that recorded in 2015. The dropped from 485 to 70 on a Friday and from 282 to 140 on a Saturday. It is highly likely that this drop could be a result of COVID-19, which have place a significant strain on cross-border travel between provinces, and apparently also within the province.

Table 4-9 provides detailed route information, passenger volumes and peak usage times for the Oudtshoorn rank. Bridgeton operates from 5 of the 7 lanes in the rank while Dysselsdorp operates from the remaining 2.

Table 4-9: Routes Originating at the Oudtshoorn Rank

Route Nr	Destination	Average Route Distance (km)	Average Trip Duration (min) One-Way	Friday		Saturday	
				Passengers per hour	Peak Hour	Passengers per hour	Peak Hour
695, 696, 781, 976	Bridgeton	15	15	943	15:15 – 16:15	645	10:30 – 11:30
905, 906, D58	Dysselsdorp	30	40	280	15:00 – 16:00	29	11:30 – 12:30

Table 4-10 shows estimated minimum headway between departures for each destination. The demand on the Bridgeton route results in the critical headway of 4.8 minute between departures in the peak hour. Since at least three taxis would load simultaneously, the time to fill the front taxi is much more than the 4.8 minutes between departures.

Table 4-10: Utilisation of Oudtshoorn Rank

	Bridgeton	Dysselsdorp
Max pax	943	280
Max veh	63.0	19.0
Max veh / lane	12.6	9.5
Departure headway (min)	4.8	6.3

Operating License Recommendation for Oudtshoorn

Given the very similar demand recorded between 2015 and 2020, it is concluded that all growth has been lost due to the impact of COVID-19 on the local economy. The headways for departing vehicles of below 5 minutes indicate that the rank is possibly near its operational capacity. Apart from maintenance needed to ensure the functionality of the rank remains in tact, the municipality should also look at possible expansion of the rank. Given that the rank is situated within a parking area, there appears to be scope to add additional lanes in the immediate vicinity.

4.5.3 Hessequa Municipality

Stakeholder consultation in Hessequa included interviews with the Municipality and the Community Forum of Stilbaai. Section relevant to the scope of the Transport Register and Operating Licensing Plan are discussed here. A summary of the issues raised and which falls outside the scope of the TR and OLP, is attached as Annexure C.

Hessequa LM has 26 POLB routes in total with 114 licenses. Hessequa LM has two formal ranks, one located in Riversdale (7 bays) and the other in Heidelberg (4 bays). There are other ranking facilities in Hessequa that are informal with no proper or limited infrastructure. Three informal collection points are located in Melkhoutfontein, Slangrivier and Stillbaai.

Table 4-11 indicates the number of unique mininus taxis counted over the surveying period as well as the number and percentage of registration numbers that do not match those in the PRE database.

Table 4-11: Number of licenced and non-licensed minibus taxis in Hessequa

Municipality	Number of Unique Minibus Taxis	Non-registered Minibus Taxis
Hessequa	13	4 (31%)

Heidelberg

No operations were observed at either Heidelberg or Albertinia on either the Friday or Saturday. Enquiries from pedestrians at both these ranks indicated that limited services are available in these towns. Interviews revealed that three taxi owners operate a total of seven taxis. Trips extend to Slangrivier.

Albertinia

It was reported that Albertinia experiences erratic taxi movements on a daily basis. Law enforcement is only effective as long as officers are on duty and conditions deteriorate again when they leave.

An interview with a taxi operator in Albertinia reported that they operate exclusively to Stilbaai for work trips, and that no taxis operated within the town. Rather, passengers were dropped along the N2 by taxis from Riversdale.

Riversdale Rank

Table 4-12 summarises the number of trips and passengers surveyed at the Riversdal rank. The peak operations occurred on the Saturday.

Table 4-12: No of Trips and Passengers by Town & Facility: Hessequa LM

Town	Rank	Weekday			Saturday		
		Trips	Pax	Time of count	Trips	Pax	Time of count
Riversdale	Riversdale Rank	45	89	15:00 – 19:00	87	220	09:00 – 14:30

Only 13 unique vehicles provided all 87 trips. All vehicles were sedan taxis with a capacity of four passengers, while sometimes loading up to five passengers. Taxi drivers were proud to share that they all used valid licenses, and that they were aware of two illegal operators in the

town. They were, however, reluctant to travel on poor gravel rural roads, which was where the illegal operators mostly offer services.

On average, a taxi departed every 3.3 minutes, with each unique vehicle departing about every 33 minutes.

Table 4-13 provides detailed route information, passenger volumes and peak usage times for the Riversdale rank.

Table 4-13: Routes Originating at the Riversdale Rank

Route Nr	Destination	Average Route Distance (km)	Average Trip Duration (min) One-Way	Friday		Saturday	
				Passengers per hour	Peak Hour	Passengers per hour	Peak Hour
L13, L14	Riversdale Local	12	Varies	48	15:00 – 16:00	64	11:00 – 12:00

The 48 passengers recorded on the Friday is three time higher than the 15 recorded in 2015, while the 64 is slightly higher than the 53 recorded on the Saturday. In contrast with other towns, it appears that rank activity has grown, especially when considering that COVID-19 have more than likely reduced so travel compared to the period immediately preceding the outbreak of the pandemic.

Several schools receive a large number of bus trips as learners are transported from the large farming community around the town. These contribute significantly to congestion, especially during the afternoon at a couple of key intersections – e.g. around Spar. Suggestions to drop and collect children on school grounds are not supported by the Education Department, but should be pursued by the Municipality via the Provincial Transport Department.

There is a dangerous pedestrian crossing of the N2 at Riversdale. Children sometimes board a taxi to cross the road purely to reduce the safety risk. Examples include crossings at Panorama and Kwanokuthula. The survey team reports that waiting time, even outside peak holiday season, was up to 120 seconds. This emphasize the need for appropriate NMT facilities to encourage walking and cycling in lieu of using motorised transport.

Stilbaai / Melkhoutfontein

There continues to be strong demand for housing along the coast, ranging from Stilbaai to Witsand. Many buses and taxis travel to these areas on a daily basis with artisans and builders

from mostly Riversdal and Albertinia. This creates local traffic problems with congestion, illegal and disruptive parking, etc. No permanent solution has been found to date.

The possibility of a taxi and bus holding area at Melkhoutfontein has been raised. Such a facility could be linked to local economic activities, that include wash bays and toilet facilities. Communication technology removes the problem of having a holding area within the town centre, since buses and taxis can easily be summoned from the holding area when demand warrants this.

There are already many cyclists in Stilbaai, apparently from both lower and higher income households. This makes the town ripe to promote a cycling programme to remove barriers to more cycling.

Melkhoutfontein is a residential village about 10km north of Stilbaai. A project to deliver 585 new houses is currently nearing the implementation stage. This community will benefit greatly from cycling infrastructure as some people already cycle to Stilbaai, despite it being on a very narrow shoulder while traffic pass at +100km/h. In the absence of NMT infrastructure and commensurate cycling programmes, people will walk long distances, create new (largely unnecessary demand for taxi services, or even a premature growth in car use.

Operating License Recommendation for Hessequa

The slow but steady rise in demand in Riversdale warrants the construction of a formal taxi facility, even if it is at a small scale. A creative urban design for such a facility, with the purpose to integrate informal traders and markets and attractive public space with public transit, could encourage greater non-car travel to the town centre. The space should not be designed with additional parking, but may even include repurposed parking space on surrounding street.

The public transport and NMT issues described in Stilbaai and Melkhoutfontein are self-explanatory. While they present a window of opportunity if addressed constructively in the short term, the opportunity may be permanently lost if motorized travel patterns are established first.

4.5.4 Mossel Bay Municipality

Mossel Bay LM has 25 POLB routes in total with 130 licenses. Mossel Bay LM has a formal rank located in the town of Mossel Bay on Zietsman Street and has 30 bays. A new rank was constructed in Kwanonqaba with a capacity of 24 formal bays. There are other ranking facilities

in Mossel Bay that are informal with no proper or limited infrastructure. Four informal collection points are located at the Langeberg Mall, D'Almeida, Great Brak River and at Shoprite.

Table 4-14 indicates the number of unique mininus taxis counted over the surveying period as well as the number and percentage of registration numbers that do not match those in the PRE database.

Table 4-14: Number of licenced and non-licensed minibus taxis in Mossel Bay

Municipality	Number of Unique Minibus Taxis	Non-registered Minibus Taxis
Mossel Bay	129	27 (21%)

Table 4-15 summarises the number of trips and passengers by town and facility in the Mossel Bay local municipality.

Table 4-15: No of Trips and Passengers by Town & Facility: Mossel Bay

Town	Rank	Weekday			Saturday		
		Trips	Pax	Time of count	Trips	Pax	Time of count
Mossel Bay	Mossel Bay Main Rank	49	698	15:00 – 18:30	81	596	09:00 – 14:15
Mossel Bay	Kwanonqaba Rank	Taxis operators blocked survey					
Mossel Bay	Makiva Informal Rank	46	418	15:00 – 16:00			
Mossel Bay	Langeberg Mall				13	110	10:00 – 11:30
	TOTAL						

Kwanonqaba Rank

As with Knysna, some taxi operators blocked the survey team from conducting the survey in the Kwanonqaba Rank. The main concern appeared to be that vehicle registration numbers were being recorded. Attempts to survey departures a few blocks from the rank along Adriaans Avenue were also interrupted when taxi operators recognised the surveyors. In the interest of safety, the survey was then abandoned. Observations at the rank revealed the following:

- Operations follow a feeder and trunk pattern where some vehicles roam to collect passengers in the vicinity of the rank.
- They aim to fill up upon returning to the rank when they need only a few passenger.
- Should they return with only a few passengers, these are transferred to another vehicle that are nearly full.
- The majority of vehicles travel along Adriaans Avenue, with some travelling along Louis Fourie Road.
- The main destinations are the Mossel Bay main rank and Langeberg Mall.
- No observations are observed during the afternoon peak, when taxis return to the main rank to collect more passengers.

Makiva Informal Rank

Of the 46 vehicles that passed the Makiva rank in the peak hour, 37 collected almost 10 passengers each. 31 of these taxis dwelled for less than 6 minutes before continuing their journey. Rather than creating rank and holding area for vehicles, this location could be developed with passenger facilities that provide a comfortable wait to board taxis between end destinations.

Langeberg Informal Rank

Taxis are not allowed on the Langeberg Mall property and operate from the adjacent Depot Road. Taxis roam through Hartenbosch and return to the Depot Road stop where passengers transfer to vehicles ready to travel to the town centre or Kwanonqaba. It is significant to note that the low demand observed in 2021 is significantly less than the more than 1 000 trips observed during the last survey of 2011.

Groot Brak

Observations in Groot Brak revealed that there is no formal ranking space and passengers phone for a service when required. The low travel demand, therefore, has not encouraged taxi operators to dwell to wait for passengers.

Mossel Bay Rank

Table 4-16 provides detailed route information, passenger volumes and peak usage times for the Mossel Bay rank.

Table 4-16: Routes Originating at the Mossel Bay Rank

Route Nr	Destination	Average Route Distance (km)	Average Trip Duration (min) One-Way	Friday		Saturday	
				Passengers per hour	Peak Hour	Passengers per hour	Peak Hour
N/A	Grootbrak, Kleinbrak, Townships, Ruiterbos	N/A	N/A	245	16:00 – 17:00	153	11:00 – 12:00

While there are five lanes for different destinations, operations did not make use of it on the days of the survey. Many vehicles were parked in the lanes for extended periods, some for the duration of the surveys. Very few of the taxis in the front of the queue filed up and departed from there. Instead, a seemingly random taxi would arrive at the front end of the rank (near the intersection with Marsh Street) to load passengers. These could arrive from being parked in the rank or from elsewhere. Once filled up they would depart to any destination.

While substantial space is available at the rank, many vehicles park on either Zietsman or Montagu Streets instead. Traffic police hand out fines on these occasions which deter illegal parking for short periods. Given the nature of operations, it is not apparent that capacity at the rank is constrained, and that upgrades are required.

As with taxi operations in many towns and areas, passengers have to adapt to unique operational characteristics at ranks. It is recommended that passenger surveys be conducted to determine the experience of users at various locations. It would be important to conduct such surveys away from taxi operations since the industry is notorious for claiming some form of control over what they express as their passengers.

Despite the size of the rank being similar to that of Oudtshoorn, it was used to process fewer than 700 trips on the Friday, compared to the more than 3 000 in Oudtshoorn. It is also significant that the number of trips from the rank is nowhere near the volumes recorded during the 2015 survey. The 698 and 596 trips recorded on the Friday and Saturday are less than a third of the 2 358 and 2 093 recorded in 2015 for the same period.

Given the turmoil experienced with the Kwanonqaba Rank, it is likely that may taxis no longer operate from the main rank. It is unlikely that COVID-19 would have had such a substantial impact on demand, given the relative similarities in volumes in other towns.

Operating License Recommendation for Mossel Bay

The significant reduction in trips from the main taxi rank is of interest. It could have led to the erratic operations in the rank, as the demand no longer warrants the formal departures to a specific destination that was recorded during the 2015 survey.

In preparing the survey, the team encountered a taxi strike during February 2021, caused by aggrieved taxis whose vehicle licenses have lapsed. This was despite the closure of municipal facilities during COVID lockdown regulations that interrupted the renewal process. It is clear from this incident and the blocking of the survey team from the Kwanonqaba rank that the relationship between taxis and the municipality is strained.

There is no argument for the issuing of new licenses until the Kwanonqaba rank can be surveyed, and until the drop in passenger demand from the main rank is better understood.

4.5.5 Knysna Municipality

Knysna

Knysna LM has 20 POLB routes with 310 licenses. Knysna has one formal rank located in the Knysna town on Nelson Street and has 42 bays. There are three informal collection points at the Sanlam Mall, Hornlee and White Location.

Two attempts to conduct surveys in the rank were unsuccessful. For the first the survey team contacted taxi association chairs telephonically to notify them of the planned surveys. One of the three associations operating in the rank blocked the survey. Members of the PRE arranged for the survey to be conducted at a second date. However, surveyors were again intimidated when recording vehicle registration numbers. Attempts to liaise with the local traffic department were also unsuccessful, which appears to reflect the poor relationship between the Knysna Municipality and some taxi associations.

The main concern raised by the taxi association is that they want to be informed of the exact nature of pending surveys. As with any social survey, this reduces the value of a survey as the participants may alter their behaviour to reflect a situation they may perceive to be more favourable to them. The purpose of the surveys are precisely to observe typical operations so that the Municipality and PRE can make informed decisions about improvements and interventions, including issuing additional licenses. The fact that surveyors were intimidated for conducting surveys in a public facility is concerning, as it violates the local and provincial

authorities' right to access public space. Such behaviour is also illegal in terms of the Intimidation Act of 1982.

Despite the inability to conduct the rank survey, observations and discussions with significant individuals have revealed meaningful information.

The main rank is very well utilised, even though it is not large enough for all licenced taxis to hold there. Expansion of the main rank is neither an easy option in its current location, nor is it essential to load the estimated peak passenger demand. Instead, a system of remote holding is already in place on a piece of Transnet land near the Waterfront as well as at Nekkies just off the N2. Officials from the Knysna Municipality indicated that the use of the Transnet land is temporary and therefore only a short-term solution. The Knysna Rank is by far the busiest facility in the Garden Route, excluding George, with more than 6 000 passengers recorded on the Friday afternoon in 2015.

Our recommendation is that the most cost-effective intervention would be to engage with the taxi associations to optimise the operational efficiency of the flow of vehicles between the holding areas and the rank. A crude calculation was done, based on a 15-seat vehicle travelling at between 20 and 25km/h on higher and lower order roads. This includes trips from the main rank via both Gray Street and Nekkies to areas such as White Location / Xolweni and Concordia. It shows that 40 taxis has the capacity to transport 1 200 passengers per direction. This calculation allows for vehicles to return to the main rank as well.

Demand for taxi services are partially influenced by the value to time for passengers. Many members of the broader Concordia community would benefit from being able to walk and cycle directly to the town centre. Creating a more direct foot and cycle path for residents, possibly along parts of the alignment of the "Old Toll Road" would provide a shorter, lower cost and lower emissions alternative to many taxi trips. Apart from the direct benefits to commuters, it could also slow the growth in demand for taxi trips, and hence the need for short-term rank expansion.

Sedgefield

The Sedgefield rank is in a good state of repair, even though it has low utilisation. There are no ablution facilities, but such facilities exist at other business properties in the vicinity of the rank.

Seven taxis operate from the rank, making mostly local trips, but also travel to George and Knysna on demand. There is no need for additional Operating Licenses in the immediate future.

Operating License Recommendation for Knysna

As discussed before, no new Operating Licenses can be justified for the Knysna routes, since the industry prohibited independent surveys to take place. The relationship between some taxi associations and the municipality appears strained, but these associations do not recognize the authority of the PRE.

It is recommended that the PRE support the local traffic authority to manage the rank and routes in the interest of passengers and the Knysna public. It is further deemed necessary for the authorities to engage constructively with the taxi industry when planning NMT facilities that would be in the interest of the communities upon the hill, north of the N2 (incl. Xolweni and Concordia).

4.5.6 Bitou Municipality

There are three formal off-street minibus taxi ranks in the Bitou municipal area, being Plettenberg Bay Rank located in Park Lane within the town centre, New Horizons Rank on Milkwood Road and the Kwanokuthula Rank on the corner of Skosana and Sishuba Streets. The Plettenberg Bay rank has 46 bays, the New Horizons rank has 15 bays and the Kwanokuthula rank has 56 bays.

Kwanokuthula has the greatest number of lanes operating from it at 10. Plettenberg Bay has nine lanes and New Horizons has two lanes operating from it. Despite the large community of Kranshoek, there is no taxi ranking facility.

Table 4-17 indicates the number of unique mininus taxis counted over the surveying period as well as the the number and percentage of registration numbers that do not match those in the PRE database.

Table 4-17: Number of licenced and non-licensed minibus taxis in Bitou

Municipality	Number of Unique Minibus Taxis	Non-registered Minibus Taxis
Plettenberg Bay	120	22 (18%)

Table 4-18 summarises the number of trips and passengers by town and facility in the Bitou local municipality.

Table 4-18: Number of Trips and Passengers by Town & Facility: Bitou LM

Town	Rank	Weekday			Saturday		
		Trips	Pax	Time of count	Trips	Pax	Time of count
Plettenberg Bay	Plettenberg Bay Rank	115	1527	15:00 – 18:00	112	1572	09:00 – 14:30
	Kwanokuthula	72	567	06:00 – 09:00	51	341	09:00 – 13:00

Plettenberg Bay was by far the busiest rank, and had similar volumes on both Friday afternoon and Saturday. However, the volumes are about half of the 3 522 and 2 475 recorded on the Friday and Saturday surveys of 2015. In this case the lack of growth in demand could be attributed to COVID-19, given the significant role tourism and the hospitality industry plays in the local economy, including restaurants.

Similarly, the 567 and 342 trips from Kwanokuthula is, at best, similar to the 467 and 571 recorded on the Friday and Saturday in 2015.

Conversations with several taxi owners in Bitou confirmed that demand has notably reduced, and that some operators are open to engage with the Municipality and Province to look at ways to increase the sustainability of their businesses. It is not possible to determine whether a mode shift may have occurred as well. This information is typically assessed during household travel surveys, but may also be determined through intercept surveys or cordon surveys on key routes in the town.

Table 4-19 provides detailed route information, passenger volumes and peak usage times for the Plettenberg rank.

Table 4-19: Routes Originating at the Plettenberg Bay Rank

Route Nr	Destination	Average Route Distance (km)	Average Trip Duration (min) One-Way	Friday		Saturday	
				Passengers per hour	Peak Hour	Passengers per hour	Peak Hour
	Crags & Wittedrift	N/A	N/A	58	15:00 – 16:00	120	13:30 – 14:30
901	Kranshoek	12	20	135	15:00 – 16:00	165	13:00 – 14:00
776, 777	Kwanokuthula	8	15	232	15:00 – 16:00	135	10:30 – 11:30
724	New Horizons	5	14	90	17:00 – 18:00	120	12:10 – 13:10
724	Qolweni & Bossiegif & Pinetrees	N/A	N/A	97	15:00 – 16:00	119	12:00 – 13:00

Table 4-20 provides detailed route information, passenger volumes and peak usage times for the Kwanokuthula rank.

Table 4-20: Routes Originating at the Kwanokuthula Rank

Route Nr	Destination	Average Route Distance (km)	Average Trip Duration (min) One-Way	Friday		Saturday	
				Passengers per hour	Peak Hour	Passengers per hour	Peak Hour
776, 777	Plettenberg Bay	8	17	195	07:00 – 08:00	18	09:00 – 10:00
	Dyne	N/A	N/A	177	07:00 – 08:00	124	10:15 – 11:15

Table 4-21 shows estimated minimum headway between departures for the rank as a whole, as well as to the busiest route, Kwanokuthula. In both cases, the critical headway is more than 7 minutes in the peak hour. As discussed before, since at least three taxis would load simultaneously, the time need to fill the front taxi is much more than the 7 or 8 minutes headway between departures.

Table 4-21: Utilisation of Plettenberg Bay Rank

	All lanes	Kwanokuthula
Max pax	622	255
Max veh	42.0	17.0
Lanes	6	2
Max veh / lane	7.0	8.5
Departure headway (min)	8.6	7.1

The rank therefore does not have an operational capacity constraint, but rather an inability to act as a holding area for all taxis. However, it is likely that demand can rise sharply to pre-COVID levels when the tourism sector returns to normal levels. With additional growth, it is likely that the rank may reach operational capacity.

Operating License Recommendation for Bitou

The main rank in Plettenberg Bay currently experience a much reduced demand, compared to 2015 before COVID severely restricted the local economy. The municipality should use this time to plan and expand the rank for when volumes return to, and start to exceed historic levels. As discussed before, any expansion should carefully consider operational efficiency, rather than holding capacity. For instance, larger vehicles or better planning vehicles arrivals through the help of technology could increase operational capacity without the need for additional space. Discussion with some operators revealed an openness to discuss such measures.

Technology should be fit for purpose, if considered. The simplest form would be a rank master sending sms or WhatsApp messages to a coordinator in the holding area of when additional vehicles are required. The travel time between the holding area and rank will be known.

Slightly more sophisticated technology would include one or more CCTV cameras from which the coordinator in the holding area can judge the need to dispatch vehicles when demand requires it. Further refinement of technology could include App based services where all taxi locations can be viewed based on onboard phones (either the driver or embedded in the vehicle). This “Uber-like” feature could be opened to the public to see where vehicles are, whether they have spare capacity, etc. in order to better plan their trip departures, etc.

The shelter at New Horizons is in need of upgrade, and could be prioritized in the municipal infrastructure budget.

While it appears that the Kranshoek community is in need of a rank, it may also be that people are collected at or near their homes, and therefore do not have to wait for taxis at central locations. This matter could be explored with the community during IDP-related public engagements.

5 Discussion and conclusions

5.1 Surveys

The first survey plan for the update of the TR and OLP had to be reviewed when a second significant lockdown prohibited the survey team from travelling. Since local travel was also severely impacted, it was viewed as prudent to postpone the surveys.

For the first time in the past two decades that surveys were conducted in the affected ranks did some taxi associations block survey teams from entering the ranks. This occurred around June 2021, which coincided with a particularly violent conflict period between taxi associations in and around the Cape Town metro. The violence culminated in the closure of the taxi route between Bellville and Paarl / Mbokweni, but only after the loss of more than 50 lives.

Given the volatile nature of many in the taxi industry, the survey team abandoned Mossel Bay's Kwanonqaba and Knysna rank surveys after three attempts, when some drivers' agitation started to show.

It has become apparent that the PRE, SAPS and local law enforcement agencies find it difficult to deal with violence-prone sections of the taxi industry. It is the conclusion from this project that no new operating licenses can be issued if surveys cannot be done randomly, independently and free from intimidation.

5.2 Transport Operations

An assessment of the data from surveys, and comparison from previous years revealed interesting trends. While data showed an upward trend in passenger demand between 2011 and 2015, the results are much more erratic between 2015 and 2020/21. Only one rank showed a nominal increase of just over 1% per annum. The majority of ranks showed no statistical difference between the 2015 and 2020/21 volumes, with two ranks showing a reduction of more than 50% and 67% respectively.

The absence of growth may very well be as a result of the travel restrictions imposed by COVID-19 lockdown regulations. This is particularly plausible in towns where tourism plays a substantial role in the local economy.

The project scope does not allow for collecting further details to better understand the causes where demand reduced to less than half the 2015 volumes. Affected municipalities are encouraged to assess this trend, or at least use the numbers as input into their economic recovery plans.

5.3 Non-Motorised Transport

As is proposed in the Integrated Transport Plans of the municipalities of the Garden Route, NMT, and especially cycling should be promoted in all towns. This may result in a shift for some taxi passengers, but it is more likely that many new trips will occur, for which individuals currently cannot afford taxi fares. Global research has shown a positive socio-economic impact in the years following a substantial investment that leads to increased cycling.

ANNEXURE A

Project requirements

Phase 1: Project Inception		
1.1	ANALYSES OF EXISTING INFORMATION - A Memorandum on the shortcomings and gaps of the existing information data sets will be drafted, as well as identifying focus areas for data collection.	
Phase 2: Data Collection and Analysis		
2.1	SURVEYS - A memorandum documenting the survey methodologies will be drafted. Data / information will be collected for the relevant focus areas.	Done
2.2	CONDUCTUNG SURVEYS - Carry out surveys as per the survey plan	All but Knysna
2.3	INFRASTRUCTURE ASSESSMENT - A memorandum will be drafted containing the assessment sheets for each facility, as well as summary tables of infrastructure assessment in accordance with the TR minimum requirements.	All complete
2.4	DESKTOP REVIEW OF EXISTING INFORMATION - A memorandum will be drafted containing the extent of available (secondary) information, as well as an analysis of such data.	Done
2.5	CAPTURING AND ANALYSES - Data will be captured, and GIS-based maps prepared.	All but Knysna
Phase 3: Transport Register (TR)		
3.1	TRANSPORT REGISTER ANALYSES - The TR tables and maps will be produced.	Done
3.2	TRANSPORT REGISTER REPORT PRODUCTION - TP reports will be produced, i.e., a stand-alone report for the GRDM and the six LMs listed in Section 2 above. The reports will include tables and maps, with detailed information included in Annexures. Tables, maps, and shape files will be made available electronically.	This draft

	x10 CDs will be provided of the final reports.	
Phase 4: Operating Licence Plan (OLP)		
4.1	OLP ANALYSES - The operating license information (public transport system) will be analysed, and recommendations made on the management of routes. The memorandum containing such information will form Part of the OLP report. Stakeholders in the ECP (12 sessions)	Done
4.2	OLP POLICY FRAMEWORK - The legislative and policy framework guiding the management of operating licenses, as well as law enforcement, will be discussed in a memorandum. Restructuring proposals and requirements will also be described. The memorandum containing such information will form Part of the OLP report.	This draft
4.3	OLP IMPLEMENTATION FRAMEWORK - A memorandum will be prepared containing prioritised transport projects, budgets (financial implications) and timeframes. This memorandum will become part of the OLP.	Done
4.4	OLP REPORT - OLPs will be produced, i.e., a stand-alone plan for the GRDM and the six LMs listed in Section 2 above. These reports will include the details contained in the various TR reports. The plans will include tables and maps, with detailed information included in Annexures. Tables, maps, and shape files will be made available electronically. x10 CDs will be provided of the final plans.	This draft
Phase 5: Project Management		
5.1	PROJECT MANAGEMENT - The Project Manager will ensure timeous delivery of quality work on time and within budget. Other activities include invoicing, taking minutes at meetings, logistical arrangements regarding meetings, and preparing progress reports as well as the	Done

	close-out report. A Project Inception Report will be prepared confirming the scope, programme / timeframes, budget, deliverables, and project governance structure.	
5.2	STAKEHOLDER AND ROLE-PLAYER CONSULTATION - Opportunities will be created for role-players and stakeholders to participate in the production of the OLPs and TRs. The input received from role-players will be considered for inclusion in the reports / plans. The outcomes of consultation sessions will be documented.	Done

ANNEXURE B

SURVEY PLAN

Garden Route District Municipality
Integrated Transport Plan
Survey Plan
(May 2021)

Introduction

This document sets out the planned surveys to be undertaken to adhere to the requirements of the 2020/21 update of the Transport Record and Operating Licensing Plan for the Garden Route District Municipality.

Extent

The suite of plans for which surveys will be used, are:

- OLP Operating Licensing Plan
- TR Transport Record (Old CPTR – Current Public Transport Record)

Surveys

Rank surveys

The ranks and stops (informal ranks) will be surveyed or observed. Those that showed no meaningful activity in the previous ITP will be visited and observed to see whether it warrants surveys in future.

Bitou	Plettenberg Bay	Plettenberg Rank
		New Horizons Rank (observe only)
		Kwanonkuthula Rank
Knysna	Knysna	Knysna Rank
		Taxi holding (waterfront) (observe only)

		Hornlee informal (Nekkies) (observe only)
		White Location (observe only)
Mossel Bay	Mossel Bay	Mossel Bay Rank – Fri PM & Sat survey
		Kwanonqaba Rank – Fri AM survey
		D'Almeida Informal (observed only)
		Great Brak River Informal (observe only)
		Shoprite Informal (observed only)
		Langeberg Mall Informal (observe only)
Hessequa	Riversdale	Riversdale Rank survey
	Heidelberg	Observe bus & taxi activity
	Albertinia	Observe bus & taxi activity
Oudtshoorn	Oudtshoorn	Oudtshoorn Main Rank
		Oudtshoorn Long Distance
		Dysselsdorp informal (observed only)
Kannaland	Ladismith	Ladismith Rank
	Ladismith	Ladismith informal
	Zoar	Zoar informal
	Calitzdorp	Calitzdorp informal (observed only)

Information pertaining to each rank survey include:

- Survey Friday afternoon, 15:00 to end of operations or 19:00
- Survey Saturday from 09:00 to end of operations or 14:30
- Per destination for each rank:
    - Passenger arrivals and departures per 15-min interval
    - Vehicle arrivals and departures - registration number and occupancy recorded at time of movement per destination (as indicated in rank)
    - Every 15 min, record number of taxis in the rank
- Number of formal bays in the rank (e.g. three isles with space for 2 taxis each = 6 bays)
- Number of informal bays per destination in each rank (taxis queued on site to enter formal bays)
- Number of taxis queuing on-street / nearby rank at time of peak supply

Information pertaining to observations include:

- Visit location / town during the rank survey period
- Determine where taxi activities congregate, if any
- Record arrival and departure times of taxis for a period of at least 45 minutes
- Discuss needs and operational characteristics with taxi customers or potential customers – e.g. pedestrians that may wait for walk long distances to destinations and may benefit from taxi services

Cordon / Link counts

Cordon and link counts will provide an indication of intertown movement of public transport, and include minibus taxis, commercial and tourist buses. It is expected that very few tour buses will be operating given the Covid-19 travel restrictions. The following locations will be counted:

Near Oudtshoorn:

- N9 / R62 intersection between George and Oudtshoorn
- N12, east of Bongolethu (excludes local trips)
- N9 / R327 intersection
- R328 north of Oudtshoorn

Along N2 (east to west):

- N2 / Beacon Way intersection, east of Plettenberg Bay
- N2 intersection at Harkerville Sasol
- N2 intersection to Belvedere west of Knysna
- N2 / Sasol roundabout east of George
- N2 / Hartenbosch interchange
- N2 intersection to Mosdustria (Mosgas)

All intersections around Oudtshoorn to be surveyed on the same day. The N2 surveys may be split in two sections to ease logistics, but each section must be counted on the same weekday.

Infrastructure recording

An example of the information surveyed in the past is shown in the table below. These tables will be updated with any changes that occurred since 2015, either more or fewer facilities. New tables will be created for any new facilities.

Facility Name	Town	STATUS		FACILITY TYPE				On/Off Street	Paving (Yes/No)	Code	Electricity (Yes/No)	Roof Structures (Yes/No)	Public Telephones (Yes/No)	Ablution facilities (Yes/No)	Offices (Yes/No)
		Formal	Informal	Terminus for Busses	Rank for minibus Taxis	Rail Stations	Holding area								
Plettenberg Bay Taxi Rank	Plettenberg Bay	x			x			Off	Yes	WC047 001	No	Partial	Yes	Yes	No
Plettenberg Bay Drop-off Zone	Plettenberg Bay		x		x			Off	Yes	WC047 002	No	Yes	No	Yes	No
Plettenberg Bay Bus Stop	Plettenberg Bay	x		x				Off	Yes	WC047 003	Yes	No	Yes	Yes	No
Plettenberg Bay Airstrip	Plettenberg Bay	x						-	R/way Type tbc	WC047 004	-	-	Yes	Yes	No
Kwanokuthula Taxi Rank	Kwanokuthula	x			x			Off	Yes	WC047 005	Yes	Yes	Yes	Yes	No
New Horizons Taxi Rank	New Horizons	x			x			Off	Yes	WC047 006	Yes	Yes	No	Yes	No
Kranshoek Taxi and Bus Shelter	Kranshoek	x			x			On	Yes	WC047 007	No	Yes	Yes	No	No
Kranshoek Taxi and Bus Shelter	Kranshoek	x			x			On	Yes	WC047 008	No	Yes	No	No	No
The Crags Taxi Shelter	Kurland	x			x			On	No	WC047 009	No	No	No	No	No
Wittedrift Taxi Shelter	Wittedrift	x			x			On	No	WC047 010	No	Yes	No	No	No

Timeframe

Surveys will not be conducted during the December Holiday period. Weekends that are excluded for surveys range from 12 December 2020 to 24 January 2021. Surveys will be conducted both before and after this period.

ANNEXURE C

Stakeholder input for Hessequa Municipality

Notes from discussions with Mr Manho and Dr van As regarding transportation related issues in the Hessequa municipal area. Meetings were held on Thursday 25 February and again on 16 March 2021, in Riversdal and Stilbaai, respectively.

Background

On Thursday, 25 February, Gerhard Hitge (Koleko) visited Riversdal to inspect the taxi rank in order to plan taxi surveys. Upon enquiry, he was invited to an impromptu meeting with Mr Rhuschan Manho, Head of Technical Services for Hessequa. This led to the second meeting held in Stilbaai on 16 March 2021.

The context of Local and District Integrated Transport Plans were discussed.

- Local ITPs (LITPs), such as for Hessequa, will be covered as chapters in the DITP, and not as stand-alone reports.
- Municipalities have the opportunity to include a list of projects covering all aspects of transportation in their area, in the ITP, which is approved by the Provincial Minister of Transport and Public Works, if s/he agrees.
- Once approved, the Municipality has the advantage of applying for funding of these agreed projects.
- Priorities can be amended, and projects added or removed to . from the ITP during annual reviews.
- Experience has shown that many municipalities do not capitalise on this mechanism to secure additional funding from the PGWC.

Transportation planning is typically approached from both a demand and supply perspective.

- Revealed demand is typically observed through traffic counts and public transport surveys. The latter includes factors such as vehicle and passenger arrival and departure times and rates at a taxi rank.
- Capacity of Supply factors are typically described in terms of degree of saturation. Projects typically emanate from conditions where demand far exceed supply, whether this is a road intersection, taxi rank or pedestrian crossing.
- Integrated planning is distinguished from e.g. conventional sector-based planning, in that solutions for a problem is sought from a variety of sectors, rather than by simply a linear expansion of the immediate capacity constraint.

Riversdal

- There is a dangerous pedestrian crossing of the N2 at Riversdal. Children sometimes board a taxi to cross the road purely to reduce the safety risk. Examples include crossings at Panorama and Kwanokuthula.
- Several schools receive a large number of bus trips as learners are transported from the large farming community around the town. These contribute significantly to congestion, especially during the afternoon at a couple of key intersections – e.g. around Spar. Suggestions to drop and collect children on school grounds are not supported by the Education Department, but should be pursued by the Municipality via the Provincial Transport Department.

- The geometry of the very wide dual carriageway Main Street would benefit greatly from a redesign. Crossing it is quite dangerous with poor sight lines and very long crossing distances. While this was observed as a driver, it is probably worse on a bicycle – although pedestrians and bicycles could find shelter in the median.
- The “taxi rank” consists of a couple of wooden shelters on a sidewalk, with taxis parking on the street. There are other issues as well that we have to assess. The survey company should be briefed to do extensive observations (including some counts) to gain insight, rather than to simply count boarding and alighting as in larger ranks.

Stilbaai

- Dr van As (retired in Stilbaai) provides valuable insights on traffic related issues, as a member of the community forum.
- An Access Management Plan is being prepared for Stilbaai by Lyners consulting engineers. The AMP will be referenced in the LITP as this should give it more status to influence its implementation budgets.
- There continues to be strong demand for housing along the coast, ranging from Stilbaai to Witsand. Many buses and taxis travel to these areas on a daily basis with artisans and builders from mostly Riversdal and Albertinia. This creates local traffic problems with congestion, illegal and disruptive parking, etc.
- No permanent solution has been found to date. The possibility of a taxi and bus holding area at Melkhoutfontein has been raised. Such a facility could be linked to local economic activities, that include wash bays and toilet facilities. Communication technology removes the problem of having a holding area within the town centre, since buses and taxis can easily be summoned from the holding area when demand warrants this.
- There are already many cyclists in Stilbaai, apparently from both lower and higher income households. This makes the town ripe to promote a cycling programme to remove barriers to more cycling. Rhuschan saw the value of incorporating this concept within the AMP for Stilbaai.
- Melkhoutfontein is a residential village about 10km north of Stilbaai. A project to deliver 585 new houses is currently nearing implementation stage. This community will benefit greatly from cycling infrastructure as some people already cycle to Stilbaai, despite it being on a very narrow shoulder while traffic pass at +100km/h.
- The layout of the housing scheme may compromise future safety upgrades of the intersection on the R305.
- There is little or no room in Stilbaai for interlink freight vehicles to turn. This result in the practice of stopping on the edge of the town and transferring cargo to smaller vehicles for the final leg. Such factors must be considered in the preparation of roads masterplans.
- Holiday traffic result in substantial congestion in Stilbaai, as it does in many coastal towns in the Garden Route. Changes in technology and the adoption of solutions like Uber may pave the way for alternative transport systems in these towns during such periods of extraordinary peak demand. The proposal for such an investigation may be elevated for inclusion as a project in the DITP.

Albertinia

- The town experiences erratic taxi movements on a daily basis. Law enforcement is only effective as long as officers are on duty and deteriorates when they leave.
- The main road “Station Street” is reported to be in a terrible state and in dire need of rehabilitation. (we must ensure that this is highlighted as a priority in the context of whatever Pavement Management System they have – in the absence of a formal PMS we should explore the need for same)

Heidelberg

- There appears to be growing demand for a formal industrial area with pressure to receive direct access off the N2.

Provincial roads and N2 (National Road)

- The Stilbaai main road is a provincial road. Traffic volumes throughout the year are not well understood since the Provincial programme only constitute a 24-hour count of a typical weekday. Given the substantial increase in traffic during holiday seasons, more data is crucial for comprehensive planning. A long-term / permanent counting station over a full year may prove to be a very valuable intervention.
- The Hectorskraal Road linking Albertinia to Stilbaai via the R305 has a gravel surface which discourages direct travel. Preliminary calculations shows that the upgrade to surfaced road standard would probably have a high Benefit:Cost ratio, and hence be warranted. A full assessment should be considered for inclusion in the project list of the ITP.
- Access control along the N2 is a significant issue to discuss at the town planning and political level. Experience with Knysna and Plettenberg Bay shows that injudicious access points compromise both the integrity of the N2, as well as the safety of local residents making use of these.
- An application is before SANRAL to develop a filling station along the N2 at the intersection of the R305 towards Stilbaai.
- The “concrete road”, or brick-paved road has some curves that may have been designed for a gravel road, and are no longer appropriate for a surfaced road, where higher travel speeds are the norm.

Generic issues

- Each town should have an updated roads master plan which is developed in conjunction with the Spatial Development Framework for that town.
- It appears that the Municipality does not have a policy in place to secure development contributions from developers that could co-fund transport infrastructure. Developing such a policy could be highlighted as a project in the ITP.
- Applications for and implementation of traffic calming, e.g. speed humps, appears to be poorly coordinated in many towns. A clear policy should be developed and officials should be trained to evaluate and deal with these in an integrated and comprehensive manner.
- A unique opportunity exists in Stilbaai where a significant stockpile of building rubble has accumulated, which may be repurposed as road building material. This would be especially beneficial in an area deplete of conventional materials for roads.