1 INTRODUCTION

1.1 BACKGROUND

In its commitment to move South Africa forward, the Government of South Africa has embarked on a process of radical economic transformation⁴, which seeks to further transform an economic system impeded by the inhibiting trinity of unemployment, poverty and inequality. The radical economic transformation agenda is therefore an attempt to improve both the quality and equality of the economy that will ensure equal opportunity across the social spectrum. Such an ideal, however, hinges upon key prerequisites, such as road infrastructure, which allows individuals and communities to overcome geographical and social barriers to opportunity. Typically, markets can be inaccessible for rural communities and the poor. Sometimes people reside in areas far removed from central business districts (CBDs), and the jobs therein. Radical economic transformation is therefore about modernising South Africa’s economy to bring it in line with the ideals of the Constitution⁵, Freedom Charter⁶, and the National Development Plan (NDP)⁷. It is in this context that the Roads Policy for South Africa draws both inspiration and direction.

Modern economies – characterised by inter-regional value chains – depend on infrastructure that supports an efficient production and exchange system. One of these key infrastructure elements is the road network, which not only provides access and mobility to people and communities, but also facilitates economic and social linkages as well as economic development and growth.

South Africa faces many developmental obstacles, including infrastructure bottlenecks, and economic and social challenges such as unemployment, poverty and inequity.

Economic infrastructure, including South Africa’s road network, is one of the key levers for economic growth in South Africa. Roads infrastructure is able to deliver a higher economic return on investment than any single other type of infrastructure⁸.
Road transportation is an important industry in the country’s national economy, yet various challenges inhibit the sector’s further contribution to South Africa’s economic and social development objectives. One such challenge is the roads infrastructure backlog, where the increased use of roads, low levels of investment and poor maintenance has led to higher transportation costs and transport bottlenecks. Poor road safety levels on South Africa’s roads, including road safety concerns for non-motorised transport (NMT) users, are also adding to higher transportation costs.

As one response to these challenges, the South African Government has reaffirmed its commitment to develop the country’s infrastructure base. This commitment is reflected in a number of strategies and plans, in particular the NDP, which places economic infrastructure at the heart of economic and social development. This Roads Policy for South Africa is a further key tool in accelerating economic growth towards accomplishing the objectives of the NDP.

1.2 ROLE OF THE DEPARTMENT OF TRANSPORT

The Strategic Plan for the Department of Transport (DoT)\(^9\) states that the DoT is responsible for conducting sector research; formulating legislation and policies to set the strategic direction of sub-sectors; assigning responsibilities to public entities and other levels of Government; regulating through setting norms and standards; and monitoring implementation. The DoT has a stated policy intention that to 'radically transform the transportation sector, re-prioritisation of resources must be enhanced; localised skills development interventions must be fast-tracked; and there must be a move towards industrialisation and beneficiation across the Transport Sector. There is a need for greater integration of efforts across all spheres of Government as well as in transport agencies in order to support the country's overall economic growth targets.'

As part of the broader service delivery implementation strategy within the roads environment, the following agencies were established by the DoT through respective legislation:

South African National Roads Agency SOC Ltd (SANRAL) is responsible for and was given power to perform all strategic planning with regard to the South African national roads system, as well as the planning, design, construction, operation, management, control, maintenance and rehabilitation of national roads for the Republic, and is responsible for the financing of all those functions in accordance with its business and financial plan, so as to ensure that the national goals and policy objectives concerning national roads are achieved\(^{10}\).

The Road Traffic Management Corporation (RTMC) was established with the objective to\(^{11}\) pool powers and resources to eliminate the fragmentation of responsibilities for all aspects of road traffic management across the various levels of government in South Africa.

The Road Traffic Infringement Agency’s (RTIA) main objectives are to\(^{12}\) administer procedure to discourage traffic contraventions and support adjudication of infringements, enforce penalties imposed against persons contravening road traffic laws, encourage the payment of penalties imposed for infringements and undertake community education and awareness programmes.

The Cross-Border Road Transport Agency’s (CBRTA) mandate is to regulate access to the market by the road transport freight and passenger industry in respect of cross-border road transport by issuing of permits and to facilitate the unimpeded flow of passenger and freight movements by road across the borders of South Africa in order to contribute to the social and economic development initiatives as announced by Government.\(^{13}\)
The mandate of the Road Accident Fund (RAF) is to compensate the victims of crashes for losses and suffering. This therefore becomes a consoling arm of government.

Taking into account the concurrent responsibilities as per the provisions in the Constitutional and the legislative mandates, it must be noted that the DoT is held accountable for road infrastructure planning, maintenance, development and for the monitoring and evaluation of the socio-economic impact of road infrastructure projects to ensure that the roads are accessible and safe for all users. With regards to review of management and administration of agencies, the policy shall address the gaps with regards to the responsibilities of the DoT as per the requirements of the respective Acts (founding legislation of the various Agencies).
2 PROBLEM STATEMENT

The development orientation of South Africa’s national policies is to rectify the injustices and imbalances of the past, thereby providing restitution to the millions of South Africans who were marginalised and excluded from economic participation and advancement. There are a myriad of policies in this regard, each of which seeks to contribute to the objectives spelled out in the Constitution, as well as the goals embodied in the more recent NDP7. However, there still remain challenges in many areas of the road transport sector, which impede economic development and welfare gains.

Significant change and investment in the transport sector will no doubt contribute to correcting this historical imbalance, in particular, through meeting the mobility needs of South Africans effectively connecting people, markets and resources.

The current road transportation environment comprises both positive and negative elements. On the positive side, South Africa has a relatively robust, extensive and functional road infrastructure network. The road transport network contributes towards economic and social development goals. On the negative side, there are significant financial, institutional, physical and human challenges.

The harsh reality about the road environment in South Africa indicates the following:16

- Although the national road network is in a satisfactory condition15, the overall road maintenance backlog, including those of SANRAL, provinces and municipalities, is increasing16.
- Government has limited funds from the national fiscus to meet the road maintenance burden, as well as the increased demand for the expansion of the road network, due to increased number of vehicles and new, rapidly expanding towns and cities. This contributes to road congestion, higher vehicle operating costs, and a reduced level of service across extensive portions of the road network.
- There is now a growing recognition that roads are no longer reserved for motorised vehicles only, but for all users including public transport and NMT users. This brings about conflicting mobility and accessibility expectations, especially in urban environments. Walking is a significant commuting mode and cycling has not yet increased significantly, but NMT facilities are limited.
- In order to promote sustainable forms of transport, government has introduced integrated rapid public transport networks (IRPTNs) in major towns and cities in South Africa. The implementation of these IRPTNs places significant demand on the national fiscus.
- The bulk of all freight is conveyed by road, which contributes to poor road safety and the excessive freight volumes on the road compound the road maintenance backlog. Overloading remains a challenge and existing law-enforcement strategies are ineffective and therefore unable to arrest the negative impact of overloaded vehicles on the road network.
- The poor standard of many provincial and local roads are a concern and the road maintenance backlog is growing every year. This is compounded by limited funds as well as a reduced focus on maintenance and limited technical skills in the public sector. Many municipalities and provinces lack the skill, capacity and funding to efficiently manage local road networks.
- Access to rural areas is limited while rural road infrastructure and corridors are neglected due to limited funds, lack of skills in some areas and the prioritisation of other social needs over roads. Furthermore, some rural areas are still attempting to address the inadequate road network provision in the previous homelands.
- Growth in private vehicles and freight is increasing at a rapid rate and outstripping the supply and availability of roads, leading to growing congestion in major urban areas.
- South Africa has one of the highest road crash fatality rates in the world which negatively impacts the broader economy.
- Funding availability and the mechanisms available to explore innovative funding solutions are challenging.

From an institutional road management perspective the Road Infrastructure Strategic Framework for South Africa (RISFSA)\(^9\) has made some recommendations to improve the planning and coordination of road management. However, the provinces and local municipalities are grappling with the consequences of the shortage of appropriate skills in this sector. Without significant interventions to improve the skills and capacity within the roads management sector, the human resources required are not available at all levels of government and particularly at local authority level. The lack of resources, capacity and skills has occurred to the extent that SANRAL has been involved in maintenance of access roads, provincial roads as well as the construction of some NMT facilities.

Road Authorities need appropriately skilled, competent, qualified and experienced people in key positions to manage service delivery in the roads infrastructure, road safety and NMT sectors.

In summary, the challenges in the road sector is firstly, that there is an inequitable access for all road users i.e. pedestrians, cyclists, other Non-motorised Transport (NMT) road users, motorists, heavy vehicle operators who need access and usage of the roads for their customers, suppliers and for personal and business use. Secondly, there is on-going deterioration of the road infrastructure conditions and the quality of the infrastructure. Road users, especially in rural areas, are faced with poor transport infrastructures and inadequate public transport services that prohibit access and mobility on the road network. Given this context, the delivery of transport infrastructure and services are a significant catalyst for sustainable economic development, improved social access and assist with poverty alleviation in South Africa. Thirdly, South Africa is also challenged by the high number of road crashes, fatalities and injuries. Road crashes have a dire consequence on society as it results in an increased burden on the social security and the welfare system of a country. It also leads to increased loss of skills and rising costs to the economy. However, the biggest cost remains the loss of lives and the subsequent trauma and broken families.

These challenges reduce the economic development potential of the country and entrench the developmental challenges of weak economic growth, high unemployment, poverty, and growing inequalities across income groups.
3 EXISTING POLICY ENVIRONMENT

The DoT is charged with providing safe, reliable, effective, efficient, affordable and integrated transport services that best meet the needs of passengers and freight users as encapsulated in the Strategic Plan of the DoT.

The recent development of the NDP 2030 identified the creation of workable urban transit solutions, the strengthening and optimisation of freight corridors and the provision of long-distance passenger transport solutions. Furthermore, the NDP states that rural access and mobility has key policy and planning priorities. Accordingly, the development of a Roads Policy for South Africa should consider the following:

- Social issues (this relates to the role of roads in providing access to social facilities and amenities)
- Economic issues (this relates to the role of roads in terms of job creation and providing linkages to economic opportunities)
- Environmental issues (this relates to the environmental impacts of roads as well as mitigation measures).

Although a series of transport and roads strategies and plans have been developed since 1994, in particular the White Paper on National Transport Policy of 1996, the management of the roads environment and its users has not been fully addressed within an overarching national policy, specifically focusing on roads infrastructure, road safety and NMT users. In the absence of such a national policy, relevant authorities have followed the strategic direction of the following guiding frameworks, strategies, policies and legislation:

- The White Paper on National Transport Policy noted that ‘fragmentation’ was an issue and identified the ‘coordination of infrastructure planning for all modes of transport’ as a means to respond to this concern. It also identified road safety as a particular focus area that requires attention in all areas of transport management.
- A recent update of the White Paper on National Transport Policy stated the following policy objective “To improve South Africa’s competitiveness and that of its transport infrastructure and operations through greater effectiveness and efficiency to better meet the needs of different customer groups, both locally and globally”. More specifically, for the Roads Sector, it identified its mission as “To allow the development and management of a road network that is safe for all its users, is well-maintained and serves as a catalyst for social and economic development.”
- The RISFSA of 2006 provided the framework for the management of roads infrastructure. It is noted that not all of the recommendations have been implemented to date. A review of the RISFSA recommendations is therefore included in this policy.
- In May 2012, the Shamba Sonke Programme (SSP) was developed as a response to RISFSA recommendations regarding the backlog in roads maintenance, the poor state of rural access roads, and the administration of the Provincial Road Maintenance Grant (PRMG).
- Road safety initiatives have been guided by the Department working with the United Nations’ Decade of Action ‘Five Pillars for Road Safety’ (road safety management, safer roads and mobility, safer vehicles, safer road users and post-crash response). Recently the RTMC development a National Road Safety Strategy (NRRS) which aims to reduce the number of fatal and serious crashes by promoting responsible and safe road user behaviour, providing safe and forgiving road infrastructure, ensuring safer vehicles on South African roads and delivering quality road safety management.
3.1 CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA

The Constitution Act 108 of 1996 mandates Cabinet with responsibility to develop national policy. This mandate places responsibility on the Minister of Transport to ensure that any development and implementation of national transport policy by the Dot addresses the mobility needs of all citizens.

The Constitution assigns different roles and responsibilities to various spheres of government. The government of the republic of South Africa is made up of three spheres, namely the National, Provincial and local spheres. These spheres are inter-related and inter-dependent and each as a power to legislate in its sphere of competence and transport is a concurrent function.

Schedule 4 part A and B of the Constitution assign Road Transport matters as a functional area over which National, Provincial and Local Government have a concurrent jurisdiction.

As stated above, it follows that any policy intervention that is proposed in the policy is cognizant with the fact that:

a) National and provincial government has an inherent competency to develop policy, to regulate road traffic and management across all spheres of government.

b) Local government has the inherent jurisdiction to regulate laws on municipal road transport.

3.2 WHITE PAPER ON NATIONAL TRANSPORT POLICY

The White Paper on National Transport Policy\textsuperscript{18} identified the following strategy objectives:

- To optimise current capacity and maintain and develop the road network
- To improve road traffic safety, enhance road traffic discipline, protect the capital investment in the road system, and enhance administrative and economic order in the field of road traffic and transport
- To optimise road transport law enforcement and promote and implement efficient, integrated, and coordinated road traffic management systems in the country, involving the role-players in all functional areas of road traffic management
- To enhance the quality, productivity and cost-effectiveness of road freight transport services by providing transport customers with a safe, secure, reliable and cost-competitive system
- To advance human resource development and expand participation in the freight industry through the creation and growth of entrepreneurial opportunities, training and skills development
- To promote seamless integration and harmonisation of standards with neighbouring member states
- To actively promote the movement of the appropriate type of freight from road to rail and
- To encourage, promote and plan for the use of NMT where appropriate.
3.3 ROAD INFRASTRUCTURE STRATEGIC FRAMEWORK FOR SOUTH AFRICA (RISFSA)

The Road Infrastructure Strategic Framework for South Africa (RISFSA) of 2006 provided the framework for the management of roads infrastructure.

3.3.1 The Road Network

The functional road classification system should be adopted in South Africa, and the administrative responsibility and delivery functions for these roads be defined. Information Systems and Decision Support.

South Africa shall have a road network information system for decision support mechanism, especially at provincial and local authority level.

3.3.2 Road Condition

The Visual Condition Index (VCI) as an indicator of network performance should be between 5%-10% with regards to ‘poor’ and ‘very poor’ condition. It further recommended that current and new funding scenarios should be reviewed by the RCB to reduce the maintenance backlog on non-tolled roads.

The VCI of all provincial and national roads should be within the international norms.

3.4 DRAFT NMT POLICY

The Draft NMT Policy was developed in 2007 and developed policy directives for Animal-drawn transport, cycling, walking, eco-mobility and innovative solutions. It provides a single framework and an enabling environment for the Department of Transport, other government departments and stakeholders to address the challenges inherent in Non-Motorised transportation.

The primary objectives of the Draft NMT policy are, among others, to increase the role of NMT as one of the key transport mode, integrate NMT as an essential element of public transport and provide a safe NMT infrastructure and allocate adequate and sustainable funding for the development and promotion of NMT. The document also promotes and changes the mindset in our diverse culture in order to accept the use on NMT as the most appropriate for shorter distance for urban and rural areas.

3.5 ROAD SAFETY STRATEGIES

Several road safety strategies have been compiled in the last 20 years in South Africa. When studying and comparing the various road safety strategies, some conclusions can be made, but it has not resulted in a significant improvement of the road safety. This has been addressed by the development of the National Road Safety Strategy 2016 – 2030.

At a global level, there has been a greater focus on road safety in the developing and middle-income come countries. In 2010, various governments met to discuss the international road safety crisis of the world and declared 2011–2020 as the Global Plan for the Decade of Action for Road Safety. The goal of the Global Plan is to stabilise and reduce the increasing trend in road traffic fatalities, saving an estimated 5 million lives over the period 2011–2020.

The Road Traffic Safety Management System (ISO39001) was developed as one of the key instruments to support the implementation of the Decade of Action Global Road Safety Plan through having a 3rd party
certification against ISO38001 for all organizations that interacts with the road traffic system who are serious in achieving their goals to Road Safety Management.

3.6 TECHNICAL NORMS, MANUALS, STANDARDS AND GUIDELINES APPLICABLE TO THE ROADS SECTOR

The custodianship for the development, maintenance of National Standards is the South African Bureau of Standard (SABS).

The development and maintenance of technical manuals, norms and guidelines has traditionally been with the Committee of Land Transport Officials (COLTO), which subsequently changed to the Committee of Transport Officials (COTO). These technical manuals, norms and guidelines that have been developed to guide the planning, design, construction and management of roads are not readily available and not always applied across all spheres of government in a uniform way by both private sector and public sector.

There is need to build capacity and allocate sufficient resources and budgets for the DoT to fulfill its mandate to keep the technical manuals and guidelines up to date and to support industry to review and approve or endorse any relevant documents being developed within the private sector. On-going marketing and awareness programmes are needed to ensure these documents are prescribed for use by all Road Authorities are used in uniform and standard way. The introduction of the concept of having a “minimum level of service” can thus be realized.

3.7 SUSTAINABILITY – AN UNDERLYING PRINCIPLE TO ROADS MANAGEMENT

The long-term sustainability of South Africa’s future is dependent on our ability to redress our actions and reduce the harmful impact we have had thus far on the world we live in. It is essential that these actions be undertaken holistically so that environmental considerations, social development as well as economic efficiencies are addressed in an integrated manner.

Roads and transport can make a significant contribution to sustainability initiatives within South Africa because ‘how or where’ transport infrastructure is constructed, maintained and managed has a profound impact on our environment, communities and economy. Transport is responsible for 27% of the final energy demand in South Africa with petroleum products representing 97% and electricity representing only 3% of the energy used in the transport sector.

A legacy of poor spatial planning within the country has resulted in a growing dependence on road infrastructure that supports cars and an increasing number of private single occupancy vehicles. These in turn bring more road fatalities, traffic congestion, greenhouse gas emissions, air pollution and a mushrooming demand for more fossil fuels. Furthermore, the lack of more sustainable public transport and non-motorised modes of transport inhibits access to employment opportunities and key services, directly affecting poverty, inequality and the pursuit of improved living standards amongst South Africa’s poorest.

It is indisputable that we must ensure a move towards more sustainable practices within roads and transport. Therefore, the Roads Policy for South Africa has adopted a holistic approach which acknowledges sustainability as an underpinning and integral philosophy.

3.7.1 The Sustainability Policy Framework

This philosophy of sustainability is aligned with the existing suite of acts, policies, strategies and frameworks that have been developed to drive sustainability in South Africa. Some examples include:
• The National Framework for Sustainable Development in South Africa calls for 'Efficient and sustainable use of natural resources, socio-economic systems that are embedded within, and dependent upon, ecosystems and human needs, enhanced systems for integrated planning and implementation and economic development via investments in sustainable infrastructure and human settlements'. While, Section 24(b) of the Constitution of the Republic of South Africa states that 'everyone has the right to have the environment protected for the benefit of present and future generations, through reasonable legislative and other measures'.
• South Africa’s Intended Nationally Determined Contribution Discussion Document has benchmarked total annual Greenhouse Gas (GHG) emissions to be in the range of 212 to 428 Mt CO2 equivalents by 2050, having declined in absolute terms from 2036 onwards.
• The South African Green Economy Modelling Report has established a process for local government to draw lessons on best practice in green economy initiatives and benchmark their performance.
• The White Paper on Energy Policy (1998) states that: 'Government will ensure that the necessary resources are made available to establish structures, systems and legislation to facilitate the specification, collection, storage, maintenance and supply of energy data, and energy-related data, according to the requirements of integrated energy planning and international standards'.
• The Energy Efficiency Strategy (2005) calls for fee rebates on vehicles dependent on varying energy consumption, efficiency labels on motor vehicles and the presentation of emission standards for vehicles to the general public. All of these should also be included in roadworthiness certificates.
• The Industrial Policy Action Plan has called for GHG mitigation options that have been identified and analysed to be combined to construct Marginal Abatement Cost Curves (MACCs) for key sectors and subsectors.
• The Public Transport Action Plan has called for ‘built local transport capacity for planning, monitoring, regulation and network management, in turn, helping municipalities to develop strategic integrated network plans, operational plans, travel demand management plans, and electronic fare collection plans in conjunction with the Transport Education Training Authority (TETA), Transport Centres of Development and other Institutions of Higher Learning’.

3.7.2 Implications For The Roads Policy For South Africa

South Africa’s national sustainability goals support the design, development and maintenance of sustainable road infrastructure in the country as a crucial component of a more sustainable economic system. Policy statements must therefore prioritise resource efficiency, integrated planning (e.g. integrated transport infrastructure with land use management) and economic development (e.g. sustainable employment opportunities). Implications for the Roads Policy to be aligned with sustainable objectives include inter alia the following key actions:

3.6.2.1 Integration of roads planning with land use planning

In order for future road development to be not only sustainable but also effective, all planning must consider the relevant context. For example, infrastructures requirements and maintenance strategies will be informed by very different needs found in rural areas, compared to the needs found in urban areas. In addition, integrated transport modes enhancing rural-urban linkages should be improved to ensure reliable and efficient access to commercial and public services, and increase productivity of industry (e.g. agricultural distribution). This context is very important in ensuring an effective service is provided.

Furthermore, it is important that road network planning is integrated with the appropriate government planning processes at all levels, and in particular spatial planning and land use management. This will
ensure that future road networks do not compromise valuable natural ecosystems, and that various social considerations can be included, such servicing future development and safety aspects.

3.6.2.2 Protection of 'green' systems

Although roads play a vital role in the economy and mobility for South Africa, this can come at a cost to the environment in terms of the following elements:

- Deteriorating air quality, global warming and noise pollution from rapidly growing vehicle volumes.
- Pressure on scarce fossil fuels due to the construction of road infrastructure, the growing production and use of motorised vehicles.
- Growing congestion due to increased demand for travel.
- Adverse impacts on bio-diversity and ecosystems due to an expanding road network.

Environmental preservation must be a key theme in the Road Policy. Road systems must make efficient use of land and other natural resources (e.g. energy, asphalt, gravel, and water) while ensuring the preservation of vital habitats and other requirements for maintaining biodiversity, not only during construction but also during the operational and maintenance phase.

The re-establishment of ecological functioning corridors must be taken into consideration when infrastructure is being upgraded. This must also be taken into account in the planning of new infrastructure.

The minimisation of waste, water, heat and energy requirements is critical in the construction and maintenance of road infrastructure. This includes the sustainable sourcing of materials, resources and labour to reduce costs and life cycle emissions.

Transport infrastructure must respect natural water systems. This requires appropriate network planning, as well as designs to reduce negative impacts on this vital ecosystem (i.e. water sensitive design or sustainable urban drainage).

Transportation is a major contributor to greenhouse gas emissions. It is therefore important that the roads industry take measures to actively reduce emissions as it expands networks. This may be through the following possible approaches:

- Retrofitting of renewable energy power sources.
- Use of innovative road construction materials.
- Improved network planning and the promotion of mass transport options.
- Promotion of more efficient, ultra-low emission and alternate energy vehicles. These could be for both private vehicles as well as freight vehicles particularly within congested urban centres.
- The support for new alternate fuel vehicles in the market.
- The provision of capital investment into new vehicle technologies, in the form of grants or incentives to promote sea and rail freight, as alternative freight modes.

3.6.2.3 Sustainable modes of transport

Mobility of the public is a vital component of ensuring that the public has access to opportunities. Ultimately roads contribute to the social and economic sustainability of the country. If access and mobility is in place for communities it automatically affords the public improved exposure to health care, education, employment and other opportunities.
The integration of more sustainable transport modes such as public transport, walking and cycling must be included as a key tool. Identifying ways to improve the operational efficiency of existing road infrastructure such as signal timing, road capacity enhancements, travel demand management (TDM), High Occupancy Vehicle (HOV) lanes and car-pooling can also be considered. The focus must be on ensuring that road infrastructure makes provision for and promotes integration of more sustainable modes of transport. Further, the policy must move towards improved coordination with land-use to reduce the number of trips generated.

A reduction of dependence on motor vehicles will also show a resulting reduction in the negative impacts thereof, such as air pollution, energy consumption and traffic congestion. This includes the introduction of mechanisms such as congestion tolling to discourage the use of private vehicles, Intelligent Transport Systems (ITS) to improve efficiencies of existing transport networks and constructing low carbon road infrastructure such as bus lanes, railways and NMT.

3.6.2.4 Roads aimed at achieving social equality and organisational integration

All South Africans are entitled to affordable access to other people, places, goods and services. Road and transport systems provide a mechanism to ensure social, inter-regional and inter-generational equity, by providing all road related aspects that meet the basic transportation related needs of all people.

Therefore, the development of road networks must promote community connectivity and respond to mobility needs. This will be facilitated through the development of functional road networks that include synergistic connections between nodes of economic opportunity, especially with non-motorised and public transport systems. These points of connectivity may include informal trading areas, centers of job availability, education and health care nodes.

This level of social and physical integration should be established and promoted through participatory planning. Roads are the responsibility of various bodies, and spheres of government, at varying scales and locations. In addition to this, the people affected by road plans must be included in the planning and decision-making process. Therefore, a transparent approach is proposed for planning and decision-making, which includes all spheres of government and road users.

3.6.2.5 Employment and economic growth initiatives.

Roads play a significant role in sustainable economic growth and job creation for South Africa. Policy provisions must support NDP objectives and maximise opportunities for employment, especially for the unemployed, the youth and the socially marginalised in national development plans. For example, opportunities for job creation within the road sector (infrastructure construction and maintenance) have been identified in the SSP. Opportunities can also be created in the motor vehicle manufacturing sector. It would also entail investment and research into new business opportunities in renewable, sustainable fuel and alternative power sources for private vehicles.

Without key road linkages remote rural communities would be isolated and marginalised from employment, services and other opportunities. The Roads Policy for South Africa therefore must recognise the important role roads play in rural economies.

Regional and international trade initiatives, which support overall South African Development Community (SADC) protocols, must be supported and facilitated.

3.6.2.6 Assessing Sustainability Performance
Monitoring and assessment of our success in achieving sustainability objectives as part of roads and transport is critical. Through this monitoring the roads industry’s progress along the path of sustainability can be tracked. Through assessment, lessons learnt may be used to guide the industry towards desirable outcomes. Therefore, the Roads Policy should include the following:

- Enhancing cooperation amongst all spheres of government to steer relevant industries towards more holistic, pertinent and responsible practice.
- The design and development of measurement and reporting based tools for the easy identification of problem areas and potential solutions.
- A monitoring, evaluation and reporting tool that:
  - Robustly and comprehensively monitors and evaluates investments in infrastructure, and its social, economic and environmental impact.
  - Robustly and comprehensively monitors and evaluates investments and designs for integrated transport systems across the country, and its social, economic and environmental impact.
  - Accounts for all sector variables, such as actual economic and sector growth in the transport sector, thus enabling energy usage data to be normalised against representative data, which describes the sector activity over time.
4 FRAMEWORK FOR A ROADS POLICY

4.1 VISION

The vision of the DoT is:

‘Transport, the Heartbeat of Economic Growth and Social Development!’

The strategic goals of the DoT’s Road Transport Programme are as follows:

- An efficient and integrated infrastructure network that serves as a catalyst for social and economic development.
- A Transport Sector that is safe and secure.

The vision for the Roads Policy for South Africa is:

‘to allow the development and management of a road network that is safe for all its users, well-maintained and serves as a catalyst for social and economic development.’

4.2 GOAL

The goal of the Roads Policy for South Africa is to provide an equitable access to a safe, well managed, sustainable road network.
4.3 OBJECTIVES

The Roads Policy for South Africa is to provide an over-arching policy across all spheres of government in terms of Roads Infrastructure, Road Safety and NMT in line with national developmental priorities:

- Role clarification in terms of responsibilities, applicability and scope for the various role-players
- Determine funding options in the road infrastructure investments, road safety and NMT sectors
- Provide policy certainty with a clear and concise regulatory framework for roads management
- Maximize jobs creation and skills development
- Integration of NMT as a recognized mode of transport
- Directives for monitoring, evaluation and reporting in the roads management environment
The mobility of people and goods is dependent on the efficient use of existing road infrastructure and the modernisation and expansion of road infrastructure to meet the future demand for transport services efficiently and cost-effectively. Adequate road infrastructure is a fundamental precondition for transport systems and one key component in ensuring social well-being.

Institutional relationships, the roles and responsibilities that result from these, and the technical skills required to perform these roles, have a significant impact on the way in which roads are managed in South Africa. In addition, employment creation is a national priority of Government and the roads sector is committed towards achieving this goal.

Road users are reliant on a safe and efficient road network. The marginalisation of rural communities due to the state of access roads must be taking into consideration with the development and maintenance of roads. Public transport users using buses and taxis are also reliant on a sound road network and the implementation of the Public Transport Strategy also requires roads to be developed and maintained to further the use of public transport. Freight is a major economic contributor to the South Africa economy and requires an efficient transport system.

5.1 INSTITUTIONAL RELATIONSHIPS

The intent of the Roads Policy is to create an environment where institutional relationships are clearly defined and the roles and responsibilities of each authority are unambiguous. It is also expected that municipalities play a greater role in roads delivery in line with their constitutional mandates. However, a coordinated approach is required in order to assist dysfunctional and non-performing municipalities and
Road Authorities to fulfil their mandates. Planning for devolution has to take place within a defined medium to long-term framework. A performance-based approach to roads management is also introduced, aligned with National Treasury’s (NT) requirements and in support of sustainability goals of monitoring and evaluation.

### 5.1.1 Policy Statements For Improved Institutional Relationships

**Policy Statement 1.** The DoT and Road Authorities undertake to complete the functional classification of roads as a matter of priority.

- a) The DoT in partnership with Provincial Road Authorities will continue to support Local Government Road Authorities as they complete the RISFSA road reclassification process according to the Road Classification and Access Control Manual (TRH26).

**Policy Statement 2.** The DoT will ensure that the roles and responsibilities of the various Road Authorities and other relevant institutions are clear and unambiguous.

- a) The DoT, with the assistance of the Provinces and Local Government, will review the existing Strategic Road Network as identified in the Road Network Incorporation Report and consider the following: changes to the function of certain roads, inclusion of strategic national and provincial public transport routes and interchange opportunities, changes to significant SADC road corridors and inclusion of regional routes providing economic and social connections within provinces.

- b) As part of this process the Roads Needs Study, which was completed in the 1980s, must also be considered.

**Policy Statement 3.** Current legislation defines national roads as roads that are defined and declared as such; provincial roads are roads that are defined and declared as such and all other remaining roads are municipal streets. The DoT, in partnership with Road Authorities, will assign roles and responsibilities as set out in in Table 1.

- a) All un-proclaimed roads must be assigned to either Local Authorities or to Provinces depending on the functional classification and road significance until un-proclaimed roads are eventually reduced and eliminated.

- b) Provinces will eventually be responsible for provincial roads, local authorities will be responsible for local roads and streets, whilst SANRAL will be responsible for the National Strategic Road Network, some of the Primary Road Network and the approach routes to border posts and ports.

- c) The devolution of roads from authority to authority must be undertaken only when the recipient authority has sufficient capacity and expertise to fulfil the mandate. Devolution to SANRAL will be undertaken in accordance with the stipulations of the SANRAL Act. Without a proper technical assessment and motivation being received from the relevant provincial Premier, the Department shall not support the transfer of Provincial Road Networks to SANRAL.

- d) The planning for devolution of roads must target a medium to long-term framework and not aim to address short-term unrealistic expectations. However, where it is deemed a priority, these roads should be devolved.
Figure 1: Current and Proposed Roles and Responsibilities for Roads and Streets

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

Policy Statement 4. The DoT will introduce performance management in the roads sector.

a) The DoT will develop a Performance Management Framework with minimum road service standards, Key Performance Indicators (KPIs), benchmark levels and appropriate targets for the various types of Road Authorities, aligned with current norms and standards and the KPIs adopted by the Department of Planning, Monitoring and Evaluation.

b) The various types of Road Authorities will develop their own Performance Management Plan, implement it and monitor their performance in road service delivery.

Policy Statement 5. The DoT will ensure that the devolution of roads is planned for and undertaken in a sustainable manner.

a) The devolution of roads must be planned for, budgeted for and implemented in line with local and regional development initiatives.

b) Where devolution is opposed by one authority, the authorities will act in accordance with the principles of cooperative governance. Existing legislative processes and recourse to resolve issues must only be undertaken as a last resort.
Policy Statement 6. All Road Authorities will act in accordance with and promote cooperative governance between the various spheres of government responsible for roads management.

a) An approach of integrated planning and stakeholder consultation must be applied to national and provincial roads traversing local authorities. Roads master planning for these roads must be aligned with local authority planning.

b) In the event that provincial and national roads planning cannot be aligned with local authority planning, the higher-order Road Authorities roads planning will prevail, subject to the application of existing regulatory processes.

c) In an attempt to coordinate activities amongst Road Authorities and in order to enable effective maintenance and coordination, the principles of cooperative governance must be applied.

d) An Integrated Roads Planning Committee must be established at provincial level to coordinate roads planning, upgrades maintenance, programming and funding cycles and to integrate roads, public transport and NMT upgrades and maintenance in the provinces.

Policy Statement 7. The DoT and Road Authorities will undertake roads service delivery through either roads departments at provincial governments or local authorities or through roads service delivery entities or agencies.

a) The DoT will support Road Authorities if they decide to implement service delivery agencies or to fulfill their road service delivery mandate within the structures of a provincial or local authority roads department.

b) Road Authorities must, where required, investigate local, context-specific road maintenance service delivery models, where an alternative approach is required to improve roads service delivery.

5.2 MANAGEMENT OF ROADS INFRASTRUCTURE

In order to address challenges experienced in managing roads infrastructure the relevant authorities must have a single, consistent approach to manage all roads and streets in the country. It is also necessary for Road Authorities to be 'informed clients', displaying technical excellence.

In support of a sustainable approach to the management of roads infrastructure, integrated planning must be the norm for transport, land use, engineering services and human settlement development (including social housing). An approach to sustainability must be applied in the management, construction and maintenance of roads.

It is also necessary for the DoT, in partnership with the Department of Corporative Governance and Traditional Affairs (COGTA), to provide ongoing technical support and assistance to local authorities. The DoT will also take responsibility for the research, updating, ratification, warehousing, awareness and distribution of road infrastructure technical guidelines to users, within both Government and the private sector.

The Railway Safety Regulator (RSR), Transnet, Passenger Rail Agency of South Africa (PRASA) and Road Authorities must apply integrated planning and coordination at the level crossing road and rail interface in an attempt to improve the management of rail level crossings in South Africa and minimise the horrific crashes that can occur at these locations.
5.2.1 Policy Statements on the Management of Roads Infrastructure

Policy Statement 8. The DoT and all Road Authorities promote compliance with COTO technical policies and standards.

a) All Road Authorities comply with the COTO standards and norms for road planning, design, construction and maintenance, as well as the operational management of the roads, which is included as part of the Technical Recommendations for Highway (TRH) and Technical Methods for Highways (TMH) suite of documents, as well as those that might be developed thereafter.

b) Where required, current road design guidelines should be reviewed and updated in support of Transit Orientated Developments (TOD), public transport needs, universal access requirements and NMT goals.

c) Road Authorities might also develop their own technical specifications, where required and where the expertise exists, which are aligned to these national guidelines.

d) The RCB is mandated by COTO to review and officially approve all technical manuals, norms and guidelines, including the endorsing of any relevant industry produced guidelines, at a technical level. Thereafter, the DoT publishes and releases these technical manuals, norms and guidelines, except those documents that were developed by the industry.

e) The DoT assumes responsibility for the development of a web-based data management support system for the processing, management and warehousing of RAMS data.

f) Road users experience the same road standards throughout South Africa through the uniform application of COTO technical policies and standards.

Policy Statement 9. All Road Authorities apply Road Asset Management principles within the roads sector.

Roads are to be maintained based on asset preservation and sound asset management principles (TMH22).

SANRAL will maintain the Strategic Road Network at a desired level of quality to ensure that the various developmental needs (social and economic) of the country are met.

a) A certain level of mobility is maintained on the Strategic Road Network, with due consideration for the accessibility requirements of local communities. In these instances the recommendations contained in the TRH26: Road Access Guidelines, or any other approved local access management plan will apply. In some areas, this will require the investigation of by-passes around town centres to maintain a certain level of mobility, based on sound economic and social feasibility assessments. In the absence of by-passes local authorities must ensure that the agreed level of mobility is maintained.

b) Regular maintenance of roads forming part of the Strategic Road Network must be undertaken to maintain the road network at an acceptable condition.

c) No more than 5%-10% of the road networks should at any point be indicated as in a 'poor' or 'very poor' condition using the VCI as an indicator of network performance.
Policy Statement 10. All Road Authorities will maintain roads and streets under their jurisdiction at an acceptable level.

a) Road Authorities must undertake regular road maintenance to ensure roads and streets are maintained at an acceptable level.

b) As it is not economically feasible to maintain all roads and streets at the same level as the VCI of the higher-order network, a minimum target must be developed for roads and streets that do not form part of the Strategic Road Network.

Policy Statement 11. All Road Authorities maintain the integrity of the road network and the road reserve.

a) All authorities strive to maintain the integrity of the road reserve in order to ensure that future network development is not compromised, and that services can be located and accessed appropriately.

b) Roads master planning must be undertaken as part of an integrated transport and land use planning process. Roads masterplans must be included in Integrated Transport Plans (ITP) of Planning Authorities and approved as part of the approval of the ITP.

c) Authorities must act timeously to avoid formal or informal settlement within road reserves.

d) Authorities must liaise with tribal authorities where relevant to ensure that road reserves and alignments are protected and to avoid formal/ informal settlement of potential road reserves in tribally owned land/ community-owned land.

e) Services installed in a road reserve must be installed with the approval of the local authority, in the form of a wayleave. The DoT’s directives for trenching and ducting in the roads and the road reserve in the form of TRH27 - South African Manual for Permitting Services in Road Reserves must be applied. This includes the rollout of Information and Communications Technology (ICT) Infrastructure.

f) The DoT must liaise with other authorities and ensure that regulatory frameworks dealing with the installation of utilities and services in the road reserves do not compromise the roads sector’s ability to appropriately manage road reserves.

g) Technology is used to improve the operational management of the roads environment and for law enforcement.

h) Level crossings are managed jointly between Road Authorities (outside of the rail reserve), the Railway Safety Regulator (RSR), the Passenger Rail Agency of South Africa (PRASA), and Transnet Freight Rail (TFR), where applicable, in accordance with the safety recommendations of the Railway Safety Regulator, regulations of the National Road Traffic Act and the South African Road Traffic Signs Manual.

i) A strategic abnormal load road network must be identified, declared and managed in accordance with the stipulations of TRH11 - Dimensional and Mass Limitations and other requirements for Abnormal Load Vehicles.

Policy Statement 12. All Road Authorities promote the integration of roads with land use and developmental objectives.