

Part ONE : The South African 2006 Context.

This Road Safety Strategy is firmly rooted in four contextual fundamentals:

- a) the Millennium Development Goals as set out by the Ministers of Transport in Africa and approved by the Heads of State for adoption by the United Nations, in the quest to halve poverty in Africa by 2015.
- b) A need for the reduction of unnatural causes of death in South Africa.
- c) The contribution by Road Safety and Road Traffic Management to the Accelerated and Shared Growth for South Africa (ASGISA).
- d) Providing an enabling environment for a successful 2010 FIFA World Cup tournament, and fulfilling undertakings specified in the bid process.

A The Millennium Development Goals

In April 2006, the African Ministers of Transport in Africa met in Addis Ababa, Ethiopia for the African Union Conference, wherein they committed themselves to delivering the Millennium Development Goals (MDGs) for the transport sector. These were developed and aligned to the United Nations requirements to halve poverty in Africa by 2015.

The targets adopted by the Conference included the following:

- a) Rural access and urban mobility improved and cost reduced to eliminate constraints on the time, to enable all children to participate in education – to be delivered by 2015.
- b) Emergency transport response for medical emergency and catastrophe in rural communities to be improved through community communication facilities being linked to improved transport services by 2015.
- c) Ensure that the transport sector ceases to be an agent for the spread of HIV/AIDS by 2010.
- d) Reduce by half the rate of accident fatalities arising from road and other transport by 2014.
- e) Improve access to employment and essential services for urban and rural residents by improving mobility.
- f) Promote environmental sustainability in all transport operations and development programs by 2015.
- g) Improved access to global markets for landlocked and transit countries and a reduction in transport costs by 50% by 2015.
- h) Dismantle all physical and non-physical transport barriers that increase journey time and flow of goods (customs clearance and border delay), by 2015.

- i) Harmonise standards in respect to axle load limits and other technical standards and infrastructure by 2015.

The above targets can be classified into six main categories, two of which are extremely relevant to this strategy:

- **Halving of road crashes by 2015**
- **Improved Traffic Law Enforcement.**

The other categories are: Access to transport issues, reduction of barriers to free trade and movement of people, reduction in cost of doing business, as well as transport and the environment and health.

B. Reduction of Unnatural Causes of Death

The top twenty single underlying causes of death in South Africa are shown below from Initial Burden of Disease estimates for South Africa, 2000. (Medical Research Council). The tables show the ranking for persons, males and females. The largest single cause of death is HIV/AIDS accounting for 165,859 (30%) deaths. This is at least five times greater than the next largest single cause of death. Ischaemic heart disease, homicide/violence and stroke are next in the ranking each accounting for almost 6% of deaths. Males have higher proportions of deaths due to homicide/violence, tuberculosis and road traffic accidents than females. Females have higher proportions of deaths due to HIV/AIDS, stroke, hypertensive heart diseases and diabetes mellitus.

Road Crashes come between sixth and tenth in all categories. This is about the same status as crashes in most of the developing countries of the world. The World Bank estimates that by 2020, should nothing effective be done, road crashes will rise to second place as an unnatural cause of death.

Numbers of deaths by cause for persons, males and females, South Africa 2000

Persons			Males			Females		
Rank	Cause of death	Deaths	Rank	Cause of death	Deaths	Rank	Cause of death	Deaths
1	HIV/AIDS	165859	1	HIV/AIDS	80089	1	HIV/AIDS	85770
2	Ischaemic heart disease	32919	2	Homicide/violence	27134	2	Stroke	18184
3	Homicide/violence	32485	3	Tuberculosis	19806	3	Ischaemic heart disease	14539
4	Stroke	32114	4	Ischaemic heart disease	18380	4	Lower respiratory infections	10430
5	Tuberculosis	29553	5	Stroke	13930	5	Tuberculosis	9748
6	Lower respiratory infections	22097	6	Road traffic accidents	13076	6	Hypertensive heart disease	9458
7	Road traffic accidents	18446	7	Lower respiratory infections	11667	7	Diabetes mellitus	8081
8	Diarrhoeal diseases	15910	8	Diarrhoeal diseases	8150	8	Diarrhoeal	7761

						diseases	
9	Hypertensive heart disease	14233	9	Chronic obstructive pulmonary disease	8102	9	Low birth weight
10	Diabetes mellitus	13157	10	Low birth weight	6449	10	Road traffic accidents
11	Chronic obstructive pulmonary disease	12473	11	Trachea/bronchi/lung cancer	5085	11	Homicide/violence
12	Low birth weight	11876	12	Diabetes mellitus	5076	12	Chronic obstructive pulmonary disease
13	Nephritis/nephrosis	7225	13	Suicide	4866	13	Nephritis/nephrosis
14	Trachea/bronchi/lung cancer	7173	14	Hypertensive heart disease	4774	14	Cervix cancer
15	Asthma	6987	15	Oesophageal cancer	3886	15	Asthma
16	Suicide	6370	16	Asthma	3760	16	Septicaemia
17	Septicaemia	6047	17	Nephritis/nephrosis	3720	17	Breast cancer
18	Oesophageal cancer	5803	18	Cirrhosis of liver	3704	18	Inflammatory heart disease
19	Cirrhosis of liver	5672	19	Protein-energy malnutrition	3039	19	Protein-energy malnutrition
20	Protein-energy malnutrition	5511	20	Septicaemia	2990	20	Trachea/bronchi/lung cancer
	All causes	556585		All causes	303081		All causes
							253504

C. The contribution by Road Safety and Road Traffic Management to the Accelerated and Shared Growth Initiative for South Africa (ASGISA).

The estimated cost of the impact of deaths and injuries sustained as a result of road accidents is R43 billion. If there can be halving of the accidents by 2015, this figure will automatically reduce to the same proportion of the accidents. To this end, halving the accidents by 2015 will create positive contribution to the economy to the equivalent amount. This strategy is therefore aimed at changing this situation around on an incremental basis and providing realistic targets, which will get South Africa to the Africa target by 2015.

Also critical in the positive contribution to ASGISA by Transport is the reduction of fraud and corruption which is currently costing the economy an estimated R14 billion (Business Against Crime Report).

The creation of employment in the road traffic industry is projected, moreover that some hundreds of students already hold road traffic qualifications and can ease the burden of having to be trained.

D. Providing an enabling environment for a successful 2010 FIFA World Cup Tournament

It is imperative that South Africa takes drastic steps to improve the levels of road safety by the FIFA 2010 World Cup. This event will bring the country into prominence, and a comprehensive, effective road safety strategy will remain in place after the event, to leave a lasting legacy for the country.

To ensure a proper implementation of the program that is designed to enable a successful World Cup it is necessary, to capacitate the Strategy financially as well as other resources to ensure speedy and measurable delivery for this purpose.

In this context, it is necessary that road traffic management and road safety initiatives must commence in earnest now with the intention to review performance bi-annually leading up to 2010. These reviews are intended to measure progress, which will assist South Africa to determine with reasonable certainty whether South Africa will provide an enabling environment for a successful 2010 FIFA World Cup Tournament.

E Emphasis on Public Transport

The Strategy prioritizes public transport as the key Government initiative, and as such must, respond to the three main programmes of public transport being:

- a) Taxi Recapitalisation
- b) Bus Contract Restructuring
- c) Scholar Transportation

In the main, these priorities have been focused on because that they provide access to the majority of the population.

The 2003 National Household Travel Survey (NHTS) showed that 74% of all households lack access to a car and are hence dependent on public transport and walking. If these 9 million households are to have a meaningful stake in South African society and its economy, then public transport is going to have to move them efficiently to and from opportunities and activities, both day and night – in metropolitan, urban and rural areas.

Even in the six metropolitan areas 2.3 million workers (49% of workers) use public transport compared to the 1.85 million workers (39.5%) who use a car. Currently nearly 50% of South African households use public transport to access police stations and municipal offices. 40% of households use public transport to access medical services and post offices. 55% of households use public transport to access welfare offices and 64% use public transport to access shops.

The key NHTS findings in relation to public transport usage and satisfaction levels include:

- 3.85 million workers use public transport. 3.15 million workers use cars

- 64% of workers who use public transport use a taxi, 22% use a bus and 15% use a train
- 67% of taxi users are dissatisfied with safety (including 78% of metropolitan taxi users). 64% are unhappy with facilities at ranks and 60% are unhappy with the roadworthiness of taxis

The phasing of the strategy must, as a matter of necessity, respond specifically to these programmes whilst rolling out other initiatives addressing the total vehicle population requirements in South Africa. The remainder of the strategy therefore seeks to address road freight, private car usage, dangerous goods, cycling and pedestrians. The environmental and security requirements of both passengers as well as freight are built in as an inherent requirement of the strategy.

With regards to public transport, the reality on the ground seems to indicate weaknesses, which result in low utilization of public transport. These weaknesses impact negatively on traffic law enforcement. Some of the weaknesses are as follows:

- operator-driven routes as opposed to a publicly-planned and managed integrated networks;
- poor safety and security is enforcement;
- township and rural road infrastructure is still poor;
- very little road infrastructure allocating priority space to public transport, walking and cycling; and
- lack of or poor public transport facilities.

The current level of lawlessness on the road is unacceptably high, for example, 97% of back seat passengers do not wear seatbelts; 30% of trucks have at least one tyre that is smooth or damaged; 4,3% of drivers use their vehicles whilst under the influence of alcohol and almost 20% of minibus taxi drivers drive without valid professional driving permits. These levels must be reduced, which can only be achieved through more effective enforcement.

Given the abovementioned context, the National Road Safety Strategy in relation to public transport is as follows:

- Providing for an extra capacity of Traffic Officers to enforce the safety standards of the Taxi Recapitalisation Program.
- Providing for the Auditing of the Vehicle Testing Centres that will service the Taxi Recap Program and maintaining these stations at acceptable levels of compliance and free from corruption.
- Providing a proper monitoring and enforcement of the permit system including Professional Driving Permits.

- Providing proper enforcement of the routes as designated by the permit system.
- Providing law enforcement for the safety and environmental standards of public buses particularly those funded for public transport purposes.
- For scholar transport, providing law enforcement as well as technical support to the Department of Education in the management of safety standards.
- Providing training and capacity development to support the industry.

To the extent that the strategy prioritizes delivery of safe and reliable public transport, there will be an evaluation of progress on an annual basis leading up to 2010 beyond.

F. ROAD TRAFFIC MANAGEMENT CORPORATION (RTMC)

With regards to the effectiveness of the strategy, it is necessary to eliminate duplications of roles and to fully capacitate the Road traffic Management Corporation (the RTMC). To this end, the transfer of the remaining functions of road traffic management to the RTMC is necessary.

The Road Traffic Management Corporation Act No 20 of 1999 provides for the establishment of Road Traffic Management Corporation (RTMC) as a partnership between national, provincial and local spheres of government. The RTMC is a public entity in terms of Schedule 3A and Public Finance Management Act (PFMA) will apply.

Recognising the importance of the regulation of public transport and road traffic to the development, safety and quality of life of all South Africans, the purpose for which the RTMC was established is:

- To enhance the overall quality of road traffic management and service provision;
- To strengthen the cooperation and coordination between the national, provincial and local spheres of government in the management of road traffic;
- To maximize the effectiveness of provincial and local government efforts particularly in road traffic law enforcement;
- To create business opportunities, particularly for the previously disadvantaged sectors, to supplement public sector capacity;
- To guide and sustain the expansion of private sector investment in road traffic management;

The transfer of functions from the current powers and structures requires a planned and orderly phased approach. The full assimilation of functions by

the RTMC requires that financial, administrative and other systems and resources be in place and operating efficiently. An important principle to be applied in transferring functions to the RTMC is that an improved quality of performance of the function should be a requirement. It should not be a case of "business as usual". The Department of Transport's **Road To Safety Strategy** identified clusters of projects necessary for the enhancement of road traffic safety. Many of these projects are vitally important to establishing the foundation of the RTMC. This first business plan identifies those activities necessary to activate the RTMC and identifies projects for which the RTMC can assume responsibility as a starting point.

The overriding aim of the Road Traffic Management Corporation (RTMC) is to overcome the current fragmentation of traffic management functions across hundreds of provincial and local jurisdictions, and to bring a new professional coherence and improved morale into the entire system.

The status quo of the road traffic management matters prescribe the following needs (as a vehicle to address the current setup) to:

- (i) enhance the overall quality of road traffic and, in particular, to promote safety, security, order, discipline and mobility on the roads, and to protect road infrastructure and the environment through the adoption of innovative road traffic practices and technology;
- (ii) define and strengthen co-operation and co-ordination between the national, provincial and local spheres of government in support of their respective road traffic strategic planning, regulation, facilitation and enforcement;
- (iii) regulate and maximize the constructive role of provincial authorities and local government bodies in support of enhanced road traffic service provision and in particular, road traffic law enforcement;
- (iv) guide and sustain the transition, where appropriate, towards the phasing out of public funding and the concomitant expansion of private investment in road traffic.

The remaining functional areas should be transferred in order for it to be in a position to co-ordinate and properly regulate the whole road traffic environment. The following functional areas need to be transferred:

- Road Traffic Law Enforcement;
- Testing and licensing of drivers;
- Vehicle registration and licensing;
- Vehicle road worthiness testing; and

- Administrative Adjudication of Road Traffic Offences.

Other functional areas may be created as needs arise, providing that the minimum requirements of the above areas have been achieved.

This will firstly assist with the full capacitation of the RTMC to fully define its mandate but importantly capacitate the RTMC fully to effectively address the challenges in the road traffic management fraternity.

To this end, the RTMC will provide for improved law enforcement On National Roads. This capacity will relieve the provinces and local authorities from National Roads and unlock Provincial capacity for full utilization in other areas of traffic management.

The financial and social impact of road accidents demand that a new culture with new values and ethos be introduced to traffic law enforcement. This requires that the traffic law enforcement must be properly trained in the work they do, trained in the utilization of technologies to assist in improving the quality of investigations and enforcement. A new culture is required to change the public perception of traffic law enforcement and traffic management from enforcement along roads, to the vehicle testing stations, the driving licensing centers and the vehicle licensing stations.

Part TWO : Targets

It is easy to set targets for **outputs** eg. number of road blocks, intensified law enforcement exercises, number of advertisements flighted, number of patrol vehicles or officers on the road.

It is more difficult to set **outcomes** – ie a reduction in the number of people killed or maimed on our roads, as there are many agencies involved in the various functions. A reduction of 10% per annum should be possible to achieve if we adopt a “back to basics” approach.

International practice indicates that heavy and visible enforcement (an increase of 4 – 5 fold), backed up by emotive, stirring advertising together with comprehensive public relations activities has the fastest effect, and in a period of only eight weeks a reduction may be seen. For this reason heavy enforcement projects, supported by PR and advertising would have the fastest effect and needs to be implemented immediately, during 2006.

Added to this, our reporting procedures need to be improved by the introduction of the National Accident Bureau. Presently only fatal crashes are accurately reported and analysed, and this is insufficient from an analysis, research and planning point of view. The Medical Research Council estimates that more than 18,000 fatalities occur on our roads each year, and our figure is in the region of 14,000. This disparity must be investigated.

A 10% annual reduction in crashes would lead to the following savings: 40,235 lives, as well as 20,000 permanently disabling injuries.

Year	Lives lost	Annual saving of lives	Cumulative saving of lives
2006	More than 14,000		
2007	12,600	1,400	1,400
2008	11,340	1,260	2,660
2009	10,206	1,134	3,794
2010	9,186	1,020	4,814
2011	8,268	918	5,732
2012	7,441	827	6,559
2013	6,697	744	7,303
2014	6,027	670	7,973
Total 8 yrs			40,235

In terms of undertakings by African Ministers of Transport at the Addis Ababa Summit in April 2006, we need to halve transport related fatalities by 2014. This is the target against which we have measured all our activities, and which this strategy aims to achieve.

Secondary goals from the summit include improved rural and urban mobility, improved community communication in respect to emergency response times, improved access to employment and essential services and promotion of environmental sustainability, as well as standardization of axle loads and similar requirements, and dismantling of barriers to journeytime and transport of goods, as well as cost reductions.

Traffic Offence Rates

In the order of 95% of road traffic accidents happen as a direct result of one or more traffic offences. Over the past few years, independent traffic offence surveys were conducted to determine the general level of lawlessness with regard to the most critical offences. The results of the 2005 survey are shown in the table below, together with the target rates to be achieved by **2010**.

Offence	Current Rate	Target Rate
Speed % of drivers exceeding the speed limit	17%	5%
Alcohol % of drivers exceeding the legal limit	4,3%	0,4%
Barrier Line % of offences per hour per barrier line	0,9%	0,1%
Traffic Signals % of red phase offences	28%	5%
Seat Belts % of vehicle occupants not wearing seatbelts	Drivers: 17% Front Passengers: 36% Rear Passengers: 97%	Drivers: 5% Front Passengers: 5% Rear Passengers: 10%
Driving Licence % of drivers not holding legal licence	2,3%	1%
Professional Driving permit % of drivers not holding valid permit*	15,6%	1%
Vehicle Types	21,3%	2,5%

% of vehicles with defective tyres*		
Vehicle Lights	3,5%	1%
% of vehicles with defective lights*		

- **Note:** *There will be a zero tolerance approach to public transport and heavy vehicles for these offences.*

Critical Indicators

Critical Indicators to achieve these targets will therefore be:

- Reduction in number of crashes, measured in number of deaths per 100,000 kilometres travelled, on 88 identified hazardous locations

Province	Present rate (2006) of fatal crashes per 100,000 kms	Target rates by 2014 (50% reduction by 2014 – reduction of 10% per annum)
Gauteng	466	233
KwaZulu Natal	523	261
Western Cape	328	164
Eastern Cape	593	297
Free State	158	79
Mpumalanga	332	167
North West	172	86
Limpopo	148	74
Western Cape	62	31

- Reduction in the number of fatalities and serious injuries throughout South Africa. MDG target – halve by 2014, ie 10% reduction per annum.
- Improved deployment of traffic personnel, particularly in hazardous locations – where the highest concentration of crashes take place.
- Deployment of technology to increase performance rates of officers and encourage compliance.
- Improvement of reporting procedures, from 60% for all crashes to 100% by 2008. Serialised forms distributed to 1200 police stations in year 1 (2006/07).
- Improved levels of compliance to road rules by at least 10% annum, measured in the Annual Offence Survey.
- More drivers and vehicles legally registered and licensed, to ensure compliance rate of 95% by 2010.
- Decrease in the number of un-roadworthy and unlicensed vehicles to ensure 95% compliance by 2010.

- Compliance with standards as specified in the National Land Transport Transition Act for recapitalised and existing taxi fleets through the high level of traffic checks by enforcement officers. Officers to check licences, lights, brakes and tyres as well as for substance abuse. Project e-force (pocket computers) is the driving element in this area. The target is specified under the 10% increase in compliance, measured through the Annual Offence Survey.
- Reduction in rate of pedestrian deaths by 5% per annum, with a target of 25% of total fatalities by 2010 and 15% by 2014.

Indicator	% Rate reduction	Annual reduction	Target
Number of deaths per 100,000 vehicle kilometres travelled	50%	10%	Half present rate by 2014
Number of fatalities and serious injuries	50%		Half present rate by 2014 – Less than 7000 deaths per annum
Improved deployment of traffic officers			
Use of technology to support enforcement activities			
Improved reporting procedures for crashes			100% reporting by end of 2008/09 financial year
Improved levels of compliance measured against Annual Offence Survey.		10% improved compliance	
Improvement in number of legal drivers and vehicles.			95% compliance by 2010
Decrease in number of unregistered and unlicensed vehicles.			95% compliance by 2010
Standards for public transport vehicles		10% improved compliance	
Pedestrian deaths		5% reduction in rates annually	25% of total fatalities by 2010, and 15% by 2014.