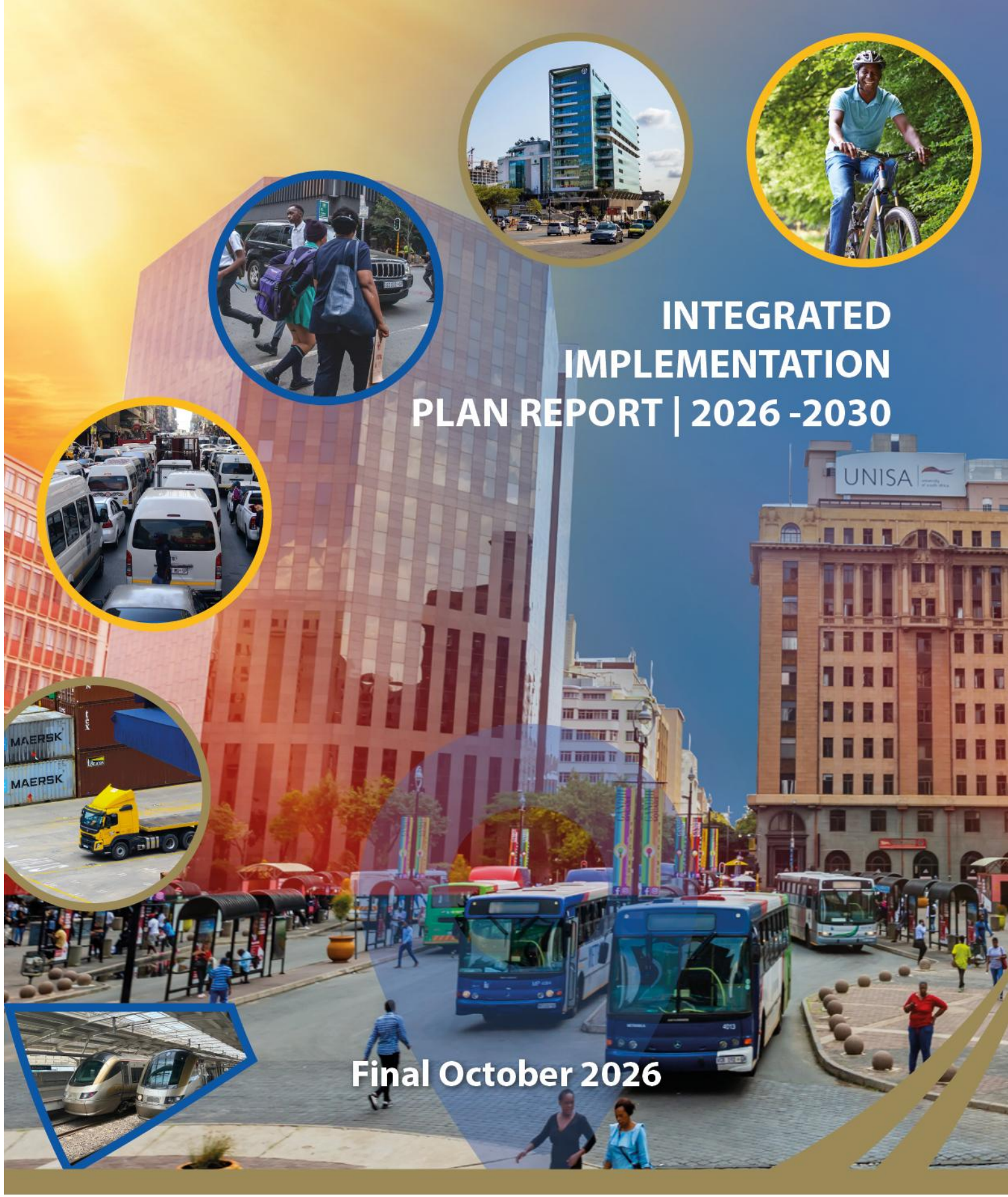


INTEGRATED IMPLEMENTATION PLAN REPORT | 2026 -2030

Final October 2026

GAUTENG
PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

Gauteng Transport Authority
ACCESS GAUTENG



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ABBREVIATIONS, TERMINOLOGIES AND DEFINITIONS

ABBREVIATIONS/ TERMINOLOGIES	DEFINITIONS
1LM	First- and-last-mile
4IR	Fourth Industrial Revolution
ABT	Account Based Ticketing
ACSA	Airports Company of South Africa
AGSA	Auditor General of South Africa
BBBEE	Broad-Based Black Economic Empowerment
BOCA	Bus Operating Company Agreement
BOCs	Bus Operating Companies
BRT	Bus Rapid Transit
Choice User	Transport user able to make a modal choice between private and public transport
CNG	Compressed Natural Gas
CoE	City of Ekurhuleni
COGTA	Department of Cooperative Governance and Traditional Affairs
CoJ	City of Johannesburg
CoT	City of Tshwane
DORA	Division of Revenue Act
DPME	Department of Planning, Monitoring and Evaluation
EASI	Enable, Avoid, Shift, Improve
EMUs	Electric Multiple Units
GCR	Gauteng City Region
GDE	Gauteng Department of Education
GDEnv	Gauteng Department of Environment
GDeG	Gauteng Department of e-Government
GDHS	Gauteng Department of Human Settlements
GDRT	Gauteng Department of Roads and Transport
GEDA	Gauteng Economic Development Agency
GGLTO	Greater Gauteng Learner Transport Organisation
GHG	Greenhouse gas
GMA	Gautrain Management Agency

ABBREVIATIONS/ TERMINOLOGIES	DEFINITIONS
GPRE	Gauteng Provincial Regulatory Entity
I&AP	Interested and Affected Party
IDP	Integrated Development Plan
IIP	Integrated Implementation Plan
IPC	Intermodal Planning Committee
ITPs/CITPs	Integrated Transport Plans/Comprehensive Integrated Transport Plans
ITS	Intelligent Transport Systems
ITMP25	25-year Integrated Transport Master Plan for Gauteng
IPTN	Integrated Public Transport Network
IRPTN	Integrated Rapid Public Transport Networks
KPIs	Key Performance Indicators
LCAM	Lifecycle Asset Management
LM	Local Municipality
LUTI	Land Use Transport Integration
M&E	Monitoring & Evaluation
MaaS	Mobility-as-a-Service
MBTs	Minibus Taxis
MEAL	Monitoring, Evaluation, Accountability and Learning
MEC	Member of the Executive Council
MFMA	Municipal Finance Management Act
MIG	Municipal Infrastructure Grant
MTEF	Medium-Term Expenditure Framework
MTI	Metered Taxi Industry
NATMAP	National Transport Master Plan 2050
NDoT	National Department of Transport
NDP	National Development Plan
NLTA	National Land Transport Act of 2009
NLTSF	National Land Transport Strategic Framework 2023-2028
NMT	Non-Motorised Transport
NPTR	National Public Transport Regulator
PFMA	Public Finance Management Act
PLTF	Gauteng Provincial Land Transport Framework 2023-2027

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ABBREVIATIONS/ TERMINOLOGIES	DEFINITIONS
PPP	Public Private partnerships
PRASA	Passenger Rail Agency of South Africa
PrDPs	Professional Driving Permits
PRE	Provincial Regulatory Entity
PRMG	Provincial Roads Maintenance Grant
PT	Public Transport
PTAs	Public Transport Authorities
PTIC	Public Transport Integration Committee
PTLUIC	Provincial Transport and Land-use Integration Committee
PTNG	Public Transport Network Grant
RFI	Requests for Information
RFP	Requests for Proposals
ROW	Right-of-Way
RRT	Regional Rapid Transit
RTMC	Road Traffic Management Corporation
SALGA	South African Local Government Association
SANRAL	South African National Roads Agency Limited
SAPS	South African Police Service
SCM	Supply Chain Management
SDFs	Spatial Development Frameworks
SEZs	Special Economic Zones
SLAs	Service Level Agreements
SMMEs	Small, Medium, and Micro Enterprises
SOEs	State-Owned Entities
SPLUMA	Spatial Planning and Land Use Management Act of 2013
SPTN	Strategic Public Transport Network
STP	Strategic Transport Plan
TAG	Transport Authority for Gauteng
TAG Act	Gauteng Transport Authority Act 2 of 2019
TDM	Travel Demand Management
TIA	Traffic Impact Assessment
TIIP	Transport Infrastructure Investment Programme
TISH	Townships, Informal Settlements and Hostels

ABBREVIATIONS/ TERMINOLOGIES	DEFINITIONS
TOCs	Taxi Operating Companies
TOD	Transit-Oriented Development
TRIM	Transnet Rail and Infrastructure Manager
TTWC	Transport Technical Working Committee
UA	Universal Access
UGT	Urban Guided Transit
USDG	Urban Settlements Development Grant
VOCs	Vehicle Operating Companies

A. INTRODUCTION

1. BACKGROUND

The establishment of the Transport Authority for Gauteng (TAG) was initiated in 2016 by the Gauteng Member of the Executive Council (MEC) for Roads and Transport, Dr Ismail Vadi, to create a formal entity to oversee integrated public transport systems in the province, culminating in the promulgation of the Gauteng Transport Authority Act 2 of 2019 (TAG Act).

TAG's role is to address the need for an integrated public transport system in Gauteng, ensuring the coordination and consolidation of transport functions across governmental organs. This aligns with the South African Constitution's requirement for cooperative governance between the three tiers of government to promote trust and collaboration in areas of shared interest.

TAG's overarching objectives are to:

- Develop an integrated transport system which contributes to environmental sustainability and social cohesion and promotes economic progress.
- Provide a well-functioning, effective, modern, integrated and safe public transport system for all users in the province.
- Integrate the development of transport infrastructure and services in Gauteng.
- Improve access to the transport system, including public passenger transport services, for all persons, particularly those with disabilities.
- Promote increased use of the public transport system.
- Promote increased use of cycling and walking as means of transport.
- Ensure value for money in public transport initiatives.

To achieve these objectives, TAG is responsible for **strategic transport and integrated planning** which encompasses:

- Promoting an accessible public transport network;
- Regulating fares, although this function may now rest with the Transport Economic Regulator after the coming into operation of the Economic Regulation of Transport Act 2024;
- Securing the provision of integrated, public transport services and necessary modern and safe infrastructure;
- Developing an integrated ticketing system and comprehensive information system, thus embracing digital mobility and opportunities offered by Fourth Industrial Revolution (4IR);
- Effectively managing traffic and transport demand;
- Developing and implementing a single public transport insignia;
- Collecting statistical data and information and conducting research on transport; and
- Fostering cooperation between public transport authorities, operators and various governmental entities.

TAG's core function is to harmonise all strategic planning related to public transport and transport infrastructure within the province. It is also responsible for the planning, coordination, optimisation, rationalisation, harmonisation and facilitation of public transport functions, authorities, systems and resources within Gauteng. By combining long-term strategic planning with actionable, focused and measurable initiatives, TAG aims to foster a well-functioning, inclusive, effective and efficient transport system for Gauteng.

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TAG is responsible for developing two key plans to guide Gauteng's transport future:

- Strategic Transport Plan (STP): A long-term framework for the integrated development of transport infrastructure and services, covering a period of 15 years, which was approved in 2025 by the MEC tasked with Roads and Transport.
- Integrated Implementation Plan (IIP): A five-year plan that translates the STP's objectives into actionable steps. The Act prescribes that the IIP be prepared as soon as practicable following approval of the STP.

2. PURPOSE OF THE INTEGRATED IMPLEMENTATION PLAN (IIP)

The IIP, mandated by section 8 of the TAG Act, is a five-year roadmap that translates the strategic objectives of the STP into actionable steps. The IIP comprises of the following:

- The key objectives and outputs to be pursued by the TAG over the period of the plan;
- Actions to be taken by the Authority to ensure the effective integration of public transport infrastructure over the period of the plan;
- An integrated service plan, identifying the key objectives and outputs to be pursued by the Authority in relation to the procurement of public passenger transport services over the period of the plan;
- The institutional actions and requirements within TAG's mandate to enable coordination, integration and effective delivery;
- The actions to be taken by the Authority to ensure the effective integration of public passenger transport services over the period of the plan;
- An infrastructure investment programme; and
- Such other matters as the Authority considers appropriate or as may be prescribed by the MEC.

The IIP has been developed in alignment with the statutory mandate, mission and objectives of TAG, as set out in the TAG Act and the policy direction established in the STP. Within the IIP period, TAG acts as the strategic coordinator and integrator, rather than a replacement for existing implementing authorities. Delivery responsibility remains with legally mandated authorities, while TAG provides system-wide oversight, strategic direction, facilitation and performance monitoring.

TAG is currently in a formation and institutional consolidation phase. As such, the initial focus of the IIP is on enabling, coordination and system establishment, rather than large-scale direct project execution. The implementation of new projects is therefore contingent on an appropriate enabling framework being in place.

Accordingly, where policies, regulations, standards, institutional arrangements, or strategies require amendment, alignment, or development to support implementation, these enabling steps must be prioritised and completed in advance. This sequencing is implicit in Section 7(2) of the TAG Act, which provides for strategic planning and system integration and Section 8(1), which requires that implementation planning give effect to the approved STP in a lawful and feasible manner. Failure to address these preconditions would expose the Province and TAG to legal, financial and operational risks and undermine the credibility of implementation.

The implementation vision of the TAG Five-Year IIP is to give practical effect to the STP by enabling and coordinating a transport system that is user-centred, integrated, sustainable and resilient, while remaining legally sound, institutionally feasible as well as fiscally responsible.

3. STAKEHOLDER CONSULTATION PROCESS

The TAG Act requires the TAG to promote alignment and coordination across spheres of government and transport institutions. Stakeholder engagement therefore forms a core component of the IIP preparation process, aimed at consolidating transport planning information, identifying implementation constraints and ensuring that the draft IIP reflects realistic operational and institutional conditions.

3.1 Approach to Stakeholder Engagement

Stakeholder engagement for the preparation of the draft IIP was undertaken as a structured continuation of the consultation process implemented during development of the STP. A comprehensive stakeholder database established during the STP phase was retained and updated to reflect organisational changes, additional entities identified during the implementation planning stage and revised contact details. This enabled continuity of participation and ensured that relevant planning authorities, operators and user structures were systematically engaged.

Engagements were conducted between October 2025 and March 2026 through a programme of bilateral meetings, small-group sessions and targeted consultations. The process covered:

- Metropolitan, district and local municipalities across Gauteng;
- Provincial and national government departments;
- State-Owned Entities (SOEs) responsible for rail, roads and aviation access infrastructure;
- Public transport operators and representative industry bodies;
- Commuter forums and knowledge platforms.

Meetings were primarily held virtually to facilitate participation and manage scheduling constraints. Where necessary in-person meetings were convened. Each engagement followed a standardised format that included a briefing on the legislative basis and purpose of the IIP, presentation of information requirements, and structured discussion of entity-specific priorities, operational realities and funding considerations.

Stakeholders were requested to submit transport information through a structured spreadsheet template covering infrastructure projects, public transport operations, planning studies, facilities inventories and funding status. This consistent data-collection methodology supported the development of a consolidated provincial transport baseline and facilitated identification of integration gaps and priority interventions.

All meetings were recorded and documented, with attendance registers and minutes maintained as part of the TAG project record system to ensure transparency and traceability of the engagement process.

The stakeholder engagement process was undertaken as an iterative consultation programme comprising an initial phase of bilateral stakeholder engagements, followed by a Strategic Key Role-Player Workshop on Version 0 (V0) of the Draft IIP, circulation of Version 0 for their review and written comment, targeted follow-up engagements with key stakeholder sectors where additional information was required, and a formal public consultation process on Version 1 (V1) of the Draft IIP.

3.1.1 Strategic Key Role-Player Workshop

Following the initial bilateral stakeholder engagements, a Strategic Key Role-Player Workshop was convened on 14 April 2026 to present Version 0 (V0) of the Draft IIP to representatives of municipalities, provincial and national government departments, SOEs, transport operators, commuter forums and other sector stakeholders.

The workshop was a key milestone in the preparation of the IIP allowing key role-players to review the draft implementation framework prior to refinement. The objectives of the workshop were to:

- Introduce Version 0 (V0) of the Draft IIP;
- Demonstrate its alignment with the approved STP and legislative framework;
- Obtain strategic input regarding priorities, implementation feasibility, budgets and institutional constraints;
- Strengthen coordination across transport institutions and spheres of government; and
- Outline the process for further refinement and finalisation of the Draft IIP.

Key role-players were invited to comment on the content of the Draft IIP, identify information gaps, validate implementation assumptions and provide additional project information to strengthen the implementation programme. Their inputs informed subsequent revisions.

Following the workshop, Version 0 (V0) of the Draft IIP and its presentation were distributed electronically to all registered key role-players on the stakeholder database. Key role-players were invited to submit written comments by 6 May 2026 to allow sufficient time for consideration prior to preparation of the next version of the Draft IIP.

Following closure of the comment period, TAG issued written correspondence to all key role-players during May 2026 acknowledging received submissions, thanking them for continued participation, and confirming closure of the Version 0 review period. The comments received formed an important input into refinement of the Draft IIP and preparation of Version 1 (V1).

3.1.2 Follow-Up Engagements

Shortly before and after the workshop, additional engagements were held with key stakeholders to clarify issues raised during the consultation process and obtain further technical input where information gaps remained. These engagements included meetings with the South African Local Government Association (SALGA) regarding intergovernmental coordination and municipal transport planning, as well as representatives of the Greater Gauteng Learner Transport Organisation (GGLTO) to obtain a more detailed understanding of learner transport operations, governance arrangements and sector-specific challenges.

3.1.3 Public Review of the Draft IIP (Version 1)

In the next phase of consultation, TAG will convene a combined Key Role-Player and Interested and Affected Party (I&AP) meeting on 24 June 2026 to present Version 1 (V1) of the Draft IIP. The meeting forms part of the formal public consultation, allowing institutional stakeholders, transport operators, industry representatives and I&APs to review the updated Draft IIP and provide further input prior to finalisation.

The objectives of the meeting are to:

- provide a high-level overview of the STP, its legislative basis and strategic role in guiding integrated transport planning within Gauteng;
- introduce the updated Version 1 (V1) Draft IIP and demonstrate its alignment to the approved STP and the TAG Act;
- present the principal components of the Draft IIP, including implementation priorities, public transport interventions, enabling actions, the Transport Infrastructure Investment Programme (TIIP), and the proposed budgeting and funding framework;
- provide stakeholders with an opportunity to comment on, interrogate and provide input into the Draft IIP and its proposed implementation framework;
- confirm and refine transport-related projects, programmes and budgeting information relevant to implementation of the IIP across Gauteng; and
- outline the remaining consultation process, next steps and indicative programme towards finalisation of the IIP.

Version 1 (V1) of the Draft IIP will be made available for a 30-day public review period. To provide accessibility, the following documents will be made available:

- a non-technical summary of the Draft IIP in English;
- an audio version of the non-technical summary in English;
- the full Draft IIP (Version 1).

The documents will be published on TAG's website, and electronic links to the documentation will be distributed to all registered key role-players and I&APs via the stakeholder database.

All written comments received during the public review period, together with comments and questions raised during the Key Role-Player and I&AP meeting, will be documented and considered during preparation of the final IIP. Where appropriate, comments will be incorporated into the final IIP prior to submission for approval.

3.2 Summary of issues raised by stakeholders

The stakeholder consultation process, comprising bilateral stakeholder engagements, the Strategic Key Role-Player Workshop, targeted follow-up engagements with selected stakeholder sectors, and written stakeholder submissions, generated constructive participation across the transport sector and highlighted a number of recurring themes relevant to preparation of a coordinated, realistic and implementable IIP.

3.2.1 Institutional coordination and alignment

Municipal and sector stakeholders emphasised the need for improved coordination across spheres of government and transport authorities. District engagements highlighted challenges in aligning district transport plans with local municipal priorities and provincial initiatives, particularly where planning cycles differ or where plans are outdated. Stakeholders noted that the IIP provides an opportunity to strengthen collaboration and establish a shared provincial framework clarifying roles, responsibilities and implementation sequencing.

Discussions during the Strategic Key Role-Player Workshop highlighted the need for clearer roles and responsibilities across TAG, Gauteng Department of Roads and Transport (GDRT), municipalities, national departments and SOEs. Stakeholders emphasised that the IIP should go

beyond defining mandates to include practical mechanisms for coordination, sequencing and alignment between planning, budgeting and delivery.

Similar issues were raised during the engagement with SALGA, which advocated for a network-based approach to transport planning and management, noting that transport users experience the transport system as a single interconnected network rather than according to institutional ownership and suggested that greater emphasis be placed on coordinated management of the provincial transport network across municipal, provincial and national spheres of government.

3.2.2 Funding constraints and implementation realism

Across engagements, stakeholders stressed that the credibility of the IIP depends on realistic funding pathways and institutional capacity, noting that financial constraints, limited technical resources and competing priorities continue to delay implementation. National and provincial stakeholders emphasised early engagement with funding authorities to improve project sequencing, affordability and alignment with grant frameworks, while SOEs highlighted that changing operational and financial conditions may require reassessment of previously identified expansion projects, reinforcing the need for an implementation plan grounded in current organisational realities.

During the Key Role-Player Workshop, stakeholders questioned preliminary budget assumptions due to incomplete financial information, highlighting the need for improved municipal budget inputs and refined funding allocations as additional information becomes available. Participants noted that successful implementation would depend not only on funding availability but also on institutional readiness, coordinated implementation and realistic programme sequencing.

3.2.3 Infrastructure condition, freight pressures and network performance

Several municipalities raised concerns about ageing infrastructure, maintenance backlogs and growing freight pressures on key corridors. District engagements highlighted safety risks from heavy-vehicle incidents and the need for improved freight management and enforcement. Stakeholders emphasised that maintaining and upgrading existing infrastructure should be prioritised alongside expansion to improve network reliability and user safety.

Workshop participants stressed prioritising maintenance of existing transport infrastructure alongside network expansion and queried whether maintenance backlogs had been adequately reflected in the Draft IIP. Additional comments highlighted the importance of strengthening consideration of freight logistics, strategic freight corridors, logistics hubs and the interaction between freight movement and public transport corridors within the provincial transport system.

3.2.4 Public transport service integration and operational challenges

Operators and commuter stakeholders emphasised the need to strengthen modal integration, improve reliability of subsidised services, and expand supporting facilities such as interchanges and shelters. Commuter forums highlighted frustration with service reductions, poor communication and limited accountability. These inputs underscored the need for the IIP to address systemic issues affecting commuter experience, including infrastructure condition, service coordination and institutional responsiveness.

The dedicated engagement with GGLTO highlighted key challenges affecting the private learner transport sector. Stakeholders noted that learner transport continues to operate across multiple institutional mandates, with limited policy clarity and inconsistent regulatory requirements. Concerns were raised regarding operating licence approvals, inconsistent licensing requirements between authorities, weak interdepartmental coordination between GDRT and Gauteng Department of Education (GDE), and inadequate enforcement against illegal operators. Participants requested that learner transport be recognised as a distinct transport sector, supported by improved policy coordination and regulatory reform.

Stakeholders also highlighted broader operational challenges affecting learner transport, including uncertain vehicle compliance requirements, lack of recapitalisation support similar to that available within the minibus taxi industry, limited availability of suitable vehicles for learners with disabilities, and increasing competition from unregulated operators. Similar concerns regarding scholar transport were raised during the Key Role-Player Workshop, where participants recommended that learner transport receive greater recognition within the Draft IIP.

3.2.5 Data availability and planning consistency

The engagement process revealed significant variation in the availability and quality of transport planning data across institutions. Stakeholders noted that differences in planning horizons, documentation standards and information-sharing protocols may complicate consolidation of the provincial implementation framework. The structured data-collection approach adopted for the IIP was therefore broadly supported as a mechanism to improve visibility of projects, identify overlaps and strengthen evidence-based prioritisation.

The Key Role-Player Workshop highlighted opportunities to improve the quality of planning data through closer collaboration with municipal Integrated Development Plans (IDPs) and other institutional data sources, with stakeholders offering support to address information gaps and emphasised that improved data would strengthen implementation and funding decisions.

Similar concerns were raised during engagement with GGLTO, where stakeholders highlighted the absence of reliable information relating to learner transport operators, routes, learner volumes and fleet characteristics, and supported more comprehensive and coordinated information systems to improve evidence-based planning and long-term sector management.

3.2.6 Implementation readiness and delivery

While stakeholders generally supported the strategic direction of the Draft IIP, there was strong consensus that successful implementation would depend on effective institutional coordination, realistic implementation sequencing and practical delivery mechanisms. Participants noted that implementation risks stem not only from funding constraints but also from fragmented institutional arrangements and varying levels of organisational readiness. Stakeholders therefore encouraged the inclusion of phased implementation approaches, pilot initiatives where appropriate, and continued engagement between implementing authorities throughout implementation of the IIP.

3.2.6 Overall reflections

The stakeholder engagement process undertaken for preparation of the draft IIP provided the TAG with a comprehensive understanding of the provincial transport environment, including institutional mandates, investment pipelines, operational constraints and user priorities. Stakeholders supported the development of a coordinated provincial implementation framework and recognised the IIP's value in improving alignment and funding visibility, while emphasising that successful implementation would depend on sustained intergovernmental cooperation, realistic sequencing of interventions and continued engagement with users and industry stakeholders.

The outcomes of the engagement process have directly informed the preparation of the draft IIP and will continue to shape the refinement of the plan during subsequent consultation and approval phases.

3.3 Next Steps in the IIP Consultation Process

Following completion of the initial stakeholder engagement programme, the Strategic Key Role-Player Workshop, and circulation of Version 0 of the Draft IIP for stakeholder review, TAG has incorporated stakeholder inputs into Version 1 of the Draft IIP. The next phase of consultation comprises formal public review of Version 1 prior to finalisation of the IIP.

4. INSTITUTIONAL FRAMEWORK FOR INTEGRATION OF PUBLIC TRANSPORT INFRASTRUCTURE AND FOR PROCUREMENT OF PUBLIC PASSENGER TRANSPORT SERVICES

The TAG Act requires the IIP to include actions that TAG must take to ensure the effective integration of public transport infrastructure, as well as an Integrated Services Plan outlining the key objectives and outputs to be pursued by TAG for the procurement and integration of public passenger transport services over the period of the IIP. This section outlines the legislative mandates across spheres of government and the supporting policy framework that establish the institutional basis for both infrastructure integration and service procurement.

4.1 Legislative Framework

4.1.1 National Land Transport Act (NLTA) (Act 5 of 2009)

The National Land Transport Act (NLTA) (Act 5 of 2009) sets out clear legally binding requirements for both the integration of public transport infrastructure and the procurement of public passenger transport services.

The NLTA establishes key obligations to ensure coordinated and integrated infrastructure planning and development, including:

- The mandatory requirement for municipalities to prepare Integrated Transport Plans (ITPs) on a continuous five-year planning cycle, aligned with the NLTSF and the Provincial Land Transport Frameworks;

- The integration of land use and transport planning, ensuring infrastructure decisions taken by authorities across all spheres of government to support accessibility and mobility through appropriate development densities; and
- The mandatory modal integration, including interchanges and the coordination of networks, schedules and fare systems.

The NLTA further provides the framework for the planning, regulation, and contracting of public transport services. Sections 41–46 outline key contracting mechanisms, including:

- Negotiated contracts with existing operators, often used for transformation;
- Tendered contracts for open and competitive bidding;
- Subsidised service contracts to ensure affordability and access; and
- Commercial service contracts for the formalisation of public transport services, without providing financial support or operational subsidisation.

The National Land Transport Amendment Act 23 of 2023 strengthens these provisions by requiring the Minister, MEC, and planning authorities to take steps to promote accessible transport and Non-Motorised Transport (NMT), while confirming a five-year update cycle for Provincial Land Transport Frameworks.

The Amendment Act introduces additional provisions supporting service delivery, including Service Level Agreements (SLAs) between municipalities and Passenger Rail Agency of South African (PRASA). Municipalities are required to undertake corridor-based service planning for passenger rail in agreement with PRASA. PRASA must provide passenger rail service to municipalities at their request in terms of the SLA, subject to assignment of the relevant rail functions to the municipality by the Minister, as provided for in the Constitution. The Amendment Act also provides for the regulation of electronic-hailing (e-hailing) services.

The NLTA emphasises that ITPs must form the basis of all contracting decisions and promotes industry transformation, including the empowerment of previously disadvantaged individuals and small operators. Further detail on ITPs and municipal responsibilities is provided in **Section 4.2.9**.

4.1.2 Public Finance Management Act (PFMA) and Municipal Finance Management Act (MFMA)

The Public Finance Management Act (PFMA) and the Municipal Finance Management Act (MFMA) guide public passenger transport procurement by defining financial governance across national, provincial, and municipal spheres. Both Acts emphasise transparent, equitable, and cost-effective procurement aligned with approved Supply Chain Management (SCM) policies.

In support of these principles, Section 217(1) of the Constitution, together with Sections 38(1)(a)(iii) and 51(1)(a)(iii) of the PFMA, requires accounting officers and authorities to establish and maintain a procurement and provisioning system that is fair, equitable, transparent, competitive, and cost-effective. Section 76 further empowers the National Treasury to issue regulatory frameworks, such as Treasury Regulation 16A, which provides for practical application of SCM. This framework ensures that all public transport contracts, whether negotiated to advance industry transformation or tendered under open competition in terms of the NLTA, are undertaken with a robust financial governance structure aimed at minimising inefficiency and corruption.

While the PFMA applies to national and provincial departments, the MFMA governs municipalities and municipal entities responsible for urban transport systems. Section 112(1) requires municipal SCM policies to align with the same principles of fairness, equity, transparency, competitiveness, and cost-effectiveness. Section 115 further assigns responsibility to the municipal accounting officer to ensure effective implementation of the SCM policy.

This is particularly relevant for long-term Integrated Public Transport Network (IPTN) contracts, where Section 33 of the MFMA requires a public participation process for any agreement that imposes financial obligations beyond the three-year municipal budget cycle.

4.1.3 Supporting legislation that reinforces integration

In addition to the NLTA, the legislative framework for integrating public transport facilities in South Africa comprises a set of interrelated laws that define roles across planning, regulation, funding, and implementation, while ensuring integration across modes and spheres of government.

The Spatial Planning and Land Use Management Act of 2013 (SPLUMA), requires the integration of transport infrastructure planning with land use and spatial development frameworks. This supports the development of public transport facilities that promote compact, efficient, and accessible urban form.

The Local Government: Municipal Systems Act, 2000 and the Local Government: Municipal Structures Act, 1998 embed transport planning within IDPs and define municipal responsibilities for infrastructure, service delivery, and spatial planning, ensuring alignment within the broader municipal planning system.

While not directly governing integration, this sector-specific legislation aligns with the NLTA, while NATMAP 2050 emphasises the need to harmonise these sectoral laws to support integrated public transport facilities. These *inter alia* are:

- Railway Safety Act, 2024 (Act No.30 of 2024)- All railway access and developments must comply with Railway Safety Regulator and railway safety legislations requirements;
- South African National Roads Agency Limited (SANRAL) and National Roads Act 7 of 1998 (SANRAL Act) – national roads and interchanges;
- Legal Succession to the South African Transport Services Act 9 of 1989 – rail stations and intermodal hubs; and
- Civil Aviation Act 13 of 2009– airport access and intermodal connectivity.

4.2 Policy Framework

The policy framework for the integration of public transport infrastructure and procuring public passenger transport services is made up mainly by the White Paper on National Transport Policy, the White Paper on National Rail Policy, the National Land Transport Strategic Framework (NLTSF), NATMAP, National Department of Transport (NDoT) Strategic Plan, the Gauteng Provincial Land Transport Framework (PLTF), Draft National Rail Bill, Draft National Public Transport Subsidy Policy, and ITPs developed by municipalities. This is summarised below.

4.2.1 White Paper on National Transport Policy, 2021

The White Paper on National Transport Policy (2021) sets out key policy principles for both the integration of public transport infrastructure and the procurement of public passenger transport services.

The White Paper emphasises the need for a coordinated and integrated approach to infrastructure development, including:

- An emphasis on integrated transport planning, requiring alignment of infrastructure, operations, and land use;
- Promotion of intergovernmental coordination to ensure that infrastructure investment is harmonised across spheres; and
- Supporting investment in infrastructure that meets social, economic, and strategic criteria, ensuring coordinated development rather than fragmented projects.

It further highlights that integrated infrastructure is essential to support accessibility, efficiency, reliability, safety, speed, and universal access (UA) across the transport network.

The White Paper promotes open and competitive tendering as the preferred approach to public transport contracting, while allowing for negotiated contracts where necessary, particularly to support the integration of informal operators such as minibus taxis into formal systems. It emphasises that procurement must advance transformation objectives, including Broad-Based Black Economic Empowerment (BBBEE) and the participation of Small, Medium, and Micro Enterprises (SMMEs), with targeted support for emerging operators.

Contracts are required to be performance-based, incorporating clear service standards, monitoring mechanisms, and appropriate incentives and penalties to ensure accountability and continuous improvement in service delivery.

Furthermore, all contracts must align with IPTN plans and ITPs to ensure that services are demand-responsive and spatially aligned with broader development objectives. The policy also supports the establishment and strengthening of Public Transport Authorities (PTAs) at municipal level, where capacity exists, and emphasises stakeholder engagement with operators and communities to ensure sustainability and buy-in.

4.2.2 White Paper on National Rail Policy, 2022

The White Paper on National Rail Policy sets out South Africa's long-term vision for rail reform, positioning passenger rail as a safe, affordable, and integrated backbone of the country's mobility system. By 2050, rail is envisaged as a core component of urban mobility, regional connectivity, and long-distance travel, characterised by reliability, competitiveness, sustainability, and effective integration with other modes.

Key Policy Interventions listed in the policy for Urban Guided Transit (UGT) are:

- A focus on modernising commuter rail in metros like Cape Town, Durban, and the three metros in Gauteng;
- Support for high-frequency, high-capacity services integrated with buses, minibus taxis, and other modes; and
- Promotion of standard-gauge infrastructure for better performance and interoperability.

For Regional Rapid Transit (RRT), the policy aims to connect secondary cities and economic hubs through fast and reliable rail, supporting new economically and socially viable corridors, greenfield investments, as well as Public Private Partnerships (PPPs).

It further promotes integration with land use through Transit-Oriented Development (TOD), alignment with climate objectives by shifting demand from road to rail, and the development of integrated, interoperable fare systems linked to Mobility-as-a-Service (MaaS) platforms.

From an institutional and regulatory reform perspective PRASA's monopoly on passenger rail is being reconsidered to enable third-party access and introduce competition. The "opening up" of the system to third parties would be supported by appropriate economic and safety regulation to ensure fair competition, transparent pricing and safe, reliable operations.

These reforms aim to improve service quality, expand access, and support broader sector transformation, including skills development, job creation, and gender equity.

4.2.3 National Land Transport Strategic Framework (NLTSF) 2023–2028

The NLTSF, required under section 34 of the NLTA, provides the five-year national strategy for integrated land transport, guiding both infrastructure integration and the planning and delivery of public transport services. It emphasises coordination across national, provincial, and municipal spheres to ensure a single, integrated transport network, with interchanges, depots, stations, and corridors designed to support seamless modal transfers.

The NLTSF prioritises integrated planning and coordinated investment to support seamless movement across the transport system, including:

- Integration of land use and transport planning, ensuring alignment with spatial instruments such as Spatial Development Frameworks (SDFs), ITPs, the National Development Plan (NDP), and NATMAP 2050;
- Development of infrastructure as part of an interconnected network, including stations, interchanges, depots, and corridors that enable seamless modal transfers; and
- Coordination across spheres of government to avoid fragmented infrastructure investment.

It further promotes guiding principles for integrating modes (rail, BRT, bus, minibus taxi, e-hailing, and NMT) and infrastructure, while emphasising universal accessibility, sustainability, and spatial transformation. These principles aim to:

- Reduce travel distances and costs through densification and mixed-use development along public transport corridors;
- Support economic development by aligning transport investment with growth nodes;
- Improve social outcomes such as access to jobs, education, and healthcare; and
- Enhance environmental sustainability through reduced emissions and more efficient land consumption.

While primarily focused on planning, the NLTSF also provides a framework that informs service integration and procurement by:

- Establishing guiding principles for the integration of modes and services within a unified network; and
- Requiring alignment of service planning and contracting with ITPs, ensuring that services are demand-responsive and spatially aligned with infrastructure and development objectives.

4.2.4 National Transport Master Plan (NATMAP) 2050

NATMAP 2050 provides a long-term (30 year) infrastructure vision emphasising the need for an aligned and integrated planning framework across national, provincial, and municipal levels, with a focus on spatial integration, integrated passenger transport networks, and infrastructure harmonisation across all transport modes.

NATMAP highlights South institutional fragmentation across the three spheres of government as the primary barrier to integration, and highlights the institutional, legislative, and policy instruments required to address this. Key institutional measures include:

- Clearer functional assignment between the different spheres of government;
- Strengthening coordination measures such as inter-governmental forums, joint planning committees and cross-modal coordination structures;
- Professionalisation of transport planning;
- Commercialised public agencies; and
- Integrated data and information systems.

The legislative and policy instruments are largely those set out in this section of the report.

4.2.5 National Department of Transport (NDoT) Strategic Plan (2025–2030)

The STP reinforces the legislative mandates and institutional responsibilities, confirming the constitutional and legislative requirement for coordinated transport planning. It highlights the need for integrated infrastructure investment, institutional alignment and policy coherence across all spheres of government.

4.2.6 Gauteng Provincial Land Transport Framework (PLTF) 2023 - 2027,

The Gauteng PLTF positions the province as a **single functional transport area**, requiring an integrated, interconnected network planned and implemented across municipal boundaries.

The PLTF emphasises coordinated, province-wide infrastructure planning to address congestion, emissions, and inefficiencies, including:

- Integrated multimodal (rail, BRT, bus, minibus taxi, and NMT) network planning, where infrastructure supports seamless transfers between modes, with corridors and interchanges as key integration anchors;
- Cross-boundary coordination, for Gauteng to function as one city region;
- Province-wide infrastructure planning, not only municipal-specific;
- Institutional integration through TAG; and
- Sustainability and resilience, whereby integrated infrastructure reduces congestion, emissions and climate vulnerability.

The PLTF positions contracting as a key mechanism to improve service quality, integration, and efficiency across modes. It supports:

- A mix of contracting models, including tendered, negotiated, and hybrid approaches to enable system formalisation and integrate existing operators;
- Performance-based contracts with clear standards, monitoring, and incentives; and
- Transformation objectives, including BBBEE, SMME participation, and operator capacitation including training and institutional support to enable participation in formal contracts.

Contracts must align with integrated network plans and include Key Performance Indicators (KPIs) for reliability, safety, customer satisfaction, and financial sustainability, supported by digital systems for real-time performance monitoring and data-driven decision-making, while ensuring user-centric design that promotes UA, affordability, and environmental sustainability.

The PLTF further envisages TAG playing a central role in coordinating contracting across municipalities to ensure route rationalisation, fare system integration and unified service standards. It also recommends that TAG as a minimum supports municipalities in contract design, procurement, and oversight.

4.2.7 Draft National Rail Bill (2021)

The draft National Rail Bill is about planning, governance and opening access to the rail network, and was introduced to Parliament to legislate the rail reform envisioned in the White Paper on National Rail Policy (2022). It will establish a National Planning Authority and guide the development of a National Rail Master Plan to assist in procuring strategic investment in rail infrastructure as well as improving freight and passenger services. Even though the bill has not yet been passed by Parliament, the rail reform has advanced through policy measures and participation by the private sector which is testament of a historic shift in the country's rail sector.

4.2.8 Draft National Public Transport Subsidy Policy (2023)

The Draft National Public Transport Policy aims to restructure subsidies to be more equitable and performance based. The policy promotes modal neutrality (supporting buses, taxis, rail equally based on need) and encourages contracting models that:

- Improve service quality and reliability;
- Support integrated ticketing and scheduling; and
- Include performance monitoring and penalties/incentives.

4.2.9 Municipal (Comprehensive) Integrated Transport Plans (ITPs)

The planning, provision, management, and maintenance of public transport infrastructure is a shared competency between municipalities and provinces, with PRASA responsible for commuter rail infrastructure within the rail reserve, including stations and associated facilities.

Municipalities are primarily responsible for infrastructure such as interchanges, termini, ranks, holding areas, and stops within their jurisdictions, representing the majority of facilities in Gauteng. Provinces oversee inter-municipal and regional infrastructure, while entities such as PRASA and the Gautrain Management Agency (GMA) are responsible for commuter rail stations, infrastructure and facilities within their rail reserve.

Municipalities, particularly metropolitan authorities, play a central role in translating national and provincial policy into integrated, multimodal transport network strategies. This includes infrastructure planning, network design, and the establishment of appropriate institutional arrangements to support integration.

The NLTA positions ITPs as the core municipal planning instrument underpinning both infrastructure investment and service delivery. ITPs guide transport service planning and

contracting by promoting modal integration, UA, sustainability, and economic development. They also provide the transport inputs into municipal IDPs, which inform infrastructure budgeting and investment decisions. To ensure coordinated service delivery and procurement, ITPs must align with provincial and national frameworks.

The Minimum Requirements for the Preparation of Integrated Transport Plans (ITPs) (GN 881, Government Gazette 40174, 29 July 2016), issued under Section 36 (1) and (2) of the NLTA, set out the specific obligations of the MEC in managing the provincial ITP cycle. These include gazetted submission deadlines, documented and annually reviewed capacity assistance arrangements with municipalities that lack planning capacity, co-ordination of planning across municipal boundaries to address cross-boundary services and prevent duplication, and review of each submitted ITP within 60 days of receipt. Where the MEC does not request adjustments within this window, the ITP is deemed approved. It is proposed that TAG operationalise these obligations on behalf of the MEC, including maintaining a provincial register of ITP submission and review status and ensuring that the consolidated picture of municipal ITPs is reflected in the PLTF.

B. KEY OBJECTIVES AND OUTPUTS TO BE PURSUED BY TAG

1. INTRODUCTION

This section contains the proposed objectives and outputs to be pursued by TAG as part of the IIP.

The TAG vision, articulated in the STP, ***Connecting people, places and opportunities sustainably***, provides the overarching framework for the IIP. The IIP therefore focuses on actions that give effect to the STP's core strategic framework.

This framework is presented as a one page high-level synthesis (as illustrated in **Figure B-1**) of the strategy's core components: the mission, strategic ambitions and interventions arranged by the following six (6) cross-cutting themes: Economic, Access, Technology, Institutional, Social and Environment.

In addition, consistent with Institutional Strategic Ambition (4), the IIP places strong emphasis on institutional alignment, stakeholder collaboration and the sequencing of policy and regulatory enablement, recognising that sustainable delivery requires a capable, well aligned transport governance system prior to large scale implementation.

Transport Authority for Gauteng (TAG)		"Connecting People, Places and Opportunities Sustainably"	
Mission	**Theme**	**Strategic Ambitions**	**Interventions**
Enabling sustainable, affordable, safe & reliable mobility that provides equitable access to opportunities for all.	**Economic**	1. Efficient and productive transport for people and goods to enable an economic boom.	• Transport that enables **economic growth** and creates opportunities. • Optimised **freight logistics infrastructure and facilities** to boost economic productivity.
	Access	2. Enhanced, safe, reliable, integrated and affordable transport that ensures equitable access to opportunities for all.	• Reinforce **rail as the backbone** of Gauteng's transport system. • Collaborative planning that ensures **user-centric public transport and modal integration**. • Effective **governance and institutional support** to enable a sustainable, affordable and convenient public transport operations. • Appropriate and safe **public transport infrastructure and vehicles for all**. • Sustainable and resilient designs, construction, maintenance and management of the **network** to ensure provincial wide mobility.
	Technology	3. Leverage technology for a seamless, digitally enhanced transport experience.	• A unified **mobility data platform** to facilitate integrated data and mobility services which provides real-time information and adopts emerging technologies and automation.
	Institutional	4. Effective implementation through collaboration, capacity building, adequate resourcing, and sound governance.	• Leverage partnerships to develop sustainable, innovative **funding models**. • Sound governance through **institutional capacity building and collaboration** with the three spheres of government to ensure **effective implementation**. • A Provincial Transport and Land-use Integration Committee (PTLUIC) that **streamlines coordination structures**.
	Social	5. Integrated land-use and transport for a safe, sustainable, inclusive and equitable society.	• A cohesive **urban form** that supports sustainable and equitable transport and services. • Refocus transport provision to **prioritise non-motorised modes and universal access (UA)**. • Ensure the **safety and security** of drivers, passengers and vulnerable road users.
	Environment	6. Reduce greenhouse gas emissions and improve climate resilience.	• A **decarbonised, resilient and sustainable** transport system delivered through **behaviour change**, a transition to **renewable energy** and consideration of the true costs and benefits of transport through whole life **project appraisals**.

Figure B-1: Summary of the STP Mission, Strategic Ambitions and Interventions by Cross-Cutting Theme

2. SUSTAINABLE DEVELOPMENT AS THE GOVERNING FRAME

The objectives, outputs and investments in this IIP are guided by the principle of sustainable development, which is understood as the equitable meeting of present needs without compromising the ability of future generations to meet their own. Sustainable development integrates three interdependent pillars in the following order of priority:

1. Social Equity, ensuring that transport serves all residents of Gauteng equitably, with particular attention to those most dependent on the system and most exposed to its failures;
2. Environmental Integrity, ensuring that transport operates within planetary boundaries, including committing the transport system to a low-carbon trajectory, reducing its contribution to greenhouse gas (GHG) emissions specifically in terms of the NDC, builds resilience to climate change, and avoids or minimises loss of biodiversity and ecosystem integrity in the design, construction and operation of transport infrastructure; and
3. Economic Productivity, ensuring that transport supports sustainable livelihoods and inclusive growth, recognising that economic productivity is the consequence of social equity and environmental integrity, not the precondition for them.

This order of priority reflects South Africa's Second Nationally Determined Contribution (2025), which frames climate commitments as part of broader sustainable development and names the NDP's sustainable development objectives as their domestic expression. It reflects the Climate Change Act 22 of 2024 (commenced 17 March 2025), which mandates all spheres of government to factor climate risks into infrastructure decisions. It also reflects the STP's explicit positioning of sustainability at the core of transport and urban planning. The pillar ordering additionally reflects the duty of care for biodiversity established under the Biodiversity Act (once enacted, repealing NEMBA), particularly for infrastructure in or adjacent to sensitive areas.

The Enable, Avoid, Shift, Improve (EASI) Sustainability Framework is the logic through which this principle operates. Enable is both a prerequisite and a concurrent condition throughout the IIP cycle. Avoid and Shift are complementary and should be pursued concurrently. Improve addresses the efficiency aspects of reducing emissions. Approaches should not default to Improve when Avoid or Shift outcomes are achievable.

The IIP's six cross-cutting themes are the operational expression of sustainable development's three pillars: the Social and Access themes express the social equity pillar; the Environment Theme expresses the environmental integrity pillar, as the governing frame within which the other themes operate, not as a co-equal sixth area; and the Technology and Economic themes express the economic productivity pillar. The Institutional Theme is the Enable pillar made operational: the governance, regulatory and capacity conditions that make delivery across all three pillars possible and durable. Every objective, output and investment that follows should be read through this lens.

The transport system's basic purpose is to serve all users fully and safely, correcting rather than reproducing the distance burden and spatial exclusion inherited from apartheid-era settlement planning, which post-apartheid policy has not reversed (Growth Lab, 2023). Effective and sustainable transport is a key lever in correcting rather than reinforcing this pattern. Social equity (and thus the Just Transition in its broader sense), as the first-prioritised pillar of this governing frame, thus requires that any major transition in the transport system be evaluated against whether it corrects or worsens inherited spatial exclusion, not against its carbon or efficiency outcomes alone. A transport intervention that improves environmental outcomes should be assumed to also serve this equity test unless a specific case shows otherwise, in which case it should be reassessed on that basis. This applies the same principle already established for

demand management requiring that changes must not disadvantage those with the fewest alternatives and thus transformation of the system as a whole.

This governing frame applies across the full project lifecycle from concept and planning through design, construction, operations and maintenance to decommissioning , and should inform the scope of Assessments (including environmental impacts) conducted for IIP-funded projects.

3. TAG'S OBJECTIVES AND OUTPUTS

Transport objectives provide a strategic foundation for guiding investment, planning, and policy decisions across the province. They reflect a holistic, transformative approach that balances community needs, economic growth and environmental sustainability that enables socio-economic inclusivity. The interconnected objectives for TAG articulate how TAG's mission will be realised at both provincial and local levels.

The proposed fifteen (15) objectives to be pursued by TAG are aligned to the STP Interventions and are listed below:

- **Develop and maintain a transport system that stimulates job creation and economic opportunities.**
- **Enhance freight logistics efficiency through improved regulatory systems, intermodal connectivity, and infrastructure along high-volume freight corridors.**
- **Reinforce rail as the backbone of Gauteng's public transport system for rail-suited transport options.**
- **Coordinate planning and implementation that fosters user-centric public transport and modal integration.**
- **Promote robust governance frameworks and institutional capacity-building to support sustainable, affordable and convenient public transport operations.**
- **Ensure the provision and maintenance of safe, accessible and appropriate public transport infrastructure and vehicles that meet the diverse mobility needs of all users, including vulnerable groups.**
- **Promote the sustainable and resilient design, construction, maintenance and management of transport infrastructure to enable safe and reliable mobility across the province.**
- **Coordinate a unified, interoperable mobility data platform to facilitate integrated data and mobility services which provides real-time information and adopts emerging technologies and automation.**
- **Leverage partnerships to develop sustainable and innovative funding models.**
- **Strengthen governance through institutional capacity-building and collaboration with the three spheres of government to ensure effective implementation.**
- **Establish a Provincial Transport and Land-use Integration Committee (PTLUIC) that streamlines functioning of coordination structures.**
- **Reinforce a cohesive urban form that supports sustainable and equitable transport and services.**
- **Refocus and shift transport provision to prioritise non-motorised modes and universal access (UA).**
- **Ensure the safety and security of all transport users particularly vulnerable road users.**

- **Accelerate the transition to a decarbonised, resilient and sustainable transport system delivered through behaviour change, adoption of renewable energy and consideration of the true costs and benefits of transport through whole life project appraisals.**

Outcomes and Outputs have been developed to support the proposed objectives and are outlined below under each of the six cross-cutting themes.

1. Economic Theme:

Efficient and productive transport for people and goods enabling sustainable economic growth and job creation.

Efficient and productive transport for people and goods is vital to enable an economic boom in Gauteng. This sub-section presents the strategic objectives, outcomes and outputs that collectively support this ambition. Together, these elements form the foundation of a transport system that boosts economic productivity and creates opportunities. **Table B-1** includes detail on the objectives that address the need for economic growth for the province.

Table B-1: Economic Theme: Objectives, Outcomes and Outputs

Objective	Outcomes	Outputs
Enabling economic opportunities: Develop and maintain a transport system that stimulates job creation and economic opportunities.	• Transport sector creates new jobs and income generating opportunities including in last mile transport for passengers as well as distribution for goods.	• Increased number of qualified and successful SMMEs. • Expanded sustainable last-mile transport services, logistics services and supporting infrastructure.
Objective	**Outcomes**	**Outputs**
Economic growth through efficient freight logistics: Enhance freight logistics efficiency through improved regulatory systems, intermodal connectivity, and infrastructure along high-volume freight corridors.	• Freight mobility corridors are served by appropriate modes and vehicle types with complementary infrastructure connecting intermodal terminals, Special Economic Zones (SEZs), hubs and freight villages with safe amenities for truck drivers. • Enhanced facilities and improved freight management in urban centres. • Freight traffic adheres to overloading regulations to preserve road infrastructure.	• Established key freight mobility corridors with a focus on freight nodes such as intermodal terminals, truck stops and staging areas. • Network of micro hubs for freight that can be delivered with e-cargo bikes and drones as well as sufficient truck loading zones in urban centres. • Weigh-in-Motion (WIM) systems implemented on key freight corridors with self-regulation and performance-based standards adopted to address overloading.

2. Access Theme:

Enhanced, safe, reliable, integrated and affordable transport ensures equitable access to opportunities for all.

Enhanced, safe, reliable, integrated and affordable public transport is essential to ensuring equitable access to opportunities for all people in Gauteng. This sub-section outlines the strategic objectives, outcomes and outputs that collectively support this ambition. Together, these elements form the foundation of a transport system that is accessible, efficient and responsive to the diverse mobility needs of the province. **Table B-2:** includes detail on the objectives for the Gauteng STP that address the transport needs of Gauteng across the province.

Table B-2: Access Theme: Objectives, Outcomes and Outputs

Objective	Outcomes	Outputs
Rail as Public Transport (PT) Backbone: Reinforce **rail** as the backbone of Gauteng's public transport system for rail-suited transport options	• Rail provides the backbone of Gauteng's transport system, aligned with land use, responsive to travel demand, and operating within an appropriate modal hierarchy. • Rail improvement maintenance plans and operations are consistently delivered, enabling planning authorities to effectively rely on rail's role in the wider public transport system. • Strengthened institutional capacity at provincial level to enable rail and public transport services to be devolved.	• Rail feasibility studies including reviewing the ITMP25 transport demand forecast model, in consultation with all planning authorities. • Strategic rail corridors confirmed, mapped and protected. • TAG Feasibility Study to assess which rail functions can be devolved from PRASA to Gauteng Province, in response to the Devolution Strategy. • SLAs between municipalities and PRASA to provide passenger rail services in terms of agreed parameters such as frequency, functionality, universal accessibility and safety. • A developed and implemented Rail Capacity-Building Programme that precedes the devolution of the rail function.

Objective	Outcomes	Outputs
User-centric public transport planning: Coordinate **planning and implementation** that fosters user-centric public transport and modal integration.	• An inclusive and well-integrated public transport system that offers frequent services, seamless connectivity ensuring access to social and economic opportunities for all residents of Gauteng. • Avoid, Shift and Improve principles encourage a natural shift from private transport to sustainable modes.	• An account-based ticketing and information system strategy, inclusive of a realistic, phased implementation plan, focusing on the high demand corridors and all modes. • Development of Intermodal facilities guidelines to provide a unified identity, contributing to consistent quality and service standards. • A Provincial public transport affordability framework, including fare integration and targeted subsidies aligned to the National Public Transport Subsidy Policy. • A provincial wide policy and strategy on public transport funding and ongoing financial support developed in response to the finalisation of the National Public Transport Subsidy Policy being developed by DoT.
Objective	**Outcomes**	**Outputs**
Improved PT Operations: Promote robust governance frameworks and institutional capacity-building to support sustainable, affordable and convenient **public transport operations**	• Optimal allocation and efficient spending of limited resources, ensuring value for money. • Consistent public transport service quality and performance monitoring, across the provincial wide IPTN. • Institutional coordination enabling seamless public transport operations. • Affordable public transport for all users, supported by equitable pricing and financial support frameworks.	• Established intergovernmental coordination structures, supported by a shared performance dashboard and standardised service quality reporting system. • A ‘Minibus Taxi Professional Office’ established to support a Corporatised/Professionalised minibus taxi industry for future participation in the formalised public transport environment. • Real-time passenger information system developed and implemented in Gauteng.

Objective	Outcomes	Outputs
Appropriate PT infrastructure and Vehicles: Ensure the provision and maintenance of safe, accessible and appropriate **public transport infrastructure and vehicles** that meet the diverse mobility needs of all users, including vulnerable groups	• Equitable and universally accessible public transport for all users, including vulnerable groups. • Consistent safety and security standards applied across the transport system. • Fleet propulsion systematically replaced to support the net zero GHG emissions.	• Public transport vehicles upgraded and transitioned to energy efficient models, with a universally accessible fleet within available resources, complemented by dial-a-ride services. • Modern, safe, secure and well-maintained intermodal public transport facilities that are universally accessible and dedicated to serving all users.
Objective	**Outcomes**	**Outputs**
A Resilient Road Network: Promote the sustainable and resilient design, construction, maintenance and management of transport infrastructure to enable safe and reliable mobility across the province	• Adaptive and responsive road network management system. • Sustainably designed, environmentally resilient, and regularly maintained transport infrastructure	• Expanded SANRAL freeway incident management system, AI-based arterial traffic management and enforcement system. • Efficient and effective transport asset protection (including overloading control) and pavement management systems, using real-time data collection and AI-driven analytics. • Strategic future road corridors mapped and protected. • Transport Infrastructure Resilience Guideline for Gauteng. • Revised road design standards incorporating Complete Streets principles and public transport priority measures. • Policy on Alternative and Innovative Construction Materials developed and adopted.

3. Technology Theme:

Leverage technology for a seamless, digitally-enhanced transport experience.

Leveraging technology is beneficial for a seamless, digitally-enhanced transport experience for Gauteng. This sub-section presents the strategic objectives, outcomes and outputs that collectively support this ambition. Together, these elements form the foundation of a transport system that is digitally-enhanced. **Table B-3:** includes detail on the objectives for the Gauteng STP that addresses the need to reduce transport's impact on the environment for the province.

Table B-3: Technology Theme: Objectives, Outcomes and Outputs

Objective	Outcomes	Outputs
Seamless, personalised trips through digital technology: Coordinate a unified, interoperable mobility data platform to facilitate integrated data and mobility services which provides real-time information and adopts emerging technologies and automation	• Improved availability and integration of data that enables adoption of emerging technologies and optimisation of the transport system. • Technology enabled monitoring and reporting on the holistic state of the provincial transport system.	• Unified mobility data platform that enables an automated provincial transport dashboard. • Fully functional Smart Mobility Centre – formerly known as the Transport Management Centre – with a centralised transport cloud-based data hub and high level cybersecurity facility. • A comprehensive data strategy and open data policy to facilitate sharing of transport data.

4. Institutional Theme:

Effective implementation through collaboration, capacity-building, adequate resourcing and sound governance.

Collaboration, capacity-building, adequate resourcing, and sound governance is vital to effectively plan and implement integrated transport in Gauteng. This sub-section presents the strategic objectives, outcomes and outputs that collectively support this ambition. Together, these enablers form the foundation of a transport system that is effectively planned, implemented and governed. **Table B-4:** includes detail on the objectives that strengthen governance, secure funding and build institutional capacity to enable effective implementation of the Gauteng STP.

Table B-4: Institutional Theme: Objectives, Outcomes and Outputs

Objective	Outcomes	Outputs
Funding models: Leverage partnerships to develop sustainable, innovative funding models	• Assured sources of and appropriately allocated funds to support priority initiatives. • Diversified funding for sustainable transport initiatives through carbon tax allocations, green bonds and user-based charges to enable projects that support environmental goals and reduce carbon emissions.	• Provincial Transport Fund (PTF) established to consolidate and manage transport-related funding streams. • Sustainable Transport Fund established with a Management Board to secure revenue from carbon taxes, green bonds and user charges, and to allocate resources to initiatives that reduce transport emissions.
Objective	**Outcomes**	**Outputs**
Institutional capacity-building and collaboration: Strengthen governance through institutional capacity-building and collaboration with the three spheres of government to ensure effective implementation	• Adequately resourced departments delivering effective planning, implementation and governance of the transport system. • Improved processes for applying for and renewing Operating Licences.	• Capable, well-capacitated officials at provincial and municipal level. • A modernised technology enhanced and well-capacitated Provincial Regulatory Entity (PRE) with political will to address backlogs and other issues.

Objective	Outcomes	Outputs
Provincial Transport and Land-use Integration Committee (PTLUIC): Establish a Provincial Transport and Land-use Integration Committee (PTLUIC) that streamlines functioning of coordination structures	• Effective coordination structures or mechanisms that enable transport integration across Gauteng.	• An established Provincial Transport and Land-use Integration Committee (PTLUIC).



5. Social Theme

Integrate land-use and transport for a safe, sustainable, inclusive and equitable society.

Integrated land-use and transport to promote a safe, sustainable, inclusive and equitable society in Gauteng. This sub-section presents the strategic objectives, outcomes and outputs that collectively support this ambition. Together, these elements form the foundation of a safe and sustainable transport system that supports and integrates effectively with land use planning and development.

Table B-5: includes detail on the objectives for the Gauteng STP that address the need for safe and sustainable integrated land-use and transport in the province.

Table B-5: Social Theme: Objectives, Outcomes and Outputs

Objective	Outcomes	Outputs
A cohesive urban form: Reinforce a cohesive urban form that supports sustainable and equitable transport and services	• Coordinated infrastructure investment, demand-management planning, and data-driven land-use governance that supports integrated sustainable urban growth. • Inclusive and efficient urban development around transport corridors and nodes, fostering economic activity while reducing urban sprawl and significantly improving transport efficiencies. • Compact, connected, and equitable urban areas where residents can safely and conveniently access employment, essential services, and community amenities. • EASI / Triple Access has become the mandatory basis for all land-use and transport planning and investment decisions, with "Predict and Provide" practice discontinued within 12 months of IIP adoption.	• A provincial integrated infrastructure, transport and land-use management system that aligns bulk infrastructure investment and accessibility planning with spatial priorities, supported by a digital data-sharing and e-submission platform for coordinated municipal decision-making. • Revised transport and land use planning standards that adopt the Enable, Avoid, Shift and Improve (EASI) / Triple Access approach, replacing "Predict and Provide" with "Decide and Provide" within 12 months of IIP adoption. • A provincial strategy for inclusive transit-oriented development (single unified provincial TOD and Corridor Development Guideline document) implemented through pilot corridor projects, community mobility hubs, and enabling land-use reforms. • Protected urban edge (compact cities)

Objective	Outcomes	Outputs
Prioritise non-motorised modes and universal access (UA): Refocus and shift transport provision to prioritise non-motorised modes and universal access (UA)	• Walking, cycling and Universal Accessibility have become the departure point for all developments and transport projects. • Cycling has become a recognised, accessible and embraced mode of transport for all, particularly for trips under 8km.	• Policies, legislation and guidelines supporting and enabling walking, cycling and UA have been finalised and are being implemented. • NMT & UA infrastructure and support programmes receive adequate funding. • Expanded walking and cycling infrastructure and support programmes targeting short-distance travel.
Objective	**Outcomes**	**Outputs**
Ensure Safety and Security: Ensure the safety and security of all transport users particularly vulnerable road users	• Robust interagency collaboration which is driving the achievement of the Decade of Road Safety Targets. • Planners and geometric designers inherently recognise and prioritise the importance of designing infrastructure and systems that fully accommodate the needs of vulnerable transport users. • Pedestrians, cyclists, vulnerable groups, public transport users and passengers feel safe and secure across all transport modes and facilities. • Driver behaviour has changed to become responsible and aware of the need to consider other road users. • Improved safety for truck drivers and enhanced security of their loads.	• Road fatalities and serious incidents have been reduced by 50% compared to the 2010 baseline, in accordance with the National Road Safety Strategy 2016-2030. • Safety and Security-focused Design and Precinct Guidelines are being implemented. • Established Security Entity/Entities responsible for visible policing and security services aimed at combatting crime on public transport, within facilities as well as truck drivers and their loads. • A comprehensive communications, public awareness raising and education strategy on Road Safety has been developed and is actively being implemented.

6. Environment Theme

Minimise transport's impact on the environment and improve climate resilience.

Reduced greenhouse gas (GHG) emissions are critical to minimising the environmental impact of transport in Gauteng. This sub-section presents the strategic objectives, outcomes and outputs that collectively support this ambition. Together, these elements form the foundation of a transport system that is both environmentally sustainable and adaptable to energy transitions and climate change. **Table B-6:** includes detail on the objectives for the Gauteng STP that address the need to reduce transport's impact on the environment for the province.
The IIP's Environment Theme investment priorities were made more than a decade ago when the 2013 Integrated Transport Master Plan for Gauteng (ITMP25) called for action: "Achieving sustainable transport will require an evolutionary move towards environmentally sustainable transport policies. Policy implementation, particularly in South Africa and Gauteng, has been weak and the proposed Transport Authority could play a critical role in ensuring effective implementation. Sustainable transport also calls for demand management policies rather than supply-oriented ones." (ITMP25, 2013). That policy shift has still not been fully realised.

The Environment Theme addresses the transport system's contribution to climate change, environmental degradation and the long-term sustainability of Gauteng's mobility system. Its priorities are structured around the Sustainability Hierarchy established in Section E of this IIP (Seven Foundational Shifts): the Hierarchy places demand reduction and modal shift ahead of improvements to vehicle technology, consistent with the STP's direction that sustainability must be placed at the core of transport and urban planning. Vehicle propulsion transition is one component of the Improve tier, necessary but not sufficient on its own. The Sustainable Mobility Strategy (Section D, project 11) is the primary instrument through which TAG gives effect to this theme across all four EASI pillars. The objectives, outcomes and outputs in Table B6 should be read as the measurable expression of that strategy.

Table B-6: Environment Theme: Objectives, Outcomes and Outputs

Objective	Outcomes	Outputs
A decarbonised, resilient and sustainable transport system: Accelerate the transition to a decarbonised, resilient and sustainable transport system delivered through behaviour change, adoption of renewable energy and consideration of the true costs and benefits of transport through whole life project appraisals	• Decarbonised and climate resilient transport system. • Improved air quality and reduced emissions from transport-related sources. • Sustainable Access is embedded as a standard principle in development and transport planning contributing to shifts in travel demand patterns. • Consistent use of lifecycle environmental, social, and economic criteria in project appraisals.	• GHG emissions reduction targets established, aligned with South Africa's Second Nationally Determined Contribution (NDC) (submitted October 2025) and reviewed within each IIP cycle as NDC commitments are updated. Tracked via a transport-specific tCO_2e/year metric, reported annually as part of the MEAL framework. • Ongoing public awareness raising campaigns on Sustainable Transport practices. • An established and institutionalised rigorous project lifecycle appraisal framework. • Carbon pricing and congestion charging mechanisms to embed environmental impacts into transport costs and influence travel choices. • Green procurement principles, including embodied-carbon and material lifecycle-emissions criteria clearly incorporated in transport infrastructure and systems design. • Vehicle fleet procurement specifications incorporate green procurement principles including emissions and resource-efficiency criteria for TAG-coordinated public transport and government fleets.

C. INTEGRATED PUBLIC TRANSPORT INFRASTRUCTURE

1. INTRODUCTION

The TAG Act prescribes that, as part of the IIP, TAG must take actions to ensure the effective integration of public transport infrastructure. This chapter focuses on the **Integration of Public Transport Infrastructure**.

One of TAG's function is to promote the development of an integrated and accessible public transport network of infrastructure across Gauteng with the Act setting out TAG's goals to:

- Integrate transport systems;
- Foster cooperation and coordination between public transport authorities;
- Improve and optimise the planning and implementation of public transport infrastructure; and
- Facilitate and rationalise the funding of public transport activities and initiatives in the Province.

This chapter outlines the key objectives and outputs related to infrastructure integration, followed by a brief overview of the current status quo in Gauteng and its associated challenges. It then presents key considerations and recommended actions for TAG over the next five years in line with its mandate and objectives. The chapter concludes with a list of proposed public transport infrastructure integration projects and initiatives to be undertaken over this period.

2. KEY OBJECTIVES AND OUTPUTS FOR THE INTEGRATION OF PUBLIC TRANSPORT INFRASTRUCTURE

Public transport infrastructure and the integration thereof is addressed in the approved STP in terms of its **Access Theme** aimed at enhanced, safe, reliable, integrated and affordable transport to ensure equitable access to opportunities for all, as well as the **Social Theme** aimed at the integration of land use and transport to promote a safe sustainable, inclusive and equitable society in Gauteng. The key objectives, outcomes and outputs from these two themes, as they relate to public transport infrastructure that sets the foundation for this integration are set out in **Table C-1.**

Table C-1: Integration of Public Transport Facilities and Infrastructure Objectives, Outcomes & Outputs

Objective	Outcomes	Output
Rail as Backbone Reinforce rail as the backbone of Gauteng's public transport system	• Rail provides the backbone of Gauteng's transport system, aligned with land use, responsive to travel demand, and operating within an appropriate modal hierarchy. • Rail improvement maintenance plans and operations are consistently delivered, enabling planning authorities to effectively rely on rail's role in the wider public transport system. • Strengthened institutional capacity at provincial level to enable rail and public transport services to be devolved.	• Rail feasibility studies including reviewing the ITMP25 travel demand forecast model, in consultation with all planning authorities. • Strategic rail corridors confirmed with PRASA, mapped and protected. • A developed and implemented Rail Capacity-Building Programme that precedes the devolution of the rail function.
User-centric public transport planning Coordinate **planning and implementation** that fosters user-centric public transport and modal integration	• An inclusive and well-integrated public transport system that offers frequent services, seamless connectivity ensuring access to social and economic opportunities for all residents of Gauteng. • Avoid, Shift and Improve principles encourage a natural shift from private transport to sustainable modes.	• Development of Intermodal facility guidelines to provide a unified identity, contributing to consistent quality and service standards.
Appropriate Public Transport infrastructure Ensure the provision and maintenance of safe, accessible and appropriate **public transport infrastructure** that meets the diverse mobility needs of all	• Equitable and universally accessible public transport for all users, including vulnerable groups. • Consistent safety and security standards applied across the transport system.	• Public transport facilities upgraded and transitioned to be universally accessible and energy efficient, within available resources. • Modern, safe, secure and well-maintained intermodal public transport facilities that are universally accessible and dedicated to serving all users.

Objective	Outcomes	Output
users, including vulnerable groups		
A Resilient Road Network Promote the sustainable and resilient design, construction, maintenance and management of transport infrastructure to enable safe and reliable mobility across the province	• Adaptive and responsive road network management system. • Sustainably designed, environmentally resilient, and regularly maintained transport infrastructure.	• Expanded SANRAL freeway incident management system, AI-based arterial traffic management and enforcement system. • Efficient and effective transport asset protection (including overloading control) and pavement management systems, using real-time data collection and AI-driven analytics. • Strategic future road corridors mapped and protected. • Transport Infrastructure Resilience Guideline for Gauteng. • Revised road design standards incorporating Complete Streets principles and public transport priority measures. • Policy on Alternative and Innovative Construction Materials developed and adopted.
A cohesive urban form Reinforce a cohesive urban form that supports sustainable and equitable transport and services	• Coordinated infrastructure investment, demand-management planning, and data-driven land-use governance that supports integrated sustainable urban growth. • Inclusive and efficient urban development around transport corridors and nodes, fostering economic activity while reducing urban sprawl and significantly improving transport efficiencies. • Compact, connected, and equitable urban areas where residents can safely and conveniently access employment, essential services, and community amenities.	• A provincial integrated infrastructure, transport and land-use management system that aligns bulk infrastructure investment and accessibility planning with spatial priorities, supported by a digital data-sharing and e-submission platform for coordinated municipal decision-making. • Revised transport and land use planning standards that adopt the Enable, Avoid, Shift and Improve (EASI) / Triple Access approach, replacing "Predict and Provide" with "Decide and Provide" within 12 months of IIP adoption. • A provincial strategy for inclusive transit-oriented development (single unified provincial TOD and Corridor Development Guideline document) implemented through

Objective	Outcomes	Output
	• EASI / Triple Access has become the mandatory basis for all land-use and transport planning and investment decisions, with "Predict and Provide" practice discontinued within 12 months of IIP adoption.	pilot corridor projects, community mobility hubs, and enabling land-use reforms. • Protected urban edge (compact cities)
Prioritise non-motorised modes and universal access (UA) Refocus and shift transport provision to prioritise non-motorised modes and universal access (UA)	• Walking, cycling and Universal Accessibility have become the departure point for all developments and transport projects. • Cycling has become a recognised, accessible and embraced mode of transport for all, particularly for trips under 8km.	• Policies, legislation and guidelines supporting and enabling walking, cycling and UA have been finalised and are being implemented. • NMT & UA infrastructure and support programmes receive adequate funding. • Expanded walking and cycling infrastructure and support programmes targeting short-distance travel.
Ensure Safety and Security Ensure the safety and security of all transport users particularly vulnerable road users	• Robust interagency collaboration which is driving the achievement of the Decade of Road Safety Targets. • Planners and geometric designers inherently recognise and prioritise the importance of designing infrastructure and systems that fully accommodate the needs of vulnerable transport users. • Pedestrians, cyclists, vulnerable groups, public transport users and passengers feel safe and secure across all transport modes and facilities. • Driver behaviour has changed to become responsible and aware of the need to consider other road users.	• Road fatalities and serious incidents have been reduced by 50% compared to the 2010 baseline, in accordance with the National Road Safety Strategy 2016-2030. • Safety and Security-focused Design and Precinct Guidelines are being implemented. • Established Security Entity/Entities responsible for visible policing and security services aimed at combatting crime on public transport, within facilities as well as truck drivers and their loads. • A comprehensive communications, public awareness raising and education strategy on Road Safety has been developed and is actively being implemented.

3. SCOPE OF INTEGRATED PUBLIC TRANSPORT INFRASTRCUTURE

A framework for integrating public transport infrastructure is aimed at establishing a unified approach to planning, funding, delivering, and managing public transport infrastructure so that all public transport modes operate as a single, seamless network.

This is with a view to promote a safe, reliable, accessible, and financially sustainable transport system that supports economic growth, social inclusion, and environmental resilience. Integration of public transport infrastructure should *inter alia* deal with the following aspects of the public transport network:

- Physical integration (stations, interchanges, corridors);
- Network integration (routes, schedules, frequencies);
- Institutional integration (aligned mandates across spheres);
- Accessibility & Universal Design;
- Sustainability and TOD;
- Lifecycle Asset Management (LCAM);
- Equity & Inclusion;
- Safety & Security, and
- Digital and operational integration (ITS platforms, real-time information, integrated fare management, and system control)

The public transport infrastructure typologies and some key requirements that should be dealt with as part of the promotion of integration, are shown in **Table C-2**.

Table C-2: Integrated public transport infrastructure and facility typologies

Category	Examples	Key requirements
Trunk infrastructure	Rail corridors and BRT lanes	Dedicated or semi-dedicated Right-of-Way (ROW), signalling and priority measures
Feeder infrastructure	Stops	Lay-bys, shelter, lighting
Interchanges	Stations, terminals, ranks	Ticketing gates, Universal Access, security
Support infrastructure	Depots and control centres	Integrated data platform
NMT infrastructure	Sidewalks, cycle lanes	Continuous, well-lit, physical separation, safe

4. GOVERNANCE OF PUBLIC TRANSPORT INFRASTRUCTURE

Based on the legislative mandates and policy framework provided in the previous section, it is clear that a strong governance backbone is essential for the integrated planning, provision and management of public transport facilities in Gauteng.

The Constitution and the NLTA set out the following governance framework for public transport infrastructure and facilities, which should also contribute to or promote the integration thereof. This framework is summarised in **Table C-3**.

Table C-3: Governance framework for public transport infrastructure and facilities

National Government	Provincial Government	Municipal Government / municipal entities
• Sets policy, norms, and standards • Provides conditional grants (PTNG, PRMG, etc.) • Establishes national data and interoperability standards	• Coordinates district and municipal transport planning • Ensures alignment with provincial spatial development frameworks • Provides and manages selected intermodal hubs of "provincial significance"	• Develops Integrated Public Transport Network (IPTN) plans • Manages local infrastructure delivery and operations • Maintains local roads, stations, depots, ranks and NMT networks

Public transport regulators, such as the National Public Transport Regulator (NPTR) and the Gauteng Provincial Regulatory Entity (PRE) also have a derived role with respect to public transport infrastructure and facilities as these entities manage operator licensing and are also responsible to monitor and oversee public transport in the Province. This is to be not only in terms of passenger demand, but also taking cognisance of **infrastructure and facility capacity.**

5. INTEGRATION STATUS QUO OF PUBLIC TRANSPORT INFRASTRUCTURE IN GAUTENG

Gauteng has extensive public transport assets, such as commuter rail infrastructure, the Gautrain rapid rail system, BRT corridors (Rea Vaya, A Re Yeng, Harambee), termini and taxi ranks, but these operate largely as parallel systems rather than an integrated network, with Interchanges varying in quality, accessibility and multimodal connectivity. The status quo with respect to **integration of public transport infrastructure** across key corridors, trunk and feeder routes within the province's IPTN is outlined below.

5.1 Commuter Rail Services

There are two commuter rail systems in Gauteng, PRASA's Metrorail system and the Gautrain Rapid Rail system, which, while separate systems, are complementary. Metrorail provides mass, affordable transport across the province, whereas the Gautrain offers a faster, more reliable premium service focused on linking major economic hubs. Together, they connect key urban centres such as Johannesburg, Pretoria and Ekurhuleni, as well as surrounding townships, albeit with distinct footprints. Metrorail operates on a network partly shared with Transnet's freight services, while the Gautrain runs on a dedicated network that enables higher travel speeds.

5.1.1 Key Corridors

Metrorail : Major corridors on the Metrorail network radiate from Pretoria, Germiston and Johannesburg Park station. They serve Johannesburg, Soweto, the East Rand, the West Rand, Pretoria, and the Vaal region, as set out in **Table C-4**.

Table C-4: PRASA Metrorail Key Corridors in Gauteng

Johannesburg Centric Corridors	Pretoria centric corridors	Inter-City (Johannesburg–Pretoria) Corridor
i. Johannesburg ↔ Springs (via Germiston, Boksburg, Benoni, Brakpan, Springs) ii. Johannesburg ↔ Nigel (via Springs) iii. Johannesburg ↔ Vereeniging (via Orlando, Lenasia, Sebokeng) iv. Johannesburg ↔ Oberholzer / Carletonville (via Orlando, Westonaria) v. Johannesburg ↔ Naledi (Soweto) (via George Goch, Soweto) vi. Johannesburg ↔ Randfontein / Krugersdorp (via Roodepoort)	i. Pretoria ↔ Saulsville / Atteridgeville ii. Pretoria ↔ Mabopane / De Wildt (via Pretoria North, Ga-Rankuwa, Soshanguve) iii. Pretoria ↔ Pienaarspoort / Mamelodi (via Hatfield)	. Johannesburg ↔ Pretoria (via Germiston, Kempton Park, Thembisa, Centurion)

Gautrain: The Gautrain operates so to speak on two corridors. namely a North- South, and an East-West corridor. Two different services are operated on the East-West corridor namely a general passenger service and an airport service, in contrast to the North-South corridor on which only a general passenger service is provided.

5.1.2 Rail and Station infrastructure

PRASA operates over 100 stations and approximately 1 000 km of track in Gauteng, serving a far larger area than the Gautrain, which has 10 stations and approximately 80 km of track, making Metrorail over 10 times larger in both network length and station count.

PRASA promotes physical integration at its stations through formal design standards, station area planning principles and intermodal facilities that enable transfers between rail, buses, minibus taxis, NMT (walking & cycling), with some park-and-ride. Its station modernisation programme incorporates NMT access, ramps and UA features, and UA standards are embedded in its station upgrades. Station planning includes TOD opportunities around major stations, with mixed use developments that integrate retail, pedestrian plazas, and modal access to strengthen stations as multi-modal hubs, rather than rail only assets. Many facilities at stations were severely vandalised during COVID-19 lockdown, but are being gradually reinstated through PRASA's recovery programme.

PRASA operates long-distance bus services from some of its rail stations to support intercity travel, although demand has declined and the future of these services is under PRASA review.

Integration between Metrorail and Gautrain is facilitated at three interchanges, Pretoria, Rhodesfield and Johannesburg Park stations, enabling transfers between the two systems.

The Gautrain Rapid Rail System was designed with physical integration in mind, linking with PRASA at three stations and incorporating feeder buses, minibus taxi partnerships, park-and-ride facilities and pedestrian-friendly precincts. Gautrain stations are strategically located near Bus Rapid Transit (BRT) corridors (e.g. Rea Vaya near Johannesburg Park and Sandton Stations; A Re Yeng near Hatfield Station) and adjacent to taxi ranks (e.g. Marlboro and Midrand stations). A road-based public transport deck was developed at Sandton Station, in partnership with the City

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of Johannesburg (CoJ), to accommodate feeder buses, minibus taxis and metered taxis. Plans also include commercial development and a pedestrian plaza above the station to support its integration into a mixed-use urban precinct.

Gautrain operates dedicated feeder bus services to and from Gautrain stations, aligned with train schedules, using standard rigid bodied low-floor buses and midi-buses.

5.2 Municipal Integrated Public Transport Networks (IPTNs)

Integrated Public Transport Networks (IPTNs) in Gauteng are designed to provide high-mobility services along BRT trunk routes, with buses operating in dedicated median lanes and receiving priority at intersections. Passenger access is via median stations spaced several kilometres apart, enabling level boarding and alighting between right-sided doors on articulated buses and station platforms that are aligned in terms of the height of bus floors.

These trunk routes are supported by complementary and feeder services, using rigid high-floor buses with doors on both sides that can access both trunk route median stations and curb-side stops, operating largely in mixed traffic. IPTNs are being implemented by the metropolitan municipalities in the province, namely the City of Johannesburg (CoJ), City of Ekurhuleni (CoE) and City of Tshwane (CoT), with a summary of network status provided in **Table C-5**.

Table C-5: Current status of municipal IPTNs infrastructure in Gauteng

Contracting Authority	Phase	Status
CoJ	Phase 1A	The trunk corridor runs from Thokoza Park in Soweto via Park Station in the CBD to Ellis Park, designed for high-floor articulated buses, supported by some feeder routes and infrastructure for standard rigid buses. Two feeder routes from Protea Glen to Thokoza Park and Eldorado Park to Lakeview have buses running in mixed traffic.
	Phase 1B	The trunk corridor runs from Soweto via Auckland Park to the Johannesburg CBD and the infrastructure is similar to Phase 1A.
	Phase 1C(a)	The trunk corridor runs from the Johannesburg CBD via Parktown, through Louis Botha Ave to Alexandra and Sandton. The infrastructure was designed to accommodate low-floor buses.
CoE	Phase 1A	The trunk corridor runs from Thembisa to ORTIA, with flow median lanes and stations, designed for high-floor articulated buses, supported by some feeder routes and infrastructure for standard rigid buses
CoT	Phase 1A	Wonderboom to Akasia, but it is not operational yet
	Phase 1B	Wonderboom to Pretoria CBD corridor is based on low-floor median stations and articulated and rigid low-floor buses
	Phase 1C	Akasia to Kopanong, not operational
	Phase 2A	CBD to Hatfield, trunk route infrastructure design is similar to Phase 1B. Feeder services are operated by low-floor buses to Steve Biko Hospital, Tshwane University of Technology, Groenkloof and Muckleneuk.
	Phase 2B	Hatfield to Menlyn, operational in mixed traffic. Infrastructure rollout with the Lynnwood Road widening and construction on the Denneboom Intermodal Hub to finalize the trunk link to Mamelodi
	Phase 2C	Menlyn to Denneboom Station, but it is not operational yet

For its first two ITPN phases, the CoJ implemented high-floor buses with elevated platform stations in the Rea Vaya system. For the third BRT corridor (to be implemented within two years) CoJ has opted for a low-floor approach, lowering bus floors and station platform heights to improve accessibility and reduce costs. However, this limits integration and interoperability across BRT corridors within CoJ. The Rea Vaya system also integrates physically with commuter rail and Gautrain networks at Johannesburg Park and Sandton Stations.

The BRT system in Tshwane, A Re Yeng, uses on low-floor buses and median stations, with fleet compromising articulated and rigid buses; the latter also operate on complementary and feeder routes, enabling passengers access to trunk services at specific stations. A significant portion of the bus fleet on the A Re Yeng network operates on Compressed Natural Gas (CNG) technology.

Future, cross-boundary integration between the A Re Yeng and Rea Vaya systems serving the northern parts of the CoJ is possible as both systems deploy low-floor buses compatible with median stations. However, ticket integration is not currently planned as each contracting authority applies its own specifications and procurement models within the relevant regulations published by the NDoT.

The CoE developed the Harambee BRT system with low-floor median stations and right-side boarding. A 2019 pre-feasibility study found partial infrastructure compatibility with Rea Vaya (limited to northern CoJ), but identified political and institutional integration as key constraints to full network integration.

Road upgrades and intersection treatments are common across Gauteng's IPTNs and BRT systems, including signal priority, turning restrictions and redesigned intersections, with Johannesburg's Phase 1C featuring major upgrades on Rivonia Road, Katherine Street and Edith Cavell Street. UA and NMT integration are also core elements, incorporating features such as tactile paving, ramps, lifts, lighting and safe walkways to support first- and-last-mile (1LM) connectivity.

Interoperability of standards, predictable performance and a consistent user experience across Gauteng's IPTNs are promoted through aligned planning and design approaches, including dedicated median lanes and stations, high-floor BRT designs (now transitioning to low-floor), cashless fare systems, UA, and taxi industry transition into Vehicle Operating Companies (VOCs) to promote consistency, coordination and integration.

5.3 Commuter and Municipal Bus Services

Subsidised commuter bus services were introduced to support apartheid-era settlement patterns and provide affordable long-distance travel from townships to urban places of work. These origin–destination services operate largely in mixed traffic and are not designed for transfers between routes or modes.

With few exceptions at larger commuter rail stations and minibus taxi ranks, such as Soshanguve/Mabopane, Denneboom, Thembisa Civic Centre, Katlehong, Natalspruit and Thokoza Park, termini at the townships ends of bus routes are generally not physically integrated with other public transport modes. On the destination ends of routes in CBDs, termini are often located adjacent to stations and minibus taxi ranks (e.g. Marabastad, Belle Ombre and Johannesburg Park Station), but apart from Belle Ombre, where passengers transfer between commuter rail and bus services, transfers between subsidised commuter bus services and other

public transport modes remain limited and are not actively supported by infrastructure design. Curb-side stops, used by these bus services are provided and maintained by municipalities and often shared with minibus taxis, further limit integration, while inadequate provision of NMT infrastructure, such as sidewalks and lighting, reduces safe and convenient access to these facilities.

Municipal bus services, subsidised and operated by or on behalf of metropolitan municipalities, also legacy systems, were introduced by municipalities to connect suburbs with CBDs and schools, with municipalities providing associated depots and stops shared with others road-based modes. Overall, both subsidised commuter and municipal bus services remain weakly integrated with IPTNs and sometimes duplicate services, although future network planning is expected to improve integration of services and infrastructure.

5.4 Minibus taxis

As populations grew and townships expanded and sprawled, the extent of minibus taxi services has grown exponentially since the 1980's. This was to meet the ever-increasing demand for public transport services, which commuter rail services could not meet, due to the limited area coverage of the rail networks and the limitations on expanding the subsidised bus services, due to budgetary constraints. This has led to the status quo, whereby at present minibus taxis are transporting more than 80% of public transport users in Gauteng.

Municipalities have been providing ranking and holding infrastructure for minibus taxis. However, the standard of infrastructure provided is inconsistent in quality and types of facilities and amenities made available. The management and maintenance of these facilities have also been neglected and not adequately budgeted for. In many instances the condition of these facilities does not enhance the passenger travel experience. Minibus taxis use laybys and stops provided by municipalities for picking up and dropping off passengers.

From an infrastructure integration perspective, facilities for minibus taxis are often provided by municipalities adjacent to PRASA's commuter rail stations on municipal land or by PRASA as part of intermodal facilities on PRASA's land. This is to encourage the minibus taxi industry to provide feeder and distribution services to the commuter rail network. Taxi ranking facilities have also been provided on the public transport interchange level at the Gautrain Sandton Station.

The density of taxi ranks at rail stations creates both opportunities and challenges. Opportunities include seamless transfers, strong ridership potential and natural infrastructure integration, while challenges relate to traffic congestion, informal operations, safety management, and the need for better formalised interchange design, all of which must be addressed in interchange infrastructure planning and facility design.

5.5 Public transport infrastructure integration status quo summary

Gauteng has strong assets and clear strategic intent, but integration of infrastructure and facilities remains partial and uneven. While infrastructure networks exist, they are not yet well integrated, with challenges including fragmented governance, unreliable rail, inconsistent infrastructure quality and misaligned land use patterns. Together with population growth and rising travel demand, these pressures increase congestion and limit the effectiveness of a seamless, user-centred, multimodal transport system, limiting integration efforts.

Although improving, the institutional landscape remains quite fragmented. Gauteng has taken steps toward coordination through the establishment of TAG to unify planning across municipalities and provincial entities; however, multiple authorities (municipalities, PRASA, GMA, GDRT and SANRAL) still plan and operate infrastructure independently. Overlapping mandates between municipalities and the province create uncertainty over roles in planning, funding, and managing facilities, while coordination mechanisms are inconsistently applied and TAG's mandate is still maturing and not fully embedded across all spheres.

Inconsistent infrastructure standards are prevalent and public transport infrastructure and facilities vary widely in design, accessibility, safety, and user experience, with the exception of the BRT networks, which carry a small percentage of public transport users in Gauteng. Many taxi ranks and informal interchanges lack UA features, real time information, or safe pedestrian connections.

The commuter rail system instability and PRASA's operational challenges undermine the backbone of multimodal integration, while Gautrain is operating efficiently but also only serves a limited geography and market segment.

Land use and transport are misaligned, with low density spatial patterns continuing. Increase in car-oriented development makes integrated public transport less viable. Despite spatial development frameworks promoting integration, land use densities and typologies around stations and public transport corridors remain inconsistent and this limits the benefits of TOD.

Funding constraints hinder capital investment in public transport infrastructure and result in maintenance backlogs. The province and specifically municipalities struggle to maintain interchanges, depots, and NMT links. This is leading to deterioration of the quality of infrastructure and facilities, the public transport user experience and safety concerns.

One of the systemic issues that reinforce the challenges mentioned above is weak multi-modal interchange design. Many interchanges do not support seamless transfers between taxis, buses, BRT, and rail. These issues include:

- Poor pedestrian safety;
- Inadequate signage and wayfinding;
- Limited shelter, lighting, and security;
- Taxi operations remain largely informal and unaligned with municipal planning; and
- Lack of unified transport data limits evidence-based planning and real time integration.

6. PROVINCE-WIDE STRATEGIC PUBLIC TRANSPORT NETWORK (SPTN)

The Gauteng PLTF, 2023-2027 positions the province as a **single functional transport area**, where integration is not optional but essential for efficiency, mobility, and economic performance. The framework recognises that Gauteng's transport system spans multiple municipalities and must therefore be planned, governed, and built as one interconnected network.

From a planning perspective, an IPTN covering the whole province was identified during the development of the ITMP25 for Gauteng. This included the identification of key public transport nodes and interchanges. This "first cut" province-wide SPTN was further refined through the travel demand forecasting model and is shown on **Figure C-1**.

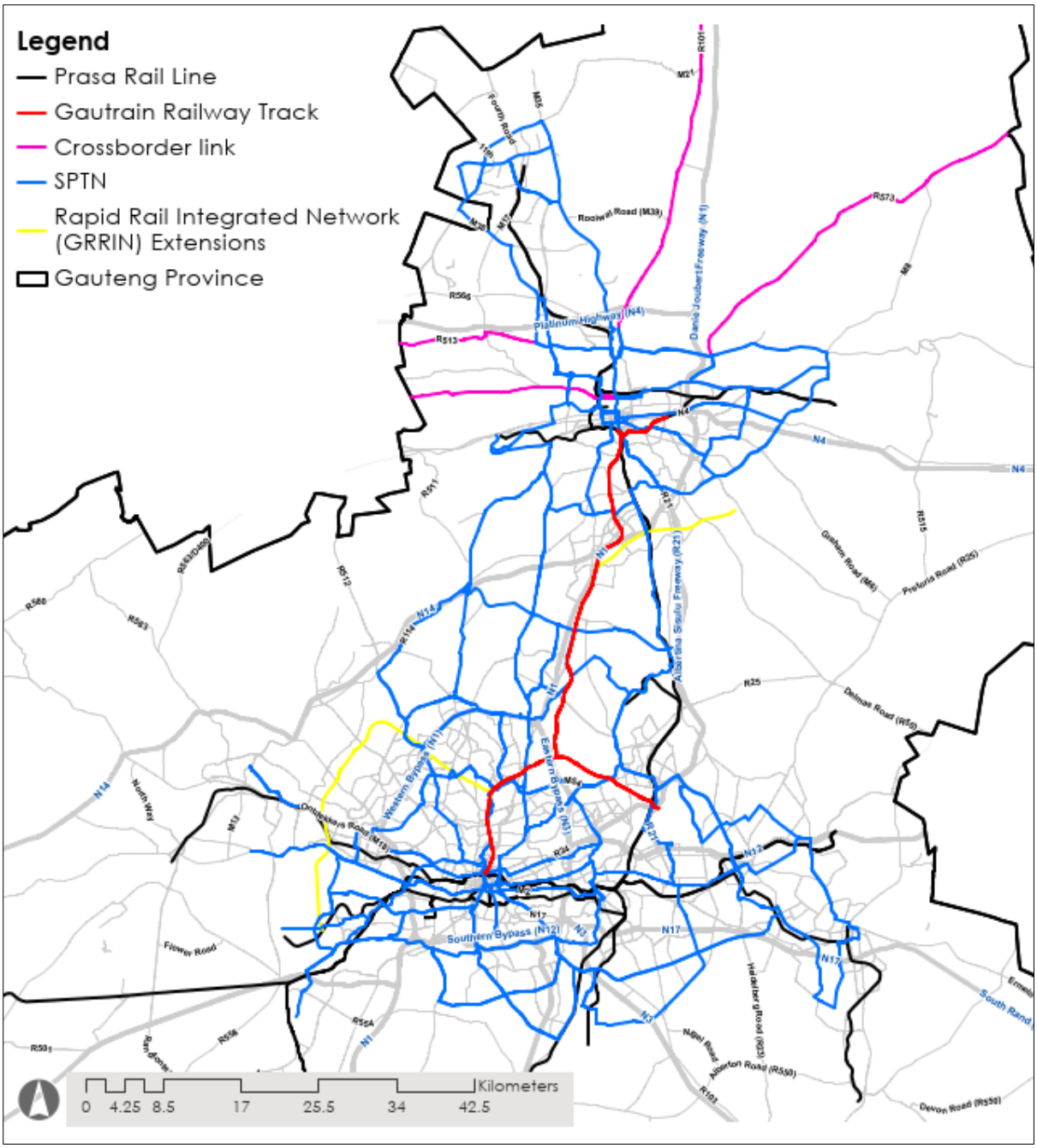


Figure C-1: Conceptual province-wide SPTN

The SPTN recognises Gauteng as a single, integrated city-region, where many trips cross municipal and provincial boundaries—an aspect not fully addressed by existing municipal IPTN planning, which has largely focused on intra-municipal travel. The province-wide integrated SPTN aims to support efficient inter-municipal and inter-provincial movement, and, as recommended by the ITMP25, provides a framework for planning authorities to further develop public transport networks within their jurisdictions. Realising the SPTN will require further tactical and operational planning, feasibility studies and business plans over the next 25 years, with key public transport nodes and interchanges identified through the ITMP25 demand modelling process, as shown in **Figure C-2**, and listed in **Table C-6,** giving an indication of the location of these interchanges, as well as the forecasted peak passenger volumes in 25-years' time.

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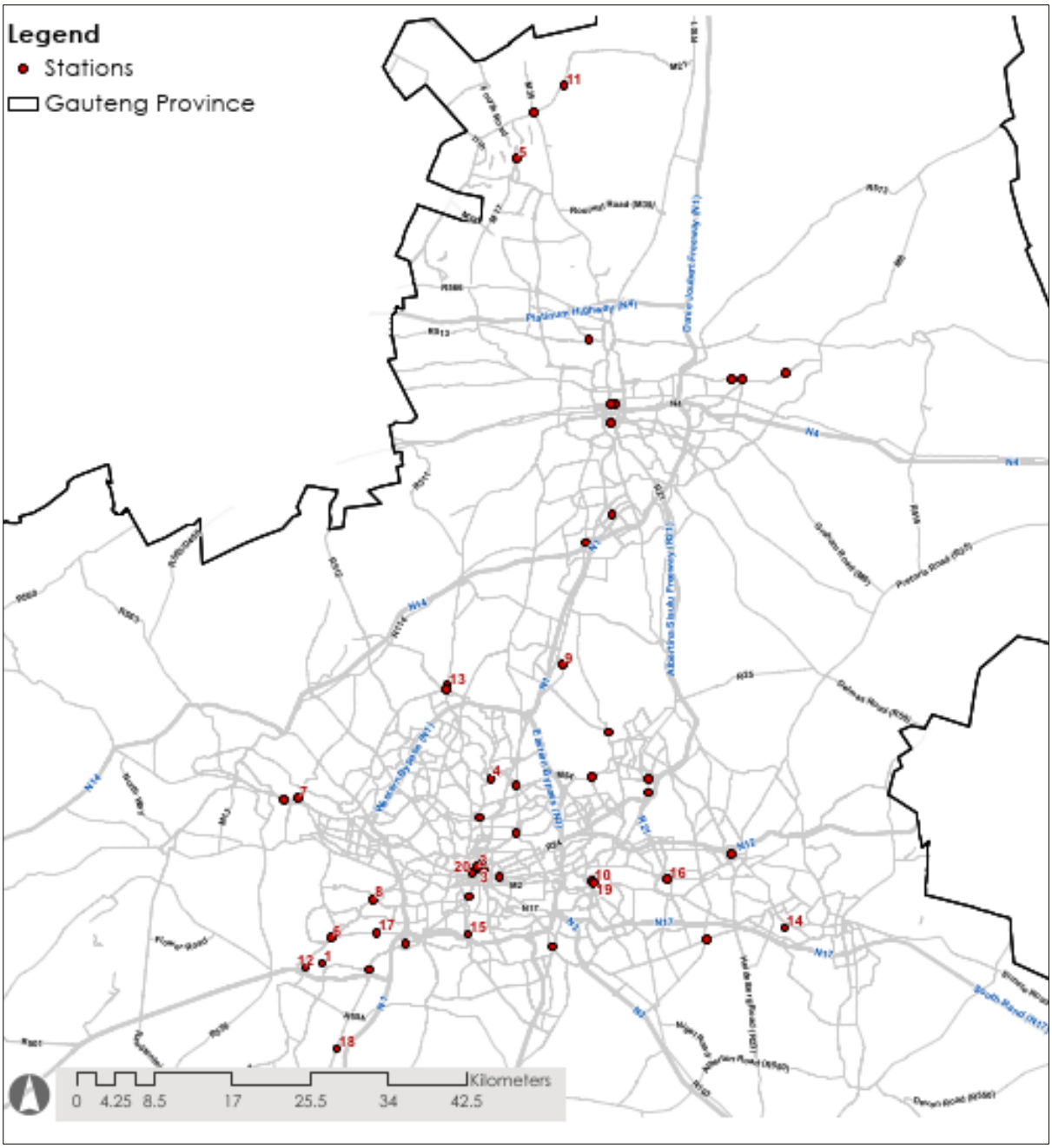


Figure C-2: Key public transport nodes and interchanges on the SPTN

Table C-6: Major public transport nodes and interchanges in Gauteng in 25-year's time

No	Municipal Area	Location	25-year forecasted peak hourly passenger volumes
1.	Johannesburg	Kliptown in Soweto	36 700
2.	Johannesburg	Park Station East	32 500
3.	Johannesburg	Johannesburg CBD	32 300
4.	Johannesburg	Sandton CBD	32 200
5.	Tshwane	Soshanguve	30 900
6.	Johannesburg	Thokoza Park in Soweto	26 500

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No	Municipal Area	Location	25-year forecasted peak hourly passenger volumes
7.	Johannesburg	Roodepoort	25 000
8.	Johannesburg	New Canada	24 700
9.	Johannesburg	Midrand	23 500
10.	Ekurhuleni	Germiston	22 800
11.	Tshwane	Temba	22 500
12.	Johannesburg	Midway in Soweto	22 000
13	Johannesburg	Diepsloot	21 000
14	Ekurhuleni	Brakpan	20 700
15.	Johannesburg	Gillview/Gleneagles area in southern Johannesburg	20 500
16.	Ekurhuleni	Boksburg	19 500
17.	Johannesburg	Nancefield/South Gate	19 200
18.	Sedibeng	Evaton/Sebokeng	19 200
19.	Ekurhuleni	Germiston CBD	18 400
20.	Johannesburg	Johannesburg Gautrain Station	17 800

If aggregated, the combination of Belle Ombre Station, the Marabastad bus termini and the Bloed- and Boom Street taxi ranks in the Pretoria CBD is also forecasted to become a very significant public transport node in the province. Other nodes to be mentioned are Denneboom Station in Mamelodi and the combination of the Kempton Park CBD with the Rhodesfield Gautrain Station development.

The SPTN proposed in the ITMP25 should form the basis for the TAG's actions aimed at promoting the development of integrated public transport infrastructure and facilities, as discussed further out in **Section 7**.

7. PROPOSED ACTIONS BY TAG TO PROMOTE THE INTEGRATION OF PUBLIC PASSENGER INFRASTRUCTURE

The TAG Act prescribes actions to be taken by the Authority to ensure the effective integration of public transport infrastructure are to be provided as part of the IIP. The TAG is currently going through a progression phase towards ultimately becoming a fully-fledged transport authority with strategic, tactical and operational roles. However, for it to achieve the ultimate state of being, that of operating as a fully-matured transport authority as intended by the Act, certain roles, responsibilities and budgets will still have to be assigned to it, as well as for it to be adequately resourced. The TAG Act may also need to be amended to clarify and supplement the powers and functions of the TAG as its role develops, and to address funding issues. Therefore, it cannot ensure effective integration, but rather promote integration through coordination between and support to other entities and authorities responsible for planning, provision and management of public transport infrastructure. The actions and initiatives proposed in this section are mostly aimed at providing such coordination and support.

For the proposed action to be actionable/feasible within the five-year IIP timeframe, the TAG may have to consider further development and refinement of these actions beyond what is discussed below. This may have to be done in discussion and consultation with authorities and entities responsible for public transport infrastructure.

7.1 Coordinated and Integrated Planning Across all Spheres of Government

The NLTA requires metropolitan municipalities to establish Intermodal Planning Committees (IPCs), comprising municipal officials and representatives of rail SOEs (PRASA and GMA), to coordinate and integrate public transport and broader ITP related matters. IPCs must facilitate appropriate SLAs between municipalities and PRASA, where significant passenger rail services exist. In addition, municipalities may establish Land Transport Advisory Boards (LTABs), with representatives of government and the private sector, to advise them on land transport matters in terms of Section 16 of the NLTA.

The Grant Frameworks published under the Division of Revenue Act (DORA) for each financial year provide that the Province must establish a Public Transport Integration Committee (PTIC) comprising the three spheres of Government in order to oversee the process of the Metros establishing their IPTNs and to rationalise the old order bus contracts. A PTIC for Gauteng was established in 2009 but is reported not to be functioning at optimal level currently.

From a political coordination and oversight perspective, the MINMMEC committee has been established as a structure between the MEC and MMCs (members of the mayoral committees) of the municipalities, with the relevant department heads supporting it.

The Gauteng Integrated Transport Planning Committee (GITPC), established in November 2024, has held three meetings to date and is required to meet quarterly. It includes representatives from the three metros and two district municipalities, NDoT, Transnet, PRASA, SANRAL, Airports Company of South Africa (ACSA), Department of Cooperative Governance and Traditional Affairs (COGTA), TAG and the GMA, and aims to promote integrated and sustainable development, optimise resource allocation and align transport planning with broader development priorities.

The GDRT has also established a Transport Technical Working Committee (TTWC) as a coordination mechanism with municipalities to support integrated transport planning, technical alignment, and implementation oversight. It serves as the “technical engine room” of Gauteng’s transport governance, aligning planning, engineering, operations and regulatory decisions across the province, while reviewing and harmonising designs, corridor plans, interchange layouts, infrastructure proposals, and coordinating wayleaves and construction.

There is a need for a provincial planning structure to coordinate transport planning across different spheres of government and modes of transport, a function assigned to TAG under the TAG Act. This includes integrating land-use planning, public transport and infrastructure investment, and strengthening intergovernmental alignment with broader government policies. It also requires more effective coordinating committees with representation from national, provincial, and municipal authorities, as well as operators and civil society, as existing structures are not fully achieving this objective.

Given the absence or ineffectiveness of existing coordinating committees, the STP proposes establishing or reviving **working committees with municipal and provincial representation** to *inter alia* coordinate and guide public passenger transport planning, including infrastructure maintenance. These should include not only transport authorities but also economic development, land-use planning and housing departments, with consideration to include other public transport role-players, while addressing overlaps with existing structures.

While multiple coordinating structures and exist, institutional fragmentation and overlapping functions remain. Given its legislative mandate, TAG should facilitate the streamlining of these structures and support the effective functioning of coordinating committees.

7.2 Land Use Transport Integration (LUTI)

Land Use Transport Integration (LUTI) is one of the primary levers to reverse inefficient and exclusionary spatial patterns by aligning **where people live**, **where jobs are located**, and **how people move**. In the Gauteng context, this is particularly important given the long-standing separation between residential areas, employment centres, public facilities and high-capacity transport routes, which has contributed to long and costly daily trips, car dependence, weak public transport viability in some areas, and continued spatial inequality.

A stronger LUTI approach is therefore necessary to improve accessibility, support public transport use, and ensure that transport infrastructure investment contributes to more efficient and inclusive urban development. This is consistent with the broader STP direction, which promotes integrated land use engineering infrastructure and transport as a foundation for a safe, sustainable, inclusive and equitable society.

The NLTSF sets out the tools and mechanisms aimed at a shift away from low density, car-dependent urban sprawl, which are:

- TOD as a national planning approach;
- Integrated corridor development, linking land use intensification with high-capacity public transport;
- Demand driven infrastructure investment, ensuring that transport infrastructure follows strategic land use priorities; and
- Alignment of funding (e.g., PTNG, MIG, USDG) with integrated spatial transport outcomes.

Key characteristics of land use development and transport alignment are provided in **Table C-7**.

Table C-7: Key characteristics of good land use transport alignment

Key Characteristics	Purpose
High-quality public transport	Anchor of TOD
Mixed-use development	Reduce travel distances
Higher density	Support public transport ridership where infrastructure and service capacity permit
Accessibility to opportunities	Improve access to jobs, education and services
Universal access and inclusive design	Ensure that public transport environments and surrounding areas are usable by all users,
Walkability	Make the urban environment of “human-scale”
First-and last-mile connectivity	Improve safe, direct and seamless access to public transport
Cycling infrastructure	Extend station catchment
Safety and security	Support confident use of public transport and public space
Reduced car use	Shift behaviour
Public space	Create community and identity
Affordable housing	Increase inclusivity
Supportive zoning	Enable development in locations supported by transport and infrastructure capacity
Economic anchors	Sustain long-term activity

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The STP for Gauteng frames LUTI as one of its core principles and positions the TAG as part of the institutional environment in Gauteng to drive this. The STP proposes that LUTI be promoted in different ways:

- Conceptually by means of the “Triple Access System”,
- Strategically using the Enable-Avoid-Shift-Improve (EASI) model as a basis, and
- Institutionally through the TAG’s legal mandate and coordinating role.

The EASI model in tandem with the Triple Access System emphasises that accessibility is shaped by land use patterns, digital access and transport networks being aligned and working together. In this sense, LUTI is identified as a key principle for delivering a sustainable, efficient, and equitable transport system, linking it to improved accessibility (not just mobility), reducing travel demand by bringing people closer to opportunities and shifting trips to public and non-motorised modes. Spatial planning must therefore be coordinated with transport investment so that public expenditure does not continue to reinforce fragmented growth patterns and urban sprawl.

In practice, this requires an immediate shift in planning approaches away from conventional “predict and provide” methods towards a mandatory “decide and provide” approach, in which accessibility, spatial proximity and digital access are considered together. For Gauteng, this means that land use, transport and supporting infrastructure decisions should be guided by the desired long-term urban form and accessibility outcomes, rather than responding only to existing travel demand patterns and that no further project or budget approval should proceed on "predict and provide" logic pending finalisation of the revised standards within 12 months. This is consistent with the STPs broader call for a cohesive urban form and a new way of thinking based on the Triple Access approach.

The TAG Act positions TAG as an **institutional integrator** for Gauteng’s transport system. This implies several core responsibilities, namely:

- Strategic integrator of land -use and transport planning, whereby TAG reviews transport planning alignment with spatial plans, especially concerning land use decisions with major transport impacts;
- Development and operationalisation of Province-wide Accessibility Framework.
- Enabler of TOD;
- Monitor and Evaluate Spatial Transport Outcomes; and
- Facilitator of Cross-Sector Governance.

TAG’s role is not to replace municipal spatial planning functions or land use management powers, but to act as a provincial enabler, coordinator and strategic integrator. This includes promoting stronger alignment between SPTN, municipal SDFs, precinct planning, public transport planning, engineering infrastructure investment, and broader development priorities across the province. It also includes supporting coordination between transport authorities, municipalities, Department of Human Settlements, PRASA, SANRAL and other stakeholders where land use and transport decisions need to be aligned.

As part of enabling LUTI and TOD it is *inter alia* proposed that TAG promotes a set of mutually reinforcing instruments and actions. These include an **Accessibility Framework** and a **TOD Framework**, integrated infrastructure and land use management tools, and coordinated implementation mechanisms for strategic nodes and corridors.

The development of an Accessibility Framework should include accessibility indicators, spatial analysis and mapping tools, which can guide investment decisions and evaluate development

proposals, as well as ensuring that accessibility, not just mobility, becomes the basis for transport funding. It should also support the monitoring of whether people can reach employment, education, health care and other key opportunities affordably, safely and within reasonable travel times.

Effective LUTI also depends on the alignment of engineering infrastructure with spatial and transport priorities. Densification, mixed-use development and corridor intensification cannot be achieved where water, electricity, sewerage, stormwater and waste infrastructure capacity are inadequate. LUTI must therefore be understood not only as an alignment of land use and transport, but as an integrated relationship between land use, transport and essential engineering services, with infrastructure upgrading and investment sequencing forming part of the enabling environment for TOD and corridor development.

The TOD framework should provide practical guidance on how land use and transport can be better aligned around priority nodes, corridors, stations, interchanges and activity areas in Gauteng. In the provincial context, TOD should not be understood only in relation to rail stations, but more broadly in relation to rail, Gautrain, BRT, strategic bus services, major taxi facilities and key intermodal gateways. The framework should therefore support context-sensitive application across metropolitan cores, township nodes, strategic corridors and major interchange precincts. It should also guide municipalities and sector departments on the land use, public realm, access, parking and governance measures needed to support public transport-oriented growth and improved accessibility. This algins with the STP picture of success, in which spatial planning informs transport decisions, mixed use and higher-density nodes are developed around public transport, and growth is supported in safe, walkable and connected corridors and settlements. Key components of a TOD framework for land use transport alignment are given in **Table C-8**.

Table C-8: Key components of a TOD Framework

Component	Focus
Spatial planning	SPLUMA, SDFs, precinct plans, land use schemes
Transport backbone	Rail, BRT, bus systems, integrated ticketing
Station and interchange precincts	Mixed use, informal trading, public realm and first-last-mile integration
Density	Appropriate intensification, upzoning and inclusionary housing
Engineering infrastructure and bulk services	Water, electricity, sewerage, stormwater and waste infrastructure capacity to support densification, mixed-use development and long term service sustainability
Walkability	Safety, lighting, universal access, legibility and pedestrian priority
Cycling	Secure, protected facilities, linked to station catchments
Car reduction	Parking reform, Travel Demand Management (TDM), PT priority
Equity and inclusion	Affordable housing, social facilities, and informal economy support
Governance	Multi-sphere alignment, funding coordination and implementation sequencing
Economic anchors	Government, education, health, retail and other major trip generators

The successful implementation of LUTI and TOD in Gauteng will depend on stronger institutional coordination across sectors and spheres of government. In this regard, the STP proposes the establishment of a PTLUIC to oversee and coordinate land use and essential engineering services with a view towards transport integration across the Gauteng City Region (GCR). Such a mechanism can help streamline existing structures, support intergovernmental alignment, and

improve coordination between transport planning, land use management, engineering infrastructure planning and implementation.

Therefore, it is proposed that over the next five years, TAG should focus on practical measures within its mandate to strengthen LUTI in Gauteng. These include the establishment and operationalisation of the Province-wide Accessibility Framework, the development of a TOD-enabling framework, and the use of indicators to monitor accessibility, land use efficiency and public transport performance over time.

7.3 Physical and network integration

Physical and network integration are the two pillars that determine whether a public transport system feels like **one coherent network** or a collection of disconnected services. This shapes the public transport user experience, operational efficiency, and the financial sustainability of the system. As set out in previous sections, the physical integration of infrastructure and facilities includes network integration of key public transport corridors and interfaces between public transport services at stations, interchanges, termini, ranks and other key nodes.

Therefore, physical integration is all about the built environment, the infrastructure and the user interface that make transfers seamless and reduce friction. When it comes to station and interchange design, the important aspects are related to the co-location of stops for different modes, i.e. rail, BRT, bus, minibus-taxi, and with NMT access within short walking or cycling distances. UA is also very important and this means dealing with aspects such as ramps, tactile paving, level boarding, and safe pedestrian routes. Protection against adverse weather protection and safety and security considerations are also key. Other aspects of importance at interchanges to enhance seamlessness, are:

- Walking and cycling access with continuous sidewalks and safe crossings around stations, cycle lanes, secure bicycle parking and traffic calming;
- Vehicle–platform interfaces with level boarding for rail and BRT, consistent vehicle floor heights across fleets and standardised docking positions to reduce dwell times;
- Wayfinding and information, with a unified signage system across all modes, consistent colour coding for corridors and lines, real-time information at stations and on vehicles and maps that show the whole network, not just one operator;
- Fare media and gates, with common validators for all modes, integrated gates where needed for rail and BRT and open-gate systems supported by inspectors where appropriate; and
- Station precinct design (TOD) that accommodates mixed-use development around stations, pedestrian priority in station precincts and reduced parking requirements to discourage car dependence.

Given the fact that the responsibility for the planning, design and provision of public transport infrastructure and facilities largely rests with municipalities and other entities at present, TAG's role in the physical integration of public transport infrastructure is one of coordinator that ensures every piece of infrastructure such as stations, stops, interchanges, sidewalks, depots, and corridors work together as one network. It is proposed that TAG's focus is on assisting to develop standards as discussed in Section 7.6 below, do coordination between authorities and entities, do oversight, monitor compliance and to develop a long-term network logic.

7.4 Lifecycle asset management (LCAM);

The TAG, in terms of its mandate, must ensure that the public transport network remains interoperable and user-centred over time and not just at commissioning. Lifecycle asset management (LCAM) fits into public transport infrastructure integration as the mechanism that keeps the integrated system functioning, consistent and financially sustainable over time. Integration is not only about designing and building infrastructure that works together at the start of operation, but also about ensuring that every asset across the network, is well maintained, renewed, and replaced in a coordinated, system-wide manner. The contribution of LCAM to infrastructure integration is set out in **Table C-9**.

LCAM plans for transport infrastructure should incorporate thermal degradation as an explicit lifecycle cost driver alongside flooding, overloading and age-related wear: extreme heat accelerates pavement deterioration on freight and bus corridors, increases rail track maintenance demand above the 39°C buckling threshold, and adds structural maintenance requirements on bridges designed to historical Highveld temperature parameters. LCAMs should also account for the carbon abatement potential and air-quality implications of infrastructure and technology choices, alongside the climate adjustment factor already required under the Climate Change Act 22 of 2024.

Lifecycle cost projections should include a climate adjustment factor, reviewed each IIP cycle in accordance with the Climate Change Act 22 of 2024.

Table C-9: Contribution of LCAM to integration

Integration need	LCAM contribution
Consistent user experience	Maintains quality and standards over time
Interchange functionality	Coordinates renewal cycle
Accessibility and safety	Ensure features and facilities remain functional
Financial sustainability	Predictable lifecycle cost
System coherence	Prevents uneven degrading of infrastructure and facilities

LCAM normally consists of maintenance regimes and ensuring adequate funding is available for the maintenance and/or replacement of assets. Maintenance regimes are aimed at meeting set lifecycle and maintenance standards. It *inter alia* includes minimum maintenance requirements, inspection frequencies, asset condition thresholds, renewal standards and end-of-life criteria.

It is proposed that TAG's role in respect of LCAM is to coordinate and in some instances assist with setting lifecycle standards, monitor renewal plans, advise on corrective actions, promote the alignment of budgets and funding, and see that asset registers and condition data is maintained.

7.5 Intelligent Transport Systems Infrastructure (ITS)

ITS infrastructure forms the digital layer of the integrated public transport system, enabling infrastructure, vehicles, operators and passengers to interact through shared communication, data and control platforms. ITS considerations are essential for integrating of public transport infrastructure. The considerations include:

- Digital connectivity and communication backbone across the public transport network;

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- Vehicle communication infrastructure enabling fleet tracking and real-time service monitoring;
- Infrastructure for integrated real-time passenger information systems;
- Infrastructure for Account-Based ticketing and integrated fare systems;
- CCTV, security and surveillance infrastructure;
- Traffic signal priority and corridor management infrastructure for road-based public transport modes;
- Control centre integration infrastructure;
- Incident management and emergency response coordination systems;
- Asset management integration;
- Data integration infrastructure and interoperability standards across operators and modes; and
- Cybersecurity and resilience of critical ITS infrastructure

TAG's responsibility is to align all authorities and entities responsible for public transport infrastructure and operations around a single ITS integration framework, which could *inter alia* include digital and infrastructure standards. To promote data integration, it should pursue the establishment of a provincial mobility data hub. From a governance perspective, it should also coordinate with stakeholders and in some instances oversee ITS planning and the alignment of investment in ITS infrastructure.

7.6 Norms and Standards

Norms and standards form the "quiet" backbone of an integrated public transport system and these assist with infrastructure provided by different agencies which is built for different modes to work together as one system. They ensure that infrastructure is compatible, transfers are seamless, systems can be interoperable and the users experience is consistent across the entire public transport network. Norms and standards can turn infrastructure from isolated assets into a connected network.

Norms and standards shape the user experience directly and are the invisible architecture that makes the system feel safe, legible and seamless, as well as improve accessibility. They also create physical interoperability by defining the key characteristics of infrastructure, such as platform heights, station and stop layouts, lane widths, pavement and kerb specifications and UA requirements.

Given the fragmented nature of the present public transport system and the uneven municipal capacity, the current reality is that public transport infrastructure is often not well integrated. Norms and standards can be used as a tool for the transformation of the system towards better integration, promoting gradual alignment and province-wide consistency with local adaptation.

The TAG's role relates to governance, technical alignment, operational integration, user experience, and long term system evolution. In line with its governance and coordination role it is recommended that TAG assist with the development of norms and standards or as a minimum, coordinate the development thereof. This should be done by working with planning authorities and agencies to define the minimum standards that all authorities and entities should follow in developing, upgrading, managing and maintaining public transport infrastructure. In doing so, being cognisant of the availability of resources and funding to comply with these norms and standards is important.

A list of norms and standards for the effective transformation and integration of public transport infrastructure should *inter alia* cover at least the following aspects of public transport infrastructure and facilities:

- Station and stop design (dimensions, shelters, lighting, accessibility);
- Interchange layouts and pedestrian flows;
- UA requirements;
- Digital infrastructure;
- Wayfinding, signage, colour coding, and mapping conventions;
- Safety and security features (CCTV, lighting, passive surveillance);
- Bicycle access, parking, and NMT integration, as discussed in **Section 7.7**; and
- Safety and security infrastructure.

The scope of the norms and standards may also extend beyond just the physical characteristics of public transport assets to include aspects such as classification of facilities, governance, resourcing, life cycle management and funding aspects.

7.7 NMT Framework

Walking, cycling and other forms of active mobility are the most widely used modes in the Gauteng transport system. Walking accounts for approximately 27.7% of all trips in Gauteng (2019/2020 Gauteng Household Travel Survey), and is the largest single mode by trip share, ahead of minibus taxis (approximately 25%) and all other modes. This IIP must carry that finding forward: every intervention that affects the walkability, safety or thermal comfort of pedestrian environments affects more trips than any equivalent intervention in any other single mode.

This has two direct consequences for how the NMT Framework and the Shift pillar are understood. First, walking is not only a first/last-mile access mode serving public transport. For a large share of Gauteng's population, particularly for short-distance trips in townships and informal settlements, walking is a complete trip mode. Investment in NMT infrastructure should therefore be prioritised, not only as a feeder to formal public transport. Second, the communities most dependent on walking as a complete mode are predominantly low-income residents in peripheral areas with the least safe and least comfortable pedestrian infrastructure. Investment in active mobility infrastructure is therefore a spatial justice commitment as much as it is a sustainability or connectivity measure.

The CoJ Complete Streets Manual provides the most comprehensive active mobility design framework currently available in the province and is proposed as the interim provincial reference standard for NMT design and network planning, pending the development of a dedicated Gauteng NMT Integration Framework (**Table C-10**, project 9) and the review of the Gauteng NMT Masterplan. The Masterplan review should be listed explicitly as an early-phase deliverable, providing the evidence base for the provincial NMT/Active Mobility policy.

A note on terminology: the Pan-African Action Plan for Active Mobility (PAAPAM), endorsed by Africa's transport ministers on 30 April 2026, uses 'active mobility' as the primary descriptor for walking and cycling. This IIP continues to use 'NMT' as the established statutory term; migration to 'active mobility' is recommended as an STP-level proposal for the next revision cycle.

Municipalities are primarily responsible for the planning, design and provision of NMT infrastructure. Quality NMT infrastructure is intrinsically part of the public transport offering and user experience as it often forms part of the first-and-last-mile (1&LM) portion of a public

transport trip. In order to promote proper and effective NMT integration into public transport networks and to ensure a consistent user experience throughout the network, the development of an NMT integration framework is desirable.

An NMT Integration Framework defines how walking and cycling infrastructure is planned, designed, connected, maintained and governed as part of the transport system, not as a separate add on or "nice to have". The key components of a NMT framework for the integration with public transport infrastructure, are:

- Network planning and spatial integration, which defines where NMT infrastructure must go and how it connects to public transport and talks to pedestrian access zones, cycling corridors, integration with spatial planning, as well as high-demand and high-risk pedestrian areas.
- Design and engineering standards that ensure that NMT infrastructure is consistent, convenient, safe, and universally accessible, covering *inter alia* some of the following aspects:
  - Sidewalk width, surface quality, gradients, tactile paving;
  - Cycle lane typologies (protected, painted, shared);
  - Intersection treatments (raised crossings, refuge islands, signal priority);
  - Lighting, CCTV, and passive surveillance requirements;
  - UA standards for all stops and stations; and
  - Wayfinding signage and integrated mapping.
- Integration at public transport nodes that focuses on the first and last mile experience.
- Operations, maintenance, and lifecycle management of NMT infrastructure with "structured care".
- Safety, security, and user experience as NMT only becomes viable if users feel safe.
- Governance aspects that clearly define "who does what", how decisions are made and how compliance is enforced. Clear roles for municipalities, PRASA, GDRT, SANRAL and operators, as well as mechanisms for cross-municipal coordination are to be set out in the framework.

Considering governance specifically, this is where TAG's mandate becomes important. Derived from its mandate, the TAG's role should be to ensure that NMT infrastructure is firstly considered as a core component of the IPTN across the province, with standards, coordination and lifecycle oversight, which municipalities cannot deliver on alone. It is secondly proposed that the TAG promote the integration of NMT infrastructure developed by municipalities through setting province wide NMT standards, developing a province-wide NMT master plan, coordinating NMT integration at major public transport nodes and overseeing funding alignment. All of these aspects can form part of an NMT Integration Framework.

8. PROJECTS

The discussion in **Section 7** dealing with the proposed actions for TAG to be considered during the next five-years also identifies a number of projects that may form part of the IIP for TAG to execute. These projects are listed and unpacked in **Table C-10**.

Table C-10: Projects to be undertaken by TAG over the next 5-year period to promote integration of public transport infrastructure

	Project Topic	Description	Considerations
1.	Prepare revised provincial **transport and land use planning guidelines** based on EASI / Triple Access	• Prepare updated planning guidelines based on the Enable, Avoid, Shift and Improve approach together with the Triple Access approach. • Replace conventional "Predict and Provide" planning logic with "Decide and Provide". • Guide corridor, node and precinct planning towards accessibility-led outcomes. • Support more consistent integration of land use, digital access and transport planning.	• Apply the guidelines across TAG, GDRT, municipalities and partner institutions. • Use the guidelines to support corridor planning, prioritisation of investment and development review processes. • Ensure consistency between transport planning, land use decisions and infrastructure investment.
2.	**Infrastructure Integration Policy**	• Develop a provincial policy to guide the integration of public transport infrastructure, land use, engineering infrastructure and support systems across Gauteng. • Provide a common policy basis for planning, funding, implementation, operation and maintenance.	• Align with the NLTA, NLTSF, SPLUMA, PLTF and municipal ITPs. • Clarify the roles of TAG, GDRT, Municipalities, PRASA, and GMA. SANRAL and other stakeholders. • Provide the umbrella under which more detailed framework guidelines, norms and standards can be prepared. • Support a shift from fragmented project delivery towards a single integrated public transport system.
3.	Establishment & operationalisation of an **Accessibility Framework** for Gauteng	• Developing accessibility indicators and mapping tools. • Using these tools to guide investment decisions and evaluate development proposals. • Ensuring that accessibility, not just mobility, becomes the basis for transport funding.	KPIs for monitoring accessibility, land use efficiency, and public transport performance, to include: • Maintain a province-wide monitoring system. • Publish annual reports on accessibility and LUTI performance. • Use KPIs to adjust investment priorities.

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	Project Topic	Description	Considerations
4.	Develop a framework to enable **TOD**	• Identify and designate TOD nodes and corridors. • Develop TOD guidelines and minimum standards. • Work with municipalities to align zoning, parking standards, and development incentives. • Ensure that public transport investment is matched with supportive land use changes.	Cross-sector governance and institutional collaboration between: • Municipal planning departments. • Human Settlements, Public Works, and Economic Development. • PRASA, SANRAL, Gautrain Management Agency, and bus operators. Engineering services departments to ensure that water, electricity, sewerage, stormwater and waste capacity are aligned with planned densification and corridor development.
5.	Establish and operationalise a **Provincial Transport and Land-use Integration Committee** (PTLUIC)	• Establish a provincial coordination structure to oversee alignment between land use, transport and essential engineering services. • Streamline existing provincial and municipal coordination structures. • Establish sub-committees or task teams where required. • Support coordination between planning, infrastructure and implementation processes.	• Include TAG, GDRT, municipalities, PRASA, GMA, SANRAL, Human Settlements and other key role players. • Focus on implementation-sequencing, plan alignment and coordination of budgets and projects. • Support ongoing intergovernmental and inter-agency collaboration.
6.	Develop an **engineering infrastructure alignment programme** for strategic nodes and corridor	• Assess water, electricity, sewerage, stormwater and waste infrastructure capacity in strategic nodes and corridors. • Identify bulk service constraints that limit densification, TOD and corridor development. • Align engineering infrastructure upgrades with planned transport investments and land use intensification. • Support prioritisation of capital investment where the social or economic return is likely to be highest.	• Align bulk infrastructure upgrades with priority nodes and corridors. • Use the programme to support sequencing of land use, infrastructure and transport investment.
7.	Development of a **Provincial Digital Mobility and ITS Integration Framework**	• Defines the digital architecture, interoperability standards, data governance principles and infrastructure requirements necessary to support an integrated public transport system across Gauteng.	• Definition of ITS architecture and communication backbone. • Interoperability standards for fare systems, passenger information and control systems.

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	Project Topic	Description	Considerations
		• Aligns ITS infrastructure deployed by municipalities, public transport operators and provincial entities to ensure interoperability across modes such as rail, BRT, bus and minibus taxi services.	• Integration with municipal traffic management and freeway management systems. • Data governance arrangements and integration with a provincial mobility data hub. • Alignment with national ITS standards and digital mobility initiatives. • Phased implementation across municipalities and operators.
8.	Development of **Norms and Standards** for public transport integration	• Station and stop design (dimensions, shelters, lighting, accessibility). • Interchange layouts and pedestrian flows. • UA requirements. • Digital infrastructure. • Wayfinding, signage, colour coding, and mapping convention. • Safety and security features (CCTV, lighting, passive surveillance). • Bicycle access, parking, and NMT integration. • Safety and security infrastructure.	• Capacity at authorities and entities responsible for planning and provision of public transport infrastructure and facilities. • Funding availability to enable/support standards. • Lifecycle management of assets.
9.	Development of a **NMT Integration Framework**	• Provincial NMT Network Plan. • Design and engineering standards. • Integration at PT nodes. • Operations, maintenance & LCAM. • Safety and security framework. • Governance roles and responsibilities. • Funding & implementation mechanisms. • Implementation Roadmap.	• Integration of NMT into all public transport planning and operations. • Ensuring safe, accessible, and consistent walking and cycling access. • Alignment of municipal NMT networks into a single provincial network. • Support TOD, safety, and equitable access.
10.	Identify and implement **pilot TOD / corridor integration projects**	• Identify pilot projects for densified public transport corridors or TODs of provincial significance. • Use these pilots to test coordination, investment sequencing, land use reform and public transport integration in practice. • Document lessons, best practices and implementation guidelines for broader rollout.	• Consider strategic station precincts, major interchanges and high-impact corridors in the metros. • Incorporate bulk infrastructure upgrades, stakeholder collaboration and development facilitation into the pilot design. • Use pilot projects to demonstrate practical application of the TOD Framework.

	Project Topic	Description	Considerations
		• Prioritise locations with strong accessibility, redevelopment potential and strategic public transport significance.	
11.	Develop **Community Mobility Hubs** in townships, informal settlements and hostels (TISH) areas	• Develop community mobility hubs as safe, inclusive, multi-functional access points that integrate public transport, shared mobility, NMT and local services. • Use hubs to improve access in areas with high public transport dependence and weaker formal interchange environments.	• Respond to local needs and local movement patterns. • Consider integration with libraries, community halls, government services and other community facilities. • Use hubs as place-based demonstrations of integrated land use and transport planning.
12.	Develop a provincial integrated infrastructure, **transport and land use management system**	• Develop an integrated system that aligns bulk infrastructure investment, accessibility planning and spatial priorities. • Support coordinated review of development proposals and infrastructure implications. • Include a digital data-sharing and e-submission platform to support coordinated municipal decision-making. • Improve evidence-based planning and reduce fragmented approvals and data silos.	• Integrate land use management, transport planning and engineering infrastructure information. • Support interoperability across municipalities and provincial departments. • Improve access to shared data and strengthen coordinated planning decisions.
13	Develop an **Integrated Public Transport ITS Infrastructure Programme**	• Develop and implement a coordinated programme for the deployment of ITS infrastructure across the public transport network to enable integrated operations, passenger information, safety monitoring and fare integration across modes and operators. • The programme should focus on enabling digital infrastructure at public transport facilities, vehicles and control centres to support a fully integrated public transport system.	• Real-time passenger information infrastructure at major stations, stops and interchanges. • Communications infrastructure and vehicle connectivity to support fleet monitoring. • Infrastructure for integrated fare systems and account-based ticketing. • CCTV and security monitoring integration across transport facilities • Traffic signal priority systems along key public transport corridors. • Integration of control centres and incident management systems. • Integration with asset management systems and infrastructure monitoring

D. INTEGRATED PUBLIC TRANSPORT SERVICES PLAN

1. INTRODUCTION

The TAG Act prescribes that a key components of the IIP is an **Integrated Services Plan**, identifying the key objectives and outputs to be pursued by TAG in relation to the procurement and integration of public passenger transport services over the period of the IIP.

As similarly mentioned in **Chapter C**, the TAG Act states that the TAG's goals are to:

- Integrate transport systems;
- Foster cooperation and coordination between public transport authorities and operators;
- Improve and optimise the planning and implementation of public transport services; and
- Facilitate and rationalise the funding of public transport activities and initiatives in the Province.

In line with this, TAG's functions include promoting the development of an integrated public transport system in Gauteng, regulating fares, and securing the provision of services, infrastructure, and integrated ticketing and information systems.

This chapter focuses on the **Integrated Services Plan**, specifically addressing the procurement of public passenger transport services and related operational aspects. It outlines key objectives and outputs, together with a brief overview of the current status of public transport contracting in Gauteng. The chapter further presents key considerations and recommended actions for TAG over the next five years in response to its mandate, and concludes with a list of proposed projects to be undertaken during this period.

2. KEY OBJECTIVES AND OUTPUTS FOR THE PROCUREMENT OF PUBLIC PASSENGER TRANSPORT SERVICES

Public passenger transport is largely addressed in the approved STP in terms of its **Access Theme** aimed at enhanced, safe, reliable, integrated and affordable transport to ensure equitable access to opportunities for all.

The key objectives, outcomes and outputs from the Access Theme related to public passenger transport that sets the foundation for this Integrated Services Plan are outlined in **Table D-1.**

Table D-1: Access Theme Public Transport Services Operational Objectives, Outcomes & Outputs

Objective	Outcomes	Output
Rail as Backbone Reinforce **rail** as the backbone of Gauteng's public transport system	• Rail provides the backbone of Gauteng's transport system, aligned with land use, responsive to travel demand, and operating within an appropriate modal hierarchy. • Rail improvement maintenance plans and operations are consistently delivered, enabling planning authorities to effectively rely on rail's role in the wider public transport system. • Strengthened institutional capacity at provincial level to enable rail and public transport services to be devlolved.	• Rail feasibility studies including reviewing the ITMP25 travel demand forecast model, in consultation with all planning authorities. • Strategic rail corridors confirmed with PRASA, mapped and protected. • TAG Feasibility Study to assess which rail functions can be devolved from PRASA to Gauteng Province, in response to the Devolution Strategy. • SLAs between municipalities and PRASA to provide passenger rail services in terms of agreed parameters such as frequency, functionality, universal accessibility, safety, etc. • A developed and implemented Rail Capacity-Building Programme that precedes the devolution of the rail function.
User-centric public transport planning Coordinate **planning and implementation** that fosters user-centric public transport and modal integration	• An inclusive and well-integrated public transport system that offers frequent services, seamless connectivity ensuring access to social and economic opportunities for all residents of Gauteng. • Avoid, Shift and Improve principles encourage a natural shift from private transport to sustainable modes.	• An account-based ticketing and information system strategy, inclusive of a realistic, phased implementation plan, focusing on the high demand corridors and all modes. • Development of Intermodal facility guidelines to provide a unified identity, contributing to consistent quality and service standards. • A Provincial public transport affordability framework, including fare integration and targeted subsidies aligned to the 2nd draft National Public Transport Subsidy Policy. • Development of a provincial-wide policy and strategy on public transport funding and ongoing financial support in response to the finalisation of the National Public Transport Subsidy Policy being developed by DoT.

Objective	Outcomes	Output
Improved PT Operations Promote robust governance framework and institutional capacity- building to support sustainable, affordable and convenient **public transport operations**	• Optimal allocation and efficient spending of limited resources, ensuring value for money. • Consistent public transport service quality and performance monitoring, across the provincial wide IPTN. • Institutional coordination enabling seamless public transport operations. • Affordable public transport for all users, supported by equitable pricing and financial support frameworks.	• Well functioning intergovernmental coordination structures, supported by a shared performance dashboard and standardised service quality reporting system. • A 'Minibus Taxi Professional Office' established to support a Corporatised/Professionalised minibus taxi industry for future participation in the formalised public transport environment. • Real-time passenger information system developed and implemented in Gauteng

3. PUBLIC PASSENGER TRANSPORT SERVICES PROCUREMENT STATUS QUO

3.1 Passenger Rail Services

The NLTA recognizes passenger rail as part of the integrated public transport system and establishes the principle of subsidised public transport services to ensure affordability and accessibility. Subsidies for PRASA commuter rail services are provided through the DoT under the framework of national transport policy and budget allocations. Subsidies are allocated annually in terms of the Medium-Term Expenditure Framework (MTEF). Funding covers operational shortfalls, infrastructure maintenance, and modernisation. Subsidies are provided as a public service obligation as commuter rail is not commercially viable without state support due to low fares and high operating costs. Subsidies ensure affordable transport for commuters, especially in metropolitan areas and promote alignment with the National Development Plan for reducing congestion, emissions, and supporting economic mobility.

Nationwide, commuter rail services are provided by the Passenger Rail Agency of South Africa (PRASA), which is a schedule 3B national government business enterprise. It derives its mandate from the Legal Succession to the South African Transport Services Act (1989). This Act positions PRASA as an implementation arm of the NDoT, with the Minister as sole shareholder. PRASA's main objectives are to, at the request of the NDoT or a municipality, provide commuter rail services in the public interest and in consultation with the NDoT provide for long-haul passenger rail and bus services within, to and from South Africa. The basic layout of the commuter rail services network in Gauteng is shown in **Figure D-1.**

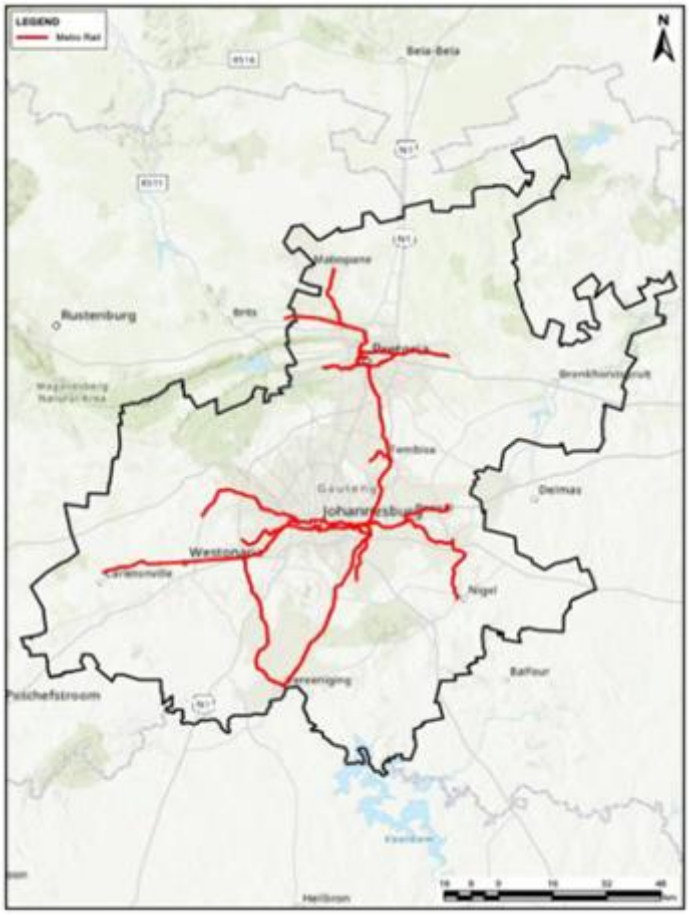


Figure D-1: PRASA Commuter Network Lines

This network was originally developed to support Apartheid settlement policies and mining activities. Subsequently, Gauteng has developed significantly in the central and north-western parts of the Province, leaving key commercial nodes and residential developments without access to rail. The advent of COVID has also been detrimental to PRASA as can be seen in **Figure D-2.**

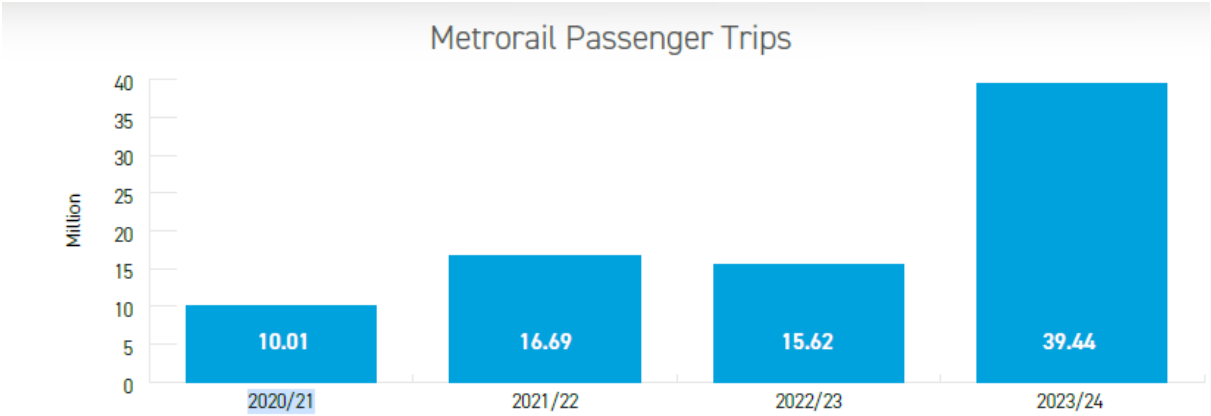


Figure D-2: PRASA Annual Operational Statistics 2020/21 to 2023/24

PRASA has significantly improved its service delivery by restoring 35 out of 40 rail corridors nationally and nearly doubling its passenger volume to 77 million trips in the 2024/25 financial year. This recovery is underpinned by a massive R21.1 billion capital investment in infrastructure and the deployment of the modern 'People's Train' fleet, which has helped the agency maintain a 91% on-time performance rate. Refurbishing 313 stations to basic functionality and a reduction in security incidents from over 3,000 to approximately 900 annually, PRASA has successfully begun rebuilding commuter trust and improving rail reliability as a primary transport mode.

In Gauteng, recovery has been particularly impactful, delivering 40.7 million passenger trips and restoring critical corridors such as the Johannesburg-Roodepoort-Randfontein and Saulsville-Pretoria lines. The systematic replacement of aging 'yellow rolling stock' with high-tech Electric Multiple Units (EMUs) has not only enhanced passenger safety through automated doors and CCTV but also paved the way for increased train frequencies. With plans to further modernise signalling systems to reduce peak waiting times to just 10 minutes, PRASA is positioning itself as a cost-effective alternative to road transport, directly easing costs for millions of South Africans.

PRASA also provides long-distance main line services from Johannesburg to Ethekwini, Cape Town, KuGompo City, Gqeberha, Musina and Komatipoort through Shosholoza Meyl, currently limited to high peak periods and holiday seasons. In addition, there are two subsidiaries of PRASA, namely Autopax which is responsible for the City-to-City bus services and Translux responsible for long-distance bus services.

On 26 October 2025, the Minister of Transport announced five (5) projects aimed at implementing some of the White Paper on Rail policy decisions across both passenger rail services and freight rail infrastructure. The Minister noted that, despite progress in restoring commuter services, additional investment beyond the fiscus is required to meet policy objectives.

Requests for Information (RFIs) have been issued to attract private investment in passenger rail, with the Minister indicating that, following evaluation of market interest, the NDoT will proceed to issue Requests for Proposals (RFPs) to procure services for the five (5) projects, namely:

1. Smart ticketing for seamless travel;
2. Upgrading PRASA's train depots for better reliability;
3. Turning PRASA's fibre network into an asset;
4. Introducing regional rapid rail trains; and
5. Leasing PRASA's new Blue trains, repurposing the old Yellow rolling stock, and building rolling-stock for the African continent.

3.2 Gautrain Rapid Rail Services

The Gautrain Rapid Rail system is an 80-kilometre higher-speed express commuter rail system in Gauteng operated under concession. The existing Gautrain rail network is shown in **Figure D-3**, with stations at Park, Rhodesfield, Pretoria and Hatfield interfacing with the PRASA rail network. It provides two commuter services (Park–Hatfield and Sandton–Rhodesfield stations) and an airport service between Sandton and OR Tambo stations.

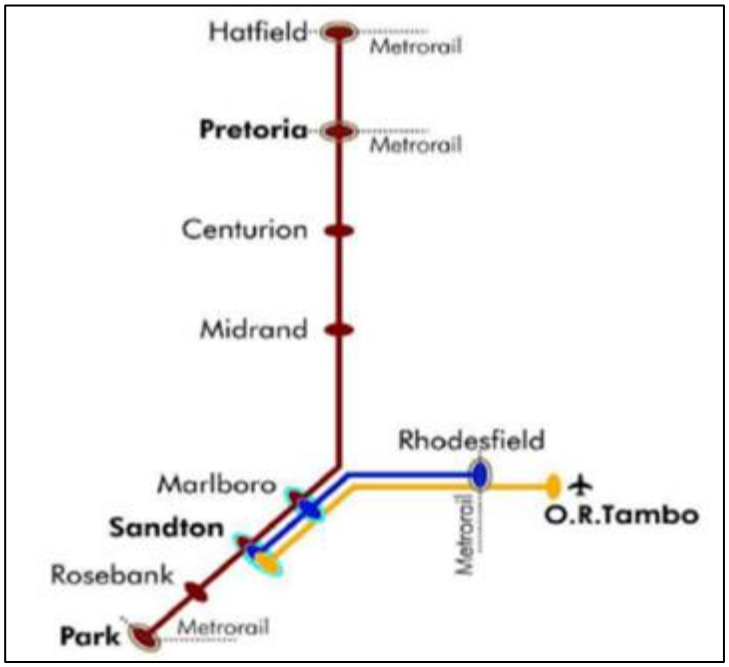


Figure D-3: Existing Gautrain network and its three services

The GMA is a provincial public entity established under Section 2 of the Gautrain Management Agency Act 5 of 2006 (GMA Act), which is also an entity listed in Schedule 3C of the PFMA.

In terms of Section 2 of the GMA Act, the GMA's responsibility is to manage, coordinate, and oversee the Gautrain Project, including implementing the project, protecting the province's interests, managing the project's assets and finances, promoting cooperation between government structures, and ensuring the delivery of the project's socio-economic objectives.

The Gautrain operated under a PPP until 27 March 2026 between the Gauteng Provincial Government (through the GMA) and the Bombela Concession Company (Pty) Ltd (BCC), the concessionaire that was appointed through a competitive tendering process.

The GMA acts as the procuring authority and regulator, while BCC holds a design, build, finance, operate, and maintain (DBFOM) concession. The contractual dispensation is governed by a concession agreement signed in 2006 with a duration of 19 years and 6 months, supported by provincial legislation and oversight mechanisms for dispute resolution (arbitration), change management, and socio-economic development obligations. The appointment of a new concessionaire is under way through a competitive bidding process.

Infrastructure, facilities and amenities were largely provincially funded. The Province further provides subsidies through a revenue guarantee mechanism to ensure affordability and

sustainability, while the concessionaire earns revenue from advertising, fares and availability payments, subject to performance indicators. Construction, financing, and operational risks are largely carried by the concessionaire, with policy and subsidy risks retained by the Province.

Operation and maintenance performance targets form part of the concession agreement, incentivising the concessionaire to meet performance standards for infrastructure and EMUs.

3.3 Integrated Public Transport Networks (IPTNs)

The government embarked on a major public transport improvement programme in major cities across the country ahead of the 2010 FIFA World Cup tournament. The NDoT's 2007 Public Transport Strategy and Action Plan set out a strategy aimed at a "phased but accelerated implementation" of Integrated Rapid Public Transport Networks (IRPTNs) in metropolitan cities to create integrated networks that would combine rapid rail, BRT and minibus taxi priority systems. Progress was slower than expected due in part to minibus taxi industry resistance, limited municipal capacity, constrained funding from National Treasury, and a bigger reliance on municipalities to fund ongoing higher than anticipated operational costs.

Over time, the focus shifted from IRPTN's to broader IPTNs, where rail and dedicated BRT services form part of an integrated network rather than the core focus. In Gauteng the CoE, CoJ and CoT are at various stages of IPTN implementation, as outlined in **Table D-2**.

Table D-2: Status of IPTN's in Gauteng

Contracting Authority	Phase	Status
CoE	Phase 1A	Operating on interim contract. 12-year negotiated contract has not commenced
CoJ	Phase 1A	7-year contract to commence on 1 March 2027
	Phase 1B	12- year contract ending in 2027. Tendered 7-yr contract to be entered thereafter, after a competitive tender process. Tender process concluded on 8 May 2026.
	Phase 1C(a)	Interim 2-yr contract commenced on 1 December 2025. 12-yr negotiated contract planned to commence 2nd half of 2027
CoT	Phase 1A	Wonderboom to Akasia, not operational
	Phase 1B	Wonderboom to Pretoria CBD, trunk route operational
	Phase 1C	Akasia to Kopanong, not operational
	Phase 2A	CBD to Hatfield, trunk route operational
	Phase 2B	Hatfield to Menlyn, operational in mixed traffic. Infrastructure rollout with the Lynnwood Road widening and construction on the Denneboom Intermodal Hub to finalize the trunk link to Mamelodi
	Phase 2C	Menlyn to Denneboom Station, not operational

The procurement and formalisation of Bus Operating Companies (BOCs) are governed by a dual-layered legislative framework balancing industry transformation with rigorous financial accountability. In accordance with the NLTA, BOCs are procured under Section 41 for negotiated contracts (primarily for minibus taxi transformation) or Section 42 for competitive tendered contracts. To ensure these decisions are evidence-based, the Act mandates that all contracting be grounded in ITPs, which serve as the legal foundation for determining service needs and corridor viability.

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The industry transition process identifies minibus taxi operators whose routes are affected by planned IPTN corridors. Through market surveys and independent valuations, the economic value of these affected businesses is determined. Once agreed upon, operators are compensated for their business rights and may exit the industry or reinvest their compensation as equity in a newly formed formal BOC established with the sole purpose of providing professionalised trunk or feeder services within the IPTN framework.

These 12-year negotiated contracts are formalised through a Bus Operating Company Agreement (BOCA), structured as a Gross Contract between the Municipality (the Contracting Authority) and the BOC, where the Municipality assumes all revenue risk by collecting and retaining fare income, while the BOC is responsible for vehicle procurement and operational execution according to an approved timetable. The BOC is remunerated through a contracted rate per revenue kilometre, ensuring service reliability regardless of passenger volumes. As these agreements exceed the standard three-year municipal budget cycle, they must also comply with Section 33 of the MFMA, ensuring long-term financial sustainability through public consultation and Treasury oversight.

3.4 The Current Public Transport Operational Grant (PTOG) for Commuter Bus Services (soon to be known as Subsidised Public Transport Services Consolidating PTNG, PTOG, TRP (and others) into a single Public Transport Fund (PTF))

As of quarter 1 of the 2025/26 financial year, GDRT reported that 16 subsidised bus contracts are operational in the Province, covering 3 670 subsidised routes , with 98% of 2,002 buses electronically monitored for availability and reliability, demonstrating strong oversight. The transition to digital surveillance serves as a strategic response to historical criticisms concerning limited data-driven verification.

These subsidised bus operators are contracted to the GDRT and funded through the PTOG, through the annual DORA. Historically, the portfolio faced significant audit scrutiny as original contracts were extended over 76 times over a 20-year period after expiry. These "evergreen" extensions were repeatedly flagged as irregular by the Auditor General of South Africa (AGSA), prompting GDRT to initiate a negotiated process with incumbent operators to transition these agreements into formal, legally compliant contracts.

Currently, all PTOG contracts use a Net Contracting Model, unlike the ‘Gross’ model utilised in modern BRT systems. placing the primary revenue risk on the operators. Under this framework, operators collect and retain all fare-box income with GDRT providing a supplementary per-kilometre subsidy for trips operated according to agreed routes and timetables.

Some contracts include penalties for missed or late trips and poor bus quality and cleanliness, monitored by independent companies, with deductions applied monthly to operator subsidies.

3.5 Municipal Bus Services

The three Gauteng metros (CoJ, CoT and CoE) each own and operate their own municipal bus services. However, in CoT (Tshwane Bus Service, TBS) and CoE (Ekurhuleni Bus Transport Service, EBTS), these are managed as internal municipal departments rather than independent entities, resulting in ‘departmental service-level agreements’ rather than formal commercial

contracts, leading to limited external oversight and a lack of rigorous enforcement of service levels and KPIs.

Financial sustainability for these services is maintained through a deficit-subsidy model, where municipalities cover the gap between operational costs and fare revenue. Unlike monthly kilometre-based IPTN payments, this adjustment is finalised at the end of the financial year and budgeted as a general municipal expense. As the budget is guaranteed to cover the deficit, this dispensation offers little commercial incentive for departmental operators to optimise operational efficiency or maximise ticket revenue, often leading to declining patronage.

CoJ operates its service through Metrobus, a corporatised municipal entity (State Owned Company Limited, SOC Ltd) wholly owned by the City. While Metrobus operates largely on a deficit-subsidy basis for its standard municipal routes, it functions as a separate legal entity with its own Board of Directors and formal reporting lines, and also acts as a commercial contractor, participating in specific subsidised bus contracts with the GDRT, to provide dedicated services in the Eldorado Park area, which are funded through the current provincial PTOG.

3.6 Scholar Transport Services

The Gauteng Government's Scholar Transport programme, managed primarily by the Gauteng Department of Education (GDE), ensures the constitutional right to education is not hindered by geographical distance by providing transport to learners at 'no-fee' schools living more than 5km from the nearest public school. The system uses a 'needs based' eligibility model aimed at under-resourced or semi-rural and rural areas where public transit is unavailable or unaffordable.

Gauteng Government manages the country's largest scholar transport network, transporting 200 000 to 250 000 learners every school day, with over 3 000 vehicles across all five regions, with particularly high demand in the West Rand and Sedibeng Districts, at a cost exceeding R1.6 billion per year with no financial contribution or fare payment required from users.

The institutional structure is built on a regulatory partnership. GDE identifies the learners and manages the routes, while GDRT, through the Gauteng PRE, ensures that vehicles are roadworthy, and drivers possess valid Professional Driving Permits (PrDPs). Services are fully outsourced to private operators (from large bus companies to small-scale minibus owners) selected through formal tender processes, who enter into multi-year SLAs and are paid on a rate-per-kilometre or per-learner basis from the provincial budget.

Given the scale of subsidised scholar transport, Gauteng is shifting its 2026 strategy toward stricter digital monitoring and real-time telematics to track vehicle movements to improve safety and eliminate practices that historically plagued the system.

In addition to the subsidised scholar transport services, a large network of unsubsidised private operators also provide scholar type transport services, mainly in urban areas, relying on monthly payment from parents, with operators obtaining operating licences from the Gauteng PRE and their drivers required to possess valid PrDPs.

4. CHALLENGES RELATED TO PROCUREMENT AND FUNDING

4.1 Introduction

The procurement of public passenger transport services in Gauteng is governed by a multi-sphere legislative and policy framework aimed at delivering a safe, reliable, and integrated network. At national level, PRASA primarily relies on substantial government grants, split between capital budgets for long-term modernisation and operational subsidies to maintain affordable fares. To reduce reliance on the national fiscus, PRASA diversifies its income through commercialisation, with its property subsidiary, Intersite, leading effort by transforming railway stations into mixed-use hubs with retail, student housing, and renewable energy, shifting them from a mere transit point to a revenue-generating asset.

Complementing this commercial drive is a new phase of Private Sector Participation (PSP), with PRASA engaging private industry partners in the investment of high-tech signalling, 'tap-and-go' ticketing systems, and the overhaul of maintenance depots, thereby adopting a hybrid financial model to scale passenger volumes and create a self-sustaining system where commercial profits and private investment eventually reduce the long-term burden on the national fiscus.

At the provincial level, Gauteng's transport funding is anchored by a combination of provincial revenue and national conditional grants. The primary mechanism for current subsidisation is the PTOG, which funds subsidised bus contracts. While these have traditionally been funded through kilometre-based subsidies, the province is pivoting toward a commuter-based model.

Parallel to this, the GMA oversees the Gautrain high-capacity rail and feeder bus network, funded through a PPP model that combines public and private sector investment and operational accountability. Initial construction was enabled by a 'Provincial Contribution', a non-repayable government grant covering a large share of the capital costs, supplemented by private equity and debt from the concessionaire, with the Province retaining ownership of the infrastructure and the private partner responsible for operations and maintenance. To ensure the project's financial stability, the Gauteng government pays a Patronage Guarantee which serves as a revenue-support mechanism to bridge the gap between actual ticket sales and the minimum income required for the operator to meet its service and financial obligations.

The municipal sphere of government in Gauteng sustains BRT systems (CoJ's Rea Vaya, CoT's A Re Yeng, and CoE's Harambee) through national conditional grants designed to build and maintain IPTNs. The most critical stream is the Public Transport Network Grant (PTNG), which National Treasury disburses to metros to cover capital infrastructure costs of dedicated bus lanes, stations, depots, ITS, and operational centres. These grants are part of a broader multi-billion-rand national commitment intended to modernise urban mobility.

While national grants are focused on infrastructure capital expenditure, the operational costs of these BRT services rely on a combination of operational subsidies and fare revenue. As the PTNG helps bridge the gap between low commuter fares and high operational expenses but rarely covers the full deficit, metros must supplement their transport budgets using internally generated funds from property rates and service charges.

The funding and procurement of Gauteng's traditional municipal bus services, such as Metrobus in CoJ and the Tshwane Bus Service (TBS), operate under a model distinct from the BRT systems. These services are primarily financed through a combination of municipal 'own revenue' and the current PTOG where the services are contracted out to the Province, but unlike BRT networks

supported by National Treasury (PTNG) for new infrastructure, these services struggle with 'declining budgetary allocation' from municipalities, prompting entities like Metrobus to adopt aggressive "fleet enhancement" strategies, including the leasing and refurbishment of older buses rather than replacement, to maintain operational reliability amid declining commuter numbers.

The procurement and contracting for these services face challenges due to a reliance on outdated 'kilometre-based' subsidy models and limited state capacity, with many operating under 'interim contracts' that have not been substantively updated for years, creating a state of perpetual short-termism that discourages private investment in modern, eco-friendly vehicles.

Gauteng's scholar transport service is primarily funded through the Provincial Equitable Share, with GDE procuring private operators to transport learners living over 5km from their nearest public school. Despite a multibillion-rand education budget, the system faces significant fiscal strain from 'declining real-term allocation' from National Treasury and a projected shortfall in the MTEF. The operational landscape of scholar transport is further complicated by institutional fragmentation and a reliance on fixed-term private contracts. While the GDE oversees the budget, the Gauteng Provincial Regulatory Entity (GPRE) handles the regulatory licensing, creating policy silos that lead to administrative delays in service delivery and vehicle safety inspections.

The Gauteng minibus taxi industry continues to function as a primarily self-funded sector, characterised by a lack of direct operational subsidies and a heavy reliance on private debt and cash-based revenue. Financing is a mix of South African retail banks and private credit providers, which utilise funding from international financial institutions to provide vehicle asset finance to minibus taxi owners.

4.2 Challenges: fragmentation and misalignment

The current public transport landscape is defined by institutional fragmentation, with national, provincial, and municipal entities operating in isolation across procurement, contracting, and subsidisation of public transport services. While these activities fall under the NLTA, the absence of a lead regional authority at the implementation level has created a 'governance vacuum', resulting in agencies frequently engage in direct competition for the same commuter base, resulting in inefficient resource allocation, service duplication, and destructive competition.

The status quo in public transport service procurement, contracting and subsidisation illustrates that the public transport mobility landscape remains fragmented, as shown in **Figure D-4.**

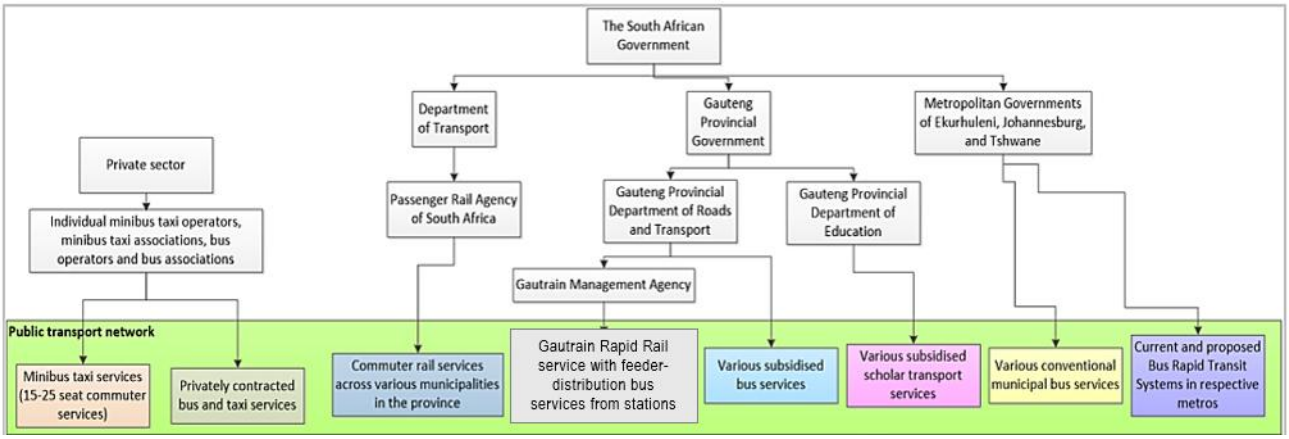


Figure D-4: Fragmented nature of contracting and financial support to public transport in Gauteng

Fragmentation, driven by split responsibilities across spheres of government to whom the provision and contracting of public passenger transport services had been assigned, multiple funding streams for operational financial support and subsidisation of the range of public transport modes and services, and legacy arrangements, hampers integrated planning and the implementation and management of public transport networks, resulting in duplication, inefficiencies and weak network integration.

Although Section 36(1) of the NLTA empowers the Minister and MEC to align ITP timelines, it does not enforce this, leaving ITPs asynchronous. This results in no consolidated fiscal framework, with reliance on fragmented grants and PPPs that are approved independently and often compete for the same trunk corridors, failing to achieve economies of scale, and with no mechanism to reallocate funds toward network-wide gaps.

If unaddressed, this trajectory risks a mobility divide. Unintegrated fares force commuters to pay the full cost for each modal transfer with no cross-subsidisation disproportionately affecting low-income users who rely most on multi-modal trips. Furthermore, systemic inefficiencies risk operational stagnation, as limited subsidies are absorbed by the administrative overhead of maintaining parallel procurement, contract management, and planning structures across spheres of government. Without a lead authority to align planning, pool fiscal resources, and enforce network integration, Gauteng's transport system will remain a collection of competing jurisdictions rather than a unified public service, ultimately the user pays the price as this impacts access, efficiency of travel and the convenience for transport users.

The challenge for government is to transition from the current fragmented service provision towards the STP's defined "Picture of Success" for an integrated public transport system in Gauteng, which includes the following:

	The public transport system is accessible, reliable, convenient and safe, including its vehicles, making it the preferred mode of travel.
	Public transport has the right infrastructure to be fit for purpose, providing universal access to all.
	Public transport is supported by clear, legible information enabling easy access.

5. PROPOSED ACTIONS BY TAG FOR INTEGRATION OF PUBLIC PASSENGER TRANSPORT SERVICES

This section outlines TAG's proposed actions and initiatives to promote public passenger transport integration in Gauteng, noting that further refinement may be required to ensure feasibility within the 5-year horizon.

5.1 Coordinated and Integrated Planning Across all Modes

Section 41 of the Constitution provides principles and requirements for cooperative government and intergovernmental relations, while the Intergovernmental Relations Framework Act 13 of 2005 (IGRFA) provides for the creation of intergovernmental forums across the three spheres of government and for agreements, and disputes resolution mechanisms across all spheres of government and other organs of state.

In Gauteng, the MEC-MMC Committee was established as a coordinating structure between the MEC and MMCs (members of the mayoral committees) of the municipalities, with the relevant department heads supporting it, serving as the primary intergovernmental forum for coordinating transport strategy across the Gauteng region and is tasked with aligning the provincial transport planning with the municipal ITPs (bottom up approach), which is important given the nature of Gauteng as a Global City Region.

The Gauteng Integrated Transport Planning Committee (GITPC) comprising metros and the two districts in Gauteng, as well as the NDoT, Transnet, PRASA, SANRAL, ACSA, GMA, TAG, COGTA and the GDRT, which chairs the Committee. Its functions are primarily to act as a platform for coordination and strategic alignment between the provincial government and municipal and national transport agencies, focusing on integrated transport planning to ensure that municipal and provincial transport frameworks are aligned with the PLTF and broader development goals. Key transport projects are reviewed, challenges identified and policy alignment ensured across the spheres of government to support compliance and effective implementation.

The GDRT has established a Transport Technical Working Committee (TTWC) as a coordination structure between departmental and municipal officials, comprising five (5) sub-committees.

The conditions of the current PTOG published annually under the DORA require the Province to establish a PTIC comprising the three spheres of government to oversee IPTN implementation and rationalise legacy bus contracts. A Gauteng PTIC was established in 2009 and has recently been revived on an ad hoc basis to address new bus contracts being concluded, with representation from GDRT, NDoT and the three metros and two district municipalities. Some functional overlap with the GITPC is evident.

Section 15 of the NLTA requires the three metropolitan municipalities to establish IPCs, comprising municipal officials and representatives of state-owned rail operators (PRASA and the GMA), to coordinate and integrate public transport and ITP-related matters. Where there are significant passenger rail services in the area of the municipality, the IPC must facilitate appropriate SLAs between the municipality and PRASA. The metros may establish Land Transport Advisory Boards (LTABs) with representatives of government and the private sector to advise them on land transport matters in terms of Section 16 of the NLTA.

There is a need for planning structures in Gauteng to coordinate transport planning across different spheres of government and modes of transport to ensure effective implementation. The function is assigned to TAG in terms of Sections 4 and 5 of the TAG Act. The various committees should be rationalised, with TAG and GDRT aligning roles and meeting regularly to ensure effective planning and implementation.

There is also a need to ensure integration between land-use planning, public transport, and infrastructure investment. TAG should drive intergovernmental coordination and alignment with broader government policy objectives, supported by coordinating committees with representation from national, provincial, and municipal authorities, as well as operators and civil society, as this objective is not being adequately achieved by existing coordinating structures. This includes participation in the Provincial Forum on Climate Change established under the Climate Change Act 22 of 2024, providing a standing mechanism through which climate risk and adaptation planning are coordinated across provincial departments, municipalities and national entities.

Given the limited or non-functional coordinating committees, the STP proposes that **technical working committees with municipal and provincial representation** either be established or revived, to *inter alia* coordinate and guide public passenger transport planning, including infrastructure maintenance. Participating government departments should not only be those with a transport planning mandate, but also economic development, land-use planning and housing, with consideration to include other public transport role-players and stakeholders.

TAG should play a facilitating role in the establishment and operation of such working committees.

5.2 Refinement and Completion of the Province-wide SPTN

Gauteng's metros largely focus IPTN planning within their own jurisdictions, with limited attention to cross-boundary travel demand, despite around 700 000 daily inter-municipal trips in the City Region (GHTS, 2019), with most trips occurring between West Rand District Municipality and CoJ. While PRASA provides some cross-boundary services, gaps are largely filled by informal minibus taxis, often optimised for revenue rather than efficiency.

To improve seamless provincial connectivity, the STP proposes a Provincial-wide integrated SPTN aligned with the network outlined in Gauteng's updated ITMP25, shown in **Figure D-5**.

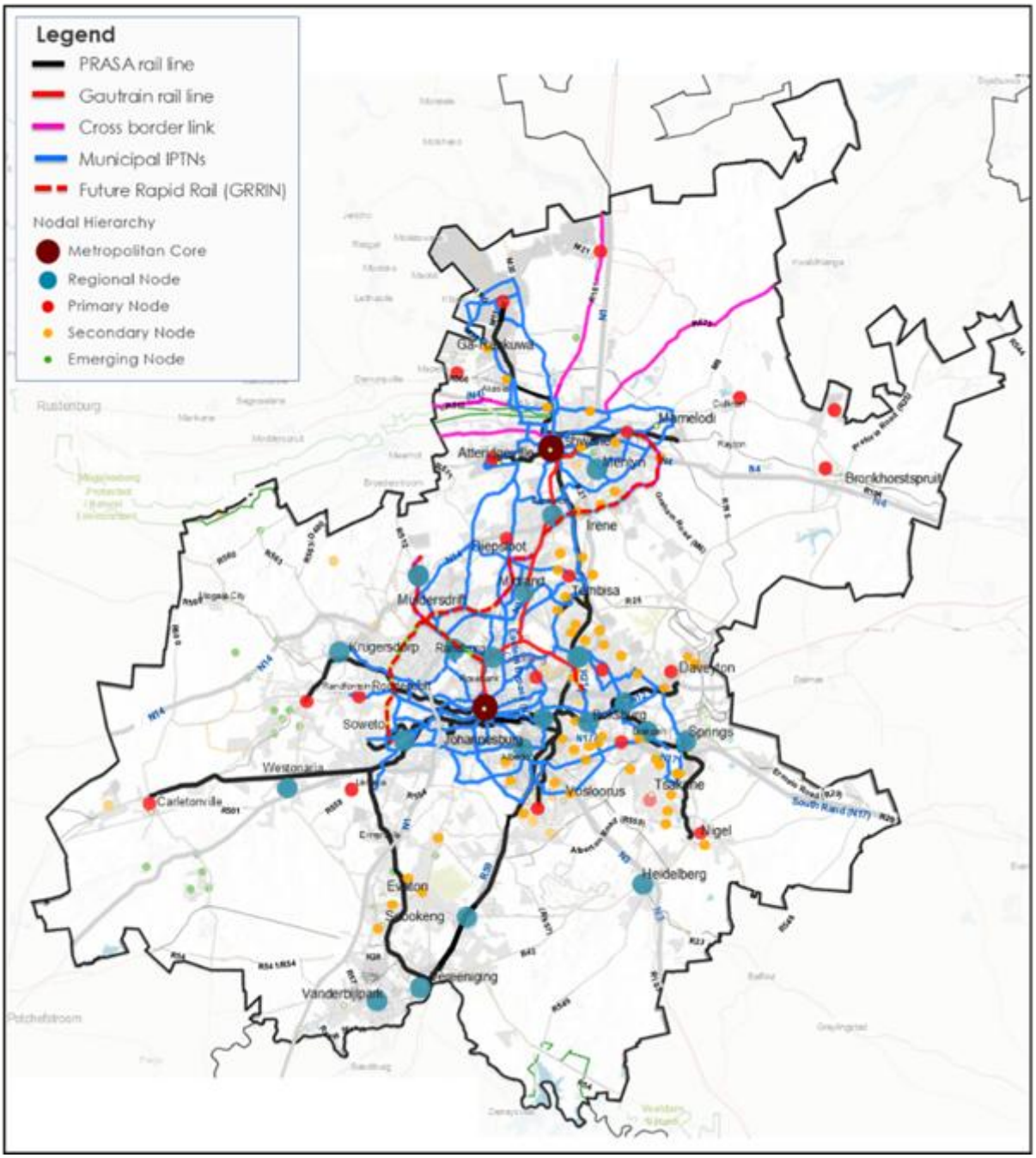


Figure D-5: Strategic Public Transport Network serving key nodes

It is proposed that TAG assist with the necessary coordination and support to *inter alia* the GDRT, the metros and districts, PRASA and GMA, to have the Provincial SPTN planning and implementation progress further, as a requirement of the TAG Act. The forum for such coordination should be the technical working committees proposed in the previous section.

5.3 Commuter Rail Devolution

The National Development Plan, 2030 (NDP) states that it is governmental policy to devolve transport management to local government. This will help align the fragmented and conflicting interests of multiple transport authorities, each of which has separate funding sources and mandates. It is however also acknowledged that handing responsibility for transport over to

municipal authorities will only succeed if it is accompanied by strengthening of institutions and alignment of legislation, policy and practice. In adjacent metros, a **regional transport authority** may be appropriate to support integration, as proposed in the 2055 Strategy for Gauteng, which prioritises harmonising transportation efforts within its City Region.

Aligned with the NDP, the White Paper on National Rail Policy, 2022 supports devolving public transport functions to local government to promote local decision-making, and ensuring that services are tailored to the specific needs of communities. The White Paper further promotes access to the rail network and leasing of rolling stock to third parties. Devolution would promote integration, and local control would allow rail to be better integrated with buses, minibus taxis and other public transport modes, and future transport systems. Some would also argue that cities can manage operations more effectively than PRASA, from a decentralised perspective.

To guide the devolution process the NDoT has been tasked to develop the **devolution strategy** for urban passenger rail, in alignment with the Integrated Urban Development Framework and White Paper on National Rail Policy. As part of a policy statement in the White Paper, the NDoT is also tasked to capacitate municipalities as necessary and devolve operational subsidies for commuter rail to be managed as part of their CITPs.

The rail devolution strategy seeks to shift responsibility for passenger rail services from the national government (through PRASA) to metropolitan municipalities, envisioning cities managing their own rail systems to integrate them better with local public passenger transport. The strategy will outline how the cities could restore and expand rail as the backbone of its public transport system. Even if cities prepare business plans for devolution, the NDoT retains the final authority to approve or initiate devolution.

The rail devolution strategy is currently not in the public domain and awaits Cabinet approval. Once released, it is foreseen that TAG will be requested to respond to the NDoT during the public comment period. Depending on what is proposed in the strategy, a feasibility study may be required on behalf of the three metropolitan municipalities to determine the impact of the intended devolution on the Province and the metros.

It is recommended that once the devolution strategy has been approved and published, TAG undertake a feasibility study and business case for rail devolution to metropolitan municipalities. Such a study may also consider assignment of the management function to other provincial entities such as TAG or GMA as alternative options. The feasibility study and business case should be conducted with affected municipalities and address governance, resourcing, skills development, funding, budgets and timelines.

TAG must consider the outcomes of the RFI and RFP processes announced by the minister for the five projects mentioned earlier in the feasibility study, including the envisaged separation of PRASA's infrastructure and operations to open-up the rail network to third party operators.

5.4 Gauteng Rapid Rail Integrated Network Extension

Rapid rail networks are expensive and not very environmentally friendly due to characteristics of their vertical and horizontal alignment, noise and vibration due to higher speeds. The reestablishment or revival of the suggested planning committees with municipal and provincial representation, to inter alia coordinate and guide public passenger transport planning, is key to finding the optimal transport modes that will serve Gauteng. Given the economic and spatial

development forecast for Gauteng, demand for commuter and rapid rail should be reconfirmed before projects are implemented. Based on the passenger demand forecasts prepared as part of the ITMP25 during 2025, the GMA's network extensions need to be reassessed as part of the feasibility studies to confirm their alignment and timing.

It is recommended that TAG as part of its coordination role commission a review of existing passenger demand forecast models and studies to establish a consolidated planning guideline, incorporating inputs from PRASA, GMA and GDRT, and considering factors such as economic forecasts, population growth, land use, land availability, TODs, future commercial and industrial developments and technological change. Such a study will ensure that TAG fulfils the role of ensuring selection of the most appropriate transport solutions for Gauteng.

5.5 Consistent and Unified Approach to Service Contracting

The status quo in respect of the procurement and contracting of public passenger transport services in Gauteng across the various modes entrenches a fragmented dispensation that impedes effective integration. This is partly a result of the current institutional dispensation, but also the mechanisms of subsidy targeting and allocation, as well as the mechanism deployed to procure public passenger transport services. This is illustrated in **Table D-3.**

Table D-3: Current Public Passenger Transport Service Procurement Mechanisms

	Mode	Subsidy Allocation Mechanisms	Contracting Authority
1.	Commuter rail services	Deficit subsidy mechanism, based on a National Treasury Grant to PRASA	N/A
2.	Rapid rail services	Concessioning with subsidy based on a patronage/revenue guarantee	GMA
3.	IPTN road-based services	Gross-based Revenue-km based subsidy (contracting authority collects and keeps ticket revenue), PTNG funded i.t.o. the DORA	Metropolitan municipalities
4.	Subsidised bus services	Net-based Revenue-km based subsidy (operators keep ticket revenue), current PTOG funded i.t.o. DORA	GDRT
5.	Municipal bus services	Deficit based subsidy paid from municipal budgets	Metropolitan municipalities
6.	Scholar transport services	Subsidy paid on a rate/scholar/km	GDE

The selection of the procurement and contracting mechanism will normally be based on a combination of the following considerations set out in **Table D-4**.

Table D-4: Subsidy allocation selection considerations

	Consideration	Examples associated with consideration
1.	Rationale for Subsidisation	Relief of the distance burden (associated with Apartheid settlement policies), social equity, promotion of integration, environmental goals
2.	Targeted beneficiaries	Commuters, travellers in general, scholars, pensioners, persons with mobility challenges and other special groups
3.	Equitable risk transfer	Producer vs. user-side, with associated incentives and penalties for non-performance

	Consideration	Examples associated with consideration
4.	Efficiency of reaching intended beneficiaries	Producer vs. user-side subsidisation or a hybrid model
5.	Governance and accountability	Transparent reporting requirements (audited statements, ridership data). Independent monitoring to prevent misuse of funds.
6.	Fiscal sustainability	Balancing subsidy levels with sustainability (government budgets). Avoiding overdependence on subsidies that discourage efficiency. Considering long term affordability for both users and the state
7.	Implementation practicalities	Administrative capacity to manage complex allocation formulas. Technology readiness (e.g., account-based ticketing systems for user subsidies). Political acceptability among operators, unions, and commuter groups.

The NLTA, 2009 establishes the legal framework for public transport subsidisation. It emphasises integration, equity, and accountability, but in practice subsidies remain skewed toward buses and rail, prompting ongoing policy reform. The Act is silent about financial support mechanisms to passenger rail, except to state that the Minister and provincial MECs are authorised to provide funds for land transport services, including passenger rail (the DoRA passed annually and the PFMA, 1999 also contribute to the framework for rail subsidisation). The Act also states that subsidisation of road-based public transport services is to be done through tendered, negotiated or commercial contracts. More recently, the draft Public Transport Subsidy Policy 2023 also explores shifting towards more user-focused subsidies to promote fairness across modes and more efficiently reaching certain targeted beneficiary groups.

In instances where transport authorities globally are responsible for procurement, contracting and the administration of public passenger transport services, the current level of fragmentation in contracting approach that exists in Gauteng is absent, which does not promote integration and efficiency.

Although TAG has not been mandated or assigned the function of procurement and contracting of public passenger transport services yet, it is recommended that as an interim stepping stone, preparatory work be done on the approach towards such an assignment. The preparatory work should *inter alia* include a study into a more consistent and efficient approach for procurement of public passenger transport services, within the framework of existing legislation and considerations outlined in **Table D-4**, as well as the capacity and funding requirements to manage such a function.

5.6 Devolution of the Current PTOG (naming convention as at September 2026) Contracts

As outlined in Section 3.4, the GDRT is managing 16 subsidised bus contracts, which were renewed for a 7-year period through negotiation with incumbent operators in July 2023. The GDRT did make some efficiency amendments to the renewed contracts, to take cognisance of approved municipal ITPs and attempted to eliminate duplication with existing metropolitan IPTNs. However, the services provided in terms of these contracts are still sub-optimal from the perspective of public passenger transport service provision on IPTNs. This is because of *inter alia* an inconsistent approach to the integrated planning and contracting of such services compared to municipal IPTNs, existing levels of duplication of IPTN services, different approaches to fare setting and subsidisation and deployment of technology.

The 2021 White Paper on National Transport Policy states that subsidised bus service contracting should progressively move from provincial managed to municipal authorities, in line with the principle of devolution. This is also required by the NLTA. It emphasises that municipalities, as designated planning authorities, should ultimately take responsibility for contracting and managing subsidised bus services within their areas of jurisdiction, provided that they have the institutional and financial capacity to do so. The underlying objective is for municipalities to restructure and fully integrate subsidised bus contracts into their IPTNs, in alignment with transport planning and spatial development. This will also allow municipalities to better integrate bus services with other modes, such as rail, BRT and MBTs.

It is recommended that TAG as part of its coordination role and its legislative function to secure the provision of public transport services, undertake a feasibility study and business case for the devolution of the current PTOG (naming convention as at September 2026) contracts to metropolitan and district municipalities, where appropriate. This is actually a function of the Public Transport Integration Committee mentioned above, but this Committee has not been functional and has only recently been reactivated. The study may also give consideration to the assignment of the contracting function to TAG on an agency basis as an alternative option or for the function to remain with GDRT. This should be done in collaboration with GDRT and affected municipalities and should *inter alia* deal with the following:

- Legal and institutional framework for devolution;
- Demonstrated capacity of municipalities (technical, financial, institutional) to effectively administer and manage the bus contracting function;
- National and provincial government's ability to provide support and transitional funding during the handover;
- Funding sustainability, as subsidies are heavily reliant on the national fiscus;
- Non-disruption of services, as continuity of passenger access is a priority;
- Subsidy allocations mechanisms to be used; and
- Equity considerations forming part of public transport sector transformation.

5.7 Industry Transformation

Industry transformation touches on all public passenger transport modes. Industry transformation within the passenger rail industry is dealt with in Section 5.3, whereas transformation of the bus industry is dealt with in Section 5.5. This section deals with minibus taxi (MBT), metered taxi and e-hailing services.

5.7.1 Minibus Taxis (MBTs)

The National Household Travel Survey (NHTS), conducted by Statistics South Africa from January 2020 to March 2020, showed that the pattern of public transport use has changed significantly between 2013 and 2020. The proportional share of the different public transport modes changed across this period, with more than 80% of these being public transport trips being made by taxi (68% in 2013), 17% by bus (20% in 2013) and 3% by train (13% in 2013). Given the population growth over the commensurate period, the growth in MBT users is very significant and may have almost doubled.

Over-and-above being regulated for route adherence, driver quality, vehicle safety standards and registration of associations, government has viewed the MBT as largely an informal mode and has generally allowed the industry to plan its own operations. It has also not provided much economic

or financial operational support to the MBT industry, except for the Recapitalisation Programme. Given the MBT mode's significance, there is a strong case to be made for the "mainstreaming" and integration of minibus taxi services into public transport network plans going forward.

The implementation of IRPTNs in metropolitan cities, as envisaged in terms of the 2007 Public Transport Strategy and Action Plan, has not materialised as planned, due to various reasons, including affordability and achievement of transformation objectives. In the past couple of years there has been a shift in government response, firstly from IRPTNs to IPTNs and secondly recognising the role that MBTs can play and be retained as a significant part of IPTNs. This entails not only absorbing MBT operators into VOCs operating services on IPTNs, but also their participation in contracts for providing public passenger transport services as MBT entities on IPTNs.

A study, conducted for National Treasury's Cities Support Programme (CSP), titled "*A framework for the integration of minibus taxi services into integrated public transport network plans*", is aimed to assist municipalities in defining shifts to be undertaken in their planning and management of public transport. This is to optimise and integrate MBTs into their public transport networks. Short-term actions to be taken by government are shown in **Figure D-6.**

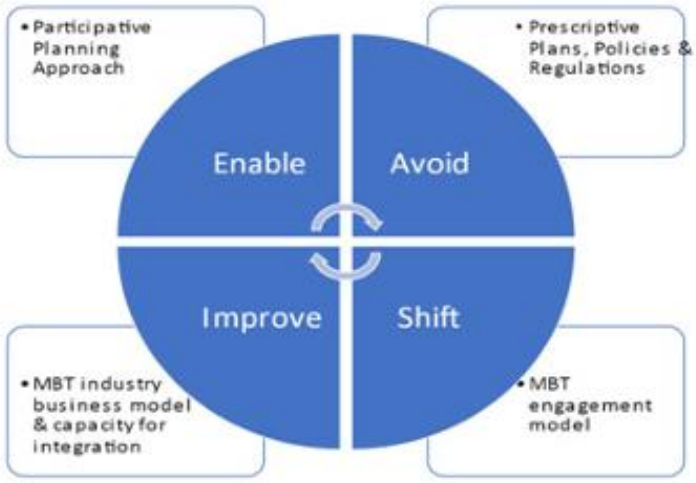


Figure D-6: Action agenda towards an improved MBT value offer and modal integration

This is expanded on through the following statements:

- **Enable** a participative planning approach that becomes increasingly inclusive of the incumbent MBT industry in their city (i.e. rethink and repurpose the focus and constitution of current structures and mechanisms).
- **Avoid** the development of plans, policies, rules, and regulations that are perceived to be prescriptive and punitive.
- **Shift** the MBT industry engagement model from one that is based on incentives and sanctions ("stick and carrot") to one that is based on mutual trust and a fundamental commitment to joint problem-solving and inclusive decision-making.
- **Improve** the local MBT business model and the city's ability to participate in planning and service improvement processes by providing business improvement support, supporting infrastructure, and formal integration opportunities (e.g. through contracting options).

One of the cornerstones of integration of MBTs into IPTNs, is the formation of legal entities, possibly in the form of taxi operating companies (TOCs), which would enable participation in contracting, thus corporatising the MBT operating model to improve commercial viability. TOCs operations enabled through contracting will also provide industry collective control over aspects such as fare revenue, fleet management, driver deployment and cost management. This change in the MBT business model will ultimately enhance sustainability and profitability for the industry, as well as promote the quality of service provided to passengers.

The GDRT has worked with the MBT industry to promote MBT industry transformation. TAG, in its coordination of integrated transport planning role, needs to promote the integration of MBT services into IPTN planning done by municipalities for their IPTNs.

5.7.2 Metered Taxis

The metered taxi sector was once central to urban mobility, especially for tourists. Today, it is overshadowed by e-hailing platforms, burdened by red tape, and weakened by the shift to e-hailing platforms and lack of investment.

The Metered Taxi Industry (MTI) is regulated in terms of the NLTA, 2009 and regulations requiring operators to obtain an Operating Licence, brand vehicles, have an installed meter and safety equipment. Operating Licences specify approved geographic operating areas within which the operator may operate legally.

It is challenged with costly regulation, backlogs with licence applications and declining profitability. The MTI's sustainability may depend on clearer policy, faster licensing processes and integration with modern mobility platforms.

Rising operating costs, and recent violent clashes between metered taxi and e-hailing operators at major transport hubs in cities are indications that the MTI is under financial strain. Dated operating model and fare structures are further aggravating the situation. The MTI's decline will erode commuter confidence and leave potential passengers dependent on informal or app-based alternatives.

The GDRT generally regulates the MTI, largely through the PRE. The question begs as to whether further support and/or intervention is required to improve the future sustainability of the MTI. TAG should engage GDRT to explore measures to promote this.

5.7.3 e-Hailing

e-Hailing is an emerging technology that has significantly influenced the traditional public transport sector and transformed urban mobility in South Africa. It offers convenience, affordability and perceived safety to many commuters and travellers. In many cases these are "choice" public transport users, with other travel options that may not have viewed public transport as a travel option.

The sector is regulated in terms of the NLTA as amended by the National Land Transport Amendment Act, 2023 and associated regulations promulgated on 12 September 2025. In terms of the legislation, e-hailing is now officially recognised as a separate public transport service type. Drivers must obtain a dedicated e-hailing operating licence every seven years or the shorter period determined by the PRE, which may specify an approved area for the picking up of

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passengers. Previously issued licences that described e-hailing services as metered taxi services or in other ways must be converted to e-hailing specific licences within 180 days from 12 September 2025. Cars must be branded as e-hailing vehicles and have installed panic buttons. Drivers must hold professional driving permits, undergo background checks, and maintain roadworthy vehicles.

e-Hailing application platform providers such as Uber, Bolt and inDrive must register with the NPTR. Platforms are legally responsible for ensuring only licensed drivers operate on their apps. Passengers must verify vehicle and driver details in the app and platforms must provide safety features like GPS tracking, SOS buttons, and trip sharing.

The e-hailing sector is facing fierce competition, not only from other public transport modes, but also from within the sector. This has led to sustainability and profitability challenges, at times resulting in confrontations and violence between operators and drivers.

Companies providing e-hailing platforms do not consider demand and supply for inclusion of drivers on their apps but merely have legal and vehicle technical requirements. These companies are generally not willing to share information on the numbers of vehicles registered on their respective apps that would enable an assessment of how many cars the market can sustain viably. They view this as proprietary business information. To do such an assessment, typical information required will include the number of trips done by a car per month, average trip lengths and revenue generated per trip.

Similarly, regulatory entities currently do not have sufficient information to balance demand and supply in considering and disposing with operating licence applications. This information should be included in the ITP of the municipal planning authority. This has resulted in severe over-trading of this sector and diminishing profitability for drivers.

With the PRE being housed within the GDRT and the operating licence function for e-hailing services residing with the PRE, a tool may need to be developed to assist the PRE with balancing demand and supply in the e-hailing sector in disposing with operating licence applications. The establishment of metropolitan regulatory entities (MREs) has been under consideration for a while and once the feasibility of MREs has been confirmed, the devolution and/or assignment of this function to municipalities will be done.

TAG as part of its public transport coordination role should support the GDRT and assist/encourage the development of such an assessment tool.

5.8 Norms and Standards

Authorities and entities procuring public passenger transport services generally require operational efficiency and that contracted services provide users with a travel experience of consistent quality. Norms and standards function as the mandatory baseline for procurement of public transport services and accountability is enforced through contract management. These standards ensure that when public transport services are procured, it is purchased on a guaranteed level of quality rather than merely a vehicle's presence on a route. Thus, norms and standards form the basis for KPIs against which operators are to be measured and they shape how contracts are written, how performance is monitored and how accountability is enforced.

Norms and standards for quality public transport services are set out in the NLTA, the White Paper on National Transport Policy (2021), and overseen by the National NPTR.

The following are important to consider in developing norms and standards for services, public transport operations and vehicles, as the benchmarks for service quality:

- Safety and security: public passenger transport must be safe for passengers and operators. The physical safety of passengers and operators must be prioritised through rigorous vehicle fitness and operational protocols. (This is further dealt with in Section 5.12 below);
- Reliability, predictability and efficiency: services should run on predictable schedules with minimal delays. Operations must adhere to published, predictable schedules with minimal transit delays to support commuter trust and economic productivity;
- Efficiency: services should meet the basic mobility needs of all residents, including rural and urban communities, with a special emphasis on UA for persons with disabilities;
- Affordability: fares must be transparent, and regulated to ensure affordability;
- Universal accessibility and inclusivity: services must bridge the gap between rural and urban communities, with a mandatory emphasis on UA for persons with disabilities;
- Intermodal integration: fares, schedules, and infrastructure must be integrated across all modes to allow for seamless, 'single ticket' transfers; and
- Environmental sustainability: procurement must favour modes that reduce carbon emissions and promote the adoption of 'Green Transport' technologies.

TAG should as part of its responsibility for coordination and securing the procurement of quality public passenger transport services facilitate the development of norms and standards that will form the basis for procurement and contracting of public passenger transport services, as well as the oversight monitoring thereof. By embedding these standards into the procurement process the receipt of public funds is contingent upon providing a safe, reliable, and integrated service that meets the mobility needs of all citizens.

5. 9 Single Public Passenger Transport Insignia

Previous sections highlight that the public passenger transport network of services is fragmented across all three spheres of government, the private sector and multiple operators. Most operators operate under their own corporate identity and use their own branding, provide their own passenger information and do their own marketing. This reduces legibility, the ease of use and navigating across the network. It often discourages transfers and may deter choice users from making a shift to public passenger transport.

A single public passenger transport insignia provides for an overarching brand applied to an integrated network of public transport services. This may include passenger rail, BRT, commuter buses, minibus taxis and sometimes micromobility and is used when the brand identity spans multiple operators and modes in one integrated and coordinated system. It focuses on the idea of a single network rather than individual services and could be based on one visual language, set of symbols, one map style and a single digital presence.

However, a unified transport brand is not just a logo or colour scheme. It's a strategic tool that shapes how people perceive, navigate and trust the public transport system. This is to signal that all modes form one coherent system. When buses, trains, BRT, minibus taxis and even on-demand services share a common identity, passengers immediately understand that the services are coordinated, transfers are intentional, and that fares and information are aligned. This reduces the "patchwork" feeling that plagues many fragmented systems. It does mean that

services and operators falling under a single insignia **must subscribe and meet a set of prescribed service quality standards and requirements**.

The benefit of a single insignia may be that passenger experience is simplified and the network is easier to use. Passengers don't need to understand who operates what, but they just follow the brand. It builds trust and a unified brand becomes a quality promise if the brand is strong. Passengers assume consistent service standards, predictable information and could also promote integrated ticketing. It also may reduce marketing and communication complexity and instead of each operator running its own campaigns, the authority communicates under one umbrella. It may provide government with visible governance and makes it clear who is responsible for the system. It could also enable future mobility integration and provide the foundation for *inter alia* MaaS platforms, micromobility integration, on-demand services and regional expansion, as well as assist with future-proofing the system.

It is proposed that TAG's role in establishing a single insignia for public passenger transport in Gauteng is to conduct a feasibility study and business case for establishing a single insignia, which may be a recognisable decal displayed on vehicles operating under the banner of the single insignia and assist authorities and role-players with the roll-out thereof, if deemed feasible.

5.10 Integrated Ticketing and Public Passenger Transport Travel Information

Having an integrated ticketing system and easily accessible travel information on public passenger transport services, including routes, timetable and fares available, significantly enhances the public transport user's travel experience, especially from a convenience point of view. This is especially true for wanting to travel seamlessly across an integrated network of public transport services and wanting to attract "choice" users to the system.

Although some strides have been made towards putting an integrated ticketing system in place, *GDRT RFI for ticketing systems Requirements included in the new Gautrain Concession* for the traveller to obtain information on road based public transport services in Gauteng remains a challenge as service information such as destinations served, schedules and fares are not readily available. Gautrain, which largely targets the choice-user, is the closest to having information readily available through their website and App, as well as communicating service disruptions to its clients on a real time basis.

From an ITS and technology perspective the STP paints the following picture of success in relation to public passenger service provision as set out in **Table D-5**.

Table D-5: Picture of Success for Technology Enabling Public Passenger Transport User Convenience

	Agencies collaborate towards a unified system where users can plan, book and pay for multi-modal journeys through a single interface. Agencies also collaborate on incentive systems that will attract users to public transport.
	Mobility as a Service (MaaS) is a way of life & facilitates a seamless and cashless travel experience through a **digital platform.**
	Seamless convenience is demonstrated through reliable systems where one ticket/ card provides access to all forms of public transport.

	An Intelligent Transport System (ITS), using the datahub at the Smart Mobility Centre, that provides anyone with access to a repository of routes, choices, modes, changes and other relevant information.

The STP asserts that technology needs to be leveraged to improve service quality and safety through advanced public transport management systems, traveller information platforms, MaaS and integrated ticketing. It is also recommended that government needs to promote collaboration between public transport operators in the development of an integrated ticketing and information system with a single public transport insignia.

Actions to deliver strategic intervention proposed in the STP in relation to public passenger transport service provision include:

- Developing a policy to facilitate collaboration among authorities, operators, agencies, financial institutions and the private sector for the integration of route and timetable data, enabling the One-Ticket One-Province initiative and MaaS. Ensuring that technology upgrades, such as cashless fare systems and digital platforms, are inclusive and user-centric by engaging passengers with different needs and abilities in design and testing, while also continuing to accommodate those who rely on cash, especially individuals with limited means.
- Creating a single point of access to a unified mobility data platform to enhance mobility data accessibility and usability.
- Implementing connected, collaborative and automated transport systems and establishing integrated mobility services providing real-time information.
- Securing the provision of an integrated ticketing and information system for public transport as one of TAG's functions, in terms of section 5 of the TAG Act.

The development of integrated ticketing and public transport travel information reflects the importance of seamless passenger experience, with technology enabling:

- Multi-modal journey planning;
- Integrated fare calculation and transfer recognition;
- Consistent service information across modes; and
- Modular onboarding of additional services over time.

The long-term vision should be a digitally enabled mobility ecosystem where users interact with the public transport system as a coherent service rather than a collection of independent operators. Importantly, the digital platform should be designed as a modular and publicly governed infrastructure, capable of accommodating rail, bus, taxi and future mobility services as they achieve compliance with agreed standards.

5.11 Regulation of Public Passenger Transport Fares

One of the strategic functions highlighted in the TAG Act is the regulation of public transport fares in the Province. The Economic Regulation of Transport Act 6 of 2024 will empower the Minister of Transport to appoint the Transport Economic Regulator to regulate fares for public transport services. In terms of Section 5 of the NLTA, the Minister is allowed to set standards for interoperability between fare collection and ticketing systems. When it comes to fare setting, the Competition Act 89 of 1998 must be considered, which would prevent anti-competitive arrangements such as fare setting.

The NLTA is supplemented by regulations that provide detailed mechanisms for fare determination when preparation is being made for entering into new contracts, and these regulations require that operators submit fare structures for approval in the contracted services environment, where such contracts specify fare levels, adjustment mechanisms (e.g., inflation-linked), and revenue-sharing models.

The White Paper on National Transport Policy, 2021 reinforces that fares must balance affordability for passengers with financial sustainability for operators. It also calls for integrated ticketing and account-based systems to improve transparency and efficiency.

The **National Public Transport Regulator (NPTR)** was established under the NLTA, operates under the NDoT and is tasked with overseeing compliance with national transport norms and standards, including fare regulation. It must advise the Minister on fare structures and must ensure that fares are fair, transparent, and consistent with national policy. It fulfils its fare regulation mandate by:

- Monitoring public transport fares charged across the country to ensure they align with affordability and equity principles;
- Recommending regulations or adjustments to fare structures to the Minister of Transport;
- Developing national standards for fare systems, ensuring consistency across provinces and municipalities; and
- Promoting the integrating of ticketing and fare systems, so passengers can use one medium across buses, rail, and BRT.

Given its stated goal of regulating fares in Gauteng, as well as to secure the collection of statistical data and information on transport, as well as to conduct research on transport, it is proposed that TAG supports the NPTR from a Gauteng Province perspective with its fare regulatory function. It is further recommended that TAG also develops an approach and model for fare regulation in Gauteng, considering and including *inter alia* the following:

- Statistical data collection and information on fares and trip patterns, and maintenance of a database;
- Economic assessment and determination of affordability of fares to public transport passengers;
- Fare elasticity analysis and economic modelling to predict how fare changes affect ridership, revenue and sustainability of operations;
- Independent advisory bodies that can review fare proposals to ensure transparency and fairness; and
- Community consultation and engagement to build legitimacy and promote inclusion.

Fare regulation and subsidy allocation are increasingly data-dependent functions. A consolidated data environment will enable:

- Transparent monitoring of fare compliance;
- Analysis of affordability across user groups;
- Elasticity modelling to understand behavioural responses;
- Improved targeting of subsidies; and
- Performance-based funding allocations.

Where multiple operators and contracting authorities coexist, a digital clearing and reporting system is essential to ensure fairness and fiscal sustainability. Technology thus strengthens governance and enhances accountability in the management of public funds. A database linked to or being part of the digitised system discussed in Section 5.13 can assist TAG with monitoring, tracking passenger behaviour, evaluating subsidy targeting and adjusting fare policies.

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5.12 Passenger Safety and Security

Safety is a primary concern for public transport users, with crime, vandalism and harassment adversely affecting perceptions of safety both in transit and while waiting to access public passenger transport services at stations, termini, ranks and stops.

It is a well-known principle in the management and operation of public passenger transport services that public transport must be safe for passengers, operators and the community at large. In order to achieve this, vehicles must comply with roadworthiness and licensing requirements, operators are expected to follow strict safety protocols, be monitored by regulators and contracting entities and backed up by enforcement agencies.

Passenger safety and service quality are also enhanced through digital tools. Real-time monitoring systems, data dashboards and integrated reporting platforms allow authorities to:

- Track adherence to safety standards;
- Identify high-risk corridors or locations;
- Monitor operator compliance; and
- Enable passenger feedback and reporting.

The integration of safety-related data into the broader mobility platform, as discussed in Section 5.13, will enhance responsiveness and coordination between transport authorities and enforcement agencies.

TAG should set and monitor safety KPIs and related norms and standards. It should coordinate to ensure that these norms and standards are taken up in contracts for the provision of public passenger transport services. Further, aligned with its coordination function, TAG should engage with all entities responsible for public transport safety and security, to ensure that a coordinated and unified approach is in place to deal with safety and security matters.

Thermal risk at public transport waiting environments represents an emerging and escalating safety concern across the Gauteng transport system. Research conducted in the CoT by the South African Medical Research Council's Climate Change and Health Research Programme (2024) found that commuters, drivers and marshals at minibus taxi ranks reported heat exhaustion, dizziness, headaches and sweating during hot periods, at levels associated with heat-related illness. As Gauteng experiences increasing frequency and intensity of extreme heat events, this risk will escalate without deliberate intervention.

Active mobility users (pedestrians and cyclists) face a different and more acute thermal risk than users at fixed waiting environments. They are generating metabolic heat through exertion at the same time as absorbing ambient heat, are exposed for the full duration of a journey, and cannot easily interrupt or terminate the journey when heat stress begins to accumulate. Critically, thermal stress does not only create physical discomfort, it impairs cognitive function, reduces concentration and reaction times, and degrades the risk-assessment and decision-making capability that safe road use depends on. A cyclist experiencing thermal stress is more likely to make an unsafe crossing decision. This is a Safe System issue: a transport system designed around the principle that human error is inevitable must account for the fact that extreme heat systematically degrades the human performance the system is designed to accommodate.

Safe and secure transport in Gauteng requires more than compliance monitoring and enforcement, it requires that the transport system itself, from infrastructure, service design to the operating environment, is designed to protect users from serious harm, particularly the most exposed: pedestrians, cyclists and minibus taxi passengers, who collectively account for the majority of road fatalities in the province. The Provincial Safe Mobility Programme (Table E2, project 15) is the Safe System approach, as elaborated in the WHO Global Plan for the Decade of Action on Road Safety 2021–2030, accepts that human error is inevitable and designs the transport environment to ensure that errors do not result in death or serious injury, which is a fundamentally different approach from enforcement-led safety programmes. In the EASI framework: the Avoid pillar applies through Safe System infrastructure design; the Shift pillar applies through modal shift to safer modes; Enable applies through embedding Safe System standards in institutional mandates, procurement and planning briefs. The 50% fatality reduction target should be supplemented by a disaggregated target for pedestrian and cyclist fatalities specifically, tracked separately through the Monitoring, Evaluation, Accountability and Learning (MEAL) framework.

TAG, in coordination with GDRT and municipalities, will develop minimum thermal safety standards for public transport waiting environments and active travel corridors, including shade provision, drinking water access and passive cooling measures at high-volume taxi ranks, bus stops and intermodal facilities.

5.13 Technology and Data as a foundational Enabler

Integration in public transport is often understood in institutional and/or structural terms. While coordinated governance and aligned mandates are essential, they are not sufficient on their own to deliver a truly integrated system. In a city region such as Gauteng, true integration requires the practical ability to connect services, information and users across modes and jurisdictions. This increasingly depends on whether authorities are able to:

- Access reliable and standardised data across all modes;
- Monitor operational performance in real time;
- Enable interoperable fare and payment systems;
- Measure service quality and outcomes objectively; and
- Provide passengers with clear, consistent and accessible travel information.

Integration is therefore not only an institutional condition, but also a functional and technological one. Technology and data applications can form the underlying layer that enables coordination to translate into measurable performance and seamless passenger experience. Without this digital foundation, structural alignment alone may leave fragmentation intact at the operational level.

A central enabling intervention will be the progressive establishment of a shared **Provincial Mobility Data Environment** that provides a single point of access to public transport data across Gauteng. The current public transport landscape is characterised by multiple operators, contracting authorities and funding mechanisms, each operating separate systems and reporting processes. This institutional fragmentation is mirrored in the digital environment, limiting visibility, comparability and coordinated oversight.

In line with international best practice, a provincial mobility data platform should function as a unified access layer through which transport data can be accessed for both planning and operational purposes. TAG should therefore facilitate the structured consolidation of data on:

- Route and timetable data across all modes;
- Real-time operational data (including vehicle location and service adherence);
- Passenger demand and utilisation information;
- Fare and revenue data relevant to governance; and
- Service quality and safety indicators.

The provincial mobility data platform can embed sustainable transport objectives into user behaviour by incorporating carbon footprint tracking functionality, enabling users to see the emissions associated with different travel options for any given journey, positioning sustainable transport as a live feature of the user experience rather than only a policy or infrastructure programme. Carbon footprint information, combined with journey time and cost data, aligns with the Sustainability Hierarchy by enabling users to shift to lower-emission modes through informed choice. Carbon tracking data should feed directly into the Behaviour Change and Public Awareness Programme, providing evidence on how modal choice information influences travel behaviour and enabling the programme to be calibrated against measured outcomes.

Gauteng transport's potential to participate in carbon markets must be assessed. This should consider at least both purchasing offsets for residual emissions, and generating tradeable carbon credits from verified emission reductions (e.g. modal-shift or fleet-transition programmes) that could be sold to fund further decarbonisation.

The objective is not to replace existing operator systems, but to create an integrated and standardised data layer that enables coordination, monitoring and informed decision-making at a provincial level.

The establishment of this shared data environment also provides the foundation for strengthening network planning and demand forecasting. The refinement of the provincial SPTN and the review of passenger demand forecasts should not remain static modelling exercises, but should progressively be informed by observed operational data. By integrating into the provincial platform, planning authorities can move towards a more dynamic and adaptive planning environment, based on or assisted by having data on real boarding and alighting data, smart-card or account-based ticketing validations, corridor-level travel time data, as well as land use and economic development datasets. This will enable corridor performance to be assessed against actual usage patterns and service reliability, rather than relying solely on modelled assumptions.

The Gauteng Travel Demand Forecasting Model and related planning tools should therefore increasingly be calibrated using observed operational data drawn from the shared mobility environment. This will improve forecast reliability, strengthen investment prioritisation and reduce the risk of over- or under-investment in specific corridors. In practical terms, such a platform would support:

- Identification of service duplication and network gaps;
- Ongoing refinement and validation of the SPTN;
- Evidence-based prioritisation of investment corridors;
- Monitoring of cross-boundary travel flows within the GCR; and
- Continuous alignment between transport planning and spatial development.

By providing a transparent and shared digital reference point, planning structures and intergovernmental forums are strengthened, and integration can move from policy alignment to measurable system performance supported by real-world data.

Digitised mobility can also **assist with industry transformation and modernisation**. The integration of public passenger transport services in Gauteng requires that all modes operate within a coherent and interoperable digital environment. Digitisation should therefore be regarded as a system requirement for existing services and for any new services introduced into the network. In the context of commuter rail reform, rapid rail expansion and potential devolution, digital readiness must form part of feasibility and implementation assessments. This includes aspects such as compatibility of fare systems with provincial standards, real-time operational data sharing, standardised performance reporting; and integration into a unified passenger information environment.

Rail, as the backbone of the system, cannot remain digitally separate from road-based services. Its integration into the shared mobility data and fare ecosystem is essential for seamless passenger experience, coordinated network planning and effective subsidy governance.

Similarly, as contracting frameworks are strengthened, including the development of a unified contracting approach and the potential devolution or restructuring of the current PTOG-funded bus services mentioned above, digital compliance should be embedded in all service agreements. Future contracts should progressively require real-time operational monitoring capability, standardised service data submission, digital KPI reporting and compatibility with integrated fare and information systems. Digital harmonisation should accompany institutional reform, including in relation to the current PTOG contracts. Without common standards and interoperable systems, fragmentation may persist under new governance arrangements.

Importantly, digitised mobility must also support industry transformation objectives. Industry modernisation should incorporate digital capability development, particularly for smaller operators and segments of the minibus taxi industry. Gradual onboarding into digital systems enables:

- Improved fleet management and operational oversight;
- Access to formalised and performance-based contracts;
- Transparent revenue tracking and reporting; and
- Participation in integrated fare and information environments.

Digital inclusion should therefore be supported through capacity-building and phased implementation, ensuring that technological advancement reinforces, rather than undermines, transformation and empowerment objectives. Technology should accordingly be treated as a core compliance and modernisation requirement, alongside financial sustainability, safety and transformation objectives, to ensure that mobility in Gauteng is progressively digitised, measurable and fully integrated across modes.

Technology and data applications should therefore not be seen as a separate project within an Integrated Services Plan. By embedding technology and data as a foundational theme throughout the implementation of its programmes, TAG can progressively transition Gauteng's public transport system from institutional fragmentation toward a unified, performance-driven and digitally enabled mobility ecosystem serving the broader City Region. This can be the connective infrastructure that enables the successful implementation of many of the proposed actions contained in Section 5 of this plan. The digital layer supporting public transport integration should be treated as strategic public infrastructure. Therefore, the TAG should facilitate:

- The development of data standards and interoperability protocols;
- Clear governance arrangements for data access and ownership;
- Compliance with privacy and cybersecurity legislation;
- Transparent funding mechanisms for shared digital platforms.

Public funding may be required for the foundational integration layer, while enabling private sector innovation at application and service levels.

6. FACILITATION AND RATIONALISATION OF FUNDING FOR PUBLIC TRANSPORT OPERATIONS

6.1 Ability of TAG to Raise or Request Funds in Terms of the TAG Act (2019)

The TAG Act, 2019 establishes TAG as a coordinating and implementing transport authority, with powers to receive, manage and allocate funding for integrated transport planning and implementation across planning authorities within the province. The Act provides for TAG to strengthen and rationalise existing funding flows as set out below.

6.1.1 Receipt and Management of Funds

The Act allows TAG to act as a financial intermediary or coordinating entity and it enables TAG to:

- Receive funds appropriated by the Provincial Legislature;
- Receive transfers from National Government, including conditional grants administered by National Treasury;
- Receive funds from municipalities and planning authorities for integrated transport functions;
- Receive grants, donations, or contributions from public or private entities;
- Manage funds for the purpose of implementing provincial and ITPs.

6.1.2 Strengthening Existing Conditional Grants

In terms of the Act, TAG is allowed to support the strengthening of current National Treasury conditional grants (e.g., current PTNG, PTOG or other transport-related grants) by:

- Aligning funding allocations to integrated network plans;
- Ensuring expenditure consistency across planning authorities;
- Reducing fragmentation caused by historic allocations; and
- Enabling coordinated investment in provincial-scale transport corridors.

6.1.3 Limitations Imposed by the Act

TAG is limited in that funds appropriated for specific conditional purposes must remain compliant with DoRA conditions and cannot unilaterally reassign conditional grant purposes.

Borrowing or long-term financial commitments remain subject to PFMA/MFMA and Treasury approval and TAG must operate within approved ITPs and performance frameworks.

6.2 Additional Conditional and Non-Conditional Funding Sources

In addition to existing National Treasury conditional grants, the funding framework allows TAG to leverage funding from all three spheres of government and external sources, as set out in **Table D-6**.

Table D-6: Potential funding sources to be leveraged for public passenger transport

National Government	Provincial Government	Municipal	External sources to government
• Public Transport Network Grant (PTNG) • Current Public Transport Operations Grant (PTOG) • Infrastructure-related grants via NDoT or Infrastructure Fund • Climate and Just Energy Transition funding linked to modal shift and emissions reduction • Infrastructure conditional grants aligned to integrated mobility outcomes	• Equitable share allocations for transport functions • Provincial infrastructure budgets • Ring-fenced funding for strategic corridors or integrated mobility programmes • Provincial guarantees or co-funding for catalytic projects	• Own revenue allocations • Development charges linked to transport infrastructure • Parking or congestion-related revenues where applicable • Land value capture associated with transit-oriented development	• Development Finance Institutions (DBSA, AfDB, World Bank) • Climate finance facilities • Green or sustainability-linked funding instruments • Private sector participation through PPP frameworks

6.3 Optional Equitable Funding Models

To ensure equitable allocation across planning authorities, the following models can be supported within the TAG framework:

i. Performance-Based Allocation - Funding linked to delivery against agreed KPIs, which incentivise operational efficiency and network integration.
ii. Needs-Based Allocation - Based on passenger demand, accessibility gaps, and socio-economic priorities.
iii. Integrated Network Funding - Allocations tied to approved integrated transport network plans rather than historical budgets.
iv. Blended Finance Structures - Combination of grants, concessional finance and private capital for large infrastructure programmes.
v. Outcome-Based Funding - Payments linked to service delivery outcomes such as reliability, ridership growth, or emissions reduction.

7. PROJECTS

The discussion in Section 5 dealing with the proposed actions for TAG to be considered during the next 5-years also identifies a number of projects that may form part of the IIP for TAG to execute. These projects are listed and unpacked in **Table D-7**.

Table D-7: Public passenger transport service procurement related projects for TAG to execute over the next 5-year period

	Project Topic	Description	Considerations
1.	Development of a Public Passenger Transport Services Integration Strategy	Development of a strategy aimed at promoting the integration of public passenger transport services. (May be combined with a facility integration strategy)	• Take cognisance of a range of policies, strategies and plans done i.e. National White Paper, Gauteng PLTF, ITMP25, STP, etc. • Collaboration with all planning entities in the Province • Take note of the work done by the various coordination structures, i.e. PTIC, TTWC, etc.
2.	Commuter Rail Devolution	• Feasibility Study and possibly a business case for the devolution of commuter rail • Aspects/components of the commuter rail function to be devolved • Organisational structures required to manage the function, skills required and resourcing and development • Budgets and funding • Potential timelines	• Done within the framework provided in terms of the national devolution strategy approved by cabinet • The Gauteng City Region context with commuter rail services crossing municipal boundaries • Cooperation with the three metros • Consultation with PRASA
3.	Public Passenger Transport Demand Forecasting	Review of the various passenger demand forecast models currently available, to provide a guide which can be used by all transport planning authorities in Gauteng for planning purposes.	• Long term passenger demand forecasts to be based on the Gauteng Travel Demand Forecasting Model developed in PTV Visum – similar as used for the ITMP25 • Model to account for real world competition between all modes • Public and private transport to be included • Model parameters to be agreed by all public transport planning authorities • Outcome to be used by all planning authorities • Minimum structural and operational challenges to be considered in the forecasting of: – Accessibility to a transport mode – Frequency and travel times – Alignment with land use – Competition between modes – Safety and security, and – Behavioural inertia
4.	Unified Approach to Service Contracting	• A study aimed at developing an approach for more consistent procurement of public passenger transport services, which will promote integration. • The outcomes of such a study should inter alia include and	Policy objectives and legislative framework for contracting. The following aspects to be considered: • Rationale for subsidisation • Targeted beneficiaries • Equitable risk transfer

	Project Topic	Description	Considerations
		deal with contracting principles, tender approach, contracting mechanism, penalty and incentive regimes, value capture, model contracts, etc.	• Efficiency of reaching intended beneficiaries • Governance and accountability • Funding constraints and sustainability • Implementation practicality • Consultation and inputs necessary from all affected parties
5.	Devolution of Current PTOG (naming convention as at September 2026) Contracts	A feasibility study and business case for the devolution of current PTOG contracts to metropolitan and district municipalities, where appropriate. The study may also give consideration to the assignment of the contracting function to TAG or for the function to be remain with GDRT as alternative options.	• Legal and institutional framework for devolution • Demonstrated capacity of municipalities (technical, financial, institutional) to effectively administer and manage the bus contracting function • National and provincial government's ability to provide support and transitional funding during the handover • Funding sustainability, as subsidies are heavily reliant on the national fiscus • Subsidy allocation mechanisms to be used (i.e. gross vs net contracting basis) • Equity considerations forming part of public transport sector transformation
6.	Digital Compliance Framework for Public Transport Contracting	Development of a Digital Compliance Framework to be embedded into all future public transport contracts and service level agreements. This framework will define minimum digital and reporting requirements for operators participating in provincial or municipal contracts.	• Definition of minimum technology standards (GPS tracking, digital reporting, fare interoperability) • Standardised KPI reporting templates and dashboards • Interoperability requirements with integrated ticketing systems • Transition plan for existing contracts • Support mechanisms for smaller operators and MBT entities • Alignment with Norms and Standards development • Legal review to ensure enforceability within NLTA, PFMA and MFMA frameworks • Avoidance of excessive compliance burden for emerging operators
7.	Regulation of Public Passenger Transport Fares	Development of an approach to and a model for fare regulation in Gauteng. This should *inter alia* include: • Data collection and information on fares and trip	• Role, function and work done by the NPTR • National standards for fare systems • Independent advisory bodies that can review fare proposals to ensure transparency and fairness.

	Project Topic	Description	Considerations
		patterns, and maintenance of a database; • Determination of affordability of public transport fares; and • Fare elasticity analysis and economic modelling to predict how fare changes affect ridership, revenue and sustainability of operations.	• Community consultation and engagement to build legitimacy and promote inclusion
8.	Integrated Public Passenger Transport Travel Information	Development of an implementation plan for an e-platform that provides for integrated public passenger transport information across all public transport to the public.	• Collaboration with operators and other role-players and stakeholders • Information requirements and sources • Static versus real-time information • Whether this can be linked to the Account Based Ticketing (ABT) system to facilitate e-acquisition of tickets • Link to implementation of an insignia for Public Passenger Transport Service in Gauteng
9.	Norms and Standards for Public Passenger Transport Services	Development of norms, standards and KPIs for public passenger transport services that will form the basis for procurement and contracting of such services, as well as the oversight monitoring thereof.	• Equitable access to opportunities for all • Promotion of integration, safety, reliability and affordable public transport services (including vehicles) • Approach to making services universally accessible • Minimising the impact on the natural and social environments • Fiscal constraints and financial sustainability • Buy in from municipalities and affected parties
10.	Transport Insignia for Public Passenger Transport Service in Gauteng	Feasibility Study & Implementation Plan for rolling out a unified public passenger transport insignia, which provides users with a guarantee of quality service	• Previous work done by GDRT in this regard • Input from and collaboration with all role-players Minimum service standards to be complied with for operators to fall under the banner of this insignia • Incentives for operators to apply, operate and participate in this scheme • Marketing and communication requirements to public passenger transport users • Link to integrated public passenger transport travel information
11.	Sustainable Mobility Strategy	Development of a transformation Strategy for the public passenger transport fleet, aimed *inter alia* at vehicle propulsion	• Broader sustainable transport policies and strategies • Resilience • Affordability • Evolutionary approach vs. revolutionary

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	Project Topic	Description	Considerations
			• Propulsion and fleet-technology changes under this require a just-transition assessment addressing impacts on drivers, mechanics and other workers whose livelihoods depend on current vehicle technology; affordability of new technology for operators (including minibus taxi operators) and any resulting fare or service impacts on passengers; and a transition timeline allowing for workforce retraining and operator capital replacement. This is the sector's specific contribution to the broader just-transition principle governing transport-system transitions generally, set out in Chapter B Section 2
12.	Establishment of a Provincial Mobility Data Platform	Development and phased implementation of a shared provincial mobility data platform that consolidates operational, network, fare and performance data across all public passenger transport modes in Gauteng. The platform will function as a neutral integration layer to support planning, contracting, fare regulation, subsidy oversight and performance monitoring.	• Alignment with ITMP25 Data Hub and Smart Mobility strategy • Governance structure for data ownership, access and privacy compliance (POPIA) • Standardised data formats (routes, timetables, AVL, KPIs) • Integration with existing operator systems (PRASA, GMA, IPTN, current PTOG, MBT where feasible) • Cybersecurity and resilience requirements • Phased onboarding of operators • Funding model (public infrastructure layer vs private applications) • Capacity-building within TAG to manage and analyse mobility data

E. ENABLING ACTIONS

1. BUILDING THE INSTITUTIONAL FOUNDATION AND ACTIONS FOR SUCCESSFUL DELIVERY OF THE STP & IIP

TAG plays a central role in coordinating and supporting transport planning across the province. This includes ensuring that the 'job' of thinking about how we access opportunities effectively is done in the most optimal manner, even if this requires that the recommendations made extend beyond TAG's immediate transport mandate.

1.1 Why "Enable" Comes First: Confronting the Causes of Past Implementation Failure

To structure interventions for a sustainable, user-centred transport system, the STP uses the **EASI framework**: **Enable, Avoid, Shift, Improve**. The **Enable** pillar focuses on establishing the governance, institutional, financial, regulatory, behavioural, and technological conditions required for effective delivery. It gives practical effect to the Institutional Strategic Ambition by creating the foundation on which all other interventions supporting Avoid, Shift, and Improve, can succeed consistently and at scale.

Gauteng has numerous technical plans and modal strategies, but the province's transport challenges are fundamentally systemic. Fragmented mandates, weak institutional capacity, misaligned funding, poor data systems, limited accountability, and inconsistent political leadership have repeatedly undermined implementation. Enable addresses these root causes, ensuring that the transport system is coordinated, capable, and resilient before large-scale interventions are rolled out.

The structural causes of implementation failure identified in the STP mirror the institutional weaknesses that the Institutional Strategic Ambition seeks to resolve. Enable translates this ambition into concrete governance, capacity and accountability reforms.

Gauteng's transport system has been shaped by fragmentation, limited institutional capacity, misaligned funding, poor data systems, limited public trust and growing climate and economic risks. The STP highlights inefficiencies, corruption and lack of coordination as major barriers to implementation, alongside the erosion of professional capability and the absence of integrated planning across spheres.

These challenges are institutional and systemic, not technical. "*Enable*" therefore comes first because Avoid, Shift or Improve interventions will not succeed without a capable, coordinated, well-funded, sustainable and resilient enabling environment.

1.2 Structural Barriers to Implementation

Across the STP's stakeholder engagements, several structural barriers were consistently identified, namely:

a) **Fragmented mandates and siloed decision-making**
Transport functions are dispersed across national, provincial and municipal spheres, with overlapping responsibilities and no single entity empowered to integrate planning, funding, operations and enforcement. Land-use, housing and environmental functions, led by

Gauteng Department of Human Settlements (GDHS), COGTA and the Gauteng Department of Environment (GDEnv), have historically been poorly aligned with transport planning, reinforcing both urban sprawl and spatial fragmentation.

b) Limited institutional and professional capacity

The STP highlights governance incapacities, skills erosion and the limited ability of many municipalities to update ITPs, manage contracts or enforce regulations. Professional teams, planners, engineers, modellers, data specialists and project managers, often work in silos, using outdated methods and lacking exposure to integrated, accessibility-based planning.

c) Misaligned and unsustainable funding models

Mode-based subsidies, capital-heavy but operations-poor budgets and fragmented funding streams have prevented the development of approaches leading to integrated land use and transport systems and network development. The STP calls for a shift in this approach towards appropriate transport plan-based subsidies and lifecycle costing.

d) Poor data systems and limited evidence-based planning

The absence of a unified mobility data platform has resulted in inconsistent planning, weak monitoring and limited ability to manage demand or optimise services.

e) Behavioural and cultural barriers

Stakeholders emphasised that behaviour change is incremental and depends on strong ongoing communication and awareness raising programmes and incentives and disincentives. Without public trust and visible improvements, modal shift will not occur.

f) Corruption as a structural barrier

Corruption is recognised in the STP as a systemic barrier that has weakened institutions, distorted investment decisions, undermined public trust and contributed directly to implementation failure. It arises not only from individual misconduct but from structural conditions, fragmented mandates, opaque procurement processes, weak oversight, poor data systems and unclear accountability lines. Addressing corruption therefore requires institutional redesign rather than isolated enforcement actions. The Enable pillar supports the Institutional Strategic Ambition by strengthening governance integration, professionalising planning and delivery functions, embedding transparent, data-driven decision-making, and introducing systems-based, lifecycle-aligned assessment frameworks that reduce discretion, close loopholes and limit opportunities for leakage.

g) Political will as a critical enabling condition

The STP makes clear, sometimes explicitly, often implicitly, that the absence of sustained political will has been a major cause of implementation failure. Fragmented mandates, inconsistent leadership, shifting priorities, weak enforcement, and the inability to align transport, land-use, housing and environmental decisions all reflect a lack of durable political understanding and commitment. Many of the STP's core reforms require strong, consistent political backing across spheres and electoral cycles. Without aligned, sustained political leadership, even the best technical plans, institutional reforms and funding mechanisms may not be implemented or maintained.

h) Strengthening responsibility and enforcing accountability

Responsibility for delivery has often been diffused, contested or avoided, with no single institution empowered to ensure alignment or secure consequences for non-performance. Strengthening accountability requires measurable and enforceable performance

obligations, transparent reporting, and oversight mechanisms that prevent institutional drift. TAG's role in becoming the system steward is central to this shift: it must ensure that responsibilities are unambiguous, performance is monitored, and consequences for non-delivery are explicit and consistently applied.

i) **Lack of transversal alignment with land-use, housing, environment, safety and economic planning**
Transport has historically been treated as an engineering function rather than a system of access, opportunity and spatial justice. The STP calls for integrating land-use, economics, engineering infrastructure and transport systems and the environment, requiring deep collaboration with GDHS, GDEnv and COGTA.

j) **Growing climate, environmental and geopolitical risks**
Transport contributes 42.1% of Gauteng's GHG emissions, with road transport accounting for 97%. Climate science warns of "an irreversible climate disaster… a critical and unpredictable new phase of the climate crisis." Environmental degradation, biodiversity loss and climate volatility increase systemic vulnerability and thus the input and support of as well as collaboration with GDEnv is essential.
Note: The Biodiversity Bill (published for comment May 2024, currently before Parliament) will repeal NEMBA once enacted and strengthens the duty of care for infrastructure in or adjacent to sensitive areas specifically including wetlands. The IIP should align its environmental authorisation approach with the Bill even prior to enactment.

1.3 What "Enable" Requires in the Gauteng Context: Seven Foundational Shifts

The STP frames "Enable" as the creation of the institutional, financial, regulatory, technological, behavioural and social conditions required for the transport system to evolve toward long-term viability, resilience and equity, i.e. the ability of Gauteng's transport system to remain functional, affordable, governable, environmentally viable and socially just over extended periods.

In Gauteng, "Enabling" requires **seven foundational shifts** which represent the practical expression of the "Institutional" Strategic Ambition. They define the institutional architecture, professional capability, funding logic, data systems and behavioural conditions required for a functional, integrated and future-ready transport system.

a) **Sustainability, social equity and universal access (UA)**

As a first departure point the STP must be premised on a **Sustainability Hierarchy** as a decision-making sequence, not a ranking of modes. The sequencing logic is already established in this IIP (Section E, Seven Foundational Shifts): reduce the need to travel; reduce trip lengths; shift to sustainable modes; improve environmental performance. Before committing to supply-side solutions —such as new infrastructure, additional capacity, or technology upgrades, — the Hierarchy requires the prior question: can the underlying need to travel be reduced or shortened, or can mode shift be achieved? In the Gauteng context this means spatial restructuring and proximity planning (Avoid) and public transport investment and modal shift programmes (Shift) both take precedence over fleet electrification and clean energy transition (Improve) when investment choices must be made under resource constraints. The three primary delivery instruments for this hierarchy in the IIP are: the Sustainable Mobility Strategy, which provides the overarching provincial framework spanning all four pillars; the TDM programme, which operationalises the Avoid

pillar; and the Behaviour Change and Public Awareness Programme, which underpins the Shift pillar:

1. Reduce or remove the need to travel;
2. Reduce trip lengths;
3. Shift to cleaner modes; and
4. Improve environmental performance

All premised upon UA, spatial justice and affordability as key departure points.

b) A unified governance and coordination system

A coherent institutional architecture is required to align national, provincial and municipal actors, clarify mandates and ensure joint decision-making. Key mechanisms include:

- Provincial Transport and Land-Use Integration Committee (PTLUIC);
- Revitalised IPCs; and
- Integrated planning forums across PRASA, SANRAL, GMA, GDRT, GDHS, GDEnv, COGTA, Provincial Treasury and municipalities.

These structures ensure that transport, land-use, housing, environmental management and local governance operate as a single, coordinated system.

c) A capable, professionalised state and professional system

Officials and professional teams must shift to:

- Transversal planning;
- Performance-based delivery;
- Data-driven decision-making;
- Integrated land-use–transport thinking; and
- Climate-aligned planning.

A major reform is replacing the outdated **Transport Impact Assessment (TIA)** approach with a **systems-based, lifecycle-aligned, multi-criteria accessibility assessment framework**.

d) Integrated, sustainable and resilient funding and lifecycle planning

Delivering the STP & IIP requires a shift from short-term, project-by-project budgeting toward long-term, systems-based, lifecycle-aligned investment planning.

- **Lifecycle Assessment (LCA)**
  All interventions must be evaluated using full lifecycle assessment, including:
  - Embodied carbon;
  - Operational emissions;
  - Maintenance and renewal;
  - End-of-life impacts;
  - Climate-risk exposure;
  - Cumulative corridor impacts; and
  - Social equity and UA outcomes.
- **Lifecycle costing (CAPEX + OPEX)**
  Lifecycle costing ensures financial viability over the full lifespan of infrastructure.

- **Green and climate finance**
  Gauteng must leverage:
  - Climate-finance instruments;
  - Green bonds;
  - Just Energy Transition (JET) funding;
  - International climate funds; and
  - PPPs aligned with lifecycle criteria.
- **Integrated budgeting across spheres**
  Funding must be coordinated across transport, housing, environment and municipal budgets.
- **Provincial Transport Fund (PTF)**
  The PTF should consolidate and allocate funding after comprehensive lifecycle assessments and overarching sustainability criteria have been applied.

e) A unified, digital, data-driven transport system

In order to enable evidence-based planning and transparent monitoring, delivery of the STP & IIP requires:

- A single provincial mobility data platform;
- Integrated ticketing and information systems;
- Real-time operations management;
- Standardised data across all operators; and
- Integration of environmental and climate-risk data.

f) System resilience

In order for the transport system to contribute to wider provincial resilience, the following is required:

- climate-proofed infrastructure specifically considering the whole life and through life cost implications of resistant vs resilient infrastructure and systems. Resistance implies operation under most extreme conditions / events whilst resilience requires acceptable temporary suspension of operations. Resistant design typically carries substantially higher capital cost, since it must continue operating under extreme conditions, while resilient design is generally lower-cost, accepting temporary disruption and managing recovery instead;
- diversified mobility options;
- robust maintenance;
- redundancy and contingency planning; and
- climate-risk assessments led by GDEnv.

Within this, lifecycle-aligned resilience assessments should be incorporated into the assessment processes that will replace TIAs. The Climate-Resilient Transport System Programme (Table E-2, project 16) should apply an explicit adaptation framework, developed with national, provincial and local government and affected communities, per the Climate Change Act's adaptation requirements. The Resilience Guideline should distinguish resistant design which is engineered to withstand a severe threshold event, failing suddenly once exceeded from resilient design, which absorbs, adapts and recovers across a range of conditions. Resilience includes managed temporary suspension of function, including closing or restricting access or suspending operations until conditions are safe, as an acceptable and legitimate, lower-cost safety response in its own right, not only physical hardening or rapid repair. Resistant design carries substantially higher capital cost, since it

must keep operating under severe conditions; resilience instead accepts disruption and manages it. Resilience should be the default on cost, adaptive-capacity and safety grounds. Resistance applies only where a threshold is genuinely non-negotiable: a determination itself tested against social, economic and equity considerations, not engineering criteria alone. Speed of restoration should be an explicit, tested criterion for resilience decisions, not only a reporting metric. Recovery sequencing must not reproduce the distance burden and spatial exclusion the IIP is committed to correcting (Chapter B Section 2): prioritise communities most dependent on the service, not the highest-volume corridor.

The Programme's risk assessment should specifically address: stormwater system failure and flash-flood exposure; bridge and culvert structural damage from extreme rainfall; the vulnerability of electrical systems and dependence on renewable-energy backup power at stations and interchanges; landslide, erosion and sinkhole risk in geotechnically sensitive corridors; and the differentiated impact of climate disruption on informal versus formal public transport commuters, given the former's lower resilience to service interruption.
The Programme's annual reporting should include:

- number of climate-related transport service disruptions;
- average recovery time following extreme-weather events; kilometres of transport infrastructure upgraded for flood or heat resilience; and
- number of public transport operators supported through climate-adaptation transition measures.

g) Behaviour change, communication and public buy-in

Behaviour change is required across various key stakeholder groupings including:

- Government officials;
- Professional teams;
- Operators;
- Users; and
- Communities.

In order to achieve this, a long term fully funded transversal programme should be developed and must include:

- Public education and awareness;
- NMT and safety initiatives;
- NEV and clean-mobility campaigns;
- Workplace and school mobility programmes; and
- Incentives for modal shift.

In addition to the preceding political leaders require targeted education and induction on:

- Accessibility-based planning;
- Sustainability hierarchy;
- Lifecycle-aligned investment;
- Climate-risk implications;
- Consequences of inconsistent directives; and
- Improve environmental performance.

Within this UA, spatial justice and affordability are core enabling conditions.

2. STRENTHENING DELIVERY SYSTEMS AND INSTITUTIONAL CAPABILITY STRENTHENING DELIVERY SYSTEMS AND INSTITUTIONAL CAPABILITY

2.1 Institutional Capacity Requirements for Effective Delivery

Effective delivery of the IIP requires not only that projects are completed, but that they produce the outcomes they are designed to achieve, that someone is answerable when they do not, and that the lessons from implementation are systematically fed back into planning and decision-making. The Monitoring & Evaluation (M&E) framework for the IIP is therefore a Monitoring, Evaluation, Accountability and Learning (MEAL) framework rather than a conventional M&E framework.

The four components are functionally distinct and sequentially related. Monitoring is the continuous and operational data collection function. Evaluation is the interpretive function, using monitoring data to assess whether outcomes are being achieved. The Mid-Term Review (Year 3) and End-of-Cycle Review (Year 5) are the IIP's primary evaluation instruments. Accountability is the enforcement function, and in the EASI framework it is explicitly a component of the Enable pillar, not merely an adjunct to reporting. Learning is the adaptive function, it is forward-looking, converting evidence into implementation adjustments.

The IIP distinguishes two dimensions of accountability. **Institutional accountability** refers to whether TAG, GDRT, municipalities and implementing entities are following through on their commitments. It requires pre-assigned responsibility, transparent public reporting through the Annual IIP Progress Report, and consequences for persistent non-performance including escalation to the MEC.

Learning accountability refers to whether honest reporting of both successes and failures is protected and recognised, so that the evidence base for learning is not distorted by self-protective behaviour. The Mid-Term Review must be explicitly a learning instrument rather than a performance review; course correction is recognised as a sign of a functioning system. The separation of the Mid-Term Review from the Annual Progress Report chain is deliberate.

A Legislative, Policy, Guidelines and Master Plans Register must be maintained as a formal annual KPI within the MEAL framework, tracking the status of instruments material to the IIP and triggering a documented review or update of affected aspects of the IIP (and STP) upon enactment, finalisation or material amendment of any tracked instrument. At the time of drafting this included, the Biodiversity Act (before Parliament), the Draft National Rail Master Plan, and the Green Transport Strategy. Further, the NDP is scheduled for a 4th review which will inform any plans extending beyond 2030.

Improving delivery focuses on the organisational, managerial and collaborative practices required to implement the IIP effectively. TAG will coordinate and support the organisational changes required to successfully deliver the IIP, requiring improvements in:

- **Setting the Vision and Championing Change:** Strong leadership, both politically and departmentally, is essential for establishing a clear vision that reflects a sustainable province where public transport is not merely a mode of transport but a way of life for all.
- **Managing Change:** A well-defined division of responsibilities among relevant stakeholders, an enabling regulatory environment and coordinated communication are crucial for success. TAG will also act as an advisory authority to government decision-makers and actively participate in all working committees, including those involving municipalities and

the province, as outlined in the NLTA. Cross-sectoral coordination will address critical issues, such as safety and security.

- **Funding Mechanisms**: Alternative funding sources will be proposed to support transport initiatives. These may include naming rights, Corporate Social Responsibility (CSR) investments, sponsorship of public amenities, parking levies, fuel and carbon taxes and emission-based charges to incentivise sustainable travel choices.
- **Continuous collaboration:** Streamlining co-ordination structures is essential to overcome tensions between entities, spheres of government and government departments. This includes increasing overarching project management capacity, implementing behaviour change programmes and improving communication. Maximising implementation efficiency will involve leveraging technology and data to enhance planning and service delivery, as well as fostering collaboration and knowledge-sharing to create economies of scale.
- **Implementation and Navigating Change**: Successful implementation and navigation of external changes necessitate a concise plan that details actions, responsibilities, timelines and resources. This plan should enable continuous reflection and adjustments to align with strategic objectives. While maintaining flexibility to respond to changing contexts, it is crucial that the plan adheres to regulatory frameworks set by the National Treasury, the AGSA and the Department of Planning, Monitoring and Evaluation (DPME).
- **Engaging Citizens**: Building an engaged citizenry is crucial. The strategy emphasises the importance of public input and participation in shaping transport initiatives. Engaging citizens through workshops, surveys and community events helps to incorporate diverse perspectives and priorities into the planning process and fosters community awareness.
- **Shared Values and Commitment:** All role-players involved in implementing the STP must maintain a strong focus on shared values, cultivating a culture of service excellence that appreciates the importance of inclusive, citizen-focused delivery and promotes shared learning and development.
- **Integrated Implementation Plan:** Given the significant challenges associated with a silo-based approach, a clear plan with specific objectives and targets is essential for executing the STP effectively. The IIP should establish metrics to track progress and ensure accountability.
- **Training and education**: Providing training for planning professionals will enhance awareness of the diverse issues facing different sectors of society. This includes capacitating and upskilling the industry, particularly regarding safety, TDM, EASI, carbon footprints and other relevant topics.
- **Co-ordination among stakeholders, sectors and departments:** Effective implementation across all areas requires strong co-ordination among various partners, including national, municipal and provincial departments. An integrated provincial co-ordination structure will be established to improve inter-agency collaboration, ensuring the leveraging of technology and data to enhance planning and service delivery.
- **Land-use, Engineering Services and Transport Integration:** Establishing a Provincial Transport and Land-use Integration Committee (PTLUIC) involving the municipalities and other relevant role players such as the Gauteng Economic Development Agency (GEDA) to oversee and co-ordinate land use with a view towards transport integration across the GCR. Sub-committees and task teams will be created to support this effort and revive existing structures like the PTIC. The PTLUIC can be established administratively without the need for legislation; however, legislation could strengthen its authority. Province could approach the National Treasury to impose conditions on DORA grants (current PTOG and PTNG Grants or the Municipal Infrastructure Grant) ensuring that recommendations from the PTLUIC are considered or that approval from the PTLUIC is a precondition for accessing these funds.

2.2 TAG's role as Primary Enabler of the STP

TAG is the institutional mechanism through which the Institutional Strategic Ambition is stewarded and implemented. It was created to address the institutional failures that have historically undermined implementation. TAG's enabling role spans six domains:

- Governance integration,
- Sustainable and resilient funding,
- Data and digital integration,
- Capacity-building,
- Behaviour change leadership, and
- Championing sustainability and resilience.

As custodian of the STP and IIP, TAG ensures that all decisions across the transport system reflect accessibility, lifecycle thinking, climate-risk, land-use integration, UA and social equity.

Due to the fact that transport governance in Gauteng is inherently multi-scalar, TAG plays a transversal coordination role across provincial departments, municipalities and public entities. This includes ensuring alignment with national policy frameworks such as the NLTSF and relevant sector legislation.

The **Gauteng Department of Roads and Transport (GDRT)** remains the primary provincial implementing department responsible for:

- Provincial transport policy development;
- Management and maintenance of provincial road infrastructure;
- Administration of subsidised bus contracts (current PTOG);
- Oversight of the Gauteng Provincial Regulatory Entity (GPRE); and
- Coordination of provincial transport budgets and reporting.

TAG works in close partnership with GDRT in ensuring that the above matters are executed in accordance with the guidance of the STP. While GDRT retains executive authority and accountability for departmental functions, TAG provides a transversal coordination role across departments, municipalities and public entities to ensure alignment with the STP and IIP. Clear delineation of responsibilities between TAG and GDRT is critical to avoid duplication and ensure efficient delivery.

TAG will support **municipalities** by:

- Coordinating cross boundary and inter-municipal planning;
- Supporting integration of services and systems;
- Facilitating capacity-building where required;
- Promoting consistency with the STP and IIP;
- Alignment of funding instruments with strategic priorities;
- Facilitation of intergovernmental and inter-entity agreements;
- Leading the implementation of the STP;
- Monitoring progress against the IIP; and
- Advising the MEC on system performance and corrective actions.

Through these functions, TAG consolidates reporting, tracks progress against outcomes and facilitates corrective action where implementation risks arise, ensuring that the STP and IIP are delivered coherently across the province.

2.3 System Capabilities Required for Delivery

Capabilities refer to the institutional, professional, technological and financial competencies required across TAG and partner organisations to deliver the IIP.

To effectively implement the IIP and achieve its desired impact and strategic intent, TAG, along with its stakeholders and partner organisations within the Gauteng Transport and Mobility system, must develop specific capabilities. Understanding the required capabilities, including which organisation or entity is responsible for their development them and by when, is critical, especially as many of these capabilities may currently be limited or lacking and will need to be developed or shaped over time.

The following capabilities are essential for Gauteng's success:

- **Necessary credibility and expertise:** to co-ordinate all planning authorities and functions - able to integrate and influence the thinking and decision making of stakeholders (wider than transport).
- **Assured funding:** Ring-fenced funding for solutions contained within the IIP inclusive of clear provision for both CAPEX and OPEX over time as well as funding specifically dedicated to awareness raising and behaviour change.
- **Capable institutions and professionals** able to see the 'big picture' and make objective planning decisions in the best interests of Gauteng and its people, free from undue influence.
- **Technology and data platform** with automated workflows and which contains a comprehensive database of common information and intelligence, optimised through AI, to deliver best possible planning choices and outcomes.
- **Enabling policy environment** enables difficult, complex decisions to be made quickly, effectively and responsively to accelerate and sustain the evolution of an optimal transport system for Gauteng.

2.4 Roles and Responsibilities

An initial identification of roles and responsibilities is summarised in **Table E-1**.

Table E-1: Roles and Responsibilities for ensuring delivery of the STP & IIP

Function	TAG	GDRT	Municipalities	Stakeholders	National Entities
Strategic transport planning	Coordinate & integrate	Contribute	Contribute	-	Align
STP and IIP development	**Lead**	Support	Support	-	Align
Policy and regulatory enablement	Coordinate	Lead (provincial)	Implement locally	COGTA (governance alignment)	Lead (national)
Infrastructure delivery	None	**Lead (provincial assets)**	**Lead (municipal assets)**		Lead (national assets)

Function	TAG	GDRT	Municipalities	Stakeholders	National Entities
Public transport operations	None	Bus contracts	IPTNs, BRT	Operators	Rail
Operating licence administration	None	**Lead (PRE)**	Planning input	Taxi bodies	None
Funding alignment & prioritisation	Advise & coordinate	Lead budgets	Prepare budgets	Treasury interfaces	Approve grants
Data integration & standards	**Set frameworks**	Implement	Implement	GDeG, CSIR	Implement
Behaviour change & TDM	**Lead coordination**	Policy alignment; funding	Local implementation; NMT & safety programmes	GDHS (TOD), GDEnv (climate), Operators, Civil society	Align
Safety & commuter confidence	Coordinate standards	Support	Local delivery & enforcement	Communities, operators	Align
Monitoring & reporting	**Consolidate system-wide**	Report	Report	Inputs	Inputs
Risk escalation & corrective action	**System-wide escalation**	Local	Local	Local	Local

2.5 Policy, Regulatory and Strategic Enablement Areas

These policy areas define the strategic domains in which TAG must guide, coordinate or influence policy to enable the ambitions of the IIP and thus achieve the STP:

- **Integrated and Sustainable Transport Development:** TAG, in collaboration with GDRT and relevant transport stakeholders, will enhance Gauteng's transport networks to improve public transport and the strategic road network. This initiative aims to ensure seamless connectivity across municipal boundaries, promote regional trade integration and enhance cross-border transport efficiency to boost national competitiveness. The focus will be on integrating multimodal transport options, optimising intermodal co-ordination and improving the planning and management of road freight infrastructure. These efforts will directly support economic productivity while incorporating emission reduction strategies and ensuring climate-resilient infrastructure investments.

- **Integrated Transport, Digital and Spatial Accessibility:** TAG, in partnership with GDRT, GEDA, PRASA, municipalities and digital service providers, will integrate behavioural economics as well as digital, spatial and mobility (triple access) accessibility into transport planning. By collaborating with stakeholders across land-use, transport and economic sectors, TAG will ensure spatial considerations lead planning decisions on access solutions prioritise TODs and growth along key public transport corridors. An Integrated Transport and

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Land Use Incentives Policy will be developed to provide density bonuses, tax breaks and infrastructure subsidies, encouraging densification around public transport nodes. This policy will support increased building heights and mixed-use developments, fostering vibrant, accessible communities with significant social and economic benefits.

- **Development Control and Transport Assessments Policy Reform:** TAG, in collaboration with GDRT and local municipalities, will undertake a comprehensive review of current development control and transport / Traffic Impact Assessment (TIA) policies to align with sustainable transport goals. This reform process will ensure that TIA methodologies move beyond traditional vehicle-centric metrics and instead support integrated, multimodal, and environmentally responsible transport outcomes.to manage demand and encourage the use of alternative transport modes. The initiative will introduce updated assessment criteria that reflect the full lifecycle impacts of transport and land-use decisions, including long-term accessibility, resilience, and sustainability. A systems-based, multi-criteria accessibility framework will guide this shift, enabling TIAs to evaluate how developments contribute to public transport viability, active mobility networks, shared mobility uptake, and reduced private car dependence. Working with GDRT and local municipalities, TAG will also advocate for land use planning entities to initiate zoning and regulatory reforms that promote mixed-use developments, TODs and the 15-minute city principles. This ensures that land-use planning and transport assessment practices evolve together to create more integrated, user-centric and sustainable mobility environments.

- **Collaboration in Integrating Technologies and Data Sharing Standards:** TAG will collaborate with the Gauteng Department of e-Government to standardize approaches and integrate technologies across government entities, following the guidelines set by the GCR ICT Norms and Standards framework. This partnership will establish data sharing protocols aimed at enhancing communication, improving service delivery and fostering a seamless public transport system throughout the province.

- **Prioritising Safety and Security:** TAG in collaboration with safety and security agencies will enhance the security of transport for people and goods. This will ensure that pedestrians, cyclists, vulnerable groups, public transport users and drivers feel safe across all transport modes and facilities, with particular attention to public transport interchanges, first and last-mile connectivity and the urban environment.

- **Universal Access (UA):** TAG, in partnership with GDRT, PRASA, Transnet, municipalities and disability advocacy groups, will develop a UA policy for Gauteng that ensures accessibility is embedded in all mass transport systems. This policy will prioritise inclusive design principles across public transport modes, supported by flexible, demand-responsive services such as Dial-a-Ride. By ensuring that all people, regardless of physical ability, can access safe, convenient and affordable transport, the policy will foster greater equity, enhance social inclusion and improve the quality of life for all residents.

  UA in this IIP is governed by the whole-trip standard: the requirement that any person, including people with disabilities, elderly residents, pregnant women and carers with young children, can complete an entire journey from origin to destination without encountering a barrier that prevents or unreasonably impedes them. This standard is required by the Minimum Requirements for the Preparation of ITPs (GG 40174, 2016), which mandates the travel chain approach, and reinforced by the NLTA Amendment Act 23 of 2023. It is more demanding than element-level compliance and applies to every sectoral section of this IIP: infrastructure integration, NMT planning, service design and the UA policy must all be

assessed against it, not against a checklist of individual features. A UA KPI is proposed for the MEAL framework, defined as the proportion of high-volume public transport facilities and NMT corridors meeting whole-trip accessibility standards, with a Year 1 baseline and annual reporting, thereby converting the UA commitment from an aspiration into a measurable obligation.

- **Facilitating Demand Management and Behavioural Change:** In collaboration with GDRT, municipalities, property developers, large employers and public transport operators, TAG will prioritise environmental sustainability. This approach will embed the sustainable transport hierarchy in decision-making, favouring walking, cycling, micro-mobility, public transport and shared transport options over single-occupancy private car use. Strategies will leverage behavioural science to shift demand rather than relying solely on new infrastructure investments. Necessary policy reforms will align transport planning with environmental sustainability goals and national net-zero commitments. Economic measures and charges will be employed to influence demand and limit private vehicle use.

- **Sustainable and Innovative Funding Models:** TAG will implement a centralised funding approach, collaborating with the MEC and National Treasury to impose conditions on DORA grants (e.g., current PTOG, PTNG, Municipal Infrastructure Grant). PTLUIC approval will be required for accessing funds, ensuring alignment with committee recommendations. TAG will work with government departments, the private sector and civil society to identify diverse revenue streams and establish equitable criteria for fund allocation, accounting for the lifetime costs and impacts of transport solutions, considering who bears the costs as well as the necessary trade-offs.

- **Public Transport Integration:** TAG will collaborate with GDRT, PRASA, GMA, municipalities and public transport operators, including the minibus taxi industry, to support the integration of public transport modes across Gauteng. This includes developing intermodal facilities in line with approved norms and standards and integrated fare systems to create a unified ticketing system, enhancing commuter access and fostering collaboration among transport operators.

- **Public Transport Regulation:** TAG will consult with the PRE, municipalities, PRASA and public transport operators to create a regulatory framework that balances demand and supply in the public transport system, improve service reliability and efficiency. This framework will address the backlog in Operating Licences (OLs), streamline CITP requirements for better decision-making, harmonise fare structures and develop incentives for driver behaviour and operator performance. TAG will establish performance standards for public transport providers, implement regular assessments and incorporate user feedback to enable responsive service adjustments. Enhanced enforcement will be achieved through technology-based verification of Operating Licences.

- **Non-Motorised Transport (NMT):** TAG, in collaboration with GDRT, municipalities and relevant stakeholders, will promote NMT by developing safe and accessible infrastructure for walking and cycling. This initiative will focus on constructing dedicated cycling lanes and pedestrian pathways, complemented by bike-sharing programs and facilities for secure bike parking at public transport hubs. By launching awareness campaigns highlighting the benefits of active transport, TAG aims to foster a culture of walking and cycling in Gauteng, enhancing public health and reducing carbon emissions. The integration of NMT options with public transport will ensure seamless connectivity and promote sustainable mobility across the province.

- **Empowering Stakeholders and Communities:** TAG will establish collaboration and co-ordination structures to create an environment for stakeholder participation. By ensuring diverse outreach channels for various user groups and those affected by transport decisions, TAG will implement a citizen-centred planning approach that addresses the population's diverse needs, facilitating their active involvement in strategic planning and implementation processes. This approach also promotes a shared sense of ownership of transport infrastructure, supported by enhanced law enforcement to protect public assets from vandalism and damage.

- **Transport System Maintenance and Efficiency:** TAG, in collaboration with GDRT, municipalities and other stakeholders, will enhance the efficiency and effectiveness of transport system maintenance. This includes leveraging digital technology for asset management, restoring transport assets to optimal condition and ensuring ongoing maintenance to sustain functionality.

3. IMPLEMENTATION FRAMEWORK AND PHASING

In accordance with the TAG Act, the initial five-year IIP must prioritise:

1. System enabling actions, including:
    - Policy development or amendment;
    - Regulatory alignment;
    - Institutional agreements;
    - Standards, norms and guidance; and
    - Funding and governance mechanisms.
2. Only thereafter, the implementation of:
    - New infrastructure projects;
    - Integrated service reforms; and
    - System-wide operational initiatives.

This deliberate sequencing is essential to:

- Ensure legal defensibility;
- Protect public funds;
- Support sustainable delivery; and
- Enable TAG to mature institutionally while delivering measurable outcomes

3.1 Implementation Phases

The IIP is structured around overlapping and iterative phases, recognising that policy alignment, institutional development and delivery often need to proceed in parallel.

3.1.1 Phase 1: Institutional and Governance Foundation

Timeframe: Years 1–2

Purpose: Establish the basic institutional and coordination arrangements for TAG to function effectively as a provincial coordinating authority.

Key actions

- Clarify roles, interfaces and accountabilities between TAG, GDRT, municipalities and provincial entities, for example, how TAG, GDRT and municipalities interface on operating licences, public transport integration and corridor planning.
- Establish or revitalise statutory and technical coordination structures and forums (such as freight or public transport integration committees) so they actually meet, exchange information and resolve issues.
- Establishing internal TAG systems for tracking progress, risks and intergovernmental commitments.

Key outputs

- Agreed governance and coordination framework.
- Functional intergovernmental coordination forums.
- Clear separation of functions between coordination(TAG), oversight and execution roles (implementing authorities).

This phase enables informed progression to policy alignment and delivery activities.

3.1.2 Phase 2: Policy, Regulatory and Strategic Enablement

Timeframe: Years 1–3 (running in parallel with Phase 1)

Purpose: Progressively align policy, regulatory and funding instruments to support implementation, including the establishment of enabling frameworks for integrated and sustainable transport investment.

Key actions

- Review existing policies, strategies, regulations, and funding instruments for alignment with IIP priorities.
- Identify constraints affecting service integration, licensing, funding, land use alignment, ticketing, data, and technology.
- Engage Provincial and National Treasury on the feasibility, governance, and legal framework for the Urban Transport Fund.
- Initiate alignment of DORA grant conditions to support integrated, province-wide prioritisation.
- Develop interim instruments and provincial guidance to enable early delivery.

Key outputs

- Prioritised policy and regulatory alignment roadmap.
- Defined concept, governance options, and feasibility pathway for the Urban Transport Fund.
- Interim instruments, guidance or agreements enabling pilots and early delivery.
- Clear articulation of residual risks requiring management during implementation.

3.1.3 Phase 3: System Design, Agreements and Pilots

Timeframe: Years 2–4

Purpose: Translate strategic intent into implementable system designs, including funding mechanisms, validate approaches through pilots and formalise delivery arrangements. Test solutions, refine approaches and formalise delivery arrangements before large-scale rollout.

Key actions

- Develop detailed system designs (e.g. service integration models, platform architectures) including integrated funding and allocation frameworks.
- Conclude cooperation agreements, service-level arrangements and data-sharing protocols.
- Align funding instruments and grant conditions with priority initiatives.
- Operationalise pilot funding allocations to support planning, demonstration projects, and inter-municipal initiatives.
- Implement targeted pilot and demonstration projects with defined scope and monitoring, for example.
    - Pilot a small number of mobility hubs in TISH areas to test access, safety and service integration.
    - Test a limited integrated ticketing corridor before province-wide expansion.
    - Use demonstration projects (e.g. car-free events or precinct-level TDM initiatives) to understand behavioural responses.
- Strengthen institutional capacity across TAG and implementing authorities.

Key outputs

- Operational agreements enabling coordinated delivery.
- Tested models and pilots, pilots with measurable outcomes to demonstrate feasibility, benefits and value.
- Refined approaches informed by evidence and user feedback.

3.1.4 Phase 4: Scaled Implementation and Delivery

Timeframe: Years 3–5

Purpose: Scale up interventions that have demonstrated feasibility, value and institutional readiness.

Key actions

- Roll out proven initiatives using agreed governance and coordination arrangements.
- Scale up the Urban Transport Fund as a sustained mechanism to support integrated, multi-modal investment.
- Coordinate multi-authority delivery and sequencing.
- Track performance against agreed KPIs and user outcomes.
- Align funding and procurement with proven delivery models, and align funding, operations and STP objectives.
- Implement targeted communication to support uptake and confidence.

Key outputs

- Integrated services and systems operating at scale.
- Measurable improvement in access, reliability and user experience.
- Reduced fragmentation across the provincial transport system.

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- Stronger public confidence in the Gauteng transport system reform.

3.1.5 Phase 5: Performance Review and Adjustment

Timeframe: Continuous, with formal review points

Purpose: Ensure the transport system remains responsive, lawful and aligned with strategic objectives in a changing context.

Key actions
- Review performance and outcomes at programme and system level.
- Assess the performance and impact of the Urban Transport Fund.
- Identify unintended effects, emerging risks or misalignments.
- Adjust policies, funding criteria, standards or delivery approaches as required.
- Inform the next rolling IIP and longer-term STP updates.

Key outputs
- Evidence-based refinements to implementation and funding approaches.
- Continuous improvement in coordination and delivery capability.
- Increased institutional maturity across the system.

3.2 Measuring Progress and Continuous Improvement

Measuring progress and enabling continuous improvement are core responsibilities of TAG under the IIP. Monitoring will focus on **system performance, user outcomes and risk management**, rather than on project delivery.

In practice, this means TAG will track:
- Whether commuters experience **shorter travel times, safer access and more reliable public transport**, not only whether infrastructure was delivered;
- Whether coordination failures (for example between planning and operating licences) are identified early and addressed before they result in conflict or service disruption; and
- Whether pilot initiatives are producing evidence that justifies expansion, adjustment or discontinuation.

Progress will be monitored through:
- Phased implementation milestones aligned to the IIP timeline;
- A focused set of KPIs supported by shared dashboards (e.g. public transport reliability, access times, safety perceptions);
- Structured review processes at defined decision points; and
- Proactive identification of legal, institutional and funding risks.

Monitoring results will be used to **adjust implementation in real time**. For example, if a pilot mobility hub improves access but does not attract expected public transport usage, TAG will trigger a review of service integration or first-/last-mile conditions rather than simply progressing to rollout. Transparent reporting supports accountability, institutional learning and sustained confidence among implementing authorities.

4. PRIORITY CATALYTIC INTERVENTIONS FOR GAUTENG

Gauteng faces a set of immediate and interrelated transport challenges that undermine safety, economic stability, service reliability and social inclusion.

Addressing these issues requires coordinated, phased and system-wide action rather than isolated projects.

The catalytic interventions identified in the IIP are therefore informed by the broader programme of enabling actions that TAG will undertake over the next five years across infrastructure integration, public transport service integration, governance, data, funding and institutional capability. Developed with direct reference to the enabling work set out in Sections C and D, these interventions build on TAG's five-year infrastructure-integration and public transport services integration programmes, which establish the governance, regulatory, digital and institutional foundations required for delivery.

The catalytic interventions represent the **high-impact, system-wide priorities** where these foundational reforms translate into visible improvements for users, operators and communities. Together, they activate the EASI delivery pathway, addressing the most urgent constraints while shifting Gauteng from fragmented, reactive delivery toward a coherent, resilient and equitable access-driven transport system aligned with provincial priorities.

4.1 Public Transport Regulation and Minibus Taxi Sector Stabilisation

Regulatory uncertainty, operating licence backlogs and ongoing instability and violence in parts of the minibus taxi sector pose immediate risks to commuter safety, service continuity and public confidence. Misalignment between planning, licensing and enforcement exacerbates these risks, making early stabilisation and reform a priority within the five-year IIP period. Municipalities are required to prepare CITPs every five years, yet most lack the resources, time and budget to keep these plans current. As a result, operating licence decisions are frequently made without up-to-date planning inputs, creating uncertainty, fuelling route disputes and contributing directly to taxi violence and instability.

Required interventions

- Alignment of mandatory public transport planning with operating licence processes.
- Resolution of operating licence backlogs, including interim measures where CITPs/ITPs are outdated.
- Rapid resolution of operating licence backlogs, supported by temporary provincial technical teams and streamlined digital workflows.
- Interim provincial support to address municipal planning capacity gaps, ensuring route planning inputs are available even where CITPs/ITPs cannot be updated on time.
- Engagement-based stabilisation and formalisation pilots on priority corridors where planning, licensing and enforcement are jointly coordinated.
- Clear delineation of enforcement, planning and regulatory responsibilities , with defined conflict-resolution and escalation mechanisms.
- Digitisation and overhaul of PRE and municipal planning systems to enable real-time alignment and prevent future backlogs.

TAG will be required to facilitate structured platforms for coordination and dispute resolution, by **ensuring that:**

- The PRE align operating licence processes with approved transport plans, using interim planning inputs where CITPs/ITPs are outdated.
- Municipal route planning feeds directly into regulatory decision-making, supported by provincial technical assistance where capacity is limited.
- Service integration initiatives do not proceed on corridors where unresolved operating licence disputes or regulatory uncertainty could escalate conflict.
- Digitisation of planning and licensing systems is accelerated to clear backlogs and prevent future misalignment.

4.2 Deteriorating Transport Infrastructure and Maintenance Backlogs

Deferred maintenance of road and public transport assets has reached levels that threaten safety, service reliability and the lifecycle value of infrastructure. Continued deferral will escalate costs, increase asset failure and undermine critical mobility functions across the province.

Required interventions

- Reprioritisation of maintenance over new capacity expansion.
- Alignment of provincial and municipal asset management plans and funding cycles.
- Stabilisation of bus fleets and associated roadside infrastructure.
- Targeted protection of road assets from accelerated degradation.

TAG will be required to enforce a maintenance-first approach across the IIP, by ensuring that:

- GDRT and municipalities align capital and operational plans around asset preservation.
- New projects are not advanced where maintenance backlogs compromise network performance.
- Maintenance performance and asset condition trends are tracked consistently across authorities.

Time horizon

- Immediate and ongoing (Years 1–5)

4.3 First- and Last-Mile Safety and Passenger Confidence

Safety concerns in first- and last-mile environments, particularly in townships and informal settlements, continue to suppress public transport uptake and disproportionately affect vulnerable users. Fear of crime and unsafe access routes undermines the desirability of public transport, making it a mode of force, not choice.

Required interventions

- Design-for-safety measures at interchanges, stops and along access routes.
- Improved lighting, visibility and passive surveillance in public transport environments.
- Integrated safety planning with law-enforcement and community safety structures.

TAG will be required to coordinate transport safety as an enabling condition, by ensuring that:

- Safety interventions are embedded in transport projects and service reforms.
- Responsibilities for design, maintenance and enforcement are clearly aligned.
- Safety outcomes are monitored alongside service reliability and usage indicators.

4.4 Freight Impacts on Road Assets and Network Efficiency

Heavy road-based freight traffic associated with movements to and from the ports and the Gauteng hinterland is accelerating the deterioration of provincial and municipal road assets, increasing maintenance costs and undermining network efficiency. At the same time, a significant share of port-related freight remains road-based rather than rail-based. This presents both an infrastructure sustainability risk and an economic efficiency risk.

Required interventions

- Identification and formalisation of strategic freight corridors.
- Modal shift of suitable freight from road to rail.
- Development of intermodal terminals and truck-holding facilities.
- Enforcement of routing, loading and overloading controls to protect road assets.

TAG will be required to coordinate freight planning across authorities, by ensuring that:

- Planning, infrastructure protection and economic objectives are addressed coherently across spheres of government and SOEs.
- Freight strategies align with road asset preservation objectives.
- Road maintenance prioritisation reflects freight-related impacts.
- Modal-shift initiatives are programmed and progress monitored alongside enabling infrastructure.
- Existing freight coordination structures (such as the provincial Freight Forum) are revitalised or re-purposed to support continuous intergovernmental coordination and monitoring

Time horizon

- Medium- to long-term reform (Years 3–5+)

4.5 Transit-Oriented Nodes and/or Provincial Public Transport Corridors Pilot projects

Spatial fragmentation, low-density development patterns, and weak alignment between transport investment, land-use planning, and bulk infrastructure provision continue to undermine the effectiveness of public transport in Gauteng. The STP identifies the need to restructure the urban form by concentrating growth along high-order public transport corridors and at key nodes, enabling more efficient, accessible, and sustainable movement of people and goods.

TOD nodes and provincial public transport corridors are positioned as catalytic interventions to support this restructuring. These interventions integrate transport, land use, and bulk infrastructure to enable higher-density, mixed-use development in accessible locations, while improving ridership, reducing travel distances, and unlocking economic opportunities.

Required interventions

- Identification and prioritisation of a limited number of TOD nodes and provincial corridors of strategic significance, aligned with the SPTN and Gauteng SDF spatial restructuring objectives.
- Piloting the rehabilitation of selected corridors, including targeted upgrades to bulk infrastructure to support higher densities and mixed-use development.
- Diagnosis of key implementation barriers, including zoning constraints, bulk infrastructure capacity, institutional fragmentation, and funding gaps.

- Development of integrated TOD implementation frameworks, combining transport investment, land-use planning, bulk infrastructure sequencing, and public realm improvements.
- Promotion of densification through updated planning controls, including increased permissible building heights, mixed-use zoning, and targeted developer incentives along priority corridors and nodes.
- Alignment of provincial and municipal funding instruments, including DORA grants and capital budgets, to support prioritised nodes and corridors.

TAG will be required to coordinate system-wide planning and implementation by ensuring that transport investment, land-use planning, and bulk infrastructure provision are aligned and sequenced across spheres of government.

Intergovernmental agreements, including MoUs and MoAs, are established and refined to clarify roles, responsibilities, and funding flows between municipalities, GDRT, Human Settlements, utilities, and private sector partners.

Pilot corridors and nodes are implemented as demonstration projects to test infrastructure capacity, institutional arrangements, working relationships, and funding mechanisms. Lessons from pilot implementation are used to adjust agreements, refine delivery models, and inform the rollout of additional TOD nodes and corridors across the province.

Time horizon
Short to medium term (Years 1–4), with pilot implementation in Years 2–3 and progressive scale-up thereafter.

4.6 Inequitable Access in Townships and Informal Settlements

Long travel distances, fragmented settlement patterns, unsafe walking environments and limited integration between transport services and human settlements continue to undermine economic participation and deepen inequality in townships and informal settlements. These challenges are exacerbated by misalignment between transport planning, municipal land-use decisions, housing delivery programmes and uneven institutional capacity across municipalities, resulting in access constraints that persist despite significant investment in transport infrastructure.

Mobility hubs are positioned as the primary access intervention in these areas. They are treated not only as transport interchange points, but as **multi-functional community assets** that integrate transport services, first- and last-mile access, public realm improvements, social facilities and local economic activity.

Required interventions
- Alignment of transport planning with settlement-upgrading, housing delivery and social infrastructure programmes.
- Development of a provincial mobility-hub framework, including typologies, design principles and performance indicators appropriate to township and informal settlement contexts.
- Prioritisation of mobility hubs, interchange upgrades and transit-oriented development in underserved areas with high cross-boundary travel demand.
- Improved first- and last-mile connectivity, including safe, continuous walking and cycling access to public transport services.

- Pragmatic application of 15-minute access principles, recognising existing land-use patterns, informality and implementation constraints.

TAG will be required to coordinate cross-sector access planning, by ensuring that:

- Land-use and settlement-upgrading initiatives are undertaken in consultation with transport authorities to align transport services, bulk infrastructure and spatial development.
- Access improvements delivered through mobility hubs and first-/last-mile interventions are treated as core system elements, rather than ancillary projects.
- Pilot initiatives in townships and informal settlements are evaluated and used to inform scalable, province-wide approaches.
- Existing intergovernmental and inter-modal planning structures are utilised and, where necessary, revitalised to support continuous coordination across transport, land-use and housing functions.

Time horizon
Medium term (Years 2–5)

4.7 Digitisation and Digitalisation of Transport Data and Systems

Gauteng's transport system continues to be constrained by fragmented data systems, limited interoperability, weak digital infrastructure and insufficient collaboration across institutions. These challenges undermine integrated planning, real-time operations, safety, reliability and the overall user experience. The STP identifies data and technology as foundational enablers of system integration and performance monitoring. Without a shared data environment and common standards, coordination across modes, municipalities and entities remains reactive and inefficient.

The digitisation and digitalisation of transport systems are therefore positioned as a core enabling intervention. This includes the consolidation of geospatial, operational, and user data into a coordinated provincial data ecosystem, supported by robust communications infrastructure, cybersecurity, and real-time system management. The objective is to enable data-driven planning, integrated operations, and seamless user experiences across all modes of transport.

Required interventions

- Establishment of a provincial transport data governance and interoperability framework, including standards for data sharing, access, privacy, and security.
- Development of a centralised transport data hub, integrating multi-modal data, geospatial information (including land use, infrastructure, and utilities), and operational systems.
- Digitisation of public transport operations across modes, including GPS tracking, real-time service data, and integration of minibus taxi, bus, rail, and school transport systems.
- Rollout of integrated ticketing and fare systems, supported by a unified digital platform and user interfaces with real-time traveller information.
- Establishment or expansion of Smart Mobility Centre capabilities, including real-time monitoring, traffic and incident management, and integration with arterial and freeway systems.
- Implementation of robust communications infrastructure, disaster recovery systems, and cybersecurity measures, including the potential establishment of a Cybersecurity Operations Centre.

TAG will be required to coordinate system-wide digital integration by ensuring that:

- Common data standards and interoperability protocols are defined and consistently applied.
- Transport, land-use and infrastructure data systems are integrated into a unified provincial platform.
- Digital systems support real-time operations and long-term optimisation.
- User-facing systems enable seamless multimodal travel.
- Cybersecurity and digital resilience requirements are embedded across all systems.
- Pilot projects guide phased, province-wide rollout.
- Open data practices support transparency and innovation.
- Environmental and emissions data is incorporated to support sustainability.

Time horizon
Short to medium term (Years 1–5+), with foundational elements initiated immediately and expanded over time.

4.8 Travel Demand Management (TDM) and Behaviour Change

High levels of private car dependency, traffic congestion, parking pressure and transport-related emissions continue to undermine the efficiency, sustainability and affordability of Gauteng's transport system. Progress on demand management and behaviour change has been slow, largely due to fragmented implementation, limited institutional capacity, insufficient coordination across spheres of government and inconsistent resourcing.

Demand management initiatives must therefore be positioned as system-level enablers of integrated public transport, active mobility and efficient network operation, rather than as isolated or discretionary programmes.

TDM is the primary operational expression of the Avoid pillar: before committing to supply-side investment, such as new infrastructure, additional road capacity, fleet expansion, the question must first be asked whether the underlying need to travel can be reduced or trip lengths shortened. The Provincial TDM Framework (Table E2 project 9) is the delivery instrument for this pillar, not only a standalone demand management programme, and should be developed with the coordination structures and dedicated funding the STP identifies as the primary provincial gap since 2013.

Demand management instruments such as parking levies, congestion charges, Low Emission Zones, are not socially neutral. The provincial TDM Framework must therefore include an equity sequencing principle: push measures are introduced in a corridor only where a viable public transport alternative is available and affordable for the lowest two income quintiles. Pull measures precede and accompany push measures, not follow them, and this safeguard should be a review criterion in the MEAL framework.

Required interventions
- Development of a coherent provincial approach to TDM aligned with broader transport, environmental and economic objectives.
- Structured coordination of demand-side measures across walking, cycling, public transport, parking, traffic management and travel planning.
- Phased roll-out of pilot and demonstration projects to test, refine and scale effective TDM interventions.

- Integration of TDM measures into infrastructure investment programmes to lock in network benefits.
- Establishment of mechanisms for continuous engagement with employers, precinct managers and communities.

TAG will be required to provide transversal coordination and system enablement, by ensuring that:

- A provincial TDM framework and strategy are developed to align actions across provincial and municipal authorities.
- Existing intergovernmental and stakeholder coordination platforms are used or strengthened to support consistent TDM implementation.
- Pilot and demonstration projects are sequenced, monitored and evaluated to inform scalable approaches.
- TDM initiatives are embedded in planning, funding and project appraisal processes rather than treated as stand-alone initiatives.
- Knowledge, tools and best-practice guidance are consolidated and shared across authorities to reduce duplication and improve capacity.

Time horizon

- Enablement and pilots: Years 1–2
- Delivery and integration: Years 3–4
- Consolidation and readiness for next IIP: Year 5

4.9 Provincial Safe Mobility Programme to address safety and security

Gauteng requires a coordinated, system wide approach to protect all commuters across all modes. This includes public transport passengers, pedestrians, cyclists, freight and logistics workers, and private vehicle users. Safety and security concerns span crime and harassment in public transport facilities, unsafe operating practices, inadequate pedestrian and cycling infrastructure, thermal stress in waiting environments, ageing assets, and increasing freight and heavy vehicle pressures on strategic corridors. These risks undermine confidence in the transport system and disproportionately affect those with the fewest alternatives.

Adopting **Vision Zero** as the longer term target , the Provincial Safe Mobility Programme (**Table E-2**, project 15) aims to reduce fatalities by 50 percent by 2030 (the target set nationally under the National Road Safety Strategy 2016–2030 and internationally under the UN Decade of Action for Road Safety 2021–2030), improve security across the transport system and deliver a **Safe System** based provincial strategy within the first 18 months. The Safe System approach accepts human error as inevitable and designs the transport environment to prevent death or serious injury. It is structured around five pillars: safe roads and roadsides, safe speeds, safe vehicles, safe road users, and post-crash response. In Gauteng, it is proposed that this approach should apply across all modes and environments, including public transport, walking, cycling, freight interfaces, stations, ranks, interchanges and waiting areas.

The Programme depends on collaboration between GDRT, Gauteng Traffic Police, South African Police Service (SAPS), Road Traffic Management Corporation (RTMC), PRASA, municipal traffic services, freight and logistics stakeholders as well as emergency and incident response entities. A provincial coordination and information management function, aligned with SANRAL RIMS[1], is

[1] https://www.nra.co.za/sanral-pages/view/coordinated-responses-save-lives-on-sa-roads-daily-sanral-stop-over

required to ensure that all authorities work from the same data, priorities and performance expectations.

TAG's role is to establish and maintain the provincial governance, data, prioritisation and performance systems that enable consistent, evidence-based safety and security delivery across the transport system. TAG will enable GDRT, municipalities and operators to implement Safe System interventions in a coordinated and measurable way.

Required interventions

- Develop and implement a Safe System-based provincial strategy with coordinated action across all relevant stakeholders, covering all modes and environments, including public transport, walking, cycling, freight corridors, stations, ranks, interchanges and waiting areas.
- Prioritise pedestrians and minibus taxi passengers in planning and investment, shifting focus from private vehicles to safer public transport and non-motorised movement.
- Develop a provincial safety and security information management system aligned with RIMS, integrating crash, crime, harassment, exposure, enforcement, freight, health, emergency response and operational data into a single platform with common standards for collection, quality, access and use.
- Develop provincial norms, standards and toolkits for Safe System design across all modes, including safer corridors, safer speeds, safer public transport environments, safer freight interfaces, safer active mobility routes and coordinated emergency and incident response.
- Establish minimum thermal safety standards for public transport waiting environments and active travel corridors, including shade, water access and passive cooling measures at high volume taxi ranks, bus stops and intermodal facilities.
- Integrate safety and security requirements into provincial planning, funding, appraisal and MEAL processes so that safety becomes a core system outcome across all transport programmes.
- Strengthen digital safety tools, including real time monitoring, integrated dashboards, passenger reporting platforms and operator compliance systems.
- Provide technical assistance, capacity building and knowledge sharing to municipalities, operators and provincial departments to support consistent application of Safe System principles.

TAG will be required to provide transversal coordination and system enablement, by ensuring that:

- Provincial safety and security standards are developed, maintained and applied consistently across all authorities and modes.
- Multi agency coordination platforms are strengthened to align the actions of GDRT, Gauteng Traffic Police, SAPS, RTMC, PRASA, municipal traffic services, freight stakeholders and emergency and incident response entities across prioritised corridors, interchanges and access routes.
- Safety, security, crime, enforcement, freight and emergency response data systems are integrated into the provincial mobility data ecosystem, with standardised definitions, reporting templates and quality assurance processes consistent with national RIMS.
- Safe System principles are embedded in related programmes, including TDM, NMT, public transport improvement, land use planning, freight management and digital integration.
- Public transport contracts include KPIs for safety, security, reliability, customer satisfaction and compliance, supported by digital systems for real time performance monitoring and data driven decision making.

- Monitoring, evaluation, accountability and learning processes are institutionalised, with transparent reporting to provincial leadership on progress toward the 50 percent fatality reduction target and improvements in commuter security.

Time horizon

- Immediate start for enabling actions, including governance, data integration, coordination platforms and standards development.
- Safe System strategy completed within the first 18 months.
- Full programme rollout and system wide implementation in Years 2 to 5.

5. PROJECTS

TAG's role as the institutional mechanism for implementing the IIP is central to its success. The following enabling actions are recommended to address the institutional fragmentation that have historically undermined implementation.

Table E-2: Projects to be undertaken by TAG over the next 5-year period to enable delivery of the IIP

Project Topic	Description	Considerations
1. Establish Unified Governance & Coordination System (Year 1)	Set up PTLUIC, revitalise IPCs, formalise TAG–GDRT roles, establish integrated planning forums.	Requires political commitment; must avoid duplication; foundational for all other reforms.
2. Develop Provincial Data Governance & Interoperability Framework (Year 1)	Create common data standards, sharing protocols, privacy and security requirements.	Must align with GCR ICT Norms & Standards; prerequisite for digital integration.
3. Professionalisation & Capacity-Building Programme (Year 1–2)	Train planners, engineers and project managers in sustainable development literacy, including the EASI Sustainability Hierarchy as a decision-making framework, alongside accessibility, lifecycle costing, climate risk and TDM. TAG to develop an internal capacitation plan addressing the continuity risk identified in the STP: the province cannot rely solely on external training partnerships to maintain planning capability across IIP cycles.	Addresses skills erosion and planning culture shift (STP); requires external partnerships with universities and professional bodies alongside a TAG internal capacitation plan with continuity provisions across staff turnover.
4. Reform Development Control & Replace TIAs with Accessibility Framework (Year 1–2)	Shift from vehicle-centric TIAs to lifecycle-aligned, multi-criteria accessibility assessments.	Requires municipal alignment; zoning reform; transitional period needed.
5. Establish the Provincial Transport Fund (PTF) (Year 1–3)	Consolidate funding streams; apply lifecycle costing; align DORA conditions with PTLUIC recommendations.	Requires National Treasury engagement; governance and transparency critical.
6. Operational Plans for Asset Preservation (Year 1–3)	Develop provincial and municipal operational plans for maintenance, renewal, lifecycle management and asset preservation.	Essential for protecting public funds; must align with PTF lifecycle criteria.

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Project Topic	Description	Considerations
7. Build the Provincial Transport Data Hub (Year 1–3)	Integrate multimodal operational data, geospatial datasets and infrastructure systems.	Requires strong technical capability; cybersecurity essential; phased integration.
8. Behaviour Change & Public Awareness Programme (Year 1–5)	Long-term programme covering road safety, NMT, clean mobility, NEVs, workplace/school mobility and public education.	Needs cross-departmental support; must be continuous, not campaign-based.
9. Provincial TDM Framework & Strategy (Year 1–3)	Develop a province-wide TDM framework to align actions across provincial and municipal authorities.	Requires alignment with land-use, parking and employer programmes; supports modal shift.
10. Provincial Mobility-Hubs Framework (Year 2–4)	Develop typologies, design principles and performance indicators for mobility hubs, including township and informal settlement contexts.	Supports TOD, multimodal integration and corridor pilots.
11. TOD Pilot Programme (Year 2–4)	Implement TOD and mobility-hub pilots to test access, safety, land-use integration and service coordination.	Requires GDHS, GEDA and municipal alignment; informs scaling.
12. Integrated Ticketing & Traveller Information System (Year 2–4)	Unified digital platform for fares, payments, journey planning and real-time updates.	Depends on data hub and operator integration; user-centric design essential.
13. Strengthen the Smart Mobility Centre – formerly known as the Transport Management Centre – Capabilities (Year 2–4)	Expand real-time monitoring, incident management and multimodal operations.	Requires integration with municipal systems; technology upgrades.
14. Align Public Transport Planning with Operating Licence Processes (Years 1–2 and ongoing reform)	Implement interim mechanisms to align CITPs/ITPs with operating licence decisions; clear backlogs; digitise PRE workflows; provide provincial support to municipalities.	Misalignment fuels taxi conflict; urgent stabilisation required; interim planning inputs essential.
15. Provincial Safe Mobility Programme (Safety & Security) (Year 2–5)	Multi-agency programme to give effect to Vision Zero and reduce fatalities and severe injuries by 50% by 2030 (UN Decade of Action for Road Safety 2021–2030), protect vulnerable users and improve security across the system delivering and implementing a Safe System approach-based strategy within the first 18 months.	Requires SANRAL, NDoT, SAPS, RTMC, PRASA and municipal commitment and collaboration.
16. Climate-Resilient Transport System Programme (Year 2–5)	Phase 1: Risk Assessment (Year 1, brought forward from Year 2): Conduct a province-wide transport climate risk assessment led by GDEnv in collaboration with TAG, identifying transport assets, corridors and user environments with highest exposure to flood, extreme heat, high wind and compound weather events. Establishes the baseline for all resilience investment prioritisation. Phase 2: Resilience Guideline (Years 1–2): Develop the Transport Infrastructure	Requires GDEnv leadership in collaboration with TAG; aligns with provincial climate strategies. See Enabling Actions – System Resilience for the Programme's adaptation framework, resilience guideline, risk categories and reporting requirements.

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Project Topic	Description	Considerations
	Resilience Guideline for Gauteng, incorporating minimum design standards for climate-resilient infrastructure across road, rail, NMT and interchange typologies; heat scenario testing protocols; compound event response procedures; and lifecycle asset management integration criteria, consistent with the obligations of the Climate Change Act. Phase 3: Implementation (Years 2–5): Climate-proof priority infrastructure identified in the Phase 1 assessment, integrating climate risk data into all new project appraisals. Report annually on resilience investment progress and climate-related network disruption incidents.	
17. Integrated Transport–Land Use Incentives & TOD Programme (Year 3–5)	Develop incentives for densification, mixed-use development and TOD around public transport corridors.	Requires GDHS, GEDA and municipal alignment; zoning reform; financial incentives.
18. Implementation Management & Performance Monitoring System (Year 1–5)	Establish province-wide monitoring, reporting and escalation system for STP & IIP delivery.	Must be transparent; requires shared metrics; TAG consolidates reporting.

F. TRANSPORT INFRASTRUCTURE INVESTMENT PROGRAMME (TIIP)

1. INTRODUCTION AND BACKGROUND

The Transport Infrastructure Investment Programme (TIIP) is a central component of the TAG's IIP, mandated under the TAG Act. It provides a coordinated, prioritised and strategically aligned roadmap for infrastructure development over a five-year horizon, supporting TAG's mandate to deliver a cohesive, accessible, efficient and sustainable transport system for the GCR.

Gauteng's transport environment is characterised by rapid urbanisation, rising motorisation, congestion, spatial mismatches between housing and economic nodes, and the decline of key transport assets, particularly the passenger rail network. While multiple transport modes operate in parallel, they remain insufficiently integrated, resulting in fragmented transport planning and limited user convenience. The TIIP seeks to consolidate infrastructure investment across all entities into a unified, lifecycle-based plan that enhances mobility, supports economic development and advances environmental sustainability.

2. OBJECTIVES OF THE TRANSPORT INFRASTRUCTURE INVESTMENT PROGRAMME

The primary objective of the TIIP is to define a prioritised pipeline of transport projects over five years that directly support TAG's strategic goals. This means investing in projects that **integrate modes, improve access, promote sustainability, and ensure value for money.** The programme should use **a life-cycle approach**, ensuring that construction, operation, maintenance and eventual renewal of assets are all planned and funded. Key aims include upgrading infrastructure for public transport (bus, rail, NMT), expanding station and hub capacity, road network and system improvements and incorporating modern technology for passenger information and ticketing.

3. CHALLENGES IN GAUTENG TRANSPORT

Gauteng faces a set of interlinked transport challenges to which the TIIP responds:

- Infrastructure fragmentation: Multiple agencies (municipalities, GDRT, PRASA, SANRAL, etc) operate largely independently, resulting in disjointed investment patterns.
- Deterioration and maintenance backlogs: Roads, stations, bridges and interchanges across the province show significant deterioration and deferred maintenance.
- Declining public transport reliability: PRASA's decline has led to millions of lost rail trips, increasing pressure on road-based modes and congestion
- Congestion: Gauteng is among the most congested regions globally, with significant time lost to delays.
- Funding pressures: Weak economic growth, competing social demands and restructuring of traditional grant funding require more efficient and innovative financing approaches.
- Inadequate NMT provision: Sidewalks, cycle lanes and UA facilities remain inconsistent or insufficient.

4. INSTITUTIONAL ARRANGEMENTS

Effective delivery of the TIIP requires strong institutional coordination. TAG ultimately aims to serve as the central coordinating authority, responsible for harmonising investment planning among:

- GDRT;
- Municipal transport planning authorities (Johannesburg, Tshwane, Ekurhuleni);
- PRASA;
- GMA;
- SANRAL;
- ACSA; and
- NDoT.

TAG should convene multi-stakeholder forums and technical working groups covering roads, rail, road based public transport modes, NMT and digital mobility. Planning alignment could be ensured between IDPs developed by municipalities in terms of the NLTA and master planning done by other transport authorities.

4.1 Allocation of Functions

The allocation of functions to the three spheres of government is governed by the Constitution, especially Schedules 4 and 5 and related sections, and section 11 of the NLTA. It is elaborated in the Policy and Legislation Review.

The national sphere of government is responsible among others for:

- Formulating national policy and strategy;
- National strategic transport planning and co-ordination;
- Preparing the NLTSF;
- Rail and freight transport;
- Co-ordination between the provinces;
- Assigning functions to other spheres of government;
- Capacitating and monitoring provinces and municipalities; and
- Co-ordinating transport between South Africa and other countries.

It is also responsible for the functions listed in Schedule 4 to the Constitution concurrently with the provinces, which include public transport, road traffic regulation and vehicle licensing.

The Province is responsible among others for:

- Formulating provincial policy and strategy within the national framework;
- Planning, co-ordination and facilitation of land transport functions in the Province;
- Preparing the PLTF; and
- Co-ordination between and capacitation of municipalities.

It is also responsible for the functions listed in Schedule 4 to the Constitution concurrently with the national sphere (public transport, the environment, road traffic regulation and vehicle licensing). It is exclusively responsible for the functions listed in Schedule 5, which include provincial roads and traffic as well as provincial planning.

Municipalities are responsible for the functions listed in Part B of Schedules 4 and 5 which include:

- Municipal public transport;
- Municipal planning;
- Municipal airports;
- Billboards and the display of advertisements in public places; and
- Traffic and parking.

The Constitution provides that municipalities are autonomous and that the national or provincial government may not compromise or impede their ability to exercise their functions.

The national and provincial governments must support and strengthen the capacity of municipalities by legislative and other measures.

5. ASSET MANAGEMENT AND MAINTENANCE

An investment programme must take a life-cycle approach to infrastructure. This means budgeting not only for new construction but also for ongoing operations, routine maintenance, rehabilitation, and eventual replacement of assets. A systematic asset-management strategy should be documented: it should catalogue infrastructure (roads, stations, terminals, ITS equipment, call centres, etc.) and plan interventions based on remaining service life and condition. For example, by synchronizing GIS road maps with the financial asset registry, planners can target segments needing attention or rehabilitation. Key components include:

- **Life-Cycle Costing:** Estimate costs over 10–20 years for each asset class (roads, stations, vehicles) to ensure that maintenance is funded in future budgets.
- **Rehabilitation planning:** Use condition data to schedule major overhauls. A standardised methodology (like TRH26) helps identify which road sections require resurfacing or widening.
- **Routine upkeep:** Allocate budgets for regular tasks (pothole repairs, signal maintenance, escalator/elevator servicing at stations, etc.) to preserve asset life.
- **Non-motorised facility care:** Maintain sidewalks, bike lanes, crossings and related infrastructure so that they remain usable and safe.
- **Monitoring asset health:** Implement an asset-management information system to track asset conditions and spending, with targets for uptime (e.g., station facilities available 95% of the time).

In the current environment, asset maintenance is the responsibility of the asset owner. NDoT provides grant funding to road network owners who are supposed to develop Pavement (Assets) Management Systems. These requirements are well documented in various policy documents but specifically the Road Infrastructure Strategic Framework for South Africa (RISFSA).

6. INFRASTRUCTURE PROJECTS/PROGRAMME

As indicated in Section A above, a comprehensive stakeholder engagement process was undertaken to gather information on transport needs; projects currently being implemented; planned projects with secured funding; unfunded projects; and other “wish-list” or desirable initiatives. Stakeholders were asked to submit transport-related information using a structured

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spreadsheet template covering infrastructure projects, public transport operations, planning studies, facility inventories, and funding status. This consistent and standardised data-collection approach supported the development of a consolidated provincial transport baseline and enabled the identification of integration gaps and priority interventions. Unfortunately, the response rate was very low, with only a small number of stakeholders submitting written inputs. A summary of these submissions is presented in this section.

In the absence of comprehensive information from the responsible authorities, the project team relied on data obtained through various existing studies to identify the needs that should be addressed through project implementation. This was further supplemented by the professional judgement of the project team, drawing on extensive experience gained through delivering transport projects in the area.

6.1 Data Received

A comprehensive set of data was received from the CoJ, CoT and the GDRT, with additional useful inputs from the NDoT, ACSA, Transnet TRIM and PRASA. Limited information was obtained from Midvaal LM, Mogale City LM, and the GMA. Valuable insights regarding transport needs were provided by the Gauteng Metered Taxi Council, SABOA, GGLTO, the e-hailing representative body in Gauteng, as well as the Mamelodi Transport Commuters Forum. Gauteng Treasury also supplied helpful budgeting and funding information.

It was noted, however, that much of the information received was constrained to the three-year MTEF estimates, even in cases where needs or budgets extended beyond a single year. GDRT did provide some estimates over a five-year horizon.

Given the limited and incomplete nature of the available information, it was decided to cluster the received information as suited to the specific sections within the IIP.

6.2 Transport Needs

The budgeting needs for transport infrastructure and services are indicated in the tables to follow:

- **Table F-1: Integrated Planning / Land Use**
- **Table F-2: Sustainability**
- **Table F-3: Travel Demand Management (TDM)**
- **Table F-4: Non-Motorised Transport (NMT)**
- **Table F-5: Digitalisation Framework projects**
- **Table F-6: Public passenger transport service procurement related projects for TAG**
- **Table F-7: Promote integration of public transport infrastructure**
- **Table F-8: Public Transport 5-year Infrastructure Implementation Plan Projects**
- **Table F-9: Action plans for Freight Logistics**
- **Table F-10: Transnet TRIM Infrastructure Projects**
- **Table F-11: Existing Infrastructure Maintenance**
- **Table F-12: Airports**
- **Table F-13: Summary of All Projects**

Table F-1 provides a list of policy and planning projects to guide Land Use Transport Integration (LUTI).

Table F-1: Integrated Planning / Land Use

		R x 1 000 000					
No	**Project Description**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Cost in Rands [First 5 years]**
1	Densification and Infill Development: Promote densification in existing urban areas and along key transport corridors. This strategy will reduce pressure on infrastructure (engineering and transport), improve service delivery efficiency, and create vibrant urban environments. Project to identify corridor densification	1	1	1	1	1	**5**
2	Governance and Institutional Support: Implement regulatory changes through the creation of provincial and local multi-sectoral planning/development forums to support densification and mixed-use development in priority areas and absolute integration. In turn will support coordinated planning efforts, enhancing the capacity of municipal planning departments, and ensuring that policies are aligned across different levels of government.	0.5	0.5	0.5	0.5	0.5	**2.5**
3	Transit-Oriented Development (TOD): Focus on developing high-density, mixed-use areas around major transport nodes to encourage the use of public transport and reduce reliance on private cars. TOD around existing and reinstated passenger rail is essential. TOD will support economic development and enhance the quality of urban life. Planning of TOD precincts	1	1.5	1.5	1.5	1.5	**7**
4	Engineering Infrastructure Investment: Prioritize investments in bulk engineering infrastructure such as water, sanitation and electricity in strategic growth areas to support future development. This will ensure that engineering infrastructure capacity is aligned with projected growth patterns. Planning to ID infrastructure Upgrades	2	2	2	2	2	**10**
5	Sustainable Development: Encourage the use of sustainable urban design and green building technologies to reduce environmental impact. This includes prioritising NMT (e.g. cycling, walking), UA and Public Transport and enhancing green spaces within urban areas. Plan and implement precincts	1	1.5	2	3	3	**10.5**
6	Capacity and Skills Audit: Gauteng municipalities often lack the capacity needed for efficient spatial planning, leading to delays in development approvals. A provincial audit is proposed to assess needs and promote collaboration. Improving capacity is essential for handling increased development pressures, ensuring effective planning, and supporting sustainable growth, especially as economic demand rises.		0.5	0.5	0.5	0.5	**2**
7	Incentivise Development: Offer financial incentives such as tax breaks, grants, and subsidies to encourage sustainable development projects that align with the integrated planning framework. These incentives can help reduce the cost burden for developers and promote investments in green infrastructure and mixed-use developments. Development of policy		2				**2**
8	Standardized E-submission system for land use applications across all municipalities: This system will facilitate better data management, improve transparency, and enable more efficient decision-making processes. Additionally, the plan calls for the development of a comprehensive GIS that integrates transport, land use, and socio-economic data to support more effective spatial planning and infrastructure development. By leveraging real-time data and analytics, the ITMP25 aims to optimize transport network operations, enhance public transport scheduling, and provide accurate information to commuters.	1	3	3	2	2	**11**
		6.5	**12**	**10.5**	**10.5**	**10.5**	**50**

Table F-2 projects give operational and financial expression to the Environment Theme objectives in Section B and the Sustainability Hierarchy established in Section E. They are structured to reflect the hierarchy: items 1, 4 and 5 establish the policy and appraisal frameworks that enable the whole programme (Enable); item 3 supports demand reduction through TDM (Avoid); items 2 and 8 promote behaviour change and modal shift (Shift); and items 6 and 9 address fleet transition and emission target-setting (Improve). Items 7 and 10 are enabling financial and resilience measures across all pillars. These projects should be read alongside the Sustainable Mobility Strategy (Section D, project 11 – also listed in **Table F-6**, project 11), which provides the overarching strategic framework within which **Table F-2** investments sit. The Sustainability Hierarchy is the primary investment prioritisation filter across all items in this table: Avoid and Shift items take precedence over Improve items where resource constraints require choices to be made.

Table F-2: Sustainability

		R x 1 000 000					
No	**Project Description**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Cost in Rands [First 5 years]**
1	Moratorium on road expansion for vehicle travel be declared in order to develop the overarching approach whereby projects are considered on the basis of their 'through life' social, environmental and economic benefits and costs; Policy Development. TAG should develop a structured decision-gate framework, in consultation with TAG leadership and relevant stakeholders, to determine whether a road capacity expansion should proceed. At minimum, the framework should test: access to opportunity, not only vehicle movement; Safe System compliance across all five pillars; consistency with the applicable Sectoral Emissions Target; consistency with adopted planning frameworks; prioritisation against public transport and rail alternatives serving the same corridor; effect on underserved and captive communities (Chapter B Section 2); and whether road capacity is genuinely the remaining necessary option. These are illustrative starting points for the framework's development, not final or exhaustive criteria.		1.5				**1.5**
2	A comprehensive cross-disciplinary education and awareness-raising programme for all politicians, planning professionals / officials / departments involved in the provision of accessibility in all its forms be developed, funded and implemented. This is to specifically include any department which impacts on / affects NMT infrastructure and its effective useability;	1	1	1			**3**
3	A comprehensive Travel Demand Management (TDM) approach be developed and implemented with urgency;		1	1			**2**
4	Transport Climate Action Mainstreaming Programme: Review the project appraisal process to consider strategic social, environmental and economic aspects including the contribution to emissions reduction targets. Traffic Impact Assessment (TIA) requirements to be reviewed so the overall impact of a development or project is considered, with mitigation mechanisms forming part of project costing and decision processes. NMT, UA and Public Transport must be the departure point for any development or transport system upgrade. This function is extended into a standing Programme that consolidates and coordinates climate-related content across the IIP — the governing-frame commitment (Chapter B Section 2), the GHG/NDC-aligned target (Table B-6), the LCAM climate adjustment factor (Chapter C Section 7.4), the Climate-Resilient Transport System Programme (Table E-2, project 16), the just-transition requirement on fleet propulsion transition (Table F-6, project 11), the moratorium decision gates (this table, Item 1), and carbon-market exploration (Chapter D Section 5.13) — under one designated TAG coordination function, reporting annually through the MEAL framework and kept current through the Legislative Currency Register.		1	1			**2**
5	Commence policy reform process – consider the legal requirements to ensure that land use and transport systems developments are clearly considered;		1	1			**2**
6	New Energy Vehicles – determine the timing of the requirement for new energy vehicles to replace existing internal combustion vehicles including the roll out of charging and possibly hydrogen refuelling stations. The development of a fast track approvals process for the assessment and development of charging stations should be encouraged at National Level; and		1	2			**3**
7	Budget & resource (re)allocation to support changed approach whereby car-centric budgets are reallocated to sustainable accessibility as well as the identification and sourcing of "Green" / "Loss and Damage" funding is implemented.	X	X	X	X	X	**0**
8	15 minute cities – the creation of precincts where all the requirements (including access to public transport) of a resident are within 15 minutes walking or cycling of their accommodation;						**0**
9	Revision of the environmental targets including sectoral emission reductions as they are adjusted; and						**0**
10	Existing infrastructure is made resilient as an ongoing process.						**0**
		1	**6.5**	**6**	**0**	**0**	**13.5**

Table F-3 indicates projects for TDM including institutionalising TDM, policy reform, public awareness campaigns, economic measures, and dedicated funding allocation.

Table F-3: Travel Demand Management (TDM)

		R x 1 000 000					
No	**Project Description**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Cost in Rands [First 5 years]**
1	**Creating an enabling environment for TDM:** One significant challenge is the limited recognition of TDM's benefits among stakeholders, including political leaders and the public. Overcoming this challenge requires a comprehensive program to institutionalize TDM across all government levels to ensure that it receives the necessary political support, visibility and funding. Strong provincial leadership, effective coordination and collaborative partnerships with stakeholders are essential for securing buy-in for TDM. Integrating TDM into governance and fostering collaboration across departments and levels of government is crucial. Mandating the exploration of TDM initiatives before considering capacity improvements and integrating TDM measures in transport projects can further reinforce implementation. The TAG is well positioned to lead this transformative process that integrates TDM into transport planning and management. The detailed actions are outlined in the stand-alone TDM plan.	1	1				**2**
2	**Supportive Policies and Regulations:** A policy reform is necessary to align transport and land-use development with TDM objectives, focusing on Traffic Impact Assessments, Parking Guidelines, Travel Plans, and Transit-Oriented Developments.	1	2	2			**5**
3	**Information and Behaviour Change Campaigns:** Raising public awareness of TDM benefits and engaging local communities and transport users is crucial for promoting behaviour change. Initial campaigns should focus on altering trip timing, route choice, and vehicle occupancy, with mode-switching measures introduced later. Outreach programmes and social marketing can encourage the adoption of sustainable transport options. Interactive events can enhance awareness and the appeal of TDM strategies.	1	2	2	2	2	**9**
4	**Economic Measures:** A successful TDM strategy combines positive (pull) incentives, such as improved public transport options and reduced fares, with negative (push) incentives, like parking or congestion charges. Economic measures, such as workplace parking levies and Low Emission Zones (LEZ), can reduce congestion and emissions in CBDs. Revenue reinvested into sustainable transport solutions will help lock in the benefits. The programme should commence with pilot projects in key areas, such as the Johannesburg and Tshwane CBDs, to help establish parameters and build community acceptance.		1	2			**3**
5	**Continuous Monitoring and Evaluation:** Monitoring and evaluation will track TDM strategy effectiveness, using key performance indicators. Establishing a Sustainable Development/Mobility Oversight Committee will enable ongoing evaluation of TDM progress across the province.		1	2	2	2	**7**
6	**Ensure Funding and Resource Allocation:** To successfully implement TDM programmes across the province, it is essential to allocate adequate funding and resources. This includes establishing dedicated funding streams and incorporating TDM elements into public transport or infrastructure grants at TAG/GDRT and municipalities.		5	5	10	10	**30**
7	**TDM Coordinator and Team:** The TAG should employ a full-time TDM coordinator responsible for executing strategies and building capacity across Gauteng. This coordinator will lead a team of TDM champions from different departments to integrate TDM strategies across departments. This collaborative approach will facilitate interdisciplinary advancement of TDM activities. A significant responsibility of the TDM team would be securing of funding and resources, ensuring integration of TDM strategies across departments, and gaining momentum for TDM initiatives. The TDM coordinator will also establish and lead a Gauteng TDM Working Group/Forum that encourages active participation and drives innovation across the province and within municipalities.		0.5				**0.5**
		3	**12.5**	**13**	**14**	**14**	**56.5**

Table F-4 includes NMT projects focusing on policy development, dedicated cycling corridors, safety campaigns, and a bicycle distribution programme linked to Scholar Transport.

Table F-4: Non-Motorised Transport (NMT)

		R x 1 000 000					
No	**Project Description**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Cost in Rands [First 5 years]**
1	Create an adequately resourced NMT section. This section is to ensure that NMT is incorporated in all transport planning approaches and support the local authorities in the development and roll out of NMT Programmes;		0.5				**0.5**
2	Develop the provincial NMT/Active Mobility policy/strategy ensuring that UA is incorporated and that safety and security are considered through the complete streets approach;	1	2				**3**
3	Provide a dedicated budget for the development of NMT;	2	5	10	10	10	**37**
4	Ensure that NMT is incorporated in the cross-section development for provincial road corridors; Update Standard drawing		1	2			**3**
5	Investigate routes for cycling corridors (“Cycle Highways”) on roads of provincial significance;		1	1	1	1	**4**
6	Ensure an NMT awareness raising and safety campaign is incorporated in the sustainable transport / TDM awareness programme. As part of this campaign establish an NMT and UA working group including all key role players; and	0.5	0.5	0.5	0.5	0.5	**2.5**
7	Investigate and develop a bicycle distribution programme linked to the Scholar Transport Programme.	1	2				**3**
		4.5	**12**	**13.5**	**11.5**	**11.5**	**53**

Table F-5 outlines technology projects for the digitalisation of Gauteng's transport system.

Table F-5: Digitalisation Framework projects

			R x 1 000 000						
No.	**Focus Area**	**Project Description**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Beyond**	**Cost in Rands [First 5 years]**
1	Public Transport	1.1) Digitise Public Transport Movement - Digitise the movement of minibus taxis, bus contracts, school; contracts, and rail.	1	1	1	1	1		5
		1.2) Create APTMS platform - Create Advanced Public Transport Management functionality through linking all public transport movement to a single ICT platform. This enables management and optimal allocation of public transport modes.						X	
		1.3) Traveler Information Platform - Access all digitised public transport movement on APTMS platform to provide traveller information on mode and route options to passengers.	3	3	3				9
		1.4) Mobility-as-a-Service (MaaS) - Development of a MaaS framework, including a state of readiness measurement for when a fully-fledged MaaS can be implemented, and a roadmap to achieve this. MaaS seeks to digitise public transport services (and beyond) for real-time information and better vehicle management. This framework represents an essential first step and should serve as a guiding instrument toward the phased implementation of a comprehensive, user-centric Mobility-as-a-Service solution for Gauteng	2	5	5	5	5		22
2	Electronic Payment	2.1) Smart Parking Solutions - Deploy IoT-based parking sensors and automated systems. Develop mobile apps for real time parking availability and reservations.						X	
3	Commercial vehicles	3.1) Freight Data Warehouse - Develop a comprehensive and consolidated freight data portal, providing data on: Freight mode, Modal split, Commodity types and volumes, Freight origins and destinations, Generating points, Peak times, Location of existing freight transport infrastructure, Freight corridors, Real-time tracking of road freight flows and Modelling of future freight flow scenarios. **(Aligns with Project 7 in Table F-9 - Coordinate to avoid duplication)**						X	
		3.2) Overload Control - virtual weigh-in-motion (VWIM) systems automatically detect overload control virtually and assist in streamlining weight enforcement and reduce the need for manual inspections. Align provincial strategy with national strategy. **(Aligns with Project 9 in Table F-9 - Coordinate to avoid duplication)**		2	3	3	3		11
		3.3) Truck Parking Information platform - Once truck parking stop areas are identified, create an app to support truck parking information by providing real-time updates on available parking spots, including location, amenities, and pricing.						X	
4	Freeway Management	4.1) Expand existing Freeway Management System - Expand the current system that includes devices such as monitoring cameras, traffic detectors, variable message signs, advanced traveller information systems and traffic management systems software. Consider expansion to roads such as sections of the N12 past Soweto, the N14 link northwards the City of Tshwane, and the N14 link towards Mogale City.	5	7	7	7	7		33
		4.2) High Occupancy Vehicle (HOV) Lanes - Develop FMS technology strategy in support of HOV lane implementation if considered for implementation.						X	
		4.3) Link major arterials with FMS - Provide devices along major arterials on approaches to the freeway system to enhance information to road users. Identify key areas for application.						X	
5	Arterial Management	5.1) Implement Arterial Management Systems - Provide technology applications along major strategic arterials to enhance the efficiency, safety, and reliability of travel. include coordinated traffic signal timing (adaptive signal control), real-time traffic monitoring, and dynamic messaging to inform drivers of conditions or incidents.						X	
		5.2) Develop AI-driven traffic management solutions to manage traffic signal systems - Implement AI driven traffic management solutions to manage and monitor traffic signals. Deploy adaptive traffic control systems at major intersections, with external feeds from Floating Car Data. Integrate real-time analytics and predictive modelling.		2	4	4	4		14
6	Road Safety	6.1) Expand On Road Services -Expand the current ORS systems that respond to incidents on the major road network.						X	
		6.2) Emergency Response Data Integration - Ensure provincial-wide emergency response integration with road network management systems.		2	2	2	2		**8**

Table F-5: Digitalisation Framework projects (cont.)

			R x 1 000 000						
No.	**Focus Area**	**Project Description**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Beyond**	**Cost in Rands [First 5 years]**
7	Security and Vandalism	7.1) Protect Transportation Infrastructure - Develop strategies to coordinate responses to risks to the transportation infrastructure. Includes armed response management and coordination, surveillance of infrastructure (linked to traffic operations) as well as links to other role players (Vumacam, SANRAL Traffic Management Centre)	1	2	2	2	2		**9**
8	Environ-mental Management	8.1) Emissions Measurement - Install sensors and air quality monitoring devices along highways to collect real-time data on pollutants like CO2, NOx, and particulate matter. This data can be combined with traffic flow information to identify areas of high emissions and congestion and adjust operational procedures accordingly.		0.5	1	1	1	1	**3.5**
9	IFM Project: Account Based Ticketing (ABT)	This deliverable involves TAG acquiring a back-office system for a Provincial Integrated ABT, integrating ABT systems from various operators, overseeing the operation and maintenance of the system, and managing inter-operator ticketing across the province in accordance with the National Department of Transport's regulations and guidelines. The costs are estimated based on previosly awarded tenders and the Gautrain system.	219	183	146	110	73		**730**
	IFM Project: Passenger Service Channels (PSC)	The deliverable entails TAG leveraging the data from the Intregrated Mobility Platform to build, operate and maintain a MaaS mobile App and Website. These MaaS platforms provide public transport information, journey planning and travel wallet management and profile management.	13	11	9	6	4		**43**
10	IFM Project: Integrated Mobility Platform (IMP)	This deliverable entails TAG either developing or procuring a cloud based data platform that will host all public transport and mobility related data from all ITS systems in the province. This includes static, dynamic, periodic and real-time data. The costs are estimated based on the tenders received by the GMA when they went out for tender for a public transport data platform.	40	33	27	20	13		**133**
	IFM Project: Smart Mobility Centre formerly known as the Transport Management Centre	This deliverable entails TAG securing a physical facility, renovating the premises, and installing office furniture and ICT infrastructure to accommodate the primary functions of a Smart Mobility Centre which includes an integrated public transport operations centre, a call centre, Integrated ITS, Integrated Planning and Analytics, the Department of Community Safety, as well as supporting functions including a facilities management team. The costs are estimated based on the current interim facility.	152	127	101	76	51		**507**

Table F-5: Digitalisation Framework projects (cont.)

			R x 1 000 000						
No.	**Focus Area**	**Project Description**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Beyond**	**Cost in Rands [First 5 years]**
11	IFM Project: Telecommu-nications	This deliverable entails ensuring that the appropriate telecommunications networks are available to support each solution implemented under the Integrated Fare Management (IFM) Project. This includes the provision of fixed connectivity infrastructure, such as fibre networks for stationary and immovable assets, as well as wireless communication networks for mobile assets, including public transport vehicles. The telecommunications technologies to be considered may include Fibre-to-the-Building (FTTB), Narrowband Internet of Things (NB-IoT), 5G, LoRaWAN, and other suitable connectivity solutions required to support the operational, transactional, and data communication needs of the IFM ecosystem.	21	17	14	10	7		**69**
	IFM Project: Project Management, Design and Engineering	This entails establishing a programme management and technical assurance capability responsible for the planning, governance, design, integration, implementation oversight, and quality assurance of all Smart Mobility Programme initiatives. This includes programme management, procurement and contract oversight, systems engineering, enterprise architecture, solution design, telecommunications engineering, data and cloud architecture, systems integration, testing and commissioning, risk management, stakeholder coordination, and operational readiness across the Integrated ABT, MaaS Platform, Integrated Mobility Data Platform, Smart Mobility Centre, and telecommunications infrastructure workstreams. The function will act as the Owner's Engineer on behalf of TAG, ensuring that all solutions are delivered in accordance with approved requirements, technical standards, interoperability requirements, timelines, and budget constraints while supporting the successful transition to operations and long-term sustainability of the programme.	31	26	21	16	10		**105**
			488.25639	**421.380325**	**345.50426**	**263.128195**	**183.75213**	**1**	**1702.021**

Table F-6 includes strategic projects for service integration, commuter rail devolution, demand forecasting, fare regulation, and digital compliance frameworks.

Table F-6: Public passenger transport service procurement related projects for TAG

		R x 1 000 000					
No.	**Public passenger transport service procurement related projects for TAG**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Cost in Rands [First 5 years]**
1	Development of a Public Passenger Transport Services Integration Strategy	0.5	2.5				**3**
2	Commuter Rail Devolution	0.5	2				**2.5**
3	Public Passenger Transport Demand Forecasting	2	4	4	4	4	**18**
4	Unified Approach to Service Contracting		2	2			**4**
5	Devolution of the current PTOG Contracts		1	3			**4**
6	Digital Compliance Framework for Public Transport Contracting	0.5	3.5	4	4	4	**16**
7	Regulation of Public Passenger Transport Fares			2	2	2	**6**
8	Integrated Public Passenger Transport Travel Information		2	2	2	2	**8**
9	Norms and Standards for Public Passenger Transport Services	0.5	3.5				**4**
10	Transport Insignia for Public Passenger Transport Service in Gauteng		3				**3**
11	Sustainable Mobility Strategy	0.5	2.5				**3**
12	Establishment of a Provincial Mobility Data Platform	1	2	4	4	4	**15**
		5.5	**28**	**21**	**16**	**16**	**86.5**

Table F-7 outlines strategic projects for promoting integration of public transport infrastructure.

Table F-7: Promote integration of public transport infrastructure

		R x 1 000 000					
No	**Project Description**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Cost in Rands [First 5 years]**
1	Prepare revised provincial transport and land use planning guidelines based on EASI / Triple Access		1	2.5			**3.5**
2	Infrastructure Integration Policy	0.5	2.5				**3**
3	Establishment & operationalisation of an Accessibility Framework for Gauteng		0.5	2.5			**3**
4	Develop a framework to enable TOD	1	3				**4**
5	Establish and operationalise a Provincial Transport and Land-use Integration Committee (PTLUIC)		0.5	0.5	0.5		**1.5**
6	Develop an engineering infrastructure alignment programme for strategic nodes and corridor			1	3		**4**
7	Development of a Provincial Digital Mobility and ITS Integration Framework	0.5	0.5	0.5	1	1	**3.5**
8	Development of Norms and Standards for public transport integration		3				**3**
9	Development of a NMT Integration Framework		0.5	2.5			**3**
10	Identify and implement pilot TOD / corridor integration projects	1	2	4	8	8	**23**
11	Develop Community Mobility Hubs in townships, informal settlements and hostels (TISH) areas	1	1	5	7	9	**23**
12	Develop a provincial integrated infrastructure, transport and land use management system		2	2	2		**6**
13	Develop an Integrated Public Transport ITS Infrastructure Programme		2	4	4	4	**14**
		4	**18.5**	**24.5**	**25.5**	**22**	**94.5**

Table F-8 projects include rail corridor revitalisation, Gauteng Rapid Rail Integrated Network (GRRIN) expansions, as well as IPTN/BRT and public transport facility developments across CoJ, CoT, and CoE.

Table F-8: Public Transport 5-year Infrastructure Implementation Plan Projects

				R x 1 000 000					
No.	**Project name**	**Short description**	**Effort/Resources Required (Next Step)**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Cost in Rands [First 5 years]**
1	Rail Corridor Revitalisation Programme (RCRP)	The RCRP done by PRASA alongside other programmes such as the Station Modernisation Programme, the Passenger Rail Infrastructure Renewal Project and the renewal of the commuter rolling stock renewal. The four corridors in Gauteng included in the RCRP are the Mabopane-Pta-Jhb, Pta-Pienaarspoort, Leralla-Germiston-Jhb and Naledi-Jhb Corridors	OHTE rebuild, perway renewal, station modernisation, station security upgrades, signaling integration, integration with new EMUs (Gibela), fencing of the reserve	7 500	7 500	7 500	7 500	7 500	**37 500**
2	Gauteng Rapid Rail Integrated Network (GRRIN) capacity expansions and extensions	Capacity expansions and system upgrades as part of the renewal of the current concession expiring in 2026	Bringing the new concession into operation and implementing the agreed capacity expansions and upgrades	100	100	100	100	100	**500**
3	Gauteng Rapid Rail Integrated Network (GRRIN) capacity expansions and extensions	Extension of the existing network, with a focus on Phase 1; Sandton Station to Randburg-Cosmo City-Little Falls, in accordance with the Gauteng Transport Infrastructure Act (GTIA).	Obtaining PPP authorisations, finalise the implementation model/proses, and development the new concession	5 600	5 600	5 600	5 600	5 600	**28 000**
4	City of Ekurhuleni IPTN development	Continued rollout and implementation of the Integrated Rapid Public Transport Network (IRPTN/BRT) infrastructure and operations, supported by a newly appointed long-term Project Management Unit (PMU) running until 2029, Phases 1A, 1B and 2	Completion of stations and UA upgrades, finalisation of depots and holding areas, traffic signal priority and ITS deployment and NMT (walking & cycling) integration along corridor	500	500	500	500	500	**2 500**
5	City of Johannesburg IPTN development	Full commissioning and operational rollout of Rea Vaya Phase 1C (a), followed by the implementation of Phase 1C (b) and preparatory work for Phase 2 (the Soweto–Randburg–Sandton–Midrand arc	Final commissioning of stations, completion of Sandton City & Gandhi Square stations (in 2026) and launch of full operations along Louis Botha → CBD–Alex–Sandton corridor. In the medium term; remaining stations and roadworks north of Sandton, additional NMT upgrades and integration with Pan Africa Interchange	500	500	500	500	500	**2 500**
6	City of Tshwane IPTN development	Completion of Line 2B & 2C (Pretoria East BRT Corridor) which is 82% complete, with an expected completion date in 2026. Medium-term rollout of "restructured IPTN Network"	Line 2B & 2C completion; walkways and cycle lanes, intersection upgrades, Kings Highway culvert upgrade, sewer and waterline relocations, and median slip lane retaining wall. Review of further phases and corridors to reconfigure the network to prioritise high-demand corridors.	500	500	500	500	500	**2 500**
7	City of Ekurhuleni future major public transport interchanges	Development of major public transport interchanges, as identified in the development of the ITMP25, at Germiston Sation, Brakpan CBD and Boksburg	Refinement of public passenger demand modelling for 25-years to determine peak period passenger transfer volumes, development of concepst for physical integration, feasibility investigations, preliminary designs, etc.	2	5	8	8	8	**31**
8	City of Johannesburg future major public transport interchanges	Development of major public transport interchanges, as identified in the development of the ITMP25, at Kliptown, Park Sation East, Sandton CBD, Tokoza Park, Roodepoort, New Canada, Midrand, Diepsloot and South Gate	Refinement of public passenger demand modelling for 25-years to determine peak period passenger transfer volumes, development of concepst for physical integration, feasibility investigations, preliminary designs, etc.	50	20	35	35	35	**175**
9	City of Tshwane future major public transport interchanges	Development of major public transport interchanges, as identified in the development of the ITMP25, at Soshanguve Station Belle Ombre and Temba	Refinement of public passenger demand modelling for 25-years to determine peak period passenger transfer volumes, development of concepst for physical integration, feasibility investigations, preliminary designs, etc.	15	15	15	15	15	**75**
				14 767	**14 740**	**14 758**	**14 758**	**14 758**	**73 781**

Table F-9 outlines strategic projects with the key focus areas of freight demand management, network development, infrastructure improvements, sustainable logistics operations, and industry engagement.

Table F-9: Action plans for Freight Logistics

			R x 1 000 000						
No	**Focus Area**	**Project Description**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Beyond**	**Cost in Rands [First 5 years]**
1	Freight logistics demand	Facilitate appropriate road to rail migration for rail-friendly freight - Need to differentiate between road-friendly and rail-friendly traffic, considering distance and service imperatives						X	
2	Freight logistics network	Develop and/or improve an efficient network of freight corridors ("corridors of freight mobility") and routes for dangerous goods and abnormal loads - This should include freight bypasses such as PWV15, PWV5, PWV16 and PWV17 and suitable signage to guide freight traffic						X	
3	Freight logistics infrastructure	Provide and/or improve access to the current and planned intermodal freight hubs and/or freight villages - Kaalfontein, Rosslyn, Pyramid South, Sentrarand, Tshwane SEZ (Silverton) and Tambo Springs						X	
4		Develop truck stops jointly with industry at Special Economic Zone precincts and other freight intensive nodes (freight villages and/or hubs, industrial areas, etc) - Truck stops and staging areas need to be close to freight hubs, industrial areas, distribution centres and SEZs						X	
5	Freight logistics operations	Work with the private sector to develop sustainable freight logistics solutions (decarbonisation, clean energy, etc.) - Network of hydrogen filling stations and battery charging stations will be needed	0.5	3.5	2				6
6		Focus efficient last mile distribution on the inner cities, townships, informal settlements and hostels - Banning of trucks is not the solution, but micro hubs with e-cargo bikes, drones, etc.						X	
7		Revitalise the Gauteng Freight Data Warehouse within the Multifunctional Data Centre to deliver an integrated freight data portal, updating the State of Logistics (2013) and Logistics Barometer (2016), with capabilities for freight data analytics, real-time road flow tracking, and future freight modelling. **(Aligns with Project 3.1 in Table F-5 - Coordinate to avoid duplication)**	2	4		4			10
8		Develop freight logistics skills and training to improve competence - NDoT should engage with industry and the TETA to revitalise the apprenticeship training system and institutions	1	2	2	2	2		9
9	Freight logistics legislation and control	Develop and/or improve, implement and enforce an appropriate overload control strategy - Implement virtual weigh stations to identify habitual offenders and support self-regulation and performance-based standards **(Aligns with Project 3.2 in Table F-5 - Coordinate to avoid duplication)**						X	
10	Freight logistics implementation	Develop set of norms and standards to be used as Key Performance Indicators - The GLI:X Green Logistics Indicators are a good place to start looking for norms and standards		1	2				3
11	Freight logistics industry engagement and consultation	Engage and consult with industry forums, vocational societies and industry associations - Engage and support the Gauteng Freight Forum (GFF)	0.5	1	1	1	1		**4.5**
			4	**11.5**	**7**	**7**	**3**		**32.5**

Table F-10 outlines the infrastructure projects that are budgeted for by Transnet TRIM, according to information received from the entity.

Table F-10: Transnet TRIM Infrastructure Projects

			R x 1 000 000					
No.	**Project name**	**Short description**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Cost in Rands [First 5 years]**
1	Central Corridor Reinstatement Programme	Flagship TRIM intervention aimed at restoring severely vandalised and capacity-constrained rail infrastructure in Gauteng and adjacent regions. The programme includes: Reinstatement of vandalised rail lines, Renewal of track, OHTE and signalling systems; Substation upgrades and traction power reinforcement; Security interventions	3 004	3 004	3 004	3 004	3 004	15 020
2	Development of Kaalfontein Intermodal Terminal, and related Rail infrastructure	Development of intermodal facilities for containers and automotives	TBD	TBD	TBD	TBD	TBD	
3	Development of Sentrand Intermodal Terminal, Rail Connection and Staging Yards	• Development of LPG Terminal – Petredec • Potential for container, petrochemical and automotive terminals as well as warehouses	TBD	TBD	TBD	TBD	TBD	
4	Rosslyn Inland Port - AIDC	• Inland automotive and container terminal for the Rosslyn Automotive Complex, core customers targeted BMW, Chinese OEMs • Develop link from Pyramid South-Brits to Rosslyn siding to allow separation from PRASA	TBD	TBD	TBD	TBD	TBD	
5	Ukuvuselela	• To facilitate rail transportation through the South Corridor (“SouthCor”) Gauteng to the Port of Port Elizabeth (“PoPE”) • Develop a sustainable, end-to- end, rail logistics solution for the automotive sector - divert vehicle transportation from road onto rail. • Expand SouthCor rail capacity across four provinces to run three (3) daily 50-wagon automotive trains	400	400	400	400	400	**2000**
			3404.0	**3404.0**	**3404.0**	**3404.0**	**3404.0**	**17020.0**

TBD – To be determined

Table F-11 outlines the maintenance and rehabilitation projects for Gauteng's road network to ensure the preservation and resilience of existing transport infrastructure.

Table F-11: Existing Infrastructure Maintenance

			R x 1 000 000					
No	**Focus Area**	**Project Description**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Cost in Rands [First 5 years]**
1	Existing Infrastructure	Maintain Provincial Road infrastructure to the Highest Standards as required by RISFSA	2 100.0	2 100.0	2 100.0	2 100.0	2 100.0	**10 500.0**
2	Existing Infrastructure	Formation of partnerships with municipalities on the maintenance of major arterial and other roads, especially in disadvantaged areas	50	50	50	50	50	**250.0**
3	Existing Infrastructure	Update and Maintain Pavement Management Systems to ensure effective maintenance as per RISFSA	10	10	10	10	10	**50.0**
4	Existing Infrastructure	Implement more cost-efficient solutions for transport infrastructure build and maintenance to optimise usage of funds available; Research Projects	5	5	5	5	5	**25.0**
5	Existing Infrastructure	Active physical protection of road reserves from illegal invasion	5	5	5	5	5	**25.0**
6	Existing Infrastructure	Support the RTMC to achieve reduction in fatalities and accidents as well as participate in the coordination and implementation of Traffic safety initiatives and programmes	4	4	4	4	4	**20.0**
7	Existing Infrastructure	Maintain Municipal Road infrastructure to the Highest Standards as required by RISFSA	8 000.0	8 000.0	8 000.0	8 000.0	8 000.0	**40 000.0**
8	Existing Infrastructure	Maintain National Road infrastructure to the Highest Standards as required by RISFSA	210.0	210.0	210.0	210.0	210.0	**1 050.0**
			10 384.0	**10 384.0**	**10 384.0**	**10 384.0**	**10 384.0**	**51 920.0**

Table F-12 highlights projects focused on physical infrastructure investments to improve airport operations within the Gauteng airport sector.

Table F-12: Airports

			R x 1 000 000					
No	**Focus Area**	**Project Description**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Cost in Rands [First 5 years]**
1	Airports	Prepare a Provincial Airport Strategy to give guidance to the various airport development proposals and guide the question of a third international airport		2.0	3.0			**5.0**
2	ACSA	ORTIA: International Bussing Gates Extension		19.0	95.0	130.0		**244.0**
3	ACSA	ORTIA: Midfield Cargo Development (Expansion)	63.0	900.0	955.0	1 016.0	1 391.2	**4 325.2**
4	ACSA	ORTIA: Midfield Passenger Terminal		10.9	163.1	1 595.0	2 000.0	**3 769.0**
5	ACSA	ORTIA: Airside Corridor upgrade and seating/holding lounges		61.0	285.0	323.4		**669.4**
6	ACSA	ORTIA: Terminal A Refurbishment		41.0	146.3	188.9		**376.2**
			63.0	**1 033.9**	**1 647.4**	**3 253.3**	**3 391.2**	**9 388.8**

Table F-13 provides a summary of the transport infrastructure and services projects for Gauteng.

Table F-13: Summary of All Projects

	Focus Area	No of Projects	R x 1 000 000					
			2026/27	2027/28	2028/29	2029/30	2030/31	Cost in Rands Millions [First 5 years]
Planning, Awareness, etc (Non-infrastructure)	Integrated Planning / Land Use	**8**	6.5	12.0	10.5	10.5	10.5	**50.0**
	Sustainability	**6**	1.0	6.5	6.0	0.0	0.0	**13.5**
	Travel Demand Management (TDM)	**7**	3.0	12.5	13.0	14.0	14.0	**56.5**
	Non-Motorised Transport (NMT)	**7**	4.5	12.0	13.5	11.5	11.5	**53.0**
	Public passenger transport service procurement related projects for **TAG**	**12**	5.5	28.0	21.0	16.0	16.0	**86.5**
	Promote integration of public transport infrastructure for **TAG**	**13**	4.0	18.5	24.5	25.5	22.0	**94.5**
	Action plans for Freight Logistics	**5 of 11**	4.0	11.5	7.0	7.0	3.0	**32.5**
	SUB-TOTAL		**28.5**	**101.0**	**95.5**	**84.5**	**77.0**	**386.5**
Digitalisation	Digitalisation Framework projects	**14 of 25**	20.0	41.5	43.0	40.0	40.0	**1 702.0**
New Infrastructure	Public Transport 5-year Infrastructure Implementation Plan Projects	**8**	14 767.0	14 740.0	14 758.0	14 758.0	14 758.0	**73 781.0**
	Transnet TRIM Infrastructure Projects	**5**	3 404.0	3 404.0	3 404.0	3 404.0	3 404.0	**17 020.0**
	PWV Routes	**-**	480.0	480.0	480.0	480.0	480.0	**2 400.0**
	K-routes	**-**	235.0	235.0	235.0	235.0	235.0	**1 175.0**
	Airports	**6**	63.0	1 033.9	1 647.4	3 253.3	3 391.2	**9 388.8**
Operations	GDRT Transport Operations and Regulation	**-**	3 689.1	3 799.7	3 913.7	4 031.1	4 152.1	**19 585.7**
Maintenance	Maintenance of Road Existing Infrastructure	**-**	10 384.0	10 384.0	10 384.0	10 384.0	10 384.0	**51 920.0**
	TOTAL		**33 567.3**	**34 700.0**	**35 358.6**	**36 977.5**	**37 142.1**	**177 359.0**

G. BUDGETING, FUNDING AND FINANCE PLAN

1. PURPOSE OF THIS SECTION

The purpose of the budgeting, funding, and financing plan is to establish a comprehensive view of the financial position over the five-year (2026 -2030) Planning Period with the ultimate objective of quantifying the funding gap. This gap represents the difference between the funding currently available to TAG through SOEs and municipalities (the stakeholders), and the total capital expenditure required to implement the portfolio of projects identified by the technical team within TAG's mandate.

2. OVERVIEW OF THE BUDGETS

As Gauteng continues to consolidate its position as the economic engine of South Africa, the necessity for a world-class, integrated transport network has moved from a developmental goal to an economic imperative. The Provincial Government through TAG has identified various infrastructure projects listed in sections above to drive the planning of infrastructure projects in the Province for the next 5 years. TAG's mandate serves as the central nervous system for provincial mobility, harmonizing the transportation efforts of various SOEs and municipalities (the stakeholders) to eliminate the fragmentation that historically hindered our transport network and/ or systems.

For TAG to implement its mandate, work has been done to determine the available funding available from the budgets of the stakeholders who fall within the Gauteng ambit with a responsibility to plan, maintain or build transportation network. **Table G-1** shows 17 stakeholders who have been identified as having some responsibility for certain aspects of the transportation network or system within Gauteng and therefore collectively form part of the implementation/ funding partners of the transport network within Gauteng.

3. TOTAL BUDGET VS BUDGET FOR ROADS AND TRANSPORT

Table G-1 shows the estimated budget allocated to the various stakeholders for the Planning Period starting 2026 to 2030 based on available information which included their recent corporate plans and MTEFs. Where these documents were not available, previous annual reports were used to extract latest applicable information.

At present, the combined planned expenditure for Gauteng road networks and transport encompassing Capital Expenditure (CAPEX), Routine Maintenance, and Strategic Planning for 2026 to 2030 is estimated at R149.141 billion.

Table G-1: Stakeholders Budgets for Gauteng over the Planning Period 2026 to 2030

Entity	Budgets	2026	2027	2028	2029	2030	TOTAL	% of Allocated Total Budget
		Rands Millions						
SANRAL	Total budget for Road Asset Infrastructure Management (National)	21 375	22 016	22 677	23 357	24 058	**113 482**	-
	Estimated Budget for Roads (Gauteng)	4 275	4 403	4 535	4 671	4 812	**22 696**	**20%**
Gautrain Management Agency (GMA)	Total budget (Provincial)	2 509	2 584	2 661	2 741	2 823	**13 319**	-
	Project Related Budget	2 022	2 083	2 145	2 210	2 276	**10 737**	**81%**
Transnet TRIM	Total Operating Budget (National)	17 877	18 413	18 966	19 535	20 121	**94 911**	-
	Total Capital Budget (National)	9 361	9 642	9 931	10 229	10 536	**49 699**	-
	Estimated Operating Budget for Roads and Rail (Gauteng)	3 575	3 683	3 793	3 907	4 024	**18 982**	**20%**
	Estimated Capital Budget for Roads and Rail (Gauteng)	1 872	1 928	1 986	2 046	2 107	**9 940**	**20%**
Airports Company of South Africa (ACSA)	Total budget (National)	9 700	9 991	10 291	10 599	10 917	**51 499**	-
	Total Gauteng Budget	1 507	1 509	5 262	5 307	5 354	**18 938**	**37%**
Passenger Rail Agency of South Africa (PRASA)	Total Budget (Provincial)	229	1 111	87	90	92	**1 609**	-
Gauteng Department of Roads and Transport (GDRT)	Total budget (Provincial) (excl. GMA)	7 305	7 524	7 750	7 982	8 222	**38 782**	-
	Total budget for Transport Operations, Regulation and Infrastructure	6 898	7 105	7 318	7 537	7 764	**36 622**	**94%**
City of Tshwane (CoT)	Total Capital budget (CoT)	2 459	3 006	3 226	3 323	3 423	**15 438**	-
	Total Roads and Transport Budget (CoT)	889	823	838	863	889	**4 301**	**28%**
City of Johannesburg (CoJ)	Total Capital budget (CoJ)	8 700	9 025	8 490	8 744	9 007	**43 966**	-
	Total Roads and Transport Budget (CoJ)	2 729	2 765	3 064	3 156	3 251	**14 964**	**34%**
City of Ekurhuleni (CoE)	Total Capital budget (CoE)	3 197	3 350	3 422	3 525	3 630	**17 124**	-
	Total Roads and Transport Budget (CoE)	1 189	1 218	1 287	1 326	1 366	**6 386**	**37%**
Sedibeng District Municipality (SDM)	Total Overall budget (SDM)	463	472	492	507	522	**2 456**	-
	Total Roads and Transport Budget (SDM)	102	102	105	109	112	**530**	**22%**
West Rand District Municipality (WRDM)	Total Roads and Transport Budget (WRDM)	32	41	43	44	45	**206**	-
Midvaal Local Municipality	Total Capital budget (Midvaal)	241	249	256	264	272	**1 281**	-
	Total Roads and Transport Budget (Midvaal)	71	73	75	78	80	**377**	**29%**
Mogale City Local Municipality	Total Capital budget (Mogale City)	460	474	488	503	518	**2 443**	-
	Total Roads and Transport Budget (Mogale City)	144	175	180	186	191	**876**	**36%**
Rand West City (RWC) Local Municipality	Total Capital budget (RWC)	529	545	562	579	596	**2 811**	-
	Total Roads and Transport Budget (RWC)	177	182	188	193	199	**939**	**33%**
Merafong Local Municipality	Total Capital budget (Merafong)	192	198	204	210	217	**1 022**	-
	Total Roads and Transport Budget (Merafong)	83	85	88	90	93	**440**	**43%**
Lesedi Local Municipality	Total Capital budget (Lesedi)	96	99	102	105	109	**512**	-
	Total Roads and Transport Budget (Lesedi)	35	36	37	38	39	**185**	**36%**
Emfuleni Local Municipality	Total Capital budget (Emfuleni)	475	644	553	570	587	**2 829**	-
	Total Roads and Transport Budget (Emfuleni)	76	124	69	71	73	**414**	**15%**
Total Budget available to the Province		**25 906**	**27 447**	**31 101**	**31 921**	**32 766**	**149 141**	-

4. STAKEHOLDERS AND THEIR BUDGETS

4.1 STATE-OWNED ENTITIES (SOEs)

4.1.1 South African National Roads Agency Limited (SANRAL)

SANRAL is a state-owned entity responsible for the management, maintenance, and development of South Africa's national road network. It ensures high-quality road infrastructure to facilitate economic growth and social development through both toll and non-toll financing models.

Table G-2 indicates SANRAL's 5-year budget, covering FY2026-FY2030. The budget is based on SANRAL's FY2024-FY2025 Annual Report. An assumption was made of an inflationary increase year on year (YoY) on the national budget from 2026 to 2030 due to insufficient information from the Stakeholder.

SANRAL's Annual Reports present expenditure on a national basis and do not disaggregate budgets by province. Accordingly, a provincial allocation was estimated for Gauteng based on a review of historical expenditure patterns and the relative concentration of national road infrastructure within the province. On this basis, a 20% allocation of the national budget to Gauteng was applied as a conservative assumption given Gauteng's share of national traffic volumes, economic activity, and the extent of the national road network within the province.

Table G-2: SANRAL Budget for the Planning Period 2026 to 2030

R	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
Total budget for Road Asset Infrastructure Management (National)	21 374 934 000	22 016 182 020	22 676 667 481	23 356 967 505	24 057 676 530	113 482 427 536
Estimated Budget for Roads (Gauteng)	4 274 986 800	4 403 236 404	4 535 333 496	4 671 393 501	4 811 535 306	22 696 485 507
% of total budget for Roads and Transport	**20%**	**20%**	**20%**	**20%**	**20%**	**20%**

SANRAL's total national budget on Road Asset Infrastructure Management is expected to increase from R21.37 billion in 2026 to R24.06 billion in 2030. This represents a total increase of R2.68 billion with an overall growth of 12.6% over 5 years and an average annual growth of 3.0% which shows a steady but moderate fiscal expansion.

Capital expenditure on Roads and Transport within SANRAL's budget rises from R4.27 billion (2026) to R4.81 billion (2030). This is demonstrated by a total increase of R0.54 billion with an overall growth of 12.6% over 5 years which shows moderate growth but no additional priority for this industry.

Over the 5-year period, SANRAL's total national budget is R113.78 billion with an estimated total expenditure on transport and infrastructure of R39.35 billion over 5 years.

Table G-3 indicates SANRAL's 5-year CAPEX, as extracted from SANRAL's annual reports, which allocates an estimated R18.5 billion towards expansionary CAPEX with the GFIP, N2 Wild Coast, Moloto Road and new road sections projects being the main focus. Maintenance CAPEX is allocated an estimated R14 billion for non-toll road maintenance.

Table G-3: SANRAL CAPEX for the Planning Period 2026 to 2030

Expansion CAPEX	3 700 000 000	3 811 000 000	3 925 330 000	4 043 089 900	4 164 382 597
Maintenance CAPEX	2 800 000 000	2 884 000 000	2 970 520 000	3 059 635 600	3 151 424 668
Planning	Not separately disclosed; embedded in project costs				

4.1.2 Gautrain Management Agency (GMA)

GMA is a specialised provincial public entity tasked with overseeing the Gautrain Rapid Rail Link. The GMA was established to manage the PPP between the Gauteng Provincial Government and the private sector.

Table G-4 indicates GMA's 5-year budget, covering FY2026-FY2030. The budget is based on GMA's FY2025 Annual Report. An assumption was made of an inflationary increase year on year (YoY) on the national budget from 2026 to 2030 due to insufficient information from the Stakeholder.

Table G-4: GMA Budget for the Planning Period 2026 to 2030

R	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
Total budget (Provincial)	2 508 611 000	2 583 869 330	2 661 385 410	2 741 226 972	2 823 463 781	13 318 556 493
Project Related Budget	2 022 322 000	2 082 991 660	2 145 481 410	2 209 845 852	2 276 141 228	10 736 782 150
% of total budget on Transport	**81%**	**81%**	**81%**	**81%**	**81%**	**81%**

GMA allocates 81% of its total budget each year towards expenditure of roads and transport infrastructure, reflecting a sustained prioritisation of this sector.

Expansion CAPEX (not expressed in Rand figures) will be directed towards Gautrain II/GRRIN extensions which is still at feasibility and approval stage as well as expansionary CAPEX for the existing system.

4.1.2 Transnet Rail and Infrastructure Manager (TRIM)

TRIM is a newly established operating division within Transnet SOC Ltd, created to separate the management of rail infrastructure from actual train operations. It acts as the landlord or Network Manager of South Africa's 30,400 km rail network.

Table G-5 indicates Transnet TRIM's 5-year budget, covering FY2026-FY2030. The budget is based on TRIM Tariff Proposal FY2025. An assumption was made of an inflationary increase year on year (YoY) on the national budget from 2027 to 2030 due to insufficient information from the Stakeholder.

The TRIM Tariff Proposal presents expenditure on a national basis and does not disaggregate the budget by province. Accordingly, a provincial allocation was estimated for Gauteng based on a review of historical expenditure patterns and the relative concentration of national road infrastructure within the province. On this basis, a 20% allocation of the national budget to Gauteng was applied as a conservative assumption given Gauteng's share of national traffic volumes, economic activity, and the extent of the national road network within the province.

Table G-5: TRANSNET TRIM Budget for the Planning Period 2026 to 2030

R	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
Total Operating Budget (National)	17 877 000 000	18 413 310 000	18 965 709 300	19 534 680 579	20 120 720 996	94 911 420 875
Total Capital Budget (National)	9 361 000 000	9 641 830 000	9 931 084 900	10 229 017 447	10 535 887 970	49 698 820 317
Estimated Operating Budget for Roads and Rail (Gauteng)	3 575 400 000	3 682 662 000	3 793 141 860	3 906 936 116	4 024 144 199	18 982 284 175
Estimated Capital Budget for Roads and Rail (Gauteng)	1 872 200 000	1 928 366 000	1 986 216 980	2 045 803 489	2 107 177 594	9 939 764 063
% of total budget of National	**20%**	**20%**	**20%**	**20%**	**20%**	**20%**

TRIM's operating budget expenditure for year 1 of the planning period is R17.88 billion on a national level and is R20.12 billion by the end of the planning period. This shows a total increase of R2.24 billion increase in the national budget, with an overall growth of 12.6% which reflects a steady, inflation-linked growth trajectory.

The provincial operating budget follows the same analogy as provincial budget expenditure for year 1 to year 5 of planning period grows from R3.58 billion to R4.02 billion. Showing a total increase of R448.7 million over the planning period, and an overall growth of 12.6% indicating proportional scaling rather than sector prioritisation.

Over the 5-year period, TRIM's total operating budget is R94.91 billion with an estimated total operating budget for Gauteng of R18.99 billion over the planning period.

TRIM's capital budget expenditure for year 1 of the planning period is R9.36 billion on a national level and is R10.54 billion by the end of the planning period. This shows a total increase of R1.17 billion increase in the national budget, with an overall growth of 12.6% which reflects a steady, inflation-linked growth trajectory.

The provincial capital budget follows the same analogy as provincial budget expenditure for year 1 to year 5 of planning period grows from R1.87 billion to R2.11 billion. This shows a total increase of R235.0 million over the planning period, and an overall growth of 12.6% indicating proportional scaling rather than sector prioritisation.

Over the 5-year period, TRIM's total capital budget is R49.70 billion with an estimated total operating budget for Gauteng of R9.94 billion over the planning period.

4.1.3 Airports Company of South Africa (ACSA)

ACSA is the state-owned entity that owns and operates South Africa's nine principal airports, including the three major international gateways i.e. O.R. Tambo, Cape Town, and King Shaka.

Table G-6 indicates ACSA's 5-year budget, covering FY2026-FY2030. The budget is based on ACSA's FY2025 Annual Report. An assumption was made of an inflationary increase year on year (YoY) on the national budget from 2026 to 2030 due to insufficient information from the Stakeholder.

ACSA's Annual Reports present expenditure (R9.7 billion in Year 1) on a national basis and do not disaggregate budgets by province. However, as per their 2026/2027 corporate plan, the total

budget for OR Tambo International Airport ("ORTIA") is R 1.506 billion in year 1 as taken from their planned expenditure on the ORTIA.

Table G-6: ACSA Budget for the Planning Period 2026 to 2030

R	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Total budget (National)	9 700 000 000	9 991 000 000	10 290 730 000	10 599 451 900	10 917 435 457	51 498 617 357
Total Gauteng Budget	1 506 666 667	1 509 166 667	5 261 616 667	5 306 890 167	5 353 596 872	18 937 937 038

The provincial transport budget increases from R1.51 billion to R5.35 billion over the planning budget.

Over the full five-year period, ACSA's total allocated budget amounts to R51.50 billion, against which an estimated total expenditure for Gauteng's roads and infrastructure (landside) of R14.20 billion is projected over the planning period.

4.1.4 Passenger Rail Agency of South Africa (PRASA)

PRASA is the state-owned entity responsible for providing commuter rail services (Metrorail) and long-distance passenger services across the country.

Table G-7 indicates the total budget available as well as the total need for PRASA on a provincial level over the Planning Period. Note that information received covered Year 1 to 3. Year 4 and 5 values were extrapolated from Year 3 value (inflationary increase).

Table G-7: PRASA Budget for the Planning Period 2026 to 2030

R	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
Total Budget (Provincial)	229 000 000	1 111 000 000	87 000 000	89 610 000	92 298 300	1 608 908 300
Total Need (Provincial)	442 000 000	12 880 000 000	6 934 000 000	7 142 020 000	7 356 280 600	34 754 300 600
% of Budget versus Need	**52%**	**9%**	**1%**	**1%**	**1%**	

PRASA has provided Gauteng detailed and project-level data for Year 1 to 3 indicating a 52% available budget for their need in Year 1.

In 2026, PRASA projects a budget of approximately R229 million, covering a range of infrastructure categories including station upgrades, permanent way works (track infrastructure), and overhead track equipment. This reflects a relatively moderate level of investment focused on maintenance, refurbishment, and targeted improvements across the rail network.

The budget increases significantly in 2027 to approximately R1.1 billion, primarily driven by the Gauteng Signalling Project, which alone accounts for an estimated R1 billion. This represents a major once-off capital investment aimed at modernising signalling systems. From 2028 to 2030, budget levels normalise to an average of approximately R89.61 million per annum, indicating a return to baseline spending levels following the completion of the large-scale signalling investment.

4.1.5 Gauteng Department Of Roads And Transport (GDRT)

GDRT serves as the provincial executive authority responsible for the transport sector in the Gauteng Province. Its primary role is to act as the implementation vehicle for provincial transport policy, translating strategic objectives and legislative mandates into operational programmes and infrastructure delivery.

Table G-8 indicates the total budget available to GDRT (including and excluding the GMA portion) as well as the budgeted amounts intended for transport operations, regulation and infrastructure over the Planning Period.

Table G-8: GDRT Budget for the Planning Period 2026 to 2030

R	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
Total budget (Provincial) (incl. GMA)	9 813 401 000	10 107 803 030	10 411 037 121	10 723 368 235	11 045 069 282	52 100 678 667
Total budget (Provincial) (excl. GMA)	7 304 790 000	7 523 933 700	7 749 651 711	7 982 141 262	8 221 605 500	38 782 122 174
Total budget for Transport Operations	**3 353 142 000**	**3 453 736 260**	**3 557 348 348**	**3 664 068 798**	**3 773 990 862**	**17 802 286 268**
Total budget for Transport Regulation	**335 908 000**	**345 985 240**	**356 364 797**	**367 055 741**	**378 067 413**	**1 783 381 192**
Total budget for Transport Infrastructure	**3 208 816 000**	**3 305 080 480**	**3 404 232 894**	**3 506 359 881**	**3 611 550 678**	**17 036 039 933**
Design and Construction for Transport Infrastructure	1 639 875 000	1 689 071 250	1 739 743 388	1 791 935 689	1 845 693 760	8 706 319 086
Maintenance expenditure for Transport Infrastructure	1 487 779 000	1 532 412 370	1 578 384 741	1 625 736 283	1 674 508 372	7 898 820 766
Planning Expenditure for Transport Infrastructure	81 162 000	83 596 860	86 104 766	88 687 909	91 348 546	430 900 081
% of total budget (excl. GMA) on Transport (Operations, Regulation, Infrastructure)	**94%**	**94%**	**94%**	**94%**	**94%**	**94%**

The GDRT, as the primary authority for roads and transport in the province, derives its annual budget largely from a mix of national transfers and provincial own revenue, with national funding constituting the majority share.

In 2026, GDRT's total budget amounts to R9.81 billion, with a budget of R6.90 billion towards infrastructure projects, representing 94% of the total budget.

4.2 METROPOLITAN MUNICIPALITIES

4.2.1 City Of Tshwane Metropolitan Municipality (CoT)

CoT allocates a portion of its annual budget to roads and transport as part of its broader mandate to support mobility, economic activity, and urban development. Funding is directed toward both capital investment such as road construction, upgrades, and public transport infrastructure and operational expenditure, including maintenance of existing road networks and traffic management systems.

Table G-9 shows the total budget available to CoT vs the budgeted amount intended for roads and transport over the Planning Period.

Table G-9: CoT Budget for the Planning Period 2026 to 2030

	2025/2026	2026/2027	2027/2028	2028/2029	2029/2030	TOTAL
R	Year 1	Year 2	Year 3	Year 4	Year 5	
Total Revenue (excluding capital transfers and contributions	53 381 933 666	56 007 928 574	58 636 089 598	60395172286	62207027455	290 628 151 578
Capital transfers and contributions	2 026 505 781	2 060 085 440	2 153 333 260	2217933258	2284471256	10 742 328 994
Total Overall Budget	55 408 439 447	58 068 014 014	60 789 422 858	62613105544	64491498710	301 370 480 573
Total Capital budget	2 459 328 252	3 006 341 761	3 226 279 803	3323068197	3422760243	15 437 778 256
Total Roads and Transport Department Budget	602 855 364	554 685 493	557 556 250	574282937.5	591511425.6	2 880 891 470
Capital budget on Roads and Transport	197 456 561	176 319 500	186 356 250	191946937.5	197705345.6	949 784 594
Maintenance budget on Roads and Transport	89 163 232	91 790 317	93 723 000	96534690	99430730.7	470 641 970
Planning budget on Roads and Transport	-	-	-	-	-	-
Total Roads and Transport Budget	**889 475 157**	**822 795 310**	**837 635 500**	**862 764 565**	**888 647 502**	**4 301 318 034**
Roads and transport budget as a % of capital budget	36%	27%	26%	26%	26%	28%

In 2026, CoT's total capital budget is estimated at R2.46 billion, with approximately R0.89 billion allocated to roads and transport. This represents 36% of the total capital budget.

4.2.2 City Of Johannesburg Metropolitan Municipality (CoJ)

CoJ prepares an annual budget to guide the allocation of financial resources towards service delivery, infrastructure development, and economic growth within the municipality.

Table G-10 shows the total budget available to CoJ vs the budgeted amount intended for roads and transport over the Planning Period.

Table G-10: CoJ Budget for the Planning Period 2026 to 2030

	2025/2026	2026/2027	2027/2028	2028/2029	2029/2030	
R	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
Total Revenue (excluding capital transfers and contributions	84 820 301 000	91 128 434 000	96 237 443 000	99 124 566 290	102 098 303 279	473 409 047 569
Capital transfers and contributions	4 100 420 000	5 123 472 000	4 475 636 000	4 609 905 080	4 748 202 232	23 057 635 312
Total Overall Budget	88 920 721 000	96 251 906 000	100 713 079 000	103 734 471 370	106 846 505 511	496 466 682 881
Total Capital budget	8 700 420 000	9 024 994 000	8 489 511 000	8 744 196 330	9 006 522 220	43 965 643 550
Capital budget on Roads and Transport	1 485 874 000	1 469 900 000	1 715 234 000	1 766 691 020	1 819 691 751	8 257 390 771
Maintenance budget on Roads and Transport	1 242 871 000	1 294 911 000	1 348 695 000	1 389 155 850	1 430 830 526	6 706 463 376
Planning budget on Roads and Transport	-	-	-	-	-	-
Total Roads and Transport Budget	**2 728 745 000**	**2 764 811 000**	**3 063 929 000**	**3 155 846 870**	**3 250 522 276**	**14 963 854 146**
Roads and transport budget as a % of capital budget	31%	31%	36%	36%	36%	34%

In 2026, CoJ's total capital budget is estimated at R8.70 billion, with approximately R2.73 billion allocated to roads and transport. This represents 31% of the total capital budget.

4.2.3 City Of Ekurhuleni Metropolitan Municipality (CoE)

CoE prepares an annual budget to allocate financial resources towards service delivery, infrastructure development, and economic growth across the municipality.

Table G-11 shows the total budget available to CoE vs the budgeted amount intended for roads and transport over the Planning Period.

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Table G-11: CoE Budget for the Planning Period 2026 to 2030

	2025/2026	2026/2027	2027/2028	2028/2029	2029/2030	
R	**Year 1**	**Year 2**	**Year 3**	**Year 4**	**Year 5**	**TOTAL**
Total Revenue (excluding capital transfers and contributions	65 495 404 835	71 393 901 146	77 962 196 323	80 301 062 213	82 710 094 079	377 862 658 596
Capital transfers and contributions	2487849220	2611852000	2739961500	2 822 160 345	2 906 825 155	13 568 648 220
Total Overall Budget	67 983 254 055	74 005 753 146	80 702 157 823	83 123 222 558	85 616 919 234	391 431 306 816
Total Capital budget	3 197 115 000	3 349 546 000	3 422 063 000	3 524 724 890	3 630 466 637	17 123 915 527
Capital budget on Roads and Transport	570 850 000	562 900 000	602 921 000	621 008 630	639 638 889	2 997 318 519
Maintenance budget on Roads and Transport	618 303 000	655 401 000	684 239 000	704 766 170	725 909 155	3 388 618 325
Planning budget on Roads and Transport	-	-	-	-	-	-
Total Roads and Transport Budget	**1 189 153 000**	**1 218 301 000**	**1 287 160 000**	**1 325 774 800**	**1 365 548 044**	**6 385 936 844**
Roads and transport budget as a % of capital budget	37%	36%	38%	38%	38%	37%

In 2026, CoE's total capital budget is estimated at R3.20 billion, with approximately R1.19 billion allocated to roads and transport. This represents 37% of the total capital budget.

4.3 DISTRICT AND LOCAL MUNICIPALITIES

4.3.1 Mogale City Local Municipality (LM)

Mogale City LM's total overall budget is projected to increase steadily over the five-year Medium-Term Expenditure Framework (MTEF), growing from R5.87 billion in 2026/27 to R6.78 billion in 2030/31. This represents a cumulative budget of approximately R31.71 billion over the five-year period, reflecting consistent growth in available funding and an expanding investment programme.

Table G-12: Mogale City LM Budget for the Planning Period 2026 to 2030

R	2026/2027	2027/2028	2028/2029	2029/2030	2030/2031	TOTAL
Total Revenue including (capital transfers and contributions)	5 867 958 373	6 096 731 701	6 389 328 693			
Total Overall budget	5 867 958 373	6 096 731 701	6 389 328 693	6 581 008 554	6 778 438 810	31 713 466 131
Total Capital budget	460 146 897	473 951 304	488 169 843	502 814 938	517 899 386	2 442 982 369
Capital budget on Roads and Transport	88 700 000	111 000 000	114 330 000	117 759 900	121 292 697	553 082 597
Maintenance budget on Roads and Transport	55 000 000	64 000 000	65 920 000	67 897 600	69 934 528	322 752 128
Planning budget on Roads and Transport	-	-	-	-	-	-
Total Budget on Roads and Transport	**143 700 000**	**175 000 000**	**180 250 000**	**185 657 500**	**191 227 225**	**875 834 725**
Roads and transport budget as a % of capital budget	31%	37%	37%	37%	37%	36%

A total of R875.83 million has been allocated to roads and transport over the five-year period, representing approximately 36% of the total capital budget.

4.3.2 West Rand District Municipality (DM)

West Rand DM's total overall budget is projected to increase steadily over the five-year Medium-Term Expenditure Framework (MTEF), growing from R376 million in 2026/27 to R434.6 million in 2029/30. This represents a cumulative budget of approximately R2.04 billion over the five-year period, reflecting consistent growth in available funding and an expanding investment programme. The information received relates to Capital and Planning projects for Roads and Transport.

Table G-13: West Rand DM Budget for the Planning Period 2026 to 2030

R	2025/2026	2026/2027	2027/2028	2028/2029	2029/2030	TOTAL
Total Revenue	376 108 188	393 936 889	409 684 195	421 974 721	434 633 962	2 036 337 955
Total Overall budget	376 108 188	393 936 889	409 684 195	421 974 721	434 633 962	2 036 337 955
Capital budget on Roads and Transport	29 418 000	38 192 000	39 452 000	40 715 000	41 936 450	189 713 450
Planning budget on Roads and Transport	3 041 000	3 164 000	3 268 000	3 373 000	3 474 190	16 320 190
Total Capital and Planning Projects Budget on Roads and Transport	**32 459 000**	**41 356 000**	**42 720 000**	**44 088 000**	**45 410 640**	**206 033 640**

4.3.3 Midvaal Local Municipality (LM)

Midvaal LM's total overall budget is projected to increase steadily over the five-year Medium-Term Expenditure Framework (MTEF), growing from R2.24 billion in 2026/27 to R2.71 billion in 2029/30. This represents a cumulative budget of approximately R12.55 billion over the five-year period, reflecting consistent growth in available funding and an expanding investment programme.

Table G-14: Midvaal LM Budget for the Planning Period 2026 to 2030

R	2026/2027	2027/2028	2028/2029	2029/2030	2030/2031	TOTAL
Total Operating Revenue(Including capital	2 240 764 606	2 410 157 615	2 555 077 822	2 631 730 157	2 710 682 061	12 548 412 261
Total Overall budget	2 240 764 606	2 410 157 615	2 555 077 822	2 631 730 157	2 710 682 061	12 548 412 261
Total Capital budget	241 300 000	248 539 000	255 995 170	263 675 025	271 585 276	1 281 094 471
Capital budget on Roads and Transport	56 000 000	57 680 000	59 410 400	61 192 712	63 028 493	297 311 605
Maintenance budget on Roads and Transport	15 000 000	15 450 000	15 913 500	16 390 905	16 882 632	79 637 037
Planning budget on Roads and Transport	7 000	7 210	7 426	7 649	7 879	37 164
Total Budget on Roads and Transport	**71 007 000**	**73 137 210**	**75 331 326**	**77 591 266**	**79 919 004**	**376 985 806**
Roads and transport budget as a % of capital budget	29%	29%	29%	29%	29%	29%

A total of R376.99 million has been allocated to roads and transport over the five-year period, representing approximately 29% of the total capital budget.

4.3.4 Rand West Local Municipality (LM)

Rand West LM's total overall budget is projected to increase steadily over the five-year Medium-Term Expenditure Framework (MTEF), growing from R3.29 billion in 2025/26 to R3.71 billion in 2029/30. This represents a cumulative budget of approximately R17.48 billion over the five-year period, reflecting consistent growth in available funding and an expanding investment programme.

Table G-15: Rand West LM Budget for the Planning Period 2026 to 2030

R	2025/2026	2026/2027	2027/2028	2028/2029	2029/2030	TOTAL
Total operational Revenue	3 292 910 000	3 391 697 300	3 493 448 219	3 598 251 666	3 706 199 216	17 482 506 400
Total Overall budget	3 292 910 000	3 391 697 300	3 493 448 219	3 598 251 666	3 706 199 216	17 482 506 400
Total Capital budget	529 468 410	545 352 462	561 713 036	578 564 427	595 921 360	2 811 019 696
Capital budget on Roads and Transport	111 240 000	114 577 200	118 014 516	121 554 951	125 201 600	590 588 268
Maintenance budget on Roads and Transport	65 641 900	67 611 157	69 639 492	71 728 676	73 880 537	348 501 762
Planning budget on Roads and Transport	-	-	-	-	-	-
Total Budget on Roads and Transport	**176 881 900**	**182 188 357**	**187 654 008**	**193 283 628**	**199 082 137**	**939 090 029**
Roads and transport budget as a % of capital budget	33%	33%	33%	33%	33%	33%

A total of R939.09 million has been allocated to roads and transport over the five-year period, representing approximately 33% of the total capital budget.

4.3.5 Sedibeng District Municipality (DM)

Sedibeng DM's total overall budget is projected to increase steadily over the five-year Medium-Term Expenditure Framework (MTEF), growing from R462.66 million in year 1 to R522.30 million in year 5. This represents a cumulative budget of approximately R2.46 billion over the five-year period, reflecting consistent growth in available funding and an expanding investment programme.

Table G-16: Sedibeng DM Budget for the Planning Period 2026 to 2030

R	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
Total Revenue (excluding capital transfers and contribution	460 783 000	471 757 000	488 228 000	502 874 840	517 961 085	2 441 603 925
Capital transfers and contribution	1 879 000	-	4 090 000	4 212 700	4 339 081	14 520 781
Total Overall budget	462 662 000	471 757 000	492 318 000	507 087 540	522 300 166	2 456 124 706
Budget on Roads and Transport	101 990 000	102 153 000	105 419 000	108 581 570	111 839 017	529 982 587
Total Budget on Roads and Transport	**101 990 000**	**102 153 000**	**105 419 000**	**108 581 570**	**111 839 017**	**529 982 587**
Roads and transport budget as a % of overall budget	22%	22%	21%	21%	21%	22%

A total of R529.98 million has been allocated to roads and transport over the five-year period, representing approximately 22% of the total budget.

4.3.6 Merafong Local Municipality (LM)

Merafong LM's total overall budget is projected to increase steadily over the five-year Medium-Term Expenditure Framework (MTEF), growing from R2.60 billion in year 1 to R2.92 billion in year 5. This represents a cumulative budget of approximately R13.78 billion over the five-year period, reflecting consistent growth in available funding and an expanding investment programme.

Table G-17: Merafong LM Budget for the Planning Period 2026 to 2030

R	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
Total Overall budget	2 595 039 400	2 672 890 582	2 753 077 299	2 835 669 618	2 920 739 707	13 777 416 607
Total Capital budget	192 423 884	198 196 601	204 142 499	210 266 773	216 574 777	1 021 604 533
Capital budget on Roads and Transport	35 500 000	36 565 000	37 661 950	38 791 809	39 955 563	188 474 321
Maintenance budget on Roads and Transport	40 500 000	41 715 000	42 966 450	44 255 444	45 583 107	215 020 000
Planning budget on Roads and Transport	6 800 000	7 004 000	7 214 120	7 430 544	7 653 460	36 102 124
Total Budget on Roads and Transport	**82 800 000**	**85 284 000**	**87 842 520**	**90 477 796**	**93 192 129**	**439 596 445**
Roads and transport budget as a % of capital budget	43%	43%	43%	43%	43%	43%

A total of R439.60 million has been allocated to roads and transport over the five-year period, representing approximately 43% of the total capital budget.

4.3.7 Emfuleni Local Municipality (LM)

Emfuleni LM's total overall budget is projected to increase steadily over the five-year Medium-Term Expenditure Framework (MTEF), growing from R10.40 billion in year 1 to R11.71 billion in

year 5. This represents a cumulative budget of approximately R55.20 billion over the five-year period, reflecting consistent growth in available funding and an expanding investment programme.

Table G-18: Emfuleni LM Budget for the Planning Period 2026 to 2030

R	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Total Revenue	10 396 805 095	10 708 709 248	11 029 970 525	11 360 869 641	11 701 695 730	**55 198 050 239**
Total Overall budget	10 396 805 095	10 708 709 248	11 029 970 525	11 360 869 641	11 701 695 730	**55 198 050 239**
Total Capital budget	474 635 676	643 819 611	553 351 520	569 952 066	587 050 628	**2 828 809 500**
Capital budget on Roads and Transport	76 476 619	123 956 206	68 934 808	71 002 852	73 132 938	**413 503 423**
Maintenance budget on Roads and Transport	-	-	-	-	-	-
Planning budget on Roads and Transport	-	-	-	-	-	-
Total Budget on Roads and Transport	**76 476 619**	**123 956 206**	**68 934 808**	**71 002 852**	**73 132 938**	**413 503 423**
Roads and transport budget as a % of capital budget	16%	19%	12%	12%	12%	15%

A total of R413.50 million has been allocated to roads and transport over the five-year period, representing approximately 15% of the total capital budget.

4.3.8 Lesedi Local Municipality LM

Lesedi LM's total overall budget is projected to increase steadily over the five-year Medium-Term Expenditure Framework (MTEF), growing from R1.37 billion in year 1 to R1.55 billion in year 5. This represents a cumulative budget of approximately R7.29 billion over the five-year period, reflecting consistent growth in available funding and an expanding investment programme.

Table G-19: Lesedi LM Budget for the Planning Period 2026 to 2030

R	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
Total Overall budget	1 373 550 320	1 414 756 830	1 457 199 534	1 500 915 521	1 545 942 986	7 292 365 191
Total Capital budget	96 413 000	99 305 390	102 284 552	105 353 088	108 513 681	511 869 711
Capital budget on Roads and Transport	34 874 000	35 920 220	36 997 827	38 107 761	39 250 994	185 150 802
Total Budget on Roads and Transport	**34 874 000**	**35 920 220**	**36 997 827**	**38 107 761**	**39 250 994**	**185 150 802**
Roads and transport budget as a % of capital budget	36%	36%	36%	36%	36%	36%

A total of R185.15 million has been allocated to roads and transport over the five-year period, representing approximately 36% of the total capital budget.





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