CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

TDA
CAPE TOWN
The City of Cape Town's Transport and Urban Development Authority

METERED TAXI RATIONALISATION STRATEGY REPORT

J33172A

Executive Summary

1.1. Need for a rationalisation strategy for metered taxis in Cape Town

The City of Cape Town's Operating Licence Strategy 2013 – 2018 (OLS) identifies a number of factors that contribute to the "poor performance" of metered taxi services in Cape Town. These include:

- *"variation in standard of vehicles and oversupply of low quality vehicles;*
- *variation in the knowledge of drivers and oversupply of poorly-trained drivers;*
- *relatively high tariffs and not related to service quality;*
- *inadequate service quality regulation and enforcement"*

In order to improve the performance of the metered taxi industry, the OLS records that the City will develop a "metered taxi operations rationalisation strategy" and that:
"When in receipt of an application for an operating licence for a metered taxi service, the City will take into account the latest version of its operation plan for metered taxi services that has been developed with the industry."

This document is the resulting rationalisation strategy and takes into account the proposed role of metered taxis within the integrated public transport network that is being implemented within the City. The strategy relates only to "metered taxi services" as defined within the National Land Transport Act 2009 (Act No 5 of 2009). These are public transport services which are available for hire by hailing while roaming, by telephone or otherwise, may stand for hire at a rank and are equipped with sealed meter. The strategy is not applicable to "charter", "courtesy" or "minibus taxi-type" services as defined by the Act.

1.2. Role for metered taxi services in Cape Town

Metered taxis are to form part of the Level 4 "Neighbourhood Services" proposed by the City's Comprehensive Integrated Transport Plan (CITP) of 2013 – 2018. These services are characterised by the passengers having more control over the destination or route of the trip than in other forms of public transport. In particular, in terms of the Integrated Public Transport Network (IPTN), the metered taxis are to form part of the "fine grained capillary-type services" that support the higher capacity modes.

1.3. Legislation and documentation governing the metered taxi industry

Legislation governing the metered taxi industry has been promulgated by all three spheres of government. The National Land Transport Act (Act No 5 of 2009) ("NLTA") defines a metered taxi service as:
"a public transport service operated by means of a motor vehicle contemplated in section 66 which –
(a) is available for hire by hailing while roaming, by telephone or otherwise;
(b) may stand for hire at a rank; and

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

The Act allows the entity granting the operating licence to specify areas for picking-up passengers and allows fares to be agreed before the journey begins. It also requires the Minister to set standards for sealed meters and allows the Minister, or MEC, in consultation with the City, to determine a fare structure. In addition, the Minister or MEC may make regulations providing for a grading system for metered taxis, special requirements for drivers, special marking for vehicles and "any other matter affecting the standard or quality of operation of metered taxis". Of the above, the Provincial Regulatory Entity (PRE) is specifying an area for picking-up passengers however the Minister and MEC are yet to enact the other options or requirements available to them.

Various conditions are imposed by the PRE on the operating licence in terms of direction received from the City when considering an application for a licence. These include that the scale of charges is displayed on the doors of the vehicle and that the fare shall be calculated from the time the passenger enters the vehicle.

Metered taxi services must also comply with the requirements of the City's Traffic By-law 2011. Of note, however, is that this by-law repealed the by-law of 1973 which contained text directly relevant to metered taxis that is not contained within the new text e.g. the specification for the TAXI roof sign.

1.4. Current operating models in Cape Town

In theory there are two distinct operating models in use in Cape Town which reflect the conditions for picking-up passengers stipulated on the operating licences. Theoretically, vehicles issued with a "rank" licence may only pick up passengers at a specified rank (plus sometimes within a specified distance of the rank) or by roaming whilst those with "base" licences may only pick up passengers at their base (plus sometimes within a specified distance of the base) or by roaming. In practice, the operating model adopted depends largely upon whether the vehicle belongs to a "small to medium" sized operator or a "large" operator owning a fleet of vehicles. The fleet operators utilise their radio-dispatch facilities to respond to bookings by telephone as well as roaming whilst the small-to-medium operators stand at the ranks as they generally do not have radio dispatch facilities.

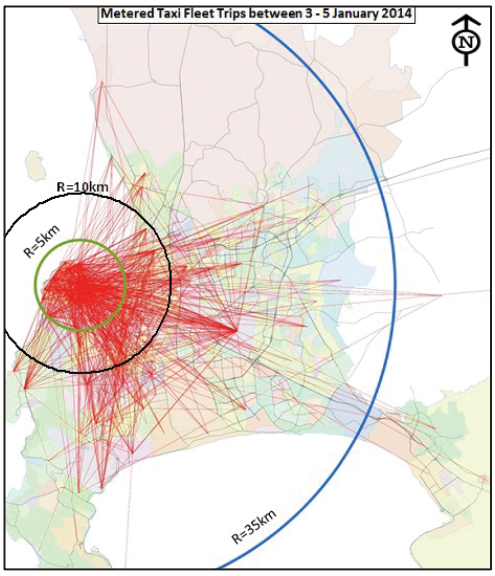


Figure 1: Origin and destinations of collective submitted fleet trip data

A number of fleet operators provided details of the trips their vehicles made during the weekend of 3 – 5 January 2014. The origin and destinations of these trips are shown in **Figure 1** which shows that most of the trips occur within a 5 – 10 km radius of the Central Business District (CBD). The busiest activity nodes were the CBD (2370 to and from vehicle trips), Gardens (1010 trips) and the Foreshore (982 trips).

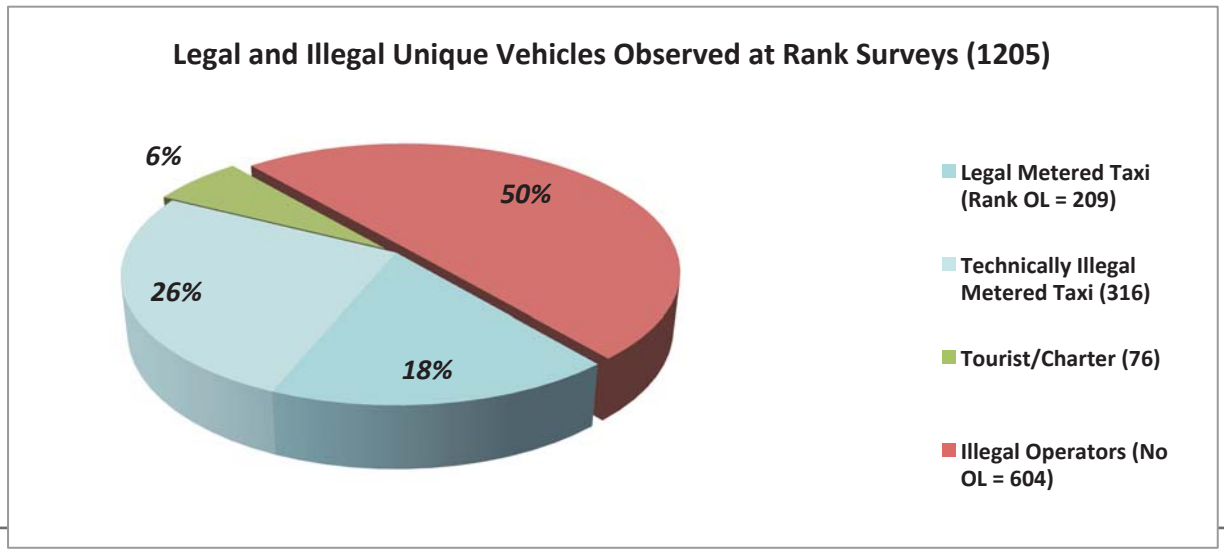
The Western Cape Metered Taxi Council (WCMTC) election database recorded that the 20 operators registered as "Fleet" owners (holding ten or more operating licences) owned 456 unique vehicles. They usually keep these vehicles for up to 3 years from new.

Surveys of the operations at 59 ranks were carried out between December 2013 and May 2014. The PRE was requested to forward copies of the operating licences for the 1129 vehicles that had been observed at 48 of these ranks however it appears that only 525 had licences as shown in **Figure 2**.

The remaining 604 vehicles were therefore "illegal" vehicles. Of the 525 vehicles with licences only 209 held rank licences with the remaining 316 being base operators using the ranks technically illegally. The date of first registration of the 525 vehicles as recorded on the operating licences showed 57% to be less than 10 years old.

Figure 2: Legal and illegal unique vehicles observed at rank surveys (1205)

The pick-up radii of the 525 vehicles were also taken from the licence which showed that 70% of the vehicles were authorised to pick-up passengers either at the rank or their base or within 5km of that location.



The busiest individual ranks, in terms of passenger arrival and departures, were the Victoria & Alfred Hotel (1272 passengers) in the V&A Waterfront and the Stop & Go at the Cape Town International Airport (1107 passengers). Both of these are on private property for which a usage agreement exists between the operator and the property owner.

Fleet operators generally do not use the ranks. Therefore, if the 456 vehicles reported as being owned by the operators is added to the 1129 unique vehicles observed during the rank surveys, the size of the metered taxi fleet in Cape Town is at least 1585 vehicles.

Some of the challenges that are being faced by passengers using metered taxi services include the variability in vehicle and driver standards and lack of availability of services outside the CBD. Challenges being faced by government include the lack of reliable data to assess supply and demand and resources to enforce the conditions on the operating licences and deter illegal operators. Challenges being faced by the operators include competition from these illegal operators, too many constraints to be legal and a lack of operating licences to grow the industry. Operators are also faced with competition from charter and / or tourist services.

1.5. Review of international practice

A review of international practice was conducted in order to record how the metered taxi industry is regulated in other cities. The review was a desktop study using information sourced from the internet. As such, the information gathered has not been verified with the source authorities and may not represent the latest practices in these cities which constantly change.

The general characteristics of the three market segments found in the metered taxi industry (hail / rank / dispatch) may be summarised as shown in **Table 1**.

Characteristics	Walk up market		Dispatch market
	Rank	Hail	
Customer / taxi interface	Temporary monopoly supplier as customer does not know when the next vacant taxi is coming or what it will charge		Potential customer can easily call different taxi companies and compare prices and availability before selecting. Customer can build up a set of experiences
Fixed costs	Low – capital need is a car		High – dispatch system / 24 hr service
Economics of scale	Little or none		Significant
Leading to	High number of vehicles Low salaries Low quality of service High fares		Fewer companies
Requirement for regulation?	Yes		Less regulation necessary
	Control number of vehicles Control quality (vehicles & drivers) Control fares		Control quality (vehicles & drivers) Ensure availability (geographical area / time of day)

Source: Based upon Aarhaug [1]

Regulation of these segments is based upon three aspects:

- Regulation of the number of vehicles providing the service ("quantity");
- Regulation of the quality of the service being provided ("quality"); and
- Regulation of the fares or tariff charged ("fares")

The degree of regulation of quantity ranges from totally closed markets into which no new entrants are allowed (e.g. New York yellow cabs) to markets without any restrictions on the number of operators (e.g. Dublin). In all cases, access to "hot spots" such as airports and concentrated "walk-up" markets such as convention and entertainment centres is restricted. However, analysis by Schaller[2] has shown that without entry control the walk-up market experiences an oversupply of cabs leading to deterioration of vehicle and driver quality....whilst entry restrictions often lead to deficiencies in availability in the dispatch market.

Quality standards are essential to enforce minimum levels of service. Such standards can refer to the vehicle (age, size, condition, accessibility), to the driver (age, ability and knowledge) and to the dispatch base (ability to manage, financial stability). The standards can be applied individually to operators or to companies. The level of standards will affect the number of operators in the industry as standards that are too high deter entry, favour incumbent operators and price some customers out of the market. The standards chosen must therefore be objective and be based on customers willingness to pay for incremental improvements.

Fares must also be regulated to ensure that customers have reliable and relevant information on the likely cost of a journey. Fare regulation can take many forms (maximum, minimum or fixed charge per kilometre) and can vary by time of trip, number of passengers, pieces of luggage, etc)

The regulations adopted in four cities were studied in more detail (New York, Dublin, Sydney and Nairobi) and used as a comparison for Cape Town. The comparison showed good agreement in many areas but a lack of regulation related to vehicle standards, driver fitness and technology.

1.6. Proposed operating model in Cape Town

The key components of a proposed operating model in Cape Town are summarised in **Table 2**. It is based upon the current model as amended following its comparison with international practice and consideration of the views of the Western Cape Metered Taxi Council that were developed in April 2014 as part of the engagements with industry.

Table 2: Key components of proposed operating model for metered taxis in Cape Town

• Table 7.1: Quality of vehicles and control of picking-up passengers – Number of rank operators to be capped at three times the number of municipal bays (as current rule-of-thumb); – Number of base operators to be uncapped but each application for an operating licence to substantiate its need; – Rank operators to be allowed to pick up passengers at any formal municipal rank within the City of Cape Town boundaries ("rank-to-rank" operations); – Base operators to be allowed to pick up passengers throughout the City of Cape Town (but not at formal municipal ranks); – "Operational Plans" to be developed and implemented at "hot spots" to control congestion and overtrading; and – Definitions are proposed for the terms "by hailing while roaming" and "pre-booked passenger" which are used within the NLTA to describe conditions under which metered taxis may pick-up passengers. These terms are important to distinguish metered taxi services from charter and courtesy services and, in future, to form part of regulations for e-hailing
• Table 7.2: Quality control – vehicles – Maximum age of vehicle to be specified: o Existing vehicle presented for a maximum 2 year renewal = 12 years (as current PRE practice); and o New vehicles at retirement = 8 years – TCT statutory decals to be displayed; – Incentives to be investigated to encourage operators to provide wheelchair accessible taxis (WATs) in alignment with TCT's universal access system for persons with disabilities; and – Vehicles to meet emission standards for that model and age
• Table 7.3: Quality control – drivers – Knowledge, ability and customer care tests to be introduced as part of TCT's Training Academy initiative; and – TCT to request Department of Labour to investigate hours of work and possible sectoral determination if necessary
• Table 7.4: Technology – Trip data to be submitted to the Regulatory Entity; – Taximeter to comply with SANS 467, be fitted by an approved installer and tariffs secured by Traffic Services / TCT official; and – e-Hailing to be regulated
• Table 7.5: Fare control – Fare structure to be simple; – Maximum fare to be specified with a minimum charge for short distances; – Flat fares from Cape Town International Airport to the main destinations; – Operator's proposed fares submitted for operating licences to be considered against fare structure, maximum rates and sustainable price cutting criteria; and – Regular reviews of fares

- Table 7.6: Law Enforcement and Self-regulation by the industry
  - Selected duties currently performed by "uniforms" to be undertaken by authorised TCT officials
  - Establish formal complaint system utilising Transport Information Centre (TIC);
  - Investigations, as required, of operator's performance and suspension of operator's card if so necessary;
  - Development of a Metered Taxi Charter and its adoption as a condition of uplifting operating licences;
  - Develop and implement performance management regime (monitoring and evaluation) including decriminalising administrative processes; and
  - Develop draft "By-law for Metered Taxis" and present to Minister and MEC before gazetting

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List of Abbreviations

ACSA Airports Company South Africa
AARTO Administrative Adjudication of Road Traffic Offences
CBD Central Business District
CITP Comprehensive Integrated Transport Plan
CTICC Cape Town International Convention Centre
DSAPT Disability Standards for Accessible Public Transport
EMV Europay, Mastercard & Visa
IPART Independent Pricing and Regulatory Tribunal
IPTN Integrated Public Transport Network
IRPTN Integrated Rapid Public Transport Network
MEC Member of Executive Council
MRE Municipal Regulatory Entity
NLTA National Land Transport Act, 2009
NRTA National Road Traffic Act, 1996
NTA National Transport Authority
PrDP Professional Driving Permit
PT Public Transport
OECD The Organisation for Economic Co-operation and Development
OLB Operating Licence Board
OLS Operating Licence Strategy
PRE Provincial Regulatory Entity
RE Regulatory Entity
RMS Roads and Maritime Services
SANS South African National Standards
SMMTOA Small and Medium Metered Taxi Owners Association

SPSV Small Public Service Vehicle
TfNSW Transport for New South Wales
TCT Transport for Cape Town
TIC Transport Information Centre
TLC New York City Taxi and Limousine Commission
TLT Taxi and Limousine Tribunal
WAT Wheelchair Accessible Taxi
WCG Western Cape Government
WCMTC Western Cape Metered Taxi Council

Need for a Rationalisation Strategy and Methodology

1.7. Need for a rationalisation strategy for metered taxis

The City of Cape Town's Operating Licence Strategy 2013 – 2018 (OLS) observes that:

"The 686 metered taxis that are operational in the City provide rank-based, and base on-demand services mainly within the city centre, tourist attractions, and commercial retail centres with operating licences that authorise operations within an area or radius. Generally these vehicles do not roam in search of passengers. Demand for this type of service is very seasonal with the peak being during the summer season. Fares are charged per kilometre with an additional fee (flag drop)."

The OLS further identifies that the main factors contributing to the "poor performance of this mode" are:

- *Variation in standard of vehicles and oversupply of low quality vehicles;*
- *Variation in the knowledge of drivers and oversupply of poorly-trained drivers;*
- *Relatively high tariffs and not related to service quality;*
- *Operational and financial performance largely carried by drivers and not by the operators;*
- *Variation and perceived inequality in existing operating rights;*
- *Inadequate service quality regulation and enforcement;*
- *Lack of access to radio dispatch systems by small operators; and*
- *Competition from vehicles licenced to provide charter and/or tourist services such as 'chauffeur services' and hotel, airport, and shopping centre shuttles*

In order to improve the performance of the metered taxi industry, the OLS records that the City will develop a "metered taxi operations rationalisation strategy" and that:

"When in receipt of an application for an operating licence for a metered taxi service, the City will take into account the latest version of its operation plan for metered taxi services that has been developed with the industry."

This document is the resulting rationalisation strategy and takes into account the proposed role of metered taxis within the integrated public transport network (IPTN) that is being implemented within the City.

The strategy relates only to "metered taxi services" as defined within the National Land Transport Act 2009 (Act No 5 of 2009). These are public transport services which are available for hire by hailing while roaming, by telephone or otherwise, may stand for hire at a rank and are equipped with a sealed meter. The strategy is not applicable to "charter", "courtesy" or "minibus taxi-type" services as defined by the Act.

1.8. Methodology to develop the rationalisation strategy

The methodology to develop the rationalisation strategy centered around three activities:

- Meetings and workshops with representatives of the industry;
- Surveys of the ranks; and

- Review of international practice

The meetings and workshops with representatives of the industry were conducted through the Western Cape Metered Taxi Council (WCMTC) with the assistance of the Western Cape Government.

The surveys of the ranks were undertaken under the direction of the City of Cape Town's Regulations and Survey Section.

The review of international practice was a desk-top study of documentation found on the internet. After review of general practices it focussed on in-depth studies of four cities with contrasting practices. These cities were New York, Dublin, Sydney and Nairobi.

1.9. Structure of this document

This document is structured as follows:

- Chapter 1: Need for a rationalisation strategy and methodology
- Chapter 2: Short history of metered taxi services in Cape Town
- Chapter 3: Role for metered taxi services in Cape Town
- Chapter 4: Legislation governing the metered taxi industry
- Chapter 5: Current operating models in Cape Town
- Chapter 6: Review of international practice
- Chapter 7: Proposed operating model for Cape Town
- Chapter 8: Summary of the principal proposals and next steps

The National Department of Transport's draft Public Transport Strategy and Action Plan: The Metered Taxi report dated 30 August 2010 which is discussed in Chapter 1 has been bound into this document as **Annexure A**. For information, a copy of the now repealed Municipal Council of Cape Town's Regulation PN 1117/1973 of 14 December 1973 which is discussed in Chapter 4 is also bound into this document as **Annexure B**.

The results of the surveys of the municipal and private ranks within Cape Town which are discussed in detail in Chapter 5 are bound into this document as **Annexure C**. Copies of the workgroup presentations prepared by the Western Cape Metered Taxi Council discussed in Chapter 7 are also bound into this document as **Annexure D**.

Short history of metered taxi services in Cape Town

Metered taxis have been in operation in Cape Town for at least the last one hundred years. The first motor taxicabs with clockwork taximeters plied for trade in 1908 (Taxis of Cape Town, Sean Christie). By 1950 there were some 170 operators providing metered taxi services from ranks located centrally and at most railway stations. These services complemented rail and bus services and formed part of a highly regulated public transport system. In the late 1970's there was a growing demand for "shared taxis" providing shuttle type services from sub-urban railway stations. The popularity for these services forced authorities to relax the regulations on the size of motor vehicle that could be used with the Road Transportation Act (Act 74 of 1977) amending legislation to permit "kombi-type" vehicles to operate (and open the way for the explosive growth of the future minibus-taxi industry utilising 15-seat vehicles).

Initially metered taxi permits issued by the Local Road Transportation Board generally specified a base rank and a service radius, assuming a simple operational model whereby the demand for services was primarily rank-based except when customers called for taxis at their homes. At some centrally located ranks special telephones were installed to enable drivers to receive calls from customers, but these facilities were not well publicised and were often vandalised. Over the years, larger taxi companies installed two-way radios in their vehicles to enable them to serve telephone requests from customers made to their "base" office for which they were issued base permits. Over time the demand for vehicles increased however permits were not issued as their number was strictly linked to the availability of ranking space in the Inner City. This prompted the regulatory authorities to also issue "base" permits for single vehicle and small operators, especially to empower long-serving drivers who had previously applied unsuccessfully for permits. The permits allowed passengers to be picked up within a radius of the address of the base. However, many of these operators did not have radio-dispatch systems so they relied on picking-up passengers whilst parked at popular locations including ranks on private property.

The number of vehicles continued to grow during the late 1990's and early 2000's with 453 taxis recorded using the ranks by the 2004/2005 Current Public Transport Record. Unfortunately no information was collected for the number of base vehicles. By 2007 the City's Operating Licence Strategy recorded 556 vehicles using the ranks. However, of these, only 282 had valid operating licences meaning that a "staggering" 49% of all operators observed were illegal but were responsible for transporting 41% of the 3290 passengers using the mode. Unfortunately again there is no indication of the size of the large radio-dispatch fleets.

The need to improve the operating model for metered taxis was recognised by the Western Cape Government which, in the early 2000's developed a Provincial Vision for Public Transport and Five-year Strategic Delivery Programme. Its Delivery Plan 17 entitled "Metered Taxi Transformation Process" proposed the development of an Operating Licensing Plan that would attend to the major issues affecting the industry including the number of taxis permitted, the nature of operations and communication structures, infrastructure provisions, fee structure and vehicle standards. This intention was never realised.

In order to ensure adequate public transport services were available for the 2010 FIFA World Cup "Special Event Operating Licences" were issued to operators in June 2010. The current status of these licences is being investigated.

Role for metered taxi services in Cape Town

The role for metered taxi services in Cape Town is described within the Integrated Public Transport Network (IPTN) report prepared by Transport for Cape Town. It encapsulates the visions proposed by the National Department of Transport and the Western Cape Government. Each is described below.

1.10. National Department of Transport

The National Department of Transport's vision for metered taxis is contained within its draft "Public Transport Strategy and Action Plan: The Metered Taxi" that was circulated for national consultation in August 2010 but unfortunately has remained in draft format. It is for:

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

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

The document is a sub-strategy to the overarching Public Transport Strategy and Action Plan (that was approved by Cabinet in March 2007) for all modes of transport. The sub-strategy focussed upon the elements shown in **Table 3.1**.

Table 3.1: Elements of National Department of Transport Sub-Strategy for Metered Taxis

Element	Proposed Action
Better regulation	Improved system for administration of Operating Licences
Strong enforcement	Properly trained & staffed inspectorate Anti-corruption measures
Effective research	New database Measurement of criteria Customer satisfaction surveys
Improved vehicles	National minimum standards New taximeter specification
Trained drivers	Training and regular testing on: • local knowledge & regulations • customer care incl special needs
Promotion campaign	Generic brand name Advertising campaign Central booking / dispatch
More ranks	Ranks at transport interchanges Overflow ranks with driver facilities
Accessible service	Attention to ease of use by passengers with special needs

Source: NDoT: Public Transport Strategy and Action Plan: The Metered Taxi (draft for national consultation) 30 August 2010

It is understood that the implementation of the strategy has been put on hold by the Department.

1.11. Western Cape Government ("WCG")

The Western Cape Government's vision for transport is contained within its Provincial Land Transport Framework 2011 – 2016. It is:

"an equitable, sustainable, economically efficient, effective and safe integrated multimodal transport system that allows citizens to access opportunities in a dignified manner, in support of the provincial goal of creating an open opportunity society for all in the Western Cape."

It continues that, by 2050, the Transport System in the Western Cape will be defined by the following elements:

"Fully Integrated Rapid Public Transport Networks (IRPTN) in the higher-order urban regions. The IRPTN will ensure that all modes of public transport are integrated and fulfil their optimal and suitable role……The system is optimally designed according to universal access and design principles."

However, WCG identifies that:

"metered taxi services are not regulated in terms of tariffs or service quality standards. This situation needs to be rectified with the introduction of some form of regulation. Tourist and business visitors usually use this service since it provides a door to door service in the City of Cape Town."

The overall objectives for metered taxi transport that were given within WCG's Provincial Vision for Public Transport and Five-year Strategic Delivery Programme: Delivery Plan 17 – Metered Taxi Transformation Process" as set out in 2002 are therefore still valid. These are:

- *The metered taxi as a component of the public transport sector must be transformed according to a structured programme so that it is in a better position to serve the tourism market and fill public transport "gaps" in the local market*
- *Provincial legislation must be extended to provide for the registration of metered taxi services by the Provincial Transport Registrar to support the sector's transformation*
- *A database of all operators, vehicles owned and their operating circumstances must be developed, and this must be used to obtain a clear and detailed understanding and record of all operators, both legal and illegal, and the markets being served*
- *Hotels and other tourism organisations must be made aware of the role of the metered taxi and services that have encroached unlawfully must be removed*
- *A strategy must be developed to address the problem of other illegal operators that are identified*
- *The capacity to perform effective enforcement in relation metered-taxi services needs to be strengthened at both a provincial and local government level*
- *A driver empowerment initiative providing self-employment for long service metered taxi drivers must be developed and new permits issued on a preferential basis to those who in terms of defined criteria qualify to participate in the initiative*
- *Government's efforts to introduce new legislation and improve its administration in relation to a metered taxi service needs to be accompanied by an equally intensive programme of operator training and development. This training should also be linked to the registration of drivers and permit holders. Introductory training in map reading and other basic operating skills must be provided on a subsidised basis. A strategy must also be developed to provide additional training in respect of tourism and business skills*
- *The process of upgrading vehicle standards must be initiated. A strategy must be developed to assist the replacement of ageing vehicles*

1.12. Transport for Cape Town

Transport for Cape Town's vision for transport within the City is the "Vision of One" as set out in **Table 3.2**.

Table 3.2: Transport for Cape Town's "Vision of One"

	Perspective	Meaning for Cape Town
Vision of One	Plan	One plan for the provision of integrated and inter-operable transport system that has the support and approval of the majority of stakeholders
	Network	One that provides seamless transport from origin to destination using a number of interconnected modes of transport.
	Management System	One uniform management system that plans and maintains the integrated transport systems.
	Contracting Authority	One Authority that provides a public transport service through the contracting of transport operators in an equitable and transparent manner.
	Ticket and Timetable	One integrated timetable and ticketing system for all public transport that provides for convenient and seamless travel within the transport system
	Unified Enforcement System	One uniform law enforcement system that ensures the safety and security of all users of the transport system in a fair and transparent manner.
	Unified Structure	One unified institutional structure to oversee, plan, implement and maintain the integrated transport system.
	Brand	One uniform brand for transport in Cape Town that is easily identifiable and is synonymous with a safe, convenient and cost effective transport system across all modes of transport.

Source: CITP 2013-2018 (December 2013)

Metered taxis are to form part of the Level 4 "Neighbourhood Services" proposed by the Comprehensive Integrated Transport Plan (CITP) 2013 – 2018 of December 2013. These services are characterised by the passenger having more control over the destination or route of the trip than in other forms of public transport.

The role is explained more fully in the IPTN (Section 5.8, May 2014) in which metered taxis form part of the "fine grained capillary-type services" that support the higher capacity modes:

"A public transport system is made up of a variety of modes. The transport network alternatives described above focus on the higher capacity modes to generate the IPTN. Any of these alternatives is assumed to be supported by lower-capacity modes such as

local minibus taxi, metered taxi and even private transport trips which is in addition to non-motorised transport modes such as walking, cycling and pedicabs. These modes provide fine-grained capillary-type services that provide mobility for people typically travelling short trips to local destinations e.g. local minibus taxi trips; or for access to the higher-capacity public transport network, e.g. feed the feeders (and in specific instances the trunks), or for individual trip requirements for a direct trip to a specific destination e.g. metered taxi or Dial-a-Ride type services and for "last mile home" services. Similar to non-motorised transport these lower-capacity services are too fine-grained to be modelled and therefore these are not specifically referred to in the transport network alternatives.

In addition, the transport network alternatives provide 80% of the entire Cape Town population with access to the high-order Integrated Public Transport Network (IPTN) within 500m. It is assumed that the entire metropolitan population will have access to capillary modes, and therefore the 20% of the population not served by the high-order IPTN will be served by this capillary network of lower-capacity modes such as minibus taxi, metered taxi, etc. The capillary network of lower-capacity services is assumed to be applicable to any of the transport network alternatives and does not provide a difference between the transport network alternatives."

Legislation and documentation governing the metered taxi industry

Legislation governing the metered taxi industry has been promulgated by all three spheres of government. The legislation sets out the meaning of a metered taxi service, its operating model including areas of service and tariffs, control on the road and procedures to apply for and renewal operating licences.

1.13. National legislation

(a) National Land Transport Act (Act 5 of 2009) ("NLTA")

Section 1 (1) of the NLTA defines a metered taxi service as:
"a public transport service operated by means of a motor vehicle contemplated in section 66 which-

- *is available for hire by hailing while roaming, by telephone or otherwise;*
- *may stand for hire at a rank; and*
- *is equipped with a sealed meter, in good working order, for the purpose of determining the fare payable, that is calibrated for such fare or complies with any other requirements applicable to such meter"*

Section 66 of the NLTA Metered Taxi Services:

- Allows the entity granting the operating licence to specify areas for picking-up passengers and allows fares to be agreed before the journey begins (but the meter must be kept running);
- Requires the Minister to set standards for sealed meters in accordance with standards set by SABS;
- Allows the Minister or MEC, in consultation with the relevant planning authority, to determine a fare structure and publish it in the Provincial Gazette;
- Allows the Minister or MEC to make regulations providing for:
  - grading system for metered taxis;

- special requirements for drivers (which may include testing their knowledge of an area);
- special marking for vehicles; and
- any other matter affecting the standard or quality of operation

Of the above, the Provincial Regulatory Entity (PRE) is specifying an area for picking-up passengers as a condition on operating licences however the Minister and MEC are yet to enact the other options or requirements.

(b) National Road Traffic Act (Act 93 of 1996) ("NRTA")

Section 6 of the Act states that:
"no person shall operate a motor vehicle which is not in a roadworthy condition on a public road"

and Regulation 115 (1) requires that:
"a professional driving permit (PrDP) shall be held by the driver of .....(e) a motor vehicle used for the conveyance of persons for reward"

Section 50 (2) allows the MEC concerned to inform an operator in whose name a vehicle is registered that it is suspected that he or she does not exercise proper control over their driver to ensure the compliance by the driver with all the provisions of the Act. The MEC may then take action including investigating the operator and, if deemed appropriate, suspending that vehicle's Operator Card for up to 12 months.

(c) Road Transportation Act (Act 74 of 1977)

Section 12A authorises the entity granting the operating licence to require the operator to charge passengers tariffs approved by the entity.

1.14. Provincial legislation

The Western Cape Regulations on Operating Licences (2002) sets out the procedures to be followed to convert a permit to an operating licence and to grant, renew, amend or transfer operating licences.

1.15. Transport for Cape Town documentation

(a) Operating Licence Strategy 2013 – 2018

The Operating Licence Strategy 2013 – 2018, although not legislation, is a statutory document that governs the manner in which applications and renewals for operating licences for services are considered by Transport for Cape Town (TCT). It states that:

"The City will include, in its consideration when providing direction and making representation to the Regulatory Entity with respect to an application for the granting, renewal, amendment or transfer of an OL for a non-contracted service, the following:

- *The availability of ranks or terminals or other facilities or spaces for boarding or alighting, or holding or parking vehicles*
- *Whether the application is supported in the light of its transport plans (ITP);*
- *Whether or not the public transport requirements for the particular route or routes are adequately served by an existing public transport service of a similar nature, standard or quality provided in terms of a commercial service contract or subsidised*

service contract, or in terms of operating licences as shown by the City's transport plans

- *The existence of any by-law, regulation, prohibition, limitation or restriction that is relevant to the transport service that the applicant proposes to operate*
- *The period for which the operating licence should be issued; and*
- *Any other direction or representation the City may have in relation to the application"*

It also states that, in accordance with Section 57 (5) of the NLTA, the City will direct that the Regulatory Entity (RE) impose the following conditions on the Operating Licence for a metered taxi service:

- *The name of the base rank, base area or base address from which the metered taxi operates and the pick-up radius must be marked on both front doors of the authorised vehicle with wording to be approved by the City in addition to the name, address, and nature of business of the holder of the OL;*
- *The driver of the authorised vehicle shall have successfully completed a training programme recognised by the City;*
- *The scale of charges shall be displayed on both front and back doors of the vehicle;*
- *The fare shall be calculated from the time the passenger enters the metered taxi. No charges shall be made from the passenger's destination back to the rank or depot;*
- *The service authorised by the OL must commence within 90 days of the date of collection of the OL from the RE;*
- *That the operator obtains a rank token from the City before they can uplift the OL (only in the case of official municipal ranks);*
- *That the operator signs an agreement with the City for the use of the facility before they can uplift the OL;*
- *That the operator submits proof of passenger liability insurance; and*
- *That the vehicle is fitted with a sealed, working and properly calibrated taxi fare meter (Refer to Sec 66 (2))*

(b) City of Cape Town Traffic By-Law 2011

The Traffic By-Law regulates public transport vehicles and traffic within the City of Cape Town. In particular, the By-law governs:

- the issue and validity of rank tokens;
- use of ranks (must position vehicle in first vacant place available in the queue and if first in queue may respond to the call of a passenger unless the person clearly indicates a preference for another vehicle not in front of the queue);
- conduct of drivers and passengers (no person may try to prevent a person from obtaining a vehicle or a driver from taking on passengers); and
- requires permit / operating licence to be in the vehicle

Of note, however, is that this By-law repealed the Cape Town Municipality Traffic By-law 1117 of 1973 which contained text directly relevant to metered taxi services including a definition for "ply for hire", operation of the taximeter, driver's attire and the TAXI roof sign that is not included in the new text. A copy of this document is reproduced as **Annexure B** to this report.

Current operating models in Cape Town

In theory there are two distinct operating models in use in Cape Town which reflect the conditions stipulated on the operating licences as to how passengers may be picked-up. In practice, this distinction is not observed and the manner of operation depends upon whether the operator is a "small to medium sized operator" with no dispatch system or a "fleet operator" with a call centre and dispatch system.

This chapter initially describes the two theoretical operating models. It then presents the analysis of the trip data provided by some of the fleet operators. This is followed by a discussion of the results of the survey of vehicles using the different ranks within the City, an estimate of the total number of metered taxis in Cape Town and a description of agreements that are in place to use ranks on private property.

1.16. Theoretical Operating Models based upon Operating Licence Conditions

The definition of a metered taxi service in the NLTA (Section 1) permits passengers to be picked-up by:

- hailing while roaming (by telephone or otherwise); and
- at a rank

Also, Section 66 allows the entity granting the operating licence to specify an area for picking up passengers. This legislation has resulted in conditions being stipulated on operating licences that categorise an operator's licence to be either a "rank" or "base" licence as shown in **Table 5.1**.

Table 5.1: Categorisation of operating licences as "rank" or "base"

Category of Operating Licence	Authority to pick-up passengers
Rank	• By hailing (not stated on operating licence but implied by Section 66); • At ranks specified on the operating licence; and • Within a specified radius of that rank (if so stated)
Base	• By hailing (not stated on operating licnence but implied by Section 66); • At their specified base; and • Within a specified radius of that base (if so stated)
Rank and Base	• At authorised private ranks

1.17. Operating Models found in practice

In practice the operating model used by a vehicle depends largely upon whether the vehicle is operated by a "small to medium operator" holding one to nine operating licences with no dispatch system or a "large" operator (typically a "fleet" operator") holding ten or more operating licences with a dispatch system.

The small to medium operators generally do not have radio-dispatch facilities and therefore pick-up passengers by standing at ranks as well as "roaming" (i.e. waiting on the street). This results in some operators holding base licences being technically illegal when they stand at ranks. This generalisation of small to medium operators is, however, changing as some operators have joined together to form the Small and Medium Metered Taxi Owners Association (SMMTAO) which is currently initiating a centralised call centre with dispatch capabilities in addition to replacement of vehicles and provision of credit card payment facilities.

The fleet operators utilise their radio-dispatch facilities to respond to bookings by telephone as well as "roaming" (i.e. waiting on the street). They tend not to use ranks even if some of their licences allow them to do so.

1.18. Analysis of Fleet Operators Trip Data and Number of Vehicles

Analysis of fleet operators trip data

A number of fleet operators provided details of the trips their vehicles made during the weekend of 3 – 5 January 2014. The individual trip data is confidential as it is commercially sensitive and is not reproduced within this report. However, the origin and destinations of all the trips when analysed by suburb is shown in **Figure 5.1**. It shows that most of the trips occur within a 5 – 10 km radius of the CBD. The principal activity nodes are shown in **Table 5.2** and trip lengths in **Table 5.3**.

Number of vehicles and age

The Western Cape Metered Taxi Council Election Database records 456 unique vehicles owned by 20 Fleet Operators. The operators advise that they generally keep these vehicles for up to 3 years from new.

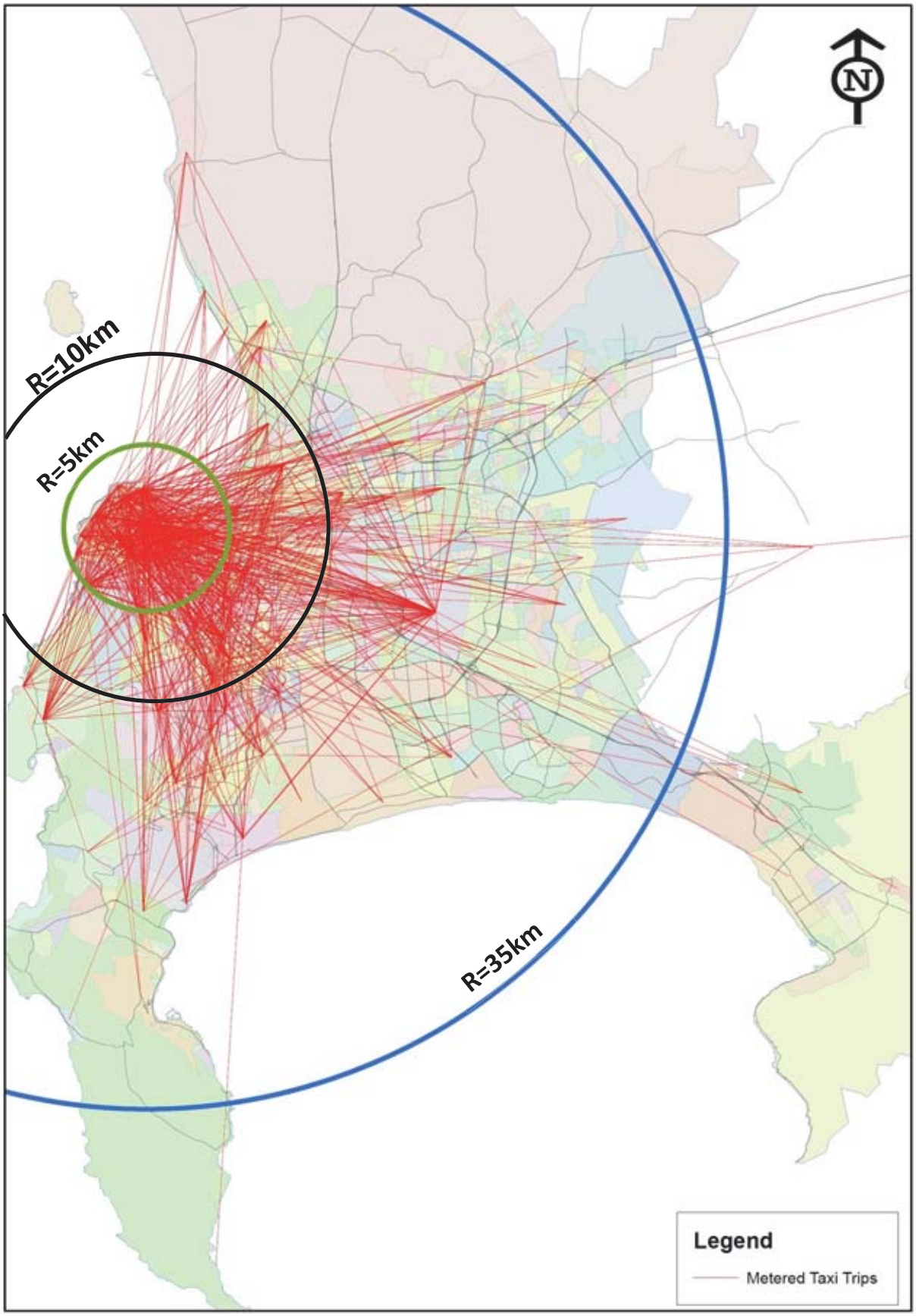


Figure 5.1: Origin and Destination of Collective Fleet Trip Data

Principal Activity Nodes (3 – 5 January 2014)					
Rank	Suburb	Trips From	Trips To	Internal Trips	Total No Trips
1	Cape Town City Centre	852	1315	203	2370
2	Gardens	572	362	76	1010
3	Foreshore	296	666	20	982
4	Sea Point	414	344	69	827
5	Green Point	365	304	26	695
6	Camps Bay/Bakoven	240	205	44	489
7	Airport	111	346		457
8	Woodstock	222	198	22	442
9	Claremont	217	149	49	415
10	Vredehoek	201	118	7	326

Table 5.3: Trip lengths (suburb to suburb)

Number of Trips for fleet operators by Length (3 – 5 January 2014)	
Length (km)	Trips
Internal	620
0 – 5	3599
5.1 – 10	1164
10.1 – 15	524
15.1 – 20	258
20.1 – 25	222
25.1 – 30	30
30.1 – 35	5
>35	14
Total	6436

1.19. Analysis of Rank Surveys and Number of Vehicles

The rank surveys were carried out over the period December 2013 to May 2014. A summary of the findings for each rank are enclosed within **Annexure C** to this report. The analysis of the surveys was undertaken in two stages. The first stage analysed the 48 ranks that were surveyed in
April 2014. The registration numbers of the unique vehicles recorded during these surveys were sent to the Provincial Regulatory Entity (PRE) to request copies of the vehicle's operating licences. The purpose of this was to assess how many vehicles were operating in accordance with these licences ("legal"), how many did not have licences ("illegal") and how many had licences but were not operating in accordance with the stipulated condition of their licences ("technically illegal") .The second stage analysed these 48 ranks plus an additional 11 ranks for which survey data became available later. Copies of operating licences for the additional ranks was not requested from the PRE.

The location of the surveyed ranks is shown in **Figure 5.2** with the number of bays for each type and ownership of rank given in **Tables 5.4** and **5.5**.

Table 5.4: Number of ranks surveyed and Type

Type of Rank	Stage 1: Survey and Operating Licence data requested from PRE (ranks surveyed = 48)				Stage 2: Final number of ranks surveyed (ranks surveyed = 59)			
	Municipal	Private	Parastatal	Totals	Municipal	Private	Parastatal	Totals
Formal	16	12	0	**28**	20	15	2	**37**
Informal	16	4	0	**20**	16	5	1	**22**
Totals	**32**	**16**	**0**	**48**	**36**	**20**	**3**	**59**

Table 5.5: Number of bays at surveyed rank

Type of Rank	Stage 1: Survey and Operating Licence data requested from PRE (ranks surveyed = 48)				Stage 2: Final number of ranks surveyed (ranks surveyed = 59)			
	Municipal	Private	Parastatal	Totals	Municipal	Private	Parastatal	Totals
Formal	85	38	0	**123**	112	55	14	**181**
Informal	33	20	0	**53**	38	20	25	**83**
Totals	**118**	**58**	**0**	**176**	**150**	**75**	**39**	**264**

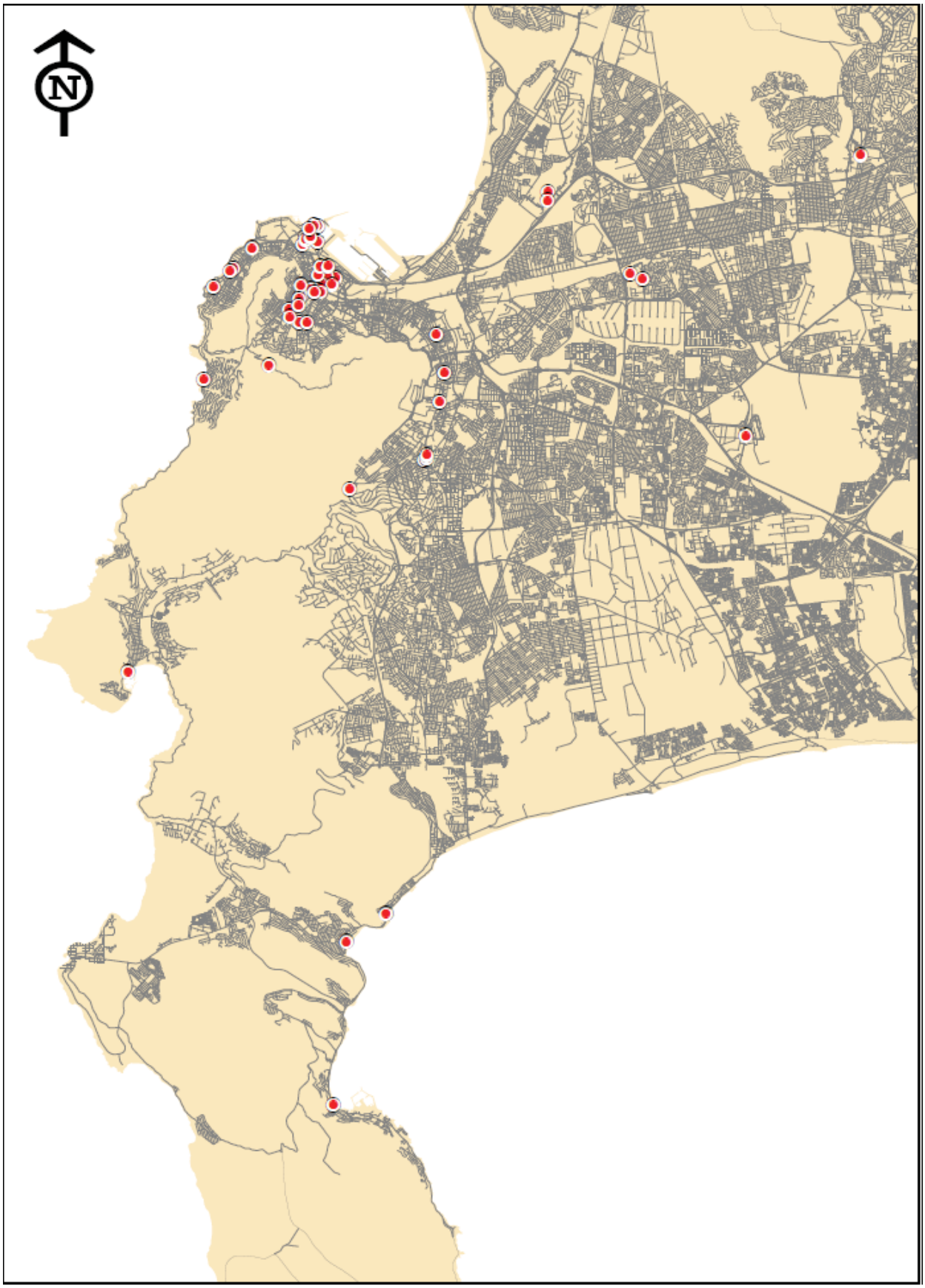


Figure 5.2: Location of surveyed ranks

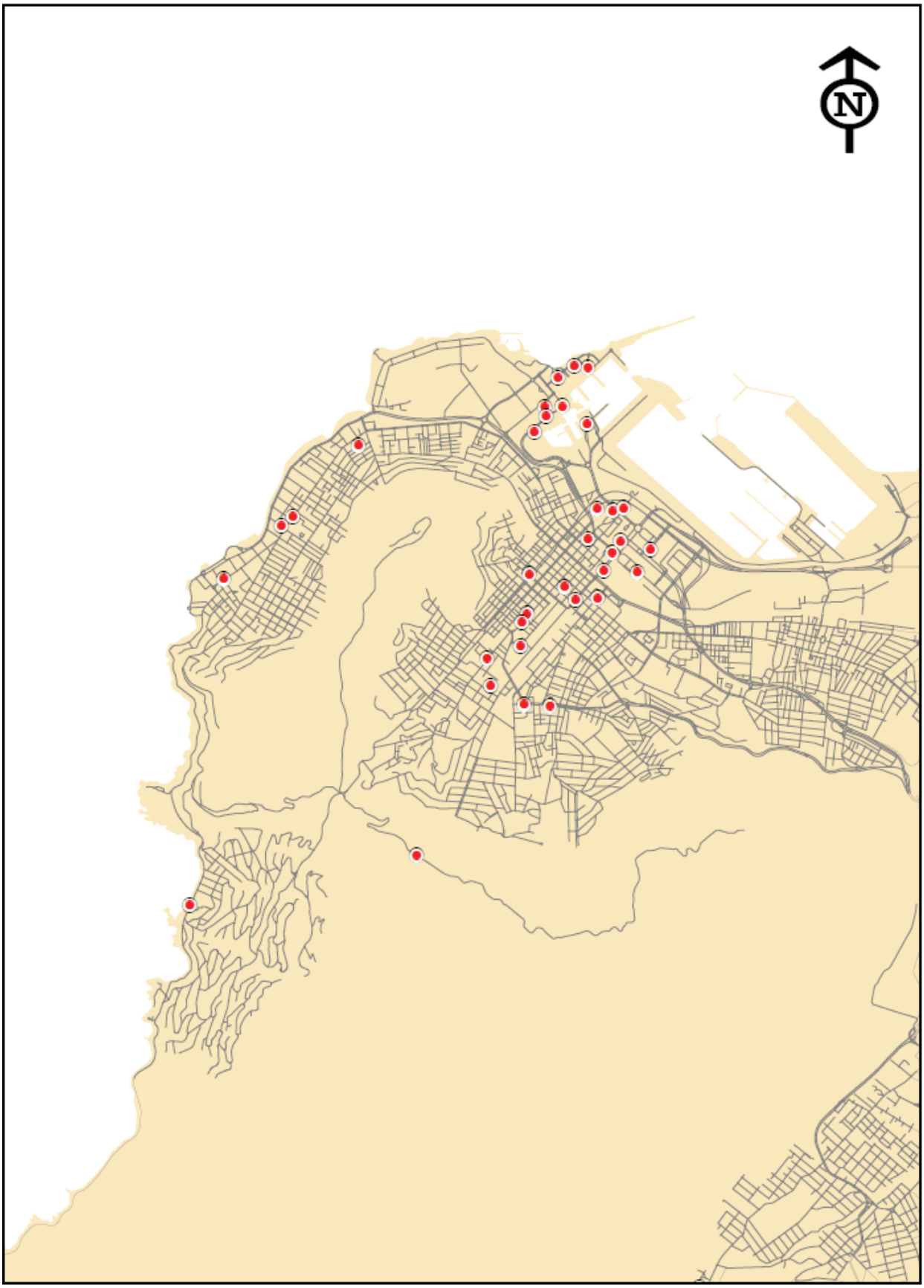


Figure 5.3: Location of surveyed ranks in CBD and surrounds

a) Vehicles observed at surveyed ranks with / without PRE matched operating licences

The Stage One analysis showed that 1205 unique vehicles were seen using the 48 ranks. Of these vehicles, the PRE returned copies of operating licences for 525 metered taxis and 76 tourist / charter vehicles. This means that 604 vehicles had no operating licences found by the PRE and were therefore "illegal". Of the 525 taxis for which the PRE returned copies of operating licences 209 licences were interpreted as being rank licences. The remaining 316 were interpreted as being base licences which are therefore "technically illegal" vehicles when using the ranks. These results are showing in **Figure 5.4**.

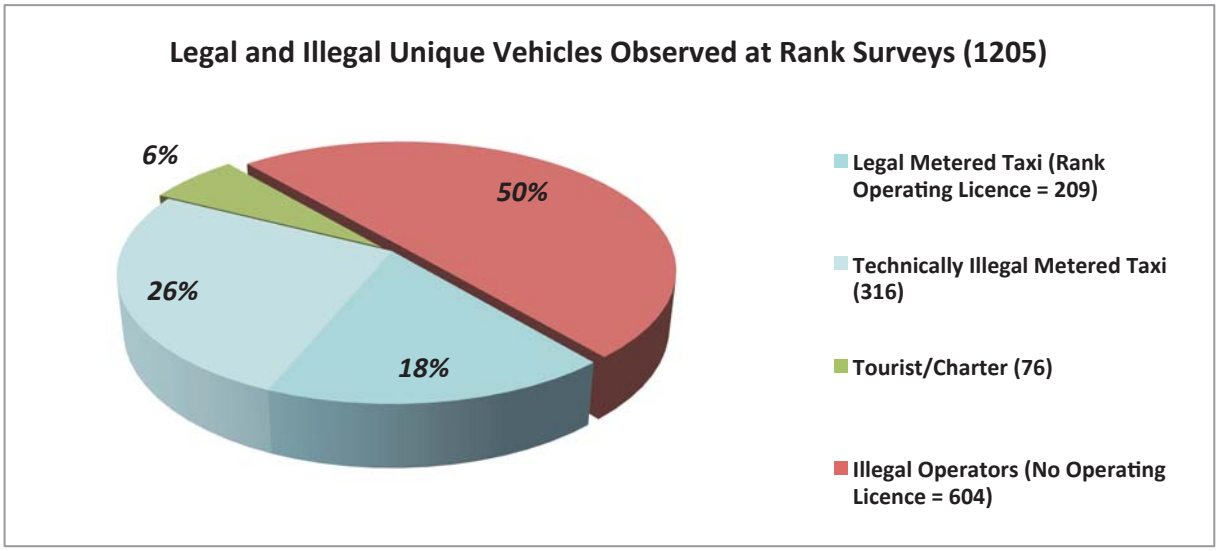


Figure 5.4: Unique vehicles observed at 48 surveyed ranks with and without operating licences matched at PRE

b) Age of vehicles

The age of the 525 vehicles that were observed at the ranks and matched with an operating licence by the PRE is shown in **Figure 5.5**. Some 57% of the vehicles are less than 10 years old. The reason for the increase in number of one year old vehicles registered in 2013 could not be explained.

c) Pick-up and drop-off radii

The pick-up and drop-off radii of the 525 vehicles that were observed at the ranks and matched with an operating licence by the PRE is shown **in Figure 5.6**. It shows that 70% of the vehicles are authorised to pick-up passengers either at a rank or their base or within 5km of that location.

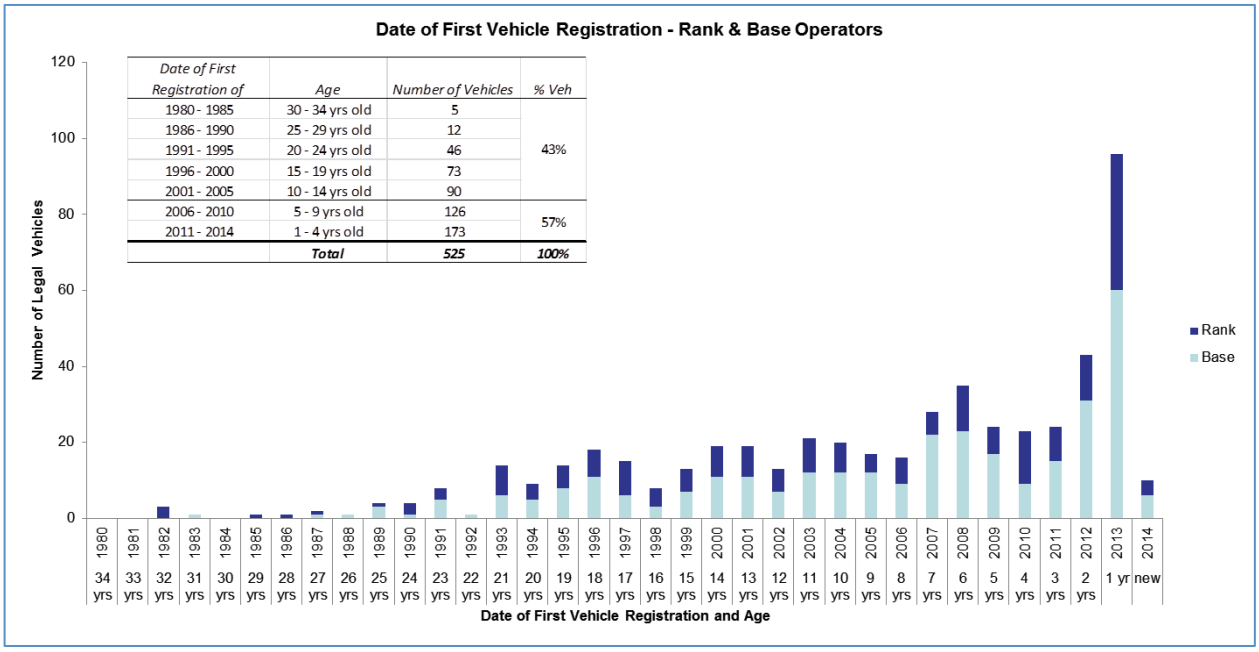


Figure 5.5: Age of vehicles observed at 48 ranks and matched with an operating licence by the PRE

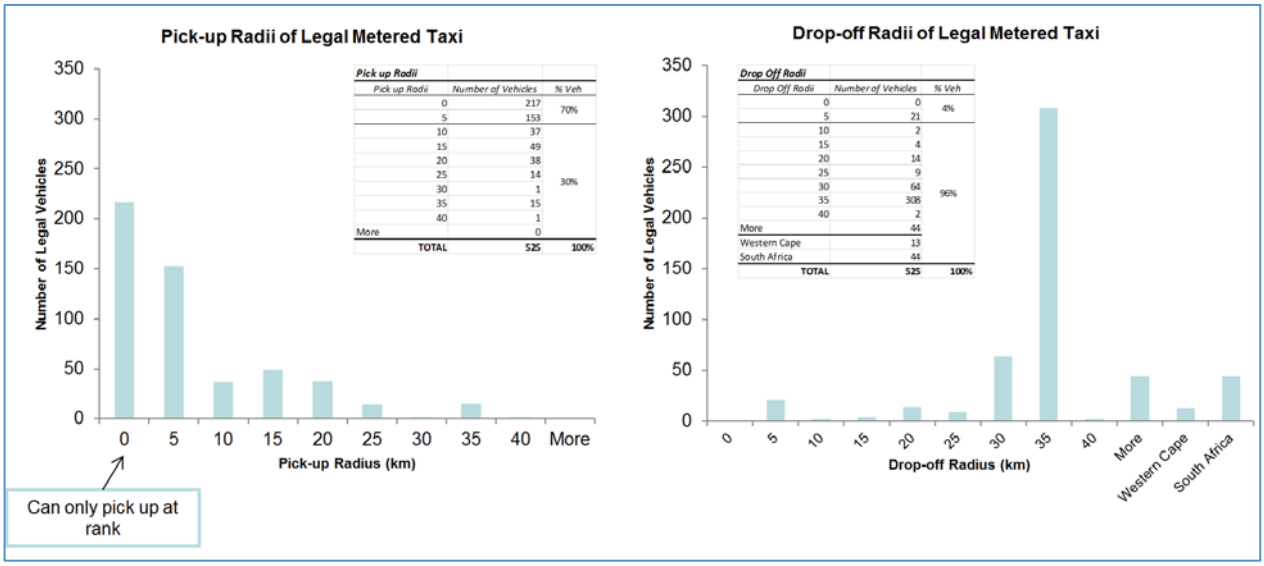


Figure 5.6: Pick-up and drop-off radii for vehicles observed at 48 ranks and matched with an operating licence

d) Usage of ranks

The vehicle usage of all the ranks surveyed is shown in **Figure 5.7**. It shows that the busiest individual rank in terms of vehicles departing from a rank is the Drop & Go at Cape Town International Airport (689 departing vehicle trips) followed closely by the rank adjacent to the Victoria & Alfred Hotel in the Waterfront (669 departing vehicle trips). The busiest individual rank within the CBD is Plein Street (249 departing vehicle trips). If all the individual ranks within an area are grouped together, the busiest node is the CBD (2156 departing vehicle trips) followed by the V&A Waterfront ranks (1234 departing vehicle trips) and the Airport (1035 departing vehicle trips).

The passenger usage of all the ranks surveyed is shown in **Figure 5.8** for arriving, departing and total number of passengers. The busiest individual rank for total number of passengers is the Victoria & Alfred Hotel in the Waterfront (1272 passengers) followed by the Drop & Go at Cape Town International Airport (1107 passengers). The Victoria & Alfred Hotel has approximately the same number of arrivals (591) as departures (681) whilst, naturally, the Drop & Go at the Airport has a significantly greater number of arrivals (1041) than departures (66). If all the individual ranks within an area are grouped together, the busiest node in terms of total passenger usage is the CBD (3637 passengers) followed by the V&A Waterfront ranks (2349 passengers).

1.20. Number of vehicles in metered taxi fleet

The number of vehicles in the overall metered taxi fleet is at least 1585 as shown in **Table 5.6**. This excludes any unique vehicle that may be operating at the Airport, Cableway and Century City which must be added.

Table 5.6: Number of vehicles in metered taxi fleet

Operator	Metered Taxis that have Operating Licences		Unique Vehicles with no Operating Licences	Totals
	Using Legally	Using illegally(3)		
Rank Operators Observed at Ranks(1)	209		604	**1129**
Base Operators Observed at Ranks (Excludes Fleet Operators)		316		
SUB-TOTAL	**525**		**604**	**1129**
Fleet Operators (2) (Not using ranks)	456			**456**
TOTALS	**665**	**316**	**604**	**1585**

Sources:
(1) Rank Survey April 2014 (excludes Airport, Cableway and Century City as list of legal vehicles is not available)
(2) Western Cape Metered Taxi Council Election Database (may not be all)
(3) Base licence special condition: "*the use of any rank in the City of Cape Town is prohibited*"

1.21. Agreement with Private Property Owners

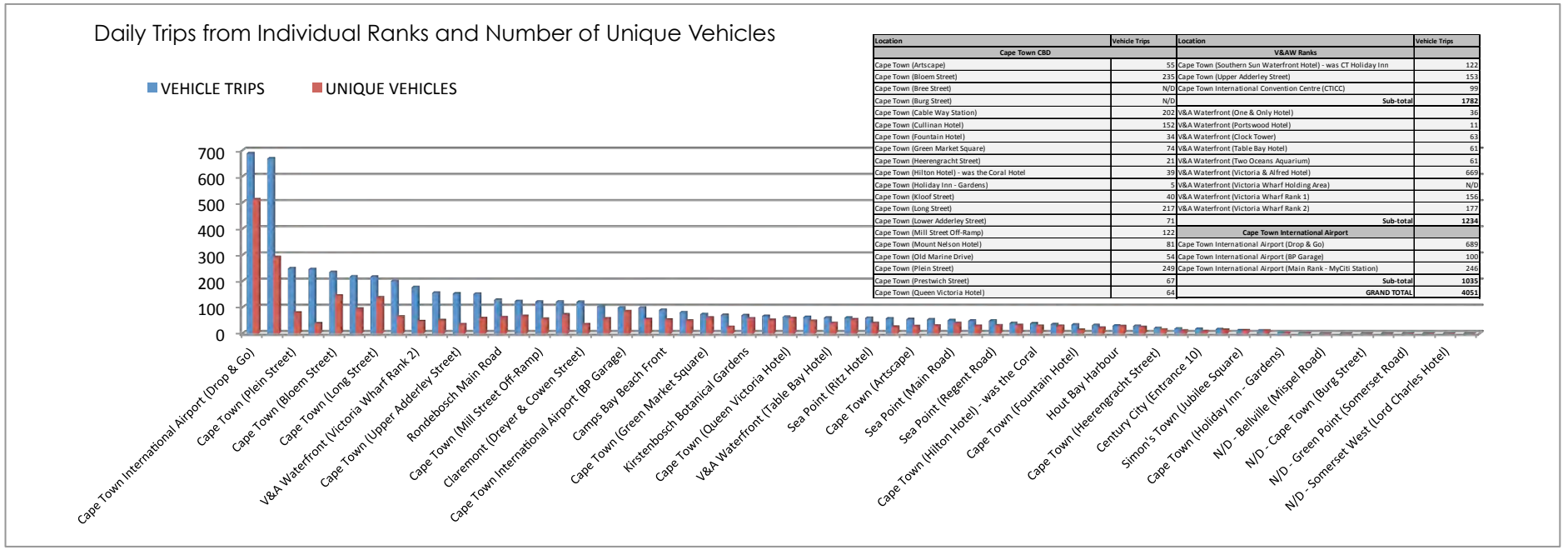
Metered taxis may only use ranks that are located on private property if the operator has an agreement with the property owner. The principal ranks on private or parastatal property are those at the V&A Waterfront and Cape Town International Airport. Smaller private ranks are located at major shopping centres (e.g. Century City) and hotels (e.g. Mount Nelson).

It is known that agreements exist between the V&A Waterfront and individual metered taxi operators which were entered into 2010 and are valid for 5 years. Prior to this metered taxis operating within the precinct were issued with "Harbour Permits" which allowed them to rank and operate anywhere within the precinct. The quantity and quality of vehicles were not regulated by the V&A Waterfront and illegal operators were prevalent.

The agreement entered into 2010 with operators who historically worked in the area rationalised the operations by imposing quantity and quality requirements including that no vehicle may be older than 10 years. A Code of Conduct is in place as part of the agreement. The presence of illegal operators, however, remains a problem.

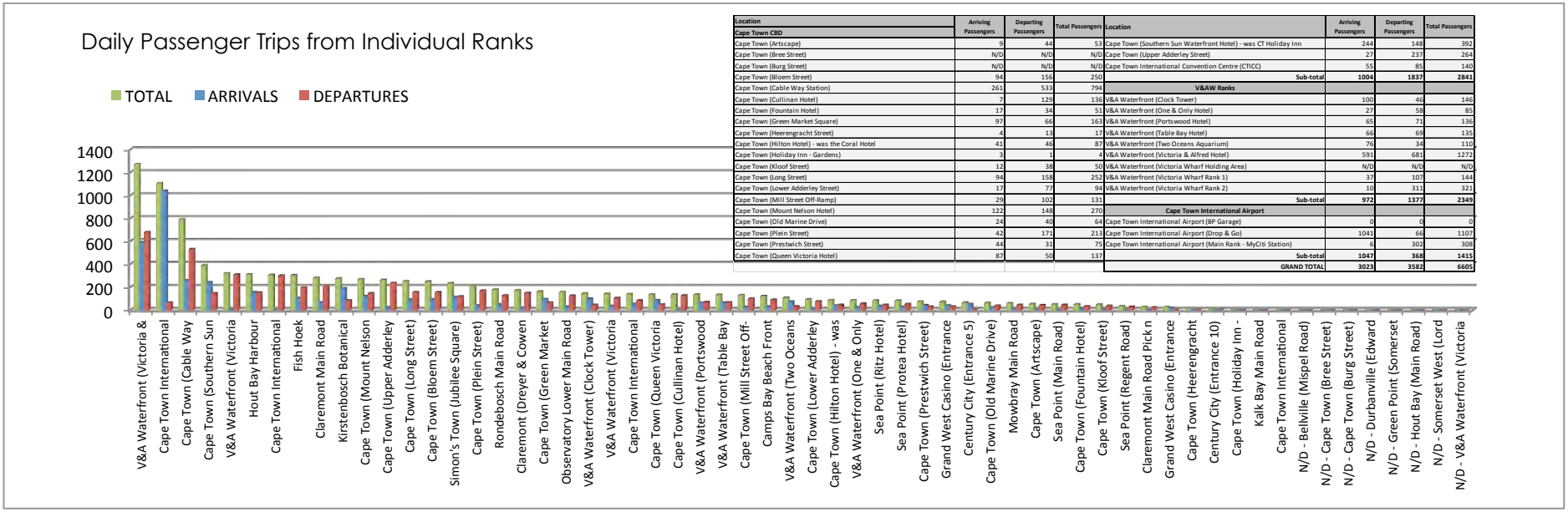
The Airports Company South Africa (ACSA) has a formal agreement in place with individual operators who have historically provided services to the facility. A Code of Conduct has been signed which includes vehicle specification and criteria. Authorised vehicles are permitted to use the dedicated rank to stand for passengers. This rank is boom controlled. Metered taxis that are not part of the agreement are not permitted to use the rank and may only "drop and go" in front of the terminals. In practice, many stand at the Caltex Petrol Station which is close to the Airport to await a call from their dispatcher.

Century City also has a formal agreement in place with metered taxi operators who formed themselves into a company (Century City Cabs). The vehicles use access cards to enter the dedicated ranks which are boom controlled and monitored by security guards. There is no Service Level Agreement in place and the operators generally "self-regulate" their conduct.



Location	Vehicle Trips	Location	Vehicle Trips
Cape Town CBD		**V&AW Ranks**	
Cape Town (Artscape)	55	Cape Town (Southern Sun Waterfront Hotel) - was CT Holiday Inn	122
Cape Town (Bloem Street)	235	Cape Town (Upper Adderley Street)	153
Cape Town (Bree Street)	N/D	Cape Town International Convention Centre (CTICC)	99
Cape Town (Burg Street)	N/D	**Sub-total**	**1782**
Cape Town (Cable Way Station)	202	V&A Waterfront (One & Only Hotel)	36
Cape Town (Cullinan Hotel)	152	V&A Waterfront (Portswood Hotel)	11
Cape Town (Fountain Hotel)	34	V&A Waterfront (Clock Tower)	63
Cape Town (Green Market Square)	74	V&A Waterfront (Table Bay Hotel)	61
Cape Town (Heerengracht Street)	21	V&A Waterfront (Two Oceans Aquarium)	61
Cape Town (Hilton Hotel) - was the Coral Hotel	39	V&A Waterfront (Victoria & Alfred Hotel)	669
Cape Town (Holiday Inn - Gardens)	5	V&A Waterfront (Victoria Wharf Holding Area)	N/D
Cape Town (Kloof Street)	40	V&A Waterfront (Victoria Wharf Rank 1)	156
Cape Town (Long Street)	217	V&A Waterfront (Victoria Wharf Rank 2)	177
Cape Town (Lower Adderley Street)	71	**Sub-total**	**1234**
Cape Town (Mill Street Off-Ramp)	122	**Cape Town International Airport**	
Cape Town (Mount Nelson Hotel)	81	Cape Town International Airport (Drop & Go)	689
Cape Town (Old Marine Drive)	54	Cape Town International Airport (BP Garage)	100
Cape Town (Plein Street)	249	Cape Town International Airport (Main Rank - MyCiti Station)	246
Cape Town (Prestwich Street)	67	**Sub-total**	**1035**
Cape Town (Queen Victoria Hotel)	64	**GRAND TOTAL**	**4051**

Figure 5.7: Vehicle usage of all ranks surveyed (vehicle departures)



Location	Arriving Passengers	Departing Passengers	Total Passengers
Cape Town CBD			
Cape Town (Artscape)	9	44	53
Cape Town (Bree Street)	N/D	N/D	N/D
Cape Town (Burg Street)	N/D	N/D	N/D
Cape Town (Bloem Street)	94	156	250
Cape Town (Cable Way Station)	261	533	794
Cape Town (Cullinan Hotel)	7	129	136
Cape Town (Fountain Hotel)	17	34	51
Cape Town (Green Market Square)	97	66	163
Cape Town (Heerengracht Street)	4	13	17
Cape Town (Hilton Hotel) - was the Coral Hotel	41	46	87
Cape Town (Holiday Inn - Gardens)	3	1	4
Cape Town (Kloof Street)	12	38	50
Cape Town (Long Street)	94	158	252
Cape Town (Lower Adderley Street)	17	77	94
Cape Town (Mill Street Off-Ramp)	29	102	131
Cape Town (Mount Nelson Hotel)	122	148	270
Cape Town (Old Marine Drive)	24	40	64
Cape Town (Plein Street)	42	171	213
Cape Town (Prestwich Street)	44	31	75
Cape Town (Queen Victoria Hotel)	87	50	137

Location	Arriving Passengers	Departing Passengers	Total Passengers
Cape Town (Southern Sun Waterfront Hotel) - was CT Holiday Inn	244	148	392
Cape Town (Upper Adderley Street)	27	237	264
Cape Town International Convention Centre (CTICC)	55	85	140
Sub-total	**1004**	**1837**	**2841**
V&AW Ranks			
V&A Waterfront (Clock Tower)	100	46	146
V&A Waterfront (One & Only Hotel)	27	58	85
V&A Waterfront (Portswood Hotel)	65	71	136
V&A Waterfront (Table Bay Hotel)	66	69	135
V&A Waterfront (Two Oceans Aquarium)	76	34	110
V&A Waterfront (Victoria & Alfred Hotel)	591	681	1272
V&A Waterfront (Victoria Wharf Holding Area)	N/D	N/D	N/D
V&A Waterfront (Victoria Wharf Rank 1)	37	107	144
V&A Waterfront (Victoria Wharf Rank 2)	10	311	321
Sub-total	**972**	**1377**	**2349**
Cape Town International Airport			
Cape Town International Airport (BP Garage)	0	0	0
Cape Town International Airport (Drop & Go)	1041	66	1107
Cape Town International Airport (Main Rank - MyCiti Station)	6	302	308
Sub-total	**1047**	**368**	**1415**
GRAND TOTAL	**3023**	**3582**	**6605**

Figure 5.8: Passenger usage of all ranks surveyed

1.22. Challenges being faced by passengers, government and operators

During meetings with government and the operators it is clear that the metered taxi mode faces many challenges that need to be overcome to successfully grow the sector and restore in it confidence, accountability and pride. These challenges include those below:

Challenges being faced by passengers

- Fares are considered too high;
- Variability in vehicle and driver standards;
- Lack of availability of services outside CBD; and
- Lack of universal accessibility

Challenges being faced by government

- Lack of services outside CBD and Southern Suburbs to function as part of the IPTN "capillary network";
- Lack of reliable data to assess supply and demand;
- Lack of resources to deter illegals and enforce operating licence conditions; and
- Incomplete legislation (especially repealed by-laws)

Challenges being faced by Operators

- Rank and base operators

- Competition from illegal operators;
- Too many technical constraints to be legal;
- Legal operators are "victimised" by law enforcement as they are "easy targets";
- Fares not affordable to residents; and
- Lack of operating licences to grow the industry

- Ranks operators

- Generally vehicles and technology are outdated

- Base operators

- Unregulated (and illegal?) competition from e-hailing apps; and
- Change in nature of business due to MyCiTi services (more trips but shorter distances)

Review of international practice

A review of international practice was conducted in order to compare the practices used in Cape Town with those in other cities. The review was a desk-top study using information sourced from the internet. As such, the information gathered has not been verified with the source authorities and may not represent the latest practices in these selected cities which constantly changes. The review commences with general comment on the different market segments found in the metered taxi industry then looks at the practices adopted in four contrasting cities. It concludes with a comparison of the practices used in Cape Town.

1.23. Market segments and their regulation

There are three predominate market segments that the metered taxi industry serve in most countries. These are:

- Hail or roaming market in which a customer flags down a taxi that is roaming on the street;
- Rank or stand market in which a customer hires a taxi that is waiting for passengers at a designated waiting area; and
- Dispatch or pre-booked market in which a customer pre-arranges a trip through a taxi company which dispatches a taxi to collect them at the agreed time and place

The characteristics of each of these three markets are different although the hail and rank markets are similar and are often referred to as the "walk-up" market. Most cities are served by a combination of dispatch, rank and sometimes street hail trips (Schaller: Entry Controls in Taxi Regulations).

The "hail" or "roaming / cruising" market is most prominent in larger cities with a high density of customers and taxis. A good example is New York City. The market's characteristics and typical forms of regulation are described by Aarhaug[1] as follows:

> *"The economics of the hail segment is studied in several empirical studies. From the literature we find an agreement that the hailing market segments need regulation. This is based upon the observation that, when a taxi meets a customer the customer is faced with a temporary monopoly supplier. For the customer, choosing to wait means uncertainty, as he or she does not know when the next vacant taxi is coming or what the taxi charges. This gives bargaining power to the taxi driver. And in an unregulated market one would expect the prices to rise and be unpredictable. Further pushing in this direction is the fact that as there is little or no economics of scale in operating taxis in this market segment. The capital need is a car. As a consequence one would expect high number of taxi vehicles, high fares and low salaries, quality and profits as a free market solution.*

[1] Jorgen Aarhaug "Taxi: Different Solutions in Different Segments" (2013)

Many cities find, or have at a point in history found, this solution unattractive and impose regulations. These regulations can take different forms. Typically they include licensing, restricting the number of vehicles allowed, restricting the type of vehicle, requiring the drivers to have certain proof of qualification etc.

The "rank or stand" market is typically located near to major transport hubs such as airports and railway stations and at hotels and government buildings in most city centres. Its characteristics and typical forms of regulations are again described by Aarhaug[1] as follows:

"In most cities the taxi ranks are organised on the basis first in first out. Even when this is not the case there is a strong tendency for people to choose the first taxi in the rank.

From an economic perspective the rank has many of the same properties as the cruising market segments. However it does not need such high taxi densities to work, as the taxis are located at hubs rather than spread over a large surface area. There is a tendency for prices to be pushed up in a free market situation, as customers are faced with a monopoly supplier in most cases, even if there are taxis from different companies offering taxis. There are little or no economics of scale in offering the service. The barriers to entry are low. In an unregulated market this will result in a high number of vehicles, low wages, low profits, and as follows a push towards cutting corners and reducing quality. As a consequence the free market solution is found not to be attractive by most western cities. This market segment is therefore often regulated. Typical regulations include licensing (you need a licence in order to drive legally), restricting entry cap on number of licences, unmet demand test etc), quality requirements for drivers (local knowledge, language etc) and vehicle (technical specifications, accessibility, etc) and regulated prices (and/or price information)."

The "pre-book" or dispatch market is found in most towns and cities. Again, its characteristics and forms of regulations are described below by Aarhaug[1]:

"From an economic point of view the telephone market is very different from the "street" markets. Here, the customer or someone acting on behalf of the customer orders a taxi from a dispatcher. This dispatcher then allocates a vehicle to the particular trip. In many cases this is done automatically. In these market segments there are significant economies of scale, as there is economics of density and a need to keep often expensive computer infrastructure and a round the clock telephone service. This induces fixed costs, which are large compared with the street market segments. However, in this market segment a potential customer can quite easily call different companies and compare prices and availability. It is also easier to build up a set of experiences with different companies, as there will

be fewer. As a result this market can function quite well with much less regulation than the street markets. However some regulation, such as quality requirements (on vehicles and drivers) to ensure safety and requirements on opening hours, to ensure availability, may still be called for.

A summary of the three market segments and their characteristics, interpreted from the above descriptions of Aarhaug, is shown in **Table 6.1**.

Table 6.1: Market segments and their characteristics

Characteristics	Walk up market		Dispatch market
	Rank	Hail	
Customer / taxi interface	Temporary monopoly supplier as customer does not know when the next vacant taxi is coming or what it will charge		Potential customer can easily call different taxi companies and compare prices and availability before selecting. Customer can build up a set of experiences
Fixed costs	Low – capital need is a car		High – dispatch system / 24 hr service
Economics of scale	Little or none		Significant
Leading to	High number of vehicles Low salaries Low quality of service High fares		Fewer companies
Requirement for regulation?	Yes		Less regulation necessary
	Control number of vehicles Control quality (vehicles & drivers) Control fares		Control quality (vehicles & drivers) Ensure availability (geographical area / time of day)

Source: An interpretation of characteristics from Aarhaug "Taxi: Different Solutions in Different Segments"

1.24. Regulation of the taxi industry (entry controls)

Regulation of the metered taxi industry is based upon three aspects:

- Regulation of the number of vehicles providing the service ("quantity");
- Regulation of the quality of the service being provided ("quality"); and
- Regulation of the fares or tariff charged ("fares")

(c) Regulation of quantity (number of taxis)

Quantitative regulations involve some degree of control of the quantity of taxis in the industry and thus the supply of vehicles in the taxi market. The degree of regulation ranges from totally closed markets into which no new entrants are allowed to markets without any restrictions on the number of operators and vehicles. The regulation is usually achieved by some kind of licensing regime which can impose certain requirements on the operator. If these conditions are not fulfilled the licence can be revoked. A common condition is restrictions on the pick-up area for a customer. The quantity can be a predetermined ceiling which cannot be altered in the short term of which the best example is the medallion system in New York which caps the number of walk-up taxis to a limit which was set in 1937. The quantity can also be determined by objective criteria used when issuing licences (such as the number of licences in relationship to the population size) or by subjective criteria related to public need[1]. In all cases, access to "hot spots" such as airports and concentrated walk-up markets such as convention and entertainment centres is restricted.

However, analysis has shown that such controls have quite different impacts in the dispatch and walk-up markets in the United States and Canada[2]. Without entry control the walk-up market experiences an oversupply of taxis leading to deterioration of vehicle and driver quality whilst entry control leads to deficiencies in availability in the dispatch market.

(d) Regulation of quality

Intense competition and the incentive to cut costs can lead to a reduction in the quality of service provided by the operator to the customer. Quality standards are therefore required to enforce minimum levels of services. The standards can refer to both the vehicle (age, size, condition, visibility, accessibility), to the driver (age, ability and knowledge) and to the dispatch base (ability to manage, financial stability, adequate off-street parking space). The standards can be applied individually to operators or to companies. The quality standard chosen will affect the number of operators who enter the industry. Standards that are too high deter entry, favour incumbent taxis and price some customers out of the market. The standard should therefore be objective and be based on customers willingness to pay for incremental improvements[3].

(e) Regulation of fares

For the taxi market to operate smoothly it is important that customers have reliable and relevant information regarding the likely cost of the journey[2]. Generally, fares should therefore be regulated as:

[1] OECD "(De) Regulation of the Taxi Industry: Round Table 133" (2007)
[2] Bruce Schaller "Entry Controls in Taxi Regulation: Implementations of US and Canadians experience for taxi regulation and deregulation" (2007)
[3] OECD: "Policy Roundtables: Taxi Services: Competition and Regulation" (2007)

- There are significant search costs to the walk-up customer if they choose to "shop around" e.g. the uncertainty of whether there will be another taxi, the waiting time for that taxi and the possibility that the next taxi may be more expensive;

- Many vulnerable customers (e.g. tourists and those unfamiliar with the journey) may be susceptible to overcharging; and

- Price competition is unlikely to work at ranks where the custom is to take the next taxi in the queue

Fare regulation can take many forms – maximum, minimum or fixed charge per kilometre and can vary by time of the trip start.

Further guidance on the regulation of the metered taxi industry for developing countries is given by the World Bank's K Gwilliam[1] based upon both theoretical and empirical considerations. This guidance is reproduced in **Table 6.2**.

Table 6.2: Regulation of Taxi Markets in Developing Countries

- ❑ *Taxi regulation needs to be tailored to local problems, objectives and market conditions, with the greatest attention paid to behaviour in the cruising (roaming) market*
- ❑ *Quality control regulations should cover vehicles (safety & emissions) and drivers (good character, safe driving skills, good health and geographical information)*
- ❑ *In the cruising market, neither total regulation (fare and entry) nor total deregulation is likely to be as effective as partial regulation involving fare control accompanied by quality-controlled free-entry*
- ❑ *Where quantity control is deemed necessary to reduce congestion, tight price control and/or competitive tendering of annual operating licences should also be implemented.*
- ❑ *Strong enforcement capability is necessary to maintain quality.*
- ❑ *Where liberalization of a previously strict regulation is involved, it may be necessary to undertake the liberalization gradually, paying attention to the effects on the livelihood of poorer individual operators*
- ❑ *In cities where taxis contribute significantly to air pollution, tight environmental controls should be considered, taking into account the demonstrated local availability and capability of maintaining cleaner technology and cleaner fuel vehicles*

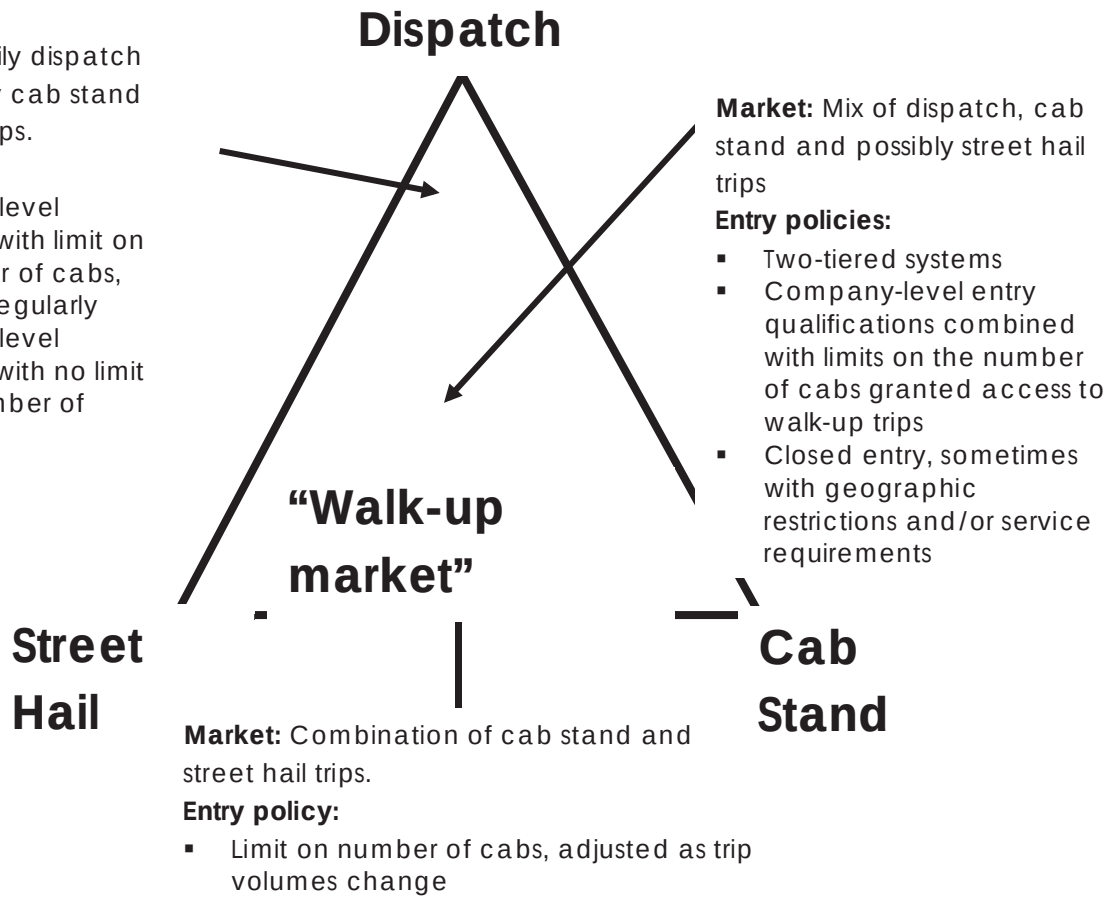
Source: K Gwilliam – World Bank – Regulation of Taxi Markets in Developing Countries – Issues & Options (2005)

1.25. Appropriate mixture of regulations for different markets

Schaller has observed that although discussions of entry controls are often framed in terms of open entry versus closed entry there are a spectrum of policies available. This

[1] Kenneth M Gwilliam "Regulation of Taxi Markets in Developing Countries Issues and Options" (2005)

spectrum includes the two extremes as well as a broad middle ground in which some entry is allowed but under varying conditions. However, entry policies tend to be similar in cities with similar market characteristics that were examined in the United States and Canada and are as summarised in **Figure 6.1**.



Source: Schaller (Entry Controls in Taxi Regulations: Implementation of US and Canadian experience for taxi regulation and deregulation)

Figure 6.1: Typical entry policies for taxi customer market segments in the United States and Canada

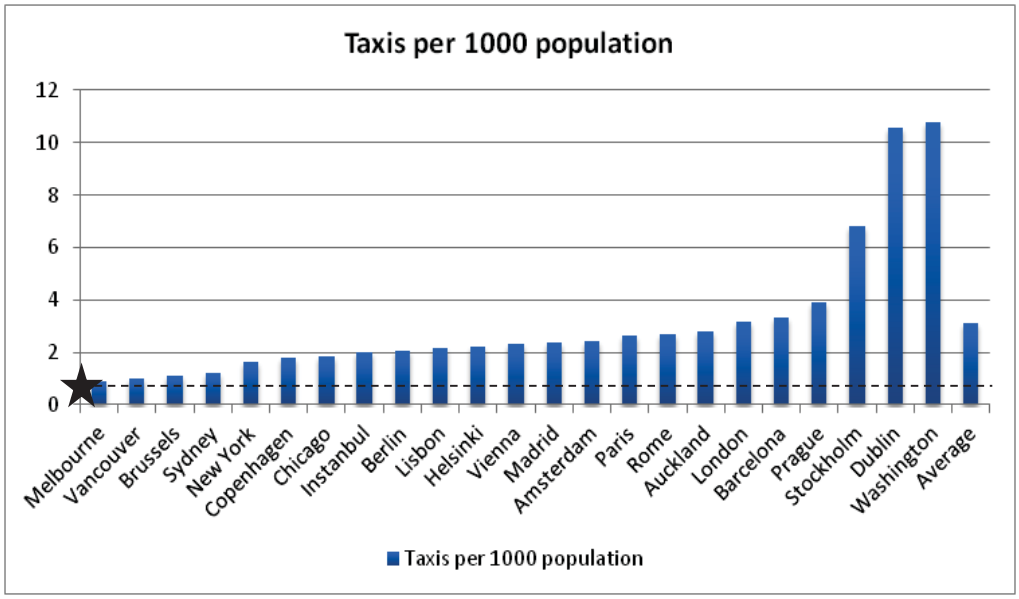
Schaller explains:

> *"The peak of the triangle represents jurisdictions with a predominance of dispatch trips and few if any cab stand trips. These jurisdictions have generally migrated toward the use of company-level standards, reflecting the market's orientation toward dispatch trips. The number of cabs operated by each authorised company may or may not be regulated. If it is, and if the area is experiencing a growth of demand, the number of cabs is usually adjusted regularly to keep pace with increased demand.*

The middle section of the triangle represents the majority of cities under consideration. These cities have varying mixes of dispatch and walk-up trips. A range of entry policies are evident, including two-tiered systems, company-level entry qualifications combined with limits in access to cab stands, and closed entry with possibly service and geographic requirements and restrictions. The overall objective for this group of cities is to find the blend of entry policies and entry qualifications that best meets the diverse needs of dispatch and walk-up trips, taking into account market size, geography, industry characteristics and other relevant factors. Some cities have been more successful than others in arriving at an effective set of policies.

At the base of the triangle are jurisdictions with exclusively walk-up trips, either at cab stands or via street hail. The pure example is the airport cab stand. This part of the triangle is also relevant to the street hail segment of two-tier systems. At the base of the triangle the primary objectives are to limit the number of cabs to prevent oversupply and to adjust the number of cabs as trip volumes change. Licensing practices range from exclusive franchises to medallion systems."

An overview of the controls adopted in four contrasting cities that reflect the spectrum described above follows. However, for interest, **Figure 6.2** shows the number of taxis per 1000 population in leading cities around the world and their gross population density. These cities do not have Cape Town's competing minibus-taxi services but do have more extensive, integrated bus and rail systems.

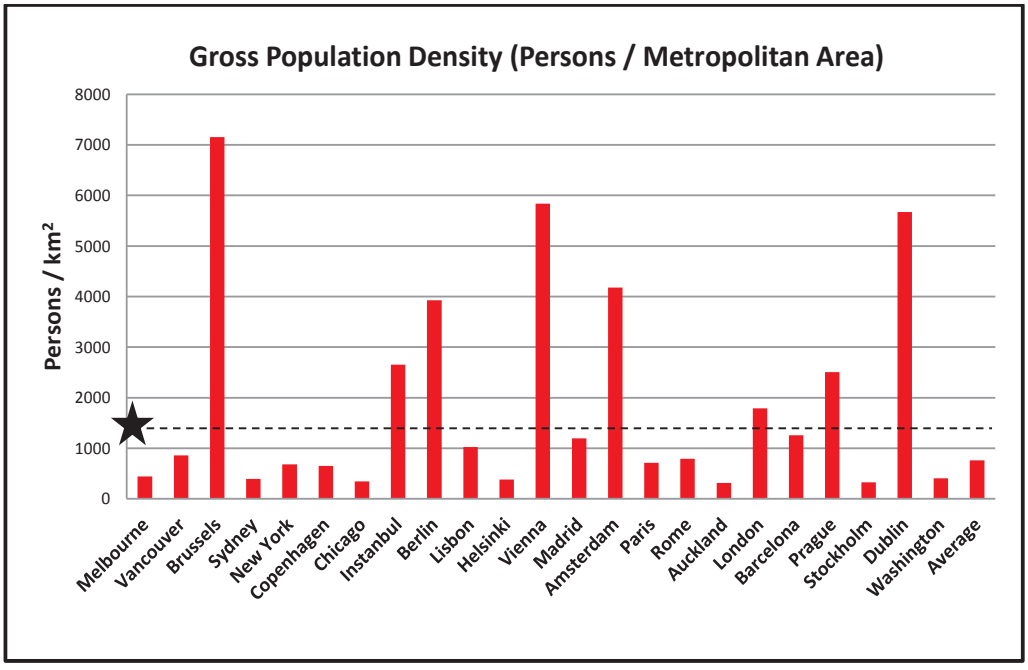


★ **Cape Town:**
0.26 legal[1] meter taxis (981) per 1000 pop

0.42 legal & illegal[2] meter taxis (1585) per 1000 pop

1) Observed at ranks + WCMTC Fleet operators
2) Where no operating licences where available for vehicles observed at ranks

Source: Taxi Regulation Review, Ireland (2011)



★ **Cape Town:**
1529 persons per km[2]

Source: Various

Figure 6.2: Comparison of the number of metered taxis in Cape Town with other international cities

1.26. Some examples of regulatory controls used in international cities

Four cities were studied to record their approach to regulation of the metered taxi industry. These cities were:

- New York;
- Dublin;
- Sydney; and
- Nairobi

All have competing "For Hire" vehicles in which meters are prohibited and passengers must "pre-book" their journeys. A detailed summary of the regulations for each city is presented in **Table 6.3**.

New York City

The taxi industry in New York City is governed by the New York City Taxi and Limousine Commission (TLC) which was created in 1971. Administrative tribunal functions are performed by the Taxi and Limousine Tribunal at the independent Office of Administrative Trials and Hearings (OATH). The TLC's overall purpose is to "continue, further develop and improve taxi and limousine service in the city" which include both the famous Medallion taxicabs and "For Hire Vehicle" services. Its powers and duties with respect to regulation and rate-setting include:

- Formulation and adoption of rules reasonably designed to carry out the purpose of the Commission;
- Set and enforce standards and conditions of service;
- Establish and enforce standards of safety, comfort, convenience, operational efficiency and compliance with good public policy in the design of vehicles and auxiliary equipment;
- Establish and enforce standards to ensure all Licencees are and remain financially stable;
- Establish and enforce standards for insurance and minimum coverage;
- Establish and enforce standards for record-keeping and reporting; and
- Set and enforce rates of fare to be charged and collected

Yellow cabs are owned and operated by fleet companies, individual owner / operators and driver owned vehicles with the medallion leased from its owner. There is a pre-determined ceiling for the number of yellow medallion cabs of 11 787 which was set in 1937 and recently increased to 13 437 (TLC Minicab Fact book 2014) following the auction of extra medallions for accessible vehicles in 2013. A "medallion" is a transferable licence issued by the TLC granting the holder the right to own and operate the associated vehicle as a Taxicab within New York. The sale and transfer of medallions is handled exclusively by twenty-five TLC approved and licenced brokers (the highest price paid so far for a medallion is US $1 320 000 - approximately R14 000 000 - in 2013).

Walk-up taxis (Medallion taxicabs) are not permitted to use two-way radios for purposes of dispatch or passenger reservations. However, after the successful resolution of litigation in mid – 2012, TLC has passed rules that allow e-hailing and smartphone payments for yellow taxi rides. The programme has a one-year trial

period. Rules include that cabs cannot be e-hailed in areas with taxi lines or staging areas nor at the Airport. E-hails within the Manhattan CBD can also only be accepted by a driver within 0.5 miles of the location or 1.5 miles outside the CBD (Ken Yeung 6 June 2013).

Legislation also now permits the City to issue over the next three years up to 18 000 transferable licences on a first come first serve basis to "Green" or "Boro" vehicles under the "Street Hail" programme. These vehicles are authorised to pick-up passengers by street hail anywhere outside certain parts of Manhattan (except the Airport) (**Figure 6.3**) in addition to prearranged trips. Up to 6 000 of the licences for Street Hail Liveries can be issued in the first year of the programme. Twenty percent of these licences have been set aside for wheelchair accessible vehicles with City subsidies available to assist vehicle purchase / upgrades (New York City TLC, Notice of Promulgation of Rules). This new class of vehicles has been called "Green Cabs" after their new livery, "Boro Taxis" or Street Hail Livery vehicles. The intention is to improve the availability of taxi services in the outer boroughs of the City as the yellow cab drivers focussed almost entirely on Manhattan's CBD and ignored other neighbourhoods and dispatch drivers regularly flouted the law and picked up street hails in their neighbourhoods (New York Daily News, 13 January 2014). The green cab vehicles must be affiliated to a licenced "base" located in the neighbourhood.

Drivers of yellow medallion and green boro taxicabs (**Figure 6.4**) have the right to take a position at any Taxi Stand having a vacancy and no other taxicab driver may interfere with that right (Section 54-19-c). Cabs cannot pick-up hail passengers within 100 ft of a stand (Examiner – guide to using taxi stands in Manhattan). Taxi stands at major transportation hubs (e.g. JFK Airport) and certain buildings and hotels are managed by dispatchers (at least for part of the day) whilst there are some 200 other stands in the CBD.

Figure 6.3: Restricted area for green "Boro" cabs to pick-up passengers in Manhattan

Table 6.3: Detailed summary of regulations within studies cities

Criteria	New York				Dublin (Ireland)			Sydney (New South Wales)		Nairobi (Kenya)		
	Metered Taxicabs		For Hire Livery Vehicle	For Hire Black cabs and Luxury Limousine	Taxi	Hackney Cabs	Limousine	Taxi-Cab	Private Hire Vehicles	Taxicab	Private Hire Vehicle Service	"Matatu" (Shared taxi)
	Yellow Medallions	Green (Boro) - Street Hail Livery										
1. Quantity of vehicles												
Can be: • Cap on vehicle numbers or objective criteria with regards to population size or subjective criteria – public need; and • Open entry (no restriction on quantity of vehicles)	Closed capped medallion system (13 437)	Limited to 18 000 licences to be introduced into the market in 3 batches over 3 years	Open entry	Open entry	• Pre 2000: Quantitative restrictions introduced in 1978 • Post 2000: Open entry (with quadrupling of licences to 16 826 to 2007)	• Pre 2000: Open entry • Post 2000: Open entry (with halving of licences to 4621 to 2007)	Open entry	Prior to 2009, no cap but uptake of new licences did not keep up with demand due to high cost of plates (Review 2012, pg 36). Capped since 2009 but with a phased approach to increase limit annually by making "plates" available through tender or auction Licence types are: • Perpetual (remain in force until surrendered or cancelled and may be transferred) ; • Ordinary (defined tenure of 50 years and may be transferred); • Short term (period not exceeding 6 years); • Annual (12 months); and • Wheelchair accessible taxis (12 months)	• Was controlled in 1999 • No current restrictions (Tasmania Review pg 13)	Municipality may fix the number of taxicabs permitted in its area	No information found	No information found
Ownership and affiliation	Can be: • Fleet; • Individual owner-operator; and • Driver owned and base	Vehicles must be affiliated with a base licenced by TLC	Vehicles must be affiliated with a base licenced by TLC	Vehicles must be affiliated with a base licenced by TLC	Can be: • Sole trader (owner driver and most popular); • Private limited company ; and	Can be: • Sole trader (owner driver and most popular); • Private limited company ; and		All operators to have in force arrangements with a taxicab network to provide booking service with a receiver to receive messages (PT Act 1990 – 31G) and the driver of the taxicab must comply with directions given by the network (PT Act 1990-33E)	Do not have to be affiliated to a network (Tasmania Review pg 13)	Must be a member of a Body Corporate licenced to operate a minimum of 30 serviceable vehicles and employ	Must be a member of a Body Corporate licenced to operate a minimum of 30 serviceable vehicles and	Must be a member of a Body Corporate licenced to operate a minimum of 30 serviceable vehicles and employ

Criteria	New York				Dublin (Ireland)			Sydney (New South Wales)		Nairobi (Kenya)		
	Metered Taxicabs		For Hire Livery Vehicle	For Hire Black cabs and Luxury Limousine	Taxi	Hackney Cabs	Limousine	Taxi-Cab	Private Hire Vehicles	Taxicab	Private Hire Vehicle Service	"Matatu" (Shared taxi)
	Yellow Medallions	Green (Boro) - Street Hail Livery										
	medallion				• Partnerships Operators are often affiliated to dispatch centres and must then comply with its rules	• Partnerships Operators are often affiliated to dispatch centres and must then comply with its rules				specified staff with a documented management system	employ specified staff with a documented management system	specified staff with a documented management system
Operational conditions	• Only allowed to pick-up stand and hail passengers (including e-hailing with restrictions) ; and • Can use any stand that has a vacancy	May pick up stand, hail and pre-arranged passengers (outside CBD only but can drop off passengers in CBD)	Only allowed to pick-up pre-arranged customers (street hailing not permitted)	Generally pre-arranged by contract	Can pick-up passengers at stands, hail or by pre-arrangement	Passengers must be pre-booked	Passengers must be pre-booked	Operator must be affiliated to a taxicab network that will ensure that a specified number and type of taxicabs are on the road: • from time to time; • at specified locations; • specified events; • (PT Act 34E (4) (g)); and • and are made to ply or stand for hire in a road (PT Act definition) and accept bookings made by the public with the network (PT Act 29A) Note: • Affiliation is mandatory but network bookings only represent around 30% of taxi hire in metropolitan area (Review 2012 pg 35); and • Fee payable by the driver to the network is not regulated	Must not ply, stand or park the vehicle for hire on any road or road related area or; use the vehicle to carry out a hiring other than a pre-booked hiring or; use the vehicle to carry out a hiring to convey a passenger from a place outside the vehicle's area of authorized	• Can ply for hire including standing on any public taxi stand, being offered for hire by any notice, advertisement or announcement and standing or travelling whilst exhibiting a "For Hire" notice of any kind (Traffic Act definition)	Cannot ply for hire on any taxi rank, road, car park or other public place	Operates in accordance with licence issued by National Transport and Safety Authority which has assumed the responsibilities of the previous Transport Licensing Board. Licence specifies route to be driven and pick-up / drop-off points

Criteria	New York				Dublin (Ireland)			Sydney (New South Wales)		Nairobi (Kenya)		
	Metered Taxicabs		For Hire Livery Vehicle	For Hire Black cabs and Luxury Limousine	Taxi	Hackney Cabs	Limousine	Taxi-Cab	Private Hire Vehicles	Taxicab	Private Hire Vehicle Service	"Matatu" (Shared taxi)
	Yellow Medallions	Green (Boro) - Street Hail Livery										
									operation to a place other than a place inside that area (PT Regulations 189)	• National Transport and Safety Authority can specify the area of operation		
2. Quality – minimum levels of service												
Vehicle quality: • Age; • Size; • Livery and roof sign; and • Accessibility	Age: New into service, one of manufacturers two latest models, retire after 60 months	Age: As for "For Hire" vehicles	Age: No restriction but must meet safety and quality standards	Age: No restriction but must meet safety and quality standards	Age: Vehicles should be under 10 years old	Age: Vehicles shall be under 10 years old	Age: No restrictions but must be suited by its style and condition to be used for purpose (ceremonial and corporate occasions and prestige purposes)	Age: • Standard taxis for use within the Metropolitan transport district must not exceed 6 years • Wheelchair accessible taxis must not exceed 10 years (PT Regulations – 110)	Age, make and model: May be specified by TfNSW by notice in Government Gazette (PT Regulations 2007, 187). No current restrictions (Tasmania Review pg 13)	Age No information found	Age No information found	Age No information found
	Size: Carry up to 5 passengers	Size: As for "For Hire" vehicles	Size: carry fewer than 6 passengers	Size: 20 of fewer passengers	Size: Not more than 8 passengers in reasonable comfort	Size: Not more than 8 passengers in reasonable comfort	Size: Not more than 8 passengers					
	Livery: Exterior to be painted taxi yellow with an approved	Livery: Exterior to be painted in Street Hail Livery	Livery: To be that of the affiliated Livery Base	Livery: To be that of the affiliated Black Car	Livery: Approved "Taxi" branding to be	Livery: Vehicle must have black and yellow signage at	Livery: Approved external sign to be affixed to					

Criteria	New York				Dublin (Ireland)			Sydney (New South Wales)		Nairobi (Kenya)		
	Metered Taxicabs		For Hire Livery Vehicle	For Hire Black cabs and Luxury Limousine	Taxi	Hackney Cabs	Limousine	Taxi-Cab	Private Hire Vehicles	Taxicab	Private Hire Vehicle Service	"Matatu" (Shared taxi)
	Yellow Medallions	Green (Boro) - Street Hail Livery										
	roof light controlled by engaging the taximeter	colour (apple green) with an approved roof light controlled by engaging the taximeter	Station	or Luxury Limousine base	displayed on front doors of vehicle Taxi sign shall be capable of being switched on and off. There is no requirement to link the sign to the meter hire status. Sign is to show the vehicle licence number and area sticker	the front and rear	the rear of the vehicle					
	Accessibility: 50% to be accessible by 2020	Accessibility : 20% fleet to be accessible (grant available) with bases required to make equivalent access arrangements with other operators if necessary)			Accessibility: Decision awaited on way forward and possible subsidy (2012)	Accessibility: Decision awaited on way forward and possible subsidy (2012)		Size: Seating accommodation for the driver and for at least 4 and not more than 11 other adult persons (PT Regulations 2007 – 109) "Maxi-cabs" to have seating accommodation for 6 or more adults plus driver (Regulations 2007) Livery: Taxicab to be painted in the colours of the taxicab network and	Size: Specified in TfNSW in Gazette as a maximum of 8 seats (including driver) Must be a convertible , coupe or sedan (not a station wagon unless vehicle is at least 30 years old) (Gazette 2001) No requiremen	Size: Not more than 7 passengers exclusive of the driver (Traffic Act definitions) Livery: Continuous	Size: Not more than 7 passengers exclusive of the driver (Traffic Act definitions) No information	Size: Seating accommodation for not more than 25 passengers exclusive of the driver Livery: Continuous

Criteria	New York				Dublin (Ireland)			Sydney (New South Wales)		Nairobi (Kenya)		
	Metered Taxicabs		For Hire Livery Vehicle	For Hire Black cabs and Luxury Limousine	Taxi	Hackney Cabs	Limousine	Taxi-Cab	Private Hire Vehicles	Taxicab	Private Hire Vehicle Service	"Matatu" (Shared taxi)
	Yellow Medallions	Green (Boro) - Street Hail Livery										
								display a network decal on each front door (PT Regulations 2007 – 122) Roof sign: Taxicab must be fitted with a roof sign displaying the word "TAXI" and linked to the taximeter to be extinguished while the taxicab Is not for hire (PT Regulations 2007 – 121)	ts – external signage is not prohibited (Tasmania Review pg 13)	(150mm wide) horizontal yellow band painted on both sides and rear of vehicle. Name of owner, business address and vehicle permit number to be painted on both front doors	found	(150mm wide) horizontal yellow band painted on both sides and rear of vehicle. Name of owner, business address and vehicle permit number to be painted on both front doors
								Accessibility: Disability Standards for Accessible Public Transport (DSAPT) require all public transport infrastructure, conveyances and amenities be compliant within a 30 year period from 2002. DSAPT also specifies standards for Wheelchair Accessible Taxis (WATs). In 2010 there were 527 WATs (10% fleet). Growth in numbers assisted by: • Short term WAT licences available • Driver incentive payment • Reimbursing WAT drivers cost of compulsory training • Extending maximum age of taxi from 6 years to 10 years	Accessibility: Disability standards for Accessible Public Transport (DSAPT) require all public transport infrastructure, conveyances and amenities be compliant within a 30 year period from 2002.			
Driver quality:	• Minimum	• Driver	• Pass	• Pass	• Minimum	• Minimum	• Minimum	• Minimum age = 20 years	• Minimum	• Minimum	• Minimum	• Minimum

Criteria	New York				Dublin (Ireland)			Sydney (New South Wales)		Nairobi (Kenya)		
	Metered Taxicabs		For Hire Livery Vehicle	For Hire Black cabs and Luxury Limousine	Taxi	Hackney Cabs	Limousine	Taxi-Cab	Private Hire Vehicles	Taxicab	Private Hire Vehicle Service	"Matatu" (Shared taxi)
	Yellow Medallions	Green (Boro) - Street Hail Livery										
• Minimum age; • Ability; • Knowledge; and • Licence validity	age = 19 years; • Physically fit for job; • Speak and understand English; • Familiar with New York; • Pass Drug test; • Be of good moral character; • Provide fingerprints; • Pass prescribed driver tests; and • Licence is valid for 2 years	requirements as for "yellow" medallion drivers; and • Licence is valid for 2 years	drug test; • Be of good moral character; • Pass a defensive driving test; and • Licence is valid for 2 years	drug test; • Be of good moral character; • Pass a defensive driving test; and • Licence is valid for 2 years	age = 21 years; • Driver must be a "fit and proper" person, pass an Entry Test and undertake a driver skills development programme; and • Licence is valid for 5 years	age = 21 years; • Driver must be a "fit and proper" person, pass an Entry Test and undertake a driver skills development programme; and • Licence is valid for 5 years	age = 21 years; • Driver must be a "fit and proper" person, pass an Entry Test and undertake a driver skills development programme; and • Licence is valid for 5 years	Must have: • Hold an Australian drivers licence for at least 12 months in 2 years proceeding application; • Pass a medical fitness test; • Be lawfully permitted to work in Australia; • Be of good repute; • Be a fit and proper person; • Successfully completed a training course including geographical knowledge of the area; • Passed examination in both written and oral communication in English (Regulations 29); • Driver must wear the approved uniform of the taxicab network (Regulation 136); and • Licence is valid for 3 years	age = 20 years Must have: • Hold an Australian drivers licence for at least 12 months in 2 years proceeding application; • Pass a medical fitness test; • Be lawfully permitted to work in Australia; • Be of good repute; • Be a fit and proper person; and • Licence is valid for 3 years	age = 24; • Every driver to undergo compulsory testing after every two years to ascertain his or her competence to be the holder of a certificate of good conduct issued by the relevant authority. Driver to be paid a permanent monthly salary by the owner of the public service vehicle; and • Licence validity is 2 years	age = 24; • Every driver to undergo compulsory testing after every two years to ascertain his or her competence to be the holder of a certificate of good conduct issued by the relevant authority. Driver to be paid a permanent monthly salary by the owner of the public service vehicle; and • Licence validity is 2 years	age = 24 ; • Every driver to undergo compulsory testing after every two years to ascertain his or her competence to be the holder of a certificate of good conduct issued by the relevant authority. Driver to be paid a permanent monthly salary by the owner of the public service vehicle; and • Licence validity is 2 years
Dispatch Operator		Bases to comply with TLC requirements	Bases to comply with TLC requirements	Bases to comply with TLC requirements	Dispatcher must pass an Operator's Test	Dispatcher must pass an Operator's Test		Authorised taxicab network provider: • Applicant to be (PT Regulations): – of good repute (165); – fit and proper persons to operate		No information found	No information found	No information found

Criteria	New York				Dublin (Ireland)			Sydney (New South Wales)		Nairobi (Kenya)		
	Metered Taxicabs		For Hire Livery Vehicle	For Hire Black cabs and Luxury Limousine	Taxi	Hackney Cabs	Limousine	Taxi-Cab	Private Hire Vehicles	Taxicab	Private Hire Vehicle Service	"Matatu" (Shared taxi)
	Yellow Medallions	Green (Boro) - Street Hail Livery						network (166); – have technical competence to operate network (167); – financially capable (168); and – have managerial competence including the ability and willingness to discipline any user of the network (operator or driver etc) who fails to meet the standards or comply with the rules (169)				
								• Must comply with TfNSW service standards for: – network providers; and – affiliated taxicab operators and drivers (PT Act 1990 – 34E) • Must submit monthly reports on their performance against KPIs (e.g. call answering response time and reliability); and • Must provide electronic monitoring facilities				
Technology	• Vehicles must be fitted with T-PEP that controls payment by cards, transmits trip records and provides passengers with informatio	• Vehicles must be fitted with LPEP that controls payment by cards, transmits trip records and provides passenge						Vehicles required to be fitted with specified security camera system and vehicle tracking device	No information found	No information found	No information found	No information found

Criteria	New York				Dublin (Ireland)			Sydney (New South Wales)		Nairobi (Kenya)		
	Metered Taxicabs		For Hire Livery Vehicle	For Hire Black cabs and Luxury Limousine	Taxi	Hackney Cabs	Limousine	Taxi-Cab	Private Hire Vehicles	Taxicab	Private Hire Vehicle Service	"Matatu" (Shared taxi)
	Yellow Medallions	Green (Boro) - Street Hail Livery										
	n on a screen in the rear; and • Service providers must be authorized suppliers	rs with informati on on a screen in the rear; and • Service providers must be authorize d suppliers										
3. Price Control												
Regulated or not	Metered with rates set by TLC based on an initial unit plus additional charge calculated on distance (speed greater than 12 miles/hr) or time (speed less than 12 miles/hr)		No meter allowed	Pre-arranged contract	• Meter required (including printer); and • National maximum taxi rate. Fare calculate d on time of trip plus surcharge s	• Meters are prohibited ; and • Fare to be agreed with passenger before journey begins	• Meters are prohibite d; and • Fare to be agreed with passeng er before journey begins	• Metered (PT Regulations 111) with maximum fares set by TfNSW in conjunction with the Independent Pricing and Regulatory Tribunal (IPART) (PT Regulation 2007 – 118 and Review 2012 2012 pg 33) • Fares include a flag fall fare, distance and time charges, night-time surcharge and booking fees	• No meter to be installed (PT Regulatio ns 188) ; and • Fares negotiat ed with passeng ers (Review 1999, pg 17) before trip	• Meters required to be fitted (Nairobi by-law); and • National Transport and Safety Authority may attach to licence conditions to ensure that the fares imposed for carrying of passengers are reasonable and ensure fair competition within the transport industry	No information found	National Transport and Safety Authority may attach to licence conditions to ensure that the fares imposed for carrying of passengers are reasonable and ensure fair competition within the transport industry
Method of payment	Cash or credit card	Cash or credit card	Fares set by base	By contract				Not known	Not known	Cashless fare from		Cashless fare from

Criteria	New York				Dublin (Ireland)			Sydney (New South Wales)		Nairobi (Kenya)		
	Metered Taxicabs		For Hire Livery Vehicle	For Hire Black cabs and Luxury Limousine	Taxi	Hackney Cabs	Limousine	Taxi-Cab	Private Hire Vehicles	Taxicab	Private Hire Vehicle Service	"Matatu" (Shared taxi)
	Yellow Medallions	Green (Boro) - Street Hail Livery										
			station and filed with TLC							01-Jul-14		01-Jul-14
4. Governance												
• Regulating body	New York Taxi and Limousine Commission (TLC)				• National Transport Authority (NTA); and • Advisory Committee on Small Public Service Vehicles			Transport for New South Wales (TfNSW) (with advice provided by the Transport Advisory Board) and Roads and Maritime Services (RMS)		National Transport and Safety Authority (taxicabs to be registered with Local Municipality and comply with relevant by-laws)		
• Review function	Taxi and Limousine Tribunal (part of OATH)				Compliance is monitored and breaches prosecuted by NTA via appropriate courts of law			Civil and Administration Tribunal / Transport Appeals Board (PT Act – 52)		Transport Licensing Appeal Board (replaces Transport Licensing Appeal Tribunal)		
• Penalty for non-compliance	Operator is fined amount set by TLC				Demerit system applicable to certain offences			Penalty units		Penalty, fine or imprisonment		

Figure 6.4: New York Yellow Medallion and Green "Boro" Cabs

Quality regulations control the standard of the vehicles and drivers. In particular:

- Licences and their renewals for medallion and For Hire operations are for a two-year period;
- Medallion vehicles must be new when first put into service and be one of the manufacturer's two latest vehicle model years. The vehicle must be retired from service after 60 months. Boro and For Hire vehicles must meet specified safety standards;
- Both medallion taxicabs and For Hire vehicles must be able to carry not more than five passengers;
- Medallion and For Hire vehicles must be inspected every four months;
- Drivers of yellow taxicabs and Boro taxis must satisfy certain requirements including minimum age (19 years, 54-04 & 82-03), be physical fit for the job, speak and understand English, familiar with New York's geography, streets and traffic regulations, pass a drug test, be of good moral character and provide fingerprints and pass prescribed driver training tests (Section 54-04). Drivers for For Hire vehicles have less stringent requirements but must still pass a drug test, be of good moral character and passed a Defensive Driving course; and
- Medallion and Boro cabs must be fitted with a taximeter that is in good working condition and will accurately compute the rate of fare currently established by TLC

Rates and tolls for medallion and Boro cabs are set by TLC. The metered rate of fare for yellow and green cabs is regardless of the number of passengers or stops and is based upon an initial charge for approximately 2 km plus additional units calculated as either one-fifth of a mile (when the cab is travelling at 12 miles an hour or more) or 60 seconds (when the cab is travelling at less than 12 meters an hour). Surcharges are added for trips that begin in the rush-hour and at night (20h00 – 06h00). The tariff for one unit is specified by the TLC. Flat rates are applicable from the Airport to Manhattan and some other trips. Rates for For Hire services are those listed by the Base Station Owner in a Rate Schedule filed with the TLC. The owner must provide an

accurate and binding price quote to any prospective passenger contacting it for transportation to a specified destination and any intermediate stops.

The TLC has established procedures, rules and regulations for obtaining and maintaining a For Hire Base Licence (Section 59B) to which For Hire and Boro cab vehicles must be affiliated. A "Livery Base Station" (as opposed to Black Car and Luxury Limousine bases) operates vehicles that are dispatched from the base on a pre-arranged basis, carry fewer than 6 passengers and charge on the basis of a flat rate, time, distance or zone. The licencee to operate the base must meet certain requirements of the TLC including their ability to adequately manage the station, be financially stable and be able to satisfy the off-street parking requirements. They must also be able to provide accessible vehicles for persons with disabilities or make equivalent services available to them with another operator. The licencee to operate the base must submit a business plan with each application for a new or renewal licence that includes plans to ensure compliance with TLC's Rules, for preventing recurrence of past violations, off-street parking facilities, estimate of the average number of requests it expects and number of trips, how calls will be answered, rides dispatched and complaints handled and hours of operation. Base licences are valid for 3 years and can be revoked for violations of the rules. These rules include that the operator must not dispatch any vehicle unless it has a valid For Hire licence and its driver possesses a valid For Hire driver's licence and records of all trips are kept for not less than one year after the trip.

Owners of Medallion Taxicabs must ensure that their vehicle is fitted with the Taxicab Technology System (T-PEP) from an approved supplier (Section 58-40). The equipment must provide four core services that enable:

- passengers to pay using a debit, credit or prepayment card;
- drivers to send and receive text messages;
- trip record data to be recorded, collected and transmitted; and
- passengers to view information through a rear seat monitor screen

Similarly, Boro taxis must be fitted with a Livery Passenger Enhancement Program Street Hail Livery Technology System (LPEP) (Section 82-22) which provides similar capabilities.

Dublin, Ireland

The taxi industry in Ireland underwent a fundamental change in regulation in 2000 with the sudden removal of quantitative entry restrictions by the Irish High Court. This requirement lead to a substantial policy response to alleviate the potential negative effects of open entry. Legislation was enacted to create a national regulator and subsequent reforms have included the introduction of a nationwide taxi fare structure, new standards governing vehicle quality and customer service standards (OECD Policy Roundtables Taxi Services : Competition and Regulation 2007).

Regulation of the industry is controlled by the Taxi Regulation Act of 2003 as revised in 2013. Implementation of the Act is overseen by the National Transport Authority under the Public Transport Regulation Act 2009. This Authority has taken over the primary

functions of the former Commission for Taxi Regulation which was set up by the 2003 Act but dissolved in January 2011 (Citizens Information : Regulation of taxis and small public service vehicles pg 1). Its functions are set out in the Taxi Regulation Act 2013 to be to develop, operate and maintain a regulatory framework for the licensing and regulation of the standards to be applied to small public service vehicles (SPSV) and their drivers and provision of the services involving SPSVs. An Advisory Committee, comprising representatives of the industry, local authorities, tourist industry and disability action groups, gives advice to the Authority.

There are three small public service vehicle markets in Ireland:

- "Taxis" which can ply for hire on the street, or stand for hire at taxi ranks, or be called out or be pre-booked by a passenger (**Figure 6.5**);
- "Hackney cabs" which must be booked privately and cannot ply for hire on the street or at taxi ranks; and
- "Limousine", a private hire SPSV which must be pre-booked and cannot be hailed down in a public place

Figure 6.5: Typical metered taxi in Dublin and detail of roof sign

Local authorities are responsible for planning the location of taxi ranks, deciding on their size (including the number of taxis which may stand for hire), hours of operation, building and maintaining them and managing their use through by-laws (Taxi Regulation Act, 2013 pg 31). Taxis standing at an official rank must be available for hire, customers have the right to choose which taxi they hire (they do not necessarily have to hire the first taxi in the queue) and taxis can be hailed by customers in close

proximity to the rank. In addition, some ranks are provided by other bodies on their own premises (such as airports). For some of these ranks, drivers are required to obtain a permit (and pay a fee) that allows them to stand for hire at the rank.

Quantitative restrictions on the number of taxi vehicles allowed were introduced in 1978 after a sustained campaign by the taxi industry that included street blockades and work stoppages by the industry. The restrictions were contained within a ministerial order that prevented any new applications for a taxi licence "Unless the application is made by a person who at any time in the period of twelve months preceding the date of application held such a licence". The restrictions were re-enforced by a previous regulation that stipulated that taxi licence holders had to provide their services for at least 48 hours per week. The responsibility for deciding the number of taxis to be licenced in each area was vested in the local authorities. In the late 1990's Ireland enjoyed unprecedented economic growth. As a result, the value of taxi licences in the secondary market soared. Despite the existence of hackneys (for which there were no quantitative restrictions on licences and hence their numbers increased substantially), it became more and more difficult for consumers to get a taxi, particularly in Dublin. At the same time, issuing more licences would reduce the secondary value of all licences which the industry campaigned against. By 1999, public dissatisfaction with the lack of availability had reached an all-time high. To balance the need to issue more taxi licences with the potential reduction in the secondary value of the licence, government proposed to issue an additional licence in Dublin to all holders of an existing licence plus 500 extra licences to current taxi drivers who rented their licences. These proposals were opposed by some hackney operators resulting in the High Court finding that restricting the numbers of licences in 1978 for reason unrelated to qualitative standards of the vehicles exceeded the powers of the then Minister. Following this ruling, new regulations were promulgated in 2000 which allowed any suitably qualified individual to provide taxi services. Almost overnight, the taxi industry in Ireland went from a state of closed entry to open entry. The years since this liberalisation have seen a quadrupling of taxi licences (4 218 to 16 826 between 2000 and 2007) and a halving of hackney licences (9 419 to 4 621)[1].

Prior to deregulation in 2000, there were no formal quality standards in place although the police vetted all applicants for their suitability and, in some areas, drivers were assessed on their basic knowledge of local routes. Service quality standards related to complaints and the regulation of dispatch centres were non-existent. This changed in 2003 with the implementation of the Taxi Regulation Act (No 25 of 2003) which provided for the establishment of the Commission for Taxi Regulation, created a new code for the regulation of small public service vehicles and their drivers with a particular emphasis on the establishment of a qualitative and consumer orientated licensing system. Vehicle standards have now been put in place. Initially the vehicle must be tested for its suitability for hire in accordance with the national Vehicle Standards and the SPSV Initial Suitability Inspection Manual. In particular, for most vehicles, the age limit is 10 years for a new or renewed licence. The passenger capacity is determined by the size of the vehicle with a maximum of eight passengers. Taxis and hackneys must undergo the standard national car test for roadworthiness annually instead of every two years for an ordinary vehicle.

[1] OECD: "Policy Roundtables: Taxi Services: Competition and Regulation" (2007)

All new applicants for a SPSV drivers' licence are required to be at least 21 years old and "a fit and proper person" to hold a licence which involves checking criminal records. If the holder of the licence is convicted of an offence and deemed not to be a fit and proper person the licence can be revoked. Applicants are also required to have undertaken a driver skills development programme and passed the SPSV Entry Test which includes the Industry Knowledge and Area Knowledge modules. Topics covered by the programme include driving skills, relevant legislation, customer service, disability awareness and route selection and knowledge. The licence is valid for five years after which it can be renewed. It is applicable only to the area (county) in which the driver was tested. Taxis and hackneys are often affiliated to dispatch centres which take bookings for an SPSV service that is delivered by another person and allocate these bookings among its drivers. The dispatch operator is also assessed and must pass the Dispatch Operator Test and receive a Skills Development Certificate.

The Taxi Regulation Act gives the National Transport Authority the power to regulate and licence dispatch operators who take bookings for reward for a service that is delivered by another person. Companies or individuals who wish to provide such services are required to obtain a dispatch operator licence (except that automated services do not require a licence). The requirement for a SPSV dispatch operator licence include passing the Dispatch Operator Test, maintaining records of all drivers affiliated to the operator, maintaining staff training records, operating an efficient booking service (that is also accessible to persons with disabilities) and having a procedure for recording and dealing with complaints.

The maximum rate for fares for taxis is set by the National Transport Authority. Prior to 2006, this amount was determined by the local authorities which had declared their cities or towns as taximeter areas. The fare within this area was calculated by the meter. When a journey went outside this area, the maximum fare did not apply and the driver agreed the fare, or the method of its calculation, with the passenger in advance (Consultation paper number 3: Taxi Regulator pg 4). However, Ireland is now declared as one taximeter area with all taxi fares for all journeys calculated on the meter (unless in the case of pre-booked taxis a written waiver agreement is in place) (Citizen Information – charges for taxi, hackney and limousine services pg 1). In November 2008 a revised National Maximum Taxi Fare came into effect which sets the maximum fares for the national taximeter area. It comprises a standard monetary rate set by the Commission for travel between 08h00 – 20h00 and a premium rate for trips outside these hours and on Sundays and public holidays. The fare structure consists of three parts:

- Initial charge which appears on the meter at the beginning of the journey and includes an initial distance of 1 km or a period of 170 seconds;
- Travel beyond the initial charge: After the distance / time included in the initial charge has been exceeded, the fare for further travel is calculated incrementally. At low speeds, or when the taxi is stationary, the fare is calculated on the basis of time. Once the taxi exceeds a certain speed, the fare is then calculated according to the distance travelled using three graduated tariffs based upon the running charge incurred so far in the journey; and

- Extra charges can be levied including a booking fee, additional passenger charges and a soiling charge.

Hackney and Limousine vehicles are not subject to fares control and do not have meters installed. All fares must be agreed between the driver and the passengers before the journey begins.

Sydney (Australia)

Public transport in New South Wales is governed by the Passenger Transport Act 1990 which recognises "taxicabs" and "private hire vehicles" as separate modes. Private hire vehicles must be pre-booked and in Sydney have up to a maximum of 8 seats (including the driver). There are no restrictions on the number of vehicles nor the age or livery. In contrast, the taxicab industry is regarded as heavily regulated with regulations covering the number of taxis, industry structure, service quality and prices (Abelson – High Cost of Taxi Regulations, with Special Reference to Sydney). Of particular note is that all taxicabs must have in force arrangements with a "taxicab network" to provide booking services with a radio receiver in the cab to receive instructions with which the driver must comply

In 2010 there were 6559 taxi "plates" (licenced vehicles) with 4546 operators. Of these operators, 80% leased plates from their owners with almost 60% being "perpetual" licences or "ordinary" licences (with tenures of 50 years unless surrendered or cancelled).

Prior to 2009, the number of taxi licences in Sydney did not keep pace with the growth in population, household and business income, economic activity or tourism numbers. This meant that there were not enough taxis on the road to meet passenger demand. As a result of this scarcity, taxi licences became very expensive to buy and lease which increased the costs of operating a taxi business and this flowed through to the fares for services. To address these problems, the Act was amended in 2009 so that the governing authority (Transport for New South Wales or TfNSW) must now determine before 31 March in each year the number of "annual licences" to be issued for taxicabs during the following year. The objective of the reforms were to:

- ensure that the supply of taxis responds to growth in passenger demand;
- reduce barriers to entry to the taxi market and make entry more affordable; and
- place downward pressure on taxi fares

In making the determination the Act requires that TfNSW must have regard to the following matters:

- likely passenger demand and latent demand for taxicab services;
- performance of existing taxicab licences;
- demand for new taxicab licences; and
- viability and sustainability of the industry

Figure 6.6: Typical metered taxi in Sydney

TfNSW may also seek public submissions before making the determination. The phased approach to increasing the number of vehicles annually rather than removing the cap immediately was selected so as to avoid the unsuccessful attempts at deregulation that TfNSW had observed experienced elsewhere (Review of the Taxi Cab and Hire Cab Industries 1999 Foreword).

The responsibilities of the provider of the taxicab network are extensive and they must comply with TfNSW standards for both their own services and those for the operators and drivers of the vehicles. The statutory conditions are set out in the Act (Section 34E) and include ensuring the:

- maintenance of the vehicles used as taxicabs;
- safety of drivers and their passengers;
- training of drivers;
- booking services are provided that meet the set standards;
- specified number or type of taxicab are on the road from time to time or at a specified location (with complementary legislation stating that drivers are prohibited from soliciting for work and from using unauthorised trunk radio devices to co-ordinate work with, or to pass work onto, other drivers);
- supervision and monitoring of the operators and drivers including satisfying TfNSW that it has the ability and the willingness to discipline any user of the network who fails to meet the standards or comply with the rules (Passenger Transport Regulation 2007 – 169);
- submitting reports;
- financial sanctions for contraventions of standards; and
- providing facilities, including electronic monitoring facilities, to monitor the performance of the network

The above requirements have lead to the network providers being "both major industry player and monitor" and has lead to criticism of the structure. In particular, of the 11 radio networks listed in Sydney one company owns six of them and hosts another so that there are in effect only six independent networks with three dominant players which is considered a virtual monopoly. Also, the key standards that the networks are required to meet relate only to booked services and do not include the rank and hail markets. A further restriction is that drivers must hire immediately when offered a passenger irrespective of the destination within the Sydney metropolitan area. The result is that drivers are not allowed, by law, to specialize in particular services or areas (Abelson: High Cost of Taxis Regulation). Also, network bookings only represent around 30% of the taxi rank in the metropolitan area.

Qualitive restrictions exist for the age of the taxicab (6 years for a standard cab or 10 years for an accessible vehicle). Drivers must be at least 20 years old, hold an Australian drivers licence for at least 12 months in the 2 proceeding years, pass a medical fitness test, be a fit and proper person, successfully complete a training course including geographical knowledge of the area and pass examinations in both written and oral communication in English. Licences require to be renewed every 3 years.

In accordance with the Australian Disability Standards for Accessible Public Transport (DSAPT) all public transport infrastructure, conveyances and amenities must be compliant within 30 years from 2002. DSAPT specifies standards for Wheelchair Accessible Taxis (WATs). In 2010 there were 527 WATs which represents 10% of the fleet. The growth in number from earlier years is assisted by the availability of one year licences, driver incentive payments, reimbursement of compulsory driver training and extending the maximum vehicle age to 10 years. There is a central booking office for all WATs and accredited passengers receive a rebate on their fares.

Taxicabs are required (Regulation 113 and 114) to be fitted with security camera system and vehicle tracking devices that meet specifications.

Taximeters must be installed in all taxicabs to calculate fares. Fare structures and maximum fares are set by TfNSW in conjunction with the Independent Pricing and Regulatory Tribunal (IPART). The fares include a flag fall fare (or "hiring charge" equivalent to 1 ½ km), distance and time charges, a night-time surcharge and booking fees. The fee payable by the driver to the network is, however, not regulated (Abelson: Governance and Economics of the Taxi Industry and Special Reference to Sydney).

1.1.2 Nairobi, Kenya

The "taxicab" industry in Nairobi is governed by the Traffic (Amendment) Act, 2012 and the newly implemented National Transport and Safety Authority Act, 2012.

The overarching intention of both Acts is to have a major impact in road transport by facilitating institutional and operational reforms to address challenges including conflicting laws and weak penalties for traffic offences. Implementation of the reforms is intended to translate into enhanced efficiency, restoration of order and safety in the

sector. In particular, one of the functions of the National Transport and Safety Authority is to "regulate public services vehicles". This Authority assumed the responsibilities for directions, orders and authorizations given and licences or approvals issued by the previous Transport Licensing Board.

The predominant component of the Public Service Vehicle industry in Kenya is the "matatu" which is a shared taxi that operates in a very similar manner to the minibus-taxi in South Africa. The Traffic Act defines a "matatu" as a public service vehicle having a seating accommodation for not more than 25 passengers exclusive of the driver. Its licence, issued by the National Transport and Safety Authority, specifies the route to be driven and pick-up / drop-off points. Considerably smaller components of the industry are the "taxi cab" and "private hire vehicles" which are defined as vehicles constructed or adapted to carry not more than seven passengers, exclusive of the driver (Traffic Act definitions). A private hire vehicle is not permitted to ply for hire on any taxi rank, road, car park or other public place. Taxi cabs can ply for hire including standing at public taxi stands, being offered for hire by notice, advertisement or announcement and standing or travelling whilst exhibiting a "For Hire" notice (Traffic Act definitions).

The requirements of the Traffic Act (2012) include:

- Drivers of public service vehicles must be over the age of 24 years;
- Determining the maximum number of passengers and goods allowed to be carried;
- Taxicabs to be painted in such colour or is permanently marked in such manner as may be prescribed and no vehicle, not being a taxicab, shall be painted in the manner prescribed for a taxicab (for Nairobi By-Law 18 requires every taxi cab to be painted on the outside of both front doors and affixed inside the vehicle in a position plainly visible to a passenger the name of the driver, the business address of the owner and the vehicle permit number). Traffic Rule 70 (1) requires the taxicab to be painted on both sides and on the rear with a continuous horizontal yellow band (as shown in **Figure 6.7**)

Figure 6.7: Typical metered taxi in Nairobi

In addition to the above requirements, the Traffic Act (Section 96 (3) (e)) requires a vehicle that is intended to be used as taxicab to be registered as such under any by-laws in force in a municipality or township in which it is to operate. Further, the Traffic Act (Section 118A (1)) allows the municipal council to make by-laws that include:

- controlling (regulating, inspecting, supervising and licensing) taxicabs within its area;
- fixing the number of taxicabs permitted in its area;
- requiring the installation and providing for the inspection of meters on such taxicabs;
- licensing the drivers of such taxicabs;
- fixing the fees for any such licences; and
- prohibiting the parking of taxicabs, except for the picking up or dropping off of passengers or loads elsewhere than on stands provided for taxicabs

In Nairobi, the City Engineer in 2010 attempted to implement changes to the licensing conditions of taxicabs in that year based upon the Council's right to make by-laws but was unable to do so following a High Court judgement finding that correct process had not been followed. The changes proposed were to:

- Divide the Central Business District into four zones and limit the number of taxis to qualify for a licence to a grand total of 524 taxis;
- Reallocate taxi cab ranks from one operator to another operator;

- Ban taxi cabs which are more than 10 years old from the year of manufacture being licenced; and
- Require taxis to be painted yellow all over rather than have a strip on each side

None of these changes have been adopted in the 2012 amendments to the Traffic Act. However, the amendments do require every driver of a public service vehicle (Section 103A):

- shall wear a special badge and uniform;
- undergo compulsory testing after every two years to ascertain his or her competence;
- shall be the holder of a certificate of good conduct issued by the relevant authority; and
- shall be paid a permanent monthly salary by the owner of the vehicle

In addition, the Regulations to the new National Transport and Safety Authority Act, 2012 require (Section 5 (1)) a person desirous of operating public service vehicles (which are all vehicles licenced to carry passengers for hire or reward and thus includes the shared matatus and taxi cabs) to be a member of a body corporate, (Limited Liability Company or a co-operation society) which shall:

(a) be licenced to operate if it owns a minimum of thirty serviceable vehicles registered as public service vehicles;
(b) have in its employment a staff complement which must include as a minimum:

- a driver for each vehicle;
- an office manager and accounts clerk; and
- a qualified mechanic or a contract under which the services of a mechanic are outsourced

(c) have in place a documented management system and safety system based on ISO 39001:2012 “Road Traffic Safety Management Systems” or equivalent and a customer complaint’s handling system

These requirements are aimed at the entire public transport industry so as to improve its safety and efficiency. A person aggrieved by the decision of the Authority may appeal to the Transport Licensing Appeal Board set up under the Act.

The Authority may attach to the licence such conditions as it may consider fit for the purposes of ensuring that the fares imposed for the carrying of passengers are reasonable and ensure fair competition within the transport industry. The Regulations also requires that passengers are issued with tickets or receipts for fares paid and, as from 1 July 2014, a cashless fare system is to be operated.

1.27. Comparison of Cape Town with international examples

A comparison of the regulatory practices in Cape Town with those in the studied international examples is shown in **Table 6.4**.

The comparison showed agreement in many areas such as:

- Control on number of vehicles (either a cap or increasing number);
- General pick-up conditions (stand, hail and pre-arranged);
- Capacity;
- Livery / decals to be displayed on exterior of the vehicle;
- Minimum age of driver;
- Validity period of drivers licence;
- Meters must be fitted; and
- Fare structure to be regulated by authority

Table 6.4: Comparison of Cape Town with international examples

Metered Taxis	New York		Dublin (Taxi)	Sydney (Taxi-Cab)	Nairobi (Taxi-Cab)	Cape Town
	Yellow Medallion	Green (Boro) Street-Hail				
Cap on number of vehicles	Yes (fixed to number operational in 1937)	Yes (18 000 permits to be released 2013 – 2016 by auction)	No cap	Yes but increases annually by tender to meet estimated demand	Not known	In theory, quantity based on supply & demand and rank space. In practice, not effective due to lack of data
Allowed to pick-up passengers	Only at stands (any vacant bay) and hail	Stand, hail and pre-arranged (all outside CBD)	Stand, hail and pre-arranged	Stand, hail and pre-arranged	Stand, hail and pre-arranged	Stand, hail and pre-arranged (with local restrictions set as conditions on operating licences which are restrictive)
Affiliation to a base operator / network provider	None	Must be affiliated to an approved licenced base	Often affiliated to a licenced "dispatch operator"	Must be affiliated to an approved taxicab network provider	Must be a member of a Body Corporate licenced to operate a minimum of 30 vehicles and employ specified staff	No affiliation is required
(a) Vehicle						
Age	New, one of two latest models and retire after 60 months	No restriction but must meet safety and quality standards	Must be under 10 years old	Must be under 6 years old (accessible cab under 10 years)	Not known	No restriction but must be roadworthy at all times (annual check required to obtain vehicle licence disc). Requirements for safety items vary depending upon age of vehicle
Capacity	Up to 5 passengers	Fewer than 6 passengers	Not more than 8 passengers in reasonable comfort	At least 4 and not more than 11 adult passengers	Not more than 7 passengers exclusive of the driver	Not specified in NLTA but stated in OLS (Section 5.11.6) as to carry not more than 7 passengers plus the driver
Livery / Decals	Exterior to be "taxi yellow"	Exterior to be "apple green"	Approved taxi branding to be displayed on front doors	Exterior to be colours of taxi network operator	Continuous 150 mm horizontal band around vehicle	Must display tariff, operators contact details and OLB numbers on door

						(Operating Licence condition). Decal can be removable (magnetic)
Roof sign	Yes, roof light controlled by engaging meter	Yes, roof light controlled by engaging meter	Yes, roof light showing vehicle licence number	Yes, roof light controlled by engaging meter	Not known	Regulation contained within 1977 by-law has been repealed
Accessibility Requirement	50% by 2020	20% immediately (new service)	Decision awaited on way forward	All vehicles by 2032	Not known	Detailed requirements not currently in place except need is stated in Unfair Discrimination Act (2000), NLTA requirements and CoCT policies
	Paratransits brokerage service for livery and black car companies					
(b) Driver						
Minimum Age	19 years	19 years	21 years	20 years	24 years	21 years
Character	Good moral character and pass a drug test	Good moral character and pass a drug test	Fit and proper person	Good repute Fit and proper person Pass medical test	Compulsory testing every two years to ascertain competence to be the holder of a certificate of good conduct	Medical condition checked Previous convictions checked only for violence
Knowledge	Speak & understand English Familiar with NYC	Speak & understand English Familiar with NYC	Pass Entry Test	Pass exam in written & spoken English Pass training course		No special knowledge required (Minister may make special requirements but has not done so). TCT condition on operating licences requires driver to have successfully completed training programme recognised
Ability	Pass prescribed driving test	Pass prescribed driving test	Undertake a driver skills development programme	Hold driving licence for 12 months in preceding 24 months		Holds appropriate driving licence for vehicle – no skills test
Licence validity	2 years	2 years	5 years	3 years	Not known	2 years
Dispatch Operator / Control Centre	Two-way radios are not permitted in vehicles	Bases to comply with requirements (management, financial)	Dispatcher must pass operator test	Network provider to be of good repute and fit and proper person	Not known	No requirements specified

Technology	Regulations exist to control activities of suppliers of equipment and specify how GPS trip data is to be recorded, credit card payments made and hailing apps used	Regulations exist to control activities of suppliers of equipment and specify how GPS trip data is to be recorded, credit card payments made and hailing apps used	Not known	Vehicles required to be fitted with approved security camera systems and vehicle tracking device	Not known	No regulations currently exist (SANS 467: 2005 Electronic taximeters is not yet set as a standard by the Minister)
Price Control	Metered with monetary rates set by TLC based on an initial unit plus additional charge calculated on either distance (speed greater than 12 miles/hr) or time (speed less than 12 miles/hr)	• Meter required to be fitted • National maximum rate • Fare calculated at standard rate (08h00-20h00) plus premium for trips outside these hours and on Sundays and public holidays. Operators can charge less	• Meter required to be fitted. • Fare structure and maximum monetary fares set by TfNSW in conjunction with an independent tribunal. Fare includes a flag fall, distance and time charges, night-time surcharge and booking fees. Operators can charge less	• Meter required to be fitted. • Conditions attached to licence to ensure fares are reasonable and ensure fair competition		• Meter required to be fitted. • Fare structure set by the Regulatory Entity to which applications for increases must be made. Fare is “flag-fall” plus fixed R/km rate. No variation for time of day. Value is motivated by the operator to the PRE which will impose standard tariffs if operator applies for less. Tariff is set in meter by the installer technician and sealed by Traffic Services. Sean is not effective

The comparison also showed that there were areas where the practice in Cape Town does not follow the international examples as these examples require:

- Affiliation of the operator to a licenced base, network provider or body corporate;
- Vehicles to meet minimum standards including a maximum age for retirement;
- Portion of fleet to be accessible to passengers using wheelchairs;
- Driver's fitness to be investigated in more depth including knowledge and ability;
- Dispatch operator / control centre to be licenced; and
- Technology to be regulated

These differences will be addressed in the next chapter which proposes an operating model for metered taxis in Cape Town that is intended to allow the industry to prosper whilst providing a better service to the public.

Proposed operating model for Cape Town

The proposed operating model for metered taxis in Cape Town is presented in **Tables 7.1 to 7.6**. The tables cover the following topics:

- Table 7.1: Quantity of vehicles and control of picking-up passengers;
- Table 7.2: Quality Control – Vehicles;
- Table 7.3: Quality Control – Drivers;
- Table 7.4: Quality Control – Technology;
- Table 7.5: Fare Control; and
- Table 7.6: Law enforcement and self-regulation by the industry

Each table is structured in the same manner:

- Current criteria;
- International practice;
- Western Cape Metered Taxi Council view;
- Objectives of applying control;
- Enabling legislation; and
- Proposal and responsibility

The international practice is based upon the internet desk-top study of regulations adopted especially those in the four cities that were studied in more detail.

The Western Cape Metered Taxi Council's (WCMTC) view is that summarised from the six work groups held with the Council between 9 – 14 April 2014 and presented by members of the Council to the Council on 15 April 2014. Copies of these presentations are included as **Annexure D** to this report. The workshops were:

- Work Group 1: Supply and demand;
- Work Group 2: Regulations;
- Work Group 3: Quality (specifications);
- Work Group 4: Technology;
- Work Group 5: Law enforcement; and
- Work Group 6: Events

Although all the proposals are of importance and should not be considered in isolation of each other, the most significant changes to the existing operating model are:

- Table 7.1: Quality of vehicles and control of picking-up passengers
  - Number of rank operators to be capped at three times the number of municipal bays (as current rule-of-thumb);
  - Number of base operators to be uncapped but each application for an operating licence to substantiate its need;
  - Rank operators to be allowed to pick-up passengers at any formal municipal rank within the City of Cape Town boundaries ("rank-to-rank" operations);
  - Base operators to be allowed to pick-up passengers throughout the City of Cape Town (but not at formal ranks);
  - "Operational Plans" to be implemented at "hot spots" to control congestion and overtrading; and
  - Definitions are proposed for the terms "by hailing while roaming" and "pre-booked passenger" which are used within the NLTA to describe conditions under which metered taxis may pick-up passengers. These terms are important to distinguish metered taxi services from charter and courtesy services and, in future, to form part of regulations for e-hailing

- Table 7.2: Quality control – vehicles
  - Maximum age of vehicle to be specified:
    - Existing vehicle presented for a maximum 2 year renewal = 12 years (as current PRE practice); and
    - New vehicles at retirement = 8 years
  - TCT statutory decals to be displayed;
  - Incentives to be investigated to encourage operators to provide wheelchair accessible taxis (WATs) in alignment with TCT's universal access system for persons with disabilities; and
  - Vehicles to meet emission standards for that model and age

- Table 7.3: Quality control – drivers
  - Knowledge, ability and customer care tests to be introduced as part of TCT's Training Academy initiative; and
  - TCT to request Department of Labour to investigate hours of work and possible sectoral determination if necessary

- Table 7.4: Technology
  - Trip data to be submitted to the Regulatory Entity;
  - Taximeter to comply with SANS 467, be fitted by an approved installer and tariffs secured by Traffic Services / TCT official; and
  - e-Hailing to be regulated

- Table 7.5: Fare control

– Fare structure to be simple;
– Maximum fare to be specified with a minimum charge for short distances;
– Flat fares from Cape Town International Airport to the main destinations;
– Operator's proposed fares submitted for operating licences to be considered against fare structure, maximum rates and sustainable price cutting criteria; and
– Regular reviews of fares

- Table 7.6: Law Enforcement and Self-regulation by the industry

– Selected duties currently performed by "uniforms" to be undertaken by authorised TCT officials;
– Establish formal complaint system utilising Transport Information Centre (TIC);
– Investigations, as required, of operator's performance and suspension of operator's card if so necessary;
– Development of a Metered Taxi Charter and its adoption as a condition of uplifting operating licences;
– Develop and implement performance management regime (monitoring and evaluation) including decriminalising administrative processes; and
– Develop draft "By-law for Metered Taxis" and present to Minister and MEC before gazetting

The overall intention of the proposed changes is to enhance the status, trust and accountability of the operators so as to allow them to provide a service that exceeds the expectations of both passengers and government.

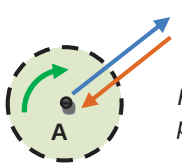
Table 7.1: Quantity and Control of Pick-up of Passengers

Current criteria

- Moratorium imposed on new operating licences by the Planning Authority until 30 June 2014 – to be extended until after 20 August 2014;
- In theory, quantity based on supply & demand and capacity at a rank. In practice, not effective due to lack of data; and
- Current operating licence conditions with a pick-up radius are restrictive

NLTA: 66. "(1) In the case of a metered taxi service-
(a) the entity granting the operating licence may specify an area for picking up passengers;
(b) if the operating licence or permit specifies such an area, the vehicle may leave that area if, on the return journey, it is to carry the same passengers that it carries on the outward journey or if the vehicle is to return empty;
(c) the vehicle may pick up passengers outside of that area if the fare is pre-booked and the passengers will return to such area"
OL Conditions:
(i)No passengers are picked up at any other municipal rank other than those specified on the operating licence
(ii) Drop off radius is specified

- Legal and economically viable



Return with same passengers

Roaming

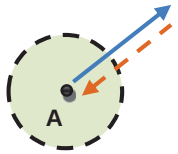
Pick-up Radius / authorised rank

Forward trip

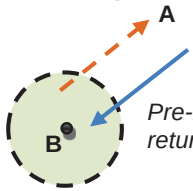
Return trip

Vehicle is empty

- Legal but not economically viable



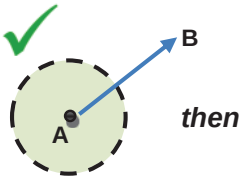
Return trip empty



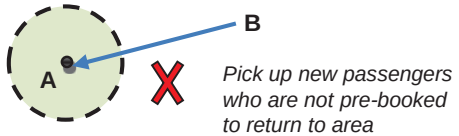
Pre-booked return

Outward trip empty

- Illegal but economically viable

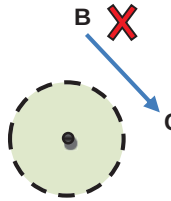


then



Pick up new passengers who are not pre-booked to return to area

or



Pick up new passengers who do not return to area

or

Pick-up new passengers at a unspecified rank / hail

International practice

- Trend appears to be no cap on quantity of dispatch vehicles but limit on number of "walk-in" taxis – both criteria in conjunction with strict quality and fare control plus restricted access to "hot spots" such as Airports, Convention Centres and entertainment areas

WCMTC view: • Rank market is small (say 10-20%) compared to dispatch market (80-90%); • Airport route contributes, say, 30% passengers with V&A Waterfront, CBD and Claremont being the other "hot spots". Ranks are required at these locations to reduce congestion and control illegals; • There is latent demand elsewhere within the City; and • Applications for new licences to be supported by WCMTC	
Objectives • Sufficient quantity of vehicles to fulfill role as one of the modes forming the "capillary network" within the IPTN; • Cap on the number of vehicles with authority to pick-up passengers at permanent municipal ranks to avoid over-trading and protect small operators; • Effective "operation plans" at "hot spots" to avoid congestion and over-trading; • Operations that are both legal and economically viable; and • Private ranks at which operations are regulated	
Enabling Legislation	
NLTA Section 1 (1)	• *Metered taxi service means a public transport service operated by means of a motor vehicle……..which –* a) *is available for hire by hailing while roaming, by telephone or otherwise,* b) *may stand for hire at a rank* c) *is equipped with a sealed meter*
NLTA Section 57 (2)	• *Where an application is made to a municipality…….for the granting……of an operating licence…….it may grant or refuse it having considered -* – *if granting it would be contrary to the relevant integrated transport plan* – *the availability of ranks, terminals or other facilities* – *the existence of any relevant by-law, regulation, prohibition, limitation or restriction*
NLTA Section 66 (1)	• *In the case of a metered taxi service -* *a) the entity granting the operating licence may specify an area for picking up passengers* b) *any particular journey may be operated at a fare not determined by the meter if the fare for that journey has been agreed upon before the journey begins, but the meter must be kept running for the information of passengers*

(Continues overleaf)

Proposal (mixture of quantity and geographical regulations in addition to QUALITY and PRICE)		
Type/Location	Pick-up conditions	Growth
Existing Rank Operators	• "Rank-to-rank" operations, may pick-up passengers at: – Any formal municipal rank within the City of Cape Town boundaries; – By hailing (e-hailing / conventional) while roaming within the City of Cape Town boundaries; (1) • May not pre-book passengers (2); and • May not pick-up at private ranks unless authorized	• Application to substantiate need for additional operating licence (criteria to be determined); • Rank quantity capped at 3 times number of permanent municipal bays (as current rule-of-thumb); 3 * 85 bays = 255; no of operating licences = 128 (not all ranks surveyed); and • If number of rank operating licence's eventually equals 3 x bays: – Additional operating licences to be base (operator's existing rank operating licences remain); and – City provide additional permanent bays where demand warrants
Existing Base Operators	• May pick-up: – Pre-booked booking within the City of Cape Town or outside of its boundaries if in accordance with NLTA Section 66 (1); and – By hailing (e-hailing / conventional) while roaming • May not pick-up at any formal municipal rank(3); and • May not pick-up at private ranks unless authorised	• Application to substantiate need for operating licence (criteria to be determined) • Eventually quantity to be "uncapped" • Fleet operators to convert their existing rank operating licences to base operating licences
Existing illegals(4)		• To apply to become Base Operators in terms of CITP • Criteria to be developed (has operated post 3 – 5 years)
New entries to industry		• To apply to become Base Operators
Private Ranks	• Only vehicles authorized by property owner / operator agreements allowed to rank	• Quantity capped as per agreement (Airport, Harbour, V&A, Century City, Convention Centre)
"Hot spots"	• Provide "temporary municipal stands" in addition to permanent ranks; • Temporary stands to be open to all operators; and • Develop and implement "operational plan" to reduce congestion	• Additional temporary stands provided as need arises

Shared trips / multiple stops	• The rate of fare for a journey is regardless of the number of passengers or intermediate stops; • The fare payable for a journey is that shown on the meter when the last passenger leaves the vehicle or that which has been prearranged at the start of the journey and is to be paid in full by that passenger. This is the only fare payable for that journey; and • No individual fares are payable when more than one passenger occupies a vehicle	

Notes

"By hailing while roaming" means, whilst either at a rank or driving in search of prospective passengers, responding immediately to a request from a passenger to collect them whereby only the passenger's location is known and no destination or price quote is provided. Note: No "charter" or "courtesy service" shall be permitted to accept a hailing request

A "pre-booked passenger" means a passenger that has applied to the licenced premises of an operator to arrange a pick-up by a metered-taxi and has received from that licenced premises an acceptance of that booking. Note: A driver in a vehicle who is also the operator cannot accept a pre-booking

This condition will require base operators with existing municipal rank authorities to convert these operating licences to base or private rank licences

Existing "illegals" are operators who have:

Base operating licences but were surveyed using municipal and private ranks = 316

No operating licences but were surveyed using municipal and private ranks = 604

Table 7.2: Quality controls – Vehicles

Current criteria: • Vehicles = general roadworthiness; • Roof sign (yellow "TAXI" but no current legislation); and • Company branded fleet liveries	• Capacity (7 + 1 as specified in OLS); • Decals showing type of service, operator's details and fares on doors; and • Some vehicles display full-wrapped advertising
International practice • Maximum age (5 – 10 years); • Capacity (5-11); • Livery (approved taxi markings or network / operator branding); • Roof sign (some linked to meter); • Emission standards; and • Accessibility (WATs being introduced)	
WCMTC view: • No savings on operating old vehicles (operators need to be educated in costs); • Small operators cannot easily get finance to replace vehicles regularly; • Vehicles should not be older than 5 – 8 years; • Need to agree minimum standards (safety & functionality); • Set targets and incentives for accessibility; and • Vehicles should not be fully wrapped for advertising (but can advertise as part of roof sign)	

Objectives

- Vehicles that are instantly recognizable to the public as being:
  - metered taxis that are safe to approach to engage a ride;
  - roadworthy;
  - internally and externally in good condition;
  - are fitted with the necessary safety and functional equipment (including minimum accessibility features, which must be developed, plus accommodation for passengers using wheelchairs if indicated as such); and
  - displays details of the operator and fares to be charged

- Vehicles that are for the Operator:
  - affordable to purchase;
  - economical to operate and maintain;
  - can accommodate both individuals and small groups of passengers; and
  - encourage passengers to seek out that operator for repeat business

- Vehicles that are for TCT:
  - project a positive image of a City that is well run;
  - significant proportion of the total fleet is universally accessible; and
  - reduce carbon emissions and improve air quality

Enabling legislation	
NLTA Section 57 (2)	*Where an application is made to a municipality ……..for the granting…….of an operating licence……..it may grant or refuse it after having considered (b) -* (i) *whether the vehicle or type of vehicle by means of which the service is to be operated, is suitable for that purpose* (ii) *the existence of any relevant by-law, regulation, prohibition, limitation or restriction* (v) *the ability of the applicant to operate the service….in a manner satisfactory to the public*
NLTA Section 66 (4)	*Minister or MEC may make regulations providing for –* (c) *special markings or other requirements for metered taxi vehicles* (d) *any other matter affecting the standard or quality of operation of metered taxis*

(Continues overleaf)

Proposal and responsibility		
Maximum Age	• Maximum age of vehicle to be specified: – Existing vehicle presented for a maximum 2 year renewal = 12 years (as current PRE practice); and – New vehicle = 8 years at retirement	MRE
Capacity	• Retain existing maximum capacity (as specified in OLS as 7+1); and • WATs to accommodate at least one passenger using a wheelchair plus at least one other passenger	MRE
Safety & functionality standards	• Vehicles to be roadworthy at all times; • Vehicles to be inspected for Certificate of Fitness at least annually (as current legislation); and • Vehicles to comply with minimum safety and functional standards to be developed with the industry	Traffic Services MRE MRE
Roof sign	• Regulations to be developed that require a roof sign that cannot be easily removed and be on display at all times when the vehicle is being used as a metered taxi. Roof sign to be removed when the vehicle is not being used as a metered taxi	By-law
TCT statutory decal	• Investigate best mechanism to display TCT statutory decal to instill in passengers a sense of trust that the vehicle is operational in a manner considered by TCT to be satisfactory to the public	MRE
Livery (branding and advertising)	• Operator may select livery (including branding of vehicles in a fleet so as to reflect status, accountability and trust in that company). No requirement for all metered taxis in Cape Town to be a specified colour as this removes the ability of fleet operators to distinguish their company values from others	By-law
	• Vehicles may display partial external advertising such that it does not distract from the visibility of the statutory decals	By-law
Accessibility	• Specification for minimum accessibility features to be developed to which all vehicles must adhere;	MRE TCT

	• Incentives to be investigated to encourage operators to provide wheelchair accessible taxis (WATs) in alignment with TCT's universal access system for persons with disabilities	
Air Quality	• Vehicles that meet the emission standards for that model and age of vehicle	MRE

Table 7.3: Quality controls – Drivers

Current criteria: • Drivers require PrDP (21 years, medical examination, no violent criminal record); and • 24 hour driver shifts are common for the majority of drivers who are "independent contract drivers"
International practice • Minimum age (19 - 24 years); • Knowledge test; and • Ability (track record)
WCMTC view: • PrDP age is sufficient but other requirements are too loose; • Requirements should include driving ability, role of driver, language, basic business principles; and • Foreign drivers are essential to stay competitive but quality standards must be specified and enforced

Objectives

- Drivers that instill in passengers a sense of confidence in their ability to:
  - communicate with the passenger;
  - conduct themselves professionally and care for the passenger;
  - drive with due care and attention within specified hours of working;
  - know the route to their destination and recognise it on arrival;
  - charge the correct fare; and
  - are trained to assist passengers with disabilities and respect their dignity

- Drivers that for the Operator:
  - portray their company to the passenger as being a well-managed business that warrants repeat bookings;
  - care for the vehicle;
  - conduct themselves professionally at all times (actions and attire);
  - hold and maintain statutory licences (PrDP);
  - respect the "rules-of-the-road" so as not to incur traffic fines, impoundment of vehicles etc ;
  - have advanced driving skills that reduce the number of accidents in which they are involved;
  - understand the basic principles that govern the operator's business; and
  - are reliable and report for duty on time

- Drivers that for TCT:
  - project a positive image of a City that is well run;
  - reduce the number of accidents; and
  - respect other road users and cause them to respond accordingly

Enabling legislation	
NLTA Section 66(4)	*Minister or MEC may make regulations providing for –* (b) *special requirements for drivers of metered taxis, which may include testing of knowledge of the relevant area* (d) *any other matter affecting the standard or quality of operations of metered taxis*
Basic Conditions of Employment Act Section 51 (5)	*The Minister may make a sectoral determination establishing basic conditions of employment for employees in a sector and area*

AARTO Section 2	President to determine date Act comes into operation in City of Cape Town by proclamation in the Gazette. Objects of the Act include: e) *to penalize drivers and operators who are guilty of infringements or offences through the imposition of demerit points leading to suspension and cancellation of driving licences, professional driving permits or operator cards* f) *to reward law-abiding behaviour by reducing demerit points where they have been incurred if infringements or offences are not committed over specified periods*	
National Road Traffic Act 1996 Section 49 & 50	*The operator of a motor vehicle shall –* c) *exercise proper control over the driver of such motor vehicle to ensure compliance by such driver with all the relevant provisions of the Act in particular……..professional driving permit* MEC has powers to investigate operators and suspend operator's card	
Proposal and responsibilities		
Knowledge and ability test	• Develop driver knowledge and customer care training course and align with TCT's Training Academy initiatives	TCT
Hours of Work	• TCT to request Department of Labour to investigate the hours of work of drivers; and • If found necessary, Minister of Labour to make a sectoral determination establishing the basic conditions of employment of drivers	TCT Minister (of Labour)
AARTO	• Commence AARTO within City of Cape Town to penalise drivers and operators who are guilty of infringements or offences under the National Road Traffic Act and reward law-abiding behaviour	President

Table 7.4: Technology

Currently there are no regulations governing the use of technology : • Taximeter; • E-hail vehicles; • Record trip data; and • Make payment by debit/credit card
International practice • Regulations exist for above technology; and • Installers are approved by the authorities
WCMTC view: • Overall technological platform must be specified by the City for compatibility; • Government must be committed long-term to solution so that operator's investment is not wasted ("Dream must not die"); • Under what legislation must operator submit data and what data will be required; • Payment by debit/credit card is essential as passengers are "choice users"; and • Allow fares to be paid by MyConnect card to encourage "last mile home" trips

Objectives

- Record trip data:
  - Operational data to be submitted to the RE by the Operator in specified format and frequency

- Taximeter:
  - Sealed taximeters to be in accordance with SANS 467:2005 (EN 50148:1995);
  - Taximeters to be fitted by an installer approved by TCT; and
  - Sealing of mechanical and electrical taximeters with the approved tariffs to be undertaken in accordance with SANS 467:2005 and in the presence of Traffic Services / authorised TCT official

- Payment by debit / credit card:
  - Continue to allow payment to be made by debit / credit card for passengers' convenience in addition to cash and in accordance with a regulatory framework that protects the security of the passenger's details; and
  - EMV component of the MyConnect card can be used in metered taxis

- e-Hailing apps:
  - e-Hailing metered taxis is available to passengers for their convenience;
  - Apps are regulated to ensure open entry to multiple suppliers, each supplier is open to all operators and maximum booking fee stated
  - e-Hailing apps may be operated by vehicle operators or third parties; and
  - Fares charged do not exceed amount on taximeter (tariff to include any booking fee which is payable by the operator to a third party app supplier with maximum booking fee regulated)

Enabling legislation	
NLTA Section 66 (2)	*In the absence of requirements published in terms of the Trade Metrology Act 1973 (Act No 77 of 1973), the Minister must set standards for sealed meters for metered taxis in accordance with standards set by the South Africa Bureau of Standards in terms of the Standards Act, 1993 (Act No 29 of 1993)*
NLTA Section 66 (3)	*The Minister or MEC, in consultation with the relevant planning authority, may determine a fare structure for metered taxi services and the MEC must publish such fare structure in the Provincial Gazette*
NLTA Section 66 (4)	*The Minister or MEC may make regulations providing for – (d) any other matter affecting the standard or quality of operation of metered taxis*

Proposal and responsibilities		
Trip data	• Trip data required and its provision specified as a condition on the operating license	MRE
Taximeter	• Set standards for sealed meters (by-law in consultation with the Minister); • Taximeter to be fitted only by an installer approved by TCT; and • Taximeter to be sealed in the presence of Traffic Services / TCT official	By-Law
Payment by debit/credit card	• Need for regulations to be determined; and • Exchange any necessary interfaces keys to allow EMV component of MyConnect cards to be used in metered taxis	By-Law
e-Hailing	• Establish regulations to govern the supply and usage of e-hailing apps; and • Booking fee to be included within tariff with maximum fee approved by PRE as part of the apps suppliers license	By-Law

Table 7.5: Fare Control

Current criteria: • Fare structure and standard rates have been established as general practice by PRE. Operator motivates for higher rates. PRE sets standard rates if operator proposes less; • Fare structure is simple (flag fall, rand/km and waiting time) with no surcharges; and • Meter starts when the first passenger enters the vehicle and stops when the last passenger departs
International practice • Fare structure is set by the authority (hiring charge + km / speed rate + surcharges for afterhours travel etc); • Maximum or an actual rate set (operator can charge less); and • Rates are regularly reviewed by the authority
WCMTC view: • Need to make fares more affordable to passengers; and • Allow different tariffs for different vehicle sizes (3 / 7 passengers)
Objectives • Simple fare structure that is easy to understand and apply: - Maximum rate / km; - Minimum charge for short trips (instead of flag-fall); and - Waiting time charge • No surcharges for: - Number of passengers or stops; - Luggage; and - Time of travel • Standard “flat fares” from the Airport to popular destinations; • Rates to be reviewed regularly by RE based upon costs and affordability; • Operator to continue to motivate to RE rates to satisfy its own business plan. Rates to be equal to or less than maximum standard

rates so as to protect passengers from overcharging. Approval for rates considered to be severely discounted and not sustainable to be refused by RE;

- Approved rates to be displayed on vehicle and sealed in meter;
- Passenger pays the amount on the meter (unless the fare was agreed before the trips starts in accordance with NLTA Section 66 (1)). Any booking fee is included in the tariff; and
- Any booking fee payable by the operator to a third party (e.g. e-Hailing supplier) is regulated

Enabling legislation		
NLTA Section 66(3)	*The Minister or MEC, in consultation with the relevant planning authority, may determine a fare structure for metered taxi services and the MEC must publish such fare structure in the Provincial Gazette*	
Road Transportation Act 74 of 1977 – Section 12A	*"Whenever the commission or board.....directed.....such conveyance shall be undertaken at tariffs approved or laid down by the commission or board"*	
Proposal and responsibilities		
Fare structure and levels	TCT to develop fare structure and maximum rates. Fare structure to be kept simple (no surcharges for time of travel etc) and include minimum charge for short trips and flat fares from the Airport to common destinations. Structure to prevent operators from unsustainable price cutting.	TCT – By-law
Consideration of Operator's rates	MRE to consider operator's proposed rates against fare structure, maximum rates and sustainable price cutting criteria.	MRE
Review of standard rates	MRE to regularly review maximum rates	MRE

Table 7.6: Law Enforcement and Self-regulation by the industry

Current criteria: • Under resourced (manpower plus training); • Little self-regulation by industry; and • Databases are not accessible / reliable for use especially on operations
International practice • Enforcement of regulations is essential to maintain standards; and • Company-level compliance is common in well established markets
WCMTC view: • Illegal operations must be removed from the industry but it is easier to be illegal than legal; • Once illegals are removed, industry can self-regulate better; • Law enforcement is also required at private ranks to prevent illegal operations; • Company-level compliance is not supported; and • Operators and drivers need to be educated in laws and conditions
Objectives • Effective enforcement of legislation to maintain standard of metered taxi services provided to the public and accountability of operators; • Access for officers to up-to-date information especially when on operations; and • Self-regulation by the industry which is educated on the requirements
Existing legislation • National Land Transport Act, 2009 (Act No 5 of 2009); • National Road Traffic Act, 1996 (Act No 93 of 1996); and • Administrative Adjudication of Road Traffic Offences (Act 46 of 1998) (AARTO)
Proposal and responsibilities

Law enforcement resources	• Make available required resources to effectively enforce legislation; • Reallocate where possible administrative type tasks currently undertaken by "uniforms" to authorised TCT officials; and • Implement AARTO to support the law enforcement and judicial authorities and to undertake the administrative adjudication process	TCT
Up-to-date information	• Update existing databases; and • Provide access to updated databases for hand-held devices to be used on operations	TCT / Traffic Services
Passenger complaint system	• TCT and WCMTC to establish mechanisms for passengers to register complaints / compliments with the Transport Information Centre (TIC)	TCT
National Road Traffic Act 1996	• Investigation of operator's performance and suspension of operator's card if so necessary	MRE
Self-regulation of industry	• MRE to develop a Metered Taxi Charter for the industry (WCMTC members and non-members) to follow and adoption as a condition of uplifting operating licence	MRE
Performance management	• Develop and implement performance management regime (monitoring and evaluation) including decriminalising administrative process	MRE

Summary of the principal proposals and next steps

A summary of the principal proposals and next steps is presented in **Table 8.1** together with the party which is responsible for its implementation. Most of the actions require further work to be performed before they can be implemented. It is proposed that this work is undertaken during the next financial year (2014 / 2015). The actions can then be implemented in the following financial year (2015 / 2016). An important step is to pilot the effectiveness of the changes in the pick-up conditions and its impact on fare levels. This is proposed to take place during 2015 / 2016. Grace periods must also be allowed for operators to prepare their drivers for the new testing regime and plan when to retire their vehicles for new vehicles. A Vehicle Replacement Strategy is proposed within **Figure 8.1** based upon newly purchased vehicles being retired after 8 years but existing vehicles permitted to be used to uplift renewal operating licences until 12 years old in accordance with current practice.

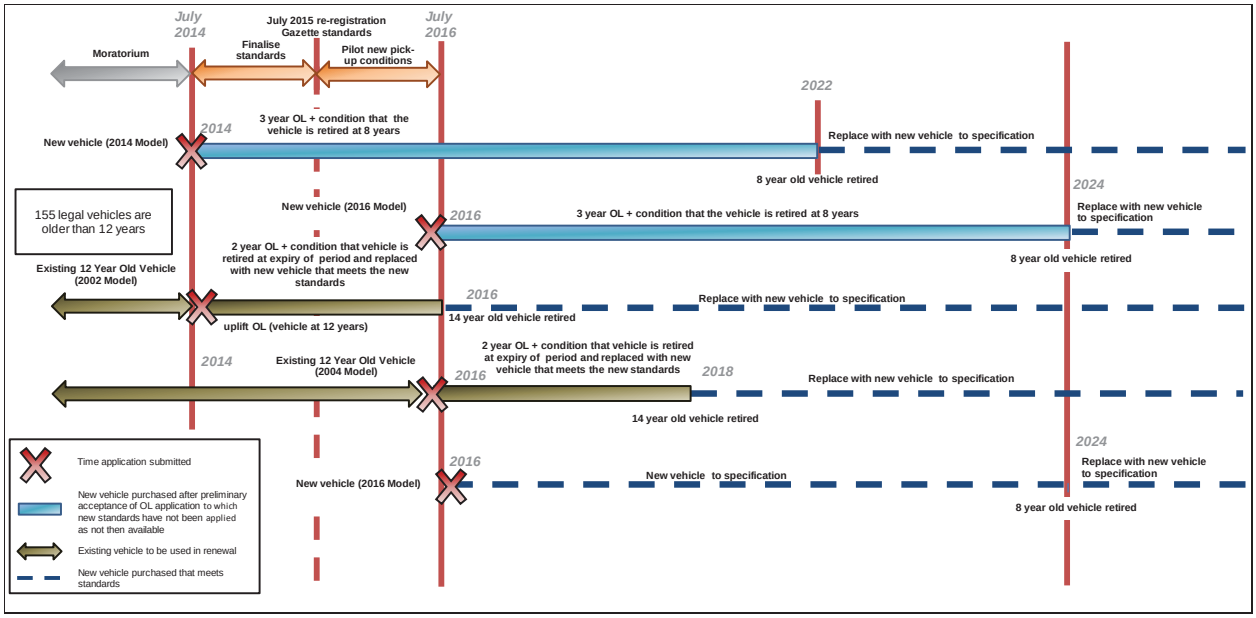


Figure 8.1: Vehicle Replacement Strategy (existing vehicle = 12 years, new vehicle = 8 years)

Table 8.1: Summary of principal proposals and next steps

8.1 Quantity & Control of Pick-up					
• Workshop new passenger pick-up conditions with the industry	MRE / WCMTC	• Pilot new passenger pick-up conditions and assess effectiveness	MRE	• Accept or reject new passenger pick-up conditions	MRE
• Assist private rank owners to better regulate their ranks	MRE				
• Provide "temporary municipal stands"	TCT				
• Prepare "operational plans" for hot spots	TCT				
8.2 Quality: Vehicles					
• Prepare vehicle standards • Investigate mechanisms to encourage wheelchair accessible taxis (WATs) that align with TCT's universal access system for persons with disabilities	By-law	• Continue to grant / renew operating licence using existing vehicle standards • Implement mechanisms to encourage provision of WATs	RE TCT	• Implement new vehicle standards for all new operating licence applications and renewals	MRE
8.3 Quality – Drivers					
• Develop driver knowledge and customer care training course and align with TCT's Training Academy initiatives	TCT	• Continue existing practices whilst industry prepares itself for the new requirements	MRE	• Implement new driver knowledge and customer care exam. Course and exam through TCT's Training Academy	TCT
• Establish complaint mechanism with TIC / WCMTC	TCT	• Implement TIC / WCMTC complaint system	TCT		

8.4 Quality – Technology					
• Taximeter: Develop installer accreditation criteria • Taximeter: Set standards for sealed taximeters (SANS 467)	By-Law By-law (in consultation with Minister)	• Taximeter: Implement installer accreditation criteria • Taximeter: Industry prepares to implement standards for sealed meters	MRE -	• Taximeter: All new taximeters comply with SANS 467. Existing meters to comply with standard by a date to be set by the by-law	
• Trip data: Develop requirements	TCT	• Trip data: Test return of data	TCT	• Trip data: Implement requirements as part of operating licence conditions	MRE
• E-Hailing: Develop & gazette regulations	By-law	• e-Hailing: Implement regulations	MRE		
• MyConnect: Activate EMV payment	TCT	-	-		
8.5 Fare Control					
• Fare Policy – prepare fare structure (including escalation clauses)	By-law	• Implement fare structure	MRE		
• Fare levels – prepare fare levels	TCT	• Pilot new fare levels to assess impact of new passenger pick-up conditions	MRE	• Accept or reject new fare levels	MRE
8.6 Law Enforcement & Self-regulation					
• Resources: Relieve "uniforms" of administration duties	TCT	• Resources: Work towards implementation of AARTO	TCT	• Resources: Implement AARTO if ready	TCT
• Self-regulation: Develop a Metered Taxi Charter for industry (WCMTC meters and non-members) to follow and issue as a condition of uplifting operating licence	By-law	• Self-regulation: implement Metered Taxi Charter for operators as part of uplifting operating licence	MRE		

• Develop performance management regime (monitoring and evaluation) including decriminalising administrative process	MRE	• Implement performance management regime	MRE		
8.7 General					
• Develop implementation models for Cape Town in accordance with international best practice	MRE				
• Develop draft "By-law for Metered Taxis" and present to Minister and MEC before gazetting	MRE	• Implement "By-law for Metered Taxis"	MRE		

Annexure A

Draft Public Transport Strategy and Action Plan: Metered Taxis

Public transport strategy and action plan
The metered taxi

Vision :

'A metered taxi operation/service in South Africa's cities offering a consistently high standard of service in terms of availability, comfort, safety and security, with fares which :
encourage widespread and regular use by the population as a whole, and
enable a sustainable operation by taxi owners and proper remuneration and conditions for drivers.'

Draft for national consultation : 30 august 2010

Status of this Document

The Public Transport Strategy and Action Plan was approved by Cabinet in March 2007.

It made a number of references to the desirability of increasing the usage of the metered taxi in South African cities as part of public transport networks. It envisaged that in some instances the metered taxi could become part of contracted services.

For obvious reasons the weight of attention was initially focused on the mass transit element of the Strategy and Action Plan. However, in early 2009 a government Metered Taxi Forum was instituted to develop proposals for this particular mode; it consisted of representatives from all three spheres of government.

The discussions revealed a complexity of operations and regulatory practices which had not been anticipated, but by September 2009 a draft document had been prepared. The complexity means that, despite the references to the metered taxi in the March 2007 Public Transport Strategy, it has in practice become necessary to develop a sub-Strategy for this mode.

This document is therefore a draft of a strategy paper (referred to as 'the Strategy').

As indicated above, it was developed during 2009 by government at all three levels. In the first half of 2010 briefing sessions were held with the metered taxi industry at provincial and local levels.

Consultation is now being undertaken at national level. Discussions have been held with the NEDLAC Public Transport Task team to obtain the input of labour and the community at large. The final stage will be a national workshop with the representatives of metered taxi industry together with government at provincial and local levels.

The strategy paper will then be published for general public comment, with an invitation to comment in accordance with the Public Consultation Process shown on the page overleaf.

After it has been published for general comment, and those comments have where appropriate been incorporated into the Strategy, an implementation plan and programme will be developed, with a number of workstreams each dealing in detail with a particular element of the Strategy. This implementation plan and programme will also be the subject of ongoing consultation with the metered taxi industry in particular.

This document accordingly deals only with the broad Strategy.

The Public Consultation Process

The Strategy sets out the Department of Transport's views about what we intend to do to grow, promote and strengthen the role of the metered taxi. It sets out the Department of Transport's implementation Strategy for the metered taxi, by outlining reforms across a broad range of areas to improve the quality of the service.

Consultation on the draft Strategy has now begun, and will close on xx xxxx. This consultation period is an important opportunity for all stakeholders to tell us about their metered taxis issues and priorities.

How can you comment?
You can submit your feedback comments to the DoT by sending us a written submission. Please do comment to let us know your thoughts on the draft Strategy. We are keen to receive as much feedback as possible to help us ensure that the final Strategy will best serve the passengers, the taxi driver and taxi operator, etc.

Accessing the Strategy
For more information on the Strategy and how to respond to this consultation, visit your local municipality or Province, or view the DoT's website: www.dot.gov.za.

Responses to the Consultation
The DoT would welcome views on any, or all, of the issues set out in this consultation paper. Responses to the consultation paper should be addressed to "Metered Taxis Consultation' and sent to:

Ms Khibi Manana
Public Transport Strategy and Monitoring
Department of Transport

Fax: 012 328 5102
Email:mabusek@dot.gov.za

The closing date for the consultation is xxx xxxxx.

More information
Additional copies of this draft Strategy, or of individual chapters and appendices, can be downloaded from DoT's website: www.dot.gov.za.

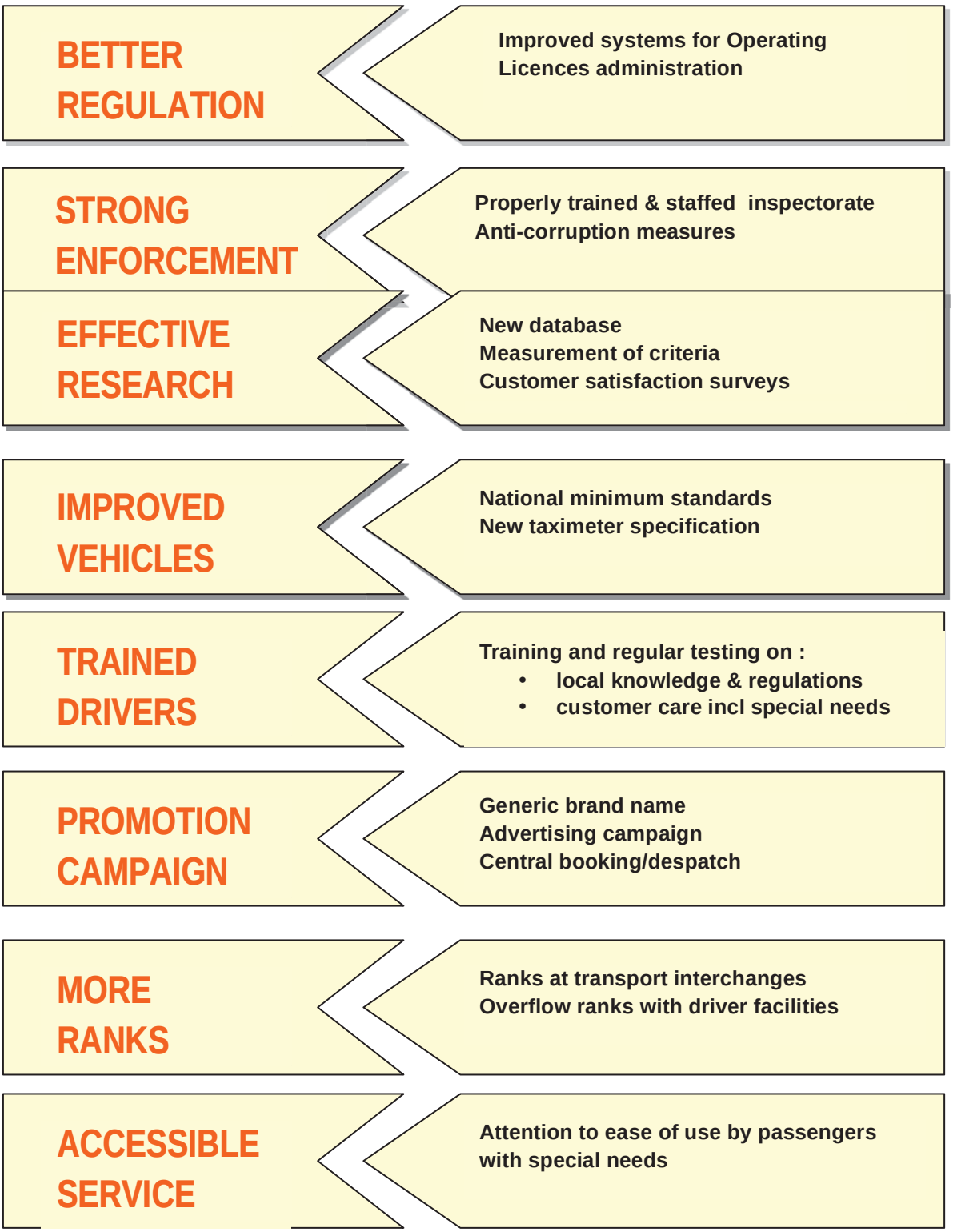
Where to from here?
Once the consultation period has ended, the feedback received will be considered. The DoT will use responses to help inform the Strategy. A summary of the comments received will be published on the DoT website after the consultation period ends. The responses, including the names of addresses of respondents, may be made public unless confidentiality is specifically requested. In accordance with the freedom of information legislation, individual responses must be made available to anyone who asks for them, unless one of the exceptions in the

legislation applies, for example the information was provided in confidence, or its disclosure would prejudice third parties.

The Strategy will then be submitted to the Minister for approval by xxxx xxxx. It is expected that the final Strategy will be adopted and published by xxxx xxxxx.

Contents

Strategy highlights



Background

1. Introduction

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

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

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

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

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

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

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

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

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

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

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

1.2 Scope

1.2.1 Geographical

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

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

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

1.2.2 Types of Service

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

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

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

1.3 Definitions

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

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

(a) is available for hire by hailing while roaming, by telephone or otherwise;
(b) may stand for hire at a rank; and
(c) is equipped with a sealed meter, in good working order, for the purpose of determining the fare payable, that is calibrated for such fare or complies with any other requirements applicable to such meters."

1.4 Policy and Legislative Context

1.4.1 National Land Transport Act 2009

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

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

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

1.4.2 Public Transport Strategy and Action Plan of March 2007

The PTSAP refers to the metered taxi in two contexts:

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

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

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

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

1.4.3 National Road Passenger Plan of June 2007

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

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

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

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

2. The challenge

2.1 Defining the existing role

The greatest challenge encountered in the development of a strategy for the metered taxi is that so little is known about it and that it serves a remarkably wide range of market segments.

The mass transit modes (rail, bus and minibus-taxi) are well understood. Even though there are gaps in the statistical data, there is a wealth of information from research by government and studies by academics. By contrast, very little research is available on the metered taxi.

2.1.1. The Markets

We know, for example, that our present mass transit systems are used mainly by people in lower socio-economic groups. The Public Transport Strategy and Action Plan is intended to introduce integrated networks which will not only improve the travel experience of existing users but make them more attractive to a wider range of the population.

The metered taxi is quite different. It is already used by all sections of the population, from the township dweller to the business executive. (This is quite different from cities in most other countries, where use of the metered taxi - as opposed to the non-metered 'private hire' car - is generally limited to the better-off sections of the population.)

We know this from observation and through input from both government and operators. But figures are hard to come by.

2.1.2. The Operators

There is a similar spread of difference between the types of metered taxi operator.

The characteristics of the mass transit operators are reasonably well-known and identifiable.

Urban bus operators are part of the formal sector of business, are generally aware of and act in accordance with legislation including corporate governance. Minibus-taxi operators generally are part of the informal sector, the characteristics of which include an absence of formal accounting and a lack of the management practices customary in the formal sector. This comment is not intended to imply any value judgement, merely to emphasise that in dealing with the two groups, government knows broadly how they might react to a particular proposal.

The metered taxi industry is far more varied in its composition. It ranges from the formal sector business operating a number of modern vehicles and with a mainly business clientele, to the individual owner-operator with an elderly vehicle finding clients wherever he or she can.

2.1.3. Responses to proposals for change

This variety means that the range of responses to proposed changes is likely to be equally varied, as indeed has been the case in the consultations with the metered taxi industry.

The formal sector businesses tend to be willing to accept the need for change but see it as mainly a case of upgrading the less professional operators - 'levelling the playing fields'.. The latter are apprehensive about the implications of change, partly because of extra costs which might be required in such an upgrade.

2.1.4 Implications for the Strategy

The lack of a clear and quantified picture of the existing roles of these many and varied aspects of the metered taxi industry and its markets poses a significant challenge to the improvement and increase in usage envisaged in the Public Transport Strategy and Action Plan.

There is a need for more detailed information at local level about, for example, how the metered taxi operates, who it carries, what it charges, what income it makes and how its employees are remunerated.

This metered taxi strategy includes as one of its four themes 'Efficient Administration', and within that theme emphasises the essential need for ongoing research to inform decisions on the issue of Operating Licences, fares, and other such matters.

In an ideal world the implementation of the Strategy would wait upon the institution of an adequate research programme and the analysis of its results. But the implementation of the strategy cannot be delayed for this to happen. As indicated in the immediately following section, there are real concerns about the current role of the metered taxi, even if it cannot at this stage be precisely defined.

It is the intention to make a start on the implementation of the Strategy as soon as possible, using the information gleaned from the consultations with provincial and local government, the metered taxi industry including the national workshop, bodies such as NEDLAC, and of course the contributions received directly from the public as a result of the publication of the draft Strategy.

Chapter II describes the four themes of the Strategy and lists for each of the themes the intended priority actions.

During the consultation process thus far, a number of issues have been identified as being generally accepted as ones of general concern. The following section describes some of them. They are not in any particular order of deemed importance.

2.2 Issues

2.2.1 The Licensing System

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

2.2.2 Enforcement

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

2.2.3 Data

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

2.2.4 Number of taxis

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

2.2.5 Taxi ranks

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

2.2.6 Street hailing

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

2.2.7 Vehicle quality

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

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

2.2.8 Driver standards

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

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

South African practices generally fall short of these standards.

2.2.9 Safety and security

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

2.2.10 Fares

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

2.2.11 Taximeters

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

2.2.12 Customer awareness

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

2.2.13 Integration with other modes

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

2.2.14 Passengers with special needs

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

The strategy and Implementation

3. Vision

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

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

It has adopted the following vision:

'A metered taxi operation/service in South Africa's cities offering a consistently high standard of service in terms of availability, comfort, safety and security, with fares which :
encourage widespread and regular use by the population as a whole, and
enable a sustainable operation by taxi owners and proper remuneration and conditions for drivers.'

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

Efficient Administration
Improving Standards
Increasing Usage
Public Transport Integration

4. The strategy

4.1 Efficient Administration

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

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

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

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

4.1.1 An improved licensing system

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

It describes three key factors:

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

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

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

Irrespective of who is responsible, it is essential that the licensing administration system represents current best practice in this field. Decisions on applications for licences must be made speedily. The NLTA regulations published on 17 December 2009 require the regulatory entity to meet sufficiently often to enable them to process applications within 60 days.

Decisions on applications will be assisted by the research programme described in section 4.2.3 below and the data which will be produced by it.

4.1..2 Stronger Enforcement

Inspectorate

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

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

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

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

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

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

"Appointment of inspectors
86. (1) Employees of—
(a) a provincial department, as appointed by the MEC; or
(b) a municipality to which the operating licence function has been assigned, as appointed by that authority who are fit and proper persons for the relevant functions, may be appointed as inspectors.
(2) The authority appointing an inspector must issue to him or her a certificate of appointment and official proof of identity in the prescribed form.

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

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

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

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

Options include:
having a national 'super-inspectorate' to supplement or, from time to time, take the place of the local inspectorate
rotating inspectors from one licensing area to another
analysis of lifestyle (the 'lifestyle audit')

Database Linkages

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

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

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

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

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

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

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

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

Call Centre
The NLTA says this:

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

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

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

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

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

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

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

Data required

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

Section xx.x below suggests that fares should be set by an appropriate authority so that there is consistency and certainty for the user. In its input, the Community element of the NEDLAC public transport task team has emphasised how important is the standardisation of fares. Decisions on the level of fares will similarly be assisted by readily available current data.

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

the customer - waiting times, taxi usage and satisfaction levels
the owner- operating costs and income
the driver - hours of work needed to achieve an adequate income.

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

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

Some elements of this programme are discussed below.

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

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

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

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

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

They include:

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

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

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

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

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

* * * * *

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

4.2 Improvement in Standards

4.2.1 Strategic thrust

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

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

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

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

One of the priority tasks will be to assess whether all those who currently operate under the authority of a metered taxi Operating Licence or permit really require to do so. The consultations with both government and the industry have suggested that many at the 'lower end' of the scale operate a saloon car as a metered taxi because that is the only point in the regulatory framework where they believe they can fit.

However, it is not at all clear that they all have meters, or metered taxi permits, or either. There seems to be a belief that although many are in fact a form of the '4+1' service which operates in the townships, they need the security of a metered taxi licence (or the appearance of one) if they are to operate in and around the CBD.

That is not so. The NLTA defines a 'minibus taxi-type service as one which is operated "by means of a *motor car* (our emphasis), minibus or midibus". The Strategy will try to identify at an early stage these operators and encourage and assist them to convert their permits to a more appropriate one. This will eliminate the need for these operators to fit into a stricter regime, and at the same time remove an obstacle to the implementation of the higher standards.

It will be clear from the analysis earlier in this paper that there is simply not at this stage enough knowledge about the nature of the metered taxi industry for government to prescribe regulations that imply potential changes of substance. That must wait upon the outcome of the research programme.

But the issues described in 2.2. above are sufficiently clear to enable immediate action to be taken to ensure that there are common minimum standards prescribed by regulation and applicable throughout South Africa.

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

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

4.2.2 The Vehicle

Minimum Standards

In order to improve the quality and safety of vehicles, national regulations will be developed. They will allow for a phased implementation over a period of years.

It is anticipated that the regulations will prescribe:

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

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

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

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

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

The Taximeter

The NLTA defines the metered taxi thus:

''metered taxi service'' means a public transport service operated by means of a motor vehicle contemplated in section *66* which—
(c) is equipped with a sealed meter, in good working order, for the purpose of determining the fare payable, that is calibrated for such fare or complies with any other requirements applicable to such meters;

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

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

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

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

4.2.2 The Driver

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

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

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

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

Initial checks on applicants

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

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

Guidelines will be issued by the Department.

Initial and periodic re-testing

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

the area in which the applicant operates
customer care, including the care of customers with special needs regulations and by-laws

the Code of Conduct (see below)

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

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

A special metered taxi driver's licence

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

Code of Conduct

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

4.2.3 The Owner

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

* * * * *

Priority actions for the theme : Improvement in Standards
Develop minimum standards for vehicle, driver and owner, and publish as draft national regulations
Develop a standard testing system for vehicles
Develop a standard testing system for drivers
Prepare *a* Code of Conduct for drivers
Facilitate development of driver training programme through TETA

4.3 Increase in Usage

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

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

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

It will also act as an incentive for those who do not yet meet the standards to do so. This is most important to the success of the strategy. There are many, probably thousands, of taxis which currently fall short of the proposed minimum standards.
The operators often only just manage to achieve the level of income needed to meet their costs. They cannot justify investment in a more modern vehicle, even if they could arrange the necessary finance. The programme to increase metered taxi usage will give these operators in particular access to a far wider market, give them an incentive to upgrade their vehicles, and provide finance houses with a safer basis for a loan.

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

4.3.1 Fare Structure
The NLTA says this:

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

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

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

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

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

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

on the web site of the body authorising the charges

at ranks; and
on/within the taxi vehicle as prescribed in the regulations.

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

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

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

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

The campaign will comprise:

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

Brand Name

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

There are two parts to the brand name :

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

The specific brand name

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

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

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

Describing the service

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

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

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

Putting the brand name together

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

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

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

Advertising

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

explain the Taxicab concept to the public and encourage new customers to use the services it offers

describe clearly how the central booking/despatch system (see below) works, and encourage its use.

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

4.3.3 Booking and Despatch System

Most formal sector metered taxi companies have an effective booking/despatch system. The individual owner-operator, usually from the BBBEE sector, does not. Some are able to become part of one of the company systems. Others sign up to companies whose sole task is to provide the booking/despatch system. But there appear to be very many who have no access to such a system.

During the consultation process the point was made that the single biggest benefit the Strategy could provide to these individual owner-operators would be to assist them to combine to set up their own booking/despatch system – even where they are currently contracted into a system owned by some other entity.

The Strategy will encourage the formation of cooperatives in these instances, and guide the operators to the assistance and start-up funds available from the Department of Trade and Industry

4.3.4 Street Hailing/ Cruising

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

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

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

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

The second inhibition is that of potential concern over the environmental effects of running 'dead' kilometres in the search for customers (or more positively) to make it easier for the metered taxi to play its full part in the urban public transport network.

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

4.3.5 Ranks

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

4.3.6 Expanding the metered taxi fleet - BBBEE considerations

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

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

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

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

Existing participants

The owner

Three matters in particular will be addressed :

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

Cooperatives

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

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

There will be costs, and these will have to be met by the members of the cooperative. Start-up funds will be available from the cooperative start-up assistance programme of the

Department of Trade and Industry. Other financial assistance may be available from one of the several empowerment funds

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

Finance

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

Booking/despatch system

As described above, an essential feature of the cooperative will be a booking/despatch system for members. Care will be needed in the early stages to ensure that all members feel they are getting a fair share of bookings.

The Driver

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

New participants

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

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

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

* * * * *

Priority actions for the theme : Increase in Usage
Develop guidelines on fare structures
Continue liaison with SABS and other bodies on the taximeter specification
Prepare specifications and costs for the advertising campaign
Open discussions with possible private sector sponsors/suppliers of the central booking/despatch system.
Develop detailed BBBEE plan.

4.4 Public Transport Integration

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

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

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

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

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

4.4.1 Taxi Ranks

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

Local planning authorities should identify appropriate locations for new taxi ranks. In particular, taxis should be considered during the planning stages of major new developments likely to generate significant taxi demand, so that street ranks and their associated facilities can be configured accordingly. Where a taxi rank exists, standardised signage should direct passengers to the rank.

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

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

Number and location of on-street ranks

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

Overflow holding areas

In the case of very busy ranks with only limited standing capacity, there will be a need for an overflow rank from which taxis can be called forward. This will require the implementation of an operational control of some kind.

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

Public transport interchanges

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

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

Ranks with Restricted Access

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

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

4.4.2 Electronic Fare Collection

Integrated Fare Systems

The PTSAP says this :

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

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

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

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

Credit Cards

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

Visitors from many overseas countries will already be accustomed to using such cards for taxi hires and may be both irritated and embarrassed if it is not possible to do so in South Africa.

4.4.3 Accessibility

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

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

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

* * * * *

Priority actions for the theme : Public Transport Integration

An audit of taxi ranks by local planning authorities

Department to support and encourage the provision of adequate numbers of taxi ranks including accessibility by people with disabilities; and the provision of information in relation to taxi ranks

The development and communication of design guidelines to local planning authorities to assist them in deciding on the number, location and provision of taxi ranks

Ensure that the provision of taxi ranks at public transport interchanges forms part of the planning for IRPTNs

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

5. Implementation

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

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

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

5.1 The Process

5.1.1 Metered Taxi Forum

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

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

Task #1

The first task of the Forum will be to :
reach internal consensus on the Strategy
consult with the metered taxi industry
oversee the preparation of draft regulations
determine resources required and prepare budgets.

Task #2

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

Task #3

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

5.1.2 Action Plans

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

5.1.3 Institutional Structures

The following is proposed:

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

5.1.4 National Regulations

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

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

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

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

5.2 Monitoring and evaluation

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

5.3 Resourcing the Strategy

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

Annexure B

Municipal Council of Cape Town
Regulations P N 1117/1973
of 14 December 1973

P.N. 1117/1973 14 December 1973

The Administrator has approved the subjoined regulations framed by the Municipal Council of Cape Town.

CAPE TOWN MUNICIPALITY : TRAFFIC REGULATIONS CONTENTS

CHAPTER I : GENERAL

Repeals, savings and commencement

1. (1) The regulations and other amendments listed in Schedule 1 and all enactment's thereto are hereby repealed.

(2) Any approval, exemption, license or permission granted, and consent given, and badge, card, license or token issued, any application or direction made, any condition, requirement, restriction or suspension imposed, any notice or seal affixed, any notice served, any barriers or signs erected, any lines marked and any other action taken or thing done under the provisions of any regulation or other enactment repealed by subregulation (1) shall be deemed to have been granted, given, issued, made, imposed, affixed, served, erected, marked, taken or done under the provisions of these regulations.

(3) These regulations shall come into operation on the first day of January 1974.

Definitions

2. In these regulations, unless the context otherwise indicates –

"**barrow**" means any barrow, handcart or similar contrivance used for the conveyance of goods;

"**bus stop**" means any place designated or area demarcated as a bus stop or for the exclusive parking of buses by a road traffic sign;

"**City**" means the area under the jurisdiction and control of the Council;

"**Council**" means the Council of the City of Cape Town;

"**disabled person**" means a person whose ambulatory ability is affected by reason of a physical defect or disability and who has been issued with a token of exemption by the Traffic Manager in terms of the authority granted in section 167 (2) of the Road Traffic Ordinance, 21 of 1966;

"**drive**" and "**driver**" have the meanings assigned to them in the Road Traffic Ordinance;

"**hawker**" means a person who is required to be licensed as a hawker in terms of the Registration of Business Ordinance and any employee or agent of such a person;

"**kerb line**" has the meaning assigned to it in the Road Traffic Ordinance;

"**loading zone**" means any position of a public road designated or demarcated as a loading zone by a road traffic sign;

"**local authority**" has the meaning assigned to it in the Municipal Ordinance;

"**Medical Officer of Health**" means the person appointed as such by the Council, any person acting in that capacity and any employee of the Council duly authorised thereto by a person so appointed or acting;

"**Medical practitioner**" means a person registered as such under the Medical, Dental and Supplementary Health Service Profession Act (Act 56 of 1974) who practices medicine within the City.

"**metered parking bay**" means a parking bay in conjunction with which a parking meter has been installed;

"**motor-car**", "**motor cycle**", "**motor tricycle**" and "**motor vehicle**" have the meanings assigned to them in the Road Traffic Ordinance;

"**Municipal Ordinance**" means the Municipal Ordinance, 1951 (Ordinance 19 of 1951);

"**operate on a public road**" has the meaning assigned thereto by the Road Traffic ordinance;

"**owner**" has the meaning assigned to it in the Road Traffic Ordinance;

"**park**" has the meaning assigned to it in the Road Traffic Ordinance;

"**parking bay**" means any portion of a public road demarcated as a parking bay or parking place by a road traffic sign;

"**ply for hire**" means use a motor vehicle for conveying passengers for hire or reward or make a motor vehicle available at any place for the purpose of so conveying passengers;

"**police officer**" has the meaning assigned to it in the Road Traffic Ordinance;

"**prescribed fee**" for the purposes of –

(a) Chapter IV, means the fee prescribed in terms of Section 106 of the Road Traffic Ordinance in respect of the metered parking bay concerned, and

(b) Chapter V, means the fee prescribed in terms of Section 106 of the Road Traffic Ordinance in respect of the toll parking area concerned;

"**prescribed hours**" for the purposes of –

(a) Chapter IV, means the hours during which the provisions of that Chapter are in operation as prescribed in regulation 23, and

(b) Chapter V, means the hours during which the provisions of that Chapter are in operation as prescribed in regulation 27;

"**prescribed tariff**" means the fares and charges payable in terms of any law in respect of any journey undertaken in a taxi;

"**proprietor**" in relation to any taxi means the person carrying on the business of conveying passengers in such taxi for hire or reward;

"**public bus**" and "**public motor vehicle**" have the meanings assigned to them in the Road Traffic Ordinance;

"**public holiday**" means a public holiday referred to in section 1 or proclaimed under section 2 of the Public Holidays Act, 1952 (Act 5 of 1952);

"**public place**" has the meaning assigned to it in the Municipal Ordinance;

"**public road**" has the meaning assigned to it in the Road Traffic Ordinance;

"**public street**" has the meaning assigned to it in the Municipal ordinance;

"**registration mark**" has the meaning assigned to it in the Road Traffic Ordinance;

"**Registration of Businesses Ordinance**" means the Registration and Licensing of Businesses Ordinance, 1953 (Ordinance 15 of 1953);

"**Road Traffic Ordinance**" means the Road Traffic Ordinance, 1966 (Ordinance 21 of 1966);

"**road traffic sign**" has the meaning assigned to it in the Road Traffic Ordinance;

"**sidewalk**" has the meaning assigned to it in the Road Traffic Ordinance;

"**street photographer**" means a person who is required to be licensed as a street photographer in terms of the Registration of Business Ordinance;

"**tare**" has the meaning assigned to t in the Road Traffic Ordinance;

"**taxi**" means a public motor vehicle (other than a public bus) used for the conveyance of passengers and goods,

"**taximeter**" means a device designed or adapted for recording the distance traveled by a taxi and the fares and charges to be paid by passengers travelling therein;

"**taxi rank**" means any place designated or area demarcated as a taxi rank or for the exclusive parking of taxis by a road traffic sign;

"**token**" for the purposes of –

(a) Chapter III, means a token issued under regulation 8, and

(b) Chapter VI, means a token issued under section 30.

"**toll parking**" means parking in a toll parking area during the prescribed hours;

"**toll parking area**" means an area defined in Schedule 2;

"**Town Clerk**" means the person appointed as such by the Council, any person acting in that capacity and any employee of the Council duly authorised thereto by a person so appointed or acting;

"**Traffic Manager**" means the person appointed as such by the Council, any person acting in that capacity and any employee of the Council duly authorised thereto by a person so appointed or acting;

"**trailer**" has the meaning assigned to it in the Road Traffic Ordinance, and

"**vehicle**" has the meaning assigned to it in the Road Traffic Ordinance.

CHAPTER III : TAXIS

License required

7. No person shall use or ply for hire with any vehicle as a taxi unless a token in respect of each such vehicle has been issued in terms of section 8.

Grant of license and issue of token

8. (1) The Council shall issue in respect of every license granted in terms of item 34 of the First Schedule to the Registration and Licensing of Businesses Ordinance, 1953, a token specifying –

(a) the year for which such license and token are granted;

(b) the registration mark allotted to the vehicle concerned;

(c) the make of such vehicle;

(d) the area, taxi rank or other place from which such vehicle may ply for hire, and

(e) the number of the taxi-meter approved for use in such vehicle.

(2) A person licensed in terms of the Registration and Licensing of Business Ordinance, 1953, shall apply to the Traffic Manager on a prescribed form for a token before plying for hire or permitting a vehicle to be used to ply for hire as a taxi and on the expiry of the period of validity of the license.

(3) The proprietor of a taxi in respect of which a token has been issued shall advice the Traffic Manager of –

(a) any change in his address during the year for which such token was issued, and

(b) his disposing of or otherwise ceasing to be the proprietor of such taxi during the said year and of the name and address for the person to whom it was disposed of or other cause of his ceasing to be the proprietor thereof,

within 7 days of such event

(4) A charge which shall be fixed by the Council from time to time shall be paid to the Council for each token issued in terms of this section.

Place of validity of token

9. (1) No person shall, except with the written consent of the Traffic Manager, ply for hire with a taxi from any place other than the area, taxi rank or other place specified on the current token issued in respect of such taxi.

(2) No person shall –

(a) affix a token to any vehicle other than the taxi in respect of which it was issued, or

(b) ply for hire with a taxi –

(i) unless the token issued in respect of such taxi for the current year is affixed to the left-hand side of the windscreen thereof so that its face is clearly visible from the outside;

(ii) while any token other than the token issued in respect of such taxi for the current year is affixed thereto or

(iii) while any token which has ceased to be valid is affixed to such taxi.

Section 10 & 11 Repealed

Taximeter to be fitted

12. (1) Subject to the provisions of subregulation (2), no person shall ply for hire with a taxi unless –

(a) it is fitted with a taximeter which has been approved and sealed by the Traffic Manager;

(b) such taximeter –

(i) is in good working order;

(ii) is operated solely from the gearbox of such taxi or from such other portion of the mechanism thereof as the Traffic Manager may approve in writing;

(iii) correctly records the fare and charges payable in accordance with the prescribed tariff by any passenger travelling in such taxi;

(iv) is clearly visible from outside such taxi;

(v) has an illuminated dial which is free of dirt and clearly visible to all passengers travelling in such taxi, and

(vi) is positioned so that every seal affixed thereto by the Traffic Manager may be readily inspected, and

(c) every seal affixed to such taximeter by the Traffic Manager is intact anc undamaged.

(2) The Traffic Manager may, in his discretion and subject to such conditions, restrictions and requirements as he may deem necessary, exempt for such period as he may specify the proprietor of any taxi from compliance with the provisions of subregulation (1) in respect of such taxi and may likewise withdraw any such exemption or vary the conditions, restriction or requirements subject to which it was granted.

Operation of Taximeter

13. The driver of a taxi shall cause the taximeter fitted thereto to come into operation –

(a) upon a passenger entering such taxi in order to commence a journey at the place from which such taxi is plying for hire, or

(b) upon arrival at the starting point of a passenger's journey in any other case, and

shall cause it to stop recording upon arrival at such passengers destination.

Prohibited acts in relation to taximeters and seals

14. (1) No person shall –

(a) break or in any way tamper with a taximeter or any connection or appurtenance thereof or with any seal affixed to a taximeter by the Traffic Manager;

(b) tamper or interfere with any tyre, mechanism or fitting of a taxi so as to cause the taximeter fitted thereto to register any fare or charge other than a fare or charge in accordance with the prescribed tariff, or

(c) cause a taximeter to come into operation before the time specifed in regulation 13 or permit a taximeter to continue after the time there specified.

(2) No person shall ply for hire with a taxi –

(a) after the taximeter fitted thereto has been out of order or any seal affixed thereto by the Traffic Manager has been broken or defaced, until the Traffic Manager has again approved and sealed such taximeter;

(b) while such taxi is fitted with tyres which are of a size or at a pressure other than the size and pressure specified on the card referred to in regulation 15 or

(c) which is fitted with a taximeter other than one complying with the provisions of regulation 12.

Card to be displayed

15. (1) No person shall ply for hire with a taxi unless a card issued by the Traffic Manager and specifying –

(a) the prescribed tariff applicable to such taxi;
(b) the number of seats available in such taxi for passengers;
(c) the size of the tyres on the wheels of such taxi, and
(d) the air pressure to be maintained in such tyres, is permanently affixed to such taxi so that the face thereof is clearly visible to all passengers travelling in such taxi.

(2) The provisions of subregulation (1) shall not apply in respect of any taxi for so long as an exemption granted to the proprietor thereof in terms of regulation 12 (2) in respect of such taxi is in operation and all conditions, restrictions and requirements imposed in terms of that regulation are being complied with.

Driver to wear white coat and display identification card

16. (1) No person shall ply for hire as the driver of a taxi unless –

(a) he is clean in his person and is wearing a clean white coat, and

(b) a current identification card issued to him under this regulation is attached to the card referred to in regulation 15 (1) or displayed elsewhere in such taxi so as to be visible to al passengers travelling therein.

(2) Any person wishing to obtain an identification card under this regulation shall submit to the Traffic Manager an application in writing containing such particulars as the Traffic Manager may require and a recent, clear photograph 40 mm by 30 mm in size ("passport" size) showing his head and shoulders.

(3) If the Trafic Manager is satisfied that the photograph submitted refers to the applicant he shall issue to him an identification card to which such photograph has been affixed and specifying his name, his identity number as defined in section one of the Population Registration Act 1950 (Act 30 of 1950) and an expiry date determined by the Traffic Manager.

(4) An identification card issued under this regulation shall be valid from the date on which it is issued until the expiry date specified thereon in terms of subregulation (3).

(5) No person shall transfer, lend or hire an identification card issued to him under this regulation to any other person or display in any taxi of which he is the driver any such card not issued to him or which is no longer valid.

Fares and charges

17. (1) No person shall, in connection with the conveyance of any passenger in a taxi, demand the payment of an amount greater than the fare and charges permitted by the prescribed tariff in respect of the journey for which such taxi was hired by such passenger.

(2) No agreement for the payment of a fare or charge exceeding that permitted by the prescribed tariff shall be binding in respect of any journey in a taxi and a passenger shall, notwithstanding any such agreement, be entitled to refuse to pay any amount demanded in excess of the fare and charges so permitted or to recover any amount paid in excess of the fare and charges so permitted.

(3) A passenger in a taxi shall pay the fare and charges due for the journey for which he hired such taxi immediately upon the completion of such journey and shall not be entitled to require that the driver of such taxi await his return before requiring payment thereof or remain waiting for the purpose of conveying him to some other place.

(4) The driver of a taxi shall, as soon as any passenger therein has paid any fare and charges due by him for a journey in such taxi, issue to such passenger a receipt showing –

(a) the amount of the fare and charges paid by such passenger;

(b) the date on and time at which such passenger entered such taxi to commence his journey;

(c) the places at which such journey commenced and ended;

(d) the distance traveled during such journey, and

(e) the registration mark allotted to such taxi

and a duplicate of such receipt shall be retained by such driver or by the proprietor of such taxi for a period of not less than three months after the date on which it was issued.

(5) No person shall –

(a) hire a taxi knowing that he will not be able to pay the fare and charges due upon demand in accordance with this regulation, or

(b) unlawfully refuse to pay or endeavor to avoid paying the fare and charges due by him for any conveyance in a taxi, or

(c) having failed to pay the fare and charges due by him for any conveyance in a taxi, either refuse to give the driver of such taxi his name and address or give such driver a false name or address.

(6) No person shall demand the payment of the fare and charges due by any passenger in a taxi in connection with any journey for which he hired such taxi before the completion of such journey.

Use of taxi ranks

18. (1) Subject to the provisions of these regulations and any other law, the driver of a taxi shall, when plying for hire at a taxi rank, be available and ready to be hired at all times and no such driver shall refuse to carry any passenger or passengers up to the number of seats available in his taxi to any place within the City unless he has been previously hired and –

(a) can produce written proof of such hiring, or

(b) is displaying in his taxi so as to be clearly visible from the outside a sign bearing the legend "Engaged – Bespreek" in red letters not less that 2,5 cm high and of proportionate breadth on a white ground.

(2) The driver of a taxi shall, when plying for hire at a taxi rank –

(a) place his taxi in the first vacant place available on such taxi rank behind any other taxis already there;

(b) move his taxi forward in such taxi rank as vacancies occur;

(c) if his taxi is one of the first three taxis in such taxi rank, remain in or alongside his taxi at all times, and

(d) if his taxi is the first taxi is such taxi rank and any person calls for a taxi without indicating or naming a specific taxi, respond to such call.

(3) No driver of a taxi shall, when plying for hire at a taxi rank –

(a) place his taxi ahead of any taxi which arrived at such taxi rank before he did;

(b) if his taxi is not the first taxi in such taxi rank and any person calls for a taxi without indicating or naming his taxi, respond to such call;

(c) leave his taxi unattended for a period exceeding one hour, or

(d) permit any person to remain or wait in his taxi.

(4) No person shall park or stop a taxi which is not in good working order in a taxi rank or cause or permit such a taxi to remain in a taxi rank.

(5) No person shall park or stop in a taxi rank any vehicle other than a taxi in respect of which a licence and token specifying such taxi rank have been issued for the current year.

General provisions relating to taxis and taxi drivers

19. (1) No person shall operate a taxi on a public road unless –

(a) such taxi is in a good state of repair, clean and of a neat and presentable appearance, and

(b) such taxi bears signs conforming with the specifications:

(i) the name of the owner of such taxi;

(ii) the taxi rank or other place from which such taxi may be operated;

(iii) the telephone number of the owner of such taxi or of the taxi rank from which such taxi may be operated, and

(iv) the number duly allocated to such taxi by the Traffic Manager.

Specifications

1. The sign shall be painted on the outside panels of both front doors of the taxi.

2. The information in the order as set forth above shall be clearly legible in black block-type lettering on a white background.

3. The lettering and lay-out, except for the number referred to in (b) (iv) above, shall be as follows:

Height of lettering	40 mm
Width of lettering	20 mm
Breadth of stroke	5 mm
Space between adjoining lettering	5 mm
Space between words appearing in the same line	15 mm

4. The lettering of the number referred to in (b) (iv) above shall be as follows:

Height of lettering	140 mm
Width of lettering	70 mm
Breadth of stroke	20 mm
Space between adjoining lettering	5 mm, and

(c) such taxi has a sign conforming with the specifications hereunder and containing the word TAXI and the number duly allocated to such taxi by the Traffic Manager, mounted centrally on the roof of the taxi in such a manner that it is clearly visible from both the front and the rear of the taxi.

Specifications

1. The sign shall be of a yellow material capable of being illuminated from within and shall be rectangular, with the following dimensions:

Length	480 mm
Height	120 mm
Width	70 mm

2. The word TAXI and the number shall be in one line with the number to the right of the word.

3. The lettering shall be in black on the yellow background as follows:

Height of lettering	80 mm
Width of lettering	40 mm
Space between adjoining lettering	10 mm

4. The sign referred to in (1) above shall at all times while the taxi is being operated be unobscured and shall be illuminated from sunset to sunrise.

Presumptions

20. (1) Whenever any person is conveyed by a taxi for hire or reward in contravention of any provision of this Chapter it shall
be presumed, until the contrary is proved that the proprietor of such taxi caused or permitted such person to be to so conveyed.

(2) If in any prosecution under this Chapter it is proved that a person has conveyed passengers in a motor vehicle on a public road it shall be presumed, until the contrary is proved that he so conveyed such passengers for hire or reward.

(3) The owner of a taxi shall, until the contrary is proved, be deemed to be the proprietor thereof.

Annexure C

Results of Individual Rank Surveys
(Contents to be bound into final report)

Camps Bay Beachfront Metered Taxi Rank

Description:

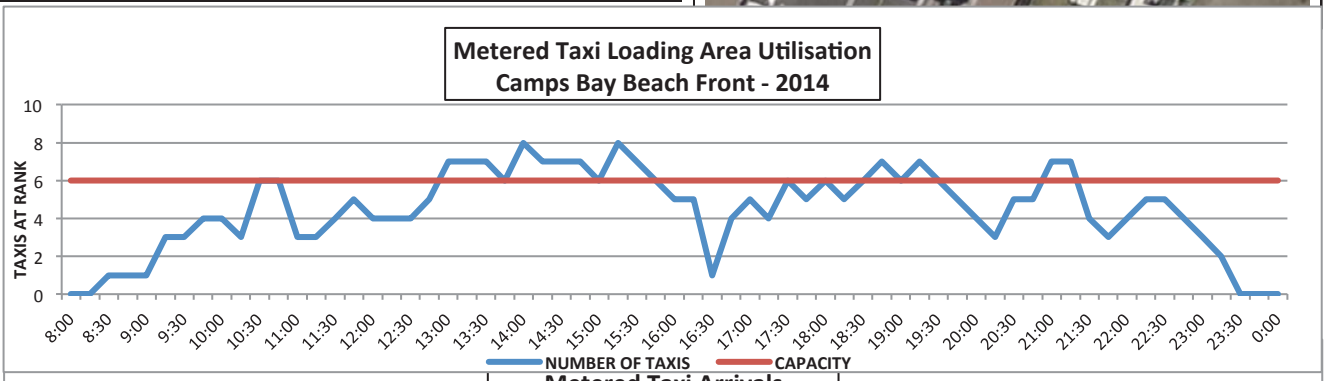
Street Address: Victoria Road,
Opposite the Promenade

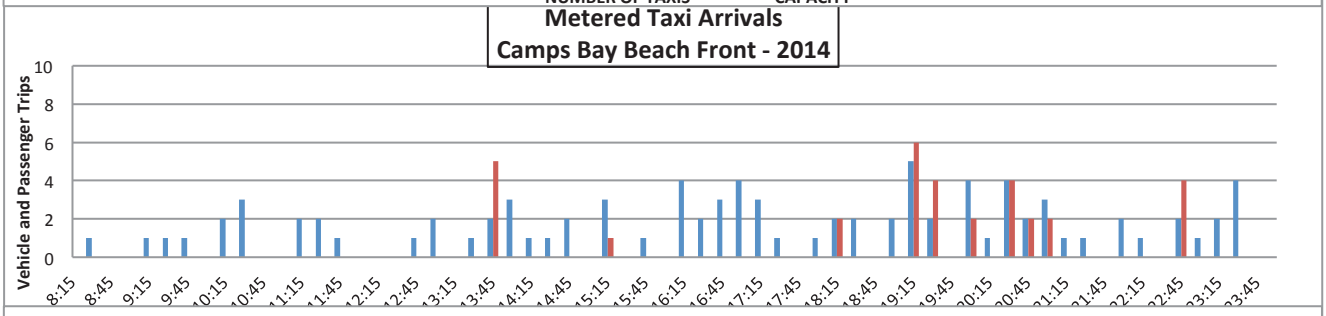
Type: Municipal Formal

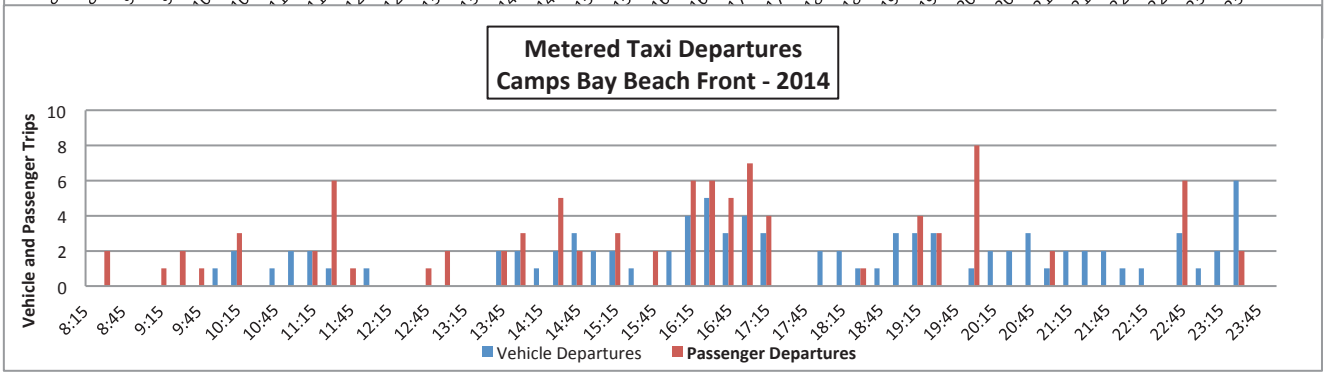
Capacity: 6 bays

Summary Table

Date	24 / 03 / 2014
Unique Vehicles Observed	53
Vehicle Trips	90
Passengers Arriving to Rank	32
Passengers Departing from Rank	92
Maximum Vehicles at Rank	8
Time of maximum Utilisation	14:00/15:15
Maximum Vehicles in Holding Area	0







Cape Town (Artscape) Metered Taxi Rank

Description:

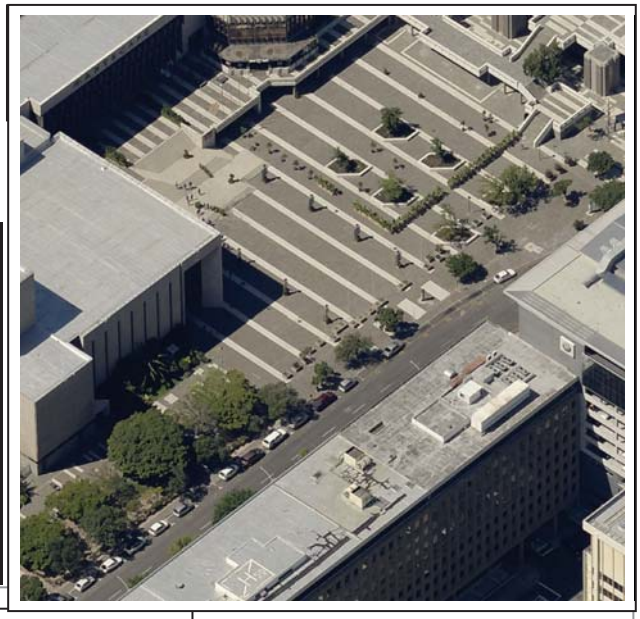
Street Address: Corner of DF Malan Street & Hertzog Boulevard

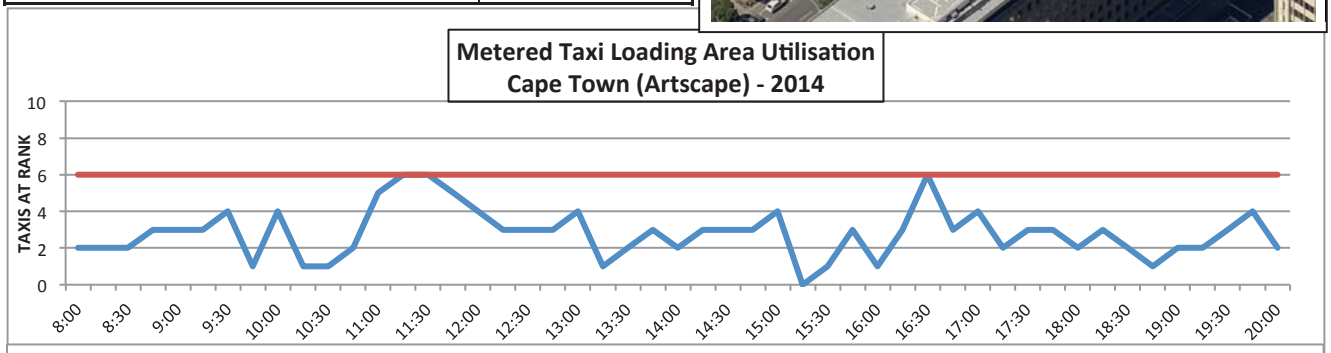
Type: Municipal Formal

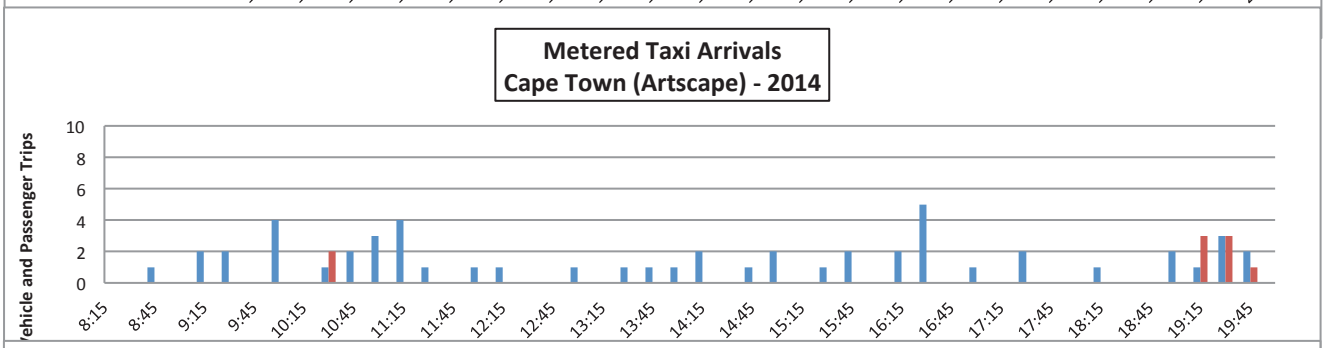
Capacity: 6 bays

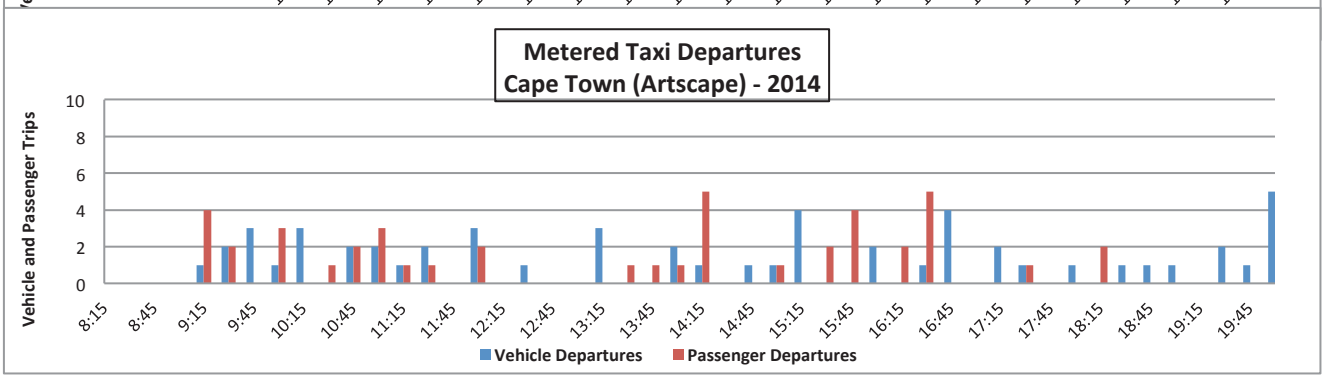
Summary Table

Date	03/12/2013
Unique Vehicles Observed	28
Vehicle Trips	55
Passengers Arriving to Rank	9
Passengers Departing from Rank	44
Maximum Vehicles at Rank	6
Time of maximum Utilisation	11:15/11:30/16:30
Maximum Vehicles in Holding Area	0









Cape Town (Bloem Street) Metered Taxi Rank

Description:

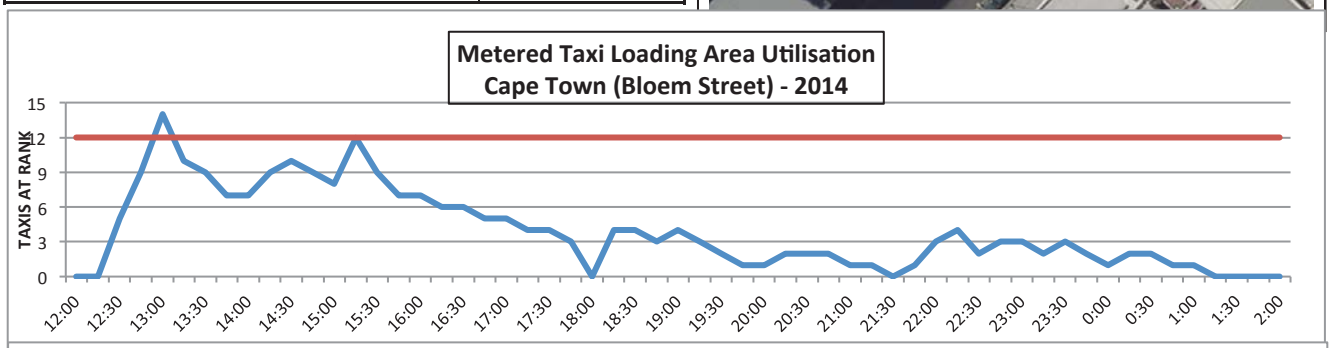
Street Address: Bloem Street,
Between Long Street & Bree Street

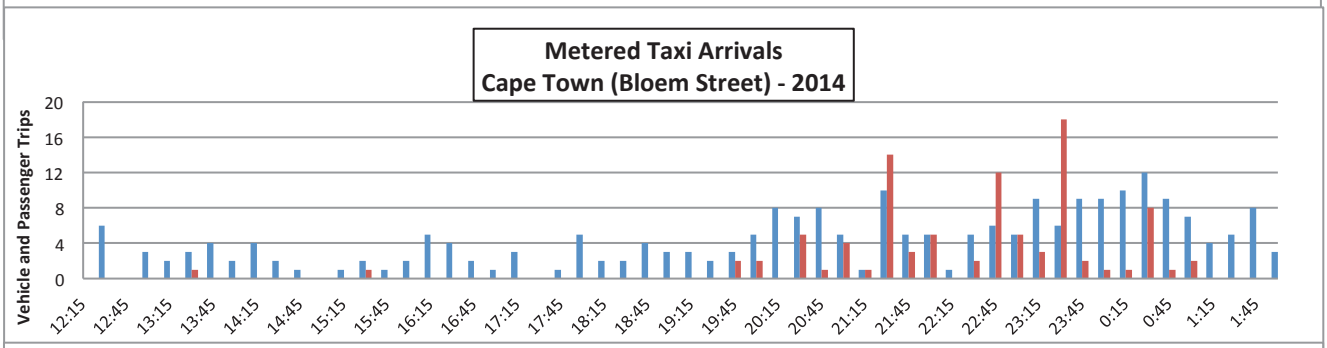
Type: Municipal Formal

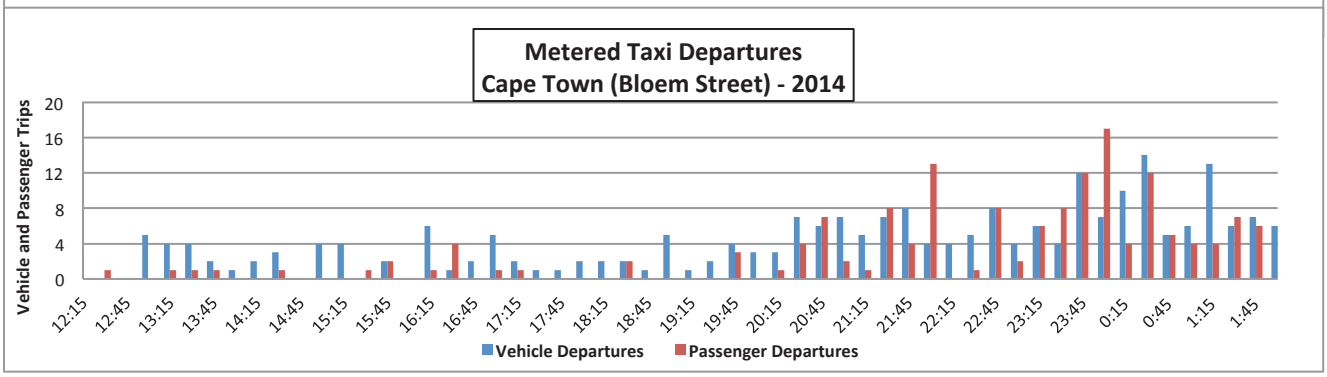
Capacity: 12 bays

Summary Table

Date	25/03/2014
Unique Vehicles Observed	145
Vehicle Trips	235
Passengers Arriving to Rank	94
Passengers Departing from Rank	156
Maximum Vehicles at Rank	14
Time of maximum Utilisation	13:00
Maximum Vehicles in Holding Area	0







Cape Town (Cable Way Station) Metered Taxi Rank

Description:

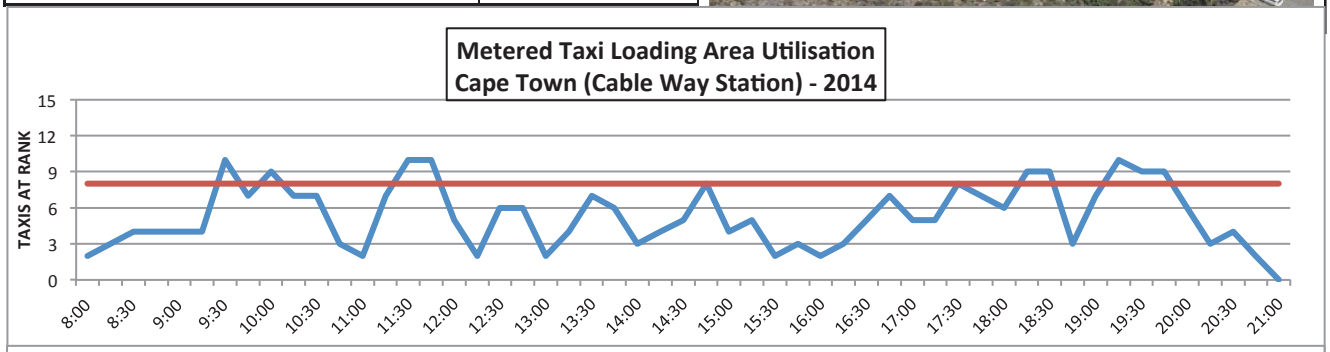
Street Address: At the Entrance of the Cable W

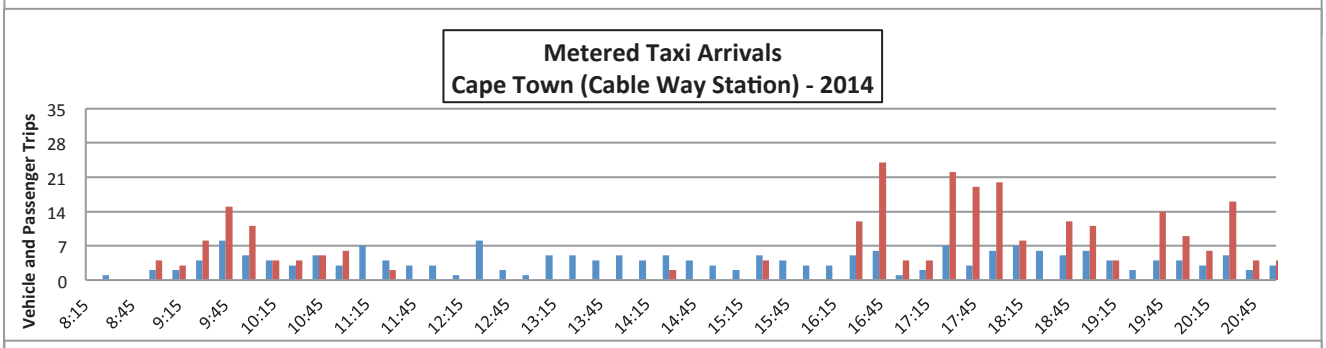
Type: Municipal Formal

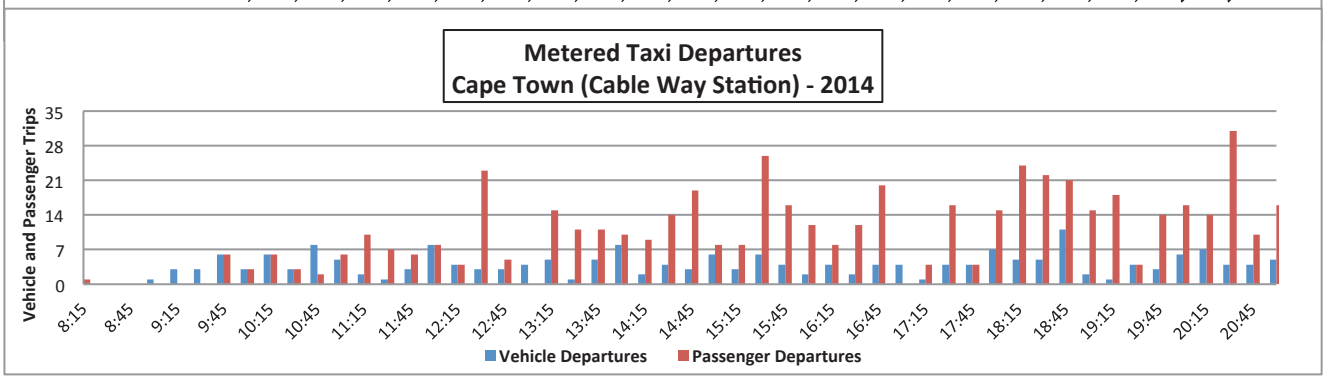
Capacity: 8 bays

Summary Table

Date	02/12/2013
Unique Vehicles Observed	65
Vehicle Trips	202
Passengers Arriving to Rank	261
Passengers Departing from Rank	533
Maximum Vehicles at Rank	10
Time of maximum Utilisation	09:30/11:30/11:45/19:15
Maximum Vehicles in Holding Area	0







Cape Town (Cullinan Hotel) Metered Taxi Rank

Description:

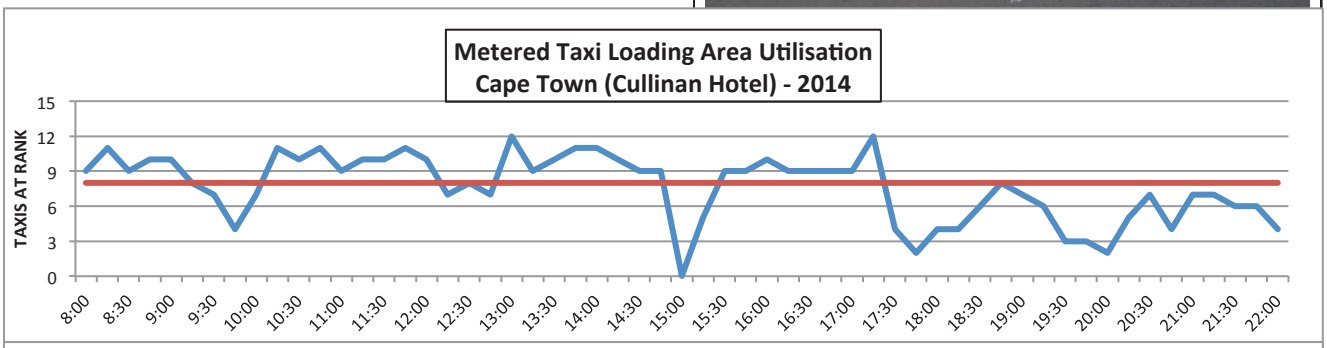
Street Address: Corner of Cullinan Street & Walter Sisulu Avenue

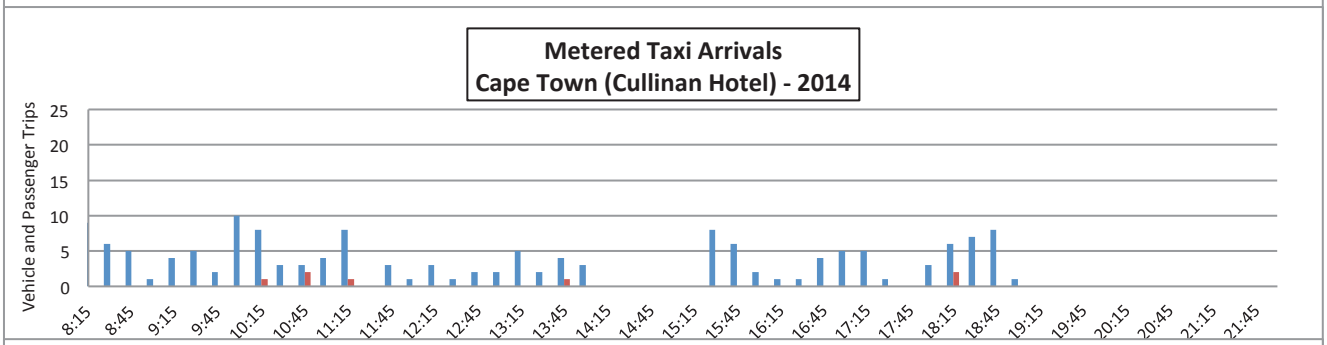
Type: Municipal Formal

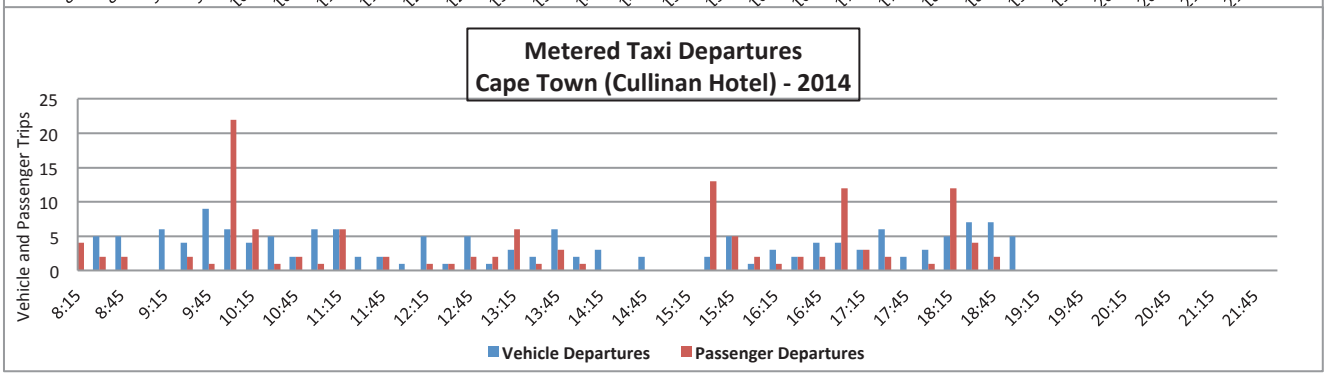
Capacity: 8 bays

Summary Table

Date	18/03/2014
Unique Vehicles Observed	59
Vehicle Trips	152
Passengers Arriving to Rank	7
Passengers Departing from Rank	129
Maximum Vehicles at Rank	12
Time of maximum Utilisation	13:00/17:15
Maximum Vehicles in Holding Area	0







Cape Town (Fountain Hotel) Metered Taxi Rank

Description:

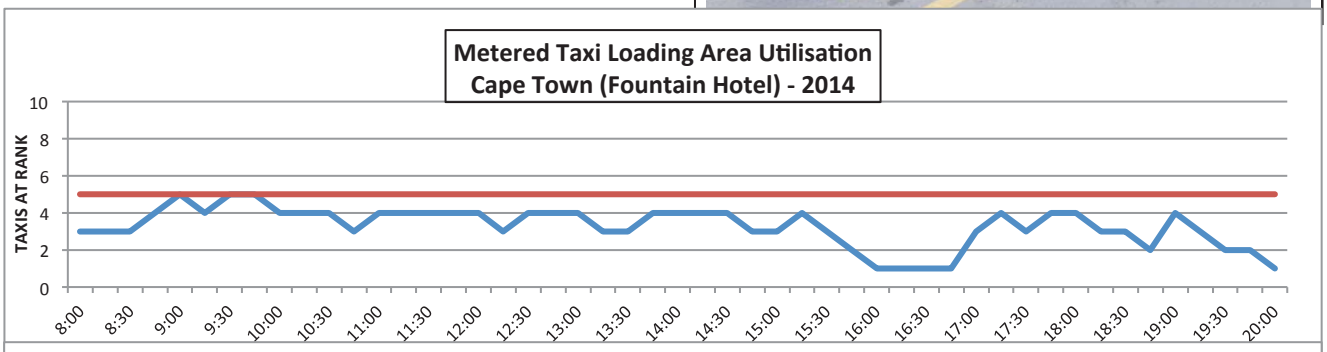
Street Address: Adderley Street,
At Fountain Circle

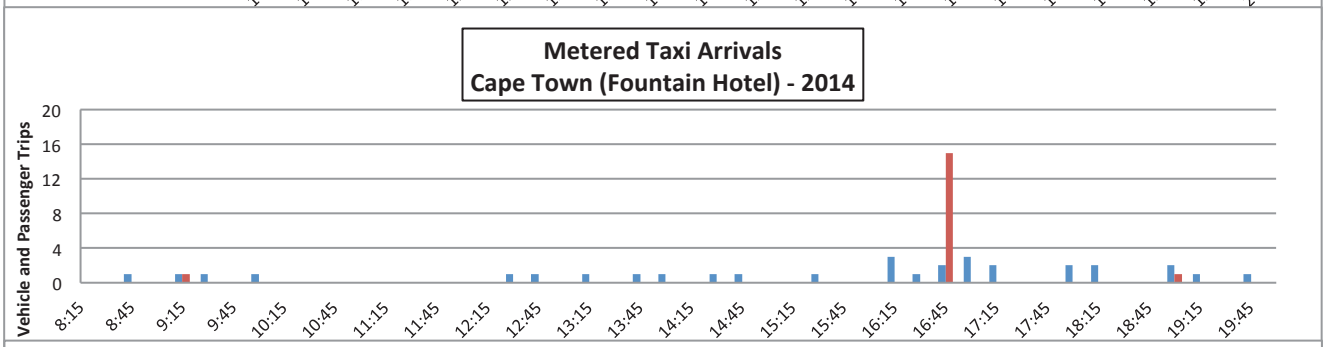
Type: Municipal Informal

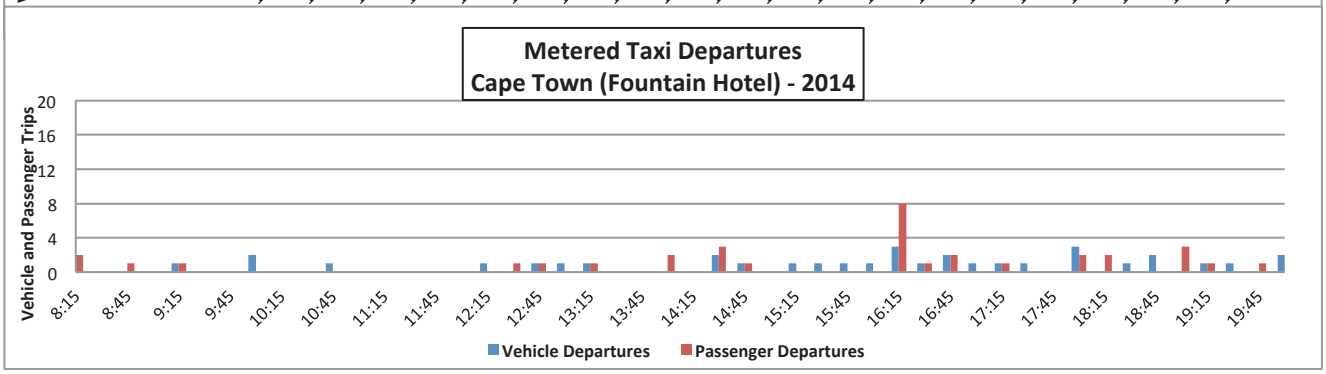
Capacity: 5 bays

Summary Table

Date	03/12/2013
Unique Vehicles Observed	14
Vehicle Trips	34
Passengers Arriving to Rank	17
Passengers Departing from Rank	34
Maximum Vehicles at Rank	5
Time of maximum Utilisation	09:00/09:30/09:45
Maximum Vehicles in Holding Area	0







Cape Town (Green Market Square) Metered Taxi Rank

Description:

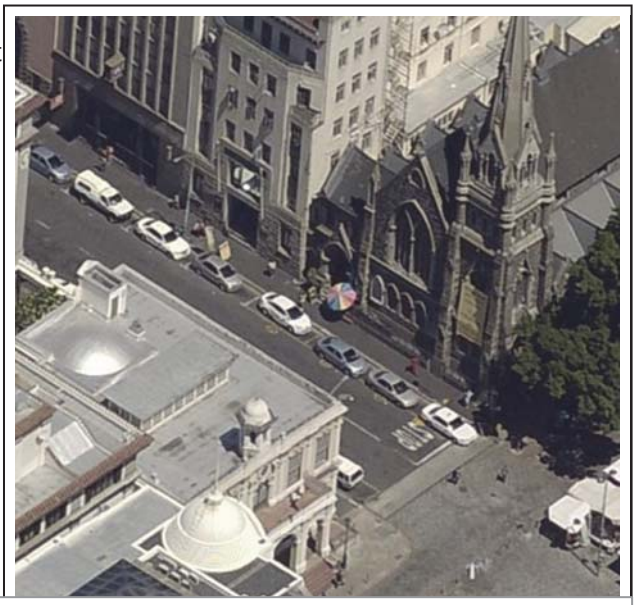
Street Address: Corner of Burg & Longmarket St

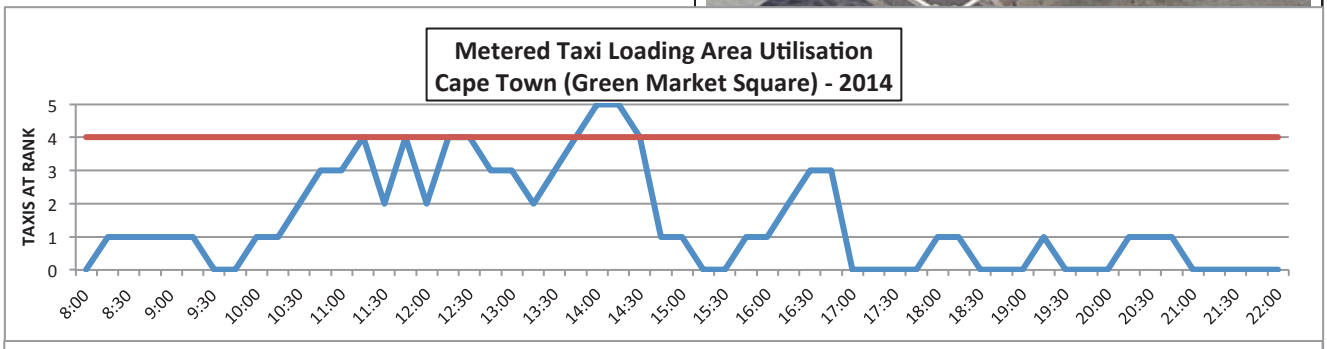
Type: Municipal Formal

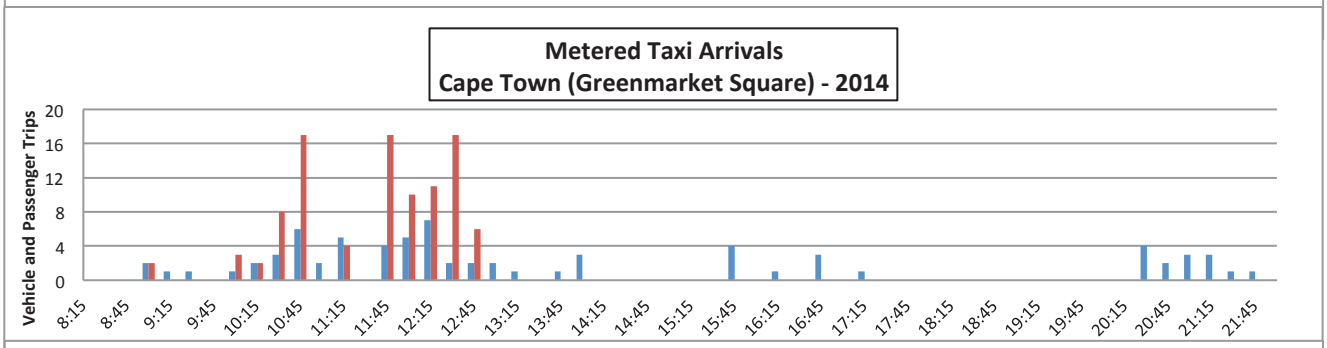
Capacity: 4 bays

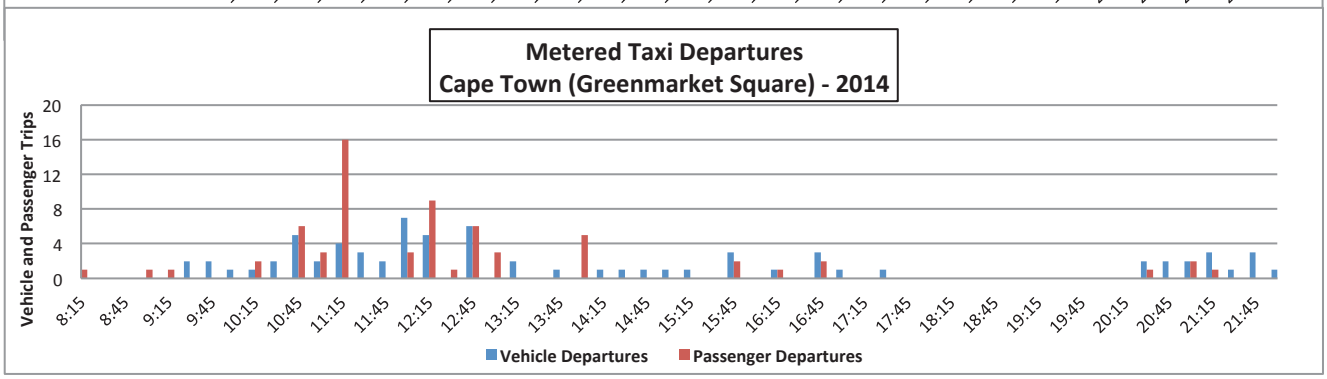
Summary Table

Date	18/03/2014
Unique Vehicles Observed	61
Vehicle Trips	74
Passengers Arriving to Rank	97
Passengers Departing from Rank	66
Maximum Vehicles at Rank	5
Time of maximum Utilisation	14:00/14:15
Maximum Vehicles in Holding Area	0









Cape Town (Heerengracht Street) Metered Taxi Rank

Description:

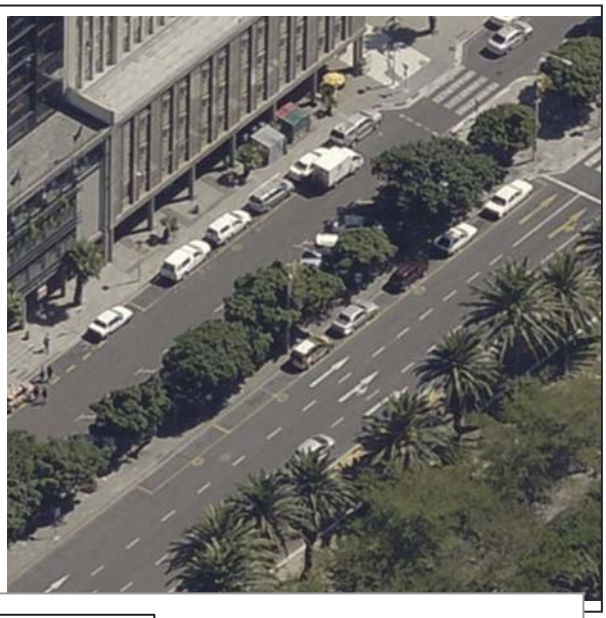
Street Address: Heerengracht Street
Opposite Hertzog Boulevard

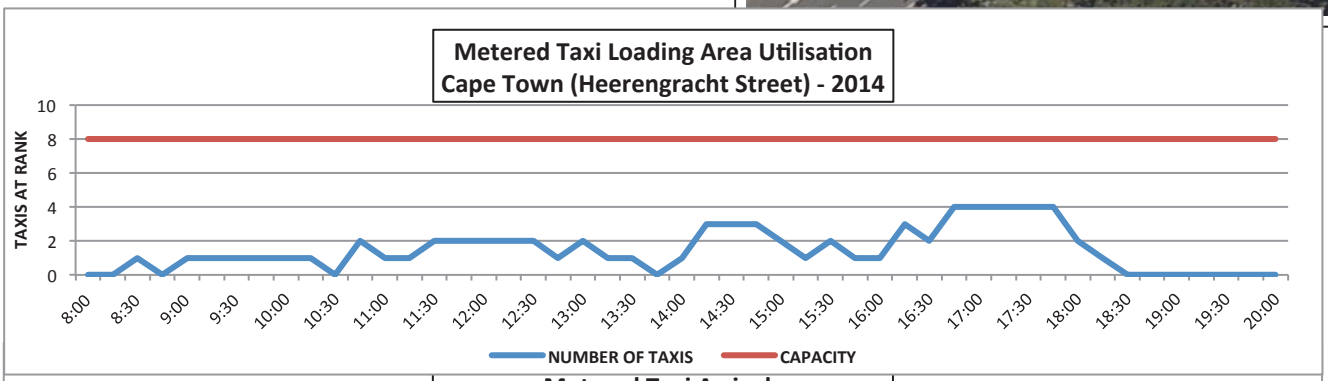
Type: Municipal Formal

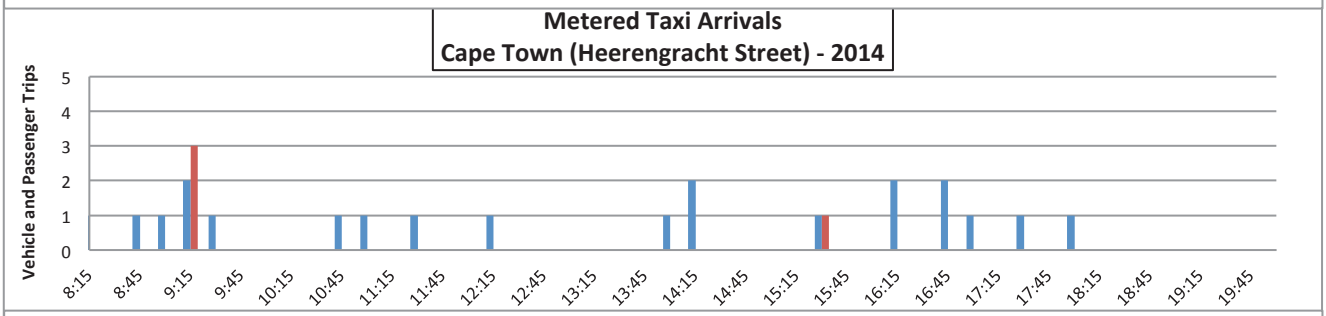
Capacity: 8 bays

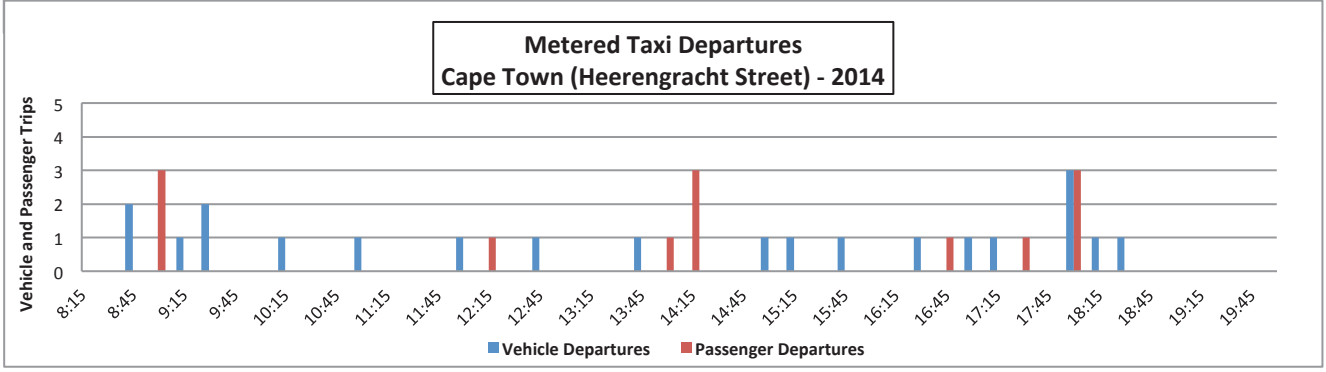
Summary Table

Date	03/12/2013
Unique Vehicles Observed	15
Vehicle Trips	21
Passengers Arriving to Rank	4
Passengers Departing from Rank	13
Maximum Vehicles at Rank	4
Time of maximum Utilisation	16:45/17:00/17:15/17:30/17:45
Maximum Vehicles in Holding Area	0









Cape Town (Hilton Hotel) Metered Taxi Rank

Description:

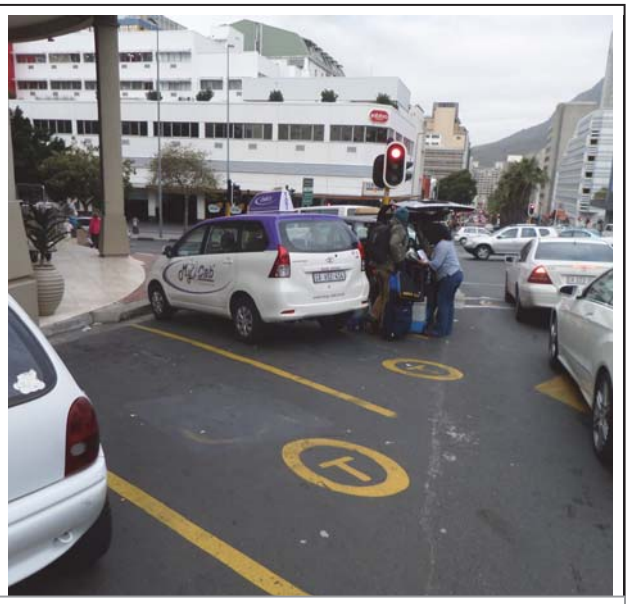
Street Address: Corner of Buitengracht & Wale

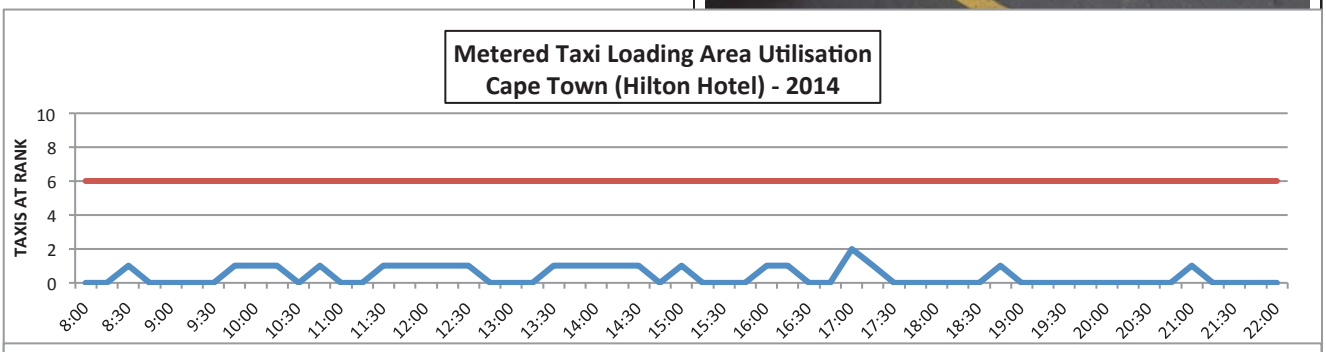
Type: Municipal Formal

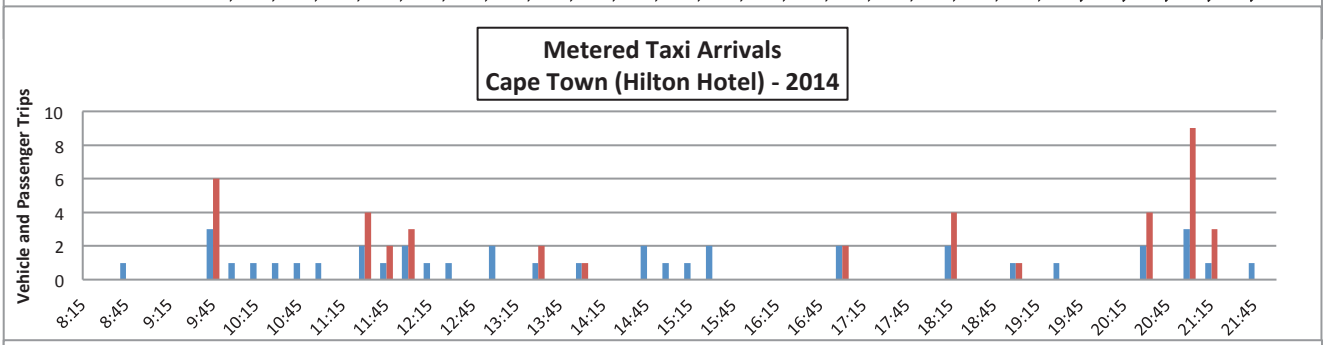
Capacity: 2 bays

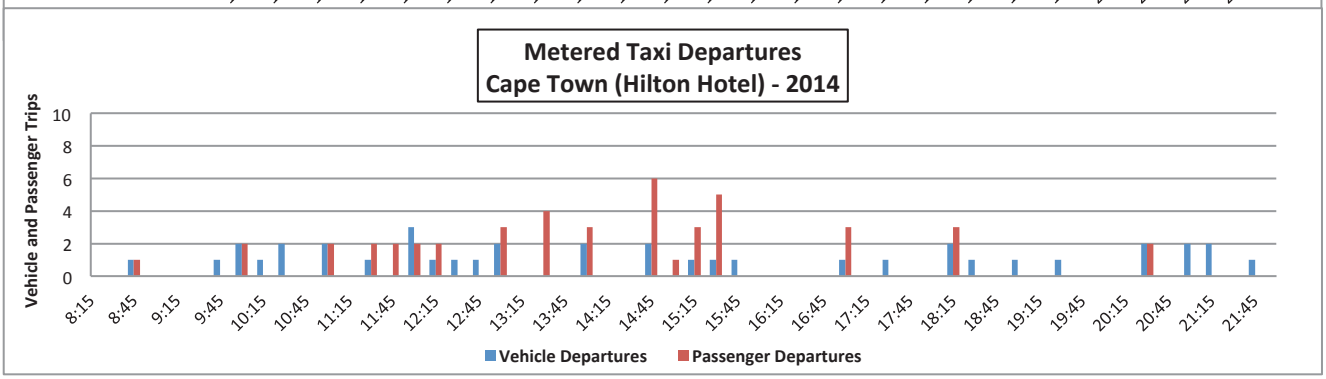
Summary Table

Date	27/03/2014
Unique Vehicles Observed	29
Vehicle Trips	39
Passengers Arriving to Rank	41
Passengers Departing from Rank	46
Maximum Vehicles at Rank	2
Time of maximum Utilisation	17:00
Maximum Vehicles in Holding Area	0









Cape Town (Holiday Inn-Gardens) Metered Taxi Rank

Description:

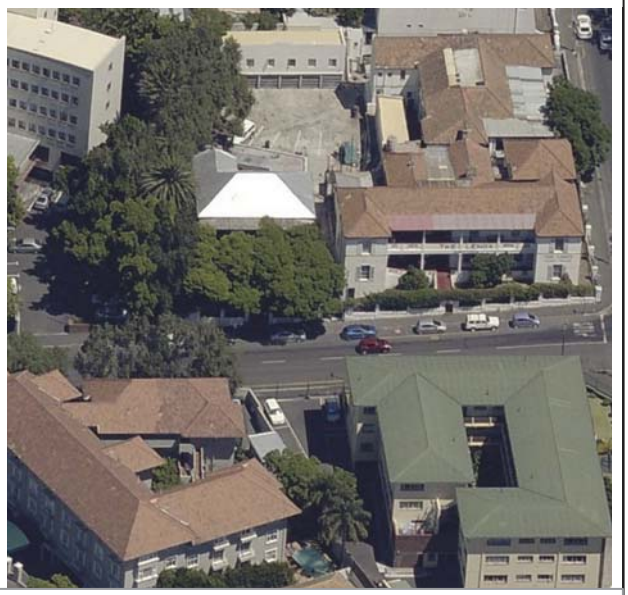
Street Address: Mill Street, Between Upper Oran Street & St Quintons Road

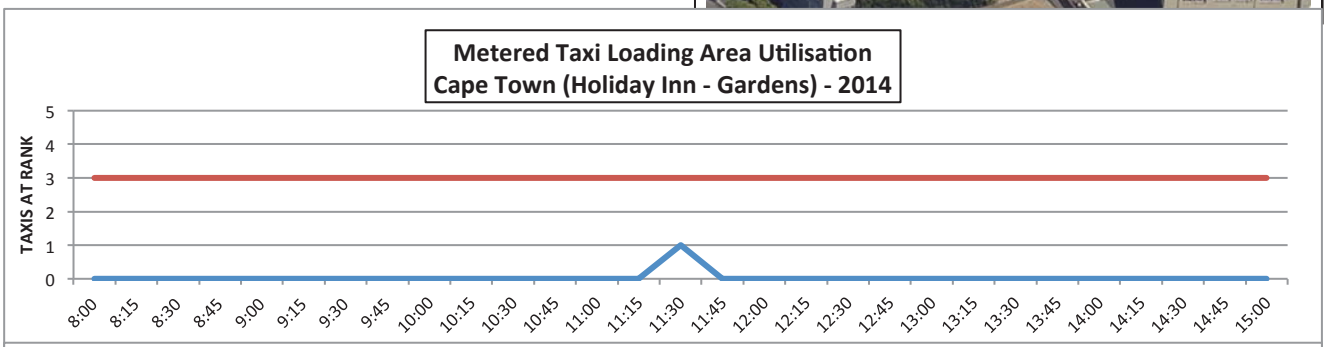
Type: Private Formal

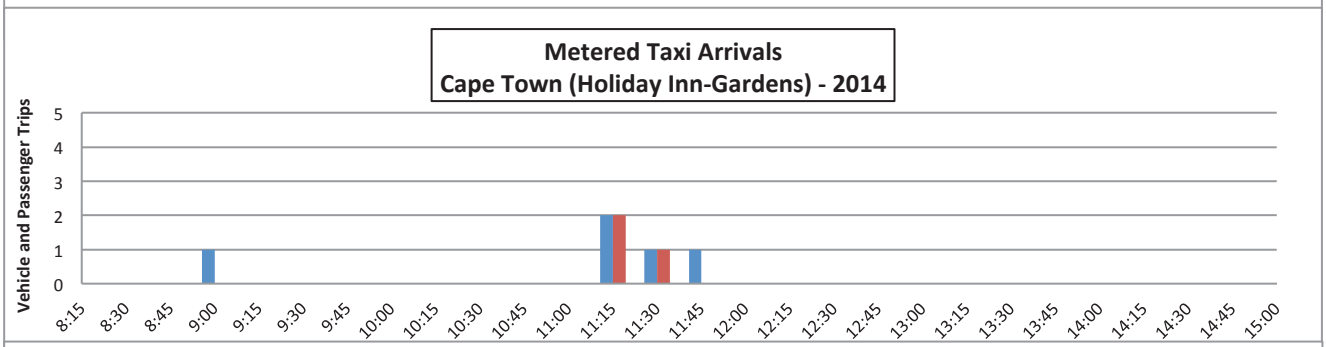
Capacity: 3 bays

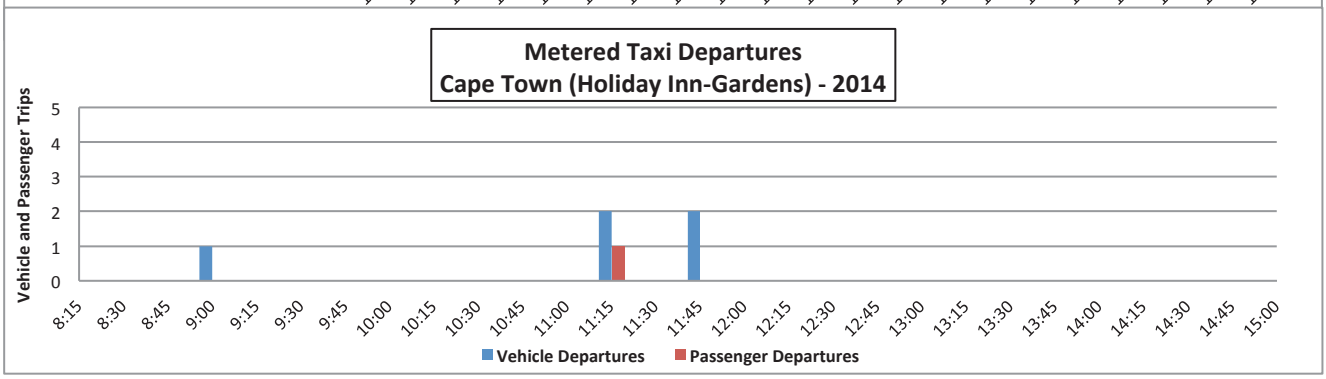
Summary Table

Date	21/03/2014
Unique Vehicles Observed	3
Vehicle Trips	5
Passengers Arriving to Rank	3
Passengers Departing from Rank	1
Maximum Vehicles at Rank	1
Time of maximum Utilisation	11:30
Maximum Vehicles in Holding Area	0









Cape Town (Kloof Street) Metered Taxi Rank

Description:

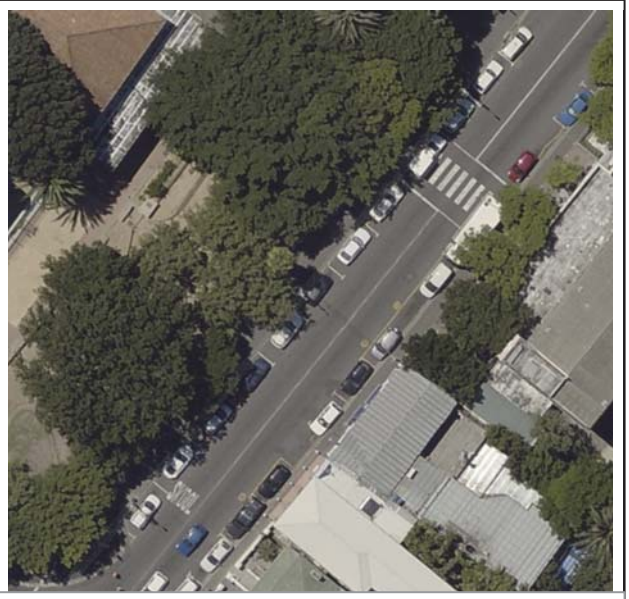
Street Address: Kloof Street
Between Park & Kloof Nek Road

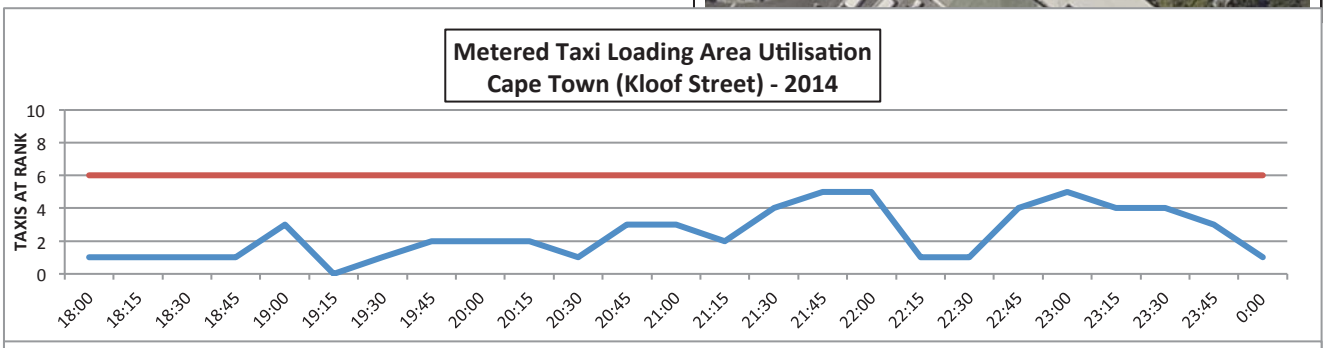
Type: Municipal Informal

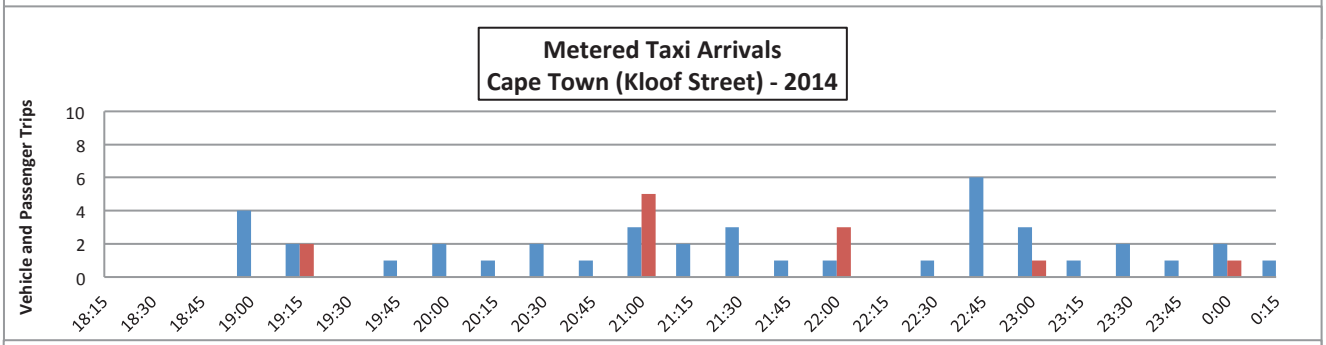
Capacity: 6 bays

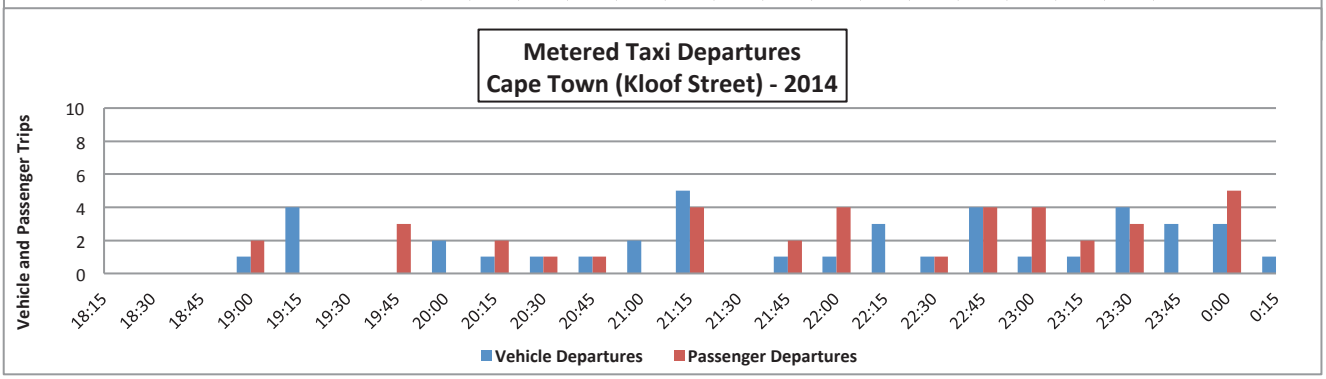
Summary Table

Date	27/03/2014
Unique Vehicles Observed	32
Vehicle Trips	40
Passengers Arriving to Rank	12
Passengers Departing from Rank	38
Maximum Vehicles at Rank	5
Time of maximum Utilisation	21:45/22:00/23:00
Maximum Vehicles in Holding Area	0









Cape Town (Long Street) Metered Taxi Rank

Description:

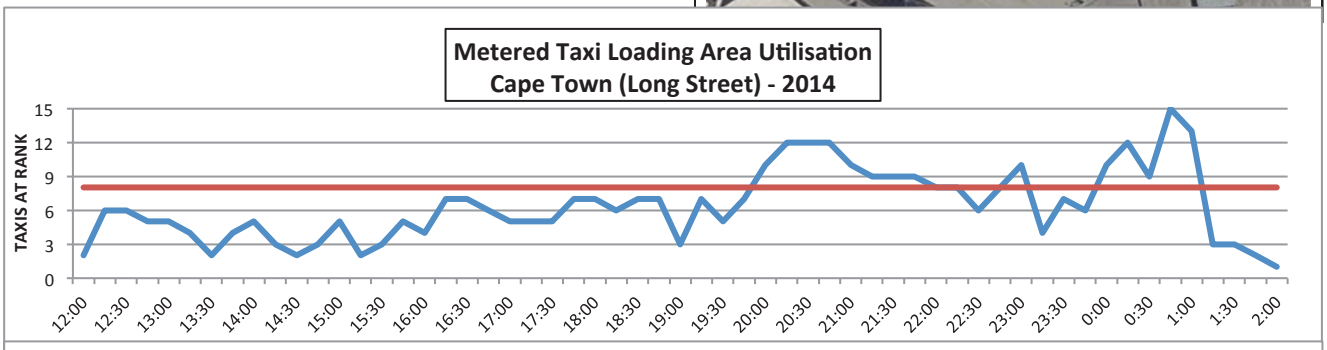
Street Address: Long Street
Between Buiten & Buitensingel Street

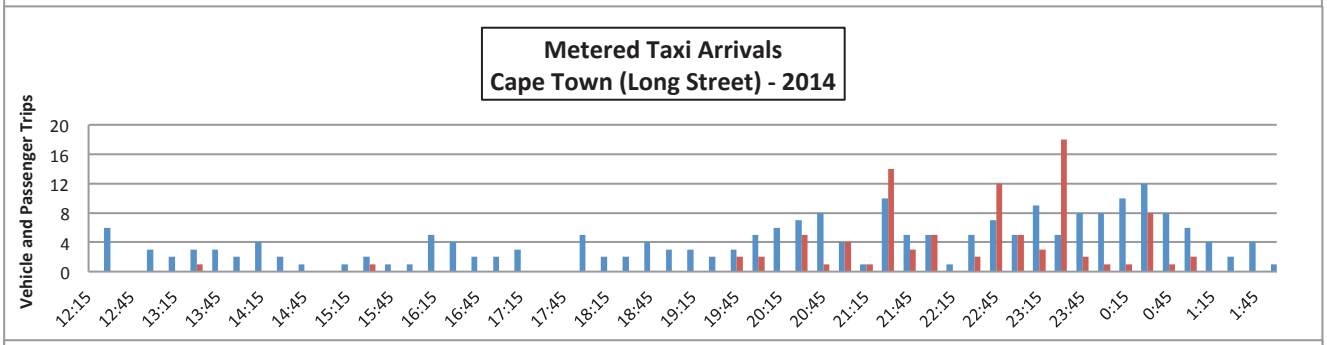
Type: Municipal Informal

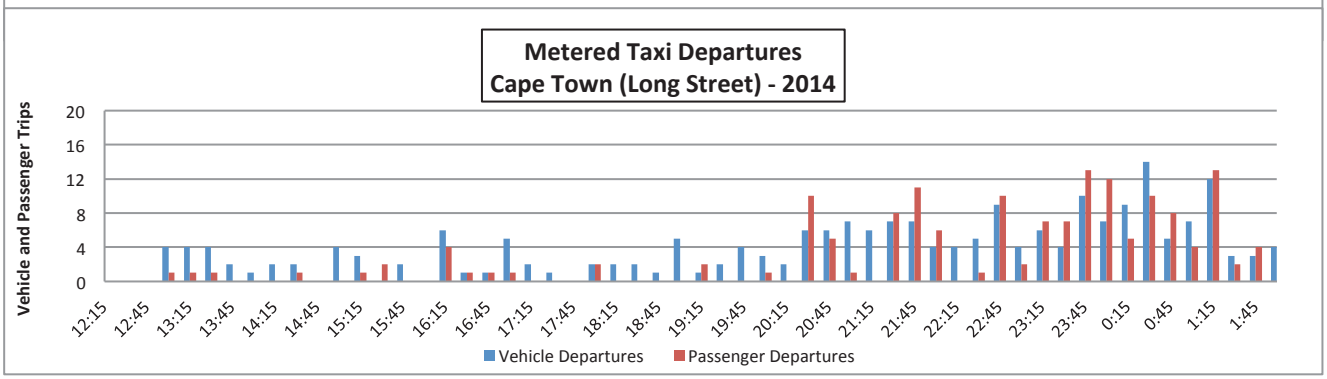
Capacity: 8 bays

Summary Table

Date	21/03/2014
Unique Vehicles Observed	138
Vehicle Trips	217
Passengers Arriving to Rank	94
Passengers Departing from Rank	158
Maximum Vehicles at Rank	15
Time of maximum Utilisation	00:45
Maximum Vehicles in Holding Area	0







Cape Town (Lower Adderley Street) Metered Taxi Rank

Description:

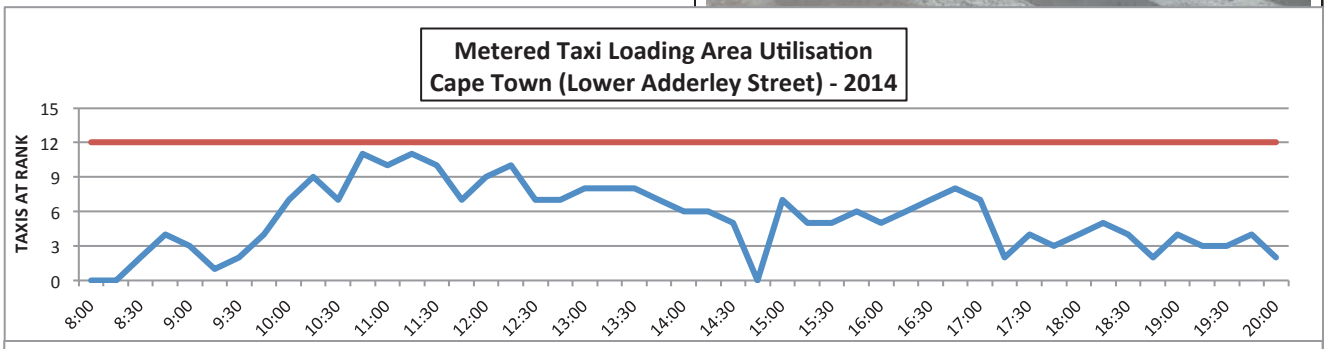
Street Address: Lower Adderley Street,
Between Strand & Riebeek Street

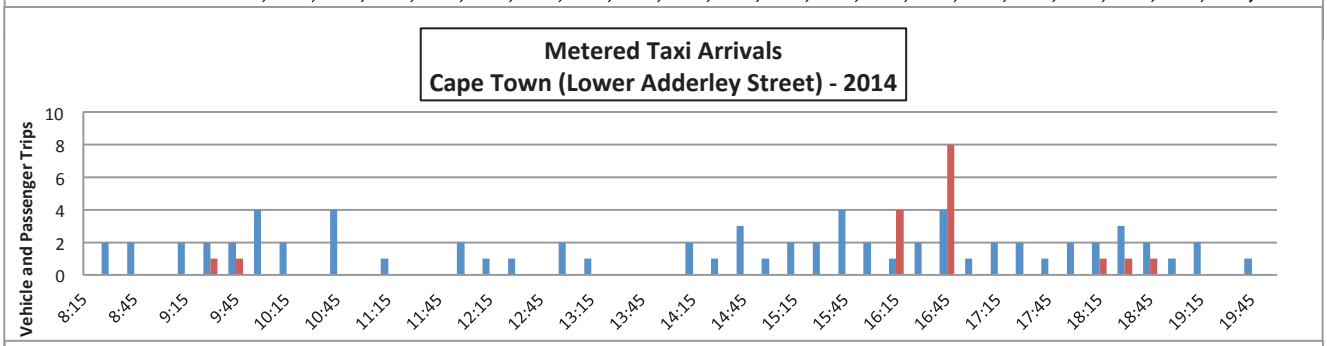
Type: Municipal Formal

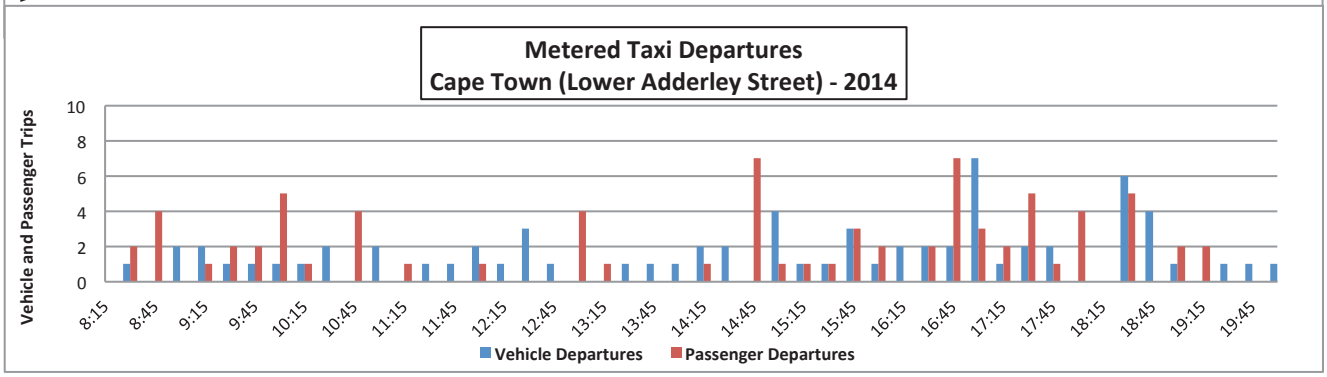
Capacity: 12 bays

Summary Table

Date	17/03/2014
Unique Vehicles Observed	25
Vehicle Trips	71
Passengers Arriving to Rank	17
Passengers Departing from Rank	77
Maximum Vehicles at Rank	11
Time of maximum Utilisation	10:45/11:15
Maximum Vehicles in Holding Area	0







Cape Town (Mill Street Off-Ramp) Metered Taxi Rank

Description:

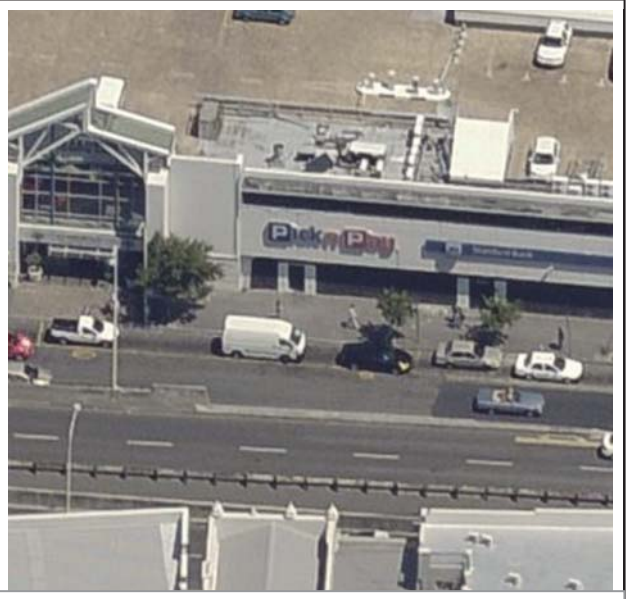
Street Address: Mill Street, Between Upper Buite Street & Hidding Avenue

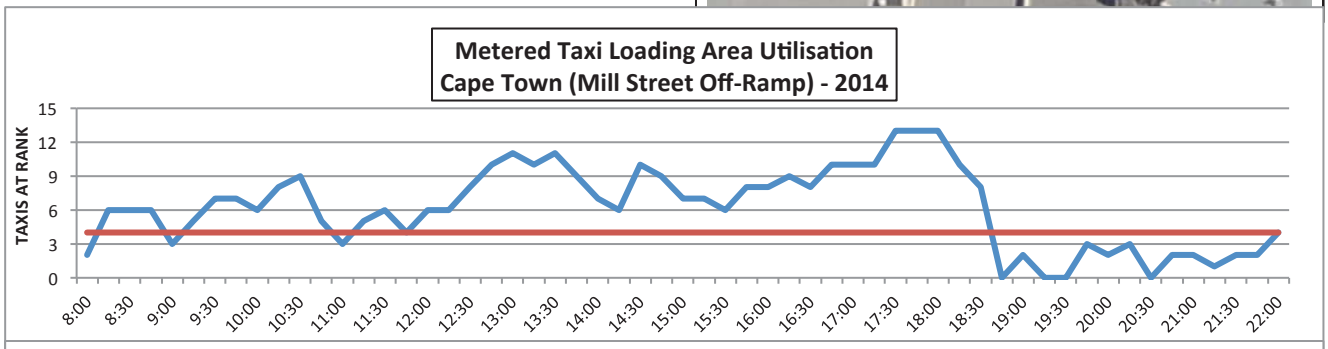
Type: Municipal Formal

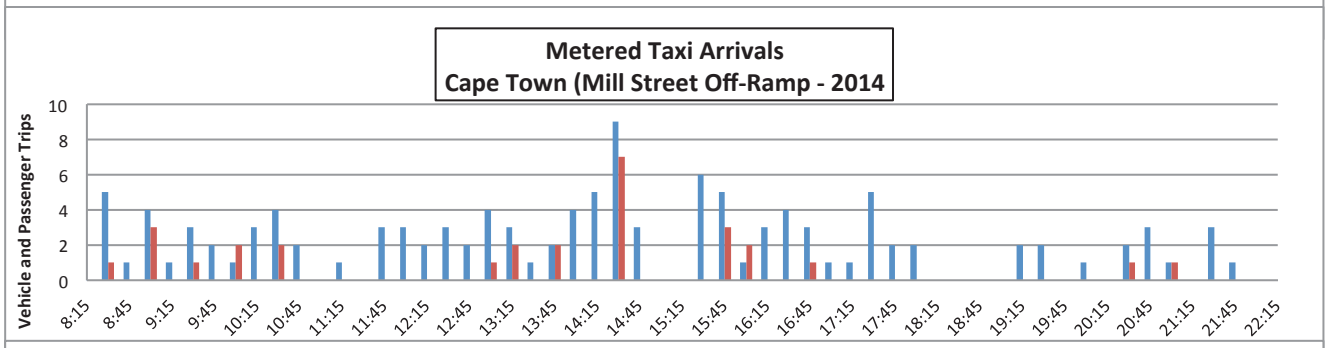
Capacity: 4 bays

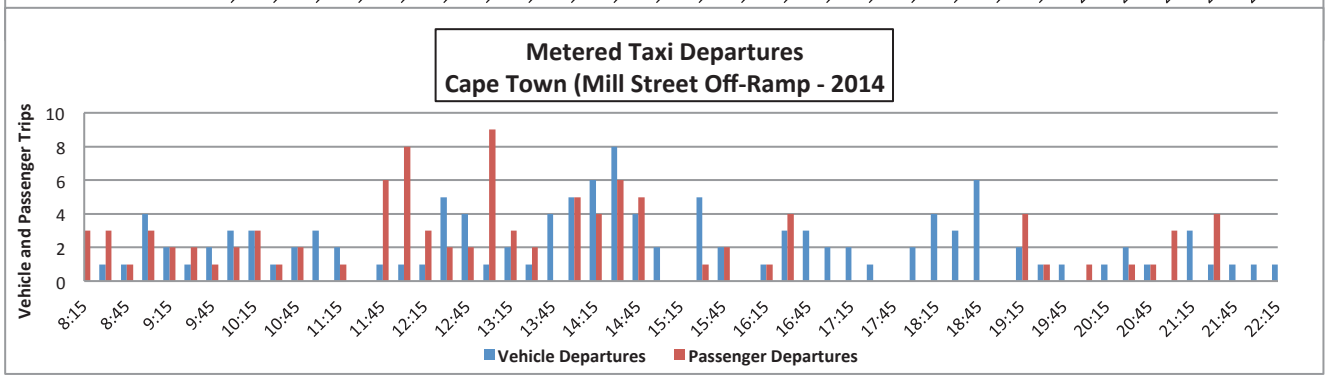
Summary Table

Date	21/03/2014
Unique Vehicles Observed	56
Vehicle Trips	122
Passengers Arriving to Rank	29
Passengers Departing from Rank	102
Maximum Vehicles at Rank	13
Time of maximum Utilisation	17:30/17:45/18:00
Maximum Vehicles in Holding Area	0









Cape Town (Mount Nelson Hotel) Metered Taxi Rank

Description:

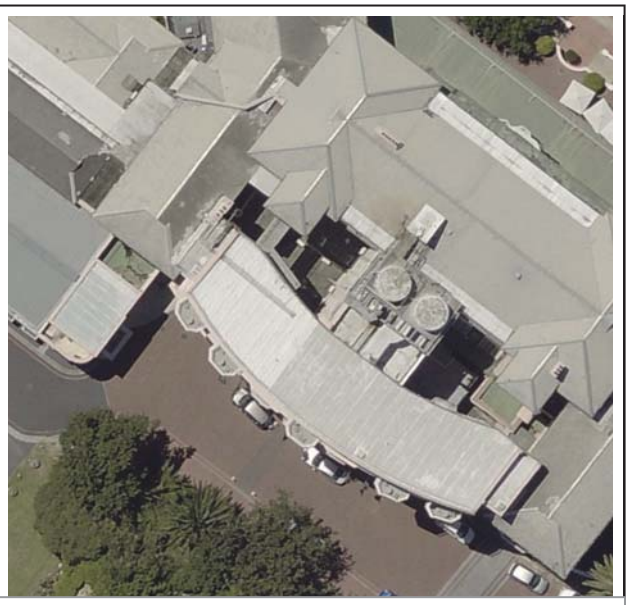
Street Address: Mount Nelson Hotel, Kloof Street
Off Orange Street

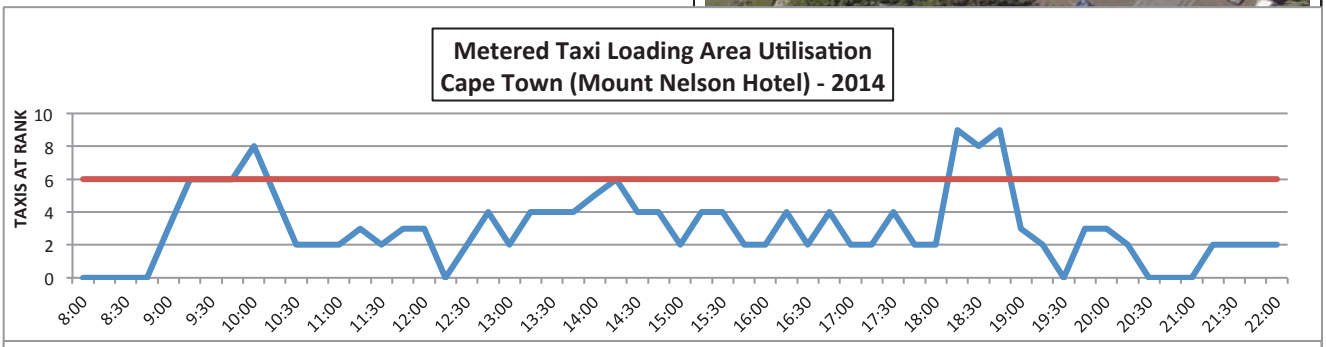
Type: Private Formal

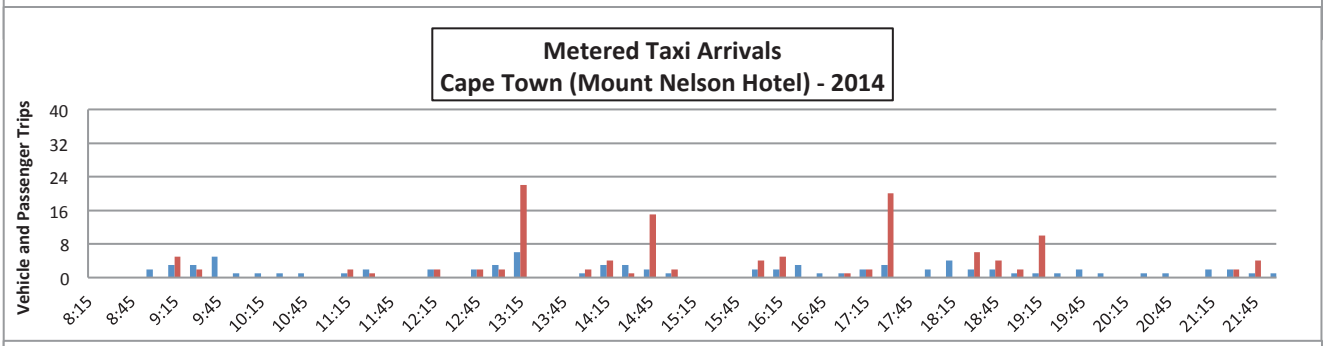
Capacity: 6 bays

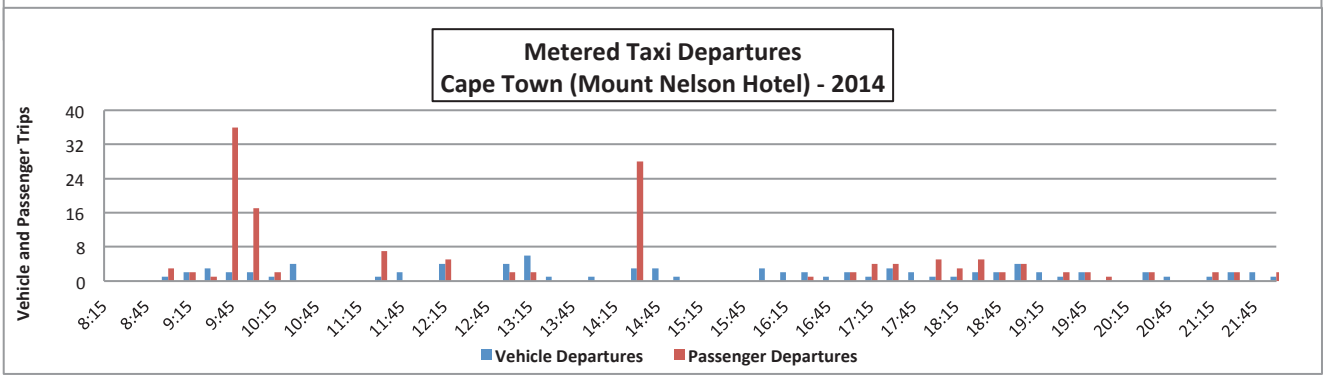
Summary Table

Date	27/03/2014
Unique Vehicles Observed	49
Vehicle Trips	81
Passengers Arriving to Rank	122
Passengers Departing from Rank	148
Maximum Vehicles at Rank	9
Time of maximum Utilisation	18:15/18:45
Maximum Vehicles in Holding Area	0









Cape Town (Old Marine Drive) Metered Taxi Rank

Description:

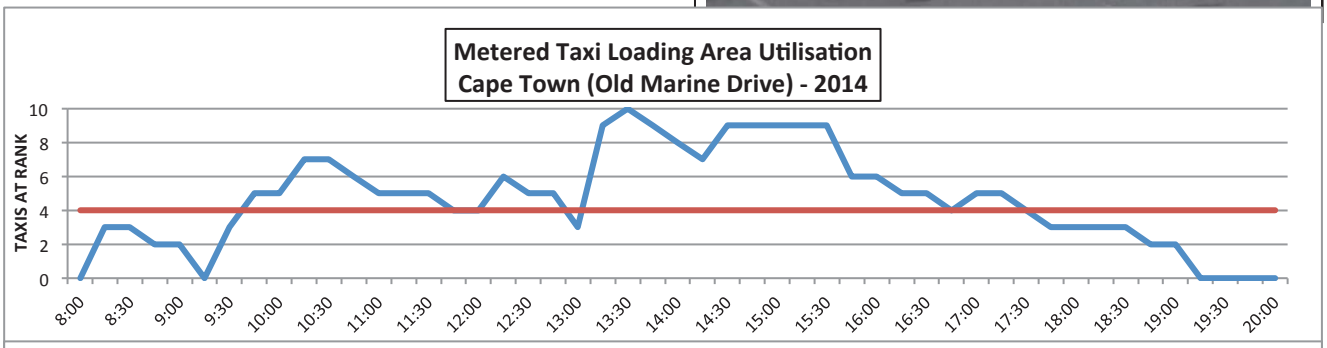
Street Address: Old Marine Drive
At the Long Distance Bus Terminus

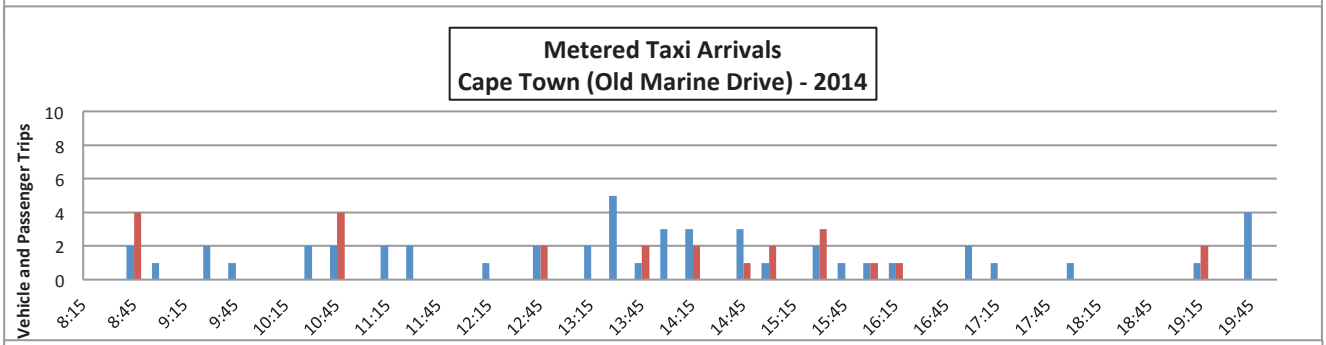
Type: Municipal Informal

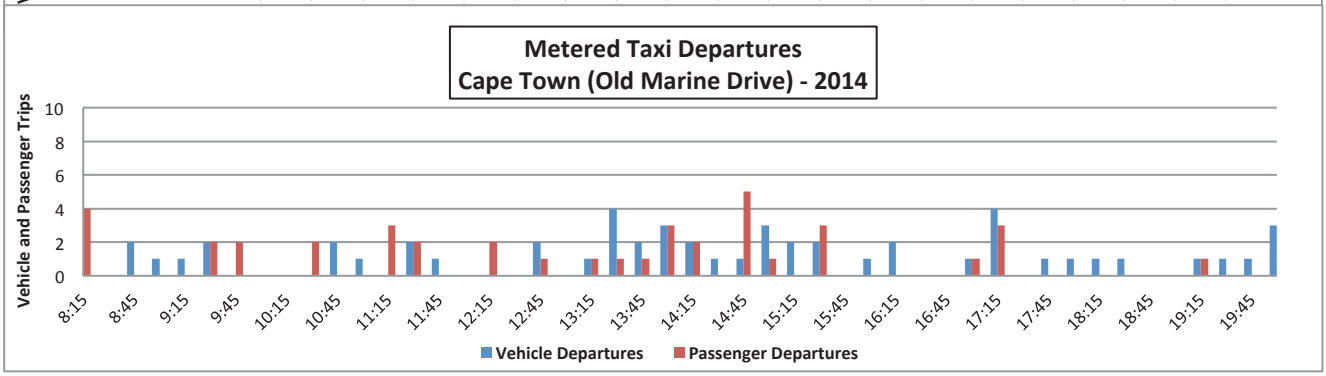
Capacity: 4 bays

Summary Table

Date	03/12/2013
Unique Vehicles Observed	30
Vehicle Trips	54
Passengers Arriving to Rank	24
Passengers Departing from Rank	40
Maximum Vehicles at Rank	10
Time of maximum Utilisation	13:30
Maximum Vehicles in Holding Area	0







Cape Town (Plein Street) Metered Taxi Rank

Description:

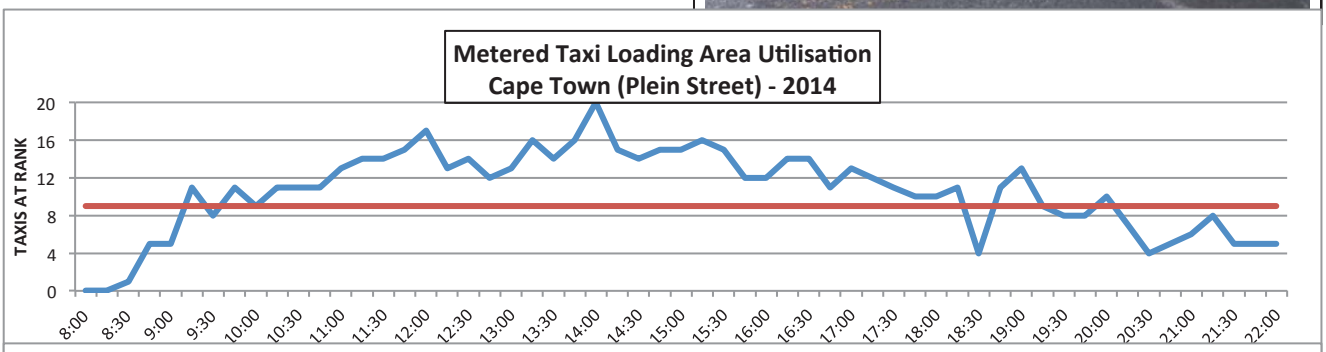
Street Address: Plein Street
Between Darling & Strand Street

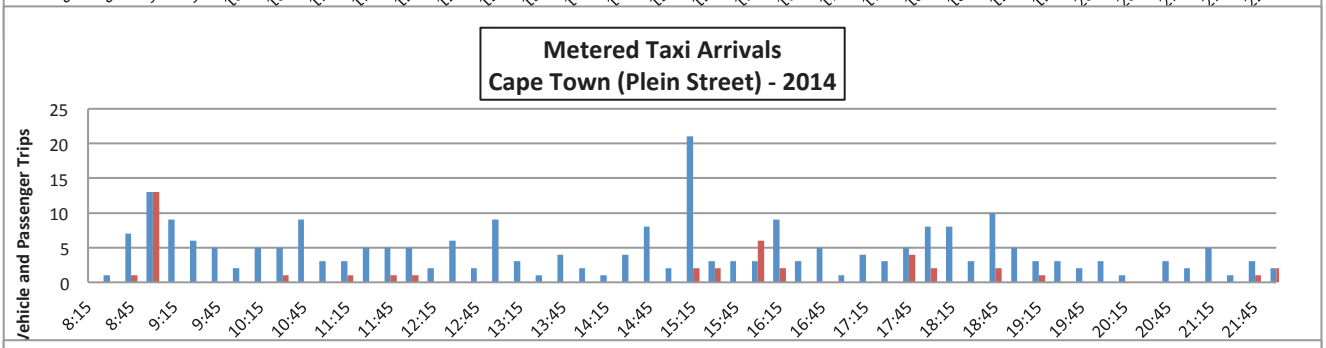
Type: Municipal Formal

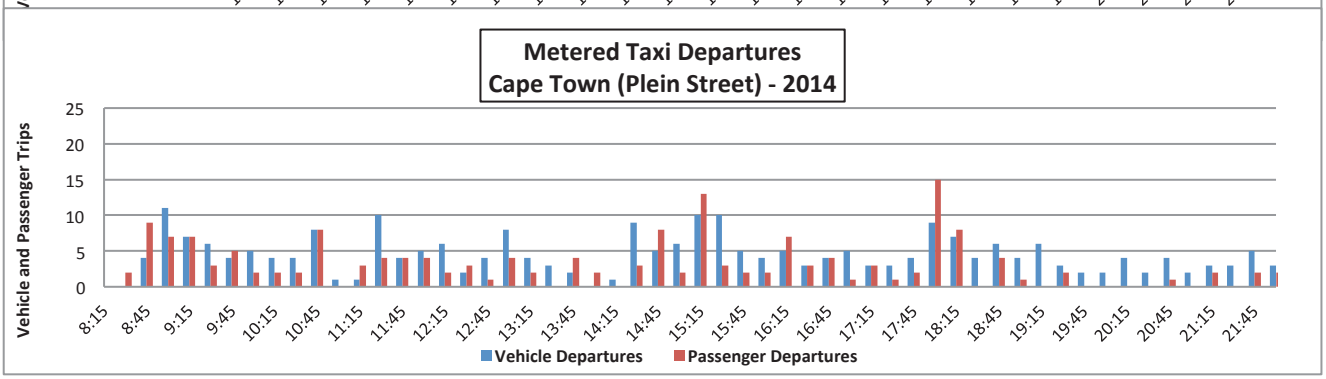
Capacity: 9 bays

Summary Table

Date	17/03/2014
Unique Vehicles Observed	80
Vehicle Trips	249
Passengers Arriving to Rank	42
Passengers Departing from Rank	171
Maximum Vehicles at Rank	20
Time of maximum Utilisation	14:00
Maximum Vehicles in Holding Area	0



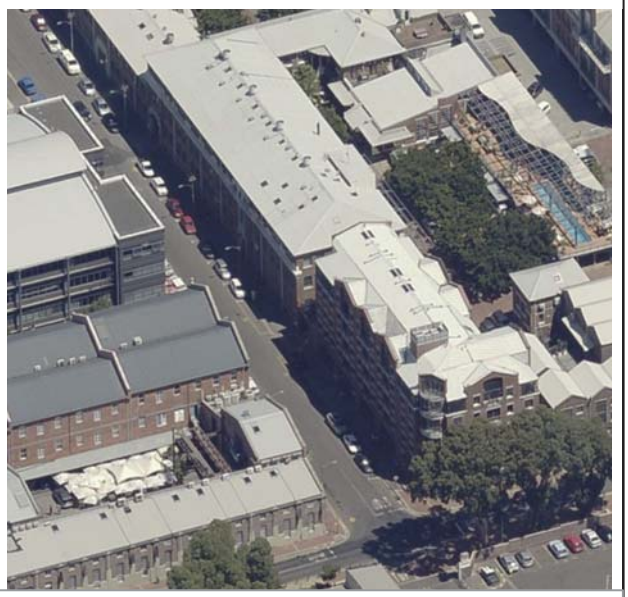




Cape Town (Prestwich Street) Metered Taxi Rank

Description:

Street Address: Corner of Prestwich & Loop Stre

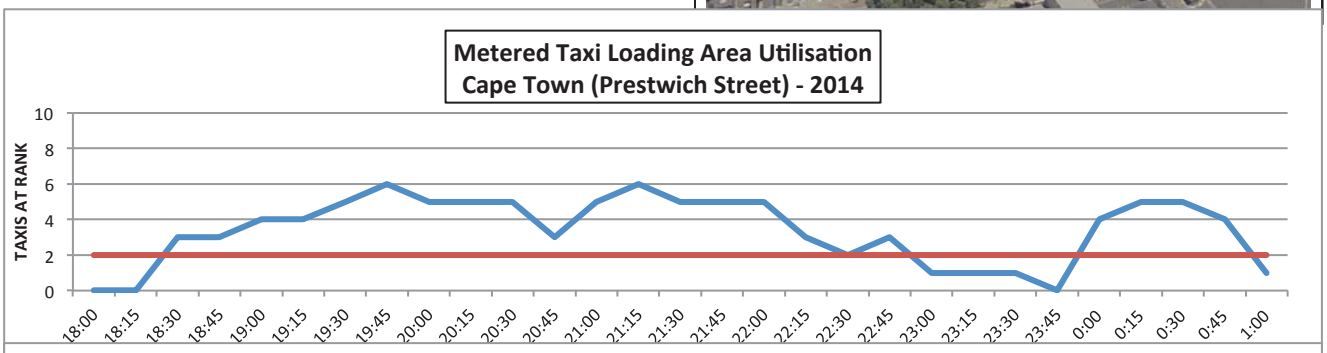


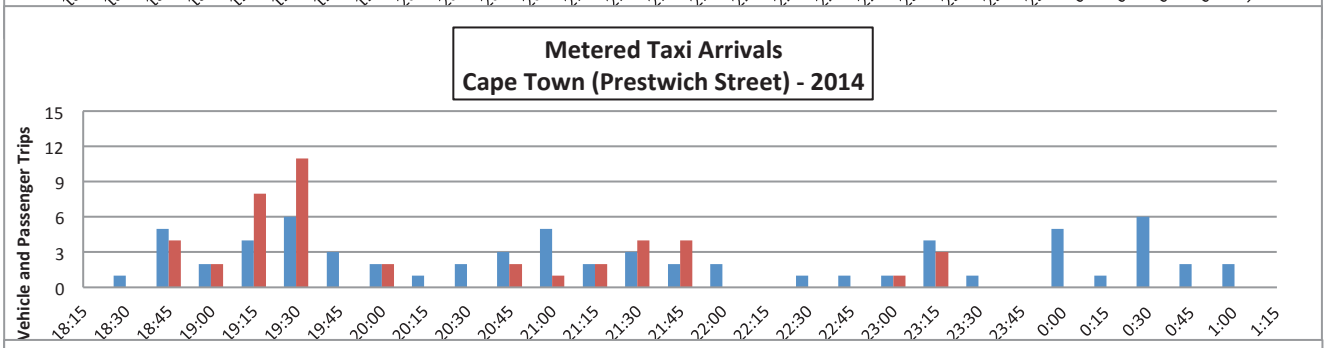
Type: Municipal Informal

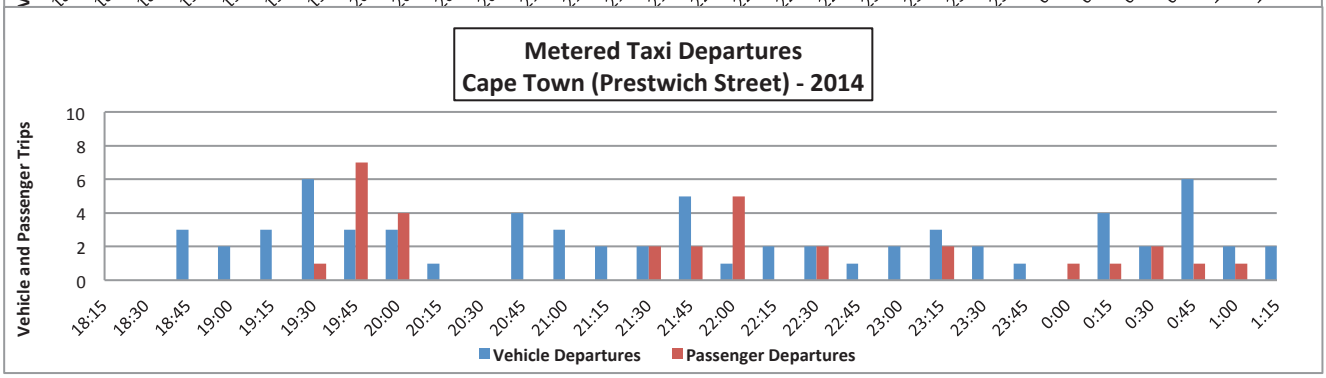
Capacity: 2 bays

Summary Table

Date	27/03/2014
Unique Vehicles Observed	52
Vehicle Trips	67
Passengers Arriving to Rank	44
Passengers Departing from Rank	31
Maximum Vehicles at Rank	6
Time of maximum Utilisation	19:45/21:15
Maximum Vehicles in Holding Area	0







Cape Town (Queen Victoria Hotel) Metered Taxi Rank

Description:

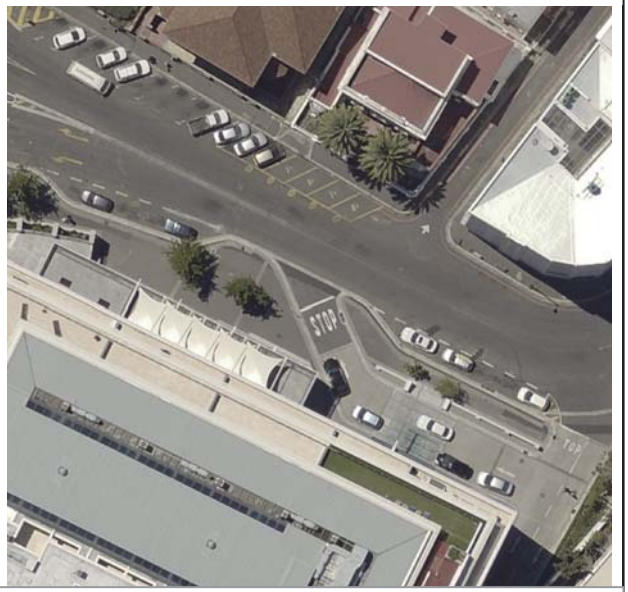
Street Address: Queen Victoria Street
At the Museum

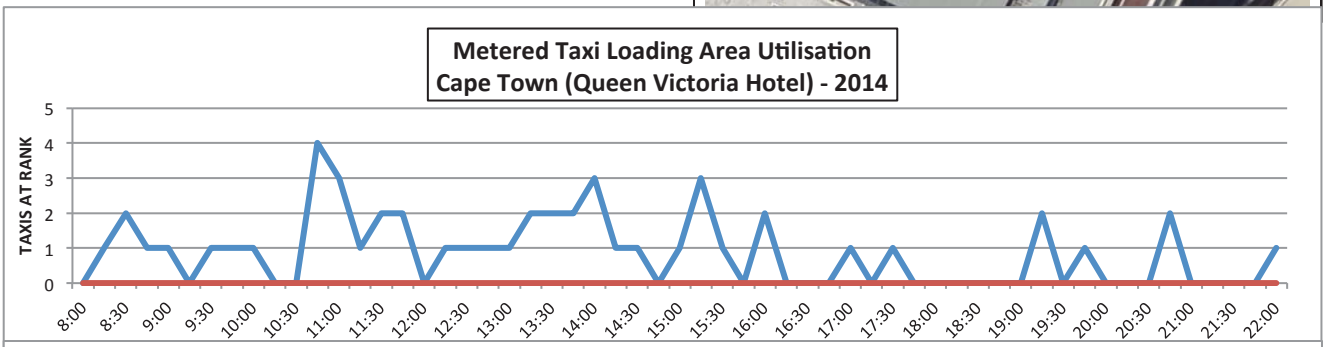
Type: Private Informal

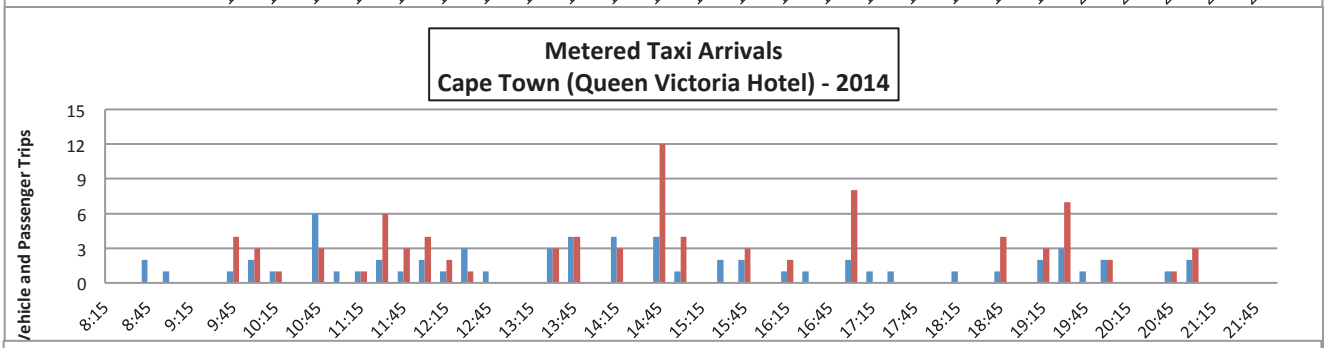
Capacity: 0 bays

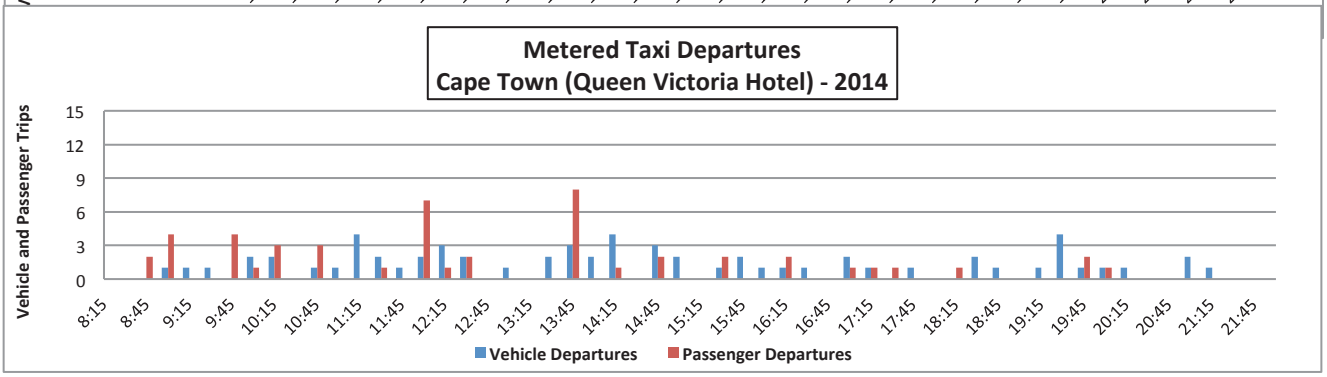
Summary Table

Date	21/03/2014
Unique Vehicles Observed	59
Vehicle Trips	64
Passengers Arriving to Rank	87
Passengers Departing from Rank	50
Maximum Vehicles at Rank	4
Time of maximum Utilisation	10:45
Maximum Vehicles in Holding Area	0







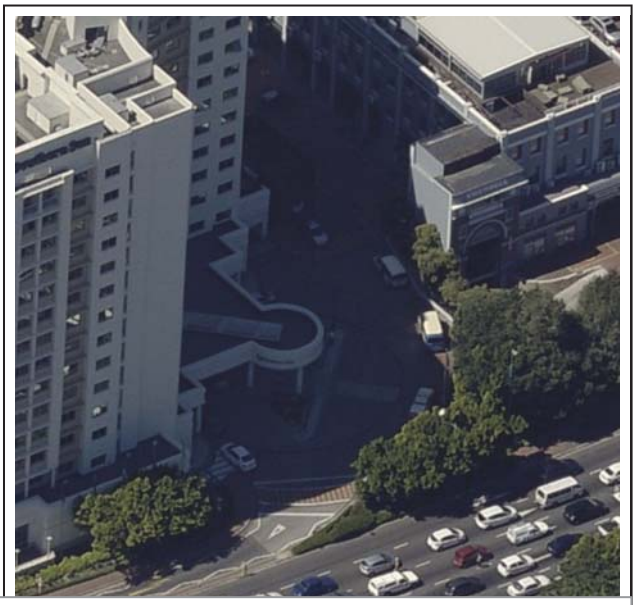


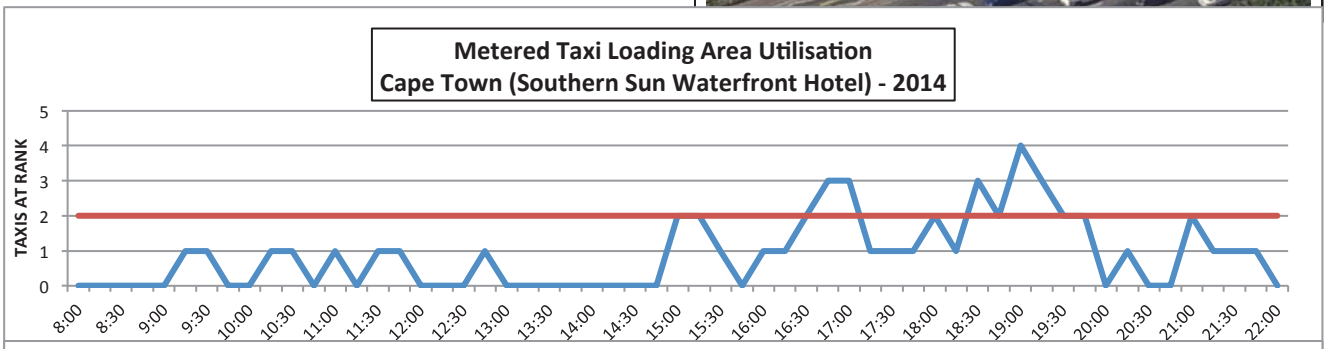
Cape Town (Southern Sun Waterfront Hotel) Metered Taxi Rank

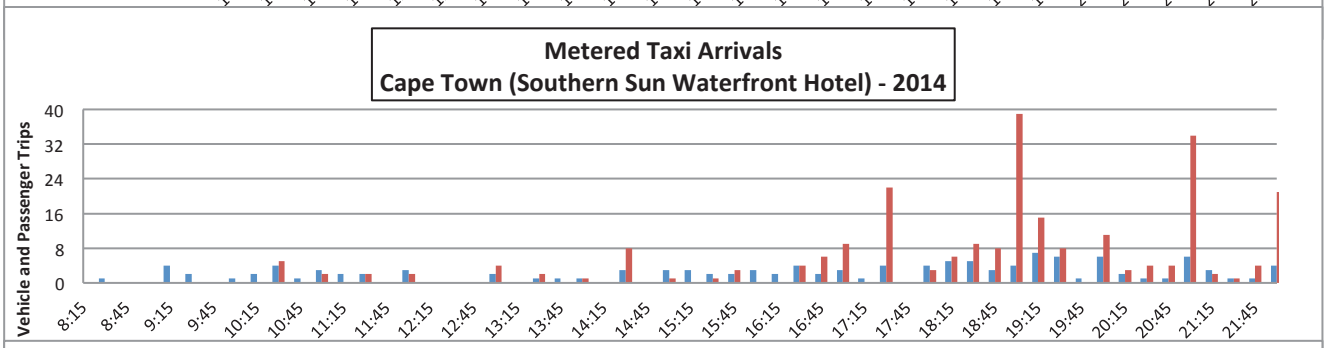
Description:
Street Address: Lower Buitengracht Street

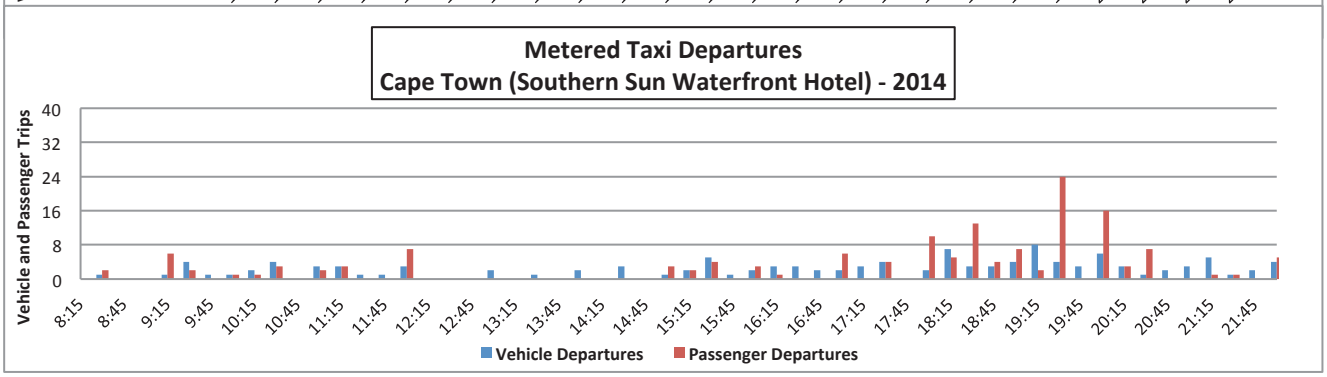
Type: Private Formal
Capacity: 2 bays
Summary Table

Date	18/03/2014
Unique Vehicles Observed	73
Vehicle Trips	122
Passengers Arriving to Rank	244
Passengers Departing from Rank	148
Maximum Vehicles at Rank	4
Time of maximum Utilisation	19:00
Maximum Vehicles in Holding Area	0









Cape Town (Upper Adderley Street) Metered Taxi Rank

Description:

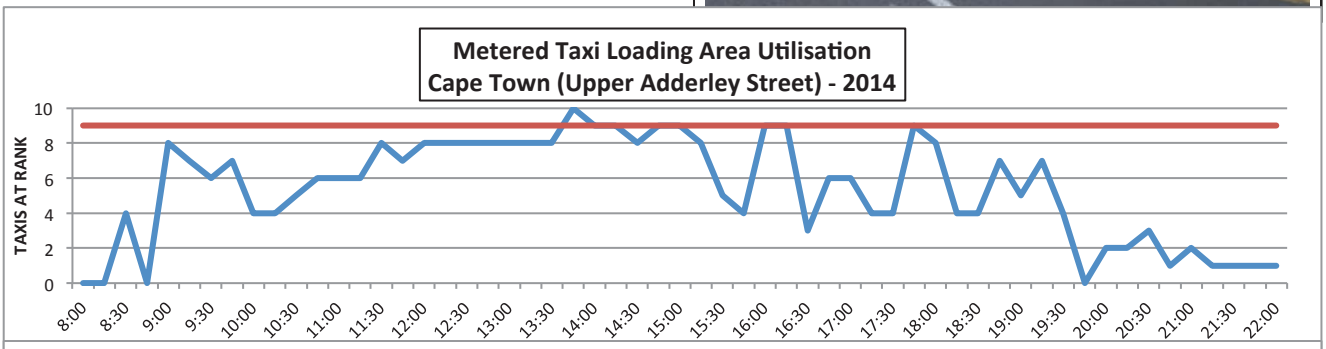
Street Address: Adderley Street
Between Longmarket & Church Street

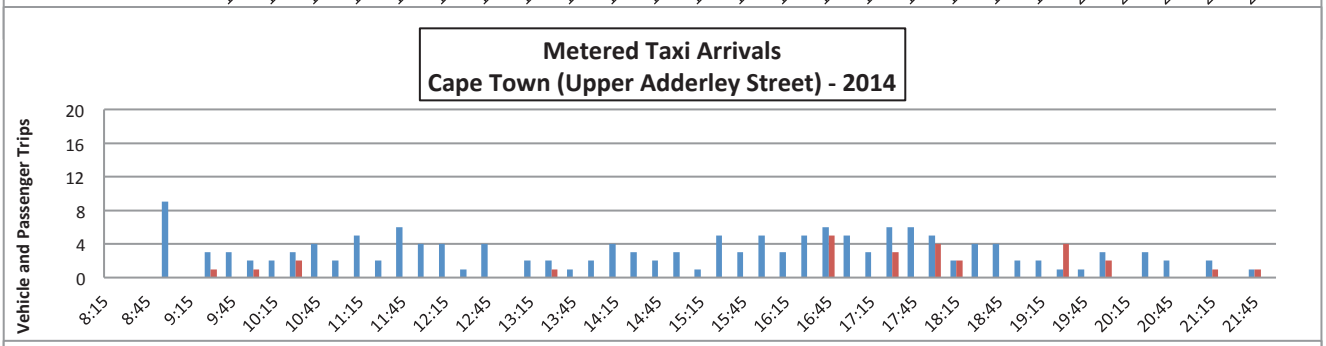
Type: Municipal Formal

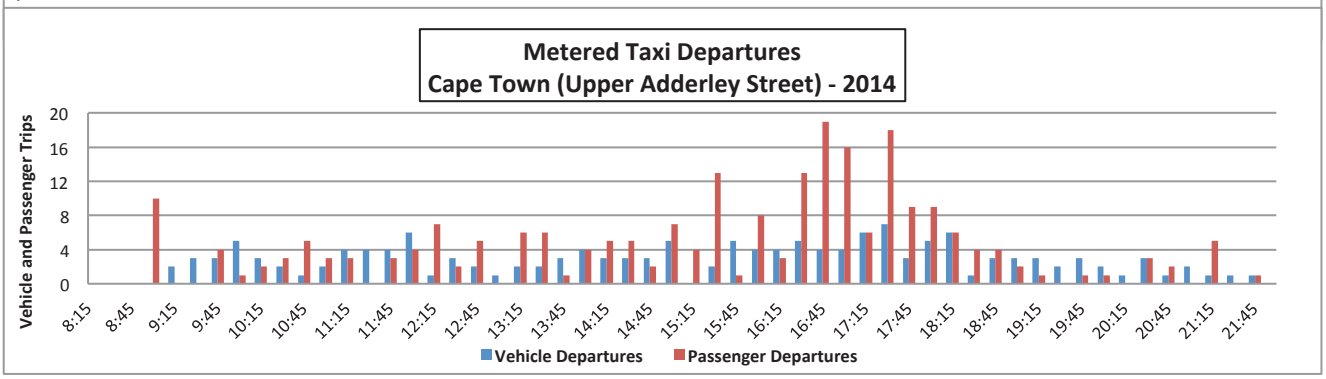
Capacity: 9 bays

Summary Table

Date	17/03/2014
Unique Vehicles Observed	35
Vehicle Trips	153
Passengers Arriving to Rank	27
Passengers Departing from Rank	237
Maximum Vehicles at Rank	10
Time of maximum Utilisation	13:45
Maximum Vehicles in Holding Area	0





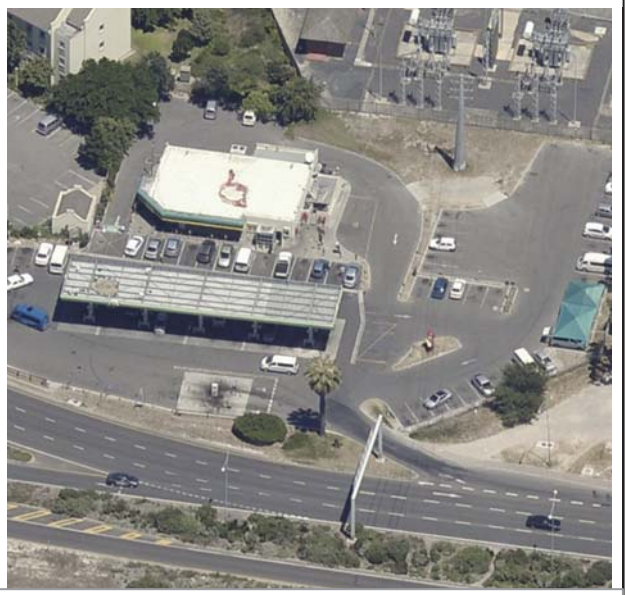


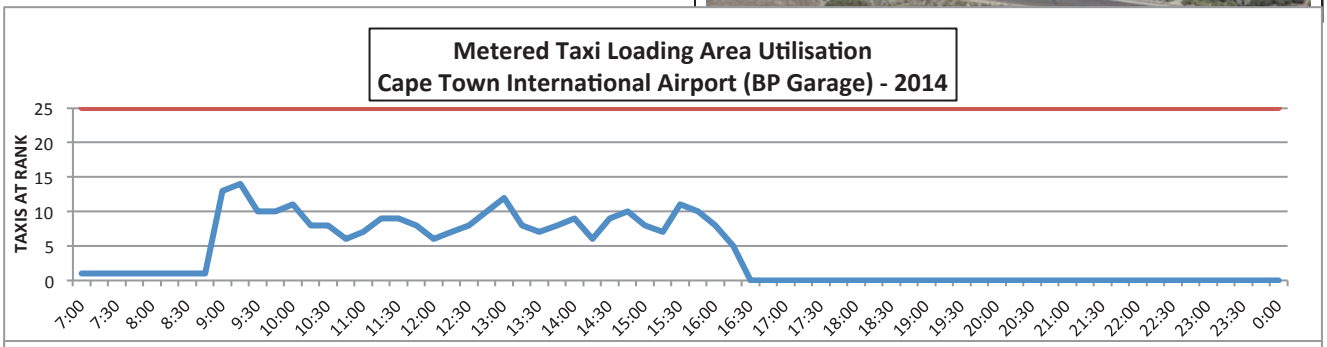
Cape Town International Airport (BP Garage) Metered Taxi Rank

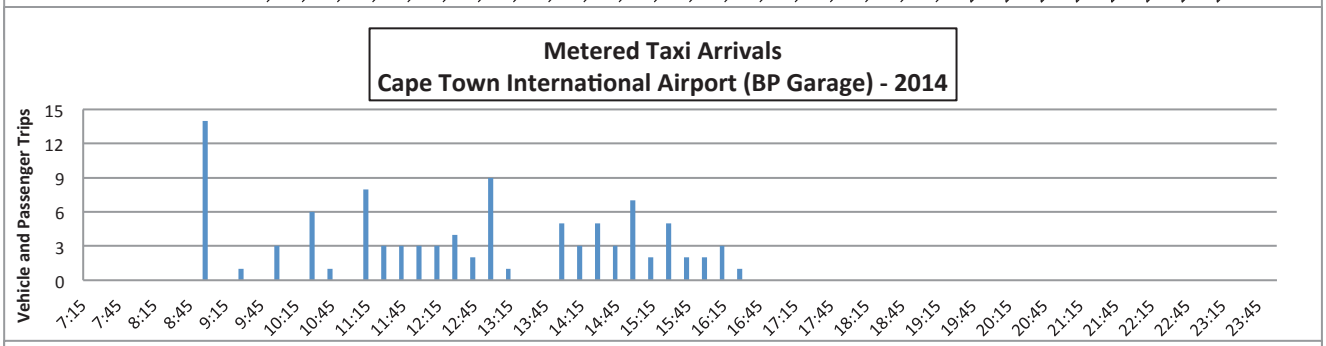
Description:
Street Address: Airport Approach Road

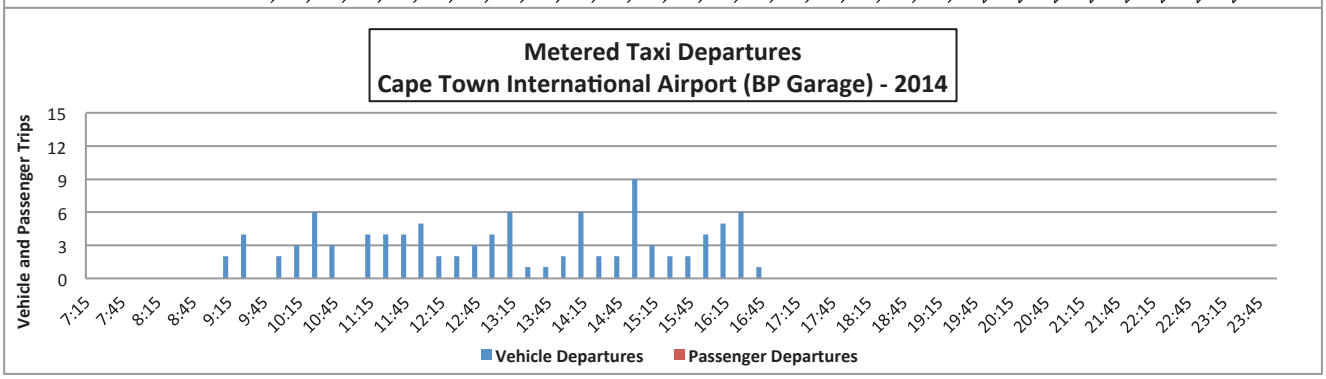
Type: Parastatal Informal
Capacity: 25 bays
Summary Table

Date	14/11/2013
Unique Vehicles Observed	85
Vehicle Trips	100
Passengers Arriving to Rank	0
Passengers Departing from Rank	0
Maximum Vehicles at Rank	14
Time of maximum Utilisation	09:15
Maximum Vehicles in Holding Area	0





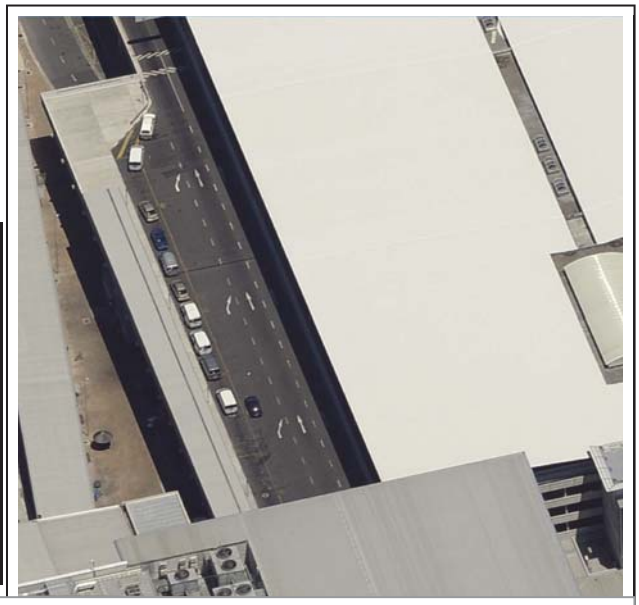




Cape Town International Airport (Drop & Go) Metered Taxi Rank

Description:

Street Address: Upper Entrance of Airport

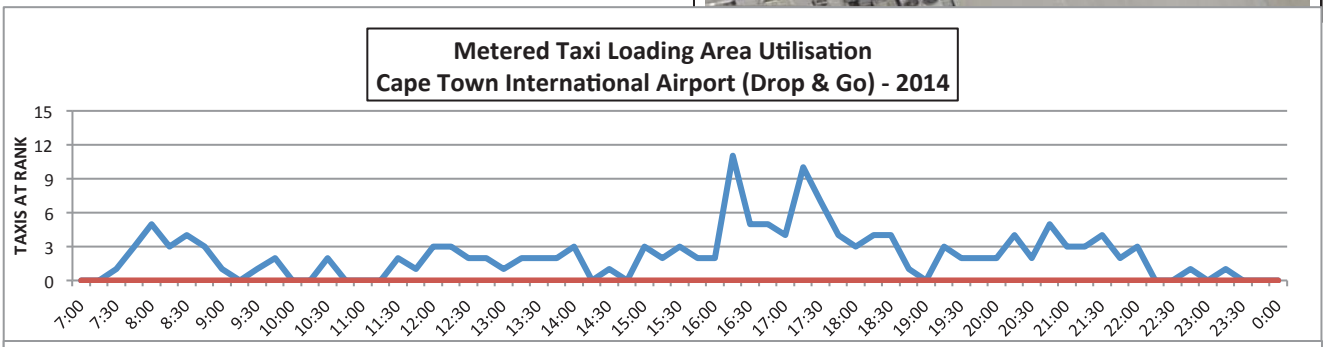


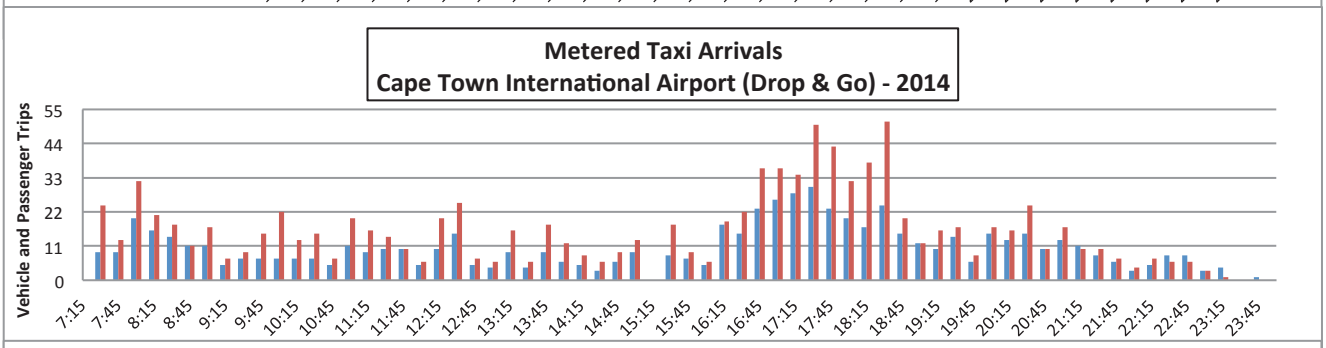
Type: Parastatal Formal

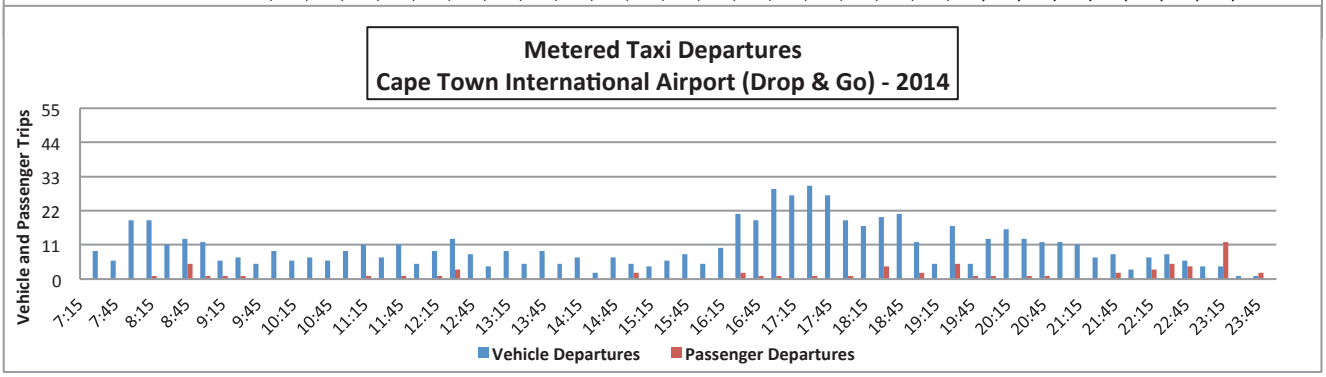
Capacity: N/A

Summary Table

Date	14/11/2013
Unique Vehicles Observed	513
Vehicle Trips	689
Passengers Arriving to Rank	1041
Passengers Departing from Rank	66
Maximum Vehicles at Rank	11
Time of maximum Utilisation	16:15
Maximum Vehicles in Holding Area	0







Cape Town International Airport (MyCiTi Station) Metered Taxi Rank

Description:

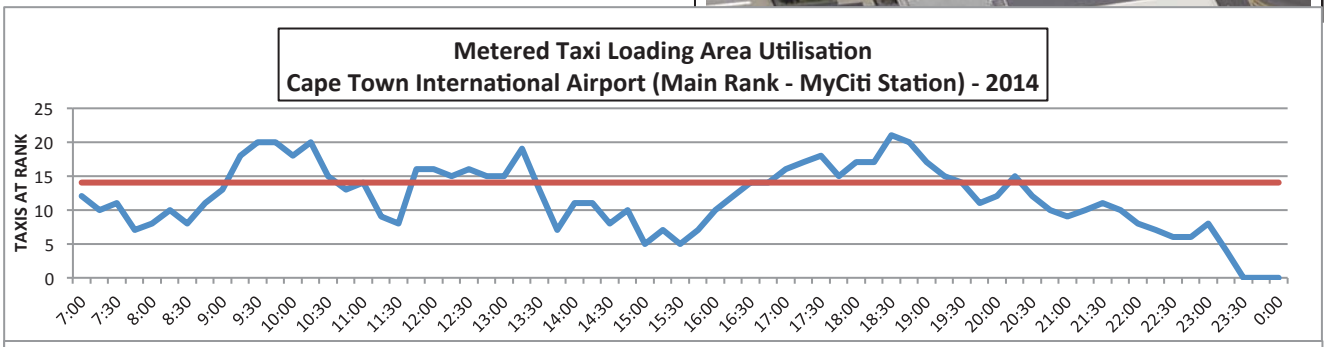
Street Address: MyCiti Bus Station
Infront of Airport Entrance

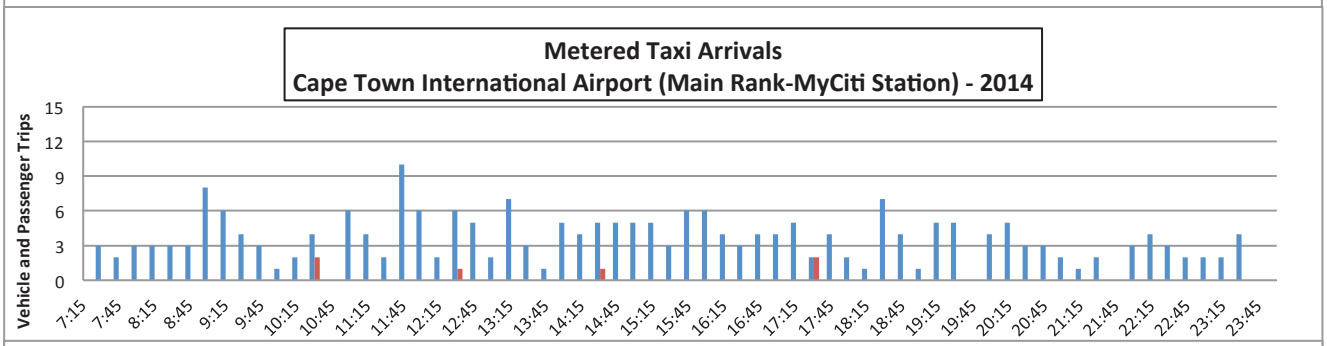
Type: Parastatal Formal

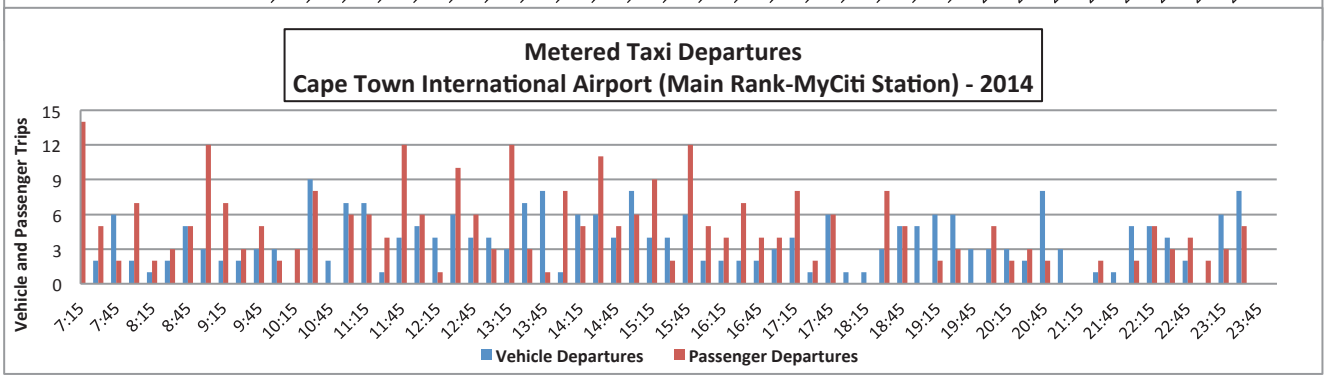
Capacity: 14 bays

Summary Table

Date	14/11/2013
Unique Vehicles Observed	39
Vehicle Trips	246
Passengers Arriving to Rank	6
Passengers Departing from Rank	302
Maximum Vehicles at Rank	21
Time of maximum Utilisation	18:30
Maximum Vehicles in Holding Area	0







Cape Town International Convention Centre Metered Taxi Rank

Description:

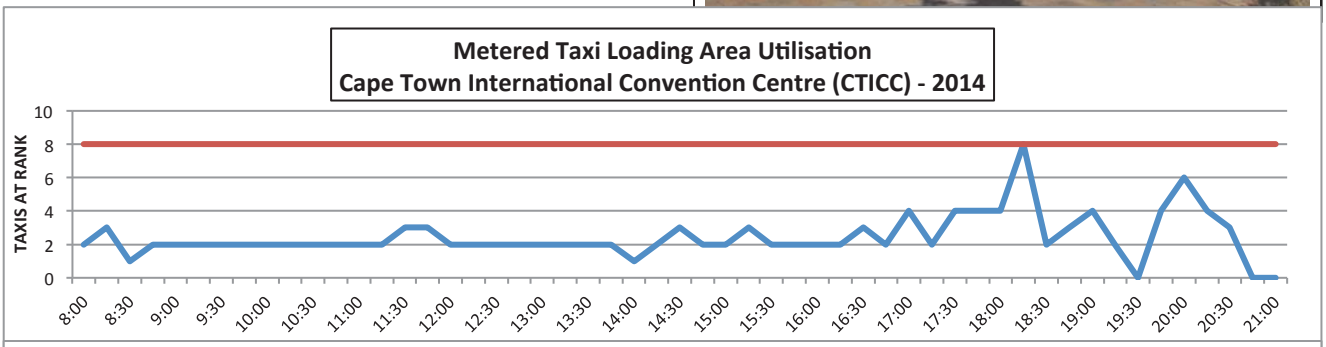
Street Address: Convention Centre Main Entran
Off Walter Sisulu Avenue

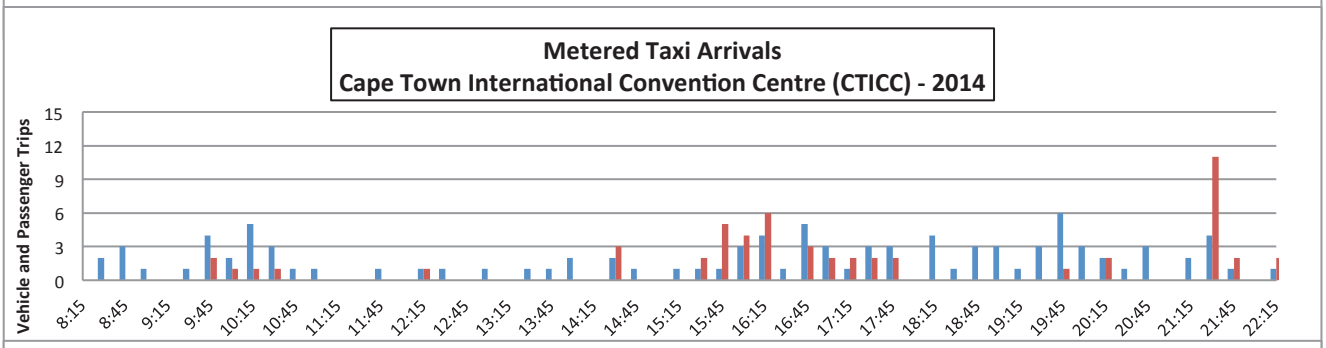
Type: Private Formal

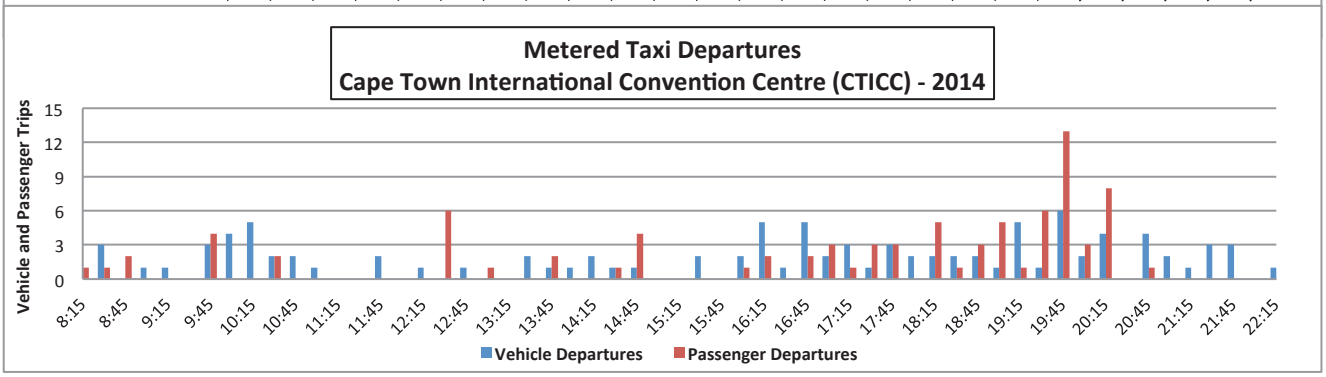
Capacity: 8 bays

Summary Table

Date	24/03/2014
Unique Vehicles Observed	55
Vehicle Trips	99
Passengers Arriving to Rank	55
Passengers Departing from Rank	85
Maximum Vehicles at Rank	8
Time of maximum Utilisation	18:15
Maximum Vehicles in Holding Area	0



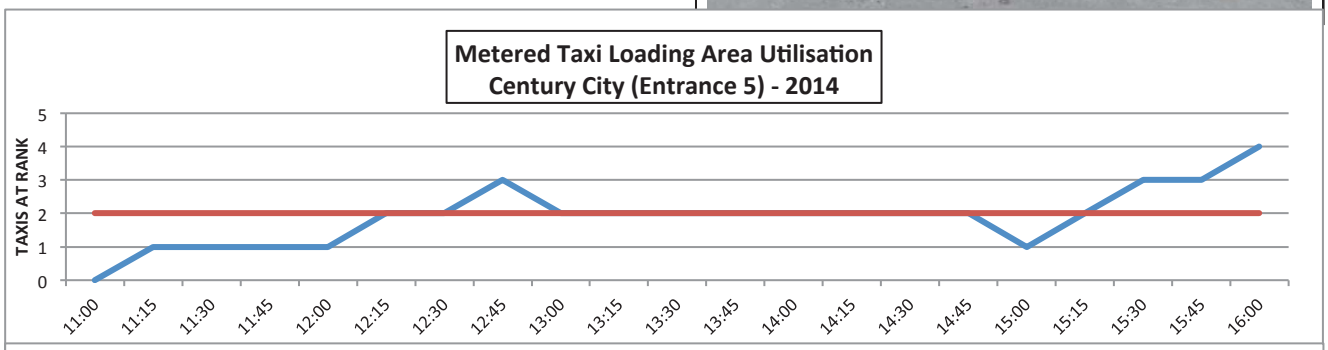


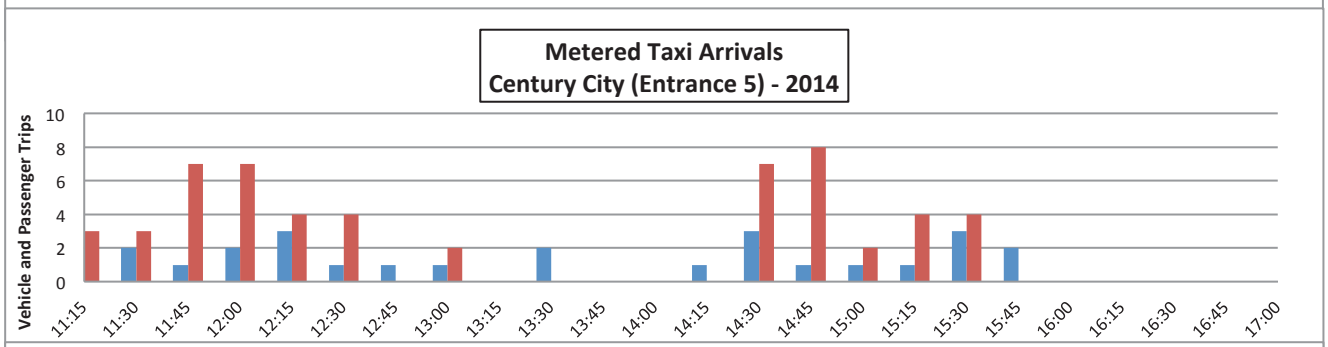


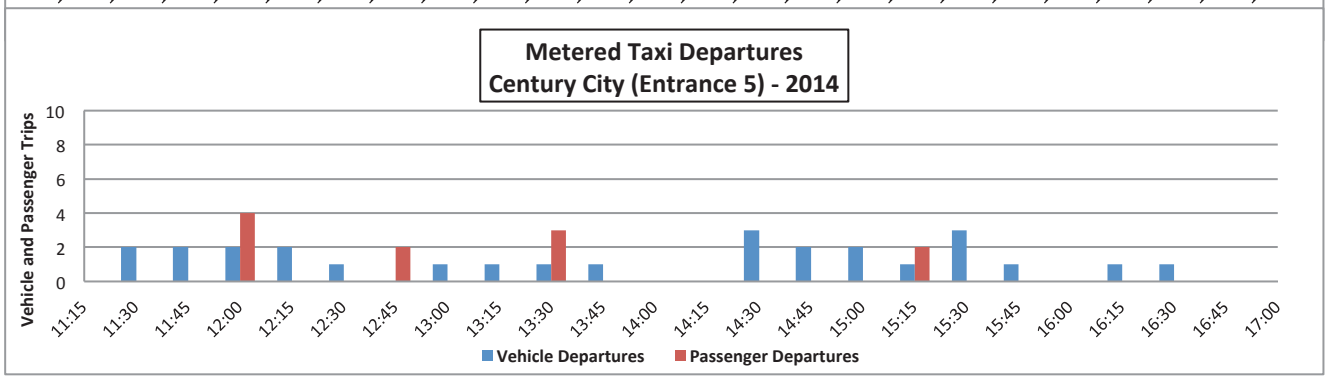
Century City (Entrance 5) Metered Taxi Rank

Description:
Street Address: Canal Walk
Entrance 5
Type: Private Formal
Capacity: 8 bays
Summary Table

Date	04/12/2013
Unique Vehicles Observed	25
Vehicle Trips	29
Passengers Arriving to Rank	55
Passengers Departing from Rank	11
Maximum Vehicles at Rank	4
Time of maximum Utilisation	16:00
Maximum Vehicles in Holding Area	0







Century City (Entrance 10) Metered Taxi Rank

Description:

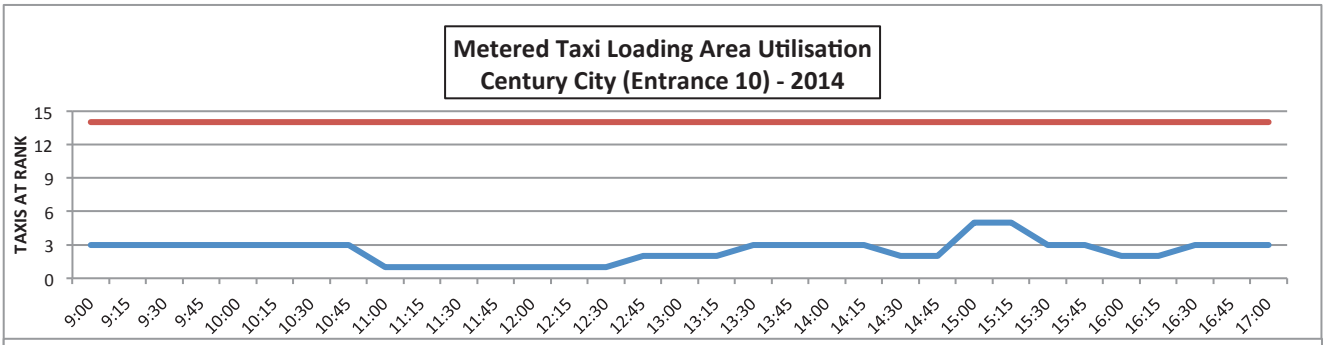
Street Address: Canal Walk
Entrance 10

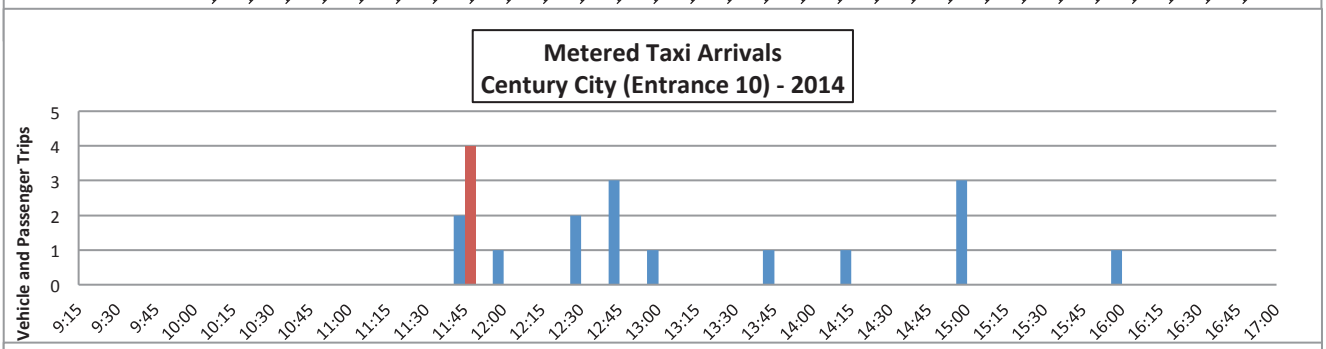
Type: Private Formal

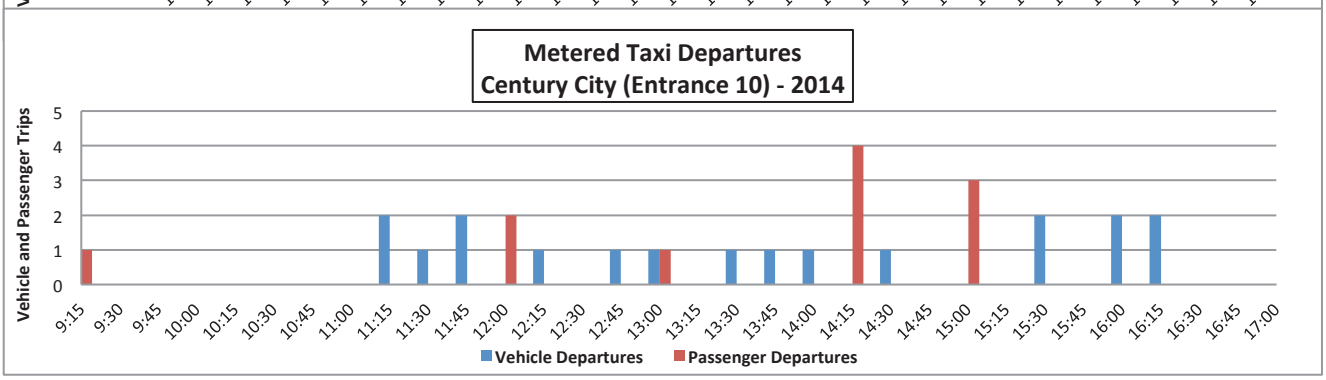
Capacity: 14 bays

Summary Table

Date	04/12/2013
Unique Vehicles Observed	9
Vehicle Trips	18
Passengers Arriving to Rank	4
Passengers Departing from Rank	11
Maximum Vehicles at Rank	5
Time of maximum Utilisation	15:00/15:15
Maximum Vehicles in Holding Area	0







Claremont (Dreyer & Cowan Street) Metered Taxi Rank

Description:

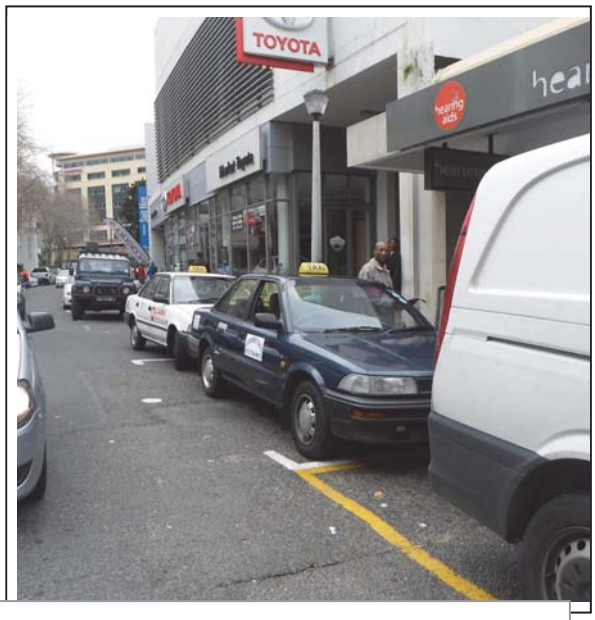
Street Address: Corner of Dreyer & Cowan Street

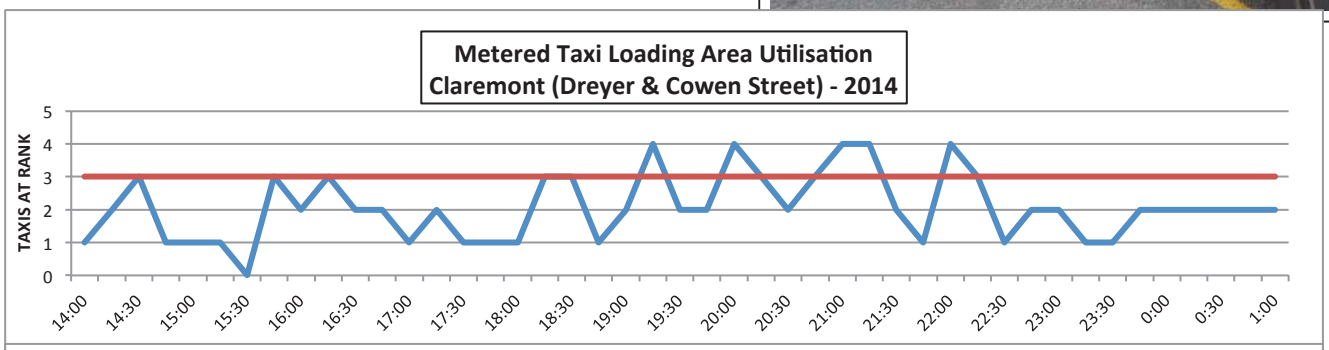
Type: Municipal Formal

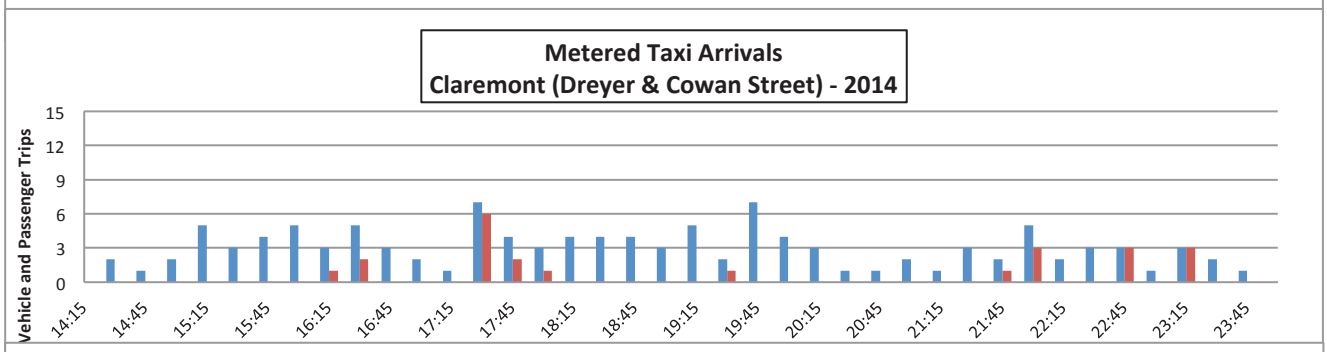
Capacity: 3 bays

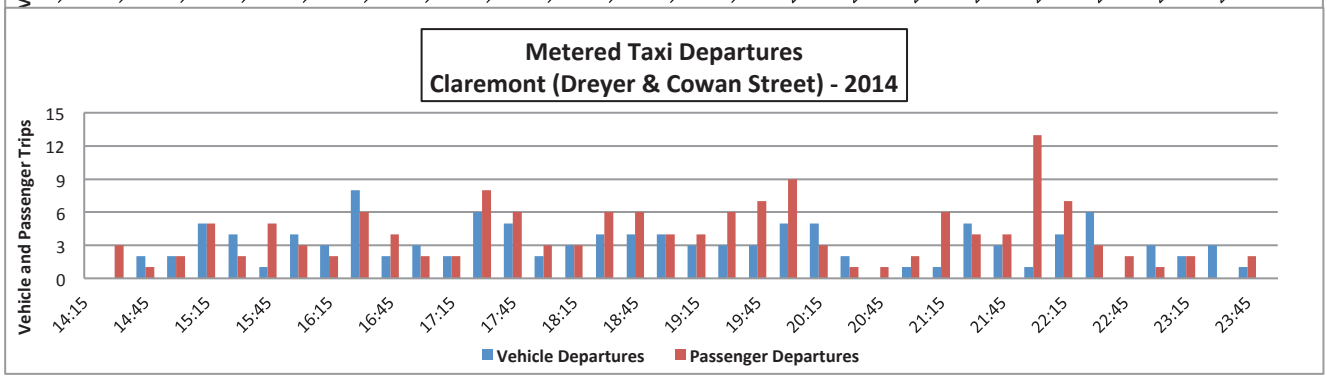
Summary Table

Date	14/03/2014
Unique Vehicles Observed	35
Vehicle Trips	121
Passengers Arriving to Rank	23
Passengers Departing from Rank	151
Maximum Vehicles at Rank	4
Time of maximum Utilisation	19:15/20:00/21:00 /21:15/22:00
Maximum Vehicles in Holding Area	0









Claremont (Main Road) Metered Taxi Rank

Description:

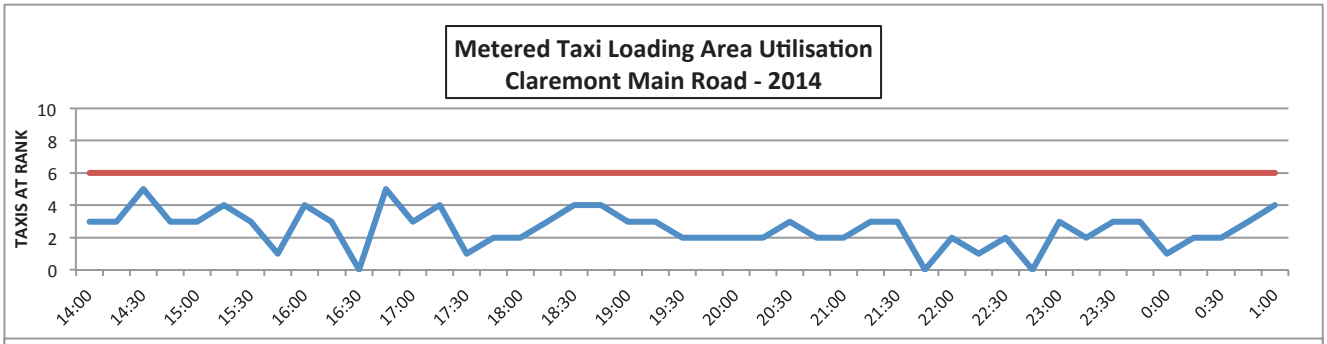
Street Address: Claremont Main Road
Between Laurel & Niekerks Lane

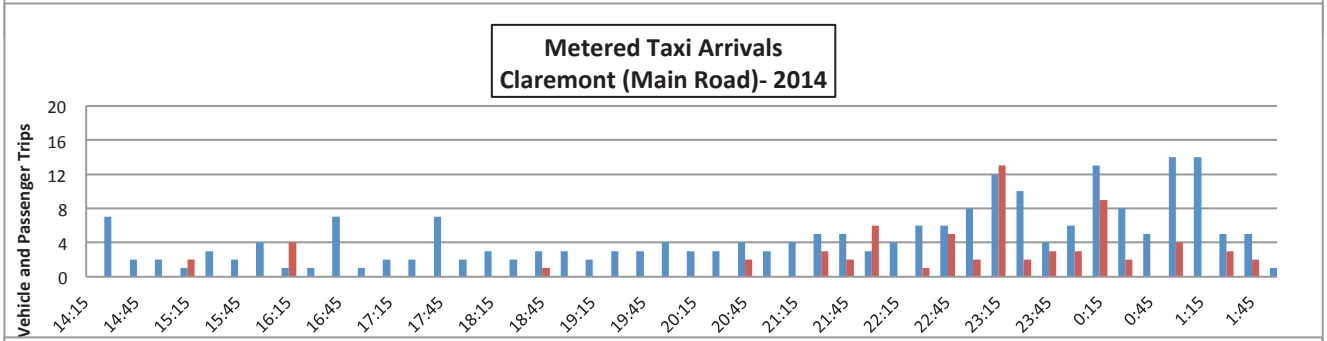
Type: Municipal Formal

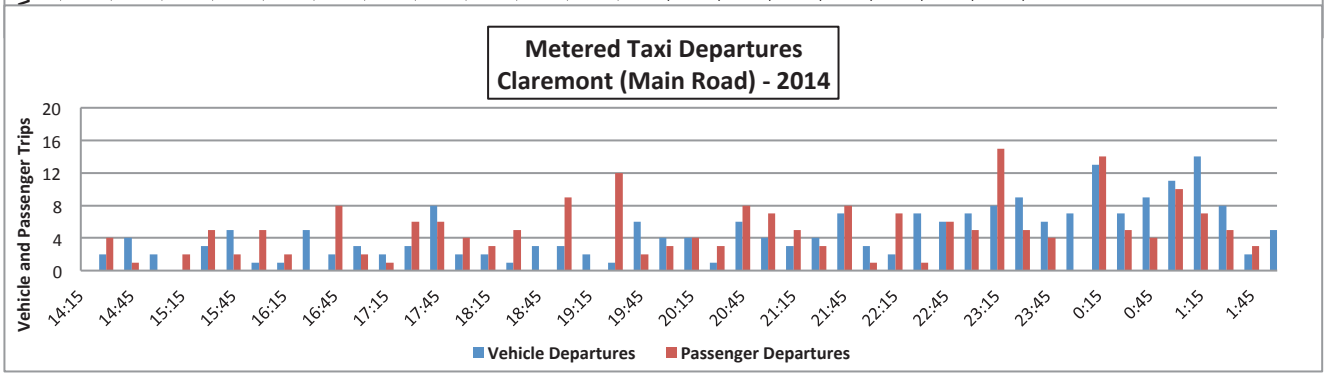
Capacity: 6 bays

Summary Table

Date	14/03/2014
Unique Vehicles Observed	95
Vehicle Trips	218
Passengers Arriving to Rank	69
Passengers Departing from Rank	212
Maximum Vehicles at Rank	5
Time of maximum Utilisation	14:30/16:45
Maximum Vehicles in Holding Area	0







Claremont (Main Road – Pick n Pay) Metered Taxi Rank

Description:

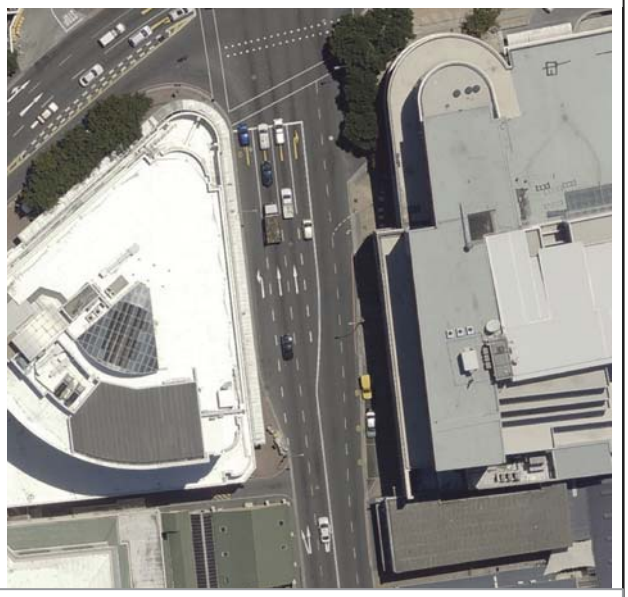
Street Address: Claremont Main Road, betwee
Campground Road & Draper Street

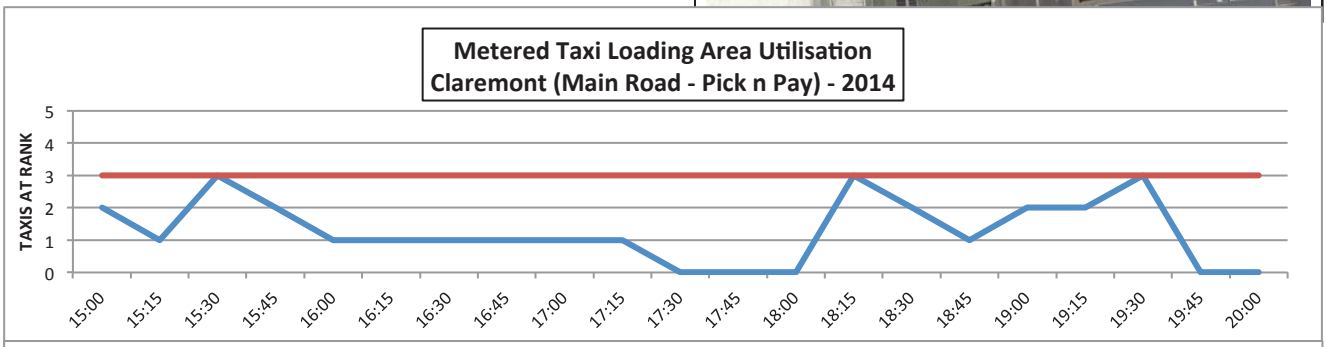
Type: Municipal Informal

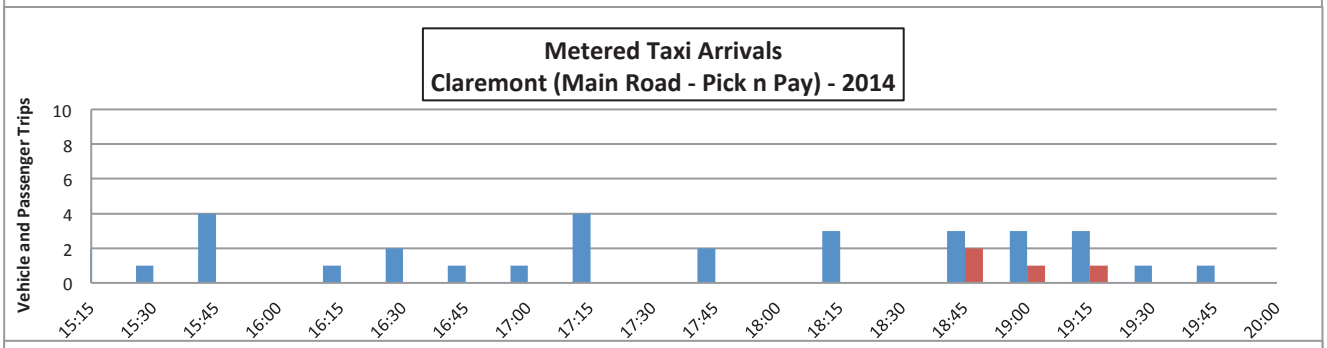
Capacity: 3 bays

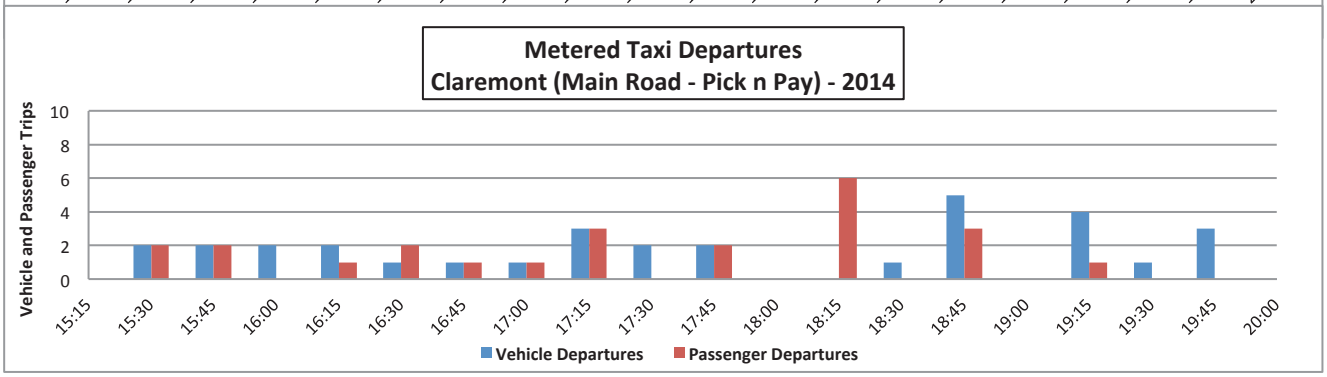
Summary Table

Date	14/03/2014
Unique Vehicles Observed	22
Vehicle Trips	32
Passengers Arriving to Rank	4
Passengers Departing from Rank	24
Maximum Vehicles at Rank	3
Time of maximum Utilisation	15:30/18:15/19:30
Maximum Vehicles in Holding Area	0









Fish Hoek Metered Taxi Rank

Description:

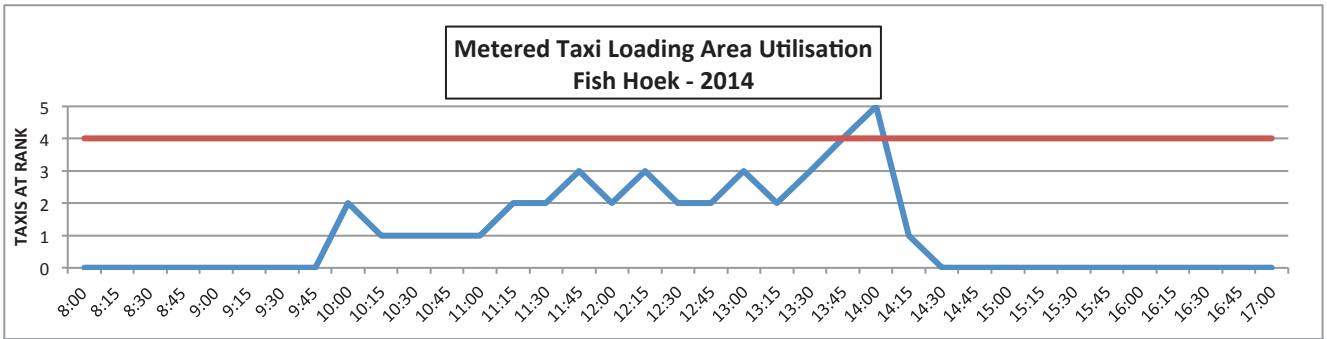
Street Address: Fish Hoek Station
Off Station Road

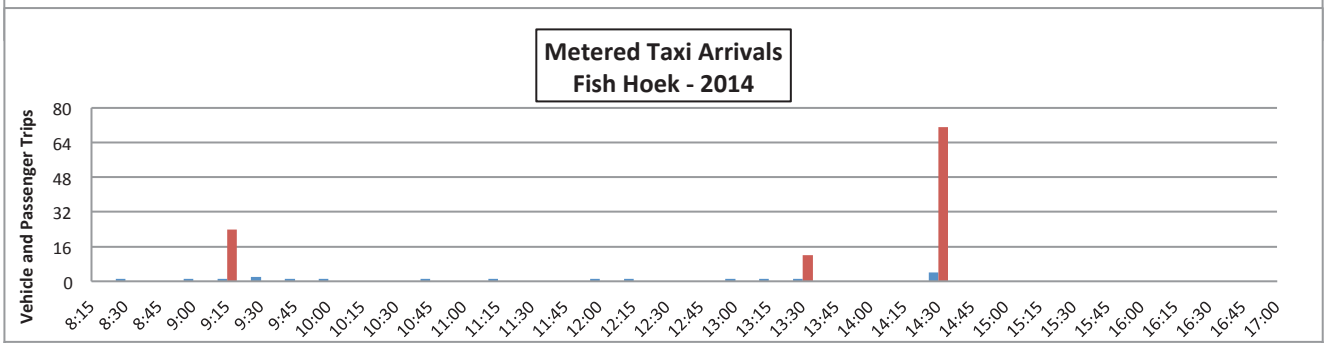
Type: Municipal Informal

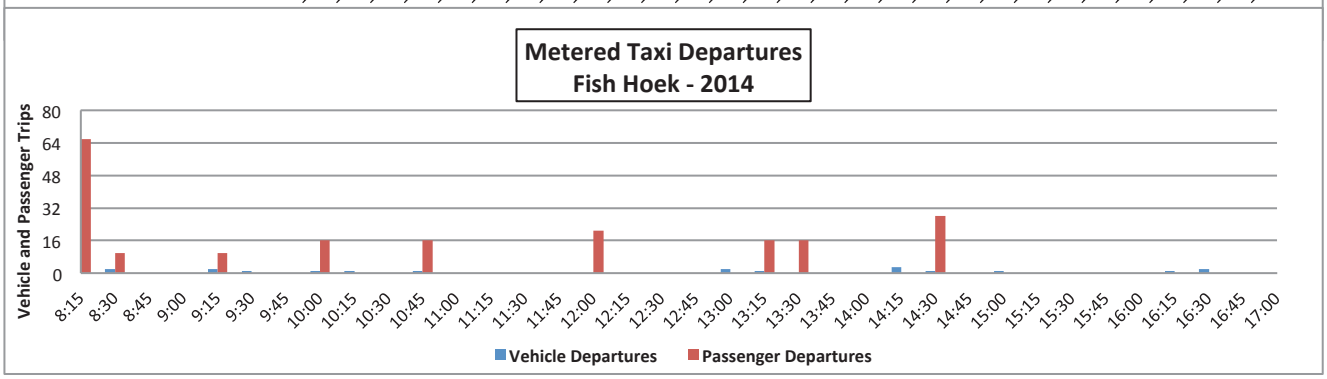
Capacity: 4 bays

Summary Table

Date	28/03/2014
Unique Vehicles Observed	11
Vehicle Trips	19
Passengers Arriving to Rank	107
Passengers Departing from Rank	199
Maximum Vehicles at Rank	5
Time of maximum Utilisation	14:00
Maximum Vehicles in Holding Area	0







Grand West Casino (Entrance 1) Metered Taxi Rank

Description:

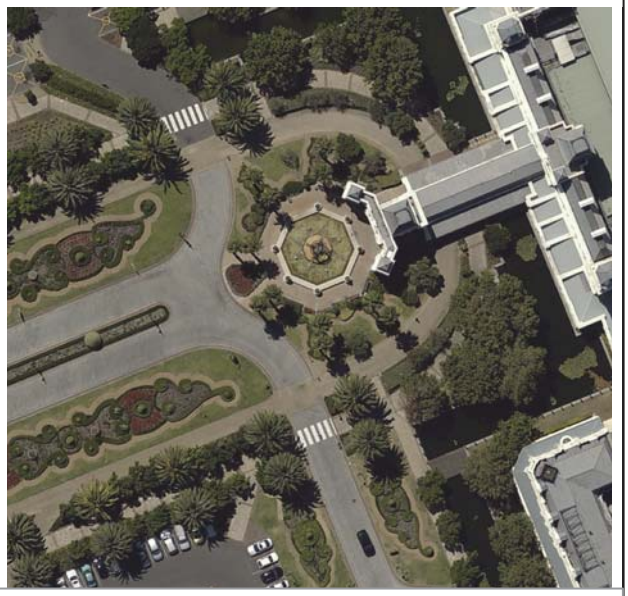
Street Address: Grand West Casino Main Entran
Off Denneboom Avenue

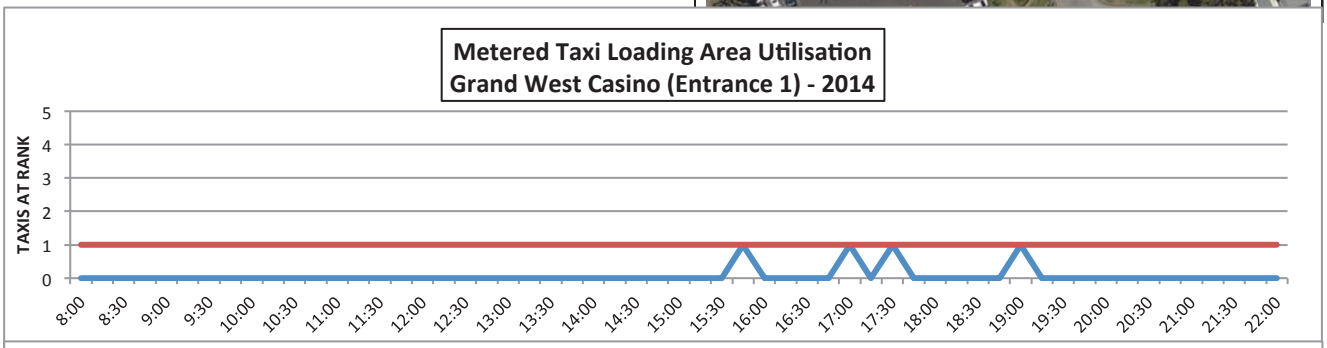
Type: Private Formal

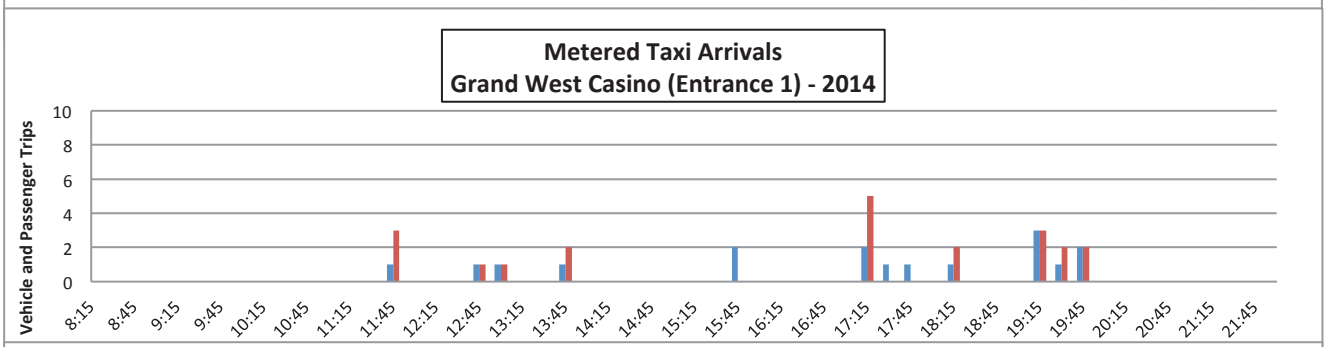
Capacity: 1 bay

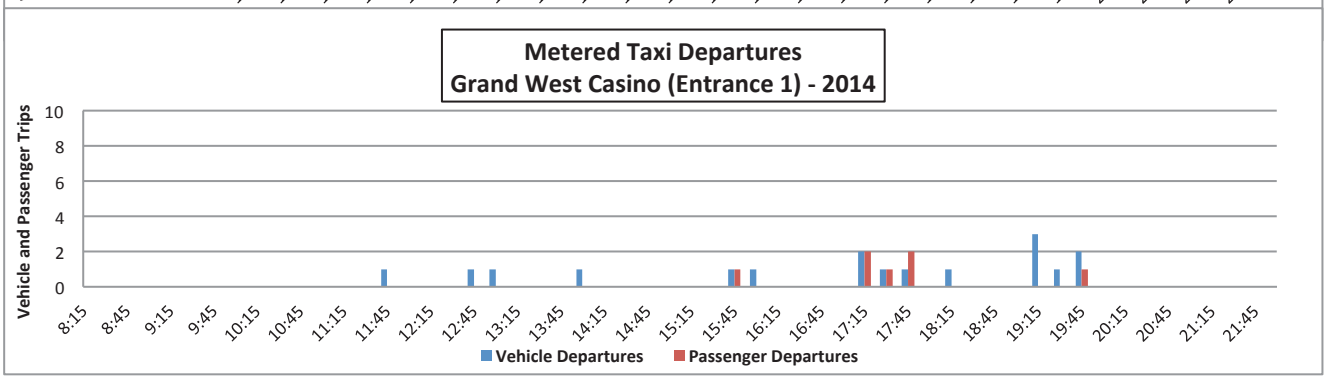
Summary Table

Date	21/03/2014
Unique Vehicles Observed	138
Vehicle Trips	217
Passengers Arriving to Rank	94
Passengers Departing from Rank	158
Maximum Vehicles at Rank	15
Time of maximum Utilisation	00:45
Maximum Vehicles in Holding Area	0









Grand West Casino (Entrance 2) Metered Taxi Rank

Description:

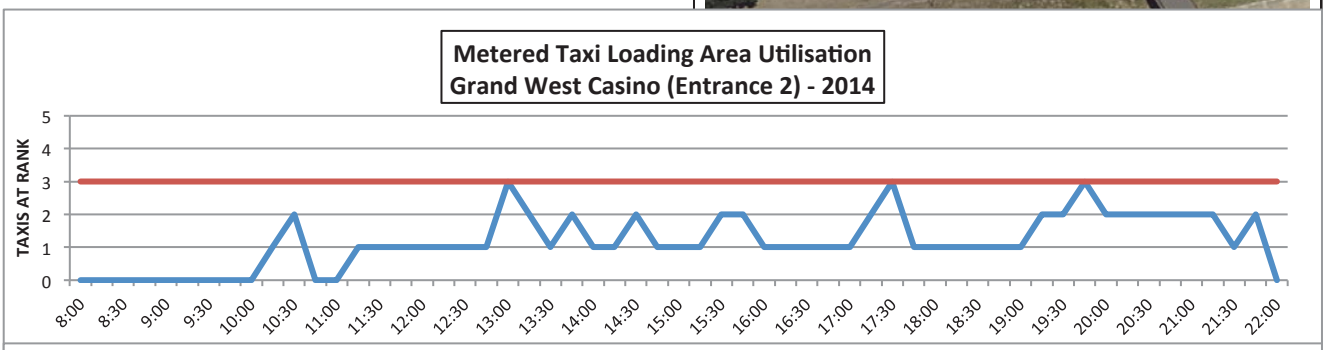
Street Address: Grand West Casino back entra
Off Grens Street

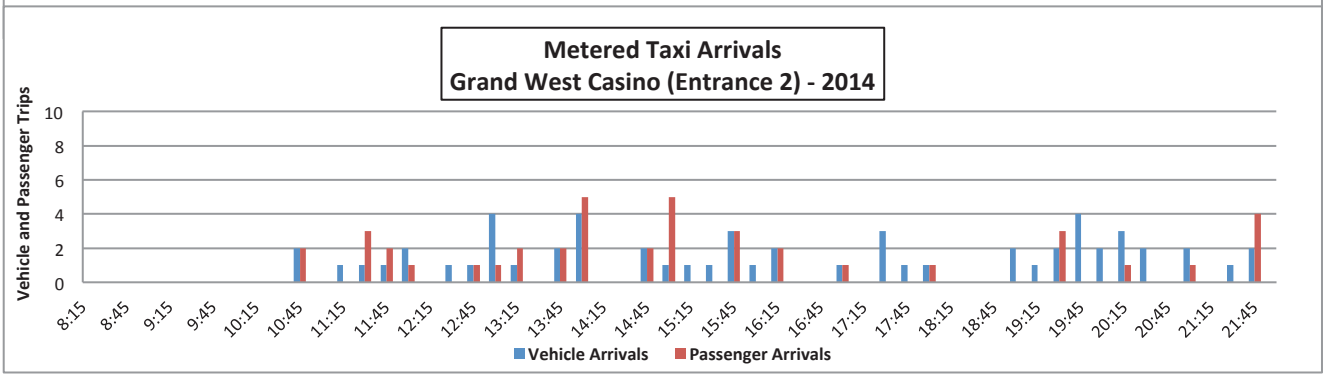
Type: Municipal Formal

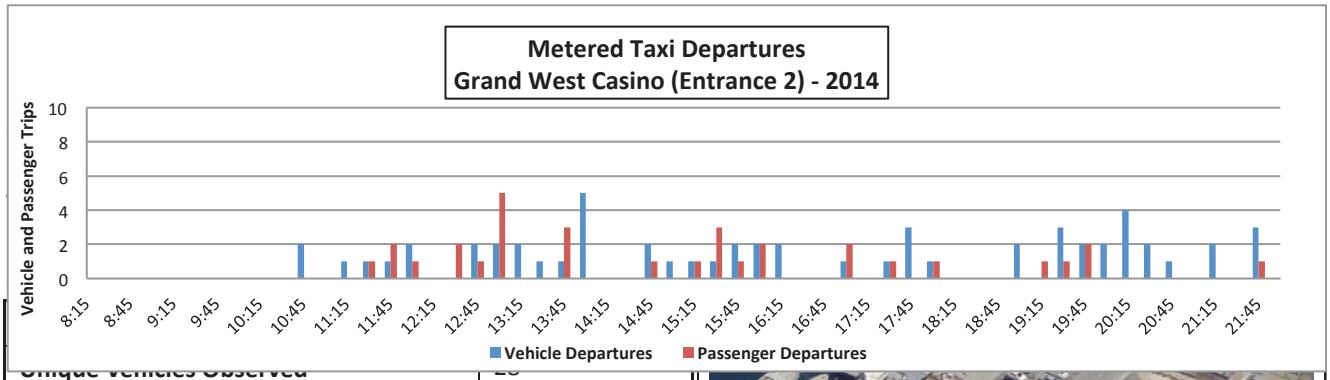
Capacity: 3 bays

Summary Table

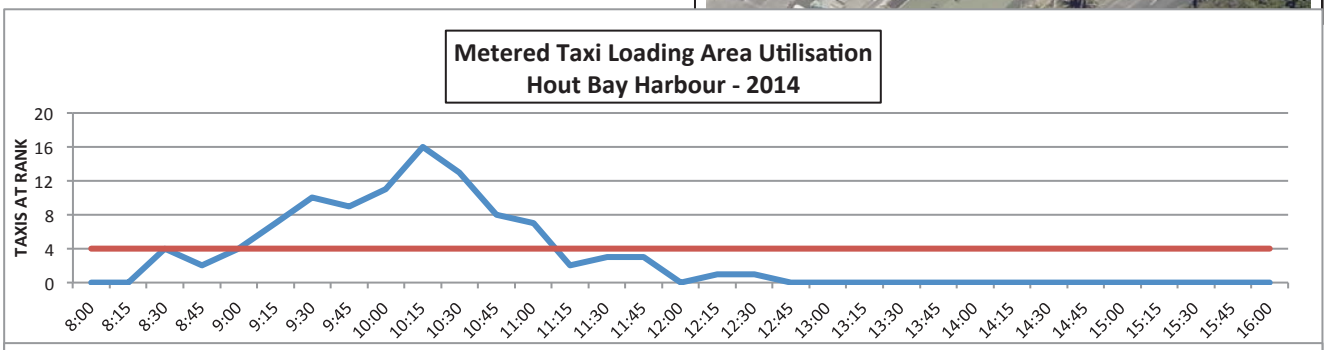
Date	30/04/2014
Unique Vehicles Observed	26
Vehicle Trips	58
Passengers Arriving to Rank	42
Passengers Departing from Rank	32
Maximum Vehicles at Rank	3
Time of maximum Utilisation	13:00/17:30/19:45
Maximum Vehicles in Holding Area	0

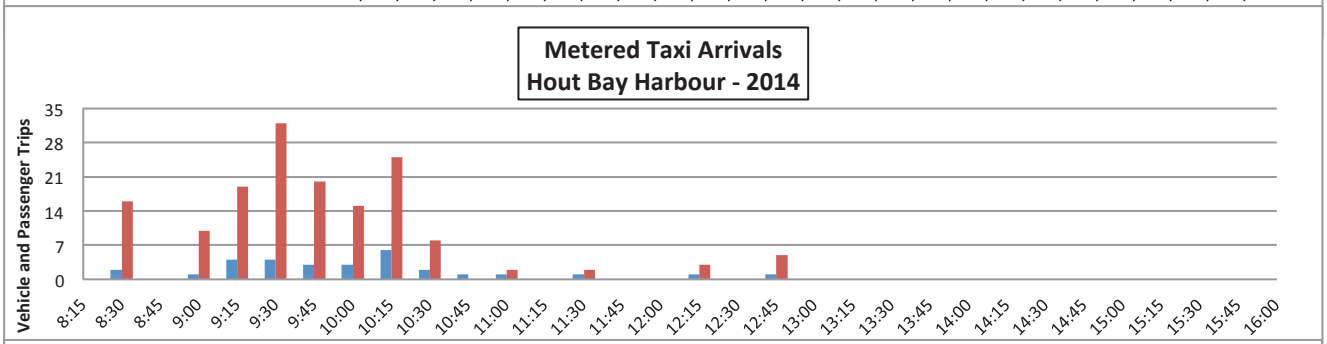


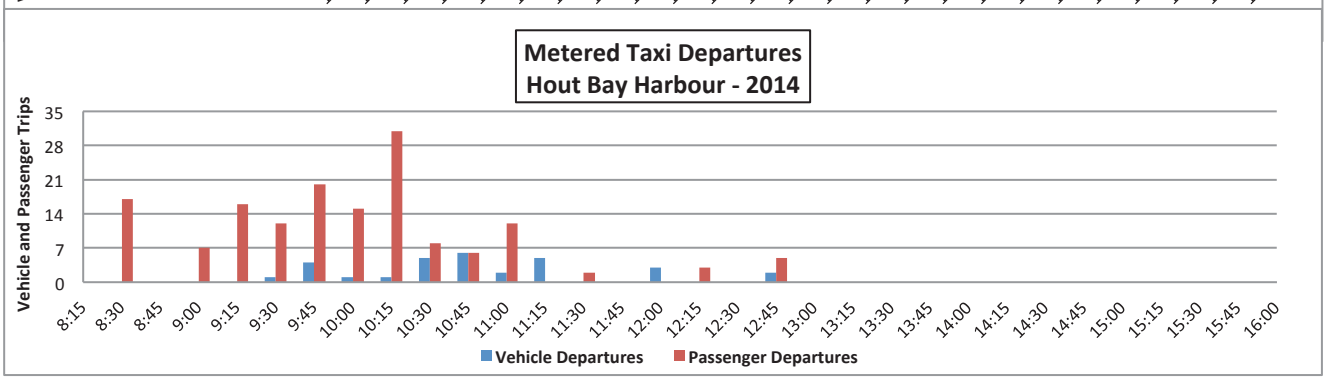




Vehicle Trips	30
Passengers Arriving to Rank	157
Passengers Departing from Rank	154
Maximum Vehicles at Rank	16
Time of maximum Utilisation	10:15
Maximum Vehicles in Holding Area	0







Kalk Bay (Main Road) Metered Taxi Rank

Description:

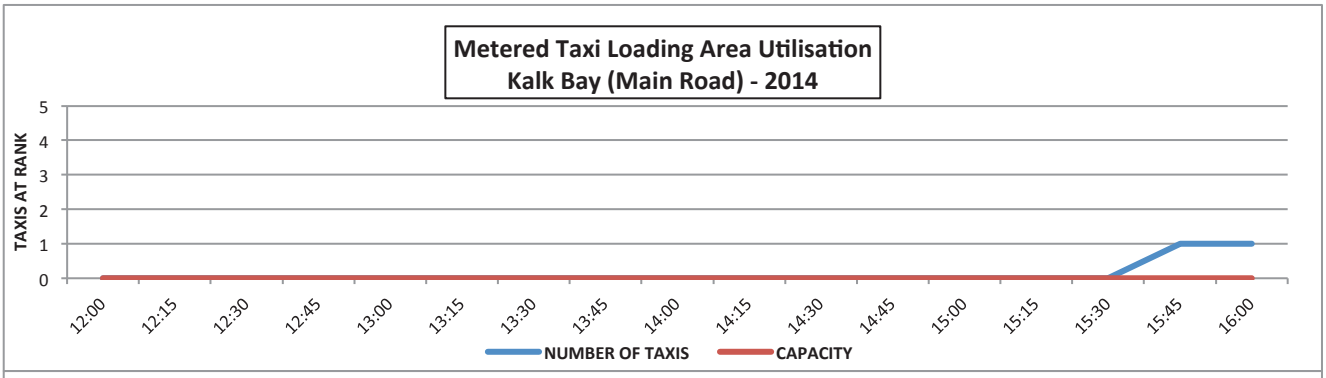
Street Address: Kalk Bay Main Road
Between Windsor & Clairvaux Road

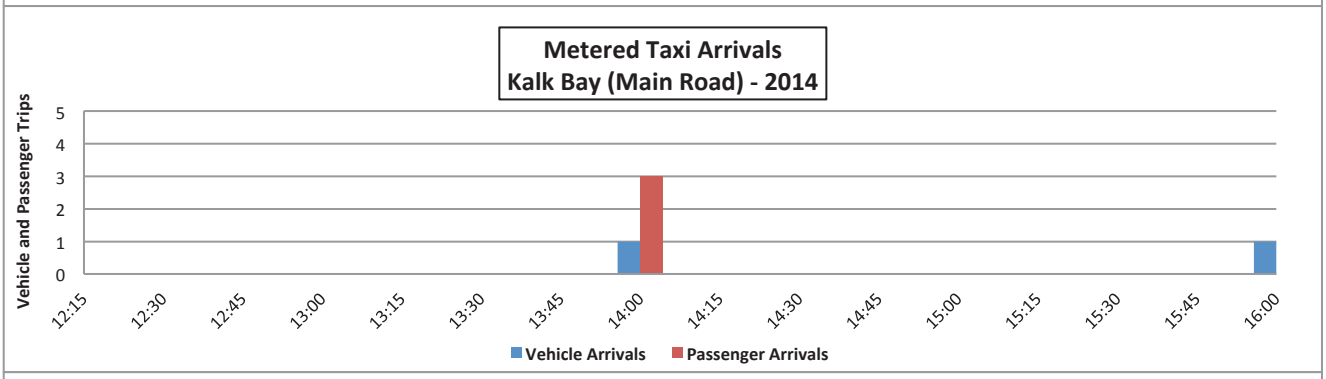
Type: Municipal Informal

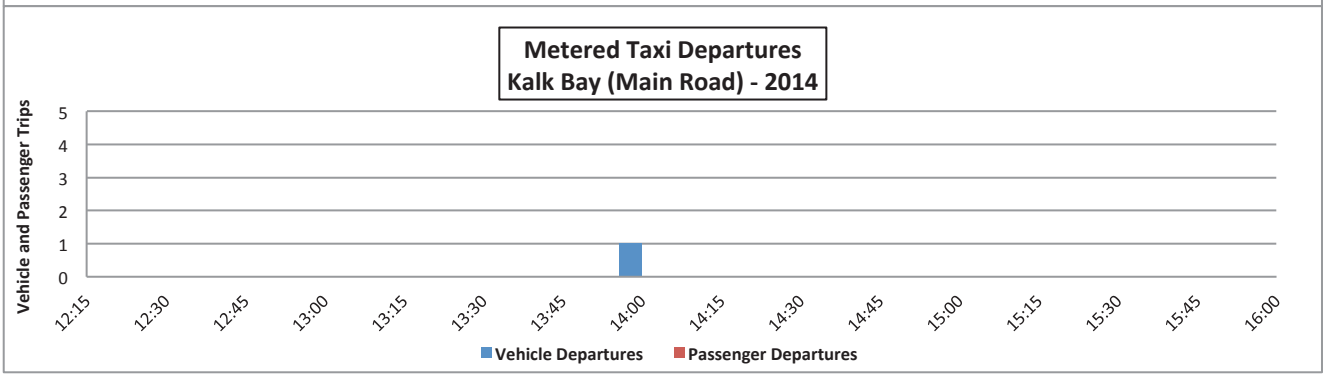
Capacity: 0 bays

Summary Table

Date	14/03/2014
Unique Vehicles Observed	2
Vehicle Trips	2
Passengers Arriving to Rank	3
Passengers Departing from Rank	0
Maximum Vehicles at Rank	1
Time of maximum Utilisation	15:45/16:00
Maximum Vehicles in Holding Area	0







Kirstenbosch Botanical Gardens Metered Taxi Rank

Description:

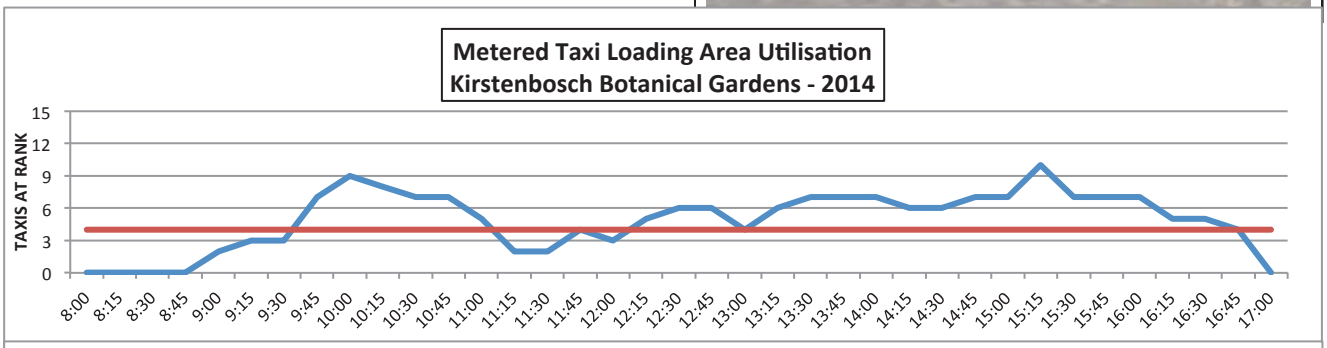
Street Address: Kirstenbosch Botanical Gardens
Off Rhodes Drive

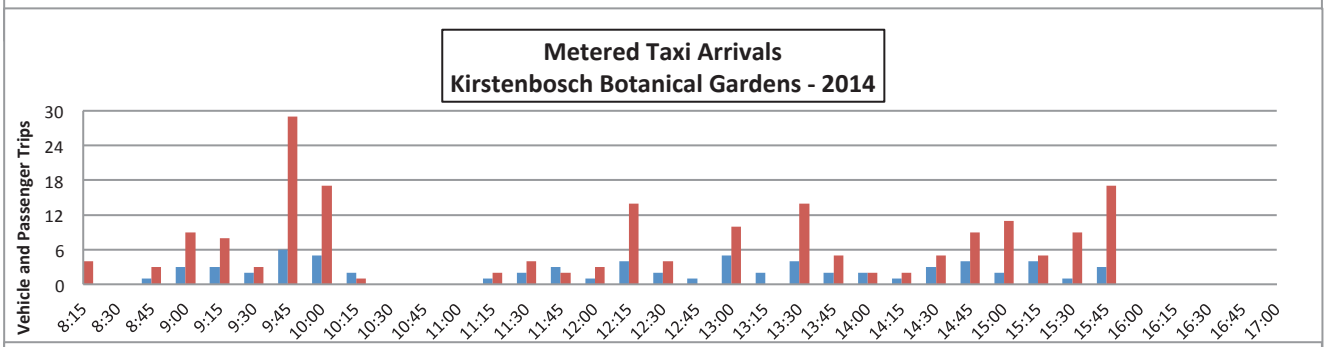
Type: Private Informal

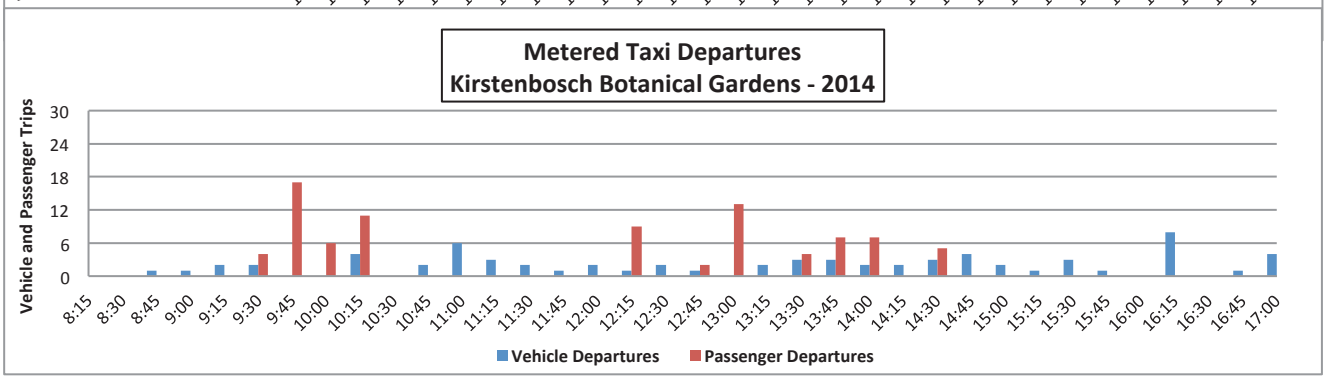
Capacity: 4 bays

Summary Table

Date	29/03/2014
Unique Vehicles Observed	58
Vehicle Trips	70
Passengers Arriving to Rank	192
Passengers Departing from Rank	85
Maximum Vehicles at Rank	10
Time of maximum Utilisation	15:15
Maximum Vehicles in Holding Area	0







Mowbray (Main Road) Metered Taxi Rank

Description:

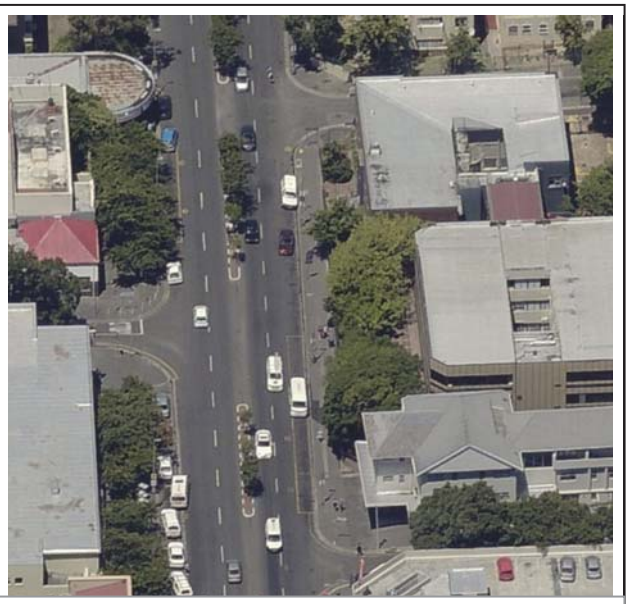
Street Address: Mowbray Main Road, Between John Street & Upper Liesbeek Road

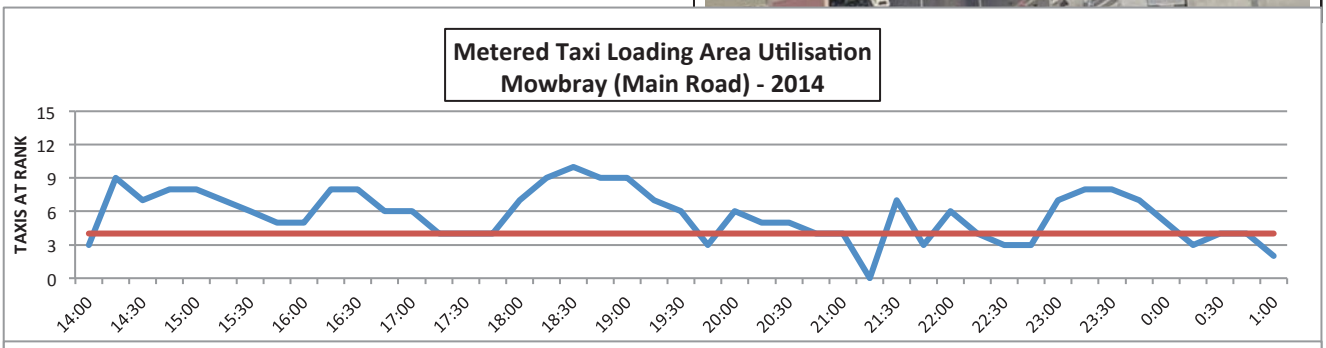
Type: Municipal Informal

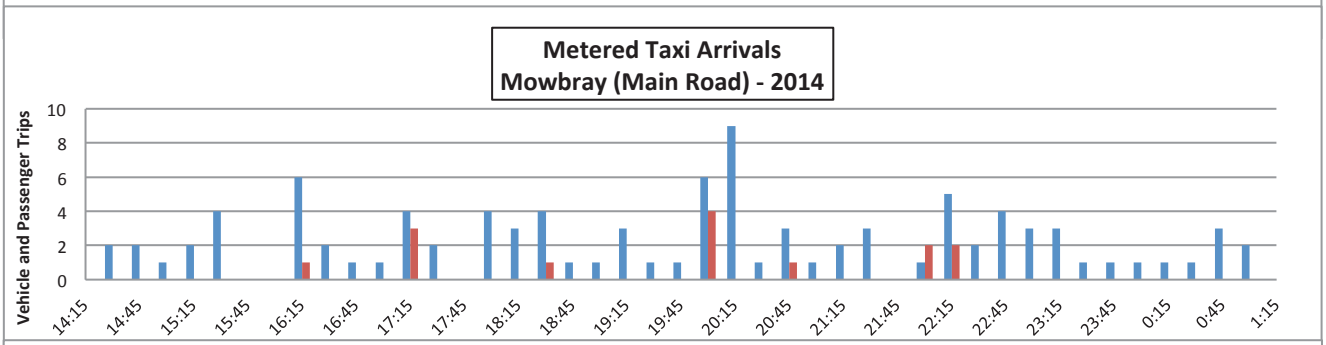
Capacity: 4 bays

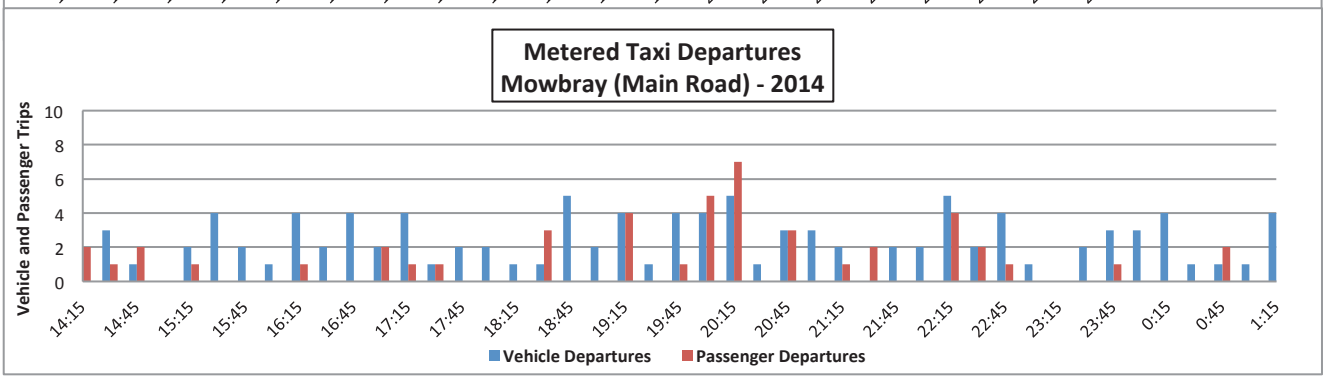
Summary Table

Date	19 / 03 / 2014
Unique Vehicles Observed	58
Vehicle Trips	105
Passengers Arriving to Rank	14
Passengers Departing from Rank	47
Maximum Vehicles at Rank	10
Time of maximum Utilisation	18:30
Maximum Vehicles in Holding Area	0







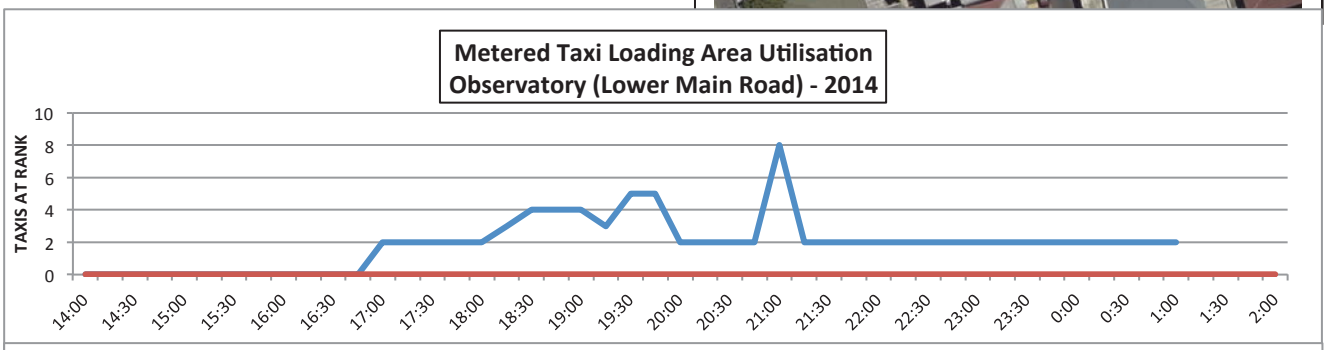


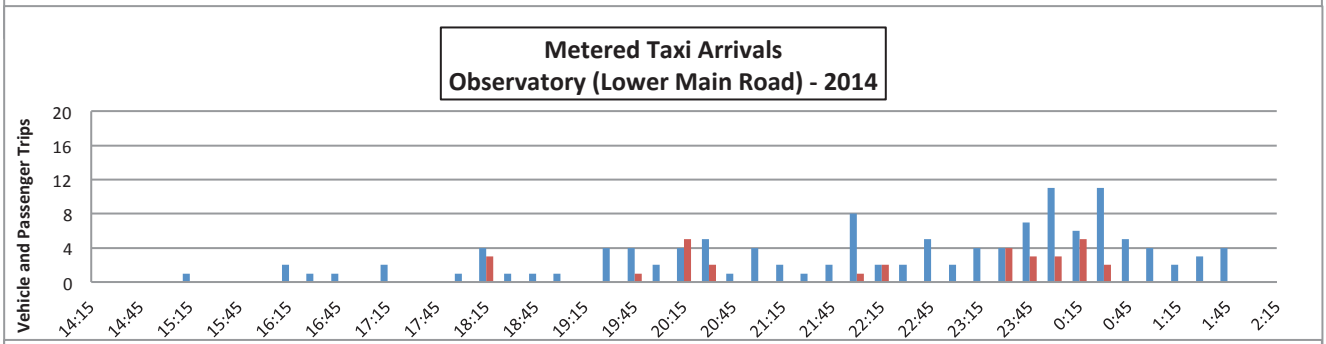
Observatory (Lower Main Road) Metered Taxi Rank

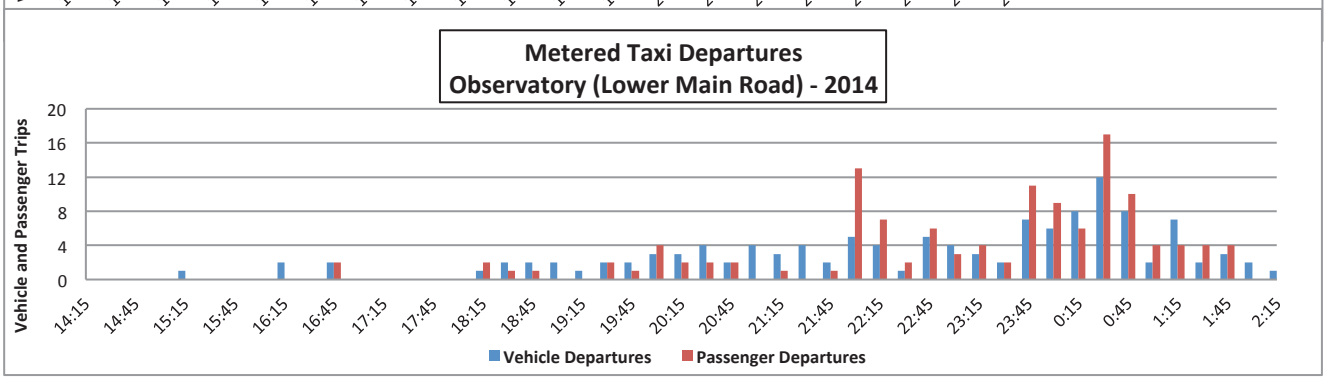
Description:
Street Address: Corner of Lower Main & Station Road

Type: Municipal Informal
Capacity: 0 bays
Summary Table

Date	19 / 03 / 2014
Unique Vehicles Observed	67
Vehicle Trips	124
Passengers Arriving to Rank	31
Passengers Departing from Rank	127
Maximum Vehicles at Rank	8
Time of maximum Utilisation	21:00
Maximum Vehicles in Holding Area	0







Rondebosch (Main Road) Metered Taxi Rank

Description:

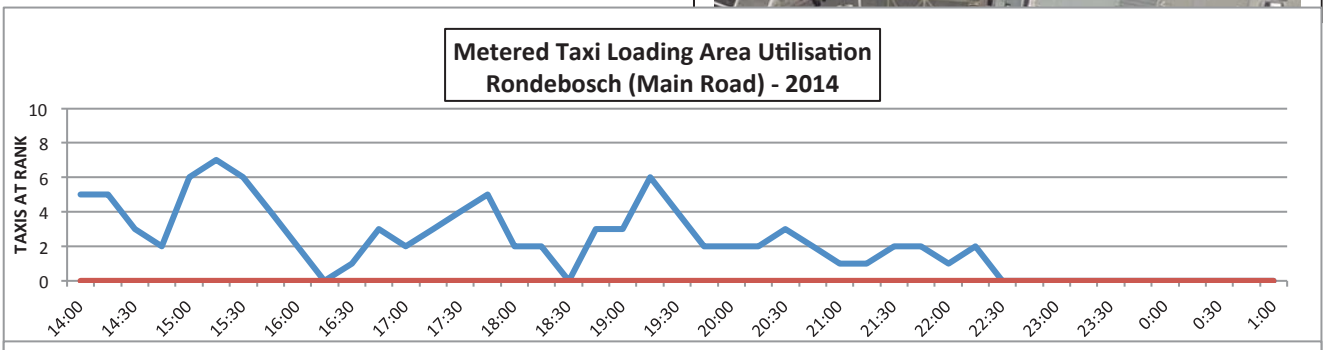
Street Address: Rondebosch Main Road, Betwe
Devonshire Hill & Grotto Road

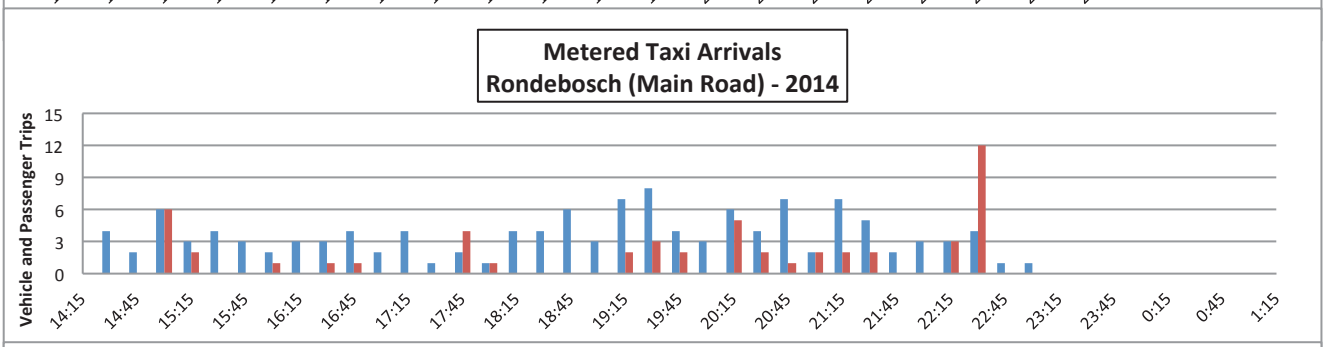
Type: Municipal Informal

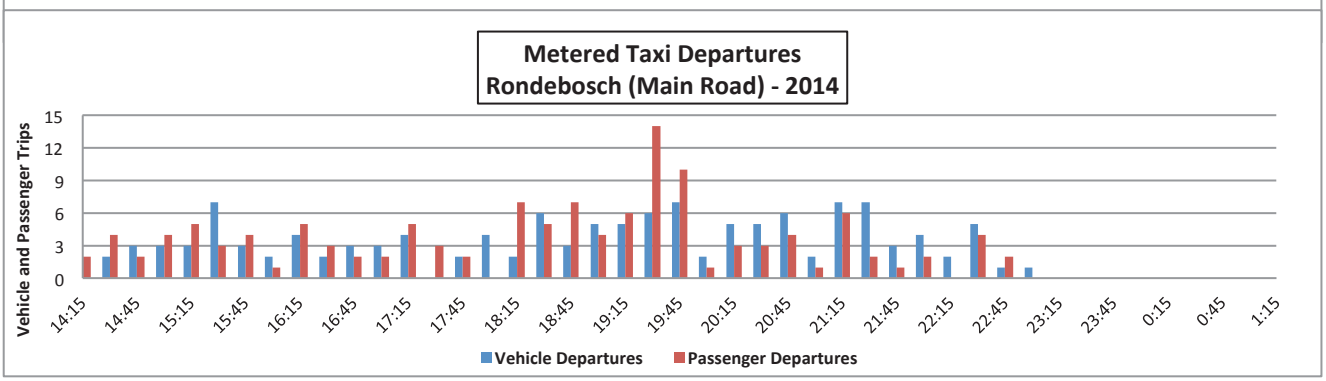
Capacity: 0 bays

Summary Table

Date	14/03/2014
Unique Vehicles Observed	62
Vehicle Trips	129
Passengers Arriving to Rank	52
Passengers Departing from Rank	129
Maximum Vehicles at Rank	7
Time of maximum Utilisation	15:15
Maximum Vehicles in Holding Area	0







Sea Point (Main Road) Metered Taxi Rank

Description:

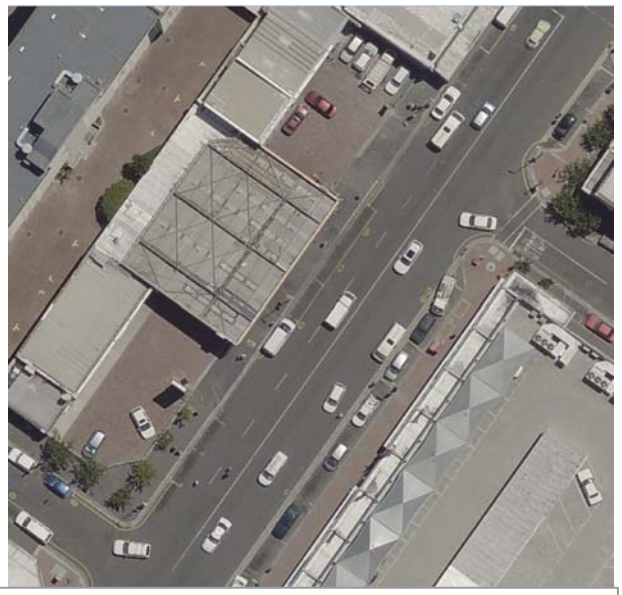
Street Address: Sea Point Main Road, between Milton & Worcester Road

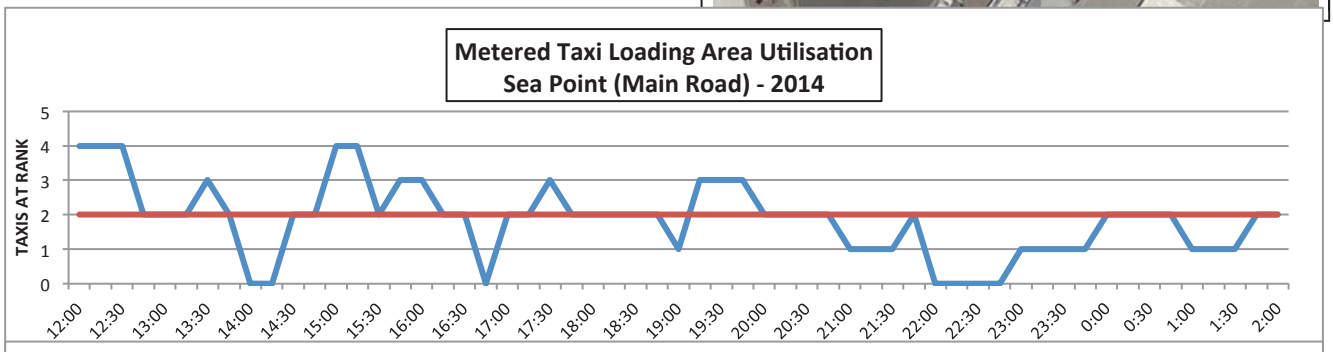
Type: Municipal Informal

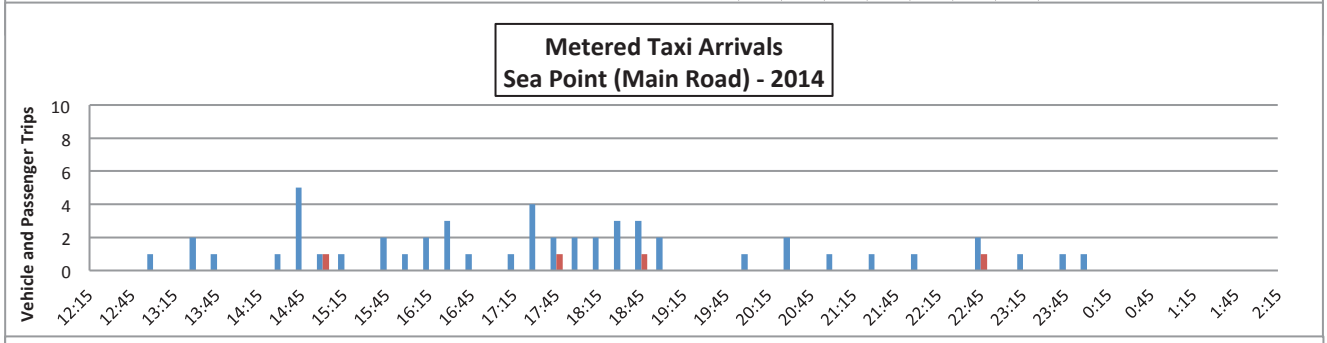
Capacity: 2 bays

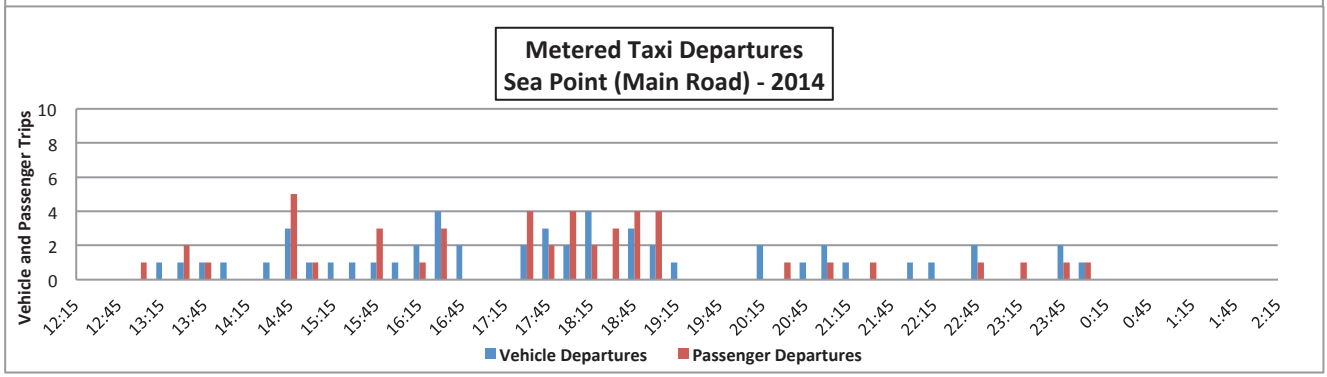
Summary Table

Date	20/03/2014
Unique Vehicles Observed	40
Vehicle Trips	51
Passengers Arriving to Rank	4
Passengers Departing from Rank	47
Maximum Vehicles at Rank	4
Time of maximum Utilisation	12:00/12:15/ 12:30/15:00/15:15
Maximum Vehicles in Holding Area	0









Sea Point (Protea Hotel) Metered Taxi Rank

Description:

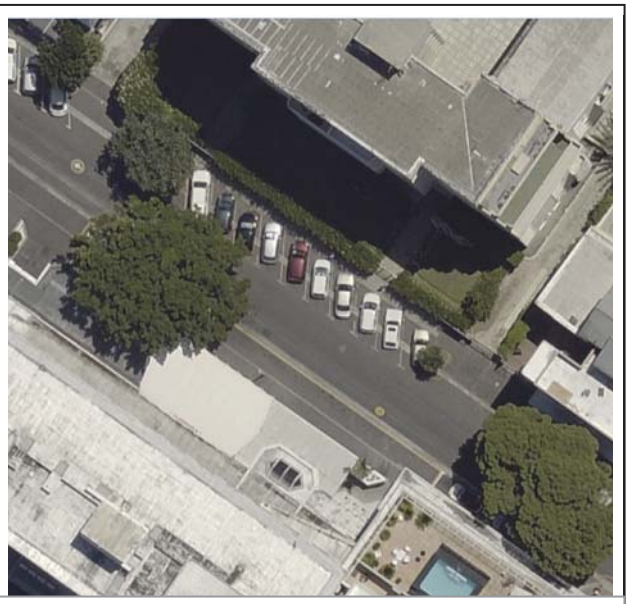
Street Address: Arthur's Road
BetweenMain & Graham Road

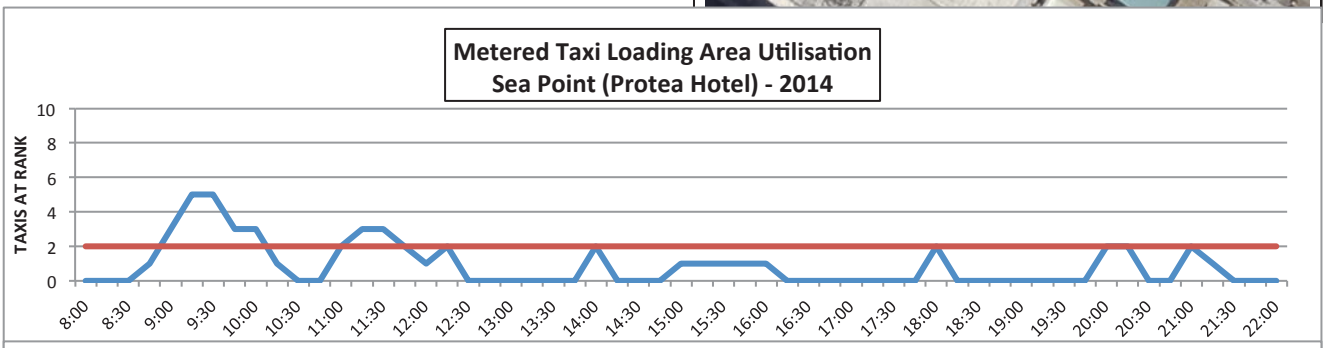
Type: Municipal Formal

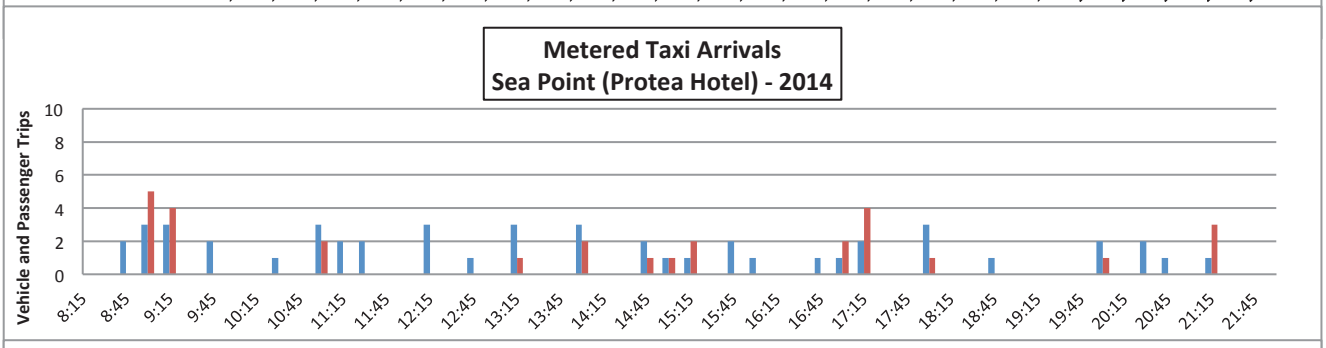
Capacity: 2 bays

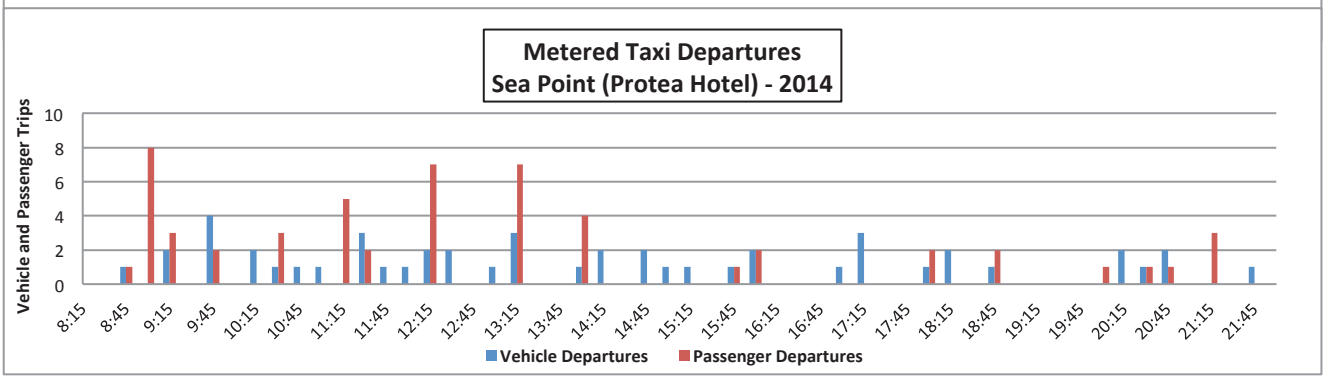
Summary Table

Date	20/03/2014
Unique Vehicles Observed	29
Vehicle Trips	49
Passengers Arriving to Rank	29
Passengers Departing from Rank	55
Maximum Vehicles at Rank	5
Time of maximum Utilisation	09:15/09:30
Maximum Vehicles in Holding Area	0









Sea Point (Regent Road) Metered Taxi Rank

Description:

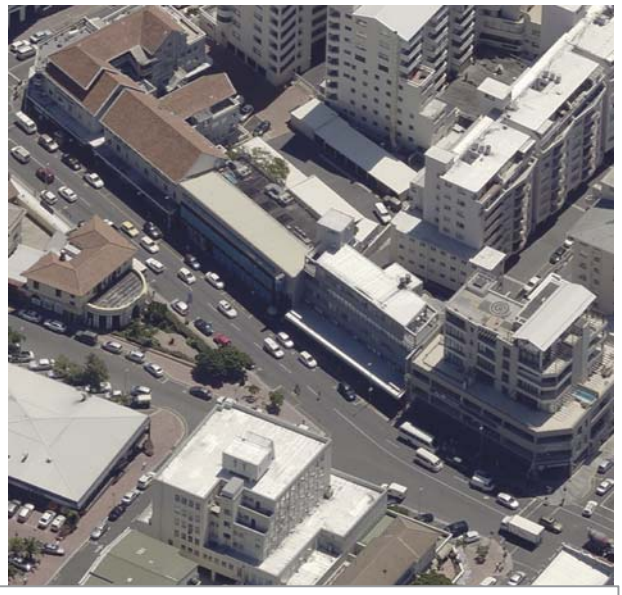
Street Address: Regent Road, between Solomans & Cassell Road

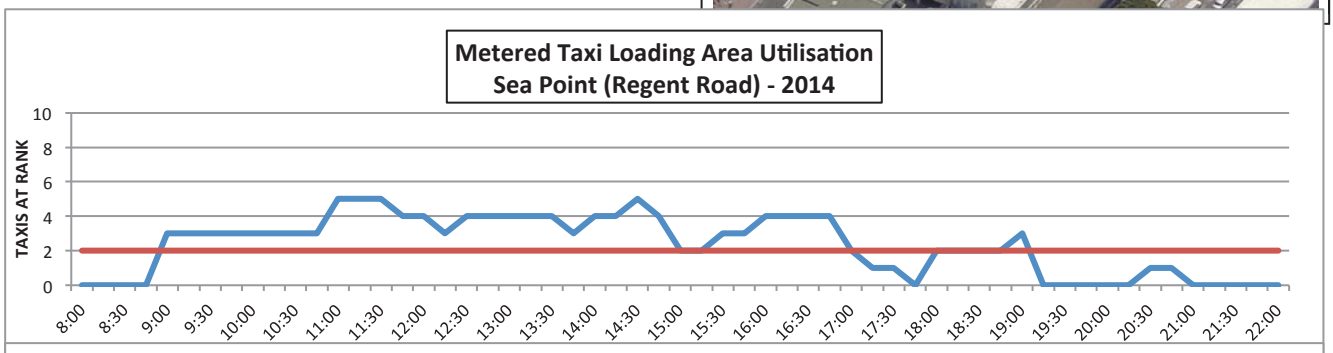
Type: Municipal Formal

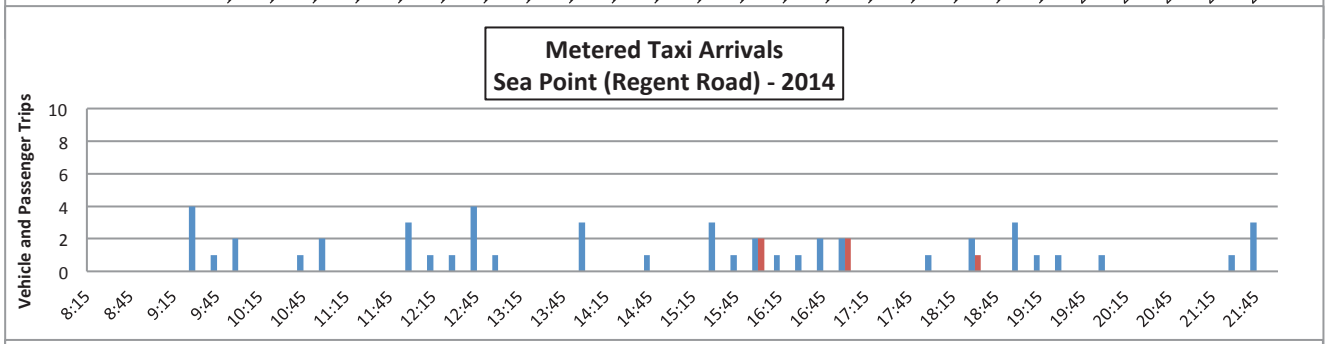
Capacity: 2 bays

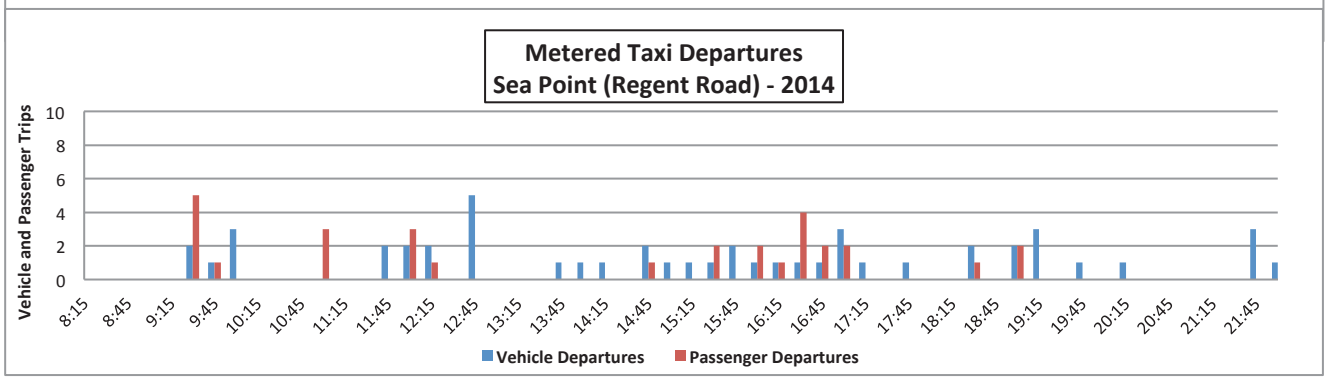
Summary Table

Date	20/03/2014
Unique Vehicles Observed	31
Vehicle Trips	49
Passengers Arriving to Rank	5
Passengers Departing from Rank	30
Maximum Vehicles at Rank	5
Time of maximum Utilisation	11:00/11:15/11:30/14:30
Maximum Vehicles in Holding Area	0









Sea Point (Ritz Hotel) Metered Taxi Rank

Description:

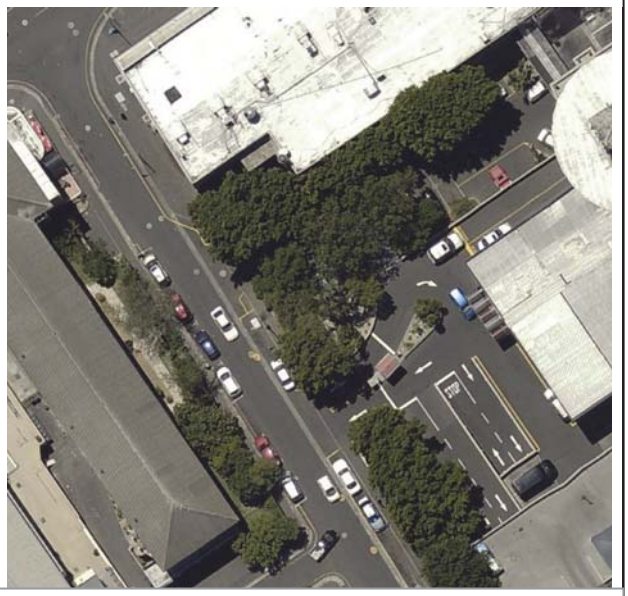
Street Address: Camberwell Road, between Main & Grimsby Road

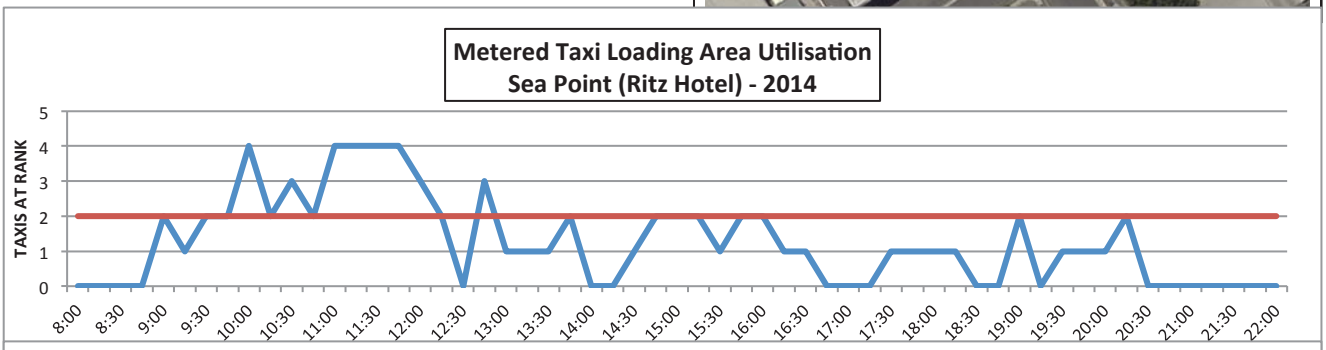
Type: Municipal Formal

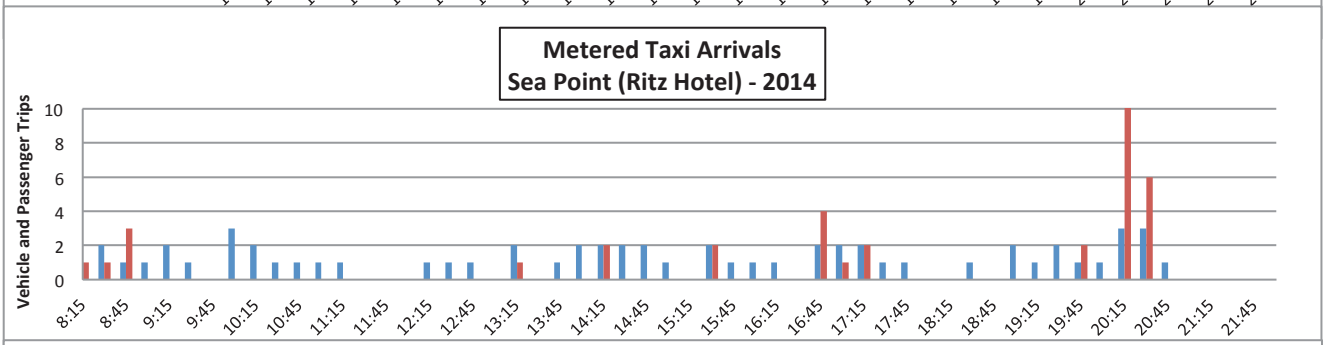
Capacity: 2 bays

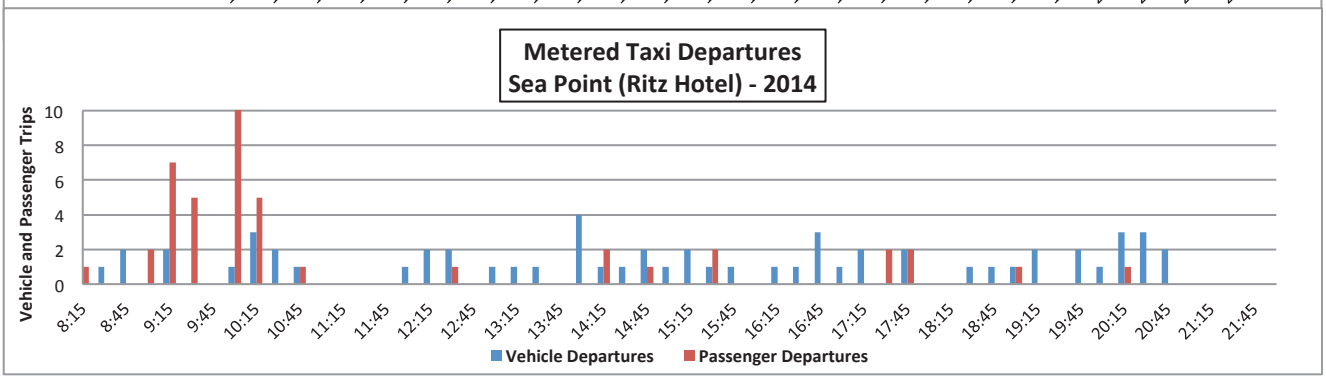
Summary Table

Date	20/03/2014
Unique Vehicles Observed	40
Vehicle Trips	60
Passengers Arriving to Rank	37
Passengers Departing from Rank	47
Maximum Vehicles at Rank	4
Time of maximum Utilisation	10:00/11:00/11:15/11:30/1
Maximum Vehicles in Holding Area	0









Simon's Town (Jubilee Square) Metered Taxi Rank

Description:

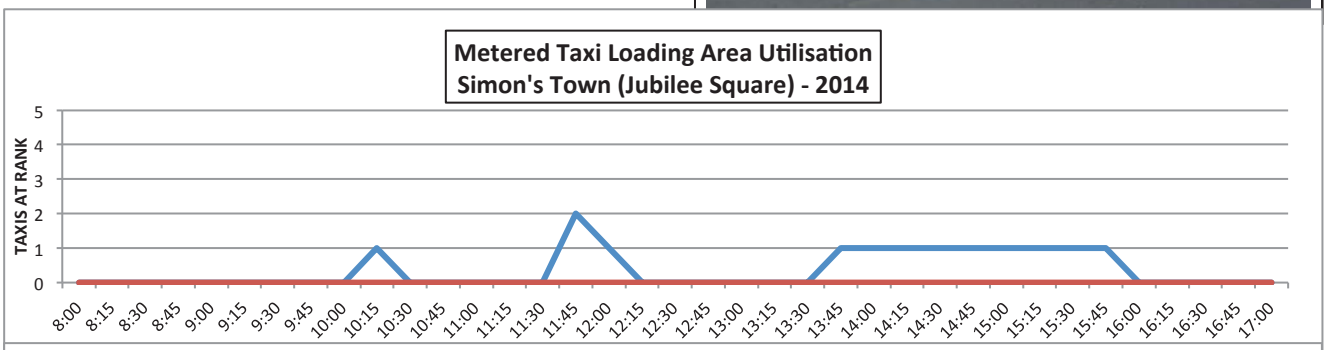
Street Address: Jubilee Square
Off St Georges Street

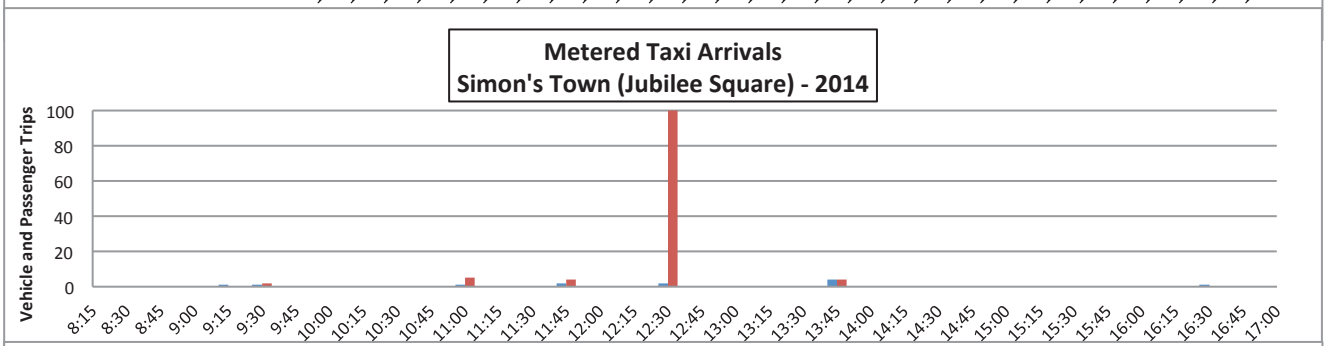
Type: Municipal Informal

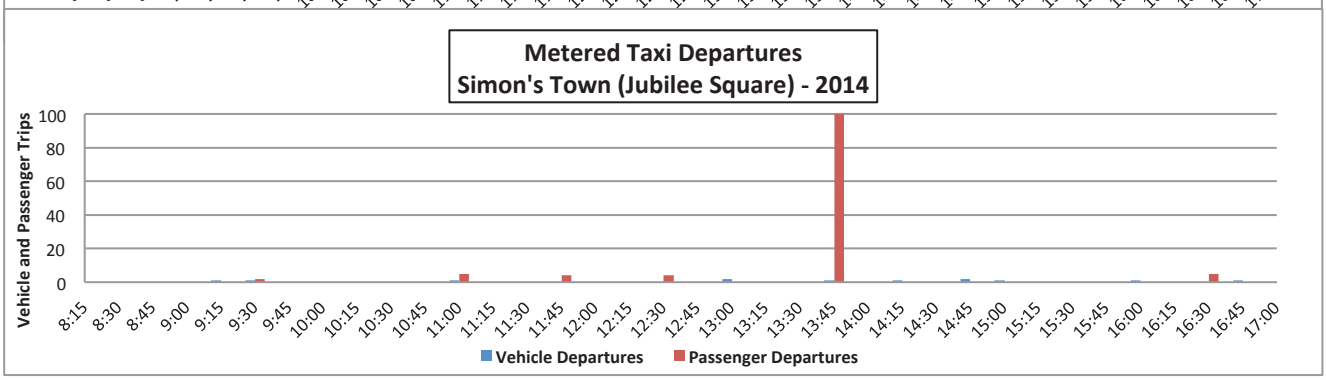
Capacity: 0 bays

Summary Table

Date	28/03/2014
Unique Vehicles Observed	12
Vehicle Trips	12
Passengers Arriving to Rank	115
Passengers Departing from Rank	120
Maximum Vehicles at Rank	2
Time of maximum Utilisation	11:45
Maximum Vehicles in Holding Area	0







V&A Waterfront (Clock Tower) Metered Taxi Rank

Description:

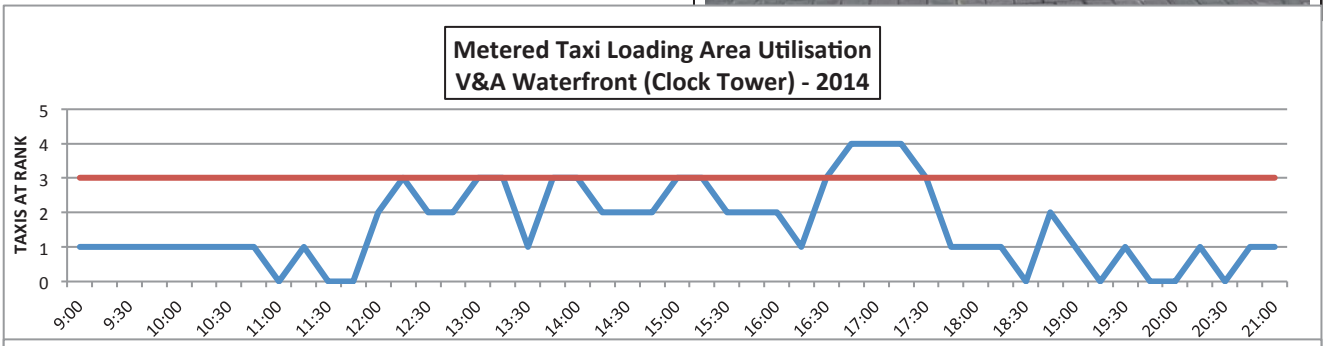
Street Address: Clock Tower
Off South Arm Road

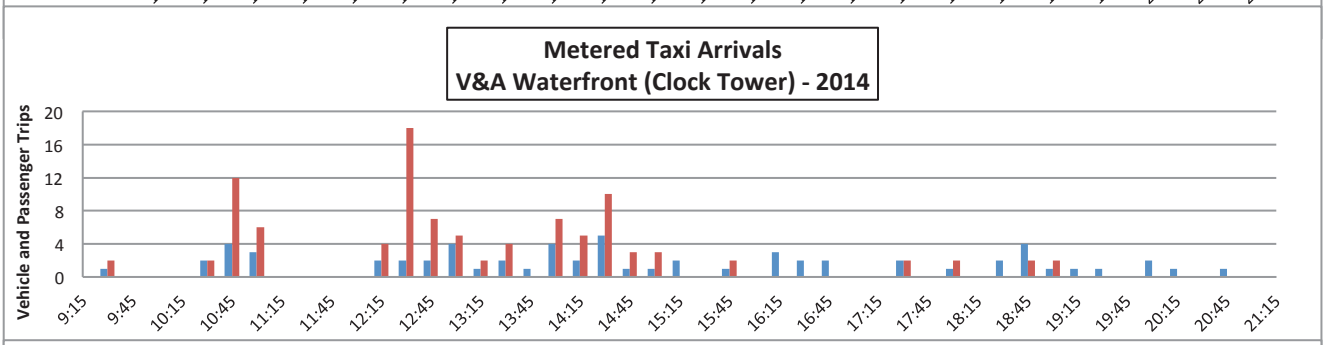
Type: Private Formal

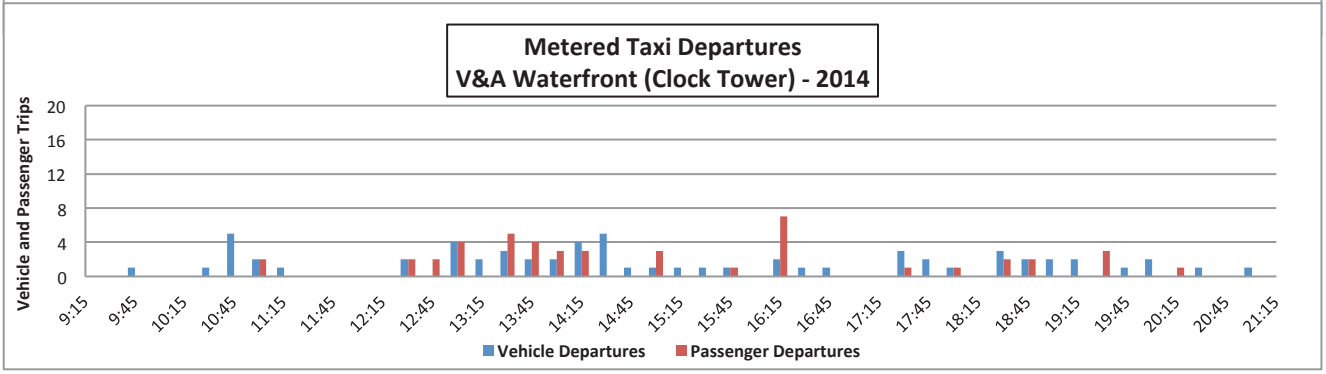
Capacity: 3 bays

Summary Table

Date	31/03/2014
Unique Vehicles Observed	48
Vehicle Trips	63
Passengers Arriving to Rank	100
Passengers Departing from Rank	46
Maximum Vehicles at Rank	4
Time of maximum Utilisation	16:45/17:00/17:15
Maximum Vehicles in Holding Area	0







V&A Waterfront (One & Only Hotel) Metered Taxi Rank

Description:

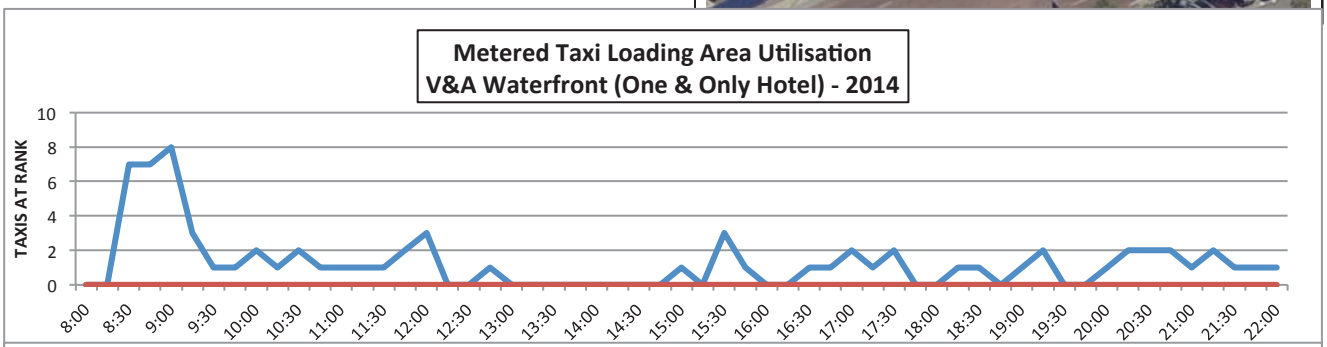
Street Address: One & Only Hotel
Off Dock Road

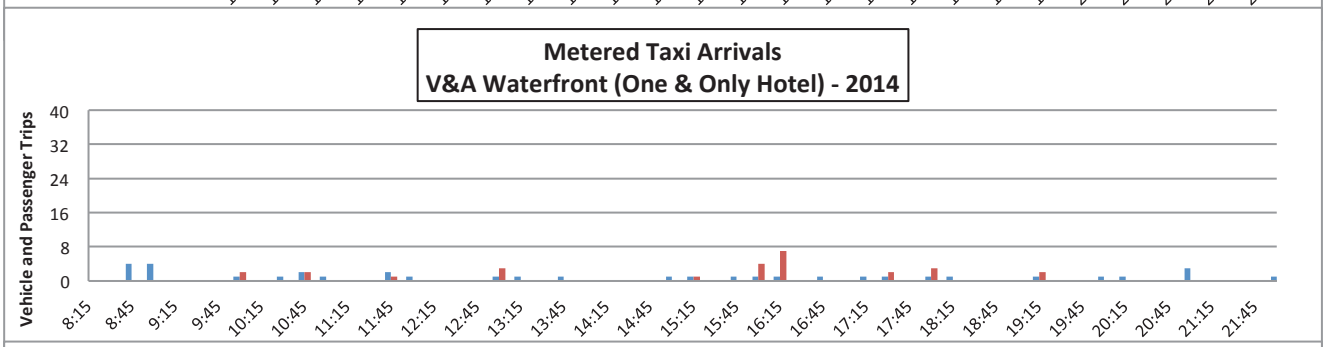
Type: Private Informal

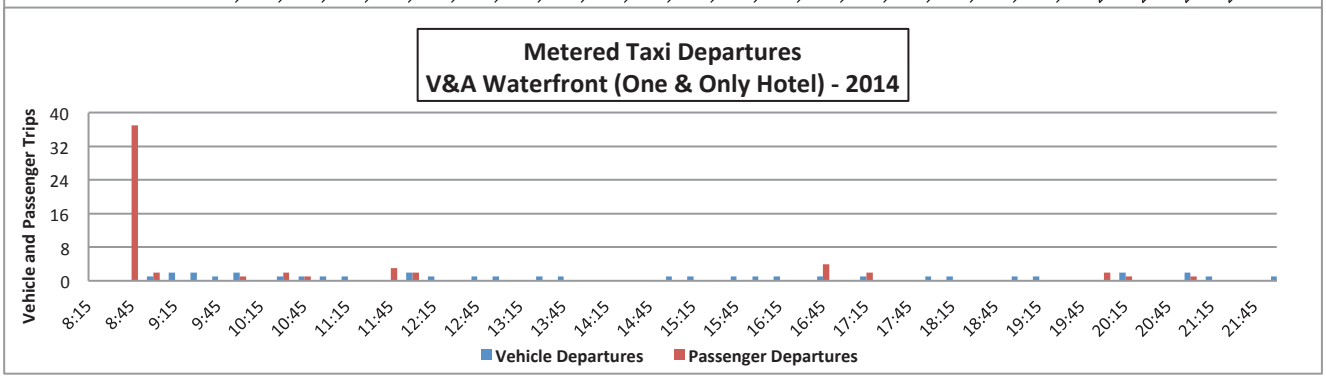
Capacity: 0 bays

Summary Table

Date	27/03/2014
Unique Vehicles Observed	29
Vehicle Trips	36
Passengers Arriving to Rank	27
Passengers Departing from Rank	58
Maximum Vehicles at Rank	8
Time of maximum Utilisation	09:00
Maximum Vehicles in Holding Area	0







V&A Waterfront (Portswood Hotel) Metered Taxi Rank

Description:

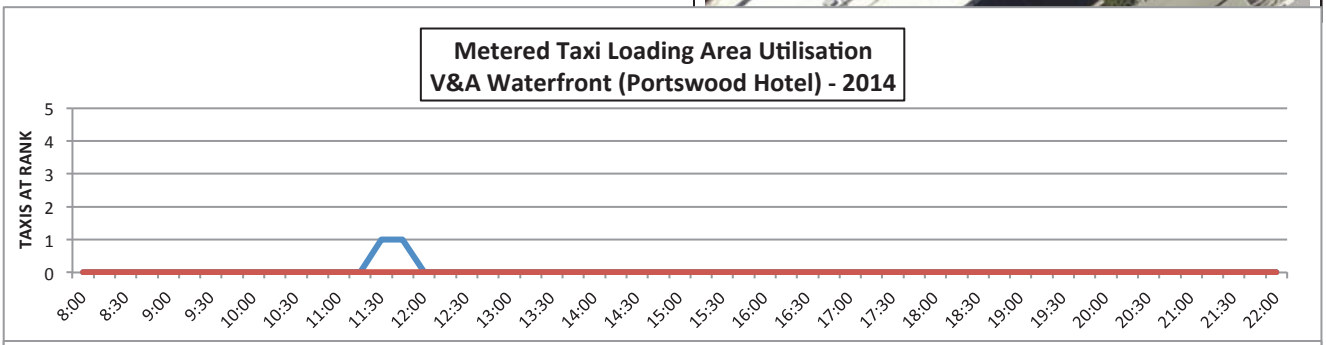
Street Address: Portswood Hotel
Off Portswood Road

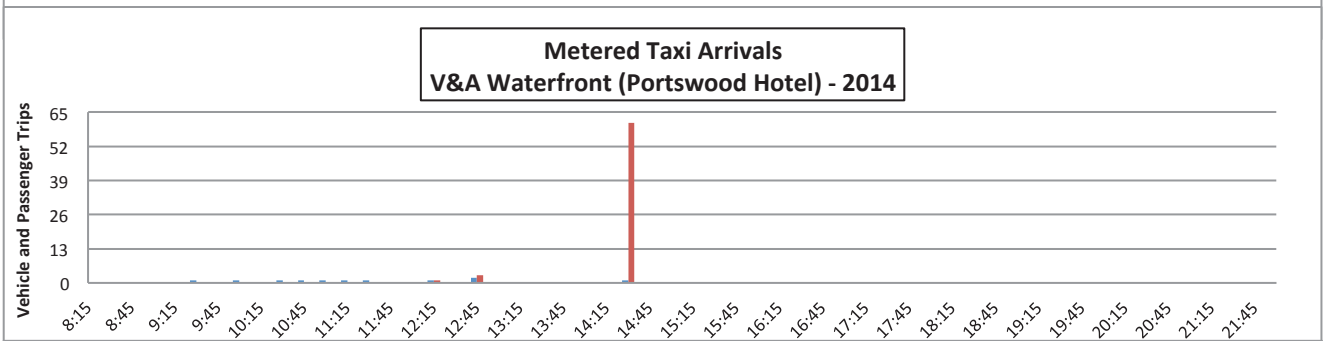
Type: Private Informal

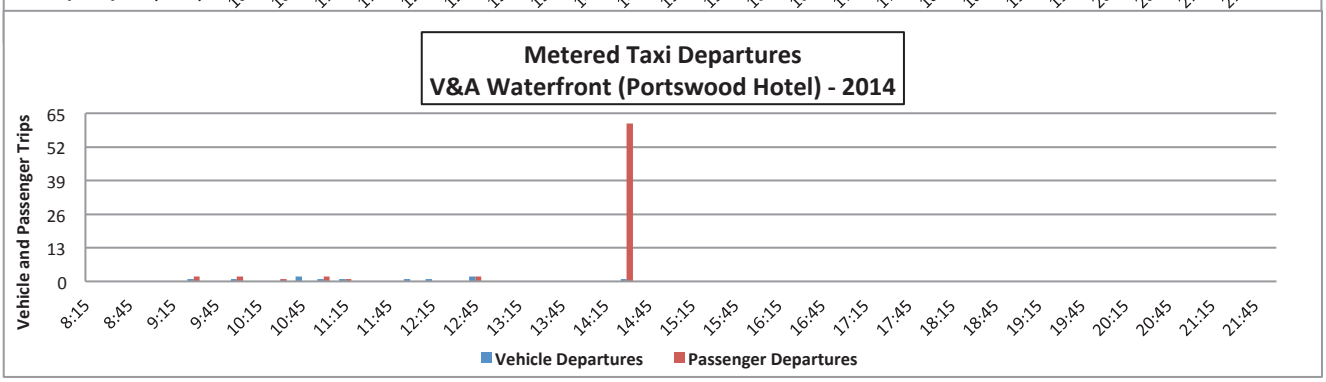
Capacity: 0 bays

Summary Table

Date	31/03/2014
Unique Vehicles Observed	11
Vehicle Trips	11
Passengers Arriving to Rank	65
Passengers Departing from Rank	71
Maximum Vehicles at Rank	1
Time of maximum Utilisation	11:30/11:45
Maximum Vehicles in Holding Area	0







V&A Waterfront (Table Bay Hotel) Metered Taxi Rank

Description:

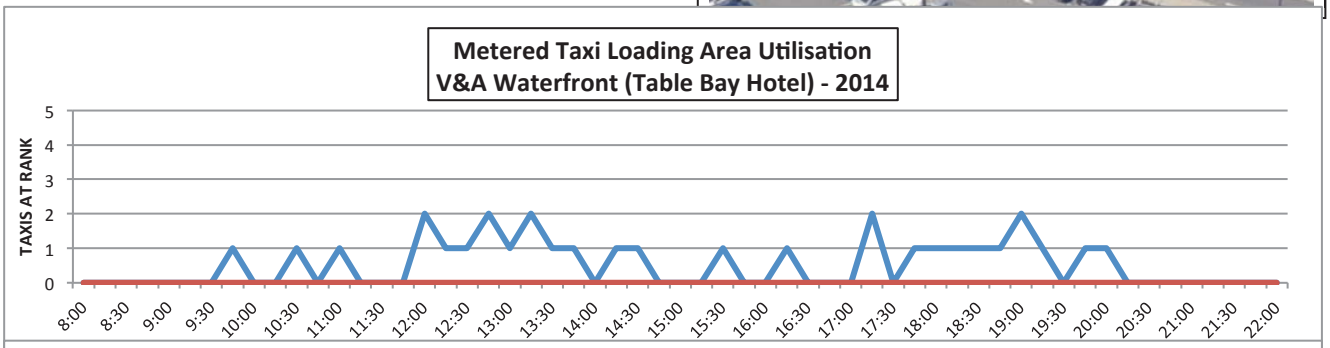
Street Address: Table Bay Hotel
Off Breakwater Boulevard

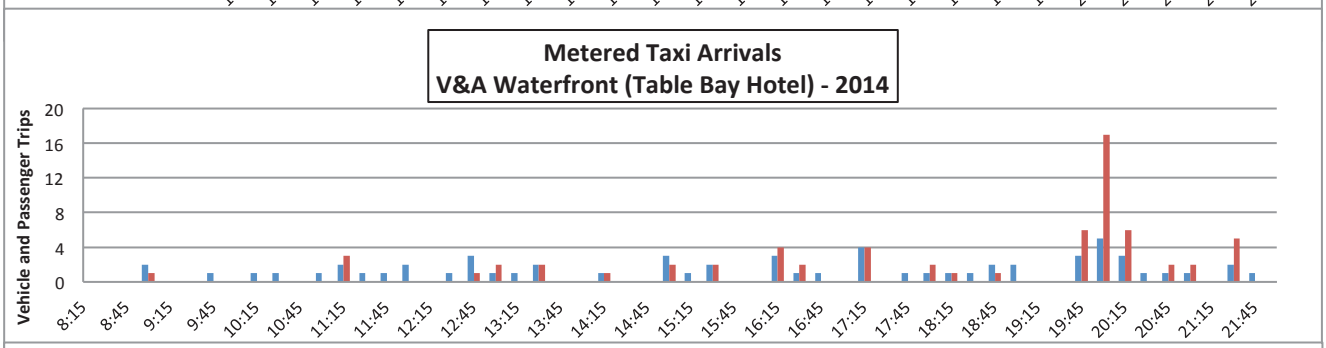
Type: Private Formal

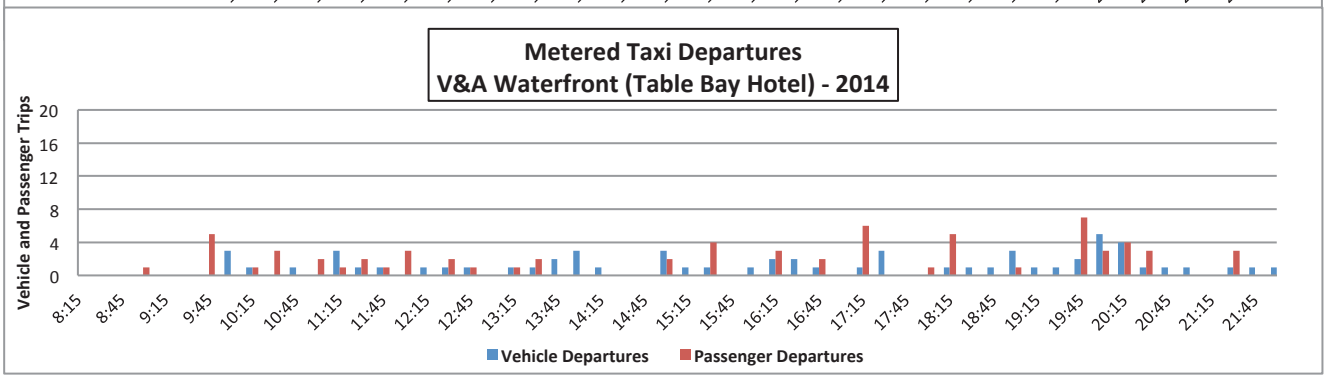
Capacity: 0 bays

Summary Table

Date	27/03/2014
Unique Vehicles Observed	40
Vehicle Trips	61
Passengers Arriving to Rank	66
Passengers Departing from Rank	69
Maximum Vehicles at Rank	2
Time of maximum Utilisation	12:00/12:45/ 13:15/17:15/19:00
Maximum Vehicles in Holding Area	0







V&A Waterfront (Two Oceans Aquarium) Metered Taxi Rank

Description:

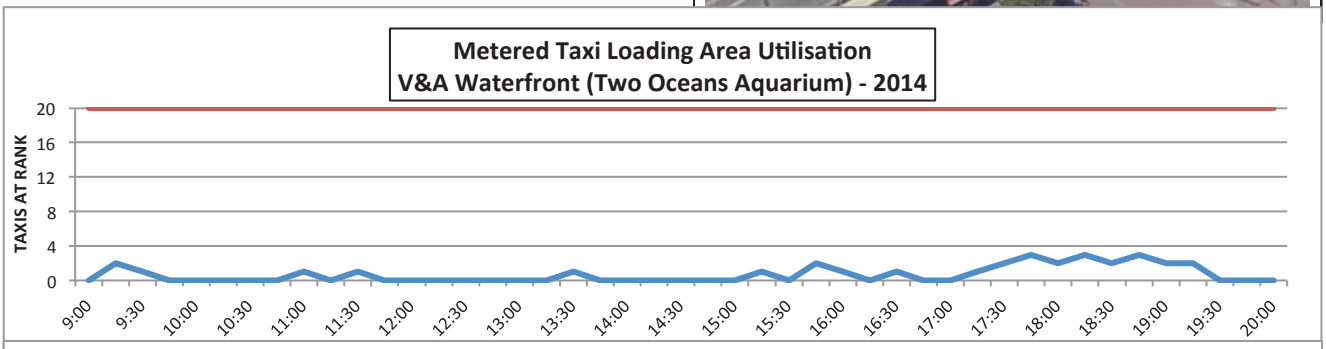
Street Address: Two Oceans Aquarium
Off Dock Road

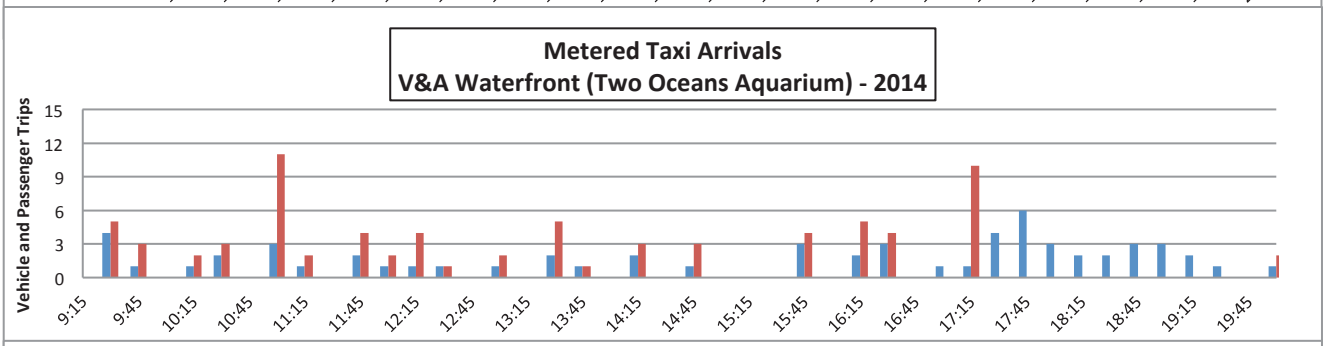
Type: Private Informal

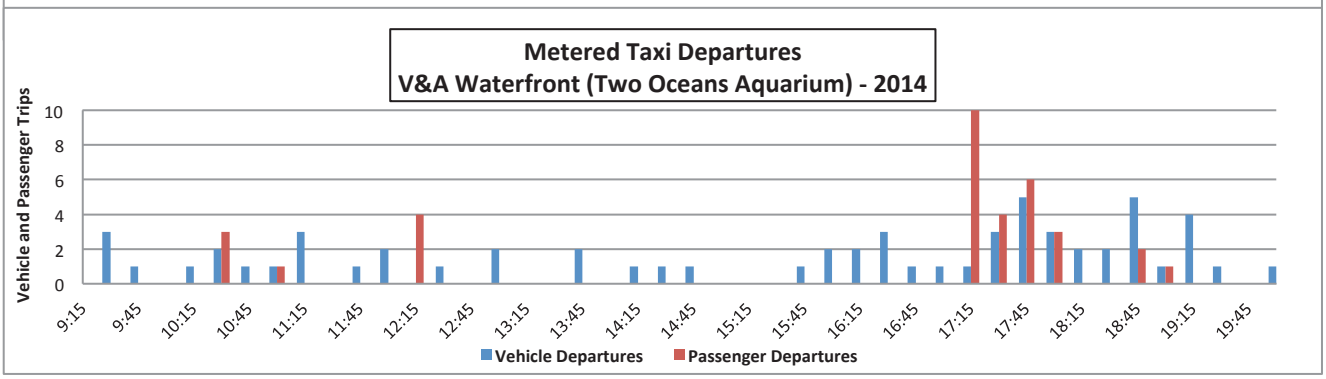
Capacity: 20 bays

Summary Table

Date	31/03/2014
Unique Vehicles Observed	54
Vehicle Trips	61
Passengers Arriving to Rank	76
Passengers Departing from Rank	34
Maximum Vehicles at Rank	3
Time of maximum Utilisation	17:45/18:15/18:45
Maximum Vehicles in Holding Area	0



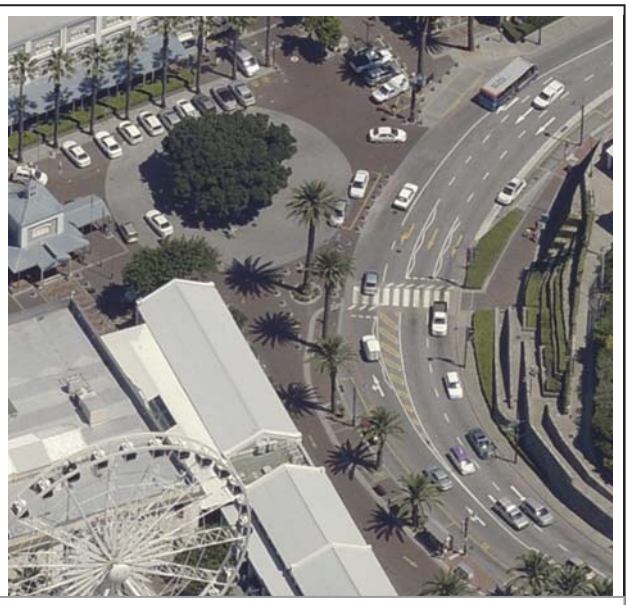


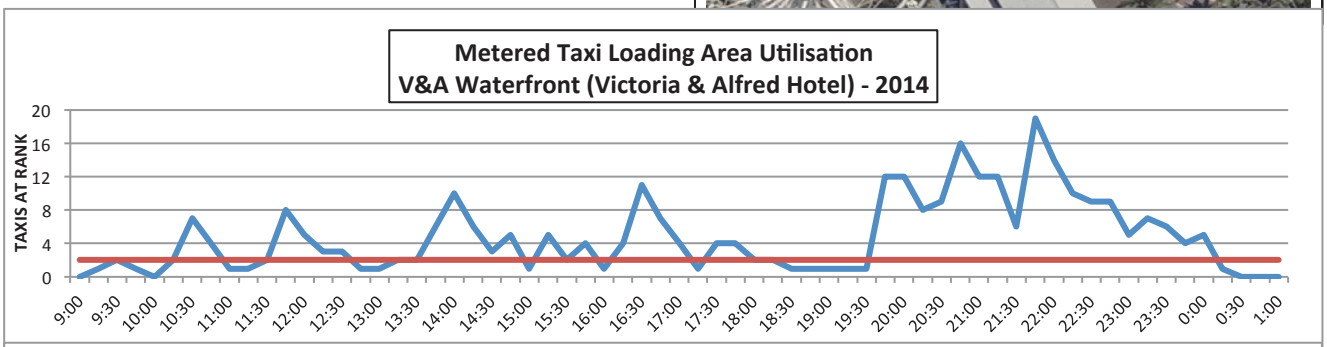


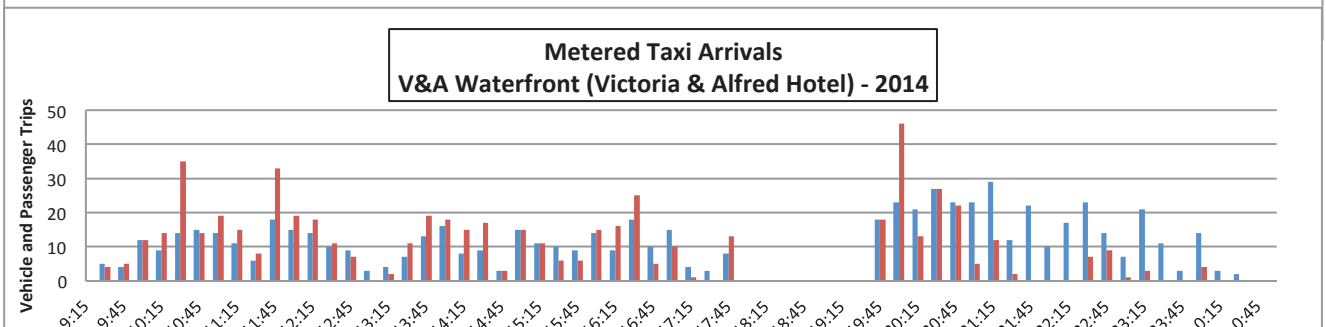
V&A Waterfront (Victoria & Alfred Hotel) Metered Taxi Rank

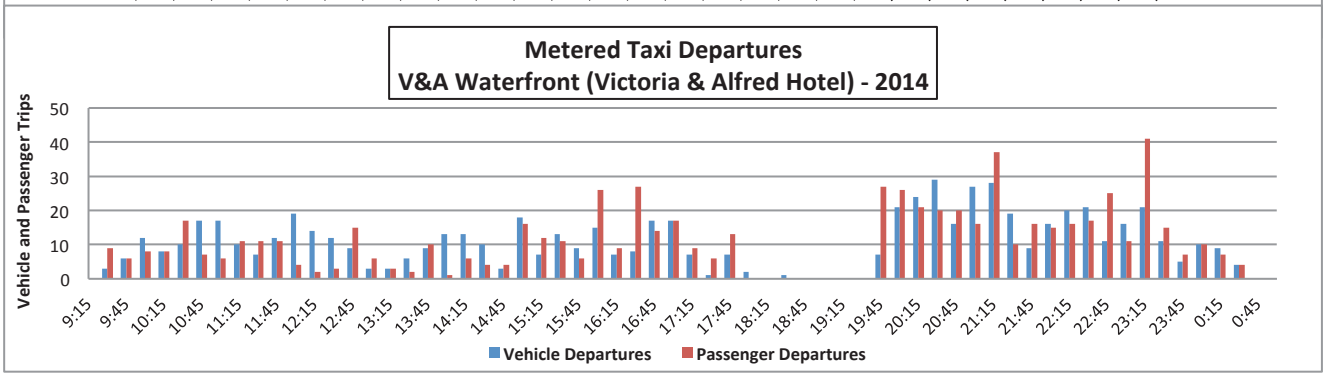
Description:
Street Address: Victoria & Alfred Hotel
Off Dock Road
Type: Private Formal
Capacity: 2 bays
Summary Table

Date	31/03/2014
Unique Vehicles Observed	292
Vehicle Trips	669
Passengers Arriving to Rank	591
Passengers Departing from Rank	681
Maximum Vehicles at Rank	19
Time of maximum Utilisation	21:45
Maximum Vehicles in Holding Area	0









V&A Waterfront (Victoria Wharf Rank 1) Metered Taxi Rank

Description:

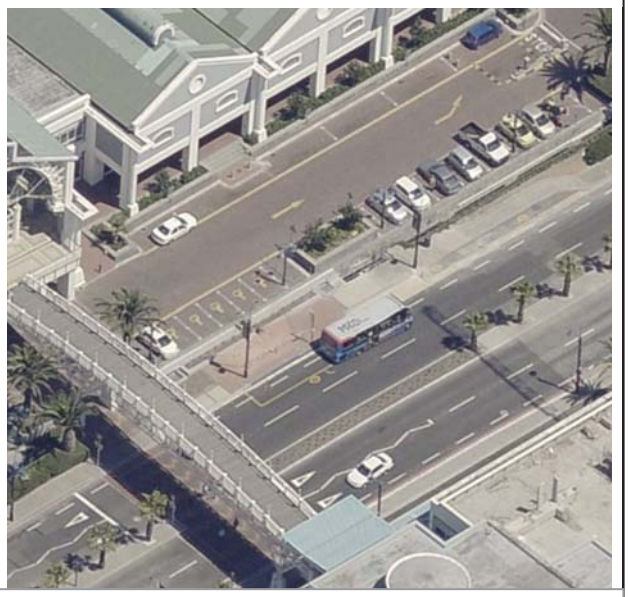
Street Address: Waterfront Wharf Entrance 2
Off Breakwater Boulevard

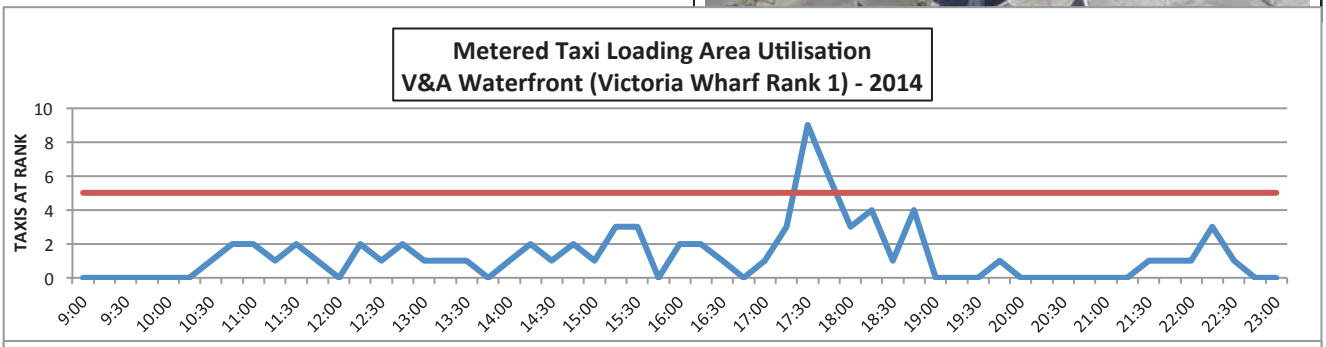
Type: Private Formal

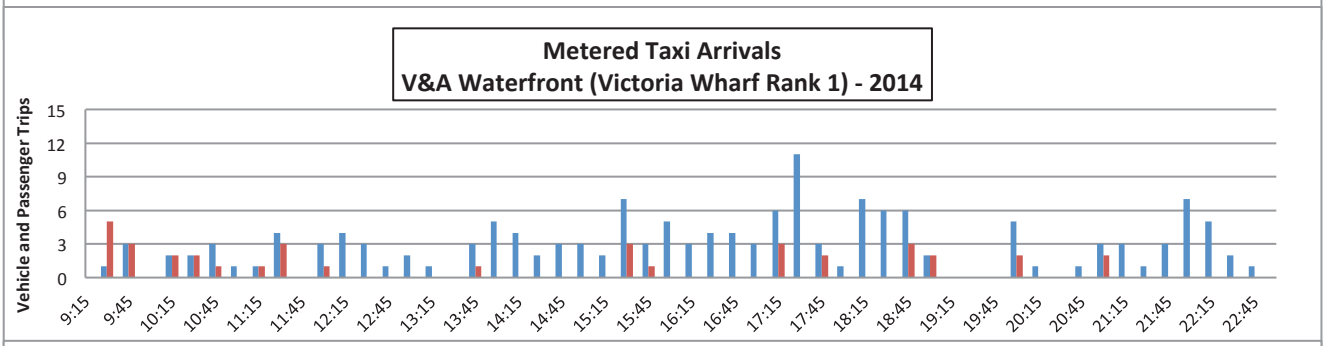
Capacity: 5 bays

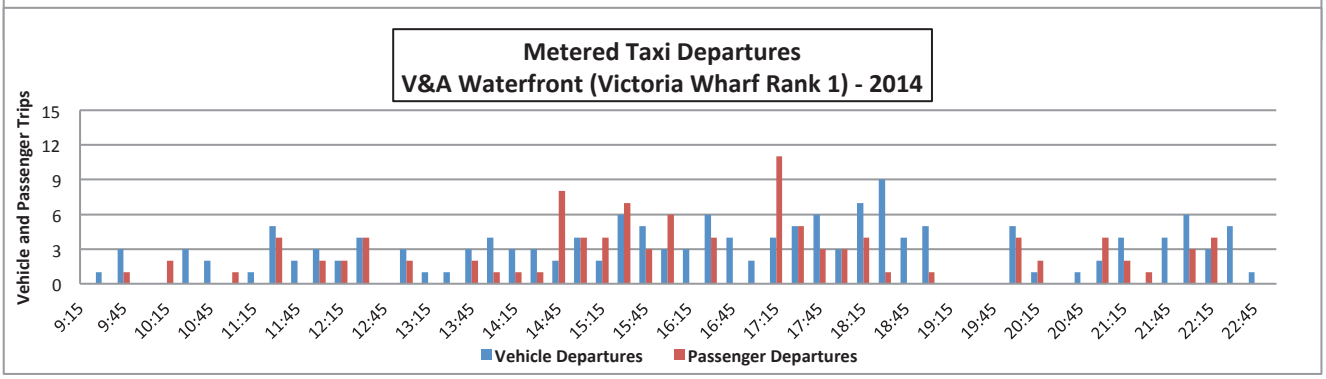
Summary Table

Date	31/03/2014
Unique Vehicles Observed	51
Vehicle Trips	156
Passengers Arriving to Rank	37
Passengers Departing from Rank	107
Maximum Vehicles at Rank	9
Time of maximum Utilisation	17:30
Maximum Vehicles in Holding Area	0









V&A Waterfront (Victoria Wharf Rank 2) Metered Taxi Rank

Description:

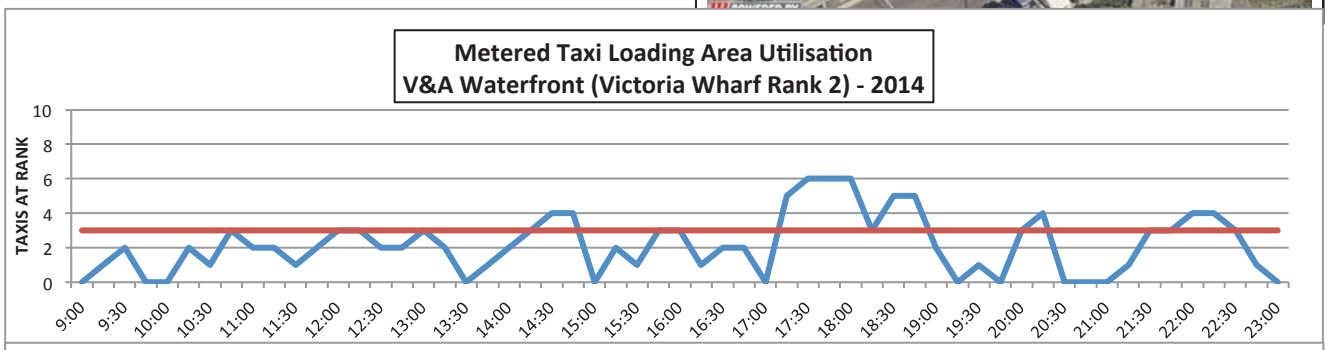
Street Address: Waterfront Wharf Entrance 1
Off Breakwater Boulevard

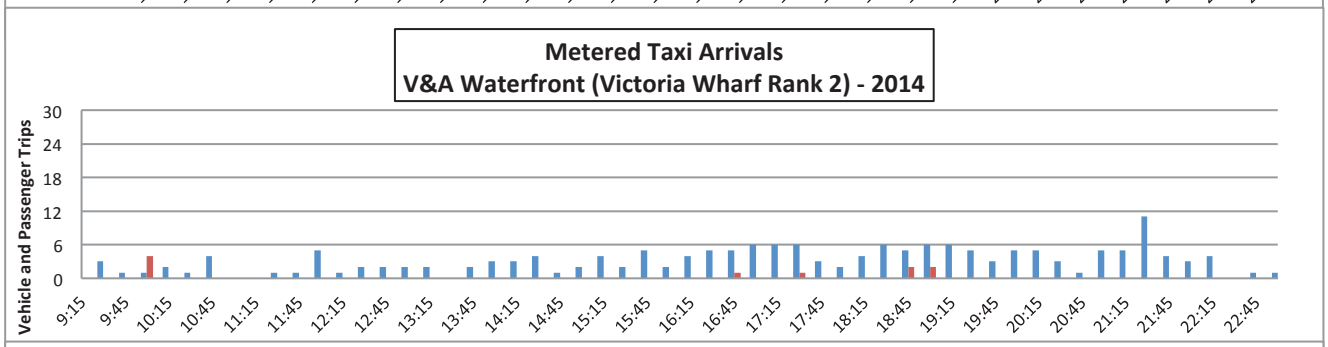
Type: Private Formal

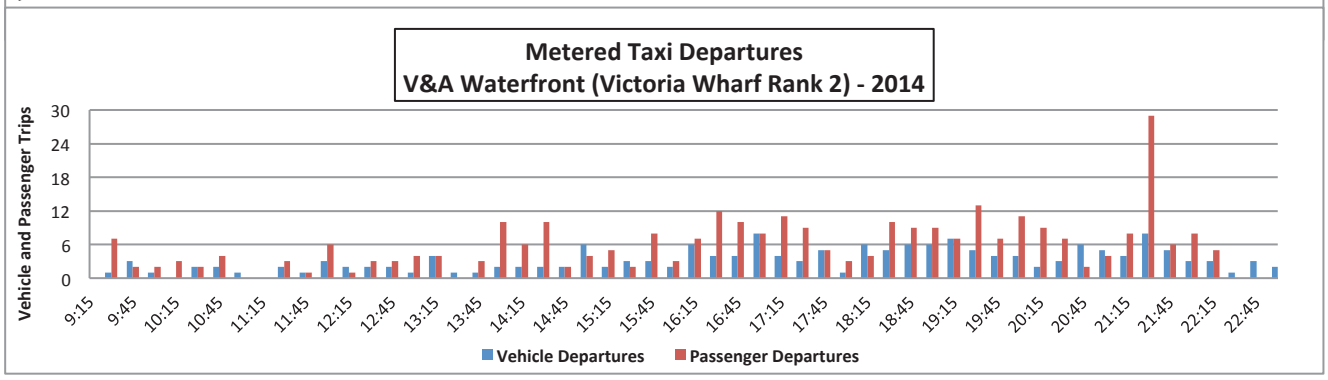
Capacity: 3 bays

Summary Table

Date	31/03/2014
Unique Vehicles Observed	47
Vehicle Trips	177
Passengers Arriving to Rank	10
Passengers Departing from Rank	311
Maximum Vehicles at Rank	6
Time of maximum Utilisation	17:30/17:45/18:00
Maximum Vehicles in Holding Area	0







Annexure D

Copies of presentations prepared by the Western Cape Metered Taxi Council workgroups and presented by their representatives to the Council on 15 April 2014

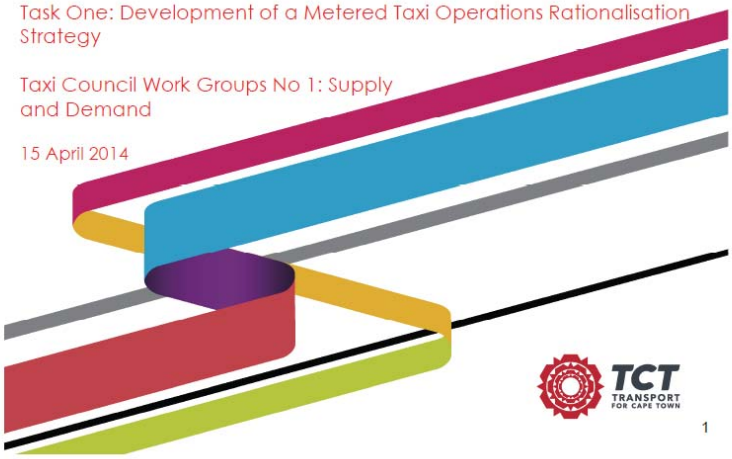
Work Group 1: Supply and demand
Work Group 2: Regulations
Work Group 3: Quality (specifications)
Work Group 4: Technology
Work Group 5: Law enforcement
Work Group 6: Events

Ad Hoc Investigations into Integrated Public Transport Operations & Regulations

Task One: Development of a Metered Taxi Operations Rationalisation Strategy

Taxi Council Work Groups No 1: Supply and Demand

15 April 2014



TCT TRANSPORT FOR CAPE TOWN

1

TCT TRANSPORT FOR CAPE TOWN

1. Work Group No 1: Supply & Demand - Membership

Members of the Work Group:

- Ebrahima Abader
- Ayub Baker
- David Drummond
- Ziyaad Wiliams
- Mustapha Williams

Secretariat

- Jim Stanbury / Nesha Mohamed

2

2. Topics discussed by Work Group

2.1 Number of vehicles on road (legal / illegal)

2.2 Number of passengers to estimate market size

2.3 Where is passenger demand greatest / least?

2.4 How to grow demand (City-wide)?

2.5 How can demand be met?

3

2.1 Number of vehicles on road (legal / illegal)

- The best information is with the City
- City / PRE's database needs to be "ironed out" as part of the MRE re-registration process
- There are a substantial number of illegal vehicles which stem from the issue of World Cup permits
- Illegals are aware of lack of law enforcement and are working the best sites as nobody is watching – this is seriously affecting the business of legal operators
- How will the re-registration work?
  - Must be over a fixed time period then close
  - Operators with "illegal" vehicles wishing them to be made "legal" must be registered with the Taxi Council and show that they were operating the "illegal vehicle" as at, say, 01 January 2014

4

2.2 Number of passengers to estimate market size

- Rank market is small (say 10%)
- Pre-arranged market is large (say 80 - 90%)

5

2.3 Where is passenger demand greatest / least?

- Passenger demand is greatest in the City Bowl, Southern Suburbs and Northern Suburbs (Table View) – say 70%
- Airport route contribution is say 30% passengers
- There is latent demand elsewhere in the Cape Metropolitan Area but size is unknown

Source: The Local Government Handbook

6

2.4 How to grow demand (City-wide)?

- Learn from New York Green Boro Cab system which is introducing 18 000 new operating licenses over next 3 years on a first-come-first-serve basis (20% to be wheelchair accessible). Study trip to New York? If adopted, how will new permits be allocated?
- Increase number of wheelchair accessible vehicles so as to be able to transport passengers with disabilities
- Investigate with the City how metered taxis can participate in the Dial-a-Ride service and receive payment for trips made
- Make fares more affordable to passengers:
  - currently fares cover the cost of an empty out / return trip but passenger must travel the full distance in one of the directions
- Allow vehicles to pick-up anywhere in the CMA

7

2.4 How to grow demand (City-wide)? (cont)

- Create smaller "satellite hubs" in outer areas which are close to passenger "hot spots" (check with City's new zoning scheme) – pilot scheme?
- Advertise services, especially to residents, and educate passengers that services are not only for tourists
- Make law enforcement more effective to encourage drivers to take taxis rather than "drink-and-drive"
- Make fares payable by MyConnect card to encourage bus passengers to use taxis for the "last mile home" where beyond range of feeder buses
- IRT changes the type of operation from a small number of longer trips to more shorter trips (which is good but means more work for less return)
- Encourage technology especially e-hailing and centralised booking platform

8

2.6 How can demand be met?

- Remove the illegals to allow legal operators to grow
- Encourage use of technology (e-hailing, etc) for all operators
- Ranks are required at "hot spots" to enable passengers to easily find a ride and taxis not to cause congestion (but ranks must have a vacant vehicle available at all times to prevent illegals taking over)
- Consider options to improve operations at ranks that allow all operators to grow their business (note – ranks are the livelihood of the small operator)
  - Call centre operators should not be allowed to rank at municipal ranks?
  - Each municipal rank should have its own closed membership and rank token?
  - Rank permit holders should be allowed to rank at any municipal rank?
  - All municipal ranks should become first-come-first-serve bay to pick-u p passengers and should be open to all operators (with all operators allowed to pick-up anywhere in CMA except at ranks on private property)
- Template agreement for operations at all private ranks should be developed

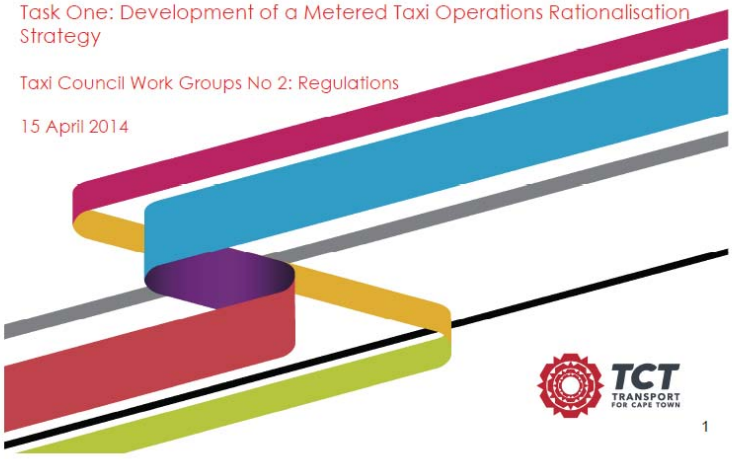
9

Ad Hoc Investigations into Integrated Public Transport Operations & Regulations

Task One: Development of a Metered Taxi Operations Rationalisation Strategy

Taxi Council Work Groups No 2: Regulations

15 April 2014



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CONTENTS

2

1. Work Group No 2: Regulations

Members of the Work Group:

- Ebrahima Abader
- Ayub Baker
- Waleed Baker
- Aldino Muller

Secretariat

- Nesha Mohamed / Moegamad Fortune

3

2. Topics discussed by Work Group

2.1 What are the problems with existing regulations

2.2 How can existing regulations be improved (short and long term)

2.3 Conversion of permits to operating licenses

2.4 Need for training

2.5 Should tariffs be regulated and how

2.6 Should the industry be formalized (associations / legal entities, etc.)

4

2.1 What are the problems with existing regulations

- Regulations are not followed causing an influx of illegal operators
- How do we regulate?
  - Cost factor (tariffs / subsidised service)
  - Need for Legislative training in order to know what the regulations are regarding the metered taxi industry
- Each operator/owner needs to re-register with the Metered Taxi Council
- Information on regulations and legislation need to be available
- Standardisation and improved quality of services need to be introduced
- Clarity on Chartered Services – Is this service seen as a metered taxi service?

5

2.2 How can existing regulations be improved (short and long term)

- in order for improvements, firstly the need to be made aware of the size of the industry by means of re-registration
- Technology needs to be introduced into the industry (tracking devices, etc)
  - Problem with two mind sets (older operators)
  - Ranking facilities needed to regulate
  - Call centres needed and monitored
- Regulate and clarify the types of services falling in the Metered Taxi category.

6

2.3 Conversion of permits to operating licenses

- Permits still exist within the industry
- Members were misinformed that the conversion process was not applied to the metered taxi industry
- Process needs to be streamlined in order for all Permits to be converted
- Need for training on the process of conversion

7

2.4 Need for training

- Training in needed throughout the industry:
  - Regulation & Legislation
  - Conversion process
  - Professional driving, etc

8

2.5 Should tariffs be regulated and how

- In order to regulate tariffs, a subsidised service needs to be introduced
- This would limit illegal activity within the industry
- It would also make this form of transport more accessible and affordable for local users
- The current high tariffs cause the metered taxi service to be run as a minibus-taxi type service (fill-up then leave to a common destination
- Radius need to be eliminated
- Rank to rank operation needs to be adapted throughout the Metropolitan Area

9

2.6 Should the industry be formalized (associations / legal entities, etc.)

- Previous attempts failed
- Fragmentation occurred previously
- Personality overrides business
- Despite the negative past, the future needs to be made by means of formalising the industry
- Agreed that one organisation would work better with regards to regulating / taking control of operations at ranks

10

Ad Hoc Investigations into Integrated Public Transport Operations & Regulations

Task One: Development of a Metered Taxi Operations Rationalisation Strategy

Taxi Council Work Group No 3: Quality (specifications)

15 April 2014

1

1. Work Group No 3: Quality (Specifications) – Membership

Members of the Work Group:

- Nazeem Abrahams
- Ayub Baker
- Waleed Baker
- Zaheer Ebrahim
- Aldino Muller
- Yazeed Orrie

Secretariat

- Jim Stanbury / Nesha Mohamed

2

2. Topics discussed by Work Group

2.1 Vehicles (age, capacity, livery, accessibility, etc)

2.2 Drivers (age, character, knowledge, ability, etc)

2.3 Dispatch operations (in-house / out-sourced)

2.4 Training

3

2.1 Vehicles

(a) Age and model of vehicles

- Currently PRE wants vehicles to be 2000 models or newer
- There are no savings in operating old vehicles (more expensive to run, to repair and more downtime)
- Financial viability of new cars is better (plus guaranteed buyback)
- Operators need to be educated on costs
- But small operators cannot easily get finance / loans to replace vehicles regularly

4

Suggestion

- Vehicles not to be older than 5 years or 300 000 km (whichever comes first) (introduce initially as not older than 8 years)
- City to assist small operator to purchase newer vehicles (guarantee monthly payments and redraw OL if not paid)
- Allow older cars to remain in use but:
  - set refurbishment standards
  - no vehicle to continue in use for next 10 years irrespective of condition
- Agree minimum requirements for vehicles that must be met
- Approve certain models of vehicle and issue a list?
  - yes, encourage manufacturer to produce and support vehicle of choice
  - no, manufacturer s' increase price of approved vehicles

5

2.1 Vehicles (cont)

(b) Capacity

- Set at 7 passengers plus driver as NLTTA definition
- Passengers should not be allowed to sit in the front seat as driver has no protection (require safety screens to be installed?)
- Allow different tariffs for different sizes of vehicles (3 passengers / 7 passengers)

6

2.1 Vehicles (cont)

(c) Accessibility

- Fully accessible vehicles are encouraged but this will not be possible to achieve in the short to medium term
- Set % targets for short, medium and long terms and provide incentives for operators to achieve these targets (e.g. Issue Operating License for a longer period)

7

2.1 Vehicles (cont)

(d) Livery and advertising

- Outside of the vehicle can be any colour to suit owner's brand but must have TCT specified decals easily visible (and coloured registration number plate?)
- Vehicles should not be wrapped for advertising as this destroys the identity of the vehicle as a meter taxi (passenger must recognise vehicle as a taxi instantly)
- Roof sign can contain advertising material (specification required)
- Advertising inside the vehicle is permitted

8

2.2 Drivers

(a) Minimum age

- Minimum age to obtain PrDP is 21 years which is ok
- Operator is allowed to set 25 years for their own business to reduce insurance premiums if they wish
- Problem: How does an operator know the age of a SADC driver?
- Employment of foreign drivers is essential for operators to stay competitive but quality standards must be specified and continually monitored

9

2.2 Drivers

(b) Character and knowledge of driver

- Current requirements to obtain PrDP are too loose (possession of a valid driving license for vehicle, medically fit, not convicted/admission of guilt wrt offence of which violence was an element, reckless driving or driving under the influence of intoxicating liquor or drugs)
- Requirements should be stricter to include:
  - PrDP / driving ability
  - Role of taxi driver
  - Language (English)
  - Customer care
  - Basic business principles (life skills training)
- Driver must become professional and remain professional (continued professional development programme required)

10

2.2 Drivers

(c) Uniforms

- A dress code is required:
  - general (shirt and collar, trousers, closed shoes)?
  - specific for all (white shirt etc but with tie for specific company?)

(d) Hours of Work

- Long hours
- Drivers become bored and attitude deteriorates
- Control of hours needed (but must still be economically viable)

11

2.3 Dispatch operations

(a) Out-sourced dispatch

- E-hailing is welcomed by the industry but needs regulations and specifications urgently
- Regulations must protect passengers and operators
- App supplier cannot be an operator

(b) In-house dispatch

- Also requires to be regulated for quality
- Dispatcher must be knowledgeable

12

2.4 Training

- Industry leaders need to get trained to understand:
  - regulations
  - business processes

2.5 Regulation of quality

- Company-wide inspections and subsequent remedial actions are not supported
- Regulations for quality should be at vehicle level only

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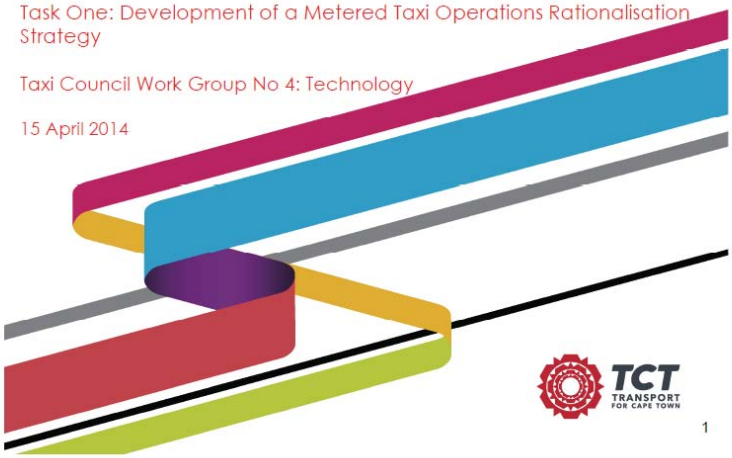
Ad Hoc Investigations into Integrated Public Transport Operations & Regulations

Task One: Development of a Metered Taxi Operations Rationalisation Strategy

Taxi Council Work Group No 4: Technology

15 April 2014



1

1. Work Group No 4: Technology – Membership

Members of the Work Group:

- Ebrahim Abrahams
- Ayub Baker
- Sharief Mallick
- Aldino Muller
- Yazeed Orrie
- Unis Khan (apologies sent)

Secretariat

- Jim Stanbury / Nesha Mohamed

2

2. Topics discussed by Work Group

2.1 Overall technological platform

2.2 Government's commitment to solution

2.3 Taximeter

2.4 CCTV / Drivecam

2.5 Two-way radio systems

2.6 Recovery tracking (stolen vehicles etc)

2.7 Dispatch systems

2.8 Payment systems

3

2.1 Overall technological platform and database

- Overall technological platform must be specified by the City to ensure that all components are compatible irrespective of who is the supplier – everything "branches out from this spine"
- System must be robust so that data can not be lost
- Application Programming Interface (API) must be selected by the City:

  - initially to accommodate existing equipment

  - in future to specify to developers the standards required

4

2.2 Government's commitment to solution

- Government must commit long-term to its intentions so that an Operator's investment in compatible equipment is not wasted – "Dream must not die"
- Who is going to:
  - Own the data that is provided
  - Safeguard the data (especially related to individual passenger's details)
  - Control its use?
- Under what legislation / regulation must operator's submit data and what data will be required?

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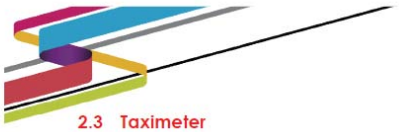

2.3 Taximeter

- Currently:
  - meters must comply with basic standards that do not require GPS
  - installers are limited to a few in Cape Town and need not be approved
  - sealing of meters is easily replicated
- In future:
  - standards should be updated and specified by the City to allow for improvements
  - installers should be approved by the City and monitored (but not an exclusive list)
  - tariffs should be adjustable to reflect time of travel etc
- But changes should be introduced over time to:
  - protect current installers
  - spread the cost of replacing meters over a number of years

6

2.4 CCTV / Drivecam

- Are optional extra (due to high costs, passengers wish to be discreet)

2.5 Two-way radio systems

- Are on the way out
- Are being replaced by apps and text messaging

2.6 Recovering tracking (stolen vehicles etc)

- Is an optional extra

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2.7 Dispatch systems

- Currently based on hand written notes and Excel spreadsheets plus some dedicated software systems (Cartrek / Taxi Caller)
- Independent / small / medium operators moving towards apps and auto-allocators whilst fleet operators will continue with own dispatch centres plus apps
- City must urgently produce guidelines to regulate app platforms and define responsibilities ("who is in charge of the packet?")
  - who controls pricing?
  - who is responsible for ensuring vehicle is legal?
  - vehicle safety?
  - control of driver?
  - disqualification from the system without review
  - the future, if supplier pulls out of the market?

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Options

- Multiple apps in the market that meet the City's minimum standards?
- Single app "owned" by the City in a cloud to which all operators have access (plus can still utilise their own app)?
- Apps suppliers must provide marketing, system and support

2.8 Payment systems

- Become part of the MyConnect network to provide a seamless journey (and incorporation within Dial-a-Ride)
- Must continue to allow credit cards / debit cards as passenger is a choice user
- Allow "loyalty points" discounts etc
- 3rd party to be responsible for security etc

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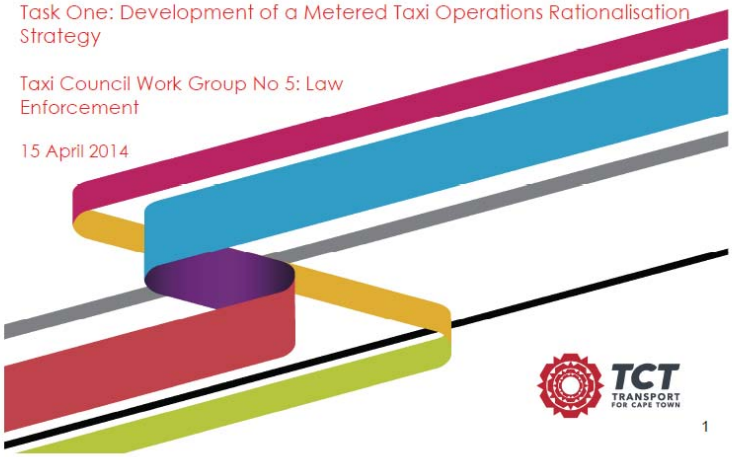
Ad Hoc Investigations into Integrated Public Transport Operations & Regulations

Task One: Development of a Metered Taxi Operations Rationalisation Strategy

Taxi Council Work Group No 5: Law Enforcement

15 April 2014



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1. Work Group No 5: Law Enforcement

Members of the Work Group:

- Ziyaad Williams
- Michael Dlanga
- Mustapha Williams
- Ayub Baker
- Yazeed Orrie

Secretariat

- Jim Stanbury / Nesha Mohamed

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2. Topics discussed by Work Group

2.1 Illegal operators

2.2 "Partially legal" operators

2.3 Lack of resources

2.4 Adherence to traffic laws

2.5 Code of Conduct

2.6 Education and training

3

2.1 Illegal operators

- Illegal operators must be removed from the industry but it is easier to be illegal than legal. Once illegals are removed, legals can self regulate industry better
- Legal operators must take control again of the industry as illegals entered the market whilst the industry was unorganised and fragmented
- Some technical laws make the legal industry unsustainable. e.g. OL condition require some trips to return empty of outside radius or not from designated rank (pretrips have "open municipal ranks"?)
- Law enforcement is also required on private property to enforce both the law and agreements e.g. V&A policy of 2 vehicles per customer is being violated
- Permit must become something of value to discourage it being rented out (e.g. New York medallion system). Original of a hired out permit must be removed from use as a penalty to the hirer
- Agents / companies at hotels, harbour etc sign contract with operators who have legal vehicles who then bring in illegal vehicles

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2.2 "Partially legal" operators

- Operators have a vehicle which has a legal permit (e.g. charter) but the vehicle is being used as a metered taxi (and has a meter on it)
- In the past, industry chased money without realising the impact – other businesses entered the market to protect passengers from being exploited
- What comes first – proof of a demand or legal vehicle?
- Installers of meters must be accredited by the City / Taxi Council
- "Sealing" of meters by wire with clip is based on outdated mechanical meter. Electronic meters can be adjusted without touching the seal

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2.3 Lack of resources

- Law enforcement is under-resourced (both in numbers and knowledge especially related to permit conditions)
- Illegals know the lack of enforcement therefore are not concerned about being illegal e.g. No meter
- One-off blitzes are not sufficient – a series of blitzes is required to deter repeat illegal operators and remove them from the industry
- Officers do their job, impound a vehicle, but law allows fine to be paid and vehicle is released to return to doing illegal work
- Need more road blocks

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2.4 Adherence to traffic laws

- Too easy to get a PrDP – criteria needs to be stricter
- Hot spots need to be enforced
- "Client convenience" overtops stopping on a red line

2.5 Code of Conduct

- Required for both operator and passenger

2.6 Education and training

- Operators and drivers need to be educated in laws and conditions

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Ad Hoc Investigations into Integrated Public Transport Operations & Regulations

Task One: Development of a Metered Taxi Operations Rationalisation Strategy

Taxi Council Work Group No 6: Events

15 April 2014

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1. Work Group No 6: Events

Members of the Work Group:

- Aldino Muller
- Ayub Baker
- Unis Khan (apologies)
- David Drummond (apologies)
- Yazeed Orrie (apologies)

Secretariat

- Jim Stanbury / Nesha Mohamed

2

2. Topics discussed by Work Group

2.1 Background

2.2 Need for actions

2.3 Suggested actions

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2.1 Background

- Cape Town is an "events city" with world standard events and is marketed world wide by the City tourism departments
- Metered taxis are part of public transport in the City and must be present at events
- Currently Event Planners contract operators to provide vehicles:
  - accusations of favouritism
  - vehicles supplied may not be legal to pick-up in that area
  - space is provided at the event but is not necessarily managed
- Metered taxi industry has also lost patronage to cruise liner organisers and other types of tour groups as they favour keeping their passengers in minibus / coach sized groups for convenience and safety

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2.2 Need for actions

- There is a need to "springboard" legal operators to provide Legal services to events as this represents a large future market
- WCMTC has formed a special committee to do this in order to ensure a high quality of service is provided instead of just "chasing the money"
- WCMTC requests the City to create a mechanism that allows sufficient legal taxis to legally service an event

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2.3 Suggested actions

- Obtaining an Events Permit for a legal operator to supplement legal taxis in an event area should not be a complicated process
- There must be a standard Code of Conduct that all operators at an event comply with
- The City, when issuing an Events Permit to an organiser, should require the organiser to include in its Event Transport Plan provision for metered taxi services
- Event organisers can specify standard of vehicles to be supplied and how many are to be accessible
- Organisers should be required to liaise with the WCMTC to verify that the proposed contract operator is legal and will comply with the Code of Conduct
- Operators to provide regulator at site that manages vehicles (not just their company)

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