THE EFFECTIVENESS OF LAND PUBLIC PASSENGER TRANSPORT IN THE JOHANNESBURG METROPOLITAN AREA – A PARTICULAR EMPHASIS TO BUS PASSENGER PUBLIC TRANSPORT:

CUSTOMER SERVICE DELIVERY EXCELLENCE PERSPECTIVE

BY

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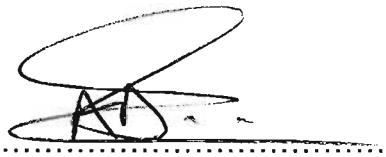
DECLARATION

This research has not been previously accepted for any degree and is not being currently submitted in candidature for any degree.

Signed  .....

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STATEMENT

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ABSTRACT

The South African Public Transport System plays an important role in the development of the economy in the country and in the region as a whole. Without an effective and efficient public transport system, the country's economic status would not improve. Classical macroeconomic theory suggests that transport is one of several key preconditions for economic growth. Transport is an industry in itself and employs many people. The Government has developed policies to regulate passenger transport in South Africa and in particular Johannesburg. There are national and provincial regulations that have been enacted by the national and provincial government. These are National Land Transport Transition Act, Gauteng Transport Infrastructure Act, Gauteng Public Passenger Transport Act and Moving South Africa Strategy.

It was recognised in MSA that Metropolitan transport is clearly one of areas where crisis is looming. It is more and more difficult to move. Buses have lost clients to taxis. There seems to be consensus that the car is the only right choice for most citizens. The problem highlighted was that the public transport model is not working. Present urban transport strategy is based on short-term optimisation and it ignores the long-term effect of a poor urban transport-land mix. The secondary research seems to suggest that South African passenger bus transport in ineffective and inefficient. The research problem was subsequently stated to show that public transport in Johannesburg in ineffective because bus passenger transport model leads to dissatisfied passengers. Furthermore, the model is ineffective because of the past inequalities that led to poor transport infrastructure. This was found not to be true through primary research.

The results showed that passengers were satisfied with the bus passenger transport in the Metropolitan areas of Johannesburg. Furthermore, it was found that indeed the poor infrastructure due to past inequalities has affected passenger transport service delivery. Overall, the passengers were satisfied with the bus transport model applied irrespective of where these passengers lived. It was then concluded that the bus passenger transport is effective. Operators have to be cautious of the fact that it is crucial to adopt a customer-focussed service approach as this will lead to satisfied passengers.

The MSA strategy of the department of transport is heading in the right direction. It identifies the need for putting customers first. The strategy proposed a future core transport system that is high volume, high frequency corridors in which public transport will be a priority. Customer's need for improved access and short trip times will be met by having regular feeder services to the high volume corridors, user-friendly transfer facilities, short wait times due to high corridor frequencies and the possibility of differentiated services for customers with specific needs. The passengers transport strategy is moving from commuter-based modal transport to customer-based public transport there will be densification of transport corridors, optimal deployment of modes to meet customer service requirements and improving operators' level performance.

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EXECUTIVE SUMMARY

There have been numerous calls for a re-look into public passenger transport strategy in Johannesburg as one of the biggest cities in South Africa. Is Johannesburg poised for better transport? This is a question being asked by various passengers and stakeholders. It is said that the Johannesburg City Council has put out a tender for a new plan to radically overhaul public transport in the city http:/www.goafrica.co.za/Joburg/September/transport.stm). A quicker, safer and more affordable system enabling commuters to transfer from one mode to another without spending additional money is being envisaged. According to various reports, the plan will see the introduction of internodal transport facilities, the identification of specific public transport corridors and the extension of public transport to areas where it does not currently exist. The City Council Planner of Policies, Liesel de bruin (cited on this website), says that the council would like to develop an effective and affordable transport system for Johannesburg where the passenger can go where he or she needs to and have a choice of different transports.

According to Mbendi (2000:1), South Africa has a well-developed transport industry, which is important to the economy of the country and region. People are transported privately or by aeroplane, train, bus or minibus taxis. Goods are also transported by road air, rail, or ship. The transport facilitates trade between and in the countries that tends to attract investments and infrastructure developments.
In March 1997, the South African Ministry of Transport announced that the Government would no longer subsidise public transport. However, they added that they would allow tenders for contracts to operate public transport services. The government would monitor the quality and affordability of the services. Quality and service standards will become an important feature in the contracts (Mbendi, 2000:1).

Every bus operator has to understand the importance of quality service delivery to meet the needs of the commuters. The government has therefore established a model format for service delivery improvements initiatives. Furthermore, the

government's most important task is to build a public service capable of meeting the challenge of improving the delivery of public services to commuters. Access to decent public services, bus services in this context, is no longer a privilege to be enjoyed by a few; it is now the rightful expectation of all commuters, especially those previously disadvantaged. This is why the guiding principle of public service transformation and reform is "service to the people" (Department of Transport, 1997: 2).

The transformation of services is to be judged, rightly, by the practical difference people see in their everyday lives. Passengers must come first and be satisfied with the service they receive. Hence the term "Batho Pele" becomes effective. According to DoT (1997), "Batho Pele" is based on eight national principles referred to as "Batho Pele" principles. In future, users of the public service are to be consulted about their needs and priorities.
This means that even the bus commuters are to be consulted about their needs and priorities in the same way. More accessible and responsive arrangements are to be developed in enable individual members of the public to get something done if the standards are not met.

According to the Department of Transport (2000), "Batho Pele" principles are solely to ensure that the passengers receive the service as promised and that their needs and concerns are addressed. In addition to meeting the needs of the customers through efficient and effective service delivery programmes, Moving South Africa Strategy (MSA) has emphasised the need for the transport system to do so sustainable and in a manner that allows levels of service to be continuously upgraded. This is a challenge that sits at the heart of the strategic framework. Furthermore, MSA takes a view that it is the nation that provides the foundation on which businesses and institutions provide sustainable, efficient and effective services. It was asserted that a concerted effort is required to put in place the appropriate enabling components of the national platform that will facilitate a sustainable, customer-facing transport sector.

According to the Department of Transport (2000), the Model for customer service is used in support of the strategy to improve service delivery in as much as MSA strategy has used Michael Porter's work – "The Competitive Advantage of Nations"

(The Free Press, 1990). The service model used emphasises the importance of understanding customer needs and this is at the cornerstone of delivering customer-satisfying service.
This is called the 'Gaps Model'. The central focus is the customer gap, the difference between customer expectations and perceptions. Expectations are the reference point's customers have coming in to a service experience; perceptions reflect the service as actually received. The idea is that bus companies will want to close this gap – between what is expected and what is received- to satisfy their passengers and build long-term relationships with them (Zeithaml et al, 2000: 26).

To close this all-important customer gap, the model suggested that four other gaps – the provider gaps – need to be closed:
Gap1: Not knowing what customers expect
Gap2: Not selecting the right service designs and standards
Gap3: Not delivering to service standards
Gap4: Not matching performance to promises

A primary cause in the bus company for not meeting customers' expectations is that the bus companies lack accurate understanding of exactly what those expectations are. The companies have subsequently established new approaches to customer service, one of which being customer relationship management (CRM). However, according to Polinchock (2001: 1), cited in the Biz Community Daily Ad Industry News, one of the problems with CRM is that many times it is being used as a tool to help the company touch the customer rather than the customer touching the company.

The Land Transport Transition Bill presents a number of important policies in an attempt to regulate and control public transport. It also took the spirit that supports "Batho Pele" and MSA and has received some criticism from various stakeholders. COSATU commented on some commendable and problematic provisions in the bill.

Furthermore, the secondary research shows that there is still more to be done in ensuring the effective transport system in South Africa, particularly Johannesburg Metropolitan areas. It is important to note that the MSA is actually not responding

to the crisis in the transportation system since in general the system is working rather if one looks at 10 years ahead, it is apparent that there will be a crisis as the Minister of Transport – Mac Maharaj says in his report (Maharaj's, 1999: 1). The primary research conducted is an attempt to finding solutions to the research problem.

The research problem:

1. The bus service in Johannesburg is inefficient and ineffective in catering for the service needs of the communities/ passengers. The public transport bus service is not customer-focussed and many passengers are likely to be dissatisfied with the current status of the service delivery.

2. The imbalances of the past have led to infrastructure imbalances. Such imbalances cause unequal availability of passenger transport, particularly bus service transport. As a result of such ineffectiveness more and more passengers will be dissatisfied with the service.

The research findings show that the bus service in Johannesburg Metropolitan areas is working effectively. Reliability and convenience are still areas of high dissatisfaction among passengers and thus still needs attention. Once the service is extended to the previously disadvantaged communities, there is a possibility that passengers in the cities and suburban areas would be dissatisfied if the extension of the service is not complimented by investment in the areas such as infrastructure development and maintenance. The infrastructure in this context refers to the ticketing systems, roads, bus/ fleet conditions and aging, etc. The findings further shows that the majority of passengers believe that more participation in the public transport policy and planning will assist the department in understanding the passenger's needs so that correct actions can be taken to bring a closure to the customer gap as is identified in the service model.

Solutions to the research problems are found, and the hypotheses formulated are tested and accepted or rejected through cross tabulation, frequencies and chi-square techniques. The planned transport corridors and feeder systems will ensure a sustainable transport system where the customer is the beneficiary. The future of transport will see densified transport corridors, optimised mode economics,

improved operator's performance, and quality contract regulating transport operations through tenders.

Overall, each operator, operating within the established transport system/ framework has a role to play. Buses within the Metropolitan areas will play a bigger role in facilitating easy access to destination through a feeder system. The first class service will be offered where numerous commuters could be interested in a reliable and safe daily trip on a train, provided that secure parking is offered at origin, and a good feeder bus at destination. Private operators could also be interested in this.

South Africa, especially Johannesburg cannot afford to ignore for too long the need for a more balanced urban transport strategy. The only criticism of the proposed balanced urban transport strategy is that it does not promote free and fair competition as outlined by the economic principles. The operators will be awarded contracts to operate certain routes and competition will be minimised if not eliminated. This is an attempt to promote SME's to the disadvantage of the large operators. Overall, government still has a role to play if not a major one. It is the rights of the public to have access to efficient and effective public transport, particularly bus service, and by privatising such a function by means of private tendering and contracts could lead to price manipulation and passengers indirectly paying more for what they are entitled into at affordable prices. The reduction on subsidies remains a concern. This means that bus operators have to ensure creative ways of generating revenue if their bus business is to be sustainable.

Transport service should continue to be subsidised by the transport authorities and any form of privatisation should be avoided, as there is a potential danger of impact on passengers. Further, this may limit good quality service, as is often the result of privately owned resources where competition is the order of the day. In a competitive environment, passengers either win or loose. They either win because of a need for high service delivery standards or loose because of high prices normally associated with quality service delivery, i.e. the market will regulate the price at which the service is offered. Normally, the price set by the forces of demand and supply further perpetuates poverty especially in a country where the majority of people are already poor.

CHAPTER 1

INTRODUCTION

1.1 INTRODUCTION

The bus industry in South Africa has for many years made a vital contribution to the economic development of the country. As a provider of service, it has, and continues to provide mobility to millions of people who are dependent on public transport to get to and from work, go shopping, seek employment and transport pupils to school. According to available statistics 80 percent of South Africa's population is totally dependent on public transport for their mobility needs (http://www.saboa.co.za/industry.htm).

According to SABOA (2001), it is estimated that there are approximately 20 000 buses in South Africa of which 15 000 are involved in formal public transport activities (for reward). The other 5000 buses are found in commerce and industry and government institutions where they are mostly used for in-house purposes. Furthermore, the industry travels approximately 900 million kilometres per annum and uses about 400 million litres of diesel fuel. The industry undertakes approximately 700 million passengers trips per annum (http://www.saboa.co.za/industry.htm)and (http://www.saboa.co.za/foundation.htm).

1.2 DYNAMICS OF BUS OPERATIONS

Passenger transport is a generic term used to describe public modes of travel for all purposes, whether commuting or other business-related travel, shopping, tourism, recreational and casual travel (DoT, 1996: 20).

The Department of Transport (1996) continues to say that positive linkages between transport infrastructure and operations and economic development can be divided between the direct and indirect transport input, which includes the multiplier effect of transport. In the first instance transport facilitates trade both within a country, as well as between a country and another, or a country and a region. Most countries are dependent on transport, especially public transport, and the

expansion of such transport is an essential prerequisite for growth. In these circumstances the provision of efficient and cost effective transport operations and infrastructure is essential for development.

Furthermore, transport today is seen as a necessary but not sufficient for development. An improvement on transport system can help overcome bottlenecks in production and thus foster economic expansion. What becomes clear, however, is that a country or region that has an inefficient and ineffective transport system in operation, will find it difficult to trade competitively and thus grow its economy. Indirect transport benefits stem from the creation of jobs in the process of managing a transport system, as well as creating new infrastructure and the manufacturing of transport related equipment. Other benefits arise from social integration, the ability to live and work in different places, increasing the lifestyle options open to people, the staging of events such as conferences, international sporting events, exhibitions, concerts and supporting tourism (DoT, 1996: 21).

For a transport system to deliver fully on the potential direct and indirect benefits that can be derived from it, it should be well managed. The transport system, and the way it develops, is affected and influenced by a number of role players. The government creates the enabling environment within which the role players in the system view their roles with respect to infrastructure investments and operations. It sends out signals, through its policy principles and objectives, upon which potential investors and operators respond and decide whether or not to invest and participates in the system.

The government further sets the economic and institutional framework within which operations take place – from a regulated and controlled scenario to a situation where freedom of entry, exit and the pricing of services are provided for in the system. The bus public transport system is heavily controlled with regards to fares and these are provided for in the system. The government acts as an authority in making certain the providers take into account service delivery initiatives that will improve the lives of passengers. There has to be a concerted service delivery effort from all the stakeholders in an effort to achieving maximum efficiency (Walters, 2000: 1).

According to Walters (2000) as a results of a finding that the system costs in transportation are high and that the system in general is not meeting customer needs, the study recommended the costs in transportation should be reduced. Economies of scale should be built within the different modes by focusing on the role of the bus transport system. This will also drive down systems costs and improve levels of service. Firm level competitiveness should be improved by "removing obstacles, improving integration, ensuring sufficient reinvestment to maintain quality infrastructure and operations, and restoring price and value signals between customers and bus service providers and building an industry platform which drives differentiation and innovation." (Walters, 2000: 3).

Furthermore, the urban transport system is a product of the apartheid legacy. Distorted spatial planning formed the underpinning of the apartheid strategy for most aspects of society, so it is not surprising that the urban – and – rural systems encounter this problem most profoundly (DoT, 2000: 1). As a result, the overriding task in urban is much more one of unwinding the legacy than almost anywhere else in the bus transport sector. The urban bus transport system is failing its customers and the nation. There are challenges facing the current system, and these will form the basis of the discussion on the Joburg Metrobus services (Johannesburg and Joburg is used interchangeably). These challenges arise as a direct result of the legacy of apartheid and transport platform underlying the old system that has proven to be largely ineffective.

If no action is taken, the situation will become much worse with almost every performance indicator dropping in the next 20-25 years. Much more intervention is needed, without which the drivers perpetuating the current poor performance will continue unabated, and the results will be as follows:

- Longer distances and travel time
- Almost 14% increase in the number of stranded
- A quantum increase in road congestion and the extended externality costs
- Deteriorating infrastructure & equipment, coupled with financial difficulties among operators and increasing burdens on the fiscal (DoT, 2000: 1).

The model for effective transport system will play a particular role in paving a way the bus service should be operated. Furthermore, the urban transport is one of areas where the crisis is looming. Within the Joburg Metro, it is more and more difficult to move. Congestion is reaching unprecedented levels. Millions of people have no physical or financial access to transport. The indication is that the old model does not work.

With regards to bus operations, it is shown that buses are operated throughout the country under various types of undertakings: private operators (subsidised or not), direct operators by municipalities, as well as road transport divisions of the national company Transnet. This paper places more emphasise on the Municipality operators. In addition to public transport buses (which represents a fleet of 10, 810 scheduled buses), the industry for charters, school or worker services has 9,200 buses for unscheduled services throughout the country. Another 10,000 private buses are owned mainly by companies or organisations for their own needs (De Saint-Laurent, 1998: 5).

Furthermore, the public bus system is often associated with apartheid, with routes directly linked to space segregation and manpower mobilisation, white operators systematically preferred, and high subsidisation levels. Real urban transport-dedicated to City centre- is rare, except in the main cities (Johannesburg, Cape Town, Durban, Pretoria, etc.).

Through 43 undertakings (public and private) are supported by public money, and this is shown in table 2, most services are in fact suburban (the average passenger trip length is 28 km, more than for trains). The industry is highly concentrated, with six major operators in various provinces operating 53 % of all scheduled buses in 1997 (De Saint-Laurent, 1998: 5).

Table 1.1: Commuter Demand and Market Share In the Cities, SA

	Passenger trips (million, '94)	% of local PT market ('90)	% of local PT market ('94)
Johannesburg (Wits)	187	30%	22%
Pretoria	86	28%	38%
Cape Town	167	17%	58%
East London	5	n.a	n.a
Port Elizabeth	3	n.a	n.a
Durban	73	9%	6%
Total	521		

Source: De Saint-Laurent Benedict, (1998), Overview of Urban Transport in South Africa, Paper presented at the 8th COSATU Conference, Cape Town, pp1-11

Table1.2: Scheduled Bus Service In South Africa

1995 data	Private buses		Province buses	City buses	Total
	Subsidized	Non subs.			
No. of operators	28	450	6	9	493
Fleet	3 900	2 000	3 120	1 790	10 810
Passenger trips (mi o/yr)	191	121	196	116	624
Average trip length (km)	27	26	33	24	28
Bus x km/day (average)	187	196	223	135	190
Cost coverage	56%	105%	43%	48%	56%

Source: De Saint-Laurent Benedict, (1998), Overview of Urban Transport in South Africa, Paper presented at the 8th COSATU Conference, Cape Town, pp1-11

De Saint-Laurent (1998) continues to say the bus fleet is aged and, with some notable exceptions, does not correspond to international standards for modern urban transport. Seats and doors are generally configured in a coach style, floor level is high (truck chassis), there are few articulated vehicles, as well as non-polluting vehicles (trolley buses, LPG motors), etc.

Furthermore, on the operating side, the Department of Transport (DoT) is moving towards new type of contracts in order to encourage operator initiative. At the moment, productivity is poor (low mileage per bus, 2.8 employees per bus, vs. 2 in Europe), despite a rather good occupancy (51 % on average). It is probable that the use of optimisation software would rapidly bring 5 % to 15 % savings in drivers or vehicles through network.

In the last few years, demand has sharply declined (cf. table 3), which includes only the operators reporting to the bus information system), owing to the competition by taxis and cars, and the opening of buses to all categories of population, which paradoxically keeps away most higher income patronage. Bus patronage (for operators reporting), is now under 400-million passengers/ year, compared to over 700 million in 1988/89 (De Saint-Laurent, 1998: 6).

Table1.3: Recent decline of some bus services in million passengers

Year	Private operators		City PT department	
1994	375		101	
1995	348	-7.4%	100	-0.8%
1996	377	8.5%	97	-3.2%
1997	311	-17.6%	84	-13.5%

Source: De Saint-Laurent Benedict, (1998), Overview of Urban Transport in South Africa, Paper presented at the 8th COSATU Conference, Cape Town, pp1-11

Furthermore, as with any living system, taxis have invaded all the available space. Sometimes (rural areas, low density suburbs, peripheral trips), this corresponds to their natural domain. The problem is that they also occupy some of the very dense routes, where obviously trains and buses would be more adaptable and cheaper. For instance, on the Soweto-Johannesburg route (according to a recent French estimate: 'Transports dans les villes sud-africainess. SCIC, October 1997'), four modes (train, bus, taxi, car) share the market, with a remarkable increase of low-capacity modes (cars get around 20% of the market, up from 10% ten years ago; taxis get 45%, up from 20%), at the expense of buses (15%, down from 30%) and trains (20%, down from 40%).

Seemingly, competition is mounting and bus companies find it difficult to keep up. There is a need to address the issues of efficiency in the operations and emphasising service delivery. There is a public perception that buses are safer, reliable, less convenient and more expensive (De Saint-Laurent, 1998: 6).

The other public perception is that taxis are less safe, not reliable, cheap and convenient. The buses should be capitalising on their strengths and work very hard on their weaknesses. The service delivery strategy should emphasise the safety and reliability issues while also addressing and/or showing whether or not the buses are in fact cheaper if passengers resort into using prepaid systems of payment. This presents challenges to the bus companies but also to the bus authorities. Legislation and policy framework should reflect such perceptions in an effort to ensure continuity and sustainability in the industry.

The beginning of the paper has elaborated on different issues in an attempt to set the scene for the remainder of the paper. It began by focusing on the broad transport issues and narrowed it down to the bus industry specifically. This paper will follow the same sequence whereby broader issues are outlined to provide an overall understanding of the critical issues that exists in the industry. Thereafter the specific issues relating to the service delivery in the bus industry in Johannesburg will follow with the implications for service delivery initiatives.

The paper will look at the role of the authorities in Public transport, with particular reference to bus transport. Furthermore, chapter 3 will begin to address the theoretical principles relating to the service delivery model and its applicability to

transport, especially bus transport. The experiences from other countries will be explored to set the scene for an effective public transport model that the bus company can adopt and implement to improve effectiveness. Chapter 4 will pay particular reference to the effective transport system for Johannesburg Bus Company.

The paper would cover and consider secondary information. Chapter 5 will begin to explore primary research to check the understanding of these issues even more fully as well as to test the significance of the hypotheses as established through secondary research.

Chapter 6 will present the data analysis of the empirical study, while chapter 7 will use the research findings to map the future path the industry would take with implications for service delivery excellence. Chapter 8 will present a conclusion and identify any future research that will shed more light into the research problem solutions.

This study is important because it attempts to provide a review into the public transport, particularly bus passenger transport, models and/or strategies adopted by Government. It further attempts to contribute to the knowledge of public passenger transport in Johannesburg, particularly within the bus sector. Various countries, especially London, have devised public passenger transport models and/or strategies of transport that can play a pivotal role for South Africa's effective transport system. The study also highlights the importance of service marketing in the industry. Many operators do not succeed because their main objective is to increase the bottom line profits while ignoring the importance of service delivery excellence.

1.3 CONCLUSIONS

Public transport issues are complex yet fascinating and heavily political in nature. The rest of the paper will take a balanced approach. Bus transport plays a major role in the cities to transport people. Competition has increased and there is an on-going need to offer a differentiated service and show passengers value for money. Bus transport in recent years began to operate as a commercial business rather than just a public service provider. The transport service has since then been commercialised in an effort, among other things, to improve service delivery.

This means that the authorities in local and provincial government have had to take an authoritative approach to ensure that excellence service is being provided to the public. It is still the responsibility of government to ensure efficient and effective public transport, in the Metropolitan areas of Johannesburg, especially to previously disadvantaged communities. Furthermore, effective public transport supports the country's economic growth and prosperity since good investments mean good infrastructure that eventually result into other countries willingness to use public transport as a vehicle to conduct business in Johannesburg.

CHAPTER 2

ROLE OF THE AUTHORITIES IN REGULATING PUBLIC TRANSPORT

2.1 INTRODUCTION

In the past, Government's dominant role has been as a regulator of bureaucratic detail, a provider of infrastructure, and a transport operator, but its has been weak in policy formulation and in strategic planning (DoT, 1996: 8). It is said that Government intends to reverse this legacy, and to focus on policy and strategy formulation, which are its prime role, and substantive regulation, which is its responsibility, with a reduced direct involvement in operations and in the provision of infrastructure and services, to allow for a more competitive environment.

According to the DoT (1996), the broad goal of transport is the smooth and efficient interaction that allows society and the economy to assume their preferred form. To play this role, policies in the transport sector must be outward looking, shaped by the needs of the society in general, of the users or customers of transport, and of the economy that transport has to support. The question that is often asked, to what extent does public policy reflects the needs of the customers, in this case commuters or passengers? Public policy becomes too complex and political to the detriment of the users and the very people whose lives are supposed to be enhanced by the transport policy. This is an important question as it begins to address the customer-focussed policy framework that needs to be adopted.

Furthermore, transport can also play a leadership role, for example in acting as a catalyst for development or in correcting spatial distortions. It follows from these that the priorities in providing and using the transport system should be consistent with those that have been set for the country as a whole. South Africa's extensive transport system plays an important role in the national economy as well as in the economies of several other African states. DoT (1996) re-emphasises the importance of transport with particular reference to bus transport in the economy of this country. It says that transport is at the cornerstone of social and economic development of any country including South Africa, and the government has recognised transport as one of its five main priority areas for socio-economic development (DoT, 1996: 4).

The effectiveness of the role played by transport is to a large extent dictated by the soundness of transport policy and the strategies utilised in implementing the policy. The effectiveness of the bus transport in Johannesburg will also be a product of the policy of governments, whether correctly so or not will be revealed in this paper in later chapters. The bus industry plays an important role in the cities where the majority of the people who reside in the cities utilise this service. There is a need for regulating the industry so that there is a clear vision and overall strategy that will ensure future sustainability. It becomes important to view a particular role of government and/ or local authorities in the transport sector, particularly bus transport. This chapter pay particular emphasise on the legislative framework governing bus industry; the role of infrastructure; persons with special needs; and conclusions.

2.2 LEGISLATIVE FRAMEWORK GOVERNING THE INDUSTRY

The main functions of the Department of Transport include policy formulation; strategic planning, which facilitates growth and developments; and regulation, which promotes fair competition, upholds safety standards, and protects the environment. The governing body is strategically positioned to provide safe, reliable, effective, efficient and fully integrated bus operations and transport infrastructure, which best meet the needs of passenger customers and improve levels of service (Govza, 2002: 31).

The National Land Transport Transition Act, 2000 (Act 22 of 2000), provides for a completely new system of permissions to replace permits for bus transport, and lay foundation for fully integrated, long-term user-oriented bus transport system. The Act rests on the following: creating appropriate institutional bodies, planning, regulate competition and the restructuring of modes, sustainable funding, and effective transport land enforcement. The Act also provides for the devolution of transport planning, services and infrastructure development to transport authorities. Furthermore, in terms of the Constitution of South Africa, 1996 (Act 108 of 1996), legislative and executive powers in respect of public transport are a provincial competency. National government is, however, responsible for policy formulation, monitoring and strategic implementation. The National Department of Transport (NDoT) continues to effectively administer subsidies of buses.

The province assumes full responsibility in making sure that there is an effective public transport in the province. This step ensures that the government is accessible and closer to the people who use the service.
On the other hand, the provincial government will task the local municipalities with the responsibility of ensuring that there is a sound day-to-day operation and the policies and strategies are implemented as well as monitoring service delivery level in an effort to check if they are in line with the service delivery standards. Metropolitan transport advisory boards govern urban areas, which have been declared metropolitan transport areas. Both short- and long-term programmes for adequate transport development are drawn up by the core city, and are revised and adjusted annually. Nine such core areas exist, namely Johannesburg, Cape Town, Pretoria, Durban, Pietermaritzburg, Port Elizabeth, the East Rand, Bloemfontein and East London. The Johannesburg Metropolitan Bus Service's programmes are drawn up by the Joburg City Council that governs and regulate Johannesburg bus operations (GOVZA, 2002: 11).

The planning of transport for metropolitan and major urban areas, like Johannesburg and Durban, must be in accordance with a growth management plan, and travel modes should not compete with each other (GOVZA, 2002: 11). According to this report, in urban areas, local government provides passenger road transport services and private bus companies, which operate scheduled bus services between peripheral areas and city centres. Furthermore, the department of transport supports the provincial departments in the construction of intemodal facilities and in their efforts to achieve integration between bus and taxi operations. The taxi industry has shown phenomenal growth during the last few years, leading to a decrease in the market share of bus as a mode of transport. Current government subsidies for public transport amount t more than R2, 5 billion a year (GOVZA, 2002: 12).

The report continues to say, a network of public and privately owned passenger bus services links the major centres of South Africa and also serves commuters in the deep rural areas. A spate of serious bus accidents in the latter half of 1999 led the Cabinet to approve far-reaching measures intended to improve public transport

safety. International models being explored emphasise the need for a safety fitness rating methodology.

2.3 GOVERNMENT RESPONSIBILITY IN PASSENGER TRANSPORT

Government has a responsibility to provide passenger transport so that poor people who cannot afford private vehicles can also access the main economic streams and be enabled to actively participate in the development of the economy of Johannesburg and of the country as a whole. Johannesburg Bus Company, shortly referred to as Metrobus, was established to bridge this gap. Government reviewed its position as an operator to becoming more involve in policy and strategy formulation. This meant that the bus operations needed to change.

Government says that the bus operations may obtain permission to operate from the provincial permit board. They may also compete for tendered contracts, which will be awarded by a transport authority. Contracts will be awarded only to bus companies which operates on business principles with ring fencing of finances and no unfair access to financial resources except on a commercial basis, operate as independent legal entities, and are liable for taxation. Existing permits on subsidised routes will have to be translated into interim contracts for a period before competing for tendered contracts.

The bus operations will be run as commercial entities that need to generate revenues and be sustainable.

The Johannesburg City Council has embarked on this process of running the bus company as a commercial vehicle. The bus operations were corporitised in 2000. This meant that Government removed itself from operations and instead acted, as authority to ensure that there is service delivery that meets the set and agreed standards by the operators. The operators have to convert the existing blanket permits into operating permits and have to tender for contracts where becomes available (City of Johannesburg: Budget, 2001-2002: 1). This is a new concept for Government, and it is being tested to solicit ideas as to whether or not this concept will eventually become effective and efficient in service delivery. This model is the first of its kind in South Africa to be adopted in Johannesburg by the City Council.

Advantages of the Model

- The Government acts as an authority
- There is continuous monitoring and evaluation of service delivery
- It promotes operations on a commercial basis
- It provides guidance and advice on policy implementation
- It allows fair competition among operators

Disadvantages of the Model

- It reduces Government responsibility as a service provider to the poor
- It opens up competition which at times may lead to unfair price adjustments
- It promotes services/ operations decisions to be made to achieve political gains rather than looking at the needs of the community
- Johannesburg Bus services cannot be extended to the needy without a permit
- There has to be an invitation to tender for extension of routes, e.g. Township like Soweto.
- Government can unilaterally impose a moratorium on contract to allow cooling off period for operators
- Even though it allows for fair competition, it restricts big operators from obtaining contracts because of the promotion of SME's
- It promotes a continuous reduction of subsidised business

The Government has adopted this model in an attempt to bring about efficiency. Disadvantages for the model opens up a political debate. Furthermore, the authorities are more concerned about the operators and their operations rather than the communities and their needs. The model is highly ineffective because the operators with much more political connections and power will stand to benefit at the expense of the community.

The Johannesburg Bus service, which is a company wholly owned by the Local Government to provide services to the communities, including those categorised as poor, has been described as a big operator. It is further said that the Metrobus services concentrated to urban areas and has done very little for the previously disadvantaged communities. It becomes clear that the Affirmative SME's are the ones to benefit the most from the model. It becomes evident that the Government seeks to involve the small operators to play a significant role in the bus industry.

Government should promote fair competition while at the same time protecting the community from the unscrupulous behaviour of private operators whose sole and only objective is profit maximisation. The Government can protect its communities by allowing the Johannesburg Bus operator – Owned by the City of Johannesburg, to provide services to areas where there is a demand and in areas where the majority of the people rely solely on public transport for their economic objectives. Government departments have to really look at their subsidy policies in the near future.

In March 1997, the Minister of Transport announced this policy and was quoted saying that " the Government would no longer subsidise public transport, but would enable operators to tender for contracts to operate the services according to specifications. Furthermore, the Government will monitor the quality, quantity and price of services offered by each bus company. In terms of the scheme set out in the White Paper on National Transport Policy, transport costs will be kept below 10 per cent of disposable income" (GOVZA, 2002: 8). This policy is going against the proposed subsidy structure by the operators.

Commercialisation presents opportunities to business if it is managed properly. The commercialisation of essential services is not recommended. Transport, from this paper's point of view, is an essential service. If people are not able to access economic mainstream because of lack of public transport, there is no way that the city and the country as a whole can achieve the so desired economic growth and prosperity. From this backdrop, transport is an essential service that needs protection.

Transport does play a significant role and as such it needs to be regulated by the government departments whose mandate lies with its constituency. Tendering for contracts to provide essential public transport service is shifting the responsibility of government to these operators who at times the interest of the public becomes their last resort. These operators manage their businesses based on scenarios and financial projections.

2.4 THE ROLE OF INFRASTRUCTURE IN BUS PASSENGER TRANSPORT

Transport infrastructure comprises all physical elements upon which transport operations take place. It includes roads, railways, airports, harbours, pipelines, interchange facilities, and the associated dedicated power and communication

systems (DoT, 1996: 13). The paper continues to say that the adequacy or inadequacy of transport infrastructure can have significant enhancing or inhibiting effect on social and economic development.

DoT (1996) continues to say the responsibility for infrastructure used by different transport modes, in particular bus services, is fragmented between government departments and parastatals and also between different levels of government. The absence of a structure or mechanism for the co-ordination of the strategic planning for this infrastructure can lead, and has led, to miss-matches in infrastructure provision, inefficiencies in operation, and duplication of facilities with consequent sub-optimal utilisation.

The country, with its scarce financial resources, cannot afford such situation and it is necessary to bring together public sector bodies (at all levels) and private sector interests in an attempt to optimise resource usage as well as the transport infrastructure system. This infrastructure will need to be cascading in nature to address infrastructure needs at the three levels of government as well as integrating the various elements of bus transport planning and infrastructure. Past inequalities led to poor infrastructure especially in the previously disadvantaged areas where the majority of the population have limited economic means.

This meant that they could not have access to good infrastructure and the services were poorly executed. This is a challenge to government, and in particular Johannesburg Metrobus Company as they now have to market their services and offer this group of the community what they were deprived off. This would mean limited service provision to previously disadvantaged communities so that the resources could be shared. Metrobus have to keep its passengers satisfied in the previously advantaged areas as well. A dilemma exists and a balance has to be found so that everybody concerned can benefit, therefore, transport infrastructure needs to have a new meaning to passengers. The mission of transport infrastructure should entail the following:

"To provide an integrated, well-managed, viable and sustainable transport infrastructure meeting national and regional goals into the 21st century, in order to establish a coherent base to promote accessibility and the safe, reliable, effective and efficient movement of people, goods and services" (DoT, 1996: 14).

To achieve this there is a need for a strategic objectives, which includes the following:

- Establish sound intemodal co-ordinating structures
- Maintain and develop the transport infrastructure system, and prioritise its development in terms of sustainable economic and development needs
- Foster a sound financial base for transportation infrastructure
- Aid the promotion of a strong, diverse, efficient and competitive transportation industry within the limits of sustainable transport infrastructure
- Enhance the competitiveness of South African industry and the quality of life of its citizens by providing protection of consumers, safety and security, and meeting accessibility, reliability and mobility needs by providing transport infrastructure to serve the purpose
- Ensure that the transport needs of the country's disabled population are taken into account when new infrastructure is planned and designed
- Advance human resource development in the provision of transportation infrastructure

2.4.1 Provincial Structures

Broadly speaking, original financial and executive powers will be given to the lower tier transport authorities, and the provinces will be responsible for co-ordination. Outside metropolitan, district and local transport areas, the provincial transport department will be fully responsible for ensuring the provision of rural transport infrastructure, facilities and services. Provincial functions and responsibilities in regulating transport particularly bus services include:

- Developing provincial bus passenger transport policy and legislation.
- Delimitation and designation of bus transport areas and authorities
- Setting provincial norms and standards
- Implementation, monitoring and revision of provincial passenger transport policy
- Approval of plans
- Ensuring the provision of public transport services, including bus services
- Provision of bus funding, including subsidisation, and
- Law enforcement (DoT, 1996: 23)

2.4.2 Metropolitan Structures

In line with the constitution of the RSA and the Transitional Local Government Act, passenger transport functions and powers should be assigned to the lowest competent level of government. This level should take full responsibility for execution and implementation in metropolitan areas, like Johannesburg. The functions assigned to this level should be executed within the framework of provincial legislation, policy, guidelines, norms and standards and appropriate institutional structures should be established to take responsibility for these functions (DoT, 1996: 23).

2.4.3 Services, districts and local structures

Outside of metropolitan areas, services, districts and local councils, or provincial authorities, should act as local authorities. They should have the same powers and functions as metropolitan authorities to do planning and implementation of infrastructure and operations.

Provincial transport departments should be responsible for co-ordination in respect of services, district and local structures and, in particular, rural bodies which have little or no competence to administer the function (DoT, 1996: 24).

2.5 JOHANNESBURG METROBUS SERVICE, PERSONS WITH SPECIAL NEEDS

There is an overwhelming challenge that currently exists in South Africa regarding the services offered to Disabled people. The Joburg Metrobus has to be innovative and forward thinking in its approach. Marketing takes a different tune in dealing with persons with disability. The principles remain the same but the implementation process is somewhat different. The challenge that has recently become more apparent is to integrate this sector of the community into the main economic stream and recognise the group as buyers and users of services.

The concept of a caring society is strengthened and deepened when we recognise that disabled people enjoy the same rights as all people do and that there is a need to have responsibility towards the promotion of their quality of life. There is a need to stop seeing, disabled people as objects of pity but as capable individuals who are contributing immensely to the development of society.

2.5.1 Legislative Framework in Service Offering by Bus companies

The research has shown that between 5 and 12% of South Africans are moderately to severely disabled. Despite this large percentage of disabled people, few services and opportunities exist for people with disabilities to participate equally in society. Particularly vulnerable are the traditionally disadvantaged groups in South Africa including, additionally, people with severe mental disabilities, people disabled by violence and war and people with Aids (Deputy President's Office, 1997: 4).

The paper continues to say that there is a need for rapid progress in developing a public transport system that is flexible and accessible. Without this, people with disabilities will continue to remain largely 'invisible' and unable to contribute to, or benefit from, the services and commercial activities available to most of their fellow citizens. Given the fact that the ability to use services, or attend school or work, is largely dependent on the ability of people to get there, the lack of accessible bus transport is a serious barrier to the full integration into society of people with disabilities (Deputy President's Office, 1997: 33).

Furthermore, bus services are currently largely restricted to those who are either associated with a social service agency (i.e. predominantly in the metropolitan areas). Accessible transport as a human right implies a departure from the traditional medical/ welfare model of providing trips primarily for medical purposes. People with disabilities should be able to travel, regardless of the purpose of the journey.

There is a need to develop an accessible, affordable multi-modal public bus transport system that will meet the needs of the largest numbers of people at the lowest cost, while at the same time planning for those higher cost features which are essential to disabled people with greater mobility needs (Deputy President's Office, 1997: 34).

The White Paper on a National Transport Policy (1996) should place the main responsibility for identifying the needs of specific categories of passengers on the respective metropolitan and local authorities. A large proportion of the population use the bus services as their chief mode of public transport. Policy makers tend to focus on wheelchair –lift equipped buses when considering access. There are, however, a number of low-cost accessible features that could be considered in the

short term. Dial-a-ride services have proven particularly popular in densely populated areas. The primary distinction between this service and existing services operated by welfare organisations is that people are able to use the service for any purpose, whether to work, school or for social reasons.

The Johannesburg Metrobus services do cater for people with disabilities. They offer a scheduled bus and a dial-a-ride service. The scheduled bus service is operated by Toyota Ventures, which are obviously not designed to transport passengers that are wheelchair bound. They operate Monday to Friday on a scheduled time scale during peak hours. Dial-a-ride operate off peak hour to transport passengers who need transport for various reasons.
The same vehicles are used to provide this service. The Johannesburg Metrobus in its 2002/2003-business plan set to acquire new buses that are adapted to cater for person with disability (Joburg Metrobus Business Plan, 2002/2003: 50). These buses would operate as integrated transport system in the Johannesburg metropolitan cities. The majority of the people who use the service live in the previously disadvantages areas, i.e. Townships like Soweto, and do not have access to new buses. These buses do not service the township areas and hence do not offer much accessibility to the users. They are catering for the minority in the city.

2.6 CONCLUSIONS

Government can play a significant role in ensuring effective bus service as a means of passenger public transport. Through national, provincial and local government bodies, a policy and regulation framework can be established, implemented and enforced. Public transport should remain the responsibility of government as the majority of the people are poor, cannot afford higher fares that normally follow from privatisation or corporitisation, and do not have access to transport that is normally only available in the metropolitan cities. Even in the cities, people still require safe, convenient, affordable and reliable bus service. There is a need to address the issue of persons with disabilities, to provide integrated bus service that caters for their needs without discrimination.

The Johannesburg Metrobus Company is faced with challenges that they will need to overcome if they are to be sustainable. There is even a high political challenge that needs attention. Extension of the bus service to previously disadvantaged areas remains the prerogative of government, and as such Metrobus have not been able to extend their services. The primary objective of the authorities should be to offer services to the previously disadvantaged groups but one finds that the resources are acquired and are not made available to the people who needs them the most. There has to be a change in policy and legislation if this company is to be sustainable. This posse more challenges for Metrobus as they venture into new business initiatives. The area of growth is likely to come from the previously disadvantaged areas and perceptions and attitudes have to be natured now.

The provincial government needs to level the playing fields and promote regulated competition to protect the passengers. Monopolies put passengers at a disadvantage since they tend to offer fares where marginal revenue exceeds marginal costs. Johannesburg Metrobus is as a result of the Egoli 2002 strategy. The strategy attempts to promote independency from the Utilities (Government companies) and enable them to be self funding and sustainable.

CHAPTER 3

SERVICE DELIVERY EXCELLENCE IN THE BUS INDUSTRY, A SERVICE DELIVERY MODEL

3.1 INTRODUCTION

Access to decent public services is no longer a privilege to be enjoyed by a few; it is now the rightful expectation of all citizens, especially those previously disadvantaged. This is why the guiding principle of public service transformation and reform is " service to the people" (Department of Public Service & Administration, 1997: 2). The transformation of the public service, particularly the transport service, is to be judged, rightly, by the practical difference people see in their everyday lives. Batho Pele defines this. In a genuinely competitive commercial market, private companies cannot afford to ignore the needs and wishes of their customers if they want to stay in business, because dissatisfied customers can choose to take their business elsewhere.

According to the Department of Public Service & Administration (1997: 6), knowing what the customer wants and providing it quicker, better and cheaper than your competitors, is essential to business success. As competitive companies worldwide soon discover, 'the customer comes first' is not an empty slogan but a fundamental business principle. Furthermore, customer perceptions and expectations of service are important.

The Joburg Metrobus has to understand the customers perceptions of service, whether those are positive or not, they still have to be addressed.
The importance of customer perceptions & expectations of service cannot be overemphasised. This chapter will pay particular attention to the service model that ensures service delivery success and apply this model to the public transport service, particularly the bus service in Johannesburg. Furthermore, this chapter will look at the experiences from other countries and various models applied in the bus industry with regards to service delivery.

3.2 SERVICES AND CUSTOMER SERVICE

Services include all economic activities whose output is not á physical product or construction, and is generally consumed at a time it is produced, and provides added value in forms (such as convenience, amusement, timeliness, comfort, or health) that are essentially intangible concerns of its first purchaser. On the other hand, customer service is the service provided in support of a company's core products (Zeithaml et al, 2000: 15). Furthermore, customer service most often includes answering questions, taking orders, dealing with billing issues, handling complaints, and perhaps and even more important in the bus industry, arranging scheduling, bus time tables and personnel dispatching. Quality customer service is essential to building customer relationships. According to Zeithaml et al (2000), services should not be confused with customer service. For example, Metrobus offer a service to the passengers and this service is in a form of scheduled bus transport.

Metrobus can offer a range of services to passengers, i.e. private hire, contract, persons with disability, dial-a-ride and social responsibility services. On the other hand, Metrobus' customer service will be determined by the company's handling, among other things, of customer complaints and compliments; quality levels of the core services offered. The company will set levels of service standards and passengers will grow to expect such a service at all times.

He continues to say that if the expected level of service falls short the customer will be dissatisfied. If the service exceeds expectations, the customer will be satisfied but expects that level of higher service next time. This will mean that the company has raised the service bar and that customers will expect such higher service levels all the time. It becomes important to further look at the interaction between the service provider – in this instance Metrobus, the customer and other providers who impact on the company's overall ability to offer the service (Zeithaml et al, 2000: 15).

3.3 SERVICES MARKETING TRIANGLE

In figure 3.1, the triangle shows the three interlinked groups that work together to develop, promote, and deliver services. Between these three points on the triangle, there are three types of marketing that must be successfully carried out for a

service to succeed: external, internal and interactive. All these activities revolve around making and keeping promises to customers.

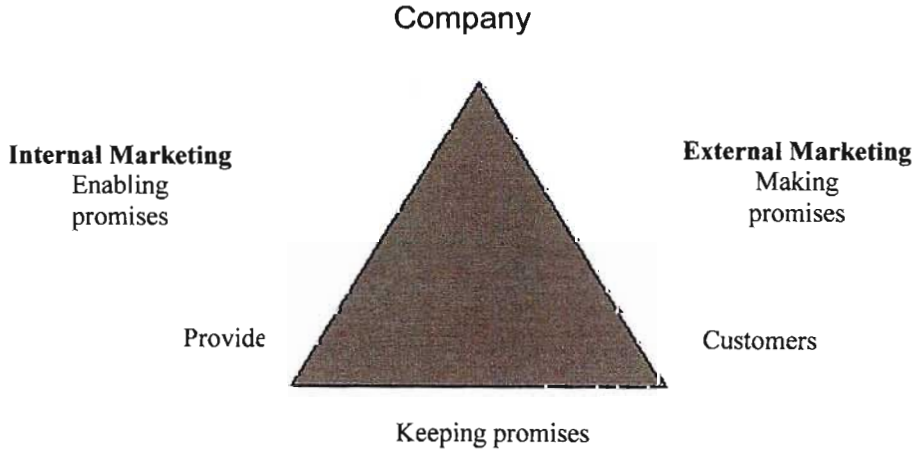
For services, all three types of marketing activities are essential for building and maintaining relationships with customers. Through its external efforts, the company makes promises to its customers regarding what they can expect and how it will be delivered.

Traditional marketing activities such as advertising, sales, special promotions, and pricing facilitates this type of marketing. But for services, other factors also communicate the promise to customers. Unless consistent and realistic promises are set via all of these external communication vehicles, a customer relationship will be off to a shaky beginning. Further, if there is a tendency to over promise, the relationship may also be off to a weak beginning. Once promises are made they have to be kept.

Keeping promises, or interactive marketing, is the second type of activity captured by the triangle – and is the most critical from the customer's point of view (Zeithaml et al, 2000: 16).

According to Zeithaml et al (2000) service promises are most often kept or broken by the employees of the company or by third party providers of service. Interactive marketing occurs in the moment of truth when the customer interacts with the organisation and the service is produced and consumed. Interestingly, promises are kept or broken and the reliability of service is tested every time the customer interacts with the organisation.

Figure 3.1 The Services Marketing Triangle



Source:

Adapted from Mary Jo Bitner, "Building Service Relationships: Its All About Promises," Journal of the Academy of Marketing Science 23, 4 (1995): 246-51; and Zeithaml A. Valarie and Bitner Mary Jo, (2000), Services Marketing: Integrating Customer Focus Across the Firm, McGraw-Hill, USA: p16.

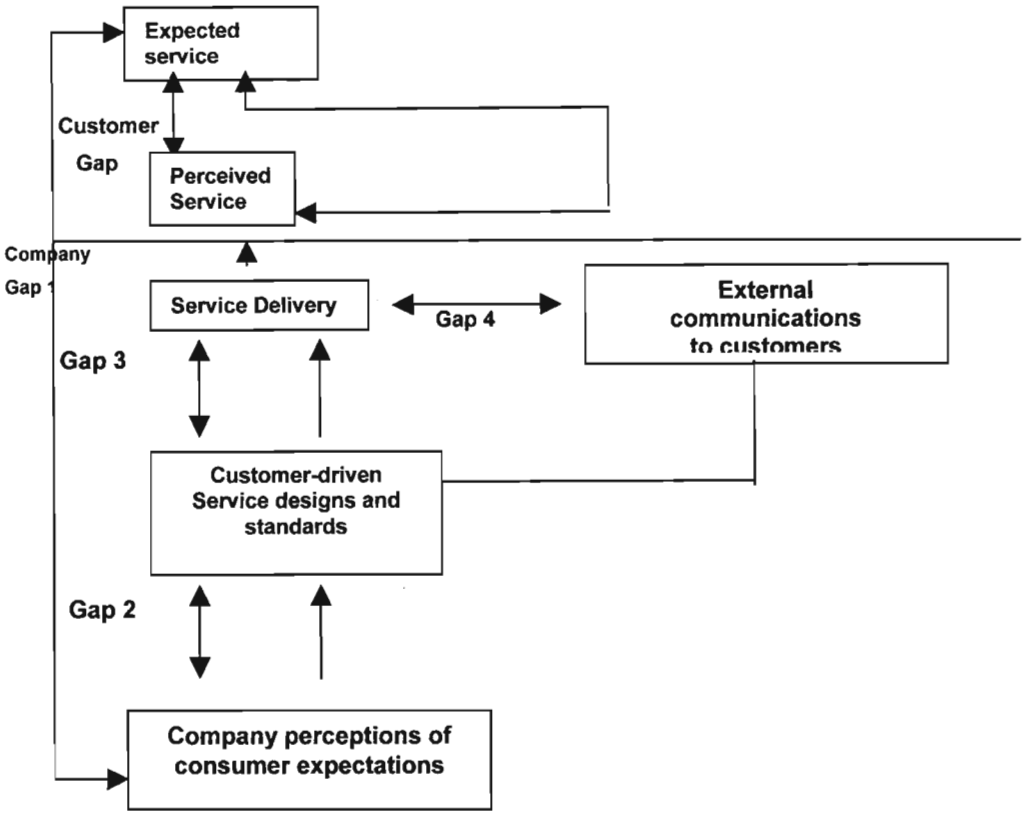
Furthermore, enabling of promises becomes important. In order for providers and service systems to deliver on the promises made, they must have the skills, abilities, tools, and motivation to deliver. In other words, they must be enabled. This has become known as internal marketing. Promises are easy to make, but unless providers are recruited, trained, provided with tools and appropriate internal systems, and rewarded for good service, the promise may not be kept.

This also hinges on the assumption that employee satisfaction and customer satisfaction are inextricably linked. In this triangle, all three sides are essential to complete the whole. For services all three activities, represented by the sides of the triangle, are critical to success; without one of the sides in place, the triangle, cannot be optimally supported. Each side represents significant challenges.

3.4 GAPS MODEL OF SERVICE QUALITY

The gaps model of service quality plays an important role in providing guidelines into understanding customer expectations and perceptions. This section looks at customer gaps that exists that often leads to dissatisfaction. The model is presented below.

Figure 3.2 Gaps Model of Service Quality



Source:

Zeithaml Valarie A & Bitner Mary Jo,(2000), "Services Marketing – Integrating Customer Focus Across the Firm" : Second Edition, Irwin McGraw-Hill, United States, p26.

The central focus of the gaps model is customer gap, the difference between customer expectations and perceptions. Expectations are the reference point's customers have coming in to a service experience; perceptions reflect the service as actually received. This is customer gap, and the company like Metrobus will want to close this gap –between what is expected and what is received – to satisfy their customers and build long-term relationships with them. To close this all important customer gap, the model suggests that four other gaps – the provider gaps – need to be closed (Zeithaml et al, 2000: 26).

There are factors leading to customer gaps, known as provider gaps and diagrams showing strategies to close those gaps:

Gap 1 - Not Knowing what customers expect

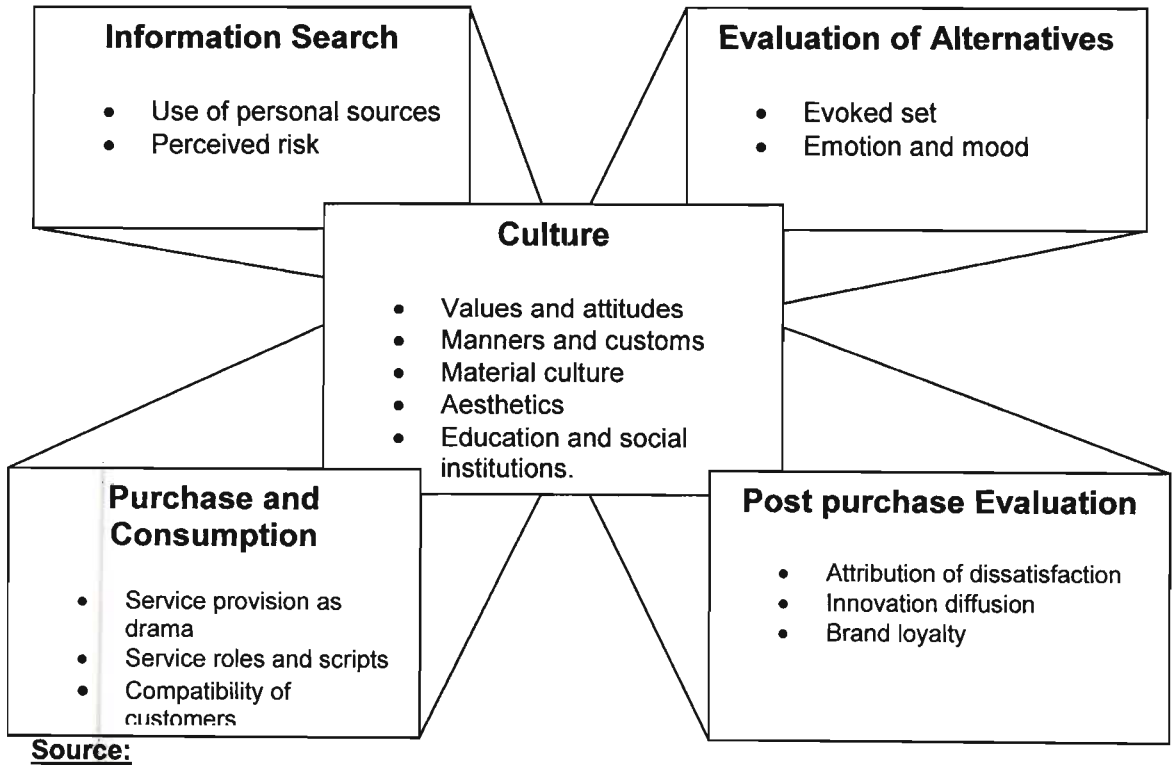
Key factors leading to gap1:

- Inadequate Marketing Research Orientation
- Lack of upward communication
- Insufficient relationship focus
- Inadequate service recovery

Strategies for closing gap 1

Service marketers' needs to develop and provide offerings that satisfy consumer needs and expectations, thereby ensuring their own economic survival. Service marketers need to be able to close the customer gap between expectations and perceptions. The figure below presents ways of closing this gap by understanding the consumer decision-making process. Service Marketers needs to alter their marketing mixes to recognise these different consumer behaviours and evaluation process (Zeithaml et al, 2002: 45).

Figure 3.3 Consumer decision-making and evaluation of services in Closing gap 1



Source:

Zeithaml et al, (2000), "Services Marketing- Integrating Customer Focus Across the firm", Irwin-McGraw-Hill, USA, p41

Gap 2 - Not selecting the right service designs and standards

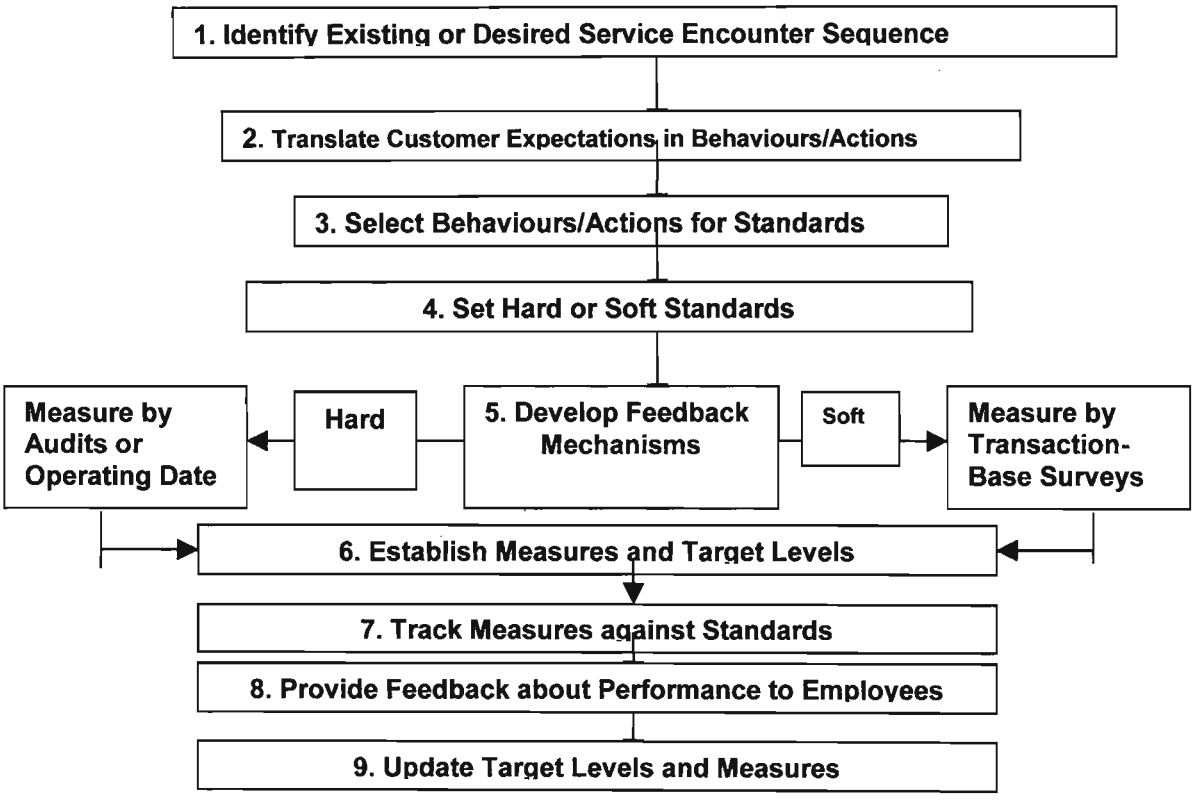
Key factors leading to provider gap 2

- Poor service design
- Absence of customer-defined standards
- Inappropriate physical evidence and servicescape

Strategies to close gap 2

This gap needs to be closed. The figure below presents a model of how to close gap 2. There is a need for developing customer-defined standards and the figure shows the steps involved in achieving the standards

Figure 3.4 Process for developing customer defined standards Closing gap 2



Source:

Zeithaml et al, (2002), "Services Marketing- Integrating Customer Focus Across the firm" , Irwin-McGraw-Hill, USA, p240

Gap 3 - Not delivering to service standards

Key factors leading to provider gap 3

- Deficiencies in Human Resource Policies
- Failure to match supply and demand
- Customers not fulfilling roles
- Problems with service intermediaries

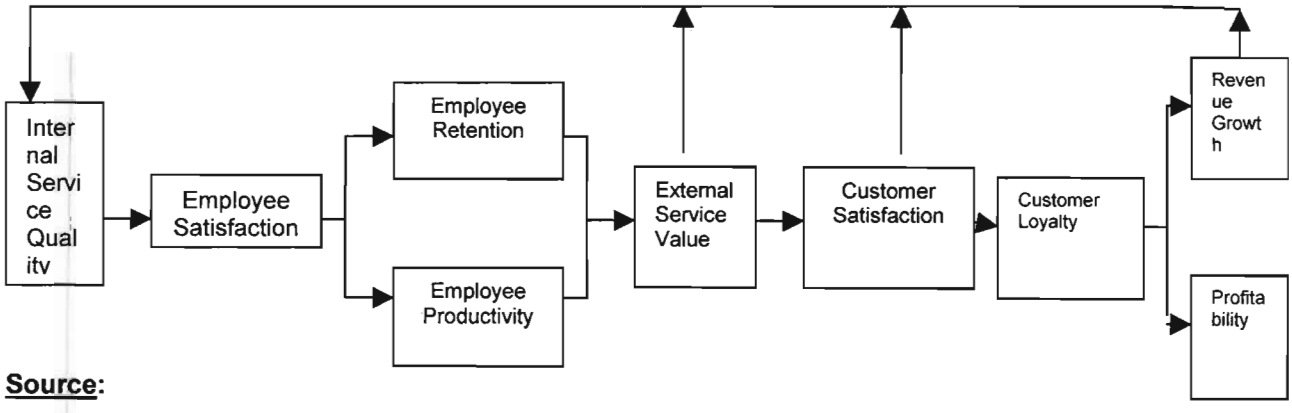
Strategies to closing gap 3

Positive associations between satisfied employees and customer leading to profits. Service marketers have to understand the underlying logic connecting employee satisfaction and loyalty to customer satisfaction and loyalty and ultimately profits. This is re-emphasised through the service profit chain.

However, the service profit chain researchers are careful to point out that the model does not suggest causality. That is, employee satisfaction does not cause customer satisfaction rather the two are interrelated and feed off each other. The model does imply that companies exhibiting high levels of success on the elements of the model will be more successful and profitable that those who do not (Zeithaml et al, 2000: 288).

In conclusion, because many services are delivered by people to people in real time, closing the service performance gap is heavily dependent on human resource strategies. Often service employees are the service.

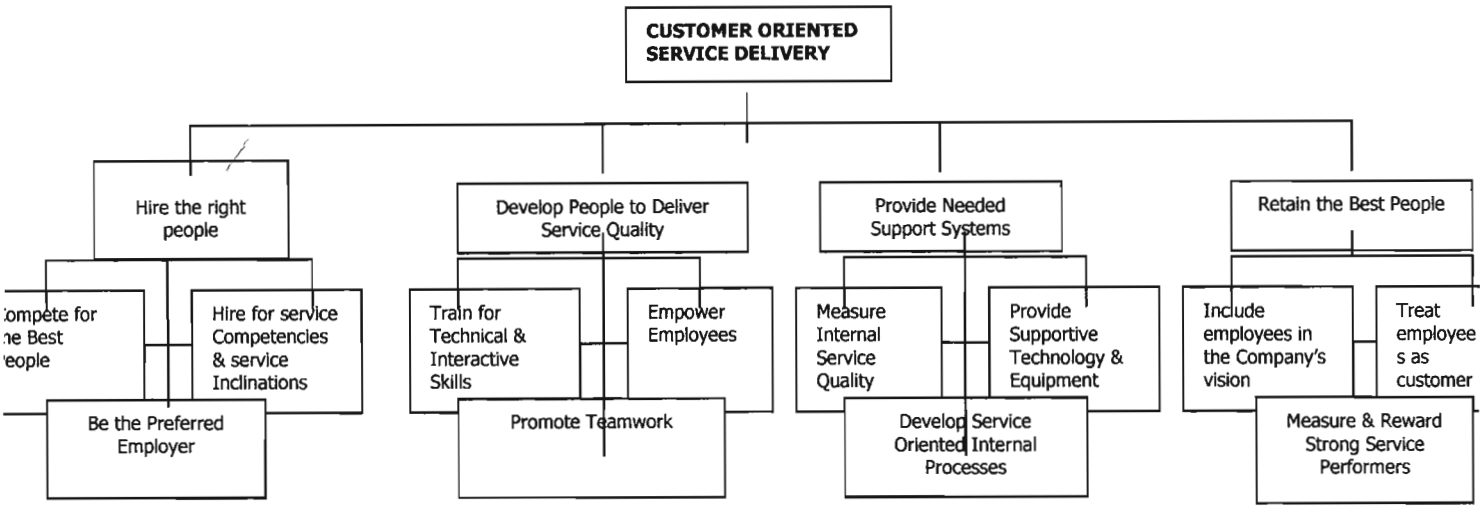
Figure 3.5 Service Profit Chain in closing gap 3



Source:

Zeithaml et al, (2000), "Services Marketing- Integrating Customer Focus Across the firm" , Irwin-McGraw-Hill, USA, p240

Figure 3.6 **Human Resource strategies for closing gap 3**



Source:
Zeithaml et al, (2000), "Services Marketing- Integrating Customer Focus Across the firm" , Irwin-McGraw-Hill, USA, p240

Gap 4 - Not matching performance to promises

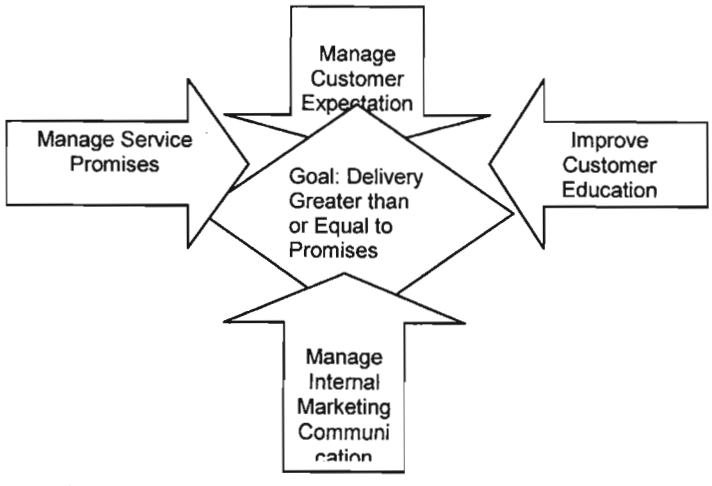
Factors leading to provider gap 4

- Lack of integrated services marketing communications
- Ineffective management of customer expectations
- Over promising
- Inadequate horizontal communications

Strategies to closing gap 4

Performance must be matched to promises through managing service promises, managing customer expectations, improve customer education, and managing internal marketing communication. This is represented in the figure 3.7 below.

Figure 3.7 **Managing Service Promises**



Source: Zeithaml et al, (2000), "Services Marketing- Integrating Customer Focus Across the firm" , Irwin-McGraw-Hill, USA, p408.

The model says that the company must first close the customer gap between customer perceptions and expectations. To do so, the company must close four provider gaps, or discrepancies within the organisation that inhibit delivery of quality service. The gaps model focuses on strategies and processes to be employed to drive service excellence.

According to Zeithaml (2000: 482), customer perceptions are subjective assessments of actual service experiences. Customer expectations are the standards of or reference points for performance against which service experiences are compared and are often formulated in terms of what a customer believes should or will happen. In a perfect world, expectations and perceptions would be identical: customers will perceive that they receive what they thought they would and should. In practice, some distance often, even usually, separates these concepts.

Furthermore, it becomes important to briefly consider how consumers form these perception and expectations, what goes through their minds in making such decision, i.e. what is the decision making process involved.
Understanding of consumer's decision-making process is important for the company to deliver quality service. Transport companies' needs to understand their target market and as such adjust and adopt strategies that meet and communicate with the market correctly. The consumers will search for information; they can use personal sources of information. There will also be a level of risks and the consumer will search for information thoroughly, depending on whether or not the service is high or low involvement, to minimise the risk of making incorrect decision. The consumer, having searched for the information, they will evaluate the information in an evoked set – that group of services a consumer considers acceptable options in a given category. The consumer will evaluate the evoked set positively or negatively based on the emotions and mood. The purchase decision will be entered into.

Zeithaml et al (2000) continues to say that the consumer, thereafter having purchased the service, will engage in post purchase evaluation that may lead to positive or negative dissonance. This may have a negative or positive repeat purchase intentions. The decision making process is also influenced by

consumer's culture, i.e. values and attitudes, Manners and customs, Material culture, Aesthetics, and educational and social institutions.

The key to closing the customer gap and provide excellent service delivery is to close provider gap 1 through 4 and keep them closed. To the extent that one or more of provider gaps 1 through 4 exist, customers perceive service quality shortfalls. The model as presented serves as a framework for service companies like Joburg Metrobus attempting to improve and provide quality. This model begins where the process of improving service quality begins: by gaining an understanding of the nature and extent of customer gap. Given the strong focus on the customer and the need to use knowledge about the customer to drive business strategy, it is believed this foundation of emphasise is warranted. Lets now turn the attention and look at the theoretical model and/or strategy of Government service delivery.

The government as an authoritative body that control public transport through legislation and policy has to adopt policies that intend meeting customer needs. If the Johannesburg public transport bus service in ineffective, then it is the responsibility of government to ensure that corrective measures are taken. This chapter plays a particular emphasise on government service delivery model in general and effective public transport bus system in particular. There are various views from certain institutions regarding what should be the role of government and how should public passenger transport be governed. Further, these institutions look at how an effective public transport bus service system should look like. The chapter will conclude by looking at various models of public transport service in general and bus service system in particular adopted in other countries.

3.5 GOVERNMENT SERVICE DELIVERY MODEL IN PUBLIC TRANSPORT

It is clear that the role of government is to develop strategy and to engage in planning, regulation, monitoring and enforcement at the local level. The role of operators is to compete fairly and innovatively to meet customer needs. Public services are not a privilege in a civilised and democratic society: they are legitimate expectation. That is why meeting the basic needs of all citizens is one of the five key programmes of the Government's Reconstruction and Development Programme. It is also the reason why the Government's macro-economic strategy called Growth, Employment and Redistribution (GEAR) calls, among other things,

for the reduction in unnecessary government consumption and the release of resources for productive investment and their redirection to areas of greatest need. This means that all citizens, within the context of fiscal constraints, must reorient government institutions to optimise access to their services and the fulfilment of competing needs.

In the context of service delivery, Department of Public Service & Administration (1997: 4) specifies that in order to ensure that service delivery is constantly improved, national and provincial departments will be required to outline their specific short, medium and long term goals for service provision. They will be required to provide annual and five yearly targets for the delivery of specific services, and will be required to report to their respective national and provincial legislatures on their achievements.

Many people argue that the notion of satisfying and understanding what the customer wants is irrelevant in the provision of service in public transport. They say that most passengers cannot choose the services. Passengers who has no other means of transport, and who solely rely on the bus transport for their survival will always use the bus service. This may have been so during the 80's but since the late 80's the bus transport has somewhat lost market share to minibus taxis. The "customer comes first" concept is nevertheless a useful term in the context of improving service delivery because it embraces certain principles, which are as fundamental to public service delivery as they are to the provision of services for commercial gains (Department of Public Service & Administration, 1997: 7).

3.5.1 Treating passengers as valued customers

- Listening to their views and taking account of them in making decisions about what services should be provided and/ or improved;
- Treating passengers with consideration and respect;
- Making sure that the promised level and quality of service is always of the highest standard;
- Responding swiftly and sympathetically when standards of service fall below the promised standards

The government realises that the tem 'customer' will therefore be useful in taking forward "Batho Pele" – meaning service to the people- initiative and is used interchangeable with the term citizens. The Department of Public Service & Administration (1997) recognises that it is not only the public who are customers. National and provincial departments have many internal customers such as components and staff within their own organisations, as well as other departments and institutions for whom they provide a service.

Furthermore, the "Batho Pele" initiative applies equally to these internal customers. The term customer refers to both internal and external customers. Measured against a customer yardstick, the South African public bus service sector has a long way to go. In many instances, there are no clearly defined standards by which to measure the delivery of services. Individual customers in the sector find that complaining about service often has little effect and can in any case be a daunting and time-consuming process. Lack of information and complex regulations are also barriers to good service. All too often it is left to the customers to work out for him- or her which services are available, and what he or she is entitled to. Too many government forms are complicated and not designed with the user in mind. Too many letters are written in a stilted, impersonal style, which is off- putting to the person who receives it. Finding the right person to speak to in bus transport department, particularly someone who can give friendly advice can be very trying, leaving the customers feeling helpless, frustrated and uncertain (Department of Public Service & Administration, 1997: 7).

3.5.2 The Model of Transport Service Delivery: Key Principles

The model is based on eight key principles that have been identified in ensuring that there is service delivery in Transport, particularly public bus service.

1. Consultation

The passengers should be consulted about the level and quality of the services they receive and, wherever possible, should be given a choice about the services that are offered.

2. Service Standards

The passengers should be informed what level and quality of service they will receive so that they are aware of what to expect

3. Access

All passengers should have equal access to the service to which they are entitled.

4. Courtesy

All passengers should be treated with courtesy and consideration.

5. Information

Passengers should be given full, accurate information about the service they are entitled to receive.

6. Openness and Transparency

Passengers should be told how national and provincial transport departments are run, how much they cost, and who is responsible should there be a need queries.

7. Redress

If the promised standards of service are not delivered, passengers should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, passengers should receive a sympathetic, positive response.

8. Value for money

Passenger transport should be provided economically and efficiently in order to give passengers the best possible value for money.

9. Encouraging Innovation, reward excellence

The employees must be given sufficient systems and follow correct procedures because these are often a barrier to good service rather than a support for it (Department of Public Service & Administration, 1997: 8).

According to the Department of Public Service & Administration (1997), there should be a Service Delivery Improvement Programme, which must be integrated with other departmental transformation priorities within the department's strategic plan. The Service Delivery Improvement Programme should set out, among other things:

- The existing levels of service and the proposed service standards to be adopted in short, medium and long term;
- How service standards will be monitored and reported on, and the management information systems which will support this;
- The organisational and systems arrangements which will ensure standards are met;

- The human resource training, supervision and appraisal arrangements which will ensure that staff behave in accordance with the Principles of Batho Pele;
- How the department's PR systems will be geared up to provide information about the type and frequency of services that customers require;
- How complaints systems will be developed to identify and rectify failure to deliver the promised standard to individual passengers
- The financial management systems which will collect data on the passenger costs per kilometre of the service, in order to provide information for standard and priority setting in subsequent years.

The programme can also be used to:

- Inform employees and encourage them to focus on improved service delivery;
- Provide information to facilitate monitoring by the Public Service Commission (PSC), DPSA, Portfolio Committees, the national and provincial inter-provincial transformation co-ordinating committees, and departmental transformation units; and
- Provide the basis for the eventual published document setting out the organisation's service standards and other service delivery goals and commitments (Department of Public Service & Administration, 1997: 17).

Improving service delivery is a continuous, progressive process, not a once-for-all task. As standards are raised, so higher targets must be set. Implementing a service delivery improvement programme can best be illustrated as an eight-step cycle:

- Identify the passengers and/ or customers
- Establish the passenger's needs and priorities
- Establish the current service baseline
- Identify the 'improvement gap'
- Set service standards
- Gear up for delivery
- Announce service standards
- Monitor delivery against standards, and publish results

The model format for the Service Delivery Improvement Programme is presented below:

Model Annual Report to Passengers: Improvement Programme Plan

Who we are We are the Department of ..... Our job is to (brief description of overall task)
What we do Our main services are:
Who is in charge The (Minister or MEC) (other executing authority) He/she is an elected politician. He/she is responsible for directing the Department's activities in line with the (national/provincial) Government's policies. The Director-General is (name) a public servant, appointed to ensure that the Department implements the (Minister/MEC's) policies efficiently and effectively.
Our standards – and how we met them Our service standards are set in consultation with our customers. These are our service standards, and the result we achieved (last year): **Standard** - - **Results achieved** - **How we intend to improve services.** Next year we plan to improve our services still further: **Current standard** **Target for (date)**
Our organisation and staffing We employ (XX) staff located in/at (list location/s and numbers employed at each). Additional

information, e.g.: - (xx) of our staffing are black, white, Indian and coloured; - (xx) of our staff are women, we employ - (xx) persons with disabilities - (xx) of our staff are (language) speakers (list all languages spoken)
Our budget Our budget was (Rxxx) (last year). This is how we spent it: Staff salaries R Other running costs (equipment, training, etc) R Programmes R Other items R **TOTAL R**
For more information please call (name, telephone number) **Or write to (name at (address/e-mail address)**

Model Format for Service Delivery: Improvement Programme

NB: Shaded are will form the basis of the Statement of Public Service Commitment		
1.CUSTOMERS	**2. SERVICES**	
1a. Primary customers	2a. Main services provided	
(Indirect recipients of services)		
1. CONSULTANTS		
Customers (List each main group)	**Existing consultation arrangements** (method, frequency, how results are used and publicised)	**New consultation arrangements from (date)** (method, frequency, how results will be used and publicised)
2. ACCESS		
Number of customers receiving services Service - - -	**Current**	**Target from (date)**

3. STANDARDS		
Service - - -	**Current standard**	**Standard from (date)**
4. INFORMATION		
Information provided about services. No. of customers who receive information. Method/s of communication. Frequency Languages Contact name/number provided	**Current**	**From (date)**
5. COURTESY		
Written Behaviour Code Supervision arrangements Customer service incorporated in performance appraisal	**Current**	**From (date)**
6. OPENNESS AND TRANSPARENCY		
Information provided about organisation	**Current**	**From (date)**
No. of customers who receive information Method/s of communication Frequency Languages Contact name/numbers provided		
7. REDRESS		
Complaints system conforms with *Batho Pele*. White Paper requirements for: - accessibility - speed - fairness - confidentiality - responsiveness - review - training Head of organisation personally reviews	**Current**	**From (date)**

complaints at regular intervals		
10. VALUE FOR MONEY		
Areas where efficiently savings will be sought	**Anticipated savings** (time, money, increased efficiency)	**How/when savings will be invested in improved services**
8. HUMAN RESOURCES		
11a. Training - All training programmes include service delivery components. - Front-line staff trained in customer care	**Current**	**From (date)**
11b. Encouragement and reward - Schemes for encouraging staff to render improved service/identify new/better ways of delivering services	**Current**	**From (date)**
12. STATEMENT OF PUBLIC SERVICE COMMITMENT	**Target date for publication....**	

Source:

Department of Public Service & Administration,(1997), White Paper on Transforming Public Service Delivery: Batho Pele- People First, SA, p21-24

It seems as if the government is also very concerned and is taking a pro-active approach to service delivery initiatives. The model recognises that for any good quality service there has to be a set criteria or service level standards against which service performance can be measured. This is quite a change from what government departments were perceived to be. The government's model follows very closely to the theoretical model of service delivery presented at the beginning of the chapter. The only highlighted difference is the approach and methods of implementations but the principles are similar. The theoretical model presented earlier by Zeithaml et al (2000) focused its attention on bridging the gaps that exist between passengers and operators in terms of what is perceived and expected

regarding service delivery. The latter model on the other hand do recognises service standards that needs to be established as well as how to meet the passengers expectations. The latter model presents guidelines in terms of what needs to be done.

Both models are service delivery concepts. The public bus service could be improved; especially the service passengers receive, once these are implemented correctly. In designing an effective bus service transport system, it is crucial to look at the service being provided because if the service levels are poorly conceptualised and implemented, even the best transport system will not lead to passenger satisfaction. Both have to be congruent and compliment each other. How often does one hear that the company has implemented an effective system and millions of rands have been invested in it, yet only to find that it fails because the support structures are not available to back up such a system?

Another important view to service quality is one held by Polinchock (2001: 1) cited in the Biz Community. He says that customer quality service and service delivery standards are all important to sustain the business, however many companies fail to effectively utilise such principles in practice. Many organisations have adopted a new approach to customer service.
They are now adopting Customer Relationship Management (CRM). However, according to Polinchock (2001), one of the problems with CRM is that many times it is being used as a tool to help the company touch the customer. Unfortunately, customer service is all about the customer touching the company. He says if one wish to know the difference companies should be asked to explain the difference. He says that most companies will start by discussing the bottom-line savings to the company. Somewhere up towards the top, they will also talk about the companies' ability to provide a mechanism for better service.

In so doing, the company will not be providing CRM for the benefit of the customers, but to benefit the bottom line. In service companies, like the Johannesburg Bus Company, both quality service coupled by good customer service needs to work together. If the company is providing excellent service and passengers are satisfied and pleased with what they are receiving and see value

for money, and the customer service offered remains a lot to be desired, the overall service quality perception is likely to be low. It is therefore important that service quality be accompanied by good customer service.
In the next section, the model is applied to the Johannesburg Metrobus services.

3.5.3 The Johannesburg Metrobus Perspective/ Model

The customer service model is very important in order to determine what the company can do to satisfy and understand how the passengers perceive the service offering. Metrobus has to identify and be able to determine the customer perception and expectation of service. What the passengers expect and the company perceive has to be met by the Metrobus' service that meets those expectations. If Metrobus' perceptions of what the customer expect is different from the customer's expectations, the customers will be unhappy with service delivery. Metrobus has to ensure that they conduct enough market research to understand and learn more about passenger's perceptions and expectation of service. Passengers must be the focus of the research on service quality so that Metrobus can provide the service that is expected. Once the company has gathered enough marketing intelligence through research, they have to use the results thereof to better their customer service and services strategy.

More often than not management of companies feel that they are removed from the passengers, that it is the responsibility of front line staff to care for the passengers. Companies whose management interact with passengers have shown substantive increases in passenger satisfaction because the customer service delivery is perceived to be high. Metrobus management have begun a process of meeting with the passengers at least once a quarter. They do this so that they can understand the customers' needs and evaluate their satisfaction with regards to service offering of Metrobus, said the Managing Director of Metrobus.

The customers must feel that they can access management at any point they are unhappy. Communication between management and bottom staff is important. The staff is normally aware of the issues that needs to be resolved by top management of the company. If there is no upward communication, then the service offered by the company will not satisfy the consumers' needs. Metrobus

has to build relationships with its customers. Many companies focus on attracting and satisfying new passengers while ignoring the current and old passengers. The customers, whether new or old, has to be treated in the same way and the company must be seen by everyone to promote relationship with its passengers. There has to be a movement away from viewing its passengers as accounting transaction but rather as crucial clients. The company that do well on this relationship stands a better chance of having satisfied passengers.

Customer driven standards are different from the conventional performance standards that most service companies establish in that they are based on pivotal customer requirements that are visible to and measured by passengers. They are operations standards set to correspond to customer expectations and priorities rather than to company concerns such as productivity and efficiency. Typically, management sometimes may believe that customer expectations are unreasonable or unrealistic. They may also believe that the degree of variability inherent in service defies standardisation and therefore that setting standards will not achieve the desired goals (Zeithaml et al, 2000: 227).

For Metrobus to avoid a mismatch between customer-driven service designs and standards and management perceptions of customer expectations, is to clearly design services without over-simplication, incompleteness, subjectivity, or bias. Tools are needed to ensure that new and existing services are developed and improved in as careful a manner as possible. Furthermore, Metrobus needs to ensure that there is a systematic new service development processes, defined service standards, connect service designs to service positioning, establish customer-defined service standards, process management to focus on customer requirements and establish a formal process for setting service quality goals.

According to Zeithaml (2000: 293), another important aspect to be considered by Metrobus is the discrepancy that often exists between development of customer-driven service standards and actual service performance by company employees. Even when guidelines exist for performing service well and treating customers correctly, high-quality service performance is not a certainty. Standards must be backed by appropriate resources (people, systems, and technology) and also must

be enforced to be effective, i.e. employees must be measured and compensated on the basis of performance along those standards.

Thus, even when standards accurately reflects passenger's expectations, if Metrobus fail to provide support for them-if it does not facilitate, encourage, and require their achievement-standards do no good. When the level of service delivery performance falls short of the standards, it falls short of what customers expect as well. Metrobus has to ensure that there is effective recruitment, there is no role ambiguity and conflict, there is employee-technology job fit, there are correct evaluation and compensation systems, there is enough support for empowerment, perceived control, and teamwork, a need to smooth peaks and valleys of demand, ensure appropriate customer mix, not relying so much on price to smooth passenger demand. Furthermore, there must be enough information provided to passengers about the company's service delivery to allow passengers to fulfil their roles and responsibilities, and avoid customers negatively affecting each other.

There has to be a link between service delivery and external communications to customers. Normally, a discrepancy exists in this regard. Promises made by Metrobus through media advertising, sales force, and other communications may potentially raise customer expectations that serve as the standard against which customers assess service quality. The discrepancy between actual and promised service therefore has an adverse effect on the passengers.
Broken promises can occur for many reasons:

- Over-promising in advertising or personal selling,
- Inadequate co-ordination between operations, technical and marketing,
- Differences in policies and procedures across service outlets (Zeithaml et al, 2000: 406).

Furthermore, a less obvious ways in which external communication by Metrobus influence customers' service quality assessment occurs when Metrobus frequently fail to capitalise on opportunities to educate customers to use the services available and use them appropriately to the customers advantage.

When employees who promote the service do not fully understand the reality of service delivery, they are likely to make exaggerated promises or fail to communicate to customer's aspects of the service intended to serve them well.
The full conceptual model as presented conveys a clear message to Metrobus management and the authorities including government officials who control passenger bus transport wishing to improve the quality of service. The model positions the key concepts, strategies, and decisions in service marketing in a manner that begins with the customer and builds the organisation's tasks around what is needed to close the gap between customer expectations and perceptions. Metrobus need to further acknowledge that in the current era of accountabilities and streamlining, virtually all companies hunger for evidence and tools to ascertain and monitor payoffs and payback of new investments in service. Many managers still see service and service quality as costs rather than as contributors to profits, partly because of the difficulty involved in tracing the link between service and financial returns (Zeithaml et al, 2000: 460).

He continues to say that determining the financial effect of service parallels the age-old search for the connection between advertising and sales. Service quality's results-like advertising's results-are cumulative, and therefore, evidence of the link may not come immediately or even quickly after investments. Spending on service per se does not guarantee results because strategy and execution must both also be considered.

3.6 CONCLUSIONS

You provide a quality service to your passengers when you either meet or exceed their expectations. Many bus operators make a fundamental mistake of assuming that they know what their passengers expect and through that lose passengers. Research has shown that it is five times more expensive to win a new customer, than it is to keep an old customer. Therefore, it is suggested that it is essential to spend time and energy to find out what the customers really want (Parasuraman et al, 1990: 1). .

Service delivery excellence plays a pivotal role in the future of service organisations. Metrobus is by no means an exception. They have to learn more

about the current and future passengers' needs. They have to conduct research that will enable the company to make better and informed strategic decisions. Closing the gaps that exists between management or the company and passengers is crucial for the satisfaction of passengers and the resulting sustainability of the company.

Discrepancies do often occur but these needs to be managed and efforts be placed towards closing any gaps that might exists. A question is always ask, what is the relationship between advertising and communication, and resulting sales and more satisfied passengers. There are obvious long-term benefits that are derived by passengers and the company. The future lies with the effectiveness of management to apply the models so that they can improve service delivery.
The government authorities who are controlling the passenger bus transport also needs to look at the model and check their understanding. Public service delivery is important in a democratic country like South Africa, government departments have to check their understanding of what the customers and the community expect and their-government- perceptions and expectations.

Government should not be seen to be addressing the needs of the passengers and communities that do not matter to those passengers and communities. Government department must conduct research to understand what the communities want and establish strategies and implement those to satisfy the people. Especially in public passenger transport, government has to be effective and efficient and use the taxpayer's income correctly in addressing those needs. In the next chapter, an effective model of passenger transport service delivery is presented.

CHAPTER 4

REVIEW AND DESIGN OF AN EFFECTIVE PUBLIC TRANSPORT BUS SERVICE IN JOHANNESBURG

4.1 INTRODUCTION

The bus service as a means of public passenger transport plays an important role in the lives of many communities who solely have to rely on the bus service for their daily economic and social activities. From this backdrop, the governments have to ensure that there is fair competition and that each member of the community is treated as fairly as possible. If the bus service is ineffective, i.e. where the bus does not adhere to time schedules, the bus always breaks down and there is little or never any replacement, the bus is always dirty, and the driver attitude and professionalism remains a lot to be desired, therefore the communities using this public transport will be unproductive. They will always arrive at work late and would be disciplined for it, this is likely to lead to great unhappiness and lack of self-esteem, and eventually it could lead to anxiety and stress.

The purpose of this chapter is to unravel this situation and look at the debate concerning the transport system and how it would benefit the communities. Furthermore, the chapter looks at the experiences from other countries. Finally the chapter conclude by looking at a plausible and effective transport system, particularly bus service system in the Johannesburg areas.

4.2 POINT OF VIEWS: OPERATORS, PASSENGERS/ USERS, SOCIETY AND GOVERNMENT

The Operators

The operator-supplier of the system is the most obvious actor who has a direct impact on the system. His point of view must always be taken into account. Essentially, the operator of a system provides the basic capital for the construction of the transportation mode and for its satisfactory operation. Thus, the operator-supplier will be found providing a network of the system, and/or the rolling stock, and/or the operator labour, and/or the managerial and technical skills required for the operation of the system, plus repair and maintenance facilities and garages and

a host of other incidentals without which the primary transportation services on the system would not materialise (Thomazinis, 1975: 9).

Passengers/ Users

According to Tomazinis (1975), the user represents the raison d'etre of the system itself, and his point of view seems most appropriate. The user of the system should make major inputs to the operation of the system and is the first to realise the systems output. In terms of his inputs, the user contributes his time, out-of-pocket costs, partial operating costs, accidents risks, and personal effort. In terms of output, the user receives the trips completed in the system, plus a level of comfort and contentment.

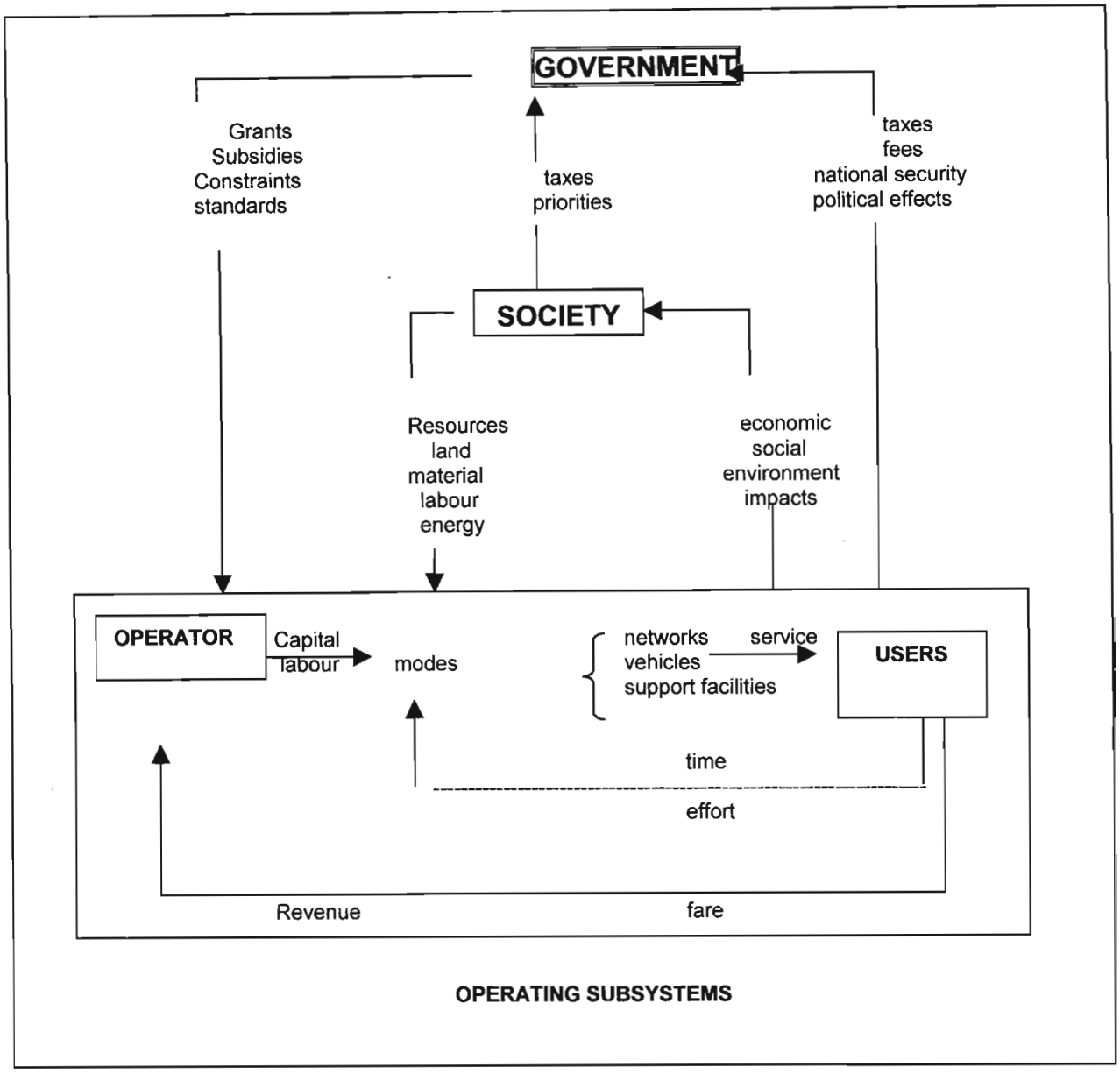
Society

Tomazinis (1975) continues to say that the society's point of view enters into consideration also because of the social significance of urban transportation systems and because in most cases the society at large is forced to take a specific stand with regard to the Metropolitan transportation system, and consequently may be satisfied or dissatisfied with what it is being asked to provide for, or receive from the system, directly or indirectly.

Government

Furthermore, the point of view of the government should be considered important for urban transportation system because of increased involvement that governments at all levels have with the operations and improvements of all types of urban transportation services. Investments by the government- policy formulation, subsidies, infrastructure establishment and development- in such a system must be seen as producing a definite output-useful not necessarily only to the government and its functions itself but also to the society at large.

FIGURE 4.1: Urban Transportation System



Source:

Tomazinis R. Anthony, (1975), "Productivity, efficiency, and quality in urban transportation systems", Lexington Books, USA.

4.3 IS PASSENGER TRANSPORT SYSTEM, PARTICULARLY BUS SERVICE EFFECTIVE?

There are contrasting views regarding the effectiveness of the transport system in South Africa, particularly Johannesburg. The Government is taking a forward thinking view and seems to suggest that indeed the transport system is not what it should be currently, however there are plans of getting the system to the desired state. On the other hand, labour representatives suggests that the system is not

effective but the proposals by government department of transport is a step in the right direction. The section below presents these views in more details.

4.3.1 Minister of Transport's View

Minister of Transport at the Cape Regional Chamber of Commerce and Industry in his address in 2002 said that transport is a basic necessity for sustainable social and economic developments. The efficiency of the transport function is a design-logic based on a clear understanding of service demands and expectations placed on the system by both current and future needs. He continues to say that the White paper on National Transport policy adopted by government in 1997 set a target of not more than 10% of disposable income to be spent on transport. He acknowledged that this target was not likely to be met soon in spite of the fact that public transport is a key basic necessity for access to socio-economic amenities by South African communities who do not have alternative means of transport (Omah, 2002:1).

The government has set as their objectives to promote public transport, especially bus service over use of private vehicles, "our intentions can best be met if we acknowledge and put an intensive drive on setting the platform for an effective public transport service which is rationalised for integration on a sound transport planning arrangement" (Omah, 2002: 1). The national department of transport is pursuing a process, which promotes integrated spatial and development planning approach and has consciously crafted a 5-year national strategy, which will guide transport planning for South Africa.

As will be revealed in detail later, as correctly pointed out by Minister Mac Maharaj, Moving South Africa (MSA) is a long-term strategy shaping the industry developments. The strategy will envisage a radical overhaul of SA's transport industry and infrastructure, and comes after more than years wide ranging research. It focuses on the entire transport industry, and seeks to provide an integrated strategy/ model for SA after decades of haphazard and apartheid-influenced investment. The 20 year, consumer-based vision pins its hopes on creating or developing passenger corridors.

As a starting point it warns that all sectors of SA transport have under-invested drastically in past years, and lays out a framework for creating a logical network that could see many uneconomical passenger services end (Gill, 2000: 1).

Furthermore, the plan seeks to bring an integrated economic logic to the sector and focuses bus transport on flows of people to 2020. Similarly, urban passenger traffic will be modelled on high-volume corridors that effectively halt current dispersion trends. The plan aims to be low-cost solution that opens up the system to those currently without the economic or physical access to the bus service network.

Gill (2000) continues to say that the report says that about 2.8 million people are classed as stranded- 13% of the overall market. A core aim is to give them access to the system. But it must provide some differentiation in the market, offering improved service and safety, to have any hope of swinging SA away from its relatively reliance on cars, which it sees growing dramatically in the next 20 years. The report says that compromises will have to be made when implementing the strategy, which will be on a provincial or local authority level, and as such funding will have to be carefully targeted. Furthermore, subsidisation must be targeted at lower-income groups with little or no access to the system. A survey canvassed a range of consumers and their transport needs. It found that 5.4-million people preferred to walk or cycle, taking an average of 12 minutes to get to their destination. The 2.8-million that are considered stranded take 49 minutes for their journeys. Some 4.1-million people in the "survival" class (taking the cheapest option) need close on an hour to reach their destinations, while sensitive consumers take 50 minutes. According to the survey, the 3-million or so "stubborn" car users take on average 31 minutes to make a journey (Gill, 2000: 1).

4.3.2 Johannesburg City Councillor's View

An effective passenger transport service is so important to the City of Johannesburg for various reasons, says Reynolds (2000), City Councillor in his abstract on Johannesburg: restoring the Ecology of the City. Johannesburg is the regional transport nexus and shopping centre for many township dwellers and it is the wholesale centre for the large and growing Africa trade. As a result, the last major corrective, according to Reynolds (2000), is for the City Council to introduce

a proper and effective Inner City public transport system. Currently, despite all the taxis and private cars that pour in everyday, there is no means to travel quickly about within the Metro. Most people cannot reach beyond about 4% of the Inner City, a denial of the whole purpose of the city, which is to maximise the regular exchange between people, goods, services, culture and ideas and so grow diversity. For an Inner City transport system to arise, the Council has to declare its right to "own the routes" it wants people to be able to travel. It can then contract operators to run routes for it under strict conditions in overlapping circles within the city so that people can move about quickly and conveniently (Reynold, 2000: 4).

4.3.3 COSATU's Point of View

COSATU says that South Africa's, particularly in Johannesburg, have inherited public transport system- bus services geared to meet the needs of a racial minority. Coupled with this skewed transport system is the legacy of the grotesque apartheid spatial planning? Consequently, passengers are confronted with settlements that are inefficient, dispersed and which impose costs to passengers, including their families. The majority of the workers spend a greater proportion of their time commuting to and from work as they live far away from their workplaces (COSATU, 1999: 2).

COSATU (1999) continues to say that the inefficient to non-existent transport system exacerbates the situation confronting workers. For this reason, COSATU acknowledges that public transport policy and strategy (MSA) will play a pivotal role in overcoming this apartheid geography. The provision of public transport also continues part of the social wage for workers, which lessens the burden on their incomes.

Furthermore, the state must play a leading and instrumental role in building an effective and efficient public transport, bus service system. This should entail:

- Extending the public transport system, particularly in previously under-served or disadvantaged communities;
- Expanding investment to rehabilitate transport infrastructure and provide new infrastructure;
- A regulatory framework to ensure maintenance of standards, including the regulation of private sector provision of public transport.

COSATU firmly believes in public provision of essential service, including transport. There were various resolutions adopted by COSATU

- Policy Conference held in 1997;
- Central Committee held in 1998;
- Special Congress held in 1999.

These Resolutions reaffirm COSATU's support for the government-led and not market-driven transport system. Further, these forums resolved to oppose privatisation, including the privatisation of public transport. Obviously, this is in direct contrast to what was proposed earlier by Government Officials. The fear seems to be that once opened to private ownership, the minority's interests will not be protected, i.e. people who cannot afford private cars and solely rely upon passenger bus transport for economic and social activities (COSATU, 1999: 2).

COSATU (1999) continues to say while they recognise the role of the private sector in providing transport, a market-driven approach has its limitations. The private sector operates on a profit motive and is likely to cherry-pick areas where there is effective demand- i.e. demand for transport backed by willingness and ability to pay. On the other hand unregulated competition will exert downward pressure on service standards including safety standards. For these and many other reasons not clearly spelled out, COSATU prefer public provision of transport. Moreover the lines of accountability between public entities and communities are clear. Public entities are obliged in terms of section 195 (1) of the constitution to be accountable, transparent, etc.

The major limitation of the Government strategies and planning is that the focus is more on the role of the private sector transport and on the regulatory function of the public sector, and less on direct public provision of public transport, in spite of claims to the contrary. The bill seems to be driven by the imperative to create an 'enabling environment' for the private sector to increase its role in public transport. The role of the Government is construed to be purely regulatory rather than directly providing transport services. COSATU are opposed to this position and believe that the public sector, i.e. parastatals, provincial government and municipalities have an important role to play in directly providing transport services. Therefore,

the public transport sector has both a regulatory and a service delivery role to play in transport, particularly bus passenger transport (COSATU, 1999: 3).

It is not all doom and dull, COSATU do recognises an important role played by the state. While they have raised serious reservation on aspects of current transport policy, they are in favour of many elements of the bill, the objectives outlined in the Transport White Paper, as well as some aspects of the Moving South Africa (MSA) report. Among others, they support:

- The principle commitment to the provision of public passenger bus transport in the bill, including the clear obligation of the Minister to promote public passenger transport. Further, the fact that public passenger bus transport should be made safe, affordable and environmentally friendly.
- The emphasise on integrated planning and the devolution of specific powers to provincial and local government in the interests of accountability.
- Further in regard to planning, the emphasise placed on discouraging urban sprawl and encouraging the development of high density transport corridors
- The various additional obligations of the Minister to ensure that passenger bus transport is energy efficient, that it is safe, and that education and training is provided in the industry in keeping with other relevant legislation.
- The numerous references to the need to provide for passengers with special needs
- The close link between the Minister and the MEC's concerning transport policy development.
- The statement of intent made in the policy documents concerning the needs of particular groups of passengers – including the very poor, passengers with special needs including the elderly and those with reduced physical mobility, and rural people.

There are areas of concern that have been highlighted by COSTU that will not improve service delivery and that will in fact lead to the perpetuation of the inefficiencies that exists in the bus services are as follows:

- Publicly-owned public passenger transport

COSATU is committed to the provision of transport by the government and not for profit gain. While the private sector will continue to play an important role in the

bus service transport in particular, the organisation is of the view that where services are already in government hands (local or provincial), the status quo should remain. In fact, given the advantages these services have in terms of existing infrastructure as well as structures of accountability, these services should be encouraged to expand.

The government says that any municipality may continue to operate a municipal public bus transport service at its own cost. However, if a municipality wishes to draw on the national subsidy for certain routes, it will have to comply with certain provisions. Firstly, in terms of section 41 (2) of the bill, it will have to be financially ring-fenced. Second it will have to tender for routes. The parties believe that such provisions will invariably result in the break up of municipal bus services and the undermining of what the stated intention of the bill is, i.e. to enhance planning and accountability. Municipal bus services are in a unique position of already operating within a framework of planning and accountability. This is where the advantage of public ownership lies. Passengers know exactly who to complain to when service is poor (their councillor). Where this advantage already exists, it will be wrong to take it away.

Furthermore, there need to be a mechanism for linking the planning and other functions of the Transport Authorities to the planning and service delivery functions of municipal owned services, without forcing municipal bus services into the tendering process. While the tendering system may be a way of regulating private operators and forcing them to take social issues seriously (safety, reliability etc) if a service is already in public ownership, then by definition it must gear itself to meet the policy priorities set out by the DoT, or face the sanction by which flow from being a public entity. If the DoT is concerned that some municipal services could be more effective and efficient, then this is a matter to be addressed from a different angle (COSATU, 1999:4).

Overall, COSATU seems to support the initiative to build an efficient, cost effective public bus service transport to overcome apartheid geography, which continues to impose a strain on workers and their families. Furthermore, COSATU has recorded the areas that they support the government strategy and underlined areas of concern.

4.3.4 SABOA's View

The Southern African Bus Operators Association (SABOA), which is the foundation that comprises of small, medium and micro bus operators to discuss and operate in the passenger transport industry as fully fledged professionals. This body ensures that the bus operations are effective and efficient. During the 1998 SABOA strategic planning conference, it became evident that in order to empower SMME members of SABOA to operate in the passenger transport industry will require exposing such operators to the facets of running a commercial passenger transport enterprise. This will not only prepare them for the competitive transport environment but also make them more efficient in the operations of their business (SABOA, 2001: 1).

The president of the foundation, Mr. Asokan Naidu, is very much committed into ensuring that this objective is met. SABOA is the leading vehicle for the empowerment of people in the passenger transport industry. Through the initiatives and success of SABOA, large numbers of highly successful small, medium and micro enterprises play a leading role as transport providers to a healthy and attractive industry. They also support the government initiatives of bus transport regulation but also caution against the tendering system and profit making initiatives that will open up a can of worms to discriminate against the small operators (SABOA, 2001:1).

4.3.5 International Views

It is important to draw from the international experiences to better the understanding of the transport system. London has been used as a point of depature because they run a big fleet of buses and have invested heavily in public transport system and infrastructure.

London Bus Experience

When London's urban public transport was brought in 1933 under the authority of the London Passenger Transport Board (LPTB), the bus services covered a vast area of what is now Greater London but also much of the adjacent countries. The London bus network is one of the largest and most comprehensive systems in the world, with 6000 buses running on more than 700 different routes (Livingstone,

2002: 1). Livingstone continues to say that the first priority of this bus company is to create a world class transport system which enhances business efficiency, ensures a wider spread of the fruits of economic prosperity and improves the quality of life of every Londoner, and buses have a large role to play in achieving this. London bus quality is planning to adopt a bus model that will be based on all round improvements to bus service, i.e.

- More buses, larger buses, new routes
- Improved reliability
- London-wide enhancements
- Better facilities
- Simpler, cheaper fares, and bus priority measures.

The Mayor of London believes that buses are the best option for increasing public transport capacity in the short term. According to him, many initiatives are in place in London to make journeys as reliable, quick, convenient, comfortable, easy to use and affordable as possible (Livingstone, 2002: 1).

The aim of the London bus is to make buses reliable, quick, convenient, accessible, comfortable, clean, easy and safe to use, and affordable.

4.4 MODEL FOR BUS SERVICE IN THE JOHANNESBURG METRO AREAS

According to previous reports, the public transport system was failing its customers. For most indicators including access time, journey time, safety, security and fares – customer goals are not being met for large numbers of passengers. Public transport supply is mostly characterised by a "one size fits all" service geared towards the lowest cost to the operator. 33% of Survival Customers (captive to lowest cost mode) and 47% of Sensitive Customers (captive to public transport but more quality sensitive) are travelling longer than their door-to-door journey time goals (DoT-Action Agenda, 2000: 9).

Furthermore, public transport services are facing a spiral of decline with most operators not re-inventing at even half their required levels for long-term sustainability. This results in very old vehicles fleets-the average age of existing taxis (at 9 years old) and buses (at 13 years old) puts both near to the end of their economically useful lives. Cost coverage from fares is poor for the subsidised bus modes with fare revenue covering approximately around 50% of bus costs. There

is a further concern of increasing car dependency. There seems to be a trend whereby there is an increasing congestion in urban areas as the car fleet is forecasted to increase by 64% by 2020.

The size of the stubborn customer segment is set to increase by 88% in size over the same period (DoT-Action Agenda, 2000: 9).

Table 4.1

Urban Passenger Customer Segments, 1996 – 2020 Projections

% of urban population		Projected % growth
25%	**Strider customers**: (prefer to walk or cycle) 5.4 million in 1996, projected growth to 6.9 m by 2020	28%
13%	**Stranded customers:** (no affordable transport available) 2.8 million in 1996, projected to grow to 3.6 m by 2020	28%
19%	**Survival customer:** (captive to the cheapest mode of public transport) 4.1 million in 1996, projected growth to 5.1 m by 2020	24%
10%	**Sensitive customer:** (captive to the best option of public transport) 2.1 million in 1996, projected growth to 2.6m by 2020	25%
19%	**Selective customer:** (can afford a car, but willing to use Public transport) 4.1 million in 1996, projected growth to 5.7 m by 2020	39%
14%	**Stubborn customers:** (will only use car) 3 million in 1996, projected growth to 5.6 m by 2020	88%

Source:

Department of Transport, (2000), "Moving South Africa (Action Agenda Part two), Foundations of the Moving South Africa Strategy – Economic and Social Role of Transport", Department of Transport, p8.

The potential loss of public transport customers to the private car is a major factor – of the 4.1 million Selectives (those who can afford and/ or have access to a car but are willing to use public transport), 2.6 million are currently on public transport. This information is crucial for the bus service.

The marketing of bus services should identify the Selectives, Sensitive and Survival Customers as target market. In the long run, the Stubborn customers must also be converted and be convinced about the benefits of using public transport.

4.4.1 Strategic Actions

- **Halting dispersion is crucial**

To reach the goals of a genuine all-day public transport service that not only meets the needs of commuters but also caters for shoppers, scholars, the physically impaired and the unemployed will require urgent action to halt the current dispersion trend.

- **Public transport investment as a solution to congestion**

With traffic congestion in certain areas to increase dramatically over the 20-year period, there is a need to building more roads in already well-served metropolitan areas. Experience internationally has shown that more roads attract more traffic, which in turn generates demand for even more roads.

- **Non-motorised segments must be consolidated**

The large size of the Strider segment at 25% of the urban population must be recognised as a positive factor that needs to be consolidated over time. Furthermore, walking/ cycling and corridor-based public transport are complementary services and the aim is to link pedestrian/ bicycle infrastructure with the optimal mode in corridors (as feeders and distributors) to provide a total transport solution spanning non-motorised and public transport modes, including the bus service passenger transport (DoT-Action Agenda, 2000: 10).

4.4.2 Key Strategic Actions

- **Densification of transport corridors**
    a. Densification requires innovative local-level co-operative governance
    b. Local transport and land use solution required
- **Optimal deployment of modes to meet customer service requirements**
    c. Customer-based transport planning

d. Corridor supportive infrastructure investment
e. Tough road space management

- **Improving firm level performance**
  f. Well planned tenders
  g. Regulation and enforcement
  h. Improving sustainability
  i. Stable and consistent funding

4.4.3 Key Targets

1. Unwind the legacy action agenda
2. Influence the pricing structure, which encourages dispersion
3. Appropriate regulation of all modes, including bus transport as a mode of Public passenger transport.
4. De-prioritise infrastructure investment for general modes of traffic, Particularly bus transport
5. Expand the system to include non-commuters and the Stranded and Survival segments
6. Begin to fully cost car use to benefit/ encourage bus use
7. Support customer attempts at organising to represent their interests (DoT-Action Agenda, 2000: 15).

The bus transport system also needs to cater for the poor citizens as well. This is not to say that it should ignore other commuters' interests but rather the emphasise should be on the marginalized group of passengers. The system that ignores the previously disadvantaged communities cannot be sustainable. The City of Johannesburg Model as presented below regulating the Metropolitan bus services is a new model to be implemented in South Africa. The rationale behind this model/ strategy was that all the Metropolitan services should be run as Semi-private companies with the City of Johannesburg as the only shareholder. The companies affected by such a model are as follows:

1. Johannesburg Metropolitan Bus Services
2. Pik it Up
3. Johannesburg Zoo
4. Johannesburg Emergency Services
5. Johannesburg Roads Agency

6. Johannesburg City Power
7. Metropolitan Police

4.4.4 The criteria used in ensuring model success

1. 100% ownership by the City Council
2. The regulation at the Local Level, guided by National and Provincial Acts and legislation
3. The City acting as a regulatory body, setting service delivery standards to be implemented by UAC's (or Utilities as these companies are called)
4. Each UAC to craft a business plan detailing action plans of how to deliver services to the satisfaction of the Council and passengers
5. The City Council to appoint the Board of Directors to be accountable to the Council as a shareholder. The Board of Directors to appoint the Managing Director and the Executive Directors.
6. The UAC to concentrate on revenue generation and not so much relying on the Government subsidy
7. The Government subsidy to be reduced on an annual basis, irrespective of inflationary pressures and revenue growth
8. The UAC to craft and implement their own strategies, i.e. Marketing Strategy, IT Strategy, Human Resources Management Strategy, Operations and Logistics Strategy, Finance and Corporate Governance including the Company's Act.
9. To report back on progress to various bodies:
    a. The Mayoral Committee
    b. The Portfolio Chairperson's Committee
    c. The Public Enterprises Committee
    d. The Contract Management Unit (CMU)
    e. The City Council
10. The bus company to operate scheduled routes, mostly in the City Centres and around Johannesburg. If there is a need to extend the services, then Metrobus should apply for the operating licence to the Gauteng Permit Board. This means that operator will only operate routes where the licence has been granted.
11. To agree with Council and/ Shareholder on the fare increases and fare structure
12. To ensure an efficient and effective fare collection system

Labour representatives heavily challenged the model as they foresaw loss of jobs and loss of union power. Because of this, there was a three years moratorium on retrenchments due to operational requirements. The Model was implemented in the year 2000. The corporatisation of The Johannesburg Metropolitan Bus Services (Metrobus) was identified in terms of the iGoli 2002 Plan. The primary aim of the strategy was to improve the operational efficiencies and profitability of Metrobus coupled with more targeted and demand-driven service delivery. The corporate entity was to promote operational independence from the City of Johannesburg and improve the commercial viability of this municipal public transport service. Metrobus has a number of advantages since its corporatisation:

- Its organisational design is based on functionality and delivery to customers
- All new products, especially buses, and related management systems focus on the principles of safety, environmental sustainability and customer service
- Metro buses' new perspective is one of marketing, communication and service delivery partnerships
- Supportive service-provision that addresses changing demand and complement the social service (City of Johannesburg-Budget, 2001: 8).

This ensures a well-managed integrated public transport bus service for commuters and shareholders of Johannesburg that is accessible, convenient, efficient, safe and reliable.

According to Budget (2001), the strategy is as follows:

- To provide all customers with equal access to bus service through rescheduling and extension of service in terms of demand
- Provide an excellent service standard in terms of quality and quantity of service provided
- Deliver services in a sustainable manner that is environmentally sustainable, efficient, effective, reliable and innovative
- Provide a value-for-money service
- Ensure safety at all times by implementing sound health and safety practices

Since Johannesburg Metrobus is run as a semi-private company whereby the City of Johannesburg Council hold 100% shares, basically the city set service delivery standards to be implemented by the bus company. The laws and rules governing

the transport industry are still applicable to Metrobus. The company has to submit the business plan that is in line with the Mayoral Strategic Outcomes, outlining the strategies and action plans to be implemented.

By 2020, things will operate differently. The long term strategy means that customers will be able to participate fully in the various activities of city life by using a public transport network that provides as much city-wide coverage as possible and which is affordable, safe, secure, fast and frequent. The core of the public transport will be the priority. Customers' need for improved access and short trip times will be met by having regular feeder services to the high volume corridors, user-friendly transfer facilities, short wait times due to high corridor frequencies and the possibility of differentiated services for customers with specific needs (DoT-Action Agenda, 2000: 6). Furthermore, mainstream urban public transport operations will meet the needs of currently marginalized users, including the stranded and Survival customer segments, scholars, users with disabilities, prioritised tourist customers and transferring long distance passengers.

The Johannesburg public transport model is based on fulfilment of economic and social roles. The model says that for the system to be effective it must meet certain criteria:

- Transport system must be sustainable

  In the research, MSA found many gaps, which threaten the sustainability of passenger bus transport.

  - The R3.3 billion annual road under funding
  - The capital reinvestment below required levels
  - The fleet which, on average, is operating at above 80% of its useful economic life
  - External costs not borne by operators who incur them
  - Systematic cross subsidisation within some entities that perpetuates poor operating practices in otherwise money-losing operations.

  Clearly, what is needed to address these is to unwind the legacy; build the basic platform and create advantage through differentiation. The sustainability is

important in that it begins to address the issues to meet the needs of the customers in the coming years.

- An integrated strategic vision

It has been stated that the underlying challenge faced by bus transport in Johannesburg is about delivering against national and customer goals. In order to ensure that the strategy for bus transport consistently addresses these issues, the strategic framework is built around three levels of action:

1. **Scope**. Actions to focus the reach of bus service networks and the density of demand along routes at key nodes
2. **Role of Modes**. Actions to apply the appropriate mix of modal technology to optimise the role of modes on the network to achieve economies of scale
3. **Firm-level competitiveness**. Actions to enhance the productivity and efficiency of transport providers and the power of customers.

For the Urban areas, the focus is to consolidate transport assets into high volume corridor networks and dense development nodes. These corridors and nodes will concentrate demand for services into a focused area that will enable the low cost, high quality and affordable backbone of the total bus transport system.

The five steps to realise the integrated vision:

1. Government to establish a clear vision for transport in line with national objectives and provide all players in the system with a view of priorities to be acted upon.
2. Government to establish needs to set playing fields by establishing strong institutions to serve as the locus for taking decisions on fixing the scope of the system and defining the role of bus service mode
3. Government to set clear rules of the game to structure participation in the transport industry. These rules will reinforce the strategic vision of focusing scope and optimal deployment of modes
4. Government to assist in developing the capacity of bus companies and delivery agents to enable them to implement improved services to customers.

5. Government to measure the performance of bus companies and delivery agents against the target outcomes of the strategy (DoT-Action Agenda, 2000: 5)

- The model continues to say that there must be strategic principles designed to guide the strategy implementation and these principles are as follows:

1. Create customer-facing systems
2. Enhance customer power
3. Allocate resources strategically and transparently
4. Remove obstacles
5. Create stand-alone self-funding business entity
6. Regulate supplier power
7. Recover full costs from users
8. Devolve the power to act
9. Optimise modal economics
10. Enforce the rules
11. Encourage competition
12. Integrate services and value chain
13. Enable firm-level choices
14. Create institutions that align firms to strategy

4.4.5 The Effectiveness of the Models

Various stakeholders are challenging the model, more especially labour representatives. The model was implemented in the year 2000. It has been in operation for three years. The model is the beginning or phase 1 of the 2030 City of Johannesburg strategy. There is however conflict that has resulted. The City as a regulator of public transport has caused conflict because the UAC - Metrobus is supposed to be an independent entity with its own board of directors being accountable to the shareholder. The city was not to be involved in scrutinising the day-to-day management of the UAC. The city has been directly involved in the day-to-day management and at times dictates as to what needs to be done and how. Since the UAC is responsible for its own revenue generation, it needs to identify areas of operations that will grow the revenues. Because of the Government's agenda to promote SME's in the bus sector, Metrobus has not been

able to obtain an operating licence to extend its services to other areas to grow revenue since it falls under the so-called big businesses. Furthermore, the tendering process will not guarantee Metrobus growth because any other company can tender, and in actual fact stands a better chance of obtaining the contract operating under SME umbrella. The provincial government, in the office of the MEC of Transport in Gauteng, put a moratorium on all business contracts. This meant that there will be no contracts being awarded and this moratorium is supposed to be lifted in 2003.

The most important element of the model should be based on the satisfaction of passengers and delivering services to the people who cannot afford any other means of transport but the bus service. This should be the primary objective. This will mean that all routes in all areas should have government regulated public transport. However, the Government strategy seems to promote privatisation of services. There has been a debate around privatisation of services by government. COSATU has been very upfront on this issue and have stated that privatisation, even though they understand the reasons and economic logic, will deprive the majority of the people, as the services will only be available in abundance at high prices. The services will be determined by the affordability. Demand and supply will determine the quantity and price at which services are exchange. Since the majority of the people are poor, the Government model cannot satisfy and uplift the living standards of the previously disadvantaged communities.

The same applies to the bus industry in Johannesburg. The model promotes profit generation for bus operators. In a capitalist system, each operator strives to maximise profits and at times to the detriment of the communities who rely upon such a service. Only those who can afford the service are able to access it. The bus fares and passenger routes are determined by demand and supply, and where there are imbalances operators will correct this on the supply side. Since, the subsidy levels will be on a downward trend, more and more bus operators have to establish future sources of revenue generation. Many more passengers who will not be in a position to afford such a public service will either have to walk, use bicycles, or have very limited travelling.

The public passenger transport should continue to be regulated by the local municipalities. Metrobus should continue to be responsible for ensuring service delivery excellence in the greater metropolitan cities. Since other small-medium operators will not operate routes where there will be no maximisation of profit. Metrobus should not be for profit but provide a service that caters for the communities no matter their economic position. This should be the role of government in providing an effective transport system. The vision of intemodal transport will only work when these basic principles are adhered to.

Metrobus have to be given a platform to operate. The bus company must be allowed to conduct route rationalisation in order to determine revenue-generating routes. The routes not generating revenue be subsidised by the government on an on-going basis.

4.5 CONCLUSIONS

In the new South Africa it has become vital that the public transport system, especially the bus service system, be improved. The problems experienced by the communities can no longer be ignored. Government has to take a pro-active stand in ensuring that bus service in Johannesburg is improved. The service should take into account the passengers needs.

The service should ensure that the passengers benefit, that buses are available in all the routes as they become needed, and that the government continue to subsidise non-revenue generating routes. The stakeholders' views, i.e. Government, business and labour, indicate that the previous transport systems were failing the passengers and the communities at large. In the previous system, service delivery excellence was not a major concern to the Department of Transport. In the current system, service delivery excellence is re-enforced. The current bus system is also faced with challenges; however, it is a step in the right direction.

The problems have been identified and noted. There is a need for further debate and engagement on the transport system as the solution cannot come over a short period of time. The 2030 Johannesburg vision aims at addressing such problems.

In the end, the transport system has to ensure high service delivery standards by all operators.

CHAPTER 5

EMPIRICAL RESEARCH
RESEARCH METHODOLOGY

5.1 INTRODUCTION

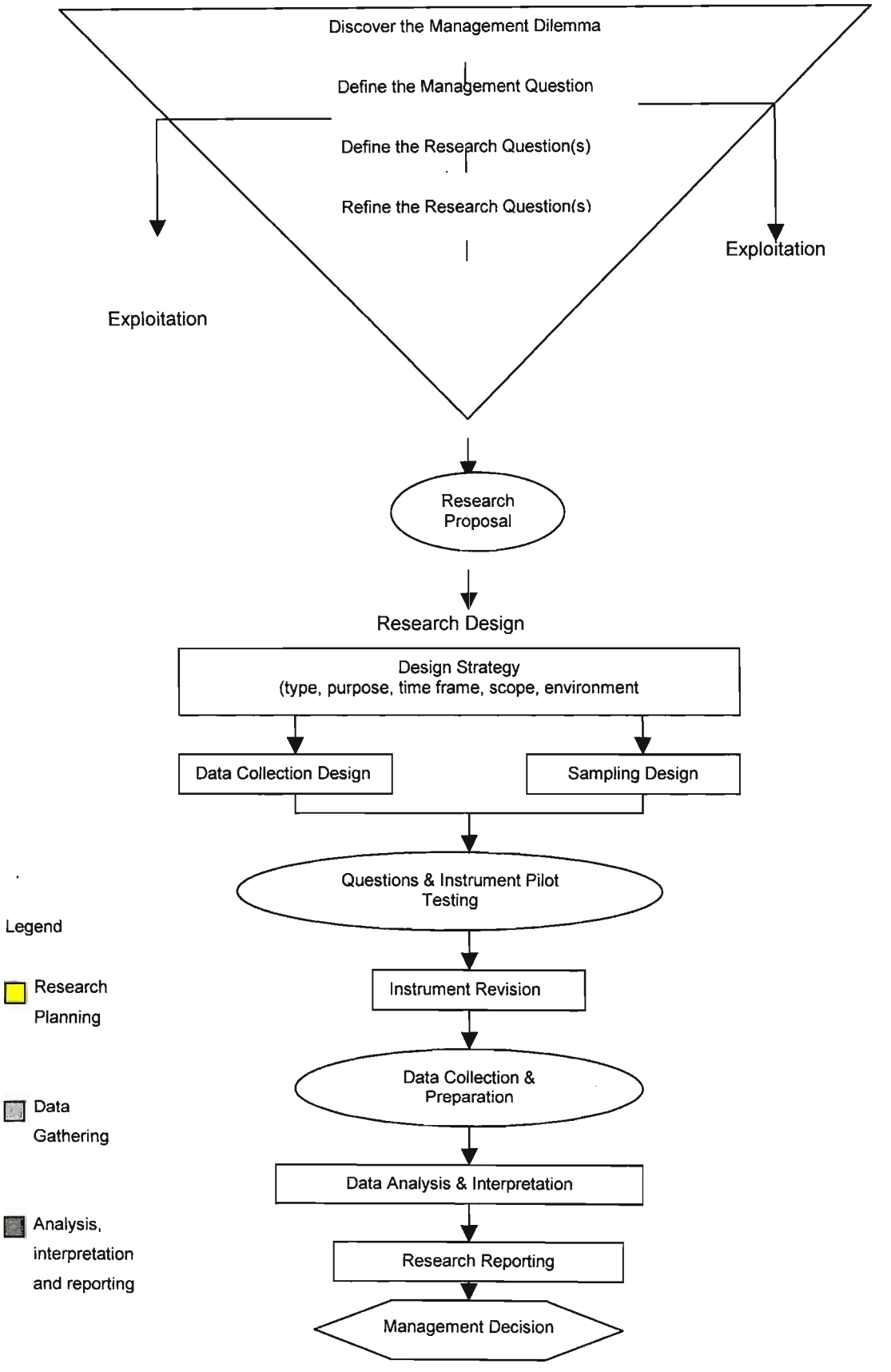
Secondary research plays an important role in providing an extensive knowledge about the subject matter. The literature available provided a broader understanding of the issues involved and the seriousness of those issues. The review of secondary data was critical in order to form an understanding of the problem to formulate research question. The objective of secondary data was to gather enough information on the management questions so that the research problem can be refined and understood. There is a need for a scientific method in research as well. The essential of scientific methods ensures the following:

1. Direct observation of the phenomena
2. Clearly defined variables, methods, and procedures
3. Empirically testable hypotheses
4. Statistical rather than linguistic justification of conclusions
5. The self-correcting process

One author notes, "Current scientific methods wed the best aspects of the logic of the rational approach with the observational aspects of the empirical orientation into a cohesive, systematic perspective (Cooper et al, 2001: 33)."

The research process followed is presented below under figure 5.1:

FIGURE 5.1 The Research Process



Source: Cooper R. Donald and Schindler, (2001), "Business Research Methods", McGraw-Hill Irwin, USA,p61.

5.2 PROBLEM STATEMENT

The number of people in the Metropolitan Cities have grown to such an extent that a call has been made for a re-view of the public transport policy to cater for such growth. Secondary research showed that more and more people in the city of Johannesburg are using their private cars. This means that the roads are getting busier and congestion increases. Many more people in the communities are seeking effective ways of saving by looking at alternative modes of transport to travel from home to work and back.

The government has provided public transport in the form of bus service but the communities are saying that such a service is not suitable for their needs hence they require a more effective and efficient bus service. For the communities to use the bus service, they require convenience, safety, comfort, affordable and reliability. A new transport model, particularly bus model was introduced in the year 2000 to ensure that services adhere to standards as set out in the legislation.

The primary problems of the research study:

- The bus service in greater metropolitan areas of Johannesburg is inefficient and ineffective in catering for the service needs of the passengers, and these passengers are likely to be dissatisfied with service delivery. What is then needed is a customer approach to service delivery.

- The inequalities of the past have led to poor infrastructure. Poor infrastructure results into poor passenger public transport service delivery and dissatisfied passengers.

5.3 RESEARCH OBJECTIVES

The research as proposed is a descriptive study that aims to reveal the ineffectiveness of the Public Transport Bus Service in the Johannesburg Metropolitan areas. The objective of the research is to show whether or not the transport bus service model and/strategy does not cater for the needs of passengers. If it does cater for the needs of the passengers, therefore passengers have to be satisfied with the service delivery, and vice versa.

5.4 HYPOTHESES FORMULATED

The hypotheses formulated for the research study are as follows:

Ho = The passenger bus service delivery in the Johannesburg Metropolitan areas result into dissatisfied passengers and passengers are likely to conclude that the bus service is ineffective.

H_A = The passenger bus service delivery in the Johannesburg Metropolitan areas does not result into dissatisfied passengers and passengers are not likely to conclude that the bus service is ineffective

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H_1 = Poor Infrastructure in the Johannesburg Metropolitan areas does not result into poor bus service transport and passengers are not dissatisfied.

H_A = Poor Infrastructure in the Johannesburg Metropolitan areas result into poor bus service transport and passengers are dissatisfied.

5.5 TERMS DEFINED

1. Metropolitan transport advisory board governs urban areas that have been declared metropolitan transport areas.
2. The core metropolitan cities includes ones found in Johannesburg, Cape Town, Pretoria, Durban, Petermaritzbug, Port Elizabeth, East Rand, Bloemfontein and East London. In this paper, the major focus is placed on the Johannesburg metropolitan areas.
3. Land Public Transport includes bus services, minibus taxis and Rail (http://www.link2southafrica.com/transport.html). For the purposes of this paper, the emphasis will only be limited on these modes in general with particular reference to the bus industry as a major focus area.
4. The effectiveness of the transport service refers to the ability of the public transport not only to shuttle the people in a safe, reliable, comfortable manner but also to meet the needs of the people with regards to their perceptions of how public transport should be like. The consumers' perceptions include those who currently utilise the transport.
5. Service delivery excellence refers to the norms and standards set by the government departments in ensuring that bus service operations deliver service

standards as stipulated. This further acts as a benchmark under which performance of service delivery can be measured.

6. The modes of transport include those that are governed by the state or the City of Johannesburg, represented by the Local Council chaired by the Executive Mayor.
7. Modes of transport services, in particular the bus service means the scheduled day-to-day service utilised by the passengers. Passengers exchange their disposable income to receive such a service. Most consumers use this service for various reasons. It could be for going to work and home, shopping, entertainment, social activities, et cetera.
8. The infrastructure refers to the conditions under which passengers travel: state of the buses, minibus taxis, and trains; the bus shelters and stops; the state of the roads; the fares systems; and the policies that governs public transport system in South Africa.
9. Accessibility of transport refers to the ability of the public transport to offer transportation service in a manner that is not discriminating based on race, gender and disability.
10. Previously disadvantaged areas are those areas that were excluded or marginalized from accessing effective and efficient public service and any other socio-economic activities.

5.6 IMPORTANCE/ BENEFITS OF THE STUDY

The City of Johannesburg has implemented a new transport strategy called Moving South Africa (MSA) under the Umbrella of the 2030 vision. This strategy is designed to bring back people to the city, to enjoy the benefits and city life. Various organisations are pulling the resources together to ensure that the city becomes one of the world's best cities. The 2030 strategy will ensure that these objectives are met.

Bearing in mind that there will be more and more people in the city either to work or to study or as residence, there has to be an accompanying effective public transport service that will cater for the transport needs of these people. The study is looking at the transportation needs of the city and models that are applicable. An effective model and/or strategy of public transport is needed, and has been

proposed to cater for future growth of people. Other Metropolitan Cities in other regions can learn more about the Johannesburg experiences and future plans

5.7 RESEARCH METHODOLOGY

Research Methodology plays an important part in empirical research. It highlights how the research was structured. This section looks at research design, assumptions, sampling frame, data collection methods, research limitations, analysis and interpretation of results, and research findings. This is important if the research is to provide a basis for generalisation. A good research project takes into account all these factors. The current research study also followed the same structure and is shown below.

5.7.1 Research Design

The research design was based on a descriptive approach where the research problem and/ or hypotheses are clearly defined and structured. The choice of a descriptive study was based on the descriptions of phenomena or characteristics associated with a variable. Furthermore, this type of study aims at the discovery of associations among different variables. It does not focus so much on the discovery and measurement of cause-and-effect relationship among variables. Effectiveness of the public transport bus service has been studied in many countries. Models have been developed to make sense of this phenomenon.

The relationship between the infrastructure and the efficient public transport is also a well-understood concept. The dilemma is to what extent does the infrastructure or the lack thereof contribute to the effectiveness or ineffectiveness of the transport system. Customer service also play a critical role, both in theory and in practice, towards the sustainability of the organisation. This is a widely explored concept and well understood in theory.

5.7.2 Research Assumptions

1. Normal distribution around the sample mean
2. Categories are exhaustive and mutually exclusive
3. The sample fully represents the population. Respondents are already aware of the current public transport bus service in the Johannesburg area.
4. Respondents are not indifferent between different modes of transport

5.7.3 Sampling Design

The sample size (n) was drawn from the population (N) comprising of passengers currently utilising the public service transport. The estimated population size (N) in the City of Johannesburg is 2.5- million people. A sample size of 168 respondents was drawn from current and potential passengers-passengers using various modes of transport and not particularly the bus service. Administered questionnaire was used for interview purposes. Having determined the population size (N), a random sample was chosen.

Non-probability simple random sampling was used in the study. This refers to the probability that a particular passenger will be included in the sample is unknown (Cooper & Schindler, 2001:166). Respondents were sub-divided into various category groups they belong, as shown below. The objective of such a division was to be able to identify satisfaction levels of various groups, i.e. Pensioners and Persons with Disability may be much more dissatisfied with the service as compared to Students and other groups. It should also be noted that pensioners and persons with disability groups comprised a very small number and as a result they may not have been fully represented in the study. However, to fulfil the study objectives, full representation was assumed.

Passenger Groups

Group 1 = Scholars between ages 15 and 18
Group 2 = Tertiary Education Students
Group 3 = Adults = All races, gender, or creed
Group 4 = Pensioners = All races, gender, or creed
Group 5 = Disabled = All races, gender, or creed

Accuracy and precision is assumed. Accuracy refers to the degree to which bias is absent from the sample. On the other hand, precision refers to the degree to which the sample fully represents its population (Cooper et al, 2001: 164). The study parameters were based on the passengers frequently using the bus service. The design requirements were met by this study and hence a non-probability simple random sampling was used in this descriptive study.

5.7.4 Methods of Data Collection

Secondary data was used to provide an understanding of the management dilemma in order to formulate a research question. Different publications, journals, papers and policy documents were used to be able to state the research question. Contrasting research, views and opinions found and were presented in the paper.

Often neglected but plays an important role is the utilisation of primary data in gathering more relevant and current information on the problem. Primary data involves conducting research to find solutions to the problems. Two interviewers conducted the interviews. The interviewers were trained and provided with the necessary skills of interviewing. The interviews were structured and pre-coded prior to the research being conducted. The questions developed were both open- and closed-ended.

The questionnaire was designed bearing in mind the research problem and statistical analysis system to be used. A questionnaire was tested prior to the research project. The pilot size of 10 respondents was used to introduce the questionnaire. The reasons for such testing was to determine if the questionnaire measures what it purport to measure. Furthermore, the questionnaire questions were not leading, and did not have double barrel meaning. The questionnaire is included as appendix 1.

The interviewers recorded all the information using paper answers, and no electronic devices were used as this could have had a potential to scare away the respondents. It is however acknowledged that there were challenges that needed to be overcome when dealing with personal interviewing.

The challenges were as follows:

1. **Non-response errors,** response errors from both the interviewer and the respondent; and costs associated with personal interviews.
2. **Personal interviews** are much better as compared to self-administered questionnaire because of high non-response rate.
3. Furthermore, the research questions were **pre-coded**. This means that for data analysis purposes, the method of analysing the respondent's answers is

predetermined by means of codes or numbers. Coding refers to defining categories and assigning a number to each category. In this paper, only numbers were used for coding purposes.

5.7.5 Data Analysis and Interpretation

Data analysis plays an important role in research projects. Data analysis can distort the research findings in cases where the data analysis is not properly defined and outlined. In the analysis, it was important to have an understanding of the dependent and independent variables. Many packages are now available for Windows. Packages like SAS and SPSS are in certain respects more powerful than Minitab. In this research study, however, SPSS was used for data analysis. The categories were assumed to be exhaustive and mutually exclusive. Also a normal distribution around the sample mean was assumed. Furthermore, cross tabulations were used in data analysis, and two or more variables were used simultaneously in a classification. Frequency tabulations were also used in data analysis including Statistical significance measures/ tests. In descriptive studies, using personal structured questions, there is always a danger that the results may seem acceptable at face value, as a result rejecting or accepting correct or incorrect hypotheses, respectively.

Testing for levels of significance allowed the researcher in this study to statistically measure the significance of the variables tested. This provided for more reliable results. A nonparametric test called a Chi-Square Statistics (ChiSq) is normally used and was also used in this study to test for levels of significance, taking into account the critical values for degrees of freedom, and levels of significance at either 95% or 99%.

Changing degrees of freedom and levels of significance may lead to different result altogether, the researcher was using such levels to provide for a high probability that the dependent variable is affected by the independent variable. In conducting our analysis, the researcher avoided making Type 1 and Type 11 errors. Furthermore, the assumptions for these tests were verified.

5.7.6 Research Limitations

1. The sample size (n) may be too small to make reliable conclusions, however the research can be used for future advanced research.
2. The population size (N) may not be representative for all groups of respondents.
3. Knowledgeable researchers but lacking practical experience conducted the research.
4. The interviews were conducted immediately after the Metrobus strike (May 2003), and this may have had an impact on the validity of the responses.

5.7.7 Research Findings

The research findings are presented in the chapter 6. The findings will be used to make generalisation of the universe. The conclusions drawn are going to be used to make recommendations to transport officials, particularly bus service marketers and/or operators. It is very important that the findings of this study are checked against the research problem to determine if the research has been able to provide meaningful and statistical significance answers.

5.8 CONCLUSIONS

The research methodology followed by the researcher is crucial in validating the research study. A strong research design ensures trustworthy findings that can be used and/ or applied for further research or for taking decisions.

CHAPTER 6

DATA ANALYSIS AND INTERPRETATION

6.1 INTRODUCTION

The previous chapter looked at the research design and research methodology that was used. This chapter provides for the analysis of the research. The cross tabulation are presented and frequency tabulations analysed. The chi-square tests are conducted to determine the statistical significance of the results. Tables and figures are used in the analysis.

In presenting the results, it is important to remember the hypotheses of the research as were presented in the previous chapter. It is the intention of this chapter to test these hypotheses so that they could be accepted as true or false. These tests will be able to give an overall indication on the effectiveness of passenger bus service delivery from the consumer's point of view. In so doing, the person needs to take cognisance of the limitations and the assumptions of the study.

6.2 RESEARCH FINDINGS

Table 6.1 shows the respondents category. This is a frequency table indicating that 59.5% of the respondents were from the Adult passenger group, 11.9% scholars, and 15.5% were tertiary students. The three groups of respondents represent a cumulative 86.9%. The pensioner group is 5.4% and 3.6% for persons with disability. Among the respondents, the majority were adults, scholars, and tertiary students.

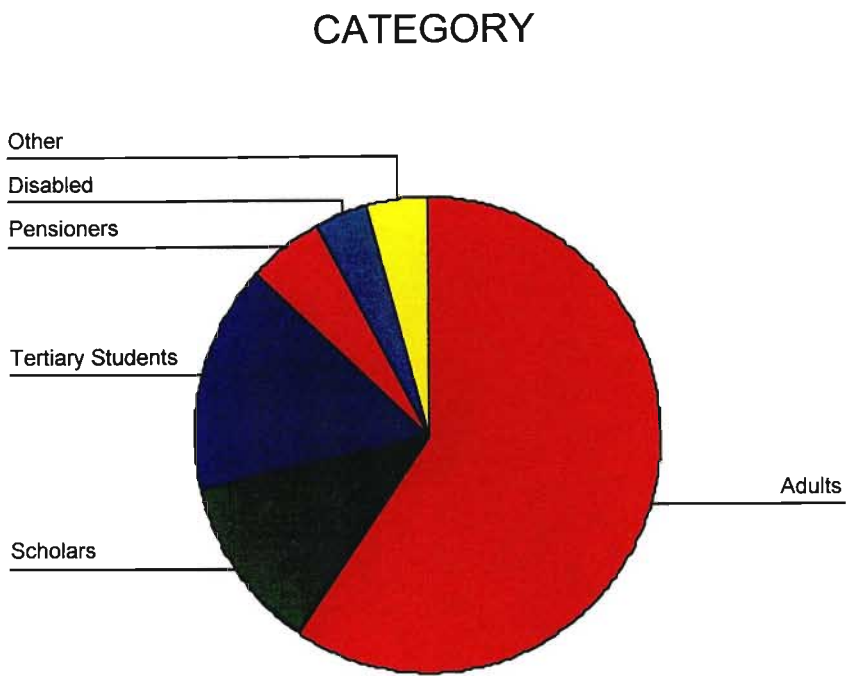
Table 6.1

Frequency Table - Category of Passenger Groups

CATEGORY

		Frequenc y	Percent	Valid Percent	Cumulative Percent
Valid	Adults	100	59.5	59.5	59.5
168	Scholars	20	11.9	11.9	71.4
	Tertiary Students	26	15.5	15.5	86.9
	Pensioners	9	5.4	5.4	92.3
	Disability	6	3.6	3.6	95.8
	Other	7	4.2	4.2	100.0
	Total	168	100.0	100.0	

Figure 6.1



The scholar group is 11.9% and is slightly lower than the tertiary students group. One reason for this could be that there are more students attending tertiary education around the city centre than are scholars. The research was conducted in the city centre during the day, it is possible that most scholars were already attending school while tertiary student's timetable vary depending on the courses attending. To ensure a fair representation, the interviews were conducted in the early hours of the morning, during the day as well as in the afternoon for two days. There were more adult passengers interviewed than any other group.

Furthermore, it is important to look at this category of passengers and see where they live. This depicts their likely exposure to the past inequalities. From hindsight, those living in the city are most likely to have always had good infrastructure and good bus service since the service was mainly concentrated in the cities and not in the previously disadvantaged communities.

On the other hand the previously disadvantaged communities never had a good bus service and are most likely to be dissatisfied with the bus service. To unpack this, we begin by showing a table looking at category and living areas. Table 6.2

shows that among the respondents there are more adult passengers living in the CBD than in the township but more living in the suburban areas.

From the scholar groups, only 5 are living in the CBD but a little bit more in the suburban areas. It becomes very interesting to highlight what the adult passenger group feel about the service delivery in the city.

Table 6.2

Category of passengers and Areas they Live

		LIVEAREA						Total
		00	Rural	Suburban	Township	JHB CBD	Other	
Category	Adult	1	5	44	17	32	1	100
	Scholar		1	9	5	5		20
	Tertiary students			9	6	11		26
	Pensioner0			7	1	1		9
	Disabled			2		4		6
	Other			2	5			7
	Total	1	6	73	34	53	1	168

Figure 6.2

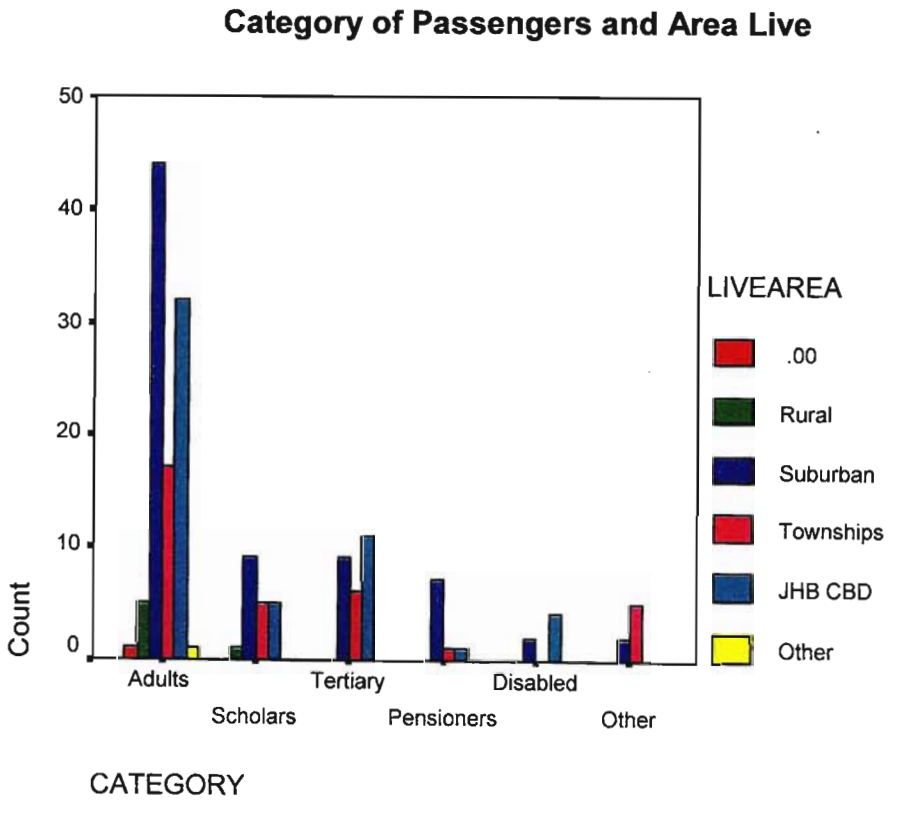


Table 6.3

Category of passengers and their levels of satisfaction with the bus service delivery.

CATEGORY BY SERVICE SATISFACTION

		SATSERC					Total
		v.unsatisfi	unsatisfied	neutral	satisfied	v.satisfied	
Category	Adult	8	13	10	30	39	100
	Scholar	1	1	2	9	7	20
	Tertiary	4	5	3	8	6	26
	Pensioner		1	2	4	2	9
	Disabled			1		5	6
	Other	6				1	7
	Total	19	20	18	51	60	168

From table 6.2 and 6.3, the adult passenger category, the majority living in the suburban (44) and CBD (32) feel very positive about the bus service delivery. Table 6.3 shows a cumulative of 69 passengers indicating that passengers are happy about service delivery, as opposed to 21 indicating that they are unhappy. Furthermore, out of 20 tertiary respondents, majority living in the CBD (11) and Suburban (9) are also positive about the bus service delivery. A cumulative percentage of 54 (54%) passengers are pleased with the bus service delivery while a cumulative of 9 (34%) passengers is not satisfied with the service delivery. Overall, 39 (34%) respondents across all categories are not happy about the service provided while 111 (66%) show high levels of happiness and only 18 (11%) were neutral. This information needs to be tested statistically and this will be done below.

More people living in the suburban areas, as they comprise the majority of the respondents in the sample, are currently satisfied with the overall public transport bus service delivery. May-be this is to be expected. The Johannesburg Metrobus has always operated in the city and suburban areas even during the times of apartheid. The service and infrastructure then was widely available. Since then, nothing much has changed. Even at this present moment Metrobus still commute passengers in and around the CBD, including the suburban areas. Once the

service is extended to cater for the previously disadvantaged communities as proposed by Metrobus via application to the operating licence or permit board, it is expected that service delivery perception is likely to change from positive to negative.

6.2.1 Testing for Hypothesis (Ho)

Table 6.4 Chi-Square Statistics: Service Satisfaction

Descriptive Statistics

	N	Mean	Std. Deviation	Minimum	Maximum
Service Satisfaction	168	3.6726	1.36464	1.00	5.00

	Observed N	Expected N	Residual
Very unsatisfied	19	33.6	-14.6
Unsatisfied	20	33.6	-13.6
Neutral	18	33.6	-15.6
Satisfied	51	33.6	17.4
Very satisfied	60	33.6	26.4
Total	168		

Test Statistics

			BUS Service Satisfaction
Chi-Square			48.845
Df			4
Asymp. Sig.			.000
Monte Carlo Sig.	Sig.		.000
	99% Confidence Interval	Lower Bound	.000
		Upper Bound	.027

a 0 cells (.0%) have expected frequencies less than 5. The minimum expected cell frequency is 33.6.

b Based on 168 sampled tables with starting seed 1314643744. Critical Value-P = 13.28.

1. Null Hypothesis

Ho = The passenger bus service delivery in the Johannesburg Metropolitan areas result into dissatisfied passengers and passengers are likely to conclude that the bus service is ineffective.

2. Alternate Hypothesis

H_A = The passenger bus service delivery in the Johannesburg Metropolitan areas does not result into dissatisfied passengers and passengers are not likely to conclude that the bus service is ineffective

3. Statistical Test

Chi-Square Test to compare the observed distribution to a hypothesised distribution. Significant level = .01.

4. Results

Calculated Value = 48.84. Critical Value = 13.28 (Cooper et al, 2001: 749)

5. Interpretation

The Chi-Square is larger than the critical value; therefore we fail to accept the null hypothesis. We however accept the alternate hypothesis. We accept that the passenger bus service delivery in the Johannesburg Metropolitan areas does not result into dissatisfied passengers and passengers are not likely to conclude that the bus service is ineffective.

6. Conclusions

Passengers in the greater metropolitan areas of Johannesburg are satisfied with the passenger bus service delivery. This further means that the transport model and/or strategy is addressing the needs of the passengers. This is a customer-oriented approach and Moving South Africa strategic principles seem to have been fulfilled. The passengers, in view of the fact that they are satisfied, are saying that passenger bus service model is effective. This refutes the reports as was shown through secondary research.

Passengers will determine the effectiveness of the bus service based on their perception and experiences of service delivery exposed to at the time as well as past history of the service. If passengers are experiencing poor bus service, they are likely to say that the bus service model is not effective because it does not satisfy their needs. Through empirical findings, passengers' exposure to the service encounter has been positive; as a result the conclusions are in favour of the current model. There were some concerns with regards to the reliability of the service. These concerns were not strong enough to reject the service delivery model.

Table 6.3 show that many passengers are satisfied with the overall service they are receiving, irrespective of which area they are from. Passengers living in the Townships are as happy about the service as passengers living in the JHB CBD and Suburban areas. The respondents are accessing the service in the Central Business Districts. The service received by the previously disadvantaged communities in the cities is the same as that received by the previously advantaged communities. It will be interesting to see once the service is extended to cover the Townships, whether or not the satisfaction levels will remain the same. This is the area future research can explore and compare service delivery in the Townships and metropolitan areas. For the purposes of this paper, it suffices to say that the passengers are satisfied with the service.

Furthermore, it was hypothesized that passengers' experiences or the lack thereof of service delivery will be influenced by the past inequalities that have currently led to the poor infrastructure. Poor infrastructure, i.e. in the form of poorly maintained roads, lack of bus stops with shelters, inefficient ticketing system, and difficult access to the bus areas, means that even the best bus service system will not function effectively.

In the past, infrastructure development & maintenance was only provided in and around the cities, including suburban areas, and not so much in other marginalized areas, like Soweto, Umlazi and Gugulethu Townships in Gauteng, Durban and Cape Town, respectively. If the service is eventually extended to previously disadvantaged areas, the government has to either extend the current budget to accommodate these areas or invest more funds to upgrade these areas. There are two problems with this scenario. The first is that by using the current city infrastructure budget to service previously disadvantaged areas, planned for Metropolitan infrastructure, could result in poor future maintenance and upgrade in the Metropolitan areas.

Secondly, there may not be enough resources available to conduct a thorough upgrade and/ or maintenance in the previously marginalized areas. What is really needed is the investment from government to address infrastructure or lack thereof in the previously disadvantaged areas.

Table 6.5 below is a cross tabulation between where passengers live and their perception about past inequalities as leading to poor infrastructure and poor bus service delivery.

Table 6.5:

AREA LIVE AND PAST INEQUALITIES

	INEQUALI .00	S.disagree	Disagree	Neutral	S. agree	Total
LIVEAREA .00	1					1
Rural				1	5	6
Suburban	2	2	6	30	33	73
Township	1		4	12	17	34
JHB CBD	3	2	6	21	21	53
Other				1		1
Total	7	4	16	65	76	168

Figure 6.3:

AREA LIVE AND PAST INEQUALITIES

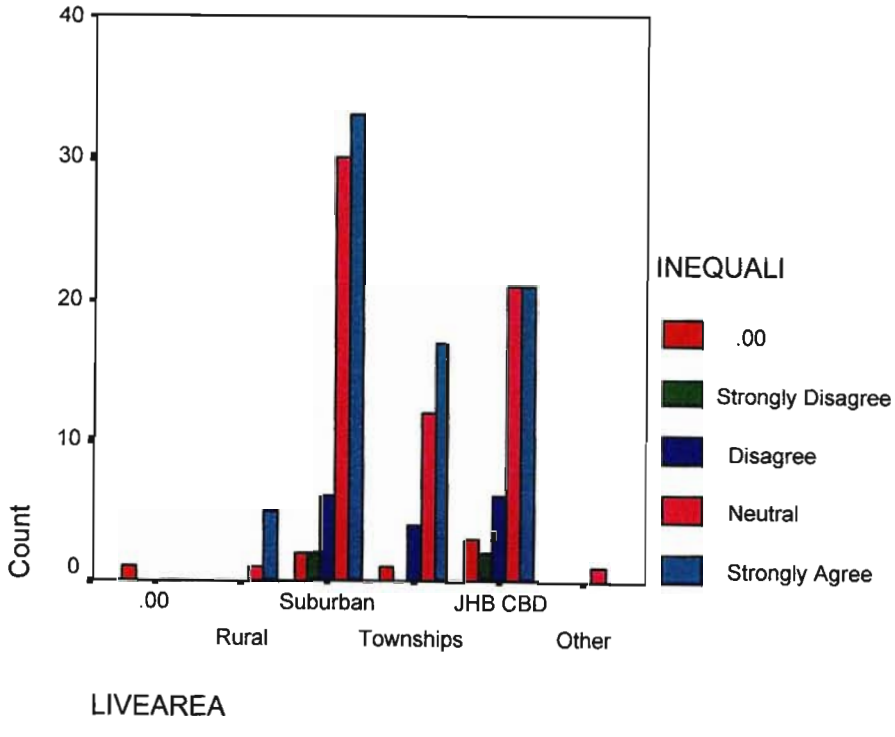


Table 6.5 shows that 45% (76 passengers) strongly agree that past inequalities have played a major role in contributing to poor infrastructure at the present moment. 38% (65 passengers) are neutral. This is a significant percentage. Due

to the sensitivity and political nature of the question, 38% of the responded did not indicate their view on the issue. They elected to remain neutral. Only 16% (27 passengers) were in disagreement with the question. Out of 34 respondents living in the Township, 17 (50%) believed the statement to be true. 50% passengers living in the Township fully agree with the statement, while 45% passengers from the suburban areas agree with the statement. 40% from the JHB CBD agree with the statement. Overall, 76 (45%) passengers agree while 20 (12%) passengers disagree.

6.2.2 Testing for Hypothesis (H_1)

Table 6.6 Chi-Square Test: Poor Infrastructure due to past Inequalities

Test Statistics

			INEQUALI
Chi-Square			139.202
Df			4
Asymp. Sig.			.000
Monte Carlo Sig.	Sig.		.000
	99% Confidenc e Interval	Lower Bound	.000
		Upper Bound	.000

a 0 cells (.0%) have expected frequencies less than 5. The minimum expected cell frequency is 33.6.

b Based on 10000 sampled tables with starting seed 2000000.

1. Null Hypothesis

H_1 = Poor Infrastructure in the Johannesburg Metropolitan areas does not result into poor bus service transport and passengers are not dissatisfied.

2. Alternate Hypothesis

H_A = Poor Infrastructure in the Johannesburg Metropolitan areas result into poor bus service transport perception and passengers are dissatisfied.

3. Statistical Test

Chi-Square Test to compare the observed distribution to hypothesised distribution. Significance Level = .01.

4. Results

Calculated Chi-Square value = 139.202. Critical Value = 13.28 (Cooper et al, 2001: 749).

5. Interpretation

The calculated chi-square value is larger than the critical value; therefore we reject the null hypothesis. We, therefore, accept the alternate hypothesis and say that Poor Infrastructure in the Johannesburg Metropolitan areas result into poor bus service transport and passengers are dissatisfied.

6. Conclusions

The alternate hypothesis was accepted. This means that passengers agree that poor transport infrastructure was due to the past inequalities in the availability and distribution of such infrastructure. As a result, the roads are not well maintained, the ticketing system is not efficient as there are no best practices adopted, etc. This causes inconvenience to passengers and they are likely to be dissatisfied. Note that the passengers are not dissatisfied about the service delivery itself but they are dissatisfied about the poor infrastructure. Since it was held in the paper that even a best transport system couldn't succeed if there is no proper infrastructure and maintenance thereof, we therefore conclude that passengers are not satisfied about the state of the transport infrastructure. Had it not been for the past inequalities in the provision of infrastructure, the transport infrastructure would be of a very high quality.

The government needs to address the passenger bus service delivery not only from the point of view of the service standards but also from the infrastructure point of view. As it was mentioned earlier, an excellent service delivery standards laid down to govern the bus service will not be effective if the poor infrastructure is not addressed.

Furthermore, passengers were assessed on whether or not they believed the city of Johannesburg, represented by Councilors, cares about their needs with regards to transport. The frequency calculation in table 6.7 (a) shows that 53.6% passengers believe that the city cares about their transport needs while 28.6% says that the

City is not so much concerned about their needs, and 16% believe the city does not care at all. Overall 44.7% passengers believe that the city does not care about their transport needs while 53.6% passengers believe the city cares.

Looking at the category groups, table 6.7 (b) shows that 27 (51%) passengers living in the CBD believe the city cares a lot while 39 (53%) passengers living in the suburban areas believe this to be true. 17 (50%) passengers living in the township also believe the city cares.

Table 6.7(a) City Cares about Transport Needs of Passengers

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00	3	1.8	1.8	1.8
	Not at all	27	16.1	16.1	17.9
	Not so much	48	28.6	28.6	46.4
	Very Much	90	53.6	53.6	100.0
	Total	168	100.0	100.0	

Figure 6.4 (a)

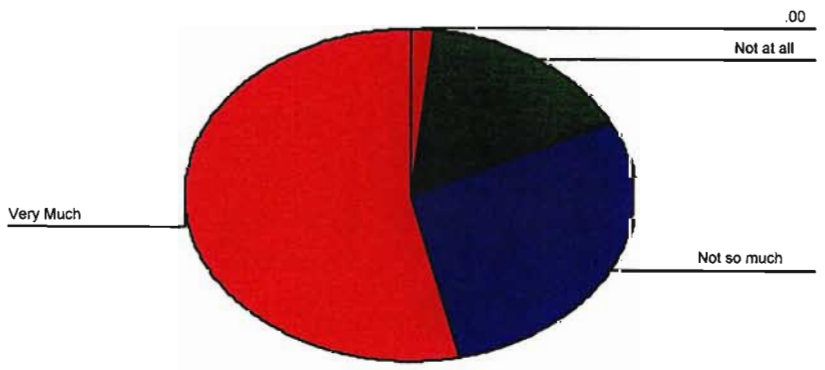
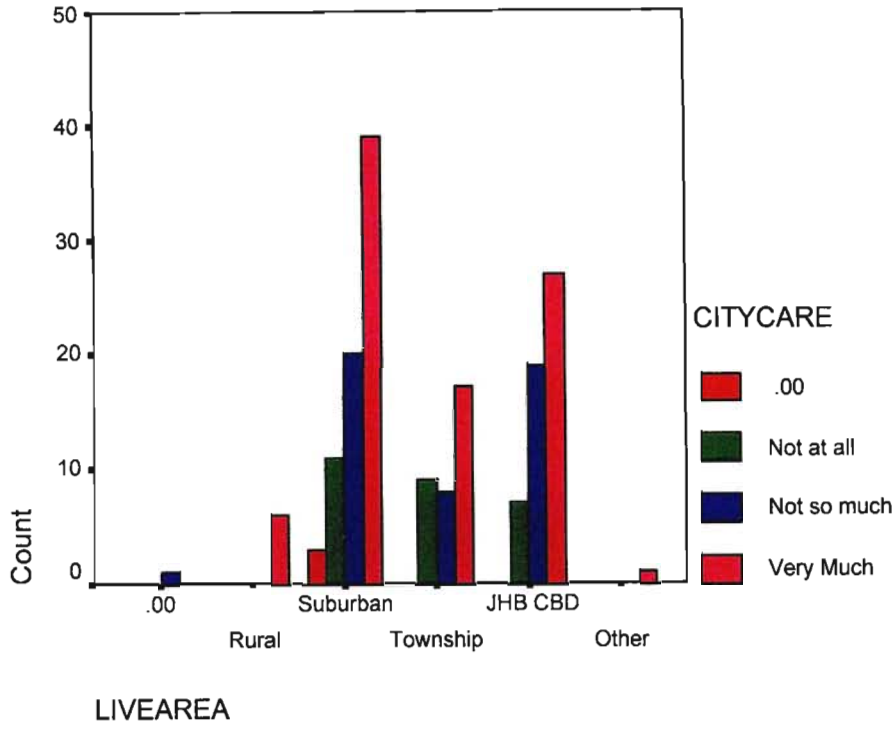


Table 6.7(b) LIVEAREA AND CITYCARES

	CITYCARE .00	Not at all	Not so much	Very Much	Total
LIVEAREA .00			1		1
Rural				6	6
Suburban	3	11	20	39	73
Township		9	8	17	34
JHB CBD		7	19	27	53
Other				1	1
Total	3	27	48	90	168

Figure 6.4 (b)

City Cares and Area Live



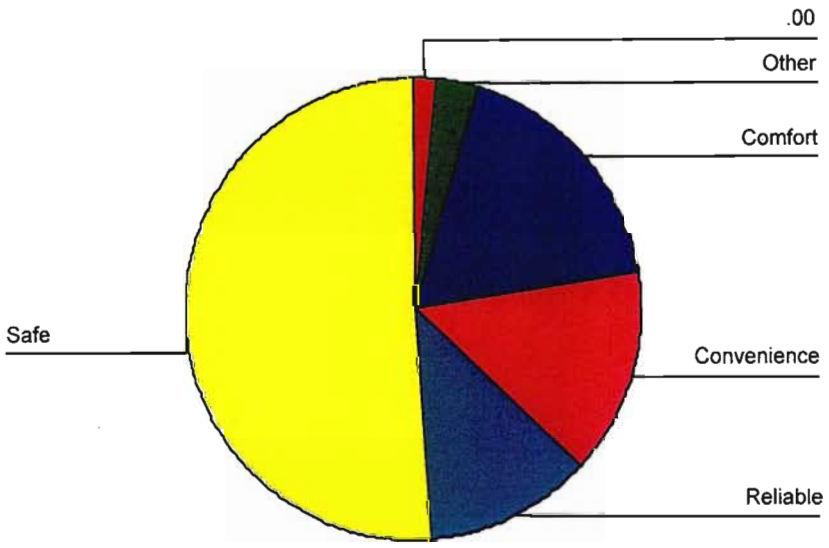
The government in its attempts to provide for an effective public transport, particularly bus service transport, they need to address the safety issues from other modes of transports. Many passengers prefer to use the bus because it is a safe mode of transport as compared to, say taxis. Reliability of the service has rated the lowest. Passengers are not happy about the bus service measured by reliability of the service. No passenger likes to be late at work as a result if one cannot rely on the service provided, then one will not be loyal to the service and will cherry pick transport modes. Figure 6.5 below further shows that passengers prefer the bus service transport mainly because of safety and comfort. The respondents scored 51.2% and 17.9%, respectively.

Figure 6.5

Prefer current mode of transport

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00	3	1.8	1.8	1.8
	Other	5	3.0	3.0	4.8
	Comfort	30	17.9	17.9	22.6
	Convenience	24	14.3	14.3	36.9
	Reliability	20	11.9	11.9	48.8
	Safety	86	51.2	51.2	100.0
	Total	168	100.0	100.0	

PREFER CURRENT MODE OF TRANSPORT



From the tables as presented in this paper, it is evident that customer-focussed service delivery would lead to satisfied passengers. The model of transport adopted in Johannesburg by its very nature is customer-oriented. Passengers are satisfied with the outcome of the model. We therefore conclude that the bus service is customer-oriented and effective as reflected by customer satisfaction.

Furthermore, past inequalities reflected through poor current infrastructure play a significant role in the overall evaluation of service delivery. Passengers believe that past inequalities have contributed to the poor state of the infrastructure and have resulted into the ineffectiveness of the bus service delivery. Government, in ensuring high service delivery standards, a customer approach needs to be re-emphasised. Secondary data earlier showed that the government is on the right

direction by adopting a customer-oriented approach that ensures high service delivery in line with the service delivery standards as set out in the "Batho Pele" principle and MSA strategy.

6.3 CONCLUSIONS

The research problem was highlighted in saying that bus service in Johannesburg metropolitan areas suffers from poor service delivery since many passengers are experiencing transport problems. Furthermore, the model is not customer-oriented and as a result more and more passengers are dissatisfied. The conclusions drawn from the study shows that infact, since the introduction of a new model in the year 2000, many passengers are satisfied with the bus service operating in the Johannesburg Metropolitan areas irrespective of where these people live. The mere fact that someone is living in Soweto does not necessarily translate into unhappiness about the city's bus service. In fact, people living in the Township are likely to aspire to good quality bus service operating in the Metropolitan areas including Central Business Districts. They are happy with the service because they wish it was also available in the areas they live.

Passengers using the bus are satisfied but feel that the service can still be improved. The transport research conducted by CSIR Transportek found that when choosing between different service or mode alternatives, passengers base their comparison on the benefit they expect to gain from each alternative; the underlying attributes, such as fare, travel time, safety, convenience, etc (Lamprecht, 2000: 2). In the study conducted in this paper, it was also found that the buses are not reliable enough and hence passengers use the bus mainly for safety and comfort.

If an alternative mode of transport or transport programme like the Taxi recapitalisation were to be successful in ensuring safety, comfort, reliability and convenience, the bus service will experience a major drop in the market. The government needs to ensure that the service is reliable and convenient. Convenience in this case deals with accessibility of the service. It is believed that safety and comfort plays a bigger role than accessibility. Person will disability will however place more emphasise on accessibility than comfort. 69% passengers are happy and satisfied about service delivery of the bus company.

On the other hand the past inequalities seem to be playing a major role in the availability of the infrastructure. Passengers feel that disparities in infrastructure availability plays a crucial role, i.e. bus service model cannot work if it is not complemented by good quality infrastructure. 45% passengers were in agreement with this while 27% disagreed. Due to political sensitivity, 35% were unwilling to take sides and decided to take a neutral view. The chi-square proved that indeed there is high dependency between the variables and the results were statistically significant. This means that public transport policy should continuously be addressing the infrastructure, be it in the ticketing system, tendering process, roads, accessibility etc. Furthermore, the authorities need to be cautious of the fact that once the Metro buses are extended to cater for the previously disadvantaged communities that the investment in terms of infrastructure needs to be made available.

The passengers using the bus service in the city are likely to be dissatisfied if the resources become skewed, i.e. if some buses are moved to service the townships. This would mean cutting unprofitable routes in the city and the suburbs. The passengers in the city and suburbs are likely to be dissatisfied with the service and may conclude that the model is failing them and to benefit the passengers living in the townships.

A proper balance has to be stricken between passenger bus service delivery in the Metropolitan and previously disadvantaged areas. Furthermore, 53.6% passengers believe that the city of Johannesburg cares about their transport needs while 44.7% passengers believe the city does not care. The findings show that the bus model implemented is working and one is inclined to conclude that the bus service in Johannesburg is effective and efficient. The fact that more passengers are unhappy about reliability of the service is not too strong to declare the service ineffective. However, the government authorities have realised that this could become a major problem once a safe and comfortable alternative mode of transport becomes available. As a result they have established the Batho Pele principles of service delivery and MSA strategy in line with 2030 strategy of the City of Johannesburg to address the concerns.

CHAPTER 7

FUTURE OF PUBLIC TRANSPORT BUS SERVICE IN JOHANNESBURG

7.1 INTRODUCTION

There were particularly main things identified in the paper as major obstacles and challenges in the transport sector. In the urban passenger section, there were four strategic gaps that were identified as existing in the passenger transport service. These are stated in this chapter. Furthermore, the future is mapped and challenges facing transport are ascertained. The chapter concludes by making recommendations.

7.2 THE FUTURE: LOOKING AHEAD

The followings are the gaps that exists that play a crucial role in the future of transport:

- The lack of basic affordable access

More than 2.8 million urban passengers are stranded without transport

- Inefficient and ineffective public transport system

Over 30% of captive public transport customers are dissatisfied with the journey times (service unreliability), while none of the public transport modes are reinvesting at even half of their capital requirements.

- Increasing car dependence

The car fleet is forecast to increase by 64% by 2020 and the size of the "stubborn" car-using customer segment is set to increase by 88%

- Sub-optimal spatial planning

Current land use planning, infrastructure development and maintenance, is exacerbating the apartheid legacy of dormitory townships and long travelling distances by locating new housing on the cheapest land, which tends to be beyond the urban periphery (Maharaj, 1999: 1).

Furthermore, MSA identified three types of strategic actions to address these gaps:

- Densifying along corridors

The objective here is to increase volumes and density, thereby increasing the utilisation of the vehicles fleet. Corridor-based systems and competitive services

are also likely to improve the level of service offered to customers, as frequencies should increase.

- Optimising modal economies of scale

This set of actions entails corridor supportive infrastructure investment combined with tough road space management. In corridors of over 30,000 passengers per direction per day government will support improvements to existing dedicated public transport road infrastructure and bus ways. In moderate rider ship corridors of between 10-30,000 passengers the best option is likely to be priority or dedicated infrastructure for public transport over parts of the corridor. Low rider ship corridors of under 10,000 passengers per day per direction are likely to require road based priority schemes since volumes do not warrant dedicated infrastructure (Maharaj, 1999: 2).

In essence greater investment is required to improve the performance of modes on corridors; for example infrastructure investment that improves speed and safety such as dedicated bus ways. In addition, the choice of a line haul corridor system requires investment in feeder access to stations and investment in developing and managing intemodal transfer stations and nodes.

In essence this means give priority to bus ways and a few rail corridors, dedicated taxis, improve transfers, limit car demand and reorient subsidies. This is a must but the challenges are enormous. Reassigning adequate roles to buses and other modes will be difficult, as well as charging for real car usage. The question is often asked, does the required political will exist (De Saint-Laurent, 1999: 1)?

- Improving bus operator's level performance

This set of strategic actions is based on the premise that both government and operators can do more to improve productivity. Government can facilitate this improvement by efficiently defining and enforcing the "rules of the game" as laid out in the Transition Bill. Operators can improve by responding to customers needs on the basis of commercial decisions in an environment of fair competition and better enforcement (Maharaj, 1999: 2).

Furthermore, a dominant factor in the implementation of the current and future tendered contract system is the emphasis on cost-minimising strategies. The

objectors to tendering, like COSATU and affiliated unions, often say that cost-minimising strategies impact negatively on service levels. However, in all tendering specifications (be they gross or net contracts) the emphasis in principle has been on the provision of a given level of service for the lowest cost. The minimum cost tender is reasonably assumed to be the best value for money from a service provider. While the actual price offered under the tender contract may not be the most 'efficient' price achievable under economic deregulation, the claimed advantages of regulated competition for the market more than outweigh the uncertainties in service provision associated with 'on route' competition. The recognition that level and quality of the service is central to a cost-efficiency strategy has often been ignored in practice.

There is an ongoing concern that the level of service to be supplied through the contract system is lower than that previously offered under a territorial monopoly with no potential competition. The need to re-emphasise user benefits within the environment of cost efficiency must be given more prominence. Tendering is an important tool in MSA strategy to achieve improved productivity because it proposes that priority should be given to maximising the level of service and then establishing the minimum cost strategy for delivering this service (Maharaj, 1999: 1).

He continues to say that it is further envisaged that tendering for subsidised routes would have incentives built in for productivity, innovation and reinvestment. In this regard the focus is on promoting output-based performance rather than price competition. MSA envisaged that future bus tenders give more flexibility to operator change service patterns in response to customer needs. The contract stipulation need not even stipulate a modal solution; rather, they should focus on performance objectives for operators to be met in a fashion appropriate to market conditions.

Furthermore, the successful implementation of the system of regulated competition will depend on both government and the industry. The introduction of output based contracts will signal to the industry, in particular bus industry, to make commercially based decisions to form strategic alliances in order to better meet the needs of the travelling public (Maharaj, 1999: 4). The proposed actions are likely to limit competition since everyone will operate and protected by a contract. This may lead

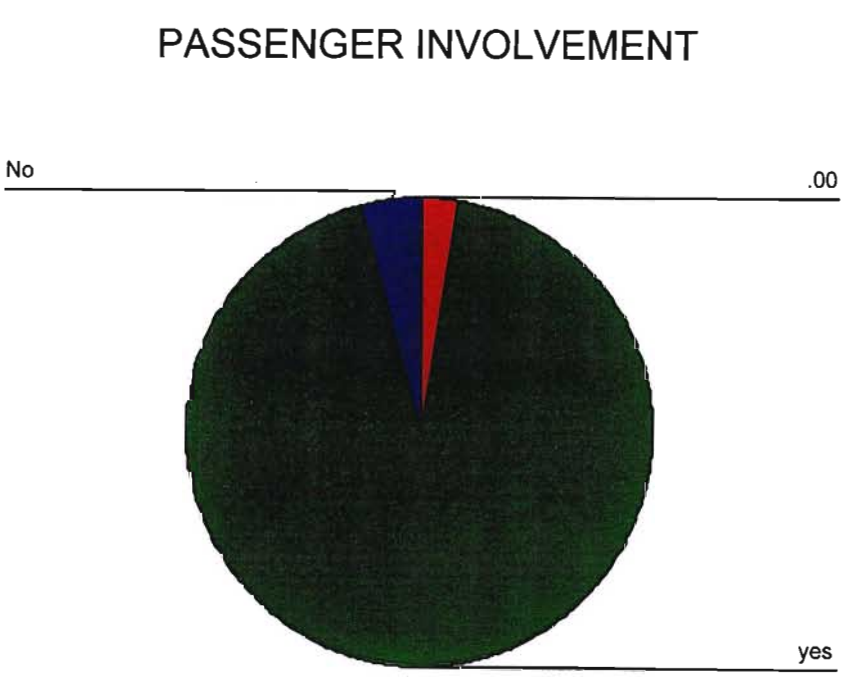
to inefficiencies and price manipulation, as the operator will be a monopoly or monopsony under the economics principles.

Another important aspect is one of passenger involvement in transport, especially in decisions affecting the service. There is a need for more public involvement in bus passenger decisions that affect them. The research conducted in this paper certainly revealed that public participation is important and passengers believe that if they were more involved or requested to take part in decision-making, certainly the public bus service will improve for the better. Table 7.1 below indicates that out of 168 passenger responses, 157 indicated that the passengers need to be involved in bus passenger decision-making. This means that 93.5% are in favour while only 4.2% passengers are not in favour.

Table 7.1 Passenger Involvement

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00	4	2.4	2.4	2.4
	Yes	157	93.5	93.5	95.8
	No	7	4.2	4.2	100.0
	Total	168	100.0	100.0	

Figure 7.1



The passenger involvement in transport decision-making should play a crucial role in the future. The research conducted by HSRC reveal the following responses from passengers:

"We are willing to participate but at times we don't know about these things. We are always informed when decisions have been taken already ... You find that few people participated and took decisions for the majority, by the time we realise, the decision has been taken without us having participated (A People's Government: 2002: 1)"

The research by IDASA, cited in A People's Government (2002), reveals that legislatures have adopted one of four basic configurations within which they carry out public participation function. These include the Committee configuration, the Specialist Public Participation Unit configuration, the Outsource configuration and the Public Relations/ Communications configuration. Each has its advantages and drawbacks. Whatever system is in use, however, there are a number of core elements of best practice that may be applied to ensure that it functions effectively. These include knowledge of process and content; internal communication and co-ordination and capacity and resources. As can be seen passenger involvement in bus service planning will continue to play a role.

The Transport White Paper-A New Deal for Transport in Great Britain proposes a number of changes designed to improve the quality and attractiveness of bus travel. The focus should be on quality partnerships between bus operators and local authorities, with a view to raising the quality of vehicles and the service being offered, and improving operations through investment in appropriate traffic management and bus priority measures (Department of Transport – Great Britain, 1999: 2).

Furthermore, the intention should be the strengthening of such arrangements by giving them statutory backing. There should also be powers to promote service stability, more flexible ticketing and better passenger information. There should be an option, subject to the consent of the Transport Minister, for local authorities to introduce bus 'quality contracts', giving operators exclusive rights to run services in response to a local authority specification, where that could be justified. Many of

the larger operators, with their bulk purchasing power, should begin to invest in modern, low floor vehicles.

The disability discrimination Act 1995 in Great Britain seeks to make public transport much more accessible, but the benefits of buses which are easier to board go beyond the needs of disabled people (DoT-Great Britain, 1999: 2).

Many people living in the cities who use public transport bus service still believe that there is a bright future for public transport in Johannesburg. Table 7.2 indicates these results. 45 (62%) passengers living in the suburban areas believe that the bus service will meet their future needs with regards to bus service. Overall, 96.4% passengers also believe that they will be prepared to use the bus service in the future if their concerns are addressed and service improved. This is a significant finding because it reflects to the need for the bus service. There is a future for the service. The model applied in Johannesburg seems to be working with few highlighted concerns from passengers.

Table 7.2 SERVICE IMPROVEMENT AND PASSENGER USING SERVICE

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00	2	1.2	1.2	1.2
	Yes	162	96.4	96.4	97.6
	No	4	2.4	2.4	100.0
	Total	168	100.0	100.0	

LIVE AREA BY FUTURE NEEDS

	FUTURENE .00	S. disagree	disagree	neutral	agree	s.agree	Total
LIVEAREA .00	1						1
Rural					2	4	6
Suburban	3	2	2	21	22	23	73
Township		3	1	9	14	7	34
JHB CBD	1		3	7	20	22	53
Other				1			1
Total	5	5	6	38	58	56	168

CATEGORY BY FUTURE NEEDS

		Future Needs .00	s.disagree	disagree	neutral	agree	s.agree	Total
CATEGORY	Adult	3		1	23	36	37	100
	Scholars	1		2	1	11	5	20
	Tertiary	1		2	10	7	6	26
	Pensioners			1	3	2	3	9
	Disabled				1		5	6
	Other		5			2		7
Total		5	5	6	38	58	56	168

In order to increase the attractiveness of the bus service, especially current car users to the bus, various measures will have to be considered:

- Bus priority on the roads to reduce journey times and increase the regularity and reliability of services
- Improved passenger waiting environments – new bus stations and stops
- Better information provision. This may include improved paper-based timetables and marketing (sometimes delivered door-to-door to potential customers), as well as real time information
- Route-branding, driver training and customer loyalty schemes to increase awareness of a quality bus product
- New, easy access, low emission vehicles

7.3 RECOMMENDATIONS AND CONCLUSIONS

It is recommended that the bus industry as a whole look at customer service and service delivery standards in their respective organisations. Service quality will continue to be a criterion for winning business contracts through tendering processes. Passengers will continue to use the bus service that ensures value for money, reliable, safe, comfortable and convenience. These attributes are important to passengers. When evaluating good service passengers they tend to look at these attributes.

Operators working together with the local authorities must ensure building of service partnerships. In Johannesburg, the model was developed and implemented. It is being monitored and it seems to be working since more

passengers are satisfied with the bus service delivery. However, there is a need to place a strong emphasise on the reliability of the service. Johannesburg is putting substantial resources into turning around the central business districts through infrastructure investment and efficient transport system.

From a government point of view, there is a need to continuously monitor service delivery and ensure that there is service delivery excellence. In so doing, as a shareholder and an authority they will be meeting the needs of passengers, and Metrobus will continue to focus outward. The operators will look at service delivery and customer service as a key strategic focus rather than an operational nuisance.

7.4 CONCLUSIONS

South Africa's modern and extensive transport system plays a very important role in the national economy as well as in the economies of several African states. The department of Transport's main functions include policy formulation, strategic planning which facilitates growth and development, and regulation which promotes fair competition, ensure service delivery standards, upholds safety standards and protects the environment. The department of transport has embarked upon a major process of reviewing the national transport policy to ensure that it meets the needs of all citizens, within the limited resources and within the changed environment in South Africa.

Metropolitan transport advisory boards govern urban areas, which have been declared metropolitan transport areas. The planning of transport for metropolitan and major areas must be in accordance with an urban or metropolitan growth management plan, and travel modes should not compete with each other. In urban areas, local government provides passenger road transport services and private bus companies, which operate scheduled bus services between periphery areas and city centres, and by minibus-taxis. The city of Johannesburg's vision is to place an efficient public transport system for the province. Intemodality is an important aspect of the city's approach. All transport modes, including but not limited to bus modes, have to come together to form an efficient and effective public transport system. Important inroads have been made in these regards.

Regarding the rural passenger transport, there is a need for integration of sustainable rural communities into the social and economic life of South Africa. Through transport, rural South Africa will be enabled to affordable and convenient access markets, employment, economic activity, health care; welfare services communication systems, retail services and social activity. To achieve this, transport will need to be integrated as a central part of government's co-ordinated rural development strategy and investment programme.

There are policy frameworks that have been developed to ensure that the transport system sought is obtained. In 1997, a policy document was developed under the then MEC for Transport and Public Works, Paul Mashatile. This policy was based on the national department of transport's policy, Moving South Africa (MSA). A key piece of national legislation is the National Land Transport Transition Act. In line with the national policy framework other pieces of legislations were introduced in Johannesburg: the Gauteng Transport Infrastructure Act and the Gauteng Public Passenger Transport Act.

These pieces of legislation provide a formidable legislative weapon to make tremendous strides in achieving the goal of providing an efficient transport system. There are incentives sets for using public transport, and these would include making transport more efficient and convenient. Disincentives for using private transport would for example include increasing the costs of private parking in the central business districts (CBD). The South African DoT is aware of all these problems and has launched the MSA strategy in order to define long-term policy. There is a need to ensure progress on what has been recognised as obstacles.

- A system needing major changes
    - A car-dominated world
    - The market: private transport and taxi growth
    - Competition rather than integration
    - Transport, land use and trip length
    - A compromised financing scheme (De Saint-Laurent, 1998: 1)

The integrated transport system seems to be the vision whereby competition will be minimised if not eliminated. The high-density corridors to be established to

minimise private car usage and promote passenger public transport. This is the long-term vision. The short to medium term strategy has been implemented and the passengers seem to be satisfied with progress even though there are still other concerns. In a very difficult context, the SA DoT is showing a strong dedication to wholly restructuring the national transport system, more especially the Johannesburg Metropolitan Transport system. Furthermore, because of social acceptance and political feasibility, there is some risk that the remarkable MSA effort could be achieved. However, sooner or later, SA will realise that there is no real urban alternative than giving a strong priority to public transport development, with particular emphasise to bus service.

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APPENDIX

APPENDIX 1

THE RESEARCH QUESTIONNAIRE

SURVEY ON THE METROBUS TRANSPORT SERVICE

Thank you for agreeing to complete our survey. The study is aimed at understanding your levels of satisfaction/dissatisfaction with the Johannesburg Metrobus services.

Please be as accurate as possible. We can only give you what you want if you we know what it is!!

1. **Which passenger category do you belong to?** ***Please tick where applicable.***

- ☐ Adult passenger
- ☐ Scholars
- ☐ Tertiary student
- ☐ Pensioners
- ☐ Disabled passenger
- ☐ Other .....

2. **How often do you use Public Transport?**

- ☐ Very often
- ☐ Somewhat often
- ☐ Somewhat less often
- ☐ Not at all

3. **Which public transport service do you use regularly?**

- ☐ Bus service
- ☐ Trains
- ☐ Mini taxis
- ☐ Aeroplane
- ☐ Ship
- Other .....

4. **If bus service, have you always been using this public transport service?**

Yes ☐ No ☐

5. **If no, why did you change?**

☐ Safety

☐ Reliability

☐ Convenience

☐ Comfortability

☐ Other .....

6. **In which area do you live?**

☐ Rural

☐ Suburban

☐ Township

☐ Johannesburg CBD

☐ Other .....

7. **Do you believe past inequalities has led to current bus service status?**

☐ Strongly agree

☐ Neutral

☐ Disagree

☐ Strongly disagree

8. **Are you satisfied with the public transport bus service in the City?**

☐ Very satisfied

☐ Satisfied

☐ Neutral

Unsatisfied

Very unsatisfied

9. **Do you think the City of Johannesburg cares about transport needs of passengers?**

- ☐ Very much
- ☐ Not so much
- ☐ Not at all

10. **Why do you prefer your current mode of transport?**

- ☐ Safety
- ☐ Reliability
- ☐ Convenience
- ☐ Comfortability
- ☐ Other .....

11. **Do you think the City of Johannesburg should do something to improve service level standards of the bus service?**

Yes ☐ No ☐

If yes, what would you recommend should be done?

_____

_____

_____

_____

12. **Will the City of Johannesburg bus service meet your needs in future?**

- ☐ Strongly agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly disagree

13. **If passengers were involved in bus service delivery planning, would the service improve?**

Yes ☐ No ☐

14 **If the service was improved and your concerns addressed, would you use the public transport bus service?**

Yes ☐ No ☐

THANK YOU FOR YOUR TIME IN COMPLETING THIS QUESTIONNAIRE!!