



Western Cape
Government
FOR YOU



CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

Shayela Smart Business Plan

Consolidated Report

Western Cape Mobility Department
City of Cape Town Urban Mobility Directorate

7/3/2025

Document Control Sheet

Document Title:	Shayela Smart Business Plan – Consolidated Report
Project / Task No.	
Date:	31 March 2025
Status of the Document:	Draft v4.1

TABLE OF CONTENTS

Executive Summary	6
1 Introduction	7
1.1 Structure of the Business Plan	7
2 Background	9
2.1 Role of the MBT Industry in the Western Cape	9
2.2 MBT Industry Challenges	10
2.3 MBT Industry Opportunities	12
2.4 Synthesis	16
3 Description of Shayela Smart	18
3.1 Overview	18
3.2 Phase 1 Interventions	19
3.3 Phase 2 Interventions	27
3.4 Rationale for Shayela Smart	28
4 System Requirements	30
4.1 Monitoring System	31
4.2 Registration System	31
4.3 Training Sub-system	32
4.4 Vehicle Fit-out Sub-system	32
4.5 Operations Management Sub-system	32
4.6 User Feedback Sub-System	32
5 Regulatory Considerations	33
5.1 Background	33
5.2 Current Legal Framework	33
5.3 Regulatory Action	33
6 Driver Registration	37
6.1 Purpose of Driver Registration	37
6.2 Proposed Registration and Performance Management Process	37
6.3 Implementation Considerations	37
6.4 Driver Amnesty	38
7 Training	40
7.1 Introduction	40
7.2 Induction Training	40
7.3 Basic Training	41
7.4 Advanced Training	44
7.5 Rehabilitation Training	45
7.6 Training Programme Logistics	46
8 Operational Requirements	47
8.1 Introduction	47
8.2 Key Steps for Participation	47
8.3 Vehicle Fit-out	47
8.4 Repair and Replacement of Trackers, Tags and Branding	48
8.5 Standard Operating Procedures	48

8.6	Performance Management.....	49
9	Institutional and Organisational Arrangements.....	50
9.1	Institutional Arrangements.....	50
9.2	Organisational Arrangements	51
9.3	The Role of UTS	51
10	Costing and Funding	53
11	Implementation Plan	2
11.1	Programme Phase 1.....	2
11.2	Implementation Schedule.....	2
11.3	Next steps	2
12	Risk Assessment.....	3

DRAFT

Abbreviations

AFC	Automated Fare Collection
CBD	Central Business District
CCTV	Closed Circuit Television
DEDAT	Department for Economic Development and Tourism (Western Cape)
DORA	Division of Revenue Act
eNATIS	National Traffic Information System
IPTN	Integrated Public Transport Network
ITS	Intelligent Transport Systems
LPR	Licence Plate Reading
MBT	minibus-taxi(s)
MBT TT	Minibus Taxi Task Team
MEC	Member of the Executive Council / Minister of Mobility (Western Cape Government)
MFMA	Municipal Finance Management Act (56 of 2003)
MMC	Mayoral Committee Member for Urban Mobility (City of Cape Town)
MYFIN	Multi-Year Financial Operational Plan and Medium Term Strategic Business Plan
NDOT	National Department of Transport
NLTA	National Land Transport Act (5 of 2009)
NMT	Non-Motorised Transport, which includes walking and cycling
NPA	National Prosecuting Authority
O-D	Origin-destination
OEM	Original Equipment Manufacturer
OL	Operating Licence
OLP	Operating License Plan
PrDP	Professional Driving Permit
PRE	Provincial Regulatory Authority
PTI	Public Transport Interchange
PTNG	Public Transport Network Grant
PTOG	Public Transport Operating Grant
PTRS	Public Transport Regulation System
PTS&AP	Public Transport Strategy and Action Plan
RTC	Regional Taxi Company
RTMS	Road Transport Management System
SRP	Special Regulatory Process
UTS	Umanyano Travel Services
TDM	Travel Demand Management
TOC	Taxi Operating Company
TOR	Terms of Reference
VOC	Vehicle Operator Company

Definitions

The City refers to the City of Cape Town

The Department refers to the Western Cape Department of Mobility

Province refers to Western Cape Province

DRAFT

Executive Summary

The Western Cape Government and the City of Cape Town have agreed to establish a partnership to develop and implement the Shayela Smart Programme. This business plan sets out the interventions agreed to as part of this Programme over the medium term and elements to sustain these initiatives over the long-term and expand to the whole province. This business plan will be formalised through an Inter-Governmental Agreement once the funding for the Programme has been secured. The implementation will be a collaborative process working closely with the MBT industry through a Working Group. The Programme forms a key part of the commitment to support the minibus taxi industry and ensure safe public transport options for commuters.

The objective of the Shayela Smart Programme is to improve access to operational information to allow for service improvement and better management; to ensure better and safer services through regulatory reform and improved monitoring; to support the formalisation of the minibus taxi industry, reduce decentralisation and enable participation in the formal economy. The programme aims to reduce illegal activity and improve the experience of passenger and increase public transport interchange capacity to allow for demand to be met.

The Programme comprises two phases, namely Phase 1 and Phase 2, where the former refers to the interventions introduced during the first four years of the Programme, and the latter, interventions which are likely to only be rolled out from year five onwards. Phase 1 is sub-divided into two further sub-phases, being Phase 1a and 1b, where 1a refers to rollout of Phase 1 interventions in the Cape Town Metro, and 1b the rollout of these interventions across the rest of the province.

Phase 1 interventions include driver registration and training, vehicle monitoring and branding, as well as measures to address the capacity constraints at key public transport interchanges in the Metro. Phase 2 interventions include dedicated public transport infrastructure, where feasible, such as dedicated lanes, as well as operational interventions, including the introduction of reciprocal routes and service optimisation through higher occupancy vehicles.

Vehicle monitoring will allow for vehicle location tracking, detection of route compliance, and detection of compliance with the use conditions of public transport facilities, including eligibility and time-of-use restrictions.

Driver behaviour monitoring will allow for driver identification; detection of speeding; detection of harsh driving, including harsh acceleration, braking and cornering; detection of incorrect use of facilities, and detection of non-compliant drivers operating MBTs.

Training to improve driver behaviour will include induction training on the Programme for operators, drivers, sliding door operators, and facility marshals. Basic training for drivers and sliding door operators will be required for registration, and focussed on customer care, fire fighting and first aid, and driving skills (for drivers). Advanced training for high-performing drivers will be available as well as compulsory rehabilitation training when drivers under-perform.

This Business Plan shall be used to support funding applications in the City of Cape Town and the Western Cape Government, so that the Programme can commence. Costing of the various elements of the Programme are provided as well as long-term estimates to ensure the sustainability of the Programme.

1 Introduction

In February 2023, the Western Cape Minister of Mobility (MEC) established the Minibus Taxi Task Team (MBT TT) to address key minibus taxi issues, in an attempt to stave off an imminent stay away by operators of MBTs providing public transport services. The Task Team consisted of political principals and senior officials from the Western Cape Government (WCG) and the City of Cape Town (the City), and SANTACO WC representing the minibus taxi (MBT) industry. Members of the MBT TT agreed to actively pursue and resolve the following key issues namely:

- Minister of Mobility, in conjunction with the City, fast track the key phases of the City's MBT Special Regulatory Project (SRP);
- WCG, in conjunction with SANTACO WC, to develop and implement MBT driver registration project;
- WCG, in conjunction with SANTACO WC, to source funding for training of registered drivers;
- WCG, in conjunction with SANTACO WC, to investigate the usage of tracking technology in MBT's in the Western Cape;
- SANTACO WC to request access to the technology developed for Blue and Red Dot initiatives from WCG;
- SANTACO WC, in conjunction with the WCG and the municipalities in the Western Cape, to implement a branding system for all MBTs;
- WCG to arrange meeting with SANTACO WC and GABS to clarify operations on Route B97; and
- WCG to review general operating licence conditions applicable to all public transport

These items were included in the Terms of Reference (TOR), which was agreed to and signed by all members of the MBT TT. In August 2023, the MBT industry staged one of the longest and most costly stay aways in the history of the Western Cape, due, in part, to concerns surrounding a lack of progress towards resolving the issues raised through the Task Team. Following the stay away, there was a period of intense engagement and, in addition to changes to operating licence conditions (Item 8 above), a key outcome of this process was the development of the Shayela Smart Programme, which incorporated many of the items identified and agreed to by the Task Team, including:

- Measures to address capacity constraints at key Public Transport Interchanges (PTIs) in support of Phase 2 of the City's Special Regulatory Process (SRP);
- The establishment of a driver registration system and an associated driver training programme;
- Province-wide vehicle tracking, monitoring and performance management; and
- A unified branding system for all MBT vehicles in the Western Cape.

The Western Cape Government and the City of Cape Town have agreed to establish a partnership to develop and implement Shayela Smart, to be formalised through an Inter-Governmental Agreement (IGA), working closely with the MBT industry through the recently established Shayela Smart Working Group. The Programme forms a key part of the Province's Provincial Land Transport Framework (PLTF) and the City's Comprehensive Integrated Transport Plan (CITP), Integrated Public Transport Network (IPTN) Plan, Operating Licence Plan (OLP) and MYFIN.

1.1 Structure of the Business Plan

Following this introduction, the business plan is structured as follows:

- **Chapter 2** provides background to the Shayela Smart Programme;
- **Chapter 3** describes the objectives, the associated interventions and a rationale for the Programme;
- **Chapter 4, 5, 6 and 7** detail the interventions for systems, regulations, driver registration and driver training respectively;
- **Chapter 8** outlines the operational requirements for the Programme;
- **Chapter 9** deals with the institutional arrangements required to implement Shayela Smart;
- **Chapter 10** presents the cost estimates and potential funding sources for the Programme;
- **Chapter 11** presents the implementation plan; and
- **Chapter 12** identifies key risks and the associated mitigation measures.

DRAFT

2 Background

2.1 Role of the MBT Industry in the Western Cape

MBTs are the most widely used mode of public transport in the province, and this share has increased substantially in recent years, largely due to the collapse of rail. As shown in Figure 2-1, the MBT mode share for public transport work trips increased from 59% in 2013 to 75% in 2020, while rail's mode share dropped from 24% to just 6% over the same period. Unlike rail and bus services, minibus taxis receive no operating subsidy from Government.

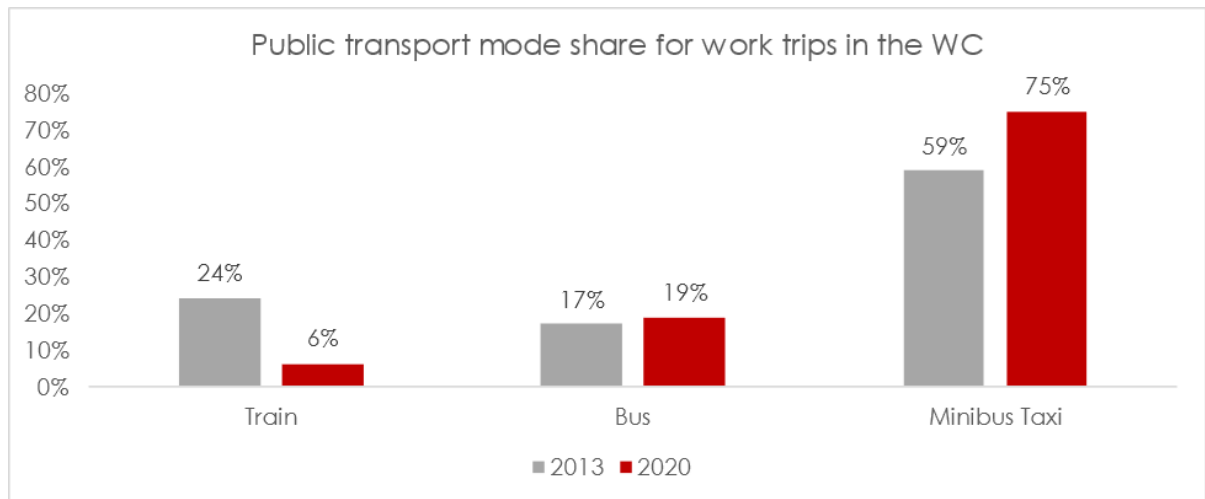


Figure 2-1 Public transport mode share for work trips in the WC (NHTS 2013, 2020)

There are 16,300 MBTs with OLs operating in the Western Cape, of which nearly 11,000 (67%) are in Cape Town, and 5,300 (33%) are in the non-metro areas. In many non-metro areas, MBTs are the only mode of transport available, as shown in Figure 2-2.

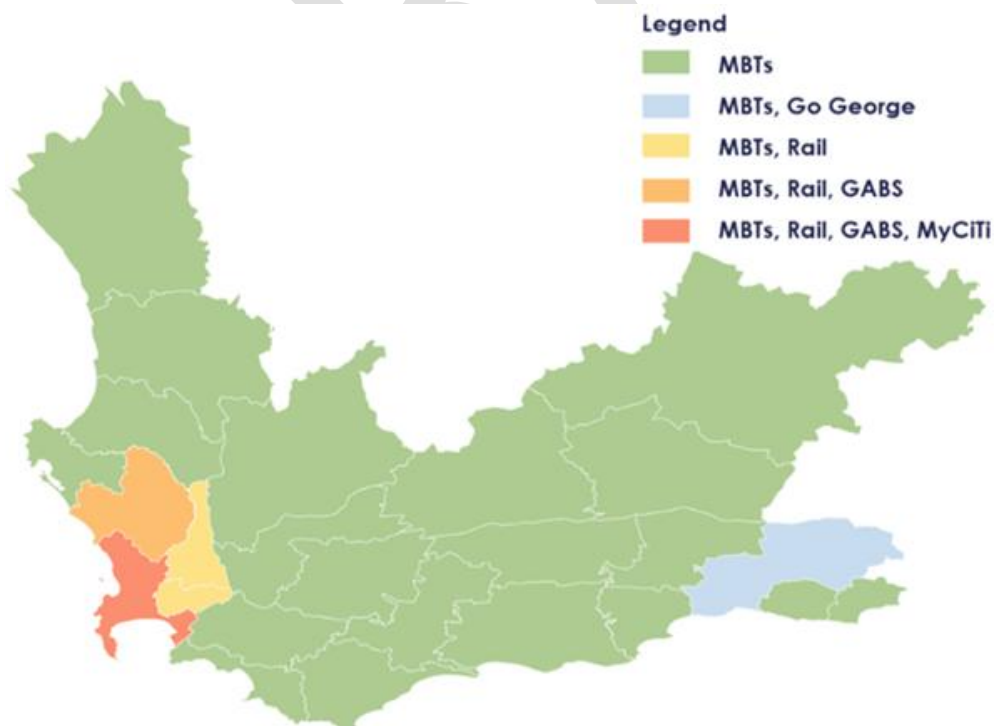


Figure 2-2 Public transport mode availability per municipality in the Western Cape

The Western Cape economy relies on the provision of these services, with MBTs supporting an

estimated R 236 billion (37%)¹ of the provincial GDP, by transporting people to work and other opportunities. The vital role of MBTs was felt most keenly in the wake of the MBT stay away in August 2023, during which the cost of the stay away to the provincial economy was estimated to be R 5 billion. According to a survey conducted by the Western Cape Department of Economic Development and Tourism (DEDAT), after the MBT strike, 93% of businesses indicated that their workforce had been impacted by the strike, 38% reported being unable to sustain their daily activities, and 31% said that more than 75% of their workforce had been unable to get to work.

2.2 MBT Industry Challenges

While MBT services are vital to the functioning of the economy, and supporting access to opportunities, they face a number of challenges, as described below.

2.2.1 Service Quality

The quality and safety of minibus taxi services is a concern, with driver behaviour, overloading and vehicle condition being key issues. Other issues include long wait times and limited services during interpeak and off-peak periods and inadequate and poorly maintained minibus taxi facilities. The National Household Transport Survey 2020 surveyed passengers about their experience of using MBTs, and a number of service quality issues were reported:

- **Unsafe driving:** 37% of passengers felt at risk of being in a crash;
- **Unsafe vehicles:** 36% of passengers were dissatisfied with the roadworthiness of vehicles;
- **Unsafe/poor quality facilities:** 56% of passengers are dissatisfied with the facilities at minibus taxi ranks, and around 30% felt unsafe at the minibus taxi rank and on the walk to the minibus taxi rank. Many MBT stops are informal, and minibus taxi ranks often lack basic amenities such as shelters, seating, and toilets; and
- **Limited off-peak services:** 30% of passengers were dissatisfied with the frequency of minibus taxis in the off-peak period, and 32% were unhappy with the waiting times for minibus taxis.

2.2.2 Informal Business Model

Some of the challenges outlined above are linked to the business models and economics of the industry, as shown in Table 3-1. These challenges need to be addressed to achieve a lasting improvement in service quality, safety and sustainability.

Table 2-1 MBT economics and associated challenges

Cause	Effect
Drivers only earn after they meet the daily revenue target.	This incentivises speeding and overloading as drivers try to generate as much revenue as they can.
MBTs do not receive an operational subsidy.	This contributes to marginal profitability, placing considerable strain on operators. Operators cannot afford to provide off-peak services, cover maintenance costs, or pay drivers a fixed salary, contributing to fare chasing.

¹ Estimated in an economic impact assessment conducted for the Blue Dot Taxi Pilot in 2020

2.2.3 Informal and Decentralised Industry

The MBT industry is made up of thousands of individual operators, each hiring their own drivers and operating their own fleet in isolation of each other. While an organisational governance structure does exist within the industry, in the form of local associations, regional structures and provincial leadership operating under the auspices of SANTACO WC, there is a lack of cohesion and collective governance of operators, contributing to operational inefficiencies.

Steps have been taken by the industry to collectivise their business model through the incorporation of UTS. UTS has been able to centralise business development initiatives at a provincial level and bring the individual businesses of the operators into the business development opportunities pursued by SANTACO/UTS. However, the decentralised nature of the business arm of the industry means there are still challenges limiting the extent to which governance structures, government and other stakeholders can partner effectively with the industry. This limits, for example, the opportunity for government to contract with the industry to provide public transport services, or for private sector to partner with the industry to launch new business ventures.

2.2.4 Impact of Violence on the Industry

The MBT industry has historically suffered from periods of violence and conflicts emanating from disputes over lucrative routes in areas where there is an excess of supply or where demand has not been appropriately managed by industry and the authorities, as well as from elements of criminality infiltrating and extorting the industry.

2.2.5 Planning and Regulatory Challenges

Historically, CoCT's development planning approval process was very car-centric, considering the impact of new developments on traffic, but not on the transport needs of those needing access to the development. This has since been addressed, with a comprehensive assessment of transport needs being incorporated into the development planning approval process. The consequence of the previous car-centric approach has left a legacy of demand for MBT services on routes which have not been officially recognised, and therefore no operating licences have been issued. In some cases, Government is unable to consider applications for new routes because of capacity constraints at the PTIs concerned. As a result, the MBTs serving these routes operate illegally and face the risk of having their vehicles impounded and fined.

The lack of driver regulation is a further issue. While operators are regulated to the extent that they require an operating licence and can be held accountable by the Provincial Regulatory Authority (PRE) through s79 processes, there are no similar requirements for drivers, which contributes to unsafe driving.

Finally, MBTs are authorised to operate on specific routes or networks of routes. A typical MBT route has an A-Point (origin) and a B-Point (destination) and many of these routes are unidirectional which means vehicles are licensed to depart from the A-Point with passengers and drop these passengers at the B-Point, but then must return empty to the A-Point to pick up more passengers. This approach was introduced to manage competition on routes but it creates substantial inefficiencies by increasing the number of vehicles required to meet demand.

2.2.6 Lack of Funding

Unlike all other modes of public transport, MBTs do not receive any ongoing operational subsidies from Government and solely rely on fare revenue to cover costs. Support for MBTs has been limited to the Taxi Recapitalisation Programme (TRP), whereby operators could access funding in

exchange for scrapping vehicles that were produced on or before 04 September 2006. The aim was to incentivise operators to 'trade in' their old, unroadworthy vehicles for new, safer ones. The TRP has an annual budget of approximately R 500 million or 2% of national public transport funding, as shown in Figure 2-3, while rail, bus rapid transit (BRT) and bus services receive a combined total of around R61 billion per year. It is important to note that there has been no update to the TRP's eligibility criteria, and therefore, even vehicles which are 18 years old cannot be replaced through this scheme, making it to a large extent a redundant programme. This lack of funding contributes toward the marginal profitability of MBT operations and the dysfunctional economics.

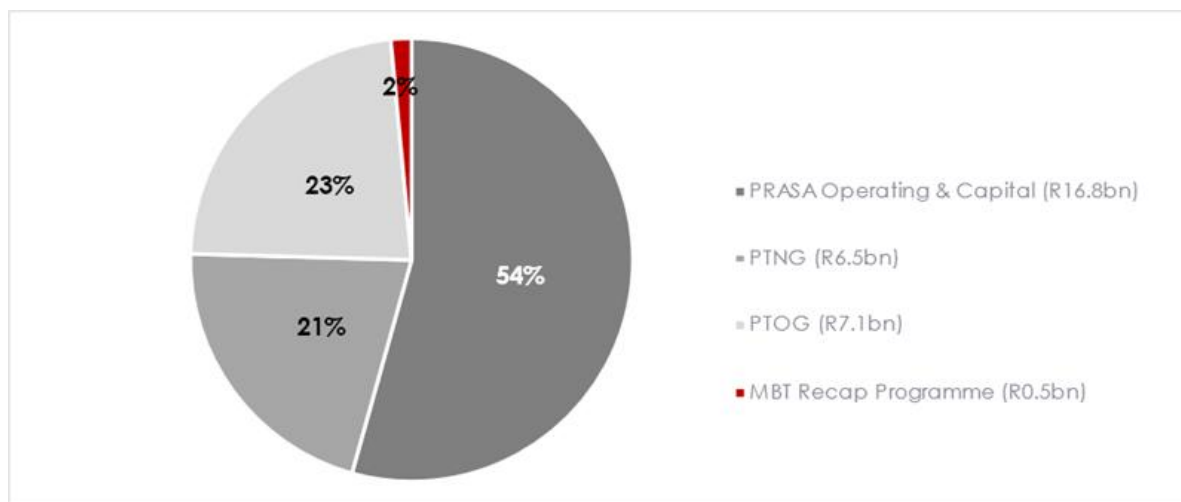


Figure 2-3 National public transport funding in 2021/22 (NDoT Budget Vote 40, 2021/22)

2.2.7 Key Issues Identified by Industry

The industry has repeatedly raised several issues that should be considered when developing and implementing any reforms, including:

- The need for Government to support progressive industry formalisation and improvement;
- Regulation and enforcement failings, including the slow pace of decision-making and the need to legalise operations on routes with passenger demand, for example when new route licences are needed and when there is insufficient ranking capacity to approve operating licences;
- The exorbitant cost of vehicle finance; and
- Safety and security at PTIs is poor, due to a lack of investment in appropriate systems and infrastructure, and inadequate law enforcement/security presence.

2.3 MBT Industry Opportunities

2.3.1 Integrated Public Transport Networks

Over the last 15 years, the South African Government has focussed on the establishment of Integrated Public Transport Networks (IPTNs) in 13 priority municipalities, in line with the Public Transport Strategy and Action Plan (PTS&AP) published in 2007.

A cornerstone of the Strategy was the rollout of BRT systems and the associated integration or 'full replacement' of existing services, including minibus taxis, with operators either bought out or allocated shareholding in a vehicle operating company (VOC) established to run the new BRT services under contract to Government.

However, there have been challenges with this approach. Firstly, BRT has proven to be much more

expensive to implement and operate than anticipated. Secondly, some passengers continue to use competing minibus taxi services, even when there is a BRT service available, due to factors such as door-to-door services for safety reasons and cash fares. Thirdly, the implementation of IPTN corridors has taken far longer than expected, with the complexity of negotiating with and incorporating MBT services being a key challenge.

The intention was to implement city-wide IPTNs by 2020. However, to date, only a few cities have rolled out services, and these have focussed on one or more priority corridors, with limited to no improvements to public transport outside of these areas. And, while the Strategy also considered modal upgrading (improving existing modes of public transport), this was never seriously pursued. This has meant that the impact of IPTNs has been limited. As of May 2024, only 8 of the 13 cities receiving IPTN funding have rolled out services. Between 2007 and 2024, over R 83 billion in PTNG funding has been invested in IPTNs, and yet these services collectively only transport around 150 000 passengers per weekday. This does not represent value for money.

Given the challenges associated with implementing IPTNs, there is increasing consensus that, in addition to implementing BRT, with lower costs and with greater value for money, there is also a need to improve existing public transport services beyond priority IPTN corridors.

In this regard, there has been an acknowledgement of the important role that MBTs play and will continue to play in the provision of public transport services. The collapse of rail will take many years to reverse, and the rollout of IPTNs will take considerable time, as outlined above. Therefore, there is a need to implement initiatives which improve the service quality and safety of minibuses in the near future. Both the Province and the City have developed initiatives aligned with this focus which will be elaborated on below.

2.3.2 Western Cape Government initiatives

The Western Cape Mobility Department has been working closely with the MBT industry for many years to transform its structures and improve service quality. Two programmes that were key to this work were the Red Dot and Blue Dot initiatives.

Red Dot was a collaboration between the Mobility Department and Department of Health to respond to the transport needs of the COVID-19 pandemic. Through Red Dot, the first province-wide formal MBT company was created (Umanyano Travel Services Proprietary Limited or "UTS"), which functions as the business arm of SANTACO WC. This enabled the WCG to contract with a corporate entity to provide 290 000 trips for frontline healthcare workers, 31 500 passenger trips to and from quarantine and isolation centres, and 18 000 trips for passengers getting discharged from hospital or getting vaccinated during the COVID-19 disaster.

Blue Dot was a pilot incentive programme designed to shift behaviour and transform MBT services across the Western Cape. It was built on the formalisation progress of Red Dot by partnering with UTS and establishing a further 8 regional companies that were responsible for more on-the-ground management, such as co-ordinating the participation of operators and drivers.

Blue Dot included participation from 500 operators, 900 drivers and 800 vehicles across the Western Cape and operated for around 18 months from 15 May 2021 - 30 November 2022. To participate in Blue Dot, operators had to have valid OLs and roadworthy vehicles, and be tax compliant. Drivers had to be trained, and have valid Professional Driving Permits (PrDPs). To earn the incentive, participants needed to drive well and deliver a good quality service, based on performance standards. Through Blue Dot, there was a 50% reduction in speeding and a 40% reduction in harsh driving. In a survey of 400 Blue Dot passengers, 82% felt safer when travelling in Blue Dot vehicles, and 78% said that a Blue Dot taxi was a better taxi experience than regular MBT

services.

While Red Dot concluded due to the cessation of the pandemic, Blue Dot had to come to an end as funding was not made available to continue the pilot. Blue Dot had aimed to establish the foundations for further incremental improvement in the industry, such as cashless payment, larger vehicles and scheduled services, but the future stages of the project were not possible without the required funding.

2.3.3 City of Cape Town initiatives

Industry Transition

The City's plans for Industry Transition are well developed for both the MyCiTi Phase 1, and Phase 2A corridor as implementation corridors, where Vehicle Operating Companies (VOCs) are formed from minibus taxi operators and representative associations operating in these areas, along with other existing legacy bus services.

In the MyCiTi Phase 1 corridor a 'replacement model' was followed, which included compensation of affected operators who surrendered their operating licences and who had the opportunity to purchase shares in the VOCs which were formed to operate MyCiTi services.

The N2 Express is a top-up service introduced as a result of the collapse of passenger rail from Khayelitsha and Mitchells Plain to the Cape Town CBD. This service is contracted through a joint venture between taxi associations operating in the metro south east, and GABS running services.

In the MyCiTi Phase 2A corridor, a similar approach is being followed regarding replacement of affected MBT services and company formation, however not all MBT services are planned to be replaced as the peak hour capacity of MyCiTi buses will not fully cater for demand. A large proportion of MBT operators will continue to operate in parallel with trunks and direct services with no change to the quality of service currently provided.

Industry Transformation

Central to the City's Industry Transformation programme, is the progressive formalisation of MBT associations into small vehicle operating companies to leverage the benefits of collectivised operational management, much like a formal bus operator. Association Based Companies (ABCs), or Taxi Operating Companies (TOCs) manage the fleet to a schedule, balance supply and demand to optimise the fleet, and increase financial performance for the benefit of all shareholders.

The TOC model was piloted with the 7th Avenue Taxi Association from January to April 2019. The aim of the pilot was to test the viability of converting MBT associations into TOCs that could potentially be contracted to provide MyCiTi feeder services.

The pilot first analysed the current association operations and used the data to develop a new business plan for a streamlined, collective, scheduled service. In the 7th Avenue pilot, it was found to be most efficient to operate according to a schedule. One of the benefits realised through the pilot was that drivers became formal employees, earning a stable salary instead of having to chase their income daily. This resulted in improved service quality for passengers, and better working conditions for drivers. Fleet and operations were streamlined from 78 to 40 vehicles. With this efficiency, fuel costs went down by 45%, and additional efficiencies were realised through economies of scale for costs such as maintenance and depots. The TOC pilot thus demonstrated significant operational efficiencies, including better matching of demand & supply due to over-trading, leading to fleet optimisation, concomitant financial efficiencies and improved services to

passengers.

However, the pilot was terminated due to insufficient financial support. A business plan has been prepared for the 7th Avenue TOC pilot, which showed improvements can be sustained provided assistance is obtained with set-up costs and the recapitalisation of the fleet.

2.3.4 Policy Imperatives

The National Taxi Lekgotla in 2021 called for the industry to be brought into the mainstream and empowered at all levels. Such empowerment model must be anchored on formalisation, which includes establishment of business entities, subsidisation of the industry and partnerships with government on the rollout of public transport infrastructure and IPTNs. The clarion call was: “We call upon all stakeholders and all sub-sectors to forge a compact aimed at transforming the industry into a formalised and professionalised economic sector”.

Various policies and reports reference the need for Government to support MBT service improvement and formalisation and to consider the introduction of a MBT subsidy. These are summarised in Table 3-2.

Table 2-2 Policy imperatives for Shayela Smart

Policy	Summary of statements regarding MBTs
Public Transport Strategy and Action Plan (2007)	The Strategy speaks to upgrading existing modes of public transport, as well as the establishment of IPTNs. Modal upgrading refers to initiatives to “transform bus, taxi, and rail service delivery in the short to medium term”. As part of this, the Strategy notes the following interventions regarding MBTs: - Fast track taxi recapitalisation; - Improve enforcement; - Upgrade driver working conditions; - Facilitate taxi industry participation in subsidised bus contract system; and - Enhanced capacity for operating licence processing. These strategies show an intention for Government to improve existing MBT services.
White Paper on National Transport Policy (2021)	The White Paper provides some statements regarding the desired role of MBTs and policies for their regulation and improvement: - Inclusion of MBTs as feeder services to BRT systems; - “Providing assistance to the MBT industry to consolidate its thousands of individual operators, each owning one or two taxis, into companies operating fleets of taxis on behalf of shareholders. This has many advantages for the Government and the industry, including the ability to introduce cashless fare collection, contract with government, and form a limited number of contracts instead of multiple contracts with each individual. The consolidation of operators will also reduce the burden of regulatory control, enable rights to be awarded a network of routes instead of individual routes, and improve the imposition,

Policy	Summary of statements regarding MBTs
	monitoring and enforcement of service requirements"; - "Converting unscheduled services into contracted services over time"; - Use of "light-touch contracts for servicing the secondary network, where municipalities (or provinces in more rural areas) contract with companies controlling a fleet"; - Promoting automatic fare collection (AFC) systems as part of contracts or operating licence conditions; - Revitalisation of the Taxi Recapitalisation Programme, including "far higher allowance than at present"; and - The establishment of priority lanes for buses and taxis. In addition, the White Paper recognises that "transport funding by the Government must be equitable between modes, taking into account, inter alia, the degree of cost recovery in each mode, the Government's social responsibilities and development goals, the suitability of modes and the associated level of demand for each mode in the relevant areas."
Land Based Public Passenger Transport Market Inquiry (2021)	In 2021, the Competition Commission published the final report on their Market Inquiry into the Land Based Public Passenger Transport Sector. In the report, the Commission noted that the National Department of Transport was drafting a public transport subsidy policy and made recommendations on this policy including an "equitable allocation of subsidies to the taxi industry and rural bus operators, the prioritisation of infrastructure over operating grants, restoring urban rail services and the rapid roll-out of integrated ticketing, as well the creation of "dedicated funding for rural public transport".
Outcomes of the National Taxi Lekgotla (2020)	ON EMPOWERMENT "And we give you our assurance that we remain committed to doing whatever is necessary to bring the industry into the mainstream so that the invaluable service you provide can be improved." To an empowerment model underpinned by the principle that economic benefits must cascade to all operators in the industry. Such empowerment model must be anchored on formalisation which includes establishment of business entities, subsidisation of the industry and partnerships with government on the rollout of public transport infrastructure and IPTNs OUR CLARION CALL We call upon all stakeholders and all sub-sectors to forge a compact aimed at transforming the industry into a formalised and professionalised economic sector.

2.4 Synthesis

- The minibus taxi industry plays a vital role in the economy by providing the primary means of public transport, both in the Western Cape and across the country;
- However, the industry faces a number of challenges exacerbated by planning and regulatory issues and a lack of operating subsidies for MBT services;

- Relying solely on regulations and enforcement to address issues has proven ineffective as they do not address the underlying causes. Regulations within the MBT sector are outdated and require review as part of a broader process of industry reform, and to improve the effectiveness of law enforcement;
- Government's attempts to improve public transport services over the last two decades have focused on the implementation of IPTNS and BRT as a replacement for existing services and have had limited success;
- There is growing acknowledgement that the country's public transport strategy needs to change and that, in addition to implementing BRT, there is also a need to implement measures that achieve broad-based, incremental improvement of existing modes of public transport, including the minibus taxis;
- Incremental changes in the MBT sector, which start with existing business models and aim for progressive shifts rather than radical changes, may be more effective, accepting that this is a long process of transition where more fundamental changes can only be achieved over time;
- This should include a well-designed package of regulatory, enforcement and incentive measures ('sticks' and 'carrots'), which aim to progressively formalise and improve the MBT sector and support broader public transport improvements;
- While the City's 7th Avenue TOC pilot showed results that are conceptually attractive, it is unclear how this approach will be implemented at the scale required across the city to improve minibus taxi services. The majority of associations do not yet meet the preconditions for this transition to formal structures. There is a significant gap between the current state of the industry and its prevailing business model and the TOC approach, with its collectivised management model operating within a formal business structure. In cases where the preconditions do exist, financial support from Government may be required, and this needs to be tested to determine its applicability and scalability;
- Noting these challenges, and the limited geographical focus of current MBT reform programmes, there may be an opportunities for interventions which apply universally including improvements to current regulations, strengthened enforcement capability and service improvements. Unlike the TOC model, these measures do not rely on associations being ready for formalisation, and can be targeted at operating licence holders and drivers;
- These "bottom-up" interventions, which focus on improvement at the operator and driver level, should be seen as complementary to the City's Industry Transition and Industry Transformation plans. In many instances they can be put in place over the short- to medium-term, through the implementation of Phase 1 of the Programme, and help to progress formalisation and improve service delivery in support of longer longer-term strategies to improve public transport.
- Both the Province and the City have developed approaches and achieved some success through pilot projects, however, there is a clear need to build on these successes by developing and implementing MBT improvement programmes and implementing these at scale; and
- It is important that the MBT industry leadership structures are involved in the development of these initiatives to establish a shared vision and long-term approach which is supported by all stakeholders.

3 Description of Shayela Smart

3.1 Overview

The Shayela Smart Programme includes a suite of interventions designed to address key issues in the minibus taxi industry, incrementally improve service quality and safety, and progress formalisation and empowerment. The Programme adopts a broad, industry-wide approach and, initially, includes regulatory reforms and other measures designed to establish a baseline of legality and compliance, and the foundations needed to progress towards the ultimate goal of radical formalisation and improvement. It reignites a process of bottom-up, incremental formalisation and improvement, which is aligned with and supports the public transport strategies and programmes of both the Province and the City. The core objectives of the Shayela Smart Programme over Phase 1 are listed in Figure 3-1 below:

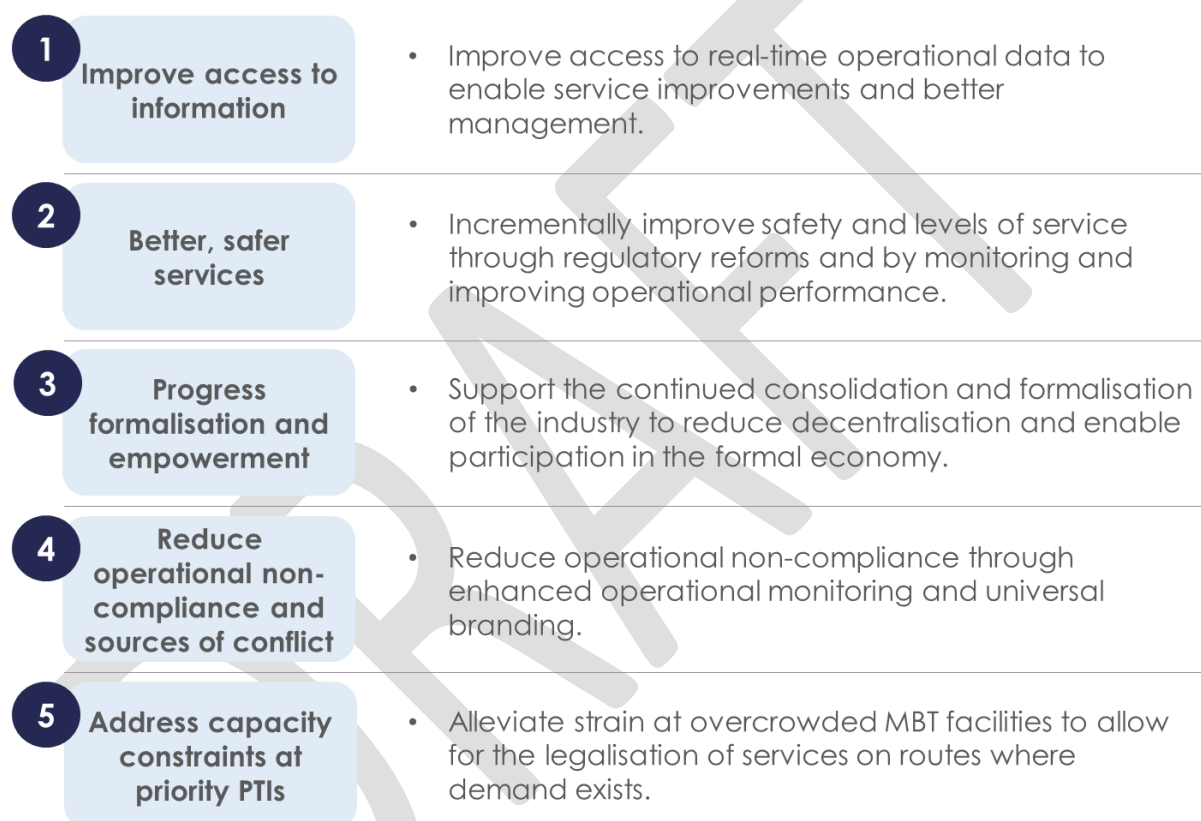


Figure 3-1 Objectives of the Shayela Smart Programme

Over the course of Phase 1, Shayela Smart works with the existing industry structures and business models. As such, the service improvements achievable through the Programme are likely to be modest, given that the prevailing 'target setting' business model, which causes fare chasing and poor driver behaviour, will endure. Significant shifts in service quality will require further measures to shift the underlying industry business model, and these will be pursued during Phase 2.

These measures are depicted in Figure 3-2 below, and described in detail in Section 4.3 and 4.4. Phase 1 interventions are anticipated to be implemented over the first 4 years of the Programme, first in the Cape Town Metro Area (Phase 1a), before being rolled out across the rest of the Province (Phase 1b). Phase 2 interventions are anticipated to be implemented from year 5 onwards.

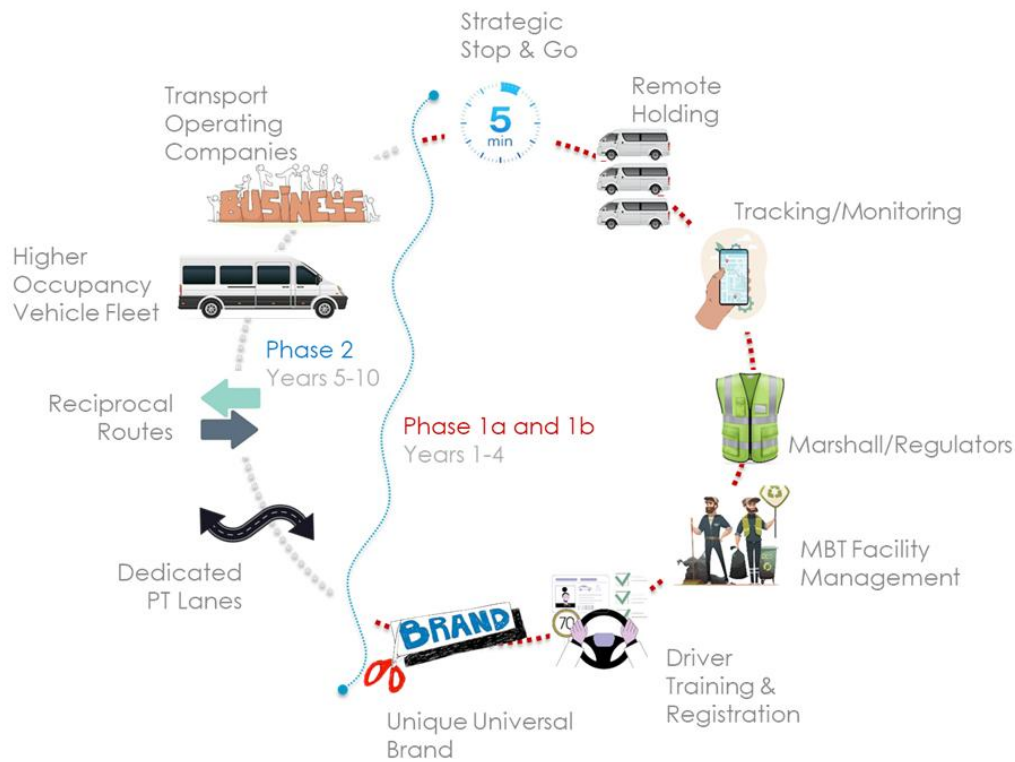


Figure 3-2: Elements of Shayela Smart

3.2 Phase 1 Interventions

Phase 1 interventions described in this sub-section have been developed to achieve the core objectives of the Programme, as described in Section 4.2. These include vehicle tracking and monitoring, vehicle branding, driver registration and training, and measures to address the capacity constraints at key PTIS, including the establishment of Remote Holding Areas (RHAs) and Strategic Stop and Go (SS&G) facilities. These interventions and their alignment with the objectives are illustrated in Figure 3-3 below:

Short-term intervention	Description	Aligned objectives
Vehicle tracking & monitoring system	Installation of vehicle trackers linked to an operational monitoring system.	1, 2
RHAs, SS&G facilities and facility marshals	Short-term infrastructure and operational interventions to increase the capacity of MBT facilities.	2, 4, 5
Vehicle branding	A single brand will be developed and applied to all legal vehicles.	2,4
Driver registration	A process to register public transport drivers on a system.	1,2, 3, 4
Training	To complement registration, a driver training programme will be implemented, as well as training for other programme participants.	2, 3
Facilities management	Industry participation in PTI facilities management in support of formalisation and empowerment.	2, 3

Figure 3-3 Summary of Phase 1 interventions

A conceptual illustration depicting the relationship between a PTI, RHA and SS&G facilities is provided in Figure 3-4. These measures will allow regulatory authorities to consider applications for operating licences on new routes, which currently cannot be activated. Many of these routes are already operational, due to high levels of passenger demand, but are not licensed and, therefore, illegal and subject to impoundment and other law enforcement action. A key objective of the Shayela Smart Programme is, therefore, to implement interventions to alleviate strain at saturated MBT facilities, and allow operating licence applications to be considered and awarded on these routes, where it is justified in terms of passenger demand. The PTIs where these interventions are required include Cape Town Station Deck, Bellville, Wynberg, Claremont, Mutual, Bonteheuwel and Fish Hoek.

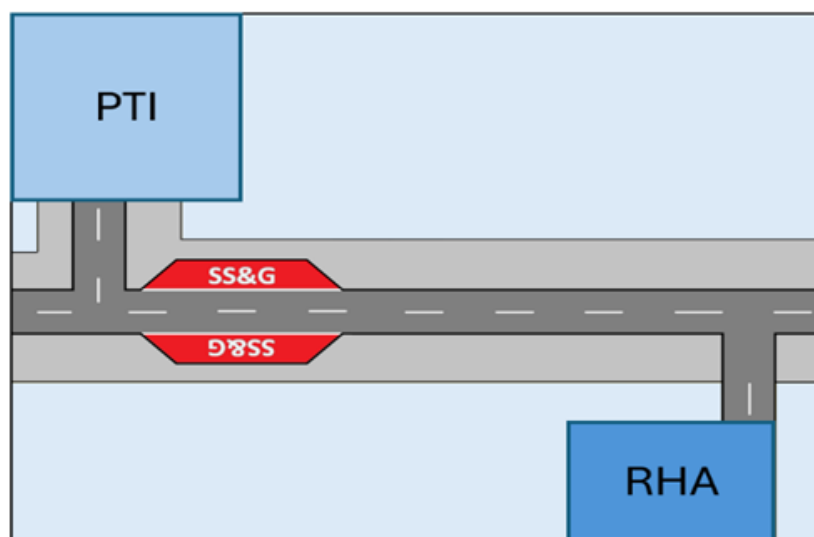


Figure 3-4: RHA and SS&G Facilities Conceptual Illustration

The Programme is to be implemented province-wide in phases over several years, with Phase 1a

focusing on the Cape Metro, and Phase 1b expanding across the rest of the Province. Each phase will be carefully planned to ensure that disruption to operations is minimised, and no operator is unduly disadvantaged. To achieve this, phases will be planned in close collaboration with the industry, and will likely be rolled out on a route-by-route basis so that, to the extent possible, all operators on a route will benefit from the Programme simultaneously.

Phase 1 interventions are provisionally programmed to roll out over a four-year period, subject to the availability of funding. Phase 1a rollout shall commence with Cape Town Station Deck operations, where the approach will be tested and refined over a period of at least six months, followed by rollout at the other priority PTIs across the Metro, including Bellville, Claremont and Wynberg. Thereafter, the Programme will be expanded to the remaining areas of Cape Town, completing Phase 1a, and expanding across the broader functional region and the rest of the Province through Phase 1b. For more detail see Chapter 10.

3.2.1 Vehicle Tracking and Monitoring System

Core to the functioning of the Shayela Smart Programme will be a vehicle and driver monitoring system. All MBTs operating in the Western Cape will be equipped with vehicle and driver monitoring hardware, including vehicle trackers and driver ID tags, supporting the following functionality (technical requirements are described in more detail in Chapter 5):

- Vehicle location tracking
 - Detection of route compliance; and
 - Detection of compliance with facilities use conditions, including eligibility and time of use restrictions
- Driver behaviour monitoring
 - Driver identification;
 - Detection of speeding;
 - Detection of harsh driving, including harsh acceleration, braking and cornering; and
 - Detection of non-compliant drivers operating MBTs.

The trackers and the associated monitoring system are primarily intended to enable industry to monitor and improve their own operations, with support from Government, and feed into the driver registration system and profiling (see Section 3.2.6). It will also provide Government with supply-side data at an unprecedented scale, supporting improved planning and regulation. Operational data will be collected electronically as opposed to a traditional time-based survey - which only provide a snapshot in time. While advanced data and information processing systems could be deployed to assess demand and supply along MBT routes to ascertain whether additional operating licences are required. This will enable better, safer services, while bolstering planning and regulatory decisions with richer data.

3.2.2 Remote Holding Areas

RHAs are MBT holding or parking facilities established near existing PTIs, where capacity is limited, to alleviate strain caused by MBTs either queuing or holding at these PTIs. Figure 3-4 illustrates the proximity of RHAs, SS&Gs and PTIs to one another, while Figure 3-6 is an example of an existing MBT holding facility situated near to the Claremont PTI. It is anticipated that newly established RHAs would adopt a similar configuration, with a mix of bays accommodating independent vehicle movements, where each vehicle can enter and exit the facility independently, and higher density bays accommodating dependent movement, where these vehicles will need to wait for surrounding vehicles to move before they are able to enter or exit the facility.

New RHAs will be established where a PTI does not have sufficient capacity to accommodate

additional vehicles and as close as possible to the PTI they are intended to serve, using appropriately zoned government owned land (preferably City of Cape Town) where possible. In some instances, RHAs will only be in operation until the capacity at the PTI they serve has been increased to accommodate additional vehicles, through planned longer-term PTI infrastructure upgrades.



Figure 3-5: Existing MBT Holding Facility Near Claremont PTI

To prepare vacant land for use as RHAs, the following interventions will typically be required:

- Removal of vegetation;
- Flattening of the parking surface;
- Dropping of kerbs to provide access and exit points;
- Installation of fencing and gates;
- Installation of lighting;
- Installation of road signs and road markings;
- Installation of water and sanitation services;
- Construction of a drivers' resting area, where drivers can congregate while their vehicles are not in service; and
- Provision for vehicle washing.

The use of RHA facilities shall be regulated as follows:

- a) Where PTIs are able to accommodate additional loading vehicles, RHAs shall function as overflow facilities for these PTIs. When queues within PTIs for specific routes are full, MBTs servicing those routes will be required to hold in RHAs, until they are called to the PTI by a facility marshal (see Section 3.2.4 for further details on operational coordination by marshals).
- b) Where PTIs are not able to accommodate additional loading vehicles, they will need to hold in RHAs. Rather than being called to a PTI, they will instead be called by a facility marshal to a Strategic Stop and Go (SS&G) facility, where passenger loading shall take place, as described in more detail in Section 3.2.3.

The vehicle and driver monitoring system, as described in Section 3.2.1, shall be used to monitor the use of and compliance with the rules associated with RHA facilities.

3.2.3 Strategic Stop and Go Facilities

SS&G facilities are dedicated embayments established near PTIs to allow MBTs to off-load (and in limited instances, load) passengers without entering the corresponding PTI, thereby easing

pressure on the PTI. Figure 4-3 illustrates the proximity of RHAs, SS&Gs and PTIs to one another. An example of an existing embayment under consideration for conversion into an SS&G, located near the Wynberg PTI, is shown in Figure 3-6.

Like RHAs, SS&G facilities will be established where a PTI does not have sufficient capacity to accommodate additional vehicles, as close as possible to the corresponding PTI, and shall primarily accommodate the off-loading of passengers for defined routes. In some cases, SS&G facilities will also accommodate passenger loading. Wayfinding signage would need to be installed at and between SS&G facilities and PTIs, to ensure that passengers can easily navigate between these facilities. SS&Gs may also require lighting upgrades, and the construction of shelters for passengers.



Figure 3-6: Possible SS&G Facility in Wynberg

The use of SS&G facilities shall be regulated as follows:

- a) Where there is insufficient capacity within a PTI to accommodate the off-loading of passengers for a particular route, MBTs operating on that route shall offload passengers at the corresponding SS&G facility. MBTs will be permitted to dwell at SS&G facilities to offload passengers, but for no more than 3 minutes. Facility marshals will be responsible for monitoring compliance with facility rules, as described in more detail in Section 3.2.4.
- b) Where there is insufficient capacity within a PTI to accommodate loading of passengers for a particular route, SS&G facilities shall, in addition to accommodating off-loading of passengers, accommodate loading of passengers. This will require passengers for such routes to queue at the SS&G facility. MBTs servicing such routes will be summoned to the SS&G facility only once the facility marshal has confirmed that there are enough passengers queueing to allow the corresponding MBT to load these passengers and depart within a maximum of 3 minutes of arriving at the SS&G facility.

The vehicle and driver monitoring systems described in Section 3.2.1 shall be used to monitor the use of and compliance with the rules associated with SS&G facilities.

3.2.4 Facility Marshals

Where RHAs and/or SS&G facilities are established to support PTIs, dedicated facility marshals will be deployed to coordinate operations between the RHAs, SS&Gs, and PTIs. Building on the existing functions of rank marshals, facility marshals will monitor the operations of each route and communicate with each other to ensure that MBT drivers are directed where they are needed.

Facility marshals will be required to adhere to a set of Standard Operating Procedures (SOPs) when directing vehicles, and drivers will be encouraged to follow the directions of facility marshals to ensure orderly operations.

The vehicle and driver monitoring systems described in Section 3.2.1 will monitor the use of and compliance with the rules associated with the use of these facilities. Where drivers fail to comply with these rules, facility marshals shall receive real-time alerts, allowing them to take necessary action.

3.2.5 Vehicle Branding

All MBTs operating in the Western Cape will be fitted with Shayela Smart branding to aid with the identification of vehicles. This will allow facility marshals to monitor the use of PTIs, RHAs and SS&Gs and identify vehicles more easily.

3.2.6 Driver Registration

While MBT operators must have an operating licence to operate, drivers are not subject to the same regulatory controls. As a result, neither Government nor the industry has a good handle on drivers and there are no effective mechanisms for holding them accountable for poor driving behaviour.

A solution is to establish a driver registration system through which all drivers who operate MBTs in the Western Cape for the provision of public transport services will need to register with the regulatory authority. To register, drivers will need to have valid driving licences and PrDPs and will be required to complete a training programme. Registered drivers will be supplied with a driver tag, or other appropriate technology solution, linked to their profile and each time they get into a vehicle to take passengers, the tag must be inserted into the tag reader to link the vehicle's operational data with the driver's profile. To maintain their registration status, drivers need to adhere to the following Shayela Smart rules:

- Be in possession of a valid South African Driving Licence;
- Be in possession of a valid PrDP;
- Have completed Shayela Smart Induction Training;
- Have completed Shayela Smart Basic Training within 6 months of registering;
- Sign-in/tag-in before driving; and
- Drive well and only operate on authorised routes.

Drivers who repeatedly fail to adhere to Shayela Smart rules shall accrue demerit points, where the number of points accrued shall correspond with the nature and magnitude of the transgression. Once a driver breaches a defined points threshold, they will be required to attend rehabilitation training (see Section 7.5 for more detail). The approach to driver registration is described in more detail in Chapter 6.

Monitoring the performance of each of the approximate 1,000 vehicles and drivers, proved to be an effective approach in Blue Dot. In addition to tracking driving behaviour via trackers, Blue Dot allowed passengers and road users to provide feedback on the behaviour of drivers. During the 19 months that the project was operational, over 30 000 ratings were received. This enabled the identification of repeat offenders - those who consistently received negative ratings from users - and steps could be taken to address the behaviour of this group. It was found that the majority of rated vehicles (67%) received fewer than 20 negative ratings over the full 19 month period of the project, with a further 5% receiving no negative ratings (see Figure 3-7). 22% received 21-50 negative ratings, and only 6% received more than 50 negative ratings.

Therefore, those receiving consistent negative ratings made up the minority of vehicles in Blue Dot, and efforts could be focused on addressing the behaviour issues of these vehicles. Having mechanisms to monitor the performance of each individual vehicle allows for a targeted and efficient approach to performance monitoring.

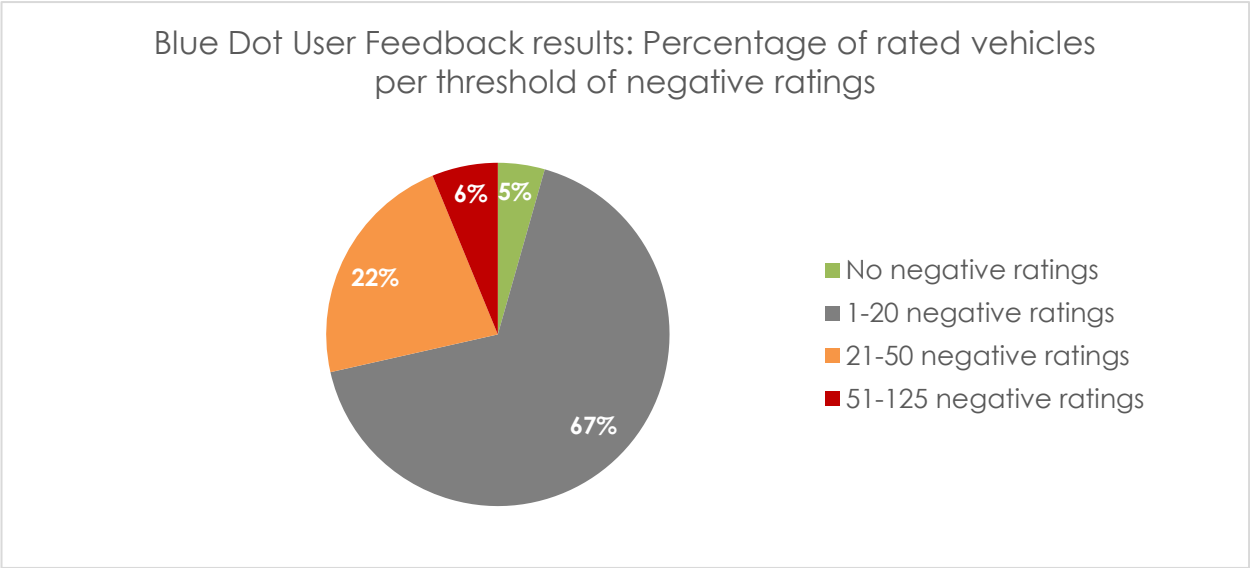


Figure 3-7 Blue Dot User Feedback results: Percentage of rated vehicles per threshold of negative ratings

To encourage drivers to use driver tags (or another appropriate technology solution) each time they operate a MBT, a driver awards programme will be implemented. Through the programme, each month, drivers who have adhered to Shayela Smart rules will be eligible for entry into a cash prize draw.

3.2.7 Training

Safe and responsible driving is paramount in the public transport industry, as it not only ensures the well-being of passengers, but also contributes to the overall safety and efficiency of road transport systems. Through structured and accredited training modules (as depicted in Figure 3-8), and fostering accountability, the goal is to equip the MBT industry with essential skills to deliver safe, high quality public transport services across the Western Cape.

Induction Training	Basic Training	Advanced Training	Rehabilitation Training
- Provides a holistic introduction to and overview of the Programme. - For operators, drivers, marshals and sliding door operators. - Delivered in a single half day session.	- Basic training for drivers and a requirement for driver registration. - Delivered through 3 half-day sessions.	- Optional training for high-performing drivers. - Successful completion results in accredited qualification.	Focused training for poor performing drivers designed to support improved performance.

Figure 3-8 Training Initiatives

Operators, drivers, facility marshals and sliding door operators will complete Induction Training - a single four-hour session providing a broad overview of the Shayela Smart Programme, as well as

operational details relevant to each stakeholder group. Drivers will also need to complete Basic Training within 6 months of Induction Training to complete registration, while drivers who breach the demerits threshold will need to complete Rehabilitation Training. Drivers who consistently perform well, maintaining a clean record with regard to Shayela Smart rules, shall be eligible to participate in accredited Advanced Training courses. For full details on the training programme refer to Chapter 7.

3.2.8 Facilities Management

To ensure that PTIs, RHAs, and SS&Gs are safe, clean, and well maintained and support industry empowerment objectives, Government is exploring options for industry to play a larger role in facilities management through the Shayela Smart Programme, where the industry would be responsible for employing cleaning staff, security guards, and maintenance teams, as well as ensuring that these teams have the necessary supplies and equipment. This intervention would achieve industry empowerment through the diversification of income streams.

3.2.9 Regulatory Reform

The existing regulatory framework for MBT services in the Western Cape, as set out in Section 5.2 below, has several gaps which contribute to key issues within the MBT industry. There is accordingly a need to review and adjust this framework. Improved regulations can be very effective at reforming the industry, as concluded by a Cities Support Programme study from 2020², reproduced below:

- Current approaches to regulation and enforcement are rudimentary and mostly ineffective. Government should support investigation into better regulation;
- By way of example, the National Taxi Task Team sought to bring greater order to the industry by, inter alia, changing the basis of licences from area-based to route-based licences while making it compulsory for licence holders to belong to route associations that could restrict entry to the market;
- The shift to route-based licences reduced the potential for contestation between permit holders from different locations, while any applications for licences had to be backed by the local route association;
- A national body called SANTACO was established by the industry and funded by the government to act as the official voice of the industry;
- The taxi recapitalisation program was also introduced to enhance vehicle safety and quality;
- The legislative provisions providing for the changes were embodied in the National Land Transport Transition Act (Act 22 of 2000);
- The changes introduced as a result of the NTTT were largely positive at relatively low cost. The introduction of associations and route-based licences has undoubtedly contained conflict even if it remains at unacceptably high levels; and
- The taxi recapitalisation program has significantly enhanced vehicle safety and quality. Not all objectives were achieved, but those that were have had significant results.

² National Treasury Cities Support Programme Discussion Document on Public Transport Policy, Grants and Subsidies, 2020.

3.3 Phase 2 Interventions

The Phase 2 interventions described in this sub-section aim to respond to the Programme's longer term objectives (as described in Section 3.3), building on Phase 1 interventions, to deliver further operational improvements and efficiencies. This includes measures to enhance modal integration, prioritise public transport, further improve operational efficiency and levels of service and progress formalisation.

3.3.1 Dedicated Public Transport Lanes

One of the biggest impediments to the efficiency of road-based public transport services, including MBT operations, is traffic congestion in mixed traffic. Dedicated public transport lanes or rights of way allow public transport vehicles to travel at considerably higher speeds during peak traffic congestion, reducing passenger journey times and improving operational efficiency and finances.

While some dedicated public transport lanes do exist in Cape Town, including those on the N2 inbound and along Main Road, there isn't enough enforcement to discourage other vehicles from using these facilities and, consequently, they do not function as well as intended. There is, therefore, a need for improved enforcement, as well as the introduction of additional dedicated lanes along key corridors. This will be investigated as a Phase 2 intervention, and introduced where feasible.

3.3.2 Reciprocal Routes

MBTs are authorised to operate on specific routes or networks of routes. A typical MBT route has an A-Point (origin) and a B-Point (destination) and many of these routes are unidirectional which means, vehicles are licensed to depart from the A-Point with passengers and drop these passengers at the B-Point, but then must return empty to the A-Point to pick up more passengers. This approach was introduced to manage competition on routes, but it creates substantial inefficiencies by increasing the number of vehicles required to meet demand. Therefore, MBT routes should be reviewed, rationalised and converted over a period of time, to allow for bidirectional or reciprocal routes, where operators are allowed to load and drop passengers at both A and B-Points. This exercise will be embedded in the City's minibus taxi route authority clean-up project, which is scheduled to commence in 2024 and conclude in 2026.

3.3.3 High Occupancy Vehicle Fleet and Other Fleet Improvements

The existing Cape Town MBT fleet consists of approximately 11,000 vehicles, the majority of which are 14 - 16 seater minibuses. Only a small percentage fall in the 22 - 23 seater midibus category and there are no 35 seater vehicles in the fleet, primarily because the City's PTIs cannot accommodate them. SS&G facilities will allow for the introduction of larger vehicles because their geometry can accommodate them. The data collected via the Shayela Smart monitoring system can be used to identify routes best suited to larger vehicles. In addition, other measures to improve the minibus taxi fleet will be considered, including the introduction of vehicles equipped to carry targeted categories of passengers³.

³ In terms of the National Land Transport Amendment Act (No.23 of 2023) targeted categories of passengers "means (i) persons with disabilities; and (ii) the elderly, pregnant women, scholars, young children and those who are limited in their movements by children."

3.3.4 Vehicle Finance Reform

Related to the above, options to improve access to affordable vehicle finance will also be explored. MBT operators are subject to high interest rates due, in part, to their risk profile, which makes delivering a financially viable service a challenge.

3.3.5 Transport Operating Companies

A key long-term objective of the Shayela Smart Programme is to actively progress the formalisation and empowerment of the MBT industry, including through company establishment and development. This transition to business entities underpins and brings together the Programme's elements, and will simplify the planning and regulatory regime for Government.

3.3.6 Electronic Ticketing

An electronic ticketing solution may be incorporated into the Programme to support the required transition to a cashless, integrated, multi-modal ticketing system. The introduction of electronic ticketing, which may include a role for the private sector, would bring several significant advantages, including:

- Improved operational efficiency - no handling of cash;
- Improved passenger and vehicle security - passengers would not need to carry cash, and vehicles would be cashless;
- Access to a rich source of data on the demand for the service and passenger numbers, to complement the supply side information provided by the trackers, thereby enabling improved planning and regulation of services; and
- Integration of minibus taxi services with other modes of public transport as part of the rollout of multi-modal integrated ticketing.

3.4 Rationale for Shayela Smart

Shayela Smart is fully aligned with national policy, forms part of both the Province's and the City's public transport plans and has the full support of the minibus taxi industry in the Western Cape. The Programme responds to the need for broad-based public transport improvement and MBT industry reform. Crucially, it establishes the building blocks for additional, incremental improvements and greater integration of MBT services into the City's IPTN. It also has the potential to serve as a model for other parts of the country grappling with MBT reform. These points are expanded on below:

- **Full alignment with national policy:** Shayela Smart is fully aligned with the policy imperatives described in Section 2.4, including the White Paper of National Transport Policy (2021) and the outcomes of the National Taxi Lekgotla;
- **Full alignment with provincial and city planning:** Shayela Smart is part of both the Province's and the City's formal planning processes, including the Provincial Land Transport Framework and the Mobility Department's 5-year Strategic Plan and the City's Comprehensive Integrated Transport Plan (CITP), Integrated Public Transport Network (IPTN), Plan, Operating Licence Strategy (OLS) and MYFIN;
- **Full alignment with the City's public transport programmes:** Shayela Smart also aligns with and supports the City's industry transition and transformation. Shayela Smart represents a broad-based, incremental approach to MBT improvement and formalisation that responds to the urgent need to deliver bottom-up service improvements both within and beyond the priority IPTN corridors.

- **Building the foundations for long-term reform:** Shayela Smart responds to the need for improvements to public transport, providing an incremental approach to reform and beginning to address the key industry challenges outlined in Section 3.2. In the short-term, Phase 1 focuses is on putting in place the systems and processes needed to enable further incremental improvements in service quality by improving regulation and compliance, providing Government and industry with essential operational insights, improving operational management and driving safety. These measures will establish the foundations needed for much-needed reform over the long term, including more efficient operations, larger vehicles, dedicated public transport lanes, electronic ticketing and corporatisation, which will be the focus of Phase 2;
- **An intergovernmental partnership:** Shayela Smart is a joint initiative between the WCG and the City and an IGA will be concluded to formalise this partnership. This collaborative approach brings together two entities with important roles in managing and improving public transport and MBT services, has already produced positive results through the MBT Task Team and provides a strong platform for further reform;
- **A model for the rest of the country:** Shayela Smart provides an approach to improve MBT services across the country, helping to address a gap in current policy and practice, which is focused on the delivery of priority IPTN corridors, with little attention placed on broad-based, incremental sector reform. These interventions can be implemented without major changes to the existing industry business model, structures and operations, yet these interventions lay the groundwork for more significant, longer-term formalisation and improvement.

4 System Requirements

Systems and technology will underpin the Shayela Smart Programme and are key to its success. The overarching monitoring system will provide Government with the data needed to better plan, regulate and manage MBT services, and will also support the industry to monitor and improve their own operations. It will include a series of sub-systems, while a separate but integrated registration system will also be developed to facilitate the registration of participants.

Each vehicle will be equipped with a tracker, driver tag reader (or other appropriate technology solution), and unique branding, with fitment recorded using the vehicle fit-out sub-system. Training attendance will be recorded using the training sub-system and Programme participants will receive regular communication via SMS or push notification on the Operator and Driver Apps (also sub-systems).

The operations management sub-system will support facilities marshals to coordinate operations between PTIs, RHAs and SS&G facilities, and additional sub-systems will be developed to enable user feedback and performance reporting.

A combination of hardware and software components will be used to meet the Programme's system and technology requirements, a breakdown of which is provided in Table 4-1.

Table 4-1: Shayela Smart Systems Overview

Requirement	Hardware Requirements	Software Requirements
Monitoring of MBTs	- Trackers - CCTV / LPR	Monitoring system with planned routes Operations management sub-system with planned ranks and facilities
Vehicle fit-out and compliance	Devices to input data	Vehicle fit-out sub-system (process management) - Integration with external systems, including the Provincial Transport Regulation System (PTRS) and the National Traffic Information Systems (eNatis)
Participant registration, including driver registration		Registration system - Integration with external systems, where possible
Training management and compliance	Devices to input data	Training sub-system (process management)
Feedback to facility marshals	Devices for facility marshals to receive alerts and input data	- SMS communication - Facility Marshal App (sub-system) (TBC)
Feedback to		Operator and Driver App (sub-system)

Requirement	Hardware Requirements	Software Requirements
operators and drivers		• SMS communication
Driver identification	• Driver tags or other appropriate technology • In-vehicle driver tag readers	
User feedback		• User feedback sub-system
Performance reporting		• Performance reporting sub-system, including: • Business intelligence • Reports (extracts) • Operator and Driver App reports • SMS reports

4.1 Monitoring System

The monitoring system will allow for the detection of unsafe driving behaviour, such as speeding and harsh driving, off-route operations, the unauthorised or improper use of facilities and whether or not a driver has tagged in. This would leverage and build on the monitoring systems that form part of the WCG's Integrated Transport Hub (ITH). Outputs of the monitoring system would include alerts to participants via either SMS or push notification, business intelligence reports, extractable reports, and live operational monitoring.

4.2 Registration System

Operators and drivers will be registered as Shayela Smart participants on a registration system. For drivers, it will be used to build a profile over time, including their identity and other relevant information, namely:

- PrDP and drivers licence information
- Driving performance from monitoring system
- Fines and their status (e.g. Warrant of Arrest stage)
- Training attendance

This information will feed into the registration system via existing links between the ITH and external systems, as well as further integration with any new or additional systems⁴ that may be required. Existing registration interfaces within the ITH will be repurposed and enhanced to support this functionality.

⁴ To the extent possible - in instances where information is not readily available and integration with external sub-systems is not possible, this information will be excluded from the driver profile until it becomes available.

4.3 Training Sub-system

Drivers who meet pre-registration screening criteria (see Section 6.2) will be required to attend induction training (see Section 7), during which they will register and be issued with a driver tag or other appropriate technology solution. This process will be facilitated through a mobile application and backend system, which will be used to capture training attendance and the details of tags issued to drivers. This application will interface with the registration system, and will also be used to record training attendance by other stakeholders, including operators, facility marshals and sliding door operators.

4.4 Vehicle Fit-out Sub-system

Once the operator and driver have registered, the associated vehicles will be equipped with:

- **Vehicle tracking equipment:** supporting real-time GPS location tracking and accelerometer data;
- **Driver identification tag readers:** to identify drivers and link vehicle data with each driver's profile; and
- **Unique Branding:** To enable improved vehicle identification.

The fitment process will be supported by a purpose-built application that interfaces with the registration system. Existing technology within the ITH will be repurposed to support this functionality.

4.5 Operations Management Sub-system

The system will also be used to help manage operations at the PTIs where RHA and SS&G facilities will be introduced. To support this function, the monitoring system will be configured to send automatic alerts to facility marshals situated at these facilities. The facility marshals will coordinate amongst each other, either via WhatsApp or an alternative messaging platform, and direct drivers accordingly.

The operations management system will monitor the use of these facilities and detect if they are used incorrectly - for example, where vehicles dwell at the facility for too long - or by unauthorised vehicles. The tracking equipment fitted to all Shayela Smart vehicles will be used to detect when licensed vehicles make unauthorised use of a facility, while the parallel introduction of Licence Plate Recognition (LPR) cameras will be used to identify when facilities are used by unlicensed operators. When issues arise, the monitoring system will notify facility marshals, either via SMS or push notification, so that they may intervene.

4.6 User Feedback Sub-System

Passengers and other road users will be able to rate Shayela Smart services through a user feedback interface, allowing passengers to submit feedback on driving and vehicle safety. Existing user feedback interfaces within the ITH will be repurposed to support this functionality, and this information will be recorded against the operator's and the driver's profile to identify areas for improvement. Passengers will be made aware of their ability to provide feedback through information provided inside Shayela Smart vehicles and aligned marketing initiatives.

5 Regulatory Considerations

5.1 Background

The successful implementation of the Shayela Smart Programme's objectives will require a comprehensive regulatory framework to support the various interventions and to create the necessary legal mechanism to implement such interventions. This chapter will explore the regulatory actions which will be required to facilitate the development and implementation of Shayela Smart. By addressing these regulatory requirements, Shayela Smart aims to ensure a seamless implementation process, promote compliance, and achieve the intended public transport improvements both within the City of Cape Town, as well as the province as a whole.

5.2 Current Legal Framework

The current legal framework in which public transport is regulated includes the following:

- The National Land Transport Act 5 of 2009 ("the NLTA");
- National Land Transport Regulations (17 December 2009, No. 32821) ("NLTA Regulations");
- The National Land Transport Amendment Act 23 of 2023 ("the NLTA");
- The Western Cape Road Transportation Amendment Act, Law 8 of 1996 ("Law 8");
- The Standard Constitution, Code of Conduct and Grievance Procedure for a Taxi Association (28 February 1997), published in terms of Law 8 ("Standard Constitution" or "Code of Conduct");
- Regulations on Colour Coding and Branding for Minibuses and Midibuses used for Minibus Taxi-Type Services (18 August 2017, No 41046) ("Branding Regulations"); and
- Reconfigured Operating Licence Conditions as Determined by the Western Cape PRE and Stipulated by Planning Authorities (24 November 2023, No 49768).

An analysis of the current legislative framework has found that it does not provide a clear mechanism for the development and implementation of all Shayela Smart interventions. While a few of the interventions could possibly be implemented within the existing framework, the majority of the interventions necessitate regulatory action.

5.3 Regulatory Action

Following the determination that regulatory action will be required to create a legal basis or mechanism to implement Shayela Smart interventions, two main possible regulatory actions have been identified:

- a) Amendment of Law 8; and
- b) The publication of Regulations by the MEC in terms of Section 10 of the NLTA.

5.3.1 Amendment of Law 8

Of specific relevance to the development and implementation of the Shayela Smart interventions is Law 8. The 1996 amendment to the Road Transport Act, 1997, seeks to address the unique needs and challenges of Western Cape minibus taxi industry. Key amendments include:

- Establishment of the Provincial Taxi Registrar with the authority to register minibus taxi associations and individual operators;
- Creation of registration requirements, including:
 - Requirement for all operators to be members of registered associations or registered as non-

members in order to obtain permits; and

- Mandate that permits (operating licenses) be granted on a route or network basis (and requiring existing area-based permits to be converted upon transfer).
- Specification that permits must align with local transport plans and recommendations from relevant authorities and forums;
- Introduction of requirements for detailed descriptions of pick-up and drop-off points and designated ranks and facilities to be included in permits (operating licenses);
- Promotion of professional practices among registered associations and their members and the introduction of a Standard Constitution and Code of Conduct for associations and non-members, with compliance monitored by the Registrar;
- Mandate given to the Registrar to suspend or de-register associations or non-members failing to comply with the Standard Constitution and Code of Conduct; and
- Empowerment of the Registrar to conduct inquiries into non-compliance and impose penalties, including fines, suspension or withdrawal of registration.

Broadly speaking, Law 8 aimed to:

- Professionalise the minibus taxi industry;
- Ensure better regulation and management of public transport services;
- Promote safety and compliance within the sector; and
- Facilitate the integration of minibus taxis into broader transport planning efforts.

By addressing these areas, Law 8 aimed to enhance the efficiency, reliability, and safety of public transport in the Western Cape. Consequently, Law 8 provides a legislative foundation for the implementation of Shayela Smart interventions. To facilitate this, amendments to Law 8 could include:

- A requirement for driver registration in addition to association / operator registration and the provision of the terms of such registration;
- Provision for suspension or deregistration of drivers in instances of non-compliance with terms of registration;
- Provision for compulsory training to all drivers of public transport services; and
- Introduction of requirements for detailed descriptions (contained in the conditions of operating licences granted by the PRE) of ranks and additional facilities (such as RHAs and SS&Gs) that may be used by vehicles in the provision of public transport services in accordance with operating licences.

The process for amending provincial legislation in the Western Cape involves several stages, these include:

- **Proposal and Drafting:** the process typically begins with a proposal for amendment. This can be initiated by a member of the Provincial Legislature, a (Provincial) Minister, or a government department. The drafting process involves consultations with stakeholders, including public consultations and expert advice;
- **Cabinet Approval:** where a bill is initiated by the provincial government, it will first be reviewed and approved by the Provincial Cabinet before being introduced into the legislature;
- **Legislative Review:** thereafter the draft bill may undergo preliminary scrutiny by relevant committees within the legislature to ensure alignment with existing laws and policies;
- **Tabling:** the bill is formally introduced to the Provincial Legislature by the responsible member or Minister;

- **Referral to Committee:** The Bill is then referred to the relevant portfolio committee for detailed consideration and public input. The committee may hold public hearings and invite submissions from interest parties. The committee considers the bill in detail, considers amendments and compiles a report with recommendations. The committee's report is then presented to the full legislature;
- **Second reading:** The bill is then debated by members of the Provincial Legislature and the bill is then put to a vote. If it passes the second reading, it proceeds to the next stage;
- **Consideration of Amendments:** any necessary amendments will be proposed, discussed and voted on during this stage;
- **Third Reading:** the bill, as amended, is debated once more and then put to a vote. If it passes to the final stage; and
- **Assent and Promulgation:** the bill is sent to the Premier of the Western Cape for Assent. Once the Premier signs the bill, it becomes law. The newly enacted law is then published in the Provincial Gazette, specifying the date on which it comes into effect.

Amending provincial legislation is a time-intensive process that involves multiple stages and requires political will and stakeholder buy-in. Ensuring broad support is essential for successfully implementing laws that support the Shayela Smart interventions.

5.3.2 The publication of regulations by the MEC in terms of section 10 of the NLTA

The second regulatory action that has been identified as a possibility for the implementation of the Shayela Smart interventions is the publication of Regulations by the MEC in terms of Section 10 of the NLTA.

Section 10 of the NLTA provides that:

"10(1) An MEC may make regulations with regard to—

- (a) any matter which, in terms of this Act, may or must be prescribed by an MEC**
- (b) code of conduct for operators or drivers of public transport vehicles, which may differ according to the mode of transport concerned;**
- (c) the establishment, membership and procedures of co-ordinating structures for transport planning in the province;*
- (d) frequency of meetings of Provincial Regulatory Entities;*
- (e) procedures at meetings of Provincial Regulatory Entities, quorums and the keeping of records;*
- (f) the powers and duties of Provincial Regulatory Entities; and**
- (g) procedures to be followed in promoting public participation in the transport planning process.*

[own emphasis]

- (2) The regulations may provide that any person who contravenes a provision thereof or fails to comply therewith, is guilty of an offence and on conviction liable to imprisonment not exceeding three months or to a fine.
..."*

Further, section 24 of the NLTA provides that:

"24(1) Each Provincial Regulatory Entity must—

- (a) **monitor and oversee public transport in the province;**
[own emphasis]
(b) ..."

Given the above, the Minister has the legislative authority to promulgate regulations enacting a code of conduct applicable (and enforceable) against MBT operators and Drivers as well as regulations pertaining to the powers and duties of the PRE in relation to their mandate to monitor and oversee public transport in the province. This regulatory action has been identified as a proposed mechanism to implement certain Shayela Smart interventions. For example:

- Regulations placing a responsibility on the Western Cape PRE to establish and maintain a MBT driver register. These regulations would be published in terms of s 10(1)(f) read with s 24(1)(a) of the NLTA;
- Regulations placing a responsibility on the Western Cape PRE to facilitate or ensure the fitment of vehicle trackers and branding requirements prior to the approval of MBT operating licences applications;
- A code of conduct, applicable and enforceable against MBT drivers and operators requiring:
 - Vehicles are fitted with required tracking technology and branded;
 - Drivers are trained on the use of tracking technology; and
 - Drivers 'tag-in' whenever using a MBT vehicle in the provision of public transport services.

The ordinary process for an MEC to publish regulations is as follows:

- **Drafting of Regulations:** The MEC drafts the new or proposed regulations;
- **Publication:** The proposed regulations are published in the Government Gazette for public comment;
- **Consideration:** Public comments are considered and final revisions made to the regulations; and
- **Official Regulations:** The final version of the regulations is published in the Government Gazette which makes it legally binding.

Government is continuing to explore the regulatory actions identified above, recognising that a combination of these mechanisms may be required for the successful implementation of the Shayela Smart Programme. By leveraging both legislative amendments and the publication of regulations, the regulatory framework needed to support the Programme's objectives can be effectively established

It should also be noted that the rules and/or regulations applicable to participants in Shayela Smart will be drafted in such a way that it allows for the incremental application and enforcement of those rules. This will allow Government to effectively regulate the Programme and its participants as Shayela Smart is rolled out across the Cape Metropolitan Area and to the rest of the Province in a phased approach while also allowing the MBT industry to adequately prepare for participation and compliance with the Programme rules and/or regulations.

6 Driver Registration

6.1 Purpose of Driver Registration

The Shayela Smart Programme aims to improve the safety and quality of minibus taxi services, while progressing the formalisation and empowerment of the industry simultaneously. One of the ways in which the Programme aims to achieve this, is by requiring that all drivers be registered with a regulatory authority in order to be permitted to operate MBTs providing public transport services. Drivers play a fundamental role in achieving the Programme's objectives, as their conduct directly affects passenger safety and service quality. A driver register ensures that only qualified, responsible drivers are operating MBTs, reinforcing the Programme's commitments to safety and increased service quality.

The driver registration system will record the identity of the driver and the validity of their driving licence and PrDP. The integration of the Driver Register with the Shayela Smart monitoring system will allow for the continuous management of driver performance by recording driving behaviour. Operators and the regulatory authority can track the performance of drivers tagged into relevant MBTs, and can use the data collected through the monitoring system to issue warnings and offer rehabilitation training to poor performers. If poor performance continues after remedial interventions, further action may be taken.

Additionally, Shayela Smart includes requirements beyond driver registration, such as the installation of vehicle tracking and specific branding on MBTs, to enhance monitoring and accountability within the industry. Vehicle tracking will enable service monitoring and performance improvements, while specific branding will enable the easy identification of compliant vehicles. The registration, tracking and branding requirements are crucial as they provide a means to ensure compliance with safety standards and enable the identification and regulation of MBTs and their drivers. This holistic approach not only aims to improve driver conduct but also ensures that the vehicles themselves meet necessary safety and operational standards.

6.2 Proposed Registration and Performance Management Process

Drivers will be required to submit themselves to a pre-registration screening process. This process will be used to verify whether the driver is eligible to register as an MBT driver. The screening process will confirm, among other things, the validity of their driving licence and PrDP.

Once pre-registered, the driver will be required to attend induction training, where the driver's details will be captured on the driver registration system for conditional registration (see Section 7.2). Final registration will be subject to the successful completion of a basic training programme (see Section 7.3). If these requirements are not met then the driver will be deregistered and will no longer be able to legally drive an MBT providing public transport services.

In addition to driver registration, MBTs will be required to be fitted with tracking devices and adhere to specific branding guidelines as part of Shayela Smart. Compliance with these requirements will be monitored continuously, and vehicles failing to meet these standards may be subject to penalties.

6.3 Implementation Considerations

Engagements with representatives from the MBT industry indicate that the current pool of drivers with valid PrDPs is very small. This is because some drivers have been issued with warrants of arrest due to unpaid fines, which results in the application of an "admin mark" on their eNatis records.

A driver with an outstanding warrant of arrest and “admin marks” registered against their record is barred from applying for or renewing a PrDP. Increased operating costs, especially the cost of fuel, together with the increase in the general cost of living, have made it even more difficult for drivers to settle their outstanding fines. While many MBT operators indicate that they do not want to recruit drivers without PrDPs, they feel they are left with little alternative, due to the shortage of drivers with valid PrDPs.

Therefore, the current reality is that many drivers will not be able to register due to their inability to settle unpaid fines. The enforcement of requirements that (i) all MBT drivers must be registered with valid PrDPs and (ii) that OL holders may only use validly registered drivers to operate their MBTs will effectively result in a much smaller pool of eligible MBT drivers being available for employment by OL holders.

The effect of this may be a lack of support and buy-in from industry for a driver registration system, since it will have an immediate impact on the ability of drivers to earn an income, and OL holders to operate their businesses. It could also result in reduced services, directly affecting access to public transport for passengers.

Therefore, it is important to consider how drivers can be assisted with obtaining and renewing their PrDPs. As part of the development of Shayela Smart, a review of the potential options, including an amnesty process, will be undertaken to identify the best way in which the Department and the City can work together with other stakeholders, including the National Prosecuting Authority (NPA), to develop a process through which eligible drivers can obtain their PrDPs.

6.4 Driver Amnesty

The current legal framework does not provide for an amnesty process or the explicit power to grant or institute an amnesty programme. This is because amnesty is usually a temporary initiative instituted in terms of empowering legislation. The SARS Tax Amnesty Programme and the SAPS Firearms Amnesty Programme are existing precedents and were both instituted in terms of empowering legislation, namely, the Tax Administration Act and the Firearms Control Act, respectively. Thus, amnesty for the drivers would require the promulgation of such legislation. This is unlikely to be feasible given the time it would take to promulgate such legislation. In addition, it is uncertain whether the NPA and the National Department of Justice (DoJ) would be supportive of this proposal, and their buy-in would be essential to proceed.

An alternative option is to request the NPA to withdraw the charges, fines and warrants. This is an *ad hoc* process that is not governed by existing legislation. This request would take the form of formal representations, submitted to the Senior Prosecutor by the accused who, on reasonable grounds, petitions the prosecutor for the withdrawal or diversion of charges brought against the accused. There are no strict requirements for a submission of this type, but representations may include an admission of guilt, if diversion is sought, or to provide grounds on which the accused seeks the withdrawal of charges.

Accordingly, for the purposes of withdrawing the charges against drivers, petition could potentially be made to the NPA for the withdrawal or diversion of warrants on the grounds that:

- It would support the Government's objective of providing better, safer services by giving experienced public transport drivers the opportunity to participate in a programme that allows Government to better monitor their performance;
- It would mitigate the potential reduction in the availability of public transport services, which reduction could occur if drivers are not able to register as a Shayela Smart participant;

- Allowing drivers to register would give the Government the means to track poor performers and remove them from the public transport sector; and
- By allowing these drivers to register, they will not only get access to essential training, but driving performance will improve as a result of the performance monitoring process.

The application of any warrant withdrawal or diversion programme would be subject to certain rules that will govern the extent of the scope of the consideration provided to the driver and will set out the rules determining eligibility for consideration. Options currently being considered by Government include the following:

- Categorisation of fines based on the severity of the offence and sanction - this will allow Government to determine which fines are eligible for consideration;
- The imposition of payment plans - once a payment plan is agreed, the warrant can be withdrawn subject to the driver remaining compliant and if he fails to remain compliant, the warrant can be reissued and the driver can be suspended or removed from the Programme; and
- Reductions in fines - some drivers may have fines for less serious offences and a reduction in the fine amount may allow the driver to settle the outstanding fine.

The approach to this issue remains under consideration by Government and will be subject to extensive engagement with all stakeholders, including the NPA and local and provincial authorities.

7 Training

7.1 Introduction

Training is an essential component of the Shayela Smart Programme through which Government aims to equip the industry with the necessary skills and knowledge needed to deliver better and safer public transport services. The training programme has been designed to ensure that all industry participants understand Shayela Smart and their role in making it a success and, crucially, to improve the standard of driving through driver training.

Operators, drivers, facility marshals, sliding door operators and other industry stakeholders will be required to complete an Induction Training session, which will provide an overview of the Programme and the details relevant to each stakeholder group. As part of the requirements for registration, drivers will also need to complete a series of Basic Training modules within 6 months of completing Induction Training.

Driver performance will be actively monitored and those who perform poorly will be required to complete Rehabilitation Training, while drivers who consistently perform well will be eligible to participate in Advanced Training courses. The various components of the training programme are summarised in **Figure 7-1** below.

Induction Training	Basic Training	Advanced Training	Rehabilitation Training
• Provides a holistic introduction to and overview of the Programme. • For operators, drivers, marshals and sliding door operators. • Delivered in a single half day session.	• Basic training for drivers and a requirement for driver registration. • Delivered through 3 half-day sessions.	• Optional training for high-performing drivers. • Successful completion results in accredited qualification.	• Focused training for poor performing drivers designed to support improved performance.

Figure 7-1 Training Initiatives

7.2 Induction Training

Induction Training will ensure industry stakeholders involved in operations understand the core components of the Shayela Smart Programme, its underlying principles, their roles in relation to new operating procedures associated with the Programme, and how the Programme aims to address various challenges and improve the overall efficiency and safety of MBT services in the Western Cape.

Induction Training attendance will be compulsory for operators, drivers, sliding door operators (SDOs) and facility marshals, as well as members of the industry's operations management team, and will be a pre-requisite for driver registration. Only drivers who have met the pre-registration screening criteria (as described in Section 6.2) will be permitted to participate in Induction Training.

The proposed curriculum for Induction Training is provided in Table 7-1 below.

Table 7-1 Proposed induction training curriculum

Participant	Description of proposed curriculum
Drivers and sliding door operators	Drivers and SDOs will receive dedicated training on the changes they will experience as a result of the Shayela Smart Programme. This will include training on the rules governing RHA and SS&G facilities (see Sections 4.3.1 and 4.3.2). Drivers will also learn about the performance monitoring system, correct use of driver tags (or other appropriate technology solution), and driver registration.
Operators	Operators play a crucial role in Shayela Smart and will be trained to ensure that they understand the Programme, covering branding, tracking, the monitoring system and how to use it effectively to improve driver performance, driver registration and the rules governing RHA and SS&G facilities.
Facility marshals	Facility marshals will play a crucial role managing operations between PTIs, RHAs and SS&G facilities. Therefore, they will receive comprehensive training on the standard operating procedures (SOPs) associated with their roles, including monitoring of facility capacity in real-time, monitoring passenger demand for services, managing MBT queues, and directing MBT drivers between facilities. They will be equipped with the necessary skills to respond efficiently to automated alerts generated by the monitoring system, allowing prompt responses to issues such as vehicles dwelling too long at SS&G facilities or the unauthorised use of RHAs. They will receive training on communication protocols and procedures to effectively coordinate activities and address any operational challenges that may arise, including communicating with marshals stationed at other facilities.

7.2.1 Implementation

Induction training sessions will be 4 hours long, and will be conducted daily (weekdays) between 09:30 and 14:30 (to coincide with the MBT interpeak period), until such time as all regions have been inducted into the Shayela Smart Programme. Thereafter, the frequency of training will be reduced to once per week or per month, depending on levels of demand from new entrants to the industry. Initially, the training will be facilitated by service providers, who will impart knowledge to industry representatives, through a 'Train the Trainer' approach, who will then take over training duties.

In time, Induction Training may be delivered through the proposed Public Transport Training Academy, once it is established and operational. The feasibility of establishing the Academy is currently being investigated by the Mobility Department and SANTACO WC.

7.3 Basic Training

To remain registered, drivers will need to complete three basic training modules within 6-months of completing Induction Training and receiving conditional registration. To ensure the training is

comprehensive and engaging, various instructional methods may be employed, such as lectures, demonstrations, interactive workshops, simulations, and hands-on practice sessions. Additionally, assessments and evaluations may be integrated throughout the training period to gauge participants' progress and understanding, providing opportunities for feedback and reinforcement of learning objectives. The training will be facilitated by experienced instructors or subject matter experts who possess both theoretical knowledge and practical experience in the field. Their expertise and guidance will play a crucial role in delivering high-quality training, and ensuring that participants gain the necessary skills and knowledge required for their roles as drivers. By providing drivers with a structured and supportive training environment, the programme aims to equip them with the knowledge, skills, and confidence needed to excel in their roles, while upholding the highest standards of safety and professionalism on the road.

SDOs will also be required to participate in two of the three Basic Training modules (Basic Customer Care, First Aid Level 1 and Basic Firefighting), since they are typically the first point of contact with passengers. The proposed curriculum for Basic Training is provided in Table 7-2 below.

Table 7-2 Proposed Basic Training Curriculum

MODULE 1: BASIC CUSTOMER CARE
- Customer Satisfaction: Drivers and SDOs will receive training to prioritise passengers' safety, comfort, and satisfaction during their journey. The training will emphasise the importance of courteous greetings, assisting with boarding and alighting, and providing accurate information about routes and fares; - Passenger Rights: Drivers and SDOs will receive training on passengers' rights, as outlined in South African consumer protection laws, aiming to protect passengers' interests and guarantee equitable treatment in public transportation services. They will be educated on passengers' entitlements regarding fare disagreements, service quality, and accessibility accommodations, and instructed on addressing these issues professionally. Recognising and respecting passengers' rights can contribute to a positive and reliable public transport experience for all passengers, enhancing satisfaction and ensuring compliance with legal requirements to the benefit of both passengers and drivers; - Professionalism and Ethical Conduct: Drivers and SDOs will receive training on the importance of ethical behaviour, professionalism, and integrity in all aspects of their work, including honesty, punctuality, and respect for other road users; - Communication and Listening Skills: Drivers and SDOs will undergo training in effective communication, to aid interaction with passengers. The training will aim to help drivers and SDOs enhance their ability to clearly and efficiently convey information and address passenger inquiries or issues; - Understanding Diverse Customer Needs (UA and Cultural Diversity): The training programme will provide drivers and SDOs with insights and strategies to better comprehend and address the diverse needs of passengers, including individuals with various requirements or disabilities. By fostering inclusivity, drivers and SDOs will be equipped to offer a more accessible and accommodating public transport service, ensuring that all passengers feel valued and catered for during their journey; and - Conflict Resolution and Problem Solving: The training will focus on dealing with conflicts or challenging situations, allowing drivers and SDOs to handle such scenarios diplomatically, and peacefully resolve conflicts. By integrating problem-solving skills into their training, drivers can effectively address customer issues, improve satisfaction levels, and build positive relationships with customers.

MODULE 2: BASIC DRIVING SKILLS - K53 AND REGULATIONS AND COMPLIANCE

- **The Context:** An overview of minibus taxi operations and the unique pressures and stresses faced by drivers, including the key causes of crashes in the sector;
- **Road Rules and Regulations:** MBT drivers will undergo intensive training on South African road rules and traffic regulations. This includes understanding road signs, speed limits, right-of-way rules, and other legal requirements for safe driving;
- **Minibus Taxi Driving Skills:** K53 refresher training will emphasise driving techniques aimed at minimising the risk of accidents and avoiding hazardous situations on the road. Drivers will learn to anticipate and react to potential dangers, such as reckless drivers, pedestrians, and adverse weather conditions. Drivers will also receive tips on how to operate and manoeuvre minibuses safely and effectively. Specific topics will include:
 - Defensive driving, including driving at a speed appropriate for the environment, checking blind spots and safe following distances (including stopping distances);
 - Driving practices to save money and improve passenger comfort;
 - Navigating intersections, cornering, use of the emergency lane, overtaking, picking up and dropping off passengers;
 - Driving under the influence of drugs and/or alcohol;
 - Driver fatigue;
 - Use of cell phones and other distractions;
 - Driving at night and in poor conditions (rain, fog etc.); and
 - Respect for other road users, including pedestrians and cyclists.
- **Relevant Transport Legislation and Regulations:** The training will cover relevant licensing and registration requirements as per the National Land Transport Act (NLTA) and Road Traffic Act. Understanding these legal obligations is paramount for avoiding penalties and ensuring safety. Non-compliance can result in fines, license suspension, and even criminal charges. Therefore, drivers must stay informed so that they can implement compliance measures, and prioritise safety to uphold the integrity and efficiency of the public transport sector; and
- **Vehicle Standards for Minibus Taxis:** Emphasis will be placed on the necessity for MBT drivers to comply with vehicle inspection criteria and maintenance standards mandated by regulatory bodies. Drivers will gain insight into the reasons behind these standards, which are designed to uphold the safety and reliability of public transport vehicles. By adhering to these standards, drivers actively contribute to maintaining vehicles in a roadworthy condition, thus minimising the risk of accidents and prioritising passenger welfare. Drivers will be instructed on how to conduct simple vehicle health checks, including checking tyre tread.

MODULE 3: FIRST AID LEVEL 1 AND BASIC FIRE FIGHTING

- **Cardiopulmonary Resuscitation (CPR):** CPR Training will provide participants with essential knowledge and skills to respond effectively to cardiac arrest emergencies. Covering basic anatomy and physiology, participants will learn to recognise signs of cardiac arrest, perform high-quality chest compressions, deliver rescue breaths, and utilise automated external defibrillators (AEDs). Special emphasis will be placed on teamwork, effective communication, and adaptations for different populations. Through hands-on practice with mannequins and AED simulation scenarios, participants will gain confidence in their ability to initiate CPR promptly and maintain it until professional help arrives. Participants will receive certification upon successful completion;
- **Wound Management:** This training will equip participants with essential skills to assess and

treat various types of wounds effectively. Covering wound assessment, cleaning, dressing, bleeding control, and infection prevention, participants will learn to identify different wound types, apply appropriate wound dressings and bandages, and control bleeding using practical techniques. Emphasis is placed on hands-on practice and interactive learning to reinforce skills, with a focus on maintaining wound hygiene and preventing infection. Through practical demonstrations and assessments, participants will gain confidence in their ability to provide timely and effective wound care;

- **Fire Prevention and Safety:** Emphasis will be placed on preventing fires within the MBT, including proper maintenance of vehicles, handling of flammable materials, and adherence to electrical safety practices;
- **Emergency Procedures:** Drivers and SDOs will be trained on emergency response protocols specific to the MBT environment. This will include response procedures for evacuating passengers safely and efficiently in the event of a vehicle collision, fire or other road-related emergency; and
- **Fire Extinguisher Training:** Trainees will learn how to identify different types of fires that may occur in a minibus taxi (e.g., electrical fires, engine fires) and the appropriate use of fire extinguishers available on board.

7.3.1 Implementation

Basic training will take place both within a classroom and practical setting, ensuring an environment conducive to effective learning and engagement. The duration of each module will be no more than 4 hours, and similar to Induction Training, will be conducted during the interpeak period between 09:30 and 14:30 so as to not interfere with peak operations.

Basic training will be delivered by qualified and experienced service providers and, initially, will be held daily, beyond which the frequency will be reduced to align with demand. It will be implemented systematically in phases until all regions across the Province have been incorporated into the Programme

In time, Basic Training may also be delivered through the proposed Public Transport Training Academy, once it is established and operational.

7.4 Advanced Training

Advanced training will be offered to the best performing drivers, providing an opportunity to further enhance their skills, knowledge and professionalism. The proposed options for Advanced Training are provided in Table 7-3 below.

Table 7-3 Proposed Advanced Training Options

Upgrade of Driving Licence from Code B to Code 10

In many countries, including South Africa, the driving license classification system employs coded categories to delineate the types of vehicles a driver is authorised to operate. As per the current regulations in South Africa, most 16-seater MBT vehicles are under 3500 kg and, therefore, they are categorised under the light motor vehicle (LMV) classification, requiring drivers to hold a code B driving license. However, considering the potential rise in the number of midi-buses utilised for public transport services in the future, and the higher mass associated with electric vehicles, which the industry will likely eventually transition to, there arises a practical consideration for drivers to upgrade their licenses from code B to code 10.

This upgrade would enhance drivers' employability prospects, enabling them to handle larger vehicles within the legal framework. To facilitate this transition, numerous accredited driving schools offer specialised courses tailored for public transport drivers seeking license upgrades. These courses are designed to provide comprehensive training, covering both theoretical knowledge and practical skills necessary for operating heavier vehicles such as midi-buses. By undergoing such training, and obtaining a code 10 driver's license, drivers can broaden their career opportunities and contribute to the efficient and safe operation of public transport services. This proactive approach aligns with the evolving demands of the transport sector and underscores the importance of continuous skills development for professional drivers.

TETA Occupational Certificate: Taxi Driver

The TETA accredited Taxi Driver certification builds on light vehicle driving competence and accredits competent drivers transporting passengers for commercial purposes. This certification is a minimum of 72 credits and broadly covers the following topics:

- **Operating a legally compliant taxi:** This module covers roadworthiness inspections, as well as pre-trip and post-trips inspections. In addition to this, this module teaches drivers how to ensure that legal vehicle records are kept, and how to drive in accordance with K53 driving standards;
- **Customer Service in the taxi industry:** This course teaches drivers how to communicate and service a diverse group of passengers, as well as how to manage and resolve conflict in a professional and customer-centric manner. Lastly, this training also teaches drivers the importance of customer safety and security and how to drive in a way that best accommodates this;
- **Effective Taxi Routing Management:** This teaches, and reiterates, the importance of ensuring that planned and allocated routes are followed. Drivers will also be taught how to manage a route change due to unforeseen circumstances; and
- **Compliance with Rules and Regulations:** This training will empower drivers to confidently adhere to road rules, operator policies, and industry regulations, enhancing overall driver safety. It also covers the Arrive Alive campaign objectives and vehicle maintenance standards.

7.4.1 Implementation

Advanced training will be available to high-performing drivers, who will have the opportunity to select from a range of training options. This ensures that the training remains focused, relevant and aligned with the driver's individual professional development goals. The timeframe for completing advanced training will vary depending on the option selected.

7.5 Rehabilitation Training

Rehabilitation training will be mandatory for drivers who have breached the demerits threshold, and who wish to maintain their registration status. The purpose of rehabilitative training is to address the specific needs of poor performing drivers in order to improve their performance.

Depending on the extent and nature of poor performance, drivers will need to repeat one of the following courses:

- Induction Training, or
- Basic Training - Basic Customer Care, or
- Basic Training - Basic Driving Skills - K53, Regulations and Compliance

7.5.1 Implementation

Rehabilitation training will be implemented as the need arises, in locations and through channels that are most convenient and effective for all stakeholders.

7.6 Training Programme Logistics

Training will be rolled out in phases, with the frequency of the various modules being adjusted throughout, according to levels of demand. While training under the Shayela Smart Programme is not limited to drivers, special emphasis is placed on the training of drivers, which is an integral component of the driver registration process. To ensure training is sufficiently accessible to the industry it will be provided in English, Afrikaans, and isiXhosa, in multiple locations across the Province.

Training participants shall receive a stipend of R160 per session (R40 per hour)⁵, to offset any loss of income they may experience due to participation. Stipends will be disbursed promptly after each training session. Drivers attending advanced or rehabilitation training will not receive a stipend.

Satellite training locations will be established to support regions that are not near the main training facility in Cape Town. As the training programme advances, and all regions have been incorporated into the Shayela Smart Programme, it is possible that satellite training offices will no longer be required, and instead online or other digital training mediums could emerge as viable alternatives. These platforms offer flexibility and accessibility, allowing participants to engage with the content remotely, at their own pace, and from any location with an internet connection. With the growing prevalence of digital tools and the increasing demand for remote learning solutions, incorporating online training options could enhance the reach and effectiveness of the programme, while potentially reducing costs.

All training may eventually be delivered through the proposed Training Academy, the viability of which is currently being investigated by the Mobility Department and SANTACO WC.

⁵ Based on TETA's Funding Framework which provides for a maximum learner allowance of R125 per day. The Framework was published in 2021, so the amount has been adjusted by inflation.

8 Operational Requirements

8.1 Introduction

The successful implementation and management of the Shayela Smart Programme will require the establishment of appropriate operational structures and processes. Operationalising the Programme will, at a minimum, require operators and drivers to be registered and trained, vehicles to be branded and fitted with the required technology, and industry to be adequately capacitated to proactively manage performance. Standard Operating Procedures (SOPs) will need to be developed to ensure that these tasks, and other ongoing operational tasks such as the replacement of damaged branding, are fulfilled consistently and efficiently by the responsible parties.

8.2 Key Steps for Participation

The key steps for participation in the Programme for operators and drivers are summarised in Figure 8-1 below. The associated operational requirements are described in further detail in this Chapter, including the arrangements for vehicle fit-out, while the arrangements for training are covered in Chapter 7.

The registration of operators and drivers will be conducted, in-person, along with induction training and the distribution of driver tags (or other appropriate technology solution). Government officials will be present to facilitate the registration process. Operators and drivers will receive an SMS with the details of when and where to attend registration and induction training.

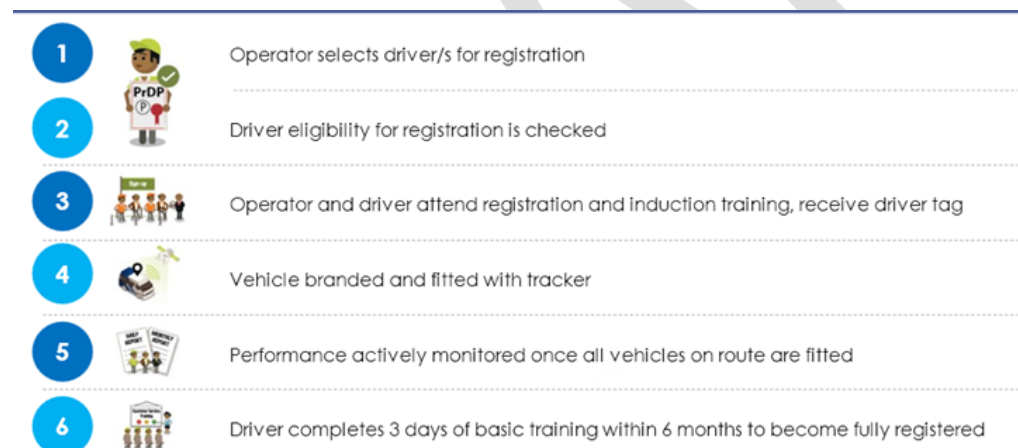


Figure 8-1 Key steps for operators and drivers

8.3 Vehicle Fit-out

The fitment of branding and technology (tracker and driver tag reader) in participating minibus taxis is a key operational requirement of the Programme. Arrangements will be put in place to fit-out approximately 16,300 minibus taxis across the Western Cape over the course of Phase 1. This will be done in line with the overarching Programme implementation plan (see Chapter 11).

In the City, fit-out will be undertaken at a central location, while in non-metro areas roaming units will travel to regional centres for fit-outs. Attendance will be carefully monitored and, if it is low, the deployment of roaming units may also be considered in the City. These will typically be positioned at suitable government facilities or PTIs, depending on practical (shelter from the elements), safety and other relevant considerations.

8.4 Repair and Replacement of Trackers, Tags and Branding

The repair or replacement of trackers, driver tags and branding will be required during the course of the Programme. This may be due to technical faults, damage incurred as the result of a crash or vandalism, loss, theft or vehicle replacement through, for example, the transfer of an operating licence.

Trackers and driver tags will be purchased outright from a service provider, and therefore maintenance and replacement in certain circumstances, such as wear and tear or faults occurring outside of warranty, may result in additional expenses being incurred (which may need to be covered by the operator). Vehicles will be required to travel to one of the service provider's facilities to have these issues addressed. The monitoring system will detect if a tracker stops working and the operator will automatically receive an SMS indicating that they should urgently bring their vehicle to the nearest facility.

The repair or replacement of branding will be carried out by accredited service providers and operators will cover any associated costs. If issues with the tracker, driver tag or branding is the fault of the operator or driver, the operator may be required to cover the costs of repair or replacement. The rules and standard operating procedures governing these arrangements will be developed and operationalised through the rollout process.

8.5 Standard Operating Procedures

Standard Operating Procedures (SOPs) capture operational processes and the associated allocation of responsibilities and are essential tool for effective operational management. A comprehensive set of SOPs will be developed prior to the implementation of the Programme, and revised as needed to ensure continued alignment with the realities on the ground. The SOPs that may be required for Shayela Smart are listed in Table 8-1.

Table 8-1: Shayela Smart SOPs

SOP	Description
Operator and driver registration	The process followed by operators and drivers to register their participation in the Programme.
Vehicle fitment	The process followed to ensure each participating vehicle is branded and fitted with onboard technology.
Training	The process followed to ensure all participants receive the necessary training.
Technology repair and replacement	The process followed to ensure vehicle technology issues are identified or reported, inspected and addressed.
Branding repair and replacement	The process followed to repair or replace vehicle branding.
Lost tags	The process followed to report a lost driver tag and issue a new one.

8.6 Performance Management

Shayela Smart aims to achieve better, safer minibus taxi services through the proactive management of driving performance, primarily by the industry and with the support of Government. To fulfil these responsibilities, the requisite capacity will be developed within industry structures and mechanisms developed and agreed upon to address poor performance. As a minimum, the following will be required to ensure the industry is able to effectively manage performance:

- Establishing Operations Centres, either at the Regional or Association level, with the necessary equipment, including laptops, monitors and internet connectivity;
- Providing industry with access to the monitoring system; and
- Training operational staff to:
 - Use the monitoring system effectively, including the interpretation of the data;
 - Establish processes for identifying and addressing poor performance; and
 - Prepare the reporting required to demonstrate the fulfilment of performance management responsibilities.

As noted in sections 4.3.1 and 4.3.6, the tracking of vehicles and drivers will be key to monitoring the performance of participants.

9 Institutional and Organisational Arrangements

9.1 Institutional Arrangements

It is proposed that the WCG, via the Mobility Department, and the City partner to implement the Shayela Smart Programme and conclude an Intergovernmental Agreement (IGA) in terms of Section 12(1) of the National Land Transport Act (NLTA, No 5 of 2009). This agreement would outline the roles and responsibilities of the parties, including the approach to cost sharing. A Reimbursement Agreement (RA) may also be required, so that any costs incurred by one party on behalf of another can be recovered.

The Mobility Department and the City will share responsibility for planning related to the Programme, as well as stakeholder engagement.

The Mobility Department will be primarily responsible for the fitment of trackers, the monitoring system, vehicle branding, driver registration, regulations and training. It will leverage its existing systems and technology capabilities through the ITH. The Department will also take a lead role in working with industry to support their efforts to improve operational performance.

Where RHA and SS&G facilities are needed, these will be developed on City land near the PTI. The establishment of these facilities would be implemented through the City's term contracts. If no City land is available for RHAs, then other options may be considered, including land owned by PRASA or Transnet, National or Provincial Government or the private sector.

The roles and responsibilities are summarised in Table 9-1 below:

Table 9-1: Roles and Responsibilities

Function	Mobility Department	City
Planning	- Shared responsibility.	- Shared responsibility.
Stakeholder engagement	- Shared responsibility.	- Shared responsibility.
Facility development, operations and maintenance	- Support role.	- Primary responsibility. - Planning, construction and maintenance of remote holding areas and strategic stop-and-go facilities. - Entering into lease agreements with other landowners (when required). - Support industry role in operations management via facilities marshals.
Driver registration	- Primary responsibility. - Establish and maintain driver registration system.	- Support role.
Regulations	- Primary responsibility.	- Support role.

Function	Mobility Department	City
	- Draft and publish regulations.	
Licensing	- As per existing statutory roles.	- As per existing statutory roles. - Add new routes once PTI capacity has been increased and consider associated OL applications.
Performance management	- Primary responsibility. - Support industry to identify poor performance and take steps to improve.	- Support to industry.
Systems and technology	- Primary responsibility. - Systems development and support. - Tracker procurement, installation and support.	- Support role. - System integration.
Vehicle Branding	- Primary responsibility. - Branding procurement, installation and support.	- Support role.
Training (TBC)⁶	- Primary responsibility.	- Support role.

9.2 Organisational Arrangements

Additional capacity will be required for the implementation of Shayela Smart. Driver Registration, in particular, will require additional capacity within either the PRE of Registrar's office, as it will generate a significant additional administrative workload. The capacity requirements have been estimated and costed, and will be developed further as part of the next steps of the Programme.

9.3 The Role of UTS

In line with the Programme's objective to progress the formalisation and empowerment of the industry, UTS, SANTACO WC's business arm, will play a key role in implementing and managing the Programme and will be contracted by Government to do so. Their responsibilities may include:

- Assisting with the planning, implementation and ongoing management of the Programme, including resolving issues which may arise;
- Engaging and communicating with industry stakeholders, including regions, associations, operators, drivers;
- Working to maintain broad-based industry support and buy-in;

⁶ The arrangements for training have not yet been finalised.

- Ensuring attendance at registration, training, vehicle-fit out and other sessions;
- Assisting drivers to achieve and maintain their registration status;
- Monitoring and taking steps to improve driving performance;
- Coordinating the operations between PTIs, RHAs and SS&G facilities; and
- Fulfilling facilities management responsibilities.

DRAFT

10 Costing and Funding

In this chapter the estimated costs associated with the implementation of the Shayela Smart Programme are presented, along with proposed funding sources. These costs are presented in Table 10-1, and have been broken down into the following categories according to region:

- Establishment costs, including preparation of systems and industry training;
- Capital costs, including equipment and infrastructure; and
- Operational costs, including ongoing maintenance, management, and support.

It is anticipated that it will take three years to roll out Phase 1 of the Shayela Smart Programme. Once Phase 1 rollout is completed, there will be ongoing maintenance costs. It should be noted that this Business Plan does not contain cost estimates for Phase 2 interventions. Other stakeholders will be engaged to support the long term business plan.

Table 10-1 Shayela Smart Costing

	FY1		FY2		FY3		FY4 Onwards	
	Metro	Non-Metro	Metro	Non-Metro	Metro	Non-Metro	Metro	Non-Metro
<i>Establishment Costs</i>	R30 035 000	R0	R72 386 000	R0	R18 285 000	R43 931 000	R5 593 000	R3 579 000
<i>Capital Costs</i>	R51 540 000	R0	R70 859 000	R0	R1 964 000	R13 884 000	R2 088 000	R736 000
<i>Operational Costs</i>	R50 013 000	R1 725 000	R74 289 000	R1 829 000	R78 343 000	R28 787 000	R84 389 000	R38 887 000
Total	R131 587 000	R1 725 000	R217 533 000	R1 829 000	R98 591 000	R86 601 000	R92 069 000	R43 201 000
Grand Total	R133 312 000		R219 362 000		R185 191 000		R135 270 000	

It is envisaged that Shayela Smart will be jointly funded by both the Mobility Department and the City of Cape Town and, while the country is facing unprecedented fiscal constraints, Shayela Smart is considered a top priority. Budget for implementation has not yet been secured, but efforts are underway within both organisations to motivate for funding through their respective budget processes.

Table 10-2 provides an overview of the proposed Shayela Smart funding share, between the Mobility Department, City of Cape Town, and TETA. Costs associated with the Programme in the Cape Metro area shall be carried by City and Province equally, while costs associated with operations outside the Cape Metro area are assumed to be carried entirely by Province. In practice, efforts will be made to secure a funding contribution from participating non-metro municipalities.

The Mobility Department and the City aim to engage proactively with the National Department of Transport (NDOT) and Treasury to motivate for national funding for Shayela Smart, including the possible allocation of Public Transport Network Grant (PTNG) funding. To support this effort, Shayela Smart has been included in the City's 2024 MYFIN Plan. Other sources of funding will also be pursued, including TETA funding for the training costs of the Programme.

Table 10-2 Shayela Smart Funding Share

	FY1	FY2	FY3	FY4 Onwards
City of Cape Town Share	R65 794 000	R107 234 000	R44 692 000	R46 035 000
Mobility Department Share	R67 519 000	R109 062 000	R131 292 000	R89 236 000
TETA Share	R0	R3 066 000	R9 209 000	R0
Grand Total	R133 312 000	R219 362 000	R185 191 000	R135 270 000

11 Implementation Plan

11.1 Programme Phase 1

Phase 1 elements of the Shayela Smart Programme are provisionally scheduled to roll out over a three-year period, subject to the availability of funding. Phase 1 is further divided into two sub-phases, beginning with Phase 1a in the Cape Metro, and Phase 1b, across the rest of the Province. Phase 1a shall commence with Cape Town Station Deck, where the approach will be tested and refined over a period of six months, before moving on to other priority PTIs, which include Bellville, Claremont and Wynberg, followed by the remaining PTIs across Cape Town Metro. Once Phase 1a rollout has been completed, Phase 1b shall commence.

11.2 Implementation Schedule

The implementation plan is based on currently available information and should, therefore, be treated as preliminary and subject to change during the further development and implementation of the Programme. Key implementation activities include:

- **Business planning:** The finalisation of the Shayela Smart Programme Business Plan, which is required to for the Programme to proceed and to support funding applications;
- **Legal and institutional requirements:** Including the conclusion of the IGA an RA between the Department and the City and the associated Management Committee Meetings, the drafting and publication of the regulations required to give effect to the Programme by the MEC and the development and implementation of a process to address driver PrDP issues;
- **Stakeholder engagement:** Covering ongoing engagement with the minibus taxi industry through the Working Group, broad-based engagement with operators and drivers, and engagement and alignment with District and Local Municipalities in the non-metro areas ahead of rollout of the Programme in those areas;
- **Operating licenses:** A route verification and operating licence application process will need to be followed once the capacity of PTIs has been increased;
- **Infrastructure upgrades:** The upgrades required to priority PTIs, including Cape Town Station Deck, Bellville, Claremont and Wynberg, to accommodate additional routes and vehicles, including the reconfiguration and the establishment of RHA and SS&G facilities;
- **Systems development:** The development of the systems solutions required for the Programme over an estimated 6 month period;
- **Registration and training:** The registration of Programme participants and the completion of induction training, as well as the basic driver training programme required; and
- **Vehicle fit-out:** The installation of branding, trackers and driver tag readers in participating minibus taxis.

The timelines for statutory approvals and rezoning applications, which may be required for the establishment of certain RHA and SS&G facilities, are indicative and contingent on securing the necessary approvals from the City. Likewise, the construction timelines provided are indicative and subject to input from the appointed contractors.

A detailed implementation schedule or programme has been prepared and will be updated regularly as the Programme is implemented. A high-level summary is provided in Figure 12-1 below, with rollout planned for 2025/26.

	2024					2025												2026												2027					
Implementation Plan	Aug-24	Sep-24	Oct-24	Nov-24	Dec-24	Jan-25	Feb-25	Mar-25	Apr-25	May-25	Jun-25	Jul-25	Aug-25	Sep-25	Oct-25	Nov-25	Dec-25	Jan-26	Feb-26	Mar-26	Apr-26	May-26	Jun-26	Jul-26	Aug-26	Sep-26	Oct-26	Nov-26	Dec-26	Jan-27	Feb-27	Mar-27	Apr-27	May-27	Jun-27
Business Planning																																			
- Baseline BP Approval		★																																	
- BP Review												★												★											
Budgeting (WCG and City)																																			
- WCG F Y Applications																																			
- WCG A B Applications																																			
- City F Y Applications																																			
- City A B Applications																																			
Legal and Institutional Requirements																																			
IGA																																			
Develop and Publish Regulations												★																							
Stakeholder Engagement																																			
- Working Group TOR		★																																	
- Working Group Meetings																																			
- MBTT Feedback Meetings																																			
- Engage Operators and Drivers																																			
Electronic Systems (WCG)																																			
Vehicle Tracking and Monitoring																																			
- Planning & Specifications																																			
- Procurement																																			
- Development																																			
- Fitting of tracking devices																																			
- Vehicle Branding																																			
Driver Registration																																			
- Planning & Specifications																																			
- Procurement																																			
- Development																																			
- Driver Registration																																			
Infrastructure Upgrades (City)																																			
Planning and Design																																			
- Station Deck Rethink (Pilot)																																			
- Other MBT Facilities, SSGs and Remote Holding Areas																																			
Construction and Implementation																																			
- Station Deck Rethink (Pilot)																																			
- Other MBT Facilities, SSGs and Remote Holding Areas																																			
Operating Licences (PRE)																																			
- Issue and apply Station Deck																																			
- Issue and apply other PTIs																																			
Driver Training and Registration (WCG)																																			
Training programme development																																			
Induction Training																																			
Basic training																																			
Marketing and Communications																																			
- Development																																			
- Campaign																																			
Tracking, Monitoring Driver Training and Registration Roll-out																																			
- Station Deck																																			
- Other MBT Facilities, SSGs and Remote Holding																																			

11.3 Next steps

Table 11-1 includes key Programme deliverables planned for the next six months, subject to funding being secured for the implementation of the Programme.

Table 11-1 Key deliverables

Activity	Responsibility
Business Planning: Final Draft Business Plan	Department/City
Legal and Institutional Requirements: PrDP Process	Department/City/Justice Cluster
Legal and Institutional Requirements: IGA development and conclusion	Department/City
Cape Town Station Deck upgrades	City
Operating License: Route Verification and Roll-Out	Department (PRE)/City/Industry
Systems Development	Department
Industry Registration and Training: Planning	Department/City
Vehicle Fit-out: Planning	Department/City
Development of Marketing & Communications Strategy	Department/City

12 Risk Assessment

A robust approach to risk management is critical for the success of a programme as large and complex as Shayela Smart. The identification, monitoring, and mitigation of risk will be an ongoing activity, and will be managed through a live risk register.

A total of 42 risks have been identified and included in the risk register, where each risk is described and categorised according to the items listed in Table 12-1. Risks have been categorised as follows:

- Institutional and Governance
- Organisational
- Operational
- Legal and Regulatory
- Financial
- Stakeholder

Table -: Risk Categorisation and Descriptions

Item	Description
Risk Description	A descriptive overview of the risk.
Owner	The institution or stakeholder responsible for managing or mitigating the risk.
Impact	The likely impact of the risk on a scale from 1 to 10, with 1 having the lowest impact and 10 the highest.
Pre-Mitigation Probability	The probability of the risk being realised prior to the adoption of mitigation measures, rated on a scale from 1 to 5, with 1 being the lowest likelihood and 5 the highest.
Pre-Mitigation Risk Priority Number (RPN)	The impact multiplied by the pre-mitigation probability to produce the RPN, with higher values indicating greater risk to the Programme. 50 is the highest possible score.
Mitigation Measure	The mitigation measure/s identified to minimise the impact and/or likelihood of the risk being realised.
Post-Mitigation Probability	The probability of the risk being realised after the adoption of mitigation measures, rated on a scale from 1 to 5, with 1 being the lowest likelihood and 5 the highest.
Post-Mitigation Risk Priority Number (RPN)	The impact multiplied by the post-mitigation probability to produce the RPN, with higher values indicating greater risk to the Programme. 50 is the highest possible score.

The Top 10 risks, according to post-mitigation RPN, are listed in Table 12-2.

Table -: Top 10 Risks

Priority	Risk Description	Risk Category	Mitigation	Pre-Mitigation RPN	Post-Mitigation RPN
1	If MBT drivers are not able to secure PrDPs in sufficient numbers, it could undermine the feasibility of driver registration.	Legal and regulatory	- Government will explore opportunities to address this issue and assist with the implementation of viable measures (see Section 6.6).	50	50
2	Lack of funding for the Programme so that the implementation of all or key parts of the Programme cannot proceed.	Financial	- This business case will be used as the basis for funding requests to National Government, the Department, the City and other potential funders. - The Department and the City will proactively engage with National Government, specifically National Treasury and the National Department of Transport, to discuss funding options.	50	40
3	Lack of buy-in and support from industry leadership, which is required to implement the Programme.	Stakeholder	- Provincial MBT leadership are centrally involved in the development of Shayela Smart and the intention is to continue developing and implementing the Programme in collaboration with the leadership through the Working Group that has been established for this purpose. - A stakeholder engagement plan has been developed to consult leaders at the regional and association level, which will be approached with the support and participation of the provincial leadership team.	50	30
4	Lack of buy-in and support from MBT operators, which is required for the Programme to be a success.	Stakeholder	- Industry leadership to be tasked with securing and maintaining the buy-in of operators. - Industry input throughout the development of the Programme will increase the likelihood of acceptability by operators and other stakeholders. - Engage operators early, clearly communicating the details and the benefits of the Programme, including regulatory and vehicle finance reform.	50	30
5	Lack of buy-in and support from MBT drivers, which is required for the	Stakeholder	- Industry leadership to be tasked with securing and maintaining the buy-in	50	30

Priority	Risk Description	Risk Category	Mitigation	Pre-Mitigation RPN	Post-Mitigation RPN
	Programme to be a success.		of drivers. - Industry input throughout the development of the Programme will increase the likelihood of acceptability by drivers and other stakeholders. - Engage drivers early, clearly communicating the details and benefits of the Programme, including the proposed driver awards.		
6	Low attendance at vehicle fit-out, resulting in a slower pace of implementation and higher costs.	Operational	- Industry leadership to be tasked with facilitating attendance. - Fitment will become a regulatory requirement, incentivising attendance. - The purpose and benefits of vehicle branding and tracking will be clearly communicated to operators and drivers through engagement and training, and feedback received will be considered when designing or adjusting the process. - Fitment locations and schedules will be designed to accommodate the operational demands of the industry. - A robust communications process will be implemented, using SMS and other appropriate channels, to schedule fitments. - Attendance will be closely monitored and the approach adjusted to address any constraints through, for example, the deployment of roving fitment teams to PTIs.	40	30
7	Low training attendance, resulting in a slower pace of implementation and higher costs.	Operational	- Industry leadership to be tasked with facilitating attendance. - Training will be a regulatory requirement, incentivising attendance. - A stipend will be paid to attendees to cover any loss of income. - A suite of attractive training options, including access to accredited courses, will be offered to incentivise participation. - A robust communications process will be implemented, using SMS and other appropriate channels, to schedule training.	40	30

Priority	Risk Description	Risk Category	Mitigation	Pre-Mitigation RPN	Post-Mitigation RPN
			- Attendance will be closely monitored and the approach adjusted to accordingly.		
8	Capacity within the Department (PRE/Registrar) to take on the driver registration function.	Organisational	- The capacity requirements to give effect to a driver registration system will be comprehensively assessed and this capacity must be established and budgeted for in advance.	45	27
9	Drivers do not tag in and share driver tags with other drivers	Operational	- Industry leadership to be tasked with facilitating the proper use of tags (or other appropriate technology), possibly via the facility marshals, who may be tasked with monitoring use and recording instances of misuse. - The proposed driver awards are designed to incentivise the proper use of driver tags. - Law enforcement will be empowered to fine drivers who operate without a tag or using another driver's tag.	45	27
10	No significant improvement in driver performance	Operational	- Industry leadership will be tasked with facilitating performance improvements. - Government will support industry to manage performance effectively, by building the requisite capacity within industry structures. - Training will equip drivers with the tools they need to improve performance. - Performance will be actively monitored and the design of the Programme may be adjusted to over time to improve performance outcomes.	45	27