UNIVERSITY OF KWAZULU-NATAL

INVESTIGATING THE IMPACT OF THE TRP ON THE TRANSPORT INDUSTRY: A CASE STUDY OF THE WARWICK AVENUE TAXI RANK IN THE ETHEKWINI MUNICIPALITY

BY

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DECLARATION

I Sandile Mpumelelo Ntuli, 210527229 declare that this dissertation is my own original work, has not been submitted for any degree at any other University. The sources that were used were acknowledged. This dissertation is submitted in fulfillment of the requirements for the degree Masters in Public Policy (School of Social Science) at the University of Kwa-Zulu Natal.

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ACKNOWLEDGEMENTS

ABSTRACT

The Taxi Recapitalization Programme[1] was implementation in 1999 with the purpose of formalizing and regulating the SA taxi industry. The estimated time of the implementation was 2005. The South African taxi industry has a bad name because of violence, unsafe and un-roadworthy taxi vehicles, as well as lengthy strikes have contributed to the reputation. The year 2010 was earmarked to remove all un-roadworthy vehicles from SA public roads; however this has not been achieved. The introduction of the TRP brought hope to a number of commuters who were victims of taxi violence. This study investigated the impact of TRP on the transport industry in the eThekwini Municipality. The study employs a qualitative research methodology that was used to collect data from the Chesterville Taxi Rank in the eThekwini Municipality. The data was collected from taxi owners, taxi drivers, taxi marshals, and passengers. It is suggested that the TRP has failed to achieve its objectives. This is supported by the fact that SA roads are still packed with un-roadworthy taxi vehicles, taxi violence is continuous to take place, and the industry is still informal and unregulated. The findings of this study illustrated that in order for TRP to attain its goals of formalizing the taxi industry, the government should allow all relevant stakeholders to influence decision-making processes.

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[1] Hereafter referred to as TRP

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ACRONYMS

ANC- African National Congress

COLTO- Committee on Land Transport Officials

IFP- Inkatha Freedom Party

MINCOM- Ministers Committee on Transport

NAFTO- National African Federated Transport Organization

NTT- National Task Team

NTA- National Taxi Alliance

NTTT- National Taxi Task Team

NTV- New Taxi Violence

OLB- Operating License

SA - South Africa

SABTA- South African Black Taxi Association

SANTACO- South African National Taxi Council

SATAWU- South African Transport and Allied Workers

SABS- South African Breuer of Standards

TRP – Taxi Recapitalization Programme

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CHAPTER ONE

INTRODUCTION

1.1. BACKGROUND

The taxi industry is regarded as one of the most lucrative transportation and trade segments and a significance support of the South Africa [2] economy. The industry is increasing quickly in contributing to the Gross Domestic Product in the country. In 2009, the industry contributed 8.9%, while for the three quarters of 2010 it contributed 9.1% (Statistics SA, 2010:37). The establishment of the TRP was a result of much needed development in the taxi industry, which required the transport of people who lived in rural areas to move from their rural townships to urban centres in search of employment. Those people who live in rural areas to move from their traditional estates to towns to look for work.

The TRP was intended at regulating and evolving the nationwide taxi industry. It was eventually implemented in 2005 under the National Land Transport Transaction Act (Act No.22 of 2000). The key SA role players in the transport sector continue to highlight the importance role of public transport in its macro-economic development plan. The taxi industry plays an important role in the countries public transport system. Taxis are responsible for 65% of the two, 5 billion passenger trips in urban areas; while buses and trains account for 21% and 14 % respectively of all public transport in South Africa (Department of Transport, 2010:37). Despite the competitive advantage, the taxi industry has experienced violence and harassment, coming from the selfishness to dominate lucrative routes (Cooper, Murdy and Nelson, 2010: 19).

The taxi industry emerged in the late 1970's as an integral part of SA's passenger transport industry; taxis were still being used, despite stringent regulations imposed on them by the government between 1999 and 2005. In the early years, it was only through a loophole in the Road Transportation

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[2] Hereafter referred to as SA

Act 74 of 1977 that minibuses could operate legally as taxis, so long as one seat remained empty in the taxi. The industry was an informal one in SA; by implication, its activities were officially not recorded. During the late 1970s, the South Africa Black Taxi Association[3] served as the umbrella, which embraced some 400 affiliated local associations (McCaul, 1990:73). These associations were not political in their approach; profit and lucrative routes drove them.

The taxi industry has an official representation through the South African National Taxi Council[4], which is a federal structure identified in a list agreed upon during the taxi plenary held on 18' July 1998 (Moyle, 1999). In March 1993, National African Federated Transport Organization[5] and its affiliated bodies announced the formation of a working group to represent the taxi industry officially. This group was authorized to provide information regarding the status and challenges faced by the industry. Furthermore, the group was mandated to engage in talks with the government on the taxi industry. In recognizing the significant role-played by the taxi industry in the country's economy, as a major carrier of passengers nationally, the government embarked on a consultative process that culminated in the establishment of the National Taxi Task Team[6] .The Ministry of Transport in March 1995 had to investigate problems and development issues facing the taxi industry (Moyle, 1999).

The taxi industry in SA has been in vicious violent circles for many years, more so than any other transport sector. Violence was not just the problem that has plagued the industry, an even higher rate of accidents impacted negatively on the development of the taxi industry. In most cases the passengers and innocent road users, are the most harshly affected? The consultation process between government and the taxi industry stakeholders resulted in the proposal to introduce mechanisms to deal with this taxi industry's large problems. The TRP became a necessary process as policy solution. However, it is acknowledged that public policy cannot be static, because society's needs are not static (Thornhill & Hanekom, 1995:54). Policy-making should always be seen as a process, which must be undertaken in an orderly manner (Cloete, 1998: 139). Those who are affected need to be part of the whole policy-making process in one-way or another. Problems that

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[3] Hereafter referred to as SABTA
[4] Hereafter referred to as SANTACO
[5] Hereafter referred to as NAFTO
[6] Hereafter referred to as NTTT

face the taxi industry are not just violence related only; they range from illegal permits to fighting over passengers and securing lucrative transport routes.

The replacement of minibuses implies that manufacturers are going to be affected, additional strikes were encountered, roads were blocked and there was the random shooting of those who refused to be in support of the strike that occurred. Taxi owners and drivers see the restructuring of the taxi industry as an infringement of their rights, unlawful interference and an independent decision to scrap the taxi fleet (Mashabela, 2000:6). The "… replacement of the fleet will have wide ranging economic and social benefit for the country" (Monare, 2000:03). While the taxi owners and taxi drivers opposed the implementation of the TRP, other organizations such as the South African Transport and Allied Workers Union[7] have recognized the possible benefits of the programme (Howard, 2001). According to SATAWU (2001) the union believes that many owners and drivers in the industry are being misled on the issue; it supported the policy because it will bring taxi owners and drivers into the tax paying net.

Despite competitive advantage that the taxi industry has over other transport sectors, it has been plagued with violence, harassment and intimidation because of the selfish desire of taxi owners and drivers wanting to maintain a monopoly over operations and routes that are considered highly profitable (Cooper, Murdy and Nelson, 2010:19). These and other challenges that the industry faced provided the impetus for the government to introduce the TRP. In the year of 1992, the National Department of Transport tasked the NTTT sought to investigate the causes and measures that can be used to end the conflicts in the taxi industry. After investigations were conducted by the NTTT, it was reported that the government did not acknowledge the taxi industry and that it lacks economic empowerment, a formal structure and effective control of its operations (National Taxi Task Team, 1999).

The TRP ensures that the taxi permits was transformed to operating licenses. The permit transformation process for operating licenses was to ensure that taxi operators restrict   their

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[7] Hereafter referred to as SATAWU

operations to specific routes and stop invading routes used by other associations (Fourie and Pretorius, 2005: 23). The taxi industry provides a service for profitable gain, it should comply with the government regulation, and this is debatable. However, the role of the taxi industry is firmly driven by the profit and the role of government to ensure its regulation (Ministry of Transport, 2005). A taxi permit was issued to an applicant to render a service; nevertheless remains the property of the government ((Ministry of Transport, 2005).

Under the TRP plan in cooperation with the Department of Transport, Trade and industry, Minerals and Energy and Finance, government assured of its support to the existing taxi owners to assist them in buying the new 18 to 35 seat taxis. According to the policy the government's plan was to take the country's fleet of 120 000 taxis off the road by the year 2015 and replace them with larger, stronger, safer vehicles equipped with smart cards to ensure they stick to registered routes (Government gazette no. 29421, 2005). Since the introduction of the TRP in 1999, the government and the taxi industry have been in endless disagreement over the intangible and operational features of the industry (Van Schalkwyk, 2009).

The government tried to recapitalize the taxis belonging to taxi operators who did not wish to replace their taxis with New Taxi Vehicles[8]. This would have allowed each of the taxi owners to qualify for an R50, 000 subsidy per vehicle that had to be used as a deposit on the purchase of a NTV. Applicants were not expected to hand in their taxi vehicles and permits immediately; rather they were expected to register their intention to replace their old vehicles. Applicants were called upon at a later stage to bring in their vehicles for actual scrapping; once all the necessary supporting documents have been checked and verified; the new vehicles were released to the taxi owners. The taxi vehicles that were handed-in were going to be checked and confirmed for their validity prior to the finalization of the process (Government Gazette no. 29421, 2006). The TRP was not well implemented because not all the relevant stakeholders benefited from it.

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[8] Hereafter referred to as NTV

1.2. RESEARCH STATEMENT

The TRP is an attempt at transforming and restructuring the public transport system. The government has, however been faced with the problem of implementing the programme which is not being implemented effectively. The completion of the TRP was initially scheduled for completion in five years; the TRP was subsequently extended to 2007 and now 2015. The project has been delayed since there has been no final acceptable agreement between the government agencies and taxi owners on the implementation of the TRP.

The government's wish to replace the old un-roadworthy taxis where a number of problems had been emerged involved a great deal of monitoring and implementation. McCaul (1990) argues that, there was conflict and violence between drivers as they were competing for passengers on particular routes. The Illegal entry of stakeholders into the SA's Taxi industry and their non-compliance with the laws was problematic. Poor maintenance of unworthy old taxi vehicles resulted in high levels of dissatisfaction among passengers and drives. A disregard for road safety standards by drivers has led to an increasing number of road accidents involving taxis. These problems were caused by the taxi owners, whose need to pay for the vehicles and make a profit led to them to exploit and abuse drivers, passengers and marshals. A surplus of taxis on some routes, shortage of time or resources required maintaining the vehicle, overloading of vehicles and aggressive attitudes and disrespect towards passengers are some of the key concerns that receive attention.

1.3. LITERATURE REVIEW

The government believed that the new vehicles complied with the required safety specifications, including the fitting of an Electronic Management System to control and regulate the industry. The overall aim of the EMS was to satisfy the need for risk mitigation by the financiers and taxi owners, through electronic monitoring and control of movement, hours driven, fares and other transactions this was made possible. Formalizing the taxi industry would help to produce safe, efficient and effective public passenger transport services and bring it into compliance with labor laws and taxi

requirements. Phasing out the taxis and phasing in compliant new taxi vehicles would reduce the number of vehicle and accidents on different routes and improve the quality of the transport service (Smith, 2005:1).

The TRP has led to government to create an association of larger-scale taxi operators, because the funds to purchase new vehicles are not sufficient to cover replacement costs for struggling taxi operators (Smith, 2005:1). Larger, wealthier taxi operators who are better able to bear these and the other costs associated with the TRP will remain in the industry (Smith, 2005, 1). On the other hand, small-scale taxi entrepreneurs are driven out. The resulting impact of the implementation of the TRP has put some taxi owners and taxi drivers out of work, thus increasing the rate of unemployment.SA has 4.3 million people who are unemployed, this represents 24.9% of the population , and the taxi owners and drivers will contribute to this number (Statistics SA, 2009).

The objective of this study is to investigate how government implements a policy that seeks to address issues pertaining to the people at the taxi rank in the eThekwini Municipality at Warwick Junction Avenue.

1.4. RESEARCH PROBLEM AND OBJECTIVES

1. To examine the development of the taxi industry with specific reference to factors which led to the introduction of the TRP.

2. To understand and explain the TRP.

3. To understand the impact of the TRP on the taxi drivers, owners, marshals and passengers at the Warwick Avenue Taxi Rank.

1.5. THE KEY QUESTIONS TO BE ASKED

1. How has the TRP affected the taxi industry in the eThekwini Municipality within the Warwick Avenue Taxi rank?
2. What are the perceptions of taxi owners, drivers, marshals and passengers towards the implementation of the TRP?
3. What are the challenges that the taxi industry face?
4. How do taxi owners, drivers, marshals and passengers deal with these challenges?
5. What measures could be put in place to improve the implementation and the roll out of the TRP?

1.6. THEORETICAL FOCUS

Systems theorists argue that policy outputs, which include legislation or government regulation normally, lead to feedback in the form of support or protests (Fox et al, 1991:32). This study will utilize the public policy implementation theory to explore and conduct a detailed study on the impact of the TRP. The community procedure application concept is concerned with the content of the policy, the developments of policymaking and the application of that strategy. Grindle (1980:10) argues, "The content of public policy is an important factor in determining the outcome of implementation initiatives". According to Grindle (1980:19), the implementation and development might be the grounds on which certain taxi owners are able to provide differing securities and benefits for passengers and drivers (Grindle, 1980:19).

Hill (1976:224) indicates that, policy application consists of a compound sequence of exchanged judgment's representing the benefits of different policy actors. According to Meyer and Cloete (2000), "public involvement can only happen with the participation of leaders of appropriate groups in the community which signify goods of and sections in that community". The people that should be

involved in discussing and identifying a formulation process include local, spiritual, wellbeing, recreational, young commercial and other groups in the community (Meyer and Cloete, 2000).

The failure of the TRP is endorsed to a variety of influences. This can contain unfortunate preparation, a deficiency of human and assets funds, fraud, and a lack of vision. Bovens and Hart (1996:206) indicate that, "the absence of fixed criteria for success and failure, regardless of time and place, is a serious problem for anyone who wants to understand policy evaluation". Consultation is an elementary constituent of strategy preparation essential to collect and comprehend what other performers within the larger application and development area feels about the strategy (Boverns and Hart 1996:206). If consultation cannot form part of the preparation development and a policy ends up being executed, there is a better chance that agreement shall not be accomplished (Boverns and Hart 1996:206).

1.7. RESEARCH METHODOLOGY

Any academic subject requires a methodology to reach its conclusion. It must have ways of producing and analyzing data so that theories can be tested, accepted and or rejected (Pretorius, 2002: 4). The methodological dimension refers to the knowledge of how to do things (Mouton, 1998:38). In order to the needs of a study, an appropriate methodology has to be selected and suitable tools for data collection and analysis have to be chosen (Mouton, 2001:15). This study adopted a qualitative research approach in order to collect data through face-to-face interviews.

A case study of Warwick Junction Avenue, Chesterville taxi Association in the eThekwini Municipality was the site for the study. Qualitative methods are sometimes looked down upon as less scientific because of their nature of use and application. They have been used in philosophy, sociology, and history for centuries (Boeree, 2005:1). Qualitative researchers aim to gather an in-depth understanding of human behavior and the reasons that govern such behavior. Rajit (2004: 1) argues that, the qualitative method investigates the *why* and *how* of decision, not just *what*, *where* and *when*. Therefore, smaller but focused samples are more often needed, rather than large sample. Qualitative

approach in this regard employed the interview technique to gather information from the respondents in the taxi industry.

Exploratory research was conducted to explore a topic and examine a new interest (Babbie, 1995:85). It is appropriate in the case of more persistent phenomena such as the continued impact of policies and programmes. This study therefore adopted an exploratory research design and purposive sampling by utilizing 20 face-to-face interviews, which were conducted with taxi drivers, owners, passengers and marshals. Participants were grouped together using a non-probability sampling method, which is judgment sampling. The purposive sampling method was adopted in order to select taxi drivers, taxi owners, marshals, and passengers based on their availability, knowledge and understanding of the TRP and their willingness to participate in the study. The aim of this sampling method was to ensure that the research is fully explored and understood in as much detail as possible. "Interviews are one of the most common forms of qualitative research methods and involve the construction of knowledge" (Silverman, 2004:12). The interview is an intense experience of both parties involved. Interviews help to generate more information that can be used to provide an insight of the respondent has lived experience (Silverman, 2004:12).

Therefore, in this study, I used face-to-face interviews in order to obtain the insight of the participant's perspective. An interview guide gave the researcher an opportunity to learn more about the impact TRP on role players. The area of this study was the Chesterville Taxi rank in the eThekwini Municipality at Warwick Junction Avenue. Interviews were conducted with taxi drivers, owners, marshals and passengers in December 2015.

Plate 1: WARWICK BRIDGE, MARKET ROAD PHOTOGRAPHER BY RICHARD ROBSON

1.8.   LIMITATIONS OF THE STUDY

Due to the nature of taxi industry, data collection presented a challenge since the availability of respondents was not guaranteed. The industry is male dominated; therefore, securing interviews with female respondents presented a challenge, although the researcher made an effort to secure interviews with female respondents. Merriam (1998:20) argues that, human instruments are as fallible as any other research instrument. The researcher ensured that the potential research participants were informed about the procedures and risks involved in research and gave their consent to participate. The researcher guaranteed the participants that there should be no harm or any intimidation because of   taking part in this study. They were also notified that they could withdraw at any time, should they decide to do so.

1.9.   OUTLINE OF CHAPTERS

This study is divided into six chapters. Chapter 1 discusses the introduction, background, research statement, literature review, research problems, the key questions to be answered, and theoretical focus, and research methodology, limitations of the study, outline of the study, conclusion and the summary. The researcher also provides a reflection upon the methodology of the study.

Chapter 2 discusses the literature review, which includes introduction, the TRP, history and origins of the Warwick Junction, background of public transport in SA, the taxi associations, and the history of the taxi industry in SA, taxis worldwide and the emergence of the taxi industry. I continue to look at the impact of the apartheid legislation on public transport in SA, the period of 1800 to 1913, the period of 1960 to 1980, increasing growth in the taxi industry, from 1990 to 2000, the lawmaking bases governing transport in SA, and the guidelines of the mini bus taxi industry and law execution in SA. This chapter ends with a conclusion and summary.

Chapter 3 discusses theoretical framework, this encompasses, the introduction, the concept of implementation, participants in public policy-making process, legislature in policy-making, officials, international organizations commissions and court, the role of interest, pressure groups, and associations, participant of citizens, the impact of TRP on taxi industry. It will also look at the   loss of employment and business in the taxi industry, passenger's safety and prices, road accidents, road safety and cheaper mini-bus, affordability of the new vehicle, making transport safe, efficient and affordable, quality and safety regulation, consultation, taxi violence, conclusion and summary. The researcher reflects on these themes through the theoretical framework of strategy application. Grindle (1980:10) argues that, "the content of public policy is a significant influence in defining the result of implementation initiatives".

Chapter four focuses on the research design and methodology, which includes the introduction, a qualitative research design, exploratory research, study population, gaining entry, sampling method,

judgment / purposive sampling, respondents, location of the study, ethical considerations, informed consent, confidentiality and anonymity, data collection, the interview process, data analysis, limitations of the study, experience in the field, and the conclusion and summary. In this chapter, the researcher was able to discuss the qualitative research design.

Chapter five discusses the findings and analysis. This includes the following; introduction, sample characteristics, demographic profile of participants, getting to know the participants, being a role player in the taxi industry, the participants understanding of the TRP. The participation and consultation in public policy-making, the impact of the TRP, the challenges faced by taxi drivers, passengers, taxi owners, and marshals, cost and impacts of pricing, coping strategies adopted conclusion and a summary.

Chapter six considers the recommendations and the conclusion.\this includes the introduction, consultation, taxi violence, safe taxis, route-based operating license processes, improving the taxi industry, summary of findings, conclusions and summary, and recommendations.

1.10. SUMMARY AND CONCLUSION

SA is unique in its attempt to provide public transport. Informal black entrepreneurs hatched the SA taxi industry during the darkest days of the apartheid era. Today the taxi industry flourishes more formally as an essential part of the economic and social existence. Thus, the government found it necessary to introduce the TRP. While the intentions behind these changes seemed to be good, the consequences of the TRP were likely less positive. The TRP is a disaster for some taxi drivers who cannot afford to buy the new vehicles because of the cost. Wealthier taxi owners are much more likely to be able to afford the costs of replacing their taxis than smaller taxi owners. The next chapter shall concentrate on literature review of the study.

In this chapter, the researcher was able to discuss all the important components regarding the study. The TRP and its effects on drivers, marshals, owners and passengers are outlined in this introductory chapter.

CHAPTER TWO

LITERATURE REVIEW

2.1.   INTRODUCTION

The SA public transport system consists of rail and bus services that are subsidized by the government. The taxi service is not supported by the government and is private. These three modes of transportation do not work in an integrated manner frequently competing with one another for commuters. Ford (1989: 36) argues that, the public transport system needs to be more convenient and affordable in comparison to privately owned vehicle available to the public. However, the majority of people that utilize public transport in SA have no choice but to use taxis despite its failings and shortcomings. This places a greater responsibility on national, provincial and local governments to ensure that public transport systems meet the needs of the citizens that they serve. The end awning challenge in the taxi industry is that many taxis are old, un-roadworthy and in bad condition and this results in frequent road accidents (Smith, 2005: 2).

2.2. THE TRP

From the 1980's to mid-1995, the taxi industry developed at a phenomenal rate. The position of the taxi industry over other transport modes was strengthened by the opinion of being a community-based industry, enduring against the apartheid authorities and without any sponsorship (Ahmed, 1999: 1). Government policy during the 1980 is further allowed market forces to determine entry into the taxi industry. Thus, they encouraged that applicants be granted permits to operate in the taxi industry. In the mid-1990, the taxi industry was not only over traded, but over it was in need of being formalized and regulated.

The NTTT was formed in 1995 as government's proposal to begin a consultative programme to involve role players from the industry. This was done in order to find a sustainable solution to the problems that faced the taxi industry. The recommendations of the NTTT were released in September 1996 to finalize and restructure the taxi industry (Pearce, 2000:2). The programme also sought to ensure the sustainability of the industry as a business and to ensure its formalization and effective regulation.

The taxi industry accommodates 68% of passengers on a daily basis (Barolsky, 1995:71). The decision of the cabinet is about taking forward the TRP in a reviewed form. The decision was also informed by the outcomes of the extensive consultations undertaken by government with the taxi industry (Gozhi, 2004). The TRP was implemented from the beginning of the 2005 to 2006 financial year, unfolding over a period of seven years at an estimated cost of R7, 7 billion (Montana, 2004). Through the introduction of the NTV in the TRP, government has prescribed compulsory safety and other requirements to protect owners, operators, pedestrians and motorists. The compulsory requirements are also meant to ensure passenger's safety. Nandipha (2006:17) argues that, the most determined government intervention in the taxi industry is the TRP. Through the TRP, the government seeks to challenge and solve the problem of the old fleet by introducing the new vehicles within the public transportation system. The TRP represents a complete regulation of the taxi industry with two major outcomes; this includes the systematic introduction of safe and comfortable vehicles for passengers.

The TRP should not be regarded as a quick solution. Government has predicted that the sustainability of the TRP cannot only lie in the scrapping of old taxi vehicles but should include, the introduction of safety requirements for the new taxi vehicles, effective regulation of the taxi industry, effective law enforcement in respect of public transport, and empowerment of the taxi industry (Montana, 2004). The Human Sciences Research Council (2006) demonstrated that 72% of SA people are in favor of the TRP plans to replace the old fleet with new and safe vehicles. Only 28% of passengers who often use taxis were against the implementation of the TRP. Those who opposed the implementation of the TRP believed that that, it would increase unemployment and result in higher

crime levels (Human Sciences Research Council, 2006). The governments TRP's exclusion of other associations resulted in tension between associations at both local and national level.

The main goals of the TRP was to have a taxi industry, which supports a strong economy, puts the passenger first and meets the country's socio-economic objectives. The TRP was a direct response to the recommendations of the NTTT to consider specific interventions to turn around the taxi industry. By regulating the taxi industry, the SA government intended to assign each taxi path to a precise taxi association in order to reinforce and rearrange the processes (Fourie, 2003:1**)**. This was done through registering all existing taxi organizations; including both illegal and legal associations. The adaptation of a range of licenses issued on a route-based functioning certificate, by regulated structures guaranteed that no new taxi organizations were established (Fourie, 2003: 31).

In terms of the Local Government Review (2008: 28), the taxi industry accounts for over 63% of public transport uses for work, school and other purposes. The Local Government Review (2008:28) indicates that the pressing challenge in the taxi industry is that many taxis are old, un-roadworthy and in bad condition, resulting in frequent accidents. The TRP was supposed to fix a set of problems that affect the SA taxi industry (Ministry of Transport: 2005). Taxi violence, unsafe vehicles, and bad driving habits among taxi operators make the industry unpopular and unsafe. The changes and recommendations outlined by the TRP will, presumably go a long way towards creating a safer and less dangerous environment for the people in the taxi industry (Ministry of Transport:2005). The TRP was designed to shift the control from taxi associations to municipal authorities. By shifting the control of ranks, the government hopes to reduce the tensions that arise when one association attempts to control a rank and keep away competitors (Cokayne, 2006: 6). While the intentions behind these changes may be good, the consequences of the TRP are likely to be less positive as some taxi entrepreneurs are driven out. Through partnership with the taxi industry and commuters, the government will move forward with determination to implement an intervention of economic and social significance (Sekhonyane and Dugard, 2004:37).

2.3. TAXIS WORLDWIDE AND THE EMERGENCE OF TAXI INDUSRY

Taxis operate all over the world; they are called by different names, and operate uniquely from country to country; it is the Kenya matatus; jeepneys in the Philippines and Istanbul; minibuses in Hong Kong, Cairo and Kuala Lumpur; bakassi (converted trucks) in Khartoum; or publicos in Puerto Rico (Markman, 1984:37). They are not metered taxis responding to special calls for casual trips, but tier established commuter corridors charging fixed fares set by local taxi associations for the particular route (Markman, 1984:37).

Since 1986, the use of taxis by African commuters has become an increasingly conspicuous feature of SA passenger transport industry. According to McCaul (1990:13) the shift from the large American saloon, cars such as Valliant's or Chevrolets, which numbered only a few hundred, to the mini-bus taxis in the late 1970s, had dramatic effects on African commuting. By 1989 there were some 2 250 000 African commuters and the taxis share of this market had raced from essentially zero to the single largest-having overtaken both bus and trains (McCaul, 1990: 13). According to the National Black presented by Department of Transport (1990) taxis during 1980s carried 675 000 African commuters to work every day (McCaul, 1990:13).

2.4. HISTORY AND ORIGINS OF THE WARWICK AVENUE TRIANGLE TAXI RANK

Warwick Junction is located to the center of Durban not far from the central business district, and consists of a number of market areas nodes for public transport; this includes mini-taxis, trains, and residential homes (Grest, 2000:2). The history of Warwick centers on the Indian community. More than 300 migrants arrived in SA in November 1860 to work as indentured laborers in what was then the Natal Colony (Grest, 2000:2). After two five year spells of agreement they were given permanent residence in the country (Grest, 2000:2). One such immigrant, Aboobaker Jhaveri, played a central

role in establishing Indian business in Durban (Pressman and Wildavsky, 1984). In 1872, he set up the first trading store in the Grey Street area and later opened a market there. Jhaveri also donated land for the building of the Jumna Masjid Mosque often referred to as the Grey Street Mosque and is regarded as the largest in the southern hemisphere and integral to the atmosphere of Warwick Junction (Pressman and Wildavsky, 1984).

These initiatives encouraged Indian people to take up residence in the area and sets up small formal trading and service businesses. The rural African people moved to the city to set up trading sites not far from Grey Street along the pavements around the railway station and bus terminal. Even though the place was congested and lacking in basic services, an integrated and viable community began to develop. By the 1930s, the Warwick area was a dominant shopping, trading and business destination for a large proportion of Durban's population (Pressman and Wildavsky, 1984). At this point, it was declared a slum and the local authority began a campaign to clear the area and divide the community (Pressman and Wildavsky, 1984).

When the National Party came into power in 1948 it enacted ruthless legislation aimed at restricting black economic activity in 'white areas' (The Daily News, 5 February 1981). In 1960, street trading had been prohibited in Durban, and traders were punished and evicted if found in the city (The Daily News, 5 February 1981). Approximately 500 people had been charged with illegal trading in less than six months in 1966 (The Daily News, 5 February 1981). In the early 1970s police were described as 'fighting a running battle' against illegal traders. This continued until the introduction of the Natal Ordinance in 1973. The ordinance allowed limited trading, which was regulated by what became known as the 'move on' laws. Traders were only allowed to occupy a spot for 15 minutes, and trading of goods was restricted to within 100 meters of any formal business (The Daily News, 18 June, 1987).

Due to apartheid planning that aimed to separate different race groups, the area was poorly designed. The increasing number of traders caused congestion and overtrading, which in turn led to declining incomes. The area was divided politically and economically, with more wealthy traders in Grey Street and the poorer in Warwick Junction. Additionally, during the early 1990s the province of

Kwa-Zulu Natal was plagued by political violence between the African National Congress [9] and the Inkatha Freedom Party [10] (The daily News, 16 May, 1994). Under apartheid's local administration, areas were divided based on race. In Durban, there were 48 racially separate local authorities in the mid-1990, combined into an expanded metropolitan area with six sub authorities (The daily News, 16 May, 1994). In 2001, these were combined into one larger municipality, named the eThekwini Municipality (The Daily News, 1994).

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[9] Hereafter referred to as ANC
[10] Hereafter referred to as IFP

Plate 2: THE HERB MARKET IN WARWICK JUNCTION PHROTOGRAPHER BY RICHARD ROBSON

2.5.   THE BACKGROUND OF PUBLIC TRANSPORT IN SOUTH AFRICA

In terms of the development of the road transport system in SA from 1988 to 2009, the urban public transport systems was dominated by rail, subsidized bus services and the unsubsidized taxi transport services (Khosa, 1994). These three different modes of public transport did not work together in an enlightened and integrated fashion; instead, they competed with one another for passengers at the peril of the transport industry and local economies (Khosa, 1994). In many cases, when the competition was poorly managed, the situation degenerated into taxi wars and numerous

road accidents that claimed the lives of innocent people, which were caused by reckless and speedy driving as the drivers tried to meet daily financial quotas for their bosses (Lome, 2006). Common to these forms of public transport systems were poor customer service and the unreliability of the buses and the taxis, which operated predominantly during peak times with only a limited service during the off-peak hours (Lome, 2006). Because of this fierce and chaotic competition, socio-economic pressures were put on the government to find suitable ways to close the gap of an inadequate and unsafe public transport system.

Since 1994, the democratic government has been striving to make SA globally competitive through investing in socio-economic infrastructure development such as improving road infrastructure and airports. This infrastructure development was considered to have many benefits, through improving infrastructure, urban transport systems, jobs would be created, and poverty and unemployment would be reduced. Over 56% of the population would have access to better, safer and more reliable urban transport (Lome, 2006). Thus, the SA government had to focus on the transformation of the urban public transportation system, among its other important mandates (Lome, 2006). Thereafter, the National Taxi Task Team investigated the causes of and the prospective solutions to the taxi unrest and related conflicts. One major recommendation of the task team was the re-regulation of the taxi industry. Legislation was required to enforce the implementation of the recommendations of the task team. In 2000, the National Land Transportation Transition Act, 2000 (Act No.22 of 2000) was mandated to reregulate the chaotic state of the taxi industry at that time (SA, 2000).

Transport is an aspect of economic activity that provides for the presence of persons or goods from one place to another (Pegrum, 1968:3). Conservatively, official short trips are not included in the household or office as part of transport (Pegrum, 1968:3). The transmission of electricity and the transport of water were considered in the domain of this transportation study (Pegrum, 1968:3). In this study, public transport refers to the transportation available to the public, particularly taxis. The possibilities for expansion as well as the opportunities to manufacture new products are therefore intimately related to the availability of transport facilities (Zimmerrnan, 1988:44). In principle, such facilities are to be consistent with the method of transportation used in any given area, be it inside the industry or around townships and other areas closer to town (Zimmerrnam, 1988:44).

2.6.   TYPES OF TAXIS

In SA there are 23 models of taxis in the market made by six different motor vehicle manufacturers (McCaul, 1990:30). Toyota SA believes that 50% of African taxi owner's use its Hi-Ace minibuses (McCaul, 1990:30). Nissan SA believes that about 40% use its E20 minibuses, which come in four models ((McCaul, 1990:30). While they hold some 90% of the taxi market between them, Nissan and Toyota accounted for just over 50% of all minibuses sold between 1980 and 1988 (McCaul, 1990:30). Minibuses was   initially manufactured for private, family and company purposes and were   not designed or meant to transport the public for a fee. Due to the availability and affordability, minibuses were adopted as a means of public transportation. Nissan commanded an estimated 55% of ten-seater sales to the taxi industry and 40% of 16-seater sales; Toyota claimed 50% and 45% respectively; while Delta had an 8% share of 16-seater sales to the taxi industry and Volkswagen controlled 6% of the market sales (Barolsky, 1989:28). These models had been in use for the past 20 years, when more than ten seats were allowed according to the *Road Transportation Act No 74 of 1977*. These manufacturers are SA based, which meant that when the demand for public transportation increased, companies increased both production and sales.

2.7.   THE TAXI ASSOCIATIONS

Mayer (1987:65) identified that when it comes to sources; associational power is one of their greatest strength. It is derived from an association with power to lobby in political circles **(**Mayer, 1987:65). In the taxi industry, there are organizations, which facilitate amicable cooperation among stakeholders (Mayer, 1987: 65). Such groups have power vested in them by their constituencies (Mayer, 1987:65). In the case of the taxi industry, one must remember that on one the hand there are drivers who are also constituents in associations of their choice and serve as representatives. On the other hand, there are owners who also have interests, which are voiced forcefully. It was important that the Department of Transport considered these groups when any objective was set for the purposes of developing the taxi industry (Mayer, 1987:65).

Public participation in any policy-making process is significant by virtue of the fact that the taxi industry is where it is due to the understanding it has with its clients. In a case where policy is drawn which will affect the taxi industry it will definitely mean that the users of this mode of transportation will be affected as well. The views of commuters could not be ignored because their influence is very strong and effective, as they might claim not just to commute that but they are members of the public. They are also road users who have elected the government with certain needs and expectations in mind. Therefore, they need to be involved in decision-making processes (Mayer, 1987:65). Every time when there are hard times in the taxi industry, innocent road user's such as motorist, motor-bikers and pedestrians get caught up in the cross fire. It is important then that when policies are being considered that the needs and expectations of these people direct affected be taken into considerations.

These role players should be used optimally in such a way that resolutions will flow from different sides. Power to draw policies must not be exercised individually with the intention to impose it heavily upon the public. Anstey (1999:87) argues that a joint problem solving approach can be used through the shared belief that collaborative efforts will be more beneficial than competitive ones. Liwicki and Litterer (1985: 241) argue that, power may indulge people to undertake actions that they would ordinarily not want to. Liwicki and Litterer (1985:241) define power as the ability to get another party to do something they would not ordinarily do by controlling the options they perceive to be open to them. Edward and Sharkansky (1978:100) argues that, it is of significance that consensus is developed over the nature of a given problem or the extent of its symptoms.

2.8.   THE HISTORY OF TAXI INDUSTRY IN SA

The taxi industry in SA grew at a phenomenal rate. The position of the taxi industry was strengthened by the perception that it is a community-based industry compare to other modes of transport such as trains and buses. The taxi industry has is survived apartheid authorities without any form of subsidies (Oosthuizen and Mhlambi, 2001: 1). The taxi industry grew from a negligible informal operation to the dominant player in the public transport industry accounting for an estimated 65% of passenger

journeys (Oosthuizen, 2001:1). Today, the taxi industry provides transport for five to 10 million people every day and has a daily turnover of R15 million (Weekly Mail & Guardian, 1999).

The taxi industry has been plagued with exploitative labor relations between owners and drivers, which seemingly aim to maximize profit at all costs (Mahlangu, 2002). During apartheid, it was impossible for an African person to obtain a permit to operate a taxi in different routes. The taxi industry is dangerous (Karol, 2006). Taxi drivers do not fully understand their rights as workers. The owner and the taxi driver are free agents (Mahlangu, 2002). Taxi owners do not abide by labor regulations (Mpho, 2012). Given the nature of work in the industry, it is no surprise that these provisions do not apply to the taxi industry unregulated informal taxi industry.

According of Bhat and Koppelman (2003:29 the viability and economic success of communities has been largely determined by the efficiency of and the availability of transportation infrastructure. Bhat & Koppelman (2003:29) believed that this has been, particularly related to the economic allocation and utilization of transportation resources. During the 20th and 21st century, developments in transportation systems have provided increasingly efficient levels of local, national and international competitiveness for communities and nations of the world (Bhat & Koppelman, 2003:29).

SA has a history of feature of institutionalized racism, which ensured that people of color had limited legal access to business opportunities (Slob, 1990:2). In the taxi industry, it was difficult and almost impossible for a black person to acquire a permit to operate a taxi. Buses and trains was regulated with a clear transport policy, determining its regulations and accessibility with access to capital resources (Slob, 1990: 2). Whilst the buses and trains remained the primary beneficiaries of government, the taxi industry began to emerge (McCaul, 1990).

Wilkinson (2002:2) argues that the travel needs, and the demand for public transport are derived from the historical nature of apartheid. Apartheid's geographical separation of primary economic activities in urban areas and residential dwellings in remote rural areas were deliberately designed to separate

people and disadvantage African individuals. This affected workers who were required to travel long distances from their homes to the economic centers. The demand for their increased and frequent mobility has been met by the taxi industry. It has, however had both a positive and negative impact, which policy makers are contending with on a daily basis (Wilkinson, 2002: 2).

Transportation presents an exceptional problem for national policymakers because of its friendly link to community life. Throughout history of the government, it has found it necessary to participate directly in the supply of transport facilities and access (Wilkinson, 2002: 2). In developed countries such as Germany and Japan where the highest possible level of development of private enterprise has dominated, public involvement has been necessary (Wilkinson, 2002:1). It has therefore been necessary for SA government to intervene in and convert the taxi industry to benefit the taxi owners, drivers and passengers.

2.9.   THE IMPACT OF THE APARTHEID LEGISLATION ON PUBLIC TRANSPORT

The early 1950s was marked by political struggle in the history of SA. Although prior to 1940 taxis were not unknown, the taxi industry began immediately after the massive general bus strike of 1955, where the municipal bus boycotts resulted in the situation where a number of drivers lost their jobs, due to never-ending strikes to pull the apartheid regime down (Khosa, 2003). Given the increasing demands for public transportation, most of these drivers who owned Chevrolets and Valiant, and who knew the routes very well   started venturing into public transport business as demands for transportation increased (More, 2006). This separation of apartheid caused migrant workers to live far away from the white 'suburbs', in jail like hotels and townships (More, 2006).

The system of separate development created massive problems as far as public transportation was concerned (More, 2006). The separation meant that these groups was forced to make use of transportation to and from work daily, which was a long distance from where they lived. They used buses and trains as the preferred modes for transportation (Khosa, 2003: 2). It was by virtue of the fact that the prosperity of white supremacy in SA depended upon the labor of black Africans and, to a

lesser extent, Indians, other Asians and Coloureds (Khosa; 2003:2). According to Davenport and Saunders (1999:07) the system also depended upon the migrant's cooperation with the system in SA whose population in 1951 included, eight, 560,003 African (Blacks), 1, 103,016 Coloured, 366,664 Asian and Indian and 2, 641, 689 White.

Barret (2003: 6) states that apartheid spatial planning affected directly on the public transport system provided by buses and trains. Public transport became increasingly expensive for commuters and the state were forced to provide unsustainable subsidies. Buses and trains operated at peak times only and routes became less and less flexible (Barret, 2006:6). The state acted to protect the existing transport systems, and prevented entrepreneurs from operating taxis by refusing to issue road transporter permits (Moloantoa, 2006).

2.10. THE PERIOD OF 1800 TO 1913

The principal centers of the farm cart and carriage building industry were in the Cape Province in Wellington, Worcester, Paarl, Robertson, King William's Town and Queenstown (Starkey, 2002: 23). Subsequently most people relocated to urban areas in pursuit of employment, approximately 25% of those who moved out were appointed as stallion-wagon motorists, and they finally collected adequate incomes to allow them to surface as tycoons in the interior of the taxi business. The growing number of stallion and wagon holders led to rivalry became a component of the business (Starkey, 2002:23). The story of public transport in SA began over 160 years ago, with the establishment in 1801 of a weekly post-carriage service between Cape Town and Simon's town (Starkey, 2002:23).

The English type of stagecoach was to be seen on the Cape roads. It had red wheels, a black and yellow body and the royal arms on its doors (Ford, 189:54). In 1844, the `Red Rover Royal Mail Coach' began to run from Grahamstown to Port Elizabeth (Ford, 1989:54). The hansom rogue was introduced in Cape Town in 1849, and flourished. The cab was a two-wheeler, one horse vehicle with the driver sitting up behind and communicating with the passenger through a hatch in the top of the hood (ford, 1989:54). In 1850, a post-cart service was established between Durban and

Pietermaritzburg (Ford, 1989: 54). In 1860, John Dare started an omnibus service between Durban and Pietermaritzburg; he called his tented spring-wagon the `Perseverance' (Ford, 1989:54). There were, by this time, horse omnibuses in the streets of Cape Town exactly like their counterparts in London.

The taxi industry employed both black and white workers at the time. White workers were high in numbers, black workers progressively increased between 1900 and 1930. According to Khosa (1994: 17) for many Africans in urban spaces, worked between 10 and 20 years unskilled jobs before they could pay for a second hand vehicle in order to enter a taxi business. The segregated unlawful contexts introduced to administer the taxi industry was announced in the early 1900s. Mileham (1993: 18) argues that the council formed two ethnically characteristics licensing groups where all black people had their licenses demoted to second- class permits (Mileham, 193:18). This stated that they may not carry any white passengers and the division was set for racially divided transport system.

Barolsky (1990: 29) argued that, the first electrically powered taxi system for African travelers was established in Kwa-Zulu Natal in 1930. Khosa (1994:20) states that "succeeding endorsements of the Le Roux Commission the Motor Carrier Transport Act was approved in 1930 which presented means of transport guideline on (a balance of extraordinary in SA, rivalry was subdued and transport dominations were quoted). Khosa (1994: 20) clarifies that only those who are capable for urban privileges under the Urban Areas Act of 1945 were permitted to interchange documents. In order to get a taxi permit, applicants had to be resident in urban areas officially, be a registered occupant, be in ownership of a Daily Laborer's Permit, and have a good service record (Khosa, 1994: 20). Khosa (1994:20) argued that, this was part of the control system sustained under the apartheid government, to separate African people and to limit their movement in urban areas. It was not easy for any African to obtain a permit from their nearest Local Transportation Board (Khosa, 1994: 20).

2.11.   THE PERIOD FROM 1960 TO 1980

During this period, the economic conditions were poor for the majority of black SA living in townships. High unemployment rates forced people to entry the taxi industry unlawfully (Dugard, 2004:184). Even though SABTA supported the deregulation of the industry, it was the contradiction with extensive opening up of the industry to illegal operators. Dugard (2004:184) state that, disregarding words of warning the deregulation would lead to violence, the government deliberately unlocked the conflict present in the taxi industry (Dugard, 2004:184).

According to Khosa (1994), the bus service 'was despairingly insufficient, incompetent and exclusive, and required the majority of blacks to spend hours each day and up to 20% of their incomes on travelling'.). According to Sekhonyane and Dugard (2004: 13-18) this guideline reinforced other businesses, particularly the isolated segment, by providing a different transport mode for their employment force. With buses and trains rejected, government had no choice but to reformulate lawmaking around the operations of the transport industry. This lead to pressure from the private sector, as the public transport imposed sanctions on taxi owners and drivers (Sekhonyane and Dugard, 2004: 13-18).Due to political uncertainty in the 1980's many businesses divested from SA while large companies that remained reduced their labor force.   This was a response to the growing problems for different procedures of public transport within the industry and the increased levels of unemployment. It was not easy for the government to stabilize the condition through any kind of legal penalty for illegal movement, since taxis were the only means of transport used by the workers (Sekhonyane and Dugard, 2004:13-18).

According to Ford (1989: 34), the taxi industry was started to meet the transportation needs of the passengers. Primarily taxi workers were independent as they drove the vehicles that were allocated to them. The availability of different cars provided a rapid path for owners increase their profit and upgrade their taxi fleet (Ford, 1989:34). There was an increased level of accountability and support for workers. Taxi workers have acknowledged the need to establish themselves as tycoons (Baralosky, 1990:21). In the 1960's they established the National Taxi Alliance; this shaped substantial occupational opportunities and altered the organization of the industry (Baralosky, 1990: 21).

In the 1970's the living conditions in townships was not conducive to the development and establishment of business According to Mileham (1993: 37), high unemployment rates impacted on the economic occasions had to be produced outside the formal segment. This resulted in the establishment of taxi industry. The effectiveness of the taxi industry attracted many new applicants (Mileham, 193:37). There was a high level of dissatisfaction among those affected by the poor economic circumstances ensuing from the foundations of the apartheid system. There were obvious signs of revolutionary dispossession in the townships, which activated a high level of violent. The struggle in the mid-1970 was placed on social, political and economic freedom of South Africa (Mileham, 1993:37).

Barolsky (1990: 23) argue that, due to the discontent that existed in the townships, bus companies operated on the margins settlements to avoid their vehicles becoming objects of violent attacks. Because of the political volatility during the 1970's, the government, in an effort to prepare for the public transport boycotts riots in Soweto was generated, established the Van Breda Commission of Inquiry into the Road Transportation Bill in 1977. According to McCaul (1990: 21), the Commission declared that, the transport business was plagued by a period of economic and industrial expansion. This equipped it to move in the direction of free competition in the transportation sector (McCaul, 1990:21).

The apartheid regime, through the gradual implementation of deregulatory policies, was prepared to allow black entrepreneurs to pursue economic interests in the transport industry. This was one of the

few steps initiated towards regulating the industry. Sekhonyane and Dugard (2004: 16) argue that, "the Commission's findings reflected a neo-liberal shift in economic policy that resulted in generalized deregulation, commercialization and privatization, beginning in the late 1970's". Magubane (2003: 17) argue that, the symbols of a policy-shift were evident, when the Road Transportation Act of 1977 declared an eight-seater minibus. Taxi workers were deprived an opportunity of knowing the long-term consequences of fully participating in the national transport policy structure's vision (Magubane, 2003:17). The introduction of the eight-seater taxi was believed to be the establishment and development of an industry that would be important in SA in terms of customer safety (Magubane, 2003:17).

2.12.   INCREASING GROWTH IN THE TAXI INDUSTRY

The taxi industry has grown from a negligible informal sector activity in townships to the dominant mode of public transport in SA. A closer evaluation of the progress reveals distinct periods of development mainly influenced by intervention and legislation (Fourie, 2003:43). Therefore, since the late 1977 to date, the taxi industry has been in the process of understanding the formal economy with little success in some occurrences. In essence, the taxi stakeholders up until now have fought to be recognized as formal operator since they seem to believe that the taxi industry contributes a lot to the country's economy. According to Fourie (2003:43), the investment in taxi fleets made R 3 -13824 during 1980's.

According to Barret (2003: 6), apartheid spatial planning affected directly on the public transport provided by buses and trains. Public transport became increasingly expensive for commuters and for the state to provide the subsidies required. What is frustrating being that buses and trains operate at peak times only and routes became less and less flexible, the growth of the taxi industry in the late 1970's was in large part a response to this. Initially, the state acted to protect the existing transport systems, and prevented entrepreneurs from operating taxis by refusing to issue road carrier permits (Moloantoa, 2006). It must be stood in mind that from early 1960s onwards, urban African people were increasingly relocated very often through forced removals to reside in areas far from the

commercial and industrial centers of all SA's cities. These relocations were part of the policy of apartheid, designed to keep racially defined groups separate (Maloantoa, 2006).

2.13.   FROM 1990's TO 2000's

Dugard (2001: 11) stated that during this period of 1980's, differences over rank planetary, stealing of customers, flagging of costs, and, the personal property of deregulation appeared as the crucial mechanisms in the structure of taxi disputes. According to Dugard (2001, 11) central associations single-handedly the process of the taxi industry over force, as they contained of an enormous affiliation which protected a lot of money into the industry

Sekhonyane and Dugard (2004: 24) argue that, it was prominent that the most determined battles happened between associations using long distance routes. Another aspect of this progressively cultured form of violence was the mutative nature of the associations where smaller taxi associations was asked to change colleagues in favor of the more violent and monetarily steady ones (Khosa, 1994, 20). After the apartheid era, SA government recognized the NTTT. The aim of creating the organization was to dig out the difficulties that has resulted in taxi violence (Dugard, 2001:13).

According to Dugard (2001:19) the NTTT, possess a chairperson from the National Department of Transport, nine government administrators from provincial departments of transport, ten taxi industry legislatures, and nine exceptional consultants. The task team held approximately thirty-six public hearings between August and December 1995, meaning that it only took five months to determine the future of the taxi industry. In 1996 the NTTT give out its first report that suggested the re-regulation of the taxi industry. The body's central worry was that discussion was negligible and most important taxi alliances did not form part of the community reaches and guideline endorsements (Dugard, 2001: 13).

Dugard (2001: 14) states that, from April to May 1998 the number of taxi violence increases nationwide that was noticeable as to increase doubts that it was coordinated. Many operators worked

illegally because the number of permits was limited. They often had to bribe government officials in the form of cash in order to be able to operate (Dugard, 2001:15). Despite these problems, the taxi industry became the most commonly used form of public transport. Black people, mostly men, own about 90 percent of taxis (Department of Transport Annual Report, 2009-10: 47).

In 1990 taxi "wars" began in which different taxi owner associations fought over taxi routes. These wars resulted in the deaths of thousands of owners, drivers and commuters over the following years. This makes it one of the most important forms of black ownership industry in the country. Some of the taxi owners have registered with their provincial transport departments, while many others are still operating illegally. In 2002, the Gauteng Department of Transport estimated that there were 16 000 unregistered taxis in the province (Transport in Johannesburg, 2002). Today, taxis are mainly part of the informal economy in SA. The informal economy is the part of the economy where businesses are not registered or where workers do not have secure contracts and benefits. Most workers in the informal economy work in businesses that are not registered (Fourie, 2003: 18).

Majeke (2003: 62) stated that most of the taxi drivers decided to join the taxi industry because they were unemployed. They discovered that working situations in the industry are tremendously harder than they anticipated. This includes, taxi drivers working from 5 a.m. in the morning to 9 p.m. at night, 16 hours a day, seven days a week and function in an atmosphere where their wellbeing is under threat because of hi-jacking and taxi ferocity (Majeke, 2003:62). From the late 1970's, the motorists employed by taxi workers had no reimbursements and were not regulated by any legal framework such as the Basic Conditions of Employment Act (Act no. 75 of 199).

2.14. THE LAWMAKING BASES GOVERNING PUBLIC TRANSPORT IN SOUTH AFRICA

A community policy must reproduce, be measured and be applied in agreement with the public's attention (Hill, 1998: 72). Public attention gatherings comprise of civil society organizations and interest groups. Diverse and contending groups ought to be provided with the chance to influence the policy, in agreement with society-specific goals. Policy-making is an inevitable political movement into

which the insights and benefits of different players enter, through self-governing official structures (Adam, 1997: 130). The most important characteristics of equality are variety in a system of a cooperative arrangement of management, the presence of concern groups, non-governmental establishments and other public society groups. This is grounded upon the opinion that equality is a form of institutionalization of repeatedly contradictory interests (Adam, 1997: 130).

The dimensions of specific groups to understand their benefits through guiding principle are formed by the precise official preparations of a self-governing system (Adam, 1997: 133). This model precisely suggests that numerous clusters can be prearranged to endorse their benefits and to have institutionally certain admissions to political establishments to influence policy. However, within the context of prevailing organizations that form preceding likelihood of the understanding of group-specific interests, it seems that the chances of comprehensive discussion may be quickly deteriorating in self-governing SA (Adam, 1997: 133). The SA management has announced numerous regulations to rule public transport. Those regulations comprise the National Land Transport Transition Act (Act No.22 of 2000), National Land Transport Act (Act No.5 of 2009) and National Road Traffic Act (Act no.93 of 1996). The request of this Act in the setting of the TRP has an influence on the SA taxi industry and the unintended recipients of the taxi business such as dealers, sheriffs, taxi drivers, passengers and taxi operators.

The purpose of the National Land Transport Transition Act (2000) is to provide for the transformation and restructuring of the national land transport system of the Republic of SA. The National Land Transport Transition Act (Act No 22 of 2000) represents the most significant change in land transport policy and legislation in SA's history. It is based upon a change from a supply-driven to a demand-driven (or needs-driven) land transport system articulated in the form of transport plans (Smith, 2005: 1).

Several important supporting issues are, however, dealt with in the Act such as institutional restructuring, transport planning, formalization of the taxi industry, regulation of road-based services, regulated competition, new vehicle sizes and enforcement (Krynauw and Cameron, 2003:2). Krynauw

and Cameron (2003:3) argue that, the possible impacts of these issues covered by the National Land Transport Transition Act(Act No. 22 of 2000) on SA's commuter needs to be based upon an identification and characterization of SA commuters. The National Land Transport Transition Act (Act No.22 of 2000) provides for the TRP where taxi associations and their members are incentivized to register their permits and taxis with the provincial transport registrars. The standard uniform code of conduct binds members of registered associations to a wide range of issues relating to customer needs, which are designed to substantially improve the lives of the taxi commuters, such as public safety, abiding by all laws, neat and roadworthy vehicles, sticking to designated routes   and only using qualified drivers (Stanway, 2001:3).

The National Land Transport Transition Act (Act No. 22 of 2000) provides that an operating license is a pre-requisite for an operator to operate public transport, and certain criteria are legal pre-requisites for obtaining an operating license. One of these pre-requisites is for the operator to register for income tax. The Act further provides for existing permits to be converted to route-based operating licenses and for special procedures for legalization for those operators that are currently operating illegally. Route-based operating licenses are designed to allocate specific routes to specific operators, and by so doing, to reduce some of the existing turf wars over routes (Stanway, 2001:3). In addition, the fact that new operating licenses will have a maximum of five-year validity will assist planning authorities to match supply to demand. Finally, the fact that operating licensing boards must issue operating licenses according to the transport plans further cements the change towards needs-based land transport (Krynauw and Cameron, 2003:6).

In terms of the National Land Transport Transition Act (NLTTA) (Act No.22 of 2000), the Minister of Transport must annually prepare a National Land Transport Strategic Framework (NLSTF) for the country for a period of five years. The provincial and local governments are required to establish a public transport authority in terms of the NLTTA (2000). Transport authorities will help overcome the problems inherent in the currently fragmented transport system with the three spheres of government and with the range of public entities and private organizations responsible for the different sections in

transport. According to Fourie (2003:56) the government excluded other connotations within the industry, and as a result of the government's exploitation, the   pressure advanced between associations, both at the local and national levels.,

In the National Transport Framework (2002-2007), the strategies have been grouped into general outputs and mode specific outputs. The general outputs cover matters such as public transport, transport planning, transport authorities, operating license boards, public transport safety, public transport infrastructure and information systems. The mode-specific outputs cover aspects such as formalizing, regulating and recapitalizing the taxi industry, bus contract, rail regulation and institutional arrangements. One of the objectives of the framework is to ensure proper and integrated transport plan; however, the current situation seems to oppose this objective in the sense that, the modes of transport in the country are still not integrated and remain very much competitive for the commuters.

This National Land Transport Act (Act no. 5 of 2009) makes provision for land transport in SA and states that the regulator must be established. In terms of section 20 (1) of the Act, the Minister of Transport must establish the National Public Transport Regulator, whose specialized knowledge, training or experience, taken collectively at least covers public transport, transport economics, accounting, auditing or actuarial sciences, tourism transport, and vehicle standards and specifications. The National Land Transport Act (Act No. 5 of 2009) further states that, the National Public Transport Regulator must monitor and oversee public transport in the country in general and the activities of provincial regulatory entities in relation to their land transport functions. As far as the TRP is concerned, the Act provides that the National Public Transport Regulator must receive and decide on applications relating to operating licenses. Each province in terms of this Act, must establish its own provincial regulatory entities. The functions of the provincial regular are similar to those of the national regulator except that the provincial regulator is restricted to perform those functions within one province only.

The scrapping of existing taxi vehicles is the primary aim of the TRP. The government aims to remove more than 10 000 old and un-roadworthy vehicles (taxis) from the SA roads by at least 2015.

The opportunity that the TRP offers is to invite the taxi operators who wish to exit the industry to voluntarily hand in their vehicles and permits. The government also launched a marketing communication campaign that embarked upon informing and encouraging taxi operators across the country to register with the Operating Licensing Boards[11] in their respective provinces. The OLB's will register applications, evaluate them and verify the validity of the permit linked to the taxi vehicle. Taxi operators who hand in their old taxi vehicles are offered a scrapping allowance of R50 000 (Ministry of Transport, 2005). The Ministry elaborates that the scrapping of the un-roadworthy taxis has to be obligatory; it must not be a charitable process. Means of transportation ought to be re-evaluated at exact phases of time for their safety. The reimbursement extent has to let the worker to place a guarantee on a new taxi motor vehicle to spread encourage obedience with the necessities for the new vehicle as set out in the move out approach for TRP.

As far as the TRP is concerned, the National Road Traffic Act, (Act no. 93 of 1996) regulates the conversion of permits to operating licenses and ensuring that drivers have driving permits. The aim of the Act was to make provision for people who could not convert their operating licenses in time such as those in prison, medical facilities or people contracted to work outside SA to access such services. The National Road Traffic Act, Section 32. (1) Stipulates that no person shall drive a motor vehicle in respect of which an operator is registered on a public road except in accordance with the conditions of a permit.

The National Land Transport Act (Act No.5 of 2009) complements the National Road Traffic Act (Act no. 93 of 1996) on traffic laws by providing for new vehicle sizes to be introduced on an incremental basis for the TRP. The new vehicle size came into operation with the new Act on 1 December 2000, and provision was made such that no earlier than October 2004, no new operating licenses may be issued unless the vehicle sizes comply with the government's regulation. . In addition, no earlier than October 2006, no vehicles will be allowed on the road for public transport unless the vehicle sizes comply with those in the third column. This provision for new 18 and 35 seater taxis will undoubtedly benefit all taxi customers, especially the urban poor. These benefits include safety, reliability and

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[11] Hereafter referred to as OLB's

comfort (Government Communication Information System, 2004). While the legislative frameworks for regulating transport are in place, the successful implementations of such remain to be seen.

2.15.   REGULATING THE TAXI INDUSTRY AND LAW EXECUTION IN SA

Regulation was supposed to be an all-inclusive process, whereby the majority of associations participated in the process from the stage of policy formulation through to implementation (Dugard; 2001, 6). Rothengatter (2001:176) argues that, the professed disappointments and difficulties in the re-regulation procedure has led to government to loosen its emphasis to re-arrange the taxi industry in relations of a determined TRP (Rothengatter, 2001, 176). All sectors of the public transport industry must comply with the laws requiring public transport operating licenses, roadworthy vehicles and licensed drivers. The enforcement of the legislation has been inadequately applied in many parts of SA for a number of years now. Subsequently, this has resulted to a situation where many public transport operators provide illegal transport and use vehicles of poor quality (Rothengatter, 2001, 176). There are problems in the taxi industry that need to be addressed. The TRP was seen as problem instead of a solution to issues surrounding the taxi industry; this includes poor law enforcement and industry regulation.

The National Land Transport Transition Act, no. 22 of 2000 (NLTTA), the National Land Transport Act, No. 5 of 2009 and the National Road Traffic Act, No. 29 of 1989, are the most important parts of legislations regulating land transport. The purpose of the National Land Transport Transition Act (no. 22 of 2000) amongst other things is to provide for the transformation and restructuring of the national public transport system for the public. Regulated competition forms the basis for the public passenger in SA in the form of operating licenses. The operating licenses are only awarded in terms of the passenger transport plan of the department of roads and transport.

In 2005, the Department of Transport announced that the SA municipalities would take control of the taxi ranks and their management. Therefore, taxi ranks and routes will no longer be under the control

of taxi associations and organizations. A further non-commercial goal of the TRP as far as regulating the taxi industry is concerned was management with a view of improving road safety and decreasing violence. However, the goal has not yet been achieved. The situation is the extreme opposite of what was aimed at in terms of violence and road safety. Vehicle accidents are rising, particularly taxi accidents. The new vehicles are causing more accidents compared to old vehicles as described in the National Land Transition Transport Act (Act no. 22 of 2000), and this includes the Toyota quantum and the Inyathi. In 1998, SANTACO was efficient and well-managed alliance of taxi associations. SANTACO was the only association that the government referred to in the formulation of the TRP.

Dugard (2001:176) argues that, after a month the SANTACO was formally recognized, in June 1999, a fragment group of dissatisfied taxi relations called the NTA emerged. . Dugard (2001, 176) further stated that, it did not recognize SANTACO since the strategies to rearrange the industry were "compounding the problems in the industry" and were "directly responsible for the present chaos and violence". .

Fourie and Pretorius (2006:6) indicate that, the problems surrounding the TRP were addressed completely; these comprised   working licenses, route ruling, vehicle dimensions, electronic fare collection, tax revenue collection and vehicle pursuing. Taxi workers were given an amount of R50, 000 either to secure a new vehicle or to leave the taxi industry upon the scrapping of their vehicles (Fourie and Pretorious, 2006:6). According to Cokayne (2006:19), "the NTA did not want the TRP's R50-000 scrapping payment for respectively enumerated taxi motor vehicle". The cost of the new vehicles was expensive in comparison to the old vehicles that were scrapped. They felt that R50 000 was not sufficient to scrap their existing vehicles and replace them with the prescribed vehicles under the new programme (Cokayne, 2006: 19). The government strongly believed that investment in the TRP and the predicted "new' taxi industry would promote passenger's safety and play an important role in the economy of the country. This was based on the belief that an economical system of transportation would lead to a reduction in the cost of providing transport services and the "generalized" cost of travel of passengers (Pegrum, 1973:16). This would lead to an increase in the

productivity of physical and human capital and more efficient and effective utilization of economic resources with an associated reduction in production costs (Pegrum, 1973:16).

Barolsky (1990:185) stipulates that, the government claim that un-roadworthy means of transportation are the central contributor to accidents and loss of lives in the industry. There is nothing tangible to support the fact that taxi drivers are under pressure to reach the daily income objectives, which results in their dubious driving approaches, the prejudice of other drivers and the irresponsibility on public roads. The profit motivation leads the drivers to complete as many trips as possible each day.

Taking into consideration all these influences it appears that there is no considerable effort by the government through the programme to diminish taxi violence and road accidents, and to increase income in the industry. As an alternative, the policy appears condemned to failure as it is overwhelmed with problems fluctuating from lack of discussion, lawless, operating licenses, new vehicle maintenance, rank infrastructure, and payment plans to operators (Barolsky, 1990:185). On 28 June 2004, the Financial Mail reported that:

"From the industry's point of view, the proposed scrapping allowance is not enough incentive to convert to the new system. At the cost of more than R300, 000 for a new taxi, meaning maintenance cost of around R15, 000 per month per vehicle. Operators were demanding an equitable subsidy system, which they calculate should amount to around R10 billion per year. However, the treasury believes that this sort of subsidy is unaffordable" (Barolsky, 185).

The taxi industry is defined as an industry, which is driven by profit from fares in which speed, reckless driving and overloading are prevalent. This raises concerns for the safety and comfort of passengers (Fourie, 2003:54). The taxi industry is an industry in which there is no protection against overloading and in which there are no rules to govern the suitability of vehicles to act as safe public transport (Fourie, 2003:54). The capacity of new fleet has created a huge problem between the government and taxi industry (Nandipha, 2006:5). This is because there are three different types of taxis under the new programme, which makes life difficult for taxi owners and drivers. The problem

with these new means of transportation is that they are expensive   and most taxi owners cannot afford them. The reason behind the price tag is that their design is aimed at customer protection.   . Each vehicle has seatbelts equal to the number of commuters the vehicle is permitted to carry, advanced brake system and are designed to be comfortable (Nandipha, 2006:5).

The unemployment rate in SA was reported at 25 percent in the first quarter of 2011 (Department of Labour, 2011). From 2000 until 2008, SA's unemployment rate averaged 26.38 percent reaching an historical high of 31.20 percent in March of 2003 and a record low of 23.00 percent in September of 2007. The labor force is defined as the number of people employed plus the number of unemployed but seeking work. The non-labor force includes those who are not looking for work, those who are institutionalized and those who are serving in the military (Haroon and Kanbur, 2006:471). According to Walters (2001: 3) taxi associations have articulated their concerns about potential job losses due to the right sizing of the industry, as this includes less maintenance requirements, since the vehicles will be much newer than the present fleet. Profit is critical to ensure the survival of any business; therefore, the taxi associations fear for loss. The Moving SA financial model revealed that the taxi industry is currently vesting only 40% of capital requirements for long-term sustainability (MSA, 1999: 19). The low productivity is the main reason for this low rate of re-investing.

According to Khosa (2006:4), the implementation of the TRP cannot only kick out some taxi operators out of business; however, it also makes it hard for the marshals. As highlighted above, the taxi ranks were handed over to the municipalities to handle, maintain and control. The municipalities therefore, have built stands for the marshals to operate there (Khosa, 2006: 4). Their drivers will also lose their jobs when the legitimate taxi operators   go out of business. . Thus, the unemployment rate will rise. The   marshals will have to be reduced in order to   maintain equity, as the association cannot have too many marshals with fewer taxis.

Molefe (2009:13) argues that these vehicles have been adapted to meet the SA public transport requirements as far as the TRP is concerned. Consequently, owners purchase the inexpensive models of the new fleet while they protest that, no one has guaranteed them that these luxurious means of transportation are harmless. Molefe (2009:13) states further that customers protest that

most of the space in the taxi is in the headroom. . The majority of different mini-bus taxi models are not TRP exact vehicles. Howlett and Ramesh (2003: 190) argue that policy intended to develop the protection feature of vehicles is easier to implement, yet this has not been easy in the situation of the TRP. The government has been useless in discussing   with numerous automobile companies the high cost of manufacturing a TRP precise mini bus taxi.

The industry seems to have been supportive of the permit conversion process, although a number of owners are doubtful as to what good reason the authorities have to push for changes. The Ministry of Transport (2005) has encouraged and confirmed that the permit conversion process will go a long way in resolving some of the problems facing the taxi industry in conversion from radius to route based permits. The Ministry of Transport (2005) further states that there has been an encouragement to those members of the industry who have not yet taken advantage of the window of opportunity to convert, and to do so before 30 November 2005. The validity of such permits was extended over a six-month period instead of the usual three months.

However, during that period prior to the launch of the enforcement drive, very few permits were uplifted by taxi operators due to one or more of the above reasons (Irin-news, 2006: 1). From those, which were uplifted by associations, the few was handed to operators by their chairpersons, mainly because some of the chairpersons wanted payment for their services (Ministry of Transport, 2005). Firstly, upon realizing this problem, many operators flocked to the board to try to arrange their permits; this unfortunately created a huge deadlock within the board. Secondly, many of the operators who wanted to uplift their permits came without the necessary documents for the uplifting of their permits. Other associations were not granted their permits by the start of the enforcement campaign because they were challenging each other in court over outstanding route claims and other issues (Ahmed, 1999:02).

2.16.   TAXI INDUSTRY AS PART OF THE INFORMAL SECTOR IN SA

The taxi industry has been perceived as a volatile, conflict ridden informal business. It is an informal business because the majority, if not all operators run this business as individuals and with no tax obligations. Most of these operators do not comply with labor legislation, as their employees are not registered. Oosthuizen (2013) argues that the instability prevalent in the industry has undermined its progress and success, preventing it from reaching the point of full formalization and empowerment and becoming a reliable business partner. The aforementioned researcher further asserts that the instability in the industry is not the only factor that is delaying progress with its transformation. Other studies also suggest that the deregulation of the taxi industry has contributed in the poor management and no effectiveness of this industry, and created a legacy of a sector that proved very difficult to transform (Sekhonyane et al, 2004).

The state plays a vital regulatory role in relation this includes labor legislation, in the issuing of permits to taxi operators and in providing sites for taxi ranks. The relevant state departments in this regard are the Department of Transport and the Department of Labor. The latter department performs a role in formalizing the labor relationship for taxi employees notably taxi drivers and marshals through the Sectoral Determination for the Taxi Sector (Mdladlane, 1999; SATAWU, 2012). This is mainly aimed at ensuring minimum standards of working conditions for taxi industry workers. The industry though continues to be marked by cost minimization measures through labour exploitation, including deplorable working conditions for drivers and other employees and general disregard for safety standards, as well by conflict and violence because of the competitiveness of the industry (SATAWU, 2012).

The taxi industry plays a vital role in the economy considering that the majority of South Africans are poor and depend on public transport (Arrive Alive, 2012). The industry is made up of unmetered taxis, which dominate 90% of the market, with metered taxis active in the remaining 10% of the market. Currently, is it estimated that there are 250,000 mainly Toyota taxis operating on South Africa's roads. Moreover, the industry in South Africa is comprised of more than 20,000 owners and 200,000 employees (Arrive Alive, 2012). In addition, it has direct and more indirect employment-creation knock-on effects, such as car washers who wash taxis at taxi ranks, mechanics who repair minibuses

and upholsterers and, in interconnecting with the formal economy, car manufacturers who specialize in minibuses notably Toyota and Nissan.

The taxi industry also commands a turnover of R16.5 billion profit annually (SANTACO, 2012). The road transport sector contributes 3.4% towards the GDP, of which the taxi industry is the major contributor, and employs an estimated 200 000 employees and mainly in a lower and semi-skilled categories. The taxi industry also provides business opportunities for hawkers and other informal retail business that depend on it for their trade. Although taxi owners are not formally organized administratively, they however, do belong to organized taxi mother bodies or associations. These associations, among other things, handle issues ranging from route registration and membership, conflict resolution, fare determination in consultation with members of the public (SANTACO, 2012).

Santaco represents the taxis industry in South Africa, and its members belong to their local taxi associations. Santaco has been transforming over years, with attempts to formalize the minibus taxi industry and establish a press office (Ndebele, 2011). Fourie (2013) indicated that in South Africa the informal sector is a sponge to high unemployment rate, absorbing the majority of individuals who are not qualified to work in the mainstream economy. The informal economy is not viewed as a tax revenue-generating sector in South Africa (Fourie, 2013). Workers in this sector do not pay income tax, and in the past, they were subject to conditions where they did not have unemployment insurance.

According to Venter (2013), the taxi industry seems to have reached a state of stasis with limited opportunities for growth. Taxi do not receive government subsidies to counter the high input costs of public transport (Venter, 2013). The full impact of TRP is yet to be realized but it is genially considered to have had limited success (Venter, 2013). However, in Johannesburg the BRT reforms are seen as a success for having integrated three hundred and thirteen taxi operators into companies that operate public bus transport.

2.17.   SUMMARY AND CONCLUSION

Since the guideline of the taxi industry is extremely significant, then government should reflect all participants and non-participants that may be affected by the policy in articulating the objectives of the policy. Policy goals must not disrespect any players, or instant recipients. The application framework and the influence of application should not produce more disagreement over submission. The implementation of the TRP has been met with strikes and boycotts by wellbeing in the minibus taxi industry. This is regardless of the claims made by the government that there was widespread consultation, negotiating and communal decision making with the minibus taxi industry preceding to implementation. The reason that the taxi industry engaged in remonstrations is that an assortment of decisive concerns was disregarded in the innovative preparation of the TRP.

To fully regulate the taxi industry, the government have to support commuters and organization. The government specified that the taxi industry needs reshuffling and formalizing through the TRP. This would mean registering everyone, including illegal taxis to adequately develop economic instruments in the direction of promoting the industry. No consensus has been reached along these lines. The research findings revealed that the preparation of the TRP was done without practicing the method wide spread and practical discussion with all relevant groups or stakeholders. Furthermore, the comprehensive prohibiting of central taxi organizations such as the NTA and civil society has resulted in a policy, which does not precisely represent the interests of the members of the industry. Meyer and Cloete (2000:23) argue that broader public participation occurs through the involvement of different interests.

In this chapter, the researcher was able to deal with the history of the taxi industry and the legislative framework governing the taxi industry. The SA taxi industry's R7.7 million policy was originally intended to control and improve the industry and to incorporate it with wider national proceeds system. This transformation includes ending taxi violence and reducing road accidents. Informal black entrepreneurs produced the SA taxi industry during the darkest days of the apartheid era. The Taxi Recapitalization Policy is an advantage to some taxi operators and a real burden to others.

The failure to alter and improve the industry led to a policy shift. The safety of commuters formed a central part of the TRP. . The issue of taxi violence is still a problem in the industry in spite of the implementation of TRP. The Government's failure to tackle or deal with taxi violence effectively challenges the policy goals of ensuring commuter safety. Wissink (2005:65) argue that the government should encourage consultation in order for policies to reach their intentions. The findings of this literature illustrate that decision-making in the policy cycle should put up different target interest groups. Grindle (1980:25) indicated that community organizations must be interested to the requirements of policy beneficiaries.

The objectives of the TRP, to control, reorganize, reinforce and incorporate the taxi industry within the national revenue system and to empower workers did not occur. The industry is still characterized key practices , there has been no enablement of operators and a failure of operative guideline encourages violence since there were only incomplete negotiated decisions in the formulation of the TRP between the government and federal taxi organizations. Therefore, the government cannot claim to have successfully implemented the programme. Planning and applying a policy that will discourse the challenges encountered by the minibus taxi industry entails an extensive thoughtful of the socio-economic and political context surrounding the industry. Therefore, one can conclude that the TRP failed drastically and needs to be re-vised.

CHAPTER THREE

THEORETICAL FRAMEWORK

3.1.   INTRODUCTION

The SA public transport is characterized by a degree of independence compared to the public transport systems in first world countries. Typical of this is the abundance of low capacity vehicles (16 seaters) in commuter services and the dominance of this form of public transport in the overall public transport sphere (Walters, 2001:1). Related to this are issues such as vehicle maintenance, inter-association rivalry, industry sustainability and the fleet age profile. Public transport in developing is also generally characterized by a lack of adequate financial resources to fund working supports. This is not an issue in developed countries, but it seems to be intensified in developing countries (McCaul, 1990: 38).

Despite the fact that SA is number one in terms of road infrastructure in Africa, public transport has not yet received much attention (Fourie, 2003: 5). The SA government has been experiencing pressure from a scale of stakeholders to improve the performance of the industry through improvement or ruling the taxi industry. The government then introduced the TRP to regulate and formalize the industry. . This chapter shall utilize the public policy implementation theory to explore and conduct a detailed analysis on the impact of the TRP on the transport industry. This will be achieved by taking into consideration the objectives of the study, which is to examine the development of the taxi industry with specific reference to factors, which led to the introduction of the TRP. To understand and explain the TRP and to understand the impact of the TRP on the taxi drivers, owners, marshals and passengers at the Warwick Avenue Taxi Rank.

The researcher will investigate whether the application of the TRP shall address the difficulties in the taxi industry such as violence, unroadworthy taxi vehicles, and loss of employment, safety and prices, consultation and illegal operations. The researcher reflects the discussion on these themes through the hypothetical structure of public policy implementation.

3.2.   THE CONCEPT OF IMPLEMENTATION

The early 1950s was marked by political struggle in the history of SA… prior to 1940   taxis were not known. The taxi industry started immediately after the massive general strike of 1955, in light of the increased demands for public transportation (Khoza, 2003). The system of separate development created massive problems as far as the public transportation was concerned. The separation meant that these groups were to make use of transportation to and from work daily, which was in addition, far from where they lived (Khoza, 2003). Implementation can be seen as a policy-action continuum which takes place at a specific moment in time and which results in interaction and consultation between the three main groups of participants namely, the politicians, officials and residents (Khosa, 2003).

Policy implementation is what develops between the establishment of an apparent intention on the part of government to do something or to stop doing something and the ultimate impact of world of action (O'Toole, 2003:226). Elmore (1978) identified four main elements for effective implementation; this includes clearly specified tasks and objectives that accurately reflect the intent of policy, a management plan that allocates tasks and performance standards to subunits, an objective means of measuring subunit performance, and a system of management controls and social sanctions sufficient to hold subordinates accountable for their performance. According to Ripley and Franklin (1982: 4) implementation is what happens after laws are passed, authorizing a program, a policy, a benefit, or some kind of tangible output. This is a stage where executive functions are performed, for example, the Department of Transport shall appoint officials to ensure that the TRP start addressing the taxi industry's problems once implementation process is embarked upon.

3.3.   PARTICIPANTS IN PUBLIC POLICY-MAKING PROCESS

Policies are made to deal with problems facing the public, via participation so the members of the public have stake in policy-making process. Goodsell (2004: 15) argues that, people are shortened to compliant agents or even prisoners of the system, and this denies them the opportunity to give meaningful agreement to co-operative action or to participate actively in the public policy-making process in an organization. Policies that are drawn without considering the contribution, which could be made by members of the public, prove to be ineffective. Anderson (1997:51) argue that, the demands for policy actions stem from problems and conflicts in the environment and are transmitted to the political system by groups, officials, and others. At the same time, the environment both limits and directs what policy makers can effectively do (Anderson, 1997:51).

3.4.   LEGISLATURE IN POLICY-MAKING

The legislature serves as the highest institution in enacting public policy. In terms of section 43 of The Constitution of the Republic of SA Act 108 of 1996, the legislative authority of the national sphere of government is devolved in Parliament. Political office bearers and the members of a legislature on any sphere of government are no longer the only ones who make policy. In any endeavor to resolve public transport problems, the Department of Transport has to release laws drawn by relevant designated committees that are to be binding on to those concerned. Cameron and Stone (1999: 10) argues that, in terms of the standing rules of Parliament, standing select committees are appointed by the resolution of the National Assembly specific purposes. According to Hanekom and Thornhill (1983:203) the purposes of standing select committees includes to obtain detailed information on a particular matter and to discuss matters that the house has neither the desire nor time to discuss. In reference to public transport, a number of committees were appointed. The NTTT was appointed in 1998 when Mr. Mac Maharajas was the minister; the purpose of this structure was to help the Department of Transport to bring the taxi industry to the forefront by formalizing and regulating it.

According to Cloete (1994: 114), the legislative institutions can appoint committees consisting of their members and other persons to investigate specific matters for policy-making purposes. As a result, in the policy making process the legislature should draw policies based on proper engagement with other role players. Cloete (1994: 113) argues that it is the duty of the members of legislature to bring to the notice of the legislatures the dysfunctional situations identified by them in the government and administration of the country as well as in community life. In the case of the public transportation a sixth three member Steering Committee was established for the TRP project to give regular briefings to Ministers Committee on Transport[12] and Committee on Land Transport Officials[13]. MINCOM was established in order to promote integration and coordination between the central and provincial authorities. COLTO is an executive arm and has four coordinating sub-committees dealing with road matters, land transport, road traffic management and traffic control (White Paper on National Transport Policy, 1996). It is from the initial of engagement held that resulted in the introduction of TRP.

3.5.   OFFICIALS

The Department of Transport has key officials who have been appointed based on merit, so these officials are experts who the institution rely on to contribute in the policy making process. Chief Officials apply a tremendous influence because of their expertise and permanence. It is   true that at times chief officials in the process of submitting reports tend to withhold or even "color" facts. This can also exert decisive influence on decisions to be taken at the highest level without considering deliberate errors made. The chief officials in any public institution and in all spheres are regarded as advisors, innovators and conservators (Ferreira and Meiring, 2001:89).

The officials at the lower level are concerned with operational work and those in the highest forces of departmental hierarchy   play a crucial role in the policy process. Officials at the lower level are seen as experts in their own fields of activity, thus, they are responsible for collecting and supplying information on which policy decisions are based. It is essential to know that the interaction between the public and government is important in the whole policy-making process. In any state if there is no

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[12] Hereafter referred to as MINCOM
[13] Hereafter referred to as COLTO

policy, public servants would not know what to do, when and how. These policies serve as guidelines outlining the responsibility of the public servants and it will allow them to be held liable to account for lack of service delivery. Botes (1992: 286) indicated that, each public servant must perform his daily task with the greatest care and responsibility as he or she may be called to account publicly for any careless error and deliberate offences or culpable action.

3.6.   INTERNATIONAL ORGANIZATIONS COMMISSIONS AND COURTS

According to the Constitution of the Republic of SA Act 108 of 1996 section 165 subsection 5 indicates clearly that organs of the state, through legislative and other measures, must assist and protect the courts to ensure the independence, impartiality, dignity, accessibility and effectiveness of the courts. Courts function in a manner that is not interrupted by any institution particularly in the policy-making process. The court serves as the mediator between conflicting parties be it the Department of Transport and the taxi industry. On the other hand, there are also commissions of inquiry appointed, as NTTT has been referred to as an example of such bodies that conduct investigations, not necessarily satisfying those concerned. Commissions of enquiry are often used to obtain information on various matters, as well as to make assessments thereof (Cloete, 1994: 119). Furthermore, there are neighboring and international organizations, which also have a stake in policymaking. Cloete (1994: 120) points out that the United Nations and its specialized agencies cannot prescribe rules to be observed by the sovereign states, but the state will in their policy-making give some weight to the resolutions and recommendations of these international institutions.

3.7.   THE ROLE OF INTEREST, PRESSURE GROUPS, AND ASSOCIATIONS

According to Cloete (1994:111), it is not always possible to distinguish between interest groups and pressure groups, but the theory is usually advanced that an interest group becomes a pressure group when it starts to play a political role. In the case of public transportation in SA, there are various groups to be engaged in discussions. This includes the SA National Taxi Council, which with more than 80 000 taxi owners and 120 000 drivers, is the national representative of the taxi industry in SA and a key player in the TRP (Pela, 2000:2).

SANTACO has never played a political role; rather it served as an association dealing with problems within the taxi industry. Nevertheless, the organization is now deeply involved also in external matters dealing with public transportation policies. Moufle (2003: 1) as the president of SANTACO stated, "We have utilized every possible avenue over a two-year period to resolve issues without causing humiliation to anyone". Officials however continue to treat us simply as beneficiary of favors, if it suits them and not as a partner, we have been left with no alternative but to take action. This was the statement reiterated in the letter to President Mbeki's office following the mass action because of the introduction of TRP. It could thus be deduced that SANTACO and affiliated associations are to be engaged in policy-making process concerning the taxi industry. Interest groups should always be consulted through formal and informal channels of communication between the population and the public institutions (Cloete, 1994: 1194).

3.8.   PARTICIPATION BY CITIZENS

Citizens can participate in various ways in   the policymaking process; they can cast their votes and voice their grievances in certain instances. In this study citizen, participation could be referred to as those members of population affected by the situation. The   relationship is supposed to be uniquely close and interdependent (Bekker, 1995:49). This is in fact the first time in the history of SA that citizens will be able, through the mechanisms of citizen participation to make government more democratic.

The introduction of public participating techniques into planning process implies a movement along the democratic continuum from representative to participatory democracy (Hampson, Sewell and Coppock, 1997:28). In reference to community participation, the dignity of man is best manifested when he determines and controls his affairs (Reddy, 1996:04). Responsibility of governing one's own conduct develops integrity. Public participation in policy-making process is of pivotal importance in any democratic state. In this case, values and norms will be taken into account since the very same members of the public in which policy is drawn for will raise them. Objectives and goals could not be attained if the public does not show any interests in functions of public servants.

Botes (1996: 75) indicated that the study of public policy should be directed at obtaining the assurance that the day-to-day-government follows suitable or meaningful policy initiatives in order to realize desired objectives. Public policy thus, could not be drawn without taking into consideration demands raised by the members of the public. Gildenhuys and Knipe (2000:28) argue that the prevailing political ideas and thoughts of a community as articulated by its elected representatives should be an indication of the philosophical premises of government organization within the framework of different political ideologies. With the development of political ideas and thoughts on the purposes and functions of government, the goals and objectives of government have changed drastically with the passing of time. This changes the concomitant increase in government goals and objectives, which has resulted in a simultaneous dramatic increase in the functions and activities of the public sector, with a relative increase in a variety of public services (Gildenhuys and Knipe, 2000:28).

The Public policy-making process could not be embarked upon without the involvement of the community. The TRP for the taxi industry could not realize its objectives if taxi stakeholders and commuters were not involved in the whole process. Citizen participation is of crucial importance in a democratic state such as SA, since it strikes directly at the core of structuring the relationships between citizens and their government. The government should allow the citizen to participate in all spheres of the policy since they are the people who will be affected by the policy. By involving the citizen to participation in decision-making or be present in meeting where decisions are made will make life easy for government and will make the process go smoothly since all relevant stakeholders are involved. This shall also allow the citizen to raise their concerns pertaining to the policy.

"The importance of policy content in implementation theory claims that the interests of target groups and beneficiaries must be taken into serious consideration" (Grindle 1980:23). . In the case of taxi drivers and the TRP, the benefits of the public encompass an end to violence, infrequent troubles, inferior charges, and spacious and roadworthy vehicles. The Chesterville taxi association would apply for a certain route and get full privileges to drive on it. The next thing another association applies for the same route and claims to be the appropriate operative of that route; such things causes

misperception and fight among competing taxi associations and this causes violence in the taxi industry (Fourie, 2003: 34).

Grindle (1980: 37) argues that a distinction   has to be made between series that afford supportive profits and those, which inspire utter request during the implementation stage. The types of benefits a policy was set to influence have to be unchanging. A policy should not oversee features connected to how the preliminary purposes or remunerations should be acquired, or rather disseminated.   The TRP,   was designed to end accidents that involve taxis due to the alleged unfit conditions of many of these vehicles and the conflict among various taxi rival groups, this was going to be achieved by introducing comfortable vehicles. The negative impact of the TRP includes loss of employment and business, safety problems and fare costs and road accidents.

Thus far, the taxi industry is not fully regulated, therefore general problems continue. The taxi industry is an industry, which is driven by profit from fares in which speed, reckless driving and overloading override concerns for the safety and comfort of passengers (Fourie 2003:54). It is an industry in which there is no protection against overloading and in which there are no rules to govern the suitability of vehicles to act as safe public transport. According to Hlengani and Furlonger (2007:33) the foreseeable taxi vehicle that has functioned as in the SA transport   is the sixteen-seater taxis. Due to the small capacity of the new vehicle,   taxi drivers are continuously under pressure to meet their day-to-day profits targets, which adds to some accidents.

According to Elmore (1976), "implementation consists of identifying where discretion is concentrated, on which of an organization range of routines needs changing, devising alternative routines that represent the intent of the policy, and inducing organizational units to replace old routines that represents the intent of policy". This includes, planning new revenue on how to influence ends by developing expert responsibilities to subunits within an organization in order to create a well-organized and active implementation system. Therefore, the implementation organization, its human and capital resources, and other sub-units or organizations that are thoroughly associated and

important to the implementation of any policy, should be structurally specialized or established in the direction of reaching a common objective.

The citizens play a most important role in the way in which the policy shall be developed and assessed after it has been implemented. All public policies are judged by those receiving services. Therefore, consistency should exist between policy makers and implementers (Elmore, 1976). This does not mean that the citizen , as key channels of completing service through societies, are the only ones who should try to guarantee that policy objectives are get hold of by all appropriate means. It also suggests that policy formulators should endeavor to guarantee that within the implementation network of policy progressions there is unity. Each department and sub-unit within the implementation network should work together in order to accomplish whatever objectives a policy was set for. This is because this complement each other in many ways and if one segment of this fails to function according to expectations, the whole system is bound to be faulty.

Elmore (1976) illustrates from an organizational development standpoint of policy implementation argues that, the implementation process is essentially in one of the consensus building and lodgings amongst policy makers and implementers. The central problem of implementation is not whether implementers obey to approve policy but whether the implementation process results in agreement of goals, individual independence, and promise to police on the part of those who must carry it out. The process of policy implementation needs a lot of commitment in order for results to be appreciated and this fundamentally is contingent on the 'policy delivery system'. Since the bearing of how the implementation process will be accomplished frequently comes from policy implementers or high-ranking decision-making officials, the policy delivery system should be strengthened. According to Elmore (1976:185-228) new routines of actualizing this should be employed.

The re-arrangement of an official setting for it to better meet policy needs and implements its objectives is reliant on the creation of a well-resourced and flexible environment. . On this, point Warwick (2000:176) stipulated that, implementation is serious; therefore to carry out a program, implementers must repeatedly deal with tasks, customers and each other. The procedures of

organizations and instruments of administration are important as background, but the key to success are repeatedly coping with frameworks, characters, and proceedings. Crucial to such alteration is the inclination to admit and correct mistakes, to shift directions, and to learn from doing. Nothing is more vital to implementation than self-correction, nothing more deadly than sightless conservancy (Warwick, 2000:176).

According to Elmore (1976:224)   policy implementation contains a complex sequence of exchanged decisions representing the wellbeing of varied policy actors. Bearing in mind the encounters in the taxi industry, it would give the impression that the public interest is not important to the TRP. Bovens and Hart (1996:206) indicate that, "the absence of fixed criteria for success and failure, regardless of time and place, is a serious problem for anyone who wants to understand policy evaluation". Consultation is a basic constituent of policy formulation as it essential to collect and understand what other actors within the broader implementation process feel about any policy (Boverns and Hart, 1996:206).

Vehicle capacity is an area of disagreement between the government and the taxi industry (Nandipha, 2006: 5). This is because there are three different types of taxis under the new programme. These are the thirteen, eighteen and the twenty-two seaters. These include the Toyota Quantum, Inyathi, Foton, Bafo bus, Sprinter and Iveco. The problem with these vehicles is that they are expensive and the majority of operators cannot afford them. The reason behind the price tag is that their designs prioritize commuter safety, which is of great importance. Each vehicle has seatbelts equal to the number of commuters each vehicle has permitted to carry. The advance brake system also brings comfort to passengers (Nandipha, 2006:5).

3.9.   THE LOSS OF EMPLOYMENT AND BUSINESS IN THE TAXI INDUSTRY

The unemployment rate in SA was last reported at 25 percent in the first quarter of 2011 (Department of Labour, 2011). According to Haroon and Kanbur (2006:471) the non-labor force includes those who are not looking for work, those who are institutionalized and those serving in the military (The

implementation of TRP has put some taxi owners out of business and some taxi drivers out of work, thus increasing the rate of unemployment. Boudreaux (2006:4) argues that, the TRP is of benefit to some taxi operators and a real problem to others. The implementation of the policy does not only kick out some taxi operators out of business, it also makes it hard for the vendors. The taxi ranks are handed over to the municipalities to handle, maintain and control them. The municipalities therefore, have built stands for the vendors to operate there at a fee determined by the municipality (Khosa, 2006: 4).The legitimate taxi operators who will go out of business   will be accompanied by their drivers. Thus, the unemployment rate will rise.

3.10.   PASSENGERS' SAFETY AND PRICES

In the absence of a government funding for taxi prices, the TRP will almost certainly lead to a fare hike for passengers. New vehicles will cost more than R50 000, which means the operating expenses of all taxi owners will rise. This will result in some passengers unable to afford and they shall be forced to look for other alternatives modes of transportation such as buses and trains. Cokayne (2003) argues that, in 2003, approximately 40% of all death rate on SA roads were pedestrians. Since the new taxi vehicles are expensive, therefore taxi owners need enough cash to be able to pay the installments, maintain the vehicle, pay the driver and most importantly make profit. That is likely to result in taxi drivers driving irresponsibly because of the pressure from the owners to meet their daily shares.

3.11.   ROAD ACCIDENTS

According to Department of Transport (2009) in SA, public transportation for the poor is often portrayed through disgusting images of minibus clatters and bodies of loved ones dispersed on roads. The SA public transportation system however, also represents a model of successful black economic self-empowerment. It is the only sector where blacks control an entire sector through their ownership of the taxi mode of transportation. The taxi industry is today the most critical pillar of SA's public

transport sector (Department of Transport, 2009). Not only is it the most available mode of transport, it is also the most affordable to the public compare to other modes of transport in the country.

Taking into consideration that there might be other factors which results to accidents, particularly with those involving mini-bus taxis, therefore the government opted to introduce the TRP with the hope of reducing accidents (Ministry of Transport, 2007).This programme promotes vehicle safety through law enforcement, where traffic officers randomly inspect mini-bus taxis. Fourie (2003) argues that, approximately 48% of taxi workers and motorists are unconvinced about the efficiency of the TRP in achieving this. This is because the traffic officers who would be doing the random inspections are the same officers who are taking bribes from the drivers now. The government claims that un-roadworthy vehicles are the main contributor to accidents and loss of life in the taxi industry (Road Traffic Report, 2009). However, this is claimed despite that there have been no studies conducted before to conclude whether or not this is actually the case.

The profit motivation leads the drivers to complete as many visits as possible each day. Given all of these features, it appears that there is no considerable effort by the government through the TRP to minimize taxi violence and the amount of road accidents, to increase proceeds in the industry, and to empower and integrate the taxi industry in trade and industry growth and development initiatives through supporting it (Mackay and Callie, 2010: 32). Instead, the policy seem like a letdown as it is deals with problems of inconsistent from consultation, lawfulness, operating licenses, new vehicle maintenance, rank infrastructure, and payment plans to operators. The government did not note calls for improved compensation and provisions, nor address the issues around violence.

Even the taxi rank mechanism engaged by taxi associations or individual operators find it impossible to fix parts of the new taxi models. The taxi owners decided to re-collect their old models and to service their taxis themselves. Many of these taxis have been functioning for more than ten years and

consequently break down regularly and some are not safe (Makae, 2009:65).   . Khosa (1994:38) argues that, the new vehicle was adopted in response to the issue of road accidents.

3.12.   ROAD SAFETY AND CHEAPER MINIBUS MODEL

There are alterations concerning transport structures and frameworks, the nation state that produce the mini-buses do not allow any of these models to be used as part of their own public transport system. They are formed inexpensively for the determination of transporting personal property and not the passengers. The majority of different mini-bus taxi models are not TRP specific vehicles. The SA transport industry's model and a profitable market have affected their great quantity. Firstly, the government was supposed to organize   a precise vehicle manufacturer to supply the taxi industry with a single vehicle model that comes upon the obligatory safety conditions (Molefe, 2006:13). The government failed to negotiate with numerous vehicle companies about the high cost of producing a TRP specific mini-bus taxis.   . On these grounds, the researcher does not consider the TRP as a policy that was intended for the public good since the government decided not to introduce the justifiable vehicles specifically for TRP to serve the needs of the public. . Since the TRP was implemented to improve public transport safety in the taxi industry, therefore it is likewise important to consider whether the new vehicle models contribute to the accomplishment of this objective or not.

Because of high fees from developing specific vehicles for TRP, different businesses ended up manufacturing their own models and included some of the safety features as the vehicle that the TRP required   (Makae, 2009: 29). Magubane (2003: 43) argues that the thirty-four percent of taxi drivers contend that the safety and reliability features of these new vehicles are the same as the old models; therefore, they do not see the need to buy the new vehicles. There are many specifications that TRP taxis should have, they are nine and includes the Advance Break System (ABS), seatbelts for all passengers, and reflective warning markings on the sides of the taxi and a minimum seat size of 400 mm (Ministry of Transport, 2005). Monetary plans surrounding the production of these means of transportation have made it difficult for the taxi industry to embrace this type of transport. It turned out

that producing these vehicles would be very expensive. Their prices would be very high and taxi owners would not afford them

As the competition increases on taxi manufacturing, taxi operators has no option but to obtain any comparatively reasonable vehicle, within the broader variety, in order to retain clients. Because of this, SANTACO emphasizes that the new taxi fleet, apart from being expensive and infamous for high levels of petroleum consumption, are not that different from the normal Toyota 15-seater taxis in relation to safety. They recommends that, seeing the competitive nature of the taxi business, commuter safety rest on the driver's endurance and inclination to comply with traffic rules and vehicle safety features (Phillip &Taaibosch, 2007).

3.13.   AFFORDABILITY OF THE NEW TAXI VEHICLE

The number of seatbelts defines capacity, so the new vehicles cannot be overloaded. The new vehicles result in decreased capacity, which in turn means that, profits collection has radically declined (Smith, 2005). This is compounded by increased costs of tyres, fuel and spare parts. Most operatives explain their reduced revenue on a lack of consultation about the programme and especial on vehicle requirement. In terms of purchase costs for the new vehicles, the preliminary deposit ranges from R60, 000 for a thirteen seater and more for the eighteen and twenty-two seaters. According to Fourie (2008: 52) the monthly installments that is paid by the taxi owners is much higher compared to the previous vehicles. Since the government only offers compensation of around R50, 000 for each scrapped vehicle, it is very difficult for operatives (especially small-scale operatives and those who are still paying for the old vehicles) to purchase the new models.

Fourie (2008: 49) further argues that the fuel consumption of the new models is very high, extra parts are very rare in the market and most taxi owners have to use their buying power to import them. This is not viable over the longer term. SANTACO has not managed to create and maintain sympathetic business networks with major vehicle finance houses, fuel companies, and spare parts companies.

3.14.   MAKING TRANSPORT SAFE, EFFICIENT AND AFFORDABLE

Nandipha (2006: 10) argues that, government has therefore taken considerable steps to regulate the taxi industry in the best interests of public safety and to transform it into a more profitable business in which income is derived from a wider area of income generating enterprises and not just fares. Taxis are often seen as unsafe and operating in a way that is abusive to passengers. Taxis are subjected too much more severe operating conditions than the average passenger car. Taxis frequently operate at speeds higher than the limit to cut travel times in order to secure more loads of passengers and make more money. When operating at these speeds, usually overloaded, the stopping distance of these vehicles change considerably from the design, usually resulting in fatal consequences (Nandipha, 2006:10).

The pressure is on the driver to meet strict daily requirements of numbers, both in trips made and passengers transported. This in turn influences his/her earnings. In the ultimate event of brake pad or lining replacement, the driver would purchase the cheapest available as this has a direct bearing on his wages (Nandipha, 2006:10). Since the taxi industry has grown rapidly in the last decade in SA, numerous replacement brake pads and linings are available, which are manufactured locally or imported.

3.15.   QUALITY AND SAFETY REGULATION

According to Majeke (2003:48), the commuters usually do not have capacity to assess all quality and safety aspects of the taxi they use of every day. Evidently, the regulation to specific minimum levels of safety and service quality seem warranted. Majeke (2003:48) further argues that, the government is required to put processes in place that ensure that practices conform to the Labor Relations Act 66 of I995 and Basic Conditions of Employment Act 75 of 1997. By regulatory restrictions on competition, the government reduces the encouragement for taxi operators to be advanced and

explore new ways of cutting costs and providing services to better meet passenger's needs. According to Fourie (2003: 70), in the absence of entry, restrictions there will be a large number of taxis. In this more competitive environment, fares are more likely to fall than to rise. This cost is borne most heavily on low-income households. This takes the form of a prescribed maximum fare. In essence, the regulation is used to prevent undue fare increase that could otherwise arise in an environment where competition is constrained by entry restriction. In practice, the maximum prescribed fare usually becomes the norm for all the taxis (Fourie, 2003: 70).

3.16. CONSULTATION

The TRP's implementation problems are largely rested on issues concerning consultation. The fact that SANTACO seemed to be the sole representative of the taxi industry meant that half of the industry could not accept some of the recommendations of the TRP (Nandipha, 2006: 13). Policy implementation theorists argues that, consultation is a means of exploiting an audience as a sounding panel and prompting sentiments, proposals, advice or endorsements before or after the judgment is made. Individually is a fruitless mode of participation if the decision-maker is not dedicated to agree to take public views. There is no assurance that decision-makers will be responsive to   views articulated during consultation processes or that those consulted can approve a policy decision. Therefore, consultation, although it is a very important component of policy formulation and implementation, sometimes can be applied as a representative function of the policy process opposed to a   tool of transparency and legitimacy.

The first feature of public participation is representation. Meyer and Cloete (2000:104) argue that, public participation is of great importance and it has to come about through the acknowledgement of civic society demonstrations. In order for this to happen, a culture of consensus that is open-minded to opposition, demonstration, consultation and consensus needs to be established at a grassroots level. The more considerable the interests that are affected, the more powerful will be the participation of the organization and its leaders. There must be regular feedback from these leaders to their communities in order to legitimize their actions.

When government consults with communities on issues concerning policy, organized civil society is normally the most vocal. The public through civil society leadership in this regard, designs public participation. It is up to policy formulators to see to   that representation is encouraged at all levels to avoid any political actions against policy implementation and to create a suitable environment for social cohesion.

Transparency as a part of promoting popular participation and the principle of democratic rule needs to be a support of policy implementation. In SA, there is a structure called the Batho Pele principle that deals with realizing the   principles of service delivery in public organizations and transparency is one of its main programs. Friedman (1998:3) argues that, where responses cannot be foreseen, encouragements and discouragements may generate more difficulties than they resolve. Part of the solution lies in stronger links between policy-makers and those whom policy affects, where the decision-making is characterized by organizations, encouragements and discouragements may be attained through (Friedman,1998:3).

Policy implementation theorists believe that the two mechanisms of sanctioning public contribution such as demonstration and transparency are fundamental in order for appropriate policy implementation to occur. The last theme of public participation paves the way for public participation. This result from the view that if proper participation was accomplished during the formulation stage, transparency was going to be achieved and control the whole policy government. It keeps an eye on the fact that the double presence of representation and transparency, through consultation, are of great importance in achieving legality. According to Meyer and Cloete (2000:106) both methods to involvement are appropriate if they meet certain criteria , the most important of which is , the existence of opportunities for members of the community to exercise democratic choices in influencing development significances for the community.

Every policy has a framework, which influences upon application. Brynard (200: 158) stated that the framework would have to be accepted consistency by all relevant stakeholders and the government. A disagreement among policy-makers stops consistency from happening within the policy arena. If this becomes a dominant feature in the policy context, implementation becomes a futile exercise and a waste of resources because there are greater chances that policy aims are not going to be realized. In this respect, Hogwood and Gunn (1984:221) stated that, "in nowadays it is relatively rare for implementation of a public programme to involve only a government department on the one hand and a group of citizens on the other".

All relevant stakeholders have to be part of policy formulation as it might effect in a win-win state of affairs. In implementation, parties with strong diverse interests are endangered together by the fact that they must preserve the transferring arena in order to gain something of value. This shows that the negotiating parties in the form of government, numerous cooperative public interest groups in civil society, NGOs, trade unions organizations and the private sector must work together. To flourish what other policy implementation studies and theorists suggest, Friedman states that, "policy is not made in a social space, while it may try to shape social certainty, it also formed by it" (Friedman, 1998:2).

In the setting of policy implementation, power plays an important role in defining what route the policy shall take. Power is seeing as a typical form that considerable summaries policy implementation. Political and economic resources are normally utilized as means to a variety of ends in the policy life cycle (Brynard, 200: 158). They can be used to support, or to misrepresent policy and to discharge some key players within the public policy process. Thus has been the case in the SA taxi industry, where the high-ranking public administrators and politicians instead of taxi owners have made crucial decisions around TRP. , Taxi owners complain that the programme does not look after their interest and appears to be a plot to force them out of the taxi industry (Brynard, 200: 158).

Policy implementation includes interests and strategies of actors involved. Most players in the policy ground use diverse approaches in order to pursue their own interests. In this respect, the success or failure of a policy might be determined by the request of certain policies from leading players. This could yield to policy's objectives favoring particular actors as opposed to others. . Elmore (1976:185-228) argues that, the success or failure of implementation is largely a comparative idea, determined by one's position in the process. Policy actors who are unable to announce their determinations over others, however provisionally, will argue that the process is 'successful'. Those with an underprivileged in the haggling process to proceed even when all actors regard it as unsuccessful, because the costs of refusing to bargain surpass the costs of remaining in the detrimental negotiating relationship (Elmore, 1976: 185-228).

What is outlined above is true if one looks at the concerns concerning consultation in the taxi industry relating to the TRP. A quantifiable approach was put in place for tracking the interests of key actors. Policy implementation theorists' call this gate keeping, a time-limited approach through which to prevent too much civil society participation and to involve development on the proceeding stages of decision-making. Different actors, including government, use different approaches in order to direct policy to their own purposes. Therefore, this creates the policy implementation setting as disputed territory in which numerous strategies are engaged in order to influence policy (Elmore, 1976: 185-228).

The conditions offers a good foundation in terms of predicting how policy developments shall be agreeing upon from formulation to evaluation. Public representatives should be accountable on matters concerning service delivery. Brynard (2000:159) concedes this statement by stating that, "besides the normative guidelines that operate in public administration, there is one aspect which the decision-maker in a specific institution cannot ignore, namely the leadership and accountability function of the governmental superstructure". The representatives of the people, the cabinet, the methods and preferences of the individual ministers must all be given due deliberation (Brynard, 2000:159).

This is not to suggest that public officials should not use their will in crises. As much as they have the institutional means to respond to policy challenges, they should identify internal and external forces that influence policy. Whether the institution, its sub-units and agencies are capable to endure these underlying forces, it is largely depending on system of governance (Brynard, 2000:159). The complex network of policy should have enough necessary resources to carry out the meaning of service delivery. This is supported by Brynard (200:180), who stated, "The institutional context shall be shaped by the larger context of social, economic, political and legal realities of the system". Brynard (200:180) gives emphasis to the importance of these bearings on the implementation process, mainly through the institutional flight path of which implementation must pass (Brynard, 200:180).

Grindle (1980:2) argue that the public institutes that have, corrupt and lazy officials cannot carry out the function of service delivery efficiently. Therefore, decision-makers have to always reflect the impact of the institutional and regime characteristics as far as the policy context is concerned in policy implementation. Grindle (1980:12) argues that, officials should endeavor to achieve obedience in order to accomplish policy objectives. Grindle (1980:2) further stated that, as part of the policy implementation context, public officials should have the backing of political elites at higher and lower levels of government institutions and the proposed policy beneficiaries.

Other implementation theorists have not combined the concepts of compliance and responsiveness within the context of implementation. Grindle (1980:12) noted the implication of notifying what might become the policy implementation regarding their insertion or omission in the policy life cycle. Grindle (1980:12) further stated that public officials should guarantee that they win the assurance of those who might be negatively affected by the policy. . Grindle (1980:12) recognized that bargaining, co-ordination and conflict should help as means of achieving this goal. Theorists such as Elmore, Howlett, Ramesh, and Brynard in relation to creating promising conditions for implementation have also acknowledged this.

The Batho Pele principles specified that public officials have to respond to the citizens on matters regarding service capability. Grindle (1980) approves this view by asserting that, government should workout this purpose in order to expand associations between the government and the public. In addition to that, Grindle (1980) further argues that, without a significant amount of receptiveness during implementation, public officials are destitute of information to evaluate programme achievement and of support crucial to its success (Grindle, 1980: 17). Consequently, it is of great importance for most of the public to comply with the policy and for the implementation agency to be receptive to the public's needs. A lack of these two mechanisms in the policy process helps to assure a crisis in implementation, as programmes could be directly destabilized, as they do not serve to achieve a general good. This means there could be an absence of accountability in public organizations and agencies, as regulator organizations of the public could judge that particular policy.

The content of the policy cannot be separated from the context, as they match each other. This is to say that "the size of the target group is a factor affecting administrative discretion in so far as the larger and more diverse the group, the more it is to affect its behavior in a desired fashion" (Howlett and Ramesh, 2003: 192). The TRP was planned through rules and regulations to attempt to change taxi driver's actions and for safety. This was an ambitious goal in view of the size of the SA taxi industry. Refining the typical of public transport vehicles is a good plan and relevant to socio-economic strategy for SA, however, confirming that the traffic rules are to be followed by all taxi drivers is a concern. Howlett and Ramesh (2003: 192) stated that, hence, because of a small number of productions involved, for example, a policy intended to expand the safety feature of vehicles is easier to implement compare to a policy intended to make thousands of uncaring drivers.

Part of the problem is that the TRP is a regulatory policy. Those who cannot comply with it face legal punishments. Taxi owners who fail to change their old permits to operating licenses face two intimidations, these includes, to have their vehicles impounded and written off or pay a fine for operating with unlawful documents. To most taxi owners this was not what they anticipated from the

programme. It is very important to know how the policy contents to understand how actors' interests could be affected during policy implementation. According to Brynard (2000:179), in very broad terms, distributive policies create public goods for the general safety and are non-zero-sum in character. Controlling policies stipulate rules of deportment with the authorizations for failure to comply with it, and redistributive polices attempt to change distributions of wealth or power of some groups at the expense of others (Brynard, 200:179).

3.17.   VIOLENCE

Khosa (2003) argues that, several taxi drivers and commuters have lost their lives through violence. At this phase, legal structures governing or regulating routes is of non-existence. Consequently, the safety of the taxi industry leaves much to be expected and if not enhanced, could carriage a danger to the industry. It is assumed that after an organization has applied for a route and is successful, following the assessment of the application for that route in relation to existing operators by an independent body; other taxi associations will recognize and honor the route arrangement.

According to Dugard, (2000: 34) profitable routes are always disputed regardless of the presence of documented operators and despite legal certification, which demonstrates which association is officially permitted to use a route. Illegal owners in the industry have contributed to violence in the industry. However, formalization should eliminate territorial positioning by addressing the destructive competition issue. One of the aims of the TRP was to end violence, but it seems to be difficult since taxi associations still fight over routes and ranks (Dugard, 200:34). This is due to the failure of government to implement this policy properly by following proper channels of policy implementation. As a result, people are fighting over routes in order to gain more money since the new vehicles are expensive to maintain.

The government has not make an effort to resolve the issue of violence by addressing its route cause, which is of rivalry over routes. Each taxi association, whether registered with the Transportation Board and the Register or not, determined its own route and contested for taxi rank

services. In the nonexistence of legal structures leading the practice of routes, unethical government officials distributed permits to more ambitious taxi operators. Hence, illegal taxi associations were recognized and operated on occupied routes, leading in increased competition and overtraded routes. A case in point that recently erupted over lucrative routes between Port Shepstone association and Sisonke taxi association, both these taxi associations claimed to own the route that is going to Port Shepstone, which resulted in a shooting. This shows that even the TRP cannot end these conflicts as it was stated as one of the objectives. This also advocates that the government does not pay attention or address conflict through arrangements such as the Public Transport Monitoring and Compliance System designed for this purpose and continues to let the taxi industry regulate itself as people are taking decisions on their own.

The means by which government guarantees public participation and policy implementation success should be flexible enough to resolve battle and inspire consistency between policy actors (Grindle, 1980: 18). This is a valid point bearing in mind that the TRP has not been effectively implemented. Conflicts in the taxi industry delay the accomplishment of the policy objectives (Grindle, 1980: 18). The government has not done enough to create a qualifying environment for successful implementation. Additionally, some taxi associations, which contest for profitable routes, are supported by influential interests in the form of high position government officials who also influence the result of the route requests (Dugard, 2001). Dugard (2001) argues that, from previous years in the SA history, the taxi industry is still does not operate in a formal vacuum. In the same way as under apartheid, when the state agents contributed to taxi violence as part of a political agenda, today the state agents contribute to taxi wars but in different ways and for different reasons (Dugard, 2001).

The important public role engaged by taxi industry, joined with its extraordinary economic success in the 1980's was the decisive factor in a judgment to control it. For the public, the issue of taxi violence has been continuously a concern. This led to the development and rearrangement strategy to include, and begin with creating organizations of ending taxi violence (Dugard, 2001). The taxi industry agrees to the registration of all operatives and routes to assign all of them to avoid overtrading and violent competition. The early 90's were an era of taxi violence, often related to a normal of political violence that regarded as the run-up to the April 1994 general elections (Dugard, 2001). Violence was

prolonged as a means of opposing the NTTT endorsements to form policy. This has caused the inter-tax association's conflicts and the industry's claim of lack extensive appointment, and consultation by government on issues linking to developing the industry. The re-birth of prevalent taxi violence was a direct response to government's efforts to re-regulate the industry in terms of NTTT recommendations. This process threatened the interests of different less recognized taxi associations, as well as all those who depend on violence as a means of revenue withdrawal (Dugard, 2001). Furthermore, at the commencement of 1998, much of the current violence relates to government efforts to draw the taxi industry into a formal system of liability through re-regulation (Dugard, 2001).

Notwithstanding all this, the government suffers with the vision of regulating the industry for the benefit of all public transport passengers. However, the government did not create a platform where they will negotiate with the taxi industry representatives to come up with a suitable framework to end violence conflict. Instead, the government continued with the plan of regulating the industry even as taxi owners established their own approaches of addressing conflict and ending violence. Within the implementation context, 'the goals of the actors shall be in direct battle with each other and the consequence of this conflict shall be determined by the approaches of each of the actors involved (Grindle, 1980: 12). This was attained through the union of SABTA. "Various provincial and local taxi structures were concerned about the effects of violence; therefore they desired to create a sustainable framework for formalized economic development within the taxi industry" (Dugard, 2001).

Earlier, the SANTACO was created. The conception of a central object was a direct reply to the government's failure in developing equivalent institutional and legal means of holistically addressing violence. Consequently, in response to conflicting interests approach to create agreement and to determine whom gets what was put in place through the establishment of SANTACO (Grindle, 1980: 12)? The SANTACO was recognized in August 1998 as an industry driven response to the government's failed efforts to resolve taxi violence. The organization has its purposes of attaining peace and agreement in the taxi industry and the development of economic benefits and empowerment for all those who work in the taxi industry (Dugard, 2001). However, SANTACO also

failed to deal with violence either, as 'there were 224 taxi related to losses between August 1997 and August 1998 and increases to 242 in 1998 to 1999 in the same month (Dugard, 2001).

Until now, the government has fail to discourse this matter however the government stresses its personal continuous assurance to formalize and develop the industry for commuter safety and to provide an excellent transport system. The fact that government has stated openly on numerous times to know the people behind the violence. However, there are no means of dealing with them in a proper manner as taxi violence carry on to explode in the taxi industry (Dugard, 2001). These puts forward that there are gaps in the government's proficiency, which taxi associations are able to take advantage off. The taxi crises involve a degree of management that is so far lacking in the new government (Dugard, 2001). The government does not promote change within the taxi industry by introducing different ways of dealing with this problem and encouraging the formation of a genuine umbrella of taxi association that would represent the composition of the public and the taxi industry as a whole.

3.18.   SUMMARY AND CONCLUSION

Informal black entrepreneurs spawned the SA taxi industry during the darkest days of the apartheid era. Therefore, the government found it necessary to introduce the TRP. Taxi violence is still a matter of great concern in the taxi industry. Taxi organizations violently contest for routes; commuters find they trapped in the crossfire during taxi violence. This has led to many deaths. Public safety is continually in danger. Again, as has been pointed out in the discussion, the taxi industry is infamous for being involved in road accidents because taxi drivers use un-roadworthy taxi vehicles and overloading.

The impact of the TRP as a public policy has shed some light on marshals, taxi drivers and passengers in policy implementation. The TRP has failed to reach its objectives and this has forced

policy-makers to narrow its focus to one goal that is the scrapping of old fleets. This also does not seem to be fully attainable. It follows that a variety of aspects within the taxi industry needs to be addressed in order for the aims and objectives of a policy to be attain ed. Endorsements should be made, before it is too late, in order for the impact of the policy to meet broader political, social and economic interests of the intended beneficiaries. Meyer and Cloete (2000:52) state that it is very, important to realize that policy change takes place before, during and after policy implementation.

The objectives of the TRP, to regulate, restructure, formalize and fit in the taxi industry within the national revenue system and to authorize operators did not materialize. The industry is still not formal in practice. There has been no empowerment of operators and a failure to effectively regulate the industry promotes violence since there were only limited negotiated decisions in the formulation of the TRP. Designing and implementing a policy that will address the challenges faced by the taxi industry requires a wide-ranging understanding of the socio-economic and political context surrounding the industry. Therefore, one can conclude that the TRP has failed considerably and needs to be re-visited.

A policy is course of action intended to accomplish specific objective. The policy shall always involve both decision and action. Action on behalf of the set objectives can result from policy only it if the decisions themselves indicate clearly, where the policy maker wants to go and what they want to achieve. As a result, the formulated policy is the result of three consecutive steps which must be carried out, before a policy can be made or put it into practical operational steps. In this work, it has been explained that such policy needs to be initiated and formulated. It should be borne in mind that officials on various levels in the hierarchy of the executive institutions participate in policymaking process, and the participation by members of the public could not be ignored. In this case of the taxi industry these stakeholders should not be ignored, taxi drivers, taxi owners, marshals and passengers. In this chapter reference was also made of what should be done in order for a policy to be successful implemented and formulated. The main theme is around the introduction of TRP by government for the taxi industry; hence, reference is made to this mode of transportation. However, the taxi industry issues could not be discussed shying away from other modes of transportation, this includes buses and trains.

CHAPTER FOUR

RESEARCH DESIGN AND METHODOLOGY

4.1.   INTRODUCTION

Research is the progression of gaining a better understanding of the problems that human is experience (Brown & Dowling, 2001: 7). The aim of this study was to investigate the impact of the TRP on the transport industry. A specific case study of the Warwick Avenue Taxi Rank in the eThekwini Municipality. Empirical evidence to this end shall include methods of structured interviews with taxi owners, drivers, marshals and passengers. Interviews were captured manually in written form and analyzed thematically. This chapter presents the research design and methodology that was employed to retrieve the empirical evidence for this study on the TRP. The researcher offers understandings and explanation of the design, methods, sampling and data collection processes examined in the study.

4.2.   QUALITATIVE RESEARCH DESIGN

The methodological research design is the logic upon which a researcher addresses the research questions and gains empirical evidence for the study that is being undertaken (Mason, 2002: 30).

Research methodology includes the complete research process, the research approach, procedure and data collection, ethical considerations and sampling methods used to conduct a study (Mc Millan & Schumacher, 2001:74). Cohen and Manion (1994: 39) have identified that the aim of a research methodology is to understand the processes and not the product of systematic investigation. The researcher employed a qualitative approach for this study in an attempt to understand the process required for a study of this nature. Qualitative research is a realistic approach that seeks to understand phenomena in detail regarding the background of the area under investigation (Patton, 2002: 39). In this research paradigm, there are no predetermined hypotheses, no treatments, and no restrictions on the product. One does not manipulate the variables or administer a treatment. What one does is observe, feel and sense what is occurring in a natural setting-hence the term naturalistic inquiry (Meriam, 1988: 17). Strauss and Corbin (1990: 17) define qualitative research as any kind of research that produces findings not by means of statistical procedures or other means of qualification. Qualitative research assumes that there are multiple realities, and that the world is not an objective thing out there but a function of personal interaction and perception (Meriam, 1988: 17). Qualitative research only interprets rather than measures unlike quantitative research. Research is exploratory, inductive, and emphasizes processes rather than ends (Meriam, 1988: 17). Burns and Grove (2003:19) describe a qualitative research as "a systematic subjective approach used to describe life experiences and situations to give them meaning". Qualitative research focuses on the experiences of people as well as stressing uniqueness of the individual (Parahoo, 1997: 59). Holloway and Wheeler (2002: 30) refer to qualitative research as "a form of social enquiry that focuses on the way people interpret and make sense of their experiences. Researchers use the qualitative approach to explore the behavior, perspectives, experiences, impacts and feelings of people and emphasize the understanding of that particular problem". According to Mills (2003:4) qualitative research uses narrow and descriptive approaches for data collection to understand the way things are and what they mean from the perspective of the respondents (Mills, 2003:4).

Qualitative researchers seek illumination, understanding, and extrapolation to similar situations (Hoepfl, 1997). Qualitative analysis results in a different type of knowledge more so than quantitative inquiry. Because one party argues from the underlying philosophical nature of each paradigm, enjoying detailed interviewing and the other focuses on the apparent compatibility of the research methods, "enjoying the rewards of both numbers and words" (Glesne & Peshkin, 1992: 8).

Researchers who use this approach adopt a person-centered holistic and humanistic perspective to understand human lived experiences without focusing on the specific concepts (Field & Morse, 1996: 8). Arksey and Knights (1999:32) argues that, qualitative interviewing is a way of uncovering and exploring the meanings that underpin people's lives, routines, behaviors and feelings, and allows for understandings and meanings to be explored in-depth. Qualitative interviews examine the context of thought, feelings and actions and can be a way of exploring relationships between different aspects of a situation.

In this case, the researcher focused on the experiences from the participants lived perspectives. Qualitative research can be viewed as a canopy concept, which includes several approaches that are flexible combinations of methods to retrieve reliable data (Meriam, 1988: 5). This methodological approach allowed the researcher to understand the TRP and the impact it has had and continues to have on the key role players and the beneficiaries such as the owners, drivers, marshals, and passengers.

4.3. EXPLORATORY RESEARCH

Exploratory research is conducted in order to explore a topic. It is also utilized for examining a new area of interest. Exploratory methods are appropriate in the case of more persistent phenomena, such as a study of this nature (Babbie, 1995: 85). Exploratory research is used to develop a better understanding (Hair, Babin, Money & Samouel, 2003). Exploratory studies are a valuable means of finding out what is happening, to seek new insight, to ask questions and to assess phenomena in a new light. It is very useful if a researcher wishes to clarify the understanding of the problem. There are different ways of conducting exploratory research, this include, a search of a literature and talking to experts in the subject (Saunders, Lewis & Thornhill, 2003). Therefore, this study will utilize an exploratory research design.

4.4.   STUDY POPULATION

The researcher carefully selected the Chesterville taxi association that is based at the taxi rank in the Warwick Junction Avenue. Which is based in Kwa- Zulu Natal Province in the Durban Central Business District. The population for this study included five taxi drivers, five taxi owners, five taxi marshals and five passengers. Both male and female respondents participated in the study. The researcher selected the target population by means of judgement/ purposive sampling.

4.5.   GAINING ENTRY AND REASON FOR SELECTION

The Warwick Avenue Triangle Taxi Rank was selected for this study based on the size and location of the rank. The Warwick Avenue Triangle has a protracted history and has been a hub for, trains, busses and now taxis. It was visibly noticeable that both old and new taxis operated from this rank in particular.

The formal access which refers to achieving an agreement between the taxi association and the researcher on precise terms including what, when and how the researcher shall collect data from taxi drivers, taxi owners, marshals and passengers was granted, since the researcher sought permission from the taxi association before the interview process begun. The permission was granted after submitting a letter, which shows that I am registered student at the University of Kwa-Zulu. The personal access is also important to the researcher as it helps in getting to know different stakeholders in a personal level, this shall result in stakeholders want to tell you more information about the taxi industry.

4.6.   SAMPLING METHOD

4.6.1.   PURPOSIVE SAMPLING

This study employed a non-probability sampling method, which is also known as judgment sampling. This sampling method was adopted in order to select respondents based on their availability, ability to communicate, knowledge and understanding of the TRP, and their willingness to participate and share their lived experiences within the context of the industry. The reason for selecting this sampling method was to ensure that the empirical evidence retrieved is detailed and objective.

Sampling is a way of discovering information about a particular populace by scrutinizing a small sample of that cluster. In this way if the selection is conducted correctly, the outcomes will be demonstrative of the cluster as a whole. In this case, the respondents were selected from the taxi rank at the Warwick Junction Avenue, in Durban. Bless and Higson-Smith (1995: 86) indicates that gathering data on a section of people is less time-consuming and cost effective. This is a practical way to collect data when the populace is vast or extremely large, as in the case of the taxi industry. Since this study is both exploratory in nature, the sampling method that was utilized favored purposive sampling.

The principal resolve of purposive sampling is to yield a section that can be considered ''representative'' of the population. Bless and Higson-Smith (1995: 86) argues that, the term illustrative has many different meanings, along the lines of the sample having the same distribution of the population on some key demographic characteristic, but it does not seem to have any agreed upon numerical meaning. The selection of a purposive sample, method is often accomplished by applying practiced knowledge of the population under investigation. To select respondents in a non-random manner, a sample of elements that represents a cross-section of the populace allows the researcher to collect valuable and relevant data.

4.6.2. THE RESPONDENTS

Twenty in depth interviews were conducted with respondents at the Warwick Junction Avenue Taxi Rank. Respondents included both males and females. Each interview lasted approximately 45

minutes. . The interview took place in Warwick Junction Avenue at Chesterville Taxi Rank. The interview included five marshals, five taxi drivers, five taxi owners, and five passengers.

4.7.   LOCATION OF THE STUDY

The Warwick Junction is an area with an eventful and relatively well-documented history. It is situated in the Southwestern area of the city of Durban, SA. It is located to the center of Durban not far from the central business district, and consists of a number of market areas, and nodes for public transport (mini-taxis and trains), and residential homes (Grest, 2000:2). During the apartheid area, segregation policies led to forced removals of "non-whites" from the area, which nevertheless remained fairly racially mixed even after it was declared "white" under the Group Areas Act in 1963 (Grest ,2000: 2). As the cities trade and transport networks expanded, it became an important point in the local space economy and a natural market place. Today, Warwick Junction is the city's primary transport centre with the convergence of rail, taxi and bus service (Robinson and Dobson, 2014). This study will be conducted in the eThekwini Municipality in Durban. This site will be the Warwick avenue taxi rank located in the heart of the city centre.

The Chesterville taxi rank has been located in the Warwick Avenue Triangle for more than fifty years; it is located next to the famous Jwayelani butchery. The Jwayelani butchery store is located next to Chesterville Taxi Rank in Warwick Junction Avenue. It is suggested that most taxi drivers, taxi owners, marshals, and passengers buy their lunch from Jwayelani butchery. The store has been there for more than six years and people loves it because it is affordable. During the apartheid era the Chesterville Taxi Rank was largely white owned and the black populations were marginalised. After 1994, the taxi rank started operating with both whites and blacks. More people especially black people were starting to purchase mini-bus taxis in order to run a business. They identified a need amongst black people who were now free to live, work and travel wherever they wanted. The industry grew rapidly and made a large contribution to the GDP of SA (Robinson and Dobson, 2014).

Plate 3: WARWICK MUTI MARKET-BEREA ROAD STATION PHOTOGRAPHER RICHARD ROBSON

4.8.   ETHICAL CONSIDERATIONS

"There are a number of key expressions that pronounce the system of moral protections that the modern research establishment has created to try and protect better the rights of the research participants" (Babbie, 1995: 85). The principle of voluntary participation requires that respondents be not forced into participating in the research process (Mouton, 2001:25). The researcher did not force or intimidate any respondents to participate in this study. Strictly related to the notion of voluntary participation, as it is the requirement of informed consent. Primarily, it is likely that the research participants must be fully cognizant concerning the methods and probabilities involved in research process and must give their permission to partake in the research process. Decent ethics also necessitate that researchers do not place participants in a state where they might be at risk of harm because of their participation.

Interviews was a tool used to collect data for this study. Patton (2001) states that validity and reliability are two factors, which any qualitative researcher should be concerned about while designing a study, analyzing results and judging the quality of the study. For the collected data to be considered as valid, it should provide reliable responses; this means that reliability is a precondition of validity (Mouton, 1998: 12). This study was able to claim reliability and validity since data was collected from people who were affected by the TRP.

4.9.   INFORMED CONSENT

The researcher   ensured that the participants are altogether knowledgeable about the objective of the study, how it shall be accomplished. This enabled the participants to make the choice of being part of the study, conscious of all the details. The challenge the researcher   faced was that the participants did not provide complete information, which in turn may affect the outcome of the study.

4.10. CONFIDENTIALITY AND ANONYMITY

The confidentiality of the participants was guaranteed through the protection of detecting evidence. The firm standard is the principle of anonymity, which essentially means that the participant remained anonymous throughout the study. Participants were informed that they have the right to withdraw anytime should they feel like so, or decline to answer questions if they do not feel comfortable. Pseudonyms will be was instead of participant's real names.

4.11. DATA COLLECTION

A research instrument is "a tool used to collect data and designed to measure knowledge attitude and skills" (Parahoo, 1997: 52, 325). The researcher adopted a qualitative research design to collect the empirical evidence. The data was collected through face-to-face interviews only. The data was collected from the taxi rank at Warwick Junction Avenue from marshals, taxi drivers, taxi owners and passengers. Twenty participants were interviewed. Female's respondents at the Warwick Avenue were included in the interview process. It noted that research questions were formulated to investigate this topic with all its specific complications and challenges. The respondents' perception actions, thoughts and feelings were captured as accurately as possible. It is necessary to analyze the context and relate the meaning they attach to particular processes, situations and events (McMillan & Schumacher, 2001: 396). The structured interview schedule with both closed and open-ended questions was conducted with the taxi drivers, taxi owners, taxi marshals and passengers on a one on one, at the taxi rank in the Warwick Junction Avenue. Respondent's participation in this study was voluntary. Interview schedules were constructed for each group of respondents. The taxi drivers were asked a different set of questions compared to the taxi marshals because of the spots that both groups occupied; this meant that their information base of the industry varied. This allowed the

researcher to guarantee that the material provided through the interviews were valid and trustworthy. This further ensured that the analysis of the empirical evidence was dependable.

4.12.   THE INTERVIEW PROCESS

"Interviews are one of the most common forms of qualitative research methods and involve the construction of knowledge" (Silverman, 2004: 12). The interview guide is an intense experience for both parties involved. Interviews help to generate additional information that can be used to provide an understanding of the respondent has lived experience. Interviewing is similar to investigating, since it also involves an assembly of careful study of something to discover the facts about it or to conduct a systematic search or examination. The best thing with the interview is that, there are no simple guidelines that one has to follow in an interview process. This is simply because the best way to do an interview depends on many variables. Dexter (1970:25) argues that, "the mostly nearly universal rule for elite and specified interviewing is that, the best way to interview in a tangible situation depends upon the situation, including the skills and personalities of the interviewer".

The interviews were conducted face-to-face with all twenty respondents. The advantage of using face-to-face interviews was that, the researcher could pick-up non-verbal cues from the respondents. This can be detected through nervous tapping and other body language unconsciously exhibited by the interviewee (Sekaran, 2003:233). Therefore, in this study, the researcher aimed at using a semi-structured interview, since it is valuable to obtain the insight of the participant's perspective. A semi-structured interview gave the researcher an opportunity to learn more about the impact of TRP on the taxi industry and its four groups of key role players. All interviews were recorded in a notebook because the respondents refused to be recorded. All respondents were provided with pseudonyms to look after their individuality. Hence, the forenames of the candidates do not appear in this paper. The interviews were captured immediately after each one takes place to allow the researcher to evaluate the information. This was helpful in enabling the researcher to identify which lines of enquiry require further investigation as the interviews progress and to explore any contradiction and conflicts opinions further (Sekaran, 2003:234).

4.13.   DATA ANALYSIS

Data analysis means to organize, provide structure and produce meaning. Analysis of qualitative data is an active and interactive process (Polity et al 2001:383). A large amount of data was collected and was analyzed and interpreted. Qualitative content analysis is the tool used by the qualitative researchers when they are faced with a mass of responses to make sense of the data collected. When analyzing data, one goes through the process of identifying themes and describing what has been found during the observation and interviews. Once the interviews were completed, the readings were done for the purposes of analysis. Data analysis is at the core of the aim as it enables one to drive a description on the essential features of a specific experience (Berelson, 1952:146).

4.14.   LIMITATIONS OF THE STUDY

Due to the nature of the taxi industry, data collection presented a challenge; this was due to the availability of respondents, which could not be guaranteed. All participants were busy since passengers wanted to be transported. The taxi industry was always busy irrespective of time I

arrived. Male drivers dominates the industry; therefore, securing interviews with female respondents presented a challenge, the researcher made every effort to secure interviews with female respondents. Language also presented a challenge when the participants did not speak English; in this case, the researcher used IsiZulu since they understood the language very well. Human instruments are as fallible as any other research instrument (Merriam, 1998:20). The researcher ensured that the potential research participants were informed about the procedures and risks involved in research before they gave their consent to participate. The researcher guaranteed the participants that there would be no harm or any intimidating in this study.Time also proved to be a challenge since the taxi drivers; owners, marshals and passengers were rushing to load passengers in their taxis to meet the daily limits. However, the researcher conducted the interviews at times that were convenient for all respondents. Mid-day was the best time to conduct interviews. This allowed the researcher to collect information that was needed for the study.

4.15.   EXPERIENCES IN THE FIELD

When the researcher was conducting interviews with respondents in Warwick Junction Avenue, the researcher gained a lot of experience and information about the respondent's backgrounds. Knowing respondent's background allowed the researcher to understand well the surroundings of the taxi industry. It also helped the researcher to get an insight on what makes respondents to engage in the taxi industry. Through interview process, the researcher was able to interact with different stakeholders in the industry.

4.16.   SUMMARY AND CONCLUSION

The taxi industry has contributed to the country's economy as much as other industries that SA is reckoned with. The taxi industry is a critical pillar of the SA public transport sector, operating and competing with the heavily subsidized bus industry for more than five decades without receiving a cent from the government in the form of grants or subsidies. At present, the taxi industry is the most

available mode of transport to the largest number of transport "passengers" across a variety of income and need segments. As such, taxis carry 65% of the two, 5 billion annual passenger trips in the urban environment and serve as the base-load public transport carrier, both during peak and off-peak transport times. The TRP seems to form part of an initiative by the SA government to formalize and regulate the taxi industry. However, the participants within the taxi industry see the policy to a certain extent within the context of an integrated; inter modal transport system that would enhance customer convenience, service credibility and safety. It is undeniable that route information, speed violation, overloading and driver working periods will be sorted out through the policy. Objections remained around the permit conversion, vehicles scrapping allowance and new vehicles specifications.This chapter established and explored the research design and methodology that was adopted for the study. This was done through presenting the nature and methodology of the study. In undertaking this, a qualitative approach was adopted and explanations for selecting this method. The data analysis procedure was similarly defined and deliberated. Furthermore, the researcher also discussed ethical considerations and limitations of the study.

CHAPTER FIVE

FINDINGS AND ANALYSIS

5.1.   INTRODUCTION

The purpose of this chapter is to present the data that has been collected from twenty interviews with taxi drivers, passengers, taxi owners and marshals. The researcher sets to analyze the results of the research. The research has been conducted to investigate and understand the impact and challenges of the TRP in the Warwick Avenue Taxi Rank. The data was collected through face-to-face interviews over a period of one month in July 2015. The purpose of the qualitative interviews was to obtain as much information as possible in order to understand the lived experiences of the respondents and the impact and challenges they experienced since the implementation of the TRP. The interviews were used to obtain information from taxi marshals, taxi drivers, passengers and taxi owners who are directly affected by the TRP. Interviews involved direct personal contact with the participants who were asked questions relating to the research problem. The unstructured interview schedule was used to guide this process. The questions can be found in Appendix A.

5.2.   SAMPLE CHARACTERISTICS

The sample characteristics consist of age, gender, income level, and education. The objective for including age was determined by the different age groups of taxi drivers, taxi owners, marshals, and the passengers in the taxi industry. The level of education in the taxi industry is not of particular importance in the industry, based on its lack of specialization. However, it is important for the researcher to know the level of education of all its stakeholders, as it will help in determining their level of understanding the concepts and provide higher chances of reliability. Gender is one of the most important characteristics in the taxi industry. The industry is largely owned, run and arranged by men. Women are rarely found in these positions. In SA, it is clear that male dominates the taxi industry. The industry is also one that is characterized by infrequent incidents of violence. The level of income in taxi industry is believed to be relatively low, accompanied by long hours of work. Therefore,

the researcher identified the importance of identifying the earning capacities of role-players in the taxi industry.

5.3.   DEMOGRAPHIC PROFILE OF PARTICIPANTS

The demographic profile will provide researchers and scholars with the sketch of the participants in this study. This includes educational level, age and gender as well as categories that respondents were placed into groups. The respondents who participated in this study included eighteen men and two women. It was very difficult to find female taxi drivers. The respondents ranged in age from 19 years to 61 years. The researcher discovered that most people engaged in taxi industry due to the lack of job opportunities.

5.4.   GETTING TO KNOW THE PARTICIPANTS

The participants were told about the purpose of the study. This was carefully explained to the respondents. They were asked to participate on a voluntary basis. They were asked to sign an informed consent. The respondents were also told about the period of the interview, which was 60 minutes. This process occurred every time a new interview was conducted.

TABLE 4.1: DEMOGRAPHIC PROFILE OF PARTICIPANTS

Respondent	Gender	Age	Position	Level of education	Length of time in the industry
1	Male	38 years	Taxi driver	Grade 10	15 years
2	Male	25 years	Taxi driver	Grade 12	3 years
3	Male	46 years	Taxi driver	He did not go to school	20 Years
4	Male	45 years	Taxi driver	Grade 12	10 years
5	Male	21 years	Taxi driver	Grade 12	1 year
6	Male	55 years	Taxi owner	Grade 12	25 years
7	Male	42 years	Taxi owner	He did not attend school	4 years
8	Male	33 years	Taxi owner	Grade 12	6 years
9	Male	40 years	Taxi owner	Grade 12	12 years
10	Male	42 years	Taxi owner	Grade 12	4 years
11	Female	20 years	Passenger	Grade 12	12 years
12	Female	22 years	Passenger	Grade 12	14 years
13	Male	46 yeas	Passenger	He did not attend school	20 years
14	Male	26 years	Passenger	Grade 12	14 years
15	Male	46 years	Passenger	Grade 12	5 years
16	Male	27 years	Marshal	He did not attend school	5 years
17	Male	18 years	Marshal	Grade 10	2 years

18	Male	46 years	Marshal	He did not attend school	10 years
19	Male	40 years	Marshal	Grade 8	15 years
20	Male	34 years	Marshal	Grade 12	5 years

5.5. BEING A ROLE PLAYER IN THE INDUSRTY

Policy formulators thus need to consider the policy environment and bear in mind important environmental factors such as the socio-economic conditions of the target population of a particular policy (Booysen, 2006:731-749). In an attempt to grasp the features of the policy environment, policy formulators need to take into account the input from various policy entrepreneurs in society (Booysen, 2006: 731-749). All role players have to bargain during the process and the target population is one of these role players. Taylor-Gooby and Kananen (2006:631) argue that, the government should "ensure that all affected groups are consulted, and, secondly, actively engage [them] in the formulation of a policy". Despite this, the industry, with its most prominent role players being the taxi owners, taxi drivers, marshals and the passengers does not receive an official subsidy from the government. In addition, the industry has since its inception been characterized by perceived problems, including a high rate of taxis involved in accidents, coupled with not roadworthy vehicles and violence.

PARTICIPANT ONE: is a male taxi driver aged 38. He completed grade 10, and has been in the industry for 15 years. He decided to join the taxi industry as he was forced by circumstances back home since his father owned five taxis.

PARTICIPANT TWO: is a male taxi driver aged 25. He has been in the industry for three years. He does not own any taxis, he completed his matric (standard 10) in 2009. The reason why he chose to

be a taxi driver is that his parents passed away in 2005 while he was still in high school. The money he gets from this job uses it to support the siblings.

PARTICIPANT THREE: is a male taxi driver aged 46. He has been in the industry for twenty years. He does not own any taxis and he did not attend school at all. He decided to be a taxi driver since no one wanted to hire someone that did not attend school. It is very difficult to live in this world if you not educated because you do not get formal jobs. Since the taxi industry is informal and does not require formal or tertiary, it allows the ordinary person without or less education easy access to work and an opportunity to earn an income.

PARTICIPANT FOUR: The researcher was fortunate to meet one of the well-educated person in the industry, since uneducated people dominate the industry. He drives a Quantum taxi. He is 45 years and has been in the industry for ten years. He owns 10 taxis back at home in Kwa-Nongoma where he grew up. He completed his matric in 1991. He grew up in an extended family where his father owned taxis, which he inherited. He did not see the need to find formal employment since his father gave all the taxis to him.

PARTICIPANT FIVE: In the last interview of taxi drivers, the researcher met with a young man. A taxi driver aged 21. He is being in the industry for one year. Since he is new in the taxi industry, he does not own a taxi. He completed his matric in 2013 and decided to drive taxis since his family did not want him to read for an educational qualification in hospitality. He wanted to study hospitality at the university however, his parents discouraged him. He comes from a rich family but he looks after himself since he abandoned home, as he was not happy with the way their family treated him.

PARTICIPANT SIX: Most taxi owners are old and they have been doing this for so long. This participant six is a male taxi owner aged 55. He has been in the industry for more than 25 years and he is the sole owner of more than six taxis. He completed matric in 1980 when he was 20 years. He

worked in different taxi associations as he also worked in Umhlanga Taxi Association before he came to Chesterville Taxi Association. He grew up in a poor family therefore; they could not afford to pay him fees to further his studies. Since his father was a taxi owner, he taught him how to drive and how to manage a business in the industry. He liked the idea of being a taxi owner so he joined the taxi industry.

PARTICIPANT SEVEN: is a 42-year-old taxi owner. He has been in the industry for 10 years; he understands the difficulties of the taxi industry. He owns four taxis and he did not go to school due to political disturbances of the apartheid era. The apartheid played a major role in his decision to join the taxi industry since he had no choice. He holds a powerful position in was SANTACO, which is the alliance that represents the taxi industry. He secured this job because of his experience in the industry, leadership skills he possesses and loyalty.

PARTICIPANT EIGHT: is a 36-year-old taxi owner. He has been in the industry for more 6 years. He owns three taxis and completed his matric in 1996, and went to tertiary to study Information Technology. After he completed his diploma, he applied for a job but did not secure one. Since he knew someone who works there and owns taxis he asked to drive his taxi. That how he joined the industry. After he generated more money, he bought two taxis and he became a taxi owner. Since he is educated the department of transport hired him and made him an administrator, however he still owns those two taxis.

PARTICIPANT NINE: is a male taxi owner aged 40. He has been in the industry for twelve years. Surprisingly he owns two taxis since has more than 10 kids. He completed his matric in 1985 at the age of 20. Even though taxi industry is not a specialized field, most of the participants are educated. This may be because some taxi owners do not necessarily rely on the industry as their main source of income, meaning that owners may be professionals in other-fields i.e. educators and police officers.

PARTICIPANT TEN: Though there is no specific educational degree required to become a taxi owner, a candidate with a high school certificate or a graduate degree will always be useful within the organization. The tenth participant is a male taxi owner at the age of 42. He has been in the industry for 7 years and he possesses four taxis. He obtained the matric certificate in the 80s.He went into the industry because he was fired from where he was working before. Since he has to look after his family and is the only one who was working, he had no choice but to join the taxi industry. He is supporting children and their mother.

PARTICIPANT 11: is a female passenger at the age of 20 years. She is being using taxis since she was in primary 12 years. She obtained a matric certificate in 2013. She is currently studying in the University of Kwa-Zulu Natal doing her 2nd year in LLB. The reason why she is being using taxis for so long is that at home they do not own a car that will take her to school every day. The tax is affordable therefore; the parents are able to afford the taxi fares.

PARTICIPANT TWELVE: is a female passenger at the age of twenty-two. She started using taxis when she arrived in the University since she was in boarding school during her primary and high school 10 years. She is currently doing her degree in Bachelor of Community & Development studies. She comes from a poor family therefore sometimes she does not pay because taxi drivers understand the situation since she explained everything to them. Teachers in high school for fees supported her since she was clever. As she was living in a flat far from campus, she did not have a choice but to use taxis when she wants to go to school.

PARTICIPANT 13: is a passenger aged 46. He is being using taxis for more than 20 years. He did not go to school because of apartheid segregation during his time. He started riding taxis when he was young as he was working in the warehouse in Montclair. He still works there in order to support his family. He lives in the Shack in Cato Manor. He complained about the weakness of new vehicles on the road. He stated that:

"*They were not told anything about the new policy of bringing in new vehicles; they just saw them at rank. The problem with these vehicles is that they fast in the road and that can cause accidents but the positive thing about that is that they comfortable compare to old vehicles*".

PARTICIPANT FOURTEEN: is a 26-year -old passenger. She is being using taxis since he was in high school for more than 14 years. She completed her matric in 2006 and got distinction. As the researcher was talking to him, he said that:

"*He is now working in Jwayelani store in town. He did not want to go further with her studies as he believed that it is the waste of time and money because at the end of the day you won't get a job*". *Since he has three kids to support so going to school shall not give him money to support those kids.*

PARTICIPANT 15: is a 30-year-old passenger. He has used taxis for more than five years as he stated that, he was using trains before because he moved from where he was staying before. He completed matric in 2004 and did not get a chance to go further with his studies due to financial problems back home. He is living in Cato Manor next to Chesterville. The reason why he chose to use taxis is because the taxis leave him outside his work and they fast compare to buses, as he now works as a bartender in a tavern in town.

PARTICIPANT 16: Gender analysis determines the number of participants per gender regarding taxi marshals, and finds out whether there is gender equity or one gender dominates the industry. The researcher realized that almost all the marshals were males. The participant sixteen is a male marshal and he is 27 years old. He has been in the industry for more than five years since he is not hired anywhere. He does not own any taxi because he does not afford to buy one since he is not being paid enough to afford a taxi. He did not attend school due to lack of money to finance his studies. It is very difficult to get a job in SA if you not educated therefore working in the taxi industry does not require any qualifications since the industry is informal. He joined the industry because of those problems.

PARTICIPANT SEVENTEEN: is an 18 -year old male marshal. He has been in the industry for two years. He does not own any taxi since he is new in the industry. He did not complete his matric, he left school in standard eight because he was misbehaving at school, and he was expelled from school. He joined the industry because his family chased him away when he started smoking since this is against their religion. He saw the opportunity to work in the industry and grabbed it so that he can make a living.

PARTICIPANT 18: is a 46-year-old male marshal. He has been in the industry for more than ten years. He owns one taxi back home in Kwa-Nongoma. He did not go to school since he was asked to look after cows. He joined the industry with an aim of owning at least five taxis before leaving his job as a marshal. He still believes that can happen since he now owns one taxi, he also understands the difficulties of the industry and how it operates, therefore it is easy for him to get another taxi.

PARTICIPANT NINETEEN: is a 40 year-old. He has been in the industry fifteen years. He does not own a taxi. He left school in standard six (Grade 8) since he was already old and not performing well. He is from the rural Kwa-Manguza where he grew up. He grew up driving a taxi from neighborhood; however, when he arrived in Durban he did not get a taxi and that forced him to join the taxi industry as a marshal.

PARTICIPANT 20: The last participant is also a male marshal at the aged of 34. He is being in the struggle for five years. He does not own a taxi. He completed matric in 1998 and took a gap year, after that he went to the Mangosuthu University Technology to do management. However, he dropped out in the University due to financial problem because he did not have someone to support him and he had no bursary to finance his studies. It is very important for government to support young people with bursaries or loans to evade all this and build a better SA.

5.6.   THEIR UNDERSTANDING OF THE TRP

The implementation background of a policy is imperative, particularly in confirming that interaction occurs amongst all affected parties. Understanding the surroundings where policy is to be executed serves as basic grounds in creating agreement between policy actors.

5.7.   PARTICIPATION AND CONSULTATION IN PUBLIC POLICY MAKING

Grindle (1980: 19) states that policy actors must be afforded an opportunity to follow different interests; because policy processes should be a guideline for the, 'interaction between government and its citizen' if the policy is to be successfully executed. It is unlikely for the policy to be successfully implemented if there was no consultation. A proper implementation should involve all parties or groups during the course of the whole development of policy processes. Policy implementation strives for strong elements of bargained decisions reproduce the numerous inclinations and resources of the broader public (Elmore, 1976: 185-228).

There are different opinions on whether or not consultation took place prior to the formulation and implementation of the TRP. Therefore, in this study the researcher explored whether taxi drivers, marshals, taxi owners and passengers were consulted during the whole process of the TRP.

5.8. THE IMPACT OF THE TRP

The size and diversity of target group plays a crucial role in determining the way in which policy will be conceived (Howlett and Ramesh, 2003: 192). According to the interviews, most people are happy with the impact of TRP in the taxi industry. However, some are dissatisfied with the impact of the TRP in the taxi industry.

5.9. THE IMPACT OF STRIKES AND TAXI VIOLENCE

Being safe in the taxi industry is not certain through the special safety features of the new fleet. It should be prolonged beyond that, through planning operative means in order to end taxi violence, which will continuously weaken public safety.

5.10. TAXI DRIVERS

a) THEIR UNDERSTANDING OF TRP

Most taxi operators know and understand the TRP. However, there are taxi drivers who claim not to know anything about this programme. One taxi driver said that, anybody who uses a fleet must recapitalize it. However, some taxi drivers claimed not to know about the TRP. They said that they only comply with it in order to evade harassment from law enforcement agency. These taxi drivers have registered their vehicles, purchased new mini-bus taxis and applied for operating licenses to avoid being harassed by metro police. One taxi driver said that, 'we do not know anything about this programme since no one came to us to explain what the TRP was". We were just informed via radio and media.

b) PARTICIPATION AND CONSULTATION IN PUBLIC POLICY MAKING

Taxi drivers believed that the consultation did not take since there were consulted during the formulation and implementation of this programme. One taxi driver said that,

'our government did not consult us as taxi drivers on matters that touches the taxi industry, we were told what to do and expected to obey without questioning'. That is why we get on national strikes because our government just throws a heavy rock on taxi drivers without any means of consultation. There is no consultation between the government and the taxi industry

c) THE IMPACT OF THE TRP

The respondents raised the issue of violence, road accidents and a lack of empowerment. They also blame the government for failing to incorporate and agreeing to improve infrastructure. One taxi driver said that, these are some of the conditions brought by the TRP. One respondent stated that,

"*They promised us that we will get safer vehicles that do not result in any causality in cases of accidents, but how many people have died on accidents involving the Quantum. I have seen any vehicle that has been manufactured for the TRP and has all the features we asked for as the industry. It is so bad this is our government, a democratic one which was supposed to cooperate with us regarding this matter*".

Grindle (1980: 10) claims that a distinction should be made between programmes that provide collective benefits and those that encourage categorical demand during the implementation stage. The types of benefits a policy was set to effect should be uniform. A policy should not overlook aspects related to how the initial objectives or benefits should be reached, or rather distributed.

d) CHALLENGES FACED

The taxi drivers stated that,

"*The common challenges that they faced as taxi drivers are being undermined by passengers by shouting at them and the metro police make them to pay*". One taxi driver stated that,

"Passengers do not take them serious because they driving taxis since they believed that if you driving a taxi you are nothing and you not educated. The municipality do not provide even toilets at ranks and they thought that the introduction of this programme will change everything in the taxi industry not only underlining the issue of safety".

The researcher believed that there should be laws that the government should implement to penalize those people who undermine or mistreat other people in the industry to deter such behavior. By implementing that, the passengers will stop behaving the way they behave currently.

e) COST AND IMPACT OF PRICING

The taxi drivers are expected to generate enough income to pay the installments for the New Taxi Vehicle, maintain it and get salary as well as making profit for the owner. The demands are very high for taxi drivers to perform. The taxi drivers stated that the implementation of the TRP has put more pressure on them; they have to chase commuters in order to make more money to be able to pay the installments of the New Taxi Vehicles, which sometimes result to reckless driving and more road accidents.

f) THE IMPACT OF STRIKES AND TAXI VIOLENCE

Most taxi drivers believed that, violence would not end with the implementation of the TRP, while others believed that it would end, as TRP will develop the taxi industry. Given the chaotic and nature of the taxi industry, which the government has failed to address.

One taxi driver said that, "*there was a rule that every taxi vehicle must have gold reflecting, but the police arrested us way before that date*".

Given these instances, if considerable means for ending taxi violence as one of the biggest challenges in the industry by the central government. It will be very difficult to successfully accomplish such a policy objective.

g) COPING STRATEGIES ADOPTED

One taxi driver said that:

"*You know what…if passengers shout at me I just ignore them and pretend as if I do not hear what they saying in order to avoid a dialogue between me and the passenger. The only way to deal or get rid of metro police is to bribe them*".

5.11. TAXI OWNERS

a) THEIR UNDERSTANDING OF TRP

Most taxi owners understand well this programme since there are the ones who were in meetings with the government officials to discuss the implementation of this programme. Some even argued that, they did not agree with some the things that the government was proposing. However, the government insisted these includes the money they were going to get for strapping their old mini-bus and also the process of applying for a permit which they believed was not fair to them.

b) PARTICIPATION AND CONSULTATION IN PUBLIC POLICY MAKING

The participants claim that they were not consulted on the formation of the TRP. The researcher then, concludes that the TRP is an imposed programme on the mini-bus taxi industry by the government. Although the government's intention was to minimize the unchallenged practices within the taxi industry because monopoly in the taxi sector has led to a widespread abuse of drivers' rights, with taxi associations fighting for routes. The taxi owners believed that the failure for government to consult with them led to relevant structures such as the National Task Team which represents the taxi industry to oppose the programme and that resulted in the programme being ineffective.

Taxi owners thought that since the 'government consulted with the SANTACO 'and failed to include the National Taxi Alliance in decision-making about the TRP clearly indicates that no one in the industry was consulted. Considering the fact that the National Taxi Alliance was not consulted during the formulation and implementation process has caused the taxi owners to deem the policy process illegitimate. Consultation through hearings should be utilized as a tool of the administrative system in securing regulatory compliance (Howlett and Ramesh, 2003: 188). This means that all memberships of the policy subsystem must form part of the policy formulation stage to allow a situation whereby different interests are bargained in decision-making processes. There is a wide variety of consultation methods of which policy formulators may perhaps explore in an effort to certify that public policy process is transparent, this includes, "invention administrative forums for public hearing and creating special consultative committees, task forces and enquires for assessment resolutions and can range from small meetings of less than a dozen members lasting several minutes to multiple national dollar inquires that hear thousands of individual briefs" (Hawlett and Ramesh, 2003: 215).

c) THE IMPACT OF THE TRP

The impact of the implementation of the TRP has given rise to an assortment of concerns by the taxi industry. The main intentions of the government's policy arrangement are bringing about comfort to commuters, promoting efficiency of the taxi service, promoting reliability of the taxi service, ensuring the safety of commuters and empowering the taxi owners. The respondents agreed that the TRP has a negative impact and that is not a well thought policy and cannot transform the mini-bus taxi

industry. While others think, it is a good programme since it will transform the taxi industry. The taxi owners might be right since they are the ones who are directly affected by the policy and understand the dynamics concerning taxis as a mode of public transport. Most of them complained about the cost of the new taxi vehicle, which they believe it is expensive, compare to the old vehicle.

d) CHALLENGS FACED

The taxi owners say that,

"*The challenge that they faced is the issue of permit because if your car does not own a permit then it shall be taken by metro police. They said that, if you applied for permit it takes time for it to come out because of the long processes*".

This shows that the government has not done anything to address this issue of permits, which affects loads of taxi owners.

e) COST AND IMPACT OF PRICING

The government had introduced the New Taxi Vehicles that needed to operate; therefore, the concern is the price of those NTVs. The respondents stated that the NTV's are costly to pay and to maintain than the previous ones. The NTV costs R 249,950 cash. Toyota Quantum installments on this model is R7, 288 pm. The engine is in good condition or tune and should prove reliable for many years if it is maintained well or take care of. The Quantum offers a reasonable standard specification too, including an audio system, electrically operated front windows, air conditioning with rear roof outlets, ABS brakes, dual airbags and central locking. All the good features provided means regular service and maintenance, which is one thing that the taxi owners complain about.

f) THE IMPACT OF STRIKES AND TAXI VIOLENCE

There are serious issues in the scene regarding disagreements between taxi associations. However, it can be precisely related to two reasons. First, violence initiates from two or more taxi associations operating in one route. The transportation board has a tendency to assign more than one taxi organization on a profitable route. One taxi owner said that,

"*Before you can register as a taxi association, you must look for an area that does not have a taxi operation. Then you will have to describe how route will work, including all possible stops and shortcuts*".

The board shall inspect your application concentrating on the route and looking if there are no other associations operating on that route. Associations with high-ranking government officials are contesting the practice of lucrative routes, as members is problematic. It has been discovered that profitable routes are being allocated to governmental officials.

g) COPING STRATEGIES ADOPTED

One taxi owner said that: "*To get your car back if it is taken by metro police because of permit issue is to pay the amount that they need then you will get your car and get rid of them*".

Given this instance it shows that the issue of corruption will take a decade to be resolve if polices are still taking bribes from taxi drivers or owners and it is not going to be easy to formalize the industry.

5.12. TAXI MARSHALLS

a) THEIR UNDERSTANDING OF TRP

The marshals play a pivotal role in the daily operation of the taxi vehicles; they instruct, direct and assist commuters in the taxi rank. The respondents have knowledge and understanding of what the

TRP is all about, while others have no knowledge and understanding of the TRP. The likelihood is that those that demonstrate a low level of understanding and knowing the programme might have their response influenced by the fact that they do not understand it because as marshals they have little to do with the TRP or do not benefit from the programme.

b) PARTICIPATION AND CONSULTATION IN PUBLIC POLICY MAKING

The majority of the respondents believe that they were not considered as stakeholders within the taxi industry, because they were not consulted on matters concerning the programme at any stage. One may argue that this may be because they are not directly affected by the programme does not directly affect them since they are not the ones to recapitalize the vehicles. However, they are hired by the association to do that job which automatically makes them being part of the industry and they should be considered as stakeholders in the industry.

c) THE IMPACT OF THE TRP

Local taxi owner associations employ the taxi. Their job is to check tyres, indicating which taxi takes the next passengers at the rank and taking passenger's complaints. Some believed that the introduction of TRP has improved their condition of work while others believed that the introduction let them down since most of the taxi marshals lost their jobs through this programme. This is because oldest vehicles were scrapped which resulted in taxi marshals being fired since job opportunities were scarce. Khosa (2006: 15) claimed that taxi marshals would have to be reduced to maintain equity. This shows that the TRP has had a negative impact on taxi marshals and there is a need to change the way the programme operates in order to evade this kind of things.

d) CHALLENGES FACED

The marshals said that,

"*The passengers say whatever they want and they are very rude towards them. They also said that, some taxi drivers want to bribe them so that they can put their taxis first in the stand*".

This indicate what the researcher has mentioned above relating to law because it seems as if every member in the taxi industry is complaining about the same thing.

e) COST AND IMPACT OF PRICING

Since the association hires the marshals, whatever is happening in the industry affects them. Since the Quantum, prices are high that means the marshals will be paid less money compare to the previous amount, which is triggered by the introduction of TRP.

f) THE IMPACT OF STRIKES AND TAXI VIOLENCE

The marshals are the ones, which are affected the most in terms of taxi violence, since they are the ones who control almost everything in taxi ranks. They find themselves in a very difficult situation when taxi owners fight over profitable routes. Most taxi owners and taxi drivers believed that they control everything and some of them know that the marshals accept bribes from other taxi drivers and taxi owners.

g) COPING STRATEGIES ADOPTED

The marshals do not listen to passengers since they know that the passengers are always right and they might lose their jobs. It is important to respect anyone regardless of what he or she is doing for living. The conditions that the marshals are working under are not good if you listen to their stories.

5.13. TAXI PASSENGERS

a) THEIR UNDERSTANDING OF TRP

The passengers understand the TRP since they believed that this programme would play a significant role in addressing issues that they faced in the industry. These issues encompass safety and violence since they have rights to complain to taxi owners and associations regarding safety and unjust treatment from taxi drivers. They also have ability to by-pass the taxi industry through exploiting other transport services, which are supported by government such as, buses and trains.

b) PARTICIPATION AND CONSULTATION IN PUBLIC POLICY MAKING

Most passengers said that there were not consulted during formulation and implementation of this programme, however they were happy that this programme was implemented. They believed that all relevant stakeholders were consulted during the TRPs formulation. Passengers argued that mini-bus owners would not even try to buy the better capacity vehicles and other models within the new fleet of taxis since they were not directly consulted. One passenger said that, 'we are happy that congestion is no longer a problem as the law enforcement agents have paid more attention to taxis as part of road safety programmes'.

c) THE IMPACT OF THE TRP

The passengers think that the TRP has had a positive impact on the taxi industry. Safety appears to be the key reason for these comments. These includes safety belts, openness and the extended overhead design, which functions as a protecting fence during road accidents. They believed that these features mean an improved public transport mode. While others believed the TRP had a negative impact on the industry, their point on issues involving taxi violence fighting for lucrative routes and some stated that the Quantum is weak on the road and their fear for their lives since there will be more accidents.

d) CHALLENGES FACED

Most passengers said that,

"*They are very worried about the speed of taxi drivers and that taxi drivers are so reckless on the road which put their lives in danger. The speed limit of taxis should be decreased to avoid road accidents because they use taxis almost every day and they fear for their lives*".

e) COST AND IMPACT OF PRICING

The TRP will also lead to a fare hike for passengers. New vehicles will cost more than R50 000, which means the operating expenses of all taxi owners will raise. These costs will more likely be passed along to taxi consumers. For some of these passengers, fare hikes will be unaffordable, and they will be forced to look for alternative modes of transportation: less convenient buses or trains and walking are possible options. However, trains and buses run on schedules and that can be inconvenient to most passengers.

f) THE IMPACT OF STRIKES AND TAXI VIOLENCE

A better TRP through the implementation of the NLLT Act of 2000 was re-executed in the 2005-2006 financial year and more than twenty thousand vehicles have been scrapped in SA since the year of 2006. However, the cases of taxi violence are still being reported daily through media and radio. The passengers claimed that,

 "The cause of all this is the competition over profitable routes between the associations". They believed that the government has not done anything to improve or address this issue but continues to preach public safety in the taxi industry as a central end of the taxi violence.

g) COPING STRATEGIES ADOPTED

One passenger stated that: *"These taxi drivers do not listen and they think we are riding these taxis for free. We paying here so we have a right to complain if they do something that we feel is not right".*

Consequently, what we do as passengers we report them to taxi association since we have a right to do so and we even threaten not to ride their taxis.

5.14. SUMMARY AND CONCLUSION

The researcher stated that males dominate the industry because women are scared to join the industry because of the violence that takes place within the industry. Only two females were in the study, they were passengers and did not within or under any taxi associations as taxi drivers, taxi owners and marshals. As Davis (2006: 1) argues that introducing gender equality is equivalent to changing an accepted cultural value, and like the apartheid legacy of racial discrimination, moving away from gender discrimination will take several generations before this new value has a comfortable fit in society. Hence, this industry being historically male dominated, the legacy continues.

Gender representation in the taxi industry is still skewed in favor of male owners, drivers, and marshals. The taxi industry is therefore still largely dominated by men. Davies (2006: 1) argues that introducing gender equality is equivalent of changing an accepted cultural value, and like the apartheid legacy of racial discrimination. Therefore, moving away from gender discrimination shall take several generations before this new value has a comfortable fit in society (Davies, 2006:1). Hence, this industry being historically male dominated, the legacy continues. Education is still a problem in the taxi industry if you look at the participants who obtained matric certificate. The majority

went through Bantu Education and hence were denied access to proper education. As a result, they settle for low-income jobs, which have no marginal benefits.

The chapter has analyzed the results, which were collected through the interviews and discussion. The analysis covered the demographic profile information of the respondents to get their background, and then continue to analyze their views, experiences and opinions with regards to the Investigating the impact of the TRP on taxi industry. Using the case study of the Warwick Avenue Taxi rank in the eThekwini Municipality. In addition, the complete exclusion of federal taxi organizations such as the NTA and civil society more broadly has resulted in a policy, which does not specifically represent interests of the members of the industry. Meyer and Cloete (2000:23) argue that public participation happens through the participation of different interests. By excluding broader interests and favoring SANTACO as an imaginary appropriate symbol of both the broader public and the minibus taxi industry, government deprived itself of an opportunity to gather different views on a public transport system policy.

The Methods, which were utilized, generated relevant data and without any doubt indicated that the TRP has shortcomings, which resulted in violence and resistance in the taxi industry. Mini-buses are still using informal taxi ranks due to two reasons among others on the part of Department of Transport, failure to renovate and allocate taxi owners and drivers the proper facilities. The taxi industry is still dragging their feet in support of the policy to revamp the industry. The findings has demonstrated that a lot is still to be done. Yet it could not be denied that the policy to restructure the taxi industry has been drawn based on intentions to develop the industry, uplift taxi drivers standard of living through labor relation practices and ensuring that commuters travel with roadworthy public transport. The issue of taxi violence and consulted need to be sorted out if the TRP is to be successfully.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1.   INTRODUCTION

The aim of this research as set out in the first chapter was to investigate the impact of the TRP on the taxi drivers, taxi marshals, taxi owners and passengers. In this chapter, the researcher provided the recommendations and conclude the research study. Recommendations are provided based on the gaps or loopholes identified when the research was conducted.

6.2.   CONSULTATION

The research findings revealed that the formulation of the TRP was not through a method of general and substantive consultation with all relevant stakeholders. This is true because the   broader interests of the affected group were excluded and only SANTACO was favored as a supposed genuine representation of both the broader public and the taxi industry. The government deprived itself an opportunity to gather diverse views (Meyer and Cloete, 2000:23). "In order for excluded

policy actors to participate and pursue their interests in the implementation they must engage in mass activities in the form of protest marches and consumer boycotts" (Fourie, 2003:45). The taxi industry's protests were not only based on the failing of the registration period without their knowledge. The problem was that they were not thoroughly consulted about all the dynamics surrounding the process. A range of other issues drove protest too. This included, the new mini-bus taxi fleet, the Transportation Boards' incapacity to grant route-based operating licenses timeously, the negative implications of the TRP on jobs for taxi drivers, and the vehicle scrapping allowance. All these matters were controlled by the Kwa-Zulu Natal taxi owners, who have to establish that the Department of Transport had surpassed its rights to set dates for the scrapping of vehicles without meeting with all the pertinent participants (Meyer and Cloete, 2000). As a result, the National Taxi Alliance against the government launched the legal challenge. This was based on regulation, formalization and economic empowerment. The community concern in the preparation and application of the TRP was pre-determined as policy goals by government in the formulation and implementation processes, since they were not consulted during the formulation of the policy. The public was not afforded the opportunity to influence the TRP through consultation. The majority rule is necessary to democratic aspirations, however in the reconcile sense, therefore, it was necessary to include all relevant stakeholders in decision-making (Lindblom, 1968). The majority cannot rule, they delegate rule to close policy makers, who in turn should implement policies that are in the public interest (Lindblom, 1968).

Consultation and public participation reinforce the run through of equality by legitimizing the decisions taken (Elmore, 1976). Moreover, the main objectives of the TRP is to try to be like any form of civil society engagement to discourse the concept of broader public or passenger safety, regulation and customer service. It may well be call for those relevant, perceptive and advanced ideas as far as regulating, formalizing, developing a violent-free taxi industry and introducing a safer mini-bus fleet. These core interests might have formed the TRP. Thus far, this has not happened. There is no indication that the government debates if not that the public was broadly consulted during the formulation of the strategy.

6.3.   TAXI VIOLENCE

Taxi violence is still a representative of both rivalries between operators and associations for lucrative routes and the challenges that taxi owners face in accessing operating licenses. The focus of the TRP is emphasize passenger's safety through the method of safer vehicles. Taxi violence weakens the policy principle of commuter safety as people lose their lives in taxi violence as well as through accidents. A couple of months before the 2010 Soccer World Cup vehicle scrapping were still in a voluntary stage.

There is approximately about 160 000 illegal or private taxis that are operating under the taxi industry (Davies, 2008:20). The number of un-roadworthy and roadworthy vehicles in the private fleet is still unidentified, since they were not shown in any public transportation system database. Passengers are at risk of utilizing vehicles that might be involved in violence or accidents in arrears to their unlawful status within the industry. Disobedience of public transport safety rules and regulations is still a feature of the taxi industry. Unlawful taxi owners disobey vehicle qualification rules and other public transportation guidelines. Cloete and Wissink (2000:36) argue that, the controlling policies stipulate rules of conduct with authorizations for failure to obey. However, unauthorized owners do not comply with these rules, nor do they feel the impact of permissions for a failure to perceive policy procedures. By itself, it is essential to look at the changing aspects of taxi violence and mini-bus taxi safety in a comprehensive context of a passenger public safety.

The government working together with the taxi industry should establish some innovative programmes towards the minimization of taxi violence. This should include a system whereby federal taxi organizations such as SANTACO, the NTA and the National Intelligence Agency, develop a Violence Investigation and Monitoring Committee across the country. It should consist of local, regional and provincial taxi operators, drivers and members of commuter organizations.

6.4.   SAFE TAXIS

Another issue of great concern is the collection of different taxi models that exist in the transport sector. Keeping in mind that there are differences between transport systems and backgrounds, the countries that produce the mini-buses cannot allow any of these models to be used as part of their

own public transport system. They are created cheaply for delivering goods and not people. These vehicles have been modified to meet the South African public transport requirements as far as the TRP is concerned (Dugard, 2001). The majority of different taxi models are not TRP specific vehicles. However, their productivity has been affected by the SA transport industry's model and lucrative market.

The government should have allowed the taxi owners to buy the cheapest models on new vehicles. This would have enabled the taxi industry to purchase vehicles at a moderately affordable price, as there would be no competition in demand and supply scales (Nandipha, 2006:6). The TRP intended to improve the safety feature of vehicles (Howlett and Ramesh, 2003:52). Road traffic injuries are a huge public health and development problem. Killing about 1.2 million people a year and injuring approximately 20 million and more (Dugard, 2001:16). Both Wealth Health Organization and World Bank data demonstrations illustrate that, without appropriate action these injuries shall increase dramatically by the year 2020. It is clear that the economic impact of these injuries on individuals, families, communities and nations is massive and can cost the country the Gross National Product if it is not attended.

6.5.   ROUTE-BASED OPERATING LICENSE PROCESSES

The government has chosen Transportation Board to process permits into route-based operating licenses. This, however, has triggered a chaos, as taxi operators find themselves on the wrong side of law enforcement agents and fail to benefit from the TRP (Fourie, 2003). They are incapable to produce recognized resistant that they are appropriate operations during disagreements over route utilization, which serves to fuel taxi violence further. The Transportation Board's failure to competently process the request of route-based licenses to rearrange the exploitation of routes indicates a deeper predicament faced by government institutions in implementing the TRP. If the industry were sufficiently and aggressively involved, from its inception, in every stage of the policy process, route encroachment, and its impact on violence, the situation would be better. Despite the government's attempt to regulate the mini-bus taxi sector it has fallen short of creating a relevant regulation approach in route allocation terms, and in an efficient route-based operating license and registration

process. Grindle (1980:45) emphasizes that successful implementation depends on the creation of a policy delivery system in which specific policy mechanisms are designed and executed.

Therefore, the Transportation Board as an organization that provides for permit renovation into route-based operating licenses for taxi operators and route allocation to taxi, associations require serious rearrangement. The Transportation Board has to be dispersed and it should have satellite institutions in agreement with regions, so that the provincial offices' only involvement is to settle down route differences or broader policy compliance. Operating licenses should have an eight-year life span that lapses along with the taxi vehicle to encourage commuter safety and dismay taxi associations and individuals from feeling that they are eligible to the industry's business opportunities without bearing in mind the public safety.

6.6.   IMPROVING THE TAXI INDUSTRY

The taxi industry is not a formal business segment and it comprises of taxi companies and local individual owners. They all fall under the local, regional, provincial and national taxi organizations. It is estimated that the taxi industry transports approximately 65-70% of SA passengers daily (Statistics of SA, 2010). The interior economic achievement of the taxi industry is due to the unstable charges determined by the choice of taxi associations rather than by a regulated process. The government indicated that subsidizing the taxi industry entails restructuring and legalizing through the TRP.

By means of reliable and convenient, the taxi sector is in terms of providing transport, commuters still spend enormous proportions of their income on transport. Taxis make an untaxed 90% profit likened to subsidized buses (Makae, 2009: 138). Therefore, it is imperative that government ultimately moves towards sponsoring commuters as another method of discouraging route contravention and reducing conflict as well as to guarantee proper public service. The SA government has for some years now overlooked the development of the taxi industry by providing no assistance in terms of sponsorships.

The taxi industry developed in an environment of slow economic growth and high unemployment (Fourie, 2003:29).

The public transport industry helps to meet wider objectives of socio-economic development. These objectives include accelerated economic growth, increased trade, improved access to employment opportunities, and increased social integration (MSA, 1998:18). Thus, a good public transport system is an essential for a high performance country. Taking into consideration that SA is driving for increased economic growth, employment creation and social integration, it has to be seen that public transport has the potential to accelerate all these processes. It is suggested that by 2020 the primary problem in the transport industry will not be road safety but rather congestion (MSA, 1999, 73). Therefore, the taxi industry will be instrumental in relieving and preventing congestion.

SA taxi industry has come a long way since its inception because of deregulation in 1987. However, as the title of Colleen McCaul's book suggests, it has been *No Easy Ride* for taxi operators. Government investment and a reinvigorated, consultative, recapitalization process is needed to prevent the industry from sliding into anarchy and disrepair. The contributions of the taxi industry to employment and to SA economy are substantial and should be acknowledged by adequate government investment.

6.7.   SUMMARY OF FINDINGS

The study has established that the TRP was introduced as a response to crises arose in the industry, which resulted in the deregulation of the taxi industry. The situation of the taxi industry developed to a level where operators fought over profitable routes and taxi ranks space. Violence is also a problem in the taxi industry, for example, innocent lives were lost and disrespect for law nearly destroyed the industry. The chaotic situation that succeeded left communities and commuters in an exposed situation where they became victims of random shootings at taxi ranks. There were times when taxi industry became law unto itself, as the police could not contain the situation. The study has also

discovered that commitment from the side of the taxi industry on the TRP has not been that positive. The SANTACO is currently voicing the conditions leading to disagreement towards the TRP. It was discovered that some of the taxi drivers are not yet registered, therefore they do not own permits, which means the labor relation laws cover them.

The taxi industry stakeholders, which include, taxi drivers, taxi owners and taxi association felt that the industry could survive without the intervention of government. It is suggested that the government employs consultants and rely on recommendations given without looking at the fact that some of the advisors do not know how taxis function. The advisors have never traveled using a taxi in their lives. To overhaul the taxi industry, the government needs to follow proper mechanism. Accidents on roads, overloading, rank overcrowding, bad behavior and lack of customer relation's skills in the public transport sector cannot go unnoticed in any democratic state. Public transport is one of the sectors contributing to the economy of any country.

6.8. SUMMARY AND CONCLUSION

The study investigated the impact of TRP on taxi industry by exploring challenges within the taxi industry since the implementation of TRP. There have been major challenges in the implementation of TRP. No compliance has been achieved. This a result of conflict between taxi organizations as they disagree on key policy issues such as, scrapping allowance etc. There is also competition over routes while taxi owners claim not to have operating licenses. The impact of the failure to include all relevant stakeholders in decision-making resulted in the failure of the policy to achieve its objectives such as, subsidizing the taxi industry and to transform labor conditions in the industry.

The failure to transform and develop the taxi industry led to a policy shift. Commuter safety is now the focal feature of the TRP. However, commuter safety has been defined very narrowly. Violence is still an inseparable feature of the taxi industry despite the implementation of a revised regulatory policy. The taxi industry, as a historically unregulated economic sector needs an innovative public policy in

order to address the historical characteristics that prohibit its transformation. The TRP has failed to reach its objectives and this forced policy-makers to narrow its focus to one goal, that is, the scrapping of old fleets. This does not appear to be fully achievable. It follows that a variety of features within the taxi industry need to be addressed in order to achieve the objectives of the TRP. Making recommendations will ensure that the impact of the TRP meet broader political, social and economic interests of the intended recipients. Meyer and Cloete (2000:52) argue that, it is very important to realize that policy change takes place before, during and after policy implementation. There seem to be a misunderstanding that TRP change only takes place after policy evaluation (Meyer and Cloete, 2000: 52).

6.9.   RECOMMENDATIONS

Taking into consideration the history of regulation of the taxi industry it is of importance that government; in articulating policy to improve, the taxi industry considers all relevant stakeholders and non-stakeholders that might be affected by the policy. Policy goals should not neglect any actors or recipients within the implementation context. The impact of implementation should not produce more opposition over agreement. Interests in the taxi industry have met the implementation of the TRP with strikes and boycotts. In spite of claims made by the government that consultation occurred and mutual decision making with the taxi industry prior to the implementation. The failure of government to include all relevant stakeholders resulted in protests as variety of crucial issues were overlooked in the original formulation of the TRP. The internal economic success of the taxi industry is due to unequal fares determined by the discretion of taxi associations rather than by a regulated procedure.

For government to fully formalize the taxi industry, it should sponsor commuters and institute a waterlogged system. The government should: set requirements of safety standards specifications for new vehicles in a way that does not affect the purchase of these vehicles, promote fair competition though ensuring greater integration of the various public transport modes, fundamentally,

restructuring subsidy system so that rail, bus and taxi owners can access the subsidy, put mechanisms in place to ensure that there is no taxi owner or association that has the authority to prevent other operators from using facilities, and improve the processes of registering new routes where there are new developments and housing settlements. The government indicated that sponsoring the taxi industry requires restructuring and formalizing through the TRP. This would mean registering everyone, including private taxis in order to adequately develop economic instruments towards sponsoring the industry. However, no agreement has been made yet regarding this process.

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WARWICK JUNCTION
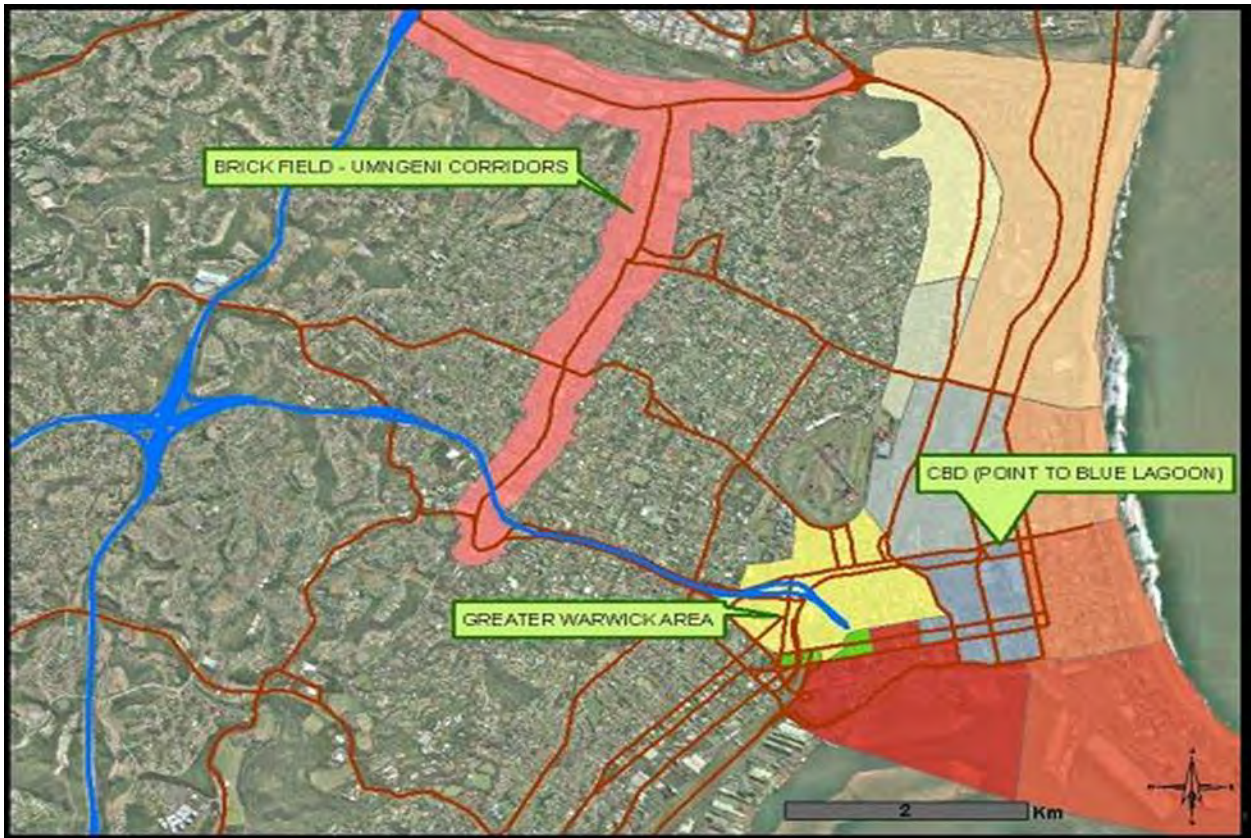
Credits: Richard Robson

APPENDIX 1 INTERVIEW QUESTIONS

1. Have you heard about the Taxi Recapitalization Programme?
2. What do you know about the Taxi Recapitalization Programme?
3. How does it affect you as a driver?
4. How does it affect you as an owner?
5. How does it affect you as a marshal?
6. How does it affect you as a passenger?
7. Do you understand the aims of the Taxi Recapitalization Programme?
8. Have taxi drivers seen a difference since the implementation of the Taxi Recapitalization Programme.
9. Have taxi marshals seen a difference since the implementation of the Taxi Recapitalization Programme?
10. Have taxi passengers seen a difference since the implementation of the Taxi Recapitalization Programme?
11. What is the impact of Recapitalization Programme on taxi drivers within the Warwick Avenue Taxi rank?
12. What is the impact of Recapitalization Programme on owners within the Warwick Avenue Taxi rank?
13. What is the impact of Recapitalization Programme on marshal within the Warwick Avenue Taxi rank?
14. What is the impact of Recapitalization Programme on passengers within the Warwick Avenue Taxi rank?
15. What are the successes of the Taxi Recapitalization Programme?
16. What are the failures of the Taxi Recapitalization Programme?
17. What are the challenges that you face in the industry?
18. How do you deal with the challenges?
19. Have these challenges been addressed by the Taxi Recapitalization Programme?
20. What measures could be put in place to improve the implementation and the running of the Taxi Recapitalization Programme?

APPENDIX 2: INFORMED CONSENT

Dear Participant,

My name is Sandile Mpumelelo Ntuli (*210527229*). I am currently a Masters candidate at the University of KwaZulu-Natal, Howard College. The title of my research is investigating **the impact of the Taxi Recapitalization Programme: A case study of the Warwick Avenue Taxi rank in the eThekwini Municipality**. I would be very interested in interviewing you for this study. I would appreciate it if you would be willing to share your experiences and observations on the topic.

PLEASE NOTE THEFOLLOWING:

- The information that you provide will be used for scholarly research only.
- Your participation is voluntary. You have a choice to participate, not to participate or stop participating in the research. You will not be penalized for taking such an action.
- Your views in this interview will be presented anonymously. Neither your name nor identity will be disclosed in any form in the study.
- The interview will take about an hour.
- The records as well as other items associated with the interview will be held in a password-protected file accessible only to me and my supervisor. After a period of five years, in line with the rules of the university, it will be disposed of by shredding.
- If you agree to participate please sign the declaration attached to this statement

I CAN BE CONTACTED AT:

The School of Social Sciences,
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Durban,

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MY SUPERVISOR:

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Contact details:
The Humanities and Social Sciences Research Ethics Committee
Ms Phumelele Ximba,
University of KwaZulu-Natal,
Research Office,
Email: ximbap@ukzn.ac.za,
Phone number: 031 2603587

THANK YOU FOR YOUR CONTRIBUTION.

APPENDIX 3: DECLARATION

I…………………………………………………………………… *(Full name of participant)* hereby confirm that I understand the contents of this document and the nature of the study. I consent to participating in the study. I understand that I am at liberty to withdraw from the project at any time, should I so desire. I understand the intention of the research. I hereby agree to participate.

I consent / do not consent to have this interview recorded.

SIGNATURE OF RESPONDENT   **DATE**

…………………………………………………………………………………

SIGNATURE OF THE RESEARCHER   **DATE**

…………………………………………………………………………………