

Drawbacks of the Partial Implementation of Procurement Policies for a Sustainable Commuter Bus Industry: Case of South Africa

Thobeka Ngcamphalala¹

¹Department of Applied Management, University of South Africa, Pretoria, South Africa, Orcid: 0000-0001-6663-8654

Keywords

Policies

Regulations

South Africa

Implementation

Sustainability

Commuter bus industry

Abstract

For democratic countries like South Africa, public policies and regulations are critical, in addressing public problems. In such countries, policies are meant to create a favourable atmosphere for the provision of efficient public administration and development, whilst creating peace within the society. The commuter bus industry is no exception, and the implementation of its policies aims to provide transport services to the poor, plus socioeconomic objectives with the use of procurement. This is to open the industry to new entrants to the industry's mainstream. According to the procurement policies these bus services should be procured through competitive tendering and negotiation. However, the key guiding procurement policies and regulations are partially implemented and that greatly affects the performance of the industry. This paper then seeks to highlight these policies and their impact to the stakeholders and the industry at large in South Africa. This paper adopted a qualitative single case study, using semi-structured interviews to explore the study objective.

Twenty-three interviews were held with the participants in the industry to solicit their views on the issue of study. The findings revealed that to a great extent the partial implementation of the key procurement policies and regulations has contributed to the challenges faced within the industry, including limitations in the rollout of bus subsidies, lack of flexibility on subsidised routes, interim contracts made permanent and poorly bus services, to mention a few. The paper concludes with recommendation that the government can employ to address the identified challenges in the industry.

¹Engcamt@unisa.ac.za

1. Introduction and background

Many cities throughout the world have seen a shift from public owned and managed public transport services to privately owned and operated services (Walters, 2018). This has therefore led to many countries revising their policies and regulations in that regard. These changes amongst other things include the contracting of services to meet new legislative requirements and to seek higher levels of costs and operating efficiencies and the procurement of public services through competitive tendering. In South Africa (SA), the policies and regulations that guide public transport have undergone several significant changes over the last few years, ranging from the revision of the role of the transport authority and its responsibilities, the contracting methods, industry transformation policies and the rendering of safe and affordable transport services amongst other things, which the commuter bus industry is not exempted from (Walters, 2010, Ngcamphalala, 2018). Since the commuter bus industry is a part of public transport, it is also guided by the same policies. This industry is also guided by industry-specific regulations; however, these are not fully implemented and have greatly affected the effective operation of the industry (Walters & Heyns, 2012; Walters, 2014; Ngcamphalala, 2018).

It should also be noted again that policies are critical in the rendering of a public service since public transport is a key link to access other services and livelihood assets. This is more relevant in the commuter bus industry in South Africa, which was introduced solely to service and benefit the most vulnerable in the society (Competition Commission, 2020). The poor implementation of the key procurement regulations and policies is killing the industry, with the transformation process on a halt, limited operational funds, old contracts, poorly rendered and unsafe services, and the use of unroadworthy vehicles.

To open the industry (as part of transformation), competitive tendering contracts were concluded between 1997 and 1999 in line with the Constitution, NLTA with the existing operators, however this method proved to be expensive and thus a moratorium was introduced (Walters, 2014). A number of negotiated contracts were concluded between 2000 and 2003 with municipal bus companies, then later revised to open for the small bus operators to be able to do business and contract with the government (Walters, 2018). These arrangements of transport transformation, aim to fulfil the role that transport can play in the economy of leadership, for example, in acting as a facilitator for development or in modifying spatial distortions (Royan, 2020). Over and above that, it should be noted that for policies to be effective, policies in the transport sector must be outwardly focused and moulded by the needs of society in general; the needs of the users or customers of transport; and the needs of the economy supported by transport. This background led to this study being conducted.

With that said, it should be noted that many studies have been conducted on the policies guiding public transport in South Africa, such as the studies by Walters (2008, 2012, 2013 and 2014). A few of the other studies exist on the industry, such as private bus operators' challenges (Bronkhorst, 2019), and small bus operators (Walters & Manamela, 2016). There are also specific studies on the policies guiding the commuter bus industry, such as Ngcamphalala (2016, 2018, 2019), Walters (2008, 2014, and 2018), and Walters & Heyns (2012), and policy reforms on the commuter bus industry (Naudé, 1999), but none of these studies were conducted from a procurement perspective on the effects of the policies on the stakeholders and industry. Therefore, there is a research gap, hence the need for this study.

The aim of this paper is to highlight the key procurement policies and regulations requirements and to highlight the stakeholders' perspectives (in this case, these were the study participants who consisted of the government officials, commuter bus representative, the commuter bus operators, industry experts and consultants) on how the poor policy implementation is affecting them and the industry as a whole. General lessons were drawn from these stakeholders on what the government can improve in that regard.

1.1 Problem Statement

With transport amongst other governments' objectives being used to fulfil socio-economic objectives of the people (Engelbrecht & Ramgovind, (2020), it should be used as such. For transport to be effective, its role is directed to a large extent by the effective implementation of transport policies (Royan, 2020). Also, the policies must be perspective to the environment in which they are utilised and operated. These should therefore be reconsidered and revised, if necessary, on a continuous basis. This should be the case within the SA commuter bus industry with the full implementation of the policies guiding procurement in this industry, leading to the services being procured competitively to allow for new entrants in the industry, HDIs owning and running their own bus companies and negotiated under certain conditions (to allow small operators and HDIs to partake in the industry) (Walters, 2014; Walters, 2018; Ngcamphalala, 2018). However, these guiding policies and regulations not adequately implemented and that has led to several challenges; limited new entrants into the mainstream (from HDIs), limited new competitive contracts, bus contracts are still under the management of provinces instead of municipalities (Ngcamphalala, 2018; Walters, 2014; Competition Commission, 2020)

Against this background, this paper aims to investigate the policies and regulations guiding the procurement function within the commuter bus industry and their impact in fulfilling their mandate as informed by these regulatory frameworks and conclude with the status quo of their implementation.

1.2 Research objectives

The primary objective of this article was to explore the impact that the guiding procurement policies and regulations have on the sustainability of the commuter bus industry, a case of South Africa, from an implementation perspective.

To address the above research objective, the paper had to answer the following research questions:

- What are the policies and regulations guiding the procurement of the commuter bus industry in SA?
- What is the impact that these policies and/or regulations have on the operations and on the sustainability of the commuter bus industry?

The upcoming sections of the paper present the literature review, covering the importance of transportation, importance of policies within a public sector, importance of policies within the commuter bus industry in SA, importance and role of procurement policies and regulations within the commuter bus industry in SA, repercussions of the poor implementation of the policies and regulations to stakeholders in the commuter bus industry in SA. Furthermore, the paper will present the methodology that was explored, ethical considerations, the findings and managerial implications.

2. Literature Review

This section of the paper provides a review of the relevant literature. It explores the importance of transportation, importance of policies and/or regulations within a public institution, policies and regulations within the commuter bus industry, and the guiding regulations and their impact on the industry. It concludes with a discussion of the effects of the lack of policy implementation amongst stakeholders on the performance of the commuter bus industry, affecting the industry's sustainability.

2.1 Importance of transportation

Transportation systems are intended to move people and goods to where they need to go, in a safe, quick and affordable manner (Mbowa, Aigbavboa, Akinshipe, and Thwala, 2020:1). According to Engelbrecht (2020), transportation is at the forefront of any business whether it be mining of the resources, moving raw or finished products, or moving people between places. Transportation is then classified into passenger and freight transport (Ambe & Badenhorst-Weiss, 2020:196). In SA, transport is divided into sub-sectors, namely, rail, pipelines, roads, airports, harbours, as well as the cross-modal operations of public transport and freight which all fall in the transport sector (DoT, 2013a:16). For the interest and purpose of this paper, we will focus on passenger transport (public transport) and will focus on the commuter bus transport/ services (Ngcamphalala, 2018). Public transport in SA, is used mainly by the most vulnerable groups in the country and thus affordability and access is critical. According to Mondli (2022), public transport plays a major role in the development and the expansion of economic

activities, especially in the developing countries of Africa that still face many transport challenges. In South Africa, the National Development Plan (NDP) (2013), proposes that the country should invest in public transport to improve the lives of low-income households by facilitating mobility to enable them to access economic opportunities in various parts of the country (National Planning Commission, 2013; Royan 2020).

2.2 Importance of policies within a public sector

A policy is a statement of intent (Ngcamphalala, 202 citing Coning and Wissink, 2008). It is a guideline on how an institution (or government in this case), intends to go about carrying out its affairs. A policy comes into existence when a problem is identified, it is a solution to a clearly defined problem. A public policy, on the other hand, is a policy that aims to solve a public problem. A public policy is one that is binding to the general public, authoritative and enforceable. According to Roux (2002), a public policy as a “proposed course of action of government, or guidelines to follow to reach goals and objectives, and continuously subject to the effects of environmental change and influence”. Both the definitions of a policy in general and public policy, emphasize the importance of their revision to stay relevant and meet the intended needs. With reference to the commuter bus industry, it is also applicable that the guiding policies in the industry be revised and/or amended as required to meet the ever-changing population, government regime and technologies in South Africa.

In South Africa, the policies and regulations guiding public transport have undergone several significant changes over the last few years, and since the commuter bus industry is a part of public transport, it is therefore guided by the same key policies and documents guiding procurement within the public sector, plus industry ones. However, these guiding policies are poorly implemented, and thus results in the challenges facing this industry. The commuter bus industry, to a large extent employs repealed and/or outdated policies (which have been revised or replaced), for example the National Land Transport Transition Act No. 22 of 2000 and an agreement document, the Heads of Agreement (HoA) of 1999, which was an agreement between the National Department of Transport (on behalf of the nine province), labour unions and the Southern African Bus Operators Association (SABOA) on behalf of the then operators who were doing business with the government in respect of the rendering of subsidised commuter bus services (Walters and Cloete, 2008 and Law Library, 2021).

Transport policies and regulations on the other hand are in place to protect and benefit the public at large, especially when the services are rendered by a private organisation. These regulations protect the industry against the rendering of quality services, price control, regulating the entry of new operators and controlling the quantity of the services. Regulation also intends to ensure that high standards are maintained through testing, monitoring and benchmarking of transport provision and to foster competition in service delivery for a specific route or encourage free competition between large

numbers of independent operators on the route or network. Also, initially regulations were also aimed at eliminating monopolies within the operations (World Bank, 1994).

2.3 Overarching procurement policies and regulations within the commuter bus industry in SA

The commuter bus industry is guided by the following key policies and regulations, which guide on how the services within this industry are to be procured (or contracted, as commonly referred to) from the transport authorities to the service providers. These are briefly discussed below.

- (i) **Constitution of the Republic of South Africa, 1996:** Makes provision for the procurement system to be fair, equitable, transparent, competitive and cost effective. The constitution also requires that legislation at the national sphere of government prescribe a framework within which the preferential procurement framework policy must be implemented.
- (ii) **White Paper on National Transport Policy, 1996:** The White Paper on National Transport Policy, 1996 established the introduction of competition when tendering for the subsidised commuter bus industry (Walters, 2013).
- (iii) **National Land Transport Act, Act No. 5 of 2009 (NLTA):** Delegates the planning, coordination and facilitation of bus contracts to municipalities. This act also made provision for both negotiated and tendered contracts. Furthermore, this act also encourages the collaboration of rendering public transport services, between various types of providers (buses, rail and taxis) through Integrated Transport Plans (ITPs). Section 41(1) (b) of the National Land Transport Act stated that authorities may enter into negotiated contracts with operations in their areas, on a once-off basis, with a view to promote the economic empowerment of small businesses, or of persons previously disadvantaged by unfair discrimination (Parliamentary Monitoring Group, 2013).

In reference to procurement within the commuter bus industry, this function is also guided by these generic public procurement practices in SA.

- (iv) **Preferential Procurement Policy Framework Act, 2000 (PPPFA):** This policy grants preferences to HDIs, mainly Black people (Reddy, 2016). The Act makes it compulsory for organs of state (national, provincial or municipalities) to grant preference in awarding contracts (Section 2). The Procurement Regulation (Republic of South Africa, 2011) is intended to align the Preferential Procurement Policy Framework Act with the provisions of the BBBEE Act on procurement. In the awarding of tender contracts, organs of state need to award tenders in accordance to the HDIs status (in terms of race, gender or disability) of the contractor (Reddy, 2016).

(v) **Broad-Based Black Economic Empowerment (BBBEE):** The purpose of this Act was to contribute towards economic transformation and reduce income inequalities by allowing HDIs the opportunity to own and control their own business (Reddy, 2010, Noon, 2009; Reddy & Rampersad, 2013). The Act was intended to empower the disadvantaged communities, which includes all Black people, youth, people with disabilities and people living in rural areas. The objectives of BBBEE Act include the promotion of economic transformation; a substantial change in the racial composition in respect of the ownership and management structures of new and existing enterprises; increasing the extent to which communities, workers and cooperatives own and manage such enterprises, empowering rural and local communities facilitating access to economic activities, land, infrastructure and training, and promoting access to finance for BBBEE (Venter, Levy, Conradie and Holtzhausen, 2009).

2.4 Importance and role of procurement policies within the commuter bus industry in SA

As already highlighted in (section 2.2) that regulations are important in the rendering of public transport, especially since most of the beneficiaries come from the most vulnerable group (Competition Commission, 2020). The commuter industry is also guided by a set of policies and regulations to ensure that it meets the intended objectives – of providing transport services to the poor within the country. Moreover, this industry, as discussed (in section 2.3) in reference to the procurement of its bus services is guided by the following key policies and regulations, the Constitution of the Republic of South Africa, 1996, the White Paper on National Transport Policy Act, 1996, and the National Land Transport Act, No. 5 of 2009, BBBEE and PPPFA of 2000. All these policies call for the use of competitive tendering and negotiated contracting under certain conditions when contracting for the commuter bus services with private operators (Ngcamphalala, 2016, 2018; Walters, 2008, 2014, 2018 and 2020, Competition Commission, 2020). These also call for the role of the transport contracting authority to be placed with the lower government level, which is the municipalities since they are close to the people and understand their needs better. However, looking at the actual operations of the industry, these two conditions have been partially met. The next section highlights the status quo of the implementation of these policies and regulations and their implementation gaps thereof.

2.5 Repercussions of the poor implementation of the procurement policies and regulations to stakeholders in the commuter bus industry in SA

In summary, the three key transport legislations; the Constitution of the Republic of South Africa, White Paper on National Transport of 1996 and the NLTA of 2009 call for the contracting of the commuter bus services through competitive tendering, as referenced in (Ngcamphalala, 2018 and Walters, 2018). These legislations also call for the use of negotiation to contract with small businesses and municipalities. The aim for these is to bring about competition and new entrants into the mainstream of this industry and also to render safe, reliable and affordable transport. The NLTA also call for the role

of the transport authority to be delegated to municipalities as the low government structure which is closer to the people and understands their transport needs better than provinces. Furthermore, there are the procurement policies guiding on how these services should be procured, BBBEE and PPPFA which call for the inclusion of HDIs into the mainstream of doing business with the government, owning and controlling the businesses, procuring from local communities and many more as discussed (in section 2.3) (Reddy, 2016).

However, to-date, none of these have been fully implemented. The poor implementation of these policies and regulations has led to various repercussions which affect the whole industry from the subsidised operators, the government, and the commuters. Firstly, there are limited competitive tendered contracts, and these were last issued in 2001, because of a moratorium that was put in place due to limited funds (Walters, 2014; Walters, 2018; Ngcamphalala, 2018). There are limited new entrants, most of the operators are from the old apartheid regime (Ngcamphalala, 2018). Secondly, the role of transport authorities, has not been fully taken by the municipalities due to capacity issues and this has led to a lack of updated integrated transport plans, which then prevents the government from issuing new tender and/or negotiated contracts (Walters & Heyns, 2012; Ngcamphalala, 2018). That is why the industry is stagnant, this plays a huge role in the delays of moving forward as guided by the key policies.

Currently, provinces are the custodians for the current contracts (Competition Commission, 2020). They can only extend them, so they do not expire. The industry cannot survive like that. The policy implementation challenges have further influenced the flexibility to adjust routes, led to limited operational funds (the subsidies are shared between the old operators, the few new entrants into the system), old interim contracts made permanent, intimidation of bus operators by minibus taxis, discrimination against small bus operators, subsidised operators rendering poor services and many others. When we look at the operations, guided by the literature review, most of these problems stem from the partial implementation of policies and the weakness or lack of political will of the government authorities to strongly enforce the set policies. This has led to poor quality in the rendered services from the operators and the government is financially unable to adjust the routes and/or the rates. If the government continues to allow things to happen as they are, then the industry will not grow. There will never be transformation in the industry, the industry will never be financially sustainable, and the commuters will continue receiving poor bus services, being late for work and/or not even have transport at all. Monopolies will continue. The government is the only one that can fix this industry, by being firm in the implementation of the key guiding policies. Table 1 presents a summary of some of the procurement challenges faced within the commuter bus industry due to the partial implementation on these policies and their impact on the industry.

Table 1: Summary of the procurement challenges and their impact on the commuter industry

The effects of poor of policy implementation	Description	Impact to the industry	Source
Limited operating funds	<ul style="list-style-type: none"> ▪ Allocated funds do not allow operators to render the needed services adequately. ▪ Subsidy increases are not on par with inflation. 	<ul style="list-style-type: none"> ▪ Operators cannot invest or purchase new fleet. ▪ The quality of the rendered services is poor and leads to frequent accidents. ▪ Operators compromise on a lot, since they have to continue with the operations on the limited operating funds. 	<ul style="list-style-type: none"> ▪ Competition Commission, 2020
Interim contracts are made permanent	<ul style="list-style-type: none"> ▪ These contracts were meant to last for 3 years but are now 26 years old. ▪ Have been operating on a month-to-month basis since 2017 and have been on a 3-year contract due March 2023. 	<ul style="list-style-type: none"> ▪ Operators cannot invest or purchase new fleet. ▪ The quality of the rendered services is poor and leads to frequent accidents. 	<ul style="list-style-type: none"> ▪ Walters, 2018; Competition Commission, 2020
Subsidised operators are rendering compromised services	<ul style="list-style-type: none"> ▪ Limited operating funds have led to the rendering of poor services. 	<ul style="list-style-type: none"> ▪ Buses break down often and/or are running late. ▪ Some of the used buses are old and/or not roadworthy. 	<ul style="list-style-type: none"> ▪ Competition Commission, 2020
Frequent intimidation by the minibus taxi industry	<ul style="list-style-type: none"> ▪ Intimidation or unhealthy competition still persists between the bus operators and the minibus taxi industry. 	<ul style="list-style-type: none"> ▪ These operators are fighting over routes and at times buses are torched. 	<ul style="list-style-type: none"> ▪ Competition Commission, 2020 and SABOA, 2016
Lack of agreement between stakeholders on the best procurement practices	<ul style="list-style-type: none"> ▪ Operators favour negotiated contracts whilst the government prefer competitive 	<ul style="list-style-type: none"> ▪ There is division within the industry, based on preferences instead of following the guiding policies - NLTA and White 	<ul style="list-style-type: none"> ▪ Walters & Cloete, 2008, Simpson et al., 2012:23, NDoT, 2009 and Competition Commission, 2020

The effects of poor of policy implementation	Description	Impact to the industry	Source
	<p>tendering, since it is transparent and allows the inclusion of new entrants into the operations.</p> <ul style="list-style-type: none"> ▪ SBOs have advised that should they be considered for these contracts; they would prefer the negotiated contracts. 	<p>Paper on National Transport of 1996.</p> <ul style="list-style-type: none"> ▪ No new tender contracts have been introduced since 2003. ▪ Negotiated contracts are mostly operated by municipal bus operators and a few of SBOs. 	
Lack of deep interest and political will	<ul style="list-style-type: none"> ▪ Lack of political will from government to challenge and overcome resistance. ▪ Lack of significant resources from government to support reforms. ▪ Government officials with vested interest aim to maintain the status quo. ▪ Reforms are put in effect, but with no action or implementation. 	<ul style="list-style-type: none"> ▪ The guiding procurement policies are partially implemented – no new tendered contracts have been introduced since 2003, negotiated contracts are misunderstood and interim contracts are still in place 26 years later, when they were to last for 3 years. ▪ Repealed and outdated policies, regulations and other “agreements” are guiding the procurement of the bus services, causing confusion on the contract management authorities and procurement practices to be followed. 	<ul style="list-style-type: none"> ▪ Hunja, 2011; Competition Commission

Source: Authors’ own compilation

3. Research Methodology

For the purpose of this paper a qualitative exploratory case study was followed, with the aim to explore in-depth knowledge of the policies and regulations guiding procurement within the commuter bus industry and explore their impact in regard to this function and the holistic operations of the industry in SA. It employed a mono-method of the semi-structured interview to gather qualitative data employing data source triangulation to strengthen the results of the study. Data source triangulation involves the collection of data from different types of people, including individuals, groups, families, and communities, to gain multiple perspectives and validation of data (Carter, Bryant-Lukosius, DiCenso, Blythe & Neville, 2014). For this study, the data source triangulation consisted of the different groups playing a major role (as mentioned earlier in this discussion) in the subsidised provincial commuter bus industry, in South Africa.

A total of 23 participants partook in the study, consisting of individuals involved in direct operations of this industry, including government officials (from the National Department of Transport, 7 of the 9 provincial departments of Transport, that are responsible for the management of the operations), officials from National Treasury as the body which manages South Africa's national government finances and the Department of Transport is no exception, industry experts, academics and consultants (who are serving as advisory bodies to the National Department of Transport and the operators on the interpretation of the policies and operating information), the incumbent operators (who are the service providers of these services), a commuter bus forum representative (representing the commuters on voicing their concerns and expectations from the government) and the Competition Commission (an independent body from the operators and the government officials). It should also be noted that this sample is more than adequate for a qualitative study, which usually uses 20-30 participants (Mason, 2010). Also, increasing this sample size beyond this level will not contribute to new evidence (Ritchie and Lewis, 2003). According to Ritchie and Lewis (2003), as a very general rule of thumb, qualitative samples for a single study involving individual interviews only often lie under 50. The study participants contained a balanced selection of public and private individuals within the commuter bus industry, with a specific focus on participants with ample knowledge in the subsidised provincial bus industry in South Africa.

The participants were selected using the nonprobability sampling technique, employing both purposive and snowballing sampling techniques. Initially, only purposive sampling was to be employed, including those who are directly involved in the operations of this industry. According to Teddie and Yu (2007), purposive sampling is primarily used in qualitative studies (e.g., individuals, groups of individuals or institutions) are selected based on a specific purpose or where people are deliberately selected for the important information they provide. With the study industry being sensitive and the participants holding

top positions, accessing them proved to be difficult – and thus the researchers had to rely on the participants for referrals – which helped a lot. This then led to the researchers using the snowballing sampling technique as well. Snowballing sampling method is a link-tracing technique that relies on a series of referrals within a circle of people who know one another or are loosely connected to obtain a wider range of research contacts. Many of the interview appointments were acquired through the referrals of the Southern African Bus Operators Association (SABOA), whom we are forever indebted to. Through these referrals the participants got to trust and be comfortable with the interviewer.

The interview guide used in this paper was first developed based on the literature review. For validity purposes, the supervisor was consulted for inputs and recommendations then it was improved. Furthermore, the pilot study was used as a check and the guide was cleaned up again. The interviews were semi-structured, and they were themed open-end questions with follow-up questions to guide the discussions. They were scheduled for 60 minutes, to allow the participants adequate time to respond to the questions. There was a variation in terms of the time covered on the interviews, ranging from 45 minutes, 60 minutes, 90 minutes, and others went over to 120 minutes. The interviews were conducted virtually via Microsoft Teams and Zoom, due to the Covid-19 pandemic facing the world, with one that was conducted in part in person, in October 2022 - when the restrictions had been eased. The interviews were recorded whilst the interviewer took notes. The interviews were conducted over a period of 10 months, between February and October 2022.

The data was analysed using Atlas. ti 23 software package. The first step was the transcription of the data, and since the industry is very sensitive, the author that conducted the interviews had to personally transcribed all the 23 interviews, removing any private information and identifiers. The second step was to request for the assistance of a professional qualitative data expert to assist with the coding. This served two purposes, data coding and to ensure and improve the trustworthiness of the study, seeing that more than one set of eyes looked were involved in the data analysis. A thematic analysis was used to analyse the information provided by the interviewees, following Braun and Clarke's (2006) thematic analysis.

3.1 Ethics

With this study following a qualitative research design, ethical issues have to be considered in accordance with that. This relates to allowing the participants the flexibility to withdraw from the study at any stage of the data collection process and giving consent to be recorded, seeing that the data was collected during the Covid-19 restrictions in 2022. Furthermore, with the commuter bus industry being very sensitive, participants have to be assured of the unanimity. In addition, this study will conform to the University of South Africa's research policy as per the Policy on Research Ethics (***, 2007). The study acquired the institutional ethics approval in 2020, with ethics number: Ref#: 2020_CEMS_DAM_012.

4. Results and Findings

This section presents the study results according to the research objective and questions. The discussion is starting with the characteristics of the participants, then the results of the research objective.

4.1 Participants characteristics

The demographic details show the representation of the twenty-three participants who participated in this study based on ethical resolve. The participants were meticulously selected based on a criteria designed by the researchers to streamline the concept of the research aim under investigation. This objective of the demographic profile of this study was singularly based on the narrative contributions of the participants but also to obtain in-depth knowledge that potentially engenders an expert evaluation regarding the procurement of the commuter bus services in South Africa. The participants have a minimum of 3 years of experience in the industry, which indicates that they are knowledgeable and have rich and practical experience. These were classified as follows, race, gender and professional representation, as depicted in figures 1, 2, and table 2 below.

Table 2: Summary of demographic information of the participants

Name	Gender	Affiliation	No of years in the industry
Participant 1	Male	KwaZulu Natal government official	20 years
Participant 2	Male	Gauteng bus operator	18 years
Participant 3	Female	National Treasury official	3 years
Participant 4	Male	KwaZulu Natal bus operator	36 years
Participant 5	Male	Public transport consultant	53 years
Participant 6	Male	Western Cape bus operator	36 years
Participant 7	Male	Limpopo bus operator	10 years
Participant 8	Male	Mpumalanga government official	16 years
Participant 9	Male	Industry academic expert	> 30 years
Participant 10	Male	Gauteng government official	> 6 years
Participant 11	Male	Limpopo government official	12 years
Participant 12	Male	Industry consultant	> 20 years
Participant 13	Male	National Department of Transport	> 30 years
Participant 14	Male	SANSBOC representative	4 years
Participant 15	Female	Competition Commission official	10 years
Participant 16	Male	Free State government official	5 years
Participant 17	Male	Western Cape government official	> 6 years
Participant 18	Male	Eastern Cape bus operator	26 years
Participant 19	Male	SABOA representative	> 30 years
Participant 20	Male	Eastern Cape bus operator	25 years
Participant 21	Male	Mpumalanga bus operator	34 years
Participant 22	Male	Commuter bus forum representative	> 15 years
Participant 23	Male	Small bus operator	13 years

Source: Author's own compilation

4.1.1 Distribution of participants by gender and race

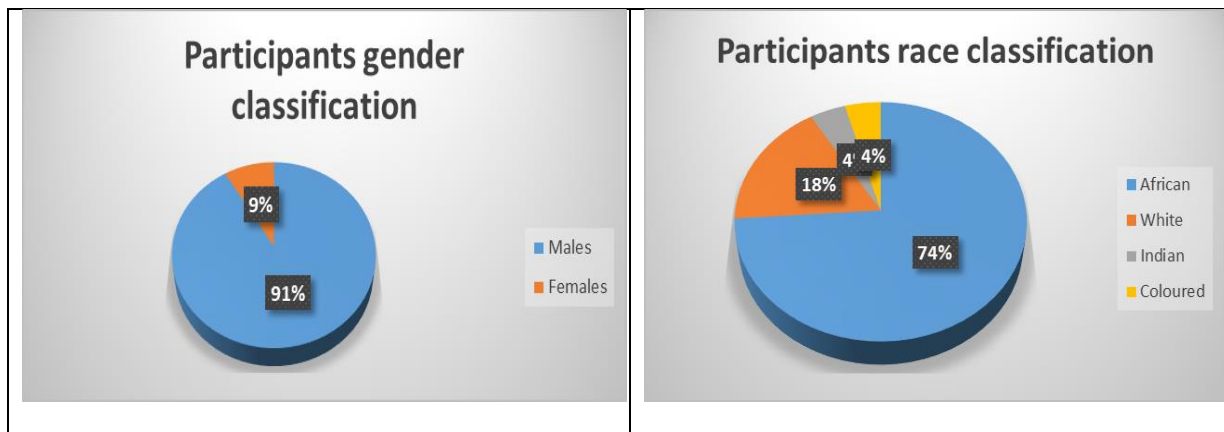


Figure 1: Participants gender and race classification. Source: Author’s own compilation

The inclusion criteria were that the participants had to be actively involved in the industry, from an operational, advisory or management responsibility. It was interesting to note that majority of the participants were males and only two females. This was not one of the research objectives, but it feeds into the industry’s transformation as guided by transformation polices towards socio-economic development within the industry and country through the transformation and inclusion of women in the operations.

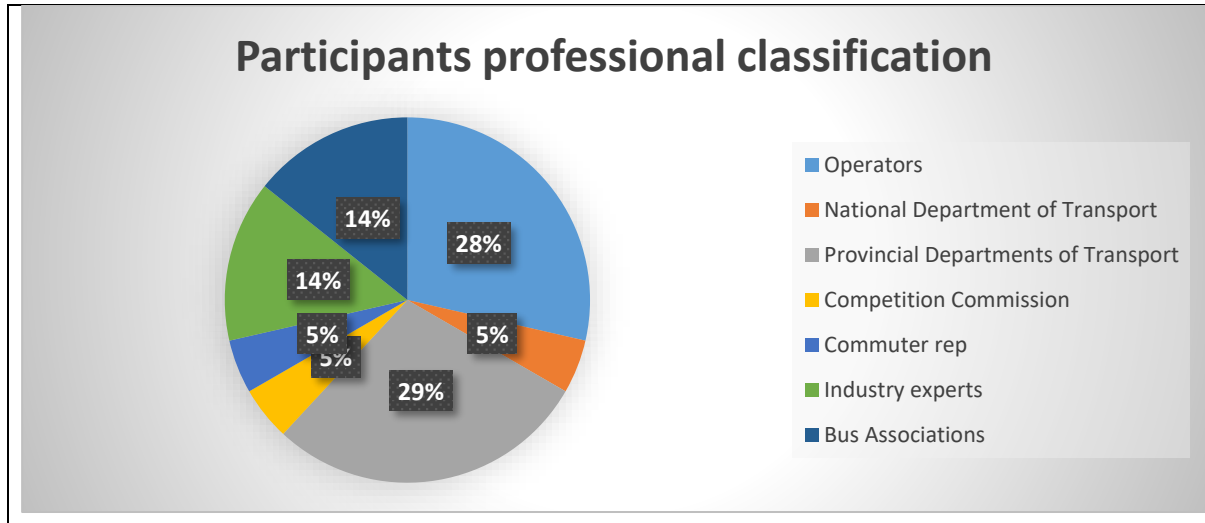


Figure 2: Participants professional classification. Source: Authors’ own compilation

From figure 1, 2 and table 2 we can see again that there was a fair representation amongst the participants, with the different races, and the different professional classifications amongst the participants. It was also interesting to note that the industry has transformed to a certain extent in terms of management positions, with more Africans holding managerial positions. As we see in this figure, there are more Africans than any other race. The classification of the operators had a combination of rural and urban operators which benefitted the study a lot, since they both presented their challenges

unique to their operational areas, reference and impact of the guiding policies. It should also be noted that the majority of the participants over fifteen years of experience in the industry, with a few with ± five years of experience, which led to valuable findings.

4.2 Policies and regulation guiding procurement within the commuter bus industry

This research objective aim to determine what the procurement policies and regulations are, what do these regulations call for in relation to the procurement of these bus services and are these policies implemented. The presentation starts with the key themes that were identified to fulfil this objective and these are depicted in figures 4.3 below.

The main themes that emerged from the data analysis process in relation to this objective are presented in Figure 3. This diagram shows the main themes which emerged from the grouping of the different codes and reflects the relationship between the codes, the themes, and the main objective, which is the procurement policies and regulations. Five major themes were developed: (1) Financial negligence; (2) Financial constraints; (3) Implementation delays; (4) Enforcement influences and (5) Key operational drivers. The main objective is highlighted in yellow, the themes in green and the codes were left blank, for ease of reference.

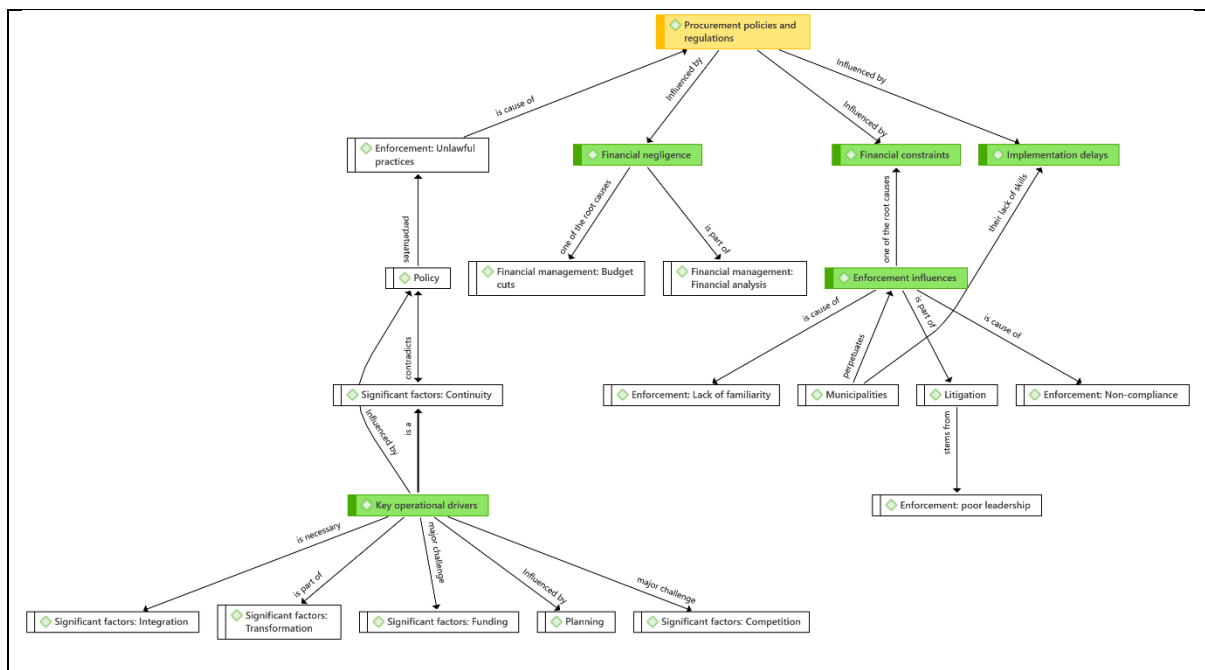


Figure 3: Identified procurement themes, codes and the relationship on the procurement policies and regulations. Source: Author’s own compilation

From the figure above, one can see that the full implementation of the procurement policies and regulations has a number of influencing elements that need to be addressed for an inefficient implementation of these policies and regulations; ranging from lack of skills, lack of funding, poor government leadership, lack of enforcement of transformation, delays in the revision of the policies themselves amongst others. These are all serious hindrances and cannot be resolved in a day, month, or

even a year, but it will take years for the municipalities to be trained and skilled up to be able to plan and manage these contracts, for government to get their house in order and be able to revise and implement the guiding policies, avail funding to support this industry amongst other critical changes.

The second presentation is on the policies and guidelines guiding how these bus services are procured and these results presented in this section to answer this research question:

What are the policies and regulations guiding the procurement of the commuter bus industry in South Africa?

The participants were asked to provide the policies and regulations guiding procurement within the commuter bus industry. The top common policy documents familiar with the participants are shown in Figure 4 below. Other identified guiding documentation included Supply chain management policies, integrated policies, Intermodal planning committees.

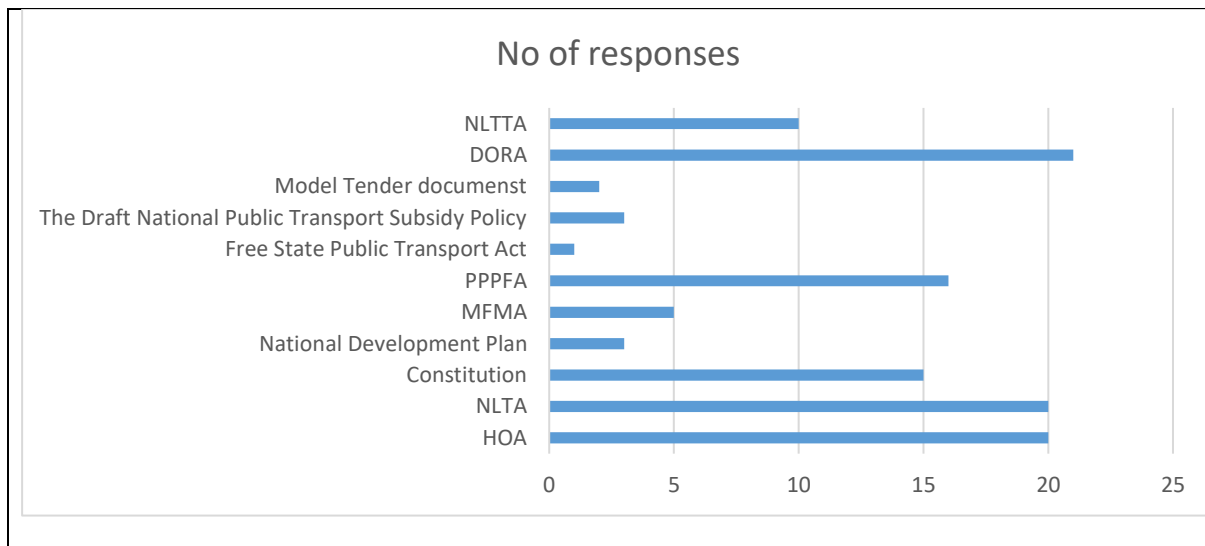


Figure 4: Identified procurement policies and regulations

Below are some examples of the participants’ quotations on the policies guiding procurement in the industry, including the Constitution of South Africa, the National Land of Transport of 1996, the BBBEE and the PPPFA.

Participant 20 outlines that one of the policies that need to be in place is the **BBBEE** which represents black economic empowerment. They state that this policy should be in place and means of introducing previously disadvantaged individuals into the industry instead of subsidizing companies that are already well-established. They mention that: “I think the I don't know whether it's the policy or what the point that you have raised around the BEE broad based black economic empowerment is supposed to be in place.”

Participant 8 further concurs that other acts are within the constitution that supports and guide the process of procurement. They state that: “They know that, but do they have a will or it's more about

what is in for me. You have what you call which is provided in terms of intergovernmental relation guided by the Constitution, NLTA and Uh, Division of Revenue Act, frameworks and everything.”

Participant 10 further articulates the governance of the DORA. They state that: “So most of the things that we do are really governed by the constitutional Act like for example the subsidy that we give is mostly, mostly governed by Dora the Division of Revenue Act.”

The development of the Free State Public Transport Act is supported by the National policy that governs transportation in South Africa. The difference it brings is its focus on the Free State province. Participant 16 expresses that: “Basically, what we did, what we did from a province perspective is that we took the NLTA and then we find tuned it so that it is in line with the provincial framework in the Free State and then so therefore we then established our own act, which is like the Free State Public Transport Act, but there are no discrepancies, there is no differences between the two pieces of legislation. It's just that the National Land Transport Act looks at things from a broader perspective and then our legislation focuses on the Free State, on the Free State only.”

Participant 4 instigates that signing this agreement is an indication that there are certain permits that one has received as such they need to honour that agreement. They state that: “if you never had an HOA you would have had a situation where people had permits to for life. So, a lot of people. Evergreen? Yeah. A lot of stuff had to be given away for this to be there in place. Now when employers are taking this matter, they're not taking it up on the basis only of themselves. They're saying, listen, we got an HOA in place, honour it. Because you only honour it once off. But it can be only honoured in the form of a tendered contract. If you remember, if it's a negotiated contract, it doesn't apply.”

Participant 23 expresses that the NLTA response of 2009 was developed as means of including those that have been disadvantaged and accommodating small bus operators. They articulate that: “when I respond to your question, I'll refer every time to the legislation, um the National Land Transport Act number 5 of 2009, reference to section 41, uh was developed to integrate the previously disadvantaged to the sector.”

4.3 Repercussion of the poor implementation of the guiding procurement within the commuter bus industry

The findings in this section present the participants' responses to the second research question:

What is the impact that these policies have on the operations and on the sustainability of the commuter bus industry?

The participants were asked to discuss the impact that the partial implementation of these policies have on their operations and the industry at large. Some of the identified challenges included operational funds, access, leadership, quality of rendered services, unhealthy competition and misinterpretation of the guiding policies and are displayed in figure 5 below.

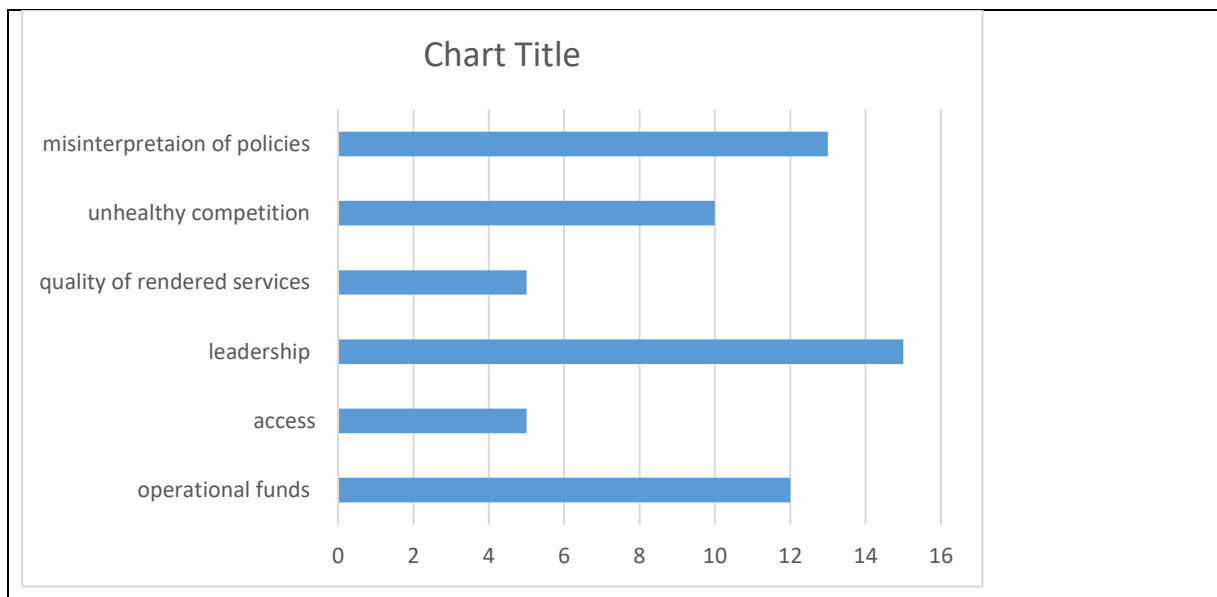


Figure 5: Identified procurement policies and regulations challenges. Authors' own compilation

The “operational funds” refer to the funds needed to issue out new contracts, and/or bring in new entrants into the mainstream. “Access” refers to the opening of the industry to new entrants into the industry in contracting and doing business with government. “Leadership” refers to the role to be played by the government to lead and drive the industry in terms of introducing and implementing key policies. “Quality of rendered services”, refers to the use of vehicles that are not roadworthy to render the subsidised commuter bus services, which has led to loss of lives of commuters in the past few years. “Unhealthy competition” refers to the competition from other modes of public transport in rendering public transport services in South Africa. The “misinterpretation of the guiding policies” refers to both operators, government and commuters not understanding or partially understanding what the policy or regulation calls for in terms of performing the procurement function within the industry.

All the above-mentioned themes are repercussions of the government not being able to implement the guiding policies and regulations which call for amongst other things; the use of competitive tendering and negotiation, ii) the return of the role and responsibility of the transport authority back to municipalities, and iii) the revision and availability of integrated transport plans every five years. More challenges were identified, but due to limited space, a few are discussed in this paper. The other challenges include limited skills and knowledge from the government side, using BBBEE as scorecards, no thorough research done, inherited contracts not aligned to the current needs. These are partial results and thus will be briefly discussed due to space constraints since these results come from the main study.

- (i) **Operational funds:** This refers to the Operational funds that the government has for adding new entrants into the mainstream of contracting with it. Most of the participants complained about this one. In fact, it was the most flagged challenge by the participants. They highlighted that government

always states that they cannot add new entrants into the mainstream, because they do not have funds. They cannot increase the operating rates or even move to competitive tendering and/or add new negotiated contracts. Some of the participants expressed their views on this as follows:

Participant 21: “So, in that sense, I think we are very lucky, but I think for the rest of, for most of the, the smaller bus companies, they are in dire stress. I think that most of, more of them didn't close is, is actually quite astonishing. But I think that's, that's a challenge is, is that the, the, the, the, uh, subsidy did not keep track with, with the, with the actual cost. And I think if, if you, if you have a tender or negotiated or whatever contract, there should be some, um, formula in there so that you can, you can stay, uh, reliable and sustainable.”

Participant 16: “It's, it's actually um, a very frustrating thing because if you re expected to deliver high service levels with minimum or the minimum rates, I mean you know quality sometimes is, is related to um, the pricing and the value that you give.”

Participant 15: “It was funding. Funding was the one that that that came out the most um. Provinces um came back to say that as wonderful as it would have been to have negotiated contracts and or tendering or even competition for the market um lack of funding was what would be the biggest hindrance.”

- (ii) **Access:** this refers to the opening of the commuter bus industry to new entrants into the mainstream, through the inclusion of small bus operators of HDIs. This could be done through subcontracting, where the government proposes through policies 30% of the main contracts (PPPA), but the incumbent operators are proposing 10% as agreed on the HoA. Four sub-themes emerged from this theme; “limited operating experience of SBOs”, “discrimination against small bus operators (SBOs)”, “lack of agreement on subcontracting rate, and interim contracts being permanent. This is what participants had to say on these:

Participant 21: “I think from, from a, from a company's point of view, you know, to take 30% of your, of your, uh, of your services to give to, to somebody else, it's, it's a, it's a knock that you are left to, uh, take. Because it's, it's 30% of what you have worked for that you have to give away.”

Participant 4: “Well, listen, I don't believe it's working because you have a disparity at the moment of interim contracts. You've got tendered contracts and you got negotiated. Now the majority of the monies that are currently made available for subsidies are going to interim contract holders. OK. Now that that that in many respects. Firstly, the system is wrong of interim contract but more importantly it could have been prevented years ago.”

- (iii) **Leadership:** this refers to the government's role in introducing, revising, implementing and enforcing the guiding policies in the industry. Also, on ensuring that local government is supported with skilled workforce, especially ton interpreting the policies and the development of integrated transport plans.

This was also flagged as the main contributor to the malfunction of the industry. The government cannot implement or advertise new competitive contracts, because amongst other things municipalities do not have qualified personnel to develop new integrated transport plans, the ones that are available are outdated- over the stipulated five years. The sub-themes that emerged from this include “lack of agreement between stakeholders on the best procurement practices”, “lack of deep interest and political will on enforcement of policies” and “limited administrative skills to employ these policies”. This is what participants had to say on this.

Participant 16: “Yeah, look, I, I, I put most of the blame with National Department for everything you've mentioned. You know, there's no proper policy, there's no accepted buy-in from the provinces and then there's no leadership from national and to make sure that policy is carried out properly. I don't exactly know where the problem lies.”

Participant 4: “Yes, absolutely. This industry is basically floating with no guiding policies or structure and from. We don't have strong leadership and all we've been at the moment that and that's why we are scratching at straws. Oh goodness. Which is very, very sad.”

Participant 6: “So, I think it is a lack of leadership from National Department. A lack of policy lack of leadership and they don't have the courage to interfere in the provinces and say to them you can't do this so. The participant continues to say that the reason for the differentiated approach in different provinces is because of a delay in addressing the requirements that were expected to be fulfilled by the leadership during a particular era. “I think I started with it some time back, the reason why there is this differentiated approach in different provinces - the delay in the time frame of addressing what was expected to be done at that particular time by the leadership of that era, that causes the problem.”

(iv) **Quality of rendered services:** this refers to the quality of the services received by the commuters, ranging from the quality of the used vehicles, bus driver behaviours, and others which is directly affected by the operators' inflation rates or lack of increases and the commuters' safety or travelling schedule. This is what the participants had to say on this.

Participant 21: “Yeah, I think, I think if you've got contracts for, especially for, for operators, you know, the bus industry particularly, and I, I would gather that the same will be with the others if they partake in the system, is that the, um, the increases in, in subsidy or let's, let's call it the subsidy, but it's, it's in the grants did not, uh, keep track with the, with the increases in, in costs. And I think a lot of, of the companies got so well, so far behind that they decided not to do bus replacement. Uh, you can look at some of the companies what the, what the, what the state of the vehicles are. It's not because of their own doing. I think it's just the fact that they, they didn't get the money to be able to do the, the bus replacement as they should have. I think in our case, like I said, you know, we've, we win for the higher capacity vehicles, we reduce the number of vehicles in that way, and in that way we, we kept, um, well basically on par with, with, with the, with the, uh, increase in in costs.”

Participant 23: “I mean like you'll find that even if we get an employment in certain areas so you'll be traveling with the bus please you are a change or will not. We will not gonna take you. Because they

are aware that if you're traveling with a bus, you're going to give them same late coming late, coming excuse.”

- (v) **Unhealthy competition:** this refers to the competition between the different modes rendering public transport in the country, between the buses, minibuses and taxis over the same passengers. A single sub-theme emerged from this, that of taxi intimidation, where the minibuses operators are fighting to partake in this industry, complaining of exclusion when by now public transport should be integrated. This has resulted to at times the burning or damaging of the buses. These intimidation incidents affect both the bus operators and the commuters benefiting from these services (SABOA, 2016). This is what the participants had to say on this.

Participant 21: “I think that's one of the problems with the integrated transport plans that we've got is that the, the taxi, the taxi people cannot, uh, seem to, to work together, you know, the different associations. So, I think that's the biggest challenge for, for government.”

Participant 6: “Yeah, we do. Unfortunately, we do. I didn't know if I should include those real operational issues, but yes, we do. There's, you know, we lose between 10 and 15 buses a year that's torched and burnt completely. Every month, 200 buses are stoned, just stoned by with rocks. We have up to 8 armed robberies a week on our buses. So, the criminal environment and the lawlessness of the environment we in is terrible.”

5. Managerial Implications

The paper reported on personal experiences of the different stakeholders within the subsidised commuter bus industry in South Africa, on the policies and regulation guiding how the commuter bus services should be procured and how their partial implementation has affected them as groups and the industry at large. The paper makes some recommendations to especially the government to pay attention to the key policies and regulations guiding this industry, for the industry to grow and maintain sustainability. Sustainability in this case, refers to growth within local, intra-continental. The bus industry and/or public transport can contribute greatly to the country's economy if nurtured properly, through effective regulation employment and financial investment (Royan, 2020). Firstly, the government needs to be intentional about this industry, by ensuring that there are working policies and regulations and that they are implemented and enforced. For example, make a follow up on the 2017 White Paper on Transport, the Subsidy policy and ensure that these are finalised and implemented, because right now this exercise, looks like a box ticking exercise to say, ‘we are doing something’. Furthermore, government needs to be intentional in the training of the municipal staff and provide support and training on the development and improvement of the integrated transport plans. As mentioned in the paper discussion, most of the key policies are partially implemented and as mentioned in the example above some policies are still under revision, for example the Revised National Land

Transport Act of 2019 it was returned to the Department of Transport for revision by the President in 2020 and to date, there has not been any progress. For government to achieve this, it needs to employ and follow a public policy management process (Ngcamphalala, 2021), where a policy manager employs and finds a balance of different approaches as dictated by social, economic and political circumstances (Gumede, 2011). Secondly, the government needs to be open with the other stakeholders on challenges they are facing and vice versa with the operators and not see each other as enemies. For example, to explain why and how they do not have money to fund the operations and come up with resolutions as a collective on how to address that. One of the things influencing the full lack of implementation of these regulations is that each man is of its own. For example, the government implement certain conditions (as stipulated in the acts), but without proper communication and then the operators take them to court. However, it is the commuters who end up suffering, whilst they are the beneficiaries of these services and without them, the industry will not be there.

6. Conclusions, Limitations and Future Research

As discovered in the literature review, the commuter bus industry ought to procure these services through competitive tendering, and negotiation as guided by the guiding policies, the Constitution of South Africa, White paper on National Transport of 1996, National Land Transport Act of 2009, PPPFA of 2003 and the BBBEE (Walters, 2014, Ngcamphalala, 2018; Walters, 2018). Looking at the empirical findings, there seem to be an agreement amongst the participants and the literature that these identified policies are the ones guiding on how this industry should procure and on the practices that should be used. There were however certain conditions that the operators needed the government to fulfil in that regard, for instance proper financial investment into the industry, training their staff on transport economics, which involves the development of transport plans.

With reference to the impact of these policies, it was evident that the partial implementation of these policies is greatly affecting the industry and all its stakeholders. For example, in regard to the BBBEE Act, it was revealed that it is misinterpreted by both the operators and officials, in that this act, says tenders are to be awarded to tenderers with the highest points based on the preference system, depending on the BBBEE status level of the organisation. This leads to the following challenges; conflict of interest resulting in financial gain by tender board members, the lack of suitable Black suppliers, resulting in fronting, poor quality of services and unfavourable pricing by SMEs, mainly because of the reduced competition as a result of the preference (Reddy, 2006). It has now become a box-ticking exercise than fulfilling the requirement of the act. The other act that is misinterpreted is the PPPFA, operators and government officials only focus on hiring local communities, as drivers, cleaners etc, and leave out the other requirement that the HDIs need to own the contracts – this is evidence of partial implementation. Also, the fact that no new contracts have been concluded, no new transport plans have been made,

which is the government's responsibility is another partial implementation of the NLTA of 2009, the Constitution of South Africa and the White paper on National Transport of 1996.

First and foremost, the beneficiaries are not happy with the rendered services, since some of the used vehicles are not roadworthy and they break down at times resulting in them being late or missing work. Furthermore, due to the limited operating funds, some of the new settlements are not serviced because operators are not subsidised on those – at times operators render these as unsubsidised routes, making a loss. Operators on the other hand are operating under the old specifications, with no inflation, operating short-term contracts, which do not qualify them for financing by the financial houses. From that, operators cannot even buy new fleet. The government officials lack administrative skills to develop transport plans and introduce new contracts. All these challenges were highlighted in the empirical findings and are backed up by the literature, with no progress on the introduction of competitive tendered contracts, limited operational funds (Walters, 2014; Walters, 2018; Ngcamphalala, 2018). Furthermore, the lack of updated integrated transport plans, came up in the empirical findings as one of government's hinderances on issuing new tender and/or negotiated contracts (Walters & Heyns, 2012; Ngcamphalala, 2018). The inability of the government to implement its public policies adequately, has led to “unacceptable service delivery backlogs and problems which had the ability to threaten internal peace and stability” Sebola (2014), Bond (2014) as well as Akinboade, Mokwena & Kinfac (2014)

Lastly, the study experienced a few limitations, including the study using a single-case study design, which meant that the sample population might not be representative of a larger population. To address this issue, the researchers chose an industry that is to form part of the Integrated Transport Plan in South Africa, even though it is one industry out of the three intended modes of transport (bus, minibus taxi and rail) and thus the findings can be adopted there as well. Another limitation was the research methodology, because this study was a qualitative study and did not aim to quantify anything and thus other researchers can employ a quantitative approach and quantify maybe how commuters as the beneficiaries of these services feel about the rendered services.

Acknowledgments

The authors would like to express their heartfelt gratitude to the University and the NRF for their financial support in conducting this study as part of the degree in Doctor of Philosophy in Management Sciences.

References

- Akinboade, O.A., Mokwena, M.P. & Kinfac, E.C. (2014). Protesting for improved public service delivery in South Africa's Sedibeng District. *Social Indicators Research*, 119 (1):1-23.
- Anderson, C. (2010). Presenting and evaluating qualitative research. *American Journal of Pharmaceutical Education*, 74(8), 1-7.

- Bond, P. (2014). South Africa's resource curses and growing social resistance. *Monthly Review: An Independent Socialist Magazine*, 65(11):1-21.
- Bronkhorst, L. (2019) Identifying the challenges faced by a private bus operator. Master of Business Administration. North-West University.
- Department of Transport. (2009). National Land Transport Act, Act No 5 of 2009. Pretoria. South Africa.
- Engelbrecht, W. & Ramgovind, P. (2020). Transportation Management. A Southern African Perspective. Pretoria: Van Schaik. 1st edition. 230-233.
- Gumede, V. (2011). Public policy making in South Africa. In A. Venter & C. Landsberg (Eds.), *Government & Politics in South Africa* (4th ed.). van Schaik.
- Hlatshwayo, M. (2022). The public transport crisis in South Africa: through the eyes of the four revolutions.
- Hunja, R. (2011). Obstacles to public procurement reform in developing countries. *International Journal*, 10(2), 167-170.
- Law Library. (2021). *Putco (Pty) Ltd v MEC for Roads and Transport Gauteng and Another Trustees of Bus Industries Restructuring Fund and Another v Gauteng Department of Roads and Transport and others* (07 December 2021). Available at: <https://lawlibrary.org.co.za>. [Accessed: 6 April 2022].
- Mbowa, K., Aigbavboa, C., Akinshipe, O., and Thwala, D.W. (2020). An overview of key emerging technologies transforming public transport in the Fourth Industrial Revolution era. *International Conference on Engineering for Sustainable World, ICESW*.
- National Planning Commission (NPC). (2013). *National Development Plan: Vision 2030*. Pretoria: The Presidency, Republic of South Africa.
- Naudé, L.J. (1999). An evaluation of the impact of the South African public transport policy on the restructuring of the commuter bus industry. Doctoral thesis. Johannesburg: Rand Afrikaans University.
- Ngcamphalala, S. (2021). Exploring adaptive policy management and evaluation for improved water resources management in the face of uncertainty and complexity in South Africa. Doctoral thesis. Cape Town. University of Cape Town.
- Ngcamphalala, T.K.T. & Ambe, I.M. (2016). Policies and regulations guiding procurement practices in the South African commuter bus sector. *Journal of Contemporary Management*, 13: 1204-1224.
- Ngcamphalala, T.K.T. (2018). Procurement practices employed within the commuter bus industry in the Gauteng Province of South Africa. Mcom Dissertation. Pretoria. University of South Africa.
- PARLYREPORTSA. (2013). Troubled bus industry goes to Parliament. [Online] Available at: <http://parlyreportsa.co.za/finance-economic/troubled-bus-industry-goes-to-parliament>. [Accessed: 15 August 2015].
- Reddy, K. (2016). The evolving role of business in contributing to social justice in South Africa in terms of legislative measures. *Corporate ownership and Control*, 13(2), 465-472.
- Roux, N.L. (2002). Public policy-making and policy analysis in South Africa amidst transformation, change and globalisation: Views on participants and role players in the policy analytic procedure. *Journal of Public Administration*, December: 37(4), 418-37.
- Royan-Munsamy, M. (2020). Transportation Management. A Southern African Perspective. Edited by Ramgovind, P. & Engelbrecht, W.H. Hatfield: Van Schaik. 1st edition. 83-104.
- Rypstra, U. (2011). Critical analysis. Cargo carriers. Available at: http://www.focusontransport.co.za/archive/images/stories/april2011/critical_analysis.pdf. [Accessed: 19 April 2017].

- Sebola, M.P. (2014). Research in South African public administration: The paradox of Science, Politics and Economics of a public policy. *Bangladesh e-Journal of Sociology*, 11(2):29-40.
- Simpson, Z., McKay, T., Patel, N., Sithole, A., Chipp, K., & Mambo, J. (2012). "Past and present Travel patterns in the Gauteng City-region." Research report commissioned by the Gauteng City Region Observatory. Awaiting Publication.
- Southern African Bus Operators Association (SABOA). (2016/2017) annual report to council and the AGM. [Online] Available at <http://www.saboa.co.za>. [Accessed: 17 December 2017].
- South Africa. Competition Commission. (2020). Market inquiry into land based public passenger transport. Available at: https://cisp.cachefly.net/assets/articles/attachments/81562_provisional_main_report_for_public_comment__19february2020_non-confidential_version.pdf. [Accessed: 23 November 2020].
- Venter, R., Levy, A., Conradie, & Holtzhauen M. (2009). *Labour Relations in South Africa*. 3rd edition. Cape Town: Oxford University Press.
- Walters, J. (2008). Overview of public transport policy developments in South Africa. *Research in Transport Economics*, 22(1):98–108.
- Walters, J. (2010). Is the bus transport contracting system in South Africa leading to a trusting relationship between contracted parties? An analysis of funding issues and the impact on relations between government and the operators. *Research in Transportation Economics*, 29:362–370.
- Walters, J. (2012). Overview of public transport policy developments in South Africa.
- Walters, J. (2013). Overview of public transport policy developments in South Africa. *Research in Transportation Economics*, 39:34–25.
- Walters, J. (2014). Public transport policy implementation in South Africa: Quo vadis? *Journal of Transport and Economics*, (8)1:1–10.
- Walters, J. (2018). Potential cost implications of contracting risks – the views of bus operators in South Africa. *Research in Transport Economics*, 69:235–244. Elsevier.
- Walters, J. & Cloete, D. (2008). The South African experience with negotiated versus competitively tendered bus contracts. *Transport Research Part A*, (42):1163–1175.
- Walters, J. & Heyns, G. (2012). Problems with the implementation of bus transport contracting in South Africa. *Journal of Transport and Supply Chain Management*, 6(1):35-54.
- Walters, J. & Manamela, L. (2016). 'Challenges faced by small-bus operators in participating in the formal public transport system', *Journal of Transport and Supply Chain Management*, 10(1):1-11.
- World Bank. (1994). *Development Report 1994: Infrastructure for Development*, World Bank Indicators. The World Bank, Washington, DC.
- Zhang, Y., & Wildemuth, B.M. (2009). *Qualitative analysis of content: applications of social research methods to questions in Information and Library Science*. Libraries Unlimited: Westport, CT.