



transport

Department:  
Transport  
REPUBLIC OF SOUTH AFRICA

# **AN ANIMAL DRAWN TRANSPORTATION POLICY FOR SOUTH AFRICA**



“Minister Radebe , Jeremy Cronin and MEC Thobile Mhlahlo on an Oxen Drawn Cart.  
(Source: Daily Dispatch 21 April 2006)

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## **MINISTER'S FOREWORD**



It is once more my pleasure to release one more installment in the series of three policy discussion documents on Non-Motorized Transportation (NMT), namely the animal drawn transportation policy discussion document. The two other policy discussion documents are concerned with cycling and walking.

For the past two years the Department of Transport has highlighted the use of non-motorized transport for a day during the October Transport Month. This has been done with the full knowledge that some of our people, especially in rural areas, live this experience daily and sometimes throughout their lives. These policy discussion documents are the Department of Transport's early interventions towards reversing their problems of accessibility and mobility.

This document on animal transportation is not only an issue of transportation, but also an issue of how rural people can make optimal use of the meager resources at their disposal, including animals. The issue of animal transportation is also an urban issue in so far as the acceptance, again, of this mode of transportation into the city bounds is concerned. This policy discussion document is not advocating for the colonization of the streets and the road network by animal transportation, but it is fully behind localized innovations which will permit the use of animal transportation in certain parts of towns, subject of course to proper controls measures by transport authorities. The interaction between urban and rural, and the resultant merging of their economies, is the major platform of the Accelerated and Shared Growth Initiative For South Africa (ASGISA).

We are the first to acknowledge that a discussion document on its own will not be a magic wand for the reversal of the distortions that exist between urban and rural people. However, the vigour with which stakeholders and interested parties will engage with this discussion document, should be a precursor for the robustness of the interventions that will follow. In addition to these interventions, the document highlights some of the non-transport solutions that can be adopted to solve transport problems.

I therefore call on all parties, fellow government Departments, the private sector, rural communities, entrepreneurs, the young and the old, animal traction enthusiasts and development partners to make contributions to the development of this policy, so that in the final analysis, the Department will evolve a policy that will benefit a greater number of our people.

**J.T.RADEBE, MP**  
**MINISTER OF TRANSPORT**

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## ABBREVIATIONS

AARTO	Administrative Adjudication of Road Traffic Offences
ADT	Animal-Drawn Transport
ADV	Animal-Drawn Vehicle
AIDS	Acquired Immune Deficiency Syndrome
APNEZ	Animal Power Network For Zimbabwe
ARC	Agricultural Research Council
ARCSA	Agricultural Research Council of South Africa
ASGISA	Accelerated Shared And Growth Initiative For South Africa
ATD	Animal Traction Development
ATNESA	Animal Traction Network for Eastern and Southern Africa
CHPA	Cart Horse Protection Association
CO	Carbon Monoxide
CSIR	Council of Scientific and Industrial Research
DOA	Department Of Agriculture
DOE	Department Of Education
DOT	Department Of Transport
DSD	Department Of Social Development
DTI	Department Of Trade and Industry
ENAT	Ethiopian Network For Animal Traction
FAO	Food and Agriculture Organization
GATE	German Appropriate Technology Exchange
IAE	Institute For Agricultural Engineering
IBSA	India-Brazil and South Africa
IDP	Integrated Development Plan
IFRTD	International Federation For Rural Transport and Development
ILO	International Labour Organization
IMT	Intermediate Means of Transport
IMT	Intermediate Transport
ISRDP	Integrated and Sustainable Rural Development Programme
ISRDS	Integrated and Sustainable Rural Development Strategy
ITDG	Intermediate Technology Development Group
ITPS	Integrated Transport Plans
ITS	Intelligent Transport Systems
KENDAT	Kenya Network For Draught Animal Technology
LAPC	Land and Agriculture Policy Centre
LDV	Light Delivery Vehicles
LED	Local Economic Development
M&E	Monitoring and Evaluation
MEC	Member Of The Executive Council
MIDP	Motor Industrial Development Plan
MV	Motorized Vehicle
NCSPCA	National Council of Society of Prevention of Cruelty on Animal
NEMA	National Environmental Management Act
NGO	Non-Governmental Organization
NHTS	National Household Travel Survey
NLTSF	National Land Transport Strategic Framework
NLTTA	National Land Transport Transition Act 22 of 2000
NMT	Non-Motorized Transport

NMV	Non-Motorized Vehicle
NO2	Nitrogen Oxide
NRTA	National Road Traffic Act
NSPCA	National Society For The Prevention of Cruelty To Animals
Pb	Lead
PDSA	People's Dispensary For The Sick Animals
PPP	Public-Private Partnership
RCB	Roads Co-ordinating Body
RRA	Rapid Rural Appraisal
RSPCA	Royal Society For The Prevention of Cruelty To Animals
RTI	Road Traffic Inspectorate
RTI	Rural Transport Infrastructure
SABS	South Africa Bureau of Standards
SADC	South African Development Community
SAG	South African Government
SALGA	South African Local Government Association
SANAT	South African Network For Animal Traction
SANPB	South African National Parks Board
SANRAL	South African National Roads Agency Limited
SASSA	Social Security Agency
SO2	Sulfur Oxide
SPCA	Society For The Prevention Of Cruelty To Animals
SPCA	Society of Prevention of Cruelty on Animal
SPM	Suspended Particulate Matter
SSA	Sub Saharan Africa
SSATP	Sub-Saharan Africa Transport Policy Program
StasSA	Statistics South Africa
TA	Transport Authority
TADAP	Tanzania Association Of Draught Power
TETA	Training and Education Transport Authority
UJ	University Of Johannesburg
UNISA	University Of South Africa

## **EXECUTIVE SUMMARY**

This document on animal transportation is a third installment in the three volumes on Non-Motorized Transport (NMT). The literature that exists around the topic is reviewed and a list of the international and local organizations that can make the policy successful is given. Although animals have been marginalized as a means of transport there are still areas that still use, and depend, on them. Areas for further research to promote the use of animals in transportation have also been identified.

The policy document argues that the decline of the use of animals is related to the political dispossession and the regaining of political freedom should be accompanied by the return of animals, where they are necessary, and where feasible for animal transportation so as to create access, particularly for rural people. The draft document traces the international benchmarks and trends, and indicate that this issue of animal transportation does not only seize South Africans in rural areas but is a topic for discussion throughout the world, including the urbanized parts.

Some of the legislative and institutional aspects related to animal are covered by the document and the policy proposal goes beyond transport legislation to include legislation that relates to the animal welfare and agricultural fields. The Department of Agriculture has paramount responsibility over the animals which are used for transportation.

In relation to the literature and organizations mentioned, we make a stakeholder analysis and argue that there are many stakeholders than can be glibly thought.

After suggesting a cost benefit analysis matrix, the document indicates that there are affordability issues that should be resolved and that the state should play a role in resolving some of them.

There are suggestions to deal with the issues of non-compliance and the suggested sanctions against animal transport owners, operators and drivers who break the regulations.

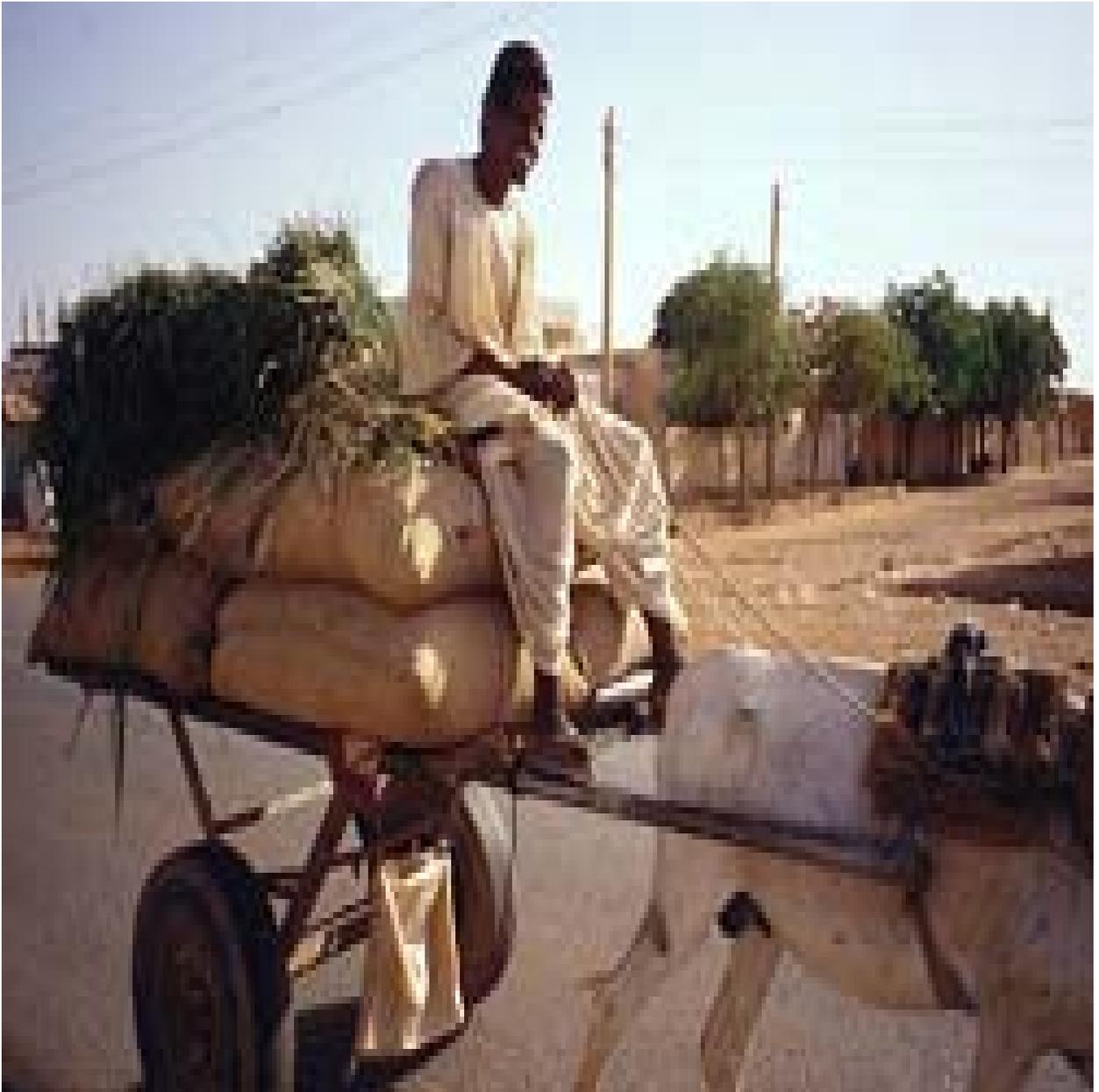
In relation to the health of the animals, an argument for an environmentally conducive environment is made, and for the treatment of animals under the direction of animal welfare organizations and the Department of Agriculture.

The towns and cities should be willing to provide both the licensing, the regulatory framework and the infrastructure necessary for the operations of these animals as forms of transport. This should be done through proper transport planning that will not exclude animal transportation owners and other stakeholders listed in the discussion document. A call for the rethink on the use of the transportation budget to provide for all modes of transport rather than providing just for one mode, the motor vehicle, is also forcefully made throughout the discussion document.

Although some technology issues in relation to animal transport are raised, it is conceded that animal transport will not replace new technologies but will work alongside existing technologies.

There are some safety issues that are suggested, enforced by the regulatory framework mentioned earlier. In addition to safety issues, a suggestion for some insurance mechanism that will cater for all the users of the road as they interact with the animals, for the animals themselves and for the drivers of those animals is suggested. This will remove liabilities from municipalities.

Finally, some success indicators and a communications strategy for the success of this policy proposal are suggested.



# ANIMAL DRAWN TRANSPORTATION POLICY

## 1. DEFINITIONS

Unless otherwise stated, the following phrases and words in this policy discussion document shall mean the following:

“Animal” shall mean a horse an ox, a mule, pony, donkey, or other hoofed animal that shall be used as a pull, push or pack animal for the purposes of this policy. Although in the developing countries a variety of other animals can be included such as water buffalo, camels, ilamas etc for the purposes of this document they shall be limited to the ones given,<sup>1</sup>

“carriage” shall mean all means of means of a wheeled form of carts pulled by an animal, covered or uncovered and shall include those that are capable of carrying passenger as well goods, can be used as agricultural equipment or was once used as war vehicles;

“packing” shall mean the carrying of goods by animals on their back which is different for carriages and carting referred to above;

“owner” and “operator” shall refer to the person who is registered as such by the Transport Authority or the responsible officer;

“a driver” may be different from the operator or owner as his or her responsibility may be to maneuver such an animal or animal drawn transport even when he is not its owner, but is employed by the operator or owner;<sup>2</sup>

a “rider” shall be differentiated from a driver in that a rider may not need a driver license, the skill of riding being transferred to him or her from others, but should such a rider wish to use animals for ferrying people and goods on a public road, a license will be required;

“poor” shall refer to a group of people who live below the poverty datum lime as determined by Statistics South Africa (StatsSA) and shall refer to people in urban and rural settings;

“rural transportation” shall mean the movement of persons and goods for any conceivable purpose (including collection of water or firewood), by any conceivable means (including walking and head loading) on various types of infrastructure (including unproclaimed roads, tracks and footpaths).<sup>3</sup>

“rural transport infrastructure” shall mean in addition to access roads, district roads, public transport interchanges, tracks and other non-motorized transport infrastructure.

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<sup>1</sup> This definition is consistent with the in the National Road Traffic Act , No 93 of 1996.

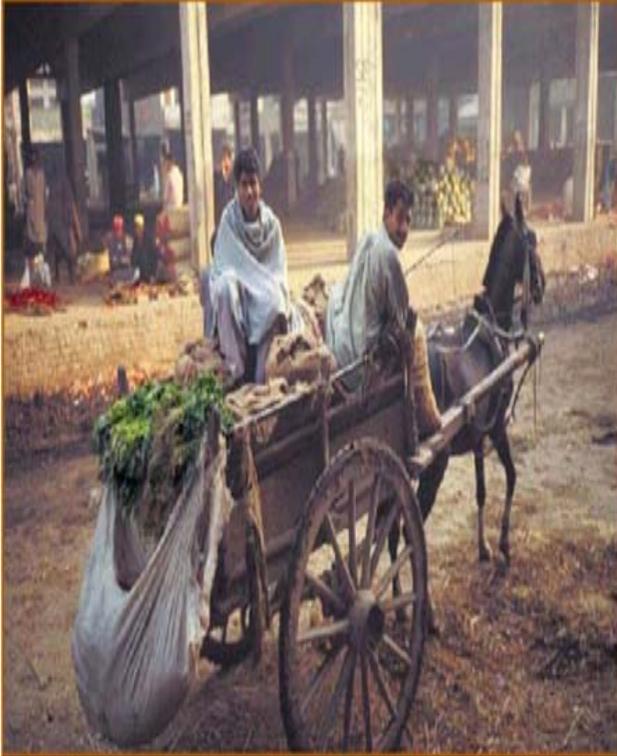
<sup>2</sup> National Road Traffic Act, No 93 of 1996

<sup>3</sup> Definition borrowed from the National Strategy On Rural Transport. DOT

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## 2. INTRODUCTION

### 2.1 The Task



2.1.1 The historical removal of animals from providing transportation has its roots in the evolution of the human being, his needs, technology, and the time constraints within which he wants to perform service for his basic needs.

2.1.2 In the past, animals were used for a variety of needs, and were prominent throughout the world. Depending on the advance of technology in any particular part of the world, the level of their withdrawal as a means of transportation and other uses, was decided. In developed countries, this withdrawal was rapid and there was immediate replacement with motorized transportation and other quicker forms of transportation. In other uses, such as agriculture tractorization and mechanization gained dominance.

2.1.3 As a residual effect, in the developing world, and also in most of the underdeveloped world, and Third World states, animal transportation is still used. South Africa has not totally crossed this threshold of developing and underdeveloped country. There is therefore a need to evolve a policy position that will cater for those South Africans who still need to use animal transportation, either as stand-alone mode or in combination with other modes.

2.1.4 In the interrogation of this mode of transportation, the document will concentrate on the uses of transport that modern transport also has, to the extent that it can still be applied to, and provided by animal transportation. The policy discussion document shall include the use of animal transportation in the primary need of moving people, in the need of carrying goods and to a lesser extent, in the primary need of their drawing of agricultural implements when they find themselves in the road network. The use of animals in agricultural activity shall not be discussed as these could best be addressed by the Department of Agriculture, but there is attestation to the fact of their use in most parts of the world, such as those in Cuba when oxen are used in organic agriculture.<sup>4</sup>

2.1.5 In spite of us making the difference between agricultural animals and transportation animals, some animals can be used for both, depending on the local circumstances.

2.1.6 In other parts of the developing world animals are also used in waterways and marshy places but there be no navigable inland waterways in South Africa, even for modern waterway transportation, this issue will not feature in this policy discussion document.

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<sup>4</sup> Conroy, D. 2004. Cuban Oxen, Their Role In Organic Agriculture. University of New Hampshire

## 2.2 The Rationale For This Policy

2.2.1 We should indicate upfront, and thus give impetus to a forward thrust for this policy proposal, that **the provision of mass transit for the majority of South Africa will be a costly investment.** The costing of the Gauteng Rapid Rail System, while the project is welcome, puts paid to any pretensions that the South African Government (SAG) will provide all South Africans with an adequate public transport system in the foreseeable future. Public transport system will never be sufficient.

2.2.2 Even if hypothetically Government were able to provide enough public transport, financing **the infrastructure for that public transport to run would be prohibitive.** Current trends indicate that road building is not a viable choice due to financial constraints and environmental concerns. Building more roads inevitably invites more cars at the same time as governments are concerned with the congestions on the road systems. The need to use the existing infrastructure to maximum benefit has invited new approaches to traffic management, such as Intelligent Transport Systems – a departure to which the Government of South Africa is still new, and for which, to the best of our knowledge, no policy position has been outlined. In the absence of such a policy, and in the inadequacy of such a policy to solve traffic problems even if existed, the need for other innovations, or returns to the basics such as animal transportation are part solutions.

2.2.3 This policy intervention comes at a time when the South African Government (SAG) has announced **massive investment in infrastructure.** However, areas targeted for these massive investments are those at the top end of the transportation, such as ports, railways and roads. Rural development, in the context of export-oriented infrastructure investment is unlikely to benefit. The need for the innovative, yet readily available methods, need to be devised. The investment in this infrastructure is likely to yield more transport alternatives for the urban-based transport than create opportunities for the rural poor. The little that exists in the form of rural enterprise is thus being consolidated into the developmental periphery.

2.2.4 **The oil crises** the world is facing today reminds us that oil based economies will not last forever, because oil is a finite resource. The transition to new energies is not a technological luxury but a response to avert a looming shortage of carbon based energies in the future. Most of the arguments in this line of thinking are based on Heinberg's observations about future oil.<sup>5</sup>

2.2.5 **New investments are being made on alternative energies such as wind and solar,** and these will be as costly as the current energy base of carbons. Neglected as an alternative, the investment in animal traction, or a continuation of this energy source would have to be looked into with the seriousness given to other new energy sources.

2.2.6 Trends indicate the **seasonality of movements for rural people.** Most of these movements are around and during the Easter period and the Christmas vacation and on certain occasions harvest periods. To cater for this, there is usually an outlay of public transport modes such as busses, taxis and trains, but these are withdrawn as soon as the seasonal periods are over.

2.2.7 It is also during these periods that most traffic accidents take place. The involvement of animal transportation and its need during this period has not been researched, but it is common

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<sup>5</sup> Heinberg, R. *The Party's Over: Oil, War And The Fate Of Industrial Society.* New Society: British Columbia

cause that as the transport laid out for transporting people during these periods, the need for additional and supportive modes of transport such as animal transportation becomes greater.

2.2.8 The Rural Transport Strategy For South Africa understands that delivery of rural transport infrastructure and services includes the following main categories and related delivery actors<sup>6</sup>:

- **Rural transport infrastructure – not only access roads, but also district roads, public transport interchanges, tracks and other Non-Motorized Transport infrastructure** – provided mainly by the provincial and local spheres of government, the National Department of Public Works (NDPW) and the South African National Roads Agency (SANRAL) – all of which are directly or indirectly involving communities and creating local construction-related jobs;
- **Village-level or intra-farm transportation**, where communities – particularly women – and farmers themselves provide transport services that involve head loading, as well as the use of non-motorized and Intermediate Means of Transport (such as tractor-trailers), trucks and light delivery vehicles (LDVs);
- **Rural passenger and (small-volume) freight transport services to and from “deep”, rural areas**, where operators of LDVs (the so-called “bakkie sector”) and animal-drawn carts are the main service providers;
- **Passenger transport services along the main connector routes** (to towns, clinics and other facilities), served mainly by combi-taxis, converted LDVs and – in some areas – subsidized bus services;
- **Special needs transportation services** – to address the needs of persons with disabilities, the elderly, trauma and non-emergency patients, learners and tourists – either in-house by the relevant sectors or on an out-sourced basis; and
- **Bulk freight transportation** to and from processing plants, distribution centres, markets and suppliers– provided mainly by commercial producers and transport operators.

## 2.3 The Literature

2.3.1 Although there is a sizable amount of literature available around the subject of animal transportation, equally worrying was that although such an amount of literature was available, no policy development around the issue of animal transportation has been developed.

2.3.2 **Most of the literature comes from the agricultural schools, designers and eminent writers and lecturers** have contributed handsomely to this body of literature. Some of this literature was developed before 1994, and the issue of animal transportation could have been translated into tangible policy and implementation during the first democratic parliament had such literature and policy advice been used.

2.3.3 Externally, **this literature is also available in abundance particularly from the Asian continent, and in countries which have similar developmental challenges as South Africa.**

2.3.4 The problem was not the availability of literature, but the methodology of condensing it into a shorter policy document. The scope for further disaggregated policies in this topic is wider and the literature that was not in this document could assist in the further development of other policies related to animal transportation.

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<sup>6</sup> Rural Transport Strategy for South Africa; November 2003

## 2.4 Building From What Already Exists

2.4.1 The document makes it a point now and again that the road network already exists for animal transportation, but there is a need to go a step further.

2.4.2 There are already four existing non-motorized occupants of the road system that have proven to be working in close relationship with the dominant mode:



- Firstly, the **human pulled rickshaws** in the Durban beachfront areas has been the dominant part of the Durban tourism industry for a long time. The regulations that were developed for the operation of this intermediate mode can be adapted to suit the acceptance of animal transportation on the same road system.

- Second, and also in Durban, there is a **thriving trade of cart drivers to and from the city market**. Integrated into the transport system, albeit as junior partners, the market cart pushers have complemented not only the delivery of small loads to the bus ranks that abuts the market, but also to a wider area such as the other bus ranks, and to various stands and vendors in and around the immediate part of the Durban market. As taxis ranks grow in the city, the delivery radius of the cart pushers also grows exponentially. Although the trade is clan based, and entry is from father to son or relative, there is a need to look at it as an example of how other modes, such as animal transportation can also be integrated into the road system.

- Thirdly, and found in most big cities, is the **cardboard collection trolleys**. Although some have been expertly built and provided to the cardboard vendors by a well know paper-milling company, there are innovative makeshifts ones which have been elongated for maximum loads. The private sector (discussed later) and the human innovation of trolley making can co-exist, and both can find common facilities in the road system. (Picture Source: SABC)



- Fourthly, there is a growing number of trolley pushers who ply their trade for shoppers who buy in bulk and wish to move their goods from the shopping malls to the bus and taxi ranks. Some of the trolleys that are used are discarded supermarket trolleys, and the pushers do it with the assistance and the knowledge of the shops where the goods were bought.

2.4.3 All these four “submodes” compete with the motor vehicles and pedestrians when they interact on the road network, and the entry of animal transportation in such a system will therefore not present difficulties.

## **2.5 Local Experiences**

### **2.5.1 Limpopo**

2.5.1.1 The Limpopo Province is promoting donkey carts as a cheap means of public transport in rural areas. According to the Limpopo Department of Transport spokesperson, Phuti Mabelebele, the R2.5 million' donkey cart pilot project (in Mogalakweng - Waterberg district) was a huge success and will be introduced in other areas across the Province. Furthermore, in partnership with SPCA, wooden animal-drawn carts will be introduced in each of the five other districts of Sekhukhune, Capricorn, Bohlabela, Mopani and Vhembe. Cart owners will be taught how to take care of the animals and how to ensure their carts are roadworthy. In 2006 in Mogalakweng, 200 carts were fitted with reflectors to make them more visible to other road users. The other five districts will also get 200 animal-drawn carts, registered and issued with a registration number. The registration number will assist in tracking down the carts in case of theft for identification. Drivers are encouraged to wear white shirts and the department supplies them with reflector jackets, as well as tyres for the carts, blinkers for the donkeys, and durable canvas harnesses.

### **2.5.2 North-West**

2.5.2.1 Efforts to improve the traditional animal drawn cart and promote the usage thereof in the North West began in 2002, with the department's commissioning of the Free State Technikon, with the approval of the South African Bureau of Standards (SABS), to develop standardized proto-type animal drawn cart with certain specification for the province. These standards included comfort and safety features, for example:

- size to accommodate and carry at least eight people;
- all weather usage with cover;
- safe seats with comfort features; and
- Reflective chevrons on the rear of the cart for improving visibility by motorists especially at night or during bad weather.

2.5.2.2 In October 2006, the North-West Provincial government and DOT had procured about 25 animal-drawn carts from a section 21 company in Klerksdorp. The department is the owner of these carts. The beneficiaries have been identified through a "Travel Demand Survey" and structured into "rural transport partnerships" in some of the areas, which were affected by the devastating floods. The North-West Provincial government has embarked in the campaign to promote ADT as a safe, reliable and affordable mode of transport for rural-based communities. There are entrepreneur activities in Kuruman, and Klerksdorp area and local entrepreneurs have submitted their proposed design for the animal drawn carts.

### **2.5.3 Western Cape**

2.5.3.1 In the past, horse drawn two-wheeled Cape carts were used by vendors to sell fruit vegetables and fish on the streets of Cape Town. With relatively light loads and short distances to travel, horses worked at a steady pace and business was lucrative for the carthorse owners. With the advent of scrap metal and the forced removal of many communities to the Cape Flats, situated some distance from the city, the welfare of the carthorse and the carting industry took a turn for the worst. Impoverished communities saw the collection of scrap metal as a means of generating an income, and the number of operators increased dramatically. A market was also created for the renting out of horses and carts. Operators lacking horse knowledge and capital caused many

horses to work long hours in poor condition, underfed, badly shod, with ill-fitting harness, pulling un-roadworthy overloaded carts.

2.5.3.2 People from impoverished backgrounds within the Cape Town Metropolitan area earn their living using working animal and animal-drawn carts; by collecting scrap metals, selling fruits and vegetable. Animal welfare organizations such CHPA help to regulate and subsidize over five hundred working carthorses and their owners from this impoverished communities. They provide support services such as veterinary' services, farrier training, harness making, and other animal welfare services. CHPA is currently lobbying the Western Cape Provincial government to integrate the working horse cart into Provincial and National Road Traffic Act. Traffic amendments and by-laws have been submitted to Western Cape Department of Transport which has resulted in a discussion document: "Investigating the possibility of formalizing and regulating the animal drawn vehicle industry in South Africa". This document has been distributed amongst the eight other provinces for comments.

## **2.6 Lived Experiences**

2.6.1 Often times when the plight of rural people is being written about, experts rarely solicit their views. In all aspects of policy development, policies are developed for them rather than with them. It is an irony of the non-integration of animal transportation into the road system that the consultative process of policy formulation is hampered by the very fact that rural populations cannot use their animals to drive to town halls and cities where these policy formulations are consulted on to make their voices heard. So although they may know that the issue discussed in town is about their plight, they are hampered from the attending by the absence of permissive policy.

2.6.2 While these policies are informed by the abundance of literature, research, surveys and studies, the reality is that there are people who are not survey subjects and who are not simple statistics, i.e. those people who live the very lives that the text and the statistics refer to. There are human beings who are physically removed from the town centers around them.

2.6.3 We make a position in this document that it is sometimes quicker to travel from town to the nearest bus stop of a rural area than to travel from the bus stop to the rural homestead that the visitor is visiting. The walking time between the bus stop and the homestead could be twice as much as the part of the journey traveled by bus or car.

2.6.4 There are people who have literary not seen what a town looks like. And any effort to integrate them into the town life is hindered by the unwillingness of the policy developers to meet them in their (the rural people's) own surroundings. The downside of this relationship is that when policies are being developed, they are tinted with town ward glasses, and the views expressed for rural people are those with city prisms, without due regard for the rural people for whose benefits the policies are purported to be developed.

2.6.5 One of the pronounced experiences of these rural people if they do come to town, they are reluctant to return to rural areas even if finding a livelihood in town is harder than in their rural areas. This gives rise to the depopulation of the rural areas and the increase in city populations. The pressures on the cities' infrastructure, itself suffering the strains of the expanding city, suffers further. But for government the pressure to respond to the people's needs when they are in the critical mass, as they are in rural areas, become greater, and as government des so, the rural communities are marginalized even further.



## POLICY STATEMENTS

1. The Department of Transport will continuously consult with, experts, review existing literature on animal transportation, network with international regional and local organization, integrate all indigenous knowledge holders on animal transportation and use current practices as examples to evolve meaningful and effective animal transportation policies and regulations.
2. The consultation process of this policy, and all subsequent review will be done with due consideration of the views of the rural people.
3. Rural people shall be encouraged to be part of new policies developments connected to rural transportation, and the Department of Transport will appoint companies and service providers that will integrated the lived experiences of rural people, and are wiling to work with them as equal partners in policy development.



© Photo: Richard Gillatt  
Various modes of transport to the Fees, MB bus, oxwagon tractor and trailer.

### **3. THE PURPOSE**

3.1 Animal drawn transportation has transcended the confines of times and modernity, and in spite of popular belief that animal transportation has been replaced by the motorized vehicles, the reality is that in some rural areas this mode of transportation offers the only option for movement, and in certain towns and cities this mode of transportation still exists, either for needed transportation of people and goods, recreational and agricultural purposes, as tourist attractions or for law keeping purposes.

3.2 Even if this mode were to be confined to the rural areas, there is a growing confluence of transportation interest between these spatial dichotomies, and people in rural areas are increasingly relying on their interface with the town and city life, but are barred from doing so to the fullest extent because of the discriminatory policies against their predominant mode of transportation. The city and town does not only keep the rural fold out through distance and exorbitant prices and new lifestyle, but city politicians also pass ordinances that confine the rural folk to their fate of poverty, while city folks have total access to rural areas through their all-terrain motor vehicles.

3.3 This discrepancy does not only talk to the inequalities, but is at the very heart of the growing poverty gaps between the city and the rural life, and also a centripetal force for rural people to consider urban life as the only alternative for their survival, and hence the related downsides of urban sprawls and uncontrollable urbanization.

3.4 The purpose of this policy discussion document is to strike a balance between these two dichotomies, and to re-introduce the animal drawn transportation mode as one of the modes which should be used to the maximum for the benefit of the rural poor.

3.5 It is also to provide some policy perspectives about the interaction on the road network between these animals and the motorized vehicles, and to issue policy statements about the responsibilities of animal transportation owners to other road users, to their animals and to their local authorities.

3.6 Another purpose of this policy is to identify suitable mechanisms and to define an action agenda for addressing the most critical challenges and to facilitate ADT as another public transport solution for the rural communities. This will position ADT as one of the catalysts for development, and a key provider of accessibility and mobility for the disadvantaged and marginalized communities.

3.7 The World Bank acknowledges the purposes of this document by its extrapolation on the need for policies and strategies. The Bank states, “if policies are well defined, then there are clear guidelines for taking decisions. Without policies, actions can be haphazard, inconsistent, and biased. Once policies are in place strategies and plans can be derived at, which can be used to guide day-to-day decision making.”<sup>7</sup>

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<sup>7</sup> Rural Transport, Policies and Strategies. World Bank

## **4. VISION**

4.1 All animal transport owners and users will have an equal opportunity to use the road network to maximize their transportation needs and complement their incomes.

## **5. GOALS**

5.1 The goals of this policy are to:

- Promote economic growth in rural areas through integrating animal transportation into the overall transportation system; under the theme, "Animals Too Are Part of the Transport Family"
- Facilitate the movement of rural people in all weather conditions to reach all destinations of their needs at reduced costs, under the theme, "Moving People and Goods, Come Rain or Shine"
- Break the spatial divide that characterizes urban and rural life in South Africa, under the theme, "One nation in transport"
- Create vital transportation entry points for rural women and children, the elderly and the differently-abled through animal transportation, under the theme "Transportation for All"
- Improve the quality of life of rural people through transportation access under the theme, under theme "A Better Life For All"
- Reduce human drudgery by using animals for transportation, Helping the Animals To Help Us"
- Achieve an increased transportation service at less costs, Affordable Transportation For the Nation"
- Reduce rural people's isolation from the economic mainstream by means of means appropriate to their circumstances, under the theme "The Economy Is Ours Too"
- Create an environment towards improving road traffic operations to accommodate ADT;
- Address the capacity shortage in transport authorities and local government, which limit their abilities provide effective rural public transport and to implement related programmes;
- Allocate adequate and consistent funding for development of ADT and of sufficient funding for capacity enhancement of infrastructure;

## 6. PRINCIPLES

6.1 This document is based on the following principles:

- Sulfuric emissions from motor vehicles have health and environmental side effects. The first principle informing this policy position is that of **environmental protection and enhancement**.
- The supply of oil is becoming not only cumbersome but also un-guaranteed. The crisis of oil price unpredictability, and the hard times in oil acquisition started 1973, but policy reactions to this crisis were lame, as a result of which the world depend on oil that is obtained from one of the most volatile regions of the world. While there are new states discovering oil, the fact remains that oil is a finite product. The second principle that informs this position is that of **energy conservation**.
- Other measures of a non-transport nature that should be embarked upon by government. The third principle which informs this policy document is **the need to improve the quality of life** of rural people.
- Transportation and economic development go hand in hand. In the Department of Transport's motto – transport is the heartbeat of the economy - the fourth principle of the document is arrived at – that of creating **consistency** between transportation and the economic development, for both urban and rural areas.
- In the fourth principle, of the consistency between transportation and economic development, the discussion document makes a point that the rural areas are dislocated from their nearest urban centers. This is based on the realization by Government of the existence of the so-called first and the second economies. Government acknowledges the need to close these disparities and from this flows the fifth principle of the document, that of integration and connectivity of the transportation system, but also of **the integration and connectivity** of the two economies and the connectivity and integration of the rural and urban areas.
- Integrating the mode of transportation that has been excluded from the mainstream will require tact and commitment. This tact and commitment can only be achieved with proper **management and operational efficiencies** from all stakeholders. This forms the sixth principle which informs this policy document.
- This policy does not wish to remove the motor-vehicle or the existing technologies, from the current transportation system. What the policy calls for is the integration of animal transportation into the system. The seventh principle of this document is the **preservation of the current system**.
- If the policy position of this discussion document is accepted by the critical mass, the policy division is convinced that we will also have achieved the eighth principle of the policy, which is **economic revitalization and economic vitality** of the rural areas.
- To guarantee the solid base of the recognition of these principles, there is a need for the document to create certainty around **safety**, which then forms the ninth principle of this policy position.
- Connected to management by traffic officials mentioned as the sixth principle, is a need for the adherence to the tenth principle of this policy position, that of the increasing of **the security** of the transportation system.
- Rural products goods and services should find markets outside where they are produced. It is also argued that rural people need to move to places of entertainment and convenience last principle, is at the core of the transportation business, namely **increasing accessibility and mobility**, which is the last principle of this policy position.



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## POLICY STATEMENT

4. The Department of Transport will continue to address transportation challenges across all modes of transportation based on the principles of
  - environmental protection,
  - energy conservation,
  - economic revitalization of the rural areas,
  - improving the quality of life,
  - consistency integration and connectivity,
  - management and efficiencies of operations,
  - preservation of the current systems,
  - safety,
  - security, and
  - increasing access and mobility.



## **7. A SITUATIONAL ANALYSIS**

### **7.1 Road Infrastructure**

7.1.1 A significant proportion of the rural population is adversely affected by poor accessibility and mobility. Access road systems serving rural areas are formal (compacted foundation with surface areas such as gravel/ paved road), low cost formal (roadbed created by excavating a tract of land), and informal road systems (formed through successive wheeled traffic across a given transect).

7.1.2 In Northern and Eastern Cape and part of the Western Cape, there is a separate road for motorized and animal-drawn vehicle. Some bridges have tunnels to allow animals to pass cross across national roads.

### **7.2 Animal Populations**

7.2.1 Available figures indicate that the numbers of animals in South African have declined considerably from the 1950s Starkey has used Agricultural Statistics to draw up a graph which shows that the donkeys and horses stood at about 70 000 each in 1950 and mules stood at 10 000 in the same year. However, by 1990, both the horse and the donkeys had declined while mules have declined even lower than the two.

### **7.3 Draught Animals**

7.3.1 The type of draught animals adopted varies from province to province. Oxen are preferred in the Eastern Cape and KwaZulu-Natal, donkeys in the North West, Limpopo and Mpumalanga provinces as well as in the Western and Northern Cape. Oxen remain the most important draught animal in the country, they are powerful accessible and the “trek-gear” needed to in-span them is cheap, durable and readily available. Many farmers have reported that the number of draught oxen has decreased and skill to train them has become rare. Donkeys are hardy, have a working life of two to three times than that of oxen and are low cost. Women and children can manage a donkey. However, the harnessing for donkey is not readily available and is expensive.

7.3.2 Horses and ponies are found mainly in highland areas, and mainly used for riding. Mules are no longer common in South Africa; they are extremely hardy and can work longer than donkeys and they have high demand. They are bred by crossing donkey jacks with horse mares.

### **7.4 Animal-Drawn Vehicles**

7.4.1 It is estimated that more than 400 million work animals are in use, mainly in developing countries. Of these 300 million are cattle, 80 million belongs to the horse family and the remainder is drawn from all the other types of animals used for traction. Fifty percent of cultivated land is worked using these animals and they are used for pulling 25 million vehicles<sup>8</sup>. All Animal-Drawn Transport is done using wagons, carts or sledges. The most common Animal-Drawn Vehicle in South Africa is a cart, and in rural areas the carts are made at backyards using

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<sup>88</sup> Rawaswamy, 1985. *Animal Traction*. [http://ifrttd.gn.apc.org/new/issues/an\\_trac.php](http://ifrttd.gn.apc.org/new/issues/an_trac.php)

old cars scrap metals. The payload is often low on existing designs resulting in much power wasted and the animals being overloaded. Four-wheeled wagons are used all over the country except in the more hilly areas of the Eastern Cape and KwaZulu-Natal. The construction of wagons is similar to that of carts, with heavy axles, wooden or metal frames and wooden or metal platforms. The wagon is stopped (braking system) by throwing a stone or piece of old tyre in front of wheel<sup>9</sup>. Wagons are more expensive than carts.

7.4.2 There is currently no scientific data on the number of animals that are in South Africa, and how many of these are suitable for animal transportation.

## 7.5 Animals And Socio-Economic Issues

### 7.5.1 Dowry



7.5.1.1 The use of animals in dowries has been cited as one of the reasons that cause the decline of animal traction transportation. Four points need to be made in relation to this assertion:

- Firstly, in the event that a fully dowry is paid, a large asset is removed from the family to another family that many not have had tradition for productive use of animals. Societal transformations may need to be undertaken in order to reduce animal based dowry. The picture on the left is a dance performed by men at a dowry ceremony. (Picture Source: Washington Post)
- Secondly, this dowry takes the shape of cattle, and as cattle are now replaced by donkeys and horses as traction transport, the prospect for the continuation of the animal transportation tradition still remains attractive.
- Thirdly, dowry has increasingly taken a monetary form and the available cattle have thus not been substantially reduced due to this reason. If cattle are used, they are only used for the wedding ceremony itself and it is limited mostly to two cows on the wedding day.
- Fourthly, even if the dowry method was dominant, the exchange should transfer animals from one area to another, and thus spread the use of animal transportation, to the area of transfer.

### 7.5.2 Ownership Of Animals

7.5.2.1 In relation to culture, the ownership has been male dominated, but the population trends reflect an opposite growth. So while the country has been acknowledging this reversal of roles, and the growth of women influence in socio-economic and political engagements, there has been limited acknowledgement that the ownership of animals should also reflect this change. In the event of the death of the head of the family, animals are passed on to the son, irrespective of his competence or maturity to deal with the issues of animal husbandry.

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<sup>9</sup> Dirk Hanekom. *The use of donkeys for transport in South Africa*. Agricultural Research Council, Institute for Agricultural Engineering. Silvertown RSA

### **7.5.3 Education**

7.5.3.1 The issue of animal traction and education has been discussed in the relevant section of this document. It would suffice here to state that there has been a neglect of animal traction education as a stand alone, and agriculture as an embracing subject. In the context of this paper, animal transportation, there has been a paucity of training on animal transportation, particularly for the country's majority.

7.5.3.2 Although this is the domain of the Department of Education, if animals user are educated enough on them, the ripples effects will also be felt by the transport to the extent that well educated animal users will also know how to handle them, and also know which road regulations to obey in using animal transportation.

7.5.3.3 Education, understood in its orthodox form may not be sufficient to spread the skills base on animal usage. The Department of Labour and the Transport Education and Training Authority (TETA) will have to be contacted for their opinion and assistance in training as well, as some of the users may already have knowledge, and Prior learning which would need to be recognized in certification.

### **7.5.4 Religion**

7.5.4.1 The issue of animals and religion would also need to be treated with care. The loss of animals and the traditional rites related to them could be traced to the domination of the missionary, and the Christian religion in particular. To the extent that missionary education brought agricultural skills, it eroded the religious aspects to which people attached to their animals, such as slaughter and the display of "animal skin bangles" on the arms for instance.

## **7.6 NHTS**

7.6.1 The National Household Travel Survey (NHTS) shows that about 0.2% of people use animal transportation. The age group that uses this mode of transport is 0.1% for the 0-6 years old, 0.2% for the 7-14 years, 0.3% for the age group 15-19, 0.2% for the 20-25 years of age, 0.2% for the age group 26-40 years; 0.3% for the 41-65% in the age group 41-65 years, and 0.3 for the above 65years old.

7.6.2 In terms of incomes, 0.4% of animal transport users earn less than R500, 0.2% earn between R501 and R1000; 0.2% earn between R1001-R3000, and 0.1% above R6000.

7.6.3 The NHTS is not comprehensive as it relates to animal transportation statistics. In data where animal transportation is not given explicitly, the category "other" and "non-motorized transport are confusing. The first one, "other" may include animal transportation. The second one "non-motorized transport may also include animal transportation, but it does not break it down to the "modes within the mode." There is a need for future NHTS to be clear about animal transportation data.

7.6.4 While much can be said about the poverty and the need for the use of animals for transportation for those who earn below R1000 per month, those who earn above R6000 are obviously driven by the absence of transport in their neighbourhoods. This is so because car purchase schemes are extraordinarily benevolent to this group of income earners.

## **7.7 The Two Agricultural Systems**

7.7.1 In the same breath expressed in the two economies, the South African agricultural system exhibits the same trends of duality. For commercial farmers tractors and mechanization are dominant, while the small-scale farmers still use animals for their day-to-day operations. According to these small-scale farmers, animal powered transport on farms is a highly profitable option that has been overlooked by most “commercial” farmers. In the urban and peri-urban areas, work animals are no longer common, but some horses are used for local deliveries and scrap collection (e.g. Soweto, Thaba Nchu, Cape Flats)<sup>10</sup>

7.7.2 Although reliable statistical data on animal power use are unavailable, a “survey team estimated that in the remote rural areas of South Africa, 40-80% of families engaged in smallholder farming presently make some use of animal power for transport and/or cultivation.”<sup>11</sup>

## **7.8 The Violence Related To Animals**

7.8.1 The purpose that animal could be put to good use, or their value in transportation terms was evident when 20 donkeys were once kidnapped in India, in the state of Andra Pradeesh state.<sup>12</sup>

7.8.2 In the city of Grahamstown, for instance the spate of attacks on donkeys which happened in 1998 was because of competition between donkey operators. But there was no doubt about the contribution of the bright painted donkey cart economy into the city.<sup>13</sup>

7.8.3 The same has happened to the horses which have provided a coal delivery service in the township of Soweto. A radio station observes that “the owners of the coal yards operate on paper-thin profit margins. They are engaged in a bitter fight for business. Often it’s the horses which become the victims for reprisals. Some of the horses have been shot and maimed as coal yard owners indulge in payback.”<sup>14</sup> These injured animals are treated by a volunteer organization, the People’s Dispensary For The Sick Animals (PDSA).

## **7.9 Accidents and Crashes**

7.9.1 Crashes and accidents do occur in instances where animals are used on the road. The case of the Amish communities is referred to in this document. Even though there is an integration of these traditional transport communities into the road network, there are challenges of crashes as a result of the absence of adequate infrastructure, motor-vehicle driver attitude and buggy driver fault.

7.9.2 Transportation officials in some of the states where buggies operate are doing something to alleviate these crash situations. They are widening roads and adding shoulders, designing road

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<sup>10</sup> Starkey, P. Jaiyesemi-Njobe, F and Hanekom, D. Animal Traction in South Africa: An Overview Of key Issues.

<sup>11</sup> Ditto

<sup>12</sup> Inky Pinky Plonky These men kidnap donkeys - iol co.za April 25 2005)

<sup>13</sup> G’town Donkey Killing Claim 5 more, Daily Dispatch December 24, 1998

<sup>14</sup> “Volunteers Save Horses In Soweto ABC AM Archives, 5 January 2001

safety manuals for buggy owners, constructing gravel pull-offs and interchanges which allow buggies to ride under and over expressways, and even establishing alternative buggy routes.<sup>15</sup>

7.9.3 At the same time, buggy owners are also helping themselves by refurbishing their buggies with modern technologies – deviating from their traditional behaviour. They are fitting their buggies with flashing LED taillights, thermophane windows, windscreen wipers, rearview mirrors, and all-wheel brake systems to improve their buggies and increase safety.<sup>16</sup>

## 7.10 Areas For Further Research

7.10.1 The growth of the use of meat as food and the reduction of fruit and vegetables as sources of food is an area for concern. The proliferation of takeaways, fast foods, “*shisa nyamas*” etc. have to be seen within the context of the shortages. The obesity of the South African population and the related diseases can be factored in this dimension. But the problem is anecdotal, and it would need further research.

7.10.2 Another new dimension about the reduction of animal stock can also be found in the new diseases and the pandemic of AIDs. The unintended consequences of AIDs deaths has been the reduction of cattle stock in so far as cattle slaughter is used for funeral rites for the departed, particularly males. This dimension too, is anecdotal and should be further researched.

7.10.3 In the case of the death of the head of the family, it is usually the best animal that is used as a ceremonial farewell slaughter beats. This has serious consequences to the animal stock quality going forward. In certain cultures the value of an animal, such as that of an ox is counted as four goats. Animal owners should be also persuaded to consider the option of substituting oxen and choice animals for goats which are better suited for such ancestral functions.

7.10.4 Animal owners should also be persuaded to stop the slaughter of choice animals for ceremonial functions, and if there are indeed required to hold an ancestral function, the purchase of offals from a nearest abattoir should be considered and the addition of usual meat from the butchery. It is normally the offal parts through which the ancestral spirits are appealed and the rest of the meat is usually for feasting.

7.10.5 However, such suggestions should not be fostered down and the discretion to adapt to the pressures of modern life, but also to increase animal ownership should be left on animal owners themselves.

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## POLICY STATEMENTS



5. The Department of Transport will periodically commission or conduct research to have a clearer understanding of the effects of animal transportation.
6. The Department of Transport will include animal transportation statistics in its National Household Travel Survey (NHTS).

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<sup>15</sup> Los Angeles Times, January 28, 2007

<sup>16</sup> Ditto

7. All future Travel Demand Management strategies developed for by and in conjunction with the shall comprise statistical elements and information that pertains to animal transportation.
8. The Department of Transport will report the abuse metered against animals that are sued for animal transportation to relevant authorities, and shall reserve the right to withdraw permissions to drivers and owners who continually abuse their animals.
9. The Department of Transport will work closely with the Department of Agriculture to establish the exact numbers and categories of animals that can be used efficiently and prudently for the provision of transportation.
10. The Department of Transport will work closely with the Department of Agriculture to encourage the ownership of animals for transportation and will thus encourage in kind payments for dowries and minimal use of animals for cultural and religious ceremonies so as to increase these numbers for rural people to use the for ownership purposes and for transportation



## 8. ANIMALS AND POWER RELATIONS

### 8.1 Animals and Dispossession

8.1.1 The historiography of South Africa is littered with interaction between human beings, their wealth and animals. With African wealth presaged on the ownership of animals, any historical analysis between animals and their owners has to be seen within its political context. Both in the colonial state and the apartheid state that followed it, the influence of blacks was reduced through the exploitation of their wealth in which animals and land played a decisive role.



8.1.2 Manconywa takes the importance of animals to African people further. He states: Even more revealing of how much cattle have been admired in African society is the practice of naming them. Owners would know the genealogy of each animal, mapping out the “family tree” of the herd. Such passion for livestock explains why some men still spend their entire pension payout on purchasing cattle. They consider cattle a worthwhile investment, even more than cash savings.”<sup>17</sup>

8.1.3 Starkey, Jaiyesemi-Njobe and Hanekom agree with the apartheid causation of the loss of animals when they state: “farmers had found that the use of animals had become increasingly difficult since the late 1950s for reasons directly or indirectly associated with the formation of “Bantustans.””<sup>18</sup>

8.1.4 Mr Sofasonke Mpanza who, in spite of politically defying the state, continued to ride his horse in town as a sign of defiance. (Picture Source. [www.sahistory.co.za](http://www.sahistory.co.za))

### 8.2 Rural and Urban Divides

8.2.1 When animal transportation, transportation is alluded to, discussions inadvertently get into these spatial dimensions, which states that the rural areas, and the ones that promised less agricultural output, were those that were allocated to black people. The output of their animals on this barren land, rainfall, availability of fertilizers to relieve the animals from their daily chores were thus lower and the absence of other alternatives and the prevailing poverty also meant that the quality of animals was lower.

### 8.3 Animals and Genderized Relations

8.3.1 Animal transportation has to be interrogated within genderized relations. When man lost their power through their dispossession, women faced an even bleaker situation. Animals belonged to men, and when men lost their wealth based on animals, they migrated to cities and towns in search of work and left women with no income. (We have made another discussion around the issue of gender in this discussion document).

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<sup>17</sup> Manconywa S. Outcry Over Slaughter Is prejudice Masked Piety. Sunday Times, January 28, 2007.

<sup>18</sup> Starkey, P. Jaiyesemi-Njobe, F and Hanekom, H Animal Traction in South Africa: An Overview Of key Issues.

## **8.4 An Integrated Policy**

8.4.1 When a policy position on animal transportation is decided, it has to traverse all these dichotomies mentioned above, and to propose positions that will reverse the situation of colonial and apartheid inheritance. Jacobs states that the “environmental historians have made this connection between nonhuman factors as actor in human history and that interactions between animals and domesticated animals deserve deeper consideration.”<sup>19</sup>

8.4.2 The five principles of the policy development in transport that have been traversed in this document are ecological sustainability, investment issues, regulatory issues, social equity issues, economic efficiencies. Although these will not be separately identified in chapters or sections, they will be integrated randomly throughout the document.

## **8.5 The Bophuthatswana Donkey Massacre**

8.5.1 The massacre of donkeys in Bophuthatswana as described by Jacobs’ seminal thesis described above did damage to the animal drawn transportation, particularly around the areas of Kuruman. But with the advent of democracy in 1994, the restoration of pride and power did not only attend to the political wishes of human beings, but was also extended to their property including the forms of animal used. Jacobs, attests to these changed political circumstances when she states that “probably, donkey reduction is now a political impossibility.”

8.5.2 All the negative perceptions and myths about donkeys, some of which have been mentioned by Starkey, and those that led to this massacre, should be reversed from the people’s minds.

## **8.6 The Inadequacy of Current Strategies**

### **8.6.1 Economic Transformation Without Poverty Alleviation Is Inadequate**

8.6.1.1 Thirteen years into South Africa’s democracy the power relations need further elaboration in policy. There is new realization that the first ten years of policy formulation has not addressed all the problems inherited from the apartheid state. It is now clear that with the modern approach, such as the Motor Industrial Development Plan (MIDP) driven by the Department of Trade and Industry (DTI), the benefits of car manufacturing in South Africa do not necessarily address rural “carlessness”. Neither do they translate to the construction of roads into rural areas that will lead to the increased use of motor vehicles.

8.6.1.2 The trajectory of economic development has not been able to evolve all problems – and the sum total of these trajectories needs to be supplemented by poverty reduction measures. Investments in infrastructure under way in South Africa will have to marry the two approaches. If the investment is made, and the benefits accrue, they will accrue to those who made the investments and those who got the tenders. Rural people’s lives will not be transformed by the building of a bridge for instance, but may benefit if they have the wherewithal to use the bridge to their advantage. Taking advantage of the bridge has to be informed by the access they have to other resources.

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<sup>19</sup> Jacobs, N. The Great Bophuthatswana Donkey Massacre: Discourse on The Ass and The Politics of Class and Grass. *The American Historical Review* Vol. 106, Issue 2

## **8.6.2 Top Down and Bottom Up Approaches**

8.6.2.1 As a digression to Motorized Vehicle domination, we have noted Jaiyesemi-Njobe's advice that a policy development in this field should develop "bottom-up."<sup>20</sup> This policy suggestion, taking a top down approach as it does, is informed by the powerlessness of the rural people to initiate a bottom up approach. After an observation of twelve years in policy making, there is a need from government's part to realize that the participatory democratic paradigms which informed the early years of policy formulation have been eroded by the power of capital. The poor, instead of being vociferous in the articulation of their interests have been further marginalized. The duty of the paper, suggestive and not prescriptive as it is, is informed by the need for a developmental state to intervene on behalf of the poor.

## **8.6.3 Inadequate Care For The Environment**

8.6.3.1 The growth of motorized transportation in cities is a cause for environmental concern, and there is a need for the state to evolve other mechanisms for the closing of these power relations and to help save the environment. One such policy approach is to redress the non access of rural populations to the economy through the opening of transportation to as many modes as possible, such as those of walking, which are part of the Conference pack for Non-Motorized Transportation (NMT), Cycling (which is also part of the policy recommendations package of the same conference.

8.6.3.2 In the approach that has been adopted to integrate all modes, there has been little mention of the need for animal transportation. This document, on Animal Transportation tries to close that gap by becoming the third pillar of NMT. The thread that pins the three modes together is that they are best used in short distances. As the picture on the left shows, garden refuse to the nearest disposal depot can be transported cheaply by animal transportation rather than hiring a truck. (Picture Source: IPNSTOCK.COM)

## **8.6.4 Limited View Of NMT**

8.6.4.1 One detraction that needs to be explained in relation to Non-Motorized Transport is what is referred to as the "Intermediate" Transport (IMT). According to Starkey, intermediate carrying capacity is estimated in the range of 50 to 1000kg, meaning that humans cannot carry it themselves, but the load is not big enough to warrant the hiring of large-scale transportation means.<sup>21</sup> The approach of this document derives from the view of the New Agriculturist, which views "intermediate" as referring "to those means of transport that come between simple walking and carrying and a large motor vehicle. Animal Drawn Transport, as well as bicycles, barrows, rickshaw and many other devices for moving people and goods, fall within this category."<sup>22</sup>

8.6.4.2 This document does not therefore wish to replace motorized transportation. The other NMT modes, such as walking and cycling, do not pretend to want to be better than the motorized transport, but to work in conjunction with them.

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<sup>20</sup> Jaiyesemi-Njobe, F. Animal Traction In The New South Africa: Empowering Rural Communities

<sup>21</sup> Starkey, P. Local Transport Solutions.

<sup>22</sup> Draught Animal Power – Whose Road Is It Anyway? New Agriculturist On Line, 1<sup>st</sup> January 2003.

## **8.6.5 Absence Of Animal Transport In ISRDS**

8.6.5.1 The Integrated, Sustainable Rural Development Strategy (ISRDS) identified thirteen strategic nodes for economic development but there was an under emphasis of the issue of rural transportation, and animals have not been included as part of the platforms for rural transformation.

## **8.7 Debunking The Road Network Myth**

8.7.1 The road network does not necessarily mean asphalted street, streetlights and all the state of the art equipment related to it. Gravel roads that form an efficient pattern to facilitate traffic movement, human mobility and cartage of goods should be seen as a network. To the extent that it is gravel, it has an added advantage of accommodating even the basic animal transportation means. In other words, an asphalted road with the state of the art equipment can cause traveling headaches in as much as a well-planned gravel road can facilitate efficient movement.

8.7.2 Potholes on the asphalted roads do not only cause damage to motor vehicles, but also can cause untold damage to animals and wagons. While the motor vehicles may be repaired for the affected part, an animal may have to be put down in its own interests. The notion that good roads are made for motorized vehicles and the bad ones for animals is not true. A bad road is bad for all, and a good one is good for all.

8.7.3 In order to achieve the optimal functionality within the law enforcement environment, adequate, effective and well-coordinated management systems need to be in place. This unacceptably low level of enforcement could be ascribed to two main reasons: the number of traffic officers as well as well as the level of performance of the current force. Only the provincial traffic officials those are responsible for enforcement on the “rural” road network, which includes national roads, as well as all major, minor and tertiary provincial roads. The estimated length of these roads is in the order of about 350,000 kilometres.

8.7.4 This information should further be considered in terms of the metropolitan areas where metropolitan officers also attend to general crime prevention and other functions. It is estimated that, at the most, only about one third of these officers are responsible for traffic control and enforcement. On average in the Northern Cape one traffic team on Provincial level is responsible for about 5,097 kilometres of rural road; in the Eastern Cape one team is responsible for 1,435 kilometres, etc. Considering the fact that these figures also include supervisory staff (who normally do not do active enforcement) and omit to take cognizance of other duties of officers, for example court attendance, etc, clearly indicate the dire need for more officers to be deployed to ensure more visible and active enforcement. Animal-Drawn Transport will put strains on traffic enforcement and management resources, considering their current ineffectiveness, lot of work need to done to integrate ADT into the traffic officers’ daily responsibilities.

8.7.5 The entry of animal transportation into the road network will not mean extra traffic officials. As most traffic officials are on the road to deter drivers from speeding, and as animals do not have the speed limits to attract traffic officers’ attention, there is little that the traffic officers should concentrate on in animal transportation compared to motor vehicles. Traffic officers would thus find it easy to be engaged in other areas of law enforcement. At any rate, there is a movement towards intelligent transportation systems (ITS) and the days of the human traffic officer may not be as unlimited as it was in the absence of Intelligent Transport Systems.

8.7.6 The notion that animals will cause havoc in the road network because they do not think is also misplaced as animals will be under the control of drivers and riders. This does not take into account that animals **do** think. There is also no evidence that motor-vehicles cause accidents on their own, but do so under the control or lack thereof, from drivers. It is the same with animals.

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## POLICY STATEMENTS



11. The Department of Transport will reverse all past marginalization of animal transportation in the road network, encourage the ownership of animals for use in the provision of transport, and ensure that this mode is included in new transportation policies.
12. The Department of Transport will integrate economic development and poverty alleviation as one of the methods to address economic inequalities, and will also include animal transportation as one of the elements of achieving these two objectives.
13. The Department of Transport will integrate all aspects of Non-Motorized Transport (NMT) as complementary to one another, and in this case shall not make hard and fast differentiations between the sub-modes that fall under the category of Non-Motorized Transport and Intermediate Transport (IMT).
14. The Department of Transport will ensure that animal transportation is included in all strategies that are aimed at redressing rural poverty, including the ones that are currently being implemented such as the IRSDS.
15. The Department of Transport shall work tirelessly with animal transport owners to dispel the myths and idiosyncrasies that inform the bias against animal transportation, and persuade people opposed to animals in town and on roads to change their attitudes against animal transportation and against people who use it.



## **9. BEST PRACTICE ANALYSIS**

### **9.1 Disregard for NMT**

9.1.1 One of the issues that is mentioned in this discussion document is the interface between the motorist and the non-motorized vehicle. In most countries where motorcars have dominance, the plight of the NMT road user is often disregarded. In some countries where animal transportation does feature, and regulations exist for controlling that category of road traffic, it is only featured as a peripheral system. Its owners are not given the same respect, its infrastructure is not provided, its drivers are treated worse than their motor-vehicle counterparts and animal transportation is always blamed for accidents even when animal were not the causes of those accidents. In other words, the animal is always wrong – thus perpetuating the Darwinist approach of man’s control and superiority over other species.

9.1.2 In addition for city folks who have not grown with animals, any “intrusion” of the animal in town is seen as an aberration, or an abnormal gate-crashing into a system designed for certain groups of people. The demeanour therefore towards both the animal and the driver, replicates the high nosed approach that some people have for rural people – and the inequalities are perpetuated by these perceptions of superiority over others.

9.1.3 There are instances when urbanized children cannot make a difference between a dog, which they see domesticated in town, and a horse – they refer to the horse as “a big dog.” When a township person has bought cattle for slaughter, it becomes a viewable piece by children who had never seen such a thing, and the spirit of the animal dies from these curious looks even before it is actually slaughtered. The same can be said for the rural kids who surround a motorcar that visits a remote rural area. These are the manifestations of the dislocations between urban and rural, and the attitudes that are formed between the people in both settings, such that one feels inferior and the other regards himself as superior.

### **9.2 Asia**

9.2.1 The use of the non-motorized transport in most of Asia is the reference point for policy development in this mode of transportation. The Non Motorized Vehicles (NMTVs) in this continent takes many forms and shapes, including animal carts, bicycles, bicycles rickshaws and human powered carts. In Asia a number of factors contribute to the low levels of motorization compared to developed countries and these include availability of credit, cost of maintenance and parts, cost of fuel, and national policies regarding motorization and environment.<sup>23</sup> These constraints are not confined to the Asian continent but can be found in other continents as well.

9.2.2 It may well be that as some economies of the Asia and the Eastern subcontinent, such as those of China and India embark on the rapid industrialization currently under way, the growth of the vehicle population will be witnessed. The downside of this development is that as animal transportation will be largely confined to Africa, the marginalization of this mode will take the shape and scale of the marginalization of the continent from the international economic system.

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<sup>23</sup> Pendakur.V. A Policy Perspective For Sustainable Cities: Non-Motorized Transport (NMT) In Asia. University of British Columbia.

### 9.3 Cuba

9.3.1 Sanctioned by the United States after independence and its alliance with the Soviet Union, Cuba's resilience, and its resort to available resources to sustain itself, makes a case of animal transportation in this country a point of reference for marginalized areas and for areas that have been peripheralized by industrialization.

9.3.2 As a consequence of the resort to these available resources, the vehicle age of Cuba's car is like a museum piece of American automobile history. The motor-vehicle drivers in this small country have a healthy respect for the animals on the road. The general attitude of most Cubans is the respect for regulations and cart owners and drivers are required to produce their permits on demand, to verify their suitability to drive but also the fitness and health of the animal that is pulling the load. This attitude of drivers to animal transportation could be replicated by other countries.

### 9.4 India

9.4.1 India also has the same respect for animals that are found on the road. Although this may be informed by a religious deference to animals, the fact that cars can wait and try to gently persuade a cow, or an elephant, to leave the road rather than honk for the animal to move. In Bangalore, for instance, public transport, bullock carts and pedestrian all share the same space. According to Starkey, India has 14 million ox carts.<sup>24</sup>

9.4.2 Although industrialization in India is growing apace (a point made elsewhere in this document) there is no doubt that in for the foreseeable future they will always have an interaction with animal transportation, particularly in the rural provinces of India, and should thus be used as reference point for the relationship between humans and animals in the road network.

### 9.5 The Amish Communities



9.5.1 Recently there was an attack on an Amish in Pennsylvania United States by a gunman who killed girl students. The Amish community lives a traditional life, which has to co-exist with modern life. Their religion forbids them to drive cars, and the respective states in the United States have evolved traffic regulations that allow horse drawn carts driven by the Amish adherent to be on the road.

9.5.2 The use of animals by this community also leads to profitable farms using only animal power. The picture on the left shows the integration of Amish buggies into the road system in the United States. (Photo Source: web.mit.edu)

9.5.3 The interface of the of Amish buggies with motor vehicles on the same modern road networks should be used by local authorities for the integration of animal drawn carts into their traffic ordinances.

## **9.6 Mauritania**

9.6.1 Elsewhere this document has referred to the massacre of donkeys in one of the previous homelands and there was a suggestion that there is a need for the growth of the numbers of donkey in particular, but animals in general. The Mauritanian model should be used as growth model for this.

9.6.2 The growth of donkey carts in Mauritania has been nothing short of phenomenal. According to the New Agriculturist, there were about 1000 donkey carts 40 years ago, but they have now grown to about 75 000, and they are used for transporting forage, agricultural produce, building materials, water and people.<sup>25</sup>

## **9.7 Developed And Developing Countries**

9.7.1 Although animal power is predominant in developing and underdeveloped countries, there is however, evidence that in industrialized countries as well, such as in the European Union where there are small farms sizes such as in Spain, Portugal and Greece, and in industrializing countries such as India, Brazil, Mexico and in our own country, animals are still being used. As most subsistence farm smallholdings in South Africa are small, how these animals are used in other countries with similar sized farms should be used as point of reference.

## **9.8 Tsunami Rehabilitation**

9.8.1 Animals have also come in handy during the rehabilitation of the tsunami that attacked the Thailand areas a few years ago. Because of the devastation, mechanical tools could not be brought in, and animals such as elephants were used to remove heavy rubble and thus assisted in the recovery of survivors and bodies.

9.8.2 This speaks directly to the point made elsewhere in this document for local innovative methods of survival by people in crisis. While there was a long wait for mechanized removal equipment to be shipped from countries that had pledged assistance, local initiatives were being evolved to solve the crisis in the meantime. While donor countries were lining up their own country manufactured equipment to deliver in their own country's airplanes, using the same country's pilots, local populations devised their own methodologies of survival. While elephants do not feature as animals for haulage in this policy discussion documents, the general thrust of animal usefulness is however emphasized.

9.8.3 This power of elephants, and their possible should be viewed by the South African National Parks Board (SANPB) which wants to cull excessive elephants as one of the solutions to their elephant overpopulation problems.

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<sup>25</sup> Draught Power: Trends In Traction. New Agriculturist On Line, 1<sup>st</sup> January 2003

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## POLICY STATEMENTS



16. Under the direction of the Department of Agriculture, the Department of Transport will explore ways and means of integrating animal transportation into the existing India, Brazil South Africa (IBSA) co-operative framework.
  17. In other cooperative agreements with other international partners, the Department of Transport will explore ways and means of further co-operation on animal transportation.
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## **10. INSTITUTIONAL ISSUES AND LEGISLATIVE MANDATES**

### **10.1 Corporative Governance**

10.1.1 Most of the problems that are related to animal transportation, and the provision of good transport services in many governments have nothing to do with transport, but are a function of institutional dilemmas, fighting for turfs and lack of governance co-ordination.

10.1.2 Transport is a corporative governance issue that has to be performed by the three spheres of government. From a national department perspective, the implementation of the recommendations of this policy shall be determined by the respective sphere, on the understanding that there are constitutional issues which supercede these powers of the three spheres and which therefore will find common resonance throughout governance. The document is therefore a suggested a policy approach rather than a prescriptive document.

10.1.3 In its application by the local authorities as “a point of departure” rather than “a point of arrival document”, peculiarities should be determined, among other things, by localized transport needs, topography, trade demands, travel demand, social and economic status preferences of local populations, distances from markets, level of integration of women and children in the community, educational levels, demographic trends, farming systems, community participation, culture etc.

10.1.4 From this wide range of considerations follows the need for the consultation of other trends, indicators, other than those of transportation.

### **10.2 Co-operation Between Government Departments**

10.2.1 The Department of Transport’s approaches to the issue of animals does not supercede those of the use of animals in small-scale agricultural farming which was developed by the Department of Agriculture. There will be areas of convergence, particularly as it relates to the use of equipment and the health of animals. In such an event of convergence, this policy discussion document should be seen only in relation to use of animals in transportation and the extent to which these animals find themselves on the road network. All other responsibilities shall be dealt with by a Department or institution that is best suited to deal with them.

### **10.3 The Role of the SPCA**

10.3.1 In terms of health, it is both to the interests of the SPCA and the Department of Agriculture that shall be prominent, and the cooperation of the Department of Transport in assisting both the SPCA and the Department of Agriculture (DOA) to achieve their objective is guaranteed, upfront, in this policy discussion document. (The NSPCA has been discussed in the relevant section of this document).

### **10.4 Animal Protection Act (ARA), Act 71 of 1962**

10.4.1 This Act covers most of the issues that relate to the protection of animals discussed in this discussion document, particularly, the description of offences in respect of animals. All issues that relate to the protection of the animals in this document shall be subject to the interpretation of this Act.

## **10.5 National Road Traffic Act (NRTA), Act No 93 of 1996**

10.5.1 This act is important because it covers all traffic issues to which animal transportation should be integrated. Some of the meanings, the interpretations and clauses from this Act are used as points of reference. However, the poverty of this Act in relation to animal transportation cannot be downplayed and a suggestion is made to the Department of Transport to look further into how the Act can be amended to suit the policy position advocated in this document.

## **10.6 The National Land Transport Transition Act (NLTTA), No 22 of 2000.**

10.6.1 In line with the assertion of the neglect of animal transportation, there is no elaboration of animal transportation as part of traffic in the Act. In terms of planning however there is reference to the integration of rural areas in the integrated transport plans.<sup>26</sup>

10.6.2 The Act also grants the Minister, in consultation with the Member of the Executive Council (MEC) for Transport, to allow for exceptional cases of transportation medium. It is within this provision that the permission for the carts and animals can be made to be part of the road network.<sup>27</sup>

## **10.7 The Rural Transport Strategy For South Africa**

10.7.1 Seen as trailblazing in its import and quoted by the World Bank as model document, and posted on the World bank website as a reference point, the Rural Transport Strategy For South Africa provides some policy guidelines. However, to the extent that it is still a draft document at least for the past four years, there is a need to treat it with circumspection. In South Africa all government policies are approved by Cabinet, but in the absence of any policy directive on rural transportation, the document has been, at the time of writing this discussion document been treated as essential reference for rural transportation.

10.7.2 This document has used it (the Strategy) as a point of reference for the writing of this document, but when there is a need for a Ministerial or Cabinet decision about what should be changed or consolidated, the three-volume compendium will have to be re-assessed during the policy review process.

## **10.8 The Food And Agricultural Organization**

10.8.1 There is nevertheless a challenge that rests with the Department of Transport and the role that the Minister of Transport, in terms of the transport co-coordinating mandate should play. In picking up the challenge by the Food and Agriculture Organization, that “Transport Ministries seldom deal with animal power, even though pack animals or carts are useful on rural transportation system,”<sup>28</sup> and that “policies relating to intermediate means of transport have yet to become mainstreamed within national ministries of transport and decentralized development programmes in Sub-Saharan Africa (SSA).”<sup>29</sup>

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<sup>26</sup> The NLTTA, Section 18 (3)

<sup>27</sup> Section 31 of NLTTA

<sup>28</sup> Draught Animal Power... An Overview. Food and Agriculture Organization

<sup>29</sup> Starkey, Local Transport Solutions

10.8.2 The Food and Agriculture Organization (FAO) complaint has been largely responded to by the approach that the South African government has taken – that of a Clustering the Departments. Even if the policy were to be developed solely by the Department of Transport, its implementation, in terms of the Clustering approach is binding on all the relevant departments, and on all the tiers of government.

## **10.9 National Policy Suggestions**

10.9.1 It is not that there were no local calls for the policy intervention in the manner that the Department of Transport has done so now. In their seminal paper, Starkey, Jaiyesemi-Njobe and Hanekom recommended as an overall policy approach “ animal traction should be recognized as one valuable option for empowering rural communities that should be promoted alongside other technologies.”<sup>30</sup>

10.9.2 Simalenga and Joubert’s instructive paper has provided the costs comparisons between the animals and tractors.<sup>31</sup> It is suggested that prospective animal transportation operators should acclimatize themselves with this document.

10.9.3 In September 1996, the Department of Transport published its own White Paper on National Transport Policy. Most of the policy positions after 1996 emanate from this White Paper. The positions that have been taken in this discussion paper, from the provision of infrastructure, to gender equity, to accessibility etc, have been gleaned from this important document.

- The following acts and bills would need to be further reviewed:
- National Land Transport Transition Act, 2000;
- National Road Traffic Regulations, 1999;
- National Road Traffic ACT, 1996;
- South African National Roads Agency Limited and National Roads Bill;
- National Road Traffic Amendment Bill;
- National Land Transport Interim Arrangements Bill;
- Cross-Border Road Transport Bill;
- Road Traffic Management Corporation Bill;
- Municipal Structure Act;
- Pounds Ordinance, 1972 (Ordinance No. 13 of 1972) (Transvaal);
- Pound Ordinance, 1952 (Ordinance No. 18 of 1952) (Orange Free State);
- Lebowa Pounds Act, 1990 (Act No. 8 of 1990 of Lebowa);
- Animal Protection Act No 71 of 1962;
- Performing Animals Protection Act No 24 of 1935;
- Administrative Adjudication of Road Traffic Offences (AARTO) Act, Act 46 of 1998;
- National Environment Management Act 1998;
- Environment Conservation Act 1989; and
- Conservation of Agricultural Resources Act 1983.
- Animals Protection Act No 71 of 1962 and the
- Performing Animals Protection Act No 24 of 1935.

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<sup>30</sup> Starkey, P. Jaiyesemi-Njobe, F and Hanekom, H. Animal Traction in South Africa: An Overview Of key Issues.

<sup>31</sup> Simalenga, T and Joubert, 1997. A.B.D. Developing Agriculture With Animal Traction. University of Fort Hare.

10.9.4 The national rural transport strategy encompasses the rural transport component of the National Land Transport Strategic Framework (NLTSF), which in turn is a legal requirement in terms of clause 21 of the National Land Transport Transition Act 22 of 2000 (NLTTA). For the purpose of land transport planning and the provision of land transport infrastructure and facilities, public transport must be given higher priority than private transport. All spheres of government must promote public transport and the efficient flow of inter-provincial transport and cross-border road transport. Other relevant acts, policies, strategic frameworks, programmes and related requirements in terms of which the rural transport strategies should be aligned, include:

- The Integrated and Sustainable Rural Development Programme (ISRDP), which is aimed at the coordinated delivery of integrated bundles of services and anchor development projects in terms of prioritized set of rural development nodes;
- The requirements for integrated development planning (IDP) as set out in the Municipal Structure Act;
- The Road Infrastructure Strategic Framework of South Africa (RISFSA) as well as the Provisional Land Transport Framework (PLTF); and
- National Household Travel Survey Technical report.

10.9.5 In practice responsibilities for the delivery of rural infrastructure fall mainly on the local government and provisional spheres of government, assisted by the National Department of Public Works and the South African National Road Agency (SANRAL).

10.9.6 The National Environmental Management Act (NEMA) is the cornerstone of environmental governance in South Africa. NEMA sets out principles that must be applied throughout South Africa, to the actions of all organs of state that may significantly affect the environment.

10.9.7 The legal obligation and regulatory requirements were annexed without the consideration of the need of Non-Motorized Transportation. The following issues will be affected by the introduction of Animal-Drawn Transportation;

- Access control to road system including national roads;
- New road signs to accommodate Animal-Drawn Vehicles;
- New traffic signs and promotion of existing traffic such as hand signals used primarily by Animal-Drawn Vehicle drivers;
- Re-training of law enforcement officers;
- Revision of K53 instructions, manuals and testing;
- Animal-Drawn Vehicle registration and licensing;
- Standardization of Animal-Drawn Vehicle specification to accommodate better humane treatment, harnessing traction, etc;
- Regulation on drinking and driving for animal-drawn drivers;
- Universal service regulation to accommodate the disadvantaged due to disabilities, old aged and children;
- Classification under the Road Traffic Act;
- Clarification on Animal-Drawn Vehicle roadworthiness and testing;
- Regulation of training assessor to perform safety audits on animal health, and fatigue;
- Registration and the licensing of operators and drivers;
- Definition of the type of vehicle to be used for commercial, recreational, public transport and tourism;
- Definition of a number of people, weight for Animal-Drawn Vehicle and its carrying capacity;

- Clarification on traffic offence, penalties and payments;
- Clarification on its role within traffic offence point system;
- Regulation to specify sharing of other road user especially at narrow roads;
- Clarification of maximum and minimum speed limits on public roads;
- The inhibition of donkey in small town should be addressed;
- National Specification and guideline of fitting and attachment of shaft, method of harnessing , size of harnesses and drawbar/pole;
- Better regulation on definition and requirement of branding on working animals;
- Regulation to prevent stock fighting games in general but particularly for working animals – this could be part of traffic offence if animal is used to pull an Animal-Drawn Vehicle;
- Define regulation and guideline for castration, which will be limited to veterinarian;
- Define guideline for skill development especially harnessing skills, animal care, feeding and conducting including riding on;
- Define regulatory guideline for monitoring and evaluation process for animal safety, humane treatment, and husbandry;
- Define regulation about working condition such as working hours, resting, and prevention of fatigue;
- Definition regulation of registration of farm implements;
- Define the regulation of registration of manufacturers, builders, importers and manufacturers of cart, harness material, shoeing, Farrier pertaining to public transport usage;
- Defining regulation for registration and licensing of Animal-Drawn Vehicles;
- Regulation of general equipment on or in respect of vehicles, dimensions of vehicles, Loads on vehicles and provisions relating to passenger carrying vehicles;
- Update the regulation on road traffic signs, speed limits, rules of the road, and driving signals and signals for the control of traffic
- Update the registration forms related to ownership and title holder;
- Review of regulation on control of stray animals;
- Regulation of transportation of dangerous goods and substances, hazardous materials, explosives materials;
- Update regulation and laws on Pounding;
- Update regulation and laws on Environment especially by-laws;
- Inclusion of Animal-Drawn Vehicle in the Municipality’s current Public Transport Records; and
- Define regulations on the provision of Animal-Drawn Vehicles infrastructure such as holding areas, ranks, water drinking fountain, stops, tie stalls.



## **POLICY STATEMENTS**

18. The Department of Transport will co-operate with all government departments, stakeholders in evolving an institutional and legal framework that responds positively to the needs, and implementation of the animal transport system.
19. The Department of Transport will update all its institutional and legislative arrangements to effects an animal transportation-friendly legislative and institutional environment.
20. The Department will further interrogate policy suggestions from existing scholarly and specialist contributions, so that the issue of animal transportation is based on a sound and sustainable policy basis.

21. The “national” Department of Transport will have to exercise flexibility in both formulation and implementation by the other spheres of government in relation to animal transportation.



## 11. STAKEHOLDER ANALYSIS

11.1 The following stakeholders will have an interest in the development and the implementation of this policy:

- The **Department of Agriculture (DOA)** is so far as it has to deal with the welfare of the animals that will be used for in transportation. Also because the animals are also used in the performance of some agricultural duties.
- The **Department of Trade and Industry (DTI)** in so far as they have to leverage credit and loan facilities for those who want to purchase the animals for transportation;
- We have briefly mentioned the use of animal transportation by scholars and teachers in rural areas. There is therefore an interest that needs to be taken by the **Department of Education (DOE)**
- **Design Institute South Africa**, a South Africa Bureau of Standards (SABS)' business units, fosters the economic and technological development of South Africa through the promotion of the benefits of design. The ultimate aim is to improve the prosperity of the entire population.
- **South African Local Government Association (SALGA)** represents the interests of local government, in the country's intergovernmental relations system, with a united voice.
- **Road Traffic Management Corporation (RTMC)** is responsible for vehicle registration, traffic information systems, public communication and traffic law enforcement.
- **Agricultural Research Council of South Africa (ARC)** promotes the agricultural and related sectors through research, technology development and transfer, and to ensure that farmers will have access to skills, research information and be able to reach out to communities with their programmes.
- **Council for Scientific and Industrial Research (CSIR)** supports South Africa's competitive performance and the welfare and quality of life of its people through knowledge-generation for the development of an efficient and globally competitive built environment system.
- In rural areas, there is a problem of long distances for old people to collect their pension. Unlike in urban areas, the pay points are scattered and far for other pensioners. The **Department of Social Development (DSD), particularly its Social Security Agency (SSA)**.
- There are many areas of innovation that can be embarked upon, within the science and technology sector. The Department is currently working with the **Agricultural Research Council (ARC)'s Institute For Agricultural Engineering (IAE)**.<sup>32</sup> For this reason, there is a need for the **Department of Science and Technology (DST)** to be involved;
- The **Road Traffic Inspectorate (RTI)** under the Department of Transport in so far as they will have to deal with the regulatory issues, the checking of the credential of drivers, the regulation of traffic and other functions in respect of their mandatory responsibilities;
- The **World Bank** has provided some valuable information about the issue of transport and in spite of the criticism against the Bank for concentrating on "modern" development, the availability of literature in this mode was a welcome surprise.
- The **Food and Agriculture Organization (FAO)** also provides a lot of literature and guidelines about animals. Although the organization's emphasis is on agriculture and

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<sup>32</sup> South African Yearbook. (Year)

- food production, some reference to their work in relation to animal transportation could also be found.
- The **International Labour Organization (ILO)** has worked with the Intermediate Technology Group (ITDG) on various studies on village based transportation, the outcomes of which was that in spite of large investments on infrastructure, village transportation has not benefited.
  - The **International Forum for Rural Transport and Development (IFRTD)**, comprising a collection of community, academic, governments and non-government organizations in 83 countries to share information and expertise on rural transport, is also a valuable resource for animal transportation.
  - A lot of work has also been done by **Animal Traction Development (ATD)**. Either working on their own, or with the collaboration of their South African counterparts, ATD has written voluminously about animal traction. In the context of this co-operation, special mention of the voluminous work on this issue by Professor Paul Starkey, either writing in individual capacity, empowering other writes in this field or advising other bodies involved in the use of animals for traction and transportation has to be made.
  - The **Animal Traction Network of Eastern and Southern Africa (ATNESA)**, formed in 1990, is a regional body that has taken the cudgel for the promotion of animal transportation in the Southern African Development Community (SADC) region. There has been a lot of reference that has been made to their documents.
  - After long years of neglect and the “politics of animals” (which was linked to the apartheid period), the **South African Network of Animal Traction (SANAT)**, formed in 2002 revived the interest. Its focus is to encourage research, development and policies in favour of animal transportation. There is large reliance on their work, especially the results of the animal traction rapid rural appraisal (RRA) survey that they commissioned in 1994.
  - The **Land and Agriculture Policy Centre (LAPC)**, based at the University of Witwatersrand in Johannesburg, has also contributed handsomely to the debates about agriculture and land policies. Animals fall into this equation of agriculture and land.
  - The **National Society For The Prevention of Cruelty to Animals (NSPCA)** is also a friendly organization in so far as they look to the health of the animals under discussion. This organization has been discussed briefly in this document.
  - There is also a potential for further networking, the results of which will help the process of future policy developments in this area, but specifically for the review of this policy document at a determined time. Further networks could be established with the **Animal Power Network for Zimbabwe (APNEX)**, **Kenya Network for Draught Animal Technology (KENDAT)**; the **Tanzania Association of Draught Power (TADAP)**, and **Ethiopian Network For Animal Traction (ENAT)**.
  - **The Cart Horse Protection Association (CHPA)**, Cape Town, South Africa, has been providing services to the working cart horse and the carting community for the past seven years.
  - **Society for the Prevention of Cruelty to Animals (SPCA)** is dedicated to the Prevention of Cruelty to Animals. It exposes perpetrators of cruelty, enforces the animal protection act and promotes responsibility, care and compassion for all animals. Once more as officials pound, they provide shelter to strays and are committed to placing animals in caring homes.
  - **Nkuzi Development Association** is a non profit organization that provides a range of support services to historically-disadvantaged communities wishing to improve their rights and access to land – to facilitate the acquisition of land and its productive and sustainable use.

- **Ntsika Development Organization** provides non-financial support services to the SMME sector, tackling issues like management development, marketing and business development services. The agency also helps with research and inter-business linkages.
- **Farmers**, both commercial and subsistence, in their individual capacities or organized in unions, is so far as they have to provide, sell and exchange the animals. Their responsibility also to the health of the animal is paramount.
- **Business Community** such as the Animal Drawn Cart and Donkey Cart Manufacturers, parts and Vehicle sales and distribution companies and Vehicle repair and service companies
- **Rural communities** for whose benefit this policy is developed. Included here will be animal owners, the users of the transportation, in the mould of “Animal Transport Commuters Association.” Their goods will also be transported through the animal transportation.
- **Policy makers in other departments** and institutions have an interest in the development of this policy in so far as they have to align their old and new policies with the policy suggestions made in this paper.
- **Animal welfare organizations** (their role has been discussed elsewhere in this document).
- **Designers and manufacturers** have also a keen interest in the development of carts, harnesses and other paraphernalia related to animal transportation.
- **District and local municipalities** in so far as they have to deal with the issues of licensing of the animals and animal transportation and to provide the necessary infrastructure.



## POLICY STATEMENT

22. The Department of Transport will invite all stakeholders in animal transportation to assist in the formulation, implementation, monitoring and review the animal transportation policy.



## **12. BENEFITS OF POLICY**

### **12.1 Filling The Gap Of New Technologies**

12.1.1 With distances in rural areas complicated by low communication media, such as telephones and internet, animal transportation provides a viable alternative to break the communication barriers between rural communities.

12.1.2 Most of the trips which use animal transportation include trips by animals or animal drawn transportation to farms, to markets, for domestic needs such as energy material collection and for water, social, religious and recreational purposes and may even be used for transportation to schools by both students teachers and parents.

12.1.3 Even though there is recommendation for technologies, technologies, in and off themselves, do not last for long, are replaceable and in the choice between them and infrastructure, it would be wise to choose infrastructure that will last for longer. In the event that there are funds for infrastructure, the infrastructure provided should be such that it will be able to accommodate technologies that will be developed over time. In other words there is no need for infrastructure to support technology, but for technology to support infrastructure.

### **12.2 Growth of Cottage Industry**

12.2.1 The implementation of this policy will have to be accompanied by the growth of the cottage industry which is in serious decline. The cottage industry will have to consider all new technologies in aspects of shoeing for all animals that are used for transportation, the bovine, the equids, the yokes of both, the breechings and others. The skills for these in are in short decline, and others may be misplaced in towns when they are really needed in rural areas, or vice versa. The issue of the cottage industry is not as simply as opening any business, but pertains to the availability of skills, the raw materials, the coordination between urban and rural, the pricing for affordability and all the related issues that can be best explained with the assistance of the animal welfare agencies referred to in this document.

12.2.2 The New Agriculturist makes an astute observation when it states that animal transport needs the same infrastructure in the same way motorized transport does. Instead of petrol stations and car mechanics, animal transport needs vets, blacksmiths, cart makers, wheelwrights and harness makers.”<sup>33</sup>

12.2.3 This “business infrastructure” has to be supplemented by the rural transport infrastructure (RTI) which the Draft National Strategy On Rural Transport identifies, as a significant catalyst for sustainable economic development, improved social access and poverty alleviation in South Africa’s rural areas.”<sup>34</sup>

12.2.4 But these industries would need to be based in rural areas so as to double the income of the rural people, and make the animal transportation industry sustainable. The Food and Agriculture Organization (FAO) notes that, “once a critical mass of carts is in place, the

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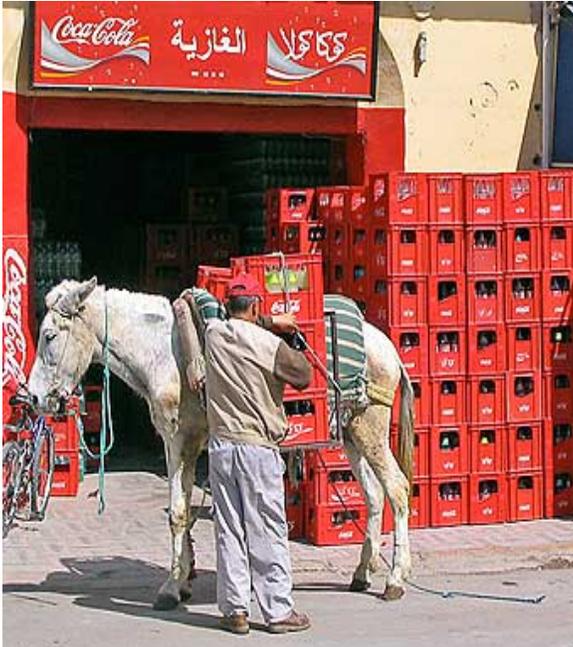
<sup>33</sup> Draught Animal Power: Whose Road Is It Anyway? New Agriculturist On Line, 1<sup>st</sup> July 2003.

<sup>34</sup> Draft Strategy On Rural Transport. Department of Transport

technology becomes self-sustaining and animal based transport systems expand, with major social and economic benefits for the area.<sup>35</sup>

12.2.5 In Colombia, NMT has been integrated into the delivery system of a bakery. According to Guitnik, Holste and Lebo, a “fleet” of 950 cargo tricycles was used to deliver bread when the trucks seemed to be incapable.<sup>36</sup>

### 12.3 Encouraging Two-Way Contact between Town and Country



12.3.1 Rural access is a one way process – determined by the town dwellers when they want to come to the rural areas and the rural people powerless to take such a decision on their own without the agreement and cooperation of the urban folks. It is easy for the urban folk to drive to rural areas, at their convenience, but the opposite journey is determined by the availability of the transport means for the rural people. In some rural areas, there is only one bus per week from the city, and that means the only interaction with the city, from the rural perspective, is limited. The animal transportation policy may not be a panacea to this anomaly, but may reduce these distance relations between towns/cities and rural areas.

12.3.2 If such a policy is implemented, there is hope of not only the flow of people, between the centre and the periphery, but also the spread of economic opportunities between the two. As the picture on the left shows, animals can be used to deliver some of the favourite consumables to inaccessible rural areas by animal transportation (Picture Source: Sean Gleeson)

12.3.3 This is in line with the view of the National Strategy on Rural Transportation to overcome the “big jump” in access opportunities from the village to the nearest town centre.” It also responds to the often-heard call within the transport circles of “stranded mobility”<sup>37</sup> for many of the rural poor.

### 12.4 Economic Integration

12.4.1 There has been talk in Government about the first and the second economy. Mistaken initially for trying to stall the first world economy while growing the second one, the Accelerated and Shared Growth Initiative For South Africa (ASGISA) has now been clarified as closing the gap between the two, without reducing the benefits of the first economy. The respect for, and the introduction of, the animal transportation into the mix is one way of closing this gap. It will bring into the economic fold those people who had marginalized in the past.

<sup>35</sup> Draught Animal Power... An Overview. Food and Agriculture Organization

<sup>36</sup> Guitnik, P. Holste S and Lebo, J. 1994. Non-Motorized Transport. Transport Poverty Through Affordable Mobility. World Bank.

<sup>37</sup> Moving South Africa. A Transport Strategy for 2020. Department of Transport.

12.4.2 The rationale in the closing of the gaps of these two economies is not that one day I utopia they will be equal – it is a correct response to the gaps that do exist, without trying to say the efforts will be rewarded by equality. The distance is so wide that any closing of the two will be to the benefit of both spectrums of the economies.

## **12.5 Best Use Of Animals**

12.5.1 The absence of animal transportation has led to the under-utilization of the animals that are best suited for thus type of work. Aligned to this is the need to use the animals that are adapted for those particular functions, because their underutilization does not do justice to their physical and physiological built and temperament. The rural countryside is strewn with different types of animals, and beyond these being still seen in the traditional view as signs of wealth simply when they are grazing, they can increase wealth by being utilized appropriately, including being used for transportation.

## **12.6 The More The Value The More Breeding**

12.6.1 Breeding techniques in some poor rural areas have lagged far behind. The mere possession of animals and the loaning to others for reasons of breeding could be enhanced once there is a clear understanding of what breed could be of added benefit to the owner. In some instances the breeding loan schemes have only been done with the aim of increasing the herds, with one pedigree and choice bull being used around the village. However, once the added value of a particular breed, such as the one related to animal transportation, is realized, the breeding regime could be enhanced, and with the assistance of agricultural extension officers, could be used to the maximum by people who own types of animals suited for transportation.

## **12.7 Access To Non-Motorable Paths And Roads**



12.7.1 South Africa is not covered, wall-to-wall with roads. In the greatest part of the vast land, there has to be a place where cars cannot reach. In many rural areas, people who visit from town may have to leave their cars miles away at a household where the road ends, and have to walk the rest of the way to their rural homesteads. This is general problem of the missing links which the South African transport authorities still have to engage in greater depth.

12.7.1 In some cases, it is quicker to drive from the town to the house where the road ends than to walk from the house where the road ends to a person own homestead. Animal transportation could provide transport to these non-motorable paths. The picture on the left shows that some cars are not suitable for roads out of town. Picture Source: mns.org.my)

## 12.8 Bad Weather Conditions Where Cars Cannot Travel

12.8.1 Even when roads are provided in rural areas, some roads are navigable only through high powered all wheel cars. Animal transportation provides an alternative where roads are impassable because of bad weather conditions.

12.8.1 The anomaly of the surfeit of cars on the South African roads today is that in cities where low based and ordinary cars could be used, there is a proliferation of all-terrain cars that could have enhanced the mobility of rural people. However, even if the mentality among South Africans would be to use these vehicles in rural areas, their prohibitive pricing would be deterrents to rural people. It may well be that the prices of all terrain vehicles are high precisely because their market is in urban and well off areas. Perhaps were they bought for their correct use in rural areas, their prices would reflect the client base they were supposed to serve.

## 12.9 Tourism Opportunities

12.9.1 Animal Transportation has to take advantage of tourism that can be attached to it. It currently happens, but the adoption of this policy provides legal and state supported transport facility, with assurances for safety and insurance as suggested in the relevant sections of this policy document.

12.9.1 There are many of the animal drawn tourist opportunities already advertised on line. These opportunities to grow the industry should be explored to the full by those animal owners who are interested in these entrepreneurial opportunities.

## 12.10 Market Access For Rural Farmers



12.10.1 Farmers who make good use of their animals for transportation increase their trade networks, and the reinforcing outcome of the increased market access is increase production to serve those increasing markets. The increasing demand for free range and organically grown and natural food products for health reasons presents an opportunity for many commercial farmers to make inroads into the city shop shelves, but this would need a sustainable transport system for delivery.

12.10.2 Animals can be used to address a part of this problems, or at least if animal transportation can be used to bring products to the nearest motorized road networks, the benefits to the rural farmers would be greater. The picture above shows a farmer using animals to transport bananas to the market. Picture Source: leanrpress.org.media)

## 12.11 Cost-Cutting Measures

12.11.1 Rural farmers have suffered at the hands of truck companies if they want their goods to be transferred to the markets. In her study of the Kweneng and Kgatleng Districts in Botswana. Mrema notes: “Farmers may hire trucks to transport their produce, firewood and water, paying up to P200 per trip. Although small rural farmers have small loads to transport at any one time, they must hire the entire truck. With the use of animals, they can decide on the appropriate number of animal to carry the their load.”<sup>38</sup>

## 12.12 Reduction Of Redundancies

12.12.1 The important benefit of the use of animal transportation will be the reduction of redundancies or the saving of costs on the underutilized capacity. Two can be cited for the purposes of this policy.

- The first redundancy is the non-use of animals. The mere ownership, and the display of wealth through owning animals can extend wealth beyond the traditional ownership patterns. In other words of animals are used their will not only increase the symbolic wealth which comes from owning animals, but will also increase economic and financial wealth if animals are used. In households where there are both animals and a motor-vehicle, such wealth can be created through savings by lesser usage of the motor vehicle.
- The second redundancy is that of the use of underutilized roads. There are roads which were built for motor vehicles, but low or no volumes of animals are found on those roads. It would make sense for the animals to be readily allowed on those roads that are underutilized because the state paid for the provision of the road.

## 12.13 Other Benefits

12.13.1 There are other benefits that can be extracted from the policy on animal transportation overall. Among these are the following:

- Mobility and public transport access will be improved;
- Animal-Drawn Transport will provide cheap, simple, dependable and constantly available transport option;
- It will increase transport option, efficient pricing and economic neutrality;
- Efficient transport increases household productivity;
- ADT will stimulate and perpetuate agricultural production;
- ADT will increase access to markets;
- Local economic development and economic activities will be stimulated and promoted;
- Business opportunities such as manure collection, repairs and spares, local-driven transport system for goods, including people are possible;
- Women are increasingly the major beneficiary of Animal-Drawn Transport;
- They reduced the amount of work and drudgery, especially for women;
- Technical and rural credit programs will assist women to purchase animals and carts, thus reducing rural drudgery and raise the standards of living;
- It will provide the greatest economic development benefits by reflecting market principles and local circumstances; and

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<sup>38</sup> Mrema. M. Economic and gender issues Of Donkey Use in Kweneng and Kgatleng Districts, Botswana.

- Animal-Drawn Transport can assist labour intensive rural road maintenance, providing employment.

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## POLICY STATEMENTS

23. The Department of Transport will support the development of enterprises and opportunities such as tourism opportunities, market access and encourage the two-way communication between towns and rural areas.
24. The Department of Transport will encourage the use of roads that are underutilized, and to encourage the introduction of animal transportation and other modes of non-vehicular transport on those roads that are not used or are underutilized by motor vehicles.



## 13. A COST BENEFIT ANALYSIS

### 13.1 Indicative Cost Benefit Figures

13.1.1 The following indicative cost benefit figures based on Starkey for some categories of animal based transportation tell a promising resolution to some of the transportation problems

13.1.2 A sledge, which would roughly cost R80 to assemble, can carry a load of 100kg. An animal pulling it travels at a speed of 4 km per hour for distance of 3 kilometers. This means the cost of tonne per kilometer is a mere R5.70, a low capital outlay, a low mechanical service and low road maintenance need, but a higher veterinarian service costs.

13.1.3 A pack donkey which would cost roughly under R5 000, can carry a load of up to 60 kg at a speed of 7km/h for a distance of 20 km at less than R6 per tonne. It requires a low capital outlay, a low mechanical service, low road conditions but high veterinary costs.

13.1.4 A donkey cart would require a purchase price of R2400, but can carry a load of 400kg at a speed of 6km over a distance of 15 km at a cost to that of a bicycle per tonne kilometer. The capital outlay is medium, veterinary services are high and the road condition requirement is medium.

13.1.5 An ox cart would require a purchase price of R4000 but can carry up to 1000kg for a distance of 10 km at a cost of R1,60 per tone kilometer. The downside is a medium capital outlay, high veterinary services, medium mechanical intervention and medium road quality requirement.

13.1.6 However, these indicative figures pale into insignificance when compared to a truck that would need a capital outlay of R480 000, carry a load of 12 000 kg, traveling at a distance of over 200km with a kilometer per tonne cost of R560. The capital outlay is high, the mechanical costs are high and the road quality is very high.

### 13.2 Suggested Steps for the Cost-Benefit Analysis

13.2.1 An eleven-step framework for the development of the cost benefit analysis:

- First, the issue of **time** should be considered when the policy is being implemented, but the approach of this document is that the issue of time is not that pressing on the rural poor in the same way that it may on the urban settings. Edmonds has noted the same and states several reasons for this. He states: “In the first place, there is reluctance to accept that time savings in developing countries are significant terms.”<sup>39</sup>
- Second, the issue of **user cost savings** has to be addressed, and the approach in this document is that it is a cheaper option to use animal transportation than to use motorized transportation. In relation to the issue of time and costs in a situation of no alternative transport, may not be an important issue;
- Third, the issue of **safety** has to be addressed, and the approach in this document is that safety issues are paramount and a section to it for consideration has been devoted to this issue;

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<sup>39</sup> Edmonds. G. 1998. Wasted Time: The Price of Poor Access. Geneva, International Labour Organization.

- Fourth, the issue of **comfort and convenience** has to be addressed, but the view of this document is that the issue of comfort and convenience exists in a situation of unlimited choices, and that comfort and conveniences attract a higher premium which the poor cannot afford;
- Fifth, the issue of the **costs of facilities** has to be addressed, but it is averred that animal transportation does need a new road network, and that in instances where there must be some infrastructural designs and redesigns and reconfigurations, the costs would be lower than would be the costs for motorized transport. Because of the realization of the marginalization of the rural communities from the economic mainstream, their entry into the mainstream should not be seen as a cost. What could be worse than spending on the rural communities than accommodating them into the economic system where they will be able to fend for themselves going forward? In other words costs to the rural areas should not be an inhibitor.
- Sixth, the issue of **land consumption** has to be addressed, but land consumption is minimal in the event that animal transportation has to be accommodated in the current road network, and the availability of land and the land prices is the one that characterizes the rural areas where most of this animal transportation operates;
- Seventh, the issue of **pollution (both noise, air and land)** should be addressed, but it is axiomatic that animal transportation does not have emissions, does not pollute land, and has less noise) than their motorized counterparts;
- Eighth, the issue of **accidents** should also be addressed but our approach is that to deal with the issue of accidents an Insurance scheme must be considered by the operators of animal transportation;
- Ninth, the issue of **environmental dividends** should be addressed, taking into account the emission that would have resulted had motorized transportation been used.
- Tenth, the issue of **fuel consumption** reduction should also be addressed. This would apply better in individualized households where there are both modes of transportation.
- Eleventh, the issue of animal **health** should also be part of the cost-benefit analysis, and measures should be found to gauge whether animals are better off being underutilized than being maximally used.

13.2.2 We suggested that a three-column Matrix be drawn in which the element or issue will be on the left column, and the in the middle column, the benefits be given and the last column the costs be given As follows:

ISSUE	BENEFIT	COSTS
1. Time	XXXXXXXX	XXXXXXXX
2. User cost savings	XXXXXXX	XXXXXXXX
3. Safety		
4. Convenience		
5. Costs of facilities		
6. Land consumption		
7. Pollution		
8. Accidents		
9. Environmental Dividends		
10. Fuel Consumption		
11. Health		



## POLICY STATEMENT

26. The Department of Transport will evolve a cost benefit analysis that shall be based on the following parameters:
- Time
  - User costs
  - Number of accidents
  - Pollution levels
  - Land consumption
  - Costs of facilities
  - Comfort and convenience
  - Rate of accidents



## 14. ANIMAL TRANSPORTATION AND GENDER ISSUES

14.1 A key indicator in social, political and economic development, transport is not simply about mobility and infrastructure, but also about socio-cultural roles and responsibilities that impede the development of women and girl children. One of the reasons for transport being important for the development of women in rural areas is that it has impact on women and children accessing health services, educational facilities and employment, and participating in key decision-making forums. Transport can improve the lives of women by reducing the amount of time they spend on household activities. Gender issues have unfortunately also not been considered in policy and practice in rural transport systems in the majority of developing countries – the latter situation entrenches social and spatial exclusion in rural transport.



14.2 Women in South Africa are at the forefront of the collection of water, fuel wood and food products, more so when the men are working in cities. However, the ownership of animals would require better elaboration so as to include these women as owners. Ownership would complement the care that women take for the animals on their own. As the picture on the left, animals play an important role in carrying water for rural women. (Picture Source: Animal Traction.com/images/4-3 donkey.jpg)

14.3 In addition, there is mention elsewhere in this document that the migration of animal transportation from oxen to donkeys, opens up opportunities for the women because donkeys are smaller and better maneuverable than their oxen counterparts. Starkey goes further by referring to donkeys as gender-neutral.<sup>40</sup> They can also move with ease in uphill and steep areas. Crossley has included the other advantages of donkeys such as that price, docility, can be used in areas of poor infrastructure and hardy.<sup>41</sup>

14.4 Women are part, or perhaps the dominant part, of animal transportation, but there has not been adequate research into the number of women in the animal transportation industry. For further understanding of this issue, research may have to be done along the lines of understanding how many women use, own and lease animals for their daily use and for income generation.

14.5 As noted by Marshall and Ali, the challenge for women is to use the animals for income generation that is beyond their use for “traditional” women roles, such as the collection of wood and water.<sup>42</sup>

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<sup>40</sup> Starkey, P. Local Transport Solutions: People Paradoxes and Progress, World Bank.

<sup>41</sup> Crossley, P, 1991. Transport For Rural development In Ethiopia. University of Edinburgh.

<sup>42</sup> Marshall K. and Ali, Z. Gender Issues In Donkey Use In Rural Ethiopia.

14.6 Under the rubric of equitable access and mobility, provision should also be made for the unisexual usage of new technologies in animal transport technologies, so that women can also have access to transport mediums that are normally built with men in mind. Accessories such as yokes (weight) stirrups (feet sizes) etc should be made for universal application rather than for men only.

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## POLICY STATEMENT

27. The Department of Transport will work with gender and women organizations to facilitate the entry of women in animal transportation, as owners, operators and drivers.

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## **15. MARKETING AND AWARENESS**

### **15.1 Emphasis On Access For The Poor**

15.1.1 The idea of an animal transportation policy addresses principally the needs of the poor. The marketing of this policy should therefore show the benefits for the poor, but also indicate that the benefits that will accrue to the middle class as a result of the increased trade, more access to schools, revival of the industries related to animal transportation

### **15.2 Market SA An African State**

15.2.1 Most of the South African policy positions have been blamed for responding to developed and western standards. It may well serve this policy to take a step back, and to acknowledge that South Africa is a country in Africa, with problems and solutions that need to be solve through Afro-centric approaches rather than westernized ones. Motorized transportation is dominant in urban areas, but in most of the rural areas, the signs of a developing and underdeveloped state are all there.

### **15.3 High Touch vs High Tech Public Involvement**

15.3.1 Most poor people in rural areas do not have access to television sets and video. Although the newspaper reading population is low in rural areas, there is a growth with local language papers making inroads. But the radio is the best medium for the marketing and awareness for the policy of animal transportation.

15.3.2 This means that the whole public involvement in the development of this policy will have to rely on “high touch” as opposed to “high tech.” Where urban folks have interactive websites, videos, public broadcasting and access televisions, rely on electronic communications, telephone hotlines and radio phone ins, the consultation process and the marketing of this policy position should be based on local liaisons (including communicating through traditional leaders), interactive workshops held in the rural areas themselves rather than city halls, and conducting surveys of the residents of the rural areas’ attitudes.

### **15.4 Public Debates**

15.4.1 The briefing received by the writes of this discussion document was that it will be distributed at the International Conference and Exhibition on Non-Motorized Transport to be organized by the Department of Transport. Although this is a high level starting point for a public debate, the advantage is that these documents will immediately be debated by international experts in NMT.

15.4.2 A policy of this nature should serve the peculiar conditions of the country when it will be implemented the views therefore of the local rural populations will be part of the debates that will be road showed.

15.4.3 Other public debates are those that will fall within the parameters of the policy development process in South Africa, involving interested parties, parliamentary portfolio committees, the public and academic institutions.

## **15.5 Private Sector Participation**

15.5.1 The FAO advises that the private sector can enhance animal transportation if a favourable policy environment exists. There are complementarities between the rural and the urban, between the rich and the poor. The need for the promotion of the so-called first economy does not disappear as a result of animal transportation policy, but it co-exists with a new group of entrepreneurs who will enter into the economy that was previously closed to them. There is no need for the private sector to feel left out by this policy. Once they are part of the system, the private sector can also help to market the benefits of animal transportation.

15.5.2 Private business in urban centers should look beyond their core business of retailing but also about how their customers arrive at their retail outlets and how they carry their goods to their homes. Of course, the private businesses concern themselves with goods to sell, but their business depends on transportation. A split should be made in their financials about how much transport contributes to their bottom line.

## **15.6 Environmental Concerns**

15.6.1 In compliance to environment regulations it will be necessary to minimize or avoid the degradation of the environment, disturbance of landscape, waste. Old metals from used cars or old parts, tire and other scraps might accumulate with the promotion of Animal-Drawn Transport. People will continue to manufacture illegal carts in their backyards without fearing prosecution. An increase in the number of animal-drawn carts on the road network will result in accumulation of manure. Back yard stables fall under Environmental Health By-laws, with rules and regulation to monitor and regulate back yard stables from becoming a community health hazard. In most rural villages there is little or no enforcement of environment related to animals, this result in health risks with accumulation of manure and flies as well as potentially fatal risks for the equines stable.

15.6.2 In remote rural areas sledges are common forms of transport but they require large spans of up to six oxen to pull them due to the required high dragging forces. On steep slopes they do not require brakes, which are an advantage; however they may cause soil erosion.

15.6.3 But there is a need for the balance between environmental degradation and environmental dividends. This should be based on sustainable transport principles than on the zero sum game between existence and the need for the utilitarian concepts of the environment.

15.6.4 Not withstanding this principle of sustainable development, there is a need to market the policy on an environmental dividend in comparison to the dominant mode of transportation, the motor vehicle. In order to market the policy there is a need for the emphasis of the environmental dividends. The audience that will accept that will respond may not be the ones that will benefit from the policy, considering that for most of the rural poor, the issue of environmental protection is at the back of their minds – they struggle to survive. It would be with the environmentalists in the urbanized centers, although they are few, that the marketing of the policy along environmental lines will find acceptance.

15.6.5 It is in cities that the effects of environmental destruction in the form of airborne emissions such as sulfur dioxide (SO<sub>2</sub>) Nitrogen Oxides (NO<sub>2</sub>) suspended particulate matter (SPM), lead (Pb) and carbon monoxide (CO) and ozone.

## 15.7 Pilot Projects

15.7.1 The policy would need to be implemented as a pilot project, but a pilot project that will produce quick results for the buy in of other rural communities. An endless piloting may be counterproductive, because the growth of motorized transportation will be continue regardless thus rendering all other transportation alternatives useless.

15.7.2 Tactically, and for the policy to succeed, it would be prudent to pilot the policy implementation where there is a preponderant number of animals. According to Starkey, Jaiyesemi-Njobe and Hanekom, there are about 180 000 [horses and ponies] in the former “Bantustan areas, mainly in Transkei.”<sup>43</sup>

15.7.3 The concept of critical mass will have major implication in promoting Animal-Drawn Transport as an alternative transport mode against taxis, buses, and rails. The strategy to achieve critical mass should involve a variety of promotional techniques:

- Demonstrations;
- Field days;
- Training;
- Media coverage;
- Community Radio Stations;
- Advertising;
- Provision of credit to manufacture, retail and purchasers;
- Indirect and direct subsidies;
- Market research;
- Pilot marketing;
- Discounted prices; and
- Free carts.



## POLICY STATEMENT

28. The Department will market and create awareness of the animal transportation policy by encouraging public debates, highlighting the environmental dividends and encouraging the participation of the private sector.

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<sup>43</sup> Starkey, P. Jaiyesemi-Njobe, F and Hanekom, H Animal Traction in South Africa: An Overview Of key Issues.

## **16. AFFORDABILITY ISSUES**

### **16.1 Subsidization**

16.1.1 Agricultural subsidies have not been extended to the full extent that they can be accessed by poor communities providing access through subsidization. There is a need for the subsidization schemes to consider the extension of the subsidization facilities to those rural people who will use the animals for transportation. The subsidization regime has relied mostly on rates of interest to be returned, and the commercial farmers have benefited more than others in this schemes. Banks have also been too lenient and more stringent on one category of rural people compared to the others. The extension of subsidization should thus been seen within the global approach of redressing the imbalance of the past.

16.1.2 The euphemistic statement that was used to exclude the majority of the rural farmers in the provision of such financial assistance was that the land could support only a small portion of the population through involvement in farming, but the reality was that that small portion was a one-race group, whose political support for the ruling party then was always guaranteed through the huge subsidies they received from the state. Significantly this opinion was raised by the Race Relations publications which did little to balance the race relations' equation and served only to operate within the parameters of the liberal understanding of race relations.

### **16.2 Improving The Health of Animals**

16.2.1 In order to facilitate the fair return of the subsidized, amounts there is an interest for all to guarantee the longevity and health of animals. Included in both the subsidization and extension of credit schemes should be the proviso that those subsidized may lose their rights of subsidy and credit if the health of the animals so acquired is not convincing.

16.2.2 In addition, the responsibilities of the loaning and credit houses should also be limited, in that they cannot prescribe to the loan seeker what type of technology the loan should be used for as there may be a marginalization of the technologies that are developed by local people to suit local conditions in favour of those developed according to "Western" standards.

### **16.3 The Disabled and The Poor**

16.3.1 The subsidy schemes and the credit lending schemes should also consider the needs of the poor, the disabled so as to also guarantees their right of access and movement to facilities. If transportation for the disabled are limited in the urbanized area, the rural always this deprivation is even more pronounced. If the able-bodied in the rural areas find themselves trapped in their own homes because of lack of transportation, for the disabled the situation s even worse.

### **16.4 Retrofitting Issues**

16.4.1 The usability of the animals so acquired will require the issue of retrofitting to be considered in order to enhance the value of the animals to the users. This retrofitting should pertain to the carriages and other equipment that may be needed in the execution of the duty of animal transportation.

16.4.2 The retrofitting regime should take into cognizance new designs which will enhance the usability of the animal and the technologies that will demand less power from traction animal so that their lives may be lengthened.

## **16.5 Fare Determination**

16.5.1 To ensure the rates of return for the owners and the operators of animal transportation, the state may have to determine a fare structure so that they are not exploited. However, should the market forces be the fair determinants of such a fare, the role of the state in the determination of fares should be as minimal as possible, or non-existent at all.

16.5.2 In certain instance the collection of fares while the transport is in motion makes driver lose concentration on the road. This may lead to the disturbance of other road users and may leave the animal or animals to their own devices.

## **16.6 Animal Lending and Credit**

16.6.1 Some rural people who would like to have access to animals and to use them for transportation are hindered by the prohibitive costs of acquiring animals. In instances where animals are offered for auction for instance, the auction is dominated by richer animals owners, and the bidding process is such that prizes are inflated to keep out poor buyers. The rate at which the purchase of motor vehicles grows is assisted by the easy availability of credit and other financial support facilities such as service plans. Such services are limited to the animal transportation mode. Government will have to consider the extension of credit to rural people who would like to own and to use animals for transportation.

16.6.2 In order to achieve this objective, there is a need to shift the mindset from financial based credit and to include animals themselves as form of credit. In instances where the state owns such animals as may be used for transportation, the Government may have to consider leasing these animals to people who can make best use of them. The benefit of this approach is that the State will relieve itself of the need for the upkeep of those animals, while also contributing to the mobility of its citizens.

## **16.7 Bartering**

16.7.1 We have indicated that there is a migration from the use of oxen to that of donkeys because of the advantages which have also been highlighted. In order to increase the use of donkey transportation, there is need to increase the bartering mechanisms between those who have more cattle and those who want donkeys. It is not immediately clear as to what the exchange rate between the two animals would be, but the barterers themselves could come to some form of agreement.

## **16.8 Land Rights**

16.8.1 Under the Department of Land Affairs, government in charge of the land restitution and redistribution programme. The loss of land for many Black South Africans was preceded by a loss of animals, either through illegal impounding or through crass confiscation by the adjacent White farmer or by the State. The first process, restitution is towards its conclusion. There is however a need for the state to consider the fact that the restitution of land rights did not proceed as smoothly and as equitable as had been envisaged. In instances where land was restituted, the

rights of people to their animals was overshadowed either by financial compensation, or by the return to land without the animals to till that land. Neither did the modern agricultural equipments become the gap fillers, and some land, so restituted laid unused for a long time. Animal allocation should also be prioritized in the redistribution process.



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## POLICY STATEMENTS

29. The Department of Transport, together with the Departments of Agriculture and Trade and Industries shall work on a plan to give financial assistance, either in subsidy form or in credit form, to rural people who would like to purchase animals for transportation purposes.
30. The Government not ordinarily intervenes in fare determination, but may be forced to do so there are instances or organizations which are involved in fare distorting mechanisms.
31. In extending this financial assistance, women, the disabled and the elderly shall be given equal a treatment to other would be credit and subsidy applicants.
32. Drivers shall not be allowed to collect the fare while the animal transport is in motion so that the will be able to concentrate on the road. Depending on the agreed upon procedure such fares should be collected either before or after the trip.



## 17. NON-COMPLIANCE AND SANCTIONS

17.1 If the animal transportation owners, operators and drivers do not adhere to rules and regulations set for the treatment, their handling and other road violations, traffic authorities shall have the right to the revocation of licenses pertaining to the access of animals to the road network;

17.2 The ill-treatment of animals by owners and operators shall be a punishable offense and may lead to the withdrawal of the license to operate.

17.3 The offences may be caused by the driver and not the operator. In such instances, the license of the driver may be withdrawn but the license to operate may continue to be recognized if the operator or owner provides another driver who is qualified to drive the cart and the animal as determined by the city municipality bylaw.

17.4 If the owner or operator or driver has made similar offenses in the same area more than once, the traffic official may consider banning the animal owner in the use of such a place. The responsible driver may be requested to use alternative routes where he or she is less likely to cause the same mistake.



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### POLICY STATEMENTS

33. An animal and/or an drawn vehicle may be used on a public road of low density or special concession or on a side road but must meet the rules, safety and speed standards and time limits that shall be determined by the respective local authority.
  34. However, if the presence of an animal or animal drawn vehicle on such a designated road disturbs or hinders the movement or the operations of other vehicles, local municipalities shall have the power to rescind the right of the animals and or animal drawn vehicles.
  35. The complaints of motorized vehicle owners against animal transportation on the designated roads shall be treated with care but local authorities shall not permit the unsubstantiated allegations against animal transportation to continue to define the power relations between motorized transport and other non-motorized transport users.
  36. Animals or animal drawn transportation that shall be permitted in towns and cities and designated roads shall be registered and tagged as such, and all animals that are found to be on the designated roads without the necessary permission shall be confiscated and impounded by the local authorities.
  37. Such animals shall comply with specific standards and norms and these norms may pertain to cleanliness, livery conditions complaint with the SPCA or agricultural/authorities.
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## **18. SEPARATION OF TRANSPORTATION ANIMALS**

### **18.1 Appropriate Animals**

18.1.1 We have alluded in this document to the appropriate use for an appropriate animal. Because of their different physical structure, shape, size, temperament, not all animals can be used for transportation. If such a mismatch occurs, there is bound to be minimum benefit for the transportation, but also the erosion of the value for which the animal was originally designed or trained. For example, meat animals are not necessary for wagon pulling, as the muscle and their meat quality may be compromised by their enforcement to work, and may thus bring lower value when sold later for meat. As the picture on the left shows, oxen are appropriate for pulling big wagons. (Picture Source: [www.amajubaexperience.co.za](http://www.amajubaexperience.co.za))

18.1.2 Milk animals, such as cows for instance, would also not be suitable for pulling wagons, as their major output is that of milk production. This is notwithstanding the fact that some countries, such as Portugal and Romania as a local initiative do use cows for pulling carts.<sup>44</sup> It is therefore important that when animal transportation is decided, advice is sought from the relevant authorities and societies as to the suitability of the animal for animal transportation.

### **18.2 Modes Within A Mode**

18.2.1 We argue that animal transportation is a mode within the transportation sector that has been grossly underutilized. A rider to this mode, alluding to a mode within a mode, but separating the animals used in transportation between horses, oxen and donkey should also be made.

18.2.2 Oxen originally dominated the animal transportation scene in South Africa, as clearly capture in Jock of the Bushveld by Sir Percy Fitzgerald. But in those days oxen could be seen as the top of the range vehicle which only a few could afford. Most of the poor people used horses as well as donkeys.

18.2.3 This trend has continued and in most poor countries people are replacing oxen with other animals because of the prohibitive costs. Another downside of the oxen is that they are easily stolen because their meat is widely used for consumption – which the New Agriculturist calls “anonymous meat.”

18.2.4 In South Africa the issue of animal theft took a calculated neglect by the police. Starkey, Jaiyesemi-Njobe and Hanekom have been emphatic that in their criticism of this neglected theft. They state: “Within ‘Bantustans’ the police (according to farmer interviews) took a laissez faire attitude to the ‘internal’ problems of stock-theft (in contrast to police reaction to cattle –rustling elsewhere in South Africa). This the risk of animal loss became (and remains) a key constraint to animal power use.”<sup>45</sup>

18.2.5 The migration to the other animals such as donkeys is also motivated by two other reasons: Donkeys are more manageable and can be used by the females who are a growing user

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<sup>44</sup> Starkey, P. Local Transport Solutions.

<sup>45</sup> Starkey, P. Jaiyesemi-Njobe, F and Hanekom, H Animal Traction in South Africa: An Overview Of key Issues.

gender in animal transportation, and donkeys can also be resistant to drought, as this point is captured well in Jacob's thesis about the Bophuthatswana donkey massacre mentioned in this document.

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## **POLICY STATEMENT**

38. The Department of Transport will work with the Department of Agriculture to encourage the use of animals that are appropriate for the animal transportation.
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## **19. ANIMAL PARKING AND CAMPING WHILE IN THE CITY**

### **19.1 Park And Stop Sites**

19.1.1 Where possible towns should provide park and stop sites for the animals that come to their towns. As the town spaces may be limited to provide such a spaces and sites, the provision of such facilities should be near the end of the city limits, but not far enough for the people who use this transportation to walk to and from the inner city.

### **19.2 Food Water and Fodder**

19.2.1 At this parking or camping site, food water and fodder should be provided for the animals. However, the food that shall be provided shall be one that is suitable for the animal and shall be free of contamination; the water must be separated from the water that will be used for human consumption but shall be potable enough for the health of the animal; and the fodder shall be the one that the animal is used to.

### **19.3 Ventilation**

19.3.1 Ventilation, if the space is enclosed shall be provided for the animal parking and camping places. However, enough care should be given for the animal to have as much of its natural habitat as possible and not be determined by the life of the city approach..

### **19.4 Enough Space**

19.4.1 If the space is enclosed, there should be enough space for the animal to turn around and sleep and also relax in manner that may be natural to the animal. The need for space should not be decided on the availability of space in the city or town and the costs related to it, but should consider the natural habitat of the animal concerned.

### **19.5 Freedom Of Other Parkers To Be Guaranteed**

19.5.2 If parking bays are provided within the bounds of the town, the parking provided to animal transportation shall not disturb other parking bays used by other modes of transport. The proviso should be that of equity: that motorized transport should not occupy the parking reserved for animal transport, unless directed to do so by traffic officials.

### **19.6 Fighting and Injuries**

19.6.1 There is a tendency among the animal owners, particularly herders to cause the animals to fight in the determination of which one is the strongest. Prevalent in herding, the system is not supported within the transportation industry and all owners, operators and drivers should be warned against it<sup>46</sup> when the animals are parked or camped in the town or just outside the own precinct.



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<sup>46</sup> Section 2A of the Animal Protection Act, Act 71 of 1962.

## POLICY STATEMENT

39. All person induced fighting by animals shall be outlawed within the town perimeter and in the areas surrounding it. Persons found to be encouraging such animals fighting shall be deemed to be unfit to be operators or drivers, and appropriate sanctions will be taken against them.



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## **20. PLANNING ISSUES**

### **20.1 Shortage of Planners**

20.1.1 The idea of traffic planners planning for the integration of animal drawn transportation onto the road system is hampered by the fact that the few that are around, are still coping with addressing the issue of motor vehicle on the roads.

20.1.2 While there is a new departure in the Department of Transport about the promotion of public transport, the challenge is to convert the current transport planners to respond to this urgent need. For animal drawn transportation therefore there may have to be a long wait before there are sufficient planners to deal with their use.

20.1.3 In order to deal with this issue in the long term, it may be prudent to consider animal transportation as a subsection of the Public Transport system, while for the long terms there should be a comprehensive planning for the interaction which will include the proponents of animal transportation, the Department of Agriculture and the animal welfare societies.

### **20.2 Impassable Roads During Wet Weather**

20.2.1 The roads in rural areas are characterized by impassability during rainy seasons. For the duration of the wet weather, rural people do not have access to amenities, and even motorized transportation, including the all terrains (4 X 4s) finds it difficult to navigate the some of the rural roads. There is a need for the planning officials to develop and plan for all weather access roads for rural areas, and for rural communities themselves to be part of the planning process of their road infrastructure.

### **20.3 Use Of Verges And Other Public Spaces**

20.3.1 In certain local municipalities, bylaws prevent animals from moving through towns, and on the pain of penalties and impoundments, animals are not allowed to be on verges and on other public spaces. In non-flowered public spaces, animals that are found to be grazing, manure producing or urinating are outlawed. These things may come natural to animals which do not have any facilities provided, and to the extent that these are not destructive to the flora and fauna of the municipalities and to the town aesthetic attractions, restraint by municipalities should be exercised. Any effort to sanction or punish the offending animal owner does not only leave the animal owner without an income, but also keep him marooned in a place to which he or she had used his animal to come to in the first place.

### **20.4 Domination of Urban-Based Companies**

20.4.1 The provision of road and transport services in the rural areas are dominated by urban-based companies and entities. In the provision of these amenities, the views and the choices of the rural communities is overlooked. In certain instances, these amenities do not specifically address the issue of rural transport needs, and instead, strive to integrate them into the already existing urban-based road networks.

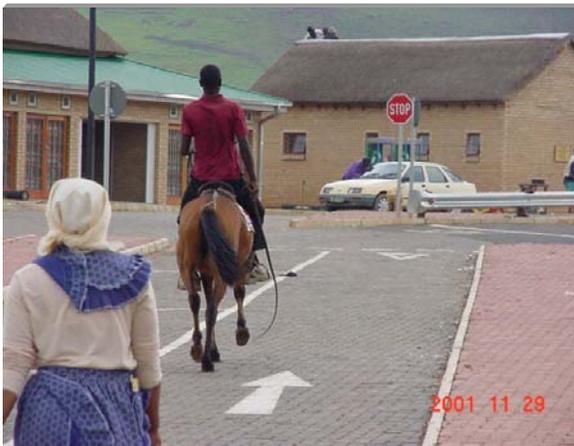
20.4.2 Rural communities have bank of knowledge on Animal-Drawn Vehicles, because these vehicles are inevitable being used out of necessity. Furthermore they understand conditions and best practice applicable to their local terrain, conditions and applications.

20.4.3 In the final analysis, the maintenance costs of these amenities are high as they have to be done by the same companies that provided them, can be neglected in preference to urban-based transport needs, and are maintained from the low financial bases of rural district municipalities.

## 20.5 Integration Of Animals Into Road Network Planning

20.5.1 With the reduction and the later the obliteration of animal transport in towns, and network planning be based on the need to provide for the growing motor vehicles, transport planning continues to marginalize animal, even in areas where the use of animal transportation is critical.

20.5.2 This policy proposal does call for the provision of infrastructure that will cater for animal transformation, but most of this already exists for the motorized vehicles and what is needed is for animal transportation to be seen as part and parcel of the existing infrastructure. The picture on the left shows that there is no clash between existing road infrastructure and animal transportation. (Picture Source: Eastern Cape Transport Summit Pictures)



### POLICY STATEMENTS

40. Road planning authorities will, to the extent possible, provide all weather access roads for the rural population, and such roads should be adaptable to the use of animal transportation by rural communities which have access to this mode of transportation
41. All rural road maintenance that is done to serve animal drawn transportation shall be done within the limits of a contract which will prioritize the users of those road so as to increase rural incomes and independence.
42. Municipalities will make available to animal transportation their verges and other public spaces that will facilitate the movement of animal transportation
43. All Integrated Transport Plans (ITPs) should cater for the use of animal transportation even when the municipalities have not legislated on the use of animals of within their boundaries,
44. The integration of the ITPs into the Integrated Development Plans (IDP) should take into consideration the integration of animals.

45. The Department of Transport will consider the inclusion of animal transportation at a later stage as planning for this master plan are already at an advanced stage.
46. Because the integration of access points to main roads should be the subject of careful planning, animals shall have identified spots where they enter the main road and their access points may be different from those of motor vehicles depending on the volume of traffic and the speed limitations of those access points.
47. No animal transportation shall be allowed on the national freeways and high ways where speed limits are between 100 and 120 km per hour.



## 21. TECHNOLOGY ISSUES

### 21.1 Fitting Sledges With Wheels



21.1.1 For easier traction, this would be one of the things to be considered to lessen the loads on animals. However, the technology for sledge wheel fitting is still not researched, and the wheeled carts are not sleigh types, as sleighs are understood to be made of wood, but are carts which are in consideration of high prices, prohibitive on some animals owners. Picture Source: Namibian Economist)

21.1.2 Hanekom has noted that they are Y-shaped branches or tree trunk sledges are used mostly in Mpumalanga, KwaZulu-Natal and the Eastern Cape.<sup>47</sup> Some of these may be shaped differently such as the *umulange* or dugout log in the Zambia or the flat carved board.<sup>48</sup> The advantage of this will be the reduction of the soil erosion for which the sledge has been unjustifiably blamed.

### 21.2 Evolve New NMT Design Standards

21.2.1 The design standards of NMT are still not properly co-ordinated say under the South African national Standards. In the absence of these standards, there are many prototypes which need further refinement, development and marketing. The state should intervene, through the CSIR and the South African National Bureau of Standards (SABS) to hasten these standardization.

21.2.2 Future rural transportation experts should also acclimatize themselves with the collaborative work between the German Appropriate Technology Exchange (GATE) which promotes new prototypes.

### 21.3 Road Quality

21.3.1 Both gravel and bitumized should be constructed to meet animal friendly standards. In cases where bitumized roads are use, owners of animals will have to supplement with shoeing their animals. However, in places where there are no tarred roads, the need for shoeing may not exist.

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<sup>47</sup> Hanekom, D. The Use of Donkey For Transport in South Africa.

<sup>48</sup> Starkey, P. Local Transport Solutions.

## 21.4 Use Of Local Populations

21.4.1 The discussion document has alluded to the fact that local populations should benefit from any infrastructural development. Some provincial roads departments have already embarked on projects that employ local populations for road maintenance. This should be extended to other provinces. The understanding is that there should be maximum benefit, but also that local populations know their needs more than outsiders.

## 21.5 Technology Will Always Dominate

21.5.1 There is no attempt by this discussion document to make animals replace technology. It seeks to work with existing technologies to increase access for the rural poor. In both developed and developing countries animals form an essential cog in the marketing system. An order placed most conveniently by mobile phone may be fulfilled most efficiently by a donkey.<sup>49</sup> It may be slower, but it will arrive.

21.5.2 There is no need to re-invent the wheel (the pun is noted) through unnecessary Government interventions. In cases where local communities have spontaneously evolved their own technologies, government's assistance should be a benign one, developing standards and regulations that will not lead to local communities incurring prohibitive retrofitting and modification costs. In other words, turning a blind eye to "chaos" and "chance" technologies – key elements of chaos theory – should be supported. This will solve the question of "isolated" technologies.

21.5.3 In addition, government structures such as business development agencies should be willing to assist local designers with proprietary rights, patenting and marketing.



### POLICY STATEMENTS

48. The use of new technologies in animal transportation will be promoted. There will be no conflict between the promotion of animal transportation and the technological developments in other fields. Animal transportation will exist along side new technologies in road transportation.
49. Traction technologies developed by local communities shall not be discriminated against, and all efforts shall be made to encourage rural people to use technologies appropriate to their needs.

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<sup>49</sup> Draught Animal Power: Whose Road Is It Anyway? New Agriculturist On Line 1 July 2003.

## 22. ANIMAL DRIVER PERMIT TO DRIVE AN ANIMAL

### 22.1 Drivers License

22.1.1 All applications for driving the animal and animal transportation have to be made to the Transport Authority. However, this policy discussion document is developed at a time when not all municipalities have established the Transport Authorities. In terms of the registration of drivers, the Department of Transport will have to develop a mechanism where the registration of animal transportation drivers will have to be registered within the current car driver registration system, but be ready to migrate to the new system of Transportation Authorities (TAs), on a case-by-case basis, once these have been sufficiently established.



22.1.2 Because of the nature of the job involved, and the need for the driver to interact with the animal and care for it in certain cases, in the application for a animal transport driver license a physician's certificate certifying that driver does not have adverse disease that may affect animals, should be produced.

21.1.3 The term driver does not apply to young people who have been taught to ride animals by their elders and other members of the family, and as long as they are not going to be ferrying or driving passengers on animal transportation, the requirements for drivers shall not apply to them. In other words, all drivers can be riders, but not all riders are necessarily drivers. The picture on the left shows a young rider to whom the requirements for drivers shall not apply. (Picture Source: The Eastern Cape Transport Summit).

### 22.2 Licensing and Tagging of Animals

22.2.1 In order to license the animal for animal transportation the following information must be supplied:

- the business address of owner;
- if owner different from the user both addresses to be supplied;
- the towns in which the animal will provide transport service;
- a license fee which will be determined by the authority.

22.2.2 The tagging of donkeys will have to be done humanely, but this will also give the donkey its "name" (to dispel the myth that "donkeys have no owners or names."<sup>50</sup>

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<sup>50</sup> Starkey, P. The Donkey In South Africa: Myths and Misconceptions.



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## POLICY STATEMENTS

50. All drivers of animal transportation shall obtain drivers licenses from their respective transportation authorities and all animals used for animal transportation shall be licensed and tagged.
  51. A person who should qualify as an animal transportation driver should be above 18 years of age.
  52. He/She should be of sober habits and should not have been found to have been charged previously under actions perpetuated by being under the influence of intoxicating drinks or drugs.
  53. He/She should be a South African citizen or a naturalized South African.
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## **23. ANIMAL HEALTH REQUIREMENTS**

### **23.1 Rest Periods**

23.1.1 To guarantee the animal health, the rest period of animals may also have to be determined animal health authorities. In other words, there may be a stipulation that an animal that is found in the precincts of the town on a regular basis may have to be stopped because its functionality is not the same as that of the motorized or mechanized transportation..

### **23.2 The Role of DOA**

23.2.1 The role of the Department of Agriculture in determining these rest periods and the general health of the animal shall be paramount.

### **23.3 The Superceding Powers Of The Vet**

23.3.1 If the town has a resident veterinary resident, he or she may be called upon to decide the fate of the animal. The powers of the veterinary official shall therefore supercede those of both the traffic authorities and the owners of the animal used in transportation. A fair distribution of responsibilities between road use, the condition of the carriage and traffic offences and those of the health of the animal shall be delineated. The former should reside in traffic authorities while the latter should reside in the veterinary officials. The need for co-operation is therefore paramount

### **23.4 Inspections of Animal for Cleanliness and Health**

23.4.1 Owners and operators of animal transportation shall subject their animals to an inspection procedure that shall take place twice per year, as shall be determined by the veterinary and traffic officials

23.4.2 These inspections shall pertain to but not limited to the following:

- All animals shall be free of fungus, and animals found to be fungus infested may be barred from the town limits All animals shall have clean coats
- All animals shall show evidence of daily grooming
- All animals shall be free of open sores or wounds or deformities of some sort;
- All animals shall exhibit no use of performance enhancing drugs and hallucinatory substances
- All animals that require shoes shall be shoed.

### **23.5 The Five Freedoms Of Animals**

23.5.1 All animals shall have their health and welfare superimposed under the following freedoms developed under the auspice of a Committee led by Mr Bramble. The applicability of these freedoms are international and the need for the animal users adapt their animal welfare procedures and treatment can thus not be overemphasized.

- freedom from thirst, hunger and malnutrition
- freedom fro discomfort due to environment

- freedom from pain, injury and disease
- freedom from express normal behaviour for the species
- freedom from fear and distress.<sup>51</sup>

## **23.6 Death of Animals**

23.6.1 Some animals may die in the vicinity of the town while employed for transportation of roads. In such a situation there is usually a contestation between the owner and the town about who will bear the responsibility for the removal of the animal

23.6.2 In other cases, the owner may require to use the animal for the other uses mentioned above, such as for meat purposes. Some guidelines to regulate this eventuality will have to be evolved, and these should be clearly understood by the animal owners.

23.6.3 In the event that animal dies in this manner, and there is no other form of draft animal to pull a wagon which has been brought by the dead animal, these guidelines should also be clear about the means of disposal.

## **23.7 Animal And Car Collisions**

23.7.1 We have indicated in this document that animals will have to compete for space with motorized transport. In such an interaction, animals are likely to be hit, injured or killed. The current understanding is that animals are not required in the road system, and when they are found there, they are considered to have been intruders.

23.7.2 If the animal transportation policy becomes operational, there shall be a need for the total integration of animals into the network, including animal statistics.

23.7.3 There will be a need to apply the same legislation as that which obtains in Chapter X of the National Roads Traffic Act in relation to collisions, and drivers of the either the motorized vehicles, a motorcar or the animal shall obey the stipulations 61 and 62 of the Chapter.

## **23.8 Education And Research Into Animal Traction**

23.8.1 There has not been much research into the animal health that deal with the issue of transportation because animal transportation itself has not been highlighted as an issue in the past. According to Food and Agricultural Organization (FAO), this neglect is compounded by the international media (television, films, publications) in which animal power is seldom portrayed and perceived by younger generations as old technology.<sup>52</sup> Starkey, Jaiyesemi-Njobe and Hanekom also noted the same trends in their survey when they state: “The widespread concern was expressed that the young were not interested in taking up the technology. It did not have a modern image, and at school they were taught that it was old fashioned. Existing knowledge and expertise were not automatically being passed on within villages.”<sup>53</sup>

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<sup>51</sup> Report Of The Technical Committee To Enquire Into The Welfare Of Animals Kept Under The Intensive Livestock Husbandry Systems. 1965.

<sup>52</sup> Draught Animal Power ... An Overview. Food and Agriculture Organization (No Date)

<sup>53</sup> Starkey, P. Jaiyesemi-Njobe, F and Hanekom, H Animal Traction in South Africa: An Overview Of key Issues.

23.8.2 Research institutions in South Africa concentrate on elite research, and with rural research facilities suffering neglect, transportation that assisted rural accessibility also suffered the same consequences. There will be a need to encourage research into the durability, the traction dynamics, physiological attributes of traction animals in comparison to others, and the other related issues to animal transportation.

23.8.3 Research, so understood, is a derivative of an education system. With the growth of “cash subjects,” agriculture was sidelined in many schools, and the agricultural tertiary institutions diminished as the result of the decline of farming as a profession. Animal husbandry suffered as a result. Not that the agriculture lessons that existed said anything about animal transportation, they were based on modernized commercial agriculture, and even when the subject would have been continued, there is doubt as to whether the issues of animal transportation would have dominated.

23.8.4 There are still agricultural colleges and institutions that exist. Animal husbandry would require more emphasis, but the issue of animal transportation may require particular emphasis. There is also a need for the predominant need for Transport Economics courses offered by universities (notably the University of South Africa (UNISA) and the University of Johannesburg (UJ) to integrate the issue of animal transportation in their courses.

## 23.9 Husbandry



23.9.1 Injuries are commonly caused by harnessing, abuse and animals fighting. It is atypical to find horses and donkeys suffering from injuries as a result of being bitten or kicked by other stallions or jacks. Bites as result of males fighting are also reported. In communal farming situations it is very difficult to keep animals belonging to a number of owners separate from each other and to prevent them from straying. Castration of males, unless deliberately being kept for breeding purposes, is therefore an effective manner of combating these problems, if undertaken correctly and humanely by skilled persons. Castration is usually performed by owners, relative or friend. Secondly it appears that a large percentage of bulls or bull calves are castrated using the burdizzo method, which is widely accepted as being effective and appropriate for use on cattle. In the case of horses and donkeys, the cast and cut method appears to be more common, and more widely accepted.

23.9.2 Domestic animals are usually castrated in order to avoid unwanted or uncontrolled reproduction; to reduce or prevent other manifestations of sexual behaviour such as territorial behaviour or aggression (e.g. fighting between groups of entire (un-castrated) males of a species); or to reduce other consequences of sexual behaviour that may make animal husbandry more difficult, such as boundary/fence/enclosure destruction when attempting to get to nearby females of the species. Male horses are usually castrated (gelded), because stallions are rather aggressive and troublesome. The food industries, e.g. cattle and other ruminants, may castrate in order to

increase growth or weight or both of individual male animals and to improve the taste of the meat (with the advantage of relevant economies of scale for the breeder).

## 23.10 Disease Management

23.10.1 Veterinary services in the rural communities have deteriorated in the recent years therefore those who use draught animals find it difficult to obtain medicines or other related veterinary services. Thus, they resort to indigenous knowledge to make use of the wide ranges of plants or herbal medicines. In most rural areas there is no private veterinary service. These areas are serviced by the Department of Agriculture, although there is no veterinarian, only Animal Health Technicians. Unfortunately Health Technicians have very limited drug supplies and are not in a position to assist with sick or injured animals.

23.10.2 Starkey, Jaiyesemi-Njobe and Hanekom aptly note: “A whole generation of agricultural students graduated with no formal training relating to animal traction. These agriculturalists with little knowledge of animal traction became responsible for planning and implementing agricultural policies and programmes.”<sup>54</sup> The decline of animal traction was thus perpetuated in traffic management and planning. Starkey argues that, “in cannot, in fairness, be said there are too many donkeys in South Africa,” there is a need for research that will also look into the reproductive capacity of donkeys.<sup>55</sup>



## POLICY STATEMENTS

54. All collisions between animals and cars shall be recorded as part of the national statistic, and be published for further development of road facilities that will enhance their (the animals') integration into the road system.
55. There will be a clear understanding of the roles and responsibilities of the traffic officials and the veterinary services either under the own or the Department of Agriculture in relation to road traffic offences and the health of the animal.
56. The inspection of animals shall take into account their coat condition, their freedom from hallucinatory drugs, free from open sores and wounds and other injuries and shall not be under any form of bone or skin deformity.
57. The removal of animals that perchance die while in the vicinity of the town shall be removed at the cost of the owner to his preferred destination.
58. The owner shall have the right to bring in a replace animal to pull or pack the luggage or persons that had been brought to town by the dead animal.
59. If neither of the two can be effected, the municipality shall have the right to donate the carcass of the animal to research institutions, or to dispose of it in the manner it deems fit.

<sup>54</sup> Starkey, P. Jaiyesemi-Njobe, F and Hanekom, H Animal Traction in South Africa: An Overview Of key Issues.

<sup>55</sup> Starkey, P. The Donkey in South Africa: Myths and Misconceptions

60. If the owner is not in a position to bring another animal for the traction duties, the city may have to keep the wagon so left for a specific period, after which the carriage or the wagon or the load shall be sold to defray expenses.
61. If the load of the wagon were human beings, it will be up to those individuals to find their passage back to their places, and the town shall not bear any costs for their upkeep while they organize their way back home.
62. In relation to research, research institutions that will receive the carcasses of animals that so died, will be governed by the Medical Research Association's (MRC) Guidelines For The Use of Animals In Research, Testing and Education.
63. The Department of Transport shall support all research in animal traction and animal transportation, and shall conduct refresher courses on traffic regulations for animal transportation drivers.



## **24. CLEANLINESS AND ENVIRONMENTAL ISSUES**

### **24.1 Environmental Awareness**

24.1.1 Traveling back in time because of the new environmental problems may not be the best method to start the debate about the use of animal transportation. The “Back to the Future” issues are generated more from the issues of overuse and the destruction of the environment through already available technologies. In animal transportation discussed in this paper, the back to the future debate does not yet arise, as the problems of rural transportation are more of need than of the abundance of emissions based urban transport.

24.1.2 The issue of environmental friendliness and back to the future discourses may be relevant to the issue of animal transportation. However, the need for continued vigilance, and safeguarding animals from environmental problems that are related to their work in the transportation, should form the underlying consideration for all policy suggestions.

### **24.2 Sanitation and Manure Collection**

24.2.1 If animals are housed during their breaks or at night, the need for sanitation, timeous manure collection and cleaning and urine management should be the main focus so as to prevent disease that may arise.

24.2.2 The re-trading of these materials within the environmentally controlled environment, for energy and fertilization should also be considered, but this may require a large amount of animals to be in one place, and for the collection and sale mechanisms that will need to be decided between towns and owners and buyers.

### **24.3 Pollution**

24.3.1 Pollution, whether air and land, should be reduced to the minimum social that animal welfare and life can be preserved. The exposure of animals to pollution should be seen to the same degree as that of the exposure of human beings to the same elements.

24.3.2 The fact that the animals will be interaction with other forms of transport which emit well sulfuric emissions, should also be considered when the animals are used as transportation.

### **24.4 Animal Congestion**

24.4.1 Animal congestion in towns and cities may present lesser environmental dangers than those posed by motorcars, but in the interaction between road users and animal transport, the issue of exposure to the congestion should also be seen as a concern.

### **24.5 Alternative Energies**

24.5.1 Biomass and methane issues should also be considered as products of animals and these should be used to alleviate other energy shortages considerations within the rural settings. However these should not be to the detriment of animals. Mentioned is made elsewhere in this document that the animals should be used for the best productive methods and that transportation should be seen as that first before their other uses are given predominance.

[Some of the other forms of energy related to animal transportation, and the advantages of animal transportation on the on saving the renewable energies have to be discussed within the environmental benefits of the discussion document.]

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## POLICY STATEMENT

64. The Department of Transport will enforce animal transportation that responds to the environmentally suitable transportation.



## 25. SAFETY ISSUES

### 25.1 Animals Wandering In The Road Network

25.1.1 The lack of grazing land that is securely fenced contributes to the problem of stock grazing at roadsides and wandering onto roads. Although owners would prefer to confine animals in suitable areas, finance is a limiting factor. Animals involved in vehicle accidents are often not claimed, as owners would be liable for the cost to repair the vehicle, which would be much greater than the value of the donkey.



25.1.2 This policy speaks only to the need for animal that provide transportation to be on the road network. As discussed in this document, these animals will have to abide by all the regulatory and safety issues that have been discussed. The current regulations that bar their animal from straying or wandering into the road network will remain, and the traffic authorities will still be required to discharge their mandate as required by law. There is still an onus on owners to and herders to make sure that their no-transport animals are kept of the road network.

25.1.3 The legislation mentioned in this document, particularly the National Road Traffic Act shall apply, and the sanctions that go with them shall also apply if there are animals that are straying on the road. The picture above shows an ox grazing in a road network (Picture Source: Eastern Cape Transport Summit pictures).

### 25.2 Speed Limits

25.2.1 Compared to their motorize vehicle counterparts, animal transport is not the best option when the issue of speed is raised. But it is precisely because of the slow speeds by their nature that animals draw their usefulness, and that speed as an attribute of the motorized vehicle is also its drawback in the event of an accident. There is likely to be more damage to the vehicle transport users as a result of speed should the vehicle be involved in an accident than there would be in the case of animal transportation.

25.2.1 The issue of speed limit is related to the weakness that has been observed with animal transportation. But as explained above, while the issue of speed may be a requirement in the city areas and roads that permit it, it cannot be argued that even if the cars were to be given the same terrains that animals are adapted to their value of speed would be hampered. At any rate, rural life is not necessarily about the pressures of speed and the “time is money” preoccupation, but about the interaction between nature and humans and the need to survive.

### **25.3 Left Side Use of The Road**

25.3.1 In order to interact with their motorized counterparts in a city or town area, and because of the limitations of speed discussed all efforts should be made to provide for animal transportation on the left side of the road, and to allow for a safe distance between faster cars and lower animal transportation.

### **25.4 Designated Parking Areas**

25.4.1 Animals an animal transportation should not be allowed to stop and pick up passengers or luggage anywhere except in designated areas. Failure to do so should be located within the limits of sanctions and transgressions mentioned in this document.

### **25.5 Operational Times Determination**

25.5.1 There shall also be a time determination of access to certain city areas. This should be done to regulate the relationship between the cars and animals where the two are allowed to be together. Transport authorities shall reserve the right to regulate the movement of animals if there is a preponderance of cars, and shall have the right to redirect vehicles if there is a preponderance of animal transportation, whichever is greater.

25.5.2 Towns and city officials may decide the hours of operations of animal drawn transportation with city limits, and district officials such as traditional authorities may determine these in areas under their jurisdiction.



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## **POLICY STATEMENT**

- 65. Animal owners shall ensure that their animals do not wander into the road network.
  - 66. Drivers of animals shall observe the speed limit and all other traffic signs, shall park at designated places and shall be ready to operate at times that shall be determined by traffic officials.
-

## 26. SPECIAL EVENTS AND CEREMONIES

26.1 States and ceremonies usually use animals for certain state and city function. Some of these functions relate to regalia which use animals, honour ceremonies which uses, war commemorations, competitions by animals, best kept or the most beautiful animal contests, civic honours for citizens, Christmas day celebrations, military parades etc.

26.2 Some cities have integrated transportation animals, such as horses, into their security apparatus, and these animals are used in crime prevention, maintenance of order and other uses. There is a need for the extension of the care of animals along the lines of the regulations so set.



### POLICY STATEMENTS

67. Should there be a need for the animals to be used for such occasions, all concerned should be informed in time
68. The events should be planned in advance so that monitoring mechanisms, the determination of routes, resting periods and interaction with other transport modes shall be pre-planned.
69. If there is a request made in time, animals used in special events shall not be liable to some of regulations that may be set by the local authority, but the rehabilitation of the animals life to their original or acceptable state shall be pre-agreed between the organizers and the city authorities.



## **27. ANIMAL WELFARE AND CARE**

### **27.1 The Theoretical issues**

#### **27.1.1 Jainism and Szytnelist Approach**

27.1.1.1 The welfare of animals as a derivative of the Jainist concept and its evolution of from the Indus Valley civilization will not be discussed in this document. Ethicists Szytbel's categorizations of six welfare animal views have been noted, but we will concentrate on the ones that support this policy document, namely the first three, which pertain to the animal exploiter's animal welfare, the commonsense animal welfare and the human animal welfare.

27.1.1.2 Descartian discourses argue that animals do not have feelings and thus do not have any interests or whether they do. Some of the views of the animal welfare movements, such as those critics who are against the disproportionate approach of animal welfarist in regard to the treatment of animals do exist. For instance, some critics accuse animal welfarists of favouring companion animals over commercial animals, they support wild animals over domestic animals, and mammals over birds/reptiles and fishes.

#### **27.1.2 Utilitarianist Approach**

27.1.2.1 Our view in the theoretical debates emanate from the commercial uses of animal, within the human elements for longevity of life, and that the treatment of animals should be the one that extracts as maximum effort from it, while taking care of its own health.

27.1.2.2 This view is informed by the fact when animals were created, they were created for their different needs, and those that were created for their power should be used to the maximum extent of their power, and those that ere created for their beauty such as birds, should be used within the aesthetic context of their creation. Surely it would gross injustices f an animal like a bird is used for pulling an ox-wagon and vice versa.

### **27.2 Animal Welfare**

#### **27.2.1 The Point of Departure About Animal Welfare.**

27.2.1.1 The point of departure of this policy discussion document is that animals require to be treated as humanely as possible.

27.2.1.2 The import of this paper is only to the extent that animals will be used as humanely as possible for transportation and will avoid the other issues such as the slaughter for purposes of compliance with religious considerations;

27.2.1.3 Neither will this document concern itself with some of the issues related to this topic such as proteins, free-range animals comparisons of meat versus vegetables etc;

#### **27.2.2 The Animal Protection Act. No 71 of 1962**

27.2.2.1 Should animals however be treated in such a manner that their help in transportation is not commensurate to their fair treatment by the owners, the right of the

interventions of the animal protection societies, and the right of the State to invoke its powers under the Animal Protection Act such actions should be deemed to be within the confines of the law.

27.2.2.2 Section 2 of the Act, “Offences In Respect Of Animals,” covers all the areas that relate to the protection of animal, and this act should form the basis for the protection of animals in relation to animal transportation.

27.2.2.3 This approach will be a reflection on the views and ideas used by the vegan approach which would alleviate the plight of animals once they are in pain, in other words the ending of the animal life as expeditiously as possible, or its adulteration which would require that the opinion of the veterinary surgeon be the one that carries the day rather than the owners rights to the animal

### **27.2.3 The NSPCA**

27.2.3.1 The early British animal welfare was started by a Member of Parliament, Mr Richard Martin, culminating in the formation of the Society for the Prevention of Cruelty to Animals (SPCA), which was later adopted by the Queen in 1840 to be known as the Royal Society for the Prevention of Cruelty to Animals (RSCPA).

27.2.3.2 The SPCA was established in South Africa as a volunteer organization relying on the donations from benefactors and the dedication of its members. When the document refers to SPCA in the document, it will also be referring to its mother body (the NSPCA) which was established in 1956 as an umbrella body of 97 societies.<sup>56</sup> The local bodies will be used within the context of the differentiated spheres of government, and the need for the local authorities to work with their nearest SPCA office for the health and welfare of the animal. The autonomy of each of these societies is important in the sense that as the policy advocates the need for the local authorities to use the policy template rather than a prescription, the autonomy of the SPCA’s can also respond as an autonomous body in its locality.

27.2.3.3 The emphasis on the SPCA in this document as the leading animal welfare organization is also strengthened by the fact that it is a society that operates within a legislative mandate meaning that it has its own act of parliament governing it,<sup>57</sup> and therefore has commensurate power with any policy or legislative position that any other government decide may legislate.

### **27.2.4 The Weight To Be Packed Or Carted**

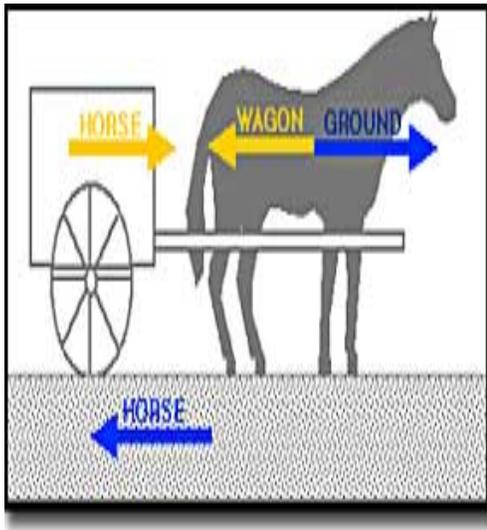
27.2.4.1 The weight that should be pulled by the animal should be limited to its power to pull that weight. In this determination consideration should be given to the fact that animals can pull more weight than they can carry on their backs. In the case of donkeys for instance, Musa asserts that donkeys can carry about 70-100 kg load per trip, but they can pull up to five times this load.<sup>58</sup> According to Goe, a donkey can carry about 27% to 50% of its own body weight.<sup>59</sup>

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<sup>56</sup> Social Infrastructure: A Spotlight On The SPCA. South Africa: The Good News:

<sup>57</sup> The Societies for the Prevention of Cruelty To Animals Act of 1993.

### 27.2.5 Feeding and Fodder



27.2.5.1 The feeding and fodder issues related to animals should be respected as part and parcel of this policy position although its monitoring and evaluation will be performed by sister government departments and other concerned groups.

### 27.2.6 Harnesses

27.2.6.1 The harnesses of animals should be the ones that limit the harm these equipment does to the animal, and shall be determined within the standards prescribed by the animal welfare organizations and the Department of Agriculture. As the picture on the left shows that a horse properly harnessed and attached to its cart works increasing its output. (Illustration Source: [www.beyondbooks.com](http://www.beyondbooks.com))

### 27.2.7 Spurring Animals On

27.2.7.1 The whipping of animals to increase their output shall not be excessive, and shall only be to the extent that the animal will tolerate. Alternative forms of encouraging animals to perform to their maximum shall be encouraged outside whipping and reward methods commensurate to their output will be advocated.

27.2.7.2 Some forms of spurring animals on concern noise-making such as shouting, whistling, clapping of hands etc. These methods shall continue to be encouraged but be confined to the noise levels that do not harm the animals in any way.

### 27.2.8 Distances To Be Traveled By Animal

27.2.8.1 The distance between residence and destination that animals should travel should also be pre-determined by law, so that the animals are used for the shortest distance possible, and that if they are used, they should to a large extent be in an intermodal approach that sees them to as feeder services to other modes of transportation suitable for the journey or trip required.

27.2.8.2 In her study of the use of donkeys in Kweneng and Kgatleng Districts in Botswana, Mrema found that “donkeys were used for transport purposes more than for draft purposes. With a cart donkeys transported goods from the local townships to the fields, distance of up to 30 km. They transported water an average distance of 9.2 km. During each trip a donkey with a cart transported two 200 litre containers.”<sup>60</sup>

27.2.8.3 Even within the broader mode of non-motorized transportation, there should be complementarities with wheelbarrows, trolleys, handcarts, cycles, and some motorized

<sup>58</sup> Musa H.L. 1978. Donkey Mechanization; A Supplementary Power Source for Agricultural Production, NSAE Conference.

<sup>59</sup> Goe, M. 1983. Current Status of Research On Animal Traction

<sup>60</sup> Mrema, M. Economic and Gender Issues of Donkey Use in Kweneng and Kgatleng Districts Botswana.

intermediate means of transport such as mopeds and quads, etc. The last two re currently finding growth in South Africa, and the timely intervention, and their relative cheapness compared to other bugger modes may require quick adaptation that the motor vehicle mode which has been enjoying monopoly of the road network.

### **27.2.9 Extension Services**

27.2.9.1 The Department of Agriculture’s extension services will require to be expended to animal welfare in this category. In the past, animal welfare played second fiddle to the maintenance of the welfare of animals, as the preoccupation was more with food production than with animal welfare, and that under the general rubric of modernized transportation, the extension advice in animal transportation was non- existent.

<b>Controllable</b>	<b>Limited control</b>	<b>Uncontrollable</b>
Nutrition	Stock theft	Drought
Harnessing	Road accidents	Land availability
Health	Health	Grazing quality/quantity
Management	Grazing quality/quantity	Finances
Training - owner/animal	Fighting injuries	
Knowledge - owner	Finances	
Welfare	Predators -animal/human	
	Perceptions and publicity	

## **27.3 Non-Transport Means**

### **27.3.1 Gentrification And Innovative Town Planning**

27.3.1.1 An animal transportation policy cannot work in isolation, but has to rely on other policies aimed at social redress. There is a need for non-transport means to deal with the issue of access. In terms of distances traveled by animals, there should also be a supplementary town planning, gentrification policies and the decentralization of services, and proper accessibility planning. With these plans, the distances that are traveled by animals to take their owners to the basic services, the animals will travel shorter distances. This is usually referred to as the mobility-proximity paradox.

### **27.3.2 Service Provision**

27.3.2.1 We have elsewhere referred to the intermediate means of transportation. The term intermediate should also be seen in the context of the timeliness of the provision of service. In this context it should also be taken to mean that there is a time lapse between the absence of and the provision of a service. This means that when the Government has the capacity to provide a service, the need for the transportation that was used to obtain that service elsewhere has

diminished. The use of animals as transportation also diminishes with the provision of the require service such as the provision of water taps, and the building of a clinic.

### **27.3.3 Purchasing Locally**

27.3.3.1 A new consciousness among city based business people to invade rural areas simply to buy them out does not serve the rural economic cause. Local communities should be encouraged to circulate their wealth among themselves. This referrers to the need for the inculcation of the spirit of smaller shops that can serve rural areas within rural areas so that rural communities should not have to travel to the megastores in the cities. Big box supermarkets thus need to play a role by relocating some of their underutilized but very needed resources to rural areas. The prospect of rural communities having to travel to the city to purchase the minimum necessities, such as bread and milk which can be bought in the small rural shop creates a travel demand that is not necessary, and which can thus cut the need for transportation.

27.3.3.2 On the other hand, the opening of the smaller branches in rural areas of the services that rural people usually travel to town for, such as banks, doctors, insurances, clinics etc, will have to be embarked on.

### **27.3.4 Agricultural Outputs**

27.3.4.1 Mono cropping in rural areas should be replaced by diversified cropping so as to limit the need for rural people to travel to town but to grow agricultural produce they can share among themselves. It is ironic that most of the milk for instance, that is delivered to town by big diary farmers has to be bought in town, when rural communities with a diversified agriculture can barter and exchange among themselves. Families with high corn production can exchange corn for milk for example. Things such as mielie-meal do not have to be bought in the city if the rural community has a small milling machine. All it needs is the reconfiguration of the mindset, and for the rural communities to begin to think creatively asking themselves, how can they survive if the towns were not there.

27.3.4.2The diversity of agriculture, and the need to deal with the surplus produce is a stimulus for the growth of the rural areas into other forms of smaller industries, which in them selves invite their own levels of frenzy and innovations. The growth of the modern city from an agricultural base took this route, and there is no reason to believe that it cannot be replicated in the current dislocation of the rural areas in the economic system.

### **27.3.5 The Role of Banks**

27.3.5.1As most people come to the towns to withdraw money and then spend it there, there is a need for the South African banking industry to consider innovative ways of cash transfers to rural areas so that the need for coming to towns will be reduced, and that local communities can send these moneys in their communities.

27.3.5.2It would indeed be to the advantage of the banks, if there were fewer entrepreneurs, based in rural areas, coming to bank in town once a week, in large amounts, than for the periodic low cash withdrawals. This would be to the advantage of the bank both in terms of staff rotation and safety and security issues.



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## POLICY STATEMENTS

70. The Department of Transport shall work in collaboration with the Department of Agriculture in determining animal welfare issues such as weight distance, loads, forms of encouraging animals, harnesses etc.
71. The Department of Transport shall solicit the views and assistance of the Society for the Prevention of Cruelty To Animals (SPCA) and others in relation to animal welfare safety and security.
72. The Department of Transport shall encourage the use of animal transportation as a feeder to other modes, so that the shortest distance is traveled by animals.
73. The Department of Transport will liaise with the Department of Agriculture about the inclusion of animal welfare as part of the DOA Agricultural Extension services and that concentration of such a service should be extended to rural and substantial farmers and animal owners who have the greatest need of using their animals for transportation.



## **28. CARRIAGES**

### **28.1 Carriage and Animal are One Combination**

28.1.1 The carriages or the machines that are attached to animals in animal drawn transportation form the complementary part of the power of the animal, and these have to be treated as one. Adeoti notes that very often the role of the machine is grossly underestimated.<sup>61</sup>

### **28.2 Lack of Standardization of Carriages**

28.2.1 The downside of these carriages however is that they are not standardized and they serve different purposes. There is a need for the intervention of the regulatory or traffic authorities to bring some uniformity to the carriages that shall be used by animal transport owners.

28.2.2 Such standardization should pertain to size, length and weight and colour coding. In the event that these are multi-coloured, there should be a distinguishing feature that shows that they are in the same category.

### **28.3 Types of Wheels**

28.3.1 Another debate that has arisen about carriages is the wheel that should be used. There are usually complaints from road authorities that metal-rimmed wheels damage the new road surfaces, and they prefer pneumatic tyres. In countries such as Myanmar, Bangladesh and Cambodia these steel tyres have been banned, but in other such as Madagascar, the underutilization or the non-utilization of the roads by the motor-vehicles have led the authorities to allow the wooden wheeled carts to be on the road.

28.3.2 Authorities should review their fixation with animal transportation destroying the road network because of three reasons.

- Firstly, most of animal transportation takes place outside the asphalted road, and the damage to the gravel road by animal transportation is therefore minimal.
- Secondly, the road network in South Africa is destroyed largely by overweight trucks, which carry loads that should not be in the road network, but in the rail network. Over 30% of heavy vehicles are overloaded causing R650 million pa of damage to the roads.<sup>62</sup>
- There is no evidence that animal transportation destroys the road network any more than the heavy laden and overloaded trucks. Solutions to this problem of the destruction of the road should be found elsewhere in the policy and implementation deficiencies of the road system rather than on animal transportation.
- Thirdly, animal transportation that finds itself in the asphalted road gets there precisely because those roads are underutilized by the motorized vehicles.

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<sup>61</sup> Adeoti, J.S. The Potential and Development in Animal Transport Devices. University of Ilorin, Ilorin Nigeria

<sup>62</sup> Source: Department of Transport

28.3.3 This policy document has emphasized that on the busy national state of the art road, the interaction between animals and motor-vehicles may be problematic, and animal transportation should not be allowed on these very bust roads.

## 28.4 Reflectors

28.4.1 In Limpopo province the Transport Department actively promotes the use of carts as a cheap means of transportation for people. In 2004 it set aside R2.5 million to promote donkey carts, and with the collaboration with the Society For The Prevention of Cruelty To Animals (SPCA) to train drivers in animal care. 200 carts were fitted with reflectors.

28.4.2 The fitting of reflectors should be extended throughout the country as this provides visibility for carts, particularly at night.



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## POLICY STATEMENTS

74. All carriages shall be to be numbered on the font and size that shall be determined by the Transport Authority of the area concerned
75. The side of the carriage shall contain the full name of owner or operator together with his or her contact address.
76. Both animals and carriages shall have acceptable reflectors as determined by the South African Bureau of Standards (SABS).
77. The mechanical condition of the carriage shall be sound and its roadworthiness shall be determined by traffic officials without any prejudice to this mode of transportation
78. Carriages that will be used in town shall be equipped with pneumatic tyres so as to lessen the noise but those that will be used in other gravel terrains shall be allowed to use other forms of wheels including wheelbarrow type steel wheels;
79. Carriages shall be regularly cleaned or painted at regular intervals.
80. Carriage inspections shall be carried out by transport officials as and when required and those that are found to be in an unacceptable state shall be suspended from service.
81. Local authorities shall reserve the right to remove carriages from streets if they have been abandoned by their owners. The release fee for these carriages shall be determined by the Transport Authority concerned.
82. The owners shall be under advice as to which form of carts to use from the two ranges of the chassis above the wheels and chassis directly/y on the axles. Should either be determined to be detrimental to the life of the animal, the other option will be the one that will carry the day.

83. The owners and operators and drivers will be tasked with the decision to choose the best option for the animal between the packing mode and the carting mode. In this choice, the size of the animal, the weight and the environment, the type of animal, the types of devices such as harnesses shall be the determinants and this will be determined by the responsible officials.
84. In the event that natural and locally made materials are used to pack or cart, the required carrying limits shall not be exceeded.
85. Owners and operators shall be given the liberty to modify their carriages if they are to be to the advantage of the animal and these should include such things as coil springs and shock absorbers and tarpaulins to protect drivers and passengers.



## 29. SUCCESS INDICATORS

29.1 We have argued that there are less NMT vehicles on the South African roads and more cars are congesting these roads. The first indicator for the success of this policy will be **the number of animal transportation** that will be in our road network that is reserved for it. This indicator can be evaluated through quantitative means.

29.2 We have argued that motorized vehicle user, planners and road traffic officers consider the road to be the preserve of the motor vehicle. The second indicator will be **the increase acceptance of animal transportation on the road by other by other road users**. This indicator will require a qualitative assessment.

29.3 We have argued for **the protection of the animal health**. This should be the third indicator and these indicators can be assessed through both the qualitative and quantitative means.

29.4 We have argued that the rural economies will be better served by the acceptance, and the implementation of the animal transportation system. This indicator of **the economic growth of rural areas** should be seen as the major indicator, but the methodology for determining it will have to be done in consultation with other government bodies, such as Statistics South Africa (StatsSA).

29.5 We have also argued that the policy proposals are not only to benefit the rural people, but will have economic benefits for the town as well. The indicator for **the economic improvement of towns as a result of animal transportation** would require a nuanced economic analysis, and this can be done with the assistance of the bodies outside the Department of Transport.

29.6 We have also argued that animal transportation will **increase the integration of urban and rural areas, and narrow the divide between the first and the second economy**. This indicator is difficult to major in the quantitative sense, and the Department of Transport may have to rely on the determined of the monitoring mechanism of the Accelerated and Shared Growth Initiative for South Africa (ASGISA) process.

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### POLICY STATEMENT

86. The Department of Transport will monitor the success of this policy through the use of the following success indicators:

- The increase in the number of animal transportation in the road network;
- The increase in the acceptance of animal transportation in the road network,
- The growth in the protection of the health of the animals that are used in animal transportation;
- The economic growth of rural areas which use animal transportation;
- The economic improvements of the economies of the towns where animal transportation will be permitted;



- Increase of the integration of the urban and rural areas and the narrowing of the divide between the first and the second economy.



## **30. INSURANCE ISSUES**

30.1 There are several insurance issues that should be considered in relation to animal transportation. The issue of insurance is one of the issues that should be seen with the deprivations of the rural and poor people, but the side effect of not having insurance, are at the centre of the protection of the animal transport operators themselves, and the view of this document is that if the insurance issues are addressed, there is more likelihood of the acceptance of the policy.

### **30.1.1 Absolving the City**

30.1.1.1 Neither the city, its traffic officials or its servants shall be held liable for any misconduct or negligence, loss, damages or expenses that the operators, owners and drivers shall subject their animals or animal transportation.

### **30.1.2 Road Accidents**

30.1.2.1 The entry of the animals into the road system means that they will be subjected to collisions and road accidents. The insurance should consider the issue of the liability of animals to other road users, if the animals are found to have been wrong.

30.1.2.2 But for the reason of the high repair costs for cars that are hit by animals compared to the animals themselves, owners are often reluctant to collect their injured or dead animals. Were an insurance regime to be developed where car owners would get the benefit they would get in a car on car collision, or the animal owner would be the beneficiary of his animal was hit by the recklessness of the car driver, both animal owners and car drivers would be satisfied.

### **30.1.3 Public Liability Issues**

30.1.3.1 The operator of animal transportation shall be well covered to cater for the insurance for passengers and goods transported in such vehicles. For lost articles, misplaced or any claims arising there from should be covered from this type of insurance

### **30.1.4 Animal Health Insurance**

30.1.4.1 Animals may themselves be subjected to injuries and pain which will require that their receive medical or veterinary attention. The insurance should be comprehensive enough to cover such costs.

### **30.1.5 Carriage Insurance**

30.1.5.1 Wagons and Carriages may break or be unable to operate due to certain reasons. The insurance should be able to cover this type of mishap.

### 30.6 Driver Medical Aid And Insurance

Driver who shall be employed to river animals and animal transportation may suffer some unforeseen illnesses and injuries in the performance of their duties. Operators and owners should guarantees that from their insurance here is coverage for these mishaps.

### 30.7 Consolidated And Comprehensive Insurance

Because these are varied financial products and can lead to confusion and multiplication of insurances, it is recommended that operators and animal owners should discuss this issue with the insurance houses for the provision of an all-in-one comprehensive insurance.

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## POLICY STATEMENT

87. All operators shall subscribe to a comprehensive insurance that will absolve the city from claims and loses, cater for the medical needs of the drivers, cover for lost goods and injured passengers, insurance for other road users such as in road collisions etc. before they can be considered for a license for operating.
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## 31. POLICY REVIEWABILITY

31.1 It would be difficult to set up the time for the reviewability of policy that will be tasked with both creating a policy position but also changing a mindset of the transportation industry which favours motorized transport.

31.2 There is a need also for the acceptance of the poverty of the rural people, the time span needed to create the balance between the two spatial areas, urban and rural.

31.3 In addition, the growth of car usage, while there is decline in animal transport usage militates against a reviewability of policy in order to enhance it. It may well be that in the next 10 years, the policy may have to be trimmed down substantially.

31.4 However, for the purposes of monitoring, 2014 should be the first date where such a policy should be reviewed because this date is in line with other time frames that drive government projects. The following six years, 2020, should also be the review period where an evaluation report will be written to inform the need for strengthening or toning down of the policy.

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### POLICY STATEMENT

88. This Policy on Animal Transportation shall be reviewed in 2014 and in 2020, but the Department of Transport will be under direction of Parliament if there is a need for it to be reviewed at any other time in between these time lines.

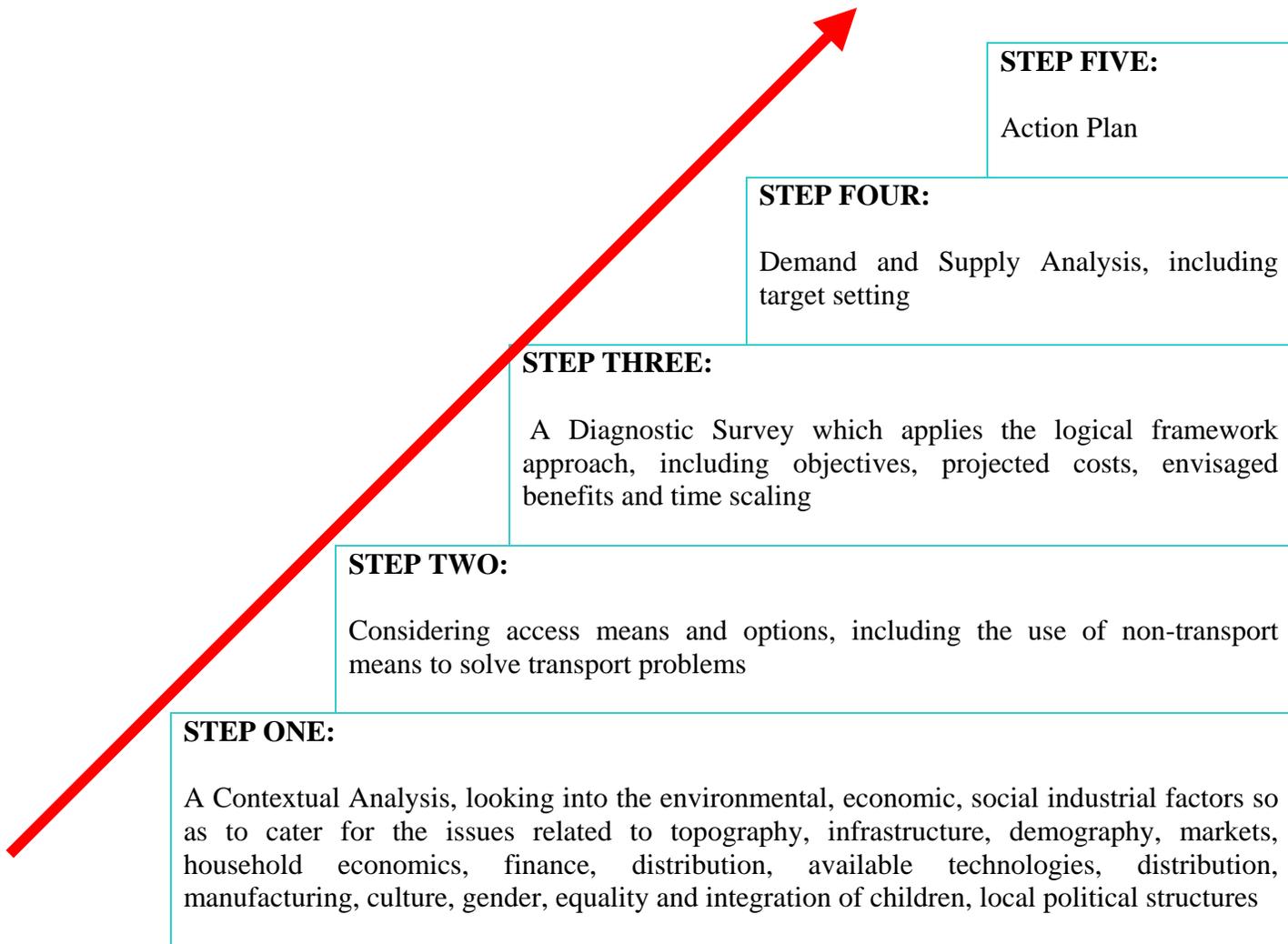


## 32. A COMMUNICATION STRATEGY

32.1 The communications strategy for the documents will have to be done according to the plans of the Department of Transport. The following suggestions should be taken into consideration to the extent that they do not deviate fundamentally from the DOT communications plans:

- The document will have to serve **within Department of Transport** for a limited period of comments. However, because the time-frames for the evolution of animal transportation is short, comments from the Department and those from external stakeholders will be treated simultaneously.
- This document will be sent to the **Minister** to approve that it, together with the other two in the NMT compendium, be released as the Non-Motorized Transport Conference and Exhibition document planned for the month of February 2007. The other two documents pertain to walking and the cycling.
- In its **Press Statement** informing and inviting participation in the Conference, the Department will indicate that the three documents will be released as public discussion document.
- The help of the Government Communications and Information Services will be sought in the publicizing of the document.
- A number of **hard copies**, equal to the anticipated number of conference attendees will be printed. But extra copies will also be printed to send to interested parties and stakeholders post-Conference to make their contributions and comments.
- Some of the copies will be sent to all the **other Government Departments**, provincial transport departments and metros for their comments before a set closing date.
- A soft copy will be posted on the **internet**, preferably the Departmental website, for the access of those who have internet. However, the document will be in a non-editable format, and people who would like to make comments will have to send in written submissions rather than tamper with the draft documents.
- Three separate **indabas**; each one dealing with each sub mode will be called in a central place where verbal comments can also be considered for inclusion in the document.
- Once all the comments have been received and consolidated, the document will be sent to **EXCO and Transport Portfolio Committee** for comments.
- These comments will be consolidated and the document will be sent via EXCO for the Minister's approval for it to be **submitted to Cabinet** for consideration as departmental policy.
- All these consultations should be done before October 2007, so that the document should be released on **Public Transport Day** during the October Transport month.

### 33. A PLANNING FRAMEWORK FOR MUNICIPALITIES



(Source: Promoting Intermediate Means of Transport SSATP: 1996)

**Table 1 List of Stakeholders**

<b>Name</b>	<b>Priority</b>	<b>Contribution</b>	<b>Contact Information</b>
CHPA	High	Regulation, Enforcement, Animal Welfare	(021) 535 3435
SPCA	High	Animal Welfare, Enforcement	(011) 907 3590
Animal Against Cruelty	High	Animal Welfare	(011) 435 0672
Animal Health Regulatory Services	High	Government, statutory, Enforcement, Regulatory	(011) 355 1900
SANAT	Medium	Animal Traction Technology	(018) 389 5724 082 572 9609
Nkuzi Development Association	Low	Access to Land	(015) 297 6972
University of Pretoria	Medium	Academic Training	(012) 420 4111 Prof C Venter
University of Fort Hare	Medium	Research and Development – Animal Nutrition	(040) 602 2499
University of Johannesburg	High	Research and Development – Cart Design	(011) 406 8056
Design Institute South Africa	High	Design, Standardisation, Engineering, Testing	(012) 428 7607
RMTC	High	Traffic Management, Accident Management, Traffic Regulation	(012) 665 6000
SALGA	Medium	Mouthpiece of local government	(012) 369 8000
SAATP	Low	World Bank transport related policy Development functions	+1-202-473-0767 Washington DC, USA
SANRAL	Medium	Management and Regulation of National Road Network	(012) 362 2116
Practical Action Southern Africa	Low	Development programmes concentrating on technology solutions, infrastructure	+263 477-6107

		services, vulnerability, and poverty.	
ARCSA	Low	Research development related to Animal Health	(012) 310 2500
Business Community	High	Manufacture and distribution of products i.e. carts and animals, Control Price	
Local Municipalities	High	Statutory Mandate	
Government Departments	High	Statutory Mandate, Oversight Role	
Metropolitan Municipalities	Medium	Metropolitan government organs – no control of rural villages	
District and Local Municipalities	High	Local and District government organs – control rural villages	
DBSA	Medium	Mobilising finance and expertise for development projects	(011) 313 3911
ATNES	Low	Encourages the formation and operation of national animal traction networks, whether formal or informal	+263 838 263
CSIR	Medium	Rural Accessibility and Development	(012) 841 2034
Agricultural and Farmers Union	Medium	Mouthpiece of small-holder farmers in South Africa.	
ITDP	Low	Development agency that help municipalities	<a href="mailto:awheeldon@itdp.org">awheeldon@itdp.org</a>

		and local non-governmental organizations implement projects	
IFRDP	Low	Global network of individuals and organizations interested in rural transport issues in developing countries	+ 254 2 883323