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NON-MOTORISED TRANSPORT POLICY

DRAFT VERSION 1

Date: January 2021

1 LEGISLATIVE AND POLICY FRAMEWORK

The legislative framework for NMT policy, planning and implementation in South Africa and in Stellenbosch in particular, is contained in the following:

- National Land Transport Act
- Department of Transport Draft White Paper on Roads Policy including the national NMT Policy
- Draft Revised White Paper on National Transport Policy
- South African Road Traffic Act
- Western Cape Provincial Road Traffic Administration Act
- Stellenbosch Municipality Streets By-law
- The NMT Facility Guideline

Stellenbosch's vision is to be a Valley of Opportunity and Innovation with Strategic Focus areas that include being a Valley of Possibility, Green and Sustainable Valley, Safe Valley, Dignified Living with Good Governance and Compliance. In response the Integrated Transport Plan highlighted the transport response to this and listed the following actions:

- Effective public transport and NMT systems for access to opportunities
- Public Transport, walking and cycling network and other improvements
- Road safety projects to improve safety practices
- Establish safe and secure public transport and NMT systems
- Implement public transport systems that are accessible and affordable for all

2 OBJECTIVE OF THE NMT POLICY

The objectives of this NMT Policy are as follows:

- Provide the officials of Stellenbosch Municipality with a framework to enable NMT implementation
- Guide officials in making strategic decisions with respect to transport management and roads implementation and maintenance.
- Create a framework for prioritizing more vulnerable road users and create streets for all.

3 VISION STATEMENT AND OBJECTIVES

To arrest the gradual prioritisation of cars over people, certain strategies and policies have to be adopted to ensure that non-motorised transport users are prioritized in transport planning and street design. Stellenbosch Municipality has adopted the following vision for pedestrians and cycling:

“Stellenbosch Municipality will strive to develop walkable and cycle-able environments that are safe for all to use and contribute to the mobility needs, economic vibrancy and social health of communities.”

This can be translated into the following **Strategic Objectives**:

Connect the outlying communities with the CBD in a safe and attractive manner and improve safety, access to opportunities and the dignity of these communities.

This requires safe connections for pedestrians and cyclists into the CBD and specifically the Kayamandi crossing of the railway line towards the CBD and across the R304 to the schools in Cloeteville and the Helshoogte/ Cluver Street crossing must be addressed. Similar in other towns such as Pniel, Klapmuts, and Franschhoek, safe and convenient routes for pedestrians and cyclists have to be provided that connect to the town center.

Strive towards car-free living in Stellenbosch CBD.

A traffic management approach that favours more vulnerable road users, the introduction of measures to reduce traffic flow in the CBD and develop more pedestrian-friendly or pedestrianized streets in the CBD, should be pursued. This approach can only really be successful if it is underpinned by a CBD public transport distribution service.

Achieve a modal shift in the Stellenbosch CBD towards public transport, walkability and cycle-ability.

The Stellenbosch Cycle Plan estimate that the current cycling modal share in Stellenbosch town is 2-2.5%. Achieving a modal shift towards public transport, walking and cycling will require that streets must be transformed into vibrant pedestrian-friendly spaces with supporting land use, sidewalks that are universally accessibility, traffic management in favour of pedestrians, cycling and public transport. Parking in the CBD reduced over time by introducing differentiated parking tariffs with more affordable parking on the outskirts of the CBD.

The Cycle Plan for Stellenbosch has set the scene for promoting cycling in the CBD towards its aspirational goal of being *“recognised as the best cycling town in South Africa and one of the best cycling tourism destinations in the world”*, and a series of action plans have been identified.

Creating dignified living spaces in previously disadvantaged areas.

Pedestrian footways/ paths and cycle networks are required to connect people to civic amenities, schools, public transport facilities and markets. These should be quality environments, bringing dignity to the public space.

The following famous quote is usually attributed to Einstein - *“Insanity is doing the same thing over and over and expecting different results.”* Achieving this vision of walkable and cycle-able environments will require a move away from *“business as usual”* approach in transport planning and engineering. In support of this, clear principles, policies and strategies must be followed to guide officials and politicians of Stellenbosch Municipality in the implementation of transport infrastructure projects in the future, else nothing will change.

4 KEY PRINCIPLES

These key principles must serve as the foundation for the implementation of transport infrastructure to allow more pedestrian friendly and cycling environments to follow.

- **Integration between land use and transport** towards developing pedestrian friendly environments to reduce the demand for travel and the need for motorised transport. This is essential in reducing people's dependency on motorised transport.
- **Prioritizing vulnerable road users at conflict points** will improve road safety for pedestrians and cyclists and encourage people to walk and cycle more.
- **Outlying communities** are captive users of public transport and walking. These communities **must be prioritized and the environments for pedestrians and cyclists be improved** to encourage and support these modes.
- The development of sustainable transport solutions and pedestrian/ cycle friendly environments cannot sole be undertaken by the public sector. A **partnership** with the private and public sector towards furthering car-free living is required, including Stellenbosch University.
- **Roads and Streets for all.** This requires the re-prioritisation of road space to ensure that all the needs of all users of the street are adequately provided for. Where the needs of the various users are in conflict, the needs of the more vulnerable road user must receive priority.

5 FOCUS AREAS

The creation of more livable environments are not sole the responsibility of infrastructure implementers. The transport environment is planned, designed and managed by various departments. Officials are all responsible for different focus areas within the transport environment. All these implementing agencies are responsible for creating liveable environments. Particular focus areas, along with their leaders, stakeholders and role-players, include the following:

- Planning
- Human Settlements
- Legal Framework
- Infrastructure
- Traffic
- Operations
- Awareness
- Partnerships

6 NMT POLICIES

6.1 Universal Accessibility

Stellenbosch Municipality will implement infrastructure that are universal accessible and will also upgrade existing infrastructure to become universally accessible.

Section 10A in the NLTA Amendment Bill clearly defines accessible transport and once this Bill is enacted, will compel planning authorities to design infrastructure that are usable by all people to the greatest extent possible. The UA report prepared in 2015¹ has concluded that the Stellenbosch CBD in most areas are not accessible to people in wheelchairs. As these are older roads, Stellenbosch must upgrade these intersections progressively as new developments are constructed, road upgrades and maintenance are undertaken.

Typical universal accessible road infrastructure include the following:

- Dropped kerbs
- Tactile paving
- Audio and/ or vibro-tactile pedestrian push-buttons
- Level pedestrian crossings

6.2 Streets for All

Currently the National Road Traffic Act prohibits bicycles, scooters and forms of e-bikes, from using the sidewalk². Section 10A in the NLTA Amendment Bill clearly defines accessible transport and once this Bill is enacted, will compel planning authorities to design infrastructure that are usable by all people to the greatest extent possible. However, the recent Amendment Bill³ maintains a limited definition of pedestrians and prohibits a broader defined group of NMT users of using the sidewalk. Only pedestrians and people using a wheelchair are allowed.

Stellenbosch Municipality will manage, maintain and implement road and streets in such a manner that the road reserve can be safely used by all users, motorised vehicles, including public transport vehicles and non-motorised transport users such as pedestrians, cyclists and users of e-mobility options (e-bikes, pedi-cabs, etc). This requires a careful consideration of the design and use of the sidewalk to enable a broad use that are still legal.

6.3 Pedestrian-friendly streets in the CBD

All streets in Stellenbosch CBD will be managed in such a way that they become more pedestrian-friendly and prioritize the needs of more vulnerable road users. CBD area are typically areas with more intense urban environments, high levels of pedestrian activity and a fine-grained grid-type street network. Generally, these street networks are shared by motorised traffic and high levels of pedestrian volumes. In Stellenbosch this is typically experienced in the CBD and the presence of the

1 Stellenbosch Municipality: Disability Accessibility Study on Municipal Buildings, Infrastructures & Procedures, 2015
 2 National Road Traffic Regulations, Regulation 308 (5) states that "No person shall drive, pull or push a vehicle upon a sidewalk: Provided that the provisions of this sub-regulation shall not apply to a perambulator, invalid chair, baby cart or child's play vehicle". The definition historically excluded bicycles, implying that cyclists are not allowed to cycle on sidewalks.
 3 National Road Traffic Act Amendment Bill, 2020

University of Stellenbosch campuses and residences in the CBD, as well as the various retail and commercial developments along with the municipal head office in Plein Street, further adds to the vibrancy of the CBD. This should be encouraged and managed in such a way that the CBD streets are safe for pedestrians, especially the more vulnerable pedestrian such as the elderly, children and people using wheelchairs or with other forms of disability.

A more pedestrian-friendly CBD will have the following:

- Pedestrian streets or pedestrianized streets with a quality street and urban furniture
- Wide sidewalks and cycle lanes and paths
- Pedestrian crossing and pedestrian bridges
- Pedestrian-friendly traffic signal phasing and intersection layouts.
- A streetscape that is universally accessible with dropped kerbs, ramps and tactile paving.

6.4 Application of Development Charges

The Municipality will use the funding opportunity available through Development Charges (DCs) to implement portions of the NMT Network. The Municipality's⁴ Development Charges Policy is revised annually and recent revisions enables the municipality to finance not only Roads Projects, but also Public Transport and Non-Motorised Transport Projects. Funding available via DCs is subject to conditions stated in the policy and generally relates to the proposed Development's impacts on Municipal Infrastructure such as water, electricity and transport . The latest DC Policy thus enables the Municipality to finance NMT (sidewalks and cycle facilities and pedestrian bridges, etc.) infrastructure projects that are aligned with the Municipality's NMT Masterplan and Policy.

Stellenbosch Municipality is therefore able to implement NMT infrastructure through the following funding sources:

- Municipal Capital Funding
- Provincial Grants
- Development Charges

6.5 Infrastructure Standards

Stellenbosch Municipality will implement facilities where sidewalks are at least 2m wide and further increased in areas with higher than usual pedestrian activity (schools, public transport facilities, etc). This must be done within recommended standards contained in the NMT Facility Guideline.

- Cycle facilities will in accordance with the recommended standards in the NMT Design Guideline. When required due to space constraints this can be reduced to a recommended minimum of 1.8m or an absolute minimum of 1.2m.
- Pedestrian walkways and footpaths will be 2m wide subject to capacity requirements.
- In areas close to public transport ranks, schools, clinics, etc where higher than usual pedestrian activity is expected, this should be increased to 2.5-3m.

4 Stellenbosch Municipality, Development Charges Policy, 2020/2021

6.6 Provincial roads in the Stellenbosch CBD

Provincial roads in the Stellenbosch CBD will be managed to be more pedestrian-friendly and cycle-friendly.

The provincial roads continuing through Stellenbosch CBD and the way these roads are managed typically favour the needs of motorised vehicles. Typical characteristics include 3.7m lanes, wide crossing distances at intersections to maintain stopline capacity for vehicles at signalised intersections, turning lanes for vehicles to minimize queues, traffic signal settings in favour of maximizing vehicle throughput and minimizing vehicle queues at intersections. These are all undertaken with the aim of minimizing traffic congestion, accommodating vehicles and improving road safety. In CBD environments, these are most likely undertaken at the expense of pedestrian, cyclists and public transport vehicles.

Stellenbosch Municipality will manage provincial roads in the CBD and just outside of the CBD as it passes outlying residential communities in a more equitable manner. Pedestrian and cyclist treatments at the major intersections along these routes will be equitable with sidewalks that are wide enough, crossing distances are reduced, traffic signals settings are set to appropriately accommodate the pedestrian movements.

6.7 Site Transport Assessments and Transport Impact Assessment

Stellenbosch Municipality will require that private sector developments and Human Settlements municipal projects will undertake Site Transport Assessments as part of the Site Development Plan process and Transport Impact Assessment.

Discussions with Stellenbosch Human Settlements highlighted the fact that pedestrians and public transport users are typically captive users of transport services and have no other options other than walking, cycling and using public transport, but yet due to funding constraints the necessary facilities are not provided. The unintended consequence is road safety concerns when pedestrians cross major roads, walk in roads, insufficient sidewalk widths or none at all and inadequate public transport services and infrastructure. Apart from funding constraints, the needs of pedestrians, cyclists and public transport users are not adequately identified and assessed during the Site Development Plan (SDP) process.

Stellenbosch municipal officials will advise transport engineers that TIAs for private developments must include appropriate planning for pedestrians, cyclists and public transport users.

Stellenbosch Municipalities' Planning and Economic Development officials will identify and consider impacts on pedestrians and cyclists and public transport users and identify remedial measures in the process of formulating a Site Development Plan and ensure that these remedial measures are appropriate included in the conditions of approval for Human Settlement developments.

6.8 Cycling and e-bikes on the sidewalk

Stellenbosch Municipality will encourage and facilitate cycling including users of e-bikes to use the sidewalk and share space with pedestrians. Regulation 308 (5) of the National Road Traffic Act prevents cyclist to use the sidewalks. However, the Amendment Bill⁵ has recently been amended to *include any bicycle or tricycle designed for propulsion solely by means of human power; or any bicycle or tricycle with operable pedals and an electric motor with a total weight that does not exceed 30kg; Provided that the electric motor may not be capable of propelling the bicycle or tricycle unassisted at a speed not exceeding 25km/h.*

Although not enacted yet, Stellenbosch Municipality will adopt the spirit of the Amendment Bill to enable cyclists, including those using e-bikes, to cycle on the sidewalk when legally designated through the use of a regulatory road sign in accordance with the South African Road Traffic Signs Manual⁶, when sidewalks are wide enough to be shared with pedestrians without endangering the safety of pedestrians.

6.9 Conversion of on-street parking bays

In streets where high pedestrian volumes are experienced, on-street parking bays will be converted to wider pedestrian space or cycle lanes, as required. Due to limited space in the CBD the existing streets space must be managed in such a way that it appropriately provides space for vehicles, pedestrians and cyclists and public transport vehicles. In built-up areas where the street space is limited, the only way to make more space available for pedestrians and cyclists would to share some of the space for vehicles (travel lanes and parking bays) with that of pedestrians and cyclists and public transport vehicles. This must be balanced with the need for parking generated by businesses, offices, retail, etc. Some ways to do this include the following:

- Converting 1 or 2 on-street parking bays to public transport embayments
- Converting a row of on-street parking to a cycle lane (uni- or bi-directional), dependant on traffic management OR converting it to a wider pedestrian space by introducing a barrier between the pedestrian flow and the travel way for vehicles.

6.10 Funding for the implementation of pedestrian, cycling and public transport infrastructure

Stellenbosch Municipality will apply various funding sources and budgets towards the implementation of pedestrian, cycling and public transport infrastructure

The implementation of the NMT Network is not the sole responsibility of the Transport Unit of Stellenbosch Municipality. The successful and progressive implementation of the NMT Network is the responsibility of all municipal departments. Accordingly, Human Settlements, Planning, Development Planning, Human Settlements, Roads and Stormwater are all responsible for facilitating opportunities for implementing portions of the network under the advice and guidance of Engineering Services.

5 National Road Traffic Act Amendment Bill, 2020

6 Southern African Development Community, Road Traffic Signs Manual, Volume 1, May 2012.

Accordingly funding sources will be made available as follows:.

- As part of the Roads Maintenance budget where maintenance of sidewalks, cycle paths/ lanes, road signs and markings are being undertaken. Cycle lanes can also be introduced as part of regular maintenance projects where road shoulders or parking bays are can be converted to cycle lanes.
- Development Charges for roads and storm water also be shared and applied to non-motorised transport and public transport infrastructure in accordance with the stipulations of the Development Charge Policy.
- The Municipality Planning Department's must introduce Site Transport assessments and the identification of pedestrian, cycling and public transport infrastructure remedial measures as part of the condition of approval of housing projects.
- The Roads department will include pedestrian, cycling and public transport infrastructure as part of the upgrade of existing roads or the construction of new roads.
- The Traffic engineering unit will include pedestrian-friendly signal phasing, pedestrian crossing signals, intersection operations as part of their general operations and work.
- Parks will ensure that grass cutting is done on a regular basis to ensure that trees and shrubs do not hang over onto footpaths/ sidewalks and cycle paths because the effective widths are then reduced.

6.11 Engagement of the NMT Working Group

The Stellenbosch Municipality will regularly engage with the NMT Working Group⁷ to ensure the continuous participation of NMT advocacy groups in the implementation of infrastructure for pedestrians and cyclists.

7 The establishment of the NMT Working Group is proposed in the 2015 NMT Policy with the aim to advise Council on Identification of NMT needs and shortcomings, Promotion of NMT in the Municipal area, NMT best practices worldwide and NMT trends worldwide.