

## Integrating the Bicycle in Comprehensive Policies

### The Integrated Transport Plan: Non-motorised Transport in the City of Cape Town (1979)<sup>1</sup>

The 1980-1985 Transport Plan for Cape Town Metropolitan Transport stated ' While the overall transport system of metropolitan Cape Town, as in most western cities, comprises three major modes, namely, the highway system, the railway system and the bus system, there are two minor transport modes which play an important part in the overall movement system of the City. These are the bicycle system and the pedestrian system. It is clear that the most likely future scenario with a large population, decreasing wealth and a high fuel price, makes it very important to exploit the bicycle and pedestrian systems.' Not much has been done on the above two systems since this was written in 1979 but the time has now come to put these two systems higher up on the agenda.

In volume 3 of the same plan various objectives were stated: 'Objective 1.3 " To improve the mobility of the transport disadvantaged (eg. The young and the old, the infirm, the handicapped and the poor." Objective 3.1 " to keep the real cost of transportation to a minimum and within the affordable limit of captive users.", Objective 3.11 " to increase non-user benefits", Objective 4.6 "to conserve energy resources." All the above require that walking and cycling be encouraged as a means of personal transport.

This plan was approved in principle by the National Transport commission on 27 June 1980 subject to certain conditions.

There have been various initiatives in the City of Cape Town since then, the first being the Bicycle Demonstration Project completed in March 1991. The Cape Town 2004 Olympic Bid, which created some interest in bicycle projects and two Class1 facilities, reached final planning before being shelved when the City lost the bid.

### The 1999 MSDF (Metropolitan Spatial Development Framework) January 1996<sup>2</sup>

The 1999 MSDF (Metropolitan Spatial Development Framework) for the City of Cape Town recommended the following: "The MSDF envisages a strong and dynamic Cape Metropolitan Area (CMA) which addresses the needs of it's peoples, and which seeks to fulfill their potential and optimise the opportunities of the metropolitan area.

The fundamental planning and development principles for the CMA are:

*Equality of Opportunity* – all residents of the CMA have fair and equal access to public facilities, resources and opportunities.

*Social Justice* – attention should be paid to redressing imbalances of the past through maximising benefits to the least advantaged groups within the community.

*Sustainable Development* – the concept of sustainable development must inform all aspects of planning in the continuing development of the CMA. (These are just some of the principles)

The planning and development goals are:

*Equity and access* – to redress the imbalances resulting from past development strategies, by facilitating equitable, convenient and affordable access to the opportunities and resources of the CMA.

*Prosperity and Social Well-being:*

- to promote sustainable economic growth and job-creation;

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- to reduce poverty and inequality;
- to create a social environment in which basic housing, health, education and welfare needs are met within a sense of community well-being.

*Safety:*

- to promote increased levels of safety, comfort and confidence for all those who live, work and travel in the CMA.

*Environmental Quality:*

- to improve environmental quality through the preparation of land-use and development strategies, which prevent environmental degradation and reduce pollution; amongst many others.

The Transport and Infrastructure Policies within the MSDF state the following amongst others:

- the transport system should cater for all appropriate modes of transport ( including new modes that may or may not yet be in operation) and for all journey purposes.
- Transport Impact Assessments (TIA's) should be prepared for all major development proposals that impact on the metropolitan transport system (including low-income housing). These TIA's should include specific reference to public transport and pedestrian impacts and improvements in accordance with approved metropolitan transport policies.

The redraft of the MSDF in 2001 was mainly to inform the spatial component of the IDP (Integrated Development Plan) commencing in 2002/03 as required by the Local Government: Municipal: Systems Act (32 of 2000).

**National Transport Policy: Department of Transport (September 1996)<sup>3</sup>**

The vision for South African Transport is to: "Provide safe, reliable, effective, efficient, and fully integrated transport operations and infrastructure which will best meet the needs of freight and passenger customers at improving levels of service and cost in a fashion which supports government strategies for economic and social development whilst being environmentally and economically sustainable."

The Land Passenger Transport Policy encompasses all forms of public and private passenger movement on land, including the travel modes rail, bus, mini-bus taxi, metered taxi, light delivery vehicles, private motor cars, motor cycles and bicycles as well as pedestrian movement.

***Strategic Objectives***

*Funding*

- to ensure sustainable and dedicated funding for passenger transport infrastructure, operations, and law enforcement.

*Spatial*

- To encourage more efficient urban land use structures, correcting spatial imbalances and reducing travel distances and times for commuting to a limit of about 40km or one hour in each direction.
- To promote the use of public transport over private car travel, with the goal of achieving a ratio of 80:20 between public transport and private car usage

*Customer based*

- To improve accessibility and mobility, limiting walking distances to less than about 1km in urban areas

*Planning and regulatory*

- to encourage, promote and plan for the use of non-motorised transport where appropriate

**Western Cape Provincial Transport Policy (June 1997)<sup>4</sup>**

The vision: " The establishment of an integrated, accessible, well managed and maintained transport system throughout the Western Cape, which is recognised as making efficient use of resources and being socially just, in a way which advances broader developmental aims and objectives." June 1997.

**Key principles:**

- Establish a role for transport in employment creation.
- Assess the distributional effects of transport programmes.
- Increase productive potential in the transport sector.
- Establish accessible, supportive and responsive administrations
- Use provincial monies, through the provision of services and subsidies, to benefit the poor.
- Set transport prices at appropriate and realistic levels, consistent with the aims of restructuring and redistribution.
- Ensure that decision making is truly participative and democratic.

**Aims and Objectives:**

The aims and objectives that have a bearing on bicycle transport are as follows:

- Significantly increase the utilisation of available transport resources such as *existing road space* and public transport rolling stock, both by spatial restructuring and by operational improvements.
- Respond to specific user requirements and needs, including the young, the old, women, the disabled, as well as other special categories of users.
- Improve user choice by encouraging the provision of viable and affordable public transport services.
- Substantially improve road safety through engineering improvements, the consistent enforcement of traffic rules and regulations and through road user training and education.
- Maximise energy conservation and minimize ecological impacts to be responsive to achieving environmental sustainability.

**General principles of urban transport policy:**

- Encourage the formation of more efficient and equitable land use arrangements that reduce the growth in demand for travel.
- Make better use of existing, available movement resources, particularly road space, rail facilities and public transport vehicles.
- Avoid an excessive demand for investment in major infrastructure in urban areas, except where this is necessary to integrate new or existing areas into the overall urban system of which they are part.
- Avoid the negative consequences of continued unrestrained growth in private mobility.

- Pursue a 'Public Transport First' policy which advances the interests of public transport over those of private transport, improving significantly the overall quality of public transport services available.

## **The Provision and Maintenance of Transport Infrastructure**

### ***Priorities for investment:***

#### *Issue*

The provision of infrastructure is concentrated primarily on meeting general traffic needs. Inadequate attention is given to social and developmental considerations and there is insufficient provision of resources for pedestrians, cyclists and public transport users. This includes aspects such as the provision of safe road-crossing facilities, adequate sidewalk and cycle facilities, and dedicated public transport lanes and routes.

#### *Policy*

- Conditions for pedestrians, cyclists and public transport users should be improved through the provision and adequate maintenance of appropriate infrastructure and facilities such as stops, termini and nodal interchange facilities. Factors such as seating, shelter and the provision of travel information a pleasant and secure environment must be ascribed far greater importance.
- The performance of the existing transport system should be maximised by traffic engineering and traffic management measure, with particular emphasis on:
  - The improvement of the operational performance of public transport routes, and
  - The elimination of high-accident-risk ;locations.

### **Moving South Africa: Towards a Transport Strategy for 2020 ( September 1998)<sup>5</sup>**

#### Urban Customers

There are four strategic challenges facing the current system:

- Lack of affordable basic access for the 2.8 million stranded passengers.
- Ineffective public transport with high journey times and high costs.
- Increasing car dependence.
- Poor spatial planning.

The strategy for urban customers recommends three streams of tactical actions to manage road space:

- The first being increased charging.
- The second increased controls. Tactical choices here can include priority schemes like provision of dedicated lanes for buses or registered taxis, closing off streets to private car users, parking controls, or *provision of facilities for cycling or walking*.

The third, requires the provision of acceptable alternatives to the private car, i.e. upgrading of bus fleets, HOV lanes etc.

### **Integrated Metropolitan Environmental Policy City of Cape Town (October 2001)<sup>6</sup>**

To address the growing needs of a largely impoverished population and to ensure the health of communities, the City of Cape Town (CCT) needs to become economically competitive, both locally and globally. While working towards these goals, it is imperative that the CCT recognises and effectively manages its unique economic asset, the environment. The central

component to achieving this strategy is adopting and applying the fundamental principles and approaches of sustainable development.

The South African Constitution (Act 108 of 1996) guarantees everyone the right to an environment that is not harmful to their health or well being. Further, the Constitution commits all levels of government to sustainable development so as to ensure that the environment is protected for present and future generations.

The City's vision includes amongst others:

- Public transport will be safe, clean, efficient and non-polluting. Commuters will be less reliant on private transport and there would be significant reductions in traffic congestion and air pollution. Public Transport will provide all inhabitants of the City of Cape Town with a safe affordable and convenient access to urban opportunities.
- There will be adequate and well distributed open spaces for recreation and sustaining biodiversity.
- The City of Cape Town communities will have adequate shelter and basic services and will have access to education, employment and recreation. The livelihoods of the citizens will be sustainable and in harmony with the natural environment.

### **General Policy Principles**

- a commitment to adopting and implementing the principles and underlying approaches to sustainable development of the City of Cape Town, and ensuring the integration of environmental issues into local government decision-making at all levels. A commitment to ensuring the current generation use natural resources in such a way as to maximise the benefit to all, while ensuring that those resources are protected for the use of future generations.
- The commitment by the City of Cape Town to the integration of environmental considerations in all its functions and activities, including strategic planning initiatives such as the Integrated development Plan (IDP), and international initiatives such as Local Agenda 21.
- A commitment by the City of Cape Town to recognising and minimising the impact of its activities on the global environment, through understanding and monitoring its ecological footprint.

### **The Road to Safety 2001-2005 Department of Transport (November 2001)<sup>7</sup>**

#### **Shova Kalula**

A national bicycle transport initiative known as Shova Kalula (or Ride Easy) has been initiated. The programme is in the first instance targeted at primary and secondary school students in our most disadvantaged rural and urban settings. In a later phase it is hoped to focus on the many thousands of urban and rural workers who currently have to walk long distances to get to work. It has grown into an exemplary joint initiative between local, provincial and national government and the South African NGO *Afribike*, supported by partners in the USA, UK and the Netherlands. Together they have been able to procure low-cost new and used bicycles and have developed a delivery chain that includes a container-based shop, a cycle repair training course and light engineering modifications to produce load carrying work –cycles, they are also running a scholar programme and a woman's' training programme.

Over the past year, innovative partnerships between *Afribike* and local and provincial governments have piloted practical bicycle transport projects, focussing especially on scholars and women. This work has caught the eye of the World Bank, through its rural Travel and Transport programme in Sub-Saharan Africa, and South African specialists have assisted in scoping missions and bicycle transport pilots in Senegal, Ghana and Guinea.

*Shova Kalula* will give further impetus and reach to these beginnings by means of:

- An NDoT-funded National Demonstration Programme;
- Using NdoT funding to leverage support from other spheres;
- Supporting promising provincial and local programmes;
- Developing micro-businesses to support bicycle transport;
- Training interns in the bicycle transport business;
- Promoting safer bicycle transport through improvements in road safety education and training, traffic calming and infrastructure upgrade projects;
- Developing mobile bicycle transport clinics/shops;
- Widespread promotion and marketing programmes to build awareness amongst communities' and win support from politicians, officials and the private sector.

### **State of the Environment for the City of Cape Town 2001**

#### ***State of the Built Environment*<sup>8</sup>**

##### Theme 7: Transport

Topography, access to financial resources and historic apartheid planning decisions have been key factors in determining Cape Town's transport infrastructure. The spatial separation of work and residence has resulted in high volumes of commuters travelling long distances (on average 14km) between work and home. Inadequate public transport, including road and rail services have resulted in the increased use of private motor vehicles. As a result, congestion, public transport, and road traffic safety remain important issues. Accidents cost the City of Cape Town in the region of R1.9 billion per annum. Congestion results in increased levels of pollution, stress and health problems, as well as loss of productivity.

The priority issues are:

- Inadequate public transport services.
- Safety and security on public transport services.
- Traffic congestion caused by the predominant use of private vehicles.
- Poor road traffic safety.
- The need to expand airports and harbours to meet growing demand.

It is suggested that the people of Cape Town should share lifts to and from work and school and walk or ride a bicycle where possible.

### **Integrated Development Plan 2002/2003<sup>9</sup>**

The vision for the City of Cape Town is: " A smart and globally competitive city with opportunities for all its people in a safe, stable, liveable, prosperous, people friendly environment."

The strategic pledges:

- A safe city
- A caring city
- A healthy city
- An opportunity city
- A well-run, corruption free city
- A smart city
- A tolerant city
- Local government close to the people

- Access to housing for all.

**Definition of Poverty:**

Poverty is more than a lack of income. Poverty exists when an individual or a household's access to income, jobs and/or infrastructure is inadequate or insufficiently unequal to prohibit full access to opportunities in society. The condition of poverty is caused by a combination of social, economic, spatial, environment and political factors. Poverty is socially and spatially concentrated.

The following fields of action to reduce poverty and which have a direct link to transport are:

- Infrastructure – both physical and social infrastructure can be made more readily available;
- Space – This refers to locational issues relating to access to employment and other social opportunities. Space also refers to the poor's exposure to environmental degradation.
- Employment – both formal and informal jobs through economic development and the stimulation of the local economy.

**Local Agenda 21<sup>10</sup>**

Local Agenda 21 (LA21) is an approach aimed at sustainable development at the local level. Sustainable development implies a broader approach to development that integrates social, economic and environmental factors. It is based on the idea that we cannot have a healthy society or economy in a world with so much poverty and environmental degradation. Important issues for sustainable development are:

- Improving quality of life
- Promoting equity within and between generations
- Maintaining a healthy environment
- Environment and development are inseparable

Local Agenda 21 has several special characteristics:

- Integration of social, economic and environmental issues
- Local authorities working in partnership with civil society
- Concern for the future - taking a longer term view
- Multi-sectoral approach
- Recognising and working within ecological limits
- Linking local issues to global impacts

South Africa is firmly committed to the goal of sustainable development. The government has formally adopted Agenda 21, and has stated that the country will have a National Strategy for Sustainable Development by 2002. Many national policies and laws have sustainable development as a guiding principle. There is also a strong similarity between Local Agenda 21 and the South African constitutional requirements of co-operative governance, and promotion of a safe and healthy environment.

Local authorities now have more developmental and environmental functions. Not only do they have to provide services to communities in a sustainable manner but they also have to promote social and economic development. LA21 is a process aimed at better and innovative use of existing human, financial and natural resources. It is a tool to help municipalities work smarter, not harder.

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Local Agenda 21 has been implemented since 1993 in South Africa. Formal LA21 initiatives include the cities of Durban, Cape Town, Johannesburg, Pretoria, Kimberley, Port Elizabeth and East London.

**References:**

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5. Moving South Africa: Towards a Transport Strategy for 2020, Department of Transport, September 1998.
6. Integrated Metropolitan Environmental Policy City of Cape Town (October 2001).
7. The Road to Safety 2001-2005 Department of Transport, R.S.A., 2001
8. State of Environment for the City of Cape Town 2001.
9. City of Cape Town: Integrated Development Plan 2002/2003, November 2002.
10. Local Agenda 21, courtesy University of Cape Town website.