



CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

URBAN MOBILITY DIRECTORATE

Walking and Cycling Strategy for the City of Cape Town

DRAFT

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DOCUMENT APPROVAL

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1. Introduction

1.1. Background

Cape Town is growing rapidly, with population growth and in-migration projected to result in a population of 5,8 million by 2040¹. Sustainability, equity and resilience must be the key drivers of the City's planning to ensure that this growth is managed such that liveable and sustainable urban environments are created and maintained. Historically, in Cape Town as in many other cities nationally and globally, planning and implementation were largely oriented towards private motor vehicles. Largely as a result of this, Cape Town is the most congested city in South Africa and by some measures one of the world's top 50 most congested cities.² The number of private vehicles in the city is rapidly increasing, contributing to the worsening congestion, loss of the public realm, air pollution, and traffic fatalities. As such the traditional approach of prioritising the needs of private cars has proven to be inefficient, costly and in many instances deadly.

It is no longer controversial to note that in well-functioning cities not everyone can own a vehicle and use it for the majority of their trips. There is simply not enough space to move and store that many vehicles; the impacts on the climate, human health, and economic inclusion would be catastrophic. Cities that continue to invest in highways and new roads rather than improving walking, cycling, and public transport infrastructure are experiencing worsening traffic, air quality, and safety conditions, essentially reducing its liveability. Like Cape Town, many cities have found that accommodating the never-ending space needs of private vehicles eventually results in there being more cars than will ever be accommodated on the roads. A bold and significant change is needed to meet the City's commitments on combating climate change, addressing social inequities and creating sustainably thriving urban centres.

Active Mobility³, including walking and cycling, despite including some of the oldest modes of transport, offers just such a bold, cutting-edge solution to the challenge of sustainable and affordable access to opportunities and amenities. Enabling and improving the convenience, comfort, and safety of walking and cycling reduces the demand for travel by personal motor vehicles, offering a cheaper and more sustainable mode of transport to all urban residents, and blunting the growth of congestion-causing private vehicles. It also has a crucial role to play in supporting a strong public transport system, as every user of public transport depends on active mobility for the first and last legs of their trip, and sometimes transfers in between. Walking is already the most common mode of transport in Cape Town, when counting the full extent of people's journeys and considering all trip purposes.⁴

Despite the existing importance of walking and the many benefits of encouraging walking and cycling, active mobility is still not sufficiently prioritised in transport planning. Cape Town's transport system is by and large poorly designed for people to walk or cycle; in many ways it is outright hostile or dangerous to active mobility. Pedestrians and cyclists, almost always the most vulnerable road users, face impediments such as roads designed primarily for motor vehicles, lack of protection from the weather, inadequate parking for bicycles at destinations and inadequate connections with other modes. The neglect of active mobility, and lack of focus on the needs of pedestrians and cyclists, has exacerbated the unchecked growth of private cars and congestion, made the roads more

¹ State of Cape Town 2022. Research Branch Policy and Strategy Department, Future Planning and Resilience Directorate

² TomTom Index 2024

³ Commonly also called Non-Motorised Transport (NMT).

⁴ Travel surveys commonly ask for the "main mode" of a trip, which neglects the role of walking to and from the bus stop, train station, or private car pickup.

unsafe, and altogether had detrimental effects on wellbeing, public health, productivity, and economic growth.

There is another way. A mounting body of evidence over decades, locally and internationally shows that by prioritising the infrastructure and other needs of pedestrians and cyclists, in conjunction with excellent public transport, can reverse these trends. Walking and cycling can offer city residents a cheaper, congestion-free, sustainable, and even enjoyable way of getting around the city on a daily basis. A city built for active mobility and public transport is one built for rich and poor alike, because it is one built focused on the needs of people rather than those of cars.

This strategy aims to make Cape Town into such a city. Cape Town can stop squeezing pedestrians and cyclists into the little space around the edges of roads; it can blunt or even reverse the growth of private motor vehicles, for which the city simply has no more space; and it can start planning and building a transport system focused on the needs of its people.

1.2. Purpose of this document

The purpose of this strategy is to provide clear strategic guidance for decision making, planning, programme and project development and implementation for walking and cycling in Cape Town. There is also a clear need for such a strategy to enhance the inter- and intra-governmental cooperation related to achieving the outcomes aligning with this strategy. This requires the selection of certain approaches over others. As such it assesses the current state of transport in Cape Town, with a focus on the challenges related to active mobility. It reviews the global body of knowledge, and local regulatory context, on how the situation can be improved, and lays out a vision and principles for a more sustainable transport system in Cape Town. It then identifies focus areas for intervention.

This will enable subsequent documents to lay out actions, targets, and timelines, in the form of a detailed implementation plan, and a performance management plan. The resulting policy and planning framework will be used to prioritise efforts and budgets into the actions most aligned with the City of Cape Town's objectives. Everything, however, follows from a clear strategy that lays out the chain of reasoning for what needs to be done, and how the City can achieve it.

This strategy updates and replaces the approved 2016 Cycle Strategy and the draft NMT Strategy (2017), and supports and aligns with:

- a) The Integrated Development Plan (IDP);
- b) Comprehensive Integrated Transport Plan (CITP);
- c) Climate Change Strategy; and
- d) Universal Access Policy.

1.3. (Re-)defining Non-Motorised Transport

Historically, Non-Motorised Transport (NMT) has been the term for walking and cycling, along with lesser-used modes of transport relying on human or animal power. Sections 10A and 12 of the National Land Transport Amendment Act (2023) makes explicit provision, and sets requirements, for the inclusion of NMT as part of Integrated Transport Plans (ITPs), which in Cape Town is the Comprehensive Integrated Transport Plan (CITP).

The term NMT not only conflates a wide variety of modes with different needs and benefits, but it serves as a catch-all category defined only in relation to "typical" modes of transport, which are then treated as the preferred default in policy, planning, and funding. The term "active mobility" remedies this to some extent, focusing on what is actually significant about walking, cycling, and some other

modes: that they involve personal activity, with the associated agency and health benefits. Nevertheless, this is still somewhat of a collective term. This document therefore refers, as needed, specifically to walking and cycling, to make clear the focus of the strategy and to help distinguish between the needs of each. Where there are similarities rather than differences, active mobility is the preferred term.

The focus on walking and cycling is justified due to these modes' central role in the City's current transport system and future planning. It is not meant to dismiss other modes that are commonly referred to as part of NMT, such as push-scooters, skateboards, and rollerblades. Facilities that are well planned and designed for the needs of walking and cycling also cater for the needs of these micro-mobility modes.

This document also does not distinguish between unpowered and electric bicycles, as they share many more policy-relevant characteristics and infrastructure needs than not. Future policy documents may be warranted in order to engage with small-wheeled electrified vehicles and electric bicycles, together or separately.

1.4. The role of active mobility in the urban transport system

Historically, walking has been treated as a complementary or secondary mode of transport in providing access to / from public transport (i.e., 'first and last mile'). Walking and cycling were often seen as modes of transport for low-income individuals who had no alternative, reinforcing the idea that these modes were less desirable and suitable for shorter distances or specific communities.

For cycling, it has been slightly different where, since the mass adoption of privately owned motor vehicles, cycling has largely been viewed as a recreational mode of transport and, to a much lesser extent, a primary mode of transport.

Prior to the 1950s cycling was a common mode of transport in Cape Town, as it was in many parts of the world. Bicycles were affordable, relatively easy to maintain, and suited for the city's climate. At that time, Cape Town was a less motorized society, and cycling provided a practical means of getting around for both work and leisure. The city's compact layout and the limited reach of motorized public transport meant that cycling filled a critical gap in everyday mobility.

The aim of this strategy is to reposition walking and cycling as primary, safe, accessible, and sustainable modes of transport in Cape Town.

2. Regulatory and strategic alignment

The Walking and Cycling Strategy has been developed within the context of legislation, policies and strategies at national, provincial and local level which strongly support investment in pedestrian and cycle improvements that promote access to opportunity and integration of transport and land use. Most of these documents refer to non-motorised transport rather than active mobility.

Figure 1 provides a diagrammatic overview of the Walking and Cycling Strategy within the wider context of national, provincial and local policy and strategy.

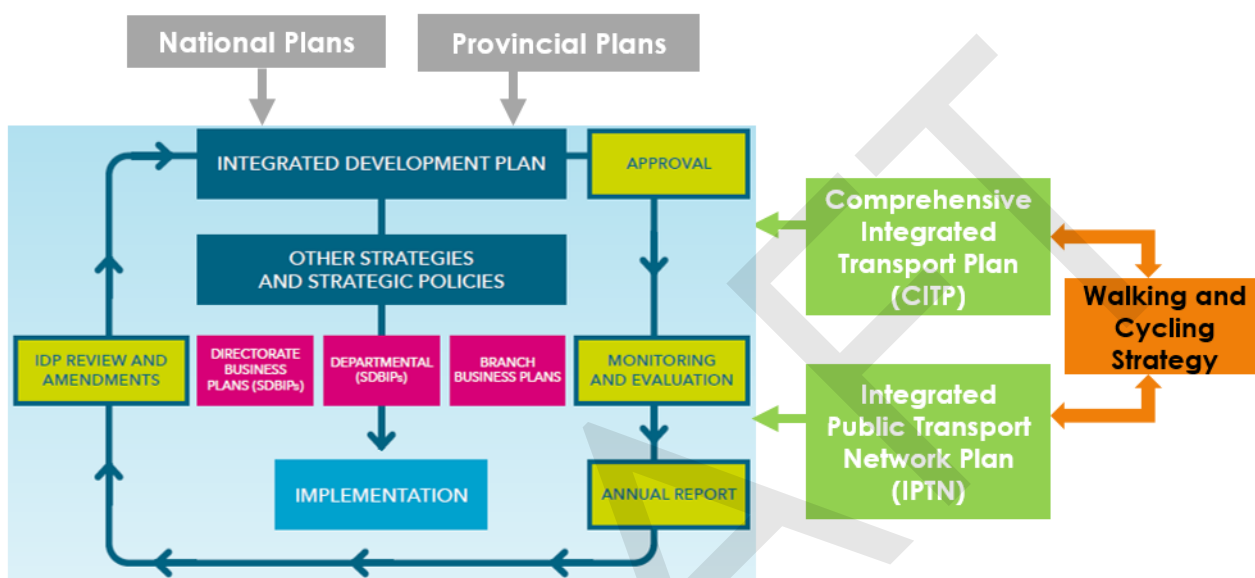


Figure 1: The Walking and Cycling Strategy Policy Environment

The importance of active mobility, and especially the safety of pedestrians, is strongly identified in the new **National Land Transport Amendment Act (NLTA) of 2023**. It specifically highlights the due attention that needs to be provided to ensuring the safety of pedestrians and cyclists by means of regulations and the publication of guidelines and standards, or through other appropriate measures. The act inserts into the NLTA a new section which deals with "accessible and non-motorised transport", stating that planning authorities are required to ensure that pedestrians and cyclists are able to get to their destinations in a safe and convenient manner.

The **National Land Transport Strategic Framework (NLTSF)** prioritizes integrating non-motorized transport (NMT) into the broader transport system. It emphasizes developing dedicated infrastructure like pedestrian pathways and cycle lanes to enhance safety and convenience for walkers and cyclists. The framework highlights the importance of safety measures, including improved road design and traffic management, to reduce accidents. It supports creating accessible and inclusive transport systems that cater to diverse needs, aligning with sustainability goals by reducing traffic congestion and emissions. Additionally, the NLTSF encourages incorporating NMT into local and municipal planning to ensure it is a central component of urban transport strategies.

The national **Green Transport Strategy (2018)** recommends prioritizing the development of non-motorized transport (NMT) infrastructure, such as dedicated walking and cycling paths, to foster sustainable urban mobility. Implementing 'no-car zones' in key central city areas can significantly reduce vehicle traffic, lower emissions, and enhance pedestrian and cyclist safety. The strategy also advocates for integrating NMT with existing public transport systems to improve accessibility and connectivity. Creating vibrant public spaces and promoting eco-mobility through well-designed NMT

infrastructure will not only support environmental sustainability but also encourage healthier lifestyles and more resilient urban communities.

Locally, Cape Town's **Integrated Development Plan (IDP)** and **Comprehensive Integrated Transport Plan (CITP)** emphasize the development of non-motorized transport (NMT) infrastructure to enhance urban mobility, reduce congestion, and lower environmental impact. The IDP focuses on improving walking and cycling facilities, while the CITP includes projects like the Pedestrianisation Plan and Universal Design Access Plan to create safe, accessible, and connected NMT networks. These initiatives align with the National Land Transport Strategic Framework (NLTSF), which prioritizes sustainable transport, and the National Land Transport Act (NLTA), which mandates the integration of NMT into urban planning. Additionally, the focus on NMT ties back to the Green Transport Strategy's goals of reducing carbon emissions and promoting eco-mobility, including the establishment of no-car zones to foster more sustainable and resilient urban environments.

The consistent core messages from the relevant strategies, plans, policies and legislation that are applicable include:

- **Sustainable Urban Mobility:** Emphasizing the integration of NMT into urban planning to create environmentally friendly, low-carbon cities that reduce traffic congestion and improve air quality;
- **Accessibility and Equity:** Promoting NMT as a means to enhance access to essential services, improve mobility for all, especially the urban poor, and ensure a just transition toward a more inclusive transport system;
- **Infrastructure Development:** Advocating for the creation of safe, well-connected, and user-friendly NMT infrastructure, such as pedestrian pathways and cycling lanes, as key components of urban design and public transport systems;
- **Health and Resilience:** Highlighting the role of NMT in improving public health, enhancing urban resilience to climate change, and supporting long-term social, economic, and environmental sustainability; and
- **Strategic Integration:** Ensuring that NMT is a fundamental part of broader transport, climate, and urban development strategies to align with national and international sustainability goals.

Overall the policy and strategy environment provides a strong foundation for promoting walking and cycling. Continued commitment to policy coherence, strategic implementation, and adaptation will be key to unlocking the full potential of walking and cycling and their roles in building a sustainable, equitable, and vibrant city.

However, challenges remain. Consistent implementation of existing policies and securing adequate funding are crucial for translating vision into reality. Additionally, addressing issues like gender equity and safety through targeted programmes is essential to ensure true inclusivity for all pedestrians and cyclists.

3. Literature Review

The development of the City's Walking and Cycling Strategy is informed by a literature review that explores best practices and successful strategies for active mobility implementation around the world. This review examines insights from international, African, and South African city authorities to establish a framework of global best practices in active mobility.

Globally, cities that excel in walking and cycling often implement comprehensive strategies that prioritize safety, accessibility, convenience, and sustainability. The Netherlands, with its renowned CROW design guidelines, has developed an integrated network of cycling routes that prioritize directness, comfort, and safety. These guidelines emphasize the importance of creating continuous and well-connected networks, where cyclists and pedestrians can travel seamlessly between different parts of the city. In Copenhagen, Denmark, the "Cycle Superhighways" initiative is a prime example of strategic network planning that connects suburbs to the city centre with high-quality, dedicated bike lanes. This approach not only reduces traffic congestion but also promotes cycling as a convenient and attractive mode of transport.

The World Bank's strategic approach to walking and cycling, particularly in developing countries, is centred on promoting sustainable urban mobility that prioritizes active mobility. This focus is part of a broader commitment to reducing poverty, improving public health, and addressing climate change through sustainable development. Key aspects of the World Bank's approach to walking and cycling include:

- **Sustainable Urban Mobility:** promoting the integration of walking and cycling into urban plans to create sustainable, inclusive, and resilient cities;
- **Equitable Access:** emphasizes ensuring safe and affordable NMT infrastructure for low-income populations, particularly in underserved areas;
- **Safety and Infrastructure:** supports the development of safe NMT infrastructure like sidewalks and bike lanes to protect pedestrians and cyclists;
- **Environmental and Health Benefits:** highlights the role of NMT in reducing emissions, improving air quality, and promoting public health;
- **Capacity Building and Policy Support:** offers technical assistance to help developing countries implement effective NMT strategies; and
- **Inclusive Planning:** advocates for participatory planning processes that involve local communities in NMT project design and implementation.

Overall, the World Bank's policy on walking and cycling in developing countries aligns with its broader goals of promoting sustainable development, reducing poverty, and enhancing the quality of life in urban areas through the provision of safe, accessible, and sustainable transport options.

Other global best-practice documents, and their guidance, are summarised in Table 1.

Table 1: Summary of global best practice documents.⁵

Document	Organisation	Principles/Focus areas
The Path Less Travelled: Scaling Up Active Mobility to Capture Economic and Climate Benefits	World Bank, ITDP	Integrate Active Mobility with Public Transport
		Align with Urban Development, Public space, and Related agendas
		Position Active Mobility to Advance Broader Transport Goals
		Incorporate Supportive Elements beyond Infrastructure
		Seek innovative financing arrangements
Investing for Momentum in Active Mobility	World Bank, WRI, Netherlands Ministry of Infrastructure and Water Management	Build internal capacity
		Infrastructure must protect pedestrians and cyclists from motor vehicles with e.g. segregated facilities, traffic calming, safe intersections
		Protected links must not be isolated projects, but form networks that connect places and neighbourhoods
		Repurpose existing street networks to prioritise people who walk or cycle
		Pedestrian infrastructure should follow Universal Design/Accessibility principles
		Pedestrian infrastructure must support the first and last mile of PT trips
		Streets must always guarantee personal and traffic safety, and short, direct paths for pedestrians
Networks must adapt to the scale, character, and specific characteristics of streets		
Walking and Cycling in Africa: Evidence and good practice to inspire action	UN Habitat, UN Environment Programme, Walk21	Retain the levels of walking to minimize the negative effects and costs of congestion, poor air quality, non-communicable diseases and compromised public safety.
		Protect the lives of people that walk and cycle by ensuring both physical and personal safety from crime.
		Enable people of any age or gender, both with and without disabilities, to walk and cycle with dignity.
		Invest in infrastructure that provides an acceptable level of service for people that walk and cycle.

⁵ https://itdp.org/wp-content/uploads/2023/11/10036-Critical-Report-for-COP28_V3.pdf;
<https://thedocs.worldbank.org/en/doc/c6de7aa3e8b4b081029f639767c1486c-0190062021/original/TDI-paper-Investing-for-Momentum-in-Active-Mobility-October-2021.pdf>;

<https://wedocs.unep.org/20.500.11822/40071>

https://www.mobiliseyourcity.net/sites/default/files/2021-10/SFGelderland_210929web-2.pdf

https://www.mobiliseyourcity.net/sites/default/files/2023-06/PATH_Make-way-for-walking-and-cycling_compressed.pdf

Document	Organisation	Principles/Focus areas
		<p>Include comprehensive safety and security in public spaces.</p> <p>Incorporate funding for walking and cycling in transport infrastructure project budgets as well as strategic climate finance plans.</p>

3.1. Economic benefits of walking and cycling investment

Walking and cycling offer significant economic benefits to cities by reducing infrastructure costs, improving public health, and boosting local businesses. Both modes of transport require far less infrastructure investment than car-centric alternatives. Cities can save on road maintenance, parking space construction, and reduce congestion by promoting walking and cycling, which take up less space and cause minimal wear on roads.

Moreover, walking and cycling contribute to healthier populations, reducing healthcare costs for cities. Active mobility decreases rates of obesity, heart disease, and other sedentary lifestyle-related illnesses. Healthier citizens mean fewer sick days, higher productivity, and lower public healthcare expenditures, all of which enhance economic efficiency. Safe walking and cycling facilities also mean lower rates of pedestrian and cyclist road traffic accidents.

Additionally, walking and cycling help stimulate local economies. People who walk or bike are more likely to shop locally, increasing foot traffic for small businesses. This can lead to thriving neighbourhood centres that attract more customers and improve the overall economic vitality of a city.

Key findings from international research include:

- **Boosts Local Economies:** Walkable and bike-friendly areas see increased retail activity, as pedestrians and cyclists are more likely to visit local businesses. High street walking, cycling and public realm improvements can increase retail sales by up to 30%;⁶
- **Reduces Transportation Costs:** Walking and cycling lower the costs associated with vehicle ownership, fuel, and maintenance. Maintenance cost savings are significant since walking and cycling causes much less damage to the pavement and therefore need less frequent repairs and replacement. Costs to individuals are also lower as accessing amenities by foot or bicycle is less expensive than driving and parking;⁷
- **Improves Public Health:** Active mobility reduces healthcare costs by promoting fitness and reducing chronic diseases. It also reduce air pollution, lowering costs related to pollution management and improving the city's quality of life, making it a more attractive place to live and invest;⁸
- **Increases Property Values:** Walkable and cycle-friendly neighbourhoods often have higher property values as a result of the higher spend of people that spend time in these places;⁹ and

⁶ <https://content.tfl.gov.uk/walking-cycling-economic-benefits-summary-pack.pdf>

⁷ <https://cyclingsolutions.info/cost-benefit-of-cycling-infrastructure/>

⁸ <https://assets.publishing.service.gov.uk/media/5f622fade90e072bb68d5c74/cycling-walking-investment-strategy.pdf>

⁹ <https://content.tfl.gov.uk/healthy-streets-a-business-view.pdf>

- **Reduces Traffic Congestion:** Promoting walking and cycling reduces traffic congestion and its associated economic costs (e.g., fuel waste, delays).¹⁰

While a large amount of research has been done in developed countries, research from the Global South, and Africa in particular support these findings.¹¹ A case study of the *Cost Benefit Analysis Of Non-Motorised Transport Infrastructure Investments*¹² in Cape Town suggest potential economic benefits of up to R24bn and benefit-to-cost ratio of up to 8.0.

3.2. Facility design

In terms of facility design, international best practices focus on creating environments that are safe, accessible, convenient, and comfortable for all users. Copenhagen's cycling infrastructure, for example, includes wide, separated bike lanes that ensure cyclists are protected from motor vehicles. The city also incorporates well-designed intersections and dedicated traffic signals for cyclists, enhancing safety and convenience.

The CROW guidelines from the Netherlands similarly stress the importance of designing facilities that accommodate all users, including children, the elderly, and those with disabilities, recommending facilities that are wider than typically designed for outside of the Netherlands, and prioritize walking and cycling over motorised transport on roads other than freeways. This inclusive approach ensures that walking and cycling are viable options for everyone, regardless of age or ability.

Design guidance such as Vietnam's *Bicycle Infrastructure Design in Urban Areas* acknowledges that prioritizing bicycles is a low-cost strategy that helps cities achieve their green growth goals and contribute to national net-zero emission commitments. The overall intent of this guidance is to help riding a bicycle become a daily, safe, convenient, and attractive travel option for people of all ages and abilities and for a wide variety of trip purposes, not just a focus on trips to work and education. It recognizes the geometric requirements of cyclists taking into account safety, comfort and level of service in relation to the user category, i.e. children, elderly, women and low-income residents, who all have unique service requirements.

Accessibility is a key priority of facility design, with networks designed to be inclusive and easily navigable for all users. Convenience is addressed through the development of direct, well-maintained routes that reduce travel times and enhance the user experience. With good facility design, cities can create robust walking and cycling networks that contribute to broader goals of environmental sustainability and social equity.

3.3. Focus on safety, accessibility, convenience and sustainability

Safety is a core focus in international best practices, with cities like Amsterdam and Copenhagen implementing stringent safety standards and regular audits to minimize risks for cyclists and pedestrians.

Safety or rather the lack thereof, perceived or real, is often cited as one of the main deterrents to cycling. The national NMT facility guidelines recognise this and recommend several measures that should be taken to maximise safety and therefore maximise facility usage.

¹⁰ <https://livingstreets.org.au/wp-content/uploads/2020/02/Benefits-of-walking-and-cycling-projects.pdf>

¹¹ <https://www.itf-oecd.org/sites/default/files/docs/improving-quality-walking-cycling-cities.pdf>

¹² <https://sarf.org.za/wp-content/uploads/2016/08/SARF-funded-case-study-for-Cape-Town.pdf>

Safety as a primary focus point in active mobility infrastructure design is highlighted by the Dutch in their renowned CROW Design Manual for Bicycle Traffic where “road safety” is one of the primary principles.

Safety is a cornerstone of NMT strategies, as highlighted by various case studies. Emphasizing safety is a proactive approach essential to the success of walking and cycling initiatives in many cities:

- **Encouraging Mode Shift:** Prioritizing safety in NMT infrastructure encourages more people to choose walking and cycling over driving, as seen in cities like Copenhagen and Bogotá, leading to reduced traffic congestion and lower emissions;
- **Reducing Accidents and Fatalities:** Implementing safety measures, such as in Johannesburg, reduces accidents and fatalities among pedestrians and cyclists, fostering broader acceptance and uptake of walking and cycling;
- **Enhancing User Experience:** Safe, comfortable environments, like those in Copenhagen, with wide cycle lanes and shared path facilities catering for all abilities, make walking and cycling more appealing, promoting a culture of active transportation;
- **Building Public Trust:** Prioritizing safety builds public trust in walking and cycling initiatives, as demonstrated by Noida's community engagement, leading to greater acceptance and use of walking and cycling infrastructure;
- **Supporting Public Health:** Safe walking and cycling environments promote physical activity and reduce pollution, contributing to better public health outcomes, as shown in case studies from Zambia and Addis Ababa; and
- **Ensuring Long-Term Sustainability:** A focus on safety ensures the long-term viability of walking and cycling initiatives, making them an attractive option for future generations, as demonstrated by Copenhagen's strategic planning.

What is not well emphasised in the case studies and international best practice documents is the importance of personal security (from criminal activity). South Africa, and Cape Town particularly, suffers from high rates of violent crime and theft.

3.4. Public participation

Public participation is a critical component of successful walking and cycling strategies. The World Bank and the Institute for Transportation and Development Policy (ITDP) emphasize the need for engaging communities in the planning process to ensure that infrastructure meets local needs and preferences. In Copenhagen, extensive public consultation processes have been used to gather input on cycling infrastructure projects, leading to designs that reflect the desires and habits of the city's residents. This participatory approach not only enhances the effectiveness of walking and cycling initiatives but also fosters a sense of ownership and responsibility among the public.

The *Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)*, in their paper *Active Mobility in South Africa: Snapshots and Perspectives*, also list several action items to improve active mobility related to consultation with the public including:

- Engaging current users and non-users to understand their intersectional needs;
- Using demonstration projects to share the vision and build support with communities;
- Consulting with all affected stakeholders to understand the diverse needs and perspectives; and
- Celebrating walking and cycling – promotion and organising events such as Open Streets days.

Inclusive planning as highlighted by the World Bank and national network planning and design guidance should be pursued locally, including in the form of Tactical Urbanism (also known as guerrilla pilot initiatives) to test designs and attitudes towards facilities in an agile and iterative way with rapid implementation and adaptation.

3.5. Movement and place / complete streets

Streets are more than mere conduits for vehicles; they are spaces where people interact, live, and engage with their surroundings. Streets, in the "Movement and Place" framework, serve dual purposes: facilitating movement and acting as places in their own right. When designed with both functions in mind, streets can become vibrant, multifunctional spaces that contribute to the social and economic vitality of a community. This balance is crucial in creating environments that encourage walking and cycling, as it makes these modes of transport not just viable but also appealing.

Streets should be designed to foster human interaction, local commerce, and a sense of community. This perspective shifts the focus from vehicle traffic to the people who live, work, and play in these spaces. By incorporating elements such as wider sidewalks, seating areas, street trees, and public art, streets can be transformed into places where people want to spend time. Such features not only enhance the attractiveness of walking and cycling but also improve safety by slowing down traffic and reducing the likelihood of accidents.

The "complete streets"¹³ approach integrates these ideas by advocating for street designs that accommodate all users—pedestrians, cyclists, motorists, and transit riders—regardless of age or ability. Complete streets prioritize safe and accessible infrastructure, such as protected bike lanes, crosswalks, and accessible transit stops, making active transportation options like walking and cycling more feasible and enjoyable. This approach recognizes that a street designed only for cars neglects the needs of other users, ultimately limiting the potential for a more sustainable and healthy urban environment.

Encouraging more walking and cycling through thoughtful street design is vital for several reasons. It promotes public health by increasing physical activity, reduces traffic congestion, and lowers carbon emissions, contributing to environmental sustainability. Furthermore, streets designed as places can strengthen community ties, support local businesses, and enhance the overall quality of life. In this way, "movement and place," "streets as places," and "complete streets" are interconnected concepts that, when applied together, can create cities and towns where walking and cycling are not just alternatives but preferred modes of transport.

It is therefore recommended that the City establish or adopt a framework for modal prioritisation and classification of road corridor / corridor segments in terms of their movement and place functions. Given the constraints of road reserve widths and the need in many cases for traffic lanes, this would often include the reallocation of road space away from on-street parking toward walking or cycling facilities

3.6. Community participation and training is key

Community participation and training are crucial for the success of walking and cycling strategies, as demonstrated by various case studies. Involving residents in the planning and implementation of walking and cycling initiatives ensures that these efforts are tailored to local needs, sustainable, and well-supported by the community. Key reasons for prioritizing community engagement and training include:

- **Local Insight:** Involving residents brings in valuable local knowledge, helping to design walking and cycling infrastructure that addresses specific challenges and opportunities within each

¹³ <https://smartgrowthamerica.org/what-are-complete-streets/#:~:text=Complete%20Streets%20is%20an%20approach,of%20all%20ages%20and%20abilities.>

community. For example, in Noida, community input led to the development of exclusive NMT zones that cater to local needs;

- **Building Trust and Ownership:** When communities are actively involved in decision-making, they develop a sense of ownership over projects, leading to greater support and advocacy. This was evident in Bogota, where community engagement fostered a strong partnership between residents and local authorities;
- **Enhancing Public Acceptance:** Community engagement and training initiatives can help change public perceptions of walking and cycling, making new infrastructure and policies more acceptable. In Addis Ababa, community involvement played a key role in the acceptance of new walking and cycling infrastructure linked to public transport systems;
- **Empowerment:** Training programs equip residents with the skills and knowledge to advocate for their transportation needs, leading to more effective and responsive walking and cycling solutions. This empowerment was a significant factor in the success of pedestrian safety campaigns in Zambia; and
- **Sustaining Long-Term Commitment:** Ongoing community involvement ensures sustained support and usage of walking and cycling infrastructure. Copenhagen's long-term success in promoting walking and cycling is a result of continuous community participation and training, which have fostered a culture of active transportation.

3.7. Integration with public transport

Integration with public transport is essential for promoting walking and cycling, as seen in cities like Copenhagen, Bogotá, and Johannesburg. Key aspects include:

- **First and Last Mile Connectivity:** Seamless connections between active mobility and public transport improve access, as shown by Copenhagen's integration of cycling routes with transport hubs and secure bike storage;
- **Enhanced Accessibility:** Safe cycling routes to public transport stations make transit more accessible, particularly in underserved areas, fostering inclusive urban mobility;
- **Reduced Traffic Congestion and Emissions:** Integrating walking and cycling with public transport reduces short car trips, easing congestion and lowering emissions, exemplified by Bogotá's cycling network linked to its BRT system;
- **Encouragement of Active Transportation:** Facilitating walking and cycling to public transport encourages physical activity and supports health, as seen in Johannesburg's NMT-public transport integration; and
- **Community Engagement:** Involving residents in planning ensures their needs are met, boosting support for walking and cycling, and public transport initiatives. Noida's community-driven approach to NMT zones illustrates effective integration and resident commitment.

3.8. Triple access and planning for uncertain futures

Through the CITP and IPTN, the City has adopted the Triple Access Planning¹⁴ concept in planning for access and mobility, taking into account uncertain futures through scenario planning. This approach presents the concept that “access” (defined as the manner in which we reach things) is influenced by physical mobility, digital connectivity, and spatial proximity to opportunities.

Planning for access should therefore consider the influences of all three elements as illustrated in the Triple Access System in Figure 2.

1. The transport system provides access through physical mobility. This includes roads, streets and public transport systems;
2. The land use system provides access through spatial proximity where walking and cycling is possible as origins and destinations are located closer together; and
3. The telecommunication system provides access through digital connectivity.

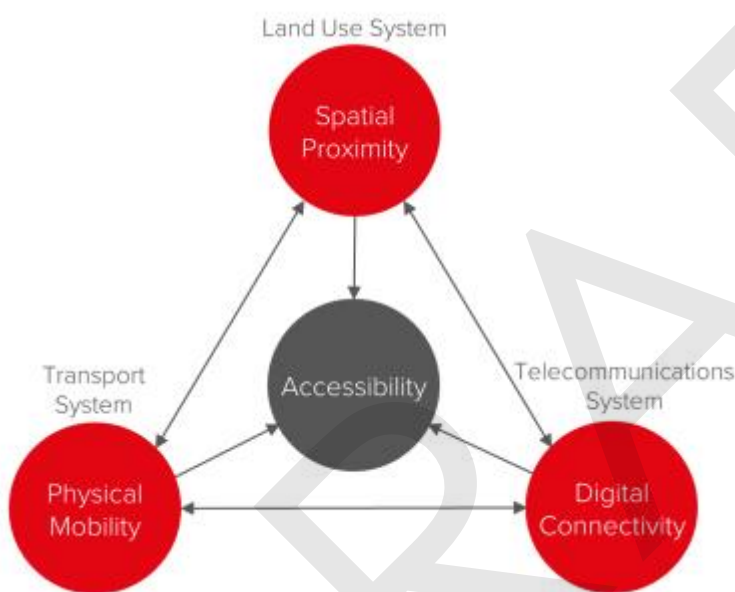


Figure 2: Triple Access System (Source: Lyons et al (2024))

Transport planning has traditionally followed a predict-and-provide model, forecasting future travel demand based on land use and planning infrastructure accordingly. This approach focuses on physical mobility, often overlooking the role of spatial proximity. In contrast, the decide-and-provide paradigm is vision-led, identifying a desired future and planning toward it. Accessibility, rather than mobility, is a more suitable goal for transport planning, as it promotes economic efficiency, social equity, and environmental sustainability while contributing to broader goals of sustainable development.

The Walking and Cycling strategy aligns well with this approach in both the physical mobility and spatial proximity aspects. The alignment with the former is direct in that the strategy aims to improve and encourage more active mobility, and indirectly with the latter in that it advocates for better spatial planning practices to make shorter trips attractive by means of walking and cycling.

¹⁴ Lyons et al (2024) - Triple Access Planning for Uncertain Futures – A Handbook for Practitioners.

4. Status Quo Analysis

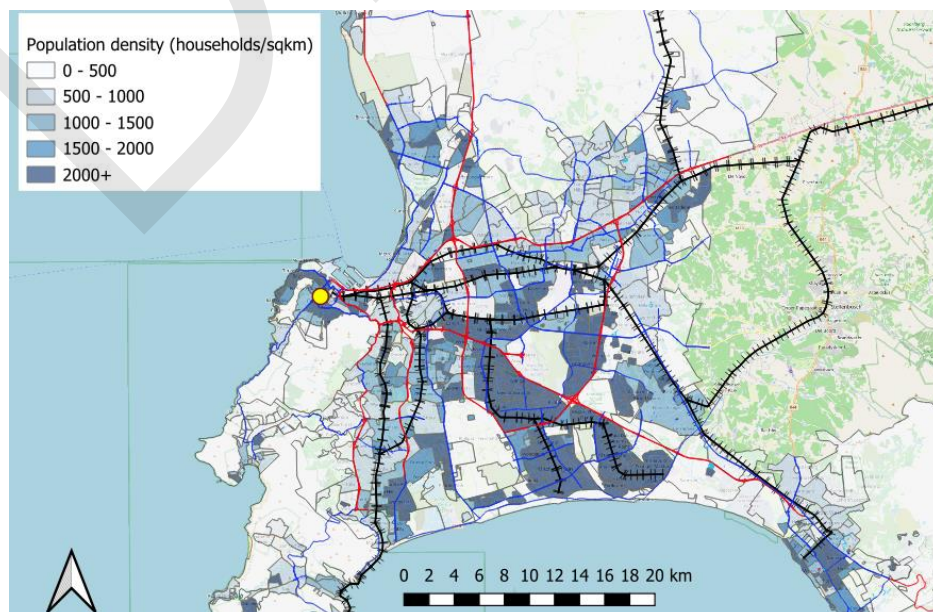
The Status Quo Analysis Chapter intends to articulate the existing conditions that influence active mobility in Cape Town. This includes a discussion on the following aspects:

- **Spatial, demographic and socio-economic overview:** a description of Cape Town's unique geographic and spatial arrangement and how the land use planning and transport networks have evolved in response;
- **Existing active mobility provisions:** an analysis of existing walking and cycling networks, infrastructure types and conditions, network connectivity;
- **Travel patterns and behaviour:** a discussion on modal shares, trip purposes, trip length distributions by mode, network usage;
- **Safety and perception of safety:** road safety statistics related to pedestrians and cyclists and the general sentiment with regards to the perceived safety (or lack thereof) of active mobility.
- **Current active mobility design and planning practice:** an assessment of the existing practice of planning for, designing and implementing active mobility provisions;
- **Regulatory context:** delve into the existing policies, strategies and legislation surrounding active mobility, providing a background context of the current regulatory environment and identify potential areas for adaptation or improvement to support the goals of the Walking and Cycling Strategy; and
- **Deficiencies/gaps:** a synthesis of deficiencies identified through the status quo and preceding case study analyses that should inform the strategic focus areas and overarching principles.

4.1. Overview of the transport system in Cape Town

4.1.1. Spatial structure: a legacy of inequitable land use planning

Cape Town's spatial layout is defined by its unique geography, with Table Mountain at its heart and the ocean on either side. This striking landscape, combined with apartheid-era spatial planning, post-apartheid housing policy which favoured scale over spatial transformation, and a legacy of car-dominant transport policies, has shaped the city's development. These factors have led to transport networks that prioritize road infrastructure, and resulted in disparate population densities where the densest, most deprived and poorest communities are situated farthest from economic opportunities, exacerbating inequality and limiting their access to essential services. Figure 3 shows the densities of households in Cape Town in relation to the arterial road and passenger rail networks.



4.1.2. Private car dominance: severing communities and adverse environmental impact

While Cape Town has an extensive passenger rail network, with ± 1000 km of track (CCT CITP, 2023-28), declining rail services over the last two decades has contributed the dominance of private cars and minibus taxis on the roads as the main modes of transport.

The spatial structure of Cape Town and the transport network resulting from car-centric urban planning has exacerbated the segregation of communities in the city, with barriers such as the freeway network, rail network, water bodies and mountains making it unsafe, inconvenient and unpleasant for people to cross these barriers with anything other than motorised transport.

In Cape Town, the transport sector is responsible for a significant portion of the city's carbon emissions, accounting for approximately **29% of total emissions**. This highlights the critical need for strategies focused on reducing transport-related emissions to meet the City's climate goals¹⁵.

An additional consequence of inadequate walking and cycling facilities is the high level of inequity that is reflected in the space allocation to the different road users (Litman, 2002; Van Wee, 2011; Lucas, 2011). Individuals with higher incomes are dominating public road spaces in South Africa with private cars and vulnerable road users, such as pedestrians and cyclists, being poorly provided for (Behrens, 2004; City of Cape Town, 2005, 2009; Van Wee, 2011).

Historically, transport planning, design and implementation has not proactively prioritised active mobility and provisions have largely been reactive in response to high pedestrian and cyclist accident rates, and only if there was sufficient space. Active mobility has largely been seen as supplementary to get people to and from public transport facilities.

4.1.3. Modal shares and travel patterns

Due to the historic focus on and investment in roads designed for cars, the private car dominates commuter travel in Cape Town, with the latest modal share estimated at around 57%. While recently passenger rail modal shares have decreased and minibus taxi modal shares have increased in response, overall public transport modal shares have lost about 5% to private car usage over the last twenty years. Walking and cycling mode shares have remained relatively constant over this period. Walking mode share is estimated at around 9%, with cycling making up only 1% of trips. However, most public transport trips (32%) include some form of walking (and sometimes cycling), and some percentage of private car users are walking to join lift clubs or similar, so the percentage of the working population that walks on a daily basis is most likely in the region of 42%. When considering all trip purposes, and trip-making outside of the peak periods, these numbers are estimated to be well over half of all daily trips in the city. It is worth noting that most public transport users, and therefore pedestrians, are not choice users but have no other means of transport available to them.

¹⁵ City of Cape Town State of the Environment, 2022.

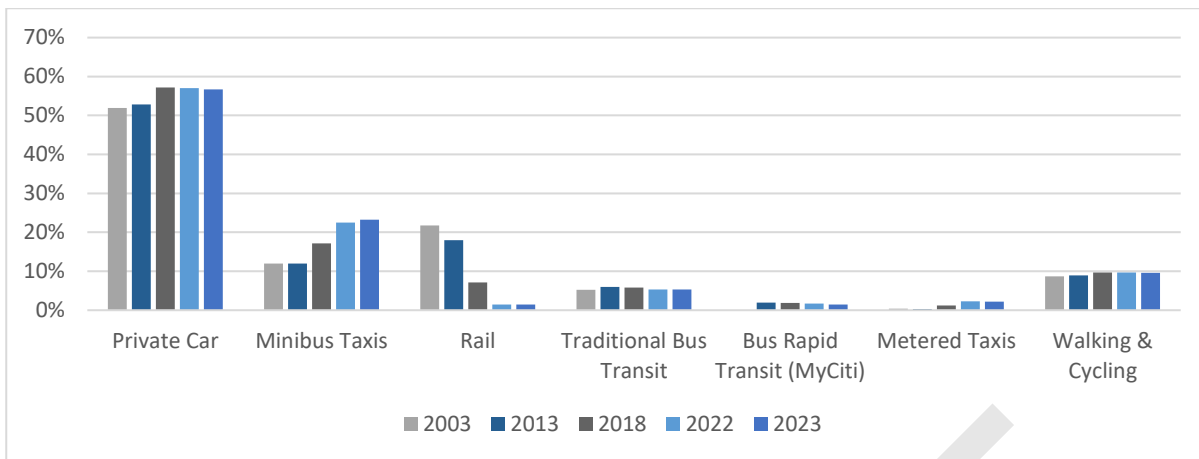


Figure 4: Cape Town Modal Share changes over time (source: estimates synthesised from CCT transport data warehouse)

While Figure 4 shows trips for all purposes (i.e. work, education, and other), walking and cycling combined is significantly more prominent for education trips (58%) than they are for work-bound trips (6%) (National Household Transport Survey, 2020).

A standard estimate is that trips under 5km are considered a comfortable cycling distance whereas trips over 8km are considered unlikely to be cycled (Analysis of Cycling Potential, Transport for London 2010).¹⁶ For pedestrians, and especially for walking trips to school and public transport, these distances are quite a bit shorter at 500m to 1km (Guidelines for human settlement planning and design, CSIR)¹⁷.

Figure 5 shows a trip length distribution extracted from the City of Cape Town's transport demand model demonstrating that 13% and 51% of all daily trips are under 1km and 5km, respectively, which puts them in the sweet spot for trips that could comfortably be undertaken by walking or cycling, respectively.

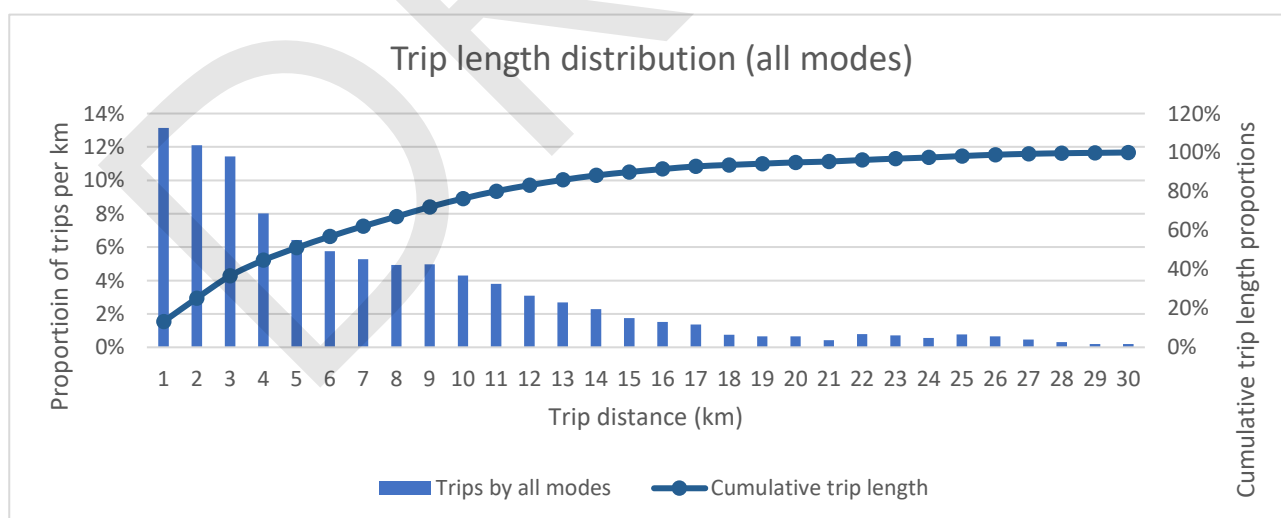


Figure 5: Trip length distribution (all modes) in Cape Town

¹⁶ <https://content.tfl.gov.uk/analysis-of-cycling-potential.pdf>

4.2. Walking and cycling status quo

The implementation of walking and cycling facilities has been identified to be a major weak point of NMT in South Africa (Non-Motorized Transport Integration into Urban Transport Planning in Africa, 2016) and this is no different in Cape Town.

While pedestrians have historically been catered for to a certain degree in the design of roads and in spatial planning, the needs of cyclists are not fully understood or adequately addressed. The provision of cycling facilities has had little to no impact on increasing the number of cycling trips or cycling modal share across Cape Town, with modal shares consistently staying below 1% of trips (Non-Motorized Transport Integration into Urban Transport Planning in Africa). Understanding the needs of cyclists and adopting and adapting lessons from international best practice regarding network and facility design is therefore critical. The consequences of inadequate provision of walking and cycling facilities include illegal and dangerous travel behaviour, by pedestrians and cyclists as well as motorists, along with increased dependency on motorised transport trips.

4.2.1. Active mobility route typologies and infrastructure design

The City of Cape Town's NMT Network Plan (2017) created a simplified active mobility route facility classification system informed by the national NMT Guidelines (2014) and subsequently included in the City's recently updated Standards and Guidelines for Roads & Stormwater (2024). This guidance provides for four pedestrian and cyclist route classes:

- **NMT Class 1:** route not associated with a road (e.g., a pedestrian walkway/cycle route through a public park);
- **NMT Class 2:** route associated with a road, but effectively separated from traffic;
- **NMT Class 3:** route (within roadway wide enough to accommodate bicycle lane) demarcated by exclusive bicycle lane markings within roadway; and
- **NMT Class 4:** route within roadway with cycle warning sign accompanied by a bicycle

The guidance also provides for two shared use classes which are similar to Class 1 and Class 2 respectively but with no separation between pedestrians and cyclists.

The design guidance provides minimum and preferred widths and other geometric parameters per route facility class as informed by the national guidance, which was in turn largely based on outdated pedestrian and cyclist clearance envelopes from older international guidance such as AUSTRROADS' Guide to Traffic Engineering Practice: Part 14—Bicycles (1993).

The advent of electric bikes, electric scooters, and many more functional human-powered bicycle designs has prompted many of the more prominent cycling-oriented cities to increase the recommended and minimum design widths. For example, the Auckland Transport Engineering Design Code (2017) recommends a minimum width of 2m, and reduced to 1.8m only where safety or public realm issues are present. In most cases, the safety and public realm issues are also mitigated by means of a physical separator or buffer with a minimum width of 0.8m.

There is clearly a need for revised local active mobility design guidance, especially concerning cycle lane and intersection facility designs.

4.2.2. Active mobility infrastructure implementation

A programme of proposed walking and cycling infrastructure projects were identified in 2010 and later expanded on from the initial 5-year implementation period. Phases 1 to 3, completed between 2010 and 2022, added approximately 420km of NMT network. Phase 4, running from 2023 until 2026,

will add another 220 km to the network. Phase 5 proposes an additional 180km of projects. To date, approximately 450km of facilities have been implemented

Historically, the implementation of these projects and the asset management of the facilities has not sat within a single department and there is no consolidated information on the specific lengths per route typology. The best data available is on the dedicated NMT Programme, but various walking and cycling facilities have been provided as part of other infrastructure projects, and at the district level. There is a pressing need to consolidate data and, to an extent, planning of walking and cycling facilities.

Similarly fragmented, and partly for the same reasons as the data fragmentation, is the roll-out of the network. To date the network has been developed in a piecemeal fashion with significant gaps and changing widths and typologies along routes. Active mobility facilities in Cape Town are dispersed and often disconnected from one another. Since pedestrians and cyclists may be discouraged by even a single problematic section along their route, it is crucial to prioritize improving the connectivity of the active mobility networks over simply expanding its coverage (Pretorius, 2015).

In addition to the active mobility routes implemented, including sidewalks along streets and roads, 99 pedestrian bridges have been built across the city. These are often just to provide safe crossing opportunities over physical barriers, but do not form part of continuous and direct active mobility routes. The provision of regularly spaced crossing facilities, on their own, is unlikely to lead to significant changes in crossing behaviour. Crossing facilities are more likely to be used if they are located on existing pedestrian desire lines and if the access and egress arrangement actively designed for personal safety. There is therefore a strong need to understand these desire lines, which again speaks to the data and information management aspect, which needs attention as part of the strategy.

In order to develop a transport system prioritizing active mobility, with network and non-network interventions, a consolidation of information management, planning, design, implementation, asset management, and monitoring is recommended as part of this walking and cycling strategy.

4.2.3. Active mobility infrastructure conditions

Well-maintained active mobility facilities are important to maintain minimum levels of service for users. This is especially important for Universal Accessibility facilities, the mobility impaired, and cyclists.

Comprehensive data on the active mobility networks, and therefore, their condition, is lacking. However, the general condition of the networks has been observed by means of a number of site visits. Key observations that impact the quality of service provided to walking and cycling commuters include:

- Sidewalks in CBD areas are generally in a fair condition.
- Universal Access provisions have been retrofitted in most CBD and newer developments.
- Universal Access provisions often incorrectly installed and not at right angles to crossings.
- Traffic signals generally include pedestrian phasing and push buttons.
- Asphalt paved sidewalks are generally better than block paving as the block paving often gets removed.
- High obstruction of sidewalk footpaths due to illegal vehicle parking in all areas.
- High obstruction of sidewalk footpaths by informal trades around activity centres.
- High obstruction of sidewalks by formal and informal street furniture.
- Significant walking in the roadway, and crossing away from dedicated facilities.
- Insufficient maintenance of walking facilities outside of core activity centres.
- Asphalt surfacing typically in better than paved surfaces (pavers get stolen).
- High prevalence of unpaved sidewalks and informal footpaths in lower income areas.
- Poor maintenance and cleaning of cycling infrastructure.
- Vehicles driving and parking in cycle lanes.

- Insufficient bike parking provided.

In addition to the need to have better information on facility condition, there is a need to establish a standardised quality of service measurement approach for active mobility facilities. Distinct processes for walking and cycling are required. For cycling, factors such as width, separation, speed, surface, crossings, intersections, priority, delay and interaction with other modes should be considered.

4.2.4. Universal access

The importance of Universal Access (UA) is recognised nationally and by the City of Cape Town, and a Universal Access Policy for Transport for Cape Town and Universal Access Design Plan have been put in place. Data on the provisions that have been put in place across the city since the inception of the plan is however inconsistent. Visual assessment of facilities shows high quality provisions in prominent locations, but incorrectly installed and poorly maintained provisions in others. Generally, however, the provisions across the City are sparse and largely only within busy activity centres, at public transport interchanges, and at major signalised intersections.

In many cases, while there might be UA facilities at an intersection, the sidewalk provisions mid-block in the vicinity are impeded by various permanent and semi-permanent obstructions such as signal controller boxes, street furniture and illegal informal trading.

4.2.5. Road safety and personal security

Road safety: Road traffic crashes disproportionately affect pedestrians and cyclists in Cape Town, who are also at greatest risk of injury or death. Lower-income individuals are more likely to walk longer distances on inadequate facilities, and are therefore significantly more exposed to road traffic safety risks. This is often exacerbated by having to cross busy roads and freeways with vehicles traveling at high speeds, as evidenced by the high number of pedestrian fatalities along the freeways shown in Figure 6.

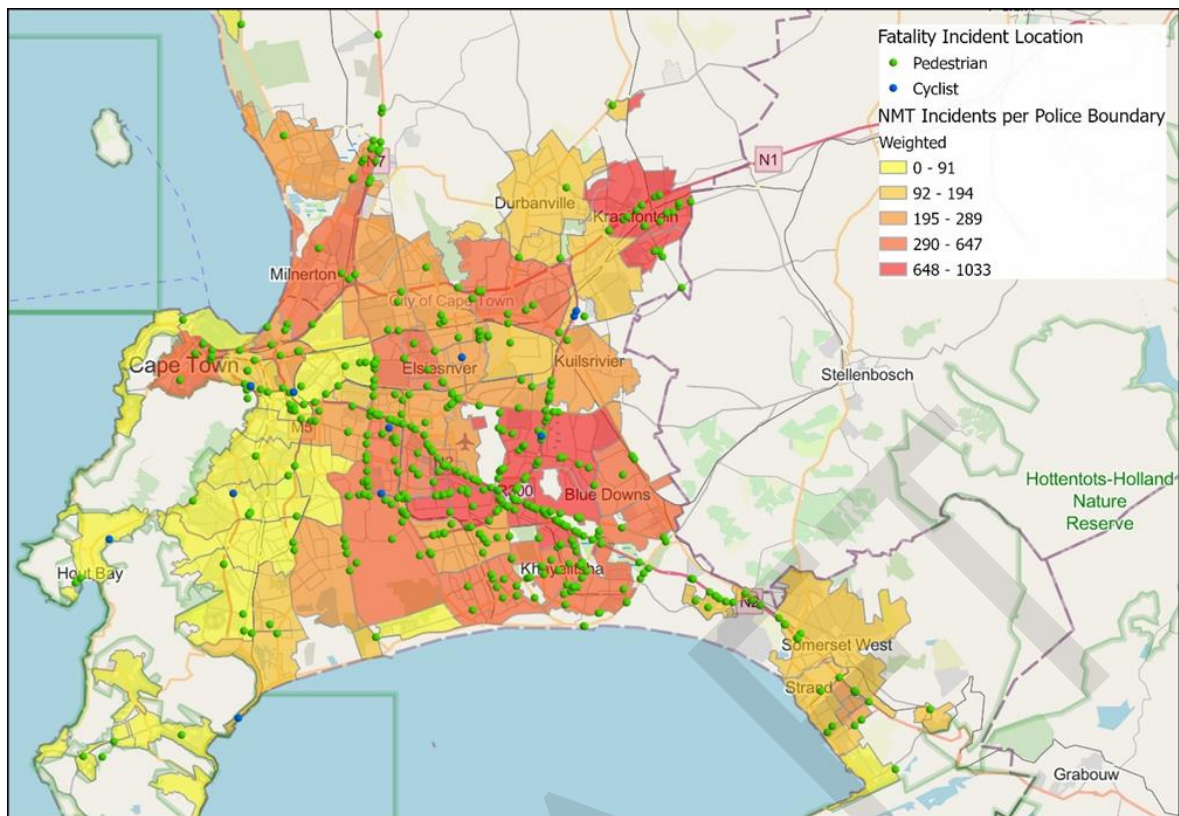


Figure 6: Pedestrian and cyclist fatality locations overlaid with NMT crashes (Source: CCT crash data 2019-23)

Analysis of the crash data provides the following key insights:

- More pedestrian crashes occur when it is dark, especially in the evening;
- Pedestrian crash numbers go up during the busy commute periods but are still relatively less frequent than when it is dark;
- Crashes involving cyclists tend to be more frequent during the peak commute hours; and
- Both crash frequency and severity correlate with higher speed and occur on mobility corridors during dark hours when free-flow traffic conditions exist. i.e., higher speed, lower vision acuity and shorter reaction times.

Women are more likely to walk, but fatal crashes involving pedestrians are more likely to involve men, especially between the ages of 25 and 45. This is possibly due to riskier behaviour in men but also correlates with alcohol consumption in men which further exacerbates risk-taking behaviour. Planning and designing for facilities that reduce the likelihood of these risks being taken should therefore be investigated.

Personal security: Pedestrians and cyclists are vulnerable to crimes such as assault, robbery, harassment, and antisocial behaviour. A high number of incidents are reported at busy Public Transport Interchanges (PTIs) such as Bellville, Wynberg, Nyanga and Mitchells Plain, but elevated visible policing and active surveillance measures at the Cape Town Station PTI have been effective, with this facility having a low incident rate.

Issues such as poor lighting, enclosed crossing facilities (bridges and underpasses), and lack of active and passive surveillance have been raised as concerns by users and non-users. Evidence of the surveillance issue has been demonstrated by research (Zuidgeest & Sinclair, 2016) that established that individuals would cross in dangerous locations on freeways, as they would rather risk being struck by a vehicle than being accosted by criminals in an enclosed environment such as a pedestrian overbridge or underpass.

Personal security issues are faced by captive users, typically lower-income communities, but also those that don't have alternative options (i.e. mobility-impaired individuals with no UA options). However, risk to personal security is also a major barrier for choice of walking or cycling as a mode. This issue is often cited as a main reason for not walking or cycling by those that have other options available to them. This is especially true with school students, where parents are not comfortable having their children walk or cycle to school when there is risk, real or perceived, of being targeted by criminal activity.

4.2.6. Current active mobility design, planning and implementation practices

While the City of Cape Town has drafted and published policies, strategies and plans for the implementation of active mobility interventions, the implementation of facilities and other non-physical interventions has been inconsistent, as evidenced by the disparate network and information management. This reality drove the need to establish the 2017 Cycling Strategy, the 2017 NMT network plan, and the NMT route classes, which were subsequently included in the Road and Stormwater Design Guidelines.

The City of Cape Town's NMT Programme, initiated in 2009, aimed to develop a comprehensive pedestrian and cycling network. The programme, which included universal access for people with special needs, involved creating conceptual NMT Network Plans. Subsequently, an NMT Network Plan and Cycling Strategy were developed, from which a prioritized list of routes and projects were identified. Of those, 450km have been implemented to date.

Other than the routes and projects as identified and prioritized as part of the NMT Programme, footpaths and shared facilities are often implemented as part of new developments, within road reserves and often also within and through open spaces and parks.

4.3. Inadequacy of the active mobility status quo

The City of Cape Town has a body of existing planning, and a successful track record of implementation, for active mobility. Nevertheless, the network remains incomplete, fragmented, and generally insufficient for the needs of pedestrians and cyclists. For these existing needs, and for walking and cycling to play an increasingly key role in a sustainable transport system, a more holistic and integrated strategy is needed.

5. Vision and Guiding Principles

5.1. Vision

The overarching policy vision for transport in the City of Cape Town is captured in the Comprehensive Integrated Transport Plan:

*"All people have efficient **access** to a range of **opportunities** in a manner that is **sustainable** and provides **dignity**."*

While this overarching vision guides the development of this strategy, it can be expanded on to note that active mobility has a key role to play in the wider transport system and urban environment. The most sustainable, dignified transport system, offering access to opportunities for as many Capetonians as possible will have walking and cycling, along with public transport, at its centre. The modified vision for this strategy is therefore:

"Cape Town is a people centric city that prioritises walking and cycling and enables safe, equitable and dignified access to opportunities for all."

This Walking and Cycling Strategy supports the current Integrated Development Plan (IDP) 2022-2027 vision of a "City of Hope for all – a prosperous, **inclusive** and **healthy** city where people can see their hopes of a better future for themselves, their children and their community become a reality". Cape Town's transport system is a key component of a prosperous, inclusive and healthy city. Prioritising walking and cycling is critical in promoting equitable access to social and economic opportunities, allowing more people to participate in the economy and society.

5.2. Guiding Principles

The following principles have guided the development of the strategy and will guide the development of the Strategy's implementation plan, around which all activities are to be oriented:

1. People first
2. Dignity
3. Inclusivity
4. Equity and justice
5. Sustainability and resilience
6. Taking active mobility seriously

These guiding principles will also serve as the foundation for evaluating intervention outcomes and measuring their success.

5.2.1. People first

Conventional transport planning focuses on the needs of the car, as a very poor proxy for the needs of people. The principle of people first focuses on prioritising people over cars. It shifts the current car-oriented emphasis to a more human scale. This principle emphasises the importance of understanding actual user needs in planning and design; while cars mostly all need the same things, people have needs that vary greatly. People tend to value vibrant, accessible, living cities with human-scale streetscapes. People-centric cities are easy to navigate without a car. The design of people-centric cities makes walking, cycling, and public transit the most obvious travel choice.

The City will ensure that its transport planning, design, implementation and operations are focused and centred on people first. The City will work towards prioritising people in terms of its infrastructure, policies, and allocation of budget, space and resources.

Implications for planning, design and implementation:

Interventions must be designed and implemented based on the identified needs of people, not cars. This includes allowing potential users to participate in identifying those needs, and designing solutions that suit them.

There can be no compromises to the safety of people, especially vulnerable pedestrians and cyclists, for the sake of speed and efficiency.

Success in transport policy and implementation must be measured based on benefits to the greatest number of people.

5.2.2. Dignity

Transport systems have in many cases been used to destroy dignity. Historically highways and rail lines were used as barriers in the placement of neighbourhoods to achieve apartheid spatial barriers, often in an effort to divide communities. This continues to affect the well-being of the residents who have no other option but to remain. Inequities are amplified by failures to adequately invest in improvements targeted at those whose dignity is least prioritised. Conversely, affordable, accessible, and inclusive transport systems are key to preserve the dignity of people who use them. Getting people to work, school, or simply around the City effectively and affordably is a basic necessity for dignity. Being forced to walk without adequate infrastructure does not protect dignity.

The City will work to ensure that its actions and decisions increasingly and progressively protect, affirm and honour the dignity of all transport users. The City will work to ensure that its transport systems are inclusive and accessible for all users in a manner that allows for a dignified travel experience and will actively work towards eliminating travel conditions that are humiliating, degrading, or dehumanizing.

Implications for planning, design and implementation:

Walking and cycling infrastructure must be designed to preserve the dignity of its users. Pedestrians in particular must not be treated as second-class to motorised transport; and must be given generous, well-designed, and well-maintained infrastructure.

5.2.3. Inclusivity

Inclusivity in transport means ensuring that all people, regardless of age, ability, income, or background, have equitable access to transportation options that support their participation in society.

Investing in walking and cycling is a vital step toward enhancing inclusivity in access and mobility for all residents. By prioritizing pedestrian and cycling infrastructure, the City seeks to break down barriers that restrict movement for many, especially for vulnerable groups, including low-income communities, women, children, the elderly, and those with disabilities. Accessible, safe, and affordable walking and cycling options mean that everyone can participate more fully in social and economic life, regardless of their circumstances or access to private vehicles.

Inclusive transportation aims to provide equitable access to essential services, job opportunities, education, and community spaces. Walking and cycling investments help create a network of mobility that is close to home, eliminating the need for high-cost, complex transit systems for short trips. These investments support independent mobility for individuals who may not have other transport options, fostering a more welcoming, cohesive, and connected community.

The City's commitment to inclusive mobility will involve implementing pedestrian-friendly streets, well-connected cycling paths, accessible crossings, and safe environments for non-motorized transport users. Through these actions, the City will ensure that walking and cycling are viable, dignified travel options for all, creating a more inclusive, vibrant city where everyone can access opportunities and participate in daily life.

Implications for planning, design and implementation:

Transport planning must be done in such a way that puts inclusivity at forefront. This means that accessibility by walking and cycling must be prioritised over other the mobility of motorised transport, and that any new or upgraded infrastructure provisions will consider these modes first.

5.2.4. Equity and social justice

Equity recognizes that different people have different needs, particularly those belonging to disadvantaged groups, such as low-income earners, particular race groups, women, immigrants, older adults and children. Justice requires remedying the extreme disparities in transport provision and access to the city caused by our history of discrimination and entrenched by the spatial form of our city.

The City will ensure that its transport system is implemented in an equitable and inclusive manner that recognises the needs of the most vulnerable residents of Cape Town, with a particular focus on the needs of vulnerable groups such as women and girls, the elderly, low income groups and disabled people, and prioritises interventions that aim to maximise sustainable service delivery. The City will work to redress the long histories of disinvestment or disenfranchisement, which have led to social injustice, structural discrimination, economic exclusion, community violence and prolonged impoverishment, by facilitating social and economic opportunities. This will be achieved by providing equitable access to affordable and reliable transportation options based on the needs of the populations being served, particularly populations that are traditionally underserved.

The poor disproportionately depend on walking, and cycling, which offer quick and cheap options under the right circumstances. It is also the poor who least benefit from infrastructure built around private vehicles. As a result, equity and justice in transport demand dramatic improvements in walking and cycling, even if it comes at the expense of motorised travel.

Implications for planning, design and implementation:

Walking and cycling are the cheapest modes of transport, and so attract (or could attract) the poorest Capetonians. Equitable and just transport policy and planning must prioritise walking and commuter cycling to support the people who depend on it.

Public space, and particularly the public right of way, should be distributed between uses based on principles of equity and justice. That means dedicating significantly more space to walking, cycling, and public transport, and significantly less space to private motorised transport.

5.2.5. Sustainability and resilience

The City must work to ensure that its actions and decisions in planning, designing and implementing transport systems retain, restore, expand and optimise sustainability for the environment, society and the economy. The City will strongly discourage activities that damage, destroy, or reduce

sustainability across these areas. This includes being able to sustainably implement, maintain and operate Cape Town's transport system.

A truly sustainable mobility paradigm must include a large share of investment in walking and cycling. Enabling a significant number of urban trips to be walkable and cyclable will provide a quick, affordable and reliable way to significantly reduce transport emissions, traffic congestion and road casualties and, at the same time, deliver better public health outcomes, a stronger economy and fairer society.

Transportation resilience is the ability of a transportation system to facilitate mobility and access for all people while being subjected to chronic stressors or acute shocks. These can include extreme weather events, major accidents, public transport strikes, civil unrest and equipment or infrastructure failures. On an operational level, this means that walking and cycling facilities and public transport services are accessible, and that people can still access their jobs, shopping, schools, and other amenities. From a design perspective, it means that transportation systems have specific built-in features to deal with extreme levels of demand and critical, unexpected problems. On an economic level, it enables personal transportation to continue functioning even if an important resource, such as oil or gasoline, becomes unavailable or prohibitively expensive.

The City will work to ensure that its actions and decisions increasingly and progressively strengthen resilience and reduce the vulnerability of Cape Town's transport system, and enhance their ability to prepare for, adapt to, and recover from shocks and chronic stresses. The City will work to ensure that its transport systems are flexible and adaptive in order to remain responsive to a range of possible futures, and will support the development of flexible and adaptive systems across Cape Town.

A neglected element of resilience is to make positive change resilient against erosion by the City's own actions. Until and unless there is a deliberate change of policy, the active mobility network must be protected from being undermined by routine decisions about maintenance, street furniture placement, and so on. This is a key reason why physically segregated walking and cycling facilities are to be strongly preferred over painted facilities, which are easy to remove – or ignore – without proper policy direction (and enforcement).

Implications for planning, design and implementation:

Active mobility, and complementary public transport, must be the cornerstone of sustainable mobility in the City of Cape Town. It must be prioritised accordingly in transport policy and planning.

5.2.6. Taking active mobility seriously

This principle is about going beyond platitudes and driving significant change. Taking walking and cycling seriously requires treating these modes as the vital transport modes that they are. It requires investing in walking and cycling proportionately to their importance, and not allowing walking and cycling to be sidelined whenever there is a conflict of space and safety. If a protected bicycle route is interrupted to provide on-street parking, then cycling has not been taken seriously.

This guiding principle is about creating a cultural shift in how the City plans, designs and manages transport infrastructure, and being an exemplar for Active Mobility prioritisation. The City will therefore take walking and cycling seriously when planning and implementing infrastructure, maintenance, and operations, with due priority given to Active Mobility at every step. With current modal shares, and our targets with respect to sustainable transport, this means strongly favouring the needs of pedestrians and cyclists, including people walking to public transport, over those of private motorists. Funding and infrastructure design, especially, must serve pedestrians and cyclists first.

The City will also take the safety of pedestrians and cycling very seriously and aims to align the needs identified in this Walking and Cycling Strategy with the Traffic Calming Policy and Road Safety Strategy, both of which are currently being reviewed and updated. This will include addressing these concerns in the update of the 'NMT Network Plan' (2025) and reviewing the walking and cycling facility design guidance to prioritise walking and cycling over motorised traffic.

Implications for planning, design and implementation:

Walking and cycling must be accorded the resources, effort, care, and priority they deserves. This means taking at least as much care for level of service, convenience, safety, network continuity, and so on, for pedestrians and cyclists as cars are currently afforded.

No road network would be planned in disconnected bits and pieces; nor should a cycle or pedestrian network. Safety for drivers is a core design principle of road design; the same should be the case for cyclists and pedestrians.

For cycling the intended outcome is a prioritisation of separated cycle lanes (Class 2) on higher order roads and Class 3 and Class 4 facilities limited to lower-order roads with lower speeds and volumes.

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6. Focus Areas

To an extent, the interventions required to promote Active Mobility are common-sense. While the World Bank¹⁸, ITDP¹⁹, UN Habitat²⁰, and other organisations each have their own approach and areas of focus, they broadly respond to the same categories and call for:

- Improved walking and cycling infrastructure for comfort, ease, and safety;
- Awareness building and other behavioural change interventions to encourage take-up of walking and cycling;
- Improved land-use planning, to ensure that people have access by bicycle and foot to their destinations;
- Integration of active mobility with public transport, as complements to one another; and
- Institutional improvements to best deliver and manage walking- and cycling-focused infrastructure and operations.

Drawing on international best practice, and the challenges identified in Chapter 4, this strategy proposes four key focus areas for the City of Cape Town to direct its efforts to improve walking and cycling.

1. Targeted investment through incrementalism;
2. Governance, funding, and collaboration;
3. Mainstreaming pedestrians and cyclists in infrastructure design and management; and
4. Community building and demand-side interventions.

The linkage from the Vision to the Guiding Principles, and Guiding Principles to Focus Areas is demonstrated in the Theory of Change diagram in Figure 7.

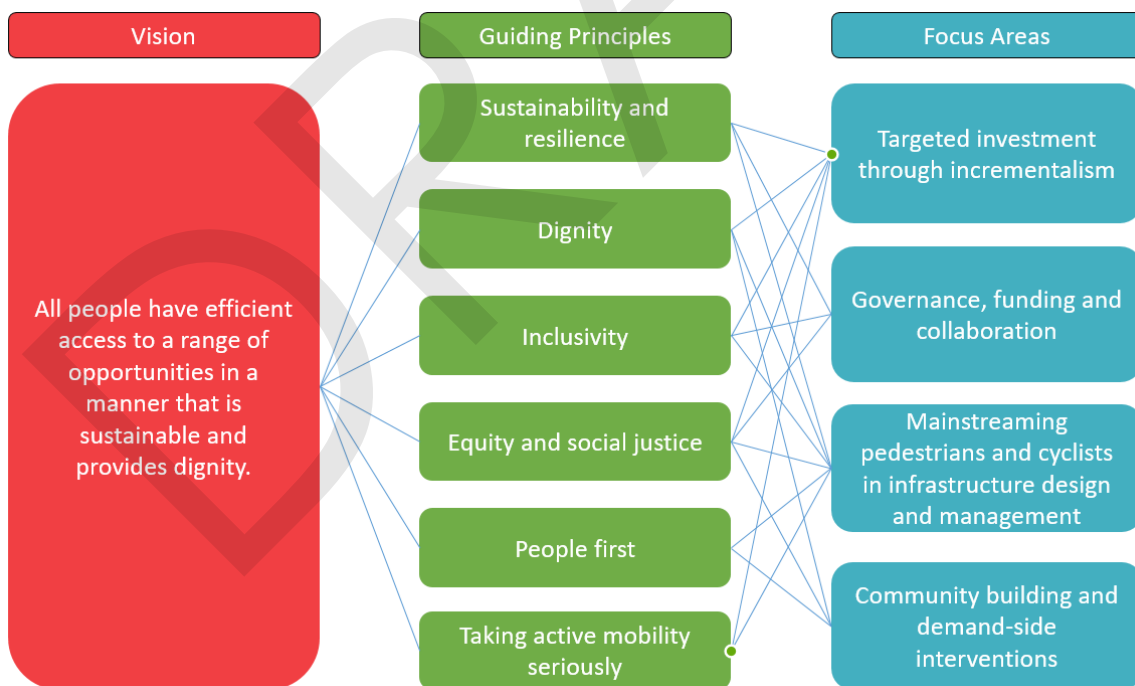


Figure 7: Theory of Change diagram linking the Vision through to the Focus Areas

¹⁸ <https://blogs.worldbank.org/en/transport/safe-streets-for-all-how-can-we-create-better-conditions-for-cy>

¹⁹ <https://itdp.org/publication/the-path-less-traveled-scaling-up-active-mobility-to-capture-economic-and-climate-benefits/>

²⁰ <https://unhabitat.org/sites/default/files/2020/06/streets-for-walking-and-cycling.pdf>

The Focus Areas, which are unpacked in the following sections, were developed as areas of intervention that need critical attention by the City and its partners to apply the Guiding Principles and realise the Vision.

6.1. Targeted investment through incrementalism

Walking and cycling have much the same needs as other modes of urban transport: they require a functional network that enables the entire journey, alone or in combination with public transport. A walking or cycling route that is, for example, safe and comfortable except for a few highly unsuitable sections, has little utility even if the rest of the route is very good. A walking or cycling trip that is very well-serviced for 90% of the route, but very dangerous for 10%, might be as undesirable as a route that is moderately-to-poorly serviced for its entire length. The ideal walking or cycling network is one that adequately services *entire trips* from and to as close to origins and destinations as possible. This principle is generally accepted with respect to road infrastructure and public transport networks, and applies similarly to active modes of transport.

Walking mostly serves two key transport functions with associated investment needs: it services comparatively local trips to nearby points of interest, and it necessarily fills the first- and last-mile function, and intra-trip transfers, for public transport (it has a similar role in e.g. lift clubs and car sharing). As such, the need for suitable walking-focused infrastructure and management is necessary to some degree across the entire built-up area of the city, but there is a heightened need within specific precincts that either have concentrations of residences and points of interest, or that surround major public transport stops. Likely candidates for these precincts include the CBD and City Bowl (including through alignment with the CBD Mobility and Access Plan), Atlantic Seaboard, Bellville CBD, Nyanga, Khayelitsha, Philippi, Mitchells Plain, Claremont, Wynberg, Dunoon and Nomzamo.

Cycling is similar, with additional considerations. Cycling is extremely effective for local trips, but only if suitable bicycle storage facilities are available at both origin and destination. Cycling for first/last mile trips is similarly dependent on storage facilities, and (ideally) the ability to easily bring the bicycle on public transport, or where suitable integrated with available bike-share schemes. Under these conditions, cycling can be a highly effective complementary mode to public transport trips, greatly increasing the effective footprint of both public transport and cycling networks. In addition to these two trip types, cycling is also a suitable mode for medium-distance origin-to-destination trips. As such, cycling requires supportive infrastructure and management in precincts similar to walking, but also along key routes that have the potential to represent a significant portion of many peoples' daily travel. In this way, a cycling network is not unlike a hierarchical public transport network, with trunk routes of highest demand, and local circulator routes between origins/destinations and the trunk.

Given these characteristics, active modes require focused investment in specific areas: precincts around concentrations of origins, destinations, and public transport stations; and cycling trunk routes between such concentrations. To this we can add locations where there is existing walking or cycling demand that is unserved or endangered by existing infrastructure and operations. Approximately half of Cape Town's pedestrian fatalities occur on roads with a speed limit of 120km/h, largely because there are almost no adequate facilities to service the large demand for crossing the N1 and N2 highways by foot.

This focus area therefore proposes to concentrate walking and cycling investment, both in infrastructure and operations/management, in specific precincts, routes, and locations that a) are likely to have the biggest impact, and b) extend a continuous high-quality active mobility network over an increasing footprint in the city, especially towards underserved areas. In practice this means, among other things:

- Upgrades to walking and cycling facilities, redistribution of road space, and traffic calming in specific active mobility “precincts”, including around Public Transport Interchanges.; and
- Construction of a cycle network along continuous high-demand routes, rather than in broken links scattered across the city.

This focused investment is compatible with, and dependent on, the principle of incrementalism. Increasing the overall utility of a precinct or route in increments, in such a way as to enable future investment, is valuable. Steady improvements, incremented in specific precincts and links, can build on one another until eventually resulting (where demand is highest) in highly-pedestrianised precincts and “cycle highways”, where walking and cycling respectively have highest priority among modes and entire active-mobility trips receive the highest level of service possible.

Examples of interventions under “Targeted infrastructure interventions through incrementalism”
Protected bike lanes to safely separate bicycle travel from pedestrians and motorised transport
Bicycle highways enabling fast and longer distance travel by bicycle as an alternative to motorised transport
End-of-trip facilities for cyclists at key locations such as PTIs and major employment hubs/business parks. i.e. secure bike storage/parking/charging, showers and changing spaces, bike repair stations
New and upgraded pedestrian crossings on freeways
Pedestrian-focused intersections, signals, roundabouts
Bike priority at traffic signals and roundabouts
Walking and cycling focused precincts in key areas
New and upgraded public squares and parks

Note: These examples are included to provide context to the focus area, and are indicative only and will be further developed through the development of the implementation plan for the strategy.

6.2. Governance, funding, and collaboration

Policies live and die based on the governance structures and funding mechanisms that exist to implement them. The planning and design bias towards unsustainable transport is largely due to outdated governance arrangements and funding; to correct that bias in favour of walking and cycling, the governance and funding requires correction.

For walking and cycling to be prioritised, the City needs to be geared to do so. That requires building an infrastructure for the collection and processing of data on walking and cycling, to enable evidence-based decision making. If the City's planning processes only “see” some modes, then those modes will be favoured. Discretionary funding, whether capital or operational, should be broadly apportioned to modes based on their relative importance to the City now, and in its future plans. More simply, much more funding is necessary in order to achieve the City's commitments regarding walking and cycling, and to resource those modes in proportion to their current and future importance. Crucially, this funding should be stable to enable the rapid and steady rollout of walking and cycling infrastructure and supportive activities. This can be supplemented with alternative sources of revenue, where possible.

The City's Urban Mobility Directorate is under-resourced by global standards, and is grappling with a multitude of unmet mobility needs and significant transport disadvantages. Therefore, to effectively plan for, implement and champion active mobility, greater internal capacity and resourcing is required to grow the walking and cycling programme.

It is also necessary to advocate for much-needed regulatory changes by other spheres of government to address issues which currently impede or otherwise impact on the City's ability to plan and successfully implement active mobility measures. Examples of changes to be advocated for include the following:

- The review of general speed limits for specific urban areas in terms of the National Road Traffic Act (Act No 93 of 1996) to increase road safety for pedestrians and cyclists;
- Reviewing regulations relating to the road-worthiness of vehicles which can lead to safety-risks for especially vulnerable active mobility users; and
- Reviewing road design standards which are largely orientated towards motorised transport users.

Stakeholder participation and collaboration is important in the planning and implementation of sound and equitable policies, strategies, programmes, plans and projects geared towards walking and cycling. Participation and collaboration is also especially decisive when promoting active mobility as the primary modal choice amongst travellers. It is particularly important to meaningfully involve pedestrians and cyclists as a major group of stakeholders in any decision-making process which directly or indirectly affects their mobility requirements. In doing so, particular attention can be drawn to the mobility needs of women, children and disabled persons, who are disproportionately affected by current inadequate urban transport solutions. Collaborative approaches that involve public consultations and participatory design processes can also lead to higher acceptance and usage rates of walking and cycling as modes of transport.

Partnerships with the private sector can provide financial support and innovative solutions for walking and cycling projects, while community organisations can help with grassroots funding and mobilisation. Partnerships with educational institutions, non-profit organisations and local businesses can also support initiatives to raise awareness about the benefits of active mobility and promote safe active mobility practices.

Examples of interventions under “Governance, funding and collaboration”
Inter- and intra-governmental collaboration to achieve the outcomes of the strategy – i.e. integrated planning and budgets with, for example, Human Settlements or Western Cape Government Mobility, and alignment with programmes such as the Public Transport Shelter Programme.
Collaboration and engagement with City and Business Improvement Districts
Improved collaboration and establishment of Memoranda of Understanding with non-governmental organisations to achieve the goals set out in the Implementation Plan
Advocate for the national government to support, fund and enable the establishment of an affordable commuter bicycle manufacturing industry
Advocate for national government to enhance priority for walking and cycling in funding, design guidance and integration with public transport
Advocate for national government to review motor vehicle road-worthiness or ‘warrant of fitness’ regulations
Monitoring and evaluation of walking and cycling activities and projects. Counting stations and data collection
Consolidation of information management, planning, design and asset management that prioritises active mobility network and non-network infrastructure provisions
Sidewalk, footpath and bike lane maintenance and cleaning to be a priority for the Roads Infrastructure Management Department's infrastructure maintenance programme.
More funding and funding sources for walking and cycling interventions
Stable and secure funding for walking and cycling as prioritised modes of transport
Appointment of Champions for Universal Accessibility, walking and cycling
Improved internal resourcing for the walking and cycling team

6.3. Mainstreaming walking and cycling in infrastructure design and management

The City of Cape Town has previously implemented walking and cycling infrastructure in three ways. The first is through the NMT Programme. An NMT Strategy and dedicated NMT Network Plan have been used to select links of the Public Right of Way for retrofitting with improved NMT infrastructure. These links received dedicated walking- and cycling-focused conceptual and detailed design, before implementation with budget dedicated to NMT projects.

The second is through the various programmes dedicated to road construction and rehabilitation. In these, an increasing effort has been made to incorporate good design for pedestrians and cyclists. These projects may make reference to the NMT Strategy and Network plan, but are generally separate from broader NMT policy, and walking and cycling are typically accommodated after priority is given to motorised traffic.

The third way is through the IPTN programme, which acknowledges the importance of walking and cycling as complementary modes to public transport, and designs and implements infrastructure accordingly.

These represent three different policy approaches to walking and cycling. Broadly speaking, those are, respectively:

1. Walking and cycling requires focused infrastructure interventions;
2. Walking and cycling are worthwhile additions to other infrastructure; and
3. Walking and cycling is necessary for the operation of public transport.

Less starkly, infrastructure maintenance also reflects a mix of these three attitudes.

To acknowledge the role of walking as the most common mode of travel in the city, and both walking and cycling's place at the top of the modal hierarchy in transport policy, this focus area proposes to position the needs of pedestrians and cyclists at the centre of all infrastructure implementation and maintenance. This requires integrating concern for Active Mobility into all processes in the Urban Mobility directorate, as well as in those other directorates involved in urban placemaking. This includes the integration of the principles of Universal Accessibility as a matter of course.

In practice, this means that pedestrian and cyclist comfort and safety will be a primary design consideration for all infrastructure, new and retrofitted. Road access guidelines, planning bylaws, and other regulatory instruments must centre the needs of pedestrians and cyclists. Clear technical guidelines for pedestrian and cycling infrastructure must be adopted, based on localising international best practice to the Cape Town context; and all infrastructure design must make explicit reference to those guidelines. Stage gates, post-project evaluations, and other oversight processes must be refined to enforce good design for pedestrians and cyclists; and project implementation and maintenance alike require pre- and post-hoc review through the lens of Active Mobility and Universal Access. This should extend to property developments, both public and private.

Given the twin constraints of capital budgets and a finite transport network Public Right of Way, infrastructure prioritisation, design, and implementation inevitably requires trade-offs. Historically, the presumption has been for motorised transport to be largely protected from those trade-offs. Giving due consideration to walking and cycling requires at least partially reversing the presumption of who is entitled to public space and infrastructure investment.

Existing compromises to pedestrian and cyclist safety must be minimised or eliminated. For example, though space-efficient, mixed walking/cycling facilities are seldom suitable and lead to conflict between walking and cycling, and drives cyclists back into mixed traffic. Both pedestrians and

cyclists will need to be afforded greater space in geometric design of roads and intersections, as well as signalling. Both the hierarchy of cycle lanes and the road hierarchy require review, to reflect this shift in priorities. While on-street parking, in some contexts, may very well be warranted, the supply of parking on lower-order (non-mobility) streets, exacts a high opportunity cost when weighed against the needs of walking and cycling. In several cases rearranging the local lower-order road networks would be an effective way to prioritise walking and cycling over motorised traffic. An example of this is creating more space for walking and cycling by making a Class 4 road a one-way street.

This speaks to the need for a nuanced approach to classification of roads and road segments in terms of their movement (mobility) and place (access) functions and a modal prioritisation framework that informs this classification, including the need (or lack thereof) for on-street parking and mode-specific facilities such as bike lanes or wider footpaths. The 'complete streets' approach offers a way to design streets, especially in activity centres with high pedestrian movements.

These priorities must also be mainstreamed in maintenance and operations. Proportionate resources and efforts must be dedicated to walking and cycling facilities. Maintenance – for example, through road rehabilitation – cannot erode existing walking and cycling facilities. Enforcement of moving and parking violations needs to be improved for the safety and convenience of all modes. This is a key enabler of conditions that improve walking and cycling safety for existing road users, as well as encouraging higher levels of walking and cycling.

By putting support for active mobility, and the principles of Universal Access, at the centre of infrastructure design, maintenance, and placemaking, Cape Town will cement its place as a continental leader in walking and cycling policy, and sustainable transport more broadly.

Examples of interventions under “Mainstreaming pedestrians and cyclists in infrastructure design and management”
Transport Impact Assessments to prioritise walking and cycling
Streetscape and road geometry improvement experiments to benefit and prioritise walking and cycling
Develop and adopt guidelines for road and streetscape experiments (e.g. tactical urbanism ²¹)
Good street lighting that takes into account the needs of pedestrians and cyclists in design
Placemaking and urban design for safe, attractive, convenient, direct walking and cycling
Strong enforcement of road traffic transgressions by motorists, public transport, pedestrians and cyclists
Passive and active surveillance – Crime Prevention through Environmental Design (CPTED)
Stage Gate Process amended to specifically address UA, walking and cycling assessment
Better/easier traffic accommodation plans for events
Aggressive traffic calming and speed reductions to 20-30km/h on lower order roads
Improved and prioritised maintenance of walking and cycling infrastructure
Amend, adopt or redevelop world-class specific guidelines for design of walking and cycling networks and facilities
Road Access / Road Classification guidance that addresses modal prioritisation and classification of road corridor / corridor segments in terms of their movement and place functions.
Improved data collection, monitoring and evaluation across transport modes to support an evidence-based planning and design approach to prioritise the efficient and sustainable mobility and access of people rather than the movement of vehicles.

²¹ <https://tacticalurbanismguide.com/about/>

6.4. Community building and demand-side interventions

Providing the infrastructure is not enough to ensure that people use it. The literature review confirmed that community-building initiatives and demand-side interventions are crucial for the continuing success and sustainability of active modes of transport, such as walking and cycling, in the city. These initiatives greatly impact on the safety, inclusiveness and accessibility of walking and cycling, and also encourage behavioural change, promote social cohesion, and stimulate economic growth.

Building a large and active community of pedestrians and cyclists is necessary to deliver on the promise of better infrastructure. High levels of demand will improve safety and security through passive surveillance and safety in numbers: “eyes on the street” can help deter crime and create safer spaces simply by being present and aware of their surroundings. More “eyes on the street” will also lead to better maintenance of walking and cycling infrastructure, and the promotion of safe behaviours among pedestrians and cyclists. Higher demand will also create a constituency for more and better infrastructure, forming a positive feedback loop that drives the City to intensify its efforts even more.

To increase the safety of walking and cycling and associated infrastructure, it is also imperative to increase education and awareness, especially among children. Road safety awareness training in schools and supporting the formation of scholar patrols and crossing guards, among other measures, are necessary.

A large community of active mobility users will also be better-placed to advocate for measures aimed at increased active mobility usage, access and inclusion. To this end, it is important that the City supports community-building measures, such as walking and cycling clubs, bike-sharing initiatives, bicycle buses²² and so-called “open streets”, where roads are temporarily closed for motorised vehicles, and people are empowered to reclaim streets as a public space for the gathering of people, walking and cycling. These measures will also support social cohesion and further encourage behaviour change among residents.

To build a large community of cyclists who cycle as a main mode of transport, the City should undertake to increase the ownership of bicycles. The City, as an employer, should incentivise its employees to cycle to work and encourage the introduction of cycling programmes by other businesses. Promoting bike ownership among its residents will also support sustainable urban development and economic growth, as cyclists are more likely to shop locally and frequently, benefiting local businesses. This can lead to more vibrant commercial areas and contribute to the local economy.

Examples of interventions under “Community building and demand-side interventions”
Cycle Clubs: Supporting community groups that promote cycling through regular group rides, workshops, and events.
Bike-sharing: Public or private bike rental services where users can borrow bikes for short periods, often from docking stations.
Public bicycles: Enablement of free or low-cost bicycles provided by the government or NGOs to encourage biking as a primary transportation mode.
Bike distribution: Programs that provide bikes, especially to low-income or underserved communities, to promote cycling access.
Bike repair: Government funding support to train local entrepreneurs, and the provision of start-up capital for equipment and supplies to set up bike repair stations or shops to ensure affordable and accessible bike maintenance.

²² <https://www.sustrans.org.uk/our-blog/get-active/what-is-a-bike-bus-and-how-can-i-set-one-up/>

Bike repair training: Workshops or courses teaching people how to repair and maintain their bicycles, fostering self-reliance.
Pedestrian days, weekends, open streets: Temporary street closures to cars, allowing pedestrians and cyclists to enjoy the space for recreational use.
Road safety awareness: Educational programs that teach children about road safety, focusing on safe cycling and walking practices.
Scholar patrols: School students who volunteer to help enforce traffic rules near school zones, promoting pedestrian safety.
Crossing guards: Adults stationed at key road crossings to ensure the safe passage of pedestrians, especially near schools.
Walking buses: Groups of children walking to school together under the supervision of adults, often following a set route like a bus.
Private sector: Programs led by large companies encouraging employees to cycle to work, often providing incentives like bike parking or showers. Supported by incentives from government.

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7. Implementing the Strategy

The success of this Strategy is in its implementation – actually making it happen. The Strategy will be used to inform our investment programme in collaboration with other transport agencies, particularly funders and service providers. This Strategy is intended to be a live document, and it will be reviewed periodically to ensure outcomes are being achieved and the proposed actions are being implemented.

The Strategy's way forward will be charted in a detailed Implementation Plan. The Implementation Plan will include budget allocation and resource allocation to each programme, project or intervention, with clear responsibility assigned to the relevant Urban Mobility and other City departments. An annual update to the Transport Sector Plan will outline a 10-year capital expenditure framework allocated to the Walking and Cycling Implementation Plan. Targets and key performance indicators will be refined, monitored, and evaluated, with progress tracked through a dedicated Performance Management Plan.

The detailed Implementation Plan will therefore be required to provide responses to the following:

1. **Who** needs to do **what** by **when**?
 - a. What needs to be known by when / dependencies / interdependencies / prerequisites?
2. What **resources** are assigned or required?
3. How does the Walking and Cycling Strategy help navigate change, **risk**, and uncertainty?
4. How will implementation be **monitored** and **evaluated** for effectiveness?

7.1. The City's various roles in implementing the Strategy

The City will be responsible for implementing the strategy through different roles:

Deliver: the City will lead interventions that will achieve desired outcomes. In this role, the City will continue to fulfil and improve on its mandate to implement infrastructure, and deliver services to communities. This will include continuing with existing delivery programmes and the implementation of new programmes.

Enable: In this role the City provides support to stakeholders who lead the implementation of interventions that will achieve desired outcomes.

Advocate: In this role the City advocates for, and supports external stakeholders who advocate for the National Department of Transport to amend legislation and funding regimes in support of prioritising walking and cycling.

Partner: The City cannot deliver this Strategy on its own and will work with a range of partners and stakeholders, internal City departments, other governmental organisations and external stakeholders, to achieve the vision and outcomes for Cape Town.

In a constrained financial environment, the City will prioritise efficiency and effectiveness through strong collaborative partnerships with other organizations. Where current governance structures or partnerships are insufficient, it will establish time-bound working groups focused on specific issues, involving relevant organizations. International best practices will guide this process.

A detailed stakeholder mapping exercise clearly documenting roles, responsibilities and relationships will be included in the detailed Implementation Plan.

7.2. Public engagement

As the City plans projects to deliver the strategy outcomes, continual community engagement will be leveraged to identify local issues. This will include engagement with:

1. City residents and community groups;
2. City businesses and institutes;
3. Key subject matter experts; and
4. Special interest group stakeholders.

7.3. Programmes

The success of the Strategy's implementation will depend on the success of the programmes and projects comprising the Implementation Plan. These programmes will be structured so that they deliver on the outcomes within each of the strategic Focus Areas.

This includes the establishment of new concepts and programmes, as well as expanding on or improving implementation of existing programmes and plans.

Table 2 below provides an indicative list of programmes to be established to deliver on the objectives of the Strategy. This will be finalised through the development of the detailed Implementation Plan.

In a resource-constrained environment, and for other practical reasons, these programmes and projects will be phased as short, medium and long term.

Short term (by 2028): Strengthen collaborations and partnerships to raise awareness and increase capacity to improve road safety for pedestrians and cyclists.

The current pedestrian fatality rates are unacceptable and immediate action is required to work towards reducing the number of pedestrian deaths. To achieve short term outcomes, the City will need to collaborate and partner with other organisations in this space. Raising awareness and educating all road users will contribute to changing behaviour.

In the short term, existing network and infrastructure planning programmes will be refocussed, and implementation prioritised.

To support these programmes and prioritisation of projects and initiatives within these programmes, there will be a strong initial focus on the consolidation of transport data collection, management and analysis. This will include the development of rigorous methodologies and information monitoring systems to measure the ongoing success of the Strategy's implementation.

Medium term (by 2032): the hierarchy in transport planning, design and implementation has been successfully reformed and reframed to prioritise walking, cycling and public transport over private cars.

In the medium term, a change in the focus and priorities in transport planning, design and implementation is required to drive the long-term outcomes of a changed urban environment, i.e. one that is walkable and cyclable, with spaces and places that prioritise people over vehicles.

Long term (by 2050): a walkable and cyclable city, where walking and cycling are the preferred modes of transport.

In the long term, the City's vision and objectives for access and mobility are realised, i.e. Cape Town is a people-centric city that prioritises walking and cycling and enables safe, equitable and dignified access to opportunities for all, throughout the city.

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While there will inevitably be overlap between Focus Areas, indicative packaging of activities into programmes within each of the Focus Areas identified in the Strategy is provided in Table 2. This is not an exhaustive list of programmes or interventions and it will be expanded upon and elaborated in the development of the detailed Implementation Plan.

Table 2: Indicative implementation priority areas

Programme / Project	Activity Description	Timeline	Responsible Department
Targeted infrastructure interventions through incrementalism			
Walking and Cycling Network Plans Refinement and expansion of the 'NMT Network Plan'	Develop a network of connected, separated, attractive and safe cycling facilities on key routes Investigate and plan high-quality end-of-trip facilities for cycling Investigate and plan new and upgraded safe crossing facilities over freeway, railway and water bodies for pedestrians and cyclists Investigate and plan high-quality footpaths between key precincts	Short term	Transport Planning & Network Management
Walking and Cycling Network Implementation	Implement the walking and cycling network plans Building a connected network of high-quality cycle lanes, footpaths and pedestrian and cyclist bridges across the city	Medium term to long term	Transport Infrastructure Implementation
Walking and cycling precinct plans Precincts that prioritise walking and cycling over motorised transport	Investigate, prioritise and identify walking- and cycling-focused precincts Example: CBD Mobility and Access Plan	Short term to medium term	Spatial Planning Transport Planning & Network Management

Walking and cycling precinct implementation	Implement the walking and cycling precincts at key locations throughout the city	Medium to long term	Spatial Planning Transport Infrastructure Implementation
Mainstreaming walking and cycling in infrastructure design and management			
Walking and cycling network planning and design guidance (updated design guidance for improved walking and cycling facility and network design and implementation)	Draft new design guidance or standards for the planning, design and implementation of walking and cycling networks and facilities. Draft guidance and Standard Operating Procedures for the improvement of the Transport Impact Assessment process for land use development applications to prioritise the needs of walking, cycling and public transport. This will be developed in alignment with the Traffic Calming Policy and the Road Safety Strategy.	Short term	Transport Planning & Network Management
Context Specific Road Classification Guidelines New road classification system with greater emphasis on place context	Draft new City of Cape Town Road Access and Classification guidance based on international best practise related to the nuanced 'movement' and 'place' functions of roads and streets. Identify and implement changes to kerbside spaces to optimise use of space and improve efficiency Investigate the use of underutilised road space for amenities, greenery and cultural landmarks	Short term	Transport Planning & Network Management
Community building and demand-side interventions			
Community walking and cycling safety programme	Deliver community and school programmes to encourage and support more people to walk, bike and use public transport	Short term – ongoing	Transport Planning & Network Management Transport Shared Services

Walking and cycling safety and promotional programme focussed around schools	<p>Promote through various channels the establishment of walking and bicycle buses within the neighbourhoods around schools</p> <p>Promote the implementation of end-of-trip facilities for cycling within school premises</p>		
Private sector Travel Planning	<p>In alignment with the Travel Demand Management Strategy, establish a support programme that incentivises private sector employers to have a work place travel plan to promote sustainable travel modes.</p> <p>Support the private sector in providing end-of-trip facilities for employees to improve the convenience of cycling as a mode instead of motorised transport.</p> <p>Rollout of an ongoing communication / promotional plan to elevate the status of sustainable transport, particularly walking and cycling among private sector employers and employees.</p>	Short term – ongoing	<p>Transport Planning & Network Management</p> <p>Transport Shared Services</p>
Governance, funding and collaboration			
Improved maintenance of walking and cycling facilities	Expansion of the road infrastructure maintenance programme to include more regular footpath, bike lanes and shared path repair, reseals, pothole fixes and cleaning	Short term - ongoing	Roads Infrastructure Management
Monitoring and evaluation programme	Establish a dedicated data collection effort within the existing transport data collection programme to collect data on walking and cycling, facility usage rates, condition of facilities, crowd-sourced information, attitude surveys and desire lines.	Short term – ongoing	<p>Transport Planning & Network Management</p> <p>Transport Shared Services</p>

7.4. Measuring the success of the strategy's implementation

The success of implementing this Strategy will be dependent on the actions and collaboration of several City directorates and will therefore require City-wide monitoring and evaluation, and specific targets to measure success. This will be assessed through a robust monitoring and evaluation process, as detailed in a Performance Management Plan. Monitoring will help identify if adjustments are needed in priorities and actions to ensure we remain on track to achieve the desired outcomes.

The Performance Management Plan will be developed in parallel with the detailed Implementation Plan.

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