



DRAFT NATIONAL NON-MOTORISED TRANSPORT POLICY



transport

Department:
Transport
REPUBLIC OF SOUTH AFRICA



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**DRAFT NATIONAL
NON-MOTORISED TRANSPORT
POLICY**

December 2008



MINISTER'S FOREWORD

For the past few years the Department of Transport has highlighted the use of non-motorised transport during the October Transport Month activities. This has been done with the full knowledge that some of our people, especially in rural areas, live this experience daily and sometimes throughout their lives.

This Non Motorised Transport Policy is one of the Department of Transport's interventions towards reversing challenges of accessibility and mobility. This is indeed a turning point in our country, particularly in our bids and efforts to include and formalize Non- Motorized Transport within our integrated transport system. The intention to develop the Non-Motorised Transportation policy emanate from one of the resolutions of the International Non-Mortised Transportation Conference that took place in Midrand at Gallagher Estate in February 2007.

This Non- Motorized Transport policy has been developed to cater for the broader spectrum of our population by providing alternative transport modes such as Cycling , Animal Drawn Transport and Walking. Through this policy, the Department would intervene towards addressing challenges of accessibility and mobility and eventually putting Non-Motorised Transport where it belongs i.e. as a recognised mode of transport.

The notion that Non Motorised Transport is an add-on, as opposed to being a fully acceptable mode of transport must be defeated. The issue of Non Motorised Transport such as animal transportation is not only a rural but also an urban issue in so far as the acceptance, again, of this mode of transportation is concerned.

This policy advocates for optimal use of Non-Motorised Transport and bridging the economic and social gaps between urban and rural areas or first and second economies.

We as a Department really acknowledge that a policy document on its own will not be a magic wand for the reversal of the distortions that exist between urban and rural communities. However, the vigour with which all stakeholders will engage and promote non motorised transportation modes will determine the success of this policy now and in the future. The policy document highlights some of the non-transport solutions that can be adopted to solve transport challenges.

The importance of this policy and its benefits to the future generation of this country cannot be overemphasised. Through non motorised transportation we are ensured an opportunity to improve quality of lives, energy conservation and a safe sustainable environment for all future generation to come.

J T RADEBE MP

MINISTER OF TRANSPORT

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Swift Cycles

Sunset Cycle Works

Bicycle Empowerment Network

Society for the Prevention of Cruelty to Animals

South African Post Office

Kgalakgadi Non-Motorised Transport Committee

Carthorse Protection Service

Intersite

Safe Passing Organisation

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South African National Road Agency Limited

Road Traffic Management Corporation

Pedal Power Association

Departments of Public Works

National Treasury

Department of Agriculture

City of Joburg

City of Tshwane

South African Local Government Association

Department of Social Development

Nelson Mandela Bay Metro Municipality

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EXECUTIVE SUMMARY

This Non-Motorised Transport policy document provides a single framework and an enabling environment for the Department of Transport, other government departments and stakeholders to address the challenges inherent in Non-Motorised transportation.

The primary objectives of this NMT policy are, among others, to increase the role of NMT as one of the key transport mode, integrate NMT as an essential element of public transport, and provide a safe NMT infrastructure and allocate adequate and sustainable funding for the development and promotion of NMT.

Non-Motorised Transport will be provided on the basis of a number of principles including the need to improve a quality of life, energy conservation and safety.

This policy articulates various responsibilities of all stakeholders involved in the provision of NMT as mode of transport in order to ensure that NMT provision is rendered in an appropriate manner. The Department of Transport is the custodian of this policy and is responsible for; inter alia, the regulation, funding, communication, infrastructure, planning, socio-economic benefits, monitoring and evaluation of overall national NMT policy. The Department is also responsible for the review of this national NMT policy in consultation with provincial Departments of Transport and other relevant stakeholders

The policy articulates and recognises the main facets of Non-Motorised Transport as Animal-Drawn Transport, Cycling, Walking and Innovation Solution. The policy is pronounced in accordance to these main four categories, where the key policy drivers for each category are articulated.

Provincial Departments of Transport are responsible for managing the implementation of NMT provision in their respective provinces, planning (in consultation with key transport stakeholders), identifying beneficiaries, law enforcement and ensuring road safety (together with Local Government), capacity building, communication, and monitoring services.

In terms of planning, the policy requires that NMT plans must be developed and integrated into the Provincial Land Transport Framework (PLTF), as well as in the Integrated Transport Plans (ITP) of Local Government.

The policy also prescribes institutional arrangements, governance, regulatory and legislation aspects of NMT. The regulation, legislative review and update are required with immediate implementation of this policy. The animal welfare and health need to be protected and with collaboration with Department of Agriculture to ensure that appropriate measure are in place.

The policy also emphasise the need to provide infrastructure and the development of the NMT Infrastructure and Facility Guidelines. Further, it makes a recommendation for capacitating of local government by national and provincial Department of Transport.

The policy prescribes the need to provide criteria for funding the implementation of the policy. It also ensures that NMT plays a role in economic development, poverty alleviation and empowerment of the marginalised groups.

The policy prescribes the need to train NMT and MT drivers and operators and performance of safety audits as way to promote safety. The impact of NMT on the environment is addressed by the need to respond to environmentally suitable animal transportation. The policy prescribes the need to promote NMT as a feeder mode to other mode of transport.

The policy prescribes the need to develop minimum standards and specifications of NMT vehicles in taking cognisance of safety. The policy provides the implementation framework that outlines the

indicators for monitoring and evaluation, requirement of training programs for drivers and learners, and promotion of NMT.

Lastly, this document provides a way forward regarding the pressing issues that need immediate attention when this NMT policy is implemented.



CHAPTER 1



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CHAPTER 1

1 INTRODUCTION

Transport is vital to development as it provides accessibility to goods, services, jobs, educational opportunities, family, social settings and economic activities. Without viable transportation, the quality of life does not improve and poverty is prolonged. The effects of inefficient transport systems in rural parts of Africa, which rely on non-motorised transport in its most basic form, are manifested in a lack of market integration, poor provision of education and health services, low productivity and low rates of regional and local economic activity.

Transport systems developed in developed countries may not fit well with the safety needs of low income and middle-income countries for a variety of reasons, including the differences in traffic mix. In developing countries, walking, cycling, motorcycling and the use of public transport are the predominant transport modes. In developed countries, car ownership is high, and most road users are vehicle occupants. Despite the growth in motorised transport in developing countries such as South Africa, a large portion of the population depends on non-motorised forms of transport, and this will continue for some time. Walking is the cheapest, least space consuming and the most economical means of transport for short distances

Non-Motorised Transport (NMT) includes all means of transport that are human powered. Non-motorised Transportation includes Walking, Animal-Power and Bicycling, and variants such as Small-Wheeled Transport (skates, skateboards, push scooters and hand carts) and Wheelchair travel.

As a mode of transport, non-motorised is available to almost everyone. The majority of non-motorised class of transport modes are healthy, non-polluting, versatile and reliable. They encourage local movement and hence support local community facilities. A shift away from private car use to non-motorised transport, including improving accessibility for the mobility impaired, has a key role to play in using the existing road network more efficiently and delivering significant potential economic and environmental benefits to society, alongside tangible health and lifestyle benefits for individuals.

Most transport in South Africa takes place by road, ranging from walking on unpaved paths to motor transport on well-paved roads. For the majority of people in rural areas, walking is the only available option, even for transporting goods. Furthermore, most transport travel in South Africa is for essential trips rather than for leisure.

For very short trips, walking is the main mode of transport in most societies, rich or poor. Indeed, most trips in all countries involve some walking as access and exit to the main mode.

Walking is the most important means of transport in developing countries, followed by public transport. Cycling has a smaller share of the total number of trips, except for a few (big) exceptions. Generally, bicycles serve as a means of transport of goods and people in peri-urban and rural areas, while in urban areas the recreational purpose of cycling is important. Cycling is another type of non-motorised transport that incorporates bicycle, roller skates, in-line skates, skateboard, skates, tricycle, cycle trailer, cycle rickshaws, wheelchair and baby carriage.

Animal-powered transport can be of particular social and economic benefit. Farmers with animal transport (carts or pack animals) have wider contacts with traders. The resulting enhanced market access allows them to increase their production and also their profit. Animal power can provide important local 'feeder' transport between farms and roads, to complement motorised road transport systems. Good animal health is a prerequisite for the success of animal traction.

The local transport solutions like animal traction, trailers, handcarts or bicycles could assist poor and rural communities in making them more efficient with small business and domestic duties.

Non-Motorised Transport provides many indirect benefits. A community designed for walking and cycling must be compact (so many destinations are within convenient distance of each other), connected (with streets that allow direct travel), designed at a human scale, have functional and attractive sidewalks and paths, have effective strategies to control traffic speeds, and feel safe to vulnerable users. Increased non-motorised travel tends to improve community cohesion (the quality of neighbourly interactions), security and aesthetics. These features provide many benefits besides just mobility. Simple transportation improves people's lives in different ways among others, a child can get to school, access to economic activity, and health care services.

The 1996 White Paper on Transport Policy aimed to reduce dependence on the private car and promote other, more sustainable modes of transport such as public transport, animal-drawn transport, walking and cycling. Local authorities are expected to reflect this approach in their annual Integrated Transport Plan. Non-motorised transport such as walking, is the second most significant mode (after car travel), and has been identified as making an important contribution to these aims. Encouraging an increase in levels of non-motorised activity is consistent with the development of integration, social inclusion and sustainability in transport and other areas of social activity.

1.1 SITUATIONAL ANALYSIS

Effective transport as a complementary input to nearly every aspect of rural activity is an essential element of rural poverty reduction. Non-Motorised Transport such as bicycle is ineluctable to the poor rural dwellers. As a residual effect, in the developing world, and also in most of the underdeveloped world, animal transportation is still highly used. South Africa has not totally crossed this threshold of developing and underdeveloped country. There is therefore a need to evolve a policy position that will cater for those South Africans who still need to use animal transportation, either as stand-alone mode or in combination with other modes. Walking is such a basic human activity that it has frequently been overlooked in the quest to build sophisticated transportation systems. Now people want to change that. They want to live in places that are welcoming, safe, and enjoyable. They want liveable communities where they can walk, bicycle, recreate, and socialize.

Walking provide the following environmental benefits: fresh air breathing, no fossil fuels usage, has health benefits and uses less land space compared to other modes of transportation. This environmental dividend of walking can only be achieved through pedestrian facility construction that complies with the necessary environmental sustainability and protection.

In the past, animals were used to satisfy a variety of needs, and were prominent throughout the world. Depending on the advance of technology in any particular part of the world, the level of their withdrawal as a means of transportation and other uses was decided. In developed countries, this withdrawal was rapid and there was immediate replacement with motorised transportation and other quicker forms of transportation once more agriculture mechanisation gained dominance.

At first glance the bicycle seems ideal transportation for some parts of the South African landscape because there are flat, trip distances are short and money for private motor vehicles and public transit systems is scarce. But generally, bicycles are underutilised in South Africa. Increased bicycle use will definitely reduce the household travel costs and enlarge the average radius of action; jobs and markets may become within reach, thresholds for economic activities may be held. Safer traffic will decrease the costs involved in a sudden fatality of a (economic productive) household member. Therefore one can state that increased mobility through NMT will reduce poverty.

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

Means of transport, both motorised and non-motorised, require supporting infrastructure for their manufacture, supply, and repair. It is difficult for a critical mass of users to develop without support services, while sustainable support services are unlikely to develop in the absence of a critical mass of

users. Socio-cultural inhibitions may constrain the use of certain means of transport until a critical mass of users makes them acceptable.

1.2 STATUS QUO

The study for public transport access shows that over ninety percent of rural communities do not have access to public transport such as railway services whereas fifty-five can be said to have no access in Metropolitan municipalities. NMT was not a preferred transport solution or a government sanctioned transport mode. The household travel survey shows that less than 0.9 % use a cycle as their mode of transport¹.

The South African rural population is nearly nineteen million, just under fifty percent of total population of forty six million. The lives of rural people are characterised by isolation, exclusion, hardship, unreliable access to even the most basic economic opportunities and social services. For the majority of their transport needs, they rely on Non-Motorised Means of Transport and on rugged paths, tracks, and roads, which are typically in poor condition and often passable in dry weather. The rural transport network in this area is still underdeveloped and of poor quality. It was reported that on average young children travel twenty kilometres per day to school. These children are tired when reaching schools and tired when returning home from school. This results in poor performance at school, a high school drop-out rate and lack of concentration. Rural households, and particularly women, spend much time and effort on transport activities to fulfil their basic needs.

Despite the growth in motorised transport in South Africa a large portion of the population depends on non-motorised forms of transport, and this will continue for some time. Walking is the cheapest, least space consuming and the most economical means of transport for short distances.

Safety in South Africa constitutes one of the barriers to NMT use. Others are related to geographic conditions, e.g. major streams, steep slopes, climatic conditions, land use developments restricting users' movement, high volume roads, freeways and rail lines, particularly those with limited points of safe crossing.

Most transport in South Africa takes place by road, ranging from walking on unpaved paths to motor transport on well-paved roads. For the majority of people in rural areas, walking is the only available option, even for transporting goods. Furthermore, most transport travel in South Africa is for essential trips rather than for leisure.

Cycling in South Africa is seen primarily in two distinct lights – as a means of recreation or a necessary mode of transport for the poor who can afford nothing else besides the other alternative, which is to walk.

In South Africa there is a considerable non-governmental and private sector involvement in NMT

Government in recognising the important role of NMT in poverty alleviation has undertaken initiatives to leverage on different facets of NMT such as the Shova Kalula for the cycling, and pockets of projects in relation to ADT in different provinces. Once more the SABS is finalising the development of standards and specification of different types of NMV, mainly the bicycles and ADV.

Apart from the ill-disciplined behaviour of road users (drivers, cyclists and pedestrians), the road environment is not always conducive to safeguarding the different modes of NMT; as a result in August 2003 the Engineering Manual To Plan And Design Safe Pedestrian And Bicycle Facilities was published by the DOT. However the manual has lacked the legislation to make it enforceable.

¹ NHTS,2003

1.3 LEGISLATIVE AND POLICY CONTEXT

The Constitution of the Republic of South Africa, Act 108 of 1996 Section 85 (1) (b) mandates the Department of Transport with the role of developing transport policy. This mandate places a huge responsibility on the Department's role to ensure that transport policy development addresses the mobility needs for all citizens. This call for the need to develop a Non-Motorised Transport Policy. This NMT is governed by the White Paper on National Transport Policy (1996), National Land Transport Transition Act, Act No. 22 of 2000, National Land Transport Strategic Framework, Public Transport Action Plan (2007) and other legislations such as the National Road Traffic Act, Act 93 of 1996, and Animal Protection Act 71 of 1962.

1.3.1 White Paper on National Transport Policy 1996

The White Paper on National Transport Policy (1996) sets out a number of relevant policy principles. The transport system will aim to minimise the constraints to the mobility of passengers and goods, maximising speed and service, while allowing customers the choice of transport mode or combination of transport modes where it is economically and financially viable to offer a choice of modes.

1.3.2 National Road Traffic Act (NRTA), Act No 93 of 1996

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

1.3.2.1 National Road Traffic Regulations of 1999

The National Road Traffic Regulation has made an expression that affects and regulates NMT especially the pedal cycles and animals. The current regulation framework addresses the conditions and standards of some facets of NMT in relation to pedal cycling, animal-drawn vehicles and safety of the use of NMV.

1.3.3 The National Land Transport Transition Act (NLTTA), No 22 of 2000.

In line with the assertion of the neglect of NMT, there is no elaboration of NMT as part of legislation and policy framework. In terms of planning, however, there is reference to the integration of rural areas in the integrated transport plans. The Act also grants the Minister, in consultation with the Member of the Executive Council (MEC) for Transport, to allow for exceptional cases of transportation medium.

1.3.4 Urban Transport Act 1977

The Act promotes the planning and provision of adequate urban transport facilities; for that purpose it provides for the establishment of certain transport funds, metropolitan transport areas and metropolitan transport advisory boards and for the preparation and implementation of urban transport plans; and to provide for matters connected therewith. This will play a role in the implementation of NMT in urban areas.

1.3.5 Animal Protection Act (ARA), Act 71 of 1962

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

1.3.6 Animal Health Act, 2002

The Animal Health Act provides measures to promote animal health and to control animal diseases and the establishment of animal health schemes. It also assigns executive authority with regard to certain provisions of this Act to provinces; to regulate the importation and exportation of animals and things; and to provide for matters connected with the disposal of straying animals, duties of owners and users regarding health of animals.

1.3.7 National Environment Management Act, 1998

The National Environmental Management Act (NEMA) is the cornerstone of environmental governance in South Africa. NEMA sets out principles that must be applied throughout South Africa, to the actions of all organs of state that may significantly affect the environment. The development and promotion of animal transportation could have adverse effect on the environment if not properly managed.

1.3.8 Rural Transport Strategy for South Africa 2007

The rural transport strategy is seen as a stimulant to social development and economic growth of rural areas, which would in turn grow the economic resource of district municipalities. The strategy calls for the Rural Transport Service; this includes services provided by users themselves (e.g. head loading, private vehicular transport) and by operators of all modes of motorised and non-motorised transport, and the promotion of non-motorised and intermediate modes of transport.

1.3.9 The Public Transport Strategy 2007

The Department of Transport is currently focusing on the following actions with regard to passenger transport: Ensure a sustainable public transport and non motorised transport legacy from the 2010 FIFA World Cup projects; and Maximise opportunities to promote public transport and non motorised transport infrastructure through the creative use of Municipal Infrastructure Grant, and Expanded Public Works Programme funding. Once more the objectives of the Accelerated Recovery Plan are to ensure the achievement of an effective public transport implementation platform by promoting land use planning aligned to public transport network, non motorised transport and travel demand management planning.

1.3.10 Local Government By Laws

A by-law exists to ensure that certain kinds of behaviour or/and acts are prohibited and punished if the prohibitions are not observed. In general, by-laws primarily enforce the national enacted laws such as National Road Traffic Act. Cities have by-laws to deal with issues among others,: traffic and parking, street trading, littering, nuisance, informal trading, control of public nuisances, facilities for the accommodation, care and burial of animals, local amenities and public spaces and refuse removal, refuse dumps and solid waste disposal. These issues will be impacted by the implementation of NMT Policy.



CHAPTER 2



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CHAPTER 2

2 POLICY VISION AND MISSION, STRATEGIC OBJECTIVES AND GUIDING PRINCIPLES

2.1 VISION

Non-Motorised Transport will be a sustainable and stimulant mode of transport for social and economic development within an integrated efficient transport system.

2.2 MISSION

The mobility needs of marginalised communities and NMT users shall be met through the provision of a safe, secure, and reliable transport system.

2.3 STRATEGIC OBJECTIVES

The objectives of a NMT Policy include, inter alia:

- Integration of NMT into the transport system including transport and spatial planning;
- Endorsement and facilitation of the use of NMT modes;
- Development of infrastructure and maintenance standards that recognise NMT as an essential mode of transport;
- Enhancement of traffic legislation that recognises NMT as an alternative transport mode;
- Facilitation of NMT as a feeder system to other modes of transport;
- Empowerment of the marginalised group promotion of SMME through NMT;
- Allocation of adequate and sustainable funding for promotion and development of NMT;
- Promotion of NMT as reliable, healthy, affordable, accessible and safe transport mode;
- Reduction of the number of traffic fatalities of vulnerable non-motorised road users; and
- Facilitation of research and new initiatives to improve NMT performance.

2.4 GUIDING POLICY PRINCIPLES

In striving to meet the NMT policy objectives, the national government will be guided by the following broad principles:

1. To **integrate non-motorised transportation** into the transport system.
2. The need to improve the **quality of life** of marginalised people.

3. To adhere to the principle of **environmental protection, and energy conservation**.
4. The integration and connectivity of the first and second economies and the connectivity and integration of the rural and urban areas.
5. The need for **economic revitalization** of the rural areas.
6. **The promotion of safety** as a critical facet of public and freight transport.
7. The need to **increase accessibility and mobility**.



CHAPTER 3



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CHAPTER 3

This chapter focuses on the policy statements for Non-Motorised Transport, which provides a clear framework commitment of the Department of Transport. The issues have been classified in the three main modes of Non-Motorised Transport i.e., Animal-Drawn Transport, Cycling and Walking.

The policy statements provide a clear indication of the NMT Policy's objectives and plans. The following issues are addressed: infrastructure, regulation, transport planning, funding, safety and socio economic benefits. Certain issues are specific to a particular type of NMT such as animal welfare for ADT and local government capacity for Cycling.

3 NON-MOTORISED TRANSPORT POLICY STATEMENTS

3.1 INSTITUTIONAL ARRANGEMENTS AND GOVERNANCE

The lack of proper institutional arrangements such as planning, inter-sphere coordination and implementation contribute too many of the problems relating to NMT transportation.

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

3.1.1 Roles and Responsibilities

Given its mandate, the Department of Transport has the ultimate responsibility for facilitating all modes of transport. While this is the case, the Department of Transport acknowledges that collaboration with the relevant stakeholders is of the essence in promoting NMT as part of modal choice. Therefore, the Department of Transport undertakes to collaborate with the relevant government Departments and key NMT stakeholders.

POLICY STATEMENT

The Department of Transport will co-operate with relevant government departments, and stakeholders in developing an institutional and legal framework that responds positively to the needs, and implementation of the NMT transport system.

3.1.1.1 Development of National Policy

Non-Motorised Transport related initiatives are currently done on project and ad hoc basis without adherence to a set of guidelines and policy directives. National policy on NMT is necessary to set out the guidelines for how NMT must be promoted and implemented. The Department of Transport has an overarching role of developing national policy.

POLICY STATEMENT

The Department of Transport will be responsible for the development and review of national policy on NMT after consultation with the relevant stakeholders.

3.1.1.2 NMT Implementation Strategies

Planning is fundamental to the success of NMT provision. Inadequate planning could result in problems such as insufficient allocation of resources, wastage of resources and ultimately an ineffective implementation of the NMT programmes and initiatives. While there is evidence of initiatives in some provinces, the practice has not been uniform across the country. Therefore, there is a need for adequate NMT implementation strategies and plans across all spheres of government.

Provincial Departments of Transport must ensure that Local Government develops detailed operational plans for the respective areas they are responsible for, and in line with provincial plans. Where capacity is lacking, provincial departments must assist with the development of detailed plans in the short-term, but make efforts to develop the capacity of Local Government in the long-term.

POLICY STATEMENTS

The Provincial Departments of Transport (PDOT) and municipalities must develop implementation strategies and plans respectively, in consultation with key NMT stakeholders.

The Provincial Departments of Transport must ensure co-ordination and alignment of provincial and local government NMT operational plans.

The Department of Transport will ensure that NMT transportation is included in all strategies that are aimed at redressing rural poverty, including the ones that are currently being implemented such as the ISRDP.

3.1.2 Co-operation between Government Departments

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

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

POLICY STATEMENT

The Department of Transport will work closely with the Department of Agriculture and other relevant government departments to encourage the use of animals for transportation.



ANIMAL-DRAWN TRANSPORT



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3.2 ADT POLICY STATEMENTS

3.2.1 REGULATION

The overall land transport regulatory framework was enacted without adequate consideration of the need of ADT.

The animal transportation owners, operators and drivers do not adhere to rules and regulations set for the treatment of animals and other road violations.

Animal-Drawn Transport will put strains on traffic enforcement and management resources. Considering their current ineffectiveness, a lot of work needs to be done to integrate ADT into the traffic authority responsibilities.

POLICY STATEMENTS

The Department of Transport will update all its institutional and legislative arrangements to effect an animal transportation-friendly legislative and institutional environment.

The Department of Transport will periodically commission or conduct research to have a clearer understanding of the legal effects of animal transportation.

The Department of Transport will ensure issues that impact on animal transportation such as animal abuse and accidents are included in all government sponsored statistics.

The Department of Transport in collaboration with RTMC will develop and conduct refresher courses on traffic regulations for animal transportation drivers.

The Municipalities will update their traffic by-laws in line with the updated and new regulations that incorporate NMT.

3.2.2 INFRASTRUCTURE

The development of road networks and other transport infrastructure is a necessary condition to facilitate ADT and other IMT solutions. The Department of Transport is formulating the Public Transport Infrastructure Fund as an opportunity with the local government to ensure integrated planning in land use and transport, Integrated Transport Plans and effective strategies, as well as determination of strategy corridors that correspond to growing passenger demands.

This policy proposal does call for the provision of infrastructure that will cater for animal transportation, but most of this already exists for the motorised vehicles. What is needed is for animal transportation to be seen as part and parcel of the existing infrastructure. ADT implementation will necessitate sporadic road infrastructure upgrade and improvement.

Currently there are no or limited park-and-stop sites, and the few park and ride sites are located far from business centres. The existing sites are not secure and do not have appropriate facilities such as food and water amenities. The current signage system is not adequate to address warning for ADT related traffic management.

POLICY STATEMENTS

The Department of Transport will provide standards and guidelines of infrastructure for ADT.

The Department of Transport will ensure that animal transportation is integrated into the road network.

3.2.3 TRANSPORT PLANNING

3.2.3.1 Integration of Animal-Drawn Transportation into Road Network Planning

Transport planning continues to marginalize animals in areas where the use of animal transportation is critical, in spite of the reduction and obliteration of animal transport in towns and the network planning based on the need to provide for the growing motor vehicles. Spatial Planning and Land Use Management mandates the principle of integration, and the norms of this principle are that land use and development should be determined by the availability of appropriate services and infrastructure, including transportation infrastructure.

POLICY STATEMENTS

Transport planning process and spatial planning framework will reflect ADT related needs and constraints.

The Department of Transport will ensure that animal transportation forms part of the national transport master plan.

3.2.3.2 Capacity of Planners

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

While there is a new departure in the Department of Transport about the promotion of public transport, the challenge is to convert the current transport planners to respond to this urgent need, especially with animal drawn transportation where there is a lack of expertise on ADT-related planning.

POLICY STATEMENT

The Department of Transport and Provincial Department of Transport will ensure that local municipalities are capacitated within five years of implementation of this policy.

3.2.3.3 Integrated Transport Planning

Traditional transport planning methods are often inadequately suited to perform ADT planning, since they are normally concerned mainly with development and maintenance of infrastructure. In recent years, the concept of "integrated transport planning" has evolved. Following this approach, NLTSF, in accordance to NLTTA mandates that land transport planning and land transport provision must be done by paying attention to the promotion of safe and efficient use of Non-Motorised Transport modes

POLICY STATEMENTS

All Integrated Transport Plans (ITP) should cater for the use of animal transportation even when the municipalities have not legislated on the use of animals of within their boundaries,

The strategies and plans for ADT in a province must be included in the Provincial Land Transport Framework (PLTF) and Strategic Plan, as well as in the Integrated Transport Plans (ITP) of Local Government.

3.2.4 TECHNOLOGY ISSUES

There are no standardised design standards of ADV to address safety issues and animal welfare. The current shoeing does not take the road surface into account, such that it causes damage to the road.

3.2.4.1 Retrofitting Issues

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

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



POLICY STATEMENTS

The Department of Transport will collaborate with SABS to develop a minimum standard and specification for Animal Drawn Vehicles in accordance to animal welfare and safety requirements.

The Department of Transport will ensure that effective animal shoe regulation is enacted and also provide programs to increase the awareness of road damage issues and to encourage the use of better shoeing practices.

3.2.5 ANIMAL HEALTH AND WELFARE

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

3.2.5.1 Harnesses

The harnesses of animals should be the ones that limit the harm this equipment does to the animal, and shall be determined within the standards prescribed by the animal welfare organizations and the Department of Agriculture.



POLICY STATEMENTS

The Department of Transport will work in collaboration with the Department of Agriculture in determining animal welfare issues such as weight distance, loads, forms of encouraging animals' usage, harnesses, health, etc.

The Department of Transport will liaise with the Department of Agriculture about the inclusion of animal welfare as part of the DOA Agricultural Extension services and that concentration of such a service should be extended to rural and substantial farmers and animal owners who have the greatest need of using their animals for transportation.

3.2.6 SAFETY ISSUES

3.2.6.1 Animals Wandering in the Road Network

This policy speaks only to the need for animals that provide transportation to be on the road network. The current regulations that bar animals from straying or wandering into the road network will remain; and the traffic authorities will still be required to discharge their mandate as required by law. There is still an onus on owners and herders to make sure that their transport animals are kept off the road network.



POLICY STATEMENT

The Department of Transport will deal with the straying of animals in accordance with the existing legislation.

3.2.6.2 Left side use of the road

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

POLICY STATEMENT

The Department of Transport in collaboration with RTMC will provide programs to increase the awareness of traffic safety issues and to encourage safe driving habits.

3.2.6.3 Travel Safety

Maintaining safe travel conditions for both motorised transport and animal drawn vehicles is a challenge in rural communities. Furthermore, the rights of animal drawn vehicles on public roads are not protected; motorists are not required to stop if at all possible, when in the presence of a frightened animal, if signalled to do so by the driver of that animal. Combined with slow speeds of travel, visibility issues are multiplied when sight distances are limited by curves or hills. Traffic safety issues can also arise due to the unpredictability of animals. Animals may back up slightly when stopped or become spooked by loud noises or when passed too closely by a vehicle. Traffic safety issues arise from lack of awareness of equal road usage rights, difference in speeds of travel, poor visibility, the unpredictability of animals, and aggressive or inattentive drivers.

POLICY STATEMENTS

The Department of Transport and RTMC will ensure that drivers of animals are trained on observation of traffic laws on emphasis on road user safety.

The Department of Transport in collaboration with Department of Agriculture and SABS will ensure that the minimum specification of harness includes reflectors.

3.2.6.4 Road Safety Audits

Road safety audit involves the evaluation of road schemes during design and construction to identify potential hazards that may affect any type of road user, and the appropriate measures to eliminate or mitigate any such hazards. Visibility can be improved by marking “Animal-Drawn Vehicles”. A good marking strategy needs to be equally effective in all lighting conditions.

POLICY STATEMENT

The Department of Transport in collaboration with RTMC will ensure that safer road networks are provided and road safety audits are conducted every five years.

3.2.7 ENVIRONMENTAL ISSUES

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

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

In compliance with environment regulations it will be necessary to minimize or avoid the degradation of the environment, disturbance of landscape and waste.

POLICY STATEMENT

The Department of Transport will ensure that animal transportation is conducted with due regard to the environment.

3.2.8 FUNDING

3.2.8.1 Financial Assistance

The four most common sources for financing are donor funds, central government grants from the general budget, local revenues (from the local government and the community), and allocations from a dedicated road fund. These sources provide funds for capital and recurrent expenditures. The current subsidisations of other modes of transport exclude animal transport. Currently, financial institutions do not or make limited provision for financing animal and animal drawn vehicles and this need to be addressed.

POLICY STATEMENTS

The Department of Transport will promote government approved funding model.

The Department of Transport will in collaboration with the Departments of Agriculture and Trade and Industries work on a plan to give financial assistance.

The Department of Transport will develop criteria for subsidy.

The Municipalities in collaboration with Provincial Departments of Transport will develop funding models that are suitable to their local needs.

3.2.8.2 National NMT Fund

The fund and levies earmarked for national road fund could channel a percent into NMT designated fund (based on special extra fuel tax). The investments in ADT infrastructure may come from the general road budget as well.

POLICY STATEMENT

The Department of Transport will establish the NMT fund to promote the implementation of this policy and assist Provincial governments and Municipalities in funding ADT-related road infrastructure improvement.

3.2.9 SOCIO-ECONOMIC

3.2.9.1 Impact on communities

The introduction and promotion of animal-drawn transport service will offer socio economic benefits. Transport is not simply about mobility and infrastructure; it is also about socio-cultural roles and responsibilities that impede the development of marginalised groups.

POLICY STATEMENTS

The Department of Transport will work with marginalised groups to facilitate their full participation in animal transportation.

The Department of Transport, in collaboration with key stakeholders, will facilitate the use of ADT to assist the socio-economic development and poverty alleviation.

3.2.9.2 Insurance

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

Insurance is one of the issues that should be addressed regarding the deprivations of the marginalised groups from the insurance benefits. There will be a need of appropriate financial protection instruments such as third party liabilities to cater for the insurance for passengers and goods transported in ADV.

POLICY STATEMENT

The Department of Transport will ensure that the Road Accident Fund covers the claims and losses, and injured passengers related to animal transport where operators are licensed.

3.2.9.3 Growth of Economy

It is expected that the adoption of Animal-Drawn Transport might create both direct and indirect related business opportunities. Business opportunities are possible, such as manure collection, repairs and spares, local-driven transport system for goods, tourism, ADV manufacturing and other related manufacturing activities, etc. Attention should be paid to the infrastructure and services needed to sustain animal power use. The experience of many countries is that animal power can develop and be sustained by small-scale private sector enterprises, provided there is a critical mass of users.



POLICY STATEMENT

The Department of Transport will support the development of enterprises and opportunities such as tourism opportunities, market access and encourage a two-way communication between towns and rural areas.

3.2.9.4 Under-utilised Roads

Animal transportation could provide transport to these non-motorable paths. Even when roads are provided in rural areas, some are navigable only through high powered all wheel cars. Animal transportation provides an alternative where roads are impassable because of bad weather conditions.

POLICY STATEMENT

The Department of Transport will encourage the use of roads that are under-utilised. It will introduce animal transportation and other modes of non-vehicular transport on those roads that are not used or are under-utilised by motor vehicles.



CYCLING



transport

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3.3 CYCLING POLICY STATEMENTS

3.3.1 REGULATION

The transport legal obligation and regulatory requirements were enacted without the comprehensive consideration of cycling as mode of transport. Appropriate traffic law enforcement can prevent conflicts and collisions, and help instil lifelong traffic safety habits. The relative simplicity of operating a bicycle as a non-motorised vehicle has made operating licences unnecessary.

POLICY STATEMENT

The Department of Transport will update all its institutional and legislative arrangements to effect the most cycling-friendly legislative and institutional environment possible.

The Municipalities will update their traffic by-laws in line with the updated and new regulations that incorporate NMT.

3.3.2 INFRASTRUCTURE

The development of road networks and other transport infrastructure is a necessary condition to facilitate cycling and other IMT solutions. The Department of Transport is formulating the Public Transport Infrastructure Fund as an opportunity within the sphere of local government to ensure integrated planning in land use and transport, Integrated Transport Plans and effective strategies as well as determination of strategies corridors that correspond to growing passenger demands. The current signage system is inadequate to address warning for Cycling related traffic management.

The provision of the cycling infrastructure is currently governed by the Pedestrian and Bicycle Facility Guidelines that the Department of Transport has already developed. The guideline also pronounces on the factors that should be considered in determining the appropriate bicycle facility type, location and priority for implementation. In addition to what has been proclaimed by the guideline the following additional facilities and infrastructure such as drainage inlet grates, guarded cycle parking facilities, tow bars on public transport, should be considered.



POLICY STATEMENTS

The Department of Transport will ensure that road infrastructure is improved to accommodate the cycling needs and that future road development incorporates cycling needs where necessary.

The Department of Transport will ensure that cycling is integrated into the transport network, and that this mode is included in new transportation policies.

The Department of Transport will ensure that the Pedestrian and Bicycle Facility Guidelines and South Africa Road Safety Manual are used in the provision of facilities for cycling.

The Department of Transport will update the signage system to integrate cycling needs and requirements, and the Provincial Department of Transport will ensure its adequate implementation.

The Department of Transport in collaboration with Department of Environment and Tourism and the Department of Art and Culture will ensure that Parks and Heritage sites accommodate NMT needs.

3.3.3 TRANSPORT PLANNING

3.3.3.1 Integrated Transport Planning

Requirements for the integration of transport planning have been legislated in terms of the National Land Transport Transition Act of 2000. Design standards for cycling infrastructure are not integrated with current design standards for motorised traffic; and it is important that the Traffic management plans for roadwork provide for cycling requirements.

POLICY STATEMENT

All Integrated Transport Plans (ITP) should cater for the use of cycling, with appropriate modal split and set concrete goals and methods to achieve this modal split.

3.3.3.2 Specific and Generic Cycling Planning

An efficient transportation system requires planning and investment policies that are unbiased in terms of mode, based on “least cost” transportation planning principles. The best practice of NMT planning prescribes the creation of specific facilities and improving generically the conditions for NMT, by weakening the dominance and threat of motorised modes of transport.

Spatial Planning and Land Use Management of government mandates the principle of integration which reflects the need to integrate systems, policies and approaches in land use planning and development.

POLICY STATEMENT

Transport planning process and spatial planning framework must take into consideration the cycling related needs and constraints.

3.3.3.3 Traffic Management

Traffic management entails influencing the traffic supply and demand in terms of time and place, in order to achieve a system that functions as well as possible. Traffic management affects the choice of route, the time at which individuals travel and their driving behaviour. Traffic information, amongst other things, influences these factors. For short distances NMT appears to be the most efficient means of mobility, while for longer distances public transport or cars offer greater efficiency. The idea is to justify interventions that promote all those transport modes, including cycling, which contribute to the efficiency of the transport system as a whole (or to a more efficient mix of modes). Safety concerns call for a design of roads and crossings so that conflicts between fast and slow traffic is minimised.



POLICY STATEMENT

All future Traffic Management strategies developed shall comprise statistical elements and information that pertains to cycling.

3.3.3.4 Modal Integration

Combining the bicycle with public transport realises benefits for the rider and passenger as well as the public transport operator. Effective cycle linkages with public transport can extend the range and usefulness of bicycles, especially for commuting, but also for activities such as tourism. The bicycle can potentially be used at both ends of public transport trips. Public transport operators can significantly increase the catchment areas for their system by providing for bicycles. Cycling can be accommodated in most categories of the road network, namely unpaved rural roads, paved urban roads, pavements, sidewalks and pedestrian pathways depending on the type of bicycle used. No other transport mode has this luxury.

POLICY STATEMENTS

Cycling will form part of the national transport master plan.

The Department of Transport will encourage the use of roads that are under-utilised, to promote the use cycling as part of intermodal transport.

3.3.4 SPECIFICATION AND STANDARDISATION

There is a need for the intervention of the regulatory or traffic authorities to bring some uniformity to the physical attributes. The Standardisation could include among others, the type of seat, reflectors, tail and head lights, weight, and colour coding. In the event that these are multi-coloured, there should be a distinguishing feature that shows that they are in the same category.



POLICY STATEMENT

The Department of Transport in collaboration with SABS will define the minimum standard and specification of cycles.

3.3.5 LOCAL GOVERNMENT CAPACITY

It must be recognised that a successful local authority policy requires capacity building at the local level to create a body of experienced and well trained technicians and transport managers, who are able to advise local leaders on their choice of system and policies, based on current practise. They should therefore have a sound knowledge of transportation facility design, environmental impact mitigation, traffic flow analysis, traffic control, and transportation planning. The lack of capacity (human and financial) is mentioned as a crucial factor, hindering further development of NMT.

Capacity building involves the creation of an enabling environment, where sound institutions and adequate human resources (quantitatively and qualitatively) are present.

POLICY STATEMENT

The Provincial Department of Transport will ensure that local governments are capacitated within five years of implementation of this policy.

3.3.6 SAFETY ISSUES

Safety is an important issue in policies to stimulate the use of non-motorised transport modes, such as cycling. This holds true in particular for children. Safer transport networks would yield opportunities for substitution towards non-motorised modes. As has been mentioned above, there are a number of ways to improve safety of transport networks by providing adequate infrastructure.



3.3.6.1 Social Safety

In addition to traffic safety there is also social safety. In many cities the perceived lack of social safety discourages the use of non-motorised transport and of public transport. It is here that local governments can do much to improve the situation. The introduction of social safety as a design criterion in the planning of infrastructure for non-motorised transport modes will improve the social safety problem.

POLICY STATEMENT

The Department of Transport will promote social safety through provision of facilities such as lighting of cycle paths, guarded parking and police surveillance.

3.3.6.2 Safety Gear

Protective gear, defensive riding can protect cyclists from serious injury. A helmet is the main safety gear recommended for cyclists. However, in Netherlands with low bicycle fatalities, helmets are not predominantly used. Another potential problem is that cyclists may be induced to take more risks given the protection of the helmet. Some individuals wear gloves to protect their hands from scrapes and bruising, and bright-coloured clothing, especially at night is advised to increase cyclists' chances of being seen by motorists.

POLICY STATEMENT

The Department of Transport will develop a safety gear guideline in consultation with key stakeholders.

3.3.6.3 Protection Charter

A Charter could be considered which will outline minimum regulation requirements, training requirements, sales requirements, safety requirement, facilities and cyclist behaviours.

POLICY STATEMENT

The Department of Transport will develop a Cycling Protection Charter outlining regulation, training, sales, safety requirements, facilities and cyclists behaviours.

3.3.6.4 Road Safety Audits

Road safety audit procedures are incorporated into the Design Manual for Roads and Bridges which became the design standard for National Roads in early 2001 in western countries. Road safety audit involves the evaluation of road schemes during design and construction to identify potential hazards that may affect any type of road user, and the appropriate measures to eliminate or mitigate any such hazards.

POLICY STATEMENT

The Department Transport will ensure that safer road networks are provided and road safety audits are conducted every five years.

3.3.7 ENVIRONMENTAL ISSUES

Traffic congestion, noise and air pollution are frustrating ingredients of city travel in many parts of the world. There is no pollution from bicycles, they are silent, economical, discreet, and accessible to all members of the family and, above all, a bicycle is faster than a car over short distances (5 km and even more in the case of traffic jams). Even if the bicycle is not the only solution to traffic and environmental problems, it represents a solution which fits perfectly into any general policy which seeks to re-enhance the environment. The implementation of cycling infrastructure in particular in an environmental sensitive area such as beaches, wetlands must be prohibited, thus cycling should be conducted with the need to protect and conserve the environment.

POLICY STATEMENT

The Department of Transport will enforce cycling that responds to environmentally suitable transportation.

3.3.8 FUNDING

The four most common sources for financing are donor funds, central government grants from the general budget, local revenues (from the local government and the community), and allocations from a dedicated road fund. These sources provide funds for capital and recurrent expenditures.

Many of the impediments to cycling arise from the inadequacy of infrastructure that is not addressed through the traditional funding mechanisms. Various multi facets funding models should be investigated.

When funding is limited, emphasis should be given to low-cost improvements such as bicycle parking, removal of barriers and obstructions to bicycle travel, and roadway improvements.

POLICY STATEMENTS

The Department of Transport will promote all government approved funding model.

The Department of Transport will collaborate with the Departments of Trade and Industries to work on a plan to give financial assistance to rural people who would like to purchase cycles for public transport purposes.

The Department of Transport will develop criteria for subsidy.

The Department of Transport will be responsible for processing all donations and develop the criteria of distribution of donated equipment based on:

- Maximum walking distance
- Availability of public transport
- Affordability of public transport.

The Municipalities in collaboration with Provincial Departments of Transport will develop funding models that are suitable to their local needs.

3.3.8.1 National NMT Fund

The fund and levies earmarked for national road fund could channel a percent into NMT designated fund (based on special extra fuel tax). The investments in bicycle infrastructure may come from the general road budget as well.

POLICY STATEMENT

The Department of Transport will establish the NMT fund to promote the implementation of this policy and assist Provincial governments and Municipalities in funding cycling-related road infrastructure improvement.

3.3.9 SOCIO-ECONOMIC

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

As can be found in all statistics, women are using far less the bicycle as means of transport in developing countries as men do. As women carry out most of household transport, a higher rate of bicycle use could reduce their workload significantly and help to prevent some unhealthy effects.

POLICY STATEMENTS

The Department of Transport will work with marginalised groups to facilitate the adoption of cycling by those groups as owners, operators and drivers.

The Department of Transport will ensure that cycling as transport mode plays a role in economic development and poverty alleviation.

Bicycle maintenance is also an important safety component. Experts suggest that bicycles should be professionally inspected on an annual basis, and the cyclist must check tire inflation before each ride and make certain chains are adequately lubricated. The lesson learned from the Shova Kalula has highlighted the importance of the availability of reliable and sustainable maintenance networks.

POLICY STATEMENT

The Provincial Department of Transport will facilitate with municipalities in the establishment of maintenance and repair shops which should be included in the Local Economic Development programs.

3.3.9.1 Local Industry development

The tariffs on bicycles are used by different countries especially the "protective tariff" with the intent to artificially inflate prices of imports and "protect" domestic industries from foreign competition. The lack of local bicycle manufacturing plants makes South Africa vulnerable to inflow of bicycle imports especially from China. Critical mass of cycling and adoption will necessitate availability of affordable cycling equipments which can only be guaranteed by locally manufacturing these equipments. National Industrial Policy Framework (NIPF) is another approach of government to the development of industry of SA economy is through .National Industrial Policy Framework (NIPF). The primary objective of the National Industrial Policy Framework (NIPF) is to set out government's approach to the industrial development of the South African economy. Consequently the NIPF sets out a vision for the industrial economy for both the short-medium and medium-long term.

POLICY STATEMENT

The Department of Transport will collaborate with the Department of Trade and Industry to ensure that an appropriate cycling manufacturing industry strategy is developed and implemented.



WALKING



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3.4 WALKING POLICY STATEMENTS

3.4.1 REGULATION

Pedestrian safety has been overshadowed by policies that over-emphasize the need to adhere to safe driving, to the extent that the issue of pedestrians is not addressed as a priority, because pedestrians are at fault for being on roads. In other words, roads are still considered to be the preserve for motorists only.

There is a low level of training of traffic officers on issues that affect pedestrians and this exacerbates the notions mentioned in the previous factor. In driver training, drivers are made aware of the threat they pose to, and are posed by other motor users rather than all road users. Pedestrians face the highest risk of dangers and safety.

POLICY STATEMENTS

The Department of Transport will ensure that appropriate regulative measures are in place against pedestrians and drivers who transgress road laws.

The Department of Transport will establish and strengthen laws relating to vulnerability of pedestrians.

The Municipalities will update their traffic by-laws in line with the updated and new regulations that incorporate NMT.

3.4.1.1 Conscientization of Drivers

The historic design of infrastructure has always been adapted to suit the motor vehicles, which in turn gives drivers the mistaken notion that they should dominate the road. There should be a conscious decision to emphasise the treatment of road users as equals as opposed to a situation where private vehicles are given special status symbols over other road users.

POLICY STATEMENT

The Department of Transport will update the regulation to include a fault legislation in the event of a collision with pedestrians or other non-motorised road users.

3.4.2 INFRASTRUCTURE

Most of the public generally considers pedestrian facilities to be limited to sidewalks; however, they encompass a much broader scope of services and facilities. Pedestrian facilities include, but are not limited to, traffic control devices, curb ramps, grade separations (overpasses and underpasses), crosswalks, and design features intended to encourage pedestrian travel (such as traffic calming devices including speed bumps or centre refuge islands). In general, these facilities parallel the roadway system and are provided as part of the public right-of-way.



3.4.2.1 Traffic Calming

In order to protect pedestrians, and to promote this form of transportation, this policy advocates and supports traffic calming measures with certain provisos.

POLICY STATEMENT

The Department of Transport will ensure that the Pedestrian, Bicycle Facility Guidelines and South African Road Safety Manual are used in the provision of facilities for walking.

3.4.2.2 Public Walking Space

The responsible officials need to conduct a study of extent of street lightning, develop a method by which unlit streets will be lit and determine their life expectancy. Street lights invite more and more people to walk because they indicate safety, and to the extent that they are always lit (i.e. in tunnels as well) they provide necessary levels of surveillance and pedestrians being seen by others who can help in the event of difficulties and insecurity.



Specifically this task should also involve an audit of lighting that assists pedestrians in parks and open public spaces. We have already indicated the need for conducting an audit of walkways and pedestrian pavements in this document. In this audit should be included the number of lit and unlit walkways extent of verges, public spaces etc.

There is a need to solicit the help of the police and municipal traffic, safety and security officers and Community Policing Forums (CPF) to reduce crime in walk paths. Community policing forums already exist in many wards. In protecting pedestrians, community policing forum members will be integrated into their communities as people who serve the community rather than serve the interest of the police, a problem that has caused the acceptance levels of CPF to be low in some communities.

The implementation of safety and security for pedestrians can be made possible by the fact that in some provinces, MECs responsible for roads are also responsible for safety and community liaison with minor variations from province to province.

POLICY STATEMENTS

The Department of Transport will establish a formula to determine backlogs of walking facilities construction, taking into account all the relevant factors such as economic dynamics and input costs.

The Department of Transport will consult road agencies and other implementing institution to discuss both the issue of retrofitting, integration of walkways and sidewalks for implementation of new constructions.

3.4.2.3 Crossing

Yield controlled crossings, first introduced in South Africa in 1952 are the usual black and white stripes across a road, giving the right of way to pedestrians. But since they were introduced, there have always been complaints that they were not achieving their objectives.

POLICY STATEMENT

The Department of Transport will ensure that regulation is updated to force drivers to stop at yield controlled crossings.

3.4.3 TRANSPORT PLANNING

There is a need to change the design of roads of the 1960s where guardrails separated roads to prevent people from crossing, where there were narrow pavements, the unwelcoming gyratory systems and dual carriage ways which made it impossible for pedestrians to experience freedom on the road). New traffic planning and road engineering should see pedestrians as part of the road community. Land use patterns should encourage the use of public transport. However in urban areas, encouragement of walking may mean restrictions on vehicular movements through the design of urban streets/public spaces.



POLICY STATEMENT

The Department of Transport will ensure that Transport planning process and spatial planning framework should take into consideration the walking related needs, and constraints.

3.4.3.1 Travel Demand Management

Travel Demand Management (TDM) strategies should also take into accounts the travel choices, and patterns of pedestrians. In these strategies the following should be taken into consideration:

- Pedestrians usually make trade offs between travelling and cancelling if they feel their travel will be unsafe.
- Pedestrians choose to travel more on certain days than on others;
- A travel to a particular single destination may trigger travels to other destinations.

TDM should also take into consideration the age categories of pedestrians in light of the growing life expectancy and the resultant mobility patterns of the elderly.

The TDM should also consider that the integration of the disabled of all categories into the broader economy and society (as opposed to the past where they were largely home or institution bound) brings to the mix a new category of pedestrians.

POLICY STATEMENT

The Department of Transport will include walking in future Travel Demand Management strategies

3.4.4 SAFETY

High volumes of traffic can inhibit a person's feeling of safety and comfort and create a "fence effect" where the street is almost an impenetrable barrier. Traffic speed is usually the more critical aspect to walkability and safety. Though pedestrians may feel comfortable on streets that carry a significant amount of traffic at low speeds, faster speeds increase the likelihood of pedestrians being hit. At

higher speeds, motorists are less likely to see a pedestrian, and even less likely to actually stop in time to avoid a crash.

Some pedestrian crashes are associated with deficient roadway designs. Pedestrians and motorists often contribute to pedestrian crashes through a disregard or lack of understanding of laws and safe driving or walking behaviour.

People with disabilities may have limited visual and cognitive ability, or a combination of disabilities, which is more common as a person grows older. A person may experience a disability on a permanent or temporary basis. Without accessible pedestrian facilities, people with disabilities will have fewer opportunities to engage in employment, school, shopping, recreation, and other everyday activities.



POLICY STATEMENTS

The Department of Transport will promote “sustainable road safety” by recognising the vulnerability of pedestrians and their safety needs.

The Department of Transport will develop and ensure adequate use of the Walk Hazard Reporting System in order to identify problems areas in walking facilities, walkway designs and maintenance backlogs.

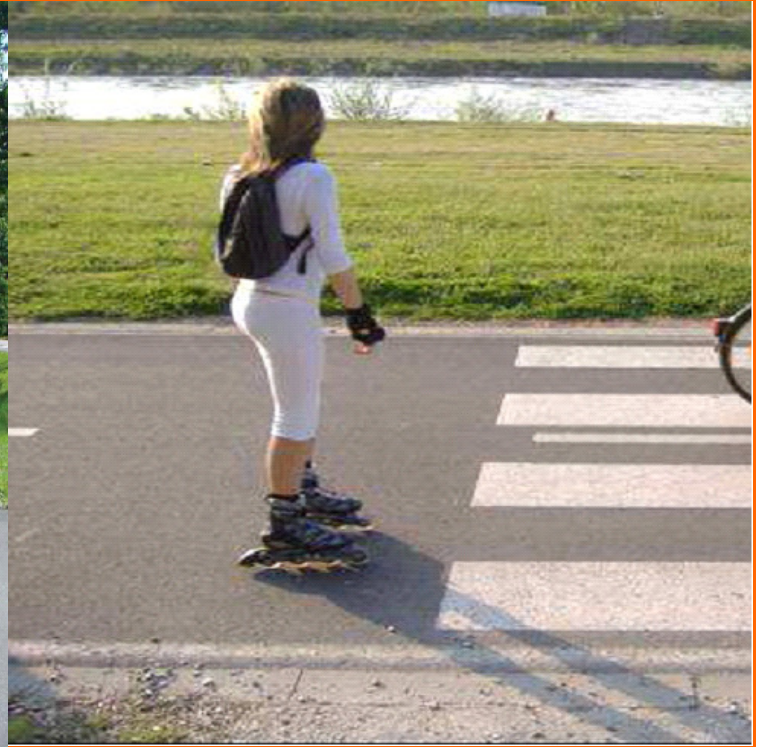
3.4.5 FUNDING

Pedestrian projects and programs can be funded by national governments, provincial, local, private, or any combination of sources. The fund and levies earmarked for national road fund do not accommodate the funding needs for NMT.

POLICY STATEMENTS

All sphere of government must prioritise the availability of funding for pedestrian and crossing facilities.

The Municipalities in collaboration with Provincial Departments of Transport will develop funding models that are suitable to their local needs.



INNOVATIVE SOLUTIONS



transport
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3.5 INNOVATIVE SOLUTIONS

Transportation professionals and citizens often ignore innovative NMT modes of transport, such as the small-wheeled transport, wheelbarrows, hand pushed carts, which is often ignored by transportation professionals and citizens. However it encompasses many benefits to transport costs, reduction of motorised transport trips, a healthy lifestyle and increased community liveability.

In the absence of sufficient regulation, South Africa takes little notice of boarders, skaters, blades and scooters. Under the law these modes of transportation exist in a legal no-man's land, exempt from the provisions of any vehicle code or regulation. Small-wheeled transport or innovative transport is not subject to the regulations or provision of the motorised vehicles, or that of a bicycle or pedestrian. These small innovative human powered contraptions are not bicycles or motor vehicles and the users are not pedestrians, even though they share similar objectives.

The sales of skateboards push scooters, in-line skates and other innovative NMT modes of transport are phenomenal despite being limited to skate-parks which are almost non-existent in South Africa. This means there is an already existing culture and generation of NMT users present in South Africa. Still these users are marginalised due to the lack of understanding of transport authorities

POLICY STATEMENTS

The Department of Transport will commission research regarding the incorporation of small-wheeled transport into transport system.

The Department will encourage the use of alternative modes of non-motorised transport such as small-wheeled transport and other innovative NMT means.

The Department of Transport will support and enhance a healthy environment by providing safe and convenient facilities for small wheeled transport and other innovative NMT means.

The Department of Transport will support and encourage innovative modes of NMT by integrating transport and land use.



IMPLEMENTATION AND WAY FORWARD



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CHAPTER 4

4 IMPLEMENTATION FRAMEWORK AND WAY FORWARD

This chapter focuses on the policy implementation framework and the way forward for Non-Motorised Transport. The implementation framework provides a clear framework of commitment for the Department of Transport. The following issues should be covered in the statement; monitoring and evaluation, policy advocacy and training and education. The way forward provides a framework for the future growth and development of NMT sector.

4.1 IMPLEMENTATION FRAMEWORK

NMT as government transport policy for its implementation it might be heavily dependent on other related policies, such as the extent to which car use is facilitated, public transport is provided and spatial planning of cities is carried out. Therefore, extensive guidance and capacity building of intermediaries appeared crucial for achieving successes.

Communication turns out to be one of the most crucial conditions for achieving the expected, medium- and long term impact; not communication for its own good, but for disseminating knowledge, innovations and arguments; in order to sensitise, involve and activate other stakeholders, ministries, provinces, private sector, public transport operators, municipalities etc.

4.1.1 MONITORING AND EVALUATION

It has been argued that there are less NMT vehicles on South African roads and more cars are congesting these roads. The current infrastructure is not NMT friendly; Local government need to be capacitated as it their mandate to implement all government policies; Training of traffic authority and road user is essential; The local government need to ensure that appropriate and adequate facilities are provided to promote NMT as modal choice; Safety is an essential element of any transport mode; Transport planning processes cannot ignore the needs and requirement of NMT.

The Department of Transport will be responsible for the monitoring and evaluation of overall NMT Policy performance and to ensure effective policy implementation. The Provincial Department of Transport will ensure monitoring and evaluation of NMT provision programmes. Local government will be responsible for monitoring and evaluation of plans and implemented projects related to NMT provision at local levels.

POLICY STATEMENT

The Department of Transport will monitor the success of this policy through the development of indicators.

4.1.1.1 Policy Review

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

POLICY STATEMENT

The Department of Transport will review this NMT in fiscal year 2014, in fiscal year 2020, and when need arises.

4.1.2 POLICY ADVOCACY

4.1.2.1 Access for the Poor

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

POLICY STATEMENT

The Department of Transport will market and create awareness of the NMT policy by choosing an appropriate medium in accordance with the targeted audience.

4.1.2.2 Promotion

Promotional activities should be undertaken to strengthen the image of the NMT as a modern and attractive mode of transport.

POLICY STATEMENTS

The Department of Transport will promote NMT through a variety of means.

The Department of Transport, in conjunction with RTMC will continue to communicate correct driver's and pedestrian's behaviour in order to reduce the number of fatalities on our roads. There is however, a need to reconfigure the message towards the responsibilities of both the driver and the pedestrian than blame the pedestrian for being on the road.

4.1.2.3 Public Participation

Most poor people in rural areas do not have basic access to information. However the radio is the best mass medium for the marketing and awareness for the policy of animal transportation especially in marginalised areas. This should include the multi-purpose centre, imbizo, etc. Private-public partnership will be necessary to open possibilities of credit facilities. The public sector should avoid direct competition with private sector services, for example in the supply of animals, equipment or health products.

POLICY STATEMENTS

The Department of Transport will develop a Communications Strategy for the Promotion of NMT in South Africa and to integrate this policy with the existing promotional efforts of Public Transport.

The Provinces in collaboration with the Municipalities will develop communication plans to promote NMT.

The Department of Transport will market and create awareness of the NMT policy by encouraging public debates and the participation of the private sector.

4.1.3 EDUCATION AND TRAINING

NMT users and motorist education programs are key ingredients to building a successful NMT transportation system and fostering the growth of NMT use in a community. Education programs can help to dispel the myths, encourage courteous and lawful behaviour among motorists and NMT users of all ages, and enhance the skill level of cyclists and motorist awareness, thus leading to a reduction in crashes.

The education program can be administered through a number of different agencies and interest groups, such as police departments, schools, libraries, cycle clubs, parks and recreation departments.

- NMT education should be integrated into the current scholar patrol and road safety education in schools. The Road Traffic Motor Corporation should be tasked with the development of these educational programmes; and
- Motor vehicle driving schools should be encouraged to teach learner drivers about ADT, cycling and pedestrian safety.

Awareness raising and education/training of road users on traffic safety, especially related to NMT at large have an important impact on the behaviour of motorised-users, if combined with other initiatives including policing and design changes of vehicles and road environment. Generally, road safety education consists of teaching skills, knowledge, understanding of and behavioural patterns, to enable road users to prevent accidents. It will take place at primary and secondary schools, driving schools and at specific courses.

POLICY STATEMENTS

The Department of Transport in collaboration with RTMC and Department of Education will develop NMT education to be taught in primary and secondary education.

The Department of Transport in collaboration with RTMC and Department of Education will provide periodical NMT educational road shows.

The driving school learners' program must include NMT and its safety-related lesson.

The Department of Transport and the Department of Education will continue to co-operate in the provision of road and traffic related training and lessons and awareness to scholars.

4.1.4 LAW ENFORCEMENT

Traffic enforcement is main concern of traffic management due to lack of and breakdown in discipline in South African road. Traffic law enforcement officers play a key role in encouraging improved road user behaviour.

POLICY STATEMENTS

The Department Transport will ensure that the enforcement of NMT regulations is enforced and that the recommendation provided in this policy are given the necessary considerations.

4.2 WAY FORWARD

This NMT Policy provides a framework for the future growth and development of the non-motorised transport sector. The policy should leverage on the progress and success that has been achieved and realised by the Shova Kalula and pockets of other ADT projects from provinces, the pilot prototype testing done by SABS, the work done by NGOs in promoting and protecting animal welfare and other regulatory inputs and initiatives, the proliferation of cycling as a sport and the nature of walking as a primary mode of transport..

It is expected that the NMT Policy should enhance the vision of developing non-motorised transportation especially animal transportation in South Africa as significant contributors to economic growth and employment opportunities in the country.

From a non-motorised transport perspective the most significant developments have been the Shova Kalula, the development and testing of prototypes of ADV, bicycles and other non-motorised vehicles and devices by the SABS. NMT Policy sets out to facilitate the next step in improving the quality of life, especially for the marginalised groups and rural communities in particular. This will be a behemoth task because this is first national NMT policy developed in South Africa, although numerous policies at local level, studies, investigations, inquiries and research have shown this to be an achievable and worthwhile vision.

The Department of Transport recognises that policy documents and statements alone will not achieve the desired objectives. It is the combined efforts of the public and the private sectors working together on a common strategy that will achieve the objectives. To this end the DOT has set for itself these implementation priorities to facilitate the achievement of the policy objectives.

4.2.1 Legislative Review

There is an immediate need to perform a legislative and regulatory review with the intent of updating the current laws to accommodate the non-motorised transport system, especially with regard to animal transportation.

4.2.2 Development of Guidelines

There is need to develop the ADT infrastructure and facility guidelines and secondly to review and update the Pedestrian and Bicycle Facility Guidelines in order to ensure that it adequately includes all facilities that are needed to promote NMT. Subsequent to these this two tasks a NMT facility and infrastructure guideline should be developed.

4.2.3 Integration of NMT into Government process

There is a need for an integrated planning at a higher level than within the Department of Transport. This will mean that the Department has to exhaust the issue within its structures such as MINMEC and COTO.

The issue of NMT is an added responsibility to a regime in both government and the private sector that has neglected it for a long time. It is imperative that strategic operational and implementation plans are developed by the three sphere of government to propel implementation NMT policy. Secondly there is need for the allocation of personnel that will champion NMT in communities and in government, this could be achieved by the formation of a directorate or prioritising NMT issues within current organisational development. All these pertain to a form of human resource reorganisation or recruitment. There is therefore a need for Human Resource Training and planning.

4.2.4 Integration of NMT into Transport Data

There should be continued monitoring and collection of data on risk exposure of NMT users. This data collection should be accompanied by data verification and validation against benchmarks. While it is true that there are more pedestrians and animals killed on our roads, blaming the victims for their problems should be based on the causal effect of other road users on the fatality rates of pedestrians and animals.

4.2.5 Acceleration of NMT Infrastructure

Infrastructure encourages and promotes the adoption and usage of NMT. There is need to leverage on the progress made by the Shova Kalula initiatives. Thus it is imperative that the areas where Shova Kalula has increased the usage and number of bicycles, that infrastructure development should become a priority. The Department of Transport should work with provincial and local government to ensure that infrastructure is improved in these areas with immediate effect.

4.2.6 Retrofitting

The widely used carts especially in rural communities are made out of scrap metals and vehicle axles which are heavy, with less consideration of animal welfare, safety and road hazard. The finalisation of the ADV specification and standards will render most of the available carts unsuitable to be on public road. It will be imperative that these communities are provided with carts that meet the minimum specification. The Department of Transport should develop a criterion and process to replace the old carts with compliance carts.

4.2.7 Cycling Manufacturing Industry

The envisaged cycling manufacturing strategy needs to consider the challenges, costs and benefits of promoting the development of local manufacturing plants. The promotion of this manufacturing strategy should be done in phases and systematically, where local assembly plants are encouraged through tariffs, until the demand necessitates the need for comprehensive local cycling manufacturing.

4.2.8 Development of baseline of NMT status

It will be important to understand the NMT proviso through a comprehensive study. The Department of Transport need to develop baseline on the performance of the NMT related attributes, and secondly, to assist the Department in finalising the appropriate success indicators. The study could be completed without waiting for the approval of the policy.

4.3 CONCLUSION

The finalisation of the non-motorised transport policy is reflection of the commitment of the Department of Transport to the provision of safe and reliable non-motorised transport. The Department of Transport will prioritise the provision of non-motorised transport as outlined in policy statements in this document and translate them into practical service delivery initiatives. Once more the Department will ensure that certain initiatives are carried out as foundation to sustain the momentum of the success of this policy, as expressed in the way forward.



APPENDICES



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APPENDIX 1

ABBREVIATIONS

AARTO	Administrative Adjudication of Road Traffic Offences
ADT	Animal-Drawn Transport
ADV	Animal-Drawn Vehicle
ASGISA	Accelerated Shared and Growth Initiative for South Africa
CHPA	Cart Horse Protection Association
COTO	Committee of Transport Officials
CPFs	Community Policing Forums
CSIR	Council for Scientific and Industrial Research
DOA	Department of Agriculture
DOE	Department of Education
DOT	Department of Transport
DSD	Department of Social Development
DTI	Department of Trade and Industry
IDP	Integrated Development Plan
IFRTD	International Federation for Rural Transport and Development
IMT	Intermediate Means of Transport
ISRDS	Integrated and Sustainable Rural Development Strategy
ITP	Integrated Transport Plans
LED	Local Economic Development
M&E	Monitoring and Evaluation
MEC	Member of The Executive Council
MINMEC	Ministers and MECs (of Transport)
MSA	Moving South Africa
MV	Motorised Vehicle
NEMA	National Environmental Management Act

NGO	Non-Governmental Organization
NHTS	National Household Travel Survey
NLTSP	National Land Transport Strategic Framework
NLTTA	National Land Transport Transition Act 22 of 2000
NMT	Non-Motorised Transport
NMV	Non-Motorised Vehicle
NRTA	National Road Traffic Act
NSPCA	National Society for the Prevention of Cruelty to Animals
PPP	Public-Private Partnership
RAF	Road Accident Fund
RCB	Roads Co-ordinating Body
RIFSA	Road Infrastructure Framework for South Africa
RTI	Rural Transport Infrastructure
RTMC	Road Transport Management Corporation
SABS	South African Bureau of Standards
SADC	South African Development Community
SANRAL	South African National Roads Agency Limited
SPCA	Society for the Prevention of Cruelty to Animals
TA	Transport Authority
TDM	Travel Demand Management

APPENDIX 2

DEFINITIONS

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

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

“animal transportation” refers to a working animals that is used for transportation when it is not pulling a vehicle or device, where human or/and goods ride directly on the working animal

“Animal-Drawn Vehicle” is a vehicle or device, using two or more wheels and drawn by one or more working animals such horse, donkey, ox or mule, designed for transport.

“by-law” is issued under the laws of a province;

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

“cart” is a vehicle or device, using two wheels and normally one horse, designed for transport;

“co-operative” a co-operative as defined in section 1 of the Co-operatives Act, 1981 (Act No. 91 of 1981);

“conscientization” a type of learning which is focused on perceiving and exposing social and political contradictions. Conscientization also includes taking action against oppressive elements in one's life as part of that learning;

“Department” means the Department of Transport in the national sphere of government;

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

“framework” an outline for the structure within and the form according to which a plan, policy or strategy is determined and developed;

“harness” has been used for many centuries for part of the collection of equipment known as horse “tack”, essential in the domestic, military, and agrarian use of horses;

“hazard report” is used to identify and report hazards (in addition to accidents, injuries);

“integrated development plan” - the integrated development plan which, in terms of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998), is to be prepared by a municipality;

“land transport” - the movement of persons and goods on or across land by means of any conveyance and through the use of any infrastructure and facilities in connection therewith;

“marginalised group” shall refer to women, the disabled, children, rural communities and the poor;

“Non-Motorised Vehicle” is a vehicle or device that is not motorised;

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

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

“pedal cycle” any bicycle or tricycle designed for propulsion solely by means of human power;

“pedestrian” a person travelling on foot, whether walking or running. In some communities, those travelling using roller skates, skateboards, and similar devices are also considered to be pedestrians. This includes walkers who are assisted by a walking tool

“province” referred to in section 103 of the Constitution of the Republic of South Africa, 1996;

“provincial department” the department within the administration of a province that is charged with public transport matters within the province;

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

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

“rural transportation” the movement of persons and goods for any conceivable purpose (including collection of water or firewood), by any conceivable means (including walking and head loading) on various types of infrastructure (including unproclaimed roads, tracks and footpaths);

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

“small-wheeled transport” includes travel involving wheeled luggage, walkers, skates, skateboards, push scooter, Segway, handcarts, wheel barrows and wagons. They are (mostly) a category of Non-motorised Transportation. Wheeled luggage increases the amount of baggage that pedestrian can reasonably carry and expands reasonable walking distances.