

**Appendix “A”**

**Comment on the draft Stellenbosch Municipality Roads Master Plan (RMP), the Non-motorised Transport Master Plan (NMTMP) and the Comprehensive Integrated Transport Plan (CITP) by a technical working group of the Stellenbosch Ratepayers Association (SRA)**

**14 June 2021**

**Summary**

The Roads Master Plan (RMP), the Non-motorised Transit Master Plan (NMTMP) and the Public Transport Plan (PTP) complement the Comprehensive Integrated Transport Plan (CITP). The CITP aligns with the Integrated Development Plan (IDP) and the Municipal Spatial Development Framework (MSDF). These plans must also align with Provincial and National policies and strategies and should not ignore relevant connections to plans of neighbouring municipalities.

Comment on the RMP and the NMTMP makes sense only when the analysis also considers the overall CITP. On 28 April 2021, the Council approved that the August 2019 RMP and the December 2020 NMTMP be released for public comment and accepted the June 2020 CITP.

The 2021 CITP should have been included for comment with the RMP and the NMTMP. The Council, however, accepted it as an update of the 2016 CITP, which it is not. The 2021 CITP barely mentions the 2016 CITP and does not mention an internal 2018 update at all. This represents a break with the approach and principles of the 2016 CITP. The 2016 CITP emphasised transit-oriented development (TOD) and the potential future use of rail infrastructure and other plans for public transport. The draft 2021 CITP focus overwhelmingly on roads and cars:

Comment on the RMP is thus complicated, as the 2021 CITP breaks with the principles and approach of the 2016 CITP.

Thus, within the context of the relevant associated plans, the 2021 RMP is problematic in terms of:

- Procedure and good governance
- Underlying principles
- Non-alignment with relevant other plans and policies
- Content.

These issues are discussed in more detail in paragraphs 1 to 4 below.

The SRA also recommends that the Municipality should not accept the Roads Master Plan. The Municipality should also rather release the new, flawed 2021 Comprehensive Integrated Transport Plan for public comment.

## **1. Procedure and governance**

Good governance requires that the public should be able to comment on the 2021 CITP as it is a comprehensive new plan that constitutes a break with the TOD approach of the 2016 CITP. It also creates the framework for consideration and execution of the RMP. Finally, the financial figures in the budget do not make sense.

## **2. Underlying principles**

The underlying principles of the 2021 CITP, which serves as a guideline for the RMP, are not clear.

The 2021 CITP declares the vision and objectives to be as follows:

- Connect outlying communities with the CBD in a safe and dignified manner, ensuring access to opportunities.
- Strive towards car-free living and a modal shift in Stellenbosch CBD towards public transport, walkability and cycle-ability.
- Support and advance social and inclusive economic development.
- Align with the critical imperatives of poverty alleviation and reduced inequality.
- Create a road network to support the Municipality's transport vision.

Except for the last objective, the CITP does not develop the cursory mention of its goals into an explicit vision that guides and underpins the plans that follow.

The implicit vision is that of a maximised road network. The contents of the CITP and RMP emphasise road-related issues and projects a private car driven future, both in connectivity to and from the main urban centres in the Municipality and within Stellenbosch. The documents record a predominance of road infrastructure, parking and related agendas. About 90% of the budget is for planning these facilities; the rest seems to be for planning and construction of NMT and public transport.

In other words, the plans appear to be based on a projection of an exacerbated current state into the future. There is not a future ideal that provides a basis for paradigm-shifting. There are no meaningful results of evidence-based planning. The plan stands in opposition to the 2016 CIP and TOD approach and the underlying principles of the National Land Transport Act.

### 3. Non-alignment with relevant plans

The alignment and integration with the MSDF and IDP are not explicit within the proposed 2021 CIP or the RMP. It seems impossible that the CIP and projected RMP could claim the same or even remotely similar principles as the MSDF, which is explicitly guided by principles for inclusive democracy, balanced, livable neighbourhoods, public transport, innovation and economic growth.

The MSDF and IDP emphasise innovation and are oriented towards the future. The proposed 2021 CIP projects an exacerbated current state of traffic into the future. The CIP and the RMP appear as reactive tactical plans rather than strategic plans.

The Municipality must consider and clarify this apparent discrepancy between different municipal policies and plans and between the CIP and RMP and the National Land Transport Act. The CIP and RMP should also clarify the potential future links to the transport plans of the provincial government and neighbouring municipalities.

### 4. Content

Stellenbosch Municipality did commendable work with the recent upgrade of taxi ranks and with the NMTMP. In this, and many others respects, the SRA will continue to support the Municipality.

Nevertheless, plans for new roads and cars represent perhaps 90% of the projected mobility expenditure, with little left for public transit, non-motorised transit, plans for better use of existing rail infrastructure, professionalisation of taxi's or any of several potential electronic or other innovations.

The plans are not balanced.

The SRA also notes the following aspects:

**Lack of clarity regarding prioritisation and time frames:** The RMP appears to be weak on prioritisation and time framing. From the plans, it seems, implicitly, that a Western Bypass

is set up as an alternative to a link between the R44 and the Adam Tas Corridor. Though present evidence does not support it, there could be a need to build a bypass at some future point. Meanwhile, a link between the R44 and the Adam Tas Corridor and a focus on TOD would be cheaper and result in rapid and inclusive economic growth. All decision-makers and not only the Municipality, require clear time frames and a proper understanding of interim measures to deal with the projected increase in pressure over the mid-term horizon instead of the longer-term, twenty years plus horizon. In this regard, putting the linking of the R44 to the Corridor as an implicit alternative to the Western Bypass may be misleading. The link could be an interim and more affordable step with less environmental and a more sustainable and immediate economic impact.

**The future role of public transport is inadequately explored:** Public Transport as a significant part of the future urban mobility system appears to be lost in the thinking about the future. The current private car-based reality projection seems to provide the basis on which the end is modelled. The place and role of e-hailing, improved para-transit sector supply and much more are not explored as part of the future mobility system. Parking for private cars appears to be higher on the agenda than staging facilitates e-hailing services, and downtown private car parking seems more critical than peripheral park-and-ride facilities that link to scheduled public transport services. For additional funding from other government tiers, the plan would have to present apparent alternatives that cannot be the usual. Spending more than 90% of the transport budget on strategies that proceed from unexamined assumptions and perpetuate a cycle that appears to be unsustainable, seems like potential wasteful expenditure.

**The resourcing model is not transparent:** Very few, if any, municipalities have adequate resources to address the type of infrastructure required to implement the recommendations outlined in the RMP. This, coupled with an unclear prioritisation framework, puts decision-makers who provide additional funding in a difficult position to consider the "alternatives" they are presented with in terms of this plan. At the very least, the budget should be correct, and it should also be projected graphically and be understandable. At present it is excessively complicated, with a great deal of administrative detail.

**The cost of road infrastructure vs the expense of other infrastructure:** The recommended RMP and related costs need to be considered in the context of other priority infrastructure spending. The plan and municipal officials recently promoting the program seem to argue that 'if you build it, they will use it'. This appears to be a passive and risky road to success. In this, the local consultants who compiled the plan seem to be at odds with the more careful and responsible evidence-based arguments of their company colleagues in the UK (see the technical report that follows). One should also note the bi-partisan support in the 2021-2022 US budget before Congress for a budget item of \$20 billion to demolish highly used highways which have destructive effects on communities, the environment, and local economies. This unexamined equation of roads with economic growth has been progressively interrogated for at least the past five decades.

And even if the SRA accepts the broad assumption behind the recommendations in the RMP, such plans will still need to be considered in relation to other infrastructure commitments in the same time frames.

### **To Conclude**

Stellenbosch claims to be innovative, and it does attract talent and creative energy. The RMP and CIP plans for more and bigger roads for privately owned vehicles will, however, keep moving people further and further from work opportunities and are not aligned with the IDP and MSDF. Stellenbosch should and needs to do the right things, right.

**Appendix “B”****Comment on the draft Stellenbosch Municipality Roads Master Plan (RMP) and Non-motorised Transport Master Plan (NMTMP).*****Transport Technical Working Group, Stellenbosch Ratepayers Association*****14 June 2021****1. CIP 2019-2020 update document is a major revision to vision and key policy objectives of the approved 2015-2020 5-year CIP**

At the 28 April 2021 Council Meeting the CIP (2019-2020 update), RMP (2018 Update) and the NMT plans were submitted. A period for public comment was provided for on the RMP and the NMT plans. However, the Municipality refers to the CIP document as approved without the need for consultation, with the reason given that this version of the CIP was an update and not a full review. The IDP 2017-2022 Fourth Review of May 2021 has been released and references the CIP as an “approved” document.

We wish to draw to the Municipality’s attention that critical content, aspects of the approach and key recommendations presented in the CIP (2019-2020 update), which are referenced in the points below, represent a significant departure from the 2015-2020 CIP (valid for 5 years) and that this document cannot be considered as merely a technical update. Therefore, on grounds of consistency and due process we object to the CIP being approved without challenge and formally request a process for comment and review.

Additionally, the CIP is the governing plan for both the RMP and the NMT, which are currently out for comment. It follows then that the CIP, which contains recommendations from these sub-sector plan inputs and shapes the CIP, must be similarly open for assessment and comment.

**2. On core strategic approach and important key principles, the 2020 CIP document is not aligned with the MSDF and IDP, nor with the 5-yr CIP.**

Stellenbosch’s fully reviewed and updated SDF was adopted in November 2019. Recently the Stellenbosch IDP 2017-2022 Fourth Review, May 2021, was approved. The IDP along with the SDF are the first level plans which govern municipal level vision and set the policy framework, key overarching priorities, and land allocations. All sector level plans, including transport & the Comprehensive Integrated Transport Plan (CIP), must be in alignment with the IDP and the SDF.

However, there are major discrepancies between the CIP document and the comprehensively updated SDF. The most significant relate to recommendations made in the CIP that are based on road modelling forecasts undertaken as part of the RMP. There are assumptions about future housing and employment development locations within Stellenbosch and future private vehicle trip generation rates in the CIP (RMP) that are in direct conflict with, and contrast dramatically to the principles of, the SDF (See Note 1). Furthermore, many major road developments as proposed within the CIP and RMP would effectively prevent the approved spatial development strategy from being fulfilled.

Therefore, as it currently stands approval of the existing CIP document would constitute a major transgression of the Municipal Systems Act 32 of 2000. The work undertaken to make such significant change within the CIP that has not followed due process has effectively resulted in fruitless and wasteful expenditure. Any advancement of recommendations made in the CIP would further constitute wasteful expenditure.

### 3. Inconsistent treatment of different transport elements within the CITP update

In the case of roads development, the CITP document takes giant leaps making recommendations for new road connections and road expansion on the basis of seriously flawed technical arguments (see 4.) that are in direct conflict with Stellenbosch's integrated development, spatial and transport policy objectives and directives (Note 1 & Note 2). The authors and promoters of the plan have not questioned the assumptions behind the modelling projections for vehicle traffic growth and are content to make recommendations for major budget requests for the construction of roads justified through a road planning exercise undertaken in isolation from integrated transport assessment.

Meanwhile, on the aspect of public transport developments and constraining private vehicle trip-making, the CITP document concedes that no meaningful recent improvements have been achieved due to the complexities involved in doing so. It recommends that a comprehensive public transport plan be urgently developed, which will detail a way forward (CITP P825).

There is no doubt that changing travel patterns and behaviours is a complex and involved process and must be driven by a clear integrated planning approach. This is reason for the **strong calls that have repeatedly been made for an overarching transport plan(1, 2) (Note 3)** which tests scenarios against key objectives and principles to effectively and sustainably manage travel demands while facilitating and enabling the appropriate future sustainable development of Stellenbosch.

### 4. Flawed technical argument: representation of road capacity

Section 7 (P904) of the CIPT document, under 7.1 Road Infrastructure, states:

*(i)...sections of the road network are at capacity during peak hours. There is no scope to accommodate any growth (in through traffic) and more so any increase in land use. This will be the case regardless of any improvements to public transport service and/or making the town more walking/cycling friendly*

*and*

*(ii)...to ensure the 'survival' of Stellenbosch as a "functional town", extra road space must be created, in conjunction with the other transport solutions such as an effective public transport system, car-pool, less walkable and cyclable areas and strategically locating parking areas to effectively remove vehicles from the car-free areas*

These same statements are included in Chapter 2: Transport Vision and Objectives for Stellenbosch Municipality as the first section, implying that the provision of new roads and extra road space for Stellenbosch is the overriding objective and forms the basis of the transport strategy for Stellenbosch.

The statements in (i & ii) are acutely incorrect and dangerously misleading. Certainly, the vehicle capacity of key parts of the road network at peak period is reached and traffic congestion results. This is due to the vehicle mix of predominantly private cars with the vast majority being single occupant vehicles. The potential passenger capacity of Stellenbosch's arterial roads and the Adam Tas link is many times greater than current levels without road expansion or new road development.

<sup>1</sup> Provincial Sustainable Transport Programme, Towards A Sustainable Transport Strategy for Stellenbosch Municipality, *Reflections on the Current Situation, a Vision for the Future and a Way Forward for Alignment and Adoption*, Summary Report, December 2017

<sup>2</sup> Provincial Sustainable Transport Programme, A 10 Point Plan for Transport in Stellenbosch Draft for Discussion, April 2018

The majority of these low occupancy car-based trips are commuters travelling into or within Stellenbosch, university trips and school drop-off traffic. The central aim of approved policy is to shift many of these trips to shared travel solutions, improved public transport and to active travel means (cycling & walking) helping to release major network constraints. This will greatly increase the efficiency of existing road corridors and promote the density of activity which drives agglomeration and spatial integration that the SDF seeks to achieve. Hence the statements in (i) and (ii) are comprehensively at odds with approved transport policy and approach.

## 5. CITP document recommendations on future funding strategy and proposed allocations across the transport sector.

Section 12 of the CITP document sets out the proposed funding strategy and budget allocation for the full list of projects by category over the coming 4-year period. Based on table 12.2 over 90% of the funding request is being allocated to road infrastructure development, at a requested total of almost R1.4bn. Irrespective of whether there is the opportunity to secure this level of funding, the funding strategy is comprehensively misaligned to the policy priorities for transport in Stellenbosch (see Notes 1, 2 and 4). If Stellenbosch were to follow along the lines of this proportional funding split it would effectively prevent achievements in line with approved policy and lock out a sustainable transport approach.

What is also unclear from the listing of project allocations is whether the road budgets in the tables include estimated costs for construction costs or are only for planning and design as many entries indicate. If the latter is the case, then adding in for construction implies that the Municipality is proposing a funding strategy, which would allocate probably more than 98% of secured budget to roads!

## 6. The CITP document and the RMP represent irresponsible and negligent planning

WSP, the authors of the RMP document, were also the authors of the *UK Department for Transport's report: Latest Evidence on Induced Travel Demand*.<sup>3</sup> Induced demand is the term used to describe the increment in new vehicle traffic that would not have occurred without the increase in the network capacity. This follows general economic theory, whereby a reduction in the price of a good or service, results in an increase in demand. The WSP report concludes:

*A 10% increase in road capacity could lead to 2% induced demand on the network. Induced demand is likely to be higher for capacity improvements in urban areas or on highly congested routes. In scheme evaluation, unless induced traffic is correctly taken account of, significant errors in benefit estimation can be made.*

Induced travel consequences of road network expansion are accepted worldwide today as standard considerations for any transport assessment. The evidence clearly confirms that responding to rising congestion and anticipated growth in travel demands (e.g. through development and housing growth) by road network expansion is highly likely to perpetuate low occupancy private vehicle traffic growth. Furthermore, if road network expansion projects continue and funding and planning effort is not rebalanced, this will lock out the opportunity for sustainable shifts, therefore setting in place a self-fulfilling vicious cycle of decline. These aspects have not been flagged as a key risk, nor even reflected on, within the work undertaken.

<sup>3</sup> Department for Transport latest evidence on induced travel demand: an evidence review, May 2018



## 7. The cost of road infrastructure vs the expense of other infrastructure

The recommended RMP and related costs need to be considered in the context of other priority infrastructure spending. The plan and municipal officials recently promoting the program seem to argue that 'if you build it, they will use it'. This appears to be a passive and risky road to take. In this, the local consultants who compiled the plan seem to be at odds with the more careful and responsible evidence-based arguments of their company colleagues in the UK (see point 6 and footnote 3). One should also note the bi-partisan support in the 2021-2022 US budget before Congress for a budget item of \$20 billion to demolish highly used highways with destructive effects on communities, the environment and local economies. And even if were to accept the broad assumption behind the recommendations in the RMP, those plans still need to be considered with other infrastructure commitments in the same timeframes.

## 8. For the RMP exercise there was no assessment undertaken against approved key principles and policy objectives.

The CIPT update is making recommendations and seeking approval on road projects that are detailed in the RMP without any assessment against the key principles and objectives which must drive decision making for transport interventions and integrated spatial development.

The RMP lists a range of projects and project options which have been motivated based solely on having some claimed improvement to traffic conditions / level of congestion reduction. Even on these grounds alone, this is strongly disputed (See 6). When one then considers many of the larger road projects set against transport policy direction and guiding principles for comprehensive transport assessment (See Notes 5, 6), these schemes would fail.

Subjecting these projects to the broader principles and policy objectives - as set out within the SDF and the IDP- would undoubtedly mean most of the larger road building projects would fail and act directly against intended aims.

However, none of this assessment has been carried out and so these projects as yet have no basis beyond being part of a list.

## 9. What sits behind the road transport modelling and forecasts in the RMP? What assumptions are made?

Transport modelling is undertaken to make predictions of future situations and hence various assumptions must be made in order to forecast a future state. At its simplest, traditional traffic modelling, which is what the RMP document is based on, makes estimations within 4 sub models (4-step modelling) of:

- a) *Trip generations* – how many trips are produced and from where;
- b) *Trip distribution* - where are the trips destined for;
- c) *Modal split*; and
- d) *Assignment* - how will the journey be made, and which route is chosen.

Each of these sub-models is fed by assumption *types* fitting into one or a combination of the following:

- i. Projections based on past trends and/or current situation: e.g. population growth, rate of car ownership, trip-rate growths, housing & employment distribution,, (...and may

forecast forward declining rate of public transport, low rates of utility cycling, etc. hence self-fulfilling a cycle)

- ii. Projections based on moving towards a policy-driven future end-state. This would therefore align with the broader objectives, for example as set out in **Note 1 & 9** and reflected in the SDF and the IDP.
- iii. Policy non-compliant end-state driven, where for example a different pattern of trip making or future housing distribution drives transport flows. (**See Notes 7 & 8**).

Increasingly, modelling for systems which are largely human-controlled, is now strongly rejecting Type (i) modelling, since these assumptions simply perpetuate past trends and are therefore policy-blind [known as *project and provide*]. Type (ii) modelling aims to reflect and chart the path towards the policy required situation and Type (iii) modelling should only be undertaken to illustrate or test the implications of a non-policy led path.

Little detailed information is explicit in the report on assumptions around the EMME modelling undertaken for the RMP. It appears to largely combine Type (i) and elements of Type (iii) and there is little to indicate the required Type (ii) modelling. This is a critical failing and shortcoming of the modelling. If the results are being recommended to take forward with significant budgets attached to further planning, design and possibly implementation, then this would amount to wasteful expenditure.

The outputs for the modelling exercise should instead be regarded as selective scenario planning outcomes, which may have a useful planning purpose, but only when set against and compared with Type (ii) modelled scenarios and certainly not for taking forward and committing major funding at this stage.

In the RMP document the authors relate to sophistication of the modelling tool, etc. They are typically referring to the speed and the accuracy of the model convergence, the quality of the graphics and the interchangeable formats of outputs. It does not relate explicitly to how effectively the tool is able to make accurate predictions of the future. This, as indicated, is input and assumption controlled.

## 10. Public transport excluded from the road network modelling.

The RMP modelling leaves out public transport modes and proposals, stating:

*The future provision of a public transport system and services will impact the requirements for road infrastructure. It was the intention to model the Municipality's public transport proposals as part of the EMME modelling process to test the impact of the proposals. However, the available information is too high-level and with an unknown implementation framework and was not incorporated in the modelling.*

This is a major exclusion which completely skews a picture of the future, purely planning for roads and cars. On this basis it is even more firmly stated that the outputs from the models quite clearly cannot be used as a basis for any recommendations through the CITP and any budgetary allocations that are made will most certainly constitute wasteful expenditure.

## 11. Provincial and Municipal Roads

Where proposed roads and expansions are Provincial Roads proposed schemes, the Municipality should still be assessing these on the same basis given that they could potentially make traffic conditions worse for the town of Stellenbosch, and/or they may not

align with the SDF or IDP, and resources should be redirected towards the approved approach.

## **12. The future role of public transport, active travel and shared travel is inadequately explored.**

Public transport, active travel and shared travel solutions, as significant elements of the future urban mobility system, appear to be lost in the thinking about the future. The place and role for cycling and walking for shorter local area trips, e-hailing, improved para-transit sector supply, and much more are not explored as part of the future mobility system. Parking for private cars appears to be higher on the agenda than staging facilities for e-hailing services, and downtown private car parking seems more critical than town centre urban realm improvements enabled through peripheral park-and-ride/walk facilities that link to scheduled public transport services.

For additional funding from other government tiers, the plan would have to present apparent alternatives that closer align with policy intent and cannot be the usual. Spending more than 90% of the transport budget on strategies that proceed from unexamined assumptions and perpetuate a cycle that seems unsustainable again appears like potential wasteful expenditure.

## **13. Post Covid-19 situation – travel patterns have changed permanently**

Travel patterns have changed dramatically worldwide and even after the threat from the Covid-19 abates, local trip-making for many employees has been altered permanently. With much higher levels of home/remote working the reduced rates of trip generation during peak periods requires a review in assumptions for any modelling and forecasting work. Given that public transport volumes have also been significantly impacted, the recovery post Covid-19 is a critical focus for transport and infrastructure planners.

## Note 1

### Key Relevant Extracts from the SDF

#### **Stellenbosch Municipality, Spatial Development Framework Approved by Council on 11 November 2019**

##### **The Role of the SDF, Page 14**

*The MSDF outlines the municipality's spatial agenda to its own service departments, ensuring that their sector plans, programmes, and projects are grounded in a sound and common spatial logic.*

*How is Stellenbosch going to develop over the next ten to thirty years? What kind of development will take place, where will it take place, and who will be responsible for what aspect of the development?"*

*Future growth, expansion and innovation cannot be allowed to unfold in haphazard ways as this is likely to result in expensive outward low-density sprawl of housing and commercial areas and the related destruction of valuable ecosystem and agricultural resources. This kind of development is also likely to exacerbate spatial divisions and exclude citizens with lesser materials resources from opportunity to live in proximity to work, commercial opportunity, and social facilities.*

*We cannot afford to lose more nature and agricultural land, develop at low densities, and prioritise building roads for private cars more than public transport. If we do that, the system will fail.*

*...focus energy on a few catalytic areas that offer extensive opportunity and address present risk*

*the MSDF gives an indication of where and how the municipality intends to channel public investment, influence, and other resources at its disposable. This includes where infrastructure and public facility investment will be prioritised, where private sector partnerships will be sought in development, and how the municipality will view applications for land use change.*

##### **The Relationship between Spatial and Transport Planning, Page 111**

On the integration of spatial and transport planning Paragraph 6.6.2.1 states:

*..Transport planning and spatial development planning therefore are mutually dependent and must be fully interwoven within strategy in order to effect integrated and progressive development outcomes. SM's MSDF and transport plans must not be regarded as separate, independent undertakings but rather be detailed through coordination and advance through implementation in parallel.*

and Paragraph 6.6.2.3 states

*..To align with both broader transport policy objectives this growth [in travel demands] must be rigorously managed such that resulting transport patterns do not undermine broader spatial and development goals.*

## Note 2

### Transport that serves all in Stellenbosch - Guiding Principles for Sustainable Transport in Stellenbosch

#### Towards A Sustainable Transport Strategy for Stellenbosch Municipality<sup>4</sup>

The Table below describes eight principles proposed as the basis for developing the Vision and Objectives for Transport in Stellenbosch. These principles have been derived from Stellenbosch's 5 Strategic Themes<sup>5</sup> together with key objectives from national and provincial transport and spatial policy.

#### *Sustainable Transport - Guiding Principles*

	Principle	Description
1	<b>Equity &amp; Efficiency</b>	Ensure most efficient & cost-effective solutions to all. Strive to ensure social, inter-generational equity, meeting the basic transportation-related needs of all people with emphasis on the poor and disadvantaged.
2	<b>Access &amp; Spatial Justice</b>	All people should be afforded reasonable access to opportunity (work, education, etc.) and the satisfaction of basic needs.
3	<b>Containing Land Use Resources &amp; Urban Growth</b>	Transportation systems must make efficient use of land and other natural resources while ensuring the preservation of vital habitats and other requirements for maintaining biodiversity. Transport responses to urban growth pressures must ensure optimum solutions and improved efficiency in the use of existing infrastructure and systems – through specific consideration of Public and Non – motorised Transport modes.
4	<b>Policy Led Integrated Planning</b>	Planning and transportation decision-makers: <ul style="list-style-type: none"> <li>• must develop and adhere to policy-driven approaches</li> <li>• have a mandated responsibility to ensure planning approaches are both integrative and integrated.</li> </ul>
5	<b>Comprehensive Impact Assessment</b>	Transportation decision-makers must develop and move toward full impact assessment and full cost-accounting, reflecting the true social, economic and environmental costs of alternatives.
6	<b>Health &amp; Safety</b>	Transportation systems should be designed and operated in a way that protects the health, safety & well-being of all and enhances the quality of life in communities. Transportation needs must be met without generating externalities and emissions that threaten public health, climate, diversity or essential ecological processes.
7	<b>Growing Employment Opportunities</b>	Transport system decisions should reflect the direct and indirect employment impacts of alternative courses of action and strongly align with choices which provide the highest employment impacts
8	<b>Responsibility</b>	All individuals and organisations have a responsibility to protect the natural environment, to act responsibly and to make sustainable choices (where choices exist), with regard to personal movement and consumption.

<sup>4</sup> Provincial Sustainable Transport Programme, *Reflections on the Current Situation, a Vision for the Future and a Way Forward for Alignment and Adoption. Summary Report, December 2017*

<sup>5</sup> Stellenbosch Municipality: Fourth Generation IDP, May 2017 (2017-2022)







## Note 3

Extract from:

## A 10 Point Plan for Transport in Stellenbosch

Draft for Discussion, presented to Mayor of Stellenbosch, April 2018

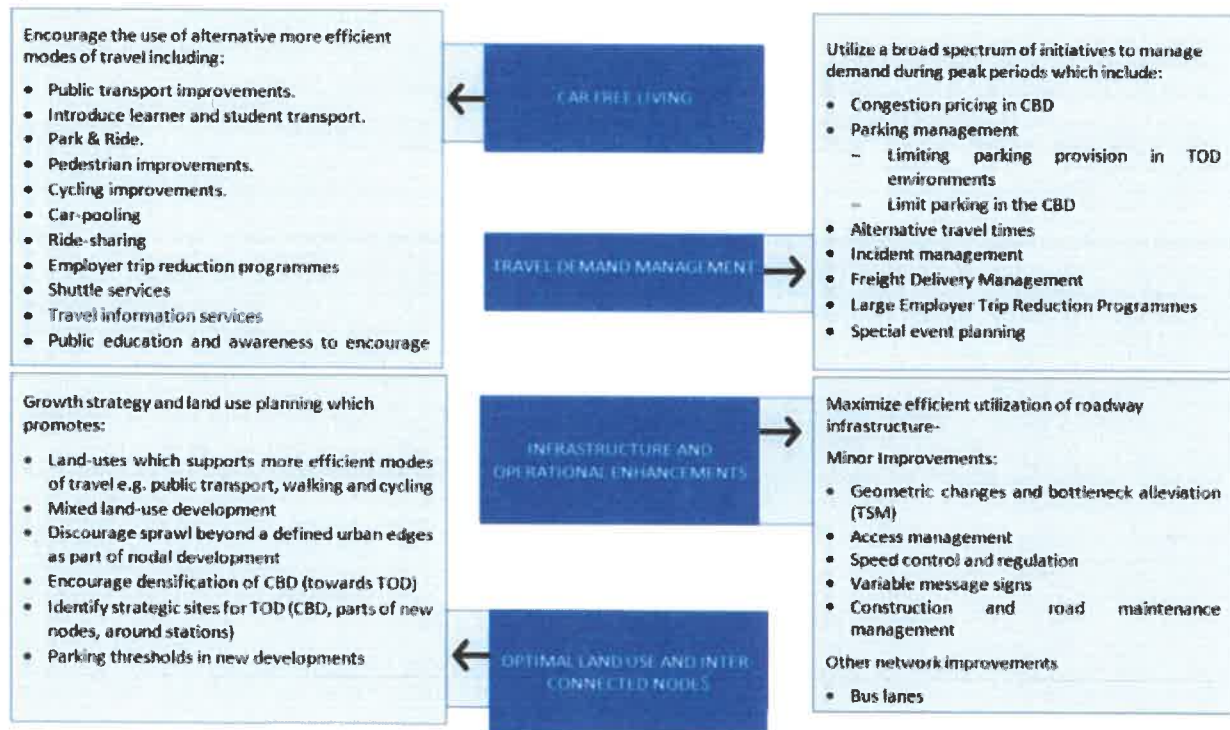
1 Alignment on Vision and Strategic Approach	  
<p><b>1.1 Programme Interventions</b></p> <p>A) Develop and agree the broad Vision for the future of Stellenbosch which the appropriate transport (and land use) responses must serve</p> <p>B) Agree the key principles around which transport planning and transport implementation must advance, and align on a future Vision for Transport in Stellenbosch.</p> <p>C) Establish an integrated planning and advisory task team for transport and spatial development for Stellenbosch with a high level of consultation, coordination and cooperation, This team should consist of senior officials across Local and Provincial government spheres and key local stakeholders including the university, business and civil society representatives</p> <p>D) Develop and agree the framework for the advancement of transport strategy (See Fig 1.1 for the essential components).</p>	<p>a common sustainable approach to transport.</p> <p><b>1.3 Impact</b></p> <p>The establishment of an agreed, integrated and progressive way forward for the management of transport that has full buy-in from all stakeholders represents the essential foundation for the advancement of sustainable transport solutions in Stellenbosch. With this in place all the other interventions set out in this 10 point plan can advance. Without this broad alignment any subsequent activity will be diluted, to some extent misaligned and often be counter to the required responses.</p> <p>Figure 1.2 illustrates the steps towards effective implementation in complex systems, and highlights the importance of demonstrating impact and behaviour change through trial projects to progressively gain buy-in.</p>
<p><b>1.2 Motivation</b></p> <p>There must be broad agreement around the economic, social and spatial development of Stellenbosch that aligns with sustainable development principles with mechanisms put in place to ensure these principles are adhered to. Previous versions of the Integrated Development Plan for Stellenbosch have laid out strong principles but implementation in practice has fallen a long way short.</p> <p>Within a clear vision for the future development of Stellenbosch, the approach for addressing transport and spatial development issues can align. Addressing transport challenges is a complex undertaking. Trip making and travel patterns are influenced by many factors including past policy decisions, employment location, land use, travel choices, the safety and security situation, etc.</p> <p>Managing transport effectively is a shared responsibility with the vast majority of the limited available public funding currently resting at the provincial level. Planning and funding focusses at a regional mobility level with local transport and accessibility issues often being overlooked This practice must change and it is crucial that an advisory and decision making body across levels of government be in place. Large institutions including the University, businesses and schools as major trip attractors must assume certain obligations to support</p>	<div data-bbox="1064 715 1467 778"> <p><b>Figure 1.1: Framework for Advancement of Transport in Stellenbosch</b></p> <ul style="list-style-type: none"> <li>• Agree principles, vision and goals</li> <li>• Assessment of current and required future performance of the transport system</li> <li>• Foster a strong shift towards more sustainable modes and practices</li> <li>• Clear implementation plan for short term and long term</li> <li>• Horizontal and vertical integration &amp; participatory approach</li> <li>• Monitoring, review, reporting on local transport situation</li> </ul> </div> <div data-bbox="1489 715 1758 810"> <p><b>Figure 1.2 Process for the Successful implementation of Strategy</b></p>  <pre> graph TD     Alignment --&gt; FullBuyIn[Full Buy In]     FullBuyIn --&gt; Leadership     Leadership --&gt; Commitment     Commitment --&gt; CapacityFunding[Capacity and Funding]     CapacityFunding --&gt; Implement     Implement -- "Demonstrate possibility" --&gt; Alignment           </pre> </div>

## Note 4

### Integrated Development Plan 2017-2022 2nd Review, March 2019

#### Strategic Interventions within the CIP, P138

Strategic Interventions reflected in the IDP



The following areas of strategic intervention have been proposed for Stellenbosch:

“Towards Car Free Living” which refers to strategies that encourage more effective modes of travel such as public transport, NMT and other mechanisms to increase the number of passengers per vehicle;

“Travel Demand Management” which refers to strategies that manage overall demand for travel during peak periods such as congestion pricing and parking management;

“Infrastructure and Operational Enhancements” which refer to capacity improvements to transport infrastructure but only as part of the overarching transport philosophy in Stellenbosch. Therefore, it could include infrastructure interventions such as by-passes or bus/high occupancy lanes; and

“Optimal Land-Use and Interconnected nodes” which refers to integrated land use and transport planning which supports and promotes transit orientated development (TOD).

## Note 5

### Integrated Development Plan 2017-2022 4th Review, May 2021

Table 34.

Ensure a balance approach to transport in SM, that appropriately serves regional mobility needs and local level accessibility improvements.

- Actively promote compact, dense, mixed use development which reduces car dependence and enables and promotes use of public and NMT.
- Shift municipal resources to include a greater focus on non-motorised, shared vehicle travel, and public transport solutions.
- Establish measures to ensure that there is inter-service agreement on the settlement hierarchy, settlement roles, and associated function, modes of transport to be carried, and development / management approach to be followed in relation to different sections of the municipal movement network.
- Work with provincial and national government to affirm the proposed categorisation of movement forms, and associated infrastructure and management needs in Stellenbosch.
- Proactively seek management of travel demand among key stakeholders in SM, in a manner that significantly higher passenger volumes are gradually achieved from existing transport infrastructure.
- Proactively allocate resources to improve NMT in the municipal area.
- Strengthen the role played by rail based public transport, including advocating for a new, lighter, frequent rail service on the Eerste River / Klipmuts rail line as backbone of transport movement along the Baden Powell-Adam Tas R304 corridor.
- Assess future transport development / improvements in relation to impact on the complete settlement system.
- Guard against needed / required vehicular routes of necessity resulting in development of undeveloped land traversed by the route



## Note 6

### 2015-2020 CITP Vision

A sustainable transport system that provides for the basic mobility needs of individuals, supports a vibrant economy and operates seamlessly within and across the municipal boundaries.

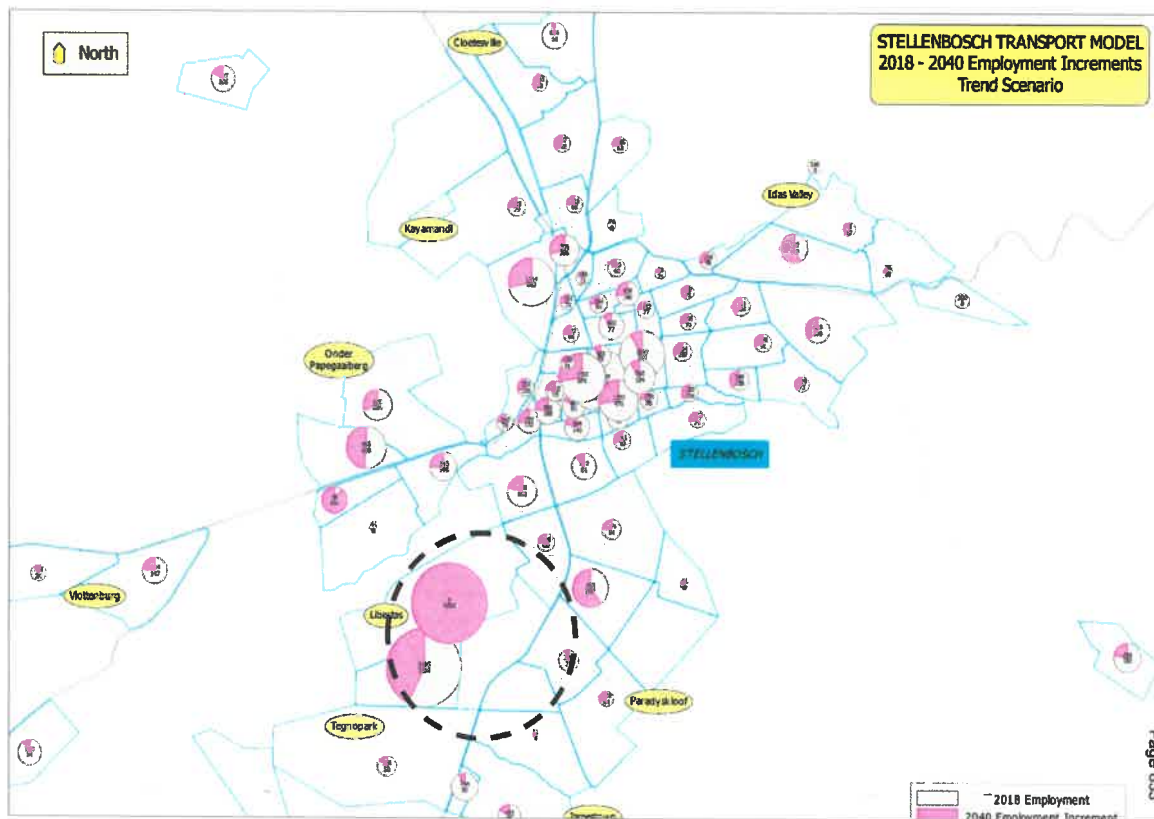
#### Key strategic objectives

A much-improved sustainable public transport system with better and safe access, more frequent and higher quality services and facilities to an agreed standard;

- significant reduction in road fatalities;
- greater mobility options, particularly for those who do not have a car;
- safer and easier cycling and walking;
- better infrastructure, link and interchange with other means of transport;
- an improved and better maintained road and rail network;
- improved journey time reliability on all modes;
- different travel patterns and transport usage and, where appropriate, reduced need to travel by motor vehicles from having achieved an integrated land use and transport system;
- a transport system that is consistent with the real needs of people living in different parts of South Africa and with differing abilities to afford travel;
- a transport system that charges the traveller a fair reflection of the costs of making a journey;
- a transport system that supports focused funding of transport priorities;
- developed sufficient institutional human capital to drive the vision of transport -

## Note 7

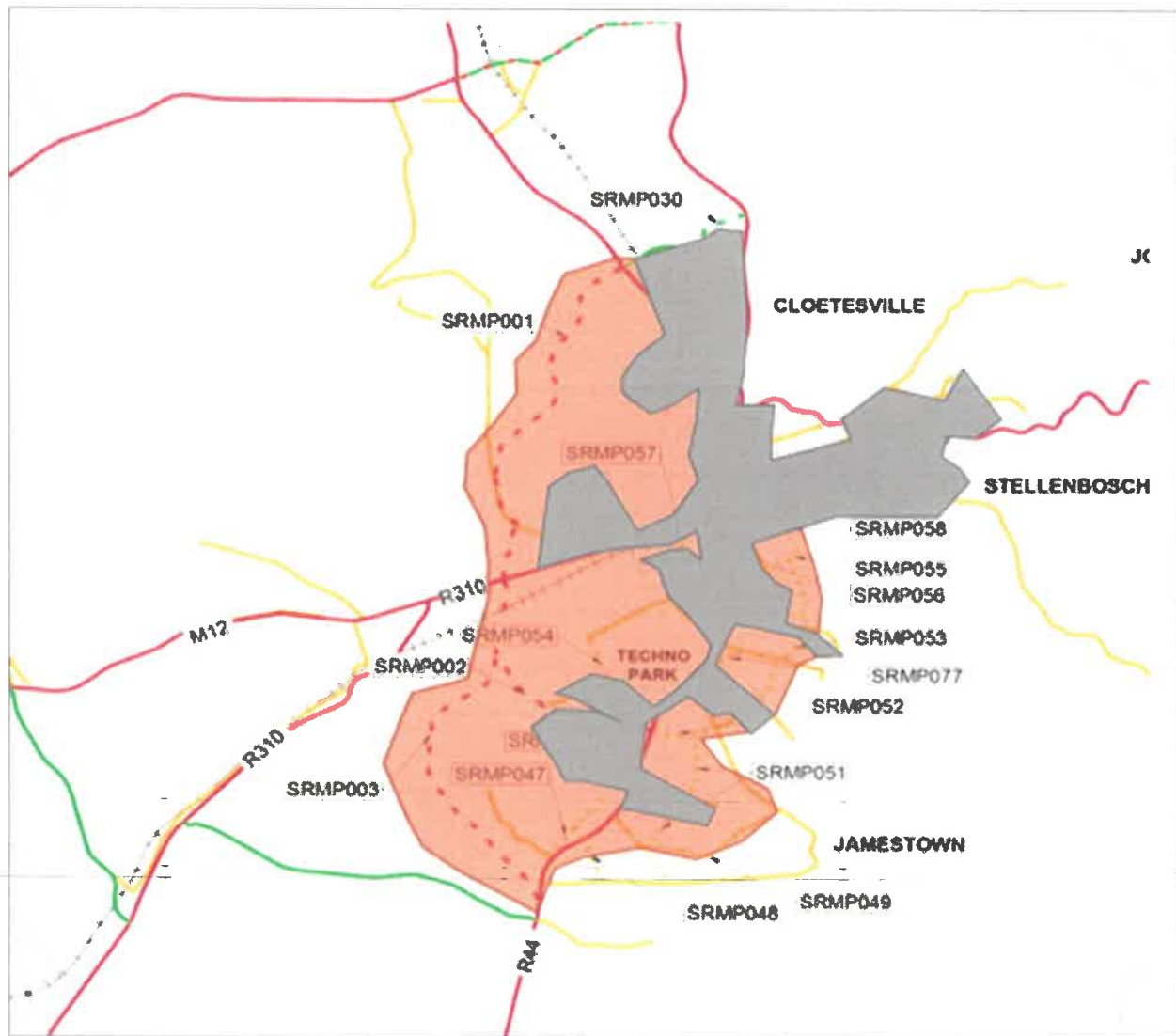
## Road Master Plan. Future Housing and Employment: Trend Scenario



Scenario within the RMP places major future employment into an area that does not align with, and hence conflicts with, the SDF.

### Note 8

#### Stellenbosch Town Built up Area and area under Development Threat if Road Development Plans Progress.



Risk of extensive future sprawl development if indications of major new road plans proceed.

## Note 9

### Extract: Integrated Development Plan 2017-2022 4th Review, May 2021

#### 4.15 Catalytic Initiatives. Adam Tas Corridor.

The most strategically located land in Stellenbosch town comprises large industrial spaces, including land previously occupied by Cape Sawmills and Distell facilities. A significant proportion of these have been vacated or will be vacated in the foreseeable future in response to changes in the operating context of manufacturing enterprises. Thoughtful redevelopment of these spaces – at scale – can contribute meaningfully to meeting existing challenges and mSDF objectives.

In simple terms, the concept is to launch a process of re-imagining and re-purposing the land around the Adam Tas Road within the Stellenbosch town to enable maximum potential of this space. This will entail the redevelopment of the Adam Tas Corridor which includes, the area stretching along the R310 and R44 along the foot of Papegaaiberg, from the dis-used Cape Sawmills site to the west of Kayamandi and Cloetesville along the north part of this corridor.

It forms the western edge to the town but is not well integrated with the rest of Stellenbosch, largely because of the barrier / severance effect of the R44 and the railway line. Much of the area was historically utilised for light industrial and manufacturing purposes. It includes the dis-used Sawmill site, the government owned Droë Dyke area, Distell's Adam Tas facility, Oude Libertas, various Remgro property assets, Bosman's Crossing, the rail station, Bergkelder complex, Van der Stel sports complex, the George Blake Road area, and parts of Kayamandi and Cloetesville. Under-utilised and dis-used land in the area measures more than 300ha.

Conceptually, a linear new district within Stellenbosch is envisaged adjacent to and straddling (in places) Adam Tas Road, the R44, and railway line. Overall, development should be residentially-led with a strong mixed use basis, high density and should favour non-motorised ("NMT") access to the centre of Stellenbosch Town. It is estimated that Adam Tas Corridor through a preliminary development conceptual framework that the ATC will produce approximately 3 million square metres of bulk within a 293ha area, with 69% earmarked for residential usage.

A central movement system (with an emphasis on public transport and NMT) forms the spine of the area and is linked to adjacent districts south and west of the corridor. The corridor retains west-east and north-south vehicular movement (both destined for Stellenbosch town and through movement) as well as the rail line. Remote parking facilities will enable ease of access within the corridor concept, with passengers transferring via public transport, cycling and walking to reach destinations within the town of Stellenbosch.