



CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

TRAFFIC CALMING POLICY

(POLICY NUMBER 72924)

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Definitions and Abbreviations

Definitions

“City” means the City of Cape Town, a municipality established by the City of Cape Town Establishment Notice No. 479 of 22 September 2000, issued in terms of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998), or any structure or employee of the City acting in terms of delegated authority;

“Class 1 Principal Arterial” means an arterial road typically 20km or more in length that provides general overall mobility to the entire metropolitan area or to important economic centres within the metropolitan area.

“Class 2 Major Arterial” means an arterial road typically 10km or more in length that connects larger regions within the metropolitan area.

“Class 3 Minor Arterial” means an arterial road that connects smaller districts within the metropolitan area and connects Class 2 Major Arterials with Class 4 Local Collectors.

“Class 4 Collector Street” means a street with the main purpose of collecting and distributing traffic between local streets and the arterial road system. For the purposes of this policy, a Class 4 Collector Street is a collector street within a residential area, referred to as a Class 4b Residential Collector Street in the South African Road Classification and Access Management Manual (COTO, August 2012);

“Class 5 Local Street” means a street with the main purpose of providing access to individual properties. For the purposes of this policy, a Class 5 Local Street is a local street within a residential area, referred to as a Class 5b Residential Local Street in the south African Road Classification and Access Management Manual (COTO, August 2012), but may also be a Class 5a Commercial Local Street (COTO, 2012) if substantial numbers of pedestrians commonly use the street;

“Council” means the Municipal Council of the City;

“Councillor” means a member of the Council;

“pavement engineering” means the design and maintenance of the surface and foundation layers of any part of a roadway;

“public facilities” includes primary healthcare facilities (serving high volumes of patients), libraries, community centres, sports and recreation facilities, swimming pools, public parks, beaches, children’s homes, communal or assisted living facilities, places of worship, tertiary education institutions, taxi ranks, public transport interchanges (PTIs), railway stations, pedestrian crossings over railway lines and

established informal community gathering spaces (serving significant numbers of people);

“public park” means—

(a) any botanical or other garden, playground, zoned public open space managed by the Department of City Parks in the City, or a park owned or leased by the City, including any portion thereof and any facility or apparatus therein or thereon, but excluding any public road or street; and

(b) any botanical, other garden or playground which is lawfully controlled and managed in terms of an agreement by a person other than the Council;

“Road Safety Strategy” means the Road Safety Strategy for the City, including any subsequent updates thereto.

“road user” means any person making use of any part of a roadway;

“school” means a primary and a secondary educational facility registered with the Western Cape Department of Education or an Early Childhood Development Centre approved by the City;

“vulnerable road user” means any person using or near the roadway who lacks the physical protection of an enclosed motor vehicle and is therefore at higher risk of serious injury in a crash.

Abbreviations

CITP –	Comprehensive Integrated Transport Plan 2023-2027
FSIs -	Fatal & Serious Injuries
HS -	Human Settlement Directorate of the City of Cape Town
PTI -	Public Transport Interchanges
SC -	Sub-council/s of the City of Cape Town
UM -	Urban Mobility Directorate of the City of Cape Town
WCG -	Western Cape Government

1 Problem Statement

(1) The current approach to traffic calming is the following:

- (a) Traffic calming is the practice of placing physical measures in a road to control or influence the speeds at which motorists travel. The measures most often used are speed humps, raised pedestrian crossings, raised intersections and mini traffic circles. A change in the vertical or horizontal path of the vehicle regulates the maximum speed at which the vehicle can travel over the calming measure and hence along a length of road on which the measure is employed. Legislated road markings, surfacing and road narrowing are sometimes used as a soft form of traffic calming in that they do not compel a driver to slow down but attempt rather to subconsciously influence the driver's behaviour. Measures can be implemented proactively when a road is designed and constructed, or reactively on existing roads.
- (b) The problem of excessive vehicle speeds arises as a result of choices made by drivers that do not necessarily account for their impact on other road users, or occupants of properties abutting the road. Physical traffic calming is one method to increase safety where a choice of excessive speed leads to a critical safety problem. Other methods of influencing behaviour, such as education and enforcement, are equally important since compulsion through physical interventions within the road network alone is not sustainable.
- (c) Deterioration of driver discipline has led to increasing calls from residents for the implementation of traffic calming measures. The City's Urban Mobility Directorate receives an average of nine hundred requests to implement traffic calming measures per annum. For more than 20 years, local government in the Cape Town metropolitan area has seen the need for a traffic calming policy to determine which requests for calming measures should be acceded to and which should not.
- (d) The City's Traffic Calming Policy of 28 January 2016 (C26/01/16) provides for automatic approval of traffic calming measures on residential roads adjacent to public facilities and approval of measures on other residential roads, subject to the satisfaction of certain criteria, indicating a high potential for conflict between road users. Each and every request received from the public must be investigated by the Urban Mobility Directorate. This policy focussed efforts around traffic calming considerably so as to address the mismatch between the backlog of approved projects and the available resources to effect these projects. The policy provided for a primary focus on schools, setting a target of a

minimum of 50 schools receiving traffic calming interventions per annum, with the intention that public facilities will be prioritised thereafter.

- (e) Although the policy provided for approval of calming at all public facilities, it aimed to focus the resources of the Urban Mobility Directorate on calming at schools. The human and financial resources available within UM to investigate and report on traffic calming requests remain inadequate to address the number of requests received. A backlog of requests has existed for several years, and it is often many months before a case can be investigated. It has become evident that the policy provision focussing UM on schools has not had the intended effect of reducing the resources expended on traffic calming and releasing these resources to address safety problems on the arterial road network.

(2) Sustainability of the current approach

- (a) One of the aims of the City's Comprehensive Integrated Transport Plan (CITP) is the prevention of death and injury to road users. The City's Road Safety Strategy promotes the Safe Systems approach which defines how the road transport system must be designed, managed, and operated to achieve this outcome. It is recognised internationally as the overarching framework for road safety improvement and has been adopted as global best practice for reducing road trauma.

An overwhelming majority of deaths and injuries occur on the major road network consisting of national, regional and main roads. Analysis of crashes and injuries from 2011 to 2021 shows that 71 percent of 127 879 crashes occurred on these roads over this 10-year period. Furthermore, 74 percent of deaths and 71 percent of all non-fatal injuries were recorded on these higher-order roads. The remainder of crashes, deaths and injuries occurred on collector and residential streets. Pedestrians made up 63% of total road fatalities for the period January 2017 to December 2022.

The greatest potential for saving lives and preventing injuries in the City lies in the treatment of hazardous locations on the major road network. Resources are best directed to those activities that will alter a proven and serious crash history and lead to fewer deaths and injuries in the future.

- (b) Due to the plethora of traffic calming submissions for residential roads there had been numerous assessments undertaken and projects approved via the pre-January 2016 version of the policy. As at December 2015, the waiting list for implementation of projects had exceeded 500 sites with an estimated cost of R30 million – a capital allocation that had not materialized. There

was therefore a need to collectively assess the 500 projects in terms of priority and relevancy criteria and then to deal with that prioritised backlog. Since January 2016, the original 500 site backlog has been systematically addressed and reduced to only 9 sites as at January 2025. However, since the January 2016 revision of the policy was introduced, a further backlog of 377 sites has developed, at an estimated cost of R39million (as at 28 January 2025). Responding to these submissions draws heavily on the limited financial (approx. R8mil pa) and engineering staff resources of the City's Urban Mobility directorate.

- (c) It is important that the City adopts a strategic approach to road safety, which is evidence-based and targeted at the sections of the road network which pose the highest risk for potential death and injury of road users, with particular attention on the safety of pedestrians. In addition to the need for balance between engineering, education and enforcement interventions, the City's approach to road safety must enable an appropriate balance in the allocation of engineering resources to preventing deaths and serious injuries on the major road network in response to road incident statistics.
- (d) Limitations of the January 2016 version of the policy meant that certain exceptional circumstances involving high volumes of vulnerable road users could not easily be addressed. It must be acknowledged that the living and public environments in the broader city can differ vastly. For example, low-cost, high-density informal residential sectors typically do not have off-street private gardens for children to play in. In those circumstances, the road reserve often becomes a shared space for pedestrians and vehicles alike. This latest policy update strives to allow City officials greater flexibility to consider these environmental differences, without compromising the broader policy context, in order to react accordingly.

2 Desired Outcomes

- (1) The desired outcome of this policy is a sustainable programme for the provision of traffic calming measures that:
 - (a) is aligned to the City of Cape Town's Road Safety Strategy;
 - (b) reduces speed to protect the most vulnerable road users where they occur in the largest numbers;

- (c) leads to the allocation of resources to achieve the greatest reduction in injury and death;
 - (d) supports the development of public spaces in the City;
 - (e) considers roadways as a public asset for use by all road users;
 - (f) is responsive to critical road safety problems that arise from time to time on residential roads; and
 - (g) facilitates the elimination of the backlog of approved projects within a reasonable period of time.
- (2) Traffic calming measures should first and foremost be provided to protect the most vulnerable road users where they occur in the largest numbers, and where no existing traffic calming measures are in place. This typically occurs at public facilities, and more so at schools. The roads adjacent to and leading to schools should therefore be the primary focus of the UM traffic calming programme. Implementation of this Policy will continue to ensure a systematic approach to the treatment of all schools within the metropolitan area. While UM will implement traffic calming measures at schools within its available resources and budget, the WCG should be strongly encouraged to implement calming measures at all new schools as an integral part of the development of school properties. Beyond schools, the WCG should consider traffic calming measures as part of all new public facilities, including but not limited to primary healthcare facilities, hospitals and communal or assisted living facilities. Note that calming can also be considered at Early Childhood Development Centres with 35 or more learners, provided they have been approved by the City;
- (3) Provision should be made for ward councillors to identify, motivate and fund the implementation of traffic calming measures in response to a proven history of crashes on a road, or a recent and very serious incident that demands immediate intervention.
- (4) Calming measures should form part of the development plans of all new public facilities implemented by the City of Cape Town and may also be implemented at existing public facilities by the relevant City departments.
- (5) Provision should also be made for private persons or organisations to apply for traffic calming measures on public roads at their own cost, subject to the provisions of this Policy.

3 Strategic Intent

- (1) This Policy aligns with the City's objective of Safe and Quality Roads. Traffic calming measures on minor residential streets serve to reduce the risk of death or injury of vulnerable road users, particularly where these measures are implemented at public facilities at which large numbers of pedestrians are found. Implementation of this policy, together with educational campaigns and effective traffic law enforcement, demonstrates the care that the City of Cape Town holds for the wellbeing of its citizens on the road network.
- (2) The Policy is also aligned with the City of Cape Town Road Safety Strategy. The strategy envisions a road system on which people feel safe and are safe and incorporates seven goals to improve road safety. One of these goals is Safe Road Infrastructure which is to be achieved through systematic road safety auditing, elimination of known hazardous locations on the road network and the pro-active implementation of traffic calming measures to protect the most vulnerable of road users, namely school learners. The road safety strategy therefore focussed the implementation of traffic calming by the City of Cape Town primarily on schools. This policy continues to give expression to the primary focus of the City's traffic calming programme while still providing for calming at other public facilities and hazardous locations.

4 Policy Parameters

- (1) This Policy will govern the implementation of traffic calming measures on public roads within the City.
- (2) The policy directives will determine the scope of UM's traffic calming programme going forward and make provision for the implementation of traffic calming measures by others.
- (3) Policy directives relating to the funding of traffic calming measures by the City are also specified.

5 Role Players and Stakeholders

- (1) Council — The Council approves policy, monitors its implementation and makes financial decisions which affect implementation of the policy.
- (2) Councillors and sub-councils of the City — Councillors play key roles in communicating the policy to the public and identifying needs for road safety

interventions within communities. Both Councillors and sub-councils will be afforded the opportunity to comment on traffic calming interventions within their respective wards.

- (3) The City's Urban Mobility Directorate — The Urban Mobility Directorate takes the lead in road safety planning and implementation within the City and will be responsible for implementing this policy. The Directorate must ensure that new development applications consider impacts of developments on vulnerable road users and make recommendations on the potential need for traffic calming measures.
- (4) The City's Human Settlements (HS) Directorate — The Directorate shall design new township developments that are sensitive to vulnerable road users and shall include traffic calming measures on class 4 Collector Streets specifically around planned or existing public facilities (in accordance with clauses 7.1e) & 7.1f) of this policy).
- (5) The City's Community Services & Health Directorate — The Directorate shall design new facilities that are sensitive to vulnerable road users and shall support the traffic calming programme by constructing traffic calming measures as integral part of the development of new public facilities, or as part of upgrades to existing public facilities.
- (6) The City's Spatial Planning and Environment Directorate — The Directorate when considering land use process applications, shall ensure that layouts for new developments are planned in such a way that the need for traffic calming is minimised, and where necessary, integrated into planning, in accordance with this policy and any guidelines that UM may issue in this regard.
- (7) The City's Energy Directorate is encouraged to collaborate with UM with a view to coordinating the provision of street lighting with UM's Traffic Calming programme, in order to jointly provide safer routes to schools and other public facilities.
- (8) The City's Traffic Services is encouraged to collaborate with UM in order to align their policies and enforcement interventions with this policy (viz enforcement on class 1, 2 and 3 routes which, per clause 7(1)b), do not meet the criteria stipulated by this policy) and to bolster any awareness campaigns via educational and enforcement interventions.
- (9) The City's Coastal Management Department of the Environmental Management Directorate shall design new or upgrade existing facilities such that they are sensitive to vulnerable road users and shall support the traffic calming programme by constructing traffic calming measures as integral parts

of the development of new facilities, or as part of upgrades to existing public facilities.

- (10) The City's Public Participation Unit shall assist with awareness campaigns and with informing public of planned interventions in terms of this policy.
- (11) Western Cape Government: Education and Infrastructure Departments – These Departments of the Western Cape Government are primary stakeholders in the traffic calming programme and should support the programme by constructing traffic calming measures as an integral part of the development of new schools and other public facilities.
- (12) School management and governing bodies - The management teams and governing bodies of schools are primary stakeholders in the traffic calming programme.
- (13) Civil society organisations - Civil society organisations may partner with the City of Cape Town to promote road safety.
- (14) Private or Public property developers - Property developers may be required to implement traffic calming measures where the development is a new school or public facility.
- (15) Private or other parties - Private or other parties will benefit from the traffic calming programme and may themselves wish to fund the implementation of calming measures at locations described in clause 7(5) below.

6 Regulatory Context

- (1) One of the objectives of local government listed in Section 152 of the Constitution of South Africa (Act 108 of 1996) is to promote a safe and healthy environment. In terms of Section 156 of the Constitution, a municipality has executive authority in respect of, and has the right to administer the local government matters including municipal public transport, municipal roads, traffic and parking. Section 151 of the Constitution grants a municipality the right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation.
- (2) Section 11(c)(xiii) of the National Land Transport Act (Act 5 of 2009) stipulates that the municipal sphere of government is responsible for, inter alia, developing land transport policy and strategy and promoting safety and

security in public transport. In the broader sense, public transport should be seen to include the use of municipal roads by members of the public.

- (3) This policy also considers the impact of our Courts on the development of the duties and obligations of Local Government entities. There is no inherent right to require the City to implement traffic calming measures even where measures have been approved in terms of this Policy. Each instance must be judged on its own merits, considering the principles of lawful, reasonable and procedurally fair administrative action.

7 Traffic Calming Policy Directives

- (1) Policy directives on the **location** of traffic calming measures in the City are as follows:
 - (a) In a balanced road safety system, implementation of physical traffic calming measures is limited to Class 4 Collector Streets and Class 5 Local Streets within residential areas.
 - (b) On Minor Arterials (Class 3), Major Arterials (Class 2) and Principal Arterials (Class 1), which have the primary functions of mobility at reasonable speeds, the appropriate means to regulate drivers' speeds is effective law enforcement. Physical traffic calming measures will not be used to control or influence speed on these roads.
 - (c) Traffic calming measures may, subject to the other policy directives below, be implemented on a Class 5 Local Street in a residential area in the **vicinity of public facilities and schools**. Measures may take the form of a series of appropriately spaced speed humps or a combination of speed humps and raised pedestrian crossings, raised intersections, mini-circles or other calming measures that satisfy the requirements of clause 7(2) below.
 - (d) Traffic calming measures may, subject to the other policy directives below, be implemented on a Class 5 Local Street **in a commercial area** that carries low volumes of vehicular traffic and is used or crossed by large numbers of vulnerable road users. Measures may take the form of a series of appropriately spaced speed humps or a combination of speed humps and raised pedestrian crossings, raised intersections, mini-circles or other calming measures that satisfy the requirements of clause 7(2) below.

- (e) Traffic calming measures may, subject to the other policy directives below, be implemented at intersections or locations where significant numbers of vulnerable road users cross a Class 4 Collector Street in a residential area in the vicinity of public facilities.
- (f) Traffic calming measures may not be implemented at locations on a Class 4 Collector Street other than those specified in Clause 7(1)(e) above – except in situations described in Clause 7(1)(h)(ii) below.
- (g) Policy Exceptions, applicable to clauses 7(1) a) & b) above - Speed management in highly pedestrianised zones:
 Where a class 2 or 3 route passes through a highly pedestrianised zone, with high volumes of pedestrians crossing the roadway, which coincide with high traffic volumes, and where the posted speed limit is less than 60km/h, consideration can be given to providing raised tables or raised intersections. These measures shall however be designed such that travel at the posted speed limit is still possible. Examples of this could include busy beachfront routes with posted speed limits of 50km/h or lower. The purpose would be speed management which would only be permitted at intersections, or midblock locations with strong pedestrian desire lines.
- (h) Temporary Policy Deviations, applicable to clauses 7(1) a), b) & f) above - Speed management in highly pedestrianised zones:
 - i. Where, by virtue of traffic and pedestrian volumes and abutting land uses, classified higher-order routes are not currently performing the intended mobility function, traffic calming measures may be temporarily installed on Class 2 & 3 Arterials. Such calming measures shall however be promptly removed once the route in question commences functioning in accordance with its original higher-order classification.
 - ii. Where, by virtue of abutting land uses, significant numbers of vulnerable road users are encountered along a Class 4 Collector Street in a residential area, leading to unacceptably high levels of conflict, traffic calming measures may be temporarily installed at locations other than those described in clause 7(1)(e) above. Such calming measures shall however be promptly removed once the conflict between vehicles and vulnerable road users is reduced to an acceptable level.

(2) Policy directives on the **nature** of traffic calming measures in the City are as follows:

- (a) Only those measures that are reasonably considered safe and are technically feasible and affordable may be used.
- (b) Determination of the technical feasibility of calming measures shall include consideration of the feasibility of installing specific measures at a given location as well as general matters such as compliance with standards, pavement engineering, reasonable operating speed and the lifecycle cost of measures.
- (c) UM may issue guidelines as to the nature and design specifications of any traffic calming measures deemed acceptable for use within public roadways.
- (d) Calming measures must not constitute a hazard to any road user and shall be optimised for use by the differently abled.
- (e) Traffic calming measures impact negatively on the comfort of public transport users and can even lead to minor injuries to persons in public transport vehicles. It is, however, acknowledged that conflict often occurs between vulnerable road users and vehicles on public transport routes. Calming measures implemented on such routes should therefore be designed to minimize the impact on public transport users.

(3) Policy directives on **the Urban Mobility Directorate's** traffic calming programme are as follows:

- (a) Requests for Traffic calming requests will be evaluated in accordance with the provisions of this policy and recommendations formulated. SC and the applicants will be advised of the recommendations accordingly.
- (b) UM will make use of both proactive and reactive responses to traffic calming:
 - (i) Proactive—
 - i. The City will strongly encourage that the development of Class 4 and 5 roads should be designed to encourage traffic speeds appropriate to the specific needs of that link, paying particular attention to schools and other public facilities;
 - ii. UM will focus its investigative and design resources and its capital budget firstly on providing calming measures at schools;

- iii. UM will implement traffic calming measures at 60 schools per financial year, subject to available funding; and

(ii) Reactive—

- (a) UM will further implement as many projects as possible from the list of approved projects at the date that this Policy is approved by Council, subject to available funding.
- (b) Prioritization of approved projects shall consider, inter alia, the proximity of projects to public facilities and the severity of the current safety situation at the project locations.

(4) Policy directives on the **identification of traffic calming projects by ward councillors**

- (a) Ward councillors may identify and motivate the implementation of traffic calming measures at any point on a Class 5 Local Street and at intersections or other locations where significant numbers of vulnerable road users cross a Class 4 Collector Street, for submission as part of ward allocation plans, to be considered annually by sub-councils.
- (b) Ward Councillors must motivate such traffic calming measures by demonstrating a proven crash history on the road in question or by identifying a recent and very serious incident on the road that demands immediate intervention and which can reasonably be prevented by traffic calming measures.

(5) Policy directives on the **implementation of traffic calming measures by private or other parties**

- (a) It is acknowledged that significant numbers of vulnerable road users move to and from public facilities other than schools. Private individuals, companies or organisations may fund the investigation, design and implementation of calming measures at public facilities, subject to all other provisions of this policy.
- (b) Where new schools are developed or old schools reconstructed on land on which all necessary development rights exist, the Western Cape Government should be sensitive to and include traffic calming measures to ensure the safety of vulnerable road users.

- (c) Where new schools are constructed on land on which an application for development rights is required, appropriate conditions should be placed on the approval of the rights to ensure the provision of traffic calming measures, subject to all other requirements of this policy.
- (d) The developers of new public facilities shall install traffic calming measures to the satisfaction of UM as an integral part of the development plan for the facility subject to all other provisions of this policy. Where development rights are sought in order to permit the development, appropriate conditions shall be placed on the approval of these rights.
- (e) The private or other parties referred to in clause 7(5)(a) above, may fund the investigation, design and implementation of calming measures at locations with a proven crash history on the road in question, or by identifying a recent and very serious incident on the road that demands immediate intervention and which can reasonably be prevented by traffic calming measures, subject to all other provisions of this policy.

(6) Policy directives on **public consultation**

- (a) Ward Councillors and sub-councils shall be informed of UM's intention to implement traffic calming measures within their respective areas and be afforded the opportunity to comment on the proposed measures.
- (b) Owners of property adjacent to a road segment on which calming measures are proposed to be implemented, and deemed reasonably likely to be affected thereby, shall be informed of the proposals and be afforded the opportunity to comment.
- (c) Broader area-specific consultation will be conducted in accordance with the "Standard Operating Procedures for the management and administration of Public Participation by the City of Cape Town", as updated from time to time.

(7) Policy directives on the **funding of traffic calming measures by the City**

- (a) UM shall include an appropriate amount in its annual budget submission to implement traffic calming measures at 60 schools per financial year.
- (b) Additionally, UM shall include an appropriate amount in its annual budget submission to implement 20 projects per annum from the list of approved projects at the date that this Policy is approved by Council.

- (c) Ward Councillors identifying and motivating traffic calming projects that are not funded under clause 7(7)(a) or (b) above shall reserve ward allocation funding for the implementation of such projects once an investigation by UM indicates that calming could be supported.
- (d) Other directorates of the City required to implement traffic calming measures at a public facility that are not funded under clause 7(7)(a) or (b) above shall provide funding to investigate, design and implement such traffic calming measures.
- (e) Private or other parties may fund the detailed design and implementation of traffic calming measures at locations identified in terms of clause 7(5) above – subject to all other provisions of this policy.

8 General Provisions

The following general provisions are made to facilitate the implementation of this policy:

- (a) UM shall develop acceptable design standards for traffic calming measures on public transport routes.
- (b) UM shall develop a prioritised programme for implementation of traffic calming measures at schools and selected routes to schools.
- (c) UM shall develop a prioritised programme for implementation of approved projects at the time of approval of this policy, taking into account the proximity of the project to public facilities as well as the severity of the current safety situation on the road.
- (d) UM shall establish guidelines / procedures to guide private parties wishing to obtain approval for and implement traffic calming measures in terms of clause 7(5) above.
- (e) UM shall keep a database of traffic calming measures, in order to record maintenance needs and activities.

9 Implementation

This policy shall take effect from the date of approval thereof.

10 Monitoring, Evaluation and Review

It is intended that the policy be reviewed every eight (8) years, or as required, based on any changes in legislation or in response to operational requirements.