



**CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD**

Investigation into Options for Improved Access to The Flower Sellers in Adderley Street

**Integrated Transport Planning Branch
Transport Directorate**

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1. Problem Statement

The Adderley Street flower sellers trading in Trafalgar Street to passing pedestrians and traffic in Adderley Street are iconic to the Cape Town CBD. However, during the past few years concern has been raised regarding the decline in the daily business conducted by the flower sellers. There is a perception that the implementation of the Adderley Street cycle lane has contributed to this decline in business.

The Adderley Street cycle lane was implemented as part of the NMT improvements in the Cape Town CBD in preparation for the 2010 FIFA World Cup. The cycle lane is bi-directional and forms part of a planned cycle network linking the Cape Town CBD with the surrounding residential areas.

During an online meeting held on Friday 7 May 2021 and attended by Alderman Matthew Kempthorne (Sub-Council Chairperson), Cllr Ian McMahon (Ward Councillor), Gershwin Fouldien (Sub-Council Manager), Leigh Stolworthy (Manager Integrated Transport Planning Branch) and Teuns Kok (Universal Access & NMT Section) concerns were raised regarding the impact of the Adderley Street cycle lane on the flower sellers. Cllr McMahon raised the need for parking in close proximity to the flower sellers and the potential utilisation of the cycle lane as a parking lane. The meeting concluded with a decision that the different options identified during the meeting would be investigated, a site visit would be undertaken attended by the Councillors and officials and a final report compiled. The site visit took place on Tuesday 13 July 2021.

2. Purpose of the Investigation

The purpose of the investigation is to identify and evaluate interventions that will improve accessibility from Adderley Street to the flower sellers trading in Trafalgar Street and fronting onto Adderley Street.

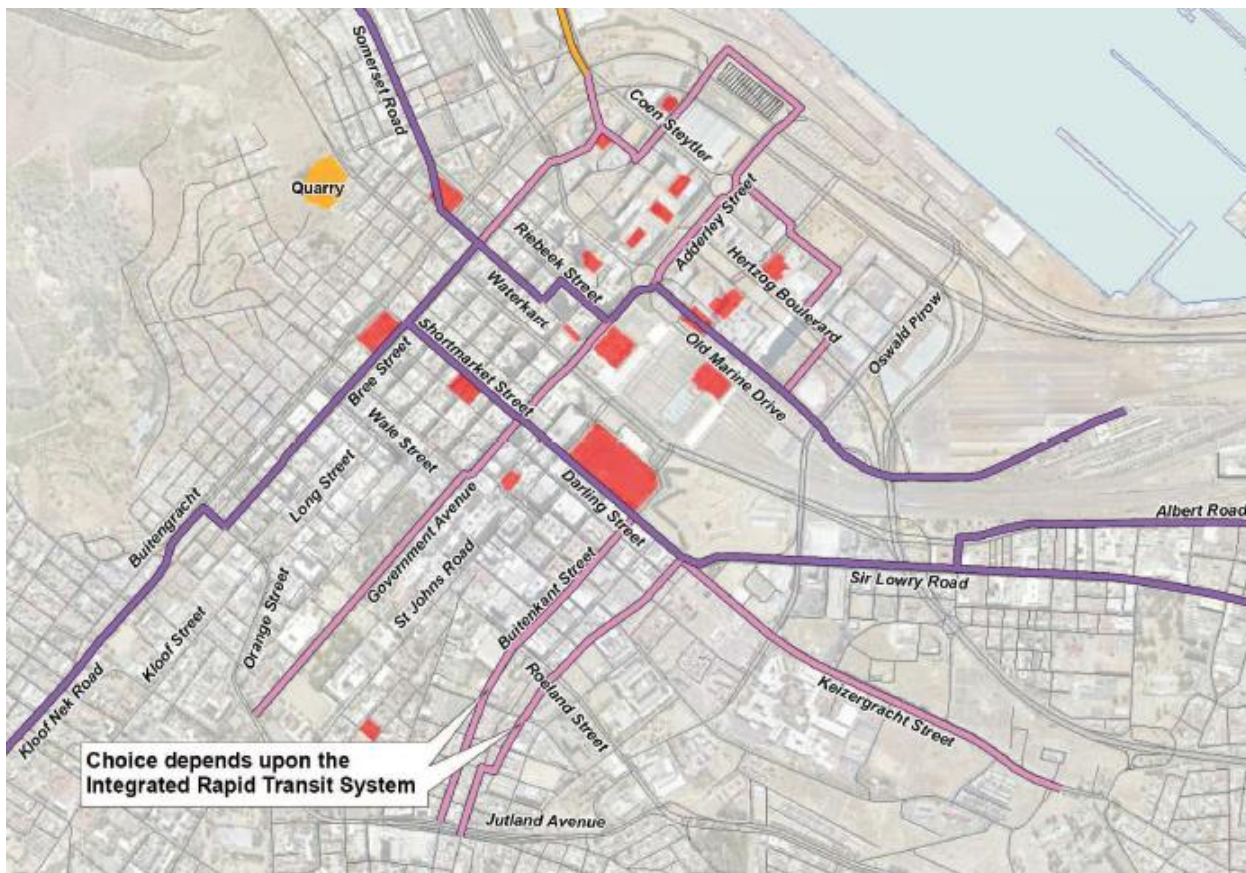
3. Background

3.1 Implementation of the Adderley Street Cycle Lane

The Adderley Street cycle lane was implemented as part of pedestrian and cycling improvements implemented in the Cape Town CBD in preparation of the 2010 FIFA World Cup. These NMT improvements were set as a condition of the rezoning approval that enabled the construction of the Cape Town Stadium.

The cycle lane along Adderley Street was proposed in the Draft Transport Plan for the Central Area of the Inner City of Cape Town, 2008 (see the extract from the Plan below). It was envisaged that a dedicated cycle lane along Adderley Street and Government Avenue would provide a direct link between the Cape Town CBD area and the residential areas of the City Bowl. The cycle route would be separated from traffic and encourage commuter cycling.

The possibility of utilising Government Avenue for cycling, has been investigated and found not to be feasible due to historic legislation prohibiting all vehicular use in the Company Gardens (including bicycles) and concerns raised by heritage practitioners.



Plan 3.1: Extract from the Central Area of the Inner City: Bicycle Routes

3.2 Public Awareness Campaign

A Public Awareness Campaign was undertaken while the planning for the cycle lane on Adderley Street was still at conceptual level. The City's Project Manager for the NMT improvements in the Cape Town CBD at the time, engaged with the flower sellers and small business fronting onto Adderley Street (e.g. Nando's) and informed them of the proposed cycle lane. To mediate the anticipated impact of the cycle lane, it was agreed with relevant stakeholders, including the flower sellers, prior to the implementation of the cycle lane, that a loading bay would be provided in Adderley Street opposite to where the flower sellers trade. The loading bay with a time restriction would enable clients to stop and purchase flowers.

3.3 Loading Bay and Signage with Time Restriction

A loading bay with the necessary road markings and signage was included in the planning, design and construction of the cycle lane. The loading bay accommodates 4 light delivery vehicles/ passenger vehicles and the signage restricts parking in the loading bay to 30 minutes to enable the turnover of vehicles. It has been reported that the signage with time restriction was vandalised repeatedly and intentionally (pole with signage removed) so that Traffic Services were unable to enforce the time restriction for the loading bay. Observations in the past reflected that the loading bay was regularly occupied by the same vehicles for extended periods of time.



Image 3.1: Signage at loading bay restricting the time and duration for parking to 30 minutes. Note the delivery vehicle blocking the traffic lane due to non-delivery vehicles occupying the loading bay and the official from Traffic Services on site.

3.4 External Factors that Reduced Pedestrian Movement in Adderley Street

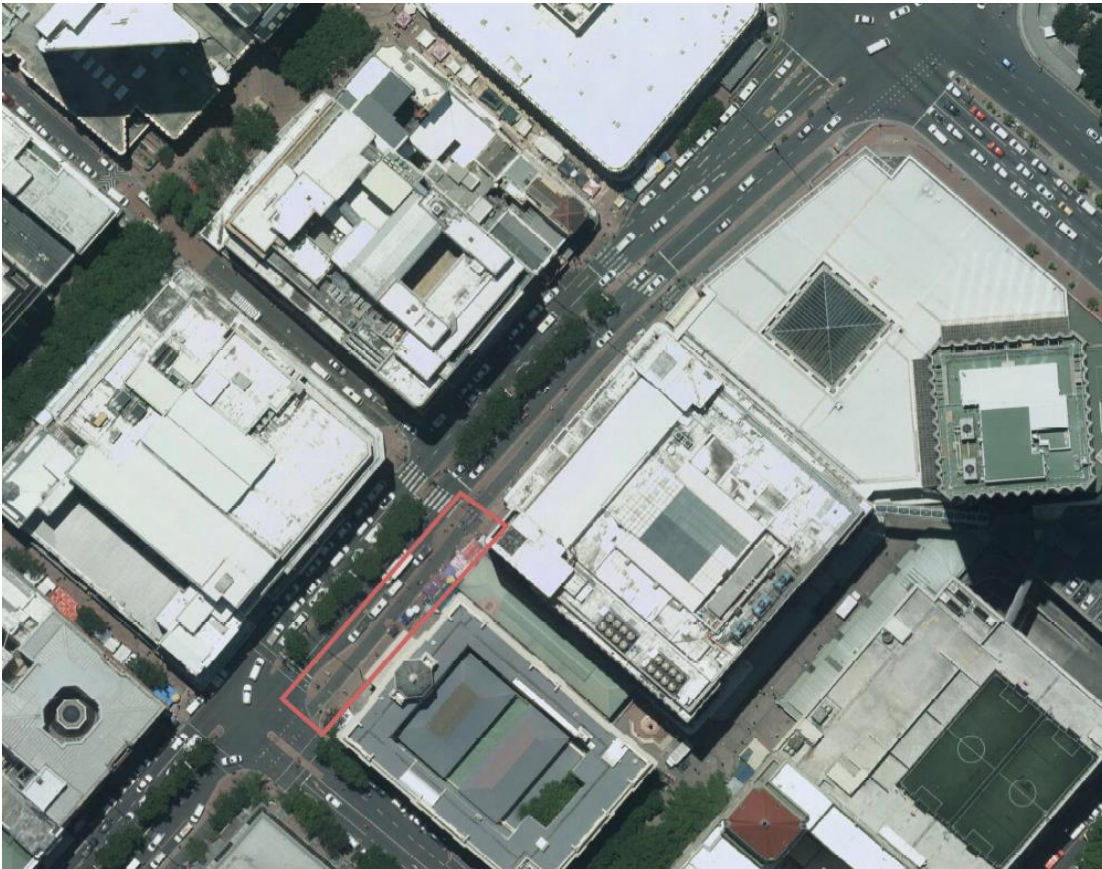
A number of external factors have occurred over time, which significantly reduced the pedestrian movement (foot traffic) in Adderley Street that moves past the flower sellers:

- The Golden Arrow Bus Services terminus was relocated to Strand Street. Historically, the area from the Adderley Str/ Strand Str intersection to the Adderley Str/ Darling Str intersection (the area in front of the Golden Acre and Standard Bank Building) was used as a terminus by Golden Arrow Bus Services (it was not available as on-street parking historically).
- The Standard Bank Building closed as a banking facility.
- The Cape Town Post Office no longer frequently visited by the public for postal services e.g. sending and collection of letters and parcels.
- Fresh flowers can now be bought at multiple retail outlets across the City and in the Cape Town CBD competing directly with the flower sellers. Citizens who work in the CBD but live elsewhere may be more likely to purchase flowers closer to the destination of their work to home trip rather than transport flowers from the CBD.
- Covid19 and new working arrangements have had a significant impact on the demand for flowers, the hospitality industry (potential clients) and foot traffic in the Cape Town CBD.

4. Status Quo Assessment

4.1 Site Visit Conducted on Tuesday 11 May 2021

A site visit was conducted on Tuesday 11 May 2021 by an official from the City's Universal Access & Non-Motorised Transport (NMT) Section in Adderley Street with a focus on the area between Trafalgar Street and Darling Street. The site visit was undertaken from 10:00 to 13:00 to observe the status quo from late morning to midday in close proximity of the flower sellers. The focus area of the visit and observations is indicated in red on the map below.



Map 4.1: Area covered during site visit to Adderley Street on Tuesday 11 May 2021

The following observations were made during the site visit:

- A constant flow of pedestrians was observed walking along this section of Adderley Street.
- The cycle lane is used by pedestrians.
- The sidewalk and cycle lane is used as smoking area by employees from the call centre.
- No cyclists were observed utilising this portion of the cycle lane during the observation period. It is noted that this was outside of peak commuting periods.
- The full width of the sidewalk was utilised by the flower sellers and informal traders. See image below reflecting utilisation of the sidewalk by traders. The utilisation of the sidewalk by informal traders causes pedestrian congestion on the sidewalks resulting in pedestrians utilising the cycle lane.

- No parked vehicles were observed in the cycle lane.
- The loading bay measures approximately 27,5m in length and can accommodate four light delivery vehicles/ passenger vehicles.
- There was no turnover of vehicles parked in the loading bay for the duration of the site visit (3-hour period) even though the time is restricted to 30 minutes. The vehicles observed in the loading bay at the start of the site visit at 10:00 were the same at 13:00. See image below reflecting utilisation of the loading bay by LDV's.
- Passenger collection/ drop off by Uber occurs closer to the entrance of Golden Acre.

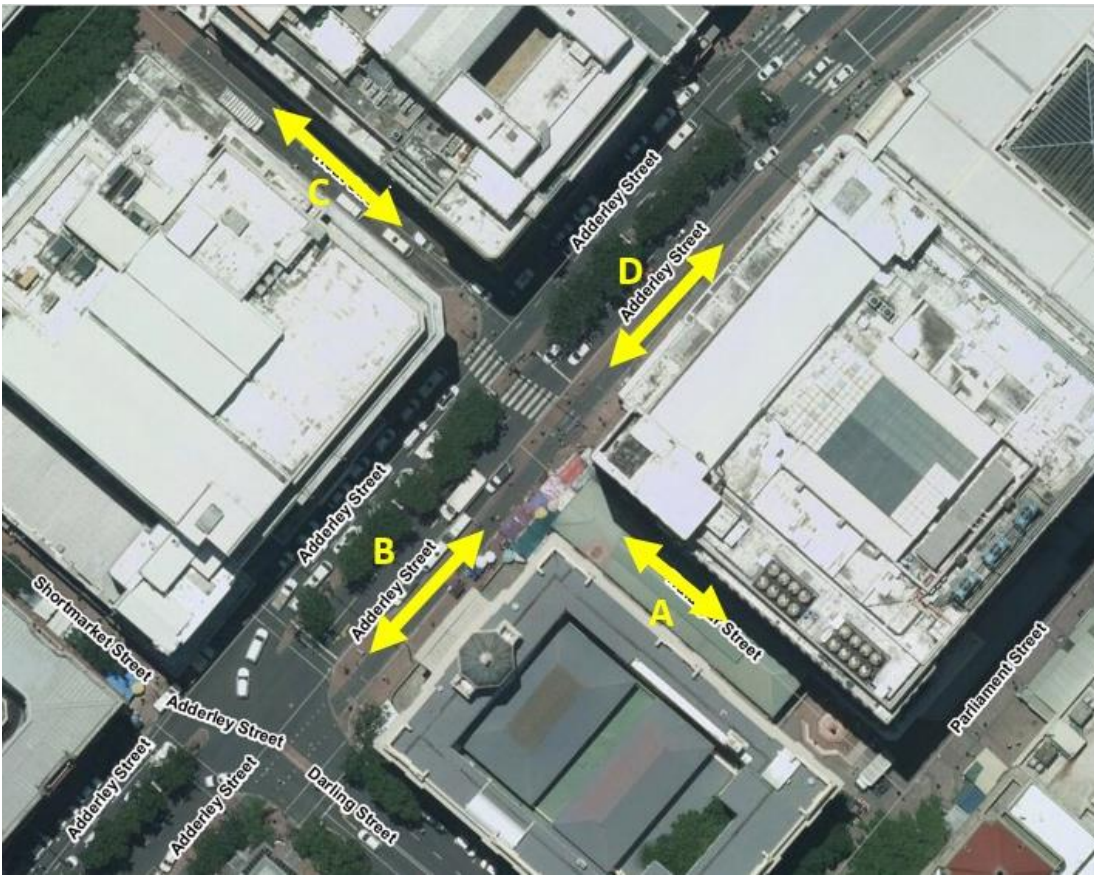


Image 4.1: Utilisation of the sidewalk and loading bay in front of the flower sellers, Adderley Street (photo taken on 11 May 2021 during site visit)

4.2 NMT Survey in Adderley Street on 2 June 2021

On Wednesday 2 June 2021, a survey of pedestrians and cyclists was undertaken in Adderley Street from 06:00 to 18:00. Movement counts were undertaken at 3 different locations, which included a location in front of the Standard Bank Building. The purpose of the survey was to collect current data on the number of cyclists who use the Adderley Street cycle lane and the number of pedestrians who make use of the sidewalk in front of the flower sellers. The NMT movements counted are reflected on the Map 4.2.

At the survey location in front of the Standard Bank Building (Location B on the Map 4.2), 26 cyclists and 9 332 pedestrians were counted over a 12hour period.



Map 4.2: Survey locations for the survey undertaken in Adderley Street on 2 June 2021

Table 4.1: Summary of NMT survey in Adderley Street on 2 June 2021

Survey Location	Cyclists	Pedestrians
Location A	6	5 683
Location B	26	9 332
Location C	18	5 340
Location D	20	10 449

Note: Survey locations B and D counted only the cyclists and pedestrians on the Golden Acre side of Adderley Street.

The survey location B reflects the number of pedestrians who passed the flower sellers and reflects very high number of pedestrians walking along Adderley Street between the Golden Acre and Darling Street. Considering the numbers of pedestrians who pass in front of the flower sellers, a safe pedestrian refuge area must be provided.

5. Options to Improve Access to the Flower Sellers

The following three Options to improve accessibility to the flower sellers, were identified and evaluated in the below Table 5.1:

Option 1: Reconfigure the loading bay in front of where the flower sellers trade by demarcating 2 parking bays with 15-minute time restriction that will be subject to management by the parking marshals. The remainder of the loading bay will be retained as a loading bay. Option 1 was developed with input from the relevant official from the Transport Planning and Network Management Department.

Option 2: Raise the level of the cycle lane in front of the flower sellers so that the surface is level with the sidewalk and kerb barrier that separates the cycle lane from the loading bay/ roadway. The cycle lane in front of the flower sellers will then be a shared space between pedestrians and cyclists.

Option 3: Reconfigure the design of the barrier between the cycle lane and roadway to allow vehicle access from Adderley Street into the cycle lane.

The relevant official dealing with traffic engineering and network management aspects in the Transport Planning and Network Management Department provided additional input into the assessment of the options described above.

Table 5.1: Evaluation of different options to improve access to the flower sellers

Option	Benefits	Challenges
Option 1: Reconfigure the loading bay by demarcating 2 parking bays with 15-minute time restriction that will be subject to managed parking by the parking marshals.	<ul style="list-style-type: none"> • Low cost intervention. • Enables turnover of vehicles. • Parking bays are managed through the system of managed parking and the parking marshals. 	<ul style="list-style-type: none"> • Design and remarking of the loading bay required. • Dependent on managed parking being operational and effective. • Dependent on enforcement by Traffic Services.
Option 2: Raise the level of the cycle lane in front of the flower sellers so that the surface is level with the sidewalk and kerb barrier.	<ul style="list-style-type: none"> • Improve access by the flower sellers to the loading bay and roadway. • Improve access for clients/ general motorist to the flower sellers from the roadway. 	<ul style="list-style-type: none"> • Design and construction of the level surface required. • Ponding of stormwater due to cross fall... • The flower sellers could extend their trading stalls further to occupy the area and obstructing pedestrian movement. • The integrity of the cycle lane will be compromised.
Option 3: Reconfigure the design of the barrier between the cycle lane and roadway to allow vehicle access from Adderley Street.	<ul style="list-style-type: none"> • Parking available closer to where the flower sellers trade. 	<ul style="list-style-type: none"> • The cycle lane will not be available for use by pedestrians. • The cycle lane will be obstructed by parked vehicles and cyclists will have to re-route. Re-routing of cyclists travelling in the direction of Strand Street will be a challenge. • Increased risk will arise to cyclists when attempting to steer past a parked vehicle with particular risk of opening of car doors. • Design and construction of the vehicle entrance required.

Option	Benefits	Challenges
		<ul style="list-style-type: none"> • Left turn from Adderley Street into the cycle/parking lane does not meet minimum transition length requirements. • Vehicles entering the cycle/parking lane to park will interfere with the operation of the pedestrian crossing on Adderley Street. • Increased risk to cyclists and pedestrians due to vehicles entering having to cross the cycle lane/ pedestrian desire line. • Left turn into Darling Street requires signal upgrade and signal and intersection reconfiguration. Left turn only possible from parking lane. • Insufficient width in cycle/parking lane to allow for passing vehicles. A parked vehicle will not be able to exit the lane unless there are no vehicles in front of it. • Efficient functioning of the parking lane dependent on short stops and enforcement. Evidence of the use of the existing loading bay indicate that this parking will likely be abused by long stay parkers rendering it dysfunctional for use by vehicular customers of the flower sellers.

6. Policy Perspective

There are a number of transport and specifically Non-Motorised Transport related policy and strategy perspectives and international trends which must be taken into consideration when considering proposals for the Adderley Street cycle lane.

The Cycling Strategy for the City of Cape Town was approved in 2017 and focuses on increasing the cycling modal share from 1% to 8% by 2030. The Vision for cycling is to make Cape Town the premier cycling city in South Africa where cycling is an accepted, accessible and popular mode of transport for all - residents and visitors alike. Six Key Focus Areas were identified which must be addressed to improve the modal share of commuter cycling: improve access to bicycles, improve the safety and security of cyclists, **provide and maintain cycling infrastructure**, improve data capturing and monitoring, facilitate stakeholder collaboration and improve communication and education.

Apart from the Cycling Strategy, which highlights the need for cycling infrastructure, commuter cycling is also supported through a number of City plans, strategies and programmes. This includes the following:

- Comprehensive Integrated Transport Plan (CITP)
- Integrated Public Transport Network Plan (IPTN) and IRT roll out programme

- Travel Demand Management Strategy (TDM)
- Non-Motorised Transport Strategy
- City-wide NMT Programme
- Congestion Alleviation Programme
- Proposed Interventions to Maintain Positive Travel Behaviour and Congestion Reduction Post Lockdown

The City has launched an initiative to change traffic flow in Queen Victoria Street to one direction only. The creation of a one-way street reduces traffic flow and conflict between vehicles and cyclists. Queen Victoria Street will therefore provide an important cycle route link between the Cape Town CBD and surrounding residential areas with an increase in commuter cycling.

The international trend in leading European, American and Australian cities, is to re-allocate road space in the inner city areas to public transport services (dedicated bus lanes/ Transit Malls), pedestrian movement (wide sidewalks) and dedicated cycle facilities (colourised cycle lanes). This supports sustainable transport and creates a human oriented environment and public realm. This is a key characteristic of vibrant and functional inner city environments worldwide.

In terms of the transport planning and policy perspective, the removal of the Adderley Street cycle lane, is not supported.

7. Conclusions

The following conclusions are relevant:

- A loading bay was included in the planning, design and construction of the Adderley Street cycle lane and was intended to provide short-term parking space for people who want to buy flowers from the flower sellers. However, the loading bay is occupied for long periods of time by the same vehicles and therefore not functioning as intended.
- The site visit undertaken on 11 May 2021 to Adderley Street, found that the flower sellers have extended their trading area and now occupy the full width of the sidewalk. The cycle lane provides a safe refuge area for pedestrians who need to pass in front of the flower sellers.
- The 12 hour survey undertaken on 2 June 2021 of the number of cyclists and pedestrians passing on the Golden Acre side of Adderley Street, reflects low number of cyclists (26) making use of the Adderley Street cycle lane but very high number of pedestrians (9 332) passing in front of the flower sellers.
- External factors have occurred over time, which have significantly reduced the pedestrian and cyclist movement (foot traffic) in Adderley Street. Furthermore, fresh flowers can now be bought at multiple retail outlets in the Cape Town CBD and across the City and the flower sellers are competing with other retailers who may be better located at the destination end of a commute trip.

- Option 2 to raise the cycle lane in front of the flower sellers so that it is level with the sidewalk and functions as a shared space for pedestrians and cyclists and Option 3 to provide a vehicle entrance to the cycle lane so that it functions as a parking lane will have significant negative impact on pedestrian and cycle movement.
- Option 3 to allow vehicle access from Adderley Street into the cycle lane for parking **is not supported from a Traffic Engineering and safety point of view** for the reasons set out in Table 5.1 on pages 7 and 8.
- Option 1 to implement demarcated and time restricted on-street parking in the loading bay may not be supported by the vehicle owners who utilize the loading bay for extended time periods but this is not considered to be a valid objection as this has never been allowed and detracts from the ability of potential customers to access the flower sellers by vehicle. The turnover of parked vehicles will be subject to the managed parking contract and parking marshals being operational and effective.
- The business challenges faced by the flower sellers may not be effectively addressed by reconfiguring the streetscape considering multiple other business related factors.

8. Recommendations

It is recommended that the Option 1 be implemented for the following reasons: the reconfiguration of the loading bay to include two on-street parking bays require minimal intervention, will retain half of the loading bay for loading purposes, retains the cycle lane into the long term, provides a safe refuge area for the pedestrians who walk past the flower sellers and the management of the on-street parking will be via the managed parking contract.

Should additional on-street parking be required to enable access to the flower sellers, the parking in Darling Street can be limited to a maximum stay of 30 minutes.
