CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

POLICY

UNIVERSAL ACCESS POLICY FOR TRANSPORT FOR CAPE TOWN (POLICY NUMBER 17958)

APPROVED BY COUNCIL : 29 MAY 2014
C38/05/14

(Previous Footways Implementation Policy adopted by Council on 28 May 2008 vide item C12/05/08 has been repealed)

Universal Access Policy for The City of Cape Town

Policy number 17958

Approved by Council on
29 May 2014
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TCT
TRANSPORT FOR CAPE TOWN

The City of Cape Town's Transport Authority

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Abbreviations and definitions

BRT	Bus Rapid Transit
CCT	City of Cape Town
DoT	National Department of Transport
GABS	Golden Arrow Bus Services
IDP	Integrated Development Plan
IPC	Integrated Planning Committee
IPTN	Integrated Public Transport Network
IRPTN	Integrated Rapid Public Transport Networks
IRT	Integrated Rapid Transit
ITP	Integrated Transport Plan
NATMAP	National Transport Master Plan
NLTA	National Land Transport Act (Act 5 of 2009)
NLTSF	National Land Transport Strategic Framework
MBT	Mini-Bus Taxis
NMT	Non-Motorised Transport
PLTF	Provincial Land Transport Framework
PMT	Project Management Team
PRASA	Passenger Rail Agency of South Africa
PSDF	Provincial Spatial Development Framework
PT	Public Transport
PWSCN	Passengers with Special Categories of Need
SDF	Spatial Development Framework
SNU	Special Need Users
TCT	Transport for Cape Town
TDM	Travel Demand Management
TIA	Transport Impact Assessment
TMC	Transport Management Centre
TNID	Transport Network Infrastructure Development
TNO	Transport Network Operations
TRL	Transport Research Laboratory
UA	Universal Access
UAP	Universal Access Policy
UD	Universal Design
UN	United Nations
WCG	Western Cape Government

Dial-a-Ride: the City of Cape Town's demand responsive transport service for the disabled.

Footway: "An area usually but not necessarily surfaced, primarily intended for the use of non-motorised transport, except animal drawn vehicles and bicycles. (Note: Motorised wheelchairs for the disabled are allowed on footways.) Commonly referred to as a sidewalk or walkway along the side of a made road" (Draft Footway Guidelines 2013).

Persons with disabilities: All persons whose mobility is restricted by temporary or permanent physical or mental disability, and includes the very young, the blind or partially sighted and the deaf or hard of hearing (NLTA, Act 5 of 2009).

Special categories of passengers mean: Persons with disabilities, the aged, pregnant women and those who are limited in their movements by children (NLTA, Act 5 of 2009).

The City: The City of Cape Town established by Provincial notice 479 of 2000 in terms of section 12 of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998).

Universal Access: A transport system and network which is useable by all people. "Universal Access is focused on making all environments accessible to all people, throughout their life" (World Bank, 2012).

Universal Design: The fundamental premise of Universal Design is the recognition of human diversity as opposed to the concept of the 'average man'. The definitions of Universal Design clearly articulate this premise "Universal Design is the design of products and environments to be usable by all people to the greatest extent possible, without the need for adaptation or specialized design" (DoT, Implementation Strategy to Guide the Provision of Accessible Public Transport Systems in SA 2009).

Passengers with Special Categories of Need: The Portfolio Committee on Women, Children and People with Disabilities in a presentation titled: *Making Public Transport Universally Accessible for All,* provided the following breakdown of passengers with special needs:

- **People with disabilities**: Defined in NLTA (Act 5 of 2009) as people with a physical, sensory or mental disability; which may be permanent or temporary.
- **The aged**: or elderly people.
- **Pregnant women**: Usually taken as women in their last three months of pregnancy.
- **Young children**: The Portfolio Committee suggested that this is usually defined as children between the ages of 0-14).
- **Those who are limited in their movements by children:** Men and women accompanying young children.
- **Signage passengers**: People who are unable to read or who are unable to understand the language used on the signage. The Portfolio committee suggested that tourists could also be included as signage passengers.
- **Female passengers**: Whilst safety and security affects all passenger groups and both genders, it should be noted that female passengers (together with People with Disabilities) are particularly at risk of crime and abuse.
- **Load carrying passengers**: People carrying bags, luggage, or goods of a size that means that they benefit from accessibility features. This is important to people on low incomes in South Africa. People travelling with bicycles are generally also included in this category.

1. PROBLEM STATEMENT

1.1 Use of the transport environment by Special Needs Users (SNU)

Navigating the streets, public transport services and the overall network of Cape Town can be a serious challenge, for Special Needs Users (SNU). The design of the City's transport network, infrastructure and services, has historically not been designed to incorporate for SNUs. This has in general resulted in lack of full participation in society by:

- limiting general access to opportunities and services, and
- Imposing reliance on others to assist those with special needs to move around the City.

Across Cape Town, persons with disabilities face a constant stream of obstacles to mobility and access, including poorly designed footways, long travelling distances, non-existent or obscure transport information, dangerous road crossings and inaccessible buses, mini-bus taxis, trains, public transport facilities and over-crowding.

The general inaccessibility of the public transport system in Cape Town for SNU undermines their ability to access opportunities such as education, healthcare, jobs and recreation. The lack of **universal accessibility** exacerbates this problem for those who struggle to use existing transport infrastructure and services. This non-responsive environment creates hardship in the lives of those with special needs, many of whom fall within lower income groups.

1.2 Statistics

The national census undertaken in 2011 indicates that approximately 3.4% of the population i.e. 1 760 200 persons have some kind of disability that prevents their full participation in life activities. Sight related disabilities affect the largest proportion of the population (11.1%), followed by hearing (3.6%) and physical (3.5%) related disabilities.

According to data obtained from the Cape Town General Household Survey of 2011 there are 569 179 disabled persons in the City. This represents almost 15% of the City's population of which 296 891 persons are categorised as severely disabled.

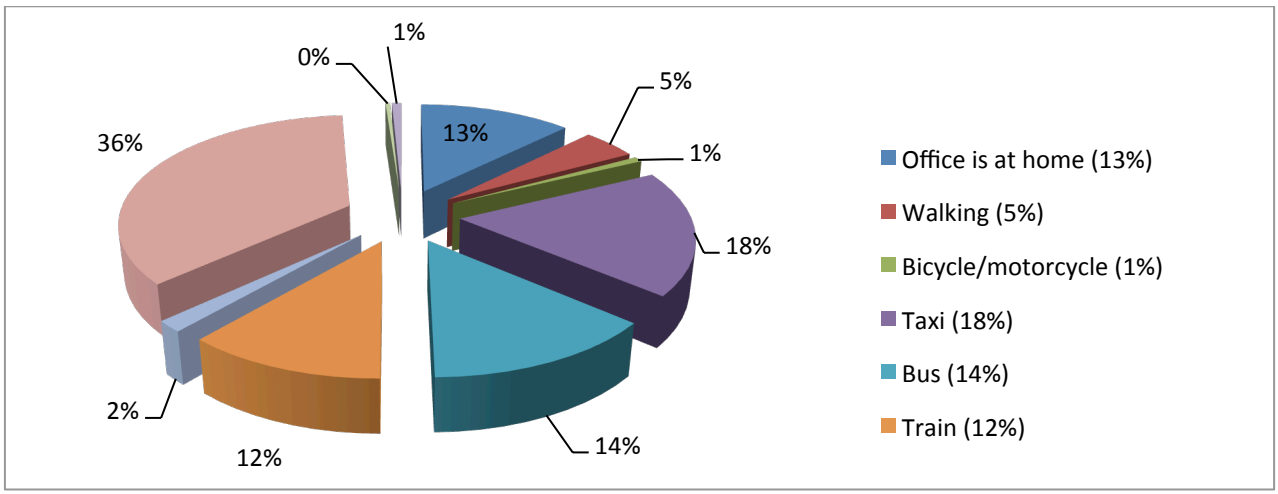

Figure 1.1: Disabled-Mode of transport to work-15 years and older
Source: Cape Town General Household Survey, 2011

This data indicates that 43.63% of employed disabled persons use public transport **to get to work and** 4.5% of disabled persons walk to work.

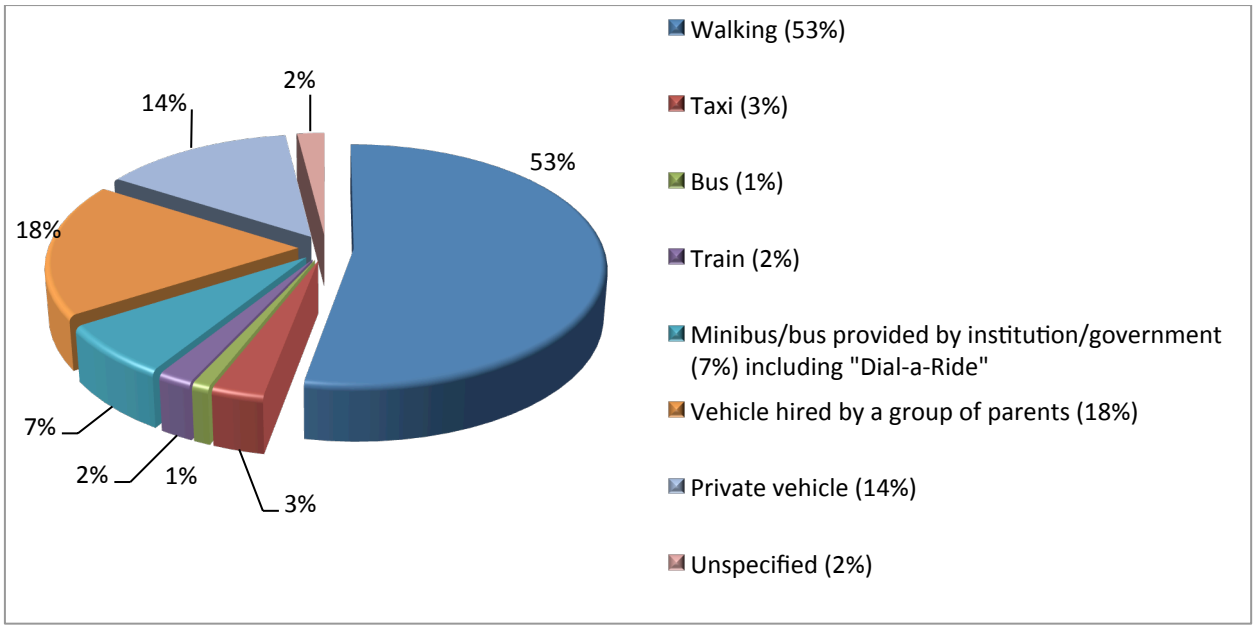

Figure 1.2: Disabled–Mode of transport to educational institution–only for those 5 years and older
Source: Cape Town General Household Survey, 2011

For those disabled persons attending educational institutions, **13.35% use public transport, while 52.76% walk.** Given the general lack of universal access in Cape Town the journeys of these individuals are likely to be challenging.

The definition of SNU extends beyond those with disabilities and includes children (up to the age of 14) and elderly people (persons above the age of 65 are probably the most vulnerable). According to the 2011 national census, in the Western Cape with a population of approximately 5.8 million people, approximately 1.5 million (25.9%) falls in the 0 to 14 year category and approximately 340 000 (5.9%) are over 65.

Figure 1.3 illustrates the elements of the travel chain and issues that the city will consider when addressing universal access.

Plan a journey
Be confident that a journey is possible Obtain accurate pre-travel information on travel choices and fares
↓
Travel to public transport pick-up point
Refer to directional signage to pick-up point Use sidewalks Identify pick-up point location Wait comfortably and safely for vehicle Be advised of any changes to services Be able to request trained assistance
↓
Get into public transport vehicle

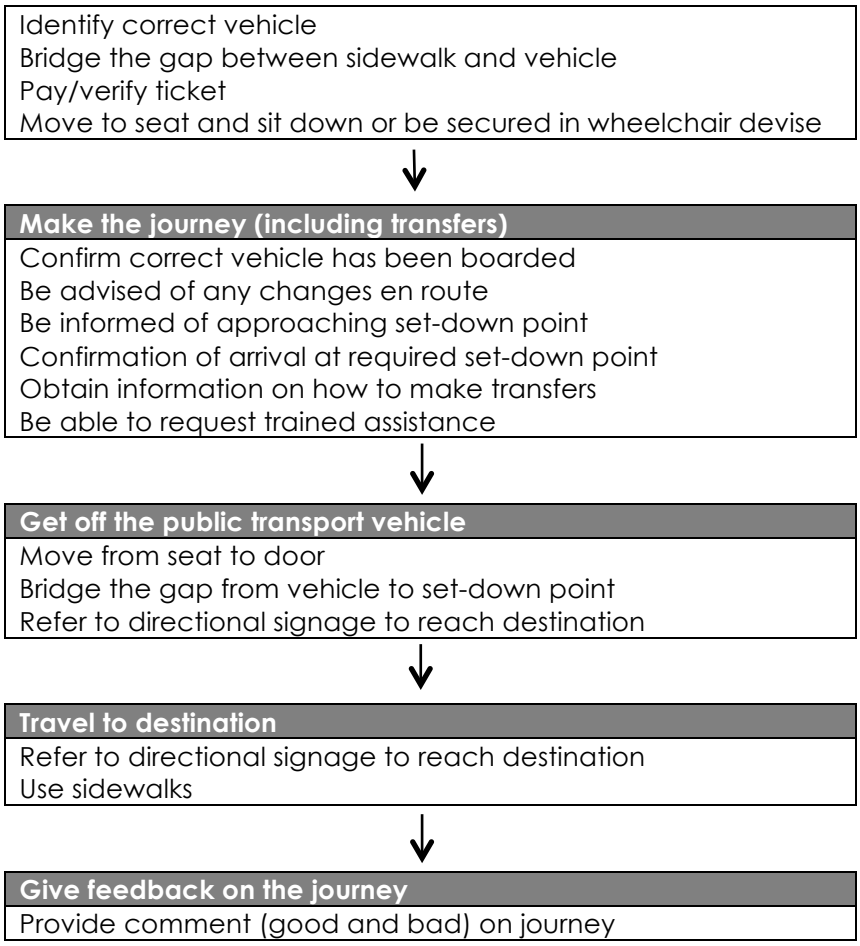

Figure 1.3: The elements of the travel chain

2. DESIRED OUTCOMES

This Universal Access Policy sets out a comprehensive approach to the planning, provision, management, regulation and enforcement of universal access measures for the City area. The Policy provides policy principles and directives that guide and support the following transport elements:

- Rail
- BRT
- Bus
- Minibus Taxi
- Dial-a-Ride
- Metered Taxi
- Non-Motorised Transport
- Network Infrastructure
- Facilities

This Universal Access Policy supports the incremental implementation towards a more inclusive approach providing physical accessibility to all. The 'bottom up methodology of Universal Design' encompasses the entire spectrum of users.

Universal access is about the elimination and reduction of physical barriers through the application of design principles that ensure that transport infrastructure and services are accessible to and all inclusive of as many people as possible, and especially those with special physical and mental needs.

For example, special needs users should be able to move around a neighbourhood or board any mode of public transport, without significant difficulty. Creating a universally accessible transport network will support the following objectives:

- Creating a more equitable City;
- Improving access to opportunities and connectivity and thereby increasing efficiency and productivity in the City of Cape Town;
- Enhancing quality of life for those who face the daily struggle of moving around the City; and
- Supporting the broader objectives of the IDP in creating an **Inclusive** and **Opportunity** City.

2.1 The scope of universal access

- To include all modes of public transport which may be used by SNU's;
- To cover all types of transport infrastructure including footways and road crossings;
- To consider the latest technology as instruments to assist SNUs and people with disabilities when traveling within the City including tourists;
- To ensure continuity in the implementation of measures to assist SNUs and people with disabilities;
- Integration of transport modes;

A *Universal Access Policy for Transport,* in the City of Cape Town must ensure that:

- Transport plays its role in creating an **enabling** environment that is accessible to all rather than one which is disabling.
- All new transport infrastructure and transport services adequately incorporate the principles of universal accessibility.
- Existing transport infrastructure and services are incrementally and realistically retrofitted to become universally accessible.

This policy applies to the following transport network elements:

- Through the design of neighbourhoods and the built environment e.g. footways, cycle ways, traffic calming, public spaces and pedestrian crossings.
- Connectivity to stations and surrounding environments, public transport interchanges, public transport stops and taxi ranks.
- Universal accessibility to all forms and modes of public transport including trains, buses and mini-bus taxis.
- Availability of transport information and way-finding for **all** including tourists.

Urban design/heritage protection/ other spatial planning regulations and guidelines need to be taken into account when installing any UA design features and a balance will need to be struck between the aims of various affected policy documents.

3. STRATEGIC INTENT

This Universal Access Policy is a supporting and guiding component in a more overarching policy framework. The Policy provides integration between the higher order strategies and policies (Constitution of Transport for Cape Town By-Law, 2013, ITP, City's 2040 Vision, IDP, Economic Growth Strategy and the SDF).

3.1 Transport for Cape Town (TCT) visions and objectives

The City of Cape Town has established the Transport for Cape Town (TCT) directorate as a local government structure, tasked with the management and oversight of a safe, scheduled, comprehensive integrated transport network and system. This entails a public transport service that serves the people and particularly the urban poor. The Universal Access Policy will be one of the mechanisms that facilitate the development of the above vision under the TCT.

4. POLICY PARAMETERS

The development of this Universal Access Policy adopted a comprehensive approach and reflects on:

- relevant legislations and policies;
- an overview of key considerations for the development of universal access policy;
- the central universal access issues at stake;
- formulates policy principles and policy directives and;
- explains how the policy should be used and implemented.

In order to ensure that the Universal Access Policy addresses all transport and Universal access related matters it was primarily developed around the following themes:

Table 4.1: Universal Access Topics

Theme	Description
Transport vehicles	Consists of all modes of public transport i.e. Rail, BRT, bus, minibus taxi, metered taxi, NMT
Transport operations	Consists of all modes of public transport i.e. rail, BRT, bus, minibus taxi, metered taxi, NMT Integration of Dial-a-Ride services with main stream public transport
Transport infrastructure	Consists of public transport facilities for regular public transport services e.g. regular buses, and minibus-taxis Covers facilities on MyCiTI BRT network Includes footways, pavements and road crossings Traffic signals at road crossings Parking for persons with disabilities Maintenance of facilities
Communication	City's UA transport communication plan
Implementation framework	Prioritisation of actions Phased implementation
Enforcement	Public transport contract and operating licence conditions Universal Access By-law

Theme	Description
	Enforcing adherence to policies and requirements
Planning and design	Prepare a comprehensive design manual Standard drawings to promote uniformity UA to be included in TIAs
Stakeholder involvement	Develop UA forum Assessment of progress with implementation of UA Policy Universal access charter
Performance measuring	KPIs Monitoring process Performance of infrastructure and operations
Financial management	Prepare budgets and management of expenditure Obtaining additional sources of funding

These responsibilities are often located in different departments/directorates and require different stakeholders in the process and therefore the Universal Access Policy has an important coordination role.

Based on the direction provided by the existing legislative and policy framework and the direction set out by the City's 2040 Vision, ITP, Draft Economic Development Strategy and IDP's five pillars, the following Policy Principles have been drafted to inform and guide the Universal Access Policy.

Table 4.2: Universal Access Principles

Policy Principle	Explanation
Universal accessibility is a statutory requirement	International, National, provincial and City policy require universal accessibility of the transport system The full range of people with disabilities must have the benefit of universal accessibility of transport system
Universal accessibility must be promoted, as far as it is within the powers of the City, throughout the full spectrum of transport modes, facilities and infrastructure.	All public transport vehicles (rail, MyCiTi and regular subsidised and unsubsidised public transport) and transport infrastructure (public transport facilities and roads) are addressed by the policy Latest technology to be considered
A Universal Access design plan for transport must consider the entire transport chain	Plan a journey Travel to public transport pick-up point (or any other destination) Get into public transport vehicle Make the journey (including transfers) Get off the public transport vehicle Travel to destination Give feedback on the journey
Universal access implementation must be viable and sustainable	Implementation by the City and other transport authorities and operators should be affordable Transport should remain affordable to the user by not shifting the cost of implementing universal access measures to the user - people with disabilities often have lower incomes and personal mobility is directly linked to affordability
Universal access must promote safety for all users	UA technology should be simple to use and reliable Proper and regular maintenance is required Footways and other public areas to be free from obstructions Consider longer time required by people with disabilities to move, cross streets or board a vehicle

Policy Principle	Explanation
	Improve safety
Universal access must be properly communicated	Communication of UA programme and initiatives Marketing of UA features at public transport facilities and on vehicles

5. ROLE PLAYERS AND STAKEHOLDERS

Universal Access Policy can influence travel behaviour and modal choice due to improved mobility of people with disabilities, and therefore affects a wide range of people, organisations and places.

5.1 The role of TCT

The TCT is a significant role player in the total transport system of the City as it is able to influence transport from a number of different roles as reflected in the table below:

Table 5.1: Overview of the TCT's Role

TCT's Role	Function
Planner	The TCT is a designated Planning Authority and is responsible for the planning of transport in its area by means of the preparation and update of a Comprehensive Integrated Transport Plan
Provider	The TCT is responsible for the provision of transport infrastructure including roads and sidewalks, the MyCiTi BRT, public transport infrastructure, Dial-a-Ride, ITS, and traffic signalling
Manager	The TCT already has the responsibility for the management of the contracting authority function for MyCiTi and Dial-a-Ride. This role will be expanded when the contracting authority function for road-based subsidised public transport has also been assigned to it, to be followed by commuter rail in the longer term.
Regulator	The TCT will, as soon as the operating licence function has been assigned to it, be responsible for the regulation of public transport through the issuance of operating licences and the enforcement of conditions attached to the licences
Facilitator	TCT may support other organisations or individuals to achieve shared goals without direct funding.
Enforcer	The TCT is responsible for drafting by-laws and the enforcement thereof.

The Universal Access Policy document is the outcome of an extensive internal stakeholder consultation process which consisted of project management team meetings, workshops, expert meetings and opportunities to provide comments on previous drafts of the document.

Table 5.2: External Stakeholders

Stakeholder Group	Stakeholder	Role
Civil Society	Special Needs Associations	Critical input and oversight
Public Transport Operators	PRASA	Joint planning and implementation
	GABS	Joint planning and implementation

	Meter Taxi	Joint planning and implementation
	MBT Associations	Joint planning and implementation
Government	Western Cape Government	Joint planning and implementation Strategic Direction
	National Department of Transport	Strategic Direction Financial assistance

6. REGULATORY CONTEXT

6.1 Introduction

This chapter provides an overview of the relevant national, provincial and municipal legislation and policies.

6.2 Legislative context

The relevant national, provincial and local legislative documents for universal access are:

- The Constitution of the Republic of South Africa, 1996 (Act No 108 of 1996)
- The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (Act No 4 of 2000)
- The National Land Transport Act, 2009 (Act No 5 of 2009)
- City of Cape Town: Constitution of Transport for Cape Town By-Law, 2013

6.3 Policy context

The relevant national, provincial and local policies, strategies, frameworks and guidelines documents for universal access are:

- United Nations Convention on the Rights of Persons with Disabilities and Optional Protocol.
- Integrated National Disability Strategy White Paper of November 1997
- The National Land Transport Strategic Framework 2006 – 2011
- The National Public Transport Strategy 2007
- The Implementation Strategy for Accessible Public Transport 2011
- PRASA Universal Access Policy 2011
- Provincial Spatial Development Framework 2009
- Provincial Land Transport Framework 2011-2016
- Cape Town Spatial Development Framework 2010
- Draft Economic Growth Strategy 2013
- Draft Social Development Strategy 2013
- City of Cape Town: Integrated Transport Plan: 2009
- Draft Parking Policy for the City of Cape Town, 2013

7. POLICY DIRECTIVES

7.1 Introduction

It is the over-arching policy of the City/TCT to promote universal accessibility in all existing and new transport modes, facilities and infrastructure, to the benefit of the full spectrum of Special Needs Users. This chapter provides a description of the policy directives for universal access for transport in support of this policy. These policy directives were derived from the issues that have been identified and support the policy principles.

7.2 Directives

7.2.1 Planning and design for/of Universal Access

Policy Directive 1.1: The City will prepare Universal design Access Plans, norms and technical guidelines to standardise all transport modes, services and infrastructure.
Policy Directive1.2: The City will provide budgetary provisions for UA programme/ implementation.

7.2.2 Transport Impact Assessments (TIA's)

Policy Directive 2.1: All Transport Impact Assessments for new or retrofitted developments must consider universal access requirements.

7.2.3 Public transport vehicles

Policy Directive 3.1: All modes of public transport must be universally accessible.

7.2.4 Transport operations

Policy Directive 4.1: Eligible SNUs must be encouraged to migrate from dial-a-ride to the mainstream public transport services.
Policy Directive 4.2: All Transport operators/staff must be oriented on universal access principles.

7.2.5 Public transport facilities

Policy Directive 5.1: All public transport facilities to be fully universally accessible.

7.2.6 Footways

Policy Directive 6.1: The provision of footways under Guidelines for the Prioritisation and Implementation of Footways must comply with this policy.

7.2.7 Phased programme of implementation

Policy Directive 7.1: UA policy and actions must be incrementally implemented.

7.2.8 NMT crossing of transport network

Policy Directive 8.1: The City will endeavour to provide safe crossing facilities for all NMT modes.

7.2.9 Contracting Authority

Policy Directive 9.1: The City will ensure that the guidelines, norms and standards relating to universal access for services rendered by operators comply with the UAP.

7.2.10 Marketing and communication

Policy Directive 10.1: The City will market and communicate its UA policy broadly.

7.2.11 Performance measuring

Policy Directive 11.2: The City will establish and maintain a method of capturing City's universal accessibility feedback as a warrant for policy reviews.

8. IMPLEMENTATION PROGRAMME

8.1 The use of the policy

Emerging from the comprehensive Public Participation Process, a list of short term interventions to demonstrate response to the UA Policy directives and based on comments from the public had been developed (see **Annexure A)**.

Furthermore, it is acknowledged that it will take a long time to realize the policy objectives. The UA Policy is therefore aligned with the Long Term Strategy for Transport for Cape Town.

Draft Timeframe Long-term TCT Strategy outlines timeframe categories as follow:

- Strategy A 1 – 3 years
- Strategy B 3 – 5 years
- Strategy C 5 – 15 years
- Strategy D 15 – 20 years

The Universal Access Policy stimulates TCT's implementation strategy to provide universal accessibility measures covering all modes and facilities in Cape Town.

All TCT departments in partnership with other City's directorates and external parties have responsibilities for the implementation of the UA Policy as shown in the table on the following page.

Table 8.1.1: Implementation Framework

Task no.	Task description	Time Frames	Stakeholders that will be involved in the particular action
Lead Department: Planning Authority			
1	Develop Universal Design Access Plans and technical guidelines	B	TCT Departments, PRASA, WCG, NDOT
2	Analyse Transport Impact Assessments for universal accessibility	A	TCT Departments
3	Review of UA Policy	B	TCT Departments
4	Develop UAP By-Law	A	TCT, WCG, PRASA, Others
Department: Contracting Authority			
4	Monitor PRASA progress with the modernisation of the commuter fleet through the to be established Integrated Planning Committee (IPC) as allowed for in Section 15 of the NLTA	B	TCT, WCG, PRASA
5	Review and improve vehicle design of MyCiTi fleet	A	TCT, WCG, NDOT
6	Review conditions relating to Universal Accessibility in bus contracts	B	TCT,
7	Determine routes with the largest numbers of SNUs/persons with disabilities requiring transport and deploy universally accessible buses on such routes	B	TCT, GABS
8	Review Dial-a-Ride operations in order to serve a larger number of people with disabilities, focussing on people with severe disabilities	B	TCT, External Institutions
9	Sensitize transport service personnel	B	TCT, PRASA, GABS, MBT, Metre taxis
Department: Regulations			
10	Research the extent to which people with disabilities can be accommodated on minibus-taxi services and metre taxis	B	TCT, Metre taxis, MBT Assoc.
Department: Infrastructure Management			
11	Engage with PRASA on the upgrading of rail stations for regular report back at the Integrated Planning Committee (IPC)	B	TCT, WCG, PRASA
12	Review and improve MyCiTi station design	A	TCT, External institutions
13A	Develop guidelines categorising existing public transport interchanges and stops in terms of UA needs and providing detail of the type of UA technology that should be implemented at such facilities. Implement selected improvements.	B	TCT, External institutions
13B	Ensure that all new public transport facilities are planned to be accessible	A	TCT

Task no.	Task description	Time Frames	Stakeholders that will be involved in the particular action
	to SNUs/people with disabilities		
13C	Ensure that access to stations and interchanges are universally accessible	A	TCT, WCG, PRASA
14A	Upgrade existing high priority footways by the implementation of appropriate UA measures	B	TCT
14B	Implement appropriate UA measures in all new housing developments and road construction projects	B	City's Directorates
15	Develop a phased implementation programme of the TCT's UA policy and action plan	A	TCT, WCG, PRASA, Others
16	Develop Guidelines for the Prioritisation and Implementation of Footways and follow due process for formal approval in the City.	B	TCT, WCG, Human Settlements
Department: Network Management			
16	Determine the extent of overcrowding on the commuter rail system and take appropriate mitigating steps	B	PRASA, TCT
17	Determine the extent of overcrowding on the BRT system and take appropriate mitigating steps	A	TCT
18	Provide NMT crossing facilities through the application of appropriate UD measures	B	TCT, WCG, PRASA
19	Assess railway crossings in terms of safety, accessibility, funding and procedural aspects and implement improvements where appropriate	C	TCT, WCG, PRASA
20	Monitor and rectify the presence of physical barriers on NMT facilities preventing easy and safe movement due to poorly placed street furniture, informal trading and illegal parking	C	TCT, City's Directorates, PRASA, WCG
21A	Enforce conditions relating to universal access as stipulated in public transport operating contracts	B	TCT, WCG, PRASA, GABS
21B	Enforce conditions relating to universal access as stipulated in operating licences for unsubsidised services	B	TCT, WCG, MBT
Department: Performance Monitoring and Evaluation			
22	Develop a focussed marketing campaign covering the implementation of universal accessibility in the transport system	B	TCT, PRASA, Others
23	Further develop a public transport information system for use by the general public as well as SNUs/people with disabilities, using advanced	C	TCT, PRASA, GABS, Others

Task no.	Task description	Time Frames	Stakeholders that will be involved in the particular action
	technologies.		
24	Establish UA Monitoring Committee/Forum	A	TCT, Others
25	Develop tools to measure the success achieved with the execution of all UA actions as required in the UA Policy document.	A	TCT, Others
Department: Financial Management			
26A	Analyse the financial feasibility and give direction on the affordability of the implementation of the various UA policies	C	TCT
26B	Ensure that adequate funding is included in the budgets for all transport programmes in order to allow for the implementation of appropriate UA actions as outlined in the UA Policy	C	TCT
26C	Investigate and secure alternative sources of funding for UA projects and initiatives	C	TCT
26D	Develop an integrated public transport fare policy	B	TCT

8.2 Institutional risk

- Reliance on cooperation of external stakeholders i.e. PRASA, GABS, MBT etc.
- Insufficient capacity or financial resources for effective implementation.
- Lack of baseline data for monitoring and evaluation purposes.

8.3 Financial risk

8.3.1 Macro-economic implications

The TCT supports the view point expressed in other UA Policy documents such as that of PRASA that accessible transport service offerings can generate economic, social and environmental benefits. The following statement as contained in the PRASA UAP is supported:

"Persons with disabilities are the South Africa's largest unemployed population block. Poverty amongst UA beneficiaries is perpetuated by lack of access to education, health care and employment opportunities. Inability to travel means that a significant portion of the population, that portion that the UAP seeks to address, are unable to significantly benefit from interventions in health care, education or to even participate in the formal economy.

Improvements in UA can and will allow persons with restricted abilities to enter the workforce, thereby eliminating the need for social assistance and ultimately becoming contributing taxpayers. PRASA acknowledges, in this view, the social value of accessibility in its system".

8.3.2 Financial implications

An analysis of the financial implications of the implementation of the TCT UA was conducted. From the analysis it is concluded that certain measures towards creating universal accessibility can be very costly and will, therefore, have to be carried out incrementally over a longer period in order to make it affordable.

- The list of policy actions as identified in this document can be sorted into four groups from a cost implication point of view as follows:
- Low cost actions which are mostly of a planning nature and which would be carried out as part of the normal responsibilities of the TCT (e.g. the preparation of technical standards).
- Medium to high cost actions which are already receiving attention and which are budgeted for in the Council's normal annual budget (e.g. the retrofitting of existing interchanges, stations and other infrastructure).
- Medium to high cost actions which automatically form part of contracts for the construction and/or delivery of new infrastructure, facilities and services (e.g. MyCiTi facilities and vehicles, new roads, NMT programme etc.).
- High cost actions which will need to be addressed incrementally over time due to their significant financial implications (e.g. BRT programme, Rail programme, Grade separated facilities etc.)

These actions include:

- Future requirements that vehicles that are to be used in subsidised bus contracts to be UA compliant e.g. contracted services currently rendered by GABS.
- Future requirements on the UA compliancy of non-subsidised minibus/metre taxi services.
- Possible future requirements for the adjustment service frequencies (especially during peak periods) of Public Transport system in order to accommodate slower boarding and alighting times by persons with disabilities including tourists.
- Retrofitting of commuter rail stations and other public transport facilities.

The above cost implications will not only be to the account of the City but will also affect external parties and operators such as PRASA, contracted bus operators and the minibus-taxi industry. In many cases the increased costs will eventually be to the account of the users.

It is therefore essential that the short and long term financial implications of the implementation of the UA Policy for sustainable transport services be carefully considered when taking decisions on the rate at which the different policy actions are to be rolled out.

9. MONITORING, EVALUATION AND REVIEW

Monitoring, evaluation and review of the Universal Access Policy will be carried out through by the following structures:

- Intermodal Planning Committee (IPC)
- TCT Directorate
- Universal access stakeholder forum

The proposed criteria for the monitoring and measuring of the policy directives and related actions are summarised in the table on the following page.

Table 9.1: Monitoring and Evaluation

Task No.	Task description	Measurement criteria	Stakeholders that will be involved	Means of Evaluation
Lead Department: Planning Authority				
1	Develop Universal Design Access Plans and technical guidelines	Draft manual to be developed.	TCT, PRASA, WCG, Others	Annual audits and input from stakeholders
2	Analyse Transport Impact Assessments for universal accessibility	Number of TIAs scrutinised for universal accessibility	TCT	Departmental statistics
3	Review of UA Policy	Policy review every five years	TCT	Review of UA policy to be prepared by TCT Consideration and approval of report by Council and UA Monitoring Committee
4	Develop UAP By-Law	By-law approval	TCT, PRASA, WCG, Others	Consideration and approval of By-law
Department: Contracting Operations				
4	Monitor PRASA progress with the modernisation of the commuter fleet through the to be established Integrated Planning Committee (IPC) as allowed for in Section 15 of the NLTA	Annual report back on rail coach improvements at IPC Number of coaches that are fully UA retrofitted	TCT, WCG	Obtain statistics on retrofitting of coaches from PRASA and compare progress made by PRASA with agreed targets
5	Review and improve vehicle design of MyCiTi fleet	Annual report on vehicle improvements	TCT, WCG	Consideration of report by UA Monitoring Committee, TCT Commissioner/PC
6	Review conditions relating to Universal Accessibility in bus contracts	Number of buses that are used for subsidised contracts that are UA compliant	TCT, GABS	Obtain statistics from operators and compare with agreed targets. Annual reports to PC for noting.
7	Determine routes with the largest numbers of SNUs/persons with disabilities requiring transport and deploy universally accessible buses on such routes	Report on the amendments of routes to accommodate people with disabilities Number of passengers with	TCT, GABS	Consideration of report by UA Monitoring committee. Obtain statistics from operators Annual reports to PC

Task No.	Task description	Measurement criteria	Stakeholders that will be involved	Means of Evaluation
		disabilities using regular bus services		
8	Review Dial-a-Ride operations in order to serve a larger number of people with disabilities, focussing on persons with severe disabilities	Report on the review of the Dial-a-Ride services Number of users of the Dial-a-Ride services	TCT	Consideration of report by UA Monitoring Committee Extract statistics from daily operational data to be provided by the contractor
9	Train transport service personnel	Number of personnel having received training by type of training course	PRASA, TCT	Departmental statistics on training from course organisers and feedback from the public through surveys.
Department: Contract Operations				
10	Research the extent to which people with disabilities can be accommodated on minibus-taxi services	Number of legal minibus-taxis that are UA compliant	TCT, MBT	TCT research and data capturing
Department: Infrastructure Management				
11	Engage with PRASA on the upgrading of rail stations for regular report back at the Integrated Planning Committee (IPC)	Annual report back on rail station improvements at IPC Number of rail stations upgraded	TCT, WCG, PRASA	Obtain statistics on station improvements from PRASA and compare progress made by PRASA with agreed targets
12	Review and improve MyCiTi station design	Annual report on station improvements	TCT	Consideration of report by UA Monitoring Committee, PC.
13A	Develop guidelines categorising existing public transport interchanges and stops in terms of UA needs and providing detail of the type of UA technology that should be implemented at such facilities. Implement selected improvements.	Report on recommended improvements at existing public transport facilities Number of public transport facilities improved in terms of UA compliance	TCT	Consideration of report by UA Monitoring Committee, PC. Annual statistics to be provided by TCT on facility upgrades.
13B	Ensure that all new public transport facilities are planned to be accessible to	Annual report on the construction of new facilities and the UA technology	TCT	Consideration of report by UA Monitoring Committee, PC.

Task No.	Task description	Measurement criteria	Stakeholders that will be involved	Means of Evaluation
	SNUs/people with disabilities	implemented Number of new fully UA public transport facilities		Annual statistics to be provided by TCT on the construction of new facilities.
13C	Ensure that access to stations and interchanges are universally accessible	Annual report on the upgrading of access to stations and interchanges	TCT, WCG, PRASA	Consideration of report by UA Monitoring Committee, PC.
14A	Upgrade existing high priority footways by the implementation of appropriate UA measures	Annual report on the upgrading of existing high priority footways Length of footways upgraded for universal accessibility	TCT	Consideration of report by UA Monitoring Committee, PC.
14B	Implement appropriate UA measures in all new housing development and road construction projects	Annual report on the implementation of UA measures in new road projects	City of Cape Town Directorates	Consideration of report by UA Monitoring Committee, PC.
15	Develop a phased implementation programme of the TCT's UA policy and action plan	Approved Implementation Plan to be completed 2014 Annual report on implementation progress and expenditure against targets	TCT, WCG, PRASA	Consideration and approval of report by Council and UA Monitoring Committee, PC. Annual statistics as provided by TCT
Department: Network Management				
16	Determine the extent of overcrowding on the commuter rail system and take appropriate mitigating steps	Maximum observed passenger loads and densities in train coaches in relation to agreed capacity standards	PRASA, TCT	Obtain statistics from PRASA and compare with agreed standards
17	Determine the extent of overcrowding on the BRT system and take appropriate mitigating steps	Maximum observed passenger loads and densities in MyCiTi buses in relation to agreed capacity standards	TCT	Obtain statistics from TCT and compare with agreed standards
18	Upgrade NMT crossings through the application of appropriate UA measures	Annual report on the upgrading of NMT crossings	TCT, WCG	Consideration of report by UA Monitoring Committee, PC.

Task No.	Task description	Measurement criteria	Stakeholders that will be involved	Means of Evaluation
		Number of crossings improved for universal accessibility		
19	Assess railway crossings in terms of safety, accessibility, funding and procedural aspects and implement improvements where appropriate	Annual report on the assessment of NMT rail crossings. Number of rail crossings improved for universal accessibility.	TCT, WCG	Consideration of report by UA Monitoring Committee, PC.
20	Monitor and rectify the presence of physical barriers on NMT facilities preventing easy and safe movements due to poorly placed footway furniture, informal trading and illegal parking	Annual report on the number of reported cases where NMT facilities were cleared from obstructions	TCT	Consideration of report by UA Monitoring Committee, PC. Annual statistics to be provided by TCT
21A	Enforce conditions relating to universal access as stipulated in public transport operating contracts	Number of services and/or vehicles not complying with contract conditions relating to UA. Customer satisfaction surveys.	TCT, WCG	Annual statistics to be provided by TCT
21B	Enforce conditions relating to universal access as stipulated in operating licences for unsubsidised services	Number of vehicles not complying with operating licence conditions relating to UA. Customer satisfaction surveys.	TCT, WCG	Annual statistics to be provided by TCT
Department: Performance Monitoring and Evaluation				
22	Develop a focussed marketing campaign covering the implementation of universal accessibility in the transport system	Approved marketing and communication Plan to be completed 2014	TCT, Others	Consideration and approval of marketing plan by Council and UA Monitoring Committee
23	Further develop a public transport information system for use by the general public as well as SNUs/people with disabilities, using advanced technologies.	Approved public transport information system to be completed 2015	TCT, Others	Consideration and approval of public transport information system by Council and UA Monitoring Committee
24	Establish UA Monitoring Committee	Inaugural meeting of the Committee 2014 Regular 6 monthly	TCT, Others	Committee establishment.

Task No.	Task description	Measurement criteria	Stakeholders that will be involved	Means of Evaluation
		meetings thereafter		
25	Measure the success achieved with the execution of all UA actions as required in the UA Policy document	Annual report to IPC, PC and UA Monitoring Committee	TCT	Consideration and approval of annual report by IPC, PC and UA Monitoring Committee
Department: Financial Management				
26A	Analyse the financial feasibility and give direction on the affordability of the implementation of the various UA policies	Input in UA related budgets and programmes	TCT	Comprehensive Business Plans.
26B	Ensure that adequate funding is included in the budgets for all transport projects and operations in order to allow for the implementation of appropriate UA actions as outlined in the UA Policy	Input in UA related budgets and programmes	TCT	Comprehensive Business Plans.
26C	Investigate and secure alternative sources of funding for UA projects and initiatives	Report on the success achieved with the securing of alternative sources of funding	TCT	Consideration of report by Council and the UA Monitoring Committee.
26D	Develop an integrated public transport fare policy	Integrated Fare policy	TCT, Others	Consideration of report by Council and the UA Monitoring Committee.

ANNEXURE A. SHORT TERM INTERVENTIONS

TCT Departments	Projects	Outcomes	Cost	Timeframes
Planning	**1. Development of UAP By-Law**	Execution of the policy in TCT Monitoring and review UA Strategy	R500 000	2014/15-2015/16
Contract Operations	**2. Universal Access Audits**	Footways' assessments for Universal Design Employ local labour with disabilities Phased implementation programme with recommendations	R1 000 000	2014/15
Network Management	**3. Traffic Signal Upgrades**	Dropped kerbs Tactile paving Push buttons Audible signals Increased green time	R2 000 000	2014/15-2015/16
Infrastructure	**4. Road Upgrades Strandfontein Road**	Bicycle lanes Footways Dropped kerbs Tactile paving Push buttons Audible signals Increased green time Guard rails Way-finding signage	R10 000 000	2014/15-2015/16
	5. NMT Project: Inner City Universal Design Kuilsriver Albert Road Eesterivier	Bicycle lanes Footways Raised intersections Provision of ramps with suitable gradients Dropped kerbs Tactile paving Push buttons Audible signals Guard rails Way-finding signage	R10 000 000	2014/15-2015/16
	6. New IRT Bus stops and station Vehicles	Dropped kerbs Tactile paving Guard rails Provision of ramps with suitable gradients Push buttons Audible signals Guard rails Way-finding signage UA Communication	R5 000 000	2014/15-2015/16