

2.1.1.2 Land Use Management

2.1.1.2.1 Spatial Planning and Land Use Management Act (SPLUMA)

The Nelson Mandela Bay Municipality (NMBM) is in the process of aligning the spatial planning institutional arrangements with the provisions of the Spatial Planning and Land Use Management Act, 2013 (SPLUMA). Key elements to note are:

- **The Municipal Planning Tribunal (MPT)** – The Municipality is required in terms of the Act to establish a decision making body to deliberate on Land Development Applications. Council has resolved to appoint a Tribunal.
- **Appeal Authority** – The Council will be the Appeal Authority on all land development matters. This is envisaged to shorten the bureaucracy in previous appeal processes where land development appeals were sent to the Province for adjudication.
- **The SPLUMA Bylaw** – The Municipality has developed a draft Municipal Bylaw that will address issues of time frames for land development application processes, guidelines in interpretation of provisions contained in the Act among other things. The Bylaw is envisaged to be operational in March 2016.

Section 33 (1) of the Act requires all land development applications to be submitted to the municipality as the primary authority. This gives the Municipality leverage to determine its spatial vision, guide and monitor development in its areas of jurisdiction and determine timeframes on decision making processes. The Municipal Planning Tribunal or any other authority required or mandated to make a land development decision in terms of the Act or any other law relating to land development, may not make a decision which is inconsistent with a Municipal Spatial Development Framework as stipulated in Section 22 (1) of the Act. This gives BEPP an opportunity to highlight specific zones in the SDF, LSDF's and Precinct Plans, such as Integration Zones, where capital investment projects are to be channelled in such a way that any

development initiative will be directed towards prioritised catalytic urban development projects. This will mean that any land development initiative seeking approval of the Council (through the Municipal Planning Tribunal) will have to be in line with the provisions of the SDF as they relate to the project prioritization areas.

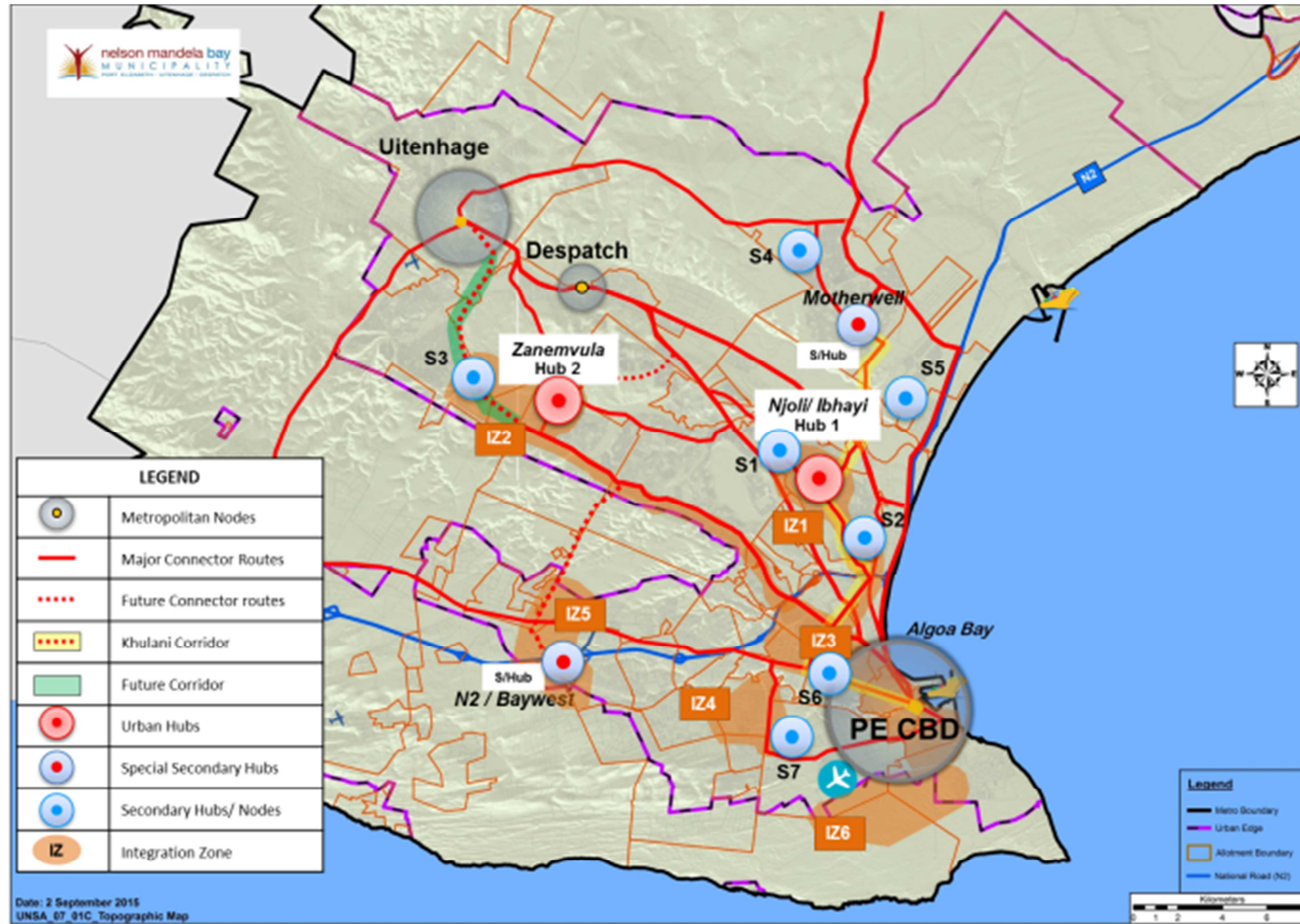
2.1.1.3 Urban Network Strategy and Prioritisation of Integration Zones

2.1.1.3.1 Identification of Urban Network Elements

A first draft of an Urban Network Strategy (UNS) framework was approved by the Council as part of the 2014/15 BEPP submission. This framework was also accepted by the NDP-Unit at National Treasury and further refined in the 2015/16 BEPP submission.

The key elements of the Urban Network Strategy are illustrated and explained in more detail below.

FIGURE 9: Urban Network Strategy Framework



Source: NMBM, 2015

2.1.1.3.1 Township Clusters

For the purposes of analysis the townships of Nelson Mandela Bay have been clustered into six township clusters. These are as follows:

Uitenhage, Despatch, KwaNobuhle and Bloemendal Cluster:

This Cluster is comprised of wards 41; 42; 43; 44; 46; 47; 48; 49; 50; 51 and 52; as well as the two peri-urban wards, i.e.: 45 and 53. The key demographic features of the cluster are as follows:

- Total population of 305 458 persons (StatsSA, 2011) representing 84 995 households;
- Average population density: 34,7 persons and or 8.9 households per hectare
- 83,2% of households are living in formal dwellings; 10.4% in informal dwellings; and 6.4% in backyard accommodation (formal and informal);
- The employment rate estimated to be 31% and approximately 66% of the population earn less than R3183 per month;

Motherwell-Wells Estate Cluster:

This cluster is comprised of wards 54: 55: 57; 59; 59; 60 and ward 56 which is a peri-urban ward. It includes Motherwell, Swartkops, Amsterdamhoek and Bluewater Bay and has the following key demographic features:

- Total population of 165 457 representing 46522 households (StatsSA, 2011);
- Average population density: 52.89 persons and or 14.57 households per hectare;

- Approximately 93,9% of households are living in formal dwellings; 2.9% in informal dwellings; and 3.2% in backyard accommodation (formal and informal);
- The employment rate is 30% and approximately 71% of the population earn less than R3183 per month.

Ibhayi-Bethelsdorp Cluster:

The cluster is comprised of the areas of Ibhayi, KwaDwesi, KwaMagxaki, Joe Slovo, Govan Mbeki, New Brighton, Soweto-on-Sea, Veeplaas, Zwide, Helenvale and Algoa Park represented by wards: 10; 13; 14; 15; 16; 17; 18; 19; 20; 21; 22; 24; 25; 26; 27; 28; 29; 30; 31; 32; 33; 34; 35; 36; 37 and 38; and with the following key demographic features:

- Total population: 425 847 representing 107 177 households (StatsSA, 2011);
- Average population density: 78.70 persons and 20.16 households per hectare;
- 81.9% of households are living in formal dwellings; 12.8% in informal dwellings; and 5.3% in backyard accommodation (formal and informal);
- The employment rate is 30% and approximately 68% of the population earn less than R3183 per month;

CBD Cluster:

This cluster is comprised of the inner-city areas of Central, North End, Korsten, Newton Park and Mill Park represented by wards 5; 7 and 11. The key demographic features of this cluster area, are as follows:

- Total population: 52 538 representing 16 251 households (StatsSA, 2011);

- Average population density: 18.78 persons and 5.71 households per hectare;
- 94.7% of households are living in formal dwellings; 0.7% in informal dwellings; and 4.6% in backyard accommodation (formal and informal);
- The employment rate is 50% and approximately 38% of the population earn less than R3183 per month.

Southern Areas Cluster:

Comprising of Summerstrand, South End, Humerail, Walmer, Fairview, Theescombe and Schoenmakerskop, including wards 1; 2; 3; 4; and 6. The key demographic features of this cluster are as follows:

- Total population: 95 172 representing 33 438 households (StatsSA, 2011);
- Average population density: 10.93 persons and 3.91 households per hectare;
- 86.2% of households live in formal dwellings; 7.9% in informal dwellings; and 5.9% in backyard accommodation (formal and informal);
- The employment rate is 54% and approximately 37% of the population earn less than R3183 per month.

N2 – Western Areas Cluster:

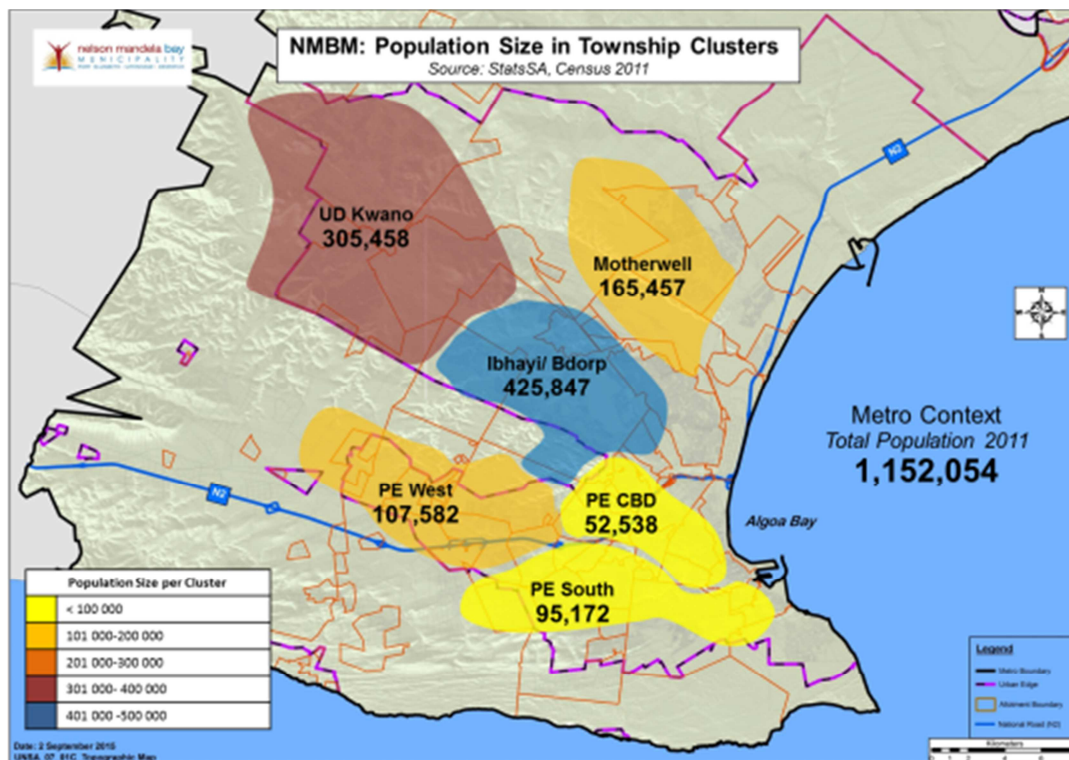
This cluster is comprised of the areas of Fernglen, Sunridge, Westering, Malabar, Parsonsvei, Kabega, Framesby and Kuyga. It includes wards 8; 9; 12; 39 and the peri-urban ward 40. The key demographic features of this cluster are as follows:

- Total population: 107 582 representing 32 185 households (StatsSA, 2011);

- Average population density: 11.15 persons and 2.99 households per hectare;
- 9.16% of households live in formal dwellings; 4.9% in informal dwellings; and 3.5% in backyard accommodation (formal and informal);
- The employment rate is 61% and approximately 28% of the population earn less than R3183 per month.

The identification of the clusters assisted the analysis necessary for the development of the Urban Network Strategy. These are shown below.

FIGURE 10: Urban Network Strategy - Township Clusters

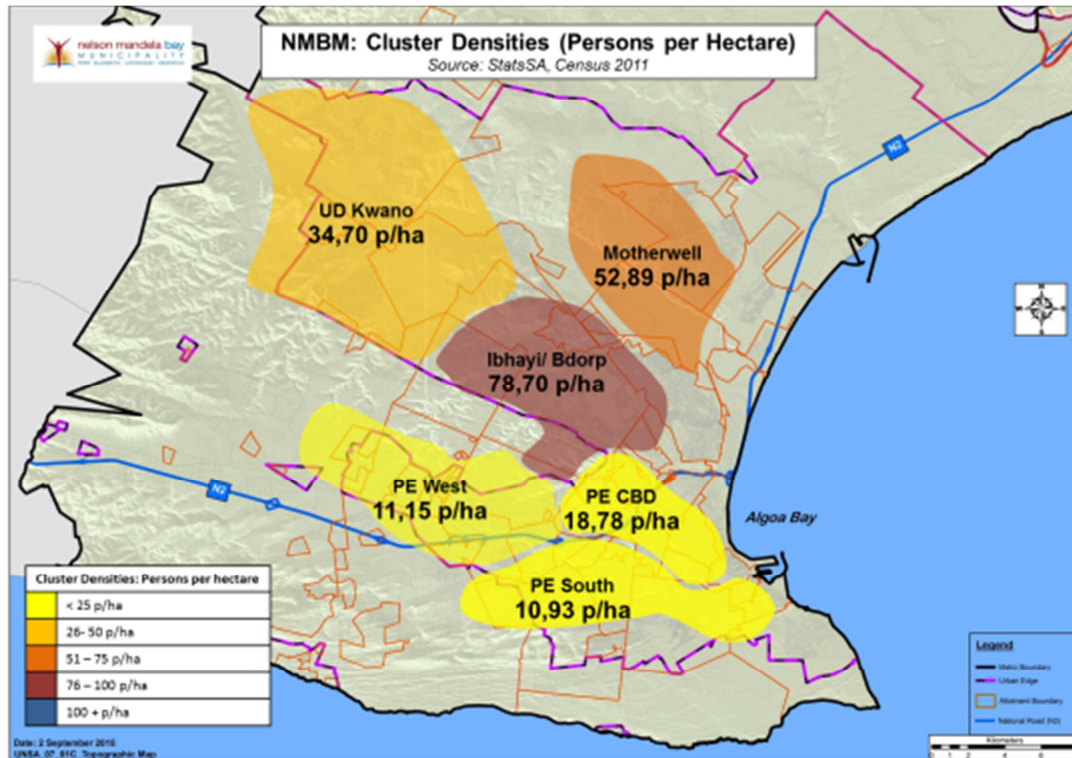


Source: NMBM 2015

The density and income characteristics of these clusters are further illustrated in the figures below, which highlight the higher densities and lower income levels of the Northern Townships (clusters) with Ibhayi having the highest density per hectare. Motherwell has the highest percentage of the population earning less than R3 183 per month. The population numbers and densities

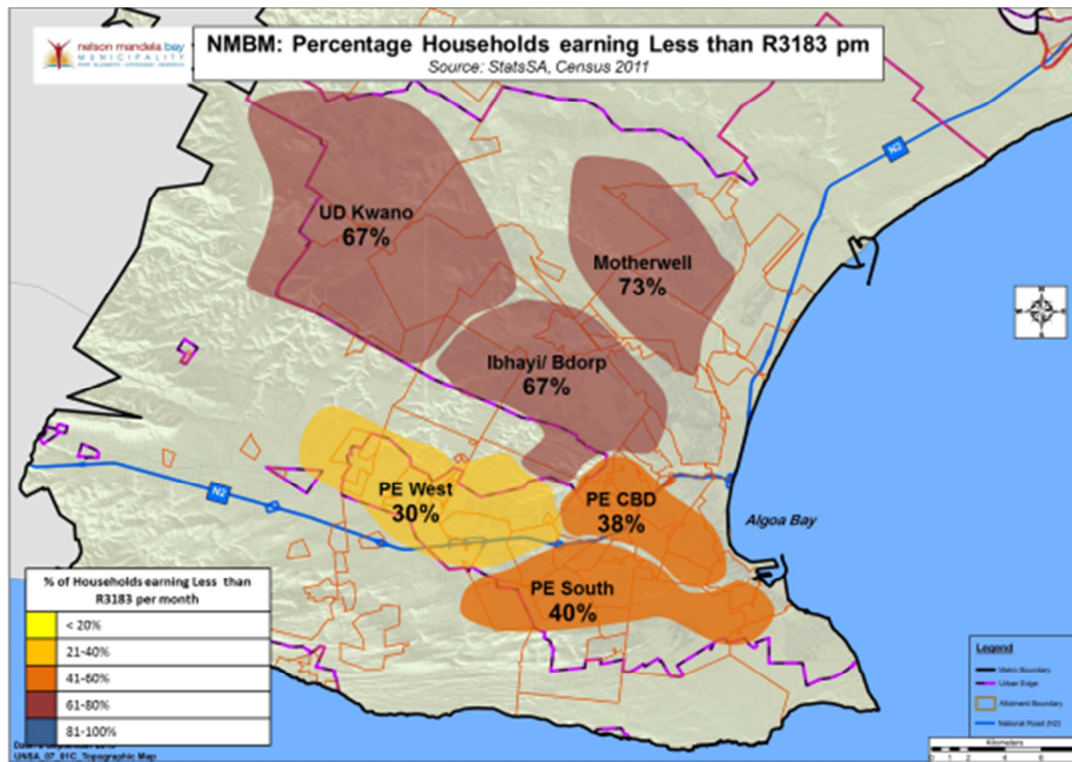
in the Southern Clusters are noticeably smaller and lower than those of the Northern Clusters.

FIGURE 11: Urban Network Strategy: Cluster Densities (Persons/Ha)



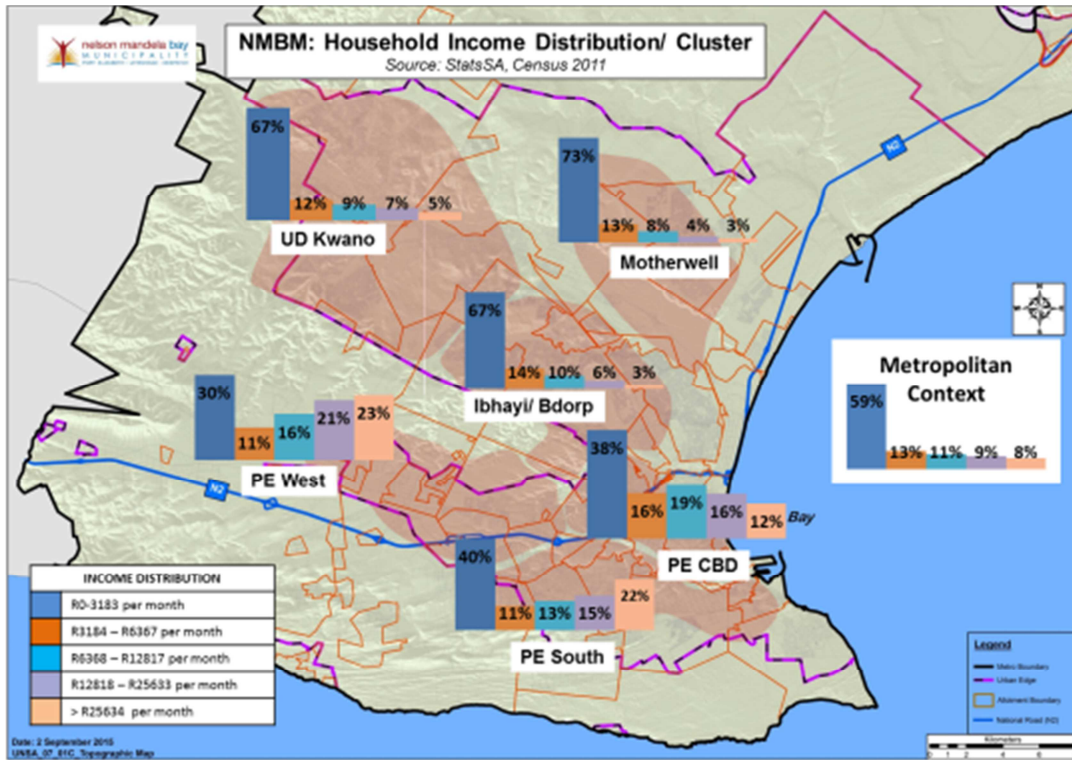
Source: NMBM, 2015

FIGURE 12: Urban Network Strategy - Income Levels per Cluster



Source: NMBM, 2015

FIGURE 13: Urban Network Strategy - Income Levels per Cluster



Source: NMBM, 2015

2.1.1.3.1.2 Central Business Districts (CBD's)

The Urban Network Framework identifies the CBD's of Port Elizabeth, Uitenhage and Despatch as important nodes. The Port Elizabeth CBD is identified as the primary CBD for Nelson Mandela Bay Metropolitan Area.

FIGURE 14: Functional area with existing municipal nodes (CBD'S)



Source: NMBM, 2015

2.1.1.3.1.3 Primary Network/Transport Links

MAJOR ARTERIES

The primary transport network includes three of the five major transport arteries, being:

Harrower/Stanford Road

This road runs in a north-westerly direction, linking the PE CBD with Gelvandale, Helenvale, Bethelsdorp and Bloemendal (Chatty). The long-term integrated road network planning provides for the extension of Standford Road from its current point of termination in the Chatty/ Zanemvula development area, to the Uitenhage CBD area. This extension is reflected in the current planning of the Jachtlakte / Kwanobuhle Estate residential developments.

Provincial Route R75

The R75 in a north-westerly direction, linking Port Elizabeth, Despatch and Uitenhage, as well as the townships of Ibhayi, Algoa Park, Missionvale, Govan Mbeki, KwaDwesi and KwaMagxaki.

Khulani Corridor

The Khulani Corridor refers to the north-south linkage between PE CBD, Ibhayi, Njoli and Motherwell along SheyaKulati, Daku and Dibanisa Roads.

Other primary arteries are:

Old Cape Road (R101)

Provincial Route R101, Old Cape road is a westerly linkage between the PE CBD and the Western Townships of Westering, Kabega, Rowallan Park and Bridgemeade.

Heugh/Buffelsfontein Road

This southern route links the PE CBD to the Western Coastal area of Seaview.

William Moffat Expressway

This road is a north-south linkage between Heugh Road/ Buffelsfontein Road and Old Cape Road

The N2

The N2 runs from West to North through the urban area, serving as a further primary linkage between the urban areas of Nelson Mandela Bay.

These arteries/transport links form the structure of the Integrated Public Transport System in Nelson Mandela Bay which is comprised of road and rail network links.

ROAD NETWORK

Public transport serves the metropolitan area along the following existing and planned routes:

- North-South linkage between the PE CBD and Motherwell via Ibhayi along the Khulani Corridor (SheyaKhulati, Njoli, Daku and Dibanisa Roads).
- North-West linkage between the PE CBD and Bloemendal/Bethelsdorp along Stanford Road, currently terminating near the Cleary Park Shopping Centre, but with planned future extension to Uitenhage via the Chatty, Jachtlakte and KwaNobuhle Estate areas.
- South-West linkage between the PE CBD and the Western Suburbs via Old Cape Road, currently terminating in the vicinity of Rowallan Park, but with planned future extension towards the Redhouse Chelsea intersection, with a possible linkage to the Bay West Mall development.

RAIL NETWORK

There is an existing passenger rail link between the PE CBD and Uitenhage via New Brighton, Sydenham, Swartkops, Redhouse, Despatch. This is part of the Port Elizabeth – Graaff-Reinet Line.

There is an existing passenger rail link between PE CBD and Motherwell/Markman. This is part of the Port Elizabeth – Johannesburg Line.

A future passenger rail link between Port Elizabeth CBD and Motherwell via a proposed new Motherwell Rail Corridor parallel to Tyinira Street (Motherwell) is planned. There is a long-term possible linkage between Coega and Uitenhage. This is a high-priority project driven by PRASA and it is currently being assessed in terms of NEMA processes.

PRASA has confirmed their long-term interest in a passenger rail link between Port Elizabeth and Uitenhage via Bethelsdorp, Chatty, Jachtvlakte and KwaNobuhle along a route alignment which has been in existence for a long time. The route is however compromised by existing developments which requires attention at the appropriate time.

A narrow-gauge rail line exists between Humerail (Port Elizabeth) and Loerie. This line originally served as a goods line between Port Elizabeth and Loerie, but has fallen into disuse.

2.1.1.3.1.4 *Urban Hubs*

The Urban Network Approach (NDPG, 2013) makes provision for the identification of “urban hubs” that will serve as “town centres” for under serviced township clusters. It furthermore allows for a hierarchy of urban hubs, i.e. primary and secondary hubs. In Nelson Mandela Bay, provision includes a special secondary hub, at a level between the primary and secondary hub.

PRIMARY URBAN HUBS

The Primary Hubs are identified as follows:

FIGURE 15: Primary Urban Hubs



Source: NMBM 2015

Port Elizabeth CBD

The Port Elizabeth CBD is the administrative heart of the City and is recognised in the Urban Network Strategy as a Primary Hub.

Njoli/ Ibhayi Hub (Hub 1)

Spatial targeting and the elimination of spatial inequalities, as envisaged in the National Development Plan, is an underlying principle of the Urban Network approach, hence the focus on catalytic development of urban hubs in under-serviced township clusters. The Njoli Hub is identified as the Primary Hub, Hub 1.

This hub is identified as the Primary Hub for urban/catalytic intervention with the objective of linking and integrating the previously segregated townships of Ibhayi and Bethelsdorp. Its identification was informed *inter alia*, by:

- its importance as an historical public space for meeting and informal trading;
- the convergence of major routes in Ibhayi;
- the development of the Njoli transportation modal interchange and hub along the Khulani Corridor; and
- the underlying potential to creatively plan and implement public facilities and amenities that will act as catalyst for wider and more intensified developments that will enhance the scale of economies for the installation of public infrastructure in these areas.

The key elements in this hub include:

- Njoli Square, a multi-million rand redevelopment initiative around the historic Njoli Square;
- Khulani Corridor, a major transport link and development corridor, designed to link the Port Elizabeth CBD with the townships of Ibhayi and Motherwell;
- Kenako shopping Centre, a recently completed shopping centre;
- The Vista Campus of the Nelson Mandela Metropolitan University (NMMU), also known as the Vista Campus;
- The Eastern Cape Training Centre (ETC) opposite the Kenako Centre;

- The Dora Nginza hospital which is envisaged as a future academic hospital for the NMMU Medical School Facility; and
- The Vistarus informal settlement next to the Vista Campus, which is to be redeveloped as part of the Zanemvula Project, one of the first Mega/Presidential Projects initiated in 2006/07 in terms of the Breaking New Ground Strategy.
- The Red Location Cultural Precinct which includes the Red Location Museum of Apartheid, an art gallery, an electronic library; a backpackers' lodge as well as the regeneration of Singhapi Street can be considered as a Secondary Hub to the Ibhayi/ Bethelsdorp Hub.

Zanemvula (Chatty Jachtlakte) Hub (Hub 2)

The Zanemvula (Chatty Jachtlakte) Hub is identified as the second Primary Hub. It is in great need of catalytic intervention to unlock the development potential of this newly developed area. It is situated to the West of Njoli around the intersection of the Bloemendal Arterial and Stanford Road.

This Hub is at the core of the greenfields component of the aforementioned Zanemvula Mega Project, developed as an initiative of the National Department of Human Settlements; Provincial Department of Human Settlements and the Municipality. The Housing Development Agency (HDA) is the implementing agent.

Key elements in this hub include:

- The convergence of Standford Road, Bloemendal Arterials and the MR448 (Old Uitenhage Road). Standford Road is one of the primary links between the Port Elizabeth CBD and Uitenhage. The Bloemendal Arterial on the other hand is not yet fully developed, but serves as an important North/South linkage between the R75 and Standford Road. MR 368 still serves as an important secondary link between Port

Elizabeth and Uitenhage and has the potential to link the Njoli and Chatty Jachtlakte Hubs.

- The new greenfield residential developments of Joe Slovo West; Bethelsdorp North; Khayamandi; the Chatty developments and the Jachtlakte/Kwanobuhle extensions currently in the planning stage, will yield in the order of 54000 residential opportunities, once fully developed. Approximately 14000 units have already been completed and are in need of social facilities and amenities.
- There are large tracts of vacant and serviced land in the greenfield development areas that can be utilized for catalytic high density infill and mixed used development.

SPECIAL SECONDARY HUBS

Two Special Secondary Hubs have been identified and are captured as follows:

Motherwell Special Secondary Hub

The Motherwell Township is very high on the transformation agenda of the Municipality, primarily because of its establishment history as a dormitory town for the Markman Industrial Area. It is under serviced in terms of economic as well as social facilities and amenities and even where those facilities and amenities exist, the quality is sub- standard. Major extensions to the township area (Motherwell Extensions 12, 29, 30 and 31) are currently under construction as part of the municipal human settlement programme. This development, which is rolled out as an integrated residential development, will yield almost 12 500 residential opportunities, home to approximately 50 000 people. A proposed private sector development to the North of Motherwell (Coega Ridge) will, if developed to full potential, yield another 25 000 to 30 000 residential opportunities (100 000 to 120 000 people).

It is against this background that a Special Secondary Hub has been identified at the centre of Motherwell around the Motherwell Shopping Centre and Clinic. Other existing facilities such as a Thusong Centre (to be redeveloped as a Traffic Centre), the Motherwell Community Centre and the higher density Sakhasonke housing project are located in this node. The node will also serve as the terminal point for the Khulani Corridor, as well as future modal interchange for the Integrated Public Transport System (IPTS).

This hub is currently not well defined as a strong nodal point, but it holds the potential to develop as such, particularly when the planned Motherwell Rail Corridor is implemented. The future Motherwell rail station will be in close proximity and forms a strong focal point in this node. It is therefore important that this node be identified and targeted for catalytic intervention in the near future.

Detail precinct planning will be undertaken during the 2015/16 period.

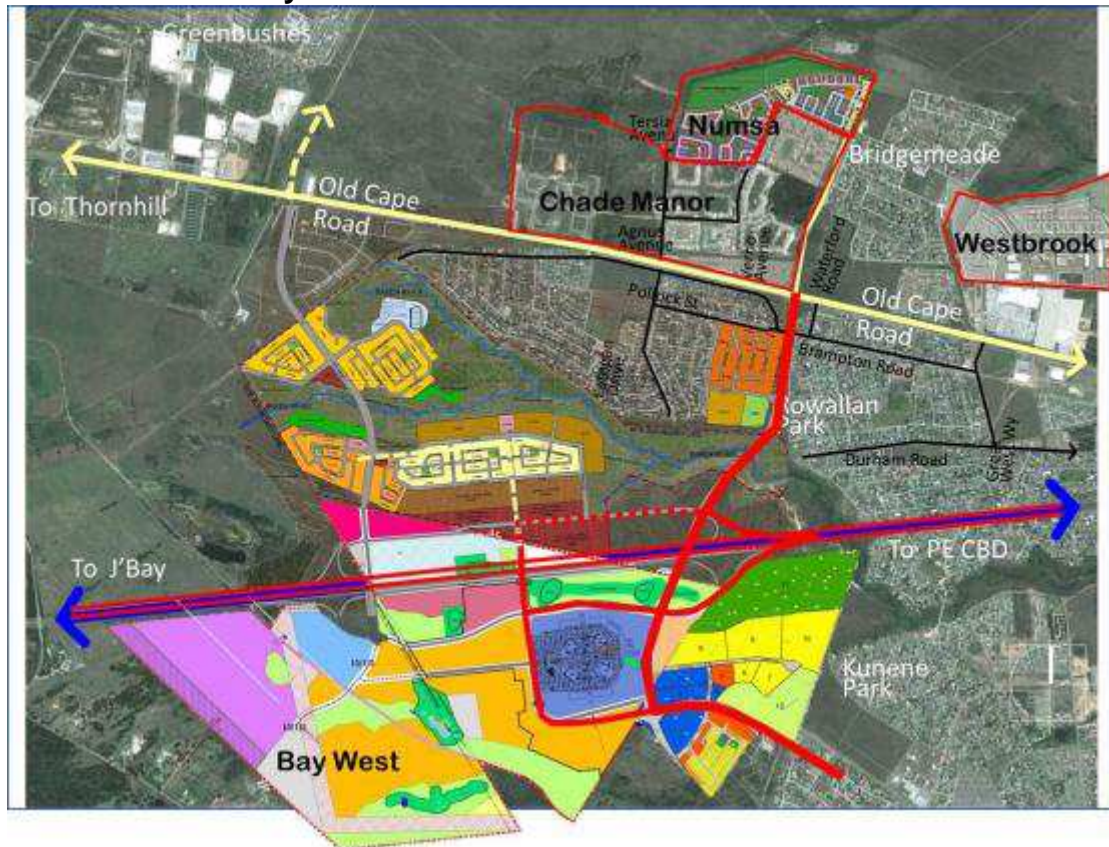
Baywest / N2 Node Special Secondary Hub (Node):

The Baywest / N2 node is anchored by the new regional Baywest Mall which opened in May 2015. This node will expand to include further intensified mixed use and residential development, which if developed at full capacity, will render approximately 10 000 permanent job opportunities and approximately 8 200 residential opportunities aimed at the low, middle and high income markets. Housing typologies will range from high density rental and ownership apartments to low density single residential units for a varied socio-economic sector.

Other developments such as the Kuyga extension, Westbrook and Parsonsvele form part of the larger nodal development area and contribute to additional mixed use and residential development yielding a further estimated 6 500 residential opportunities.

A direct road linkage between the Baywest/N2 Node and Chatty/Zanemvula has been identified as high priority in order to enhance the accessibility of this node to the northern townships of the Metro, from a convenience and job opportunity perspective.

FIGURE 16: N2 Baywest Node



Source: NMBM, Western Areas LSDF, 2013

SECONDARY HUBS

The Uitenhage and Despatch CBD's are identified as secondary hubs as a result of their role and function as sub-regional metropolitan (sub-metropolitan) nodes.

The Urban Network Framework includes the following Secondary Hubs:

Secondary Hub 1 (S1) (Kenako/Vista):

This hub is situated in the Ibhayi / Bethelsdorp area around the Kenako Centre; East Cape Training Centre (ETC); Dora Nginza Provincial Hospital; and the Vista Campus of the Nelson Mandela Metropolitan University (NMMU). It forms a logical link and extension to the Njoli Hub (Hub1) and holds significant potential for development interventions that will link two previously spatially (and socially) separated communities. The precinct planning for this hub will be undertaken as part of the Hub 1-precinct planning which runs concurrently with the preparation of the Ibhayi and Bethelsdorp LSDF's.

Secondary Hub 2 (S2) (Red Location):

This hub is located around the Red Location Cultural Precinct which includes the Red Location Museum of Apartheid, art gallery, electronic library; a backpackers' lodge as well as the regeneration of Singhapi Street. The node will play a significant role as a cultural/ tourism node and can be directly linked with the Port Elizabeth CBD by means of the New Brighton Railway Station which is within walking distance. It will furthermore complement and strengthen not only the Njoli Hub, but also the Khulani Corridor.

Secondary Hub 3 (S3) (Jachtlakte/ Kwanobuhle):

Kwanobuhle Estate is a privately owned proposed development which is about to be developed and will link the Chatty/ Jachtlakte development with Kwanobuhle. A significant mixed-use/ retail node is provided along Standford Road extension. Provision is also made for a railway station at this juncture as part of the planned PRASA commuter rail connection between Port Elizabeth and Uitenhage via Kwanobuhle. It could alternatively serve as a passenger station for the alternative light rail system planned along Standford Road. This nodal locality is therefore included as a future Secondary Hub (S3).

Secondary Hub 4 (S4)(Motherwell North):

The layout for the Motherwell North extensions currently under development, made provision for a retail node which could be developed as a secondary township hub. A possible future secondary railway station in this vicinity will contribute to the significance of this node as a future hub.

Secondary Hub 5 (S5)(Wells Estate):

The long-term road network plans make provision for a road linkage between Weinronk Way in Blue Water Bay and Tynira Street in Motherwell via the Wells Estate Extension 3 development. Provision has been made for a retail node at the convergence of the Phases 5 and 6 of Wells Estate Extension 3 and Blue Water Bay. This node could be developed as an effective secondary township hub for integrated mixed use development.