MAITLAND

LOCAL AREA PLAN

August 1992

FINAL TOWN PLANNING POLICY PLAN

711.43 (MAITLAND)
CAP
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EXECUTIVE SUMMARY

It is intended that the proposals contained in this draft policy plan should replace those contained in the initial Maitland District Policy Plan, adopted by Council in 1982, which have since become outdated.

There are several interrelated problems affecting Maitland, the most serious ones being business/commercial encroachment into the viable residential areas, traffic intrusion and environmental degradation in the area.

The proposals included in Section 4 are intended to address these problems. These proposals are of two types:

- an overall policy framework which provides a set of 10 general principles to guide future spatial development in the study area as a whole; and

- more specific policies and guidelines for their achievement are provided in relation to the study area as a whole as well as the specific problem areas.

Certain proposals are considered to be most urgent and require immediate attention. A list of priority actions and guidelines for implementation is provided at the end of Section 4.

1. INTRODUCTION

1.1 BACKGROUND

For many years Maitland has been under pressure for business and industrial development, a trend which has been seen as a threat to the future viability of the residential community. This issue, among others, has long been a matter of concern, and during the past decade various policy reports regarding Maitland have been prepared. The most significant of these are the 'Review of the Town Planning Scheme, Maitland: First Report: District Policy Plan Alternatives', which was approved by the City Council in 1980, and a policy report entitled 'Review of Town Planning Scheme: Maitland District Policy Plan' (hereafter referred to as the Maitland Policy Plan) which was approved by Council in 1982. The first report analysed the major problems in the area, in particular the problem of business/industrial encroachment into the residential areas, while the second report took various public comments into consideration and set out more detailed proposals for the area.

In January 1990 Councillor Sullivan put a motion to the Town Planning Committee requesting that the Maitland Policy Plan be reviewed, as many of the problems identified in it had not been resolved. In the past 10 years alone, 30 rezoning applications for business and light-industrial uses were received, 19 of which have been approved. Non-conforming and unauthorised uses continue to take place while no further residential development has occurred. The remaining residential areas continue to suffer disturbance from industrial and business traffic, the population has continued to decline and the environment has remained bleak and unattractive for residential development.

Apart from this, in a dynamic area such as Maitland, a frequent review of policies is necessary. In the nine years since the Maitland Policy Plan was produced, various factors have emerged that have a bearing on planning in Maitland, such as the recent repeal of the Group Areas legislation, business development in the surrounding region and new road schemes such as the Berkley-Malta Road link.

On 1990-05-02 the Town Planning Committee considered the motion by Councillor Sullivan and resolved that the City Planner be requested to report on those Policy Statements of the Maitland Policy Plan which may be causing problems in the area. In deciding on the content of this new document, it was felt that while certain aspects contained in the Maitland Policy Plan are still relevant, these are in the minority, and it would be confusing to undertake a 'patch up' job of the original document by deleting certain policies and amending others. Instead, a planning process was initiated which was based on a fresh approach to the problems of the area. Certain new studies were undertaken in order to identify and analyse the current problems facing the area. These are listed in Appendix 2.

Throughout this study, the concerns of the local community have been taken into account. Communication with the affected community is essential in order to accurately identify the planning problems, to develop appropriate strategies and to encourage the participation of the community in the implementation of the proposals. In this regard the Ward Councillors and the executive members of the Ratepayers' and Tenants' Association have played a major role in the planning process, and it is hoped that they will continue to do so in the implementation of the proposals.

During 1991 the analysis was completed and a draft policy plan document was produced. On 1992-03-04 the Town Planning Committee resolved that authority be given to circulate the draft document to all interested parties for comment. During March/April the document was circulated to a broad range of groups and individuals representing the community, professional bodies, State Departments and Council. A list of public parties contacted is set out in Appendix 3. Of the 22 public representatives contacted, 9 responses were received.

This document incorporates the comments which were received, and sets out final proposals and recommendations for adoption by Council.

1.2 PUBLIC RESPONSE TO DRAFT DOCUMENT

The comments were largely positive, and there is general consensus that the policies contained in the draft document are relevant for addressing the problems of the area. In most cases, it was possible to incorporate the comments into the final document. In certain cases, however, objections concerning detailed aspects of the document were raised. When these were carefully evaluated, it was decided that it was in the broader community's best interests to retain the original policies with minor modifications where necessary.

A detailed evaluation of the responses received is included in the covering report which will be retained in correspondence file series TP 935 in the Town Planning Branch.

2. THE STUDY AREA AND ITS CHARACTERISTICS

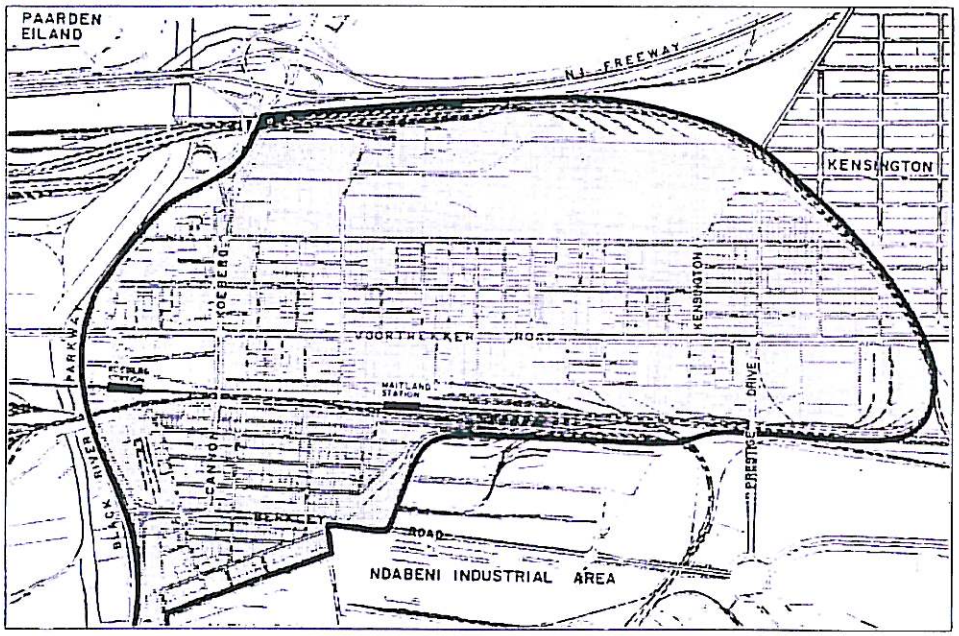
2.1 BOUNDARY OF THE STUDY AREA

The specific area considered for analysis purposes is indicated below on Figure 1. This area is clearly defined by topographical and physical barriers:

- the Cape Town to Bellville railway line to the north and east;
- large-scale institutional and industrial activities to the south and south east; and
- the Black River Parkway freeway to the west.

It is an area defined for specific study by virtue of the many planning problems and issues that arise, and the nature of the locality which is integrated by activities and the local road pattern.

This area is slightly larger than the study area chosen in the original Maitland Policy Plan. The portion east of Kensington Road requires inclusion in the study area as it is isolated from the rest of Kensington by the physical barrier created by the railway, and it is integrated with Maitland by the local road pattern.



2.2 CHARACTERISTICS OF THE STUDY AREA

Maitland is a unique, mixed use area containing business/industrial and residential activities. This suburb is located at the intersection of the three major business "corridors" or "activity spines" in Cape Town, namely:

- the business area along the Main Road running north-south through the southern suburbs;
- the Voortrekker Road business strip running east-west between Salt River and Bellville; and
- the less-developed business areas associated with Koeberg Road between Rugby and Milnerton.

Furthermore, Maitland is located close to the harbour and the Central Business District, and it is centrally located in relation to the inner city industrial areas, ie Epping, Ndabeni, Paarden Island and Salt River. The location of Maitland in relation to surrounding activities is indicated in Figure 2.

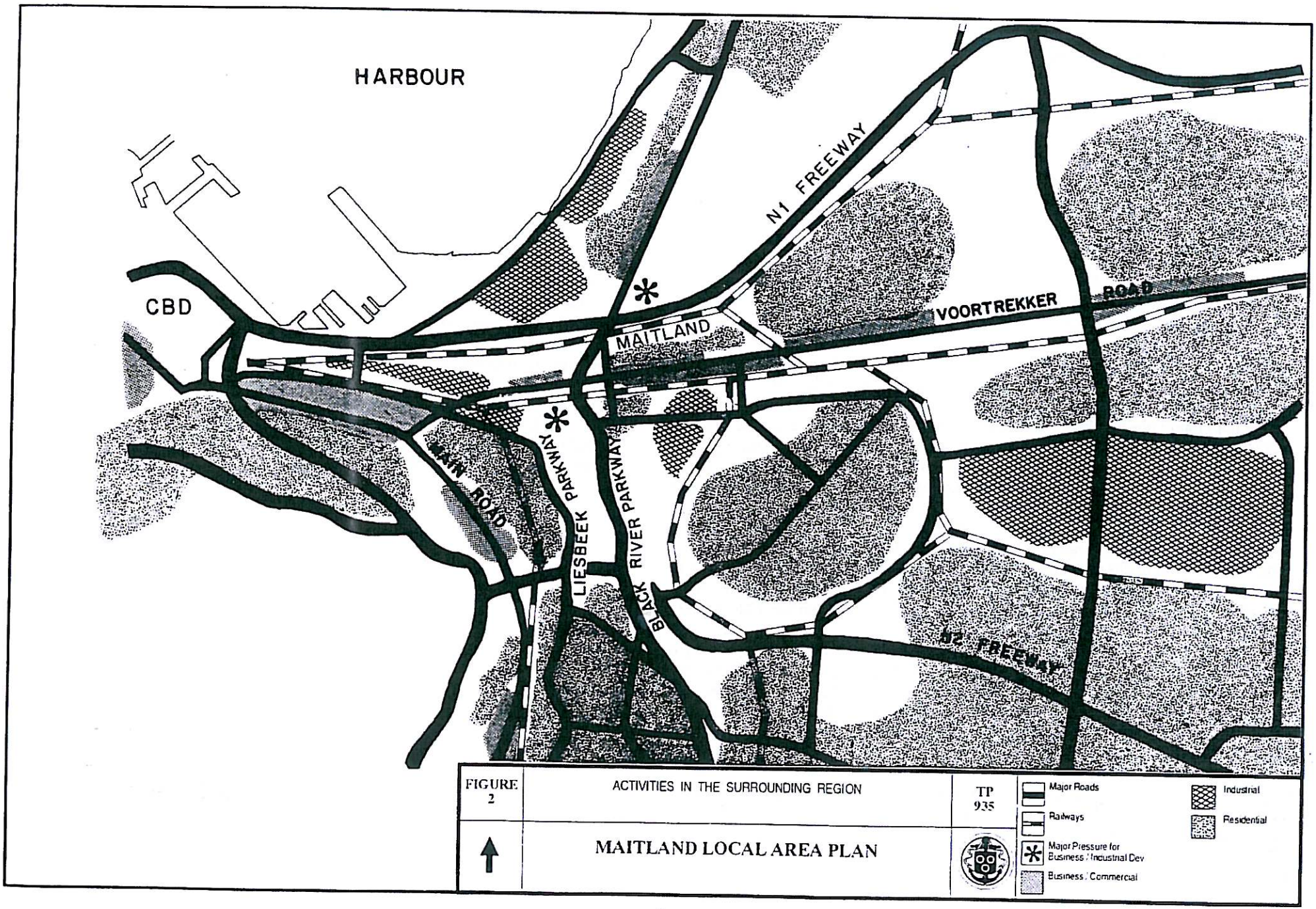
The following transportation routes shown on Figure 3 intersect and converge on the study area:

- two major freeway systems - the N1 and the Black River Parkway freeway;
- four railway routes - the main Cape Town - Bellville line, the Cape Town-Woltemade line, Khayelitsha-Langa-Mutual line and the Heathfield-Maitland line; and
- four Proclaimed Main Roads - Voortrekker Road, Koeberg/Cannon Street, Berkley Road and Prestige Drive.

Two proposed road schemes affecting Maitland and the surrounding area, namely the Prestige Drive-1st Avenue Brookrail link and the Berkley-Malta Road extension, will increase the accessibility of Maitland within the surrounding region. The prospect of major business/industrial development in the surrounding area has the potential for rendering private sector funding for the expeditious implementation of these schemes.

The upgrading of the regional road system through the implementation of these road schemes may relieve the local roads within Maitland of heavy through traffic.

FIGURE 1: STUDY AREA


HARBOUR
CBD
N1 FREEWAY
MAITLAND
VOORTREKKER ROAD
MAIN ROAD
LIESBEEK PARKWAY
BLACK RIVER PARKWAY
N2 FREEWAY
FIGURE 2
ACTIVITIES IN THE SURROUNDING REGION
TP 935
MAITLAND LOCAL AREA PLAN
Major Roads
Railways
Major Pressure for Business / Industrial Dev
Business / Commercial
Industrial
Residential

This could have positive spinoffs for the local environment. Development trends in Maitland and the surrounding region indicate an increase in the growth of small business and light industrial activities. Given the accessible location of this area, it is likely that this trend will intensify in the future. There has been recent pressure for business/light industrial development in the Liesbeek-Black River confluence area to the west; and industrial development immediately to the north of the study area (the "Brookrail" industrial complex). The intensification of uses in the surrounding area is likely to result in increased traffic flowing through Maitland. This could relieve pressure for industrial/large-scale commercial development in Maitland.

The accessible location of Maitland, close to public transport systems and employment areas, has also favoured the establishment of affordable rental accommodation to cater for low and semi-skilled workers in the surrounding area. Maitland plays an important role in the provision of this type of accommodation which is scarce in Cape Town.

Figure 50 contained in Appendix 6 indicates the 1985 economically active population and shows the percentage composition involved in different occupational categories. It is important to note that 80 percent of the economically active population are employed in industrial, transport, clerical, sales and unskilled activities and are likely to be employed in Maitland or in the surrounding region. It is estimated that the 1990 median monthly income per head of household ranged between R200 and R1695 (1980 census figures updated to 1990 using factors published in BER Trends).

The residential areas of Maitland are somewhat isolated from direct access to other surrounding residential suburbs and shopping/recreation facilities. This is by virtue of the physical barriers created by freeways, railway lines and large-scale industrial and institutional activities and open spaces on the periphery of Maitland.

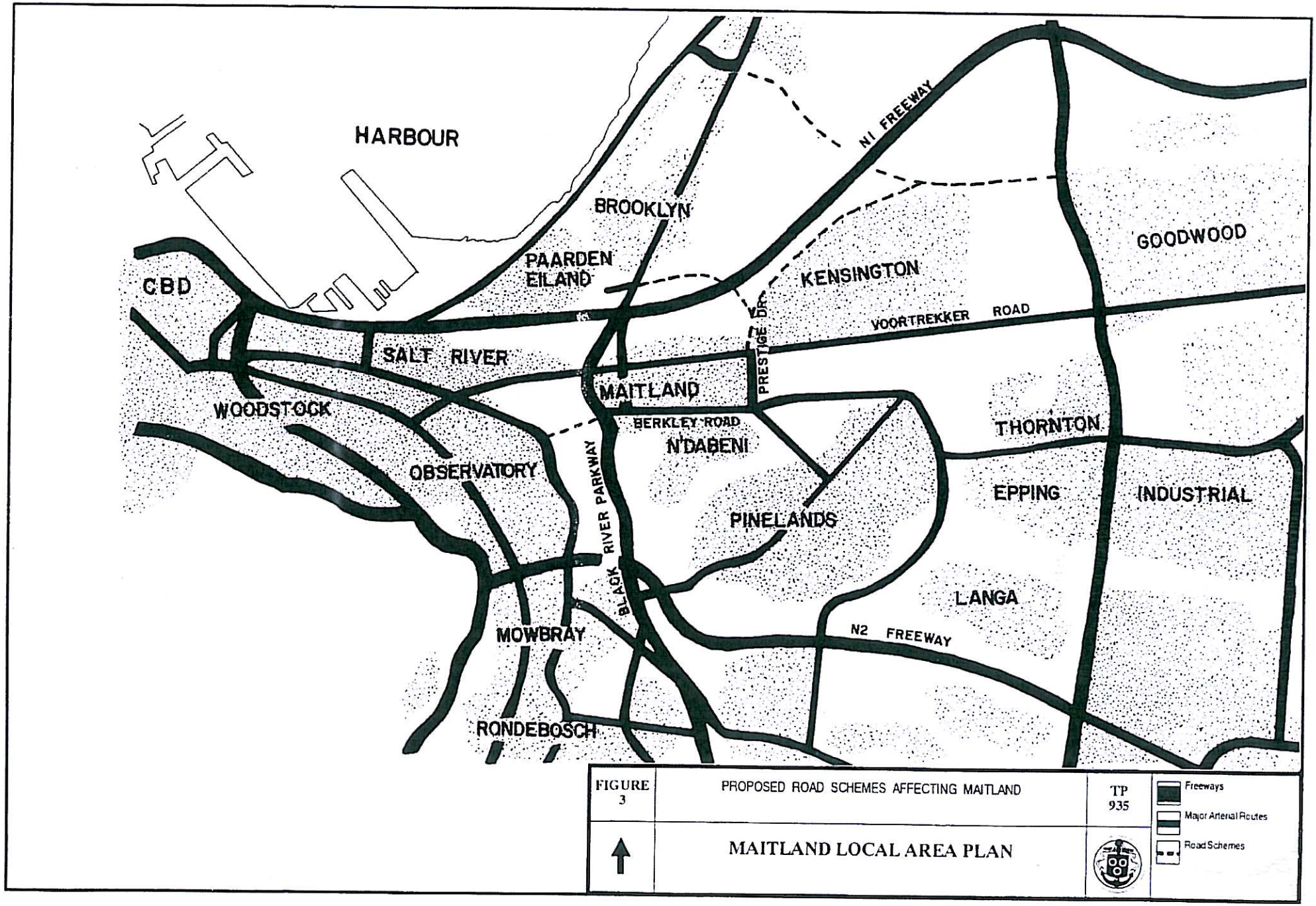
The residential area most directly linked with Maitland is Kensington, which is connected via Voortrekker Road and a pedestrian bridge across the railway line, which separates the two areas. Certain recreational and educational facilities and work and shopping opportunities within Maitland are utilised by Kensington residents. There is also a trend of Kensington residents moving into the residential areas of Maitland.

Maitland and Kensington have not reached their potential in the provision of accessible housing. The Voortrekker Road "activity spine" should ideally be flanked by higher density housing to support the public transportation systems and public facilities and to support the life and safety of the business areas.

Population densities in Maitland are low. In 1985 the total population for the study area was 5988. This is a small population compared with Kensington, for example, which is a neighbouring area of a similar size, containing a population of 10874 in 1985.

Figure 51 contained in Appendix 6 indicates the total population for 1970, 1980 and 1985. The 1985 total population was projected to 1990 using a formula provided in Appendix 6. The 1990 total population for the study area is therefore estimated to be 5748. The total population in the study area has decreased by 25% in the past 20-year period (1970 - 1990). The recent removal of the Group Areas restrictions could result in a reversal of this declining population trend, considering that the residential areas in Maitland are now available to other population groups. (In 1985 the racial composition in the Maitland study area was 55% white, 42% coloured, 2% Asian and less than 1% black.)

The age-sex analysis indicates an aging population. However, there has recently been an increase in the number of children between the ages of 0 - 4. There is also a trend of an increasing average household size for this period (ie a range of 2,72 - 3,87 people per household in 1980 compared with 4,02 people per household in 1985). These two recent trends indicate that Maitland could once again become attractive for families moving into the area.


HARBOUR
BROOKLYN
N1 FREEWAY
GOODWOOD
PAARDEN EILAND
CBD
KENSINGTON
VOORTREKKER ROAD
PRESTIGE DR
SALT RIVER
MAITLAND
WOODSTOCK
BERKLEY ROAD
N'DABENI
THORNTON
OBSERVATORY
RIVER PARKWAY
EPPING
INDUSTRIAL
PINELANDS
BLACK
LANGA
MOWBRAY
N2 FREEWAY
RONDEBOSCH
FIGURE 3
PROPOSED ROAD SCHEMES AFFECTING MAITLAND
TP 935
MAITLAND LOCAL AREA PLAN
Freeways
Major Arterial Routes
Road Schemes

2.3 PRECINCTS WITHIN THE STUDY AREA

For analysis purposes the study area was divided into various precincts, ie. areas of similar land use and function. The location of the precincts is indicated on Figure 4 and a brief description of these follows:

Residential Precincts

Precincts 1 - 7
Seven residential areas are located within the framework of business/industrial activities and transportation routes. Precincts 1, 2, 5, 6 and 7 are relatively large, compared with Precincts 3 and 4 which are small and isolated by surrounding business activities.

Business/Industrial Precincts

Precinct 8
A clear clustering of shops and institutional uses are located along the western end of Voortrekker Road, including the intersection of Voortrekker Road with Koeberg Road. This precinct functions as the local shopping area for the community.

Precinct 9
The central park and the town hall situated adjacent to Maitland station provide a community focus for Maitland.

Precinct 10
The western end of Voortrekker Road is characterised by a mix of shops and medium-scale industrial uses. Large-scale industrial uses predominate between this end of Voortrekker Road and the railway line. This industrial area has links with the Ndabeni and Epping industrial areas via Prestige Drive.

Precincts 11, 12, 13, 14, 15
Peripheral land which is accessible via links onto the freeway system and is closest to the Central Business District and the harbour has attracted medium to large-scale industrial uses.

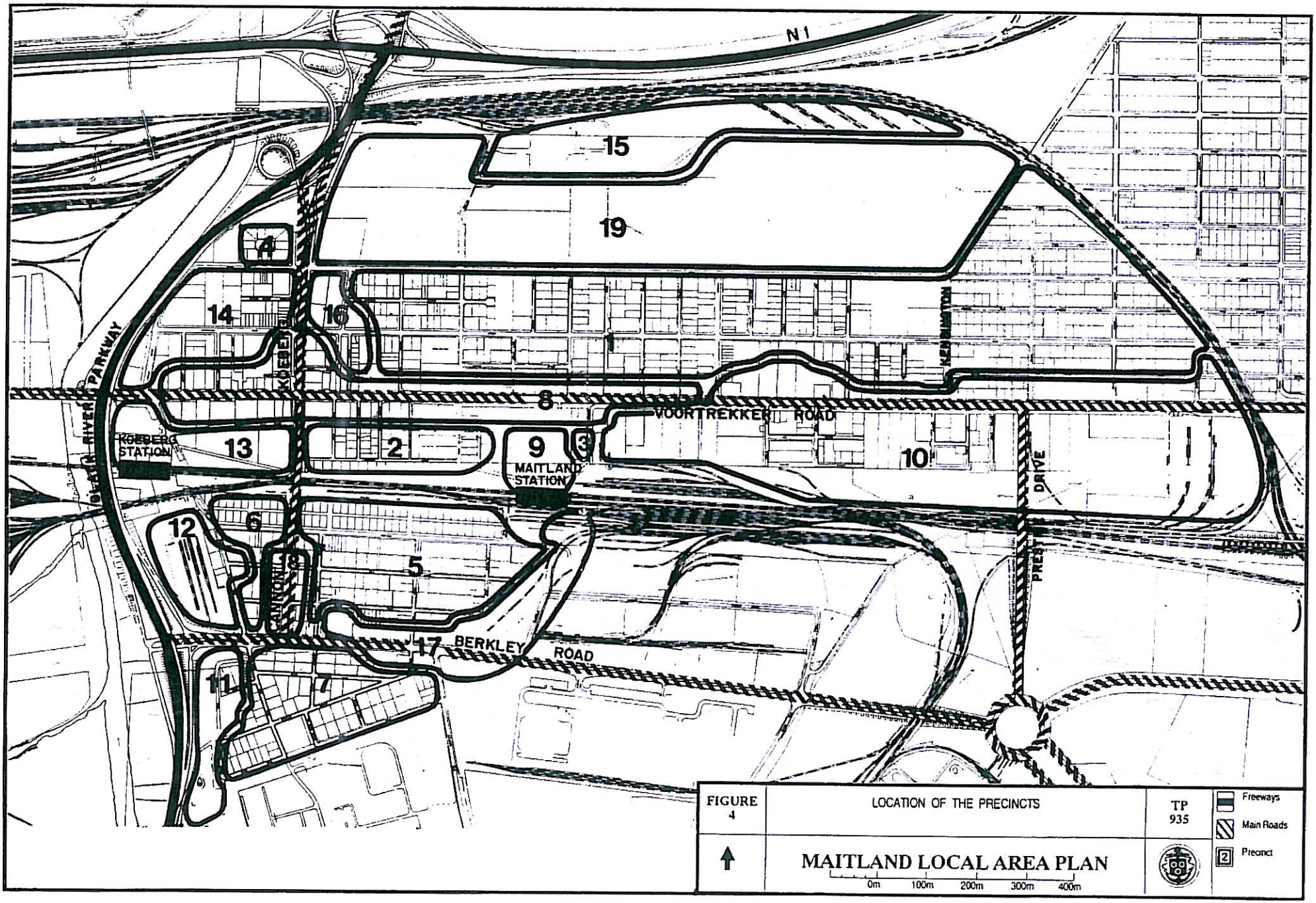
Precinct 16
This precinct, located at the periphery of the shopping area on Koeberg Road, is characterised by office activities and motor vehicle-related businesses.

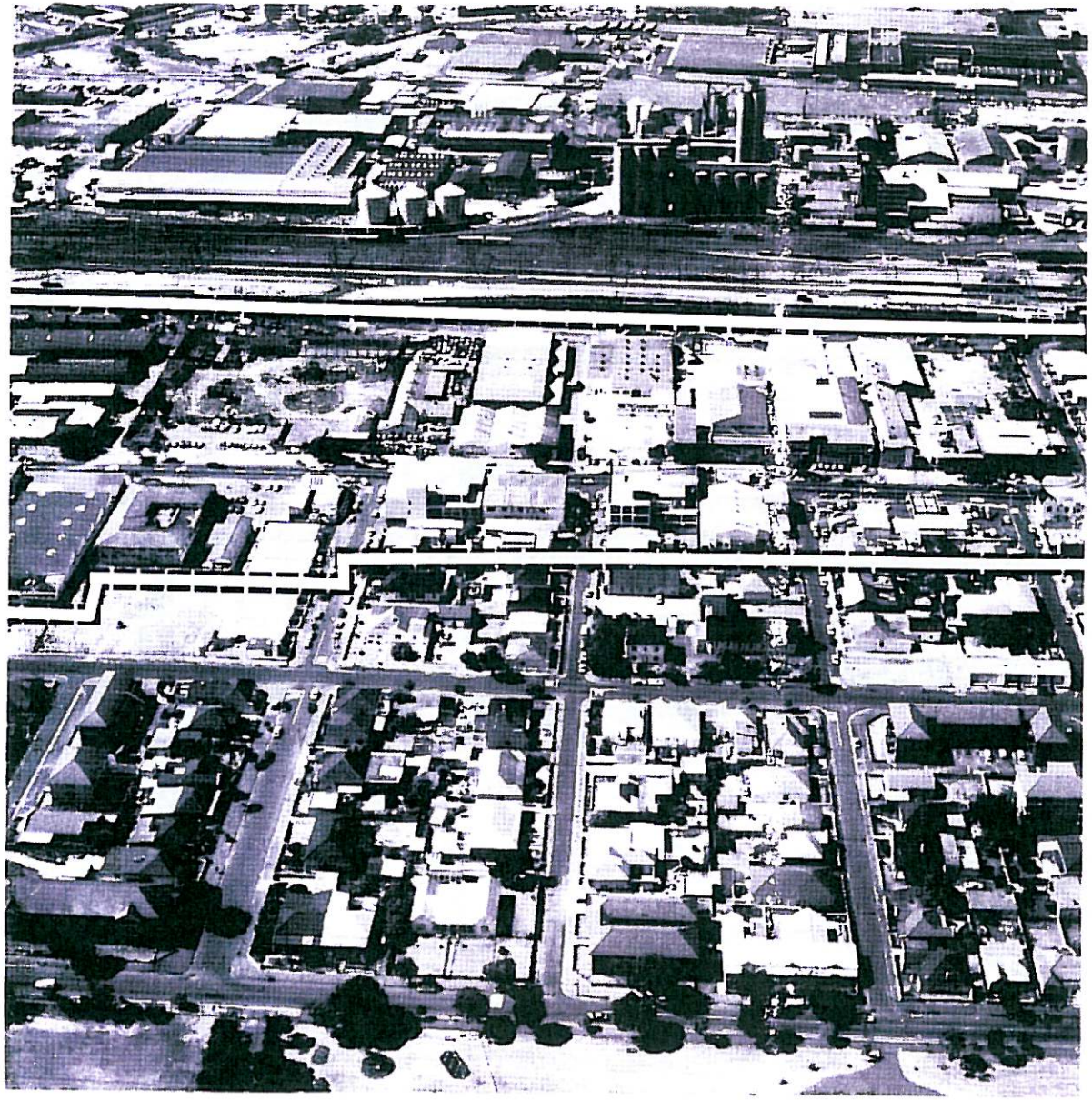
Precinct 17
Berkley Road is an important arterial running parallel to Voortrekker Road on the other side of the railway line. Large-scale industrial activities have located along this route and between this route and the railway line.

Precinct 18
Cannon Street provides an important link between Berkley Road, Voortrekker Road and the Koeberg Road intersection with the N1 freeway. Small-scale business activities have located along this road.

Open Space Precinct

Precinct 19
A large open-space complex containing three schools, vacant land, the Maitland public swimming pool and sportsfields is located along the northern edge of Maitland.


N1
15
19
4
14
16
8
VOORTREKKER ROAD
KOEBERG STATION
13
2
9
MAITLAND STATION
3
10
12
6
5
17
BERKLEY ROAD
11
DIARY RIVER PARKWAY
KOEBERG ROAD
MAITLAND ROAD
KENSINGTON
PRESTON DRIVE
FIGURE 4
LOCATION OF THE PRECINCTS
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Freeways
Main Roads
Precinct



Large-scale industrial uses on the periphery

Small-scale business/ commercial uses along Voortrekker Road

Residential areas

3. PROBLEMS, ASSETS AND OBJECTIVES

This section presents the results of an analysis of the study area. The following section on the proposals flows out of this analysis. Planning in Maitland should aim to strengthen or enhance the existing assets of the area, and resolve the problems which are identified below.

3.1 RESIDENTIAL AREAS

The accessible location of Maitland, close to public transportation systems and employment areas, contributes to the convenience and desirability of the residential areas.

The residential areas within the study area are relatively small and are separated by business/industrial areas and transportation routes. However, these neighbourhoods manage to function together as an integrated community by virtue of the fact that the business/industrial areas and main roads separating the residential areas are not so wide as to prevent close access between the precincts; and the Cannon Street bridge and a pedestrian bridge at the Maitland station link the residential areas to the north with the residential areas to the south of the railway line. Figure 5 indicates the linkages between the residential areas in Maitland.

The residential areas provide an important reservoir of affordable rental accommodation and affordable State-subsidised accommodation. According to the 1980 population census, 50 percent of dwelling units in Maitland are rented, and 36 percent of dwelling units are owned by SATS. (In terms of the Legal Succession to the South African Transport Services Act No 9 of 1989 all land which was previously owned by SATS is now owned by either Transnet or the South African Rail Commuter Corporation Limited. However, for ease of reference, the land is still referred to as SATS-owned land in this document.) This is contrasted with the situation in Kensington where home ownership is as high as 66 percent, and only 30 percent of dwelling units are rented.

The residential areas contain a wide variety of housing types, most of which are in average to good condition, including single dwellings, semi-detached, row housing and low-rise blocks of flats.

Maitland contains remnants of its historical development which contribute to the character of the area. This suburb began to develop with the completion of the first hard road across the Flats to Klapmuts in the latter part of 1845. Voortrekker Road still remains the major structuring element in the development of the area. In 1904 an area of approximately 9 morgen, called Maitland Outspan, was reserved as a Public Outspan for the use of travellers. Part of this open space at the intersection of Voortrekker Road with the Black River Parkway has remained to the present day.

There are a number of buildings throughout the area that are of individual merit either historically and/or architecturally, for example the town hall, the public baths and Victorian/Edwardian shops and dwellings. A number of buildings have remained virtually unaltered since their construction in the 1890s/1900s. Several merit recognition for their unusual architectural features which reflect the transition from one stylistic period to another.

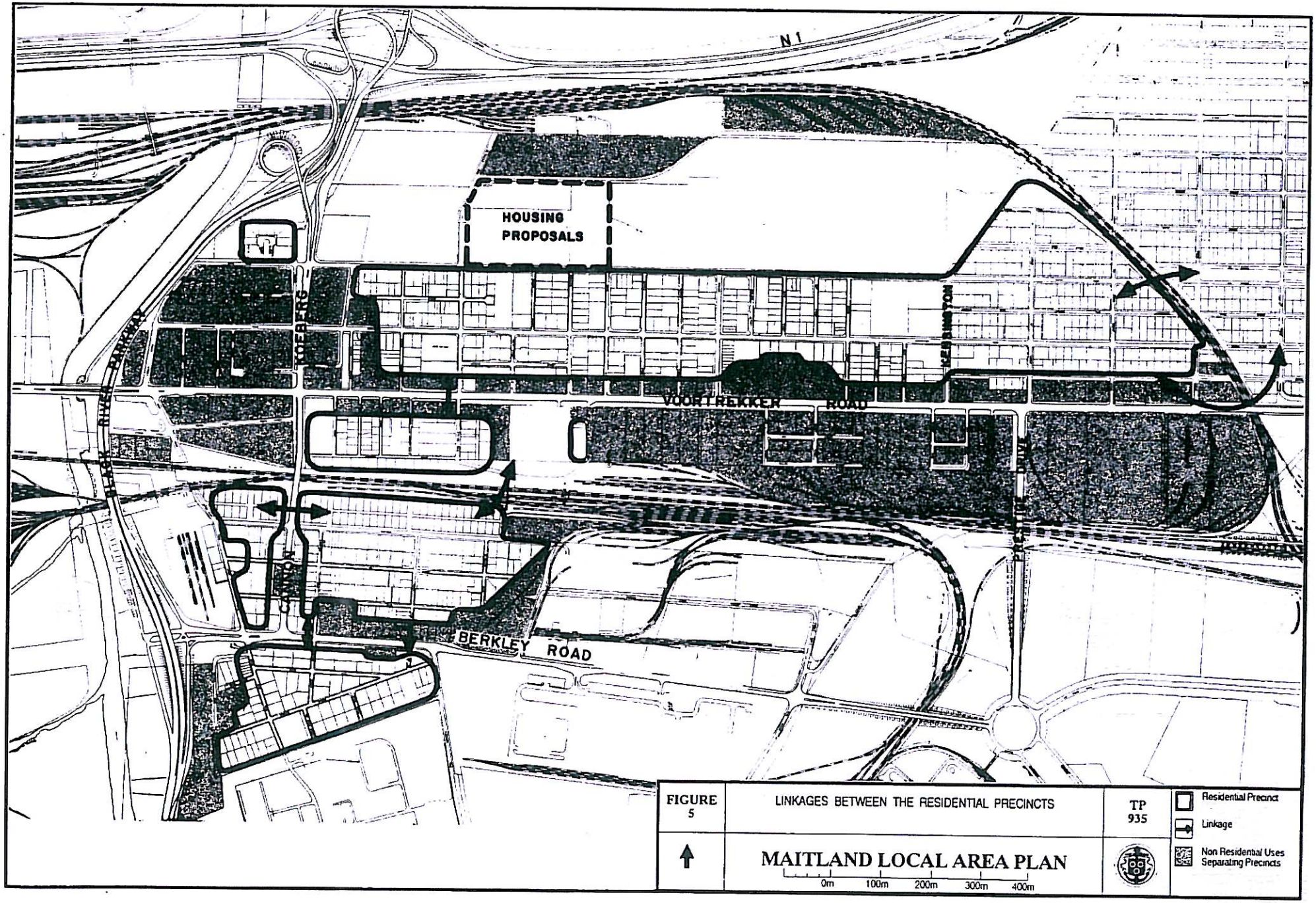
These buildings do not however form large concentrated groups but have a generally scattered distribution throughout the area. Consequently Maitland has not been considered suitable as a conservation area. However, these buildings provide a sense of character and identity to the suburb and therefore conservation measures to protect individual buildings are required.

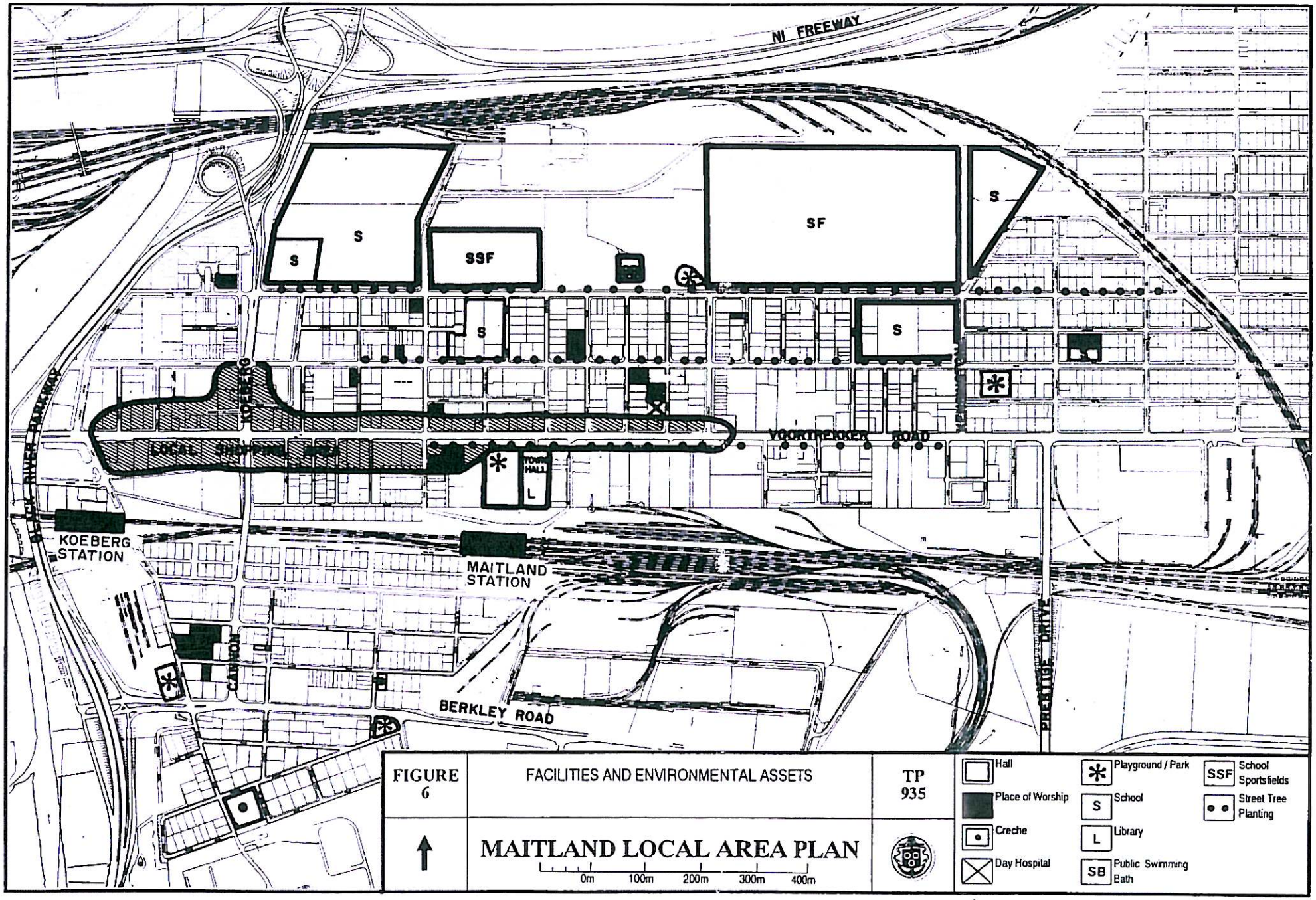
Many facilities are present in the area including places of worship, five schools, two creches, a library, various halls, parks, a public swimming pool and sports facilities, and a well-developed shopping area. Certain well-located parks and tree planting contribute to the residential environment. The distribution of facilities and environmental assets is indicated in Figure 6.

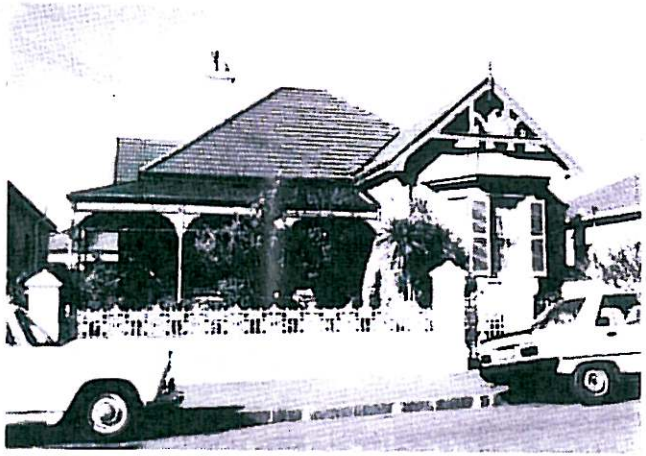
The major problem currently facing the residential areas is the encroachment of business/light industrial uses and the conversion of residential units at the edges of these areas for business/commercial use. Inappropriate design, the establishment of incompatible land uses and the traffic impact of these developments have, in many cases, had a negative impact on the environmental quality of the adjacent residential areas.

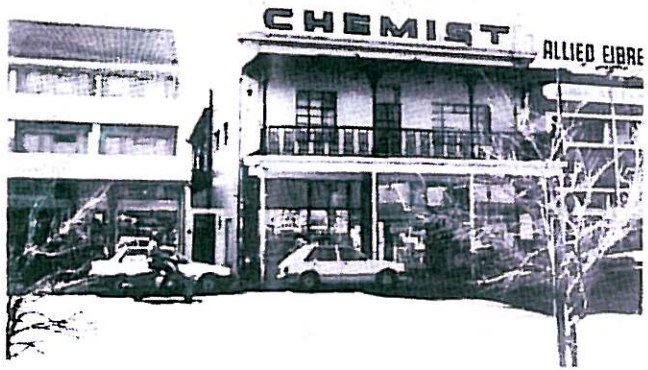
As a result of this process, the residential precincts have become smaller and more fragmented. The generally low-density housing, which is interspersed with vacant plots, indicates a fairly low demand for the development of housing in the area. This makes the residential areas more vulnerable to business/industrial encroachment. Historical factors have also had a negative impact on the residential areas. For example, the presence of large-scale polluting industries such as Ndabeni in the south east and Coalcor to the north; and railway lines and busy roads that cut through residential areas. These problems are illustrated in Figure 7 and are discussed in more detail in Sections 3.2 and 3.3.

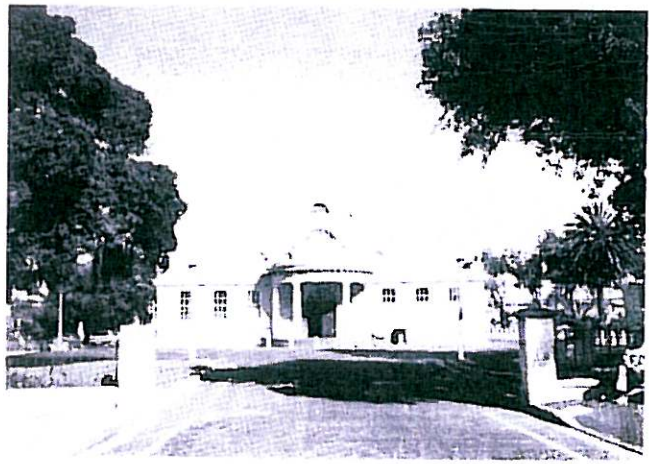
The residential environment is generally fairly bleak and unattractive compared with many other inner city suburbs, such as Observatory, Mowbray and Sea Point.


N1
HOUSING PROPOSALS
VOORTREKKER ROAD
BERKLEY ROAD
KENSINGTON
TOEBERG
FIGURE 5
LINKAGES BETWEEN THE RESIDENTIAL PRECINCTS
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Residential Precinct
Linkage
Non Residential Uses Separating Precincts

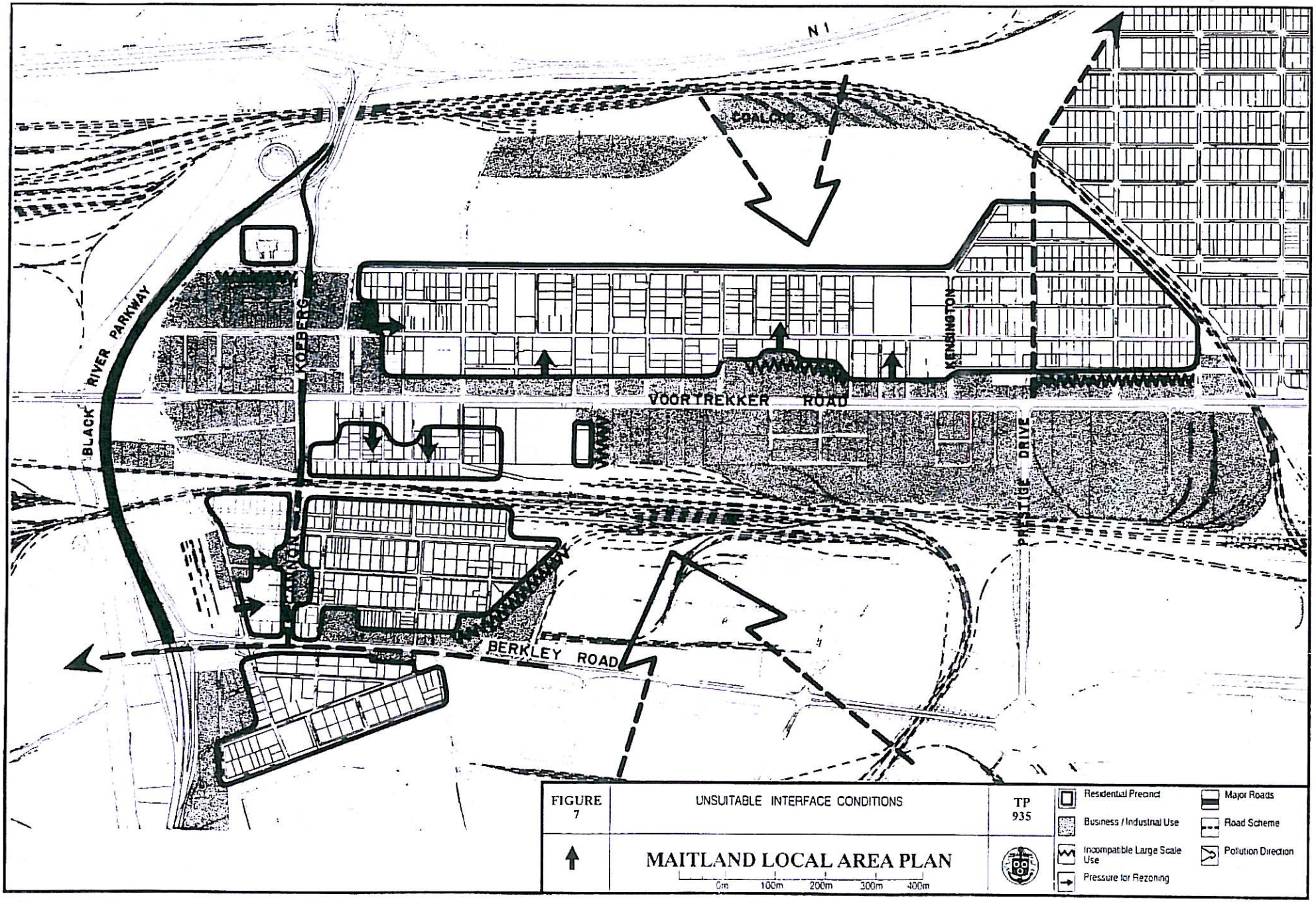

N1 FREEWAY
S
S
SSF
SF
S
S
S
VOORTREKKER ROAD
LOCAL SHOPPING AREA
TOWN HALL
L
KOEBERG STATION
MAITLAND STATION
BERKLEY ROAD
PRESTIGE DRIVE
FIGURE 6
FACILITIES AND ENVIRONMENTAL ASSETS
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Hall
Place of Worship
Creche
Day Hospital
Playground / Park
School
Library
Public Swimming Bath
School Sportsfields
Street Tree Planting



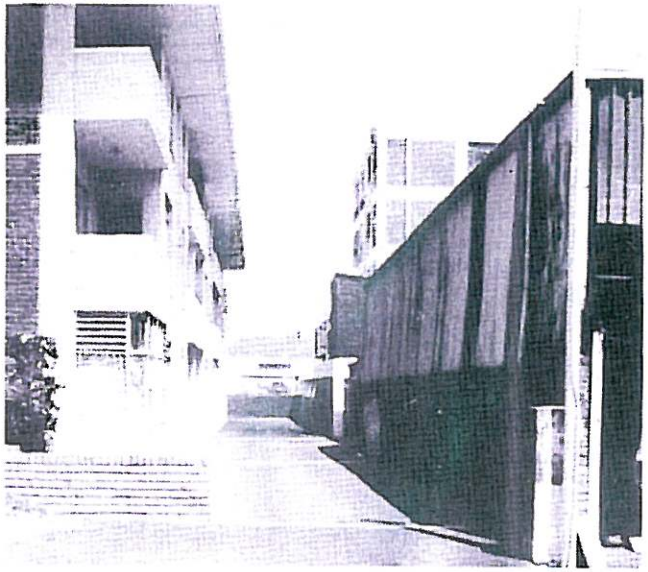




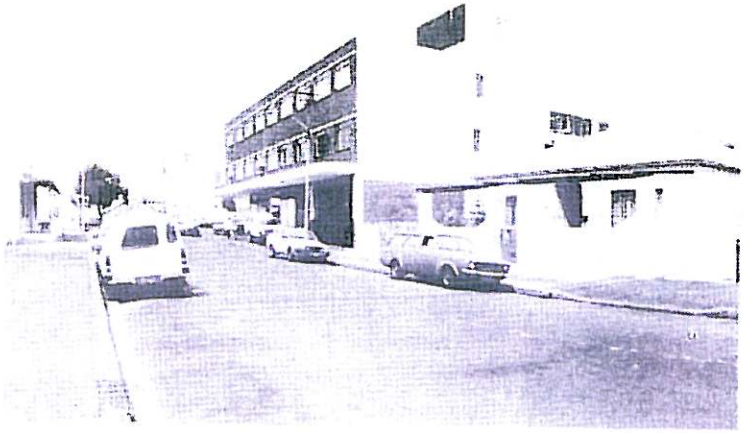
BUILDINGS OF HISTORIC AND ARCHITECTURAL INTEREST


N1
COALCOK
BLACK RIVER PARKWAY
KOEBERG
KENSINGTON
VOORTREKKER ROAD
PASTEUR DRIVE
BERKLEY ROAD
FIGURE 7
UNSUITABLE INTERFACE CONDITIONS
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Residential Precinct
Business / Industrial Use
Incompatible Large Scale Use
Pressure for Rezoning
Major Roads
Road Scheme
Pollution Direction

Incompatible industrial uses hard up against dwellings

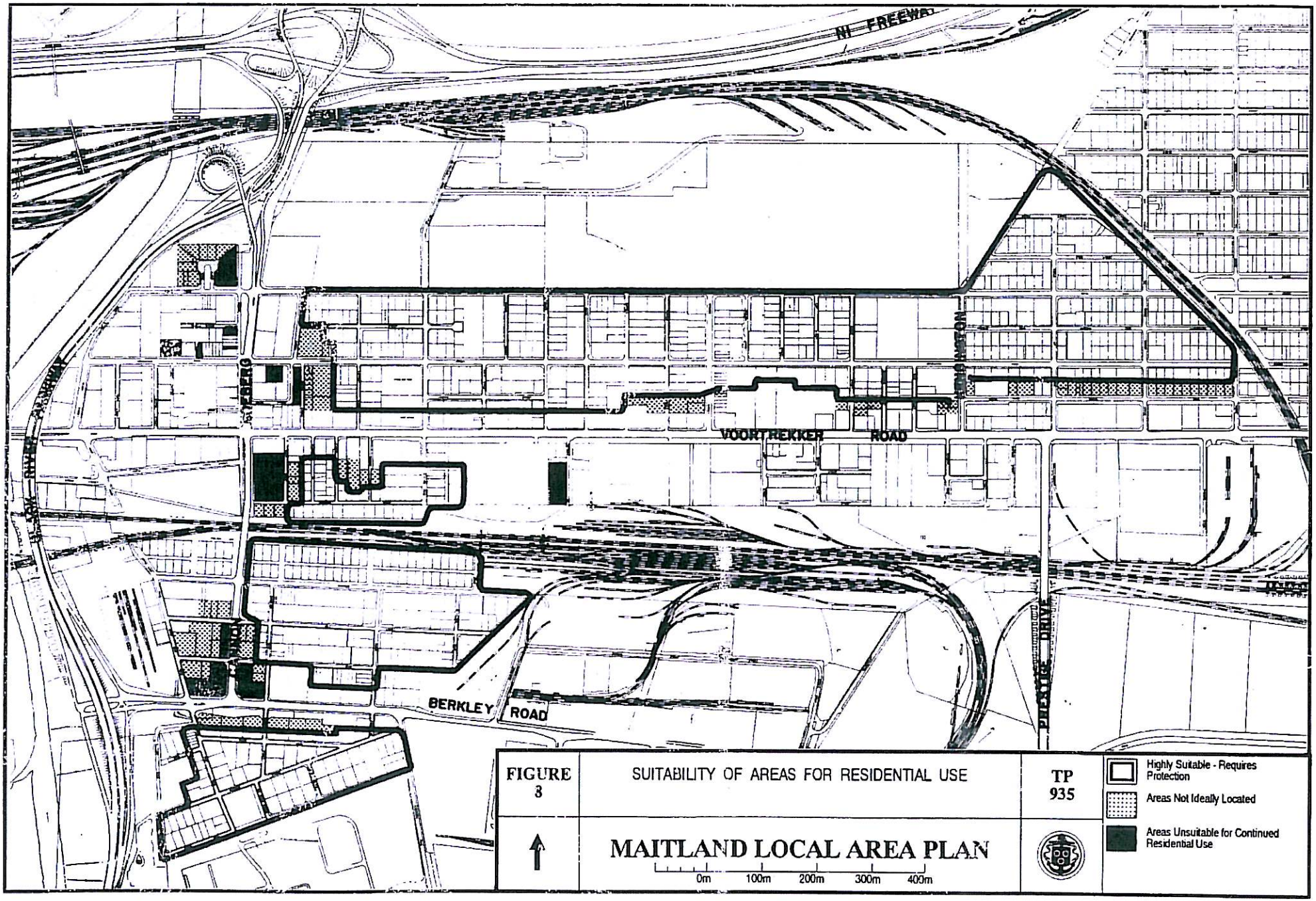


Intrusive design of non-residential structures



Non-residential buildings out of scale with adjacent residential buildings

PROBLEMATIC INTERFACE CONDITIONS


N1 FREEWAY
VOORTREKKER ROAD
BERKLEY ROAD
FIGTREE
FIGTREE
FIGTREE

The generally poor environment and the uncertainty regarding business encroachment have inhibited investment in the residential areas. Certain residential property owners have allowed their properties to fall into a state of disrepair which further detracts from the surrounding environment.

Inappropriate and ineffective controls have been set in place in an attempt to manage the land use changes in this area. The Zoning Scheme and its land use restrictions do not provide for sensitive controls at the interface between residential and business/commercial areas; and the initial Maitland Policy Plan lacked sufficiently detailed guidelines for managing growth along the entire business/residential interface in Maitland. This is one of the reasons why many of the policies contained in the initial Maitland Policy Plan have not been implemented. Certain of the policies were found to be unrealistic and, as circumstances changed, various amendments to the original report were made, and rezonings which are in conflict with the Maitland Policy Plan have been approved by Council. This has resulted in confusion within the Maitland community and fears that the remaining residential areas will gradually disappear.

The declining residential population is threatening the viability of the residential areas and the viability of the community facilities. For example, school enrolment figures in the area have declined, in some cases to less than 50 percent of the school capacity.

Population trends suggest that the outmigration from the study area is now being counterbalanced since the repeal of the Group Areas Act. While it is impossible to predict population trends with any degree of certainty, there seems to be an indication that the residential areas of Maitland are becoming increasingly attractive.

Recent discussions with the Ward Councillors, representatives from the community and estate agents working in the area confirm that there is quite a high demand for the purchase or rental of existing houses and flats in Maitland. In time the area may become attractive for further residential development on vacant plots or the redevelopment of plots for higher density forms of residential development.

Recently, Council resolved to dispose of 3,02 hectares of land adjacent to the Maitland public swimming pool for housing purposes. There are indications that developers are interested in developing this land for residential purposes. The construction of houses in this area would increase the residential population in Maitland.

Most of the residential areas are zoned for General Residential Use, Sub Zone R4. This zoning, which is one of the most permissive, allowing low density housing through to flats, is therefore not a factor which could inhibit residential development in Maitland. The question is whether the recent increasing demand for residential accommodation is large enough to reverse the declining population trends before it is too late.

The precinct analysis

An analysis of the seven residential precincts was undertaken. This included an evaluation of the suitability of residential areas for continued residential use.

The analysis enabled the classification of the residential areas into three categories according to varying degrees of suitability for continued residential use, namely:

I Areas which are highly suitable for continued residential use.

II Areas which are not ideally located for residential use.

III Areas unsuitable for residential use.

Figure 8 indicates the classification of the residential areas according to suitability for continued residential use.

Residential Areas - Summary and Conclusion

Problems

- There is pressure for business and light industrial encroachment into areas which are highly suitable for continued residential use. This process has resulted in traffic problems and has caused residential areas to become fragmented and isolated from one another.
- There are negative impacts due to historical factors such as polluting industries, unsightly buildings and railway lines and roads cutting through residential areas.
- The environment is bleak and unattractive.
- Insensitive controls and insufficiently detailed guidelines for managing growth have resulted in conflicting rezonings and inappropriate land use.

- The declining residential population threatens the viability of residential areas and community facilities.

Assets

- Maitland is in an accessible location, close to public transport and employment.

- Accommodation is affordable and includes a wide variety of housing types, mostly in average to good condition.

- Architecturally and historically significant buildings give character and identity to the area.

- There are many facilities present - schools, creches, library, swimming pool, shops etc.

- The zoning of the area is very permissive and would enable residential areas to reach their full potential.

Objectives

- To retain the integrity and viability of the residential community and the role of Maitland in the provision of affordable accommodation. Business encroachment into the viable residential areas should be prevented.

- To promote/facilitate an appropriate interface between residential and high intensity non-residential areas, eg shopping or industrial areas.

- To facilitate increased residential densities in Maitland.

- To improve the attractiveness and performance of the residential environment.

3.2 BUSINESS AND INDUSTRIAL AREAS

Businesses and industries in Maitland have benefitted from advantages of accessibility and exposure to passing trade. Initially they located along arterial main roads such as the Voortrekker Road/Koeberg Road intersection and the Voortrekker Road/Prestige Drive intersection. These activities then gradually began to fill the more peripheral locations between Voortrekker Road and the railway line and between the main roads and the Black River Parkway freeway. A high percentage of Maitland's business/industrial areas are zoned for General Commercial Use, which permits a wide variety of uses including shops, offices and light industries. The variety of business and industrial uses is indicated in Figure 9.

The linear form of commercial development, with vehicular access taken from the main roads, has protected the residential areas to the rear from traffic noise and activity. Adjacent residents have convenient access to employment and shopping opportunities. This form of linear development has been seen to work well in other parts of the city such as Observatory and Sea Point. However, in certain places the location, design and scale of these business/commercial activities have had a negative impact on the adjacent residential areas.

In the last decade Maitland has experienced a massive increase in business and industrial use. Between 1959 and 1980, 24 rezoning applications to permit a land use change from residential to non-residential use were received whereas between 1981 and July 1991, 30 rezoning applications were received. Maitland has therefore experienced a 100 percent increase in the number of rezonings from residential to business/commercial use in the last ten years. However, not all the rezoning applications received since 1980 proposed the loss of residential housing stock. Two applications involved non-conforming uses, six applications involved vacant plots, and one application involved the conversion of a church for commercial use.

The decision makers, ie Council and the Administrator, have approved many rezonings in the last ten years. In the 20 years prior to the adoption of the Maitland Policy Plan eight rezonings were approved by Council, whereas in the ten years since the adoption of the Maitland Policy Plan Council has approved 14 rezonings. In addition, the Administrator has overturned five decisions by Council recommending the refusal of rezonings. Therefore a total of 19 rezonings out of the 29 rezoning applications submitted since 1982 have been approved.

Prior to 1980 encroachment by large-scale industrial uses was of concern to the Maitland residents and this was one of the main reasons why the Maitland Policy Plan was initiated in the late 1970s. This trend has been replaced by an increasing trend of small-scale business and light industrial development; in particular the conversion of dwellings for offices, workshops and storage purposes. This trend provides employment opportunities and opportunities for the establishment of small businesses. This trend is positive, for it enables a form of development which is compatible with adjacent residential uses and can form a suitable transition zone between a high intensity activity area and a quiet residential area. The high accessibility by public transport and the presence of old cheap building stock has stimulated this trend of small business activity.

Figures 10 and 11 illustrate the areas of development pressure in the period 1959 - 1980 and in the period 1981 - July 1991. The exact locations of rezoning

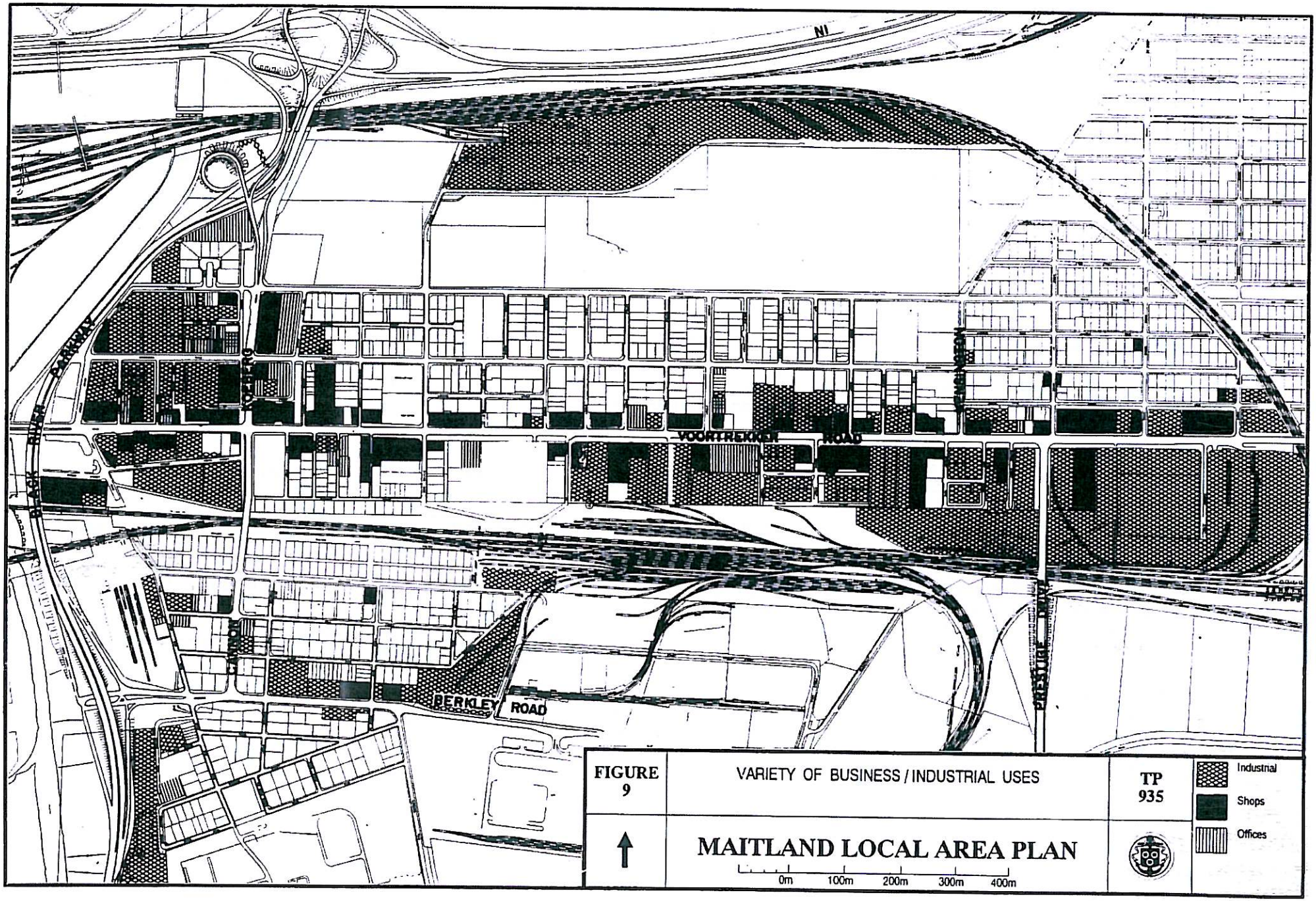


FIGURE 9	VARIETY OF BUSINESS / INDUSTRIAL USES	TP 935
↑	MAITLAND LOCAL AREA PLAN	

applications in these two periods are indicated on Figures 42 and 43 in Appendix 6. This pressure for new business/industrial development has been exerted on the following areas which are generally appropriate areas for the intensification/expansion of these uses:

- at the intersections of Koeberg Road with Voortrekker Road and the Black River Parkway freeway;
- in the small area west of Cannon Street;
- along major arterials such as Cannon Street and Berkley Road;
- the small isolated residential pocket next to Maitland Station; and
- vacant SATS-owned land on the periphery of Maitland.

The variety of business and commercial uses is being undermined by the low population thresholds in the immediately adjacent area. Should the local population of Maitland continue to decrease, business facilities such as entertainment and local retail shopping will also decrease, and Maitland will become dominated by commercial and office functions. That is, the multifunctional, complex nature of Maitland will be replaced by a monofunctional, sterile employment area. This poses various social problems. At night Maitland will be another 'dead' and unsafe inner city area.

The variety of business/industrial uses is also threatened by the rather monotonous environmental quality in Maitland which does not give clear locational clues for the establishment of different activities. For example, the three main roads which pass through the area are of a similar design and quality and all carry large volumes of traffic including heavy industrial traffic. The street scene in each case is fairly bleak and does not cater for the pedestrian.

Therefore, all these streets have to a large extent attracted commercial/industrial activities or business activities which can survive in an unfriendly street scene. Future planning should more clearly differentiate the roles of these various main roads in relation to the different types of activity which should be attracted in each case. For example, a shopping street, commercial/industrial street, or a through route with a predominantly movement function.

More recently there has been an increase in the number of unauthorised and non-conforming uses applying for a rezoning in order to regularise the activities operating from the property. An unauthorised use is a use which is not permitte in terms of the provisions of the Zoning Scheme; for example, a business operating from a residentially zoned property. A non-conforming use is a use which does not conform with the zoning but is given recognition by law by virtue historical and other reasons. The presence of unauthorised and non-conformin uses is a problem because these uses are not always appropriately located.

There is pressure for the establishment of businesses and light industrial uses i certain areas which have a strong residential character and which have the potential to accommodate further residential development in the future, for example Precinct 1 and the northern portion of Precinct 6.

Problematic trends of business/industrial development are illustrated in Figure 12.

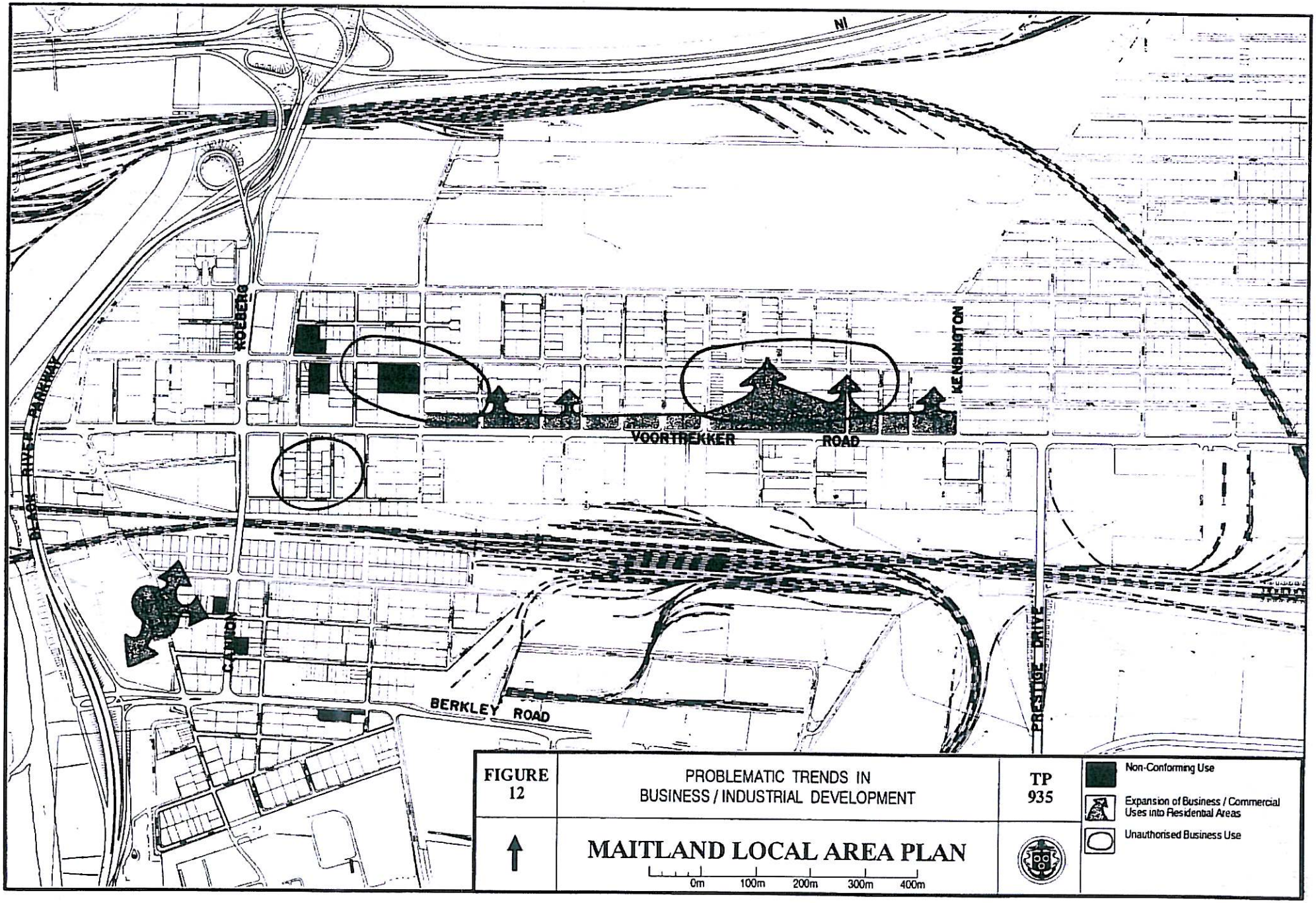
Business and Industrial Areas - Summary and Conclusion

Problems

- The establishment of business and light industries in areas which are highly suitable for residential use.
- An increase in the number of illegal uses.
- The low population thresholds could undermine business uses such as retai shops and entertainment facilities. This could cause Maitland to become dominated by commercial functions.
- The environment is monotonous and does not give an adequate range o locational clues for the establishment of different activities.
- The street scene is bleak and unfriendly and does not cater for the pedestrian At night the area could be unsafe to visit.

Assets

- Businesses and industries are located in areas of high accessibility to passing trade.
- The proximity of business and industrial uses provides residents with employment opportunities as well as access to shopping facilities.


N1
ROBERTS
BLACK RIVER PARKWAY
VOORTREKKER
ROAD
KENSINGTON
PRESTIGE DRIVE
BERKLEY ROAD
FIGURE 12
PROBLEMATIC TRENDS IN BUSINESS / INDUSTRIAL DEVELOPMENT
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Non-Conforming Use
Expansion of Business / Commercial Uses into Residential Areas
Unauthorised Business Use

- The zoning of these areas provides for a wide variety of uses including shops, offices and light industry.

- Over the last 10 years business and industrial activities have expanded substantially, providing employment opportunities.

- The high accessibility by public transport and inexpensive building stock has stimulated small business development.

- The trend of converting dwellings into small-scale offices or workshops is potentially compatible with adjacent residential uses.

Objectives

- To retain and promote the linear pattern of business/commercial development along major routeways.

- To encourage a variety of types of business and commercial uses, especially small-scale uses.

- To prevent the establishment of illegal uses.

- To ensure that the road network and public spaces complement the business and industrial areas.

3.3 OPEN SPACE AND ENVIRONMENTAL ISSUES

The public environment of streets and open spaces is generally bleak, poorly developed and underutilised. These spaces are poorly defined and there is a noticeable lack of greenery to soften the impact of the harsh built-up environment.

The area also suffers visual intrusion by many commercial buildings which are insensitively designed, and vacant, unmaintained plots in the residential areas.

Adjacent activities experience traffic noise disturbance from the four busy main roads and the railway line which cut through the area; and the industrial and business activities in the area.

The business and industrial activities which are located adjacent to residential areas are also potential sources of noise and air pollution.

The location of most of the existing industrial activities is permitted in terms of the General Commercial Use Zoning of large parts of Maitland and therefore relocation or termination of these uses is not possible. However, with respect to noise, the public has recourse to the police, or can report a specific incident to the Council. No noise regulations have yet been adopted by Council. The adoption of National Noise Regulations is the subject of on-going discussions involving several Municipalities. It is likely that these will be adopted in part within the year, when noise control and policing should be improved. Noise nuisance is at present being handled by using the Nuisance by-law in terms of the Provincial Ordinance and supported by SABS Code of Practice 0103. This by-law may be enforced through the Courts. Other pollution problems may be controlled by the Offensive Trade Regulations or the Atmospheric Pollution Prevention Act.

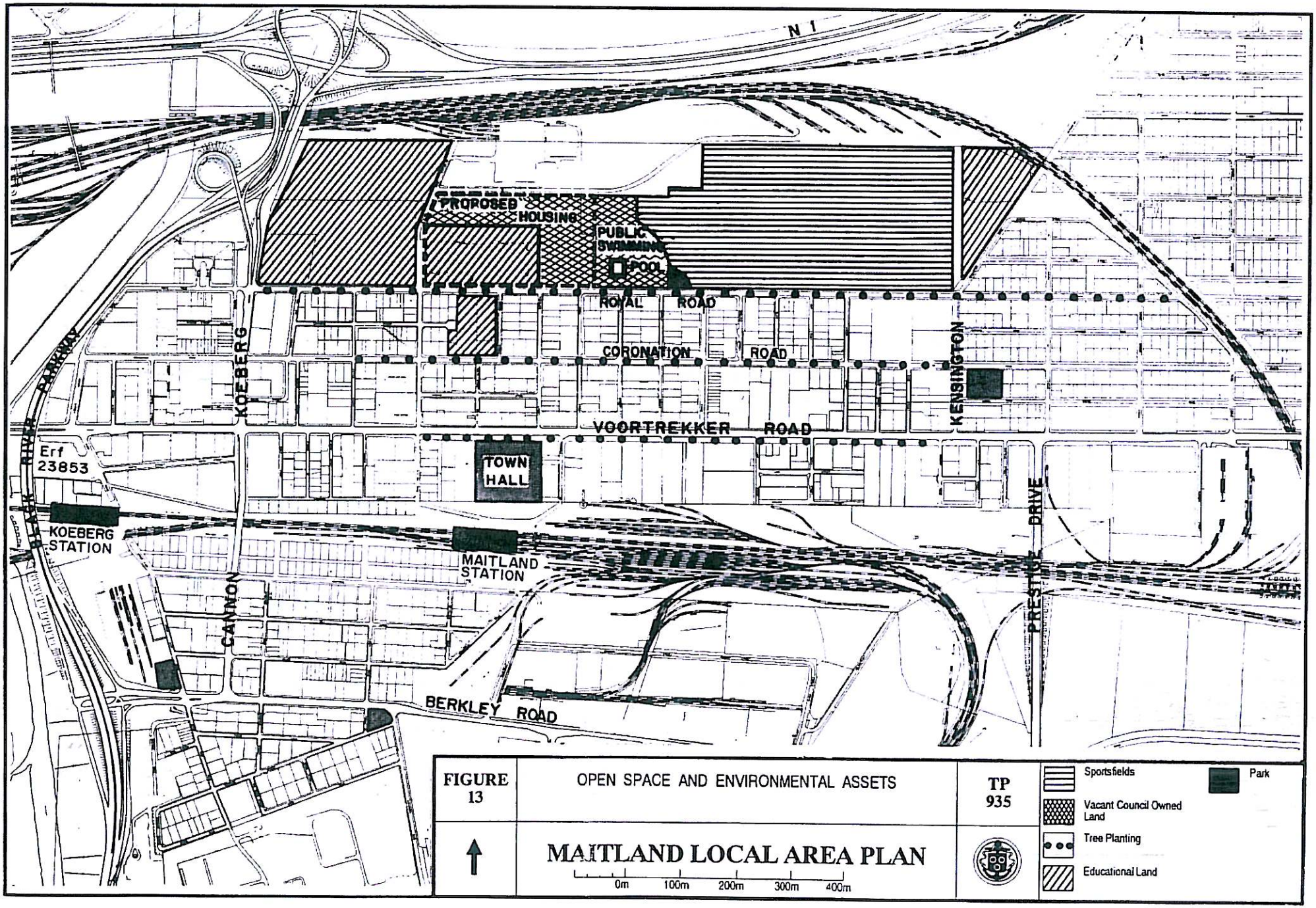
The potential exists for Council to control the nature and use of new business/industrial activities when land use applications are received, eg. rezoning applications. Council is empowered to recommend refusal of the application or approval of the application subject to restrictive conditions.

The coal dust pollution from the Coalcor site to the north has been an issue in the past. A Commission of Enquiry appointed by the State President was established in June 1986 to investigate the re-siting of Coalcor. However, this commission concluded that Coalcor could not be relocated because no suitable alternative site could be found and relocation would push up the price of coal. The commission made various recommendations regarding anti-pollution measures, most of which have been implemented.

Given the low population density at present, Maitland contains a good distribution and quantity of open space. In fact, the open spaces are generally underutilised and an increase in the local population would improve the use and safety of these areas. Only one area, Precinct 5, presently lacks adequate open space. This area does not have sufficient access to a neighbourhood playground.

In a fairly low density environment such as Maitland, the concentration of open space in a few highly visible and accessible locations is preferable to a scattering of open spaces. The location of most of the open spaces in visible and accessible locations is therefore appropriate, with the exception of the open space adjacent to Koeberg Station, Erf 23853, which is on the periphery of Maitland and within an industrial area. Portion of this property could be put to some other use.

Figures 13 and 14 indicate the existing open spaces and amenities. The sportsfields north of Royal Road are of a regional nature and are utilised by the


N1
PROPOSED HOUSING
PUBLIC SWIMMING POOL
ROYAL ROAD
CORONATION ROAD
VOORTREKKER ROAD
KENSINGTON
KOEBERG
RIVER PARKWAY
Erf 23853
TOWN HALL
KOEBERG STATION
MAITLAND STATION
CANNON
BERKLEY ROAD
PRESTIGE DRIVE
FIGURE 13
OPEN SPACE AND ENVIRONMENTAL ASSETS
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Sportsfields
Park
Vacant Council Owned Land
Tree Planting
Educational Land

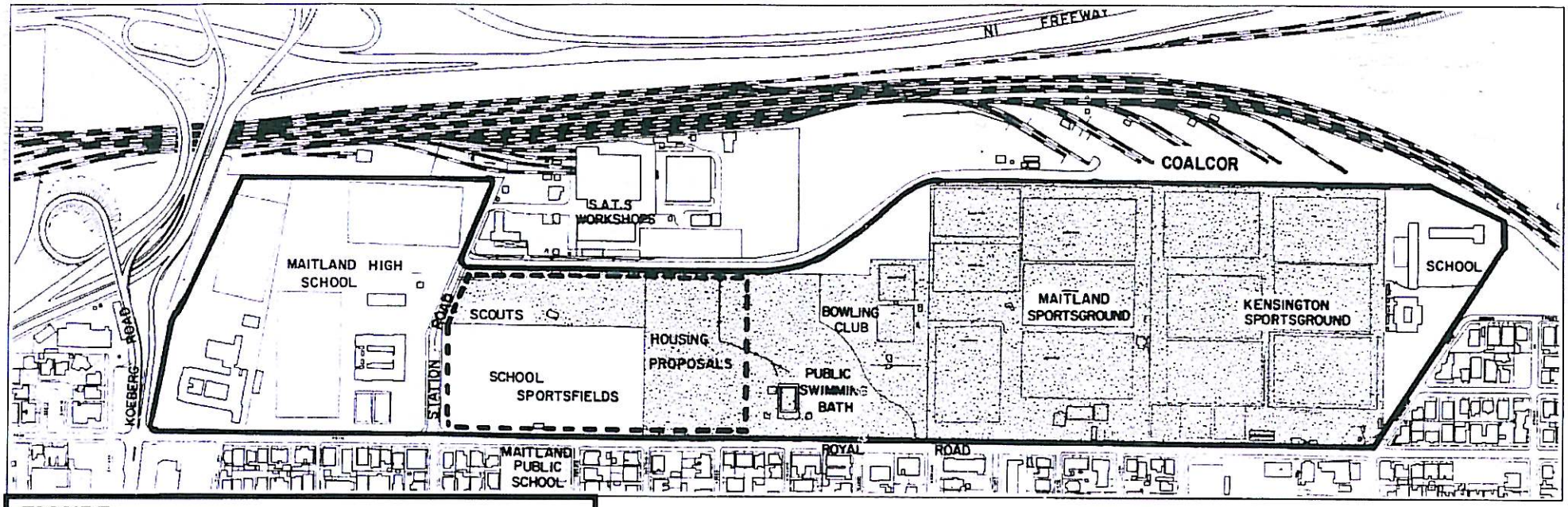


FIGURE 14

OPEN SPACE COMPLEX NORTH OF ROYAL ROAD

Council owned land.

population in the surrounding region, including Kensington, where there is a shortage of playing fields. This large open space complex is appropriately located in an accessible location close to the Koeberg Road intersection and on the periphery of Maitland where it provides a buffer between the residential areas and the industrial and SATS activities to the north. This area provides a visual amenity for the residents in the adjacent area.

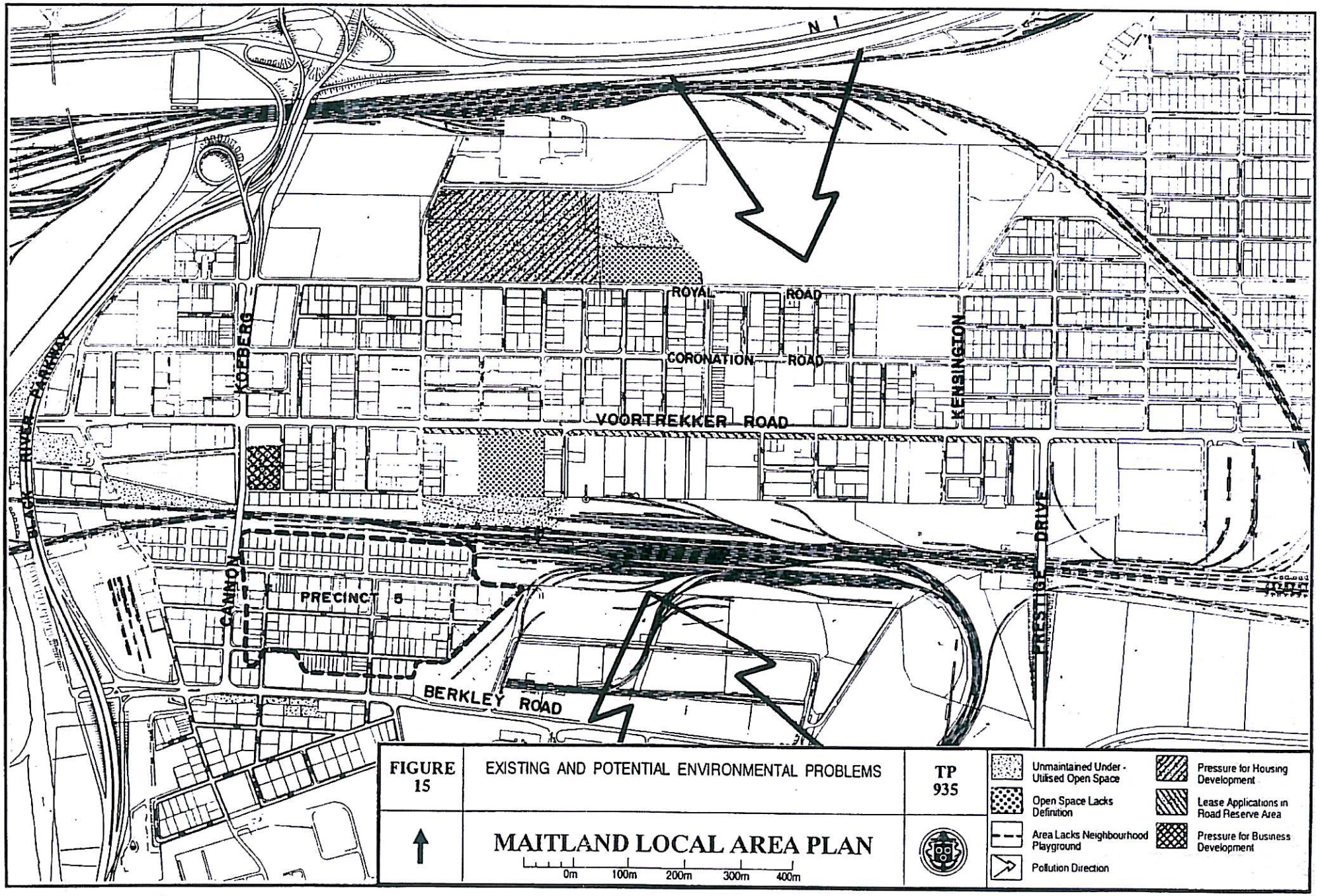
Certain existing open spaces require upgrading and improved edge definition, for example the park and parking area adjacent to the town hall and the landscaped area surrounding the swimming pool.

The streets and spaces within the business areas are presently treated solely as movement channels with inadequate provision made for pedestrian activity, social interaction and informal trading. Opportunities exist for Council, SATS and the private sector to create urban spaces along Voortrekker Road and at the stations for a variety of social activities.

Mature trees are also present in accessible, visible locations. For example, within the parks, within the Voortrekker Road shopping area, along Royal Road, on the perimeter of the sportsfield complex, and along Coronation Road, which is the central spine road for the largest residential area in Maitland, ie Precinct 1. However, the quantity of trees within the area is sparse and the area would benefit from further tree planting in strategic locations.

Three areas of Council-owned land are under pressure for development and should this development be inadequately controlled, opportunities would be lost and development would be to the detriment of Maitland's environment:

- Erf 23889, at the intersection of Cannon Street and Voortrekker Road, which Council has resolved to dispose of;


N1
ROYAL ROAD
CORONATION ROAD
VOORTREKKER ROAD
KOEBERG
KENSINGTON
RIVER PARKWAY
PRECINCT 6
BERKLEY ROAD
FREEWAY DRIVE
FIGURE 15
EXISTING AND POTENTIAL ENVIRONMENTAL PROBLEMS
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Unmaintained Under - Utilised Open Space
Open Space Lacks Definition
Area Lacks Neighbourhood Playground
Pollution Direction
Pressure for Housing Development
Lease Applications in Road Reserve Area
Pressure for Business Development

- the wide road reserve area on the southern side of Voortrekker Road which is the subject of lease applications by adjacent businesses; and

- the vacant, underutilised open spaces adjacent to the public swimming pool which are under pressure for private housing development.

The major open space and environmental problems are illustrated in Figure 15.

Open Space and Environment - Summary and Conclusion

Problems

- Unmaintained, poorly developed and underutilised open spaces detract from environmental quality.

- The two large public parks ie. the park adjacent to the town hall and surrounding the public swimming bath, lack definition and a sense of enclosure.

- The built environment and streetscapes are bleak and lacking in community identity. Tree planting is necessary.

- Precinct 5 does not have access to a neighbourhood playground.

- Three areas of Council-owned land are under pressure for development and need careful control.

- Noise problems associated with the busy roads and railway lines within the area.

- Potential noise and pollution problems from industrial activities if inadequately controlled.

Assets

- Maitland has a variety of well-distributed open space facilities.

- The quantity of open space is considered adequate in terms of the existing population.

- Various tracts of public-owned land provide opportunities for further development of open space.

Objectives

- Retain sufficient quantity and variety of open space for use by the local community and the surrounding region, including Kensington.

- Improve the open spaces so as to increase the utilisation and develop a sense of public identity in Maitland.

- Dispose of surplus underutilised open spaces uses.

3.4 TRANSPORTATION SYSTEM

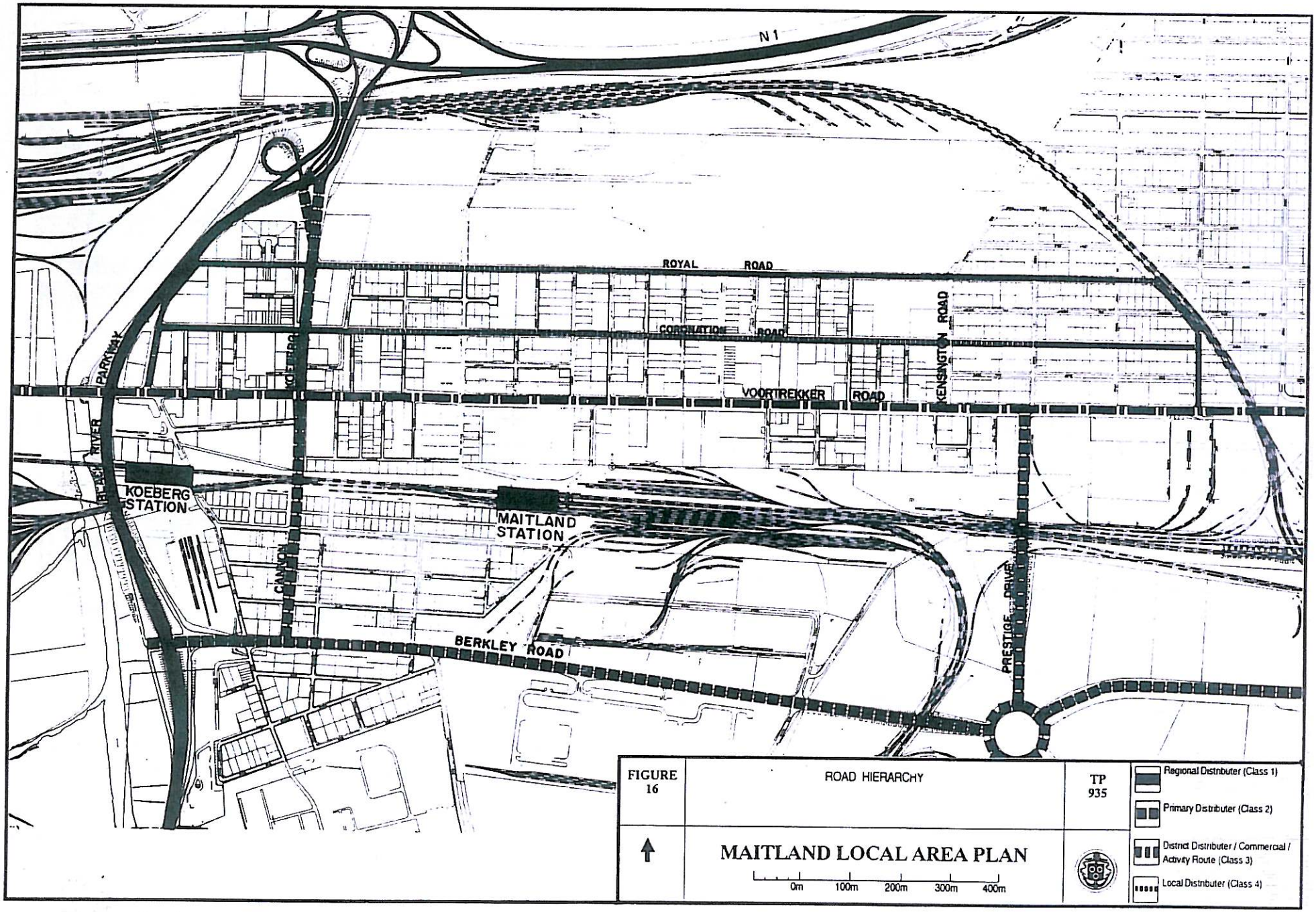
In the context of the metropolitan transport network, Maitland has very good access to the freeway and arterial network and it is well served by three modes of public transport, ie rail, bus and minibus-taxi. Maitland has rail links to Cape Town, the Cape Flats and the northern suburbs. Buses and minibus-taxis mainly operate along Voortrekker Road.

Public Transport

The study area is well served by public transport. This is confirmed by the results of the household survey conducted in April 1992 by the Metropolitan Transport Planning Branch, which indicates that 58 % of the work trips by local residents are conducted by public transport (compared to the Metropolitan Transport Area in which 41 % are public transport trips). Figure 44 contained in Appendix 6 illustrates the modal split. Maitland serves as a major public transport conduit and interchange.

Approximately 60 buses carry over 2 000 people along Voortrekker Road through the study area during the morning peak period. About 50 buses carry a similar number along Koeberg Road during the same period.

There are two railway stations in Maitland about one kilometre apart: Koeberg and Maitland. Koeberg is an important interchange for bus and minibus-taxi commuters to jobs further north. Maitland is a major train-to-train interchange point. Although the overhead bridge and ticket office facilities at both stations have recently been reconstructed, they lack ancillary facilities such as telephones, informal traders and news stands. Preferred pedestrian access to Maitland Station is along an informal path through the park, which should be formalised.


N1
ROYAL ROAD
CORONATION ROAD
VOORTREKKER ROAD
KENSINGTON ROAD
PARKWAY
RIVER
KOEBERG STATION
MAITLAND STATION
BERKLEY ROAD
PRESTIGE DRIVE
FIGURE 16
ROAD HIERARCHY
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Regional Distributer (Class 1)
Primary Distributer (Class 2)
District Distributer / Commercial / Activity Route (Class 3)
Local Distributer (Class 4)

Minibus-taxis operate from Koeberg Station to Montague Gardens industrial area, Killarney and Table View. There are no formal facilities for minibus-operations at Koeberg; in particular there is no shelter for the long queues of waiting passengers.

Existing road network

The functional hierarchy of roads within the Maitland study area is useful for understanding the movement and access structure of the area, and the impact of these routes on the adjacent activities. The following major components of the road distribution hierarchy are shown on Figure 16:

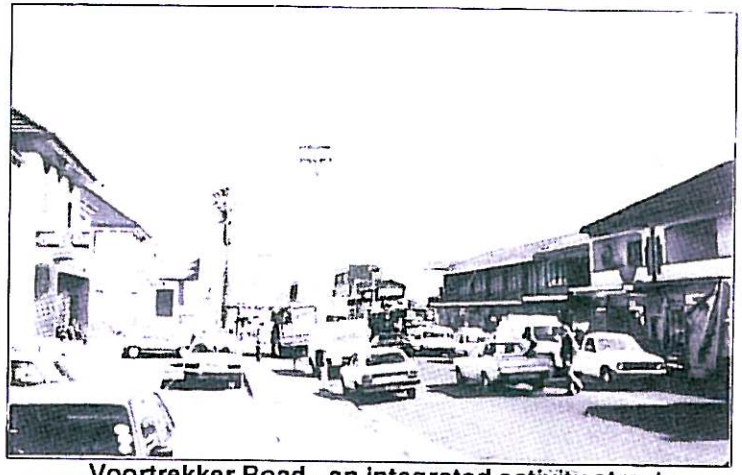
The Regional Distributors include the N1 Freeway on the northern boundary and the Black River Parkway on the western fringe. Their main function is accommodating all the long-distance, high speed regional traffic.

Canalising the traffic off and on to these Regional Distributor routes and linking the district distributor routes, are the Primary Distributor routes, ie Koeberg Road/Cannon Street, Berkley Road and Prestige Drive. These routes also accommodate high speed through traffic. Cannon Street and Prestige Drive are the only two north-south routes linking the areas on the northern and southern sides of the railway line.

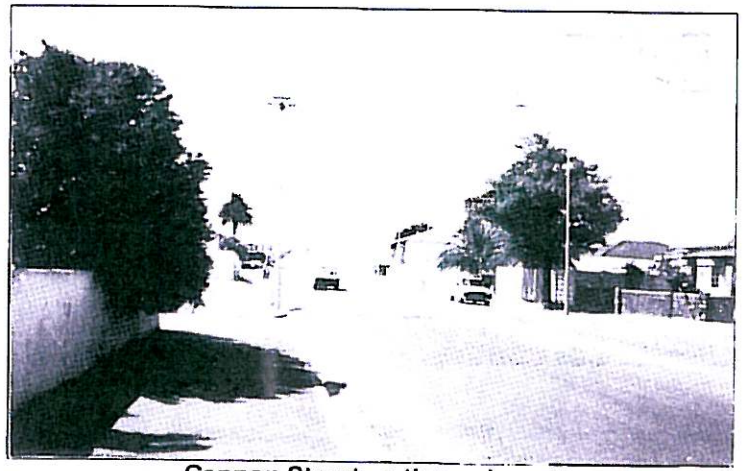
Voortrekker Road's role and function is unclear because of the conflicting demands which are currently being placed upon it. It has to accommodate longer distance traffic, local traffic, access-seeking traffic, parking-seeking traffic, buses and taxis, parking and loading/off loading, as well as pedestrian traffic. It can therefore be seen to be functioning as a District Distributor but it also serves as a commercial/ activity route.

Although Royal and Coronation Roads are indicated as Local Distributor roads, they presently carry a significant share of through moving traffic; Royal Road, in particular, acts as a "bypass" to Voortrekker Road.

Whilst a fine grid of local access roads is provided within the residential precincts, these are poorly protected from business and through traffic.



Voortrekker Road - an integrated activity street

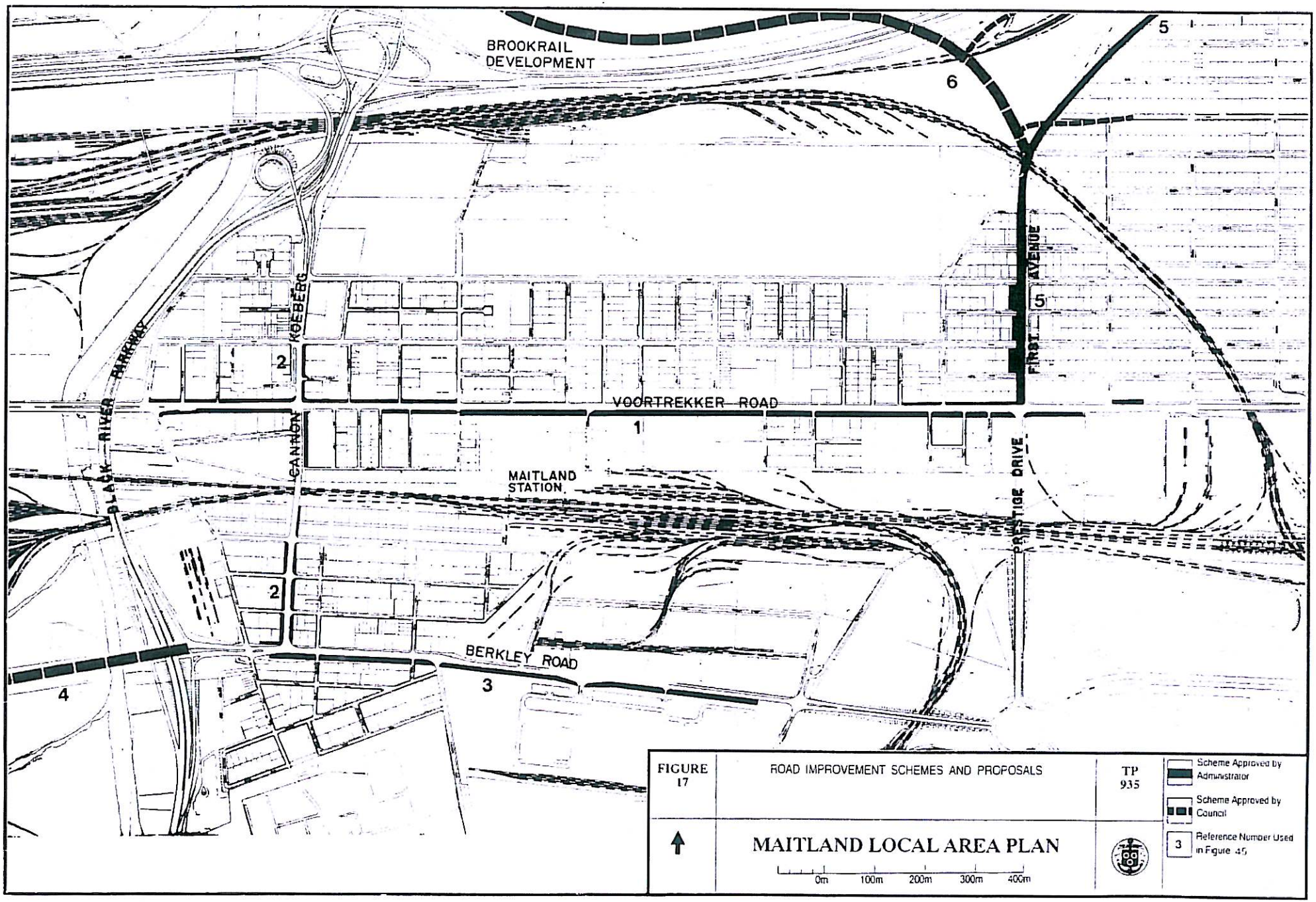


Cannon Street - a through route

Traffic flow

The results of an origin-destination study undertaken for the area clearly indicates that at least 60 percent of the traffic entering the area is through traffic.

The CMT Highway Capacity Study undertaken in 1989 included a performance analysis of Voortrekker Road and Koeberg Road/Cannon Street. The results indicate that generally the arterial sections are performing at a satisfactory level of service, as indicated in Figure 46 in Appendix 6.


BROOKRAIL
DEVELOPMENT
6
5
KOEBERG
2
1
VOORTREKKER ROAD
1
FIRST AVENUE
5
BLACK RIVER PARKWAY
CANYON
MAITLAND
STATION
PRESTIGE DRIVE
2
BERKLEY ROAD
3
4
FIGURE
17
ROAD IMPROVEMENT SCHEMES AND PROPOSALS
TP
935
MAITLAND LOCAL AREA PLAN
0m
100m
200m
300m
400m
Scheme Approved by Administrator
Scheme Approved by Council
3
Reference Number Used in Figure 45

However, the performance of the major (signalised) intersections was less favourable, as summarised in Figure 47 in Appendix 6. In most cases poor intersection performance is caused primarily by the right-turning movements and the lack of lane space for through-moving traffic.

In comparing the existing traffic flow volumes with the volumes of the traffic survey undertaken for the Maitland Policy Plan in 1978, it is important to note the varying levels of growth which have occurred on the different routes in the area. Although zero growth in traffic volumes along Voortrekker Road (between Koeberg Road and Prestige Drive) has been recorded in the 13-year period, it would appear that the east-west traffic growth has been absorbed by Royal and Coronation Roads which have recorded increases of 17 percent and 119 percent respectively. The origin-destination study shows that 66 percent of the traffic on Royal Road and 57 percent of the traffic on Coronation Road is through traffic, ie traffic avoiding the delays on Voortrekker Road and using the Royal and Coronation Roads as a "rat run". Traffic filters through the many residential access roads intersecting with Voortrekker Road, causing a negative impact on the residential precinct.

Road improvement proposals

There are several road improvement schemes affecting the area. Important schemes include Voortrekker Road, Berkley Road and Cannon Street. Other major road proposals include the Berkley-Malta Road extension and the Prestige Drive/1st Avenue link to Brookrail and the N1 freeway. These road improvement schemes and proposals are shown in Figure 17, with further details listed in Figure 45 in Appendix 6.

Voortrekker Road Widening

This scheme requires the widening of this Proclaimed Main Road along the full extent of the study area. Most buildings have already been set back in accordance with the building line on the southern side of Voortrekker Road. The scheme is based on the belief that the route capacity should be increased to resolve existing movement problems and to provide for further growth in traffic. However, the results of the recent MTP Highway Capacity Study indicate that although good levels of service occur along the arterial, extremely poor levels of service exist at the major intersections. Hence, whilst improvement of these intersection approaches may be an urgent project, no immediate need exists to widen the full extent of Voortrekker Road.

Presently the excess southern road reserve along Voortrekker Road is informally used for parking. Parking problems in this area are discussed in more detail in Section 4.2.2. In view of the fact that widening of Voortrekker Road would not be required in the short to medium term, and taking into account the shortage of public parking in the area, consideration should be given to formalising and rationalising these informal parking areas.

Prestige Drive/1st Ave - Brookrail Link

This road proposal provides for a link extending from 1st Avenue across the railway line and the N1 Freeway to planned industrial development in Brooklyn and connecting with the Section Street intersection on Koeberg Road. As shown on Figure 17, an off-ramp onto the eastbound N1 approach, an on-ramp from the westbound N1 approach, and a link onto 9th Street are proposed. It is intended that this scheme supercede the approved Acre Road scheme.

Should this road proposal be implemented, apart from bringing relief to the congested Koeberg interchange, it is likely to divert some of the existing through traffic off Royal and Coronation Roads.

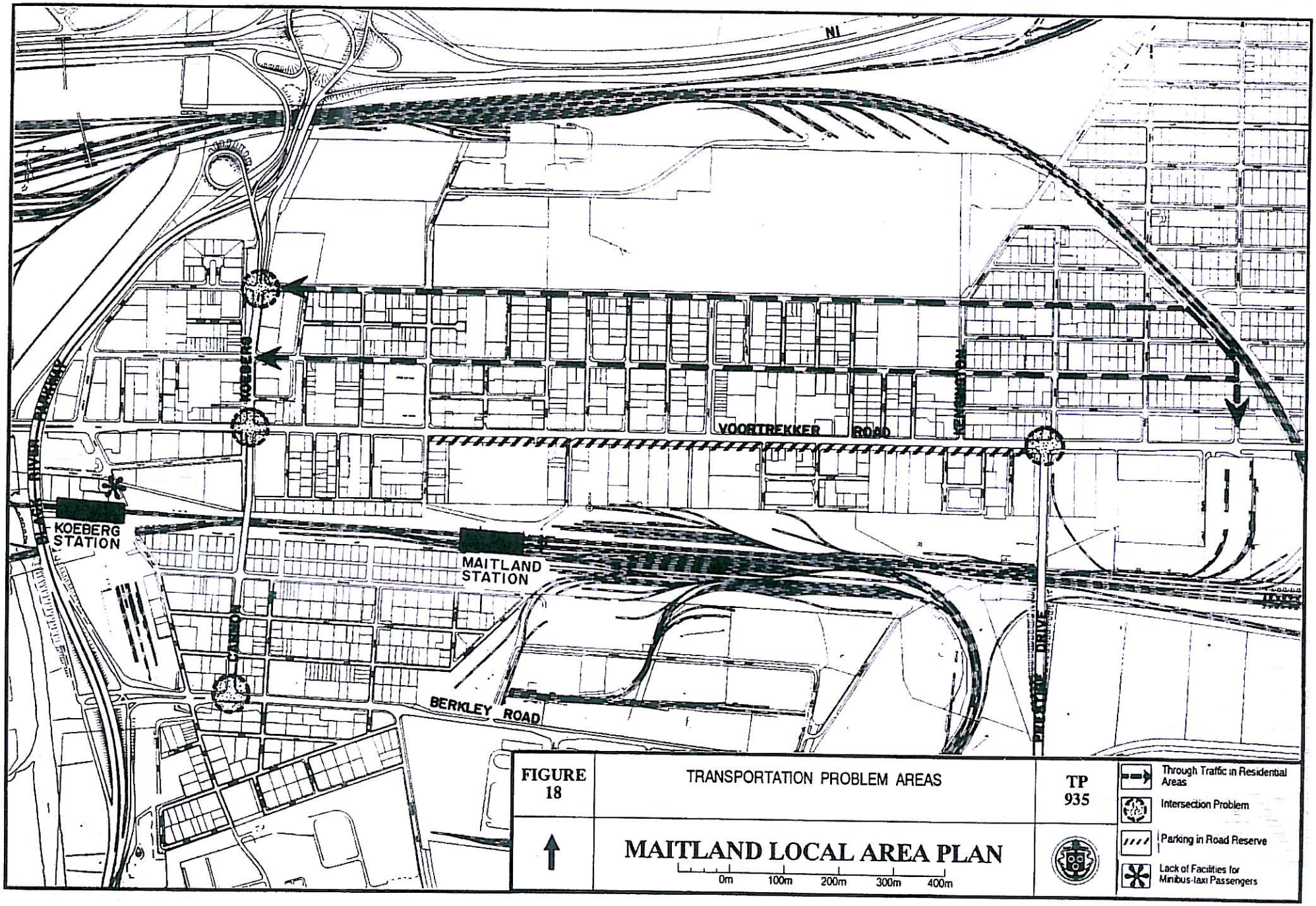
Berkley Road - Malta Road Extension

This proposal calls for the western extension of Berkley Road, providing a link with Malta Road. The implementation of this scheme is likely to increase traffic pressure at the Berkley Road/Cannon Street intersection. As discussed earlier, this intersection already operates at a poor level of service and is in need of upgrading. The road widening schemes along Berkley Road and Cannon Street should therefore be retained.

Transportation - Summary and Conclusion

Problems

- Areas where transportation problems occur are shown in Figure 18.
- The transportation problems and issues identified in the first policy plan report No. 36/1980 remain valid.
- In particular, the following traffic problems need to be addressed as a matter of priority:


N1
VOORTREKKER ROAD
KOEBERG STATION
MAITLAND STATION
BERKLEY ROAD
FIGURE 18
TRANSPORTATION PROBLEM AREAS
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Through Traffic in Residential Areas
Intersection Problem
Parking in Road Reserve
Lack of Facilities for Minibus-taxi Passengers

- congestion and delays at the major intersections due to capacity constraints;

- infiltration of residential roads by through traffic, in particular Royal and Coronation Roads; and

- informal parking arrangements along the southern periphery of Voortrekker Road.

- Conditions for minibus-taxi passengers at Koeberg Station are inadequate. There are no formal facilities. In particular there is no shelter for queuing passengers.

Assets

- Maitland is in an accessible location in the metropolitan area;

- the study area contains a fairly well developed functional hierarchy of roads which provides adequate capacity for the through traffic, local traffic and public transportation systems in the area; and

- the levels of service of the main roads in the area are generally good. Widening of the arterial sections of Voortrekker Road is considered unnecessary.

Objectives

- Public transportation usage in Maitland should be encouraged.

- The Voortrekker Road widening scheme should be re-evaluated with reference to proposals to upgrade the regional road network and the need to retain the function of Voortrekker Road as a commercial/activity route.

- Road improvements and the design and use of the road reserve should complement the dual function of Voortrekker Road as a district distributor and a commercial/activity route.

- The role of residential streets should be reinforced by discouraging through traffic.

3.5 SPECIFIC PROBLEM AREAS

During the analysis of the study area the following specific areas were identified where problems are concentrated (refer to Figure 19):

Key Council-owned sites:

- Problem Area 1: The Council-owned site at the intersection of Voortrekker and Cannon Street;

- Problem Area 2: The Council-owned site at the intersection of Voortrekker and Camp Road;

- Problem Area 3: The town hall/station area; and

- Problem Area 4: The Voortrekker Road reserve between Station Road and Prestige Drive;

Isolated residential pockets:

- Problem Area 5: The residential enclave bounded by Voortrekker, Dublin, Macgregor and Station Road; and

- Problem Area 6: Glamis Close

Interface Problem Areas:

- Problem Area 7: Land behind the factories bounded by Voortrekker, Spencer, Coronation and Camden Street; and

- Problem Area 8: residential properties abutting Cannon Street and Berkley Road, and to the west of Cannon Street.

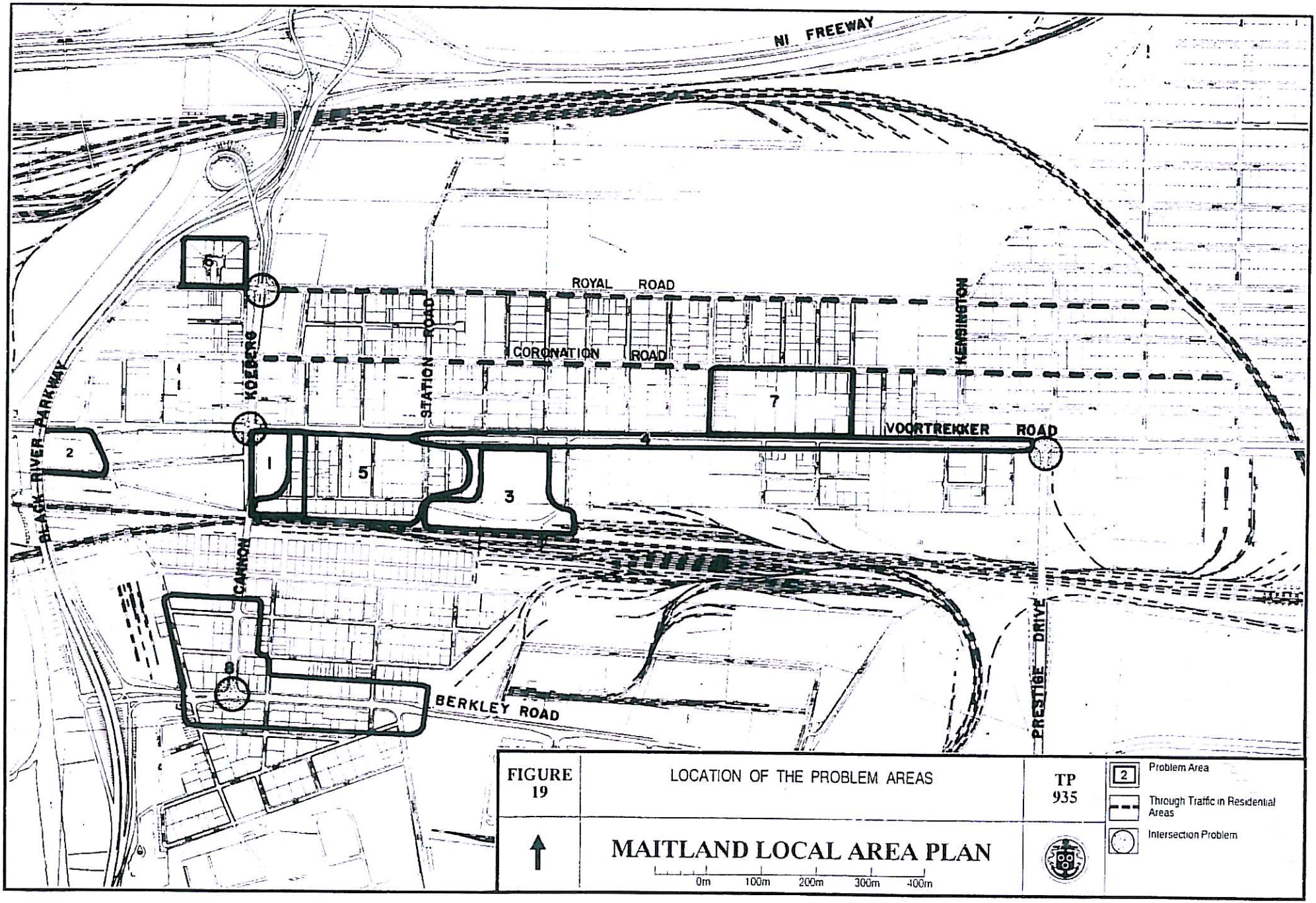
Intersection Problem Areas indicated on Figure 19 where traffic problems are experienced.

Residential streets carrying heavy through traffic, in particular Royal Road and Coronation Road.

Koeberg Station, which lacks facilities for minibus-taxi passengers.

Objective

Special attention is required to resolve the problems of these areas.


N1 FREEWAY
ROYAL ROAD
CORONATION ROAD
KENSINGTON
STATION ROAD
KOEBERG
BLACK RIVER PARKWAY
VOORTREKKER ROAD
CANNON
BERKLEY ROAD
PRESTIGE DRIVE
1
2
3
4
5
6
7
8
9
FIGURE 19
LOCATION OF THE PROBLEM AREAS
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Problem Area
Through Traffic in Residential Areas
Intersection Problem

3.6 CONCLUSIONS

There are several serious problems affecting the area as a whole. In particular the problem of business encroachment at the expense of the residential areas and the absence of adequate guidelines to guide and control this process. Other minor problems relating to transportation and environmental issues in the area require attention. Certain specific areas have a concentration of problems.

Perceptions of the problems by different interest groups may differ, and solutions to the various problems may conflict. In an inner city, mixed use area such as Maitland, there will continue to be conflicts of interest and competing land use pressures. It is the role of planning to guide these pressures in an attempt to minimise the conflicts and maintain a balance in the area.

4. THE PROPOSALS

The proposals are based on an understanding of the problems and assets of the local area and the role of the local area within the metropolitan context. An attempt has been made to accommodate both local and city-wide concerns.

It must be acknowledged that Council is but one of a number of stakeholders and interested parties in the area. Private sector and community involvement in the planning and development of the area should be encouraged as far as possible.

The implementation of proposals requiring public funding will depend on the availability of funds and a suitable allocation of labour for maintenance purposes. In allocating city resources to this area, the needs of this local area should be balanced against the needs of other areas in the city.

Given the particular scope of the project and the limited tools available to Council, the plan focuses on the spatial aspects of development in Maitland.

4.1 AN OVERALL POLICY FRAMEWORK

It is suggested that Council should strive to achieve the following things:

a) <u>to reinforce the hierarchy of roads</u>

This would:

- Cater for varying degrees of intensity of activity.
- Provide a choice of alternative routes.
- Ensure the grid pattern permits flexibility, growth and change.

b) <u>to reinforce public transport systems.</u>

This would:

- Increase the efficiency of public transport and reduce the dependence on private motor vehicle transport, which is costly and environmentally disruptive in an inner city area such as Maitland.
- Cater for the transportation needs of the low income population.

c) <u>to protect the large, viable residential areas from intrusion by non-residential activities; and permit further residential development including higher densities</u>

This would:

- Ensure protection of the residential community and the role of Maitland in the provision of affordable, accessible accommodation.
- Ensure the survival of facilities and activities which depend on local population thresholds.
- Reinforce the viability of public transportation systems.
- Contribute to the pedestrian safety of the business/commercial areas.

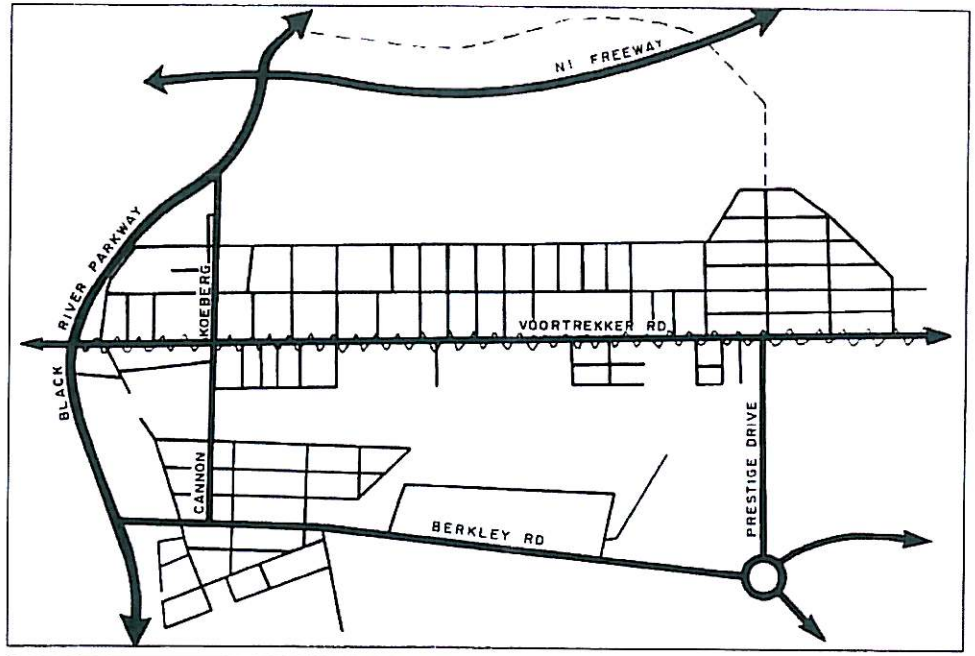


FIGURE 20 — REINFORCE THE HIERARCHY OF ROADS

- Class 1, Class 2 – High speed through traffic on the periphery
- Class 3 and activity route – Channel local traffic and provide access; Pedestrian friendly traffic movement flow
- Local access route – Access to quieter precincts protected from through traffic
- Road scheme

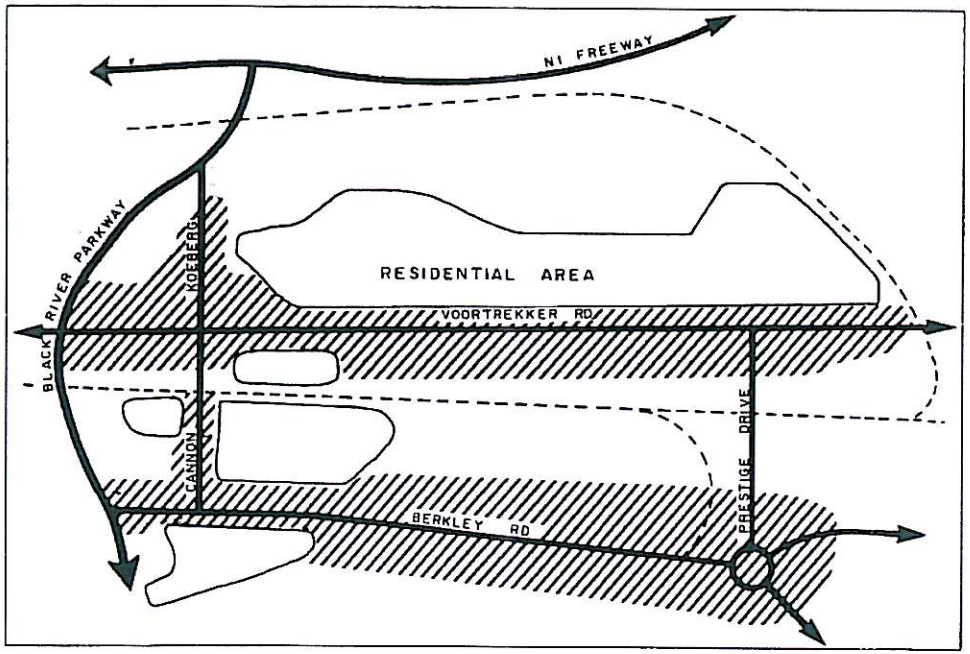


FIGURE 21 — CONCENTRATION OF NON-RESIDENTIAL ACTIVITIES ALONG MAIN ROADS

- Concentration of non-residential uses

d) to maintain the pedestrian linkages between the residential and business/commercial precincts.

This would:

- Facilitate easy access and the integration of activities, which will benefit the performance and efficiency of the area.

e) to retain/promote a balance of small and large-scale activities by:

- permitting the location of small-scale activities on the periphery of large-scale business areas where land values are lower;
- promoting the establishment of small business and commercial units; and
- permitting informal trading in areas which have maximum exposure to pedestrian flows.

This would:

- Ensure the provision of a range of goods and services.
- Provide employment opportunities.

f) to locate essential services and convenience shopping opportunities within walking distance of the residential population.

This would:

- Ensure access to basic needs and services.

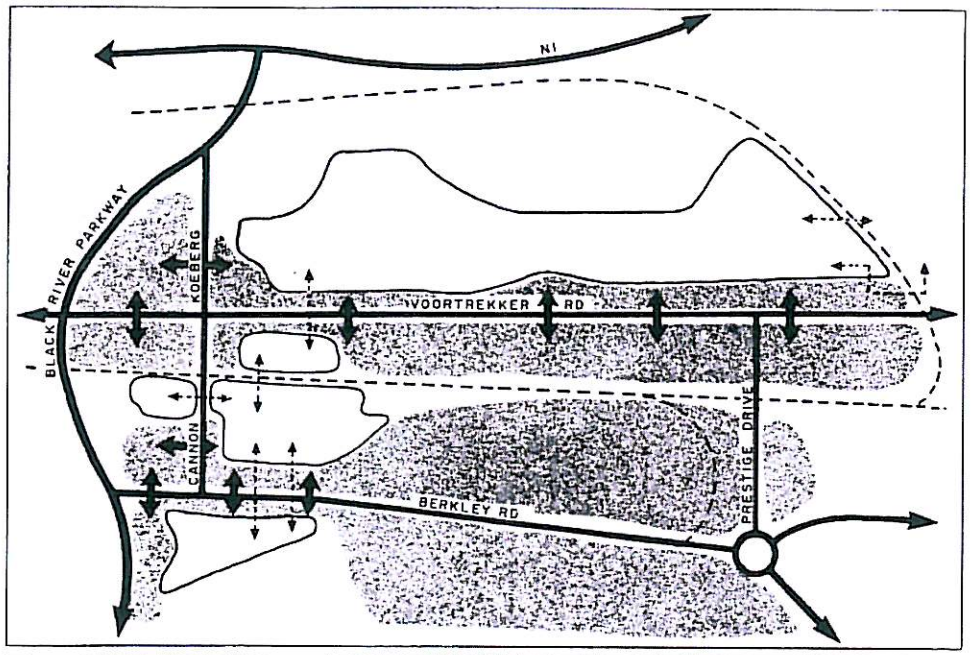


FIGURE 22 LINKAGES BETWEEN PRECINCTS

- Direct pedestrian linkage in business areas
- Longer distance through - link between residential areas

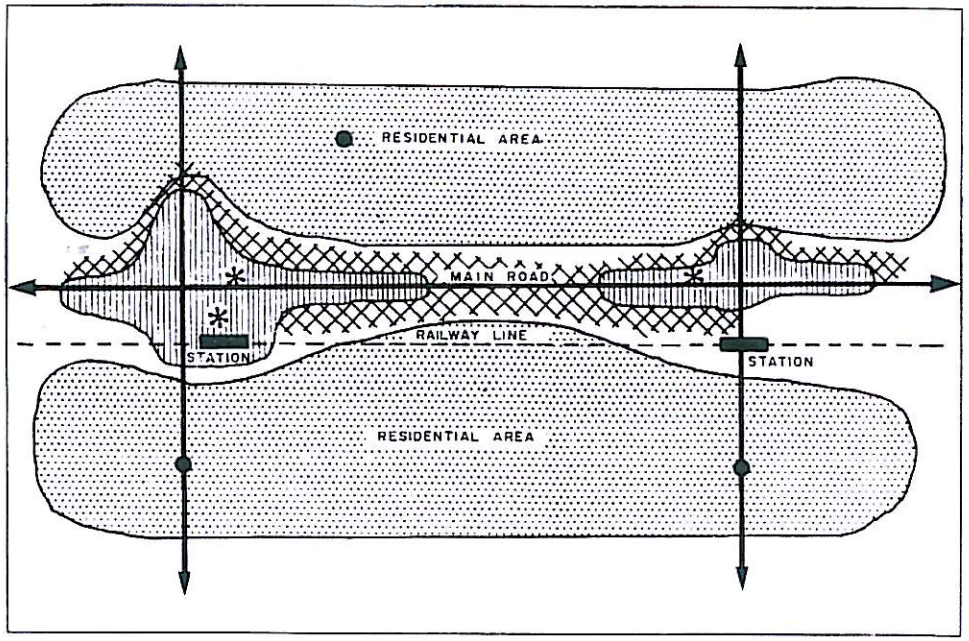


FIGURE 23 BALANCE OF SMALL AND LARGE SCALE ACTIVITIES

- Large scale activities
- Small scale activities
- Residential and home industries
- Informal trading
- Convenience shopping/ Local community facility

g) to ensure that space extensive and noxious industrial activities are located on the periphery.

This would ensure that:

- Integrated business and residential areas are not fragmented and disturbed by these activities.

h) to create a hierarchy of open spaces which relates to the population density and demands.

This would:

- Provide for a range of recreational needs in the area.

i) to ensure that public and private development contributes to the performance of the public spaces along Voortrekker Road

This would:

- Result in the creation of quality public spaces for social activity, pedestrian activity, informal trading and parking.

j) to control development along the interface between a high intensity business/commercial area and a low intensity residential area

This would:

- Ensure that the design of non-residential buildings do not detract from an adjacent residential area.

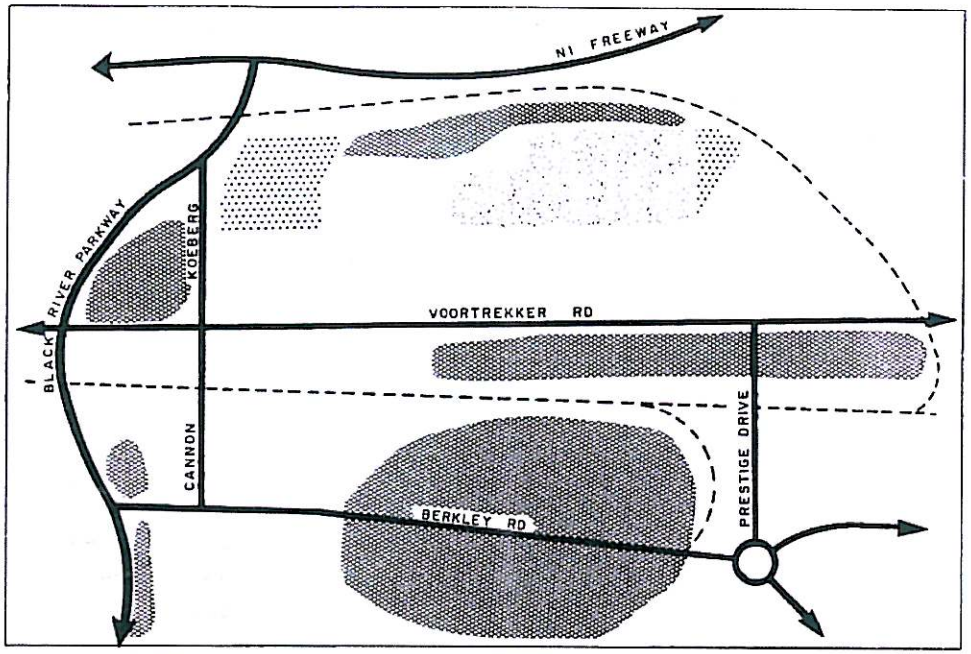


FIGURE 24	SPACE EXTENSIVE USES ON THE PERIPHERY
	Large scale industrial
	Large scale institutional (schools)
	Large open space complex

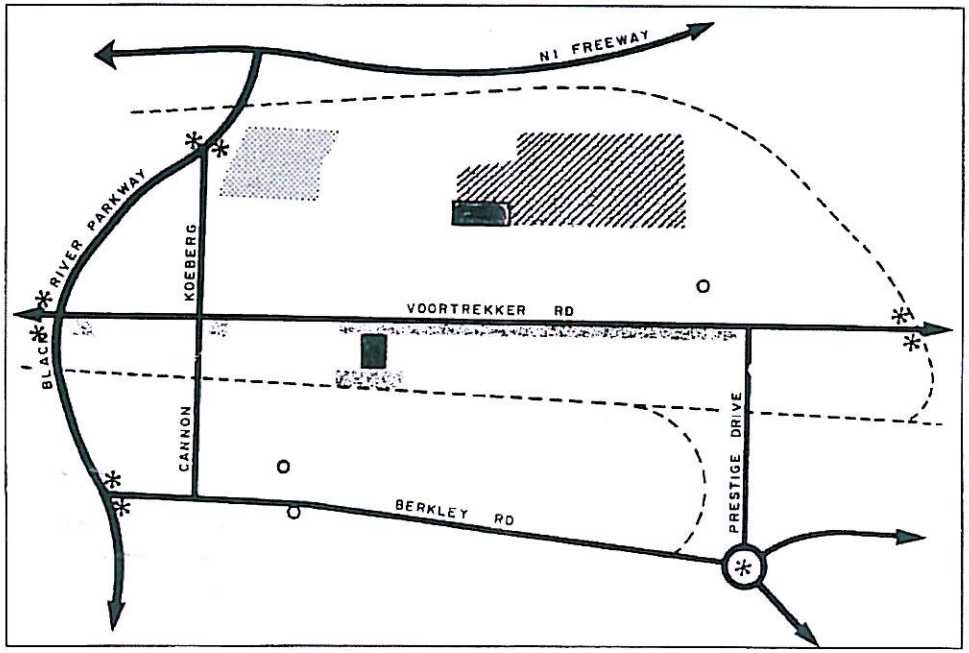


FIGURE 25	FRAMEWORK OF OPEN SPACE/LANDSCAPING
	Park
	Urban space
	Sports fields (public)
	Sports fields (schools)
o	Neighbourhood playground
*	Gateway landscaping

4.2 MORE SPECIFIC POLICIES AND GUIDELINES FOR ACHIEVING THEM

4.2.1 THE STUDY AREA AS A WHOLE

Controlling the location of business/industrial development

It is unrealistic for Council to prevent the development of non-residential activities in areas which are no longer suitable for residential use. A "residential only" policy is unlikely to succeed and the problem of illegal uses would continue. It is preferable for Council to anticipate the business pressures in Maitland and to guide this development into areas which can tolerate or benefit from these activities. Minor expansion of business and commercial uses would increase the variety of activities in the area, provide opportunities for the small entrepreneur, provide employment opportunities and enhance the character of certain areas (Policies 2 and 3 have reference). In particular, small business and commercial units, ie units smaller than 300 m^2, should be promoted.

Council should, however adopt a "hard-line" policy to protect and enhance those areas which are clearly suited for continued residential use and to facilitate further residential development within these areas (Policies 1 and 4 have reference).

Policies 2 and 3 (see below) do not imply that Council should initiate the rezoning of certain properties. The decision rests with the individual property owner whether or not to apply for a rezoning. Rezoning applications should continue to be assessed on merit. It is merely proposed that Council should adopt a sympathetic attitude towards applications for changes of use to permit non-residential activities in these areas. It is quite possible that certain property owners will decide to retain their properties for residential purposes and others will decide to apply for a rezoning or a temporary land use departure. This would result in a mix of residential and non-residential uses. This is quite acceptable, considering that it is proposed in Policy 5 that the nature of new business activities should be carefully controlled to ensure that these uses do not detract from adjacent residential areas.

The potential loss in the number of dwelling units is not an issue considering that in terms of the following policies, less than ten percent of the dwelling units in Maitland could be converted to business use. This is likely to be counterbalanced by the development of new housing in the area north of Royal Road, and the development of vacant plots for housing within the existing residential areas.

Policy 1: Protect the residential areas which are highly suitable for continued residential use from the establishment of incompatible non-residential activities (Figure 26 refers).

Guidelines for achieving this:

- refuse inappropriate rezoning, consent and land use departure applications;
- combat the establishment or presence of illegal business uses;
- monitor non-conforming uses; and
- ensure that home industries comply with the provisions of section 22 of the Zoning Scheme and do not negatively impact on the residential areas.

Actors:

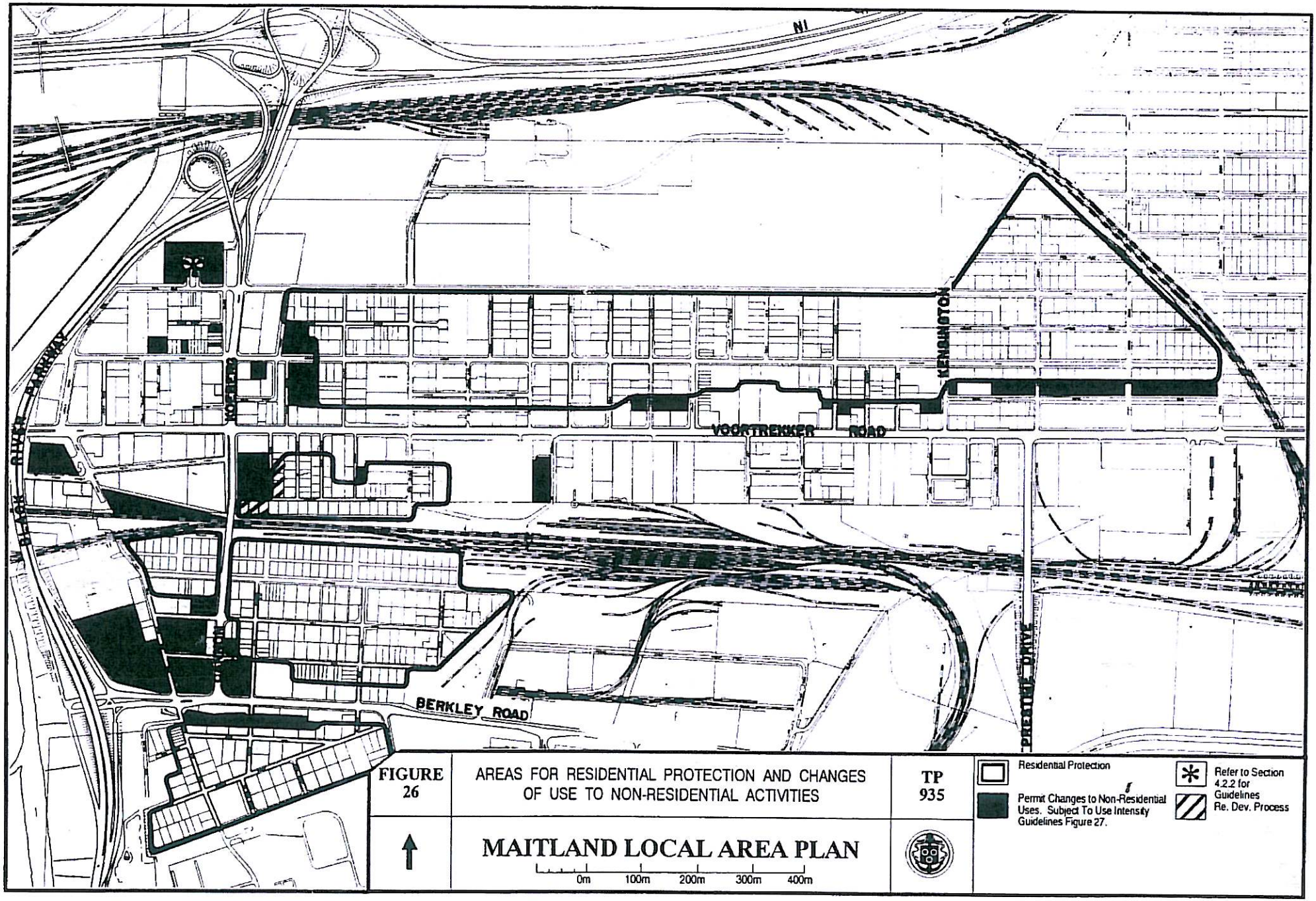
Council: Town Planning Branch, Building Survey Branch

Policy 2: Permit the development of non-residential uses in areas not ideally suited to residential use, subject to use intensity guidelines (Figure 26 refers).

Note: The term 'high intensity use' refers to uses which generate a lot of traffic/noise or activity or would be a disturbance in a residential area, for example, shops, industries or large-scale business developments. A more exact definition is provided in Appendix 4.

Guidelines for achieving this:

- View favourably applications for land use changes in these areas but ensure that new land uses conform with the use intensity guidelines represented in Figure 27. Generally, high intensity uses should be consolidated and contained. However, controlled expansion should be permitted in selective locations which are isolated, within or on the periphery of existing high intensity use areas and well linked with regional transportation system. In most cases however, land use changes should facilitate low intensity, small-scale activities which are compatible with adjacent residential uses and which provide additional employment opportunities in the area.


N1
KENSINGTON
VOORTREKKER ROAD
BERKLEY ROAD
PRESIDENT DRIVE
FIGURE 26
AREAS FOR RESIDENTIAL PROTECTION AND CHANGES OF USE TO NON-RESIDENTIAL ACTIVITIES
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Residential Protection
Permit Changes to Non-Residential Uses. Subject To Use Intensity Guidelines Figure 27.
Refer to Section 4.2.2 for Guidelines Re. Dev. Process

Actors:

Council: Town Planning Branch, Building Survey Branch

Policy 3: Permit and facilitate the establishment of small-scale, employment generating activities in the following parts of Maitland:

- ***in the high intensity activity areas; and***
- ***in particular in the lower intensity activity areas in peripheral locations indicated in Figure 27.***

Guidelines for achieving this:

- When assessing applications for land use changes or further development, preference should be given to small-scale, employment generating activities.

Actors:

Council: Town Planning Branch, Building Survey Branch

Promoting further residential development

Policy 4: Encourage and permit further residential development in Maitland including higher residential densities, particularly in the areas identified for residential protection.

Guidelines for achieving this:

Facilitate new residential development on vacant plots and redevelopment of existing building stock. A minimum density of 35 dwelling units per hectare is recommended to ensure efficient public transport systems. Attempts should, however be made to encourage high density residential development which is appropriate in height and scale to the character of the area. This should be achieved by:

- adopting a favourable attitude towards applications for departures from certain zoning scheme requirements which inhibit residential development eg. permit departures from height, permissible floor area, the maximum number of habitable rooms, building lines, side space requirements and certain parking requirements where appropriate;
- undertaking environmental improvements which make the residential areas more attractive to investors (for example, Policies 10 - 18);
- adopting a favourable attitude towards applications for rezonings which permit higher residential densities, for example a rezoning from a Single Dwelling Use Zone to a General Residential Use Zone;
- facilitating residential development in the area between the public swimming bath and Maitland High School, providing that environmental considerations and the potential need for educational and community facilities is taken into account; and
- facilitating business developments which have a residential component by the imposition of rezoning, departure conditions or conditions of sale and through negotiation of development proposals.

Actors:

Council: Town Planning Branch, Building Survey Branch, Estates Branch

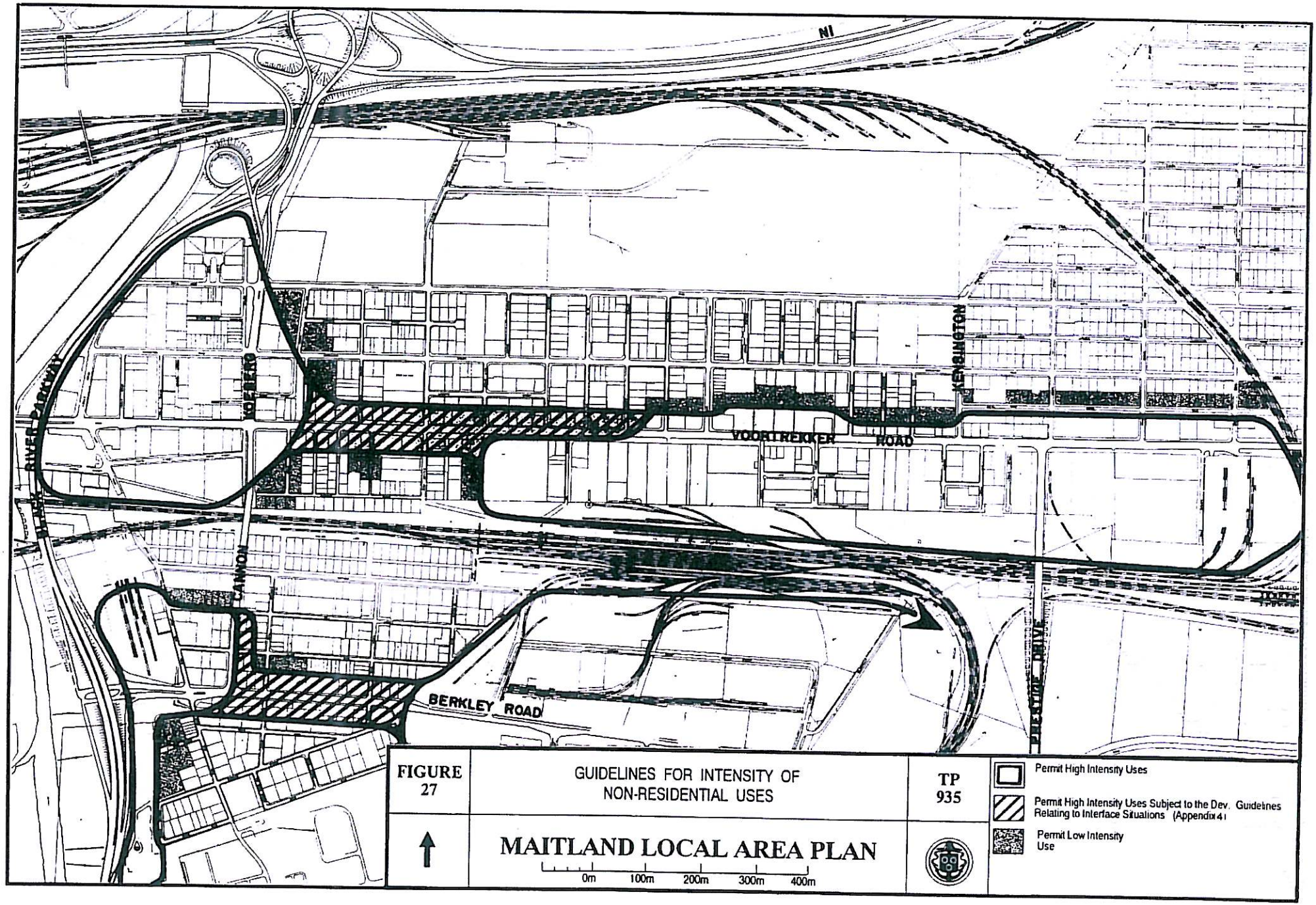
Protecting residential uses at the interface with a high intensity business/commercial area

Policy 5: Create an appropriate interface between residential and high intensity activity areas.

Note: In this case, the term 'high intensity activity area' refers to a busy road or an area containing industrial or business use as defined in Appendix 4.

Guidelines for achieving this:

- should applications for additional rights be received within the established business/commercial areas, development control should be used to achieve an appropriate interface;


N1
VOORTREKKER ROAD
KENSINGTON
CANNON
BERKLEY ROAD
FIGURE 27
GUIDELINES FOR INTENSITY OF NON-RESIDENTIAL USES
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Permit High Intensity Uses
Permit High Intensity Uses Subject to the Dev. Guidelines Relating to Interface Situations (Appendix 4)
Permit Low Intensity Use

- should rezoning, temporary land use departure or consent applications be received along the interface, permit the location of low intensity "transitional" uses as defined in Appendix 4; and

- in negotiating or controlling development in the above two cases, cognisance should be taken of the performance criteria and design guidelines set out in Appendix 4, to ensure that an appropriate interface is achieved.

Actors:

Council: Town Planning Branch, Building Survey Branch

Integrating land use and transportation planning

Policy 6: Encourage public transportation usage

Guidelines for achieving this:

- improve pedestrian access to public transportation facilities;

- improve public transportation interchange facilities;

- investigate the provision of minibus-taxi facilities at Koeberg station;

- increase residential densities in the vicinity of public transportation facilities; and

- investigate the need for bus lanes along Voortrekker Road.

Actors:

Council: Town Planning Branch, Building Survey, Metropolitan Transportation Branch, Roads Branch

Provincial Roads Engineer

Policy 7: The existing role of Koeberg Road, Cannon Street, Berkley Road and Prestige Drive as Primary Distributors (Class 2) should be continued. Ensure that adjacent private development does not inhibit the movement function of these routes.

Guidelines for achieving this:

- The location of higher intensity uses than those presently located along these routes is acceptable. However, large traffic generators such as retail shopping or large-scale commercial uses should be precluded as this would inhibit the important link road functions of these routes. Small-scale business such as offices or storage would be acceptable.

- Adequate on-site parking for adjacent development should be provided;

- only limited street and property access and roadside parking along these roads should be permitted; and

- the road widening schemes should be retained. Should however improvements to the regional road system relieve these roads of through traffic, these road schemes should then be re-evaluated.

Actors:

Council: Town Planning Branch, Building Survey Branch, Metropolitan Transportation Branch, Roads Branch

Provincial Roads Engineer

Policy 8: Retain and reinforce the dual role of Voortrekker Road as a District Distributor (Class 3) and a commercial/activity route.

Guidelines for achieving this:

- permit the establishment of high intensity activities, and permit direct vehicular access to adjacent activities from this route, providing that this does not create traffic problems at the major intersections;

- continue re-evaluating the road widening scheme;

- concentrate road improvements at the intersections rather than the arterial link sections, and implement traffic management measures to improve the traffic flow and intersection performance;

- facilitate pedestrian movement and activity; and

- retain and develop adequate Council-owned land for public parking, including kerb side parking and loading within the unused road reserve, and at the intersection with Cannon Street.

Detailed proposals for Problem Areas 1, 2 and 4 and intersection Problem Areas, provided in Section 4.2.2, relate to this policy.

Actors:

Council: Town Planning Branch, Building Survey Branch, Metropolitan Transportation Branch, Roads Branch, Traffic Manager

Provincial Roads Engineer

Policy 9: Retain and reinforce the function of the streets in the viable residential areas as Local Distributor roads (Class 4), and undertake measures to preclude extraneous through traffic.

Guidelines for achieving this:

- the traffic management and intersection improvement proposals outlined in Policy 7 would facilitate traffic movement along Voortrekker Road and would make the residential streets less attractive to through traffic.

- In addition, traffic calming measures along Coronation Road should be further investigated.

Actors:

Council: Town Planning Branch, Roads Branch

Provincial Roads Engineer

Conservation of significant buildings

Policy 10: Protect historically and architecturally significant buildings and elements in the area; and ensure that further development in the immediate vicinity is sympathetic in scale and design to these buildings and elements.

Guidelines for achieving this:

- Development applications, building plans and demolition applications affecting significant buildings and surrounding developments should be carefully evaluated. Refer to Figure 28 which identifies the significant buildings.

- Liaison with the National Monuments Council regarding the significance of buildings and future development proposals will take place when necessary.

Actors:

Council: Town Planning Branch; Building Survey Branch

Rationalising and enhancing the open space framework

This framework includes the major concentration of open space and public amenity improvements in Maitland. A strategic framework of quality open spaces and amenities will provide a sense of community identity for the suburb. A concentration of open space development is appropriate for the following reasons:

- limited city resources are available for open space development, streetscape improvement and maintenance;

- a concentration of open spaces in accessible locations will encourage intensive utilisation of these spaces by a variety of different user groups and for a variety of activities which would improve the vitality and safety of these spaces; and

- in a small, predominantly low density suburb, most individuals have access to private backyard space. Council resources are therefore predominantly required for the provision of the larger, more public open

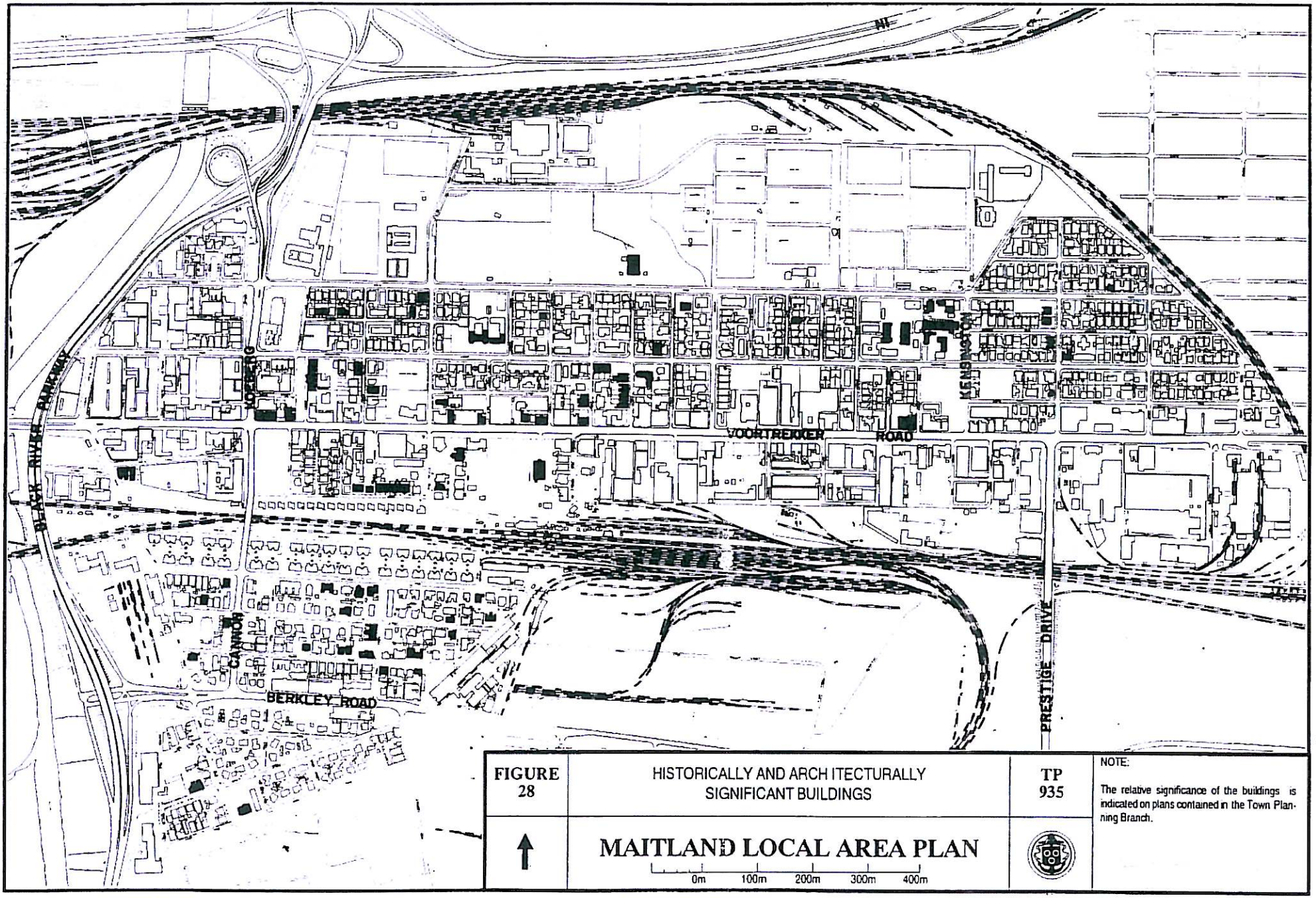
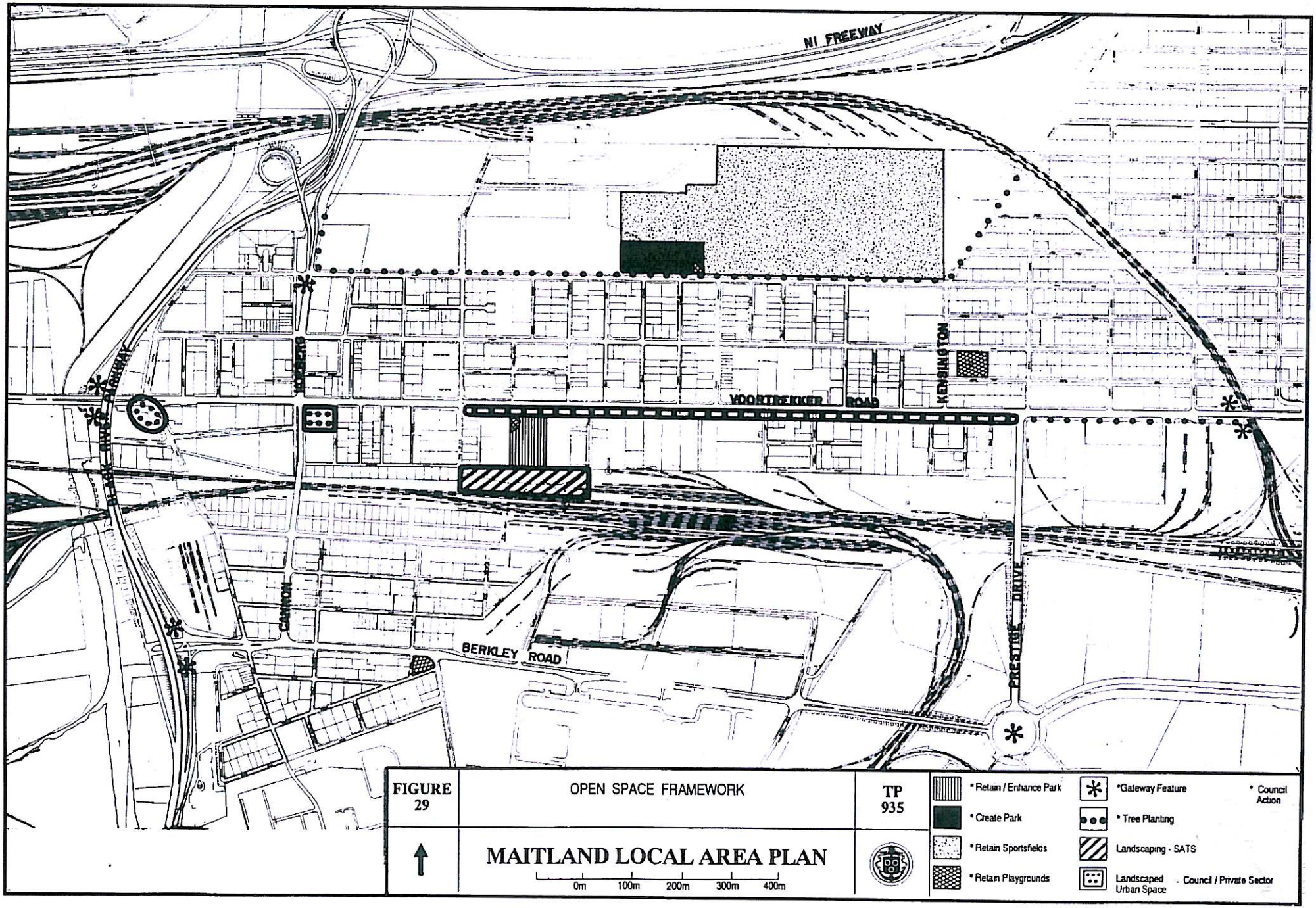


FIGURE 28	HISTORICALLY AND ARCH ITECTURALLY SIGNIFICANT BUILDINGS	TP 935	NOTE: The relative significance of the buildings is indicated on plans contained in the Town Planning Branch.
↑	MAITLAND LOCAL AREA PLAN 0m 100m 200m 300m 400m		


N1 FREEWAY
VOORTREKKER ROAD
KENSINGTON
BERKLEY ROAD
CANNON
PRESTIGE DRIVE
FIGURE 29
OPEN SPACE FRAMEWORK
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
* Retain / Enhance Park
* Create Park
* Retain Sportsfields
* Retain Playgrounds
*Gateway Feature
* Tree Planting
Landscaping - SATS
Landscaped Urban Space
* Council Action
- Council / Private Sector

spaces. Should residential densities increase substantially in the future, additional, more localised open spaces may be required.

Policy11: Retain/enhance the existing park adjacent to the town hall; and develop a landscaped park and parking area if necessary, surrounding the public swimming bath, in the area indicated on Figure 29.

Guidelines for achieving this:

- Council should plan and implement the development of a landscaped park surrounding the public swimming bath, as funds and priorities permit.

- Council should retain the park adjacent to the town hall, should monitor the use of this space and should undertake minor improvements over time. In particular, the interface of this space with neighbouring activities requires attention. The edges of the town hall site and adjacent park should be improved to provide a sense of enclosure and to enhance the safety of this area.

Detailed proposals for Problem Area 3, provided in the Section 4.2.2, relate to this policy.

Policy 12: Facilitate the development of multifunctional urban spaces within the Voortrekker Road business area for social activity, pedestrian activity, informal trading and parking in the areas indicated on Figure 29.

Guidelines for achieving this:

- Public and private development in and around these public spaces should be guided by the performance criteria and design principles set out in Appendix 5. In particular, the following aspects require attention:

  - appropriately designed pedestrian spaces;

  - a common landscape theme for street furniture and tree planting; and

  - Council should attempt to influence the design of buildings fronting the public spaces. In particular, a linear pattern of development, with continuous facades and a height of 3 - 6 storeys to provide a sense of enclosure is appropriate here.

- Upon application by developers for increased rights, Council should attempt to achieve the provision of landscaping improvements by the private sector in the following locations:

  - the Council-owned open space at the intersection of Voortrekker Road with Cannon Street (Erf 23889);

  - the Council-owned open space zoned Public Open Space at the intersection of Voortrekker Road with Camp Road (Portion of Erf 23853); and

  - the Voortrekker Road reserve on the southern side of the road between Station Road and Prestige Drive.

  Detailed proposals for Problem Areas 1, 2, 3, and 4 provided in Section 4.2.2 relate to the above proposals.

- Negotiate with SATS to achieve the appropriate development and upgrading of the parking area adjacent to Maitland station.

Actors:

Council: Town Planning Branch, Parks and Forests Branch, Roads Branch, Surveys and Land Information Branch, Traffic Manager

SATS

Private developers

Policy 13: Retain sufficient land for sportsfields and sports facilities in the area north of Royal Road indicated on Figure 29.

Guidelines for achieving this:

- retain the land east of the swimming pool in Council ownership. Rationalise the use of this open space complex, encourage multiple use of sportsfields and provide additional sportsfields should the sporting demands increase in this area.

Actors:

Council: Town Planning Branch, Parks and Forests Branch

Policy 14: Tree planting and landscaping should be undertaken at the main entrances to Maitland to create "gateway" features - indicated on Figure 29.

Guidelines for achieving this:

- investigate specific locations for tree planting, landscaping and undertake these improvements.

Actors:

Policy 15: Retain the existing neighbourhood playgrounds indicated on Figure 29.

Council: Parks and Forests Branch

Guidelines for achieving this:

- Retain and maintain the above areas.

Actors:

Council: Town Planning Branch, Parks and Forests Branch

Policy 16: A pattern of tree planting should complement the open space framework. In particular, tree planting should be concentrated in the following areas (Figure 29 refers):

- ***along Royal Road;***
- ***within the urban spaces along Voortrekker Road, in the park adjacent to the Town Hall; and***
- ***in gateway locations.***

Guidelines for achieving this:

- Council should undertake tree planting in these areas and should facilitate landscaping or tree planting by the private sector/institutional uses and SATS. This would be attained through the imposition of conditions when granting applications for increased development rights and through negotiation.

Actors:

Council: Town Planning Branch, Parks and Forests Branch, Surveys and Land Information Branch

SATS

Private developers

<u>Providing selective neighbourhood playgrounds/tree planting within the residential areas</u>

At present, given the small resident population and the low density nature of Maitland, only minor improvements to the residential areas are required. However, the aspects outlined below require attention.

Policy 17: Residential precinct 5 does not have access to a neighbourhood playground and therefore Council should investigate the provision of one in this area (Figure 30 refers).

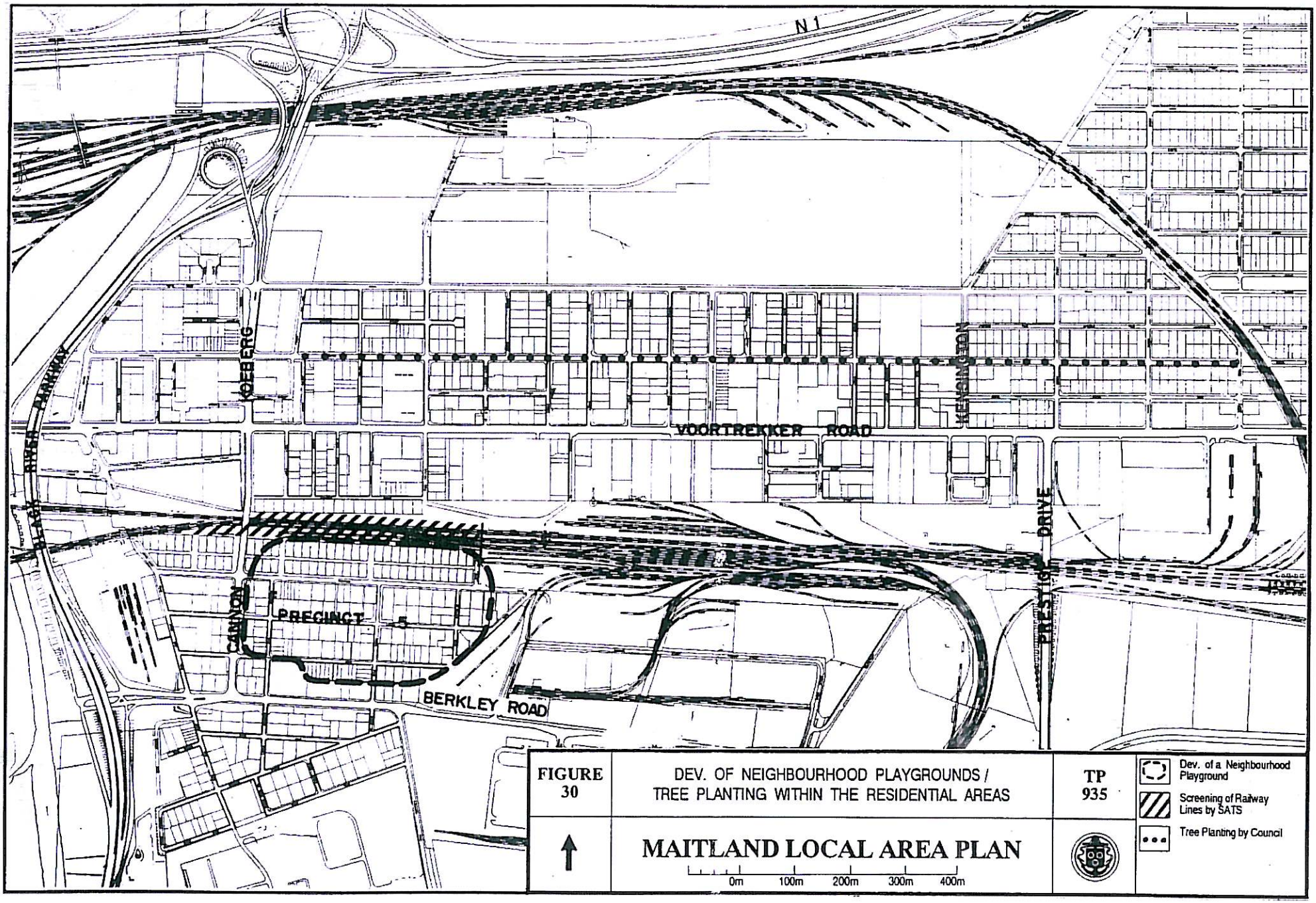
Guidelines for achieving this:

- Council should investigate the provision of a neighbourhood playground taking the concerns of the community into account.

Actors:

Council: Town Planning Branch, Parks and Forests Branch

Local community


N1
KOEBERG
VOORTREKKER ROAD
PRECINCT 5
BERKLEY ROAD
DRIVE
FIGURE 30
DEV. OF NEIGHBOURHOOD PLAYGROUNDS / TREE PLANTING WITHIN THE RESIDENTIAL AREAS
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Dev. of a Neighbourhood Playground
Screening of Railway Lines by SATS
Tree Planting by Council

Policy 18: The existing pattern of tree planting along Coronation Road, which is the central spine road within the largest residential precinct in Maitland, should be reinforced to enhance the appeal of the streetscape and to encourage further residential development in this area (Figure 30 refers).

Guidelines for achieving this:

- retain the existing trees along Coronation Road, replace those which die, and plant additional trees in Coronation Road.

Actors:

Council: Parks and Forests Branch

Policy 19: Request the provision of landscape improvements including tree planting to soften the impact of the multiple railway lines running through the residential areas of southern Maitland (Figure 30 refers).

Guidelines for achieving this:

- Council, in conjunction with the local community, should negotiate with SATS in order to achieve appropriate action by the latter.

Actors:

Council: Town Planning Branch, Parks and Forests Branch

Local community

Policy 20: Encourage the participation of the community, the private sector and SATS in the provision and maintenance of any additional more localised environmental improvements including street planting/ landscaping and the provision of small neighbourhood play areas.

Guidelines for achieving this:

- maintain ongoing communication with the local community in the planning process and take note of community requests and opinions regarding environmental issues;

- negotiate with SATS where appropriate; and

- on receipt of applications for higher density residential development, Council should seek opportunities to influence design to ensure that neighbourhood open spaces which are accessible to the public are included.

Actors:

Council: Town Planning Branch, Building Survey Branch, Parks and Forests Branch

Local community

SATS

Private developers

4.2.2 THE PROBLEM AREAS

The following section provides detailed policies and proposals for the Problem Areas identified in Section 3.5. These areas require a combination of actions relating to development control, transportation/parking and environmental issues. In order to better understand the written proposals, reference should be made to the diagrams provided.

PROBLEM AREA 1

Location

Council-owned Erf 23889 at the intersection of Voortrekker and Cannon Street. The front portion is zoned for General Commercial Use and is developed with a public parking area. The rear portion - approximately 4245 m^2 and zoned for General Residential Use - is vacant and is used for informal parking by an adjacent business.

Underutilised Council Owned Property

The problem

On 1986-02-27 Council resolved to dispose of the vacant portion for housing development. However, before this strategically located site is disposed of the area for disposal still needs to be determined, taking into account the need for public parking space; and use and design guidelines for development of this prime site are required. It is now questionable whether the use of this site should be restricted to housing development only.

The site has potential for the development of a range of uses including business development. It is in a visible location at a major intersection, it is part of an established business area, and it is adjacent to a public parking area. Residential development across the entire site is likely to be unviable and environmentally undesirable. However, a mix of uses including a residential component would be most desirable.

Proposals

Permit the development of the site for non-residential use, and investigate the viability of requiring a residential component. Large-scale business development is likely to undermine the suitability of the surrounding dwellings for continued residential use. Conversions of these dwellings for small-scale business activity should then be permitted, and traffic management measures should be implemented to inhibit the movement of business-related traffic into the adjacent residential precinct.

Permit the disposal and rezoning of the site subject to the following criteria:

- the design of the facade and the form and scale of the building should relate to surrounding development and enhance the character of the Voortrekker Road streetscape at this intersection. The design guidelines set out in Appendix 4 and 5, are applicable;
- adequate on-site parking should be provided;
- the developer should be required to landscape the adjacent public parking area fronting Voortrekker Road;
- the traffic generated should not cause traffic problems at the Dublin Street/Voortrekker Road intersection; and
- the need for public parking space should be accommodated.

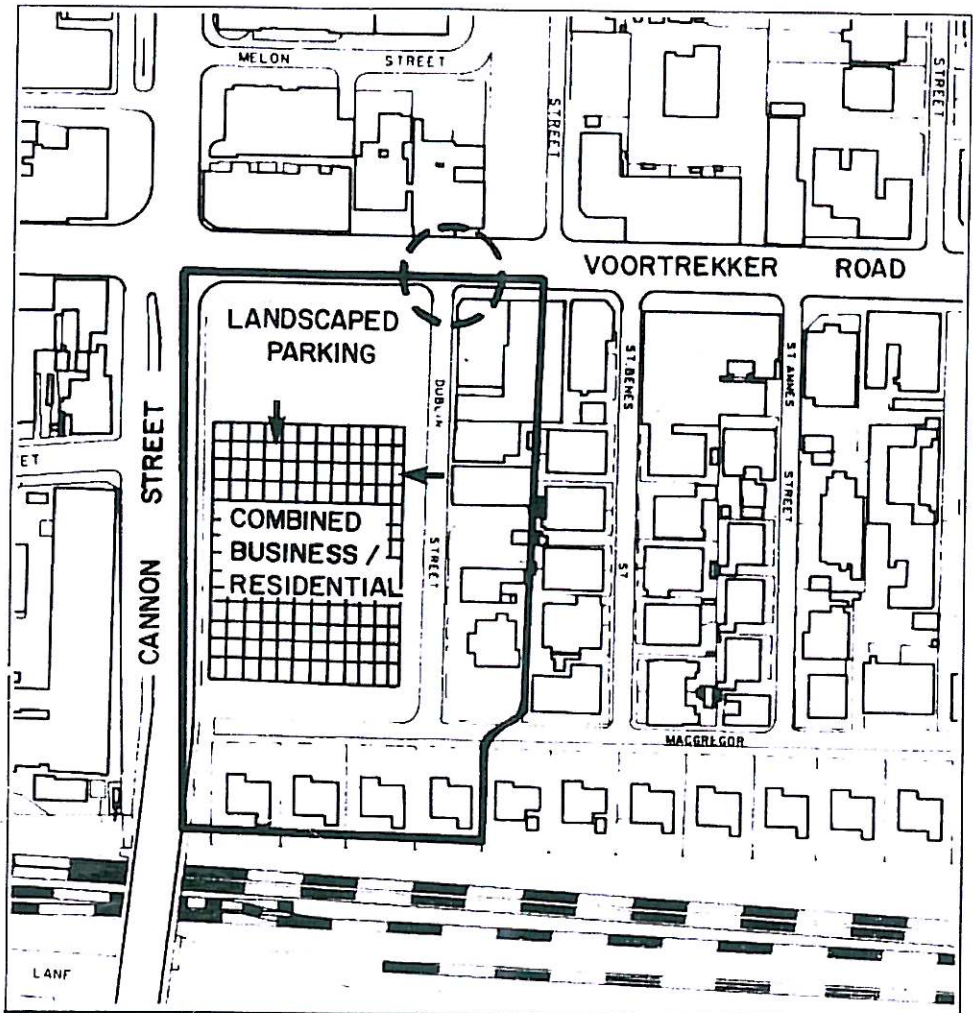


FIGURE 31(1)	PROBLEM AREA 1: DEVELOPMENT OPTION 1: LOW INTENSITY USES (COMPATIBLE WITH ADJACENT RESIDENTIAL USES)

- Vehicular access options
- Prevent traffic problems
- Development

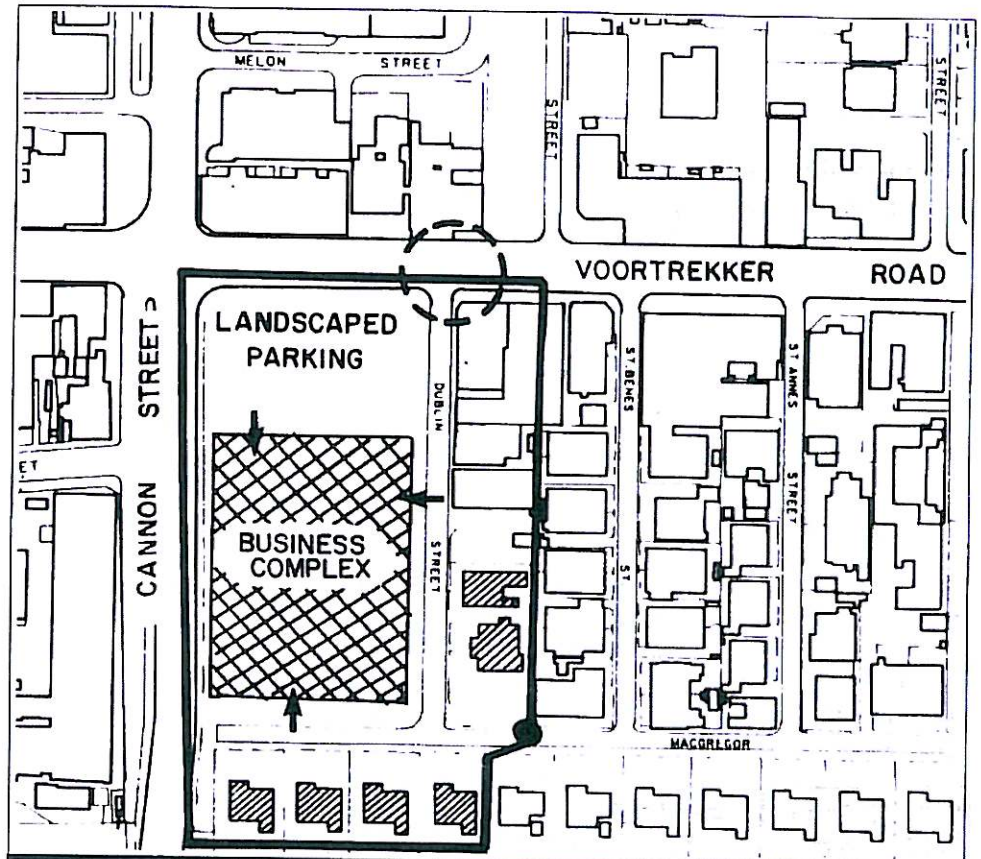


FIGURE 31 (2)	PROBLEM AREA 1: DEVELOPMENT OPTION 2 : HIGH INTENSITY USES (INCOMPATIBLE WITH ADJACENT RESIDENTIAL USES)

- Development
- Traffic management
- Conversion of adjacent dwellings for transitional use
- Vehicular access options
- Prevent traffic problems

PROBLEM AREA 2

Location

This large Council-owned property measuring 8000 m^2 in extent is developed as a large parking area. It provides parking opportunities for surrounding industries and commercial activities.

The problem

This extensive site is largely underutilised. It is a bleak expanse of tarmac which does not complement the image of Voortrekker Road or enhance the performance of the surrounding area. The site is zoned for Public Open Space, but it is not required for open space purposes.

Proposals

Upon application by a private developer to purchase and develop the site, the area for disposal and landscaping proposals should be determined, taking into consideration the parking needs of the surrounding area and the requirements for minibus-taxi facilities at the time. Appropriate conditions of sale should then be framed, based on the considerations outlined below:

- Should a portion of this area be required for future parking/open space purposes eg. pedestrian/informal sector activity, this area should preferably be located along Voortrekker Road/Camp Road and should be landscaped to create an "urban" space, and to enhance the image of Voortrekker Road.

- The balance of the site should be disposed of for business/commercial development.

- Rezoning conditions and conditions of sale should be imposed to ensure that:

    - the design of the facade and the form and scale of the building is appropriate (the design guidelines relating to public spaces set out in Appendix 5 are applicable);

    - adequate on-site parking is provided; and

    - the developer is required to landscape and possibly maintain the adjacent public space fronting Voortrekker Road.

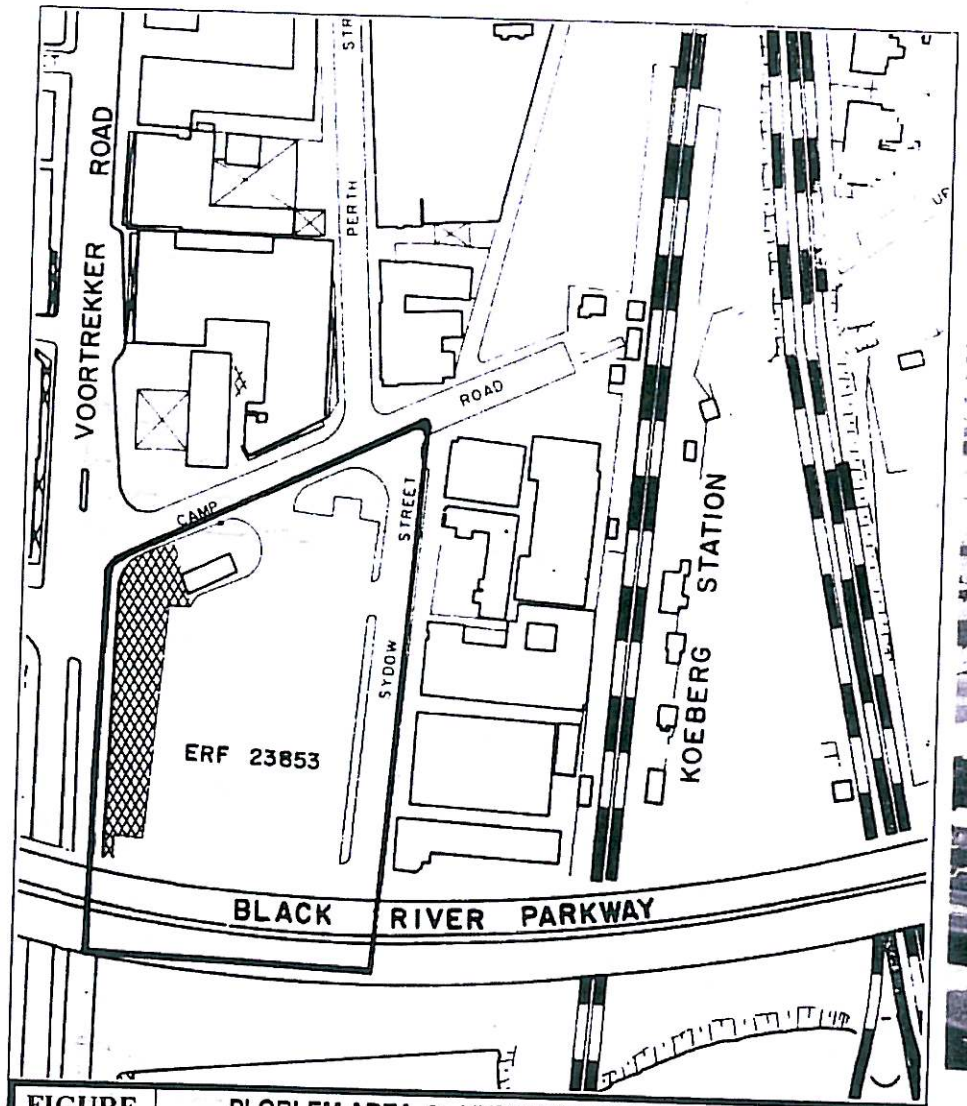


FIGURE 32 **PLOBLEM AREA 2:** UNDERUTILISED COUNCIL OWNED PROPERTY (ERF 23853)

Approximate position of landscaped urban space

PROBLEM AREA 3

Location

This Problem Area contains the Council-owned town hall and adjacent park, and the SATS-owned Maitland station and adjacent parking area. It is an area of community focus and activity in the heart of Maitland.

The problem

There is no clear boundary between the park and the station area. The bleak and unmaintained SATS parking area adjacent to the station does not enhance the civic image of the town hall and park site. Surrounding private development backs onto this site and does not relate to the open space. The formal footpaths through the park do not reflect the pedestrian desire lines.

Proposals

The design principles relating to public spaces, set out in Appendix 5, should be used to guide development on adjacent properties. This would ensure that the development relates to the function of the town hall/park site as a civic space and community focus in Maitland. Council should negotiate with SATS in order to initiate development along the interface between the park and the SATS parking area in order to differentiate and enclose these two spaces and to encourage the upgrading and landscaping of the parking area adjacent to the station. This would enhance the aesthetic appeal of the park. Furthermore, a formal footpath should be built through the park to reflect pedestrian desire lines.

The development of informal trading and small business opportunities on a portion of the parking area would increase the utilisation and safety of these public areas.

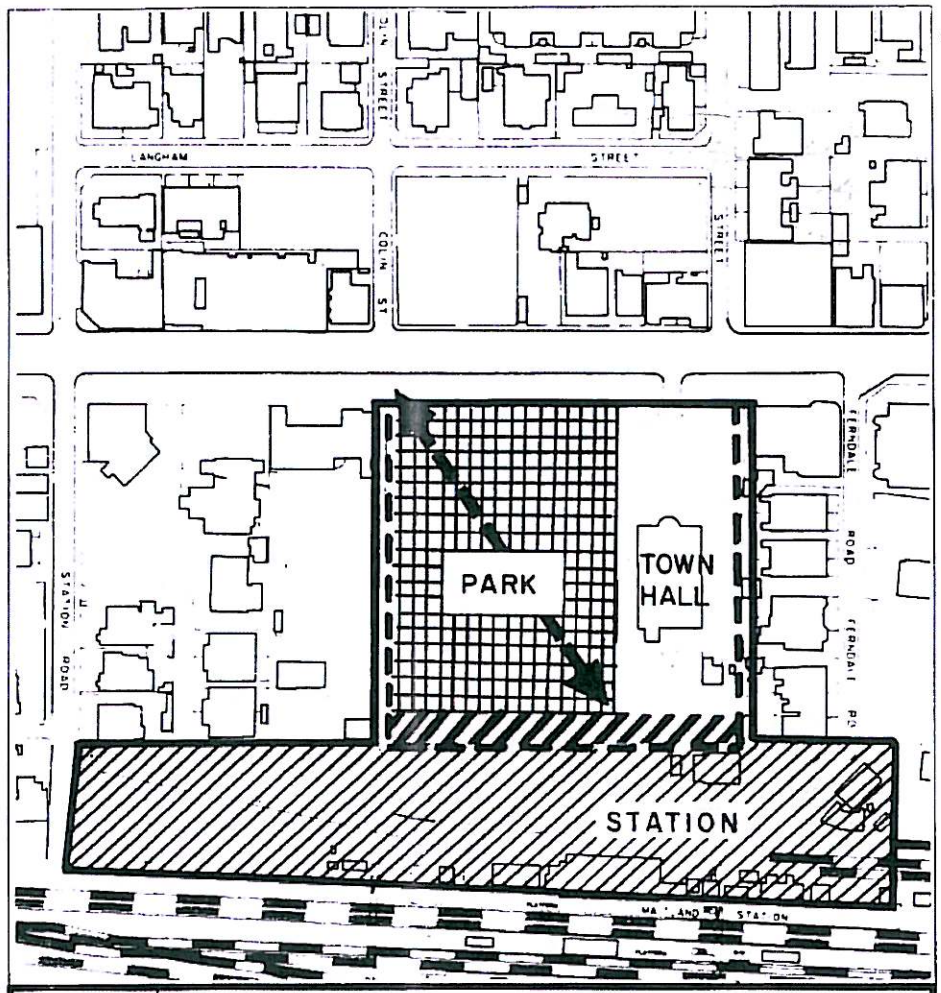


FIGURE 33 PROBLEM AREA 3

Edge definition required

Formalise pedestrian access

Adjacent private development should relate to the public space

Upgrading of the station parking area required

The interface between the park and the station lacks definition and enclosure

PROBLEM AREA 4

Location

This area comprises a wide unmade area of road reserve along the southern side of Voortrekker Road between Station Road and Prestige Drive.

The area is affected by an approved road scheme which is, however, unlikely to be implemented along this section of the road.

The problem

Certain businesses have leased sections of this road reserve area for parking and landscaping purposes. There is presently no concept to guide the granting of lease applications and the setting of lease conditions within this area. Certain businesses have enclosed these areas with a variety of different structures. This has created an inefficient pattern of parking consisting of small pockets of parking and an excessive number of access ramps. In certain areas vehicles park hard up against the buildings, obstructing pedestrian access to properties and blocking display windows etc.

There is an uncoordinated system of landscaping and no framework exists to guide landscaping by the private sector in this area.

This area is generally poorly maintained and has a uneven surface. The "untidy" appearance of this area has been identified as a problem by the ratepayers.

Proposals

The continued use of this area for public parking and employee parking should be permitted, considering that there is presently a shortage of parking space in the surrounding area, and the reserve area is unlikely to be required for road widening purposes in the short term future.

The following guidelines are required in order to rationalise the layout and use of the area; to encourage private sector improvements and to provide a framework for public sector improvements to this area. These guidelines would be particularly helpful in the evaluation of lease applications within this area:

- Adequate space for public visitors' parking should be retained along Voortrekker Road.

- The pattern of parking and access ways should be rationalised to more clearly differentiate parking vs access areas and to ensure that parking of vehicles does not block access to private properties or display windows. Therefore parking areas should preferably be located away from the buildings, along the northern edge of the road reserve area.

- Parking areas and access ways should not impinge on the footway next to the kerb, or hinder pedestrian flows within the area.

- Continuity in the pattern of parking and access ways within this area is most desirable. This would improve the efficiency in the use of the area. The sharing of access ways and carriage way crossings by adjoining businesses should be encouraged. The number of structures and enclosures within the area should be kept to a minimum.

- The upgrading of the area through surfacing, sensitively designed street furniture/signage and landscaping in appropriate locations should be encouraged. In particular tree planting which reinforces the continuity of the existing line of trees along Voortrekker Road should be promoted in this area.

- The opinions of the Traffic Manager, the affected business community and the Ratepayer's Association should be taken into consideration when decisions affecting this area are taken.

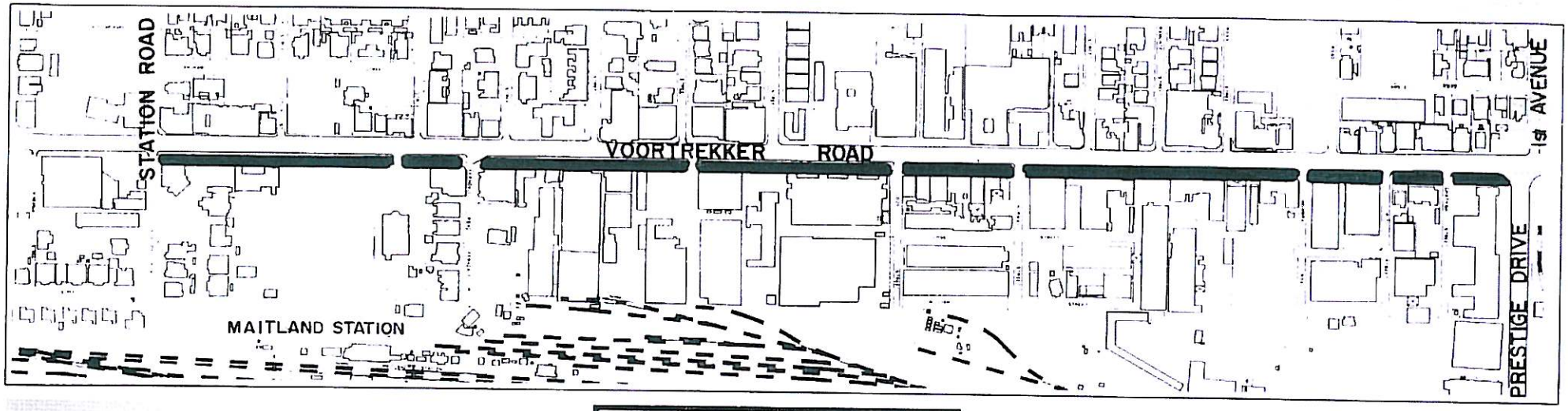


FIGURE 34	PROBLEM AREA 4

PROBLEM AREA 5

Location

This area contains a small pocket of dwellings in an accessible location, between the Voortrekker Road business strip and the railway line.

The problem

The area is under pressure for the establishment of illegal business uses and the expansion of existing businesses on Voortrekker Road. Certain dwellings which are located at the interface between the business strip and the adjacent residential area are not ideally located for residential use.

The residential environment is disturbed by through traffic which utilises the narrow, one-way street system.

The police station and prison cells intrude into the residential area and have a negative impact on the adjacent residential properties. The large, vacant Council-owned property which is used for business parking has a negative impact on adjacent dwellings.

Proposals

The central part of this residential area is suited to continued residential use and should be protected from business encroachment.

However small-scale business development should be permitted in the areas which are not ideally located for residential use, as indicated on Figure 35. The use and design guidelines relating to interface situations, set out in Appendix 4, are applicable.

The residential future of the Council and SATS-owned dwellings fronting onto this large, vacant Council-owned site depends on the nature of the development of the site (Erf 23889). Should Erf 23889 be developed with a high intensity use such as a retail complex, the conversion of these adjacent dwellings for small-scale business activities should be permitted. However, should the southern portion of Erf 23889 be developed for residential use, or a low intensity activity which is compatible with a residential environment, then the adjacent residential properties should be retained for residential use.

Should applications for the large-scale redevelopment of properties for business use at the periphery of this residential precinct be received, for example in Ainsdale Street or at the intersection of Voortrekker Road and Cannon Street, traffic management measures should be undertaken to prevent business related traffic encroaching further into this residential area.

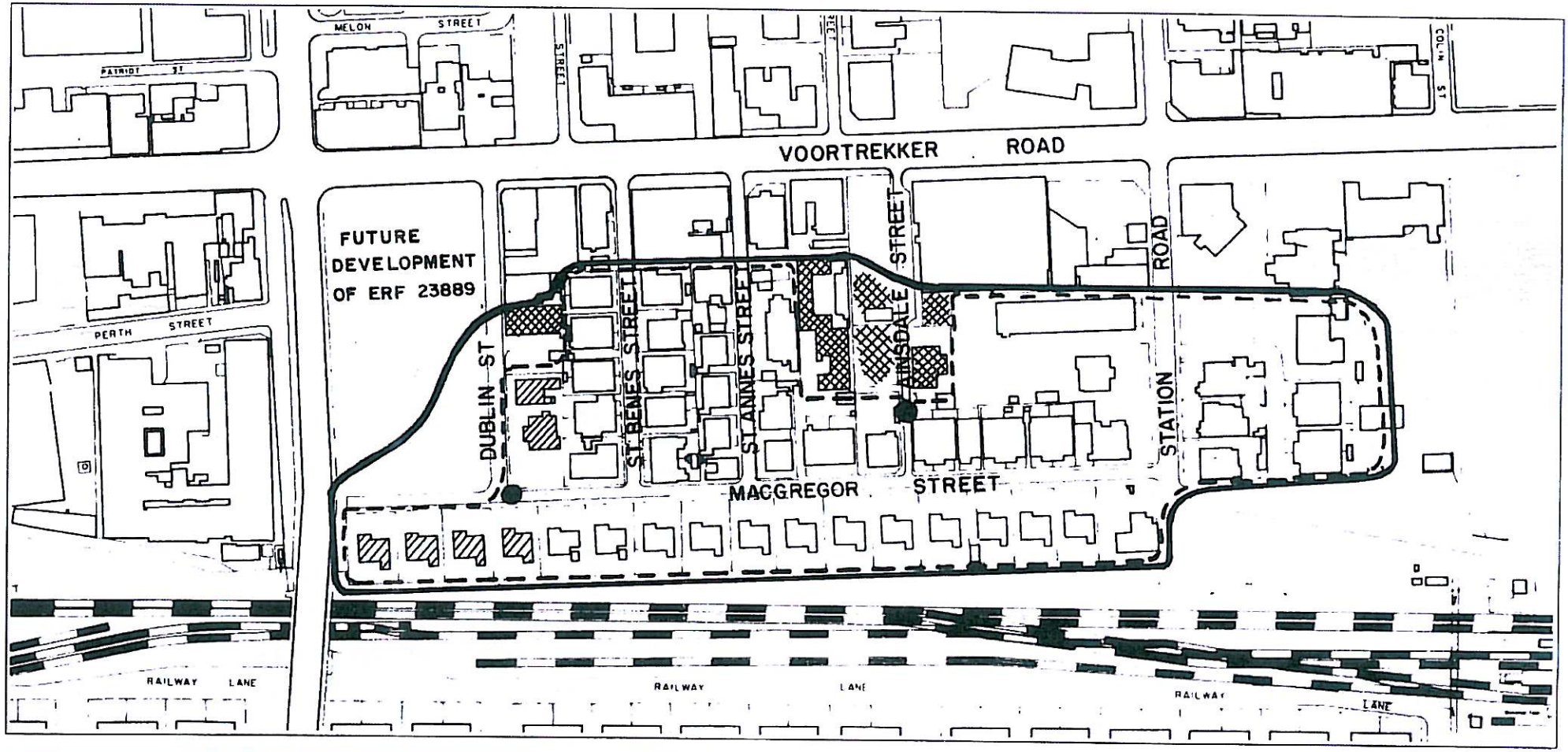
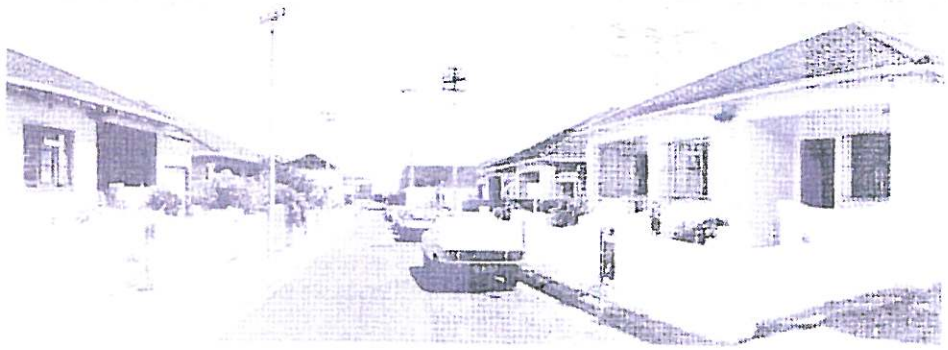


FIGURE 35 PROBLEM AREA 5

- Protection of residential uses
- Transitional uses permitted
- Transitional use only if future development of Erf 23889 undermines residential potential of these properties
- Traffic management



PROBLEM AREA 6

Location

The area contains a small enclave of 12 dwellings and a church surrounding a cul-de-sac, Glamis Close. This isolated residential pocket is located adjacent to a large industrial area and the busy Koeberg Road.

The problem

The area is not ideally located for residential use. The accessible location which is exposed to traffic flows has resulted in business pressure in this area. In particular, the properties immediately adjacent to Koeberg Road are unsuitable for continued residential use and have been the subject of rezoning applications.

However, the properties behind the first row of dwellings on Koeberg Road do have certain merits for residential use. The properties are grouped around the cul-de-sac which contains an open space which is fairly protected from external traffic noise and activity. It is a fairly quiet and safe area for children to play, and has accessible parking etc.

Proposals

Given the locational problems of this area, an all residential policy is unlikely to succeed, and the desirability of protecting this area for residential activities only is questionable. There would be no objection from a town planning point of view if the entire area was ultimately redeveloped for business or commercial activity. However, the strategy to be adopted should take into consideration the possibility of a gradual process of land use change. This process should be guided and controlled in the following way to ensure that the living conditions of remaining residential properties are not detrimentally affected:

- Ad hoc rezoning applications should only be permitted for properties which do not require vehicular access from Glamis Close. Vehicular access to or from Glamis Close should be prevented.

- Only transitional uses as defined in and which satisfy the performance criteria contained in Appendix 4, should be permitted.

- Should all the property owners apply for rezoning, a consolidated redevelopment of all the properties in this precinct should be permitted, along with intense and larger-scale activities. Access could then be taken from Glamis Close.

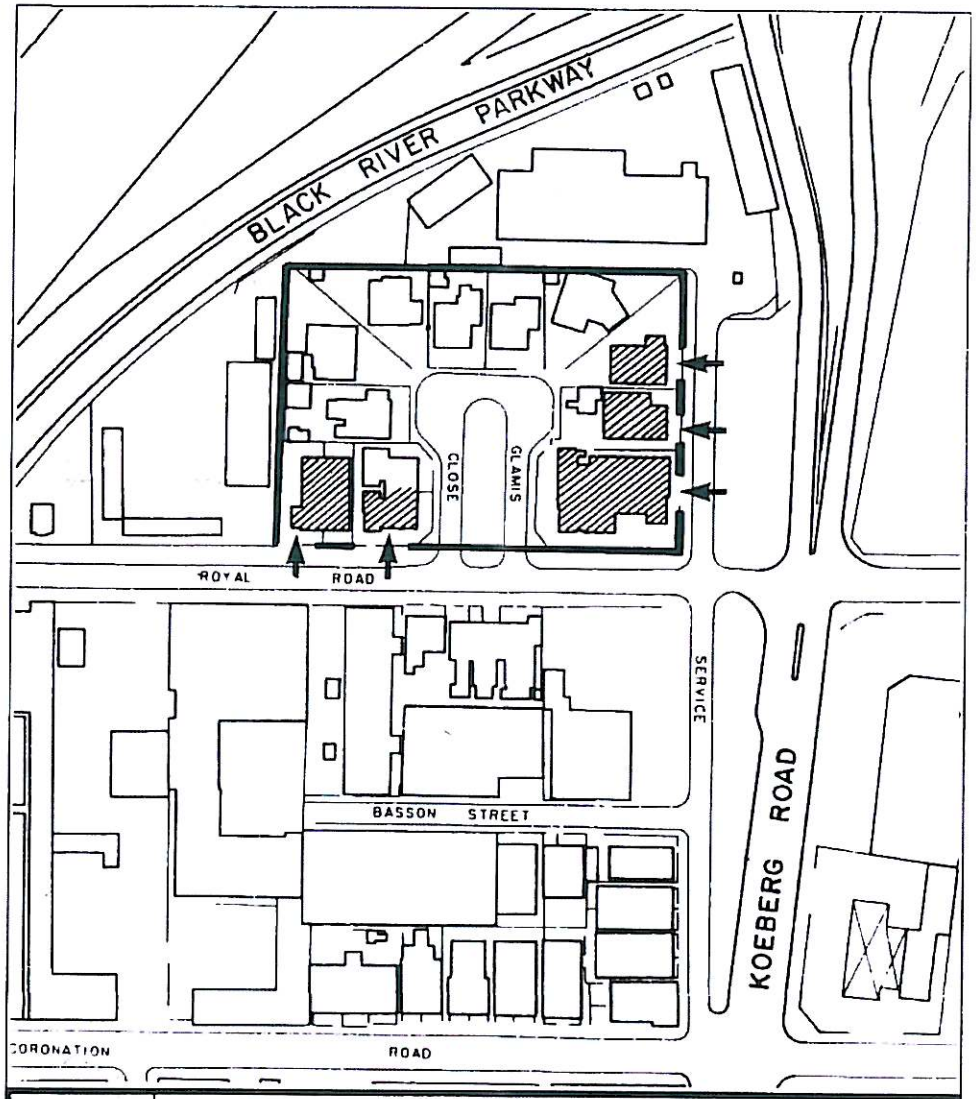


FIGURE 36(1)	PROBLEM AREA 6: OPTION 1: MIXED USE - RESIDENTIAL AND TRANSITIONAL USES
	Transitional uses in locations which do not require access from Glamis Close
	Vehicular access

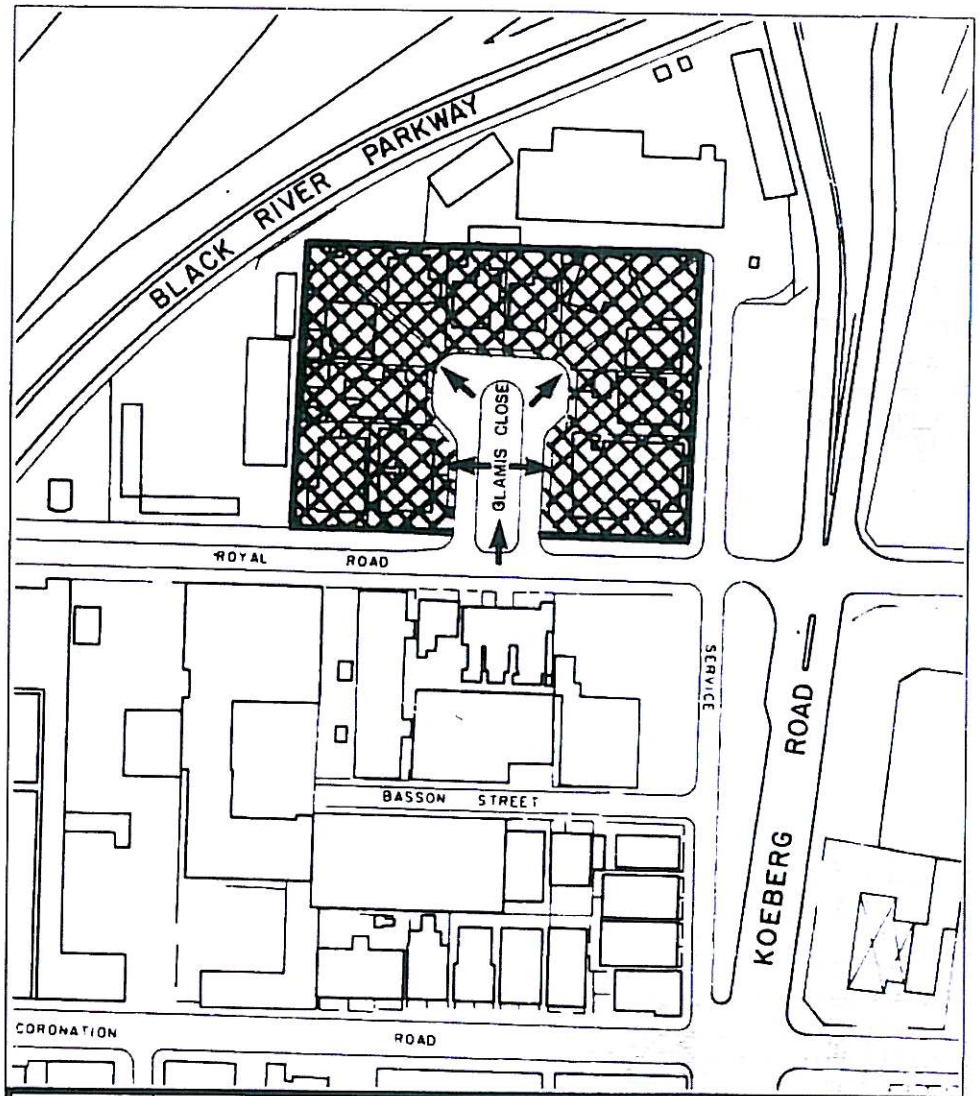


FIGURE 36(2)	PROBLEM AREA 6: OPTION 2: BUSINESS/COMMERCIAL USES CONSOLIDATED REDEV OR CONVERSION OF ALL PROPERTIES
	High intensity business/commercial uses permitted
	Vehicular access

PROBLEM AREA 7

Location

This street block is dominated by large factories and business uses which extend almost as far back as Coronation Road. These uses are zoned for General Commercial Use. The balance of the street block is zoned for General Residential Use and consists of predominantly vacant plots.

The problem

The large, vacant properties are unsightly and detract from the surrounding residential area. These properties represent underutilised opportunities for the development of further housing in Maitland.

The large-scale business and industrial activities detract from the residential environment of the surrounding area.

Certain vacant properties zoned for General Residential Use are being utilised for unauthorised parking purposes with vehicular access being taken off Coronation Road. This causes traffic disturbance to residential properties along Coronation Road.

Proposals

It would be most desirable to facilitate medium density residential development on the vacant plots which would relate to the residential area on Coronation Road and provide additional housing opportunities for Maitland.

However, this would result in the displacement of the industrial parking presently occurring on three of these vacant properties. These vehicles would be likely to spill into the surrounding residential streets which would detract from the residential environment of these streets. It may therefore be more sensible to reach a compromise, ie. to allow the existing use of Erven 23650 - 23652 for parking to continue.

Further investigation is required to determine authorisation of the parking on Erven 23650 - 23652. In the event that an application is made to authorise the parking in this area; this should be considered favourably provided that:

- the factory owners close off vehicular access to the parking area from Coronation Road;
- the view of the parking area from Coronation Road is screened by erecting a boundary wall and landscaping the interface with this street; and
- should these properties no longer be required for parking purposes, residential development only should be permitted.

All other properties behind the commercial strip and indicated on Figure 37 should be retained for residential use only.

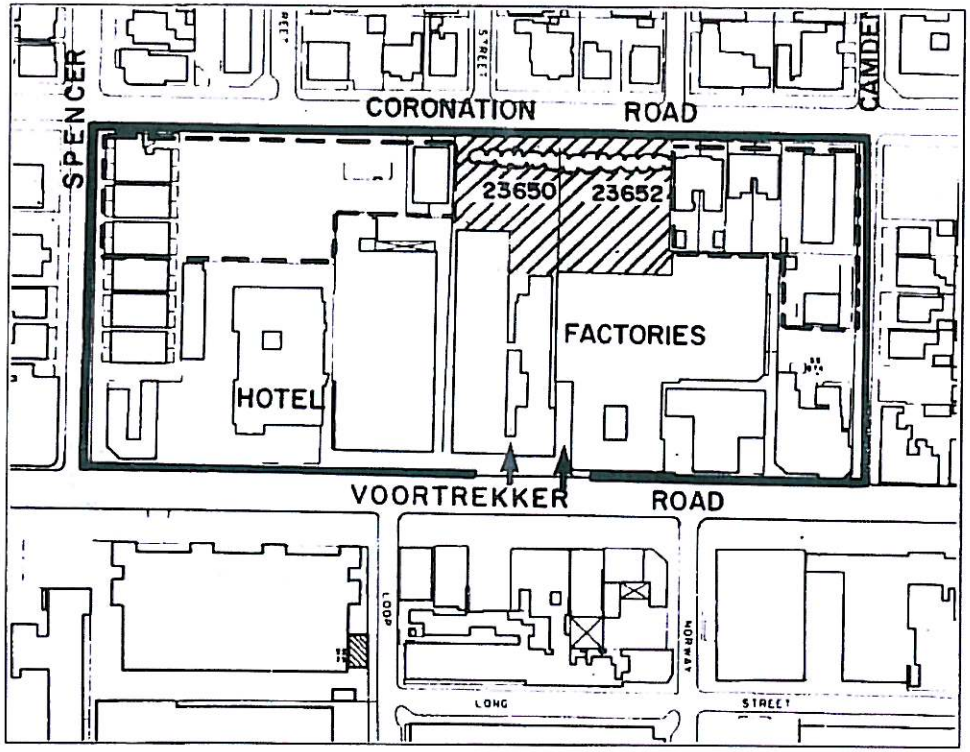


FIGURE 37	PROBLEM AREA 7

- Retain area for residential development
- Permit parking/residential uses subject to interface/vehicular access controls
- Vehicular access
- Screening of the parking area eg. a wall or tree planting

PROBLEM AREA 8

Location

This area contains residential properties which are located immediately adjacent to the busy Cannon Street and Berkley Road and a small residential pocket to the west of Cannon Street. Both Cannon Street and Berkley Road are Proclaimed Main Roads which are subject to road widening schemes. Certain commercial activities, vacant properties and two churches are also located within this area.

The problem

These residential properties contain detached dwellings which are not ideally located for continued residential use.

Cannon Street and Berkley Road carry large volumes of traffic including heavy industrial traffic. When these roads are widened the adjacent properties will be even more exposed to traffic noise and activity.

Business and commercial uses have located along these routes, probably owing to the accessible and visible location. There has also been recent pressure for the establishment of further business/commercial uses along these routes and to the west of Cannon Street. In the past ten years, five rezoning applications have been received in this area. Three non conforming uses and an unauthorised use have also been identified. Apart from this, a large commercial development on the vacant land to the west has recently been approved.

Proposals

Given the locational problems of this area, a favourable attitude towards applications for land use changes should be adopted in this area. A process of land use change should be guided by the following concerns:

- only transitional uses as defined in Appendix 4 should only be permitted in the area indicated on Figure 38 in locations which abut residential properties;

- consolidated redevelopment and the location of more intense and larger-scale activities should only be permitted in the area indicated on Figure 38 provided that this does not impact negatively on surrounding residential uses; and

- private development along Berkley Road or Cannon Street should not inhibit the movement function of these routes.

Should the areas indicated on Figure 38 undergo a land use change, the remaining residential enclave west of Cannon Street and north of Hely Street would not be too small or too isolated. This area contains 33 dwelling units which are integrated with the residential area to the east via a pedestrian link across Cannon Street to Montague Street; and via Hely Street.

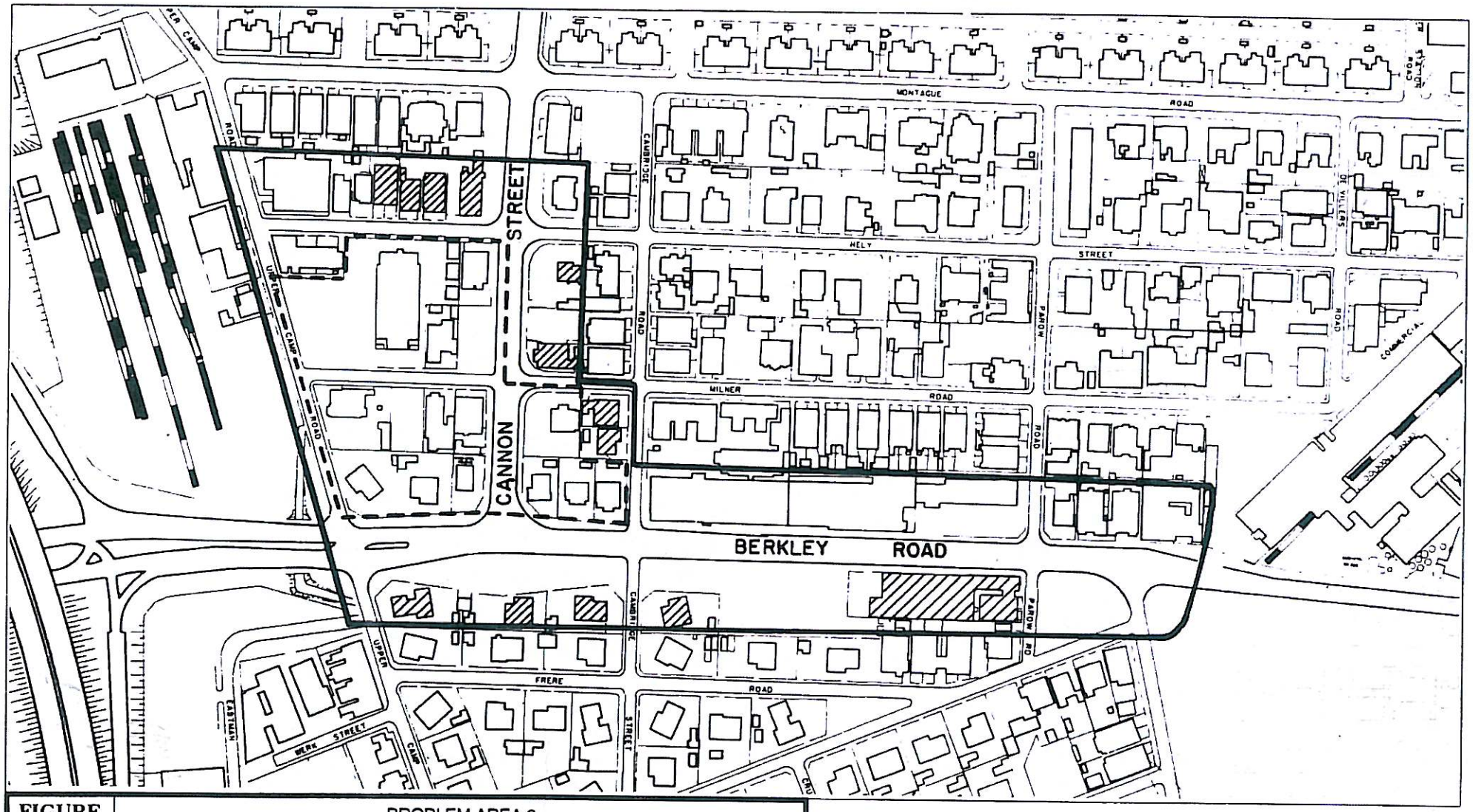
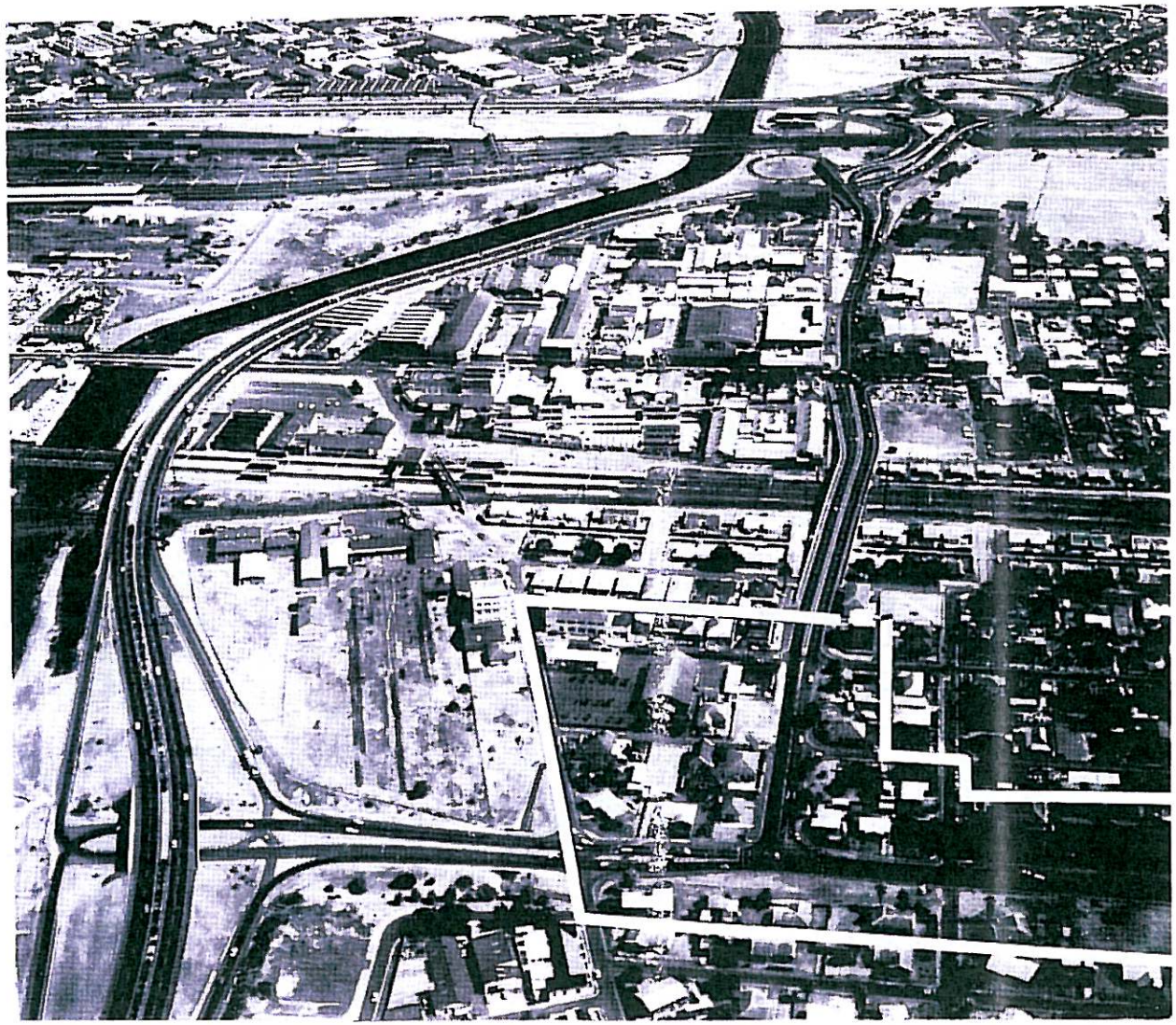


FIGURE 38	PROBLEM AREA 8
	Transitional use
	Permit high intensity activities which do not impact negatively on adjacent residential uses



Problem Area 8

Intersection Problem Areas

Attention should be given to improving the performance of the following intersections:

- Voortrekker/Koeberg Road;
- Royal/Koeberg Road;
- Voortrekker/Prestige Drive; and
- Berkley Road/Cannon Street.

These intersections have been identified as areas requiring geometric and traffic management improvements in terms of the Highway Capacity Study undertaken by the Metropolitan Transportation Branch, and proposals are currently being formulated.

Widening of the south and eastbound approaches of the Voortrekker/Koeberg Road intersection may be required. This would pose a threat to existing buildings. In the interim, prohibiting parking along these approaches during peak periods would improve the level of service of this intersection.

Through traffic in residential streets

The poor performance of the Voortrekker/Koeberg intersection and the Voortrekker Prestige Drive intersection is resulting in the problem of extraneous through-traffic using the residential streets north of Voortrekker Road, in order to bypass these intersections. In particular, through traffic should be discouraged from using Coronation Road which is the central spine road of this large residential precinct. The following action is urgently required to address this problem.

Initially attention should be given to improving the performance of the Voortrekker/Koeberg and the Voortrekker/Prestige Drive intersections; and implementing traffic calming measures along Coronation Road.

Depending on how successful the intersection improvements are, further traffic calming measures along Royal Road may be required.

4.3 SUGGESTIONS FOR IMMEDIATE ACTION

Of all the proposals contained in Section 4.2 above, the following actions are considered to be most urgent. These selective actions will make a significant contribution towards improving the environmental quality of the area and resolving the land use conflicts in the area. These actions will provide a framework for the implementation of the other proposals. Council should give support to the implementation of these proposed actions, including further investigations and planning where necessary.

4.3.1 Council should proceed with development control work with reference to the overall policy framework and the more specific policies contained in Section 4 and the development guidelines contained in Appendix 4 and 5.

4.3.2 The facilitation of local community involvement in the implementation of certain policies. For example:

- identification of illegal non-residential uses;
- identification of parking problem areas;
- investigation of sites for the location of a neighbourhood playground in Precinct 5;
- requesting SATS to screen the railway line with landscaping; and
- tree planting in residential streets.

4.3.3 Council action in the following selective problem areas (Section 4.2.2 refers):

- problem areas 1, 3 and 4 (key Council-owned sites);
- improving the performance of the Koeberg/Voortrekker and the Prestige Drive/Voortrekker intersections; and
- traffic calming in Coronation Road.

Expenditure on these actions by Council should be through normal Council budgeting procedures.

5. RECOMMENDATIONS

5. RECOMMENDATIONS

In the light of the above I recommend that Council should:

- review and rescind the City Engineer's Report No 65/1982 dated 1982-06-21, and entitled "Review of the Town Planning Scheme: Maitland District Policy Plan"; and

- adopt the overall policy framework, the more specific policies, and the priority action guidelines laid out in Section 4; and the development guidelines included in Appendix 4 and 5.

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APPENDIX 2: STUDIES UNDERTAKEN

For further reference see correspondence file series TP 935 contained in the Town Planning Branch

Physical Structure and Character

- Land use survey November 1990;
- Land use changes 1980 - 1991;
- Comparison of existing land use with the zoning provisions;
- Rezoning applications received and decisions taken January 1980 - June 1991;
- Subdivision applications received and decisions taken 1960 - 1980 vs 1986 - 1990;
- Demolitions and the construction of new buildings 1971 - 1982 using aerial photographs and Technical Management Services records;
- Pollution problem: discussion with Medical Officer of Health representative;
- Location of buildings of architectural merit; and
- Analysis of the character, problems and assets of precincts.

Population Analysis (using population census data)

- Total population 1970, 1980, 1985 projected to 1990;
- Population trends 1970 - 1980, 1980 - 1990;
- Age-sex composition 1980, 1985;
- Average family size 1980, 1985;
- Occupation 1985;
- Income 1980 projected to 1990; and
- Tenure ie rental vs home ownership 1980.

Transportation Analysis

- Analysis of the road network and the functional hierarchy;
- Comparison of traffic volumes : 1978, 1989;
- Origin - destination study 1991-02-21; and
- Parking problems in the Voortrekker Road reserve area.

APPENDIX 3: INTERESTED PARTIES CONTACTED

PUBLIC REPRESENTATIVES	RESPONSE RECEIVED
Residents' Associations	
– Ward 7 Ratepayers' and Tenants' Association	.....*
– Kensington Factreton Residents' Association	
– Kensington Management Committee	.....*
– Maitland Garden Village Tenants' Association	
Ward Councillors	
– Councillor G M Sullivan	.....*
– Councillor C Justus	.....*
The Business Community	
– Maitland Industrial Association	
– van Niekerk Kleyn and Edwards	.....*
Other Community Representatives	
– Maitland High School	
– Maitland Public School	
– Holy Cross Convent	
– St John's School	

PUBLIC REPRESENTATIVES (Cont.)	RESPONSE RECEIVED
Professional Bodies	
– South African Institute of Town and Regional Planners	
– Cape Provincial Institute of Architects	
– Cape Town Chamber of Industries	
– Cape Town Chamber of Commerce	
– South African Property Owners Association	
– Small Business Development Corporation Ltd	
– National Monuments Council	.....*
State Departments	
– Chief Directorate, Land Development Coordination, Cape Provincial Administration	.....*
– Provincial Roads Engineer, Roads and Traffic Administration Branch	.....*
– Transnet	.....*

- Noise, pollution and activity generated by a high intensity use:

  - where possible, the location of Industrial Buildings, as defined in the Zoning Scheme, with the exception of storage, should be set back from the common boundary with a property containing a dwelling unit or units.

  - uses of a similar scale and intensity should front onto or abut each other.

  - uses of a differing scale and intensity should back onto each other or be separated by a "transitional", low intensity use as defined below.

Definitions

High intensity uses

The term high intensity use refers to uses which generate high volumes of traffic, noise or activity which would be a disturbance to a residential area. For example, as defined in the Zoning Scheme, a Shop, Place of Assembly, Restaurant, Public Garage, Service Station, Off-Course Totaliser or Industrial Building; in particular an Industrial Building in which the following activities take place: panelbeating, sheet metal working, sandblasting, joinery, fitting of exhaust systems to motor vehicles, mechanical engineering, forging, fibreglassing, galvanising or vulcanising activities.

Transitional use

The term transitional use refers to low intensity uses which are compatible with adjacent residential activities. The following are examples: offices, long term parking, landscaped open space, warehousing or storage; and also the following uses as defined in the Zoning Scheme: Clinic, Workshops, Places of Worship or Places of Instruction.

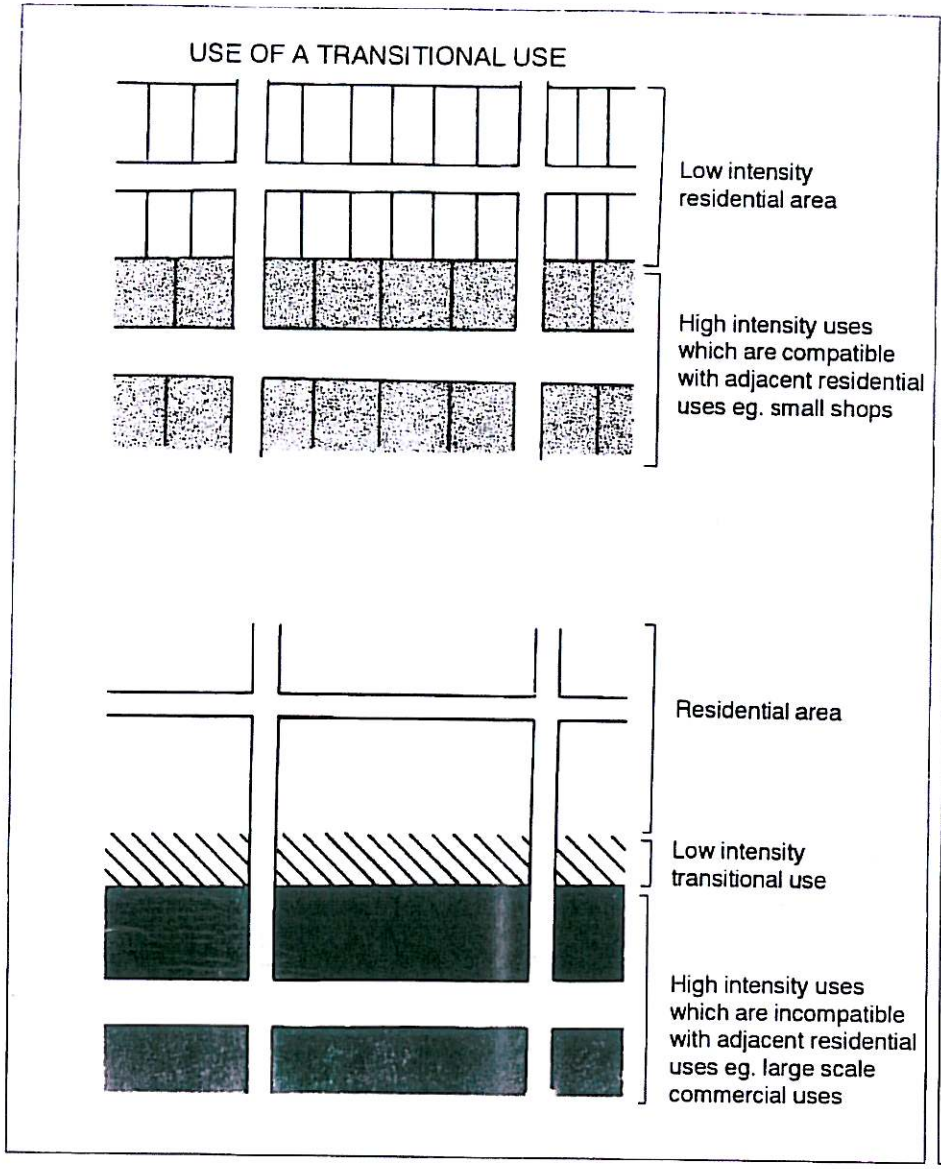
These uses would need to satisfy the preceding performance criteria to be compatible with a residential environment.

The following uses require special mention:

- for warehousing and storage to be transitional, adequate on-site parking and loading should be present. Vehicular access points should be positioned in such a way that adjacent residential uses are not affected, and the design and scale of the building should not be intrusive.

- not all Workshop activities are compatible with a residential environment. A Workshop in which any of the high intensity industrial activities identified above are carried out could not be considered as a "transitional use".

A transitional use may also include a high density residential development, eg a block of flats which in terms of its scale is appropriate in transitional locations.



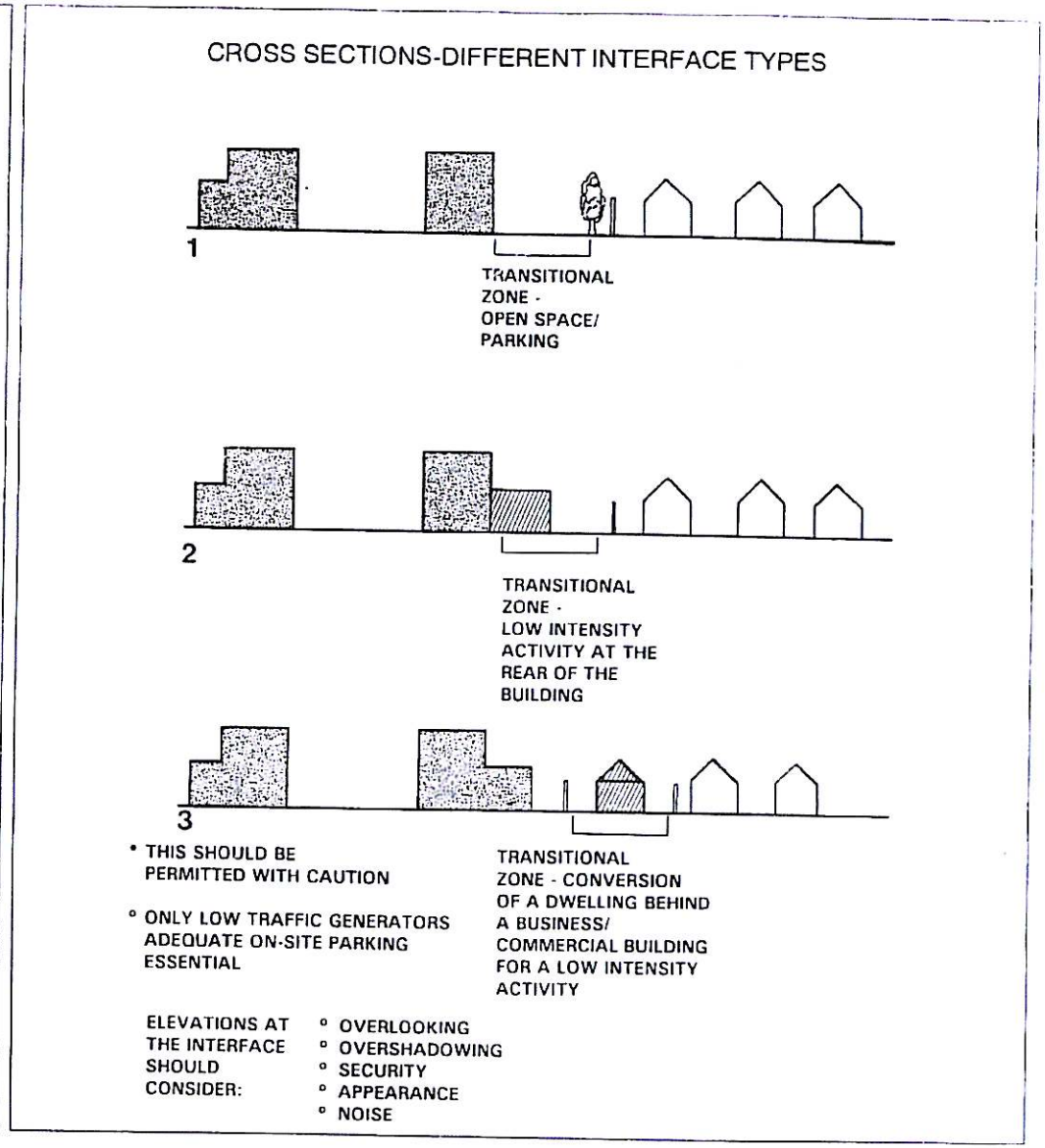


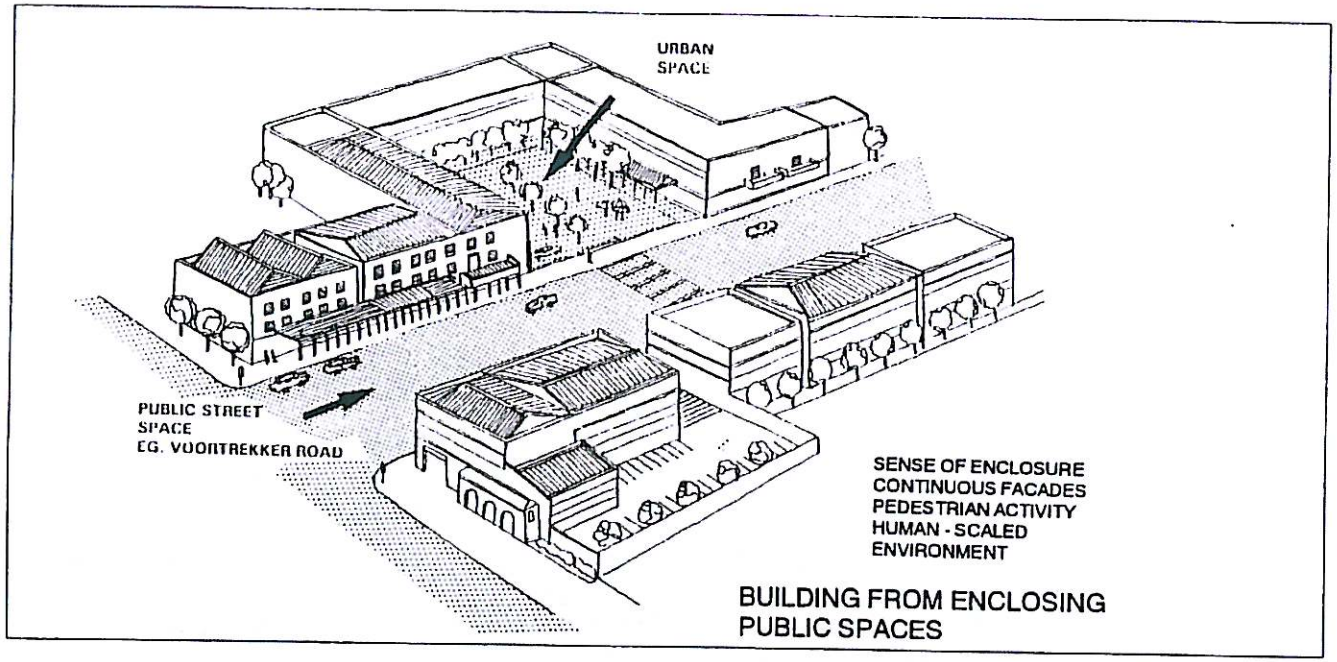
FIGURE 39(2)	DEVELOPMENT GUIDELINES AT THE INTERFACE BETWEEN A BUSINESS AND A RESIDENTIAL AREA

APPENDIX 5: DEVELOPMENT GUIDELINES FOR PUBLIC SPACES

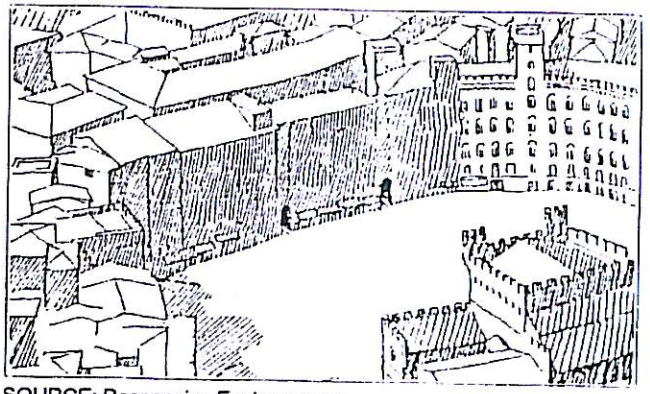
The design of development surrounding a public urban space has a direct impact on the quality and performance of the public space.

The following design principles should be used to ensure that public spaces are created which accommodate a variety of functions including informal trading, pedestrian movement, social activity and public parking:

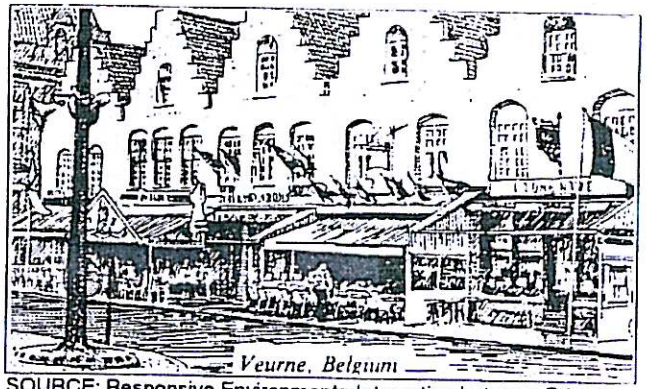
- encourage surveillance of public spaces by surrounding activities eg.:
    - upper floor residential uses; and
    - windows onto the street.
- ensure enclosure of the public space eg:
    - zero building lines on ground and first floors, and private parking areas behind or inside buildings;
    - appropriate building heights in relation to street width; and
    - continuity of facades
- facilitate pedestrian activity and a sense of continuity to the street space eg:
    - provision of colonnades or canopies;
    - tree planting and landscaping;
    - oversailing of buildings; and
    - create interaction between private and public space eg permeability of buildings at ground floor level.



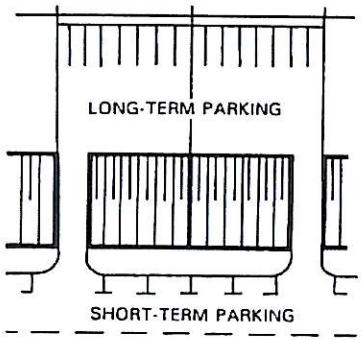
BUILDING FROM ENCLOSING PUBLIC SPACES

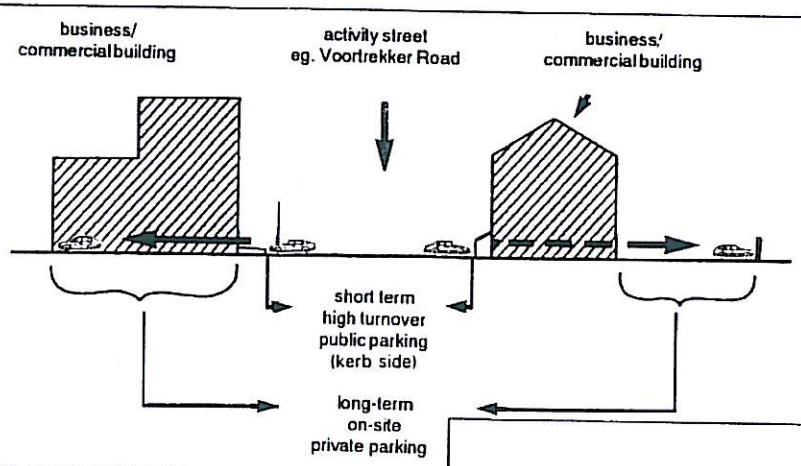


SOURCE: Responsive Environments



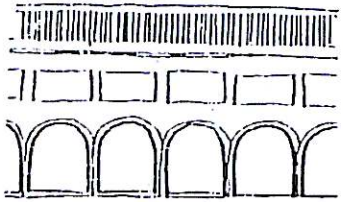
SOURCE: Responsive Environments *Interaction between Private and Public Space*





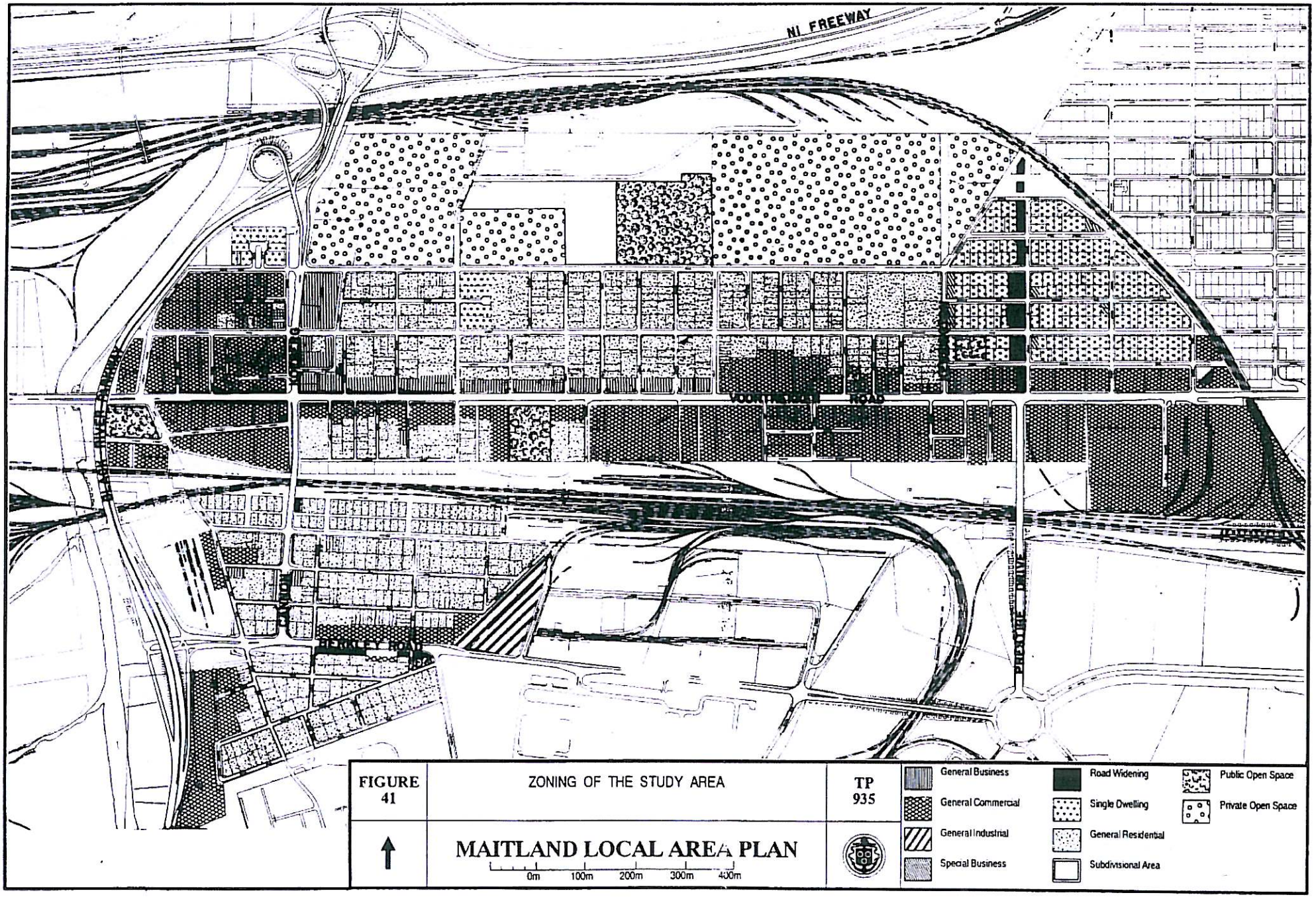
LONG TERM PARKING WITHIN OR BEHIND BUILDINGS ALONG AN ACTIVITY STREET

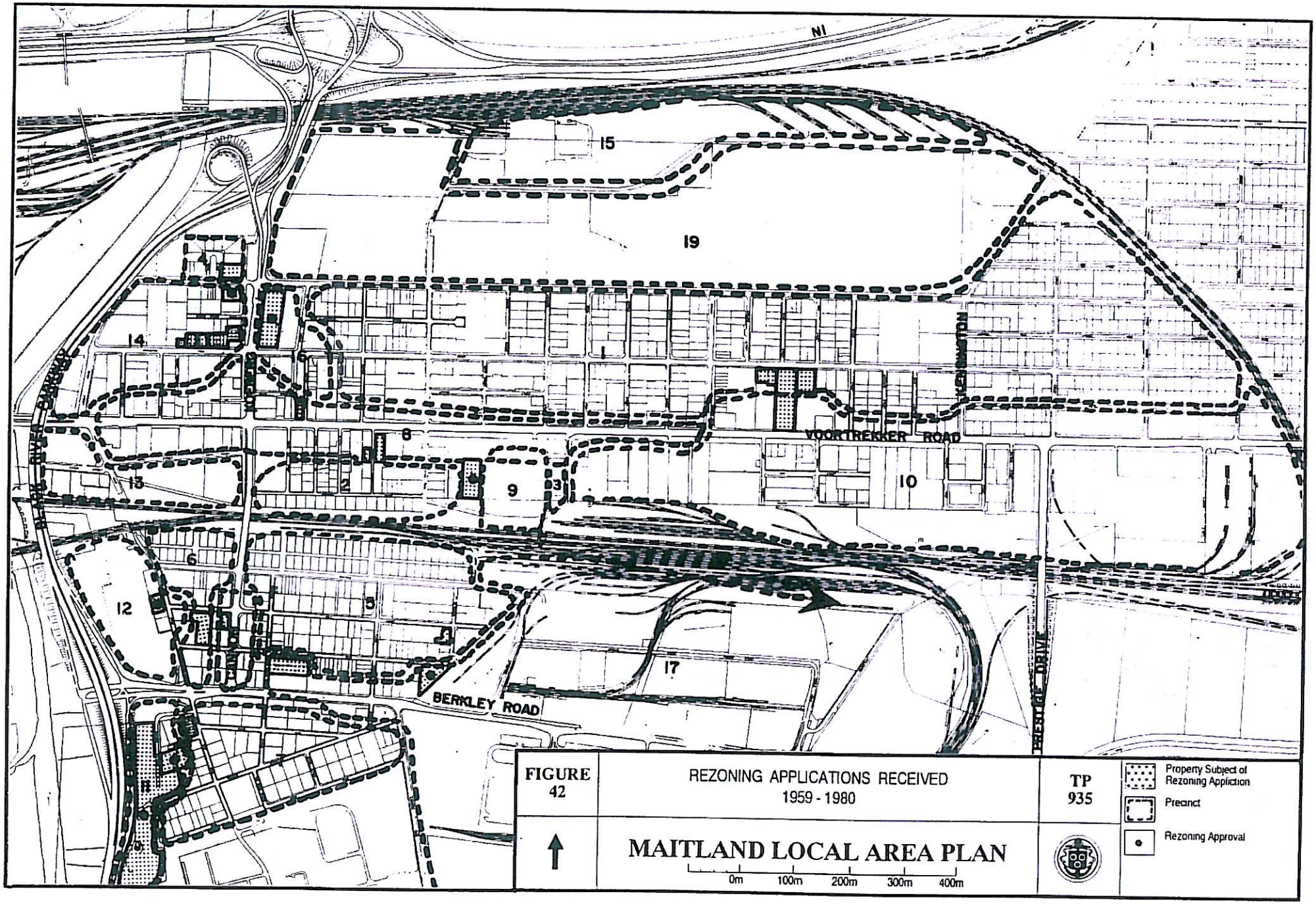
THE CONTINUITY OF FACADES IS MAINTAINED



SOURCE: Guidelines for Lansdowne Road *Colonnade providing unifying element and shelter for the street*

FIGURE 40 DEVELOPMENT GUIDELINES FOR PUBLIC URBAN SPACES AND SURROUNDING DEVELOPMENT


N1 FREEWAY
HIGH STREET
HIGH STREET
FIGURE 41
ZONING OF THE STUDY AREA
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
General Business
General Commercial
General Industrial
Special Business
Road Widening
Single Dwelling
General Residential
Subdivisional Area
Public Open Space
Private Open Space


N1
15
19
14
8
9
10
13
12
17
VOORTREKKER ROAD
BERKLEY ROAD
FIGURE 42
REZONING APPLICATIONS RECEIVED
1959 - 1980
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Property Subject of Rezoning Appliction
Precinct
Rezoning Approval

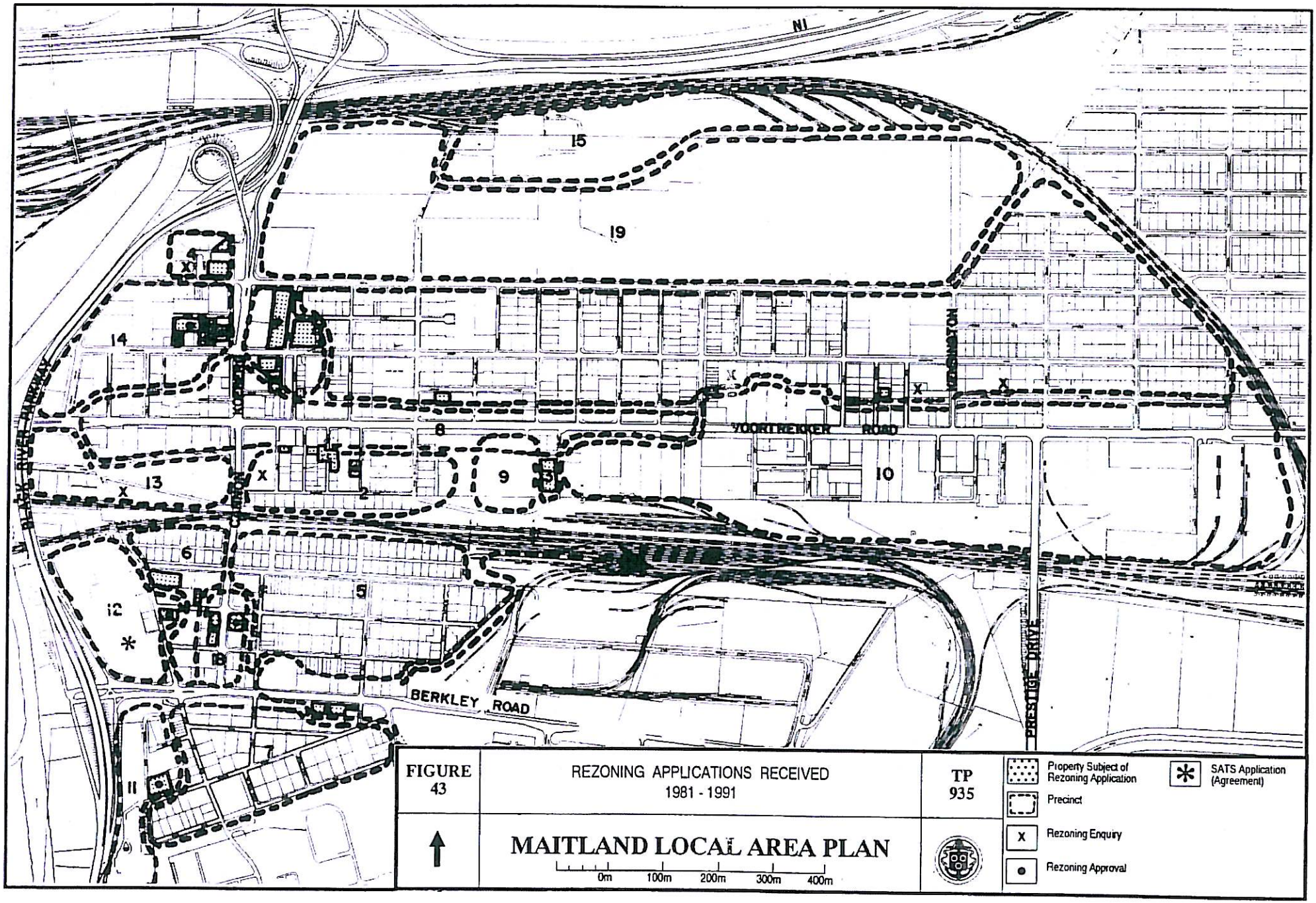

N1
15
19
14
8
9
10
13
6
5
12
11
BERKLEY ROAD
VOORTREKKER ROAD
PRESTIGE DRIVE
BLACK RIVER PARKWAY
FIGURE 43
REZONING APPLICATIONS RECEIVED 1981 - 1991
TP 935
MAITLAND LOCAL AREA PLAN
0m 100m 200m 300m 400m
Property Subject of Rezoning Application
Precinct
Rezoning Enquiry
Rezoning Approval
SATS Application (Agreement)

Figure 44 Modal Split: Work Trips by Local Residents

% Work trip by	Maitland Local Area	Metropolitan Transport Area
Car	42 %	59 %
Minibus-taxi	5 %	15 %
Bus	24 %	6 %
Train	22 %	20 %
Other	7 %	N/A

Figure 45: Description and status of road improvement schemes and proposals

SCHEME NO	SCHEME NAME	PMR NO	PLAN NOS	STATUS
1	Widening of Voortrekker Road	159	TPR 2602/3	Approved by Administrator on 1964-04-04 (File TP 169) Not yet programmed for construction
2	Widening of Cannon Street and Koeberg Road	150	TPR 8218/1	Approved by Administrator on 1987-02-10 Not yet programmed for construction
3	Widening of Berkley Road	149	TPR 4543	Approved by Administrator (Provincial Rds Dept. Liaison Comm. 1966-09-01)
4	Berkley-Malta Extension	149	TPR 9194	Approved by Council on 1949-04-29 Not yet programmed for construction
5	Prestige Drive - First Ave - Acre Road	151	TPX 5542 TPR 3948/1TPR 3278/2TPR 7571	Approved by Administrator on 1963-03-22 The First Ave - Acre Road Section is likely to be superceded by the Brookrail link Road No 6
6	First Ave - Brookrail Ind. Development - Koeberg Road		RR 558/24	Approved in principle by Council Design presently being drawn up by consultants. Not yet programmed for construction

Figure 46: Level of Service: Arterial sections: Voortrekker Road, Koeberg Road/Cannon Street 1989

Arterial Section	AM Peak	PM Peak
<u>Voortrekker Road (Koeberg - Prestige)</u>		
Eastbound	LOS B (36.2)	LOS B (33.1)
Westbound	LOS C (22.5)	LOS D (20.7)
<u>Koeberg Road (Royal - Voortrekker)</u>		
Southbound	LOS D (20)	LOS D (17)
Northbound	LOS C (27)	LOS D (15)
<u>Cannon Street</u>		
Southbound	LOS C (29)	LOS B (31)
Northbound	LOS C (23)	LOS B (30)

Figure 47: **Level of Service: Major signalised intersections 1989**

Intersection	AM Peak (v/c)	PM Peak (v/c)
Koeberg/Royal	LOS FF (1.514)	LOS D (1.094)
Koeberg/Voortrekker	LOS E (1.090)	LOS FF (1.100)
Cannon/Berkley	LOS D (2.851)	LOS F (1.529)
Prestige/Voortrekker	LOS FF (1.000)	LOS E (1.087)

(Average travel speed in km/h, indicated in brackets)

Figures 48 and 49: Refer to the following two pages

Figure 50: **Occupation of the economically active population**

Occupation Categories	No of ea	% of ea
Prof/Semi-Prof/ Tech/Manag/ Exec/Admin	361	12,3
Clerical/Sales/Service	1291	44,1
Transport/Communic	217	7,4
Tradesman/ Apprentice/ Production	692	23,6
Unskilled	150	5,1
Not classifiable	216	7,3
Total Econ Active Not Econ Active Total	2927 3076 6003	

Figure 51: **Total population in the Maitland Study Area**

Date	Total	White	Coloured/Asian/Black
1970	7689	4486	3203
1980	6220	4051	2168
1985	5988	3318	2670

Formula used to project 1985 figures to 1991

The following formula based on the population growth rate between 1980 and 1985 was used:

$$r = \frac{(P_2 - P_1)/t}{(P_2 + P_1)/2} \times 100$$

r, the rate of change, is a function of the mathematical relationships among the population size at one point in time (P_1), population size at a later point in time (P_2) and the number of years over the period (t).

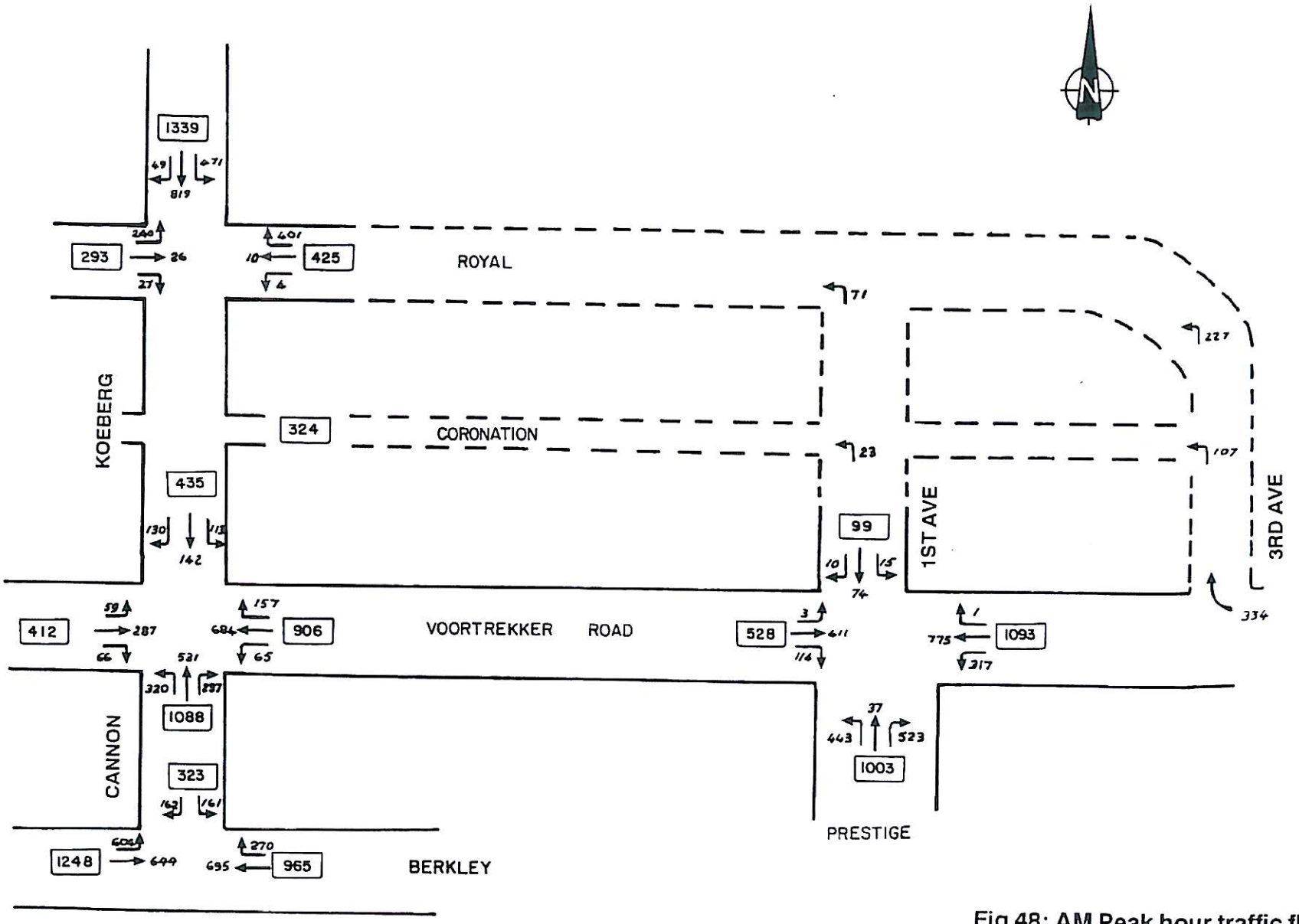


Fig 48: AM Peak hour traffic flows

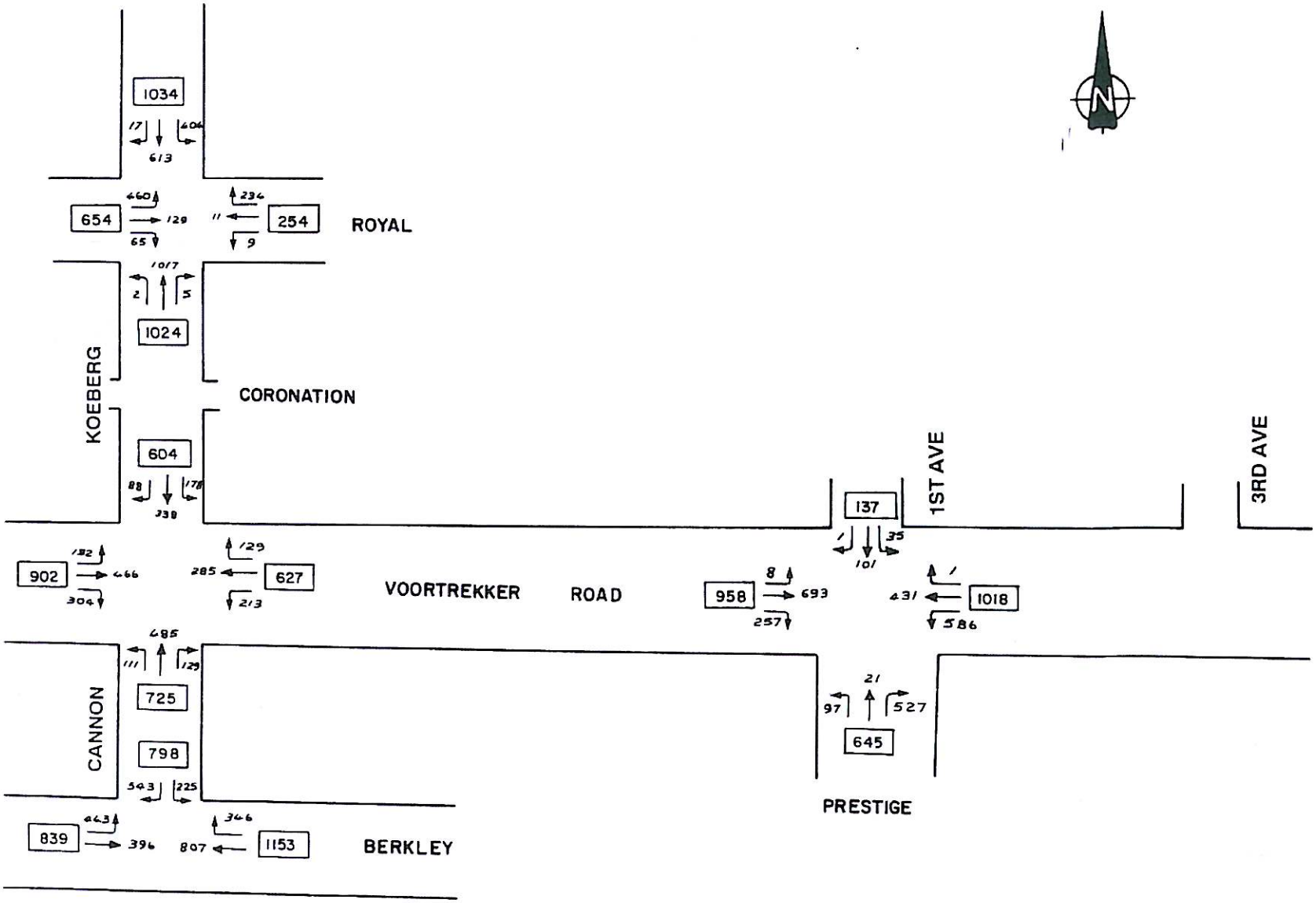


Fig 49: PM Peak hour traffic flows