

# LDF

## Local Development Framework

### Equality Impact Assessment September 2011

Dalston Area Action Plan  
(Pre-Submission Document)



# London Borough of Hackney Equality Impact Assessment Form

## Title & Purpose of Policy

**Title of Policy: Dalston Area Action Plan**

**Purpose:** The Dalston Area Action Plan has been updated since its initial adoption in 2009 and therefore this Equality Impact Assessment (EqIA) is also being updated to ensure the updated AAP will not have any undue impacts on any particular community groups within Dalston.

## Officer Responsible:

<b>Name:</b> Brodie McKean	<b>Ext:</b> 8038
<b>Directorate:</b> Legal, HR and Regulatory Services	<b>Department/Division:</b> Spatial Planning

The assessment **must be reviewed and agreed by the relevant Assistant Director**, who is responsible for ensuring it is made publicly available and is in line with guidance ([staffroom.hackney.gov.uk/equality-impact-assessments.htm](http://staffroom.hackney.gov.uk/equality-impact-assessments.htm)).

**Assistant Director:** Graham Loveland

**Date:** 7/7/11

**Comment:**

## PLEASE ANSWER THE FOLLOWING QUESTIONS:

1. Please summarise the service, function, policy, initiative or saving.

The Dalston Area Action Plan (AAP) will form formal planning policy and design guidance for the Dalston Town Centre and will be a material consideration in the determination of planning applications. Extensive consultation (statutory) was carried out on this document from March 2009 – May 2009, seeking views on how best to shape these documents and the town centres. Preliminary/early consultation was also carried with local people and key stakeholders in order to shape the production of the Phase 1 AAP from the outset.

The AAP was first adopted as a Phase 1 AAP by the Council in 2009, pending the approval of the Core Strategy (Borough wide spatial planning strategy) to provide interim guidance for the town centre. The Core Strategy was adopted in November 2010, allowing the AAP to be taken through the formal adoption process and be adopted as Development Plan Documents as part of the Council's Local Development Framework.

The AAP remains largely unchanged from the Phase 1 AAP, however minor updates have been undertaken to reflect:

- **The document being in conformity with the adopted Core Strategy and emerging Replacement London Plan;**
- **Recent development that has been either completed or currently being implemented in the town centre since the initial adoption of the Phase 1 AAP in 2009 (such as the opening of Dalston Junction Railway Station in Dalston);**
- **Ongoing stakeholder engagement; and**

- **Some amendments and clarification to the town-centre wide strategies (more detail below).**

The AAP and supporting documents will be published prior to submission (part of the formal adoption process as described in the AAP) and representations will be sought on the AAPs and supporting documents for a minimum 6 week period.

The AAP expresses a vision, a planning framework for the town centre, and contains potential development scenarios, design guidance, and planning policy guidance, including illustrative plans. The document will encourage and deliver regeneration and development of the town centre in a coherent manner. This will help maximise the benefits from development and growth for the communities in the town centres and for the Borough as a whole.

The AAP proposes changes to the town centre including new development on the high street above the new East London Line extension; new public open spaces including play spaces; new car-free housing; a new pedestrian/cycle route from Dalston Lane eastwards along the old 'Eastern Curve' railway alignment; some new taller building elements; some new appropriately located bars and restaurants; and more spaces for new small businesses north of Dalston Lane.

Throughout the preparation of the AAP, two Equalities Impact Assessments have been published. The first was published in March 2009 and focused on the statutory consultation that was carried out from March to May (2009). The second was published in November 2009 when the Phase 1 AAP was adopted. This examined the policies and actions detailed in the Phase 1 AAP which had been reviewed and amended where appropriate to reflect consultation responses.

This Equalities Impact Assessment has been prepared to examine the Dalston AAP that has been updated for formal adoption as a Development Plan Document. Key updates updates/changes to the Dalston AAP are:

- **Opportunity Sites:** A number of opportunity sites have recently commenced or been developed and are no longer identified as opportunity sites in the AAP. The sites are still considered as part of wider town centre improvement strategies.
- **Transport Infrastructure:** The location of a potential Chelsea Hackney Line Station is proposed adjacent to Dalston Junction Station.
- **Public Realm:** The proposed public realm at the eastern end of the Eastern Curve has been moved slightly westwards so that its location complements the proposed new bridge over the London Overground (former North London Line) from the Shopping Centre site to Ridley Road.
- **Building Heights:** The building heights strategy has been amended to be consistent with the Core Strategy and 'Hackney Tall Building Strategy 2005' evidence base.
- **Housing Provision:** The housing policies have been amended to best reflect the Council's interim position in response to the Government's changes to affordable housing delivery by referring to emerging work to address this significant delivery change.
- **Evening Economy:** The evening economy policy has been amended to better reflect the types of evening economy uses being promoted in the town centre as well as the preferred locations where the managed expansion of these uses are being encouraged.

## 2. Who are the main people that will be affected?

The AAP will mostly affect the Dalston town centre community including residents, businesses and visitors in the town centre and people that use the town centre.

Developers and investors in the area, as well as infrastructure providers such as the Learning Trust or Transport for London will also have an interest in the document.

Elected Members of the Council and staff from the HR, Legal and Regulatory Services will be affected as their operations will be improved due to the AAP's clear programme of delivery and use as a tool to assess Planning Applications.

## 3. What research or consultation(s) have been carried out?

Research and consultation has been undertaken at various stages during the preparation of the AAP.

### **Stage 1: Phase 1 AAP Scoping and Baseline**

This stage concluded with the production of the Dalston AAP Scoping Report which consists of background supporting material that provides an initial 'evidence base' upon which the AAP was developed.

### **Stage 2: Initial Alternatives and Initial Community Engagement**

Four preliminary strategic framework options were developed based on the key issues arising out of the Scoping Report, which considered the evidence base including the content of previous consultation feedback on previous AAP work for Dalston. Initial front loaded community engagement was carried out as part of crucial further evidence-base work on what the community's needs and aspirations for the town centre, and to seek feedback on the preliminary strategic framework options.

### **Stage 3: Preparation of Consultation Draft Dalston Area Action Plan (Phase 1)**

Following the assessment of initial community engagement, the most appropriate strategic framework was taken forward (when compared to the alternatives) and the draft Phase 1 AAP was developed into a consultation draft document with input from stakeholders.

### **Stage 4: Consultation (Regulation 25)**

The Draft AAP (Phase 1) underwent extensive formal public consultation (further details provided in the Consultation Report).

### **Stage 5: AAP (Phase I)**

Consultation responses were assessed following the consultation period and the Phase 1 AAP was revised where appropriate. The document was adopted by the Council in November 2009

### **Stage 6: AAP**

Since initial adoption in 2009, there has been on-going engagement with various community groups and stakeholders in Dalston which is set out in the updated consultation report. The AAP has been updated to ensure conformity with the Core Strategy (as required by Planning Legislation). A retail study was also commissioned which confirms the AAP's approach to retail provision given its importance as the major town centre of the Borough.

### **Stage 7: Publication (Regulation 27) and Representations Relating to a**

### **Development Plan Document (Regulation 28)**

Following endorsement from the Council, the AAP and supporting documents will be published in accordance with Regulation 27. Representations on the AAP may be made within a minimum 6 week period. The Council will seek confirmation from the Greater London Authority (GLA) on this conformity as part of Regulation 29.

### **Stage 8: Submission to Secretary of State (Regulation 30)**

The AAP, supporting documents and representations will be submitted to the Secretary of State and will subsequently be subject to examination with a view to pass the test of soundness and then be formally adopted by the Council as a DPD.

### **Sustainability Appraisal**

Underpinning the approach to the development of the AAP is the process of formulating and undertaking a Sustainability Appraisal (SA) for the key stages of the project. A SA has informed the preparation of the AAP and should be read in conjunction with this document. It is available on the Council's web-site at [www.hackney.gov.uk](http://www.hackney.gov.uk).

The SA identified that the AAP would contribute significantly towards delivering the social, economic and environmental objectives set out in the SA framework, by:

- Supporting community and creative infrastructure/facilities;
- Improving access to community infrastructure/facilities;
- Improving the public realm and safety;
- Increase the retail and business viability of the town centres;
- Attract more investment into the town centres;
- Improve movement in and around the town centre; and
- Maximise energy efficiency of development, promoting sustainable urban growth in the town centres.

## **4. Equality Impacts**

The objectives of the AAP have different impacts on different equality groups. These impacts are detailed below under each objective of the AAP.

### **a) Strengthening local character and identity.**

The varied age and style of buildings provides opportunities for diverse uses which reflect the diversity of the local population and the vibrancy of the activities and street life that are accommodated. The area's regeneration potential will be optimised for the benefit of local people by encouraging high quality development that supports local distinctiveness, respects key views and landmarks and incorporates building heights that are appropriate to the existing context.

<b>Equality Groups</b>	<b>Positive Impact</b>	<b>Negative Impact</b>
<b>Overall</b>	<p>Strengthen local character and identity by enhancing the existing qualities that the local community cherish in terms of heritage, vibrant street life, diversity of uses and a fine-grained townscape.</p> <p>This seeks to retain and enhance buildings of historic, cultural and townscape merit and includes policies relating to 'Respecting and Enhancing Local Character' (Policy DTC 02) and</p>	<p>None specifically identified.</p>

	'Heritage' (Policy DTC 03). Furthermore, two key projects proposed in the AAP Implementation Plan are 'Grant funding for external and internal improvements to buildings in Conservation Areas and listed buildings, and other buildings of architectural and historic merit (priorities Dalston Lane Terrace, 16 - 22 Dalston Lane, Reeves building and colourworks, 10-16 Dalston Lane, 2 Kingsland High Street, former Crown and Castle pub) and Character Area Appraisal of Heritage Assets.	
<b>Age</b>	Older people – Feedback from older people has indicated that they would like to see the character of Dalston protected and enhanced. Policies referred to above (retaining historic buildings and buildings of architectural, streetscape and cultural value) will help protect the character of Dalston.	None specifically identified.
<b>Disability</b>	Policies for new and improved pedestrian crossings/major points of arrival in 'Policy DTC 02 Respecting and Enhancing Local Character' will assist people with disabilities to more easily move around the town centre.	None specifically identified.
<b>Gender</b>	None specifically identified.	None specifically identified.
<b>Race</b>	None specifically identified.	None specifically identified.
<b>Religion/ Belief</b>	None specifically identified.	None specifically identified.
<b>Sexual Orientation</b>	None specifically identified.	None specifically identified.
<b>Other Groups</b>	Conservation Area Advisory Committee (CAAC) – The Dalston CAAC advised that they would like to see historic buildings and buildings of architectural, streetscape and/or cultural merit retained. The policies in the AAP facilitate the CAAC objectives.	None specifically identified.

## **b) Promoting a mix of well-integrated uses**

New housing development to increase the amount of housing provision will be facilitated, with a housing mix offered to provide a variety of tenures and sizes of homes to suit all sectors of the community.

Ridley Road Market and Dalston's large and unique variety of specialist independent shops and services will be supported through a range of environmental improvements and by ensuring that development proposals carefully balance the increased growth in comparison retailing needed to strengthen Dalston's competitiveness as a major town centre, with spaces for small enterprises.

New accommodation will be developed to enhance local employment opportunities and expand and support the range of community facilities, cultural attractions and 'third sector' voluntary activities.

Equality Groups	Positive Impact	Negative Impact
<b>Overall</b>	<p>The AAP promotes a mix of well-integrated uses that drive a dynamic local economy, flourishing community and strong cultural offer through balanced expansion of retail, housing, employment, cultural and community space aimed at a variety of users and accommodating a range of tenures and unit sizes.</p> <p>The AAP facilitates community, cultural, creative and third sector uses through establishing two 'Core Community and Creative Quarters' where the community, cultural/creative and third sectors will be supported and developed to build an exciting area consisting of a range of these uses around Ashwin Street/Dalston Lane and Gillett Square. These 'Core Community and Creative Quarters' are encouraged in 'Policy DTC 10 – Supporting Community and Creativity' in the Phase 1 AAP.</p>	None specifically identified.
<b>Age</b>	<p>Younger people – policies relating to affordable housing will make it easier for younger people to become first home buyers. The AAP provides policies to provide affordable housing in 'Policy DTC 07 – New Housing Provision' which requires new housing to seek an affordable housing target of 50 per cent of all units.</p> <p>Policies on family housing provision will also ensure that families are accommodated within the town centre. The AAP provides policies to promote family housing in 'Policy DTC 07 – New Housing Provision'. Family housing is encouraged on Opportunity site G1 (eastern side of Berbeck Mews) and Opportunity Sites M and N as there is space to enable homes to have easy access to a private individual or communal garden or play facility.</p>	None specifically identified.
<b>Disability</b>	None specifically identified.	None specifically identified.
<b>Gender</b>	None specifically identified.	None specifically identified.
<b>Race</b>	None specifically identified.	None specifically identified.
<b>Religion/ Belief</b>	None specifically identified.	None specifically identified.
<b>Sexual Orientation</b>	None specifically identified.	None specifically identified.
<b>Other Groups</b>	None specifically identified.	None specifically identified.

**c) Enhancing the public realm.**

Improvements will be made to open spaces throughout the area by introducing new spaces of varied character (whether formal, informal green and urban spaces) that are designed to offer both recreational and ecological value. These will incorporate a range of play facilities suited to children of all ages.

Equality Groups	Positive Impact	Negative Impact
<b>Overall</b>	<p>To revive the public realm by developing a network of new and improved public open spaces that is attractive, safe and accessible for people to enjoy.</p> <p>The AAP proposes 5 new/improved public open spaces in 'Policy DTC 11 – Public Realm Quality'. One of these spaces is a new linear park along the Eastern Curve.</p>	None specifically identified.
<b>Age</b>	<p>Younger people – during consultation, younger people responded that they would like more areas to 'gather and hang out'. Policies to improve and provide new play spaces and recreation spaces will provide more recreational space for younger people.</p> <p>The AAP proposes 5 new/improved play spaces for a range of youth groups in 'Policy DTC 12 – Spaces for Play and Recreation'. One of these spaces is an active youth space at the eastern end of the Eastern Curve, provisionally named Ritson Place.</p> <p>Older people - During consultation on the AAP Older people responded that they would like improved areas of public realm within the town centre to enjoy. Policies to improve the public realm (Policy DTC 11 – Public Realm Quality) mean there will be improved and new spaces for older people to enjoy.</p> <p>Older people tend to have a higher fear of crime. The AAP contains policies to encourage active building frontages (Policy DTC 11 – Public Realm Quality) which will promote surveillance of streets and other public areas increasing safety and security. Furthermore, the AAP encourages a public lighting strategy to be developed and implemented. This will increase surveillance, safety and security within the town centre.</p>	None specifically identified.
<b>Disability</b>	People with disabilities also tend to have a higher fear of crime, therefore policies to improve safety and security within the town	None specifically identified.

	centre (see above) will benefit people with disabilities.	
<b>Gender</b>	Females also tend to have a higher fear of crime at night time, therefore policies to improve safety and security within the town centre (see above) will benefit females.	None specifically identified.
<b>Race</b>	None specifically identified.	None specifically identified.
<b>Religion/ Belief</b>	None specifically identified.	None specifically identified.
<b>Sexual Orientation</b>	None specifically identified.	None specifically identified.
<b>Other Groups</b>	None specifically identified	None specifically identified.

#### d) Supporting culture, creativity, the third sector and community infrastructure

The AAP identifies how creative and cultural industries and attractions will be strengthened and promoted, building on the success of Gillett Square and Dalston Culture House. Improvements are also proposed to healthcare, education and other community facilities to enhance Dalston's overall livability.

<b>Equality Groups</b>	<b>Positive Impact</b>	<b>Negative Impact</b>
<b>Overall</b>	<p>To support creativity, culture, community and the third sector to further promote Dalston as one of the city's premier cultural and creative areas whilst expanding the quality and range of community facilities to meet the needs of a growing population.</p> <p>The AAP contains policies to provide community infrastructure for a growing population in Policy DTC 14 – Community Infrastructure. This policy requires all new development to make provision for new and improved community facilities and infrastructure.</p>	None specifically identified.
<b>Age</b>	<p>Younger people – younger people will need adequate provision of schools, therefore Policy DTC 14 – Community Infrastructure supports the expansion of Holy Trinity Primary School. This policy also supports the upgrade of the youth facility on the corner of Beechwood Road and Forest Road.</p> <p>Older people – during consultation on the AAP, older people feedback that they would like free, public toilet facilities within the town centre. Policy DTC 14 – Community Infrastructure supports free public toilet facilities as part of any proposed public space, the redeveloped</p>	None specifically identified.

	Kingsland Shopping Centre and potentially as part of the Ridley Road Improvement Scheme. This policy also facilitates a potential new health facility on Site P (CLR James library site) which would mean that older people had access to the health facilities they require.	
<b>Disability</b>	Policies facilitating potential new health facilities (as above) would ensure that people with disabilities had access to the health facilities they require.	None specifically identified.
<b>Gender</b>	None specifically identified.	None specifically identified.
<b>Race</b>	Policy DTC 13 – Supporting the community supports new cultural and arts venues and to facilitate cultural/creative uses which will provide opportunities to celebrate the different cultures of the diverse town centre.	None specifically identified.
<b>Religion/ Belief</b>	None specifically identified.	None specifically identified.
<b>Sexual Orientation</b>	None specifically identified.	None specifically identified.
<b>Other Groups</b>	None specifically identified.	None specifically identified.

#### e) Getting Around the Town Centre

New linkages and spaces will be created and existing streets modified to make each quarter of the town centre convenient, safe and accessible. Traffic management, parking and servicing improvements will be introduced to further improve the centre's operational functionality.

<b>Equality Groups</b>	<b>Positive Impact</b>	<b>Negative Impact</b>
<b>Overall</b>	To facilitate ease of movement by improving the network of streets and footpaths to make walking and cycling as safe and pleasant as possible.	None specifically identified.
<b>Age</b>	Older people – Policies within Chapter 08: Getting around the Town Centre support improved pedestrian links and crossings which would make it easier for older people to move around the town centre. Furthermore The AAP provides a policy to implement a 'shop mobility scheme' in Chapter 12 – Character Area 02: Kingsland Shopping Centre to make it easier and more accessible for older people to move around the shops within the town centre.	Policies to reduce car based travel and on site parking whilst promoting walking and cycling could have a negative impact on some older people who may rely on cars as a form of travel. For some people, walking and cycling is not an option. The Council must ensure older people do not feel excluded as part of this

		initiative (see action plan).
<b>Disability</b>	People with disabilities – Policies within Chapter 08: Getting around the Town Centre support improved pedestrian links and crossings which would make it easier for people with disabilities to move around the town centre.	Policies to reduce car based travel and on site parking whilst promoting walking and cycling could have a negative impact on some people with disabilities who may rely on cars as a form of travel. For some people, walking and cycling is not an option. The Council must ensure this is appropriately addressed e.g. through provision of appropriately placed disabled parking bays (see action plan).
<b>Gender</b>	As women tend to be the primary carers of children the above policies to improve accessibility and movement around the town centre will benefit women with prams to move their children.	None specifically identified.
<b>Race</b>	None specifically identified.	None specifically identified.
<b>Religion/ Belief</b>	None specifically identified.	None specifically identified.
<b>Sexual Orientation</b>	None specifically identified.	None specifically identified.
<b>Other Groups</b>	None specifically identified.	None specifically identified.

#### f) Making the Most of Public Transport

The AAP proposes improved pedestrian accessibility to and between the existing Dalston Kingsland station, the new Dalston Junction station and potentially new Crossrail Station and identifies other ways to make the most of these assets. A new bus station and improved bus lanes will further enhance public transport services.

<b>Equality Groups</b>	<b>Positive Impact</b>	<b>Negative Impact</b>
<b>Overall</b>	To make the most of public transport to facilitate ease of movement to bus and train access and interchange between different modes of transport	None specifically identified
<b>Age</b>	Younger people – Policies in Chapter 09 Making the most of Public Transport will facilitate improved public transport within and to and from the town centre and make it easier for younger people to move around both the town centre and	None specifically identified

	wider area as younger people will not have a driver's licence.  Older people – Policies in Chapter 09 Making the most of public transport facilitate improved ground level connections between public transport modes which will make it easier for older people to access different forms of public transport and get around the town centre and wider area more easily and reduce social isolation.	
<b>Disability</b>	None specifically identified	None specifically identified
<b>Gender</b>	None specifically identified	None specifically identified
<b>Race</b>	None specifically identified	None specifically identified
<b>Religion/ Belief</b>	None specifically identified	None specifically identified
<b>Sexual Orientation</b>	None specifically identified	None specifically identified
<b>Other Groups</b>	None specifically identified	None specifically identified

#### g) Maximising Energy Efficiency

The AAP establishes principles for the introduction of a neighbourhood-based district heating/CHP system and identifies candidate sites for zero carbon development.

<b>Equality Groups</b>	<b>Positive Impact</b>	<b>Negative Impact</b>
<b>Overall</b>	To maximise energy efficiency and encourage the use of renewable energy sources in order to minimise CO <sub>2</sub> emissions and fuel poverty	None specifically identified
<b>Age</b>	None specifically identified	None specifically identified
<b>Disability</b>	None specifically identified	None specifically identified
<b>Gender</b>	None specifically identified	None specifically identified
<b>Race</b>	None specifically identified	None specifically identified
<b>Religion/ Belief</b>	None specifically identified	None specifically identified
<b>Sexual Orientation</b>	None specifically identified	None specifically identified
<b>Other Groups</b>	None specifically identified	None specifically identified

**4 (a) What positive impact could there be overall, on different equality groups, and on cohesion and good relations?**

***Positive Impact:***

- Promote the Town Centre as one of the premier cultural and creative hubs within London;
- Enhance the liveability of the Town Centre;
- Strengthen local character and enhance existing heritage;
- Provide inspiration to the people of the town centre, developers and the Council by illustrating how the area can be improved, therefore attract investment into the town centres from public and private sources;
- Improve the public realm of the town centre;
- Unlock sites for potential refurbishment, enhancement, redevelopment and/or development to facilitate regeneration; and
- Improve the operations of the Planning and Regulatory Service by providing a clear programme of implementation to deliver identified regeneration projects and a tool to assess Planning Applications.

**4 (b) What negative impact could there be overall, on different equality groups, and on cohesion and good relations?**

The AAP is a plan proposing improvements to the town centre and does not propose any overall negative impacts on the town centre. It has two main aims - a planning guidance document to guide and assess planning applications, and an investment strategy. There is a low risk that there could be some negative impacts should the AAP not attract the investment required to fully implement it. However, most of the principles contained within the AAP are not dependent on pump-priming investment as such, and close monitoring through the Dalston Regeneration Programme Board and Steering Group, through project management, and through the various 'project delivery groups' will mitigate these risks.

## 5. Equality and Cohesion Action Planning – specific actions to address equality and cohesion issues raised by this assessment

No	Objective	Actions*	Outcomes	Timescales / Milestones	Lead Officer
1	Mitigate low risk that there could be some negative impacts should the AAP not attract the investment required to fully implement it.	Close monitoring through -Dalston Regeneration Programme Board - Steering Group - Project Management, and various 'project delivery groups'.	Attract investment required to implement the AAP.	The plan period – 15 years (please refer to Part D of the AAP – Implementation Framework).	Spatial Planning and Various others to be determined.
2	Ensure Older people benefit from cycle improvements.	As part of liaison with Streetscene we'll be looking at potential dropping off and parking bays for older people	Potential parking bays for picking up and dropping off older people within the town centre.	Short term.	LBH Spatial Planning and Streetscene.
3	People with disabilities do not benefit completely from pedestrian and cycle improvements.	Policies in Section 9.3 Parking and Servicing Strategy support desiccated disabled parking spaces.	Dedicated disabled car parking bays throughout the town centre.	Short term.	LBH Spatial Planning and various others to be determined.

\* All actions are incorporated into the AAP's wider Implementation Plan

### Remember

- Assistant Directors are responsible for ensuring agreed Equality Impact Assessments are published.

