

Dalston Area Action Plan (Phase 1) - Masterplan

**Consultation Report
October 2009**

London Borough of Hackney

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1. INTRODUCTION

- 1.1 The following consultation report sets out how Dalston has involved the community and key stakeholders in the preparation of the Dalston Area Action Plan (Phase 1) - Masterplan (known as the Phase 1 AAP from this point forward).
- 1.2 The Phase 1 AAP has been prepared as a Development Plan Document and more specifically a masterplan. Once adopted by Council, the Phase 1 AAP will provide interim planning and policy guidance for the town centre and be a material consideration in the assessment of planning applications, and will designate land use.
- 1.3 Once the Core Strategy is adopted, the Phase 1 AAP will be taken forward as a Phase 2 AAP through the formal adoption process for DPDs, requiring adoption by the Secretary of State to become part of the Council's Local Development Framework. The Phase 2 AAP will be reviewed to conform with the adopted Core Strategy and further statutory consultation will occur. Consultation feedback from earlier stages and baseline information will form part of the evidence base for the production of the Phase 2 AAP.
- 1.4 This report describes which organisations and persons were consulted in the Phase 1 AAP preparation, the methods of consultation, the main issues raised during consultation and how these issues have been addressed in the revised document.
- 1.5 The consultation strategy outlining the consultation programme was approved by Hackney's Cabinet and Full Council together with the consultation draft of the Phase 1 AAP in November 2008. The Cabinet Member and other Members were given the opportunity to feed into the consultation programme, which was approved by the Cabinet Member. It was developed in close liaison with the Council's Corporate Communications and Consultation Team and was carried out in accordance with the requirements of the Town and Country Planning Regulations 2004 and 2008 amendments (the Regulations) and Council's Statement of Community Involvement (SCI) as well as following best practice detailed in Commission for Architecture and the Built Environment's 'Creating Successful Masterplans' 2004 and 2008 and English Partnerships' principles for community engagement.
- 1.6 Statutory Consultation in line with Regulation 25 (Public Participation) of the Regulations was carried out on the Phase 1 AAP from 9th March 2009 until 15th May 2009.

- 1.7 To guide and shape the Phase 1 AAP, community engagement occurred in the early stages of developing the document. This was carried out through advertisement and street stalls to seek the views of the community and stakeholders on their needs and aspirations for the town centre.

2.0 THE CONSULTATION PROGRAMME

- 2.1 The consultation strategy was extensive and rigorous in order to engage with a cross section of the community, offer different opportunities for the public to make comments, and to proactively encourage participation in the Phase 1 AAP process.
- 2.2 The Phase 1 AAP has been prepared in accordance with the Regulations and the Statement of Community Involvement (SCI). The Regulations set out the minimum requirements with which local planning authorities must comply. The SCI sets out the standards and arrangements for the consultation process including the range of techniques that will be used to inform, consult and involve the community in the development of the Phase 1 AAP, the reasons for these, and at what stages the community will be involved.

Regulation 25 of the Town and Country Planning Regulations 2004 and 2008 Amendments Requirements

- 2.3 Community consultation on the Phase 1 AAP has followed ‘best practice’ by adhering to the requirements of Section 25 of the Regulations relating to ‘Public participation in the preparation of a development plan’. Sections 26 and 27 of the Regulations will be adhered to when the Phase 1 AAP is taken forward as the Phase 2 AAP. Section 25 of the Regulations require the Council to carry out the following when consulting on an AAP Development Plan Document:
- Notify specific consultation bodies as the local planning authority consider may have an interest in the subject DPD;
 - Notify general consultation bodies as the local planning authority consider appropriate;
 - Consider whether it is appropriate to invite representations from persons who are resident or carrying on business in their area and if considered appropriate must make arrangements for the purposes of inviting representation from these persons; and
 - The local planning authority must take into account any representation made to them in response to the above mentioned invitations.

London Borough of Hackney’s Statement of Community Involvement Requirements

- 2.4 In addition to the requirements of the Regulations, the SCI also requires Council to undertake the following:
1. Public exhibitions / displays / stalls / community surgeries;

2. Workshops (interactive). ;
3. One-to-one meetings with selected stakeholders;
4. Focus groups;
5. Formal written consultation / referenda / community surveys / leaflets / newsletters;
6. Letters to statutory bodies (as listed in the Regulations);
7. Documents available for inspection at Council offices during the set consultation period;
8. Meeting presentations (if requested);
9. Establishing a steering / advisory group;
10. Advertising in the local media;
11. Provide a dedicated website for the Phase 1 AAP; and
12. Provide a hotline / contact number / contact email / contact address.

How was the Community Consulted?

A ten week public consultation was carried out from the 9th March 2009 until 15th May 2009 and invited members of the public to comment and provide feedback on the draft Phase 1 AAP.

Consultation involved the following:

- Joint Dalston / Hackney Central **Statutory Notice** – In accordance with the Regulations, an advertisement was placed in Hackney Today and local ethnic minority press (Hommodia and Olay Gazette) detailing what documents were available for inspection, the places and times at which they could be inspected, and the procedure for making representations on the draft AAP;
- Notification in writing to **Statutory Consultees** (General and Specific bodies) as set out in the Regulations;
- Notification (via email or mail) to contacts on the Borough wide Local Development Framework Consultation Database;
- **Drop in sessions / street stalls** in various locations in the Borough throughout the consultation period;
- **Public launch** by Mayor and Lead Member of the Phase 1 AAP with key stakeholders on the 17th March 2009;
- **Meet the planner sessions** which provided the public with the opportunity to speak directly with a council planning officer in relation to the Draft Phase 1 AAP;
- A Dalston consultation **feedback form** was made available at all consultation events and exhibitions. This form invited the public to provide comments and feedback on the content of the draft AAP. It also contained a number of questions to encourage feedback and assist people in providing comments;

- The draft Phase 1 AAP and associated documentation including (the summary brochure / Sustainability Appraisal / Equalities Impact Assessment / feedback forms / Baseline Report) were available in the following formats:
 - Online via the Council website;
 - Paper sources of all documentation, supporting material in all the Borough Libraries and available on request;
 - CD version of all the documentation available from Council's Planning Reception at 263 Mare Street and all the consultation events;
 - The documents could also be sent via the post or email upon request.
- **Targeted groups:** Meetings, presentations and workshop sessions with targeted groups (typically hard-to-reach groups) including older people and youth groups (e.g. Age Concern, Cityzen, Youth Parliament);
- **Statutory consultees:** Meetings and correspondence with statutory consultees including strategic parties, such as the Greater London Authority (GLA) family, and service providers such as the City and Hackney PCT and Hackney Learning Trust, and Hackney Metropolitan Police ;
- **Key stakeholders:** one to one meetings, presentations and correspondence with a number of key stakeholders and landowners including presentations to the Town Centre Partnership Forum and the Neighbourhood Forum, consultation with the Conservation Area Advisory Committees and various Tenants and Residents Associations and Committees for Estates;
- Internal Consultation with other Council Directorates and Departments and Members of the Council (including ward and lead members) through ongoing **Steering Group and Members Advisory Group meetings**.

3.0 THE RESPONSES

Number of Responses Received

- 3.1 A total of 218 feedback forms were received throughout the consultation period. Within these responses 1247 issues were raised on the Draft Phase 1 AAP. Each of these issues have been considered by a Planning Officer. Above and beyond this, numerous one-to-one meetings with various stakeholders occurred in which issues were raised and recorded and subsequently considered.
- 3.2 The feedback responses received for the 'Dalston Western Curve – Planning and Design Guidance' which was consulted on in parallel with the Dalston Phase 1 AAP and relates to Opportunity Sites D1 and D2 of the Phase 1 AAP have been considered as part of the overall consultation responses for the Phase 1 AAP.
- 3.3 The submissions were made by a number of individuals and a range of organisations. The organisations included statutory consultees such as Natural England, Metropolitan Policy Authority, the London Development Agency (LDA), the Highways Agency, and The Coal Authority etc. Other organisations and bodies included community groups, other public sector bodies and site owners/occupiers.
- 3.4 Respondents were invited to complete the service user / resident monitoring information section at the back of the feedback form to enable equalities monitoring to be completed. Appendix 1 shows the results to this in graph format profiling respondents by demographics (gender, age and ethnicity), disability, where they live, religious and beliefs, and sexual orientation.
- 3.5 All contact details, feedback received and officer responses have been entered into a Consultation Database using Microsoft Excel. This Database is available on the Council's website www.hackney.gov.uk on the 16th November 2009. The key issues raised through the consultation and how these have been addressed in the revised document are summarised detailed in sections 4.0 and 5.0 of the Consultation Report.

Street Stalls

- 3.6 Four street stalls were held in various locations throughout the Borough providing members of the public with the opportunity to drop in, discuss and provide feedback on the Phase 1 proposals with Council officers. All events were well attended.

- 3.7 The details of these street stalls in provided below:
- Ridley Road Market (10:00am – 2:00pm) – Thursday 2 April 2009
 - Kingsland Shopping Centre (4:00pm – 7:00pm) – Thursday 16 April 2009
 - Broadway Market (11:00am – 3:00pm) - Saturday 21 March 2009
 - Somerfields Supermarket, Amhurst Park (11:00am 3:00pm) - Tuesday 7 April 2009

Targeted consultation

- 3.8 A number of special interest groups (including typically hard-to-reach groups) were invited to take part in targeted consultation on the phase 1 AAP.
- 3.9 This consultation was the form of structured workshops, presentations and general discussions and was carried out upon acceptance by those groups listed below:
- Cityzen
 - Hackney Youth Parliament
 - Stoke Newington Area Youth Forum
 - Age Concern
 - Building Exploratory Explorers (Senior Bees)
 - Older Persons Reference Group

Key Stakeholder / Landowner consultation

- 3.10 Correspondences were emailed to a range of key stakeholders, including landowners and public sector bodies identified in the Council's LDF database, to notify of the Phase 1 AAP process and invite these bodies and persons to become actively involved throughout the Phase 1 AAP preparation.
- 3.11 Meetings were also held with key stakeholders and landowners to discuss the draft AAP and encourage them to make a submission. The meetings were been extensive and from the outset, providing the opportunity to discuss both general and site specific issues and identify opportunities and aspirations of both the stakeholder and the London Borough of Hackney. Some of the key one-to-one meetings with stakeholders (other than opportunity site landowners) are as follows:
- Hackney Community and Voluntary Services (HCVS), Community Empowerment Network (CEN), Hackney Co-operative Development (HCD);

- Metropolitan Police Authority;
- OPEN Dalston;
- Conservation Area Advisory Committee;
- Rhodes Estate Tenants and Residents Association;
- Transport for London

3.12 Meet the Planner Sessions

Throughout the formal consultation period, the Council provided the public with the opportunity to speak directly with a council planning officer in relation to the draft Phase 1 AAP through various 'meet the planner' sessions.

Four Meet the Planner sessions took place at Council's planning reception with only one person taking advantage of this opportunity to raise issues regarding the masterplan or comment on the document.

3.13 Steering Group

The Phase 1 AAP was guided by a Steering Group of Council officers and representatives from the GLA, TfL and the LDA. The Group met generally every two months at key stages during the production of the Phase 1 AAP.

3.14 Members Advisory Group

The Phase 1 AAP was guided by Ward Members and the Cabinet Member at this Group which met every few months at key stages.

4.0 KEY ISSUES RAISED DURING PUBLIC CONSULTATION

4.1 Key issues raised throughout public consultation are as follows.

4.1.1 Community, Cultural/Creative and Third Sector Uses

Dalston is emerging as one of London's premier community, cultural/creative and third sector hubs consisting of notable community, cultural/creative and third sector assets such as:

- Gillett Square surrounded by the Dalston Culture House which accommodates the Vortex Jazz Club as well being a lively hub of micro businesses, small social / cultural enterprises, community groups and other voluntary sector organisations. Close by are the Rio Cinema, Arcola Theatre and Jazz Café which are lively contributors to the scene.
- The Ashwin Street area, particularly the V22 building, the Reeves & Sons building (and uses within in i.e. Bootstraps) with café Oto as a meeting place and the Hackney Co-operative and CLR James Library on Dalston Lane are important to the community, cultural/creative and third sector life of Dalston Town Centre.

The general community, and Community, Cultural/Creative and Third Sector stakeholders, responded that they want further recognition and more importance placed on their role and contribution to the regeneration of Dalston within the Phase 1 AAP.

4.1.2 Open Space and Public Realm

At present, a significant weakness of Dalston Town Centre is the lack of public open space (e.g. squares, parks and play spaces). Whilst the activity and the vibrancy of the streets is a positive feature, there is a distinct lack of space in which people can enjoy a degree of calm and relaxation.

Consultation feedback reflected the community's need for more open and green space in Dalston. Community responses support the Phase 1 AAP proposals for the 'linear park' along the 'Eastern Curve'. Other new and improved public open spaces identified in the Public Realm Strategy, including new play space of the Phase 1 AAP were also widely supported by the community.

4.1.3 Retail/Night Time Economy:

Shopping is the main reason people visit Dalston Town Centre, with over half of all visitors doing so for this purpose. Consultation with local people has

emphasised the importance of any new development needing to be respectful of existing local character. The wealth of small scale independent retailers, offering a huge diversity of goods and often serving niche markets of particular ethnic sectors of the community is considered intrinsic to the community's sense of identity.

Dalston also has a lively mix of food and drink establishments, offering a wide variety of food from every corner of the world. It also has a very vibrant night time economy with pubs, bars and clubs e.g. the Rio Cinema, Arcola Theatre and the Vortex Jazz Club.

The community and stakeholders supported the Phase 1 AAP proposals to improve the quality of the retail offer and other town centre services, including entertainment uses.

4.1.4 Retention of Dalston's Character

Strong support was indicated for the retention of Dalston's built heritage and character, particularly through the improvement and protection of listed buildings, conservation areas and buildings of heritage and architectural merit. There was concern that the draft Phase 1 AAP was proposing the redevelopment of too many sites of existing heritage/architectural quality.

4.1.5 Tall Buildings and High Density

Development pressure will be exerted for taller buildings in Dalston given the current construction of such development and the opening of Dalston Junction Station in 2010 which will improve the accessibility of the area.

There was general concern over potential tall buildings and high density being proposed in the draft Phase 1 AAP, although some support was received for tall buildings if demonstrated they can be appropriately located and designed.

4.1.6 Pedestrian/Cyclist Connections

Pedestrian movement throughout the town centre is currently inhibited by the overground/North London Line railway line which acts as a barrier to north south movement. Furthermore, the current layout of the Kingsland Shopping Centre prevents the movement of pedestrians east and west through the town centre.

Consultation feedback supported that people find it difficult to move around the town centre on foot and that there was general support for the Draft Phase 1 AAP pedestrian and cyclist strategy. More specifically, community support

for improved connections from the town centre to the Rhodes Estate within the Phase 1 AAP was received.

4.1.7 Sustainable Development

Support was received for the strategy for the future use of sustainable energy, and sustainable forms of construction, with the ultimate aspiration as a 'low carbon zone.'

5.0 HOW THE DOCUMENT HAS BEEN REVISED

5.1 The following is a summary of how the key issues raised by the community and stakeholders during consultation have been addressed and taken forward within the Phase 1 AAP. Other detailed and smaller changes have been made to the draft Phase 1 AAP based on consultation and a review of the document. Below are the key areas of change to the draft Phase 1 AAP.

5.1.1 Community, Cultural/Creative and Third Sector Uses

The Phase 1 AAP objectives include promotion and support for Dalston as a strong cultural, creative and community hub with a choice of high quality town centre services. 'Community and Creative Quarters' have been identified around Ashwin Street/Dalston Lane, and Gillett Square (including the Rio Cinema) within the Phase 1 AAP, to protect, support and develop these sectors as the heartbeat of Dalston in exciting 'quarters' of Dalston.

The 'Community, Cultural/Creative and Third Sector Quarters' will now form an intrinsic part of the Phase 1 AAP Land Use Strategy (refer to Chapter 5 of the Phase 1 AAP). The land use strategy indicates the new 'quarters' as areas suitable for a mix of uses and for the informal focus of community, cultural/creative and third sector uses to further establish Dalston as a vibrant community, cultural/creative and third sector hub. The Phase 1 AAP land use strategy promotes a balanced approach to land use designation to create the right mix of uses for an economically viable town centre including the encouragement of a vibrant mix of community, cultural/creative and third sector uses which is an important aspect of the town centres character and vital to town centre regeneration.

5.1.2 Open Space

The public realm strategy in the Phase 1 AAP redresses the deficiency in open space in the town centre by creating open spaces and play spaces that will provide richness and interest for both residents and visitors alike, creating a coherent network of spaces and places that will help support a variety of activities.

The Phase 1 AAP proposes various new and improved public open spaces including a new 'linear' park (Dalston Park) along the existing Eastern Curve railway alignment, Gillett square and Eastern Market Square (eastern end of Ridley Road Market). The Phase 1 AAP also allows consideration of public open space/public realm on the southern Dalston Western Curve Site (on Kingsland High Street) to provide relief space along Kingsland Road (refer to Chapter 6 of the Phase 1 AAP). The strategy is for a chain of open spaces

around the town centre, linking the southern area around the new open space to be created at Dalston Square with new open space elsewhere.

5.1.3 Retail/Night Time Economy

The Phase 1 AAP retail strategy proposes a balanced approach to improving the retail offer and night-time economy. The Phase 1 AAP retail strategy (refer to Chapter 5 of the Phase 1 AAP) supports existing retailers and provides the potential for further specialist retailers to be accommodated through requiring the provision of small footprint retail units in development schemes, and working with the Town Centre Partnership Forum, whilst also creating the conditions for national high street stores to be attracted to the area.

New café/night-time economy uses are focussed in certain areas to facilitate the high quality night-time economy uses that are complimentary to the Phase 1 AAP retail strategy, and provide vitality and natural surveillance especially in the evening, complimentary to the Public Realm Strategy and Land Use Strategy. Core day and evening economy uses are focused around the Eastern Curve, Gillett Square, Ashwin Street to complement the emerging Community, Cultural/Creative and Third Sector quarters, and also Ridley Road Market to give it vitality during the evenings and Sundays (Refer to Chapter 5 of the Phase 1 AAP).

5.1.4 Retention of Dalston's Character:

A new Townscape and Heritage section within the Phase 1 AAP more clearly outlines the Phase 1 AAP's objective to enhance the existing heritage qualities that the community cherish (Refer to Chapter 4 of the Phase 1 AAP). The Phase 1 AAP identifies those buildings of heritage/architectural and townscape quality that are proposed to be retained and refurbished.

5.1.5 Tall Buildings and High Density:

One key purpose of the Phase 1 AAP is to guide development appropriately as part of an urban design rationale. Development pressure for taller buildings and high density would occur in any case without the Phase 1 AAP in place. Thus, the Phase 1 AAP recognises this and seeks to identify sites for potential taller buildings and higher density. The Phase 1 AAP more clearly outlines a rationale for the potential for the location of four high quality, well designed taller buildings of a maximum of 12 storeys where impacts on streetscape, townscape and neighbouring properties will be minimised. The Phase 1 AAP mostly proposes medium density and low to medium rise buildings subject to detailed design which is detailed in the Building Heights Strategy (Refer to Chapter 4 of the Phase 1AAP).

5.1.6 Pedestrian/Cyclist Connections:

Improvements to pedestrian and cyclist movement around the town centre are detailed in the Pedestrian and Cyclist Strategy (refer to Chapter 08 of Phase 1 AAP) and the Public Realm Strategy (refer to Chapter 06 of Phase 1 AAP).

The key proposals detailed in the Phase 1 AAP to improve pedestrian and cyclist movement around the town centre are summarised below:

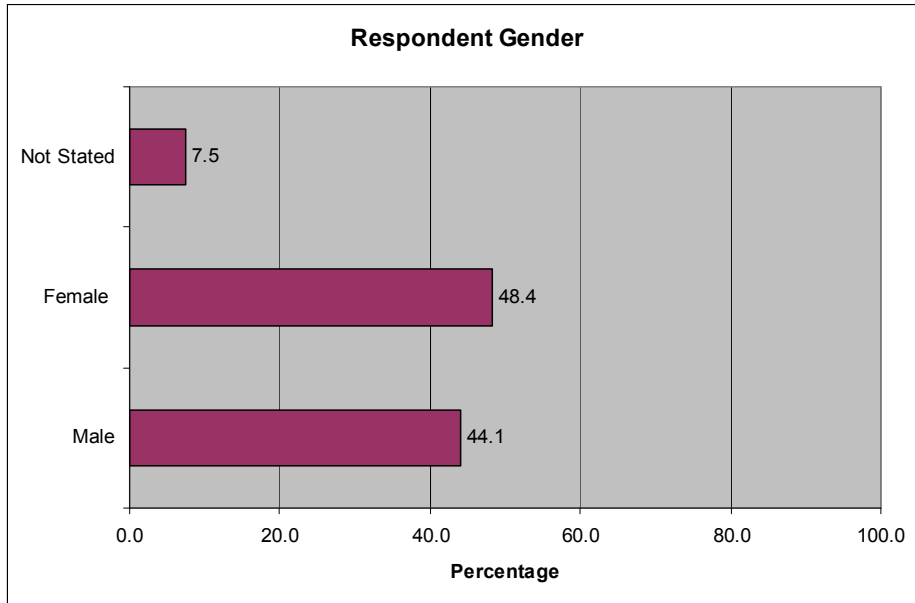
- Facilitate the redevelopment of the Kingsland Shopping Centre to deck over the existing shopping centre car park to create a new ground level flush with surrounding streets.
- The new parkland 'Dalston Park' along the eastern Curve would incorporate pedestrian and cycle links along its length to facilitate east and west movement across the town centre;
- A pedestrian and cycle bridge over the Overground – North London Line Railway to facilitate movement north and south across the town centre; and
- Improved signage to the London Cycle Network.
- Implementation of a north bound cycle lane along Kingsland High Street;
- Strategic key junction and crossing improvements;
- A new 'shared space' scheme along the length of Ashwin Street to be implemented through resurfacing to enhance its role as a local pedestrian and cycle dominated street and improve the pedestrian connection between Dalston Junction station on the East London Line and Dalston Kingsland rail station on the Overground/North London Line.
- New/improved pedestrian links to the Rhodes Estate through proposed junction/crossing improvements; and
- Opportunities for improvements to the width of pavements are identified and the open space strategy will create greater permeability and legibility for pedestrians and cyclist in the town centre.

4.1.7 Sustainable Development

The Phase 1 AAP outlines a strategy for the future use of sustainable energy, and sustainable forms of construction, with the ultimate aspiration as a 'low carbon zone' (refer to Chapter 10 of the Phase 1 AAP). One key proposal now included in the Phase 1 AAP is the identification of a key site for potential Decentralised Energy Plant room on Opportunity Site F9, which is directly east of the Reeves & Son building at Nos. 18 – 20 Ashwin Street.

Appendix 1: Service User/Resident Monitoring Information – Dalston Respondent Gender

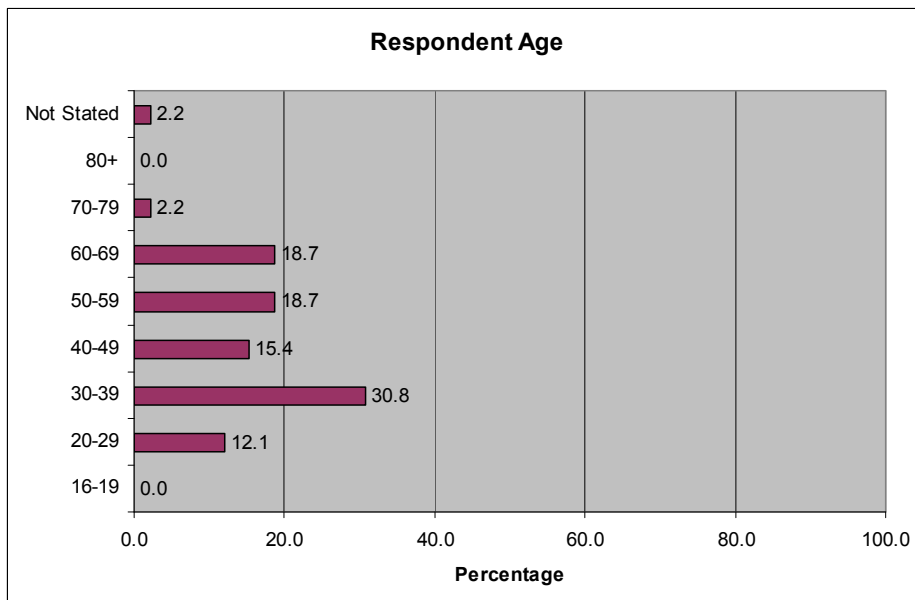
Similar proportions of males (44.1%) and females (48.4%) commented on the draft Phase 1 AAP.



Base: 93 Respondents

Respondent Age

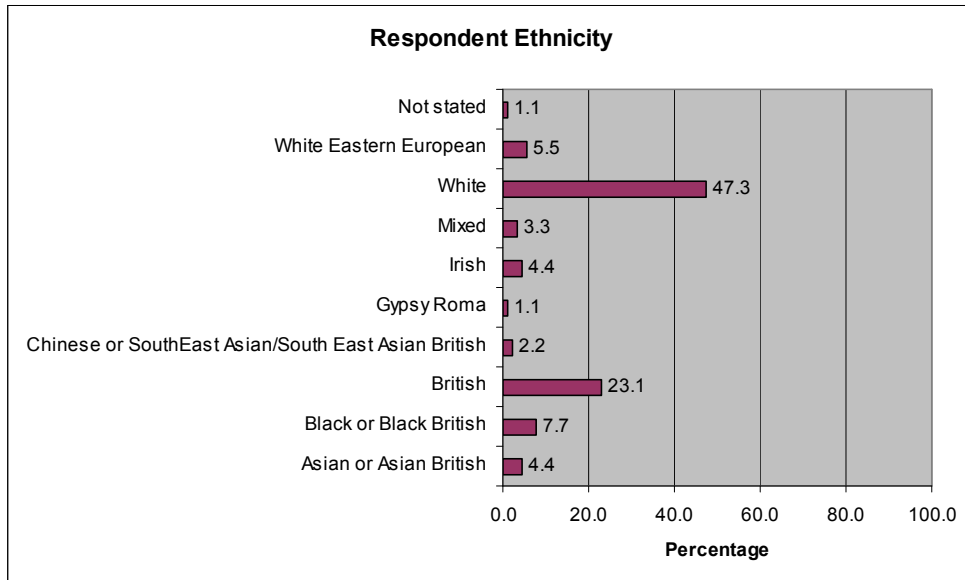
The most common respondent age group was 30-39 (30.8%), followed by equal proportions of respondents aged 50-59 and 60-69 (18.7%). No responses were received by those aged over 80 or below the age of 16.



Base: 91 Respondents

Respondent Ethnicity

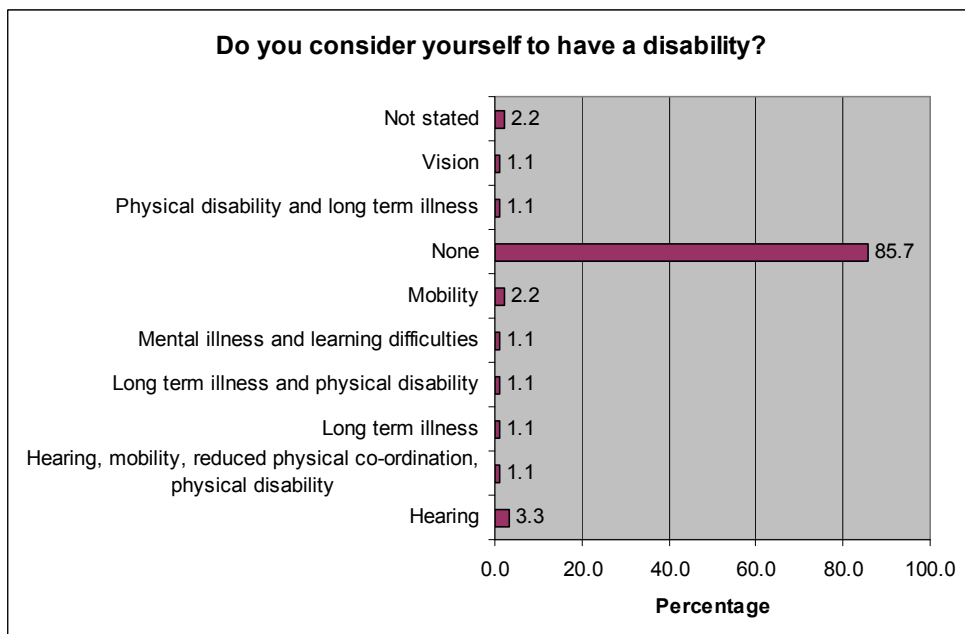
Nearly half of respondents (47.3%) identified themselves as being White, while 23.1% indicated that they were British. 7.7% described their ethnic background as Black or Black British with 5.5% indicating that they were White Eastern European. 1.1% of respondents described their ethnic background as Gypsy Roma.



Base: 91 Respondents

Respondent Disabilities

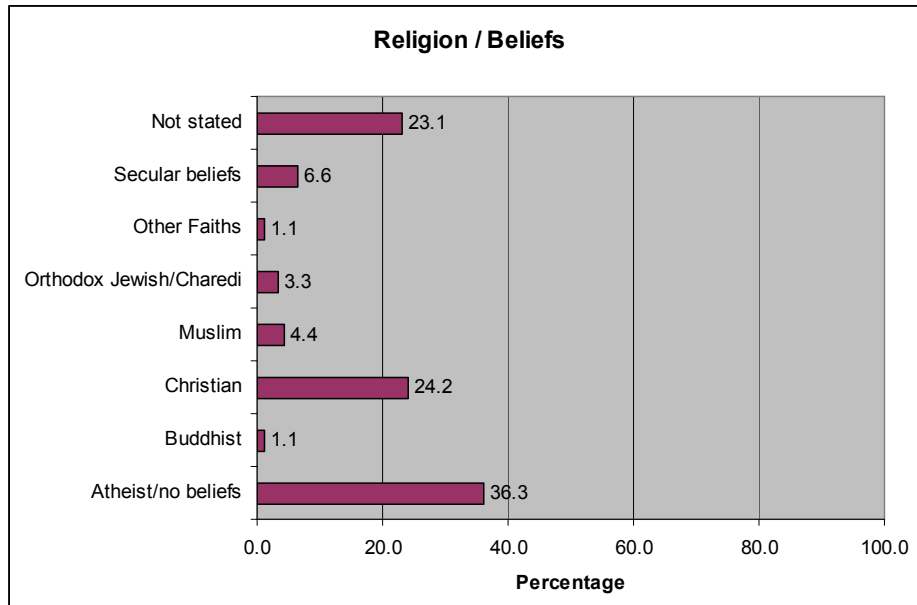
The majority of respondents (85.7%) indicated that they do not have a disability. Conversely, 12.1% claimed to have some form of disability.



Base: 91 Respondents

Respondent Religion and Beliefs

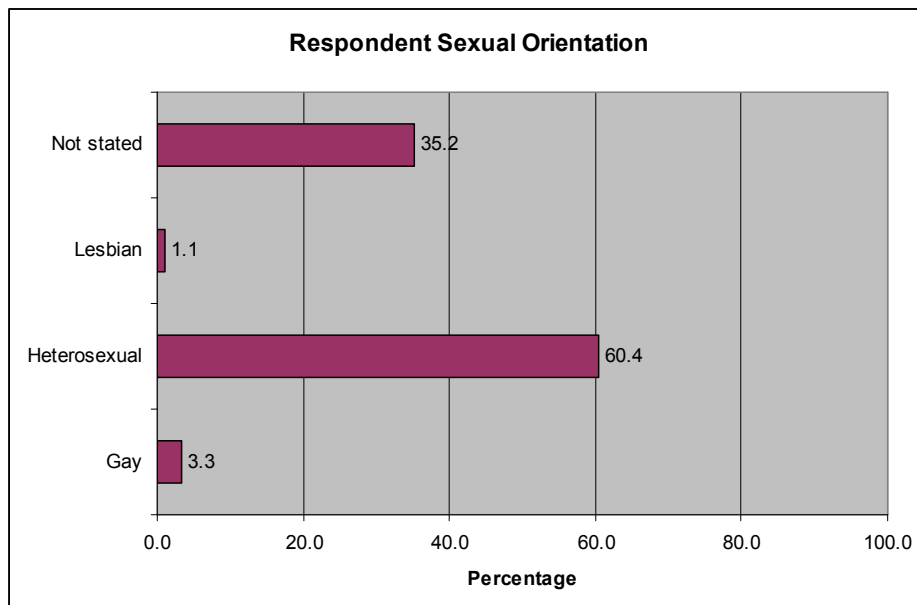
The highest proportion of respondents claimed to have no beliefs / Atheist (36.3%), followed by those who indicated that they were of Christian beliefs (24.2%). 1.1% of respondents indicated that they were Buddhist and of Other Faiths.



Base: 91 Respondents

Respondent Sexual Orientation

60.4% of respondents indicated that they were heterosexual with 35.2% not stating their sexual orientation.

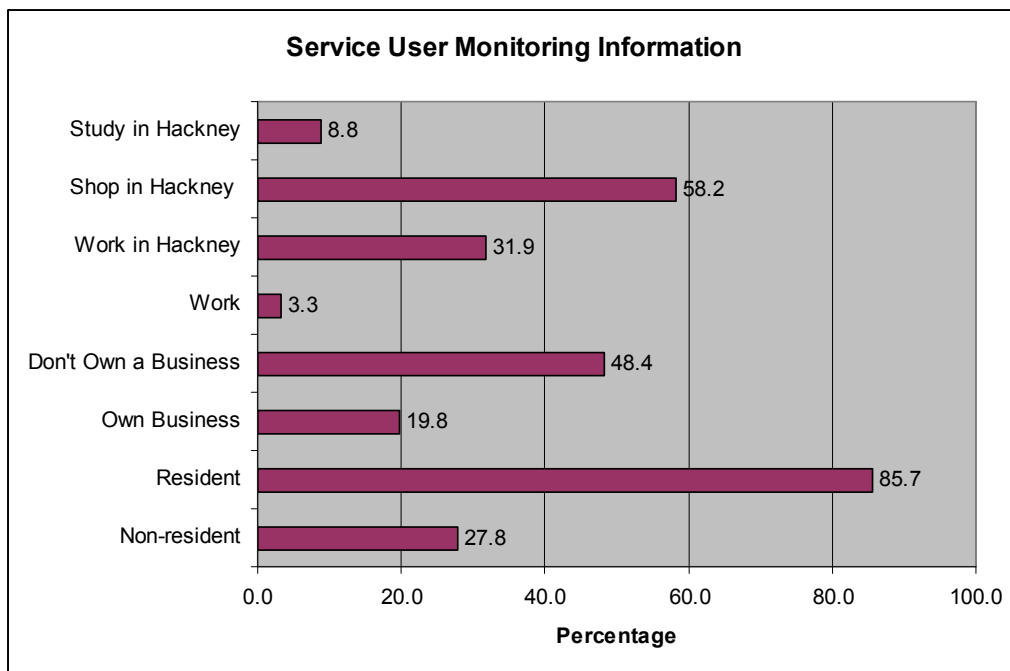


Base: 91 Respondents

Service Use / Monitoring Information

The majority of respondents (85.7%) reside in Hackney with a large proportion (58.2%) indicating that they shop in the Borough. 48.4% of respondents stated that they do not own a business in Hackney and 31.9% indicated that they work in the Borough.

Please note: Percentages in above chart do not add up to 100% because respondents were allowed to provide more than one response to this question



Base: 91 Respondents