

# **Dalston Lane Terrace Planning and Design Guidance**

## **Consultation Report**

**November 2009**

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# 1.0 Introduction

## 1.1 Background

The Dalston Lane Terrace Guidance has been prepared to provide integrated planning and design guidance to inform the assessment of future planning applications for the regeneration of the site, and demonstrate how various elements on the site should relate to each other. Although not a Development Plan Document under Council's Local Development Framework, the document will be a material consideration in the assessment of future planning applications.

The draft guidance looks at:

- Repairing the original late Victorian shops;
- Refurbishing the three buildings at numbers 48-52 Dalston Lane. Keeping where possible the original stuccoed front, window surrounds and cornice. If not they are to be replaced using historically correct detailing and materials;
- Retaining the gaps between the original buildings at numbers 48-52 Dalston Lane;
- Keeping the original, early 19th century houses, numbers 54-66 Dalston Lane, as two bedroom maisonettes with shops on the ground floor;
- Repairing numbers 66a to 84 Dalston Lane or, if the buildings are too badly damaged to salvage, rebuilding using historically correct detailing and materials; and
- Permitting appropriately designed and constructed 4th floor extensions at numbers 66-84.

To help steer and shape the draft guidance, a short questionnaire was developed, inviting the local community to comment on options for developing the terrace.

Questions explored topic areas relating to usage, retention of traditional brickwork, building height, and the use of land at the rear of the terraces.

## 1.2 Methodology

Hackney is committed to involving the community in the planning process. The consultation undertaken was broadly consistent with Hackney's Statement of Community Involvement, and Regulation 25 the *Town and Country Planning (Local Development) (England) Regulations 2004*. The Consultation Programme commenced on Monday the 25 May and ran through to Thursday the 9 July 2009, although additional submissions were received after this time and they have been given equal consideration.

Products developed for the programme included:-

- Letter to identified consultees, both surrounding residents as listed in Table 1 and indicated in Figure 1, and statutory and other consultees, as identified in Table 2;
- Advertisement in Hackney Today (26th May);
- Banners/posters/display boards for public events;
- Display in the C.L.R. James Library;
- Information on the London Borough of Hackney website;
- A copy to be kept in the Planning reception at 263 Mare Street, the Hackney Central Library, and the C.L.R. James Library;
- Submission forms mailed to all consultees, available for download on the website, at workshops and presentations; and
- A summary guide/brochure.

Events which were held included:-

- One to one meetings with some current leaseholders and freeholders;
- Two information evenings/afternoons at C.L.R. James Library on Monday the 1<sup>st</sup> and Thursday the 18<sup>th</sup> of June;

- Workshops and presentations with local businesses, groups and representative bodies including, OPEN Dalston, Dalston Conservation Area Advisory Committee and the Rhodes Estate Tenants Association.

A short questionnaire was developed which contained a total of seven questions and also gave respondents the opportunity to expand upon a number of respondents in order to provide a more comprehensive understanding of their views on the redevelopment. A complete questionnaire can be viewed in Appendix 1. Questionnaires were mailed to all addresses within an approximate 2 kilometre distance of the terrace.

This exercise resulted in 154 completed questionnaires submitted, and in addition to this some detailed written submissions were also received.

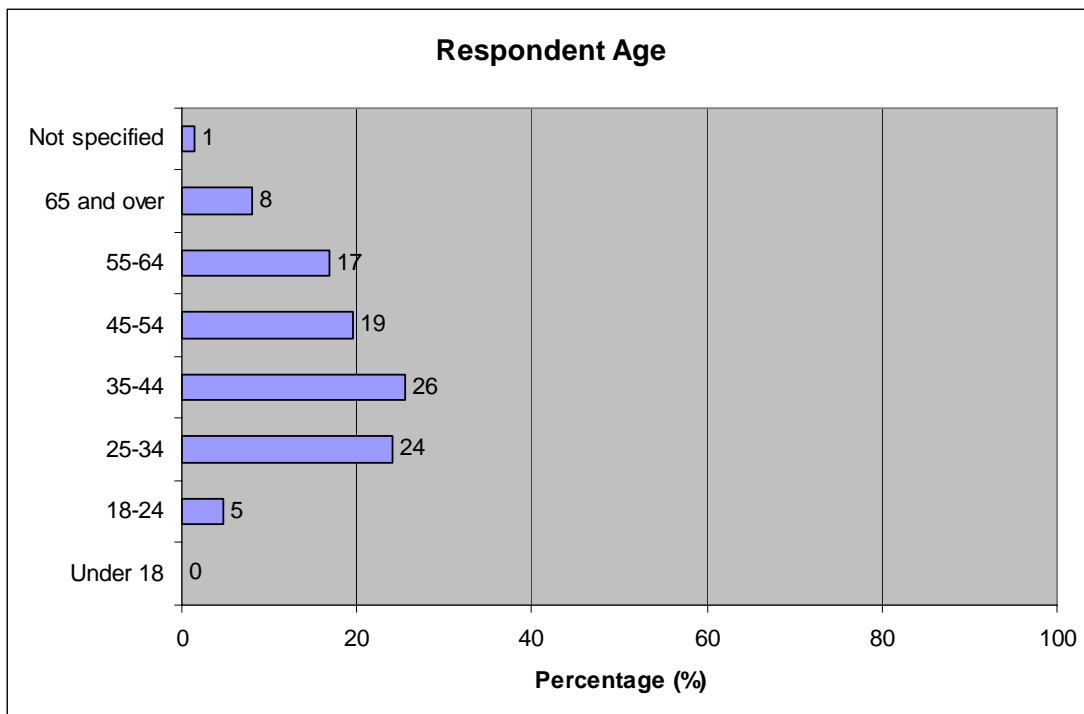
The results of the questionnaire were analysed in excel and graphs produced denoting the percentage breakdown to each response. Additional comments provided were analysed and themes identified.

## 2.0 Respondent Profile

This section of the report profiles respondents by demographics (gender, age and ethnicity), disability and where they live.

### 2.1 Age

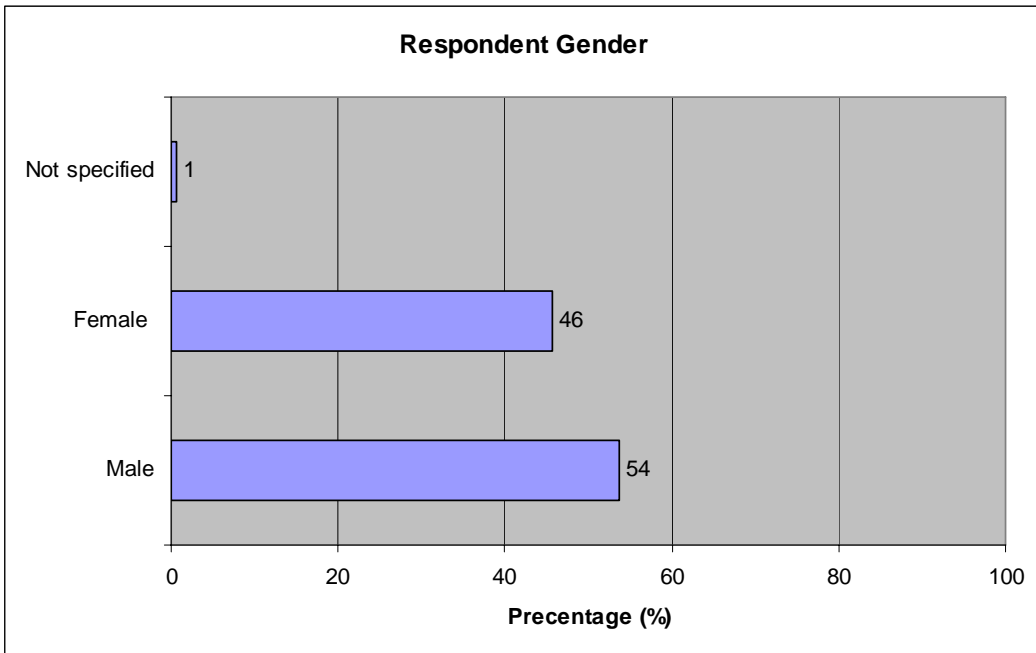
The majority of respondents were aged between 25 and 54. The most common respondent age group was 35-44 (26%), followed closely by those aged 25-34 (24%). No responses were received by those under the age of 18.



Base: All survey respondents (154)

## 2.2 Gender

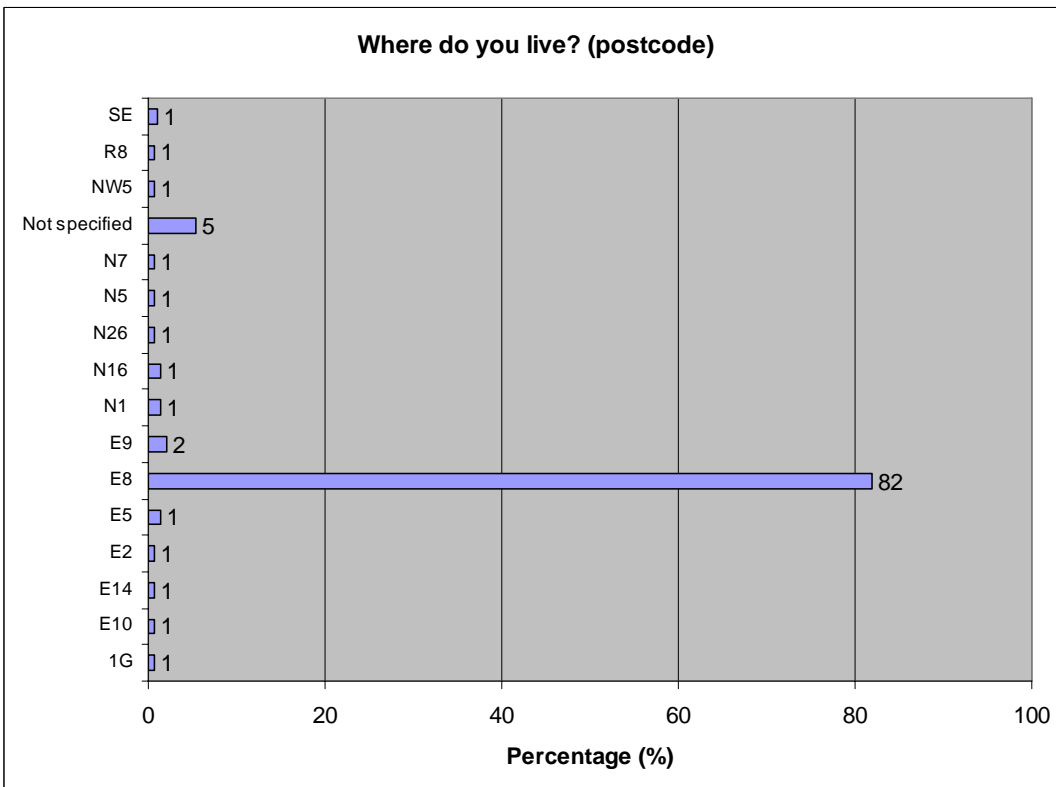
A similar proportion of males (54%) and females (46%) responded to the questionnaire.



Base: All survey respondents (154)

## 2.3 Where respondents live

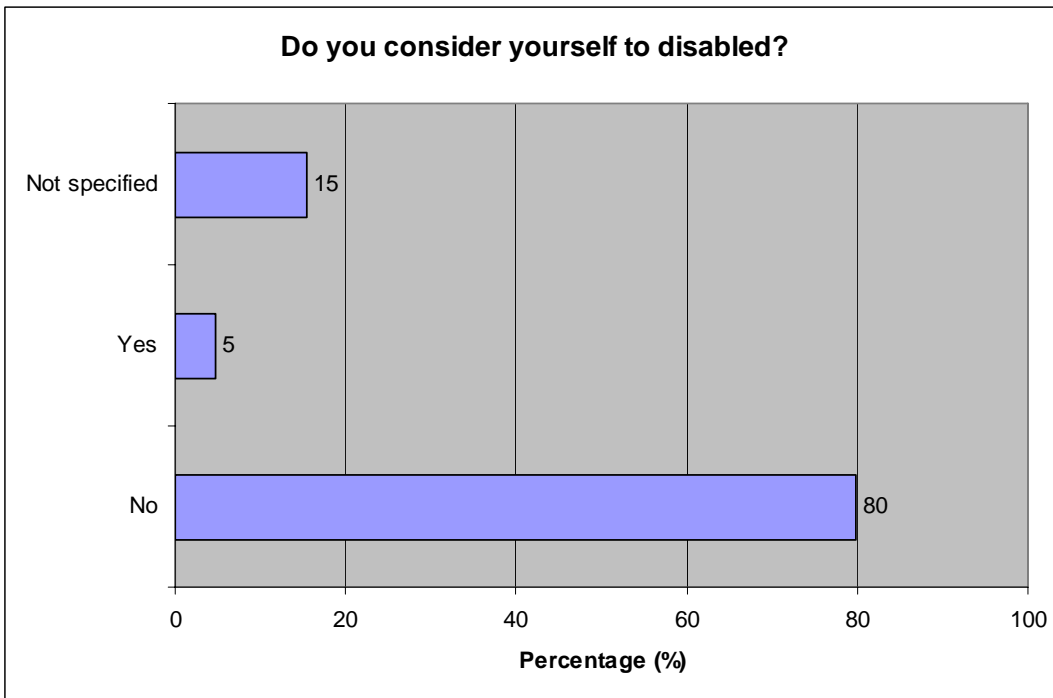
Respondents were asked to indicate which postcode they reside in. Given that residents and businesses located within an approximate 2 kilometre distance from Dalston Lane Terrace were mailed questionnaires, this may have resulted in the overwhelming majority (82%) of respondents indicating that they live in E8.



Base: All survey respondents (154)

## 2.4 Disability

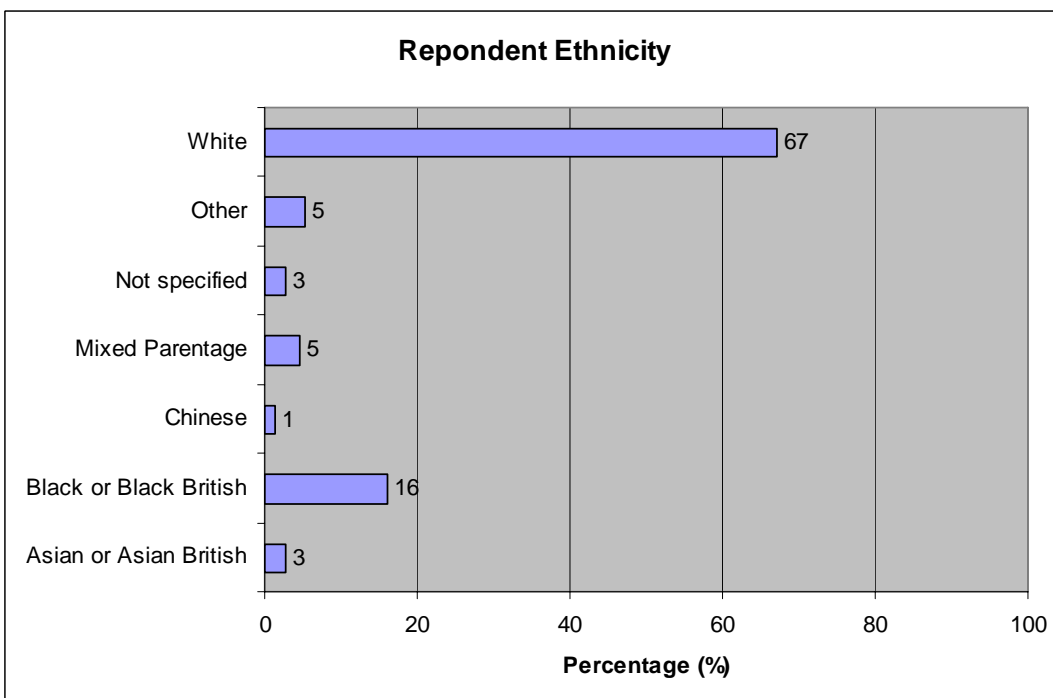
Only 5% of respondents said that considered themselves to be disabled.



Base: All survey respondents (154)

## 2.5 Ethnic Background

The majority of respondents (67%) identified themselves as being White, while 16% indicated that they were Black or Black British, 5% described their ethnic background as Mixed Parentage and 5% indicated that they were of Other ethnicity. Only 1% of respondents indicated that they were Chinese.



Base: All survey respondents (154)

### 3.0 Questionnaire findings

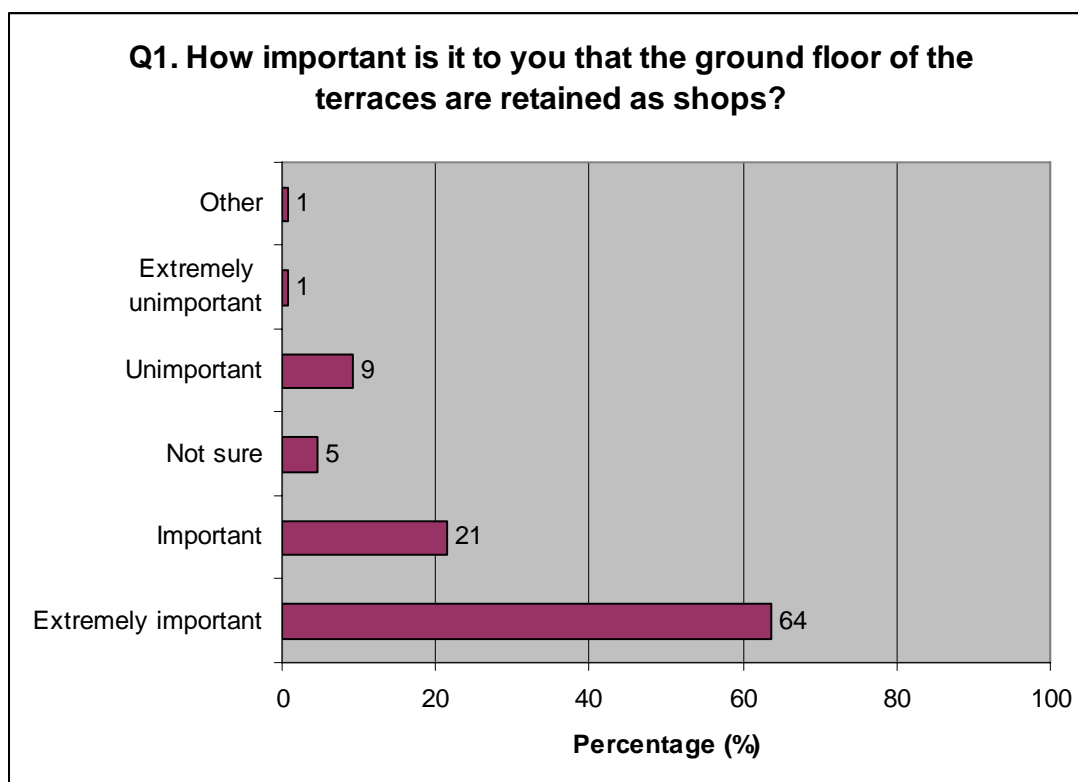
The following section details the results of the questionnaire, providing a percentage breakdown of the responses for various questions relating to usage, retention of traditional brickwork, building height, and the use of land at the rear of the terraces.

This section also analyses the written comments provided by respondents for questions two, three, four, six and seven.

Percentages in a particular chart may not always add up to 100% due to rounding.

#### 3.1 Importance of retaining ground floor usage for shops

Question one asked respondents to indicate how important it was to them to retain the ground floor of the terraces for shops. Almost two thirds (64%) of respondents felt that it was extremely important and 21% indicated that it was important that the redevelopment retain shops on the ground floor.



Base: All survey respondents (154)

#### 3.2 Other opportunities for ground floor usage

Question two asked respondents to detail what other opportunities they felt were appropriate for the ground floor of the terraces (other than shops).

Several themes emerged in the type of responses provided with uses generally falling under the following categories;

1. Commercial;
2. Residential;
3. Community services and facilities;
4. Entertainment and leisure;
5. Cultural uses; and
6. Green space

The most commonly mentioned uses were commercial and entertainment and leisure. Commercial uses included offices, businesses and shops. A number of respondents expressed a desire for local or small businesses. Entertainment and leisure included opportunities for cafes, bars, restaurants, theatres and cinemas and fitness centres.

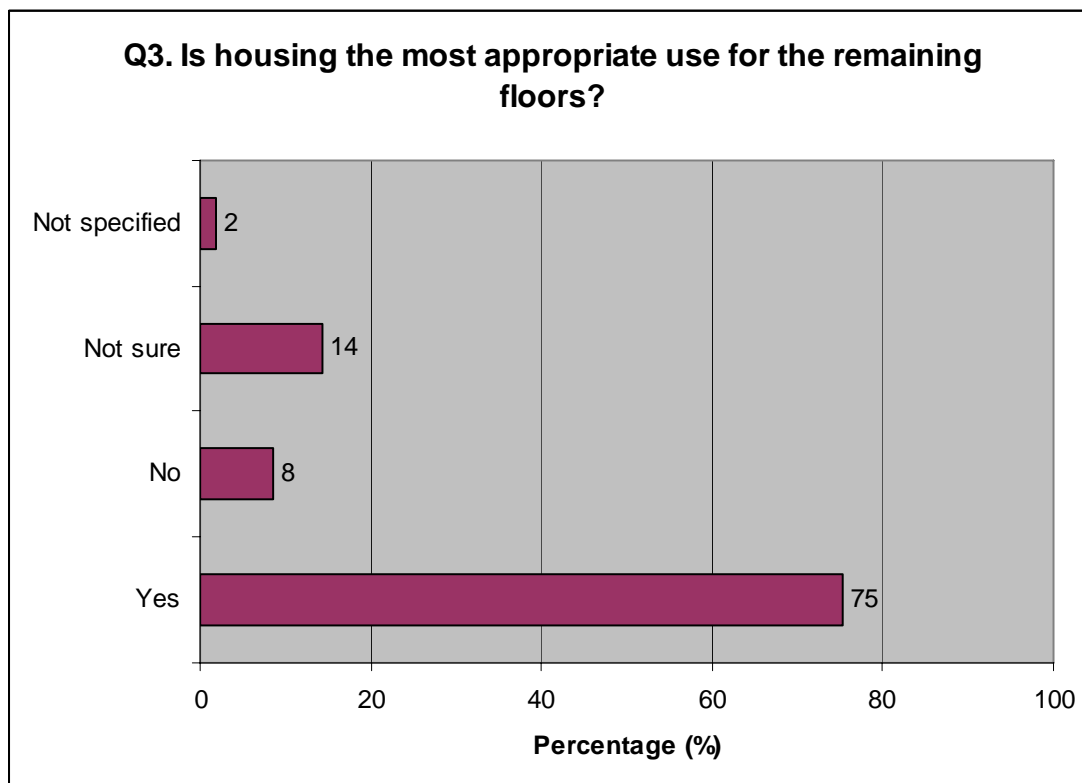
Community services and facilities were also frequently mentioned. In particular, respondents indicated a desire for health and educational services including doctors and veterinary clinics and community and youth facilities.

Several respondents also felt that number of cultural uses would be appropriate for the ground floor listing uses such as art galleries and workspaces.

Some respondents indicated a preference for residential on the ground floor and some further suggesting gardens or outdoor dining areas extensions to both the front and rear of the ground floor.

### 3.3 The use of housing for the remaining terrace floors

Question three investigated if housing was considered to be the most appropriate use for the remaining terrace floors. The majority of respondents (75%) indicated that housing would be the most suitable with only 8% in disagreement. 14% of respondents were unsure.



Base: All survey respondents (154)

### **3.4 Other opportunities for the remaining floors**

Other opportunities for the remaining floors were further investigated in question three with respondents listing a number of alternative uses.

Responses provided can generally be grouped under the following use categories:

1. Commercial
2. Cultural uses
3. Residential
4. Community services and facilities
5. Mixed uses
6. Entertainment and leisure
7. Viable / compatible uses
8. Private car park

The most commonly mentioned uses were commercial in nature with the majority being businesses or offices.

Cultural uses such as workspaces and studios for various creative industries and art galleries were recurrent opportunities listed by respondents. A number of community uses were also identified by respondents ranging from community training and learning centres to community services.

A number of respondents also reiterated their desire for housing on the remaining floors. Comments provided also suggest that this could be in the form of affordable housing or environmentally friendly design. A similar amount of respondents felt that apart from housing, there were no other opportunities for the remaining floors.

Some respondents indicated a preference for mixed use development consisting of both residential and commercial uses such as businesses and offices.

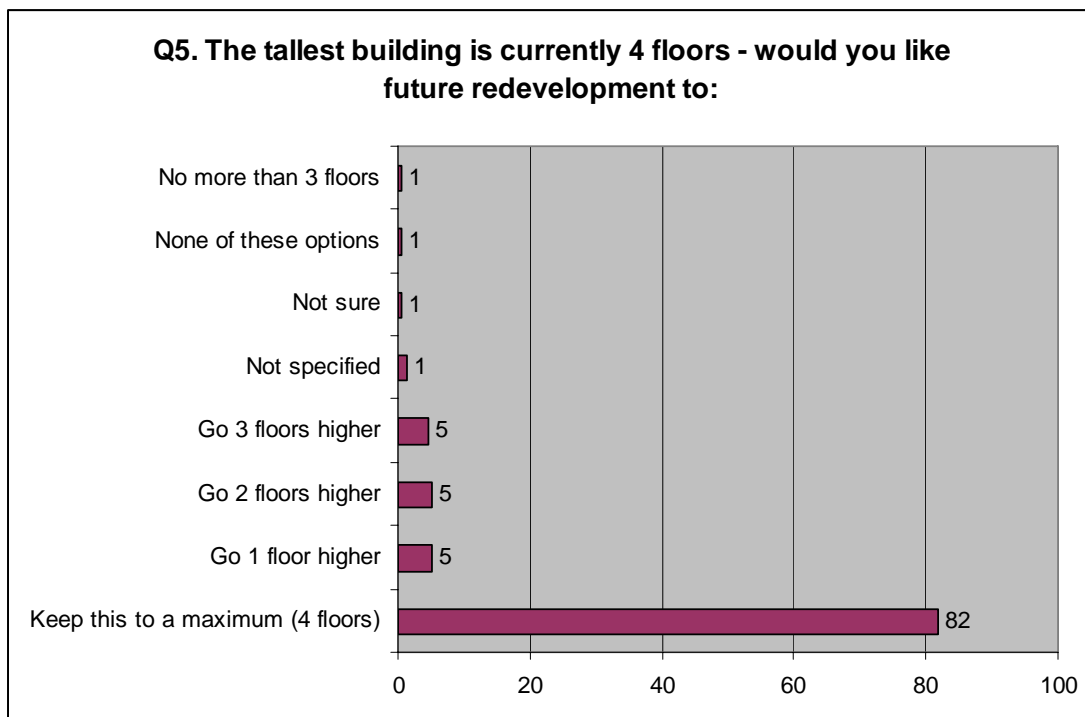
Uses least commonly mentioned were those associated with entertainment (e.g. function rooms, fitness centres) and parking.

### **3.5 Retention of the traditional brickwork**

The results from question four reveal that an overwhelming percentage of respondents expressed a desire to retain the traditional brickwork with 70% indicating that they felt this was extremely important and 13% listing this as important. 6% indicated that the retention of brickwork as extremely unimportant or and 5% as unimportant. Similarly, 5% of respondents were unsure.

### 3.6 Building height of future redevelopment

Question five of the questionnaire asked respondents to indicate how tall they would like the future redevelopment to be given the tallest existing building is 4 storeys. Of those surveyed, 82% expressed that they would prefer building height to be kept to a maximum of four floors. A total of 15% of respondents indicated that they would like future development to go 1 floor, 2 floors and 3 floors higher than the existing. 1% of respondents felt that building height should not exceed 3 storeys.



Base: All survey respondents (154)

### 3.7 Use of the land at rear of terraces for residential purposes

There was support for additional residential uses behind the terrace, with 31% of respondents supporting this. Additional uses which were suggested can be grouped into the following categories:

1. Green space/amenity space;
2. Parking;
3. Sport and fitness areas;
4. Café / restaurants with outdoor dining areas; and
5. Rear access for residents.

Suggestions for green space included opportunities for gardens, play areas for children, recreational space for residents and seating areas. As a side issue to this planning guidance, several also stressed a need for more green space in general in the Dalston area.

Parking for both residential and commercial occupiers of the site was another opportunity frequently mentioned by respondents.

Comments provided indicate a desire for low level social housing or the retention of this space for future residential development.

### 3.9 General comments

The questionnaire gave respondents the opportunity to provide any general comments regarding the draft guidance and proposed design options.

Of the 154 respondents, 98 provided additional comments which have been analysed for common themes and are summarised in Table 1.

There were also some lengthy submissions, the key themes of which are identified in the table below.

Table 1. Identified themes and summary of additional comments.

Identified Themes	Comment Summary
Aesthetics	Some comments presented relate to the redevelopment leading to overall improvements to the aesthetic quality of the terraces.
Building height	<p>The issue of building height was frequently mentioned by respondents. In particular, people stressed a need for the redevelopment to limit or restrict building height in order to preserve the character of the terraces and lesson their impact on the surrounding amenity.</p> <p>Several people also indicated their preference for the redevelopment to remain at three/four storeys.</p> <p>A number of negative comments were made regarding the building heights associated with many new development sites within the Dalston area.</p>
Consultation process	A small number of respondents provided comments on the public consultation process with one commending the Council in involving the community in the planning process. The remaining few responses questioned the weight of the consultation process in shaping the final design guidance.
Climate responsive design	Some of the comments provided relate to the redevelopment showcasing climate responsive design, including energy efficient measures.
Heritage/ historic value	<p>The preservation of the heritage and historic value of the terraces was most often raised by respondents.</p> <p>The comments provided indicate that respondents perceive the terraces to be of architectural or historic significance and that this should be considered in the redevelopment of the terraces. Additionally there was an emphasis placed on the use of original and traditional building materials in the restoration process.</p> <p>Comments also suggest that some people attribute a sense of attachment to the terraces and therefore consider the preservation and restoration of these buildings to be of high importance.</p>
Previous management and the future development of the terraces.	<p>A number of comments provided relate to the previous management of the terraces by Council. In particular the circumstances in which the terrace block came into disrepair and the historical change in ownership.</p> <p>Other general comments were made regarding other forms development approved by Council in Dalston and concerns that the redevelopment will take on similar appearance to these sites and others in London.</p>

No change to site	A small number of respondents expressed a desire for there to be no changes made to the terraces, stressing that the buildings lie within conservation area and exhibit strong traditional and historical values that should be retained as is.
Redevelopment that is sympathetic to surrounding character and amenity	Several respondents emphasised that need for the redevelopment to preserve the existing character within Dalston and be sympathetic to the surrounding amenity.  Comments relate to the preservation of the neighbourhood character, limiting the any amenity impacts (i.e. shadowing) on the adjoining Rhodes estate and requests for development that is complimentary to the surrounding properties.
Time to carryout the redevelopment	A significant amount of comments concerned the time associated with carrying out the redevelopment. More specifically, some respondents felt that this should have been carried out much sooner. Others stressed the need for works to be carried out as a matter of urgency.
Use of land at rear	Suggestions regarding the use of the land to the rear of the terraces were made. A preference was noted for green space i.e. gardens, parkland or amenity areas including a play area for children.
Uses within the development	The topic of use within the terraces was also frequently noted by respondents.  The uses suggested varied from shops and commercial premises, residential development (including affordable housing and climate responsive design) to mixed development including a variety of uses. Green space including parks, gardens and playgrounds were less often noted.

## 4.0 How the Guidance has been revised

### 4.1 Introduction

Based on the volume and quality of responses, it is clear that the Terrace is of importance and great interest to the local community. It is therefore crucial, that in taking the Planning and Design Guidance forward, the results of the consultation are included in a meaningful way.

### 4.2 Ground Floor Uses

On the issue of ground floor uses, the submissions indicated a definite desire to keep commercial uses on the ground floors. Responses for other opportunities for ground floor usage were clearly in favour of these commercial uses extending beyond the traditional 'shop' type uses, the current guidance reflects this by not attempting to limit uses to a single use or use class. The guidance has been amended to include guidance from the London Plan, Hackney's emerging Core Strategy and Phase 1 Dalston Area Action Plan (AAP), all of which identify the area as a Major Town Centre, and more specifically in the AAP as a 'Secondary Shopping Area' which promotes specialist and independent shopping alongside community/creative, third sector and leisure uses. This reflects the submissions to the consultation.

### 4.3 Housing

Submissions made it clear that there is a need for housing in the area, and that returning residential uses to the remaining terrace floors was a priority. In order to reflect this and reinforce this in the guidance, reference to the emerging Core Strategy's *Housing Density* and *Housing Growth* policies has been included in the guidance.

#### **4.4 Brickwork/façade**

The responses strongly favoured the retention of the traditional style of brickwork along the front of the terrace as an essential component of any refurbishment or development of the site, so the guidance should be strengthened to reflect this. The guidance has been strengthened to include the need for any rebuilding, should it be necessary, to be consistent with the rest of the terrace, including bricks, brick bonding, brick window arches and mortar joints. It has also added an additional sentence ensuring any rebuilt facades must be coherent with the rhythm and scale of existing buildings.

#### **4.5 Rear of the Terrace**

The use of land at the rear of the terraces opened up the most interesting range of discussion, with responses mostly falling into three categories being additional residential, amenity space, and parking. It may be difficult to accommodate all of these uses in any single restoration or development, however the appropriate uses as contained in the guidance, provides sufficient flexibility to permit this range of uses.

#### **4.6 Additional Height**

The responses to additional height also attracted an interesting range of responses, with a majority not wishing to see the development along the terrace gain any height over four storeys, and a some supporting up to seven storeys. Given the previous responses regarding the façade reflecting the existing scale, the guidance has not been amended to permit any additional height, and continues to limit height to four storeys along Dalston Lane. The comments on the façade and brickwork indicate that any fourth storey extensions should not be brick, therefore either in the form of a mansard or hipped roof, using traditional designs and materials. The guidance has been changed to reflect this. Additional wording has also been inserted to reflect the need for any additional development at the rear should be set back and designed in such a way as to not detract from the traditional features of the conservation area, and limited in height so as to not be seen from street level in Dalston Lane.

#### **4.7 Conclusion**

The consultation shows that the guidance in its original form was broadly consistent with expectations of the community, and the desire to see conservation-led regeneration to take place on this site. In order to accurately reflect the responses of the community however, there was some scope for some changes. As outlined above, these changes have been made in response to the submissions received on the Guidance.