

Hackney

**REPORT OF THE CHIEF TOWN
PLANNER**

**HACKNEY AND DALSTON
NEIGHBOURHOOD COMMITTEE
(04/02/98)**

**SHOREDITCH NEIGHBOURHOOD
COMMITTEE (11/02/98)**

**BOROUGH SERVICES COMMITTEE,
~~30/03/98~~ 18/02/08**

**Kingsland Conservation Area and
Kingsland Conservation Area
Partnership**

Classification DECISION	Enclosure
Ward(s) affected WESTDOWN DALSTON QUEENSBRIDGE HAGGERSTON MOORFIELD DE BEAUVOIR	18

SUMMARY

1 This report recommends that a conservation area be designated along the Kingsland Road between Shoreditch and Dalston, that an Action Plan for a Kingsland Conservation Area Partnership be approved and that the Council enter into a Conservation Area Partnership with English Heritage/Heritage Lottery Fund subject to the acceptance of the Action Plan and agreement of match funding from the Council. The report also recommends the setting up of a Conservation Area Advisory Committee covering the new Kingsland Conservation Area, the existing Albion Square Conservation Area and the de Beauvoir Conservation Area.

RECOMMENDATIONS

- (A) That the area shown on the Plan attached at Appendix A be designated as a conservation area to be known as the "Kingsland Conservation Area", as provided for under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990, and that officers carry out the notification and publicity required under Section 70 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- (B) That the Action Plan for a Conservation Area Partnership made recently to English Heritage/Heritage Lottery Fund is approved.
- (C) That officers are authorised to proceed with a Conservation Area Partnership with English Heritage/Heritage Lottery Fund, subject to confirmation by English Heritage of acceptance of the Action Plan and the agreement of Council match funding.
- (D) That officers be authorised to proceed with the setting up of a Conservation Area Advisory Committee covering the new Kingsland Conservation Area, the existing Albion Square Conservation Area and the de Beauvoir Conservation Area.

BACKGROUND

2. Following a Preliminary Bid for a Conservation Area Partnership (CAP) by the Conservation and Design Team in early August, the Council was informed by English Heritage/Heritage Lottery Fund in November that we have been successful in seeking funds for the A10 corridor between Shoreditch and Dalston.

3. EH and the Lottery have jointly offered L.B. Hackney £630,000 over three years (proposed profile: £180K in Years 1 and 2, and £270K in Year 3). The Council will be required to provide £540,000 (£180K in Years 1, 2 and 3). Hackney has received the sixth highest award in England; and the second highest in London.

4. The Kingsland CAP Bid was successful because it coincides with a London wide EH programme for the historic routes in and out of London. Haringey has won the next highest amount of money for another stretch of the A10 Corridor, and taken together these projects would form one of the largest conservation/regeneration initiatives in the UK. It will require the designation of a conservation area covering the area.

5. This matter was reported to Hackney and Dalston Neighbourhood Committee, Shoreditch Neighbourhood Committee and Borough Services Committee in September and October and approval was given to proceed to an Action Plan if the Preliminary Bid was successful, using a £10,000 grant from English Heritage for this purpose. Approval was also given to carry out consultation on the designation of a conservation area, the proposed Conservation Area Partnership and the creation of a Conservation Area Advisory Committee. Members of Borough Services, Shoreditch and Hackney & Dalston were subsequently informed by letter of the successful outcome of the Preliminary Bid.

6. This initiative is the same as the South Shoreditch Conservation Area Partnership which has now been running for two years. In the case of the Kingsland Road, however, the conservation area does not presently exist, although it is contained in the UDP list of proposed conservation areas. The designation and Action Plan work has been carried out in parallel in order to allow the CAP to commence in April 1998, and thus pick up where DCP leaves off.

7. Consultants were appointed at the end of November using the English Heritage grant. Colin J. Davis and Associates working with Antony Rifkin Associates were briefed to both prepare for the designation of the conservation area and to prepare an Action Plan. The programme is extremely tight, with the submission date for the Action Plan was technically January 9, 1998. English Heritage have insisted that this deadline was necessary to ensure an April start for the CAP round (despite announcements being at least a month and a half late this year). Nonetheless, officers were successful in negotiating an extension in order to ensure proper consultation and an effective Action Plan. The Action Plan has now been submitted and

awaits approval by English Heritage/Heritage Lottery Fund. The Action Plan has been distributed to Members.

THE PROPOSED CONSERVATION AREA

8 Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places an obligation on local authorities to determine which parts of their area are areas of special architectural or historic interest, the character of which it is desirable to preserve, and to designate those areas as conservation areas. The Kingsland Road is identified in the UDP as a proposed conservation area.

9 An Appraisal Document has been prepared for the proposed conservation area, and a copy has been deposited in the Members' Library.

10 The proposed Conservation Area constitutes a crucial element of London and Hackney's urban structure and contains many older buildings of value. The Kingsland Road was originally a Roman route and forms part of one of London's key historic arterial routes, and constitutes a valuable heritage asset for both Hackney and London. The nucleus of Medieval Shoreditch village was around the junction with Old Street and Shoreditch Church. The development of the southern part of Kingsland Road is closely linked also with Hoxton village. A surprisingly large number of early-mid 19th Century houses survive along Kingsland Road, easily identifiable by their elegantly proportioned upper windows and gauged brickwork. The shops on the ground floor have many inappropriate accretions but the character of the area is still discernible, for example at Kingsland Waste.

THE CONSERVATION AREA PARTNERSHIP ACTION PLAN

11 The CAP Action Plan prepared by the Consultants following analysis of the area and consultation has been provided directly to Members and a copy has been placed in the Members' Library.

12 The CAP Action Plan progresses the proposals contained in the successful Preliminary Bid in line with English Heritage/Heritage Lottery Fund guidance, contained in documentation provided to applicants. The Plan contains a targeted programme of financial assistance to buildings in the conservation area in the form of annual work plans. The strategy is based on the analysis of the conservation area contained in the Appraisal carried out, and also seeks to build on work carried out by DCP. The Action Plan identifies target buildings, the works required and their costs and resources available. The Plan is flexible, and the programme may be varied to meet targets and accommodate other suitable projects that may come forward.

13 Although the Action Plan is required to concentrate on repairs to buildings, it also contains proposals for public realm improvement projects: these will be developed and implemented in conjunction with Borough Services.

14 Management of the scheme: the bid for funding includes a bid for resources to manage what will be a substantial project in one of the largest

conservation area in the Borough. The methodology of the Action Plan requires a pro-active approach, and it is proposed to appoint a dedicated Project Officer to undertake all aspects of programming, marketing, and monitoring of repair schemes and the CAP budget.

15 The Action Plan proposes to establish a CAP Liaison Group which would meet regularly, and would involve the partners in the CAP, the Conservation Area Advisory Committee and the Project Officer.

16 The Conservation Area Partnership is fundamentally a regeneration initiative, and links have been formed with Haggerston SRB, which will provide resources for CAP projects.

CONSULTATION

17 Consultation leaflets were created and distributed before Christmas throughout the proposed conservation area, and a public meeting held on January 14, 1998. The leaflet contained a map of the proposed conservation area, and information sheets about conservation areas, Conservation Area Partnerships and Conservation Area Advisory Committees. The leaflet contained a response form, so that opinions and comment could be fed back to help shape the strategy and for inclusion in the preparation of the proposals. The leaflet was also sent to a wide range of groups, individuals, Council officers and Members before Christmas and in early January.

18 The outcome of the consultation is recorded in Appendix B. The response was relatively low, but almost entirely positive in respect of the three basic proposals: the conservation area, the Conservation Area Partnership and the Conservation Area Advisory Committee.

19 Officers are aware that the constraints placed on the consultation process by the tight timetable and the Christmas period may have affected the level of response. For that reason, and in order to ensure the continued and effective involvement of the community in the conservation area and Conservation Area Partnership initiatives, the Action Plan will emphasize opportunities for community involvement throughout the life of the Conservation Area Partnership, particularly through the Conservation Area Advisory Committee. Officers clearly understand the need for this involvement in order for the CAP to be a genuine and meaningful initiative.

20 The boundary of the proposed conservation area has been subject to consultation and close study by the consultants. The boundary has been altered in the light of this. The principal changes are:

- The exclusion of Dalston Town Centre
- Realignment with the existing de Beauvoir conservation area and the proposed extension
- Removal of an area to the east of the Kingsland viaduct
- Inclusion of St Leonard's Church, Shoreditch.

IMPLICATIONS OF DESIGNATION

- 21 Designation will allow the Council to ensure, through the planning system, that the special quality and value that has been identified in this area will be protected.
- 22 The designation of a conservation area means that development in the area is more closely controlled. The Town and Country (General Permitted Development) Order 1995 outlines how the permitted development rights that exist generally are restricted in conservation areas.
- 23 Designation will result in an increase in the number of applications which are the subject of advertisements and site notices, but overall there will not be a significant increase in the work load of the Development Control Service. The reduction in the degree of control that local planning authorities have over minor development in conservation areas also limits the potential increase in workload.
- 24 Designation is a pre-requisite for the proposed Conservation Area Partnership, and will allow it to proceed.
- 25 Design Guide: the appraisal document mentioned above will form the basis for the preparation of a Design Guide for best practice in development and alteration in the area. This will be prepared as part of the CAP programme.

CONSERVATION AREA ADVISORY COMMITTEE:

- 26 The meeting of Council on December 17, 1996 resolved that Conservation Area Advisory Committees (CAACs) be established for every conservation area in the Borough. Since then such a Committee has been established for the five Shoreditch conservation areas. It is also proposed to create a CAAC covering the new Kingsland Conservation Area, the existing Albion Square Conservation Area and the de Beauvoir Conservation Area.
- 27 This matter has been consulted on in conjunction with the proposed Conservation Area Partnership, and (as shown in Appendix B) the proposal has received support. The proposal will be consulted upon in the Albion Square Conservation Area and the de Beauvoir Conservation Areas in the immediate future in order to ensure the creation of the Conservation Area Advisory Committee at the start of the Conservation Area Partnership. Officers are aware of significant interest in both of these conservation areas in conservation area matters and anticipate support for setting up a Conservation Area Advisory Committee.
- 28 The meeting of Shoreditch Neighbourhood Committee of 14/01/1998 authorised officers to consult on the proposed extension of de Beauvoir Conservation Area. Consultation on the extension and the Conservation Area Advisory Committee will be carried out simultaneously over the whole de Beauvoir area.

29 As described above, there will be a clear role for the Conservation Area Advisory Committee in the Conservation Area Partnership. It is proposed that the Conservation Area Advisory Committee would operate according to the constitution recently adopted by the Shoreditch Conservation Areas Advisory Committee.

NOTIFICATION PROCEDURES

30 Section 70 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local authorities notify the Secretary of State for the Environment and English Heritage regarding the designation and to advertise the designation in the London Gazette and a local newspaper. In addition, officers will endeavour to notify each property in the conservation area about the designation and its implications, subject to resources being available for this purpose. Residents in the area will be provided with a summary of the implications of designation along with formal notification of designation.

RESOURCE IMPLICATIONS

31 The CAP Action Plan outlines the resources required by and identified for the Conservation Area Partnership. English Heritage/Heritage Lottery Fund have offered L.B. Hackney £630,000 over three years (proposed profile: £180K in Years 1 and 2, and £270K in Year 3). The Council will be required to provide £540,000 (£180K in Years 1, 2 and 3). A total of £180,000 is identified in the proposed Environment Capital Programme for 1998/99, consisting of two budgets.

- Dalston/Kingsland Corridor: Off-highway works (facelifting): £80,000
- Kingsland Conservation Area Partnership: £100,000

32 Haggerston SRB have confirmed a contribution of £10,000 to the 1998/99 CAP Programme, and future contributions are possible.

33 The additional Development Control/Conservation & Design costs and workload deriving from the designation of the Kingsland Conservation Area will be contained within existing staff and budgetary provisions. This includes the advertising of additional planning applications and the creation of a Conservation Areas Advisory Committee.

34 Management of the CAP: the proposed management of the Conservation Area Partnership is described above, and the costs involved have been bid for.

OBSERVATIONS OF HAGGERSTON SRB

35 The proposed Conservation Area Partnership is welcomed by Haggerston SRB and will complement and enhance the programmes of the SRB. £10,000 is being contributed by Haggerston SRB to the 1998/99 CAP Year 1 programme for targeted improvement of buildings on the Kingsland Road within the SRB area.

OBSERVATIONS OF THE BOROUGH SECRETARY AND SOLICITOR

36 The statutory authority for designation of conservation areas and the legal implications thereof are set out in the report.

OBSERVATIONS OF HEAD OF CORE FINANCE

37 If Members approve the proposals, the total cost of the scheme will be in the region of £1.18M, with £540k of this sum being funded internally through the Regulatory Services Capital Programme. This sum will be funded over a 3 year period and represents a commitment of £180k per year for the years 1998/99, 1999/2000 and 2001/2002. As a pre-commitment, this reduces Members ability to redirect resources over the period of the scheme.

38 In addition there will be some minor additional costs in terms of increased advertising of applications and Advisory Committee costs, which can be contained within the service area revenue budget. Under current capital financing arrangements, costs incurred on capital projects are funded through asset value rental charges. These are currently outside of directorate cash limits. There is thus no direct revenue implication from costs incurred within the directorate's capital programme.

Signed..... *Peter Davies* Date..... 27.1.98

PETER DAVIES

CHIEF TOWN PLANNER

Kevin Murphy

Lead Originator, Conservation and Design Officer

Date:

23 January, 1998

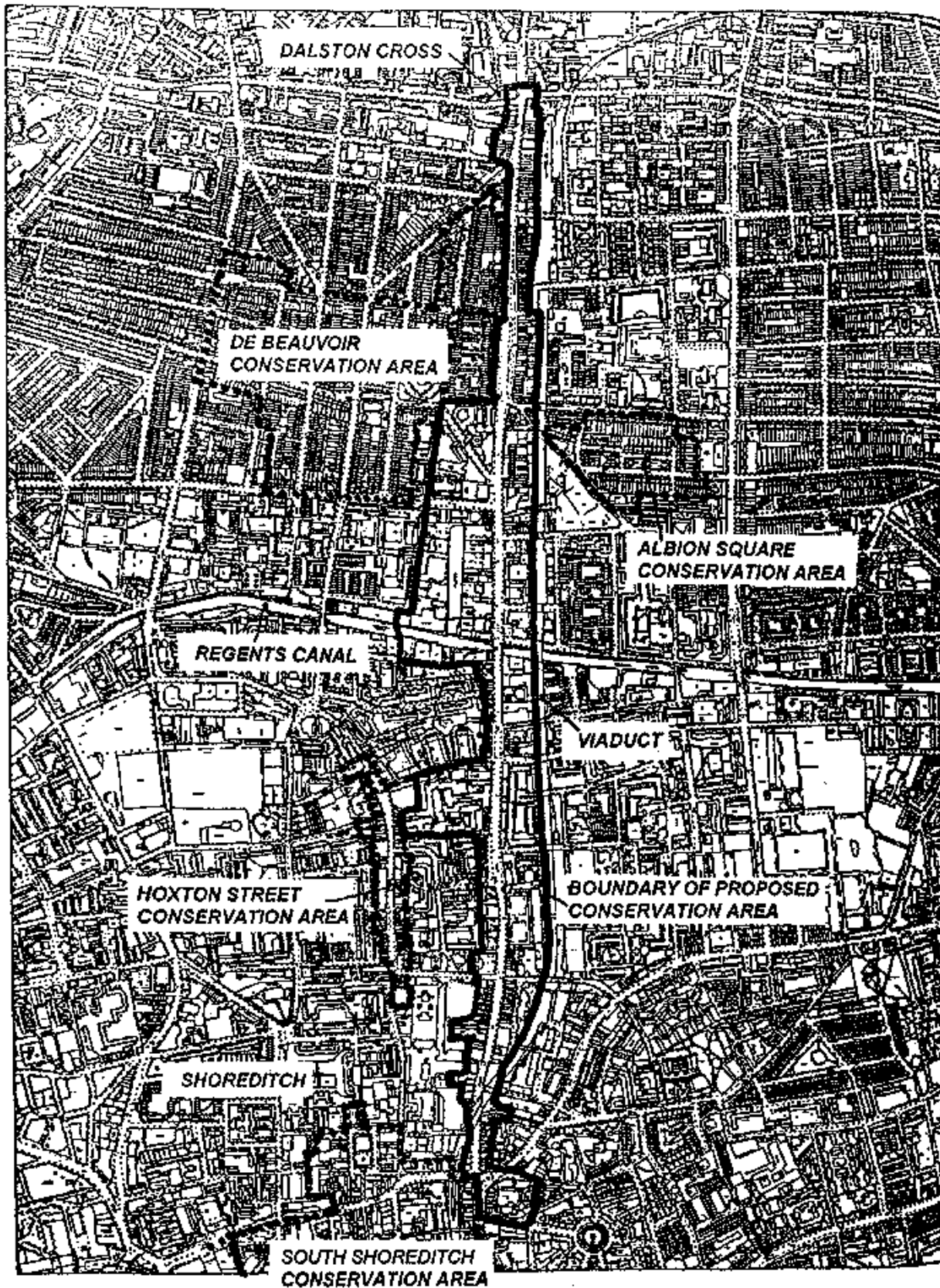
BACKGROUND PAPERS RELATING TO THIS REPORT

NO.	BRIEF DESCRIPTION OF BACKGROUND PAPER	NAME/DESIGNATION OF CONTACT OFFICER AND TELEPHONE EXTENSION	LOCATION OF ORIGINAL COPY
1.	Proposed Kingsland Road Conservation Area and Conservation Area Partnership Files	Kevin Murphy Ext. 8071	161 City Road

APPENDIX A: MAP OF THE PROPOSED CONSERVATION AREA

APPENDIX B: CONSULTATION RESPONSES

APPENDIX A



Crown Copyright (Scale 1:10400)

PROPOSED KINGSLAND CONSERVATION AREA



 **Transforming Hackney**



KINGSLAND CONSERVATION AREA

ANALYSIS OF CONSULTATION RESPONSES

Method

1. Consultation response questionnaires were delivered to approximately 1,500 addresses within the proposed conservation area.
2. Local resident' associations and groups were sent a consultation letter.
3. A public meeting was held on 14 January 1998.

Results of Consultation Questionnaires

20 Questionnaires/letters were returned (some relayed by telephone)

Q1. Do you consider that the proposed conservation area is one of special architectural and historic interest, and should its character be preserved and enhanced ?

YES - 16
NO - 1

Q2. Do you agree with the proposal to designate the conservation area ?

YES - 16
NO - 1

Q3. What do you value about the area in environmental terms ?

- No motorways
- The Geffrye Museum, Dalston street Market and Canal
- Mixed area
- Old buildings; mix of residential and business
- Not a lot - It needs massive investment
- Fine example of Victorian brickwork (Railway Arches) and Georgian buildings (Geffrye Museum)
- Its historic industrial heritage
- Diversity of architecture
- Markets, shops
- The canal, the Stonebridge gardens
- The old terraces and the old Roman Road
- The variety of architecture

Q4. What do you think are the environmental problems in the area ?

- Traffic
- Traffic congestion
- Traffic, grotesque buildings and absence of trees
- Litter, vandalism, pollution and lack of amenities
- Traffic and lack of play facilities
- Haphazard and obsolete signs
- Flyposting

- Traffic and rubbish
- Mix of run down historic buildings standing empty
- Vandalism
- Lack of heritage appreciation
- Lack of Investment
- Pollution and traffic
- Lack of parking
- Polluted canal
- Underused historic buildings

Q5. What buildings, areas, trees, and other features are particularly valuable to the area ?

- Regents Canal
- Geffrye Museum
- Borks factory and other factories
- Geffrye Museum Green Areas
- Cobbled back streets
- Victorian warehouses
- Haggerston Library
- Kingsland Basin
- Perseverence works
- St Leonards
- Old Metropolitan Hospital
- Shoreditch health centre
- Georgian houses
- Old factories
- Trees
- Row of houses between Lee Street and Richmond Road
- Tree outside 4 Lee Street
- Salvation Army building
- Old Roman Road
- New Mosque
- The Sower
- The Waste

Q6. Do you agree with the proposed boundary ? If not please feel free to draw on the map and return it with the form

- 8 Agree
- One said include triangle between Ablon Square Conservation Area and viaduct on eastern boundary
- One said include Hoxton Market
- One said include Buckingham/Calford/Tottenham roads to north of De Beauvoir Conservation Area
- One said include Ridley Road Market and the Canal
- Two said include Perseverence Works and Printing House Yard
- One said include Hoxton Street

Q7. Do you agree with the proposed Conservation Area Partnership ?

YES - 14
NO - 1

Q8. What specific things do you feel a Conservation Area Partnership should try and achieve ?

- Information and education on repair of buildings
- To improve general appearance of Kingsland Road and its immediate surroundings
- Should have a knock-on effect on surrounding areas
- Old buildings should be preserved
- Trees planted
- Pedestrian priority
- Reflect diversity and communities of the area
- Improve look of area and cleanliness
- Improved visual impact
- Restore buildings to encourage new uses
- Small grants to owners of existing properties
- Alternative uses for industrial buildings
- Improved communications
- Tackle worst features
- Refurbish best buildings and facades
- Preserve character and historic links
- Encourage development of good quality affordable commercial premises
- Encourage good quality shopfronts
- Encourage inward investment
- Street car system to reduce pollution
- Utilisation of vacant premises

Q9. Do you agree with the proposal to establish a Conservation Area Advisory Committee ?

- YES - 10
- NO - 5

Q10. If so would you be willing to participate on a Conservation Area Advisory Committee ?

- YES - 9
- NO - 6

Q11. Do you have any further comments regarding the proposals ?

- I would like to see Kingsland Road transformed so as to give it the appearance of a grand avenue entering the heart of London
- Great Idea 1. Would greatly contribute to economic regeneration of the area and help preserve Hackney's heritage
- This whole idea is a waste of time of money and should not go ahead
- Important that all sections of local community involved

SUMMARIES OF LETTERS FROM EXTERNAL CONSULTEES

London Transport
No comments

David Chippendale
No objections - will provide further information on possible schemes

Albion Square Conservation Residents Association
Supports proposals, will nominate a member for the CAAC

Hackney Society
Letter of support - responses included in questionnaire