



Agenda Item 8

TITLE OF REPORT : DALSTON PLAN SUPPLEMENTARY PLANNING DOCUMENT (SPD)			
Key Decision No. NH Q46			
CABINET (2021/22)	MEETING	DATE	CLASSIFICATION:
		24 May 2021	OPEN
WARD(S) AFFECTED			
ALL WARDS			
CABINET MEMBER			
Deputy Mayor, Councillor Nicholson Cabinet Member for Housing Supply, Planning, Culture and Inclusive Economy			
KEY DECISION			
Yes			
REASON			
The draft Dalston Plan is an area-based planning document that contributes towards the Borough-wide growth strategy set out in LP33. As such it has impacts beyond the immediate Plan Boundary area.			
GROUP DIRECTOR			
Ajman Ali			
Group Director of Neighbourhoods & Housing			

1. CABINET MEMBER'S INTRODUCTION

- 1.1 The regeneration of Dalston Town Centre is vital to ensure the future success of the area as we build a fair recovery from the Covid pandemic.
- 1.2 The Dalston Plan Supplementary Planning Document (SPD) delivers on the Mayor's Manifesto commitment to prepare a new plan for Dalston Town Centre to shape its future. It does so by seeking to protect the Eastern Curve Garden, to support a thriving Ridley Road Market and seeks to shape the plans for the future of the Kingsland Shopping Centre. These will be achieved through the provision of detailed area-specific planning policy guidance. The preparation of the new plan has been informed by an extensive evidence base that includes feedback from a wide variety of consultations with the local community. This incorporated outputs from the extensive community engagement undertaken through the Dalston Conversation.
- 1.3 The draft Dalston Plan has been developed following the Borough-wide Local Plan 2033 (LP33), which was adopted during July 2020. LP33 is the key strategic planning document used to direct and guide future growth and development across the Borough. It identifies Dalston as a key area for growth and as a Major Town Centre.
- 1.4 During the next fifteen years Dalston will continue to be an area that experiences significant change. In response to those anticipated changes, the Manifesto commits to retaining the Eastern Curve Garden, to support a thriving Ridley Road Market and seeks to shape the plans for the future of the Kingsland Shopping Centre. These objectives have all been incorporated into the draft Dalston Plan SPD. The draft Dalston Plan SPD also builds on a number of corporate strategies from across the Council to help form guidance that benefits all of Hackney's residents and business community.
- 1.5 The draft Dalston Plan SPD sets out a comprehensive spatial strategy that seeks to coordinate development of private and Council-owned sites across the Town Centre. This includes sites located at Ashwin Street and Dalston Lane, the Kingsland Shopping Centre, and the public realm across the surrounding Town Centre. The draft document sets out themed objectives and strategies, a height strategy, detailed site proposals and a delivery plan.
- 1.6 Over the past three years a range of technical studies have been commissioned to support and inform the preparation and production of the

Dalston Plan. These studies have been reviewed alongside feedback from extensive public engagement undertaken, including the Dalston Conversation and the Towards a Dalston Plan: Key Issues and Objectives consultation.

1.7 The Council's Planning Service and Area Regeneration Team have worked closely with other Services to develop a holistic approach towards shaping the future of Dalston; which informed the preparation of the draft SPD. Approval is sought to go forward for a wider statutory phase of public conversation and consultation during Spring 2020 (under Planning Regulation 12).

1.8 I commend this report to the Cabinet.

2. GROUP DIRECTOR'S INTRODUCTION

2.1 This report seeks Cabinet's approval for the publication of the draft Dalston Plan SPD for public consultation (under Regulation 12).

2.2 Following adoption by the Council, the Dalston Plan SPD will sit alongside and complement growth strategy, planning policies and site allocations in the borough-wide Local Plan 2033. The SPD will provide additional planning guidance that supplements the Council's Statutory Development Plan and will be used to determine planning applications in Dalston.

2.3 Approval is sought to consult Dalston's residents, businesses, stakeholders, visitors and statutory bodies on the draft Dalston Plan SPD.

3. RECOMMENDATION

3.1 **Cabinet is asked to:**

- 1. Approve the draft Dalston Plan SPD (Appendix 1) for public consultation.**
- 2. Delegate authority to the Head of Planning to approve administrative alterations, graphical, typographical amendments, to improve cross referencing (e.g para numbering, page numbering) and ahead of consultation.**

4. REASONS FOR DECISION

- 4.1 Continuous consultation and engagement with stakeholders and the public is integral to producing local plan documents. Consultation on the draft SPD is required in accordance with Regulation 12 of the Town and Country Planning (Local Planning) (England) Regulations 2012 and will help inform and influence the final version of the SPD.

5. DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

- 5.1 There are no alternative options. Consultation on the draft Dalston Plan SPD is required to comply with the Regulations.

6. BACKGROUND

6.1 Introduction

- 6.1.1 The Dalston Plan is a SPD that has emerged from the Mayor's Manifesto (2018) commitment of putting local residents, organisations and businesses at the heart of work to prepare a new plan to shape future growth and development across the Town Centre. The Manifesto commits to retaining the Eastern Curve Garden, to support a thriving Ridley Road Market and seeks to shape the plans for the future of the Kingsland Shopping Centre. These commitments have been incorporated as objectives into the draft Dalston Plan. The draft Dalston Plan SPD also builds on a number of corporate strategies from across the Council to help form guidance that benefits all of Hackney's residents and business community.
- 6.1.2 The Local Plan, LP33, provides the strategic framework for shaping future growth and regeneration across the Borough until 2033. The purpose of the draft Dalston Plan SPD is to build upon LP33's Dalston Place Policy PP2; providing detailed area-specific guidance; being informed by an extensive evidence base that includes feedback from various consultations with the local community. It is a SPD that aims to create a better place for Dalston's residents and communities; physically, economically, environmentally and socially.
- 6.1.3 The new Plan SPD sets out a comprehensive spatial strategy that meets planning policy requirements by coordinating development of private and Council-owned sites. This includes opportunities located around Ashwin Street and Dalston Lane, the Kingsland Shopping Centre, and the public realm across the surrounding Town Centre. Additionally, the new Plan SPD sets out other relevant strategies for the Town Centre. These seek to address provision of green infrastructure, transport, buildings, employment,

retail, the arts and night-time economy. These objectives will help shape the area holistically to meet the needs of future growth.

6.1.4 The key objective for the Dalston Plan SPD is to manage development pressures and other changes in the Town Centre, whilst maintaining and enhancing the area's special visual character and appearance and simultaneously improving opportunities for the local community. The Dalston Plan SPD ~~Plan~~ brings together a range of workstreams from services across the Council including the Regeneration, Street Scene, Culture and Property teams. This seeks to provide a holistic approach to future development proposals and improvements to the Town Centre. The document sets out objectives, themed strategies and site proposals for the Town Centre in light of significant forthcoming change as well as a clear delivery plan for how and when any improvements will happen.

6.2 Policy Context

6.2.1 Following adoption the Dalston Plan SPD will form supplementary guidance to the local development plan (Local Plan 2033). It will provide further detailed guidance to the area-focused growth strategy, planning policies and site allocations set out in LP33. The Local Plan is key to shaping the future of Dalston Town Centre. In addition to setting the policy context for the new Dalston Plan SPD it also supersedes the Dalston Area Action Plan (adopted in 2013). LP33 also sits within a regional policy framework under the GLA's London Plan, which identifies Dalston as a key growth area

6.2.2 The Borough-wide Local Plan designates Dalston as a Major Town Centre under LP33 Policy LP32 Town Centres. Another key policy objective for the Town Centre is set out under LP33 Policy LP13 Affordable Housing. This seeks to secure a minimum of 50% of new additional genuinely affordable housing from housing schemes of 10 units or more.

6.2.3 LP33 also identifies and allocates key strategic development sites across the Borough. LP33 Site allocation Policies D1 - D10 relate to ten sites in Dalston. The Dalston Plan SPD provides further detailed guidance to these site allocation policies.

6.2.3 The Dalston Plan SPD sets out a vision for the future development of Dalston Town Centre, acting as a guide for development and improvements for the area, providing supporting guidance to the framework Local Plan Policies. The new SPD Plan will be a material consideration in the determination of planning applications in Dalston Town Centre. The Dalston Plan SPD will also provide

guidance for projects outside of the planning process, including open space and public realm initiatives.

6.2.4 The new SPD Plan supports the delivery of the growth strategy for Dalston as outlined in the LP33. It identifies the opportunities for delivering over 600 new homes, 700 sqm additional community space, 14,000 sqm of commercial and workspace (including retail and office space) across the Town Centre. The aim of the Dalston Plan SPD is for all residents and local businesses to share in the successes of Dalston, seeing an improved area and quality of life through access to more open space, better movement, high quality and affordable homes, community facilities, skills, training and employment. Importantly, Dalston's vibrance as a place will be enhanced, not lost.

Vision and Objectives

6.2.5 The draft Dalston Plan SPD key objectives are set out in the following themes summarised below:

Greater access to nature and green, open space

6.2.6 To ensure Dalston will be greener with more street trees and green infrastructure. Also to ensure the protection of the existing green space at Dalston Eastern Curve Garden. In order to achieve this objective new development will provide more green and open space for the whole community. There will be significant public realm improvements across the Town Centre. These will focus on Kingsland High Street, Dalston Lane, Ridley Road and Ashwin Street. Existing open space at Gillett and Dalston squares will also be improved.

Sustainable transport options and high quality public realm

6.2.7 By 2035 there will be significantly more choice for sustainable modes of transport, with more and better quality alternative routes across the Town Centre. In addition to walking and cycling, the use of electrically charged cars will be encouraged and facilitated. Collectively these measures will seek to reduce motor vehicle usage and air and noise pollution. Active travel and improved air quality will contribute to Dalston becoming a healthier and safer place for residents to live, spend time and move through.

High quality new buildings and affordable homes

6.2.8 This objective seeks to preserve the Town Centres historic environments through careful management and enhancement of its heritage assets and townscape character. Area-specific design guidance will be utilised to secure high quality development that is sensitive to its local context.

6.2.9 The development of the opportunity sites seeks to deliver over 600 new additional homes across the Town Centre. It will also provide a mechanism for maximising the delivery of new additional genuinely affordable homes that meet local needs and provide positive benefits for the area as a whole. The redevelopment of the Kingsland Shopping Centre site in particular will improve public realm and provide new accessible walking and cycle-friendly links.

Supporting a vibrant and diverse town centre, with job opportunities

6.2.10 A positive, balanced land use strategy will set the basis for a diverse mix of uses across the Town Centre. These will include employment, retail, cultural, leisure and residential uses. In parallel the strategy will also seek to protect and enhance the value of the Dalston Quarter as a concentrated area of community, creative and cultural activities.

6.2.11 The Council will facilitate the delivery of 14,000 sqm commercial and workspace (including retail and office space) in Dalston by 2035. At least 10% of this proposed new workspace will be delivered as genuinely affordable provision. Existing creative, cultural and social organisations, including Ridley Road Market, will be supported in order that they continue to thrive.

Supporting arts, culture and the night-time economy in Dalston, in a safe way

6.2.12 Building on the area's reputation for cultural venues, the evening and night-time economy will be supported. The Dalston Plan SPD will encourage the delivery of an even more diverse offer, including through the provision of 672 sqm additional community space. The new SPD Plan seeks to manage and mitigate any adverse impacts such as antisocial behaviour and crime, in order to ensure all residents, businesses and visitors feel safe.

Character Areas and site-specific guidance

6.2.13 The draft Dalston Plan SPD identifies 10 Opportunity Sites within the Dalston boundary. For each site, the draft Dalston Plan SPD sets out guidance in relation to the appropriate land use mix, massing building heights and includes key development principles to guide future development that comes forward.

Crossrail 2

6.2.14 The preparation of the Dalston Plan Supplementary Planning Document (SPD) aims to deliver on the Mayor's Manifesto commitment 'to prepare a new plan for Dalston Town Centre to shape its future and ensure that it benefits from the proposed new Crossrail 2 station'.

6.2.15 The Dalston Plan SPD has been prepared during a period of uncertainty about the future of Crossrail 2 and the safeguarded sites related to the initial proposals. The uncertainty of the proposed scheme was due to the continued delay and rising cost of the original Crossrail scheme, which as of December 2020 remains unfinished. The possible impact of the global Covid pandemic upon public transport travel patterns and overall demand have also influenced the decision on the future of the Crossrail 2 proposals.

6.2.16 During Autumn 2020 work on the Crossrail 2 proposals was placed in abeyance indefinitely. The primary reasons for this decision was the combination of the reduced levels of income and patronage for Transport for London public transport services, and the corresponding funding deal with the Government. In November 2020 Hackney Council sought clarification from the Mayor of London and TfL on the future of safeguarded sites, including sites in Dalston. This information was sought in order to ensure that the uncertainty around Crossrail 2 does not unnecessarily restrict the delivery of town centre plans, including sites in the Dalston Plan SPD.

Delivery and implementation

6.2.17 Most development requires planning permission (other than that allowed under 'permitted development rights') and a key mechanism for delivering the Dalston Plan SPD will be the Council's decisions on planning applications in the area. The policies set out in LP33, alongside the Dalston Plan SPD, once adopted, will provide the framework for decision-taking. The delivery of the Opportunity Sites will play a key role in achieving the identified employment, housing, retail and infrastructure needs for Dalston.

Key Dates

6.2.18 The key dates in the production of the Dalston Plan SPD are outlined below:

Plan Making Stage	Dates
Cabinet of approval of draft Dalston Plan SPD	May 2021
Dalston Community Panel Meeting	Early May 2021
Consultation on the draft SPD	June - July 2021
Preparation of final SPD / incorporating feedback	Summer 2021

6.3 Equality Impact Assessment

6.3.1 An Integrated Impact Assessment, which includes an Equalities Impact Assessment, was undertaken in support of the LP33. This was required in order to comply with the public sector equality duty in the Equality Act 2010 by having due regard to:

- Eliminating discrimination, harassment, and victimisation;
- Advancing equality of opportunity between persons who share a protected characteristic and persons who do not share it; and
- Fostering good relations between persons who share a relevant protected characteristic and persons who do not share it.

6.3.2 LP33 contains 58 policies plus 10 overarching place policies covering a range of issues identified at previous stages of the plan-making process and through the requirements of the London Plan. They are grouped into the following chapters:

- Places for People
- Protecting and enhancing heritage and leading the way in good urban design
- Hackney's People
- Meeting Hackney's Housing Need
- A Strong and Competitive Economy which Benefits All
- Planning for Vibrant Town Centres
- Improving Accessibility and Promoting Sustainable Transport
- Hackney's Green and Open Spaces
- Climate Change

6.3.4 The aim of the Dalston Plan SPD is to provide a sustainable balance of retail, commercial, housing, leisure and entertainment uses within the Town Centre. Considerations include greater access to shops for those with reduced mobility (including families), supporting independent businesses and retail, retaining the affordable food offer at Ridley Road Market, encouraging liveable neighbourhoods through providing a civic hub, urban greening, and promoting sustainable transport.

6.3.5 The draft Dalston Plan SPD supplements the LP33 by providing local design guidance and does not itself create new policies. There will not be any detrimental impact to groups with protected characteristics under the Equality Act 2010 caused by the adoption of this SPD, rather it works towards building a more inclusive economy and environment.

6.4 Sustainability

6.4.1 The draft Dalston Plan SPD supplements the Local Plan and does not create new policies. A Strategic Environmental Assessment and Sustainability Appraisal (SA) has already been undertaken as part of the Integrated Impact Assessment of the new Local Plan to ensure that the new draft Plan SPD meets agreed sustainability objectives.

6.4.2 However, sustainability weaves through many of the objectives of the draft Dalston Plan SPD. From improving and introducing new green space across the Town Centre, aiming to achieve a Urban Greening Factor of at least 0.4, providing further guidance on the urban green opportunities for each of the opportunity sites, supporting the planting of street trees, encouraging electric car use and active travel, recommending sustainable construction methods and materials. The draft Dalston Plan SPD is committed to tackling the current Climate Emergency through the delivery of new development via planning system.

6.5 Consultations

6.5.1 This draft Plan SPD was prepared with extensive involvement of local residents, businesses and communities, complying with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) and Hackney's Statement of Community Involvement (SCI). The consultation material and strategies have been guided by the Dalston Officer Working Group and the Dalston Community Panel, and the feedback from the consultations have informed each stage of the plan-making process.

6.5.2 The various consultations and methods we have undertaken over the past 3 years are set out below:

The Dalston Conversation consultation (2018-2019)

6.5.3 The Council held an initial consultation between September 2018 and April 2019 called the Dalston Conversation. This spanned a wide range of issues in addition to seeking comments on emerging planning policy. It sought to establish a broad insight into the local community's issues and aspirations for Dalston Town Centre. About 5,000 people took part in the consultation. Their

comments have shaped the draft objectives for the Plan. More information on the feedback from this public engagement can be found at [Dalston Conversation consultation report](#).

Dalston Community Panel (2019 - ongoing)

6.5.4 The Council established the Dalston Community Panel in the Summer of 2019 to enable ongoing dialogue with key stakeholders in the local community and to help shape engagement going forward. The Panel played a key role in informing the key issues and engagement consultation document and the supporting communication strategy. The Council has continued to host the Community Panel during the Pandemic, with the first virtual Panel held in September 2020. Organisations that have taken part in the Panel process include:

- Residents associations and community representatives
- Workspace and studio providers
- Faith organisations
- Cultural venues
- Third sector organisations
- Night time economy
- Landowners
- Developers
- Councillors
- Council officers

Key Issues and Objectives consultation (January - March 2020)

6.5.5 The Towards a Dalston Plan: key issues and objectives consultation launched on 27 January 2020 and closed on 13 March 2020. During the consultation the Council engaged with a wide range of residents, businesses, organisations, and local communities. Overall, the Council received 1294 online contributions and spoke to over 150 participants at a range of events, which helped us consolidate the draft objectives into the overarching objectives for Dalston found in this Plan (see Part 5 for the themed Strategic Objectives). The consultation report providing an analysis of the feedback can be found at <https://hackney.gov.uk/dalston-spd>

Streets and Open Spaces Workshop (September - October 2020)

6.5.6 Between 16 until 23 September 2020, the Council held a series of live Officer-led workshop events at the Dalston Eastern Curve Garden in order to help inform the development of the Dalston Plan SPD. Attendees were asked to identify on basemaps their preferred locations for streets and open spaces across the Kingsland Shopping Centre opportunity site, if it were to be redeveloped.

6.5.7 The sessions were the first of their kind organised by the Council during the Covid-19 Pandemic and were carefully managed to ensure they were safe. Following these sessions the Council launched an on-line version of the workshop and the output from the live and virtual workshop sessions has been used to inform the preparation and production of the Plan.

Always open to feedback

6.5.8 The Council is committed to meeting local stakeholders throughout the plan making process, including outside of formal consultation times.

6.6 Risk Assessment

6.6.1 A full risk assessment has been carried out as part of the project plan produced for the SPD. This includes considering the potential risks associated with the Covid-19 Pandemic, including possible impacts to community engagement and changing demand for Town Centre uses. Another key consideration was Crossrail 2 safeguarding and the potential abortion of the major infrastructure project during the SPD's lifetime. The risk assessment process has considered the level of risk and measures to mitigate any possible adverse impacts.

7. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES

7.1 There is no direct financial implication from the reports recommendations. The cost of the consultation is included in the service budgets

8. COMMENTS OF THE DIRECTOR OF LEGAL & GOVERNANCE

- 8.1 Article 13.5 of the Constitution which authorises Cabinet to determine key decisions, such as the present matter that are significant in terms of its effects on communities living or working in an area comprising two or more wards in the area of the Council.
- 8.2 Cabinet is authorised to approve the recommendations in this report pursuant to the Mayor's Scheme of Delegation, the adoption/amendment of policies related to matters including the Local Plan are delegated to the Executive (ie Cabinet).
- 8.3 SPDs are described in Regulation 5 of the Town and Country (Local Planning) (England) Regulations 2012. They are documents prepared by a local authority that are not Local Plan documents. They are local development documents containing statements regarding matters including the development and use of land which the local planning authority wishes to encourage during any specified period and any environmental, social, design and economic objectives relevant to the attainment of the development and use of such land.
- 8.4 The LPA must prepare SPDs in accordance with their statement of community involvement (section 19(3), Planning and Compulsory Purchase Act 2004). The statement of community involvement is a document which sets out an Local Planning Authority's policy for consulting and engaging with individuals, communities and other stakeholders, both in the preparation and revision of LDDs and in development control decisions (*section 18(2), PCPA 2004*).
- 8.5 Under Regulation 8 of the Town and Country (Local Planning) (England) Regulations 2012, any policies in a SPD must be consistent with the adopted development plan.
- 8.6 Part 5 of the Town and Country Planning Act (Local Planning) England Regulations 2012 sets out the regulations that must be adhered to when preparing an SPD. In summary, the regulations require that Local Planning Authorities;
- Allow any person to make representations about the SPD, make the document available for viewing, and set a date by which this must be received (being not less than 4 weeks).
 - Prepare a statement setting out who was consulted, a summary of the main issues, and how these issues have been addressed.
 - Prepare an adoption statement setting out the date on which the SPD was adopted, and that any person with sufficient interest

may apply to the High Court for permission to apply for judicial review of that decision, no later than 3 months after the adoption date.

8.7 Once the Dalston Plan SPD has been adopted as a Supplementary Planning Document and forms part of the Council's Local Plan, it will have material weight as a planning consideration when determinations are made with respect to planning applications

APPENDICES

Appendix 1	Draft Dalston SPD Supplementary Planning Document
-------------------	---------------------------------------------------

BACKGROUND PAPERS

None

Report Author	Lizzie Bird Deputy Manager, Strategic Planning lizzie.bird@hackney.gov.uk
Comments for and on behalf of the Group Director of Finance and Corporate Resources	Simon Theobald - Tel 0208 356 2396 Group Accountant simon.theobald@hackney.gov.uk
Comments for and on behalf of the Director of Legal & Governance	Christine Stephenson - Tel. 020 8356 3578 Specialist Lawyer (Commercialisation, Sustainable Procurement and Regulatory) christine.stephenson@hackney.gov.uk