



Planning: Heritage and Climate Change

Skills, Economy and Growth Scrutiny Commission
17 January 2024



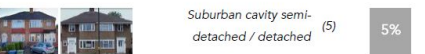
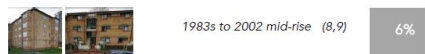
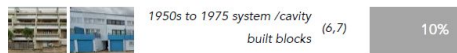
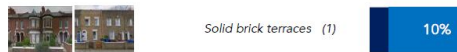
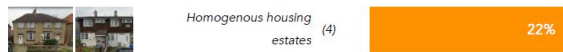
- **Part 1:** Hackney Built Environment
- **Part 2:** What is Retrofitting?
- **Part 3:** Hackney and the Greater London Authority
- **Part 4:** Emerging Work
- **Part 5:** Suggested ways forward

Part 1: Hackney: Built Environment



London: Typologies

Categorising the London housing stock to identify key archetypes



Local authority

- City of Westminster
- Kensington and Chelsea
- Camden
- Hammersmith and Fulham
- Lambeth
- Brent
- Hillingdon
- Bromley
- Harrow
- Newham
- Waltham Forest
- Haringey
- Redbridge
- Merton
- City
- Wandsworth
- Islington
- Hackney**
- Tower Hamlets
- Greenwich
- Barnet
- Hounslow
- Southwark
- Enfield
- Lewisham
- Havering
- Bexley
- Barking and Dagenham
- Kingston-upon-Thames
- Richmond
- Sutton
- Croydon
- Ealing

	3	4	1	6 + 7	10 + 11	8 + 9	5	2
	Solid brick mansion blocks and converted street properties	Homogenous housing estates (solid or cavity or system)	Solid brick terraces	1950s to 1975 system/cavity built blocks	Built from 2007	1983s to 2002 mid-rise flats	Suburban cavity semi-detached with gas boilers	Solid brick non-terraces
City of Westminster	86.2%	1.1%	8.3%	11.0%	4.0%	6.2%	0.1%	1.0%
Kensington and Chelsea	71.4%	0.5%	9.7%	6.7%	2.6%	4.5%	0.0%	1.2%
Camden	66.7%	1.3%	5.4%	10.6%	4.4%	4.2%	0.2%	2.1%
Hammersmith and Fulham	56.8%	1.0%	16.2%	5.8%	5.3%	4.2%	0.1%	1.4%
Lambeth	46.7%	6.4%	10.3%	9.6%	6.0%	5.4%	0.6%	3.6%
Brent	36.8%	23.4%	8.1%	6.5%	5.7%	6.3%	4.2%	4.5%
Hillingdon	6.1%	48.6%	2.7%	10.0%	7.0%	5.7%	17.5%	4.3%
Bromley	11.4%	43.2%	5.6%	8.8%	5.4%	4.5%	17.0%	7.0%
Harrow	15.3%	48.2%	4.0%	6.5%	6.8%	4.6%	11.7%	5.9%
Newham	16.7%	16.2%	25.0%	12.9%	6.4%	7.6%	1.5%	1.3%
Waltham Forest	27.0%	19.7%	23.6%	7.3%	4.9%	5.8%	1.9%	3.0%
Haringey	35.9%	9.8%	22.7%	8.6%	4.0%	5.3%	0.5%	3.5%
Redbridge	13.8%	36.7%	15.5%	7.2%	4.4%	5.1%	5.3%	5.3%
Merton	19.8%	27.4%	15.4%	6.1%	6.1%	5.8%	2.4%	6.6%
City	30.3%	0.0%	0.2%	33.7%	8.1%	12.8%	0.0%	0.1%
Wandsworth	37.7%	4.6%	16.3%	13.3%	6.3%	5.6%	0.4%	3.0%
Islington	48.7%	2.0%	7.8%	13.0%	7.4%	6.5%	0.2%	1.0%
Hackney	45.0%	3.4%	9.3%	12.8%	8.7%	7.1%	0.2%	0.9%
Tower Hamlets	19.0%	2.2%	3.5%	20.4%	13.6%	16.7%	0.4%	0.3%
Greenwich	17.8%	21.6%	12.9%	12.1%	9.5%	4.6%	3.6%	3.8%
Barnet	20.6%	28.3%	5.5%	8.3%	8.8%	7.7%	7.5%	8.0%
Hounslow	15.0%	30.4%	7.1%	10.0%	8.7%	7.2%	6.3%	6.0%
Southwark	34.1%	3.6%	8.8%	12.8%	8.2%	10.3%	0.7%	2.4%
Enfield	13.2%	35.8%	12.6%	10.6%	4.2%	8.6%	4.5%	4.6%
Lewisham	31.4%	16.6%	12.2%	8.8%	6.4%	7.1%	1.8%	4.1%
Havering	4.4%	59.4%	2.5%	8.7%	6.9%	3.7%	12.0%	4.6%
Bexley	4.7%	54.2%	6.1%	8.7%	5.0%	5.4%	15.6%	4.5%
Barking and Dagenham	7.8%	52.1%	6.1%	10.0%	7.6%	4.3%	5.2%	1.3%
Kingston-upon-Thames	10.7%	37.2%	3.3%	8.2%	5.0%	5.8%	10.8%	16.9%
Richmond	21.9%	20.1%	14.2%	8.9%	4.7%	4.7%	4.0%	12.4%
Sutton	9.6%	39.8%	4.3%	11.1%	5.9%	7.7%	6.9%	7.6%
Croydon	16.4%	32.7%	12.7%	9.3%	6.6%	4.6%	10.1%	7.5%
Ealing	24.6%	25.8%	10.9%	10.8%	5.8%	5.6%	5.2%	6.6%



Hackney: Typologies

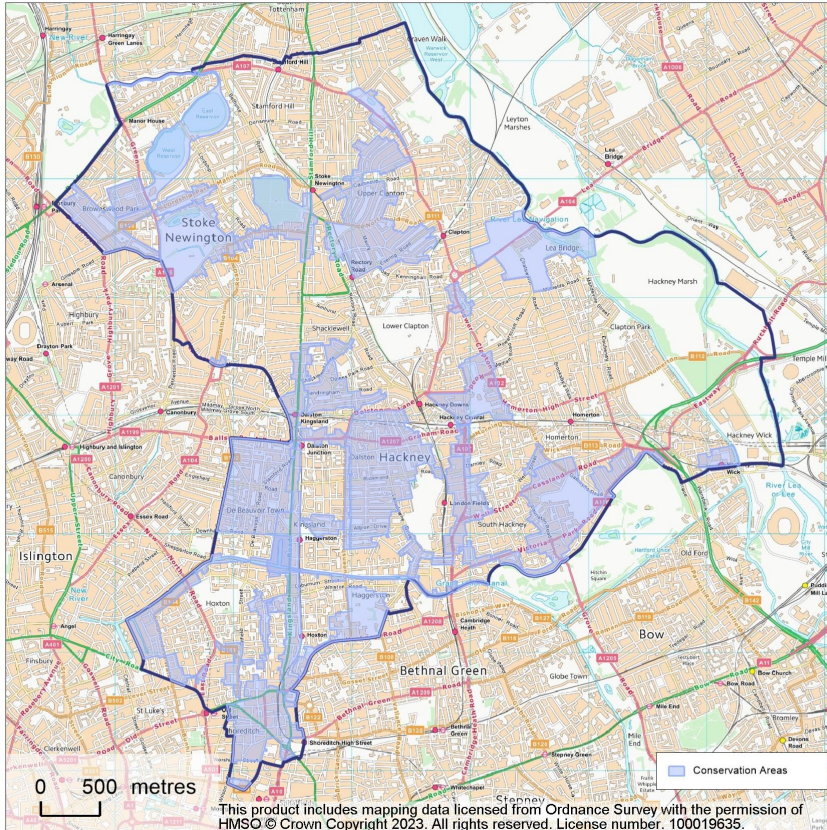


- Approx 55.2% of Hackney buildings are historic and traditionally constructed i.e. Georgian, Victorian and Edwardian buildings
 - Constructed pre-1919 with solid walls (not cavity construction)
 - Requires a more considered retrofit approach regardless of heritage issues

Solid brick mansion blocks & converted street properties	Homogenous housing estates (solid or cavity ot system)	Solid brick terraces	1950s to 1975 system//cavity blocks	Built from 2007	1983 to 2002 mid-rise flats	Suburban cavity semis/detached with gas boilers	Solid Brick-non terraces
45%	3.4%	9.3%	12.8%	8.7%	7.1%	0.2%	0.9%



Heritage: Conservation Areas

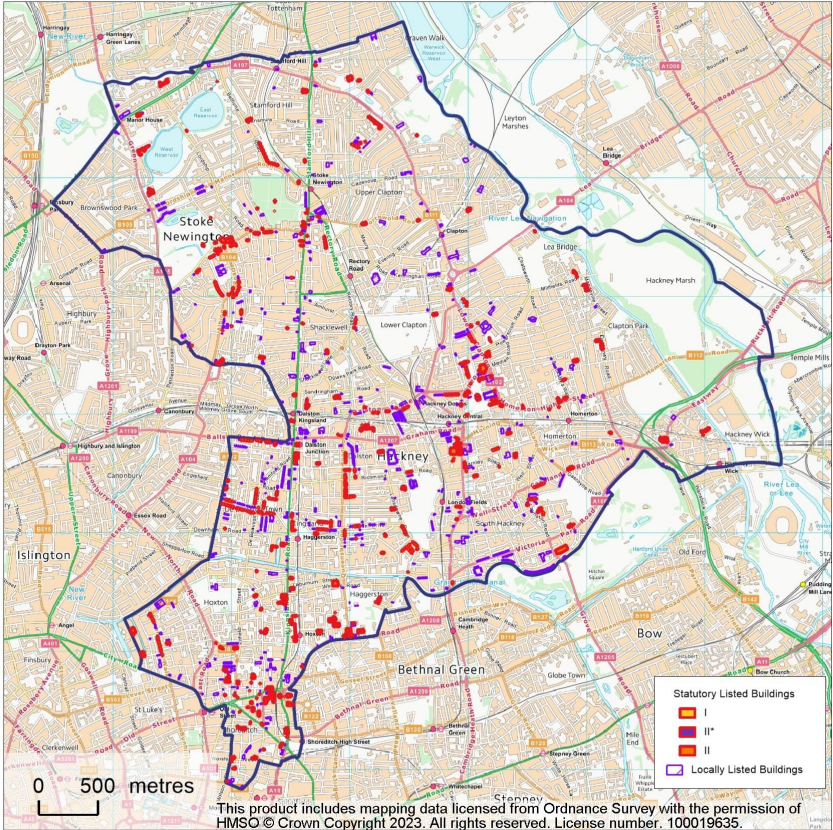


- 35 Conservation Areas
- Ongoing programme of review into the 2040s
 - Opportunity to update Conservation Area Appraisals and Management Plans

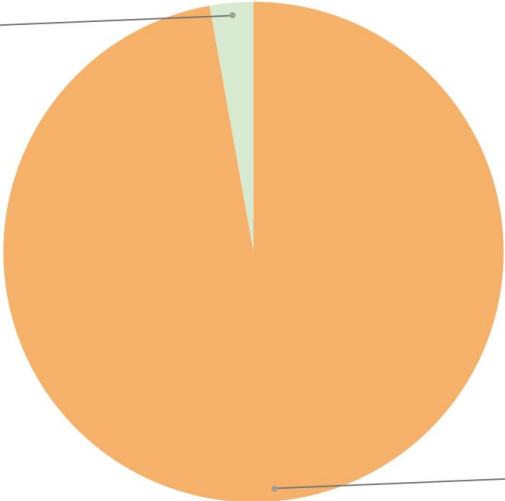
Heritage: Locally and Statutory Listed Buildings



- Circa 1,300 Listed Buildings in Hackney
- Circa 470 Locally Listed Buildings



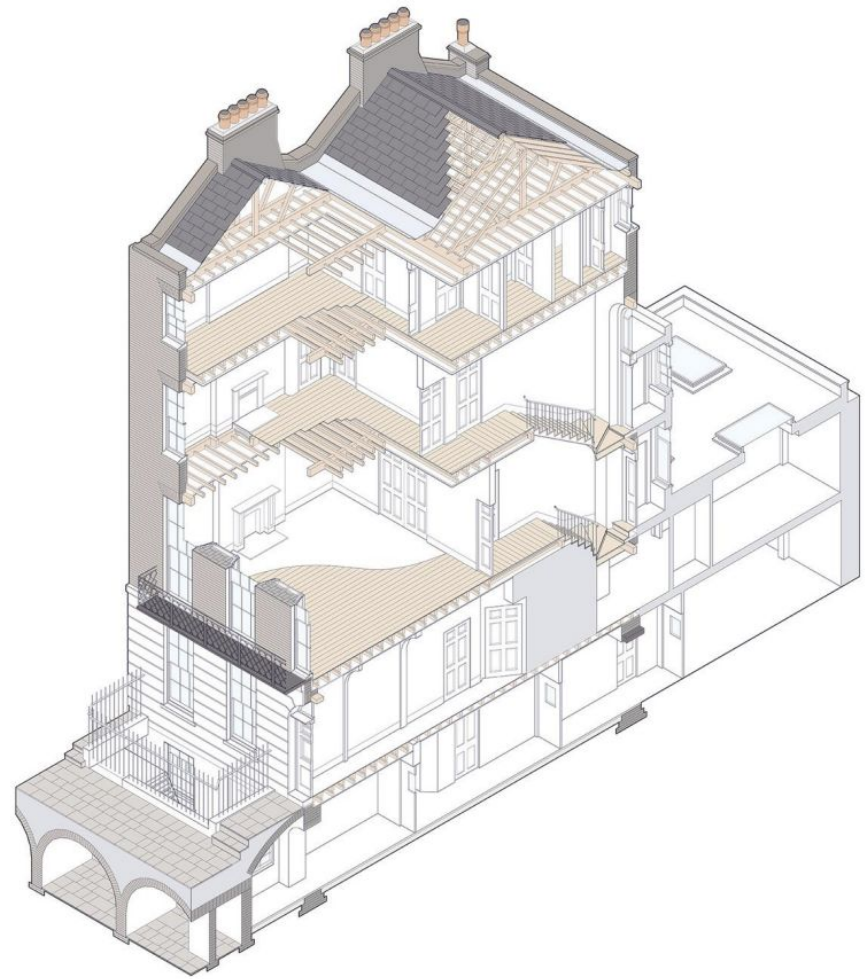
Listed Buildings
2.8%



Unlisted Buildings
97.2%

Part 2: What is Retrofitting?

Recommended Process,
Planning Permission and Listed
Building Consent: Overview



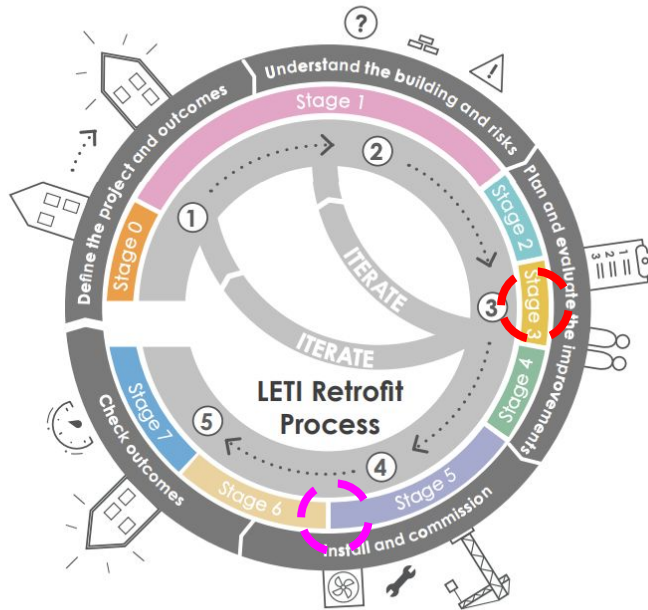
Retrofit Process: The Basics

3 Make a whole house Retrofit Plan and follow the LETI Retrofit Process



The whole house Retrofit Plan must:

- Set out key building information, constraints, risks, and opportunities.
- Set out the key works proposed along with related strategies and details.
- Set out the sequence of work.
- Be appropriate in its level of detail and intervention for the project.
- Include a plan for monitoring and reporting energy consumption.
- Stay with the building.



A whole house Retrofit Plan helps to understand the risks/constraints and then the success of the measures. Important to think **holistically**.

 Chapter 5 - How do we do it?

Retrofit Process: The Basics



Retrofit quick start guide

1 Use the six key principles for best practice retrofit



Principle 1: Reduce energy consumption



Principle 2: Prioritise occupant and building health



Principle 3: Have a whole building Retrofit Plan



Principle 4: Measure the performance



Principle 5: Think big!

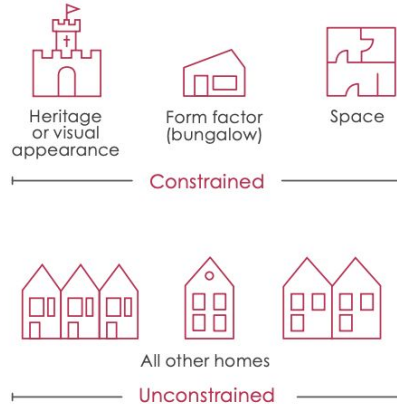


Principle 6: Consider impact on embodied carbon

SIGNPOST Chapter 2 - What is retrofit?

2 Tailor the retrofit to the property type

Determine whether the home is constrained or unconstrained:



Heritage does not stop the process of retrofitting but the options may need further consideration

Retrofitting: What needs permission?



Unlisted Buildings outside a Conservation Area- Internal alterations do not need permission and a lot of external work can usually be done under Permitted Development Rights

Conservation Areas- Internal alterations do not need permission and some external work can usually be done under Permitted Development Rights

Listed Buildings- Internal and External Alterations require LBC but there are no hard and fast rules as each case is judged on its own merits

Retrofitting: What needs permission?



What permissions/consents are required for retrofitting?			
	Unlisted outside a CA	Unlisted within a conservation area	Listed building
Loft and roof insulation	Acceptable and permission usually not required as long as it doesn't alter external appearance of roof.	Acceptable and permission usually not required as long as it doesn't alter external appearance of roof.	Acceptable and permission/ consent not normally required as long as it doesn't alter external appearance of roof or involve modification of roof.
Floor insulation (suspended timber floors)	Acceptable/ Permission not required.	Acceptable, internal alterations of an unlisted property in a conservation area don't require planning permission	Likely to be acceptable subject to detail.
Boiler upgrade	Dwelling House- no permission needed. A flue is not permitted development for flats. Planning permission would normally be required for any flue that would materially affect the external appearance of the building.	Dwelling House- no permission needed. A flue is not permitted development for flats. Planning permission would normally be required for any flue that would materially affect the external appearance of the building.	Likely acceptable subject to it being located on the rear/LGF



	Unlisted outside a CA	Unlisted within a conservation area	Listed building
Heating controls	Internal alterations do not require planning permission.	Internal alterations do not require planning permission.	Likely not required.
Ground source heat pumps	Normally permitted development for dwellinghouses (including buildings wholly consisting of flats).	Normally permitted development for dwellinghouses (including buildings wholly consisting of flats).	LBC may be required depending on how it impacts any historic fabric.
Air source heat pumps	Usually permitted development for dwellinghouses or a block of flats, subject to certain restrictions.	Usually permitted development for dwellinghouses or a block of flats, subject to certain restrictions.	Normally acceptable where the external unit is positioned in a visually discreet location. Noise may be an issue where planning permission is required.



	Unlisted outside a CA	Unlisted within a conservation area	Listed building
Water efficiencies	Internal measures such as water-saving showerheads and taps and external rainwater harvesting such as water butts do not require planning permission.	Internal measures such as water-saving showerheads and taps and external rainwater harvesting such as water butts do not require planning permission.	Internal measures such as water-saving showerheads and taps do not require planning permission. Listed building consent for external rainwater harvesting such as water butts is unlikely to be required unless directly fixed to historic/ original fabric
Draught Proofing	Internal alterations of an unlisted property do not require planning permission.	Internal alterations of an unlisted property do not require planning permission.	Likely to be acceptable in most cases without listed building consent, although where the windows are especially important advice should be sought from design and conservation officers before proceeding.



	Unlisted outside a CA	Unlisted within a conservation area	Listed building
Secondary glazing	No permissions required	No permissions required	LBC rarely needed
Thermal single or Double glazing	Planning permission will be required for flats where new windows materially affect the external appearance of the building, e.g. where the frame size changes; opening mechanisms change or materials for the window change.	Planning permission will be required for flats where new windows materially affect the external appearance of the building, e.g. where the frame size changes; opening mechanisms change or materials for the window change.	Listed Building consent will be required, and this is most likely to be appropriate where historic windows have been replaced with ones whose design are of poor quality installed to a modern extension or later part of the buildings.



	Unlisted outside a CA	Unlisted within a conservation area	Listed building
Solar Photovoltaic system (PV electric panels)	This is usually permitted development, subject to it being 'sited so as to minimise its effect on the external appearance of the building and the amenity of the area'	This is usually permitted development, even on the roofs of principal elevations of dwellinghouses and flats in conservation areas, subject to it being 'sited so as to minimise its effect on the external appearance of the building and the amenity of the area'	Listed building consent will be required and will be assessed on a case by case basis.
Solar thermal panels	This is usually permitted development, subject to it being 'sited so as to minimise its effect on the external appearance of the building and the amenity of the area'	This is usually permitted development, even on the roofs of principal elevations of dwellinghouses and flats in conservation areas, subject to it being 'sited so as to minimise its effect on the external appearance of the building and the amenity of the area'	Listed building consent will be required and will be assessed on a case by case basis.

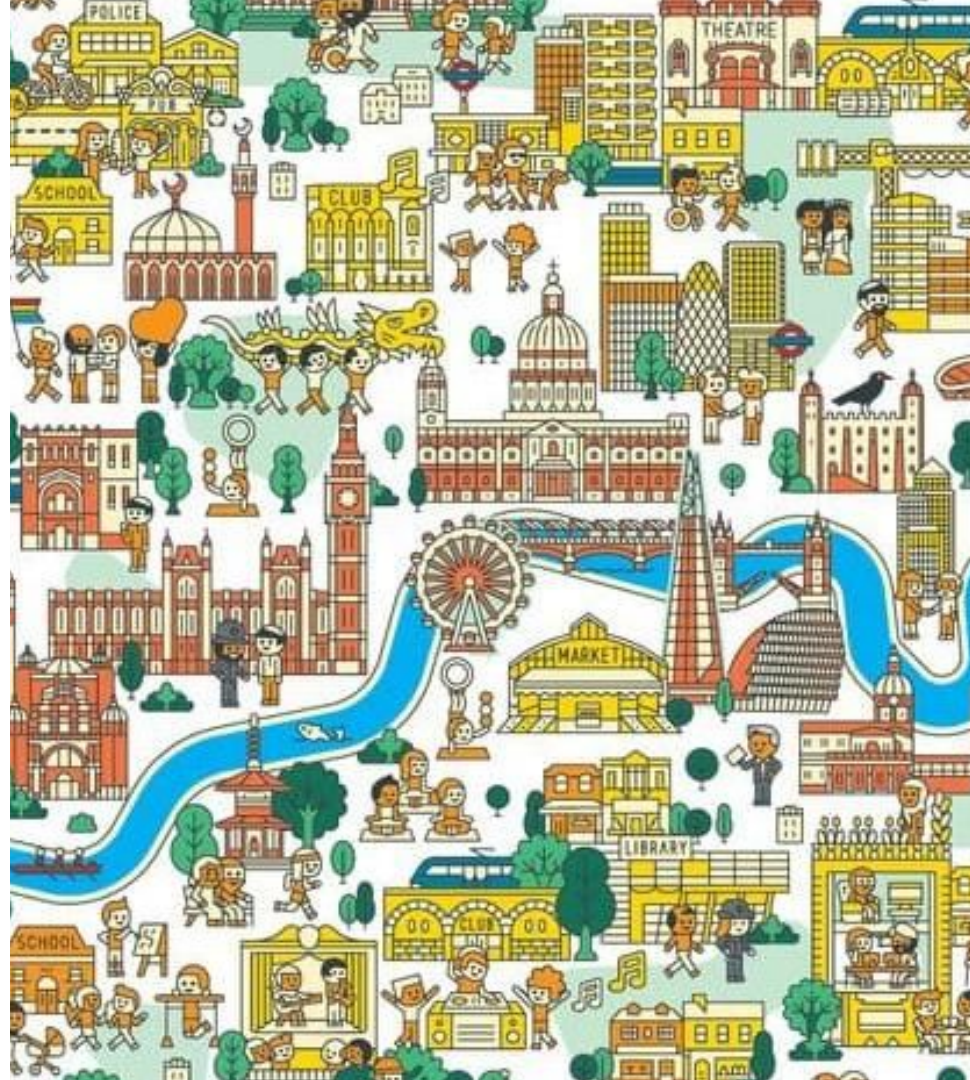


	Unlisted outside a CA	Unlisted within a conservation area	Listed building
Green roof	Planning permission required where depth of build-up is greater than 150mm, which is fairly likely with a well designed living roof. However for dwelling houses where the build-up is less than 150mm and doesn't exceed highest part of the existing roof this is likely to be permitted development, but this would be for flat roofs in a discreet location. Planning Permission would be required for flats.	Planning permission required where depth of build-up is greater than 150mm, which is fairly likely with a well designed living roof. However for dwelling houses where the build-up is less than 150mm and doesn't exceed highest part of the existing roof this is likely to be permitted development, but this would be for flat roofs in a discreet location. Planning Permission would be required for flats.	Acceptability will depend on impact on significance and fabric. Would require listed building consent for changes affecting the building's character as one of special architectural or historic interest.
Internal solid wall insulation	Internal alterations of an unlisted property in a conservation area don't require planning permission.	Internal alterations of an unlisted property don't require planning permission.	Acceptability will depend on impact on significance and fabric. Would require listed building consent for changes affecting the building's character as one of special architectural or historic interest.



	Unlisted outside a CA	Unlisted within a conservation area	Listed building
External solid wall insulation	Central Government guidance suggests this is permitted development on the principal elevation (or other elevations) of a dwelling house (not flats) subject to the material being of a similar appearance to the existing building or extension.	In certain circumstances external wall insulation may be possible, such as on the rear elevation, in an enclosed situation (not part of a unified terrace) where the materials used are of a similar appearance to the existing building or extension. Planning permission will be needed in all cases for external wall insulation	This is generally not considered appropriate for listed buildings but this will depend on the impact on significance, as well as potential impacts on fabric. Where buildings are rendered there may be scope for external wall insulation to be installed on non-principal facades.

Part 3: Hackney and the Greater London Authority





GG6 Increasing efficiency and resilience

Policy SI 2 Minimising greenhouse gas emissions: Very little policy talk on retrofit to existing or historic buildings. No guidance on retrofit produced. *“Developments that install renewable energy sources into existing buildings are generally not of strategic scale. As such I do not have planning powers to intervene or shape these decisions at the planning application stage.”* ([Response from Sadiq Khan to London Assembly \(Plenary\) Meeting 8 June 2023](#))



Chapter 14. Meeting the challenge of climate change,

flooding and coastal change: Para 164. In determining planning applications, local planning authorities should give significant weight to the need to support energy efficiency and low carbon heating improvements to existing buildings, both domestic and non-domestic (including through installation of heat pumps and solar panels where these do not already benefit from permitted development rights). Where the proposals would affect conservation areas, listed buildings or other relevant designated heritage assets, local planning authorities should also apply the policies set out in chapter 16 of this Framework.

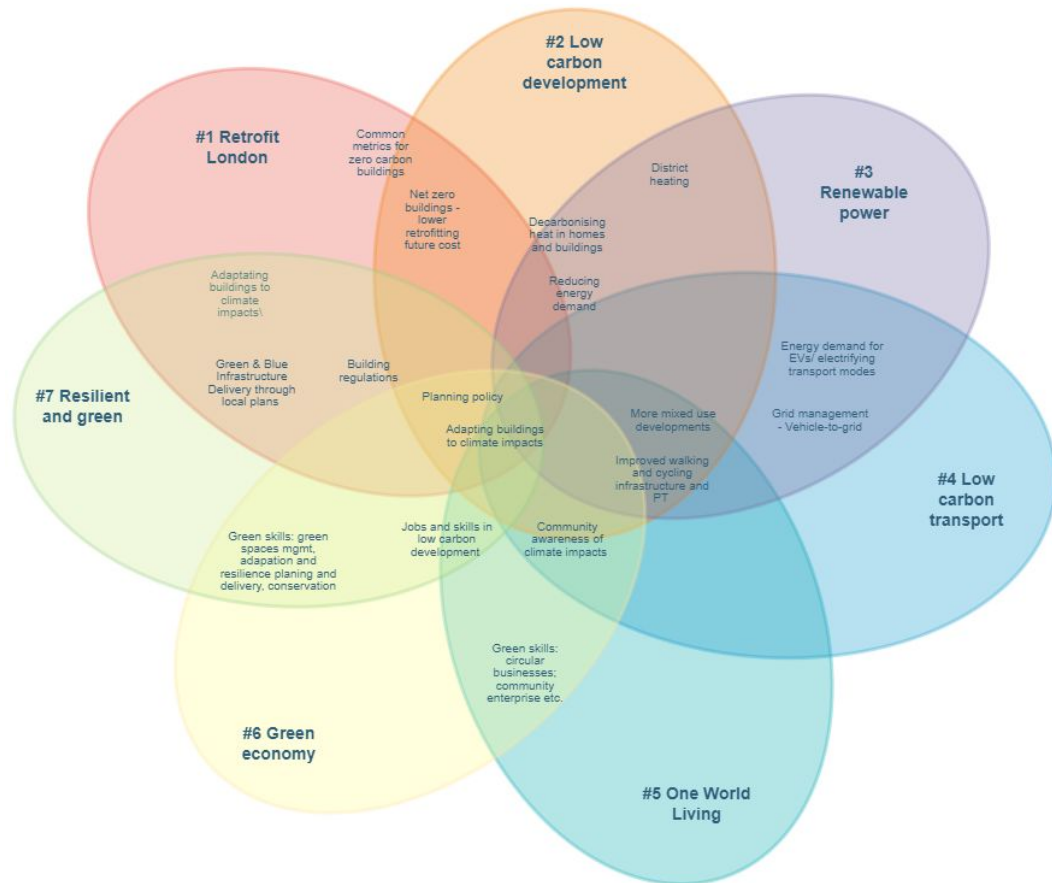
LP55 Mitigating Climate Change: Development including the re-use or extension of existing buildings should achieve the maximum feasible reductions in carbon emissions and support in achieving the strategic carbon reductions target in the London Plan, while protecting, heritage and character of the buildings. Development should consider synergies with new build elements on sites and developments should seek to achieve the zero-carbon target across the site.

Part 4: Emerging Work

1. London Councils
 - a. Low Carbon Development
 - b. Retrofit London
2. Website Guidance: High Level
3. Extension and Alterations
Supplementary Planning Document
4. Conservation Area Review Program
5. Internal Partnerships
 - a. Housing Retrofit Strategy: Archetype Case Studies
 - b. Hackney Light and Power
6. Scoping of Local Listed Building Consent Orders

London Councils Climate programme

- 7 climate change themes
- Hackney lead on Low Carbon Development
- Crossover with other themes including retrofit for historic buildings - conservation areas and listed buildings



London Councils: Low Carbon Development



- Cross-London programme
- Hackney led for two years and co-lead with Haringey for next two years
- Collaboration on policy making and guidance
 - Shared knowledge throughout London including policies and guidance - bringing consistency between Councils
- Strengthening delivery of low carbon buildings
 - Monitor implementation of policies and active lobbying
- Using innovation to make low carbon more achievable
 - Research on new technology and community engagement guidance
- Increasing training and understanding within all Councils (upskill)
 - Major training programme for Members and officers on low carbon
 - Training on LPA monitoring and use of IT innovation

Low Carbon Development: LCD Toolkit

LCD toolkit - released in November 2023

Provides expert guidance and practical steps to achieve better low and zero carbon results

Shared learning from across local authorities

Developed for policy makers, DM officers and sustainability officers

Central resource - saving time and money

Consistency in policy making and decision making

Driving higher standards and carbon standards



Toolkit developed by:



#BeTheSolution



Website




- Updating Hackney website with high level retrofit guidance on heritage buildings
- Setting out principles and key considerations
 - Condition of the building
 - Whole House approach
 - Fabric first

Extension and Alterations SPD/ Retrofit Guidance




- Substantial section on **Retrofit** and adapting existing buildings
- Advocate for a **whole house** approach
- Clearer guidance on likely acceptability of proposals
- Inclusion within this document will encourage owners to consider retrofitting when other alterations are considered
 - Example: Can wall insulation be added at the same time as a rear extension
 - Retrofitting is not a stand alone item but should be considered with EVERY application
- Public consultation summer 2024
- Engagement with members spring 2024

Extension and Alterations SPD: What are other Boroughs doing?



HOME IMPROVEMENTS
Camden Planning Guidance
January 2021



ENVIRONMENTAL SUPPLEMENTARY PLANNING DOCUMENT

Adopted 2022

City of Westminster



How to make your windows more energy efficient
August 2022

RETROFIT HOW-TO GUIDES ONE

ZERO CARBON 2040
City of Westminster

Retrofit and Residential Alterations SPD

High quality alterations to residential properties can benefit residents, their families, the local area and the environment.

We know residents of the Borough may want to alter their homes for their changing needs. These alterations can be made in ways that consider family life, local character, the Climate Emergency, energy efficiency and fuel costs. Our aim is to provide clear guidance to make the process of making beneficial home alterations as simple as possible.

Exemplar Design Principles

- People** Ensuring our homes are comfortable, safe and meet our changing needs.
- Place** Enhancing our homes in a way that is considerate of neighbours and local character.
- Environment** Adapting our homes to ensure they respond to the Climate Emergency.
- People** Making alterations that improve energy efficiency and help to reduce bills.

This Retrofit and Residential Alterations SPD is supported by the four principles of exemplar design, which have been used to develop all of the planning guidance documents.



- Topics to include:**
- Understanding retrofit
 - Initial considerations and constraints
 - Light touches and easy wins
 - Retrofit guidance
 - Local character
 - Heritage considerations
 - Rear extensions and alterations
 - Side extensions and alterations
 - Front extensions and alterations
 - Loft and roof extensions and alterations
 - Basements alterations
 - Detached outbuildings
 - Gardens
 - Architectural details
 - Facade materials
 - Windows and doors

47 Grosvenor Road is a typical Victorian terrace in Wilton Square and was refurbished by the Council to set an example for others to follow.

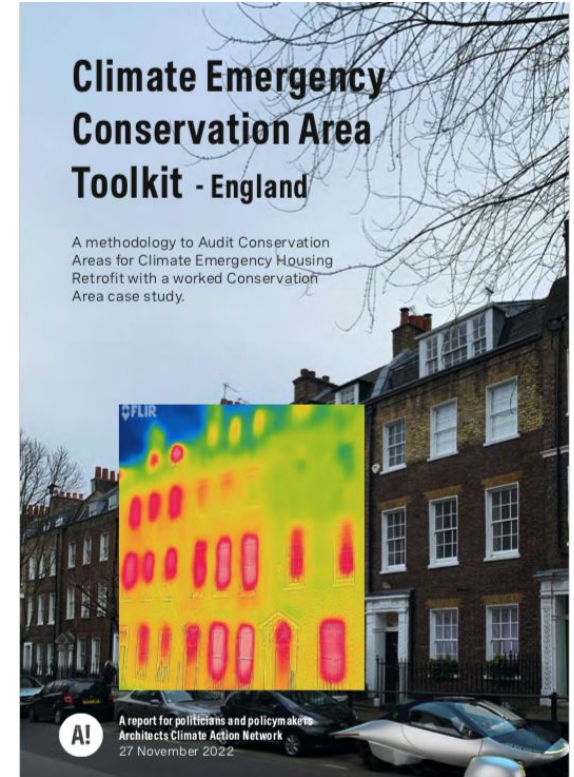
What do you think?

Use the QR code to go to our website, find out more and have your say on the Retrofit and Residential Alterations SPD.



Conservation Area Review Program

- More bespoke CA guidance
 - Outlines the acceptability of measures that can work in harmony with heritage
- More considered than Architects Climate Action Network
- Positive retrofit message
- Work programme- 2-3 appraisals a year
 - Resource intensive process
 - 2 Conservation Areas adopted November 23'



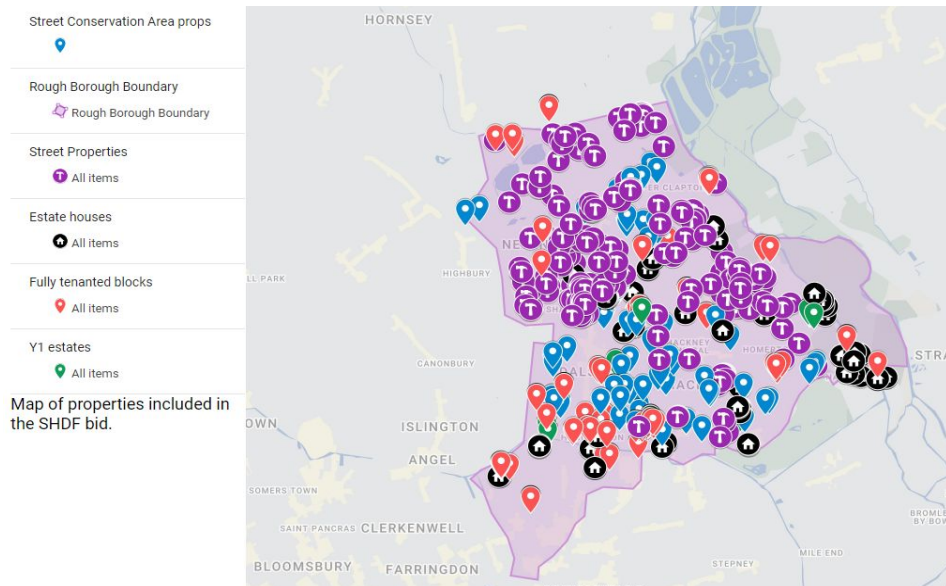
Planning Service & Hackney Light and Power



- Work with owners and stakeholders to promote that Listed Buildings and Conservation Area Buildings can be retrofitted
- Answer questions and demystify the process
- Past positive engagement
 - Hackney Empire Grade II* with Solar Panels- approved and fitted
 - Mildmay Club, Newington Green, Grade II listed- approved to be fitted
- Current engagement
 - Woodberry Down School- Grade II Listed
 - Haggerston School- Grade II Listed
- Funded HLP Community Energy Fund via the Carbon Offset Fund



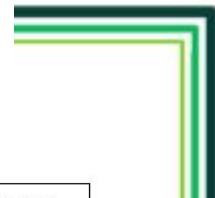
Housing Retrofit Strategy



Subsection of bid	Number of Dwellings
Street Properties	203
Conservation	71
Estate Houses	116
Year 1 Estate Blocks	102
Fully Tenanted Blocks	229
Total	721






Social Housing Decarbonisation Fund (SHDF)- Won £4.5m in funding with a total of value of works of ~£9m to retrofit existing Council owned properties

Planning Service: Housing Retrofit Strategy



- Developing typology approach across Hackney
- Engagement with the Planning Service Spring 2024
- To be used as Case Studies and promoted by the Planning Service

Property example per archetype:

Address	Picture	SHDF Typology	LBH Typology	EPC	Starting space heating demand
Flat 4 Lynton House, N4 2PA		Low Rise Block, Top Floor Flat	Fully Tenanted Block	E Link to certificate	164.74 kWh/m2/year
1 Harvey Street, N1 5NQ		Terraced House - End Terrace	Estate Houses	D Link to certificate	132.74 kWh/m2/year
15 Cavell House, N1 5PS		Medium Rise Block, Top Floor Flat	Year 1 Estates	D Link to certificate	148.55 kWh/m2/year
37 Manor Road, N16 5BQ		Semi-Detached house	Street Properties	E Link to certificate	144.82 kWh/m2/year
13 Somerford Grove, N16 7TL		Bungalow - End Terrace	Estate Houses	D Link to certificate	164.92 kWh/m2/year

Local Listed Building Consent Orders

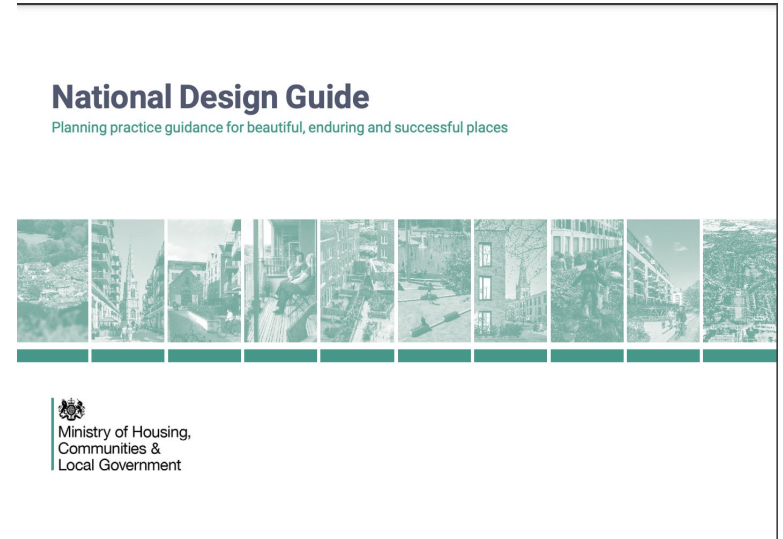


- At scoping stage
- Listed Building stock in Hackney is incredibly varied and lacks the uniformity and consistency found elsewhere in London
- Current focus on ensuring guidance is provided on retrofitting all buildings and then focus on more detailed work later

Part 5: Suggested ways forward

Consolidated Guidance: Regional Retrofitting Guides

- Climate change will affect different areas of the country differently and therefore a regional approach is needed
- Working with London Councils:
London Retrofitting Design Guide
 - Many Georgian and Victorian houses in London follow pattern books. Each property will need an individual assessment but this could work by archetype/typology

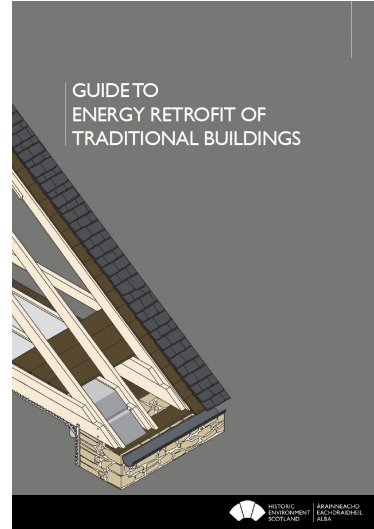
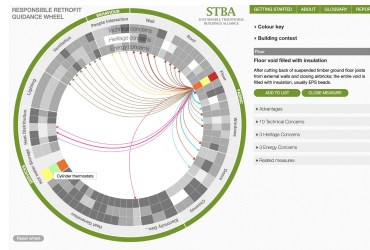
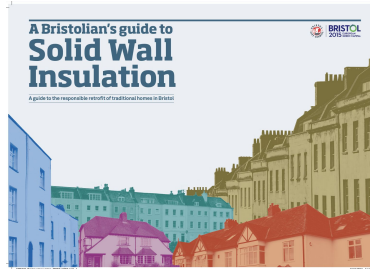


Shared Guides to disseminate knowledge better

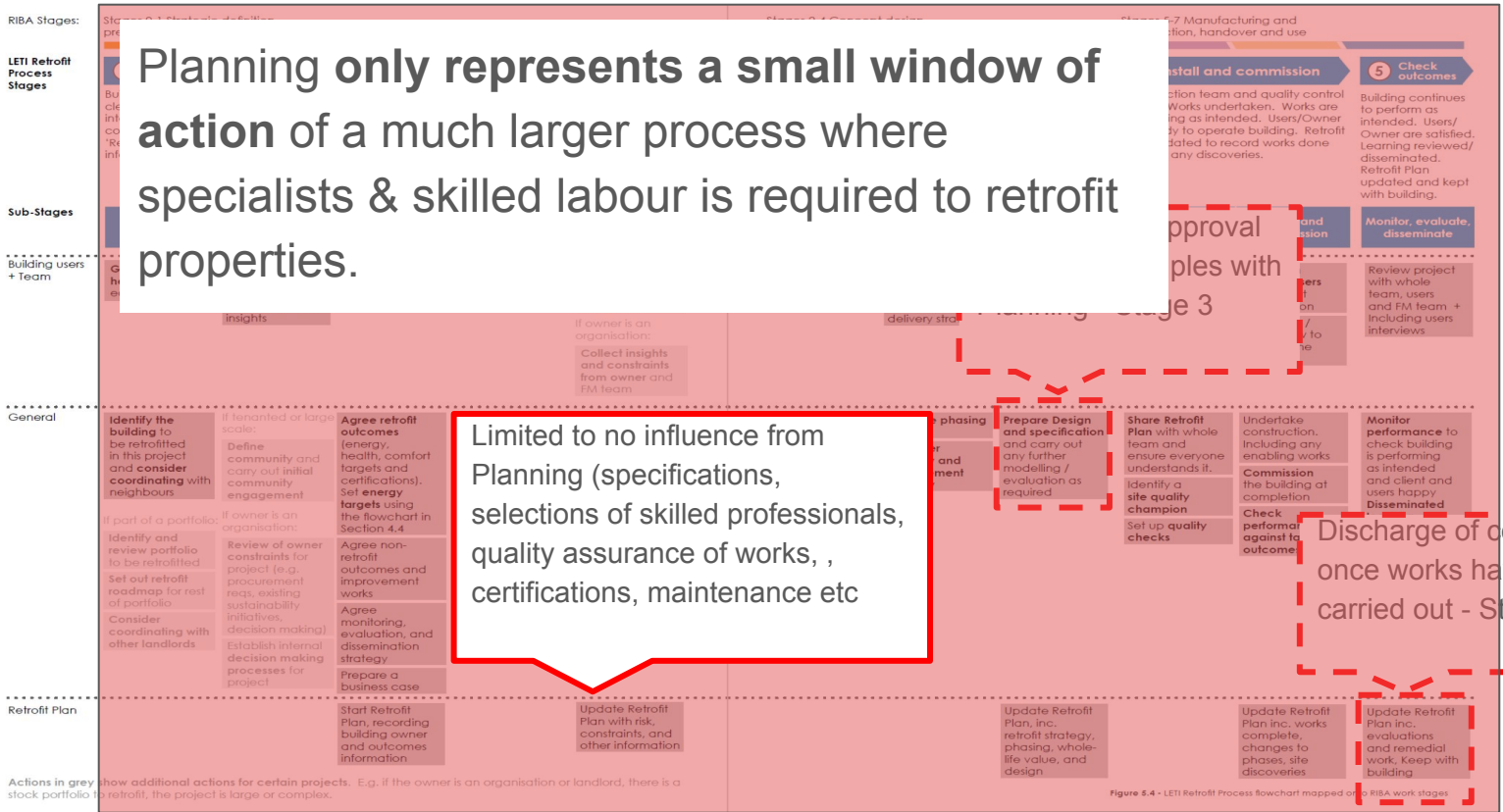


Energy Efficiency and Traditional Homes

Historic England Advice Note 14



Joined up thinking across sectors



Planning only represents a small window of **action** of a much larger process where specialists & skilled labour is required to retrofit properties.

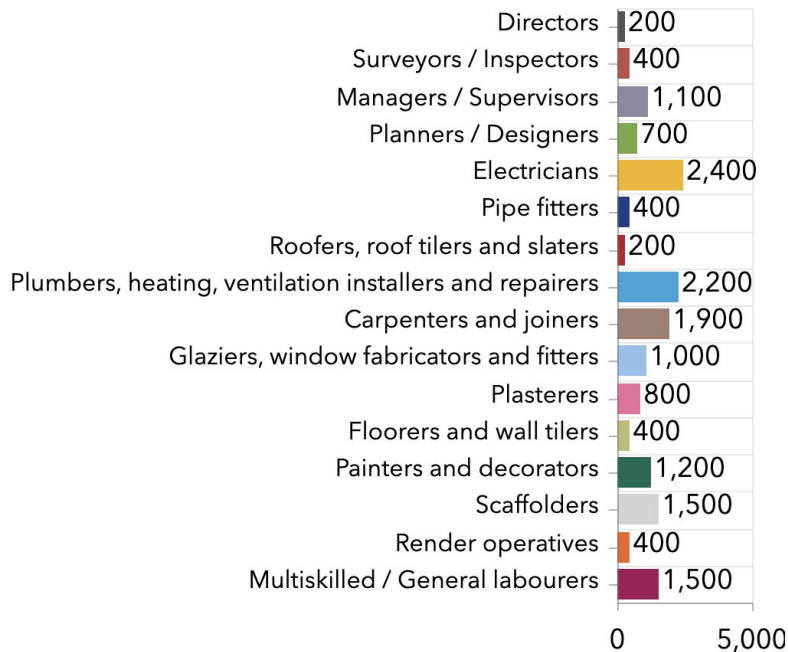
Limited to no influence from Planning (specifications, selections of skilled professionals, quality assurance of works, , certifications, maintenance etc

Discharge of conditions once works have been carried out - Stage 5/6

More professional knowledge



Trades and professions needed



London needs an estimated average of 16,000 new full time equivalent (FTE) workers per year.

Hackney needs another 570 full time equivalent (FTE) workers on average per year, to support an estimated direct economic output of £110,400,000 (in 2018 prices).

The **estimated average** number of **new** full time equivalent (FTE) workers needed **per year** for the selected area. Blank rows are due to a lack of sufficient data for the selected area.

Clear baselines

There is currently **no minimum requirement** for retrofit included in building regs, as long as the additional works do not worsen the thermal & energy performance of an existing building, it is deemed acceptable.

There is therefore no regulatory framework to incentivise retrofit and only voluntary third party certification exist, such as the **AECB Retrofit** and the **EnerPHit standards**.

Both methodologies can be applied to **heritage buildings** as they set out targets for key metrics to quantify accurately the energy profile of these buildings and identify what **specific** measures would be suitable to improve **their climate resilience**.



Figure 6.25 - Front elevation. Feilden Clegg Bradley Studios

Location: Shaftesbury Park Estate Conservation Area, Wandsworth, London

Description: Pre-war (1870s) mid-terrace house

Topic: Insulation

Client: Peabody Estate

Architecture: Feilden Clegg Bradley Studios with Bill Gething

Consultants: Max Fordham, Rickaby Thompson Associates

Contractor: Wates

Budget: £80,791 of which energy saving measures and collateral costs were £78,876

Energy Use Intensity pre-retrofit (modelled):
341 kWh/m²/yr

Energy Use Intensity post-retrofit (modelled):
87 kWh/m²/yr

75% Energy use reduction in conservation area achieved through EnerPHit methodology