

ADDRESS: 25 Elsdale Street, Hackney, London, E9 6QY	
WARD: Homerton	REPORT AUTHOR: Britney Ford
APPLICATION NUMBER: 2025/2111	VALID DATE: 23/09/2025
DRAWING NUMBERS:	
<ul style="list-style-type: none">• Location & Site Plan - 1.093.001• Existing Site Plan (Roof) - 1.093.010• Existing GA Plans - 1.093.011• Existing GA Plans - 1.093.012• Existing Elevations - 1.093.020• Existing Sections - 1.093.030• Proposed Site Plan - 1.093.100• Proposed GA Plans - 1.093.101 Issue B• Proposed GA Plans - Unit Schedule - 1.093.101.US• Proposed GA Plans - 1.093.102 Issue A• Proposed GA Plans - Unit Schedule - 1.093.102.US• Proposed GA Plans - 1.093.103• Proposed GA Plans - Unit Schedule - 1.093.103.US• Proposed Elevations - 1.093.200 Issue B• Proposed Elevations - 1.093.201• Proposed GA Sections - 1.093.300• Proposed Bike Store - 1.093.400• Design and Access Statement - (08th August 2025)• Planning Statement - (September 2025)• Daylight, Sunlight & Overshadowing Assessment - (July 2025)• Energy Statement - (June 2025)• Cover Letter - (17 September 2025)• CIL Form - (Dated 17/09/2025)• Agreement to pay fees and to sign Unilateral Undertaking for Affordable Housing and/or Carbon Offsetting - (Dated 17/09/2025)• SAP Assumptions - REPORT• Daylight and Sunlight Report - REPORT• Drawing Register & Issue Sheet - (Dated 12/08/2025)	
APPLICANT: F.C RE Ltd	AGENT: Tim Gaskell (CMA Planning)

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- Proposed GA Plans - 1.093.101 Issue B
- Proposed GA Plans - Unit Schedule - 1.093.101.US
- Proposed GA Plans - 1.093.102 Issue A
- Proposed GA Plans - Unit Schedule - 1.093.102.US
- Proposed GA Plans - 1.093.103
- Proposed GA Plans - Unit Schedule - 1.093.103.US
- Proposed Elevations - 1.093.200 Issue B
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PROPOSAL: Construction of a two-storey vertical extension to provide 5 No. self-contained residential units with cycle parking, refuse storage facilities alongside associated works to the external elevations.

POST SUBMISSION REVISIONS:

The Applicant has provided amendments and additional information in response to requests from the LPA. These relate to cycle parking, waste storage provision, internal space standards, solar panel impact and sustainability:

- **Cycle Parking:** Amended drawings have been submitted showing revised cycle parking provision, with the majority now provided as single-tier Sheffield stands.
- **Waste Management:** Amended plans demonstrate adequate refuse and recycling capacity. Minor revisions have been made to the bin store layout and door arrangement on the Milborne Street elevation to improve access and operational use.
- **Internal Floor Area:** Updated GIA measurements for Unit 2.2 confirm compliance with the minimum NDSS internal space standards, ensuring all residential units meet national requirements.
- **Solar Panels:** The Applicant's Daylight Consultant confirmed that the development will not materially affect solar radiation to existing panels at 15 Elsdale Street, with any impact expected to be minimal due to separation distances and orientation.
- **Sustainability:** The Applicant confirmed that SAP calculations have been based on standard ASHP table efficiencies pending final unit selection. The submitted carbon offset reflects this assumption, with final units expected to perform more efficiently. A glazing-ratio review confirmed compliance in the most highly glazed habitable rooms, with any minor exceedances mitigated through low g-value glazing and adequate ventilation.

No further consultation exercise was carried out due to the minor changes as a result of the amendments.

RECOMMENDATION SUMMARY:

That the Committee resolve to GRANT planning permission subject to conditions and completion of a Section 106 legal agreement.

NOTE TO MEMBERS:

This planning application is referred to members due to the level of objections received.

REASON FOR REFERRAL TO PLANNING SUB-COMMITTEE:

Major application	
Substantial level of objections received	Yes

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Planning Sub-Committee – 14.01.2026

REASON FOR REFERRAL TO PLANNING SUB-COMMITTEE:	
Council's own planning application (in accordance with the Planning Sub-Committee Terms of Reference)	
Other (in accordance with the Planning Sub-Committee Terms of Reference)	

ANALYSIS INFORMATION

ZONING DESIGNATION

	Yes	No
CPZ	Zone Q	
Conservation Area		X
Listed Building (Statutory)		X
Listed Building (Local)		X
Priority Office Area		X

LAND USE	Use Class	Use Description	Floorspace Sq.m
Existing	Vacant	Former Print Works	684
Proposed	C3	Residential	402

CASE OFFICER'S REPORT

1. SITE CONTEXT

- 1.1 The existing building at 25 Elsdale Street comprises a two-storey brick building with a pitched roof located on the north-eastern side of Elsdale Street at the junction with Milborne Street. The building dates from the 1930s and was formerly a light industrial printworks factory (Class E(g)(iii)). The building is currently vacant.
- 1.2 The site occupies a rectangular plot which is 402m² in size and fronts both Elsdale Street and Milborne Street. It is located in a highly accessible area with a Public Transport Accessibility Level (PTAL) rating of 5. The local area is predominantly characterised by residential blocks of flats.
- 1.3 25 Elsdale Street is not listed, nor is the site situated within a Conservation Area. The site is located in proximity to the Well Street local shopping centre and the Well Street Conservation Area to the northeast.

2. RELEVANT HISTORY

- 2.1. **2025/1849** - Non material amendment to planning permission ref 2024/0759 dated 23/09/2024 comprising alterations to the internal layouts within the building - **Granted** - 12/09/2025.
- 2.2. **2024/0759** - Prior Approval (Class MA) to change use of building from commercial, business and service use (Class E) to 8 x self-contained residential units (Class C3) - **Granted** - 23/09/2024.

3. CONSULTATIONS

Statutory consultees

- 3.1. None

Internal consultees

- 3.2. Environmental Protection (Land, Water, Air): Officers noted no objection, subject to the inclusion of a Construction Management Plan Condition.
- 3.3. Flooding and Drainage: Officers noted no objection, subject to the inclusion of a condition requiring the implementation of a sustainable drainage system.
- 3.4. Waste Officers: Officers noted that accessibility to the proposed bin store is acceptable, and that the following capacities would be required:
 - 1x1100l bin for waste
 - 1x1100l bin and 1x660l for recycling
 - 2x140 l food waste bin
 - A small (2 square metre) area for the storage of bulky waste.

Officer Note: The Applicant has demonstrated on plans that provision can be made for the required volumes and the proposed bin store is capable of accommodating them. Final details regarding bin provision and layout are to be secured by condition.

- 3.5. Transport Officers: Officers noted no objection in principle, subject to final cycle parking details being secured by condition.

External consultees

- 3.6. None

Public Consultation Response

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3.7. The application was publicised by way of site notice displayed in the vicinity of the site and 50 letters. The number of representations received from neighbours in response to notification and publicity of the application were as follows:

No of individual responses: 11

Objecting: 11

Supporting: 0

3.8. The comments received in the letters of objection relate to the following:

- Overdevelopment of the site.
- Excessive scale and massing
- Loss of daylight and sunlight and overshadowing.
- Loss of privacy / overlooking
- Traffic / congestion and car parking impacts.
- Negative impact due to the design quality on local character
- Loss of outlook and sense of enclosure
- Impact on infrastructure and local services
- Noise / disturbance and impact on pedestrian safety from construction works
- Inadequate amenity space provision.
- Granting permission would set a detrimental precedent for excessive upward extensions in dense residential areas. (Officer Comment: each application is assessed on its own individual planning merits)
- Misleading visual supporting information with Elsdale Street. (Officer Comment: note that Proposed Elevations - 1.093.200 Issue B shows the Milborne Street elevation and the separation distances to east. In response to claims that the Elsdale Street frontage appears stretched, it is noted that the physical separation distance between the host property and the neighboring properties to the south is considered to remain greater than the distance on the Milborne Street side. Given that the tighter separation on Milborne Street is considered acceptable, the more generous spacing on Elsdale Street ensures that the proposed roof extension sits comfortably within the existing rooflines of the street. These plans are considered to provide a comprehensive view of how the building transitions between the two contexts in order to fully assess the impact of the proposals, and the utilisation of a stepped back approach for the fourth storey along this frontage is considered to appropriately addresses any concerns related to perceived bulk and massing, ensuring the structure does not appear overbearing.)

Officer comment: Unless otherwise addressed above, the impact of the proposal on matters listed above will be discussed in detail within the assessment below.

4. RELEVANT PLANNING POLICIES

4.1 National Planning Policy Framework (2024)

Achieving sustainable development

Delivering a sufficient supply of homes

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Promoting sustainable transport
Making effective use of land
Achieving well-designed and beautiful places

4.2 London Plan (2021) (LP)

- GG2 Making the best use of land
- GG4 Delivering the homes Londoners need
- D1 London's form, character and capacity for growth
- D3 Optimising site capacity through the design-led approach
- D4 Delivering good design
- D5 Inclusive design
- D6 Housing quality and standards
- D7 Accessible housing
- D12 Fire safety
- D14 Noise
- H1 Increasing housing supply
- H2 Small sites
- H4 Delivering affordable housing
- H7 Monitoring of affordable housing
- H10 Housing size mix
- E1 Offices
- G5 Urban greening
- G6 Biodiversity and access to nature
- SI 1 Improving air quality
- SI 2 Minimising greenhouse gas emissions
- S1 3 Energy Infrastructure
- SI 4 Managing heat risk
- SI 13 Sustainable drainage
- T1 Strategic approach to transport
- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6 Car parking
- T6.1 Residential parking
- T7 Deliveries, servicing and construction
- DF1 Delivery of the Plan and Planning Obligations

4.3 Hackney Local Plan 2033 (2020) (LP33)

- LP1 Design Quality and Local Character
- LP2 Development and Amenity
- LP8 Social and Community Infrastructure
- LP12 Meeting Housing Needs and Locations for New Homes
- LP13 Affordable Housing
- LP14 Dwelling Size Mix
- LP17 Housing Design

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- LP26 Employment Land and Floorspace
- LP41 Liveable Neighbourhoods
- LP42 Walking and Cycling
- LP43 Transport and Development
- LP45 Parking and Car Free Development
- LP46 Protection and Enhancement of Green Infrastructure
- LP47 Biodiversity and Sites of Importance of Nature Conservation
- LP53 Water and Flooding
- LP54 Overheating
- LP55 Mitigating Climate Change
- LP57 Waste
- LP58 Improving the Environment - Pollution

4.4 SPD / SPF / Other

- Mayor of London's Housing Design Standards (2023)
- Technical Housing Standards - Nationally Described Space Standard (2015)
- Sustainable Design and Construction SPD (2016)
- S106 Planning Contributions SPD (2020)
- Refuse and recycling storage guidance (2021)
- Residential Extensions and Alterations (REA) SPD (2009)

4.5 National Planning Guidance

- Planning Practice Guidance (NPPG)

4.6 Legislation

- Town and Country Planning Act 1990 (as amended)

5. PLANNING CONSIDERATIONS

5.1 Background

- 5.1.1 With reference to the relevant planning history for the application site, Prior Approval (Ref: 2024/0759) was granted on 23/09/2024 for the change of use of the existing building from commercial, business and service use (Use Class E) to 8 No. self-contained residential units (Class C3).
- 5.1.2 Following the Prior Approval, a Non-Material Amendment application (Ref: 2025/1849) was granted on 12/09/2025, comprising alterations to the internal layouts within the existing building. This current application builds on the previous permissions by proposing a two-storey vertical extension to provide an additional 5 No. residential units. The proposal is intended to be delivered in conjunction with the extant prior approval consent for the lower floors.

5.2 Assessment

5.2.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires applications for planning permission to be determined in accordance with the development plan, unless material considerations indicate otherwise. The NPPF operates under a presumption in favour of sustainable development. It states that development proposals, which accord with the development plan, should be approved without delay.

5.2.2 The main considerations relevant to this application are:

1. Principle of Development and Land Use
2. Quality of Accommodation
3. Design and Character
4. Residential Amenity
5. Access and Transport
6. Waste
7. Biodiversity
8. Sustainability
9. Flooding
10. Planning Obligations

5.3 Principle of Development / Land Use

Historic land uses

5.3.1 The proposed development involves the vertical extension of the existing two-storey building at 25 Elsdale Street, which was previously used as a light industrial printworks factory (Use Class E).

5.3.2 As highlighted within the planning history section of this report, the site benefits from an extant Prior Approval (Ref. 2024/0759) to change the use of the existing building from commercial, business and service use (Use Class E) to 8 x self-contained residential units (Use Class C3). The current application for the roof extension would deliver the additional units in conjunction with the existing prior approval for the lower floors and therefore the proposal would not result in the loss of any employment / commercial floorspace, nor would it prejudice the continuation of any existing employment / commercial floorspace.

Housing

5.3.3 Policy LP12 (Meeting Housing Needs and Locations for New Homes) of the LP33 seeks to maximise the supply of additional housing in the borough to meet and exceed the annual housing target for Hackney of 1,330 homes per year up to 2,033 by encouraging development on small sites and through allocating sites for residential use, increasing the supply of genuinely affordable homes, alongside community facilities through high quality urban neighbourhoods, to meet Hackney's needs. These targets are as set out in table 4.1 of the London Plan (2021) with policy H1 of the London Plan setting out the expectations of London boroughs to increase housing supply.

5.3.4 The proposed development would result in the provision of five self-contained residential units. This provision would make a positive contribution towards Hackney's, and London's, housing needs.

Unit mix

5.3.5 Policy LP14 of the LP33 outlines the Council's expectations for dwelling size mix, encouraging a balanced provision of unit sizes that cater to family and non-family households. Although policy LP14 focuses more on larger developments, the policy suggests that a balance of 1, 2, and 3-bedroom units should be provided to meet the needs of different household types. While there is a stronger focus on family-sized units (3+ bedrooms) for larger developments, smaller sites are still expected to provide a mix that meets local needs and contributes to Hackney's wider housing objectives.

5.3.6 The proposed development would provide the following dwelling size mix:

- 1 x 1 bedroom
- 3 x 2 bedroom
- 1 x 3 bedroom

5.3.7 Given the scale of the development and the proposed mix, with the proposal providing a family-sized unit, in a sustainable location, the proposal would satisfy the objectives of Policy LP14 of the LP33.

Conclusion

5.3.8 The proposed roof extension to provide housing is considered to be acceptable in principle in land use terms.

5.4 Affordable Housing

5.4.1 Policy LP13 (Affordable Housing) of the LP33 requires that schemes for 1 - 9 residential units provide on-site provision or payments in-lieu up to the equivalent of 50 per cent of housing delivered as affordable housing, subject to viability. site..

5.4.2 In this instance, in accordance with the S106 Supplementary Planning Document, there would be a requirement of £250,000 to be secured as an affordable housing financial contribution to make the proposal policy compliant.

5.4.3 Under the current application the Applicant has signed the Council's Small Sites Agreement confirming their acceptance to pay the required £250,000 financial affordable housing contribution. This financial contribution would be secured as a planning obligation within the drafted Section 106 Agreement.

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5.4.4 Subject to securing the financial planning obligation, the proposed development would satisfy the objectives of policy LP13 of the LP33 in delivering affordable housing.

5.5 Quality of accommodation

5.5.1 New residential developments are expected to provide adequate and reasonable standards of accommodation to the occupants of the units. Policy D6 of the London Plan (2021) relates to housing quality and seeks to ensure that developments provide high quality housing and sets out the minimum internal space standards that all new developments are required to meet in line with the nationally described space standards (NDSS). In terms of internal headroom, the minimum floor to ceiling height must be 2.3 metres for at least 75 per cent of the Gross Internal Area (GIA) of each dwelling in accordance with the NDSS.

Proposed dwelling	Number of bedrooms/ persons	Required GIA (sq.m)	Proposed GIA (sq.m)	Bedroom area (sq.m)	Private amenity space (sq.m)	Dual aspect
Unit 1 (2.1)	2B - 4P	79	79	1 x 15, 1 x 13	Y	Y
Unit 2 (2.2)	1B - 2P	58	58	1 x 14	Y	Y
Unit 3 (2.3)	2B - 4P	79	88	1 x 12, 1 x 13	Y	Y
Unit 4 (2.4)	3B - 5P	93	105	1 x 14, 1 x 8, 1 x 13	Y	Y
Unit 5 (2.5)	2B - 3P	70	73	1 x 12, 1 x 13	Y	Y

Internal floor area

5.5.2 With reference to the table above, all proposed residential units now meet or exceed the minimum GIA requirements set out within the NDSS.

5.5.3 Following updated measurements, unit 2.2 has been revised to ensure full compliance with the minimum NDSS requirement of 58m². As such, there are no identified shortfalls of internal floor area across the proposed units. The development therefore provides the required minimum internal space standards, ensuring an acceptable standard of accommodation and satisfactory living conditions for future occupiers.

Internal headroom

5.5.4 From the submitted section drawings, each of the proposed units are shown to have an internal headroom of at least 2.5 metres, satisfying internal headroom requirements.

Amenity space

5.5.5 Each of the proposed units would be served by a generous provision of private external amenity space in the form of terraces / balconies. These are proposed to be inset into the top floor. As such, the proposed provision of private external amenity space is considered to be acceptable and would contribute positively to the proposed quality of accommodation.

Dual-aspect

5.5.6 In accordance with the *Mayor of London's Housing Design Standards (2023)* all new homes are expected to provide dual-aspect accommodation.

5.5.7 Having had regard to the scale and positioning of openings across the proposed elevations, the development would satisfy the requirement of providing dual-aspect accommodation for each of the proposed units.

5.5.8 In terms of the level of amenity future occupiers of the proposed residential units would receive in respect of natural light, given the size and positioning of the proposed windows, it is considered habitable rooms within the proposed units would receive adequate levels of natural light.

Daylight/sunlight, privacy and outlook (Future occupiers)

5.5.9 In terms of the level of amenity future occupiers would receive in respect of natural light, given the size and positioning of the proposed windows, free from obstruction and of a sufficient distance from neighbouring built form, it is considered that habitable rooms within the proposed units would receive adequate levels of natural light.

5.5.10 Regarding privacy and outlook, it is considered that the positioning of the proposed openings would allow for an adequate outlook while ensuring future occupiers are not subject to unacceptable levels of overlooking to the detriment of their privacy.

5.6 Design and Character

5.6.1 Policies D1, D3 and D4 of the London Plan (2021) are relevant and relate to the context of the surrounding area.

5.6.2 Policy LP1 of the LP33 seeks to ensure development is of the highest design quality, contributes positively to the townscape and responds to the local context. Proposals will be supported where the design responds to the positive aspects of the surrounding urban grain, including relationships between spaces and buildings, townscapes, adjacent built form including siting, orientation and layout, and materials and detailing.

Layout

- 5.6.3 The proposal involves the construction of a two-storey vertical extension over the existing two-storey building on Elsdale Street. The proposed new levels sit entirely within the existing building footprint with no overhanging balconies.
- 5.6.4 The development proposes a communal cycle store and a refuse and recycling store at the ground floor level, both accessed from Milborne Street. To ensure a satisfactory external appearance and integration of these ancillary facilities, precise details of the ground floor and garden area cycle stores and refuse area are to be secured by condition.

Form and massing

- 5.6.5 The development proposes the construction of a two-storey roof extension, resulting in a four-storey building overall.
- 5.6.6 The proposed height aligns the building with the neighbouring Elsdale Street Surgery, creating a consistent streetscape. The extension responds to pre application advice, and is set back and stepped in from the main facade to minimise its visual prominence and "top-heavy" appearance. As such, the massing is considered acceptable within the local context.

Architectural details and appearance

- 5.6.7 The proposed material palette for the two-storey extension includes ribbed tonal rendered cladding and reconstituted stone/cement detailing, which is considered acceptable. The use of aluminium-framed windows is also supported.
- 5.6.8 Notwithstanding concerns raised within the letters of representation received, it is considered that the design approach for the extension respects the original building envelope and introduces sensitive interventions which are responsive to the site and surrounding area. To ensure a satisfactory external appearance, precise details, including a schedule of materials, are to be secured by condition.

Heritage

- 5.6.9 Policy HC1 of the London Plan (2021) and Policy LP3 of the LP33 seek to ensure development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings.
- 5.6.10 The application site is not situated within a conservation area, nor does the proposal relate to a listed building. The nearest designation is the Well Street Conservation Area to the northeast. Given the separation and intervening built form, the effect of the proposal on the setting of the conservation area would be neutral.

5.7 Residential Amenity

- 5.7.1 Proposals must have regard to Policy LP2 of the LP33 in that they should not cause significant harm to the amenity of neighbouring properties. The potential impact on amenity include overshadowing and loss of daylight/sunlight, outlook, overlooking, and noise and disturbance.
- 5.7.2 In terms of neighbouring properties, the surrounding area includes 15 Elsdale Street and 28 Mead Place to the northwest/north, 9-11 Milborne Street and 12-30 Milborne Street to the east/southeast, and 28 Elsdale Street to the south.

Daylight, Sunlight and Overshadowing

- 5.7.3 Given the siting of the proposed development within the existing building envelope and the separation distances maintained between neighboring properties, there is not considered to be a notable impact on the daylight and sunlight received by neighbouring properties, including those at 15 and 28 Elsdale Street, 28 Mead Place and 9-30 Milborne Street.
- 5.7.4 The Daylight and Sunlight Assessment submitted noted that for properties such as 15 Elsdale Street and 28 Mead Place, there were slight reductions in Vertical Sky Components. However, these were largely caused by existing deep walkway overhangs/balconies which exaggerate the measured relative loss of light. Given the urban context, the residual impacts are considered acceptable.

Privacy and Outlook

- 5.7.5 In terms of outlook and loss of privacy, given the scale and positioning of openings (located on stepped setbacks), it is considered that the proposed development would not result in a material loss of outlook or privacy of occupiers of neighbouring buildings, including those at but not limited to 15 and 28 Elsdale Street, 28 Mead Place and 9-30 Milborne Street.
- 5.7.6 The design proposes dual-aspect units and will maintain acceptable separation distances from neighbouring buildings (approx. 15m to the northwest and 11.5m to the southeast). As such, the proposal is considered to safeguard neighbouring amenity in this regard.

Noise and disturbance

- 5.7.7 The proposed intensification of the residential use of the site is considered to be compatible with surrounding residential land uses.
- 5.7.8 As part of the proposal an air source heat pump is proposed to be located on the roof. In order to ensure the air source heat pump operates within acceptable noise levels and safeguards neighbouring amenity, a condition is recommended ensuring that noise from the air source heat pump shall remain at 10dB(A) below background levels.

Glint and glare

- 5.7.9 The proposed installation of PV solar panels will be located on flat roofs and will be sufficiently setback from any neighbouring properties. The height of the extended building would be

commensurate / higher to that of the surrounding neighbouring buildings and windows and therefore it is not anticipated that there will be any impact in terms of solar glare on neighbouring properties to an unacceptable degree that would warrant refusal of the application. As such, the proposal will not significantly impact the residential amenity of neighbouring occupiers.

Safety and security

5.7.10 It is considered that the proposal would not give rise to any security risks over and above the existing site circumstances. The units would be served by existing access points, and the proposed design incorporates dual-aspect windows to support natural surveillance. Additionally, no evidence has been provided to suggest that the proposed dwellings would compromise the safety and security of the area which is noted to be in predominantly residential use.

5.8 Access and Transport Considerations

Access

5.8.1 The proposal retains the two existing entrances on Milborne Street to the two existing stair cores. The entrance on Elsdale Street will be closed off internally but remain visible externally. As such, access to the proposed dwellings will be achieved through shared access.

Car parking

5.8.2 The site has a PTAL score of 5 which is classified as 'very good'. Mindful of the local high quality public transport links/provision, and the need to reduce dependence on private car use in line with London Plan and LP33 policies, it is appropriate that a Car Parking Permit Free Agreement supports the planning application.

5.8.3 In order to ensure that the proposed development would not increase on-street parking pressure, and encourage the use of sustainable modes of transport, a planning obligation is recommended restricting future occupiers of the proposed dwellings from applying for parking permits.

Cycle parking

5.8.4 Cycle parking provision should accord with the cycle parking standards set out in Appendix 2 of the London Plan (LP33), supported by Policy LP42. On this basis, the proposed development would be required to provide a minimum of 10 cycle parking spaces.

5.8.5 The indicative cycle parking plans show a communal cycle store at ground floor level with capacity for up to 26 bicycles. The indicative layout comprises 16 single-tier Sheffield stands, with the remaining spaces provided via a two-tier system. The cycle parking is shown as serving both the residential units proposed under this application and the 8 residential units approved under the extant prior approval for the conversion of the first and second floors (ref: 2024/0759). Notwithstanding that the cycle parking is shared between the two schemes, it is considered that, in principle, sufficient cycle parking provision can be accommodated within the site.

5.8.6 Given the physical constraints of the site, it is not possible to fully satisfy both the quantitative cycle parking requirements and the London cycling design standards relating to space, accessibility and the exclusive use of Sheffield stands. Accordingly, the final details of cycle parking provision, including layout, mix of stand types and compliance with the relevant standards, will be secured by condition. This will ensure that either a policy-compliant quantum of cycle parking is provided or, where this is not achievable due to site constraints, that the proposed provision meets the required space and design standards to the greatest extent practicable. On balance, and subject to the imposition of an appropriately worded condition, the principle of the proposed cycle parking provision is considered acceptable.

Construction Management Plan (CMP)

5.8.7 Given the site's urban context and constrained location, it is considered appropriate to recommend a condition relating to the submission of a Construction Management Plan (CMP). This would ensure potential disturbance arising from the construction of the development is kept to a minimum.

5.9 Waste Management

5.9.1 Policy LP57 of the LP33 states that developments should provide clear details in plans for the facilities needed for the storage and collection of waste and recycling.

5.9.2 Council's Waste Officer has advised that the following storage capacities are required for the proposal:

- 1x1100l bin for waste
- 1x1100l bin and 1x660l for recycling
- 2x140 l food waste bin
- A small (2 square metre) area for the storage of bulky waste.

5.9.3 The Applicant has submitted plans demonstrating that the refuse and recycling store provides the required storage capacity, fully accommodating the bin provision outlined above. The updated layout confirms that sufficient space is available for all required bins, including food waste and bulky waste storage, in a manner that is accessible and operationally functional.

5.9.4 The refuse and recycling area is located at the rear of the building, accessed via the existing rear entrance at street level on Milborne Street. This arrangement is considered to provide convenient and direct access for both residents and waste collection operatives and is considered to avoid any adverse impact on the public realm or residential amenity. It is noted that the location and access arrangements for refuse storage and collection were previously considered and accepted as part of the prior approval for the lower storeys.

5.9.5 To ensure that the sufficient waste and recycling provision is delivered, it is considered reasonable to secure the final details of refuse and recycling storage, including exact bin sizes

and layout, by condition.

5.9.6 Given the above, the development is considered to comply with Policy LP57 of the Local Plan in respect of waste and recycling storage and collection.

5.10 Biodiversity

5.10.1 Policy G5 of the London Plan and LP46 of the LP33 requires that all development should enhance the network of green infrastructure and seek to improve access to open space. The proposal will not alter the existing green infrastructure of the site.

5.10.2 In England, Biodiversity Net Gain (BNG) is required under a statutory framework introduced by Schedule 7A of the Town and Country Planning Act 1990 (inserted by the Environment Act 2021). Under the statutory framework for biodiversity net gain, the objective is for development to deliver at least a 10 per cent increase in biodiversity value relative to the pre-development biodiversity value of the onsite habitat.

5.10.3 Given the extensions would be located above existing areas of built form, the proposal would not breach the thresholds for the requirement for BNG and therefore exempt from BNG rules.

5.10.4 Policy G6 of the London Plan states that development proposals should manage impacts on biodiversity and aim to secure net biodiversity gain. Policy LP47 of LP33 reinforces this policy, stating that all development should protect and where possible enhance biodiversity leading to a net gain. Policy LP47(D) states that all development schemes involving buildings with an eaves height or a roof commencement height of 5 metres and above are required to provide nesting boxes for wildlife.

5.10.5 Given that the eaves height of the development will be greater than 5m, it is considered that swift and bat boxes should be provided. This is to be secured as a planning condition in the event that planning permission is granted.

5.11 Sustainability

5.11.1 Policies LP54 and LP55 of the LP33 require that development addresses overheating and considers sustainability measures.

5.11.2 With reference to the submitted Energy Statement, the proposed development utilises the 'Be Lean, Be Clean, Be Green' energy hierarchy. It achieves 72.3% overall regulated CO2 savings on-site, exceeding the GLA's 35% minimum requirement. Proposed measures include enhanced fabric efficiency, air source heat pumps, and photovoltaic panels.

5.11.3 The development has been designed to manage overheating through dual aspect layouts, optimised glazing ratios, low g-value windows, and internal blinds to limit solar gains. However, to ensure the cooling hierarchy will be applied across the development, it is considered reasonable to secure a detailed overheating risk assessment by condition.

5.11.4 A financial carbon offset contribution of £4,902 will be secured through a S106 legal agreement, with provision for recalculation at a later stage if the Energy Statement is updated, ensuring the development meets net zero carbon standards.

5.11.5 To offset the shortfall in net zero carbon emissions, a financial carbon offset payment is to be secured as a planning obligation within the S106 Agreement. This financial sum has currently been calculated as £4,902 but will include provision for recalculation at a later stage if the Energy Statement is updated, ensuring the development meets net zero carbon standards.

5.11.6 Subject to the inclusion of the conditions relating to the Energy Statement, overheating assessment, PV panels, heat pumps, and the carbon offset contribution, the proposed sustainability measures are considered acceptable and in accordance with LP55 of the Hackney Local Plan.

5.11.7 The proposed two storey extension is situated to the south-east of 15 Elsdale Street which accommodates roof mounted PV panels. Given the scale of the proposed extension and separation distance to PV panels of approximately 13m, the solar panels would largely continue to receive unobstructed access to sunlight. The submitted overshadowing assessment also highlights that the levels of overshadowing to that building would not be significant in relation to windows that are located lower down the building to that of the PV panels. In addition, the Applicant's Daylight Consultant has also confirmed the proposed development is not expected to materially affect the solar radiation received by the adjacent solar panels at 15 Elsdale Street.

5.11.8 Moreover, as the proposed development would include sustainable energy saving measures, such as an extensive array of solar panels, any impacts to the adjacent site in sustainability terms would be off-set by the inclusion of sustainability generating significantly more renewable energy overall, thereby having a net positive effect on climate change goals.

5.12 Flooding and drainage

5.12.1 Policy LP52 of the LP33 seeks to ensure all development must have regard to reducing flood risk, both to, and from the site, over its expected lifetime. It would be expected that the proposed development would incorporate some form of sustainable drainage system (SuDS) be it a water butt, soakaway or green roof.

5.12.2 In order to ensure the proposal achieves the objectives of policy LP52 in providing SuDS, precise details are to be secured by condition.

5.13 Section 106 Legal Agreement

5.13.1 In terms of the current proposal, the following planning obligations are required in order to ensure that the proposed development would meet the relevant objectives of the Development Plan:

Item	Details
Affordable Housing	<ul style="list-style-type: none"> Affordable Housing Contribution - £250,000
Transport	<ul style="list-style-type: none"> Residential car parking permit free
Sustainability	<ul style="list-style-type: none"> Carbon Offset Payment - £4,902 (subject to recalculation)
Other	<ul style="list-style-type: none"> Monitoring fee - £6,660 (£5,500 AH; £555 CF; £555 CO)

5.14 Equalities Considerations

5.14.1 The Equality Act 2010 requires public authorities, when discharging their functions, to have due regard to the need to (a) eliminate unlawful discrimination, harassment and victimisation and other conduct; (b) advance equality of opportunity between people who share a protected characteristic and those who do not; and (c) Foster good relations between people who share a protected characteristic and persons who do not share it. The protected characteristics under the Act are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

5.14.2 Having regard to the duty set out in the S149 Equality Act 2010, the development proposals do not raise any equality issues.

6. CONCLUSION

6.1 The proposal involves the construction of a two-storey vertical extension above the existing two-storey building at 25 Elsdale Street to provide five new self-contained residential units (1 x 1-bedroom, 3 x 2-bedroom, and 1 x 3-bedroom). The site previously housed a light industrial printworks factory, but this use is no longer present due to an extant Prior Approval (Ref. 2024/0759) for residential conversion of the existing building.

6.2 The development is considered to make a positive contribution to Hackney's and London's housing needs, aligning with Policy LP12 of the LP33 and H1 of the London Plan (2021). The proposed unit mix is deemed acceptable, including a family-sized unit in a sustainable location, satisfying Policy LP14 of the LP33 on dwelling size mix.

6.3 Regarding affordable housing, the proposal is policy compliant with Policy LP13 of the LP33, as the applicant has agreed to a £250,000 financial contribution secured via a Section 106 Agreement.

6.4 Regarding quality of accommodation, all five proposed units meet or exceed minimum internal floor area and internal headroom (2.5 metres) and amenity requirements. All units are dual-aspect and are assessed to receive adequate natural light, privacy, and outlook.

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- 6.5 The design, form, and massing of the two-storey extension is considered acceptable, as the structure is setback and stepped to minimise its visual impact and aligns with neighbouring building heights. The material palette (ribbed tonal render and reconstituted stone detailing) is considered compatible with the existing brick-built context.
- 6.6 The proposed development would not materially compromise the amenity of occupiers of neighbouring properties.
- 6.7 In relation to access, transport and environmental considerations, subject to the relevant recommended conditions, including details of cycle parking and refuse, and those recommended to meet sustainability objectives, the proposal is considered to be policy compliant and acceptable.
- 6.8 All other relevant policies and considerations, including equalities, have been taken into account.

7. RECOMMENDATIONS

Recommendation A

- 7.1 That planning permission be GRANTED, subject to the following conditions:

7.2 Commencement within three years

The development hereby permitted must be begun not later than the expiration of three years beginning with the date of this permission.

REASON: In order to comply with the provisions of the Town and Country Planning Act 1990 (as amended).

7.3 Development in accordance with plans

The Development hereby permitted shall only be carried out and completed strictly in accordance with the submitted plans hereby approved and any subsequent approval of details.

REASON: To ensure that the development hereby permitted is carried out in full accordance with the plans hereby approved.

7.4 Materials

Prior to any above ground works associated with the construction phase of the development, full details, with samples, of the materials to be used on the external surfaces of the buildings, including glazing and all treatments, shall be submitted to and approved by the Local Planning Authority in writing before any above ground work on the site is commenced. The development shall not be carried out otherwise than in accordance with the details thus approved.

REASON: To ensure that the external appearance of the building is satisfactory and does not detract from the character and visual amenity of the area. These details are required prior to commencement of any above ground works as they are integral to the fabric of the development and cannot therefore be dealt with retrospectively.

7.5 **Construction Management Plan**

A Construction Management Plan (CMP) specifying hours of working, construction traffic routing, measures to prevent dust pollution and contact arrangements between residents and contractors shall be submitted and agreed by the Local Planning Authority prior to the commencement of the development. The construction logistics plan shall include the following details:

- (a) loading and unloading of plant and materials;
- (b) storage of plant and materials;
- (c) programme of works (including measures for traffic management);
- (d) provision of boundary hoarding behind any visibility zones;
- (e) wheel cleaning provision on site. Construction shall thereafter take place in accordance with the measures identified within the CMP.

REASON: To ensure that during demolition and construction works that there would be no negative amenity or highway impacts as a result of the development. These details are required prior to commencement as they affect the entirety of the construction phase and cannot, therefore, be dealt with retrospectively.

7.6 **Non Road Mobile Machinery**

No non-road mobile machinery (NRMM) shall be used on the site unless it is compliant with the NRMM Low Emission Zone requirements (or any superseding requirements) and until it has been registered for use on the site on the NRMM register (or any superseding register).

REASON: To ensure that air quality is not adversely affected by the development in line with Policy SI 1 of the London Plan (2021) and the Mayor's The Control of Dust and Emissions During Construction and Demolition SPG (2014).

7.7 **Sustainable Drainage**

Prior to superstructure works, detailed specification and a drainage layout of at least one suitable sustainable drainage systems (i.e. water butt with overflow, raingarden, bioretention planter box, living roof (substrate depth of 80-150mm excluding the vegetative mat), permeable paving, etc.) shall be submitted to, and approved by the LPA, in consultation with the LLFA. If soakaways i.e. plastic modules and soakaway rings are used, an infiltration test must be carried out to ensure that the capacity of the soil is suitable for infiltration. It must be demonstrated that there will be no increase in surface water flow being discharged offsite and an overall reduction in peak flow rate and volume.

REASON: To ensure the provision of sustainable drainage measures onsite, in accordance with LP52 of LP33 and Policy SI 13 of the London Plan 2021.

7.8 **Energy Statement**

Prior to the above ground works of the development hereby approved, a revised Energy Statement shall be submitted to and approved by the Local Planning Authority, providing full details to demonstrate at least the following standards and key metrics have been achieved or improved upon as set out in the hereby approved Energy Statement (by XCO2 dated June 2025):

- a) Minimum carbon savings of 12% against Part L 2021 through fabric efficiency (Be Lean)
- b) Minimum overall carbon savings of 72.3% against Part L 2021

REASON: In the interest of addressing climate change and securing sustainable and net zero development and construction, in accordance with LP55 of the Hackney Local Plan.

7.9 **Overheating**

Prior to the above grade works of development an overheating risk assessment shall be submitted to and approved by the Local Authority. The assessment must include design specific details of how each steps of the Cooling Hierarchy has been implemented, for reference:

- Step 1: Reduce the amount of heat entering a building in summer through orientation, shading, albedo, fenestration, insulation and green roofs and walls
- Step 2: Minimise internal heat generation through energy efficient design
- Step 3: Manage the heat within the building through exposed internal thermal mass and high ceilings
- Step 4: Passive ventilation
- Step 5: Mechanical ventilation
- Step 6: Active cooling systems

The applicant should provide supporting evidence such as scope drawings highlighting what unit/area have been included in the assessment. Where any additional remedial mitigation measures are required, the product specifications and details must be provided.

The development hereby approved shall not be carried out otherwise than in accordance with the details thereby approved.

REASON: In the interest of addressing climate change and securing sustainable and net zero development and construction, in accordance with LP55 of the Hackney Local Plan.

7.10 PV Panels

Prior to the occupation of the development hereby approved, details must be submitted to and approved by the Local Authority to demonstrate at least the consented standards have been met, as set out in the hereby approved Energy Statement (by XCO2 dated June 2025)::

- a) Solar PV panels annual electricity peak generation of 13.9 kWp kWp
- b) Solar PV panels array of 56 sqm

REASON: In the interest of addressing climate change and securing sustainable and net zero development and construction, in accordance with LP55 of the Hackney Local Plan.

7.11 Heat Pump

Prior to the occupation of the development hereby approved, details must be submitted to and approved by the Local Authority to demonstrate at least the consented standards have been met, as set out in the hereby approved Energy Statement (by XCO2 dated June 2025)::

- a) Minimum Heat pump Coefficient of Performance of 2.2
- b) Minimum Heat pump Seasonal Coefficient of Performance
- c) Details of location of the condenser units from the heat pump systems and any noise solutions to mitigate the impact for nearby sensitive receptors.

REASON: In the interest of addressing climate change and securing sustainable and net zero development and construction, in accordance with LP55 of the Hackney Local Plan.

7.12 Noise

The noise level from all plant and machinery included in the approved development shall at all times remain 10dB(A) below background levels when measured at any nearby residential window.

REASON: To ensure that occupiers of neighbouring premises do not suffer a loss of amenity by reason of noise nuisance and other excess noise.

7.13 Cycle parking

Prior to the first occupation of the development hereby approved, notwithstanding the details as shown on the approved drawings, precise details of the proposed cycle parking provision which is safe, secure and accessible for all shall be submitted to and approved in writing by the Local Planning Authority. The development shall

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thereafter be carried out in strict accordance with the approved details and thereafter retained solely for its designated use.

REASON: To ensure adequate provision for the safe and secure storage of bicycles, to promote sustainable modes of transport and in the interest of safeguarding highway safety in accordance with Policy LP42 of the Hackney Local Plan 2033 (2020).

7.14 **Refuse and recycling**

Prior to the first occupation of the development hereby approved, notwithstanding the details as shown on the approved drawings, precise details of the proposed refuse and recycling storage capacity shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in strict accordance with the approved details and the area shall remain free from obstruction other than for its approved use.

REASON: To ensure adequate provision for refuse and recycling is provided which would safeguard the amenity of the area and not compromise pedestrian safety.

7.15 **Swift boxes**

The development hereby approved shall provide two swift boxes close to the eaves prior to first occupation and shall be retained as such in perpetuity.

REASON: To promote biodiversity on site in line with policy LP46 of the Hackney Local Plan 2033 (2020).

Recommendation B

7.16 That the above recommendation be subject to the landowners and their mortgagees entering into a Legal Agreement by means of a legal deed in order to secure the following matters to the satisfaction of the Director of Legal, Democratic and Electoral Services:

- 1) Affordable Housing Financial Contribution of 2150,000
- 2) Residential Car Free Development (Non-Blue Badge Holders)
- 3) Carbon Offset Payment of £4,898 (subject to review)
- 4) Monitoring costs of £6,600 in accordance with the *Planning Contributions SPD (2020)* to be paid prior to completion of the proposed legal agreement; and
- 5) Payment by the landowner/developer of all the Council's legal and other relevant fees, disbursements and Value Added Tax in respect of the proposed negotiations and completion of the proposed Legal Agreement.

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Recommendation C

7.17 That the Sub-Committee grants delegated authority to the Assistant Director Planning & Building Control (or in their absence either the Growth Team Manager or Development Management & Enforcement Manager) to make any minor alterations, additions or deletions provided this authority shall be exercised after consultation with the Chair (or in their absence the Vice-Chair) of the Sub-Committee (who may request that such alterations, additions or deletions be first approved by the Sub-Committee).

8. INFORMATIVES

8.1 The following informatics should be added:

SI.6 Control of Pollution (Clean Air, Noise, etc.)
SI.7 Hours of Building Works
SI.50 S106 Agreement
NPPF Applicant/Agent Engagement

Signed Britney Ford **Date** 10/12/2025

Natalie Broughton - Assistant Director, Planning & Building Control

No.	Background Papers	Name,Designation & Telephone Extension of Original Copy	Location Contact Officer
1.	<p>Application documents and LBH policies/guidance referred to in this report are available for inspection on the Council's website</p> <p>Policy/guidance from other authorities/bodies referred to in this report are available for inspection on the website of the relevant authorities/bodies</p> <p>Other background papers referred to in this report are available for inspection upon request to the officer named in this section.</p> <p>All documents that are material to the preparation of this report are referenced in the report</p>	Britney Ford Planning Officer	1 Hillman Street London E8 1FB

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