

**HANWELL CEMETERIES
CONSERVATION AREA
Management Plan**

MARCH 2008

HANWELL CEMETERIES AREA MANAGEMENT PLAN

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1. Introduction

This plan sets out the local authority's approach to managing the future Hanwell Cemeteries CA. It is based on an appraisal of the character of the CA, the statutory planning policies affecting the area, the role of other local authority services in the area, and the requirements and aspirations of local people – both residents and businesses.

It is very much a partnership document, 'owned' by all parties involved in producing it. This partnership approach means that the plan will be respected, and will be guided by the conduct of each partner.

2. Policy

This Management Plan indicates how the policies in the Local Development Framework (LDF), along with other matters, will figure in the on-going management of the Hanwell Cemeteries CA. It is not a planning policy document itself however, and it does not form part of the Local Development Framework (LDF).

Ealing's Local Development Framework comprises a series of documents. The following documents have a bearing on the Conservation Management Plan:

- The 'unitary development plan' (UDP), also known as the Plan for the Environment, contains the statutory policies for development in the CA and elsewhere in the borough. Volume one of the UDP has policies for all types of development. There is a specific policy on conservation in Chapter Four on Design (policy 4.8). Volume two of the UDP shows sites and areas across the borough. Hanwell Cemeteries CA is indicated in Table 10.12 and Map 8 in Volume Two. The UDP also has a "Proposals Map" which specifies the definitive boundary of the Hanwell Cemeteries CA. It should also be noted that the UDP comprises the development plan for the borough along with the Mayor of London's London Plan. For most purposes, the London Plan policies are reflected in the UDP, and there are cross-references to them in the UDP.

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- The series of supplementary planning guidance and supplementary planning documents provide more detailed guidance on how the statutory policies should be applied. These cover topics, sites and areas.
- The Local Development Scheme sets out the programme of work on future planning policy. This includes reference to a Supplementary Planning Document on Conservation, which is currently being prepared, and which will be subject to formal consultation in the Spring of 2007. In May of 2007, the Council's preferred options for the planning of the borough will be published.
- The Statement of Community Involvement sets out the Council's commitments to community involvement in all aspects of town planning, including matters pertaining to the Hanwell Cemeteries CA.
- There are also other documents providing background information and monitoring data in the LDF. All published information on the Local Development Framework is on the Council's web site at www.ealing.gov.uk/planpol

3. Conservation Area designation

Hanwell Cemeteries CA is one of 29 (twenty-nine) of L.B. Ealing's CAs (CAs) and it is managed, like the others, by the legal regulations of the *Planning (Listed Buildings and Conservation Areas) Act*, 1990. The Council operates its responsibilities under the Act to "preserve and enhance" the character of the CA. The Council will also undertake regular reviews of the area to monitor the quality of development and the effectiveness of its policies and guidance.

3.1. Character appraisals

The Council has completed a Character Appraisal for Hanwell Cemeteries CA, of which this Management Plan is a further part. The appraisal has been produced to describe and evaluate the special architectural, historic and natural interest of the CA. The statement of character will provide a basis from which to evolve not only the making of development control decisions, but also for the informed framing of design guidance. The appraisal is the basis for the direction of this Management Plan, identifying the elements of special interest of Hanwell Cemeteries CA that require attention or improvement. The appraisal also provides a valuable resource upon which to defend Appeals against refusal of planning permission.

3.2. Archives and the importance of the past

The CA contains much historic fabric and evidence of this has been included in the Appraisal to demonstrate the evolution of the area over the past 250 years or so.

The Appraisal deals especially with the period from the 19th century to the present day. In the mid-19th century a large number of Anglican urban graveyards were closed as they were overflowing and had become sources of contamination. The Metropolitan Interment Act of 1850 allowed for the provision of publicly funded cemeteries in London. This was later extended across the country by an Act of 1853. This resulted in a boom in the construction of public cemeteries which was financed by the Burial Boards run by parish vestries. Amongst the numerous cemeteries that were set up between the 1850's and 1860's were the suburban cemeteries of the Royal Borough of Kensington and Chelsea and of the City of Westminster in Hanwell now known collectively as Hanwell Cemeteries.

Some archival material, taken from historic material provided by national and locally sourced information including respectively the English Heritage Conservation Management Plan and Ealing Local Library Studies and Kensington and Chelsea Archives has been included in the Management Plan to provide a sense of historical depth as well as to illustrate Hanwell Cemeteries development. Elements of this past may still be felt and understood, thus posing questions about protection and enhancement of the CA.

4. Development and burial plot intensification control

The character of the CA is under some threat posed by further intensification of burial plots in both Kensington and Chelsea Cemetery and the City of Westminster cemetery as well as by unsympathetic alterations to cemetery buildings such as the replacement of timber windows with later out of character joinery at the Kensington and Chelsea Cemetery Lodge and by any other inappropriate alterations. The rather sad state of neglect and disrepair also undermines the character of both cemeteries but particularly that of the City of Westminster cemetery. The situation therefore highlights the role of burial ground intensification, development control in regard to cemetery buildings and good maintenance practice in managing any future changes to the CA.

4.1. Principles for development and intensification control

Hanwell Cemeteries comprising the Kensington and Chelsea Cemetery and the City of Westminster cemetery and its immediate surroundings is under some pressure from further intensification. Sensitive and responsive management is required in order to cope with this pressure and the following principles will be adopted to guide the Council in its control of development:

- 1) The Council will apply the principles, guidance and regulations outlined in the *Planning (Listed Buildings and Conservation Areas) Act 1990* and the broader guidance of *Planning Policy Guidance Note 15 (PPG15)* and any subsequent revisions or additions.
- 2) The Council will apply the policies outlined in its *Plan for the Environment, the Unitary Development Plan (UDP)* as adopted in October 2004, until such time as these policies are

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replaced by policies in the emerging *Local Development Framework*.

- 3) In the event of a planning application the normal process applies so it must be supported by a Design and Access Statement and PPG 15 Justification statement where appropriate. More information can be provided by council officers both verbally and by examples on file successful D and A statements and PPG 15 justification statements.
- 4) A major requirement for any development proposal or otherwise in a CA is quality, covering the design, materials, workmanship and execution.
- 5) Where applicable the Council will not dictate on the choice of architectural styles of any proposed new buildings, extensions or alterations but the position may be simply put as follows:
 - Where applicable contemporary styles may be entirely acceptable if they are high in quality and provided that they remain sympathetic in the context.

OR

- Where applicable, replicas of good, older buildings may be preferred provided that they are properly researched and high in quality. The design, scale, massing and detailing of such Traditionalist schemes should accurately replicate the contextual, local materials.
- 6) If applicable the drawings through which proposals are submitted should clearly and competently demonstrate the intentions of the development, preferably being accompanied by photographs and anything else that can demonstrate the project's aims.
 - 7) The Council will make use of technically experienced and qualified Officers in guiding the assessment and determination of all applications received.
 - 8) Where applicable, applications for work in CAs must be accompanied by clear indications of the materials to be used in producing the external finish and architectural details of the proposed buildings. Actual samples of the materials should be submitted as part of the preparations of the

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scheme and/or in the course of beginning on-site building operations.

- 9) If applicable and where possible, the Council recommends pre-application consultation. Planning Services and applicants may thus work jointly to produce schemes that are successful and high in quality. Experience has demonstrated that advance work of this sort is the most effective and efficient way of preparing applications.

5. Preservation and enhancement

5.1. Understanding the asset

The Character Appraisal of which this Management Plan forms a part is central to understanding Hanwell Cemeteries CA and its future needs. As a result of the appraisal process, the aspects of the area that are under the most threat have been identified. The threats include the conversion of green-space for further burial plot intensification; unsuitable window and door replacements or other features that affect cemetery buildings within the cemeteries themselves; unsuitable alteration and replacements (e.g PVC-U windows) to properties overlooking the City of Westminster Cemetery; neglect and disrepair of the fabric in general including the burial plots, gravestones, mausoleums and early greenhouses as well as to the buildings within the curtilage

5.2. Maintaining quality

The Council's attention to quality in Hanwell Cemeteries CA will be maintained through its contribution to the following elements of development and alteration to the properties adjacent to the CA and within the CA.

1) Quality of applications

In line with PPG15 the Council will not accept outline applications for proposals in CAs. Where applicable, full applications will be required to be supported by properly drafted, accurate, scale drawings with plans, sections and elevations. In many cases for large schemes the Council will also expect analytical drawings, showing proposals in context, either through streetscape sections or three-dimensional images.

2) Quality of materials

The Council will, where possible, require that materials proposed are submitted as part of an application and not as a Condition.

3) Details

Where appropriate to aid in the assessment of an application, the Council may require the submission of large-scale construction detail drawings. This enables officers to check the quality of what is proposed and ensure that on site design is not left to the builder.

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4) Experienced persons

The Council will always advise that applicants appoint both consultants and builders who have experience in historic building work.

5) Windows and doors

The Council has a well-founded preference for traditional, renewable materials and will therefore exercise its powers to advise and to insist, in cases where applicable and appropriate, against the use of architectural elements and fenestration details in PVC-U or other manufactured substitutes.

Where it concerns buildings, plastic window frames and doors are not felt to be able to replicate the quality and appearance of original timber windows in CAs. Materials such as PVC-U are non-renewable and contribute to pollution. When used elsewhere on buildings such as porches, barge-boards and conservatories, it can have a negative effect upon the visual appearance that should not be permitted in CAs. Depending on the individual circumstances, aluminium may or may not be considered an acceptable replacement for steel in window frames or framing in general.

Generally, the Council believes that it is the attention to detail and the specific concern about quality at all levels that will help to preserve or enhance the character and appearance of Hanwell Cemeteries CA.

5.3. *Preserve or enhance*

Hanwell Cemeteries are a designated CA for their architectural and historical special interest.

Hanwell Cemeteries are designated Metropolitan Open Land and Nature Conservation Management Site within the Ealing UDP. This additional designation to the CA status recognises the value and dignity of the secluded cemeteries also as a public open space.

It is important that the delicate relationship between the architectural elements and the natural and landscape assets is preserved and enhanced.

As outlined in Planning Policy Guidance Note 15 (PPG15) proposals for work within the historic environment and, in particular, within CAs must, at the very least, preserve the character of the CA. The Council supports this standard as a basic requirement but will always encourage applicants and their agents to develop schemes that will actively enhance the character of the CA. In meeting these fundamental requirements the Council will require that proposals are demonstrably a faithful replication of the local historical precedent or a high quality contemporary building as described above.

5.4. *Elements at risk*

As previously described, the quality of any CA can be damaged to a significant degree by the loss of historic details whether 20th century in origin or earlier and the nature of this threat has led to the CA designation of Hanwell Cemeteries and other parts of the Borough. The Council regards it as important to preserve certain details for the sake of the contribution they make to local architectural character.

Therefore, the protection of the following elements of the historic environment in Hanwell Cemeteries CA, where it concerns miscellaneous buildings and structures such as the lodge buildings, the old greenhouses, brick walls and any other applicable structures and to properties overlooking the cemeteries, will be of high priority:

1) Alterations and extensions to roofs and their covering materials.

The roofscape is an important element of the character of the peripheries and buildings within the CA. Any works whether for new buildings, extensions, alterations or the replacement of existing roof coverings, require planning permission to ensure that special care and attention is

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paid to the scale, the massing, the design and the materials employed.

- **Dormer windows**

Where there are properties overlooking the CA, inset dormer windows may be accepted on the rear roof slopes. They should not dominate the roof slope.

Dormer windows should be of traditional design. A roof shape in keeping with the original profile is preferred but a flat roofed dormer may be necessary in smaller or shallower roofs, to allow 500mm to the ridge, valleys and hips. All dormer windows should be finished with moulded eaves, cornices and timber fascias. Where possible the window(s) of the dormer should align with the windows of the main house.

There should be no tiling on the front elevation. Cheeks should be of lead.

- **Roof extensions**

Where it concerns overlooking properties, roof extensions should be built within the existing roof slope: they should not be wrapped around two roof slopes, exceed the height of the ridge, or form a continuation of the wall below. Changing a hipped roof to a gable should be avoided.

The ridge of the roof should not be raised to accommodate greater headroom: this will change the proportion of the house and may spoil the character and uniformity of the street scene.

- **Rooflights**

Where it concerns overlooking properties, rooflights may be acceptable on the rear roof slopes (and on occasion on the sides). Any roof light should be a “conservation roof light” which lies flush within the roofline. The few buildings, one of them statutorily listed, within the CA will be subject to the normal planning regulations within Conservation Areas.

- **Tiles**

Where applicable tiles /slates should match the original in type, material and colour. Interlocking tiles are rarely appropriate.

- **Chimneys**

N/A

2) Window frames and doors

Where it concerns buildings within the cemeteries and overlooking properties, guidance will be given as part of the Hanwell Cemeteries Management Plan for the retention of existing traditional windows and doors and will be specifically concerned to avoid and to advise against pollutants and non-renewable materials as replacements.

3) Brickwork

The management of brickwork and the pointing of walls is a critical issue in preserving detail in Hanwell Cemeteries CA. Traditional finishes and bonds should be respected and considered before works are carried out to brick structures.

4) Stonework

The management of stonework and any other material seen in both the cemeteries is a critical issue in preserving detail in Hanwell Cemeteries. Maintenance, repair and cleaning of stonework must be considered a high priority.

5) Burial plots and tombs

Due to their impact on the visual amenity of Hanwell Cemeteries CA, burial plots and tombs are regarded as important for the preservation of the CA. The Council will try to ensure that the headstones, tombs and mausoleums and any other graveside element will be appropriate in their materials and of high quality design that is compatible with the historic character of the CA.

6) Trees

All trees above 7.5cm Diameter at Breast Height (1.5m above ground level) are protected by Conservation area legislation under the Town and Country planning act.

A notification of intent must be submitted to the LPA for any required works to all trees within the conservation area. There is a statutory 6-week period for the LPA to respond to all notifications. Any works objected to require a Tree Preservation Order to be made.

Those trees covered by Tree Preservation Orders require an application to the LPA to carry out works to protected trees. Approval, amendment or refusal of the application will be made by the LPA.

Application/ notification forms are available from the LPA with regard to works to trees in a conservation area as well as Trees Covered by Tree Preservation Orders.

Tree retention, and replacement will be advocated through the application process to ensure the amenity and tree cover is sustained. The removal of mature trees, should not be permitted in order to create further burial spaces

7) Open spaces

The present condition of the remaining open space in The City of Westminster Cemetery will profit from better and ongoing upkeep. The Council regards it as important to improve this area so as to provide quality open public spaces across the Borough.

8) Extensions

The proliferation of unsightly and over-scale rear, side or roof extensions to dwelling houses overlooking the CA are all regarded as detrimental to the historic environment of Hanwell Cemeteries. For this reason, applications for extensions of this sort will be carefully considered and, where necessary for the preservation of local character, will be resisted. This would also apply to buildings within the CA.

Where it concerns buildings overlooking the CA, it is highly desirable that if constructed separately, that they retain their separateness rather than morph together into an unsightly jumble.

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9) Outbuildings

Small buildings should be small-scale and sited discreetly, taking care not to locate them too near trees. They should be only be for ancillary cemetery and grounds use and should be built with the most appropriate material to ensure that they blend with the character of the cemeteries landscape.

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10) Density

The green, open spaces in Hanwell Cemeteries are considered to be one of the outstanding characteristics of the CA and all aspects of this openness will be protected.

Any attempt at development of these green, open spaces will be resisted so as to maintain the natural beauty and their improvement will be sought.

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11) Shop fronts and signage

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The Hanwell Cemeteries CA does not include commercial use. However there is a problem with an excessive amount of unsightly signage particularly in the City of Westminster cemetery. Measures to address this issue will be sought and will be incorporated as the Management Plan develops.

12) Traffic

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No particular issues or problems of traffic are thought to affect this CA

13) Satellite Dishes and Telecommunication Installations.

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Satellite dishes are a common problem in many CAs. They disfigure the fronts of historic buildings and also cause a loss of historic character when fixed in inappropriate locations. Where houses are adjacent to the Hanwell Cemeteries CA, satellite dishes are regarded by the Council as not being in character and therefore will only be acceptable when they cannot be easily seen from the public parts of the area. Telecommunication installations could also potentially harm the historic character of Hanwell Cemeteries CA

14) Public Realm

The character appraisal for Hanwell Cemeteries CA has identified that there are a number of improvements that could be made to improve the quality and coherent appearance of the public realm:

- Excessive signage;
- Landscaping improvements
- Protection of trees
- Public seating
- Control of development, particularly roofscapes of overlooking properties
- Upkeep of the buildings and grave fabric;

15) Trees and other flora and fauna.

The mature trees in the CA, notably the cedars in the entranceway of Westminster Cemetery, provide an important part of Hanwell Cemeteries CA special character. Their care and any necessary surgery are to be approached with sensitivity.

All applications / notifications of work to trees would be dealt with on an individual basis through the correct, recognised planning process. Any development

application must provide a tree report and tree survey to BS5837 2005.

It would be strongly recommended that a full site survey be carried out of the existing tree stock within the cemeteries, detailing location, species age, Diameter at Breast Height (DBH) and condition. Forward thinking management of the sites are required to provide replacement trees at an early opportunity within suitable sustainable locations to maintain a variety of species and ages for long term retention and regeneration of significant specimen trees within strategic locations.

In addition, suitable tree species should be provided for habitat and nature conservation aspects of the cemeteries.

It is also important to protect the habitat of the flora and fauna within the Cemeteries. A site survey of the variety and species is also recommended.

5.5. Monitoring and Review

The Council will review its CA Appraisals as part of a five-year programme of regular review and monitoring in compliance with policy reflecting the obligations imposed by the Planning (Listed Buildings and CAs) Act 1990.

5.6. Conservation Strategy and Practice

One of the main means by which the importance of historic cemeteries can be acknowledged and their protection secured, that is, their inclusion on the national *Register of Parks and Gardens of special historic interest in England*. A new booklet has been produced - *A register of Parks and Gardens: Cemeteries*, with detailed information. During the course of the next five years the council will look into the necessary procedure and assessments to include Hanwell Cemeteries in the above register.

To maintain all aspects of the "special character and appearance" of the 29 CAs, the Council will need to retain technical advisors specializing in the preservation and conservation of wildlife, nature and trees, of historic buildings, burial ground related fabric, landscapes and trees etc. A regular five-year cycle of study and review will need to be maintained to assess and monitor the CAs with the aim of the preservation of the areas in the long term. Overall, Hanwell Cemeteries must be protected: firstly for its residents but also for the many non-residents who pass through this remarkable urban oasis on a daily basis.

5.7. Summary of Issues

- Neglect of the fabric including buildings, headstones and burial plots and various other structures.
- State of abandon of the old nurseries for the cemetery plants at Kensington and Chelsea cemetery.
- Inappropriate and visually intruding elements within the CA and around the boundary of the CA such as bulky loft extensions and dormer windows disrupting the roofscape of adjacent properties.
- Losses of significant specimen trees as well as other amenity tree cover through the development of the cemeteries as well as the need to protect all the flora and fauna within the CA.
- Potential loss of notable and mature trees both now and in the future, loss of amenity value and character of the area through lack of new tree planting
- Unsightly modern, marbled gravestones and related ornamentation leading to loss of appearance and failure to preserve the character of the CA.

6. Consultation

The strength of Hanwell Cemeteries CA Appraisal and Management Plan relies on the knowledge and commitment of residents and other key stakeholders. Both documents have been produced in partnership with members of local amenity groups and other interest groups across the wider Ealing Council community who have provided the authors of this work with the expert views and knowledge to help to positively shape the future of the CA. Wider views will be sought in the lead up to adoption of both the Appraisal and Management Plan, and thereafter in every five-year period of review.