

London Borough of Havering

St Leonard's Hornchurch Conservation Area Character Appraisal and Management Proposals



Prepared by
The Paul Drury Partnership



St Leonard's Hornchurch Conservation Area

Character Appraisal and Management Proposals

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Plate 1: The Cottage Homes in their heyday (photo from website www.workhouses.org.uk)

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St Leonards Conservation Area

Character Appraisal

1.0 Introduction and background

1.1 The historical development of Havering

The London Borough of Havering, the second largest London borough, has a population of about 225,000 and covers an area of 11,227 hectares (approximately 40 square miles), half of which lies within the Green Belt. To the north and east, the borough is bordered by the Essex countryside and, to the south, by a three mile River Thames frontage; but although the M25 defines its outer edge, the character of the Essex landscape and its villages extends into the borough well within both the motorway and the administrative boundary between Greater London and Essex. Pevsner¹ remarks of Havering that *“the character of its buildings is shared equally between the suburbia of its western neighbours and the rural vernacular of the Essex countryside. This mix is unique in East London, comprising still remote medieval parish churches along the Thames marshlands, tiny rural villages, farmhouses set in open fields, a scattering of mansions, leafy Edwardian suburbia, and at its heart the brash commercialism of Romford.”* This summary is also an appropriate description for the range of conservation areas in Havering.

1.2 The London Borough of Havering was created in 1965 from Romford Borough and Hornchurch Urban District, reviving the name of the medieval Liberty of Havering, to which they once belonged. The administrative origins of Havering are in the medieval parishes which were grouped together to form the administrative units of Chafford Hundred in the south, and the Royal Manor and Liberty of Havering in the north and west. The Liberty consisted of three large parishes²: Romford, as the market town; Havering atte Bower, where the royal palace stood till the 17th century; and Hornchurch. Chafford Hundred had a cluster of much smaller parishes of isolated farms and hamlets, and included Cranham, North Ockendon and Upminster, of which Corbets Tey was part, and Rainham, a little port on higher land above the marshes where the Ingrebourne River meets the Thames. Topography has naturally dictated most administrative boundaries and the pattern and chronology of settlements - from the grazing lands of Rainham marshes and the alluvial Thames floodplains, to the siting of the royal palace at Havering atte Bower on the high northern ridge; and in the 20th century the location of the RAF airfield at Hornchurch.

1.3 For most of its history, the villages and manors of Havering were part of the agricultural life of Essex, with many manor houses set within parkland. From the later 17th century and through the 18th century, the area gained popularity as a rural retreat for merchants from the east end of London, who often became active

¹ Cherry, O'Brien, Pevsner: The Buildings of England: London 5: East (Penguin, 2005)

² A parish is understood to mean the smallest administrative unit in a system of local government, having its own church.

benefactors, their manorial role extending – as with the Benyon family at Cranham and North Ockendon – to the funding of new churches and schools. Trade focused on Romford and Hornchurch, important towns on the road to London, and on Rainham, transporting local produce and passengers to London and the continent along the Thames.

- 1.4 Development of Havering in the 19th century followed the broad pattern of most outer London boroughs, particularly those to the north and east of London, which absorbed expansion from the crowded east end of London. The establishment by a Shoreditch parish of the Cottage Homes for destitute children and orphans at Hornchurch, now St Leonards Conservation Area, is a reminder of the acute problem of poverty and poor living conditions in the east end in the late 19th century and the contrast with then-rural villages such as Hornchurch. The extension of the railway network during the second half of the 19th century initiated suburban development around station locations, both in established centres, or at new locations such as Gidea Park. Gidea Park was a late example of the local landowner as entrepreneur; the social ideals of the garden city and late Arts & Crafts movement combining with shrewd land investment to establish a discrete high quality suburb. But it was only in the 1930s, with the combined circumstances of the sale of most of the large estates, new arterial roads, the Underground, low interest rates, cheap buildings material (and the opportunism of building societies in encouraging a desire for the light and air of rural suburbia), that speculative development flooded into the spaces between settlements. This blurring of the boundaries between village and countryside was only halted by Green Belt legislation in the 1930s and the post-war planning acts.

1.5 **Background to the conservation area appraisal**

Conservation areas

Conservation areas are areas of 'special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance'³ and were introduced by the Civic Amenities Act 1967. Designation imposes a duty on the Council, in exercising its planning powers, to pay special attention to the desirability of preserving or enhancing the character or appearance of the area⁴. In fulfilling this duty, the Council does not seek to stop all development, but to manage change in a sensitive way, to ensure that those qualities which warranted designation are sustained and reinforced, rather than eroded. Designation also imposes a duty on the Council to draw up and publish proposals for the preservation and enhancement of its conservation areas and to consult the local community about these proposals.⁵ These duties have been emphasised by BV 219 (see below).

- 1.6 Conservation area designation introduces a general control over the demolition of unlisted buildings, the display of advertisements, and the lopping or felling of trees with a trunk diameter of more than 7.5cm.⁶ It does not, however, control all

³ Planning (Listed Buildings and Conservation Areas Act) 1990 section 69

⁴ *ibid*, section 72

⁵ Planning (Listed Buildings and Conservation Areas Act) 1990, section 71

⁶ More details of the effects of conservation area designation and property owners' obligations can be found on the Havering Council website, www.havering.gov.uk/planning

forms of development. Some changes to family dwelling houses (known as 'permitted development') do not normally require planning permission. These include minor alterations such as the replacement of windows and doors or the alteration of boundary walls. Where such changes would erode the character and appearance of the area, the Council can introduce special controls, known as Article 4(2) directions. The result is that some or all permitted development rights are withdrawn and planning permission is required for such alterations.

1.7 *Character appraisals*

A conservation area character appraisal aims to define the qualities that make an area special. This involves understanding the history and development of the place and analysing its current appearance and character - including describing significant features in the landscape and identifying important buildings and spaces and visible archaeological evidence. It also involves recording, where appropriate, intangible qualities such as the sights, sounds and smells that contribute to making the area distinctive, as well as its historic associations with people and events. An appraisal is not a complete audit of every building or feature, but rather aims to give an overall impression of the area. It provides a benchmark of understanding against which the effects of proposals for change can be assessed, and the future of the area managed. It also identifies problems that detract from the character of the area and potential threats to this character, and makes recommendations for action needed to address these issues.

1.8 The present programme of conservation area character appraisals, of which this forms part, supports Havering Council's commitment in its Unitary Development Plan policy ENV 3 to preserve and enhance the character and appearance of its conservation areas. The assessment in the character appraisals of the contribution made by unlisted buildings to the character of the Conservation Area is based on the criteria suggested in the appendix of the English Heritage *Guidance on conservation area appraisals* (February 2006), reproduced in Appendix A to this document.

1.9 *Best Value Performance Indicator BV 219*

A local authority's performance in defining and recording the special architectural or historic interest of its conservation areas through up-to-date character appraisals is currently monitored through a culture-related Best Value Performance Indicator (BV 219). This measures annually, based on the total number of the authority's designated conservation areas, the percentage with up-to-date character appraisals.

2.0 **Planning Policy Framework**

2.1 **National planning policy framework**

The legal basis for conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990. National policy guidance is provided by Planning Policy Guidance note (PPG) 15 *Planning and the Historic Environment* and PPG 16 *Archaeology and Planning*.

2.2 Regional policy

Havering's planning policies operate within the broad framework of the London Plan (published in February 2004 and now amended), prepared by the Mayor of London. The London Plan also includes Sub-Regional Development Frameworks for all areas of London, as an intermediate step between the London Plan and the boroughs' Local Development Frameworks. Havering is within the East London Sub-Regional Development Framework.

2.3 Conservation policy and guidance in Havering

Unitary Development Plan policies

Havering's current policy framework is provided by the Unitary Development Plan (UDP), adopted in 1993. The UDP is the development plan for the borough and serves two purposes: to bring forward proposals for the development and use of land in the borough, and to set out the Council's policies for making decisions on planning applications. UDP policies can be read on the Council's website. The UDP policy on conservation areas, ENV 3, explains how the Council will implement planning legislation and preserve or enhance the character or appearance of its conservation areas. The UDP also contains a specific policy, ENV 23, for the Gidea Park Conservation Area. The UDP will be replaced in due course by the new Local Development Framework (LDF), explained below.

2.4 Existing supplementary planning guidance

To assist residents and developers, the Council has also issued design guidance, which remains a material consideration when planning applications are being assessed until replaced in new Supplementary Planning Documents (see below). Gidea Park has its own design guide to assist in the detailed interpretation of Policy ENV 23, Article 4(2) directions, and the Gidea Park Special Character Area. There is a Shopfront Design Guide for the Rainham Conservation Area, whose principles are applicable in other conservation areas.

2.5 Environmental Strategies

Within the UDP policy framework, the Council approved in September 1993 a Heritage Strategy for the Borough. In April 2000, a more detailed Heritage Strategy for Romford and Hornchurch was agreed, which is due to be incorporated in the proposed Local Development Framework Supplementary Planning Document on heritage by December 2007. These strategies emphasise that heritage conservation, which was once limited to listed buildings, scheduled monuments and conservation areas, now extends to all aspects of the environment which contribute to a sense of place and a sense of history and are of lasting value to the community. In July 2005, the Council approved the Romford Urban Strategy to provide the key partners in central Romford with an economic and physical vision for the future. This was adopted as Interim Planning Guidance in June 2006 pending the planned adoption of the Romford Area Action Plan in December 2008. This and the Hornchurch Urban Strategy will be adopted as Supplementary Planning Documents within the Local Development Framework.

2.6 *Local Development Framework*

The Local Development Framework (LDF) will replace the current UDP in due course. The LDF will consist of a portfolio of Local Development Documents (LDD), which collectively will guide development in the borough up to 2020. Supplementary Planning Documents (SPD) will expand policies set out in the Development Plan Documents (DPDs) and the Council intends in due course to prepare a SPD for heritage issues, including local heritage. This will be supported by adopted and published conservation area character appraisals and related management proposals.

2.7 **Conservation areas in Havering**

There are nine conservation areas in Havering, representing a variety of survivals from different periods of its past. Although all are distinctly individual in character, some share common characteristics because of their location or origins. The southern group of Corbets Tey, Rainham, Cranham and North Ockendon, for example, share medieval administrative origins in the Chafford Hundred, and three of them also maintain their strong focus on the parish church; some retain their manor or manorial farm, which reinforces the surviving village character, even when the modern settlement is partially engulfed by suburbia, or closely pressed by industrial development. Havering atte Bower in the north of the borough also strongly retains this impression, with all the above components present. St Leonards, RAF Hornchurch, and Gidea Park, although totally different from each other, are all survivals of single historical periods and their particular ideas and architectural style. Romford, although originating with its parish church, today represents the evolution of the shopping function - from market to parade to arcade to modern mall - which defines its special interest as much as its medieval core.

3.0 **Summary of special interest of St Leonard's Conservation area**

3.1 **Designation of the conservation area**

The Conservation Area was designated on 7th June 1984, and subsequently amended in April 1990 to reduce the designated area, because extensive new housing development had taken place. The 1984 designation report indicated that the reason for designation at this time was the threat of demolition to the *"historically important development of the St Leonard's Children's Home"*, since an application to re-develop the site from the London Borough of Tower Hamlets, the then owners of the site, was expected. The report sets out the architectural and historic interest of the original development, primarily:

1. The buildings possess an overall unity of scale and colour, texture of materials and architectural features.
2. It is a complete statement in architectural terms and completely different from the surrounding suburban development
3. The strong colour scheme of red and yellow is of great value in identifying the individual properties and emphasises the overall harmony and rhythm.
4. The Hall is of special interest because of the early 19th century sculpture over the entrance - the reason for the grade II listing.
5. The buildings have survived with only negligible alteration and retain to the present the air of a tranquil village.

6. It has special historic interest as an early planned 'village' which survives to the present in very much its original form in a mature landscaped setting.

The School Hall and Chapel block is a grade II listed building.

3.2 Additional qualities identified

The Conservation Area has undergone substantial change including loss of surrounding land and ancillary buildings since the original designation in 1984, so that the characteristics above which justified designation either no longer apply, or only apply in a much-diluted form. The characteristics no longer applicable are:

Point 4: Although the building remains on the statutory list, the sculpture over the entrance has been removed, eliminating much of the special interest of the building and any indication of the original purpose of the complex. It would, however, be possible for the sculpture or a replica to be reinstated in the empty niche.

Point 5: the buildings have been substantially changed by loss of original timber windows, doors and decorative bargeboards and the creation of garages and parking areas.

3.3 The characteristics which have been 'diluted' are:

Point 1: the 'unity' now includes modern materials and details, which was not intended by the earlier description;

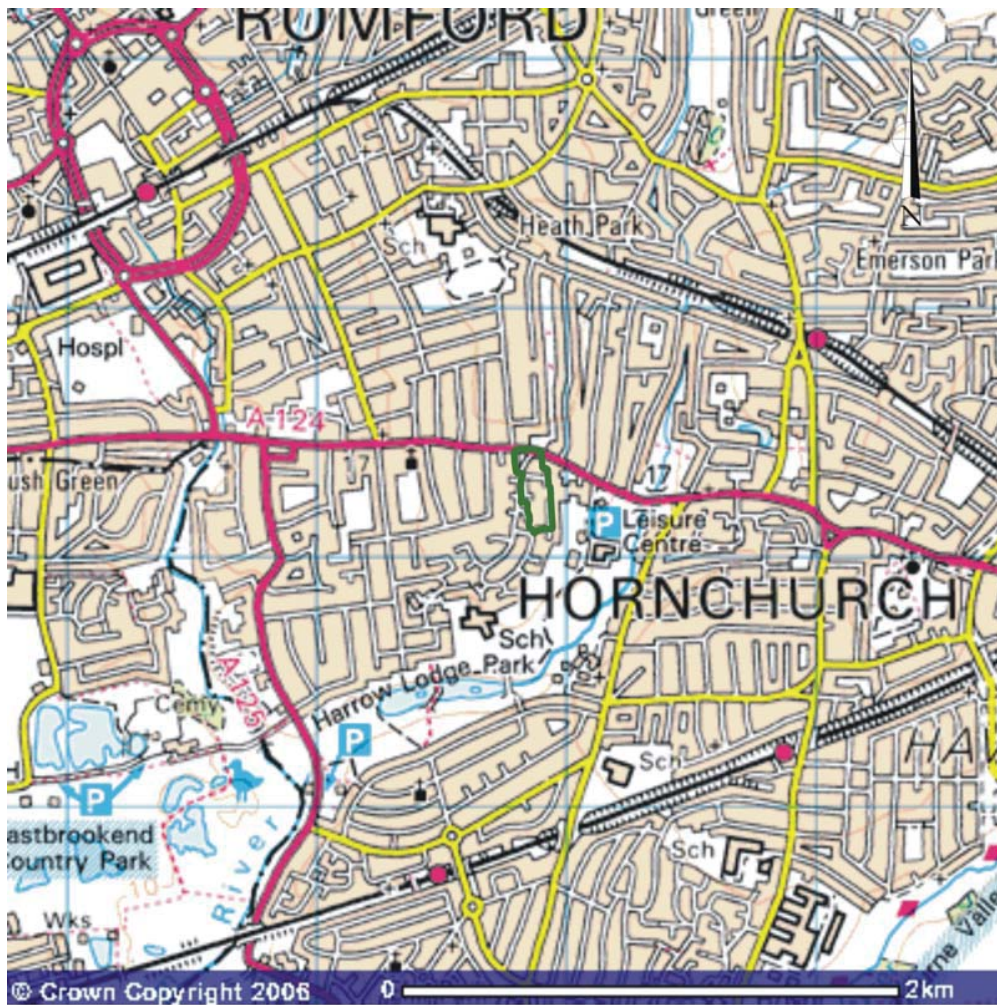
Point 2: The area is no longer completely different from surrounding development, since the houses have modern features (aluminium windows, plain bargeboards, conservatories); the road layout (apart from The Mall's pedestrian area) is modern; and some surrounding development has imitated the house forms and features.

Point 6: the mature landscape setting has not survived or been replaced.


Most of these changes occurred when conversion to private housing took place in the late 1980s and early 1990s, but some conservatory extensions appear to have been added since then. The village does not survive now in its original form, because demolition of a number of buildings has taken place (the infirmary, workshop and swimming pool), and the logic of the layout has been substantially changed to confuse the original intention by diverting the principal entrance away from the main road. While the site retains historic interest and some architectural interest, it does not compare to the *status quo* in 1984 at designation. The special interest described in paragraph 3.1 is now revised as follows:

- o The Conservation Area retains the residential buildings of a former children's home, which demonstrated the enlightened social attitudes of the Poor Law Guardians in the late 19th century towards orphans and children of destitute parents, and consisted of a relatively self-sufficient 'village' environment in a rural setting.
- o It is therefore of historic interest in representing a particular development of social history.

- The houses that survive retain their original form and massing, and the Hall and Chapel remain the focus of the group.
- The uniformity of design of the children's houses has been retained by the conversion, and the Lodge and Warden's accommodation – distinctly different from neighbouring buildings - mark the location of the complex on Hornchurch Road.



St Leonards conservation area character appraisal map 1: Location map

 Conservation area boundary

4.0 Assessment of special interest

4.1 Location and setting

The Conservation Area is a former children's 'village', the St Leonard's Cottage homes, built in 1889 on an 80 acre site and converted in 1984 to provide open market housing. It is located south of Hornchurch Road (the A124), to the north of Harrow Lodge Park. Hornchurch Road is a busy shopping street and the level of activity in the Conservation Area, now a quiet residential area, is in strong contrast to this. St Leonards Way runs south from Hornchurch Road and the Conservation Area is to the east of this, along The Mall (the original St Leonards village internal street), with access from *culs de sac*, Landseer Close and Wallis Close. The Mall crosses a central green, to the west of which the workshops and swimming pool buildings formerly stood, with pedestrian access only across its centre, so that the area is free of through traffic. The Conservation Area is surrounded by relatively recent residential development.

4.2 General character and plan form

The houses are arranged facing each other across The Mall, a central space running north/south which is now composed of a central green and a longitudinal access route, part road and part footpath, with wide grass verges.

4.3 Landscape setting, topography and archaeological potential

The site is flat and very little of the surrounding area is visible once inside the housing group, although Harrow Lodge Park and the Ravensbourne river are nearby. This reflects the introverted nature of the original development. The entire Conservation Area lies within an Archaeological Priority Zone and the Greater London Archaeological Advisory Service must be consulted about any applications involving 0.4ha or more.⁷

4.4 Origins, historic development and planning history

(See Plates 3 and 4 on pages 14 & 15 for maps of the original layout of the village)

The St Leonard's Cottage Homes (or St Leonard's Children's Home) were built in 1886-9 on the farmland of Harrow Lodge by the Poor Law Guardians of the Parish of St Leonard, Shoreditch, to the design of F. J. Smith. The guardians had begun planning to re-locate its pauper children to a rural site in 1855; the conditions in their Shoreditch workhouse had been criticised by a Parliamentary sub-committee in 1847 and a new workhouse was opened in 1866. The scheme may have been influenced by the rural homes built by Dr Barnardo at Barkingside in 1870 to the designs of Ebenezer Gregg, which were in the form of cottages built around greens and had their own church and schools. Barnardo's provision of a homely environment for orphans and the children of the poor - in contrast to the institutions previously considered suitable - had great influence on state provision and on other philanthropists.

⁷ Further information can be obtained from the Greater London Archaeological Advisory Service at English Heritage.



Plate 2 & 2a: The village in 1910, and derelict in the early 1990s

- 4.5 Progressive thinking favoured separating children from the environment of the workhouse. St Leonard's was, however, designed with substantial houses rather than cottages. The scheme had eleven detached two-storey 'cottages', each of which housed 30 children; a school, a swimming bath, workshops for industrial training and an infirmary. The superintendent's lodge was at the north end. At that time, the village was in open countryside. The original layout, as seen in archive photographs, had a wide gravelled road through the site which was used not just for access, but also for marshalling children and for events; there were front and rear gardens with much greenery, but no verges or wide expanses of grass, which developed through the later years of the Children's Home.⁸
- 4.6 In 1930, the Poor Law allowing the building of homes such as this was abolished. The site was taken over by the London County Council, and subsequently by the London Borough of Tower Hamlets. The site was closed down in 1984. An application was made for consent to redevelop the site, and the Conservation Area was designated, with the surrounding open spaces, to prevent summary demolition and to control future development.

⁸ There is much information on the history and daily life of the Cottage Homes at: www.workhouses.org.uk

The novel *A Son of the State*, by William Pett Ridge is set at St Leonards.

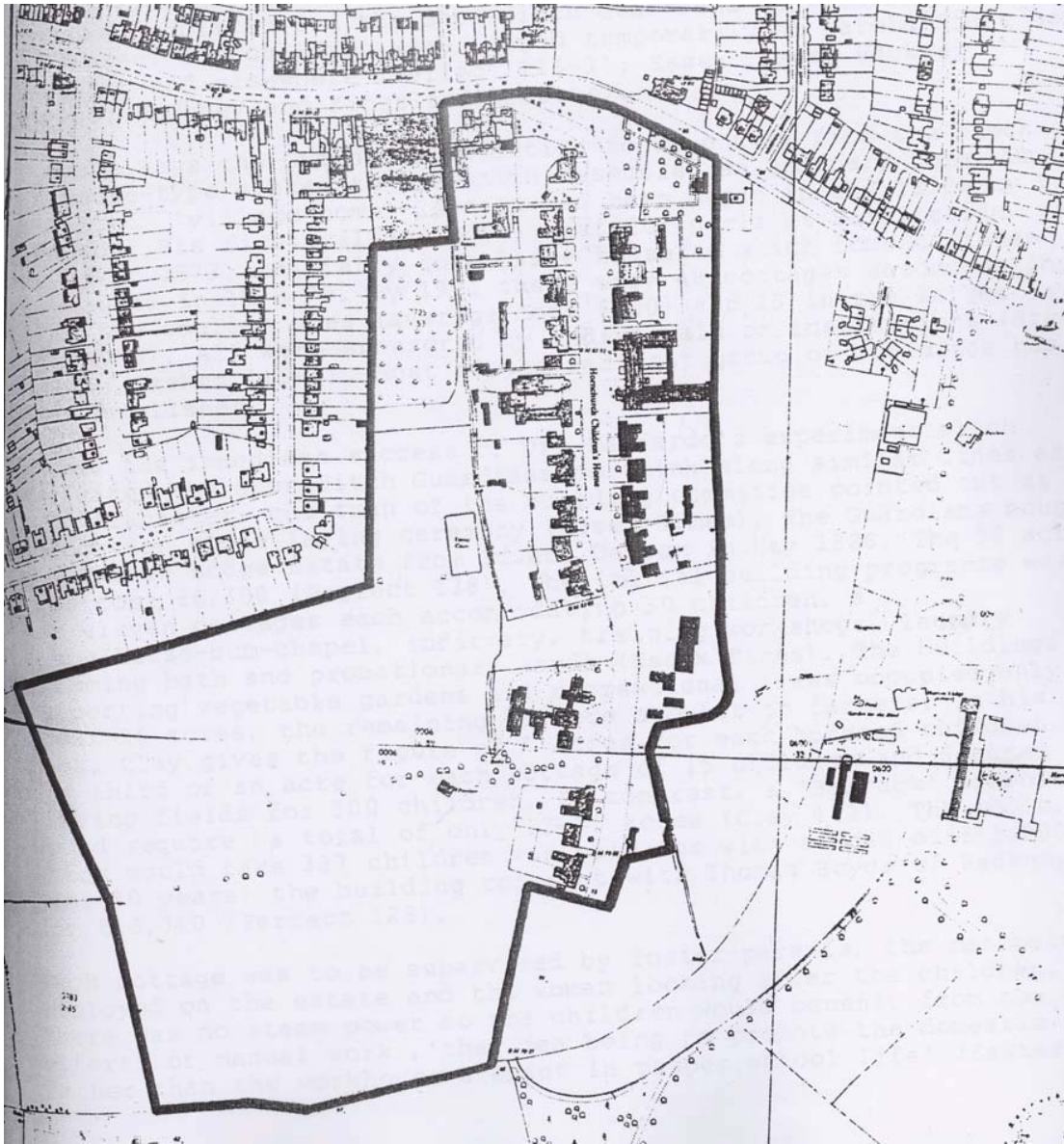


Plate 3: The site in 1984, showing buildings some of which were subsequently demolished as part of the re-development and re-use of the site.

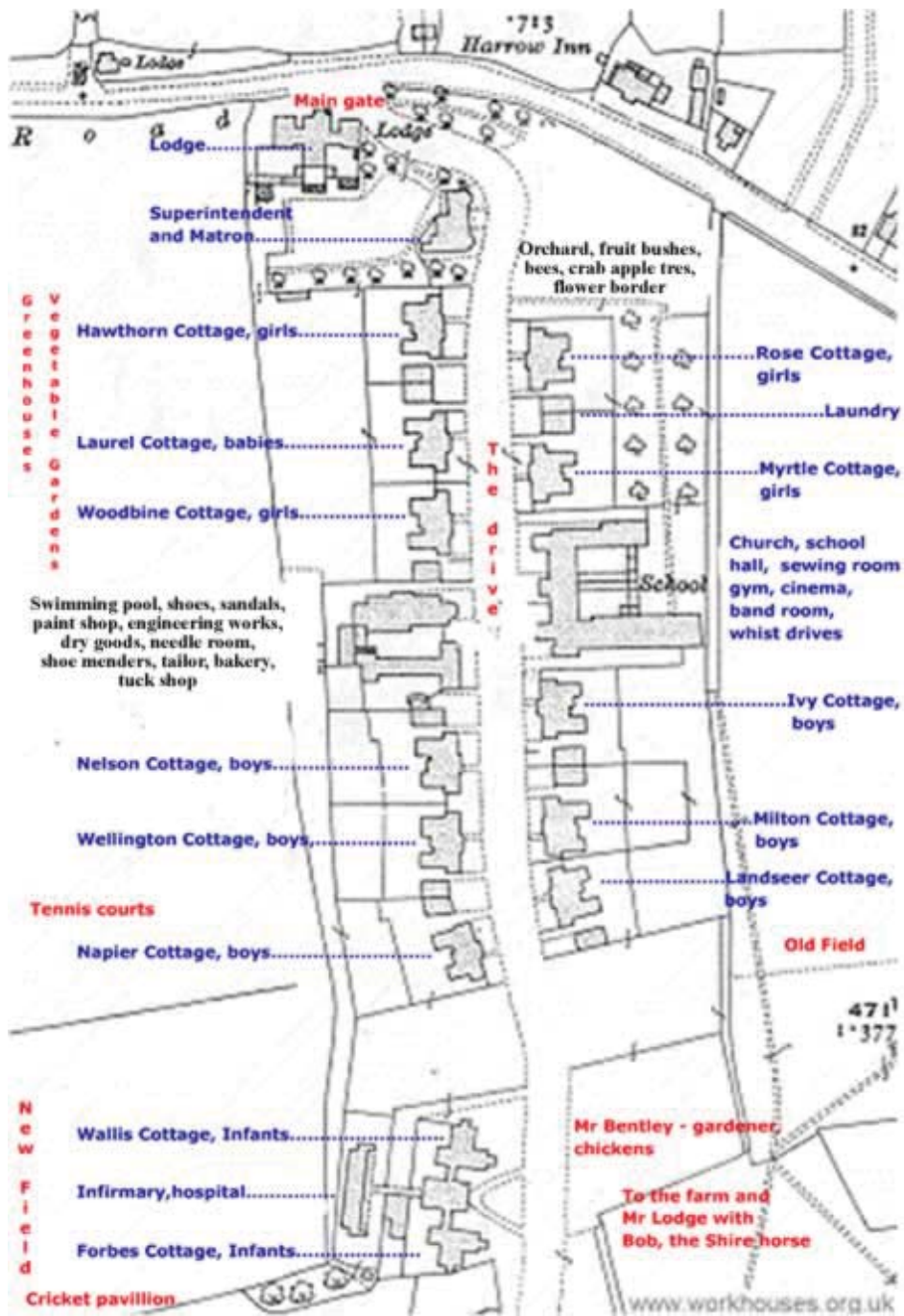


Plate 4: the village as built with the building and land uses annotated, based on documents and recollections by former residents. (from www.workhouses.org.uk)

- 4.7 In 1990, with the buildings threatened by dereliction and large areas of the site already re-developed, the Secretary of State for the Environment directed that section 76 of the Planning (Listed Buildings & Conservation Areas) Act 1990 should apply to the remaining buildings, enabling the local authority to apply section 54 of the Act and require urgent repair works to be carried out. The invoking of section 76 indicated that the Secretary of State considered the buildings made an important contribution to the character of the Conservation Area and should be treated as if they were listed buildings. In 1990, there was an appeal against non-determination of the application for demolition by the owners, Bellwinch Homes, which generated strong objections from the national amenity societies Save Britain's Heritage and the Victorian Society, and from English Heritage, all of whom stressed the architectural and historic importance of the site. Consent was eventually obtained for a residential conversion scheme. In response to the substantial amount of new development in the Conservation Area to the south west of the remaining houses (which responded to market forces at the time, rather than trying to complement the character of the area as had been achieved with the first phase to the east) and the demolition of some buildings, the Council amended the Conservation Area boundary in 1990 to exclude the new development, reducing its area by almost half.
- 4.8 Taking traffic management requirements into account, the conversion scheme changed the access, which is no longer through a main entrance by the lodge on Hornchurch Road, but from a new road, St Leonard's Way, which also gives access to new residential development. The infirmary, isolation house, derelict swimming bath building and workshops were demolished. The houses were divided into smaller units, and some single storey extensions have been added.

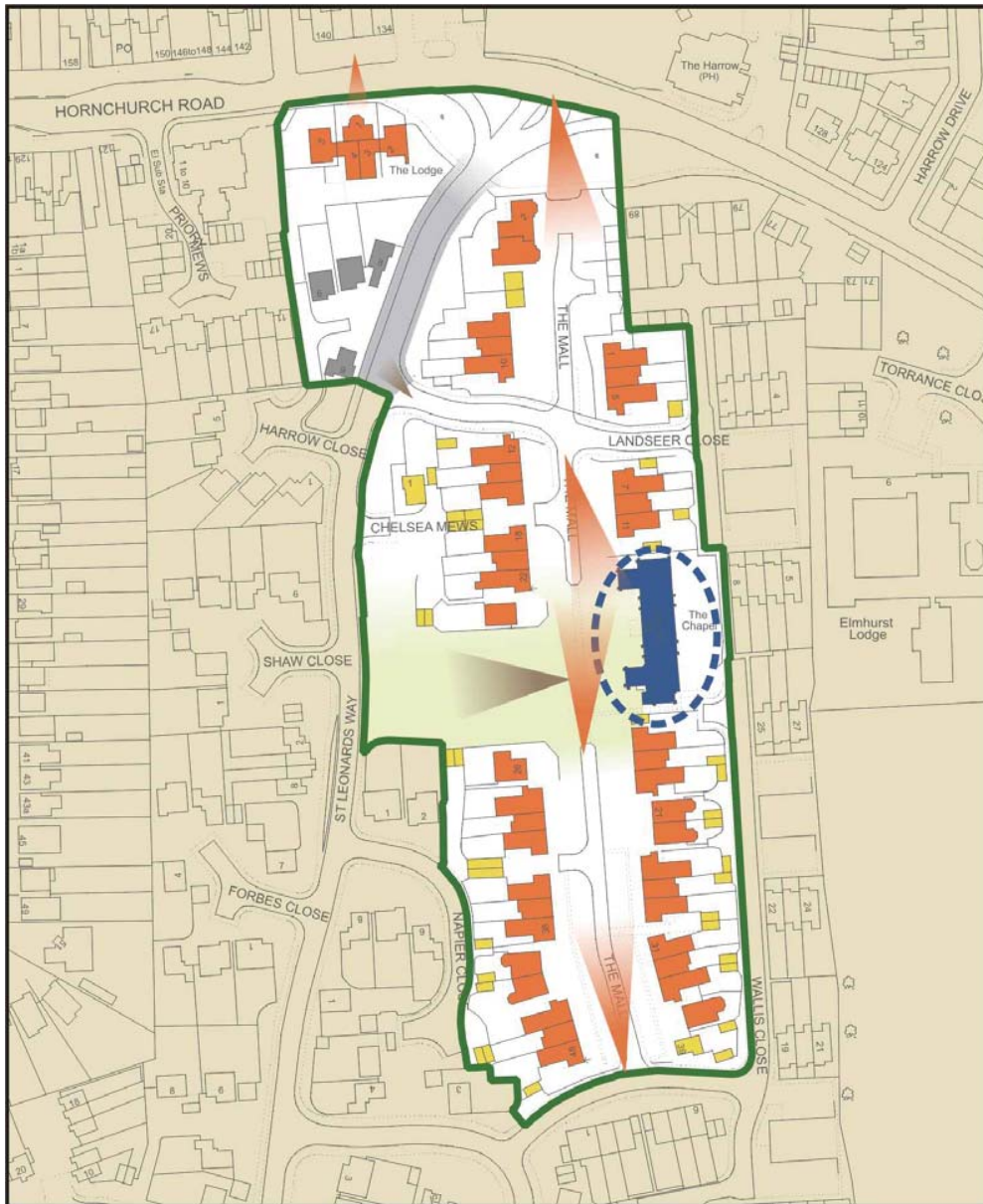
4.9 **Spatial analysis**



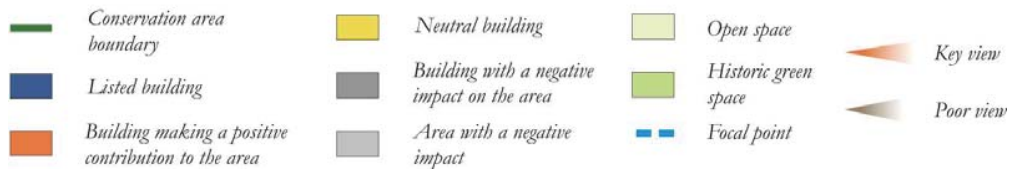
View along the central footpath, and across the open space opposite the former school

The conversion to private housing has changed the logic of the access to (and route through) the site, depriving it of its own important entrance from Hornchurch Road. Consequently, the group of houses is now entered from a point between two of the houses on the west side, and the logic of the layout is not immediately clear as it would have been when it was in its original use. The

Lodge, also converted to housing, is cut off from the rest of the group on Hornchurch Road, and the new access road, Landseer Close, interrupts the vista along The Mall. The demolition of the group of buildings opposite the Hall and Chapel, on the west side, has resulted in an open communal expanse of grass, which does not relate well to the houses adjoining it, and terminates only in a view of the new road. Other than this, the space itself is pleasantly enclosed. The original layout was not enclosed at the southern end; recent housing development has closed the view with two storey stock brick houses whose gables reflect those of the Conservation Area, and the mature tree backdrop at this end increases the sense of enclosure. Not surprisingly, the most intrusive change is the presence of cars in front of the houses and in parking areas, which detracts from appreciation of the layout.



St Leonard's conservation area character appraisal map 2: character analysis



Character analysis

4.10 *Activity and uses*

The site was open agricultural land before it was developed as a children's 'village' by the parish of St Leonard's Shoreditch, and is now wholly residential.

4.11 *Architectural quality and contribution to special character*



The former Warden's House, and the listed former school and chapel – minus its original sculpture, which is now in the Bethnal Green Museum of Childhood.

Of the original complex, the eleven original children's houses remain, and have been converted to form smaller units. A number of external changes were made to the houses. They have retained their massing and modelling, but have lost much of the decorative joinery that contributed to their quality and interest, as comparison between a 1930s and present day photograph shows. The main gables and the purely decorative 'blind' dormer gables had deep eaves with fretted and carved bargeboards, with carved trusses, which have been replaced by much simplified joinery. This reveals the lack of function to the smaller gables as the roof tiles are now fully visible. The chimneys appear to have been simplified from their original complex modelling. Service buildings between the houses were converted to garages. However, the main architectural features – bays, porches, chimneys – have been retained and the profiles and roofline are therefore interestingly varied. A particular feature is the extra height of the main gabled roof to each house, which in side view makes for a highly modelled skyline.



Retention of some stone detailing, but loss of joinery detail to the gables at restoration

4.12 The Hall and Chapel are listed grade II and distinguished from the houses by their lower height and elaborate entrance. The porch has an elaborate but empty niche, its sculpture having departed to the Bethnal Green Museum of Childhood. This building still acts as a focus for the group because of its location and larger plan, despite having been converted to residential use. The lodge and wardens' house at the former entrance on Hornchurch Road are more elaborate, with tile hanging to the first floor and stone corbelled corners (*see photograph on previous page*).

4.13 *Key unlisted buildings*

All the houses are unlisted with the exception of the Hall, and, by the nature of the cohesion of the group and the similarity of design, all make an equal contribution to the Conservation Area.

4.14 *Local details and materials*

The building material is yellow stocks with bands and arches in red brick, red clay roof tiles and tile hanging to gables. The original timber box sash windows were all replaced with powder-coated aluminium at the time of conversion, retaining the design which featured upper sashes with small pane glazing and plain lower sashes. Where there are boundary fences – not a feature of the original design, judging by archive pictures – these do not contribute to the character of the area and such inappropriate changes to the character of the space should be resisted.

4.15 *The public realm*



The surfacing and street furniture is municipal in character; roads, footpaths and parking areas are tarmac with concrete kerbs, and lighting columns are tall steel columns with globes, contrasting with the Victorian pattern steel bollards.

4.16 *Greenery and green spaces*

The central green space is used by children for play and is therefore a valuable resource. There are backdrops of mature trees, but the landscaping is sparse and the trees small. Improved landscaping with trees and some shrub planting – providing it does not compromise the use of the space or affect its security - could benefit the appearance of the development, and could enhance the play function and wildlife value by providing a more varied environment. Away from the central green, planting is limited to front gardens and there are wide variations in style, few of which are appropriate; some are fussy (such as a collection of small scale topiary) and unsuited to the location, historic character and special interest of the setting.

4.17 *Problems and pressures*

The main conversion and changes were carried out in 1993, when the site was already within a Conservation Area. The buildings, which were previously neglected and derelict, were then effectively made 'as new', with new windows and roofs, and only the brickwork remaining of the original externally-visible fabric. In many respects, therefore – particularly the aluminium windows - they closely resemble modern houses built in Victorian style. The 'baseline' is not therefore comparable to that in a similar street built as speculative housing in the late 19th century, where there would be wide variations in condition, modern intrusions and survival of features. Much of the loss of character in the area arises from the form the conversion took 22 years ago, when there was less awareness of the need to retain characteristic detail and materials and the inherent principles and logic of the original layout and circulation.

- The buildings have a bland appearance, because significant joinery detail integral to the design has been removed, and aluminium windows have been installed which are bland and unconvincing in their attempt to emulate the original glazing pattern. The simultaneous conversion of all the properties has also removed accretions of difference between neighbouring houses, which, in a conventional street, would add visual interest, even if not architecturally authentic.
- The central green has an indeterminate nature – with an unfortunate open view to the access road where previously there was a substantial building. It is neither an enclosed space, nor one with a worthwhile vista. Its landscaping appears arbitrary.
- The hard surfacing is of poor quality and inappropriate to the character of the area
- The light columns are unnecessarily intrusive in the view along The Mall
- Boundary fences are inappropriate and out of character
- Landscaping to front gardens detracts from the effect of the central space and the unity of the group, without contributing any positive benefit.
- The housing group is not sufficiently separate or different from much of its modern neighbours to form the distinctive group it would have been if the main entrance and circulation route had remained as designed.

- The use of some imitative features in surrounding new development has meant the loss of the site's distinct difference; this was an attempt of its time to enhance the setting of the Conservation Area.

4.18 *Capacity for change*

There is the potential for the landscaping to be comprehensively reviewed to better complement the buildings. There is a need to address the view from the front of the Hall; landscaping could address the bleakness and lack of focus. In many ways, a return to the format of the original design – a wide gravelled shared space, instead of separated road and footways – would be preferable, if parking could be limited surface practical - such as bonded gravel. It is unlikely that any reversion to timber windows could happen. However, guidance on appropriate front area planting for owners could improve the unity of the area.

5.0 **Boundary changes**

No boundary changes are proposed as a result of this appraisal. However, the effects of any development proposals on the setting of the Conservation Area would be a material consideration in the planning authority's handling of such proposals. English Heritage's *Guidance on the management of conservation areas* (2006), para 3.15, reiterates the advice in para 4.14 of *Planning Policy Guidance note (PPG) 15* and points out that the effect of proposed development outside a conservation area on its setting, or views into or out of the area, "should be taken into account by the local planning authority when considering the proposal". Further work beyond the scope of this appraisal may be required so that more detailed policy guidance can be provided on features of interest in the setting area and/or to assess its potential for future designation.

6.0 **Community involvement**

Responses made in the course of public consultation have been incorporated into the text where relevant.

7.0 **Summary of issues**

- The character of the open space; there is a need to address the bleak views out, the disjointed nature of the landscaping, and the bland tarmac surfacing to roads and (especially) foot-paths, without compromising the use of the space for children's play.
- The nature of extensions and additions: too many conservatories could change the character radically

8.0 Contact details

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Management Proposals

9.0 Introduction and background

- 9.1 The management proposals for Havering's conservation areas are based on the character appraisals and provide detailed strategies for the positive management of change within these areas, in order to preserve and enhance their distinctive character. The proposals aim to *preserve* each conservation area's positive characteristics by the detailed application of planning policies and the implementation of some new controls; and to *enhance* the character of each area by encouraging the improvement or re-development of sites which detract from its character.
- 9.2 English Heritage's revised guidance on conservation area management (February 2006) states in paragraph 5.1 that "The character appraisal should provide the basis for developing management proposals for the conservation area that will fulfil the general duty placed upon local authorities under the Act, now formalised in BV219c, to draw up and publish such proposals. The proposals should take the form of a mid- to long-term strategy setting objectives for addressing the issues and recommendations for action arising from the appraisal, and identifying any further or more detailed work required for their implementation."
- 9.3 The English Heritage guidance also suggests (paragraph 5.2) what issues a management strategy might cover. Relevant issues for Havering's conservation areas appear to be:
- the application of policy guidance, both national and local, and site-specific development briefs
 - establishing procedures to ensure consistent decision-making
 - establishing a mechanism for monitoring change in the area on a regular basis;
 - a rapid-response enforcement strategy to address unauthorised development
 - proposals for Article 4(2) directions, following detailed survey and justification, which will restrict permitted development rights by requiring planning consent for specific alterations to residential properties;
 - intended action to secure the future of any buildings at risk from damage, vacancy or neglect;

- enhancement schemes and ongoing/improved management regimes for the public realm
- a strategy for the management and protection of important trees, street greenery and green spaces; and
- proposals for an urban design/public realm framework for the area (setting out agreed standards and specifications for footway surfaces, street furniture, signage and traffic management measures).

10.0 Management proposals for St Leonard's Hornchurch Conservation Area

10.1 The character appraisal of St Leonard's Hornchurch Conservation Area sets out in section 3.0 a list of key characteristics (or 'positive factors') which provide the special interest of the conservation area. These are summarised as the 'Definition of special interest' of the conservation area. The management strategy sets out the Council's proposals for protecting these key characteristics. Similarly, the character appraisal examines problems and pressures (or 'negative factors') in each character area, summarised at the end of the appraisal as 'Issues affecting the conservation area', and the management strategy addresses these with proposals for improved management, enhancement or re-development where appropriate, in consultation with stakeholders.

10.2 In the following table of proposals, the first column shows the general categories of proposals; not all conservation areas will generate issues to be addressed in all these categories.

APPENDIX A

Criteria for assessing unlisted building in a conservation area
[from English Heritage guidance *Conservation area appraisals* (2006)]

When considering the contribution made by unlisted buildings to the special architectural or historic interest of a conservation area, the following questions might be asked:

- Is the building the work of a particular architect of regional or local note?
- Has it qualities of age, style, materials or any other characteristics which reflect those of at least a substantial number of the buildings in the conservation area?
- Does it relate by age, materials or in any other historically significant way to adjacent listed buildings, and contribute positively to their setting?
- Does it individually, or as part of a group, serve as a reminder of the gradual development of the settlement in which it stands, or of an earlier phase of growth?
- Does it have significant historic association with established features such as the road layout, burgage plots, a town park or a landscape feature?
- Does the building have landmark quality, or contribute to the quality of recognisable spaces, including exteriors or open spaces with a complex of public buildings?
- Does it reflect the traditional functional character of, or former uses within, the area?
- Has it significant historic associations with local people or past events?
- Does its use contribute to the character or appearance of the conservation area?
- If a structure associated with a designed landscape within the conservation area, such as a significant wall, terracing or a minor garden building, is it of identifiable importance to the historic design?

Any one of these characteristics could provide the basis for considering that a building makes a positive contribution to the special interest of a conservation area, provided that its historic form and values have not been seriously eroded by unsympathetic alteration.