



## LICENSING AND PLANNING POLICY COMMITTEE

Thursday 27 May 2021 at 7.30 pm

Place: Council Chamber, EpsomTown Hall

Link for public online access to this meeting:

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The members listed below are summoned to attend the Licensing and Planning Policy Committee meeting, on the day and at the time and place stated, to consider the business set out in this agenda.

Councillor David Reeve (Chair)  
Councillor Steven McCormick (Vice-Chair)  
Councillor Steve Bridger  
Councillor Monica Coleman  
Councillor Neil Dallen

Councillor Chris Frost  
Councillor Rob Geleit  
Councillor Phil Neale  
Councillor Clive Woodbridge

Yours sincerely

A handwritten signature in black ink, appearing to read "J.C. Beldan".

Chief Executive

For further information, please contact Democratic Services, email: [democraticservices@epsom-ewell.gov.uk](mailto:democraticservices@epsom-ewell.gov.uk) or tel: 01372 732000

## Public information

**Please note that this meeting will be held at the Town Hall, Epsom and will be available to observe live on the internet**

This meeting will be open to the press and public to attend as an observer using free GoToWebinar software, or by telephone.

A link to the online address for this meeting is provided on the first page of this agenda and on the Council's website. A telephone connection number is also provided on the front page of this agenda as a way to observe the meeting, and will relay the full audio from the meeting as an alternative to online connection. A limited number of seats will also be available in the public gallery at the Town Hall. For further information please contact Democratic Services, email: [democraticservices@epsom-ewell.gov.uk](mailto:democraticservices@epsom-ewell.gov.uk), telephone: 01372 732000.

Information about the terms of reference and membership of this Committee are available on the [Council's website](#). The website also provides copies of agendas, reports and minutes.

Agendas, reports and minutes for the Committee are also available on the free Modern.Gov app for iPad, Android and Windows devices. For further information on how to access information regarding this Committee, please email us at [Democraticservices@epsom-ewell.gov.uk](mailto:Democraticservices@epsom-ewell.gov.uk).

### Exclusion of the Press and the Public

There are no matters scheduled to be discussed at this meeting that would appear to disclose confidential or exempt information under the provisions Schedule 12A of the Local Government (Access to Information) Act 1985. Should any such matters arise during the course of discussion of the below items or should the Chairman agree to discuss any other such matters on the grounds of urgency, the Committee will wish to resolve to exclude the press and public by virtue of the private nature of the business to be transacted.

### Questions from the Public

Questions from the public are permitted at meetings of the Committee. Any person wishing to ask a question at a meeting of the Committee must register to do so, as set out below.

Up to 30 minutes will be set aside for written or oral questions from any member of the public who lives, works, attends an educational establishment or owns or leases land in the Borough on matters within the Terms of Reference of the Licensing and Planning Policy Committee which may not include matters listed on a Committee Agenda.

All questions whether written or oral must consist of one question only, they cannot consist of multi parts or of a statement.

The question or topic may not relate to a specific planning application or decision under the Planning Acts, a specific application for a licence or permit of any kind, the personal affairs of an individual, or a matter which is exempt from disclosure or confidential under the Local Government Act 1972. Questions which in the view of the Chairman are vexatious or frivolous will not be accepted.

To register to ask a question at a meeting of the Committee, please contact Democratic Services, email: [democraticservices@epsom-ewell.gov.uk](mailto:democraticservices@epsom-ewell.gov.uk), telephone: 01372 732000.

Written questions must be received by Democratic Services by noon on the tenth working day before the day of the meeting. For this meeting this is **Noon, 13 May**.

Registration for oral questions is open until noon on the second working day before the day of the meeting. For this meeting this is **Noon, 25 May**.

## **AGENDA**

### **1. QUESTION TIME**

To take any questions from members of the Public.

### **2. DECLARATIONS OF INTEREST**

Members are asked to declare the existence and nature of any Disclosable Pecuniary Interests in respect of any item of business to be considered at the meeting.

### **3. MINUTES OF PREVIOUS MEETING (Pages 5 - 6)**

The Committee is asked to confirm as a true record the Minutes of the Meeting of the Committee held on 4 March (attached) and to authorise the Chairman to sign them.

### **4. LOCAL LISTING: HORTON CEMETERY (Pages 7 - 42)**

This report is to propose the designation of Horton Cemetery as being locally listed, giving it protection as a designated heritage asset.

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**Minutes of the Meeting of the LICENSING AND PLANNING POLICY COMMITTEE  
held on 4 March 2021**

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**PRESENT -**

Councillor David Reeve (Chair); Councillor Clive Woodbridge (Vice-Chair); Councillors Monica Coleman, Neil Dallen, Robert Foote, Chris Frost, Liz Frost, Rob Geleit, Julie Morris and Phil Neale

Officers present: Amardip Healy (Chief Legal Officer), Viv Evans (Interim Head of Planning), John Cheston (Planning Policy Manager), Wai-Po Poon (Senior Planning Policy Officer), Sarah Keeble (Democratic Services Officer) and Tim Richardson (Committee Administrator)

**32 QUESTION TIME**

No questions had been submitted or were asked by members of the public.

**33 DECLARATIONS OF INTEREST**

No declarations were made by Councillors with regard to items on the agenda.

**34 MINUTES OF PREVIOUS MEETING**

The Minutes of the previous Meeting of the Licensing and Planning Policy Committee held on 21 January were agreed as a true record and the Committee authorised the Chair to sign them.

**35 REVISED LOCAL PLAN PROGRAMME**

The Local Plan Programme sets out the timetable for the new Local Plan.

The current Local Plan Programme has been updated following various Government announcements on changes to planning, including significant planning reform, and the ongoing impact of the COVID-19 pandemic. These have caused unexpected delays to the existing published timetable.

The Committee received a verbal introduction from the Planning Policy Manager.

The following matters were raised by the Committee:

- a) Typographical errors:** Members noted a number of inconsistencies throughout the report including some typographical errors. The Officer suggested that it may be of benefit to delegate powers to the Head of

Planning, Chair and Vice-Chair to make any editorial changes that may be required.

- b) **Length of process:** Members noted the lengthy Revised Plan process. Following a question from a Member, the Officer confirmed that the report was progressed with after seeking and receiving Government advice.
- c) **Updating evidence-base:** Following a question from a Member, the Officer noted that some of the Strategies, including Economic Development, would need updating; particularly due to the effects of Covid-19.

The following amendment was proposed to the recommendation:

**Considered and approved the revised Local Plan Programme (March 2021) at Appendix 1, and agreed to delegate powers to the Head of Planning, Chair and Vice-Chair to make any editorial changes that may be required.**

From:

**Considered and approved the revised Local Plan Programme (March 2021) at Appendix 1.**

This additional wording was proposed by Councillor Monica Coleman and seconded by Councillor Neil Dallen.

Following consideration, it was resolved that the Committee:

- (1) **Considered and approved the revised Local Plan Programme (March 2021) at Appendix 1, and agreed to delegate powers to the Head of Planning, Chair and Vice-Chair to make any editorial changes that may be required.**

*The meeting began at 7.30 pm and ended at 7.57 pm*

COUNCILLOR DAVID REEVE (CHAIR)

**LOCAL LISTING: HORTON CEMETERY**

|   |   |
|---|---|
| <b>Head of Service:</b>                         | Viv Evans, Head of Planning   |
| <b>Wards affected:</b>                          | Court Ward  |
| <b>Urgent Decision?</b>                         | No  |
| <b>If yes, reason urgent decision required:</b> |   |
| <b>Appendices (attached):</b>                   | <b>Appendix 1</b> - Report of Conservation and Design Officer following site visit of 26 October 2020<br><b>Appendix 2</b> - Historic Analysis by SR Historic Environment Ltd for The Friends of Horton Cemetery, 21 September 2020<br><b>Appendix 3</b> – List Description |

**Summary**

This report proposes that a public consultation be undertaken with a view to the designation of Horton Cemetery as a locally listed heritage asset.

**Recommendation (s)****The Committee is asked to:**

- (1) Agree to undertake a public consultation on the proposed addition of Horton Cemetery to the local list of heritage assets.**

**1 Reason for Recommendation**

- 1.1 Horton Cemetery is a disused cemetery with historic significance for its association with the Epsom hospitals and asylums. It was used during the first half of the twentieth century, but was abandoned in the 1950s.
- 1.2 When it was in use, the cemetery was landscaped and maintained with an avenue of trees and planting. It has not been used since the 1950s and has now become a feral wilderness, with its chapel and gravestones all removed. The only remaining original evidence of the site is the boundary fence and a number of original, but now overgrown trees.

- 1.3 Whilst it is in private ownership, the cemetery would benefit from some form of maintenance and inspection to ensure it is secure in the future and to determine its potential as an area of natural wilderness or as a natural amenity environment.
- 1.4 In terms of the cemetery's planning constraints, it lies within the Metropolitan Green Belt and is covered by an Area Tree Preservation Order. It is not in a conservation area.

## 2 Background

- 2.1 Local listing is most often associated with buildings or other structures such as walls and bollards; however, the process applies equally to other heritage assets. Historic England's guidance - *Local Heritage Listing: Identifying and Conserving Local Heritage* states that:

“Although local heritage lists have long been developed successfully for buildings, all heritage asset types, including monuments, sites, places, areas, parks, gardens and designed landscapes may be considered for inclusion.”
- 2.2 Local planning authorities should maintain or have access to an historic environment record. This should contain up-to-date evidence about the historic environment in their area and be used to:
  - a) Assess the significance of heritage assets and the contribution they make to their environment; and
  - b) Predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future.
- 2.3 The present overgrown state of the cemetery is of some cause for concern and there have been approaches made to the Council to request that actions be taken to protect and consider its future. Notably, The Friends of Horton Cemetery have produced a report on its history and condition, with recommendations for its future. A copy of this report is annexed to this report.
- 2.4 For the Council, local listing would aid in the protection of the site from development which could be harmful to its historic significance. This significance is particularly relevant to its context as part of the Hospital Cluster of Conservation Areas. Locally listing it would recognise this association, without designating a completely new conservation area.

- 2.5 A recent press article implies that a housing development could be proposed on the site and there have been concerns expressed about this from The Friends of Horton Cemetery. However, no record of any such development proposals can be found. There have been no enquiries or any planning applications submitted for the site for at least the last 10 years. Development of the site would also be difficult as it is in the Green Belt and, as a cemetery, it would probably require extensive exhumations and a need to justify the loss of trees and other flora and fauna species on the site.
- 2.6 It is more likely that the cemetery would be developed as an amenity landscape and its local listing would help ensure that any such development would respect the historic significance of the cemetery.
- 2.7 Having regard to the above considerations, it is recommended that a public consultation be undertaken, including with the owner of the site, with a view to including the cemetery on the Council's local list of heritage assets.

### **3 Risk Assessment**

Legal or other duties

#### **3.1 Impact Assessment**

- 3.1.1 Provision is made for the local listing of buildings and sites of heritage significance in the Planning (Listed Buildings and Conservation Areas) Act 1990.

#### **3.2 Crime & Disorder**

- 3.2.1 There is evidence of some limited use of the site with discarded rubbish and potential anti-social activity may take place there. Any future management plan for its improved accessibility must take account of the prospect of this anti-social behaviour increasing.

### **4 Financial Implications**

- 4.1 There should be no financial implications for the Council of the proposed local listing unless it later decides to be involved in a conservation project on the site. However, the extent of any such costs would depend on the nature of the project undertaken.
- 4.2 There is no requirement for the Council to be involved in locally listed buildings over and above what is required by the National Planning Policy Framework, which gives guidance on these listings and on what considerations the Council should give to planning applications that affect listed buildings.

- 4.3 **Section 151 Officer's comments:** None arising from the contents of this report.

## 5 Legal Implications

- 5.1 The listing of the cemetery will give it the status of a designated heritage asset and it will have the protection as described in National Planning Policy Framework, section 16: Conserving and Enhancing the Historic Environment. In addition, as this is now a naturalised environment with implications for wildlife, section 15: Conserving and Enhancing the Natural Environment must be taken into account when considering applications for development of the site.
- 5.2 The site will not have the status of a nationally listed building and so listed building consent would not be required for development, only planning permission. However, there is no expectation that any built development on the site will take place.
- 5.3 **Monitoring Officer's comments:** None arising out of the contents of this report.

## 6 Policies, Plans & Partnerships

- 6.1 **Council's Key Priorities:** The following Key Priorities are engaged: Promote the borough's rich history and heritage - maintain a comprehensive list of all historical buildings of interest in the borough and promote.
- 6.2 **Service Plans:** Cultural & Creative – Promote the borough's rich history and heritage.
- 6.3 **Climate & Environmental Impact of recommendations:** This listing should have no climate or environmental policy implications.

## 7 Background papers

- 7.1 The documents referred to in compiling this report are as follows:

### **Other papers:**

- 7.1.1 Report following Conservation and Design Officer's site visit of 26 October 2020
- 7.1.2 Historic Analysis by SR Historic Environment Ltd for The Friends of Horton Cemetery, 21 September 2020
- 7.1.3 List Description

## Site Inspection Report of the Conservation and Design Officer

### Horton Cemetery

The current condition of Horton Cemetery as of an inspection of the site on 26 October 2020:

Horton Cemetery is located on a rectangular area approximately 300m by 70m wide at the south narrowing to under 60m wide at the north. It has Hook Road on its eastern boundary and Horton Lane to the north with open fields on the other sides and a public footpath to the south.

### Access

The site is inaccessible at present with pavements only on the north-east corner at a roundabout junction of Horton Lane and Hook Road. The site is surrounded by steel railings about one metre high and the site can only be accessed via a number of locations where trees have fallen on the railings and created a number of openings.

Within the site the landscape is very heavily overgrown with no evidence of the original planting or landscaping surviving except for a number of very mature trees which were most likely part of the original landscape. The growth of new trees and brambles have reduced the site to an almost impenetrable feral landscape now.

Much of the cemetery also appears to be extensively excavated by badgers with burrows and large soil heaps. This contributes to the hazardous nature of the landscape.

### Surviving Heritage.

There is no evidence of any gravestones, which supports what the SR Historic Environment Ltd report says that the last surviving headstones were removed after the sale of the property to Mr Michael Heighes in 1983. The only monument is one erected in 2002 which acts both to commemorate those who were buried in the cemetery and as a war memorial just outside the cemetery to the north.

The chapel was lost in the 1950s and there is no evidence of it at all today. Of the original built fabric of the cemetery only the railings survive, though these have lost the gates and in many places are badly damaged due to being crushed by falling trees.

### Trees

With the original planting having been mostly reduced and minimised after the war with no more planting and gravestones, chapel and pathways all reduced to grass and then completely let to go wild in the 1980s, now only the most mature trees survive from the original plantation. Many of these are very

## Site Inspection Report of the Conservation and Design Officer

substantial and some have fallen making the landscape even more impenetrable in places. Some of the trees are also now so tall as to be a potential hazard if they were to fall. Though the area is unpopulated, the height of some would easily result in them falling across the full width of Hook Road if they are in as precarious state as the other trees that have already fallen and if they were to fall to the east.

### Potential for Preservation and Designation

It has been suggested that the site be designated either as a conservation area or that it be locally listed. The cemetery might become a conservation area, potentially as an extension of the St. Ebba's Hospital Conservation Area and part of the wider The Hospital Cluster Conservation Area. It would be either attached to the St Ebba's Hospital Conservation area or an isolated plot of land. There are however no surviving features of important historic significance.

Local listing is not reserved for buildings alone. Although listing a site such as this would be unusual, the process is not reserved for buildings. Landscapes and other heritage assets are eligible for listing. In terms of protecting the site from development its status in the Green Belt would also aid the protection of the site.

Local listing of the site should encourage improved management of it. Historic England does advise the adoption of Conservation Management Plans for parks and gardens and the landscape of historic buildings but for this site the interest of "restoration" as proposed by The Friend of Horton Cemetery may be contrary to the interest of nature preservation and provision of public amenity.

### Recommendation

The present state of the cemetery is so poor that some action should be taken to manage it. Local listing is possibly the simplest way forward to encourage the preparation of a management plan, but this may not be sufficient to encourage the funding required for the renovation of the landscape.

Lance Penman  
Conservation and Design Officer

# **HORTON CEMETERY, EPSOM**

## **PRELIMINARY HISTORIC ANALYSIS AND STATEMENT OF SIGNIFICANCE**



1952 Aerial view, Bourne Hall Museum.

**SR Historic Environment Ltd**  
**for**

**The Friends of Horton Cemetery**  
Registered Charity No. 1190518.

**Final 21 September 2020**

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## 1 INTRODUCTION

### 1.1 PURPOSE AND SCOPE

This Preliminary Historic Landscape Analysis has been prepared by Dr Sarah Rutherford, historic environment consultant and historian, on behalf of SR Historic Environment Ltd for the Friends of Horton Cemetery, Registered Charity No. 1190518.

The purpose is to provide an initial historic landscape assessment to understand better the historic development, cultural significance and survival of the historic cemetery of the Horton Estate, Epsom, Surrey. The cemetery has not previously been studied in detail to establish cultural significances and so this is an initial review of available sources (see next section). The report addresses briefly the wider historical context of the development of the Horton Manor estate with five hospitals by the London County Council from 1896, to serve which the cemetery was laid out early on. It also suggests an achievable vision based on the historic significances and survival of the fabric and character.

The cemetery has other significances, particularly relating to ecosystem services (wildlife and habitats) benefitting the community, and potential significances, such as public amenity, but the brief did not include these.

### 1.2 SOURCES

Key sources are given in Appendix 1. The study has been informed by various primary and secondary documents already seen by the author as part of her PhD studies, others supplied by members of the Friends and by Jeremy Harte, Curator of the Bourne Hall Museum or available via the Internet. Members of the Horton Cemetery Friends, particularly Kevin McDonnell have been very helpful in supplying information.

Jeremy Harte has been generous in sharing his compendious knowledge. He has known the site since the 1990s. In 2000 he helped county Archivist Julian Pooley to rescue primary documents from abandoned chaos in the associated hospitals that are now in the Surrey History Centre, and having become familiar with much of the material wrote the text for an exhibition on the hospitals and for the history of the cemetery on the Epsom and Ewell Explorer web site online at <https://eehe.org.uk/?p=24725>. He has a considerable knowledge of the sources both written and oral that are available and if further research is carried out he will be a pivotal source of advice on avenues to address.

There is undoubtedly more information to be gathered and analysed relating to various aspects of the cemetery. Due to the Covid-19 outbreak relevant repositories were not open for consultation but further detailed insight may be obtained from documents in the London Metropolitan Archive and Surrey History Centre. In addition a walk-over inspection of the periphery of the cemetery was carried out by the author, when the photos in Section 4 were taken. This is believed by the author to be sufficient to enable a rigorous and sound preliminary analysis and assessment of the subject.

### **1.3 THE AUTHOR'S PROFESSIONAL EXPERIENCE**

Sarah Rutherford, Dip. Hort. Kew, M.A., Ph.D., is a professional historic environment consultant specializing in designed landscapes. She worked for English Heritage 1996-2003, initially as Historic Parks and Gardens Inspector and then for 2.5 years as Head of the *Register of Parks and Gardens of special historic interest in England*. During that time she visited, researched and appraised nearly 300 nationally significant designed landscapes. Her MA in landscape conservation from York University is supplemented by a Ph.D. based on pioneering research into the landscapes of Victorian and Edwardian lunatic asylums. She has also specialized in the study of C19 and C20 cemeteries.

Since establishing a conservation consultancy in 2003 Sarah has advised on projects for a wide range of historic designed landscapes in England, Ireland, Wales, Jersey, many for the National Trust and Historic England and contributed to various policy documents. She has prepared historic surveys, statements of significance, vulnerability studies and conservation plans for a range of landscapes and buildings including cemeteries. She is the author of books on designed landscapes, C19 and C20 subjects including the Victorian Cemetery and Asylum, Arts and Crafts Gardens and Garden Cities and Suburbs.

### **1.4 FORM OF THE REPORT**

Following this Introduction (Section 1), the report presents current relevant planning designations and policies (Section 2) historic development (Section 3), a discussion of the context of asylum cemeteries (Section 4), a description of the site at its most fully developed by 1955, and today (Section 5), and the present significances (Section 6). It concludes with Appendices presenting supporting historic information: references (Section 6) and Chronology (Section 7).

### **1.5 ACKNOWLEDGEMENTS**

The author is indebted to local experts for providing essential information and background particularly Kevin McDonnell and Lionel Blackman of The Friends of Horton Cemetery, and Jeremy Harte, Curator of Bourne Hall Museum, Ewell. Keith Garner provided recent photographs of the site.

## 2 LOCAL PLANNING POLICY CONTEXT

While the cemetery is not widely recognized for its historic and environmental significance local planning policy currently identifies some significance, and could reflect more.

The various relevant aspects are set out as follows.

### 2.1 GREEN BELT

The cemetery falls within the Green Belt. In terms of historic origin and character it forms an integral (if so far unacknowledged) part of the 'hospital cluster' as referred to in Paragraph 3.3.4 of the Epsom and Ewell Borough Council Local Development Framework (2007). This states that 'Also within the Green Belt lies the 'hospital cluster'; this comprises five large, former psychiatric hospitals (the construction of which pre-dated the designation of the Green Belt). The closure of these hospitals has provided an opportunity for their conversion and redevelopment, predominantly for housing. In the context of policies of development constraint, they have formed an important strategic development resource over the last decade. Schemes involving two of the hospital sites have been completed, while a third is currently underway. The two remaining undeveloped hospital sites (West Park and St Ebba's), and the remainder of the partly-developed Horton site, form an important part of this spatial strategy. They will provide an important development resource over the first decade of this plan.'

### 2.2 EPSOM AND EWELL BOROUGH COUNCIL LOCAL PLAN (2007)

Core Strategy Policy CS 5 in the Local Development Framework states that: 'The Council will protect and seek to enhance the Borough's heritage assets including historic buildings, conservation areas, archaeological remains, ancient monuments, parks and gardens of historic interest, and other areas of special character. The settings of these assets will be protected and enhanced.'

The cemetery is certainly a heritage asset for the Borough, and is an area of special character.

In relation to local planning policy, the study area falls within the Epsom and Ewell Borough Council Development Management Policies (2015). Paragraph 3.3 states that:

'We define our local heritage assets as being comprised of the following: Scheduled Ancient Monuments; buildings and structures on the statutory National List; Registered Historic Parks and Gardens; Conservation Areas; **Areas of Higher Archaeological Potential; veteran trees, and buildings and structures that are of local importance.**' Emphasis has been added to aspects particularly relevant to the cemetery.

### 2.3 DESIGNATIONS

The surviving elements of the study area are not subject to any designations related to the protection of the historic environment. However, two in particular that are conferred by the Council are of particular relevance in this case: the Local List of Buildings and Other Heritage Assets, and Tree Preservation Orders.

#### 2.3.1 Local List of Buildings and Other Heritage Assets

The cemetery comprises a locally significant heritage asset. It is not recognised as such although it qualifies to be included in the category 'Locally Listed Buildings and other non-designated heritage assets'. Policy DM8 relating to this category states that: 'The Council will seek to retain these, where

possible, and will assess proposals which would directly or indirectly impact on them in the light of their significance and the degree of harm or loss, if any, which would be caused.’

Policy DM8 Heritage Assets states:

We will resist the loss of our Heritage Assets and every opportunity to conserve and enhance them should be taken by new development. Development proposals that involve, or have an effect upon Heritage Assets must establish the individual significance of the Asset as part of the application or consent process. As part of the assessment process the significance of the Asset will be taken into account (namely whether it is a designated Heritage Asset or a nondesignated Heritage Asset) when determining whether the impact of any proposed development is acceptable. ... Where desk-based assessment suggests the likelihood of archaeological remains, the Planning Authority will require the results of an archaeological evaluation in order to inform the determination of the application. We will from time to time review our Heritage Assets included on the Local Lists, with regard to the Historic Environment Record, in consultation with Surrey County Council.’

The definition of non-designated heritage assets is defined in the National Planning Policy Framework revised guidance of July, 2019 as: ‘... buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets’.

**The cemetery is not included in the Local List of non-designated heritage assets. Due to the historic significance and level of survival of the fabric it qualifies as a heritage asset and should as a matter of high priority be proposed to the Council and considered for inclusion on the Local List.**

### 2.3.2 Tree Preservation Order

The surviving mature trees are vulnerable to significant damage or removal. Tree Preservation Orders restrict works to and the removal of those trees without permission from the Council.

**The mature trees should as a matter of high priority be assessed by the Council for such an order.**

### 3 HISTORIC DEVELOPMENT AND CONTEXT

#### 3.1 THE DEVELOPMENT OF THE HORTON ESTATE FOR LCC

In 1896 London County Council (founded in 1888) bought 1050 acres of land at Horton, near Epsom, Surrey, the Horton Manor estate, on which to build several asylums in their own grounds for patients living within the LCC boundary. The LCC already had five asylums scattered around the periphery of London but patients were seldom cured, the existing asylums were full, and new institutions were required for new patients. Pauper lunatic asylums as they were termed were modelled on the country house estate adapted for therapeutic use for a large number of male and female patients. The main hospital building at the core was surrounded by secure airing courts for the patients' recreation with immediate access from their wards. This core was set in a wider agricultural and parkland estate. The wider estate land usually included farmland, a farmstead, a productive kitchen garden, a cricket pitch, and peripheral buildings such as isolation hospital set in its own grounds, lodges, etc. All this was purpose-built.

Pauper lunatic asylums were usually built singly by counties, as the need arose. Some counties with small populations had only one, such as Bucks, but more populous counties had several, such as Surrey, Lancashire, Yorkshire and London. From the 1850s the Commissioners in Lunacy stipulated in their *Suggestions and Instructions* for the design and siting of asylums that they should be built in remote rural situations so that the tranquility would aid recovery and prevent idle onlookers upsetting the patients.<sup>1</sup> This often resulted in the site chosen being near a railway and having a dedicated branch line built to supply the hospital with goods.

The LCC had decided that large-scale provision was required and between 1898 and the mid-1920s four conventional asylums were built, each largely self-contained in the usual way and set in extensive grounds of the Horton estate. The earliest was The Manor, the 6th LCC Asylum, begun in 1898, completed in 1899, designed by W C Clifford Smith, the committee's engineer, as a small scale group of buildings that was later enlarged. At the same time plans were under way for another, Horton, the 7<sup>th</sup> LCC Asylum, built 1897-1902 by the architect GT Hine who had built several others.

LCC then built a pioneering institution for male epileptic patients, as recent thinking recognized that epileptic patients had a markedly different condition and that living with psychiatric patients was not beneficial. The so-called Epileptic Colony (later renamed St Ebba's Hospital) was built in a novel form, abandoning the residential pavilions connected to the central administration block and build instead with scattered residential pavilions around a central administration block. The patients were to undertake such work activities as their respective conditions allowed, particularly outdoors on the surrounding farm. This was built as the second of the five institutions in 1902-04.

Long Grove, the 10<sup>th</sup> LCC Asylum, architect GT Hine, was built 1903-07 and the final asylum on the

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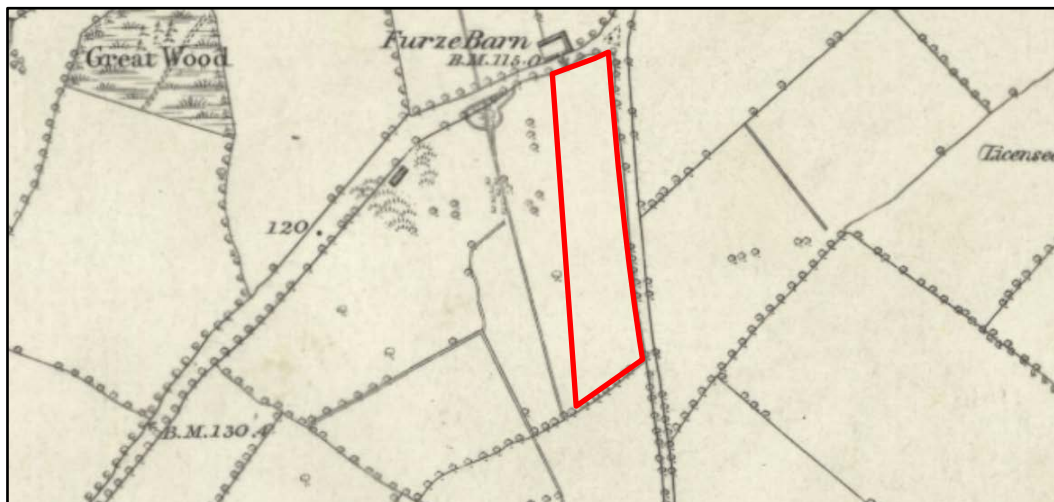
<sup>1</sup> *Suggestions And Instructions Relating In Reference To (1) Sites (2) Construction And Arrangement Of Buildings (3) Plans Of Lunatic Asylums, Issued By Commissioners In Lunacy*. First edition issued in 1856. 1870 edition online at <https://wellcomelibrary.org/item/b24959911#?c=0&m=0&s=0&cv=0&z=-0.696%2c-0.0858%2c2.392%2c1.7169>

estate, the 11<sup>th</sup>, West Park was built over a longer period, 1913-26, designed by W Clifford-Smith.

This was a unique undertaking in asylum provision. Economies of scale were made in the wider estate, with a central electricity generating plant, asylum farm and branch railway supplying the estate. In addition an estate cemetery was provided, rather than one each for the individual asylums as might otherwise have been expected and was usually the case in other asylums.

### 3.2 DEVELOPMENT OF THE HORTON CEMETERY

In the winter of 1898 the Epsom councillors allowed burials from the new Manor asylum in the town cemetery, but informed the Asylums Committee that it would need a cemetery for the patients. In spring 1899 the Asylums Engineer Mr Clifford Smith visited the estate to identify a site. He had previously designed The Manor asylum. A site was selected at the corner of Horton Lane and Hook Road; it occupied the east section of a 6.5 acre field, and included mature roadside specimen trees existing along the north and east boundaries (OS, s. 1894).



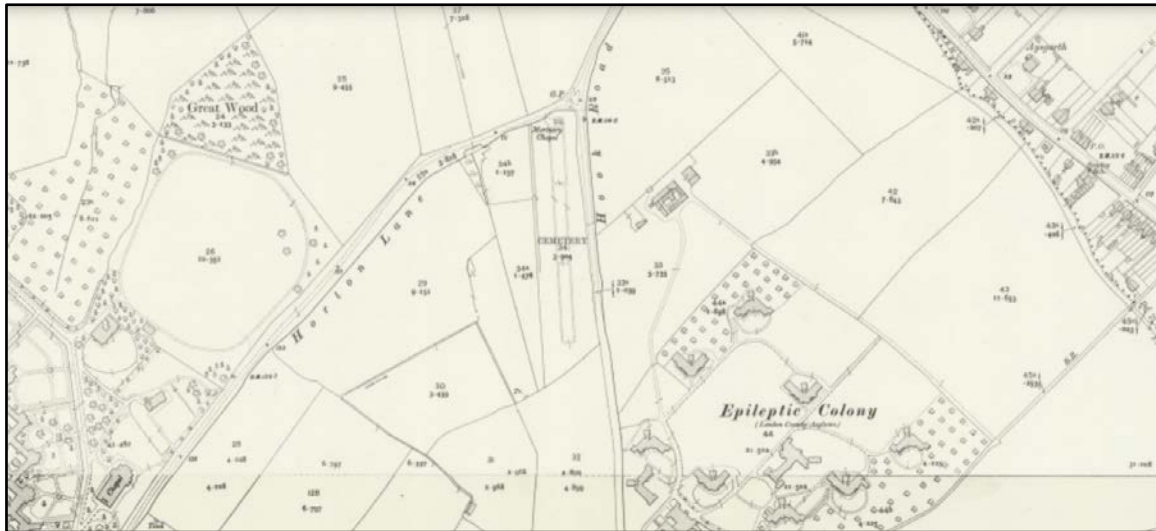
Ordnance Survey Surrey, Sheet 13, surveyed 1866-67, published 1871.

Extent of cemetery by 1910 outlined in red. Many of the specimen trees to the west survive today.



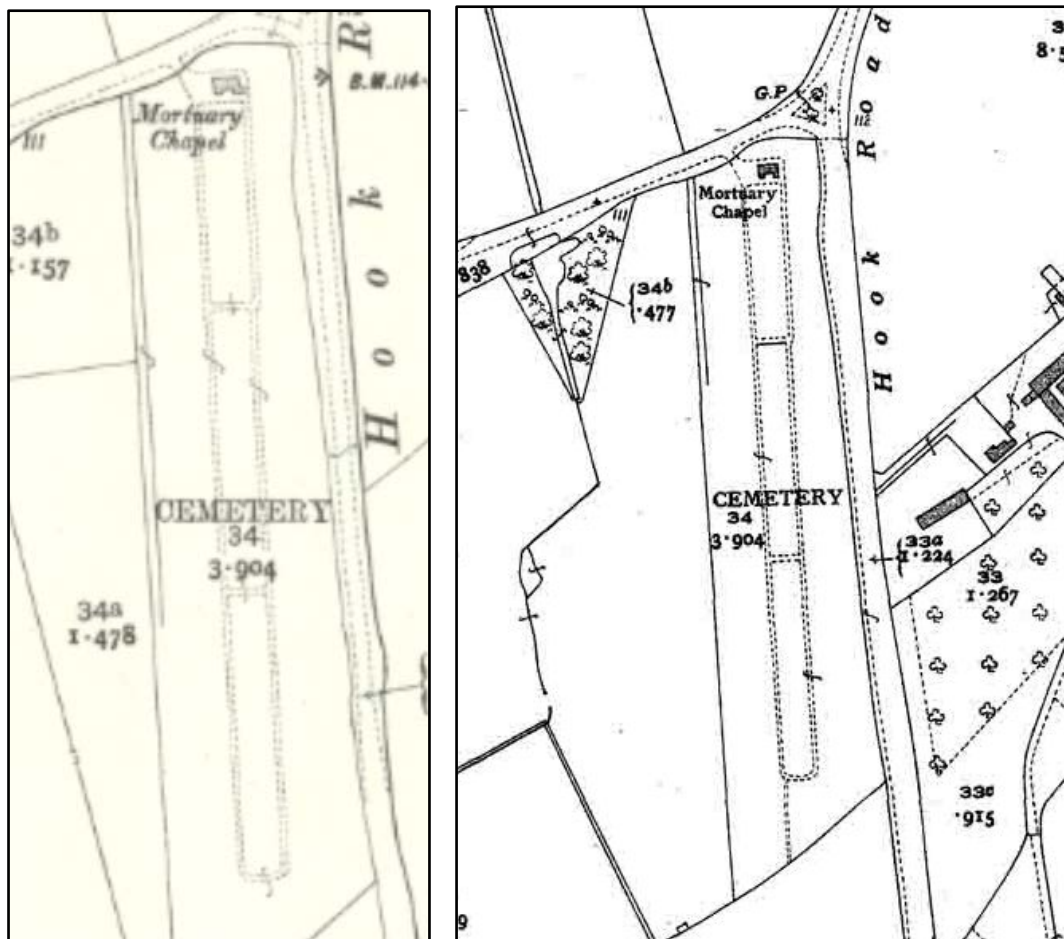
Ordnance Survey Surrey, Sheet 13.SW, revised 1894, published 1897.

Extent of cemetery by 1910 outlined in red.



Ordnance Survey Surray, Sheet 13.13, revised 1910, published 1913.

The cemetery had been extended at least once since its creation in 1899.



Ordnance Survey Surray, Sheet 13.13, revised 1910, published 1913 (left); 1930s (right).

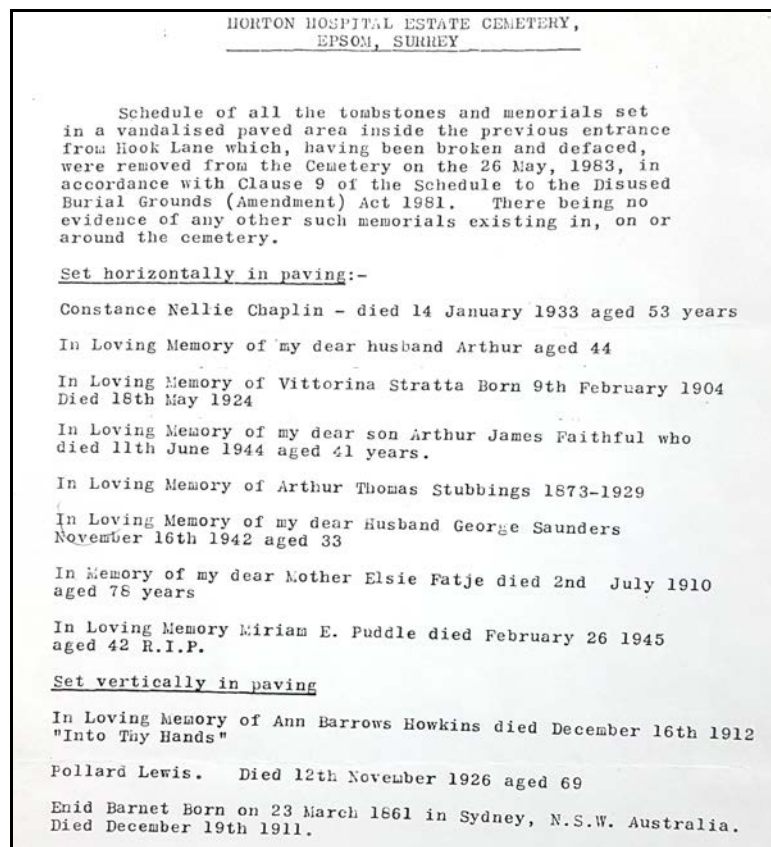
The cemetery was extended a little further south by 1945.

Throughout 1899, Brown was planning the new cemetery to hold 900 plots in rows flanking a central path. Like the hospital grounds, it was to be marked off from the road by an iron fence, behind which there would be a raised bank planted with a privet hedge. Works cost £869, less than half originally budgeted, and the cost included £252 for a chapel provided by Messrs. William

Harbrow, a tin tabernacle: a wooden framework fitted with corrugated iron sheets, lined on the inside with felt and match boarding. It had pointed windows and a little turret redolent of medieval chapels. William Harbrow was based at South Bermondsey Station in south London and was a supplier of iron buildings.<sup>2</sup> The iron railings were made by M McVey of London (surviving iron posts are stamped with this name).

The site overlay the sticky clay soil of Horton. Water bubbled up in holes almost as soon as they were dug. The Borough Surveyor and the Medical Officer insisted that drains should be laid below the level of the graves to clear the water, to run off into a holding pond on the north side of Horton Lane. The cemetery was managed from The Manor Hospital and was supported financially by all the hospitals. It was not consecrated.

On 31 July 1899 the first burial had occurred, of Annie James, who had been at the Manor. Her shroud cost 8d, the gravediggers were paid 10/6d, James Ockenden the undertaker received £1/12/6d. Headstones were only erected at the family's expense. Only 30-40 were erected in total.



Memorial Stones present in 1983 (The National Archive RG 37.190; photograph K McDonnell)  
These had been relocated after the closure of the cemetery in 1955 and by 1971.

By May 1900 Mr Clifford Smith the LCC Asylum Engineer reported to the Asylums Committee that the site was drained, laid out, fenced with a small iron fence, a small iron chapel built (£254) and

<sup>2</sup> Further information about this type of religious structure at <http://offthebeatentrackinsomerset.blogspot.com/2018/09/tin-tabernacles.html> including photographs of surviving structures and reference to Harbrow including a maker's name plate.

roads and paths made. Mounds of earth around the Cemetery were planted with privet to grow into hedges which were clipped.<sup>3</sup> Double rows of Lombardy poplar trees planted along the length of the narrow site. Many others of this type were planted in the grounds of the hospitals.

In late December 1903 the Committee agreed that an additional acre should be added<sup>4</sup> and this was added early in 1904, the land being drained, laid out, enclosed by iron fencing and used for interments by May. The main road was being constructed from Hook-road to Horton-lane to give direct access to Horton Asylum, central station and Long-grove Estate.<sup>5</sup> It is likely that Clifford Smith, who had designed the initial cemetery area, extended the design southwards in a similar manner.

The first published mapping of the cemetery occurred with the Ordnance Survey of 1910 (Surrey sheet 13.13, published 1913). The long narrow rectangular site by this time occupied 3.9 acres, measuring c.45-50m x c.285m; the small mortuary chapel stood at the north end, with the nearby entrance off Horton Lane. The east boundary along Hook Road was opposite the Epileptic Colony (St Ebba's) farm. The cemetery had a simple geometric layout with two central parallel paths along the length of the site, linked by two cross paths.

During World War I Horton Hospital became a war hospital run by Lieutenant-Colonel Lord – formerly Dr. Lord when he was in charge of the asylum. One of his duties was the burial of soldiers who had died of wounds. Most were buried in Epsom cemetery but one man was buried in Horton cemetery, (and another in World War II). It is unclear why they were buried in the Horton cemetery and not the CWGC plot in Epsom cemetery.

The cemetery was well maintained and had a dedicated cemetery keeper. In 1925 farm labourer Alfred Hillier applied for the job at a wage of 58/6d for a 47 hour week. By this decade up to three burials were being made per grave.

Still during the 1930s the cemetery was kept to a high standard. A postcard of the north end of the cemetery taken from the road junction shows with the tin tabernacle behind a clipped privet hedge. Between 1938 and 1945 it seems that the site was extended south by 0.75 acre.<sup>6</sup>

Again during World War II military personnel were treated on the estate and between 1948 and 1955 a number of Polish patients were interred in the cemetery.<sup>7</sup> The cemetery continued to be kept well, and an aerial photograph of 1952 shows the south two-thirds of the site including two rows of Lombardy poplars planted centrally along spine, another row along west boundary and more at the south-east corner. Mixed mature trees remained along the east boundary with Hook road opposite St Ebba's Hospital farm, probably field boundary origin. Smaller shrubs were sited individually alongside the paths and a few headstones were visible in the neat lawns.

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<sup>3</sup> May 1900, 11<sup>th</sup> Annual Report LCC Asylums Committee Engineer's Report, p. 97.

<sup>4</sup> *Surrey Mirror* Friday 25 December 1903

<sup>5</sup> May 1904, 15<sup>th</sup> Annual Report of LCC Asylums Committee, Engineer's Report, p. 122.

<sup>6</sup> OS; Historic Aerial Photograph, 1945, Google Earth.

<sup>7</sup> 60 Polish military personnel are buried in the cemetery who have British military records with the MoD. Information from K McDonnell.



1952 Aerial view, St Ebba's Hospital, cemetery bottom right, and enlargement. Bourne Hall Museum.

A general policy minimizing the erection of headstones was adopted by 1949. In that year, following a request by a Mr Manley to put up a 'small stone' for his brother, it was minuted that 'the practice ... was not to accede to such requests for reasons of cemetery maintenance, but to give permission for the setting up of moveable ornaments, vases, etc.' Permission was not granted except for 'moveable ornaments and vases, etc'.<sup>8</sup>

In 1955 the cemetery closed. It contained c.8,450 burials in 6,550 graves. There were 4747 graves used for a single burial, 1720 used for two burials, 76 for three burials, 7 for four burials and one with 5 burials.<sup>9</sup> The grounds continued to be maintained as a garden of rest, although the chapel disappeared. In its place was a small paved area, where the few headstones were set under a weeping willow tree, relocated from their original graves. The rest of the cemetery was maintained as a lawn under the trees. Photograph of 1971 (28 Feb. 1971, LR James) and 1981 (National Collection of Aerial Photography, both reproduced below) show that the cemetery was simplified principally with the loss of the paths, but was maintained in good order by the Health Authority.

In 1983 the Regional Health Authority sold the site to Michael Heighes of Marque Securities in Kingswood, a property developer, after which management ceased. The last surviving headstones had been removed and the condition of the grounds deteriorated so that by 2020 it had been abandoned to scrub.<sup>10</sup> In the early C21 the north boundary strip beyond the site of the chapel was taken for the widening of Horton Lane, losing the original gateway north-west of the chapel site. A memorial to the people buried was erected just outside the new north boundary alongside Horton Lane in 2002.

<sup>8</sup> London Metropolitan Archive, Minutes LCC Hospital Authority, 23 June 1944, information supplied by K McDonnell.

<sup>9</sup> K McDonnell's research. Most of these multiple burials were as a result of aliases, transcription errors from original records or disinterment so that the grave still had a single body. Each alias resulted in an additional entry in the burial records, as it does in official government records.

<sup>10</sup> TNA RG 37.190 General Register Office: Removal of Graves and Tombstones. Epsom, Surrey: Horton Hospital Estate Cemetery (dates of graves: 1910-1945).

### 3.3 HISTORICAL CONTEXT

Cemeteries were commonly provided for the 120 or more pauper lunatic asylums managed by the local authorities by the early C20. Local denominational burial grounds such as church and chapel graveyards could not accommodate all the graves required, and public cemeteries were not generally used. The asylum cemetery was usually sited within the asylum grounds and often needed extending after several decades. Infrequently a chapel was built in the cemetery, such as the substantial late C19 example at St Audrey's, Suffolk which appears to have been for general hospital use, not only as a mortuary chapel. Headstones were infrequent as they required the family to pay for them and often the patient had no known family or they being paupers could not afford one. The cemeteries were treated with respect and managed to a high standard like the rest of the asylum grounds. They were usually up to an acre in extent, or sometimes more, but were not extensive.

Comparable later C19 examples include the two-acre example at Warlingham, Surrey which was square with a square layout of paths, set into woodland immediately north of the asylum church. At High Royds, near Bradford, the 1.5 acre rectangular cemetery, laid out in 1890,<sup>11</sup> was extended in the early C20 with another acre on the other side of the railway asylum branch line (OS). It had its own small mortuary chapel, built of coursed local stone in a simple Romanesque style.



Chapel at High Royds Hospital, Menston, Bradford, built c.1890 (left).

Broadmoor, State Criminal Lunatic Asylum, The Old Cemetery in 1953 (Partridge) (right).

At the State Criminal Lunatic Asylum, Broadmoor (1860s), Berkshire, the original cemetery was supplemented by an extension nearby. 1444 graves are recorded. There was an unusually dense collection of memorials for an asylum. It seems that every grave was marked, at the expense of the institution, but the names were not inscribed. The memorials have gone. In the image above the foreground memorials are distinctive, with largely uniform plain crosses beyond.

<sup>11</sup> West Riding Record Office, C488 /3/1 , Account Ledger of repairs and alterations, 1889-1951.

## 4 DESCRIPTION OF THE CEMETERY

### 4.1 THE CEMETERY AT ITS MOST FULLY DEVELOPED BY 1955

The cemetery had developed to its greatest extent by 1955 and had been subject to no losses. It remained well maintained and the fabric and intended character, as a respected place of burial for former patients, was still fully apparent. Visual sources that are particularly useful include the 1930s postcard (Bourne Hall) and aerial photographs from 1945 (Google Earth) and 1952 (Bourne Hall).

The four acre (1.6 ha) roughly rectangular site was sited at the north end of the Horton estate and remained in a rural agricultural setting. It was long and narrow, measuring c. 310m along its east boundary (the longest boundary) and between c.55m and 65m wide. It had been extended successively southwards since its inception, but the original south boundary until 1904 and the boundaries of the various extensions are unclear.

The chapel stood at the north end, approached via a gateway and short path off Horton Lane to the north-west. It was a simple building of timber frame and sheet metal cladding, evoking a Gothic style with pointed windows, entered at the west end from the gateway and standing in a gravel apron. The plan form is shown on the 25" OS (1910). It was basically rectangular with two small projections at the south corners. The chapel stood at the head of the cemetery linked to the main body to the south via two main spinal paths running north to south, and linking cross paths.



Horton Cemetery Chapel also known as the Tin Tabernacle c.1938. A winter view.

Image courtesy of [Bourne Hall Museum](#)

In the 1938 image, the clipped privet hedge stood on a low bank alongside the iron fence. Beyond, left of the chapel were erect conifers, probably Irish yew or similar. The clipped shrubs on the foreground junction were probably managed by asylum patients. More iron fencing is visible to the far right. The boundary and chapel have gone.



Horton Cemetery Chapel also known as the Tin Tabernacle 1930s. A summer view.

Image courtesy of [Bourne Hall Museum](#)



Horton Cemetery from the north with relocated headstones on the site of the former chapel.

28 February 1971, LR James. Image courtesy of [Epsom & Ewell Local & Family History Centre](#)

The names on four of the headstones have been established.

The gravel paths were divided by a central line of closely spaced Lombardy poplars with another row along the west boundary against the adjacent field. Further trees lined the east Hook Road boundary and the north boundary including some Lombardy poplars but also other types with broader canopies. The south boundary, only established with the extension southwards within in the previous two decades, was open to the farmland beyond. The lawn was mown and tidy and a few specimen shrubs grew in it. The site was enclosed by iron railings and a clipped privet hedge set on a mounded bund. There were around 30-40 scattered headstones and c.8,450 burials.



Horton Cemetery, aerial views:

1981 (left), two years before sale by the Health Authority (National Collection of Aerial Photography); 1988 (right) five years after sale to the present owner (via Bourne Hall Museum). By 1981 the cemetery had been simplified but was maintained as a grassed open space with trees. After this decline set in.

## 4.2 CURRENT SURVIVAL AND CONDITION

As of July 2020 the cemetery had declined greatly since the 1970s and 1980s when it was still being maintained, despite closure in 1955, although with simplification, particularly the loss of paths. The historic character has become obscured with its abandonment, but most of the site has not been lost to irreversible development. The historic fabric and character could be restored or evoked to a considerable degree.

### 4.2.1 The main changes

- The Harbrow chapel has gone (removed by 1971).
- The lawns, gravel paths, headstones and privet hedges have gone (paths gone by 1971). The paths may survive under the grass.
- The absence of maintenance has led to the whole site becoming overgrown with woody scrub including self-sown trees.
- The north strip along Horton Lane has been lost to a road widening scheme along with the original boundary treatment (bund, gateway and railings).
- The adjacent rural setting has altered with the roads enlarged to the north and east, and a

large roundabout at the north-east corner.

#### 4.2.2 Surviving historic fabric

- The majority of the area as established by 1955 (except the north strip as noted above).
- The west and east boundaries with mounded bunds.
- Cast iron boundary fencing to west and east, the posts marked 'M McVey, London', and in places on the east boundary a stone coping to a low wall supporting the ironwork.
- Mature trees including false acacia, horse chestnut, sweet chestnut, Lombardy poplar, sycamore, copper beech and purple-leaved plum. These are evident from the surrounding roads and paths, and on current aerial photographs. This comprises a mixed collection of relatively common ornamentals dominated formerly by the large number of Lombardy poplar, which are not long-lived trees, some of which survive.
- A fine mature oak at the north-east corner which originated as a former hedgerow tree.
- The rural setting survives to a large degree, including to the east St Ebba's farm which remains as the Riding for the Disabled establishment; and to the south and west the paddocks with impressive specimen oak and the stream running parallel to the west. The water tower of St Ebba's remains visible to the south-east as a landmark from the cemetery boundary and the distant farmstead to the south, Horton Farm.

#### 4.3 CURRENT PHOTOGRAPHS (K GARNER, JULY 2020)



North boundary, realigned early C21.



West boundary, north and south ends.



West boundary (outer edge), view south, parkland setting to right; cemetery fencing on west boundary.



Fencing on west boundary; south section of cemetery seen from the south boundary.



Setting: St Ebba's hospital grounds and water tower seen from south-east corner of cemetery.



East boundary against Hook Road; north-east corner of cemetery with large former field boundary tree on east boundary. The 1938 view was taken from a little further to the right, before the junction was altered and the north boundary realigned.



Bucolic parkland setting west of the cemetery, view south towards the asylum farmstead.

## 5 CULTURAL SIGNIFICANCE OF HORTON CEMETERY

### 5.1 LOCAL SIGNIFICANCE

The local significance is high for the following reasons:

1. As an ornamental designed landscape strongly connected to the locality of Epsom and Ewell.
2. For the varied collection of mature specimen trees.
3. As a non-denominational burial ground representing varied faiths and none, one of a group of local burial grounds with strong connections of the residents of Epsom and Ewell, including the 1870s Epsom cemetery.
4. For the substantial contribution to the 'hospital cluster' character of the historic Horton Estate within the Green Belt as identified in Paragraph 3.3.4, Epsom and Ewell Borough Council Local Development Framework (2007).

### 5.2 MEDICAL AND SOCIAL SIGNIFICANCE

More broadly, in regional, national and international terms medical and social significance derives from the following aspects:

1. As the burial ground for a unique group of psychiatric hospitals. The cemetery is unique in its purpose to serve this extensive and nationally significant cluster, within a wider group of 120 or more English asylums scattered countrywide.
2. As a relatively late and unusually large asylum cemetery, one of several dozen that were designed integrally as part of the ornamental and functional landscaping for those extensive C19 and early C20 rural therapeutic institutions built throughout Britain and Ireland.
3. The large number of burials for this type of cemetery, mostly of patients who were originally London residents and buried over more than five decades, represents particularly specific social and medical groups. This is significant for social, medical and archaeological reasons.
4. The large number of burials of former asylum patients is perhaps unique in its extent.
5. The present condition of the cemetery does not greatly damage this aspect of significance.

### 5.3 AESTHETIC SIGNIFICANCE: FABRIC AND DESIGN

As a designed landscape the significance is local to regional, and derives from the following aspects:

1. Completeness of the Site: The extent of the site at its most fully developed by 1955 remains almost complete.
2. Layout: The simple geometric cemetery layout by the LCC Asylums Engineer is typical both of late C19 hospital cemeteries and civic cemeteries of this scale serving the general population. It was incrementally enlarged from the original area at the north end extending the layout in similar character to its most extensive by 1955. Although the key element of the layout, the path system, has become obscured with neglect it could be reinstated.
3. Management: The respectful approach to cemetery management was of high significance, reflected in the high standard of maintenance to retain the particular fabric, character and purpose. Although this has been lost it could be reinstated or evoked.
4. Horticulture: the cemetery retains an unusual variety of mature trees, mostly planted for their ornamental contribution in a particular pattern that was established by the time of its closure in 1955, but some trees were apparently retained from the previous agricultural field boundary use. The lines of Lombardy poplars seen at the zenith of its development by 1955 made a particularly distinctive contribution, echoing their frequent use elsewhere in the associated hospital grounds.

5. Architecture: the simple but attractive former mortuary chapel formed the focus of the cemetery design. Its site remains undeveloped and could be used to reinstate a structure of similar scale to re-establish a focal feature. A chapel was an unusual asylum feature. Most such cemeteries did not require a chapel as they lay closer to their asylum church or chapel. The 'tin tabernacle' supplied by Harbrow was unusual in its use for a cemetery chapel because of its ephemeral character.
6. Setting: The rural setting within the extensive Horton estate and relationship with the nearby hospitals is of the highest significance to the historic character, including views of various elements of St Ebba's hospital, particularly the water tower and possibly the other hospitals' towers.
7. The losses of fabric and present condition have not destroyed the significance of this aspect of the site, which has not been lost to irreversible development, and could be reinstated to a great degree.

#### **5.4 COMMUNAL SIGNIFICANCE AND ASSOCIATIONS**

1. For the association with 8,500 former patients from diverse backgrounds, mainly paupers from various areas of London, who died between 1899 and 1955.
2. A group of Polish patients buried here represents an international connection derived from a specific catastrophic period in world history. There may be further international connections.
3. For the spiritual and commemorative character associated with the former patients of the hospital who are buried here.

## **6 PROPOSED VISION**

### **6.1 INTRODUCTION**

This section, informed by the previous sections, is intended to suggest a practical future for the cemetery to conserve the cultural significances established above, should circumstances permit.

### **6.2 OVERVIEW**

The cemetery is unique and nationally significant in its purpose to serve the long-term patients of a group of large asylums. It is typical of cemeteries of this period in its simple layout by the LCC Asylum Surveyor, ornamented with trees, and the attractive former chapel which was an unusual feature in such cemeteries. The blurring of the historic character and deterioration and losses of the fabric in the later C20 has eclipsed (but not destroyed irretrievably) the respectful and spiritual character which was formerly established and the sanctity due to the thousands of people buried here.

Despite the surviving fabric and planting being engulfed in later scrub, and losses of some features, the site has not been lost to irreversible development. Much of significance remains and lost features are documented so that the original design, features and spiritual character could be evoked or reinstated to a great degree.

## 6.3 VISION

### 6.3.1 Recognition of the Cemetery

Promote full recognition of the cemetery as a place of local, regional and national historic significance. It is worthy of the restoration of the character and fabric as a respected local amenity and a unique spiritual place to commemorate those buried there.

### 6.3.2 Restoration

1. Restore the cemetery to evoke its character by 1955 as the respected and well-maintained ornamental resting place of a large number of hospital patients linked to the unique Horton group of former asylums.
2. This could include a structure on the site of the former chapel (of similar scale) to reinstate an appropriate focal point for the design which is both sustainable and useful for the cemetery.
3. Ensure that any restoration scheme is rigorously informed by historic research and can be sustainably managed in the long term with a sound mechanism to perpetuate this.

### 6.3.3 Research

1. Continue to research the history and significance of the cemetery and those interred in it to inform both the reinstatement of the essential character and fabric, and a greater understanding of social and medical history, particularly the lives of those of London's people, mostly from its poorer areas, who were moved to asylums in Surrey, died and were buried there. Publish the findings widely.
2. Using this information identify lessons for society today to inform the provision of resources for those with mental health issues now and in future.

## 7 CONCLUSIONS – SURVIVAL, SIGNIFICANCE AND RECOMMENDATION

### 7.1 SURVIVAL OF HORTON CEMETERY IN 2020

1. Understanding the survival of the historic fabric and character is of key importance in assessing the cultural significance.
2. **Much of the fabric of Horton Cemetery survives as a designed landscape of considerable value locally and nationally.**
3. The structural framework survives largely intact, particularly the woody planting and other key aspects of the layout including the boundaries, and the relationship with the rural estate setting. Many mature ornamental trees survive.
4. The numerous burials survive undisturbed.
5. The few and scattered headstones have all gone.
6. The respectful spiritual and commemorative character has been lost but not irreversibly, and it could be reinstated.
7. Losses include some trees, the ephemeral planting and lawns, as is usual when continuity of gardening in the original style has long-since ceased. However, this is not irreversible.
8. The main structural loss is of the chapel and the north boundary strip with the gateway to it but the site of the chapel has not been lost irreversibly. It could be returned to being the focal point of the cemetery, perhaps with a replacement structure to evoke the scale and elegance of the 'tin tabernacle' and commemorative character of the cemetery.

### 7.2 SIGNIFICANCE OF HORTON CEMETERY

#### 7.2.1 Horton Cemetery as an Asylum Cemetery

**Horton Cemetery is of high local significance** for the late C19/early C20 cemetery design, which survives considerably intact, retaining much of the historic fabric and character developed between the 1890s-1955. The site is not irreversibly developed; key lost or blurred aspects of the historic design and character have the potential to be reinstated or evoked. The significance encompasses its sanctity as the last resting place for the 8,500 former patients, and its essential rural setting including the five nearby hospital sites, many of whose former patients it contains.

#### 7.2.2 Medical, Social and Associational Significance

**Horton Cemetery is of national significance** for its unique purpose in serving a closely-knit group of five large psychiatric institutions and being the burial ground for 8,500 of the former patients from a defined date range, a very large number for this type of cemetery.

### 7.3 CONCLUSION

1. The cemetery is of high local cultural significance, derived from the social and design attributes.
2. The cemetery is of national historic significance for its social and medical associations.
3. The historic environment has a degree of significance meriting consideration in planning decisions but is not presently recognized in terms of protection via the planning system and is therefore vulnerable to damage from uninformed change.

### 7.4 BROAD RECOMMENDATIONS

1. Initially the cultural significance of the cemetery should be recognized and protected by Epsom and Ewell Borough Council via planning designations, particularly by inclusion on the list of 'Locally Listed Buildings and other non-designated heritage assets' and Tree Preservation Orders.
2. Publicise the cemetery and its relevance in many arenas to raise public awareness of its value. This could include a short book or pamphlet on the history to support a campaign, and outreach to local groups and schools. Engage with eminent mental health practitioners and campaigners to support the value of the cemetery.
3. In the longer term identify and implement a sustainable solution to ensure the perpetuation of surviving aspects of the historic environment and reinstatement of damaged and lost features of historic significance.

### 7.5 NEXT STEPS

The following steps are in approximate order of priority.

1. **Planning Designations:** Ask the local planning authority to review the current planning designations for the site and consider further relevant designations to assist with the long term conservation of the historic environment, particularly via addition to the Local List and via Tree Preservation Orders. Seek support for this from relevant amenity societies such as The Gardens Trust (nationwide remit) and Surrey Gardens Trust.
2. **Prevent Further Damage and Deterioration:** Ensure that no further damage to the historic fabric occurs and that the site is secured.
3. **Research:** Increase the understanding of the history of the cemetery and those interred there, with a structured programme of further research into LCC and other institutional documents at the London Metropolitan Archive, Surrey History Centre, the National Archive, etc. As part of this establish a volunteer genealogical research project.
4. **Review the Significances:** With this greater understanding of the site review the

significances to guide a long term restoration and management policy. Identify all the significant aspects to ensure that the conservation of the significant aspects of the historic environment are not compromised due to other significances which have arisen due to neglect of the site such as wildlife and habitats.

5. **Publish a History:** Publish a short history of the site and those connected with it as a campaigning tool, emphasizing the significance in many arenas, and nationally and internationally.
6. **Site Survey:** Increase the understanding of the surviving elements of the site including paths, trees, structures, drainage, wildlife and habitats, etc, via site surveys.
7. **Short Term Remedial Works:** If possible in the short term implement a sensitive programme to remove self-sown trees and scrub which are damaging the historic fabric.
8. **Prepare a Restoration and Management Strategy:** Use additional research and survey information and the reviewed significances to produce an historic landscape survey and inform a broad long term restoration and management strategy. This can be used as part of a fund-raising package.
9. **Long Term Use and Management Strategy:** Using additional information, review and amplify this vision to inform a detailed long term use, restoration and management strategy.

## 8 APPENDIX 1 REFERENCES

### 8.1 HORTON CEMETERY

#### 8.1.1 Key Sources

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 Dr S Rutherford, PhD asylum landscapes database, 2003  
 Kevin McDonnell research with team of volunteer researchers

#### 8.1.2 Primary Sources

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 London County Council Asylums Committee 11<sup>th</sup> Annual Report Engineer's Report (May 1900), p. 97  
 London County Council Asylums Committee 15th Annual Report (May 1904), p. 122  
 (copies seen at Teesside RO, but may also be in London Metropolitan Archive).  
 Burial Records at Surrey History Centre (see list below).

#### 8.1.3 Maps

Ordnance Survey Surrey 6" (sh. 13) and 25" scale (sh. 13.13):  
 Surveyed 1866-67, published 1871  
 Revised 1910, published 1913  
 Revised 1933, published 1935

#### 8.1.4 Images

Historic Aerial Photograph, 1945 (Google Earth)  
 Historic Aerial photograph May 1952 (via K McDonnell)  
 Images in the collection of *Epsom & Ewell Local & Family History Centre*  
 Historic Aerial Photograph, 5 September 1981 (National Collection of Aerial Photography)  
 Historic Aerial Photograph, 1988 (via Bourne Hall Museum)

### 8.2 THE WIDER CONTEXT

Arnould, K, *The Epsom Cluster* (2019).  
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 Partridge, R, *Broadmoor a History of Criminal Lunacy and its Problems* (1953).  
 Rutherford, S, *The Victorian Asylum* (2008).  
 Rutherford, S, *The Victorian Cemetery* (2008).  
 Rutherford, S, 'The Landscapes of Victorian and Edwardian Lunatic Asylums, 1845-1914 (2003)  
 (unpublished doctoral thesis, de Montfort University).

### 8.3 BURIAL RECORDS AT SURREY HISTORY CENTRE

The following list is copied from the SHC catalogue and includes hyperlinks to the catalogue entries.  
 The site is catalogued under the name 'Horton Estate Cemetery'.

**HORTON ESTATE CEMETERY** [COPY BURIAL REGISTERS](#) 6275/1/ · 1907-1957 · [Full Description](#)

[Computer-scanned copy \(made 1998\) of an aerial photograph showing St Ebba's Hospital and Horton Cemetery](#) 6423/6/4 · nd [?1950s] · [Full Description](#)

[Burial register No 1. Burials of patients at the Epsom Cluster hospitals took place in the Horton Estate Cemetery, Hook Road, Epsom](#) 6282/9/2 · 31 Jul 1899 -18 Mar 1955 · [Full Description](#)

[HORTON ESTATE CEMETERY, EPSOM: BURIAL REGISTERS](#) 6336 · 1902-c.1955 · [Full Description](#)

[HORTON ESTATE CEMETERY, EPSOM: COPY BURIAL REGISTERS, 1907-1957; LONG GROVE HOSPITAL, EPSOM: POST MORTEM EXAMINATION BOOK, 1964-1969](#) 6275 · 1907-1969 · [Full Description](#)

[Burial register nos.3518-6577. Includes soldiers who died at London County War Hospital \(Horton Hospital\) during the First World War and who in 1920 were exhumed and reburied according to an order by the Secretary of State. The Burial Board permitted the ...](#) 6717/1/3 · 5 Apr 1902 - 11 Jan 1923 · [Full Description](#)

[Horton Estate Cemetery, copy of register of interments of patients from the Epsom Cluster hospitals, including grave number, name of hospital, name and age of patient and date of burial. The volume covers plot numbers 1-2258 but there are many gaps and th...](#) 6275/1/1 · 15 Aug 1907 -27 Jan 1939

#### 8.4 THE NATIONAL ARCHIVE

The site is catalogued under the name 'Horton Estate Cemetery'.

Epsom, Surrey: Horton Hospital Estate Cemetery (dates of graves: 1910-1945)

Reference: RG 37/190

Description: Epsom, Surrey: Horton Hospital Estate Cemetery General Register Office: Removal of Graves and Tombstones. Epsom, Surrey: Horton Hospital Estate Cemetery (dates of graves: 1910-1945)

Date: 1983

Held by: [The National Archives, Kew General Register Office Social Survey Department and Office of Population Censuses and Surveys](#)

Former reference in its original department: 255

Legal status: Public Record(s)

Closure status: Open Document, Open Description

Access conditions: Open Immediately

## 9 APPENDIX 2 CHRONOLOGY

### Abbreviations for Sources:

JH Jeremy Harte, Curator, Bourne Hall Museum, web page <https://eehe.org.uk/?p=24725>

SR Dr S Rutherford asylums database, 2003

KM Research Kevin McDonnell research with team of volunteer researchers  
(via Powerpoint presentation and notes supplied)

|      |  |  |
|------|--|--|
| 1894 | 6.5 acre field bounded by Horton Lane to north and Hook Road to east, and stream to the west.  | OS 25" 2 <sup>nd</sup> edition   |
| 1896 | London County Council bought 1050 acres of land at Horton, the Horton Manor estate, on which to build several asylums in their own grounds. This included the field.   | JH   |
| 1898 | The first hospital at Horton, The Manor the 6th LCC Asylum, begun (completed 1899, designed by W C Clifford Smith, the committee's engineer); plans under way for another at Horton: 7 <sup>th</sup> LCC Asylum (1897-1902, architect GT Hine)   | SR   |
| 1898 | In winter the Epsom councillors allowed burials from the new asylum in the town cemetery, but informed the Asylums Committee that it would need a cemetery for the patients.   | JH   |
| 1899 | Spring. Mr. Clifford Smith, the Asylums Engineer, came down to find a site.  | JH   |
| 1899 | Good description of the Manor Asylum, designed by W C Clifford Smith; no mention of the burial ground.   | <i>W Surrey Times</i><br>10 June   |
| 1899 | Throughout 1899, Brown was planning the new cemetery to hold 900 plots in rows flanking a central path. Like the hospital grounds, it was to be marked off from the road by an iron fence, behind which there would be a raised bank planted with a privet hedge. Works cost £869, less than half originally budgeted, and the cost included £252 for a chapel provided by Messrs. William Harbrow, a tin tabernacle: a wooden framework fitted with corrugated iron sheets, lined on the inside with felt and match boarding. Pointed windows and a little turret.<br><br>The site at the corner of Horton Lane and Hook Road occupied the east section of the 6.5 acre field, and incorporated mature roadside specimen trees existing along the north and east boundaries. It overlay the sticky clay soil of Horton. Water bubbled up in holes almost as soon as they were dug. The Borough Surveyor and the Medical Officer insisted that drains should be laid below the level of the graves to clear the water, to run off into a holding pond on the north side of Horton Lane. The cemetery was managed from The Manor Hospital supported financially by the other hospitals. It was not consecrated. | JH<br><br>OS 1866-67   |
| 1899 | 31 July 1 <sup>st</sup> burial, Annie James, who had been at the Manor. Her shroud cost 8d, the gravediggers were paid 10/6d, James Ockenden the undertaker received £1/12/6d. Headstones only erected at the families' expense. Few erected, 30-40 total.   | JH   |
| 1900 | Cemetery: by May the site selected was drained, laid out, fenced with a small iron fence, a small iron chapel built (£254) and roads and paths made. The 1 <sup>st</sup> burial was in July 1899. The mounds of earth around the Cemetery have been planted with privet.   | May, 11 <sup>th</sup> Annual Report LCC Asylums Cttee Engineer's Report, p. 97 |
| 1901 | Double rows of Lombardy poplar trees planted along the length of the narrow site. Many others of this type were planted in the grounds of the hospitals.   | JH   |
| 1902 | LCC Epileptic Colony (St Ebba's) built adjacent on east side of Hook Road on 112 acres, opened August 1903. An associated farmstead for  | SR   |

|         |   |   |
|---------|---|---|
|         | the patients to work on was built immediately east of the cemetery.   |   |
| 1903    | LCC Asylums Committee recommended that the seal should be affixed to a deed of appropriation of one acre of land on the Horton estate for addition to the existing 2-acre asylum burial ground. In reply to questions about provision of crematoria in the asylums the chairman Mr Hubbard said that the committee having considered the question, sentiment was against cremation; a report would probably be commissioned to address the subject.                             | <i>Surrey Mirror</i><br>Friday 25<br>December 1903                        |
| 1903-07 | Long Grove Hospital built (10 <sup>th</sup> LCC Asylum, architect GT Hine).   |   |
| 1903-04 | A 2nd acre of ground added to the Cemetery winter 1903-04. Drained, laid out, fenced with iron fencing and used for interments. In addition the main road being constructed from Hook-road to Horton-lane to give direct access to Horton Asylum, central station and Long-grove Estate. Gave employment to ave. 53 men last winter. 36' wide with 24' roadway and 6' paths either side.  | May 1904, 15th<br>Annual Report of<br>LCC Asylums<br>Committee, p.<br>122 |
| 1907    | Long Grove Hospital complete.   |   |
| 1909    | The 900 body cemetery capacity is exceeded.   | KM Research   |
| 1910    | First published mapping of the cemetery. Long narrow rectangular site, 3.9 acres, c.45-50m x c.285m; mortuary chapel at the north end, nearby entrance off Horton Lane. East boundary Hook Road, opposite the Epileptic Colony (St Ebba's) farm. Simple layout: two central parallel paths along the length of the site, linked by two cross paths.   | OS Surrey XIII.13,<br>Revised: 1910,<br>Pub.: 1913                        |
| 1913-26 | West Park built. 11th LCC Asylum, designer W Clifford-Smith.  | SR archive  |
| 1915    | Horton Hospital became a war hospital run by Lieutenant-Colonel Lord – formerly Dr. Lord when he was in charge of the asylum. One of his duties was the burial of soldiers who had died of wounds. Most were buried in Epsom cemetery but there are two special memorials in the CWGC plot to men buried in Horton cemetery, one from World War I and one from World War II. It is unclear why they were buried in the Horton cemetery and not the CWGC plot in Epsom cemetery. |   |
| 1925    | Alfred Hillier, turned in his job as farm labourer and applied for cemetery keeper (58/6d for a 47 hour week).  | JH  |
| 1920s   | By this decade up to three burials were being made in each grave.   | KM Research   |
| 1933    | Similar layout to 1910.   | OS revised 1933,<br>published 1935  |
| c.1938  | Postcard of the north end of the cemetery from the junction, with the tin tabernacle behind a clipped privet hedge. The cemetery was kept to a high standard.   | Bourne Hall<br>Museum, in JH  |
| 1938-45 | The cemetery was extended south by 0.75 acre (OS).  | Historic Aerial<br>Photograph, 1945<br>Google Earth                       |
| 1948-55 | Polish military personnel interred. [How many?]   | KM Research   |
| 1952    | South 2/3 of site visible: the cemetery was still well kept. Lombardy poplars planted centrally along spine, another row along west boundary and more at SE corner. Mixed mature trees along E boundary opposite St Ebba's Hospital farm, probably field boundary origin. Smaller shrubs along paths and a few headstones. Lawn.  | Aerial<br>photograph May<br>1952  |
| 1955    | Cemetery closed; 8,450 burials in 6,550 graves; Grave use; 4747 X 1, 1720 X 2, 76 X 3, 7 X 4, 1 X 5 (KM Research). The grounds continued to be maintained as a garden of rest, although the tin chapel disappeared. In its place was a small paved area, where the few headstones were set under a weeping willow tree, relocated from their proper graves. The rest of the cemetery was maintained as a lawn under the trees.  | KM Research   |
| 1971    | Horton Cemetery photographed on 28 February by LR James. This shows the cemetery after simplification and removal of most   | <a href="#">Epsom &amp; Ewell</a><br><a href="#">Local &amp; Family</a>   |

|           |  |   |
|-----------|--|---|
|           | headstones. Still well maintained. The surviving headstones relocated to the site of the former chapel.  | <a href="#">History Centre</a>            |
| 1981      | Cemetery maintained with grass cut and trees present, but paths gone. The headstone group present in 1971 apparently gone.   | National Collection of Aerial Photography |
| 1983      | Regional Health Authority sold the site to Michael Heighes of Marque Securities in Kingswood, a property developer. Management ceased. The condition deteriorated over succeeding decades.                   | JH  |
| 1988      | Cemetery grass cut and trees present, but paths gone.  | Aerial photograph via Bourne Hall Museum. |
| early C21 | North section of cemetery beyond the site of the chapel taken for the widening of Horton Lane, losing the original entrance NW of chapel site.   | Google Earth                              |
| 2002      | Memorial erected and dedicated on north boundary alongside Horton Lane. The money was raised from the public via a fund raising campaign by Alan Carlson, one of the Trustees of Friends of Horton Cemetery. |   |

## List Description

### Name:

Horton Cemetery:

### Address:

Land South West of the Junction of Horton Lane and Hook Road

### Type of Asset:

Disused cemetery

### Historic significance:

Historic association with late C19 and early C20 asylum hospitals.

### Reasons for Local Significance:

Historic association with hospital and asylum buildings in the Hospital Cluster Conservation Areas, which include 5 conservation areas, including: Horton, Long Grove, The Manor, St Ebba's, West Park. Many of the residents of these hospitals were eventually buried in Horton Cemetery.

### Condition 2021:

The Cemetery was abandoned in 1955 since when it has become extensively overgrown. A stone was erected in 1904 to remember those buried in the site as well as war graves which were located on the site.



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