

Consultation for the Listing of Horton Cemetery

Consultees:

- Historic England
- Surrey County Conservation Officer
- Surrey Archaeologist: Roland Smith (Archaeological Officer)
- The Friends of Horton Cemetery-Contact
- The Commonwealth War Graves Commission
- Marque Securities Ltd (owners) - Company Number: 01543298
- Epsom & Ewell History & Archaeology Society
- Epsom Civic Society
- Surrey Gardens Trust
- SCC Historic Environment Planning team her@surreycc.gov.uk
- St Ebbas Hospital, Hook Road, Epsom, Surrey
- Horton Farm, 352 Hook Road, Epsom, Surrey

Ward Members for Court Ward:

- Councillor Kate Chinn
- Councillor Rob Geleit
- Councillor Debbie Monksfield

Consultation Responses

11 June 2021

Email from Commonwealth War Graves

Dear Lance,

Further to your letter of 12 May 2021, we note the local listing proposal of Horton Cemetery as a site historic and landscape significance by Epsom and Ewell Borough Council. We draw your attention to the presence of 2 war graves at this site:

Private Henry Walter James
Private P McMahon

We would be happy to hear more about the intension with regards this site and the potential impact of the local listing.

With kind regards

Andrew Stillman

24 June 2021

Emailed Comments from Historic England:

Dear Sir/Madam,

Thank you for consulting us about the proposed inclusion in the Epsom and Ewell local list of Horton Cemetery. We have no comments to add, except to welcome and approve your efforts to maintain your local list and to understand and manage the heritage assets of local interest in the area of your authority.

Yours faithfully,

Philip Seely

30 June 2021

Comments Emailed from Surrey County Council

To: Planning Department of Epsom and Ewell Borough Council

From: Historic Environment Planning: Historic Buildings

Application Number: N/A – Lance Penman

Grade: None

Date Consultation Received: 24/06/2021

Address: Horton Cemetery, Horton Lane, Epsom



Proposal: Proposed addition to local list

Comments:

This consultation refers to a request to add Horton Cemetery to the Epsom and Ewell Local List. There is no standard national process for adding heritage assets to lists of non-designated heritage assets, although best practice for this has been set out in the recently revised Historic England Advice Note 7 (HEAN 7). To our knowledge there is no agreed process for adding heritage assets to Epsom and Ewell's local list.

HEAN 7 makes clear that local lists no longer have to be limited to buildings. Many of the current local lists in Surrey are based on the old 'Grade III' listed buildings. However, some authorities, such as Reigate and Banstead, have had parks and gardens added to their list. Surrey County Council supports the decision by Epsom and Ewell Borough Council to consider a wider range of heritage asset types on their local list.

The current situation makes it challenging to advise on what basis the site should be added to the Epsom and Ewell local list. As part of HEAN 7, Historic England advise having a clear set of criteria for including heritage assets on the local list. This is to ensure that the list is sufficiently robust if challenged as part of the planning process. Surrey County Council is not aware of a set of criteria for Epsom and Ewell's local list but know that the council is part of a programme funded by the MHCLG to carry out a review, which will include establishing a list of criteria. While the correct process would be to wait until the criteria are established, we acknowledge there is significant local pressure to recognise the significance of Horton Cemetery. As such, consideration has been given to the criteria set out on page 11 of HEAN 7.

As part of the aforementioned review funded the MHCLG, all entries on the existing Epsom and Ewell local list (including Horton Cemetery) will have to be reconsidered in line with the criteria set out as part of this process. This will be carried out in consultation with Epsom and Ewell Borough Council as well as members of the public so any views from groups such as The Friends of Horton Cemetery will be taken into account. It is unlikely that our opinion will change with regard to Horton Cemetery unless the council insist on criteria which would clearly exclude Horton Cemetery from inclusion on the list (e.g. insisting that all heritage assets must be buildings). We would advise this is taken into consideration when discussing the proposed criteria for the list. You may also wish to use this case to encourage interest in the local list and nominations later in the year.

With regard to the specific details of Horton Cemetery, the layout of cemeteries in England started to develop in response to the conditions of churchyards in the 1820s and 1830s and concerns over public health. J C Loudon's *On the Laying Out, Planting and Managing of Cemeteries* (1843) was highly influential on sites such as Brookwood which aimed to meet sanitary requirements while also having suitable landscaping. These mid-Victorian cemeteries often included elaborate funerary monuments on principal drives which were interspersed with evergreens. By the end of the 19th century cemeteries became largely utilitarian in character and were normally set out on formal frameworks with evergreens. Horton Cemetery would have been clearly influenced by this era of cemetery construction. Very few cemeteries from this later period of cemetery construction are designated as they are not particularly rare.

It must be recognised that the design of Horton Cemetery, while in keeping with the period, is not of great significance. The photographs and maps available show it largely follows a very simple design which was not unusual or ground-breaking for the period. Very little was provided to embellish the site and features such as the tin tabernacle and railings were chosen for their utilitarian nature rather than to enhance the appearance of the site. As such, its design significance is low. Much of this design has now disappeared through neglect.

While the design of the cemetery is not particularly significant, the site has historic significance owing to its relationship with The Epsom Cluster, a series of psychiatric hospitals built by the Asylum Committee in the late 19th century. Despite not being worthy of national designation, the site clearly has high local significance which is worthy of recognition. A strong argument could also be made for the site also having group value with the other nearby psychiatric hospitals, in particular the Ewell Epileptic Colony and Long Grove Asylum which are only a short distance away.

In addition to the Horton Cemetery's historic interest, the site is also of archaeological significance as it contains the buried remains of those who died while living in The Epsom Cluster. These remains have the potential to reveal information about how psychiatric patients were treated in death in the early 20th century and the demography of a marginalised group in society at the time. This is worthy of recognition and consideration could be given in time to including the site as an Area of High Archaeological Potential (AHAP). This has been highlighted to the Historic Environment Planning Team at Surrey County Council and will be given consideration when they next review the AHAPs.

In taking the above into consideration, there are clear grounds for including the site on the local list. However, it should be recognised as part of the designation that many features which made up the site historically are now lost. This includes the overall layout of the site, the chapel and parts of the iron fence. Rather than supporting inclusion on the local list because of the design of the cemetery, we suggest it may be more relevant to emphasise its historic and archaeological significance, particularly as there are still buried remains on the site.

Should you decide to add Horton Cemetery site to your local list, we would encourage you to think about having a clear process for future additions. Should any heritage assets be identified in the future this will give members of the public a clear understanding of how sites can be recognised as part of the planning process. It will also ensure that any decisions to include a site on the local list are robust and more difficult to challenge as part of the planning process. As part of this process we would strongly encourage you to notify the Surrey Historic Environment Record to ensure their list is up to date as this is sometimes references in appeal decisions. The Historic Environment Record can be contacted at her@surreycc.gov.uk.

If we can provide any further advice, please do not hesitate to get in contact.

Signed: Chris Reynolds

Date: 30/06/2021

File Ref: 32/6/Gen

For the Director for Community Protection, Transport & Environment

5 July 2021

Email from Seymour Bourne:

Sir/Madam, I'm in receipt of your letter, and having lived at Horton Farm since 1946 and can remember Frank Mitchell digging the graves by hand in the early fifties when the cemetery was kept in immaculate order, I wonder if the owner Marque Securities will be enforced to re-fence and generally tidy their property.

Kind regards
Seymour Bourne.

Sent from my iPad

21 July 2021

Email from the Friends of Horton Cemetery:

Dear Mr Penman,

I wonder whether you could kindly tell me how this is going.

What is the timetable? That wasn't mentioned in the 24th June letter. I.e., when will the public consultation phase end?

Needless to say we are keen to get the LPP Committee's approval of your recommendation soon so we can press the owner to transfer the land.

Kind regards,

Lionel Blackman.

31 July 2021

Email from Angela Clifford

Dear Mr Penman

I am one of many volunteers researching the lives of those known to have been buried here. I hope you are aware of the stories being recorded and published.

Some of the men served this country in the forces for different lengths of time - ending up, for whatever reason, in pauper's graves here. Many others had struggled to care for their families much against the odds.

It would be disrespectful to do other than retain this area as a memorial garden and local listing would help avoid inappropriate development in future. I hope you will advise accordingly.

Thank you

Angela Clifford