



**Sandown Park  
Racecourse,  
Esher**

**Archaeological  
and Heritage  
Assessment**

Prepared by:  
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Dimension  
Partnership Ltd**

On behalf of:  
**The Jockey Club  
Racecourses Ltd**

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## Non-technical Summary

- S1 This report has been prepared by The Environmental Dimension Partnership Ltd (EDP), on behalf of The Jockey Club Racecourses Ltd (JCR) and presents the results of an Archaeological and Heritage Assessment of Sandown Park Racecourse. The purpose of this report is to assess the potential impacts of emerging development proposals in relation to a planning application.
- S2 Sandown Park Racecourse requires significant upgrades and enhancements of the existing racecourse infrastructure, facilities and venues to secure a premier racecourse status for its long-term future and to improve the guest experience and community provision. A review of the potential enhancements and rationalisation of the racecourse has led to the identification of five potential sites for residential development on a small proportion of Sandown Park Racecourse, without having a detrimental impact on racing operations. These sites will provide the opportunities to contribute to Elmbridge Borough's housing needs and the release of the sites will facilitate the capital raised to be reinvested into the business to deliver Sandown Park Racecourse's vision to secure its long term successful future. Four areas have been identified further for enhancements. The proposed racecourse enhancements and the facilitating residential developments are to be delivered through a masterplan-led planning application.
- S3 The report has considered the baseline position in respect of designated heritage assets and identifies that the site lies within a small part of the Esher Conservation Area (CA). In other respects, the proposals lie within the setting of ten listed buildings, and in all cases, the assessment has identified that the proposals would cause no harm to these designated heritage assets.
- S4 A suite of heritage-based enhancements is also proposed, which would result directly to the Grade II listed building, the Travellers Rest, as well as within its setting. Further enhancements are proposed within the setting of the Grade II listed gates to the racecourse including measures for traffic control. Provision is also made for interpretation boards to enhance the public appreciation of the racecourse and its heritage interest.
- S5 Site 1 lies within the setting of the Esher CA, whereby its access lies within its northern extremity. The assessment has identified that this site does not make a positive contribution to the character and appearance of the conservation area, although the higher ground of The Warren to the north presents a wooded backdrop to traditional buildings fronting Esher Green. Nonetheless, it is considered that the emerging proposals have had due consideration to their scale, such that the proposals will not dominate within views from Esher Green. Therefore, it is considered that the character and appearance of the conversation area would be preserved.
- S6 A tollhouse is located within Site 5 and is considered to be a non-designated heritage asset, being locally listed, it is a material consideration within planning applications. The assessment has established that this asset is of local value. The current proposals retain

the earlier core of the tollhouse and removes the later, heavily altered, western addition. Thereby the most important aspect of the tollhouse is retained and its heritage interest preserved, thus meeting the requirements of local planning policy.

- S7 In relation to archaeological potential, the assessment has identified two *Areas of High Archaeological Potential* within the site. One of which is located on the hilltop of The Warren in the south-western part of the site and outside the extents of potential development areas within the current proposals. The available evidence would suggest that activity does not extend down the slopes of the hill into the proposed development areas.
- S8 The second *Area of High Archaeological Potential* lies within Site 5 and relates to the possible site of a former medieval hospital. Part of this area is proposed for residential development and, therefore, it is considered that a suitable scheme of archaeological investigation should be secured by a condition on any successful consent, to ensure that any remains, if present, are adequately identified and recorded in advance of development. This position has been confirmed in consultation with the archaeological advisor to the local planning authority.
- S9 There is considered to be a low potential for significant archaeological remains to be present within the remainder of the site, with such evidence potentially relating, in particular, to former field boundaries and other agricultural activity from the medieval period to the late 19<sup>th</sup> century of negligible significance. Specific site circumstances have demonstrated localised areas of ground disturbance which would have disturbed any potential underlying archaeological remains in these areas, if present. Nonetheless, further archaeological investigation is sought by the archaeological advisor in places, to be secured as a condition.

## **Section 1**

### **Introduction**

- 1.1 This report has been prepared by The Environmental Dimension Partnership Ltd (EDP), on behalf of Jockey Club Racecourses Ltd and presents the results of an Archaeological and Heritage Assessment of Sandown Park Racecourse (hereafter referred to as 'the site'). The purpose of this report is to identify and assess potential impacts in relation to a hybrid planning application for residential development and racecourse improvements.
- 1.2 Sandown Park Racecourse requires significant upgrades and enhancements of the existing racecourse infrastructure, facilities and venues to secure a premier racecourse status for its long-term future and to improve the guest experience and community provision. A review of the potential enhancements and rationalisation of the racecourse has led to the identification of potential sites for residential development on a small proportion of Sandown Park Racecourse, without having a detrimental impact on racing operations or the Green Belt. These sites will provide the opportunities to contribute to Elmbridge Borough's housing needs and the release of the sites will facilitate the capital raised to be reinvested into the business to deliver Sandown Park Racecourse's vision to secure its long term successful future. The proposed racecourse enhancements and the facilitating residential developments are to be delivered through a masterplan-led planning application.
- 1.3 As such, this report represents an impact assessment addressing the heritage and archaeological considerations of the site and wider surroundings, to help inform the proposals and ensure they give due regard to the conservation of the historic environment.
- 1.4 The first aim of this assessment is to identify and consider the significance of designated heritage assets which could potentially be affected by proposed development, and to determine whether, and to what extent, the site contributes to their significance and whether any changes need to take this into account.
- 1.5 The second aim of this assessment is to consider the available historical and archaeological resources for the site and to establish its likely potential in accordance with the requirements of the National Planning Policy Framework (NPPF) (MHCLG, 2018) and local planning policy.
- 1.6 In accordance with best practice guidance, desktop sources have been augmented through the completion of a site walkover survey, undertaken in October 2018.

#### **Location and Land Use**

- 1.7 Sandown Park Racecourse is located in Esher, Surrey, immediately to the north of Esher Town Centre and to the west of Esher Railway Station, centred on National Grid Reference (NGR) 514125,165409. The entire site is located within the Green Belt and is

bounded by Portsmouth Road (south-east), More Lane (west), Lower Green Road (north) and Station Road (east). The site has two access points via Portsmouth Road (the A307) to the south and More Lane to the west.

- 1.8 The facilities comprising the site include the stables and paddock area, stable staff accommodation, and car parking which are located on the southern and south-western part of the site, with the Grandstand and Eclipse building overlooking the racetracks to the north. Sandown Park Racecourse also contains established conference and banqueting facilities for events within the main grandstand area.
- 1.9 In addition to the racecourse and associated buildings and facilities, the site currently contains a dry ski slope/gym/fitness centre on The Warren, a karting circuit and a golf course located within the centre of the racecourse, a children's nursery on Portsmouth Road, and staff housing to the north.

### **Geology and Topography**

- 1.10 The site is positioned on varying topography, where an area of high land in the southern part of the site represents the northern end of a broader ridge extending to the south. This high ground is located at c.50m above Ordnance Datum (aOD). The ground then slopes away to the north and north-east, levelling out with the lowest point in the north-eastern corner at 12m aOD.
- 1.11 The higher ground to the south of the site is formed of Bagshot Sands, with the middle slope being of Claygate Member sand, silts and clays. The north-east portion of the site, in the flattest area, comprises Quaternary fluvial deposits of Kempton Park sands and gravels.

### **Proposed Development**

- 1.12 The Planning Statement, and supporting Design and Access Statement, accompanying this hybrid planning application provides full details of the development proposals.
- 1.13 The outline element of the application comprises (with all matters reserved aside from access):
- Enhancement and rationalisation of existing racecourse facilities/infrastructure and car parking;
  - Re-location of an upgraded children's nursery (Use Class D1);
  - Development of a circa 150-room hotel (Use Class C1), and
  - Demolition of existing buildings/structures and residential development of approximately 318 dwellings (Use Class C3) across three sites.

1.14 These are indicated on **Plans EDP 1** and **2** and explored fully in **Section 5**.

1.15 The full element of the planning application relates to:

- Racetrack widening to the south-west and east sections of the existing racecourse track, including associated ground levelling/earthworks to the south-west section, and re-positioning of fencing, and improvements to a section of the existing internal access road from More Lane, and
- New bellmouth accesses serving the development.

1.16 Further details of the nature of the development proposals for each development site is provided in **Section 5**.

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## **Section 2**

### **Methodology**

#### **General Assessment and Data Collection Methodology**

- 2.1 This report has been produced in accordance with the *Standard and Guidance for Historic Environment Desk-Based Assessment* issued by the Chartered Institute for Archaeologists (CIfA, 2014). These guidelines provide a national standard for the completion of desk-based assessments.
- 2.2 The assessment involved consultation of readily available archaeological and historical information from documentary and cartographic sources. The major repositories of information comprised:
- Records of known archaeological sites, monuments, findspots and previous archaeological events within the vicinity of the site, maintained by the Surrey Historic Environment Record (HER);
  - Historic mapping;
  - Surrey History Centre;
  - The National Heritage List for England curated by Historic England (HE); and
  - Aerial photographs held by the Historic England Archive (HEA).
- 2.3 This report provides a synthesis of relevant information for the site derived from a search area extending up to 0.5km from its boundary, hereafter known as the 'study area', to allow for additional contextual information regarding its archaeological interest and/or potential to be gathered.
- 2.4 The information gathered from the repositories and sources identified above was checked and augmented through the completion of a site visit and walkover (carried out in October 2018). This walkover considered the nature and significance of known and/or potential archaeological assets within the site, identified visible historic features and assessed possible factors which may affect the survival or condition of known or potential assets.
- 2.5 This report thereafter concludes with an assessment of the site's likely archaeological potential, made with regard to current best practice guidelines.
- 2.6 In addition, this report also considers the nature and significance of any effects arising in terms of the settings of designated heritage assets, as defined in Annex 2 of the NPPF.

## Setting Assessment Methodology

- 2.7 When assessing the impact of proposals within the setting of a designated heritage asset, it is not a question of whether there would be a direct physical impact on that asset, but instead whether change within its 'setting' would lead to a loss of 'significance'.
- 2.8 In simple terms, 'setting' is defined in Annex 2 of the NPPF as "*the surroundings in which a heritage asset is experience*". It must be recognised from the outset that 'setting' is not a heritage asset and cannot itself be harmed. Its importance relates to the contribution it makes to the significance of the designated heritage asset.
- 2.9 'Significance' is defined in Annex 2 of the NPPF as "*the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic*".
- 2.10 HE *Historic Environment Good Practice Advice in Planning Note 2* identifies that "*change to heritage assets is inevitable, but it is only harmful when significance is damaged*" (HE, 2015).
- 2.11 As such, it is not a question of simply determining whether setting would be affected, but rather a question of whether change within an asset's setting would lead to a loss of significance based on the above 'heritage interest' as defined in the NPPF.
- 2.12 Set within this context, it is necessary to first define the significance of the asset in question - and the contribution made to that significance by its setting, in order to establish whether there would be a loss, and therefore harm. The guidance identifies that change within a heritage asset's setting need not necessarily cause harm to that asset - it can be positive, negative or neutral.
- 2.13 In light of the above, the assessment of potential setting effects, arising from the proposed scheme, has followed the guidance set out in *Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (Second Edition)* (GPA3) published by Historic England in 2017 (HE, 2017). GPA 3 observes that: "*The NPPF makes it clear that the extent of the setting of a heritage asset 'is not fixed and may change as the asset and its surroundings evolve.'*"
- 2.14 And that: "*Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate the significance or may be neutral.*"
- 2.15 The guidance states that the importance of setting "*lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance.*"
- 2.16 It goes on to note:

*“All heritage assets have significance, some of which have particular significance and are designated. The contribution made by their setting to their significance also varies. Although many settings may be enhanced by development, not all settings have the same capacity to accommodate change without harm to the significance of the heritage asset or the ability to appreciate it.”*

2.17 Whilst identifying that elements of an asset’s setting can make an important contribution to its significance, the guidance states that: *“Setting is not itself a heritage asset, nor a heritage designation, although land comprising a setting may itself be designated.”* It continues by adding that: *“Conserving or enhancing heritage assets by taking their settings into account need not prevent change; indeed change may be positive...”*

2.18 On a practical level, GPA 3 identifies an approach to assessing setting in relation to development management which is based on a five-step procedure:

1. *“Identify which heritage assets and their settings are affected;*
2. *Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated;*
3. *Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it;*
4. *Explore ways to maximise enhancement and avoid or minimise harm; and*
5. *Make and document the decision and monitor outcomes.”*

2.19 As far as Step 2 is concerned, the guidance makes the following observations:

*“The second stage of any analysis is to assess whether the setting of a heritage asset makes a contribution to its significance and the extent and/or nature of that contribution...this assessment should first address the key attributes of the heritage asset itself and then consider:*

- *The physical surroundings of the asset, including its relationship with other heritage assets;*
- *The asset’s intangible associations with its surroundings, and patterns of use;*
- *The contribution made by noises, smells, etc to significance; and*
- *The way views allow the significance of the asset to be appreciated.”*

2.20 Thereafter, the guidance notes that: *“This assessment of the contribution to significance made by setting will provide the baseline for establishing the effects of a proposed development on significance.”* This is Step 3 of GPA3 (see HE, 2017).

2.21 Having established the baseline, the following guidance is provided in respect of an assessment of the effect upon 'setting':

*"In general...the assessment should address the attributes of the proposed development in terms of its:*

- *Location and siting;*
- *Form and appearance;*
- *Wider effects; and*
- *Permanence."*

2.22 In light of the above, the assessment of potential setting effects, employed in the preparation of this report, focused on the completion of site visits which were undertaken in October 2018 and concentrated on the following three main areas:

1. Identifying those heritage assets that could potentially be affected by the proposed scheme and the manner (if any) in which they would be affected;
2. Defining the contribution made to their significance by their setting; and
3. Assessing the likely impact upon their significance, as a result of the form of development proposed being implemented.

2.23 As far as identifying the heritage assets potentially affected by the proposed scheme is concerned, this was determined in the first instance through desk-assessment; then verified during the subsequent field visits.

2.24 In light of the above, the heritage setting assessment of this report has been prepared in a robust manner, employing current best practice professional guidance and giving due regard to the methodology detailed above.

## Section 3 Legislation and Planning Guidance

- 3.1 The following section summarises the key legislative and planning policy context, relating to the proposed development of the site, at both national and local levels.

### Current Legislation

- 3.2 The relevant legislation concerning the treatment of scheduled monuments is the *Ancient Monuments and Archaeological Areas Act 1979* (HMSO, 1979). This act details the designation, care, and management of scheduled monuments, as well as detailing the procedures needed to obtain permission for works which would directly impact upon their preservation. The act does not confer any statutory protection on the setting of scheduled monuments, although this is considered as a policy matter in Paragraph 194 of the NPPF.
- 3.3 Sections 66(1) and 72(1) of the *Planning (Listed Buildings and Conservation Areas) Act of 1990* sets out the duties of Local Planning Authorities in respect of the treatment of listed buildings and conservation areas through the planning process.
- 3.4 Section 66(1) of the *Planning (Listed Buildings and Conservation Areas) Act of 1990* sets out the statutory duty of the decision-maker, where proposed development would affect a listed building or its setting.
- 3.5 The ‘*special regard*’ duty of the 1990 Act has been tested in the Courts and confirmed to require that ‘*considerable importance and weight*’ is afforded by the decision maker to the desirability of preserving a listed building along with its setting.
- 3.6 Section 72 (1) adds that “...with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area”.
- 3.7 As far as Section 72 is concerned, it has previously been established by the Courts that development that does not detract from the character or appearance of a conservation area is deemed to be in accordance with the legislation. In other words, there is no statutory requirement to actively ‘enhance’.
- 3.8 Furthermore, Section 72 does not confer any statutory duty on the setting of conservation areas, however, the NPPF recognises that their setting can contribute to their significance.
- 3.9 Paragraph 194 of the National Planning Policy Framework (NPPF; see MHCLG, 2018) transposes s66(1) and s72(1) of the 1990 Act into national planning policy.

- 3.10 The balancing exercise to be performed – between the harm arising from a proposal and the benefits which would accrue from its implementation – is then subsequently presented in Paragraphs 195 and 196 of the NPPF.

### **National Planning Policy**

- 3.11 The revised NPPF was published in July 2018 and Section 16 sets out the government's approach to the conservation and management of the historic environment, including both listed buildings and conservation areas through the planning process. The opening paragraph (Paragraph 184) recognises that heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

- 3.12 Paragraph 189 concerns planning applications, stating that:

*“In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.”*

- 3.13 Paragraph 193 considers the weighting given within the planning decision with regard to impacts on designated heritage assets, stating that:

*“When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. “*

- 3.14 Paragraph 194 considers the level of harmful effects on designated heritage assets and states that:

*“Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:*

- a) *Grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*

b) *Assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*”

3.15 With regard to the decision-making process, paragraphs 195 and 196 are of relevance. Paragraph 195 states that:

*“Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*

- a) *The nature of the heritage asset prevents all reasonable uses of the site; and*
- b) *No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- c) *Conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
- d) *The harm or loss is outweighed by the benefit of bringing the site back into use.”*

3.16 Paragraph 196 states that:

*“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”*

3.17 The threshold between substantial and less than substantial harm has been clarified in the Courts. Whilst the judgement relates specifically to the impact of development proposals on a listed building, Paragraphs 24 and 25 of *Bedford BC v Secretary of State for Communities and Local Government [2013] EWHC 2847* remain of relevance here in the way they outline the assessment of ‘harm’ for heritage assets:

*“What the inspector was saying was that for harm to be substantial, the impact on significance was required to be serious such that very much, if not all, of the significance was drained away.*

*Plainly in the context of physical harm, this would apply in the case of demolition or destruction, being a case of total loss. It would also apply to a case of serious damage to the structure of the building. In the context of non-physical or indirect harm, the yardstick was effectively the same. One was looking for an impact which would have such a serious impact on the significance of the asset that its significance was either vitiated altogether [i.e. destroyed] or very much reduced.”*

3.18 In other words, for the ‘harm’ to be ‘substantial’, and therefore require consideration against the more stringent requirements of Paragraph 195 of the NPPF compared with Paragraph 196, the proposal would need to result in the asset’s significance either being “*vitiated altogether or very much reduced*”. Quite evidently, this represents a very high threshold to be reached.

3.19 Finally, with regard to non-designated heritage assets, Paragraph 197 states that:

*“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.”*

### **Local Planning Policy**

3.20 The *Elmbridge Core Strategy* was adopted in July 2011 and continues to guide development within the district until the formation of a new local plan.

3.21 This contains general development policies on Esher which consider the historic environment, comprising CS9 which states that:

#### ***“Policy DEV21: Conserving the Historic Environment***

*Esher will continue to fulfil a diverse range of important roles as a centre for residential, employment, leisure, recreational and tourism uses. Additional residential development will be provided across the area, primarily through redevelopment of previously developed land, taking account of relative flood risk. All new development will be expected to enhance local character. Specific attention will need to be given to areas of high heritage value, including West End and Esher Conservation Areas.*

*Esher has relatively good accessibility and higher density residential / mixed use developments could be appropriate within and around the town centre, provided that they take account of its historic context and support the town centre’s vitality and viability, contributing to the diversity of uses available to local people. Restaurants and cafés contribute to the character of Esher and its evening activity. However, these uses do need to be controlled, in order that its function as a retail centre during the day time is not threatened. (see CS19 - Town Centre Uses).*

*The Council will work in partnership with landowners and Surrey County Council to implement appropriate measures that could address traffic congestion through the town centre and reduce the negative impact of lorry movements through residential areas. The Council will also promote improved access to and within the area for pedestrians and cyclists and public transport users. The Council will continue to work in partnership with Surrey County Council, in order to take a coherent approach to on and off-street parking.*

*The Council will promote the provision of hotel accommodation in order to support the tourist venues at Sandown Park Racecourse and Claremont Landscape Gardens (see CS24-Hotels and Tourism).*

*Environmental management and improvement programmes will be undertaken across Esher Common in order to protect biodiversity and provide opportunities for leisure and recreation (see CS14-Green Infrastructure and CS15-Biodiversity)."*

The *Elmbridge Development Management Plan* was adopted by the council in 2015 which provides the day-to-day policies against which planning applications will be assessed.

3.22 In relation to heritage assets, this contains Policy DM12, which states that:

*"Planning permission will be granted for developments that protect, conserve and enhance the Borough's historic environment. This includes the following heritage assets:*

- *Listed Buildings and their settings;*
- *Conservation Areas and their settings;*
- *Parks and Gardens of Special Historic Interest and their settings;*
- *Scheduled Monuments and their settings;*
- *Areas of High Archaeological Potential and County Sites of Archaeological Importance (CSAIs); and*
- *Locally Listed Buildings and other identified or potential assets (including non-designated locally significant assets identified in the local lists compiled by the Council).*

**a. Listed Buildings**

- i. The Council will encourage appropriate development to maintain and restore Listed Buildings, particularly those identified as being most at risk;*
- ii. Development to, or within the curtilage or vicinity of, a listed building or structure should preserve or enhance its setting and any features of special architectural or historical interest which it possesses;*
- iii. A change of use of part, or the whole, of a Listed Building will be approved provided that its setting, character and features of special architectural or historic interest would be preserved or enhanced. Consideration will also be given to the long-term preservation that might be secured through a more viable use; and*

iv. *Development which would cause substantial harm to or loss of a listed building (including curtilage buildings), such as total or partial demolition, will be permitted only in exceptional circumstances. In such cases, consideration will be given to the asset's significance. Applicants will need to clearly demonstrate that either:*

1. *There are substantial public benefits outweighing any harm or loss; or*

2. *All of the following apply:*

- *the nature of the listed building prevents all reasonable use of the site; no viable use of the listed building can be found in the medium term through appropriate marketing that will enable its conservation;*
- *can be demonstrated that charitable or public funding/ownership is not available to enable its conservation;*
- *any harm or loss is outweighed by the benefit of bringing the site back into use.*

**b. Conservation Areas**

i. *Proposals for all new development, including alterations and extensions to buildings, their re-use and the incorporation of energy efficiency and renewable energy technologies, must have a sensitive and appropriate response to context and good attention to detail.*

ii. *Development within or affecting the setting of a conservation area, including views in or out, should preserve or enhance the character and appearance of the area, taking account of the streetscape, plot and frontage sizes, materials and relationships between existing buildings and spaces.*

iii. *Open spaces, trees and other hard and soft landscape features important to the character or appearance of the area should be retained or be in keeping with the character of the area.*

iv. *Proposals to demolish buildings and/or structures will be assessed against their contribution to the significance of the conservation area as a heritage asset. Where substantial harm would be caused to a conservation area's significance, the proposal will be resisted unless exceptional circumstances, including substantial public benefits outweighing any harm to the conservation area, can be demonstrated. Where the harm would be less than substantial, it will be weighed against any public benefits of the proposal, including securing optimum viable use of the heritage asset and whether it would enhance or better reveal the significance of the conservation area.*

**c. Parks and Gardens of Special Historic Interest**

- i. Parks and gardens identified as being of special historic interest, including landscape features and buildings, and their setting, will be protected and their sensitive restoration encouraged.*
- ii. Any proposed development within or conspicuous from a historic park or garden will be permitted provided that it does not detract from the asset.*

**d. Scheduled Monuments and County Sites of Archaeological Interest (CSAIs)**

- i. Development that adversely affects the physical survival, setting or overall heritage significance of any element of a Scheduled Monument or CSAI will be resisted.*
- ii. Any new development should be sensitive to these criteria and positively act to enhance the monument or CSAI overall and ensure its continued survival.*

**e. Areas of High Archaeological Potential**

- i. Proposals for development should take account of the likelihood of heritage assets with archaeological significance being present on the site, provide for positive measures to assess the significance of any such assets, and enhance understanding of their value.*

**f. Locally Listed Buildings and other non-designated heritage assets**

- i. 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.”*

3.23 The plans and policies identified above have been considered in the preparation of this assessment.

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## Section 4 Existing Information

### Introduction

- 4.1 This section details the baseline information with regard to designated and non-designated heritage assets within the site and the wider 0.5km search area.
- 4.2 All designated heritage assets located within the site and the wider area were assessed to gauge the potential for effects from the proposed development of the site both directly and in terms of development within their setting. This section identifies those assets deemed capable of being affected, their significance and their setting, thus representing **Steps 1 and 2** of the HE guidance (2017). **Steps 3 and 4**, identifying potential effects and any mitigation measures will be discussed within each individual site impact assessment in Section 5.
- 4.3 This section also outlines the archaeological potential of the site based on existing evidence.
- 4.4 The proposed development areas referred to are included on **Plans EDP 1 and 2** and within the accompanying Design and Access Statement.

### Designated Heritage Assets

- 4.5 The identification of designated heritage assets that may potentially be affected by the proposed development (**Step 1** of the HE guidance (2017)) was determined, in the first instance, through an initial map analysis, then subsequently augmented and confirmed through a field visit.
- 4.6 There is one designated heritage asset within the site, this being the Grade II listed gate piers and rails to the racecourse (**1030135**). In addition, a very small part of the Esher CA extends within the westernmost part of the site.
- 4.7 There are no scheduled monuments, registered parks and gardens, registered battlefields or World Heritage Sites within the site.
- 4.8 Within the wider area, there are numerous listed buildings, although the majority of these are now subsumed within the later expansion of suburban London. There is also one scheduled monument located close to the southeast corner of the site.

### Listed Buildings

- 4.9 There are no listed buildings located within the proposed development areas, although consultation with the National Heritage List for England has established that there are 39

listed buildings situated within the 0.5km study area. One of these (Church of St George) is Grade I listed whilst the remainder are Grade II listed.

4.10 Of the listed buildings, 11 are located in close proximity to the proposed development areas, all listed as Grade II. These are identified below as:

- Gates and Railings to Sandown Park Racecourse (**1030135**);
- Post by the Tollhouse (**1030136**);
- Orangery to Esher Place 15 Yards to East of Number 7 (Garden Reach Cottage) (**1030173**);
- Sandown House (**1030194**);
- Travellers Rest (**1190606**);
- White Lady Milestone Opposite the Orleans Public House (**1286847**);
- Garden Reach Cottage (**1293569**);
- Garden Walls with Gateway to Esher Place Gardens, at Number 7 (Garden Reach Cottage) (**1293580**);
- Encott (**1294530**);
- Myrtle Cottages (**1365885**); and
- Cobblestones (**1425577**).

4.11 Following desk-based research and the site visit, it was determined that these 11 listed buildings required further assessment due to the potential for the development of the site to result in changes within their setting which could lead to a loss of significance.

4.12 The remaining listed buildings within the study area, comprise a broad range of structures, the majority of which lie within the Esher CA to the south-west of the site.

4.13 These listed buildings are located some distance away from the site. The positions of these listed buildings, not only in relation to the site, but also in relation to their surroundings, are such that it is considered that they are unlikely to experience a loss of significance as a result of development within the site.

4.14 In each case, their functions, forms and locations are such that they clearly do not possess any inter-relationships of potential significance with the site. Indeed, on completion of the site visit/walkover in October 2018, it was determined that due to intervening settlement (built form, including industrial estates), infrastructure (the

railway), vegetation and/or topography, the site could not reasonably be assumed to contribute to their significance.

- 4.15 As such, and considering the definition of setting as “*the surroundings in which a heritage asset is experienced*” (Annex 2, NPPF), it is clear that the site does not form part of any of their settings and therefore their significance would not be harmed through residential development in this location. Consequently, they are not considered further within the assessment.

#### *Gates and Railings to Sandown Park Racecourse*

- 4.16 The Gates and Railings to Sandown Park Racecourse (**1030135**) is listed as Grade II and is located adjacent to the western boundary of Site 5 (**Image EDP 1**). The listing citation notes this building as the railings and entrance piers to the racecourse and dating to c.1860. It describes its architectural features as:

*‘Stone piers with iron railings approximately 400 feet long and 15 feet high. Elaborate railings with scroll and foliage decoration, taller spar railing with scroll decoration every 15 feet. Square piers c.20 feet high to ends with vermiculated block bands and arched niches on south side. Projecting crowning cornice with flanking scrolls above to vermiculated and gadrooned base of now vanished finial.’*

- 4.17 It would appear that the dating within the listing citation is wrong, as the race course was not established until 1875. Regardless, the significance of the railings undoubtedly lies within this architectural interest, which is described in its entirety and accurately in the listed citation. There are, in fact, two gated entrances within the railings, each with gate piers. One of these retains its iron gates, whilst the other, which is still in use, has no gates.
- 4.18 In terms of its setting, the railings mark the former main entrance to the racecourse, and although superseded by a new entrance to the south, they are still in use as an entrance and exit from the race course, albeit in a limited capacity on race days and occasional large non-race day events, and therefore represent their historic ongoing use.
- 4.19 Historically, the gate piers were set some distance from the stands, and the mapping indicates that they initially opened out into open areas, with a simple path leading to the grandstands which were located, as they still are, further to the west (**Image EDP 2**). As such, it is unclear as to whether this was part of some intended grander scheme, or just the desire to have a grand entrance at a convenient mid-point on the Portsmouth Road. Subsequent mapping, from 1913, indicates an avenue of trees leading from the gates towards the grandstands.
- 4.20 As the racecourse facilities developed during the 20<sup>th</sup> century around the focus of the grandstand, the main entrance, perhaps inevitably, moved to a more convenient location further to the south-west. The entrance still continues to be used, to access the open areas comprising car parks which, according to aerial photographs, became paved in the early 1960s.

- 4.21 The car park and 1970s racecourse buildings essentially comprise the listed building's current setting. The avenue of trees leading towards the grandstand has been removed, although subsequent new planting has been placed on the current roadway leading in this direction. A short avenue of trees is placed perpendicular to the gate (**Image EDP 3**) which, according to aerial photographs, was in place by at least the late 1940s.
- 4.22 The setting is also dominated by the 1970s grandstand and later structures (**Image EDP 2**) which, although not contemporary, form a functional link with the gates and represents the ongoing development of the racecourse.
- 4.23 Outside the site, the gates address the Portsmouth Road, representing the historic approach from which the gates were designed to mark the arrival at the racecourse. Beyond this, historically and functionally, there would have been little intended links which might have formed an integral part of their design. At the time of construction, the land opposite formed the wooded shelterbelt to the parkland at Sandown House, with little built development.
- 4.24 Clearly, this situation has changed, with the southern side of Portsmouth Road at this point comprising a mixture of two-storey and three-storey later 20<sup>th</sup> century development, comprising individual dwellings and apartment blocks (**Image EDP 4**). Given the presence of these features within the setting of the gates, it demonstrates the capacity of the setting of the gate piers to accommodate change without causing any harm to its significance.
- 4.25 In summary, there are no contemporary features within the setting of the gates which would contribute positively to their significance. Nonetheless, there are clearly some relationships which do make a positive contribution. These being:
- The relationship to the racecourse through its functional and ongoing historical links which can be readily appreciated from the locale of the gates;
  - the relationship to Portsmouth Road, which forms the historic route upon which the gates were designed to be appreciated from; and
  - The short avenue of trees on the interior of the gate which respect the gates and their historic usage.
- 4.26 In terms of Site 5, this currently comprises open land, used as car parking. It is not considered that this makes any contribution to the significance of the gates. As such, whilst open land currently forms the wider context for the gates, it is not considered that it contributes to their significance in any way, other than allowing for the links between the gates and racecourse to be appreciated. No other proposed development areas are considered to have the potential to affect the gates.
- 4.27 The potential impacts of the proposals in relation Site 5 are discussed in **Section 5**.

*Travellers Rest*

- 4.28 The Travellers Rest (**1190606**) is listed as Grade II and is located adjacent to the southern boundary of Site 2 (It is incorrectly located on the National Heritage List) (**Image EDP 5**). The listing citation notes this as:

*'Grotto. 1730-40. Random flint and rubblestone in mortar. 3 arched seats in angled front, stone slabs forming seats. Square panel above centre arch with "M" inscribed on it. Erected by Henry Pelham, younger brother of the Earl of Newcastle.'*

- 4.29 The source for the above is the architectural historian Pevsner, although his sources are unclear; as is the reason for its location, which is on the pavement adjacent to the Portsmouth Road and lies some distance from Pelham's Estate at Esher Place (at that time occupying Waynefleete Tower). However, it is too far from that, or indeed any other park to be associated with a grotto, as one would expect from a landscape garden. Equally so, the dating may be questionable and perhaps it would be more appropriate to ascribe a broad mid-18<sup>th</sup> century date to it.
- 4.30 Given its roadside location, it is probable that its construction coincided with the turnpiking of the road in 1748 and as such provided a relief for travellers along it.
- 4.31 In terms of its significance, its architectural interest clearly lies within the fabric of the structure, which presents itself as a 'folly' of romantic style. Its historic interest lies with its long associations with its roadside location and with Pelham, one time Prime-Minister of the country.
- 4.32 In terms of its setting, historically, as is now, it was located in a roadside location, of contemporary features. Sandown House, which is opposite on the southern side of Portsmouth Road, would have been present, although that building was remodelled in the 19<sup>th</sup> century and has no known links with the monument (**Image EDP 6**).
- 4.33 Currently the building is rather tucked away, located as it is to the rear of the pavement. Its surroundings are characterised by the modern accretions of a busy road, such as lighting, pavements, traffic, and also the close board fence forming the site boundary of Site 2. The monument itself is covered with undergrowth (**Image EDP 7**). More widely, the 20<sup>th</sup> century buildings of Esher High Street and a large late 20<sup>th</sup> century office block lie within its setting.
- 4.34 The Travellers Rest is screened from the site, which at this point rises up on a terrace behind the structure and currently contains mature evergreen trees of Site 2. The site in this area is formed of a car-park and later 20<sup>th</sup> century accommodation block (**Image EDP 8**) which are not contemporary and have no functional relationship to the Travellers Rest.
- 4.35 Of the setting, it is considered that there is very little which makes a positive contribution to its significance. Those elements making a positive contribution are restricted to its relationship to Portsmouth Road and Sandown House opposite, which provides some

semblance of its original setting and aids the understanding of the purpose of the building to allow rest for users of the adjacent road. The numerous changes in the surrounding area and introduction of modern buildings, some of large scale within its setting, clearly demonstrates the capacity of its wider setting to change without causing any harm to its significance.

- 4.36 In terms of the relationship to the site, only Site 2 is considered to lie within its setting. Whilst not contributing to its significance, it is considered that the current boundary treatment of close board fence of Site 2 detracts from its experience.
- 4.37 Although not contributing to its significance, changes within Site 2 have to potential to affect the way in which it is experienced, which is discussed in **Section 5**.

*Post by the Tollhouse*

- 4.38 The Post by the Tollhouse (**1030136**) is listed as Grade II and is located adjacent to the south-eastern boundary of Site 5 (**Image EDP 9**). The listing citation notes this as:

*“Post. Circa 1860. Approximately c3½ feet high. Metal four legged plinth stop chamfered pier with moulded capital band and pyramidal top. City of London shield to capital band, lettering below on the front of the pier. A coal and wine tax post indicating the boundary at which duty was payable that on coal dating back to the 1660's.”*

- 4.39 The HER records more detail in that these posts were erected following the London Coal and Wine Duties (continuance) Act of 1861. It states that this act redefined the boundary where duties were due to the City of London and corresponded to the Metropolitan police district boundary. The posts were erected on transports routes, and in this instance corresponded with the parish boundary between Esher and Thames Ditton. A similar listed post is located to the north of the site.
- 4.40 The post has some architectural interest within the detail of its casting, but its significance lies predominantly in its historic interest, in being a visual representation of previous arrangements for the taxation of goods entering London. It has no archaeological or artistic interest.
- 4.41 In terms of its setting, it is currently located to the rear of the pavement on Portsmouth Road, and is recorded as being partially incorporated into the corner of the locally listed tollhouse, which is within the site. It is only incorporated due to a later addition to the tollhouse (**Image EDP 10**) which appears to be a strengthening buttress. It also lies adjacent to another post, which may relate to a similar duty or distance function.
- 4.42 The placement of the post adjacent to the tollhouse was purely coincidental, as both are based at a boundary point, and the two are not functionally related. Indeed, a similar listed boundary post to the north of the racecourse stands in isolation next to a road, illustrating the variety of surroundings within which such posts occur. For this reason, although broadly contemporary, the tollhouse only forms part of its context rather than activity making a positive contribution to its significance.

- 4.43 The wider area is characterised by a mixture of 19<sup>th</sup> and 20<sup>th</sup> century developments ranging from detached dwellings, apartment blocks and late 20<sup>th</sup> century retail premises (**Image EDP 10**). These factors are neutral, and their presence does not affect the significance of the customs post. Indeed, they demonstrate the capacity of the surroundings to change without cause harm to its significance.
- 4.44 Site 5 at this point contains the tollhouse, which, in itself, blocks any appreciation of the wider site from here. Beyond this, Site 5 comprises the grounds of the tollhouse, in use as a garden for the nursery school, and the hardstanding of the car parks, although as discussed, there is currently no appreciation of these features from the post.
- 4.45 As such, the only factors considered to make a positive contribution to its significance are its position on a former boundary and its relationship to the road, which also forms the best position from which to appreciate its significance. It is considered that the wider general context, and the features within it including the areas within the site, makes no contribution to its significance.
- 4.46 Although not contributing to its significance, changes within Site 5 have to potential to affect the way in which it is experienced, which is discussed in **Section 5**.

#### *Sandown House*

- 4.47 Sandown House (**1030194**) is listed as Grade II and is located 60m to the south-east of the site. The listing citation notes this as being late 17<sup>th</sup> century and remodelled in the 19<sup>th</sup> century (**Image EDP 11**). At the time of the listing (1969) the building was in use as the District Council Offices, although is now apartments. The listing citation notes in some detail the architectural features of the building, mainly external but some internal, including the stucco façade, modillion cornice and balustrade to eaves, garlanded aprons, scroll aprons to windows, central door with pedimented Ionic portico and wooden cupola with clock. There is a later 20<sup>th</sup> century extension to the north-east.
- 4.48 It is clear from the listing citation and external inspection, that the significance of Sandown House lies predominantly in its architectural interest. Although the citation does not discuss any historic evidence, it is likely that the house was associated with historical figures of note.
- 4.49 The Victoria County History of 1911 notes that Sandown House was the seat of Mr J.P. Currie-Blyth, before being sold to Mr Spicer of Esher Place in 1870. The Tithe map of 1843 notes that the house was owned by Smith's Trustees and occupied by James Nugent Daniels. Prior to this, Cary's strip map of 1790 notes the estate as belonging to Mr. Langley. As such, the building clearly has a chequered history, passing through a number of hands, but being a house of high architectural quality; no doubt these figures were people of some wealth.
- 4.50 Notably, the Tithe map of 1840 shows that none of the land within the site was associated with Sandown House, indeed, it only came under the same ownership when Mr Spicer, of Esher Place, bought Sandown House in 1870. As such, although the

racecourse is called Sandown Park, the evidence suggests that it never formed part of any parkland or was associated as such with Sandown House.

- 4.51 In terms of its setting, historically, the house, associated buildings and parkland were located entirely on the southern side of the Portsmouth Road. This is evident on the 1790 Cary strip map, the 1843 Tithe map, and later Ordnance Survey Editions. Indeed, the Tithe Map and 1874 Ordnance Survey map shows wooded shelter belts extending on the southern side of Portsmouth Road as far as the tollhouse, and then enclosing a parkland extending to the east and south-east of the house. The formal gardens were located to the rear of the house to the south-east. The land to the south-west of Sandown House does not appear to have any association with it, instead being occupied by smaller properties known as the Manor House and Esher Lodge along with the wider built-up area of Esher. As early as the 1896 map, the wider parkland was being parcelled up for residential development. Across the road, within the site, was farmland (not associated with Sandown House) until the development of the racecourse from 1875 onwards.
- 4.52 Of this historic setting, nothing now remains except the forecourt area, which is bounded by low walling, railings and trees, in front of the principal façade to the northwest of the house (**Image EDP 6**). The wider setting is now largely characterised by modern developments: a four story late 20<sup>th</sup> century office block is located to the north-east (**Image EDP 12**), three-storey inter-war retail to the south-west (**Image EDP 13**), and council offices and car-park to the south-east. The wider former parkland is characterised by mixture of 20<sup>th</sup> century dwellings. These factors demonstrate the capacity of the setting of Sandown House to accommodate change without causing harm to its setting.
- 4.53 As such, there is little within the surrounds which actively make a positive contribution to the significance of Sandown House. Those elements which do make a positive contribution, comprise the forecourt area to the frontage of the house (north-west) which provided some semblance of its historic setting and forms the area from where its significance is best appreciated, and, more generally, the relationship to the Portsmouth Road from where its principal frontage, and significance, can be best appreciated from public areas. This also forms the historic transport route and was the approach from which the house was principally designed to be seen.
- 4.54 Site 2 lies on the opposite side of the road to Sandown House and forms part of its wider setting. Given the lack of any former historical associations, and clearly being unrelated to Sandown House, it is considered that Site does not make any contribution to the significance of Sandown House. The experience of the site is limited due to the presence of evergreen trees along the boundary of the site (**Image EDP 7**), albeit the potential for change within Site 2 to impact upon the significance of Sandown House is considered in **Section 5**.

*Group of Four Buildings to the West*

- 4.55 A group of four buildings are located c.30-50m to the west of Site 1 which are all listed as Grade II. These comprise Cobblestones (**1425577**), Garden Reach Cottage (**1293569**), Garden Walls and Gateway (**1293580**) and Orangery to Esher Place (**1030173**). All these

buildings form a coherent group. Three of the group relate to the garden features to Esher Place (Walls, Orangery, and Cottage) which date from the 18<sup>th</sup> century.

- 4.56 Cobblestones is a 1930s Arts and Crafts building built amongst the former outbuildings associated with the garden. The walled garden for Esher Place has been demolished and incorporated into the garden of a later 20<sup>th</sup> century dwelling to the north, whilst Esher Place now sits in an area of inter-war housing some 0.3km to the west of here.
- 4.57 Their listing citations note their architectural features and associations that they have some degree of group value in association with each other. Their significance derives from the architectural interest of their fabric and also their historic associations with Esher Place, itself located 0.3km further to the west. There is no suggestion that they have any archaeological or artistic interest.
- 4.58 In terms of their setting, the Orangery and Garden Reach Cottage are set within an enclosure formed by the Grade II listed high brick wall fronting the street (**Image EDP 14**). This listed wall encloses the area and has a gate on the road side. According to the listing citation, there is also a pedimented round-arched gateway with brick piers with pediment and dentilled cornice on the western side, formerly linking to the wider grounds of Esher Place. Whilst the walls have a gateway onto the road, the gate did not form an entrance to Esher Place itself (which is provided by two fine lodges on Esher Green). The entrance formed was to give access from the highway into the functional garden areas and do not form part of a wider designed approach to the house. Given the former functional relationship, the road, as a routeway into the gardens, makes a positive contribution to its significance.
- 4.59 Similarly, Cobblestones is located within its own modest garden, set back from the road behind a similarly high brick wall (**Image EDP 15**), although this is not listed.
- 4.60 These high walls give the buildings within a sense of segregation from the street scene and limits their experience from wider areas, including the areas of the site.
- 4.61 More widely, the buildings are now located within somewhat of a transition zone from the 'older' area of Esher to the south, defined by the conservation area, and the more modern 20<sup>th</sup> century and later buildings which define More Road to the north. They also sit on the edge of, although do not form a part of, the inter-war housing in the former grounds of Esher Place. The latter serves to physically sever the links between the buildings and Esher Place, with which they are historically related.
- 4.62 As such, there is very little within their setting that contributes to the significance of these buildings. Their immediate grounds and enclosures make a positive contribution to their significance in being associated land and from which their significance can be best appreciated. The road itself makes a positive contribution to the walls by providing context to which access was gained through to the functional areas of the garden.
- 4.63 More widely, the townscape is varied, which demonstrates the capacity for their setting to change without causing harm to their significance.

- 4.64 The site lies on the opposite side of More Lane to the listed buildings. At this point, the wider site is formed by the wooded area of The Warren, which curtails any further experience of the site, including Site 1, from the listed buildings. As such, due to the enclosing nature of their surroundings and lack of experience of the wider site, it is considered that the site makes no contribution to their significance. These listed buildings are not considered capable of being affected by the proposals and are not discussed further in this report.

*White Lady Milestone*

- 4.65 White Lady Milestone (**1286847**) is also a scheduled monument (**1005934**) and is located 30m to the east of the site, some 30m to the south of Site 4 (**Image EDP 17**). The listing citation is brief and describes it simply as:

*“Milestone. 1767. Stone c 6 feet high. Circular on plain base with 2 breaks back on top, crowned by ball finial.”*

- 4.66 The scheduling record contains little more information, although notes that there are three vertical columns on the milestone giving places and distances. These places, include Hampton Court, Walton, Chertsey, Hyde Park Corner, Westminster Bridge, Southwark, Kingston, Ewell, Croydon, Guildford, Godalming, Haslemere, Dorking, Reigate, Chiddingfold and Portsmouth.
- 4.67 The listing citation does not describe its historic interest, although the Esher Local History Society has more information, and the post is said to be so called due to sailors walking on the road to Portsmouth in reference to its newly white appearance.
- 4.68 Its significance derives from the architectural interest of the fabric of the milestone itself and is an unusual example of such in terms of its prominence and elaborate architectural features. It also has historic interest in being a long-lived marker post familiar to travellers on the road for 250 years and testament to the development of the transport network in the 18<sup>th</sup> century.
- 4.69 In terms of its setting, it is prominently located on a street corner, clearly once a major junction between the main London-Portsmouth Road and the road to Hampton Court to the north. It is also located outside the Café Rouge, once known as the Orleans Inn in a building apparently dating from the 19<sup>th</sup> century, and likely to have provided refreshment to passing travellers. The wider setting is noted by its mixed character, with open land of Littleworth Common to the south and mixed-use built environment to the north-west, including modern retail units and 19<sup>th</sup>-20<sup>th</sup> century dwellings (**Image EDP 18**).
- 4.70 It is clear that, as a route marker, its positioning was an important consideration in its siting. It still has this location and, as such, this makes a positive contribution to its significance. This is despite the routeways it now stands beside having the character of being a busy modern road junction with associated accoutrements such as traffic lights, street lighting, signage and associated traffic noise and fumes. Nonetheless, the route marker still provides its original function in its original location.

- 4.71 As such, whilst its location makes a positive contribution to its significance, the character of its surroundings makes no contribution.
- 4.72 Site 4 lies 30m to the north-west, located behind the Café Rouge and boundary planting. There is no current relationship with the site and it makes no contribution to its significance. As such, the White Lady Milestone is not considered capable of being affected by the proposals and is not discussed further in this report.

*Encott*

- 4.73 Encott is, more properly, a row of Grade II listed cottages listed as Encott, Westeria, The Cottage and Force Cottage, Nos 28 To 34 Esher Green (**1294530**). These are located c.75m to the site of Site 1. The listing citation notes these cottages as late 18<sup>th</sup> century with 19<sup>th</sup> century additions and alterations (**Image EDP 19**). It notes its external architectural detailing, although it does not appear that the interior has been inspected.
- 4.74 The cottage row is of two-storeys, with the exception of the northernmost cottage, which is single-storey with attic rooms and dormers. In architectural treatment, the buildings are vernacular in nature with few embellishments. The windows are small-paned casements and only the doorcases show any architectural sophistication.
- 4.75 Nonetheless, their significance lies in their architectural interest in illustrating vernacular architecture pre-dating the expansion of the suburbs of London into this area. They also have historic interest in that they date from a period when Esher was a settlement separate from the wider suburbs of London, with a wider dependence on agriculture for the local economy. There is no evidence for any artistic or archaeological interest.
- 4.76 In terms of their setting, they are located on the north-eastern edge of Esher Green, whereby their southwestern frontages overlook the Green (**Image EDP 19**). Historically, the cottages were set within their own grounds, with long plots stretching back to the agricultural land to the north-west, now formed by the stables and hardstanding of this part of the site.
- 4.77 Currently, the cottages are still set within their long plots, with smaller front gardens, although the rear of the plots has been curtailed by the later 20<sup>th</sup> century Tellisford Close development (**Image EDP 20**). 19<sup>th</sup> century buildings are located further to the north and south-east and the cottages form a group facing Esher Green, with vernacular traditional buildings overlooking this area along with the 19<sup>th</sup> century church and the Old School.
- 4.78 The grounds within which the cottages sit make a positive contribution to their significance in being historically associated and being the best locations from which their significance can be appreciated. This positive contribution also extends to the Green, which marks a long lived historic feature that provides the cottages historic context from which their significance can also be appreciated. Furthermore, the adjacent traditional dwellings to the north and south make a positive contribution in providing further context and together forming a traditional street scene within the conservation area.

- 4.79 Further afield, the later 20<sup>th</sup> century Tellisford Close to the north-east is of an appropriate scale and style to make a neutral contribution. This development also largely severs the relationship between the racecourse and the listed cottages such that it makes no contribution to their significance. This includes Site 1, comprising stabling, which makes no contribution to the significance of these cottages.
- 4.80 The only experience of the racecourse in relation to the cottages is The Warren, which forms a wooded backdrop to the view of the cottages from Esher Green. This factor makes a minor positive contribution to the significance of the cottages.
- 4.81 Although not contributing to its significance, changes within Site 1 have to potential to affect the way in which it is experienced, which is discussed in **Section 5**.

#### *Myrtle Cottages*

- 4.82 Myrtle Cottages (**1365885**) are located 100m to the east of Site 5. The listing citation notes this as a row of four cottages of early 19<sup>th</sup> century date. The citation describes its architectural detailing as:

*“Red brick on plinth with hipped slate roof. Centre stacks and stacks to left and right of centre. Symmetrical. 2 storeys 7 bays- ABABABA, with end piers. Glazing bar sash windows under gauged heads, 4 across the first floor, alternating with block windows. Arched 6 panel doors with fanlights in 2nd and 6th bays, further doors in return fronts.”*

- 4.83 The brevity of the description reflects the vernacular nature of the building and its subsequent lack of elaborate architectural detailing. Nonetheless, these two-storey brick built buildings display a simple Georgian geometry which has an architectural quality and high craftsmanship with original features such as the sash windows and doors (**Image EDP 21**).
- 4.84 The significance of the building is thus defined largely by its architectural interest as a good example of Georgian vernacular architecture. Little is known of the history of the building, although historic mapping indicates that it was built in an area subdivided into smaller plots, no doubt as part of a speculative scheme to encourage construction of this nature. The building therefore has some historic interest, in representing part of this early example of what could be described as suburban growth.
- 4.85 In terms of its setting, this is currently a mixture of building ages styles and scale which is reflective of the piecemeal historical development of this area. The building is set within long, narrow plots which reflect the historic boundary pattern as on 19<sup>th</sup> century mapping, which also indicates similar nature of buildings both to the east and west, which currently are a mixture of mid-19<sup>th</sup> to early 20<sup>th</sup> century properties of two-storey set along a similar building line (**Image EDP 21**).
- 4.86 Nonetheless, this is not continued in the other plots, with historic mapping indicating large 19<sup>th</sup> century villa type residences set back further within the plots. Some of these survive to the west, but invariably the structures on the 19<sup>th</sup> century mapping have been

replaced by larger two and a half and three-storey properties set back from the road (**Image EDP 22**). Further, more recent, development has also taken place within the backplots of these properties. Further to the east are three-storey office blocks and retail premises (**Image EDP 18**).

- 4.87 Overall, the grounds of Myrtle Cottages make a positive contribution to their significance, and especially their long backplots, which seemingly are the only plots not to have undergone rear development in the vicinity. Other than this, only the relationship with Portsmouth Road, to the south, makes a positive contribution, whereby the architecture suggests the cottages were built to be chiefly experienced from the road.
- 4.88 In terms of the relationship to the development areas, the closest is Site 5. This has no relationship to the buildings, nor can their significance be appreciated from the racecourse. As such, it makes no contribution to their significance. As such, Myrtle Cottages is not considered capable of being affected by the proposals and is not discussed further in this report.

### **Conservation Areas**

- 4.89 The boundary of the Esher CA lies adjacent to the south-western area of the site, comprising the stables and hardstanding of Site 1. A small part of Site 1 also lies within the conservation area at this point, as such, the site mainly forms part of its setting.
- 4.90 The Esher CA was first designated in 1973, extended in 1983 and 2008. The Esher CA Character Appraisal and Management Proposals (CAA) document was adopted by Elmbridge Council in 2008. The CAA identifies the areas of 'special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance' following the provision of the *Planning (Listed Buildings and Conservation Areas Act) 1990*.
- 4.91 According to the CAA, the conservation area defines the 'historic core' of Esher, located at the junction of the roads from London-Portsmouth and Weybridge-Leatherhead. In extent, it occupies the junction and parts of the High Street (Portsmouth Road), the area of the Green and its fringe buildings, and an area of residential streets comprising late 19<sup>th</sup> century and inter-war dwellings.
- 4.92 The CAA outlines the history and development of Esher, and notes that the village coalesced around the road junction and green as a result of the enclosure of a large common in the late medieval/early modern period. Esher's proximity to London and placement on the main coach road to Portsmouth, ensured continued growth in the post-medieval period and became an important stopping point for coaches. The proximity to London also influenced a proliferation of larger houses within Esher, which are clearly shown on the first edition Ordnance survey map. A number of these were cleared for a shopping parade in the 1930s, which lies outside the conservation area boundary. Subsequently, 19<sup>th</sup> and 20<sup>th</sup> century residential estates grew driven by promotion by local landowners. Growth following the mid-20<sup>th</sup> century period has mainly been restricted to redevelopment of existing properties due to the restrictions of green belt legislation.

- 4.93 The CAA summarises the main features of interest as:
- *“The historic layout of the High Street and Esher Green;*
  - *The mid-16<sup>th</sup> century Church of St George;*
  - *The 17<sup>th</sup> century Grapes House and Grapes Cottage;*
  - *A group of 18<sup>th</sup> century buildings: The Bear Hotel, 83-85, 99-103 and 136-138 High Street, Clive House on Portsmouth Road and the Lammas on Lammas Lane;*
  - *The early-mid 18<sup>th</sup> century entrance lodges to Esher Place by William Kent;*
  - *The 1793 Friend Meeting House in Claremont Lane;*
  - *The group of early-19<sup>th</sup> century cottages at 28-34 Esher Green;*
  - *The mid-19<sup>th</sup> century development on the north side of High Street, Church Street, Park Square and Wolsey Road;*
  - *Victorian monuments on the High Street green; and*
  - *The high-quality 1925-35 suburban development of Clive Road”.*
- 4.94 From this, it is clear that those positive aspects of the conservation area clearly lie within its boundary and its setting has little role to play in this contribution. Indeed, despite being located on the higher ground of the Bagshot Sands, the relatively level nature of the plateau and the presence of the later surrounding townscape means there are few outwards views from the conservation area. This is noted in the CAA where it states:
- “As a relatively flat area surrounded by suburban development, the conservation area is largely enclosed, with limited long views out or in.”*
- 4.95 Indeed, this is noted on the ‘key views’ on the townscape analysis map within the CAA, which are all looking inwards.
- 4.96 The site visit confirmed that the setting of the conservation area is largely defined by 20<sup>th</sup> century residential, commercial or industrial developments. This is true to say of the majority of the area between the conservation area boundary and the majority of the site, whereby the late 20<sup>th</sup> century residential development at Tellisford Close (**Image EDP 20**), with its pseudo Georgian style, the late 20<sup>th</sup> century Warren Close (**Image EDP 23**) and the 1930s shopping parade (**Image EDP 24**) occupying the intervening area. As such, despite the close proximity, there is no experience of the racecourse from within the conservation area or even from its immediate vicinity.
- 4.97 This is with the exception of the southwestern end of racecourse, formed by Site 1, whereby it shares a border with the conservation area at this point, which runs along the

rear boundary of properties fronting the northern side of the Green (**Image EDP 25**). A very small section of conservation area is within the site, occupied by a former firestation. Otherwise, the experience of the site from the conservation area is of a large metal gate forming an emergency access to the racecourse (**Image EDP 26**).

- 4.98 Along this boundary, Site 1 is formed by hardstanding and rows of stables, which cannot be readily experienced from public areas of the conservation area. Rising above this is the wooded hill of The Warren, which although not mentioned within the CAA, does form a wooded backdrop above the two-storey houses when looking north from the Green (**Image EDP 27**) which makes a positive contribution to the character within these views. It also forms a prominent feature on the northern approach to the conservation area. The Warren is noted as a 'landmark feature' in the Esher design SPD.
- 4.99 On its approaches, the sense of enclosure of the conservation area is such that it cannot be appreciated as such until the boundary is met. Indeed, on the eastern approach, south-westwards along Portsmouth Road, the setting of the conservation area is defined by the 1930s parade of shops and it is unclear when the threshold of the conservation area is passed.
- 4.100 The northern approach, along More Lane, is characterised by the open ground of the racecourse to the east, largely obscured by a poor quality close board fence, and large two and a half–three and a half-storey late 20<sup>th</sup>/early 21<sup>st</sup> century villa style apartment blocks (**Image EDP 28**). The enduring feature on this approach is the wooded area of The Warren, and the pinch point caused by that and the high brick walling of Cobblestone/the Orangery, which lie on the crest of the hill (**Image EDP 16**) outside the conservation area, before dropping down into the conservation area and opening out onto the Green.
- 4.101 In this sense, the site does make a positive contribution to the conservation area but is restricted to its extreme southwestern end and summarised as:
- The Warren, by forming a wooded backdrop to the north of the Green; and
  - The Warren, in forming a feature on the northern approach to the conservation area.
- 4.102 Other than this, it was noted from the site visit that the remainder of the racecourse possesses no inter-relationships with the conservation area which could be considered to contribute to its significance. This is due to the nature of the intervening area which is characterised mainly by later 20<sup>th</sup> century residential developments and partially due to the topography. These elements serve to physically and visually separate the majority of the site, other than those features identified above, from the conservation area such that it is not considered to make any contribution to its significance.

### **Locally Listed Buildings**

- 4.103 Elmbridge Borough Council maintain a List of Local Buildings of Special Architectural or Historic Interest. According to their guidance, these are buildings which are either *Buildings of Local Architectural or Historic Interest Previously Noted as Grade iii or*

*Included in a Supplementary List by The Secretary of State; Buildings Mentioned in 'Antiquities of Surrey' and Considered to be of at least local architectural or historic interest; or Buildings Mentioned in 'Buildings of England: Surrey' by Pevsner.*

4.104 There is one locally listed building within the site and three to the north of the site.

*Tollhouse*

4.105 The one listed building within the site is simply named as 'Tollhouse' and is located within the south-eastern boundary of Site 5. There is no further information on the list, but the HER notes it as a "*long building on the Portsmouth Road, Esher. The west end may be the original toll cottage. An old cylindrical boundary stone c.60cms diameter and 90cms high is set into the wall of the house. It has been cement rendered and is now unreadable*". The reason for the local listing is, according to the adopted list published in 2000, because it is a "*building of local architectural or historic interest, previously noted as Grade III or included in a supplementary list by the secretary of state*". There is no statutory listing of 'Grade III' so this would suggest that the building has been assessed, but did not meet the criteria for statutory protection (covered by Grade I, II\* and II only), hence its inclusion on the non-statutory Local List.

4.106 The building appears on the Thames Ditton Tithe map of 1843, occupied by the Sheetbridge Turnpike Commissioners. The turnpike ran from Kingston to Sheetbridge, and ultimately Portsmouth and was enacted in the mid-18<sup>th</sup> century. It would appear that the tollhouse was added later, as it does not appear on John Cary's strip map of 1790. It does appear, however, on the 1804 Ordnance Survey drawing, so a date at the turn of the 19<sup>th</sup> century is proposed. It certainly appears on Ordnance Survey mapping whereby a single small structure is depicted in 1874 which has apparently been expanded to the south by 1896. The building underwent further expansion on the 1913 and 1956 maps.

4.107 The tollhouse was inspected from the roadside (**Image EDP 10**). It is a single-storey structure of two distinct phases. One phase, to the right (east) has a hipped slate roof with gable end and decorative bargeboard. The windows are 20<sup>th</sup> century replacements. The left section is clearly a later addition and has been altered.

4.108 The extent of alterations of this section is clear from a 1973 photograph (**Appendix EDP 1**), which shows the left-hand extension as, in-fact, comprising a series of three separate pitched roofs rather than covered by the single roof as currently. The 1973 photograph also shows the building in poor condition, including broken windows.

4.109 Other than the bargeboard, the whole is rendered and of no architectural merit. Although not inspected, the interior is unlikely to contain any original features given its current usage as a day-care centre and previous use as a staff house.

4.110 Interior plans from an application in 2000 (2000/1039) indicates the use of the building at that time. This includes part of the building (the western extension) in use as garages whilst internal proposals included changes to the internal layout. The officer report for that application noted the poor condition of the interior.

- 4.111 Further proposed alterations were submitted in 2009 (2009/0497) suggest the interior layout has been altered. Furthermore, the design and access statement for that application states that the interior has been altered on several occasions since the late 1990s to accommodate the needs of the day-nursery. The exterior inspection and analysis of the previous planning documents allowed for an informed assessment of significance.
- 4.112 Adjacent to the tollhouse is a Coal and Wine duty boundary marker, erected in c.1860 and is Grade II listed (discussed above).
- 4.113 Based on this information, the building has only very limited architectural interest, and that being invested almost wholly within the earlier eastern section of the building rather than the western extension, which is both later and more heavily altered. This is manifested in its general overall form of the eastern section, being representative of a tollhouse of the era and from the barge board detailing. It has some historic interest in being representative of the era of travel relating to turnpike roads, but lacking anything of great architectural quality, this significance is only at a local level, reflected in its identification on the Local List.

*57 D'Abernon Lodge and 59 Esher Place Lodge*

- 4.114 These form a pair of locally listed buildings located 60m to the north-west of Site 3. The local list contains no further information on these buildings, nor the reason for which they are included on the list. There is also no information in the Surrey HER regarding them.
- 4.115 The pair of buildings are near identical and are of single-storey with attic rooms in a mansard roof (**Image EDP 29**). Round dormer windows are set within the roof. The buildings are brick built with ashlar pilasters, window reveals, plinth and cornice. They flank a central drive leading to simple ashlar gate pillars and iron gates with railings. Overall, the buildings are French in inspiration with the stylistic mansard roof and round dormer windows.
- 4.116 The lodges form the northern gates to Esher Place, itself some 0.75km to the south. In date, they are late 19<sup>th</sup> century and the style relates to the French Renaissance style of Esher Place which dates from 1890.
- 4.117 The buildings have modest architectural interest, although are rather plain and lacking in high quality aesthetic features. Likewise, they do have some moderate historic interest in being associated with Esher Place, although the latter is now so divorced from the gates and former carriage drive due to the construction of the inter-war housing around Esher Place, that the links are intangible and difficult to appreciate.
- 4.118 Overall, the buildings have historic value at the local level, as reflected in their inclusion on the Local List.
- 4.119 In terms of their setting, they are located on the western side of Lower Green, a small triangle of green fringed by two-storey, detached inter-war housing to the east

(**Image EDP 30**), and large later 20<sup>th</sup> century and 21<sup>st</sup> century two and a half–three and a half-storey villa style apartment buildings on the western side of More Lane to the south (**Image EDP 28**). The lodges align with Lower Green Road to the east, although the alignment of this road is earlier and was not realigned with the lodges. To the west is open ground representing the former parkland of Esher Place and the long sinuous carriage drive, dating from the late 19<sup>th</sup> century, which eventually led to Esher Place some 0.7km to the south-west. Due to the break-up of the Esher Place estate there is no longer any gateway function of the lodges.

- 4.120 Site 3 is located on the south-eastern side of the Green, where it is formed by trees and vegetation, that serve to screen the workers cottages also located in this part of the site.
- 4.121 The lodges make a positive contribution to each other, along with the gates, railings and remnant of driveway. The triangle of Lower Green also makes a positive contribution, as does the eastern approach. Other than these factors, the wider setting makes no contribution, as its character is reflected by the inter-war housing to the east, and the later larger villa style apartments to the south. These developments demonstrate the capacity of the setting of the buildings to accommodate change, especially considering their limited local significance.
- 4.122 As such, these buildings are not considered capable of being affected by the proposals and are not discussed further in this report.

*144 and 146 (Southdown) Lower Green*

- 4.123 Southdown is located to the north of Lower Green Road, c30m to the north of Site 3. The Local List notes that this is included due to being a “*building of local architectural or historic interest, previously noted as Grade III or included in a supplementary list by the secretary of state*”. This would suggest that the building has been assessed but did not meet the criteria for statutory protection.
- 4.124 There is no further information within the list regarding this building and it is not included in the Surrey HER. The building is a semi-detached building of two-storey with hipped roof. In form there is a central projection of four bays with two later wings attached either side (**Image EDP 31**). The door surrounds have pilasters and pedimented door cases, although these would appear to have been added later and they don’t match.
- 4.125 The building represents a modest pair of 19<sup>th</sup> century semi-detached dwellings with later 19<sup>th</sup> century attachments on either side. Lacking in any great architectural sophistication or embellishments, it is considered that, architecturally, the building has heritage value at the local level, as reflected in its inclusion on the Local List.
- 4.126 The building is located on the northern side of Lower Green Road, addressing a small open area of green, bounded on the north side by the railway. To the west, the northern side of Lower Green Road is characterised by two-storey inter-war housing, which continues to the east. To the south is the site, which at this point is comprised of trees

and vegetation, which screen the wider racecourse and the existing worker's cottages in this area of the site.

- 4.127 The small area of green to the east makes a positive contribution, as does the eastern approach. Other than these factors, the wider setting makes no contribution, as its character is reflected by the inter-war housing to the east and wooded portions of the site to the south.
- 4.128 As such, this building is not considered capable of being affected by the proposals and is not discussed further in this report.

### **Non-designated Heritage Assets**

- 4.129 The following section details the archaeological background of the site, this being related to the wider racecourse as a whole. A breakdown of each area of proposed development in terms of their archaeological potential is included in **Section 5**.

#### **Palaeolithic–Iron Age (c.500,000 BC–AD 43)**

- 4.130 There are two prehistoric heritage assets recorded by the Surrey HER within the site, and 22 such entries have been recorded within the wider 1km study area.
- 4.131 There is limited evidence for Palaeolithic activity from the area, represented by an assemblage of residual flints (**22645, 22646**) found during evaluation and excavation at Cranmere School, c.0.25km to the north of the site.
- 4.132 The earliest record within the site relates to a Mesolithic 'chipping floor' (**225**) located towards the eastern end of The Warren – on the high ground within the southwestern part of the site. The broad area is represented by an 'Area of High Archaeological Potential'. The site was excavated in 1945 and subsequently in 1972. According to the HER the 1972 excavations did not identify any finds.
- 4.133 Whilst the HER records the Mesolithic floor as being on the eastern part of the hill, the excavation report actually states that the flints were found on the western part of the hill (Burchell and Frere 1947). Furthermore, the report also states that these finds did not occur on the very top or the eastern part of the hill and that, far from being *in-situ* were in fact derivative and found in concentrations within a soil horizon (*ibid.*)
- 4.134 The excavation report also contains a narrative surrounding the circumstances which arose that led to the discovery of the remains. During the Second World War the racecourse was used by the military for training purposes. It is apparent that trenches were dug on The Warren by the Welsh Guards – the regiment of the author (Burchell and Frere 1947). Upon inspection of the trenches, Iron Age pottery was identified which then led to a series of archaeological investigations over the course of a year. These comprised 23 trial pits and two larger excavation areas. In all, the hill has been extensively investigated by this process.

- 4.135 Later excavation undertaken in 1972 took place on the southern slopes of the hill where redevelopment involved terracing into the hillside. A note within the *Surrey Archaeological Society Bulletin* notes that it 'confirmed the findings of the post-war investigation that the occupation level did not extend down the hillside' (Webber 1972).
- 4.136 It is likely that the Mesolithic activity within the site on The Warren related to itinerant activity rather than permanent occupation, those finds also being restricted to the western part of the hill rather than extensively across it.
- 4.137 Subsequently, a sports centre, access road and ski slope has been built on the hill and it is probable that this, along with an associated car park, would have disturbed any underlying remains.
- 4.138 Elsewhere, an early Mesolithic flint scatter (**19183**) was identified during evaluation trenching and subsequent excavation in 2011, 0.25km to the south of the site. According to the HER, the flints were found in sand associated with a hearth, suggesting itinerant activity rather than more permanent occupation. Other residual Mesolithic artefacts were also found during the archaeological investigations at Cranmere School, 0.25km to the north of the site.
- 4.139 The only Neolithic find from the area is a single Neolithic flake (**3186**), found as a chance find 0.4km to the north-west of the site.
- 4.140 In terms of the Bronze Age, there is no evidence from within the site itself. In the wider area, the only Bronze Age activity found was during the archaeological evaluation and excavation works at Cranmere School, 0.25km to the north of the site. The HER records that pits and ditches (**22648**); and postholes and hoard (**22682**) of regional importance were excavated.
- 4.141 One record for the Iron Age period is recorded from within the site. This comprises an Iron Age site (**2429**) excavated at 'The Warren', in the south-western part of the site. According to the HER this was excavated in 1945 towards the eastern end of the hill and an occupation layer, Iron Age hut, and hearths were identified. The excavation report (Burchell and Frere 1947) identifies that the roundhouse and hearths were actually excavated towards the western part of the hill (see **Plan EDP 2**) and not the eastern part. This area is currently occupied by the access road and car park for the sports centre, which are likely to have truncated any associated remains. Given that the hill was extensively investigated in 1945, it seems unlikely that there is more extensive occupation yet to be identified and the extents of this activity are therefore well understood.
- 4.142 Iron Age activity is also represented in the wider area, including postholes and ditches (**22697**) uncovered during an evaluation 0.25km to the north of the site. Iron Age occupation (**19184**) was also found during the evaluation and excavation 0.25km to the south of the site.

- 4.143 In addition to the more securely dated activity, the HER records two instances of cropmarks recorded from aerial photography recorded at the site. One relates to a set of six circular features (**18224**) recorded within the central western part of the site. Further linear features (**18225**) of less certain date were also identified from 1945 aerial photographs further towards the north of the racecourse. These have not been investigated archaeologically and could not be confirmed during analysis of these photographs at the HE Archive in Swindon. Indeed, circular features related to the golf course were also identified on aerial photographs, which may account for the circular features identified by the HER. Linear features were identified on aerial photographs which could be attributed to former field boundaries, pathways across the racecourse and agricultural features. As such, it is considered that the circular features identified by the HER are not likely to represent prehistoric features.
- 4.144 No evidence for prehistoric activity was identified within evaluation work within the site to the north of 'The Warren' (**ESE299**) and immediately to the west of the site (**ESE2169**, **ESE512** and **ESE3354**).
- 4.145 The evidence from within the site suggests the site has a high archaeological potential, however, the evidence indicates that this is restricted to the area of the high ground of 'The Warren', representing the sandy outcrop of geology where similar activity has been identified, namely from the Mesolithic and Iron Age periods. Within this wooded area, a sports centre, ski slope and car park has been constructed. These factors are likely to have greatly disturbed any potential underlying archaeological deposits.
- 4.146 Elsewhere within the site, there remains only a low potential for prehistoric remains to be present, with the topography and geology not indicating such a favourable location for historic activity as the higher ground of 'The Warren'.

#### ***Romano-British (AD 43–410)***

- 4.147 There are no records for Romano-British activity from within the site and only one record definitively dating to Romano-British activity within the wider area on the Surrey HER.
- 4.148 The single record relates to a cremation (**652**) found in the garden of a house c.0.15km to the west of the site in 1968. It was apparently found three feet below the ground surface and comprised a single Alice Holt vessel containing cremated bones of an adult male. Fragments of human bone (**4584**) found on the same estate 0.4km to the west of the site are undated, but may relate to similar activity.
- 4.149 There is little contextual information regarding the find and it is unlikely that the single cremation would have been isolated and it may be associated with other activity. However, there is no evidence to suggest that any associated activity extends into the site itself. Also, the lack of any other Roman finds or activity from the wider area, even given the archaeological works undertaken in the area and within the site (as above), indicates a low level of Romano-British activity within the area.

4.150 As such, the potential for activity from the Romano-British period to survive within the site is considered to be low.

**Early Medieval (AD 410–1066)**

4.151 There are five records of activity from this period contained within the Surrey HER, with one record from the site itself.

4.152 The on-site record refers to Anglo-Saxon graves (**2041**) recovered from excavations on the hill known as The Warren in the southwestern part of the site. The HER records that excavations took place in 1945 on the eastern part of the hill and were the same excavations that identified the prehistoric evidence discussed above. The remains comprised three burials with shield bosses and iron-socketed spearheads.

4.153 The excavation report (Burchell and Frere 1947) provides more detail, and includes a plan of the area of the excavations, which has been transcribed on **Plan EDP 2**. This area lies to the south-east of the current sports complex, in a wooded area. Subsequent to the excavations, a part of the hill has been terraced to the south of the burials, in the area of current maintenance sheds and workshops, which would have truncated any associated remains (if present) to the south of the burials. To the north-west, it is likely that the levelling for the sports centre would have likewise removed any subsequent associated remains.

4.154 The widespread nature of the investigations on the hill indicates that the burials are localised. On the hill, a sports centre, ski slope and car park has been constructed. It was noted on the site visit that the sports centre and associated facilities have involved levelling, terracing and ground reduction, resulting in localised ground disturbance. These factors are likely to have greatly disturbed any potential underlying archaeological deposits.

4.155 In the wider area, further Anglo-Saxon activity comprises a possible sunken featured building (**22546**) and pit (**22649**), found during the archaeological excavations at Cranmere School, 0.25km to the north of the site. there is no indication that such activity extends to within the site.

4.156 Anglo-Saxon features, including pits, postholes (**21068**) a ditch and evidence for ploughing (**19185**) and pottery (**21069**) was identified during archaeological evaluation and excavation close to the church, 0.25-0.3km to the south of the site. This activity is some distance from the site, but represents the likely origins of Esher village, which, as expected, is focused towards the medieval church.

4.157 This single record for Anglo-Saxon activity within the site is focussed on the high ground of The Warren, within the southwestern part of the site. This discrete focus seems to be confirmed by a negative evaluation to the north of the hill, in advance of the construction of a racecourse stand. This area has a high potential for Anglo-Saxon activity, although the evidence would not support a more widespread cemetery here. Furthermore, given

the current tree cover and 20<sup>th</sup> century uses, it is unlikely that such remains, if present, would be of sufficient quality to warrant preservation *in-situ*.

- 4.158 In a similar pattern to the prehistoric evidence, occupation and activity seems to be largely restricted to the areas of Bagshot Sands, with some on the Langley silts to the north of the site. As such, within the remainder of the site, away from the hill, it is considered that there is very low potential to encounter activity from this period.

#### **Medieval (AD 1066–1485)**

- 4.159 There is one record relating to medieval activity within the site, as recorded by the Surrey HER. There are further records for medieval activity within the wider 1km study area.
- 4.160 Esher itself originated and developed in the medieval period, being mentioned in documentary sources from the seventh century onwards. The medieval core of the village is discussed within the CAA document (see above). It notes that, whilst no fabric survives from this period, medieval development was focused on the crossroad and the remnants of the medieval pattern can be traced in the linear High Street and Church Street. This area of medieval potential is demarcated as ‘*An Area of High Archaeological Potential*’ and lies beyond the site, to the south-west.
- 4.161 The single record from within the site is the postulated site of Sandown Hospital (**233**), which is recorded towards the south-eastern part of the site. This area is defined as an ‘*Area of High Archaeological Potential*’ in the Surrey HER. The HER records that the hospital was founded in the 12<sup>th</sup> century and was dissolved in 1436. There is some discrepancy over its precise location, with historic Ordnance Survey maps placing it on the location of the later Sandown House, to the south of the site. However, the HER notes that research undertaken by the local history society places it in the location of Sandown farm, which replaced the hospital buildings in the 18<sup>th</sup> century. Historic mapping shows Sandown farm to be located within the site, in the area now recorded by the HER (**233**).
- 4.162 A note contained within the *Local History News* of the Esher District Local History Society describes a watching brief being maintained upon the construction of a house in the site, to the north of the tollhouse, in 1977. It notes that there were ‘*no signs of earlier foundations or pottery fragments*’ (anon. 1977).
- 4.163 The remaining entries in the HER concern activity away from the site. These comprise a possible medieval moat (**2995**) 0.45km to the west of the site; and unstratified medieval pottery (**230, 22487**) found during test pitting 0.2km to the west. The latter may relate to a possible ‘Middle Green’ settlement, which was apparently cleared in 18<sup>th</sup> century. There is no evidence to suggest this extended to within the site itself.
- 4.164 The majority of the site would appear to be away from the known areas of medieval settlement in this period within agricultural land, as suggested by the later historic mapping. One part of the site has a higher archaeological potential in relation to the postulated location of the Sandown hospital, but the presence of any remains has not been verified by archaeological investigations.

### **Post-Medieval to Modern (AD 1485–Present)**

- 4.165 There are no records relating to heritage assets of these periods within the site as recorded by the Surrey HER, although there are 12 recorded within 0.5km.
- 4.166 A single record is located within the central eastern part of the site. This relates to a post-medieval tollhouse (**3571**) which is also a locally listed building and discussed above.
- 4.167 Other records within the HER relate to features which, due to their well-understood character and mapped extents, are not considered to influence the archaeological potential of the site and comprise:
- Remains of a farm complex, identified through documentary sources (**18216**) and potentially archaeological evidence (**22647, 22742**) 0.25km to the north of the site;
  - Unstratified pottery (**22464**) found in test pits 0.15km to the west;
  - The site of two icehouses – (**1918**) 100m to the south-east and (**1919**) 0.4km to the south;
  - A culvert (**19182**) identified during a watching brief 0.2km to the south; and
  - Three records relating to wartime activity, including a First World War hospital (**22421**), a Second World War crash site (**17128**), a slit trench (**6136**) and the site of a Second World War anti-tank block (**6677**) all of which lie some distance from the site.
- 4.168 The evidence suggests that the site continued in agricultural use during this period as corroborated by historic mapping, with the presence of Sandown Farm. The race course was established within this area in 1875, although apart from the listed gate piers, no structures survive from this period.
- 4.169 As such, the site has a moderate potential to contain ‘low- negligible value’ archaeological remains and deposits related to farming, such as Sandown Farm, the buried remains of cultivation, former field systems and field boundaries.

### **Previous Archaeological Investigations**

- 4.170 The following paragraphs provide a summary of the previous archaeological investigations recorded within the wider study area, where they have not been included in the period specific baseline sections above.
- 4.171 The Surrey HER has three records for previous archaeological investigations within the site. Other than desk-based assessments, 18 records relate to archaeological investigations within the 0.5km study area.

- 4.172 Of the three records within the site, one relates to an archaeological desk-based assessment for proposed extensions to the sports complex at the Warren in 2016 (**ESE15964**). This identified the archaeological potential here, due to the previous excavation of prehistoric and Anglo-Saxon remains, although recognised that the sports complex had caused some ground reduction. It recommended a watching brief on the proposals, an approach which was accepted by the archaeological advisor.
- 4.173 Two further records within the site relate to a desk-based assessment (**ESE296**) and archaeological evaluation (**ESE299**) ahead of the construction of the Eclipse Stand, to the north of the Warren. Despite being located on the Bagshot Sands and close to the area of archaeological potential, no archaeological evidence was found in the evaluation.
- 4.174 Two extensive archaeological investigations are recorded as seven events. The first is located 0.25km to the north of the site, two areas of evaluation (**ESE15618, 3322**) and an excavation (**ESE15615**), undertaken under a planning condition ahead of the development of a school in 2014, identified prehistoric and Anglo-Saxon remains (discussed above). The second was undertaken 0.25km to the south of the site and comprised an evaluation and excavation (**ESE2883**) and three watching briefs (**ESE15693, 15694, 15695**) secured as a condition on planning consent. These identified prehistoric and Anglo-Saxon remains as discussed above.
- 4.175 The HER records seven further evaluations in the area, one of which identified unstratified medieval and post-medieval pottery (**ESE15407**) whilst the remainder were negative (**ESE11, ESE261, ESE2169, ESE285, ESE286, ESE512**) including two which were in close proximity to the western boundary of the site, on the Claygate Member geology.
- 4.176 Two watching briefs have been undertaken (**ESE2527, 3242**) both within the built-up area of Esher to the southwest of the site. One identified a culvert to the rear of High Street (**ESE3242**) whilst the other (**ESE2527**) was negative.
- 4.177 The investigations recorded within the HER are fairly well spread over the wider area and the pattern of negative evidence would seem to confirm that archaeological activity pre-dating the medieval period was mainly restricted to the Bagshot Sands to the south of the site and the Langley Silts to the north.

### **Cartographic Sources**

- 4.178 Historic maps were consulted to inform this assessment. The Roque map of 1768 was examined, although of a fairly large scale with little detail, similarly the Ordnance Survey surveyors drawing of 1804 was examined. The earliest detailed coverage of the site examined is the Tithe Map of 1847, and OS maps from 1871, 1897, 1914-20, 1935, 1957 and 1975 were also studied (**Plans EDP 3 and 4**, not all illustrated).
- 4.179 The Roque map of 1768 shows little detail of the site and should not be relied on for great accuracy. However, it does show that the site was largely agricultural land during

this period, with some indications of peripheral building, including to the southeast of the site, presumably the site of Sandown Farm, an area of building to the north, around the area later known as lower green, and a building towards the western part of the site, within the area of Esher Green. The map does not appear to represent the wooded area of 'The Warren' at this time, although the map may not be detailed enough to depict this feature.

- 4.180 The 1804 Ordnance Survey surveyors drawing<sup>1</sup> shows the site in more detail. It indicates that much of the site was agricultural at this time, with Sandown Farm marked towards the site's southern boundary. The eastern part of the site is located within part of Ditton Marsh. The wooded area of the Warren is now depicted with apparently a small building located at its north-western corner – possible a lodge. A small area of settlement is located adjacent to the north-western part of the site, indicative of the area known as 'Lower Green'.
- 4.181 The site is divided across the Esher and Thames Ditton Tithe maps. In the 1847 Esher Tithe Map (**Plan EDP 3**), the site is divided into numerous small fields. The majority of the fields are owned by John William Spicer, owner of Esher Place, other than a field in the northern central part of the site. This field is divided into strips, likely reflecting the earlier medieval strip fields, some of which are owned by the Church Wardens and Overseers of Esher although still occupied by John William Spicer. None of the field names would suggest any particular function, apart from the name brick field, which is at the southern end of the site. Otherwise the fields are all noted as arable or meadow.
- 4.182 Sandown Farm is also annotated within the southwestern part of the site and is noted as 'Sandown House offices', although it is owned by John William Spicer and not in the same ownership or occupation as Sandown House, lying to the south on the other side of the Portsmouth Road. Indeed, none of the land or buildings within the site have any ownership or connection with Sandown House at this time, with its parkland indicated to the east of Sandown House.
- 4.183 The area of The Warren is shown and is wooded at this time. This is noted as 'The Warren Wood' mentioning it by name for the first time. It is owned and occupied by John William Spicer, of Esher Place. The building towards the north-west corner of The Warren is noted as tenement and garden. A number of small cottages are noted within the north-western part of the site on the fringes of 'Lower Green'.
- 4.184 The Thames Ditton Tithe Map of 1843 (not illustrated) covers the eastern part of the site. This is arranged over three arable fields owned by William Speer.
- 4.185 The 1871 Edition OS map (**Plan EDP 3**) shows little more detail than the Tithe Map. Some minor changes include the amalgamation of some of the fields in the eastern part of the site.
- 4.186 The 1897 Ordnance Survey map (**Plan EDP 3**) is the first to depict the racecourse. All the field boundaries had been removed, along with Sandown Farm. Some of the cottages

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<sup>1</sup> <http://www.bl.uk/onlinegallery/onlineex/ordsurvdraw/h/zoomify82466.html>

within the north-west part of the site remained. Key features of the racecourse comprise the course itself, which broadly runs along its current arrangement; the grandstand and other buildings to the east of the Warren, the Grade II listed gate piers, looseboxes along the southwestern boundary of the racecourse, and stables within the central western part of the racecourse. Of these features, only the gate piers and some parts of the looseboxes survive.

- 4.187 The 1914-20 Ordnance Survey map (**Plan EDP 3**) shows some additions to the looseboxes in the southwestern part of the site, additional buildings close to the grandstand and some minor alterations to the layout of the course. In the wider area, housing is beginning to be constructed in once undeveloped areas, these include areas to the south-east, formerly in the grounds of Sandown House and to the north along 'Lower Green'.
- 4.188 The Ordnance Survey map of 1957 (not illustrated) shows further minor alterations to the racecourse, along with further suburban expansion in the wider area, including on the northern side of Lower Green. Main changes on subsequent mapping include the construction of the sports centre and ski-slope on The Warren along with the construction of the new grandstand and facilities on the 1975 Ordnance Survey map (**Plan EDP 4**). This map also shows newer buildings within the north-western part of the site. Further buildings are also noted in the centre of the site, where a golf range had been established.
- 4.189 The assessed maps have demonstrated that, until the construction of the racecourse in the second half of the 19<sup>th</sup> century, the site comprised mainly agricultural land. The mapping indicates the development of the racecourse and its facilities as well as the 20<sup>th</sup> century urbanisation of the wider area.

### **Aerial Photographs**

- 4.190 A total of 123 vertical aerial photographs and 25 oblique photographs, covering the site and its immediate environs, were identified within the collection maintained by the HE Archive in Swindon. None of the photographs are reproduced here due to copyright restrictions.
- 4.191 The available images span the period from 1945 to 2010 and confirm the land use and development sequence shown on those historic maps available online.
- 4.192 The photographs show no other features that were not depicted on the historic OS maps discussed above, rather they confirm what is shown on these maps. The photographs relate to the development of the racecourse of the latter half of the 20<sup>th</sup> century. Of interest is the development sequence of the grandstand, and in the centre of the site can be traced, including the presence of war-time buildings in this location. In terms of the latter, the development of the golf course and other facilities, culminating the cart track can clearly be seen in the centre of the site.

- 4.193 Particular attention was paid to identifying those features recorded in the HER. No features were noted in the vicinity of the six circular features (**18244**), (**Plan EDP 2**) although circular features related to the golf course were identified which may refer to these. Additionally, linear features were identified in the vicinity of (**18225**) (**Plan EDP 2**) which could be attributed to former field boundaries, pathways across the racecourse and agricultural features. As such, these are not likely to represent prehistoric features.
- 4.194 No cropmark or earthwork features, suggesting the presence of any other form of archaeological activity, were identified on aerial photographs within the site.