

Code No. and Date Received	Name and Address of Applicant	Description and Location of Proposed Development
18/1062/FULL 18.12.2018	Crematoria Management Ltd Chapel View Westerleigh Road Westerleigh Bristol BS37 8QP	Construct a crematorium building with associated car parking, access roads and memorial parkland Land South Of Glanbrynar Farm Pontllanfraith Blackwood NP12 2AS

APPLICATION TYPE: Full Application

SITE AND DEVELOPMENT

Location: The application site is on the northern side of the Sirhowy Enterprise Way opposite Newbridge Road Industrial Estate.

Site description: The application site is an irregular shaped parcel of land with an area of approximately 4.17ha. Historically, the site was to be developed as employment land and a plateau was formed of material arising from the construction of the Sirhowy Enterprise Way (SEW). However, the site has not been developed for such a use.

Development: Full permission is sought for the construction of a crematorium building with associated car parking, access roads and memorial parkland. The crematorium building is proposed to be situated in the north western part of the site, with car parking sited in a circular arrangement centrally within the site.

The crematorium building will accommodate an open sided porte cochere under which mourners can congregate, opening to an entry foyer with a vestry to one side and waiting room to the other. The entry foyer opens to the main chapel which provides seating for up to 98 mourners. The rear part of the building comprises the cremator room, offices, a family room and other ancillary rooms.

The proposal also includes the creation of a Memorial Parkland within the remaining land around the site. Pathways will allow for pedestrian circulation from the car park through the parkland.

Cont'd

The crematorium would be likely to host around 1300 services per year, and attract some 108,000 people from the Blackwood, Pontllanfraith and the surrounding communities. The majority of the services will take place between 10.30 and 15.30. However there will be occasions where services will take place outside of these hours as well as non-attended services and committals which will take place outside of this core time period.

The application is supported by the following documents: -

- Pre-application Consultation Report
- Design and Access Statement
- Needs Assessment
- Transport Statement
- Ground Investigation Report
- Coal Mining Risk assessment
- Flood Consequences Assessment & Surface Water Drainage Strategy
- Groundwater Risk Assessment
- Phase 1 Ecological Appraisal and a Construction & Ecological Management Plan
- Landscape and Visual Appraisal
- Landscape and Ecological Management Plan
- Tree Survey and Tree Protection Plan
- Noise Impact Assessment
- Air Quality Assessment
- A technical specification for the control of nitrogen oxide and nitrogen dioxide.

Dimensions: The crematorium building is of single storey construction, measuring approximately 41.8m in length (including the open sided porte cochere) by a maximum of 15.9m in width at the widest point. The building measures 8.14m to the ridge with a chimney rising to 9.2m.

Materials: The building is proposed to be constructed of stone work and render, with a natural slate roof. Doors and windows will be of hardwood timber with stone window cills. The chimney will be finished in render with feature brick corbelling around the top section.

Ancillary development, e.g. parking: Access to the site will be achieved from the existing access point from the SEW. It includes a left-in/left-out arrangement with a 1.8m wide traffic island which will prevent right turns into the site. The proposed road arrangement also provides a visibility splay of 2.4m x 160m which is satisfactory for the 50mph speed limit of the A4048.

Two other forms of access are also under consideration: an unrestricted junction with a right-turn filter into the site, and the same arrangement but controlled by traffic lights.

Cont'd

Car parking in the form of 88 parking spaces would be provided, which includes 5 spaces for staff parking and 4 disabled parking bays. Overflow parking can also be provided on the grass verges if needed.

PLANNING HISTORY 2005 TO PRESENT

07/0461/FULL - Temporarily store materials surplus to the requirements of the new development plateau originating from the construction of the Sirhowy Enterprise Way (inert glacial til soils) - Granted - 12.07.2007.

08/0693/NCC - Extend permission 07/0461/FULL - Granted - 29.08.2008.

09/0522/NCC - Renew and extend Planning Consent 08/0693/NCC for the temporary storage of fill materials which expires on 31/07/2009 - Granted - 04.09.2009.

POLICY

LOCAL DEVELOPMENT PLAN

Site Allocation: The site is outside but adjoining the settlement. The Glanbrynar Woodlands site of importance for nature conservation (SINC) runs along the northern and western boundaries, and a route protected for a cycleway runs along the southern boundary. It is also within a sandstone safeguarding area.

Policies: The following strategic policies are of relevance to the proposed scheme: SP2 (Development Strategy in the Northern connections corridor), SP5 (Settlement Boundaries), SP8 (Mineral Safeguarding), SP10 (Conservation of Natural Heritage), SP20 (Road Hierarchy) and SP21 (Parking Standards).

In addition, these countywide policies are of relevance: CW1 (Sustainable Transport, Accessibility and Social Inclusion), CW2 (Amenity), CW3 (Design Consideration - Highways), CW4 (Natural Heritage Protection), CW6 (Trees, Woodland and Hedgerow Protection), CW15 (General Locational Constraints), CW22 Locational Constraints (Minerals).

The Supplementary Planning Guidance relevant to this development is LDP5 - Car Parking Standards (2017).

NATIONAL POLICY

Planning Policy Wales (PPW) Edition 10 (December 2018), Technical Advice Note (TAN) 5: Nature Conservation and Planning (2009), TAN 12: Design (2016), and TAN 18: Transport (2007), should also be taken into account. Cremation Act 1902.

Cont'd

ENVIRONMENTAL IMPACT ASSESSMENT

Did the application have to be screened for an EIA? Yes.

Was an EIA required? No.

COAL MINING LEGACY

Is the site within an area where there are mining legacy issues? Yes.

CONSULTATION

The Coal Authority - The site is within a high risk area, but on the basis of the submitted Coal Mining Risk Assessment, the coal mining legacy issues are not significant within the application site where development is taking place and does not pose a risk to this particular proposal. Accordingly, no objection is raised to the proposed development.

Head Of Public Protection - There are no objections to the crematorium. The site will require an Environmental Permit from Environmental Health to operate, which will control emissions to air from the process. A condition to control noise and dust during the development is recommended.

Senior Engineer (Land Drainage) - No objections subject to the adoption of sustainable drainage techniques. The developer has been in discussion with the Council's drainage engineers to secure an acceptable solution.

Transportation Engineering Manager - No objection in principle subject to the provision of an appropriate junction into the site which has been the subject of discussion with the developers.

Dwr Cymru - As the applicant intends utilising a private treatment works they advise that the applicant contacts Natural Resources Wales who may have an input in the regulation of this method of drainage disposal.

Police Architectural Liaison Officer - No objections are raised.

Wales & West Utilities - Based on the information given and the address provided, Wales & West Utilities have no apparatus in the area of the site.

Ecologist - No objections subject to conditions concerning enhancement of habitat, and the compliance with the Construction & Ecological Management Plan.

Cont'd

Landscape Architect - There are no objections in principle but a number of recommendations are made: additional structure and buffer woodland planting along the perimeters; the ornamental pond / SUDS attenuation be designed to appear as natural as possible; the use of a darker colour render; the use of Siberian larch timbers; stone walls and metal gates should be utilised; and fencing should be stained black. Other matters such as car park surfacing, planting specification, ecological features and landscape maintenance should be secured by condition.

Principal Valuer - The Council's land ownership in the area has been highlighted because the scheme includes part of the road.

Natural Resources Wales - The private drainage scheme will require an Environmental Permit.

ADVERTISEMENT

Extent of advertisement: The application was advertised on site, in a local newspaper, and by direct consultation with 14 neighbouring properties.

Response: One response has been received drawing attention to the need for the air quality assessment to take account of the potential impact on the cattle on a neighbouring farm, which was not consulted directly.

The application was also supported by the report of a pre-application consultation process that took place towards the end of 2018. The comments arising from that process addressed, in summary, the following matters:

- air quality, from the stack, and as a result of slow moving traffic
- crematoria are traditionally located at more isolated, rural sites
- the local uses include schools, gyms and crèches as well as the industries and warehousing at the industrial estate
- pedestrian and public transport access
- the effect of a local temperature inversion
- impact on house prices
- increased traffic
- there are three crematoria within 25 minutes of the site
- impact on wildlife
- impact on the residents of the nearby nursing home
- impact on local farms

Cont'd

SECTION 17 CRIME AND DISORDER ACT

What is the likely effect of the determination of this application on the need for the Local Planning Authority to do all it reasonably can to prevent crime and disorder in its area?

This type of development will not have any significant impacts in terms of crime and disorder.

EU HABITATS DIRECTIVE

Does the development affect any protected wildlife species? No.

COMMUNITY INFRASTRUCTURE LEVY (CIL)

Is this development Community Infrastructure Levy liable? No.

ANALYSIS

Policies: The site is outside the settlement defined in the LDP by policy SP5. Due to the restrictions of the Cremation Act 1902, the development of new crematoria has to be away from the existing settlements. The settlement is defined in the LDP for the following reasons:

- A Define the area within which development would normally be allowed, taking into account material planning considerations;
- B Promote the full and effective use of urban land and thus concentrate development within settlements;
- C Prevent the coalescence of settlements, ribbon development and fragmented development;
- D Prevent inappropriate development in the countryside.

Policy SP2 sets out the development strategy in the Northern Connections Corridor which includes focusing significant development on both brownfield and greenfield sites, and reducing car borne trips.

Locational policy CW15 restricts development outside the settlement boundary to a number of categories including the following: that associated with the provision of public utilities, infrastructure and waste management facilities that cannot reasonably be located elsewhere.

Cont'd

Whilst outside the settlement, the development is a form of public utility and infrastructure, proposed in an area where development is allowed on greenfield and brownfield sites. It has access directly to the SEW, with little opportunity for pedestrian access, but the development will reduce car journeys by providing a crematorium which will be closer to the residents of this borough. The application is supported by a needs assessment based on a 30 minute cortege drive time. The location of the proposed site would serve a population of over 193,000 people within that drive time. At present over 108,000 people in the locality do not live within that drive time of a crematorium. Around 154,000 people would have the new facility as their nearest crematorium, resulting in a forecast of around 1,300 cremations each year.

On balance, it is considered that the proposal complies with the strategy in the LDP.

The impact of the development on the landscape will be limited despite the site's location beyond the settlement boundary. The land is close to the existing settlement, and the development itself will be of a low density and landscaped, so that it will not appear as a significant intrusion into the countryside. Long views of the site will be available from the higher land to the south, within which the new development will relate well to the existing development in this corridor between Pontllanfraith and Newbridge. Satisfactory landscaping, boundary treatments and tree protection can be secured by condition. Part of the landscaping of the site would include a pond that would also act as a drainage features and has been the subject of discussions with the appropriate officers of the Council.

At the time of report preparation, the exact type of access into the site has not been agreed, and is the subject of discussion with the Council's engineers. However, access is available in principle, and the outcome of those discussions will be reported to members at Planning Committee.

Wildlife mitigation measures can be secured by condition. Woodland adjacent to the site will not be affected by the development and will be protected during construction. The site is also safeguarded for sandstone, but it is unlikely that planning permission would be granted for a quarry in this location bearing in mind its proximity to existing residential development. By contrast, the proposed development would not have an adverse impact on the amenity of any residential neighbours, the majority of which are separated from the site by the existing commercial developments.

The development is acceptable in respect of the countryside policies quoted above.

Comments from Consultees: There are no objections from the majority of consultees, and the only outstanding matter is the nature of the access into the site. Further information will be provided at Planning Committee.

Cont'd

Comments from public: There was one comment from the public as a result of the consultation process, but for completeness, the issues raised during the pre-submission community consultation process will be considered below as well.

- Air quality, from the stack, and as a result of slow moving traffic. Emissions to atmosphere will be controlled by other legislation, but the applicants have submitted details of how they intend to control nitrogen oxide and nitrogen dioxide. Slow moving vehicles are a feature of crematoria, but there is no evidence that pollution levels would rise to an extent that would justify the refusal of permission. The Head of Public Protection has not raised any objections.

- Crematoria are traditionally located at more isolated, rural sites. This site is on the edge of the settlement, and there are no sound planning reasons to object to it in principle.

- The local uses include schools, gyms and crèches as well as the industries and warehousing at the industrial estate. There are no planning reasons why those uses and the proposed use cannot be in relative close proximity to each other.

- Pedestrian and public transport access. As the scheme stands there is no pedestrian or public transport access to the site. The nearest bus stop is on Newbridge Road, but there are no pavements on the SEW. However, the vast majority of trips to crematoria are car-based, and the provision of this facility in this area will reduce the length of those trips for residents of this part of the borough.

- The effect of a local temperature inversion. Emissions to air will be controlled under other legislation, but the level of emissions associated with a crematorium would not give rise to any objections in principle to such a scheme despite the local atmospheric conditions.

- Impact on house prices. This is not a material planning consideration.

- Increased traffic. There is adequate capacity in the local road network, bearing in mind that the site is served by the SEW, which itself connects to the Newbridge by-pass nearby.

- There are three crematoria within 25 minutes of the site. That drive-time would suggest favourable traffic conditions, but the applicants have also emphasised the age of the existing crematoria, and the need to improve the quality of the existing provision as well as the quantity.

- Impact on wildlife. The site itself has no significant wildlife value, but conditions will be imposed in respect of any appropriate mitigation and enhancement measures.

Cont'd

- Impact on the residents of the nearby nursing home. Concern has been expressed about how these elderly residents may feel about having a crematorium nearby, but there are no planning reasons why the two uses should not be near to each other.

- Impact on local farms. There are no planning reasons why these two uses should not be near each other. There is no evidence that the emissions from a facility of this size would be harmful to livestock.

Other material considerations: None.

The duty to improve the economic, social, environmental and cultural well-being of Wales, has been considered in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015. In reaching the recommendation below, the ways of working set out at section 5 of that Act have been taken into account, and it is considered that the recommendation is consistent with the sustainable development principle as required by section 8 of that Act.

RECOMMENDATION that Permission be GRANTED

This permission is subject to the following condition(s)

- 01) The development hereby permitted shall be begun before the expiration of five years from the date of this permission.
REASON: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990.

- 02) Prior to the commencement of the development a Working Method Statement to control the environmental effects of the demolition and construction work shall be submitted to and agreed in writing by the Local Planning Authority.
The scheme shall include:
 - (i) control of noise;
 - (ii) control of dust, smell and other effluvia;
 - (iii) control of surface water run off;
 - (iv) site security arrangements including hoardings;
 - (v) proposed method of piling for foundations;
 - (vi) construction and demolition working hours;
 - (vii) hours during the construction and demolition phase, when delivery vehicles or vehicles taking materials are allowed to enter or leave the site.The development shall be carried out in accordance with the approved scheme or as may otherwise be agreed in writing by the Local Planning Authority.
REASON: In the interests of the amenity of the area.

Cont'd

- 03) The development shall be carried out in accordance with the following approved plans and documents unless amended in accordance with any conditions attached to this consent:
- Location plan BWD01_P(0)000 Rev B;
 - Site roof plan BWD01_P(0)002 Rev B;
 - Site area plan BWD_P(0)003 Rev D ;
 - Ground floor and surrounds proposed BWD01_P(0)005 Rev B;
 - Path finishes and lighting BWD01_P(0)007 Rev B;
 - Ground floor plan BWD01_P(0)010 Rev D;
 - Roof plan BWD01_P(0)011 Rev B;
 - North and East Elevations BWD01_P(0)015 Rev C;
 - South and west elevations BWD01_P(0)016 Rev C;
 - Sections AA and BB BWD01_P(0)019 Rev B;
 - Sections CC, DD, EE, and FF BWD01_P(0)020 Rev A;
 - Floral tribute plan an elevation BWD01_P(0)022 Rev A;
 - Floral tribute details BWD01_P(0)023 Rev A;
 - Water feature BWD01_P(0)025 Rev A;
 - Entrance gates and signs BWD01_P(0)026;
 - Gas compound Floral tribute details BWD01_P(0)024;
 - Artist's impression and materials palette BWD01_P(0)0030;
 - Illustrative Landscape Master Plan 18-45-PL-201;
 - Tree Protection Plan RSE_1732_TPP V3;
 - Construction & Ecological Management Plan (December 2018) RSE_1732_03-V2;
 - Flood Consequences Assessment & Surface Water Drainage Strategy (SLR Ref: 402.02845.00034 Version No: Issue 3 December 2018);
 - Noise Impact Assessment REC REFERENCE: AC105931-1R3 (11TH DECEMBER 2018);
 - Ecological Appraisal (December 2018) RSE_1732_01_V3;
 - Ground Investigation Report (SLR Ref: 402.02845.00032);
 - Landscape and Ecological Management Plan (December 2018) (TRP reference 18-45 R01);
 - Coal Mining Risk Assessment Report SLR Ref: 402.02845.00034_v01 (December 2018).
- REASON: To ensure that the development is carried out only as approved by the Local Planning Authority

Cont'd

- 04) Prior to the commencement of the development hereby approved a notice shall be given to the Local Planning Authority.
- (a) stating the date on which the development is to begin;
 - (b) giving details of the planning permission and of such other matters as is required by Schedule 5A to The Town and Country Planning (Development Management Procedure) (Wales) Order 2012 as amended ("the Order").
- Any person carrying out the development to which this planning permission relates must display at or near the place where the development is being carried out, at all times when it is being carried out, a copy of any notice of the decision to grant it. That decision notice shall be in the form specified by, and must be displayed in accordance with, Schedule 5B of the Order.
- REASON: To comply with the requirements of Section 71ZB of the Town and Country Planning Act 1990 as amended by Section 34 of the Planning (Wales) Act 2015.
- 05) Prior to the occupation of the development hereby approved a scheme of land and surface water drainage within the site shall be installed in accordance with details that shall have been submitted to and agreed in writing by the Local Planning Authority.
- REASON: To ensure the development is served by an appropriate means of drainage.
- 06) Prior to the occupation of the development a scheme of hard and soft landscaping shall be carried out in accordance with a scheme that shall have been submitted to and agreed in writing by the Local Planning Authority. Those details shall include:
- (a) Proposed hard surfacing materials; minor structures including furniture, refuse or other storage units; and
 - (b) Planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate.
- The development shall be carried out in accordance with the agreed scheme and all planting, seeding, turfing/hard landscaping works comprised in the approved details of landscaping shall be carried out in the first planting season following the occupation of the buildings or the completion of the development, whichever is the sooner. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.
- REASON: In the interests of the visual amenity of the area.

Cont'd

- 07) Prior to the occupation of the development hereby approved, roosts and a means of access for bats shall be provided as part of the approved development and in accordance with the supplementary specification details attached to this decision notice.
REASON: To provide additional roosting for bats as a biodiversity enhancement, in accordance with Part 1 Section 6 of the Environment (Wales) Act 2016, and policy contained in Welsh Assembly Government's Planning Policy Wales (2016) and Tan 5 Nature Conservation and Planning (2009).
- 08) Prior to the occupation of the development hereby approved, nesting sites for birds shall be provided as part of the approved development and in accordance with the supplementary specification details attached to this decision notice.
REASON: To provide additional roosting for birds as a biodiversity enhancement, in accordance with Part 1 Section 6 of the Environment (Wales) Act 2016, and policy contained in Welsh Assembly Government's Planning Policy Wales and Tan 5 Nature Conservation and Planning (2009) and in accordance with policies CW4 and SP10 of the adopted Caerphilly County Borough Local Development Plan up to 2021.

Advisory Note(s)

The following policies of the adopted Caerphilly County Borough Local Development Plan up to 2021 are relevant to the conditions attached to this consent: CW2, CW3, CW4 and SP10.

