<table>
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<tr>
<th>APPLICATION NO: 17/00759/FUL</th>
<th>OFFICER: Mr Craig Hemphill</th>
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<tr>
<td>DATE REGISTERED: 19th April 2017</td>
<td>DATE OF EXPIRY: 19th July 2017</td>
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<td>WARD: Oakley Ward</td>
<td>PARISH:</td>
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<td>APPLICANT: Property And Asset Management</td>
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<td>AGENT: Roberts Limbrick Ltd</td>
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<td>LOCATION: Cheltenham Cemetery and Crematorium, Bouncers Lane, Cheltenham</td>
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<td>PROPOSAL: Access arrangements for the proposed erection of a new crematorium. (Access road in part within Cheltenham Borough Council with the proposed crematorium and associated works within Tewkesbury Borough Council).</td>
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**RECOMMENDATION:** Recommendation to follow
1. DESCRIPTION OF SITE AND PROPOSAL

1.1 The application site is located to the north eastern edge of Cheltenham which is accessed via Bouncers Lane. The application relates to a cross boundary proposal between Cheltenham and Tewkesbury for the erection of a new crematorium facility. The existing chapel crematory along with the entrance gates are Grade II Listed, with the grounds being a registered park and garden. To the northern and western edges of the existing site are residential areas; to the south are local amenity playing fields. To the east is grazing land, beyond which is the AONB; the site itself is not located in the AONB.

1.2 The site has been used as a crematorium since 1938 when an extension was built onto the original Victorian burial Chapels. The site has expanded over time in a west to east direction, with the more recent memorial areas being added to the east.

1.3 While the original chapel buildings have undergone alterations over their history, they are no longer considered fit for current visitor volumes and demands due to ageing crematorinia equipment and a shortfall of capability to supply the additional facilities needed including access and car parking. A comprehensive study was commissioned by Cheltenham Borough Council in 2015 to assess all the options available to allow the delivery of a long term sustainable future for the Cemetery and Crematorium, and how to best serve the communities of Cheltenham and the surrounding areas in the future. The study set out in its recommendations that the viable option was to build a new Crematory facility.

1.4 Following this recommendation, pre application discussions took place in early 2017 with a subsequent planning application submitted to Tewkesbury Borough Council and Cheltenham Borough for the construction of a new crematory facility. It is proposed to be constructed on the grazing land to the east of the existing crematory which is owned by Cheltenham Borough Council.

1.5 The proposal is to build a new crematorium containing two chapels with associated public waiting areas, a crematorium and staff facilities. The building is to be single storey following a design approach which seeks to pick up on the vernacular barn form with a series of connecting buildings of varying heights. Materials proposed include natural slate roofing, Cotswold stone, cream buff brickwork, ashlar stone mullions, dark grey aluminium windows, doors and rainwater goods. A total of 135 parking spaces are proposed providing disabled, visitor and staff parking provision. A detailed landscaping scheme is also provided. The site will be accessed via the existing crematorium road network with a new egress route proposed.

1.6 As referred to above the application is cross boundary. The grazing land on which the bulk of the proposed new crematorium car parking and associated work is proposed to be located lies within the administrative boundary of Tewkesbury Borough Council. A planning application has been submitted to Tewkesbury Borough Council for the works proposed within their boundary, on which they will make a planning determination.

1.7 For determination for Cheltenham Borough Council are the elements of the scheme proposed within its administrative boundary. These works include the proposed new egress route which skirts the southern boundary of the existing crematory site on land to the side of Priors Farm playing fields. The route runs towards and along the rear boundaries of residential properties on Salamanca Road and Ladysmith Road before connecting back into the crematorium internal road network so that all vehicular access and exit will remain through the current Cemetery arrangement onto Bouncers Lane. The application also sets out the need and route for a temporary construction access point which is to be provided at the west boundary of Priory Playing Field linking to Imjin Road.

1.8 In support of the application the applicant has submitted:
• Application forms, site location plans, drawings and cross sections, 3D visuals
• Planning Statement
• Design and Access Statement
• Topographic survey
• Landscape Assessment and visual appraisal and landscape proposals
• Heritage report assessment and report including Archaeological report
• Flood Risk assessment and drainage strategy
• Transport statement
• Ecology reports
• Arboriculture surveys.

1.9 The application is before Planning Committee as the applicant is Cheltenham Borough Council.

2. CONSTRAINTS AND RELEVANT PLANNING HISTORY

Constraints:
Smoke Control Order

Relevant Planning History:
17/00332/PREAPP PCO
Proposed new Cem and Crem and associated works.

94/00882/PF 17th November 1994 PER
Alterations To Upgrade The Existing Cremator Equipment With New To Comply With The Requirements Of The Environmental Protection Act

94/00885/LA 17th November 1994 PER
Internal And External Alterations To Upgrade The Existing Cremator Equipment With New To Comply With The Requirements Of The Environmental Protection Act

99/00534/COU 29th July 1999 PER
Extension To Burial Ground (Including Formation Of Roads And Footways)

10/00960/FUL 22nd July 2010 PER
Provision of a pedestrian footpath

11/00922/LBC 3rd October 2011 GRANT
Installation of 2 new cremators

11/01500/FUL 21st November 2011 PER
Installation of adiabatic air blast cooler as part of the new cremator installation

11/01501/LBC 21st November 2011 GRANT
Installation of adiabatic air blast cooler as part of the new cremator installation
3. POLICIES AND GUIDANCE

**Adopted Local Plan Policies**
- CP 1 Sustainable development
- CP 3 Sustainable environment
- CP 4 Safe and sustainable living
- CP 5 Sustainable transport
- CP 7 Design
- BE 20 Archaeological remains of local importance
- GE 5 Protection and replacement of trees
- GE 6 Trees and development
- CO 1 Landscape character
- CO 2 Development within or affecting the AONB
- NE 1 Habitats of legally protected species
- NE 3 Biodiversity and geodiversity of local importance
- NE 4 Contaminated land
- RC 1 Existing community facilities
- UI 2 Development and flooding
- UI 3 Sustainable Drainage Systems
- TP 1 Development and highway safety
- TP 2 Highway Standards

**Supplementary Planning Guidance/Documents**
- Flooding and sustainable drainage systems (2003)

**National Guidance**
National Planning Policy Framework

4. CONSULTATIONS

**Gloucestershire Centre For Environmental Records**
*16th May 2017*
Biodiversity Report available to view on website.

**Architects Panel**
*7th June 2017*

Design Concept
The panel had no objection to the principle of the development. The siting and layout of the new building has been carefully considered and scheme generally has been well designed.
Design Detail
The simple, sober and understated barn-like architecture was felt to be entirely appropriate for a Crematorium in this setting. The light-filled interiors and well-proportioned courtyards will no doubt be attractive up-lifting spaces.

Recommendation
Supported

Environmental Health
30th May 2017
The application includes an acoustic report which identifies suitable limits for noise levels at the nearest residential site. At this stage in the design air handling plant has not been specified. I would therefore recommend that at this stage a condition is attached to any planning consent to ensure that when the detailed design is completed a similar report is produced to calculate likely noise levels affecting the residential property and is subject to approval by the LPA before first use of the site.

County Archaeology
3rd May 2017
In connection with the above planning application I wish to make the following observations regarding the archaeological implications of this scheme.

I advise that there has been no previous archaeological investigation of the proposed access route. However, the wider locality is known to contain archaeological remains relating to activity and settlement of prehistoric and Roman date.

Indeed, a previously unknown Roman settlement has recently been found during archaeological evaluation undertaken in connection with a proposal for a flood-storage area only a little to the south of the current application site.

I am therefore concerned that ground works required for the construction of the new access road may reveal significant archaeological remains. For that reason it would in my view be prudent to make provision for archaeological monitoring of the ground works required for this development, so that any significant archaeological remains revealed during construction may be recorded.

In order to facilitate this I recommend that a condition based on model condition 55 from Appendix A of Circular 11/95 is attached to any planning permission which may be given for this development, ie;

‘No development shall take place within the application site until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the local planning authority’.

Reason: It is important to agree and implement a programme of archaeological work in advance of the commencement of development, so as to make provision for the investigation and recording of any archaeological remains that may be destroyed by ground works required for the scheme. The archaeological programme will advance understanding of any heritage assets which will be lost, in accordance with paragraph 141 of the National Planning Policy Framework

I have no further observations.
Tree Officer
19th May 2017

The CBC Tree Section recommends this proposal regarding access arrangements for the proposed erection of a new crematorium.

The proposed route skirting the cemetery to the south is the least invasive in terms of tree removal/pruning implication. There should be no significant quality tree removal associated with this proposal as it skirts the boundary and indeed where the access road ingresses into the cemetery, consideration has been taken of the cedar at the eastern end of the driveway so that there should be no impact on the root protection area of this tree.

There will however be some vegetation removal as indicated on drawing no 0522-GA011 Rev B of March 2017-Proposed Egress Road Plan. Whilst this will have some localised minor impact, this vegetation is overwhelmingly self-sown goat willow and some cypress hedge removal.

GCC Highways Planning Liaison Officer
22nd May 2017


Planning Policy & Material Considerations Context
- N.P.P.F.
- Cheltenham Borough Local Plan.
- Manual For Gloucestershire For Streets.
- MfS/MfS2.

Location & Site Accessibility
Cheltenham Cemetery and Crematorium sits adjacent to Bouncers Lane which is a class 3 highway, subject to a 30 mph speed limit with pedestrian footways and street lighting. The development has an existing access off of Bouncers Lane, which provides access to Cheltenham Town centre and various other local amenities and high quality public transport.

Walking & Cycling
The proposed & existing development site is well located for pedestrians with uncontrolled pedestrian crossing points including a pedestrian refuge island, dropped kerbs and tactile paving already exist along Bouncers Lane, Ladysmith Road, Imjin Road, Priors Road/Cromwell Road junction and Priors Road/Imjin Road Junction which connect members of the public to the existing and proposed site by foot.

Pedestrian footways will be provided internally within the application site, linking the car parking areas to the proposed new Chapels and Crematorium. There are currently no designated cycle routes in the immediate vicinity of the site; however cyclists are able to utilise the existing highway network to access the existing Cemetery and Crematorium and proposed new Chapels and Crematorium.

Public Transport
The nearest bus stop provision is located approximately 25m to the south, (Left) of the existing access to the Cemetery and Crematorium, further bus stops (Northbound and Southbound) are also located along Priors Road approximately 75m to the west of the
access to the Cemetery and Crematorium which is within the desired comfortable walking distance recommended by the IHT providing for journeys on foot guidance table 3.2.

The bus services available here are the 4, A, M7. These provide a service between Benhall, Whaddon, Hesters Way and Cheltenham Town Centre, providing sustainable transport options. The local bus stops and pedestrian infrastructure provides for the opportunity to travel by sustainable modes to both the existing Cemetery and Crematorium, and the propose application site.

**Incident Analysis**

Information has been provided in the TS with regards Incident Analysis a high level review for the existing highway safety conditions on the local highway network in the vicinity of the existing Cemetery and Crematorium access road has been carried out.

Personal Injury Accident (PIA) data was obtained from CRASHMAP for a five year period between 2011 and 2015. A summary of the total number of recorded accidents within the study area for a five period were 7 slight incidents of which 2 incidents were recorded on Bouncers Lane and 5 were recorded on Priors Road.

The area investigated includes the access road to the existing Cemetery and Crematorium, Bouncers Lane, Priors Road, and Imjin Road. No incidents were recorded along the Bouncers Lane in the immediate vicinity of the existing site.

I can confirm that the data shows no unusual patterns or clusters of collisions within the vicinity of the site which may be considered indicative of issues with highway design.

**Access & Layout**

The proposed development is to utilise the existing vehicular access arrangement off of the Bouncers Lane via a gated entrance and an internal two-way access road which varies in width between 5.0m and 5.5m then continues via the internal road network which currently serves the existing Cemetery and Crematorium.

On Entry to the existing Cemetery and Crematorium vehicles would follow the existing one way route to the proposed new Crematorium. The proposed new 3m wide egress (only) road from the new Chapels and Crematorium will run adjacent to the southern boundary of the existing Cemetery and will link back into the internal access road to the main entrance/exit of the existing Cemetery and Crematorium.

Proposed Egress Route Plans 0552-ATR-12A, 13A and 14A, displays swept path analysis which demonstrates a limousine, hearse and skip lorry can egress the 3m wide road with localised widening on bends without conflict and can adjoin the existing internal road network without conflict demonstrating the road is suitable to accommodate such vehicles.

Passing bays have been positioned along the new egress road to allow for vehicle pull-in. I note no details have been submitted demonstrating inter-visibility splay between the passing bays, however this will not be open to the public at this stage and will not affect the public highway, therefore the highway authority will make no comment.

The new egress road would not be offered for adoption therefore will be privately maintainable. The proposed egress route would be closed to all traffic outside of services and will be controlled via barriers. In addition access to the existing Cemetery and Crematorium is also controlled.

I note it states in the Transport Statement the proposals will include secure and lit cycle parking for staff and visitors. These will be located within close proximity of the buildings, Proposed Site Plan drawing no.8325-SK10M, demonstrates cycle storage, this can be secured by a suitable worded planning condition.
As part of the Construction Method Statement a scheme will need to be provided for safe access for large vehicles (articulated lorries). As the existing access arrangement off of the Bouncers Lane does not have enough space to accommodate an articulated lorry to be able to pull into the access without preventing the free flow of traffic along the Bouncers Lane, this can be secured by a suitable worded planning condition.

Parking
Gloucestershire does not currently have parking provision standards, parking provision would therefore be assessed against Paragraph 39 of the NPPF with consideration given to the accessibility of the development, the type use and nature of development, the availability of, and opportunity for sustainable transport, local car ownership levels and the need to reduce the use of high emission vehicles.

The spaces should comply with the minimum dimensions of 2.4m x 4.8m for a standard space with 6.0m of drivable space for ease of access.

The proposal includes parking provision (including 10 Disabled parking spaces). Proposed Site Plan 8325 SK10M Appendix B, demonstrates a total of 135 vehicle parking spaces, 116 x visitor spaces, 10 x disabled spaces, 3 x mini bus spaces, 2 x hearse space and 4 x ground keepers spaces.

Based on the experience of the current operation and demand for parking on site, the proposed level of car parking has been deemed appropriate by CBC to meet the operational demands of the scheme. The highway Authority consider this to be acceptable.

Plans SK001B, 02B, 03B, 04B, 05B, 06B demonstrate that a skip lorry, hearse, 7.5T Rigid and limousine can all manoeuvre (turn/park) within the internal layout without conflict, this also is considered acceptable.

Servicing And Refuse Collection Arrangements
The proposals includes a designated servicing area located at the southeast of the proposed Chapel buildings.

Cheltenham Borough Council (CBC) have advised that the service vehicles entering the site would be similar to those currently accessing the site. The largest vehicles that would access the servicing area is a rigid vehicle (7.2m in length) and a small skip lorry (6.3m in length), where there is a turning head provided for these vehicles to manoeuvre. Swept path analysis plans Sk001B and Sk002B confirms this and no conflicting issues therefore I consider this to be acceptable.

Service vehicles would utilise the same route as visitors to access and egress the proposed new Chapels and Crematorium as per the existing situation, it is understood that refuse would be collected at the main entrance gates to the existing Cemetery and Crematorium, from Bouncers Lane.

Refuse generated by the proposed new Chapels and Crematorium would be collected internally by staff and then taken to the collection point.

Emergency Vehicle Access
Emergency vehicles would utilise the same route as visitors to access and egress the proposed new Chapels and Crematorium.

Vehicle Traffic Generation
I note that within the submitted Transport Statement Cheltenham Borough Council (CBC) has confirmed that the proposals would mirror that of the existing North and South Chapel and Crematorium (in terms of scale and times of operation). As such, it is anticipated that
the proposals would not attract any additional traffic than at present, therefore the Highways Authority would except and agree with the provided Vehicle Trip Generations.

The proposal for the erection of a new crematorium would not be regarded as significant and will not result in a detriment to highway safety in accordance with Section 4 of the NPPF.

Recommendation

I recommend that no highway objection be raised subject to the following conditions being attached to any permission granted:-.

Condition 1
No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the local planning authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall:

i. provide for the parking of vehicles of site operatives and visitors;
ii. provide for the loading and unloading of plant and materials;
iii. provide for the storage of plant and materials used in constructing the development;
iv. provide for wheel washing facilities for construction traffic.
v. specify the intended hours of construction operations;
vi. measures to control the emission of dust and dirt during construction
vii. provide a scheme to control construction movements at site access (Bouncers Lane Junction)

Reason: To reduce the potential impact on the public highway and accommodate the efficient delivery of goods and supplies in accordance with paragraph 35 of the National Planning Policy Framework.

Condition 2
The development hereby permitted shall not be brought into first use until the cycle storage facilities have been made available for use in accordance with the submitted plan Proposed Site Plan drawing no.8325-SK10M, and those facilities shall be maintained for the duration of the development.

Reason:- To ensure that adequate cycle parking is provided, to promote cycle use and to ensure that the opportunities for sustainable transport modes have been taken up in accordance with paragraph 32 of the National Planning Policy Framework.

Condition 3
The building hereby permitted shall not be brought into first use until the vehicular parking and turning facilities have been provided in accordance with the submitted plan drawing no.8325-SK10M, and those facilities shall be maintained available for those purposes thereafter.
Reason: To ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians is provided in accordance with the National Planning Policy Framework.

Statement of Due Regard
Consideration has been given as to whether any inequality and community impact will be created by the transport and highway impacts of the proposed development. It is considered that no inequality is caused to those people who had previously utilised those sections of the existing transport network that are likely to be impacted on by the proposed development.

It is considered that the following protected groups will not be affected by the transport impacts of the proposed development: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation, other groups (such as long term unemployed), social-economically deprived groups, community cohesion, and human rights.

GCC Local Flood Authority (LLFA)
17th May 2017 - Objection
I refer to the above application received by the Lead Local Flood Authority (LLFA) on 26th April 2017 for comment on the flood risk and management of surface water.

It is acknowledged that the site is located within Flood Zone 1. Also, according to the Environment Agency’s interactive flood mapping and the surface water management plan produced for the Priors Oakley Flood Alleviation Scheme, the proposed site is at low risk of surface water flooding up to and during the 1 in 100 year event. As acknowledged in the pre-application advice for this site, there is however some surface water flood risk along ordinary watercourse B (reference plan ‘Cheltenham V11 Rev A’) and the Wyman’s Brook, and ultimately the proposed egress route.

In principle, the LLFA accepts the proposed drainage strategy for the site (reference report number 70020522-F01), however due to the surface water flood risk along the proposed egress route the applicant is required to consider the wider catchment and overland flows onto the site from the elevated topography to the east. In light of this, the LLFA objects to the application in its current form and requires further information to this effect.

NOTE 1: The Lead Local Flood Authority (LLFA) will give consideration to how the proposed sustainable drainage system can incorporate measures to help protect water quality, however pollution control is the responsibility of the Environment Agency

NOTE 2: Future management of Sustainable Drainage Systems is a matter that will be dealt with by the Local Planning Authority and has not, therefore, been considered by the LLFA.

NOTE 3: Any revised documentation will only be considered by the LLFA when resubmitted through suds@glocestershire.gov.uk e-mail address. Please quote the planning application number in the subject field.

Sport England
23rd May 2017

Thank you for consulting Sport England on the above application.
**Sport England - Statutory Role and Policy**

It is understood that the proposal prejudices the use, or leads to the loss of use, of land being used as a playing field or has been used as a playing field in the last five years, as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015 (Statutory Instrument 2015 No. 595). The consultation with Sport England is therefore a statutory requirement.

Sport England has considered the application in light of the National Planning Policy Framework (particularly Para 74) and Sport England's Playing Fields Policy, which is presented within its Planning Policy Statement titled 'A Sporting Future for the Playing Fields of England' (see link below): www.sportengland.org/playingfieldspolicy

Sport England's policy is to oppose the granting of planning permission for any development which would lead to the loss of, or prejudice the use of, all/part of a playing field, unless one or more of the five exceptions stated in its policy apply.

**The Proposal and Impact on Playing Field**

The proposal will result in the loss an estimated 0.7 - 0.85 hectares of playing field for a new access road for the crematorium. It will necessitate the relocation of a junior football pitch, which reduces the flexibility of the site.

**Assessment against Sport England Policy/NPPF**

The applicants have not addressed the NPPF's paragraph 74 in their planning statement or in the Design and Access Statement. They have also not provided at a reasonable scale drawings which show the proposed and existing playing pitch layouts including the run-off areas around the football pitches. Nor have the applicants addressed Sport England's planning polices or the emerging Playing Pitch Strategy.

The Playing Pitch Strategy, PPS, is almost completed and it identified shortfalls of match sessions for adult, youth 11v11 and youth 9v9 pitches across Cheltenham at present, with future demand increasing these shortfalls to include mini 7v7 pitches. The site has been identified in the PPS. This site is used by 3 clubs: C3 diamonds, Charlton Rovers and Interlogos First.

The reduction of playing field land will impact on the ability to move and relocate pitches within the site envelope, and therefore be detrimental to the playing of sport on this site.

**Conclusion**

In light of the above, Sport England objects to the application because it is not considered to accord with any of the exceptions to Sport England's Playing Fields Policy or with Paragraph 74 of the NPPF.

Should the local planning authority be minded to grant planning permission for the proposal, contrary to Sport England's objection then in accordance with The Town and Country Planning (Consultation) (England) Direction 2009, the application should be referred to the Secretary of State, via the National Planning Casework Unit.

If this application is to be presented to a Planning Committee, we would like to be notified in advance of the publication of any committee agendas, report(s) and committee date(s). We would be grateful if you would advise us of the outcome of the application by sending us a copy of the decision notice.

Our objection may be overcome, if pitch improvements to the remaining playing fields were undertaken - the PPS identified drainage issues on this site and by reducing the playing field area, this would exacerbate the problems.
If you would like any further information or advice please contact me at the address below.

11th May 2017 - Thank you for consulting Sport England on the above application. I can confirm that the consultation has been received and was accepted on 11 May 2017.

In accordance with Paragraph 011 of NPPG (Article 22 of the Development Management Procedure (England) Order 2015), Sport England will respond to this consultation within 21 days of the date of acceptance.

However, if insufficient information is received in order to allow us to make a substantive response to the consultation, Sport England will contact you to request further information. The 21-day deadline will not commence until receipt of the additional information.

As a public body, Sport England is subject to the terms of the Freedom of Information Act 2000, which gives members of the public the right to access the information we hold. In the event of a request being received, we will be obliged to release information relating to the application and our response unless an exemption in the Act applies. You should therefore inform us if you believe any elements of your submission to be confidential or commercially sensitive so that we can take your concerns into account.

If you would like any further information or advice please contact the undersigned at the address below.

5. PUBLICITY AND REPRESENTATIONS

5.1 Letters have been sent to 127 neighbouring properties along with a site notice being displayed.

5.2 At the time of writing the report no representations have been received.

6. OFFICER COMMENTS

6.1 At the time of writing this report discussions are taken place with additional plans and information being produced in relation to the objections received from the Lead Local Flood Risk Authority and Sport England. An update report will follow once additional comments from these consultees are received.