

DELEGATED

**AGENDA NO
PLANNING COMMITTEE
7 February 2018
REPORT OF DIRECTOR,
ECONOMIC GROWTH AND DEVELOPMENT**

17/2810/REM

**Site of Former Blakeston School, Junction Road, Norton
Reserved matters application for the erection of a crematorium with associated memorial garden, associated access roads, car parking, landscaping, appearance, layout and scale.**

Expiry Date: 14 February 2018

SUMMARY

Outline Planning permission was approved by Planning Committee on the 17th August 2016 for the erection of a crematorium with associated memorial garden, access roads, car park and landscaping with all matters reserved.

Following approval of this outline permission this application relates to the reserved matters and approval is sought for the buildings with associated memorial garden, access roads, car parking, and landscaping.

No objections have been received, and the Ward Councillors have confirmed their support.

As the principle of development has been accepted the main material considerations in relation to this application are the finer details of the reserved matters, relating to the scale, layout and appearance of the development, the landscaping and access to the site.

The position of the crematorium building is largely governed by the Cremation Act 1902 which generally requires the building to be located 200 yards from any residential property. The crematorium building is situated to the rear of the development close to the northern boundary which allows the remainder of the site to be attractively landscaped.

A large open 'plaza' area is provided in front of the crematorium building. This will include feature paved areas, lawns and decorative shrubs. The office building is located to the rear of the site behind the eastern car park. The 'book of remembrance' pavilion building is located adjacent to the memorial gardens and forms a focal point to this area of the site. The remainder of the land is to be landscaped and includes remembrance gardens, roads and footpaths.

The design of the crematorium is contemporary but will use simple traditional materials such as brickwork, stone, timber and aluminium windows and doors. The design of the crematorium building has been formed by considering how the building needs to function and also how it would be used by people taking into consideration the waiting areas, service chapel and the floral tribute area.

When considering the layout; scale and appearance it is considered that the proposal assimilates well within the landscape and has been sensitively designed to reflect its use and whilst the proposed landscaping design principles are generally acceptable, the exact nature of the planting and species will be agreed as part of the discharge of conditions on the outline application.

A new signalised junction is proposed on the B1274 Junction Road. A right turn pocket has been provided to accommodate traffic accessing the site from Junction Road westbound. Internal roads are wide enough for two-way traffic and car parking is provided within the site for each chapel,

along with cycle parking adjacent to the office building. The details have been considered and it is considered that the traffic impacts from the proposed scheme will not be significant and in terms of the NPPF will not be considered severe as most traffic movements will occur outside the peak hours. The location of the site is considered to represent an accessible location for sustainable travel and car parking provision will be provided to meet the expected parking demand for the site.

Overall it is considered that the proposed development is acceptable in terms of access, appearance, landscaping, layout and scale and it is considered that the site could satisfactorily accommodate the proposal without any undue impact on the amenity of any adjacent neighbours.

It is therefore recommended that the application be approved subject to the conditions set out in the report.

RECOMMENDATION

That planning application 17/2810/REM be approved subject to the following conditions and informatives;

01 The development hereby approved shall be in accordance with the following approved plan(s);

Plan Reference Number	Date on Plan
10125/500	15 November 2017
10125-700	15 November 2017
10125/501	15 November 2017
10125/502	15 November 2017
10125/503	15 November 2017
10125/600	15 November 2017
10125/601 Rev A	19 January 2018
10125/602	15 November 2017
10125-701 I2	24 January 2018

Reason: To define the consent.

INFORMATIVE OF REASON FOR PLANNING APPROVAL

Informative: Working Practices

The Local Planning Authority has worked in a positive and proactive manner and sought solutions to problems arising in dealing with the planning application by gaining additional information required to assess the scheme and by the identification and imposition of appropriate planning conditions.

BACKGROUND

1. Outline Planning permission was approved by Planning Committee on the 17th August 2016 for the erection of a crematorium with associated memorial garden, access roads, car park and landscaping with all matters reserved.
2. In summary, the proposed crematorium is anticipated to provide around 1,500 cremations per year with 10-12 staff. The opening hours for Registration and Bereavement Services linked with the -crematorium would be Monday to Saturday 08:30 – 17:30. However the crematorium itself would have an operating time of 09:15 to 16:00 offering approximately 6 services per day. Service times will be approximately 45 minutes apart, and an additional 15 minutes will be allowed for guests to arrive and depart between each service.

SITE AND SURROUNDINGS

3. The application site is the former Blakeston School playing fields. There are some areas of shrub and tree planting on site, however it is mostly grass. Although the site appears flat there is a difference in level of over 3m from west to east. There is also a large 'dip' across the site of 3m where an underground drain is located.
4. Junction Road is to the south and directly north of the site is a railway line. To the east is the remainder of the school fields which are indicated for future residential development and a newly constructed store, beyond is a residential housing estate.
5. To the west are the Roseworth Community and Social Club, Crossley's Bungalow Jewson's Builders Merchants and the Tesco Supermarket to the northwest.
6. The application site is identified in the local plan as Blakeston School Playing Field.

PROPOSAL

7. Following approval of the outline permission for the erection of a crematorium, approval of the reserved matters is sought for the buildings with associated memorial garden, access roads, car parking, and landscaping.

CONSULTATIONS

8. The following Consultations were notified and any comments received are set out below:-
9. Highways Transport & Design Manager (Summary)
The Highways Transport and Design Manager has no objections to the proposed reserved application for the erection of a crematorium with associated memorial garden, access roads, car parking, landscaping, appearance, layout and scale.
The proposed development is broadly in accordance with the Indicative Site Plan, drawing number TS10125-101 Rev A, approved as a part of the outline planning application for the development (16/0846/LAO) and is therefore considered to be acceptable.
Whilst further information, as set out below, is still required this relates to specific elements of the proposals including landscaping and the detailed drainage design. However, the assessment of this application confirms that that is sufficient space to accommodate a high quality landscape treatment for the site and a viable surface water management solution.
The provision and agreement of this information has been secured by controlling condition, attached to the extant outline application.
Full Comments are attached at Appendix J.
10. Environmental Health Unit
I have checked the documentation provided, have found no grounds for objection in principle to the development and do not think that conditions need to be imposed from an Environmental Health perspective. However, I would note that this process is regulated under the statutory Local Air Pollution Prevention and Control (LAPPC) regime where DEFRA has created Statutory Guidance for the Crematoria Process Guidance Note 5/2 (12) and new crematoria, should have regard to the full standards of this guidance from the first day of operation.
11. Sport England
No objections
12. Councillors - Councillor Barbara Inman
I am completely in agreement with this

13. Councillors - Councillor Beale
Supports the application
14. National Grid
National Grid has No Objection to the above proposal which is in close proximity to our high voltage transmission underground cable and Overhead Line.
15. Northern Gas Networks
Northern Gas Networks has no objections to these proposals, however there may be apparatus in the area that may be at risk during construction works and should the planning application be approved, then we require the promoter of these works to contact us directly to discuss our requirements in detail. Should diversionary works be required these will be fully chargeable.
16. Northumbrian Water Limited
In making our response to the local planning authority Northumbrian Water will assess the impact of the proposed development on our assets and assess the capacity within Northumbrian Water's network to accommodate and treat the anticipated flows arising from the development. We do not offer comment on aspects of planning applications that are outside of our area of control. Having assessed the proposed development against the context outlined above, I refer you to our previous response to the original application (16/0846/LAO), dated 08/04/2016, and can confirm that at this stage we would have no additional comments to make.
17. University Hospital Of North Tees
North Tees and Hartlepool NHS Foundation Trust fully supports the proposed crematorium. We feel it will support the organisation and the local population by providing much needed additional and local facilities. We look forward to working with Stockton Borough Council to realise these benefits.
18. Tees Archaeology
Thank you for the consultation on this application. This site has previously been subject to an archaeological desk based assessment (TA Event 1259) which concluded that generally the site was of low archaeological potential. I therefore have no objections to this application and no further comments to make.
19. Natural England
Natural England has no comments to make on this application. Natural England has not assessed this application for impacts on protected species. Natural England has published Standing Advice which you can use to assess impacts on protected species or you may wish to consult your own ecology services for advice. Natural England and the Forestry Commission have also published standing advice on ancient woodland and veteran trees which you can use to assess any impacts on ancient woodland. The lack of comment from Natural England does not imply that there are no impacts on the natural environment, but only that the application is not likely to result in significant impacts on statutory designated nature conservation sites or landscapes. It is for the local planning authority to determine whether or not this application is consistent with national and local policies on the natural environment. Other bodies and individuals may be able to provide information and advice on the environmental value of this site and the impacts of the proposal to assist the decision making process. We advise LPAs to obtain specialist ecological or other environmental advice when determining the environmental impacts of development. We recommend referring to our SSSI Impact Risk Zones (available on Magic and as a downloadable dataset) prior to consultation with Natural England. Further guidance on when to consult Natural England on planning and development proposals is available on gov.uk at <https://www.gov.uk/guidance/local-planning-authorities-get-environmental-advice>

- 20. National Planning Casework Unit
No comments received
- 21. Network Rail
No comments received
- 22. The Environment Agency
No comments received (confirmed they have no comments on the outline application)
- 23. SBC Sports Development Manager
No comments received
- 24. Contaminated Land Officer
No comments received
- 25. Spatial Planning & Regeneration
No comments received
- 26. Northern Powergrid(u/g Cables, O/h Lines, Small Substations)
No comments received
- 27. Durham County Badger Group
No comments received

PUBLICITY

- 28. Neighbours were notified, and the application advertised on site and in the local press and no comments have been received.

PLANNING POLICY

- 29. Where an adopted or approved development plan contains relevant policies, Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that an application for planning permissions shall be determined in accordance with the Development Plan(s) for the area, unless material considerations indicate otherwise. In this case the relevant Development Plan is the Core Strategy Development Plan Document and saved policies of the Stockton on Tees Local Plan. Section 143 of the Localism Act came into force on the 15 Jan 2012 and requires the Local Planning Authority to take local finance considerations into account, this section s70(2) Town and Country Planning Act 1990 as amended requires in dealing with such an application [planning application] the authority shall have regard to a) the provisions of the development plan, so far as material to the application, b) any local finance considerations, so far as material to the application and c) any other material considerations

National Planning Policy Framework

- 30. Paragraph 14: At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means approving development proposals that accord with the development without delay; and where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or specific policies in this Framework indicate development should be restricted.

Local Planning Policy

31. The following planning policies are considered to be relevant to the consideration of this application.

Core Strategy Policy 1 (CS1) - The Spatial Strategy

1. The regeneration of Stockton will support the development of the Tees Valley City Region, as set out in Policies 6 and 10 of the Regional Spatial Strategy 4, acting as a focus for jobs, services and facilities to serve the wider area, and providing city-scale facilities consistent with its role as part of the Teesside conurbation. In general, new development will be located within the conurbation, to assist with reducing the need to travel.

Core Strategy Policy 2 (CS2) - Sustainable Transport and Travel

1. Accessibility will be improved and transport choice widened, by ensuring that all new development is well serviced by an attractive choice of transport modes, including public transport, footpaths and cycle routes, fully integrated into existing networks, to provide alternatives to the use of all private vehicles and promote healthier lifestyles.

3. The number of parking spaces provided in new developments will be in accordance with standards set out in the Tees Valley Highway Design Guide.

Further guidance will be set out in a new Supplementary Planning Document.

Core Strategy Policy 3 (CS3) - Sustainable Living and Climate Change

2. All new non-residential developments will be completed to a Building Research Establishment Environmental Assessment Method (BREEAM) of 'very good' up to 2013 and thereafter a minimum rating of 'excellent'.

3. The minimum carbon reduction targets will remain in line with Part L of the Building Regulations, achieving carbon neutral domestic properties by 2016, and non domestic properties by 2019, although it is expected that developers will aspire to meet targets prior to these dates.

4. To meet carbon reduction targets, energy efficiency measures should be embedded in all new buildings. If this is not possible, or the targets are not met, then on-site district renewable and low carbon energy schemes will be used. Where it can be demonstrated that neither of these options is suitable, micro renewable, micro carbon energy technologies or a contribution towards an off-site renewable energy scheme will be considered.

5. For all major developments, including residential developments comprising 10 or more units, and non-residential developments exceeding 1000 square metres gross floor space, at least 10% of total predicted energy requirements will be provided, on site, from renewable energy sources.

8. Additionally, in designing new development, proposals will:

_ Make a positive contribution to the local area, by protecting and enhancing important environmental assets, biodiversity and geodiversity, responding positively to existing features of natural, historic, archaeological or local character, including hedges and trees, and including the provision of high quality public open space;

_ Be designed with safety in mind, incorporating Secure by Design and Park Mark standards, as appropriate;

_ Incorporate 'long life and loose fit' buildings, allowing buildings to be adaptable to changing needs. By 2013, all new homes will be built to Lifetime Homes Standards;

_ Seek to safeguard the diverse cultural heritage of the Borough, including buildings, features, sites and areas of national importance and local significance. Opportunities will be taken to constructively and imaginatively incorporate heritage assets in redevelopment schemes, employing where appropriate contemporary design solutions.

Core Strategy Policy 6 (CS6) - Community Facilities

1. Priority will be given to the provision of facilities that contribute towards the sustainability of communities. In particular, the needs of the growing population of Ingleby Barwick should be catered for.

3. The quantity and quality of open space, sport and recreation facilities throughout the Borough will be protected and enhanced. Guidance on standards will be set out as part of the Open Space, Recreation and Landscaping Supplementary Planning Document.

Core Strategy Policy 10 (CS10) Environmental Protection and Enhancement

3. The separation between settlements, together with the quality of the urban environment, will be maintained through the protection and enhancement of the openness and amenity value of:

i) Strategic gaps between the conurbation and the surrounding towns and villages, and between Eaglescliffe and Middleton St George.

ii) Green wedges within the conurbation, including:

- _ River Tees Valley from Surtees Bridge, Stockton to Yarm;
- _ Leven Valley between Yarm and Ingleby Barwick;
- _ Bassleton Beck Valley between Ingleby Barwick and Thornaby;
- _ Stainsby Beck Valley, Thornaby;
- _ Billingham Beck Valley;
- _ Between North Billingham and Cowpen Lane Industrial Estate.

iii) Urban open space and play space.

9. New development will be directed towards areas of low flood risk, that is Flood Zone 1, as identified by the Borough's Strategic Flood Risk Assessment (SFRA). In considering sites elsewhere, the sequential and exceptions tests will be applied, as set out in Planning Policy Statement 25: Development and Flood Risk, and applicants will be expected to carry out a flood risk assessment.

10. When redevelopment of previously developed land is proposed, assessments will be required to establish:

- _ the risks associated with previous contaminative uses;
- _ the biodiversity and geological conservation value; and
- _ the advantages of bringing land back into more beneficial use.

Saved Policy REC1 of the adopted Stockton on Tees Local Plan

Development which would result in the permanent loss of playing space will not be permitted unless:

- (i) Sports and recreation facilities can best be retained and enhanced through the redevelopment of a small part of the site, or
- (ii) Alternative provision of equivalent community benefit is made available, or
- (iii) The land is not required to satisfy known local needs.

MATERIAL PLANNING CONSIDERATIONS

32. This is a reserved matters application for the proposed crematorium. As the principle of development has been accepted the main material considerations in relation to this application are the finer details of the reserved matters, relating to the scale, layout and appearance of the development, and the landscaping and access to the site.

Appearance, Layout and Scale of the Development

33. The position of the crematorium building is largely governed by the Cremation Act 1902 which generally requires the building to be located 200 yards from any residential property.

34. The crematorium building is situated to the rear of the development close to the northern boundary which allows the remainder of the site to be attractively landscaped. A large open 'plaza' area is provided in front of the crematorium building. This will include feature paved areas, lawns and decorative shrubs.

35. The office building is located to the rear of the site behind the eastern car park. The 'book of remembrance' pavilion building is located adjacent to the memorial gardens and forms a

focal point to this area of the site. The remainder of the land is to be landscaped and includes remembrance gardens, roads and footpaths.

36. The road network within the site has been designed with a main 'tree lined boulevard' which leads from the site entrance to the crematorium and access is taken from this main route to the car parks and other roads. Footpaths around the site provide full routes around the gardens and to the buildings.
37. The proposed building will be a maximum of 9 metres in height with the enclosed stack and flue extending to a maximum of 10.5 metres high. The two chapels have been designed to be the prominent features whilst the remaining areas are lower in height.
38. The design is contemporary but will use simple traditional materials such as brickwork, stone, timber and aluminium windows and doors. The crematorium building provides a focal point to the whole site development and links to the adjacent gardens, hard and soft landscaped areas, memorial gardens and car parking.
39. The crematorium contains two chapels with associated entrances, waiting areas and toilets. Between the chapels there is a service area which includes the necessary equipment, together with office, reception and other ancillary rooms. The design of the crematorium building has been formed by considering how the building needs to function and also how it would be used by people taking into consideration the waiting areas, service chapel and the floral tribute area.
40. A separate office building is located adjacent to the car park to the east of the crematorium. There is a 'book of remembrance' pavilion building located to the south of the crematorium building. A small electrical sub-station is located adjacent to the site entrance to accommodate a new electric supply to the site. The office building is more functional in design yet uses the same design principles and material palette, and the Remembrance Pavilion creates a central feature to the memorial gardens.
41. When considering the layout; scale and appearance it is considered that the proposal assimilates well within the landscape and has been sensitively designed to reflect its use. Overall it is considered that the plans are acceptable and there are no planning issues that would warrant refusal of the application.

Landscaping

42. The proposed plan shows a tree lined boulevard to the proposed crematorium building, with clear, defined areas around the remainder of the site and woodland planting to the boundaries.
43. Whilst the proposed landscaping design principles are generally acceptable, the exact nature of the planting and species will be agreed as part of the discharge of conditions on the outline application.

Access

44. A Transport Statement has been prepared for the development and is included as part of the planning application documentation. To accommodate vehicular access to the site, a new signalised junction is proposed on the B1274 Junction Road. A right turn pocket has been provided to accommodate traffic accessing the site from Junction Road westbound. This will reduce the likelihood of development traffic blocking the mainline traffic along Junction Road.

45. The existing signalised crossing to the west of the site will be retained. The existing toucan crossing to the east of the site was installed as part of the school development on the northern side of Junction Road. The school has since moved from the site and therefore this crossing is no longer required and will be removed. This will reduce the number of stop-start movements on this part of Junction Road. Pedestrian access is provided from Junction Road via a new footpath which leads straight to the building.
46. Roads are wide enough for two-way traffic and car parking is provided within the site for each chapel, along with cycle parking adjacent to the office building. The Highways Transport and Design Manager confirmed that the level of car parking provision is acceptable.
47. In terms of traffic generation, the figure of 23 vehicles (46 two-way trips) per funeral service is considered appropriate. Assuming a maximum of 6 services in a day, the daily trip generation for the proposed site would be 276 two-way trips. Since the services begin every hour, there would be 46 two-way trips per hour during the crematorium operating time. Traffic from the previous service will be leaving at the same time as the traffic is arriving for the next service. This traffic will arrive and depart outside of peak times. It is anticipated that the 10-12 staff at the site would be local residents. It is assumed that 80% of them would travel by car giving a total of 8-10 arrivals before 08:30 in the morning, and 8-10 departures after 17:00 in the evening. The staff trips will arrive and depart outside of the guest arrival and departure times, but within the peak times
48. The Highways, Transport and Design Manager has considered the proposed scheme and resultant traffic impacts and the assessment confirms that the access and associated works will operate within capacity and is therefore considered to be acceptable,
49. Overall it is considered that the traffic impacts from the proposed scheme will not be significant and in terms of the NPPF will not be considered severe as most traffic movements will occur outside the peak hours. The location of the site is considered to represent an accessible location for sustainable travel and car parking provision will be provided to meet the expected parking demand for the site.
50. In addition it should be note that the proposed crematorium will also reduce the vehicular traffic that currently travels from Stockton to the Teesside Crematorium in Middlesbrough.

CONCLUSION

51. Overall it is considered that the proposed development is acceptable in terms of access, appearance, landscaping, layout and scale and it is considered that the site could satisfactorily accommodate the proposal without any undue impact on the amenity of any adjacent neighbours.
52. It is considered that the reserved matters are in general accordance with the National Planning Policy Framework and the Development Plan policies and therefore the recommendation is to approve the reserved matters application subject to the conditions set out in the report.

Director of Economic Growth and Development
Contact Officer Mrs Elaine Atkinson Telephone No 01642 526062

WARD AND WARD COUNCILLORS

Ward	Roseworth
Ward Councillor(s)	Councillor Jim Beall
Ward Councillor(s)	Councillor Barbara Inman BEd BA ADPSE

IMPLICATIONS

Financial Implications: There are no known financial implications in determining this application

Legal Implications: There are no known legal implications in determining this application.

Environmental Implications: The proposal relates to a reserved matters development and its visual impacts, along with matters relating to landscaping are considered and addressed within the report

Human Rights Implications: The provisions of the European Convention of Human Rights 1950 have been taken into account in the preparation of this report which has included an assessment of people's representations and a weighing up of the points raised. It is considered that no existing residents would be severely affected by the proposed development sufficient to warrant refusal of the application.

Community Safety Implications: The provisions of Section 17 of the Crime and Disorder Act 1998 have been taken into account in the preparation of this report. Within this report consideration has been given to implications of increased traffic movements and the need contributions to improvements. There are no other notable impacts on community safety recognised within the assessment of the proposed development

Background Papers:

The Town and Country Planning Act 1990.

National Planning Policy Framework

Stockton on Tees Local Plan Adopted Version June 1997

Core Strategy Development Plan Document March 2010

Supplementary Planning Document 3: Parking Provision for New Developments

Supplementary Planning Document: Open Space, Recreation and Landscaping

Application File and Relevant Planning History as referred to in the report.