

ITEM H

**Woodvale Crematorium,
Lewes Road, Brighton**

**BH2013/01566
Full Planning**

28 AUGUST 2013

<u>No:</u>	BH2013/01566	<u>Ward:</u>	HANOVER & ELM GROVE
<u>App Type:</u>	Full Planning		
<u>Address:</u>	Woodvale Crematorium Lewes Road Brighton		
<u>Proposal:</u>	Installation of 16 no. illuminated bollards to South driveway.		
<u>Officer:</u>	Liz Arnold Tel 291709	<u>Valid Date:</u>	24/05/2013
<u>Con Area:</u>	N/A	<u>Expiry Date:</u>	19 July 2013
<u>Listed Building Grade:</u> Crematorium is Grade II			
<u>Agent:</u>	Evolution, 6 St Johns Place, Hove, BN3 2FJ		
<u>Applicant:</u>	Brighton & Hove City Council, Mr Paul Holloway, Brighton Town Hall, Bartholomew Square, Brighton, BN1 1JA		

1 RECOMMENDATION

- 1.1 That the Committee has taken into consideration and agrees with the reasons for the recommendation set out in section 11 and the policies and guidance in section 7 and resolves to **GRANT** planning permission subject to the Conditions and Informatives set out in section 11.

2 SITE LOCATION & DESCRIPTION

- 2.1 The application relates to the southern drive which provides access from Lewes Road to Woodvale Crematorium.
- 2.2 Woodvale Crematorium is located within the grounds of Brighton Borough (Lewes Road) Cemetery. The property is Grade II Listed. The building was originally designed and built as cemetery chapels in 1857 with the crematorium added to the rear of the two chapels in 1930 and a further extension in 2000. The building is constructed of knapped flint with Caen Stone dressings beneath steeply-pitched slate roofs. The style is Victorian Gothic and the two matching chapels (north and south) lie either side of a central three-stage tower and spire. To the rear (east) is the flat-roofed crematorium extension with a tall octagonal chimney at the south east corner. Internally the two chapels have exposed timber roofs supported on moulded stone responds, gothic arched doorways and plastered walls. As well as its architectural interest the building has historic interest as the first crematorium in Sussex.

3 RELEVANT HISTORY

- BH2013/01587** - Widening of existing catafalques to North and South chapels and installation of shutter to Crematory. Approved 26/06/2013.
- BH2013/00930** - Internal and external alterations including removal of existing 3no cremators and associated equipment and installation of 2no new cremators, associated equipment and flue gas treatment plant. Installation of new power cabinet and external fans, chiller unit and outdoor units to the roof with safety guarding. Existing rooflights to have the sides rebuilt with external louvres. Replacement of existing electronic panel convector heaters within north and south chapels, tower and crematorium with new column radiators and

replacement of cast iron ogee gutter and downpipes. (Part-Retrospective)
Approved 29/05/2013.

BH2013/00929 - Alterations and refurbishment works within a crematorium including removal of existing 3. no cremators and associated equipment and installation of 2no new cremators, associated equipment and flue gas treatment plant. Installation of new power cabinet and external fans, chiller unit and outdoor units to the roof with safety guarding. Existing rooflights to have the sides rebuilt with external louvres. Replacement of existing electronic panel convector heaters within north and south chapels, tower and crematorium with new column radiators and replacement of cast iron ogee gutter and downpipes.
Approved 17/05/2013.

BH2010/03223 - Change of Use from Garden Workers Office to Coroners Court. Approved 10/12/2010.

BH2009/00618 - Proposed repairs and replacements to stonework. Rebuilding of flint facings to tower walls. Structural repairs to buttresses including some stone replacements. Leaded light repairs. Approved by Secretary of State 26/06/2009

4 THE APPLICATION

- 4.1 Planning permission is sought for the installation of 16 no. illuminated bollards to the south drive.

5 PUBLICITY & CONSULTATIONS

External:

- 5.1 **Neighbours:** No responses received.
- 5.2 **CAG:** The group recommends refusal due to the inappropriate nature of the lighting in respect of the heritage gardens and driveway and further notes that no clear case has been made for the installation of the lighting. The group request that if officer's recommendation is for approval then the matter should be referred to the Planning Committee.
- 5.3 **County Archaeology:** Although the application is situated within an Archaeological Notification Area, do not believe that any significant archaeological remains are likely to be affected by the proposals. For this reason have no further recommendations to make in this instance.
- 5.4 **County Ecologist:** (Original comment 8/07/2013) The proposed development lies within the Woodvale, Extra-mural and Downs Cemeteries Site of Nature Conservation Importance (SNCI). The SNCI is designated for its broad-leaved woodland, dense scrub, rough grassland, relict chalk grassland and pond. There are also bat records from the local area and it is likely that the site is used as a foraging area for bats.
- 5.5 Given the scale of the proposed development and the fact that it is only intended that the bollards are lit during the times when the grounds are open to the public, it is unlikely that there will be any significant impact on the SNCI and local biodiversity.

- 5.6 If it is proposed to extend the lighting times beyond those stated in the Design and Access Statement, national guidance should be followed to minimise any potential impact on bats.
- 5.7 (Additional comments 30/07/2013 following query from Case Officer) Given the type of lighting proposed and the fact that the site is used as foraging rather than as a roost and the greatest activity will be during the summer when the days are longer, consider that the use of lights between 8:00 and 19:00 everyday is acceptable. The BCT guidance should still be followed with respect to the type and wattage of bulbs that should be used, baffling etc.
- 5.8 **Natural England:** From the information provided it does not appear to fall within the scope of the consultation that Natural England routinely comments on.
- Internal:**
- 5.9 **Heritage:** (Original comments 16/07/2013) Seek amendments and further information. It should be queried whether it is necessary to install a bollard between the two lighting columns at the head of the driveway, in front of the listed chapels.
- 5.10 Two other issues require clarification. There are three options shown for the head of the bollard but it is not clear which design is proposed. Linked to this there are two alternative light sources (high output SON and MBI or low energy CFL). It should be clarified which is to be used and also that the chosen type produces a white light (not yellow/orange which is inappropriate in historic settings).
- 5.11 (Final comments 23/07/2013 following receipt of amendments and further information) Confirm that the revised plan and additional information satisfactorily addresses previous concerns, would now recommend approval.
- 5.12 **Sustainable Transport:** Supports the application as the Highway Authority has no objections to the application. The proposed bollards are not located on the adopted highway and are not forecast to have a negative highway impact.

6 MATERIAL CONSIDERATIONS

- 6.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 states that “If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.”
- 6.2 The development plan is:
- Brighton & Hove Local Plan 2005 (saved policies post 2007);
 - East Sussex, South Downs and Brighton & Hove Waste and Minerals Plan (Adopted February 2013);
 - East Sussex and Brighton & Hove Minerals Local Plan (November 1999); Saved policies 3,4,32 and 36 – all outside of Brighton & Hove;

- East Sussex and Brighton & Hove Waste Local Plan (February 2006); Saved Policies WLP 7 and WLP8 only – site allocations at Sackville Coalyard and Hangleton Bottom and Hollingdean Depot.
- 6.3 The National Planning Policy Framework (NPPF) was published on 27 March 2012 and is a material consideration which applies with immediate effect.
- 6.4 Due weight should be given to relevant policies in the development plan according to their degree of consistency with the NPPF.
- 6.5 The Brighton & Hove City Plan Part One (submission document) is an emerging development plan. The NPPF advises that weight may be given to relevant policies in emerging plans according to their stage of preparation, the extent to which there are unresolved objections to relevant policies and the degree of consistency of the relevant policies to the policies in the NPPF.
- 6.6 All material considerations and any policy conflicts are identified in the “Considerations and Assessment” section of the report.

7 RELEVANT POLICIES & GUIDANCE

The National Planning Policy Framework (NPPF)

Brighton & Hove Local Plan:

SU9	Pollution and nuisance control
QD17	Protection and integration of nature conservation features
QD18	Species protection
QD19	Greenways
QD25	External lightning
QD27	Protection of Amenity
NC4	Sites of Nature Conservation Importance (SNCIs) and Regionally Important Geological Sites (RIGS)
NC6	Development in the countryside/downland
HE3	Development affecting the setting of a Listed Building
HE11	Historic parks and gardens
HE12	Scheduled ancient monuments and other important archaeological sites

Brighton & Hove City Plan Part One (submission document)

SS1	Presumption in Favour of Sustainable Development
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8 CONSIDERATIONS & ASSESSMENT

- 8.1 The main considerations in the determination of this application relate to the impacts of the proposed illuminated bollards upon the visual amenities of the Woodvale Crematorium/Cemetery and the surrounding area, the impacts upon the amenities of neighbouring properties and the impacts upon wildlife.
- 8.2 Under policy QD25 proposals for external lightning will be required to form part of an overall design strategy which demonstrates how they work in harmony

with existing and surrounding lighting and create a balance between light and shadow which avoids both over-lighting and under-lighting.

- 8.3 Planning permission will not be granted for lighting units which emit over-intense light in the context of the use of the building or space to be illuminated and/or can be seen to cause detriment to amenity, environment, highway safety or cause significant light pollution especially upward light pollution.
- 8.4 Woodvale Crematorium is accessed from Lewes Road via a single lane and a one-way traffic system, with the southern side provide access and the northern side egress. These roads also provide parking for visitors.
- 8.5 The driveway is currently lit by 10 existing columns from the main entrance of Lewes Road up to the point of the Corners Office. There are also 2 existing columns outside the North and South Chapels. The remainder of the driveway is unlit.
- 8.6 Consent is sought for the installation of 16 illuminated bollards to the southern section of the one-way driveway in order to light the way for customers and staff between the hours of 8am and 7pm each day.
- 8.7 Since submission of the application justification for the proposal has been received. It is stated that currently the area around the crematorium and main driveway, used by both staff and customers, are not well lit. Funeral services run until around 4.30pm however the driveway can become dark before this, due the presence of tall trees overshadowing the driveway, which can cause problems for customers and staff leaving the site either in vehicle or on foot.
- 8.8 Since the submission of the application the proposal has been amended in order to omit the installation of an additional lighting column opposite the chapels as it was considered that such installation would be inappropriate as the character further up the valley is more informal in character and sylvan in landscaping.
- 8.9 The proposed 1.1m high Edison light bollards (louvered option), which would be of a simple design, in cast aluminium with a black finish, would represent a more appropriately low key lighting solution and would illuminate at driveway level only, in a white light.
- 8.10 As part of the application a new feeder pillar would be installed between the eastern most existing light column and the western most proposed light bollard.
- 8.11 The site lies within the Woodvale, Extra-mural and Downs Cemeteries Site of Nature Conservation Importance (SNCI). The County Ecologist comments that the proposal is unlikely to cause a significant impact on the SNCI and local biodiversity given the scale of the development proposed and the intended hours of use of the lights. However it is stated that if the lighting times are extended beyond those stated national guidance should be followed in order to minimise any potential impact on bats. It is recommended that a condition be attached to an approval to restrict the hours of use of the lighting in order to

ensure that the proposal does not have a harmful impact upon local biodiversity, especially bats.

9 CONCLUSION

9.1 It is considered that the proposal would not have an adverse impact upon the visual amenities of the related crematorium and cemetery or the surrounding area including the surrounding Site of Nature Conservation Importance. Furthermore it is considered that the proposal would not have a significant adverse impact upon the amenities of neighbouring properties and, subject to the compliance with the attached condition, would not cause significant harm to species protection. The proposal accords with policies of the Brighton and Hove Local Plan, approval is therefore recommended.

10 EQUALITIES

10.1 None identified.

11 PLANNING OBLIGATION / CONDITIONS / INFORMATIVES

11.1 Regulatory Conditions:

- 1) The development hereby permitted shall be commenced before the expiration of three years from the date of this permission.
Reason: To ensure that the Local Planning Authority retains the right to review unimplemented permissions.
- 2) The development hereby permitted shall be carried out in accordance with the approved drawings listed below.
Reason: For the avoidance of doubt and in the interests of proper planning.

Plan Type	Reference	Version	Date Received
External Lighting to Drive Site Location Plan	278/100	Rev. P1	16 th May 2013
External Bollard Lighting to Drive Block Plan	278/101	Rev. P1	16 th May 2013
Site Plan Road Lighting	1274/ES1	Rev. 3	22 nd July 2013

- 3) The lighting bollards hereby approved shall not be lit other than between the hours of 8:00 and 19:00.
Reason: To safeguard these protected species from the impact of the development and ensure appropriate integration of new nature conservation and enhancement features in accordance with policy QD17 and QD18 of the Brighton & Hove Local Plan.

11.2 Informatives:

- 1) In accordance with the National Planning Policy Framework and PolicySS1 of the Brighton & Hove City Plan Part One (submission document) the approach to making a decision on this planning application has been to apply the presumption in favour of sustainable development. The Local Planning Authority seeks to approve planning applications which are for sustainable development where possible.
- 2) This decision to grant Planning Permission has been taken:

PLANNING COMMITTEE LIST – 28 AUGUST 2013

(i) having regard to the policies and proposals in the National Planning Policy Framework and the Development Plan, including Supplementary Planning Guidance and Supplementary Planning Documents:
(Please see section 7 of the report for the full list); and

(ii) for the following reasons:-

It is considered that the proposal would not have an adverse impact upon the visual amenities of the related crematorium and cemetery or the surrounding area including the surrounding Site of Nature Conservation Importance. Furthermore it is considered that the proposal would not have a significant adverse impact upon the amenities of neighbouring properties and, subject to the compliance with the attached condition, would not cause significant harm to species protection.

