

<b>Item No.</b> 7.1	<b>Classification:</b> Open	<b>Date:</b> 5 April 2016	<b>Meeting Name:</b> Planning Sub-committee A
<b>Report title:</b>	<b>Development Management planning application:</b> Council's own development Application 16/AP/0039 for: Full Planning Permission Application 16/AP/0040 for: Listed Building Consent  <b>Address:</b> CAMBERWELL NEW CEMETERY, BRENCHLEY GARDENS, LONDON SE23 3RD  <b>Proposal:</b> Internal renewal of finishes, minor structural amendments and renewal of cremators and other equipment; installation of new glazed rooflights into existing and new openings; replacement of windows.		
<b>Ward(s) or groups affected:</b>	Peckham Rye		
<b>From:</b>	Head of Planning		
<b>Application Start Date</b> 20/01/2016		<b>Application Expiry Date</b> 06/04/2016	
<b>Earliest Decision Date</b> 12/03/2016			

## RECOMMENDATIONS

1. To grant planning permission subject to conditions.
2. To grant listed building consent subject to conditions.

## BACKGROUND INFORMATION

3. These applications have been referred to Sub-Committee for determination as the application site is located on Metropolitan Open Land. These are council's own applications.

### Site location and description

4. The application site is Camberwell New Cemetery, Brenchley Gardens. The application relates to one of the Grade II listed buildings within the cemetery; the Crematorium. The Crematorium is an Italian Renaissance styled building (c. 1939) by the architect Maurice Webb. To the ritual east is a Loggia and the tower is to the west.
5. To the north of the tower is a series of extensions dating from the late 1960s/ early 1970s which house the ducting from the cremators.
6. The site is within the following Core Strategy designations:

Suburban Density Zone - middle, Peckham and Nunhead Action Area, Air Quality Management Area, Metropolitan Open Land, Site of Importance for Nature.

### Details of proposal

7. Permission is sought for:
- Replacement of cremators and associated equipment.
  - Replacement of 6no. steel windows at basement level.
  - Replacement and introduction of 3no. rooflights to the roof (basement level).
  - Replacement existing cooling plant on the basement roof.
  - Internal renewal of finishes and minor structural alterations (basement level).
8. The works seek to replace the cremators and associated equipment together with general upgrade and renewal of finishes at basement level, to improve the working conditions for staff.

9. **Planning history**

12/AP/2376 Application type: Council's Own Development - Reg. 3 (REG3)  
To create a new section of road to link the crematorium to the chapel in Camberwell New Cemetery. A small section of existing garden will be removed to install a new carriageway linking the existing access roads together including new kerbs, footway and removal of trees.

Decision date 26/10/2012 Decision: Granted (GRA)

13/AP/4258 Application type: Council's Own Development - Reg. 3 (REG3)  
Change of use of existing listed cemetery lodge building from (vacant) residential use (ancillary to the cemetery) to office use (ancillary to the cemetery).  
Improvements to the setting of the building including relocation of car parking to rear and reinstatement of front lawns. Minor alterations to the fabric of the building.

Decision date 13/03/2014 Decision: Granted (GRA)

13/AP/4259 Application type: Listed Building Consent (LBC)  
Change of use of existing listed cemetery lodge building from (vacant) residential use (ancillary to the cemetery) to office use (ancillary to the cemetery).  
Improvements to the setting of the building including relocation of car parking to rear and reinstatement of front lawns. Minor alterations to the fabric of the building.

Decision date 28/05/2014 Decision: Granted (GRA)

15/AP/3190 Application type: Full Planning Permission (FUL)  
Localised ground modelling, drainage works; the laying out of new paths and associated landscape works.

Decision date 16/10/2015 Decision: Granted (GRA)

15/AP/2561 Application type: Listed Building Consent (LBC)  
Installation of a fire alarm system within the crematorium and small chapel buildings.  
Installation of emergency lighting within the buildings. (Revised description)

Decision date 12/11/2015 Decision: Granted (GRA)

**Planning history of adjoining sites**

10. No relevant planning history.

**Summary of consultation responses**

11. Two consultation responses received, from Historic England and the Council's Environmental Protection Team.

Historic England

12. Historic England did not wish to offer any comments on this occasion.

Recommendation:

*This application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.*

Environmental Protection Team:

13. The works proposed are vital enabling works to update the cremators. The current cremators are beyond their useful life and require urgent replacement. The cremators also require the installation of mercury abatement plant so that the process will be able to meet the legal requirements for emissions from Crematorium operating as a Part B Process under the Pollution Prevention and Control (England and Wales) Regulations 2000, the Pollution Prevention and Control Act 1999 and the Environmental Protection Act 1990. These works are essential to ensure the process meets current regulatory standards and thus protect the interests of Southwark Council.

**KEY ISSUES FOR CONSIDERATION**

**Summary of main issues**

14. The main issues to be considered in respect of this application are:
  - a) The principle of the development in terms of land use and conformity with strategic policies.
  - b) Amenity and heritage impacts
  - c) Transport impacts

**Planning policy**

National Planning Policy Framework (the Framework)

15. Section 7 Requiring Good Design  
Section 11 Conserving and Enhancing the Natural Environment.  
Section 12 Conserving and Enhancing the Historic Environment

London Plan July 2015 consolidated with alterations since 2011

16. 7.8 Heritage Assets and Archaeology  
7.17 Metropolitan Open Land  
7.19 Biodiversity and Access to Nature

Core Strategy 2011

17. Strategic policy 12 - 'Design and Conservation'  
Strategic policy 11 - 'Open Spaces and Wildlife'  
Strategic policy 13 - 'High Environmental Standards'

Southwark Plan 2007 (July) - saved policies

18. The council's cabinet on 19 March 2013, as required by para 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the Council satisfied itself that the policies and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in

accordance to their degree of consistency with the NPPF.

Policy 3.2 'Protection of amenity'

Policy 3.12 'Quality in design'

Policy 3.15 - 'Conservation of the historic environment'

Policy 3.17 'Listed Buildings'

Policy 3.25 'Metropolitan Open Land

Policy 3.28 Biodiversity

### **Principle of development**

19. The principle of altering the Grade II listed building is considered acceptable in listed building terms, provided that the proposal has due regard for the character, appearance and historic fabric of the listed building and raises no substantial conflict with planning policy or guidance.
20. The main issue is whether the proposal is appropriate development for Metropolitan Open Land (MOL). Saved Southwark Plan policy 3.25 is therefore relevant to the determination of this proposal and states that planning permission will only be granted for appropriate development which is considered to be for the following purposes:
  - i) Agriculture and forestry; or
  - ii) Essential facilities for outdoor sport and outdoor recreation, for cemeteries, and for other uses of land which preserve the openness of MOL and which do not conflict with the purposes of including land within MOL; or
  - iii) Extension of or alteration to an existing dwelling, providing that it does not result in disproportionate additions over and above the size of the original building; or
  - iv) Replacement of an existing dwelling, providing that the new dwelling is not materially larger than the dwelling that it replaces.
21. The site is designated as Metropolitan Open Land. Use for cemetery purposes is specifically listed as an appropriate use of MOL. The proposed renewal of the cremators and associated equipment, related internal works; installation of new glazed rooflights into existing and new openings; replacement of windows are required to support the cemetery operation of the land. The works are largely confined to the interior the crematorium building and will therefore not impact on the quality of the open space and wider nature of the MOL. Therefore the proposal preserves the MOL and its value, and it is considered that the development is compliant with saved Policy 3.25 of the Southwark Plan and Strategic Policy 11 - Open Spaces and Wildlife of the Core Strategy (2011). The site is also designated as a site for importance for nature conservation. Saved policy 3.28 resists development that is harmful to nature conservation. The replacement of the existing cooling plant, cremator and associated equipment, is not considered to have any significant impacts on the biodiversity of the wider cemetery site.

### Cremator equipment

22. The existing cremator equipment is life expired and there is now a legal requirement for the installation of mercury abatement plant. The new cremator units and ductwork will be located in existing positions. The cremator/ ash processing units will be relocated within the basement, as part of the reordering works. The works to replace the cremator equipment are confined to the interior of the building.

#### New air blast cooler

23. A new air blast cooler is proposed to the flat roof to modern extension at basement level. This is renewal of equipment previously approved under LBS Reg: 12/AP/3538 and 12/AP/3540 on 13/2/2013. It is suggested that the original noise level compliance condition is replicated here.

#### Replacement windows and new rooflights

24. The existing windows at basement level are steel framed and appear to date from the time of the 60s/70s extension of the building. The proposal is to replace these units with double glazed steel windows to match the design of the existing. In addition to rooflights will be reinstated and an additional rooflight installed to the roof terrace on the northern side of the building. The works are required to improve the levels of natural light into the basement area. Details of the rooflights and guard rails have been provided in support of the application and considered acceptable.

#### Building Works

25. As part of the works to upgrade the basement a limited amount of reconfiguration of the accommodation is proposed. The works largely entail removal of modern partitions or adjustment of existing openings. Where new structural openings or viewing windows are proposed, details have been provided and these are considered acceptable. In the small store redundant vents will be sealed internally, retaining the appearance of the air bricks externally. Other works to the basement include: a new suspended ceiling and lighting, redecoration, new tiling to walls and new tiled or vinyl floor covering and new kitchenette units. The existing decorative finishes are modern and there will be no loss of important historic fabric as a result of the refurbishment works. In the new control room the existing concrete floor plinths will be removed, these date from the 1960s/70s alterations and no longer required for plant.

#### Chapel

26. In the chapel works are required to the catafalque. The top and columns will be cleaned and the existing modern panels replaced with new hardwood panels, which is welcomed. The radiators will be replaced with high efficiency radiators and new pipework will reuse existing runs.

#### **Impact of proposed development on amenity of adjoining occupiers and surrounding area**

27. Saved policy 3.2 of the Southwark Plan seeks to ensure an adequate standard of amenity for existing and future occupiers; Strategic Policy 13 High Environmental Standards requires development to comply with the highest possible environmental standards, including in sustainability, flood risk, noise and light pollution and amenity problems. The nearest residential occupiers to the crematorium are located approximately 50m away at 1-18 Brockley Mews. It is not considered that the plant will have any detrimental impact on the amenity of these properties, having regard to noise or disturbance.

#### **Impact of adjoining and nearby uses on occupiers and users of proposed development**

28. The proposal is associated with the buildings existing use as a crematorium and therefore there will be no impact on nearby uses or adjoining occupiers as a result of

the proposed development.

### **Transport issues**

29. None identified.

### **Impact on character and setting of a listed building and/or conservation area**

30. Section 129 of the NPPF 2012 requires that Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal. The particular significance of this building lies in the Italianate tower, arched entrance and 7-bay loggia to the southeast, none of which will be visually or physically affected by this proposal. The works to the chapel are minor and relate to the catafalque and existing heating system and will not result in the loss of important historic fabric. Externally the new air blast cooler equipment is concealed on a side/rear flat-roof (which is a later extension) and will not have a significant impact on the listed building's significance. Whilst the new rooflights will be visible in view they will read as part of the modern extension and not impact on principle views of the original crematorium building.
31. The proposed alterations will not result in the loss of important historic fabric and the changes to the plan form are considered minor in nature. Saved Policy 3.15 Conservation of the historic environment, requires that development should preserve or enhance the special interest or historic character or appearance of buildings. Saved Policy 3.17 Listed buildings, requires that development proposals involving a listed building should preserve the building and its features of special architectural or historic interest. Proposals should: involve no loss of important historic fabric; not be detrimental to the special architectural or historic interest of the building; and relate sensitively to the listed building. Strategic Policy 12 – Design and conservation of Core Strategy 2011, requires that development will achieve the highest possible standards of design for buildings that conserve or enhance the significance of Southwark's heritage assets, their settings and wider historic environment. Given the type the works proposed to the listed building, it is considered that these will not compromise the historic/architectural integrity of the listed building.
32. These Southwark Plan policies are reinforced by the London Plan 2011 (July) Policy 7.8 'Heritage assets and archaeology', which requires a demonstration that the scheme, protects and enhance London's historic environment, should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail. Overall it is considered that the scheme is sympathetic, would not be detrimental to the listed building and therefore has complied with Policy 7.8.

### **Planning obligations (S.106 undertaking or agreement)**

33. This application for replacing existing cremators and associated equipment, and minor internal alterations to the listed building is not CIL liable.

### **Conclusion on planning issues**

34. It is considered that the proposed minor alterations to the listed building, will not have no adverse impact on the character or setting of either the listed building, nor adverse impact on the Metropolitan Open Land within which the application site is located. The development will have no significant adverse impacts on the amenity of any adjoining occupiers or the surrounding area. The works are essential to ensure the cremation process meets current regulatory standards and thus protect the interests of Southwark Council and complies with the relevant saved policies of The

Southwark Plan 2007, The Core Strategy 2011, London Plan 2015 and the NPPF 2012. As such it is recommended that planning permission and Listed Building Consent be granted subject to conditions.

### Community impact statement

35. In line with the council's community impact statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.

a) The impact on local people is set out above. NONE

b) The following issues relevant to particular communities/groups likely to be affected by the proposal have been identified as NONE

c) There are no likely adverse or less good implications for any particular communities/groups have been also been discussed above.

### Consultations

36. Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

### Consultation replies

33. Details of consultation responses received are set out in Appendix 2.

### Human rights implications

37. This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.

38. This application has the legitimate aim of upgrading the cremator at Honor Oak Crematorium. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

### BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/2339-A Application file: 16/AP/0039 Southwark Local Development Framework and Development Plan Documents	Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 2289 Council website: www.southwark.gov.uk

## APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Recommendation 16/AP/0039
Appendix 4	Recommendation 16/AP/0040

## AUDIT TRAIL

<b>Lead Officer</b>	Simon Bevan, Director of Planning	
<b>Report Author</b>	Tracy Chapman, Team Leader	
<b>Version</b>	Final	
<b>Dated</b>	11 March 2016	
<b>Key Decision</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Strategic Director of Finance and Governance	No	No
Strategic Director of Environment and Leisure	No	No
Strategic Director of Housing and Modernisation	No	No
Director of Regeneration	No	No
<b>Date final report sent to Constitutional Team</b>		18 March 2016

## APPENDIX 1

### Consultation undertaken

**Site notice date:** 15/02/2016

**Press notice date:** 18/02/2016

**Case officer site visit date:** 25/02/2016

**Neighbour consultation letters sent:** 12/02/2016

#### Internal services consulted:

Environmental Protection Team Formal Consultation [Noise / Air Quality / Land Contamination / Ventilation]

#### Statutory and non-statutory organisations consulted:

n/a

#### Neighbour and local groups consulted:

13 Brockley Mews London SE4 2DJ  
14 Brockley Mews London SE4 2DJ  
11 Brockley Mews London SE4 2DJ  
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**Re-consultation:** n/a

## **APPENDIX 2**

### **Consultation responses received**

#### **Internal services**

Environmental Protection Team Formal Consultation [Noise / Air Quality / Land Contamination / Ventilation]

#### **Statutory and non-statutory organisations**

None

#### **Neighbours and local groups**

None