

VALE OF GLAMORGAN

**LOCAL DEVELOPMENT PLAN - BURIAL LAND STUDY**

FINAL REPORT



# **VALE OF GLAMORGAN COUNCIL**

## **BURIAL LAND STUDY**

**FINAL**

**November 2008**

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Cardiff CF10 3BN**

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## Abbreviations

<b>BATNEEC</b>	Best Available Techniques Not Entailing Excessive Cost
<b>BCBC</b>	Bridgend County Borough Council
<b>CSO</b>	Central Statistics Office
<b>DCA</b>	Department of Constitutional Affairs
<b>DEFRA</b>	Department for Environment, Food and Rural Affairs
<b>DTA</b>	Defence Training Academy
<b>EA</b>	Environment Agency
<b>Ha</b>	hectare
<b>LA</b>	Local Authority
<b>LDP</b>	Local Development Plan
<b>LPA</b>	Local Planning Authority
<b>PPG</b>	Planning Policy Guidance
<b>RCTCBC</b>	Rhondda Cynon Taff County Borough Council
<b>SEWSPG</b>	South East Wales Strategic Planning Group
<b>UDP</b>	Unitary Development Plan
<b>VoG</b>	Vale of Glamorgan

## Executive Summary

- S1 TACP was commissioned by the Vale of Glamorgan Council in November 2007 to undertake a review of the Vale's existing burial facilities and to determine whether any additional facilities are required for the emerging Local Development Plan (LDP), which covers the period 2011 to 2026.
- S2 The Vale of Glamorgan has a population of 119,292 of which approximately 48,000 are located within Barry. Approximately 45,500 are distributed amongst the larger towns of Penarth, Llantwit Major, Dinas Powys and Cowbridge. The remaining population is located within smaller villages and hamlets scattered across the Vale.
- S3 The Study included consideration of existing capacity of burial facilities within the Vale, use of burial facilities by Vale residents in adjacent counties, alternative options to traditional burial, changing requirements for burial facilities, population structure and projections during the LDP Period, planning guidelines, guidelines for determining location for additional burial resources and potential sites for additional or extended facilities.
- S4 A stakeholder workshop was held in November 2007 to consider the issues regarding burial provision, including whether additional facilities were necessary, what types of facilities might be necessary, where provision should be considered and the issues relating to public and private provision. A wide range of stakeholders were invited and twenty three organisations were represented at the workshop.
- S5 Existing burial facilities within the Vale include: Town Council run public cemeteries; community council burial facilities; church grave yards and a green burial site. In addition, burial facilities in adjacent Counties are used by Vale residents, in particular Thornhill Cemetery and Crematorium in Cardiff, Coychurch Cemetery in Bridgend and to a lesser extent Glyn Taff Crematorium in Pontypridd.

- S6 The results of the study show that although some of the public cemeteries such as The Limes, Cowbridge and Merthyr Dyfan, Barry have adequate land for the duration of the LDP period, based on current rates, there is not sufficient existing capacity within Llantwit Major, Penarth or Porthkerry. In addition, most of the community council run burial grounds are expected to reach capacity within the LDP period. Although the number of burials carried out within these facilities is very low compared to the Town Council run public cemeteries they provide an important local resource for local communities. There is also very limited capacity within church graveyards and, for the mostpart, no plans for expansion.
- S7 Data collected during the study indicated that throughout the Vale there is an average of 27% burial to 73% cremation which is in line with the national average, although there are local variations. This indicates that distance has generally not prevented Vale residents from choosing to be cremated in adjacent county boroughs.
- S8 The areas identified for growth in the LDP Draft Preferred Strategy relate predominantly to the existing centres of population, with the exception of the proposed Defence Training Academy (DTA) at St Athan. Additional housing identified in the draft preferred strategy could provide greater pressure on the existing burial facilities especially within Penarth, Barry, Llantwit Major and Cowbridge. There are currently no burial facilities in St Athan. Thus the proposed DTA at St Athan could create greater pressure on the existing burial facilities within Porthkerry, Llantwit Major and Barry.
- S9 Based on known current capacity, population and death rate projections outlined in The Vale of Glamorgan Local Development Plan 2011-2026 Population and Housing Projections Topic Paper and the LDP draft preferred strategy, it is clear that additional burial capacity is required within the Vale during the LDP period. This is particularly the case within the Town Council run public cemeteries in Penarth and Llantwit Major. It is anticipated that with the implementation of the

proposed housing development the cemeteries within Barry, Cowbridge and Porthkerry could be at or near capacity by the end of the Plan period.

- S10 Given the study findings, two main options were presented for additional burial provision: firstly, the expansion of existing facilities where this is possible. This is the most pragmatic and cost effective solution and was recommended for the Limes Cemetery in Cowbridge. Secondly, where little opportunity exists for expansion or in the case of the planned new development in St Athan DTA, no facility exists within an area proposed for large scale residential development, new facilities should be considered. Recommended search areas include between Penarth and Barry, to the north west of Barry and near to St Athan. These would provide additional capacity for the existing cemeteries in Penarth, Barry, Llantwit Major, Cowbridge and Porthkerry.
- S11 Whilst there is anecdotal evidence that distance from crematoria and cost prevent Vale residents from using these facilities, especially in Barry, the data collected through the study indicates that the ratio between cremation and burial correlates to the national average (30% burial to 70% cremation). Services providers have confirmed that there is capacity for cremation of Vale residents through the LDP period. Research from similar South Wales authorities has indicated that people do travel for cremation especially within Monmouthshire. However, it should also be recognised that the provision of services such as crematoria can create their own demand even where there is capacity in adjacent authorities.
- S12 Although some of the existing burial facilities within the Vale will reach, or be near to, capacity by the end of the Plan period, the Vale of Glamorgan does have opportunities for increasing capacity either through extension to existing facilities or the development of new ones. However, it is recommended that during the plan period, consideration is given to burial preferences of residents which may reflect changes in the ethnic and religious backgrounds of the population.

## 1.0 INTRODUCTION

### 1.1 Background to the Burial Land Study

- 1.1.1 TACP was commissioned by the Vale of Glamorgan Council in November 2007 to undertake a quantitative and qualitative review of the Vale's existing burial land facilities and to determine whether any additional facilities are required for the emerging Local Development Plan (LDP), which covers the period 2011 to 2026. The study will also assist the Council in drafting appropriate policies and safeguarding land for burial use if required.
- 1.1.2 The Vale of Glamorgan is Wales' most southerly Unitary Authority, lying west of Cardiff between the M4 to the north and the Severn Estuary to the south. The authority covers 33,097 hectares of which approximately 85% or (28,132 hectares) is agricultural land. Its neighbouring authorities are Bridgend County Borough Council (BCBC) to the west, Cardiff Council to the east and Rhondda Cynon Taff County Borough Council (RCTCBC) to the north.
- 1.1.3 The Vale of Glamorgan has a population of 119,292 of which approximately 48,000 are located within Barry, which serves as the administrative centre for the Vale. Approximately 45,500 are distributed amongst the larger towns of Penarth, Llantwit Major, Dinas Powys and Cowbridge. The remaining population is located within smaller villages and hamlets scattered across the Vale.
- 1.1.4 The Vale of Glamorgan is an attractive and productive lowland landscape. People not only live and work in the Vale but use it for recreation and tourism. It boasts the Glamorgan Heritage Coast and two areas of Registered Landscapes of Outstanding Historic Interest. Historically, the Vale is divided into the 'border vale' to the north and the 'Bro' to the south split by the A48 Roman Road. The division is more marked between the urbanised South East Vale centred on Barry and the more tranquil rural Vale to the West and North. (Taken from Landscapes Working for the Vale of Glamorgan, 1999)

## 2.0 APPROACH

- 2.1 The study included consideration of the following:
- existing capacity of burial facilities within the Vale,
  - use of burial facilities by Vale residents in adjacent counties
  - alternative options to traditional burial
  - changing requirements for burial facilities
  - population structure and projections during the LDP Period
  - guidelines for determining locations for additional burial resources
  - potential sites for additional or extended facilities
- 2.2 TACP has reviewed burial land information provided by the Vale of Glamorgan Council to including relevant maps, policies, plans and strategies and planning applications. In addition, information has been obtained from other councils within England and Wales, Statutory Environmental Bodies, organisations involved in the provision or administration of burial services and facilities and other relevant organisations. Statistical data has been obtained from the Office of National Statistics (ONS) 2001 National Census information, the Vale of Glamorgan Population and Housing Projections Topic Paper, December 2007 and from the Vale of Glamorgan Death Register.
- 2.3 TACP and the Vale of Glamorgan Council consulted with owners and managers of existing burial facilities within the Vale and in adjoining local authorities of RCTCBC, Cardiff and BCBC. In addition to email and telephonic communication, a proforma was circulated to the relevant authorities to obtain and confirm information. Additional information was obtained from Monmouthshire and Carmarthenshire County Councils for the purpose of comparison with similar Councils within South Wales.
- 2.4 An important element of the Study was a Stakeholder Workshop which was held on 29<sup>th</sup> November 2007 at the Vale of Glamorgan Council's Civic Offices in Barry. Invitees included LDP consultees, service providers and relevant organisations. The results of the workshop are outlined in Section 5 of this report.

## 3.0 BACKGROUND

- 3.1 The Department of Constitutional Affairs (DCA) is responsible for burial law and practice. In Wales, the Home Secretary is also responsible for exhumation and cremation law, but burial law has otherwise been devolved to the National Assembly for Wales.
- 3.2 Cemeteries and burial grounds are provided by burial authorities (usually district, borough, town or parish councils), private companies and religious bodies, including the Church of Wales. Burials have also taken place in prisons, hospitals and other privately owned land. There are no central records of all places, which have been used as places of burial and the total numbers of burial grounds are not recorded.
- 3.3 Until the early part of the 19th century, burial facilities were provided by the Church in parish churchyards, and by other religious bodies. The population increase following the industrial revolution meant that the existing church yards were unable to cope with the numbers of dead for disposal. Initially, a number of private cemetery companies were established by statute. Further regulation provided for cemeteries to be established by local burial boards, and subsequently local authorities, in response to local needs. The Local Government Act 1972 consolidated much of the preceding legislation and reflected the new local government organisation. Regulations under the Local Authorities' Cemeteries Order 1977 set out the general powers and responsibilities of the statutory burial authorities.
- 3.4 Public policy in relation to cemeteries and crematoria confirms that their provision is a matter for local and commercial decisions based on local demand. Regulation is designed primarily to uphold the public interest in the decent disposal of the dead, to ensure that proper records are kept and preserved, to avoid public nuisance, and to protect buried remains from unnecessary disturbance. The regulation of municipal cemeteries also seeks to ensure uniform

- provision of the grant of burial rights and consistent arrangements for the maintenance of graves and memorials.
- 3.5 Private cemeteries are governed by any private or local Acts which may have established them, or to which they may otherwise be subject, while Church of Wales graveyards are subject to relevant ecclesiastical legislation.
  - 3.6 Cemeteries and crematoria are both subject to strict environmental protection regulations contained within the Crematoria Act (1902) and amendments and other environmental legislation. Refer to Section 8.4. Other guidelines should be adhered to in the planning and administration of burial facilities including the Environment Agency guidelines.
  - 3.7 The Government recognises that cemeteries and burial grounds can be havens of green space and tranquillity in otherwise built-up areas. Although any use for recreation must be clearly subsidiary to, and compatible with, their main function as places of burial, they are one aspect of the public realm and can provide places for walking or quiet reflection. They can also serve as a valuable habitat for trees and other flora and fauna.
  - 3.8 With growing importance being attached to sustainability and the environment, combined with pressure on land, the choice for Green or Natural Burial is increasing within the UK. The term refers to an approach to burials that are deemed 'environmentally friendly'. There are two main types of green burial site: hay meadows and woodlands. Refer to Section 4.6

## **4.0 EXISTING SITUATION**

### **4.1 Context**

4.1.1 The population of the Vale is approximately 119,292 based on the 2001 census information and the number of deaths per year is approximately 1,475, based on Death Register statistics from 2001-2007, refer to Section 6.2.

4.1.2 A review of the existing burial facilities within the Vale of Glamorgan has been carried out which includes: Town Council run public cemeteries; Community Council burial facilities; church grave yards and the recently opened green burial site. It is recognised that the Vale residents use facilities in adjacent Counties especially in terms of crematoria and related burial facilities and these have also been reviewed. This review is based primarily on information provided by the personnel involved in the administration and management of these facilities. It therefore provides a useful guide to facilities, capacities and issues but there may be inherent inaccuracies and some information was not made available. The facilities are described in Sections 4.2-4.6. Refer also to Figure 1.0.

### **4.2 Town Council Run Public Cemeteries within the Vale of Glamorgan**

4.2.1 Town Council run public cemeteries provide the largest burial resource within the Vale. There are five main Town Council run public cemeteries within the Vale which comprise the following:

- Merthyr Dyfan, Barry
- Porthkerry Cemetery, Barry
- Limes Cemetery, Cowbridge
- Llantwit Major Cemetery, Llantwit Major
- Penarth Cemetery, Penarth

For details of individual cemeteries, please refer to the proformas on the following pages. A summary of provision is outlined in Table 4.1 below.

**4.2.1.1 Merthyr Dyfan Cemetery, Barry** – This cemetery is run by Barry Town Council.

All land currently laid out for burial purposes is anticipated to be fully utilised by 2010. There is one remaining site of approximately 2.25 hectares which is owned by the Town Council and is available for future burial purposes as an extension to the existing cemetery. This area is expected to cater for the town's burial requirements up to approximately 2030. There is provision for Church of Wales, Catholic and Muslim burials, although the latter space has not yet been utilised. There are approximately 200 full burials and 70 burials of cremated remains per year which relates to 74% burial to 26% cremated remains. This percentage of cremations to burials is opposite the national average of 70% cremations to 30% burials. Anecdotal evidence identifies distance from crematoria and traditional practice as being the main reasons for this.

**4.2.1.2 Porthkerry Cemetery** - This cemetery is owned by the Vale of Glamorgan Council but is maintained under contract by Barry Town Council.

Based on an average of fifteen burials per year there is currently approximate capacity until 2016 for new burials and very limited (two-three years) capacity for the burial of cremated remains. Plans are being prepared to provide an additional capacity of approximately 240 extra burial spaces and a new area for cremated remains adjacent to the current site. This additional land will provide capacity for an additional 24 years (or until 2040) based on existing burial rates.

**4.2.1.3 Limes Cemetery, Cowbridge** – This cemetery is run by Cowbridge Town Council.

The number of new plots used per year during the past five years ranges from four to fourteen. The number of burials of cremated remains ranges from five to nine per year during the past five years. A proposed extension to the Cemetery will allow for approximately 306 additional plots. At current burial rates it is anticipated that there will be adequate capacity until approximately 2028.

**4.2.1.4 Llantwit Major Cemetery** – This cemetery is run by Llantwit Major Town Council.

Approximately eighty per cent of the cemetery is full. At a current rate of 15 full burials and 20 burials of cremated remains per year, it is estimated that there is capacity for six years for full burials and nine years capacity for cremated remains. There are no plans for additional facilities.

4.2.1.5 **Penarth Cemetery** – This cemetery is run by Penarth Town Council. There is limited capacity within the existing cemetery. There are plans for additional space within the cemetery which could provide capacity until approximately 2014 at a rate of approximately 40 full burials and 30 cremated remains per year.

A particular issue within the cemetery is the number of existing pre-purchased graves, which have not been used. Additional capacity would be available if the legal issues associated with pre-purchase could be resolved.

4.2.1.6 A summary of the provision within the Town Council run public cemeteries is shown in Table 4.1 below and a graph showing relative capacities is shown in Figure 2.0. These clearly indicate that there are issues of lack of capacity in Llantwit Major and Penarth during the Plan period.

**Table 4.1 Summary of Provision within Council Run Public Cemeteries**

<b>Cemetery</b>	<b>Location</b>	<b>Area (ha)</b>	<b>Existing capacity</b>	<b>Burials per year</b>	<b>Possible additional land</b>	<b>Capacity with additional land</b>
<b>Merthyr Dyfan</b>	Barry	10.68	Until 2010	200 burials, 70 cremated remains	2.25ha	Until 2030
<b>Porthkerry</b>	Barry	1.8	Until 2016	15 burials, 12 cremated remains	Approx 240 burial plots + cremation area	Until 2040
<b>Limes</b>	Cowbridge	0.53	Until 2010	Approx 9 burials	Currently being considered	If approved capacity until 2028
<b>Llantwit Major</b>	Llantwit Major	0.84	Until 2014 (full burials) Until 2017 (cremated remains)	Approx 15 full burials and 20 cremated remains	No additional land, no scope for extension.	As existing capacity.
<b>Penarth</b>	Penarth	3.35	Until 2010	40 burials	0.25ha	Until 2014

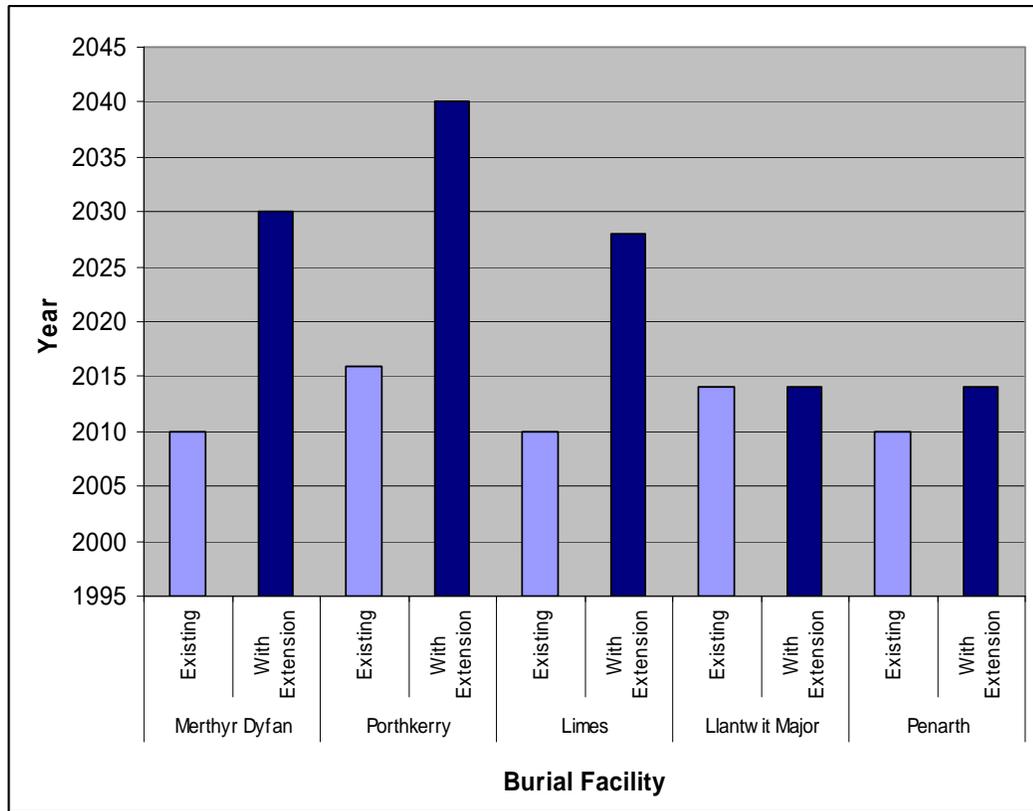
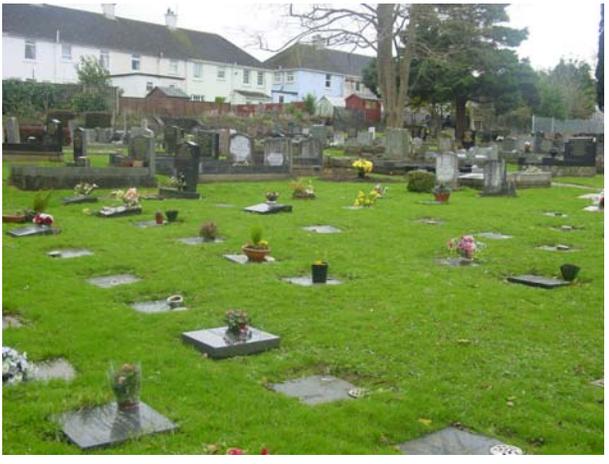


Figure 2.0. – Graph showing burial capacities in Council run burial facilities in the VoG

4.2.1.7 Proformas containing details about the Town Council run public cemeteries are shown on the following pages.

<p><b>Name:</b> Merthyr Dyfan Cemetery</p>	<p><b>Location:</b> Barry</p>
<p><b>Managing Authority:</b> Barry Town Council</p>	<p><b>Size:</b> 10.68 hectares</p>
<p><b>Types of Provision:</b> Church of Wales Burial and Cremated Remains Catholic Muslim</p>	<p><b>Facilities:</b> Garden of Remembrance Babies Memorial Garden</p>
<p><b>Approx. number of burials per year:</b> <i>Full Burials:</i> 200 <i>Cremated Remains:</i> 70</p>	<p><b>Current capacity:</b> Until approx 2010</p>
<p><b>Area of possible additional land:</b> 2.25 hectares</p>	<p><b>Capacity of possible additional land:</b> Until approx 2030</p>
<p><b>Cost of burial / cremation for Vale of Glamorgan residents:</b> Cost of Burial dependant on depth. Residents of Barry single fees, non-residents of Barry Treble fees</p>	<p><b>Photograph:</b></p> 
<p><b>Additional comments:</b> Plans are currently being prepared for the extension of current cemetery. Also new sites being investigated which will provide burial space to last until approximately 2045/2050.</p>	

<p><b>Name:</b> Porthkerry Cemetery</p>	<p><b>Location:</b> Porthkerry, Barry</p>
<p><b>Managing Authority:</b> Vale of Glamorgan Council Maintained under contract by Barry Town Council</p>	<p><b>Size:</b> 1.8 hectare</p>
<p><b>Types of Provision:</b> Church of Wales Cremated remains Catholic</p>	<p><b>Facilities:</b> Church</p>
<p><b>Approx. number of burials per year:</b> <i>Full Burials:</i> 15 <i>Cremated Remains:</i> 12</p>	<p><b>Current capacity:</b> 85 grave plots available, capacity until approx 2016 33 graves for cremated remains capacity until approx 2010</p>
<p><b>Area of possible additional land:</b> Approximately 1.5 hectares</p>	<p><b>Capacity of possible additional land:</b> 240 graves and new cremation area capacity until 2040 (approximately)</p>
<p><b>Cost of burial for Vale of Glamorgan residents:</b> Burial cost dependant on depth for residents of Vale of Glamorgan.  Non- residents of the Vale of Glamorgan are charged treble fees</p>	<p><b>Photograph:</b></p> 
<p><b>Additional comments:</b> Plans are currently being prepared for a site adjacent to the cemetery.</p>	

<p><b>Name:</b> Limes Cemetery</p>	<p><b>Location:</b> Cowbridge</p>
<p><b>Managing Authority:</b> Cowbridge Town Council</p>	<p><b>Size:</b> 0.53 hectares Approximately half of the land is currently laid out.</p>
<p><b>Types of Provision:</b> Church of Wales</p>	<p><b>Facilities:</b> Water</p>
<p><b>Approx. number of burials per year:</b> <i>Full Burials:</i> 9 <i>Cremated Remains:</i> 6</p>	<p><b>Current capacity:</b> 20 grave plots 43 cremated remains</p>
<p><b>Area of possible additional land:</b> None.</p>	<p><b>Capacity of possible additional land:</b> 306 burial plots Capacity for up to 2028</p>
<p><b>Cost of burial for Vale of Glamorgan residents:</b> Fees for Cowbridge Town Council area: Double Depth Grave £216.50 Interment £108.00 Cremation Plot £108.00 Interment £65. Fees outside of Cowbridge area are doubled.</p>	<p><b>Photo:</b></p> 
<p><b>Additional comments:</b> Potential rerouting of a sewer could create capacity for over 50 plots.</p>	

<b>Name:</b> Llantwit Major Cemetery	<b>Location:</b> Llantwit Major
<b>Managing Authority:</b> Llantwit Major Town Council	<b>Size:</b> 4.84 hectares
<b>Types of Provision:</b> Church of Wales	<b>Facilities:</b> Water and waste disposal bin
<b>Approx. number of burials per year:</b> <i>Full Burials:</i> 15 <i>Cremated Remains:</i> 20	<b>Current capacity:</b> <i>Full Burials:</i> 2014 <i>Cremated Remains:</i> 2017
<b>Area of possible additional land:</b> None	<b>Capacity of possible additional land:</b> None
<b>Cost of burial for Vale of Glamorgan residents:</b> Burial      Parish £248 Outside £284  Cremation   Parish £103 Outside £137	<b>Photograph:</b>  <p>(Taken from  <a href="http://www.cwgc.org/search/cemetery_details.aspx?cemetery=2072577&amp;mode=1">http://www.cwgc.org/search/cemetery_details.aspx?cemetery=2072577&amp;mode=1</a>)</p>
<b>Additional comments:</b>  No grave- digging service	

<b>Name:</b> Penarth Cemetery	<b>Location:</b> Penarth
<b>Managing Authority:</b> Penarth Town Council	<b>Size:</b> 3.35 hectares
<b>Types of Provision:</b> Church of Wales	<b>Facilities:</b> Cemetery Chapel & Buildings used for storage of plant and staff rest room plus public toilets
<b>Approx. number of burials per year:</b> <i>Full Burials:</i> 40 <i>Cremated Remains:</i> 30	<b>Current capacity:</b> 68 spaces Capacity up to 2010
<b>Area of possible additional land:</b> Approximately 0.25 hectare	<b>Capacity of possible additional land:</b> Potential area which could provide 100-150 grave plots or capacity up to approximately 2014
<b>Cost of burial for Vale of Glamorgan residents:</b>  New Burials/ Cremated Remains 1 depth £363 2 depth £390 3 depth £423  Re – open Full 1 depth £118 Cremated Remains £59  NB above apply to Penarth residents double fees if deceased resided outside of Penarth admin area.	<b>Photograph:</b>  
<b>Additional comments:</b> The entire cemetery is laid out as burial land Issue of pre-purchased graves which are unused and considerably reduce capacity.	

### **4.3 Key Burial Facilities in Adjacent Local Authority Areas**

This section outlines the facilities within the adjacent local authorities most frequently used by the residents of the Vale of Glamorgan. These are shown on Figure 1.0 and a summary of provision is outlined in Table 4.2 below.

#### **4.3.1 Cardiff**

4.3.1.1 Within Cardiff there are two public cemeteries most commonly used by the residents of the Vale. These are Thornhill Cemetery, Llanishen and Western Cemetery, Ely. In addition, a very small percentage of Vale residents send cremated remains from other crematoria to Thornhill for burial or scatter.

4.3.1.2 Western Cemetery currently has capacity for approximately three years and there are plans to extend the cemetery which will provide capacity until approximately 2021. Whilst there are no figures available as to how many of the burials are Vale residents, it is understood that these form a very small percentage of actual burials within Western Cemetery. Burial fees for Cardiff cemeteries are approximately double for non-residents compared to fees for residents (£1,245.00 compared with £622.50).

4.3.1.3 Thornhill Cemetery is currently being extended with an anticipated capacity until 2020. There are no specific faith areas laid out within the Cemetery although all faiths can be accommodated because the Cemetery is non consecrated and therefore graves are consecrated when they are used. It is estimated that approximately 4% (13 per year) of the burials are of Vale residents. Burial fees are the same as for Western Cemetery above.

4.3.1.4 Thornhill Crematorium is an important burial resource within Cardiff for Vale residents. The Crematorium currently operates at about 85% capacity using two cremators and full use of a third cremator would allow for about 40% spare capacity or approximately 1800 cremations per year. Cardiff Council has indicated that there is no anticipated issue with regards capacity within the LDP period. The percentage of Vale residents using Thornhill is approximately 9.5% (233 per year) of cremations. Cremation fees at Thornhill are approximately one

third higher for non-residents compared with residents (£436 for non residents compared with £270 for residents). Thornhill Crematorium is some 13 miles from Barry, 10 miles from Penarth and 15 miles from Cowbridge.

4.3.1.5 Cardiff Bereavement Services, A Strategy for the Future (July 2005) outlines the interest of a private crematorium company in the Vale and states that a new application at a site in the eastern Vale may be prepared. It states that *“one strategy to respond to such competition is the possibility of opening and operating a new crematorium in the currently unused land adjacent to Western Cemetery. Its location would better serve the residents of the west of Cardiff and also those people in the Vale who currently have to travel to Thornhill or Bridgend.”* It also identified that parity of fees will reduce the financial risk of having a privately operated crematorium close by. Cardiff Council has stated during this study that any further consideration of such a facility has been delayed until the resolution of the current planning application for a crematorium in the Vale (reference: 06/00532/FUL)

4.3.1.6 A consultation draft of the Cemetery and Crematorium Regulations 2008 has been drafted by Cardiff Bereavement Services. This document outlines general regulations, burial regulations, cremation and crematorium regulations and memorial regulations which cover any cemetery or crematorium site currently being operated or maintained by Cardiff Bereavement Services.

## **4.3.2 Bridgend**

4.3.2.1 The main burial facility within Bridgend County Borough used by Vale residents is the Coychurch crematorium in Bridgend. This crematorium is managed by a joint committee comprising Bridgend County Borough Council, Rhondda Cynon Taff County Borough Council and the Vale of Glamorgan Council. Approximately 700 Vale residents are cremated at Coychurch crematorium per year, which equates to approximately a half of the Vale’s total deaths. The crematorium carries out 1800 cremations per year and is not considered to have a capacity issue throughout the LDP period.

4.3.2.2 Coychurch crematorium is approximately 24 miles from Barry and Penarth, 9 miles from Llantwit Major and 7 miles from Cowbridge. The fees are the same for residents from the three local authority areas.

4.3.2.2 The percentage of cremations to burial is approximately 70% cremation to 30% burial within the County Borough, which has been consistent for the past 10 years and is also consistent with the national average.

### **4.3.3 Rhondda Cynon Taff**

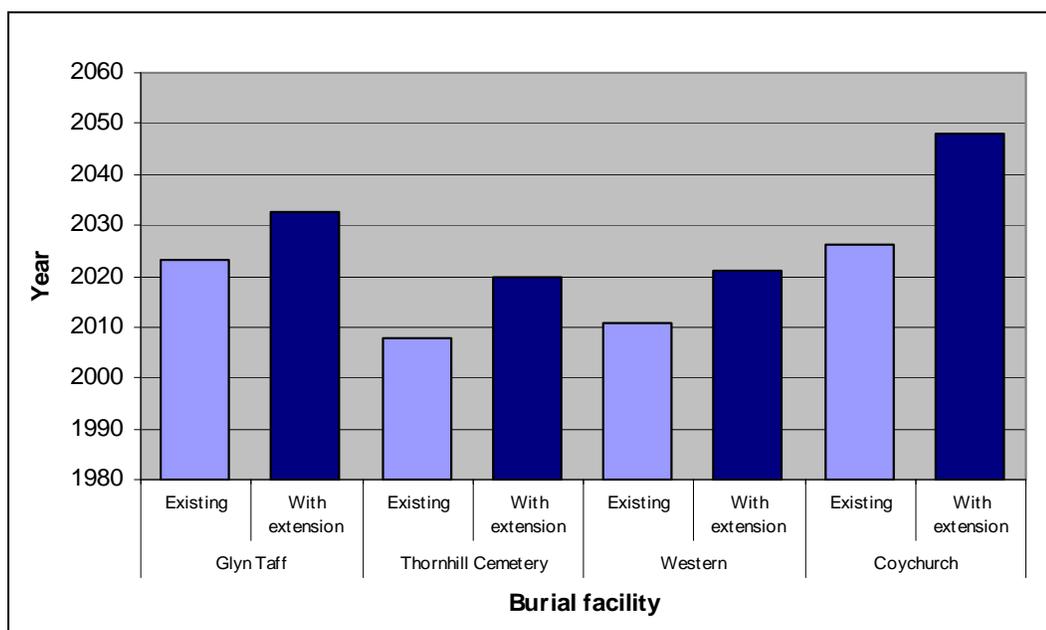
4.3.3.1 The nearest cemeteries to the Vale within Rhondda Cynon Taff County Borough Council (RCTCBC) are Ty-Rhyw near Taffs Well, Glyn Taff Cemetery and Crematorium Pontypridd, Llanharan and Cefn-y-parc. Burial capacity within these cemeteries is stated as sufficient and an extension to the Glyn Taff Cemetery will provide for at least 15 years additional capacity according to RCTCBC. Statistics indicate that there is a breakdown of approximately 60% cremation and 40% burial within the County Borough, which is higher than the national average for burial. This is considered to be in part due to the availability of burial land within the County Borough.

4.3.3.2 Although exact figures are not available it is estimated that small numbers of residents from the Vale use cemeteries within RCTCBC. There are approximately 140 cremations of Vale residents per year in the Glyn Taff Crematorium.

4.3.3.3 A summary of provision in RCTCBC, Cardiff Council and BCBC used by residents of the Vale of Glamorgan is shown in Table 4.2 below.

**Table 4.2 Summary of Provision used by Vale Residents within Adjacent LAs**

Cemetery/ Crematorium	Location	Area (ha)	Existing capacity	Burials/ cremations per year	Possible additional land	Capacity with additional land
<b>Thornhill Crematorium and Cemetery</b>	Llanishen, Cardiff	16.1	2008	2450 cremations 320 full burials 450 cremated remains	Extension to cemetery	2020 for burials
<b>Western Cemetery</b>	Ely, Cardiff	15.4	2011	340 coffin interments 62 cremated remains interments	There are plans for an extension to the cemetery in 2010	2021
<b>Coychurch Crematorium</b>	Coychurch Bridgend	24	2026	1800, approx 700 are Vale residents	Land recently purchased	2048
<b>Glyn Taff Cemetery and Crematorium</b>	Pontypridd , RCT	14.16	2023	Burials not known 1500 cremations	0.40ha	2033



*Figure 3.0 Graph showing burial capacities of facilities used by Vale residents within adjacent Local Authorities*

4.3.3.4 The proformas containing details of key facilities in the adjacent local authorities are shown on the following pages.

<b>Name:</b> Thornhill Crematorium and Cemetery	<b>Location:</b> Llanishen, Cardiff
<b>Managing Authority:</b> Cardiff County Council	<b>Size:</b> 16.1 hectares
<b>Types of Provision:</b> Burial and cremation Green burial	<b>Facilities:</b> 2 chapels: Wenallt Chapel (seats 120) and Briwnant Chapel (seats 50) No consecrated section Area for babies Area for scattered cremated remains
<b>Approx. number of burials per year:</b> <i>Full Burials:</i> 320 <i>Cremated remains:</i> 453	<b>Approx. number of cremations per year:</b> 2450
<b>Area laid out for burial:</b> 10.2 hectares	<b>Area of possible additional land:</b> Cemetery extension to be completed by December 2008
<b>Current capacity:</b> Operating at 85% capacity with two cremators and there is a 3 <sup>rd</sup> which would allow for about 40% spare capacity for cremations. The cemetery is near capacity, with space only until approximately the end of 2008.	<b>Capacity of possible additional land:</b> Cemetery capacity until approximately 2020
<b>Cost of burial / cremation for Vale of Glamorgan residents:</b> £436 for cremation £1,245.00 for burial	<b>Photograph:</b> 
<b>Additional comments:</b> It should be noted that cremation fees at Thornhill are approximately one third higher for non-Cardiff residents compared with Cardiff residents and for burials, the fees are about double for non-Cardiff residents compared to Cardiff residents. The percentage of Vale residents using Thornhill are approximately 4% (13) of the burials and 9.5% (233) of cremations with a very small percentage of Vale residents sending cremated remains from other crematoria to Thornhill for burial or scatter.	

<b>Name:</b> Western Cemetery, Ely	<b>Location:</b> Ely, Cardiff
<b>Managing Authority:</b> Cardiff County Council	<b>Size:</b> 15.4 hectares
<b>Types of Provision:</b> Burial	<b>Facilities:</b> Muslim, Jewish, Greek orthodox Babies Scatter lawn for cremated remains
<b>Approx. number of burials per year:</b> <i>Full Burials:</i> 340 <i>Cremated Remains:</i> 62	<b>Approx. number of cremations per year:</b> N/A
<b>Area laid out for burial:</b> 14.1 hectares	<b>Area of possible additional land:</b> There are plans for an extension to the cemetery in 2010
<b>Current capacity:</b> Approximately 3 years capacity	<b>Capacity of possible additional land:</b> Until approximately 2021
<b>Cost of burial for Vale of Glamorgan residents:</b> Same as Thornhill	<b>Photograph:</b> 
<b>Additional comments:</b> Consideration has been given to opening and operating a new crematorium in the currently unused land adjacent to Western Cemetery. This is on hold until resolution of a planning application for a crematorium in the Vale of Glamorgan	

<p><b>Name:</b> Coychurch Crematorium</p>	<p><b>Location:</b> Coychurch, Bridgend</p>
<p><b>Managing Authority:</b> Joint committee comprised of Bridgend County Borough Council RCT County Borough Council and the Vale of Glamorgan Council.</p>	<p><b>Size:</b> 8 hectares memorial gardens 8 hectare Woodland Additional 8 Hectares recently purchased for extension</p>
<p><b>Types of Provision:</b> Cremation</p>	<p><b>Facilities:</b> 2 chapels/crematory/office</p>
<p><b>Approx. number of burials per year:</b> Only interments or scattering of cremated remains for Vale of Glamorgan residents</p>	<p><b>Approx. number of cremations per year:</b> 1800 per year, of these approximately 700 are Vale residents</p>
<p><b>Area laid out for burial:</b> Interment of cremated remains only.</p>	<p><b>Area of possible additional land:</b> 8 hectares</p>
<p><b>Current capacity:</b> Not thought to have an issue with capacity throughout the plan period</p>	<p><b>Capacity of possible additional land:</b> 40 years</p>
<p><b>Cost of burial / cremation for Vale of Glamorgan residents:</b> No difference in fees between Vale or Bridgend residents</p>	<p><b>Photograph:</b></p> 
<p><b>Additional comments:</b> The 700 Vale residents cremated at Coychurch per year equates to approximately half of the Vale's total deaths.</p>	

<p><b>Name:</b> Glyn Taff Cemetery and Crematorium</p>	<p><b>Location:</b> Glyn Taff, Pontypridd</p>
<p><b>Managing Authority:</b> Rhondda Cynon Taff County Borough Council</p>	<p><b>Size:</b> Area to include cemetery and crematorium. Cemetery area is approximately 15 hectares</p>
<p><b>Types of Provision:</b> Burial and Cremation</p>	<p><b>Facilities:</b> 2 crematorium chapels, disabled toilet facilities, car parking, gardens of remembrance, book of remembrance chapel.</p>
<p><b>Approx. number of burials of residents from the Vale of Glamorgan per year:</b> not known</p>	<p><b>Approx. number of cremations per year:</b> 1500 of these approximately 140 are Vale residents</p>
<p><b>Area laid out for burial:</b> 14 hectares</p>	<p><b>Area of possible additional land:</b> 0.40 hectares</p>
<p><b>Current capacity:</b> Until approximately 2023 No problem with capacity for the crematorium</p>	<p><b>Capacity of possible additional land:</b> 25 years plus</p>
<p><b>Cost of burial / cremation for Vale of Glamorgan residents:</b> Cremation - £313.00 Burial – 448.00 purchase of grave Burial – 448.00 interment in grave (This reflects a double fee for burial for Vale residents – as non residents of RCT)</p>	<p><b>Photograph:</b></p>  <p>(Image taken from <a href="http://www.geograph.org.uk/photo/622694">www.geograph.org.uk/photo/622694</a>)</p>
<p><b>Additional comments:</b> No additional fees are charged for the cremation of non RCT residents Approximately 150 cremations are for Vale residents. 1.5ha of additional cemetery space was opened in 2007 creating an additional 15-20 years of burial space. There are plans for a woodland burial facility</p>	

#### 4.4 Vale of Glamorgan Community Council Cemeteries

4.4.1 In addition to the Town Council run public cemeteries there are Community Councils controlled cemeteries. The information received during the study from the Community Councils with regards these cemeteries is tabulated below and the burial facilities are shown on Figure 1.0. This information should be used as a guide to issues regarding provision and capacity within the Community Council run cemeteries of the Vale. Where exact details have not been provided, figures have been estimated for the purposes of the graph (refer to Figure 4.0).

**Table 4.3 Summary of Provision within Community Council Cemeteries**

Community Council	Name of Facility	Information received		
		Existing capacity	Potential additional capacity	Comments
Dinas Powys	Dinas Powys Cemetery	2010	2060	DPCC intends to secure portions of the surrounding allotments for burial by end of 2009
Llandough	St Dochdwy's Church	*No information made available	None	
Wenvoe	Wenvoe Cemetery	2020	None	Available space for cremated remains anticipated to last beyond 2020
Llancarfan	St Cadoc's Burial Ground	Adequate space for "foreseeable future"	None	
St Nicholas and Bonvilston	St Nicholas Church in Wales, St Nicholas	Limited space remaining	None	
	St Mary's Church in Wales, Bonvilston	No capacity	None	
	Zoar Presbyterian Church, Bonvilston	Limited space remaining		Private cemetery for members and families
Colwinston				No burial responsibilities
Llangan				No information received*
Pendoylan	St Cadoc's Church	35 burial spaces remaining		No figures on annual burial available
Peterston-Super-Ely	St Peter's Church	2077		Transferred under the provisions of Section 8b of the Welsh Church Act 1914
	Croes-y-Parc Baptist Chapel burial ground	2050		Approx 1 burial per year Spaces available only for members and families
St Donat's	Monknash			No information received*
	Marcross			No information received*
	St Donat's			No information received*

\* no information was made available from the Community Council during the study period.

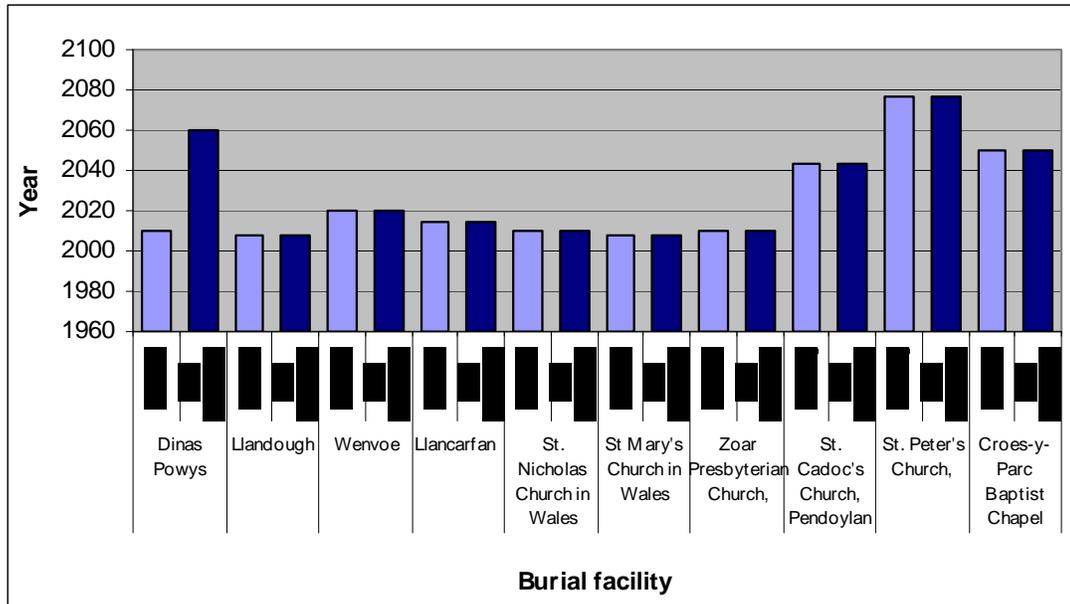


Figure 4.0. Graph showing burial estimated capacities of Community Council cemeteries

#### 4.5 Church Grave Yards

4.5.1 Traditional church graveyards have historically played an important part in the provision of burial land and are located throughout the Vale, (refer to Figure 1.0). However, graveyards within the Vale are generally reaching capacity and are not being extended.

4.5.2 The Management of Churchyards Policy and Guidance document (undated) provides guidance on the management and development of graveyards. This document further supports the move away from the use of churchyards as a key component in the future provision of burial ground in the future and includes the following policies:

- *discourage parishes from assuming more burial ground responsibilities (which should lie with the local burial authority) unless adequate financial support is provided for the acquisition and maintenance of the proposed burial grounds or extensions;*

- *oppose the use of churchyards where no burials currently exist for the burial of human or cremated remains.*

## **4.6 Green Burial**

- 4.6.1 Green burials are an ecological alternative to traditional burials, with the deceased buried in a bio-degradable coffin causing minimal damage to the environment. There is no clear definition of what constitutes 'natural burial'. Sites claiming 'green burial' range from traditional cemeteries with a planted area to bespoke natural burial grounds with clear environmental policies and procedures.
- 4.6.2 A planning application for a private green burial ground was approved by the Local Planning Authority in 2007 and came into operation in June 2008. The site is five hectares in size and is located within an area of woodland on a farm in Coedarhydyglyn in St Nicholas. The planning application stated that there will be no buildings, gravestones, plaques or trees to mark the graves.
- 4.6.3 Based on experience of other green burial sites located elsewhere within the UK the green burial management (Native Woodland Ltd) predict that there will be 18 full plot internments and 4 ashes interments per year in the first year of operation increasing to 29 full plot interments and 6 ashes interments by year 5. *(Taken from Planning Application 2007/01296/FUL)*
- 4.6.4 Costs for green burial at the St Nicholas site (also known as Cardiff and the Vale green burial) are as follows:
- Single depth grave £750.00
  - Double depth grave £1350.00
  - Cremated remains £350.00
- (Taken from [www.nativewoodlands.co.uk](http://www.nativewoodlands.co.uk))*
- 4.6.5 Based on these projections, it is anticipated that there will no issues of capacity for green burial during the LDP period.

## 4.7 Review of Burial Provision in other South Wales Local Authorities

4.7.1 Burial provision for Monmouthshire and Carmarthenshire were reviewed to provide a comparison of provision between the Vale of Glamorgan and similar sized local authorities in South Wales.

4.7.2 In Monmouthshire there are Council operated cemeteries located in the main centres of population to include Abergavenny, Chepstow, Monmouth and Usk. There is a sub regional (Gwent) crematorium based just outside the County at Croesyceiliog in Cwmbran, Torfaen. This crematorium is located approximately 27 miles from Monmouth, 14 miles from Abergavenny, 16 miles from Usk and 19 miles from Chepstow. Other crematoria used by residents from Monmouthshire are located across the English/Welsh border in the Forest of Dean and Hereford. Monmouthshire County Council has limited burial land capacity within the County. There are currently no clear policies to resolve the issue of capacity and there are few opportunities to expand existing cemeteries. The Council stated that consideration is being given to increasing the prices for traditional burial as a means to encourage other forms of burial especially cremation and natural burial. There are no current proposals for a crematorium in Monmouthshire.

4.7.3 Costs for burial in 2008 for traditional burial in Monmouthshire include the following:

Type of Burial	In County	Out of County
Children under 5 years of age	£308	£769
Single depth	£564	£1409
Double depth	£794	£1845
Cremated remains in full new grave	£564	£1410

4.7.4 There is a private green burial facility located at Usk Castle Chase, Usk. This burial facility opened in May 2005 and there have been a total of 62 burials since it's opening. (Information from Native Woodland). The costs are consistent with the Cardiff and the Vale facility, refer to Section 4.6.4 above.

4.7.5 There are three main public cemeteries in Carmarthenshire: the Ammanford Public Cemetery in Ammanford which is run by Carmarthenshire County Council; the Carmarthen Cemetery which is run by Carmarthen Town Council; and the Llanelli District Cemetery, Llanelli which is run by the Llanelli Joint Burial Authority. During 2007 there were burials of 16 cremated remains, 37 full burials and 42 babies in Carmarthen Cemetery. In Ammanford there were 41 burials of which 34 were full burials and 7 were cremated remains. There is no issue of capacity for either the Ammanford or Carmarthen Cemeteries. There is a crematorium based in Llanelli which was opened in October 2002. This follows the signing of a contract between Llanelli Joint Burial Authority and a private company, Llanelli Crematorium Ltd. In its first year of operation, nearly 1,000 cremations took place. Other crematoria used by residents of Carmarthenshire include Swansea Crematorium Swansea and Parc Gwyn Crematorium, Narberth, Pembrokeshire.

## **4.8 Conclusions**

4.8.1 The total number of Vale residents cremated within the three crematoria located in adjacent local authorities, based on information provided by the crematoria, is approximately 1100 per year. The total full burials carried out within the Vale, based on information provided by the service providers, is approximately 300 per year. This equates to overall rates of approximately 27% burial to 73% cremation. This relates to the national average of 30% burial to 70% cremation.

4.8.2 Although some of the Town Council run public cemeteries such as the Limes, Cowbridge and Merthyr Dyfan, Barry have adequate land for the duration of the LDP period, based on current rates, there is not sufficient existing capacity within Llantwit Major, Penarth or Porthkerry cemeteries.

4.8.3 With the exception of Peterston-Super-Ely which has anticipated capacity well beyond the Plan period, most of the Community Council run burial grounds are anticipated to reach capacity within the Plan period. Although the number of burials carried out within these facilities is very low compared to the Town Council run public cemeteries they provide an important local resource for local,

- predominantly rural, communities of the Vale. If no additional provision is made for these facilities it is likely that there will be greater pressure put on the capacity of the Town Council run public cemeteries.
- 4.8.4 There is very limited capacity within church grave yards and the Management of Churchyards Policy and Guidance document (undated) advises away from parishes accepting more burial land responsibilities.
- 4.8.5 There is currently no crematorium within the Vale. Residents from the Vale predominantly use Thornhill Crematorium in Cardiff and Coychurch Crematorium in Bridgend, with a small number of cremations taking place in Glyn Taff, Pontypridd.
- 4.8.6 In addition to distance and journey time, there can be a financial implication for residents of the Vale using burial facilities in adjacent counties. Increased journey times and greater distances can result in higher undertaker's fees and there is an increase in both cremation and burial fees for Vale residents at Thornhill and Western Cemeteries in Cardiff and for burial facilities at Glyn Taff, Pontypridd, in RCT. Cremation fees are the same for both residents and non-residents at Glyn Taff and Coychurch, Bridgend.
- 4.8.7 A green burial facility located near St Nicholas is now operational and therefore it is anticipated that there will be no issues of lack of capacity for green burial provision during the LDP period.
- 4.8.8 Following a review of similar sized Local Authorities located in South Wales, Monmouthshire has four main Council operated cemeteries and a private Green Burial ground. There are no crematoria currently located within the County and residents travel up to 30 miles to Crematoria in Cwmbran, the Forest of Dean and Hereford. These distances compare with distances to Thornhill Crematorium, Cardiff of approximately 13 miles from Barry, 10 miles from Penarth and 15 miles from Cowbridge and distances to Coychurch, Bridgend of approximately 7 miles from Cowbridge, 9 miles from Llantwit Major and 24 miles from both Penarth and Barry.

4.8.9 In comparison Carmarthenshire has three public cemeteries and a private crematorium which is located with the Llanelli District Cemetery. This crematorium provides a very important burial resource for the county.

## 5.0 STAKEHOLDER WORKSHOP

### 5.1 Purpose of the Workshop

5.1.1 Given the complexity of the issues relating to burial provision within the Vale, and the range of stakeholders involved, a stakeholder workshop was held. This workshop formed an important element of the study to obtain an understanding of the issues, how they are currently being addressed and how provision could and should be planned for the future. The main focus of the workshop was on the following elements:

- a) **Need.** To determine whether additional facilities are required it is essential to understand the level of actual and potential need. The workshop considered the issues of existing methods of burial, types of burial, cultural, religious and ethnic issues relating to burial, capacities for existing facilities, trends in burial provision and related issues.
- b) **Criteria and potential options for location.** To consider potential criteria and actual locations for the siting of burial facilities. Site selection criteria included UDP policy restrictions, accessibility, location, landscape and land ownership. The stakeholders' local knowledge and detailed understanding of the requirements of burial facilities helped identify potential sites and/or areas for which burial sites should be considered.

### 5.2 Consultees

5.2.1 A wide range of stakeholders were invited to the stakeholder workshop including members of groups with a specific interest in the emerging LDP, members of key sector groups to include community groups, religious groups, funeral service providers and related organisations. Approximately twenty nine people representing twenty three organisations attended the workshop (refer to Appendix 1.0 attendance list).

### **5.3 Format of the Workshop**

5.3.1 A presentation was given by the consultants outlining the purpose of the study and the request for input from the stakeholders (Refer to Appendix 2). Two mixed discipline breakout groups were convened and facilitated by the team. The key questions asked to the stakeholders were:

- What are the issues regarding burial
- What facilities are needed
- How much provision is needed – consider areas of need
- What are issues relating to public versus private provision

5.3.2 The groups were then provided with a draft Constraints map of the Vale of Glamorgan to use as a base for considering potential locations and associated criteria for possible siting of facilities (refer to Figure 5.0).

### **5.4 Key Issues and Recommendations:**

5.4.1 Many important issues were raised during the workshop and these have been captured in the workshop notes, (refer to Appendix 2.0).

5.4.2 The main issues and recommendations from the workshop are as follows:

### **5.5 Key issues:**

- There is generally a lack of knowledge and evidence base of the Vale residents' need and attitudes with regards death and burial.
- There is generally a lack of information available to the residents of the Vale with regard types of burial or indeed the issues facing the Council in terms of provision of facilities.
- The right for Vale residents to choose both the type and location of burial was considered very important.

- It was generally accepted that there is a problem of lack of burial capacity throughout the Vale.
- Currently the burial authorities do not have a statutory duty and questions were raised as to whether they should. Some participants considered that the burial authorities should have a statutory duty for burial provision.
- The proximity of burial facilities was seen as a key issue. Communities want facilities to be close by, especially in rural areas, in order to minimise the necessity for travel. Convenience was considered to be very important to allow for relatives easy access to the facilities.
- Reuse of graves was considered an option but there is a 99 year lease for graves within the Vale and so this option will not be possible within the Vale during the LDP period. However, it was considered to be an important option for further consideration by the Council.
- Currently there is no crematorium in the Vale. Concern was raised that the distance from key settlements to Thornhill and Coychurch crematoria in particular could affect individual choice. It was mentioned that this could be a factor in the 70% burial to 30% cremated remains statistics experienced at the Merthyr Dyfan Cemetery.
- Some participants considered that if there was provision of a crematorium within the Vale it may change attitudes towards cremation and this was considered important as a mechanism for reducing pressure on existing cemeteries some of which are in poor condition.
- Whilst it was acknowledged that there are alternative forms of burial available, traditional burial will continue to remain important into the future and especially in specific situations such as the death of a child and religious preference.

- It was noted that Bridgend uses buffer zones to protect its cemeteries/ burial facilities from urban encroachment. Given the increase in housing over the LDP period, it may be appropriate for the Vale to consider this approach in the longer term.
- Funding of existing burial facilities, especially for small community and church facilities, was considered to be a limiting factor for small scale burial provision throughout the Vale.
- With regard to private burial provision, there was a concern raised that private facilities might charge higher fees in the longer term than Council run facilities even if the fees are competitive initially. The high capital cost was acknowledged to be a potential issue for private provision.
- Options considered for additional burial capacity included the following:
  1. Expand existing facilities wherever possible. This could be possible in Barry, Llantwit Major and Cowbridge
  2. New facilities should be close to centres of population – consideration should be given to a new burial facility:
    - a) between Penarth and Barry in the area adjacent to Sully
    - b) on Land associated with the proposed development at St Athan.
  3. A Vale wide facility located along the A48 corridor between Cowbridge and the Cardiff local authority boundary. It was, however, acknowledged that a Vale wide facility would not meet the requirements for local facilities discussed during the workshop.

## 5.6 Recommendations

The following recommendations were made during the workshop:

- The Vale of Glamorgan Council undertake a survey to obtain information from residents as to their burial preferences. Questions could be incorporated in the current Vale Household Survey.
- More public information be made available regarding both the issues relating to the lack of capacity of existing burial facilities and the alternative forms of burial available to people within the Vale.
- Specific consideration be given to options other than traditional burials and cremation.
- Where possible, existing cemeteries be extended. This was seen as an economic benefit and also a benefit to those using and managing the existing facilities.
- Given the importance of easy access and convenience, the focus of provision should not be solely on the main public cemeteries and, where possible, smaller community facilities should be considered.
- The potential for raising funds through the Section 106 monies be considered by the Vale of Glamorgan Council. Developers of new housing development could help fund the provision of burial facilities and related services.
- Given pressure on land, joint uses for cemeteries be considered to include public open space, ecological habitats and other community uses.

## 6.0 THE ISSUE OF NEED

In addition to the existing capacity of burial facilities, any discussion on the issue of need must consider the structure and age of the population and its potential for change through the LDP period. This section considers existing population structure and relevant components. It also considers projections through the Plan period. The review of the population statistics has been based on CSO population statistics, the Vale of Glamorgan Death Register statistics and the Vale of Glamorgan LDP Population and Housing Topic Paper, 2008 (PHTP 2008).

### 6.1 Population Statistics

6.1.1 The overall population for the Vale has increased from 117,204 in 1991 to 119,292 in 2001 (CSO 2001). This indicates a two per cent increase over the 10 year period. The population breakdown is shown in Figure 6.0 below.

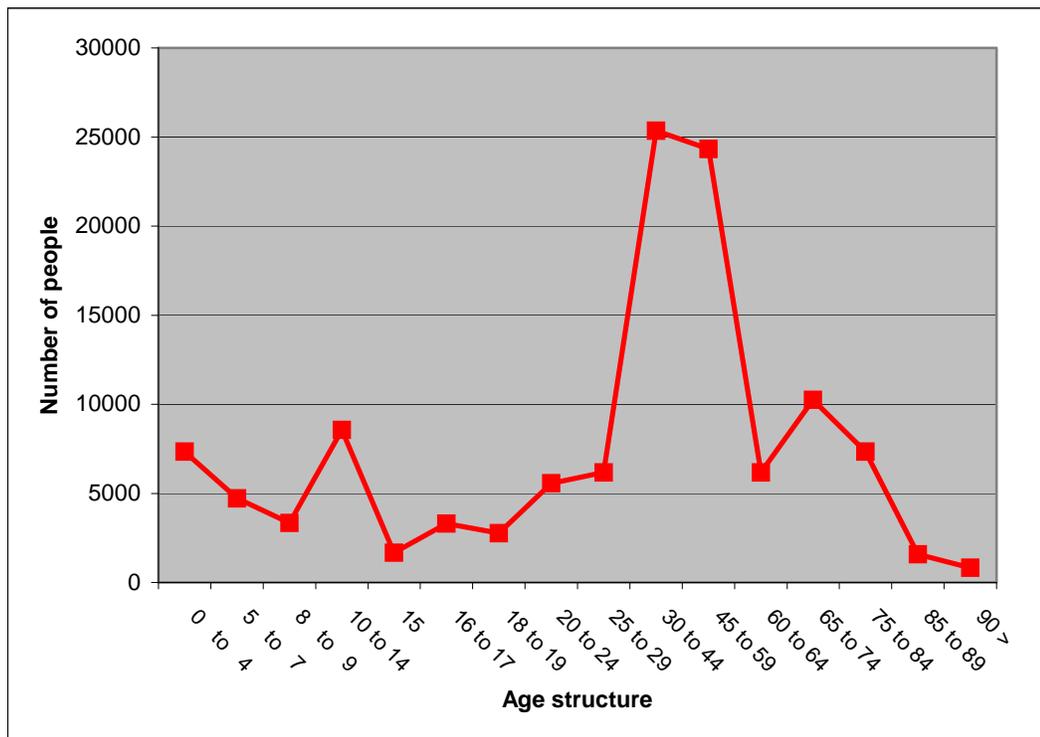


Figure 6.0. Graph showing age structure in the Vale of Glamorgan in 2001. (Taken from CSO, 2001)

6.1.2 From the 2001 Census, the Vale has a higher than average percentage of people in higher age classes (refer to Figure 7.0 below). For people aged 60 – 74, the national percentage figure is 13.3 per cent whereas for the Vale the figure is 13.8 per cent. For people aged 75 and over the national figure is 7.6 cent compared to 8.2 per cent in the Vale.

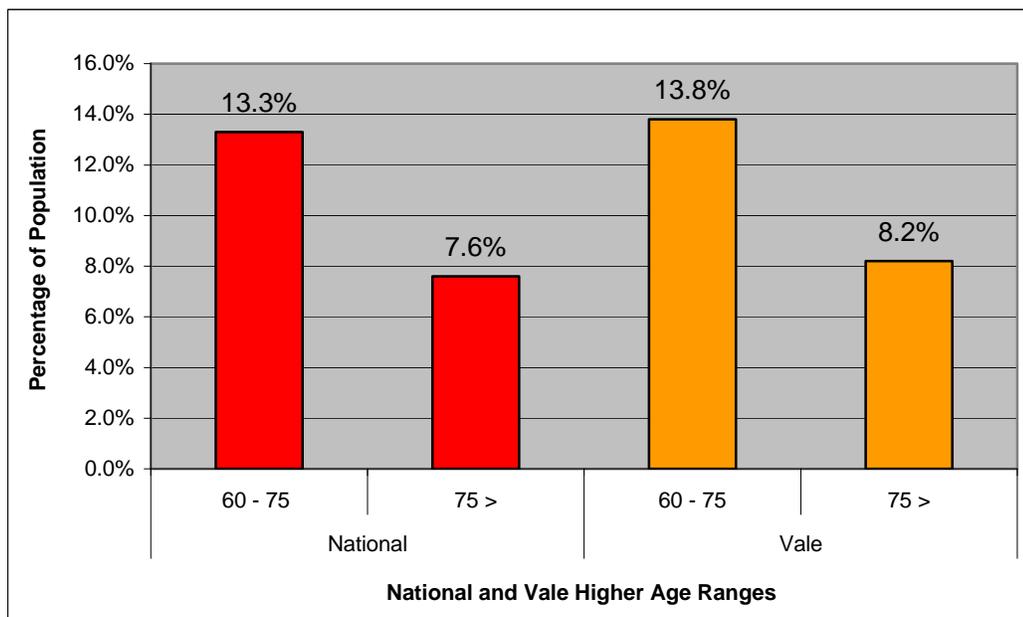


Figure 7.0 Graph showing percentage of Vale residents and the national average in higher age classes. (Taken from the 2001 CSO)

6.1.3 This is also reflected in the Vale of Glamorgan LDP 2011-2026 Population and Housing Projections Topic Paper which illustrates that the greatest change in the population demography from 1991 – 2006 has occurred in the over 80s with a 45 per cent increase in the 80-84 age group and a 45 per cent increase in the 85+ age group.

6.1.4 The 2001 Census showed that there is a small but growing ethnic minority population in the Vale of 1.8% of the population which rose from 1.3 per cent (or 1550) in 1991.

6.1.5 According to the 2001 Census 73% of the population of the Vale was stated as Christian, 18.65% stated no religion and for 7.18% there was no religion stated.

Of the ethnic minorities within the Vale the greatest percentage was Muslim (0.14%) Buddhist (0.9%), Hindu (0.18%), Jewish (0.09%) and Sikh (0.06%).

6.1.6 In 2001, according to the 2001 Census, 114,917 people were born in the UK, 1,325 from other European countries, 175 from Eastern Europe 555 from Africa, 1,073 from Asia, 443 from North America and 175 from Oceania.

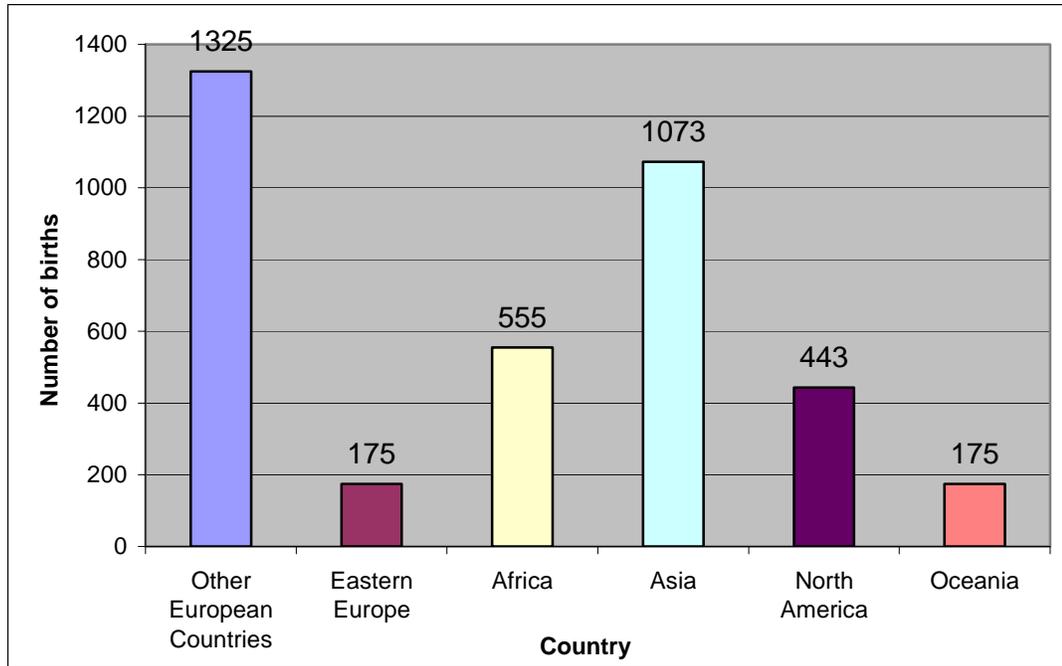


Figure 8.0. Graph to show numbers of non-British origin born in the UK in 2001

## 6.2 Death Register Statistics

6.2.1 Death rates over the past seven years, 2001 - 2007 (1<sup>st</sup> April – 31<sup>st</sup> March) taken from the Death Register for the Vale of Glamorgan are shown on Figure 9.0 below. These figures indicate an average of 1,475 deaths in the Vale per year although it should be noted that these are the number of deaths that occurred within the Vale and may include people who do not live in the county.

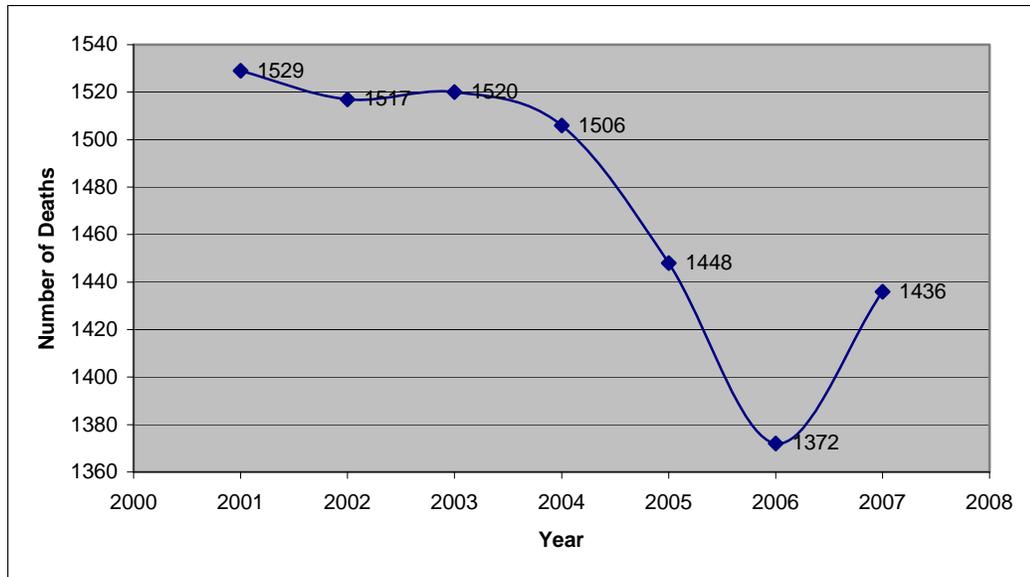


Figure 9.0. Graph to show death rates in the Vale over the past seven years.

6.2.2 These figures are slightly higher than the national death rate of 9.6 per 1000 population in 2005 which reflects the Vale’s higher than average age of it’s population. The national death rate in 2005 was 56 per 1000 population of people aged 75-84 rising to 156 per 1000 population of people aged 85 and over.

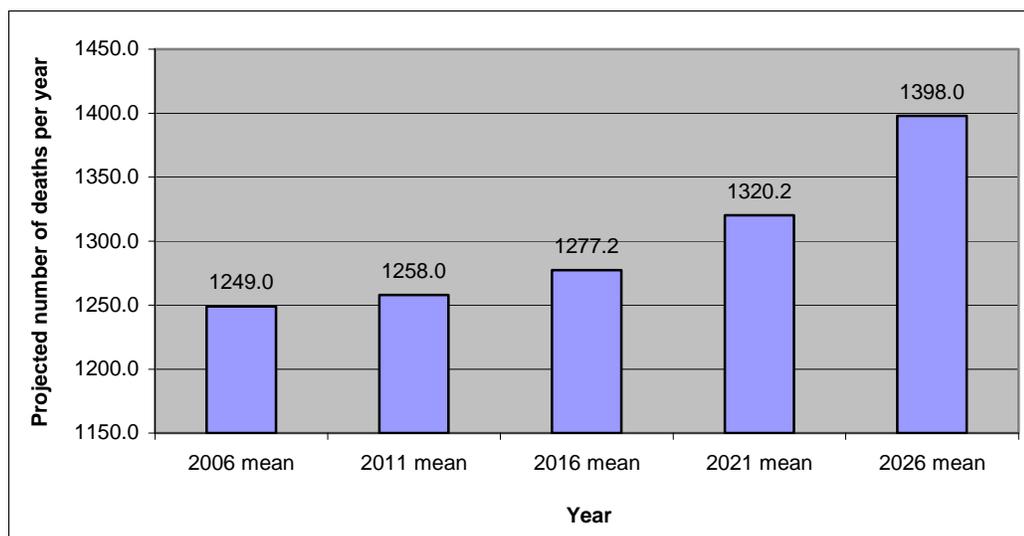
6.2.3 According to Government statistics there has been a steady fall in death rates over the 20<sup>th</sup> century and this trend has continued into the 21<sup>st</sup> century. Between 2001 and 2007 the death rate for males fell by 15 per cent (from 8,230 – 6,957 deaths per million) and for females it decreased by 11 per cent (from 5,566 to 4,926 per million).

**6.3 Population Projections**

6.3.1 The Vale of Glamorgan LDP 2011-2026 Population and Housing Projections Topic Paper outlines the proposed population, household and dwelling projections through the Plan period. The paper identifies the demographic profile of the Vale’s population is that of a steadily ageing population. The Paper recommends the acceptance of the medium population growth option for the Vale (refer to Appendix 3.0).

6.3.2 This model indicates that there will be an increase in population to 134,705 by 2026 of which 10,147 are aged 80 or above. Based on the death coefficient of 0.94622 which has been assumed for the duration of the Plan period it is estimated that by 2026 there will be approximately 1398 deaths per year (refer to Figure 10.0 below).

6.3.3 Based on Figure 10.0 which has been extracted from Appendix 5 Model 4 of the Population and Housing Topic Paper (refer to Appendix 3.0) and using a ratio of 30% burial - 70% cremation it would be reasonable to anticipate approximately 375 burials compared with 875 cremations in 2006 increasing to 383 burials compared with 894 cremations in 2016.



*Figure 10.0 Graph showing projected death rates in the Vale of Glamorgan (taken from Appendix 5 – Model 4 – refer to Appendix 3.0 of this report)*

6.3.4 Using a ratio of 30% burials to 70% cremations it would be reasonable to anticipate that there would be approximately 375 burials compared with 875 cremations in 2006 increasing to 385 burials compared with 894 cremations in 2016.

6.3.5 It should be recognised that these are taken as average figures across the Vale and there would be local variations.

- 6.3.6 Based on the more conservative ratio of 40% burial to 60% cremation, and using an average of 1700 burials per hectare for well drained reasonable quality land an area of approximately 0.33ha of land for traditional burial per year will be required. This would equate to approximately 5 hectares of suitable land over the 15 year Plan period. These exclude land for cremated remains and additional services and infrastructure. Using the ratio of 30% burial to 70% cremation an area of approximately 0.25 hectares of suitable land for traditional burial per year will be required or 3.75 hectares during the Plan period.
- 6.3.7 With regards migration, the Population and Housing Topic Paper concludes that it is difficult to project net-migration due to the lack of quality migration evidence within the UK, especially since the expansion of the European Union in 2004, which appears to have caused the net in-migration to rise. It states that “*with the furtherance of countries still joining the European Union, it has become difficult, if not impossible, to evaluate the impact of in-migration. It is currently difficult to identify whether migration growth is to continue at the current levels in the Vale and elsewhere.*”

## **6.4 Housing Projections**

- 6.4.1 Section 6.3 outlines the overall projections in population and deaths during the Plan period. The issue of need for burial provision must also consider the issue of centres of population growth to help understand the potential foci of need.
- 6.4.2 An eight percent household growth has been identified for the Vale in accordance with the South East Wales Strategic Planning Group (SEWSPG) South East Wales Housing Apportionment Memorandum of Understanding signed in March 2007. This translates into 7500 dwellings during the plan period or 500 per year.
- 6.4.3 The LDP Draft Preferred Strategy states that the phasing of housing development will be considered in accordance with the Council’s strategic settlement hierarchy in order to maximise social and economic benefits, reduce the need for travel and minimise the loss of Greenfield sites. The hierarchy is set out in Area Strategy Policy 1 and identifies Barry and St Athan as key

settlements. The Primary Settlements include: Cowbridge, Dinas Powys, Llantwit Major, Penarth, Rhoose, Sully, Llandough (Penarth) and Wenvoe. Of the eight primary settlements, Penarth and Cowbridge are identified as having a role “in supporting the wider area” and any development in Llantwit Major and Rhoose will be aimed at providing mixed use supporting the needs of the community.

## **6.5 Conclusions**

- 6.5.1 The projections for end population deaths indicate a static death rate of approximately 0.95 throughout the plan period. The expected number of deaths per year will rise from approximately 1250 at the beginning of the plan period to 1400 per year by 2026.
- 6.5.2 The anticipated land requirement for traditional burial will be in the order of 4-5 hectares of suitable land. This is based on the use of existing facilities and does not include additional infrastructure and services.
- 6.5.3 Whilst the effect of potential in-migration cannot be assessed at this stage it should be reviewed during the Plan period and consideration should be given to the needs of ethnic minorities in the future. With increased migration from eastern Europe, some locations within the UK are experiencing higher percentages of Catholics per head of population which is increasing the proportion of burials over cremations in these areas.
- 6.5.4 The areas identified for growth in the LDP Draft Preferred Strategy relate predominantly to the existing centres of population, with the exception of the proposed Defence Training Academy (DTA) at St Athan. Additional housing in the strategy area could provide greater pressure on the existing burial facilities especially within Penarth, Barry, Llantwit Major and Cowbridge. There are currently no burial facilities in St Athan, which lies approximately five miles from Llantwit Major Cemetery, six miles from Porthkerry Cemetery and approximately eight miles from Merthyr Dyfan Cemetery, Barry. Thus the proposed DTA at St Athan could create greater pressure on the existing burial facilities within Porthkerry, Llantwit Major and Barry.

- 6.5.5 Based on known current capacity, population and death rate projections and the LDP draft preferred strategy, it is clear that additional burial capacity is required within the Vale during the LDP period. This is particularly the case within the Town Council run public cemeteries in Penarth and Llantwit Major. It is anticipated with the implementation of the proposed housing development that the cemeteries within Barry, Cowbridge and Porthkerry could be at or near capacity by the end of the Plan period.
- 6.5.6 Although service providers have advised that there is capacity for Vale residents to be cremated in adjacent local authorities (especially Cardiff and Bridgend), workshop attendees commented that distances to these facilities often prevented Vale residents from using them. Anecdotal evidence from Barry Town Council indicates that distance to crematoria is a factor in the ratio of full burial to burial of cremated remains of 70:30. It should also be recognised that provision of services such as crematoria can create their own demand even where there is capacity within the adjacent local authorities. This has been illustrated in Carmarthenshire where Llanelli crematorium undertook 1000 cremations in its first year of opening even though Swansea Crematorium is 15 miles away.
- 6.5.7 However, based on the figures received during this study it appears that the ratio of burials to cremations correlates to the national average (27:73 compared with 30:70). This indicates that distance has generally not prevented Vale residents from opting for cremations and does not concur with some views expressed at the workshop.

## **7.0 POSSIBLE CHANGE IN DEMAND FOR BURIAL PROVISION**

### **7.1 Introduction**

7.1.1 Over the past 50 years there has been a considerable change in the profile of burials. In 1960 only around 30% of deaths nationally resulted in cremation. However, cremations are becoming more common with a current UK average of 70% cremation to 30% burial, although the figure for cremation can be as high as 90 – 95% in major cities such as London and Birmingham. The pressure on existing facilities and scarcity of land are cited as reasons for the increasing trend away from burial and towards cremation.

7.1.2 Land scarcity has also given rise to consideration by local authorities for multiple use of existing burial grounds.

7.1.3 With an increasing trend in in-migration, consideration is being given to the requirements of specific faiths and cultures where they may have differing needs compared to existing burial provision. Trends and methods of alternative joint uses for burial grounds are outlined below:

### **7.2 Types of Burial**

#### **7.2.1 Traditional Burial**

7.2.1.1 Traditional burials form 30% of all burials compared to cremations nationally. This percentage has decreased over time primarily due to pressure on burial land, cost and changes in religious belief.

7.2.1.2 The percentage varies from local authority to local authority and even within authorities. According to facility providers Bridgend has approximately 30% burials compared with 70% cremations across the County Borough whereas RCTCBC figures indicate approximately 40% burials compared with 60% cremations. Within the Vale there is no crematorium which is cited as a reason for Barry Town Council's statistics of 70% burial to 30% cremated remains.

7.2.1.3 In addition to opening of new graves there are other types of traditional burials:

- **Reopening of Burial Plots** - Burial plots are commonly reopened for additional family members. Information from Bridgend County Borough Council has indicated that throughout the County Borough there are equal numbers for grave re-openings as there are for new graves.
- **Vertical burial** - Burial plots can contain coffins at depths of 1.1m, 1.8m and 2.7 m according to the Environment Agency. In order to reduce land take, the concept of 'vertical burial' has been promoted and is already in practice in Australia, as an environmental efficiency measure. Consideration is being given to vertical burial by local authorities within the UK.
- **Reuse of existing burial grounds** - Existing UK Burial Law states that burial plots cannot be re-used for a period of 75 years. After this time any remains encountered are placed in the base of the grave before it is reused.

Some London Councils are reclaiming graves more than 75 years old to accommodate future burials, and a further eleven councils are considering the proposals. Approximately 1000 graves have been reclaimed since 2004.

Within the Vale there is a 99 year lease and so the option of reuse will not be possible within the LDP period.

- **Burial on private land** - Burials on private land tend to be very low in number, they are unlikely to rise considerably and are therefore not considered significant.

## 7.2.2 Cremation

7.2.2.1 Demographic changes and changing social attitudes with some relaxation of religious restrictions appear to be having an increasing effect on the choice of cremation as a method of disposal of the dead. In addition to these are economic reasons as cremation is generally cheaper than traditional burial. Ashes can be

buried within a cemetery, contained within a conumbarium or scattered over private or public spaces. Within Bridgend County Borough the number of burials of cremated remains is equal to the combined number of burials (which includes both new graves and re-openings).

7.2.2.2 Cultural background has an influence in burial choices. In Japan, over 99% of bodies are cremated. In countries with a Catholic majority much lower percentages of bodies are cremated (for example 6.6 per cent for Italy and 5.4 per cent for Ireland). Islamic and Jewish faiths favour burial compared with Hindus and Sikhs who favour cremation.

7.2.2.3 There are thirteen crematoria throughout Wales, nine of which are in south Wales. The total number of cremations in 2007, based on the Cremation Society of Great Britain Table of Cremations carried out in the United Kingdom, was 20,331. Gwent has the greatest number of cremations per annum of all Wales crematoria (2,794 in 2007) followed by Cardiff (2,563 in 2007) and Swansea (2,153 in 2007).

### **7.2.3 Green/Natural Burial**

7.2.3.1 Green burials are increasing but are not yet statistically significant. Green burial density is generally lower than traditional burial with an average of 723 per hectare on adequately drained land compared with 1700 for conventional cemeteries. Green burials tend to be relatively low cost compared to other forms of burial or cremation.

7.2.3.2 In 2003 there were 181 green burial sites in the UK, eleven of these were located in Wales in Cardiff, Cardiganshire, two sites in Carmarthenshire, two sites in Denbighshire, Monmouthshire, Newport, Powys, Swansea and Torfaen. (Taken from p157, Wienrich & Speyer, 2003).

7.2.3.3 Promession is a form of ecological burial, which is a new alternative to traditional burial or cremation. The process involves the body being frozen in liquid nitrogen,

which is then turned into powder through the use of ultrasonic vibrations. The body is buried in a biodegradable box in a shallow grave to allow for a quicker decomposition than traditional burials. In approximately 6 - 12 months the body will have de-composed and formed part of the natural environment. This ecological sensitive type of burial helps reduce the harmful emissions that can be excreted by cremations.

7.2.3.4 Promession is not used in the UK as yet, however, local authorities in England and Scotland and more recently Wales are considering this type of burial for the future.

#### **7.2.4 Burial at Sea (Under Licence).**

7.2.4.1 It is possible to be buried out sea in accordance with a licence issued by DEFRA. Sea burials currently are permissible off the coast of Newhaven, the Needles or Tynemouth.

### **7.3 Additional Uses of Sites for Burial Grounds**

7.3.1 Given pressure for land resources, Councils throughout the UK are considering alternatives methods for integrating burial grounds within community areas and multiple uses for burial grounds. Many councils within the UK have acknowledged the value of cemeteries and crematoria for wildlife and nature conservation. These include:

- Consideration is being given to the possible use of contaminated land for burial sites and graveyards
- The integration of burial sites and sites in the countryside.
- Joint use such as toddler/ play facilities in cemeteries.
- In Scotland one Council is seeking developer contributions towards the creation of new burial facilities, particularly from developers constructing housing estates. They have the power to do this under section 75 of the Town and Country Planning Act (Scotland) 1997 (which 'allows planning

authorities to secure developer contributions through the use of planning agreements to overcome obstacles to the granting of planning permission'). However it must be noted that this policy only applies to council owned land brought forward for residential development, and the contributions will be relative, depending on the size of the site. All financial contributions to burial facilities are ring-fenced; money is only awarded on the basis of increasing capacity.

## 8.0 GUIDELINES FOR SITE IDENTIFICATION

In developing guidelines for site selection a review has been carried out of the existing policies within the Vale of Glamorgan Adopted UDP, relevant legislation and policy guidance and guidelines from statutory bodies for crematoria and cemeteries. In addition consideration has been given to the Draft Preferred Strategy for the emerging LDP. The proposed guidelines have been developed in association with consultation with existing service providers and statutory bodies including the Environment Agency.

A Constraints map identifies the main planning constraints to provision of new burial facilities and is shown in Figure 5.0. This should be read in conjunction with the UDP Policy Review contained within Appendix 5.0.

### 8.1 Relevant Policies from the Vale of Glamorgan Adopted Unitary Development Plan (UDP) 1996 – 2011

8.1.1 In relation to burial land within the Vale Strategic Policy 14 (Community and Utility Services) of the UDP states: *The strategic objectives of this policy is to ensure that an adequate supply and range of community and utility services exist to meet the needs of the residents of the Vale of Glamorgan but without adversely affecting the natural, built or historic environment.* Detailed policy COMM 9 (Additional Burial Land) states that: *Proposals for additional burial land in the following identified areas of need: Barry, Penarth, Llantwit Major will be permitted if:*

- a) *Parking and servicing are provided in accordance with the Council's approved guidelines;*
- b) *the proposal does not have an unacceptable effect on residential amenities by virtue of giving rise to new or exacerbate existing local problems resulting from traffic generation, highway safety, noise, smell or other amenity considerations; and*

*c) the proposal does not have an unacceptable impact on good quality agricultural land (grades 1, 2 and 3a), on areas of historical archaeological or ecological importance.*

- 8.1.2 In relation to item c of the above policy, agricultural land classification within the county is limited. The most extensive survey of agricultural land took place in the 1960s (Refer to Appendix 4). The 1966 plan does not however, subdivide Grade 3 agricultural land into Grade 3a, 3b or 3c. A more detailed plan was completed in 1979 (refer to Appendix 4), which does subdivide agricultural land into Grades 3a to c, however this is limited to the Barry, Sully and Penarth areas. A further plan was produced in 1986, which provides further detailed agricultural land classification for areas around Bonvilston, St.Nicholas, Cowbridge, Llangan, Penllyn, Colwinston, Llysworney, St. Athan and north of Llantwit Major (refer to Appendix 4).
- 8.1.3 Other policies within the UDP which are not directly related to burial grounds or crematoria but which may have a bearing on where they may be permitted, have been investigated. All relevant policies are listed in Appendix 5.0 and are to be read in conjunction with the Constraints map (Figure 5.0), which indicates the geographical representation of these policies. The policies highlighted in blue represent areas where development of burial grounds and crematoria can proceed with certain criteria being met and the policies highlighted in red represent areas where development would be resisted unless there was an overriding public need.
- 8.1.4 Examples of the policies highlighted in blue include: ENV 4 – Green Wedges, where it states that *‘within these areas development which prejudices the open nature of the land will not be permitted’* and ENV 11 – Protection of Landscape Features, where it states *‘development will be permitted if it does not unacceptably affect features of importance to landscape or nature conservation’*.
- 8.1.5 Examples of policies highlighted in red include development on the Glamorgan Heritage Coast (ENV5) and development on land allocated for residential development (HOUS 1).

8.1.6 Also Included in the constraints plan (refer to Figure 5.0 and Appendix 4.0) are the restrictions identified by Statutory Bodies and include the Flood Consequence issues.

## **8.2 Environment Agency Guidelines**

8.2.1 Under Article 10 of the Town and Country Planning (General Development Procedure) Order 1995, where an application is made for development relating to the use of land as a cemetery, the Environment Agency must be consulted. The Agency's concern is the effect of burial sites on aquifers, watercourses, springs and boreholes, and as a statutory consultee in a planning case it can provide informal advice about the risk to any of these. The Groundwater Regulations 1998, which are also the responsibility of DEFRA regulate disposals to land and provide the Environment Agency with powers to stop or control activities in or on land which could threaten groundwater. Burial grounds fall within the scope of these Regulations.

8.2.2 More detailed guidelines for site selection based on EA guidelines, policy documents and other literature are included in Appendix 6.0 for information.

## **8.3 Consideration of the emerging LDP**

8.3.1 A 'Draft Preferred Strategy' (December 2007) and has been produced for the emerging Vale of Glamorgan LDP. Although there is no direct reference to burial land, some of the themes and objectives highlighted in the draft preferred strategy should be taken into consideration. Section 12 lists several overarching objectives of the plan. The following are considered to be most relevant to consider in terms of identifying sites for burial facilities:

- **Objective 1:** To ensure that development within the Vale of Glamorgan uses land effectively; and to promote the sustainable use and management of natural resources.

- **Objective 2:** To ensure that development within the Vale of Glamorgan makes a positive contribution towards reducing the impact of, and mitigating against the adverse effects of climate change.
- **Objective 4:** To maintain, enhance and promote community facilities and services in the Vale of Glamorgan.
- **Objective 6:** To reduce the need for Vale residents to travel to meet their daily needs and enabling them greater access to sustainable forms of transport.
- **Objective 7:** To protect and enhance the Vale of Glamorgan’s historic, built, and natural environment.
- **Objective 8:** To sustain and further the development of sustainable communities within the Vale of Glamorgan, providing opportunities for living, learning, working and socialising for all.

#### **8.4 Overview of Regulation and Guidance for Crematoria**

8.4.1 There are strict guidelines on the siting and operation of new crematoria and detailed guidelines and recommendations on the development of crematoria. These are contained within the Cremation Act of 1902, the ‘*Recommendations on the Establishment of Crematoria*’ published by the Federation of British Cremation Authorities.

8.4.2 Further guidance is found in the HMSO publication “*The Siting and Planning of Crematoria*” and the Cremation (Amendment) Regulations 2006. Crematoria have been regulated under Part 1 of the Environmental Protection Act 1990 since 1991. In April 2003, the regulation of crematoria processes under the 1990 Act was transferred to the Pollution Prevention and Control Act 1999 (CAMEO, 2008).

8.4.3 The publication “*Recommendations of the Establishment of Crematoria*” states that ‘*ideal sites are rarely located in urban areas and it is emphasised that suitability of setting is of greater importance than its location in close proximity to*

*population centres*”. Section 5 of the Cremation Act 1902 requires that no crematorium shall be constructed nearer to any dwelling house than 200 yards, except with the consent in writing of the owner, lessee or occupier of the house, nor within 50 yards of any public highway. In addition, the recommendations go on to say that *‘entrances should not be sited on main trunk roads which would require that the funeral corteges and accompanying private cars cross the flow of traffic.’*”

- 8.4.4 Air pollution emissions from crematoria are regulated under Part I of the Environmental Protection Act 1990, which is the responsibility of the Department of the Environment. Under this provision, crematoria must be authorised. Authorisations must include conditions aimed at securing the use of the ‘Best Available Techniques Not Entailing Excessive Cost’, BATNEEC and the statutory governance guidance known as Process Guidance Note PG5/2, to prevent, minimise and render harmless emissions. Previously, these controls had not addressed Mercury and in response to this DEFRA consulted the industry and produced guidance in relation to cleaning emissions of Mercury (PG5/2[04]). This new process guidance was followed up by additional guidance from DEFRA in the form of Note (AQ1 [05]) on the ‘Control of Mercury Emissions from Crematoria’ (CAMEO, 2008).
- 8.4.5 Although there are no specific references to crematoria in Planning Policy Wales 2002, Sections 7.6.2 and 7.6.3 refer to issues that should be considered in the location of a crematorium.
- 8.4.6 Section 7.6.2 states that “in determining planning applications for industrial and commercial uses, local planning authorities should have regards to:
- the impact of the development on the environment and local amenity (in terms of, for example, its scale and design, use of materials and natural resources, impact on landscape and wildlife, and its contribution to the generation of traffic and waste, noise and odour, emissions to air, water and soil, and its impacts on community safety and health);

- how significant environmental losses can be avoided, mitigated or compensated for;
- accessibility by a range of different transport modes;
- the possible need for, and scale of, transport and other infrastructure changes required to enable development to occur;
- proximity to, and compatibility (in terms of nature and scale) with, residential areas;
- compatibility with existing industrial and commercial activities;
- whether the intensification of industrial/commercial use is appropriate;
- opportunities to encourage developments involving co-location deploying waste stream technology or practices, innovative business or technology clusters, and developments in the social economy.”

8.4.7 Section 7.6.3 states that *“Where applications are considered for business development in primarily residential areas particular care should be taken to safeguard residential amenity, especially where there is potential for noise and/or traffic disturbance. Planning conditions may be used to control, for example, times of operation in order to protect amenity.”*

8.4.8 There is no mention of crematoria in TAN 21: Waste. Nevertheless, other TANs may be of relevance when considering an application of this nature e.g. TAN 6: Agricultural and Rural development, TAN 12: Design and TAN 18: Transport.

8.4.9 Careful consideration should be given to the location of crematoria within Green Belt or Green Wedge land because of potential environmental issues especially pollution. If a crematorium is proposed within these areas there should be evidence of overriding public interest.

## **8.5 General Guidelines for Burial Land Proposed – Cemeteries and Crematoria**

8.5.1 Based on the review, issues to be considered when identifying potential sites for burial facilities should include the following:

- **Legislation and Best Practice** – all burial provision, new and extensions to existing, shall be in accordance with relevant legislation and best practice.
- **Statutory Designations** - these include Special Areas of Conservation (SAC) Sites of Special Scientific Interest (SSSIs), National Nature Reserves; Listed Buildings, Scheduled Ancient Monuments and Conservation Areas.
- **Non-Statutory Designations** – these include Heritage Coasts, Special Landscape Areas, Historic Landscapes, Green Wedges etc.
- **Mineral resources** – these include mineral resources (e.g. sand & gravel), existing quarry extensions, and old railway lines.
- **Agricultural land** – whilst burial grounds may be considered on low-grade agricultural land and green burial facilities within set aside land, burial facilities should not be considered on high quality agricultural land (grades 1, 2 and 3a in particular).
- **Allocated and proposed Land Use** – especially in terms of proximity to transport routes, areas identified for residential development etc.
- **Accessibility** – consideration must be given to proximity of settlements, main roads and access by public transport.
- **Location** – proximity to existing settlements and should be considered along with accessibility. Generally it is considered appropriate for burial grounds to be located in semi rural, urban fringe locations. However, facilities should not damage the recreational amenity of the area or damage/detract from features with archaeological or historical interest.
- **Proximity to other burial grounds / crematoria** - wherever possible the extension of existing burial grounds should be given preference. Where these are full, additional sites in the vicinity should be considered. Sites near to crematoria where there is no full burial facility should be considered.

- **Hydrology** – all applications must take into consideration the Environment Agency (EA) Guidelines for location of burial grounds and crematoria especially in terms of minimum distances between burial sites and water courses, wells, boreholes, springs etc. The EA must be consulted in the preparation of proposals.
- **Air Quality** – all applications for crematoria shall be in accordance with EA and DEFRA guidelines to prevent, minimise and render emissions harmless.
- **Setting** – facilities should fit into the surrounding land use, landscape and consideration should be given to visual impact and opportunities for screening. The location of crematoria should consider in particular the suitability of the setting, compatibility with existing activities, proximity to housing and highways.
- **Consideration for dual uses** – dual use of proposed sites could include nature conservation, children’s play areas, use of contaminated land and other community uses. Where appropriate, opportunities for crematoria developments involving co-location deploying innovative technology for wastes, innovative business and developments in the social economy should be encouraged.

## 9.0 POTENTIAL SITES

When considering potential sites it is important to review where provision has recently been granted and where planning applications have been refused and the reasons for refusal. The types and localities for sites are considered in this section.

### 9.1 Relevant Planning Applications

9.1.1 A number of planning applications have been submitted to the Vale of Glamorgan Council for the expansion of existing cemeteries or the creation of new burial facilities. These are detailed in the Table 9.1 below.

9.1.2 In the recent years there have been several planning appeals in relation to burial facilities. In 1999, a planning application for a woodland burial park at Clawdd Coch, Pendoylan (ref 99/01439/FUL) was refused and dismissed at appeal. The Inspector concluded that the proposed development would conflict with local planning policies for the protection of the countryside, as it would be detrimental to the character and appearance of the area. He also added that the benefits to the rural economy in terms of farm diversification do not outweigh the harm that the proposed development would cause.

**Table 9.1 Planning Applications Relevant to the Vale of Glamorgan Burial Study**

Application Ref.	Location	Description of Proposal	Decision	Date
1984/00872/FUL	Sutton Road, Llandow Trading Estate, Llandow	To set up animal cremator	A	03/01/1985
1992/00080/FUL	Merthyr Dyfan Burial Ground, Cemetery Road, Barry	Extension of burial areas and new service roads	A	14/04/1992
1992/00081/FUL	Merthyr Dyfan Burial Ground, Cemetery Road, Barry	Extension of burial areas and new service roads	A	14/04/1992
1992/00807/FUL	Land adjoining and to north of church graveyard, Ystradowen	Extension of existing graveyard	A	29/09/1992
1996/00459/FUL	129, Port Road East, Barry	Change of use to funeral home and new pitch roof porch	R	02/08/1996

Application Ref.	Location	Description of Proposal	Decision	Date
1996/00671	Land at and adjoining Merthyr Dyfan Burial Ground, Barry	Change of use of adjacent land from agricultural to burial ground	A	30/01/1997
1999/01246/FUL	St. Owain's Church, Ystradowen	Extension of existing graveyard	A	10/12/1999
1999/01439/FUL	Land at Clawdd Coch, Pendoylan	Pendoylan woodland burial park	R	13/04/2000
2000/00198/FUL	Rear of 1 Clos Llanfair, Wenvoe	Extension of community council graveyard on adjacent garden area, replacing boarded fence with stone wall	A	07/04/2000
2002/01733/FUL	Land at junction of Caerau Lane and Quarry Road, Wenvoe	Proposed crematoria, car parking, chapel of rest and gardens including highway junction improvements.	R	05/06/2003
2003/00301/OUT	Land at Caerau Lane / Port Road, Wenvoe	Crematorium building, car parking, memorial gardens etc. vehicular & pedestrian access	R	05/06/2003
2004/00879/OUT	Land at Caerau Lane / Port Road, Wenvoe	Crematorium building, car park, memorial gardens, burial land, vehicular and pedestrian access	W	28/06/2004
2005/01663/FUL	Field 0069, junction of A48 / Coedarhydyglyn, St. Nicholas	Proposed crematorium, cemetery, car parking, gardens and remembrance book chapel	R	05/05/2006
2006/00532/FUL	South Wales Golf Driving Range, Port Road East, Barry.	Proposed Vale of Glamorgan crematorium and ancillary buildings.	P	-
2007/01121/FUL	Former nursery land adjacent to Cemetery Road, Barry	Erection of 61 no. affordable dwellings (made up of 39 no. houses and two blocks of 22 no. flats) and associated works.	R	14/03/08
2007/01296/FUL	Coedarhydyglyn Park, St. Nicholas, Cardiff	Use of parkland for natural burials in addition to the continued agricultural use. There is No Change of Use; no buildings and no development in the countryside.	A	14/12/07

A - Planning Application Approved  
R - Planning Application Rejected  
P - Planning Application Pending  
W - Planning Application Withdrawn

9.1.3 In dismissing the appeal for a private crematorium at the junction of Caerau Lane and Quarry Road in Wenvoe (ref 02/01733/FUL), the Inspector concluded that the proposal was inappropriate development in the Green Wedge and that there was no overriding need for the proposal to justify irreversible development of an area of the best and versatile agricultural land.

9.1.4 An application for a green burial facility (2007/01296/FUL) was approved in 2007.

9.1.5 A planning application for a private crematorium and associated burial ground in north-east Barry (2006/00532/FUL) was submitted in 2006 but is currently under consideration by the Council. The site has also been submitted as a LDP candidate site for a burial ground / cemetery.

## **9.2 Recommendations for Additional Burial Land Provision**

9.2.1 Based on the findings of previous sections, the two main elements for consideration with regards additional burial land provision are:

- The expansion of existing facilities and
- Appropriate locations for additional burial facilities.

9.2.2 The most pragmatic option for additional capacity in terms of cost of administration, services and management is to extend existing facilities where it is appropriate to do so. Where this is not possible other sites have been considered. The environmental constraints have been mapped on Figure 5.0 which relate to the UDP policy constraints. The location of key bus and train routes are also shown.

9.2.3 The LDP Candidate Site Register and relevant addenda have been reviewed. Further information has been requested from, and provided by, the Vale of Glamorgan Council as necessary in respect of specific sites to further clarify their potential for use as burial facilities, especially in association with the expansion of existing facilities. Although some Candidate Sites have been put forward for community use, or more specifically for burial use, all Candidate Sites will be assessed as part of the LDP process and not as part of this study.

9.2.4 Nevertheless, the study has identified locations which are considered suitable for additional burial facilities based on environmental and development constraints. Sites will require a sustainability appraisal and detailed environmental assessment to ensure that they fulfil relevant regulations and guidelines. Figure 5.0 contains details of the constraints to burial facilities within the Vale and Figure 11.0 refers to recommended search areas for additional burial land provision.

9.2.5 The main public cemeteries are located in Barry, Porthkerry, Cowbridge, Llantwit Major, and Penarth. Possible extensions to these facilities have been considered and are outlined below. Where extensions are not possible or there are other potential constraints such as recent planning applications for alternative uses, additional land has been identified.

9.2.6 **Merthyr Dyfan Cemetery in Barry.** This cemetery has been expanded during the current UDP period and is currently anticipated to have capacity beyond the LDP period if all the additional land is developed. However if additional burial land provision is required in Barry, land to the north east should be considered. (Refer to Figure 11.0).



*Figure 12.0. Aerial photograph of Merthyr Dyfan Cemetery, Barry (image taken from Google earth, redline showing indicative cemetery area)*

9.2.7 **Limes Cemetery in Cowbridge.** Additional land is currently being considered for the expansion of the Cemetery by the Town Council. Should this be approved, it is anticipated that there will be capacity beyond the LDP period. Given the low number of burials at the site it is not considered that additional land will be required during the Plan period. If proposals are not approved, consideration should be given to potential sites upon which a new facility could be developed.



*Figure 13.0. Aerial photograph of Limes Cemetery, Cowbridge (image taken from Google earth, redline showing indicative cemetery area)*

9.2.8 **Penarth Cemetery.** It is anticipated that additional capacity will be required at Penarth Cemetery during the Plan period. There appears to be little opportunity to expand the current cemetery. There could be potential to develop additional burial facilities to the south of Penarth (between Penarth and Sully). A large burial facility in this location could provide capacity for both Penarth and Barry as well as smaller settlements and is easily accessible along the A4226.



Figure 14.0 Aerial photograph of Penarth Cemetery (image taken from Google earth, redline showing indicative cemetery area)

9.2.11 **Llantwit Major Cemetery.** Although there are no easy options for the expansion of the Llantwit Major Cemetery, there are possibilities of developing a new facility on land at the former St Athan Ministry of Defence DTA site.



Figure 15.0 Aerial photograph of Llantwit Major Cemetery (image taken from Google earth, redline showing indicative cemetery area)

9.2.12 **Porthkerry Cemetery.** Plans have recently been prepared for an additional 240 plots at Porthkerry Cemetery which are anticipated to provide capacity well beyond the plan period. No additional land is currently proposed.



*Figure 16.0 Aerial photograph of Porthkerry Cemetery (image taken from Google earth, redline showing indicative cemetery area)*

9.2.13 **St Athan.** Proposals for the redevelopment of the St Athan DTA include comprehensive mixed development on what is principally brownfield land. The provision of a new burial facility in St Athan in association with the proposed development could provide a useful resource for the people of St Athan, Llantwit Major, Porthkerry and surrounding settlements. It could also serve as a resource to people living to the south of Cowbridge. The option of developing a cemetery at St Athan will support Area Strategy Policy 1: Settlement Hierarchy which identifies Barry and St Athan as key settlements. There are currently no cemetery facilities within St Athan.

9.2.14 Where possible, smaller Community Council provision should be expanded. Although the absolute numbers of burials are very low, they form an important component of the overall burial provision especially in the more rural north and west Vale and allow choice for those residents who do not live near to the town council run public cemeteries.

9.2.15 The results of the Stakeholder Workshop identified a number of ways forward in the provision of additional burial capacity. The options proposed as are follows:

- a) expand in the locality of the existing five public cemeteries
- b) expand in the locality of the existing community council cemeteries to maintain localised provision throughout the Vale
- c) concentrate provision in one large Vale wide cemetery in a central location

9.2.16 Should the Council wish to consider an all-county facility a site near the A48 between Wenvoe and Bonvilston could be appropriate. However, such a proposal would be at variance to proposals made within the UDP and would not meet the requirements for local facilities as recommended during the stakeholder workshop. In addition, this approach is likely to require a green field site and could therefore be considered contrary to the policies outlined in the Draft Preferred Strategy for the emerging LDP.

## **10.0 PLANNING POLICY**

### **10.1 Existing UDP Policies**

10.1.1 The existing UDP policy for additional burial land is Policy COMM 9, (refer to section 8.1).

10.1.2 The main focus of the existing UDP policy is on the provision of burial land in Barry, Penarth and Llantwit Major. The supporting text makes reference to consideration to proposals for all burial methods including traditional cemeteries, crematoria and alternative green burials. There is no reference to smaller community facilities.

10.1.3 The results of the study indicate that whilst the main cemeteries require additional capacity so also do many of the smaller community council cemeteries which provide important choice and local facilities especially in the more rural parts of the county.

10.1.4 The wording of the existing policy COMM 9 has been reviewed. It appears to be working well and is generally considered to cover the elements of current policy guidance and regulations, sustainability, environmental impact and accessibility by the public. The policy identifies the main areas of need and has flexibility to allow for consideration of alternative forms of burial. Therefore the wording of the qualifying factors is considered acceptable but greater emphasis needs to be placed on environmental issues and sustainability. It is also recommended that specific reference is made to local community council and church graveyard burial facilities to acknowledge this important, although small, component of burial provision within the Vale.

### **10.2 Policy - Additional Burial Facilities**

10.2.1 This Study has identified that existing provision within the Town Council run cemeteries of Penarth, Llantwit Major and Cowbridge will be at or near capacity by the end of the Plan period based on existing current burial rates.

- 10.2.2 The provision of an additional 7500 residential units and the predicted increase in population within the main settlements during the Plan period will mean that current Town Council run cemeteries will be at or near capacity by the end of the Plan period.
- 10.2.3 The implementation of the proposed DTA development at St Athan during the Plan period will also place additional pressure on existing nearby cemeteries at Porthkerry, Llantwit Major and Barry.
- 10.2.4 Given the rural nature of the Vale and the associated local environmental constraints, priority should be given to the extension of existing facilities where this is practicable.
- 10.2.5 Where extensions to existing facilities are not practicable, sites that are adjacent to existing centres of population and easily accessible by public transport should be considered. Accordingly, locations to the north west and south-east of Barry; to the south of Penarth (between Penarth and Sully). In addition, burial facilities associated with the proposed DTA development at St Athan should be considered. Such facilities could also provide additional capacity for Porthkerry, Llantwit Major and Barry cemeteries.
- 10.2.6 The study has shown that consideration should be given to the provision of additional capacity in the smaller cemeteries managed by town and community councils and church graveyards. The study identified the need for a more structured approach to this level of provision, and it is recommended that during the Plan period uptake of provision is monitored to provide a more accurate picture of requirements at the local community level.
- 10.2.7 Although there is existing capacity for green burial within the Vale and crematoria in adjacent authorities, consideration should be given to proposals for sustainable alternative burial facilities to include crematoria, green burials and alternative forms of burial where need can be demonstrated.

10.2.8 The sustainable expansion of community council cemeteries and graveyards should be considered where need can be demonstrated.

10.2.9 The sensitivity of this land use both in terms of adjacent land uses and for people using the burial facility will be taken into consideration in determining planning applications.

10.2.10 Proposed Policy:

Based on the above the following policy is proposed for the LDP period:

**A** Proposals for additional burial facilities in the following identified areas of need: Penarth/Sully, Barry, Cowbridge, Llantwit Major, Cowbridge and St Athan DTA will be permitted if:-

a. Parking, servicing and infrastructure are provided in accordance with the Council's approved guidelines

b. Facilities are accessible by a range of different transport modes

**(iii)** The proposal does not have an unacceptable effect on residential amenities by virtue of giving rise to new or exacerbate existing environmental problems in terms of traffic generation, highway safety, noise, smell, air quality, visual amenity or other amenity considerations; and

**(iv)** The proposal indicates long term sustainability and does not have an unacceptable impact on good quality agricultural land (Grades 1, 2 and 3A), on areas of attractive landscape or high quality townscape or on areas of historical, archaeological or ecological importance.

## 11.0 CONCLUSIONS

- 11.1 The main form of burial provision within the Vale of Glamorgan is Town Council run public cemeteries within Barry, Penarth, Llantwit Major, Cowbridge and Porthkerry. As there are no crematoria within the Vale, residents utilise facilities within adjacent Local Authorities namely Thornhill Crematorium in Cardiff, Coychurch Crematorium in Bridgend and to a lesser extent Glyn Taff Crematorium in Pontypridd. Secondary burial provision is provided through Community Council run cemeteries and church grave yards which form a locally important resource especially in more rural parts of the Vale.
- 11.2 The results of this study indicate that many of the existing burial facilities will have reached, and be near to capacity, during the LDP Plan period.
- 11.3 Population projections through the plan period identify an increasingly ageing population and a steadily increasing number of deaths per year from approximately 1280 per year in 2011 to 1400 per year in 2026.
- 11.4 The proposed residential housing outlined LDP Draft Preferred Strategy could provide greater pressure on the burial facilities within Penarth, Barry, Llantwit Major and Cowbridge. In addition an important centre for growth has been identified in St Athan DTA where there are currently no burial facilities.
- 11.5 Consideration has been given to the potential implications of in-migration and background on the requirements for burial facilities. Whilst it is not possible for the LPA to accurately determine potential in-migration during the Plan period it is recommended that in-migration and the background of migrants should reviewed during the Plan period and consideration be given to their needs in the future.
- 11.6 There is a variable ratio between the number of burials related to the number of cremations within the burial facilities for which information was provided during the study. This ranged from 70% burial to 30% cremation stated by Barry Town Council, 30% burial to 70% cremation stated by Bridgend County Borough

- Council and 40% burial to 60% cremation stated by RCTCBC. The overall figures provided by the service providers indicate an average ratio of 27% burial to 73% cremation.
- 11.7 Based on the ratio of 30% burial to 70% cremation an area of approximately 0.25 hectares of suitable land for traditional burial per year will be required or 3.75 hectares during the Plan period. However it should be noted that this is based on information provided during this study and should be taken as guidance only.
- 11.8 Whilst there is anecdotal evidence, especially from Barry, that distance from existing crematoria and associated costs prevent Vale residents from using these facilities, the data collected through the study indicates that the ratio between cremation and burial correlates to the national average of 30% burial to 70% cremation. Service providers have confirmed that there is capacity for cremation of Vale residents through the LDP period. Research from similar South Wales authorities has indicated that people do travel for cremation especially within Monmouthshire. However, it should also be recognised that the provision of services such as crematoria can create their own demand even where there is capacity in adjacent authorities.
- 11.9 Given the opening of the St. Nicholas green burial facility in 2008 there is unlikely to be additional need for green burial facilities within the Vale.
- 11.10 The most pragmatic option for additional capacity in terms of cost of administration, services and management is considered to be the extension to existing facilities where it is possible to do so. Opportunities for the expansion of existing cemeteries have been identified at the Limes Cemetery in Cowbridge.
- 11.11 Where extension to existing facilities is not possible then other facilities within the settlement should be considered.
- 11.12 Larger new facilities should be considered in association with potential areas of new development which could also serve existing settlements. In particular, a burial facility between Penarth and Sully could provide a local resource as well as

- serving the towns of Penarth and Barry. A burial facility associated with the proposed developments at St Athan DTA could provide a local resource for St Athan and also additional capacity for Llantwit Major and Porthkerry.
- 11.13 Given the current capacity of Porthkerry Cemetery additional provision per se is not considered necessary during the Plan period. However, where opportunities exist for creating capacity for future requirements this should be considered to ensure capacity into the next planning period.
- 11.14 Community Council cemeteries and grave yards provide an important local resource for Vale residents especially in rural areas in the north and west of the County. Where possible the Vale of Glamorgan Council should encourage continued burial provision within these facilities.
- 11.15 During the study consultees identified resources for maintenance and development as an issue. Consideration should be given to opportunities afforded to the Council for supporting existing or proposed burial facilities through Section 106 agreements with private developers. Section 106 agreements could allow for the provision of wider benefits to the community especially in terms of provision, maintenance, public transport and accessibility for burial facilities.
- 11.16 It is clear from the response of attendees of the Stakeholder Workshop that the issue of burial is emotive and it is recommended that the Council develop long term monitoring of both existing provision and the views of the Vale of Glamorgan residents. .
- 11.17 Currently there is no assessment of public preferences for burial or cremation in the Vale of Glamorgan Council with regards burial in the Vale. It is recommended that this information is collected during the LDP period to inform burial provision in the next Plan period. This could be undertaken by including relevant questions as part of the Vale Householder Survey and/or part of the Deposit LDP consultation.

11.18 This study is based on the current known situation. If there are changes to the Draft Preferred Strategy and new areas are identified for significant housing development in the emerging LDP then sustainable and appropriate additional burial facilities should be considered by the Council.

## REFERENCES

A Strategy for the Future. Cardiff Bereavement Services, July 2005

Burial Law and Policy in the 21<sup>st</sup> Century: The need for a Sensitive and Sustainable Approach. Home Office, January 2004

Burial Law and Policy in the 21<sup>st</sup> Century and Cemeteries The Way Forward, July 2007

Charter for the Bereaved. Institute of Cemetery and Crematorium Management

Community Profile, Vale of Glamorgan County Borough Council, September 2006

Cremation (Amendment) Regulations 2006, Federation of British Cremation Authorities

Developer Contributions to new Cemetery Provision in West Lothian. West Lothian Council Supplementary Planning Guidance

Google Earth

Guide for Burial Ground Managers. Department of Constitutional Affairs, November 2005

Landscapes Working for the Vale of Glamorgan, January 1999

Local Authorities' Cemeteries Order 1977

Local Government Act 1972

Management of Churchyards Policy and Guidance. The Church of Wales, undated

Office of National Statistics (ONS) - Census Data 2001

Planning Policy Wales (PPW) 2002

Policy relating to Shallow Depth Graves, Institute of Cemetery and Crematorium Management, May 2004

Rhondda Cynon Taf Funeral Expenses Bereavement Services Fees 2007/2008

Series DH1 no 38: Mortality Statistics. Review of the Register General on Deaths in England and Wales, 2005. Office for National Statistics.

Select Committee on Environment, Transport and Regional Affairs memorandum (CEM 49), 29<sup>th</sup> March 2001

Vale of Glamorgan Adopted Unitary Development Plan 1996 – 2011

Vale of Glamorgan Candidate Sites Register

Vale of Glamorgan Community Profile Report 2006

Vale of Glamorgan Local Development Plan 2011 – 2026 Population and Housing  
Projection Topic Paper

Wienrich, S. & Speyer, J. (2003). *The Natural Death Handbook (4<sup>th</sup> Edition)*. Rider  
Books.

**Relevant websites include:**

The Crematoria Abatement of Mercury Emissions Organisation (CAMEO):  
<http://cameoonline.org.uk/id17.html>

Countryside Council for Wales (CCW) LANDMAP information: [www.landmap.ccw.gov.uk](http://www.landmap.ccw.gov.uk)

Department of Constitutional Affairs (DCA): [www.dca.gov.uk/corbur/buriafr.htm](http://www.dca.gov.uk/corbur/buriafr.htm)

The Institute of Cemetery and Crematorium Management: [www.iccm-uk.com](http://www.iccm-uk.com)

The Natural Way Burial (Promession): [www.naturalwayburial.org.uk](http://www.naturalwayburial.org.uk)

The Federation of British Cremation Authorities: [www.fbca.org.uk](http://www.fbca.org.uk)

The Environment Agency: [www.environment-agency.gov.uk](http://www.environment-agency.gov.uk)

## **APPENDIX 1.0**

**Burial Land Study Workshop  
Attendance List**

Organisation	Name	Signature
A G Adams	Arthur Thompson	
Barry Citizens' Action Group	Mrs Dilys Colbourne	<i>Dilys Colbourne</i>
Barry Town Council	Cliff Lewis	<i>Cliff Lewis</i>
Campaign for Protection of Rural Wales	Mr Robin Simpson	
Cowbridge with Llanblethian Town Council	Cllr. Jon Harris	<i>Jon Harris</i>
Coychurch Crematorium	Joanna Hamilton	<i>Joanna Hamilton</i>
<i>Bridgend Cemetery</i> Coychurch Crematorium	Sian Hooper	<i>S Hooper</i>
Green Willow Funeral Ltd.		
Holy Trinity Presbyterian Church	Mr W.H. Burgess	<i>W.H. Burgess</i>
Llantwit Major Town Council	Cllr. R S Downe	
Llantwit Major Town Council	Lesley Stokes	<i>Lesley Stokes</i>
Muslim Welfare Association of Vale of Glamorgan	Moawia Bin-Sufyan	
Penarth Funeral Directors	Simon C. Probert	
Penarth Society	Audrey Poole	<i>Audrey Poole</i>
W H Preene & Son Independent Funeral Directors		
The Representative Body of the Church in Wales	Alex Granville	
Thornhill Crematorium	<i>TREFFOR GOLLIVER</i>	<i>Treffor Golliver</i>
United Reformed Church (Wales) Trust	Ms Helen Stenson	<i>H. Stenson</i>
W James & Sons	<i>John James</i>	<i>John James</i>

*Penarth Town Council* *Eddie Vick*  
*Sue Beck*  
*John Muddford* } *Vale 50 and Senior Citizens Forum*  
*Steve Ball*  
*Kate Jones* } *VGC Planning*  
*Stem Middleton*  
*VOG Council* *Jon Bailes*  
*Lucy Turner*  
*Christopher Prettwood* } *Vale Planning Policy*  
*Beverly Searle*

## **APPENDIX 2.0**



**VALE OF GLAMORGAN**

**LOCAL DEVELOPMENT PLAN  
– BURIAL LAND STUDY**

**Workshop  
November 29<sup>th</sup> 2007**

## THE STUDY

- **Qualitative and Quantitative Review of the Vale's existing burial land facilities**
- **Determine whether any additional facilities are required**
- **Will inform the LDP 2011 - 2026**

# METHODOLOGY PROCESS AND PROGRAMME

## Study Inputs

## Programme Dates (Week Commencing)

### Task 1: Study Inception Meeting

- Confirm scope and timing of study
- Obtain burial ground information from Town Councils and other relevant documents to include digital OS mapping, aerial photography, census information etc
- Agree format and invitees for the workshop

05 November 2007

### Task 2: Qualitative and Quantitative Review of Existing Provision

- Information from Town Councils
- Local Development Plan Requirements
- UDP Plans and Policies

05 November 2007

16 November 2007

### Task 3: Client and Stakeholder Workshop

- Present and review results from Task 2 (Interim Report)
- Establish need for additional burial land facilities
- Agree assessment criteria for suitable sites
- Consider the effects on changes in demand for cremations and green burials – identify information sources, trends and influencing factors

26 November 2007

### Task 4: Identify Need for Additional Burial Land

- Based on results of Tasks 2 and 3 assess need against existing provision

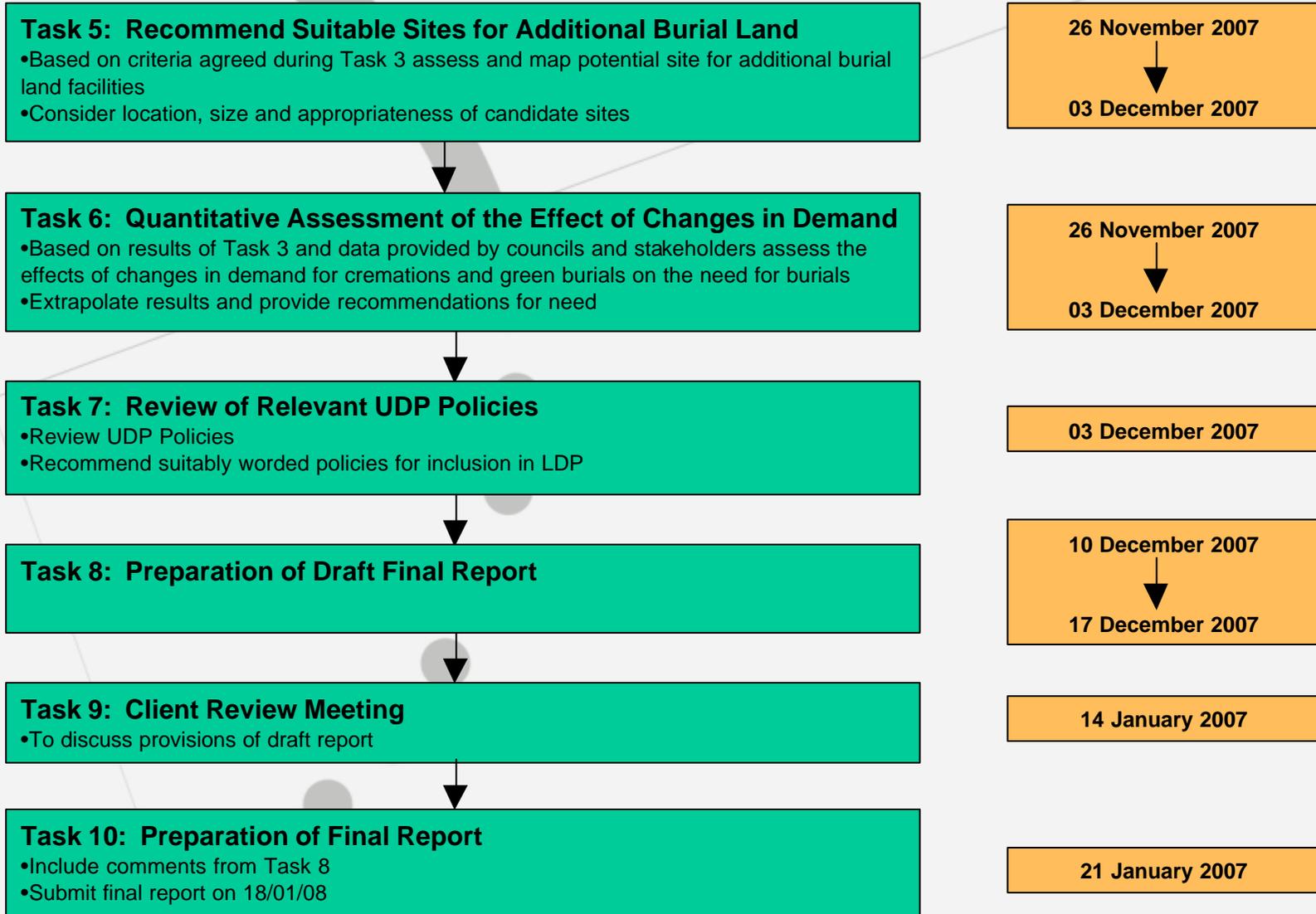
26 November 2007

03 December 2007

# METHODOLOGY PROCESS AND PROGRAMME (2)

## Study Inputs

## Programme Dates (Week Commencing)



## EXISTING SITUATION (1)

- **Population of the Vale is approx 122 300**
- **Number of Deaths per year based on National Statistics is approx 1500**
- **Existing Cemeteries are located at:**
  - Barry**                      - Merthyr Dyfran Cemetery  
   - Porthkerry Cemetery
  - Penarth**                      - Penarth Cemetery
  - Llantwit Major**           - Llantwit Major Cemetery
  - Cowbridge**                - The Limes Cemetery
- **Existing Crematoria – none in the Vale**
  - Thornhill, Cardiff**
  - Coychurch, Bridgend**

## EXISTING SITUATION (2)

- **Church Graveyards**
- **Green Burial**      **Cardiff**
- **Existing Capacity - Cemeteries**

<b>Barry</b>	<b>Merthyr Dyfran Cemetery: full capacity by 2012</b> <b>Potential extension available</b>
<b>Penarth</b>	<b>Porthkerry Cemetery – awaiting information</b> <b>Penarth Cemetery – awaiting information</b>
<b>Llantwit Major</b>	<b>Llantwit Major Cemetery: 7 years capacity remaining</b> <b>No current plans for additional provision</b>
<b>Cowbridge</b>	<b>The Limes Cemetery: 20 plots remaining</b> <b>Extension being assessed</b>
- **Existing Capacity - Crematoria**

## REQUIREMENTS

**Type of Burial**

**Traditional Burial**

**Cremation**

**Natural Burial**

**Vertical Burial/ other types based on tradition eg.  
Promession**

**Burial at Sea (Under Licence) DEFRA**

**Cultural Issues**

**Religion**

**Ethnic Minorities**

**Trends**

**Population profiles**

**Immigration Profiles**

**Burial Types**

# POTENTIAL

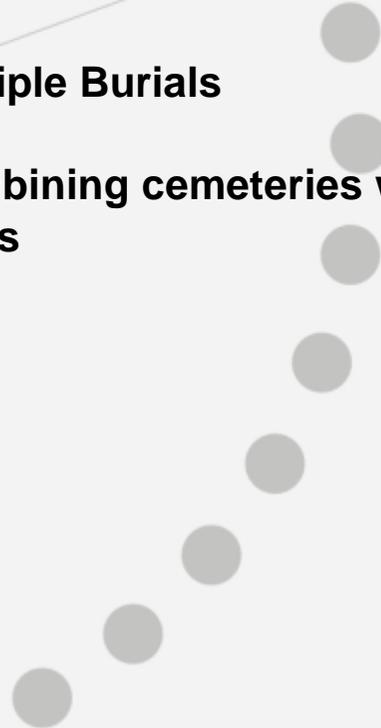
## Examples from elsewhere in the UK

Reuse of existing facilities

Use of contaminated land

Multiple Burials

Combining cemeteries with other uses such as children's play areas



## **SITE SELECTION CRITERIA (1)**

**Unitary Development Plan Restrictions to development**

**Nature Conservation: SAC/SSSI/NNR**

**Built Environment: LB/SAM/Conservation Area**

**Mineral resources**

**Transport corridors**

**Landscape/Historic designations**

**Accessibility**

**Proximity to motorways, A, B, Unclassified Roads**

**Access by Public Transport**

**Proximity to other Burial Grounds/cremetoria etc**

## POTENTIAL CRITERIA (2)

### Location

Proximity to Existing Settlements

Proximity to Agricultural Land: Active, Set aside

Hydrogeology – EA Guidelines, Minimum Distances between burial sites and water courses, springs, wells, boreholes etc

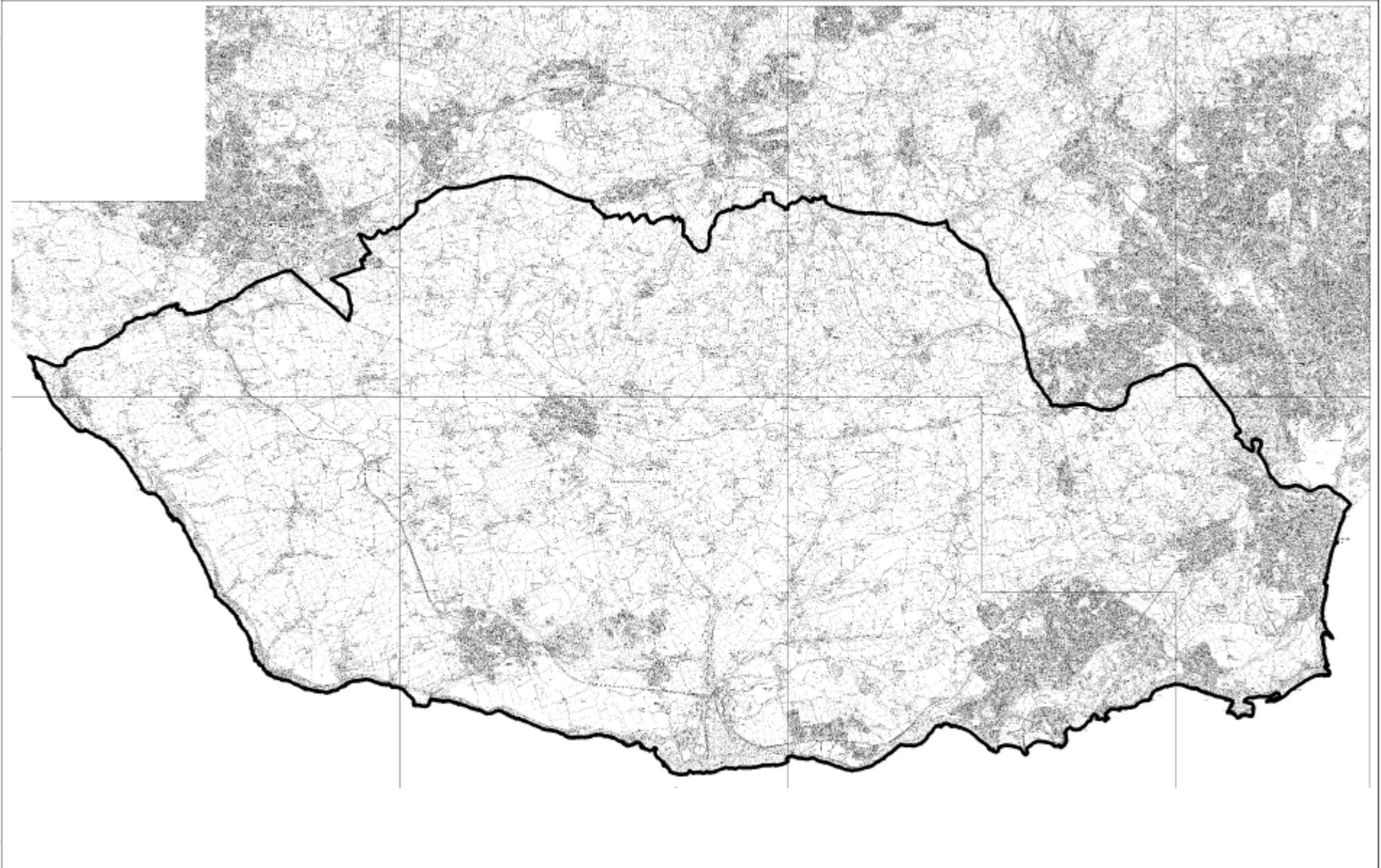
### Landscape

LANDMAP layers: Geology, Culture, Habitats, History, Visual and Sensory

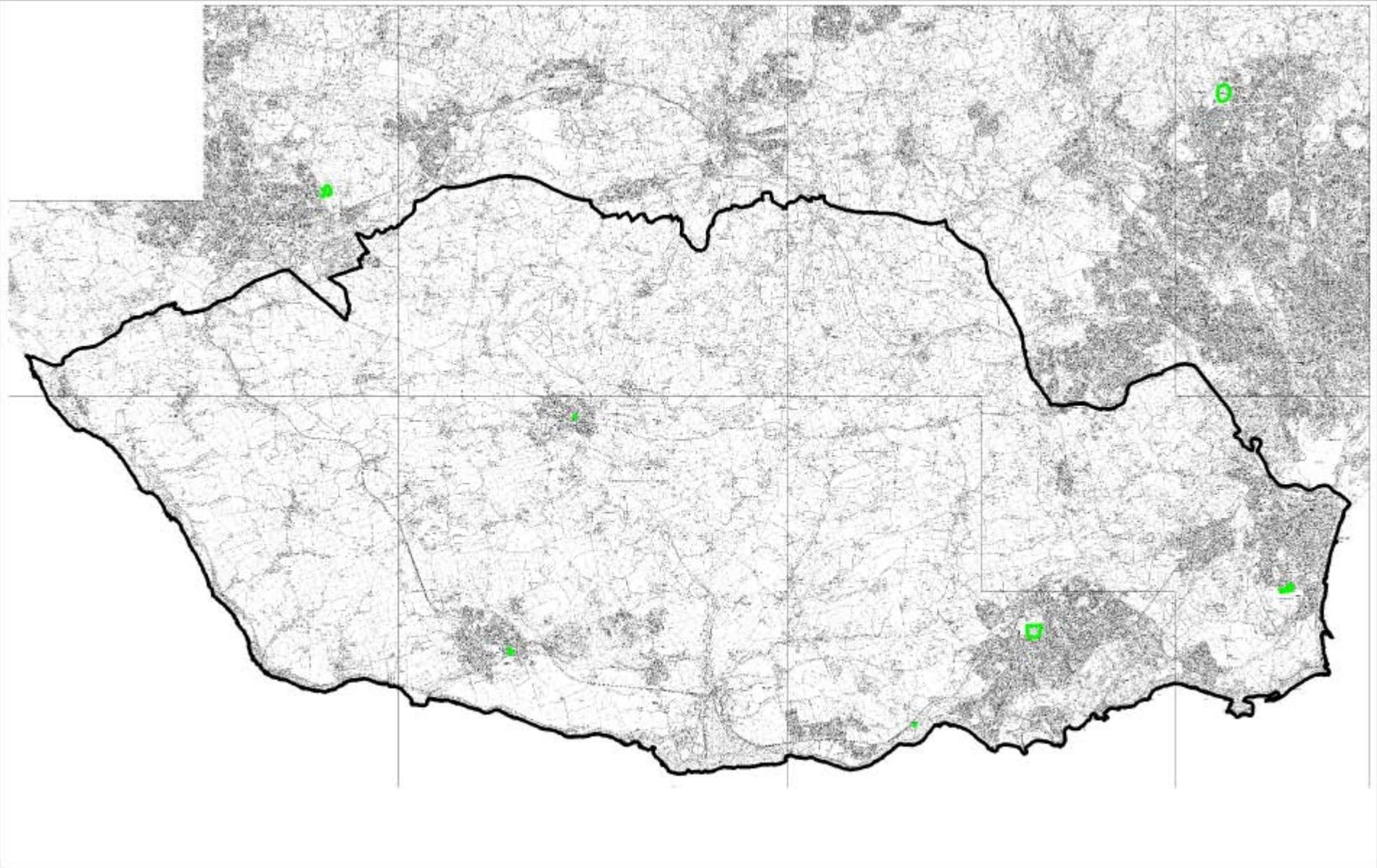
### Land Ownership

Private, Public, Other eg National Trust, Duchy of Lancaster

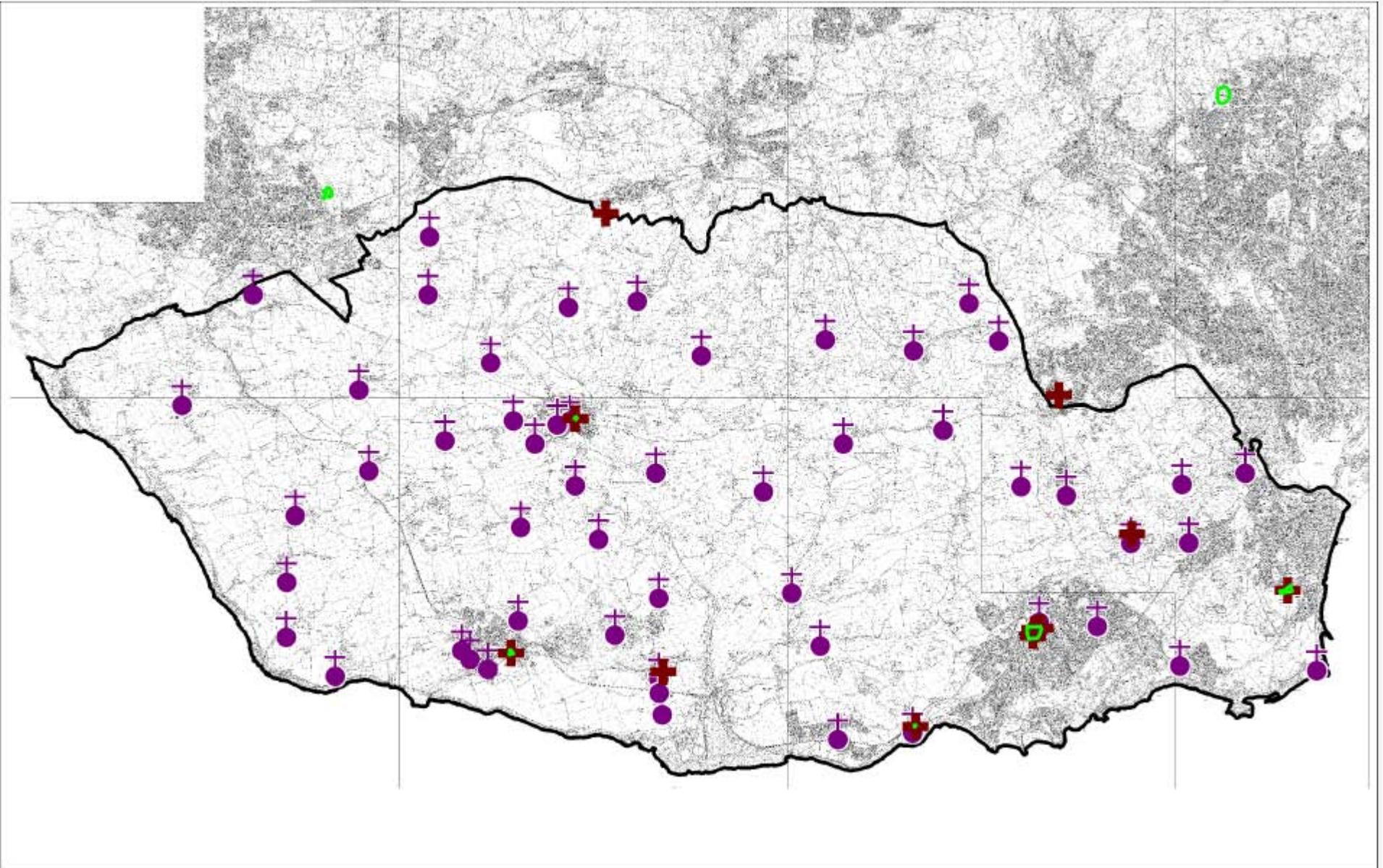
# UNITARY AUTHORITY BOUNDARY



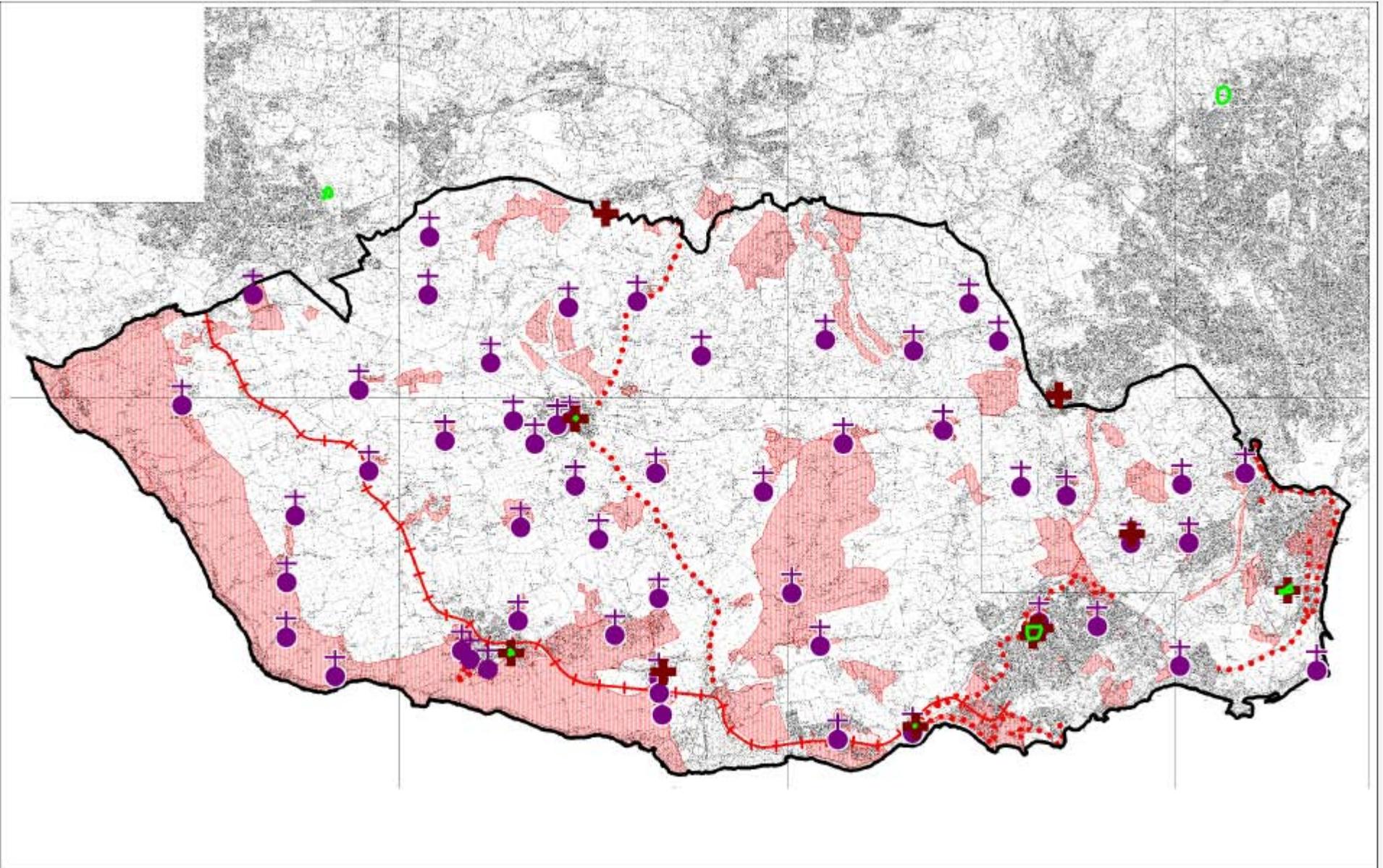
# EXISTING BURIAL FACILITIES / CREMATORIA



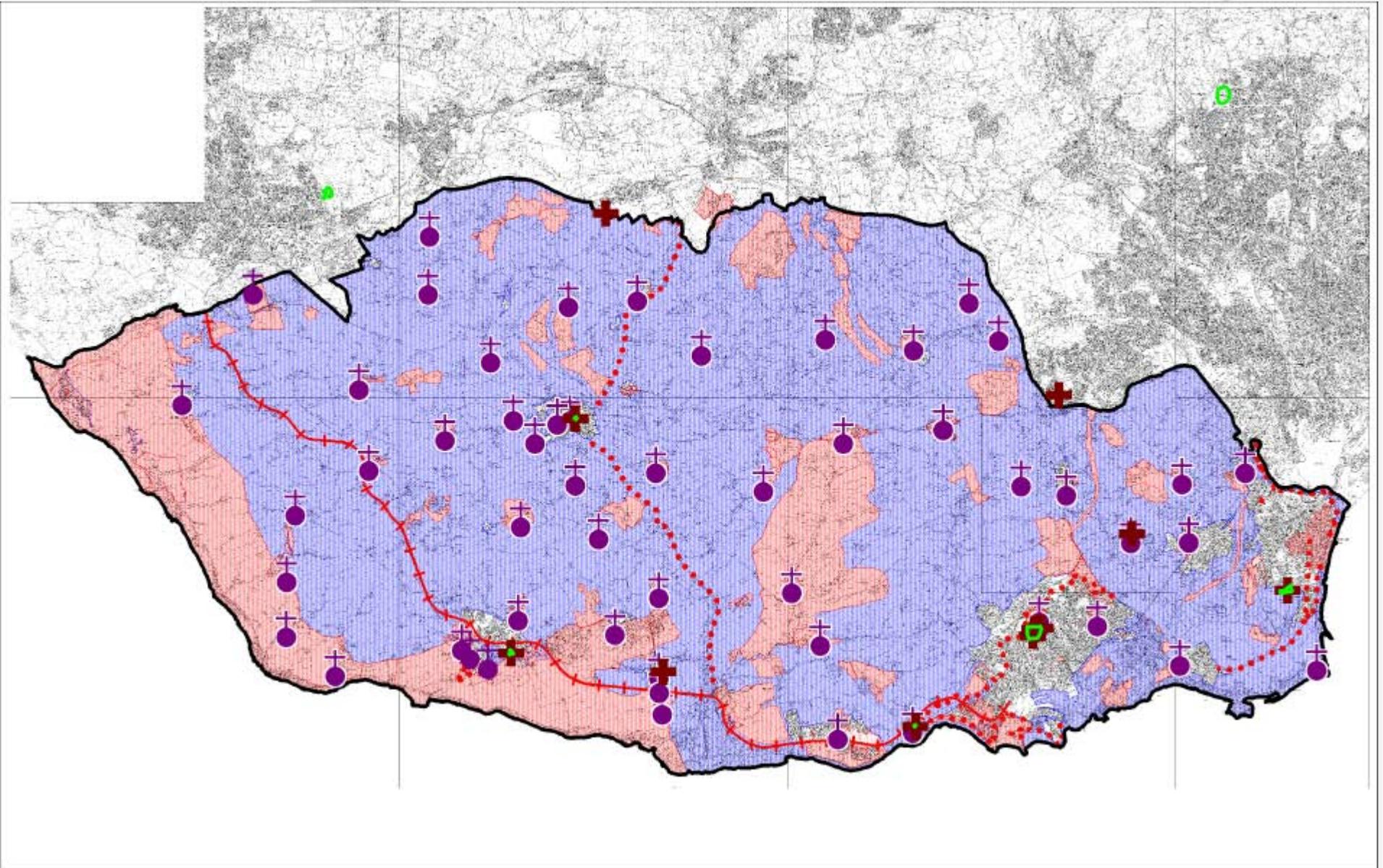
# CHURCHES AND ASSOCIATED CHURCH GRAVEYARDS



## AREAS WHERE BURIAL FACILITIES WILL NOT BE PERMITTED



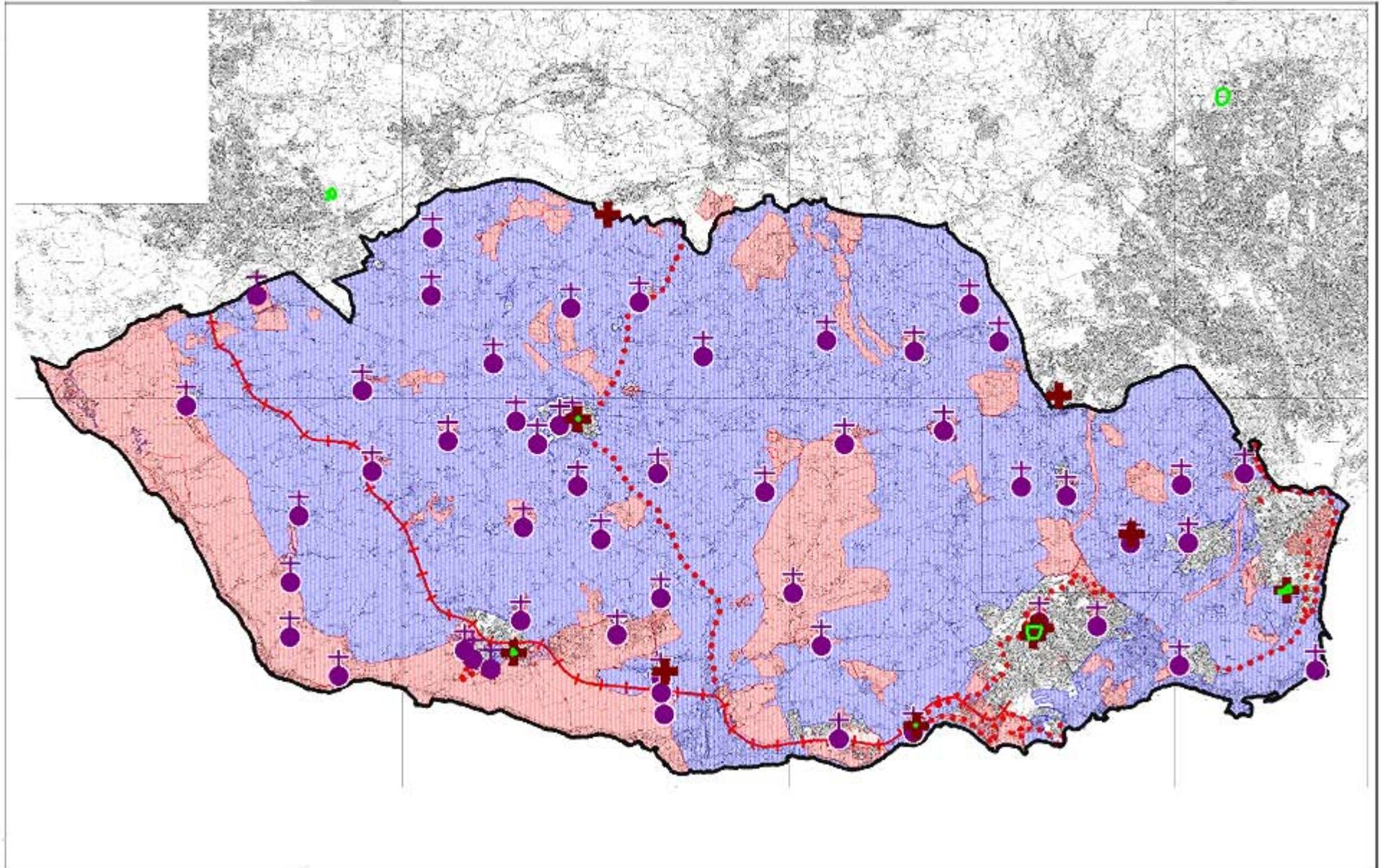
## AREAS WHERE BURIAL FACILITIES MIGHT BE PERMITTED



## **YOUR INPUT**

**We are asking for your input into the following:**

- **Identification of Issues the Report Should Address**
- **What Provision is Required Within the Vale**
- **How Much is Needed**
- **Public Versus Private Facilities**
- **Where is it Needed**
- **Relevant Information and Data**



**Burial Land Study –  
Stakeholder Workshop 29<sup>th</sup> November 2007**

**Notes from Introductory Discussion**

- The Vale of Glamorgan is part owner of Coychurch Crematorium. Approximately 40% of its business comes from the Vale.
- Barry Town Council administers Porthkerry Cemetery and is considering plans for expansion.
  - The Penarth Town Council clerk informed TACP that its cemetery had approximately seven years supply left; but this figure was only achievable if measures to increase capacity were undertaken (i.e. continued uprooting of trees and removal of pathways).
  - Despite the fact that Llantwit Major residents are more likely to be cremated as opposed to buried, the Town Council clerk told TACP that the cemetery was almost at capacity. This is a problem compounded by the closing of churches and their cemeteries.
  - There are well known problems of an aging population in the Vale so consideration of burial provision is necessary.
  - The issues of need and provision of burial facilities have changed drastically over the past 50 years; cremations have become far more popular, and there is now interest in alternatives such as green burial. Despite this, demand still warrants the need to new sites.
  - The type of burial method used tends to vary across the county; whilst most areas tend to favour cremations (by a margin of 70/30) a funeral director in Barry stated that only 10% of his funerals end with a cremation.
  - There was a suggestion of using back gardens for the disposal of cremated remains.
  - It was noted that green burial areas use land in a very expensive way, with traditional cemeteries being far cheaper.
  - Problems with Cowbridge cemetery were raised; specifically regarding the location of a sewer. Whilst the Cowbridge councillor stated that the Limes Cemetery could last until the end of the LDP period, he also stated that unless the sewer is diverted, the cemetery would reach capacity by 2012. Ownership issues relating to the sewer were a particular point of contention.
  - Need to consider the needs of people: i.e. distances people need to travel to visit graves / resting sites. This will be an issue with any facilities put in Cardiff to serve the Vale. Proximity of facilities was considered very important.
  - The use of Section 106 money from developers could be used for development and maintenance of burial land.
  - It was noted that most people who get cremated are not usually buried on the crematorium site.
  - Logistically, many people thought it a good idea that Barry have its own crematorium. Funeral directors in particular emphasized that transporting a body to eastern Cardiff or Bridgend could be very difficult.

- Penarth Town Council expressed frustration at not getting its suggestions into the existing UDP.
- Should the Council consider using surveys, specifically asking what type of burial provision people would like? It was noted that Cardiff has conducted a similar survey in the past.
- It was considered logical to place primary sites on the urban fringe.
- More public education is needed regarding the whole issue of burial provision and land availability. It was considered that people need to know that burial land is running out. A survey was suggested to determine what people want to be done with their remains when they die.
- There was a concern that the public sector does not have the money to expand burial facilities etc.
- It was noted that Burial authorities do not have a statutory duty for provision.

## **Group 1 Discussions**

### **Issues**

- Changing attitudes / cultural differences
- Land designation / where it's wanted
- What sort of burial
- Environmental issues / water quality etc.
- Water Front? Why not? - new development to provide
- Section 106 money for burial use
- Muslim only buried no cremation
- Hindu cremation, Christian often in x2 – husband and wife
- Should cremations be any faith? Separate areas for different religions - eg: Cardiff, Christian/Chinese/Jewish etc.
- Issues with purchasing rights of burial - authority to determine length of time.
- Town councils responsible for up keep of graves if relatives cannot be traced.
- Restrictions Llantwit – GHC

### **Provision Required?**

- Llantwit - can't expand because of restrictions eg. conservation areas
- Private cremation → large fees
- Crematoria are available and provision of one in the Vale will not solve the need for additional burial land
- Currently 70% cremation, 30% burial. Use of Coychurch and Thornhill Crematoria was considered acceptable by some participants
- Town Council's will still have to purchase land
- LDP can safeguard land, look favourably on developments
- Constraints big issue

## **Need**

- Expansion of St Athan defence training
- New settlements
- Funding from new developments to provide burial facilities

Llantwit Major - 350 full plots (80%) can be double depth, 130 cremated remains left.

- Reuse of graves could be an option but there is a 99 year rights of burial within the County. This commenced in 1930's so it is sometime before existing burial land can be used again. However this should be considered in the future.

## **Private v Public**

- Issue with large fees from private cremation, fees for cremation - first competitive - possibly larger fees for memorial
- No control, profit orientated
- Once cornered the market little choice
- May cause more pressure on local cemetery
- Grave reuse may come in
- Cathays cemetery - very large, no money gained from it → also provides open space

## **Notes from Group 1 map session**

- Need to look at Llantwit and Penarth areas in further detail on constraints map.
- Current cemeteries should be extended wherever possible, or other smaller community facilities provided.
- Cemeteries should be close to the community so it is less distance for local people to go to grave.
- More scope to have crematoria further from settlements / local community's as usually only one trip is made i.e. the actual cremation and remains are then taken away.
- Barry Cemetery has capacity until end of 2011.
- Thornhill Cemetery has plans to extend.

## **Group 2 Discussions**

- Issues relating to land ownership were raised. The spokeswoman for the Penarth Society felt that relations with landowners should be fostered; in order to encourage a positive outlook on schemes.
- The proximity of burial facilities was seen as a key issue. Communities want facilities to be close by in order to minimise the necessity to travel. Convenience was seen as very important.  
Thus, if a centralised facility were proposed there may be issues.
- Penarth Town Council told of its difficulties in acquiring additional land due, primarily due to a lack of finances. It also told of issues associated with expanding the existing cemetery, and how neighbouring land was used for housing.
- Several members felt that residents within the Vale should be educated over the burial options available to them. Specific consideration should be given to options apart from traditional burials and cremation.  
Again land issues were discussed; specifically the fact that space in cemeteries is becoming increasingly sparse. Knowledge of choice may, in the long term, help to maximise how land is used.  
However, it was agreed that in the short term, attitudes would not change quickly enough for this to assist in the study. Also, traditional burials tend to be preferred in certain situations (i.e. the death of a child or young parent, as well as certain religious preferences).  
It was also agreed that the Vale has a large amount of land that could be used for new burial facilities (specifically cemeteries), even if old ones were at or near capacity.
- The group raised concerns in regards to new development (mainly housing). Specific concerns were raised as to why the Council does not try to acquire money from developers to create new burial facilities. Given that the Council acquires finances for improvements to infrastructure, education etc. the group believed a change in the Council's attitude was necessary, especially when larger developments are proposed.  
This was seen as particularly helpful to Town Councils; who do not have the finances to develop new burial facilities.
- It was noted that Bridgend uses buffer zones to protect its cemeteries/ burial facilities from urban encroachment. Given the inevitable increase in housing over the LDP period, it may be logical to consider this approach long term.
- The ability of a crematorium to change attitudes was seen as important. Would a new crematorium increase the 70/30 split in favour of cremation? Given that some cemeteries are in poor condition, an alternative could persuade more people to consider cremation.
- Given that the Vale is in close proximity to 2 large crematoria, is it necessary for an additional facility to be built?
- Whilst this issue was considered (particularly in the context of damaging the profits of Coychurch Crematorium; which is part owned by the Vale) the group noted that there have been several crematorium applications (by the private sector) in the East Vale. Does this prove that the area is viable in a commercial context? As previously stated,

burial land is in short supply; it may make commercial sense to build a new crematorium when alternatives are becoming less viable.

It was also noted however that a proportion of Vale residents will always want to be buried close to home. This need may put additional demand on existing facilities.

- All Town Councils in the group told how they are currently preventing those from outside their locality from being buried in their cemeteries. In Cowbridge, this was designed to stop people 'shopping around' for the cheapest burial plots. More generally, the policy curtails the belief that burial is a right after the payment of a nominal fee, regardless of which cemetery you go to.
- Coychurch Crematorium cremates approximately 700 Vale residents per year; which is approximately half of the Vale's total deaths. Given the additional pull of Thornhill Crematorium, would an additional crematorium be necessary?
- The issue of closing down churches in rural areas was considered; what will happen to burial provision in these areas? Also, some churches cannot use all of their land (i.e. due to flooding and drainage).
- Interestingly, Penarth Town Council does not have much demand from outside areas for burial provision. However, all Town Councils have prevented pre-purchasing of graves by those from outside. Another interesting point is that many existing pre-purchased graves have not been used by those who bought them (approx. 30 in Penarth). If legal issues could be resolved, then Penarth Cemetery could have additional burial provision over the short to medium term.
- The former popularity of Glyntaff Crematorium (in Pontypridd) was raised, however the group agreed that, at present, Glyntaff now has very little custom from the Vale.
- Issues relating to the private sector were raised. It was agreed that the private sector would be more concerned with making a profit; public crematoria tend to only break even, or make a loss, and also tend to receive subsidy. Despite this, it would be unlikely for a new crematorium to charge great amounts; as residents would choose an alternative (i.e. Coychurch/ Thornhill).
- It was also noted that private crematoria do not tend to last a great amount of time; often running costs (i.e. maintenance) force operators out of business.

The Council itself however is unlikely to build a new crematorium on its own; the costs involved would likely be prohibitive. Also, given the Council's interest in Coychurch, would it be logical for it to invest in two facilities?

- It was noted that the cost of burial in rural parts of the Vale is not very expensive; residents in smaller communities tend to pay relatively little.
- The spokeswoman from Coychurch Crematorium explained to the group that the facility is not yet at capacity. At present, the crematorium handles 1800 corpses per year; the crematorium would need to handle in excess of 2000 expanding the existing facility, or creating a new one.

Whilst it was noted that death rates are slowly rising, the rate is increasing too slowly to create significant problems for Coychurch over the plan period.

- The issue of planning requirements were raised, and it was noted that these have changed markedly since the construction of most cemeteries. Modern needs have to be considered (i.e. car parking and cost), as well as the potential size and impact of new facilities (i.e. will one large, centralised facility in the countryside be more appropriate than smaller facilities 'pepper-potted' around the Vale's major towns?).
- Should the use of larger memorials (in remembrance of many) be considered?
- It was noted that there is no statutory duty for Councils (on a Town or County level) to provide burial facilities. Given the increasing need for burial provision, should this situation change?

### **Locations for new or additional provision**

- It was agreed that wherever possible existing burial facilities should be expanded as this would be the most cost effective approach.
- Consideration should be given to the provision of a new facility if there is a major development at St Athan – maybe a cemetery could be provided in conjunction with the development.
- If a Vale wide facility is considered then it could be located in the area of St Nicholas in the vicinity of the A48. However, this was not generally accepted as an appropriate solution.
- The area south of Penarth could provide additional provision for Penarth and possibly for Barry, although It was thought that there is adequate land available within Barry for expansion or additional facilities.

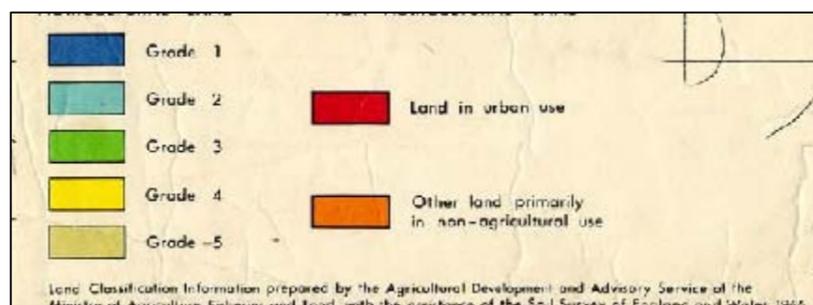
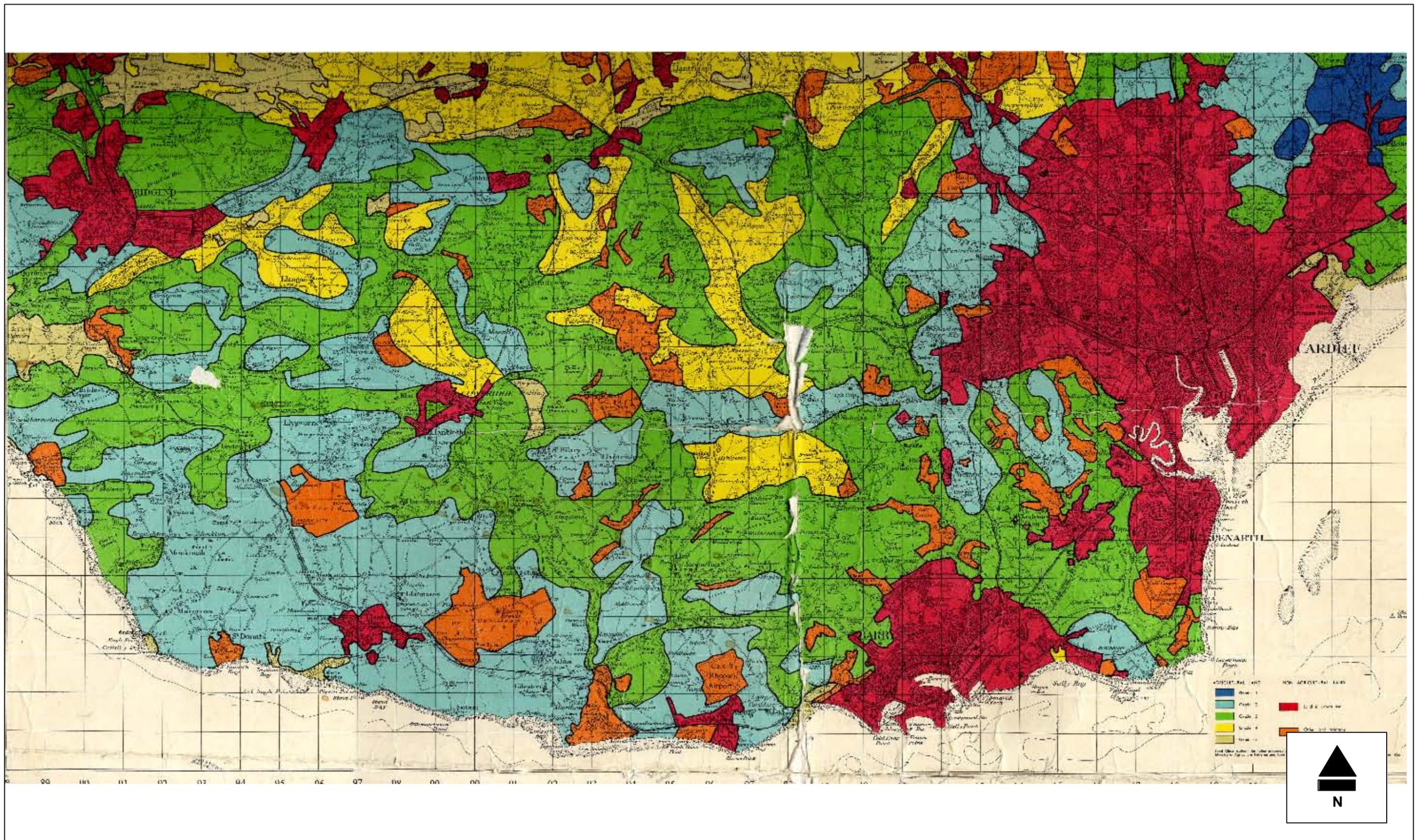
## **APPENDIX 3.0**

## Appendix 5 – Model 4 – Assumed Migration from 1995 to 2004 - Demographic & Dwelling Report

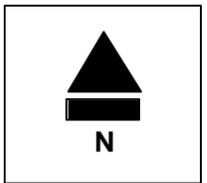
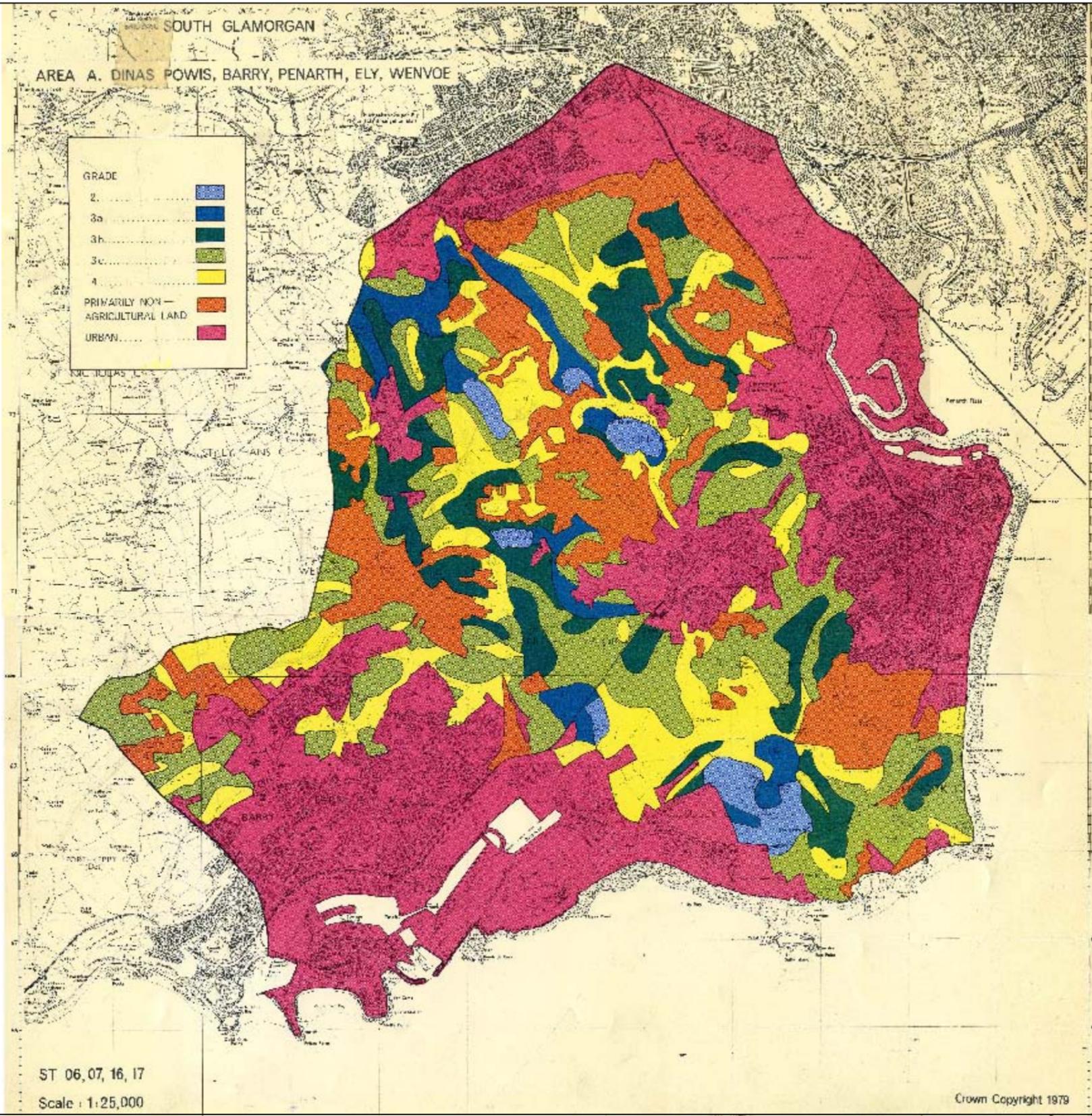
TOTAL POPULATION		Base year 2001	Per.end. 2006 POP	Per.end. 2011 NMIG	Per.end. 2016 NMIG	Per.end. 2021 NMIG	Per.end. 2026 NMIG
Control							
Population							
	0– 4	7282	6929	6921	7111	7320	7255
	5– 9	8046	7932	7495	7497	7696	7915
	10– 14	8554	8159	7970	7529	7526	7724
	15– 19	7772	8781	8310	8115	7667	7654
	20– 24	5564	7046	7897	7405	7188	6721
	25– 29	6129	4984	6307	7134	6622	6381
	30– 34	7871	6820	5567	6894	7726	7225
	35– 39	8898	8547	7402	6166	7498	8335
	40– 44	8556	9332	8919	7787	6568	7900
	45– 49	8165	8872	9599	9200	8085	6888
	50– 54	8763	8316	8983	9707	9324	8230
	55– 59	7432	8887	8442	9114	9841	9477
	60– 64	6199	7278	8673	8272	8940	9664
	65– 69	5311	5946	6982	8327	7978	8638
	70– 74	4941	4937	5587	6583	7851	7567
	75– 79	4423	4148	4251	4905	5830	6984
	80– 84	2942	3366	3251	3443	4059	4872
	85 +	2429	2995	3631	3999	4458	5275
Total		119277	123275	126187	129188	132177	134705
Aggregate age bands.							
	0– 14	23882	23020	22386	22137	22542	22894
	15– 29	19465	20811	22514	22654	21477	20756
	30– 44	25325	24699	21888	20847	21792	23460
	45– retirement	27408	29660	31338	32059	31593	29260
	retirement +	23197	25085	28061	31491	34773	38335
CHANGES							
Totals							
344708	Migrant persons in		66325	67277	68800	70369	71937
329794	Migrant persons out		62431	64522	66045	67614	69182
14914	Net migrant persons		3894	2755	2755	2755	2755
33026	Births		6349	6447	6632	6835	6763
32512	Deaths		6245	6290	6386	6601	6990
15428	Total population change		3998	2912	3001	2989	2528

STANDARD CHELMER REPORT		Base year 2001	Per.end 2006	Per.end 2011	Per.end 2016	Per.end 2021	Per.end 2026
Base dwellings		NA					
Building program			NA	NA	NA	NA	NA
Demol. program			NA	NA	NA	NA	NA
Total dwellings		50936	54055	56954	59867	62448	64394
Vacancy rates		4.4	4.4	4.4	4.4	4.4	4.4
Shared dwellings		16	17	18	19	20	20
Sharing h/holds		34	36	38	40	42	43
Absent households		0					
Total households		48713	51696	54468	57254	59722	61584
Concealed hhds.		297	296	309	323	338	353
Sharing rates		0.07	0.07	0.07	0.07	0.07	0.07
Sharing factors		2.12	2.12	2.12	2.12	2.12	2.12
Average hhd. size		2.41	2.35	2.28	2.22	2.17	2.14
Priv. h/hold pop.		117380	121235	124014	126903	129718	131960
Non-Domestic pop.		1897	2040	2173	2285	2459	2745
Transient pop.		898	898	898	898	898	898
Services pop.		1724	1867	2000	2112	2286	2572
Total population		119277	123275	126187	129188	132177	134705
Local birth corr.		1.07138	1.07138	1.07138	1.07138	1.07138	1.07138
Local death corr.		0.94622	0.94622	0.94622	0.94622	0.94622	0.94622
Control			POP.	MIG.	MIG.	MIG.	MIG.
CHANGES		Totals					
Migrant h/hold in		131271	24405	25315	26315	27218	28018
Migrant h/hold out		124051	22654	23957	24945	25846	26649
net		7220	1751	1358	1370	1372	1369
Migrant persons in		344708	66325	67277	68800	70369	71937
Migrant persons out		329794	62431	64522	66045	67614	69182
net		14914	3894	2755	2755	2755	2755
Internat. migrants		0	0	0	0	0	0
Start pop. births		33026	6349	6447	6632	6835	6763
End pop. births		33032	6389	6440	6626	6826	6751
Start pop. deaths		32512	6245	6290	6386	6601	6990
End pop. deaths		33006	6366	6389	6481	6692	7078
Dwellings change		13458	3119	2899	2913	2581	1946
Households change		12871	2983	2772	2786	2468	1862
Total pop. change		15428	3998	2912	3001	2989	2528

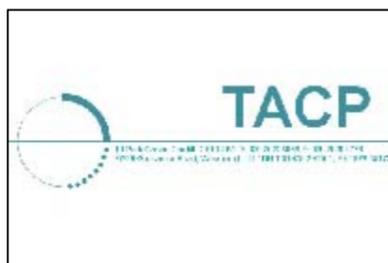
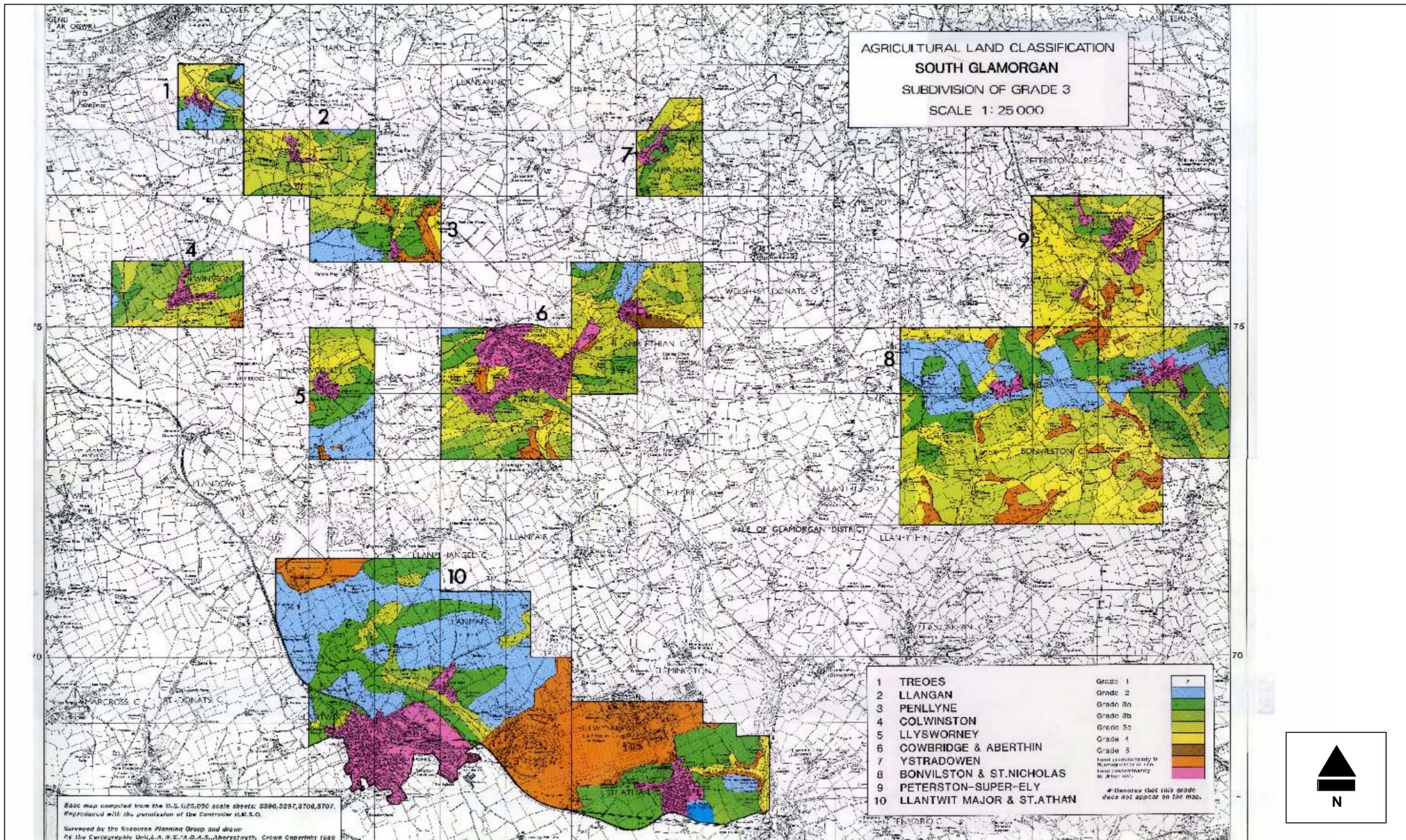
## **APPENDIX 4.0**



AGRICULTURAL LAND CLASSIFICATION MAP 1966		
Date: April 2008	Drawn by: MB	Appendix 4.0
Scale: NTS	Checked By: JW	Revision: 0



AGRICULTURAL LAND CLASSIFICATION MAP 1979		
Date: April 2008	Drawn by: MB	Appendix 4.0
Scale: NTS	Checked By: JW	Revision: 0



<b>AGRICULTURAL LAND CLASSIFICATION MAP 1986</b>		
Date: April 2008	Drawn by: MB	Appendix 4.0
Scale: NTS	Checked By: JW	Revision: 0

## **APPENDIX 5.0**

## Vale of Glamorgan Burial Land Study – UDP review

Relevant Policies within the UDP in regard to burial land are:

Strategic Policy 14 – Community and Utility Services, which states: *The strategic objectives of this policy is to ensure that an adequate supply and range of community and utility services exist to meet the needs of the residents of the Vale of Glamorgan but without adversely affecting the natural, built or historic environment.*

Policy Comm 9 – Additional Burial Land, which states: *Proposals for additional burial land in the following identified areas of need: Barry, Penarth Llantwit Major, will be permitted if:*

1. *Parking and servicing are provided in accordance with the councils approved guidelines;*
2. *The proposal does not have an unacceptable effect on residential amenities by virtue of giving rise to new or exacerbating existing local problems resulting from traffic generation, highway safety, noise, smell or other amenity considerations; and*
3. *The proposal does not have an unacceptable impact on good quality agricultural land (grade 1, 2 and 3a), on areas of attractive landscape or high quality townscape or on areas of historical, archaeological or ecological importance.*

This table is to be read in conjunction with the constraints to development map. Blue areas on the map represent areas where development could be considered as long as specific criteria etc are met. Red areas represent areas where development should not take place. These are largely based on policies within the current UDP, as well as policies within the emerging LDP. The table below details the polices which have been considered.

Relevant UDP policies	Relevant description	Notes / Comments
ENV 1 (Development in the Countryside)	<i>'Within the delineated countryside permission will only be granted for development which is essential for agriculture, horticulture, forestry or other development including mineral extraction, waste management, utilities or infrastructure for which a rural location is essential'.</i>	As a starting point the whole of the county has been marked blue as all areas outside settlement boundaries are considered as 'the delineated countryside'.
ENV 2 (Agricultural	<i>'The best and most versatile agricultural land (Grade 1, 2, and</i>	We be looked at more closely later in the study.

Relevant UDP policies	Relevant description	Notes / Comments
Land)	<i>3A) will be protected from irreversible development, save where overriding need can be demonstrated.</i>	
ENV 3 (Green Wedges)	<i>'Green wedges have been identified in order to prevent urban coalescence between and within settlements.....'. Within these areas development which prejudices the open nature of the land will not be permitted'.</i>	
ENV 4 (Special Landscape Areas)	New Development within or closely related to the following special landscape areas will be permitted where it can be demonstrated that it would not adversely effect the landscape character, landscape features or visual amenities of the SLA.	
ENV 5 (Glamorgan Heritage Coast)	The Special Environmental Qualities of the Glamorgan Heritage Coast will be conserved and enhanced with the exception of limited information recreation facilities at Cwm Colhuw, Ogmored-by-Sea and Dunraven, the remainder of the area will be treated as a remote zone with priority being given to agriculture, landscape and nature conservation.	
ENV 6 – East Vale Coast?	<p>Outside the Glamorgan Heritage Coast development within the undeveloped coastal zone will be permitted if:</p> <ul style="list-style-type: none"> <li>(i) A coastal location is necessary for the development and</li> <li>(ii) The proposal would not cause unacceptable environmental effects by way of: <ul style="list-style-type: none"> <li>o Visual or noise intrusion</li> <li>o Impact on areas of landscape importance</li> <li>o Air, land or water pollution</li> <li>o Exacerbation of flooding or erosion risk</li> <li>o Hazardous operations; or</li> <li>o Impact on ecology or features of geological or geomorphological importance</li> </ul> </li> </ul> <p>In areas or existing or allocated development within the coastal</p>	

Relevant UDP policies	Relevant description	Notes / Comments
	zone, any new proposal should be designed with respect to its local context and sensitive to its coastal setting.	
ENV 7 – Water resources	<p>Rivers, other inland waters and underground water resources will be safeguarded. Developments, which improve the water environment or help to prevent flooding will be favoured. Development will be permitted where it would not:-</p> <ul style="list-style-type: none"> <li>(i) Have an unacceptable effect on the quality or quantity of water resources or on fisheries, nature or heritage conservation, recreation or other amenity interests related to such waters;</li> </ul> <p>OR</p> <ul style="list-style-type: none"> <li>(ii) Be potentially at risk from flooding, or increase the risk of flooding locally or elsewhere to an unacceptable level.</li> </ul>	<p>Zone C1, C2 and B – these are the layers that were passed to us from the Vale.</p> <p>Zone C2 of most relevance as it represents areas of the flood plane without significant flood defence infrastructure. Used to indicate that only less vulnerable development should be considered subject to application of justification test, including acceptability of consequences. Emergency services and highly vulnerable development should not be considered (source – TAN 15: Development and Flood Risk).</p>
ENV 11 – Protection of Landscape Features	Development will be permitted if it does not unacceptably affect features of importance to landscape or nature conservation including: trees, woodland, hedgerows, river corridors, ponds, stone walls and species rich grasslands.	
ENV 13 – International areas of nature conservation and importance	International sites which are designated or potential ramsar sites, special protection areas or special areas of conservation will be protected. Development or land use changes likely to have an adverse effect on such sites will not be permitted unless there is no alternative and there are imperative reasons of overriding public interest. Where such sites host a priority habitat or species (as listed in the E.C. Habitats Directive) developments will not be permitted unless required for reasons of human health or safety. If in exceptional circumstances development is permitted, appropriate conditions or agreed	

Relevant UDP policies	Relevant description	Notes / Comments
	planning obligations will be used to secure adequate compensation or mitigation measures.	
ENV 14 National Sites of Nature Conservation importance	Development likely to have an adverse effect, either directly or indirectly on the conservation value of a national nature reserve or a site of special scientific interest will not be permitted unless there is no alternative and it can be demonstrated that the benefits arising from the development clearly outweigh the special interest of the site. If development is permitted, appropriate conditions or agreed planning obligations will be used to secure adequate compensation or mitigation measures.	
ENV 15 – Local sites of nature conservation significance	Development and land use change likely to have an unacceptable effect on a local nature reserve, a regionally important geological/geomorphological site, or a site shown to be of importance for nature conservation will not be permitted unless the reasons for the proposal clearly outweigh the local importance of the site. If development is permitted, appropriate conditions or agreed planning obligations will be used to ensure the impact on nature conservation is minimised.	
ENV 16 – Protect species	Permission will only be given for development that would cause harm to or threaten the continued viability of a protected species if it can be clearly demonstrated that: <ul style="list-style-type: none"> <li>(i) There are exceptional circumstances that justify the proposals;</li> <li>(ii) There is no satisfactory alternative; and</li> <li>(iii) Effective mitigation measures are provided by the developer.</li> </ul>	
ENV 17 – Protection of built and historic environment	The environmental qualities of the built and historic environment will be protected. Development which has a detrimental effect on the special character appearance or setting of:-	

Relevant UDP policies	Relevant description	Notes / Comments
	<ul style="list-style-type: none"> <li>(i) A building or group of buildings, structure or site of architectural or historic interest, including listed buildings and conservation areas;</li> <li>(ii) Scheduled ancient monuments and sites of archaeological and/or historic interest;</li> <li>(iii) Designed landscapes, parks or gardens of historic, cultural or aesthetic importance</li> </ul> <p>Will not be permitted.</p>	
ENV 20 – Development in Conservation areas	<p>Proposals for new development or alterations to buildings or features within conservation areas will be permitted where they preserve or enhance the character of the conservation area. Such proposals will need to reflect:</p> <ul style="list-style-type: none"> <li>(i) The scale, design, layout, character, materials and setting of those buildings which establish the character of the area;</li> <li>(ii) The patterns of use which establish the character of the area;</li> <li>(iii) Important open space within the adjoining conservation areas;</li> <li>(iv) Important trees and hedgerows; and</li> <li>(v) Ponds and streams</li> </ul>	
ENV 26 – Contaminated land and unstable land	<p>Proposals for the redevelopment of contaminated land and unstable land will be permitted where the contamination and/or instability will be removed or reduced to a level where there is no unacceptable risk to the health and safety of those living or working on the site or nearby, to flora and fauna on the site or nearby, and to the quality of air and water on these sites or nearby.</p>	
ENV 29 – Protection	Development will not be permitted if it would be liable to have an	

Relevant UDP policies	Relevant description	Notes / Comments
of Environmental Quality	unacceptable effect on either people's health and safety or the environment: (i) By releasing pollutants into water, soil or air, either on or off site; or (ii) From smoke, fumes, gases, dust, smell, noise, vibration, light or other polluting emissions.	
HOUS 1 – Residential Allocations	The following sites are allocated for residential development during the plan period: 1. Barry Waterfront 2. Harbour Road, Barry 3. Pencoedtre North East Barry 4. Land to the R/O Daniel Street, Barry 5. Cwm Barri, Barry 6. Winston Square, Barry 7. Penarth Haven, Penarth 8. Cogan Hall Farm, Penarth 9. Cogan Pill Road, Llandough 10. Redwood Close, Boverton 11. The Coal Yard, Llantwit Major 12. Cowbridge Road and the Saw Mill, Ystradowen 13. Rhoose Point 14. Mayflower Site, Rhoose 15. Marine Drive, Ogmore by Sea 16. Adjacent St Michaels Church, Colwinston 17. The Limes, Cowbridge 18. River Walk, Cowbridge 19. White Farm, Barry 20. Llandough Fields, Penarth 21. Palmersvale Business Centre, Barry 22. Land north of the railway line, Rhoose	

Relevant UDP policies	Relevant description	Notes / Comments																																																																																							
EMP 1 – Land for Employment uses	<p>The following land is allocated for Employment Uses:</p> <table border="1"> <thead> <tr> <th data-bbox="497 352 645 379">Site No.</th> <th data-bbox="645 352 1256 379">Site Name</th> <th data-bbox="1256 352 1350 379">Use</th> </tr> </thead> <tbody> <tr> <td data-bbox="497 387 645 414">Classes</td> <td data-bbox="645 387 1256 414">Land (HA) Available</td> <td data-bbox="1256 387 1350 414"></td> </tr> <tr> <td data-bbox="497 422 645 450">(1)</td> <td data-bbox="645 422 1256 450">Atlantic Trading Estate</td> <td data-bbox="1256 422 1350 450">B1,</td> </tr> <tr> <td data-bbox="497 458 645 485">B2 &amp; B8</td> <td data-bbox="645 458 1256 485">12.0 (*1)</td> <td data-bbox="1256 458 1350 485"></td> </tr> <tr> <td data-bbox="497 493 645 520">(2)</td> <td data-bbox="645 493 1256 520">Barry Business Park</td> <td data-bbox="1256 493 1350 520">B1 &amp;</td> </tr> <tr> <td data-bbox="497 528 645 555">B8</td> <td data-bbox="645 528 1256 555">0.8</td> <td data-bbox="1256 528 1350 555"></td> </tr> <tr> <td data-bbox="497 563 645 590">(3)</td> <td data-bbox="645 563 1256 590">Barry Docks &amp; Chemical Complex</td> <td data-bbox="1256 563 1350 590">B1,</td> </tr> <tr> <td data-bbox="497 598 645 625">B2 &amp; B8</td> <td data-bbox="645 598 1256 625">16.6</td> <td data-bbox="1256 598 1350 625"></td> </tr> <tr> <td data-bbox="497 633 645 660">(4)</td> <td data-bbox="645 633 1256 660">Cardiff Int. 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	<ul style="list-style-type: none"> <li>(i) Llysworney Bypass;</li> <li>(ii) Gileston Old Mill; and</li> <li>(iii) Boverton Relief Road</li> </ul>	
TRAN 3 – Rail Development	<p>The development of rail facilities will include:</p> <ul style="list-style-type: none"> <li>(i) The provision of a new rail station to serve Barry Waterfront; and</li> <li>(ii) The re-opening of the Vale of Glamorgan Railway Line to passenger services.</li> </ul>	
TRAN 5 – Redundant Rail Routes and facilities	Redundant rail routes and facilities will be protected from development which would inhibit future transport use.	
TRAN 7 – Strategic Public Transport	<p>Land will be protected and provision made for the development of facilities for bus operations including between:</p> <ul style="list-style-type: none"> <li>(i) Barry, Dinas Powys and Cardiff;</li> <li>(ii) Cardiff International Airport, Barry, Wenvoe and Culverhouse Cross;</li> <li>(iii) Penarth and Cardiff; and</li> <li>(iv) Between the Vale of Glamorgan and Bridgend</li> </ul>	
SHOP 3 – Retail Development	<p>The following sites are allocated for retail development:</p> <ul style="list-style-type: none"> <li>(i) The former Town Hall site, Barry;</li> <li>(ii) 59-71 (odds) Holton Road, Barry;</li> <li>(iii) 1-7 (Odds) Thompson Street, Barry;</li> <li>(iv) Part of the Comprehensive Redevelopment of Barry Waterfront</li> </ul>	
REC 1 – Protection of existing recreational facilities	<p>Development involving the loss of existing recreational facilities, whether in public or private ownership, will be permitted if:</p> <ul style="list-style-type: none"> <li>(i) Alternative provision of equivalent community benefit is made available or</li> <li>(ii) There is an excess of such provision in the area and</li> <li>(iii) The facilities are not important to the character of a</li> </ul>	

Relevant UDP policies	Relevant description	Notes / Comments
	conservation area or the setting of the town or village.	
REC 5 New Playing Field Provision	<p>Land is allocated in the following locations for the provision of playing fields:</p> <ul style="list-style-type: none"> <li>o Dinas Powys: (i) Caerleon Road (1.3 hectares)</li> <li>o Sully: (ii) Glebelands (8.5 hectares)</li> <li>o Wenvoe (iii) Extension to Station Road (1.5 hectares)</li> <li>o Rhoose (iv) Rhoose Point Redevelopment (one playing pitch exact – hectarage to be agreed)</li> </ul>	
REC 11: Informal Public Open Space and Country Parks	<p>Land is allocated for informal public open space at:</p> <ul style="list-style-type: none"> <li>i. Pencoedtre, Barry;</li> <li>ii. White Farm, Merthyr Dyfan, Barry;</li> <li>iii. South of St. Illtyds Church, Llantwit Major;</li> <li>iv. Plymouth Park, Penarth; and</li> <li>v. Rhoose Point</li> </ul> <p>And for Country Park extensions at:</p> <ul style="list-style-type: none"> <li>i. Porthkerry, Barry; and</li> <li>ii. Cosmeston, Penarth.</li> </ul>	
REC 12 – Public Rights of Way and Recreational Routes	<p>During the plan period, the Council will maintain and improve the existing pattern of public rights of way (including bridleways). Land will be protected and provision made for the establishment of the following routes as a framework for a network of linkages for the enjoyment of the countryside.</p> <ul style="list-style-type: none"> <li>(i) Along the Ogney Brook, Llantwit Major</li> <li>(ii) Along the Hoddnant, Llantwit Major</li> <li>(iii) Extension of the Penarth Railway Walk south west towards Sully, including the provision of a cycle route;</li> </ul>	

Relevant UDP policies	Relevant description	Notes / Comments
	<ul style="list-style-type: none"> <li>(iv) Completion of a town trail in Barry;</li> <li>(v) Development of the disused railway line between Aberthaw/Cowbridge/Pontyclun including the provision of a cycle route;</li> <li>(vi) Improvement of access to the coast at Lavernock Point, St Mary's Well Bay, Swanbridge, Sully, Rhoose Point, Pleasant Harbour and Summerhouse Point;</li> <li>(vii) Development of a seascape trail linking existing footpaths to provide an unbroken right of way from the Ogmere River to Cardiff Bay;</li> <li>(viii) Creation of new access opportunities as part of development proposals;</li> <li>(ix) Development of a footpath around Penarth Head, including the provision of a cycle path; and</li> <li>(x) From the Cardiff Bay Barrage through Penarth Haven and adjacent to the railway line, and also adjacent to the River Ely.</li> </ul> <p>Where appropriate the Council will favour the incorporation into these routes of bridleways, cycleways and facilities for users.</p>	
MIN 2 – Release of Limestone Reserves	<p>The following land is allocated for the winning and working of limestone:</p> <ul style="list-style-type: none"> <li>(i) Land to the south of Pantyffynnon Quarry;</li> <li>(ii) Land to the north west of Lithalun Quarry;</li> <li>(iii) Land to the south of Cwm Slade and Wenvoe Quarry</li> </ul> <p>As identified on the proposals map, in order to provide for a total of 20 years reserves at each site.</p>	
MIN 3 – Protection of Further Limestone	The following areas, as identified on the proposals map, shall be protected from all forms of permanent building development in	

Relevant UDP policies	Relevant description	Notes / Comments
Resources and potential Resources of sand and gravel	<p>order that the workable resources of limestone or sand and gravel within those areas may be preserved for the future should a demonstrable need for those resources arise:-</p> <ul style="list-style-type: none"> <li>(i) Land to the south-west of Forest Wood Quarry (limestone)</li> <li>(ii) Land to the south of Ruthin Quarry (limestone)</li> <li>(iii) Land to the south of Pantyffynnon Quarry (limestone)</li> <li>(iv) Land to the north west of Pant Quarry (limestone)</li> <li>(v) Land to the north of city (SG1-SG2)</li> <li>(vi) Land within the Upper Thaw Valley (SG3-SG6); and</li> <li>(vii) Land within the Ely Valley (SG7-SG12)</li> </ul>	
MIN 7 – Buffer Zones	Neither residential and similarly sensitive development nor mineral working will be permitted within the buffer zones defined around each existing quarry and any protected mineral resources on the proposals map, unless it can be demonstrated that mineral working would not unreasonably affect sensitive development.	
COMM 1 – Llandough Hospital	Land is reserved for the future development and expansion of Llandough Hospital for hospital related uses.	
COMM 3 – Provision of Schools	<p>Land is reserved for the development of schools at:</p> <ul style="list-style-type: none"> <li>(i) North east Barry (1.2 hectares)</li> <li>(ii) Cogan Hall Farm (0.95 hectares); and</li> <li>(iii) The Waterfront, Barry (1 hectare)</li> </ul>	

## **APPENDIX 6.0**

## **The Provision and Planning of Cemeteries – Design Guidance for How to Determine: Suitability and choice of sites**

(Extracts from literature)

### **Groundwater Pollution Potential**

The Environment Agency have prepared guidance for “Assessing the Groundwater Pollution Potential of Cemetery Development”, April 2004.

The EA recommend that a preliminary site assessment is undertaken which should include the following:

- Identification of all water features both surface and groundwater (ponds, springs, ditches, culverts etc) within a 500m radius of the site, and the identification of potential pathways and receptors in the vicinity.
- Details of the thickness and types of soils and rocks underlying the site.
- Confirmation of the depth of the water table (especially with respect to the maximum depth of burial) and its variability.
- The anticipated rate of burial.

Where a proposal is considered to pose a potential “intermediate to high” risk a more detailed site investigation and risk assessment is required, this would comprise a Tier 2 Assessment. This must demonstrate that there is no impact no groundwater would occur or, at worst, that the impact would not amount to pollution as defined in the Groundwater Directive (80/68/EEC). Information required for a Tier 2 assessment includes the following:

- Site description
- Number, type and sequence of burials
- Meteorological factors
- Soil/subsoil characteristics
- Superficial geology/hydrogeology
- Soil geology/hydrogeology
- Groundwater quality
- Surface water quality
- Proximity to water source/resource
- Proximity to housing or other developments
- Data assessment protocols.

A Tier 2 assessment requires that baseline monitoring data be collected with respect to groundwater and water quality. This should include installation of monitoring boreholes monthly water levels and quarterly groundwater quality monitoring to assess the potential risk to groundwater quality from the proposed burial site.

A hydrogeological conceptual model must be produced, based on the information collected in the site investigation, that considers the likely pollutant loading source, potential pathways and potential receptors (including the underlying groundwater and possible discharge to surface water features). Methodology outlined in “Pollution Potential of Cemeteries” R&D Technical Report (1999) is recommended.

A Tier 3 assessment or detailed quantitative risk assessment is required if the risk is deemed to be high or is still not clearly defined from the Tier 2 assessment. Sites falling into this category are likely to be large in terms of both input rate and total area. A burial rate of 1,000 per year would be typical of a town with 150 000 to 250 000 inhabitants and would equate to about 70 tonnes per year.

In cases where there seems to be a high risk of pollution to groundwater, a more detailed site investigation, risk assessment and monitoring is required. Direct investigation of the properties of the soils and rock to 1m below grave depth would be expected.

Sites with a shallow water table may require dewatering to take place when new graves are dug.

Green burial sites usually exhibit accelerated decay rates due to the relatively shallow depth of burial, the biodegradable nature of the coffins or shrouds and the lack of embalming fluids. The infiltration rate may be lower on such sites due to evapotranspiration by trees and shrubs. Decay will principally be aerobic, producing carbon dioxide, water, nitrate and sulphate, which are generally less polluting than those from anaerobic decay.

### **Site Specific Design Criteria:**

#### **Landform:**

Gently rolling landform provides a good landscape effect and are suitable for burial grounds. Roads and paths can be curved to wind round the various divisions and can fit in well.

Flat land can look monotonous, even with the addition of planting – which can draw attention to it.

Hilly land should be avoided – it is expensive to layout and to maintain.

#### **Size:**

The approximate size of the proposed new site will be governed by several factors:

1. The average annual burial rate in the area for which the cemetery is to serve, bearing in mind the proportion of earth burials as against disposal by cremation, and the ratio of new/re-opened graves. Useful statistics can be obtained from census and other surveys.
2. Whether the population of the area is static, increasing or decreasing.
3. The area it is proposed to allocate for each grave space, which should be based on 1000 graves per acre maximum or 500 per acre minimum, and the amount of ground it is proposed to reserve for buildings, boundary planting, roads, etc.

1000 per acre is cost effective, but does not leave much room for paths, and may have higher health and safety risks.

4. Whether the Authority is planning to erect a crematorium and if so, whether part of the land to be acquired is to be set aside for this purpose.
5. The estimated life of existing cemeteries and the number of burials likely to take place in re-opened purchased graves in these cemeteries annually.

With these points in mind, it should be possible to estimate the area of land that will be required.

### **Location**

Having decided upon the approximate size of the proposed new burial ground, the next step will be to decide its location and the search for a suitable site can be narrowed down still further after due consideration has been given to the following points:-

- a. The site should be easily accessible, though preferably not on a busy main road. Public transport should be available as near as possible.
- b. Low-lying land and adjacent to a river, which is liable to become waterlogged or expensive to drain should be avoided. Land on the side of a steep hill will be difficult and expensive to work. Land that is known to have a high water table can also cause problems. Recent climatic changes have dramatically increased the cost of maintaining cemeteries that are close to the water table. In some areas even continuous pumping has not alleviated the problem of flooding in deep dug graves.
- c. Heavily wooded land should be avoided as this will be costly to clear and will need to be left for some time in order to consolidate after tree stumps have been removed. A site with some trees is however preferable and as far as possible, these should be retained to give some maturity to the landscape, as it will take some years for newly planted trees to develop.
- d. The topography of the site:- undulating ground can generally provide the most satisfactory site from the point of view of the Landscape Architect, making a more attractive layout, but against this must be balanced the probable additional cost of laying out such a site plus the fact that a smaller percentage of the land may be useable for interment purposes.
- e. Neighbours should be chosen carefully - noise from nearby factories, aerodromes, schools, etc. can be both unwelcome and unpleasant. Glue factories do still exist in some place and they can produce smells which could be attributed to unhygienic conditions at the cemetery.
- f. The location of a new cemetery is debatable. It can be advocated that new cemeteries should not be located in an area into which a town or city is likely to expand, thus using up what will be eventually become valuable building space. Many however, will hold the opinion that a cemetery in the middle of a built-up

area will be a great asset to a future generation when it can eventually be an open space where none would otherwise have existed.

- g.** The cemetery must be located in such a position that drainage from the graves cannot pollute the domestic water supply and thus endanger public health. When an application for planning permission on the basis of change of use is made for a new cemetery or a cemetery extension the Environment Agency will be notified. It is for the authority to prove that the proposed cemetery will not pollute any nearby waterways or points where water is abstracted.
- h.** Main drainage should be available as near as possible, in addition to the other services i.e. water, gas and electricity.

## **Soils**

A unstable soil type gives rise to health and safety problems and will require more excavation time than a stable soil type.

The ideal soil is a light sandy loam which is easily worked and drains itself. The least favourable is dense clay which retards decomposition, is almost always wet and offensive and is expensive to work.

Obvious sites to avoid are those on rock or with a high water table, although the latter can sometimes be corrected by good drainage. Filled-in ground on or near industrial sites may provide unexpected obstacles, such as layers of brick, stone, concrete rubble or scrap metal, which makes digging difficult if not impossible.

The following extracts from Regulations made by the Secretary of State for the Home Department under the Burial Acts of 1852 and 1853. They are obsolete, but contain a great deal of valuable information on the selection of a site for new burial ground but are worthy of noting.

- 1.** Wherever practicable a site for a proposed cemetery should be chosen in such a position that any effluvia from the ground may be carried away from the town by the prevailing winds.
- 2.** The distance of a cemetery from the outskirts of a town must depend upon the size of the town, due consideration being given to whether the population is rapidly on the increase, increases very slowly, or is almost static.
- 3.** Cemeteries should not be established in neighbourhoods where buildings are in progress or are completed. Those neighbourhoods should be selected into which the towns are least likely to expand.
- 4.** Where several towns or parishes unite to form a cemetery it should be conveniently placed for the majority of the population.
- 5.** No cemetery should be established near wells, or near any source, reservoir, or open conduit supplying water for domestic use.

6. Care should be taken that there is sufficient fall for drainage, to ensure dryness of the soil for a depth of 7 to 8 feet at least.
7. Ground which is subject to periodical flooding, or which contains water springs, should be avoided, as also should ground the subsoil of which is apt to be charged with water by infiltration from rivers, streams, etc.
8. The quality of the soil is of great importance. The best and cheapest for cemeteries are:-
  - a. Dry, light coloured sand and gravels
  - b. Light, porous, dry earthy soils
  - c. Light loamy soils, especially if mixed with sand or gravel
  - d. Calcareous soils and marls
  - e. Chalk

The least favourable soils are:-

- a. Dense clays
- b. Soils containing alumina, iron or other mineral impregnations
- c. Moor or bog earth
- d. Rock or stony ground

Dry, open porous soils of the class first mentioned admit readily atmospheric air and moisture, both of which facilitate decay. They also absorb and diffuse the gases.

Soils should be selected which are least likely to fall in while working.

Dense clays are impervious to air, they retain water which accumulates in a grave. The excess of moisture and the absence of atmospheric air in sufficient quantity retard decay. Clay soils retain the gasses. They are apt to crack in dry weather and to permit the escape of dangerous exhalations in concentrated form. Clays can be improved by preparing the soil used for filling in the graves and by an expensive process of deep drainage, but under any circumstances, clay soils are much more expensive to work than others, and should only be resorted to when there is no other choice.

Earths containing mineral substances such as those mentioned and bog earths, are antiseptic and preserve corpses from decay.

Before the site selection is finished, it should be examined by boring to a depth of at least 8 feet to ascertain its nature.



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