

By email only

Copies to Andrew Tice, Landlink and Mrs Anita Gardener ADC

Attached – Revised Need Report -Peter Mitchell Associates

February 8, 2019

Simon Davis  
Arun District  
Council Offices  
Maltravers Road  
Littlehampton  
West Sussex  
BN17 5LF



Dear Simon,

**Planning Application Y/103/18/PL Crematorium Proposal, Grevatts Lane West**

This letter relates to the above application in the context of the Southern Co-op planning application which was validated by your authority on 29/1/19. I have copied this letter to the case officer for that application.

**Southern Co-op Proposal CM/4/19/PL**

A detailed planning application for a crematorium has been submitted by Southern Co-op Ltd on land south of the A259 reference CM/4/19/PL.

This 'rival' application is helpful in that it reinforces that there is a clear need for a single crematorium in this location. Indeed, the area of search considered for application CM/4/19/PL identifies land in which the above application is located. However, the report incorrectly asserts that there is no land available for delivery in any other area of search. Clearly the Landlink Estates application shows that statement to be mistaken.

I attach an updated need report by Peter Mitchell Associates that examines whether two crematoria could operate at the locations chosen by Landlink and Southern Co-op. The report is categorical that the market need is for only one facility.

As you stated in your pre-application response the need for a facility could justify a departure from planning policies that seek to normally restrict development. However, it would be perverse in the extreme to suggest that there was planning justification that would result in an oversupply of crematoria facility in this location, the need argument cannot outweigh the harm from the development in both applications.

Whilst it is not the role of planning authorities to prevent competition between private entities, as set out by the Courts, it is possible and legitimate that a use that would be contrary to planning policies designed

to protect the particular characteristic of the locality should prevail if the need could be met by another proposal. In this case the 'rival' planning application by the Southern Co-op is located within the strategic gap, an important policy restriction that does not apply to the Landlink Estates site.

The recent decision CM/16/18/PL by your Council on 15 November 2018 to refuse an application for Development of a 64-bed Specialist Dementia Care Centre together with access, parking & landscaping at land at the rear of Baird's Farm Shop demonstrates this point.

The assessment for the above application considered Policy SD SP3 'Gaps between Settlements' and the report states that the generally open and undeveloped nature of the gaps between settlements will be protected to prevent coalescence and retain their separate identity. The report accepted demand for a dementia care home but stated there is no satisfactory argument put forward as per criteria c of the policy to demonstrate why the proposal cannot be located elsewhere given the sensitivity of the location.

Given the need for an additional single crematorium can be met by the Landlink proposal there is no need to approve development within the strategic gap, and criteria c of policy SD SP3 cannot be met. It would be unnecessary to support the Southern Co-op proposal whilst knowing that the Landlink proposal could meet the need for the facility outside the strategic gap. The suggestion by some commentators that permission should be given to both and the market should decide does not follow well established planning principles and would be inconsistent with decision making on application CM/16/18/PL.

Furthermore, the size of the development and extent of site coverage of the Southern Co-op proposal would result in the integrity and objectives of the settlement gap being compromised in conflict with criteria a,b and d of the policy SD SP3.

The criticisms leveled at application CM/16/18/PL in relation to landscape character equally apply to the Southern Co-op proposal:

*"The identified sensitivities of LCA 31 as a whole are clearly associated with the rurality of the arable plain landscape and undeveloped coastline which LCA 31 covers, along with the role of the character area as a buffer between settlements. Such characteristics are directly associated with the site itself and are at risk as a result of the development as proposed. The proposal relates to development in a field that has been used for agricultural purposes which will not be contiguous with any existing development pattern."*

The Southern Co-op proposal appears to be in great difficulty when judged against the policies of the Adopted Arun Local Plan, as it cannot meet the requirements of policy SD SP3 and in particular criteria (c) as the proposal for a crematorium can be met outside the strategic gap as the Landlink application clearly demonstrates.

### **Crematorium Operator for Landlink Estates Site**

Landlink Estates is in direct dialogue with four operators, as part of a commercial bidding process, which will conclude with commercial terms being agreed. The preferred bidder who will operate the site on behalf of Landlink will be confirmed well before the application is due for determination in March.

This demonstrates that the deliverability of the proposal cannot be questioned. There is no third-party landowner and the relationship between operator and applicant will be a direct one. The operator selection process requires that as soon as planning permission is granted, they are geared to mobilise immediately and would seek to be open for the first cremation services as soon as Spring 2020.

I hope this additional information is helpful for the determination of the application, but should you have any questions on the content of this letter or the attached report please do not hesitate to contact me.

● Page 3

Yours sincerely



Lisa Jackson MA BSc MRTPI

# **Crematorium Need Assessment**

**Two New Crematoria at Grevatts Lane West,  
Bilsham, Yapton, West Sussex**

**Peter Mitchell Associates**

**February 2019**

# 1 Executive Summary

1.1 This report demonstrates that, whilst there is a compelling quantitative and qualitative need for a single new crematorium at Grevatts Lane West, Bilsham, Yapton, West Sussex, **there is no need for two crematoria at this location and, if both were developed neither would be financially viable.**

1.2 Drive-time catchment analysis using 2017 data on population and deaths indicates that **108,812** people live within a 30-minute drive-time of the proposed two new crematoria at Grevatts Lane West, of which:

- 65,838 people currently living within the 30-minute drive-time of the crematorium at Chichester and 22,703 people currently living within the 30-minute drive-time of the crematorium at Worthing, a combined total of **88,541** people, live within the 30-minute drive-time of the new crematorium and, indeed, will find either of the two new crematoria to be their closest;
- in addition, **20,271** people currently living more than a 30-minute drive-time from any crematorium live within a 30-minute drive-time of the new crematoria.

1.3 In the Essington Planning Appeal decision<sup>1</sup>, the Inspector stated that a crematorium operating above 80% of its practical capacity makes it difficult to offer a cremation service that meets an acceptable quantitative standard. On average, Chichester Crematorium is operating at **104%** of its practical capacity and Worthing Crematorium is operating at **90%** of its practical capacity.

1.4 When seasonal variation in numbers of deaths is included, during peak months Chichester Crematorium is operating at **146%** of its practical capacity and Worthing Crematorium is operating at **126%** of its practical capacity.

---

<sup>1</sup> APP/C3430/W/15/3039163 Land off Broad Lane, Essington, South Staffordshire para 215

- 1.5 Evidence provided by the Office for National Statistics (ONS) indicates a significant and sustained growth from the present time in the population and numbers of deaths within the UK and in West Sussex.
- 1.6 There is a proven quantitative need now for **a new single crematorium** at Grevatts Lane West and this need will become greater as numbers of deaths significantly increase.
- 1.7 A sample of obituaries reveals an average delay between death and funeral of 18 days at Chichester Crematorium and 20 days at Worthing Crematorium during November 2018. Delays will be much longer during months of peak demand, when there can be 40% more deaths than in an average month.
- 1.8 **A single new crematorium** at Grevatts Lane would be more than sufficient to reduce delays between death and funeral; reduce the funeral journey time for many thousands of people; improve mourners' experience through longer service intervals and reduced congestion at crematoria.

## 2. Table of Contents

|      |                                                                |    |
|------|----------------------------------------------------------------|----|
| 1    | Executive Summary                                              | 2  |
| 2.   | Table of Contents                                              | 4  |
| 3.   | List of Figures                                                | 5  |
| 4.   | Introduction                                                   | 7  |
| 5.   | Quantitative need for two new crematoria at Grevatts Lane West | 8  |
| 5.2  | Quantifying catchment populations                              | 8  |
| 5.8  | Existing provision                                             | 9  |
| 5.12 | Proposed provision                                             | 13 |
| 5.23 | Capacity at existing crematoria                                | 19 |
| 5.49 | Viability of a new crematorium                                 | 26 |
| 6.   | Qualitative need for two new crematoria at Grevatts Lane West  | 28 |
| 6.2  | Availability of preferred slots                                | 28 |
| 6.10 | Journey times to crematoria                                    | 30 |
| 6.16 | Congestion at crematoria                                       | 31 |

### 3. List of Figures

Figure 1: Annual numbers of deaths, burials and cremations in the UK between 1885 and 2017 **Error! Bookmark not defined.**

Figure 2: Annual percentages of burials and cremations in the UK between 1885 and 2017 **Error! Bookmark not defined.**

Figure 3: UK Crematoria Development and Cremations 1885 to 2017 **Error! Bookmark not defined.**

Figure 4: ONS UK Deaths: 1885-2017 Actuals and 2018-2115 Projected **Error! Bookmark not defined.**

Figure 5: ONS 2016-based projected deaths **Error! Bookmark not defined.**

Figure 6: Deaths by quinary age band in 2016 in four local authority areas **Error! Bookmark not defined.**

Figure 7: Proportion of deaths in 2016 by three broad age bands **Error! Bookmark not defined.**

Figure 8: ONS 2016-based projections for growth in the population aged 65 years and over **Error! Bookmark not defined.**

Figure 9: ONS 2016-based projected growth in the population aged 65 years and over **Error! Bookmark not defined.**

Figure 10: ONS 2016-based projections for deaths **Error! Bookmark not defined.**

Figure 11: ONS 2016-based projected increase in numbers of deaths **Error! Bookmark not defined.**

Figure 12: 45-minute drive-time catchments 10

Figure 13: 15-minute drive-time catchments for existing crematoria at Chichester and Worthing 11

Figure 14: 30-minute drive-time catchments for existing crematoria at Chichester and Worthing 12

Figure 15: 45-minute drive-time catchments for existing crematoria at Chichester and Worthing 13

Figure 16: 15-minute drive-time catchments for crematoria at Chichester, Worthing and Grevatts Lane West 14

Figure 17: 30-minute drive-time catchments for crematoria at Chichester, Worthing and Grevatts Lane West 15

Figure 18: 45-minute drive-time catchments for crematoria at Chichester, Worthing and Grevatts Lane West 16

Figure 19: Population and deaths within drive-time catchments of existing crematoria provision 17

Figure 20: Population and deaths within drive-time catchments of proposed crematoria provision 17

Figure 21: Variation in population and deaths from existing to proposed crematoria provision 17

Figure 22: Population of Arun District Council within current and proposed crematoria catchments 19

Figure 23: Technical and Practical (Core) Capacity at single chapel crematoria 21

Figure 24: Technical and Practical (Core) Capacity at twin chapel crematoria 22

Figure 25: Technical and Practical available capacity at Chichester and Worthing crematoria 23

Figure 26: Technical and Practical capacity levels in 2017 at Chichester and Worthing crematoria 23

Figure 27: Seasonal variation in deaths in 2017 25

Figure 28: Peak month practical capacity levels in 2017 at Chichester and Worthing crematoria 25

Figure 29: Days between death and funeral 29



## **4. Introduction**

- 4.1 In November 2018, I prepared a report assessing the need for a new crematorium located at Grevatts Lane West, Bilsham, Yapton, West Sussex, which was included in material submitted by Landlink Estates Limited as part of a full planning application. I have now been advised that a rival application is to be made the Southern Co-op on a nearby site. This report examines whether there is a quantitative and qualitative need for two new crematoria at this location.
- 4.2 Quantitative need focuses upon the population and numbers of deaths within crematoria catchment areas and the capacity of existing crematoria to accommodate the demand for cremation.
- 4.3 Qualitative need focuses upon the length of time between death and being able to arrange a cremation at a convenient time; the journey time to the crematorium and the experience of bereaved people once they are at the crematorium.

## **5. Quantitative need for two new crematoria at Grevatts Lane West**

5.1 Quantitative need is established by:

- quantifying the population that would be in closer proximity to the new crematorium than to existing crematoria
- examining the current and future capacity for funerals available at existing crematoria.

### **5.2 Quantifying catchment populations**

5.3 The distance considered reasonable for people to travel in a funeral cortège to a crematorium has been considered at a number of planning appeals. A 30-minute funeral drive-time at 60% of normal traffic speeds has been held to be an appropriate basis upon which to establish the quantitative need for a new crematorium<sup>2</sup>.

5.4 Where a Funeral Director's hearse and limousine(s) lead a cortège of mourners' vehicles to a crematorium, travel speeds are often much lower than for normal traffic.

5.5 This is mainly a consequence of drivers trying to keep the cortège together when negotiating junctions so that everybody finds their way to the crematorium and arrives together at the right time for the funeral service.

5.6 Sophisticated computer software enables the identification of travel times by road traffic and its graphical representation as isochrones.

---

<sup>2</sup> Appeal Ref. APP/D0840/A/09/2098108 Land at Race Farm, Puggis Hill, Treswithian, Camborne, Cornwall

5.7 For my first report, transport planning specialists Vectos used ESRI ArcGIS 10.4 and HERE software, together with associated ONS data relating to population and deaths in 2017 by Lower Super Output Area (LSOA), to produce isochrones within three different drive-time catchments: 15-minutes; 30-minutes; and 45-minutes. **The very close proximity of the rival Southern Co-op crematorium would result in both sites sharing the same isochrones, drive-time populations and drive-time deaths.**

- Existing provision - the two existing crematoria at Chichester and Worthing
- Proposed provision - the two existing crematoria at Chichester and Worthing, *plus* the proposed crematoria at Grevatts Lane West

## 5.8 Existing provision

5.9 The image below in Figure 1 illustrates the 45-minute drive-time catchments of the five crematoria serving the wider area, which in turn are affected by the catchments of other crematoria outside of the area. The location of the proposed crematoria at Grevatts Lane West is indicated by the blue circle. It is quite apparent that the catchment area of the proposed crematoria is circumscribed by those of crematoria at Chichester and Worthing.

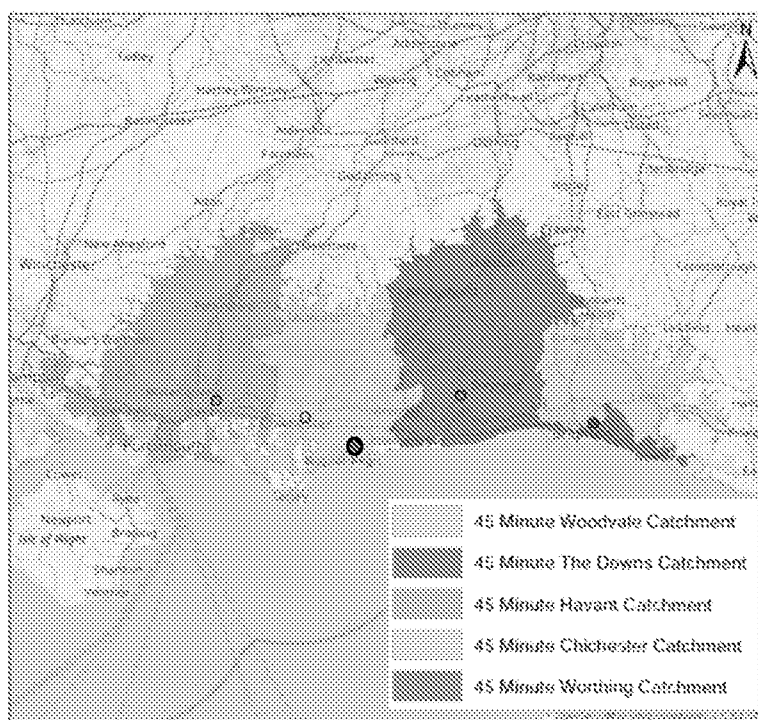


Figure 1: 45-minute drive-time catchments

- 5.10 The images below in Figures 2, 3 and 4 illustrate the 15, 30 and 45-minute drive-time isochrones around the two crematoria currently serving this area. The location of the proposed crematoria at Grevatts Lane West is indicated by the blue circle.
- 5.11 It is important to note that the isochrones for the crematoria beyond Chichester and Worthing are not illustrated. This is simply because, where a death occurs within the catchment area of the proposed new crematorium, bereaved families living locally are very unlikely to travel past existing crematoria to reach more distant crematoria illustrated in Figure 1 above:
- Chichester Crematorium's catchment, as illustrated, is reduced on its western edges, where people live closer to Havant Crematorium.
  - Worthing Crematorium's catchment, as illustrated, is reduced on its eastern side by two crematoria at Brighton and also to the north west by the Surrey and Sussex Crematorium at Crawley and potentially to the north east by the Guildford Crematorium.



Figure 2: 15-minute drive-time catchments for existing crematoria at Chichester and Worthing



Figure 3: 30-minute drive-time catchments for existing crematoria at Chichester and Worthing

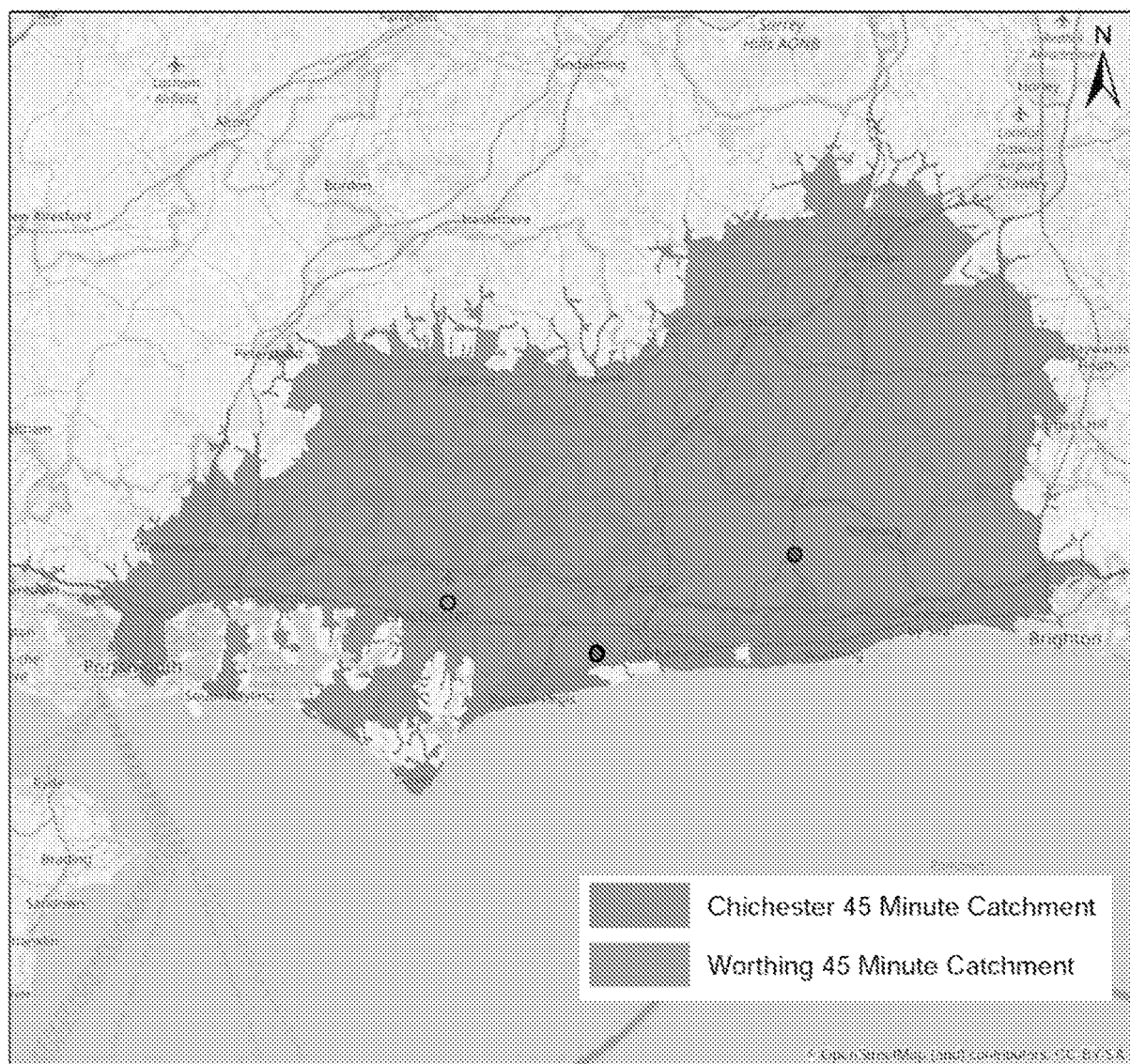


Figure 4: 45-minute drive-time catchments for existing crematoria at Chichester and Worthing

## 5.12 Proposed provision

5.13 The images below in Figures 5, 6 and 7 illustrate the 15, 30 and 45-minute drive-time isochrones around the two existing crematoria at Chichester and Worthing, together with those for the proposed tow new crematoria at Grevatts Lane West.



Figure 5: 15-minute drive-time catchments for crematoria at Chichester, Worthing and Grevatts Lane West



Figure 6: 30-minute drive-time catchments for crematoria at Chichester, Worthing and Grevatts Lane West

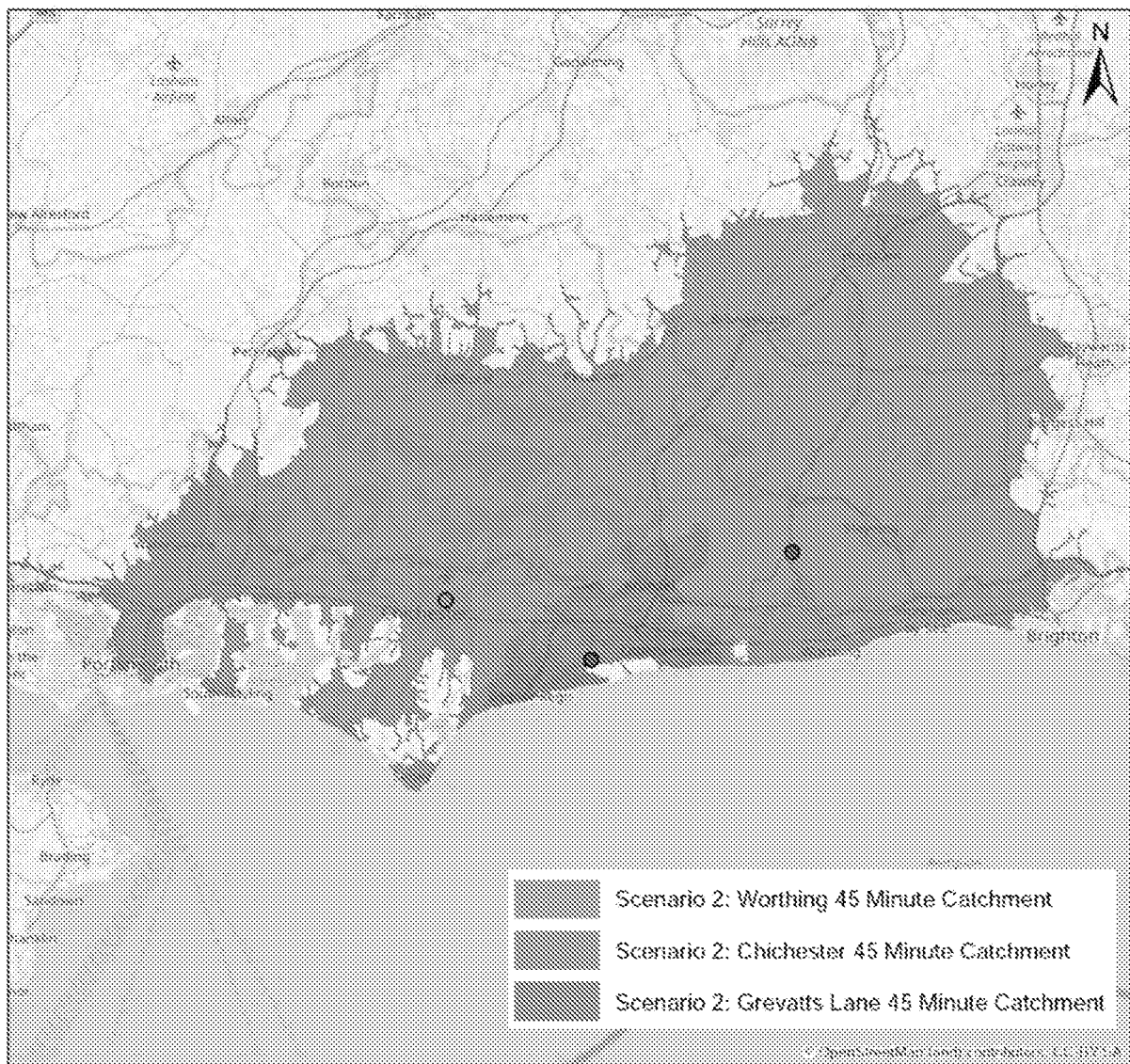


Figure 7: 45-minute drive-time catchments for crematoria at Chichester, Worthing and Grevatts Lane West

- 5.14 The tables below at Figures 8, 9 and 10 illustrate the catchment populations and numbers of deaths in 2017 for both the current and the proposed provision of crematoria.

| Crematorium   | Population    |                |                | Deaths     |              |              |
|---------------|---------------|----------------|----------------|------------|--------------|--------------|
|               | 15 Mins       | 30 Mins        | 45 Mins        | 15 Mins    | 30 Mins      | 45 Mins      |
| Chichester    | 45,408        | 154,161        | 415,712        | 462        | 1,917        | 4,484        |
| Worthing      | 18,426        | 225,863        | 466,180        | 205        | 2,739        | 5,197        |
| <b>Totals</b> | <b>63,834</b> | <b>380,024</b> | <b>881,892</b> | <b>667</b> | <b>4,656</b> | <b>9,681</b> |

Figure 8: Population and deaths within drive-time catchments of existing crematoria provision

| Crematorium        | Population     |                |                | Deaths       |              |              |
|--------------------|----------------|----------------|----------------|--------------|--------------|--------------|
|                    | 15 Mins        | 30 Mins        | 45 Mins        | 15 Mins      | 30 Mins      | 45 Mins      |
| Chichester         | 45,408         | 88,323         | 346,793        | 462          | 1,064        | 3,598        |
| Worthing           | 18,426         | 203,160        | 420,048        | 205          | 2,415        | 4,542        |
| Grevatts Lane West | 48,240         | 108,812        | 115,051        | 563          | 1,478        | 1,541        |
| <b>Totals</b>      | <b>112,074</b> | <b>400,295</b> | <b>881,892</b> | <b>1,230</b> | <b>4,957</b> | <b>9,681</b> |

Figure 9: Population and deaths within drive-time catchments of proposed crematoria provision

| Crematorium        | Population    |               |         | Deaths     |            |         |
|--------------------|---------------|---------------|---------|------------|------------|---------|
|                    | 15 Mins       | 30 Mins       | 45 Mins | 15 Mins    | 30 Mins    | 45 Mins |
| Chichester         |               | -65,838       | -68,919 |            | -853       | -886    |
| Worthing           |               | -22,703       | -46,132 |            | -324       | -655    |
| Grevatts Lane West | 48,240        | 108,812       | 115,051 | 563        | 1,478      | 1,541   |
| <b>Totals</b>      | <b>48,240</b> | <b>20,271</b> |         | <b>563</b> | <b>301</b> |         |

Figure 10: Variation in population and deaths from existing to proposed crematoria provision

- 5.15 Figure 7 clearly shows that the catchments of the proposed crematoria at Grevatts Lane West are circumscribed by those of Chichester and Worthing and therefore the figures for the catchment population and deaths in Figures 9 and 10 are unaffected by more distant crematoria and fully represent those within the drive-time catchments.

- 5.16 However, as noted above at 5.11, the catchment populations and deaths for the crematoria at Chichester and Worthing are actually less than those shown in Figures 6 and 7, due to the impact of the proximity of other crematoria outside of the immediate area.
- 5.17 Figures 9 and 10 illustrate that the population living within a 15-minute drive-time of either crematoria at Chichester or Worthing would remain closer to these crematoria than to the proposed new crematorium at Grevatts Lane West.
- 5.18 Figures 9 and 10 illustrate that **108,812** people live within the 30-minute drive-time of the proposed new crematoria at Grevatts Lane West, of which
- 65,838 people currently living within the 30-minute drive-time of the crematorium at Chichester and 22,703 people currently living within the 30-minute drive-time of the crematorium at Worthing, a combined total of **88,541** people, live within the 30-minute drive-time of the new crematoria and, indeed, will find the new crematoria to be their closest;
  - in addition, **20,271** people currently living more than a 30-minute drive-time from any crematorium live within a 30-minute drive-time of the new crematoria.
- 5.19 The area of residence and numbers of the population that will benefit through proximity to the new crematoria are identified in the table below at Figure 11.
- 5.20 The table illustrates the findings of the drive-time catchment analysis, which identified that the proposed crematorium at Grevatts Lane West will serve the majority of the population of Arun District Council. People living in neighbouring local authority areas are closer to existing crematoria.

|                    | Arun District Council Population |                |                |                    |                |                |
|--------------------|----------------------------------|----------------|----------------|--------------------|----------------|----------------|
|                    | Current Provision                |                |                | Proposed Provision |                |                |
| Crematorium        | 15 Mins                          | 30 Mins        | 45 Mins        | 15 Mins            | 30 Mins        | 45 Mins        |
| Chichester         | 6,556                            | 81,541         | 85,998         | 6,556              | 15,703         | 17,079         |
| Worthing           | 2,575                            | 40,008         | 63,437         | 2,575              | 17,305         | 17,305         |
| Grevatts Lane West |                                  |                |                | 48,240             | 108,812        | 115,051        |
| <b>Totals</b>      | <b>9,131</b>                     | <b>121,549</b> | <b>149,435</b> | <b>57,371</b>      | <b>141,820</b> | <b>149,435</b> |

Figure 11: Population of Arun District Council within current and proposed crematoria catchments

5.21 108,812 residents of Arun District will be within 30-minutes' drive-time of the proposed new crematoria at Grevatts Lane West, which will be closer to them than any other crematorium.

5.22 115,051 residents of Arun District will be within 45-minutes' drive-time of the proposed new crematoria at Grevatts Lane West, which will be closer to them than any other crematorium.

### 5.23 Capacity at existing crematoria

5.24 The theoretical maximum number of funerals that each crematorium can accommodate is readily calculated using the number of funeral slots available per day. This is the 'technical capacity' of a crematorium.

5.25 However, it is widely accepted and understood that there are core times generally preferred by bereaved people and these times are the ones most likely to be booked first. Core times at crematoria lie between 10.30am and 3.30pm. If a core time is not available on the day of choice, people will often select a later day to be able to hold the funeral at the time that suits their particular circumstances.

5.26 The number of core times available is the 'practical capacity' of a crematorium.

- 5.27 The importance of core times was referenced by the Inspector at a crematorium Planning Appeal in Derbyshire, when he stated:
- 5.28 *“The 4 existing crematoria have technical capacity when looking at their operation over any particular year but the fact that Chesterfield crematorium, for example, has plenty of availability in the summer months, or at 1630 hours on a winter’s afternoon is of little comfort or use to those needing to book a funeral at the busiest time of the year at a time of day that would actually allow friends and family to attend. The technical capacity of the 4 crematoria does not bring people who currently live beyond a reasonable distance to a crematorium any closer to that crematorium. Plainly, there is a quantitative and qualitative need in this case”.*<sup>3</sup>
- 5.29 Crematoria may have a single chapel or two, or even three, chapels. They also vary in the length of service interval and duration offered.
- 5.30 The funeral service interval is distinct from, and longer than, the funeral service duration. The funeral service interval allows for the time taken by mourners to enter and leave the chapel. As a generalisation, crematoria allow five minutes for the entry of mourners and a further five minutes for their exit. Thus, a service interval of thirty minutes is only sufficient for a funeral service duration of twenty minutes.
- 5.31 The length of funeral service interval offered at UK crematoria is now generally longer than commonly offered in the past, partly as a result of the guidance provided by the Institute of Cemetery and Crematorium Management (ICCM). The ICCM’s ‘Charter for the Bereaved’ sets minimum standards and targets to achieve. A target for funeral intervals is:
- 5.32 *“Charter members should increase the minimum time allocated for funeral services to 40 or 45 minutes wherever possible.*

---

<sup>3</sup> APP/M1005/A/12/2188880 Land east of Derby Road, Swanwick, Derbyshire para. 31

*The burial or cremation ceremony should be considered a highly individual and important occasion. Each funeral should ideally arrive and depart without seeing other funerals; neither should they be delayed by the late arrival of other funerals. To help achieve this standard, a minimum service time of 40 or 45 minutes [as in e) above] should be an objective.'*

- 5.33 The table in Figure 12 below illustrates the services times commonly available at crematoria with a single chapel, reflecting different lengths of service interval offered and the core service times.

| Interval Between Funerals |              |              |              |              |
|---------------------------|--------------|--------------|--------------|--------------|
| 30 Mins                   | 40 Mins      | 45 Mins      | 60 Mins      |              |
| Funeral Start Times       |              |              |              |              |
| Single Chapel             |              |              |              |              |
| 09:30                     | 09:30        | 09:30        | 09:30        |              |
| 10:00                     | 10:10        | 10:15        | 10:30        |              |
| 10:30                     | 10:50        | 11:00        | 11:30        |              |
| 11:00                     | 11:30        | 11:45        | 12:30        |              |
| 11:30                     | 12:10        | 12:30        | 13:30        |              |
| 12:00                     | 12:50        | 13:15        | 14:30        |              |
| 12:30                     | 13:30        | 14:00        | 15:30        |              |
| 13:00                     | 14:10        | 14:45        | 16:30        |              |
| 13:30                     | 14:50        | 15:30        |              |              |
| 14:00                     | 15:30        | 16:15        |              |              |
| 14:30                     | 16:10        | 17:00        |              |              |
| 15:00                     | 16:50        |              |              |              |
| 15:30                     |              |              |              |              |
| 16:00                     |              |              |              |              |
| 16:30                     |              |              |              |              |
| 17:00                     |              |              |              |              |
| Per Day                   |              |              |              |              |
| Total slots               | 16           | 12           | 11           | 8            |
| <b>Core slots</b>         | <b>11</b>    | <b>8</b>     | <b>7</b>     | <b>6</b>     |
| Per Month                 |              |              |              |              |
| Total slots               | 336          | 252          | 231          | 168          |
| <b>Core slots</b>         | <b>231</b>   | <b>168</b>   | <b>147</b>   | <b>126</b>   |
| Per Year                  |              |              |              |              |
| Total slots               | 4,032        | 3,024        | 2,772        | 2,016        |
| <b>Core slots</b>         | <b>2,772</b> | <b>2,016</b> | <b>1,764</b> | <b>1,512</b> |
| <b>Core slots</b>         | <b>68.8%</b> | <b>66.7%</b> | <b>63.6%</b> | <b>75.0%</b> |

Figure 12: Technical and Practical (Core) Capacity at single chapel crematoria

- 5.34 The significant differences between ‘technical capacity’ and ‘practical capacity’ are readily apparent, with ‘practical capacity’ ranging from 64% to 75% of ‘technical capacity’.
- 5.35 The table in Figure 13 below illustrates the services times commonly available at crematoria with two chapels, reflecting different lengths of service interval offered and the core service times.

| Interval Between Funerals | Interval Between Funerals |          |          |          |          |          |          |          |
|---------------------------|---------------------------|----------|----------|----------|----------|----------|----------|----------|
|                           | 30 Mins                   |          | 40 Mins  |          | 45 Mins  |          | 60 Mins  |          |
|                           | Funeral Start Times       |          |          |          |          |          |          |          |
|                           | Chapel 1                  | Chapel 2 | Chapel 1 | Chapel 2 | Chapel 1 | Chapel 2 | Chapel 1 | Chapel 2 |
|                           | 09:00                     | 09:15    | 09:00    | 09:20    | 09:00    | 09:15    | 09:00    | 09:30    |
|                           | 09:30                     | 09:45    | 09:40    | 10:00    | 09:45    | 10:00    | 10:00    | 10:30    |
|                           | 10:00                     | 10:15    | 10:20    | 10:40    | 10:30    | 10:45    | 11:00    | 11:30    |
|                           | 10:30                     | 10:45    | 11:00    | 11:20    | 11:15    | 11:30    | 12:00    | 12:30    |
|                           | 11:00                     | 11:15    | 11:40    | 12:00    | 12:00    | 12:15    | 13:00    | 13:30    |
|                           | 11:30                     | 11:45    | 12:20    | 12:40    | 12:45    | 13:00    | 14:00    | 14:30    |
|                           | 12:00                     | 12:15    | 13:00    | 13:20    | 13:30    | 13:45    | 15:00    | 15:30    |
|                           | 12:30                     | 12:45    | 13:40    | 14:00    | 14:15    | 14:30    | 16:00    |          |
|                           | 13:00                     | 13:15    | 14:20    | 14:40    | 15:00    | 15:15    |          |          |
|                           | 13:30                     | 13:45    | 15:00    | 15:20    | 15:45    | 16:00    |          |          |
|                           | 14:00                     | 14:15    | 15:40    | 16:00    |          |          |          |          |
|                           | 14:30                     | 14:45    |          |          |          |          |          |          |
|                           | 15:00                     | 15:15    |          |          |          |          |          |          |
|                           | 15:30                     | 15:45    |          |          |          |          |          |          |
|                           | 16:00                     | 16:15    |          |          |          |          |          |          |
|                           |                           |          |          |          |          |          |          |          |
|                           | Per Day                   |          |          |          |          |          |          |          |
| Total slots               | 15                        | 15       | 11       | 11       | 10       | 10       | 8        | 7        |
| Core slots                | 11                        | 10       | 8        | 8        | 7        | 7        | 5        | 6        |
|                           | Per Month                 |          |          |          |          |          |          |          |
| Total slots               | 315                       | 315      | 231      | 231      | 210      | 210      | 168      | 147      |
| Core slots                | 231                       | 210      | 168      | 168      | 147      | 147      | 105      | 126      |
|                           | Per Year                  |          |          |          |          |          |          |          |
| Total slots               | 3,780                     | 3,780    | 2,772    | 2,772    | 2,520    | 2,520    | 2,016    | 1,764    |
| Core slots                | 2,772                     | 2,520    | 2,016    | 2,016    | 1,764    | 1,764    | 1,260    | 1,512    |
| Both Chapels Combined     | 7,560                     |          | 5,544    |          | 5,040    |          | 3,780    |          |
|                           | 5,292                     |          | 4,032    |          | 3,528    |          | 2,772    |          |
| Core slots                | 70.0%                     |          | 72.7%    |          | 70.0%    |          | 73.3%    |          |

Figure 13: Technical and Practical (Core) Capacity at twin chapel crematoria

- 5.36 Chichester Crematorium has a single chapel and offers 45-minute service intervals, commencing at 9:30am, with the last funeral commencing at 5.00pm.
- 5.37 Worthing Crematorium has two chapels and offers 40-minute service intervals, commencing in one chapel at 9.00am and the other at 9.20am, with the last services commencing at 3.40pm and 4.00pm respectively.
- 5.38 Both crematoria also accept 'direct cremations', i.e. with no funeral service, in addition to their standard funerals. Chichester allocate 8.00am, 8.15am and 8.20am for such funerals. Both offer funerals on Saturdays and Chichester also offers funerals on Sundays; in all cases at higher fees than Mondays to Fridays.
- 5.39 Figure 14 below illustrates in terms of available slots the technical capacity (total weekday slots) and practical capacity (core slots) of these two crematoria. These are based upon 252 working days per year, Mondays to Fridays excluding public holidays.

|           |                   | <b>Chichester</b> | <b>Worthing</b> |
|-----------|-------------------|-------------------|-----------------|
| Per day   | Total slots       | 11                | 22              |
|           | <b>Core slots</b> | <b>7</b>          | <b>16</b>       |
| Per month | Total slots       | 231               | 462             |
|           | <b>Core slots</b> | <b>147</b>        | <b>336</b>      |
| Per year  | Total slots       | 2,772             | 5,544           |
|           | <b>Core slots</b> | <b>1,764</b>      | <b>4,032</b>    |

Figure 14: Technical and Practical available capacity at Chichester and Worthing crematoria

- 5.40 Figure 15 below illustrates the levels of technical and practical capacity at which these two crematoria operated during 2017.

| <b>Crematorium</b> | <b>Cremations in 2017</b> | <b>Total slots</b> | <b>Technical capacity</b> | <b>Core slots</b> | <b>Practical capacity</b> |
|--------------------|---------------------------|--------------------|---------------------------|-------------------|---------------------------|
| <b>Chichester</b>  | 1,838                     | 2,772              | 66%                       | 1,764             | 104%                      |
| <b>Worthing</b>    | 3,626                     | 5,544              | 65%                       | 4,032             | 90%                       |

Figure 15: Technical and Practical capacity levels in 2017 at Chichester and Worthing crematoria

- 5.41 These calculations involve dividing the total number of cremations in 2017 by the standard funeral slots available in a year and take no account of seasonal variation in demand. The importance of catering for seasonal fluctuations in demand for cremations was referred to by the Inspector at a Planning Appeal in Kent:
- 5.42 *“A number of objectors have questioned the Appellant’s evidence of need, referring to the statements by existing operators of crematoria at Tunbridge Wells, Medway and Eltham that they are currently operating below capacity. While it may be that over a period of a year, there are untaken slots which are theoretically available, this doesn’t take account of seasonal fluctuations in mortality which affect levels of demand.”*<sup>4</sup>
- 5.43 Recovering Planning Inquiry in South Staffordshire involving two proposed new crematoria, the Secretary of State endorsed the Inspector’s views that practical capacity must be measured in the peak month of demand.
- 5.44 *“All parties agree that Bushbury Crematorium in north Wolverhampton, on any assessment, is under significant pressure. The parties agree that the best measure for assessing whether a crematorium is meeting a quantitative standard is its practical capacity in a peak month. In 2015 Bushbury operated at about 115% of practical capacity in a peak month. **The Council accepts that operating above 80% of practical capacity places a crematorium under pressure to offer a cremation service that meets an acceptable quantitative standard.**”*<sup>5</sup>
- 5.45 On this basis alone, both Chichester and Worthing crematoria are operating above practical capacity and there is a need for a single new crematorium at Grevatts Lane West. The need for the single new crematorium will increase as numbers of deaths in the catchment area increase.

---

<sup>4</sup> APP/G2245/A/13/2210128 Land south of Orchard Barn, London Road, Halstead para. 23

<sup>5</sup> APP/C3430/W/15/3039163 Land off Broad Lane, Essington, South Staffordshire para. 215

- 5.46 Figure 16 below illustrates seasonal variation in deaths during 2017 by reference to the average deaths per month compared with the highest number of deaths, which in this year occurred during January.

|                   | Average | Highest | Variation |       |
|-------------------|---------|---------|-----------|-------|
| <b>England</b>    | 41,574  | 53,675  | 12,102    | 29.1% |
| <b>Adur</b>       | 62      | 85      | 23        | 36.9% |
| <b>Arun</b>       | 183     | 262     | 79        | 43.4% |
| <b>Chichester</b> | 124     | 170     | 46        | 37.5% |
| <b>Worthing</b>   | 122     | 173     | 51        | 42.2% |

Figure 16: Seasonal variation in deaths in 2017

- 5.47 The average variation in deaths in the peak month across the West Sussex authorities is **40%**. This figure is used to calculate peak month cremations and capacity in Figure 17 below.

| Crematorium       | Average monthly cremations | Peak month cremations | Core slots available | Peak month practical capacity |
|-------------------|----------------------------|-----------------------|----------------------|-------------------------------|
| <b>Chichester</b> | 153                        | 214                   | 147                  | 146%                          |
| <b>Worthing</b>   | 302                        | 423                   | 336                  | 126%                          |

Figure 17: Peak month practical capacity levels in 2017 at Chichester and Worthing crematoria

- 5.48 In the Essington Appeal decision<sup>6</sup>, the Inspector stated that a crematorium operating above 80% of its practical (core) capacity makes it difficult to offer a cremation service that meets an acceptable quantitative standard. The context makes it clear that practical capacity is calculated using the total number of cremations, not purely those that take place at core times.

<sup>6</sup> APP/C3430/W/15/3039163 Land off Broad Lane, Essington, South Staffordshire para 215

## 5.49 Viability of a new crematorium

5.50 The capital costs of a new crematorium are significant, as illustrated in Figure 18 below:

| Year built | Location       | Private Sector or Local Authority | Approximate Cost |
|------------|----------------|-----------------------------------|------------------|
| 2016       | Wellingborough | Local Authority                   | £6,500,000       |
| 2016       | St Asaph       | Private Sector                    | £4,250,000       |
| 2015       | Waveney        | Private Sector                    | £4,000,000       |
| 2015       | Countesthorpe  | Private Sector                    | £4,000,000       |
| 2015       | Abingdon       | Private Sector                    | £4,000,000       |
| 2015       | Amber Valley   | Private Sector                    | £4,800,000       |

Figure 18: Capital costs of building a crematorium (Cremation Society of Great Britain)

5.51 The operational costs are also significant, as illustrated in Figure 19 below:

| Operational costs summary             | Cost           |
|---------------------------------------|----------------|
| Operational cost - personnel          | 162,500        |
| Operational cost - non-personnel      | 152,000        |
| <b>Total annual operational costs</b> | <b>314,500</b> |

Figure 19: Illustrative operational costs

5.52 Figure 9 above indicates that there were 1,541 deaths in 2017 within the 45 minute drive-time catchment of a new crematorium at Grevatts Lane West. Applying the average cremation rate for England and Wales in the same year, 80%, indicates that a new crematorium could expect 1,232 funerals per year. However, a new crematorium generally takes five or more years to attract all of the cremations within its catchment area.

5.53 Two new adjacent crematoria would each attract approximately half of the funerals from within the catchment area. At Grevatts Lane West, each crematorium would likely attract only 616 cremations per year.

- 5.54 The Federation of Burial and Cremation Authorities' (FBCA) 'Recommendations of the establishment of crematoria' (2016 edition) states:
- 5.55 ***Single Authority.*** *Local authorities with a population of 120,000 or more would be in a position to provide and manage a crematorium with a reasonable expectation of operating on a sound financial basis after the initial years of repayment of capital and associated loan charges.*
- 5.56 *Broadly speaking, crematoria undertaking 1000 or more cremations per annum are most likely to be viable, although there are a number of crematoria, mainly serving rural or island communities, undertaking fewer than this.*
- 5.57 An estimated 616 cremations each per year would mean that both new crematoria would not be financially viable, whereas a single new crematorium undertaking 1,232 funerals would be viable.

## **6. Qualitative need for two new crematoria at Grevatts Lane West**

6.1 Qualitative need is established by considering the impact upon bereaved people of the ability of crematoria to meet quantitative need:

- availability of preferred slots, leading to delays between death and the funeral
- journey times to crematoria
- congestion at crematoria

### **6.2 Availability of preferred slots**

6.3 *Anecdotal evidence from funeral directors who use the cremation service offered at Bushbury indicates that an acceptable qualitative standard is also not being met. In this regard funeral services are taking longer than is acceptable to arrange at times to suit bereaved families and funeral directors are advising some families that earlier services could be arranged at crematoria further away than is generally regarded to be acceptable. The substandard quantitative offer at Bushbury is adversely affecting the crematorium's ability to offer a quality service to bereaved families.<sup>7</sup>*

6.4 *"Further, the overtrading has led to unacceptable delays between the date of death and date of cremation. Analysis undertaken by Dignity (and unchallenged by any party to the inquiry) shows that average waiting times between date of death and date of cremation are materially longer than either Telford or other crematoria in the area. This is a very clear qualitative deficiency which has resulted from the quantitative overtrading."<sup>8</sup>*

---

<sup>7</sup> APP/C3430/W/15/3039163 Land off Broad Lane, Essington, South Staffordshire para. 215

<sup>8</sup> APP/C3430/W/15/3039163 Land off Broad Lane, Essington, South Staffordshire para. 128

6.5 *“Of greater concern is the evidence submitted indicating the delay between death and funeral. ... While these delays can only be partly explained by Coroner delays or similar, this presents substantial evidence of pressures on the capacity at Penmount [Crematorium] to meet the qualitative needs of such a large population.”<sup>9</sup>*

6.6 A number of factors contribute to delays between death and funeral. These include the process of registration of the death; involvement of the coroner; requirement for an autopsy; personal circumstances of the family members (e.g. outside the UK due to holidays or residence); and availability of the Funeral Director and Officiant.

6.7 However, a key factor contributing to delays between death and funeral is the availability of the family’s preferred date and time for the funeral at the crematorium.

6.8 Figure 18 below illustrates data on days between death and funeral obtained from 89 obituaries published online by the Chichester Observer and Worthing Herald for deaths occurring between 14<sup>th</sup> October and 19<sup>th</sup> November 2018.

|             |            | Days between death and funeral |         |         |
|-------------|------------|--------------------------------|---------|---------|
| Crematorium | Obituaries | Minimum                        | Maximum | Average |
| Chichester  | 32         | 10                             | 29      | 18      |
| Worthing    | 57         | 8                              | 68      | 20      |

Figure 20: Days between death and funeral

6.9 This sample of 89 obituaries suggests average delays of two to three weeks between death and funeral. The sample included 30 funerals at Chichester and 54 funerals at Worthing, which all took place during November 2018. Deaths in November 2017 across the West Sussex catchment area averaged only 1.3% more than average deaths over the whole year, whereas deaths in January averaged 40% more. It is clear that delays between death and funeral during periods of high demand will be extended beyond the two to three weeks’ delays during periods of average demand.

---

<sup>9</sup> APP/D0840/A/09/2098108 Land at Race Farm, Puggis Hill, Treswithian, Camborne para. 35

## **6.10 Journey times to crematoria**

- 6.11 This report has previously quantified the need for a new crematorium at Grevatts Lane West by reference to journey times, using drive-time catchment mapping software.
- 6.12 Minimising travel time also has qualitative impacts upon the bereaved, Funeral Directors and those officiating at funerals.
- 6.13 There is great variation in the way people arrange funerals, influenced by personal, social, cultural, religious, financial and other factors. The secularisation of society has affected the level of attachment people may have to their local church and many people no longer live within the same communities as previous generations of their families.
- 6.14 However, funerals are still widely regarded as important events requiring the attendance of family, friends and others who knew the person who has died. Statistically, the probability is very high that a funeral will result from the death of someone of senior years, who has spent a lifetime building up a network of contacts, many of whom will be local to where they live and work. It is entirely logical therefore that this group of people would wish to gather together for the funeral in a location that is convenient for most of them.
- 6.15 By their nature, funerals are emotional events signifying the end of many different relationships with a single person and a change in the relationships that those still living have with each other. Enduring unnecessarily long journeys, often involving traffic congestion and the challenges of keeping a group of vehicles together, is altogether undesirable for a group of mourners on their way to the crematorium for an emotional life event.

## **6.16 Congestion at crematoria**

6.17 The number and types of vehicles attending funerals at crematoria varies and inevitably there are occasional funerals of some-one who was young and/or particularly well-known where access and parking space is insufficient to cope. However, the more common situation where the site is congested occurs where vehicle numbers per funeral are modest, but there are too many funerals on site at the same time.

6.18 This situation arises all too frequently for a number of reasons, the main ones being:

- A funeral arrives at the crematorium either too early or too late
- A funeral takes too much or too little time at the crematorium

6.19 Funeral Directors take pride in arriving at the correct time at each of the various locations that may be involved in a funeral, including the crematorium. However, there are sometimes factors outside of their control, or which could not reasonably be foreseen, which can advance or delay the time when they arrive at the crematorium gates. A funeral can involve a series of events each involving different people, who can have a cumulative impact upon the schedule of the particular funeral. For example, the funeral service held at the church prior to a committal service at the crematorium can last less or more time than expected, influencing the time of arrival at the crematorium.

6.20 If there are other funerals taking place around their particular funeral slot, the arrival of one group of mourners early or late can easily result in vehicles and mourners from different funerals becoming mixed up. This is particularly prevalent at crematoria such as Southampton with more than one chapel.

- 6.21 If a funeral service at the crematorium lasts longer than allowed for within the service slot, the mourners leave the chapel late. Where there is a funeral immediately following theirs, which is a common situation, that group of mourners will have had difficulty finding somewhere to park the cars as the car park is still occupied by the cars belonging to mourners of the overrunning funeral. They will have to queue outside the chapel entrance waiting for their funeral service to start late because the other group of mourners are still inside the chapel.
- 6.22 This situation can easily have a knock-on effect on all of the subsequent funerals in the day at a busy crematorium. It can be quite common for funerals to be running behind schedule and for there to be a tangible atmosphere of congestion and tension after a morning funeral falls out of match with the schedule.
- 6.23 This all too easily has a qualitative impact upon the experience of bereaved people. Similarly, Funeral Directors delayed by one funeral face challenges in minimising the impact that this has on their ability to undertake the other funerals they have arranged for the same day.
- 6.24 The essence of a funeral is that it is centred upon a unique individual and the distinct group of people that were familiar enough with that person to attend their funeral. This uniqueness is fatally compromised by congestion and delay, or rush, at the crematorium and the sense that one is simply travelling on a 'conveyor-belt' through the crematorium funeral experience.
- 6.25 A new single crematorium at Grevatts Lane West will offer 60-minute funeral intervals. Even if all 5 core slots in a day were booked, this generous interval time will minimise the possibility of congestion occurring at a single crematorium with one chapel. People will be able to arrive, park, enter the building, experience the funeral and leave the site with a sense that they are the only people on site and the only funeral that day. This will have a memorable impact upon their experience of the death of the person they knew.

- 6.26 The provision of a new crematorium at Grevatts Lane West will not only have a positive impact upon those bereaved people who use its facilities. Each funeral that takes place at the new crematorium will free up time and space at Chichester and Worthing crematoria, enhancing their qualitative provision. Even if the operators of other crematoria make no changes to the quality of their provision, people will have an improved experience at their sites through reduced congestion.
- 6.27 These significant qualitative improvements are applicable to a single new crematorium and bereaved people would gain no additional qualitative improvements through their being two new crematoria is such close proximity.