

FINDINGS PACK

Review The Need to Identify a Site for New Cemetery for the Borough

Economy, Planning, Development and Prosperity Havant Scrutiny and Policy Development Panel Scrutiny and Policy Development Panel

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2016

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Review the Need to Identify a Site for New Cemetery for the Borough

SECTION ONE – Project Definition Form

Project Title	Review The Need to Identify a Site for New Cemetery for the Borough
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To establish the need for a new cemetery site and seek to ensure that any new site identified for a cemetery in the Borough meets the demands of the communities
To investigate the demand for additional burial spaces and suitable sites within the Borough for new cemetery

Benefits to the Council	To meet the demand for burial spaces within the Borough
and Its Residents	

Evidence to Support the	n/a
Project	

Project Deliverable	A report with recommendations to be submitted to the Scrutiny Board and Cabinet

The Project Will Include

- To assess the current situation of cemeteries in the borough;
- Evaluate the long term capacity of Warblington cemetery;
- To consider any proposals for a cemetery at the West of Waterlooville development;
- What are the boroughs long term requirements with regards to cemeteries? and

The Project Will Not Include

Crematoriums

Success Criteria

Project completed within the agreed timescale Number of Recommendations agreed by the Cabinet Number of Recommendations implemented Number of People Involved in the review Percentage of members of the Panel who attended and took part in the review Number of meetings held If the Review is followed up

Key Officer(s)	Peter Vince Operations Director, NORSE Julia Potter, Head of Development Andrew Pritchard, Head of Environmental Services	
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Cabinet Leads	Councillors Briggs and Guest

SECTION TWO – PROJECT PLANNING

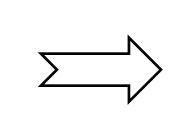
Scrutiny Panel Economy, Planning, Development and Prosperity Havant Scrutiny

and Policy Development Panel

Scrutiny Lead	Councillor Fairhurst
Panel Members	Councillors Davis, Lenaghan, Rees, Satchwell and Wade

Witnesses to Interview

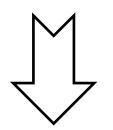
Who?	Why?	When?
Peter Vince – Operators Director, NORSE	To provide advice on the current provision and demand for cemeteries	11 October 2016
Julia Potter – Head of Development	To provide advice on current situation at the Waterlooville MDA and any planning policy implications	11 October 2016



Projected Timescales for:

Evidence gathering: September/October 2016

Interviews/Site Visits End of Evidence Analysis: October 2016



Project Report Deadlines:

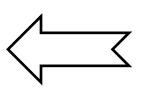
Draft Report Produced: October 2016

Panel to Agree Final Report: November 2016

Dates for:

Report to Scrutiny Board: 22 November 2016 Report to Cabinet: 8 February 2017

Start Date: July 2016



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Section **B**

Previous Report

(Review Into the Need for New Cemetery for the Borough)

Economy, Planning, Development and Prosperity Havant Scrutiny and Policy Development Panel

2016

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Reports Relating to Incomplete Scrutiny Report

Cemeteries & Crematoria Scrutiny September / October 2015

Councillor Elaine Shimbart

According to local Funeral Directors, many HBC residents would prefer to pay extra, and sometimes double the funeral costs, and go outside the Havant Borough to the Catherington Cemetery in East Hants. The Cemetery in Waterlooville is now full, apart from reserved family plots. The cemetery at Warblington is regarded by many residents as inaccessible, as it is not on a bus route, and it is especially difficult for the elderly, or those without cars, to visit. Havant's Eastern Road cemetery is regarded by many as being bleak. I can quite understand the preference for Catherington, given the pleasant and open location.

<u>Crematorium Times</u>. The Crematorium at Portchester stipulates the last service as commencing at 3.30pm, whilst the new Oaks Crematorium in Barton's Road has a latest starting time at 4.45pm; by special arrangement a later time can be booked.

In general, the relationships between HBC and the funeral directors is good, although some staff at the funeral firms are easier to deal with than others.

The following two links may be of interest.

The first is a 27 page booklet on rising funeral costs, while the second is a guide to funeral director's charges by post code.

http://www.iccm-uk.com/iccm/library/10299-Funeral%20Report%2052pp%20FINAL.PDF

http://www.yourfuneralchoice.com/

Cemeteries Scrutiny

I have had a meeting with Peter Vince and Linda Stroud when we considered future cemetery charges.

Comparative figures of other authorities were looked at.

These were quite variable but we did not know the basis on which they were arrived at.

East Hants charges were considerably higher. It would appear that they factor in an amount to cover future maintenance.

I suggested that when fixing our own burial charges then at least they should cover our own direct costs involved; therefore consideration of what other authorities charge is not relevant.

Given the uncertainty of the future of the service it was difficult to arrive at a positive conclusion as to what our charges for next year should be.

During my investigation I found that a number of reports had been made in the past but had not proceeded because of future uncertainty.

The latest draft report by Andy Paffett was written some 18 months ago but was not progressed.

It seems to answer some of the questions we have been asked to look at again. A copy has been circulated as it can, I believe, form the basis of our future position without going over the same ground again.

I understand that clearance has been given for us to proceed with the new cemetery at Waterlooville.

Ralph Cousins

13 October 2015

Environmental Services Scrutiny and Policy Development Pannell Report. (Crematoriums)

Author:

Cllr Edward Rees, BA Hons, JP.

Brief:

I have been tasked with analysing crematoria in around the Havant area; this included the Oaks and Portchester crematoriums. The objective of this report is to evaluate:

- What relationship does HBC have with both crematoria?
- What fee structure is in place and does it differ between crematoria?
- Do these crematoriums offer different services? if so what?
- What is current demand and projected future demand for services?
- Do both crematoriums operate within the same working hours?
- What benefits does HBC gain from each crematorium?

For this report I have conducted interviews with representatives from the Oaks crematorium, Mr John Haskell, Clerk of Portchester Crematorium Joint Committee and Mr Christopher Mathias, Service Development and Strategy Officer at HBC. I have also held conversations with Cllr Tony Briggs, Cabinet Lead for Environment and Neighbourhood quality.

HBC relationship with each Crematoria:

HBC has had a long relationship with Portchester Crematorium. In 1950 the local authorities of Havant Borough Council, Fareham Borough Council, Gosport Borough Council and Portchester City Council entered into an agreement to provide a crematorium. The four local authorities delegated their authority to a joint committee consisting of elected councillors from each authority. The function of the Joint Committee is to decide the overall policy for the provision of Crematorium facilities, including approving capital and maintenance works programme, the consideration and approval of accounts, and setting the scale of fees and charges. (Portchester Crematorium Development Plan). At present, the representatives on the Joint Committee from HBC are ClIr David Guest and ClIr Tony Briggs who is the current Chairman. Through the Joint Committee HBC has a clear input into the governance of the committee, which is open and transparent. The minutes and agendas of all meetings of the Joint Committee can be found on the link below:

http://democracy.portsmouth.gov.uk/mgCommitteeDetails.aspx?ID=164

Due to HBC being a founding and active shareholder in Portchester crematorium it receives a dividend.

HBC has **no** relationship with the Oaks Crematorium, which is owned and managed by the Southern Co-Operative.

Fee Structure:

Portchester Crematorium cremation fees:

22:08 portchestercrematorium.org		
Tel. 01329 822533 CONTACT US	PORTCHESTER CREMATORIU	М
HOME PAGE	TABLE OF FEES	
HOW TO FIND US		
GARDENS	For the cremation of:	£
GARDEN PLAN	 A Young person whose age at the time of death did not exceed 16 years A person whose age at the time of death exceeded 16 years 	No charge 550.00
CD MUSIC	Optional Charges	550.00
CHAPELS	Book of Remembrance (Prices include VAT at 20%)	
BOOK OF REMEMBRANCE	1. Single entry (2 lines) Double entry (5 lines)	49.00 80.00
FEES & REGULATIONS	Double entry with badge or crest Treble entry (8 lines)	130.00 110.00
Q & A	Treble entry with badge or crest	160.00
CODE OF PRACTICE	Memorial Cards 2. Single entry (2 lines)	35.00
USEFUL LINKS	Double entry (5 lines)	42.00
GUIDE TO INDEPENDENT FUNERALS	Double entry with badge or crest Treble entry (8 lines)	92.00 48.00
NEWS & INFORMATION	Treble entry with badge or crest 3. Use of organ	98.00 32.00
JOINT COMMITTEE MEETINGS		20.00/30.00 Total 52.00/62.00
MLETINGS	Miscellaneous Charges	50.00
	 Scattering of cremated remains from other Crematoria Web Broadcasting Services 	50.00 30.00

The Oaks Crematorium cremation fees:

The Oaks Havant Crematorium Survival Tributes Service Information Contact Contact Crematorium Survival Tributes Contact Contact Crematorium Survival Tributes Contact Contact Crematorium Survival Tributes Contact					
Cremation & Associated Fees					
Service Information	Crematior	Cremation Fees			
General Opening Times	The below fees will b	be charged whether a full or committal only service is completed.			
Service Hall Times	Monday to Friday	30 Minute Service 45 Minute Service	£ 600.00 £ 725.00		
Cremation & Associated Fees		Infant/Child (up to 16yrs inc) 30 or 45 Minute 4.45pm onwards, dependent on time	No Charge Price On Application		
FAQs					
	Saturday	30 Minute Service 45 Minute Service Infant/Child (up to 16yrs inc) 30 or 45 Minute	£ 900.00 £1090.00 £ 360.00		
	Bank Holidays	30 Minute Service 45 Minute Service Infant/Child (up to 16yrs inc) 30 or 45 Minute	£1200.00 £1450.00 £ 725.00		

From the analysis of the fees it is evident that Portchester Crematorium offer a cheaper service than the Oaks. Mr John Haskell informed that this is intentional and Portchester Crematorium will continue to provide a service at a lower cost than its competitors. The Oaks have informed that this difference in cost has not affected demand for their service and to quote "business is booming."

Services offered:

Both crematoriums naturally offer cremation services. However, the Oaks does have the capacity to cremate larger individuals due to them employing newer more modern cremators, which gives them an edge over their competition. Portchester do not have the capacity to offer this service, however, Mr John Haskell informs me that this type of cremation is for extremely large individuals and only effects up to six cremations per annum. He was unable to give me precise figures.

Current demand a projected future demand:

Since the opening of the Oaks Crematorium in 2013, Portchester Crematorium has seen a rapid reduction in the amount of cremations carried out, therefore a fall in revenue and a fall in profit.

Figures from Portchester Crematorium:

Year	Amount of cremations	% Reduction on previous
	carried out	years total cremations
2012 - 2013	4102	
2013 - 2014	3690	16.8%
2014 - 2015	3411	13.9%

Source: Portchester Joint Committee Meeting Minutes 15th *June* 2015

http://democracy.portsmouth.gov.uk/documents/g3225/Public%20reports%20 pack%2015th-Jun-2015%2014.00%20Portchester%20Crematorium%20Joint%20Committee.pdf?T =10

Mr John Haskell was keen to emphasise that this decline in cremations carried out was foreseen and policy and budgetary policy was adapted because of it.

Due to HBC having no involvement in the Oaks Crematorium I was unable to obtain their total cremation figures. However I refer to the quote this report mentioned previously from the Oaks "business is booming."

It is not in the scope of this report or part of my individual expertise to comment or draw conclusions on cremation trends, but only to make the information stated above accessible to the scrutiny panel.

Cremation services operational hours:

The Oaks Crematorium offer services up to 4.45pm, a later service is possible, but prices are only given on application. Representatives of the Oaks have informed me that they regularly hold services past 4.45pm and it is common practice.

Portchester Crematorium offer services up until 3.30pm. Their website states "Cremations will normally take place between the hours of 9 am - 3.30 pm Mondays - Fridays, and at such other times as the Joint Committee may, in exceptional circumstances, decide." Mr John Haskell did inform me that at times, Portchester Crematorium will offer a service outside of working hours but I personally feel this is not as common as it is at the Oaks Crematorium.

Benefits for HBC:

Because HBC is a founding and active shareholder in Portchester Crematorium a dividend is received. A percentage of profits is divided equally between the four local authorities. For the current year according to reports that figure was £600,000.

Cllr Briggs and John Haskell informed me that HBC dividend has fallen in line with the decline in revenue at Portchester Crematorium.

However the financial information I have received from Christopher Mathias and HBC financial team informs me that HBC dividend has remained static. I am questioning the data I have received and will continue to investigate. I will report back to the scrutiny panel when I have conclusive data.

HBC receives no financial benefit from the Oakes Crematorium.

Scrutiny on Cemetery Provision. Councillor Gerald Shimbart.

Following a meeting with Lin Stroud, Cemetery & Open Spaces Officer for HBC, I can give the following information.

<u>Waterlooville</u>. Although this cemetery is theoretically full, there are a number of pre-purchased grave plots and plots for the interment of ashes. This gives a total of 82, 25 of which are for ashes. There may be some of the pre-purchased plots which are no longer required.

Warblington.There is still space at Warblington for 210 graves. At the currentusage of about 40 double graves per year, this gives a current availability of approximately5 years plus. If all of those plots are used by HBC residents, this equates to an income of£52,000 per annum.

Havant / Eastern Road. There is still some room at this cemetery as there is the option of re-using unmarked common graves which are over 75 years old. This was once the burial ground for the local workhouse. At this cemetery kerb sets are allowed. The part of the cemetery which was once accessed from New Lane was an extension of the st. Faith's Church burial ground. Access from New Lane is now discontinued.

<u>Hayling Island</u>. There is still plenty of room at St. Mary's Church cemetery, although this is restricted to Hayling residents.

<u>Waterlooville MDA</u>. Permission for a cemetery on the MDA has recently been received from the Environment Agency. Access for this will be from Milk Lane on the A3 London Road, thus causing no conflict with the Rowan's Hospice. The site will cover 3.08 acres, and will provide plots for about 40 years.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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Section C

Notes

(Review Into the Need for New Cemetery for the Borough)

Economy, Planning, Development and Prosperity Havant Scrutiny and Policy Development Panel

2016

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Notes of the Economy, Planning, Development and Prosperity Havant Scrutiny and Policy Development Panel held on Wednesday, 6 July 2016

Present

Councillor: Lenaghan (Chairman)

Councillors: Davis, Rees, Satchwell and Wade

Also Present:

Councillor David Guest Mark Gregory (Democratic Services Officer) and Nicholas Rogers (Democratic Services Assistant)

Apologies: Fairhurst

1 APOLOGIES FOR ABSENCE

Action

Apologies for absence were received from Councillor Fairhurst.

2 DISCUSSION WITH CABINET LEAD FOR ECONOMY, PLANNING, DEVELOPMENT AND PROSPERITY HAVANT

Councillor Guest discussed areas within his portfolio with the Panel and answered member's questions in relation to the following topics:

- a) Planning Parking Policy This would be going before Cabinet on 20 July. Councillor Guest advised that this was an important issue that the Panel may wish to scrutinise.
- b) Tourism An understanding was needed on the Council's approach to promoting tourism within the Borough. The Panel were advised that an update on the previous scrutiny of Tourism was due at the next quarterly meeting on 27 September.
- c) Economic Development (including Town Centres) It was agreed that this was an important issue to all members. The Panel discussed the need to understand the Council's strategy for developing town centres and the actions undertaken to achieve this. Councillor Guest suggested Panel members may wish to attend the Local Plan Panel to further their knowledge.

Cemeteries – The MDA in West of Waterlooville had identified an 8-acre site for burials, but concerns had been raised that this plot is not suitable due to water retention issues.	
AGREED that;	
The Panel would undertake a review of the need to identify a site for a new cemetery for the Borough;	
Democratic Services send the draft project plan for consideration by all the members of the Panel; and	Mark Gregory
Democratic Services liaise with the Scrutiny Lead to arrange next meeting of the Panel.	Mark Gregory
RITISE PROPOSED TOPICS	
that fall within the terms of reference for Economy,	
JTINY PROJECT PLANS	
anel received and noted the draft scrutiny project plans	
Review of the Planning Service Flood Prevention Scrutiny Scrutiny of the Supplementary Planning Document Scrutiny of the Council's Tree Protection Service	
	 identified an 8-acre site for burials, but concerns had been raised that this plot is not suitable due to water retention issues. AGREED that; The Panel would undertake a review of the need to identify a site for a new cemetery for the Borough; Democratic Services send the draft project plan for consideration by all the members of the Panel; and Democratic Services liaise with the Scrutiny Lead to arrange next meeting of the Panel. RITISE PROPOSED TOPICS ranel discussed the topics on the Scrutiny Topic Priority that fall within the terms of reference for Economy, ing, Development and Prosperity Havant. Ders highlighted the need for detailed consideration of ortfolio area prior to selection of the next scrutiny topic. JTINY PROJECT PLANS ranel received and noted the draft scrutiny project plans Review of the Planning Service Flood Prevention Scrutiny

3

4

Notes of the Economy, Planning, Development and Prosperity Havant Scrutiny and Policy Development Panel held on Tuesday, 30 August 2016

Present

Councillor: Fairhurst (Chairman)

Councillors: Davis, Lenaghan and Wade

Also Present:

Jayne Lake (Projects Officer (Open Spaces), NORSE South East), Mrs Julia Potter (Head of Development), Andrew Pritchard (Head of Environmental Services), Nicholas Rogers (Democratic Services Assistant) and Peter Vince (Operations Director, NORSE South East)

Apologies: Rees and Satchwell

5	APOLOGIES FOR ABSENCE	
	Apologies for absence were received from Councillors Rees and Satchwell.	
6	MINUTES	

Action

It was AGREED that the minutes of the Economy, Planning, Development and Prosperity Havant Panel on 6 July 2016 be approved as a correct record.

7 REVIEW OF CEMETERY PROVISION

The Panel held discussions with the Head of Environmental Services, Head of Development, the Operations Director for NORSE and the Projects Officer (Open Spaces) for NORSE over the cemetery provision within the Borough.

The discussions covered any updates since the previous report to Cabinet on cemetery provision in 2014. The following points were covered:

- The Council does not have a statutory responsibility to provide burial space, but where it chooses to do so it has a responsibility to maintain these sites.
- The Council's cemetery service costs for the last year

were as follows:

Financial Year 2015/16:	
Gross Cost of Service	271612
Income from Fees & Charges	-176331
Net Cost of Service	95281

- The Council's current burial space will be full in approximately 7.5 years.
- If the Council were to stop cemetery provision, the legacy costs would be approximately £120,000 per year to maintain current burial sites.
- The income from burial sites is factored into the income streams being used to offset the core charge for the council services delivery by Norse SE. Any change to the current cemetery provision would have a impact on the payment mechanism for Norse SE.
- The Council may use graves for which an exclusive right of burial has not been purchased. In practise most authorities wait 14 years before using the second space to give families time to purchase the rights, if finance was a difficulty, or for the second space in the grave to be used by another family member. The Council chose to wait 75 years before using the second space, as this reflected the period for which exclusive rights of burial were issued, however this was choice only and the graves could have been used earlier than this. The Council have varying periods of issue for graves with exclusive rights and so attempting to use these graves would be very problematic and fraught with legal difficulties.
- Norse SE have not had any discussions with the private sector. In 2015 officers representing HBC did seek advice from a consultant 'Cemetery Development Services Limited' (CDSL).
- The Council is actively engaging in discussions with MDA developers regarding the cemetery site.
- The size of any potential new cemetery would be dependent on the Council's decision on how long it would like to continue providing a burial service.
- Extensive investigations were carried out into alternative cemetery sites across the Borough, which revealed a lack of sites identifiable as suitable for a

cemetery due to environmental constraints and the use of sites for housing.

- The MDA site identified for cemetery provision is suitable for such a site. Funds have been spent on water testing for this site and the costs of ensuring the site would be acceptable for the Environment Agency are approximately £500,000.
- There is a possibility to stagger the works on the site into stages, spreading the costs over a period of time and allowing for sections of the site to be used as developed. This would need to be fully investigated.
- Other local authorities that have ceased cemetery provision have experienced negative public reaction, with some since renewing the service.
- Emotional issues with the MDA site have been resolved.

Panel members agreed that the staggered approach to funding works on the MDA cemetery site would be preferable, but that other options should be investigated before pursuing this option.

Members also commented that since some time has elapsed since the previous investigation into alternative cemetery sites across the Borough was carried out, it may be useful to conduct an update on this to see if any new sites are suitable.

It was AGREED that the following recommendations would be put forward subject to confirmation on the report;

- a) The Council continue with the provision of cemeteries within the Borough as long as this service is financially viable;
- b) The Cabinet investigate raising the fees and charges for burial sites to cover the operational costs of the service (including maintenance of cemeteries);
- c) A financial analysis be carried out to investigate the costs of developing the MDA cemetery site as a whole against developing the site in stages;
- d) If the decision is made to pursue the MDA cemetery site, private sector involvement be fully investigated;
- e) An update be carried out on the review of other possible sites for a cemetery within the Borough;
- f) Officers be requested to complete discussions with Grainger PLC relating to the future provision of a

cemetery site arising from the MDA Development before making a decision.

The meeting commenced at 5.00 pm and concluded at 6.01 pm

Notes of the Economy, Planning, Development and Prosperity Havant Scrutiny and Policy Development Panel held on Tuesday, 11 October 2016

Present

Councillor: Fairhurst (Chairman)

Councillors: Davis, Lenaghan, Satchwell and Wade

Also Present:

Mark Gregory (Democratic Services Officer) and Nicholas Rogers (Democratic Services Assistant)

Apologies:

13 APOLOGIES FOR ABSENCE

There were no apologies for absence.

14 CEMETERY PROVISION REVIEW REPORT

The Panel discussed the draft report for Cemetery Provision within the Borough and the comments submitted by relevant officers.

With regard to the suggested amendment to recommendation 2.1, the Panel considered that the initial recommendation sufficiently expressed the Panel's views that the service should continue to be financially viable i.e. the cost of the scheme to be covered by fees and charges with any deficient being made up by the Council.

It was AGREED that;

1) The report be amended to reflect the following:

Statement 5.2 in the report be amended to read as follows

'Development of a new cemetery would require initial capital investment, but would provide opportunity for the whole or partial recovery of historic maintenance costs of existing cemeteries over its lifetime';

Action

Statement 5.3 in the report be amended to read as follows

'It is recognised that accepting the recommendations detailed at 2.3 to 2.6 will require resources'; and

Statement 7.2 in the report be amended to read as follows:

'It is recognised that there could be an impact on the assured income streams to Norse South East'.

- 2) The amended report be circulated to Panel members for approval prior to submission to officers; and
- If officers raise any further points on the report, the Scrutiny Lead to meet with officers to discuss further prior to submitting the report to the Scrutiny Board.

15 ECONOMIC DEVELOPMENT SCRUTINY

The Panel considered the scrutiny project plan for the review of Economic Development. The Panel also received:

- Prosperity Havant Strategy document
- Commercial Directorate Business Plan 2016/17
- 2016-17 Quarter One Healthcheck

The Panel indicated that the review would select specific schemes and projects from the Prosperity Havant Strategy and use these as examples to assess the usefulness and effectiveness of the work of economic development services.

The review would seek to find the following information:

- What is the Council doing in relation to economic development and how effective are these actions?
- What are the staff members within the economic development service doing day-to-day to further the elements of the Prosperity Havant strategy?
- What information does the Council provide to businesses and how readily is this information available?
- What has been achieved by the actions of the economic development service and how is this measured? Are these actions cost-effective?
- For the schemes / grants / aid that have been made available by the Council, what was the level of interest shown by external parties?

The review would also include:

- A questionnaire survey of local business nominated by ward councillors.
- Interviews with a selection of local businesses to discuss their interaction with economic services.
- Interviews with a major developer within the Borough to speak with them regarding their experiences working with the Council (The Cabinet Lead for Economy, Planning, Development and Prosperity Havant to indicate a suitable developer).
- A benchmarking exercise in relation to similar authorities for their actions on economic development, and information on any examples of best practice from the economic development services at other local authorities.

It was AGREED that:

- The following elements be selected from the Prosperity Havant Strategy for use as example schemes when assessing the role and actions of the economic development service:
 - Harts Farm Way & Brockhampton Prosperity Corridor (from Priority 1 – Development Opportunities)
 - Small & Medium Enterprise (SME) Competitiveness, Business Friendly Council and High Streets / Town Centres (from Priority 2 – Investment & Business Support)
 - Business-led Skills (from Priority 3 Skills Development)
- 2) The draft scrutiny project plan be circulated to Panel members for approval
- 3) The structure chart for the Economic Development department be circulated to Panel members
- 4) A meeting be arranged to discuss the scope of the review with the Head of Development, the Business, Economy and Town Services Manager and the Cabinet Lead for Economy, Planning, Development and Prosperity Havant.

The meeting commenced at 5.00 pm and concluded at 6.20 pm