

<b>COMMITTEE:</b>	<b>SCRUTINY COMMITTEE</b>
<b>DATE:</b>	<b>12 DECEMBER 2001</b>
<b>SUBJECT:</b>	<b>BEST VALUE REVIEW OF CEMETERIES &amp; CREMATORIUM</b>
<b>REPORT OF:</b>	<b>CEMETERIES &amp; CREMATORIUM BEST VALUE REVIEW TEAM</b>
<b>Ward(s):</b>	ALL
<b>Purpose:</b>	To advise Scrutiny Committee members of the outcomes of the Best Value Review of Cemeteries and Crematorium
<b>Contact:</b>	Gill Steadman, Manager & Registrar, Telephone 01323 761093.
<b>Recommendations:</b>	<p><b>1. That the Council retain and improve the in-house service</b>  <b>Full details at 7.5</b></p> <p><b>2. That Cabinet approves the Improvement Plan including:</b></p> <ul style="list-style-type: none"> <li>• Establishing an Ocklynge Cemetery Friends Group</li> <li>• Seeking a partnership to develop a new Cemetery Site</li> <li>• A Business Plan to provide financial sustainability for the service incorporating the ring-fencing of a proportion of income for maintenance and improvements</li> <li>• Implementation of Memorial Safety Programme</li> </ul> <p>Full details at 9.0</p>

1.0	<u>Summary</u>
1.1	The review team examined the four challenges set by Cabinet. These and other issues that arose during the review are listed below together with the details of the main recommendations of the review team.
1.2	<p><b>The future of burial, locating a new cemetery and future funding mechanisms.</b></p> <p>1. The Council should actively prolong its existing burial space by examining current burial policy and reviewing burial and cremation pricing structures.</p> <p>2. That the head of paid service initiate contact with neighbouring Authorities and Parishes in order to propose a ‘partnership approach’ to developing future burial provision for Eastbourne residents and neighbouring districts. As part of this approach location of a new cemetery to be identified by 2006. Once a partnership has been developed and agreed upon, all set up costs, maintenance costs and derived income should be apportioned to the volume of usage.</p>
1.3	<p><b>Funding and maintaining cemeteries that are effectively closed.</b></p> <p>1. That current memorial risk assessment of all memorials continues and that funding is made available to speed up this process and additionally provide professional assessment of all large memorials by structural engineers.</p> <p>2. That the establishment of The Friends of Ocklynge Cemetery Group is supported to encourage voluntary assistance with general maintenance, environmental and conservation issues.</p> <p>3. That a review of the contracted services is carried out to identify possible savings.</p>

<p>1.4</p>	<p><b>Managing and responding to the environmental issues concerning the Crematorium.</b></p> <ol style="list-style-type: none"> <li>1. That future Budget/Business Plans be developed that will address the on going maintenance of cremators, buildings and infrastructure</li> <li>2. That the provision of two additional cremators be considered to anticipate future increased death rates influenced by Baby Booms, general population increases and the possibility of other local and regional cremation providers withdrawal from the marketplace.</li> </ol>
<p>1.5</p>	<p><b>Consideration of the asset sale of the crematorium and managing the loss of profit generated by the service.</b></p> <p>That the Crematorium should not be sold because of the implications it's sale would have for the residents, businesses and surrounding communities, and the financial disadvantageous implications for the Council's budget.</p> <p>The recommended Procurement Option is Improve the in house service for the following reasons:</p> <ul style="list-style-type: none"> <li>• The service meets national industry set standards on services and meets current Environmental Protection Act emissions legislation.</li> <li>• Although no national Performance Indicators have been identified by Central Government, the profession itself (The Institute of Burial and Cremation Administration) has developed benchmarking standards through its introduction of the Charter for the Bereaved, to which the authority adheres.</li> <li>• The service has no direct competition from this type of service/product provision for a fifteen to twenty mile radius.</li> <li>• If the service were ceased without another provider coming forward the impact on this community/area would be significant.</li> </ul>

**1.6**

**Other areas for action.**

- Meet the needs of Muslim community
- Efficiently and effectively maintain cemeteries and crematorium grounds
- Identify uses for Ocklynge Cemetery Lodge/Office
- Improve parking facilities at the Crematorium
- Improve road and grounds signage
- Complete Memorial Risk Assessment Programme
- Identify and establish wildlife areas on all sites
- Improve the overall service to meet the needs of the bereaved
- Reduce vandalism at Ocklynge Cemetery

2.0	<b><u>Introduction</u></b>
2.1	Generally speaking disposal of the dead has always been for two basic reasons, Religious/Cultural Belief (Belief in an afterlife etc) and/or on the grounds of public health. However, the importance of each reason over the other has constantly changed throughout time.
2.2	In the British Isles these matters are finely balanced with each other, although statute (The Public Health {Control of Disease} 1984) enforces the disposal of the dead by either burial or cremation where no Will, friends or relatives ensure disposal.
2.3	Currently, cremation will take place at one of 242 crematoria throughout the British Isles, and accounts for 71% of the average annual death rate of 655,000. 192 Crematoria are Local Authority/Joint Board owned and administered, with the rest in private ownership.
2.4	Burial today will normally take place in either a municipal or privately owned cemetery. However, burial in the deceased's Parish Churchyard, is still possible where space permits.
2.5	As time has progressed, a greater emphasis has been placed upon the understanding of bereavement and the effective application of bereavement services. It is now realised that the primary service of disposal of the dead and the ancillary services of memorialisation thereafter, play a crucial role for the bereaved, and assists them in coming to terms with death and ultimately, their outlook on life in the future.

2.6	<p>Legislation concerning disposal of the dead is complex and in places, archaic. Cremation is a relatively new form of disposal, the statutes controlling it are therefore fairly up to date, addressing the task without any significant difficulty. Recent events have shown however, as in the case of Harold Shipman (GP convicted of the serial murder of 15 patients), that there remains a lack of coherent audit trails regarding how cremation papers are completed by medical practitioners. As a result the government is now in the process of reviewing this matter through consultation with relevant professional groups. The first stage report has now been published. Ultimately, the final recommendations may have a financial impact on our service.</p>
2.7	<p>Burial is governed by complex legislation. As in all walks of life there exists two types of Law, Common and Statute Law. Common Law is the fundamental law of the land laid down by judges where specific cases come before the court. Sometimes, these cases create a precedent that will bind the court for all future cases of a similar nature. Some of this case law forms the basis of how cemeteries are operated today.</p>
2.8	<p>Statute Law is superimposed upon Common Law by legislation enacted by Parliament through various Acts. Frequently Parliament merely lays down the principles in an Act and gives power to a minister to make regulations to cover the details. These are known as 'enabling Acts'. The Local Government Act 1972 sets out the role of Local Authorities, including the provision of cemeteries. In 1977, under this Act, the statutory instrument known as the Local Authorities Cemeteries Order was introduced containing the detailed provision for the management of cemeteries.</p>
2.9	<p>Eastbourne Borough Council does not have a statutory duty to provide cemeteries. However, since it does provide this service, the cemeteries, are managed within the confines of this instrument, LACO 1977.</p>

2.10	A Code of Practice, formulated by the Federation of British Cremation Authorities, of which EBC is a member, is a Code by which the cremation service is governed. Although it has no legislative power, it is a workable code adopted to ensure that every cremation is carried out in a regulated yet open and above board manner. The cremation process is therefore auditable, both internally and externally.
2.11	<u>Eastbourne Cemeteries (Ocklynge and Langnev) – 2001.</u>
2.12	As a Burial Authority, EBC carries out approximately 250 burials per year. This figure includes interment of deceased adults, children, Non Viable Foetuses, and Cremated Remains. The service therefore, offers five different types of grave, Traditional Earthen, Bricked, Children's, Cremated Remains and Woodland Burial.
2.13	Traditional earthen graves are usually full size graves measuring 9'x4', dug to a specified depth. Memorials can be erected on purchased graves in line with current regulations.
2.14	Children's graves, are available for Non Viable Foetuses, Still Birth and Children up to 13 years of age. Memorials can be erected within the current regulations. However, greater latitude is given to the parents where possible.
2.15	Cremated Remains graves measure 6'x 3' and accommodate up to four sets of cremated remains at a depth of two feet. Cremated Remains can also be interred in full size graves or scattered in the Garden of Remembrance at the Crematorium.

2.16	<p>Woodland Burial graves are provided in a section of Langney Cemetery, where double or triple depth interments are not suitable due to the nature of the ground. The graves are sold at single depth only but can be purchased in pairs (side by side) at a reduced price. The Woodland Section is landscaped to incorporate trees and shrubs indigenous to the British Isles, and burial areas which are left to grass and sown or planted with wildflowers. Burial must be in cardboard or wicker coffins or shrouds. Memorials are not permitted on the graves in order to preserve the appearance of natural woodland.</p>
2.17	<p><u>Ocklynge Cemetery</u> – Currently (10/10/01) there are less than 12 new burial spaces available for full adult burial. However, there are enough cremated remains spaces for the next 8-10 years. To preserve burial space for Eastbourne residents, pre-purchasing of full size graves prior to death, is not permitted. This has considerably lengthened the period of new grave availability. When the remaining full size graves have been used, the cemetery will operate solely for the re-opening of graves already purchased and previously used, and Cremated Remains interments.</p>
2.18	<p>There are a number of issues that need to be considered in the context of Ocklynge and its relation to the Cemeteries &amp; Crematorium Division and that of the Borough.</p>
2.19	<p>Eastbourne, as a town and Borough is increasing in population size specifically in the younger age groups 20-35yrs. Demographically it is anticipated that the national and regional death rates are likely to rapidly increase in the next ten years due to the post war baby boom. There is a direct conflict of living space v burial space in the Borough, as new burial space has yet to be identified or planned for.</p>
2.20	<p>If the lack of burial space is not addressed then greater reliance may be placed upon cremation and/or Langney Cemetery, which in turn would become full more quickly. Future investment, in addition to that already required for the crematorium, will therefore need to be planned for.</p>



2.21	<p>In the late 19<sup>th</sup> Century, Ocklynge Cemetery was the primary burial site for families in Eastbourne and the surrounding areas. During this period memorialisation was at its height, this is evident by the array of large ornate memorials. There are two issues arising from the presence of such monuments. One is the safety of our visitors, subcontractors and employees who attend the cemetery, and the second, the role of the cemetery once burials have ceased entirely. Risk assessment of memorials has already started. This process aims to identify all those memorials that are dangerous and provide a programme of remedial works make them safe.</p>
2.22	<p>Maintenance of Ocklynge Cemetery Chapel is required to cure damp problems whilst the cemetery is still operational. The subsequent use of the building, following closure to all burials is also being considered.</p>
2.23	<p><u>Langney Cemetery</u>- From next year onwards (2002) it is anticipated that most full size burials will take place here due to lack of new grave space at Ocklynge Cemetery. In terms of sustainable burial space based upon 250 burials per year and the current difficult ground conditions at the Cemetery it is forecast that Langney will only have enough new grave spaces for the next 10-15 years. Unlike Ocklynge Cemetery, pre purchase of grave spaces is allowed.</p>
2.24	<p>The Cemetery Chapels were renovated some time after they sustained severe damage during the storm of 1987. The renovation work was financed and undertaken by a business entrepreneur with full consent of EBC. He agreed to develop one of them as a Columbarium. This is a structure containing many small niches for the temporary deposition of Cremated Remains. Unfortunately, the scheme was not accepted as an option by many and as a consequence, only two niches were let. Both leases have now expired, although one set of remains is awaiting collection by family from Canada. Both Chapels will need significant investment in the next three years if they are to serve the cemetery for the remainder of its operational life.</p>

2.25	Langney Cemetery opened at approximately the same time as Ocklynge, but being further away from Eastbourne Old Town, Langney still has space for new burials. Generally, rather than large ornate monuments evident in Ocklynge, smaller low-key memorials have been chosen in this Cemetery. This factor will ease the memorial risk assessment.
2.26	Some of the issues surrounding Langney Cemetery have been highlighted already. However, by far the greatest problem is that of land drainage at the Langney Cemetery and the Crematorium. The soil at Langney is predominantly Weald Clay and has very poor drainage. This is further exacerbated by the sale of cemetery land for housing development on the eastern boundary (Elgar Way etc) which has created a bottleneck for surface and sub-surface drainage. This ultimately impacts upon the usable burial space of the Cemetery. Currently, approximately 20% of the unused cemetery area can only be utilised for single depth graves. Problems with the Health & Safety of subcontractors employed in grave-digging will also be experienced. It is intended to alleviate this by planting willow whips at the bottom end of the cemetery, not only to absorb the extra water, allowing safer, deeper excavations but also to add a screen behind the housing at Elgar Way.
2.27	<u>Eastbourne Crematorium</u>
2.28	Opened in January 1960 at a cost of £134,000 the Crematorium has so far carried out just over 100,000 cremations. With the facilities and staffing figures as they currently stand we believe that the maximum operational capacity of the crematorium currently stands at circa 3600 cremations pa. At present we average between 2800 and 3000 pa.
2.29	The grounds are landscaped to reflect rolling Downland and are planted out with trees, rose and shrub beds. There currently exist 78 Rose beds containing on average 25 individual rose shrubs and 16 shrubbery's with approximately 16 shrubs per bed. Approximately 97% of the trees, roses, and shrubs in the crematorium grounds are currently dedicated to the memory of a deceased person.

2.30	<p>Specific lawns within the Gardens of Remembrance are divided into sections for the strewing of cremated remains. All the strewing areas are operated on a rota basis in order to allow remains to disperse into the ground. Cremated Remains are not buried in the Crematorium Grounds as areas are specifically set aside for this in both Cemeteries.</p>
2.31	<p>In addition to the cremation memorials mentioned at 2.29, four other memorial schemes are offered to the bereaved, The Book of Remembrance is the only permanent cremation memorial. In addition to this, memorial vase blocks, wall and kerb plaques are available. All memorial schemes produce valuable additional income for the service. Alternative memorial schemes are currently being considered to offer a wider choice to the public.</p>

2.32	<p>At present the crematorium operates four cremators, commissioned in December 1998. All conform to the current Environmental Protection Act requirements, are serviced every six months and tested for emissions (as required by the EPA) every year. A strict Code of Practice is observed, and thus the process from receipt of a coffined body at the crematorium through to the disposal of the cremated remains is clear and easily audited.</p>
2.33	<p>The cremator servicing is carried out as part of a predictive maintenance contract. However, in addition to this, they will need to be re-hearthed every two years or 2000 cremations and be re-lined every five years, to maintain operational capacity and compliance with the EPA requirements. The cost of this is currently £21,000 per cremator for re-lining and £2,600 for re-hearthing. The current maintenance budget does not allow for these costs and therefore additional resources will need to be allocated from the fees and charges to meet the continued replacement program.</p>
2.34	<p>Apart from the addition of the Family Chapel in 1990 and the associated building works with the cremator upgrade in 1998, the crematorium complex still has approximately 90% of its original 1960's interior and exterior architectural/design features. Investment will be required to update the interiors, and to renovate specific exterior features. Particular attention is also required in the improvement, development or relocation, of the Book of Remembrance Room. Repeat Business and customer satisfaction, are the most important aspects of our service.</p>

2.35	<p><b><u>Service Objectives</u></b></p> <ul style="list-style-type: none"> <li>· Effective Disposal of the dead by Cremation and Burial as prescribed by Statute.</li> <li>· Risk Assessment of Cemetery Memorials and review of Memorial Regulations.</li> <li>· Communicate clearly the nature of the service provided.</li> <li>· Provide ease of access to services for all.</li> <li>· Improve user comfort of Langney Cemetery Chapel.</li> <li>· Protect public health through responsible action.</li> <li>· Maintain quality spaces for solace and reflection.</li> <li>· Promote social inclusion and community participation.</li> </ul>	
3.0	<b><u>Scope</u></b>	
3.1	The primary purpose of the Review was to develop an Action Plan that would address the key issues, using the following objectives.	
3.2	<p><b><u>The future of burial, locating a new cemetery and future funding mechanisms.</u></b></p> <ul style="list-style-type: none"> <li>· Investigate the future burial space requirements for the Borough.</li> <li>· Calculate projected set-up costs for a new cemetery.</li> <li>· Examine burial fees and charges in the context future maintenance of the cemeteries</li> </ul>	
3.3	<p><b><u>Funding and maintaining cemeteries that are effectively closed.</u></b></p> <ul style="list-style-type: none"> <li>· Examine and present options for the future uses for Ocklynge Cemetery and calculate the cost of each.</li> <li>· Continue with current memorial Risk Assessments in both Ocklynge &amp; Langney Cemeteries.</li> </ul>	
3.4	<p><b><u>Managing and responding to the environmental issues concerning the Crematorium.</u></b></p> <ul style="list-style-type: none"> <li>· Maintain existing equipment to meet current EPA Regulations and monitor on-going research and reviews regarding any future filtration requirements.</li> </ul>	

3.5	<p><u>Consideration of the asset sale of the crematorium and managing the loss of profit generated by the service.</u></p> <ul style="list-style-type: none"> <li>· To ascertain where possible a market figure for the crematorium as a going business concern</li> <li>· Establish financial projections for the revenue gained from the sale.</li> <li>· Discuss fully the ethical and community ramifications of the sale.</li> </ul>									
4.0	<p><b><u>Resources</u></b></p>									
4.1	<p><b><u>Financial Resources</u></b></p> <p>The service operating costs and internal support charges for 2000/1 were;</p> <table border="0" data-bbox="363 896 1228 1164"> <tr> <td>Expenditure</td> <td style="text-align: right;">£634,740</td> </tr> <tr> <td>Income</td> <td style="text-align: right;">£971,459</td> </tr> <tr> <td>Surplus – budget</td> <td style="text-align: right;">£395,950</td> </tr> <tr> <td>Surplus -actual</td> <td style="text-align: right;">£336,749</td> </tr> </table> <p>Details at Appendix 6.</p>	Expenditure	£634,740	Income	£971,459	Surplus – budget	£395,950	Surplus -actual	£336,749	
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4.2	<p><b><u>Human Resources</u></b></p> <p>There are seven full-time and one part-time (30 hours) staff. One of the full time posts is currently vacant. A recruitment process has been started but the service is operating beyond capacity and overtime is being worked. A structure diagram is at Appendix 7.</p>									
5.0	<p><b><u>Consultation</u></b></p>									
5.1	<p><b><u>Community</u></b></p> <p><b>Consultation, as part of the review, was initiated on July 1<sup>st</sup> 2001 in the form of customer survey and was concluded on October 21<sup>st</sup> 2001. There were three main types of customer that were surveyed by means of a survey form and pre-paid reply envelope.</b></p> <ul style="list-style-type: none"> <li>· Crematorium User - sent after the funeral to the person who arranged the funeral and signed the relevant statutory papers for the cremation to take place)</li> <li>· Crematorium Visitor - for those people visiting the crematorium either in connection with attendance at a funeral an anniversary of a death or memorial enquiry. These survey forms</li> </ul>									

5.2	<p><b><u>Stakeholder</u></b></p> <p>In addition to the user surveys, another stakeholder, the Funeral Directors, were also surveyed and the results fed back at a general meeting held between EBC staff and representatives from the various firms. The results can be seen at Appendix 3. These indicate a high level of satisfaction as to the level of service they receive, but again indicate shortfalls in standards of building maintenance and site infrastructure.</p>	
5.3	<p><b><u>Internal</u></b></p> <p>There are no direct internal customers. Indirectly however, the Pollution Team of the Environmental Health Division instruct their contracted Funeral Director to use either our Cremation or Burial service as part of The Public Health (Control of Disease) Act 1984. Again, the Funeral Director is the main stakeholder in this equation and additionally the relatives of that deceased person.</p>	
6.0	<p><b><u>Performance</u></b></p>	
6.1	<p><b>Currently there exist no National PI's formulated by Central Government. However, Eastbourne Cemeteries and Crematorium are members of the IBCA (Institute of Burial and Cremation Administration) Charter for the Bereaved. The Charter is a document which states rights and standards that a person should expect to receive in regard to cemetery, crematoria and bereavement services, and is in direct response to the Citizens Charter. (Currently supported by all major Political Parties).</b></p>	
6.2	<p><b>As well as setting out specific standards, it is anticipated that the Charter will assist in educating people about bereavement whilst simultaneously committing us to a continual improvement programme. There are now 50 signatories to the Charter.</b></p>	
6.3	<p><b>Together with the Charter, the IBCA have developed a Best Value Review assessment pack, with which Charter members can assess their performance against the basic rights included within the Charter, and further additional provisions that the Charter considers good practice. Eastbourne Cemeteries &amp; Crematorium service have recently completed this exercise, see Appendix 2. It is anticipated that over time, the previously additional provisions, achieved by the majority of participants, will themselves become basic rights resulting in continual improvement of the service increasing the target thresholds. The additional provisions of the Charter in themselves will provide us with future targets for the development of new Action Plans.</b></p>	

6.4	<p>The assessment has indicated that the authority, like many other providers, are:</p> <ul style="list-style-type: none"> <li>• Weak in providing information (leaflets, booklets etc.),</li> <li>• Weak in obtaining unsolicited customer comments (comments books – although two have already been purchased for use at the Crematorium)</li> <li>• Weak concerning sustainable development issues.</li> <li>• Weak in the proper provision of services to our Muslim Community.</li> </ul>
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**6.5** **Income generation 1997/98 – 2000/01**

The Cemeteries & Crematorium service is during the current financial year, budgeted to produce a surplus for the authority of £326,000. An analysis of the services recent outturn figures is shown below.

Year(s)	1997/98	1998/99	1999/00	2000/01	2001/02
	£	£	£	£	Estimate
<b>Total Expenditure</b>	470	563	640	635	612
<b>Total Income</b>	(781)	(885)	(985)	(972)	(938)
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<b>Surplus</b>	311	322	345	338	326
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<b>Surplus % to income</b>	39.8%	36.4%	35%	34.8%	33%

	<p>There is a downward trend in the percentage of the surplus against total income.</p> <p>Of the four Cremation Authorities referred to in the Performance Comparison table, all are required to hand back 100% of their income to the Authority's General Fund. The only slight exception being the City of London, currently in first position in the IBCA Best Value Assessment Rankings. Since 1999, a Reserve Fund has been in existence. All surpluses made by the Authority are ring-fenced and transferred into the Reserve Fund at year-end. Any bequests are also put in this fund allowing them to be used for purpose intended. At each year-end, 10% of the Reserve Fund balance is transferred to the revenue account to off-set maintenance costs, the process being reviewed on a biennial basis. Initially, with the interest accrued on the invested fund being kept in the account, and the on-going annual investment, the Capital was left largely intact. However, the first biennial review resulted in a change in that, only the interest was withdrawn to preserve the capital sum.</p>	
7.0	<p><b><u>Procurement: Challenging the Means of Delivery</u></b></p>	
7.1	<p><b><u>Cessation of the service</u></b></p> <p>Less suitable at present because:</p> <ul style="list-style-type: none"> <li>• There is a high demand, for this service within the Borough and additionally in areas outside, such as Polegate, Willingdon, Pevensy, Hastings, Seaford, Newhaven, Heathfield and Hailsham. This demand will increase in the future</li> <li>• There is scope for future service and product development.</li> <li>• The income realised by the service far outweighs the cost of providing it. Income as a percentage of expenditure stood at 158% in 1999 compared with only 96% in 1989.</li> <li>• At present the service requires investment, and this can be sustained from the income it generates.</li> </ul> <p>Details of the financial implications of the sale of the crematorium are at Appendix 5.</p>	



7.2	<p><b><u>Public Private Partnership</u></b></p> <p><b>Less suitable at present because:</b></p> <ul style="list-style-type: none"> <li>At present the BVRT believe that the in-house service is more likely to deliver best value.</li> <li>Large Private Corporations currently dominate the market.</li> <li>At this point in time no prospective suppliers have come forward and therefore the level of trust and working relationship the Council would wish to attain with a supplier would need to be examined on a case by case regime.</li> </ul>	
7.3	<p><b><u>Externalisation with no in house bid</u></b></p> <p><b>Less suitable at present because;</b></p> <ul style="list-style-type: none"> <li>In National and local comparisons (IBCA Best Value Assessment Pack) it is evident that the service is operating to a good level of Best Value. Eastbourne Cemeteries &amp; Crematorium are ranked fourteenth out of fifty nationally. We actually achieved the maximum mark of 415 in the Charter Rights Score, beating the First Place establishment by five points. However, our Targets Score was 145 out of a possible 245, 66 points behind the First Place establishment. Our Targets Score will be improved by the implementation of our Action Plan.</li> <li>At present there are 242 crematoria in the British Isles. Of these 192 are owned and operated by Borough, District or County Councils together with Joint Boards (a number of different districts together). 52 are privately owned of which 37% (nineteen) are owned by a single firm, Service Corporation Industries (USA). Therefore a monopoly exists within the private sector.</li> </ul>	
7.4	<p><b><u>Externalisation of all or part of the service with in house bid</u></b></p> <p>Less suitable at present because of the reasons in 7.3 and 7.5</p>	
7.5	<p><b><u>Improving the In House Service</u></b></p> <p><b>Recommended because:</b></p> <ul style="list-style-type: none"> <li>The service meets national industry set standards on services and meets current Environmental Protection Act emissions legislation.</li> <li>Although no national Performance Indicators have been identified by Central Government, the profession itself (The Institute of Burial and Cremation Administration) has developed benchmarking standards through its introduction of the Charter for the Bereaved, of which the service is a signatory.</li> </ul>	

7.6	<p><b><u>Re-negotiation of existing arrangements</u></b></p> <p>Not applicable as service provided in-house.</p>	
7.7	<p><b><u>Joint Commissioning</u></b></p> <p><b>Less suitable at present because;</b></p> <ul style="list-style-type: none"> <li>· Other service providers/competitors, that is those of the private sector are unlikely to match the Council aim's and objectives</li> </ul>	
7.8	<p><b><u>Transfer</u></b></p> <p><b>Less suitable at present because;</b></p> <ul style="list-style-type: none"> <li>· The service is highly regulated through statute and regulations.</li> <li>· The service has key financial significance to the Council.</li> <li>· The service has key objectives that feed into the Councils aims and the transfer would create no significant additional long-term gain for the Council.</li> </ul>	
7.9	<p><b><u>Hybrid</u></b></p> <p><b>Less suitable at present because;</b></p> <ul style="list-style-type: none"> <li>· Although the service consists of two distinct elements, disposal of the dead, and the provision of memorialisation/commemoration of the dead, its economy and effectiveness is best served by a single service approach.</li> </ul>	
8.0	<p><b><u>Deferred Improvements</u></b></p>	
8.1	<p>None</p>	
9.0	<p><b><u>Background Papers</u></b></p> <ol style="list-style-type: none"> <li>1. Cemetery Visitor Survey</li> <li>2. Crematorium Visitor Survey</li> <li>3. Crematorium User Survey</li> <li>4. Collated Results (%)</li> <li>5. Detailed Results of Cemetery Survey</li> <li>6. Extract from House of Commons Select Committee Inquiry – Cemeteries</li> <li>7. Institute of Burial &amp; Cremation Administration submission to the</li> </ol>	

<b>10.0 BEST VALUE IMPROVEMENT PLAN</b>			
<b><u>Objective</u></b>	<b>1. TO PROVIDE A SERVICE THAT MEETS THE NEEDS OF THE MUSLIM COMMUNITY</b>	<b>2. EFFICIENTLY &amp; EFFECTIVELY MAINTAIN OCKLYNGE CEMETERY TO THE SATISFACTION OF THE LOCAL COMMUNITY</b>	<b>3. FIND AN ALTERNATE USE FOR CEMETERY OFFICE/LODGE</b>
<b><u>Action</u></b>	<b>Contact is to be made with representatives of the Muslim community to discuss an improvement plan.</b>	<b>Survey the local community and research the feasibility of a Friends Group</b>	<b>Investigate possible rental/lease/use opportunities</b>
<b><u>Measure</u></b>	Procedures agreed and implemented.	Date Friends Group established.  Savings from maintenance budget.	Rent/lease office space to suitable tenant.
<b><u>Target</u></b>	01 February 2002	January 2003	None Set –on-going
<b><u>Implementation Timetable</u></b>	1 <sup>st</sup> Consultation – November 2001  Draft devised – December 2001  Plan agreed – January 2001  New procedures implemented – Feb 2002	1 <sup>st</sup> Survey – October 2001  Market Group – January 2002  Develop Group – April 2002  Enlist Members – August 2002  Equip & Accommodate Group – November 2002	Investigations on-going
<b><u>Responsible Officer</u></b>	Miss G P Steadman  Manager & Registrar	Miss G P Steadman  Manager & Registrar	Miss G P Steadman  Manager & Registrar

<b><u>Monitoring and Reporting Arrangements</u></b>	Report all progress to Head of Service and Muslim representative	Report all progress to Head of Service	Report any progress to Head of Service
<b><u>Budget Implication</u></b>	None	Anticipate medium to long term savings that may offset additional grass cutting costs at 9	Dependant on use
<b>BEST VALUE IMPROVEMENT PLAN continued....</b>			
<b><u>Objective</u></b>	<b>4. LOCATE NEW CEMETERY SITE</b>	<b>5. IMPROVE PARKING FACILITIES FOR CREMATORIUM</b>	<b>6. IMPROVE SIGNAGE FOR ALL SITES</b>
<b><u>Action</u></b>	<b>Liase with surrounding Local Authorities identify suitable site(s). Develop partnership to run new cemetery.</b>	<b>Seek agreement from and action by the Highways Authority agency to reduce or modify grass verges outside crematorium in Hide Hollow</b>	<b>Contact Highways Agencies for external Road Signs and a local company for on-site signs</b>
<b><u>Measure</u></b>	Identification of the new site	Improved facilities in use, grasscrete or other.	Improved signage in position
<b><u>Target</u></b>	2006	Medium Term 2004	2002
<b><u>Implementation Timetable</u></b>	Investigation begun Sep 2001	Medium Term Investigate & Develop proposal 2002 Submit plans to HA 2003  Implement plan if approved 2004	Short Term
<b><u>Responsible Officer</u></b>	Manager & Registrar  &Chief Executive or Head of Environmental Services	Manager & Registrar	Manager & Registrar

<b><u>Monitoring and Reporting Arrangements</u></b> -	Head of Service to report to Director HHCF	Report all progress to Head of Service	Report all progress to Head of Service
<b><u>Budget Implication</u></b>	Estimated total set up costs to be a share of £692,000. Spending due 2006-8. See Appendix 4.	To be determined. To be funded from business plan output	£2065 for on-site signage. Highway signage to be determined.
<b>BEST VALUE IMPROVEMENT PLAN continued...</b>			
<b><u>Objective</u></b>	<b>7. IMPLEMENT A MEMORIAL SAFETY POLICY</b>	<b>8. IMPROVE CONDITIONS HEALTH &amp; SAFETY OF CONTRACTORS</b>	<b>9. RATIONALISE GRASS CUTTING REGIME IN OCKLYNGE</b>
<b><u>Action</u></b>	Investigate sources of funding to continue effective and efficient risk assessment.	Plant Willow Whips at the lower end of Langney Cemetery to ameliorate drainage problems	Investigate cost of cutting the whole site to the same specification
<b><u>Measure</u></b>	Complete Risk Assessment of both sites	Complete planting programme before Spring 2002	Improved appearance to the satisfaction of the community.
<b><u>Target</u></b>	Medium Term	Short term (2002)	Medium Term (2002)
<b><u>Implementation Timetable</u></b>	Assessment begun Jan 2001	Quote received Sep 2001	Cost Discussed Oct 2001 If approved – begin April 2002
<b><u>Responsible Officer</u></b>	Manager /Staff /Structural Engineers	Manager & Serco Contractors	Manager & Serco Contractors
<b><u>Monitoring and Reporting Arrangements</u></b> -	Report progress to Head of Service	Report completion to Head of Service	Report cost implication with Finance Dept. Report to Head of Service
<b><u>Budget Implication</u></b>	£30,000 Details at Appendix 8	£613	£10,000 From savings generated at 2

<b>BEST VALUE IMPROVEMENT PLAN continued....</b>			
<b><u>Objective</u></b>	<b>10. IDENTIFY WILDLIFE CONSERVATION AREAS ON ALL SITES</b>	<b>11. DEVISE &amp; IMPLEMENT PLAN TO IMPROVE THE FABRIC OF THE FACILITIES ON ALL SITES</b>	<b>12. IMPROVED SERVICE TO MEET THE NEEDS OF THE BEREAVED</b>
<b><u>Action</u></b>	<b>Set aside areas for Rough Cut Grass Provide nesting boxes and additional wild flower seeds.</b>	<b>Identify essential works and implement improvement programme</b>	<b>Continual self-assessment against the 33 targets set out in the IBCA Charter for the Bereaved</b>
<b><u>Measure</u></b>	Established Wildlife Areas contributing to the Council's bio-diversity initiatives (Local Agenda 21)	Improved quality of facilities and comfort of users	IBCA Score
<b><u>Target</u></b>	2002	Completion by 2006	Total score 600 (415 Charter Rights, 185 Targets)
<b><u>Implementation Timetable</u></b>	Woodland Sections already established at Langney sites  Develop further 'chalkland' areas at Ocklynge in 2002	Survey of buildings to be carried out by year end (2001)	+20 points – 2002 +40 points – 2003
<b><u>Responsible Officer</u></b>	Manager & Serco contractors	Manager & Staff	Manager & Staff
<b><u>Monitoring and Reporting Arrangements</u></b>	Monthly inspections of sites  Reporting to contractor and Head of Service	Reporting to Head of Service	IBCA Charter re-assessment  Reporting to Head of Service
<b><u>Budget Implication</u></b>	None - seek voluntary contributions, nest boxes etc.	Funding to be generated from business plan	To be determined

<b>BEST VALUE IMPROVEMENT PLAN continued....</b>			
<b><u>Objective</u></b>	<b>13. CONTINUED MONITORING OF CUSTOMER SATISFACTION</b>	<b>14. DEVELOP AND IMPLEMENT A 5 YEAR BUSINESS PLAN FOR THE SUSTAINABLE MANAGEMENT OF THE SERVICE</b>	<b>15. IDENTIFY AND ACHIEVE ECONOMIES FOR GROUND MAINTENANCE</b>
<b><u>Action</u></b>	<b>Re-visit 2001 surveys</b>	<b>Develop Business Plan</b>	<b>Review of contracted out services</b>
<b><u>Measure</u></b>	Assess improvements against requirements/criticisms	Business Plan in place	Cost of grounds maintenance
<b><u>Target</u></b>	Sep 2002	Budget of £ to be allocated to essential maintenance in line with Council Financial Strategy	April 2003
<b><u>Implementation Timetable</u></b>	Sep 2002	Adjust charges to provide suitable income	Complete review September 2002  Implement recommendations by April 2003
<b><u>Responsible Officer</u></b>	Manager & Staff	Manager & Staff	Manager & Registrar
<b><u>Monitoring and Reporting Arrangements</u></b>	Report to Head of Service	Report to Head of Service & Chief Finance Officer	Report to Head of Service
<b><u>Budget Implication</u></b>	Est £50	None	Saving anticipated

<b>BEST VALUE IMPROVEMENT PLAN continued....</b>	
<b><u>Objective</u></b>	<b>16. REDUCE VANDALISM AND THE COST OF VANDALISM</b>

<b><u>Action</u></b>	<b>Boundary wall of Ocklynge Cemetery to be treated with anti-vandal paint</b>	<b>Lock all gates to Ocklynge Cemetery 5.00 pm winter, 7.00 pm summer</b>	
<b><u>Measure</u></b>	Work completed  Reduced cost of crime	System Operational	
<b><u>Target</u></b>	May 2002	Completed November 2001	
<b><u>Implementation Timetable</u></b>	Work in May 2002	Complete	
<b><u>Responsible Officer</u></b>	Manager	Rowan Security	
<b><u>Monitoring and Reporting Arrangements</u></b>	Report to Head of Service	Random checks by Manager and Grounds Maintenance contractor	
<b><u>Budget Implication</u></b>	£, should result in overall saving	£70	

Appendix 1				CONSULTATION & INVOLVEMENT			
<b>DIRECT INVOLVEMENT</b>							
<b>Who was involved in the review?</b>	<b>In what capacity were they involved?</b>	<b>How were they involved?</b>		<b>Were they invited to all meetings or selected ones?</b>			
CLr C Belsey (Cons)	Member of Review Team	Attended all but 1 <sup>st</sup> meeting due to late appointment to team. Attended Worthing Cemetery & Crematorium and EBC facilities for comparison of service.		Invited to all once appointed, and all external visits.			



Cllr A E Leggett (Lib Dem)	Member of Review Team	Attended all but 4 <sup>th</sup> meeting due to illness.  Attended external comparison visit.	Invited to all meetings and external visits.	
Mr Martin Ray (Director of Corporate Resources)	Member of Review Team	Attended meetings 1,2,4,5. Unable to attend external visit.	Invited to all meetings and external visit.	
Mr Stuart Russell (Head of Strategic Development EBC)	Member of Review Team	Attended all meetings but not external visit.	Invited to all meetings except external visit	
Mr Ken Dry (Lead Officer until end of Aug 2001)  Latterly Miss Gill Steadman (Manager & Registrar)	Lead Officer of Review Team	K Dry attended all meetings up to No. 4, and external visit.  G Steadman attended meetings 4 & 5 only.	Only meeting 4 & 5	
Rev P Wood (C of E Minister)	Member of Review Team	Not able to attend any meetings or external visit due to heavy work commitments.	Invited to all meetings and external visit.	
Ms Sue O'Neil (Financial Management EBC)	Member of Review Team	Attended all meetings except  No. 4	Invited to all meetings but not the external visit.	

Mr Gary Green (Manager & Registrar, Southend-on-Sea, Essex)	Member of Review Team (Critical Friend)	Attended meetings 1,2 & 3.  Attended external comparison visit.	Invited to Meetings 1,2,3 & 4 and external visits.
Mr Dag Hollands (Funeral Director)	Member of Review Team	Attended all meetings except No 2 & 4. Attended external visit.	Invited to all meetings and external visit.
Gary Stevenson (Head of Environmental Health)	Relevant Head of Service from 1 <sup>st</sup> Sept 2001	Attended meetings 4&5	Invited to meetings 4 &5
<b>INDIRECT INVOLVEMENT</b>			
<b>Who was consulted?</b>	<b>How were they consulted?</b>	<b>What were the results of the consultation?</b>	<b>How were results fed back to respondents?</b>
Cemetery Visitors	Survey on site in both Cemeteries	See Attached (To Follow)	TBA
Crematorium Visitors	Survey Form available on site	See Attached	TBA
Crematorium Users	Surveys posted to bereaved with memorial information	See Attached	TBA
Funeral Directors	Posted to all local Funeral Directors	See Attached	Funeral Directors meeting held on 31 <sup>st</sup> July 2001 to discuss comments and findings.
Muslim Community	Representation at Review Team meetings	Discussion and advisory	Progress on development of service to the Muslim Community will be communicated directly

Jewish Community	Invited to comment	Satisfied with existing service			
Orthodox Church	Discussion	Service amended as requested	Notified		
<b>STAFF INVOLVEMENT</b>					
<b>What members of staff were on the review team?</b>	<b>How were they selected?</b>	<b>What involvement did they have?</b>	<b>How were other members of staff involved in the review?</b>		
Manager & Registrar (K Dry) only at first.  Manager & Registrar (G Steadman)		K Dry, as Lead Officer from start to 31 <sup>st</sup> Aug 2001  G Steadman as Lead Officer from 3 <sup>rd</sup> Sep 2001	On 26 <sup>th</sup> Sep 2001 all Crematorium Staff were informed of progress and invited to comment.		
<b>Appendix 2 PERFORMANCE COMPARISON</b>					
<b><u>Performance Indicator</u></b>	<b>EBC</b>	<b>City of London</b>	<b>Kent &amp; Sussex</b>	<b>Peterborough</b>	<b>Hastings</b>
IBCA Charter for the Bereaved rankings Summer 2001					
Charter rights – max 415	415	410	375	415	<b>Not Rated</b>
Targets – max 245	145	211	136	184	<b>Not Rated</b>
Overall – max 660	560	621	511	599	<b>Not Rated</b>

Ranking out of 37 C & C	14th	1st	24th	8th	<b>Not Rated</b>
Cremation fee Summer 2001	£275	£277	£250	£230	£237
Cremated numbers	3003	4072	2228	2317	1477
% of income achieved over target returned to Council's General Fund account	100%	100%	100%	100%	100%