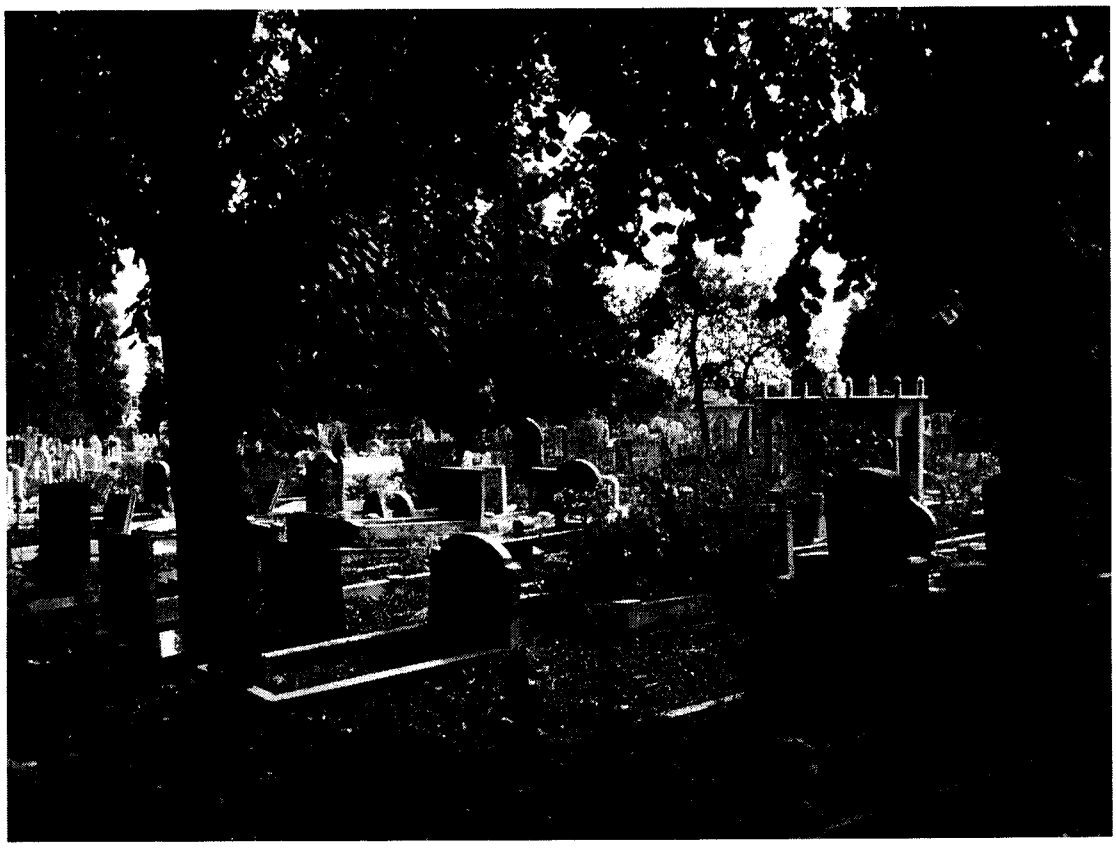
HARINGEY COUNCIL

ENVIRONMENT SCRUTINY PANEL

SCRUTINY REVIEW

CEMETERIES AND CREMATORIUM



FEBRUARY 2005

CEMETERIES AND CREMATORIUM REVIEW

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Executive Summary

This Executive Summary outlines the key findings and recommendations contained in the report of the Environmental Scrutiny Panel's Review of Haringey's Cemeteries and the Enfield Crematorium.

The aims of the review were to consider current practice, the future needs of Tottenham Cemetery, emerging legislation and health and safety implications.

A politically proportionate Panel of Councillors chaired by Councillor Hillman was involved in the review. Dr Julie Rugg of the Cemetery Research Group, University of York provided valuable input to the review as expert witness. The Panel visited Haringey's Cemeteries and Crematorium and the Panel heard evidence from faith group representatives and Funeral Directors.

The findings and recommendations are summarised below and can be divided into six areas:-

- Understanding the Burial process,
- Health and Safety,
- Operational Issues,
- Strategic,
- Infrastructure/Capital ,
- Relationships

Key findings and recommendations

Understanding the Burial Process

Our Key findings

- Without intervention Haringey will run out of burial space within 14-17 years , this is a conservative estimate based on current trends.
- There are only an estimated 1250 spaces remaining for new burials.
- The review of Haringey Cemeteries and the Crematorium has highlighted the need to improve our understanding of the current and future demand being placed upon the Bereavement Service.
- The review has highlighted the requirement to develop detailed site plans for Tottenham, Enfield Lawn and Wood Green Cemeteries.
- These site plans should be linked to a database detailing the interments in the cemetery to allow an accurate understanding of future burial capacity.
- The review has highlighted the necessity for a review of income which would allow an accurate calculation of the service subsidy (if any) that needs to be made. Future fees will need to be reviewed in light of the financial assessment.

Our Recommendations

Recommendation 1

. That a Statistical exercise be undertaken to:

- Establish the existing mortality rate for the borough and predict future mortality rates
- Identify the number of burials and cremations from within and outside the borough
- Identify the rate of interment for cremated remains
- Identify the types of memorials purchased
- Identify the proportions of burials in reopens
- Identify the demand for new plots
- Identify the demand for different types of burial (eg. Requirements of different religious and ethnic groups ,kerbed, lawn, children's section, green burials)

Recommendation 2

That a full review be conducted of the income gained through:

- sale of burial rights;

- cost of interment;
- sale of memorials,
- cremation fees and
- other fees

Recommendation 3

That the Service review the fees in order to ensure an optimisation of income and consideration be given to ways of encouraging cremations rather than burials, whilst ensuring that both burial and cremation remain affordable so that burial continues as an option for all society.

Recommendation 4

That a mapping and database exercise be undertaken to include details of

- Sites;
- Locations,
- Aerial photographs;
- Individual plots;
- Interments within individual plots;
- Memorial types;
- Safety of individual memorials;
- Location of Muslim areas;
- children's cremated remains;

Health and Safety

Our Key Findings

- The review highlighted the need for appropriate industry-approved training for staff at all levels (including cemetery operatives, crematorium technicians and administrative staff).

- Monument and headstone safety in the cemeteries needs to be approached in a planned way. Undertaking an ad hoc testing regime without a framework for improving safety, restoration and conservation can lead to poorly planned, unintended consequences including risk to health and safety.

- The size of the aggregate used at Wood Green Cemetery represents a hazard and hindrance to safe mobility.

Our Recommendations

Recommendation 5

That the Council identifies training needs for all Bereavement Service Employees which should be built into staff performance appraisals.

Recommendation 6

That a risk assessment be undertaken in cemeteries to identify dangerous monuments and a contingency plan be produced for dealing with unsafe monuments.

Recommendation 7

That accessibility and landscaping at Wood Green Cemetery be reviewed.

Operational Issues

Our Key Findings

- New monuments and headstones are often more unsafe than older memorials. This action aims to develop a standard for fixing new style monuments to the footings
- The overall condition of the paths, roads, drainage, etc needs improvement across all of the Cemeteries

Our Recommendations

Recommendation 8

That a memorandum of understanding with Monumental Masons (code of practice) be developed regarding the safety of monuments and headstones.

Recommendation 9

That a detailed plan of action for cemeteries be developed that prioritises improvements to basic infrastructure, roads ,paths ,disabled access and drainage

Strategic

Our Key Findings

- The sustainable use of our finite burial land demands a pragmatic approach to the reuse of burial plots. While current legislation does not allow the reuse of burial plots, reclamation is allowed.
- Reclamation involves utilising space within an occupied burial plot without disturbing existing human remains.
- A brief description of the ecological features of Tottenham Cemetery is contained in the Draft Haringey Biodiversity Action Plan (pg 43). Species identified in Tottenham Cemetery include bats, lady's smock, pochard, tufted duck and tawny owl.

Our Recommendations

Recommendation 10

That the Council develop a Tottenham Cemetery Conservation Management Plan.

Recommendation 11

That an independent review of the Enfield Crematorium be undertaken to establish an operational quality benchmark against which improvements to the service can be implemented and monitored.

Recommendation 12

That consideration be given to the need to locate additional land that can be brought into use for burial space *within* existing sites – e.g. demolishing redundant buildings, re-routing paths etc.

Recommendation 13

That consideration be given to maximising the use of land through burial to deepest depth.

Recommendation 14

That the Council avoid incongruity of modern graves along pathways in older sections (for example in Tottenham Cemetery).

Recommendation 15

That the feasibility of reclaiming unused space in existing graves be examined. A complete study to establish an appropriate administrative procedure for future reuse in context of Tottenham Cemetery Conservation Management Plan be undertaken.

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Recommendation 16

That Haringey in conjunction with other Local Authorities and Central Government work on a re-use for existing cemeteries. Such systems are operated in many countries and have even been hinted at by central government's Environment department. A proposed re-use policy must contain a number of provisos. First any remains affected must be treated in an appropriate way: they should not be cremated but re-buried or placed in catacombs in such a way that they are individually identifiable. Also there should be a definable period, of not less than 99 years before any remains are removed. For historic reasons original headstones should also be preserved. The Council must work with other Local Authorities and Central Government to ensure the practicality and legality of such a policy, with any necessary changes in the law.

Recommendation 17

That a full audit of historic features at Tottenham Cemetery be undertaken including landscape, buildings, boundaries and layout, distinctive features (such as the Civilian War Graves, the lake, the path under the public right of way) and an assessment of local significance be completed.

Recommendation 18

That a full audit of ecological features of Tottenham Cemetery be undertaken including a tree survey, habitat assessment, and the role of the site in terms of open space.

Recommendation 19

That consideration be given to formulating a major bid to the Heritage Lottery Fund to complete some enhancement of the site.

Recommendation 20

That guidelines be developed on the definition of green burial and the provision of sites in terms of location and design.

Infrastructure / Capital

Our Key Findings

- It is estimated that mercury emissions from crematoria, in the absence of intervention, will rise by two thirds from 2000 to 2020. By 2020 crematoria would emit between 11 and 35% of the UK mercury emissions to air.
- The capital cost of installing mercury abatement equipment and various site-specific constraints could seriously impede the economic operation of cremation facilities.
- CAMEO (Crematoria Abatement of Mercury Emissions Organisation) aims to collectively meet the government's 50% target for reducing mercury emissions.
- Haringey Council currently owns land near Enfield Crematorium and cemetery that could be used for future burial space. Currently the land is leased to Forty Leisure Ltd.
- Relocation of the Mortuary and Coroners Court to premises in Tottenham Cemetery creates a unique opportunity to build a service responsive to the Community's needs.

Our Recommendations

Recommendation 21

That as part of the review of crematorium operations(recommendation 11) an opinion be sought from the reviewer on Enfield Crematorium's options for installing mercury abatement equipment.

Recommendation 22

That the Council develop a position on the installation of Mercury Abatement technology.

Recommendation 23

That the financial and practical feasibility of installing mercury abatement technology at the Enfield Crematorium be assessed.

Recommendation 24

That the suitability of land opposite the Enfield Cemetery for future use as a cemetery be investigated. The investigation will need to consider: Geology and drainage of the site, transportation links, potential capacity etc.

Recommendation 25

That Haringey investigate the feasibility of securing the provision of new dedicated cemetery space out of borough, perhaps in conjunction with other local councils and located north of Greater London in Hertfordshire or Essex.

Recommendation 26

That in conjunction with the Tottenham Cemetery Conservation Management Plan consideration be given to the construction of a platform on the Moselle for the scattering of ashes. The plan to be integrated with conservation and education projects on the ecological and historical significance of the Moselle in Tottenham.

Recommendation 27

That a multi-faith facility be developed for the washing and preparation of bodies for funerals proceeding and burial at the Tottenham Cemetery site.

Relationships

Our Key Findings

- The Bereavement Service is a fundamental Council function.
- Funeral Directors and Faith Groups, as evidenced through the scrutiny process, can make a significant contribution to the development of a quality, responsive burial and cremation service.

Our Recommendations

Recommendation 28

That the Council develops a marketing plan with the user groups.

Recommendation 29

That the Council establishes a users group (Funeral Directors and Faith Groups)

Recommendation 30

That Membership of the London Cemetery Managers forum be encouraged and built into the job appraisals of Haringey's Cemetery Managers.

Recommendation 31

That officers work with adjacent boroughs to facilitate the strategic provision of burial space.

Recommendation 32

That consideration be given to a co-ordinated regional response to the Government in respect of the future use of burial space.

Overall Recommendation

The Panel recognises that implementation of this Review will be a complex issue. The Panel would like to see the issues set out in the recommendations reflected in the priorities of Recreation Services and included in its Business Plan.

Background to the Review

1.0 The Overview and Scrutiny Committee (OSC) established the Review in response to recommendations from the Environment Scrutiny Panel. The OSC agreed the following membership and terms of reference for the Review:

- Councillors: Hillman (Chair) Adamou, Blanchard, Davidson, Patel, Hare and Davies

- REJCC Co-opted Member: Mr. Odili

1.1 The Terms of reference of the review Panel was:

- ❖ To work towards a proposed policy position on the reuse of existing burial space or the allocation of new land.
- ❖ To consider the details of emerging legislation and the implications this could have on existing operations.
- ❖ To consider and make recommendations on the Health and Safety aspects regarding the maintenance of headstones/monuments.
- ❖ To consider some of the implications and practicalities of achieving a co-ordinated regional response to the issue of future use of burial space.
- ❖ To calculate the current capacity of burial facilities and establish a framework to effectively monitor provision over time.
- ❖ To integrate the provision and management of burial space with the Haringey Open Space Strategy objectives.
- ❖ To assess capital and revenue financial issues affecting the service and explore options for generating additional funding options.

1.2 Disposal of the dead is a unique yet basic human requirement that is poorly served by current legislation, policy and attitudes surrounding the dead. Cremation accounts for 70% of UK funeral arrangements and there is demand for burial spaces for 180,000 bodies a year across the UK.

1.3 This section of the report outlines the findings of two key research reports. Firstly the 1997 London Planning Advisory Council (LPAC) study *Planning for Burial Space in London: Policies for sustainable cemeteries in the new millennium* and secondly the 2004 report *Cemeteries and their Management* from the Home Office.

1.4 In 1997 LPAC published a document identifying burial space needs in London. This was supplemented by an LPAC policy document for sustainable cemeteries, which was produced in conjunction with the Confederation of Burial Authorities (CBA) and the Institute of Burial and Cremation Administration. The issues raised in these reports appear to still be valid and possibly even more pressing . Burial space is identified as a key issue in the *London Plan,* The Mayor's Spatial Development Strategy.

1.5 The LPAC report raised the following issues:

Capacity and equality of access

- There is not enough burial capacity in London to meet future needs;
- Rising land prices have constrained abilities of London burial authorities to purchase new burial land within and outside their boundaries
- Uneven nature of provision
- Inequities between fees charged for burial across London.

Legal

- There is no statutory duty on Local authorities to provide burial space or crematoria;
- Local Authorities are required to bury any person found dead in their area where it appears that no arrangements have been made for disposal of the body;
- Only four Local Authorities have burial policies in their Unitary Development Plans;
- Independent operators can grant exclusive rights to any plot, but where a Local Authority owns the cemetery these rights expire after 100 years.
- Cemetery operators may not disturb human remains already buried.

1.6 As a consequence of these policies, cemeteries remain an unsustainable resource: the use of a given site is finite, when the need for burial space remains infinite.

Environmental and Heritage

- In heavily developed Authorities (e.g. Hammersmith and Fulham, Kensington and Chelsea and Newham, cemeteries make up over one third of the open space available in the Authority;
- 65% of cemetery land is in conservation areas;
- 35% of cemeteries have designated areas of nature conservation interest;
- 35% contain listed buildings or structures.

1.7 The Home Office report *Cemeteries and their Management* was commissioned in September 2001. The objectives of the study were:

- To establish the comprehensiveness of centralised national statistics held on burial, burial grounds, land use, training qualifications and other management information
- To conduct case studies of burial authorities in England and Wales to provide: insight into training, management and organisational issues, problems and underlying system weaknesses; and also make recommendations on good practice, standards, training needs and the possible need for new legislation and / or a standing inspectorate.

1.8 The study concluded in 2004 that:

- There are few sources of statistics relating specifically to burials, cemeteries and funerary services;
- There is a lack of centrally held, digitally stored burial data;
- A small number of data development initiatives are being undertaken;
- Encouragingly, there are a number of policy initiatives, taskforces, reviews and examples of good practice that will inform future policy development and initiatives.

The Haringey Context

2.0 Haringey is one of London's 33 boroughs, located in the north of the Capital and is roughly 11.5 square miles in area. The Borough is home to a multicultural community of 216,000 people.

2.1 Haringey was formed in 1965 from the old boroughs of Hornsey, Tottenham and Wood Green. The Borough is represented on the political map by two parliamentary constituencies, Tottenham and Hornsey & Wood Green. Haringey and Enfield form one of the 14 constituencies of the new Greater London Assembly.

2.2 Haringey's Environmental Directorate is made up of Four Divisions:

- Planning Control and Environment
- Enforcement
- Recreation Services
- Streetscene

2.3 Bereavement Services is one of 5 divisions of Recreation Services. The Service is responsible for the administration, development and management of Haringey's Cemeteries and Crematoria

2.4 There are three main key concerns regarding the management of cemeteries and crematoria in Haringey. These are:

- Planning for future burial needs;
- Emerging environmental legislation;
- Conservation and restoration of existing cemeteries.

2.5 Haringey Council's experience with the provision and management of burial space and crematoria is typical of Greater London local

authorities. Cremation accounts for the majority of funeral arrangements but demand for burial space is increasing. Burial spaces in existing cemeteries are becoming increasingly scarce and new land for more cemeteries is expensive. Eventually, allocation of burial space will need to be prioritised leading to potential friction in the community.

Haringey Council understands that policy solutions need to be explored *before* Haringey runs out of burial space.

Key Characteristics of the Haringey's Cemeteries

2.6 Haringey Council Bereavement Services includes Tottenham and Wood Green Cemeteries, together with Enfield Cemetery and Crematorium, with the latter providing the administrative base for the Service. The following table describes the key characteristics of Haringey's Cemeteries including date opened, size, number of graves .

Table 1.0 Key Characteristics of Haringey's Cemeteries

Tottenham Cemetery	• Opened 1858 • 55 Acres including 5 acres of Gardens of Peace. • 39,898 graves • 50 plots left
Wood Green Cemetery	• Opened 1994 • 3 acres • Dedicated section for Muslim burials • 900 plots left • 8-10 years supply
Enfield Crematorium and Cemetery	• Opened 1938 (crematorium), 1962 (cemetery) • 49.7 acres (45 acre Gardens of Remembrances and 5 acre cemetery) • 216,000 cremations to date • 3,218 graves • 2 years supply • 300 plots left

Table 1.1 Private Cemeteries near Haringey

Tottenham Park Cemetery	• Privately operated Muslim Cemetery • Almost full
Jewish Cemetery	• Privately Owned • Full

Source: Haringey Council Bereavement Services.

2.7 The Bereavement Service administers burials and cremations with an average of around 235 per month (18 burials/217 cremations).

Memorial sales are also offered on all 3 sites, with Enfield providing the largest range / dedicated grounds.

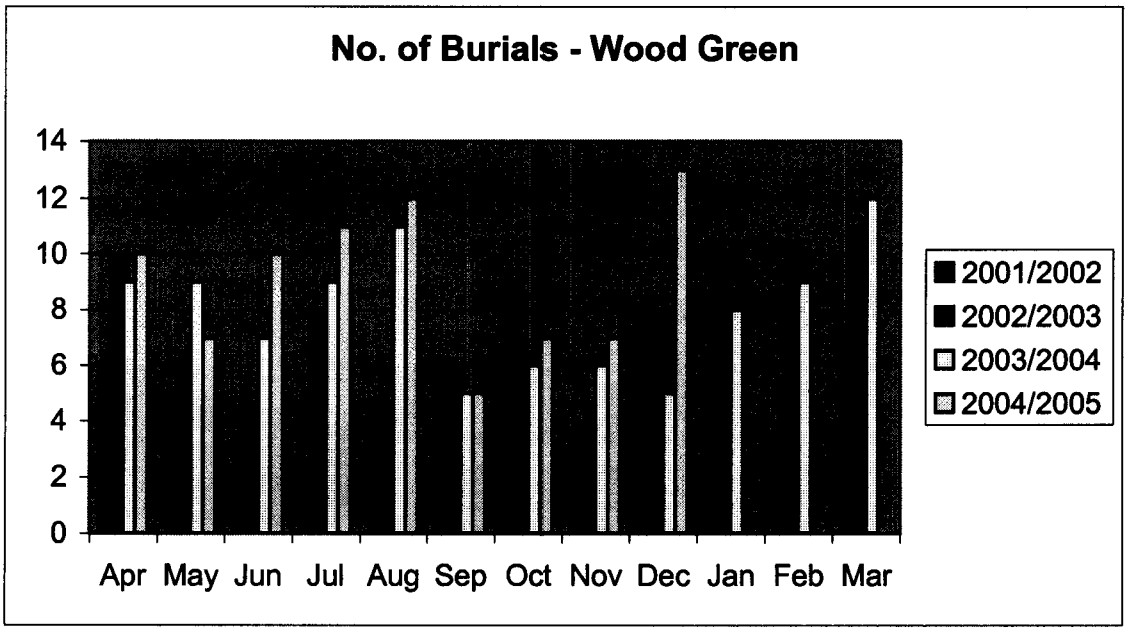
2.8 Whilst the administrative support for the whole service is provided through Enfield Crematorium, the day to day operation of Wood Green and Tottenham Cemeteries are managed through the Parks Service (Specialist Services) given their predominantly maintenance focus. Haringey's Enfield Crematorium has a dedicated team including administrative, ground maintenance, general maintenance and crematory staff.

2.9 The service is not subsidised through the Council's revenue budget. Although in the past the service has returned a £40K surplus, for the trading year 2004/05 there will be no surplus. However if the trading position improves this would be re -invested in improvements to the Crematorium.

2.10 It is anticipated that if the demand remains constant the Borough will run out of burial space in 14-17 years.

Wood Green Cemetery

2.12 Wood Green cemetery was established in 1997 in response to the needs of our increasingly diverse community. On average, Wood Green Cemetery absorbed 66 burials a year between April 2001 and March 2004. Burials in 2004 appear to be following similar trends. However, closer examination of the chart below suggests that demand for burial has been increasing over the last 2 years



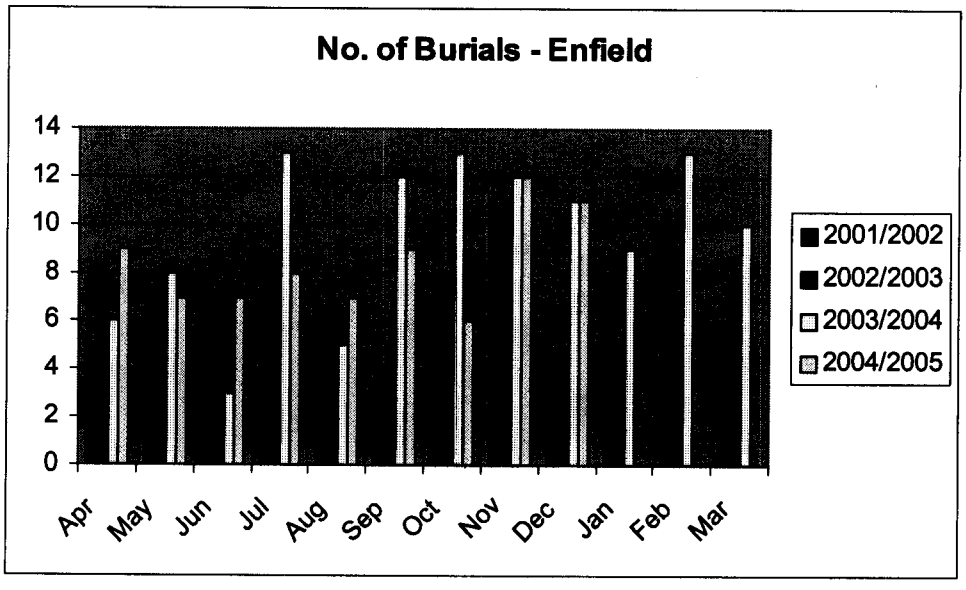
2.13 Wood Green Cemetery currently has only been operating for 10 years and has space for a total of 1731plots. Currently, 554 spaces are

taken. It is anticipated that Wood Green has, at an average of 66 burials a year, space for a further 17 years and eight months. There are only 40 plots left in the first stage. Stage 2 will be completed by March 2005.

2.14 The Council has made provision for a Muslim burial section at Wood Green Cemetery, where about half of the remaining space has been set aside. Allocation of reserves at Wood Green could be adjusted in the future to balance Muslim, other denominational and non-denominational reserves.

Enfield Cemetery and Enfield Lawn

2.15 According to a survey of burial space over 1998 to 2004 demand for graves has increased. There were 142 burials in 1998 and 278 in 2003/04. The chart below plots a similar trend to Wood Green Cemetery with the number of burials increasing over time. It appears that demand hasn't been so strong in early 2004/05. This reflects increased pressure on Enfield due to drainage remedial works being undertaken at Wood Green.

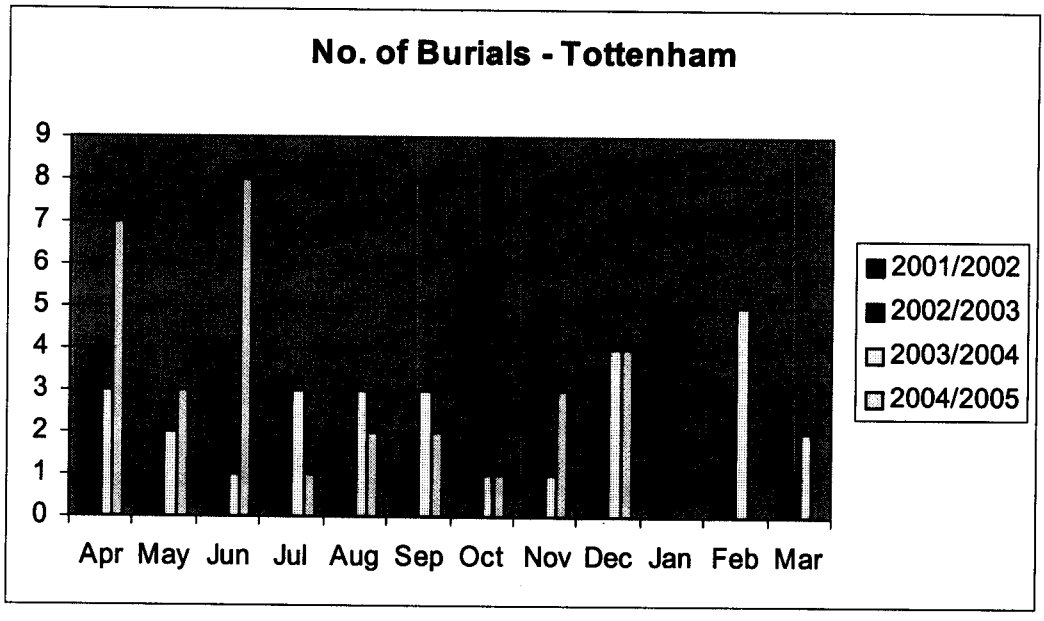


2.16 At present there is enough space at Enfield to last for 2 more years at current levels of demand. However, there is also space to add 2 new sections of 'Vaulted' style graves. This style would be preferable due to the area being a former landfill site. This initiative would increase the capacity of the cemetery allowing a total of nine years of burial at current levels of demand.

Tottenham Cemetery

2.16 There is very little burial space remaining at Tottenham Cemetery. A small amount of land has been allocated for public graves. Tottenham Cemetery has averaged only 28 burials a year since 2001. The Chart

below shows low levels of burial over the last four years. There have been periods where no burials have taken place. However, numbers are much higher for early 2004. It is unclear whether this trend will continue.



Enfield Crematorium

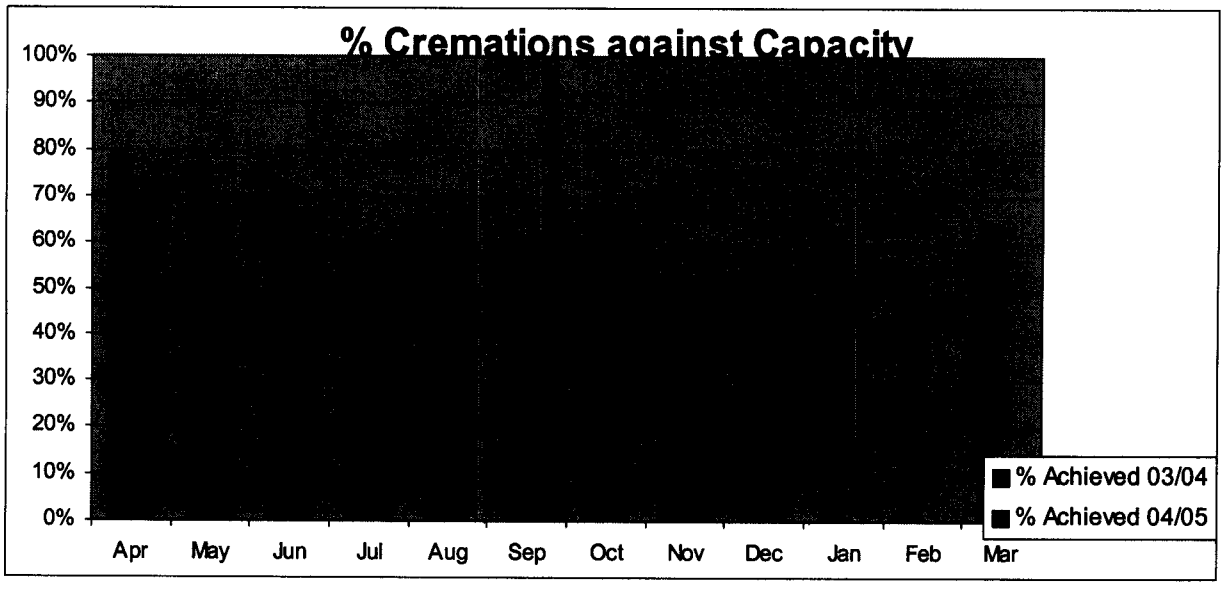
2.19 Background

Since the 1960s cremation has been the principle means of dealing with human remains and now follows just over 70% of all deaths. The UK has 243 crematoria, by far the highest number of crematoria of any country in Europe, with the next a distant second having 114 crematoria. The opening of new crematoria continues to take place routinely around the UK. Nine new sites were established between 1998 and 2000.

2.20 Crematoria do not have the same land use constraints on their operation as cemeteries. However the planning for and building of new facilities will always be controversial with the public. Also, air quality and related environmental legislation and policy has responded to concerns about emissions, in particular mercury, from Crematoria. This issue will need further consideration, as any necessary improvements to the Enfield Crematorium will impact on both its continued operation and profitability.

2.21 Enfield Crematorium Capacity

Cremation continues to be popular amongst Borough residents.



3.0 Summary of Haringey's Position

3.1 There are only 1250 new burial spaces remaining in Haringey's Cemeteries. This means that without intervention within 14-17 years (or possibly less) the Borough will run out of burial space.

3.2 There is a finite amount of burial space available in Haringey. As space runs out and plots become scarce certain sections of the community may request measures to prioritise supply of burial space to manage their specific demands. It is understood that particular religious groups including Muslim and Jewish faiths and some Christian denominations prefer or insist on burial.

Key Findings and Recommendations

This section sets out in detail the evidence gathered during the course of the review, an analysis of this evidence and our key findings, grouped into the following areas:-

- **Understanding the burial resource**
- **Health and Safety**
- **Operational Issues**
- **Strategic**
- **Infrastructure/ capital**
- **Relationships**

3. Understanding the Burial process

3.1 Haringey is one of only four boroughs in London with land use planning policy around cemetery provision in the Unitary Development Plan. The policy deals specifically with application for future provision.

Policy OS13 of the Draft Haringey UDP 2004 states:

In determining any application for the provision of burial space regard will be had to the following:

a. transport links;
b. the effect on the water table and possibility of flooding or water logging caused by the provision of a new burial ground;
c. any encroachment on existing sport or open air recreation facilities, areas of important nature conservation or buildings or features of architectural or historic interest;
d. the requirements of the various ethnic and religious groups within the Borough.

3.2 The above policy is reasonably permissive and allows a degree of flexibility around the provision of burial space while considering the accessibility, suitability and desirability of any future burial ground. The policy does not give any guidance on the appropriate use of existing sites.

3.3 Demand seems to have reached a plateau for cremation across the country. Certain groups in Haringey's large ethnic and religious minority populations prefer, for a variety of reasons, burial to cremation. Muslims and Jews in particular require burial.

3.4 There are challenges and opportunities to promote discussion on the best way forward for the Haringey Bereavement Service. Essentially the challenge for the Bereavement Service is to absorb increasing demand for a finite supply of burial space. Managing the inevitable public reaction in a sensitive and appropriate manner will be required. It is envisaged that cremation will be increasingly important in the future. The Council needs to plan now to manage demand for burial space in the future. New sites are expensive so inevitably an appropriate policy response will be required. Also promoting the cremation service to reduce pressure on the burial resource is needed and consideration should be given to ways of promoting cremations rather than burials.

3.5 The Panel concluded that it was essential for a statistical exercise to be undertaken in order to be able to accurately predict the future demand for burials. The exercise to include an examination of the catchment area of the Borough's cemeteries to ascertain whether Haringey's cemeteries were located to meet the needs of its communities. There was a need for detailed site plans showing internal roads, paths, buildings, landscape features, memorial type, car parking, any significant listed features including memorials.

3.6 Additionally the exercise would establish:-

- The mortality rate for the borough;
- Inward/outward migration of demand for burial and cremation services;
- Define natural 'catchment' area for services,
- Establish how far the entire borough is being served.
- Cremation statistics: rate at which cremated remains are being interred would be established.
- Information on the type of type of memorials purchased;
- More detailed burial statistics: proportion of burials in re-opens; demand for new graves;
- Demand for different types of memorial (eg kerbed, lawn, children section);

3.7 It is acknowledged that this will be a difficult exercise due to the immense task of digitising paper records. However, it is essential that this is implemented for Wood Green and Enfield Lawn before they get too full.

3.8 Tottenham Cemetery presents a special case. Because of its size and heritage value, the records could be updated on a prioritised basis in the context of restoration projects.

3.9 A full review of income gained through sale of burial rights, cost of interment, sale of memorials, cremation fee and other associated fees

was also suggested, together with a full review of expenditure, including staff costs and ongoing investment in staff training, essential ongoing infrastructure costs (drainage, paths and roads – all needing work) and a programme of monument safety is required;

3.10 There was a need for a review of fees in the light of the financial assessment and consideration should be given to the introduction of more progressive financial management in terms of maximising income and to comparing our burial and cremation costs with other Borough's.

3.11 Robust information sources will also substantially assist in developing Heritage Lottery Fund applications and gaining council match funding. It is envisaged that cremation will be increasingly important in the future.

3.12 Strategic decision-making with regard to special provision for minority ethnic groups is required to achieve a balance proportional to local ethnic populations.

Recommendation 1

. That a Statistical exercise be undertaken to:

- Establish the existing mortality rate for the borough and predict future mortality rates

- Identify the number of burials and cremations from within and outside the borough
- Identify the rate of interment for cremated remains
- Identify the types of memorials purchased
- Identify the proportions of burials in reopens
- Identify the demand for new plots
- Identify the demand for different types of burial (eg. Requirements of different religious and ethnic communities, kerbed, lawn, children's section, green burials)

Recommendation 2

That a full review be conducted of the income gained through:

- sale of burial rights;
- cost of interment;
- sale of memorials,
- cremation fees and
- other fees

Recommendation 3

That the Service review the fees in order to ensure a maximisation of income and consideration be given to ways of encouraging cremations, whilst ensuring that both burial and cremation remain affordable so that burial continues as an option for all society.

Recommendation 4

That a mapping and database exercise be undertaken to include details of

- Sites;
- Locations,
- Aerial photographs;
- Individual plots;
- Interments within individual plots;
- Memorial types;
- Safety of individual memorials;
- Location of Muslim areas;
- children's cremated remains;

4. Health and Safety

4.1 Cemetery and crematorium operatives and administrative staff receive industry training, appropriate to their job descriptions. However it was felt that industry-approved training should be mandatory for staff at all levels (including cemetery operatives, crematorium technicians and administrative staff). It is highly likely that staff are attempting tasks for which they have no training. The Panel found that there was a need for a full review of health and safety at all sites, taking into account all risks both to staff and public.

4.2 Bereavement Services have carried out a full audit of every individual grave at Enfield. Out of approximately 3300 graves, 348 headstones (10.5%) have been identified as needing remedial works to make them safe. Though they are not about to fall (any of this degree of instability have been laid down) they look unsightly.

4.3 Due to all the publicity nationally about headstones and memorials causing fatalities and serious injuries, burial authorities are under pressure to ensure public safety from memorial stones. This is a controversial issue due to the complex ownership arrangements of memorials and the inevitable emotional consequences of remedial work to secure memorials. A current measure to resolve this issue has included laying down monuments flat to protect the public. Unfortunately this has reduced the visual amenity and visitor experience as well as upsetting grave owners and their families.

4.4 Undertaking this task would be costly and time consuming to correct. Presently correction of the problem at £40 per memorial to re-level headstones that have subsided and re-dowel those not correctly fixed would cost around £13,920. This cost could be funded/shared in a number of ways.

4.5 Following investigations our most frequently used stonemasons were contacted to survey what their method of fixing is. It was found that it is approximately half used bolt/dowel and the other half just use a cement. This means that many headstones are not securely fastened to the landings.

4.6 Based on this the service have written to all stonemasons who use us, to instruct them that all memorials must be fixed using some kind of attachment to the landings. This will also now be sent with all permits applied for to both lawn sites

4.7 All monuments at new burials have concrete foundations removing the risk of dangerous monuments.

4.8 Risk assessments are currently undertaken for: Gravestone cleaning, Digging (by hand or machinery), Public safety, Use of Mowers and Strimmers, Stone Moving, Buildings, Transfer of Coffins and Fire Risk at Enfield.

4.9 A rolling programme of memorial safety is required, completed by *fully trained* operatives, working according to latest best practice guidance.

4.10 The landscape design of Wood Green Cemetery was developed as a response to major drainage issues at the site in the late 1990s. Aggregate surfacing has been used to improve drainage and maintenance of the site. The approach has created a unique cemetery environment while mitigating the drainage issues.

4.11 However, the size of the aggregate used could be judged as a health and safety risk and barrier to disabled access. Many visitors to cemeteries are elderly or have reduced mobility. The surface represents a hazard and a hindrance to safe mobility to and from grave sites.

4.12 Other potential health and safety issues are similar to those faced in all public spaces. The suitability of allowing cycling in cemeteries is contentious due to potential conflict with pedestrians on narrow pathways.

Recommendation 5

That the Council identify training needs for all Bereavement Service Employees which should be built into staff performance appraisals .

Recommendation 6

That a risk assessment be undertaken in cemeteries to identify dangerous monuments and a contingency plan be produced for dealing with unsafe monuments.

Recommendation 7

That accessibility and landscaping at Wood Green Cemetery be reviewed

5. Operational

5.0 There are a number of maintenance issues affecting all of the Haringey Cemetery sites. These include vandalism of grounds and monuments,

drainage, repairing paths and roads and ongoing landscaping and grounds maintenance.

5.1 Vandalism is often an issue in cemeteries due to their location in usually out of sight urban areas. They are rarely policed and sites seldom have CCTV or floodlighting. The challenge is to make places for the dead more attractive to the living. Vandalism is a constant problem but it appears less when the cemeteries have specific community functions. One option to deal with vandalism is more policing. The parks constabulary undertake this important role. An alternative option is to encourage cemeteries back into the public realm. This could be achieved through promotion of the value cemeteries add to the Open Space Network, particularly through recreation and conservation areas. As a general rule Tottenham Cemetery has the highest level (and more malicious cases) of vandalism than the other two sites.

5.2 It was noted that maintenance issues which would be addressed through the proposed Tottenham Cemetery Conservation Management Plan in Tottenham Cemetery including:

- Reuse of derelict shelter;
- Restoring the fountain in the lake;
- Repairing condition of roads;
- Introduction and maintenance of a cycle path through the cemetery;
- Funding for continued management and maintenance.

5.3 Significant improvements have been made to Enfield Crematorium Cemetery over the last few years in response to users' views. Maintenance issues include work on roads, walls and flower terraces.

5.4 Additionally we found that modern memorials are often less stable so there was a need to monitor poor quality and penalise particular masons if consistent bad practice is encountered. A rationale for repair (is it 'making safe' or 'full restoration' of monuments) was deemed important and should be established and a standard for fixing new style monuments to the footings developed. Also there should be an established quality level for any repairs undertaken by the authority or commissioned masons.

5.5 The mapping exercise (recommendation 4) should build on the information already collected through the Haringey Open Spaces Study but should provide further detail on the condition of paths, roads, mowing and drainage.

5.6 It is felt that there should be a review of landscaping at Wood Green, which presents health and safety hazards in terms of memorial safety and access to graves, and overall represents poor design in terms of cemetery landscape;

Recommendation 8

That a memorandum of understanding with Monumental Masons (code of practice) be developed regarding the safety of monuments and headstones.

Recommendation 9

That a detailed plan of action for cemeteries should be developed that prioritises improvements to basic infrastructure, roads ,paths ,disabled access and drainage.

6. Strategic

6.1 Demand for burial and cremation services will continue, and probably grow, within the borough. There is a pressing need to provide a thorough and detailed survey of the Service as it is currently being delivered, and to consider major redevelopment. Particular priorities include:-

- managing the decline of Tottenham Cemetery as a significant location for new burials and its growing importance as a historical and ecological resource; and
- reviewing the quality of provision of new space for burial at Wood Green and at Enfield Crematorium

6.2 The current law allows the reclamation of existing space in a grave after 99 years. However in practice this has never been done and no policy has been set by the Council. Should the Council decide that this is a viable option it would be necessary to notify any family purchasing one of these spaces that they are using up an old grave.

6.3 The provision of burial space has a number of environmental impacts and benefits. The challenge for Haringey Council is to reduce the adverse environmental effects of burial while protecting and enhancing the contribution made to the natural environment through these important green spaces. The following are some examples of environmental issues in Haringey cemeteries.

- Drainage issues have currently been resolved in all Haringey cemeteries.
- Feedback from the public has included requests for the provision of further areas of gardens of remembrance in the Wood Green Cemetery to enhance the visitor experience.
- There is a risk of groundwater and soil contamination from casket materials or embalming chemicals. This issue should be investigated further.
- Mixing recreation uses with the traditional cemetery functions may improve the public's appreciation of these spaces.

6.3 Recognising the role of cemeteries as an environment for protecting biodiversity and encouraging an appreciation of nature was considered of importance. The UDP supports 'Green Burial' where appropriate. This more environmentally sensitive form of burial combines memorial and conservation objectives through the planting of trees on and around grave plots and using sustainable and biodegradable casket materials. Green burial policies could potentially provide extra capacity both within

existing cemetery sites or at other appropriate sites (for example woodlands) in the Borough.

6.4 Proposals for the provision of 'green burial' are likely to be given favourable consideration where they are possible but there are no guidelines for their location or design. The UDP also states that encouragement will also be given to other new concepts for burials, for example enveloping burial areas within shrub planting. These burial concepts aim to create a more flexible and sustainable environment and improve future visitor experiences.

6.5 Tottenham cemetery is a valuable historical asset to the people of Haringey. In order to develop the Tottenham Conservation Management Plan a more robust ecological audit needs to be undertaken. The results of this will inform both the Conservation Plan for the Cemetery and the Biodiversity Plan. The ecological audit should include a full audit of historic features including landscape, buildings, boundaries and layout, distinctive features (such as the Civilian War Graves, the lake, the path under the public right of way) and an assessment of local significance; Additionally there should be a audit of ecological features of Tottenham Cemetery, including a tree survey, habitat assessment, and the role of the site in terms of open space. The development of the Conservation Management Plan will seek to involve the community in the identification of valued monuments and landscapes.

Recommendation 10

That the Council develop a Tottenham Cemetery Conservation Management Plan.

Recommendation 11

That an independent review of the Enfield Crematorium be undertaken to establish an operational quality benchmark against which improvements to the service can be implemented and monitored.

Recommendation 12

That consideration be given to the need to locate additional land that can be brought into use for burial space *within* existing sites – e.g. demolishing redundant buildings, re-routing paths etc.

Recommendation 13

That consideration be given to maximising the use of land through burial to deepest depth.

Recommendation 14

That the Council avoid incongruity of modern graves along pathways in older sections (for example in Tottenham Cemetery).

Recommendation 15

That the feasibility of reclaiming unused space in existing graves be examined. A complete study to establish an appropriate administrative procedure for future reuse in context of Tottenham Cemetery Conservation Management Plan to be undertaken.

Recommendation 16

That Haringey in conjunction with other Local Authorities and Central Government work on a re-use for existing cemeteries. Such systems are operated in many countries and have even been hinted at by central government's Environment department. A proposed re-use policy must contain a number of provisos. First any remains affected must be treated in an appropriate way: they should not be cremated but re-buried or placed in catacombs in such a way that they are individually identifiable. Also there should be a definable period, of not less than 99 years before any remains are removed. For historic reasons original headstones should also be preserved. The Council must work with other Local Authorities and Central Government to ensure the practicality and legality of such a policy, with any necessary changes in the law.

Recommendation 17

That a full audit of historic features at Tottenham Cemetery be undertaken including landscape, buildings, boundaries and layout, distinctive features (such as the Civilian War Graves, the lake, the path under the public right of way) and an assessment of local significance be completed.

Recommendation 18

That a full audit of ecological features of Tottenham Cemetery be undertaken including a tree survey, habitat assessment, and the role of the site in terms of open space.

Recommendation 19

That consideration be given to formulating a major bid to the Heritage Lottery Fund to complete some enhancement of the Tottenham Cemetery site.

Recommendation 20

That guidelines be developed on the definition of green burial and the provision of sites in terms of location and design.

7. Infrastructure/Capital

7.1 It is estimated that mercury emissions from crematoria, in the absence of intervention, will rise by two thirds from 2000 to 2020. By 2020 crematoria would emit between 11 and 35% of the UK mercury emissions to air. In response to this, DEFRA has consulted with the

industry on whether or not to specify gas cleaning of mercury emissions in the next revision of statutory guidance.

7.2 The cost of installation of the mercury emissions unit will cost in the region of £1m.This capital cost of installing abatement equipment and various site-specific constraints could seriously impede the economic operation of cremation facilities. In this light the industry and DEFRA have proposed a Burden Sharing Arrangement to reduce national mercury emissions from crematoria.

7.3 CAMEO (Crematoria Abatement of Mercury Emissions Organisation) aims to collectively meet the government's 50% target for reducing mercury emissions.

7.4 Cremation Authorities will become members and they will each pay an annual fee to CAMEO based on the number of cremations they carry out. CAMEO will then redistribute that income to its members that have installed abatement equipment. In addition each year it will supply DEFRA with audited information on the industry's progress towards compliance.

7.5 Early in 2005 a site survey/feasibility study will be carried out by the Institute of Crematoria to advise on the suitability of the Enfield Crematorium site for the installation of the equipment and a firmer estimate of costs.

7.6 Haringey Council currently owns land near Enfield Crematorium and cemetery that could be used for future burial space. Currently the land is leased to Forty Leisure Ltd. At present there are no plans to use this land before the current lease expires.

7.7 In visiting Tottenham Cemetery the Panel considered that the construction of a platform on the Moselle for the scattering of ashes could be particularly attractive to residents.

7.8 The Faith Groups that participated in the Scrutiny Review expressed a desire to have a multi-faith facility for the washing and preparation of bodies for funerals proceeding and burial. The relocation of the Haringey Mortuary and Coroner's Court to premises in Tottenham Cemetery is a unique opportunity to build a service responsive to community needs while contributing to the "regeneration" of the Cemetery.

Recommendation 21

That the financial and practical feasibility of installing mercury abatement technology at the Enfield Crematorium be assessed.

Recommendation 22

That as part of the review of crematorium operations an opinion be sought from the reviewer on Enfield Crematorium's options for installing mercury abatement equipment.

Recommendation 23

That the Council develop a position on the installation of Mercury Abatement technology.

Recommendation 24

That the suitability of land opposite the Enfield Cemetery for future use as a cemetery be investigated. The investigation will need to consider: Geology and drainage of the site, transportation links, potential capacity etc.

Recommendation 25

That Haringey investigate the feasibility of securing the provision of new dedicated cemetery space out of borough, perhaps in conjunction with other local councils and located north of Greater London in Hertfordshire or Essex.

Recommendation 26

That in conjunction with the Tottenham Cemetery Conservation Management Plan consideration be given to the construction of a platform on the Moselle for the scattering of ashes. The plan to be integrated with conservation and education projects on the ecological and historical significance of the Moselle in Tottenham.

Recommendation 27

That a multi-faith facility be developed for the washing and preparation of bodies for funerals proceedings and burial at the Tottenham Cemetery site.

8. Relationships

8.1 Funeral Directors and Faith Groups, can make a significant contribution to the development of a quality, responsive burial and cremation service.

8.2 The aim of this action is to engage constructively with our customers and communities to ensure our service meets the communities needs.

8.3 The Panel felt that Haringey should be located within its London framework and consider the value of strategic links with neighbours on all boundaries: joint provision of some services may be appropriate. Also the Service would learn from other local authorities by for example keying in to established industry networks including the London Cemetery Manager's Forum.

8.4 Also the Council should develop a marketing plan with the users' groups. Long term possibilities include public access to burial records through electronic burial databases. This would facilitate and maybe stimulate interest in genealogy and enhance community interest.

Recommendation 28

That the Council develops a marketing plan with the users' groups.

Recommendation 29

That the Council establishes a users' group (Funeral Directors and Faith Groups)

Recommendations 30

That Membership of the London Cemetery Managers forum be encouraged and built into the job appraisals of Haringey's Cemetery Managers.

Recommendation 31

That officers work with adjacent boroughs to facilitate the strategic provision of burial space .

Recommendation 32

That consideration be given to a co-ordinated regional response to the Government in respect of the future use of burial space.