

## MILLOM CEMETERY

**EXECUTIVE MEMBER:** Councillor Peter Kane  
**LEAD OFFICER:** John Davis - Parks Manager  
**REPORT AUTHOR:** Keith Parker – Head of Neighbourhoods

### WHAT BENEFITS WILL THESE PROPOSALS BRING TO COPELAND RESIDENTS

Provision of space for the burial of the dead is a statutory obligation for the Council. Providing a locally based facility in the south of the borough means residents will retain the option of being interred close to where they have lived and at the same time reduce pressure on available burial space elsewhere in the borough

### WHY HAS THIS REPORT COME TO THE EXECUTIVE?

Negotiations have reached in principle agreement over a the potential site and access arrangements meaning subject to Executive agreement the project can proceed to the physical development phase.

#### **RECOMMENDATION: That Executive:**

- a) Note the Environment Agency's confirmation that the Council's ground water assessment is satisfactory
- b) Note the access arrangements.
- c) Confirm the project can proceed to physical development, within the existing Capital Programme allocation.
- d) Note that subject to c) being agreed a public drop in session will be held at Millom with representatives of the Town Council and St Georges Church.

## 1. INTRODUCTION

- 1.1 In September 2011 the Executive agreed the project PID for the development at Millom. At the time it was expected that the existing burial space in the town would be exhausted by 2014 and that the potential requirements for land acquisition and ground water monitoring would mean the project to create a new cemetery space could go beyond the life of the existing cemetery extension. A Capital Budget of £150,000 was agreed for the project.
- 1.2 Since that time periodic updates have been provided through the Capital Budget Monitoring process. However, the position has now been reached whereby some significant milestones have been met and Executive approval is now sought to proceed to implementation. (an updated PID is appended to this report)

## 2. DETAIL

- 2.1 Land acquisition. This element of the project proved extremely challenging in part because of the low lying nature of the land around Millom meaning the search was constrained by ground

water and potential flooding issues. Equally access to potential sites added a further layer of complication. One particularly suitable site was located fairly close to the town but the owners were only willing to sell on terms the Council could not justify under its best value obligations. In the event close working with the Town Council resulted in it offering a parcel of land in Millom Park for consideration, immediately adjacent to the existing St Georges graveyard on which an option has been secured. (See Appendix A)

- 2.2 Ground water. In respect of ground water assessment Executive may recall the ground water assessment process could have consisted of up to 3 phases, with the 3<sup>rd</sup> phase requiring a prolonged period of ground water monitoring. Having identified the potential site Phase's 1 and 2 of the ground water assessment have been completed and on 18 October the Environment Agency confirmed "We consider the risks to groundwater have been adequately assessed, and are considered to be acceptable". This is particularly good news as this now makes up for time lost to the lengthy land search.
- 2.3 Access. Access arrangements to the existing, and potentially new, cemetery are via a driveway shared between the cemetery, church and residential home. This is the only site where the Council gains access to a cemetery through such a shared arrangement. No formal agreement exists in relation to use and maintenance of the driveway although on at least one occasion in the past maintenance has been undertaken with the church authorities, this Council and the residential home sharing costs on an equal basis. In order to regularize this going forward, and limit the Council's financial exposure, agreement in principle has been reached whereby future maintenance would continue to be by way of an equal cost share between the Church, Residential Home and this Council whereby the Council's contribution will not exceed the sum of £50 per interment in the new cemetery. The £50 contribution being met by way of an additional levy on each interment in the new cemetery and the sums generated being placed in a ring-fenced fund to be used solely for access maintenance.
- 2.4 Next Steps. Subject to Executive agreement the next steps in the project are to gain formal planning approval for the change of use proposed. In parallel work will be undertaken to complete designs for the new cemetery and gain competitive quotations for the infrastructure work. In order to ensure local stakeholders and the public have the chance to gain a better understanding of the process followed in developing the option for a new cemetery at Millom it has been agreed a public event will be held to coincide with the submission of the planning application.

### **3. ALTERNATIVE OPTIONS TO BE CONSIDERED**

- 3.1 Executive can decide to stop the project at this point.

### **4. CONCLUSIONS**

- 4.1 Work undertaken to date in developing the cemetery options at Millom has produced a cost efficient option for the south of the borough and at the same time provided an opportunity to formalise future maintenance liabilities for shared access roads. By developing additional space at Millom on a revenue neutral basis no additional pressure is placed on available cemetery space in elsewhere. The project also gives this Council the opportunity to work

constructively with one of its local Council's whereby a mutually beneficial arrangement is found for all parties.

## **5. STATUTORY OFFICER COMMENTS**

5.1 The Monitoring Officer's comments are: Powers to provide cemeteries derive from section 214 and schedule 26 of the Local Government Act 1972.

5.2 The Section 151 Officer's comments are:

The majority of the budget that council approved in Feb 2009 is currently in this years capital programme to enable the physical development to proceed once appropriate approval/consultation has taken place. It is however imperative that the agreement regarding the Council's financial liability towards future maintenance is limited to £50 per internment, with the £50 being raised as an additional levy, is drawn up prior to the scheme commencing.

5.3 EIA comments are: Whilst this process signposts the Council's commitment to meeting both its statutory commitment and in doing so meeting the religious beliefs of much the community, whilst also providing for Ethnic, Non-Religious, Humanist, Civil and Green burials.

5.4 Policy Framework comments are: This report refers to the delivery of a project which is designed to help the council meet its statutory obligations and as such, is in line with the council's Corporate Plan 2013-15 priorities.

## **6. HOW WILL THE PROPOSALS BE PROJECT MANAGED AND HOW ARE THE RISKS GOING TO BE MANAGED?**

6.1 The 2011 PID identifies key responsibilities, with the project being managed by the Parks team supported by Property Colleagues as required. The main risks in the project consist of adverse public reaction and that available space in the existing cemetery would be exhausted prior to the development of the new cemetery. By holding a public drop in session the potential adverse reaction risk may be reduced and the loss of short term burial space risk has reduced as a consequence of the positive ground water assessment result and the identification of additional space within the existing cemetery which should result in burials being able to continue well into 2014 in the existing site.

## **7. WHAT MEASURABLE OUTCOMES OR OUTPUTS WILL ARISE FROM THIS REPORT?**

7.1 The report results in confirmation that the Millom cemetery project continues to implementation, subject to Planning Approval.

### **List of Appendices**

Appendix A – PID and Site Plan

## **List of Background Documents**

Groundwater assessment file, Executive Report September 2011



# **COPELAND BOROUGH COUNCIL**

## **MILLOM CEMETERY EXTENSION**

---

### **UPDATED PROJECT INITIATION DOCUMENT**

**(PID)**

---

**ID: 003**  
**Version: 1.5**  
**Author: John Davis**  
**Date: 5<sup>th</sup> November 2013**

## **Project Initiation Document**

---

### **1. Background**

This PID updates the 2011 project initiation document for Millom cemetery, which in 2011 focused mainly on the process involved in the acquisition of a suitable site for a replacement cemetery. Having located a suitable site the project can now move to its full implementation.

Working closely with the Town Council and local Church representatives an option has been taken out on a parcel of land adjoining the existing cemetery in Millom Park. Access to the site would be through the grounds of St Georges Church, as is the case to the current cemetery. The Church authorities have sought to negotiate longer term arrangements for the access roads and paths in the church grounds which have been on an ad hoc basis to date. These negotiations have resulted in an in principle agreement that maintenance will be by way of an equal three way split between the Church, the adjacent residential home and this Council. In order to gain financial certainty an arrangement has been agreed whereby the Council's contribution towards maintenance will be limited to £50 per interment in the new cemetery for the period interments take place. Furthermore, as the new cemetery would be the only one operated by this Council where such a third party maintenance liability exists, the principle has been agreed that the £50 per interment contribution would be met by a local levy on each interment. (the alternative exists to make up the contribution by an increased charge for all interments in Council cemetery's across the borough)

An initial capital budget of £149,000 was set aside to purchase land and implement the Cemetery extension.

This PID describes how the Council intends to proceed to planning and implementing the scheme for the Cemetery now that the land has been identified.

### **2. Business Case**

The Council is statutorily obliged to provide for the burial of the dead new burial space will continue to need to be created until, and if, cemetery re-use is permitted in areas outside of London.

The development of a new cemetery for Millom will also allow for local residents to continue to be buried locally, an issue recognized and strongly supported by local partners in the Town.

### **3. Project Objectives and Scope – building on the 2011 PID**

#### **3.1 Project Objectives**

#### **Stage 1 - Site identification (Complete) (Plan appended)**

---

## Project Initiation Document

---

Land in Millom Park which belongs to Millom Town Council has been identified and agreed as the preferred site for the cemetery extension subject to planning approval.

### **Stage 2 – Preliminary Site Appraisal (Complete)**

The environment agency have agreed with the Council's conclusion in relation to groundwater movement and a stage 3 ground water assessment is not required.

### **Stage 3 – Option to purchase (Complete)**

Millom Town Council have agreed an option to sell the site for the purpose of a cemetery extension for the sum £7500

### 3.2 Updated Project Scope

Now that land has been identified for the cemetery extension and the relevant groundwater risk assessments have confirmed that the site will comply with Environment Agency requirements the project can proceed to planning approval stage and construction.

## **4. Project Deliverables**

The project will deliver the construction of a cemetery extension at Millom to allow for burial for approx. another 25 to 30 years on a 1.85 acre plot within what is currently Millom Park, immediately adjacent to St Georges graveyard.

## **5. Project Approach**

The final stages of the project are to gain formal planning approval for the development of the site as a cemetery, as an extension to the existing burial grounds at St George's Church and to install the necessary infrastructure according to the main elements below:-

5.1 Planning Approval – necessary to ensure that the Council is seen to be conforming to planning regulations a planning submission is needed, informed where required by the complete ground water results, an ecological survey and considerations such as landscape impact and access and parking arrangements. This element will include a public session in Millom to give an opportunity for residents to gain an understanding of the project.

5.2 Finalisation of the land acquisition and access arrangements. An option has been taken on the land and the in principle access arrangements have been agreed, but these need to be formalised prior to construction works commencing.

---

## Project Initiation Document

---

5.3 Construction works for the necessary access, fences, paths, drainage systems utilizing the Councils term contractor. Subject to detailed design work and costings it is foreseeable that the available budget will not provide for the whole site to be developed at the same time. If this is the case it is anticipated the site will be developed in phases as funding allows, similar to recent developments at Whitehaven cemetery.

### **6. Project Plan**

Timescales

Task	Time to Complete
Public event	By 16 December 2013
Planning submission	By End Dec 2013
Planning Approval	26 Feb 2014
Land purchase and access agreements in place	End Feb 2014
Design and specification work complete	End Feb 2014
Construction work	6 months from 1 April 2014

### **7. Organisation – Roles and Responsibilities**

The Project Manager will be the Parks Manager, who will be responsible for the overall delivery of the project and ensuring the project is kept with the time frame and budget.

The Property Programmes Manager will support the parks team with technical advice.

The Legal Services Manager and Estates & Valuations Manager will process the documentation required for the land sale and access arrangements.

The Head of Neighbourhood Services will act as Project Sponsor

### **8. Communications**

Planned communications now focus on the planning approval element of this project with a public event planned for late November – early December to provide an opportunity for residents to gain a fuller understanding of the project and the process followed to date.

---



## Project Initiation Document

---

### **9. Resource Requirements**

The project will be managed by the Project Manager, John Davis, with support from the Neighborhoods Services Officer, Jenna Benson

Construction phase will be supported by the Property Programmes Manager.

The Parks Manager, John Davis will act as 'client' for the project

The Head of Neighbourhood Services, Keith Parker is the Project Sponsor

### **10. Project Costs**

#### **Budget £149,200**

#### Spend to date 2013/14

Groundwater Risk Assessments                      £3,869

#### Anticipated Spend 2013/14

Land purchase    £7,500

Legal fees    £5,000

Planning submission works                            £2,000

Planning fees    £1,600

#### Anticipated Spend 2014/15

Boundary fencing                                        £12,000

Surface Water Drainage                                £5,000

Construction and implementation                    £100,000

(Phase 1, if construction costs exceed budget availability, tbc)

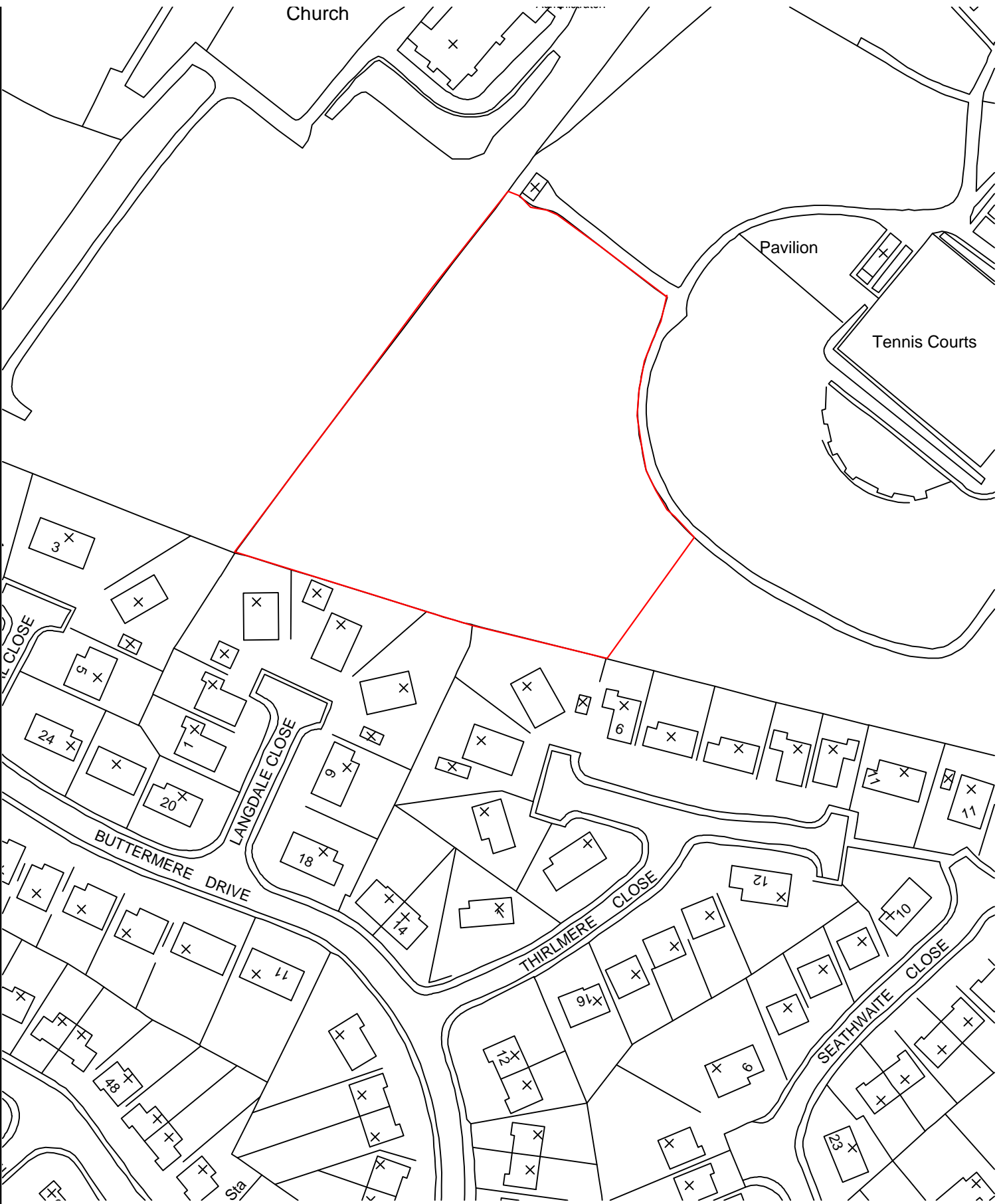
Contingency    £12,231

### **11. Risk Management**

<b>Id.</b>	<b>Description of Risk</b>	<b>Impact</b>	<b>Probability</b>
1	Public objection to the development (to be mitigated by public session to develop understanding of the need and alternatives should to project not proceed)	Medium	Medium
2	Groundworks identify unforeseen complications (none identified during ground water assessment and trial pits)	High	Low
3	Construction costs exceed budget estimates	Medium	Medium

---

---



# Millom - Proposed Cemetery (1:1250)



*Proud of our past. Energised for our future.*

**Contracts and Property Dept.**

The Copeland Centre, Catherine Street,  
Whitehaven, Cumbria CA28 7SJ

Scale @ A4 1:1250	Designed by N/A	Drawn by JW	Checked by BG	Revision REV: 1	Date 03/10/2012
			Project No. MPC - JW		
			Drawing No. MPC - JW - 001		