RUGBY AND DAVENTRY CREMATORIUM JOINT COMMITTEE – 9th JUNE 2011

A meeting of the Rugby and Daventry Crematorium Joint Committee will be held at 2.00pm on Thursday 9th June 2011 in Committee Room 1 at the Town Hall, Rugby.

Note: After the meeting, there will be an informal site visit for Members of the Committee. Members are advised to wear suitable footwear and clothing.

Andrew Gabbitas
Executive Director

AGENDA

PART 1 – PUBLIC BUSINESS

1. Welcome and Introduction.
2. Appointment of Chairman - to appoint a Chairman for the 2011/12 municipal year
3. Appointment of Vice-Chairman - to appoint a Vice-Chairman for the 2011/12 municipal year.
4. Apologies - to receive apologies for absence from the meeting.
5. Declarations of Interest.

To receive declarations of –

(a) personal interests as defined by the Council’s Code of Conduct for Councillors;

(b) prejudicial interests as defined by the Council’s Code of Conduct for Councillors; and

(c) notice under Section 106 Local Government Finance Act 1992 – non-payment of Community Charge or Council Tax.

Note: Members are reminded that they should declare the existence and nature of their personal interests at the commencement of the meeting (or as soon as the interest becomes apparent). If that interest is a prejudicial interest, the Member must withdraw from the room unless one of the exceptions applies.
Membership of a County Council or any Parish Council is classed as a personal interest under the Code of Conduct. A Member does not need to declare this interest unless the Member chooses to speak on a matter relating to their membership. If the Member does not wish to speak on the matter, the Member may still vote on the matter without making a declaration.

6. Rugby and Daventry Crematorium and Cemetery Implementation – to consider the attached report:
   • Terms of Reference
   • Project Overview
   • Project Implementation
   • Consideration and approval of the Joint Committee Work Programme

7. Any other business.

8. Date of time of next meeting (could Members please bring diaries to the meeting).

Any additional papers for this meeting can be accessed here via the website.

The Reports of Officers (Ref. JCC 2011/12 – 1) are attached.

Membership of the Committee -

Councillors Dr M Williams and Wright (Rugby Borough Council).
Councillors Atterbury and Mrs Lomax (Daventry District Council).

Officers:

Sean Lawson, Christine Fraser, Chris Worman (Rugby Borough Council)
Simon Bowers, Rob Saunders, Gary Underhill (Daventry District Council)

If you have any general queries with regard to this agenda please contact Claire Waleczek, Democratic and Scrutiny Services Officer (Team Leader) (01788 533524 or e-mail claire.waleczek@rugby.gov.uk). Any specific queries concerning reports should be directed to the listed contact officer.

If you wish to attend the meeting and have any special requirements for access please contact the Democratic and Scrutiny Services Officer named above.
AGENDA MANAGEMENT SHEET

Name of Meeting
Rugby & Daventry Crematorium Joint Committee

Date of Meeting
9th June 2011

Report Title
Rugby and Daventry Crematorium and Cemetery Implementation

Ward Relevance
The site is located in Rugby Borough, Paddock ward.

Prior Consultation
Daventry District Council

Contact Officers
Sean Lawson, Head of Environmental Services, Rugby Borough Council. Tel: 01788 533850
Simon Bowers, Business Manager, Daventry District Council. Tel: 01327 302435

Summary
Rugby Borough Council and Daventry District Council have agreed to establish the Joint Committee to oversee the implementation and functions of providing a crematoria facility and ancillary services.

Risk Management
The project is not without risk, but the project management methodology includes a risk management framework.

Implications
The project is currently projected to remain within the approved capital budgets of the authorities and to generate revenue income in line with the Business Plan.

Environmental Implications
The project will deliver a locally accessible facility for the residents of both Rugby and Daventry and this will ensure greater sustainability. An objective of the project is to provide a facility and building which meet high environmental standards, especially in the matters of energy efficiency and biodiversity. In addition.

Legal Implications
Councils have powers to provide crematorium facilities, and to work together to do so and/or create a legal entity to do so, under the Cremation Act 1902, the well-being powers provided by Section 2 of the Local Government Act 2000 and Sections 101 and 111 of the Local Government Act 1972. In due course
the Power of General Competence under the Localism Bill should also apply. Powers to create joint committees and provide services jointly are provided by Section 102 of the Local Government Act 1972 and by regulations made under Sections 19 and 20 of the Local Government Act 2000.

Equality and Diversity

The design and operation of the crematorium will take into account the needs of as wide a range of potential users as possible. This includes, in particular, people of different religions or none, those of different cultural backgrounds and those with different disabilities.

Options

1: Adopting a work programme for the joint Committee

Risks: None apparent.
Benefits: Having a planned approach.

2. Not adopting a work programme for the Joint Committee

Risks: Not having a planned approach.
Benefits: None apparent.

Recommendation

The information within the report be noted and the proposed Joint Committee work programme be approved.

Reasons for Recommendation

It would be helpful for the Joint Committee to have a planned programme of work enabling it to have a structured oversight of the work being done on its behalf.
Recommendation

The Joint Committee consider and note the following information:

1. Terms of Reference for the Joint Committee
2. Project Overview
3. Project Update

The Joint Committee approves the following:

4. Joint Committee Work Programme

1. Introduction

In February and March 2011 respectively, Daventry District Council and Rugby Borough Council agreed to establish a Joint Committee to create and operate a crematorium facility to meet the needs of both area. This project, but not the remit of the Joint Committee, includes the implementation of a new Cemetery for Rugby Borough Council.

Both Authorities approved capital budgets as planned contributions to the initiative. The purpose of this report is to set the outline the background to the Joint Committee’s work and agree a programme for its work.

The Full Business Plan for the Rugby & Daventry Crematorium considers the costs, risks, opportunities and returns from the proposed project and service and as approved recommended that the project proceed, and the main ways in which it should be managed.

In summary, the Business Plan concludes that:

- Total expenditure of £3.460 million (including land value) is credible as a cost to provide the new facility within.
- Returns comprise providing a facility which would benefit the residents of both Daventry District and Rugby Borough and in cash terms should return a total of £240,000 per year once fully established.
- The project benefits are worth the investment and this conclusion would still be true even if capital or revenue costs were 25% higher, demand 25% lower or
demand failed to grow as projected over time. As such, the proposals are reasonably robust.

The business case also deals with the proposed new Rugby Cemetery, which would be adjacent to the Crematorium and would logically form part of the same project, landscape design and construction contracts. Thus whilst the whole cost of preparing the cemetery would be met by Rugby Borough Council it is proposed that the implementation be managed by Daventry District Council as an integral part of the crematorium project.

The business plan details the intended project management and procurement arrangements. It is intended to make use of a suitable framework contract (the East Midlands Property Alliance (EMPA) framework) to employ a contractor early in the process. Due to the nature of crematoria, it is desirable to work with a contractor and their supply chain from early in the design process to ensure the working systems are fully integrated. This supports delivery of value for money and high quality finished product.

It is important that the crematorium is properly commissioned and that the operational staff are in place and able to gain a full understanding of its operation prior to public use. The business plan makes provision for this.

2. Information

2.1 Terms of Reference for the Joint Committee

The approved terms of reference have been agreed to give the Joint Committee a clear remit. As adopted by the Councils, these are:

a. The committee shall comprise four members in total, two being nominated by each authority. All members of the Committee shall be Members of the authority by which they are nominated.

b. The committee shall appoint its own Chairman and Deputy Chairman subject to the rules that (i) each year the Chairman shall be drawn from members of the committee from one authority, and the following year from members of the committee from the other authority; and (ii) the Deputy Chairman shall be a member of the committee from the authority which is not currently providing the Chairman.

c. The quorum of the Committee shall be two members, being at least one from each authority.

d. The Chairman or in his absence the Deputy Chairman shall have a casting vote.

e. The Committee shall exercise on behalf of the authorities the functions of providing crematoria and ancillary services under the Cremation Act 1902, Section 2 of the Local Government Act 2000, the Local Authorities (Land) Act 1963 and all other powers enabling the provision and operation of crematoria and related services.

f. The Committee shall arrange to discharge its responsibilities through officers of the authorities subject to the requirements that (i) administration
of the Committee shall be exercised through officers of Rugby Borough Council; (ii) creation of the crematorium shall be exercised through officers of Daventry District Council; (iii) practical operation of the crematorium shall be exercised through officers of Rugby Borough Council.

In the case of Rugby Borough Council, it determined that its representatives on the Committee be ex-officio nominations comprising of the respective Portfolio holders for Resources and Sustainable Environment. Daventry District Council does not operate a Cabinet system and its representatives are chosen by full Council, normally at the annual Council meeting in May.

2.2 Project Overview Report

Background

During 2010, lead officers and Members from Daventry and Rugby met to consider areas in which joint working would be beneficial to both areas. One such area identified was that which became the Rugby & Daventry Crematorium Project. The Councils are thus now working together to deliver a new facility to serve both communities.

Project Management

A joint Project Board containing Rugby Borough Council and Daventry District Council officers was established and commenced meeting in 2010. It is headed by Sean Lawson (Rugby Borough Council) and Simon Bowers (Daventry District Council) as the Joint Project Champions with overall responsibility (at officer level) for the delivery of the project.

In February 2011 the Project Board appointed Rob Saunders (a Chartered Surveyor of 10 years post qualified experience) as the Project Manager. The Project Manager will take forward all aspects of the project and will report to the Project Board and is tasked with liaising with the in house project team (which including professionals from both Rugby Borough Council and Daventry District Council) and will manage the input of external team appointments.

The project is being managed using Daventry District Council’s Project management methodology. Daventry District Council has extensive experience in the management and implementation of large scale construction projects, and have well established and proven systems in place to manage projects and the risks associated with them.

The Site

A parcel of agricultural land on the edge of Rugby known as Hillmorton Grounds Farm has for some time been identified as a potential location for the provision of a Crematorium facility. Rugby Borough council owns the land and it is currently tenant farmed.

The Councils have agreed initially to develop a site for a Crematorium measuring 9 hectares (Ha) and a site for a new Cemetery measuring 3Ha. The initial assumption
was that the site should be the immediately adjacent to the Onley Lane. However, upon site inspection, the project team reviewed the location in the context of the proposed development. It was concluded that an alternative to the Onley Lane location would be an area of the land closer to Ashlawn Road, in the northern part of the Hillmorton Grounds farm, immediately south of the St Andrews Rugby Club. The benefits of locating the facility in this location are:

- More sustainable connection and better relationship with the existing built up area.
- A site that has the benefit of panoramic views.
- An existing and established tree lined access road that connects to road network. Whilst junction and other improvement works will be needed these are less costly and of more certain deliverability than the creation of a new access off Onley Lane.
- Significant cost concerns are alleviated because of the proximity of this land e.g. major services costs associated with the other site are reduced such as mains gas supply, highway improvements and footpaths.

The project team presented the proposed change of site to the Project Board, and has been pursuing the project on the basis that the site area to be developed will be that area of land south of Ashlawn Road as opposed to the originally proposed Onley Lane land. The actual site areas at 9Ha (Crematorium) and 3Ha (Cemetery) remain as originally proposed.

It is appreciated that there is a risk that adjusting the location of the Crematorium to the location accessed from the Ashlawn Road may bring some additional local concerns, especially from residents of the Ashlawn Road. It is however proposed that liaison with Ashlawn School, St Andrews Rugby Club and Local Community Forums commences immediately to manage the local understanding of the facilities proposed and the minimal impact the development will have upon them. The positive benefits of the development in terms of retained and enhanced open space will also be outlined.

2.3 Project Update Report

The project team has completed the following tasks:

- Prepared a full Collaboration Agreement to cover the legal aspects and mechanisms of the joint project and subsequent joint service.
- Pre-planning screening consultation with Rugby Borough Council as the Local Planning Authority (LPA) has been completed. Advice received in full from the LPA on submission requirements.
- Completion of a Performance Specification detailing the requirements for the Crematorium and Cemetery.
- Produced an indicative layout design of the site to help inform the Performance Specification. (Appendix 1)
- Tendering for professional consultants through the Homes and Communities Agency Multi-disciplinary framework. Returns were received on 1st June 2011. Appointments to be made by mid June 2011.
• Detailed invitations sent to the East Midlands Property Alliance (EMPA) Intermediate Construction Framework contractors to present their construction proposals to the Council for consideration by 13 June 2011.

Before the end of June 2011 the Councils will have appointed their full project team, including the main contractor and their design team who will then work closely to deliver the project to the planning authority for consideration.

The management of the public face of the proposals is a key concern to the project team, especially as the private application for a crematorium in Willoughby has been so high profile, and has received an extremely negative response from local residents. However, the Ashlawn Road site is a much more appropriate location for such a facility, and the site aspect will enhance the experience of those in Rugby and Daventry grieving the loss of a loved one. It is therefore a key priority to proactively manage and inform the local community and stakeholders.

2.4 Joint Committee Work Programme

The Joint Committee will oversee the implementation and functions of providing a crematoria facility and ancillary services in line with its aim to deliver the project at the earliest opportunity and in the most financially efficient manner. In addition to regular committee meetings (frequency of which is to be set by the inaugural committee meeting), the committee will initially receive advice and reporting from the Project Board (headed by the Joint Project Champions). Once the facility is constructed and operational, the reporting to the Committee will be directly from the Operational Board.

The Joint Committee work programme is identified below, and where possible, regular committee meetings will be planned to coincide with the work programme:
<table>
<thead>
<tr>
<th>Item</th>
<th>Purpose</th>
<th>Lead Member</th>
<th>Lead Officer</th>
<th>Date (or approximately Week Commencing)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Joint Committee (inaugural meeting)</td>
<td>To receive an update on the progress of the project; to consider/direct/agree any recommendations. (The frequency for regular committee meetings is proposed to be quarterly)</td>
<td>Chairman</td>
<td>Project Champions/ Project Manager</td>
<td>9th June 2011</td>
</tr>
<tr>
<td>Receive presentation on the detailed design of the proposed scheme from the design team</td>
<td>To review and agree the design proposals for submission to the Local Planning Authority</td>
<td>Chairman</td>
<td>Project Champions/ Project Manager</td>
<td>W/C 25th July 2011</td>
</tr>
<tr>
<td>Receive presentation on the Target Cost and Construction Programme</td>
<td>To review and agree the target cost and construction programme.</td>
<td>Chairman</td>
<td>Project Champions/ Project Manager</td>
<td>W/C 12 December 2011</td>
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<tr>
<td>Receive recommendations for the proposed initial staffing complement</td>
<td>To agree the proposed appointments and the pay and conditions of service of those employees within the general rules applying to those employees of Rugby Borough Council</td>
<td>Chairman</td>
<td>Operational Board (excluding at this stage the Crematorium Manager who will be appointed after approval)</td>
<td>July 2012</td>
</tr>
<tr>
<td>Fees</td>
<td>To set the initial fees for cremations and other services provided.</td>
<td>Chairman</td>
<td>Operational Board</td>
<td>December 2012</td>
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</table>
Name of Meeting: Rugby & Daventry Crematorium Joint Committee

Date Of Meeting: 9th June 2011

Subject Matter: Crematorium

Originating Department: Environment Services, Rugby Borough Council
Business Team, Daventry District Council

LIST OF BACKGROUND PAPERS

<table>
<thead>
<tr>
<th>Document No.</th>
<th>Date</th>
<th>Description of Document</th>
<th>Officer’s Reference</th>
<th>File Reference</th>
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<tbody>
<tr>
<td>1</td>
<td>14/03/11</td>
<td>Rugby Borough Council Cabinet Report – Rugby and Daventry Crematorium Project</td>
<td>Sean Lawson</td>
<td></td>
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<tr>
<td>2</td>
<td>17/02/11</td>
<td>Daventry District Council Strategy Group Report – Rugby and Daventry Crematorium – Approval of Business Plan and Joint Committee</td>
<td>Robert Saunders</td>
<td>A891</td>
</tr>
<tr>
<td>3</td>
<td>09/02/11</td>
<td>Full Business Plan</td>
<td>Simon Bowers</td>
<td>A891</td>
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</tbody>
</table>

* Exempt information is contained in the following documents:

Document No. Relevant Paragraph of Schedule 12A
2 3 (Business affairs)
3 3 (Business affairs)

(*Delete if not applicable)