

## MUNICIPAL YEAR 2019/2020 REPORT NO. PL 19/126 O

### ACTION TO BE TAKEN UNDER DELEGATED AUTHORITY

#### OPERATIONAL DECISION OF:

Doug Wilkinson  
Director of Environment and  
Operational Services

<b>Agenda - Part: 1</b>	<b>KD 5065</b>
<b>Subject:</b> <b>Construction of Additional Vaulted Chambers at the Southgate Cemetery Extension</b>	
<b>Wards: Southgate</b>	

#### Contact officer and telephone number:

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### 1. EXECUTIVE SUMMARY

- 1.1 Enfield's cemeteries are approaching full capacity at a time when demand is increasing. Hence, innovative solutions are required in order to maintain a sustained and high-quality service to the community.
- 1.2 The construction of cemetery plots is currently taking place at Southgate Cemetery in accordance with DAR 17.140 (KD no. 4695) with minor amendments. Phase 1 (95 vaulted chambers and 24 mausolea) is nearing completion, and phase 2 (208 vaulted chambers) has been ordered.
- 1.3 This report puts forward a proposal to increase the number of vaulted chambers in phase 2 by 60 to raise the total number of vaulted chambers in that phase to 268, using the current framework contractor Welters Organisation Worldwide (WOW) to continue the works.
- 1.4 The proposal will generate further income for the council as detailed in Part 2 of this DAR.
- 1.5 This report also requests that a sum be set aside for essential maintenance works to address urgent infrastructure minor reconstruction works within the cemetery.

### 2. RECOMMENDATIONS

It is recommended that the Director of Environment and Operational Services:

- 2.1 Approves the construction of additional burial capacity at Southgate Cemetery by extending the phase 2 ordered works by an additional 60 vaulted chambers and associated works in the space identified within the site boundary to maximise the income generation potential at this location.
- 2.2 Approves the investment and add the cost to the Southgate Cemetery capital programme by the amount of detailed in part 2, to complete the burial capacity increases by 60 vaulted chambers.
- 2.3 Additionally, approves a sum to be made available for urgent infrastructure minor reconstruction works to improve the ride quality of the road surface within the cemetery.

### **3 BACKGROUND**

- 3.1 This request for additional funding is to increase the scope of works over and above that identified and authorised in the original DAR 17.140 (KD no. 4695) for the expansion of Southgate Cemetery, and does not represent an overspend of the original allocation but further expansion.
- 3.2 Construction of the 60 additional units would generate a high rate of return on investment (see part 2) and maximise the income potential of the site.
- 3.3 The attached design illustrates phase 1 in black, phase 2 (current) in blue and the proposed phase 2 extended scope in red shading. Existing trees to be retained are numbered and shown in green on the design plan.
- 3.4 The commencement of the phase 2 works, to the original scope detailed in DAR 17.140 (KD no. 4695) with minor amendments, has been authorised and ordered with the Contractor now on site.
- 3.5 It has been calculated that the current works (original scope of DAR 17.140) will keep the Contractor occupied on site until April 2020, and it would be advantageous as well as cost effective to retain the Contractor prior to the current works being completed to carry out the additional works sequentially and without interruption. Hence receiving funding and approval to carry out the additional plots construction prior to that date would be beneficial.
- 3.6 Further and separate to the additional construction works, it should be noted that the substandard cemetery access road network is operating well beyond its residual life, and surface deterioration has been further exacerbated by the works traffic. This deterioration will accelerate further with the onset of winter where frost heave will break up the weakened structure.
- 3.7 There are no other cost implications or land acquisitions required to increase the vaulted chamber numbers and surrounding works as detailed above.

### **4 ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 Regarding adding further vaulted chambers, the alternative option is to not commit additional funding that maximises the site potential, and therefore leave the proposed extended scope area undeveloped or available for other uses that could be explored, although unlikely to achieve the same rate of return on investment.
- 4.2 Regarding the infrastructure minor reconstruction works, the alternative options are (i) to carry out a full major reconstruction of all the interior access roads, but this would be better carried out on completion of the cemetery expansion work, or (ii) to not carry out any remedial works at this time and let the road deteriorate further. The latter alternative option would result in serious complaints and possibly claims for damage to vehicles from visitors and users of the cemetery.

## **5 REASONS FOR RECOMMENDATION**

- 5.1 Adding additional vaulted graves within existing site boundaries provides a greater number of units to be offered to the public (including members of the local community), increases the potential for income generation, and maximises the potential of the site.
- 5.2 Obtaining funding prior to the current contractor vacating the site leads to a cost saving (a sequential phasing discount has been negotiated and agreed and will be implemented for the additional units); as well as continuity of the work, product, materials and design. It also reduces the level of disruption that would occur at a later date if the site were first vacated, as in the latter case, site set-up and mobilisation would have to be reintroduced and made good ground from earlier works would need to be re-disturbed.

## **6 COMMENTS FROM OTHER DEPARTMENTS**

### **6.1 Financial Implications**

- 6.1.1 See part 2 of this report

### **6.2 Legal Implications**

- 6.2.1 The Council is a burial authority by section 214 of the Local Government Act 1972 (LGA) and has the power to maintain cemeteries inside and outside its area.
- 6.2.2 Section 4 of the Local Authorities Cemeteries Order 1977/1204 (Cemeteries Order) gives the burial authority the power to embellish and improve their cemeteries from time to time in a manner as they see fit.
- 6.2.3 The Council has an existing Framework Agreement for Bereavement Services. Framework Agreements are an approved process for procurement under the Public Contracts Regulations 2015. The call-off must be conducted in accordance with the process for procuring call off contracts as set out in the Framework Agreement.
- 6.2.4 The Council also needs to ensure that it obtains Best Value as set out in the Local Government Act 1999.
- 6.2.5 The procurement of works for the essential maintenance for infrastructure must be carried out in accordance with the Council's Contract Procedure Rules.
- 6.2.6 As the works will generate an income of over £250,000, this will be a Key Decision and the Council must follow its governance process in respect of Key Decisions.
- 6.2.7 The Director has power to award this contract under CPR 1.22

*(Legal imps provided by MOC on 12 December 2019 based on a report circulated on 9 December 2019.)*

### **6.3 Procurement Implications**

- 6.3.1 For construction of the additional vaulted chambers, it is intended to use the highest scoring contractor from the current LBE Bereavement Services Multi-Supplier Framework Contract 2018 as already procured by the Council to carry out the current scope (as specified in the original DAR 17.140 [KD no. 4695]) of phase 2 of the works.
- 6.3.2 For the access roads urgent minor reconstruction works, it is intended place an order with LBE Highways section to carry out the works under their Framework Contract to the value indicated in part 2 of this report.

### **7 KEY RISKS**

- 7.1 Financial risk - Cemeteries require long term maintenance which must be funded. Income generated from sales and interments helps pay for this maintenance and reduces the burden of cost on the Council. More plots ensures greater income potential.
- 7.2 Financial risk - Failure to maximise the full income potential of the site (Southgate Cemetery Expansion) will place additional financial pressure upon the Authority to generate the income by some other means.

### **8 INTERNAL DEPARTMENT IMPLICATIONS/CONSULTATION**

- 8.1 None identified.

### **9 IMPACT ON COUNCIL PRIORITIES – CREATING A LIFETIME OF OPPORTUNITIES IN ENFIELD**

#### **9.1 Good Homes in Well-Connected Neighbourhoods**

The objective of the proposal is to increase capacity to ensure that all residents are offered a range of burial options close to home.

#### **9.2 Sustain Strong and Healthy Communities**

Burials are a requirement for some family, community, ethnic or religious groups. Providing adequate burial space demonstrates council commitment to minority groups.

#### **9.3 Build Our Local Economy To Create A Thriving Place**

The proposed arrangements are designed to increase burial capacity, increase income and inform future efficiencies in bereavement services delivery.

## **10 EQUALITY IMPACT IMPLICATIONS**

- 10.1 Corporate advice has been sought in regard to equalities and an agreement has been reached that an equalities impact assessment is neither relevant nor proportionate for the approval of the expansion of plots space in Southgate Cemetery.

## **11 PERFORMANCE AND DATA IMPLICATIONS**

- 11.1 The terms of the contract shall be monitored internally by the Commercial Services Team and operational staff from Bereavement Services.

## **12 HEALTH AND SAFETY IMPLICATIONS**

- 12.1 This is a civil engineering construction project and it shall be completed under Construction Design and Management: 2015 (CDM:2015) legislation.
- 12.2 The specialist service contractor (Welters) has been selected and approved using the competitive tender process. They have recently completed an identical multi-phase construction contract at Edmonton Cemetery with no health and safety incidents.

## **13 HR IMPLICATIONS**

No additional staffing resources over and above those already in place are required to carry out these works.

## **14 PUBLIC HEALTH IMPLICATIONS**

Additional Bereavement Services capacity provides a higher level of service and commitment to the wellbeing of the community. Local interments help cement the cohesion of the extended family unit.

## **Background Papers**

DAR for Cabinet 17.140 (KD no. 4695)

Plan View of Phase 1 (Black Outline), Phase 2 Current (Blue Outline), and the Proposed Additional Chambers (Shaded in Red) for a Total of 268 Phase 2 Chambers (Trees to be retained are numbered and shown in green)

