

Equality Impact Analysis

Service and section / team	Corporate Strategy and Client Services
Title of policy, function or service	Watford BC Cemetery Review 2015 – initial recommendations
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Person completing the EIA	Kathryn Robson
Type of policy, function or service:	New/Proposed
Version	v.01 (August 2015)

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Cemetery Review (2015)

Background to the Equality Impact Analysis

This Equality Impact Analysis considers the potential impacts, both positive and negative, of Watford Borough Council's Cemetery Review 2015 – specifically the areas highlighted for immediate consideration and action.

This Analysis will, therefore, be updated as the review progresses

Overview of Cemetery Service

Watford Borough Council currently manages and maintains four cemeteries in the borough on behalf of local residents. These are:

- North Watford Cemetery:
- Vicarage Road Cemetery and
- 2 closed cemeteries (All Saint's Cemetery and St Mary's Church Grounds grounds maintenance only).

North Watford Cemetery is the only site with space available for new graves, although this availability is estimated to be limited to around 7-9 years, depending on future demand.

The day to day management of the service (bookings, liaison with Funeral Directors, records maintenance, community engagement) is managed by an on-site Cemetery Manager who also lives on site at North Watford Cemetery. The grounds maintenance and cemetery operations element (such as grave preparation) has been managed by the council's strategic partner, Veolia, since it was outsourced in 2013.

Whilst the service has long been an integral part of the town, it is an area of the council's work where there has been limited knowledge in terms of customer perceptions, including the bereaved, funeral directors and cemetery visitors. Additionally, there is clearly a need to explore a range of emerging issues and to better understand current and future requirements to ensure that the council is well placed to deliver an effective and efficient service that meets the needs of local people and the Watford community.

Overview of Cemetery Review

A comprehensive review of the council's cemetery service was agreed as part of the council's work programme for 2015 (spanning the end of the 2014/15 financial year, with reporting of initial findings set for autumn 2015).

In February 2015, the Institute of Cemetery and Crematorium Management (ICCM) was appointed to support the review of the council's service. The ICCM provides policy and best practice guidance to burial and cremation authorities and is, therefore, an experienced and knowledgeable resource for the council to work with on the review. It can provide appropriate challenge, sign post best practice and consider where improvements could enhance the service and the resident customer experience.

Parameters to the Review

In February 2015, the parameters for the review were agreed as:

Management

- Staffing and Cover issues
- Relationship with West Herts Crematorium (WHC)
- Hours of opening
- The visitor experience
- ICT and Records Management
- Lone working policy
- Income opportunities
- Updating of Regulations for Management of Cemeteries
- Muslim and other faith Burials (weekend burials)

Perception

- Consultation and Engagement identifying service demands
- Benchmarking
- Marketing of Cemeteries

Infrastructure and Environment

- Quality of the grounds and cemetery as a green space
- Building infrastructure
- Growth and expansion opportunities the need for space and Green Burials

Initial Review findings

The ICCM delivered an initial draft report in August 2015. This is an extensive exploration of the current cemetery service and identifies a number of key issues that need to be developed into short, medium and long term actions.

The recommendation at this stage, given the complexity of the review and the breadth of actions arising from its findings, is to take identified actions forward through a detailed Cemetery Strategy and action plan. This will be subject to an Equality Impact Analysis, which will build on the findings and recommendations from this Analysis.

Whilst the Cemetery Strategy and action plan will incorporate the majority of the review's findings and recommendations for the future, there were a number of significant areas identified that require immediate consideration and action.

These areas are to be considered by Watford BC's Cabinet in September 2015.

Focus of the Equality Impact Analysis

This EIA, therefore, considers the potential equality related impacts, both positive and negative of the immediate areas raised for consideration and action on the people in the groups or with the characteristics protected in the Equalities Act 2010

- 1. Age
- 2. Disability
- 3. Gender Reassignment
- 4. Pregnancy and maternity
- 5. Race
- 6. Religion or belief
- 7. Sex (gender)
- 8. Sexual Orientation
- 9. Marriage and Civil Partnership

1. What we know about the Watford population

Watford is an extremely diverse borough. Understanding our population helps ensure the needs of local people and communities are taken into account during the Cemetery Review Outlined below are some of the key data and information that supports our understanding of the Watford community.

Population	The size of Watford's population at the time of the census in 2011 was 90,300 . This is around a 13% increase in population since the last census in 2001 when the population was 79,726. The current mid-year estimate (2014 revised) puts the population at 95,500 .	
	Watford's numerical population growth of 1,769 persons between mid 2013 and mid 2014 was made up of the following:-• Excess births over deaths+862 persons• Net internal in-migration+318 persons• Net international in-migration+590 persons• Other-1 person• Total+1,769 persons	
	This marks a major change from mid 2012 to mid 2013 population growth in which net internal in-migration was the biggest component in Watford's population growth. What it means for the borough is that its attraction for a diverse range of the population continues to be a big draw and, ultimately, adds to town's overall diversity.	
Population density	The population density for Watford is around square kilometre. This makes it the most der in England and Wales. However, in compare	nsely populated district

	metropolitan boroughs, particularly those in and around the outskirts of London, the density is relatively low.
	Since 2013, Watford's popularity as a place to live has, if anything increased. All indications are that its appeal continues to extend beyond the borough and it attracts new residents because of its excellent transport links, proximity to London and high levels of employment opportunities. The town also benefits from a good range of facilities, entertainment and leisure venues and a strong social fabric – including its range of voluntary and community groups and organisations.
	The rise in population and population density undoubtedly leads to an increase in demand for services within the borough. Whilst some of these demands can be accommodated relatively easily, those that require the use of land / space – such as housing and cemeteries – are more difficult for the borough to accommodate. The council's work on Local Plan 2 is exploring a range of options for the development of the borough, including provision for cemetery space.
Age bands	 Watford continues to have a relatively young population - particularly in comparison to the rest of Hertfordshire. The largest populations by age band in Watford are: 25-29 (8,000) 30-34 (8,100) the numbers in each successive age-band fall progressively until there are estimated to be 1,600 who are 85+. The median age in Watford is 35 - no change since 2001. This is the lowest median age in Hertfordshire and is the fifth lowest median age in the Eastern region (47 local authority areas in total). The median age for the UK is 39. Watford has the fourth highest percentage population of 0-4 year olds in the Eastern region and the sixth highest 0-14 year olds. In comparison, Watford has the third lowest percentage population of 65+ in the region.
Households	The average household size in Watford is 2.4. This is average for the region. Number of households The ONS data, based on the census, says that there were 36,681 households in Watford at the time of the Census; as of March 31 2015 is the figure was 38,482. Watford had the fourth highest percentage change in households - +14.6% - in the Eastern region from 2001 to 2011. Household Composition • Most frequent household = single people aged under pensionable age.
	 Grown from 17.5% in 2001 to 21.1% in 2011 (overtaken married couples with children)

	 Lone parents - significant rise in the number and % of lone parents (from 4.9% in 2001 to 7.2% in 2011) One person pensioner households – declined in both numbers and percentage (from 12.2% 2001 to 10.0% in 2011) 		
	 Household tenure Privately rented housing: increased from 3,170 homes in 2001 to 7,371 homes in 2011, from 9.8% to 20.1% of the housing stock Homes owned outright: decreased from 26.1% to 24.4% 		
	 Homes being purchased with a mortgage: decreased from 46.1% to 37.2% 		
	 Social housing remained static as % of the total housing stock (16.3% in both 2001 and 2011) yet it has increased in number from 5,266 in 2001 to 5,987 in 2011 		
Projections	The ONS interim 2012-based subnational population projections are an indication of the future trends in population over the next 10 years.		
	 Watford's population is projected to be 103,000 by 2021 Births are projected to be double deaths each year 		
Sex	Watford has a balanced male / female population.		
Ethnicity	The White British population has decreased from 2001 to 2011 and is now 62% of the Watford population.		
	All ethnic categories except for White British and White Irish have increased over the time period, with notable percentage increase in White Other, Indian, Pakistani and Black African. Other white is the largest non-White British ethnic group in Watford (7.7%) followed by Pakistani (6.7%). Of the Watford Pakistani community, we know that the significant majority are Muslim and of these the majority are Sunni Muslims – see religion below.		
	Recent data indicates that this trend continues.		
Religion	54% of the Watford population identified themselves as Christian in the 2011 Census, 21% stated they had 'no religion, and just under 10% identified themselves as Muslim.		
	The Muslim population requires burials for the deceased and for these to be undertaken as soon as possible after death.		

2. What we know from engagement

The review has been supported by engagement with a range of stakeholders:

- Funeral Directors and Memorial Mason
- The Muslim community
- The Gypsy and Traveller community
- Watford Borough Council members
- Wider Watford community

This engagement confirmed a number of the issues / concerns / proposals for improvement identified in the ICCM review. An overview of the actions identified from the feedback is attached (Appendix I). It also helped confirm the areas in the ICCM report, which require immediate action

Does what we know about the Watford population and feedback from engagement indicate if there are areas in the Review which need to be addressed as a priority

The overview of the Watford community and engagement feedback indicate potential emerging areas the Cemetery review. Whilst the Cemetery Strategy will address these in their entirety, the areas for immediate action are highlighted below. These are being presented to Cabinet in September 2015:

Priority areas for action

1. Introduction of a weekend and bank holiday burial service

This area is covered in detail within the ICCM review and also featured as a major focus of the engagement with both the Muslim community and Watford Borough Council members.

In addition, the council received a petition with over 2,000 signatures in June 2015 calling for weekend and bank holiday burials in Watford cemeteries and for consideration to be given to space issues within the council cemeteries.

Limited provision on a Saturday has been available to meet the requirements for those Watford residents and Watford community groups who require burials to be carried out as soon as possible after death for religious or cultural reasons – in Watford this is primarily the Muslim community. However, Saturday burials are not an established part of the service and cannot, therefore, be guaranteed when required by the community. This is because current staffing resources (both Watford BC and Veolia) are set at levels to provide sufficient Monday to Friday service cover. Saturday cover is accommodated if staff are available and prepared to work outside of contracted hours.

The review was, therefore, tasked with finding a sustainable solution that meets the needs for an extended service for the Muslim community. This extended service would be required for Saturday, Sunday and bank holiday burials. A review of burial requests over recent years does not identify requests from any other community group for this service.

Demand for Muslim burials overall

As part of identifying options for the delivery of a weekend / bank holiday service for the Watford Muslim community, the review considered the recent number of Muslim burials undertaken to gauge the possible extent of demand. This is detailed below with some analysis of the figures for additional context. The figures are for residents and non-residents.

Year	No. of Full Burials	No. of Muslim Burials	No. of Muslim Burials on a Saturday*	No. of Muslim Burials on a Monday**
2010	175	38	4	3
2011	144	28	2	4
2012	152	26	0	4
2013	169	39	2	2
2014	166	41	1	5
2015	122	35	0	5

* This figure does not represent all requests received for Saturday burials just those that the current service was able to accommodate

* * Monday burials could indicate a death over the weekend whilst the service is closed

Whilst the demand is not high in terms of numbers, the council acknowledges the impact on the Muslim community of not having a guaranteed response to requests and that demand might be higher when an extended service is introduced.

RECOMMENDATION FROM REVIEW

Commissioning the Gardens of Peace charity to provide the service for Watford cemeteries

This is a registered Muslim charity, which, as well as running its own Muslim cemetery in llford, provides a weekend service for St Albans Council. The council hands responsibility to Gardens of Peace to provide burials for the Muslim community (the community liaise with Gardens of Peace directly when a need arises) at weekends. An additional fee is charged by the Gardens of Peace, which is paid on top of the burial fee charged by the council. St Albans Council has not had to call on the service on many occasions since it was instigated three years ago but its experience of Gardens of Peace is good.

This option has a number of benefits including:

 \circ $\,$ the experience of the providers and their understanding of religious /cultural and statutory requirements

- it would be relatively quick to action and bring into operation
- \circ $\,$ it requires no additional resource / investment from Watford BC

2. Preserving burial space in Watford cemeteries

The council's Local Plan recognises that cemetery space within Watford is limited (North Watford cemetery is the only site available for new graves). This reflects the national picture, where a number of local authorities are facing a similar problem to Watford in terms of space running out but little or no remaining open space on which to site a new cemetery. As there are no sites within Watford that could meet long term demand with the current rates of burial, it is recommended that policies (as outlined in the ICCM report) are explored that will make the best use of available space.

Although there is no statutory requirement for the council to provide cemetery space, there is, nevertheless, a need to ensure that there is sufficient infrastructure, including cemeteries, as part of the plan making process. With the proposed amendments to policies being explored as referred to below, it is recommended that forecasts for available burial space to 2031 are re-profiled. Adjoining districts will also be contacted to test availability elsewhere. With this additional work, there should be no impact on the potential soundness of Local Plan 2.

RECOMMENDATION FROM REVIEW

Explore limiting burials to Watford residents only

The Watford cemetery service is provided for the benefit of Watford residents. The cemetery service is, however, open to anyone (albeit the cost of burials for non-residents is higher than that for residents). Over the years, the council has been willing to provide this service for people who live outside the borough but with the issue of available space running out within 7-9 years and, currently, no definitive option for where a new cemetery could be located, the proposal of limiting burials to Watford residents is now being explored. To implement this, officers will be required to explore an appropriate policy for approval. Within this policy, there would need to be flexibility for exceptional cases (for example, a proven local connection such as a partner buried within Watford) where discretion would be applied to a non-resident's request. The policy would also need to set out any financial implications of changes to current policy.

It is proposed that the explorations of a policy on limiting burials to Watford residents only forms part of a wider policy that covers all identified measures to preserve / make the most of current burial space within Watford cemeteries. This would include a full audit of space availability and how space is currently designated. This policy would need to be presented to Cabinet for approval. At this stage this Equality Impact Analysis will be updated to consider the impact of the policy put forward.

3. Memorial regulations

The current regulations relating to memorials are out of date and hinder the consistent and effective application of an acceptable height and width for memorials that meet the needs of the bereaved.

RECOMMENDATION FROM REVIEW

Five foot is now a standard height for memorials and it is proposed to set this as the new maximum height for Watford cemeteries. This increased height is important to certain groups within the community. In terms of width, this needs to remain at 3 foot for a single grave and up to a maximum of 7 foot for a double grave. All memorials must be erected by a professional memorial mason.

If approval is given for the revised memorial dimensions, the associated new regulations will be implemented immediately and apply to the erection of all new memorials; it will not be applied retrospectively. However, in order to avoid the past situation when little, or no, enforcement was undertaken when memorials were erected that did not comply with regulations, these new regulations will be enforced fairly and consistently. A policy on enforcement will be developed.

4. Staff cover and office hours

The current cemetery service in terms of day to day management is reliant on one member of council staff – the cemetery manager. As outlined in the ICCM report the cemetery manager works a 37 hour week and also occasionally works on Saturdays. When the cemetery manager is on leave, attending training or is unexpectedly ill, cover is provided by a Veolia employee who is undergoing training via the ICCM. This cover is generally effective but comes at an additional cost to the council and relies on the Veolia member of staff being available at short, medium and long term notice.

Cover has also recently been provided by West Herts Crematorium as part of a Service Level Agreement but, again, cannot always be guaranteed.

The current level of staff resource means that the service has limited resilience and the quality of the service is compromised in areas such as office cover, which is not available if the cemetery manager is conducting a burial or is engaged in other cemetery business away from the office.

RECOMMENDATION FROM REVIEW

It is proposed that staff cover is reviewed to ensure improved resilience and customer experience of the service, including changes to office opening hours.

How will the council ensure equality is promoted by the priority areas of action from the Cemetery Review 2015

Under the Equality Act 2010, three areas need to be considered when analysing the equality impact of the Cemetery Review 2015:

- 1. **eliminate** discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
- 2. **advance** equality of opportunity between people who share a relevant protected characteristic and people who do not share it
- 3. **foster** good relations between people who share a relevant protected characteristic and people who do not

1. <u>Positive impacts</u>

The priority areas identified within the Review support the needs of people with the protected characteristics as set out in the Equality Act 2010. Within the proposed priorities people in the protected characteristics are supported in the following ways:

• Weekend and Bank Holiday Burials

Watford has a large Muslim population. This population has religious and cultural reasons for requiring burials to take place as soon as possible after death. The recommendation of the Cemetery Review is to address this need and seek an organisation that is experienced in delivering this service and that will meet the requirements of the borough's Muslim community.

This will have a positive impact on the Muslim community. It is an issue that the community has raised with the council and has requested that the council find an effective, workable solution.

Whilst the majority of other faiths and those of no religion do not have a requirement for burial to take place as soon as possible after death, this recommendation would alleviate pressure on the service on a Monday, potentially allowing the wider community more choice of burial days at the start of the week. Overall, the impact of weekend and bank holiday burials for the majority of the wider community is neither positive nor negative as the service provided overall remains unaffected. Engagement with funeral directors and residents, whilst not extensive, did not highlight a demand for weekend and bank holiday burials and discussions also identified that those wishing to have a religious representative from the Christian faith present at a burial might find this an issue at weekends – Sundays in particular.

• Memorial regulations

The change to the size of memorials will benefit the whole community as the regulations will apply to all those looking to erect a memorial for a loved one. However, the issue is of particular concern to the Gypsy and Traveller community who raised it with the council (i.e. the current regulations do not allow for memorials of a height that they find acceptable) and it is believed other faiths / communities also prefer to have the opportunity to erect higher memorials.

The enforcement policy on memorials will be subject to further analysis to ascertain impact.

• Staff cover and office hours

Offering opening hours that are more conducive to the working day should benefit the whole community as will greater service resilience as there will be dedicated, experienced staff available for greater periods of time.

2. <u>Negative impacts</u>

As outlined above, there will be positive impacts for the Muslim community as an important religious / cultural requirement will be met through an extended service. The evidence from the cemetery service is that this extended service has not been requested from other groups within the community and for many faiths / those who state they have no religion burial as soon as possible after death is not viewed in the same way. The cemetery service provided will not be reduced to accommodate weekend and bank holiday burials – and will potentially be improved in areas such as office opening hours – so has not worsened overall for the significant majority of the population.

3. Unknown impacts

Limiting burials to Watford residents only

The review outlines that burial space in Watford, given current provision, is limited. The current recommendation is to explore developing a policy that will preserve this space for as long as possible so that all residents – across all protected characteristics – have access to burial space for as long as possible. This policy might include limiting burials to Watford residents only but no detailed work has yet been done to explore this option.. At this stage, without further information and analysis the impacts are unknown (such as a detailed understanding of the number of burials that are undertaken each year for non-Watford residents). A key aspect of the equality impact analysis would be exploring the justification for any change to current policy.

As the review progresses this EIA will be updated

Monitoring and evaluating of the Cemetery Review 2015

The equality impacts identified through this EIA will be evaluated through regular monitoring by the Parks and Streets Client Team and the Cemetery Manger who will be expected to keep up to date records of burials – both requests and those conducted.

A SLA will be developed with Gardens of Peace, if this option is approved, to provide the extended burials service. This will also be monitored through the Client Team and Cemetery Manager.

Overall conclusion

The Cemetery Review includes a number of proposed priorities which, if not taken forward, would have negative impacts on service users – particularly in relation to weekend and bank holiday burials and memorial regulations. The recommendations in these areas, if taken forward, will, in contrast, have positive impacts.

Whilst the analysis acknowledges that the extended service is provided for the Muslim community who have religious / cultural requirements for burial as soon as possible after death, it concludes that there is no loss of provision for those where burial is not required as soon as possible after death and that, overall, there are more positive than negative impacts from progressing the recommendation.

However, it is acknowledged that further work needs to be done on the review, including the delivery of a Cemetery Strategy and action plan and this analysis will need to be reviewed in light of this as well as the decisions of Cabinet on 7 September 2015.

This EIA has been approved by:

Lesley Palumbo Date 25 August 2015

Head of Corporate Strategy and Client Services

Summary of potential positive and negative impacts on protected characteristics

Positive Impact	Protected characteristics	Ways to ensure the positive impact
Provide an extended burial service to the Muslim community	Ethnicity Religion	Commission Gardens of Peace to provide this service and monitor effectiveness through a robust SLA. Review with community after initial period of delivery.
Allow for taller memorials to be erected	Ethnicity All	Change regulations to allow for 5ft memorials
Provide improved staff cover and change to office hours	All	Review current arrangements and undertake necessary consultation with staff.

Appendix I

Cemetery Review: Actions from Engagement

As of 24 July 2015

The following are the actions arising from the engagement to date:

- Funeral Directors and Memorial Masons
- Muslim community (x 2)
- Gypsy and traveller community
- Members
- Community

Ref	Action	Arising from	By when: (short / medium / long term)* See end of document for timescales
01	Review cemetery office hours	Funeral Directors and Memorial Masons	Short
		Muslim community	
02	Explore option of online booking – more transactional on the website	Funeral Directors and Memorial Masons	Long
		Muslim community	
03	Review of cemetery information / communications – improve how it is advertised – including website	Funeral Directors and Memorial Masons	Short (to include changes approved in Sept)
		Muslim community	
04	Introduce new regulations on memorials for consistency and safety	Funeral Directors and Memorial Masons	Short
	NB height and width issue	Gypsy and Travellers	
05	Explore introduction of an annual meeting for those local Funeral Directors / Memorial Masons with link to Watford cemeteries	Funeral Directors and Memorial Masons	Short

Ref	Action	Arising from	By when: (short / medium / long term)
06	Benchmark against what other areas provide (including prices / costs). It was explained this was being done as part of the review and the elements raised in relation to facilitating weekend and Bank Holiday burials would certainly be included. Representatives suggested the following being followed up:	Muslim community Councillors	Short
	 Carpenders Park Amersham Chesham (allow community to help with burials) Luton High Wycombe Three Rivers St Albans 		
07	Explore an 'on call' option for weekend and Bank Holidays	Muslim community Councillors	Short
08	Explore setting aside time slots at weekends and Bank Holidays for burials. There is no need for the service to be 24/7 but what is being requested are times when burials could be achieved. The optimum time for burials for the community would be 12 – 3pm (this allows for burial prayers after 12 noon prayers)	Muslim community Councillors Community	Short
09	Explore scope to train up members of the community to help provide cover – reducing the need for stand-by. This was done in Chesham.	Muslim community Councillors	Short
10	Identify the additional cost of an enhanced / extended service	Muslim community Councillors	Short
11	Consider only offering weekend and Bank Holiday burials to Watford residents	Muslim community Councillors	Short
12	Undertake a detailed analysis of the capacity of the Muslim sections at North Watford Cemetery as part of an overall review of space	Muslim community Councillors	Short

Ref	Action	Arising from	By when: (short / medium / long term)
	remaining within NW cemetery		
13	Explore if there are solutions to the water supply issue for the Muslim section	Muslim community	Short
14	Ensure consistency of the registration for plots that have been reserved (when this was permitted)	Muslim community	Short
15	Consider whether there are any suitable sites outside the borough for cemetery provision (e.g. Link Road / Langlebury)	Muslim community Councillors Community	Medium
16	Re-examine cutting down the trees to expand North Watford Cemetery	Muslim community Community	Medium
17	Identify, if available, pockets of land that could be used (examples were given of land around North Watford mosque / Harebreaks – around the APG)	Muslim community Community	Medium
18	Explore any land held by other public sector bodies in the borough that could be used for a new cemetery	Muslim community Community	Medium

Timescales for action:

Short: August 2015 to March 2016

Medium: April 2016 to October 2016

Long: November 2016 to March 2017