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| Report To: | EXECUTIVE CABINET |
| Date: | 21 March 2018 |
| Executive Member/ Reporting Officer: | Councillor Allison Gwynne – Executive Member (Clean and Green) Emma Varnam – Assistant Director Operations & Neighbourhoods |
| Subject: | REPLACEMENT OF CREMATORS AND MERCURY ABATEMENT, FILTRATION PLANT AND HEAT RECOVERY FACILITIES. |
| Report Summary: | The report provides information on replacing the current cremators and auxiliary equipment at Dukinfield Crematorium in order to meet its statutory requirements. |
| Recommendations: | <ol style="list-style-type: none"> 1. That Executive Cabinet AGREES that this proposal is taken to the next stage and that further work is undertaken to produce detailed business case for investment providing fully specified and costed scheme together with implementation plan setting out how the current revenue expenditure will be reduced as a consequence of this investment. 2. To APPROVE the appointment a technical advisor to develop a schedule of works and a detailed specification of all the councils requirements for the project in order to develop a full detailed business case, covering both the proposed capital investment and ongoing revenue operations to enable capital investment being fully approved. |
| Links to Community Strategy: | The scheme identified within the report seeks to provide an improved and more sustainable asset for the residents of Tameside, thereby contributing to a safe environment and continuing economic key priorities within the 2012-22 Tameside Sustainable Community Strategy. |
| Policy Implications: | None |
| Financial Implications: (Authorised by the Section 151 Officer) | <p>This report outlines the principles for the replacement of cremators at Dukinfield Crematorium and proposes the appointment of a technical specialist to prepare a detailed specification and schedule of works.</p> <p>A full detailed business case, covering both the proposed capital investment and ongoing revenue operations, must be prepared by Officers and presented to Members prior to the capital investment being fully approved.</p> |
| Legal Implications: (Authorised by the Borough Solicitor) | Not to comply with legislation affecting crematoriums puts any operator in breach of their statutory obligations. The Council must ensure the necessary compliance whilst complying with its statutory duty to ensure any expenditure is efficient and effective and achieves a balanced budget. |
| Risk Management: | There would be a major loss of revenue income to the Local Authority should the cremators not be in working order. This could |

cause substantial Public Health issues. The Council will be in breach of its environmental permit if it can no longer abate the particulates being released into the atmosphere. Air quality and environmental standards are compromised if the proposed works are not carried out.

Access to Information:

The background papers can be obtained from the author of the report, Michael Gurney, by:



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1. BACKGROUND

- 1.1 The chapel building in Dukinfield Cemetery was built in 1865 and in 1953 the crematorium was adapted from the Church of England and Non-Conformist chapels, the former being retained for use as the crematorium chapel and the latter being adapted to be the crematory which is where all the technical equipment (cremators etc.) are housed. This was in order to meet the growing demand for cremations nationally.
- 1.2 This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 for its special architectural or historic interest and as such, carrying out work both internally and externally has always been complex and somewhat challenging whilst trying to meet the demands from Central Government in adhering to environmental standards.
- 1.3 Dukinfield Crematorium is a busy crematorium carrying out over 2000 cremations annually. It is also the third busiest crematorium in Greater Manchester. The table below, issued by The Federation of Cremation Authorities, shows the cremation statistics from across the conurbation.

| Name of Crematorium | No of Cremations |
|----------------------|------------------|
| Stockport | 2479 |
| Bolton | 2195 |
| Tameside | 2092 |
| Manchester (Private) | 2021 |
| Salford | 1841 |
| Oldham | 1586 |
| Trafford | 1552 |
| Rochdale | 1322 |
| Wigan | 1128 |
| Manchester (Council) | 1112 |
| Bury | 1011 |

- 1.4 The current three cremators were installed in 1998. The life expectancy of cremators, based on the capacity they are being used at Dukinfield, is between 15 and 20 years. They are clearly now at the end of their working life.
- 1.5 To comply with legislation from DEFRA, mercury abatement was required to be retro-fitted to the existing equipment to ensure 50% of the cremations that took place were abated. Legislation stated that this had to be in place by 1 Jan 2013. However, due to Tameside Council's commitment to a clean environment, Dukinfield Crematorium installed its 50% mercury abatement programme, together with a Heat Recovery System, in 2009.
- 1.6 The three cremators are now in need of replacement. Due to their constant use and their age, the cremators are now susceptible to mechanical breakdown and maintenance costs are therefore increasing all the time, which has an impact on revenue spend and can cause inevitable delays when trying to make appointments for funerals with families.
- 1.7 Due to the fact that the mercury abatement equipment was also added to the cremators at a later date, the emission monitoring tests that are regularly carried out, show particulates being realised could fail if mercury abatement equipment is not replaced as part of the project. The Council would be in breach of its conditions of the environmental permit should that occur.
- 1.8 Since the introduction of the mercury abatement legislation in 2013, 70% of cremation authorities are now abating 100% of their cremations. At present, Tameside Council is abating 50% as required by law. Supporting information states the government wish is for

all authorities to be 100% abating by 2020. This is not law yet, however, this may be a mandatory requirement in the near future.

- 1.9 When the heat recovery system was installed in 2009, Tameside Council was very forward thinking and was one of the first crematoria to install such a scheme. The project will also ensure that this same opportunity to recycle the excess energy from the cremation process to heat the chapel, as it currently does, will continue with a new heat recovery system. This system, along with a potential reduction on gas consumption due to the new cremators being more fuel efficient, could provide savings in building costs.
- 1.10 The three cremators and any associated new plant will need to be housed within the existing crematorium building.
- 1.11 The bereavement industry is acutely aware that many larger coffins are now being requested or presented for cremation. In order for the cremation authority to provide a full service and cremation for all its residents, including those deceased persons who are oversized, a new larger cremator will be included in the specification. At present, Dukinfield Crematorium can only accept coffins up to 32" (813mm) wide and therefore families will go to another crematorium where larger cremators are available.
- 1.12 Adaptations to the building to facilitate the replacement of the existing cremators, including the larger model and the auxiliary equipment, may also be required.
- 1.13 The cremators, mercury abatement equipment and associated plant or equipment must be capable of meeting the full requirements of The Secretary of State's Guidance Notes for Crematoria PG5/2(12), or further relevant legislation as may be current at the time of installation. Regardless of whether the government make it a mandatory requirement to abate 100% of its cremations, the proposals for this project are to include 100% abating due to the Council's commitment to be a cleaner, greener borough.
- 1.14 Crematoria are regulated under the Pollution, Prevention and Control Act 1999 for emissions to air. Local authorities act as regulators and enforce standards through the provision of an environmental permit. The permit stipulates conditions that must be adhered to and follows statutory guidance. Within, Tameside local authority, the Environmental Regulation section in the Public Protection team is the regulator.
- 1.15 The Strategic Planning and Capital Monitoring Panel earmarked funding of £1.5m in October 2017 for the replacement of Cremators, Mercury Abatement, Filtration Plant and Heat Recovery Facilities. This will future proof the service provided at the crematorium and safe guard the revenue income generated by Bereavement Services.

2. TIMELINES

- 2.1 Indicative timelines for the proposed work based on experience of others and from specialists indicate a 12 month project timeline. This will include timeframes for specialised procurement (technical advice) and on site installation.
- 2.2 It is also imperative to ensure service continuity throughout the whole installation process with minimal operational downtime as is practically possible.
- 2.3 Consideration also needs to be given to ensure the installation works are not carried out during the busiest months for Bereavement Services which are generally November – February inclusive. Operationally, we could not consider a replacement programme during these months when, historically the death rate is far higher, as we would have insufficient cremator capacity otherwise to cope with normal winter demands.

- 2.4 In view of the above factors and it may be necessary to re-profile the spend.
- 2.5 It should also be noted that whilst £1.5m was identified initially for the project, a further report will be required once more accurate figures are available to ensure availability.

3. PROPOSAL

- 3.1 To appoint a technical advisor to develop a schedule of works and a detailed specification of all the councils requirements for the project.
- 3.2 This approach will allow the authority to ensure the procurement protects the local authority's position for the next twenty (20) years during a period when environmental objections are inevitably increasing.

4. RECOMMEDATION

- 4.1 As detailed on the front cover of this report