

# Central Durham Crematorium

## Service Asset Management Plan 2018/19+

*To provide a sensitive, respectful service, fitting for the bereaved.  
Our plan for maintaining and developing the site and its facilities*



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Ian Thompson  
*Corporate Director Regeneration and  
Local Services*

## Foreword

Welcome to our sixth Service Asset Management Plan (SAMP) for the Central Durham Crematorium. The property and land that is our Crematorium is one of our key assets and we need to ensure that our approach to the management of it enables us to deliver our service in the best possible way, meeting the needs and expectations of customers and staff.

The publication of our property plan represents a significant moment in the Central Durham Crematorium Joint Committees approach to its property management. We need to view our premises, not simply as a building from which we deliver our service, but as an asset in the widest sense driving forward continual service improvement and investment.

We also increasingly need to see our property as a resource to deliver against the priorities set out in our service vision and also as a way of helping us to deliver a professional and dignified service for the residents of County Durham.

I am confident that this updated Service Asset Management Plan provides an important part of our service delivery approach.

## 1. Introduction

Our overall vision for all our cemeteries and crematoria, including The Central Durham Crematorium, is set out in our Service Development Plan and is:

- To provide a sensitive, respectful service fitting for the bereaved;
- To ensure that sympathetic, supportive and confidential advice is given to the recently bereaved on funeral service arrangements and give assistance in co-ordinating the funeral process if required;
- To provide consistent high quality standards of maintenance in cemeteries and crematoria across County Durham, working to maximise value for money;
- To ensure the proper respect of all Council cemeteries and crematoria with fair Rules and Regulations, which are explained to all visitors;
- To work in partnership with our colleagues at Spennymoor Town Council through the Central Durham Crematorium Joint Committee.

Our vision reflects our overall Regeneration and Local Services (ReaL) aim which is to improve services and make a real difference to our communities. The Central Durham Crematorium SAMP is a document which can enable us to deliver our vision by:-

- Identifying the property needs of the service to enable it to deliver its vision
- Assessing the condition, sufficiency, suitability, accessibility and energy performance of our crematorium and looking at their appropriateness to deliver the future service.
- Identifying the portfolio gaps and appraising the options and priorities to close the gaps between future needs and current provision
- Mapping a way forward to deliver the changes needed which takes in to consideration available funding streams and opportunities.

Our Crematorium 'stand-alone' SAMP will inform the Regeneration and Local Services SAMP. The ReaL SAMP links to other Service Grouping SAMPs and the Corporate

Asset Management Plan to ensure the Council and its partners obtain best value for property assets they occupy and gets maximum return from these assets in terms of meeting its objectives.



*Durham Crematorium*

## **1.1 How we fit in with Durham County Council and Spennymoor Town Council Corporate Priorities**

Under the terms of the CDCJC Constitution, the Crematorium is legally vested in Durham County Council and operated by a Joint Committee on behalf of Durham County Council and Spennymoor Town Council. All employees engaged in the service are employed by Durham County Council. The Committee operates within a strict Code of Corporate Governance which comprises systems, processes, culture and values by which the Central Durham Crematorium Joint Committee directs and controls its activities (Section 1.2 below sets this out in further detail).

Durham County Council's Bereavement Services team (part of Direct Services within ReaL) manage the Crematorium on behalf of the Joint Committee. Bereavement Services align to the constituent authorities' corporate priorities through the Durham County Council, Council Plan 2016-19 and the Spennymoor Town Council Mission which is explored further below.

### **The Durham County Council, Council Plan 2016-19**

The Plan links closely with our Budget/Medium Term Financial Plan (MTFP) and sets out how we will consider our corporate priorities for improvement, and the key actions we will take to deliver the longer-term goals in the Sustainable Community Strategy and our own improvement agenda. Bereavement Services has a role, along with all other services, to play in the achievement of the priorities within the Plan.

The actions within the Plan are structured around the five priority themes for County Durham, plus an additional one specifically for the council:

- Altogether wealthier - focusing on creating a vibrant economy and putting regeneration and economic development at the heart of all our plans
- Altogether healthier - improving health and wellbeing
- Altogether safer - creating a safer and more cohesive county
- Altogether better for children and young people - enabling children and young people to develop and achieve their aspirations, and to maximise their potential in line with Every Child Matters
- Altogether greener - ensuring an attractive and 'liveable' local environment, and contributing to tackling global environmental challenges
- Altogether better council - ensuring corporate improvements are achieved against the five priority themes.

The Altogether Better Council strand aligns closest to Bereavement Services, by:

- Improving efficiency and value for money
- Working to satisfy customer needs and expectations

### **The Spennymoor Town Council, Mission**

Spennymoor Town Council's mission is "to engage with residents, working with all to make Spennymoor a better place for us all to live."

The Council has identified 5 goals that form the landscape within which the detailed aims and objectives will be developed. The 5 goals are:

1. Improve the working of Spennymoor Town Council – this includes STC organisation, teams and team working, processes, projects, controls, planning, income, spend, Councillors, Committees, meetings, interaction with organisations.
2. Implement open, relevant, timely, informative engagement with residents – this includes all communication channels through which STC engages with residents.
3. Improve the visibility of STC with residents – this includes all opportunities to engage face to face with residents.
4. Make Spennymoor a better place to live, in areas within STC control. Locations and services include Cemeteries, Play areas, Cow Plantation, Parking, Parks, Town Hall, Art Gallery, Events, Allotments, Community Centres and Halls, Toilets.
5. Make Spennymoor a better place to live, in areas outside STC control. Locations and services include Festival Walk, Parking, Infrastructure, Schools, Mining Museum, DLI store at Sevenhills, DurhamGate/Watson Park facilities, buildings and spaces in need of redevelopment.

**STAGE 1: The purpose of our Service and how it may be changing in the future**



An introduction to our Service; our roles and responsibilities, our links to Corporate Priorities, the scope of this Plan, and the anticipated changes to our Service over the next 10 years

### **1.2 Governance - The Central Durham Joint Crematorium Committee**

Central Durham Crematorium Joint Committee comprises of 12 Durham County Councillors and 3 Spennymoor Town Councillors. The key elements that comprise the Joint Committee's governance arrangements include:

- Defining and documenting the roles and responsibilities of the Durham Crematorium Joint Committee member and officer functions, with clear delegation arrangements and protocols for effective communication.

- Developing, communicating and embedding codes of conduct, defining the standards of behaviour for members and officers.



**STAGE 2: The future needs of our Service alongside our existing portfolio**

Consideration of what our 'ideal' assets should look like in the future, an assessment of our existing portfolio and how it is performing, and an analysis of how our 'ideals' differ from our existing asset base



**STAGE 3: The key areas of change for our Service**

Develop priorities for our assets over the next 10 years, evaluating how we intend to deliver these (within available financial resources), and the impact that priorities will have upon our existing portfolio

Reviewing and updating financial instructions and supporting procedure notes/manuals, which clearly define how decisions are taken and the processes and controls required in managing risks.

Durham County Council and Central Durham Crematorium Joint Committee Constitutions set out how they operate, how decisions are made and the procedures which are followed to ensure that these are effective, transparent and accountable to service users.

A risk management approach is in operation that aids the achievement of strategic objectives, supports decision making processes, protects the reputation and other assets of the Crematorium and is compliant with statutory and regulatory obligations. This involves regular reports by internal audit, to standards defined in the CIPFA code of practice, and in accordance with the Accounts and Audit Regulations 2015. These include the Head of Internal Audit's independent opinion on the adequacy and effectiveness of the system of internal control at the crematorium, together with recommendations for improvement.

The annual report and accounts includes a governance statement which is approved by the Joint Committee.

### **1.3 The scope of our Service Asset Management Plan (SAMP)**

The Central Durham Crematorium SAMP is intended to show how our property assets should be developed to meet our continuing service delivery obligations and aspirations, and is also a means by which we can map how our current property assets match the future needs of our Service. It is a strategic document which will provide us with a clear direction of travel for the future.

The main stages in the development of the SAMP are outlined in the left column and are covered in more detail throughout the document.

The SAMP provides the framework by which our existing property assets are aligned to our service delivery priorities. Overall it ensures that our buildings and land can support service needs and provide the opportunity to lead and enable change.

The SAMP will also be an important tool which, alongside those documents from other Service areas, will

inform the Council's Corporate Asset Management Plan and the Central Durham Crematorium Maintenance Programme. This will enable us to;

- formulate a planned maintenance and repair programme,
- Consider property alterations, refurbishment works and new build projects.

The SAMP provides an effective link between the management of Crematorium utilised assets to ensure the efficient and effective delivery of service need. In order to achieve this it is essential that we analyse our existing property performance and carry out a comprehensive review of our Crematorium. Asset information, including building condition data and the outcomes of access audits will be detailed in the SAMP and reflected within the performance data detailed in Section 4. This baseline information enables us to view the performance of the Central Durham Crematorium and provides a high level overview of investment need.

## **2. Our Service**

Bereavement Services provides professional, sympathetic, supportive and confidential advice on funeral service arrangements and can give assistance in co-ordinating the funeral process if required. Overall the service provided is a valued one that has achieved a Gold standard through the ICCM (Institute of Cemetery and Crematorium Management). There are also six green flags awarded to Council cemeteries and crematoriums including the Central Durham Crematorium, in recognition of their maintenance standards and community involvement. In 2018, Bereavement Services was rated by ICCM as the fifteenth best performing service in the country.

There are a number of areas of change that have affected delivery of our service. The main challenge to the Service was the requirement (from 1 January 2013) for 50% of all cremations to be mercury abated.

According to estimates from Public Health England, two thirds of adults and a quarter of children between two and 10 years old are overweight or obese. Obese children are more likely to become overweight adults and to suffer premature ill health and mortality, and by 2034, 70 per cent of adults are expected to be overweight or obese. Should this trend continue as indicated, we will have to adapt to dealing with larger clients for the foreseeable future. We need to monitor this trend and in the long term, consider adaptations to our existing crematorium facilities and equipment.

Since 2009 there has been significant investment in the Central Durham Crematorium, some of this work has included:-

<b>Buildings</b>		
New additional car park	£	182,899
Crematorium extension	£	953,983
New cremators and mercury abatement plant	£	1,292,918
Re-surfacing of car park	£	18,000
Alterations/upgrade to catafalque doors, heating control, fire alarms	£	29,745
Disabled Toilets upgrade	£	6,500
Improvement to office facilities	£	145,000
Alterations to Book of Remembrance Room	£	171,463
Improvements to ramp ways	£	18,569
Improvements to drainage system	£	18,398
Alteration to bin storage area	£	5,803
Installation of outside lighting to new office entrance	£	2,500
Refurbishment of chapel	£	122,698
Alterations to chapel doors	£	20,145
Refurbishment of the internal waiting room	£	131,819
Alterations to external waiting area	£	63,451
Improvements to crematorium heating	£	11,853
Additional toilet facilities	£	66,035
Replacement of seating in waiting room	£	3,380
Re-lining of hearths x1	£	3,800
Replacement of curtains/blinds to chapel area	£	3,857
Re decoration works	£	4,231
Upgrade Wesley Music system	£	3,679
Upgrade Wesley Tribute system	£	11,856
Purchase of weed ripping machine	£	3,514
Purchase of coffee machine	£	3,968

Purchase of electric mowing machine	£	8,595
Re decoration works	£	11,660
Replacement of lectern to chapel area	£	1,800
Re placement of windows to office & new paving	£	26,314
Re placement of shrub beds in grounds	£	7,150
Replacement of pathways around garden of remembrance	£	18,800
Creation of staff car parking area	£	56,466
Carry out Re-lining of hearths x 1	£	3,450*
Purchase of pressure washer	£	545
Replace exterior gates	£	5,000*
<b>Total</b>	£	<b>3,439,844</b>

## 2.1 The Vision for our Crematorium

The building and land utilised for our crematorium needs to work towards delivering the overall vision for both Durham County Council and Spennymoor Town Council, and our Service Vision described in Section 1. Bereavement Services works towards delivering the Altogether Better Council strand of the Council Plan. In addition there are many external factors that have driven change across our Service i.e. the cremator replacement programme and Mercury Abatement issues, and the requirements to replace cremators able to accommodate the anticipated increase in adult obesity. To enable us to deliver our vision we require buildings that are legislatively compliant and provide an appropriate and sympathetic environment for the bereaved.

We will also need to ensure that a process of continual maintenance and periodic upgrade is established so that we can sustain an effective and efficient portfolio.

When considering future investment in our property portfolio we must therefore seek to ensure that we:

- V1** Provide buildings which provide a sensitive, respectful service fitting for the bereaved
- V2** Provide cremators and abatement equipment which are fit for purpose and comply with the requirements set out in Environmental Protection Legislation and complies with Environment Protection Act 1990 and Statutory Guidance notes issued by DEFRA.
- V3** Maintain and develop the grounds and buildings of our crematorium to give comfort and consolation in a landscape setting

### **3. The anticipated changes to the delivery of our Crematorium Services over the next ten years**

As a service we also recognise that other challenges may lie ahead in the delivery of our service vision and aspirations and that it is important that we respond to any anticipated changes that may impact upon our Service delivery over the coming years, whether this be brought about by a shift in Government policy, changes in delivery methods, social or demographic changes etc.

As such, this section of our SAMP outlines the anticipated changes which we expect to appear on the horizon over the short term (up to 2 years), medium term (3 to 5 years) and longer term (6 to 10 years). In establishing these changes, we will then be able to map out how our existing property portfolio meets required needs and the changes we may need to make in the future.

#### **Short-term changes (up to 2 years)**

- To continue to respond to property and other service changes brought about through the implementation of the new changes with regards to the death certification process.
- To respond to the changes with regards to service delivery and the changes identified in the feasibility study for the crematorium improvements.
- To respond to any maintenance back logs during the financial years 2018/19 and 2019/20.

**Medium-term changes** (up to 3 to 5 years)

- As corporate priorities are reviewed in line with future Council Plans , we will need to revisit and adapt our own Service priorities so that these continue to align with any changing local needs
- Further to the draft Cemetery Policy we will continue to seek to have a sustainable crematoria and cemetery portfolio which is fit for purpose.

**Long-term changes** (up to 6 to 10 years)

- It is anticipated that the death rate is expected to increase from 2018 naturally placing greater pressures upon the service that we will need to provide. We will need to monitor changes and adapt/improve/replace our Crematoria and Cemeteries as necessary.
- The anticipated lifespan of our Cremators is about 20 years. At the end of the loan repayment period in 2021, the Annual contribution to the reserve fund will be a sum equivalent to the current loan and will allow a substantial reserve fund to be created. This will enable the installation of replacement cremators and mercury abatement equipment if necessary without the need to source capital funding. We will need to monitor any increase in costs and source additional or alternative funding where required.
- It is anticipated that adult obesity levels will increase substantially in the long term. We will need to monitor this trend and adapt our crematoria to accommodate our larger clients.

**THE FUTURE NEEDS OF OUR SERVICE  
ALONGSIDE OUR EXISTING PROPERTY  
PORTFOLIO**

## 4. Asset Supply Profile

If we are to achieve our ambition to provide a sensitive, respectful service fitting for the bereaved, we must have a land and property portfolio which assists us. This means we must provide buildings and grounds that give comfort and consolation.

Whilst major steps have been taken over recent years to improve our existing Crematorium there are still significant steps that we need to take to realise our vision, and as such it is essential that we have up to date knowledge of our existing asset base and how it is performing.

### 4.1 Our existing property assets

#### 4.1.1 Central Durham Crematorium

The Crematorium is owned by Durham County Council and operated by a Joint Committee on behalf of Durham County Council and Spennymoor Town Council.

The Crematorium is nestled on the outskirts of Durham on South Road (A177 Just off A167) close to Durham Cathedral and serves the residents of the whole of County Durham and beyond. The Crematorium Chapel, designed by J P Chaplin, A.R.I.B.A is hexagonal in shape and has large windows, giving panoramic views over the meadowland surrounding the building and of the distant woodland surrounding the site. The Crematorium was opened in August 1960.

Areas are set aside for the scattering of cremated remains throughout the crematorium land and an atmosphere of peace and tranquillity prevails in the surrounding of the Crematorium.

Within the crematorium grounds there are also 2 bungalows which are owned by Durham County Council, both of these properties are currently rented out.

More recently an area of land to the bottom of the crematorium which is owned by Durham County Council was established as a community owned woodland burial site which was created by the Woodland Burial Trust by way of a lease agreement, however this went into administration and Durham County Council have now taken this over and are currently working with a friends group on this site.

More recently Durham crematorium was granted Green Flag status for the seventh year running.



*Crematorium Chapel*

In excess of 2,300 cremations are carried out each year.

#### 4.1.2 Crematorium Chapel



*Chapel of Remembrance*

The Crematorium Chapel has recently been refurbished and now provides seating for up to 100 people with standing room for over 50. Adjoining the chapel is a waiting room. The covered floral display area is situated to the exit area of the chapel, in which relatives and friends can view floral tributes following the service. All areas of the crematorium are accessible to people in wheelchairs.

For the hard of hearing, induction loops are installed in the Chapel. Specially adapted toilet facilities, suitable for disabled persons, are provided adjoining the waiting room opposite the Chapel entrance. Guide dogs and assistance dogs are permitted to enter all parts of the buildings and grounds.

Service times are on every hour and half hour, allowing some 20 minutes for each service and giving time for the Chapel to be tidied between each funeral service.

The style, character and condition of the building are in keeping with the crematorium.

#### 4.1.3 Chapel of Remembrance

A new Chapel of Remembrance building has also recently been constructed and this is now situated to the right hand side of the crematorium chapel. There is also a facility available to place flowers within the building and vases are supplied which also house the two book of remembrance cabinets and a new touch screen book view facility.

### 4.2 How our Existing Assets are Performing

As part of the Authority's Corporate Property Database, details where available, are held on all assets utilised by Bereavement Services including Durham Crematorium, with regards to their condition, sufficiency, suitability accessibility and energy performance.

#### 4.2.1 Condition/outstanding repairs

The condition survey that was previously carried out in respect of Durham Crematorium in 2014 showed that the premises are in good condition. There are however a number of works identified which will improve the service offered to the bereaved. This has a conditional estimated survey need of **£546,420**,

**£265,450** considered as works which are urgent / essential and will be considered for inclusion in the 2019/20 budget. **£121,090** desirable works which are required in 2020/21, **£24,790** for 2021/22 and **£135,090** are longer term works.

### Premises Condition Summary

	TOTAL MAINTENANCE NEED BY PRIORITY (£)			
PROPERTY	PRIORITY 1 URGENT, ESSENTIAL  (19/20 )	PRIORITY 2 LONGER TERM DESIRABLE WORKS (20/21)	PRIORITY 3 LONGER TERM DESIRABLE WORKS ( 21/22)	PRIORITY 4 LONGER TERM WORKS  (22/23 onwards)
Durham Crematorium	£ 265,450	£ 121,090	£ 24,790	£ 135,090
<b>TOTAL</b>				<b>£546,420</b>

The table above does not include any requirements or costs in relation to the future replacement of the Cremators.

In seeking to address the condition needs of our crematorium, we routinely prioritise and address maintenance issues where possible through our Repairs and Maintenance Budget and Repair Reserve. Investment has been made in recent years to address the maintenance backlog and other repairs identified by the premises manager through a premises suitability assessment.

#### 4.2.2. Sufficiency

Unfortunately sufficiency assessments are not planned to be undertaken across the Councils Portfolio – the resources are not unfortunately available to do so.

However Durham Crematorium is optimally used by residents of Durham County Council and



*Crematorium general view*

Spennymoor Town Council providing sufficient needs for the bereaved; however this may only become an issue for Durham Crematorium where death rates do increase considerably. Sufficiency will, where resources allow, be looked at as one part of the Councils Property Review Programme although the property review programme covers whole portfolio areas rather than one individual property such as Durham Crematorium.

### **4.2.3 Suitability**

Unfortunately suitability surveys assessments are not planned to be undertaken across the Councils Portfolio – the resources are not unfortunately available to do so.

The manager of Durham Crematorium has carried out a basic suitability audit, the results of which are set out below at Section 6 (Gap analysis)

However, providing investment into the current building will provide suitability in terms of service delivery and the right location.

Suitability is about whether the property users/customers consider that the premises meet requirements in terms of use. A series of questions are asked around whether staff/customers find the heating/lighting/ventilation/decoration staff facilities and general aesthetics etc. in their opinion as good/fair/poor. This detail helps to inform future investment requirements. In this instance, the premises manager advised in his opinion what the issues were in terms of suitability and this enabled the gaps to be drawn out. It is possible although, we usually find that the premises manager is the best source of knowledge, that there may be other suitability issues that staff/customers may be able to highlight which could, subject to service approval and of course resources are included in the premises Investment Plan.

### **4.2.4 Accessibility**

As part of the Council's recognised duty to plan for improved access to facilities for disabled or impaired service users, staff and visitors, Durham Crematorium was subject of an accessibility audit carried out in 2011. A feasibility report to deliver these works was carried out by our in house Design Team.

## 4.2.5 Energy performance



*Crematorium front entrance*

Annual energy performance details are collated on all assets utilised by Bereavement Services and include information around energy consumption (electricity and gas) and water consumption. These figures are reported as part of the Corporate Asset Management Plan. The latest figures available for 2017/18 show that the energy consumption for Durham Crematorium was in excess of 1,251,128 Kilowatt-hours (kWh) (based on a gross internal area of 560.31 sqm). In monetary terms, this consumption cost the Crematorium Joint Committee in excess of £42,060 during 2017/18.

The total water consumption in 2017/18 was also in excess of 8051 m<sup>3</sup>; again in monetary terms this consumption cost in excess of £ 9,123 per year.

The tables below provide a summary of the energy performance of Durham Crematorium during 2017/18. In light of our commitment to support the Council's sustainability and climate change agendas we recognise the need to improve these energy performance statistics over the coming years, particularly in respect of carbon emissions from our buildings. Therefore an energy improvement option feasibility report has been undertaken in 2018 to identify improvements.

### Energy Performance Summary

Year	TOTAL ENERGY CONSUMPTION (kWh)	TOTAL ENERGY CONSUMPTION (£)	TOTAL WATER CONSUMPTION (m <sup>3</sup> )	TOTAL WATER CONSUMPTION PER SQM
2017/18	1,251,128	42,060	8,051	14.37

As Durham Crematorium buildings and the cremator is updated and/or replaced it should be the prime objective to reduce all these figures.

The data collated shows us that

- For obvious reasons the Crematorium consumes a far greater amount of gas and electricity (based on kWh usage) than the Council average. This is considered to have a consequent

knock on effect on CO<sup>2</sup> emissions

- Water consumption is below the Council average.

## Energy Proposals

Proposals included fully exploring the possibilities that may allow further use of the waste heat generated by the heat exchangers. The crematorium project team investigated ways in which the surplus heat from 2 cremators could be utilised however it was felt that this be put on hold, as well as the possibility of the installation of solar energy panels to the building.

In 2016 Durham crematorium was subject to an energy assessment and recommendations were made to improve energy performance, Therefore an energy improvement option feasibility report has been undertaken in 2018 to identify improvements. We are currently awaiting an exact cost to have these recommendations undertaken.

## 5. Asset demand Profile

Being mindful of the anticipated changes that our Service is likely to face over the next 10 years, it is important that we consider what our 'ideal' property portfolio should look like to reflect our future needs. In this section of our SAMP we therefore take a 'blank piece of paper' to set out what our real asset needs are, without being restricted by our existing portfolio.

These 'ideals' are however tempered by a realistic appreciation that we do not have infinite resources.

### 5.1 Our ideal property assets for the future

In assessing what our ideal Crematorium should look like we have analysed the needs of our Service. In doing so we have recognised that our assets need to be fit for purpose and provide for changes in legislation and government guidance whilst delivering improvements and maximising the opportunity to achieve value for money.

As part of Property Assets for the future we carried out a survey of users on our open evening held in May 2013. This highlighted some future investments going forward.

The table below sets out the considerations for our Crematoria:

### **Location**

- A woodland or parkland setting in an area of undulating ground with good natural features and mature trees
- Accessible by public transport
- Section 5 of the Crematoria Act 1902 stipulates that no crematorium shall be within:
  - 200 yards of any dwelling house
  - 100 yards with consent
  - 50 yards of any public highway nor in any consecrated part of a burial ground

### **Size**

- A minimum of two hectares (approximately five acres) per estimated 1000 cremations per annum

### **Layout and image**

- Entrances and exits should not be in close proximity to incompatible establishments
- Entrances and exits should not be located on main trunk roads
- The flow of traffic to the building should be simple, dignified, uninterrupted and screened.
- Shared vehicular entrance and exit roads should be at least five metres wide.
- Entrances and exits to ancillary rooms should flow through the building in sequence.
- Adequate car parking facilities which are DDA compliant.
- Undercover entrances
- The entrance hall or vestibule should be spacious and provide for toilet facilities
- The waiting room should have adequate seating capacity, toilet facilities and be set out to allow the arrival of the cortege to be seen by those waiting.
- The vestry should be located at the front of the building
- The chapel should provide for 80/100 mourners and should be flexible enough to allow for funerals of different denominations. It should be set out in such a way that provides for the comfort and use of all mourners and is DDA compliant
- The provision of a cremator that is compliant with Environmental legislation and Secretary of State guidance particularly in relation to mercury abatement
- The provision of an adequate and suitable music system including an organ
- CCTV to allow for traffic monitoring, chapel and crematory arrangements and security.
- A suitably designed and appropriate for use catafalque.
- The provision of a Committal Hall and viewing room
- Provision of adequate and suitable ancillary accommodation including a Bearers Room Chapel of Rest, Coffin Storage Facilities, Treatment Room for Cremated Remains and staff facilities.

Cont. ...

#### Customer needs

- Provision for commemorative floral tributes to be accommodated within the general vicinity of memorials.
- Provision of chamfered terra-cotta brick or stone edging to the walks of the Garden of Remembrance to allow for the fixing of memorial plates.
- Provision of a Book of Remembrance
- Provision of a Columbaria

#### Other Requirements

- The provision of a Chapel of Remembrance, hexagonal shaped 8' sides, situated to the right hand side of the crematorium in an area designed for the floral tribute. The building should be designed so that it can be used for the storing and display of the Books of Remembrance, in suitable cabinets. Ideally this chapel should be separate from the main building and close to the Garden of Remembrance. Visitors, who wish to view the Books of Remembrance, or quietly mediate in the chapel, should not be disturbed by mourners attending services and vice versa.



*Memorial Garden*

## 6. Supply and Demand Comparison (Gap Analysis)

The aim of the gap analysis is to review our existing Crematorium against our anticipated future requirements. We need to provide the right environments and particularly the right buildings with the right facilities, which project the right image to our service users and the wider community. By examining our existing crematorium (Section 4) against our 'ideal' property portfolio (Section 5) we can see what improvements and modifications this will need to entail, which in turn allow us to target available resources towards our areas of greatest need and importance over the coming years.

## 6.1 How our 'ideal' property portfolio differs from our 'existing' asset base

Investment has been made to reduce our overarching maintenance need and to improve facilities in line with our changing service delivery need requirements. Over the last 8 years total investment of over 3.4 million has been carried out on the replacement of cremators, crematory extension and additional car parking facilities, along with office and chapel improvements. Despite this investment however, there are gaps between our current asset portfolio and our 'ideals' for the future.

### 6.1.1 Cremator Replacement and Mercury Abatement

The anticipated lifespan of the Cremators at Durham Crematorium is in excess of 20 years. In 1998/99 prior to LGR, the Central Durham Crematorium Joint Committee established a Cremator Replacement Reserve Fund with an annual contribution of 30k factored into the revenue budget. Following LGR, the Committee updated its reserve policy approving that all additional surplus generated (over and above budget) to be transferred to the Cremator replacement reserve. For the recent project to build an extension to the crematory and the installation of new cremators and abatement plant £600k was used from reserves to offset the total cost of project.

In 2004 DEFRA issued guidelines in the cremation industry advising that at least 50% of all cremations should be mercury abated by the end of 2012. Should this not be achievable, legislation would be introduced whereby all crematoria undertaking excess of 1970 cremations during 2003 would be required to install abatement equipment.

The Federation of Cremation Authorities felt that rather than the cost of Mercury Abatement being met by the busiest crematoria the cost should be shared around the industry and introduced the CAMEO scheme (a burden sharing scheme where those who with abatement equipment would receive payment from those without, based on the number of cremations undertaken)

In 2003 Durham Crematorium carried out significantly more cremations than the threshold set out in the 2003 legislation (1,326) and was therefore compelled to install equipment in line with legislation. In consideration of this Members of the Joint Committee agreed to install abatement equipment.



*Life and Soul Garden*

## 6.1.2 Outstanding Repairs

Durham Crematorium is well located in terms of the service required and provides an ideal atmosphere for customers and users. We consider that both are suitable for use and matches the majority of the criteria set out as our 'ideals'. There are however, improvements that can be made to portfolio which are identified below:

Repairs and maintenance investment from 2019/20 onwards is currently estimated at £546,420, through the implementation of a robust repairs and maintenance strategy. There are also other works in the long term categories in the condition survey that will need to be considered going forward.

The investment does not include the future Cremator Replacement requirements.

In addition to those works identified in the Condition Survey, a number of works which are outside the scope of this particular survey type have been identified. As detailed below an identified portfolio gap is the need to have a maintenance plan which will address repair and improvement need going forward.

The Plan has been developed and is set out at Section 8.2 below and includes work identified outside the condition survey remit.



## 6.1.3 Suitability

As highlighted in Section 4 Suitability Surveys are not planned to be undertaken across the Councils Portfolio – the resources are not unfortunately available to do so. The Durham Crematorium property manager has carried out a suitability audit which has shown generally the suitability of the building to deliver the service is good.

Health and Safety requirements are being satisfactorily met and the premises are considered suitable in terms of internal layouts. The location of the Chapel of Remembrance is considered suitable in terms of image location and environment being situated away from the main chapel in a secluded and peaceful area setting the right tone for the service it provides.

The main areas of weakness in terms of suitability are:-

## Redecoration

The Durham Condition Survey includes redecoration requirements and indicative costs (£14k) with the work required in 2019. Therefore it is proposed that this is placed on a two year cycle and that funding be secured in order to carry out this work. It is however appreciated that redecoration works may need to be aligned to the delivery of other maintenance and improvement works

<b>GAP 1</b>	Secure a suitable budget, and develop a 2 year schedule for internal and external redecoration	<b>Target:</b> April 2019
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## Re lining of hearth

Cremator no 2 is the only cremator that has not had a new hearth installed and is in need of replacing.

<b>GAP 2</b>	Source budget provision and carry out Re-lining of hearth.	<b>Target:</b> December 2019
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## Energy Improvements

The installation of solar photovoltaics' (PV) panels on our Crematorium will be explored around the feasibility and associated costs will however, need to be determined. Along with improved energy performance, we are currently awaiting an exact cost to have these recommendations undertaken.

<b>GAP 3</b>	Determine the feasibility and cost of installing Solar PV Panels and improving energy performance	<b>Target:</b> December 2019/20
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### Organ replacement

The current organ has been in situ now for approximately eight years and therefore to ensure reliability this requires replacing.

<b>GAP 4</b>	Source budget provision and carry out the replacement of organ	<b>Target:</b> December 2019
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### Existing book of remembrance walling.

The existing walling surrounding the roadway is totally unsuitable for current purposes and requires removing and replacing with a more suitable material.

<b>GAP 5</b>	To provide new walling around book of remembrance building.	<b>Target:</b> Sept 2019
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### Existing floral tribute area.

The existing paving surrounding the floral tribute area is totally unsuitable for current purposes and requires removing and replacing with a more suitable material.

<b>GAP 6</b>	To provide new paving around floral tribute area.	<b>Target:</b> Sept 2019
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### Existing main office.

The existing main office was refurbished in 2016 to give more room for staff and visitors. However with the introduction of another member of staff the current office is not suitable to accommodate everyone. Therefore the Bereavement Services Manager is having to hot desk between locations and ideally an extension to the office is required in order to keep staff together.

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<b>GAP 7</b>	To provide new office extension.	<b>Target:</b> Sept 2019
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### **Carry out Re-lining of cremators**

The current cremators have been in situ since 2012 and will shortly require re-lining.

<b>GAP 8</b>	Source budget provision and carry out Re-lining of cremators.	<b>Target:</b> December 2020
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### **Re lining of hearth**

The current cremators have been in situ since 2012 and hearths need replacing.

<b>GAP 9</b>	Source budget provision and carry out Re-lining of hearth.	<b>Target:</b> December 2020
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## **6.1.4 Accessibility**

Equality colleagues will develop an Access Strategy the purpose of which, is to identify accessibility works through Audits and to agree, working alongside services, and through the priorities identified in SAMPs accessibility works that will be carried out.

We are committed to ensuring that all our premises are DDA compliant.

## **6.1.5 Energy**

As identified in Section 4.2.5 our energy costs are high, for obvious reasons, when compared to the rest

of the Council portfolio. Notwithstanding that comparables are not presently available; we remain committed to reducing our energy costs and CO<sup>2</sup> emissions. From June 2012 the heating for the crematorium buildings has been mainly provided via a plate heat exchanger fitted to the no 2 cremator, early indications are that the heating bills will be reduced by 60% as a result of this installation.

## **7. Closing the gaps in our Provision**

As determined by our Gap analysis there is specific areas that require investment so that we are able to achieve our 'ideal' property, and thus allow us to deliver our service vision. In order for the SAMP to be an effective planning tool in mapping our progress, it will be reviewed annually to take account of future emerging needs, whilst also re-visiting our stated priorities (Section 8)

### **7.1 How we intend to close the 'gap'**

We recognise the need to use asset management planning as a strategic tool to tackle our property related issues and problems, and to steer investment in line with our priorities. The key projects and targets which we believe will enable us to close some of the 'gaps' are set out in section 8, and the platforms which can enable us to reach our property 'ideals' for the future described below

#### **7.1.1 Reserve Fund**

In 2003/04 (pre Local Government Re-organisation) a ring fenced reserve fund, met from surpluses generated by the crematorium, was established for the purpose of which was to accommodate the future capital investment requirements regarding cremator replacement and any risk / Asset management issues as they might arise. These reserves were developed in the context of a financial strategy aimed at providing sufficient funding within the Durham Crematorium accounts. The Reserve Fund presently comprises:

Reserve	Balance @ 1 <sup>st</sup> April 2018 £	Transfer to reserve £	Transfer from reserve £	Estimated Balance @ 31 <sup>st</sup> March 2019 £
Masterplan Memorial Garden	(56,250)	(5,000)	0	(61,250)
Major Capital Works	(1,043,744)	(164,443)	152,625	(1,055,562)
Cremator reline reserve	(96,455)	(25,000)	0	(121,455)
Small Plant	(3,405)	(2,000)	0	(5,405)
<b>Total</b>	<b>(1,199,854)</b>	<b>(196,443)</b>	<b>152,625</b>	<b>(1,243,672)</b>

In addition the following Revenue Budgets are available for Repairs and Maintenance

General repairs and maintenance	Equipment Repairs and Servicing	Total R&M budget
£30,940	£65,500	<b>£96,440</b>

## 7.2 How we intend to monitor the ‘gaps’ in our provision

The Central Durham Crematorium Joint Committee meets Quarterly to discuss all issues relating to Durham Crematorium which are highlighted through the Bereavement Services Manager reports. In addition to their remit as set out in Section 2, the Committee will also be used as a means to refine the recognised gaps in our portfolio, direct funds and monitor delivery of our SAMP.

## 7.3 How we intend to determine future investment priorities and mitigate risk

Durham Crematorium is providing the required service to the residents of County Durham and other users of our service however, as with any property changes and improvements are continually required to keep up to date with 21<sup>st</sup> century service delivery needs, with routine investment also required in

respect of repairs and maintenance issues to prevent premises from further deterioration.

In developing priorities for investment, and to ensure that required Service delivery improvements are made, we have adopted a robust options appraisal process in order to consider needs fully, whilst also following the Council's corporate risk assessment protocols when assessing any project or investment opportunity.

### **7.3.1 Options Appraisals and Criteria for Determining Priorities**

As a Service, we always ensure that full options appraisals are undertaken by a team of multi-disciplined officers when considering investment, including representatives from Bereavement Services and colleagues in Asset Management. Advice and support is also taken from other appropriate Council Services where required. The aim of any options appraisal is to provide value for money solutions that meet our strategic objectives and which also:

- Consider all delivery avenues for projects, including changes in the way we provide our service
- Undertake feasibility options for projects which involve maintenance and refurbishment works and,
- Prepare fully costed project appraisals, whilst also identifying project benefits and risks

In future months/years, we will need to undertake full and robust options appraisals in respect of the 'gaps' that have been identified (as set out in Section 6) and how we will deliver value for money solutions in respect of these issues.

A high level options appraisal on each gap identified is shown below. This details potential high level considerations for taking forward work to minimise our identified gaps.

## High level options to minimise the 'gaps' in our portfolio

	GAP IDENTIFIED	OPTION 1	OPTION 2
<b>GAP 1</b>	Secure a suitable budget, and develop a 2 year schedule for internal and external redecoration	Do Nothing	Maintenance Plan
<b>GAP 2</b>	Carry out Re-lining of hearths	Do Nothing	Maintenance Plan
<b>GAP 3</b>	Determine the feasibility and cost of utilising the surplus heat from cremators 1 & 3 and of installing Solar PV Panels to increase energy performance.	Do Nothing	Maintenance Plan
<b>GAP 4</b>	Source budget provision and carry out replacement of organ	Do Nothing	Maintenance Plan
<b>GAP 5</b>	Source budget provision and carry out improvements to wall by book of remembrance building.	Do Nothing	Maintenance Plan
<b>GAP 6</b>	Source budget provision and carry out improvements around floral tribute area.	Do Nothing	Maintenance Plan
<b>GAP 7</b>	Source budget provision and carry out improvements to office area.	Do Nothing	Maintenance Plan
<b>GAP 8</b>	Carry out Re-lining of cremators	Do Nothing	Maintenance Plan
<b>GAP 9</b>	Carry out Re-lining of hearths	Do Nothing	Maintenance Plan

### 7.3.2 Risk Assessments

The Council has a formal adopted Risk Management Policy and Strategy which sets out the approach to risk management. It ensures consistency of approach and an understanding of the management of business risks across the Council, with each Service having a designated Risk Manager to mitigate risks associated with Bereavement Services strategic business objectives.

Through this SAMP we therefore hope to consider the areas of greatest risk to our assets over the short to medium term, and particularly for those 'gaps' which have been identified. In turn this will also help us to determine whether additional finances, which cannot be presently met from our Reserve Fund, are required and avoid longer-term service delivery problems. The approach to risk assessment through the SAMPs is approached by reviewing each identified gap in turn and highlighting potential risks

**Property Risk Assessment (for' gaps' in existing portfolio)**

	<b>GAP IDENTIFIED</b>	<b>RISK IDENTIFIED</b>	<b>MITIGATION</b>
<b>GAP 1</b>	Secure a suitable budget, and develop a 2 year schedule for internal and external redecoration	<ol style="list-style-type: none"> <li>1. The Reserve fund resources available to carry out repairs outside the urgent and essential category so will not suffice</li> <li>2. Re-decoration on a 2 year cycle will not align with maintenance plan</li> </ol>	<ol style="list-style-type: none"> <li>1 Explore the potential for increasing the amount of surplus that can be placed in the Repair Reserve Fund.</li> <li>2 Develop a suitable re-decoration investment plan and align this with urgent and essential category works</li> </ol>
<b>GAP 2</b>	Carry out Re-lining of hearths x1	<ol style="list-style-type: none"> <li>1. Cremator no 1 requires a new hearth.</li> <li>2. Resources may not be available to carry out these works.</li> </ol>	<ol style="list-style-type: none"> <li>1. Develop a suitable investment plan for re-placement work</li> <li>2.Explore the potential for increasing the amount of surplus that can be placed in the Repair Reserve Fund</li> </ol>
<b>GAP 3</b>	Determine the feasibility and cost of utilising the surplus heat from cremators 1 & 3 and of installing Solar PV Panels and increasing energy performance.	<ol style="list-style-type: none"> <li>1. The Reserve fund resources available to carry out this work are outside the urgent and essential category so will not suffice</li> <li>2. Resources may not be available to carry out these works.</li> </ol>	<ol style="list-style-type: none"> <li>1.Explore the potential for increasing the amount of surplus that can be placed in the Repair Reserve Fund</li> <li>2. Develop a suitable investment plan for alteration work and align this with longer term desirable category works</li> </ol>
<b>GAP 4</b>	Source budget provision and carry out a replacement of organ.	<ol style="list-style-type: none"> <li>1. Existing organ requires replacing.</li> <li>2. Resources may not be available to carry out these works.</li> </ol>	<ol style="list-style-type: none"> <li>1. Develop a suitable investment plan for replacement.</li> <li>2.Explore the potential for increasing the amount of surplus that can be placed in the Repair Reserve Fund</li> </ol>
<b>GAP 5</b>	Source budget provision and carry out improvements to wall by book of remembrance.	<ol style="list-style-type: none"> <li>1. Existing wall requires updating.</li> <li>2. Resources may not be available to carry out these works.</li> </ol>	<ol style="list-style-type: none"> <li>1. Develop a suitable investment plan for improvements.</li> <li>2.Explore the potential for increasing the amount of surplus that can be placed in the Repair Reserve Fund</li> </ol>
<b>GAP 6</b>	Source budget provision and carry out improvements to floral tribute area..	<ol style="list-style-type: none"> <li>1. Existing floral tribute area requires improving.</li> <li>2. Resources may not be available to carry out these works.</li> </ol>	<ol style="list-style-type: none"> <li>1. Develop a suitable investment plan for improvements.</li> <li>2.Explore the potential for increasing the amount of surplus that can be placed in the Repair Reserve Fund</li> </ol>
<b>GAP 7</b>	Source budget provision and carry out improvements to office accommodation.	<ol style="list-style-type: none"> <li>1. Existing office accommodation requires improving.</li> <li>2. Resources may not be available to carry out these works.</li> </ol>	<ol style="list-style-type: none"> <li>1. Develop a suitable investment plan for improvements.</li> <li>2.Explore the potential for increasing the amount of surplus that can be placed in the Repair Reserve Fund</li> </ol>

	<b>GAP IDENTIFIED</b>	<b>RISK IDENTIFIED</b>	<b>MITIGATION</b>
<b>GAP 7</b>	Carry out Re-lining of cremators	1. Existing cremators requires re lining. 2. Resources may not be available to carry out these works.	1. Develop a suitable investment plan for re-line work 2. Explore the potential for increasing the amount of surplus that can be placed in the Repair Reserve Fund
<b>GAP 8</b>	Carry out Re-lining of hearths x1	1. Cremators require new hearths. 2. Resources may not be available to carry out these works.	1. Develop a suitable investment plan for re-placement work 2. Explore the potential for increasing the amount of surplus that can be placed in the Repair Reserve Fund

## 8. Our priorities for delivery

In terms of our priorities over the short, medium and long term, we have already established our property gaps, this section of the SAMP summarises our key projects required to close these gaps. These projects are detailed at Appendix A and show how these projects are aligned to the identified gaps. The Appendix also demonstrates how these projects align themselves with our Vision as set-out in Section 1. These will be subject to updates as the SAMP moves forward.

### 8.1 Cremator Replacement and Relining

In the long term (10 years) our priority will be to ensure our that our cremators continue to control mercury emissions from the Crematorium – The Environmental Protection (England) (Crematoria Mercury Emissions) Direction 2008, advising that at least 50% of all cremations should be mercury abated by 1<sup>st</sup> January 2013 and 100% by 2020.

Notwithstanding the legislative imperative above, there also exists the issue of operational costs and CO<sup>2</sup> emissions (Section 4 above) and potential rising maintenance and repair costs. The cremators lifespan in 2012 was estimated to be approximately 20 years and as the cremators get older costs associated with maintenance and repair will rise, and parts will be obsolete.

In the short to medium and long term we will continue to maintain our crematorium and reline our cremators. Cremator relining will be carried out:

- No1 Cremator 2020,2024,2028,2032
- No 2 Cremator 2020,2024,2028,2032
- No3 Cremator 2020,2024,2028,2032

Cremator Hearth Replacement:

- No1 Cremator 2019,2022,2025,2028,2031,2033
- No 2 Cremator 2021,2024,2027,2030,2033,2036
- No3 Cremator 2020,2023,2026,2029,2032,2035

## 8.2 Outstanding Repairs (identified in the Condition Survey)

In the short (2019/20) to medium term (2020/21) our aim is to address those urgent repair and maintenance works, identified in our Condition Survey and those repairs identified by the Bereavement Services Manager & Registrar.

Previously we had carried out Feasibility studies which in turn lead to the redevelopment work in creating an extension to the Crematorium. This allowed us to install the latest Cremator equipment and mercury abatement system and a number of alternative improvements.

This will also ensure appropriate investment is made across our crematorium including the development of a maintenance and investment plan. This will form part of an overall 5 year investment plan for the improvement of our crematorium.

### 8.2.1 Maintenance Plan

Our crematorium will be subject to an annual maintenance regime to ensure that is maintained to an appropriate standard with, financial and other risks also controlled. As part of this we recognise, we recognise that the maintenance of our assets will fall into two distinct categories:

- **Reactive Maintenance** – i.e. the repair of components upon failure. Repair may have to take place immediately (emergency repairs) or almost immediately (urgent repairs) in order that the premises may continue to function effectively or safely, and
- **Planned Maintenance** – i.e. carried out to reduce the level of reactive maintenance, by replacing component and elements of repair before they have deteriorated to a critical level. This will comprise of both regular servicing of equipment and inspection/testing in accordance with the requirements of regulations (routine maintenance) and planned repair or replacement of deteriorated components, such as maintenance carried out according to planned recurrent cycles (for example, redecoration) or according to the lifecycle of the component/element (for example re-roofing)

Over the next year we will continue to address any reactive needs in the estate, as and when they may arise, and we will also seek to undertake planned maintenance works. Those works which need to be considered for investment are listed below, with any works not addressed during 2019/20-20/21, rolled forward.

The works and costs listed below are estimated and as such are indicative costs only. A Feasibility Study will be required before final budget costs can be established

**Planned Maintenance 2019/20 – Priority 1**

<b>PROJECT</b>	<b>BUDGET</b>	<b>EST COST</b>
Re-Decoration Works x 1	Premises	£ 14,000*
Carry out Re-lining of hearths x 1	Premises	£ 3,450
Carry out energy improvement works	Premises	£ 70,000*
Replace organ	Premises	£ 8,000*
Improvements to wall by book of remembrance building	Premises	£ 5,000
New paving around floral tribute area	Premises	£ 15,000
Improvements to office accommodation	Premises	£ 150,000
<b>ESTIMATED TOTAL SPEND</b>		<b>£ 265,450</b>

**Planned maintenance 2020/2021- Priority 2**

PROJECT	BUDGET	EST COST
Carry out Re-lining of cremators x 3	Reserves	£ 110,300
Carry out Re-lining of hearths x 3	Premises	£ 10,790
<b>ESTIMATED TOTAL SPEND</b>		<b>£ 121,090</b>

**Planned maintenance 2021/2022- Priority 3**

PROJECT	BUDGET	EST COST
Re-Decoration Works x 1	Premises	£ 14,000*
Carry out Re-lining of hearths x 3	Premises	£ 10,790
<b>ESTIMATED TOTAL SPEND</b>		<b>£ 24,790</b>

**Planned maintenance 2022 onwards - Priority 4**

PROJECT	BUDGET	EST COST
Re-Decoration Works x 1	Premises	£ 14,000
Carry out Re-lining of cremators x 3,Year 2024	Reserves	£ 110,300
Carry out Re-lining of hearths x 3,Year 2024	Premises	£ 10,790
<b>ESTIMATED TOTAL SPEND</b>		<b>£ 135,090</b>

\* Estimate

**8.3 Suitability**

In the short term (2019/20), our aim is to address those issues works which have potential health and safety implications. Our priority will also be to ensure that our crematorium continues to meet the expectations of all our service users, and demonstrates a professional and dignified service.

## 8.4 Accessibility

Our aim is to ensure that are premises are DDA compliant and to provide better accessibility through our premises as identified.

## 9. Financial Resources available to deliver our priorities

Investment in our Crematorium is supported through our Crematorium Reserves. This is reviewed annually by the Durham Crematorium Joint Committee and is aligned to its budget setting processes.

In order to ensure that the repairs identified within this Service Asset Management Plan can be carried out, funding is to be allocated from a number of sources as including:-

Repairs and Maintenance Revenue Budget

Contributions from the Major Capital Works Reserve

Contributions from the Cremator Reline Reserve

Reduced contributions to the Major Capital Reserve in future years

Borrowing

