



County Hall  
Cardiff  
CF10 4UW  
Tel: (029) 2087 2000

Neuadd y Sir  
Caerdydd  
CF10 4UW  
Ffôn: (029) 2087 2000

## AGENDA

**Committee** ENVIRONMENTAL SCRUTINY COMMITTEE

**Date and Time of Meeting** TUESDAY, 17 SEPTEMBER 2019, 4.30 PM

**Venue** COMMITTEE ROOM 4 - COUNTY HALL

**Membership** Councillor Patel (Chair)  
Councillors Boyle, Derbyshire, Owen Jones, Lancaster, Jackie Parry,  
Owen, Wong and Wood

*Time  
approx.*

**1 Apologies for Absence** 4.30 pm

To receive apologies for absence.

**2 Declarations of Interest**

To be made at the start of the agenda item in question, in accordance with the Members' Code of Conduct.

**3 Minutes (Pages 5 - 10)**

To approve as a correct record the minutes of the meeting held on 2 July 2019.

**4 Third Cardiff Local Development Plan Annual Monitoring Report (Pages 11 - 18)** 4.35 pm

An item to review the content of the report prior to it being received by Cabinet and submitted to Welsh Government. It will provide Members with an opportunity to assess the progress made against the current Local Development Plan and consider any future developments.

**5 Affordable Funeral Strategy & Burial Space Provision (Pages 19 - 42)** 5.20 pm

To carry out pre decision scrutiny of the draft strategy and discuss existing arrangements for burial space provision in the city.

By receiving this Agenda Pack electronically you have saved the Authority approx. £1.80 in printing costs

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**6 Draft Work Programme 2019/20 (Pages 43 - 62)** 6.05 pm

To review the proposals contained in the Draft Work Programme 2019/20 and agree a way forward for the period September to December 2019.

**7 Urgent Items (if any)** 6.35 pm

**8 Way Forward** 6.40 pm

To review the evidence and information gathered during consideration of each agenda item, agree Members comments, observations and concerns to be passed on to the relevant Cabinet Member by the Chair, and to note items for inclusion on the Committee's Forward Work Programme.

**9 Date of next meeting**

The date of the next scheduled meeting of the Committee is on Tuesday 1 October 2019 at 4.30 pm

**Davina Fiore**

**Director Governance & Legal Services**

Date: Wednesday, 11 September 2019

Contact: Graham Porter, 02920 873401, [g.porter@cardiff.gov.uk](mailto:g.porter@cardiff.gov.uk)

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ENVIRONMENTAL SCRUTINY COMMITTEE

2 JULY 2019

Present: Councillor Patel(Chairperson)  
Councillors Boyle, Derbyshire, Owen Jones, Jackie Parry,  
Owen, Wong and Wood

8 : APOLOGIES FOR ABSENCE

Apologies were received from Councillor Lancaster.

9 : DECLARATIONS OF INTEREST

The following declarations of interest were made in accordance with the Members Code of Conduct:

Councillor Michael Item 4 Runs a business in Council owned parade

10 : MINUTES

The minutes of the meetings held on 7 May and 12 June 2019 were approved by the Committee as a correct record and were signed by the Chairperson.

11 : CARDIFF FOOD STRATEGY

*Councillor Michael declared an interesting in the following item as he runs a business in a Council-owned parade of shops*

The Committee received a report providing an opportunity for Members to consider the development of the Cardiff Food Strategy prior to the Strategy being received by Cabinet on 26 September 2019.

Members were advised that the authority set out its commitment to develop a Food Strategy in its Capital Ambition policy document. The Strategy will encompass a wide range of sustainable food matters and address the following key issues:

- Food Poverty
- Inequalities
- Wellbeing
- Food Supply
- Tourism
- Economic Development

A number of good practice examples in cities and nations that have embraced their food offer potential have been identified. However, there is still worked to be undertaken to allow Cardiff to become a 'Gold Sustainable Food City'. Moreover, Cardiff has an abundance of fast food outlets serving unhealthy options and Cardiff has more fast food outlets per head of the population than any other UK City – 30.5 fast food franchises for every 100,000 population.

Members were also advised that obesity figures are higher in more deprived areas and obesity leads to a number of serious and life threatening conditions. Poor diet is the main cause of obesity, along with a lack of exercise. Those living in more deprived areas are less likely to be able to access or afford good food. Additionally, life expectancy is lower in the most deprived areas. Diet, in terms of the food options available and the food consumed, has a part to play in this.

The Council sits on the local food partnership, Food Cardiff which is a member of the Sustainable Food Cities Network. Cardiff has already achieved Bronze Sustainable Food City status. In June 2018 Cardiff hosted the UK Sustainable Food Cities Conference at City Hall where the Leader stated that Cardiff has the ambition to achieve Gold Sustainable Food City status. Those Cities that have achieved Silver Status have done so by a combination of partnership working, strong local and cultural identity and numerous sustainable grassroot projects and networks.

There were already examples of good practice in Cardiff, including the provision of allotment and community garden space; the Youth Foods Initiative; the School Holiday Enrichment Programme, the Council's 'Veg Pledge' commitment and the long term support to the Food Cardiff partnership.

The development of a Food Strategy will also help the authority to fulfil its obligations around the Well-Being of Future Generations Act. The Strategy seeks to identify the main opportunities and interventions for the Council across the City to enable and encourage growth of sustainable food programmes.

The Chairperson welcomed Councillor Michael Michael, Cabinet Member for Clean Street, Recycling and Environment; Andrew Gregory, Director; Gareth Harcombe, Operational Manager, Energy and Sustainability; and Elizabeth Lambert, Sustainable Development Group Leader, to the meeting.

Councillor Michael was invited to make a brief statement after which officers delivered a presentation. Members were invited to comment, seek clarification or raise questions in the information received. Those discussions are summarised as follows.

- Officers were asked to explain how 'food swamps' were defined, whether there are any food swamps in Cardiff, and if so, where. Officers stated that food swamps are areas in which there are an abundance of fast food outlets. There are a number of food swamps in the City which are aligned with the southern arc. A mapping exercise will look at the entire city and, once mapped, supplementary planning guidance or a saturation policy may be brought forward.
- Members asked whether the authority was encouraging its own staff to eat healthily and what steps were being taken to promote healthy options in the premises it manages. The Cabinet Member stated that he considered a healthy diet to be about moderation and balance and the authority was relying on staff to find their own balance. The Chair considered that whilst schools were working reasonably well, buildings such as County Hall were not working well. During the cafeteria refurbishment Members were advised that health options would be available every day. Health options are not available and this could

easily be improved.

- Members were advised that the strategy includes sustainable food frameworks for the authority's own catering. The mapping exercise will identify issues and action any interventions necessary. The authority is working with partners in this regard and it can learn from partners, such as the NHS.
- Members considered that fast food outlets were more profitable. There were not as many independent traders such as grocers as in the past as business rates has possibly made running such businesses unprofitable. The Cabinet Member felt that it was not only business rates that had affected independent traders. The power of the big supermarkets in terms of competition has affected this area. However, some wards are not served by supermarkets. The issue was complex and could not be blamed solely on business rates.
- Members asked what resources were available to deliver key actions. The Director stated that this was a crucial point. There needs to be an understanding about what the authority can realistically do and to make the strategy successful resources will need to be identified. There will be an opportunity to leverage funding – for example in schools and public health. Once the mapping exercise has been completed a discussion around resources will be necessary in order to come up with a realistic programme.
- Members asked whether there were any plans to achieve the Soil Association's 'Food for Life' standards, particularly in schools. Officers advised that the focus would be on achieving Sustainable Cities accreditation, which is also a Soil Association initiative.
- A Member considered that independent shops are forced to close down when they are unable to compete with large supermarkets in the grounds of accessibility and cost. This helps to create 'food deserts'. Members asked officers to suggest how the authority may be able to get past that. Officers advised that a pilot scheme would soon be launched in the Dusty Forge in Ely. The food pantry concept is run by charitable organisations in which donations are received and food that has short shelf life is made available. There good examples of such initiatives around the country. Members of such schemes also participate in cookery lessons and swap recipes. There is also tie in with local allotment groups. The Council is able to assist by looking at what spaces there are available for such scheme in communities.
- The Cabinet Member stated that any allotment site is a hive of activity for most of the year. However, from autumn onwards there is very little activity. The Council is discussing options for developing a community based hydroponics project, where growing takes place year round. Such facilities would provide a social space and may be located near community hubs. Allotment holders have expressed an interest. A pilot is underway at the Castle Nurseries site. The Cabinet Member considered that such schemes would offer something radical and different.
- Officers considered that in terms of food waste, compostable waste and packaging, it would be better to not produce waste in the first place. There has

been a shift in public opinion regarding the single use plastics and supermarkets are moving away from using that type of packaging. A Members commented that it was perverse that supermarkets sold packaged fruit and vegetables at higher prices than loose fruit and vegetable.

- Members noted that lots of take-away food outlets offer home deliveries. Members asked how this would be practically managed. The Cabinet Member stated that the Council was not seeking to prescribe what people can eat. There was already a good variety of food on offer in the city. Some places seem to have a concentration of outlets and other places have fewer options. The strategy aims to achieve a balance.
- Officers stated that a voluntary scheme such as a local food standard – or food mark – signifying that food is locally sourced, healthy and sustainable – would help businesses raise standards and enable people to make smarter choices. A Member considered that such scheme may create anomalies because small businesses can struggle to meet the requirements of such rankings, but larger chains do not.
- A Member advised that his daughter’s school dinner menu contained three servings of beef in 1 week. It was generally accepted that beef production comes with a high carbon footprint and contributes to the climate emergency. The Member suggested Council should give thought to when such produce came from and the environmental impact that it has. For example, locally produced beef is reasonable, whilst beef produced in South America would come with a much greater carbon footprint.
- A Member noted that the development of a food park in Aarhus, Denmark has taken 40 years and is the size of a small town. Members asked whether the Council was able to match its ambitions with resources.

RESOLVED – That the Chairperson writes on behalf of the Committee to the Cabinet Member conveying their observations.

## 12 : ENVIRONMENTAL SCRUTINY COMMITTEE - WORK PROGRAMME PLANNING 2019/20

Members discussed potential items for inclusion on the Committee’s Work Programme 2019/20.

RESOLVED – That:

- (1) The Principal Scrutiny Officer draft a 4 month Work Programme for circulation to Members of the Committee;
- (2) The Principal Scrutiny Officer draft a shortlist of potential items to be kept in reserve.

## 13 : URGENT ITEMS (IF ANY)



No urgent items were received.

14 : DATE OF NEXT MEETING

Members were advised that the next Environment Scrutiny Committee is scheduled for 17 September 2019.

The meeting terminated at 6.45 pm

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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**ENVIRONMENTAL SCRUTINY COMMITTEE**

**17<sup>th</sup> SEPTEMBER 2019**

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**THIRD CARDIFF LOCAL DEVELOPMENT PLAN ANNUAL MONITORING  
REPORT**

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**Reason for the Report**

1. To provide a short briefing to Members on the content of a Cabinet report titled 'Third Cardiff Local Development Plan Annual Monitoring Report' that is due to be presented to Cabinet at its meeting on Thursday 26<sup>th</sup> September 2019. Members are asked to note the content of this item and discuss any future actions relating to this report.
2. A copy of the 'Cardiff Local Development Plan 2006 to 2026 – 3<sup>rd</sup> Annual Monitoring Report – October 2019' is attached to this report respectively as **Appendix 1 (report to follow)**.

**Background**

3. The Cardiff Local Development Plan 2006 to 2026 (LDP) was formally adopted by the Council on 28th January 2016. As part of the statutory development plan process the Council is required to prepare an Annual Monitoring Report (AMR) and submit to Welsh Government by the 31st October each year after Plan adoption.
4. This is the third AMR to be prepared since the adoption of the plan and is based on the period 1st April 2018 to 31st March 2019. The AMR consists of the following sections:
  - Executive Summary;
  - Introduction;
  - Contextual Information – changes to policy framework at a national or local level;

- LDP Monitoring Process – explains the monitoring process undertaken;
  - LDP Monitoring Indicators – reporting on the 107 LDP monitoring indicators which were agreed during the LDP examination process and set out in the Inspectors Report;
  - Sustainability Appraisal Monitoring – reporting on the 28 sustainability monitoring indicators;
  - Conclusions and recommendations – setting out an overall overview of all indicators and Plan performance in the first year following adoption.
5. This is the third year the LDP has been operative and this AMR provides a three year short-term position statement. It also provides a comparison with the baseline data provided by the previously published AMR's.
6. The report will help inform the extent to which the LDP strategy, objectives and policies are being achieved. Importantly, the findings of this monitoring work will directly help to inform the LDP review process as the Council is required to undertake a major review of the LDP four years after adoption in 2020.

### **The AMR Report**

7. Overall the findings of the third AMR are generally viewed as positive, with the majority of the indicators shown as green indicating that the majority of LDP policies are being implemented effectively. A summary of performance against the main Plan topics are set out in this report, with **Appendix 1 (report to follow)** setting out the data and conclusions in more detail.
8. **Employment** – Monitoring data shows continuing strong performance. Of particular importance is data regarding net job creation. There is a requirement for 40,000 new jobs over the plan period 2006-2026. 20,900 jobs were created between 2006 and 2015 and therefore the target for the remaining plan period is 19,100 jobs or 1,750 jobs annually. Since the first AMR (16/17) the number of jobs has been steadily increasing and the latest AMR shows an increase of 6,000 jobs since April 2018.
9. **Housing** – Monitoring data shows new homes have now started to be completed on many of the LDP Strategic Sites. Specifically, there are new completions on three of the Strategic Sites:

- 511 completions have been achieved at St Ederyns Village (just short of the 515 target included in the AMR);
  - 167 completions have been achieved on the North West Cardiff Strategic site, which has three separate outlets underway with more planned in the near future;
  - 51 completions have been recorded on the North East Cardiff Strategic site and construction is underway at Churchlands.
10. Although these rates are below the targets set out in the AMR it is now evident that the Plan-led approach is now starting to successfully drive the delivery of new homes at a level not seen for the last 10 years. The 1,444 completions in 2018/19 (43% higher than 2017/18) contrast with the previous 9 years where completions averaged 725 units per annum, with no year above 1,000 units for this period.
11. The data on housing delivery demonstrates the ‘lag’ between Plan adoption and homes being completed on new sites allocated in the Plan. Due to a combination of site assembly, legal and logistical factors experienced by landowners/developers along with the time required to secure the necessary planning and adoption consents, trajectories of delivery are slower than originally anticipated. This includes time spent securing the accompanying Section 106 Agreements which fully deliver the Council’s aspirations as set out in the LDP. Overall, over the 13 years between 2006 and 2019 a total of 16,521 new dwellings were built in Cardiff which represents 40% of the overall dwelling requirement.
12. However, construction has now started or is about to start on most of the strategic housing sites following the master planning and infrastructure plans approach as set out in the plan and it is therefore expected that housing completions over the remaining seven years of the Plan period will increase significantly.
13. **Affordable Housing** - In terms of the delivery of affordable housing, the plan sets a target for the delivery of 6,646 affordable units to be provided for the 12 years between 2014 and 2026, with an interim target in the AMR to provide 1,942 affordable dwellings by 2019.

14. Monitoring data indicates that at 2019, 1,082 affordable units had been delivered which represents 25% of overall completions. Whilst this is less than the numerical target, as highlighted above it reflects the slower than anticipated progress in the strategic housing allocations being delivered. Given the low overall completion rates over previous years, it would be unrealistic in these circumstances to expect any significantly higher affordable housing contribution which inevitably reflects a percentage of the overall number of completions. As set out above, construction has now started or is about to start on most of the strategic housing sites following the master planning and infrastructure plans approach as set out in the plan and it is therefore expected that affordable housing completions over the remaining seven years of the Plan period will increase significantly.
15. **Transportation** - Data collected in relation to travel by sustainable modes is reflecting the fluctuations as shown in past trends over the last 10 years. This demonstrates that sustainable travel trends have continued to increase over the last 10 years for both work and shopping, although for leisure and education the trends show a slight decrease.
16. There has been a positive outturn in sustainable travel over the past year, with the target 1% increase having been achieved for each of the journey purposes, with significant growth in particular evident for journeys to Work (+5.3% mode-shift). In terms of sustainable travel modes, significant progress has been made in meeting cycling targets for all journey purposes with cycling to work in particular having experienced substantial growth in the past one year period (+3.7%). Train use has very slightly declined over the past year for work and education but the 10 year trend shows a significant increase. Walking has increase over the last year for all journey purposes with a fluctuating longer term trend. Bus use has decreased for education, shopping and leisure, reflecting a longer term downward trend.
17. At this juncture, without the significant roll-out of new houses and provision of supporting sustainable transportation infrastructure, the early stage of Metro delivery together with the ongoing implementation of wider Council initiatives, it is too early to draw any firm conclusions with regard to policy delivery, particularly given that the 50:50 modal split target relates to 2026. Future AMR's will provide formal regular annual updates. However, the masterplanning approach together with section 106

Agreements already secured will enhance the phased future provision of supporting transportation infrastructure along with other measures such as increased frequency of public transport services and provision of bus passes to new residents.

18. **Gypsy and Traveller Sites** - Work is progressing the identification of sites to meet the evidenced need for permanent and transit Gypsy and Traveller sites. This has included discussions with the Welsh Government and work continues to secure appropriate outcomes. In terms of transit sites, it is considered that these would best be considered on a regional basis, requiring collaboration with neighbouring local authorities through the LDP revision process.
19. **Supplementary Planning Guidance** – Significant progress has been made in producing a programme of new Supplementary Planning Guidance (SPG) and since adoption of the LDP 18 SPGs have been approved by Council to support the policies in the adopted Plan and the Cardiff Infrastructure Plan is currently being updated.
20. **Contextual Changes** – The contextual review highlights significant changes in the national planning policy framework which has evolved significantly over the last three monitoring periods. In particular, Planning Policy Wales (PPW, Edition 10, December 2018) which in turn responds to the Well-being of Future Generations Act, 2015 have made significant changes to the high-level policy framework.

### **Conclusions**

21. Section 7 of the AMR provides the conclusions and recommendations of this third AMR which provides a comparison with the baseline data provided by the first and second AMRs published in 2017 and 2018. The key Council conclusions in the third year of reporting, are that good progress is generally being made in delivering the identified targets and monitoring outcomes with the identified lag in housing delivery now showing strong signs of enhanced completions.

### **Next Steps**

22. It is a requirement that AMRs must be submitted every year to Welsh Government until any Replacement/Revised LPs are adopted. Therefore, the fourth AMR in respect of the Cardiff LDP will be presented to Cabinet at the same time next year, with the broad structure of the AMR remaining the same from year to year in order to

provide ease of analysis between successive reports. Future AMR reports will be used to help inform the review process.

23. The AMR will be placed on the Council's website for information.

### **Way Forward**

24. Councillor Caro Wild, Cabinet Member for Strategic Planning & Transport has been invited to attend for this item. He will be supported by officers from the Planning, Transport & Environment Directorate.

### **Legal Implications**

25. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

26. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to



Cabinet/Council will set out any financial implications arising from those recommendations.

## **RECOMMENDATION**

The Committee is recommended to:

- (i) Consider the information in this report and the information presented at the meeting;
- (ii) Determine whether they would like to make any comments, observations or recommendations to the Cabinet on this matter; and,
- (iii) Decide the way forward for any future scrutiny of the issues discussed.

**DAVINA FIORE**

**Director of Governance & Legal Services**

**11<sup>th</sup> September 2019**

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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**ENVIRONMENTAL SCRUTINY COMMITTEE**

**17<sup>th</sup> SEPTEMBER 2019**

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**AFFORDABLE FUNERAL STRATEGY & BURIAL SPACE PROVISION**

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**Reason for the Report**

1. To provide the Committee with an overview of the national issue around the rising costs of funerals and highlight how this can affect the residents of Cardiff.
2. To consider Cardiff's Draft Affordable Funerals Strategy that seeks to inform the public of funeral costs and the options they have to procure an affordable and dignified funeral.

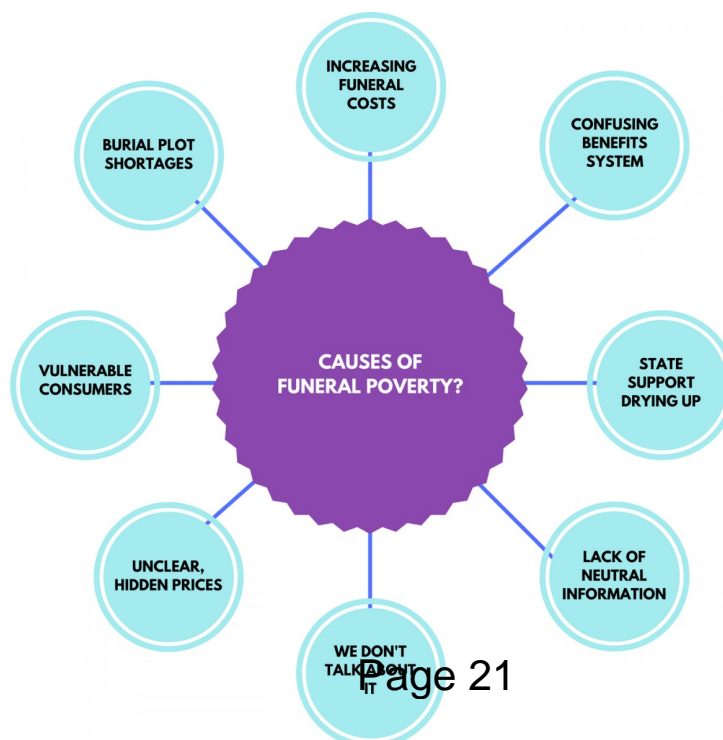
**Background**

3. The death of a relative or close friend is one of the most difficult things that any of us will have to deal with, and this situation can be further compounded if money is tight and people are being pushed into what is referred to as 'funeral poverty'.
4. Funeral costs have risen by 112% over the last 13 years, and one in six people will now struggle to afford to pay for a funeral of a relative.
5. Although Cardiff is not the most expensive place in the United Kingdom for a funeral the costs can still be high. The average United Kingdom cost for a funeral stands at £4,271, with the Welsh average being 17,2% lower than this at £3,538.
6. The costs applied by local Funeral Director costs do vary, and even with the introduction of comparison web sites for funerals it can still be a challenge to procure a funeral that is affordable and delivers what the family want. Costs can vary from under £2,000 to £5,000 for a basic funeral in Cardiff.

7. Those already in poverty can face additional hardship because of funeral costs, particularly if they are unexpected due to a sudden death. Help from the Government through the Social Fund Funeral Payment grant is available to some people who are on a low income and are receiving certain benefits to help them pay for a funeral. However, this will still not cover the whole costs of a funeral and now often covers only around 35% of the overall funeral cost and many applicants are left with debt, which reportedly averages around £2,335 across the United Kingdom.
8. The Funeral Expenses Payment Grant covers the following:
  - Burial fees for a particular plot;
  - Cremation fees, including the cost of the doctor's certificate;
  - Travel to arrange or go to the funeral;
  - The cost of moving the body within the United Kingdom, if it's being moved more than 50 miles;
  - Death certificates or other documents;
  - Up to £700 for any other funeral expenses, such as funeral director's fees, flowers or the coffin. (Note, the lowest Funeral Directors fees in Cardiff are listed as £850 but many are in excess of £1200).
9. The grant process has been criticised for being complicated and taking too long with many having committed to making funeral arrangements before it is known if funds will be made available, and if a contract has been agreed with a funeral director that person will remain liable for the costs whether the grant is awarded or not. In most cases the payment is not finalised or made until many weeks after the funeral.
10. There are reports of families having to turn to high interest lenders, loan sharks and even crowdfunding in order to pay for a funeral, and those most vulnerable often have fewer options.
11. The Council cannot control every element of funeral costs and as for any service provided there are obviously costs attached to what is delivered, whether that be Council fees or a third party such as a funeral director. The strategy does not look to remove these costs but ensure that where it can the Council can offer alternative options, work with other organisations to promote the idea of affordable funerals in order to help and inform residents and develop long term solutions to this issue.

## Issues

12. It should be recognised that Cardiff Council, through its Bereavement Services section has a long history of putting in place effective measures to ensure local funerals remain at an affordable level, the most successful initiative being the Cardiff Council Funeral Service.
13. The Cardiff Council Funeral Service has been in place for over 16 years and provides a funeral service specified by the Council but provided by a local funeral director, the prime motivator being a low cost, affordable service available to anyone. At present the total costs using this service for a cremation is £1,784 including all funeral directors costs which includes a hearse, one limousine, a coffin and care of the deceased as well as the cremation fee and still remains 50% cheaper than the average United Kingdom funeral cost.
14. In addition to this, the Council has managed to keep its cremation and burial fees at a low level when compared to other core cities and neighbouring local authorities, while ensuring that its income covers the total cost of running the service. However, investment is needed for the future including new burial grounds and the maintenance and improvement of its existing buildings and infrastructure. The public rightly expect high standards in terms of buildings and landscapes associated with the crematorium and cemetery services.
15. Other issues that affect people's ability to afford a meaningful funeral as shown in the diagram below:



16. The objective of the Draft Affordable Funerals Strategy (attached to this report as **Appendix 1**) is to examine the set of factors illustrated in the diagram above, and to create an action plan to ensure that these are addressed, while providing advice and guidance to its residents on the options available to them. In turn, this should help residents to avoid incurring debt for a funeral through having easily accessible information and making advance preparations.
17. The strategy identifies three key themes to address which are:
- **Theme 1 – Information & Preparation**
    - i. This area focuses on the Authority ensuring that accurate and easy to understand information is widely available to the public to help them make informed choices about the type of funeral they would want for themselves or a relative.
    - ii. For many a funeral is classed as a ‘crisis purchase’ and many people will turn to a specialist funeral director to make the arrangements and due to their grief may not fully understand the options available and decisions they are required to make. This is often a key factor behind funeral poverty and individuals accruing significant debt by purchasing what they think they have to rather than what they need. In addition to this are the issues of pressure from friends and family around having a ‘big send-off’ but with little consideration for the additional costs that this will likely incur.
    - iii. Awareness raising around funerals, the costs and options is therefore essential in tackling this issue and identifying pre-need for people. This means getting people to be more open about death and the funeral process and getting families to talk to each other about what they would like their funeral to be like and just as importantly, how it will be paid for.
  - **Theme 2 – Funeral Costs**
    - i. Funeral Costs are increasing and this element of the strategy will look to identify what the Council can do itself to help its residents with procuring an affordable funeral and what options the Council can look to provide to meet the differing needs of its residents.

- ii. The Authority already provides the Cardiff Council Funeral Service, a successful low cost, fixed price funeral provided in partnership with a local funeral director. At present, any resident opting for this service gets a basic cremation funeral for £1,784, which covers all costs. A burial option including the purchase of a new grave is £2,550 and an additional £300 if a service in the chapel is required.
- iii. This scheme has proved very successful and has been mirrored elsewhere around the United Kingdom, however, there is still work to be done to promote it to the wider public in Cardiff.
- iv. Consideration also needs to be given to the changing needs of the bereaved as many are now looking for a direct funeral option. According to the Royal London National Funeral Cost Index Report 2016, approximately 5% of people choose to have a direct cremation, whereby the person who has died is taken directly to the crematorium and the ashes are returned a few days later to the family, without any ceremony at the time the cremation takes place.
- v. Funeral Directors report that the demand for this type of service is not necessarily cost driven and is consumer preference, however, direct cremations generally cost less than more traditional options and of course remove additional, often 'hidden' costs such as flowers, orders of service, organist and minister fees.
- vi. The Council will look to ensure that children's funerals continue to remain free of charge in line with the Welsh Assembly Government policy, and we will ensure parents are properly supported and informed of the options they have.

▪ **Theme 3 – Legislation, Third Sector and External Organisations**

- i. Changes in legislation need to be considered particularly if they will affect the cost of a funeral. An example is the ongoing review on the introduction of Medical Examiners to replace Doctors signing the cremation forms; this currently costs around £159. The introduction of a Medical Examiner service will remove the need for these forms and thereby the cost, however the cost

of providing a Medical Examiner is currently unknown and it is uncertain how the service would be funded.

- ii. The Competition & Markets Authority are also currently undertaking an exercise in relation to looking specifically at costs charged by Funeral Directors and Crematoria around the United Kingdom and it is expected that recommendations and actions will fall out of this study, which the Authority will need to prepare for.
- iii. Obviously, the Council cannot directly control every aspect that contributes to the overall funeral cost, but can look to build on existing strong local partnerships as well as find new options to identify ways to help the bereaved procure meaningful and affordable funerals.
- iv. Work needs to be undertaken with local funeral directors to ensure that price transparency is something that the public can expect with regard to the major costs associated with a funeral, the cremation or burial fee and the funeral directors fees and encourage all suppliers to be open about their charges and what they cover. The Council should lead by example on this, provide a breakdown of its own fees, and explain clearly, what they cover.
- v. In 2016 over 200,000 funeral plans were sold in the United Kingdom. These can be a good way of ensuring funeral costs are met for an individual and staff are often asked why the Council do not provide a similar service. We will look to explore if any options exist to provide a funeral bond or similar service for the residents of Cardiff to help them plan for the future through existing suppliers or the introduction of a bespoke option.
- vi. The Council needs to explore what Charity and Third Sector operators in the area are doing and look to see how it can contribute to help these organisations and ultimately the wider public.
- vii. Public Health Funerals are those organised by the Council whereby there is no one else to make any funeral arrangements or where families simply cannot afford or refuse to organise a funeral. Under the Public Health (Control of Disease) Act 1984, the Local Authority must make arrangements for the



funerals of these individuals which in many cases result in additional costs to the Council. The strategy will explore ways to deliver this legal obligation but at a lower cost to the Council.

- viii. The Draft Strategy includes an Action Plan that looks to implement a number of objectives that will culminate in the delivery of 10 key outcomes over the next two years.

### **Affordable Funerals – 10 Key Outcomes**

- 18. The Draft Affordable Funeral Strategy identifies 10 key outcomes that the Council will aim to achieve, these are:
  - i. It will publish guidance on local funeral costs by January 2020 in conjunction with Local Funeral Directors.
  - ii. It will publish and widely promote a Planning Your Own Funeral document to help people think about and record plans for their funeral.
  - iii. It will provide information and attend events throughout Cardiff to help inform the public on funeral costs and the options available to them.
  - iv. It will support greater public and personal discussion of bereavement, death, dying and care at end of life.
  - v. It will provide the option of a Direct to Crematorium funeral service at a reduced cost.
  - vi. It will ensure that Cardiff provides a zero cost service for the funeral of any child under the age of 18 and work with SANDS and UHW to ensure the best provision of service at the cemetery and crematorium is delivered to parents who have lost babies and infants.
  - vii. It will provide appropriate and understandable information and assistance to any person who wants to arrange a funeral without a funeral director at one of our sites.

- viii. It will explore the option to ensure any resident of Cardiff can access an affordable and ethical funeral plan.
  - ix. It will work with charities and third sector groups to ensure information around funerals, the associated costs and options are available to vulnerable members of our communities.
  - x. It will monitor and measure our outcomes and objectives to ensure the effectiveness of our actions.
19. At the meeting Members will have an opportunity to ask about the progress that is currently being made around future burial provision.

### **Way Forward**

20. Councillor Michael Michael, Cabinet Member for Clean Streets, Recycling & Environment has been invited to attend for this item. He will be supported by officers from the Planning, Transport & Environment Directorate.

### **Legal Implications**

21. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

## **Financial Implications**

22. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

## **RECOMMENDATION**

The Committee is recommended to:

- (i) Consider the information in this report and the information presented at the meeting;
- (ii) Determine whether they would like to make any comments, observations or recommendations to the Cabinet on this matter; and,
- (iii) Decide the way forward for any future scrutiny of the issues discussed.

**DAVINA FIORE**

**Director of Governance & Legal Services**

**11<sup>th</sup> September 2019**

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# AFFORDABLE FUNERALS STRATEGY

*Show me the manner in which a nation cares for its dead, and I will measure with mathematical exactness the tender mercies of its people, their respect for the laws of the land and their loyalty to high ideals.*

*William Gladstone,  
British Prime Minister,  
1809–1898*

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# Cardiff Bereavement Services

## Affordable Funeral Strategy

### Background

The death of a close relative or friend is one of the most difficult things that any of us will ever experience and it can be even harder if money is tight. People being pushed into poverty because they have a funeral to pay for is a growing problem. Those who are already in poverty can face additional hardship because of funeral costs. If no action is taken and prices continue to rise, more and more people will struggle with debt as a result of paying for a funeral.

Funeral poverty is a term now widely used in the UK. The definition of the term is 'where the price of a funeral is beyond a person's ability to pay'. The term ability to pay covers a range of levels from having no funds or ability to pay for a funeral up to ability to pay for a funeral by taking on a debt.

The problem is growing as funerals are getting much more expensive and at the same time support to those entitled to benefits is reducing and the system of getting financial help is difficult and confusing particularly for those who are recently bereaved. Due to issues such as this and escalating costs funeral poverty has increased by 50% over the last 3 years.

The impact of funeral poverty can be financial, in the form of unmanageable debt, but it can also be emotional in the form of the distress, shame and the perceived stigma of not being able to provide a 'decent send-off' for someone we love. Research from the fair funerals campaign in 2018 suggests that 1 in 6 people will now struggle to pay for a funeral.

The Local Authority is limited in what it can do to address the problem of funeral poverty directly, for example, many of the larger costs associated with a funeral are outside of the Councils control such as funeral directors fees. However, the Authority cannot ignore the affects that funeral poverty causes as part of a wider social issue.

In a bid to address the issue of Funeral Poverty at a local level, this strategy aims to highlight the issue and provide information in order that the public can make informed choices ahead of having to arrange a funeral. In addition to this, the document sets out direct actions that will help limit the costs of a funeral for residents of the City and signpost to groups and organisations that can offer additional help.

This strategy meets a number of the themes defined in the Well Being Future Generations (Wales) Act 2015 and the underlying principles of the Councils Capital Ambition.

## What does a Funeral Cost?

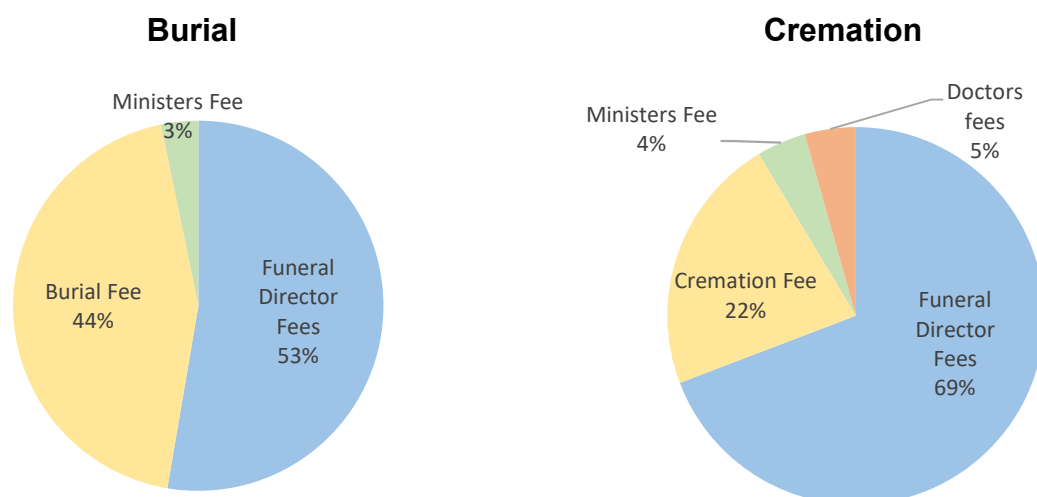
Nationally the cost of funerals has risen by more than 112% over the last 13 years.

According to the Sun Life Cost of Dying Report 2018, the average price for a cremation now stands at £4,271 in the UK with significant regional variations. Prices are increasing at four times the rate of inflation and have risen above inflation each year for the past 35 years.

The figures below represent the average costs for a basic funeral in the UK and this includes:

- Funeral Directors Fees
- Disbursements – Doctors Fees (cremation only) and Officiant Fees
- Cremation and Burial Fees

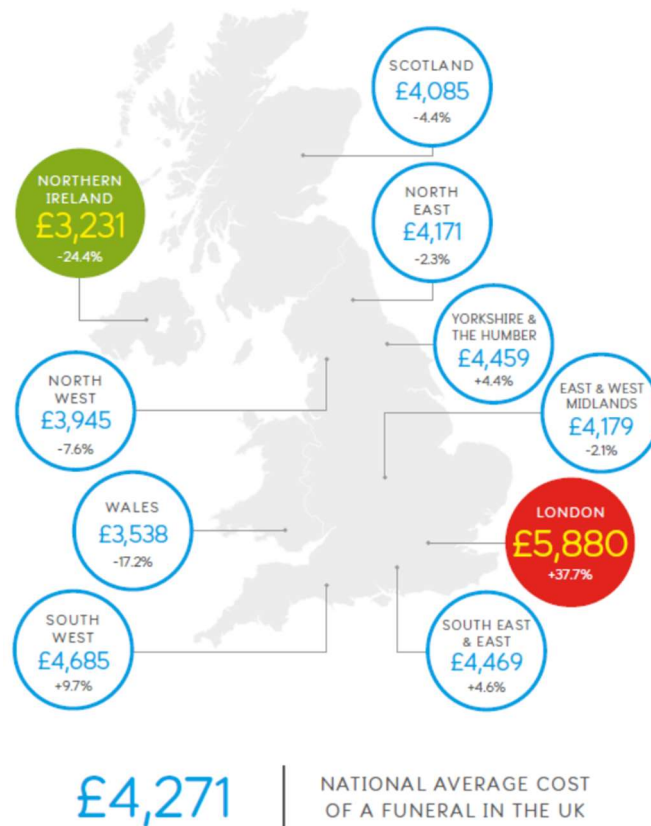
The Composition of these funeral expenses are made up as follows:



The breakdown of the fees above include a variety of elements that go towards the final charge. For example, the burial fee charged by the Local Authority includes costs associated with the digging of the grave space, preparation ahead of the burial, administration, invoicing and aftercare of the grave including backfilling and maintenance. The funeral directors costs will include for collection of the deceased, provision of a coffin, a hearse and limousine for the funeral as well as staff time relating to making these arrangements. The minister also has to cover costs associated with visiting the family, preparing a eulogy and attending the funeral.




In Wales the average cost of a funeral is one of the lowest at £3,538, bettered only by the average cost in Northern Ireland of £3,231.



There still remains a significant difference in the cost of burial vs cremation with Cremation still being a cheaper option. The main reason for this is that Cemeteries are expensive to maintain. The bereaved, rightly so, expect high standards in cemeteries where their relatives are buried and with investment in infrastructure of old sites and the need to develop new areas for burial, Local Authorities have little option but to increase fees and charges to meet these financial pressures. The average cost of a burial funeral in the UK is now £4,798, in Wales this remains below average at £3,934.

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**£ 640**  
**Cardiff Council**  
 Cremation Fee 2018

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**£ 760**  
**Cardiff Council**  
 Burial Fee 2018

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As an example Cardiff charge £810 for the Exclusive Right of Burial in a Grave, also referred to as the Purchase Fee. This right lasts for a period of 100 years and therefore equates to a total of £8.10 per year for maintenance of the grave space and the cemetery infrastructure. That figure includes for 700 grass cuts over that period including maintenance and replacement of the machinery used, fuel and staff time.



In contrast to this fees in many other UK Cities are in excess of £1000, and Birmingham City Council for example charge over £2000.

Crematoria in contrast are cheaper to operate with much less residual maintenance required compared to that associated with cemeteries. Privately owned crematoria in the UK is growing with most opening relatively small sites focussing on undertaking around 700 funerals a year which makes them very profitable, however the locations of these sites often seek to compete directly with often dated facilities at Council run establishments. The average cost of a cremation funeral in the UK is £3,744 and in Wales is the lowest average at £3,142.

None of the above includes any of the additional costs that are often associated with dealing with the death of a relative. For example, it does not include fees associated with administering an estate; professional fees to a solicitor for this type of work average £2,872. There are of course extras that families want for the funerals such as additional limousines, flowers, orders of service, funeral notices and catering at a wake, all adding up to an average of £2,061 and can therefore easily see the whole cost of a funeral more than double the average in many cases.

These costs are placing an unbearable burden on the already stretched finances of bereaved families, many of whom are getting into serious, unmanageable debt when they lose someone they love. In 2013 the most expensive transaction on credit cards was "Funeral Services", with an average cost of £1,114. The situation is worse still for people who can't access more affordable forms of credit and have to turn to high-interest lenders to cover funeral costs.

## What can the Council Do?

The Local Authority provides and operates all of the City's Cemeteries and Crematorium at a number of locations and the Council charges for the services that it provides and therefore does have some influence over part of the overall funeral costs; however, this is relatively minor in comparison to the fees levied by Funeral Directors for their services and other associated costs.

The charts above show that the largest percentage of costs are those of the funeral director, however burial and cremation fees charged by the Local Authority are also significant as are those relating to solicitors fees for administering an estate and holding a wake after a funeral. Probate fees are also due to increase dramatically during 2019.

The Council needs to ensure that its Bereavement Service generates enough income to cover all of its annual costs and operate at a break even position. This was highlighted in the first strategy for the service in 2005 and a break even position was achieved in 2012 and the service has continued to improve and meet its financial obligations, however the Council still faces many financial pressures and the service needs to invest in its infrastructure and maintenance. For example the Council has to invest £3m in the development of a new cemetery site in 2020 to meet the continuing demand for burials.

Burial and Cremation fees in Cardiff are reasonable when benchmarked locally and in the lower quartile when compared to the Core Cities group and it is a credit to the Council that it offers a high standard of service at fees lower than the average both locally and around the rest of the UK. Cardiff currently is ranked as a Gold Standard service as part of the national Charter for the Bereaved assessment and has an annual customer satisfaction score of 99%. In addition to this the service has received many nationally recognised awards.

Details on benchmarking fees are contained on the next page.

The Council cannot control or subsidise every element of a funeral fee and it recognises that the funeral industry is a business employing significant numbers of people which helps the local economy and those businesses need to ensure a profit to remain sustainable.

The Council is however in an advantageous position that it can successfully work with Third Sector and private organisations in order to promote and disseminate factual information to the wider public and one of the key aims of this strategy is to ensure that the public can access accurate and easy to understand information about funeral costs and funeral planning.

In addition to this the Authority can lead on getting its citizens to be more open about death and funerals and not be afraid to discuss these issues with friends and family and avoid uncertainty in the future in relation to what type of funeral a family member would have wanted.



## Themes

This strategy has identified 3 Key Themes to address which are:

- Information and Preparation
- Funeral Costs
- Legislation & Third Sector Organisations

Fees and charges, although significant, are not the only issue associated with funeral costs and whilst the Council needs to be mindful of its charges there are, a number of other initiatives that it should consider as part of this strategy to ensure the public are fully informed of their options and are able to make choices that suit them.

In addition to this, there are external factors ongoing throughout the UK in relation to funeral costs, most notably the Competition and Markets Authority Review of Funeral Director and Cremation Costs as well as pending changes to legislation, which could have an implication of funeral costs in the future.

## Theme 1 - Information and Preparation

This area focuses on the Authority ensuring that accurate and easy to understand information is widely available to the public to help them make informed choices about the type of funeral they would want for themselves or a relative.

For many a funeral is classed as a 'crisis purchase' and many people will turn to a specialist funeral director to make the arrangements and due to their grief may not fully understand the options available and decisions they are required to make. This is often a key factor behind funeral poverty and individuals accruing significant debt by purchasing what they think they have to rather than what they need. In addition to this are the issues of pressure from friends and family around having a 'big send-off' but with little consideration for the additional costs that this will likely incur.

Awareness raising around funerals, the costs and options is therefore essential in tackling this issue and identifying pre-need for people. This means getting people to be more open about death and the funeral process and getting families to talk to each other about what they would like their funeral to be like and just as importantly how it will be paid for.

Key Actions:

- Publish Guidance on Funeral Costs
- Provide more consistent advice on planning for a funeral
- Publish and Promote a Planning Your Own Funeral document to help people think about and record plans for their funeral
- Support greater public and personal discussion of bereavement, death, dying and care at end of life.

- Introduce regular informative events through Open Days, Hub Events and Visits to relevant organisations
- Establish regular Death Café's in Cardiff and work with volunteers to hold events to encourage people to talk about death, dying and funerals

## Theme 2 – Funeral Costs

Funeral Costs are increasing and this element of the strategy will look to identify what the Council can do itself to help its residents with procuring an affordable funeral and what options the Council can look to provide to meet the differing needs of its residents.

The Authority already provides the Cardiff Council Funeral Service, a successful low cost, fixed price funeral provided in partnership with a local funeral director. At present, any resident opting for this service gets a basic cremation funeral for £1,784, which covers all costs. A burial option including the purchase of a new grave is £2,550 and an additional £300 if a service in the chapel is required.

This scheme has proved very successful and has been mirrored elsewhere around the UK, however there is still work to be done to promote it to the wider public in the City. Given that this option is around 50% cheaper than the Cardiff average for a similar type of service it is surprising the uptake isn't higher.

Consideration also needs to be given to the changing needs of the bereaved as many are now looking for a direct funeral option. According to the Royal London National Funeral Cost Index Report 2016 approximately 5% of people choose to have a direct cremation, whereby the person who has died is taken directly to the crematorium and the ashes are returned a few days later to the family, without any ceremony at the time the cremation takes place.

Funeral Directors report that the demand for this type of service is not necessarily cost driven and is consumer preference, however direct cremations generally cost less than more traditional options and of course remove additional, often 'hidden' costs such as flowers, orders of service, organist and minister fees.

The Council will look to ensure that Childrens funerals continue to remain free of charge in line with the Welsh Government policy and we will ensure parents are properly supported and informed of the options they have.

Key Actions:

- Ensure Fees and Charges are regularly benchmarked both locally and nationally and that they remain competitive against other services
- Further promote the Cardiff Council Funeral Service as a low cost high quality and affordable option for residents of the City
- Explore the option of providing a Direct Cremation Service to meet the changing demands of the bereaved

- Ensure the Councils Fees and Charges are transparent and readily available to the public via the web site and offices
- Review memorial options and look to introduce affordable choices as well as continuing to provide high end options for those who want them
- Explore the option of providing longer service times for the current cremation fee in order to offer better value for money

### Theme 3 – Legislation, Third Sector and External Organisations

Changes in legislation need to be considered particularly if they will affect the cost of a funeral. An example is the ongoing review on the introduction of Medical Examiners to replace Doctors signing the cremation forms; this currently costs around £159. The introduction of a Medical Examiner service will remove the need for these forms and thereby the cost, however the cost of providing a Medical Examiner is currently unknown and it is uncertain how the service would be funded.

The Competition and Markets Authority are also currently undertaking a significant exercise in relation to looking specifically at costs charged by Funeral Directors and Crematoria around the UK and it is expected that recommendations and actions will fall out of this study, which the Authority will need to prepare for.

Obviously, the Council cannot directly control every aspect that contributes to the overall funeral cost but can look to build on existing strong local partnerships as well as find new options to identify ways to help the bereaved procure meaningful and affordable funerals.

Work needs to be undertaken with local funeral directors to ensure that price transparency is something that the public can expect with regard to the major costs associated with a funeral, the cremation or burial fee and the funeral directors fees and encourage all suppliers to be open about their charges and what they cover. The Council should lead by example on this, provide a breakdown of its own fees, and explain clearly, what they cover.

By working with local Funeral Directors, it is expected that the public will be able to easily check the cost of a simple funeral and make comparisons for themselves through us providing an agreed definition of what constitutes a simple funeral.

In 2016 over 200,000 funeral plans were sold in the UK. These can be a good way of ensuring funeral costs are met for an individual and staff are often asked why the Council do not provide a similar service. We will look to explore if any options exist to provide a funeral bond or similar service for the residents of Cardiff to help them plan for the future through existing suppliers or the introduction of a bespoke option. Given recent reports of miss selling of Funeral Plans the public will be looking for a trustworthy and reliable provider as the matter is investigated by the FCA.



The Council needs to explore what Charity and Third Sector operators in the area are doing and look to see how it can contribute to help these organisations and the ultimately the wider public.

Presenting new options to the public as to how funerals are funded can be explored with relative organisations such as credit unions or other social enterprise groups.

Public Health Funerals are those organised by the Council whereby there is no one else to make any funeral arrangements or where families simply cannot afford or refuse to organise a funeral. Under the Public Health (Control of Disease) Act 1984, the Local Authority must make arrangements for the funerals of these individuals which in many cases result in additional costs to the Council.

The number of public health funerals undertaken in Cardiff is increasing and in many instances, this is due to the rising costs of funerals and families not being entitled to any assistance from the state. The table below shows the numbers of funerals undertaken under the Public Health Act since 2014.

Financial Year	Number of Public Health Funerals
2018/19	26
2017/18	31
2016/17	28
2015/16	25
2014/15	19

#### Key Actions:

- Ensure that the Council is aware and prepared for any changes in Legislation that could affect funeral costs and work with other groups to mitigate any negative impact on the public
- Engage with the CMA review and submit accurate information and respond to any future recommendations as a result of the study
- Work with Local Funeral Directors on a variety of initiatives for the benefit of the residents of Cardiff
- Explore the option of the Council providing its own Funeral Plan or working with a current supplier to provide an option of an affordable pre-paid plan for its citizens
- Identify Charities and Third Sector groups in the local area to work with and share advice and support to ensure all residents have an understanding of what is available, particularly the most vulnerable and those from ethnic backgrounds
- Work with Credit Unions to explore what options could exist for residents to prepare for future funeral costs
- Look to reduce the numbers of public health funerals through ensuring affordable funeral options exist and residents are made aware of the options



## Outcomes

Once the strategy is formally adopted by the Council Bereavement services will look to publish a list of outcomes by the end of 2019, which will identify our key measurable outcomes in relation to affordable funerals.

This will identify firm commitments as to what the Council will do based on the action plan and outcomes of work to be completed. This could include the following:

1. We will publish guidance on funeral costs by January 2020 in conjunction with Local Funeral Directors
2. We will publish and widely promote a Planning Your Own Funeral document to help people think about and record plans for their funeral
3. We will provide information and attend events throughout the City to help inform the public on funeral costs and the options available to them
4. We will support greater public and personal discussion of bereavement, death, dying and care at end of life
5. We will provide the option of a Direct to Crematorium funeral service at a reduced cost
6. We will ensure that Cardiff provides a zero cost service for the funeral of any child under the age of 18 and work with SANDS and UHW to ensure the best provision of service at the cemetery and crematorium is delivered to parents who have lost babies and infants.
7. We will provide appropriate and understandable information and assistance to any person who wants to arrange a funeral without a funeral director at one of our sites
8. We will ensure any resident of Cardiff can access an affordable and ethical funeral plan
9. We will work with charities and third sector groups to ensure information around funerals, the associated costs and options are available to vulnerable members of our communities
10. We will monitor and measure our outcomes and objectives to ensure the effectiveness of our actions

## Action Plan

Affordable Funerals Strategy - Action Plan				
Theme	Action	Short 0 - 6 months	Medium 6 to 12 Months	Long 1 Year +
Information & Preparation	Widely publish guidance on Funeral Costs charged by Funeral Directors and Bereavement Services and include a breakdown of these fees to ensure the public are fully aware of what they receive for the fees charged.			
	Publish and Promote a Planning Your Own Funeral document to help people think about and record plans for their funeral			
	Develop pre-need talks and materials and publicise events to the the public and other relevant groups in order to provide consistent advice. advise groups that pre-need talks can be given to them			
	Establish a regular programme of Pre-Need funeral events at locations and relative events around the City.			
	Establish regular Death Café's in Cardiff and work with volunteers to hold events to encourage people to talk about death, dying and funerals			
	Ensure all information is widely available through digital channels and is easy to understand.			
	Improve marketing and Promotion of the Cardiff Council Funeral Service			
Funeral Costs	Ensure Fees and Charges are regularly benchmarked both locally and nationally and that they remain competitive against other services			
	Explore the option of providing a Direct Cremation Service to meet the changing demands of the bereaved			
	Ensure the Councils Fees and Charges are transparent and readily available to the public via the web site and offices			
	Review memorial options and look to introduce affordable choices as well as continuing to provide high end options for those who want them			
	Explore the option of providing longer service times for the current cremation fee in order to offer better value for money			
	Maintain CCFS provision & continue to meet with funeral director provider to ensure best practice			
	Continue to manage Childrens Funerals at no cost to the bereaved parents and ensure the Council provides suitable and meaningful memorial and burial areas for babies and Infants			
	Explore ways to engage with and help those not entitled to a Funeral Grant payment and with limited options to organise a meaningful funeral without incurring unmanageable debt			
	Provide easy to understand information to help those wishing to carry out a self arranged funeral at a Cardiff Council site.			
Legislation, Third Sector and External Organisations	Ensure that the Council is aware and prepared for any changes in Legislation that could affect funeral costs and work with other groups to mitigate any negative impact on the public			
	Engage with the CMA review and submit accurate information and respond to any future recommendations as a result of the study			
	Work with Local Funeral Directors on a variety of initiatives for the benefit of the residents of Cardiff			
	Explore the option of the Council providing its own Funeral Plan or working with a current supplier to provide an option of an affordable pre-paid plan for its citizens			
	Identify Charities and Third Sector groups in the local area to work with and share advice and support to ensure all residents have an understanding of what is available, particularly the most vulnerable and those from ethnic backgrounds			
	Work with Credit Unions to explore what options could exist for residents to prepare for future funeral costs			
	Look to reduce the numbers of public health funerals through ensuring affordable funeral options exist and residents are made aware of the options			
	Continue to provide an in house facility for undertaking Public Health Funerals			
	Explore options of providing assistance to those wishing to carry out self arranged funerals			
	Continue as Corporate Members of the ICCM to challenge the DWP in relation to the Funeral Grant payment amount and simplify and speed up the process of obtaining the funds			

**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**ENVIRONMENTAL SCRUTINY COMMITTEE**

**17 SEPTEMBER 2019**

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**ENVIRONMENTAL SCRUTINY COMMITTEE – DRAFT WORK PROGRAMME  
2019/20**

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**Background**

1. The Constitution states that each Scrutiny Committee will set their own work programme. This is undertaken at the beginning of a municipal year and updated as the work progresses. The work programme needs to be carefully constructed so that the time available to the Committee is used most effectively.
2. The Environmental Scrutiny Committee's Terms of Reference provide the Committee with the responsibility for the scrutiny of a number of specific service areas. A copy of the terms of reference has been attached to this document as **Appendix 1**. This will remind Members of the scope of ideas that could be considered.
3. The Committee is responsible for the scrutiny of a number of policies and strategies that affect the sustainability and environment of Cardiff. It can also undertake investigations into any of these areas.
4. The construction of a work programme involves obtaining information from a range of sources, these include:
  - Information from the relevant Directorate;
  - Relevant extracts from the current Corporate Plan;
  - Suggestions and ideas put forward by the previous Environmental Scrutiny Committee;
  - Member suggestions and observations;

- Citizen and third party comments and observations;
  - Performance information.
5. The topics gathered from the sources identified above were recorded in a document titled 'Environmental Scrutiny Committee – List of Potential Work Programme Items 2019/20'. This document was provided to Members who at the July 2019 Environmental Scrutiny Committee meeting discussed their priorities for the 2019/20 municipal year. A copy of the document is attached to this report as **Appendix 2**.
  6. Once the Member priorities were agreed the Principal Scrutiny Officer met with the Chair of the Committee to review the requests and then place them into a draft work programme structure; a copy of the 'Environmental Scrutiny Committee – Draft Work Programme 2019/20' has been attached to this report as **Appendix 3**.
  7. It is important to note at this point that the 'Environmental Scrutiny Committee – Draft Work Programme 2019/20' only nominates items for September, October, November and December 2019. The Environmental Scrutiny Committee will be regularly reviewed and updated during the remainder of the municipal year.
  8. In setting their work programme, Members have been mindful of Wales Audit Office advice for scrutiny committees to aim to achieve committee meetings that last no longer than three hours, whilst maintaining robust and appropriate levels of scrutiny across the terms of reference, by ensuring agendas are of a manageable size and that work occurs outside committee meetings. Members agreed in principle with this approach and agreed to aim to achieve this, with the option to adjourn a committee meeting if more time is required than originally anticipated.

### **Way Forward**

9. Members should consider the 'Environmental Scrutiny Committee – Draft Work Programme 2019/20' (**Appendix 3**) and decide if they are happy to formally adopt it as the Environmental Scrutiny Committee Work Programme for 2019/20.

### **Legal Implications**

10. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to

consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

11. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

### **RECOMMENDATION**

The Committee is recommended to:

- i. Consider the contents of this report; and,
- ii. Agree a way forward for the work programme.

**DAVINA FIORE**  
**Director of Governance & Legal Services**  
**11 September 2019**

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## **Environmental Scrutiny Committee – Terms of Reference**

The role of this Committee is to scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of environmental sustainability including:

- Strategic Planning Policy
- Sustainability Policy
- Environmental Health Policy
- Public Protection Policy
- Licensing Policy
- Waste Management
- Strategic Waste Projects
- Street Cleansing
- Cycling and Walking
- Streetscape
- Strategic Transportation Partnership
- Transport Policy and Development
- Intelligent Transport Solutions
- Public Transport
- Parking Management

To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, joint local government services, Welsh Government Sponsored Public Bodies and quasi-departmental nongovernmental bodies on the effectiveness of Council service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures which may enhance Council performance and service delivery in this area.

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## Environmental Scrutiny Committee - List of Potential Work Programme Items – 2019.20

### Transport

- Cardiff's Bus Routes & Services
- Bus Provision for the Local Development Plan Strategic Sites
- Development of Cardiff's Future Transport Interchanges
- Transportation to Support Cardiff as an Events City
- Transport for Wales – South Wales Metro Update
- Bus & Train Integration in Cardiff
- A Review of Cardiff Park & Ride Facilities
- Delivering Modal Shift – Encouraging Carless Travel
- Cardiff's Cycling Strategy
- Delivery of the Central Transport Interchange & Cycle Hub Development
- South East Transport Corridor – Business Case Progress Update
- Progress Update - Bus Priority on Key Radial Routes
- The Bay Loop – Development of Programme for the Phased Implementation of Improvements for Walking & Cycling
- Engage with City Deal partnership in relation to funding and delivery of key infrastructure projects
- Feasibility for Bus Link Between Penarth & Cardiff Bay via the Barrage
- Nextbike – Update
- Active Travel Plans for Cardiff Schools
- Delivery of Cardiff's Active Travel Agenda
- 20mph Speed Limit Areas – Cardiff Wide Roll Out Update
- Improving Cardiff's Cycling & Walking Network
- Mellons Business Park & Train Station
- Impact of M4 Tolls Removal on Cardiff
- Investigating Impact of Free Bus Travel Policy on Public Transport Usage & Congestion in Cardiff
- Active Travel Integrated Network
- Cycle Super Highway
- Central Transport Interchange & Cycle Hub Development
- Clean Air Strategy & Active Travel

- Transport White Paper
- Congestion Zones
- Eastern Bay Link
- Right of Way Improvements

### **Energy Schemes**

- Cardiff's Strategic Sites – Sustainable Energy Initiatives
- Lamby Way Solar Farm – Member Update
- Cardiff's District Heat Network – Member Update
- Development of Cardiff's Electric Vehicles Strategy
- Energy Retrofit Programmes for Council's Operational Estate
- Carbon Neutral Strategy
- One Planet Cardiff

### **Highways (including Parking Management)**

- Parking Provision Review Undertake - Protecting Local Residents from Long Stay Commuter Parking & Support Local Neighbourhoods
- Cardiff's Annual Parking Report Streetscene – Managing Telephone Poles & Wires in Residential Areas
- LED Residential Street Lighting – Project Delivery
- Highway Asset Management Plan Review
- Stray Horses
- Highways Resurfacing Programme
- Coastal Flood Management Project
- Parking Strategy

### **Planning**

- Third Cardiff Local Development Plan Annual Monitoring Report
- City Centre Transport Masterplan
- Cardiff's Planning Service – Added Value & Making Better Places
- Cardiff's Strategic Sites – Planning to Provide Key Services
- A Review of Cardiff's Planning Policy Framework

- Cardiff Local Planning Authority – Planning Annual Performance Report 2019
- Regional Strategic Development Plan
- Liveable Cities
- Placemaking
- Planning for Gypsy & Traveller Sites

### **Shared Regulatory Service**

- Shared Regulatory Service – 4 Year Review
- Shared Regulatory Service – Annual Review 2018/19
- Shared Regulatory Service Annual Report 2019/20 & Business Plan 2020/21
- Cabinet Response to Improving Cardiff's Air Quality
- Shared Regulatory Service – Public Protection & Business Monitoring
- Enhancing Cardiff's Taxi Standards
- Food Hygiene

### **Cleansing & Waste Management**

- Recycling & Waste Management Strategy – 2019 to 2022
- Cabinet Response to 'Litter & Fly Tipping in Cardiff'
- Waste Management - Regional Working Opportunities
- Challenges Facing Cardiff in the Recycling Market
- Cardiff's Waste Collection System Compared to the Welsh Government Blueprint
- Closed Loop Recycling in Cardiff
- Commercial Waste – Member Update
- Long Term Regional Partnership Recycling Infrastructure Arrangements
- Future Household Waste Recycling Centre Options
- Increasing Cardiff's Recycling Performance
- Waste Collection Productivity (suggested that this could potentially be transferred to PRAP or undertaken as a joint scrutiny with PRAP)
- Single Use Plastic Policy
- Citizen-based strategic plan for new and existing recycling centres
- HWRC's – Member Update
- Improving re-use rates in Cardiff
- Bank Holiday Working - Waste Services

- City Wide Separate Glass Recycling
- Volunteer Contribution - Keeping Cardiff Tidy
- Reducing Litter – Better Engagement with Secondary Schools
- Reducing Litter – Balancing Education & Enforcement
- Cabinet Response to the Environmental Scrutiny Committee report – ‘Litter & Fly Tipping in Cardiff
- Area-Based Model for Cleansing & Enforcement
- Love Where You Live – Update

### **Bereavement & Registration Services**

- Affordable Funeral Strategy
- Bereavement & Registration Services – Infrastructure Review
- Bereavement & Registration Services – Customer Services Strategy
- Bereavement & Registration Service – Member Update
- Burial Space Provision for an Increasing Population
- Thornhill Chapel

### **Other**

- Biodiversity and Resilience of Ecosystems (BRED) Duty
- Planning, Transport & Environment Directorate – Sickness Review
- Cardiff Dogs Home - Sustainable Service for the Kennelling & Re-Homing of Stray Dogs
- Cardiff Food Strategy
- Planning, Transport & Environment – Improving Digitalisation
- Planning, Transport & Environment – Improving Commercialisation
- Public Conveniences Strategy & Implementation
- Protecting Cardiff’s Heritage Buildings & Monuments
- City-wide Food Growing Mapping
- Cardiff Allotments Strategy
- Social Prescribing Model

### **Mandatory Items**

- Draft Budget Proposals 2020/21

- Planning, Transport & Environment Directorate – Quarterly Performance
- Planning, Transport & Environment Directorate – Directorate Delivery Plan  
2020/21

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## ENVIRONMENTAL SCRUTINY COMMITTEE - DRAFT FORWARD WORK PROGRAMME

17 September 2019 – 3 December 2019

If you would like to share your experiences or views regarding the items being considered please contact [Scrutiny.viewpoints@Cardiff.gov.uk](mailto:Scrutiny.viewpoints@Cardiff.gov.uk)

Meeting Dates	Type of Scrutiny	Title and Description of Report	Invitees & Consultees	Directorate Contact Officer
(a)		(b)	(c)	(d)
17 Sep 19	Monitoring Performance & Progress	<p><b>Third Cardiff Local Development Plan Annual Monitoring Report</b></p> <p>An item to review the content of the Third Cardiff Local Development Plan Annual Monitoring Report prior to it being received by Cabinet and submitted to Welsh Government. The item will provide Members with an opportunity to assess the progress made against the current Local Development Plan and consider any future developments.</p> <p><b>It is planned that this item will be webcast.</b></p>	<p>Councillor Caro Wild, Cabinet Member for Strategic Planning &amp; Transport</p> <p>Representatives from the Planning Service – Planning, Transport &amp; Environment Directorate</p>	<p>Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a></p>

<p>17 Sep 19</p>	<p><b>Pre Decision Scrutiny</b></p>	<p><b>Affordable Funeral Strategy &amp; Burial Space Provision</b></p> <p>An item to carry out pre decision scrutiny of the Council's Draft Affordable Funeral Strategy and discuss existing arrangements for burial space provision in the city.</p> <p><b>It is planned that this item will be webcast.</b></p>	<p>Councillor Michael Michael, Cabinet Member for Clean Streets, Recycling &amp; Environment</p> <p>Representatives from the Planning Service – Planning, Transport &amp; Environment Directorate</p>	<p>Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a></p>
<p>17 Sep 19</p>	<p><b>Member Briefing Note</b></p>	<p><b>Highways Resurfacing Programme – Member Briefing Note</b></p> <p>A Member briefing note that will provide the Committee with an opportunity to comment on the Draft Highways Resurfacing Programme for 2019/20.</p> <p><b>It is planned that this item will be webcast.</b></p>	<p>Richard Bowen, Principal Scrutiny Officer to provide a Member Briefing Note</p>	<p>Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a></p>



17 Sep 19	Committee Work Programme Item	<p><b>Environmental Scrutiny Committee – Draft Work Programme 2019/20</b></p> <p>An item to review the proposals contained within the Environmental Scrutiny Committee – Draft Work Programme 2019/20. Members will be asked to agree a way forward for the period of September to December 2019.</p> <p><b>It is planned that this item will be webcast.</b></p>	Members of Cardiff's Environmental Scrutiny Committee	Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a>
01 Oct 19	Pre Decision Scrutiny	<p><b>Transport White Paper</b></p> <p>An item to carry out pre decision scrutiny on the Council's Transport White Paper prior to it being presented at the October 2019 Cabinet meeting. Members will need to review the range of transport related themes and action plan contained within this document, before providing feedback to Cabinet.</p> <p><b>It is planned that this item will be webcast.</b></p>	<p>Councillor Caro Wild, Cabinet Member for Strategic Planning &amp; Transport</p> <p>Representatives from the Planning Service – Planning, Transport &amp; Environment Directorate</p>	Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a>

01 Oct 19	Monitoring Performance & Progress	<p><b>Planning, Transport &amp; Environment Directorate – Quarterly Performance</b></p> <p>An item to review the Quarter 3 &amp; 4 Performance Reports 2018/19 for the Planning, Transport &amp; Environment Directorate. In particular, the item will consider progress against key performance indicators; the challenges facing service areas and the achievements made in the period.</p> <p><b>It is planned that this item will be webcast.</b></p>	<p>Councillor Caro Wild, Cabinet Member for Strategic Planning &amp; Transport</p> <p>Councillor Michael Michael, Cabinet Member for Clean Streets, Recycling &amp; Environment</p> <p>Representatives from the Planning Service – Planning, Transport &amp; Environment Directorate</p>	<p>Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a></p>
01 Oct 19	Monitoring Performance & Progress	<p><b>Cardiff's District Heat Network – Member Update</b></p> <p>A Member update to assess the progress that has been made towards establishing Cardiff's District Heat Network. In particular the item will consider how close the Council is to agreeing a final business case for the scheme, along with the necessary procurement arrangements required to deliver the scheme.</p> <p><b>It is planned that this item will be webcast.</b></p>	<p>Councillor Michael Michael, Cabinet Member for Clean Streets, Recycling &amp; Environment</p> <p>Representatives from the Planning Service – Planning, Transport &amp; Environment Directorate</p>	<p>Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a></p>

05 Nov 19	Monitoring Performance & Progress	<p><b>Development of Cardiff's Future Transport Interchanges</b></p> <p>An item to consider the development of Cardiff's future transport interchanges. This will include information on current and proposed sites; how the new sites will link into Cardiff's existing transport network; existing funding arrangements; how new bus infrastructure is planned into the existing bus network, and timescales for delivery.</p> <p><b>It is planned that this item will be webcast.</b></p>	<p>Councillor Caro Wild, Cabinet Member for Strategic Planning &amp; Transport</p> <p>Representatives from the Planning Service – Planning, Transport &amp; Environment Directorate</p>	<p>Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a></p>
05 Nov 19	Monitoring Performance & Progress	<p><b>Cycling Update</b></p> <p>An item to provide an update on cycling provision for Cardiff. This will include an overview of the Cardiff Cycling Strategy; the Nextbike Scheme; the development of Cardiff's cycling infrastructure (including the Cycle Super Highway) and feedback on a number of cycling performance indicators.</p> <p><b>It is planned that this item will be webcast.</b></p>	<p>Councillor Caro Wild, Cabinet Member for Strategic Planning &amp; Transport</p> <p>Representatives from the Planning Service – Planning, Transport &amp; Environment Directorate</p>	<p>Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a></p>

05 Nov 19	Monitoring Performance & Progress	<p><b>Shared Regulatory Services – 4 Year Review</b></p> <p>An item to review the progress of Shared Regulatory Services since it was established in 2015. In doing this Members will consider the changing role of the service; future funding; the future priorities of the three partner local authorities and feedback from the recent Wales Audit Office report into the service.</p> <p><b>It is planned that this item will be webcast.</b></p>	<p>Councillor Michael Michael, Cabinet Member for Clean Streets, Recycling &amp; Environment</p> <p>Representatives from the Shared Regulatory Service</p>	<p>Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a></p>
03 Dec 19	Cabinet Response to Scrutiny Report	<p><b>Cabinet Response to the Environmental Scrutiny Committee report titled ‘Litter &amp; Fly Tipping in Cardiff’</b></p> <p>An item to receive the Cabinet response the Environmental Scrutiny Committee report titled ‘Litter &amp; Fly Tipping in Cardiff’. At the meeting Members will have an opportunity to comment on the response and provide feedback to the Cabinet Member.</p> <p><b>It is planned that this item will be webcast.</b></p>	<p>Councillor Michael Michael, Cabinet Member for Clean Streets, Recycling &amp; Environment</p> <p>Representatives from the Planning Service – Planning, Transport &amp; Environment Directorate</p>	<p>Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a></p>

03 Dec 19	Monitoring Performance & Progress	<p><b>Planning, Transport &amp; Environment Directorate – Quarterly Performance</b></p> <p>An item to review the Quarter 1 &amp; 2 Performance Reports 2019/20 for the Planning, Transport &amp; Environment Directorate. In particular, the item will consider progress against key performance indicators; the challenges facing service areas and the achievements made in the period.</p> <p><b>It is planned that this item will be webcast.</b></p>	<p>Councillor Caro Wild, Cabinet Member for Strategic Planning &amp; Transport</p> <p>Councillor Michael Michael, Cabinet Member for Clean Streets, Recycling &amp; Environment</p> <p>Representatives from the Planning Service – Planning, Transport &amp; Environment Directorate</p>	<p>Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a></p>
03 Dec 19	Cabinet Response to Scrutiny Report	<p><b>Cabinet Response to the Environmental Scrutiny Committee report titled ‘Improving Cardiff’s Air Quality’</b></p> <p>An item to receive the Cabinet response the Environmental Scrutiny Committee report titled ‘Improving Cardiff’s Air Quality’. At the meeting Members will have an opportunity to comment on the response and provide feedback to the Cabinet Members.</p>	<p>Councillor Caro Wild, Cabinet Member for Strategic Planning &amp; Transport</p> <p>Councillor Michael Michael, Cabinet Member for Clean Streets, Recycling &amp; Environment</p>	<p>Richard Bowen Principal Scrutiny Officer <a href="mailto:RBowen@cardiff.gov.uk">RBowen@cardiff.gov.uk</a></p>

		<p><b>It is planned that this item will be webcast.</b></p>	<p>Councillor Susan Elsmore, Cabinet Member for Social Care, Health &amp; Well-being</p> <p>Representatives from the Planning Service – Planning, Transport &amp; Environment Directorate</p>	
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