



---

## Report of Acting Director of City Development

To Executive Board

Date: 9th March 2011

**Subject: Long Term Burial Supply for North East Leeds: Whinmoor Grange Cemetery Design & Cost Report and Draft Whinmoor Grange Informal Planning Statement – Scheme no 1358/WHN**

---

### Electoral Wards Affected:

Crossgates and Whinmoor  
Harewood  
Roundhay

### Specific Implications for:

Equality & Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

---

## Executive Summary

This report provides Executive Board with an update about the burial requirements for the North East of the city. The report follows on from the decisions made by Executive Board in December 2008 to develop a 5 acre cemetery at Whinmoor Grange and to explore the scope to develop a further 5 acre cemetery at Elmete in order to ensure a medium term supply of burial plots for this area of the City.

The report also seeks approval to go to consultation with a draft Informal Planning Statement for Whinmoor Grange. This includes options for a masterplan for that area involving cemetery provision which would facilitate any future decision to re-locate the Council's nursery and some other Parks & Countryside activities from Red Hall to Whinmoor Grange.

The report includes a Design & Cost Report seeking approval to incur expenditure of £309,579 for construction works in relation to the development of the 5 acre cemetery at Whinmoor.

The report also advises Members that a planning application is being prepared for a proposed cemetery at the former Elmete caravan park.

## **1 Purpose of this Report**

1.1 The purpose of the report is to inform Executive Board of progress in relation to:-

- the supply of burial space in north east Leeds;
- the preparation of a masterplan for the Whinmoor Grange site, included in a Draft Planning Statement, that allows for the development of a 5 acre cemetery and the potential decant of the Council's nursery from Red Hall;
- the outcome of feasibility works undertaken to explore the potential to deliver a 5 acre cemetery on the site of the former Elmete Caravan Park and the potential submission of a planning application for the site on that basis;

1.2 and to seek approval:-

- of the Draft Planning Statement for Whinmoor Grange as a basis for public consultation;
- to incur expenditure of £309,579 from scheme 'Cemetery Exts City Wide 1358' for construction works in relation to the development of the 5 acre cemetery at Whinmoor.

## **2 Background**

2.1 On the 3<sup>rd</sup> December 2008, Executive Board received a report which reviewed the long term supply of burial space in the City. The report included options for meeting demand for the next 50 years and beyond. Consideration was also given to the outcome of the then Leisure and Enterprise Scrutiny Board's report of 2002 which made a series of recommendations in relation to future cemetery provision. The December 2008 meeting, Executive Board made a number of resolutions with respect to cemeteries including:-

- to establish a preference for smaller, locally based cemetery sites combined with the extension, where possible, for existing sites, to be adopted;
- that approval be given to the development of a 5 acre cemetery at Whinmoor in a location previously identified and that the implementation of this is delivered as part of a larger masterplan for the site, involving the decant of the Council's operation from Red Hall;
- that officers explore further the potential to deliver a 5 acre cemetery on the site of the former Elmete Caravan Park;
- that officers liaise further with representatives of the Muslim community, on the accommodation of Muslim burial needs in the Council's network of smaller cemeteries;

2.2 In 2008, the Council had 8,485 new graves available across the city, equivalent to 15-16 years supply. These were distributed across the city as below:-

<b>Area</b>	<b>Number of Graves</b>
East North East	1,080
West North West	4,289
South South East	3,116
<b>TOTAL</b>	<b>8,485</b>

- 2.3 The Council also had a number of proposals, which were at advanced stages of development. This included Garforth Cemetery extension, now completed (1,463 plots) and Kippax (248 plots). Harehills has also been extended, but now has only 270 multi faith plots left, which is approximately a 20 month supply. The Muslim burial area currently has approximately 4 years supply remaining.
- 2.4 When the location of graves available was considered in 2008, it was evident that the East North East area of the city had the lowest supply of new graves available and therefore was under most pressure, particularly as Harehills is the only active cemetery in this area. To address this, proposals have been developed for cemetery construction at Whinmoor and Elmete in line with the Executive Board decision in December 2008.

### **3 Main Issues**

#### **Whinmoor Grange**

- 3.1 Whinmoor Grange is a 104 acre (43 ha) site to the North East of Leeds, bounded by Thorner Lane and York Road. It is owned exclusively by Leeds City Council. The majority of the site is currently used for rough grazing. However, there is an unused former depot in the centre of the site, which housed office facilities with car parking.
- 3.2 In 2002, planning approval was granted for the construction of a large scale (46 acre) cemetery on the site. Early infrastructure works for the first two phases (16 acres gross) were completed in 2004. However, following the adoption of the policy for smaller, locally based cemeteries, the feasibility of Whinmoor as a large scale cemetery was reviewed. Approval was then given by Executive Board in December 2008, for the development of a net 5 acre cemetery, located within the 16 acres planning approval boundary as shown in Appendix 1.
- 3.3 Further to this approval, a Draft Informal Planning Statement has been prepared which incorporates the development of a cemetery and the potential decant of Red Hall as part of a larger masterplan.

#### **Draft Planning Statement (DPS)**

- 3.4 Land around the eastern edge of Leeds has been defined as the East Leeds Extension under the Leeds UDP Review 2006. The area covers some 215ha of land, extending from the edge of Manston, to the west of the A58 at Wetherby Road. It includes the land at Red Hall which has an operational depot and the horticultural nursery. This land has been allocated as potential housing land (Policy H3-2). In addition the Red Hall playing field land is allocated as a Key Business Park reserved for B1 office use under policy E4:11. Altogether this land is approximately 70 acres.
- 3.5 In anticipation of the future potential development of Red Hall, a relocation plan is required to release the site from its present uses. This includes the continuation of the relocation of Parks & Countryside staff to the operational headquarters at Farnley Hall. However, there is a requirement to maintain some staff and operational functions in the east of the city and Whinmoor Grange has been identified as a suitable site for their relocation. These functions include the horticultural nursery comprising glasshouses

and polytunnels; green and brown waste recycling site; machinery workshop; east area depot and general offices.

3.6 The draft 'Whinmoor Grange Informal Planning Statement' is attached at Appendix 2. It is envisaged that this statement will be put out for consultation prior to being finalised and adopted as non statutory planning guidance. The statement will provide:-

- a starting point for the consideration of development proposals;
- opportunities to relocate facilities and services in a planned and co-ordinated way;
- clarity in relation to the potential future land uses of the site;

3.7 The DPS includes two options for consideration as part of the consultation.

#### **Option 1**

Option 1 provides net 5 acre cemetery in a c16 acre area located as per Appendix 1. This area will provide approximately 3,250 multi-faith graves. Based on current burial rates of 170/year in the North East, without Elmete this should give a lifespan of up to 19 years.

#### **Option 2**

Option 2 gives greater flexibility to the future development of the cemetery. The cemetery could in the future be extended to provide an additional net 10 acres (14 acres gross); an additional 38 years burial supply. On this basis, subject to further approvals, the total burial supply at Whinmoor could be 15 acres net; a supply of over 57 years. This could still be consistent with the policy for smaller cemeteries, should Members choose this option.

3.8 Subject to the view of Executive Board, the consultation about the DPS will seek views about these options. The planning statement will be finalised for approval following the consultation period.

#### **Whinmoor 5 Acre Cemetery Design Proposals/Scheme Description**

3.9 The works previously undertaken as part of the phase 1 & 2 planning approval consisted of the construction of the highways access to the site off Thorner Lane, the sub-base to the main access road through the proposed cemetery, and planting along the boundary of the site with Morwick Terrace.

3.10 It is proposed to provide a full 5 acres (net) burial space within this red line boundary where the infrastructure works have already been completed. The proposed layout for the cemetery is attached at Appendix 3. The works will consist of the surfacing of the existing base of the car park and main access road to highways standard; the construction of internal roadways and footpaths around the cemetery; and the construction of swales and a retention pond as part of a sustainable drainage system.

3.11 To ensure continuity of supply in the North East of the city, works are proposed to commence in July 2011, allowing the first burials to take place from March 2012 while there is still approximately six months' supply at Harehills.

#### **Proposed Elmete Cemetery**

3.12 Further to Executive Board in December 2008, officers have also explored the potential to develop up to a 5 acres (net) cemetery at Elmete, in addition to the 5 acres at Whinmoor. In 2009/10. Feasibility work indicates that the site is suitable for a cemetery but that the final site lay out and capacity will need to be investigated further due to the

possible existence of a Romano-Celtic Temple on part of the site. It is proposed to submit a planning application in March 2011 for the creation of Elmete Cemetery based on a plan to use approximately 4 acres net for burial. This, added to 5 acres at Whinmoor, would give capacity of 35 years.

### East North East Supply

- 3.13 In summary, the potential burial provision in the East North East of the city, as per the options in the DPS for Whinmoor, is shown in the table below.

Option in DPS	Site	Acres	Multi-Faith Plots	Years
Option 1	Whinmoor Cemetery	5	3250	19
Option 2	Whinmoor - Extension	10	6500	38
<b>Option 1 + 2</b>	<b>Whinmoor Total</b>	<b>15</b>	<b>9750</b>	<b>57</b>
	Elmete Cemetery	4	2600	15
	<b>East North East Potential Total</b>	<b>21.5</b>	<b>12,350</b>	<b>72</b>

- 3.14 Further to Executive Board consideration, consultation will take place on the DPS and also with all faith groups about these options and the outcome of this will be reported to Executive Board in Summer 2011.

### Consultation

- 3.15 At the time of the Executive Board report of December 2008, the Association of Leeds Mosques outlined their aspiration to secure a long term supply of burial space to meet the needs of the Muslim population of Leeds. This could be part of a larger multi-faith cemetery but the preference from the Association of Leeds Mosques was for a single exclusivity location. In 2008 the Council considered this request and took the view that the most appropriate course was to accommodate Muslim burials within the network of locally based cemeteries. The Council decided this at that time partly because of the preference for developing smaller cemeteries and partly in line with the Council's provision of cemeteries being based on a multi-faith approach as the chosen means of accommodating the diversity of the City's population.
- 3.16 The proposals at Whinmoor for 5 acres and Elmete for 4 acres will provide replacement cemetery provision for Harehills and Muslim burial space within multi faith cemeteries for over 35 years for all faiths in the north east of the city.
- 3.17 Officers have written to faith groups to consult about the proposals for both Whinmoor and Elmete and the policy for the development of smaller, locally based cemetery sites which are capable of accommodating burials for all faiths. Time has also been set aside to meet with any faith groups, to discuss the proposals further.

### Ward Member Consultations

- 3.18 During the development of both Whinmoor Cemetery and the proposals for a 4 acre cemetery at Elmete, a significant amount of consultation was undertaken with Executive board members and Ward Members, including site visits. Now that proposals for Whinmoor are ready to be implemented, further consultation about the proposed layout and programme have been arranged and will be undertaken in the near future. Elmete cemetery will be subject to consultation as part of the planning process but feedback from ward members has been supportive of the scheme to date.

- 3.19 In addition to the consultations above, it is proposed to consult Area Committees about the proposals for the long term supply of burial space. This is to ensure that all groups are represented and that future requirements are understood. The Equality Impact Assessment produced in 2008 will be further updated to reflect these discussions.

### **Programme**

- 3.20 Bearing in mind the imminent shortage of burial space in this area of the city, subject to Executive Board approval, it is proposed to move forward on the basis of the following outline construction programme for construction for both cemeteries:-

#### **Whinmoor Cemetery**

DCR to Executive Board	March 2011
Works to commence on site	July 2011
Completion of road infrastructure	October 2011
Construction of swales	October – December 2011
Burials commence	March 2012

#### **Elmete Cemetery**

Planning application submitted	March 2011
Planning approval	July 2011
Commencement of road construction	April 2012
Installation of entrance fencing/access gates	June 2012
Construction of car park	August 2012
Planting/seeding works	September 2012
Completion/burials commence	March 2013

## **4. Implications for Council Policy and Governance**

- 4.1 These schemes sit within the policy framework of the Council through the following documents:-

#### **Council Business Plan 2008-2011**

- ensure fair access to all our services
- increase involvement, engagement and participation of all communities, especially under-represented groups

#### **Leeds Strategic Plan 2008-2011**

- the environment is clean, green attractive and above all sustainable
- enable a robust and vibrant voluntary, community and faith sector to facilitate community activity and directly deliver services

#### **Environmental Policy**

- Work towards a more sustainable future preventing pollution and minimizing waste
- Improve local neighbourhoods by providing new green spaces, keeping them free from pollution

#### **Equality and Diversity Policy**

- Provide fair access to services, which meet the needs of our diverse communities and individuals
- Increase the number of equality, diversity and community cohesion impact assessments undertaken to identify and reduce, or remove, barriers to accessing services experienced by any particular groups

#### **Cemeteries and Crematoria 50 year Burial Strategy**

## 5. Resource Implications

### 5.1 Scheme Design Estimate

**Scheme being wholly funded from LCC resources – Scheme No 1358**

#### **Whinmoor Cemetery**

##### **Works**

Site Clearance and preparation	£21,455
Hardworks	£167,432
Planting/soft works	£50,807
Site Furniture	£12,000
Contingencies	£20,135
Administration	£37,750
<b>TOTAL</b>	<b>£309,579</b>

#### **Capital Funding and Cash Flow**

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2010 £000's	FORECAST				
			2010/11 £000's	2011/12 £000's	2012/13 £000's	2013/14 £000's	2014 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	271.8			271.8			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	37.8		10.0	27.8			
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>309.6</b>	<b>0.0</b>	<b>10.0</b>	<b>299.6</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

  

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2010 £000's	FORECAST				
			2010/11 £000's	2011/12 £000's	2012/13 £000's	2013/14 £000's	2014 on £000's
LCC Funding	750.0		10.0	440.0	200.0	100.0	
Total Funding	750.0	0.0	10.0	440.0	200.0	100.0	0.0
<b>Balance / Shortfall =</b>	<b>440.4</b>	<b>0.0</b>		<b>140.4</b>	<b>200.0</b>	<b>100.0</b>	<b>0.0</b>

**Parent Scheme Number :**

**Title :** 1358

### 5.2 Revenue Effects

The estimated initial grounds maintenance cost of the site is £12.5k per annum. This figure may rise slightly as the cemetery fills up. While there will be an income from burials, these will have switched from existing cemeteries which still have to be maintained. Therefore there will be a net cost to the service. However, it is proposed to contain this within the ongoing budget provision.

### 5.3 Risk Assessments

- 5.3.1 An updated design risk assessment has been undertaken since the original scheme design and will be used to generate the contractor method statement for the implementation of the works.

### 5.4 Equality Impact Assessment (EIA)

- 5.4.1 An Equality Impact Assessment was undertaken in 2008 of the proposed 50 year Burial Strategy. Since then there have been consultations with planning, legal highways and specific faith groups as well as site visits with ward members, in relation to the proposals to develop Elmete and Whinmoor.
- 5.4.2 The assessment identified that people of all faiths could be buried at any of the city's municipal cemeteries of their choosing. However, there are 2 cemeteries that have specific sections for Muslim burials – Harehills and Cottingley and 1 cemetery that has a specific section for Jewish burials – Harehills.
- 5.4.3 The EIA and the Executive Board report of December 2008 highlighted that the Councils consulted (Bradford, Bristol, Liverpool, Newcastle, Nottingham, Sheffield, Wakefield, Kirklees and Calderdale) accommodate specific faith burials within a multi-faith cemetery environment, with the exception of Bradford. The development proposals for current and future cemeteries in the city, can meet the burial needs of the Muslim community and all other faiths, in a multi-faith setting. The ongoing consultations with all faith groups in relation to the city's long term burial supply, will be reflected in an updated EIA.
- 5.4.4 Further consultation is taking place with a range of faith groups. The EIA will be updated to reflect this.

## **6 Conclusions**

- 6.1 This report sets out proposals, in line with the previous decision by Executive Board, which address the anticipated burial requirements for a large part of the city through the development of cemeteries at Whinmoor Grange and at Elmete. The proposals included in this report allow for approximately 19 years supply of burial space on 5 acres at Whinmoor Grange, with an opportunity to expand on this, depending on decisions about the proposed masterplan. There is also the potential to add up to a further 4 acres at Elmete, which would bring the supply to between 35-70 plus years, depending on the final option agreed for the Whinmoor Grange masterplan.
- 6.2 On the basis of the recommendations in this report, the Council will be able to meet its burial needs in the North East of the city for a minimum of 35 years through a series of smaller multi-faith cemeteries serving all faiths in Leeds.

## **7. Recommendations**

- 7.1 Executive Board is recommended to note the current position in relation to implementing the proposals agreed at its December 2008 meeting.
- 7.2 Executive Board is recommended to approve:
- a) the Draft Informal Planning Statement for Whinmoor Grange for public consultation to be undertaken over 4 weeks and the findings to be reported back to Executive Board;
  - b) expenditure of £309,579 on the construction of a 5 acre cemetery at Whinmoor (Cemetery Exts City Wide – Green Schemes, Scheme Number 1358)
- 7.3 Executive Board is also requested to note:-



- c) the proposal to move forward with a planning application for a cemetery at the former Elmete caravan park.

### **Background Papers**

Leisure and Enterprise Scrutiny Board Report, December 2002  
Executive Board Report, December 2008, Long Term Burial Supply  
Equality Impact Assessment of Burial Supply in Leeds 2008