

**Argyll and Bute Council**  
Comhairle Earra Ghaidheal agus Bhoid

Customer Services  
Executive Director: Douglas Hendry



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20 August 2014

### **SUPPLEMENTARY PACK 3**

**POLICY AND RESOURCES COMMITTEE - COUNCIL CHAMBER, KILMORY,  
LOCHGILPHEAD on THURSDAY, 21 AUGUST 2014 at 10:00 AM**

I enclose herewith items **18 (ELECTED MEMBER TRAINING)**, **19 (DRAFT PARKING POLICY FRAMEWORK)**, **20 (POLICY FOR PROVISION OF WOODLAND AND GREEN BURIALS)** and **23 (CASTLE TOWARD)** which were previously marked “to follow” on the agenda for the above meeting.

Douglas Hendry  
Executive Director - Customer Services

### **BUSINESS**

- 18. ELECTED MEMBER TRAINING**  
Report by Executive Director – Customer Services (Pages 1 - 6)
- 19. DRAFT PARKING POLICY FRAMEWORK**  
Recommendation from Environment, Development and Infrastructure Committee held on 14 August 2014 and report by Executive Director – Development and Infrastructure Services (Pages 7 - 22)
- 20. POLICY FOR PROVISION OF WOODLAND AND GREEN BURIALS**  
Recommendation from Environment, Development and Infrastructure Committee held on 14 August 2014 and report by Executive Director – Development and Infrastructure Services (Pages 23 - 38)
- E1 23. CASTLE TOWARD**  
Joint report by Executive Director – Customer Services and Executive Director – Community Services on exercise of delegation (Pages 39 - 72)

The Committee will be asked to pass a resolution in terms of Section 50(A)(4) of the Local Government (Scotland) Act 1973 to exclude the public for items of business with an “E” on the grounds that it is likely to involve the disclosure of exempt information as defined in the appropriate paragraph of Part I of Schedule 7a to the Local Government (Scotland) Act 1973.

The appropriate paragraphs are:-

**E1 Paragraph 8** The amount of any expenditure proposed to be incurred by the authority under any particular contract for the acquisition of property or the supply of goods or services.

**Paragraph 9** Any terms proposed or to be proposed by or to the authority in the course of negotiations for a contract for the acquisition or disposal of property or the supply of goods or services.

## **POLICY AND RESOURCES COMMITTEE**

Councillor Dick Walsh (Chair)  
Councillor Vivien Dance  
Councillor Bruce Marshall  
Councillor Roderick McCuish  
Councillor Ellen Morton  
Councillor Douglas Philand  
Councillor Len Scoullar  
Councillor Isobel Strong

Councillor Robin Currie  
Councillor Donald Kelly  
Councillor Duncan MacIntyre  
Councillor Aileen Morton  
Councillor Gary Mulvaney  
Councillor James Robb  
Councillor John Semple  
Councillor Sandy Taylor

Contact: Hazel MacInnes Tel: 01546 604269

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**ARGYLL AND BUTE COUNCIL****Policy & Resources Committee****Customer Services****21<sup>st</sup> August 2014**

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**Elected Member Training**

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**1.0 EXECUTIVE SUMMARY**

The key purpose of this report is to update the Committee on Elected Member training activity since August 2013 and to seek their endorsement for the key focus of activity in drawing up a programme for the next year.

The proposals draw on feedback gained through the recent Elected Member Seminar Survey and the development workshops undertaken between 7-11<sup>th</sup> August to support the new Committee Structures.

The Policy & Resources Committee is requested to:

- a) note the activity that has been undertaken to support elected member training since August 2013,
- b) note that feedback that has been gained through the Elected Member Seminar Survey and recent Committee Development Days which will inform the training programme for the next year, and
- c) endorse the approach to be adopted in the development of the forthcoming programme and to agree that this be delegated to the Director of Customer Services to take forward through discussion with the Chief Executive, the Leader of the Council, Depute Leader of the Council and Group Leaders.

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**ARGYLL AND BUTE COUNCIL**

**Policy & Resources Committee**

**Customer Services**

**21<sup>st</sup> August 2014**

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**Elected Member Training**

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**2.0 INTRODUCTION**

2.1 The key purpose of this report is to update the Committee on Elected Member training activity since August 2013 and to seek their endorsement for the key focus of activity in drawing up a programme for the next year.

**3.0 RECOMMENDATIONS**

3.1 The Policy & Resources Committee is requested to:

- d) note the activity that has been undertaken to support elected member training since August 2013,
- e) note that feedback that has been gained through the Elected Member Seminar Survey and recent Committee Development Days which will inform the training programme for the next year, and
- f) endorse the approach to be adopted in the development of the forthcoming programme and to agree that this be delegated to the Director of Customer Services to take forward through discussion with the Chief Executive, the Leader of the Council, Depute Leader of the Council and Group Leaders.

**4.0 DETAIL**

Elected Member Seminars

4.1 The Elected Member Seminar Programme was revamped in August 2013 and in the past year the Council has run a programme of 12 Seminars covering a wide range of topics with attendance levels in brackets:

- 1. Education Management Review (67%)
- 2. Reshaping Older Peoples Services (75%)
- 3. Review of Children and Families Social Work Services (39%)
- 4. CPD Framework (64%)
- 5. Budget Review & Health & Social Care Integration (64%)
- 6. Improvement Service Workshop (75%)
- 7. Civil Contingencies ((47%)
- 8. Audit Scotland Action Plan (72%)

9. Local Development Plan, Standards Commission, Health & Social Care Integration (44%)
  10. Single Outcome Agreement, Next Generation Broadband (50%)
  11. Strategic Risk Register, Marine Renewables Planning & Mobile infrastructure (60%)
  12. Education, Children & Young People, Risk Management (66%)
- 4.2 A specific site has been set up on the intranet to store all materials issued at the seminar so that members who were not able to attend can access these. This can be accessed at <http://intranet.argyll-bute.gov.uk/members-seminars>
- 4.3 Elected Member attendance at seminars is recorded through the use of a sign-in sheet and average attendance levels are 60%. Attendance levels are variable and while some members have very high attendance levels there are a few members who have not taken up the opportunity to attend.
- 4.4 In order to review the programme a survey was issued in June seeking Elected Members feedback to ensure the programme remained relevant to their needs and addressed issues which supported them in their role. This information would then be used to develop a programme for the next year.
- 4.5 24 responses were received (70%) and key satisfaction scores were:
- |                       |     |
|-----------------------|-----|
| Frequency of Seminars | 61% |
| Duration of Seminars  | 59% |
| Content of Seminars   | 75% |
| Materials used        | 78% |
- 4.6 Narrative feedback and suggestions for future learning events will be pulled together with content from recent committee development days to develop a forward programme and a copy of the survey findings will be issued to all Elected Members with details for the proposed forward programme.
- 4.7 As highlighted in addition to the seminar programme a programme of development days has been put in place to support the establishment of the new Committees as follows:
- May Audit Committee – 30th
  - August Policy & Resources – 7th
  - Environment
  - Development and Infrastructure – 8th August
  - Community Services – 11th August
  - Performance Review and Scrutiny Committee – 26<sup>th</sup> August
- 4.8 A programme of Elected Member development is ongoing in respect of PPSL and this usually takes place for at least an hour prior to each scheduled meeting

and is supplemented by external visits e.g. wind farm, fish farm etc. Speakers are drawn from external organisations such as SEPA, Historic Scotland and the Council Planning and Legal Services Team. The most recent session on Competent Motions has been hosted on the intranet as it may be of wider interest to members. The Performance Review and Scrutiny Committee have also introduced a Pyramid preview session with a member of the IOD Team prior to the Committee Meeting to support members fulfil their scrutiny role by looking in more detail at the scorecards.

- 4.9 Training sessions were also undertaken at Area Committee level on developments with respect to the Elected Member Portal and this has had a positive impact on the numbers and frequency of usage by Members. The Performance Review and Scrutiny Committee, there will be an opportunity for you to have a Pyramid preview session with a member of the IOD Team prior to the Committee Meeting to allow you to look in more detail at the scorecards.

### Continuous Professional Development Framework

- 4.10 A total of 23 Elected Members have agreed to in participate in the Continuous Professional Development Framework for Elected Members and these are at varying stages of the process which will now be further progressed following the summer recess. Members who have not yet agreed to participate will be encouraged to reconsider their participation prior to the end of August.
- 4.11 A key challenge in supporting development needs relates to putting in place arrangements that facilitate meaningful development on an individual basis. Some of this may be best facilitated by the Improvement Service or external providers and this is being followed up directly with them. It should also be noted that in addition to in-house development events elected members also take up the opportunity to engage in a wide range of external learning opportunities and courses. A clearer overview of this activity would support ongoing development planning and elected members are reminded that there is an existing protocol to attend courses, conferences and seminars with the approval of the Leader of the Council which is in keeping with the Scheme of Approved Duties and could capture such activity and enhance learning opportunities.
- 4.12 The Council participates in the National User Group and areas of note are:
- The Improvement Service (IS) is currently gathering update figures from Councils and this will be useful for future benchmarking.
  - The IS are planning to do some work on a political mentoring framework based on a similar approach in England.
  - The IS have revamped some of the Effective Communication notebooks and resources and are developing an iBook for elected members. This will be available for all CPD Framework councillors who have iPads and iPhones whether council provided or privately owned. The content within the iBook will be available to members without iPads/iPhones in other formats.

- The IS are still looking to use webinars to deliver training to elected members and will be working with a few CPD Framework councils over the coming months to see if this approach will work. This is an area we would be keen to explore further within Argyll and Bute.

### Next Steps

4.13 Following on from the Elected Member Seminar Survey feedback and Committee Development day feedback it is proposed that the Development Programme for the year ahead be refocused as follows:

- Achieve a better balance between information giving and interactive seminars.
- Review length of seminars – where a short session is required, seek to link to existing meetings or committees where appropriate.
- Review requirement for monthly seminars and scheduling.
- Build opportunity for new Committees to have “space” to explore key strategic issues outwith committee process.
- New Committees to put in place a planned development programme linked to remit e.g. similar to PPSL which was seen as a best practice example.
- Explore wider use of technology where appropriate e.g. webinars, VC if an information session but not an interactive session.
- Incorporate the following topics:
  - Integration of Health & Social Care
  - Economic Development
  - Effective Governance and Standards Commission/Code of Conduct
  - Care in the Community
  - Capital Programme
  - Strategic Housing Plan
  - Asset Management
  - Overview of Scottish Government
- Continue to progress CPD Framework for Elected Members and underpin PDP process with opportunities for focused individual development support.
- Review protocol for elected member attendance at development events to support high level overview of development activity and sharing of knowledge and information

## **5.0 CONCLUSION**

5.1 The Policy & Resources Committee is requested to note the activity that has been undertaken to support elected member training since August 2013 and the feedback that has been gained through the Elected Member Seminar Survey and recent Committee Development Days to inform the training programme for the

next year. In order to take this forward the Committee is asked to endorse the approach identified in the next steps section at 4.13 and that this is delegated to the Director of Customer Services to put in place an appropriate programme through discussion with the Chief Executive, the Leader of the Council, Depute Leader of the Council and Group Leaders.

## **6.0 IMPLICATIONS**

- 6.1 Policy: Underpins commitments set out in Audit Scotland Action Plan and supports strategic focus on policy issues.
- 6.2 Financial: Costs associated with training programmes.
- 6.3 Legal: N/A
- 6.4 HR: Requirement for HR input to good development practice.
- 6.5 Equalities: N/A
- 6.6 Risk: Approach addresses risks highlighted in Audit Commission Statutory Report in respect of Elected Member roles and relationships.
- 6.7 Customer Service: N/A

**Douglas Hendry,  
Executive Director of Customer Services  
18<sup>th</sup> August 2014**

Policy Lead: Dick Walsh, Leader of Council

For further information contact: Tricia O'Neill, Central Governance Manager 01546604384



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ARGYLL & BUTE COUNCIL

POLICY AND RESOURCES  
COMMITTEE

CUSTOMER SERVICES

21 AUGUST 2014

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**EXTRACT OF MINUTE OF THE ENVIRONMENT, DEVELOPMENT AND  
INFRASTRUCTURE COMMITTEE HELD ON 14 AUGUST 2014**

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**4. DRAFT PARKING POLICY FRAMEWORK**

The Committee considered a report proposing a draft Parking Policy Framework for Argyll and Bute which would provide a framework to ensure a consistent area based approach while recognising the uniqueness of some of the towns and settlements. The report also set out proposals for reviewing the existing Traffic Regulation Orders and charging regimes following the introduction of Decriminalised Parking Enforcement in May 2014.

**Decision**

The Committee –

1. Endorsed the proposed draft Policy and recommended to the Policy and Resources Committee that the draft Policy be recommended for adoption by the Council subject to the amendments agreed by the Committee being incorporated into the document.
2. Endorsed the proposal for reviewing Traffic Regulation Orders by Area Committees.
3. Delegated the Head of Roads and Amenity Services to work in consultation with the Communications Manager and Policy Lead for Tourism to ensure that appropriate information in respect of coach and HGV parking be made available on the website.

(Reference: Report by Executive Director – Development and Infrastructure Services dated July 2014 and draft Parking Policy Framework, submitted)

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**DRAFT PARKING POLICY FRAMEWORK**

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**1.0 EXECUTIVE SUMMARY**

There are effectively 3 elements to parking policy proposed in Argyll and Bute:

- **Overarching Parking Policy Framework –**
- **Traffic Regulation Orders (TROs) –**
- **Decriminalised Parking Enforcement (DPE)**

This report introduces the overarching Parking Policy Framework, confirms proposals to consider adjustments to existing TROs on an area by area basis and proposes a time scale for these activities.

The inequality of parking provision and extent of charging in different areas of Argyll & Bute has been raised on many occasions by both members and the public. The review of parking will seek to bring equity in provision of parking and income generation to support the burden of maintenance.

It is recognised that a “one size fits all” approach is not practical in Argyll & Bute, due to the differing natures of the main towns.

**RECOMMENDATIONS**

Members endorse the draft policy be adopted by the Council.

Members are asked to endorse the proposal for reviewing Traffic Regulation Orders by Area Committees.

Officers to work with the relevant Policy Leads to improve information for coach and LGV drivers.

**DRAFT PARKING POLICY FRAMEWORK**

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**2.0 SUMMARY**

- 2.1 This report proposes a draft Parking Policy Framework for Argyll & Bute which will provide a framework to ensure a consistent area based approach while recognising the uniqueness of some of our towns and settlements.
- 2.2 This report also sets out the proposals for reviewing the existing Traffic Regulation Orders and charging regimes following the introduction of Decriminalised Parking Enforcement in May this year.

**3.0 RECOMMENDATIONS**

- 3.1 Members endorse the draft policy be adopted by the Council.
- 3.2 Members are asked to endorse the proposal for reviewing Traffic Regulation Orders by Area Committees.
- 3.3 Officers to work with the relevant Policy Leads to improve information for coach and LGV drivers.

**4.0 DETAILS**

Background

- 4.1 In 2004 Area Committees were directed to introduce charges for off-street parking where it was considered viable. Some car parks that were identified as being viable did not have charges introduced for a variety of reasons. Current car parking policy, in practical effect, is defined by existing Traffic Regulation Orders in place in each area. The Council currently does not have an overarching parking policy in place.
- 4.2 There is disparity in the availability of free and charged for car parking across Argyll & Bute. There have been calls from both Members and members of the public to review parking policy to bring equity across all areas.

- 4.3 Off-street parking is predominantly on land owned and maintained by the Council and provided by the Council to reduce obstruction on the road due to indiscriminate parking. Adequate parking provision also encourages shoppers and other visitors to our towns.
- 4.4 The provision and maintenance of parking areas is a financial burden, it is therefore justifiable that charges are made to provide revenue for the maintenance of parking areas and the provision of new parking areas.
- 4.5 Charges in off-street parking areas also provide a means to control the use of off-street parking. This can be used to encourage parking turnover in town centres, control the types of vehicle permitted, influence the length of time vehicles may be left in the parking area and encourage a modal shift in transport choice where available.
- 4.6 On-street parking generally needs to be controlled to achieve a turnover of parking spaces that service shopping areas and to improve the free flow of traffic with little or no obstruction due to inconsiderate parking. Cost effective full control can best be achieved through on-street charging where appropriate. Controlling on street parking can be achieved through Traffic Regulation Orders such as single and double yellow lines.
- 4.7 This report introduces an Overarching Parking Policy Framework together with a process for the Area Committees to review area based Traffic Regulation Orders. There are effectively 3 elements to parking policy:
- **Overarching Parking Policy Framework** – Policy Framework to enable Area Committees to make adjustments and introduce Traffic Regulation Orders, adjust and introduce off street parking charges and adjust and introduce on street parking charges (currently only in place in parts of Oban). The overarching Parking Policy Framework is effectively formalising what is reflected in current custom and practice.
  - **Traffic Regulation Orders (TROs)** – Traffic Regulation Orders that allow parking restrictions to be enforced (double and single yellow lines etc.) and off-street charging orders that allows the Council to apply charges to off-street car parks under council control.
  - **Decriminalised Parking Enforcement (DPE)** this is the process which transfers on street parking enforcement powers from the Police to the Local Authority under DPE the Council issue Penalty Charge Notices (PCNs) when a vehicle has been parked where it is not allowed or has overstayed the permitted time. DPE was introduced across the Council area in May 2014.

#### Overarching Parking Policy Framework

- 4.8 The Parking Policy Framework is a framework for the provision and control of parking across Argyll & Bute. The framework sets out the broad principles for the provision of parking. The overarching Parking Policy Framework is effectively formalising what is reflected in current custom and practice.

- 4.9 It is recognised that a “one size fits all” approach is not practical in Argyll & Bute, due to the differing natures of the main towns. However, there is a need for fairness and equity for all residents and visitors of Argyll & Bute. The inequality of parking provision and extent of charging in different areas of Argyll & Bute has been raised on many occasions by both members and the public. The Policy Framework at Appendix 1 of this report formalises the current custom and practice around parking and provides a framework to provide a consistent approach to parking whilst recognising that a one size approach will not always be appropriate given the differing nature of the Council Area.

Review of Traffic Regulation Orders in each of the Area Committee Areas

- 4.10 In an effort to find the best solution for parking provision in each of the main towns it is proposed that area based proposals are developed through the Area Committees which consider the level of provision, extent of charging and free spaces, distribution of available parking and any specific local conditions. Local decisions will be directed within the Parking Policy Framework. These local solutions will be delivered through the implementation of TROs. In order to develop local solutions it will be necessary to review the existing arrangement and to adjust those arrangements, where necessary, to meet the sustainable needs of the area.
- 4.11 The introduction of DPE in May this year has seen the reintroduction of parking enforcement, in many areas for the first time in 4 years. Once DPE has had time to ‘settle in’ area based workshops will be held in each of the 4 Area Committee areas with a view to agreeing any local changes to TROs. These initial workshops are proposed for the autumn/winter of 2014 and will be based on the experiences gained from the introduction of DPE and will seek to remove any anomalies that exist or matters that can be improved to compliment parking management that is being regulated through DPE. Existing Traffic Regulation Orders and the introduction of new Traffic Regulation Orders will be considered and progressed by Area Committees as has historically been the case. Area Committees wishing to make changes to existing charging arrangements or to introduce new charging arrangements shall make a recommendation to the ED&I Committee.
- 4.12 It is good practice to review TROs on an annual basis to allow changes to be made to regulations based on any changes to traffic movement/driver behaviours brought about by development, national policy, changes to fuel price etc. The Overarching Parking Policy Framework will ensure that a consistent approach is achieved following its introduction.

Proposed Process

It is proposed that the process set out in the table below is adopted for approval of the parking policy framework document and review of Traffic Regulation Orders.

<b>Key Date</b>	<b>Meeting/Event</b>	<b>Proposed Outcome of Meeting</b>
14 August 2014	ED&I Committee	Endorsement of Overarching Parking Policy Framework
21 August 2014	P&R Committee	Approval of

		Overarching Parking Policy Framework
November - December 2014 (commencing November to allow DPE to settle in and allow enforcement to have bedded in).	Area Committee TRO Workshops	Area Committees to consider anomalies and proposed changes to TROs/charges in line with the overarching parking policy.
January/February 2014	Stakeholder Consultation	Stakeholder consultation relating to any proposed changes to TROs and charges.
April 2015	Area Committees	Formalise proposed changes to TROs and charges and confirm implementation timeline.

## 5.0 CONCLUSION

- 5.1 This report sets out a draft Parking Policy Framework and a time scale for engaging with Members through a Member seminar, the Area Committees and consultation with stakeholders prior to a policy being taken to Council for adoption.
- 5.2 The draft Policy Framework has been drafted to improve road safety and traffic management, encourage modal shift away to non-car oriented means, control use of available town centre parking to provide short term frequent turnover parking for shoppers and visitors and to ultimately reduce the amount of space given over to town centre parking.
- 5.3 The draft policy seeks to provide a framework to allow local areas to influence parking provision to achieve the best economic benefit for that area.

## 6.0 IMPLICATIONS

- 6.1 Policy
  - Supports the objectives of the Single Outcome Agreement as follows;
  - We have infrastructure that supports sustainable growth.** Appropriate parking provision helps to sustain the viability of our town centres.

**People live active, healthier and independent lives.**

By encouraging modal shift in transport, we can improve the environment by reducing emissions and encouraging a healthier lifestyle.

**People live in safer and stronger communities.**

Reducing traffic congestion and controlling parking makes our streets safer and more pedestrian friendly.

6.2	Financial	Sound management of parking provides a revenue income that helps to support other related services and provides for parking maintenance and improvement. Parking Policy has a direct link to parking income. Parking Policy needs to be set to ensure that the parking operation is financially viable.
6.3	Legal	None
6.4	HR	None
6.5	Equalities	There is a need to ensure that all car parking facilities accommodate disabled drivers and passengers. Also that there are adequate provisions for on street and off street disabled parking. Disabled parking is free in Argyll & Bute.
6.6	Risk	None
6.7	Customer Services	None

**Executive Director of Development and Infrastructure**

**Policy Lead** Councillor Ellen Morton

July 2014

**For further information contact:** Jim Smith, Head of Roads and Amenity Services

**Tel:** 01546 604234

**APPENDICES**

Appendix 1 - Parking Policy Framework





# DEVELOPMENT AND INFRASTRUCTURE SERVICES

## PARKING POLICY FRAMEWORK

<b>Author</b>	Traffic and Development Manager
<b>Owner</b>	Head of Roads & Amenity Services
<b>Date</b>	June 2014
<b>Version</b>	1.1

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## Argyll & Bute Council Parking Policy Framework

### INTRODUCTION

Argyll & Bute is predominantly a rural area with a wide assortment of villages and towns of varying sizes and levels of commercial activity. Generally it is only the towns with commercial centres that have significant parking issues, though some villages have specific attractions which lead to parking problems. The main centres are; Campbeltown, Tarbert, Lochgilphead, Oban, Inveraray, Rothesay, Dunoon and Helensburgh. Smaller towns and Villages such as Bowmore, Tobermory, Ardrishaig, Tighnabruaich, Luss and Cardross also have lower levels of commercial activity which can at times lead to parking issues. Communities with ferry terminals can also often have problems related to parking.

Scotland's National Transport Strategy, calls on local authorities to enhance their parking policies to manage demand. Road space is finite and decisions relating to allocation of available road space are important. However, it must be recognised that while demand does require management, an uninformed and inconsistent approach to this can have serious detrimental effects for local economies and for particular groups such as disabled persons and businesses which require on-street loading space. A balance between demand management and meeting local needs must always be struck.

Scottish Planning Policy (SPP) also suggests that parking restraint policies should be supported by measures to promote the availability of high quality public transport services and that local authorities may like to consider promoting Park & Ride schemes on commuter routes, including those which use existing public transport networks such as the rail lines into Glasgow. SPP also recognises the importance of parking provision at strategic gateways such as ports / airports as well as accommodating particular groups e.g. disabled persons. SPP continues to set a maximum parking standard and also recognises the issues in rural areas related to lack of public transport and allows for variance.

Park & Ride takes two forms, there are schemes such as at railway stations or bus stations where drivers are encouraged to leave their cars and take public transport and those where commuters and visitors to larger towns, park in peripheral car parks and are bussed into towns on dedicated bus services.

The proposed Local Development Plan has set a key objective "To continue to improve Argyll and Bute's connectivity, transport infrastructure, integration between land use, transportation and associated networks" The proposed Local Development Plan and this policy document align with Scottish Governments aims to increase integration between land use planning and transportation.

The Council's Economic Development Action Plan (EDAP) recognises the following related targets;

"Stimulate the regeneration of five of our main towns via the CHORD Programme",

“Prioritise infrastructure investment essential for the area’s growth (such as transport, grid and utilities)”.

Parking is a key element of integrated transport policy because of its importance in relation to accessing town centres. The availability and cost of on and off-street parking can be used to increase the attractiveness of walking, cycling and use of public transport as an alternative to car use. However, it must be recognised that in rural areas encouraging modal shift to non-car related transport is challenging, particularly while maintaining and trying to improve the economic viability of our commercial centres and visitor attractions.

### **POLICY OBJECTIVES**

- Improve road safety for all road users.
- Improve economic opportunities by encouraging short term turnover of on street parking spaces.
- Improve traffic management to reduce pollution, conserve fossil fuels, contribute to sustainable development and reduce the environmental impact that multiple motor vehicles have.
- Ensure that all adopted measures contribute positively towards the economic viability of our towns. Including suspension of charges for specific events aimed at encouraging economic and community growth; such as Winter Festivals.
- Encourage modal shift to non-car enabled journeys with a view to reducing the amount of space in our town centres occupied by parked vehicles.
- Ensure adequate provision is maintained for disabled drivers, whose dependence on cars is often critical to their quality of life.
- Encourage the use of peripheral parking areas away from town centres and the use of park & ride where practical.
- Establish and exercise a consistent approach to parking provision across Argyll & Bute.

### **POLICIES & MEASURES**

#### **Policy P1 On-Street Parking**

The Council will allow the road to be used for parking provided it does not conflict with;

- Road safety
- The reduction of traffic congestion

- The amenity and character of the area
- The reallocation of space for other road use
- Requirements of the Local Development Plan. New development requires to accommodate parking on site and not on road. SG LDP TRAN 6 sets out when off street parking is required.

### **Policy P2 On-Street Parking in Residential Areas**

The Council will ensure:-

- Priority is given to residents parking, to safeguard both private and public amenity however, this should always be tempered with the need to maintain road safety and limit congestion.
- Measures are put in place to exclude commuter parking in residential areas where commuter parking is directly affecting residents' ability to park on-street due to a lack of in-curtilage parking. New developments will be subject to the Supplementary Guidance SG LDP TRAN 6 of the Proposed Local Development Plan.

### **Policy P3 Parking Charges and Time Limits**

The Council will use parking charges and time limits, where considered appropriate, to regulate the use made of parking areas.

- Charging for parking achieves two principal ends: firstly they allow improved control of parking spaces encouraging turnover where required and secondly they provide consistency for enforcement . Charges should be applied such that all areas contribute a proportionate share to the car parking income. Area Committees seeking to introduce or change either on or off street charges shall make representations to the Environment, Development and Infrastructure Committee who will be responsible to ensure that charges are consistent across the Council area.
- Charging structures and time limits for both on and off-street parking will be designed to encourage short stay parking only in town centres and to ensure Improved economic opportunities by encouraging short term turnover of on street parking spaces.
- Long stay parking will be provided in peripheral parking areas or park & ride facilities where these are considered to be viable.
- Parking charges will normally apply between the hours of 9 am and 6 pm, Monday to Sunday.

- Tourist related seasonal parking will have reduced charging hours from 10 am to 4 pm to assist B & B accommodation in the tourist areas.
- Parking areas close to churches may allow for Sunday morning parking being free.
- Parking with a Blue Disabled Parking Badge holders will be free in all off-street parking areas.

#### **Policy P4 Parking for Coaches & HGVs**

The Council will seek to make provision for dedicated parking areas which are designed to accommodate larger vehicles where there is a recognised need. Where possible provision will be made for drop off places for coaches in town centre.

- Coach parking areas will generally be free where it is a destination where visitors are encouraged to travel by coach rather than car e.g. Fionnphort. In other areas coach and LGV parking will generally be charged for.
- Provision will be made for motorhome parking and where appropriate and where there is demand. On existing charging car parks charges will be made for motorhomes. Overnight occupation of motorhomes will not be permitted on Council car parks.

#### **Policy P5 Information**

The Council will encourage the provision of tourist and transportation information in rural and peripheral car parks to encourage modal shift.

- Providing information about local cycle routes and local bus services that can be used to access tourist attractions and town centres at appropriate locations will encourage modal shift and reduce the numbers of cars accessing the town centres. Ease of access to alternative modes of transport is critical in engendering seamless journeys and encouraging modal shift.

#### **Policy P6 Enforcement**

The Council will arrange for effective enforcement of the rules by which parking areas are managed. With the introduction of Decriminalised Parking Enforcement, all on-street and off-street parking arrangements are controlled by the same process.

- Parking Penalty Charges will be uniformly applied, where applicable, across all parking provision.

### **Policy P7 Use of Parking Areas for other Events**

The Council will permit parking areas to be used for other events such as markets, festivals and other public/private events provided that the need for parking in the wider general area can accommodate such use. This function is delegated to the Executive Director/Head of Service in consultation with the Area Committee Chair and Depute other than when charges would have to be suspended when Council/P&R approval is required.

- Parking areas are provided principally for road safety and secondly for the economic benefit of the surrounding area, use may be made of parking areas for other events provided the use does not compromise road safety by displacing vehicles to undesirable locations.
- The Council is entitled to make a charge for the use of the land for alternative events to recover any loss of income.

### **Policy P8 Parking Provision**

The Council will establish the necessary supply of parking places to accommodate the identified demand in individual locations.

- The Development Plan identifies the maximum and minimum parking standards for a range of new developments.
- Supply and demand will be used to determine the provision of parking places. Assessment will be based on National Guidelines and the Local Development Plan which allow for adjustment to accommodate local factors in rural areas such as the seasonal tourist influx, other transport provision such as ferries and bus and train stations, also facilities such as swimming pools and shopping streets.
- To ensure a successful parking regime operates in every location the viability of making charges for both on and off-street parking, will be carefully assessed particularly where existing supply is low. Achieving the correct balance between charged for and free parking is not only critical to ensure adequate income to fund parking provision but also to ensure that the viability and future commercial growth of our town centres will be safeguarded and wherever possible enhanced.
- Provision of free parking places both on and off-street will be assessed as a viable percentage of the overall supply of parking places, where it has been determined that charges should apply.

This overarching Parking Policy provides a framework for Area Committees, within their delegated budgets, to:

- Amend existing Traffic Regulation Orders.

- Introduce new Traffic Regulation Orders.
- Make representations to the Environment, Development and Infrastructure Committee regarding:
  - Introduce new charging schemes for on street charging providing these can be self-financing.
  - Increase charging for both on and off street charging providing it can be demonstrated that increases are justified to enable effective and efficient parking provision.
  - Introduce residents permit systems providing these can be introduced on a self-financing basis through charging for permits.



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ARGYLL & BUTE COUNCIL

POLICY AND RESOURCES  
COMMITTEE

CUSTOMER SERVICES

21 AUGUST 2014

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**EXTRACT OF MINUTE OF THE ENVIRONMENT, DEVELOPMENT AND  
INFRASTRUCTURE COMMITTEE HELD ON 14 AUGUST 2014**

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**5. POLICY FOR PROVISION OF WOODLAND AND GREEN BURIALS**

The Committee considered a report proposing a draft Policy for green and woodland burials. This Policy had been designed to provide choice for individuals and bereaved families who seek an alternative to a traditional burial.

**Decision**

The Committee –

1. Noted and endorsed the report.
2. Approved that the draft Green and Woodland Burials Policy be taken to the Policy and Resources Committee for recommendation for approval by the Council.
3. Noted that community groups and private land owners can seek to work with the Council in respect of the provision of privately owned land for burials, if so minded.

(Reference: Report by Executive Director – Development and Infrastructure Services dated June 2014 and draft Policy for the Provision of Woodland and Green Burial Services, submitted)

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ARGYLL AND BUTE COUNCIL

ENVIRONMENT, DEVELOPMENT AND  
INFRASTRUCTURE COMMITTEE

DEVELOPMENT AND  
INFRASTRUCTURE SERVICES

14 AUGUST 2014

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**POLICY FOR PROVISION OF WOODLAND AND GREEN BURIALS**

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**1.0 EXECUTIVE SUMMARY**

This report is a covering report to a policy document proposing a policy for green and woodland burials. This policy has been designed to provide choice for individuals and loved ones of deceased who are seeking an alternative to a traditional burial.

Initial costs to establish 4 woodland burial areas can be met from existing budgets. Any further development may require additional budget provision.

Members are asked to:

- Note and endorse the report.
- Approve that the Green and Woodland Burials Policy be taken to the Policy and Resources Committee for approval as Council policy.
- Note that community groups and private land owners could approach the Council to discuss additional sites in their ownership.

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ARGYLL AND BUTE COUNCIL

ENVIRONMENT, DEVELOPMENT AND  
INFRASTRUCTURE COMMITTEE

DEVELOPMENT AND  
INFRASTRUCTURE SERVICES

14 AUGUST 2014

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## POLICY FOR PROVISION OF WOODLAND AND GREEN BURIALS

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### 2.0 SUMMARY

2.1 This report is a covering report to a policy document proposing a policy for green and woodland burials. This policy has been designed to provide choice for individuals and loved ones of deceased who are seeking an alternative to a traditional burial.

### 3.0 RECOMMENDATIONS

3.1 Members are asked to:

- Note and endorse the report.
- Approve that the Green and Woodland Burials Policy be taken to the Policy and Resources Committee for approval as Council policy.
- Note that community groups and private land owners could approach the Council to discuss additional sites in their ownership.

### 4.0 DETAILS

#### 4.1 Background

The purpose of this policy document is to offer choice to individuals in terms of funeral provision. Currently the Council operate some 65 cemeteries where burials are regularly carried out and a further 66 closed cemeteries (open to the public to visit but no capacity to receive any further interments) are maintained by the Council. Over the last 3 years the Council has carried out an average of 599 burials per year. The Council also carries out approximately 550 cremations per year at Cardross Crematorium.

Each year the Council receive a limited number of enquiries from individuals seeking a green or woodland burial. As the concept of green and woodland burial becomes more popular there is an expectation that the number of enquiries will increase. Environmentally-friendly funeral provision is, for some, a logical extension of an environmentally-aware lifestyle. Conventional burials can be made more

environmentally friendly and a limited number of individuals choose this route. Currently the Council is not able to provide a woodland burial service.

This policy has been developed to allow Argyll and Bute Council to offer a different style of service to customers; it also offers an opportunity to forge new working partnerships with other service providers such as funeral directors.

The provisions of green and woodland burial services are not statutory requirements and therefore any additional costs to the Council over and above a conventional burial should be recovered through the charging regime.

The charges for the service will reflect the actual cost of providing burial space and long-term maintenance of the site.

#### 4.2 Proposals

The policy document details some of the initiatives that are available for green burials. The policy document also proposes that 4 cemeteries (one in each Area Committee area) have space made available to allow woodland burials to take place.

Woodland burials are essentially burials in a less formal setting than traditional cemeteries. Woodland burials consist of shallower, single interment graves. The maintenance standards are more in keeping with a natural woodland setting, with grass being generally cut only once per growing season. Trees are planted at or near the grave to provide a tree canopy over time. Funeral processes and the type and construction of coffins are also more sympathetic to the environment.

Woodland burials require more land due to the low density of lairs and the single interment which reduces the number of interments by comparison to similar areas of land in conventional cemeteries. Due to the above it is proposed that a lair price in a woodland burial setting be twice that of a conventional lair. The burial price would be the same as a conventional burial.

### 5.0 CONCLUSION

- 5.1 This report is a covering report to a policy document proposing a policy for green and woodland burials. This policy has been designed to provide choice for individuals and loved ones of deceased who are seeking an alternative to a traditional burial.

### 6.0 IMPLICATIONS

- 6.1 Policy Promotes a policy for green and woodland burials.
- 6.2 Financial Initial costs to establish 4 woodland burial areas can be met from existing budgets. Any further development may require additional budget provision.

6.3	Legal	Covered in the policy.
6.4	HR	None
6.5	Equalities	Policy ensures choice for individuals and individual's families and loved ones regarding green and woodland burials.
6.6	Risk	None
6.7	Customer Services	None

**Executive Director of Development and Infrastructure**  
**Policy Lead** Councillor Ellen Morton  
June 2014

**For further information contact:** Jim Smith, Head of Roads and Amenity Services

## **APPENDICES**

Appendix 1 - Green and Woodland Burial Policy



# DEVELOPMENT AND INFRASTRUCTURE SERVICES

## POLICY FOR PROVISION OF WOODLAND AND GREEN BURIAL SERVICES

<b>Author</b>	Amenity Service Officer
<b>Owner</b>	Head of Roads and Amenity Services
<b>Date</b>	June 2014
<b>Version</b>	1.3

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## **EXECUTIVE SUMMARY**

The purpose of this policy document is to offer choice to individuals in terms of funeral provision. Currently the Council operate some 65 cemeteries where burials are regularly carried out and a further 66 closed cemeteries (open to the public to visit but no capacity to receive any further interments) are maintained by the Council. Over the last 3 years the Council has carried out an average of 599 burials per year. The Council also carries out approximately 550 cremations per year at Cardross Crematorium.

Each year the Council receive a limited number of enquiries from individuals seeking a green or woodland burial. As the concept of green and woodland burial becomes more popular there is an expectation that the number of enquiries will increase. Environmentally-friendly funeral provision is, for some, a logical extension of an environmentally-aware lifestyle. Currently the Council is not able to provide a woodland burial service.

This policy has been developed to allow Argyll and Bute Council to offer a different style of service to customers; it also offers an opportunity to forge new working partnerships with other service providers such as funeral directors.

The provisions of green and woodland burial services are not statutory requirements and therefore any additional costs to the Council over and above a conventional burial will be recovered through the charges.

The charges for the service will reflect the actual cost of providing burial space and long-term maintenance of the site.

## **GREEN BURIAL AND ENVIRONMENTALLY FRIENDLY DISPOSAL OF REMAINS**

As lifestyle decisions are applied to all area of life, people are becoming more aware of the legacy they will leave. Environmentally-friendly funeral provision is not only a logical extension of an environmentally-aware lifestyle, but also has an appeal as an alternative to a conventional cemetery burial.

Argyll and Bute Council, as a burial authority, can opt to offer a range of burial services within the definitions set for a burial authority within the Burial Grounds Scotland Act 1855 and Local Government Scotland Acts. Whilst guidance is limited, the key elements for disposal of the dead are quoted in the above legislation. The provision of a burial service by a local authority is viewed as very traditional and the expectation of customers has in the past been governed by religious propriety and traditional views. As the general

population become more environmentally aware, all elements of life and the legacy of actions are being examined. Burial and cremation are under scrutiny regarding their green credentials. Cremation remains the least polluting form of disposal due to very clearly defined controls on flue emissions and materials that can be used in coffins, treatment of bodies and clothing. Burials do not benefit from such controls. The use of polluting fluids for largely unnecessary hygiene treatment of cadavers along with elaborate coffin construction, oversize coffins, aesthetic finishes and non-bio coffin linings results in a residue of waste being placed in the ground which survives long after any human remains have broken down.

Almost any earth burial can be made more environmentally friendly by consideration of clothing buried with the deceased, type of material used to manufacture coffin or container, reduced use of cut flowers and floristry oasis in tributes and transport used to and from the cemetery. Whilst this policy provides some guidance for green burials the main focus of the document relates to woodland burials. Green burials will remain a choice available to individuals should they wish. Green burial practices can be applied to formal lawned cemetery burials.

## **WOODLAND BURIAL**

A woodland burial is a natural form of burial which provides environmental benefits as well as giving a sense of life after death. This type of burial is not for people who want to have a traditional site with floral tributes and a formal memorial stone. Woodland burials are for people who want to become part of a growing process after they die.

This policy sets out how Argyll and Bute Council will deliver an additional style of burial in the form of woodland burials.

The burial grounds that facilitate woodland burials will be governed by a set of rules outlining very specific criteria that must be followed from treatment of the body by funeral directors, coffin choice, adherence to no formal memorial, single depth grave interment and defined maintenance regime for the whole of a site designated for woodland burials.

The maintenance regime will consist of one cut of grass per year. Planting of bulbs may take place to enhance woodland appearance and memorialisation at the grave will only be in the form of a tree planted within a woodland plan, not necessarily planted to mark a specific grave. The site will take account of the local flora and fauna. Future maintenance regimes shall make every effort to sustain and enhance existing biodiversity.

The area will be non-denominational and no part will be reserved for a particular religion. It is the choice of individuals regarding the type of service, if any.

Through this policy 4 sites will be progressed for woodland burials:

- Helensburgh - Barbour Cemetery

- B&C – Strachur
- MAKI - Carrick Cemetery at Tarbert
- OLI - Pennyfuir Cemetery

Each site will be developed within the grounds of the existing cemetery using parts of the cemetery that naturally lend themselves for future woodland planting.

## **CHARGING STRATEGY**

Woodland burials will take place in a less formal arrangement than conventional lawned cemeteries where the density of lairs will be less than conventional cemeteries. Each lair will only be able to receive one interment. This will result in a reduced burial rate per equivalent area of conventional cemetery. Accordingly the standard charge for a green burial lair will be set at 2 times the standard lair charge and the burial charge will be equal to the standard burial. The charges will be updated on a regular basis to reflect cost recovery.

## **MANAGEMENT GUIDANCE AND RULES FOR WOODLAND BURIALS**

### **Introduction:**

A woodland burial is a natural form of burial, which provides important environmental benefits, as well as giving a true sense of creating life from death. This type of burial does not provide a traditional grave to visit or allow for leaving of floral tributes.

### **The site:**

Each site has been chosen to provide the option for green burial. They are adjacent to existing burial grounds to capitalize upon existing infrastructure, so reducing the use of non-renewable resources to construct roadways and access. The maintenance regime will be different to other sections of the burial ground and the rules covering coffin type, memorial and tributes will be applied.

### **Maintenance regime:**

The grass will be cut only once a year, which gives the area a natural feel. This will be done at the optimum time to maximise seed spread by wild flowers on site. Bulbs may be planted, by Argyll and Bute Council, to naturalize the site. Biodiversity enhancement will guide other planting.

**The funeral:**

The area will be non-denominational (that is, it will not enforce the principles of a particular religion or faith) and no part of it will be reserved for specific religious groups. As with all other sites provided by Argyll and Bute Council, the choice whether to have a religious service, a service personal to the deceased or deceased's friends and family, or no service at all, lies with the applicant.

**Coffins:**

Only biodegradable coffins for burial will be permitted. This is defined as coffins which are made of materials such as wicker, bamboo, wood (as long as it is not varnished and has been taken from a renewable source), cardboard and so on. Bodies that are buried in the woodland must not have been embalmed (except if repatriated), and must be wearing all natural fibres i.e. wool or cotton. Funeral organisers and other coffin suppliers will be able to provide these upon request.

**The graves:**

The law in Scotland permits burial authorities to sell the 'Right of Burial in a Lair'. This means the actual ground continues to belong to Argyll and Bute Council, but the 'lair holder' (the named person on the records) has the right to bury one person in a defined woodland burial grave. In accordance with the law a record of the grave will be made on a plan, and in a register and each grave will be numbered. A microchip will be placed at the head of each grave to make it easy to identify in the future. Each grave will be used for one burial only (or to bury one set of ashes).

**Plots for cremated remains (ashes):**

A special area for burying cremated remains within the semi-mature woodland will be provided, ensuring no damage to the root zone of trees. Maintenance and replacement of mature trees will be part of an overall long term management plan designed for the area.

**Memorials and floral tributes:**

Funeral flowers may be placed on the grave but these must not include any oasis florist foam, plastic wrappings or other non-degradable material of any sort. They will be removed from the grave site two weeks after the interment.

**Please Note:**

Floral tributes cannot be placed on graves after two weeks from the date of interment. Argyll and Bute Council have the right to remove any item which has been placed on or near a grave without notice. Individuals shall carefully consider the restrictions on the

woodland section before they decide whether to go ahead with this burial option. The above rules will be strictly applied in order to maintain the woodland setting.

**Memorial plaque wall:**

A discreet wall will be provided on site to allow people to put up a small memorial plaque made out of natural materials, such as bronze or granite. The plaque must be no larger than 200 millimetres by 150 millimetres (8 inches by 6 inches). Memorial masons and local artists can assist with this.

**Reservations and buying of lair in advance of need:**

It will not be possible to reserve a grave or buy a grave in advance on site, however, when individuals come to bury their husband, wife or partner, they can buy the grave next to if they wish to do so. This is to ensure that the woodland burial area is managed in a way that ensures that a logical pattern of interment is followed to allow for a managed planting regime and not a more random approach to interment which often exists in more traditional cemeteries.

**Woodland maintenance:**

Woodland management produces a different appearance to more formally maintained burial grounds, parks and open spaces. The woodland will be managed to conserve and enhance natural local biodiversity. The woodland burial section will look very different from the neat and tidy appearance of a traditional cemetery. Most sites have some areas of mature woodland on site. Burials will take place at a sufficient distance from these trees to protect them from root damage.

**Trees:**

As burials progress, the council will plant a native mix of woodland trees in the area. The Council will supply the trees and plant one native species at the head of the graves during autumn and winter. The trees will be planted such that they will form a woodland canopy in the future. Developing a woodland with wild flowers will create a peaceful area that future generations can enjoy.

**CONTACT WITH FUNERAL DIRECTORS, MEMORIAL MASONS AND LAIR HOLDERS ADVISING OF POLICY AND RESPONSIBILITIES.**

This policy and the management rules for the green burial services, including restrictions, will be circulated to memorial masons and funeral directors once per year at the beginning of the financial year, with new service charges associated with burial and cremation.

Provision of information to lair holders, will be carried out at the point of purchase of right of burial, through a suite of information including lair certificate and management rules. Any amendments to the policy and rules will be circulated to parties as and when required.

## **ROLES AND RESPONSIBILITIES IN IMPLEMENTING THE POLICY**

Responsibility for implementing and complying with this Policy lies with individuals at all levels within the Council.

The Amenity Services Manager is required to monitor action being taken by performance managers and report to Head of Service as required.

Amenity Services Performance Managers are required to: Ensure regular and accurate information is available to customers and other stakeholders.

Lair holders are required to: Follow the Argyll and Bute Council management rules for Green Burial Service and woodland burial sites within traditional cemeteries.

## **WEBSITE INFORMATION**

The policy including guidance and rules will be posted on the Argyll and Bute Council website along with information on how to green a more traditional funeral and burial if the restrictions of woodland green burial are too formal for an individual's requirements.

## **ENVIRONMENTAL ISSUES**

The environmental issues surrounding bereavement are becoming more important and the inclusion of the cremation process in the EPA 1990 is the most recent example of this.

### **CREMATION**

Cremation has progressed from coke fired to gas and electricity over a period of 100 years. Almost all cremators use gas, a finite fossil fuel, and as such suffer from a less than good environment record; however upgrades to machinery and well trained operators can reduce gas usage and statutory control on emissions means pollutants are eliminated from flue gas emissions.

Cremation was promoted to slow down use of land needed for burial, as land was in great demand for food production following two world wars. The added Argyll factor of finding land suitable for burial also adds to the case for cremation. The Environmental Protection Act 1990 requires that all cremations must comply with specified emissions requirements by 2013.

As a result, a cremation replacement programme is taking place providing a cleaner, greener and cost effective disposal method.

Burial is sometimes suggested as a more environmentally acceptable alternative to cremation however such comments ignore the impact of herbicide, petrol and diesel engines used in lawnmowers, diggers and vehicles transporting gravediggers to rural locations.

Pollutant effects of burial on water, including concerns over embalming and hygiene treatments and the effects of burial of coffins made from other than wood and wood derivatives, is largely unknown.

The environmental, visual and heritage value of burial grounds and gardens of remembrance has been largely ignored. Providing tranquil idylls, the value of nature as therapeutic in the grieving process along with the thought of life going on in a cemetery is a powerful image.

Older sites often have the oldest trees in an area where habitats for wildflower, mammals, insects, bats and birds exist. Old memorials also provide habitat for lichens and mosses.

An awareness of the below will serve to create a more environmentally friendly disposal:

- Use of floral arrangers
- Oasis and plastic wrap in wreaths and flowers
- Car sharing to and from funerals
- Use of environmentally friendly/sustainable timber for coffins
- Use of other than wood coffins

## **EFFECTIVENESS OF POLICY**

The effectiveness of this Policy will be monitored through feedback collected within 3 months of the service being used and will take the form of a written request to lair holders and funeral arrangers regarding their experience of our service.

## **POLICY REVIEW DATE**

This policy will be reviewed no later than May 2016 and earlier should there be a significant demand for this burial option.

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