

ARDS AND NORTH DOWN BOROUGH COUNCIL

Policy Screening Form

1.	Policy Reference (Equality use only)	E 233
2.	Policy Name	Future Cemetery Provision Project Brief
3.	Existing / Revised / New Policy	New policy
4.	Responsible Officer	Director of Community and Wellbeing
5.	Description of policy to be screened	<p>upply of burial space at 2 of the Councils 12 cemeteries is likely to run out within 2.5 - 4 years (Holywood and Movilla) and 3 others within 12 years (Bangor, Greyabbey and Ballyvester) Therefore, options for continuing service need to be explored.</p> <p>An initial phase one sift of 21 potential sites was undertaken by Aecom in 2017 – 2019 and this resulted in a recommendation on a strategic direction which was to develop 2 green field out of settlement sites rather than extend existing sites.</p> <p>This strategy was not however approved by Council. Instead, Council has agreed to:</p> <ol style="list-style-type: none"> 1. Investigate extending Movilla at the existing location using Council owned land. 2. Free up existing land at Greyabbey and Ballyvester (for more graves, and then use existing sites in the Ards peninsula when these sites are full. 3. Develop one of three locations for a combined site for Bangor and Holywood, either at Clandeboye, Kinnegar or the Holywood Hills. <p>Separate to this project some options are being explored to extend the cemetery provision at the existing site at Ballyvester and Greyabbey.</p> <p>However, for the Movilla, Bangor and Redburn, Holywood sites further long-term options will need to be explored with a view to extending the life of the cemeteries for a further 30-50 years. As Cremation as an option is growing steadily with both Belfast City Council and Antrim and Newtownabbey proposing to build more cremation facilities. It might not be financially wise for AND to do the</p>

		<p>same as the other Councils developments would treble the provision for Northern Ireland, but allowance should be made to support the growing demand for burial of cremated remains at our cemeteries.</p> <p>However, Council should not rule out the possibility of providing a crematorium at this stage but should investigate further.</p>
	<p>Aims and Expected Outcomes – what is the Policy expected to achieve?</p>	<p>The Council are statutorily required to provide public burial grounds sufficient for the present and future needs of the Borough under Part 3 of the Public Health Ireland Act 1878. How it operates the burial grounds and supporting services is mainly governed by the Burial Grounds Regulations (NI) 1992.</p> <p>The proposed project aim is to: identify and develop future cemetery service provision for the Borough that will satisfy local needs for the next 30-50 years.</p> <p>The best provision for burial space for both the current and expected demands for coffin and ashes burials is to be identified.</p> <p>The feasibility of the provision of a cremation service is to be examined and its suitability for inclusion as part of a solution determined.</p> <p>Where appropriate sharing resources with neighbouring Councils and other external providers is to be used if this would provide a better service</p> <p>That sustainability and equality is at the heart of the decision-making process.</p>
6.	<p>Section 75 categories which might be expected to benefit and how they may benefit.</p>	<p>All Section 75 dimensions are expected to benefit as burial space is required for all the population.</p>
7.	<p>Factors which could contribute to / detract from the intended aims / outcomes of the Policy when being implemented</p>	<p>If the financial support or political support is not available to support the recommendations of the project brief.</p> <p>If there is local objection to any works to deliver the project brief from residents in the Borough.</p>
8.	<p>The main stakeholders on whom the policy will impact. For example, Employees, Potential Service Users and Community Groups Consider the internal and external impacts (either actual or potential) and comment, or list, information</p>	<p>The Council, Elected Members, ratepayers and residents of the Borough, general public from outside the Borough, Funeral Directors, Monumental Sculptors, commercial providers to all aspects of this service, all relevant Council services, local and regional churches and clergy of all faiths, non-faith based groups and organisations.</p>

where appropriate

9.	Please provide details of other policies which have a bearing on this one.	
	<p>E 08 Regulatory Enforcement Policy</p> <p>E 12 Burial Rules</p> <p>E 14 Sustainability and Environmental Policy</p> <p>E 27 Lands and Property Policy</p> <p>E 28 Corporate Complaints policy and procedure</p> <p>E 41 Burial Charges and Boundary Change Considerations for opening or transfer of graves</p> <p>E 58 Ards and North Down Borough Council Pricing Schedule 2016-2017</p> <p>E 68 Policy for the Provision of Memorial Benches</p> <p>E 123 Ards and North Down Borough Council Procurement Policy</p> <p>E 153 Customer Care Strategy</p> <p>E 196 Ards and North Down Borough Council Corporate Plan 2020-2024</p> <p>E 225 Cemeteries Pricing Policy 2021 - 2022</p>	Ards and North Down Borough Council

10. Available evidence (quantitative and qualitative) considered as important to encourage completion in relation to :

Religious Belief	<p>Summary: The Northern Ireland Census 2011 (NISRA) statistics for the Borough area showed that 75% are or have been brought up in Protestant and Other Christian (including Christian related) religions. While this varied across the borough from 17% in Portaferry ward to 87% in Carrowdore ward this does not have any relation to this policy. These compared to 48% for Northern Ireland as a whole. See table below</p> <p>Data: Religion or Religion Brought up in (Numbers with % in brackets)</p> <table border="1"> <thead> <tr> <th></th> <th>All usual residents</th> <th>Catholic</th> <th>Protestant and Other Christian (including Christian related)</th> <th>Other Religions</th> <th>None</th> </tr> </thead> <tbody> <tr> <td>Northern Ireland</td> <td>1,810,863 (100%)</td> <td>817,385 (45%)</td> <td>875,717 (48%)</td> <td>16,592 (1%)</td> <td>101,169 (6%)</td> </tr> <tr> <td>Ards and North Down Borough Council</td> <td>156,672 (100%)</td> <td>20,550 (13%)</td> <td>117,589 (75%)</td> <td>1,729 (1%)</td> <td>16,804 (11%)</td> </tr> </tbody> </table> <p>Source: Religion or religion brought up in. Census 2011, NISRA</p>		All usual residents	Catholic	Protestant and Other Christian (including Christian related)	Other Religions	None	Northern Ireland	1,810,863 (100%)	817,385 (45%)	875,717 (48%)	16,592 (1%)	101,169 (6%)	Ards and North Down Borough Council	156,672 (100%)	20,550 (13%)	117,589 (75%)	1,729 (1%)	16,804 (11%)
	All usual residents	Catholic	Protestant and Other Christian (including Christian related)	Other Religions	None														
Northern Ireland	1,810,863 (100%)	817,385 (45%)	875,717 (48%)	16,592 (1%)	101,169 (6%)														
Ards and North Down Borough Council	156,672 (100%)	20,550 (13%)	117,589 (75%)	1,729 (1%)	16,804 (11%)														

Political Opinion

Summary:

Electoral Office data from recent Local Government elections detail the political representation on Ards and North Down Council, The Stormont Executive for this electoral area and Westminster election. This data is an approximate measure of political opinion of the voting electorate within the Borough. Turnout to vote in North Down and Strangford constituencies tend to be lower than the rest of NI suggesting less strong political opinions. Of those who do turn out, the results show preferences for voting Unionist parties.

See table below

Data:

Council Election results

The most recent local council election (2nd May 2019) showed:

	Eligible Electorate	Votes Polled (% Turnout)	Elected Candidate										
			DUP	Sinn Féin	UUP	SDLP	Alliance	Independent	TUV	Green	PUP	Aontu	CCLA
Northern Ireland	1,305,553	687,733 (52.7%)	122	105	75	59	53	24	6	8	3	1	1
Ards and North Down Borough Council	112,077	47,161 (42.1%)	14		8	1	10	3	1	3			
Ards Peninsula (DEA)	16,656	7,369 (44.2%)	3		1	1	1						
Bangor Central (DEA)	17,194	6,678 (38.8%)	2		1		1	1		1			
Bangor East and Donaghadee (DEA)	16,956	6,915 (40.8%)	2		2		1	1					
Bangor West (DEA)	13,479	5,448 (40.4%)	1		1		2			1			

Comber (DEA)	13,681	6,272 (45.8%)	2	1	1	1	1						
Hollywood and Clandeboye (DEA)	14,158	6,229 (44.0%)	1	1	2			1					
Newtownards (DEA)	19,953	8,250 (41.4%)	3	1	2	1							

Source: [The Electoral Office, NI](#)

Racial Group	<p>Summary: NISRA, NINIS and Northern Ireland Strategic Migration Partnership data provide up to date data. The 2011 census showed that 32,000 (1.8%) of the usually resident population in Northern Ireland is from a minority ethnic background. Within the borough, the 2011 Census showed that 1.5% (2,300) were from a minority ethnic background. Across the borough this ranged from 5.2% in Loughview ward to 0.3% in Lisbane ward. See table below</p> <p>Data: Ethnic Group (Numbers with % in brackets)</p>										
		All usual residents	White	Chinese	Indian	Bangladeshi	Other Asian	Black African	Black Other	Mixed	Other
	Northern Ireland	1,810,863 (100%)	1,778,449 (98%)	6,303 (0%)	6,198 (0%)	540 (0%)	6,089 (0%)	2,345 (0%)	12,710 (0%)	6,014 (0%)	3,654 (0%)
	Ards and North Down Borough Council	156,672 (100%)	154,365 (99%)	406 (0%)	283 (0%)	177 (0%)	415 (0%)	139 (0%)	132 (0%)	556 (0%)	199 (0%)
	Ards Peninsula	22,797 (100%)	22,641 (99%)	29 (0%)	17 (0%)	5 (0%)	17 (0%)	6 (0%)	2 (0%)	54 (0%)	26 (0%)
	Bangor Central	23,524 (100%)	24,469 (98%)	105 (0%)	43 (0%)	17 (0%)	43 (0%)	26 (0%)	32 (0%)	119 (0%)	38 (0%)
	Bangor East and Donaghadee	24,892 (100%)	22,648 (99%)	56 (0%)	27 (0%)	10 (0%)	91 (0%)	11 (0%)	2 (0%)	82 (0%)	19 (0%)
	Bangor West	22,946 (100%)	17,763 (98%)	19 (0%)	135 (0%)	2 (0%)	116 (0%)	3 (0%)	26 (0%)	73 (0%)	15 (0%)

)		%	%	%	%
						9	35	4	8	55	17
						(0%)	(0%)	(0%)	(0%)	(0%)	(0%)
	Comber	18,152 (100%)	18,216 (99%)	30 (0%)	8 (0%)))))))
										10	61
	Hollywood and Clandeboye	18,382 (100%)	20,061 (98%)	65 (0%)	31 (0%)	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)
	Newtownards	20,560 (100%)	27,841 (99%)	105 (0%)	20 (0%)	(0%)	(0%)	(0%)	(0%)	(0%)	(0%)

Source: [Ethnic Group, Census 2011, NISRA](#)

Age	<p>NISRA have published population projections for the Borough which show that the proportion of those aged 85 and over are expected to more than double within the next 25 years. ANDBC has the highest % population of older people in Northern Ireland. See table below Data: Age Groups (Numbers with % in brackets)</p>					
		0-15	16-39	40-64	65+	Total
	Northern Ireland	385,200 (21%)	583,116 (31%)	591,481 (32%)	291,824 (16%)	1,851,621 (100%)
	Ards and North Down Borough Council	29,801 (19%)	43,239 (27%)	54,094 (34%)	31,663 (20%)	158,797 (100%)

Sources: [Demography and Methodology Branch, NISRA](#)
[World Health Organization](#)

Marital Status	<p>The 2011 Northern Ireland Census showed that 48% of adults (those aged over 16 years of age) in Northern Ireland were either married or in a registered same-sex civil partnership. Within the borough, 54% of adults fell into this category. This varies across the borough from 36% in Central (Ards) ward to 64% in Lisbane ward. See table below Data: Marital Status (All aged 16+) (Numbers with % in brackets)</p>						
		All usual residents	Single (never married or never registered a same-sex civil partnership)	Married	In a registered same-sex civil partnership	legally married or still legally in a same-sex civil partnership)	Divorced or formerly in a same-sex civil partnership which is now legally dissolved

	Northern Ireland	1,431,540 (100%)	517,393 (36%)	68,031 (48%)	1,243 (0%)	56,911 (4%)	78,074 (5%)	97,088 (7%)
	Ards and North Down Borough Council	126,945 (100%)	36,730 (29%)	67,866 (53%)	12,303 (0%)	4,328 (3%)	8,548 (7%)	9,350 (7%)

Source: [Northern Ireland 2011 Census, Marital Status](#)

Sexual orientation	<p>Summary: It should be noted that no reliable data is available on sexual orientation-NISRA are currently examining methodology on how to measure this. However, the 2011 census indicates that less than 1% of the Northern Ireland adult population (those aged 16 years and over) were in a registered same-sex civil partnership. This was similar to the borough as a whole. The Continuous Household Survey in Northern Ireland estimated this figure between 0.9% and 1.9% in 2015-2016. The Office for National Statistics estimates a similar range for the United Kingdom (1.7%).</p> <p>Source: Northern Ireland 2011 Census, Marital Status ONS 2015 Sexual Identity</p>
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Men & Women generally	<p>According to census (NISRA) almost half of the population of Northern Ireland were male (49%) and this was similar throughout Ards and North Down Borough Council (48%). See table below</p> <p>Data:</p> <table border="1"> <thead> <tr> <th></th> <th>Males</th> <th>Females</th> <th>All</th> </tr> </thead> <tbody> <tr> <td>Northern Ireland</td> <td>887,323 (49%)</td> <td>923,540 (51%)</td> <td>1,810,863 (100%)</td> </tr> <tr> <td>Ards and North Down Borough Council</td> <td>75,920 (48%)</td> <td>80,752 (52%)</td> <td>156,672(100%)</td> </tr> </tbody> </table> <p>Source: Age Structure, Census 2011, NISRA Review of statistical classification and delineation of settlements, NISRA</p>		Males	Females	All	Northern Ireland	887,323 (49%)	923,540 (51%)	1,810,863 (100%)	Ards and North Down Borough Council	75,920 (48%)	80,752 (52%)	156,672(100%)
	Males	Females	All										
Northern Ireland	887,323 (49%)	923,540 (51%)	1,810,863 (100%)										
Ards and North Down Borough Council	75,920 (48%)	80,752 (52%)	156,672(100%)										

Disability	<p>The 2011 Census (NISRA) showed that 20% of the population in Ards and North Down area had a health issue or disability (including those related to old age) which has lasted or expected to last at least 12 months. (This was similar to the Northern Ireland figure of 21%.)</p> <p>Disability Living Allowances, 2015</p>
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		2015 (Disability Living Allowance Recipients)	2015 (Multiple Disability Benefits) *MDB is aggregated data from Attendance Allowance, Disability Living Allowance, Incapacity Benefit and Severe Disablement Allowance data, and data for Employment and Support allowance
	Northern Ireland	209,280	251,490
	Ards and North Down Borough Council	13,840	18,080
	Ards Peninsula	2,920	n/a
	Bangor Central	2,250	n/a
	Bangor East and Donaghadee	1,740	n/a
	Bangor West	1,650	n/a
	Comber	1,270	n/a
	Holywood and Clondeboy	1,180	n/a
	Newtownards	2,840	n/a
	Northern Ireland Census 2011 Long-term health problem or disability by long-term problem or disability		
Dependents	<p>Summary: In considering this dimension the following have been included: persons with responsibility for the care of a child, children, a person with a disability and or an older person. According to the Continuous Household Survey, 2013-2016, 37% of Ards and North Down claimed to have a dependent (This did not differentiate on the type of dependent). According to the 2011 Census, 7,474 households in Ards and North Down had a dependent child under the age of 4 (This might give an indication on the numbers who would have buggies or prams).</p> <p>Sources: Continuous Household Survey</p>		

11.	Based on data previously provided what are the needs, experiences and priorities for each of the following categories, in relation to this policy/decision?	
	Religious Belief	All individuals require a burial place or place for the burial of ashes following cremation of a loved one or in preparation of their own death. This is irrespective of their Section 75 categories. This policy is specifically about the Council providing sufficient space for the next 30 – 50 years and as
	Political Opinion	
	Racial Group	
	Age	
	Marital Status	

Sexual orientation	such there are no specific needs addressed for any of those who may or will require this service irrespective of their religious belief, political opinion, racial group, age, marital status, sexual orientation, whether men or women generally, or those with a disability or not or dependents or none. The Council burial grounds are made accessible and suitable to meet all needs of those requiring them.
Men & Women generally	
Disability	
Dependents	

Does this Policy require an Equality Impact Assessment?

1.	What is the likely impact on equality of opportunity for each of the Section 75 categories?		
		Detail of Impact	Level of Impact Minor/Major/None
	Religious Belief	This policy will ensure there is adequate and suitable space easily accessible for all users and potential users irrespective of their S75 dimensions.	None
	Political Opinion		
	Racial Group		
	Age		
	Marital Status		
	Sexual orientation		
	Men & Women generally		
	Disability		
	Dependents		

2.	Are there opportunities to better promote equality of opportunity for people within the Section 75 equality categories?		
		If "Yes", provide details	If "No", provide details
	Religious Belief	No, as this business case demonstrates the projected need for burial space in the foreseeable future and will ensure it is suitable for all identified needs.	
	Political Opinion		
	Racial Group		
	Age		
	Marital Status		
	Sexual orientation		
	Men & Women generally		
	Disability		
	Dependents		

3.	To what extent is the Policy likely to impact on Good Relations between people of different religious belief, political opinion or racial group?		
		Details of Impact	Level of Impact Minor/Major/None
	Religious Belief	Major as the grounds and services will meet the needs of all users and potential users.	
	Political Opinion		
	Racial Group		

4.	Are there opportunities to better promote Good Relations between people of different		
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	religious belief, political opinion or racial group?	
	If "Yes" provide details	If "No" provide details
Religious Belief	No as the plans demonstrate the need for space for all who will require this facility and its services across the borough.	
Political Opinion		
Racial Group		

Additional Considerations

Multiple Identity Considerations	Details of Impact or potential impact (Positive/Negative)
<p>Are there any potential impacts of the policy decision on people with multiple identities? (e.g. disabled minority ethnic persons). Where appropriate provide details of data on the impact of the policy on people with multiple identities. Specify relevant Section 75 categories concerned.</p>	<p>This policy has the potential to affect every individual within the Borough and some from outside the Borough and thus will impact on a breadth of multiple identities. The cemeteries do bury people from all religious beliefs and none and respect cultural differences of racial groups where possible.</p>

Disability Discrimination Order (NI) 2006

Does this proposed policy provide an opportunity to:	Yes / No	Explain your reasoning:
<ul style="list-style-type: none"> - <u>better promote positive attitudes</u> towards disabled people - <u>increase participation</u> by disabled people in public life 	Yes	<p>This will ensure that the Council services and facilities located across the Borough will be widely advertised in a breadth of media and any individual may enquire and their specific needs in relation to their disability will be accommodated through initially BSL sign video, Browsealoud facility and by engaging with Council employees.</p>

Monitoring Arrangements

Section 75 places a requirement on the Council to have equality monitoring arrangements in place to assess the impact of policies and services, help identify barriers to fair participation and to better promote equality of opportunity.

<p>Outline what data you could collect in the future to monitor the impact of this policy / decision on <u>equality, good relations and disability duties</u></p>	<p>Complaint and comments received in relation to the location of suitable facilities across the Borough and the ability of these to meet the needs of those requiring burial space. Number of deaths in the borough for each year and how many burials did not take place in the location of first</p>
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		choice. Number of coffin burials at each site in new or already opened plots each year Number of ashes burials at each site in each year as in new or already opened plots Number of new plots available at each burial site Number of bought but not used plots at each burial site List of available burial sites across the Borough
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I can confirm that the proposed policy / decision have been screened for:-

X	Equality of opportunity and good relations
X	Disabilities duties

On the basis of the answers to the screening questions, I recommend that this policy / decision is:-

X	Screened Out – No EQIA necessary (no impacts)
<input type="checkbox"/>	Screened Out – Mitigating Actions (minor impacts)
<input type="checkbox"/>	Screened In – Necessary to conduct a full EQIA
	Please detail actions to be taken:

Screening assessment completed by:-

Name: Bridget MacSorley
 Title: Corporate Project Officer
 Date: 18 February 2021
 Signature:

Director/Head of Service decision approved by:

Name: Email from G Bannister on file with approval 16.03.21
 Title:
 Date:
 Signature:

If an Equality Impact Assessment is required

Priority Rating for	Priority Criterion	Rating
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	Timetabling an Equality Impact Assessment. (1-3)	Effect on equality of opportunity and good relations	
		Social need	
		Effect on people's daily lives	
		Relevance to a public authority's functions	

Is this Policy Affected by Timetables established by other relevant Public Authorities?	
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Monitoring Recommendation	
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	Approval and Authorisation	Position/Job Title:	Date:
	Screened by:		
	Approved by:		