

10am, Thursday, 25 June 2015

Mortonhall Action Plan – Update

Item number	8.1
Report number	
Executive/routine	
Wards	All

Executive summary

This report provides the Council with an update on progress made on recommendations from Dame Elish Angiolini's DBE QC Mortonhall Investigation Report, and actions from the Chief Executive's Multi-Agency Working Group Action Plan; as originally presented to Full Council on 26 June 2014.

This report shows the good progress made across all recommendations and actions, with many of these fully complete or well underway.

The Chief Executive's Multi-Agency Working Group has continued to have oversight of improvements in Edinburgh and has requested that Council give consideration to ensuring long term continuation of service improvements and joint working by continuing its role through bi-annual meetings and a further report to Full Council in June 2016.

Links

Coalition pledges: [P27](#); [P51](#)

Council outcomes: [CO18](#); [CO19](#); [CO23](#); [CO24](#); [CO25](#); [CO26](#); [CO27](#)

Single Outcome Agreement: [SOA2](#); [SOA4](#)

Mortonhall Action Plan - Update

Recommendations

The Council is asked to:

- 1.1 note the update on actions from Dame Elish Angiolini's Mortonhall Investigation Report and Chief Executive's Multi-Agency Working Group Action Plan, and the positive progress that has been made against all recommendations one year after the Action Plan was originally approved by Council;
- 1.2 note thanks to all affected parents, staff, partners and contributors in enabling the successful progress on actions;
- 1.3 note the choices made by parents for the memorials at Mortonhall and Princes Street Gardens;
- 1.4 agree in principle the ongoing allocation of sufficient revenue funding to ensure the future maintenance of the memorials in a condition fitting to the memory of those affected;
- 1.5 agree in principle that income generated from Bereavement Services be targeted to ensure the ongoing maintenance of public facilities, grounds and environment of Mortonhall Crematorium;
- 1.6 approve the non-statutory draft Application for Cremation form, for use with under 24 week gestation losses not currently covered by legislation;
- 1.7 accept the Scottish Government Code of Practice and Policy Statement published on 1 June 2015 and 26 January 2015 respectively;
- 1.8 note the Chief Executive's Multi-Agency Working Group propose future meetings bi-annually; and
- 1.9 agree to accept a further update report outlining future progress in June 2016.

Background

- 2.1 Following the discovery of potential issues in relation to cremation practices at Mortonhall Crematorium in late 2012, the Council commissioned an independent investigation into practices at Mortonhall Crematorium regarding the cremation of non-viable fetuses (NVFs), stillborn and neonatal babies. In April 2014, following receipt of Dame Elish Angiolini's Mortonhall Investigation Report, it was agreed at the City of Edinburgh Council's meeting of 26 June 2014 that the 22 recommendations contained in the report would be taken forward by the Council and other relevant agencies.
- 2.2 An Action Plan was developed through discussions at the Chief Executive's Multi-Agency Working Group and has enabled ongoing focus on the key elements required to ensure successful programme delivery. The current version of the ongoing Action Plan, demonstrating progress to date, is included as Appendix 1.

Main report

Introduction from Sue Bruce, Chief Executive

- 3.1 Exactly one year ago the Council agreed to accept the recommendations of Dame Elish Angiolini's independent report into historical practices at Mortonhall Crematorium. Members will recall that these recommendations made sobering reading, underlining a number of opportunities for improvement, both historical and current, in the Council run crematorium. Dame Elish Angiolini specified 22 discrete recommendations which were translated into a clear action plan endorsed by Full Council a year ago.
- 3.2 Although Dame Elish Angiolini's report focused on practices in Edinburgh, she recognised the need for clarity of process in a wider context, and incorporated these observations in her report. Lord Bony's Report on the Infant Cremation Commission published in June 2014 recognised the need for a review of the existing policies, practice and legislation related to the cremation of infants in Scotland and, critically, to provide recommendations for the future which will ensure that no-one in Scotland ever again has to suffer the distresses that were highlighted by the Mortonhall Investigation Report. In presenting this update report to the Council I would like to reflect on the positive steps that have been taken in the course of the past year in addressing each of these actions.
- 3.3 Progress on implementation of actions has been reported on a regular basis to a Multi-Agency Working Group chaired by myself, allowing the opportunity for high level scrutiny, multi-agency discussion and feedback on actions undertaken to inform and develop the way forward. This level of partnership working has supported the successful delivery of these key actions within agreed timescales.

- 3.4 The implementation team, which is led by a Senior Manager in Services for Communities and includes officers seconded to support the delivery of the action plan, staff at Mortonhall and officers from Business Improvement (People, Planning and Development), Business Intelligence, Asset Management, Procurement and Health and Safety, have continued to work jointly implementing ongoing culture change at Mortonhall Crematorium. This work has also involved working with partners and stakeholders to ensure an informed and supportive approach from the range of service providers who meet directly with the bereaved.

Management of Mortonhall Crematorium

Team involvement and input

- 3.5 The onsite Mortonhall Crematorium staff team and the Mortonhall Action Team have continued to work closely and positively together to ensure the continued delivery of required improvements. Managers have been encouraged to play a key role in local implementation of changes to working practices arising from the investigation and actions. Regular updates have been shared between teams, and benchmarking visits undertaken to other locations. Active staff input and consultation into discussions around

- the Policy Document;
- the journey of ashes process;
- Customer Records Management (CRM);
- Customer Service Excellence (CSE);
- document retention; and
- the development of a fitting memorial for affected babies

have supported the development of an engaged, legislatively compliant service demonstrating best practice.

- 3.6 Mortonhall Team workshops have been held in November 2014 and February 2015 to enable the local staff group to focus specifically on the changes required. The team has worked to address two specific pieces of work required by the Dame Elish Angiolini and Lord Bonomy recommendations:

- the development of a clearly defined process map for handling of all remains, including consideration of improved practice documentation and record keeping; and
- the development of a Policy Document.

Local onsite meetings have allowed for further consideration of and development of these work streams, and a further team meeting is scheduled for autumn 2015 to continue these ongoing improvements.

Enhancing the customer experience

- 3.7 With the support of the Council's Business Improvement Team and the active participation of the staff team, the existing customer focussed approach is being strengthened at Mortonhall using the guiding principles of the CSE framework as a model. Led by the Crematorium Team Leader and incorporating active participation in the citywide CSE Action Group, the crematorium team are currently working towards achieving CSE compliance standard by November 2015. The team will undertake an internal self assessment in summer 2015 prior to the next scheduled CSE assessor's visit in November.
- 3.8 Customer feedback comment cards have been available in the Mortonhall Crematorium office, Chapel of Remembrance and Waiting Room since August 2014. Results from these are regularly analysed by managers and suggested areas for improvement discussed by the staff team. While feedback received from service users generally suggests a high level of satisfaction with the service provided, individual concerns and suggestions are now discussed by the team and where feasible, solutions identified to enhance the customer journey. An analysis of this feedback is included as Appendix 2.
- 3.9 An initial meeting was held in February 2015 with the Council's CRM implementation team. The meeting discussed ways to support enhanced recording of customer contact and, in recognition of the Council's ongoing channel shift approach, increase the opportunity for crematorium customers to carry out online transactions such as payments. Bereavement Services is expected to be included as part of Phase 3 rollout of CRM later in 2015, and the CRM implementation team continues to work closely with local staff to ensure effective outcomes for both the team and service users.
- 3.10 Staff onsite at Mortonhall are being supported to adopt elements of the existing Gold Standard model currently in use across the Edinburgh Library Service. Gold Standard combines a self assessment approach (undertaken by staff teams themselves) with a subsequent external assessment by a third party, to assess the appearance, range and quality of the services on offer from a customer's perspective. Already well embedded in libraries citywide, this approach has helped to identify existing good practice and key areas for improvement, and is particularly effective in the way it empowers local teams to take ownership of their workplace and drive an enhanced quality of service. With the support of the Libraries Gold Standard Board and experienced libraries staff, a tailored assessment programme is currently being developed for Mortonhall, and it is envisaged that this will be implemented in 2016.

- 3.11 A number of improvements have been carried out to the crematorium waiting room with a view to improving the customer experience. These have included:
- improvements to public toilets including the installation of a disabled toilet;
 - installation of a new roof;
 - installation of an automatic door;
 - external repainting; and
 - enhanced cleaning regime with cleaning carried out three times per day.
- 3.12 Further work to enhance the waiting room environment is planned and expected to take place later in 2015, delivering a continual customer-focussed set of improvements which will provide a comfortable and sensitive space for the bereaved.
- 3.13 The Mortonhall Action Team has been exploring ways in which a lay advisor approach can be used to improve service delivery in a crematorium context. Following meetings held between the Senior Manager responsible for the Mortonhall Action Team, an Inspector within Police Scotland, and the Convener of Lay Advisors in Edinburgh, discussions have been ongoing about whether a lay advice model could be developed for the Council internally, and the potential for Bereavement Services to be a pilot. A member of staff with experience of lay advisor work from a previous role has indicated a willingness to support this work stream, and it is intended that this will be progressed over the next few months. The Senior Manager has also had discussions with Willie Reid, Mortonhall Ashes Action Committee, in relation to his suggestion that this approach could be used at either a local or national level.
- 3.14 Work has continued throughout the year to liaise with local residents on improvements to the area adjacent to the cordoned zone that was identified by Dame Elish Angiolini in her report. Since September 2014, three meetings have been held with local residents, and a phased plan of improvements agreed and implemented with relevant Council service teams. An initial phase of works was carried out in autumn 2014, followed by a second phase in spring 2015 taking account of seasonal seeding timescales. At the most recent meeting in March 2015, a set of fundamental principles (Appendix 3) was established for the use and management of this land. Residents have also been advised that regular site inspections will be carried out to ensure good and improving levels of grounds maintenance in this area in the long term.
- 3.15 This work addresses Dame Elish Angiolini's recommendation that the area adjacent to the cordoned zone be developed to provide a more fitting environment for a crematorium setting.**

- 3.16 A number of affected parents have also raised concerns about the condition and maintenance of the Rose Garden at Mortonhall which is currently used as a location for interring babies' remains, and provides a focal point for affected parents to remember their loved ones. Previous rose planting on the site had historically been badly affected by rose blight, and the area is in need of development to ensure it is restored to a condition in keeping with the expectations of affected parents.
- 3.17 An outline improvement plan has been developed to refurbish and enhance the condition of the Rose Garden. By working with parents, residents, partners and Council staff, these improvements will ensure that the Rose Garden is a beautiful and fitting area for families of babies who are buried there, and will allow for ease of long term maintenance appropriate to the topographical conditions of the site.

Training and qualifications

- 3.18 In line with Lord Bonomy's recommendation that Crematorium managers and staff are supported to gain relevant industry qualifications, the Bereavement Services Manager is being supported to work to obtain the Diploma in Cemetery and Crematorium Management. This is the only specialised qualification currently available to those employed within the Burial and Cremation Service in the UK. The diploma recognises an individual's character and commitment to developing his or her own management competencies in what is a very specialised and sensitive field of work.
- 3.19 Whilst undertaking this qualification, the Bereavement Services Manager is continuing to manage an operationally complex range of services. To support this, an opportunity for a fixed term qualified Cremation Services Change Manager was advertised on the Council's recruitment portal and nationally on the Federation of Burial and Cremation Authorities' (FBCA) website. This recruitment process is ongoing with the intention that a successful candidate will be identified by autumn 2015.
- 3.20 The FBCA and Institute of Crematorium and Cemetery Management (ICCM) have agreed to adopt recommendations of Lord Bonomy's report and have developed updated training and guidance. The FBCA's Training and Examination Scheme for Cremation Technicians now incorporates specific elements dealing with baby, infant and foetus cremations.

- 3.21 Mortonhall Crematorium is among the first in Scotland whose staff have successfully undertaken update modules in infant cremations, which has involved monitored assessments carried out through site visits to other crematoria in Scotland. Currently these modules have been completed by two members of staff, with the remaining staff due to complete these at the next available opportunity in the schedule. The assessments are carried out at an external centre of excellence identified by the FBCA, and have the additional benefit of enabling staff attending to experience best practice elsewhere and to network with colleagues in other locations.
- 3.22 The above action will ensure that Dame Elish Angiolini's recommendation that adequate training be provided for staff to ensure sensitive and compliant delivery of service.**

Service review

- 3.23 An Organisational Review of Bereavement Services is currently in progress with good engagement from staff. The review includes an appraisal of service functions and delivery, organisational structures and staffing levels in order to ensure enhanced service management, whilst incorporating a culture of continuous improvement and customer focus within agreed timescales. This was initiated in January 2015, now taking account of the Organise to Deliver programme and discussions with staff and managers have been taking place since March 2015. A draft remit has been prepared for discussion with the staff team and Trade Unions, and the development of job descriptions is underway, again in discussion with staff.

Quality management

- 3.24 A British Standards Institute (BSI) review session of Bereavement Services took place in January 2015 and resulted in a fully compliant report (Appendix 4). A further visit is scheduled for July 2015 which will focus on Quality Management Systems, customer satisfaction and complaints, and burial processes.
- 3.25 Positive progress has continued on the actions arising from a 5 day onsite external review of operations at Mortonhall Crematorium, commissioned by the Council, and carried out by Rick Powell, Secretary and Executive Officer, FBCA. Priority actions are now complete and the team have been encouraged to deliver the remaining actions through a collective approach. Positive progress has included the establishment of regular team meetings to discuss operational management including service rotas, policies and procedures and Health and Safety.
- 3.26 Agreement has been reached around the process for recording the location of ashes when interred in the Crematorium grounds. The electronic Burial and Cremation Administration System (BACAS) has been upgraded to enable the accurate recording of the process, and therefore to support any requests made by relatives for this information.

- 3.27 This addresses Dame Elish Angiolini's recommendation that the location of the interment of the cremated remains of a baby should always be recorded with their records.**
- 3.28 A programme of visits to other crematoria involving staff and managers is ongoing. This has included site visits to Livingston, Inverclyde and Kettering Crematoria to inform service improvements and the procurement process for new equipment. In December 2014, a visit took place to Seafield Crematorium to compare use of the BACAS registration software. A visit was scheduled to Kirkcaldy Crematorium in May 2015 to explore further benchmarking opportunities with other cremation authorities in Scotland, but this was postponed at the request of Fife colleagues and will be rescheduled at the earliest opportunity. The Mortonhall Action Team also visited Maggie's Centre in Dundee which aims to create a welcoming environment providing professional advice and support in a sensitive setting.
- 3.29 Senior Manager and Mortonhall Action Team input to the Scottish Government's National Committee on Infant Cremation, and its various sub groups, has enabled the City of Edinburgh Council to maintain a proactive role in the review and development of good practice and legislation across Scotland.
- 3.30 Senior and Service Managers are attending regular meetings with NHS Lothian and representatives of the funeral industry to develop greater shared clarity of understanding around the choices available to parents when faced with the loss of a child. This clarity will ensure that all practitioners are aware of operational practices at Mortonhall Crematorium, and therefore enable them to provide informed support to parents at a difficult time.
- 3.31 Regular 1:1s, team briefings and review meetings within the context of the PRD cycle have ensured that the Mortonhall staff team and Service Managers remain aware of ongoing developments and are continually focussed on delivering an enhanced quality of service.
- 3.32 The Bereavement Services Manager has maximised networking opportunities with the National Benchmarking Group to enhance opportunities for shared good practice.
- 3.33 Extensive desktop research and benchmarking comparison with published policy and performance documents of other cremation authorities and with suggested approaches published by ICCM and FBCA, has helped identify potential key performance criteria which could be adopted in the context of Mortonhall Crematorium. Relevant examples have been considered for adoption by the Council to demonstrate a robust and responsive approach to performance measurement, to establish parity of approach with other service areas within the Council, and to enable early identification and resolution of emerging issues.

- 3.34 Establishment of a performance measurement framework will also articulate clear links between strategic Council priorities and the Crematorium Service. This, together with the Council's Cremation Service Policy Document and current and emerging legislation, will provide a key reference framework to ensure a robust, compliant and customer focussed service.
- 3.35 Ongoing discussions with multi faith communities and other equalities groups across the city, at service planning and as part of continuous feedback, will ensure the cremation service continues to be relevant and responsive to all beliefs and cultures, and fully adheres to the Council's view on equality and diversity.
- 3.36 The above actions will ensure that Dame Elish Angiolini's recommendations that greater understanding by senior management of cremation processes and procedures, greater emphasis on improving training and best practice, and implementing a culture of compassion and skill towards the quality of service to the next of kin will be embedded in service delivery.**

Communications

- 3.37 The Mortonhall Action Team has developed a Communications Plan with support from the Council's Communications Service. The plan includes a commitment to ensuring that information on progress against the key actions is widely and publicly available across a range of platforms. The communications plan acknowledges the need to provide clear and open information on progress in plain English. Support from the Communications Team has also ensured that ongoing positive progress is regularly reported through the media.
- 3.38 The communications plan encompasses affected parents, all key stakeholders, staff and partners, and recognises the need for the wider public not directly affected by historical practices to be aware of positive progress. The plan also ensures that continuous engagement with the onsite staff team is maintained.
- 3.39 Regular communication has been maintained with affected parents throughout the programme. As part of a joint approach between Stillbirth and Neonatal Death Society (SANDS) Lothians and Simpson's Memory Box Appeal (SiMBA) and the Council, parents have been invited to participate in ongoing consultation around the design and location of memorials. Close liaison with these partner charities has ensured clear joint understanding of key messages. Parents have received regular letter and email updates to ensure they are aware of progress, and a number of meetings have been arranged to enable wider discussion of options and facilitate shared agreement around the way forward.

- 3.40 The Mortonhall Action Team has provided regular written and telephone support in responding to individual queries from affected parents. These have ensured that parents contacting the Council are updated on progress, while at the same time providing a sympathetic response to those parents who require additional reassurance and emotional support.
- 3.41 The communications plan recognises the need to ensure that key partners, such as NHS Lothian, Funeral Directors and support organisations, are kept fully informed on any changes to operational practice at Mortonhall that would impact on the range of services to customers, and are in a position to share this information confidently and accurately with members of the public. A letter was sent in March 2015 to Funeral Directors, Health Services and other partners for sharing with bereaved to support wider understanding of improved practices at Mortonhall, which can then be communicated to the bereaved. A copy of this letter is attached as Appendix 5.
- 3.42 Ongoing dialogue has been held with NHS Lothian, with a view to developing a stakeholder workshop in late 2015 aimed at providing opportunities for all those involved in working with bereaved parents to understand the totality of the customer journey in these circumstances, and to ensure that the information provided to those affected is accurate and understood by those affected.
- 3.43 The Council [web page](#) on the Mortonhall Investigation has been regularly updated to incorporate the latest information on progress to date.
- 3.44 Information has also been provided to partner charities SANDS Lothians and SiMBA for sharing via their social media pages and networks.

Ensuring effective and compliant service delivery

Policy Document

- 3.45 Following the Corporate Policy and Strategy Committee's approval in November 2014 of the definition of ashes, as recommended by Lord Bonomy, this was incorporated into a wider Cremation Services Policy Document which was approved by the Council on 5 February 2015. This Policy Document has been made available to members of the public, industry and healthcare professionals and key elements of this document will be incorporated into wider service information which is currently under development.

3.46 The adoption of the Policy Document clearly defines Dame Elish Angiolini's recommendation that the Council work with the Scottish Government to determine the most effective way to provide greater reassurance to the next of kin that the ashes of their child will be recovered, and that the FBCA and ICCM devise clear industry guidelines to support its members in this regard. These actions will ensure that Dame Elish Angiolini's recommendation that those supporting bereaved parents are able to provide accurate and understandable information on the choices available, and that a protocol is developed to ensure consistency and sensitivity in carrying out these discussions.

Process mapping

- 3.47 In response to recommendations from both Dame Angiolini's and the onsite FBCA's report, a clearly defined process map (Appendix 6) for handling of all remains has been developed with the active involvement of the Mortonhall staff team. This incorporates the recent legislative changes around Death Certification which were introduced in May 2015, and will ensure clarity and consistency of processes for local staff around this sensitive work.
- 3.48 This documentation will be incorporated in records required for the ongoing BSI assessment. This will also enable the cremation service to provide clear information to partners, such as Funeral Directors and NHS Lothian, on its approach to the sensitive handling of remains which can in turn be communicated to the bereaved. The process map was also available for the Inspector of Crematoria during his initial introductory visit and the documentation will be available for follow on visits.

Document retention

- 3.49 With the support of the Council's Information Governance Team, an improvement programme is underway to implement an appropriate storage, archiving and retention policy of crematorium records. These improvements will make it easier for relatives to find out about the last resting place of their loved ones, while ensuring compliance with all appropriate legislation and Council document retention policies. Recommended retention timescales will also be adapted in future to allow the adoption of nationally agreed legislative changes arising from the work of the National Committee and from the revised Burial and Cremations Bill currently undergoing parliamentary process.

Fire incident

- 3.50 A significant fire occurred at Mortonhall Crematorium on Tuesday 24 March 2015, causing considerable damage to the roof of the building. This led to the enforced cancellation of all services and cremations during the days immediately following the incident, while a coordinated response effected temporary wind and watertight and structural safety actions. As a result of this incident all four cremators were inoperable for a period of approximately six weeks. Subsequently, memorial services were able to be held in the chapels which were not affected by the fire, with cremations taking place elsewhere during April 2015 as arranged by Funeral Directors and agreed and authorised by affected relatives.
- 3.51 The onsite team was in regular contact with Funeral Directors to brief them on the incident and to activate communications with bereaved families for services affected. Online communication platforms were updated daily to ensure members of the public were kept aware of the situation as it developed.
- 3.52 Following this incident, the Inspector of Crematoria was briefed by the Senior Manager responsible for Bereavement Services. An offer of support was received from the FBCA and dialogue was also held with the Scottish Environment Protection Agency (SEPA).
- 3.53 Remedial repair work to the roof of the building was carried out during April 2015, ensuring that the area affected by the fire was made good as quickly as possible. As a result cremations were able to resume as planned at Mortonhall in early May 2015.
- 3.54 Prior to this incident, work had been ongoing with the Council's Procurement Team to obtain and commission replacement equipment. This process has now been expedited to ensure that the service becomes fully operational and compliant as quickly as possible, given the impact of the damage.
- 3.55 An incident report and Health and Safety Executive dangerous occurrence report have been completed, and results from onsite assessments will feed into the Council's Fire Safety Review.
- 3.56 The Mortonhall local team has worked hard to ensure inevitable disruption to day to day service delivery caused by these events was kept to a minimum, and have continued to support and engage with the Mortonhall Action Team throughout this period in progressing overall project goals. Affected families, Funeral Directors and Edinburgh Crematorium Ltd also responded with patience and flexibility to these changing circumstances and the Council's Bereavement Service would like to note its thanks for this understanding.

Environmental compliance

- 3.57 An onsite assessment by the Scottish Environmental Protection Agency (SEPA) in March 2015 identified key areas requiring further work by the Council. SEPA will work closely and supportively with the City of Edinburgh Council to support improved reporting, specifically in relation to emission testing and root cause analysis for minor emissions breaches. Further inspections will be carried out later in the year to ensure ongoing improvements are maintained. It is anticipated this position will be much improved with the introduction of a new cremator.
- 3.58 As agreed in the course of the SEPA Inspector's visit in March 2015, monthly reports will be submitted to SEPA by crematorium managers. This will facilitate open communication with SEPA to ensure that all issues are identified and dealt with as quickly as possible, and will support the timely submission of the annual monitoring report in autumn 2015.
- 3.59 A small scale cremator was acquired by the City of Edinburgh Council during 2014. Appropriate training and safe working practices and risk assessments will be in place prior to commissioning of this piece of equipment. Further building work will be required to ensure a high quality and sensitive level of service for this new process, and these have been explored through onsite visits from the Council's Asset Management and Building Standards Teams and the Scottish Fire and Rescue Service. Officers continue to work with SEPA in regards to the variation of the environmental emissions permit to allow the use of the small scale cremator at Mortonhall.

Legislative documentation

- 3.60 A key action for the Council as recommended by Dame Angiolini was to revise the Application for Cremation Form (Form A) to ensure greater clarity of understanding on the part of those who were completing the form. The Mortonhall Action Team carried out extensive desktop research and comparison with similar forms used by other Cremation Authorities, incorporating feedback from Mortonhall team members and members of the Chief Executive's Multi-Agency Working Group, and taking account of legal review.

- 3.61 The latest draft was considered by the Chief Executive's Multi-Agency Working Group on 16 January 2015. Their view was that, as positive progress in this area was also being made by the National Committee sub groups, it would be advisable to await the outcome of any statutory processes. The Chief Executive's Multi-Agency Working Group acknowledged the need to improve clarity and support for those completing this form, and therefore has requested that the existing statutory form be supplemented with refreshed explanatory guidance. This supplementary guidance was approved by the Council in February 2015.
- 3.62 As recommended by Dame Elish Angiolini in her report, the supplementary guidance aims to clarify the process for those completing the form, and has been written in plain and sensitive language which clearly supports the applicants' understanding of permissions asked of them, and actions which will be discharged by service providers on their behalf as a result of this permission. The supplementary guidance will support the next of kin of the deceased to understand their choices regarding the disposal of ashes.
- 3.63 The Scottish Government issued an interim revised version of the existing statutory Form A as part of the suite of documents issued in May 2015 following the introduction of the revised Death Certification process. This has now been adopted by Mortonhall Crematorium and copies circulated to key partners.
- 3.64 The Scottish Government continues to consult on the design and content of the statutory Form A to include greater clarity around the definition of ashes and clear options for the bereaved on what they would like to happen to the cremated remains of their loved one. The National Committee and the Chief Executive's Multi-Agency Working Group will continue to contribute to this national process, in line with legal and industry advice, and it is intended that the Council will be required to adopt this and any other statutory paperwork in due course. This will be subject to reporting through the relevant Committee.
- 3.65 This work under progress will ensure that Dame Elish Angiolini's recommendation that the application form provides clarity to those completing it on the implications of the decisions they are being asked to make.**

Memorial

- 3.66 The Council has continued to work with affected parents and collaboratively with SANDS Lothians and SiMBA in regards to improving the landscaping around Mortonhall, and the design and location of a fitting memorial to babies affected by historical practices at Mortonhall.

- 3.67 Following a number of consultations and meetings involving affected parents around the potential location, style and design of any memorial options, it was agreed by parents that a memorial should be developed at Mortonhall recognising the significant feedback received in support of this. It was also agreed that, in acknowledgement of feedback received from parents who would find it difficult to return to Mortonhall, that a second memorial be developed in an alternative location.
- 3.68 The Mortonhall Action Team has worked closely with garden landscape designers to develop four initial garden design options. Of the three designers who were invited to tender, two of these provided initial scoping designs based on feedback from affected parents. Both designers demonstrated exceptional commitment to supporting the work of developing fitting memorial spaces for those affected. These scoping designs were available for consultation with parents during February 2015 and the design preferred by parents was presented to the Chief Executive's Multi-Agency Working Group in March 2015, and noted by the Transport and Environment Committee on 2 June 2015.
- 3.69 The initial design options presented to parents were:
- Design 1 – circular garden and benches;
 - Design 2 – walled circular water feature garden;
 - Design 3 – walled garden and sheltered bench; and
 - Design 4 – semi-circular garden and benches
- 3.70 Parents were asked to say which design most clearly matched their idea of a suitable memorial, providing an area for quiet visitation and contemplation, and an area for the families and loved ones of babies.
- 3.71 Based on the views expressed by parents, the preferred design that has emerged is Design 2 – walled circular water feature garden (Appendix 7).
- 3.72 The Mortonhall Action Team has been working closely with the Council's Procurement Team, the designer and other contractors in progressing and refining the design for Mortonhall Crematorium to ensure this remains tailored to the wishes of parents. Positive progress in this regard will support a proposed November 2015 completion date.

3.73 As previously reported to the Corporate Policy and Strategy Committee, an offer of dedication has been received from the Church of Scotland Social and Community Interests Committee to rededicate land, should this be desired, when memorial options are agreed with affected parents and implemented on the chosen site. Meetings have been held with the Convener of the Church of Scotland Social and Community Interests Committee in December 2014 and April 2015 to discuss the best approach to this. In addition, this discussion identified further potentially important opportunities for dialogue with multi faith communities across the City, to ensure that any actions currently being progressed are inclusive of all cultures and beliefs. This has also been incorporated into an updated Equalities and Rights Impact Assessment.

Alternative memorial

3.74 Parents who did not wish to return to Mortonhall also requested that a further memorial location be identified from one of the alternative range of options they had suggested. From this, 11 potential locations were available for consultation on throughout March 2015. Parents were asked to say which location most clearly matched their idea of a suitable place for the memorial and the potential location options were:

- Arthur's Seat / Holyrood Park;
- Blackford Hill and Blackford Pond;
- Braid Hills;
- Calton Hill;
- Inverleith Park;
- Lauriston Castle;
- Little France Hospital;
- The Meadows;
- Princes Street Gardens;
- Queen Street Gardens; or
- Saughton Park.

3.75 As noted by the Transport and Environment Committee on 2 June 2015, based on feedback from parents the preferred location for the alternative memorial is **Princes Street Gardens**. Work will continue with parents, the Council's Parks and Green Space team and other partners to identify a suitable location within Princes Street Gardens for a beautiful and fitting memorial.

- 3.76 The Council recognises how important it is to ensure that both of the memorials are delivered to a very high quality and sensitively designed within time scales, and officers will continue to work with, consult and inform affected parents as these projects move forward. A letter has been sent to affected parents advising them of the consultation outcomes and requesting feedback on the individual wording of inscriptions remembering their loved ones (Appendix 8). This was discussed by the Chief Executive's Multi-Agency Working Group at its meetings on 15 May and 5 June 2015.
- 3.77 This work addresses Dame Elish Angiolini's recommendation that the Council work with those affected to develop a dignified memorial to babies whose remains may be interred at Mortonhall, and the development of an additional memorial elsewhere given the feelings of many parents towards Mortonhall.**

Ongoing maintenance

- 3.78 Close work with parents and local teams has ensured that the design brief supplied to designers will ensure long term sustainability and ease of future maintenance. Each memorial will reflect the nature of its surroundings and context in terms of design and materials used. The designs will take account of existing land conditions, services, traffic levels and all other relevant factors.
- 3.79 From individual concerns raised by affected parents during consultation, and subsequent discussion at the Chief Executive's Multi-Agency Working Group, the Chief Executive has requested that Council agree in principle to the ongoing allocation of sufficient revenue funding to ensure the finalised memorials are maintained in a respectful manner fitting the memory of those babies affected by historical practices at Mortonhall Crematorium.
- 3.80 Council is also asked to provide reassurance to all users of Mortonhall Crematorium by agreeing in principle that income generated from Bereavement Services be targeted to ensure the ongoing maintenance of public facilities, grounds and environment of the Crematorium to the highest standards.

Working with partner organisations

Scottish Government

- 3.81 Following publication of Lord Bony's Infant Cremation Report in June 2014, the Scottish Government established a National Committee on Infant Cremation to deliver the 64 recommendations from the Infant Cremation Commission (which will also address the specific points from the Mortonhall Investigation accepted by the Government).

- 3.82 The National Committee is chaired by Scottish Government, overseen by the Minister for Public Health, and has more than twenty members from multiple organisations and sectors including: clinical and neonatal experts; cremator manufacturers; crematoria and funeral directors representative organisations; bereavement organisations; private and local authority cremation authorities and policy officials from England and Wales, and Northern Ireland. There are also parent representatives on the Committee to ensure that those who have been most affected by issues in the past have a real say in improvements to policy, practice and law now and in the future.
- 3.83 The Senior Manager who leads these services represents the City of Edinburgh Council on this Committee.
- 3.84 The National Committee has established a series of sub groups to deal with specific work streams as follows:
- Policy and Code of Practice - to develop an overarching Code of Practice for infant cremation (the City of Edinburgh Council is a member of this group);
 - Cremation Practices - to look at the recommendations on the process within crematoria (the City of Edinburgh Council is a member of this group);
 - Shared Cremation - for policy and practice in relation to shared cremations (for pregnancy loss or terminations) normally arranged by the NHS;
 - Training and Communications - for training and professional development across the NHS, cremation authorities and funeral directors; and
 - Records and Forms – to deal with the various recommendations to statutory forms and record keeping (the City of Edinburgh Council is a member of this group).
- 3.85 Good progress is continuing to be made on recommendations, including the publication of updated guidance from the Chief Medical Officer on the disposal of pregnancy loss, which was issued to the NHS in April 2014.
- 3.86 The National Committee drafted and agreed a Level 1 Code of Cremation Practice on Infant Cremations in June 2015. The agreed structure of the Code of Practice is for an overarching 'Level 1' Code of key principles that are applicable to all, supported by six sets of sectoral and information 'Level 2' Guidelines. Underneath these sit new or pre-existing organisational operational procedures, policies etc (a national 'Level 3') which organisations will ensure are aligned with and reflect the Level 1 and Level 2 Code of Practice documents. The Code of Practice Level 2 documents are still in development and will be published and adopted by the City of Edinburgh Council in due course (Appendix 9).

3.87 The Scottish Government is to work on the basis that the majority, if not all of the recommendations from the Commission, will be completed by the first anniversary of the National Committee meeting in October 2015.

Purposed Bill relating to burial and cremation and other related matters in Scotland

3.88 The Scottish Government's consultation on the proposed Bill relating to burial and cremation and other related matters in Scotland was open for feedback from late January 2015 for 12 weeks. There was a very good response to the consultation and an update at the June meeting of the National Committee highlighted over 180 responses have been received which are now being analysed. The City of Edinburgh Council also supported the wide dissemination of opportunities for members of the public to participate in this consultation by circulating information through community and faith networks.

3.89 Work has already commenced to provide policy instructions to legal drafters and the plan is for the Bill to be introduced into Parliament after the summer, with the Parliamentary process taking until early 2016. This Bill takes account of findings from previous Scottish Government working groups, and includes proposals to implement recommendations from Lord Bonomy's Report of the Infant Cremation Commission of June 2014. The Bill aims to ensure that a legal framework is developed which ensures that appropriate dignity and respect is shown when carrying out burials and cremations. These recommendations cover a wide range of issues, including the general management of graveyards, proposals to ease pressure on burial land and modernising the legal framework for burial and cremation. Collectively, these recommendations represent the most significant overhaul of burial and cremation practices for well over 100 years, and aims to provide a legal process that is fit for 21st Century Scotland.

3.90 In addition to the recommendations from the Burial and Cremation Review Group and the Infant Cremation Commission, the consultation paper also considered various other related proposals, including addressing the issue of funeral poverty as it was felt that this was an area of concern.

3.91 The paper also made proposals about the regulation of the funeral industry. While there are a number of professional bodies for the funeral industry, there is no formal regulatory system currently in place.

3.92 The [City of Edinburgh Council's response](#) to this consultation was approved by the Corporate Policy and Strategy Committee on 24 March 2015, and has now been submitted to the Scottish Government.

3.93 The consultation process and eventual implementation of the Bill will ensure greater clarity around the definition of ashes, legal definition of stillborn and NVFs, and cremation of body parts as recommended by Dame Elish Angiolini. Joint partner work with key stakeholder organisations as part of the National Committee addresses Dame Elish Angiolini's recommendation that communication on these matters is carried out on a more formal basis.

Inspector of Crematoria

3.94 In March 2015, the Scottish Government appointed an Inspector of Crematoria. This appointment will fulfil one of the recommendations from the Infant Cremation Commission led by Lord Bonomy. The Inspector of Crematoria will:

- ensure Cremation Authorities in Scotland are adhering to current legislation and best practice;
- respond to complaints or queries from the public about cremations;
- inspect cremation registers and other statutory documentation to ensure they are being properly completed and maintained
- provide direction to crematoria managers and staff to ensure they are operating in line with the recommendations of the Infant Cremation Commission; and
- support the development of future primary legislation on burials and cremations.

3.95 The Inspector of Crematoria, Robert Swanson, QPM spent a 41 year career in the police spent investigating some of the most serious and sensitive criminal cases. Mr Swanson also spent time in Thailand as the Senior Investigating Officer for UK police in response to the 2004 Boxing Day Tsunami. Mr Swanson's role includes undertaking an inspection visit to every crematorium in Scotland at least once a year. Mr Swanson carried out an informal initial visit to Mortonhall in May 2015, and will undertake a formal inspection in approximately six months.

3.96 The appointment of the Inspector of Crematoria addresses Dame Elish Angiolini's recommendation that robust systems of audit and inspection are implemented to ensure safe and compliant working practices and that service providers are working in an accountable and transparent manner.

- 3.97 A letter dated 17 June 2014 from Michael Matheson MSP, then Minister for Public Health, urged all Cremation Authorities in Scotland to give immediate consideration to the recommendations in Lord Bonomy's report and take steps to respond where it is possible to do so. In particular to:
- recommendation 1 – overarching principles for cremation;
 - recommendations 3 and 4- definition of ashes;
 - recommendation 6 – recovery of ashes;
 - recommendation 7 – use of cremation trays for baby cremation;
 - recommendation 11 – Cremation Authority policy statements;
 - recommendation 34 – shared cremations; and
 - recommendation 39 – retention of records and documents.
- 3.98 The Council is now able to demonstrate clear positive response to these recommendations through its Cremation Service Policy Statement. The Policy Statement outlines the range and quality of service users can expect and sets out the Council's commitment to providing a customer focussed quality service with the needs of the bereaved central to its ethos.
- 3.99 Working practices at Mortonhall have been revised on an ongoing basis in response to the recommendations. These include all cremations being carried out according to revised Codes of Practice produced by the FBCA and ICCM, and the use of specially designed trays for infant cremations, enabling ashes to be recovered in the majority of cases.
- 3.100 The Corporate Policy and Strategy Committee agreed the definition of ashes as outlined in the previous update on 4 November, and this has now been incorporated into the Policy Statement and other documentation.
- 3.101 Recommendations 34 and 39 continue to be addressed by the National Committee and its relevant sub groups. It is envisaged that the Council, as participants on the National Committee and its sub groups, will be required to agree the adoption of approaches arising from these work streams. Updates on all of this work is available to view at <http://www.scotland.gov.uk/Topics/Health/Policy/BurialsCremation/NCIC>

Infant Cremation: National Investigation

- 3.102 In June 2014 the Minister for Public Health announced in the Scottish Parliament the establishment of a National Investigation into infant cremations in Scotland. Dame Elish Angiolini's Mortonhall Investigation Report, published by the City of Edinburgh Council on April 30, 2014, provided specific answers to affected families in the Edinburgh area, as well as some wider recommendations. Lord Bonomy's Infant Cremation Commission Report, published by the Scottish Government on June 17, 2014, then provided national recommendations for future improvements.

- 3.103 The National Investigation provides every parent whose baby was cremated in Scotland with the same opportunity to have their concerns regarding their cases investigated, with an individualised response.
- 3.104 The National Investigation is currently considering cases from crematoria across Scotland. All authorities and crematorium staff are co operating with the investigation.
- 3.105 The National Investigation has now registered over 100 cases, with the team continuing to receive and accept new cases. The National Investigation has sent documentation to parents to allow the team to carry out additional investigations with Health Boards and Funeral Directors, continues to meet with various support groups to discuss the continued assistance they provide to parents during the investigation, and provides regular updates to affected parents who have registered.
- 3.106 The National Investigation currently includes 36 cases from Mortonhall which are not part of the original Mortonhall Investigation. The Council has continued to work closely with the National Cremation Investigation team on these cases and interviews with these affected parents are scheduled to be completed in July 2015. To date, these have not led to additional questions for crematorium or Council staff. Updates on the work of the National Investigation are available to view at <http://www.gov.scot/About/Review/national-cremation-investigation>

NHS Lothian

- 3.107 Ongoing dialogue continues with NHS Lothian and other partners to develop and refine training and guidance for those taking parents through the process of arranging their baby's funeral and supporting them to make the choices that are right for them.
- 3.108 The Council's Cremation Service Policy Document was circulated by the City of Edinburgh Council's Chief Executive to all key partners including Funeral Directors and NHS representatives in March 2015. This provided a clear and unambiguous statement on the range and quality of services provided by Mortonhall Crematorium, therefore enabling practitioners to provide parents or affected relatives with reassurance that the service would be provided in a sensitive and compliant way.
- 3.109 Meetings are ongoing with NHS Lothian around ways to ensure that the suite of information supplied to parents is clear and accurate, and takes into account the end to end process involving all agencies who come into contact with the bereaved. Further Learning and Networking workshops are being planned for, and scheduled for late autumn 2015.

3.110 Following discussion with NHS Lothian partners, and given this is not a legislative requirement, it was suggested that the City of Edinburgh Council give consideration to developing a more user-friendly Application for Cremation form (Form A) for under-24 week losses. These are not currently covered by legislation requiring completion of the statutory version of Form A. A similar form is already in use by Edinburgh Crematorium Ltd. and with the permission of Jim Nickerson, General Manager, and input from Mortonhall local staff, has been adapted for use within a Council context. This form is designed to ensure a balance between capturing the required information while simplifying as far as possible the process for bereaved parents at a very difficult time. The Council is asked to approve the adoption of this non-statutory form which is included in Appendix 10, pending the introduction of revised statutory paperwork arising from legislative changes expected in 2016

3.111 These actions will ensure that Dame Elish Angiolini's recommendation that the NHS staff who are supporting bereaved parents are able to provide accurate and understandable information on the choices available, and will ensure that a protocol is developed to ensure consistency and sensitivity in carrying out these discussions.

Key achievements and moving forward

3.112 The establishment of a dedicated Multi-Agency Working Group chaired by the Chief Executive, working closely with parents, the local service team, the Mortonhall Action Team and partners; supported by a Senior Manager, has enabled strong progress against the majority of key agreed actions.

3.113 These actions have included:

- revised practices for infant cremation, with improved record keeping;
- close collaborative engagement and input from all partners in response to the recommendations;
- strengthened approach to customer care using customer feedback and incorporating CSE and Gold Standard as a delivery model;
- strengthened benchmarking approach including regular site visits to other locations;
- training and qualifications progressed for technical and managerial staff;
- service review successfully initiated and in progress, with active input from team members;
- strengthened quality assurance approach with successful BSI compliance awarded in January 2015;
- ongoing support provided to the National Cremation Investigation;

- strong communication and engagement approach with all parents, the bereaved and stakeholders;
- City of Edinburgh Council's Cremation Service Policy Document adopted and circulated to key partners, including the agreed clear statement around recovery of ashes;
- clear end-to-end process map produced for cremation process;
- definition of ashes agreed and adopted;
- strengthened and compliant documentation and recording of processes;
- good progress on development of memorials to affected babies;
- strong partnership work with the Scottish Government as part of the National Committee on Infant Cremation;
- City of Edinburgh Council draft Form A used as a basis for developing the national version of the form; and
- City of Edinburgh Council response provided to inform the consultation on the proposed Bill relating to Burial and Cremation and other related matters in Scotland.
- Scottish Government published Level 1 Code of Practice on Infant Cremation

3.114 Similarly good progress has been made in the following areas, which are subject to further ongoing work, engagement and development with key partners and stakeholders where appropriate:

- initial discussions held with stakeholders and community representatives around progressing a Lay Advisor approach to enhance the operation of Mortonhall Crematorium;
- current and ongoing positive work with the newly appointed Inspector of Crematoria in improving service delivery and quality;
- capital investment in service infrastructure allowing for the delivery of an enhanced and expanded service offering in the future, including new equipment;
- development of performance criteria and monitoring;
- implementation of CRM which will support an enhanced ability to monitor and improve quality of service delivery;
- adoption of a clear document retention schedule, and information recording in line with national legislation;
- developing full environmental compliance in partnership with SEPA;

- delivery of a memorial at Mortonhall by November 2015, and at an alternative location at an agreed later date in liaison with affected parents;
- developing improved landscaping and grounds maintenance in the Mortonhall Crematorium grounds; and
- recruitment of a Cremation Services Change Manager to ensure culture change continues to be embedded and delivered.

3.115 As forthcoming legislative changes are agreed and implemented over the course of the next couple of years, strong support will remain in place to ensure that these are adopted by the relevant service teams within timescales and to the required standards.

3.116 The Scottish Government's Inspector of Crematoria will continue to work with managers, staff and cremation authorities to ensure that all required changes are delivered in accordance to statutory and ethical requirements.

Ongoing support for affected parents

3.117 The Council has continued to receive a number of enquiries from affected parents, many of whom were not part of the original investigation. The Council has continued to work closely and collaboratively with the National Investigation team, the Council's Legal Services, NHS Lothian and other agencies in supporting parents to access historical records pertaining to their loss, and where necessary directing them to further sources of support and advice.

3.118 It is important to recognise that, given the long term emotional distress caused by the death of a baby or child, and the emotional impact on affected parents of historical events at Mortonhall, that the completion of the agreed 22 actions is unlikely to represent closure for those parents and families who have lost a loved one. In this regard, the Council will continue to maximise opportunities for providing information and directing the bereaved to sources of emotional support and guidance provided by SANDS Lothians, SiMBA and other similar organisations.

3.119 The memorials at Mortonhall and within Princes Street Gardens aim to provide a long term source of comfort and solace to those affected. Onsite team members at Mortonhall will be supported to continue to provide grieving parents and families with a sympathetic and understanding level of support, complemented by enhanced access and signposting to external organisations who provide experienced support to bereaved parents.

3.120 Dame Elish Angiolini concluded her report with the words “The great tragedy of these events over many years is that many parents will now be left with a lifetime of uncertainty about their baby’s final resting place”. Although implementation of the key actions recommended by Dame Elish Angiolini will never be able to change this uncertainty, delivery against the majority of recommendations will ensure a much stronger governance framework both locally and nationally, and ensure that the issues that gave rise to the original investigation will never happen again. This in turn may provide a degree of comfort to those affected, and enable greater confidence from the bereaved and those supporting them in the quality of service delivered at Mortonhall Crematorium.

Report into Infant Cremations at Emstrey Crematorium, Shropshire

- 3.121 An independent inquiry into infant cremations at Emstrey Crematorium in Shrewsbury was commissioned by Shropshire Council at the request of bereaved families to look into cases where no ashes were returned to families following the cremation of a baby or unborn child.
- 3.122 The inquiry began in December 2014 and was published on 1 June 2015. It was led by chairman David Jenkins, supported by research assistant John Doyle. The remit of the inquiry was to review the policies, practices and procedures adopted by Emstrey Crematorium and its partners when carrying out infant cremations during the past fifteen year period, and to publish a series of findings and recommendations.
- 3.123 The inquiry team interviewed bereaved families, current and former members of crematorium staff, council officers, representatives from Co-Operative Funeralcare - the current operator of Emstrey Crematorium - representatives from funeral directors, staff from other crematoria, support groups and health professionals, government officials and others.
- 3.124 The report, with appendices, extends to over 90 pages in total, and concludes with 7 nationally applicable recommendations and 4 locally focussed recommendations.

Nationally applicable recommendations:

1. The Government takes steps to ensure a single and authoritative Code of Practice for baby and infant cremations.
2. Appointment of an independent inspector with powers comparable to those outlined in the Bonomy report.

3. Inspector's responsibilities to include the promotion of a single national Code of Practice with regard to cremator technology and techniques for infant cremations so as to maximise the chances of the preservation of ashes that can be returned to the applicant for the cremation.
4. Cremation Regulations are amended in England, as in Scotland, to give effect to the Bonomy Commission's definition of ashes.
5. Minimum standards of professional training and for continuing professional development be introduced for crematorium supervisory and operating staff.
6. A single official, reporting to a single minister, to be given responsibility for coordinating the government's approach to cremation law and practice and for drawing together into a coherent whole the policies, including environmental policies, of different government departments on the subject.
7. Bonomy Commission's recommendations to be considered more widely for their applicability for infant cremation law and practice.

Local recommendations for Shropshire

1. Ensure that adequate arrangements and financial provision are made to ensure that the crematorium equipment is maintained in good order and at optimum performance, and is renewed promptly when it is time to do so.
2. Shropshire Council to ensure and participate in arrangements for regular liaison with Co-operative Funeralcare, funeral directors, funeral officiants, and hospitals so as to keep connected with practical service issues and contribute to a high quality of public service being provided at the Emstrey Crematorium.
3. Shropshire Council to ensure that the management arrangements for its bereavement service include expertise and competencies normally associated with personal social care, as well as expertise associated with the technical aspects of cremator technology.
4. Shropshire Council to ensure that there is a programme of continuing professional development in place for managerial and operating staff at the Emstrey crematorium.
5. The Co-operative Funeralcare and Shropshire Council now consult on and then jointly issue a revised and plainly written Ashes Policy Statement, to be made known to local funeral directors, officiants, and hospitals.

3.125 While David Jenkins report established that the failure to return ashes after infant cremations at Emstrey was historic rather than current, his recommendations for future practice aim to address cremation practices nationally. Many of his recommendations are indebted to the work carried out in Scotland by Dame Elish and Lord Bonomy, and whose own recommendations are currently in progress of being addressed as outlined in this report.

Closing remarks from Sue Bruce, Chief Executive

3.126 In presenting this Report to Council I would like to offer my sincere thanks to all those who have given their time and expertise to support the delivery of the recommendations and in ensuring the experiences of parents historically are never repeated. In particular, I would like to offer my thanks to members of the Multi-Agency Working Group whose support, both professional and personal, has been absolutely crucial to ensuring that progress has continued to be made, and ensuring that the focus, quite rightly, has remained on the parents who were affected by these events. The Multi-Agency Working Group has agreed that in order to continue its overview of progress, it will continue to meet bi-annually, and that a further update report be presented to Council one year from now to evidence further progress in this regard.

3.127 I would also like to record my thanks to all those involved in this process who have given their time – in particular Dame Elish Angiolini, Lord Bonomy, City of Edinburgh Council staff, colleagues within NHS Lothian, Scottish Government, the National Investigation, the wider funeral and cremation industry, the Federation of Burial and Cremation Authorities and the Institute of Cemetery and Crematorium Management, the garden designers who have worked so hard to create fitting memorials to babies affected, and all those who have in any way supported the Council to respond to and learn from the recommendations.

3.128 Most importantly, I would like to thank all affected parents who have supported this process, particularly in giving their time to work with the Council around developing options for memorials to those affected. I am sure we all would recognise the significant hurt and emotional impact that these events have caused parents. I very much appreciate their constructive engagement and dialogue with the Council in these difficult circumstances, and working with us to ensure that this never happens again.

Measures of success

4.1 Successful delivery of Action Plan. If the measures taken are successful, no bereaved parent in future will suffer the same experience as the parents involved in the investigation.

- 4.2 Affected parents feel reassured that actions have been delivered to respond to the recommendations highlighted in Dame Elish Angiolini's report, and that they have had an opportunity to influence the outcomes on behalf of the baby lost to them and their families.
- 4.3 A Policy Document will clearly outline the framework and standard to which cremation services has been delivered. Reviewed practices and record keeping now in place.
- 4.4 The Mortonhall team will meet the required standard on an internal self-assessment against CSE criteria, including the adoption of required culture change, by November 2015.
- 4.5 Robust performance measurement against identified performance criteria will provide management information on ongoing performance.
- 4.6 Delivery of a suitable and sensitively designed memorial at Mortonhall Crematorium by November 2015 and second memorial within Princes Street Gardens within an agreed timescale with affected parents.

Financial impact

- 5.1 The financial resources required to deliver these actions will be contained within existing Council budgets.

Risk, policy, compliance and governance impact

- 6.1 Risks and issues of non compliance were identified by Dame Elish Angiolini, DBE, QC during her original investigation and have been addressed in her recommendations and subsequent Chief Executive's Multi-Agency Working Group Action Plan. The suite of improvement actions will be delivered with clear oversight from the Council's Chief Executive, and within a strong governance framework and action plan incorporating clearly delineated milestones and responsible parties identified.

Equalities impact

- 7.1 The activities listed in this report will contribute to a significant enhancement of rights, particularly in relation to Health, Individual, Family and Social Life, Participation, Influence and Voice, and Productive and Valued Activities.

Sustainability impact

- 8.1 Any change to process and equipment at Mortonhall will be fully discussed and agreed with the Scottish Environmental Protection Agency, to ensure compliance with all relevant environmental legislation.

Consultation and engagement

- 9.1 Ongoing consultation and engagement has continued through the Chief Executive's Multi-Agency Working Group with a wide range of stakeholders, including affected parents, parent representative bodies (SANDS Lothians and SiMBA), NHS Lothian, Scottish Government, Funeral Directors and Edinburgh Crematorium Ltd (Seafield and Warriston crematoria); Mortonhall staff team, and taking account of guidance produced by industry professional bodies FBCA and ICCM.

Background reading/external references

Report from Mortonhall Investigation and Action Plan, City of Edinburgh Council 26 June 2014

Report of Infant Cremation Commission June 2014

[Scottish Government National Committee on Infant Cremation](#)

[Infant Cremations: National Investigation](#)

Sue Bruce

Chief Executive

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Links




Coalition pledges	<p>P27 - Seek to work in full partnership with council staff and their representatives</p> <p>P51 - Investigate the possible introduction of low emission zones</p>
Council outcomes	<p>CO18 – we reduce the local environmental impact of our consumption and production</p> <p>CO19 – Attractive Places and Well Maintained – Edinburgh remains an attractive city through the development of high quality buildings and places and the delivery of high standards</p> <p>CO23 - Well engaged and well informed – Communities and individuals are empowered and supported to improve local outcomes and foster a sense of community</p> <p>CO24 - The Council communicates effectively and internally and externally and has an excellent reputation for customer care</p> <p>CO25 - The Council has efficient and effective services that deliver on objectives</p> <p>CO26 - The Council engages with stakeholders and works in partnership to improve services and deliver on agreed objectives.</p> <p>CO27 - The Council supports, invests in and develops our people</p>
Single Outcome Agreement	<p>SO2 - Edinburgh’s citizens experience improved health and wellbeing, with reduced inequalities in health</p> <p>SO4 – Edinburgh’s communities are safer and have improved physical and social fabric</p>
Appendices	<p>Appendix 1: Mortonhall Action Plan update</p> <p>Appendix 2: Analysis of customer comment cards</p> <p>Appendix 3: Cordoned zone principles</p> <p>Appendix 4: BSI Report, January 2015</p> <p>Appendix 5: Letter sent by Chief Executive to partners on Policy Statement</p> <p>Appendix 6: Cremation Process Map</p> <p>Appendix 7: Preferred Mortonhall Memorial Garden design</p> <p>Appendix 8: Update letter to affected parents, May 2015</p> <p>Appendix 9: Scottish Government Code of Practice – Infant Cremations</p> <p>Appendix 10: Draft Application for Cremation Form for under 24-week gestation losses</p>




Appendix 1: Chief Executive's Working Group action plan May 2015




	Summary of Recommendation	Decision(s)/Discussion	Action By	Actions	Supplementary Action	Update(s)	Open / Closed
1	The Council should review how Mortonhall Crematorium is managed.	City of Edinburgh Council Officers to expand upon recommendation 1 and assign timescales as to when the review of how the crematorium is managed will be completed.	City of Edinburgh Council - Natalie McKail	05.06.2014 To develop and roll out a management and leadership programme (LM1 & LM2) and tailored Personal development Programme.		<p>03.09.2014 Managers have been encouraged to engage with the Council's Leadership Matters development programme, and to play a key role in local implementation of changes to working practices arising from the investigation and actions.</p> <ul style="list-style-type: none"> • A detailed training needs analysis has been developed for staff and managers. <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report</p> <p>14.11. 14 A formal request has been logged with ICCM for frontline operative staff to undertake refresher training in revised modules on infant cremation, and are awaiting confirmation of available dates. CEC likely to be first local authority to undertake this training. Bereavement Services Manager to undertake appropriate certified training. Continued dialogue with staff team about embedding culture of continuous improvement and customer focus.</p> <p>Away day held 12.11.14 to develop and enhance team involvement in ongoing action planning, including positive input into Policy Statement and Journey of ashes.</p> <p>13.3.15 BSI Audit visit held 15th January 2015 resulted in successful recertification. Copies of this report can be made available. Following visit scheduled for July 2015 and will cover:</p> <ul style="list-style-type: none"> •ISO Quality Management System (service update including changes/responsibilities, Quality Manual, Operations Guide, Management Review, Internal audits, preventive actions and improvements.) •Customer satisfaction and Complaints •Burial processes and visit to possibly 2 cemeteries <p>Policy Statement drafted with input from staff and managers agreed for adoption by City of Edinburgh Council on 5th February 2015</p> <p>15.05.15 Policy Statement distributed to key partners 9th March 2015</p>	Open






							
				<p>05.06.2014 To establish an Implementation Team, to include officers from Mortonhall, Business Improvement, Asset Management and the Health and Safety Team.</p>		<p>03.09.2014</p> <ul style="list-style-type: none"> An Implementation Team, to include officers from Mortonhall, Business Improvement (People Planning and Development), Asset Management and the Health and Safety Team, will be working jointly in implementing a culture change incorporating the PROSCI Change Management approach. The Mortonhall Action Team has carried out an extensive mapping exercise identifying cross-linkages between the CEC, Dame Elish and Lord Bonomy recommendations and subsequent action plans. Work is also underway to incorporate specific actions arising out of observations from the external scrutiny report to create a comprehensive service improvement programme. <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Continued active participation from Mortonhall Action Team and other service teams within CEC to ensure good and continual progress is being made on delivery of actions. Weekly updates shared between teams, joint discussions with Learning and Development around delivery of staff away day sessions, site visits to other locations. Team also taking ownership and responsibility to improve and enhance customer experience, legislative compliance and best practice eg storage of ashes and document retention.</p>	<p>Complete</p>   


				<p>05.06.2014 To establish a rolling programme of staff engagement.</p>	<p>03.09.2014 Regular team meetings have been held to develop local staff engagement and awareness of service standards.</p> <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11. 14 staff workshop held on 12.11.14 focusing on achievements to date and concentrating on specific workstreams for moving forward. These include team input to wording of a draft Service Policy Statement, and agreeing best approach to ensure optimum methodology for identifying and recording location of ashes. These actions will be taken forward as part of an ongoing programme of staff away days and Tuesday morning discussion sessions.</p> <p>16.01.15 Follow up meeting arranged for 16 Feb 15.</p> <p>Fortnightly manager/Action Team meeting schedule in place to enable information sharing and prioritisation of actions</p> <p>Active staff input and consultation into discussions around Policy Document, journey of ashes process, Document Retention and memorialisation</p> <p>13.3.15 Follow up Team Day held 16.2.15 to enable update on progress, recognition of team contribution to achievements including committee reporting; discussion on developing mission statement and service leaflet, and ways of improving customer journey at Mortonhall.</p> <p>15.05.15 Following the significant fire at Mortonhall 24 March 2015, Mortonhall Action Team has worked closely with Mortonhall Local Team to update partners and members of the public and providing administrative and other support. This has enabled the on-site team to prioritise ensuring that the service is restored, and longer-term engagement will continue in this context. Regular Tuesday morning sessions continue to be held with the team and input from managers, including the Senior Manager. It is recognised that this has been a difficult time for the service and the staff, and support has been provided in this context.</p>	<p>Open</p> <p></p> <p></p> <p></p>
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				<p>05.06.2014 To develop and implement a system for capturing customer service feedback.</p>	<p>03.09.2014 A draft multi-agency questionnaire has been developed for discussion with partners. A customer feedback comments card has been produced and is now available in the Mortonhall office, Chapel of Remembrance and Waiting Room. This was launched in August 2014 and staff briefings on "closing the loop" are being led by the Bereavement Services Manager.</p> <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Tailored, customer-focus themed self-assessment with staff group to be carried out supported by Business Improvement Team during late November/early December. These aim to work towards creating a customer focused culture which includes regular review of customer feedback by staff team and managers and making appropriate service changes in response.</p> <p>16.01.15 Following the self-assessment, Crematorium Team will work towards fully reintegrating Bereavement Services into the Sfc CSE assessment by nominating an appropriate representative to join the Sfc-wide CSE project team and citywide Quality Action Group.</p> <p>13.3.15 Crematorium Services Team Leader progressing CSE workstream with Business Improvement, with aim of being CSE compliant standard by November 2015, supported by Mortonhall Action Team.</p> <p>Initial meeting held with CRM (Customer Records Management) Implementation team to support enhanced recording of customer contact and improve ability of customers to carry out online transactions such as payments. Bereavement Services to be included as part of Phase 3 rollout of CRM between June and August 2015.</p> <p>15.05.15 138 customer feedback comment cards received to date and analysed by Mortonhall Action Team. High volume of compliments and suggestions for improvements which are being discussed and incrementally taken forward by the team.</p>	<p>Open</p> <p></p> <p></p> <p></p>
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			<p>05.06.2014 To establish a 5 day review external scrutiny workplan, to identify best practise and inform revised practices.</p>	<p>06.06.2014 To share the outcomes of the 5 day review external scrutiny work plan with relevant stakeholders.</p>	<p>03.09.2014</p> <ul style="list-style-type: none"> • 5 day on-site external review of operations at Mortonhall was carried out in June 2014. • A report was subsequently submitted to the City of Edinburgh Council on 21 July 2014. As part of the staff engagement programme, this has been Issued to MH managers and staff and they are being supported to develop and deliver an action plan in response. • To date 2 priority actions have been implemented; a deep clean of the cremulator room and enhanced data recording on BACAS administration software. <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Good progress is underway to address actions identified as part of the inspection report. Work underway to deliver commissioning of small scale cremator and procurement of 2 replacement cremators. Review of Safe Working Practice and Health and Safety documentation is substantially complete</p> <p>16.01.15 Update provided (attached)</p> <p>13.03.15 Positive progress including establishment of regular team meetings to discuss operational management including service rotas, discussion around policies and procedures and Health and Safety; and agreement around process for recording location of ashes when interred in Crematorium grounds. Funding has now been approved to replace 2 cremators and procurement is now underway for this.</p> <p>15.05.15 Team focused on immediate remedial actions due to fire. Cremation services offered from 4th May as planned.</p>	<p>Open</p> <p></p> <p></p>
			<p>05.06.2014 To review staffing in Bereavement Services, to include capacity appropriate</p>		<p>03.09.2014</p> <ul style="list-style-type: none"> • An Organisational Review of Bereavement Services is being initiated. This will include an appraisal of service functions and 	<p>Open</p>





				<p>levels of technical and administrative resources. The review to include discussions with staff and Trade Unions.</p>		<p>delivery, organisational structures and staffing levels in order to ensure enhanced service management, incorporating a culture of continuous improvement customer focus, within agreed timescales.</p> <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Draft remit prepared for discussion with staff team and Trade Unions, initial analysis of job descriptions underway. Initial staff engagement sessions to be delivered December 2014.</p> <p>16.01.15 Postponed to January 2015 pending publication of Organise to Deliver.</p> <p>13.1.15 Series of 4 Senior Manager/staff sessions to discuss the review scheduled for March/April 2015. Team members will be encouraged to participate in revising job descriptions and service delivered</p> <p>15.05.15 Staff sessions ongoing, focusing on practical issues to resume service following fire. Job description review from Cremation Assistants underway involving staff, with drafts to be submitted to HR by end of May 2015.</p>	
				<p>05.06.2014 To develop and implement a bimonthly benchmarking and best practise comparison visit schedule.</p>		<p>03.09.2014</p> <ul style="list-style-type: none"> • Senior Manager visit to Seafield and Warriston Crematoria in July 2014 followed by visit to H & W Harkess, Funeral Directors and a programme of visits to other establishments involving staff and managers is ongoing. • The Service Manager is in process of arranging further visits to Livingston and Inverclyde. <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Visits completed to Livingston, Kettering and Inverclyde to obtain wider industry feedback on different models and use of cremators; future visits to involve wider staff team and to examine other areas of good practice. Other local authorities have been keen</p>	Open




					<p>to demonstrate support for these visits.</p> <p>Mortonhall Action Team members visited Maggie's Centre in Dundee to see example of good customer practice of creating a welcoming environment in a sensitive setting.</p> <p>Learning from these visits will feed into development process for Mortonhall., and for memorialisation discussions. Bereavement Services Manager to maximise networking with Benchmarking Group to enhance opportunities for shared good practice</p> <p>16.01.15 Visit to Seafeld Crematorium to compare effective use of BACAS software</p> <p>13.01.15 Planning underway for a further visit in April 2015.</p> <p>15.05.15 Bereavement Service Manager, Mortonhall Action Team Manager attending benchmarking meeting 12.5.15 at Kirkcaldy Crematorium. (Visit cancelled at short notice due to ill health of Fife employee – to be rearranged on their return)</p>	 
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				<p>05.06.2014 To explore, develop and establish a model of customer input to inspect and support the service, for example, Lay Advisers and customer led inspections.</p>	<p>11.06.2014 NMc to meet with Police Scotland during the week beginning 16.06.2014</p>	<p>03.09.2014</p> <ul style="list-style-type: none"> • Senior Manager met with Tom Galbraith, Police Scotland and received positive feedback on benefits of lay advice and ways in which this can be used to improve service delivery. • Meeting held with CEC lead and Convenor of Lay Advisers in Edinburgh to discuss whether a model could be developed for the use of lay advice internally within the Council, with the potential for Bereavement Services to be a pilot. • Senior Manager have also had discussions with Willie Reed from Mortonhall Ashes Action Commiteeee in relation to his suggestion that this approach could be used at a national level. • Meeting also held with CEC Tenant-led inspection programme manager to discuss use of this type of approach within a Bereavement Services context. Also have taken expert on application of libraries Gold Standard model to Bereavement Services context. • Closer work with Parks and Greenspace on landscape quality standards and quality assessments planned for the Autumn. <p>07.10.2014 To note the Scottish Government intend to have a Inspector of Crematoria appointed by December 2014.</p> <p>14.11.14 Work ongoing to develop framework for lay advisor model for Mortonhall to be piloted from Spring 2015.</p> <p>16.01.15 A member of staff with previous experience of lay advisor work in a previous role has indicated a willingness to support this workstream, and it is intended that this will be progressed over the next few months.</p> <p>13.3.15 Meeting to be scheduled with parent representative to discuss Edinburgh model in summer 2015.</p>	<p>Open</p> 
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			<p>05.06.2014 To develop a communications plan to demonstrate change and to improve the reputation of Bereavement Services.</p>	<p>03.09.2014 October date planned to include identification of clear descriptions of improvements required</p> <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Work ongoing to audit current information resources to develop comprehensive communications strategy for the improvement programme, reflecting range of customer contact ranging from day to day customer engagement to wider, strategic-level communications</p> <p>11.12.14 Draft comms strategy produced in co-operation with Corp Comms,</p> <p>16.01.15 Web content updated to outline progress to date (attached)</p> <p>Sourced plasma screen for Mortonhall to improve customer journey based on staff suggestions at away day</p> <p>13.03.15 Web content updated to reflect positive progress made to date on cremation processes, recovery of ashes, record keeping, development of Policy Document, staff training and qualifications development of memorial options.</p> <p>Letter drafted to partners for sharing with bereaved (attached) to support wider understanding of improved practices at Mortonhall, which can then be communicated to the bereaved.</p> <p>15.05.15 Letter from Chief Executive sent to partners to support wider understanding of improved practices at Mortonhall, which can then be communicated to the bereaved March 15.</p> <p>BSI preparation meeting held by Senior Manager to develop strategy for July 2015 assessment. Lead officer actions agreed.</p>	<p>Open</p> 
			<p>05.06.2014 To establish a quarterly industry forum with practitioners, industry leaders and technical experts.</p>	<p>03.09.2014</p> <ul style="list-style-type: none"> National working groups to be expanded <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy</p>	<p>Complete</p>






					<p>and Strategy Committee Report.</p> <p>14.11.14 National Committee and sub groups established and underway. Sub-group meetings scheduled for January 15.</p> <p>13.03.15 National Committee meeting held 26.1.15, attended by City of Edinburgh Council representative; subgroup meetings held throughout February 2015.</p> <p>City of Edinburgh Council response to draft Burial and Cremations Bill tabled for information and comment.</p> <p>15.05.15 CEC response to Burial and Cremations Bill approved by Policy and Strategy Committee 24.03.15.Submitted to Scottish Government 02.04.15.</p> <p>Elected Members are keen to ensure that Edinburgh residents are given an opportunity to comment on Burials and Lairs section on the consultation. City of Edinburgh Council will ensure that this is addressed, working with Scottish Government National Committee and sub groups through a robust communication plan. Consultation on Bill promoted through Community Councils and local neighbourhood networks.</p> <p>Further National Committee sub group meetings scheduled for May and June 2015.</p>	
			<p>05.06.2014 To encourage regular cross team discussions through team meetings and a Quality and Action Group (QAG)</p>		<p>03.09.2014 Regular team discussions and engagement taking place in tandem with identified action plans around service quality and customer focus. External scrutiny report actions agreed with managers and staff.</p> <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Staff away day held 12.11.14 including cremation technicians and office based staff; ongoing work with Learning and Development to enhance team input into wider service standard discussions. Cross Service away day also planned for early 2015.</p> <p>16.01.15 Initial meeting with Crematorium Team and Business Improvement Team around support needed to ensure CSE</p>	<p>Open</p> <p></p> <p></p>


						<p>compliance by November 2015, with plan to carry out internal self-assessment Summer 2015. Crematorium Team Leader identified to attend city-wide Quality Action Group to learn from good practice and support implementation of approach at Mortonhall which is in line with citywide standard...</p> <p>Further discussions around implementing version of Libraries Gold Standard Model in early 2015.</p> <p>13.3.15 Bereavement Services Team Leader progressing CSE workstream with Business Improvement, with aim of being CSE compliant standard by November 2015. Internal Best practice visits underway.</p>	
				05.06.2014 To encourage staff to visit and establish networks at other premises.		<p>03.09.2014</p> <ul style="list-style-type: none"> • See above <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 See above</p>	Open 
2	The Council should put in place systems of audit and inspection to ensure safe working practices that provide high quality services to next of kin	The City of Edinburgh Council to make representations to the Scottish Government that 'There should also be robust systems of audit and inspection to ensure safe working practices that achieve best practice in providing quality of service to next of kin. Such audits should be part of a system for ensuring greater accountability and transparency in determining whether the Crematorium is fulfilling its statutory obligations.'	<ul style="list-style-type: none"> • City of Edinburgh Council • Scottish Government 	<p>05.06.2014 The focus of the ongoing review of audit and inspection practises to include.</p> <ul style="list-style-type: none"> • Business Continuity Plans. • Current Safe Working Practises (SWP). • Risk Assessment process (RAs). • Health and Safety inspections • Management of actions. <p>Actions associated with Recommendation 1 will also be considered against Recommendation 2</p>	<p>11.06.2014 Officers to update SEPA on the work and resulting actions of the Multi-Agency Working Group.</p>	<p>03.09.2014</p> <ul style="list-style-type: none"> • Bereavement Services Contingency Plan and Risk Register revised and to be approved by SFC SMT - piloting a new model of management response across an integrated range of services. • Targeted Staff workshops planned on Risk Assessments and current safe working practices in October 14. • Community Safety Divisional Health and Safety Improvement Plan being actively managed and up to date. • A BSI auditor meeting was held on 1st September to discuss future review and audit, with a review scheduled for 12th September. <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Positive BSI Assessment carried out September 2014 with no new non-conformities identified.</p> <p>Model to develop lay advisor input into service delivery currently being scoped with plan to deliver pilot in summer 2015.</p>	Open  






					<p>16.01.15 BSI Assessment follow-up visit due Jan 15</p> <p>Policy on Ashes agreed by Corporate Policy and Strategy Committee 4 Nov 14</p> <p>13.3.15 Policy Statement agreed by Council 5th February 2015.</p> <p>Letter drafted to industry and healthcare professionals for sharing with affected parents and to provide reassurance that services are compliant, and put focus on needs of the bereaved throughout.</p> <p>Scottish Government in process of recruiting Inspector of Crematoria</p> <p>In response to recommendations from both the Dame Elish and the onsite FBCA report, a clearly defined process map for handling of all remains has been developed with the active involvement of the Mortonhall team. This will be incorporated in records required for the ongoing BSI assessment, and will ensure clarity and consistency of processes for local staff around this sensitive work. This will also enable the cremation service to provide clear information to partners, such as Funeral Directors and NHS Lothian, on the sensitive handling of remains which can in turn be communicated to the bereaved.</p> <p>A meeting has been held with the Council Information Governance Team, to discuss appropriate storage, archiving and retention policy of crematorium records and an improvement programme is underway.</p> <p>It is intended that these improvements will make it easier for relatives to find out about the last resting place of their loved ones, while ensuring compliance with all appropriate legislation and Council document retention policies. Recommended retention times can also be adapted in future to allow the adoption of nationally agreed legislative changes arising from the work of the National Committee.</p> <p>15.05.15 Letter from Chief Executive sent to partners including the new Cremation Policy Statement to support wider understanding of improved practices at Mortonhall, which can then be communicated to the bereaved in summer 2015.</p> <p>Inspector Of Crematoria Robert Swanson appointed 24.03.15, attending the Chief Executive Working Group Meeting on 15</p>	  
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						May 2015.	
3	The Council should lead and support a change of culture and attitude at the Crematorium towards providing services to next of kin.	<p>City of Edinburgh Council Officers to identify action and delivery timescales re a change of working culture within crematorium. Action to include:</p> <ul style="list-style-type: none"> Revision to the system, structure, training and governance arrangements. Staff to be better supported. Staff to be made aware of means of raising concerns regarding working practises, e.g. Whistleblowing Policy, Pride in Our People Staff to be encouraged to have regular meetings. 	<p>City of Edinburgh Council - Natalie McKail</p>	<p>05.06.2014 Actions associated with Recommendation 1 will also be considered against Recommendation 3</p>		<p>03.09.2014</p> <p>This workstream will include an audit and review of current information provided to parents at Mortonhall and within the Bereavement Services team, in addition to targeted work with the Mortonhall team on Customer Care quality standards. A mapping exercise is currently underway by the Mortonhall Action Team and will involve input from the communications team to improve resources. This culture change will also be embedded through the service review process.</p> <p>A policy refresh is underway, all staff have read relevant CEC policies and procedures and are aware of the whistleblowing policy.</p> <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 as above</p> <p>16.01.15 Policy Statement drafted with active team input; including ERIA</p> <p>Specific Location of ashes once interred to be recorded from Jan 15 on BACAS</p> <p>Form A redrafted in line with legislative and industry guidance</p> <p>15.5.15 Regular input from the team for service improvement programme and staff review process, strong engagement evidenced by onsite team throughout the recent major incident to resolve actions and to return service offering.</p>	<p>Open</p> <p></p> <p></p> <p></p>



							
4	The Scottish Government should commission research to ascertain the most effective, practical and safe practices for the future to provide reassurance to next of kin that their ashes of their child will be recovered.	The City of Edinburgh Council to ask the Scottish Government to instruct comprehensive national research to ascertain the most effective, practical and safest practises for the future that will provide greater assurance to next of kin that the ashes of their child will be recovered.	City of Edinburgh Council - Sue Bruce	03.06.2014 Letter of representation sent to the Scottish Government. 05.06.2014 Scottish Government response received and is under consideration.		<p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Baby trays have been used as standard practice from Dec 2012, this has been formally described to SEPA May 14 and will sit as part of National Committee to ensure take account of best practice elsewhere</p> <p>16.01.15 Policy Document makes clear and unambiguous statement to this effect, to be shared with partners and professionals to support their dialogue with affected parents, and included in any information and communications provided</p> <p>Clear process map in progress with team input outlining journey of ashes to ensure consistency of practice and clear recording mechanisms to enable relatives to be confident of the location and treatment of their loved ones</p> <p>Specific Location of ashes to be recorded on BACAS from Jan 15 if buried in Garden of Remembrance</p> <p>Response supplied as requested to Scottish Government confirming that City of Edinburgh Council is maximising likelihood of recovery of ashes by:</p> <ul style="list-style-type: none"> • Clear definition of ashes in place • use of baby trays • Expectation that ashes will be recovered from infant cremations in majority of cases 	Closed     



5	The cremation of non viable fetuses (pre 24 week gestation period) should be regulated by legislation	The cremation of non-viable fetuses to be regulated by legislation and any new financial obligations of crematoria recognised in the financial memorandum to the legislation.	City of Edinburgh Council - Sue Bruce	03.06.2014 Letter of representation sent to the Scottish Government. 05.06.2014 Scottish Government response received and is under consideration.		7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report. 14.11.14 To be progressed by National Committee	Closed 
6	The Council should amend the Application for Cremation form (Form A)	City of Edinburgh Council to make representations to the Scottish Government highlighting the statutory element to the recommendation 'that the City of Edinburgh Council take urgent steps to revise the Application form for cremation to make it absolutely clear to all what the consequences of an application by another for their baby's cremation may imply'	<ul style="list-style-type: none"> • Scottish Government • City of Edinburgh Council 	02.06.2014 The statutory part of Form A to be revised and implemented by 31 March 2015 (SG)		<p>03.09.2014</p> <ul style="list-style-type: none"> • Updated version of Form A drafted incorporating recognition of customer journey, plain and sensitive language which clearly support parents understanding of permissions asked of them and actions which will be discharged by service providers on their behalf as a result of this permission. • Initial discussions held involving staff team input to encourage ownership. • Circulated at Chief Executive Working Group for feedback and comment before finalising. <p>07.10.2014</p> <p>Revised Form A to be submitted to the next meeting of the Working Group (14 November 2014) for comment.</p> <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Version 6c updated taking account of legal and industry input</p> <p>16.01.15 Currently Version 6D incorporating further legal input, FBCA and service managers feedback, for submission to Corporate Policy and Strategy Committee in February 2015</p> <p>To ensure alignment with Nationally agreed form once adopted</p> <p>13.3.15 The Chief Executive's Multi-Agency Working Group</p>	Open    


				<p>02.06.2014 To draft and implement a revised, non-statutory, Form A (CEC)</p>	<p>11.06.2014 Officers to explore possibility of establishing a service whereby bereaved parents are asked to confirm, with the support of a specialist, the arrangements for the cremation of their infant.</p>	<p>considered the latest draft on 16 January 2015, and considered that, as positive progress in this area was clearly being made by the National Committee subgroups, it would be advisable to await the outcome of any statutory processes. The Working Group acknowledged the need to improve clarity and support for those completing this form, and therefore has requested that the existing statutory form be supplemented with refreshed explanatory guidance. This supplementary guidance was approved by City of Edinburgh Council on 5th February 2015. As work has been carried out in Edinburgh on the design and layout of Form A, the draft version has been shared with partners in Scottish Government National Committee Records and Forms Subgroup as a starting point in developing nationally adopted version of this form. A letter has been sent to NHS and Funeral Industry representatives with an updated Policy Statement and supplementary guidance appended.</p> <p>15.5.15 Revised City of Edinburgh Council and statutory documentation issued to funeral directors in relation to new Death Certification processes implemented on 13 May 2015.</p>	<p>Open</p> 
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7	<p>All partners should develop training and guidance for those taking parents through the process of arranging their baby's funeral</p>	<p>Pre-service and refresher training to be rolled out to those taking parents through the process.</p>	<ul style="list-style-type: none"> • City of Edinburgh Council • NHS • Funeral Directors 	<p>05.06.2014 Multi-agency working group, including parents and the private sector, to be established to initiate the revision of training and guidance material for those taking parents through the process.</p>	<p>11.06.2014 To ensure that refresher training is available for those taking parents through the process.</p>	<p>03.09.2014</p> <ul style="list-style-type: none"> • CEC have initiated internal training needs analysis, a draft of which has been provided to the Chief Executive's Working Group. • Discussion held with NHS Lothian to discuss multi partner approach with a view to establishing forum in September/October 2014. • The Institute of Cemetery and Crematorium Management have recently drafted an initial guidance note in an attempt to bring some consistency to the cremation technique, and to enable informed and reliable guidance to be offered to parents. • CEC are aware that FBCA are revising training materials and this will be taken into account in the development programme for CEC staff. • It is anticipated that further guidance will be prepared and distributed from the Scottish Government working group in the near future. These guidelines will inform internal CEC training programme. <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Ongoing dialogue with NHS Lothian in relation to developing this programme.</p> <p>16.01.15 Policy Document makes clear and unambiguous statement to this effect, to be shared with partners and professionals to support their dialogue with affected parents, and included in any information and communications provided</p> <p>Policy Statement distributed to key partners 9th March 2015.</p> <p>15.5.15 Initial meeting held with NHS Lothian 24 March 15 around ways to ensure that suite of information supplied to parents is clear and accurate and takes into account the end to end process. Further meetings planned in summer 2015 to develop a workshop session in late autumn 2015.</p>	<p>Open</p> <p></p> <p></p> <p></p> <p></p> <p></p>
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8	The Scottish Government should review Cremation Regulations including clarifying the legislative position of stillborn babies within the Regulations.	The City of Edinburgh Council to make representations to the Scottish Government to review and clarify the Regulations to ensure that parents cannot be deprived of their legal rights through the obscurity of the drafting of the Regulations and/or a lack of understanding by the professionals.	City of Edinburgh Council - Sue Bruce	03.06.2014 Letter of representation sent to the Scottish Government. 05.06.2014 Scottish Government response received and is under consideration.		7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report. 14.11.14 To be progressed by National Committee 13.3.15 Currently undergoing consultation as part of Proposed Burial and Cremations Bill – City of Edinburgh Council draft response supplied 15.05.15 Formal City of Edinburgh Council response to Burial and Cremation Bill submitted 02.04.15 Consultation responses now under analysis by Scottish Government.	Open 
9	The Scottish Government should make statutory the section of the Form A dealing with instructions for disposal of any ashes.	The City of Edinburgh Council to make representations to the Scottish Government to consider making the section of the Form A which relates to the instructions for the disposal of ashes a statutory part of the Form.	City of Edinburgh Council - Sue Bruce	03.06.2014 Letter of representation sent to the Scottish Government. 05.06.2014 Scottish Government response received and is under consideration.		7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report. 14.11.14 To be progressed by National Committee. This element has been incorporated in redrafted Edinburgh version of Form A. 13.3.15 Currently undergoing consultation as part of Proposed Burial and Cremations Bill – City of Edinburgh Council draft response supplied 15.05.15 as above.	Open 
10	The Council should address the condition of land adjacent to the Garden of Rest at Mortonhall.	Map of Mortonhall to be circulated in advance of the next meeting. Other parties to be involved in the preparation of proposals for the redevelopment of the land adjacent to the garden of rest.	City of Edinburgh Council - Natalie McKail	05.06.2014 Consideration to be given to the location of the compound yard. Actions associated with Recommendation 10 will also be considered against Recommendation 22.		7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report. 14.11.14 Phase 1 of works completed. On-site meeting and follow up letter to local residents to inform completion of Phase 2 of works early 2015, to include erection of new fencing around compound yard. 16.01.15 Erection of fencing commenced December 2014 13.3.15 Follow-on meeting with local residents scheduled for Spring 2015	Open 




						<p>15.05.15 Further meeting with local residents held March 2015 and outline approach to future management of this area drafted and shared.</p> <p>Following concerns raised by bereaved parents on condition of Rose Garden an initial outline proposal has been developed. This is to be included in the programme of actions to include cordon zone and rose garden.</p>	
11	<p>The Scottish Government should provide a legal definition of ashes</p>	<p>The Chief Executive to make representations to the Scottish Government with regards to the definition of ashes.</p>	<p>City of Edinburgh Council - Sue Bruce</p>	<p>03.06.2014 Letter of representation sent to the Scottish Government. 05.06.2014 Scottish Government response received and is under consideration.</p>		<p>03.09.2014</p> <ul style="list-style-type: none"> • CEC has accepted and adopted recommendations from Lord Bonomy's report on the definition of ashes, and this will be presented for formal approval by Committee in November, and included as part of a policy statement developed in September/October. <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 To be progressed by National Committee</p> <p>13.3.15 Currently undergoing consultation as part of Proposed Burial and Cremations Bill – City of Edinburgh Council draft response supplied</p> <p>15.05.15 Formal City of Edinburgh Council response to Burial and Cremation Bill submitted 02.04.15. Staff engagement workshops held to agree process for journey of ashes, presented to CEWG on 15 May 2015.</p>	<p>Open</p> <p></p>
12	<p>The Scottish Government should ensure proper, accountable and transparent regulation of the cremation of pre 24 week fetuses</p>	<p>The Chief Executive to make representations to the Scottish Government re position of pre 24 week fetuses. The City of Edinburgh Council to then ensure that working practises reflect Scottish Government Regulation.</p>	<p>City of Edinburgh Council - Sue Bruce</p>	<p>03.06.2014 Letter of representation sent to the Scottish Government. 05.06.2014 Scottish Government response received and is under consideration.</p>		<p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 To be progressed by National Committee</p> <p>13.3.15 Currently undergoing consultation as part of Proposed Burial and Cremations Bill – City of Edinburgh Council draft response supplied</p> <p>15.05.15 Formal City of Edinburgh Council response to Burial</p>	<p></p>






						and Cremation Bill submitted 02.04.15	
						Revised guidance on the disposal of pregnancy losses up to and including 23 weeks 6 days gestation issued to all relevant stakeholders in March 2015 by Directorate of the Chief Medical Officer in Scotland.	
13	The Council should discuss overnight cremation with the Scottish Environmental Protection Agency (SEPA) to ensure compliance with the permit	Record of ongoing engagement with SEPA to be included in the Matrix.	City of Edinburgh Council - Natalie McKail	<p>05.06.2014 To continue dialogue with SEPA regarding existing permit, current and developing working practises and the introduction of an infant cremator.</p> <p>To request SEPA offer further detailed information on the capacity and functionality of the infant cremator.</p> <p>To await potential instruction on the use and practicalities of using the infant cremator from Lord Bonomy.</p>		<p>03.09.2014</p> <ul style="list-style-type: none"> The practice of overnight cremation of infants at Mortonhall formally ceased by CEC in May 2014. Notification of this change was formally provided as requested to SEPA in May 2014. This change of working practice is articulated through a submission to SEPA, revised Safe Working Practices and Risk Assessment, and a staff workshop has been held to ensure full understanding of the process and implications. A clear description of current practice, to be provided to Funeral Directors and NHS Lothian, is currently being drafted, to be available in September/October 2014. This can also be made available to bereaved families if requested. A formal approach was made to SEPA on 20 August requesting an update on the draft application for Variation of Permit in relation to the Small Scale Cremator. They have stated that this process involves a period of around 3-4 months consideration, after which a statement will be made to City of Edinburgh Council. We are awaiting an update from SEPA in this regard. <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>16.01.15 The Policy Document will be made available to members of the public, together with a summary statement to be drafted including plain and sensitive language.</p> <p>15.5.15 SEPA CAS report inspection with SEPA inspector held 19 March 2015. SEPA review of environmental emission templates underway.</p>	Open  
						<ul style="list-style-type: none"> Appropriate training and safe working practices and Risk Assessments will be in place prior to commissioning of Small Scale 	





					<p>Cremator. On site visits from Asset Management, Building Standards and Fire Service to agree joint specification for required works to enable commissioning of Small Scale Cremator.</p> <ul style="list-style-type: none"> • Further building work will be required to ensure a high quality and sensitive level of service for this new process. <p>07.10.2014</p> <ul style="list-style-type: none"> • Officers are continuing to work with SEPA in regards to the variation of the cremation permit to allow the use of the small scale cremator at Mortonhall. We are awaiting an update from SEPA in this regard. <p>Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Bereavement Services Manager and Environmental Health/Scientific Services and Local Community Planning Manager developing commissioning plan in dialogue with key partners including SEPA</p> <p>11.12.14 Response provided to National Committee on above practices</p> <p>15.05.15 Discussions are underway with SEPA to determine the timescales for permissions to allow the use of the small-scale cremator. The City of Edinburgh Council continues to work closely with SEPA to ensure that on-site emissions are in line with prescribed levels, and has provided on-site support following the recent fire.</p>	
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14	The Council should urge the Federation of Burial and Cremation Authorities (FBCA) and the Institute of Cemetery and Crematorium Management (ICCM) to review their policy and guidance documents	The Chief Executive to make representations to FBCA and ICCM seeking assurances that policy and guidance flowing from Lord Bonomy's Commission will be implemented.	City of Edinburgh Council - Sue Bruce	<p>05.06.2014 Representations to FBCA and ICCM seeking assurances that policy and guidance flowing from Lord Bonomy's Commission will be implemented to be made 06.06.2014</p> <p>09.06.2014 ICCM response received and is under consideration.</p> <p>09.06.2014 FBCA response received and is under consideration.</p>		<p>03.09.2014</p> <ul style="list-style-type: none"> • See Recommendation 7. • Communications ongoing with ICCM w/c 18th August and meeting with FBCA scheduled for 2nd September. • Meeting with representatives of the Institute to be set up in October 14. CEC response to Scottish Government regarding representation on National Committee on Infant Cremation being sent to confirm participation. <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Updated guidance documents now available on respective websites to be shared with staff teams. To be further progressed by National Committee.</p>	Closed 
15	The Council should ensure adequate training for its staff	<p>To continue the review of work practise, process and training.</p> <p>Importance of multi agency training within the local area to be highlighted and promoted.</p> <p>The use of DVDs as a training tools to be further investigated.</p>	City of Edinburgh Council - Natalie McKail	<p>05.06.2014 In conjunction with multi agency partners, including The NHS and Private Sector, the Council is to ensure adequate training for staff.</p> <p>Actions associated with Recommendation 1 will also be considered against Recommendation 15</p>	<p>11.06.2014</p> <p>City of Edinburgh Council Officers and NHS Lothian Officers to meet in July to discuss synergies in regards to work practises, processes and training.</p>	<p>03.09.2014</p> <ul style="list-style-type: none"> • See Recommendation 7. • Conference call held with NHS Lothian on 1st July 2014 (Fiona Mitchell) <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 See above</p> <p>13.3.15 In line with Lord Bonomy's recommendations, that Crematorium managers and staff are supported to undertake relevant industry qualifications, the Bereavement Services Manager will be supported to obtain the Diploma in Cemetery & Crematorium Management. This is the only specialised qualification currently available to those employed within the Burial and Cremation Service in the UK and recognises an individual's character and commitment to developing his or her own management competencies in what is a very specialised and sensitive field of work.</p> <p>To support the Bereavement Services Manager to undertake this qualification while continuing to manage and deliver an operationally complex range of services, it is intended to recruit an additional experienced and qualified crematorium manager for a fixed term period, in an advisory and developmental capacity. The new post</p>	Open 

					holder will work alongside the existing Bereavement Services Manager and in tandem with the Mortonhall Action Team, reporting to the existing Senior Manager in progressing service change, while ensuring that day-to-day operations continue to be effectively delivered. Recruitment is scheduled to commence in Spring 2015. 15.05.15 Bereavement Services Change Manager post advertised on my job Scotland and FBCA careers portal 24.03.15-14.04.15 Interviews scheduled for 28 May 2015. 2 staff have completed revised module for baby and infant cremations, with one further member of staff undertaking this module as part of overall induction training.	
16	The Scottish Government should make changes to its guidance on the subject of ashes informed by scientific or medical evidence and research.	The City of Edinburgh Council to make strong representations to the Scottish Government to have the term "ashes" defined in legislation to remove any continuing confusion and that the broader interpretation should be preferred in the meantime.	City of Edinburgh Council - Sue Bruce	03.06.2014 Letter of representation sent to the Scottish Government. 05.06.2014 Scottish Government response received and is under consideration.	7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report. 14.11.14 To be progressed by National Committee 13.3.15 Definition of ashes agreed by National Committee on Infant Cremation and adopted by City of Edinburgh Council in Policy Statement.	Closed 
17	NHS Lothian should further train its staff in working with bereaved families and develop clear and simplified policy and guidance	User friendly Policy and Guidance that can be delivered in various formats to be developed.	NHS	05.06.2014 NHS Lothian has established a Working Group. This Working Group will report through the NHS Board to the Multi-Agency Working Group.	03.09.2014 • CEC Policy statement developed in September/October, plus all revised information letters, leaflets and resources for the bereaved to be shared with NHS Lothian to inform support they provide to bereaved families. • Further, this information will be shared with all key stakeholders such as SANDS Lothian, SiMBA and Funeral Directors. 7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report. 14.11.14 To be progressed by NHS Working Group and National Committee. CEC Policy Statement to be provided to NHS in November 2014. 11.12.14 Draft policy documents and form A shared with NHS to inform team discussions around progressing agreed approach to	Open 

					supporting bereaved parents 13.3.15 Dialogue underway to set up multi-agency training and development workshop for Spring 2015. 15.05.15 Initial meeting 24.03.15 with NHS Lothian to discuss methods of ensuring that the suite of information that is provided to parents is up to date, accurate and clear and it takes into account the end to end process. Further meetings planned between Summer and Autumn 2015.	
18	The FBCA and the ICCM should develop training specifically for the cremation of fetuses and young children	The Chief Executive to make representation to FBCA and ICCM encouraging participation in the review process. The letter of representation to be forwarded to responsible Officer (Gareth Brown) within the Scottish Government – for information.	City of Edinburgh Council - Sue Bruce	05.06.2014 Representations to FBCA and ICCM encouraging participation in the review process made on 06.06.2014	03.09.2014 • See Recommendation 7. • A Formal letter has been sent to FBCA requesting an update. 7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report. 14.11.14 See above.	Closed 
19	Communication between all agencies should be carried out on a more formal basis.	To be reviewed as part of training/comms actions. Language and terminology to be used that can be commonly understood.	<ul style="list-style-type: none"> • City of Edinburgh Council • Funeral Directors • NHS 	05.06.2014 To improve upon existing partnerships, forum etc to establish formal communication networks. Also, to refer to child protection protocol regarding the sharing information.	03.09.2014 Informal internal dialogue has taken place with colleagues from Health & Social Care and Children & Families. Awaiting the establishment of the National Committee followed by developed understanding of the landscape and assess what additional aspects might be needed. 7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report. 14.11.14 To be progressed by National Committee. 11.12.14 See Comms Plan 13.3.15 Currently ongoing in context of National Committee and its	Open 

21	The Council should ensure that the location of interment of remains is recorded in future	Record management system to be reviewed and improved.	<ul style="list-style-type: none"> • City of Edinburgh Council • Scottish Government 	02.06.2014 Lord Bonomy's Commission will likely address this aspect	11.06.2014 Officers to clarify what the local/national record retention policy is and how these records are stored. Furthermore, Officers to investigate possibility of digitising all records.	<p>03.09.2014</p> <ul style="list-style-type: none"> • Audit trail for handling of remains being developed, including follow through of recommendations from Rick Powell's report. • Meeting held with Kevin Wilbraham, CEC Information Governance Manager, to discuss appropriate storage, archiving and retention policy of crematorium records. A feasibility exercise will be carried out commencing in October to provide recommendations to the service team in relation to all appropriate legislation and CEC policies. This will take account of the recommendations from the Lord Bonomy report and will incorporate the feasibility of retrospective and ongoing digestion of records. • Initial improvements introduced on the recording procedure at Mortonhall. <p>07.10.2014</p> <ul style="list-style-type: none"> •The BaCAs system is currently undergoing further refinement Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report. <p>14.11.14 key workshop action at Team Away Day on 12.11.14 will be to develop and establish agreed process to record journey of ashes. Further information audit carried out by Information Governance Team in October 2014 with set of recommended actions outlined in line with legislative and operational good practice. Team progressing initial packaging and storage of records.</p> <p>16.01.15 Agreed new process for specifically recording location of interred ashes started in Jan 15 will be linked to recording on BACAS</p> <p>13.3.15 Process maps in progress following team meetings in November and February 2015. It is intended that this will be formally reported through the Chief Executive's Multi-Agency Working Group and Committee thereafter.</p> <p>15.05.15 End to end journey of cremated remains process map attached, with input from staff team.</p>	<p>Open</p>     
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22	<p>The Council should discuss options for memorials with parents taking into account the range of views expressed in particular about its location.</p>	<p>Going forward City of Edinburgh Council Officers to explore and observe best practise at Seafield and Warriston in regards to how ashes and mementos are presented to parents.</p> <p>City of Edinburgh Council Officers to engage with parents as to what they would like to see as a fitting memorial to their children.</p>	<p>City of Edinburgh Council - Natalie McKail</p>	<p>05.06.2014 To discuss with SANDS & SIMBA as to when the time is right to open discussions with parents in regards to improving the landscaping and the design of a fitting memorial to their child.</p> <p>Actions associated with Recommendation 22 will also be considered against Recommendation 10.</p>	<p>06.06.2014</p> <ul style="list-style-type: none"> To identify a date in August 2014 to open discussions in regards to a proposed memorial with SIMBA & SANDs. (NMc) SIMBA & SANDs to be intimately involved in the location and design of any memorial. (NMc) Suggestions for the design and location of the memoriam to developed in advance of discussions with SIMBA & SANDs. (NMc) Consideration to be given to The Meadows as a location for the memorial. (NMc) To work with Planning Officers to introduce 	<p>03.09.2014</p> <ul style="list-style-type: none"> City of Edinburgh Council have supported SANDS Lothian and SiMBA to host a meeting with parent representatives and affected parents on 14 August 2014. The invite letter for this meeting noted that written representations could be made and these would be read out in full at the meeting. It was noted by the chair at the start of the meeting that a verbatim minute would not be taken, however informal notes would be scribed which could be made available to those who were unavailable to participate. Notes of this meeting are appended. A number of key actions were agreed including the development of a questionnaire to be sent to all parents within 2-3 weeks in consultation with SANDS/SiMBA. A draft version of this questionnaire was sent to SANDS/SiMBA in w/c 25th August. Feedback has been received for this and it is intended this will be circulated to affected parents w/c 8th September. An Survey Monkey version is available for those who wish to complete online. Notes of the meeting show that two favoured options were identified by parents in attendance, these being a memorial at Mortonhall and a memorial to be placed within the Royal Botanic Garden Edinburgh. An initial approach was made to the Regis Keeper of the RBGE on 18th August 14. A meeting was held on 2nd September with residents who stay in properties at the boundary of the Mortonhall site overlooking "the land adjacent to the skips." to brief them on the views of affected parents, to hear their views, and to agree the scope of landscaping improvements. <p>07.10.2014</p> <ul style="list-style-type: none"> An engagement exercise in partnership with SiMBA and SANDs Lothian to canvass views on the shape and location of a memorial was completed on 13 October. The responses received are under consideration. City of Edinburgh Officers to meet with bereaved parents in mid November to discuss the proposed design of the memorial <p>7.10.14 Comprehensive update on actions presented to Chief Executive Working Group reported through draft Corporate Policy and Strategy Committee Report.</p> <p>14.11.14 Survey now completed and key responses analysed. Further meeting to be held with parents 26 November 2014 at</p>	<p>Open</p> <p></p> <p></p> <p></p> <p></p>
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Action Points						
C E C 1	06.06.2014 Scottish Government and City of Edinburgh Council (GB & CS) to examine and map linkage(s) between actions being taken forward by the City of Edinburgh Council and the recommendations contained within Lord Bonomy's report.	<ul style="list-style-type: none"> • City of Edinburgh Council • Scottish Government 		Mapping exercise completed September 2014		
C E C 2	11.06.2014 Customer surveys to be carried out with bereaved families, funeral directors and NHS Lothian to assess the impact of the changes made to the services provided.	<ul style="list-style-type: none"> • City of Edinburgh Council 				
C E C 3	11.06.2014 Multi-Agency Working Group to continue to meet to ensure that the Action Plan is fully discharged and to review the success of the Action Plan in 12 months.	<ul style="list-style-type: none"> • City of Edinburgh Council 				
C E C 4	11.06.2014 To explore the cost of producing Mortonhall Investigation Report commissioned by the Chief Executive from Dame Elish Angiolini DBE QC.	<ul style="list-style-type: none"> • City of Edinburgh Council 				Closed

Appendix 2: Mortonhall Crematorium Customer Feedback Cards

Analysis of Results

Background

Customer feedback cards have been available in Chapel of Remembrance, Main Reception and Waiting Room areas at Mortonhall since June 2014, allowing for easier customer feedback and enabling staff and managers to analyse responses and take appropriate action where necessary.

Those completing are asked to record their reasons for visiting and information they would like shared with staff and management at Mortonhall.

As no space for filling in of name and address details had been provided, the majority of completed responses were anonymous.

Summary of responses

A total of 159 comments cards have been received in period June 2014-May 2015.

- 52% (83) of these were a compliment
- 20% (31) were a complaint or expression of unhappiness about the service
- 21% (34) were general, with no clear indication of satisfaction or dissatisfaction
- 7% (10) contained suggestions around ways the service could be improved

Compliments

Comments received generally reflect high levels of satisfaction with the location and upkeep of the Crematorium itself, and a number of individuals taking time to appreciate the service provided by staff.

Examples of individual comments include:

- Thank you for making the Chapel a lovely place to come and remember
- I think the whole area is wonderful and is looked after really well. Even the funerals are all run well. I would like to say Merry Christmas to you all.
- The care and sympathy we received at my Dad's funeral was the most heartfelt and staff were superb.
- I think the Xmas tree is a wonderful thing - thank you
- You all go beyond call of duty. Very peaceful and calm
- Think it is one of the loveliest resting places I have been to, well kept and maintained
- To all staff I meet I would like to thank everyone for always looking after me so well every time I come in because it means so much to me.

Complaints

Complaints received tended to centre round specific concerns that had affected the individual's experience in visiting the Crematorium, for example around the availability of water to tend flowers in the Chapel of Remembrance, or a perception that the Chapel and/or memorial walkway were untidy and not well maintained.

- Chapel of Remembrance cluttered and untidy, dirty, too many floral displays, undignified
- No water in Chapel of Remembrance; table and vases filthy
- Walkway cluttered and poorly maintained
- Book of Remembrance open at wrong date

Suggestions

Several respondents provided a number of suggestions around ways in which the customer journey could be improved.

These included

- Would like tea and coffee to be supplied
- Open chapel out with 9-5 to enable attendance for those working
- Electronic memorial book
- More disabled parking
- More vases needed

Appendix 3

Mortonhall Crematorium – Cordoned Zone

Principles of future use

A meeting was held on 31 March 2015 with residents whose properties overlook the cordoned zone area to the rear of the Crematorium.

It was agreed by those attending that the meeting was helpful to discuss matters of progress, outstanding actions and areas of concern.

It was agreed that some fundamental principles should be established for this area of land. These being:

- the land should not be used for memorialisation;
- the land should be well managed and maintained at all times;
- the land should be designated as a sensitive area, both in terms of the historical use and the proximity to local residents
- the land should not be used as a supply for turf;
- the Bereavement Service within the Council should work constructively and positively to address local residents concerns, and should take account of any potential impact on local residents before making decisions about the land; and
- open and transparent communications are a priority to build trust and confidence.

Action

Bereavement Service to take account of these principles in managing the service and this land moving forward



Assessment Report.

The City of Edinburgh Services for Communities

Report Author Chris Hargrove

Visit Start Date 15/01/2015

Page 1 of 10 ...making excellence a habit.™

Introduction.

This report has been compiled by Chris Hargrove and relates to the assessment activity detailed below:

Visit ref/Type/Date/Duration	Certificate/Standard	Site address
8085440 Re-certification Audit (SR Opt 1) 15/01/2015 1 day(s) No. Employees: 55	FS 67790 ISO 9001:2008	The City of Edinburgh Services for Communities Bereavement and Pest Control Mortonhall Crematorium 30B Howden Hall Road Edinburgh EH16 6TX United Kingdom

The objective of the assessment was to ascertain the integrity of the organisation's management system over the current assessment cycle to enable re-certification and confirm the forward strategic assessment plan whilst identifying opportunities for improvement.

Management Summary.

Overall Conclusion

The objectives of this assessment have been achieved therefore it is with pleasure to recommend the continuation of your certification. The scope of registration has changed with Pest Control and Dog Warden services having their own registration and will have their own certification and assessment plan.

The new scope of registration reads:- The provision of the facilities for mortuary, cremation and burial services.

Based on the objective evidence detailed within this report, the areas assessed during the course of the visit were found to be effective with many identified areas and opportunities for further improvement, well done.

I would like to thank all the audit participants for their assistance and co-operation which enabled the audit to run smoothly and to schedule.

To Compliance & Risk - Customer Planning:-

As stated in the report the organisation have requested Pest Control and Dog Warden services to be registered separately. The client has signed relevant bsi documentation and have a certificate set up 621323 SMO 200621323 number of employees 14.

Scope of registration will be: The provision of a pest control service and dog warden service.

Can you please commence registration ASAP i.e. today date or from the expiry of the current certificate 67790 with the first CAV set for Dec 2015 and put into my diary for Wed 2nd Dec I have waiting SMO in my diary.

Corrective actions with respect to nonconformities raised at the last assessment have been reviewed and found to be effectively implemented.

No new nonconformities were identified during the assessment. Enhanced detail relating to the overall assessment findings is contained within subsequent sections of the report.

Mandatory Requirements – Re-Certification.

Has the Recertification Review Pack been reviewed prior to the assessment by the Client Manager ?

Yes

Have all requirements of the standard been implemented?

Yes

Has the entirety of scope / processes been assessed during the current review period?

Yes

Has the certificate structure and location activities been reviewed?

Yes

Based on the recertification process, the management system continues to demonstrate the ability to support the achievement of statutory, regulatory and contractual requirements.

Complaints Received by BSI

There have been no complaints received by BSI during the certification period.

Strategic Review Pack Summary

The strategic review pack was reviewed. Two NCR have occurred over the three years of registration. Discussions centred on the value the organisation have received from the assessments bearing in mind the findings from Dame Elish and Lord Bony's report and the fact cemeteries have not previously been included in the assessments. Without making judgement, the organisation confirmed they feel much happier with the level of service and a new strategic three year plan has been developed in conjunction with the client to ensure all elements of the service are effectively sampled.

Progress in relation to management system objectives.

The management review process has been reviewed and completed as part of closure of the previous NCR and also as part of a new leadership approach. The review dated 13th Jan 2015 meets the requirements of the standard and identifies the significant processes that were targeted for improvement and associated objectives. Currently objectives are more defined as improvement plans as part of the wider picture of achieving significant improvements in the service and will eventually be determined as performance measures cascaded from the strategic objectives to functional objectives to be monitored with the resulting data used to demonstrate conformance to requirements supporting preventive, corrective and continual improvement actions.

Leadership, Commitment and Strategy

The senior management interview was conducted with the Senior Manager - Community Safety who gave positive feedback on how the registration to 9001 is now looked upon as a system / management methodology to benefit SfC including adding value to the process of performance improvement, creating a consistent framework, supporting standardisation, improving service delivery to customers. The change in leadership has now given a real focus on benefits of operating to a management system and with the support of the quality team and the ongoing consultation workshops, it is envisaged the QMS will be developed to ensure effective process conformance and control. The new drive and commitment of senior management is palpable to support the implementation of strategic goals, excellent and well done.

Customer satisfaction is an area the organisation recognise as requiring improvement in terms of soliciting feedback and responding to queries, service requests or complaints. The service is proud of it's service delivery and there is a real desire to ensure this is communicated to customers at the same time resolving any issues whether perception or reality in a positive consultative manner. This is an area that will be closely monitored as part of further assessment visits.

Effectiveness of the Management System

The QMS is now structured to provide the necessary controls to ensure customer and regulatory requirements are met whilst working towards continuous improvement. It also provides the basis for policies, identifying the key objective of achieving customer satisfaction whilst providing a comprehensive quality management system. Management are committed to use the QMS as a business tool to deliver consistency in performance.

A new draft policy has been designed based on a commitment to serve customers, job descriptions and competency framework supported by performance reviews will help drive the required behaviours and performance metric to achieve the required and identified improvement plans as part of the new strategic approach to ensure customers are put at the heart of decision making.

Impartiality Review

Two bsi assessor has conducted the assessment visits over the three year cycle. There are no issues of impartiality. Findings over the three year period have been fully discussed with the client. Do you want the current Total assessment days / Cycle to continue ?

Yes 2 days every year for 55 effective number of employees

Justified Exclusions

Justified exclusions have been confirmed for certificate : FS 67790

details: Design & Development

Areas Assessed & Findings.

QMS Update - Responsibilities - Improvements - Changes - Plans :

The Senior Manager - Community Safety responsible for the scope of registration gave a detailed and impressive presentation on where the service sits within Edinburgh Council SFC. The challenge to improve and create a sustainable action plan following on from the difficulties following Mortonhall investigation and needs to restructure as part of council wide initiative has resulted in a significant consultation process internally with staff covering operational cremation and burial services resulting in the creation of a Mortonhall Action Plan CEC.

This will be a significant project as regulatory framework is also under review and consultation will form part of the improvement plan. Sub groups have been formed to identify and address a lot of the issues and concerns raised within Lord Bonomy and Dame Elish reports.

In addition to the MH CEC initiative, A BOLD project to delivery a lean and more agile council has also commenced with communication soon to be established across the council that may impact on the scope of registration in a positive manner. The Quality Manual has been updated (QM-01 2014 - 12) to reflect the spilt in registration of bereavement services from pest control including dog fouling to be separately registered.

Significant discussions were held on the changes to the standards to explain how this will positively impact on the organisation. Key changes include:- The emphasis on leadership - A consistent approach across management systems - The focus on risk prevention. Other areas to consider will be:- Changes to the high level structure Annex SL and terms/definitions - More generic and compatible with service industries - Organizational context must be understood - Process approach strengthened/more explicit - Preventive action replaced by risk - Documented information required by the organisation (no mandatory procedures) - Control of externally provided products and services (Purchasing/outsource).

As part of the internal audit process several new auditors have been trained. The current methodology on internal auditing has been to audit / thorough assessment of the recommendation emanating from Lord Bonomy and Dame Elish reports along with the output of the five day FBCA Federation Burial & Cremation Authorities Assessment creating the improvement plan with defined actions and responsibilities.

The process controls for Pest Control including Dog Fouling are of high level of maturity with the setting up as a separate registration a formality as there have been consistently applied good practices and documented controls (see report summary).

Mortuary - Controls :

The Mortuary Manager comprehensively explained the processes and document controls for the following areas. The process is referred to as the tracking process. He confirmed there has never been a case of ineffective identification of a corpse resulting in a wrong body being tagged or returned to the family. Risk management includes control of the corpse from delivery to the mortuary, how the corpse is presented in a controlled manner, identification of the corpse, records including identification of health risk recorded in the log book and transferred to electronic data base. The facility is a fiscal mortuary and the manager explained the difference between the mortuary responsibilities and the procurator fiscal 'Crown' responsibilities.

Good examples were demonstrated for recording of corpses including high level risk such as infections, unexplained deaths, road traffic accidents and murders. The mortuary technicians treat / manage all cases as if high risk taking suitable precautions such as appropriate PPE.

The facility can cater for large overweight corpse, refrigeration and frozen corpse. Other records available included H&S risk assessments, electrical equipment testing, fire risk assessment and manual handling with equipment and training provided for excessive weights.

Records for toxicology and histology were sampled for retrieval and completeness. Clinical waste is controlled along with general waste. Contingency planning includes PPE requirements have been introduced to cater for Ebola.

A tour of the autopsy facility was conducted to verify the equipment including service requirements, there are no requirements for calibration, technician support and how this is controlled by the crown and the clear difference between what the crown is fully responsible for verses the controls required by the mortuary staff to ensure there are no issues or conflict that could result with an prosecuting issue for criminal cases.

In summary there were a lot of good process controls explained and demonstrated with the next visit to witness application and implementation of the process of conducting an autopsy (to be arranged). Well done to everyone involved in what can be described as a unique and difficult environment requiring skill, sensitivity and a high degree of process controls.

During the course of the visit logos were found to be used correctly.

Minor Nonconformities Raised at Last Assessment.

Ref	Area/Process	Clause
950469N0		5.6.1
Scope	FS 67790	
Details:	No evidence of the conduct of an effective Management Review conducted within Bereavement Services since January 2012. QP 07 currently states "Annual"	
Requirements:	<p>General</p> <p>Top management shall review the organization's quality management system, at planned intervals, to ensure its continuing suitability, adequacy and effectiveness. This review shall include assessing opportunities for improvement and the need for changes to the quality management system, including the quality policy and quality objectives.</p> <p>Records from management reviews shall be maintained (see 4.2.4).</p>	
Objective Evidence:	No evidence of the conduct of an effective Management Review conducted within Bereavement Services since January 2012.	
Actions:	<p>At 01.08.13: The Assessor noted that it is the intent to conduct a management review following this assessment then to increase the frequency to 6 monthly to facilitate all of the ongoing changes and developments and align the review with the new Quality Manual.</p> <p>12.09.14 CH :</p> <p>Due to this significant change the senior manager community safety requested that the management review be further postponed to enable the two reports by Lord Bonomy and Dame Eilish Angiolini covering bereavement services in light of the significant issues raised, be fully considered to ensure an action plan is prepared and discussed as part of the management review process. Additionally scope of registration needs to be discussed to determine by the re-certification visit whether the current registration of bereavement services and pest control should continue. It was felt this would be prudent and will form a major part of the discussions at the re-certification visit in Jan 2015.</p> <p>15.01.15 CH</p> <p>Excellent recommencement of the management review process lead by the Senior Manager - Community Safety including the two managers responsible for cremation and bereavement services. The review includes not only the requirements of the standard but more importantly adds real value as part of the significant review of the service provision with identified improvement actions.</p>	
Closed?:	Yes	

Assessment Participants.

On behalf of the organisation:

Name	Position
Natalie McKail	Senior Manager - Community Safety
Margaret Young	Performance & Quality Manager
Stepehn Straiton	Project Officer
Frank Davie	Mortuary Manager

The assessment was conducted on behalf of BSI by:

Name	Position
Chris Hargrove	Team Leader

Continuing Assessment.

The programme of continuing assessment is detailed below.

Site Address	Certificate Reference/Visit Cycle	
The City of Edinburgh Services for Communities Bereavement and Pest Control Mortonhall Crematorium 30B Howden Hall Road Edinburgh EH16 6TX United Kingdom	FS 67790	
	Visit interval:	6 months
	Visit duration:	1 Days
	Next re-certification:	01/01/2018

Re-certification by Strategic Review will be conducted on completion of the cycle, or sooner as required. The review will focus on the strengths and weaknesses of your Management System.

Certification Assessment Plan. **Guidance only**

CITY O-0047119351-001|FS 67790

		Visit1	Visit2	Visit3	Visit4	Visit5	Visit6
Business area/Location	Date (mm/yy):	07.15	01.16	07.16	01.17	07.17	01.18
	Duration (days):	1.0	1.0	1.0	1.0	1.0	1.0
Management Systems - Service Update - Changes - Responsibilities - Preventive Action - Improvements		X	X	X	X	X	X
Management Review - Service Plans - Customer Focus - Performance Monitoring - Improvement Actions			X		X		X
Customer Satisfaction & Complaints		X	X	X	X	X	X
Internal Audit - Corrective Action			X		X		X
Resource - Training - Competency		X			X		X
Crematorium Facility Process Controls			X		X		
Memorials Process Controls							
Burials Facility Process Controls		X		X		X	
Mortuary Facility Process Controls							X
Indigent Dead Facility Process Controls			X				
Re Assessment by Strategic Review - Senior Management Interview							X

Next Visit Plan.

Visit objectives:

To provide an added value assessment of the effectiveness of the quality management system as detailed in the plan below to be confirmed at the opening meeting. To include lunch.

Date	Assessor	Time	Area/Process	Clause
23/07/2015	Chris Hargrove	0900	Opening Meeting - Mortonhall	
			Management Systems - Service Update - Changes - Responsibilities - Preventive Action - Improvements	
			Customer Satisfaction & Complaints	
			Burials Facility Process Controls including site visits	
		1500	Report Preparation - Mortonhall	
		1600	Closing Meeting	

Please note that BSI reserves the right to apply a charge equivalent to the full daily rate for cancellation of the visit by the organisation within 30 days of an agreed visit date. It is a condition of Registration that a deputy management representative be nominated. It is expected that the deputy would stand in should the management representative find themselves unavailable to attend an agreed visit within 30 days of its conduct.

Notes.

The assessment was based on sampling and therefore nonconformities may exist which have not been identified.

If you wish to distribute copies of this report external to your organisation, then all pages must be included.

BSI, its staff and agents shall keep confidential all information relating to your organisation and shall not disclose any such information to any third party, except that in the public domain or required by law or relevant accreditation bodies. BSI staff, agents and accreditation bodies have signed individual confidentiality undertakings and will only receive confidential information on a 'need to know' basis.

'Just for Customers' is the website that we are pleased to offer our clients following successful registration, designed to support you in maximising the benefits of your BSI registration - please go to www.bsigroup.com/j4c to register. When registering for the first time you will need your client reference number and your certificate number (47119351/FS 67790).

This report and related documents is prepared for and only for BSI's client and for no other purpose. As such, BSI does not accept or assume any responsibility (legal or otherwise) or accept any liability for or in connection with any other purpose for which the Report may be used, or to any other person to whom the Report is shown or in to whose hands it may come, and no other persons shall be entitled to rely on the Report.

Should you wish to speak with BSI in relation to your registration, please contact our Customer Engagement and Planning:

Customer Services
BSI
Kitemark Court,
Davy Avenue, Knowlhill
Milton Keynes
MK5 8PP

Tel: +44 (0)845 080 9000 Fax +44 (0)1908 228123

Email: MK.Customerservices@bsigroup.com

Appendix 5: Letter sent by Chief Executive to partners on Policy Statement

Our Ref: SB/dh

Your Ref:

Date: 11 June 2015

Dear

City of Edinburgh Council: Policy Document on Cremation Services

Please find attached a copy of the City of Edinburgh Council Policy Document on Cremation Services. This Policy Statement was approved by elected members at a Full Council meeting on 5th February 2015, and sets out the range and quality of service that the bereaved can expect from services delivered at Mortonhall Crematorium. This also outlines a commitment from the City of Edinburgh Council to deliver cremation services to specified standards.

The development of a Policy Document is a key recommendation of Lord Bonomy's Report on the Infant Cremation Commission. This includes a clear definition of ashes in line with Lord Bonomy's recommendations, and a clearly articulated commitment to the sensitive treatment of the baby, parents and family throughout the process. The document also clearly outlines operational practices which are in place to ensure that ashes are recovered wherever possible from baby and infant cremations, and an undertaking that there will be a clear recording procedure for the location of ashes if the parents request that these be buried in the crematorium grounds.

This Policy Document has been developed with oversight from the Council's Multi-Agency Working Group which I have chaired and the active participation of the Mortonhall staff team, and takes into account good practice guidance and recommended policy approaches produced by the Institute of Crematorium and Cemetery Management (ICCM) and the Federation of Burial and Cremation Authorities (FBCA), and is based on the model Policy Statement agreed by the National Committee on Infant Cremation in January 2015.

It is envisaged that the Policy Document will be reviewed on an annual basis to take account of any emerging legislative changes arising from the implementation of the Burial and Cremations Bill, and taking into account feedback from the newly appointed Inspector of Crematoria.

This formal document is being made available to members of the public, industry and healthcare professionals, in order to provide reassurance that cremation services operated by City of Edinburgh Council will operate within the framework of legal and industry guidelines, maintain a commitment to the sensitive treatment of the baby throughout and to respect the wishes and needs of parents and families. Funeral Directors and healthcare staff are welcome to include appropriate extracts from the Policy Document in any information and guidance material given to families.

It is envisaged that key elements of this document will be incorporated into wider service information currently under development, which will also be available to members of the public and professions working in this field.

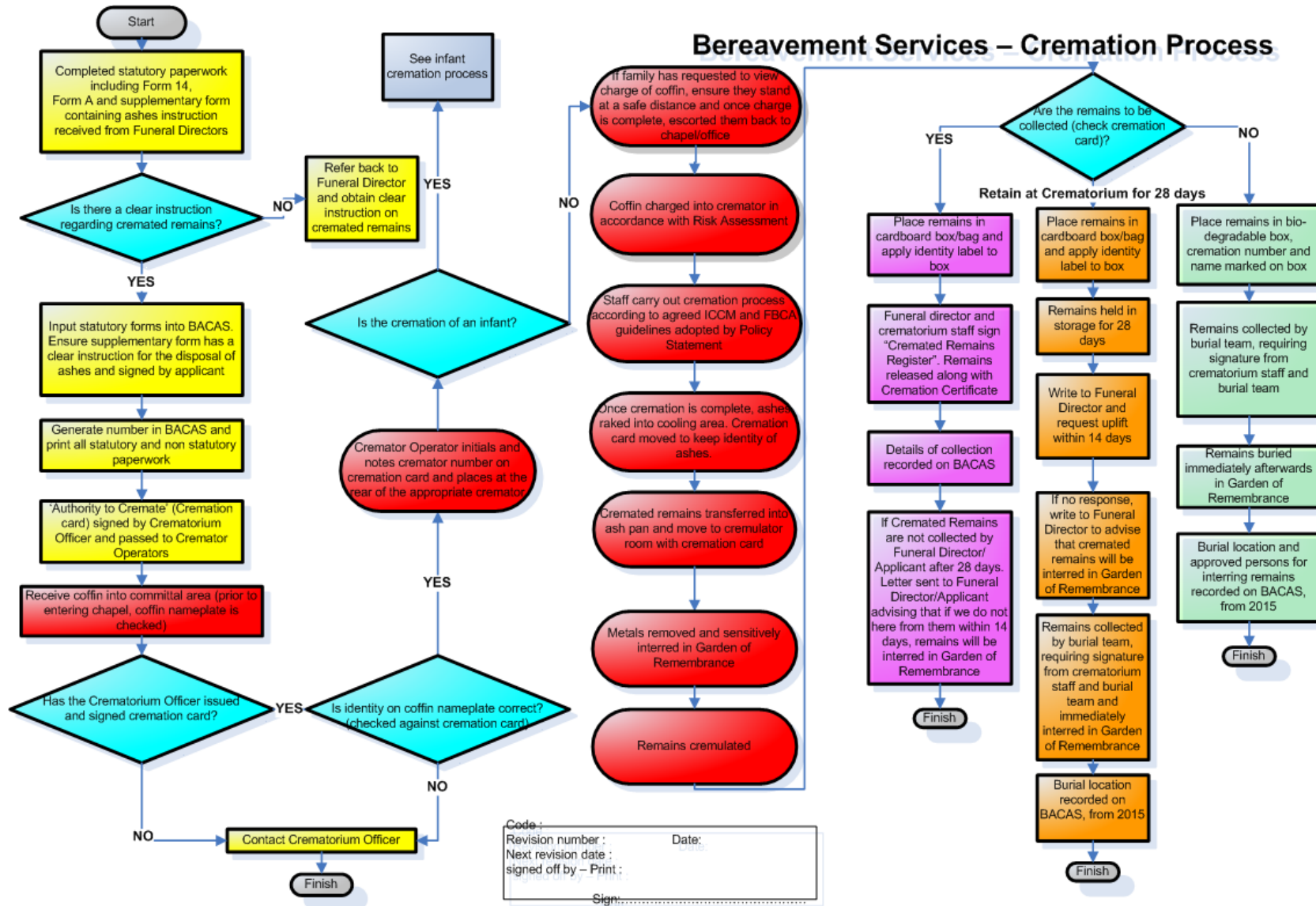
I would be grateful if you would make arrangements for this Policy Document to be distributed within your organisations, to support a wider understanding of the improved practices at Mortonhall.

I am keen to continue to work collaboratively in developing a shared understanding of roles and responsibilities in delivering these services, please feel free to get in touch if you would like to discuss any concerns or opportunities.

Yours sincerely

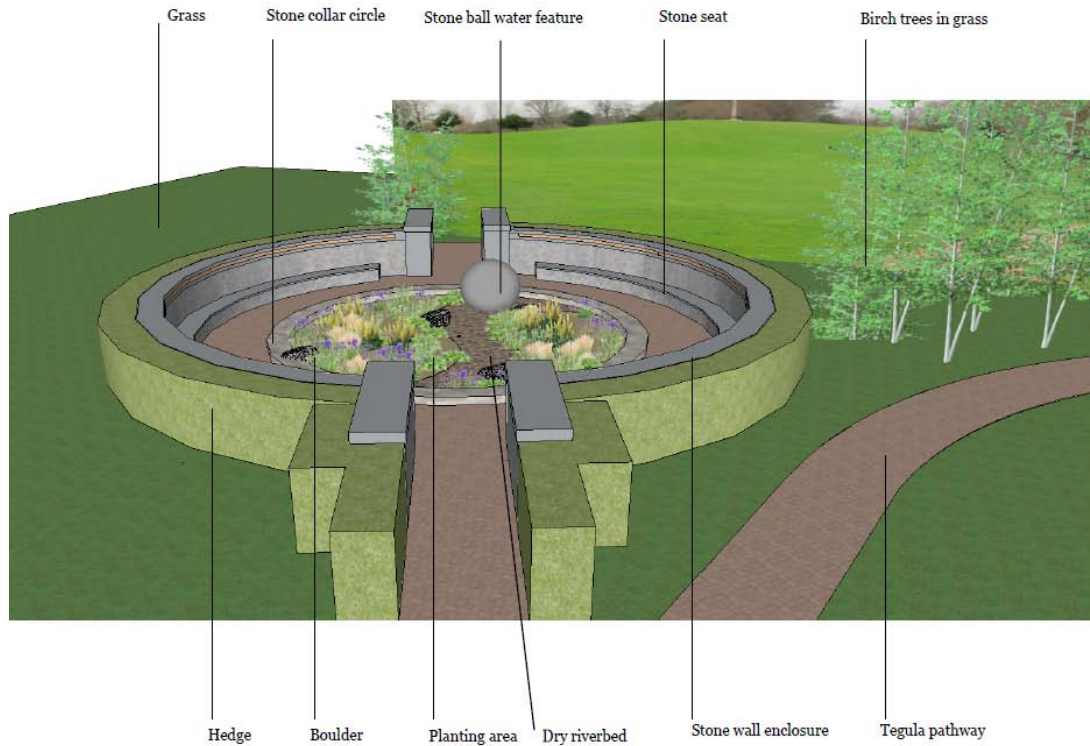
SUE BRUCE
Chief Executive

Appendix 6: Cremation Process map



Appendix 7: Preferred Mortonhall memorial garden design

FIGURE A - DESIGN VIEWED FROM ENTRANCE



GREEN EDGE GARDEN DESIGN
4 Balfour Place
Edinburgh
EH6 5DW
www.greenedgegardendesign.co.uk
+44 (0) 131 476 0860

ASSOCIATE 1
Rebecca Govier
07817 505 571

CLIENT
City of Edinburgh Council
City Chambers
High Street
Edinburgh EH1 1YJ

PROJECT
Mortonhall Memorial Garden

DRAWN BY
RJG

ISSUE
14.5.2015

RE-ISSUE
MM.DD.YY

DESCRIPTION
Design views

A0.1

Appendix 8: Letter sent to affected parents, May 2015



Dear

We are writing to update you on progress on memorials for babies affected by past practices at Mortonhall Crematorium. After consultation with affected parents, a decision has been made to develop two memorials, one at Mortonhall and one at another location. We know it has been some time since we contacted you about this, however we would like to reassure you that we have been working hard to make sure that the memorials to affected babies are in line with parents' wishes.

Mortonhall memorial garden

As suggested by affected parents, we worked with garden designers to develop four initial designs for Mortonhall. During February 2015 we asked affected parents to tell us which design most clearly matched their idea of a suitable memorial.

The initial options presented were:

Design 1 (Circular garden and benches)

Design 2 (Walled circular water garden)

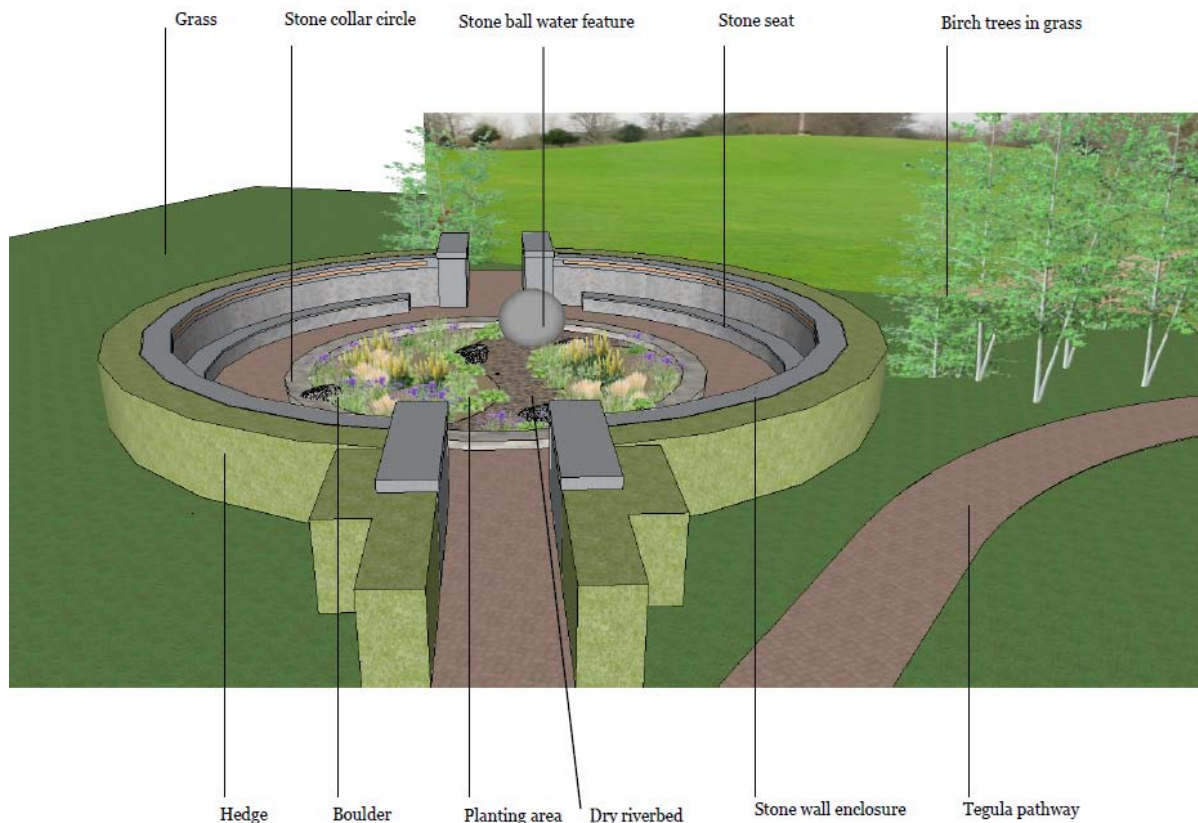
Design 3 (Walled garden and sheltered bench)

Design 4 (Semi-circular garden and benches)

We would like to thank all parents who took part. Based on what parents told us, the preferred design is Design 2 (Walled circular water garden). We have been working with designers to finalise this design so it fits in with its surroundings at Mortonhall, while providing what parents suggested. This includes a private, enclosed space a range of plants and flowers and seating all round the garden. The original outline plan included a pond, however following concerns raised by a number of parents this has been revised to feature a central stone ball with running water. A copy of the design is provided below.

We are working with the designer and contractors, and we aim to complete the garden at Mortonhall by November 2015.

FIGURE A - DESIGN VIEWED FROM ENTRANCE



Remembering babies

Many parents have told us that it is very important to them that their babies are remembered as individuals as part of the memorial. We have been carefully looking at the best ways to do this as part of the design of the garden. Names will be etched on a high quality, feature metal strip running around the internal wall of the garden.

The attached form gives options for remembering individual babies at Mortonhall. If you feel that you would like to have your baby or babies individually remembered as part of the memorial garden, please can you complete and return the attached form using the envelope provided.

If you would like to discuss this in person, please speak to any of the contacts below.

However, if you decide that you would prefer not to include the name of your baby or babies, but later change your mind, we will be happy to support this.

We understand from what parents have told us that not everyone may wish to have their baby's name individually remembered at the memorial garden, so please be assured that this is entirely optional. We also hope to include a commemorative plaque dedicated to all those affected, in addition to individual names where parents have asked us to do so.

We would like to reassure you that we will not include any individual babies' names unless parents have given us consent to do so on the attached form.

Alternative memorial

Reflecting the views of parents who did not wish to return to Mortonhall, a range of alternative location options that had been suggested were available for consultation in March 2015, allowing parents to consider benefits and concerns around each site.

Parents were asked to say which location most clearly matched their idea of a suitable place for the memorial. Potential locations were as follows:

Arthur's Seat/Holyrood Park

Blackford Hill and Blackford Pond

Braid Hills

Calton Hill

Inverleith Park

Lauriston castle

Little France Hospital

The Meadows

Princes Street Gardens

Queen Street Gardens

Saughton Park

We again would like to thank all parents who took part.

Based on feedback from parents, the preferred location for the alternative memorial is **Princes Street Gardens**.

We are working with the Council's Parks and Green Space team to find a suitable location within Princes Street Gardens for a beautiful and fitting memorial.

We recognise how important it is to make sure that we create high quality and fitting memorials. We will continue to work with, consult and inform affected parents as we take this forward.

If you wish to discuss this please contact either:

Sands Lothian info@sands-lothians.org.uk or 0131 622 6263

SiMBA team@simbacharity.org.uk or 01368 860141

Natalie McKail natalie.mckail@edinburgh.gov.uk or 0131 529 7300.

Nicola Welsh
SANDS

Sara Fitzsimmons
SiMBA

Natalie McKail
City of Edinburgh Council

Mortonhall Memorial Garden: Remembering our babies

Many parents said that they would like the names of their baby or babies individually recorded as part of the design of the garden. However, we understand that this is not the wish of all affected parents, and will be entirely optional.

If you would like the name of your baby or babies to be recorded on the memorial in time for the opening in autumn 2015, it would be helpful if you could select **one** of the options below and return this form using the envelope provided by **30 JUNE 2015**.

1. I would like my baby or babies to be remembered on the memorial by name

Baby's Name(s)

Baby's Date of Birth (optional)

OR

2. I would prefer not to include the name of my baby or babies but would like them to be remembered on the memorial with a short message of up to six words

Message

Baby's Date of Birth (optional)

OR

3. I would prefer that my baby or babies are not individually remembered as part of the memorial

Please sign here

Please provide your details

Parents Name(s)

Contact Number

Email

I/We agree that my/our baby's details will be included on the Mortonhall Memorial Garden in accordance with my/our wishes indicated above.

Signature(s)

Date

We will not include details of any individual baby or babies on the memorial at Mortonhall unless parents have given us signed consent to do so on this form.

If you decide that you would prefer not to include the name of your baby or babies, but later change your mind, we will be happy to support this. However, we cannot guarantee that this will be available in time for the opening of the memorial garden.

City of Edinburgh Council – Thursday 25 June 2015

INFANT CREMATIONS SCOTLAND – CODE OF PRACTICE 2015

1. The deceased infant, their family and their friends must be treated with respect, dignity and sensitivity at all times.
2. The principle of informed choice for next of kin must apply to all decision-making discussions and documentation. This must include transparency as to alternative options and applicable costs, and provide clarity over who may hold future decision-making powers.
3. Communication with, and the information available to, family and friends of the deceased must be consistent across all involved organisations and institutions.
4. Next of kin must be allowed some time to reflect and, if necessary, make changes to their initial decisions.
5. Next of kin must be provided with a copy of any documentation signed by them.
6. 'Ashes' is defined as "all that is left in the cremator at the end of the cremation process and following the removal of any metal", irrespective of their composition.
7. All organisations and institutions involved in infant cremations must adhere to the principle of maximising the recovery of ashes when agreeing contracts, arranging and/or conducting infant cremations.
8. Arrangements relating to any hospital-arranged infant cremations must be set out in a contract / be agreed in writing between NHS, funeral director, cremation authority and/or burial authority, as applicable.
9. All organisations and institutions involved in infant cremations must regularly review their own procedures and policies to ensure best practice is maintained.
10. All organisations and institutions involved in infant cremations must establish regular sharing and learning of multi-agency and cross-country best practice.
11. All relevant staff must successfully complete relevant, available training before their involvement in discussing, organising or conducting infant cremations.
12. Records must be accurate, clear, accessible and maintained electronically where possible.
13. All organisations and institutions involved in infant cremations must allow and assist with regular inspection of their premises, personnel, policies, procedures and/or records etc by the individuals or bodies designated by statute for this purpose.
14. All organisations involved in infant cremations, and all their existing or new infant cremation policies, codes of practice, guidance, procedures and processes must ensure they adhere to this national Code of Practice, including its Supplementary Guidelines and any accompanying Explanatory Notes.
15. All organisations involved in infant cremations must ensure they are and continue fully compliant with the law in Scotland.

Appendix 10: Draft Application for Cremation Forum (under 24 weeks gestation)

Mortonhall Crematorium,
30B Howdenhall Road
EDINBURGH
EH16 6TX
Telephone 0131 664 4314

FORM A
(NVF)

Application for cremation (Baby under 24 weeks gestation)

Please answer all questions

Name of baby

Sex (if known) Gestation (in weeks/days)

Date of delivery Place of delivery

Name of mother

Address Post Code

Date and time of cremation

Name of officiant

It is the policy of the City of Edinburgh Council to return all ashes resulting from the cremation of a baby to the applicant, if that is their wish. If they do not wish the ashes to be returned to them, then we will respectfully bury them in the crematorium grounds in the same manner as we would do with an adult. The City of Edinburgh Council, in conjunction with industry representatives, has developed an approach to the cremation of babies and infants that is designed to maximise the recovery of ashes. This includes the use of a cremation tray designed to retain ashes, and the maintenance of operational conditions that will maximise the recovery of any ashes during the process of cremation.

I wish the ashes to be:

To be taken away in Casket within 28 days by representatives	<input type="checkbox"/>
Buried in the Garden of Remembrance at Crematorium <i>Please note that no permanent markers are displayed within the Garden of Remembrance</i>	<input type="checkbox"/>
Retained to await instruction (Period 28 days) <i>If at the end of 28 days no instructions have been received as to their disposal, the remains will be dispersed within the Crematorium grounds.</i>	<input type="checkbox"/>
Do you wish a brochure detailing memorials available at Mortonhall to be forwarded to you?	<input type="checkbox"/>
Print your full name <input type="text"/>	Signed <input type="text"/>

I declare that to the best of my knowledge and belief the information given in this application is correct and that no material particular has been omitted. I am aware that it is an offence to wilfully make a false statement with a view to obtaining the cremation of any human remains.

Name of applicant	<input type="text"/>
Relationship to baby	<input type="text"/>
Signature of applicant	<input type="text"/>

Declaration of Funeral Director

Construction of the coffin. The coffin must be made of a suitable material which, when placed in a cremator and subjected to the cremation process, is easily combustible and which does not emit smoke, give off toxic gas or leave any retardant smears or drips after final combustion. No metal furniture or fittings whatever shall be used on a coffin for cremation. Coffin handles should be free from unnecessary metal components. No metal of any kind shall be used in the manufacture of such coffin except as necessary for its safe construction and then only metal of a high ferrous content. Cross pieces must not be attached to the bottom of the coffin. If it is desired to strengthen the bottom of the coffin, wooden strips may be placed lengthways for this purpose. External coatings to a coffin must allow for smokeless combustion and the use of nitro-cellulose varnish, polyurethane, melamine and any products containing polyvinyl chloride (PVC) must not be used. Water-based lacquer, free from additives containing heavy metals, may be used for coating a coffin or a suitable cloth may be used for covering a coffin. The exception to the foregoing is the use of polystyrene which is restricted to the coffin nameplate only and this must not exceed 90 grams in weight.

Lining of the coffin. The use of sawdust, cotton wool or shredded paper within a coffin must be avoided. If lining of a coffin is necessary, this should be manufactured from polythene not exceeding 75 microns in thickness. Lead or zinc linings must not be used. The use of shredded paper within a coffin is not permitted.

Funeral Director	<input type="text"/>	
Address	<input type="text"/>	Telephone <input type="text"/>

We confirm that the coffin to be presented for cremation at the above stated date and time has been constructed in accordance with these instructions.

We confirm that we are aware of the current procedures for baby and infant cremations at Mortonhall Crematorium including the prospects of ashes being recovered and acknowledge that literature on this subject is available from City of Edinburgh Council.

Signed on behalf of the above

NOTE: The City of Edinburgh Council reserve to themselves the right of refusing to carry out Cremation in any case without assigning any reason.

This Application, Certificate of Registration of Death and the Medical Certificates, must be lodged at least 24 hours prior to the time of cremation, with the Principal Officer and Registrar, Mortonhall Crematorium, Telephone 0131 664 4314

