



Leicester
City Council

WARDS AFFECTED: CASTLE

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

CABINET

7th March 2005

WELFORD ROAD CEMETERY RESTORATION PROJECT

Report of the Service Director, Cultural Services

1. Purpose of Report

- 1.1 To seek members agreement to the expenditure of £943,000 on the Welford Road Cemetery Heritage Lottery funded project in accordance with Leicester City Council (LCC) procedures and Prince II project management arrangements.

2. Summary

- 2.1 Welford Road Cemetery is a locally and nationally important Victorian Cemetery. The landscape structure of memorials, mature trees paths and driveways is relatively unchanged from the mid-nineteenth century design. The condition of the cemetery has deteriorated significantly in recent years.
- 2.2 A Stage 2 Heritage Lottery Fund (HLF) bid was submitted to the HLF by Officers in June 2004 and an award of £759,500 made by the HLF regional committee on November 23rd 2004. The restoration works will commence on site during May 2005 and extend over an eighteen month period.
- 2.3 The project will revitalise Welford Road Cemetery, making it relevant to the social needs of the 21st century, while respecting its historic and environmental context. LCC will work in partnership with the Friends of Welford Road Cemetery to establish the cemetery as a gateway to Leicester's Victorian and Edwardian Past. The project will safeguard the unique landscape and ecology of the cemetery for the foreseeable future.
- 2.4 Officers have worked on the plans in close consultation with the Friends of Welford Road Cemetery. The Project is being managed in line with City Council Prince II project management procedures. Details of the development of the project and the restoration proposals are set out in full in a Project Definition Document.
- 2.5 The restoration project includes some renewal of cemetery infrastructure and planting, conservation of a number of historically important monuments, historic interpretation, and the development of a small visitor centre. The existing mess room building will be

extended to accommodate an interpretation area, a small office and improved facilities for the existing cemetery staff.

3. Recommendations

3.1 Cabinet are asked to authorise:

(a) Acceptance of the Stage 2 HLF award of £759,500.

(b) Total capital expenditure of £943,000 on the project.

(c) Delegated authority to the Corporate Director of Regeneration and Culture to appoint appropriate contractors and implement the restoration project on site.

4. Financial Implications

4.1 The HLF require a contribution of £183,500 from LCC against the HLF award of £759,500. Capital funding of £75,000 is identified within the current 3 year capital programme for the restoration of Welford Road Cemetery. A further £68,500 has been identified in Parks and Green Spaces Revenue Budgets during 2004 -2005. The outstanding £40,000 LCC Contribution will be resourced from the Parks and Green Spaces Budget in 2005 – 2006.

Author : Bob Mullins in consultation with Paresh Radia, Finance

5. Legal Implications

5.1 Besides the normal legal framework affecting procurement and contracts, works within the Cemetery must comply with The Local Government Cemeteries Order 1977, particularly the procedures required before work to memorials on consecrated land can take place. The restoration works will also fall within the threshold of the Construction Design and Management (CDM) Regulations 1994

Author: Rob Everiss in consultation with Rebecca Jenkyn, Legal Services.

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DECISION STATUS

Key Decision	Yes
Reason	Capital expenditure over £1 million
Appeared in Forward Plan	Yes
Executive or Council Decision	Cabinet



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SUPPORTING INFORMATION

1. Background

- 1.1 Welford Road Cemetery is a site of significant local, and some National historic importance, receiving a Grade 2 listing in English Heritage's Register of Park's and Gardens of Historic Importance. Opened in 1849, the cemetery was Leicester's only Corporation Cemetery throughout the Victorian Period, and contains monuments to many notable historic figures such as Thomas Cook. Some 213,000 interments are estimated to have taken place in the cemetery.
- 1.2 The 12.5 hectare cemetery is a major surviving element of Leicester's Victorian history. The landscape structure of memorials, mature trees and curvilinear paths are relatively unchanged from the mid-nineteenth century design. Recently the cemetery has suffered significant deterioration. Settlement and erosion has caused many of the head stones and monuments to become dangerous, driveways are crumbling, and planting has become "over mature". Vandalism and theft has taken place , but not as much as in other Victorian Cemeteries in the UK.
- 1.3 In response to the deteriorating condition of the cemetery officers developed a Heritage Lottery Fund (HLF) bid during 2001. A Stage 1 application was submitted in January 2002. HLF Urban Parks Programme applications are a two stage process. The Stage 1 application deals with the strategic case for the project. Stage 2 bids deal with detailed conservation proposals.
- 1.4 The HLF approved a stage 1 application in March 2003 and awarded LCC a development grant of £47,300 towards the cost of developing the stage 2 bid. Following consultation with the Cabinet Link Member the Stage 2 bid was submitted in June 2004 and a decision made by the HLF regional committee during November 2004. An award of £759,500 has been made by HLF subject to a contribution of £183,500 by LCC.

- 1.5 Officers have worked closely with the Friends of Welford Road Cemetery (The Friends) to draw up the bid. The Friends were constituted in 1998, partly a result of public concern over deterioration of the cemetery during the 1990s and the considerable interest in the heritage value of the cemetery by enthusiastic individuals and local organisations. The Friends committee includes representatives from Leicester's Heritage organisations and private individuals.
- 1.7 Details of the development of the project and the restoration proposals are set out in full in a Project Definition Document which has been lodged in the Members Area for closer examination. The restoration project includes sensitive renewal of cemetery infrastructure and planting, conservation of a number of historically important monuments, historic interpretation, and the development of a small visitor centre with improved access. The existing mess room building will be extended to accommodate an interpretation area and a small office for The Friends, besides improved facilities for the existing cemetery staff.
- 1.8 Formal approval, known as a Faculty, needs to be gained from the Church of England Diocese to carry out conservation works to 25 monuments located on consecrated land. Officers will follow this procedure, including full consultation with the Diocese, when a detailed conservation schedule has been drawn up. The work will be tendered as a stone masons contract separate to the main works. This will ensure high standards of workmanship and ensure no delay to the main project programme if discussions with the Diocese are protracted. The Faculty is not required for any other proposed work in the cemetery.
- 1.9 The project will be managed in accordance with Prince II Project Management Procedures. A Project Board has been established which includes management representatives of Legal Services, Bereavement Services, Finance and Quantity Surveying. Richard Welburn, Head of Parks and Green Spaces, is Project Director and Rob Everiss the Project Manager. The restoration works will be tendered in line with LCC procurement procedures with the intention of starting work on site during May 2005.
- 1.10 Welford Road Cemetery is designated as a Site of Importance for Nature Conservation in the City of Leicester Local Plan. Project proposals take into account safeguarding and enhancing the ecological value of the site, particularly in relation to mature trees and grassland. In developing the proposals the Project Team have been at pains to prevent any potential conflicts between heritage, wildlife and use of the cemetery by visitors as a place of tranquility.

2. Financial, Legal and Other Implications

2.1 Financial Implications

The HLF require a contribution of £183,500 from LCC against the HLF award of £759,500. Capital funding of £75,000 is identified within the current 3 year capital programme for the restoration of Welford Road Cemetery.

The outstanding £108,500 LCC Contribution will be resourced as follows:

- Arboricultural Revenue Budget 2004/2005 £9,500
- Bereavement Services Revenue Budget 2004/2005 £30,000
- Parks and Green Spaces Revenue Budget 2004/2005 £29,000
- Parks and Green Spaces Revenue Budget 2005/2006 £40,000

Author: Bob Mullins in Consultation with Paresh Radia, Financial Strategy Team Leader

2.2 Legal Implications

Work within the Cemetery must comply with The Local Government Cemeteries Order 1977. Specific procedures must be followed to obtain permission from the Church of England Diocese before conservation work to memorials on consecrated land can take place.

The restoration works will fall within the threshold of the Construction Design and Management (CDM) Regulations 1994. A Planning Supervisor has been appointed by LCC to monitor health and safety management in accordance with the regulations.

Normal LCC procurement and contract procedures will be followed throughout the life time of this project in liaison with Legal Services and Building Economics.

Author: Rob Everiss in consultation with Rebecca Jenkyn, Legal Services.

2.3 Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph References Within Supporting information
Equal Opportunities	Yes	1.7
Policy	Yes	1.3, 1.9
Sustainable and Environmental	Yes	1.9
Crime and Disorder	Yes	1.2, 1.7
Human Rights Act	No	
Elderly/People on Low Income	No	

3. Risk Assessment Matrix

	Risk	Likelihood L/M/H	Security Impact L/M/H	Control Actions (if necessary or appropriate)
1.	Failure to achieve HLF grant award.	L	H	Stage 2 Application approved by HLF.
2.	Lack of sufficient LCC funding to meet HLF leverage requirement.	L	M/H	Funding strategy not confirmed until member approval of 2005 / 06 budget.
3.	Lack of public support for project arising from negative perceptions of some individuals.	M	L/M	Partnership with Friends group throughout project life-time. Public presentation to interested parties prior to "Stage 2" submission. Development and implementation of communication strategy
4.	Failure to gain detailed planning consent at first attempt.	L	L/M	Building Conservation Officer part of Project Team. Consultation with Planners prior to application.
5.	Hesitancy of Church of England Diocese to grant faculty for conservation work to monuments.	L	L/M	Thorough observation of faculty procedures. Stonemasons contract not to be signed until faculty granted.
6.	Inappropriate project planning in terms of design quality and cost estimates.	L	H	Appointment of Lead consultant from LCC select list. Capital Cost estimates prepared by LCC quantity Surveyor. Allowance for Inflation based on RICS indices.
7.	Quality of works on site inadequate	L	H	Prepare appropriate contract and tender documents. Contractors to be competitively appointed from LCC select lists. Consider appointment of Clerk of Works.
		L - Low M - Medium H - High	L - Low M - Medium H - High	

4. Background Papers

Welford Road Cemetery Committee Report	November 2000
Welford Road Cemetery Restoration Project Cabinet Links Briefing	June 2004
Welford Road Cemetery Restoration Project Definition Document	November 2004

5. Consultations

Consultee	Date consulted
Finance	06.01.04
Legal Services	13.12.04
Building Economics	24.11.04

6. Report Author

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