

| Full Business Case (FBC) |   |                     |  |
|--------------------------|---|---------------------|--|
| 1. General Information   |   |                     |  |
| Directorate              | Economy   | Portfolio/Committee | Leader's Portfolio                         |
| Project Title            | Jewellery Quarter Cemeteries  | Project Code        | Revenue TA-01843-01<br>Capital – to follow |
| Project Description      | <p><b>Aims and Objectives</b></p> <p>The project aims to reinstate, restore and improve the damaged and vulnerable fabric of Birmingham's historic Jewellery Quarter cemeteries – Key Hill and Warstone Lane – and make that heritage more accessible to a wider range of people. Their importance is recognised in the Grade II* status of Key Hill Cemetery in the Register of Parks and Gardens of Special Historic Interest, and the Grade II status of Warstone Lane Cemetery.</p> <p>The project is an integral part of the wider heritage of the Jewellery Quarter and complements the other heritage investment taking place here, such as the JQ Townscape Heritage programme and the completion of the Coffin Works (both part-funded by HLF). Heritage is a key part of the Jewellery Quarter with over 200 listed buildings and four other museums (Museum of the Jewellery Quarter, Pen Room, Coffin Works, JW Evans). The funding provides an opportunity to bring much needed investment to conserve and enhance two important listed cemeteries, providing a resource and opportunities for visitors and residents alike to visit, enjoy and get involved with.</p> <p><b>The project will deliver the following (full details are set out in the Design Specification):</b></p> <ul style="list-style-type: none"> <li>• Full 10-year management and maintenance plans for both cemeteries</li> <li>• Interpretation plan</li> </ul> <p>Capital works - Warstone Lane cemetery</p> <ul style="list-style-type: none"> <li>• Reinstatement of the historical boundary railings (removed in the 1950s), stone piers and entrance gates on all road frontages;</li> <li>• Resurfacing pathways to improve access;</li> <li>• Renovation of the catacomb stonework and installation of a safety balustrade;</li> <li>• Creation of a new Garden of Memory and Reflection in the form of a paved seating area reinterpreting the footprint of the former (now demolished) chapel;</li> <li>• General tree and vegetation management.</li> </ul> <p>Capital works - Key Hill cemetery</p> <ul style="list-style-type: none"> <li>• Resurfacing of pathways</li> <li>• Improvements to drainage by installation of soakaways</li> <li>• Renovation of catacomb stonework</li> <li>• Installing attractive safety balustrade above the catacombs</li> <li>• General tree and vegetation management</li> </ul> <p>The physical works will be complemented by a varied programme of activities set out in the JQ Cemeteries Activity Plan which formed part of</p> |                     |  |

the HLF submission. The activities cover five main types: volunteering, training, learning (schools and family activities), interpretation, and community engagement and audience development. A key aim of many of the activities is to strengthen volunteering and community engagement with the cemeteries as the foundation for their long-term sustainability.

This plan was developed in consultation with a wide range of stakeholders and members of the public and will be developed further by the Activity Plan Manager. HLF has also appointed a mentor to provide advice and guidance with regard to the activity plan and wider interpretation of the two sites.

The Jewellery Quarter Cemeteries Conservation Management Plan was completed in 2014 by Hillary Taylor Landscape Associates as part of the HLF submission updating and expanding on a number of earlier documents, such as the JQ Cemeteries Conservation Statement.

Cost for the engagement of a Project Manager and an Activities Manager are included to manage the physical works and to deliver the Activity Plan respectively.

### **Background**

Both cemeteries are extremely good examples of picturesque urban cemeteries initiated, funded, laid-out and managed by joint stock companies. Key Hill was created by Nonconformists in 1836, and nearby Warstone Lane, laid out by Anglicans in 1848. Both cemeteries were compulsorily purchased by the City Council in 1952 and both were closed for new burials in 1982. More detail and background is contained in the Conservation Management Plan 2014 available at [www.birmingham.gov.uk](http://www.birmingham.gov.uk).

Both cemeteries are also significant for their catacombs, set in the redundant faces of former sandstone quarries. At both sites the catacombs are in need of restoration, conservation and safety works, including the replacement or introduction of safety railings to a sympathetic design. Along with St Paul's churchyard, they are the main green and open spaces in the Jewellery Quarter, providing a valuable ecological resource in the heart of the city centre.

They are however in need of significant investment. The City Council has been pursuing a programme of repair works at the cemeteries for some time, finding money from various sources including English Heritage, Big City Plan (Birmingham City Council) and Section 106 money. This has been done in full liaison and co-operation with other partners: Bereavement Services, Parks Department, The Friends, and the Jewellery Quarter Regeneration Partnership (now replaced by the Jewellery Quarter Development Trust).

Repair and restoration work has focused mainly on Key Hill Cemetery. In 2009 the gates and piers were repaired to the Icknield Street elevation of the cemetery at a cost of £126,000. Repair of the piers and gates to the Key Hill elevation, along with other boundary repairs, was undertaken in 2011/12 at a cost of £245,000. Less work has been undertaken at Warstone Lane Cemetery. Most significant are the repairs to a section of the retaining wall on the northern side of the catacombs, which partially collapsed in 2007 and has been propped up since.

Thus over the last few years, the investment of the City Council, supported by English Heritage, in conservation planning, repair and restoration work at the Jewellery Quarter Cemeteries totals some

£576,000 over and above regular maintenance costs and minor repairs.

Alongside this programme of works has been the work carried out by the voluntary groups, including a campaign to turn all memorials face up and where possible relocate buried memorials and repair and re-erect laid flat and/or damaged memorials. In tandem with the physical restoration of the memorials has been the very demanding and time-consuming project, carried out by the Friends and others, to record all the existing memorial inscriptions at Key Hill, which was completed and issued by the Jewellery Quarter Research Group (now Trust) in 2010.

The various projects described above have all been successful, but are limited in terms of their overall impact. It was appreciated that a more complex and ambitious project would be vital for the long-term protection and future of the Jewellery Quarter Cemeteries. This is the genesis of the HLF application.

During the course of developing the HLF bid, firstly to Round 1 and then to Round 2, the scope and scale of the proposed project has grown. Much of this is in response to advice from HLF itself. A key element of this advice has been that the proposed restoration works to the boundaries of Warstone Lane Cemetery should be more ambitious.

Thus the proposals that formed the successful submission to HLF in 2015 were developed over a number of years and build upon a number of improvement works. This also includes the £150K grant from Historic England (formerly English Heritage) which is used as match for the HLF money.

### **Consultation**

Throughout the development of the project and as an integral part of the HLF bid, consultation has been carried out with a wide range of key stakeholders, including ward councillors and the Jewellery Quarter Development Trust (JQDT) amongst others. Bereavement Services has been part of the project development and will continue to be as it progresses. During the course of the Stage II HLF application, approximately 670 people were engaged and consulted with.

### **Procurement**

Landscape Practice Group (LPG) will continue to provide the main design input from the Stage II submission, including developing the project up to RIBA Stage 4 and overseeing the tender process in conjunction with Corporate Procurement Services. Following protracted discussions over their continued role, HLF has agreed that LPG should continue to provide design services to the project.

The approach to the procurement of the capital and landscaping works is set out in detail as an appendix to the main report.

### **Equality Analysis**

All local stakeholders have been consulted. An Initial Equalities Assessment was completed as part of the authority to bid and a new one was completed as part of this process (attached as Appendix 5 to the main Cabinet Report) with the conclusion that the proposed works will not adversely impact on any particular user groups. The project aims to significantly improve access to and within the cemeteries, for example, through better paths and drainage as well as interpretation and activities to increase knowledge, involvement and participation in the cemeteries.

|   |  |                                |                                       |
|---|--|--------------------------------|---------------------------------------|
|   | <p><b>Management and Maintenance</b></p> <p>Management of both cemeteries is the responsibility of the City Council's Bereavement Services, part of the Place Directorate, and closely involved in the development of the project.</p> <p>The provisions for the long-term maintenance of the cemeteries are set out in the 10-year (2015-2025) Management and Maintenance Plans for each cemetery. These set out the vision, objectives and priorities for the management of each cemetery and were prepared by Bereavement Services who have responsibility for them. Maintenance costs have been included as part of this process.</p> <p>Upon completion of the improvement works, it is intended to apply for a Green Flag Award. This is the recognised standard for publicly accessible parks and green spaces and is overseen by CABI Space. It aims to raise the standard of management of all open spaces and recognises well-managed ones.</p> <p><b>Project Milestones</b></p> <ul style="list-style-type: none"><li>• Permission to Start Letter from HLF – July 2016</li><li>• Engagement of a Project Manager and an Activities Manager – August 2016</li><li>• RIBA Stage 4 designs competed – September / October 2016</li><li>• Commence tender process for capital works programme – October 2016</li><li>• Competition exercise for landscaping works – October 2016</li><li>• Approval to award contracts for capital and landscaping works</li><li>• Capital works start on site – February 2017</li><li>• Capital works completion – September 2018</li><li>• Revenue activities programme – August 2016 – March 2019</li></ul> |                                |                                       |
| <p><b>Links to Corporate and Service Outcomes</b></p> | <p>The proposal supports the Council Business Plan and Budget 2016+, in particular Outcome One: A Strong Economy, through attracting visitors and external investment with major enhancements to a key heritage attraction, improving green space in an area with very little, at the same time as engaging with the people of Birmingham to play an active role in learning new skills such as social media, tour guiding, research and archiving as well as opportunities for work placements during the build phase.</p> <p>The project is also specifically referred to in “Protecting the Past – Informing the Future, <b>Birmingham’s Heritage Strategy 2014-19</b>”.</p> <p>The <b>Big City Plan</b> sets out a 20-year vision for the city, recognising the Jewellery Quarter’s importance as a heritage asset of which the two cemeteries play an integral role. The masterplan identifies the enhancement of the two cemeteries as a key project, improving the heritage asset as well as providing much needed green space.</p> <p><b>Jewellery Quarter Conservation Area Character Appraisal and Management Plan (SPG 2002)</b> – to preserve and enhance the historic environment of the Jewellery Quarter Conservation Area.</p>   |                                |                                       |
| <p><b>Project Definition Document Approved by</b></p> | <p>Cabinet</p>   | <p><b>Date of Approval</b></p> | <p>22<sup>nd</sup> September 2015</p> |

| Benefits<br>Quantification- Impact<br>on Outcomes   | Measure  | Impact  |
|---|--|---|
|   | New boundary railings  | <ul style="list-style-type: none"> <li>Greatly enhanced sense of place and restoration of historic elements</li> </ul>  |
|   | Resurfaced pathways and improved drainage  | <ul style="list-style-type: none"> <li>Improved access and drainage making the sites more accessible and safer and easier to walk around</li> </ul>   |
|   | Renovation of catacombs / safety balustrade  | <ul style="list-style-type: none"> <li>Enhances key feature, making it safer and more accessible to everyone</li> </ul>   |
|   | Garden of Memory and memorial archway  | <ul style="list-style-type: none"> <li>Creating a new focal point and commemorating the demolished chapel, providing a tranquil seating area to encourage use of the area.</li> </ul>   |
|   | Activity Plan  | <ul style="list-style-type: none"> <li>A range of activities to encourage volunteering and involvement in the development and understanding of the cemeteries and their historic context.</li> </ul>  |
|   | Management and Maintenance Plans for both cemeteries   | <ul style="list-style-type: none"> <li>Outline the aims and objectives for the management of each cemetery over a 10-year period;</li> <li>Includes an agreed action plan for change and continued improvements to each cemetery</li> </ul> |
|   | Interpretation Plan  | <ul style="list-style-type: none"> <li>Sets out aims for interpretation, the target audiences, themes and topics that will be communicated, interpretative methods to be used and how the plan will be delivered.</li> </ul>                |
| <b>Project Deliverables</b>                         | <ul style="list-style-type: none"> <li>New and restored boundary treatment</li> <li>Resurfacing of pathways</li> <li>Renovation of catacombs and installation of safety balustrades</li> <li>New Garden of Memory in the form of a paved area</li> <li>General tree and vegetation management</li> <li>Range of activities as set out in the Activity Plan</li> <li>Management and Maintenance Plans for both cemeteries</li> <li>JQ Cemeteries Interpretation Plan</li> </ul> |   |
| <b>Scope</b>  | To implement the major refurbishment and renovation of two cemeteries of historic importance to the Jewellery Quarter and Birmingham. This will enhance the image and profile of the Jewellery Quarter and the city centre as a visitor attraction and green space and complements the other heritage attractions in the area.   |   |
| <b>Scope exclusions</b>                             | The scheme only includes those measures as detailed in this Full Business Case. It does not include the area around the Lodge area on Warstone Lane at this stage, although designs have been prepared, as there has been a change in leasehold arrangement and no agreement has been made.  |   |
| <b>Dependencies on other projects or activities</b> | <ul style="list-style-type: none"> <li>Formal Permission-to-Start from HLF before any eligible spend can be made. Cabinet approval is the final element of this</li> <li>Procurement and appointment of Contractors for capital and</li> </ul>   |   |

|                                    |  |                               |            |
|------------------------------------|--|-------------------------------|------------|
|                                    | landscaping works. <ul style="list-style-type: none"> <li>• Appointment of project manager and activity plan manager</li> <li>• Placing of orders for works</li> <li>• Listed Building Consent (planning approval already in place)</li> </ul>   |                               |            |
| <b>Achievability</b>               | <ul style="list-style-type: none"> <li>• The scheme is planned for practical completion by 2019 to ensure it meets with the HLF timescale.</li> <li>• Landscape Practice Group (LPG) has been engaged throughout the design process and has a track record for producing excellent design for HLF projects.</li> <li>• Extensive design work and surveys have already been carried out as part of the bid submission.</li> <li>• Support has been obtained from Ward Members and key stakeholders, including the JQDT</li> <li>• HLF has appointed two people to oversee the project: one to carry out project management monitoring of the delivery phase and the other to act as a mentor to provide advice and guidance with regard to the activity plan. They will both assist in bringing the project to fruition.</li> <li>• Resources to undertake the works have been secured and the design team is already in place.</li> <li>• Planning and Regeneration has extensive experience of delivering schemes of this nature, including HLF-funded programmes.</li> </ul> |                               |            |
| <b>Project Manager</b>             | Russell Poulton – Regeneration Manager, Planning and Regeneration - 0121 464 9841 <a href="mailto:russell.poulton@birmingham.gov.uk">russell.poulton@birmingham.gov.uk</a>   |                               |            |
| <b>Budget Holder</b>               | Waheed Nazir, Acting Strategic Director of Economy 0121 464 7735 <a href="mailto:waheed.nazir@birmingham.gov.uk">waheed.nazir@birmingham.gov.uk</a>  |                               |            |
| <b>Sponsor</b>                     | Richard Cowell, Assistant Director, Development 0121 303 2262 <a href="mailto:richard.cowell@birmingham.gov.uk">richard.cowell@birmingham.gov.uk</a>   |                               |            |
| <b>Project Accountant</b>          | Rob Pace, Finance Manager, Economy 0121 303 3817 <a href="mailto:rob.pace@birmingham.gov.uk">rob.pace@birmingham.gov.uk</a>  |                               |            |
| <b>Project Board Members</b>       | City and North West Project Board  |                               |            |
| <b>Head of City Finance (HoCF)</b> | Alison Jarrett   | <b>Date of HoCF Approval:</b> | 15/06/2016 |

| 2. Budget Summary (Detailed workings should also be supplied) |           |  |   |            |  |
|---|-----------|--|---|------------|--|
| See Appendix 1 to Private Report                              |           |  |   |            |  |
|   |           |  |   |            |  |
| <b>Planned Start date for delivery of the project</b>         | July 2016 |  | <b>Planned Date of Technical completion</b> | March 2019 |  |

| 3. Checklist of Documents Supporting the FBC  |                      |                         |
|---|----------------------|-------------------------|
| Item  | Mandatory attachment | Number attached         |
| <b>Financial Case and Plan</b>  |                      |                         |
| <ul style="list-style-type: none"> <li>Detailed workings in support of the above Budget Summary (as necessary)</li> </ul> | Mandatory            | See Private Report      |
| <b>Project Development products</b>   |                      |                         |
| <ul style="list-style-type: none"> <li>Risks register</li> </ul>  | Mandatory            | Appended to main report |
| <ul style="list-style-type: none"> <li>Stakeholder Analysis</li> </ul>  | Mandatory            | Annex 1                 |
| <b>Other Attachments (list as appropriate)</b>  |                      |                         |
| <ul style="list-style-type: none"> <li>HLF Offer Letter</li> </ul>  |                      | Appended to main report |