

Report To:	EXECUTIVE CABINET
Date:	21 March 2018
Executive Member/ Reporting Officer:	Councillor Allison Gwynne – Executive Member (Clean and Green) Emma Varnam – Assistant Director Operations & Neighbourhoods
Subject:	REPAIR AND RESTORATION OF CEMETERY BOUNDARY WALLS
Report Summary:	The report provides information on the condition of the boundary walls within the Local Authority Cemeteries and demonstrates a programme to bring them back into a pleasing and safe condition.
Recommendations:	To AGREE IN PRINCIPLE the programme of works set out Appendix A carry out the necessary repairs to the boundary walls SUBJECT to a more detailed business case to be produced for APPROVAL setting out the procurement and delivery methods to be used, together with a plan and timescales for completion of the project with a view to undertaking the high priority work first.
Links to Community Strategy:	The schemes identified within the report seek to provide an improved and more sustainable asset for the residents of Tameside, thereby contributing to a safe environment and continuing economic key priorities within the 2012-22 Tameside Sustainable Community Strategy.
Policy Implications:	None
Financial Implications: (Authorised by the Section 151 Officer)	The report sets out a proposed programme of works to cemetery boundary walls based on officer surveys of the sites within the borough. The estimated cost of works required exceeds the capital resources earmarked for this scheme and works have been prioritised based on an initial risk assessment. The estimated cost of works identified as high or medium priority exceed the earmarked £200k budget. A more detailed business case is required to establish the procurement and delivery methods to be used, together with a plan and timescales for completion of the project. Further work is required to more accurately establish the expected costs of the work, and determine whether the require works can be completed within the earmarked funds.
Legal Implications: (Authorised by the Borough Solicitor)	The Local Authority is required under the Local Authorities Cemeteries Order 1977 4 to keep a cemetery in good order and repair, together with all buildings, walls and fences thereon and other buildings provided for use in it. Not to do so through inspection and any subsequent required remediation and/or action will put the Council at risk of challenge particularly where the structures present a hazard or danger to the public.
Risk Management:	The safety of all visitors to the cemetery and to pedestrians walking along the highways adjacent to cemetery boundaries is

paramount. We have a statutory responsibility to ensure our assets (boundary walls) are kept in a safe condition. Ensuring no access out of hours to cemeteries is also important due to the risk of people tripping or falling when there are excavated graves or uneven ground.

Access to Information:

The background papers can be obtained from the author of the report, Emma Varnam, by:



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1. **BACKGROUND**

- 1.1 Tameside Council is responsible for the upkeep and management of 8 cemeteries within the borough.
- 1.2 The cemeteries managed by Tameside Council are:
- Audenshaw
 - Ashton (Hurst):
 - Denton
 - Droylsden
 - Dukinfield
 - Hyde
 - Mossley
 - Mottram
- 1.3 Nearly all of the above cemeteries were opened in the late 1800's. The oldest cemetery managed by the Council is Mottram Cemetery, which opened in 1861 and is still being used today for interments in new graves as are all the other sites.
- 1.4 Cemeteries are often highly valued by communities for their spiritual as well as place-making and place-marking qualities. Tameside Council has adopted the "*Charter for the Bereaved*", which is an industry initiative to encourage best practice in cemetery maintenance and management and expects the Local Authority to demonstrate proper respect for the rights of the bereaved and for all visitors to the cemeteries.
- 1.5 The footfall of visitors to some of the above cemeteries shows that the sites are amongst the top most visited locations across the borough with Dukinfield Cemetery having approximately 500k visitors annually.
- 1.6 The boundary walls not only define the perimeters of the burial sites, but act as a deterrent on keeping visitors out during closing hours. Cemeteries are potentially dangerous places with many large memorials, excavated open graves and uneven ground. Good, secure boundary walls, along with locked gates, minimises the risk of injury by preventing access.
- 1.7 It is also important that, aesthetically, the boundary walls are in a good condition. If the first thing mourners or visitors witness is dilapidated walls, then the surmise is that the whole service is shoddy too.
- 1.8 Over the years, piecemeal repair works have been carried out on the various boundary walls in order to meet our statutory obligations in providing a safe environment. However, these works have been carried out from revenue commitments within the existing budget and have always only been a temporary fix. The conditions of the walls are now in much need of more permanent, professional repairs.

2. **RESPONSIBILITY**

- 2.1 The Local Authority has a general duty under The Local Authority Cemeteries Order 1977 to maintain their burial grounds in good order.
- 2.2 In addition, they have responsibilities under the Health and Safety at Work Act 1974 and The Management of Health and Safety at Work (MHSW) Regulations 1999.
- 2.3 The Local Authority is required to do all that is reasonably practicable to ensure that visitors and those working in its cemeteries are not exposed to risks to their health and safety.

2.4 The walls of the cemeteries border many different properties or locations owned by varying agencies or land owners. Some border the highway, others public footpaths, right of ways or bridle paths, whilst some border private residential or business properties. The Local Authority therefore has a duty to ensure that it is not exposing itself to risk and claims from others.

3. REPAIR STRATEGY

3.1 Following the long term concerns for the condition of the Local Authority Cemeteries boundary walls within the borough, capital funding has been set aside to enable some of the most urgent repairs to be undertaken.

3.2 All of the 8 Cemeteries have been jointly inspected by Michael Gurney (Head of Bereavement Services and Stephen Hall (Structural Engineer for Tameside Council) to establish an initial scope of the proposed works needed.

3.3 Of the 8 cemeteries inspected, it was decided that the boundary walls at Ashton (Hurst), Dukinfield, Hyde, Mossley and Mottram cemeteries were in need of the most significant repairs.

3.4 It was felt that Audenshaw, Denton and Droylsden cemeteries had limited masonry defects or alternative boundary protection such as metal railings/fencing.

3.5 For each of the 5 Cemeteries highlighted as the most in need of work being required, detailed defects have been noted and marked on location plans for each site.

3.6 Defects recorded include:

- Missing stonework or coping stones
- Cracks in masonry
- Wall out of plumb and leaning with varying degrees of lean recorded
- Sections of walls missing
- Total rebuilds required
- Urgent pointing
- Deep voids under walls

3.7 Due to the findings of the inspection being so far reaching, structural engineers have categorised the findings into a hierarchy of urgency, indicated by the following categories, Low, Medium and High.

3.8 The budget costs to carry out all the repairs against the hierarchy of risks are shown below.

	ASHTON	DUKINFIELD	HYDE	MOSSLEY	MOTTRAM	
LOW	6200	307000	11500	2500	1250	328,450
MEDIUM	8900	13700	43800	21450	14800	102,650
HIGH	10550	53800	21500	20000	11500	117,350
	25650	374500	76800	43950	27500	548,450
Other associated costs	Substantial upgrading of metal work and local repointing works for Audenshaw, Denton and Droylsden Cemeteries					40,000
						588,450

3.9 The detailed defects and work required for the 5 cemeteries can be seen attached on **Appendix A.**

- 3.10 The proposal is to carry out the works identified in the above tables as High and Medium risk at Ashton, Dukinfield, Hyde, Mossley and Mottram Cemeteries together with upgrading of the metal work and pointing at Audenshaw, Denton and Droylsden Cemeteries as shown in the other associated costs.
- 3.11 The total capital monies required to enable this to be executed and to mitigate the most urgent risks to the Council will be £260,000. See below.

RISK	BUDGET COSTS
Medium Risk	102,650
High Risk	117,350
Other associated costs	40,000
	260,000

- 3.12 The monies allocated to this project by the Strategic Planning and Capital Monitoring Panel are £200k and therefore a *Value Engineering Exercise* will be carried out in order to reduce costs.

4. WORK PROGRAMME

- 4.1 The supervision of the boundary walls work programme would be carried out by the Council's structural engineers and where possible the Council's Design & Delivery service.
- 4.2 The Design & Delivery service may sub-contract out elements of the proposed works, if not all of the work. Local contractors will be given the opportunity to tender for the work and will be used wherever possible.

5. RECOMMEDATION

- 5.1 As detailed on the front cover of this report

APPENDIX A

Ashton Cemetery Wall Repairs January 2018

Number	Defect	Action	Budget cost	Urgency
1	Wall leans 80mm and movement of wall	Rebuild top 1m 900mm long	£750	H
2	Fence moving really loose	fix fence 3.5m	£200	H
3	Wall leans 140mm and movement of wall	Rebuild top 1m 900mm long	£650	H
4	Wall leans 80mm	Rebuild top 1m 900x900mm on plumb (L Shaped pier)	£950	M
5	Wall leans 100mm	Rebuild top 1m	£600	M
6	Wall leaning	Repoint Pier 900x900mm out of plumb	£350	M
7	Wall leans 80mm and Cracking	Rebuild top 1.2 m	£650	M
8	Missing stones under coping	Replace missing stones	£350	L
9	Wall leans due to Tree root	Remove Trees?	£2500	M
10	Missing Coping	Replace Coping	£350	L
11	Missing Coping	Replace Coping & rebuild top 3 stones	£350	L
12	Missing Coping	Replace Coping	£350	L
13	Missing Coping	Replace Coping	£350	L
14	Missing Coping	Replace Coping	£350	L
15	Missing Coping & Stonework	Replace Coping & 2 Stones need replacing	£450	L
16	Missing Coping	Replace Coping & Rebuild top 900mm(60mm out of plumb)	£750	L
17	Missing Coping & Missing stonework	Replace Coping & Replace 1 stone	£450	L
18	Steel Fence Irregular Approx 10m	Secure steel fencing	£1050	M
19	Missing Coping	Replace Coping	£350	L
20	Missing Coping	Replace Coping	£350	L
21	Missing Coping 120mm leaning	Rebuild top 1m 900mm long additional stonework 350mm out of plumb all of and Replace Coping	£1200	H
22	Missing Coping	Replace Coping	£350	L
23	Missing Coping	Replace Coping	£350	L
24	Missing Coping	Replace Coping	£350	L

25	Missing Coping	Replace Coping	£350	L
26	Missing Coping	Replace Coping	£350	L
27	Missing Coping, 120mm leaning (Old Stump)	Rebuild pier 1m& rebuild wall either side 5+4m and Replace missing Coping	£3900	H
28	Pier leaning & wall from Pier to Pier leaning Approx 12m	Rebuild top of piers 1m and reconstruct wall 12m from pier to pier	£3000	H
29	Missing stonework	Rebuild Missing stonework 3x0.6m	£250	M
30	Missing stonework	Rebuild Missing stonework	↑	M
31	Wall Missing Stonework	Reconstruct wall 4m (on the face of the wall)	£850	H
32	Missing Stonework	Rebuild Missing Stonework 6 stones	↑ ↓	H
33	Wall leaning 100m	Rebuild top 1m 900mm long pier	£650	M
34	Missing stonework	Replace missing stonework 3 stones	£550	M
35	Missing Fence	Replace Fence 7m	£900	M
36	Pier leaning	Repoint end pier 1.8 x 0.9m (L shaped pier)	£450	M
Total cost			25650	

Dukinfield Cemetery Wall Repairs January 2018

<i>Number</i>	<i>Defects</i>	<i>Action</i>	<i>Budget cost</i>	<i>Urgency</i>
1	Missing stonework & copings	Localised repairs required for missing stonework, copings and pointing below coping and at footpath level	£3500	M
2	50mm wall leaning and cracking (next to tree)	Rebuild top 1m	£1200	H
3	70mm leaning wall	Rebuild top 1m	£1200	M
4	Wall out of plumb	Rebuild top 0.5mx4m	£1000	H
5	Wall out of plumb	Rebuild 20m long up to gate. 100mm plus out of plumb	£16,000	H
6	Wall needs attention	Make good top 0.5m, localised repairs required and repointing	£2000	H
7	Localised repointing	Localised repointing	£1000	L
8	Localised repointing	Localised repointing	£1000	L

9	Localised repointing	Localised repointing	£1200	L
10	Wall leaning and missing coping	Rebuild wall top 1m and 4m long and replace coping	£1600	H
11	Wall is 100mm out of plumb	Rebuild top 1.5m over 30m long	£25,000	H
12	Missing stonework	Replace stonework	£500	L
13	Missing Stonework wall damaged	Rebuild low level wall 600mm high	£1500	L
14	Missing stonework	Replace stonework	£500	L
15	Wall leaning 3.5m long and missing stonework (Tree behind wall)	Rebuild 3.5m wall 900mm high	£2000	M
16	Wall leans leaning (Tree and another wall behind face wall)	Remove tree and rebuild 5m long wall 1.5m high	£5000	M
17	Missing stonework	Replace stonework	£500	L
18	Pier leaning	Rebuild 900mmx1m high		M
19	Wall leaning 90mm 10m long and missing stonework	Localised Rebuild whole of wall 20m long		H
20	Wall leaning 120mm and missing stonework	Rebuild top 1m and replace missing stonework	£5000	H
21	Missing coping and stonework	Replace coping and missing stonework	↓	L
22	End of wall missing	Rebuild end wall with remaining stonework, 8m long and return to brick boundary wall	↓ £2000	M
23	Wall leans 90mm and has a gap between one wall and another.	Build a Buttress 2.4 m high 660mm long (Neighbours tree to be removed?)	£2000	H
24	Missing stonework and pointing defects in Car park	Localised Repointing required in Visitors Car park	£800	L
25	Defects along cemetery walls on the Park Rd Boundary with businesses	Reconstruction of the retaining structures along the edge of the cemetery on the Park Rd Boundary with businesses	£300,000	L
TOTAL			£74500 +£300,000	

Hyde Cemetery Wall Repairs January 2018

<i>Number</i>	<i>Defect</i>	<i>Action</i>	<i>Budget cost</i>	<i>Urgency</i>
1	Up to Rowan St., Low Wall 1.2m high leans 75mm, 15m	Monitor or consider rebuild	£8500	M
2	Rowan St Wall leaning 120mm 4m long	Rebuild wall 4m long	£3000	M
3	Knight Street Wall leaning on the lower wall 40mm	Rebuild lower wall 3m 1m high	£2500	M
4	High wall leaning 90mm	Rebuild wall 12m Long 2m high	£13000	H
5	Cracking in corner of wall at the back of the houses. (No Peel Street) This length of wall, at the back of houses on Peel St. needs further detailed inspection from house side	Rebuild 5m 2m high at corner. Allow for further rebuilding where access available to check from 5 to 6.	£5000 £15,000	M
6	Wall leaning 170mm	Rebuild 6m long + 1m high	£6000	H
6a	Gate hinge and side member on gate is damaged preventing safe operation	Steel gate repairs	£2500	H
7	Fence missing poles	Replace missing vertical rails in fence.	£1500	M
8	Lower wall is bulging out	Rebuild wall 3m+2m	£5000	L
9	Pier needs repointing	Repoint Pier top 2m	£800	M
10	Lower wall is bulging out	Rebuild lower wall 2+2+1m	£5000	L
11	Pier needs repointing	Repoint pier top 1m	£400	M
12	Pier needs repointing	Repoint pier top 1m	£400	M
13	Lower wall Bulging out	Local rebuild 2m long	£1500	L
14	Pier needs rebuilding	Rebuild top 0.5m of pier	£1000	M
15	Pier needs rebuilding	Rebuild top 1.5m of pier	£1500	M
16	Pier needs rebuilding	Rebuild top 1m of pier	£1200	M
17	Pier needs rebuilding	Rebuild top 1.5m of pier	£1500	M
18	Pier needs rebuilding	Rebuild top 1.5m of Pier	£1500	M
Total			£76800	

Mossley Cemetery Wall Repairs January 2018

Number	Defect	Action	Budget Cost	Urgency
1	3m long, 1m deep void under wall	Carefully remove any loose brick and Reconstruct brickwork foundation	£3000	M
2	Wall leaning	Take wall down 1.5m down and 20m long	£20,000	H
3	Wall leaning	Take wall down 1m and rebuild	£1000	L
4	Wall leaning	Rebuild stone wall either side of corner	£1500	M
5	Uneven wall	Rebuild top 900mm (5mlong)	£1500	M
6	Wall leaning	Rebuild top 600mm (15mlong)	£2000	M
7	Wall leaning	Rebuild top 600mm (4m long)	£1200	M
8	Stonework missing	Reconstruct stonework under Coping 10m long	£750	M
9	Stonework missing	Rebuild stonework top of wall 5m long (V-shape)	£1000	M
10	Stonework missing	Rebuild Stonework top of wall 10 long (V-shape)	£1500	M
11	Stonework missing	Rebuild top section of wall including coping (8m long)	£1500	L
12	Leaning/ cracked masonry Regents Drive	Rebuild local defects and re-point where required	£9,000	M
Total			43,950	

Mottram Cemetery Wall Repairs January 2018

Number	Defects	Action	Cost	Urgency
1	Missing stonework and leaning wall	Rebuild wall 900mm high by 3m long	£1750	M
2	Missing coping	Replace coping	£200	L
3	Steel gate needs repair	Restore steel gate	£450	M
4	Wall leaning 20m to the bend	Rebuild wall	£7,000	M
5	Wall leaning 250mm and cracking	Rebuild corner of wall next to the tree 5m	£4000	H
6	Missing stonework	Local repairs to restore stonework & repoint coping 10m long	£2000	M
7	Missing Coping and loose stonework	Replace coping 750mmx750mm Rebuild pier	£750	H
8	Rotten Lychgate both post.	Repairs to the Lychgate will be required	£2750	H
9	Missing stone work	Localised repairs are required	£1000	L

10	Missing stonework	Locally build wall 1mx1m	£600	M
11	Stonework missing between the wall numbers (GL 1&2&3)	Local repairs to replace missing stonework	£1000	M
12	Missing stonework	Replace stonework	£700	M
13	Missing masonry on the back face 1m long 0.5m below coping	Rebuild missing masonry	£300	M
14	Missing coping end of wall	Replace missing coping	£50	L
15	Damaged coping near the steps on the pillars	Repairs are required to both copings	£1000	M
16	Surfacing and drainage needs redesigning in large near steps	Resurface and clean or augment drainage provision	£4000	H
TOTAL			27550	