

Committees:		Dates:
Port Health and Environmental Services Committee Projects Sub		19 September 2017 07 September 2017
Subject: Extending Burial Space at the City of London Cemetery (The Shoot)	Gateway 7 Outcome Report Regular	Public
Report of: Director of Open Spaces Report Author: Patrick Hegarty		For Decision

Summary

Dashboard

- Project Status: Green
- Timeline indicating the stage at which the project is: Works completed December 2015 followed by a year's defects monitoring period during which no outstanding issues were detected.
- Total Spend: £479k
- Overall project risk: Green

RAG status for project against GW2 budget, specification and time

- Project Status: Amber –

Within budget and specification but an additional year was needed prior to the works for investigation, monitoring, etc. to comply with planning requirements. However this delay was still within the time frame to meet the operational needs of the Cemetery for the provision of additional burial space.

RAG status for project against last approved budget, specification and time

- Project Status: Green – Within budget, specification and time.

Total expenditure over total period of time

Year	£
2014/15	48,830
2015/16	406,307
2016/17	24,291
Total	479,428

Summary of project completed

The former storage and waste area at the City of London Cemetery was re-formed as a landscaped burial area to provide space for approximately 3,000 additional

lawn graves to assist in having a continuity of supply of this form of burial ahead of being able to re-use older lawn areas in years to come.

Recommendations

- 1 It is recommended that the lessons learnt be noted and the project be closed.

Main Report

<p>1. Brief description of project</p>	<p>The four acre site known as The Shoot was previously used for the storage and disposal of spoil and cemetery waste within the City of London Cemetery. The most popular burial choice by the public is lawn graves and the site was identified to provide approximately 3,000 additional graves, sufficient for more than 10 years beyond the current availability and thereby help to ensure the continuation of an important income stream. Extensive earthworks were required to prepare and landscape the area, a new access chamber was provided to a culvert running under the site and minor alterations were made to adjacent internal roadways as well as access paths from the surrounding roads.</p>
<p>2. Assessment of project against SMART Objectives</p>	<p>Specific – Completed approvals, development and procurement of proposals for ground works with ancillary works to a Victorian drainage culvert and adjustments to adjacent internal roads at a four acre self-contained site at the City of London Cemetery.</p> <p>Measurable – Space provided for approximately 3,000 lawn burial spaces. Appropriate ground conditions assessed and monitored to avoid ground water contamination to meet Environment Agency and Planning requirements.</p> <p>Assignable – Delivered by the Cemetery & Crematorium division of the Open Spaces Department overseen by a Project Board and with support from consultants, officers in the Chamberlain’s Department and the City Solicitors Department. Having close supervision by the on-site management of the Cemetery ensured minimal operational or public relations impact of the major works on the working cemetery.</p> <p>Realistic – Careful development of the proposals involved extensive soil investigation and sampling, consideration of soil volumes and strategy for dealing with unwanted materials in the existing waste heaps on site. Early consideration of hydrology constraints, archaeology potential and heritage aspects of the landscape were key considerations to the successful outcome of the project.</p> <p>Time-related – Completed to a programme which was</p>

	<p>adjusted as appropriate. Completion of the ground works by the end of 2015 to allow five years settlement before interments and within the overall deadline of a previously envisaged shortfall of lawn burial space at the Cemetery around 2022.</p>
<p>3. Assessment of project against success criteria</p>	<p>1 Permissions. Planning permission was obtained subject to conditions which were complied with and the works were signed off by the London Borough of Newham in consultation with the Environment Agency and Historic England. An area of the works at the Shoot was on consecrated ground and the Chancellor of the Diocese of Chelmsford directed that, in the circumstances, Faculty approval was not required.</p> <p>2 Successful completion of:</p> <ul style="list-style-type: none"> • site clearance, processing of the waste material on site and disposal of unwanted material; • engineering of new embankments, spreading of backfill and formation of finished levels; • cleaning works to the Victorian drainage culvert underlying the site and construction of an access chamber to the culvert to facilitate any future maintenance; • works to adjust roadways and kerbs immediately adjacent to the site. <p>3 The landscape works were completed on 23rd December 2015 followed by a defects monitoring period of a year, with no defects requiring correction noted. The land is being left for a further four year period to settle before receiving burials. This is well in time for an estimated deadline of 2022 by which time the Cemetery might otherwise cease to provide lawn burials, a significant risk to the operational life of the Cemetery.</p> <p>4 The project was delivered within budget.</p> <p>5 Historic England was consulted during the planning of the scheme. The works were carried out in accordance with the Cemetery's Conservation and Management Plan and enhance the site whilst complimenting its Grade I listed landscape status.</p>
<p>4. Key Benefits</p>	<p>Reclamation and landscaping of four acres of land, formerly used as a dump for spoil and green waste at the City of London Cemetery to provide sufficient space for approximately 3,000 new lawn graves, sufficient to meet an expected demand of this popular form of burial for between 10 and 15 years.</p>
<p>5. Was the project specification fully</p>	<p>Yes</p>

<p>delivered (as agreed at Gateway 5 or any subsequent Issue report)</p>	
<p>6. Programme</p>	<p>The project was not completed within the agreed programme</p> <p>At Gateway 2 an outline programme was drawn up. However an additional year was added to that programme due to the need to comply with planning conditions including soil sampling, archaeological investigations, monitoring of soil water levels over a year and the requirement to process waste material under an Environment Agency protocol to manage the movement on site of material classed as waste. This did not impact on the overall deadline for completion of the ground works in sufficient time to allow a five year period of settlement of the ground ahead of being in a state to receive burials by 2022.</p> <p>The updated programme was refined and reported to Members in subsequent reports.</p> <p>At Gateway 5 it was reported that the main contractor was expected to begin on site in September 2015. This was delayed by about a month because of negotiations with the main contractor over a miscalculation they discovered with the hard landscape element of their tender submission. This was resolved when the main contractor was given the option to reduce the scope of their work by removing the hard landscape element from the contract on the basis they forgo any entitlement for any fees or claims for loss of profit in relation to omitted elements and submission of an acceptable revised programme of works. This was accepted and allowed the weather critical ground works to proceed in a timely manner. The hard landscape element of the works was subsequently carried out by the City's term contractor, JB Riney, and by the cemetery on site team at less cost than the tender submission.</p>

7. Budget

The project was completed within the agreed budget

	Gateway 2	Issue Report	Gateway 5	Budget Outturn
Fees		88,926	90,484	93,487
Works		497,300	476,381	385,941
Total	£250,000 - £500,000 range	586,226	566,865	479,428

At Gateway 2 we estimated the cost range to be between £250,000 to £500,000 subject to costing and appraisal of options. Subsequently, at Gateway 3/4, three options were assessed ranging from £504,500 to £861,300 and the lowest option approved. As the detailed design of the project developed and planning permission was obtained, significant additional fees were identified for services to meet statutory planning conditions and this was reported to Members in an Issue Report.

Following tendering the works estimate in the Issue Report was reduced and reported at Gateway 5.

Significant further reductions were made in the works budget by negotiations with the main contractor over a miscalculation in their tender submission. They agreed to reduced the scope of their work, in particular dropping the hard landscape elements, agreeing to forgo any entitlement for any fees or claims for loss of profit in relation to omitted elements. The hard landscape elements were subsequently carried out by the City's term contractor, JB Riney, and by the cemetery on site team at less cost than the tender submission.

Final Account Verification

*Please confirm whether or not the Final Account for this project has been verified. **

Not Verified

State any outstanding issues, actions to be taken and timescales for resolution.

There are no outstanding issues or actions to be taken other than verification of the account which is being addressed by the Finance Team.

Review of Team Performance

8. Key strengths	1 Robust monitoring and communication with the contractor through the on-site presence of the Superintendent's team and the programmed visits of the landscape consultants. This ensured any potential impacts of the works on the users of the Cemetery and Crematorium were identified and mitigated. 2 Support from Procurement and the City Solicitor in dealing with tendering and contract issues in a clear and timely manner.
9. Areas for improvement	None
10. Special recognition	Julie Gerred, Senior Legal Assistant in the Comptroller and City Solicitor's Department for her support in dealing with the post tender negotiations with the main contractor. Samantha Rogers, Category Manager, Construction & Property Category Team, City Procurement, for her support in the procurement process.

Lessons Learnt

11. Key lessons	1 The Invitation to Tender for the works included a technical question requesting the tenderers to detail how they intended to facilitate the City's policy objectives of providing socially responsible solutions during the lifetime of the contract, e.g. apprenticeships from local schools, supporting Investors in People (IiP), local labour initiatives, protecting the environment, etc. The responses received to this question were part of the evaluation of the tenders and indicated various ways the companies could provide benefits in line with the policy objectives, albeit outside the terms of the contract subsequently drawn up with the appointed contractor. On request the appointed contractor provided a report towards the end of the contract outlining what they had done to meet the objectives. Their response included IiP related training and the use of some local suppliers. However it is not clear what they did <u>differently</u> to facilitate the policy objectives and because it is not a contract requirement for the contractor to provide evidence it is difficult to evaluate the effectiveness of including corporate social responsibility (CSR) proposals at the invitation to tender. Building in more
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	robust mechanisms for the measurement of CSR throughout the contract would help in holding the contractor to deliver the proposals which they used as part of the tender exercise.
12. Implementation plan for lessons learnt	1 Bring the issue to the attention of the Project Team in the Town Clerk's Department to see if there is a more robust way of monitoring the CSR objectives through the contract.

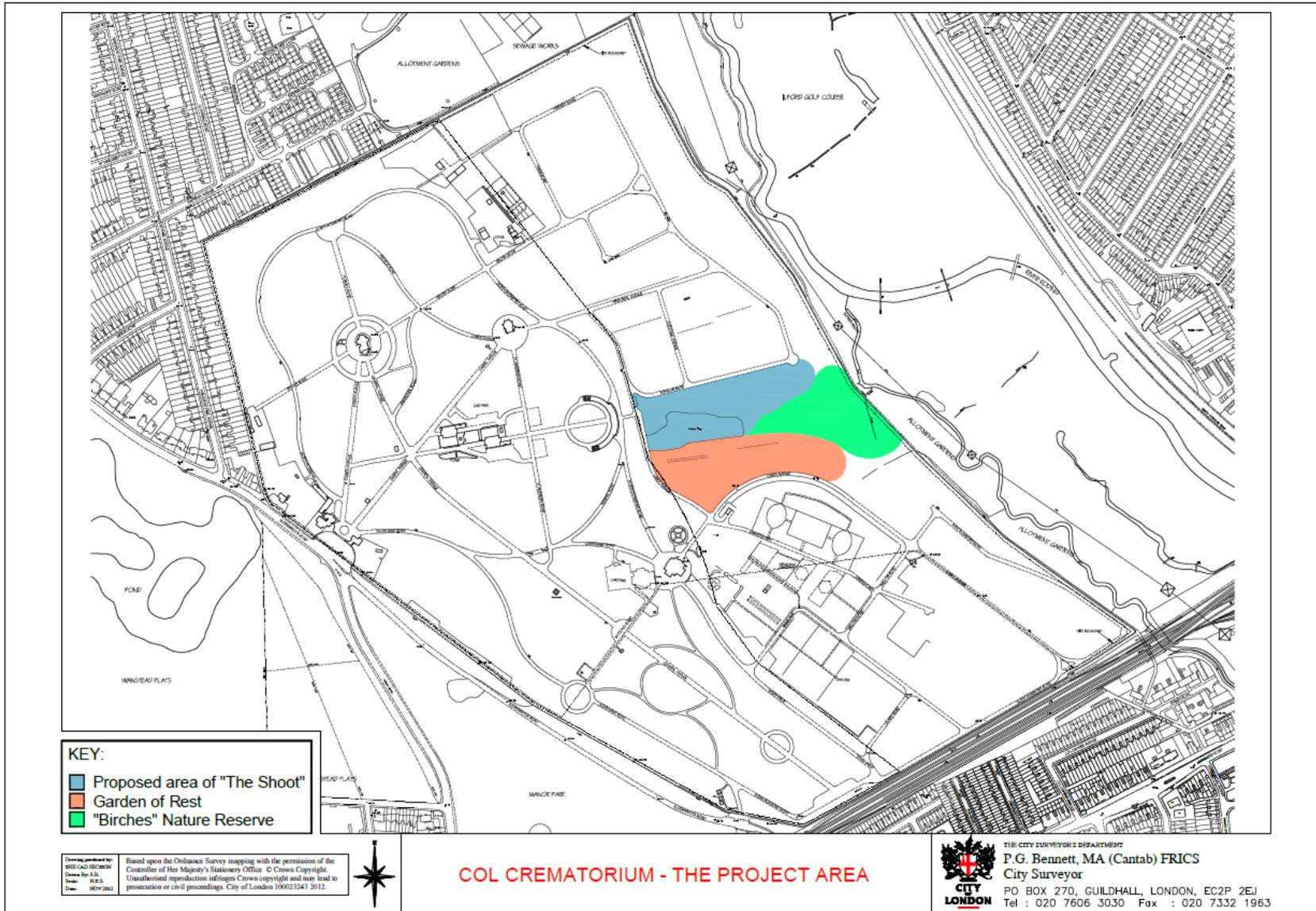
Appendices

Appendix 1	Plan
Appendix 2	Photographs

Contact

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Appendix 1 Site Plan



Appendix 2 Photographs

Before:



After:



South west corner with altered road layout



Looking east showing embankment and plateau