

FLAYBRICK MEMORIAL GARDENS  
CONSERVATION MANAGEMENT PLAN  
VOLUME THREE: MANAGEMENT  
POLICES AND ACTION PLAN  
CONSULTATION DRAFT  
MARCH 2018



## Eleanor Cooper

On behalf of Purcell ®

29 Marygate, York YO30 7WH

[eleanor.cooper@purcelluk.com](mailto:eleanor.cooper@purcelluk.com)

[www.purcelluk.com](http://www.purcelluk.com)

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# FLAYBRICK MEMORIAL GARDENS: CONSERVATION MANAGEMENT PLAN: VOLUME THREE: MANAGEMENT POLICIES AND ACTION PLAN

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## 4 MANAGEMENT POLICIES

### 4.1 A MEASURABLE AND DELIVERABLE WAY FORWARD

The strategy set out in the CMP for Flaybrick Memorial Gardens is based on eight key principles, which should form the basis for all decision-making.

- 1 Flaybrick Memorial Gardens will be managed strategically, founded on a consistent management plan for its conservation and enhancement.
- 2 Improvements and change will be implemented as part of a long-term programme of renewal, rather than a wholesale restoration.
- 3 All change will be grounded in a robust understanding of the site and its significance.
- 4 Proposed change should aim to conserve Kemp's original design intent, particularly changes that make it more legible.
- 5 Restoration or reinstatement of features should be grounded in evidence and any conflicts between this and ongoing management identified and managed.
- 6 The impact of proposed change should be assessed to understand the benefits or harm to significance.
- 7 The original function of the Cemetery should remain its primary use, whilst recognising the importance of secondary uses to increase enjoyment and understanding.
- 8 The original landscape, design and architecture will be celebrated and shared with visitors.

### 4.2 CONSERVATION POLICIES

The key policies relating to Flaybrick Memorial Gardens have been identified within this CMP, based on evaluation and analysis of the site. These overarching policies have been assigned deliverable and measurable actions within the main document.

#### A. LEGISLATION AND STATUTORY REQUIREMENTS

*The site is of national significance and is designated as a Grade II\* Registered Park and Garden, a Conservation Area and contains Listed Buildings. Great weight will be given to the site's conservation and any harm will require clear and convincing justification (NPPF, paragraph 132). Substantial harm to the site will be wholly exceptional.*

#### B. CONSERVATION OF SIGNIFICANCE

*All change will be informed by detailed research and investigation into the specific components or areas proposed for alteration and its identified significance. This robust understanding will ensure the potential impact of proposals is carefully considered against significance to ensure it conserves heritage interest through repair, restoration maintenance or management.*

#### C. SITE MANAGEMENT AND USE

*A strategic action plan for the long-term management of Flaybrick Memorial Gardens will be implemented in order to best conserve its authenticity and integrity and to retain it in its primary use as a cemetery and green space. The action plan will set out management policies for repair, maintenance, landscape management, planting, new uses, volunteer responsibilities and enhancing engagement. It will be accessible for all levels of site user and will be updateable for the future.*

#### D. VISITOR EXPERIENCE AND PUBLICITY

*The site will be accessible for the enjoyment of all, both physically and intellectually. Actions will be put in place that seek to increase engagement and a shared understanding of the site through new initiatives, interpretation and wider participation. New, uses that are complementary to the primary use of the site will be considered to encourage engagement and increase enjoyment to reinforce the significance for future generations.*

#### E. LANDSCAPE MANAGEMENT

*All landscape management decisions will conserve the authenticity and integrity of Kemp's original layout, views, planting and architectural design. Future maintenance and alterations will be based on a clear understanding of the original scheme. Proposals that erode this understanding will not be acceptable. Care should be taken to ensure minor and incremental changes do not have a cumulative negative impact. Careful consideration must be given to not replacing inappropriate planting when it fails (e.g. memorial trees).*

#### F. ENVIRONMENT, ARBORICULTURE AND ECOLOGY

*Management and proposed change on the site will promote biodiversity and conform to high horticultural and arboricultural standards. Conflicts between design integrity and biodiversity will be identified and managed. Climate change and energy conservation will be an important consideration as part of the on-going management strategy.*

#### G. SETTING AND VIEWS

*The setting and key designed views, to and from the site, will be preserved and enhanced through careful management of change. Planting, visitor facilities and public realm improvements will all have an impact on setting and views. Proposals for change will seek to restore historically significant views and enhance setting, including the boundaries of the site.*

#### H. CONDITION, MAINTENANCE AND REPAIR

*Conservation of the structures or landscape will be informed by the expertise of specialist contractors and carried out to high standards, using appropriate materials and skills, in accordance with statutory requirements and the high expectations of a Grade II\* Registered Park and Garden. Change will follow the principles of the minimum intervention, maximum retention of historic fabric, reversibility and legibility.*

#### I. FUNDING AND SUPPORT

*Seek to widen engagement at the site and celebrate its heritage by sharing understanding in order to increase support locally. Build on existing relationships with local and national stakeholders in order to increase opportunities for financial and human resources.*

#### J. CONSULTATION, ADOPTION AND REVIEW

*Wirral Borough Council will consult with key stakeholders, local people and interested parties to reach a consensus on the future direction of the site. This CMP and its associated action plan will be adopted and disseminated by the Council as the strategy document for all decision-making. This CMP will be reviewed and updated every five years.*

## 5 ACTION PLAN

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### A VISION FOR THE FUTURE OF FLAYBRICK MEMORIAL GARDENS

As owners of Flaybrick Memorial Gardens, Wirral Borough Council seek to conserve the communal and heritage interest of the site for the peaceful enjoyment of all. Flaybrick Memorial Gardens will be one of the finest examples of Victorian cemetery designs of international importance, where visitors can relax and enjoy calm tranquillity. The site is listed as a Grade II\* Registered Park and Garden, in recognition of its national importance, and its significant associations with notable local burials and the nationally-recognised designer Edward Kemp.

Flaybrick Memorial Gardens is at an exciting point in history, and Wirral Borough Council recognises the heritage and amenity value in this site for those who use it for commemoration or enjoyment as a green space. The commitment of Wirral Borough Council to the site is illustrated by their recent support for repairs to the listed historic chapels. A Conservation Management Plan (CMP) has also been commissioned by the council, in partnership with Historic England, to better understand the site and to put in place strategic policies and actions for future management of the site.

The future vision of Wirral Borough Council is to implement a long-term sustainable strategy for the site, which will conserve significance (the process of sustaining and enhancing heritage interest), provide a programme for management and set out deliverable actions to achieve this. The strategy for Flaybrick Memorial Gardens is based on eight conservation principles, which aim to conserve the original design intent of Kemp.

These principles and actions will allow the council leaders, operative staff and volunteers to make informed decisions at all levels – from replacement planting, to headstone repairs. They will also provide evidence for transparent decision-making, which can be scrutinised by statutory bodies, external funders and those responsible for other similar sites elsewhere.

The implementation of a coherent management strategy for the site will allow the wealth of understanding to be shared with those involved in its care, increase engagement of other interested parties, provide visitor interpretation and set parameters for the direction of volunteer support.

This document has been created following the adoption of the Flaybrick Memorial Garden CMP. It is created as a summary of the vision for the future plans for the site going forward. It is to be used as a basis of understanding for how to approach Flaybrick and these policies should be the underpinning principles for any future changes proposed at the site.

### 5.1 SUMMARY OF ACTIONS

The two overarching actions to be implemented as a priority within the next two years are:

- To adopt an agreed management structure setting out the roles and responsibilities of staff and volunteers.
- To produce a Management and Maintenance Plan that sets out cyclical tasks for staff and volunteers

Additional commissions that should be carried out within the next five years to inform the conservation of the site include:

- an access audit;
- a wayfinding audit;
- an interpretation strategy;
- a funding strategy; and
- a condition survey.

All decision-making beyond the cyclical actions set out in the Management and Maintenance Plan will require expert advice and specialist input in order to conserve the original design intent.

Following adoption of this CMP, a series of consultation exercises to capture opinion should be carried out. It is essential that the Action Plan and the policies within this CMP be adopted and have an 'owner' – someone who takes control of the plan, chases those responsible for carrying out its actions, reviews annually and updates every five years.

### 5.2 KEY TO THE ACTION PLAN: PRIORITY LEVELS

- 1 Items which should be carried out immediately (for completion within the next 12 months).
- 2 Items which should be carried out within the next two years.
- 3 Items which are cyclical or should be managed in perpetuity.
- 4 Items which are long-term aims and would be beneficial to carry out within the next five to ten years.
- 5 Items which should be carried out at the end of the life cycle of structures or landscape components.

## 5 ACTION PLAN

### A. LEGISLATION AND STATUTORY REQUIREMENTS

**Policy:** The site is of national significance and is designated as a Grade II\* Registered Park and Garden, a Conservation Area and contains Listed Buildings. Great weight will be given to the site's conservation and any harm will require clear and convincing justification (NPPF, paragraph 132). Substantial harm to the site will be wholly exceptional.

ACTION NO.	DEFINED ACTION	PRIORITY LEVEL	ACTION RESPONSIBILITY	UPDATE ON PROGRESS
<b>A1</b>	Wirral Borough Council will discharge its obligations under the Local Authorities Cemeteries Order 1977 to keep the Cemetery in good order and repair, including all buildings, walls and fences.	3	WBC	
<b>A2</b>	As part of any proposal for change, pre-application consultation with the local planning authority will be carried out in order to de-risk the planning process.	3	WBC	
<b>A3</b>	Consultation with statutory consultees such as Historic England and amenity societies such as The Gardens Trust will be carried out at an early stage to seek advice and agreement on proposals.	3	WBC	
<b>A4</b>	Ensure proposals for change are in line with local and national planning policy including an assessment of significance and the impact of proposals on this for each component. The public benefits of the scheme will be balanced against potential harm.	3	WBC	
<b>A5</b>	Statutory approval will be gained prior to any work requiring consent.	3	WBC	

## B. CONSERVATION OF SIGNIFICANCE

**Policy:** All change will be informed by detailed research and investigation into the specific components or areas proposed for alteration and its identified significance. This robust understanding will ensure the potential impact of proposals is carefully considered against significance to ensure it conserves heritage interest through repair, restoration maintenance or management.

ACTION NO.	DEFINED ACTION	PRIORITY LEVEL	ACTION RESPONSIBILITY	UPDATE ON PROGRESS
<b>B1</b>	Research will be carried out in detail into specific areas proposed for change. This will be used to update the CMP periodically.	3	WBC and Friends of Flaybrick Memorial Gardens	
<b>B2</b>	Proposed change should be the minimum necessary and where possible and appropriate, alterations should be carried out in a way that is reversible.	3	WBC	
<b>B3</b>	Decisions for conservation and reinstatement will be based on the principle of reinstating Kemp's mixed-style design intent, formal planting and informal landscaping.	3	WBC	
<b>B4</b>	New work or additions to the site will enhance rather than detract from the historic character and significance of the site. Intrusive features will be addressed as part of an on-going programme of replacement and restoration.	3	WBC	
<b>B5</b>	Where change is proposed that has the potential to adversely affect the significance of the site, consideration will be given to the necessity of this and ways to mitigate this impact through heritage and public benefits.	3	WBC	
<b>B6</b>	Any necessary loss of historic design or fabric will be mitigated through a detailed recording exercise prior to removal.	3	WBC and Friends of Flaybrick Memorial Gardens	
<b>B7</b>	Buried archaeology, particularly human remains in marked or unmarked graves, will be considered as part of any proposals for the site including new planting and repairs to structures.	3	WBC with partners	
<b>B8</b>	Archaeological evaluation and investigations will be carried out prior to the commencement of any work with the potential to disturb buried remains.	3	WBC with partners	

## 5 ACTION PLAN

### C. SITE MANAGEMENT AND USE

**Policy:** A strategic action plan for the long-term management of Flaybrick Memorial Gardens will be implemented in order to best conserve its authenticity and integrity and to retain it in its primary use as a cemetery and green space. The action plan will set out management policies for repair, maintenance, landscape management, planting, new uses, volunteers and enhancing engagement. It will be accessible for all levels of site user and will be updateable for the future.

ACTION NO.	DEFINED ACTION	PRIORITY LEVEL	ACTION RESPONSIBILITY	UPDATE ON PROGRESS
<b>C1</b>	A document setting out the roles and responsibilities for employees and volunteers (memorandum of understanding) will be produced to ensure high-level conservation principles and policies are understood prior to projects or works on site.	1	WBC	
<b>C2</b>	Wirral Borough Council will continue to commit both people and financial resourcing to the site in order to sustain it in the future due to its nationally-recognised significance.	1/3	WBC	
<b>C3</b>	A Management and Maintenance Plan for the site will be produced, setting out weekly, monthly, annual and periodic tasks that should be carried out across the year. This will be based strongly upon the intention to sustain and enhance Kemp's original design as the underlying vision.	1	WBC	
<b>C4</b>	Volunteers and staff will be engaged to support the council and their aim of sustaining and enhancing the site. They will be provided with the supervision and support needed to best sustain the significance of the site.	3	WBC and Friends of Flaybrick Memorial Gardens	
<b>C5</b>	Ensure vandalism and anti-social behaviour is reported and its impact on the site monitored.	1-2	All/WBC	
<b>C6</b>	The gates to the site will continue to be locked at dusk to maintain a secure site and reduce vandalism.	3	WBC	
<b>C7</b>	Risk assessments will be in place prior to work parties on site to ensure good working practices.	1/3		

#### D. VISITOR EXPERIENCE AND PUBLICITY

**Policy:** The site will be accessible for the enjoyment of all, both physically and intellectually. Actions will be put in place that seek to increase engagement and a shared understanding of the site through new initiatives, interpretation and wider participation. New uses that are complementary to the primary use of the site will be considered to encourage engagement and increase enjoyment.

ACTION NO.	DEFINED ACTION	PRIORITY LEVEL	ACTION RESPONSIBILITY	UPDATE ON PROGRESS
D1	An interpretation strategy will be produced to underpin decision-making and for sharing understanding and engaging with visitors. This will utilise historic research, plans, photographs and the knowledge of volunteers.	2	WBC	
D2	An access audit will be produced to identify issues and areas for improvement. This will ensure the accessibility requirements of all users are met.	1	WBC	
D3	The lost network of paths in the Roman Catholic area will be reinstated in order to improve public access.	4	WBC	
D4	An annual programme of activities on set dates will be produced for events such as Heritage Open Days, guided tours and talks.	1	WBC and Friends of Flaybrick Memorial Gardens	
D5	A review of the online presence of Flaybrick Memorial Gardens will be carried out to increase engagement and ensure information is updated in a timely manner.	1	WBC and Friends of Flaybrick Memorial Gardens	
D6	A social media strategy will be reviewed for the Cemetery. Awareness of marketing and publicity strategies should be maintained in order to increase awareness of the site.	2	WBC and Friends of Flaybrick Memorial Gardens	
D7	On-site interpretation will be improved as part of the interpretation strategy to help visitors understand the environmental, landscape and heritage values of the site and its unique features.	1	WBC and Friends of Flaybrick Memorial Gardens	
D8	Wayfinding on-site will be improved to help visitors navigate the site, in a way that does not impact on aesthetic interest. A wayfinding audit should be produced to support this.	1	WBC and Friends of Flaybrick Memorial Gardens	

## 5 ACTION PLAN

### E. LANDSCAPE MANAGEMENT

**Policy:** All landscape management decisions will conserve the authenticity and integrity of Kemp's original layout, views, planting and architectural design. Future maintenance and alterations will be based on a clear understanding of the original scheme. Proposals that erode this understanding will not be acceptable. Care should be taken to ensure minor and incremental changes do not have a cumulative negative impact.

ACTION NO.	DEFINED ACTION	PRIORITY LEVEL	ACTION RESPONSIBILITY	UPDATE ON PROGRESS
E1	Historic distinctions between the landscape character areas will be maintained and any key elements of Kemp's design that have been eroded will be reinstated or improved as appropriate.	3/4	WBC	
E2	All existing paths and visitor routes will be maintained to ensure inclusive access as far as is practical given the historical significance of the site..	3	WBC	
E3	Maintain the landscape in good order to improve visitor safety and visibility, to support positive uses of the site and reduce anti-social behaviour.	2	WBC and Friends of Flaybrick Memorial Gardens	
E4	A selective programme of shrub and self-seeded tree removal work will be undertaken, informed by historic planting plans in order to sustain and enhance the original Kemp design intent.	4/5	WBC and Friends of Flaybrick Memorial Gardens	
E5	A suitable programme of succession planting will be implemented, informed by understanding of the original design intent.	4/5	WBC and Friends of Flaybrick Memorial Gardens	
E6	The actions set out within the Management and Maintenance Plan will be implemented in line with required frequencies set out in the plan.	1/3	WBC and Friends of Flaybrick Memorial Gardens	
E7	Proposals for works that seek to restore or reinstate historic elements beyond the scope of the Management and Maintenance Plan will be created with the input of expert advice.	4/5	WBC	
E8	New landscape components will not be introduced to the site in areas of identified significance without a clear understanding of the impact and expert advice.	3	WBC and Friends of Flaybrick Memorial Gardens	
E9	The arboretum feature will be managed as a valued and well-used attraction of the memorial gardens, this will include removal of inappropriate tree specimens (as set out in the CMP) and further interpretation.	4	WBC and Friends of Flaybrick Memorial Gardens	
E10	The condition of grass will be improved to enhance the general appearance and the setting of monuments and memorials.	2	WBC and Friends of Flaybrick Memorial Gardens	

## F. ENVIRONMENT, ARBORICULTURE AND ECOLOGY

**Policy:** Management and proposed change on the site will promote biodiversity and confirm to high horticultural and arboricultural standards. Conflicts between design integrity and biodiversity will be identified and managed. Climate change and energy conservation will be an important consideration as part of the on-going management strategy.

ACTION NO.	DEFINED ACTION	PRIORITY LEVEL	ACTION RESPONSIBILITY	UPDATE ON PROGRESS
<b>F1</b>	The recommendations made for the specific trees in the Tree Survey schedule should be adopted and implemented.	2	WBC and Friends of Flaybrick Memorial Gardens	
<b>F2</b>	All arboricultural works should be carried out by experienced and qualified arboricultural personnel and should comply with BS3998:2010 'British Standard Recommendations for Tree Work'	3	WBC	
<b>F3</b>	A programme of cherry tree removal and holly tree replacement will be carried out along formal avenues as the trees reach the end of their lives to reinstate the original design.	5	WBC and Friends of Flaybrick Memorial Gardens	
<b>F4</b>	Appropriate wildlife habitats will be maintained and created, using native species or those from the original planting scheme where appropriate.	3	WBC and Friends of Flaybrick Memorial Gardens	
<b>F5</b>	Improvements to biodiversity will be implemented as part of the Management and Maintenance Plan, such as wildflower meadows, shrub and herbaceous planting where appropriate and providing bat and bird boxes. Conflicts with historic significance will be identified and managed.	4	WBC and Friends of Flaybrick Memorial Gardens	
<b>F6</b>	The use of pesticides will be minimised and clearly justified, and the non-use of horticultural peat will continue.	3	WBC	
<b>F7</b>	Green waste will be recycled for reuse.	1	WBC and Friends of Flaybrick Memorial Gardens	
<b>F8</b>	An environmental charter will be produced, adopted and reviewed regularly, setting out high horticultural, environmental and arboricultural standards.	2	WBC and Friends of Flaybrick Memorial Gardens	
<b>F9</b>	Climate change and energy efficiency measures will be considered as part of any proposals for change on the site.	3	WBC and Friends of Flaybrick Memorial Gardens	

## 5 ACTION PLAN

### G. SETTING AND VIEWS

**Policy:** The setting and key designed views, to and from the site, will be conserved through careful management of change. Planting, visitor facilities and public realm improvements will all have an impact on setting and views. Proposals for change will seek to restore historically significant views and enhance setting, including the boundaries of the site.

ACTION NO.	DEFINED ACTION	PRIORITY LEVEL	ACTION RESPONSIBILITY	UPDATE ON PROGRESS
<b>G1</b>	The key long-distance views identified in the CMP, for example those from the Cemetery to Birkenhead, Liverpool and across Mersey, will be protected and where appropriate, enhanced through new or reinstated design. This may require selective tree removal to reinstate the original design intent.	4	WBC and Friends of Flaybrick Memorial Gardens	
<b>G2</b>	The key internal views across the site will be protected and where appropriate, enhanced by restoring lost views. This will be carried out through selective clearance and planting to frame or screen views.	4	WBC and Friends of Flaybrick Memorial Gardens	
<b>G3</b>	Miscellaneous street furniture items that detract from the designed landscape will be removed. Any replacement boundary fencing will be in keeping with the heritage significance of the gardens. Street furniture and lighting will be carefully considered in order not to detract from key views and setting.	4	WBC	
<b>G4</b>	The council will work in partnership with the Local Housing Association to implement improvements to the external streetscape at Naylor Road to the Northern boundary.	2	WBC	

## H. CONDITION, MAINTENANCE AND REPAIR

**Policy:** Conservation of the structures or landscape will be informed by the expertise of specialist contractors and carried out to high standards, using appropriate materials and skills, in accordance with legal requirements and the high expectations of a Grade II\* Registered Park and Garden. Change will follow the principles of the minimum intervention, maximum retention of historic fabric, reversibility and legibility.

ACTION NO.	DEFINED ACTION	PRIORITY LEVEL	ACTION RESPONSIBILITY	UPDATE ON PROGRESS
H1	A condition survey of the site will be carried out every five years to ensure the repair and landscape management needs of the site are fully understood. This will encompass the structures and landscape elements.	4	WBC	
H2	Memorials and tombs will be assessed as part of the condition survey in order to assess the need for practical intervention, in line with national guidance.	3	WBC	
H3	The conservation principles set out in this CMP will underpin any decisions relating to repair, alterations or improvements.	3	WBC	
H4	Hard surfacing within the Cemetery, forming the path network intrinsic to Kemp's design, will be maintained to a high standard of physical repair and in a style that fits the heritage setting.	3	WBC	
H5	A programme of regular inspection and clearance works will be carried out to the quarry face within the site to ensure structural integrity and to retain the distinct character of the area.	3	WBC	
H6	The refurbished chapels will be periodically inspected to ensure condition remains good. Proposals for suitable uses will be considered as part of wider discussions for the site.	3/4		

## 5 ACTION PLAN

### I. FUNDING AND SUPPORT

**Policy:** Seek to widen engagement at the site and celebrate its heritage by sharing understanding in order to increase support locally. Build on existing relationships with key local and national stakeholders in order to increase opportunities for financial and human resources.

ACTION NO.	DEFINED ACTION	PRIORITY LEVEL	ACTION RESPONSIBILITY	UPDATE ON PROGRESS
<b>11</b>	Relationships will be forged and strengthened with local and national organisations (such as the neighbouring Birkenhead Park), amenity societies, business and educational organisations (including the neighbouring schools, Bidston Hill Friends and the Tam O'Shanter Farm), to encourage practical and financial support and help raise the partnership and the project profile.	3	WBC and Friends of Flaybrick Memorial Gardens	
<b>12</b>	A funding strategy will be produced, setting out the revenue streams for the maintenance of the site, including commitments to internal council funding for staff, local fund-raising, private donors and external funding bodies.	2	WBC and Friends of Flaybrick Memorial Gardens	
<b>13</b>	Local and national stakeholders will be kept updated with news from the site, and informed about proposals or projects as they develop. Drawing on their support as needed.	3	WBC and Friends of Flaybrick Memorial Gardens	

## J. CONSULTATION, ADOPTION AND REVIEW

**Policy:** Wirral Borough Council will consult with key stakeholders, local people and interested parties to reach a consensus on the future direction of the site. The CMP and its associated action plan will be adopted and disseminated by the Council as the strategy document for all decision-making. The CMP will be updated every five years.

ACTION NO.	DEFINED ACTION	PRIORITY LEVEL	ACTION RESPONSIBILITY	UPDATE ON PROGRESS
J1	Consultation will be carried out with local and national stakeholders on the CMP and its outcomes.	I	WBC	
J2	Wirral Borough Council will adopt and disseminate this CMP.	I	WBC	
J3	Wirral Borough Council will implement the actions within the CMP, which will be regularly reviewed and updated.	I/4	WBC	
J4	Consultation will be carried out with local people and key stakeholders as part of an agreed engagement strategy with a series of workshops and online surveys.	I	WBC and Friends of Flaybrick Memorial Gardens	
J5	A consultation or design exercise will be carried out to gain people's comments on suggestions for suitable use of the chapels, drawing on the momentum of the recent repairs.	I	WBC	
J6	Regular consultation will be carried out to further understand the public perceptions of the site and how these can be enhanced.	I	WBC and Friends of Flaybrick Memorial Gardens	

