

## ITEM NO:25

<b>DECISION-MAKER:</b>	CABINET		
<b>SUBJECT:</b>	CENOTAPH MEMORIAL WALL.		
<b>DATE OF DECISION:</b>	15 MARCH 2010		
<b>REPORT OF:</b>	CABINET MEMBER FOR LEISURE, CULTURE AND HERITAGE		
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### STATEMENT OF CONFIDENTIALITY

NOT APPLICABLE

### SUMMARY

An inspection of the Lutyen's Cenotaph has revealed erosion of the Portland limestone and inscribed Roll of Honour. Due to the high cost of re-inscription a new war memorial is proposed to be set alongside the Cenotaph.

Developed, in partnership with Southampton & Fareham Chamber of Commerce and The Royal British Legion, the proposed Cenotaph Memorial Wall will commemorate the men and women of Southampton who gave their lives serving in the Armed Forces or Merchant Navy during the Great War, World War II and post 1945 conflicts.

The Cenotaph and its setting is listed as a Grade II\* monument by English Heritage. It stands within the boundary of West Park, which forms part of Central Parks and is registered as Common Land (CL3) under the Commons Registration Act 1965. Any restricted work upon the site is subject to the consent of the Secretary of State for the Environment, Food & Rural Affairs under Section 38 of the Commons Act 2006.

Cabinet approval is required to submit a Section 38 application for consent to carry out works to place the proposed Cenotaph Memorial Wall.

### RECOMMENDATIONS:

- (i) That Cabinet authorises officers of the City Council to apply to the Secretary of State under Section 38 of the Commons Act 2006 for consent to carry out works on registered common land (West Park) to place the proposed Cenotaph Memorial Wall.
- (ii) To delegate authority to the Executive Director of Neighbourhoods, in consultation with the Solicitor to the Council, to do anything necessary to support the proposals within the report
- (iii) Subject to the successful consent of the Secretary of State to carry out the works proposed to delegate authority to the Executive Director of Neighbourhoods in consultation with the Chief Financial Officer to approve the proposed Cenotaph Memorial Wall and add to the Neighbourhoods Capital Programme.

## **REASONS FOR REPORT RECOMMENDATIONS**

1. To authorise officers of the City Council to apply to the Secretary of State for consent to site the proposed Cenotaph Memorial Wall on common land.
2. To authorise officers of the City Council to assist others in securing external funding to enable construction work to be carried out on common land, subject to the consent of the Secretary of State.
3. To ensure the successful delivery of the proposed Cenotaph Memorial Wall by the City Council, working in partnership with Southampton & Fareham Chamber of Commerce and The Royal British Legion.

## **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

4. To not apply to the Secretary of State for consent to carry out works on common land (West Park) would expose the City Council to legal challenge.
5. To not proceed would result in a failure to meet the aspirations of Cabinet and residents.
6. To not secure additional funding could result in a greater reliance upon City Council budgets.

## **CONSULTATION**

7. In November 2009 English Heritage upgraded the Listed Building designation of the Cenotaph and its setting to Grade II\*. West Park itself is separately listed Grade II in the Register of Parks & Gardens. As the proposed Cenotaph Memorial Wall will require Listed Building Consent, the project officer has formally consulted with English Heritage at concept (Aug 09) and detailed design stages (Jan 10). David Brock, Historic Buildings Inspector, (South East Region) is prepared to support an application for Listed Building Consent.
8. Meetings have taken place with those City Council departments whose involvement in the planning, design, delivery and maintenance of the proposed memorial wall is essential to its success. Heritage Conservation is particularly supportive of the proposal as it is considered to complement the Cenotaph and demonstrate sensitivity and regard for its setting.
9. The Archaeology Unit has confirmed that any excavation of the site will require a watching brief.
10. Open Spaces has been involved in agreeing the general arrangement and setting out of the memorial wall to ensure views of the park are unaffected and existing seating is retained. Open Spaces manages and maintains the hard and soft landscaping that surrounds the Cenotaph and will take on the day-to-day responsibility for the memorial wall.
11. The Local Planning Authority has been consulted and its advice is that the proposed Cenotaph Memorial Wall does not require planning permission.
12. The City of Southampton Society, a registered charity dedicated to the conservation and preservation of the City's historic buildings, parks and public spaces, has commented upon and expressed support for concepts (Sept 09) and detailed designs (Jan 10).

13. Southampton Commons and Parks Protection Society aims to protect the city's parks and green spaces from any damaging activity or development. The society has viewed detailed designs (Jan 10) and confirmed it would support any applications required.
14. The Open Spaces Society is a statutory consultee of Section 38 applications. The society's Local Correspondent has viewed concepts (Sept 09) and detailed designs (Jan 10).
15. The Secretary of the Merchant Navy Association (Solent Branch) has viewed concept designs (Sept 09) and has assisted in compiling the Roll of Honour for the Great War and World War II.
16. The proposed detailed design, including model and full height sample, was publicly exhibited at the Civic Centre during 1<sup>st</sup> – 5<sup>th</sup> February 2010. Visitors had an opportunity to comment upon the design and enquire into the inclusion of service personnel within the Roll of Honour.
17. A feature promoting the memorial wall and public exhibition is published in the February/March issue of City View.
18. A media campaign building upon the success of past coverage is to be co-ordinated by the City Council's Communications team.

## **DETAIL**

19. Southampton City Council, in partnership with Southampton & Fareham Chamber of Commerce and The Royal British Legion, has commissioned the glass artist, Martin Donlin and Proto Studios to design a new war memorial to be set alongside the Cenotaph in West Park. The proposed Cenotaph Memorial Wall will commemorate the men and women at the time of their death living in Southampton, who gave their lives serving in the Armed Forces or Merchant Navy during the Great War 1914-1918, World War II or post 1945 conflicts.
20. A recent inspection of the Lutyens' Cenotaph revealed significant erosion of the Portland limestone and inscribed Roll of Honour. The high cost of re-inscription was the impetus to create a new memorial that would preserve all Cenotaph names and honour the memory of others. Two concepts were produced, one in Portland limestone, the other in toughened and laminated glass. Both were presented to English Heritage, City Council officers, key stakeholders and interested parties. The glass concept was selected for development.
21. The proposed detailed design features 2 glass walls, one set to the north, the other to the south side of the Cenotaph. Each wall comprises 4 clear float, toughened and laminated glass panels 2.85m long x 1.2m high x 32mm thick, set into a 300mm high Portland limestone base (overall height 1.5m). All edges are polished and drilled with a nominal 6mm radius at the corners. The surface is treated with a polymer clear shield coating to maintain a sparkle finish. The Roll of Honour is sandblast etched on the outer face of the glass. Each panel features 464 names set over 8 columns (3,712 in total). The capital letter height is 10mm with the text set 450mm from ground level. Site tests indicate this scale has legibility at 4m. A screen printed, monochromatic texture on the inside face affords greater definition

22. The glass panels are easily cleaned using proprietary solvents and a high pressure jet wash. If damaged, individual panels can be replaced at an estimated cost of £8K. Should any additional names for the Roll of Honour be identified post completion, these may be etched on site.
23. The Royal British Legion, Commonwealth War Graves Commission and Merchant Navy Association have assisted in the research of the Roll of Honour. The general criterion for inclusion of names is 'all armed service personnel, including the Merchant Navy, from the City of Southampton killed in action during the Great War 1914-1918, World War II or subsequent conflicts from 1945 to the present day.' To date 2,238 Great War names have been identified, including 1,992 from the Cenotaph Roll, and 906 names from WWII. The Roll of Honour for post 1945 conflicts is to be collated through public nomination.
24. The Cenotaph and its setting is listed a Grade II\* monument by English Heritage. It also stands within the boundary of West Park which is separately listed Grade II in the Register of Parks and Gardens. The proposed Cenotaph Memorial Wall is therefore subject to Listed Building Consent and Section 38 Consent under the Commons Act 2006.
25. The cost of the Cenotaph Memorial Wall is £137K. A campaign to raise funds for construction has been launched. The City Council has committed £50K and nearly £10K has been raised to date through the Memorial Wall Appeal Fund. Project completion is scheduled for autumn 2011.
26. A project programme is available within the Member's Meeting Room. The 20 month programme runs from design concept through to legal/statutory approvals to build. The project is currently at Task 40 and is on schedule. The estimated construction period is 24 weeks. Subject to planning consents and site archaeology, practical completion is planned for November 2011.

## **FINANCIAL/RESOURCE IMPLICATIONS**

### **Capital**

27. To date, the cost to the Leisure & Culture Division of delivering the concept and detailed design stages of the proposed Cenotaph Memorial Wall, including the public exhibition is £11,300
28. The cost of implementing the reports recommendations is included in Appendix 1. If the Secretary of State grants consent following the Financial Procedure Rules B.23 and B.26 request authorisation by the Executive Director of Neighbourhoods following consultation with the Cabinet Member, Policy Co-ordinator and Chief Financial Officer to add the Cenotaph Memorial Wall project to the Neighbourhoods Capital Programme as detailed in recommendation (iii).
29. The City Council has publicly committed £50K, spread over two financial years (2010/11 & 2011/12), towards the delivery of the Cenotaph Memorial Wall. The £50k will be absorbed within existing Leisure, Culture and Heritage budgets.

30. Southampton & Fareham Chamber of Commerce and The Royal British Legion are activity leading on fundraising. As of 22<sup>nd</sup> January 2010 the Memorial Wall Appeal Fund has received £9,508.87 from private individuals and companies. A further £77,500 is required.

### **Revenue**

31. If progressed, the Cenotaph Memorial Wall will be owned by the City Council and managed by Open Spaces as part of its city wide parks and open spaces portfolio. The annual maintenance and inspection costs detailed below will be absorbed within existing budgets.

#### **Maintenance Costs**

Routine site cleaning/inspection	weekly	no additional cost
Cleaning of glass/stone base	quarterly	2,000
Re-application of polymer coating	annual	1,000
Structural inspection	annual	500

#### **TOTALS**

**3,500**

### **Property**

32. The proposed Cenotaph Memorial Wall has been developed as a public art commission. If progressed, it will be project led by Leisure Services and delivered by the glass artist, Martin Donlin and Proto Studios in accordance with a contract issued by the City Council.
33. On completion the memorial wall will form part of the City Council's asset register.

### **Other**

34. None

### **LEGAL IMPLICATIONS**

#### **Statutory power to undertake proposals in the report:**

35. The status of the West Park as common land means an application to the Secretary of State under section 38 of the Commons Act 2006 for permission to carry out works is necessary.

#### **Other Legal Implications:**

36. The Cenotaph and its setting is listed a Grade II\* monument by English Heritage. West Park forms part of Central Parks which is separately listed Grade II on English Heritage's Register of Historic Parks and Gardens. The proposed Cenotaph Memorial Wall will require Listed Building Consent.
37. The conservation of the parks is of national importance and development is not permitted which would detract from their character or historic value (HE5 Local Plan Review). The Local Planning Authority has confirmed that the proposed Cenotaph Memorial Wall does not impact upon the physical environment of the site or the quality and character of Central Parks, and planning permission is not required.

- 38. In making any application, regard will need to be given to the provisions of the Hampshire Act 1983.
- 39. The proposed Cenotaph Memorial Wall would contribute to the City Council's duty under Section 17 of the Crime & Disorder Act 1998 by making the site in and around West Park safer due to increased public use. Consideration has also been given to how the design and setting out of the structure can assist in reducing instances of vandalism, misuse and abuse.

**POLICY FRAMEWORK IMPLICATIONS**

- 40. The proposed Cenotaph Memorial Wall is consistent with the City Performance Plan, Medium Term Plan, and Housing & HRA Business Plan.

**SUPPORTING DOCUMENTATION**

**Non-confidential appendices are in the Members' Rooms and can be accessed on-line**

**Appendices**

1.	Breakdown of costs
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**Documents In Members' Rooms**

1.	Plans and visualisations
2.	Project Programme

**Background Documents**

Title of Background Paper(s)

Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)

1.	None	
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**Background documents available for inspection at:** N/A

**KEY DECISION?** No

<b>WARDS/COMMUNITIES AFFECTED:</b>	Bargate
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