

Cheltenham Borough Council

Cabinet – 16th June 2015

War Memorial Restoration – Conservator’s Report

Accountable member	Councillor John Rawson, Deputy Leader of the Council and Cabinet Member for Finance
Accountable officer	Pat Pratley, Deputy Chief Executive
Ward(s) affected	All
Key Decision	Yes
Executive summary	<p>As part of the War Memorial restoration project a conservator has been commissioned. The conservator’s role has been, initially, to review the state of the Memorial, identify options for its restoration and recommend the most appropriate approach to take. A budget of £100k to go towards the cost of restoration work has previously been approved by Council.</p> <p>The conservator has delivered his report, with recommendations and estimated costs, to the project team (Appendix A)</p>
Recommendations	<p>Cabinet is requested to approve the following recommendations</p> <ol style="list-style-type: none">1. To undertake a tender process to procure a contractor to restore the War Memorial based on the recommendations made in the conservator’s report.2. To inscribe additional names on the War Memorial using proposed eligibility criteria detailed in the conservator’s report and as outlined in section 4.2.2 of this report.3. To endorse the basic maintenance works programme as outlined in the conservator’s report.
Financial implications	<p>A budget of £100,000 was allocated by Council in the 2013/14 Revenue Outturn report towards the memorial restoration. The estimate of costs is within the approved budget.</p> <p>The costs of the ongoing maintenance plan will be met from the Programme Maintenance Reserve once built into the 10 year maintenance programme.</p> <p>Contact officer: Nina Philippidis, Accountant nina.philippidis@cheltenham.gov.uk, 01242 264121</p>

Legal implications	<p>Ensure the tender process complies with the Council's Contract Rules and enter into a contract with the successful tenderer. Ensure that the council has obtained listed building consent and planning permission as necessary.</p> <p>Contact officer: Sarah Halliwell, Senior Legal Assistant Sarah.Halliwell@tewkesbury.gov.uk, 01684 272692</p>
HR implications (including learning and organisational development)	<p>No direct HR implications arising from the content of this report</p> <p>Contact officer: Julie McCarthy HR Manager, GO Shared Services julie.mccarthy@cheltenham.gov.uk, 01242 264355</p>
Key risks	<p>If the public are unaware of adverse impact of annual cleaning the Memorial the perception may be that the Council are being disrespectful to the memory of the fallen.</p> <p>If the recommended maintenance schedule is not adopted then longevity of War Memorial may be compromised</p> <p>If skilled craftsmen are not available to complete the work within timescales then 11/11/18 deadline for completion may be missed.</p>
Corporate and community plan Implications	<p>The restoration of the War Memorial has been identified as one of the priority outcomes within the Council's corporate strategy to ensure 'Cheltenham's environmental quality and heritage is protected, maintained and enhanced' (env5)</p>
Environmental and climate change implications	<p>The process for the restoration of the War Memorial is driven by conservation requirements to ensure the longevity of the Memorial, but it is noted that the recommended cleaning method is to use only superheated steam rather than chemicals, which is welcomed. Other small environmental gains may be made during the project, for example from purchasing steel flashing which has recycled content and considering the type of bulb used in the new lantern heads.</p> <p>Contact officer: Gill Morris, Climate Change and Sustainability Officer, Gill.Morris@cheltenham.gov.uk, 01242 264229</p>
Property/Asset Implications	<p>The proposed works are effectively the second phase of works to the memorial.</p> <p>The conservator's recommended maintenance plan will be a condition of any external funding that maybe secured and will be incorporated into the 10 year maintenance programme.</p> <p>Contact officer: David Roberts, Head of Property Services, David.Roberts@cheltenham.gov.uk, 01242 264151</p>

1.0 Background

- 1.1 The War Memorial, which is a curtilage listed structure, has been and continues to be a significant feature within the townscape of Cheltenham, not only for public remembrance and civic occasions but also as a focal point for members of the community to pay personal tributes.
- 1.2 The War Memorial was unveiled on 21st October 1921, and commemorates 1284 Cheltonians who lost their lives during World War 1. Over the intervening years the stone carving has become increasingly worn and is now in need of some attention.
- 1.3 In July 2014 CBC commenced some refurbishment work on the site surrounding the Memorial. This included:
- Remedial repairs and cleaning of the balustrade stonework
 - Improvements to surface-water drainage
 - Replacement of hard-standings (paving) within the curtilage of the balustrades
 - New lighting scheme
- Work was completed in September 2014.
- 1.4 The Council now wishes to continue with the restoration of the Memorial, the objective being to:
- Restore the 1284 names currently carved on to the cenotaph
 - Restore the stone carvings on the cenotaph
 - Restore four existing bases to lanterns and reinstate four new, historically accurate, lanterns tops
 - Add the names of Cheltonians who died during the WW1 conflict and are not currently named on the cenotaph
 - Ensure that the nature of the restoration and future maintenance helps towards safeguarding the longevity of the War Memorial as a focus of remembrance and commemoration in the future.
- 1.5 The Council has allocated £100k from 2013/14 budget savings for the restoration, approved at the Council meeting of 21 July 2014.

2.0 Recent Activity

- 2.1 In March of this year CBC engaged accredited conservator's, Odgers Conservation Consultants (OCC), who have previously worked closely with the War Memorials Trust, particularly as authors of their guide entitled 'Advice On Maintenance Of War Memorials'. OCC have also undertaken restoration work on the Cenotaph at Whitehall.
- 2.2 OCC's role for CBC includes the development of the restoration project, management of the restoration contractor and production of a detailed maintenance schedule, should approval be given to move forward. They have initially been working with the Council to understand the War Memorial's history, structure and current condition and to develop options for restoration, This has involved investigations into archive material, physical survey and utilising experience of similar memorials. The outcome of this work has been to compile a report to present the

necessary information regarding the condition of the memorial, to explain the various options to be considered and recommended approach (Appendix A).

- 2.3 The report details how the Memorial came to be erected, describes the structure, the materials and the condition of each section and lettering. Greater detail on historic information and current state of the War Memorial can be found in sections 1-8 of the conservator's report (**Appendix 2**)

3.0 Options

- 3.1 OCC have described what can be achieved during the proposed restoration, as follows:

- Production of a detailed assessment and understanding of existing and future issues faced by the Memorial
- Establishment of the correct methodology to ensure the condition of the Memorial is as good as it can be, given that it is constructed of a natural material that will continue to weather
- Ensuring the highest quality of work is carried out.

- 3.2 They have, however, pointed out that there can be no guarantee that the current restoration activity alone will safeguard the longevity of the Memorial, without future regular maintenance and repair. This point has been highlighted in the key risks of this report

- 3.3 The report considers a number of potential options with regard to restoration, in section 9. Based on the experience of OCC, a proposed scheme of work has been identified from these options and is outlined in the summary, section 11. The recommended scheme has been made in the context of listed building considerations and grant aid opportunities to ensure that neither is compromised.

4.0 Conservator's Recommendations

- 4.1 From the options identified, the conservator has recommended the following approaches;

4.1.1 Structural Intervention

Cut out spalled stonework, remove underlying cramps and indent new stone

4.1.2 Mitigating Causes of Decay

Increase periods between cleaning
Use only superheated steam for cleaning
Insertion of rigid steel flashing above the inscription panels.

Note: The conservator recommends that an example flashing is produced and seen, in situ, prior to decision on its inclusion in the restoration work, being approved.

4.1.3 Restoration of Lanterns

Design and provide patterns for new lantern heads, based on archive evidence
Manufacture and install 4 lantern heads

4.1.4 Stonework Conservation

Various treatments to repair damage to stone cracks, joints and carvings
Clean stonework
Apply shelter coating to reduce further weathering

4.1.5 Maintenance

Undertake recommended maintenance programme appropriate to the restoration approach, the detail of which will be agreed with the conservator during restoration. The basic maintenance schedule proposed in the report, is as follows:

Maintenance Activity	Regularity
Cleaning with DOFF or Thermatech superheated steam cleaner	Two to three years
Re---application of shelter coat	Five to six years
Assessment and repair of stonework including pointing, mortars	Five to six years
Continued treatment of lettering	Five to six years

Maintenance should be let as a term contract to a suitably experienced contractor with a proven track record.

Cabinet is therefore requested to endorse the basic maintenance works programme as outlined in the conservator's report (Recommendation 3).

4.1.6 Restoration of Lettering

A variety of approaches are proposed, depending on the current state of each letter, these include:

Removal of the re-painting
Removal of resin
Re-cutting/sharpening letters
Re-filling letters with mortar

Note: The conservator recommends that small scale trials to be carried out on specified test area to identify precise techniques, provide more accurate pricing information and set realistic expectation for the Council. These test areas could be viewed by councillors prior to undertaking full restoration activity.

4.2 **New Inscriptions**

4.2.1 Considerable work has been carried out by Gloucestershire Family Archives and a local historian into establishing whether the names on the memorial are an accurate record of those Cheltonians who lost their lives in World War 1 and it is believed that a number of names are missing. The original eligibility criteria, detailed within the Council minutes of 1919 and as designated by CWGC at the time, was as follows:

- Men fallen whilst engaged in active service during WW1 or who lost their life from injuries sustained in active service up until 31st August 1921

- Born or resided within the Borough of Cheltenham.

4.2.2 As explained in the OCC report (section 6 – New Inscriptions)

After consultation with the War Memorials Trust, War Graves Commission and project stakeholders, the project team wish to expand the criteria to include women and those who were born or resided within the current town boundary, unless their names are featured on memorials elsewhere. Advice received from the War Memorials Trust indicated that the following evidence must be in place:

- A copy of a military record
- A copy of an official birth, death or marriage certificate
- Confirmation that the individual is not commemorated on another local war memorial.

4.2.3 There are currently 8 additional names which will require inscribing on the memorial. On 19 May the Council launched a public appeal in an attempt to identify any other Cheltonians who are eligible to have an inscription added.

4.2.4 If Cabinet is minded to support the recommendation proposing additional names be added to the War Memorial, OCC has recommended the inscriptions be added on the lower part of the west elevation, where there have been an additional 31 names added previously.

4.2.5 **Cabinet is therefore recommended to approve the inscription of additional names on the War Memorial using proposed eligibility criteria detailed within the conservator's report and as outlined in section 4.2.2 of this report (Recommendation 2).**

5.0 Estimated Cost of Recommended Proposal

5.1 OCC has provided an estimated cost of works which is within the budget allocation made by Council. The details of these costs are attached in **exempt Appendix 3**.

5.2 Should the recommendations of the report be approved by Cabinet, the next steps will be as follows:

Conservator to prepare scope of works and schedule of services

Conservator to prepare project execution plan in discussion with CBC

Conservator to produce tender documents to be used by CBC to independently procure consultants and others as detailed in report.

5.3 **Cabinet is therefore recommended to approve a tender process to procure a contractor to restore the War Memorial based on the recommendations made in the conservator's report (Recommendation 1).**

6.0 Alternative Options Considered

6.1 If the Council were not to undertake the restoration works then the stonework and lettering would continue to deteriorate due to weathering to the point that the letter would become illegible. As a minimum the Council needs to reconsider the current maintenance regime and schedule in light of the conservator's findings.

6.2 The report contains a comprehensive list of options for restoration from which the

conservator has determined the most appropriate to meet the specific requirements of the war memorial and which will form the basis of the specification of works.

7.0 Consultation

- 7.1 Consultation has been undertaken with a number of key stakeholders in particular the War Graves Commission, War Memorials Trust, Heritage Lottery Fund and Gloucestershire Archives. A members' seminar was held on 19 May at which David Odgers presented his findings.
- 7.2 Members who attended the seminar were particularly impressed with the quality of the conservator's report and the care and consideration which had clearly been taken in the research and analysis performed.
- 7.3 The conservator, in his presentation, and as outlined in this report, recommended that some exemplars with regard to the lettering and the steel flashing as outlined in section 3 be undertaken prior to going out to tender. The purpose would be to establish the most appropriate methodology for these elements and to inform more precisely the specification.

8.0 Performance Management – Monitoring and Review

- 8.1 The contract for the restoration work will be awarded in accordance with CBC procurement guidelines and will be project managed by Odgers Conservation Consultants in accordance with their contract with CBC.
- 8.2 CBC Property Services will act as the client for the works.

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Appendices	<ol style="list-style-type: none">1. Risk assessment2. Conservator's report3. Confidential conservator's estimated cost of recommended proposals (exempt)

Risk Assessment

Appendix 1

The risk				Original risk score (impact x likelihood)			Managing risk				
Risk ref.	Risk description	Risk Owner	Date raised	Impact 1-5	Likelihood 1-6	Score	Control	Action	Deadline	Responsible officer	Transferred to risk register
1	If the conservator's recommendations are not understood by all members and not approved then it will not be possible to move forward with the procurement phase	Pat Pratley	30.5.15	4	1	4	Accept	1. Conservator report circulated all members and seminar held on 26.5.15. 2. Approval of the conservator recommendations by Cabinet.	16.6.15	Pat Pratley	
2	If a number of war memorial restoration projects are being undertaken across the country then the availability of skilled craftsmen may be compromised	Pat Pratley	30.5.15	4	3	12	Reduce	Undertake tender process as soon as practicable to secure appropriate timeslot for restoration works	11.9.15	Pat Pratley	
3	If the restoration approaches to inscriptions and mitigation works to lessen decay are not tested prior to procurement then the specification will be less clear, tender cost may increase due to uncertainty and the visual restoration expectations may not be as anticipated by members or the public	Pat Pratley	30.5.15	4	3	12	Reduce	Undertake test/exemplar works as explained in the report to demonstrate the visual impact of the restoration approaches	31.8.15	Pat Pratley	
4	If the recommended maintenance schedule is not adopted then longevity of the war memorial restoration work may be compromised	Garrie Dowling	30.5.15	4	3	12	Reduce	Property team will input into the specification working with the conservator to ensure that an appropriate maintenance approach is established.	30.11.15	Pat Pratley	

5	If members and the public are unaware of the impact of annual cleaning of the memorial then the perception may be that proper respect is not being paid to the memory of the fallen	Garrie Dowling	30.5.15	4	3	12	Reduce	Improve and enhance understanding of the approach being taken which has been based on the sound and experienced advice of one of the country's leading war memorial conservator's	Ongoing	Pat Pratley	
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Explanatory notes

Impact – an assessment of the impact if the risk occurs on a scale of 1-5 (1 being least impact and 5 being major or critical)

Likelihood – how likely is it that the risk will occur on a scale of 1-6

(1 being almost impossible, 2 is very low, 3 is low, 4 significant, 5 high and 6 a very high probability)

Control - Either: Reduce / Accept / Transfer to 3rd party / Close