



Date: Thursday, 13 December 2018

Time: 10.00 am

Venue: Council Chamber, Shirehall, Abbey Foregate, Shrewsbury, SY2 6ND

Contact: Jane Palmer, Senior Committee Officer  
Tel: 01743 257712  
Email: [jane.palmer@shropshire.gov.uk](mailto:jane.palmer@shropshire.gov.uk)

## COUNCIL

### TO FOLLOW REPORT (S)

#### **17 Shirehall Redevelopment and Refurbishment Project [Part 1] (Pages 1 - 68)**

Report of the Director of Place

Contact: Mark Barrow      Tel: 01743 258919

**This page is intentionally left blank**





## Committee and Date

Council

13th December 2018

## SHIREHALL REDEVELOPMENT AND REFURBISHMENT PROJECT

**Responsible Officer** Mark Barrow, Director of Place  
e-mail: [Mark.barrow@shropshire.gov.uk](mailto:Mark.barrow@shropshire.gov.uk) Tel:(01743)258919

### 1. Summary

In July 2017, the Council appointed a specialist team, led by HLM Architects and Real Estate Works, to consider options to reconfigure and refurbish the Shirehall in order to meet the Council's priorities to make the Shirehall better suited to modern working and create income generating opportunities.

That initial piece of feasibility work is what we have referred to as Stage 1 of the project and the results were presented to Cabinet on 13<sup>th</sup> December 2017. The consultants recommended a significant investment to address the problems with the building and achieve the desired project objectives. Cabinet agreed, in principle, to move forward the option of refurbishing the entire building and progressing the necessary due diligence and feasibility work to inform the decision making process.

It was resolved:

- i) That in principle agreement to move forward the option of refurbishing the entire building and progressing the necessary due diligence and feasibility work to inform the decision making as outlined in the report be approved.
- ii) That following the completion of further work and due diligence a report is brought back to Cabinet and then Council with final recommendations, including detailed costings.
- iii) That authority be delegated to the Director of Place in consultation with the Portfolio Holder for Corporate and Commercial Support to progress all works in accordance with recommendations i) and ii) above.

It was agreed that a sum of £300,000 should be added to the capital programme to enable the project to proceed to Stage 2, which would provide significantly increased certainty around the project costs and the business case.

In order to take advantage of the knowledge and experience already gained and to avoid duplication of work-streams, the decision was made to retain the

same core consultancy team for this stage and their detailed Stage 2 report is attached as Appendix 1.

Activities carried out in Stage 2 include the following areas of work:

- Due diligence on the existing building, in the form of technical surveys and research into existing systems.
- Concept designs for the building and the external areas and spatial planning.
- The preparation of a workplace strategy, based on the emerging policies and aspirations around transformation and agile working, as well as good practice.
- Discussions with third parties to identify letting opportunities.
- Consultation with Directors, Officers, Members and other key stakeholders.
- Financial modelling and work to build the business case for the project.
- Early work on establishing the BREEAM and sustainability principles and options for carbon reduction and energy saving.
- Early work on a parking strategy.

The Stage 2 financial business case identifies an estimated cost of £24.1m and a potential yield of 7% (after borrowing), with a payback period of 11 years and a likely stabilised cash flow (assuming borrowing) of £1.8m.

The overall estimated cost of the project has increased, although this can be accounted for by additions to the project scope, including IT infrastructure and the design, build and fit out of a commercial unit with a corresponding rental and yield.

The Stage 2 report demonstrates that, despite the increased overall costs, the financing cost of the project can be met by the proposed income generation and savings that can be derived from the upgrade.

We are now requesting £1.15m capital to support the next stage of the development – Stage 3. This will finance the project up to the point of having received tenders back from main contractors and being able to present a fully detailed project budget, detailed designs and a full business case which will be presented to Council for member approval

## **2. Recommendations**

It is recommended that Council:

- A. Approves the refurbishment in principle of the entire Shirehall building, subject to a further report to be considered by Cabinet with a final business case, developed designs and final project budget.
- B. Approves the addition of £1.15m to the capital programme to support Stage 3 of the project with delegation to the Director of Place to oversee the production of the final business case.

C. Delegates to the Director of Place, in consultation with the Portfolio Holder for Corporate and Commercial Support, the development of the procurement strategy for stage 3 of the design process with developed designs brought back to Cabinet and Council for approval together with the final project budget.

## **REPORT**

### **3.0 Opportunities Appraisal and Risk Assessment**

- 3.1 Whilst it is not possible to determine exact future staff numbers, directly employed Council staff will continue to need a suitable office base. The Shirehall can continue to serve this purpose. It is owned by the Council, and therefore in the Council's control to adapt and reconfigure to meet its needs. It has good transport links to the rest of the county. It is a well-known building, which, whilst of its time, has a provenance and striking aesthetic, which is befitting to a local authority and the local community.

However, Shirehall is now 'of its time', resolutely exhibiting almost exactly the same plan as in its original drawings. Furthermore the building in its current state presents an image to the public and partners which is far from ideal, appearing old fashioned and unwelcoming and disorientating for staff and visitors alike.

The building is structurally sound and its key mechanical and electrical systems remain viable, but a number of years with minimal planned maintenance has had a negative impact on the quality and performance of the building, which now needs to be addressed urgently. A number of key elements have exceeded their expected lifespan, and significant investment is required to bring the building to modern standards.

- 3.2 In the light of reduced revenue funding and changes to business rates the Council's focus for our own land holdings is on revenue generation and the Shirehall offers great potential for linking with public and private sectors partners, both through the One Public Estate programme and via commercial opportunities, to maximise the potential of the site to generate ongoing revenue contributions.

Sharing the Shirehall with other public sector bodies via the One Public Estate programme, will also enable us to share a number of business functions and operational costs, leading to savings and potential efficiencies.

- 3.3 Shropshire Council is also seeking to become a more commercially focused organisation, but the image the Shirehall currently portrays to business partners is tired and out dated. Our base needs to demonstrate that we are open to business and a safe set of hands in which to trust the future place making of Shropshire.
- 3.4 The building floorplate offers the potential for high quality, open plan workspace which can house the current Council body as well as providing further office space and a business hub for external partners. Specifically, investment in improvements to the Shirehall will provide a number of significant benefits and opportunities including:

- Improved public perception, customer experience, revitalised sense of civic pride and sense of place.
- Improved working environment for staff, leading to improved efficiencies through flexible and agile working and opportunities for collaborative working.
- Reduced running costs, through significant energy savings, increased efficiencies and reduction in empty desks/meeting room voids, along with reduced maintenance costs.
- Rationalisation of public estate to generate further letting/disposal opportunities, making land available for housing and business growth, reduce overall running costs and maintenance liabilities.
- Rental income from third parties, along with opportunities for some shared facilities, given the location of the Shirehall on a key town centre access route into and its proximity to residential areas.

This is a project acknowledged by Central Government Cabinet Office, the Ministry of Housing Communities & Local Government and the Local Government Association as being an exemplar within the One Public Estate programme and which could be used as a demonstrator of good practice to other local authorities.

- Opportunities to provide much needed improvements to the car parking requirements and the development of an effective Travel Plan.

### 3.5 Conversely, there is a potential impact in not progressing improvements in the near future.

- The building will become more expensive to run as building elements are retained beyond their life span (parts become more difficult to source, fixes are 'workarounds' rather than satisfactory solutions) and are inefficient.
- Increasing energy costs and pressure to reduce our carbon footprint will become unsustainable with the current building fabric.
- The CIPD Absence Management Survey identifies that 4% of staff absenteeism can be attributed to dissatisfaction with the workplace environment. CIBSE guidelines require less than 10% dissatisfaction with comfort levels and at the Shirehall this is currently more than 40%. It is widely recognised that creating a workplace environment which promotes a state of contentment, increases productivity and performance.
- Partners and third parties will not take up office space in the Shirehall as it is outdated and not fit for purpose resulting in missed opportunities for co-located partnership working and loss of potential revenue streams to assist with operational costs.
- The transformation to more flexible and agile ways of working and the efficient use of working space will not be achieved, resulting in requirement for other Council office bases to be kept, with increased operational costs and inefficient working.

- 3.6 A risk workshop has been carried out, involving all key members of the project team and a detailed risk register prepared. The Risk Appendix is attached, but in brief summary 32 risks are identified – 13 very low, 7 low, 8 medium and 3 high. The High risks are as follows:
1. Insufficient resources available for specific items of work to deliver the project (and ensure its quality) within the expected timeframe due to other key projects running in parallel.  
*Project Board has been formed. Resources will be closely monitored throughout the project and succession planning put in place where possible to reduce the risk of single points of failure.*
  2. Failure to manage the impact of restricted vehicular access to, and parking on site, for contractors and staff during project delivery.  
*Construction management and health and safety plans will be taken into consideration. Ensuring competent contractor is appointed.*
  3. Failure to clear the required areas in order for the contractors to commence refurbishment.  
*Align milestones with the Digital Transformation Programme. Will form part of the construction phase process.*
- 3.7 The consultant team have completed a Risk Mitigation Update. This identifies specific project delivery risks and the mitigation measures applied to date. The key risks identified are as follows:
- Constructability
  - Mechanical and Electrical Systems
  - Compliance
  - Communication
  - Commercial Occupiers
  - Cost
- 3.8 In January 2018, the Council purchased the three shopping centres in Shrewsbury Town Centre, to help shape the future economy and vitality of the town centre. The Riverside Shopping Centre is recognised as a development opportunity.
- Before submitting this report for approval, the opportunity was taken to pause the work briefly to consider the opportunity presented by the purchase of the shopping centres to relocate the Civic Hub in the town centre.
- 3.9 A report was commissioned to evaluate the Shirehall Redevelopment Project against the potential of other new build options in Shrewsbury Town Centre. Its purpose was to assess the viability of the project, in the context of Shropshire Council's wider estate and ask whether the Shirehall refurbishment proposal is the most sustainable and effective solution. The report is included as appendix 2.
- The report considered three options:
- To lift and drop the Shirehall based workforce into the Riverside site.
  - To relocate to the town centre the customer facing operations, which translated into a requirement to accommodate 175 staff. Shirehall would

continue to provide accommodation for a reduced workforce, along with public sector partners.

- To continue with the Shirehall development project and consider alternative models and uses for the Riverside development.

The team carried out the following activities in order to appraise the options:

- Clarified the nature of the options to be evaluated
- Evaluated the likely scale, nature and timing to procure the town centre options.
- Defined and agreed with officers a set of criteria against which the options would be evaluated, together with their respective weightings.
- Consulted with public sector partners to understand appetite for a town centre location.
- Evaluated the options with reference to the criteria.
- Calculated the net running costs, taking into account factors such as rental income streams, debt repayment profiles and facilities management costs over 35 years.
- Considered alternative funding structures in addition to that of borrowing from PWLB.

3.10 The outcome of the appraisal demonstrates that the Shirehall project can be delivered, based on current financial estimates, at no cost to the public purse.

3.11 Investment in the Riverside as an alternative is necessarily a longer term and more strategic option with its own risks and opportunities. The opportunity to create a vibrant mixed use destination, linked to the town centre, could well result in significant, yet unquantifiable, benefits for the town centre and the Council is likely to benefit financially from an uplift in the return on its investment in the shopping centres.

Most of the risks of not proceeding with the Shirehall are set out in 3.5 above. The key risks associated with not re locating the Civic Hub into the Town Centre, can be summarised as follows:

- We will not be maximising the Council's covenant strength. The Council will not enhance its physical presence in the town centre and may therefore appear relatively remote from stakeholders in the town centre.
- The opportunity to use the development of the Civic Hub as a catalyst for the development of the Riverside, thus potentially increasing the pace of delivery of this key regeneration project will be lost. As a result, there is a risk that the potential for increased footfall in the town centre will be lost, although the opportunity for expansion of the University Centre may offset this.
- We will be spreading our investment over two major projects, rather than consolidating it into one asset and this will restrict investment in both assets in the future.

3.12 A full financial appraisal of the Civic Hub option within Shrewsbury shopping centres has not been undertaken and this is a risk to the decision making process. Initial estimates suggest a significant cost in clearing and building a dedicated site within the shopping centres area, with unquantified benefits and returns to offset this.

- 3.13 The Council has statutory duties under the Equality Act 2010 and section 149: Public Sector Equality Duty in shaping policy, in delivering services, and in relation to their own employees. A detailed Equality and Social Inclusion Impact Assessment will be developed as part of the next phase of work.

#### **4.0 Financial Considerations**

- 4.1 The redevelopment and refurbishment of the Shirehall will require significant capital investment by the Council. Establishing accurate and detailed costs and financial modelling is part of the ongoing due diligence work, with officers reviewing the funding requirement in line with the current Treasury Management Strategy.
- 4.2 The specialist team appointed to consider the options for the Shirehall have reported that initial capital investment in refurbishment and internal remodelling should yield a combination of revenue savings and income generation. This can be considered on the basis of four key areas:-
- Reduction in energy costs through enhanced building performance achieved through improvements to the fabric of the building, including replacement of the windows, the incorporation of efficient mechanical and electrical systems and increased opportunities for sustainable technologies.
  - The potential to generate income from external lettings to public and private sector partners through the One Public Estate programme and wider third party opportunities. Based on a target of creating efficient open plan accommodation combined with moving to a mobile and flexible workforce, this results in a target of having approximately 50% floor space available at the Shirehall for commercial and Public Sector lettings.
  - The savings and income that can be generated through the rationalisation of the Council's administrative estate and the consolidation of central administration back to one building through the vacation and potential disposal of the other Shrewsbury administrative bases, including units on the business park and elsewhere.
  - The reduction in maintenance liabilities, as a result of upgrades to the building fabric.
- 4.3 The initial feasibility study identified a Yield of 7% (after borrowing), with a payback period of 11 Years and a likely stabilised cash flow (assuming borrowing) of £1.8m.
- 4.4 This Stage 2 report forms the Outline Business Case for the project and looks in more detail at specific cost areas, in order to provide a greater degree of certainty around the above figures. The activity streams carried out to reach this point in the project have included the following:
- Design progression in line with stakeholder agreement, providing a more detailed design and overall benefits to the Council. This allowed the cost team to refine the cost report, giving improved accuracy to the current project costs.

- More detailed space requirement analysis and planning has taken place and planning and the potential area available for income generation activities established with more certainty.
- Visual inspection and surveys have been carried out. Cost allowances have been included to cover current known risks and mitigation measures.
- Detailed surveys of the existing building and its mechanical and electrical systems have been carried out, appropriate new systems identified and the energy efficiencies generated by the changes accurately modelled.

4.5 Following the work above and with updated and refined cost modelling, the estimated overall cost for the project has increased to £24.1m. This can be attributed to a number of different issues, including additional hard landscaping and car parking spaces and an increase in the scope of changes to the entrance. It also includes an estimate of £3.8m to build and fit out a commercial building for retail use with rental income providing a durable and positive yield.

The additional costs could be mitigated by a number of identified additional income streams, both capital and revenue.

4.6 A summary of the estimated financial model at the end of Stage 2 is set out in the table below:

Estimated Project Cost	24.1m
Revenue Cost Impact Summary	
Annual financing liability	1.4m
Potential Income from commercial lettings	(1.7m)
Operational savings generated	(1.5m)
Net revenue	(1.8m)

This demonstrates that at Stage 2, the financing cost of the project can be met by the proposed savings and income that can be derived from the upgrade. A full financial appraisal of the proposed savings and income generation will be undertaken by Officers when considering the funding options and once the tendered figures for the construction work are available at the end of Stage 3.

There are further considerations required during the next stage which are not reflected in the above revised cost estimate. The main considerations are:

- Provisional allowance for Asbestos removal £1.7m, if required.
- Business Centre Courtyard £0.6m
- Creating opportunities along the street frontage £1.0m

The decision as to whether these additional cost requirements are added to the cost of the project will be determined during the next stage and updated in the final report to full Council accordingly.



- 4.7 The next stage of investment is required to get the project to the point of tender appraisal, which sets out the detailed design and employer's requirements enabling the procurement of the main contractor.

There is a requirement for £1.15m to be added to the capital programme to enable this work. This would bring the total sum approved for the project to £1.45m at this stage. This figure is included in the Estimated Project Cost of £24.1m set out in the table in paragraph 4.6.

- 4.8 A full financial appraisal of the proposed savings and income generation will be undertaken by Officers when considering the funding options and once the tendered figures for the construction work are available at the end of the next stage.
- 4.9. The Financial Strategy approved by Council on 22 February 2018 included an assumed cost of borrowing of £1.0m which was based on the Stage 1 cost estimations and is below the £1.4m assumed in this report due to the increase in the estimated project cost at Stage 2. The Financial Strategy also included an estimated income target of £3m which is to be realised by 2022/23, and is below the assumed income of £3.2m included in this report. Full consideration to the assumptions made in the Financial Strategy will form part of the next stage and will be updated in the final report accordingly.

## **5.0 Background**

- 5.1 Designed by Ralph Crowe and built in 1964, the building was to be the third Shirehall for the expanding Council body and was to be the first to accommodate all administration onto one site. The building is designed to respectfully accentuate the landmark column which sits to the south of the building and does so by gradually building up its massing towards the middle of the site. The Council chamber is clearly expressed in the only curving feature of the building, successfully echoing the curve of the column and relating the building's civic purpose.

Shirehall has been the site of the County Council ever since its construction and as such occupies a special place within Shrewsbury. The building is an iconic structure which has retained its historical purpose both for the Council and the community.

- 5.2 The Shirehall has a number of existing third party users including:

- Crown Courts (moving shortly)
- Connecting People
- County Training, post 16 training and employment opportunities
- Domestic Abuse Forum
- Heritage England hot-desks
- Kier (Key Council contractors involved in highways partnership working)
- WSP (Key Council contractors involved in highways partnership working)
- Network of Staff Supporters (NOSS) external counselling service
- Royal Voluntary Services
- Shropshire Homepoint
- Women's Aid

- Shropshire Association of Local Councils
- Shropshire Providers Consortium

Local groups and neighbours use the car park on an ad hoc basis to support their events. These include: St. Giles Church, the Scouts, Prestfelde School, Flower Show marshals, football park and ride and special town events.

The roof is an ideal spot for telecommunications masts and all of the main telecommunications companies have masts, along with a number of smaller operators and the police service.

5.3 Since 2015, efforts have concentrated on the development of a business case for investment in the ongoing retention of the Shirehall.

5.4 HLM Architects and Real Estate Works were appointed on 27<sup>th</sup> July 2017 “to consider options to reconfigure Shirehall to make it more suited to modern working, and create income generating opportunities including creating innovative shared and / or lettable space”. They were asked to consider the following specific objectives:

- To provide a flexible working environment to support agile working
- To refurbish the entire building making it cost-effective and attractive to public sector partners and others
- To generate income from letting vacant space public sector partners and others
- To reduce running costs
- To provide a working environment within which staff are proud to work
- To create a sense of place
- To improve the internal environment to support the health and well-being of staff
- To deliver value for money and a return on investment

5.5 From the above review undertaken by HLM Architects and Real Estate Works a number of key current usage facts emerged:

- The net internal area (NIA) of the Shirehall is 9,840m<sup>2</sup>
- Up to 800 employees, an average of circa. 550 at any time, currently use the Shirehall across 1,024 potential work stations (i.e. 55% occupancy)
- There are 34 meeting rooms, with 34% utilisation at time of survey.
- The Stage 1 report demonstrated that, based on space per occupant, against industry best practice the Shirehall currently operates at 54% efficiency, utilising only just over half of its GIA. The industry standard for a building of this function would be between 80-85%. The cellular, corridor led design of the building to date is the major contributing factor to these inefficiencies followed by the pepper pot location of plant and services throughout. Shirehall’s current maximum sanitary provision falls around 50% short of government guidelines for adequate provision where the current allocation for storage is almost double the standard workplace model at over 2m<sup>2</sup> per workstation.

- We are wasting 819,500 KWh per year, as a result of mechanical and electrical inefficiencies and approximately 246,200KWh per year as a result of the single glazing.

- 5.6 Shropshire Council leads the One Public Estate Programme (OPE) in Shropshire & Telford & Wrekin. The Programme is driven by Cabinet Office, the Ministry of Housing Communities and Local Government and the Local Government Association.

The OPE Programme supports joint working across central and local government partners to stimulate the redesign of public sector services; use land and property to boost economic growth, unlock regeneration, and create more integrated public services. It encourages public sector partners to share buildings, transform services, reduce running costs, and release surplus and under-used land for development.

Working with OPE Partners, the Council submitted a successful bid to the One Public Estate (OPE) National Programme Round 6 Funding stream for a grant of £75,000 to prepare further detailed work on the Shire Hall Partnership Hub. This work will identify opportunities for Public Sector Partners to share the Shirehall and business resources with us.

The initial feasibility study, carried out by HLM Architects and Real Estate Works identified the risks associated with a partial refurbishment investment strategy estimated to be £8.1m at stage 1 and the limits to its effectiveness in meeting the project objectives. An alternative full refurbishment investment strategy, which had an indicative budget of £18.7m, was presented and approved in principle by Cabinet on 13<sup>th</sup> December 2017. This strategy achieves the objectives and also creates a number of additional opportunities for income generation and greater medium to long term financial benefits.

- 5.7 Car parking is highlighted as a major issue. A separate report on car parking and potential future options was also presented to Cabinet in December 2017.

Work has continued to identify short term measures to alleviate some of the pressures, including additional car parking spaces on the site of the old tennis courts.

Work is continuing to develop a staff parking strategy for the Shirehall and the immediate surrounding area, as well as a Travel Plan for all Shropshire Council staff. This work will continue as a fundamental part of any proposals for the Shirehall itself, with both the Parking Strategy and the Travel Plan expected to launch ahead of construction work beginning on site.

## **6.0 Stage 2 Activities**

- 6.1 A multi-disciplinary team was appointed in March 2018 to carry out Stage 2 of the project. The team comprises the following key professionals:

Rider Levitt Bucknall – Consultant Team Project Managers and Cost Consultants

HLM – Lead Designers, Architecture, Landscape, Interior Design and Space Planning  
Real Estate Works – Business Case and Occupier Engagement  
Qoda Consulting – Mechanical and Electrical Engineers  
Vale Consulting – Structural and Civil Engineers  
HLM Greenbuild – Sustainability, Energy Modelling and BREEAM

The main Stage 2 report is attached and comprises:

- Executive Summary
- The Brief
- The Site
- Architectural Design Proposals
- Landscape Design Proposals
- Workplace Strategy
- Interior Design Proposals
- Commercial Opportunities
- Consultation Groups
- Next Steps

In addition there are a number of separate specialist reports, which are available as Background Papers and comprise the following:

- Structural Report
- Mechanical and Electrical Report
- Sustainability Report
- BREEAM Report
- Programme Report
- Procurement Report
- Cost Report
- Risk Mitigation Update

6.2 Highlights from each of the specialist reports are as follows:

### **Structural Report**

The observations and recommendations are summarised from a combination of intrusive and non-intrusive surveys, as well as a study of existing information.

There were no indications of consistent concrete defects throughout the building.

Core samples show that localised areas have suffered chloride ingress, consistent with the age of the building, which will benefit from some localised repair, as well as some reinforcement repair solutions again in localised areas.

Concept design drawings do not indicate the need for additional piling, part from potentially mini-piles to support a new lift core in the partner area.

## **Mechanical and Electrical Report**

The building services proposal aims to improve the working environment and create a positive feeling of well-being, whilst reducing energy consumption and maintenance costs, whilst also helping to create the flexible environment needed to assist with the Transformation aspirations. Improvements to the security of the building occupants is also a driver.

Whilst elements of the existing buildings services, plant and equipment will be retained where possible, others require complete replacement due to age and condition. This will be the case whether or not the project proceeds.

The mechanical services proposed follow the original philosophy of using tempered air systems for ventilation and heating, with perimeter heating to offset heat losses during the coldest weather conditions. Mechanical cooling is provided in some areas, such as the business hub, to achieve comfortable conditions during the warmest months.

New lighting systems will create the appropriate visual environment and the electrical power and data infrastructure will be completely replaced to create resilience and give flexibility for the future.

A new building management system will help to control, monitor and manage the building services and help to ensure that plant operates efficiently.

## **Sustainability Report**

The proposals at this stage prove to be very beneficial to Shropshire Council, with significant savings to be made, as well as improvements to occupants' wellbeing.

The Stage 1 report indicated potential savings of 48.02% on annual energy costs and a total reduction in CO2 of 416 tonnes annually. The proposals have been explored in considerably more depth at Stage 2 and the findings now indicate that annual energy savings of 50.83% would be possible, with an annual reduction in CO2 emissions of 1,250 tonnes.

Of the 140 occupied rooms in the Shirehall, 92 of them currently exceed the CIBSE guidelines, which state that the maximum temperature should be 28 degrees or higher for no more than 1% of the working hours. Large areas of the building also fall below the recommended daylight levels for the most productive working. The modelling in the Stage 2 report indicates that using the improvements put forward would enable CIBSE recommended thermal comfort levels and daylight levels to be achieved. It is generally recognised that increased occupancy comfort levels lead to improved productivity and a reduction in absenteeism.

## **BREEAM Report**

BREEAM is a market focused tool aimed at encouraging significant improvements in the performance of buildings. The BREEAM score provides a mechanism for measuring the environmental performance of a building throughout its life.

The BREEAM pre-assessment has been conducted, by an accredited BREEAM Assessor, based on proposal drawings and discussions with the project team.

The assessment resulted in a score of 66.73%, equivalent to a 'Very Good' rating.

### 6.3 Programme

The key programme milestones set out in the report are as follows:

- Concept Stage completion June 2018
- Developed Design (Stage 3) completion November 2018
- Members to approve design December 2018
- Planning submission December 2018
- Public and Private Partners, Council review and approval January 2019
- Detailed Design Tendered January 2019
- Public and Private Partners Signed Agreement for Lease February 2019
- Planning Determination March 2019
- Members approval of the final project budget and the contractor April 2019
- Contractor Appointment April 2019
- Phased Construction Works, completed Q4 2020/Q1 2021

The pause to appraise alternative options has created a programme delay, estimated to be five months, meaning that the estimated completion of the construction works would now take place in Q2/3 2021.

### 6.4 Procurement

Discussions around procurement of the main contractor have already begun. We are weighing up various framework options versus OJEU in order to maintain the programme deadlines, whilst ensuring compliance and best value.

### 6.5 Cost Report

The main findings of the cost report are summarised in the financial considerations section.

### 6.6 Risk Mitigation Update

One of the objectives of Stage 2 and the development of the concept designs has been the de-risking of the project.

All of the specialist members of the team have been able to contribute ideas and deliver proposals that will help in the identification and management of risk.

Specifically the risks have been identified in accordance with the categories listed below and mitigation measures have been applied and summarised in the report:

- Constructability
- Asbestos
- Mechanical Electrical Plumbing
- Compliance
- Travel Plan
- Communication
- Third Party Occupiers
- Cost

## **7.0 Next steps**

- 7.1 Subject to Council approval on 13 December 2018, we will proceed to Stage 3 of the project to include the final business case, developed designs and a final project budget.
- 7.2 Further option appraisal work will be undertaken by officers, at no additional cost and in parallel with the procurement of the design consultants, to ensure that the best value option is secured for the Council. This is a key aspect of the due diligence process. Alternative options will consider similar key project objectives being reducing costs, generating income, improving customer experience, supporting agile and mobile working and working with public sector partners in modern, fit for purpose buildings.
- 7.3 We will consider the option of retaining the existing design team as part of the next stage of the procurement strategy, in order to maximise the value of the detailed work carried out to date, the experience and information gained through the initial consultation stages, avoid abortive work and proceed at the pace required to deliver to the proposed project programme.
- 7.4 The next steps to be addressed at Stage 3 are set out in the consultants' Stage 2 report attached, but in summary they are:
  - To maintain momentum and focus
  - To further develop and consolidate Council requirements
  - To appraise further options for civic accommodation, should costs associated with the Shirehall redevelopment project escalate at the detailed design stage
  - Widen and expand on Council stakeholder engagement
  - Maintain and crystallise letting opportunities
  - Set out phasing options, enabling revenue generation and savings at the earliest opportunity
  - Further mitigate risk to key items such as condition surveys
  - Strengthen dialogue with Statutory Bodies (eg. Planning Authority)
  - Jointly develop the financial model and funding opportunities
  - Prepare Procurement Strategy and relevant documents
  - Continue to develop the Staff Parking Strategy and Travel Plan
  - Develop workplace strategy in line with Transformation Team
  - Develop design to point of tender for main contractor





<p><b>List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)</b></p> <p>Structural Report  Mechanical and Electrical Report  Sustainability Report  BREEAM Report  Programme  Procurement Report  Cost Report  Risk Mitigation Update</p>
<p><b>Cabinet Member:</b></p> <p>Cllr Steve Charmley – Portfolio Holder for Corporate and Commercial Support</p>
<p><b>Local Members:</b></p> <p>All Members</p>
<p><b>Appendices: <span style="color: red;">Electronic copies ONLY via website</span></b></p> <p>Appendix 1 - Shirehall Refurbishment and Reconfiguration Stage 2 Report  Appendix 2 - Civic Hub Options Appraisal Report</p>

**This page is intentionally left blank**

# Shropshire Council

## Shirehall Refurbishment and Re-configuration

### *Stage 2 Report*



*Prepared by HLM*  
**22nd June 2018**



**Shropshire**  
Council



Contents

100Executive Summary

200The Brief

300The Site

400Architectural Design Proposals

500Landscape Design Proposals

600Workspace Strategy

700Interior Design Proposals

800Commercial Opportunities  
*(Provided by Real Estate Works)*

900Consultation Groups

1000Next Steps

List of Appendices:

- A. Structural  
B. Mechanical and Electrical  
C. Sustainability  
D. BREEAM  
E. Programme  
F. Procurement  
G. Cost Report  
H. Risk Mitigation Update

Stage 2 Approval

This Outline Design Report (RIBA Stage 2) has been prepared by HLM in conjunction with the Shropshire Council (SC) and the members of the Design Team, as noted below:

**Shropshire Council:** Key Client Stakeholder, Janet Scholes  
**RLB:** Project Managers and Cost Consultants  
**HLM:** Lead Designers, Architecture, Landscape, Interior Design and Space Planning  
**Real Estate Works:** Business Case and Occupier Engagement  
**Qoda Consulting:** Mechanical and Electrical Engineers  
**Vale Consulting:** Structural and Civil Engineers  
**HLM GreenBuild:** Sustainability, Energy Modelling and BREEAM

The report sets out the proposed design with reports from each of the key design disciplines and provides a narrative to the other key project issues, including health and safety, stakeholder input, cost, programme and procurement.

Approval is sought from SC to progress to the next design stage, based on the proposals within this report.

Acceptance

For completion by the client

This Stage 2 Report has been reviewed and the project is given the following status:

Tick (as appropriate)	Status	Description
	A	Progress to RIBA Stage 3 with no comments.
	B	Progress to RIBA Stage 3 taking account of the following comments: <ul style="list-style-type: none"><li>-</li><li>-</li><li>-</li><li>-</li><li>-</li></ul>
	C	Project not to progress to RIBA Stage 3 and de-brief meeting to be arranged to agree next steps.

Signed: .....

Name: .....

Position: .....

Date: .....





## 1.01 Executive Summary

The refurbishment and remodelling of the Shirehall building in Shrewsbury presents a significant opportunity to revitalise an iconic building representing acclaimed 1960’s architectural design heritage. In realising this vision and understanding the requirements of a modern workplace environment, an efficient and cost effective solution will also help secure it’s long term future. The refurbished building will create a welcoming public facility, re-aligning its standing within the community whilst providing income generating facilities through public sector partners and wider commercial opportunities. The potential for these are explored within this document whilst highlighting the opportunities and constraints as well as potential risk and how we have mitigated these at this stage.

The purpose of this RIBA Stage 2 report is to explore the findings outlined in the previous Refurbishment and Reconfiguration Feasibility Report, acknowledging that the Alternative Investment Strategy was to be taken forward. In addition to developing the architectural and workplace design the project has expanded to involve the expertise of various other consultants to investigate their disciplines in order to qualify the potential of the proposals. In this section there will be a summary of each consultants Executive Summary which will be detailed in each relevant appendix.

### Public and Community Interface

A key requirement of the scheme is to improve public accessibility to Shirehall and allow space for interfacing with the community. Presently the existing entrance area is in a poor location, their is no “shop front” to the building to encourage and welcome the public and wider users. There are issues around accessible routes as the building has a number of stepped approaches. The proposal is to address this by infilling the area underneath the council chambers, this brings the front of the building closer to the public and provides a space for community and retail activity. It also creates a positive first impression that reinforces a professional approach to business enterprise and commercial investors.

### Efficient Workplace

The inefficiency of the current workplace within Shirehall has been highlighted in the previous report which indicates that there is 48% surplus workplace with the average workspace occupancy of 23.2m² compared to and industry standard of 10m². Reducing the occupancy number towards the industry standard combined with a desk sharing ration of 7:10 (7 desks for every 10 people) will create a far more efficient use of space and in doing so it allows existing office space to be made available to public sector partners as an income generator. These are the principles outlined in the Government’s Estate Strategy - The Way We Work and further details around smart, flexible and agile working, new working culture in Smart Working- Code of Practice. Further details of how these principles have been implemented in the design can be found in Section 6 Workplace Strategy

### Business Centre

Part of the workplace efficiency and settings is formed around providing a centralised Business Centre. This area will provide a variety of bookable meeting spaces operated through a “live” system to enable users to quickly identify the most suitable room and its availability. Currently there a many meeting spaces not used within Shirehall as the staff aren’t aware they are free or don’t have access to them. This central facility will address this issue, provide a more efficient use of space by not duplicating these rooms within individual

departments. It will also provide areas for breakout from meetings, refreshments as well as informal meeting / discussions within a modern professional environment equipped with an up to date IT infrastructure, WiFi, AV etc creating spaces for people to work, collaborate and engage.

### Workplace Environment

Recognising that currently the occupants at Shirehall work in a mixture of cellular office and open plan environment there needs to be a series of appropriate spaces and workplace settings to provide a complete open plan office solution in the refurbishment proposals. We have developed a typical office floor plan which illustrates the desk densities, the layout within the floor plan and the range of workplace settings away from the desk. The range of spaces include breakout areas within the open plan desking which creates a break in the run of desks and allows people to move away from the work area for informal discussions and meetings.

Opposite the core areas are shared facilities for the staff, these include kitchen area and social space for informal breakout / meetings / discussions, acoustic fixed meeting booths for semi private conversations working away from the desk and finally small meeting rooms for private discussions, one to one meetings and quiet work space. These facilities will provide a range of different workplace settings to allow the various activities within the working day to take place rather than doing all these at your desk. However it is understood and acknowledged from early discussions in the stakeholder engagement process that there are departments that require a higher level of confidentiality than the proposed typical office layout. These will be explored further in the next stage of the project with direct input from those departments.

### Public Sector Partners and Commercial Opportunities

As briefly highlighted in the “Efficient Workplace” section of the Executive Summary the key benefit of consolidating the Council workforce into more efficient use of space allows space for public sector partners as a revenue generator. The area of the North Block wing has been identified as the office space which could be leased to public sector partners.

The proposal for the scheme is to develop these to a CAT A standard which would allow for a bespoke tenant fit out. In addition to the office provision the current entrance to the North Block, which is largely for staff and deliveries, would be developed to provide an attractive and welcoming entrance / reception waiting area in line with a modern commercial office space, whilst also addressing the accessibility and level issues. The partner entrance proposal can be seen in Section 4 Architectural Proposals and details to the CAT A office space can be found in Section 7.16 & 17.

In addition to the public sector partners, space has been identified within the current building footprint for development into retail or commercial opportunities. These would also be income generating proposals and have been explored further, along with the public sector partners in Section 8.0 from Real Estate Works. The locations identified at this stage are the current court building and the south west wing. Various possible uses have been explored in Section 8.0.

## 1.02 Executive Summary

Visual of new entrance and reception area beneath council chambers





## 1.03 Executive Summary

### Modernisation and Reducing Running Costs

Through the refurbishment proposals there is also the consideration of the existing building fabric and services which are broadly in need of modernisation. It has been identified that windows are in poor condition and need replacing, this has been allowed for within the cost plan. The benefit of new double glazed windows will improve the thermal loss / gain to the internal environment and in turn improve energy consumption as well as substantially improve the external aesthetic.

Improvements to the mechanical and electrical services will also enhance the internal environment, improved heating / cooling / ventilation system with local controls will give users a higher level of comfort. New LED lighting with detection sensors will also ensure efficient use of energy ensuring lights aren't left on when not in use in addition to vastly improved fittings using less energy. These proposals will reduce energy consumption and therefore reduce running costs, details of these can be found in the Sustainability and Mechanical & Electrical reports.

Another area for improvements are the existing Stair and WC cores. Currently the building does not have the required number of toilets as identified within BS 6465 and the British Council for Offices. The proposal is to increase the ambulant and accessible WC provision in line with the current guidance providing greater user comfort. This will require an expansion of the WC cores into the existing internal space.

As part of the improvements to the cores the proposal is to address the current fire protection which is inadequate and not in line with current regulations. At this stage an allowance has been made to provide a lobby to the existing cores, however it should be noted that this is without the advice and specialist design of a Fire Engineer consultant who will be appointed at Stage 3. Through the next stage this essential element of the refurbishment needs to be thoroughly investigated by the specialist Fire Engineer consultant.

Within the internal fabric of the building the proposal is to replace floor and wall finishes, provide new graphics and wayfinding signage in line with a modern commercial office space. However Shirehall has the benefit of interesting architectural features which will be expressed through the interior design. The existing concrete slab is a coffered design which when exposed adds a unique aesthetic quality to the ceiling. There are also other features such as stair balustrades, the ceiling to the members waiting area on the first floor, and the entrance lobby bronze mural which we will look to keep and integrate in the modern interior in line with the 1960s style.

In addition to the new proposals there is also a requirement to address a number of catch up maintenance repairs for both the building fabric and services which have been highlighted with the cost plan.

### Landscaping and Car Parking

As part of the remodelling of the main entrance the area externally will also be addressed through new landscape design to the front of the building. This will create a sense of place along with the architectural proposals providing a formal civic approach suited to a building of this stature. New planting, footpaths and car parking for the council and potential commercial / retail users will be rationalised to create a clear route to the heart of the new council facility. New landscape design and approach will also be provided to the

Partner Entrance to the rear of the North Block to provide continuity in design whilst also creating a sense of place and distinction for the public sector partner tenants. Details of these can be found in Section 4 and Section 5.

The current courtyard access to the main entrance from the short stay car park has been identified as an area for improvement and new landscape design. The existing approach under the west wing doesn't create the correct first impression for a visitor or staff. There are also access issues around the steps and lack of ramps. Substantial re-design to this area will create a welcoming and accessible approach from this side of the building, sympathetic to its position to the iconic council chambers. Widening the entrance from the car park and creating a space for people to use, rather than just pass just through, is the vision for this area. Details and illustrations of this can be found in Section 5 Landscaping.

From the engagement sessions there has also been feedback that there should be greater access to outside space given the building setting. There are a number of outside spaces and courtyards that can be seen but are either not accessible or the quality of the space is poor. We have suggested in this document that there could be excellent use made of the memorial courtyard adjacent to the café with potential external links to the proposed Business Centre at ground floor for working, socialising / meeting.

The car parking provision at Shirehall has been widely discussed through the process of compiling the report and has also been investigated in the previous parking study. Whilst there are proposals to increase the number of car parking spaces other strategies have been explored to make improvements. A site specific Travel Plan should be implemented to address a number of possible solutions and then actively employed. Details of these can be found in Section 5.

### Project Activities and Focus

During this stage we have actively engaged with various Stakeholder groups. We have shared our initial design proposals and findings for feedback that can positively affect the design proposals. We have presented and discussed twice with the Rapid Action Teams (RATs), Digital Transformation, Commercial, Flexible and Agile and Customer Experience. Generally there was a positive response to the proposal and all were happy to engage and share their ideas, thoughts and concerns. Along with the Rapid Action Teams we have also consulted directly with members of the Asset Management Team. We have also had "in principle" discussions with the Planning team to discuss the proposals and wider site opportunities. There has also been initial presentations / discussions with the Head of Directorates, Council and Cabinet Members. Notes of these discussions can be found in Section 10. In addition to the architectural / design discussions the other consultants, who's reports are included as an appendix to this document, have also visit site on numerous occasions to gather information and investigate the site, existing building and services. We have completed an initial topographical survey to the key areas of landscaping and external works, intrusive structural surveys to understand the condition of the existing building and how our proposals may affect it. There have also been investigations from the M&E consultants to understand and investigate the existing heating, power, lighting, energy / utility supply, hot and cold water systems. This work has allowed their proposals to be aligned with the proposed architectural scheme and also identifies where services are in need of replacement. In tandem with the services and architectural

## 1.04 Executive Summary

proposals there has been substantial environmental modelling by the Sustainability / BREEAM consultants to ensure any proposed alterations provide the optimum energy saving potential.

Further work has also been undertaken to investigate interest from public and private partners or potential opportunities to generate revenue. Various organisations from the private sector organisations have been approached such as small to medium sized supermarket, food / cafe outlets, nursery / crèche, gym, hotels and business facilities. There are also a number of public sector organisations interested in locating to Shirehall. Details of these and the private sector partners can be found in Section 8- Commercial Opportunities.

Key actions have also been to identify project risks at this stage and how these have been mitigated and /or proposals to mitigate these in the next stage of work. There has been work from each consultant around due diligence in terms of WC / Stair core sizes and locations, floor area, occupancy numbers, existing services, incoming services, condition of existing plant etc. Areas which may provide a potential risk to the project have been highlighted in the section on Risk Management.

### Programme

As the project progresses and gains momentum with the developing design there are key milestones to be aware of, a summary of these are outlined below;

- Concept Stage completion- June 2018
- Developed Design (Stage 3) completion- November 2018
- Planning Submission- December 2018
- Public and Private Partners – Council review and approval- January 2019
- Detailed Design Tendered – December 2018 to January 2019
- Public and Private Partners Signed Agreement for Lease- February 2019
- Planning Determination- March 2019
- Contractor Appointment- April 2019
- Phased Construction Works- completed Q1 2021

### Key Messages & Outline Summaries

The following summaries are the key messages from the other consultants. Further details these and their reports can be found in each individual appendix as outlined on the contents page at the beginning of this document.

### Sustainability

There are significant savings to be made which are detailed throughout this report, both for occupant wellbeing, along with building energy demand which will reduce utility bills.

The end result from dynamic simulation modelling indicates that when comparing against the baseline model of Shirehall, around 1,250 tonnes/CO2/year can be reduced.

Furthermore, a reduction in building energy demand of 3,207 MWh/year can be achieved, which is a 51% reduction in energy demand when comparing with how Shirehall is currently operating.

### Mechanical and Electrical Engineering

The building services proposals at this stage of the project aim to improve the internal working environment and create a positive feeling of wellbeing, whilst reducing energy consumption and maintenance costs.

Whilst elements of the existing building services plant and equipment will be retained where possible, others require complete replacement due to the age and condition.

The mechanical services proposed follow the original philosophy of using tempered air systems for ventilation and heating, with perimeter heating to offset heat losses during the coldest weather conditions. Mechanical cooling is provided in some areas such as the Business Hub to achieve comfortable conditions during warmer weather.

New lighting systems will create the appropriate visual environment and the electrical power and data infrastructure will be completely replaced to provide resilience giving flexibility for the future.

A new building management system will help to control, monitor and manage the building services and help to ensure that plant operates efficiently.

### Occupier Interest and Funding

The development of the concept design has taken place in parallel with the identification of potential uses for surplus space within Shirehall or land adjoining. We have built on the third party engagement undertaken last year in support of the Feasibility Study but broadened the base of organisations considerably. In addition to a cluster of health sector bodies that remain committed in principle to taking space, we have had high level discussions with DWP, West Mercia Police and the National Probation Service. A further set of income streams are attributed to private sector organisations such as retailers looking to meet local demand in the neighbourhood and therefore not competing with town centre operations.

To provide a lively destination that remains open beyond normal working hours, we have contacted gym operators and branded coffee shops. A major hotel operator has been attracted by the site's high profile and will contribute to the 24/7 operating model. Scope also exists for a library, workplace nursery, GP practice and pharmacy to help reach out to the community.

If the Council can successfully dispose of the adjoining playing fields and Richmond House for residential development (see Section 8), its capital outlay will be significantly reduced thereby improving the financial viability of the overall scheme.

With the breadth and volume of current expressions of interest in the site, Shirehall has the very real potential to be an exemplar One Public Estate project. It could successfully deliver a public services hub, genuine integrated service provision, an open door approach to the community, commercially-inspired



1.05  
Executive Summary

Page 23

revenue streams, and the provision of new housing unit to meet local demand.

In the short term, it will be critical to maintain dialogue with public and private sector partners and continue to build their interest in the site and the vision for Shirehall.

Risk Mitigation Update

One of the objectives during the development of the concept design has been to assess the risk within the project and introduce measures to mitigate. At the end of the previous design stage a number of key investigations were outstanding leading to multiple unknowns and unassigned costs. The risk mitigation update reviews the key project risks and assesses how they have progressed over the course of the Stage 2 design period.

The investigations carried out during the Stage 2 design phase has sought to reduce the unknowns giving further robustness around the design. The investigations undertaken included items such as: intrusive structural review, foundation review and topography reviews. These studies are examples of areas where the risk profile has been greatly reduced and will no longer need a significant risk budget assigned to them.

Other items still remain at risk and will require further investigation to fully understand the issues surrounding them. These items include the quantity and location of asbestos in the existing building and current plant condition which in some areas remains untested. Further analysis and strategy is needed to minimise negative impacts to the project and reduce their risk profiles. The items within the report that require further investigation will be undertaken and completed in the next stage of works, allowing full mitigation strategies to be finalised.

The full report is detailed in Appendix G

Financial Viability

We have modelled a cautious and conservative scenario that involves providing materially more retail space while retaining the same amount of office space for third parties as assumed at Feasibility Study stage. We have called this option **‘Concept Design Base Case’**. It also assumes that the Council will take steps to actively commercialise various operations and activities to generate revenue.

Specifically, we have assumed that:

- Aldi or Lidl would be attracted to occupy a new build store in the vicinity of the footprint of the courts (which would be demolished)
- The extent of retail space on the south west frontage of the building would be increased to approximately double the amount modelled at Feasibility Study stage. We have assumed that four small retail spaces would be provided for occupation by a mix of uses such as coffee shop, pharmacy, GP surgery, gym, or workplace nursery
- Additional net annual income streams will be generated as follows:
- Car park charging- £20,000

- Income from events within Chambers and other ‘public’ spaces on Shirehall- £30,000
- Improvement and widening of catering offering- £40,000.

We have estimated the potential capital receipts from disposal of certain assets and modelled the financial returns with and without the benefit of the receipts.

The cumulative impact of various increases and decreases of cost elements is an overall increase of approximately £2m for a ‘like for like’ scheme. The key reason behind the increase is the additional amount of hard and soft landscaping including car parking provision. We have then added in the costs to construct a stand-alone food store and refurbish office space to create additional capacity for retail in the south west wing. A revised total construction cost of £24.1m has been calculated based on a combination of the above changes.

We have run two variants to the Concept Design Base Case model, one that factors in capital receipts and other that ignores the benefit of receipts:

- Option A – investment required assuming no capital receipt (£24.1m)
- Option B – net investment after capital receipts (£21.9m).

A range of financial performance indicators are set out below:

Indicator	Concept Design Base Case	
	Option A	Option B
Investment Required	£24.1m	£21.9m
NPV	£19.3m	£21.1m
Return	7.8%	9.2%
Payback	Year 5	Year 5
Stabalised cash flow	£1.9m	£2m

1.06  
Executive Summary

View across the open plan council workspace and various workplace settings.





2.00

The Brief

In July 2017 the Council appointed HLM with RealEstateWorks to consider options to reconfigure Shirehall to make it more suited to modern working and create income generating opportunities including creating innovative shared and/or lettable space.

The outcomes of the Refurbishment and Reconfiguration Feasibility Report were presented to the Cabinet and approval was granted to proceed with the development of the Alternative Investment Strategy.

The Alternative Investment Strategy project brief is to develop the proposals outlined within the refurbishment and reconfiguration report with the Council, achieving the necessary Council engagement and approvals, alongside statutory approvals with a project completion date of Spring 2021.

The overarching brief for Shropshire Council is to reconfigure Shirehall to become more suited to modern working and create income generating opportunities including creating innovative shared and/or lettable space. This will include refurbishment consisting of CAT B fit out of all proposed Council occupied building zones with CAT A for public sector partner space and other commercial opportunities to a shell and core provision. The extent of the design includes the car parking areas and associated solutions as identified within the previously issued Supplementary Parking Study. The scheme also intends to clear backlog maintenance and improve the overall building efficiencies.

The design and construction process will follow the RIBA Workstages 2013 and the Council's gateway stages. It will, at this stage, reflect a procurement strategy that allows for a Design and Build Contract suggested at Workstage 3 plus.

This Stage 2 report follows on from the analysis with the Refurbishment and Reconfiguration Feasibility Report and the acknowledgement of the proposals within the Alternative Investment Strategy. It also combines input from the Stakeholder Engagement process, initial discussions with the Head of Planning and development with the council's project team, notes of which can be found in Section 9. The following pages within this section identify the main objectives and outcomes of the project.

The key driving factor for this refurbishment project is to provide efficient, cost effective flexible workspace for the council occupants at Shirehall and to make it an attractive place to work. In order for this to take place there is an understanding that modern methods and approaches to working need to be implemented and in doing so these will have an effect on the existing building.

The building also needs to be brought up to date in terms of the building fabric, services and compliance to current standards and regulations. This requires a certain level of refurbishment and replacement to address these issues and reduce overall yearly running costs.

The building need to engage better with the community it serves and have a more visible public facing aspect, providing facilities to encourage people to use the building.

Securing a long term future for Shirehall is also essential, Public sector and private partner's need to be engaged to explore potential opportunities.

The following pages identify the key findings from the Refurbishment report which outline the main aims and objectives of this project. These principles will be used as a reference through the design and construction process to check that we are meeting the requirements this scheme has set out to achieve.

2.01

Key Project Objectives



**Entrance remodel**  
Significant extension of the existing reception to provide a new, public facing hub beneath the council chambers.



**Council Workspace Refurbishment**  
Transform current cellular spaces in to attractive and efficient open plan workplace



**Consolidation of WC's**  
Refurbishment and Rationalisation of existing sanitary strategy to provide a more coherent, user friendly system based around the existing cores



**Electrical System**  
Upgrade system in line with the new refurbishment and current regulations



**Business Centre**  
Upgrade to first floor meeting rooms, circulation zone and Chambers along with additional ground floor space to provide a Business centre for internal and external meetings.



**Finishes Upgrades**  
Replacement of carpet, ceilings and decorations to create a more professional, consistent working environment.



**New Furniture**  
Provision of new furniture for minimum 500 occupiers to ensure an acceptable level of fit out throughout the council workspace.



**Retail Offering**  
Provision of shell space for retail or similar endeavour in the South West Wing & Law Courts to increase community appeal



**Parking Improvements**  
Demolition of adjacent library store and registrars offices to provide further parking and loading opportunities



**Re-landscaping**  
Of existing courtyards to provide external seating for the column cafe and an improved entrance to the main reception from the car park.



**Mechanical Louvres**  
Addition of Mechanical Louvres to new window system in order to improve ventilation and control solar gain.



**Ventilation Remodelling**  
Significant alterations to the existing ventilation system to provide new radiators and mechanical ventilation.



**New Double Glazed Windows**  
Replacement of existing single glazed windows with new, openable, double glazed system.



**M&E Catch Up Maintenance**  
Removal of backlog maintenance to M&E Systems to enhance future systems.



**Local Control**  
Addition of local control to existing heating system to enable greater efficiency and maintenance.



**LED Lighting**  
Replacement of all existing bulbs with energy efficient L.E.D systems.



**Instant Hot Water Sources**  
Implementation of instantaneous hot water supplies to reduce the load on the central boiler and minimise heat loss.



**Partner Workspace**  
CAT-A usable floor space within the North block of Shirehall for Public Sector Partners



2.02  
Key Energy Performance

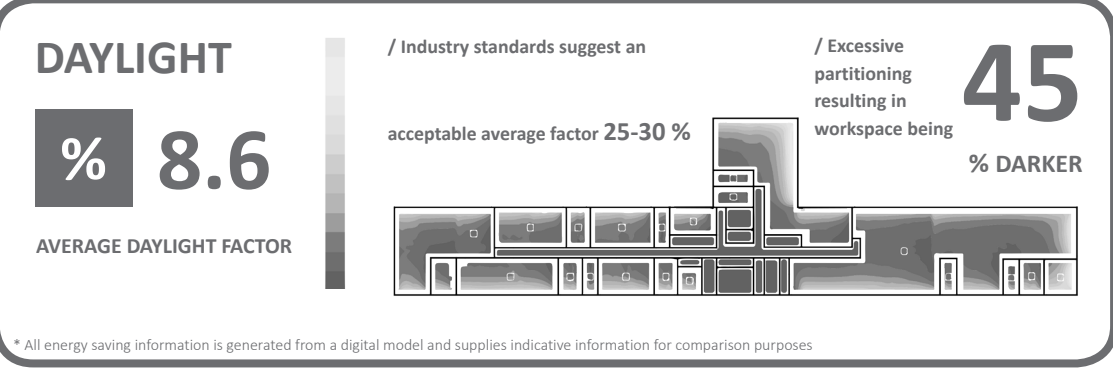
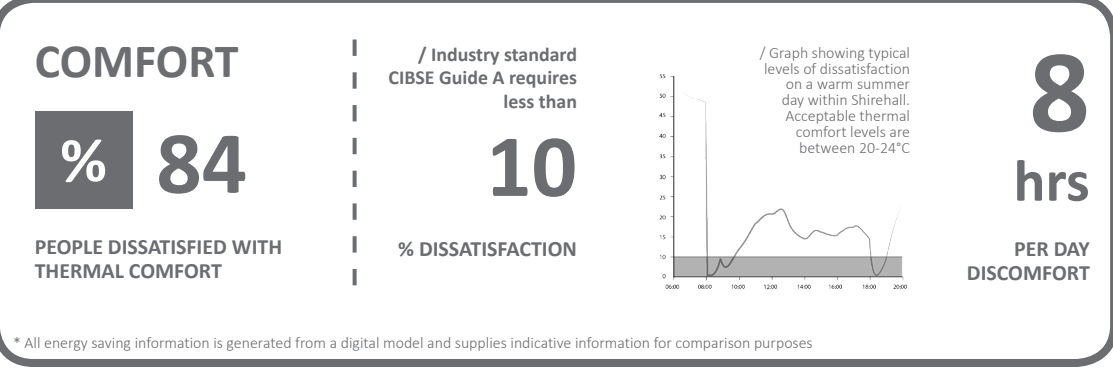
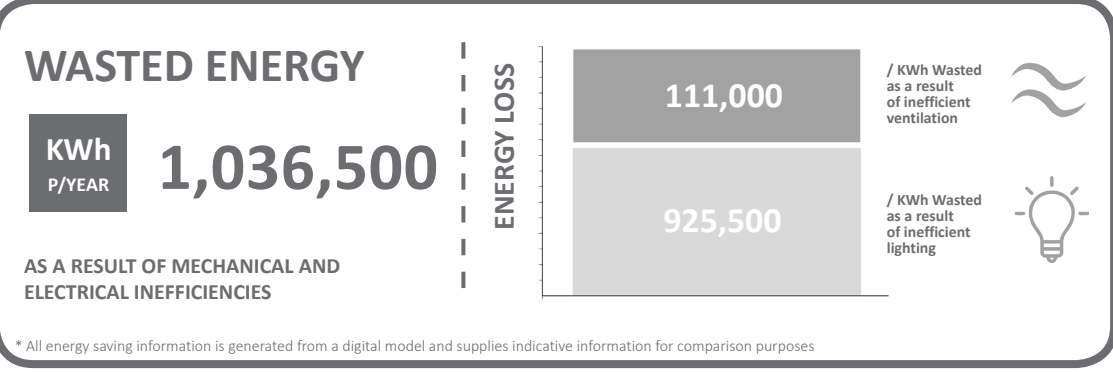
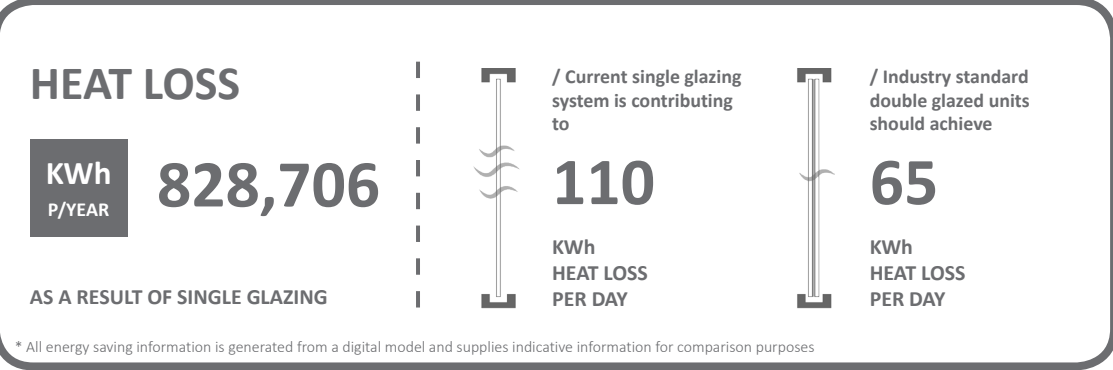
HLMGreenBuild have completed building the geometry of Shirehall within dynamic simulation modelling software. Following from this, a site survey has been undertaken to establish what internal gains are present within the building. This included a lighting survey, reviewing what areas were occupied and by how many persons, equipment internal gains that included PCs/monitors etc., and any other miscellaneous energy use that can be associated with the building that will increase energy consumption, and change the thermal environment.

From the site survey, it is clear there are a number of immediate issues that can be addressed to greatly impact on energy consumption within the building, but more so improve ‘occupant’ wellbeing. These include internal lighting, the use of open plan spaces, and external windows.

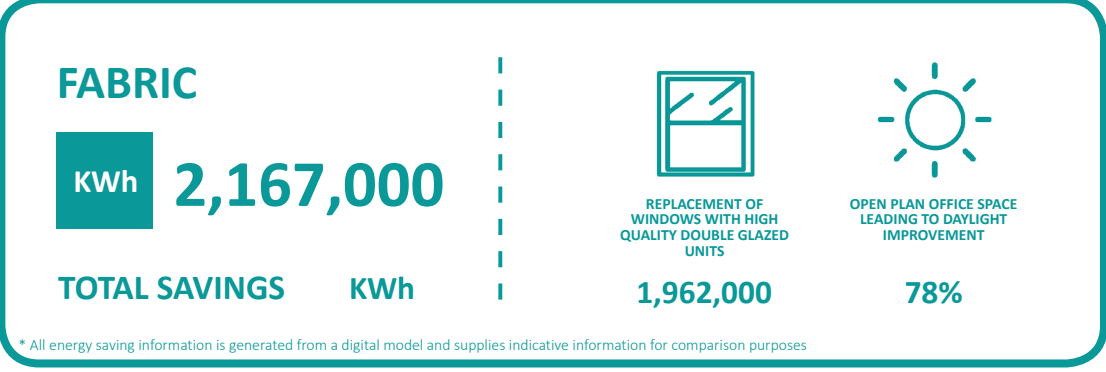
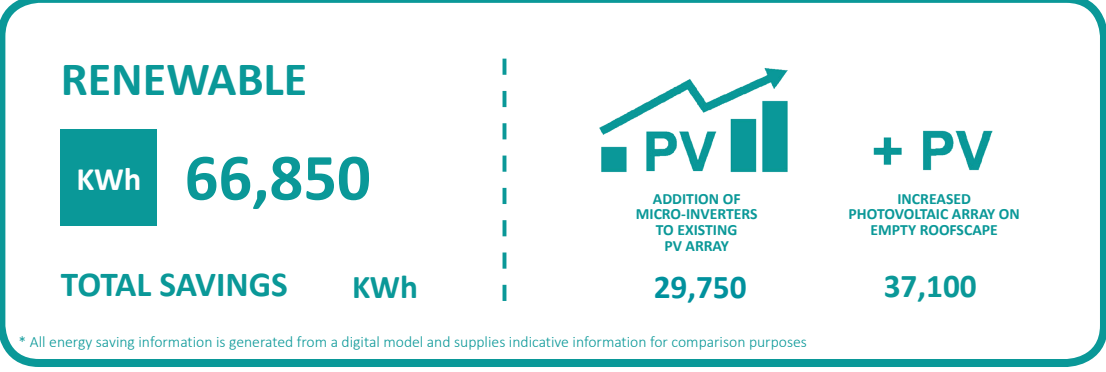
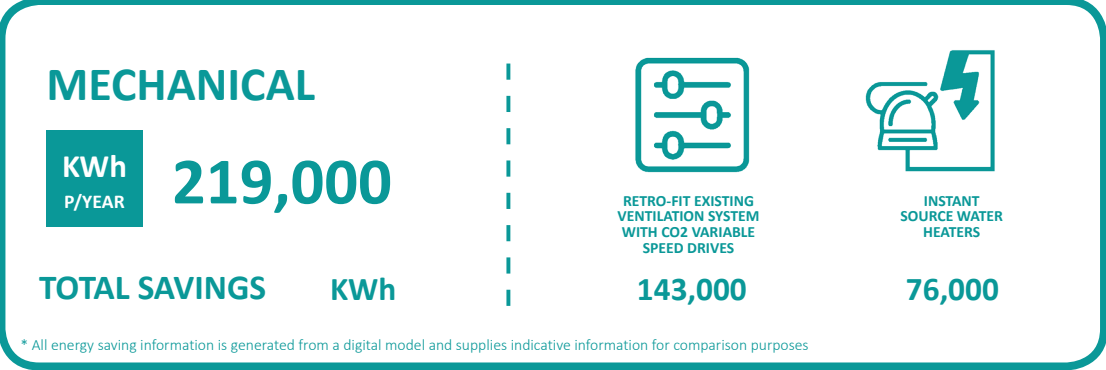
The current building fabric and energy output is extremely inefficient as identified in the left hand data. This also leads to a poor user environment where people are often too hot or to too cold with little control over their personal environment.

Through the refurbishment scheme these issues will be addressed to not only decrease energy use and increase cost savings but also to greatly improve the building users day to day environment and comfort.

Current Building Performance



Potential Savings



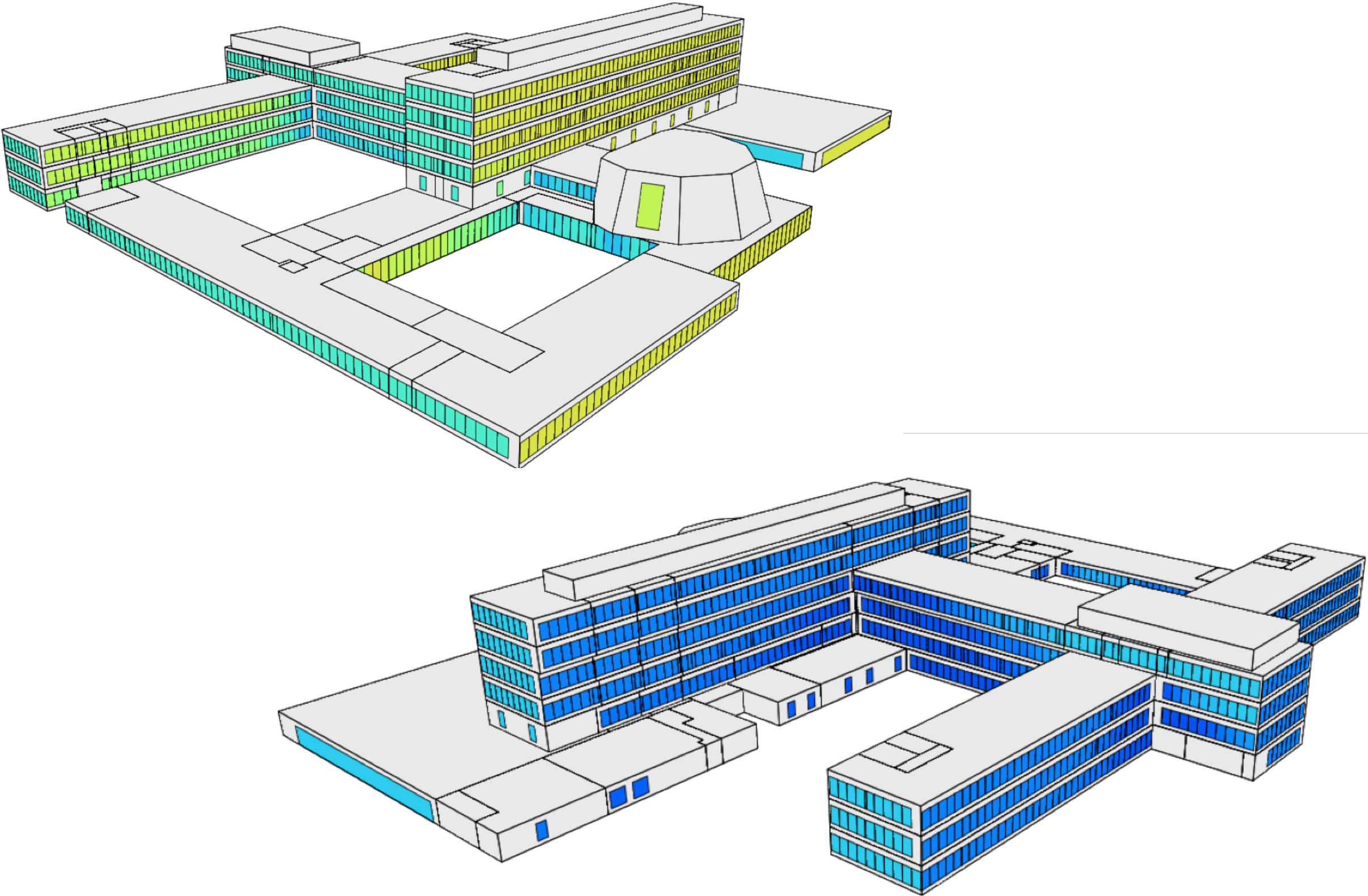
2.03  
Building Performance Example

The adjacent diagrams from the Sustainability Appendix C demonstrate that for a given year, as a result of replacing the windows, the building will comply with para 6.11 of Approved Document L2B, it states:

“If the area of windows, roof windows (but excluding display windows) within the area served exceeds 40 per cent of the façade area or the area of rooflights exceeds 20 per cent of the area of the roof and the design solar load exceeds 25 W/m2, then the solar control provisions should be upgraded”

All windows have less than 25 W/m2 of solar gain penetrating through the new windows into occupied space throughout Shirehall.

Refer to Sustainability Appendix C for full report.





3.00  
The Site

The existing site and building create a number of challenges for the proposed refurbishment scheme which are identified in this section of the report. However these challenges also provide the design team with opportunities to make significant improvements to the existing building which benefits from a strong architectural heritage and style, forming the building blocks for the improvements. Likewise the site has many benefits to staff, visitors and the wider public. It is set within a rural backdrop providing excellent views out to the wider countryside, there are a number of mature trees and vegetation which combine to provide pleasant surroundings.

The diagrams and text on the following pages highlight the challenges to overcome, some of which are mandatory, regarding accessibility, fire protection / escape and security to the building and others form part of the wider desire to provide better commercial opportunities for investment ensuring the long term future for the building.

3.01  
Location and Place

The majority of Shropshire Council employees are currently located in Shirehall. This 1960s purpose-built Council office building is located in Shrewsbury, approximately 1 mile from the town centre and on the main route from the A5.

Distance to train station: 1.2 miles  
Distance to town centre: 1.0 miles  
Nearest supermarket: 0.6 miles  
Nearest Hotel: 0.1 miles  
Public Parking: 0.5 miles  
Near Sports centre/Playing fields

Key:

-  Railway line
-  Route from Shirehall to City centre & train station
-  Primary roads
-  Playing fields
-  Sites of interest





3.02  
Existing Photographs

The adjacent photographs are a snapshot of the current condition of Shirehall and help to understand the key areas of refurbishment.

Page 27

Approach to main entrance from main road



Slatted timber soffit



Tree lined approach to main entrance



Under-side of council chambers



Fire escape from council chambers above



Ramped entry to main entrance and canopy

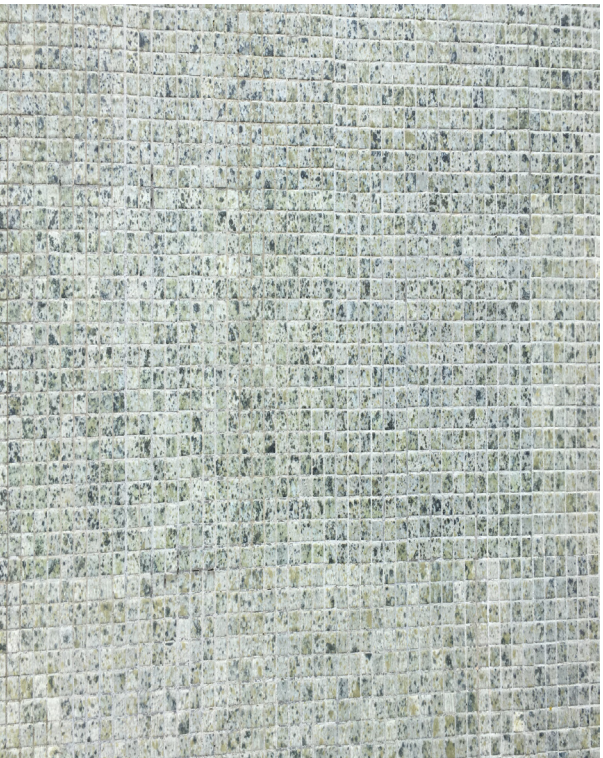
3.03  
Existing Photographs

The adjacent photographs are a snapshot of the current condition of Shirehall and help to understand the key areas of refurbishment.

View of chambers from courtyard



Existing mosaic tiles



North block entrance



Entrance approach from short stay parking



Internal courtyard adjacent cafe



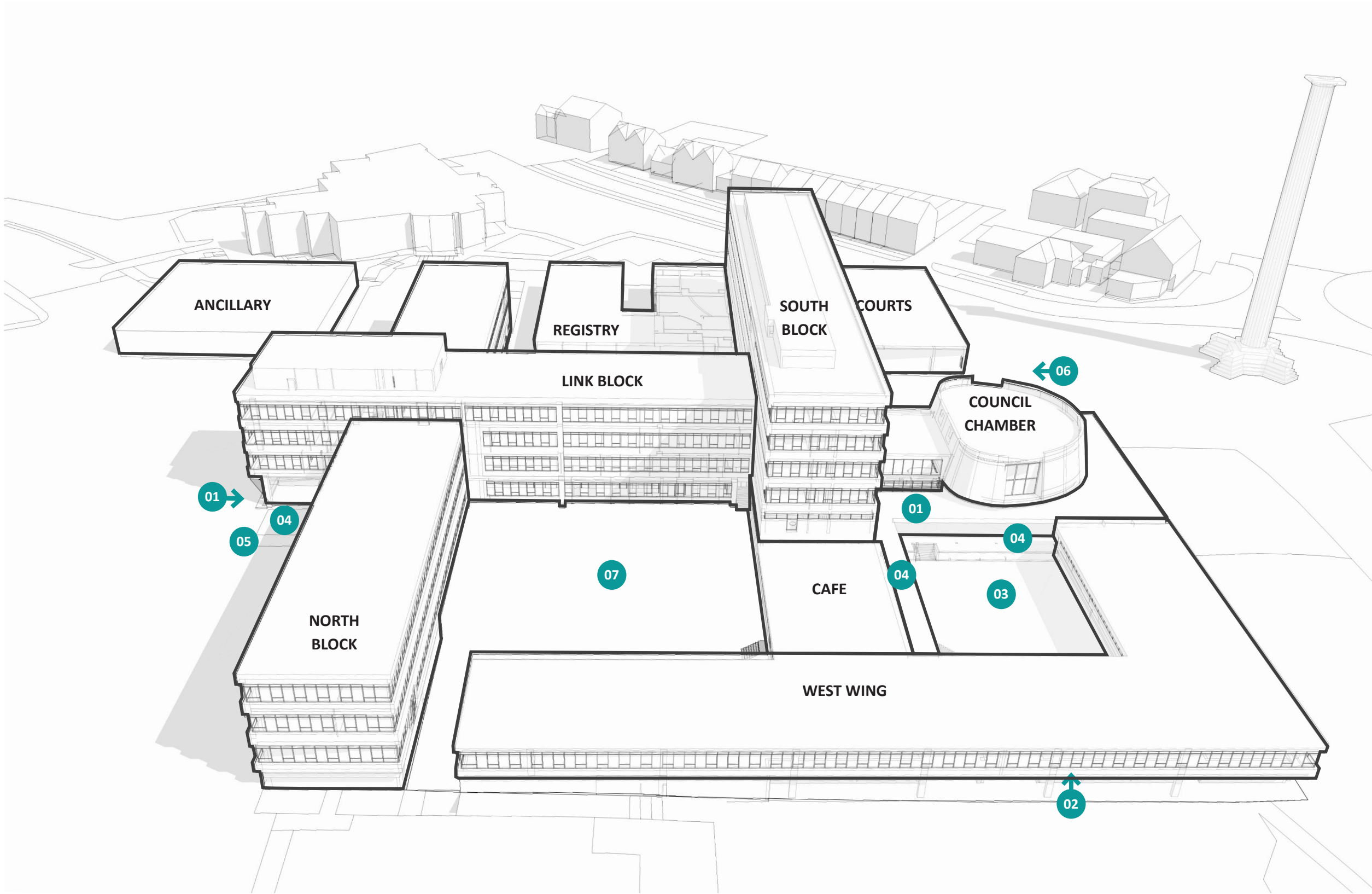
North block ramped access



### 3.04 Existing Site - Challenges



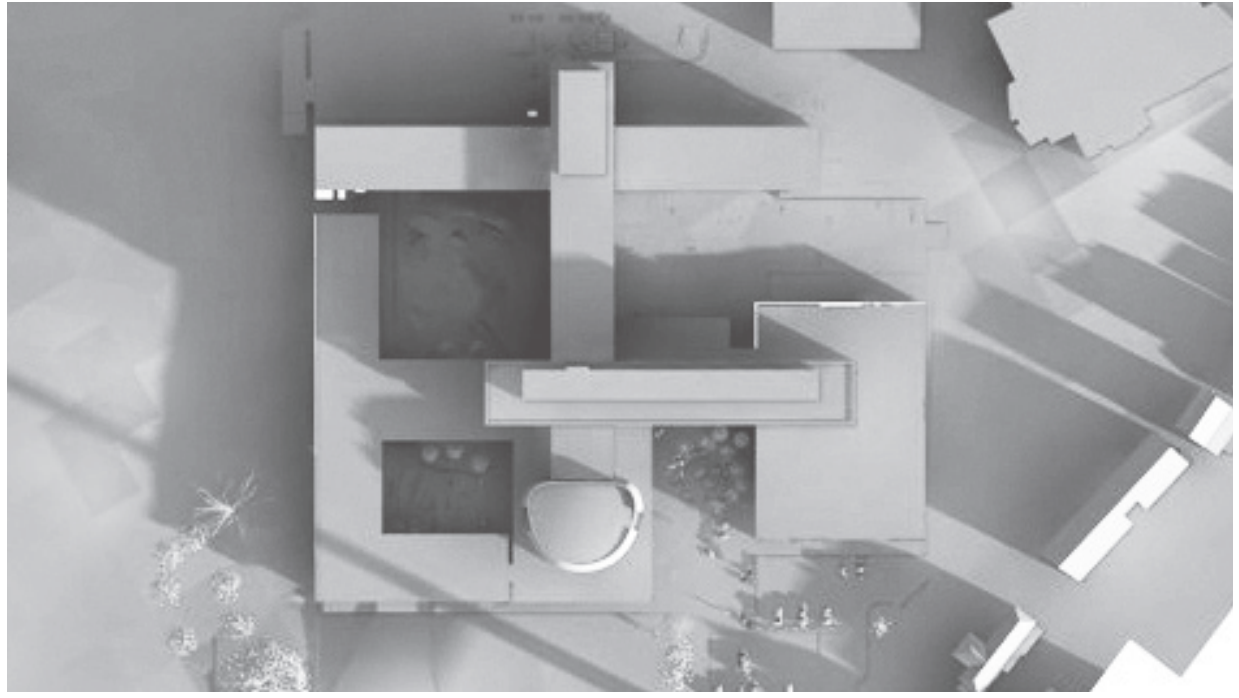
- 01 Poor quality entrance and reception area gives poor first impression
- 02 Entrance via underpass from staff and visitor car park obscures view of reception and provides poor quality entrance sequence
- 03 Multiple level changes restrict accessible use, despite being the primary approach from the car park
- 04 Covered, open areas encourage antisocial behaviour after-hours.
- 05 Service entrance combined with staff entrance creates poor quality entrance, limits visibility, and creates security issues
- 06 Prominent formal landscaping leads to a disused entry point, creating confused visual cues for visitor wayfinding
- 07 Poorly connected and under utilised courtyard amenity space



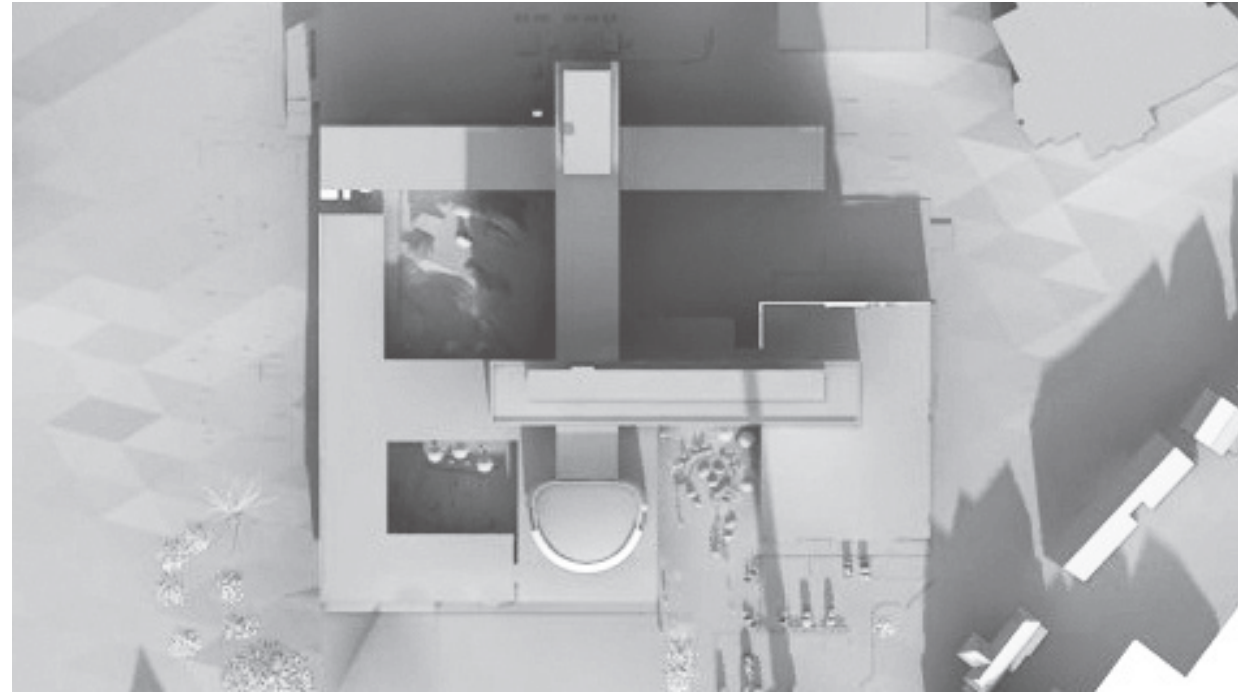
### 3.05 Existing Site - Shadow Studies



The adjacent sun shadow studies help to illustrate the impact of the Shirehall building in terms of sun and daylight access to the surrounding context.



Winter - 10am



Winter - 2pm



Summer - 10am



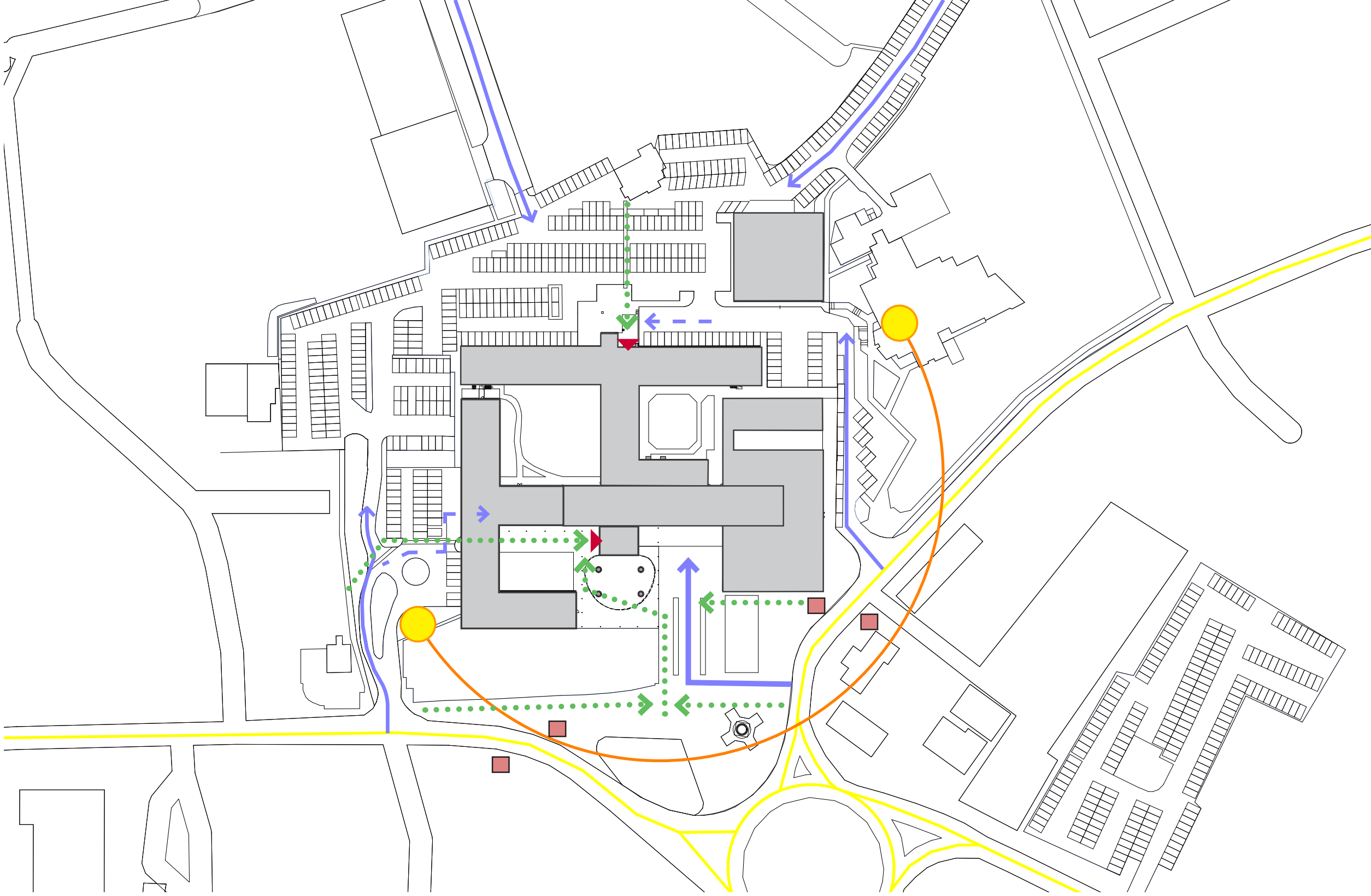
Summer - 2pm



3.06  
Existing Site Analysis



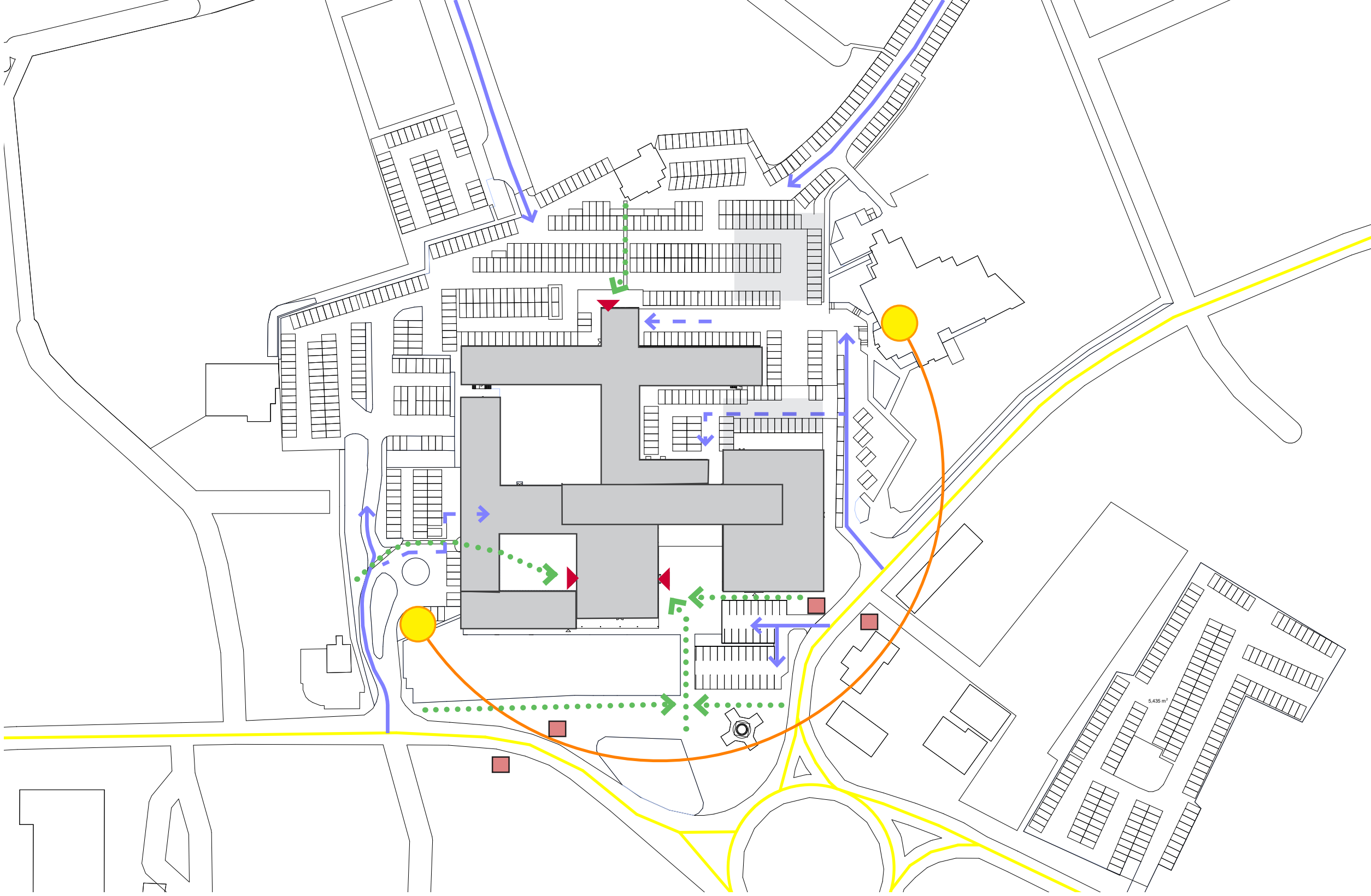
- Existing Entrances
- Primary Road Network
- Pedestrian Access
- Vehicular Access
- Service Vehicle Access
- Bus Stops
- Sun Path
- Page 29



3.07  
Proposed Site Circulation



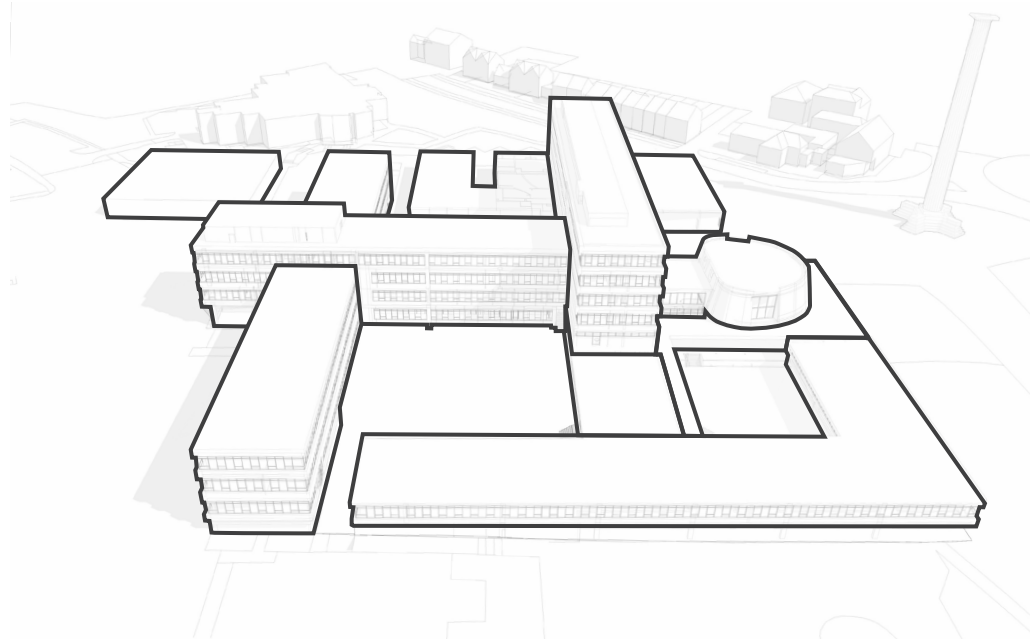
- Proposed Entrances
- Primary Road Network
- Pedestrian Access
- Vehicular Access
- Service Vehicle Access
- Bus Stops
- Sun Path



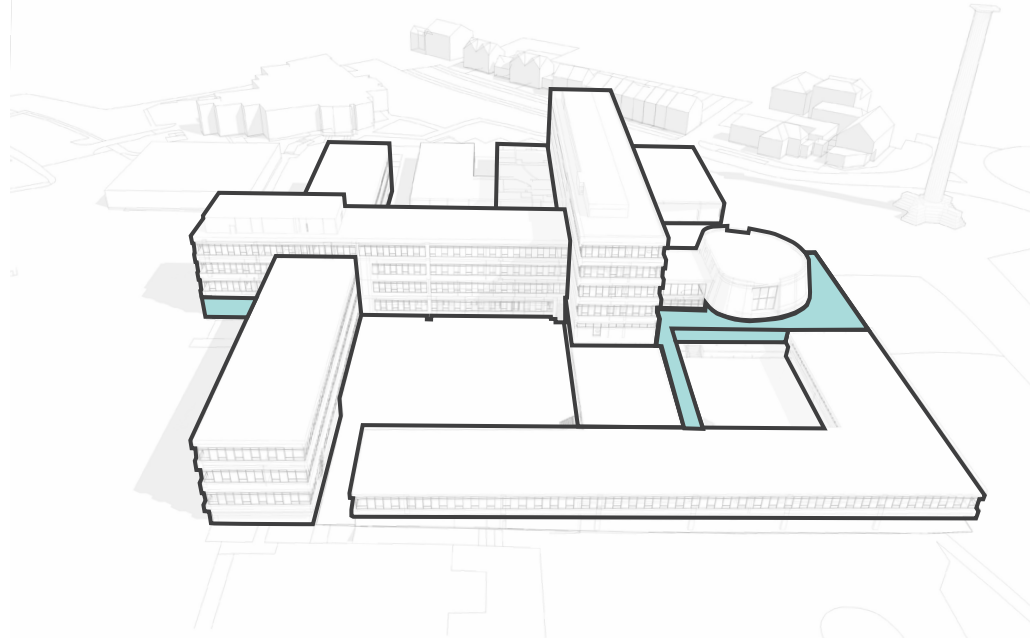
3.08  
Proposed Architectural and Landscape Interventions



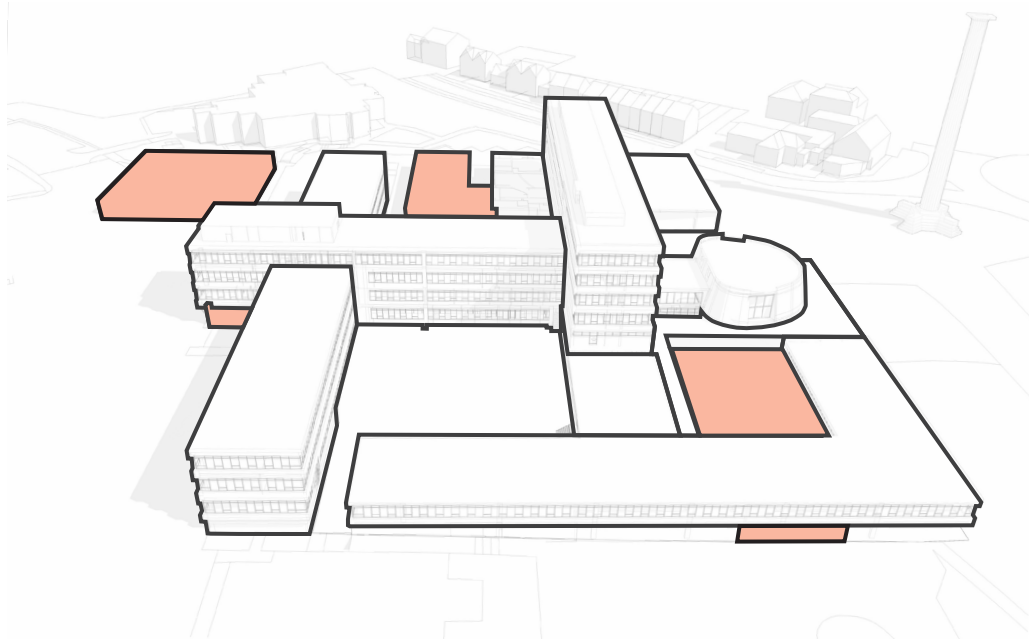
- 01 Existing building
- 02 Existing building showing demolition
- 03 Existing building showing new construction
- 04 Existing building showing new integrated courtyard space and car parking



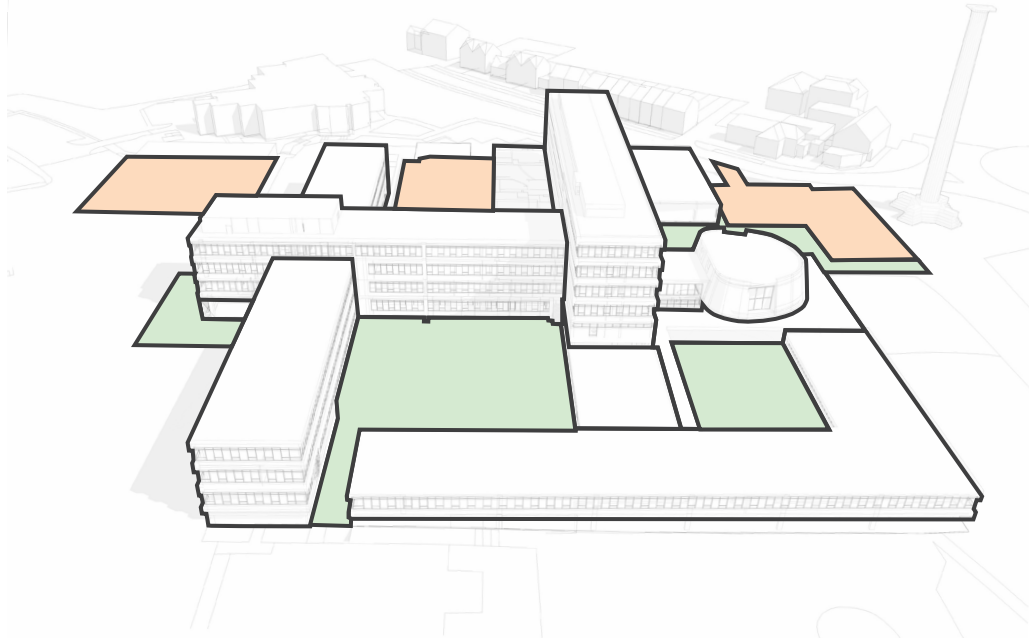
01



03



02



04

3.09  
Proposed Architectural and Landscape Interventions



- 01 Improved staff and visitor reception to provide a modern, high-quality environment

New courtyard design improves entrance from staff car parking area to main entrance and provides quality outdoor amenity space

02

Re-configured Partner entrance to create high-quality reception area with improved security and separate service entrance

03

Entrance to Visitors and Retail with level access from new visitor and retail parking area

04

Covered open spaces enclosed to form usable space and reduce anti-social activity

05

Newly landscaped visitor entrance courtyard provides a civic presence to the entrance and celebrates visitor arrival experience

06

New external connection between café and business centre provides opportunities for outdoor amenity space and new ways of working.

07

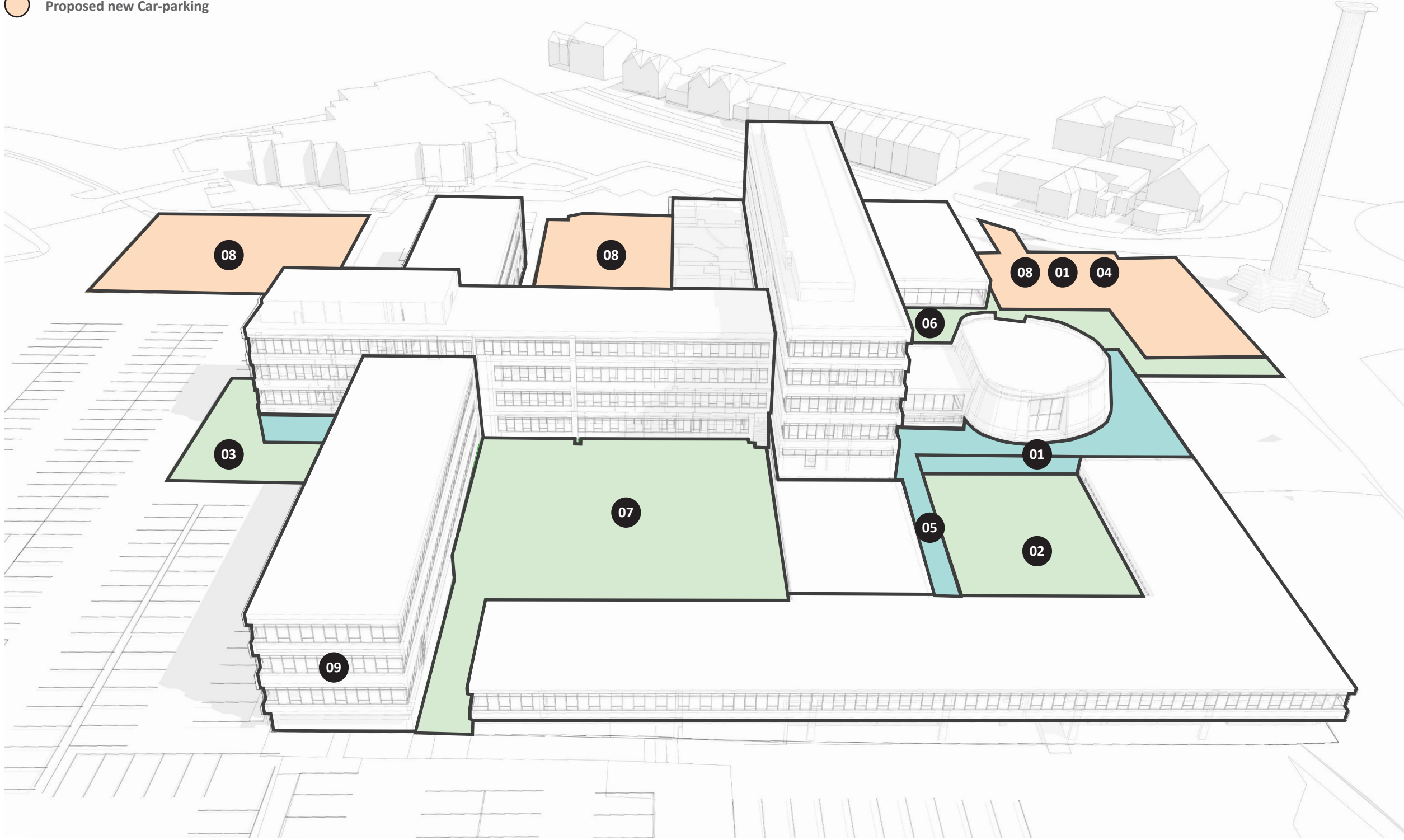
Additional car parking provides for enhanced building capacity.

08

Improvements to building fabric; new windows, clean facade, catch up maintenance issues.

09

- New-build/Refurbishment
- Courtyard/Landscape improvements
- Proposed new Car-parking

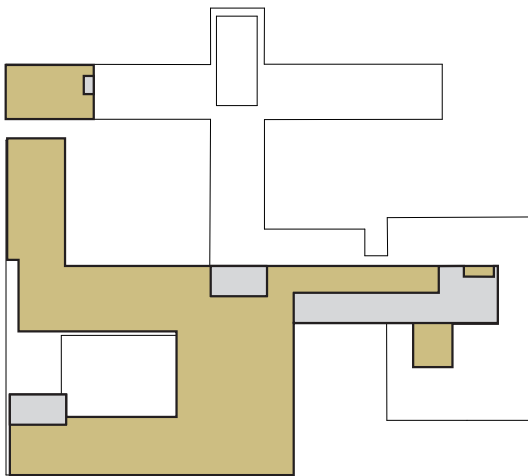




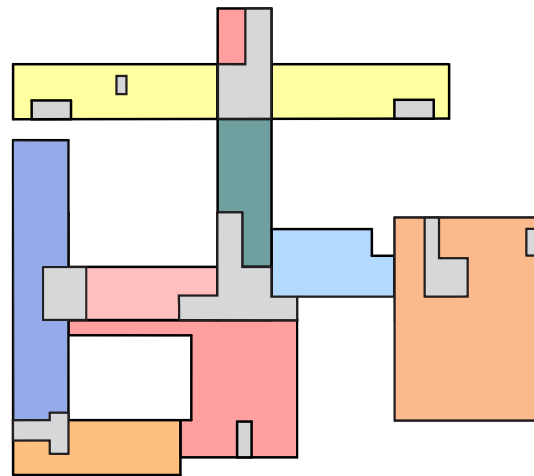
3.10  
Proposed Plan Diagrams



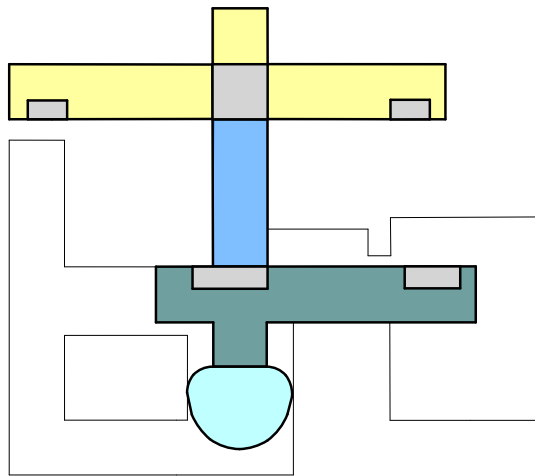
- Council and Partner Entrances
- Cafe
- Support Departments
- Service Departments
- Data Centre
- Council Chambers
- Commercial Opportunities
- Public Sector Partners
- Business Hub
- Support / Plant
- Cores



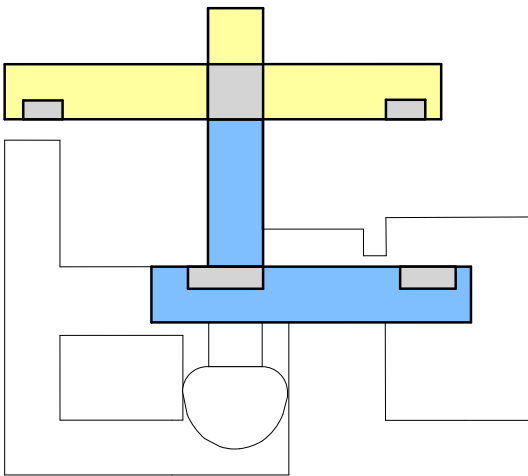
Level -01  
Basement Level



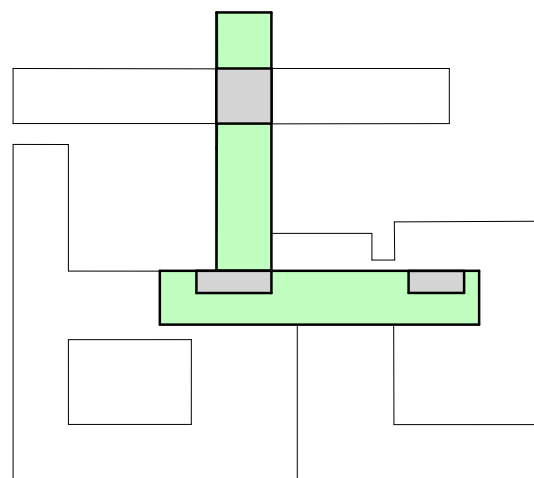
Level 00  
Ground Floor Level



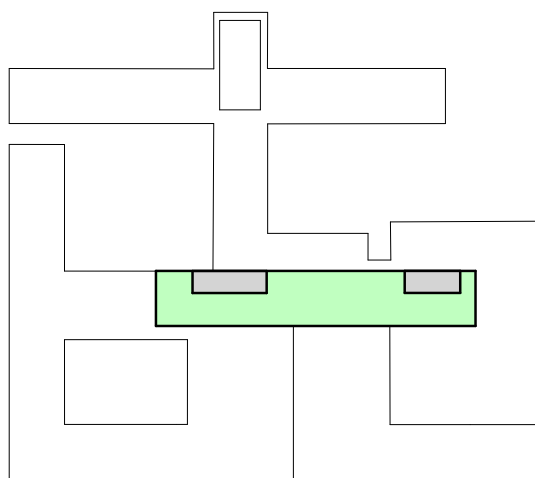
Level 01  
First Floor Level



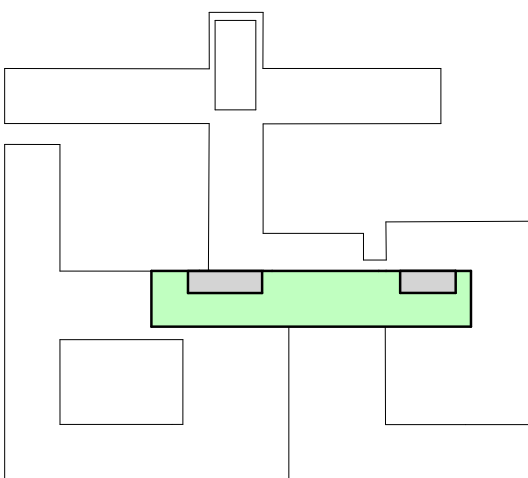
Level 02  
Second Floor Level



Level 03  
Third Floor Level



Level 04  
Fourth Floor Level



Level 05  
Fifth Floor Level

Gross Internal Floor Area

L-01	Basement	3,970m <sup>2</sup>
L 00	Ground Floor	6,825m <sup>2</sup>
L 01	First Floor	3,212m <sup>2</sup>
L02	Second Floor	2,801m <sup>2</sup>
L03	Third Floor	1,679m <sup>2</sup>
L04	Fourth Floor	1,111m <sup>2</sup>
L05	Fifth Floor	918m <sup>2</sup>

Total 20,516m<sup>2</sup>

3.11  
Schedule of Accommodation

Department / Use		Floor Level							Subtotal NIA
		L-1	L00	L01	L02	L03	L04	L05	
Council Entrance & Reception	NIA		973						973
Café	NIA		338						338
Support Departments	NIA					1266	675	675	2616
Service Departments	NIA		694	427	1103				2224
Data Centre	NIA		442						442
Council Chambers	NIA			269					269
Commercial Opportunities	NIA		1939						1939
Public Sector Partners	NIA		1022	1192	1188				3402
Business Hub	NIA		368	887					1255
Vertical Circulation Cores / Toilets	NIA	703	908	399	458	376	418	225	3487
Support / Plant	NIA	3177							3177
Subtotal NIA by Floor		3880	6684	3174	2749	1642	1093	900	TOTAL NIA 20122
GIFA by Floor		3970	6825	3212	2801	1679	1111	918	TOTAL GIFA 20516

Please note that the areas shown on this and the previous pages have been measured off preliminary drawings provided to HLM architects by third parties as the likely areas at the current state of design using the stated option from the RICS Code of Measuring Practice 4th edition.

These areas may be affected by future design development and construction tolerances or the result of surveys of existing buildings.

Please take account of these factors before planning any financial or property development purpose or strategy and seek confirmation of latest areas before decision making.

4.00  
Architectural Design Proposals

The following pages identify and illustrate the key architectural alterations to the existing building in line with the brief and existing site challenges identified in Section 3. Broadly these are to create a series of open place workspaces for the office requirements based on the current number of staff identified, retaining the existing Data Centre and associated office / staff for this facility. They include creation of a vibrant, modern business centre to the ground floor link space and first floor members area, also improvements and modernisation of the current canteen facility into place for people to socialize, eat, drink and work. There is also a proposal to link the ground floor business centre to the cafe space through a re-landscaping the courtyard between these two areas. Ad esire to have more access to outside spaces and be able to work in these has been expressed through the user engagement process.

The current main entrance is no longer suitable for the number of people visiting the building, there are accessibility issues and it creates a poor first impression. The proposal is to infill this area under the existing canopy to provide a vibrant entrance space that will accommodate the visitor numbers, provide a space for the public to access information, cafe / retail satellite facility, touch down areas with WiFi and access to small meeting rooms. This area will also address the access problems allowing people to enter via level access with a small platform lift to the current reception level as well as public access to first floor only.

One of the key drivers for the scheme is to provide office space to the 3 floors of the North Block for Public Sector Partners. This facility will require its own dedicated entrance space. The proposal is to infill under the existing delivery / entrance canopy to the rear of the building to provide a modern reception / entrance area in line with a commercial office space. The landscaping and car parking to this area will also be addressed in line with the new architectural proposals.

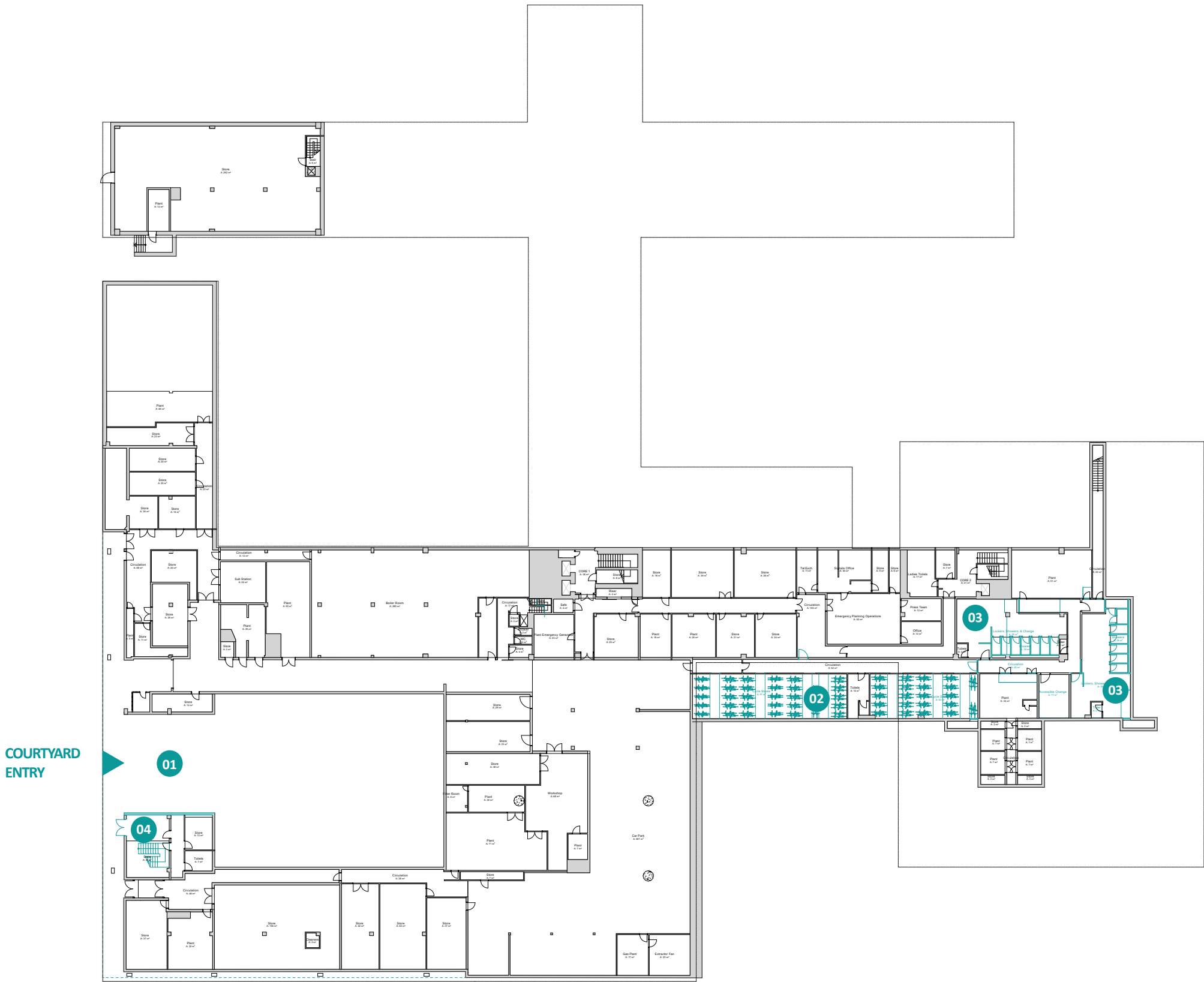
There are also two areas of the existing building which are outlined as a change of use , these are the existing court building and the south west corner wing. The potential commercial opportunities have been investigated through the Stage 2 process and the possibilities of these are identified in Section 8. This is, however, an ongoing process and further work will be undertaken to explore the potential with interested parties post Stage 2.

4.01  
Proposed Plans



Basement Level  
**L-01**

- 01 Widened Courtyard Entry leads from car park to courtyard amenity space and main entrance reception. Provides secure, gated access to prevent anti-social activity after hours.
- 02 Secure bicycle parking for 130 with access to main lift and stair core.
- 03 Male, Female, and Accessible Change / Shower / Locker space encourages green travel commuting
- 04 New secure exit stair for council and retail space on the floor above also provides flexibility for dedicated after-hours access if required.





4.02  
Proposed Plans

01 New Enclosed Main Entry / Reception point provides vibrant, multi-use space with facilities for interactive library, cafe on-the-go facilities, quiet meeting space and accessible toilets.

02 New, fully-glazed Partner Entry / Reception provides a highly visible and secure entrance for partner staff and visitors with waiting area and accessible toilet facilities.

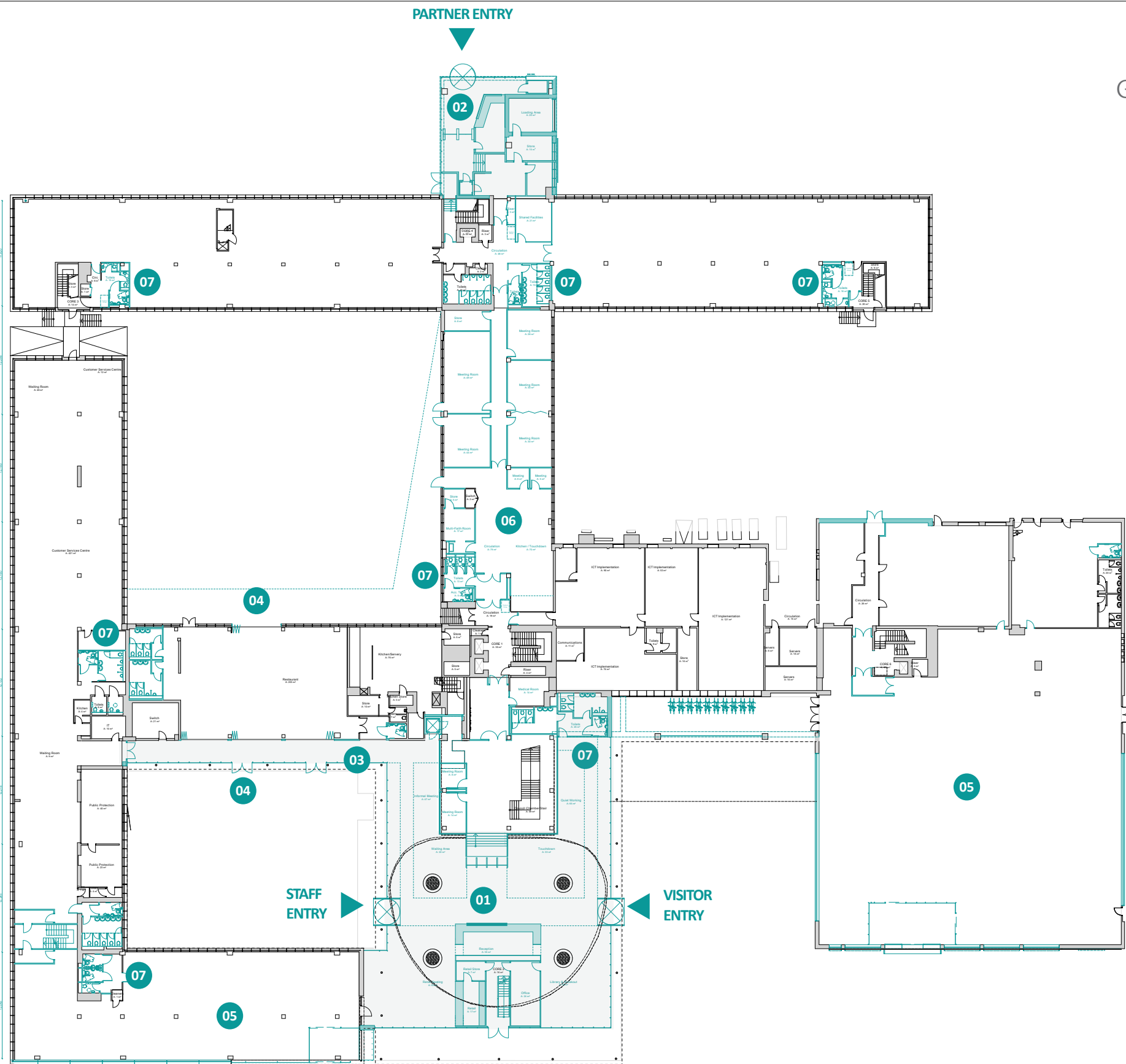
03 Internal connection to the Restaurant to improve connectivity with the main building circulation and reception.

04 Direct connection from the Restaurant to courtyard amenity spaces on both sides provides opportunities for outdoor dining as well as flexible working.

05 Two new Retail spaces provided through renovation of the southwest wing and courts building.

06 New Business Centre provides private meeting and collaborative working space with direct connections to courtyard amenity space.

07 All toilets upgraded. Quantities reviewed and additional provided where required to facilitate new proposed occupancies as well as lobbied access to stairwells



Ground Floor Level  
L00



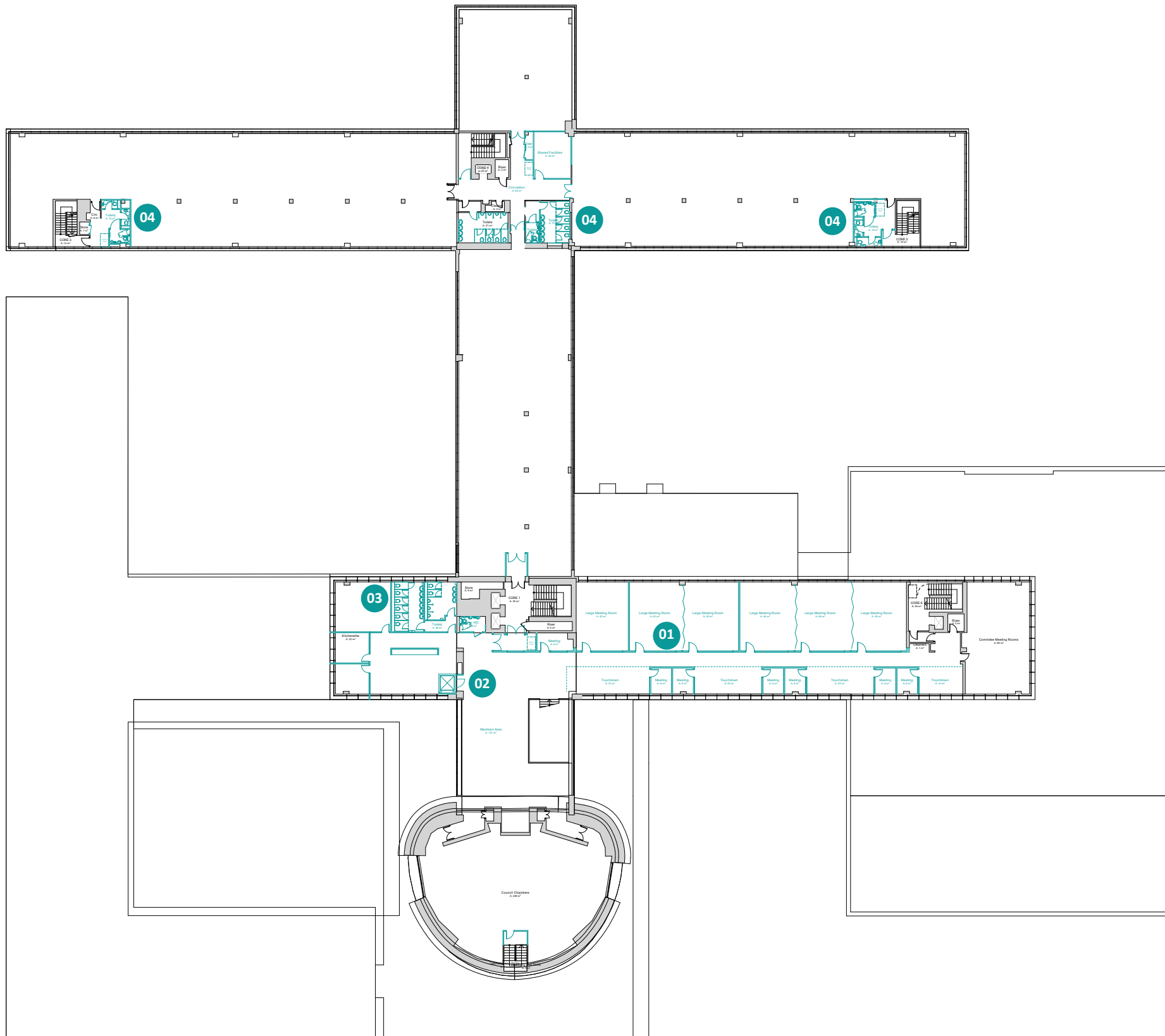
4.03  
Proposed Plans

01 First floor meeting rooms updated with flexible divisions and new 1-to-1 spaces to allow for a range of meeting sizes and collaborative events.

02 New internal lift from reception to first floor provides direct access for Members and visitors and facilitates segregation of staff-only areas from Council Chamber and Business Centre activity.

03 Enlarged toilet facilities provides capacity for larger groups and conferences using the Business Centre.

04 Upgraded core areas provide additional accessible provisions and toilet capacity to partner and staff areas as well as lobbied access to stairwells

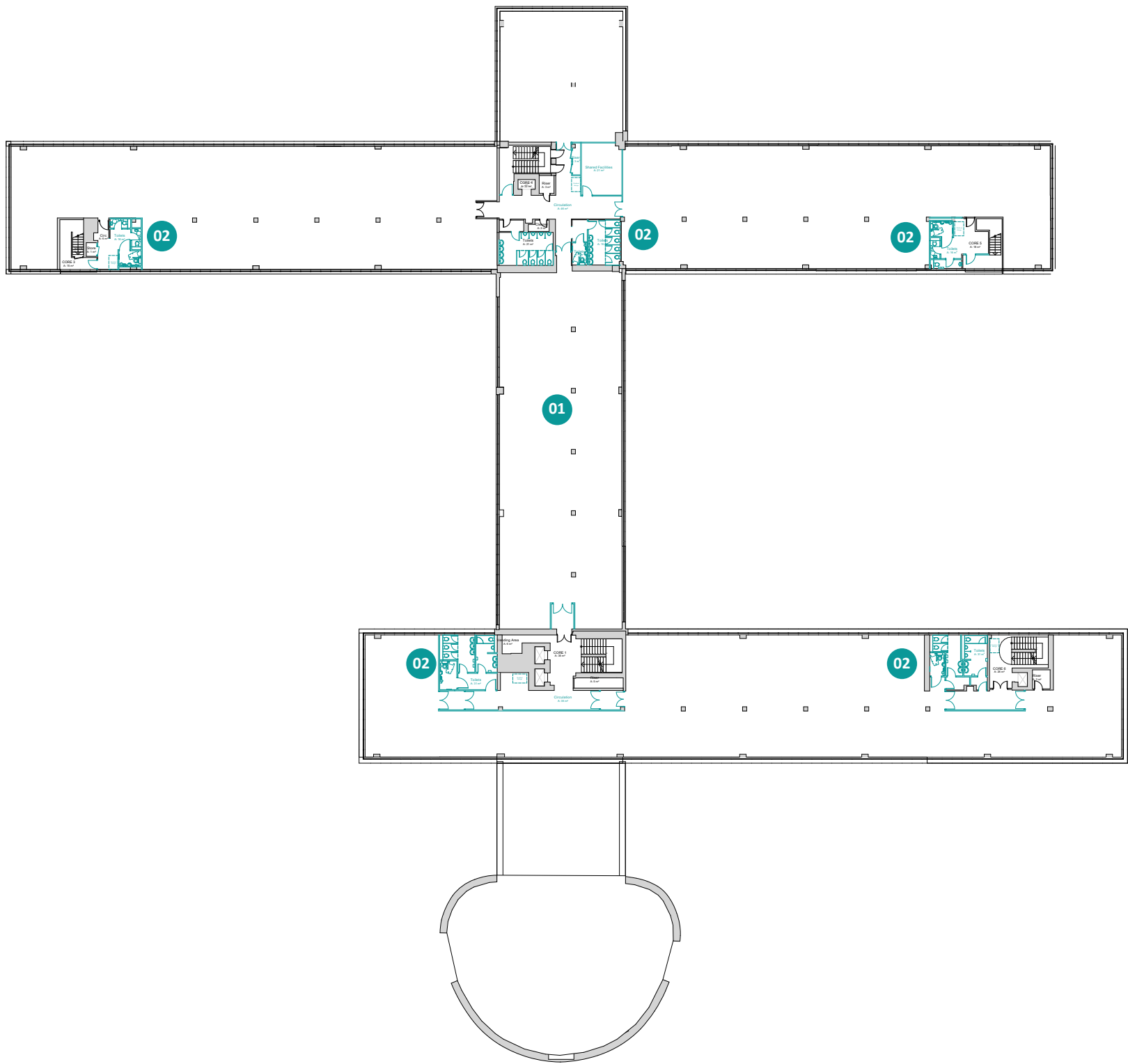


First Floor Level  
L01



4.04  
Proposed Plans

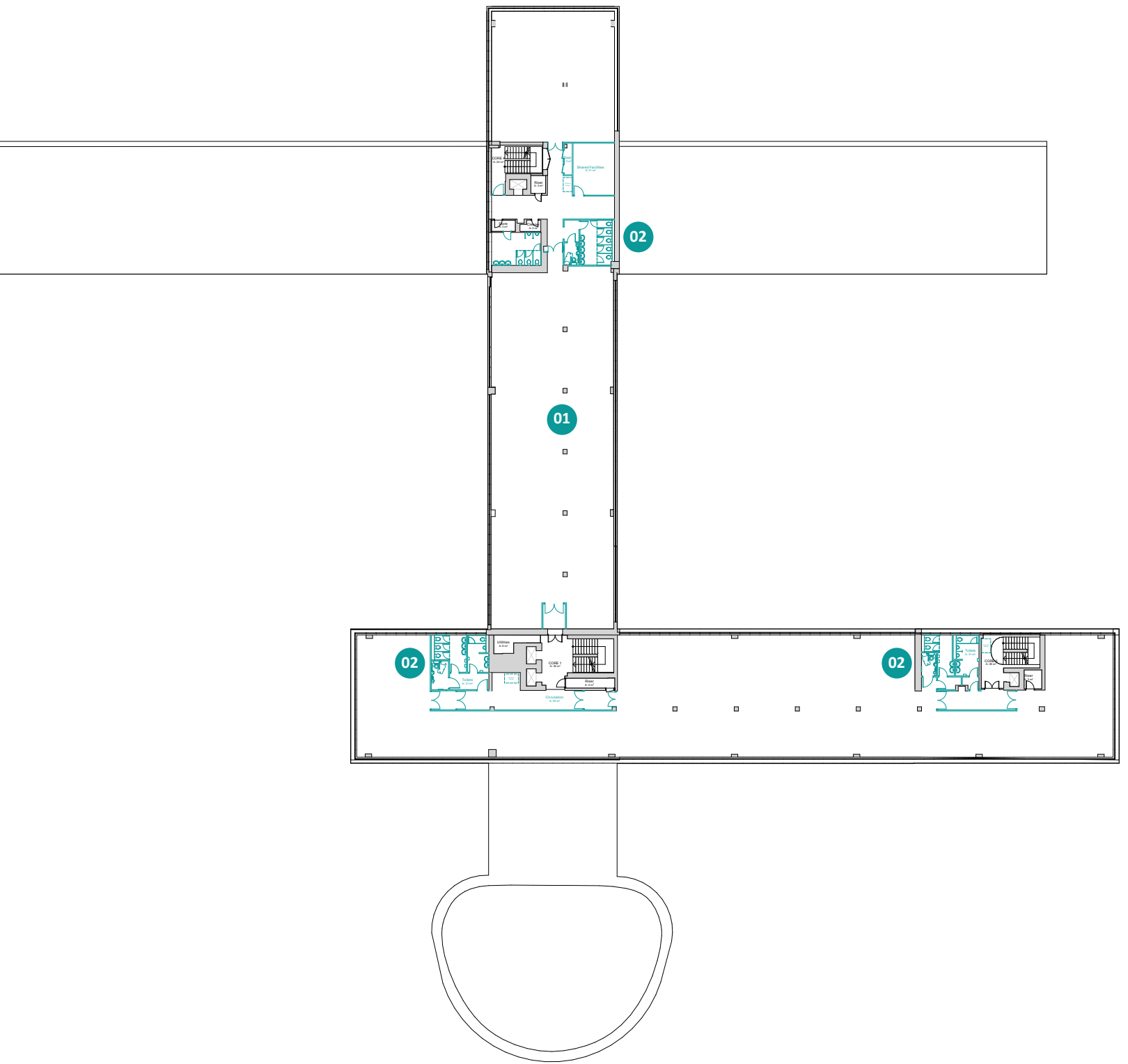
- 01 Internal partitions removed to provide flexible open office layouts throughout
- 02 Upgraded core areas provide additional accessible provisions and toilet capacity to partner and staff areas as well as lobbied access to stairwells



Second Floor Level  
**L02**

4.05  
Proposed Plans

- 01 Internal partitions removed to provide flexible open office layouts throughout
- 02 Upgraded core areas provide additional accessible provisions and toilet capacity to partner and staff areas as well as lobbied access to stairwells



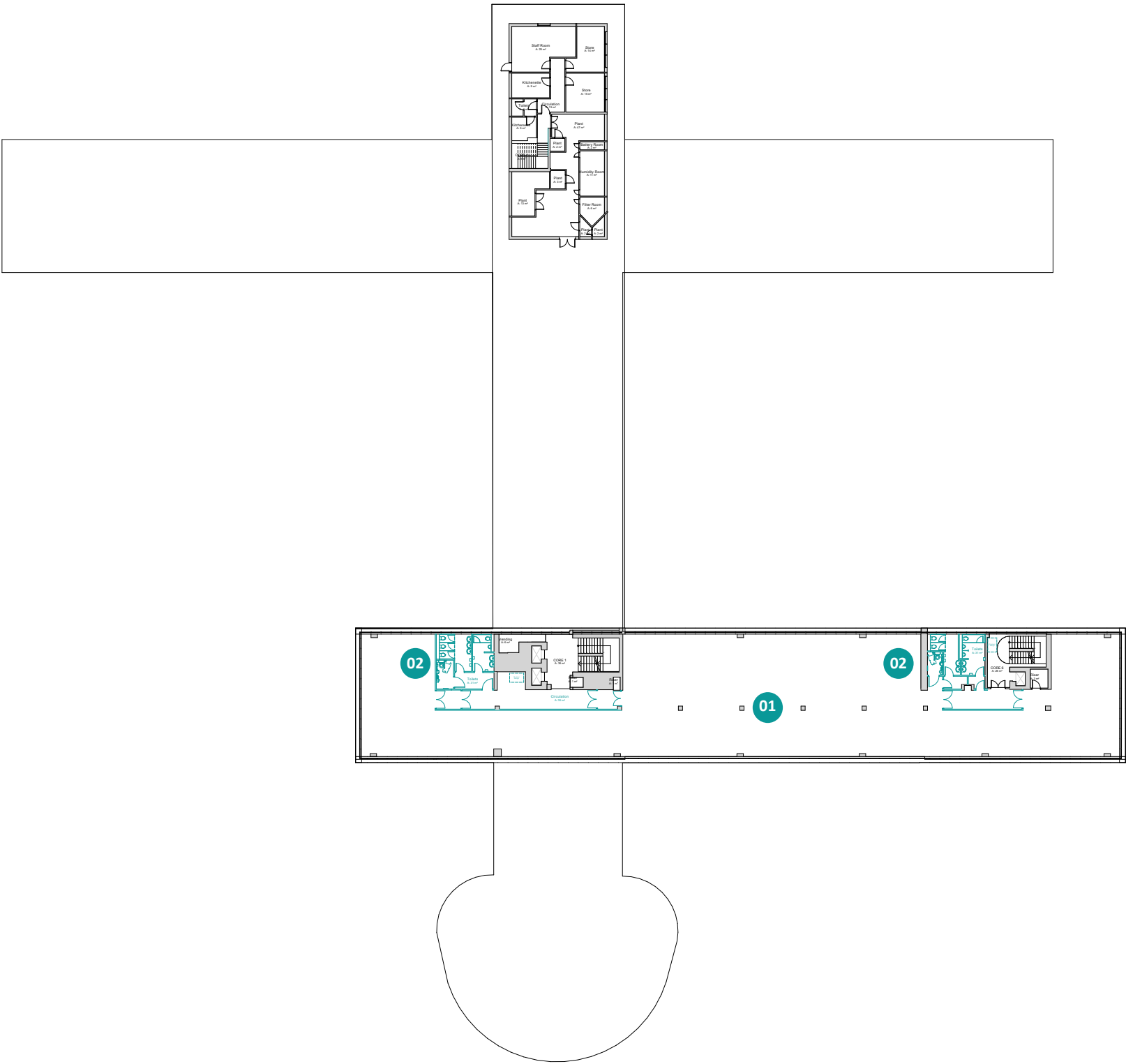
Third Floor Level  
**L03**

4.06  
Proposed Plans



- 01 Internal partitions removed to provide flexible open office layouts throughout
- 02 Upgraded core areas provide additional accessible provisions and toilet capacity to partner and staff areas as well as lobbied access to stairwells

Page 35

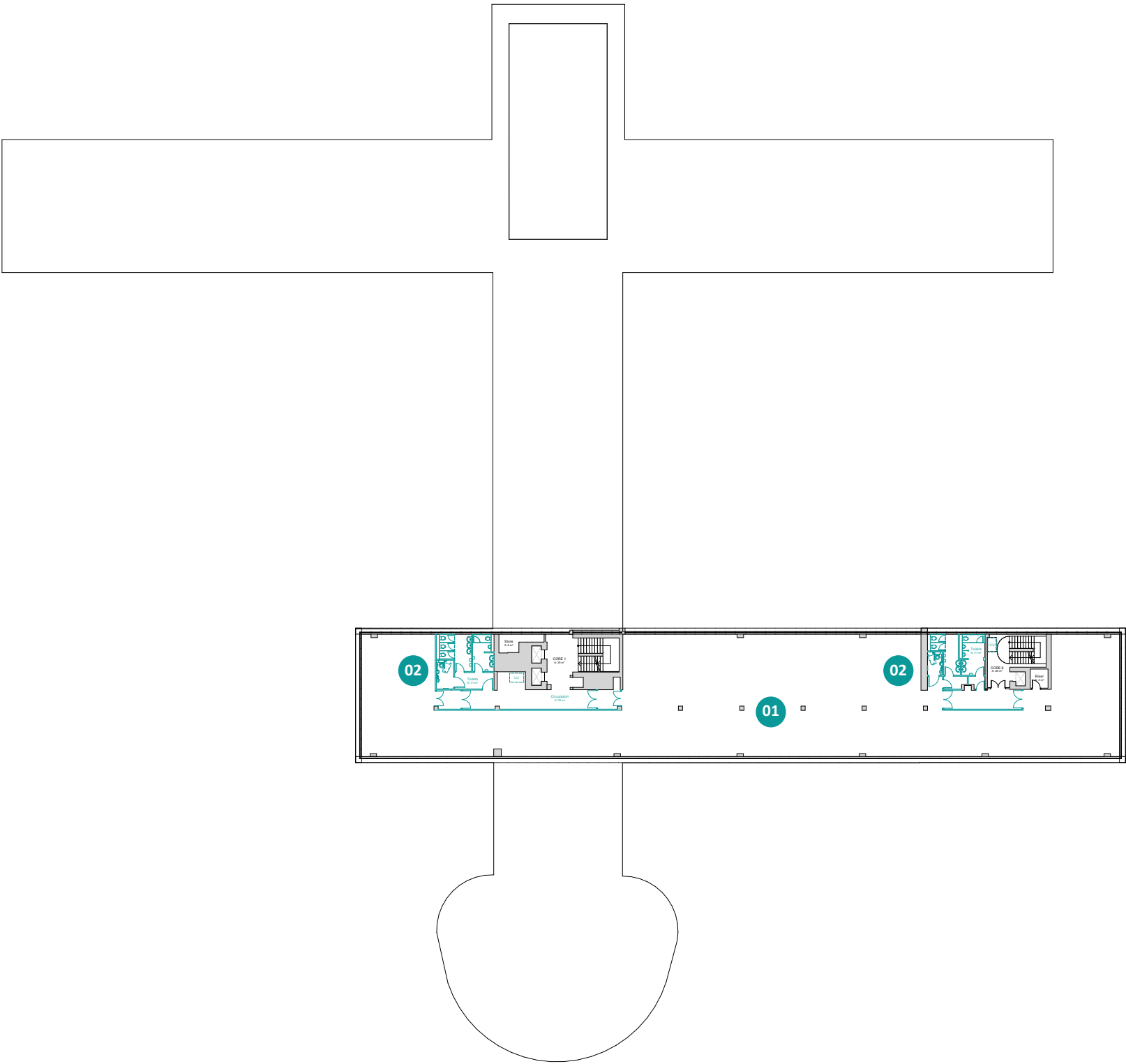


Fourth Floor Level  
**L04**

4.07  
Proposed Plans



- 01 Internal partitions removed to provide flexible open office layouts throughout
- 02 Upgraded core areas provide additional accessible provisions and toilet capacity to partner and staff areas as well as lobbied access to stairwells



Fifth Floor Level  
**L05**



4.08  
Architectural Precedents

The adjacent precedent imagery gives an illustration of how the proposed architectural interventions could be treated.

Curtain Wall Lobby Enclosure



Revolving Doors



Architectural Metal Feature Entrance and Signage



New Windows Throughout Office Areas



Opportunities for Public Art



Curtain Wall at Partner Entry

4.09  
Architectural Material Palette

Existing Portland Stone  
Council Chambers



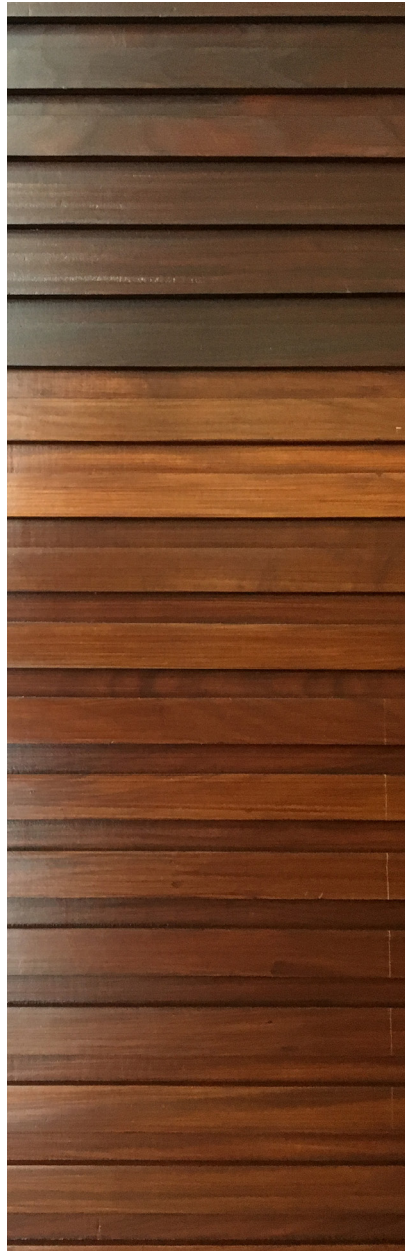
Existing Mosaic Tile  
Spandrel



Existing Exposed Concrete



Existing Timber Soffit  
Council Chambers



New Glazing to Entrances



Lacquered Bronze or Corten  
Steel  
Feature Entrance and Signage



As we are sure you will appreciate, the images attached are subject to copyright. The images are sent to you for the sole purpose of them being included within the Stage 2 document for the Shirehall Refurbishment Project.

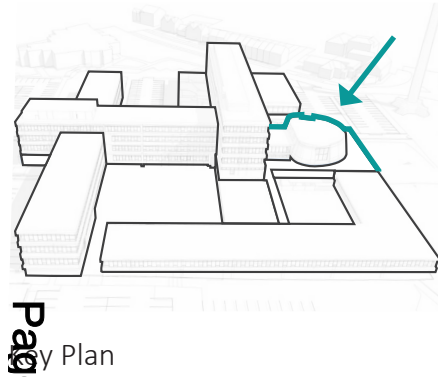
Please do not distribute the images or reproduce them anywhere else. Please delete the jpegs once the Project has been completed.

As we are sure you will appreciate, the images attached are subject to copyright. The images are sent to you for the sole purpose of them being included within the Stage 2 document for the Shirehall Refurbishment Project.

Please do not distribute the images or reproduce them anywhere else. Please delete the jpegs once the Project has been completed.

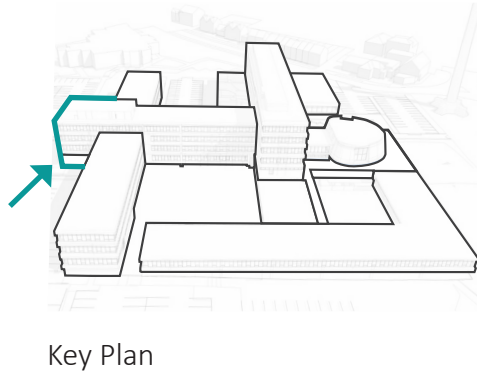


4.10  
Visualisation - Front Entrance



Visualisation of the main entrance, adjacent courtyard and additional visitor parking

4.11  
Visualisation - Partner Entrance



Visualisation of the new partner entrance and landscape at the rear



5.00  
Landscape Design Proposals

The landscape strategy for Shirehall is based on developing the potential inherent in the existing site, while creating new external areas selected for their ability to enhance and improve the staff and visitor experience of the building.

The external spaces will serve as attractive and welcoming areas, creating a good first impression of the building as a whole. They will be open and easy to navigate, and while fulfilling the needs of their own individual locations, have a common design language of hard and soft materials, to bring an overall holistic design solution to the building.

The four main external areas targeted for enhancement are;

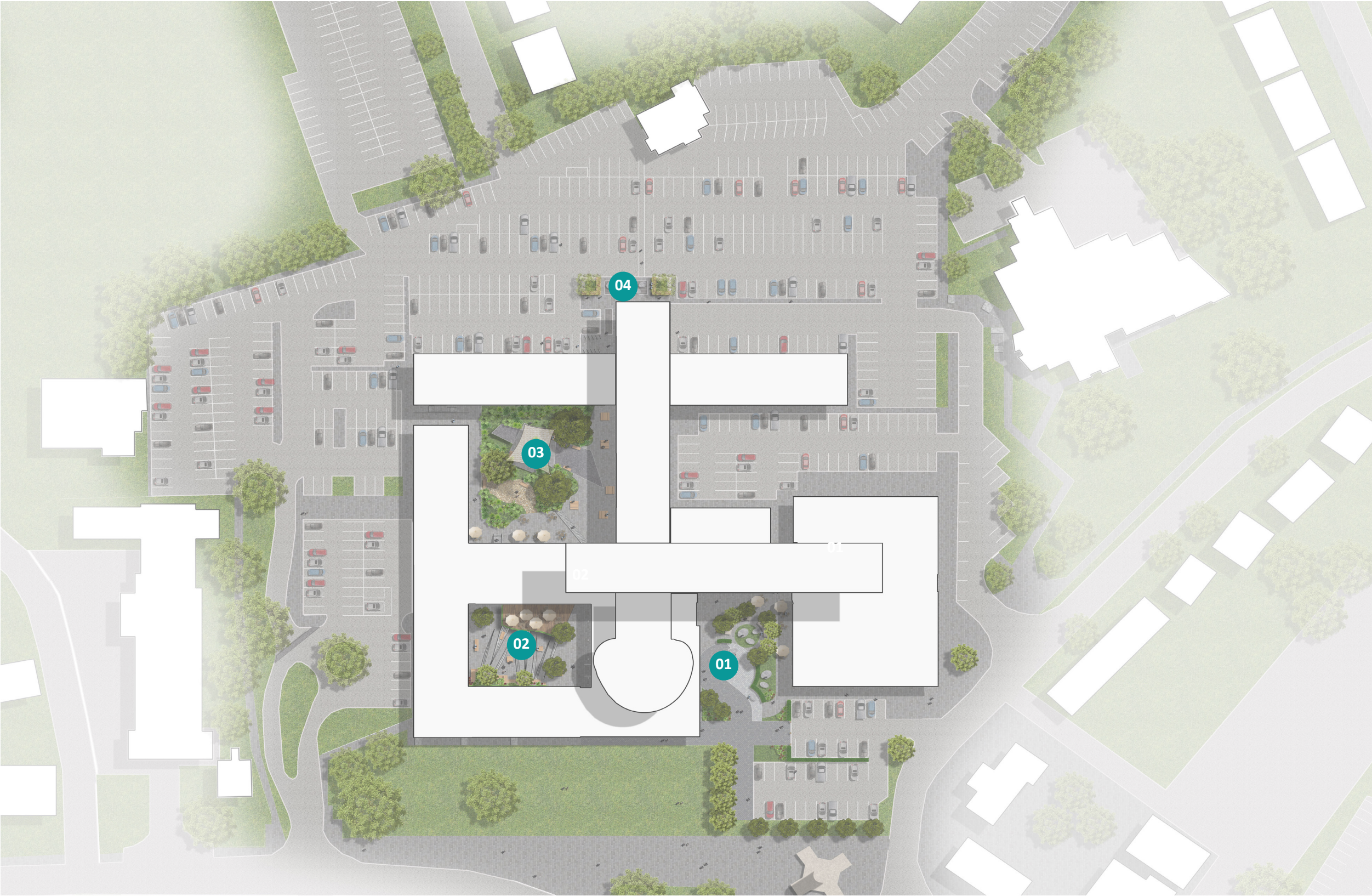
1. The Council Entrance Plaza
2. The Staff Entrance Courtyard
3. The Internal Courtyard
4. The Partner Entrance

Each of these areas serve a particular site specific purpose, yet all will use quality hard scape and, where possible, indigenous soft scape to achieve this. The current treatment of each of these locations is largely cold and unwelcoming, with little clear indication of use. The new approach will change this and provide design solutions that enhance and facilitate their primary functions, and create spaces that allow the building to spill-out and occupy through out the year.

5.01  
Landscape - Site Masterplan

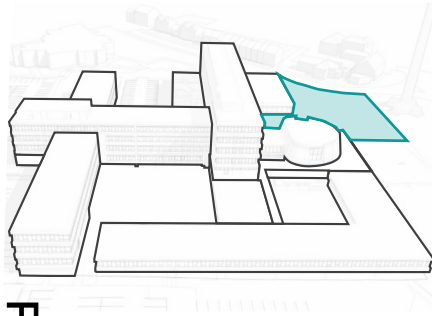


- 01 Council Entrance Plaza
- 02 Entrance Courtyard
- 03 Internal Courtyard
- 04 Partner Entrance





5.02  
Landscape - Council Entrance Plaza

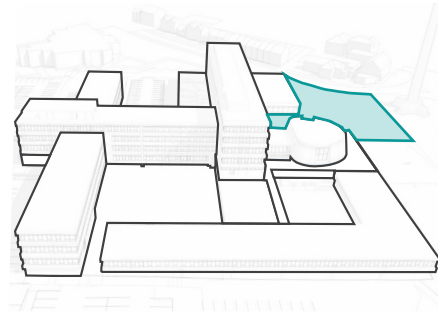


Key Plan

The current entrance plaza serves little or no purpose, and directionally points to an area of minor importance rather than assisting in wayfinding towards the main building entrance. The proposed design rectifies these issues. The general level of the space has been raised to allow for level access to the new main entrance without the need for a ramp. The new space serves as a hub between the council entrance, proposed retail area and short-stay parking. Charcoal grey granite pavers lead from the parking area to a circular area of hardstanding directly in front of the main entrance. Once the hard scape has reached the entrance, the darker units peter out into silver grey units to subtly suggest that you have reached the primary destination. The circular paved area is bordered by another circular area; this time slightly raised, and much more informal in character. Here, informal step seating and organic “moonstone” benches create spill out space for both the council building and retail space, and sit within a circular grove of Rowan trees.

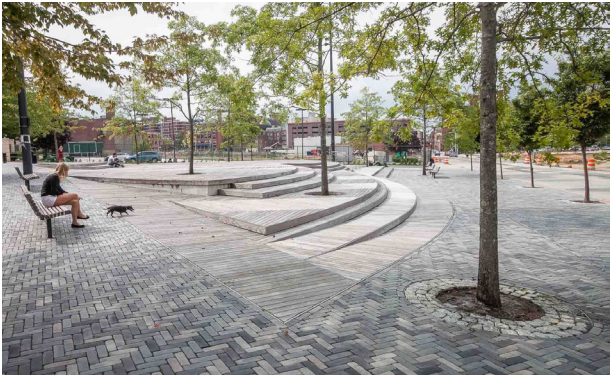


5.03  
Landscape - Council Entrance Plaza



Key Plan

Clipped Buxus hedging and an avenue of Gallery Pear trees will also be used to inform directionality, while informal areas of flowering evergreen planting will soften the character where necessary. It is envisaged that all new areas of hard standing will be SUDs compliant permeable paving (subject to suitability tests from the ground engineers).



A Civic Plaza with level changes



B Moonstone seating



C Informal seating walls



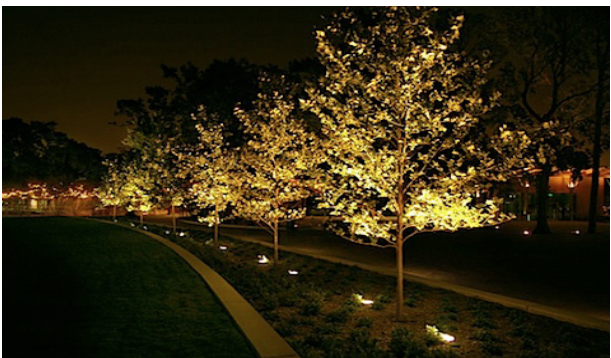
D Clipped Buxus hedging



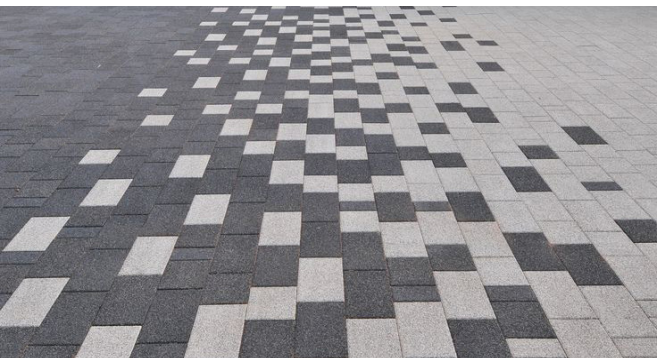
E Gallery Pear Tree



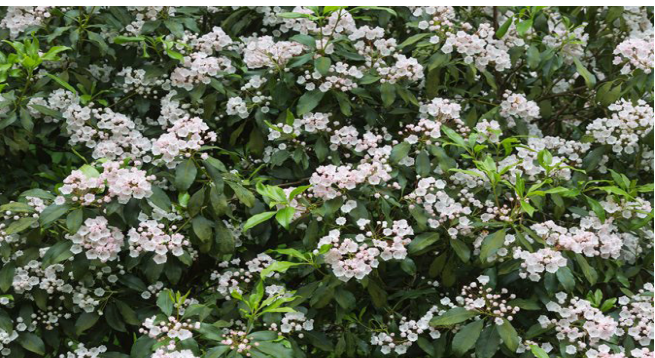
F Rowan Tree



G Landscape Feature Lighting



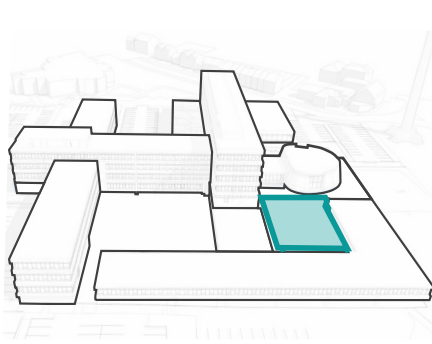
H Dynamic Paving Design



I Flowering Evergreen Planting



5.04  
Landscape - Staff Entrance Courtyard



Key Plan

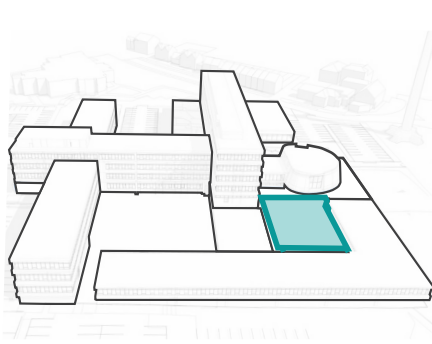
The Staff Entrance Courtyard has been identified as a key area for Landscape enhancement. It provides the primary access route to the Council Building for the majority of staff who arrive by car. The proposed design reflects the importance of this space, and creates a sense of arrival for those who daily access Shirehall via this courtyard.

The route through the courtyard rises from pavement level at the carpark, to floor level at the door to the council building. It does this along a series of steps or ramps that facilitates the quickest route to the building while simultaneously providing random areas of informal seating.

The level change is enhanced by new green walls which border the flight of steps, and hugely enhance the view into the space from employees work-stations. Randomly placed Amelanchier trees further enhance the courtyard's secondary function as a picture landscape from inside Shirehall. Finally, the upper level of the courtyard greatly improves connectivity between the Council main reception and the cafe, via the new cafe terrace.



5.05  
Landscape - Staff Entrance Courtyard



Key Plan



A Amelanchier trees



B Green Wall



C Stepped seating



D Timber effect porcelain tile



E Mixed colour paving pattern



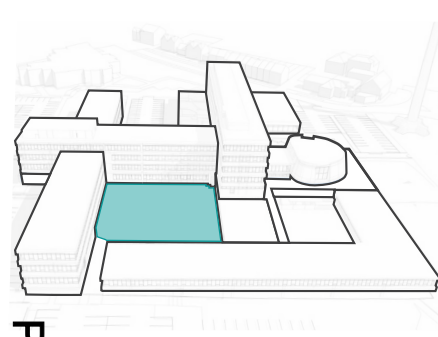
F Integrated ramp



Section AA



5.06  
Landscape - Internal Courtyard

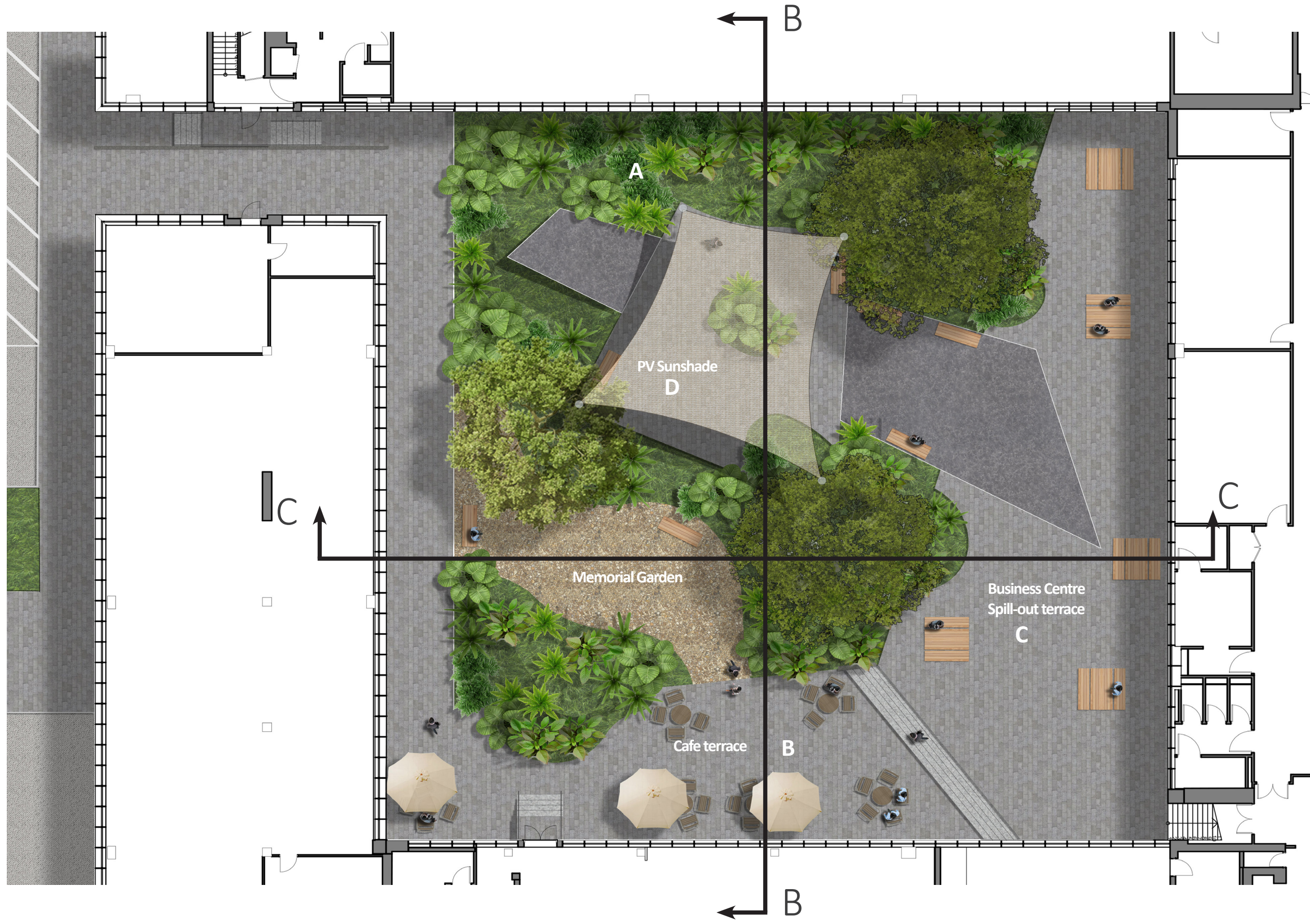


Key Plan

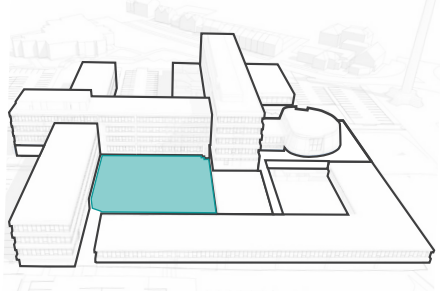
The Internal Courtyard is perhaps the most dramatic and gardenesque landscape space on the site. The function of the space is twofold. Firstly, the space sits between the cafe and the proposed business centre and, as such, should facilitate greater connectivity between the internal spaces, and provide opportunities for out-spill from each area into the new landscape.

Secondly, the courtyard will be the daily view for many staff of the building, and something attractive to look upon will greatly enhance the work environment for the buildings employees. Two paved terraces (one from the cafe and one from the business centre) will provide platforms to extend both internal functions, outdoors. It is recommended that wi-fi be provided to allow for outdoor working from various external work-stations located around the courtyard. Potentially, a PV sun-shade could provide shade when required, along with the facility to charge a phone or lap-top.

A sunken memorial garden will house the current memorial stone.



5.07  
Landscape - Internal Courtyard



Key Plan



A Verdant Landscape



D PV Sunshade



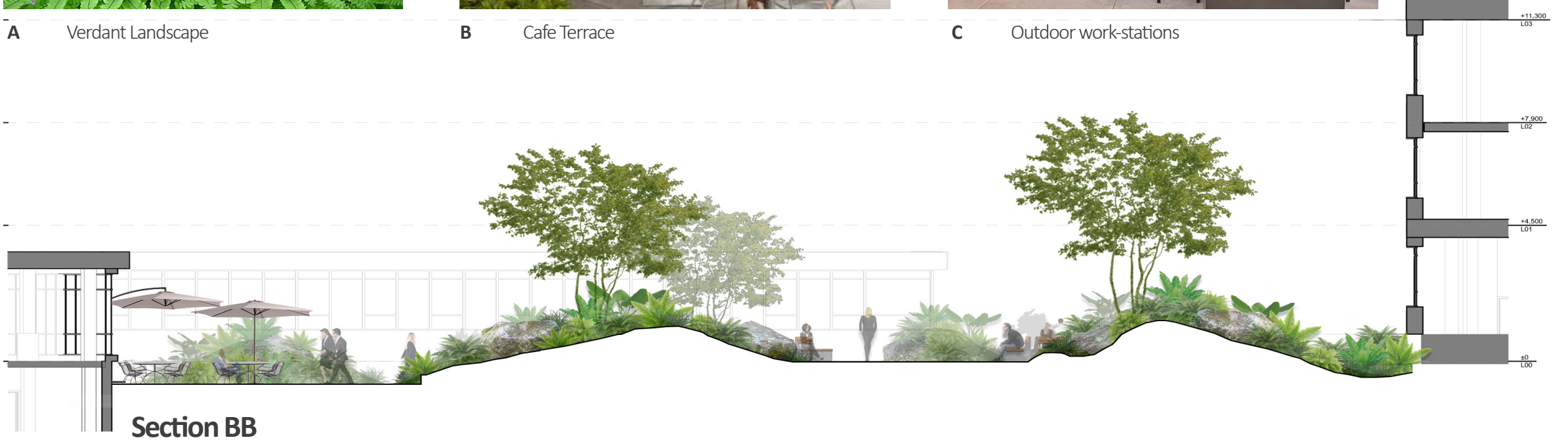
A Verdant Landscape



B Cafe Terrace



C Outdoor work-stations



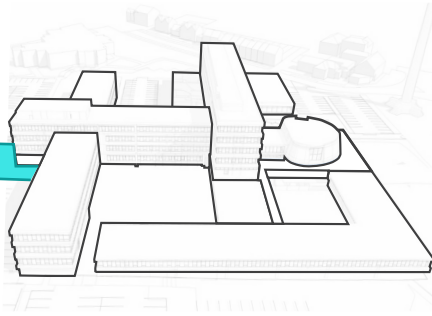
Section BB



Section CC



5.08  
Landscape - Partner Entrance



Key Plan

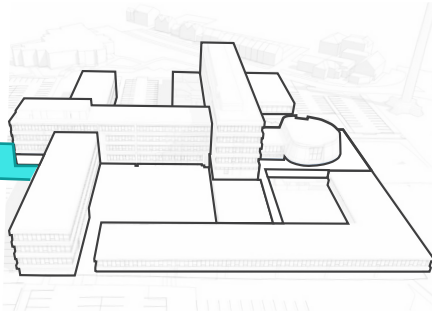
The landscape treatment for the Partner's Entrance works in tandem with the Architectural improvements to this part of Shirehall to emphasise this area as an arrival space in itself, rather than the current arrangement which feels somewhere between a goods entrance and a back service door.

High quality, natural stone paving will be located around the newly extended building which visually centres on the new entrance door. This will be reinforced by two mature clipped Hornbeam trees which will "book-end" the view of the entrance from the carpark. The clipped cube forms of the trees will reflect the massing of the building, and enhance the formality of the space.

Timber seating under the clipped trees, cycle stands and "moonstone" benches will reflect elements of the landscape treatment at the Council Entrance Plaza to the front of the building.



5.09  
Landscape - Partner Entrance



Key Plan



A Cycle stands



B Moonstone Seating



C Attractive paving design



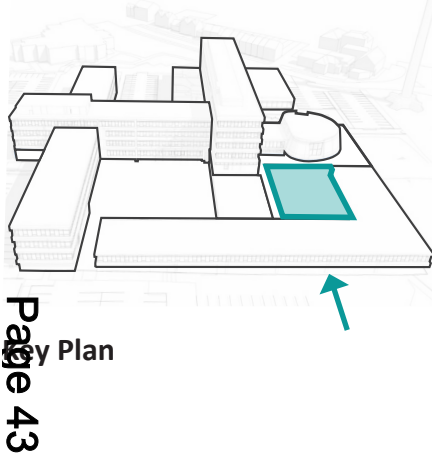
D Seasonal colour planting



E Hornbeam 'Cubes' reflect building geometries



5.10  
Landscape - Staff Entrance Courtyard Visual



View of the courtyard and approach to the main entrance from the short stay car park.

5.11  
Landscape - Existing Parking Strategy

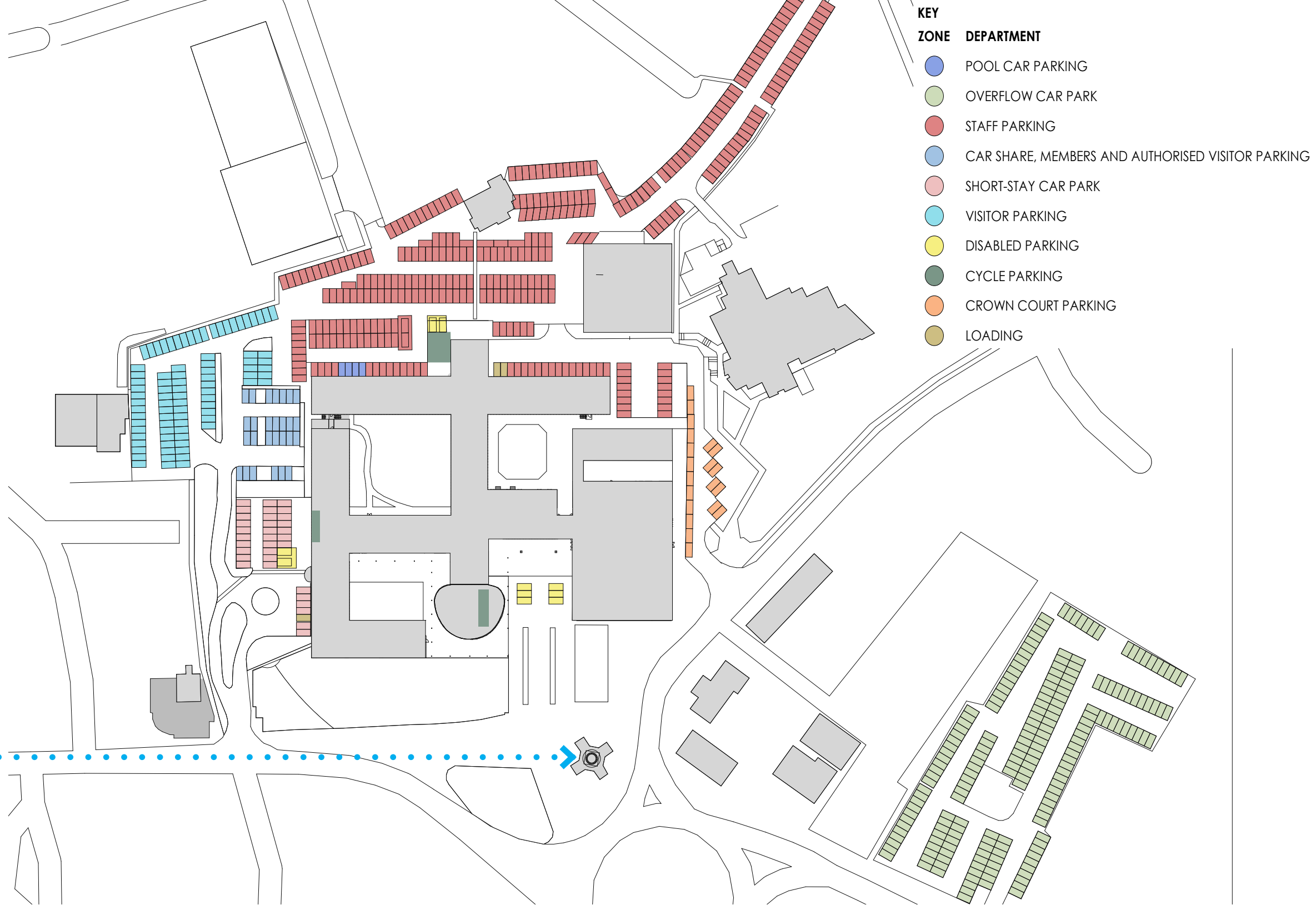
Following a presentation on options for Shirehall to Directors on 9th October, a request was made that a further and more detailed study be carried out into the car parking implications of both the Core Investment Strategy and the Alternative Investment Strategy.

As a result, a parking study was produced in November 2017 which assessed the current car parking arrangements, the council's own parking standards, applicable Travel Plan options, and the requirements of potential future Partners. Various parking strategies and layouts were considered, followed by site-wide recommendations.

The following pages build on that parking study by combining it with the recent landscape and architectural design developments, and refining the initial parking options to reflect the design stage to date.



Lord Hill's Column



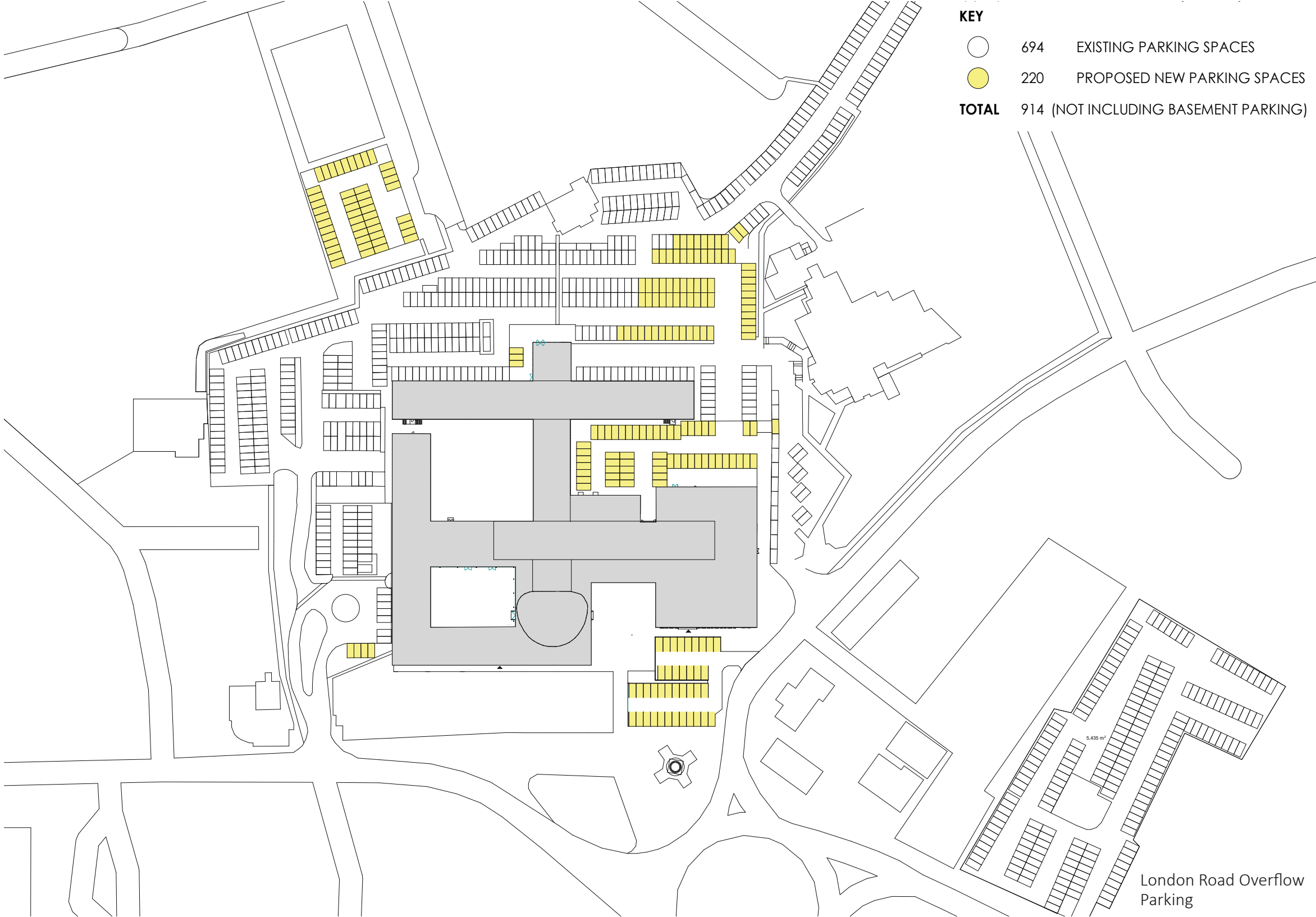


5.12  
Landscape - Additional Parking



There is potential to park an additional 49 cars on the existing tennis courts. In addition, if the demolition of the existing Registry office and Library services buildings can be achieved, an additional 171 spaces can be realised. This plan shows a notional layout assuming all 220 additional spaces are provided.

Any additional hard standing required to provide these spaces can be provided as permeable or porous asphalt (subject to engineers’ survey for ground suitability) to maintain absorption and minimise run-off.



5.13  
Landscape - Assigned Parking Options



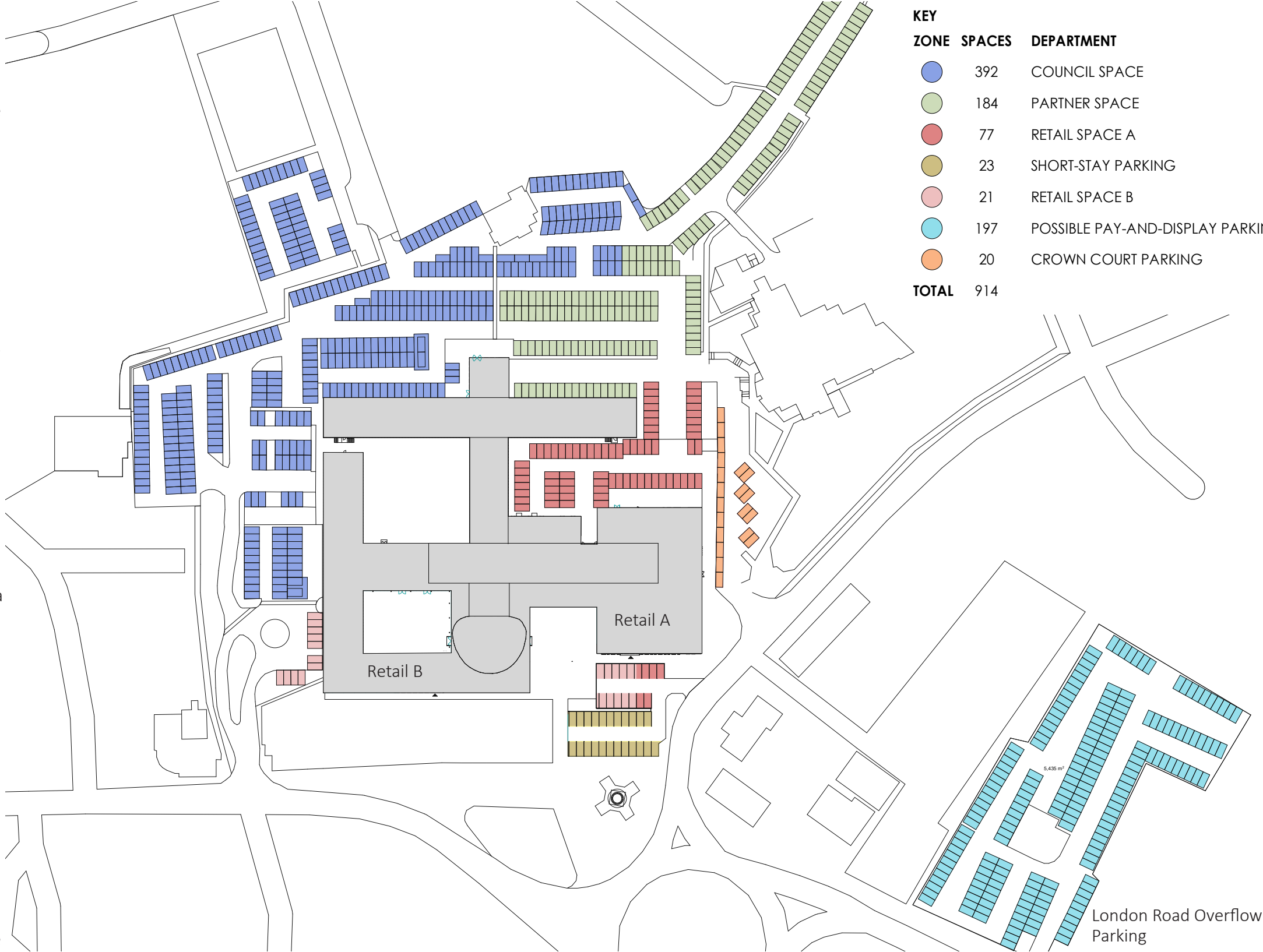
When planning for the incorporation of new partner and commercial spaces within the building, the parking requirements of all parties need to be considered and a strategy found to rationally distribute parking spaces to each party through clearly assigned areas. In turn, the allocation of parking areas for use by specific parties will provide more certainty to those who regularly need parking and eliminate un-controlled use of parking spaces by third parties.

There are several key factors used to determine how to allocate parking. Primarily, it is recommended that Shirehall follow current Shropshire council planning guidelines on the number of parking spaces per employee. Secondly, we recommend that Shirehall adopts a comprehensive and site-specific Travel Plan for all staff using the building.

The diagram opposite illustrates one possible parking strategy that could be adopted based on a notional configuration of Council, partner and retail spaces. The actual proposed parking strategy will emerge over the next phases of the design, after detailed stakeholder consultation and confirmation of proposed tenant requirements. Applying the Council’s parking standard to these notional floor areas required for each of the building’s tenants would deliver a parking requirement of:

Council staff	381 spaces
Partner staff	172 spaces
Retail Space A	50 spaces
Retails space B	24 spaces

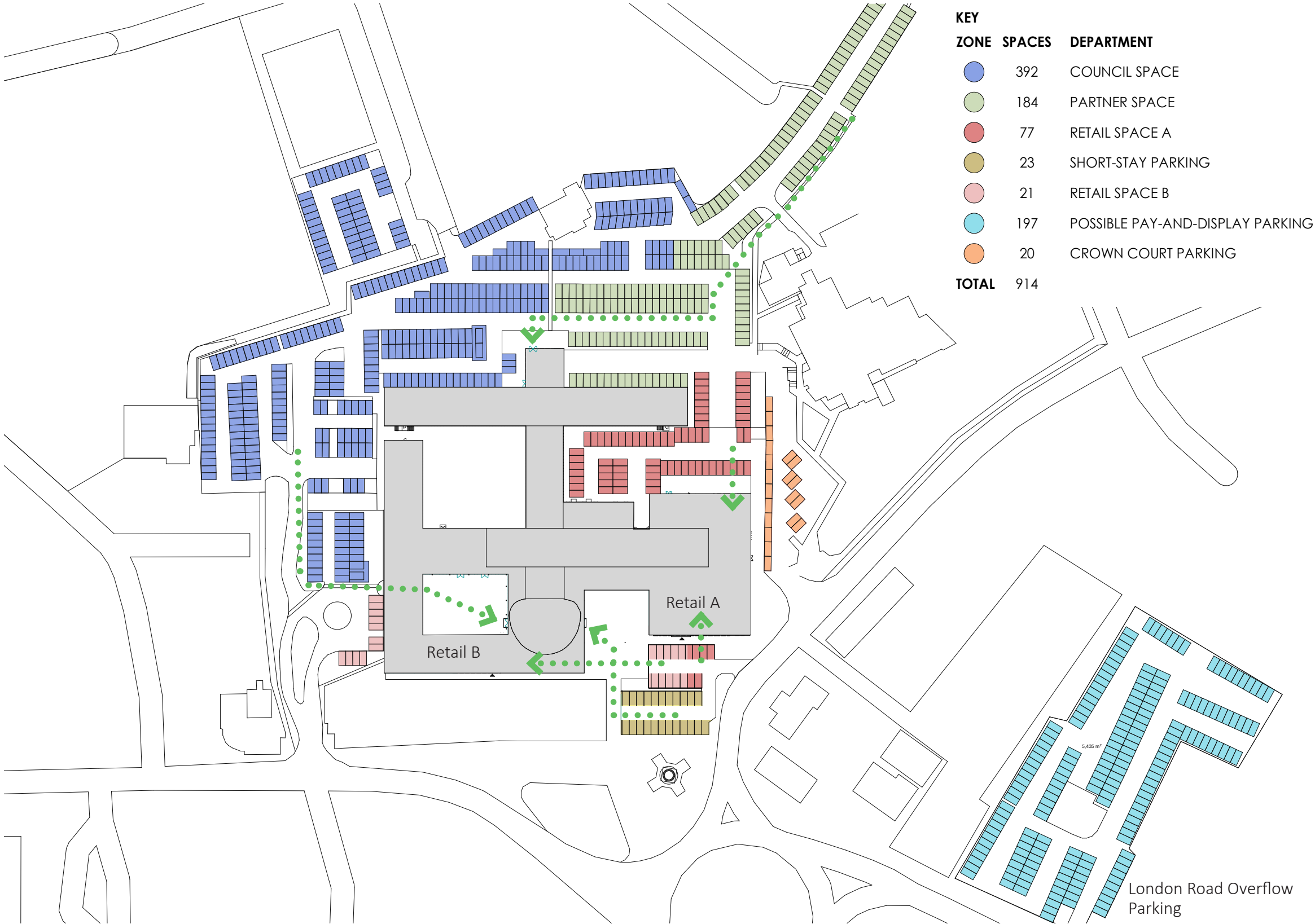
Additional spaces are allowed above these standards to account for transition to a new Travel Plan. Given this configuration, it would be possible to use the current over-spill car-park on London Road as pay-and-display parking to increase commercial revenue for the council. Within this overall allocation, the Council and Partner spaces can be sub-divided and allocated to pool car, car-share or additional short-stay spaces as required. Additional cycle facilities are also proposed to be provided in the basement.



## 5.14 Landscape - Access Routes

The following diagram illustrates the primary access routes into the building from the different assigned parking areas in the notional layout given on the previous page.

Page 45



## 5.15 Landscape - Parking Summary and Recommendations

Despite the relatively high proportion of car parking spaces to number of employees in the existing car park layout, traffic congestion is a problem at Shirehall. The current system needs comprehensive revision to reduce congestion and meet the requirements of the current and future tenants.

When planning for the incorporation of new partner and commercial spaces within the site, the parking requirements of all parties will need to be considered and a strategy found to rationally distribute parking spaces to each party through clearly assigned areas. Introducing controlled regulation of the existing car parking will help to ensure spaces are allocated to drivers who have legitimate business in Shirehall. In addition, the implementation of a comprehensive Travel Plan along with promotion of alternative methods of commuting, will help to reduce demand for parking permits. The creation of a Travel Plan is also likely to be seen in a positive light by potential public-sector partners who may be acutely aware of the current parking challenges at Shirehall.

The components of a Council Travel Plan should include, but not be limited to:

- An incentive scheme for employees to car pool.
- Adopt requests and suggestions from employees as to additional incentives
- Adoption of a generous cycle-to-work scheme.
- Provision of adequate welfare facilities for cyclists
- Negotiated discounts with rail and bus operators
- Introduction of car-share system.
- Improved links to public transportation and park and ride facilities
- Where possible, facilitate remote working and working from home.

In addition, if the Council were to rigorously adopt its parking standards on itself, Shirehall would require a total of 627 parking spaces (based on current notional floor area and use). This number can be achieved within the existing parking area, without including the overspill car park on London Road, provided active management of the car park is implemented.

The current refurbishment design proposal would allow for an additional 220 surface level parking spaces on the site by utilising the former tennis courts and area made available through the proposed demolition of the Library services building and Registry office. With relatively little capital investment, this would deliver a total of 914 spaces to accommodate Council staff, public sector partners, commercial space tenants, and short stay parking. These numbers are best estimates based on the current design stage and will need to be clarified and informed by the evolving design and Stakeholder consultation in the next stage of the design.

Finally, the next design stage should investigate the possibility of releasing the 197 spaces in the current over-spill car park for disposal or for use as pay-and-display parking to increase revenue for the council.

The next phases of the design will incorporate detailed stakeholder consultation and confirmation of proposed tenant parking requirements. These consultations will inform the design and allow a proposed parking strategy to emerge in cooperation with the building users' to meet current and future requirements.



6.00  
Workspace Strategy

The workplace strategy is based around providing a flexible working environment to support agile working, making it an attractive, efficient and cost effective building for the council, public sector partners and others. However it is not the intention within this strategy to design a one size fits all solution. There needs to be allowances made for individual needs within the layout. We have started to understand these through our initial stakeholder engagement meetings and further detail will come out in the next stage of work.

Through a series of tailored workplace settings which are illustrated on the following pages we intend to provide an activity based workplace scenario rather than undertaking all the tasks at your desk. These principles have been set out in the Government’s Estate Strategy and Smart Working - Codes of Practice. The aspiration to transform “how and where civil servants work” is a fundamental part of the design at Shirehall. These strategies and principles have already been adopted by the private sector and are visible in many examples of high quality workplace provision. These provide benefits in terms reducing running costs, release of buildings and / or area and consolidation of facilities.

However these principles are far more than refurbishing internal office space. It requires a cultural change in the way people work and approach to business. Strategies to allow people to work from home or other non-office locations, providing a flexible approach to working hours can help reduce the demand on the local transport system and the workplace. Guidance around how this can be implemented is set out in Smart Working - Codes of Practice along with the types of spaces and technology that can allow these to take place.

Investigation work already undertaken in the previous stage has already identified some of the opportunities at Shirehall. These have been used to provide the number of occupants that we are currently designing for in the refurbishment proposals . Along with the number of people, there is also the amount of time, facilities required and interaction with other members of staff that has been identified. These are identified as;

- **resident** - a member of staff who will spend the majority of their working day in the office at their desk,
- **non-resident** - this will be a member of staff who may spend most of their day in the office but will frequently be in meetings and could work in a variety of locations i.e. With a laptop
- **mobile** - a member of staff who will be frequently visiting different buildings and organisations who’s time in the office is limited who will also have the ability to work remotely.

Identifying the number of staff, their frequency in the workplace and the type of space they require enables the designer to provide the correct number of desks and the different workplace settings. It also allows the desk sharing principle to be established acknowledging that all the staff are not in the building at the same time. This has been quantified in the average head count studies completed in the previous refurbishment report to provide a desk sharing ratio of 7:10 (7 desks for every 10 people).

The proposals will provide a contemporary workplace environment which substantially improves the working conditions at Shirehall.

Creating the open plan floor plate will maximise the available floor space and allow areas to be zoned towards the activity based workspace as previously mentioned. The following pages illustrate how these zones can be placed within the floor plan. This can also help locate more suitable zones next to each other. Each has their benefits, but for the typical floor plan we have developed Option A (6.03). Here we have located the shared spaces opposite the Stair / WC cores. Whilst this has some servicing benefits it also allows the desks to be located either side of the circulation zone. The areas we have created for the different activities are provided to allow people to move away from their desks. This has benefits of increasing collaboration, not being sat in the same position for too long, and encouraging staff to move around the office.

The spaces we have provided in the typical layout have a hierarchical order, starting with the least confidential space - the workstation and open plan desk area. This area is where the majority of fixed, task-based work is undertaken and will have a PC, fully adjustable operator chairs, phone etc.

Moving away from the desk, break out areas are located between the banks of desks, these allow people to move away from their desk for small group or one to one non-confidential project discussions. Acoustic high backed sofas can be used in these locations to provide a level of acoustic separation for both the people using the space and for those around. These products have been widely used within private commercial office space, are effective and now come in a range of costs to suit budgets.

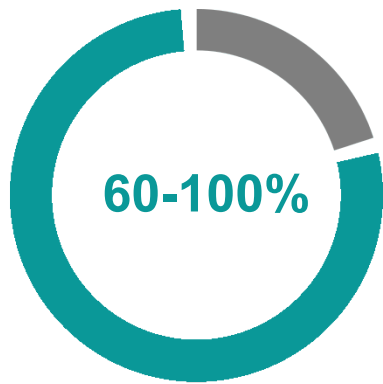
Moving further still from the desk space are the main shared areas. These spaces contain areas for collaboration, social spaces such as tea points / kitchenettes with the potential for built in furniture such as meeting type booths or pods. These have a higher acoustic performance than the sofas but are still non-confidential, however small project meetings can take place or be used to work from via laptop as these areas should have power / WiFi available. For confidential spaces within this area there would be small meeting rooms for private one to one meetings, phone calls or quiet and confidential work activities.

It should be noted that this is a typical floor plan design and whilst the series of spaces have been designed to suit different activities we are aware there will be other requirements. Through the initial stakeholder engagement discussions and staff surveys there are departments which require a higher degree of confidentiality and sensitive work activities. These will be explored further during the next stage and through continued user engagement.

The spaces outlined above can been seen and described in more detail in Section 6.05 Workplace Settings – My Workspace.

6.01  
Workspace Model

% Inside Office

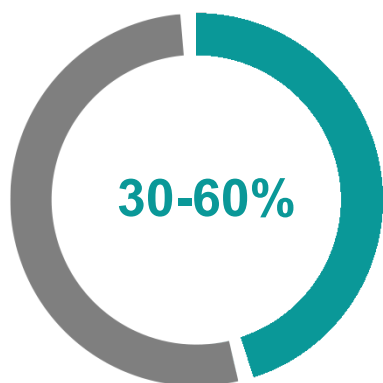


**Resident**

**Workstation:**  
Permanent Desk

**Interaction:**  
Regular, informal  
with immediate team

**Formal Meetings:**  
Occasional

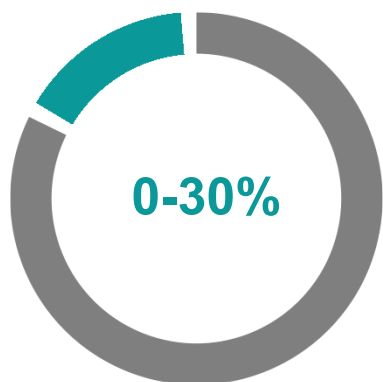


**Non-Resident**

**Workstation**  
Internally Mobile

**Interaction**  
Regular, varied with  
multiple teams

**Formal Meetings**  
Frequent

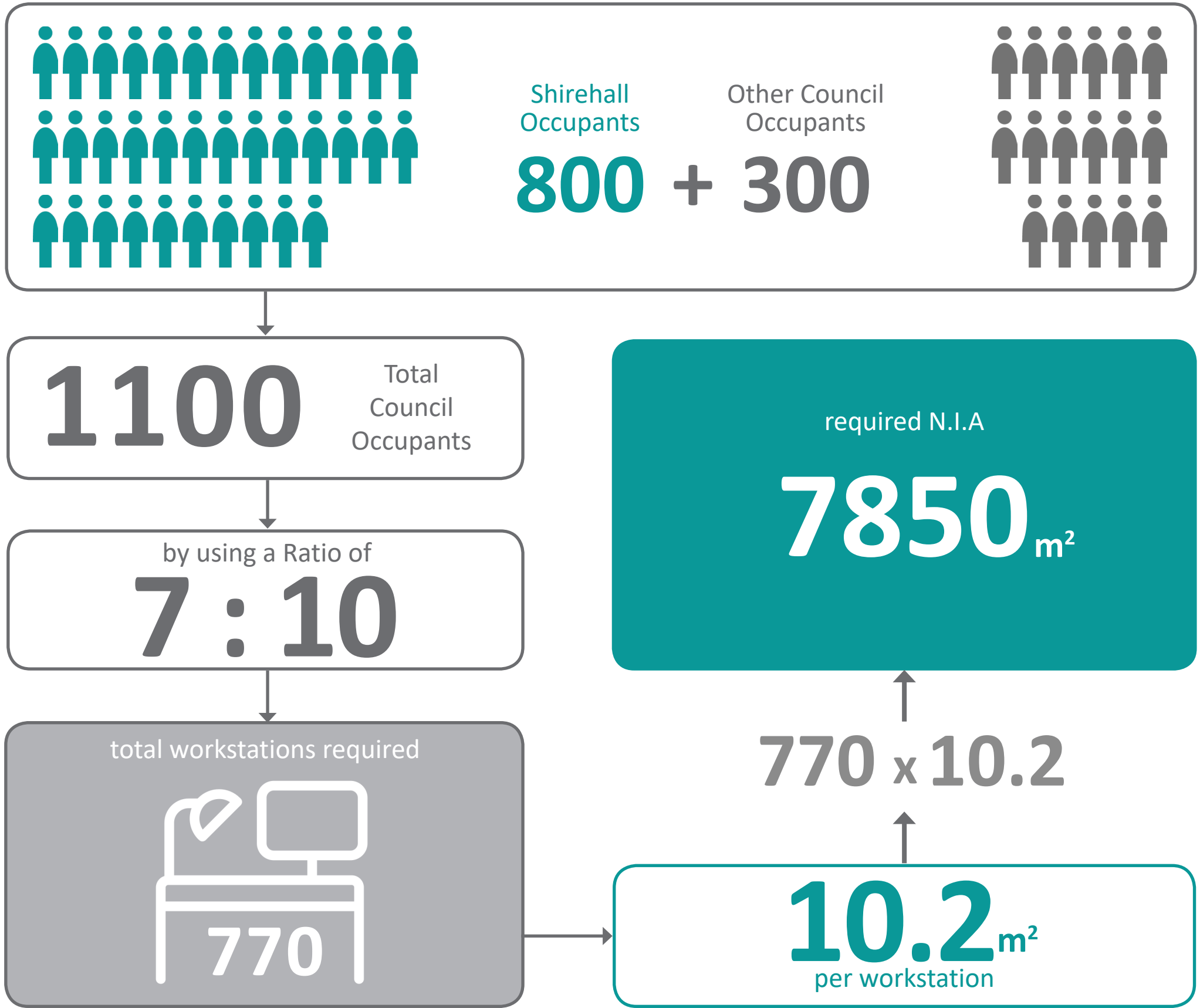


**Mobile**

**Workstation**  
Touchdown

**Interaction**  
Regular, Virtual  
Multiple teams

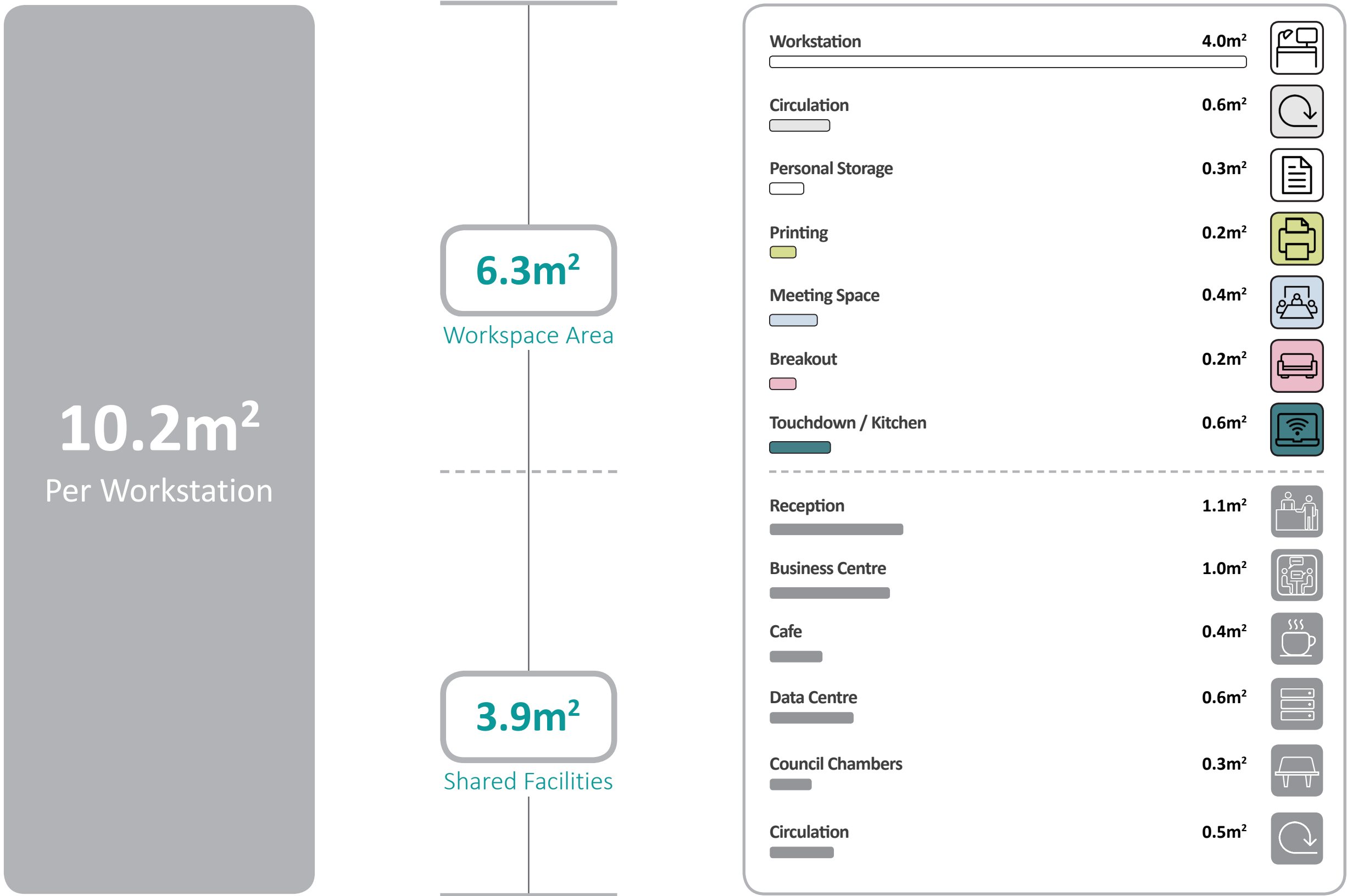
**Formal Meetings**  
Frequent



## 6.02 Workspace Model - Planning Principles

The specific workspace model determines an overall strategy for each workplace by allocating space for each new environment per workstation. Based on the 7:10 ratio, the individual allocation per workstation can then be translated into overall areas that can be used for planning and designing purposes. Within this model the personal areas, relating to the workstation itself, remain largely constant whilst the communal zones can be more flexible to accommodate office preferences. These numbers are used as a basis and allow an individually tailored approach which is built from the employee and grows into the establishment.

The model for Shirehall makes best use of the current space surplus by introducing new communal and business hubs. Allocating the standard area for personal space and storage, the model is then able to capitalise on the remaining capacity by introducing internal communal zones and a business hub. The former contains breakout, touchdown and reservable meeting spaces specifically for departments and partners inside Shirehall whereas the latter provides high quality meeting spaces for both formal and informal appointments as well as a cafe which are open to internal and external businesses alike. These spaces support each other, ensuring there is always an available space to accommodate any kind of worker.



## 6.03 Typical Council Workspace - Workspace Adjacency Options

When moving towards an open plan workspace model it is important to consider the internal arrangement and key adjacencies within the space. The location of the workstations, shared facilities and other support spaces can help to shape the dynamic of the office.

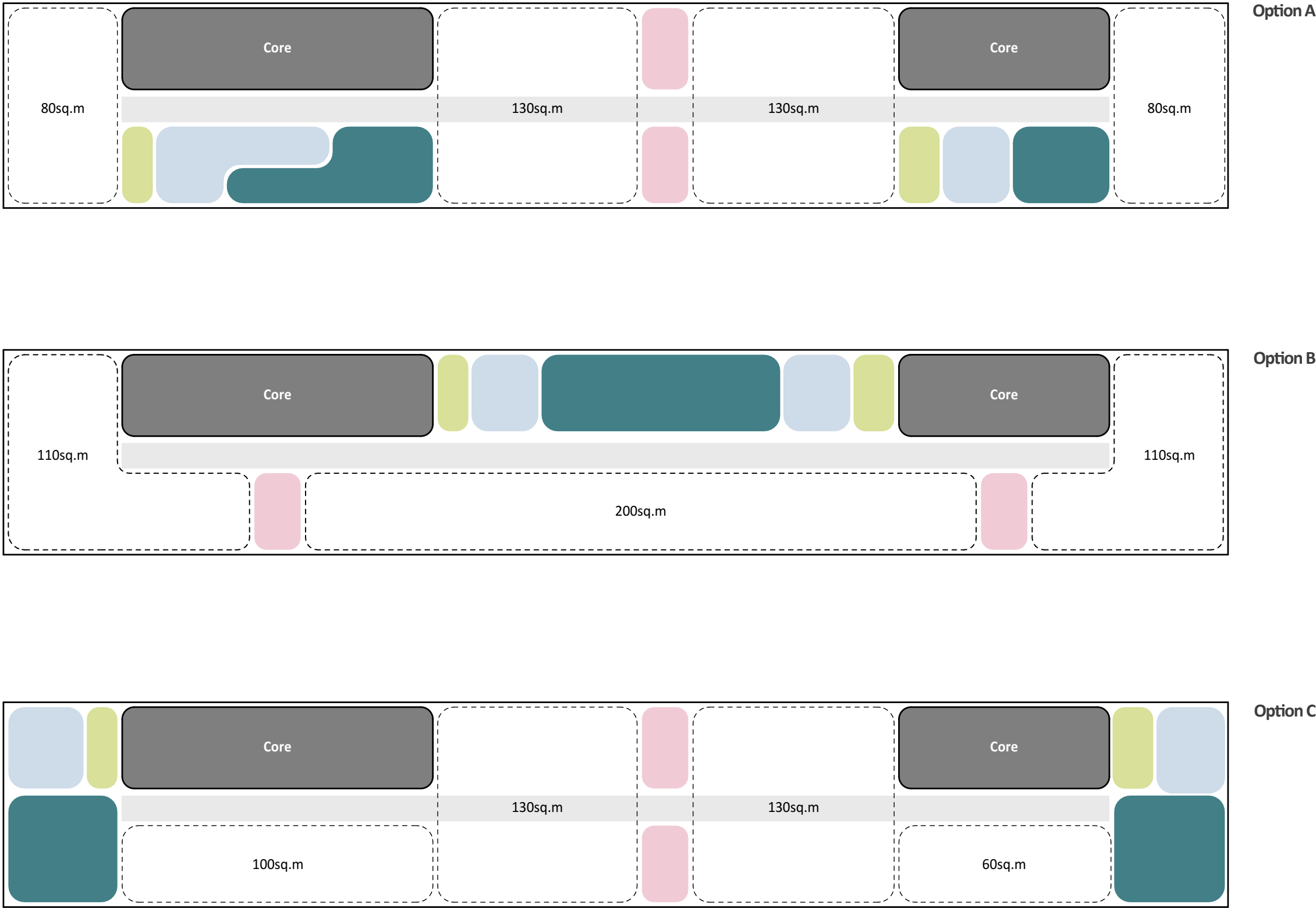
The current building lends itself to an open plan workspace due to the overall width and setting out of the key structural elements.

The diagrams help with understanding the possibilities in terms of adjacencies within the open plan workspace.

**Option A** would be the least disruptive with the shared areas located adjacent the central core and main circulation route. This creates natural clusters of desks which may work well for grouping smaller teams together.

**Option B** may be the easiest to service, with shared areas backing onto the cores, this option would mean that the majority of deskings is on one side of the wing.

**Option C** would benefit from having panoramic views in the shared areas at either end of the building but the workspace would be densely populated in the centre of the floor plate.

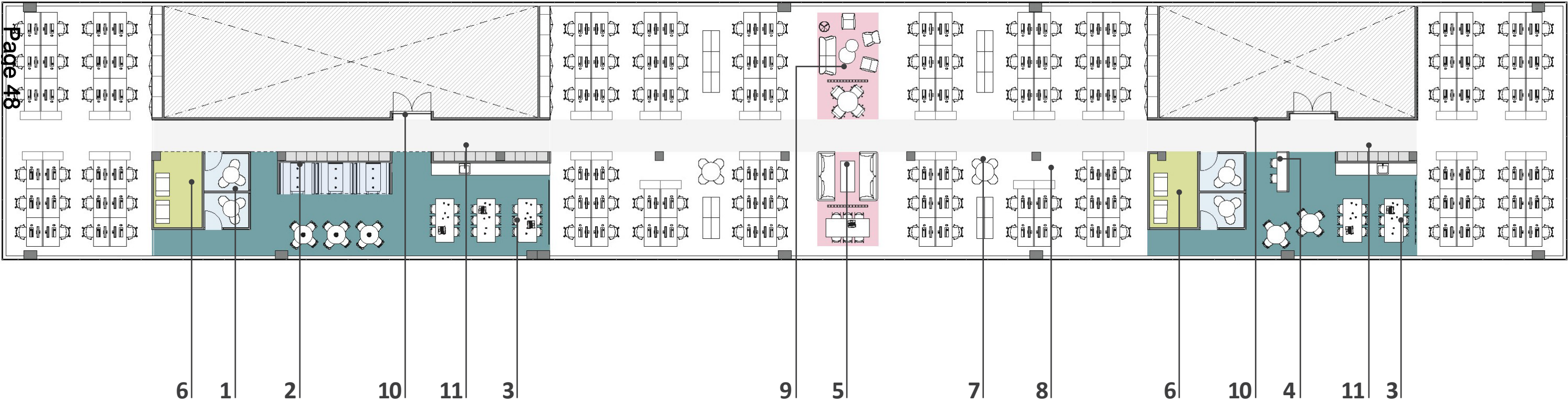
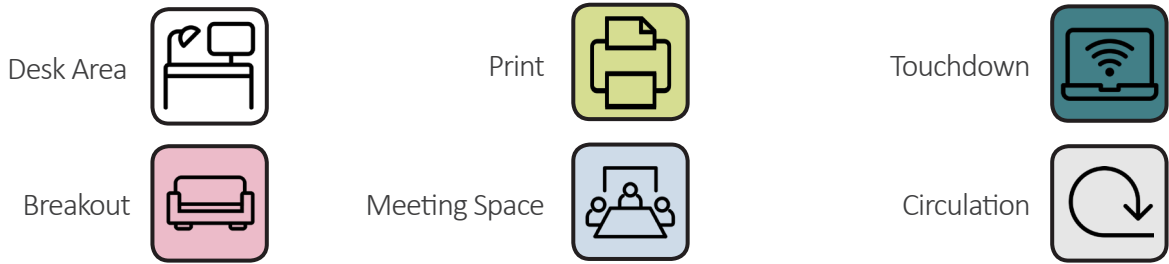
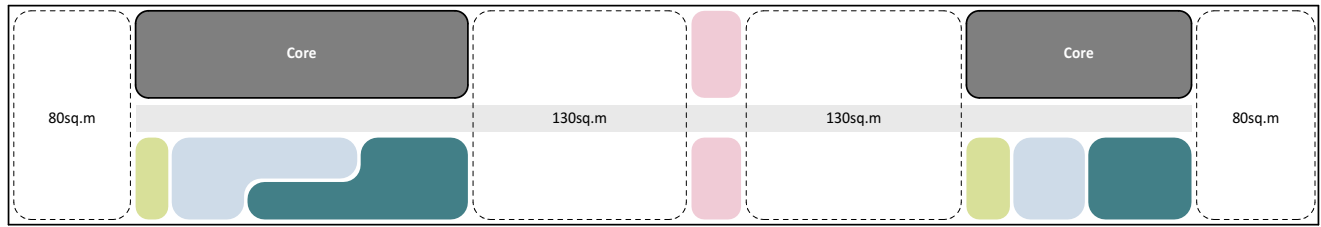




6.04

Typical Council Workspace - Plan (Based on Adjacency Option A)

- 1. Small meeting rooms
- 2. Fixed booths
- 3. Staff kitchen / collaboration area
- 4. Touchdown bench
- 5. Acoustic booths
- 6. Print and stationary
- 7. Informal meeting area
- 8. Personal storage and planting
- 9. Lounge breakout area
- 10. Timber cladding to cores
- 11. Personal lockers



6.05

Workplace Settings - My Workspace

The following diagrams begin to identify the main neighbourhoods and workplace settings across the open plan office.

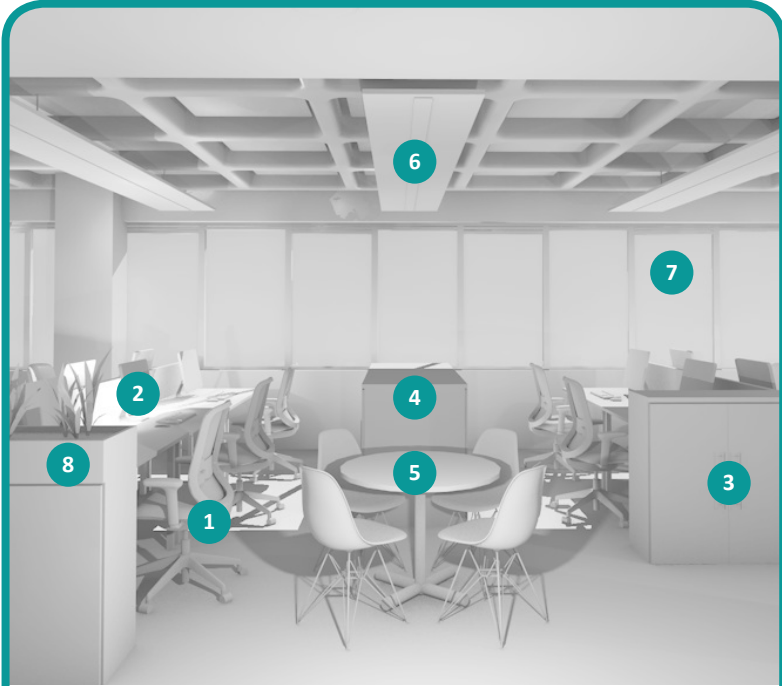
The open plan **workstation** area can be used by any member of staff due to the hot-desking policy, this allows people to sit in teams more easily and encourage cross departmental communication.

As you move **away from the desk** the open collaboration spaces provide staff with a variety of ad-hoc seating areas to encourage people away from their desks for impromptu meetings and informal discussions.

The **shared facilities** area provides staff with a central kitchen and locker area as well as private meeting rooms for dealing with sensitive information or having private discussions.

Workstation

Open plan workspace



A space for working alone within the open plan office which encourages and supports collaboration. This space is typically used for;

Day to day desk based tasks  
Team working

- 1. Height adjustable task chair with adjustable arms, mesh back and lumbar support.
- 2. Straight workstation with desktop phone, height adjustable monitor arm, privacy screen and desktop charging facilities.
- 3. End of desk storage units for departmental storage.
- 4. High level layout space for preparing documents or drawings with departmental storage under.
- 5. Informal meeting table for ad-hoc discussions.
- 6. New linear strip light with integrated acoustic backing, suspended beneath exposed concrete soffit. Lighting to be zone controlled with occupancy and daylight sensors for increased efficiency.
- 7. New double glazed window system, to match existing design and reduce heat loss / noise pollution. New blinds to all windows to control solar glare.
- 8. Internal planting within the open plan environment to promote health and wellbeing.

Away from the Desk

Collaborative spaces within the open plan office



A space within the heart of the open plan office area with a variety of workplace settings, used on a more ad-hoc basis. This space is typically used for;

Informal meetings and discussions  
Semi-private / away from the desk phone calls  
Semi-private / away from the desk working

- 1. High back acoustic sofa, fully upholstered with integrated screen for small presentations.
- 2. Lounge breakout area with alternative seating arrangements for away from the desk working.
- 3. Informal meeting table for ad-hoc discussions.
- 4. Slatted timber screens to offer an element of privacy between spaces, while also being open and transparent allowing natural daylight to pass through.
- 5. New linear strip light with integrated acoustic backing, suspended beneath exposed concrete soffit. Lighting to be zone controlled with occupancy and daylight sensors for increased efficiency.
- 6. Full height built in storage around core walls to minimise number of new partitions required and maximise daylight.
- 7. Improved heating / cooling system with local controls.

Shared Facilities

Private meeting rooms and quiet areas away from the desk



A private space separate from the open plan office area for use when working with sensitive information or having confidential discussions. This space is typically used for;

Private meetings and discussions  
Private phone calls  
Working with sensitive information / quiet working

- 1. Small meeting rooms which seat up to 4 people & used for private discussions or working away from any distractions.
- 2. High level workbenches with integrated power and data for ad-hoc working.
- 3. Low cafe style tables for impromptu meetings, one to one discussions or eating lunch.
- 4. Private built in booth seating with integrated screen, desktop power and screen connections, acoustic treatment and
- 5. New kitchen breakout facilities on every level.
- 6. Personal lockers adjacent central cores to enable hot-desking and desk sharing.
- 7. Internal planting within the open plan environment to promote health and wellbeing.

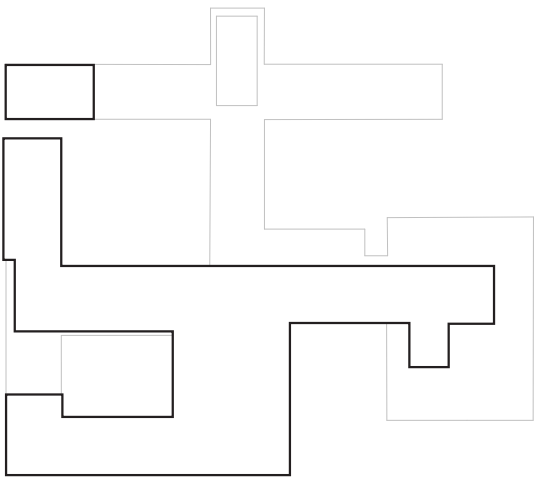
*The business lounge on the ground and first floor is available to all council and partner staff for larger meetings.*



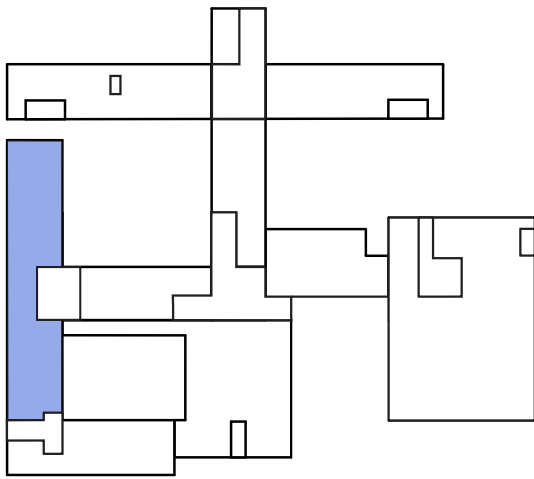
6.06  
Council Workspace Model - Applied

- Support Departments
- Service Departments

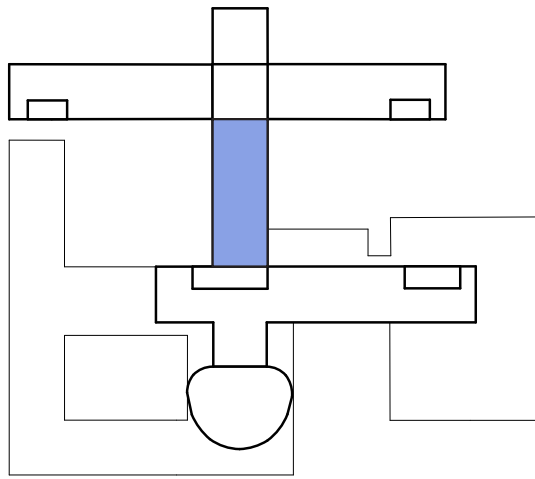
Page 49



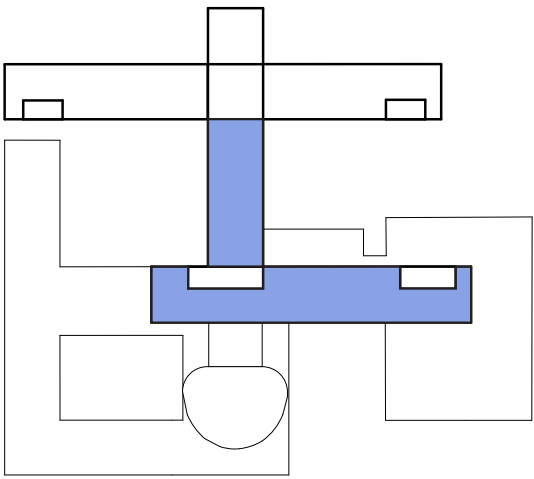
Level -01  
Basement Level



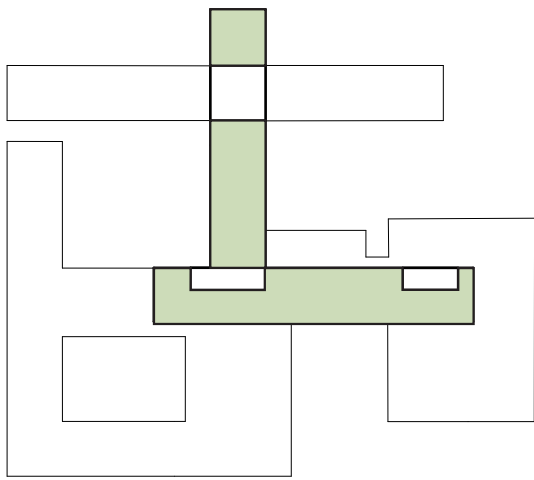
Level 00  
Ground Floor Level  
694m²



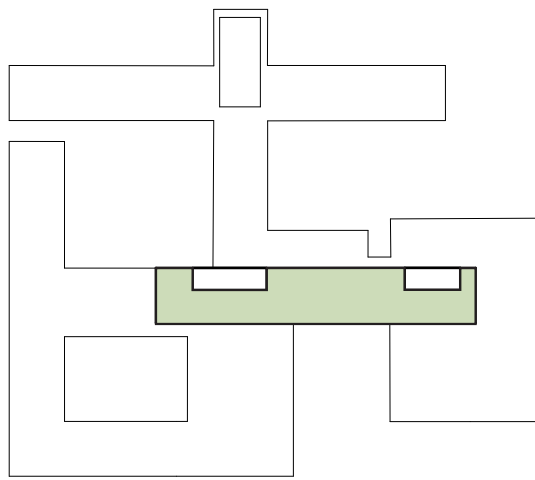
Level 01  
First Floor Level  
427m²



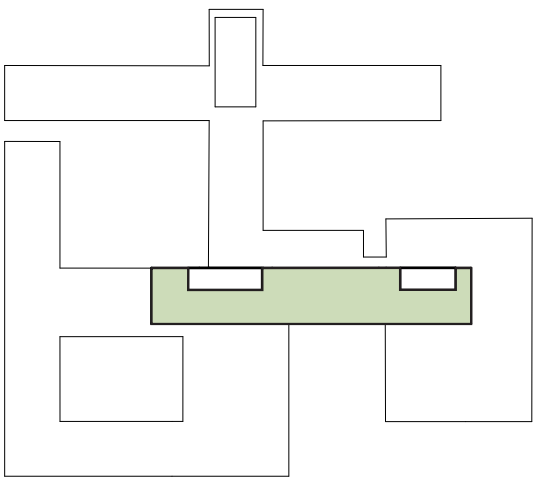
Level 02  
Second Floor Level  
1103m²



Level 03  
Third Floor Level  
1266m²



Level 04  
Fourth Floor Level  
675m²



Level 05  
Fifth Floor Level  
675m²

Usable Internal Area 4,840 m²

Desk area only - excluding cores,  
reception, business centre and any  
other support areas.

Workspace Model 10.2m²

Desk Area 6.3m²  
Shared Areas 3.9m²

Potential Number of Desks

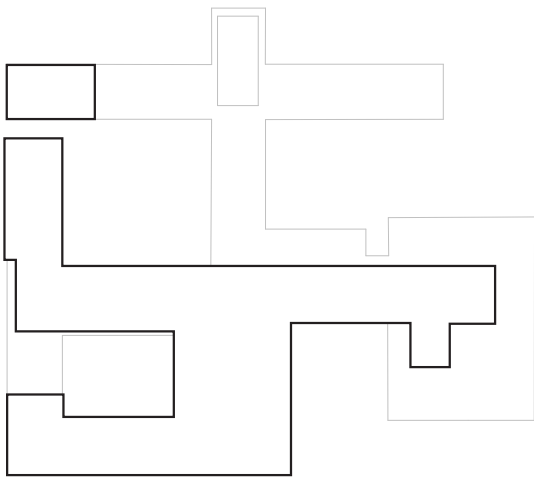
L-01	Basement	-
L-00	Ground Floor	110
L-01	First Floor	68
L-02	Second Floor	176
L-03	Third Floor	200
L-04	Fourth Floor	108
L-05	Fifth Floor	108

Total Workstations 770

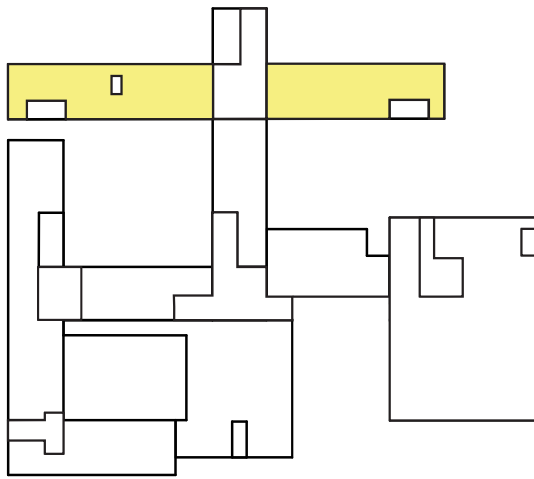
Total FTE using 7:10 ratio 1100

6.07  
Partner Workplace Model - Applied

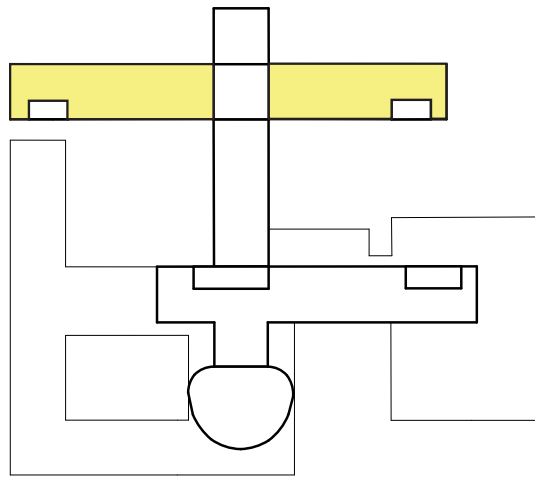
- Public Sector Partners



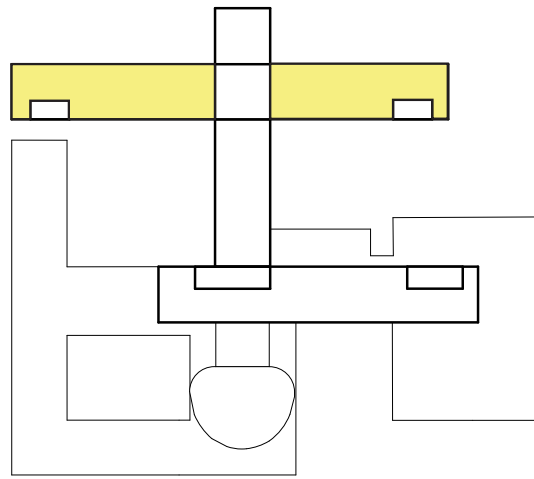
Level -01  
Basement Level



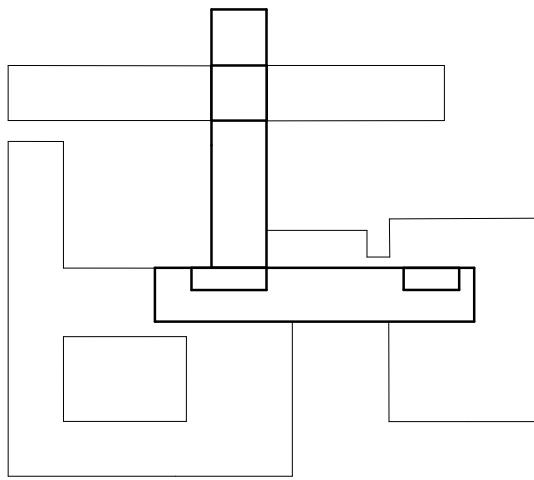
Level 00  
Ground Floor Level  
1,022m²



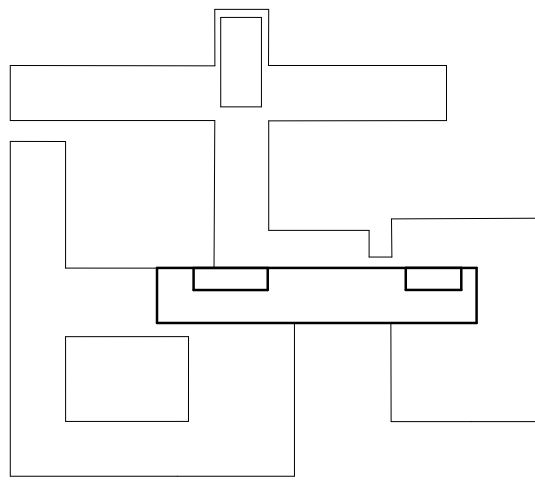
Level 01  
First Floor Level  
1,192m²



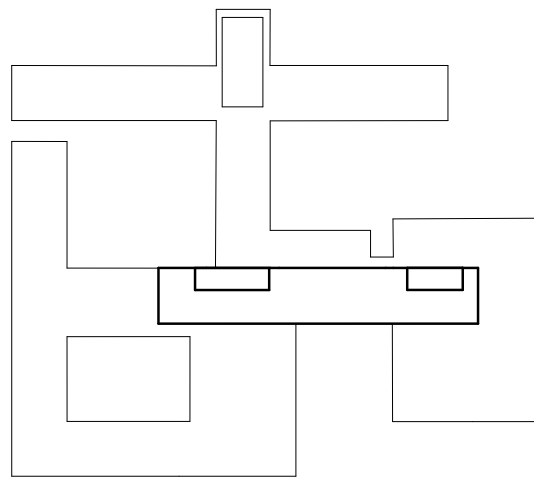
Level 02  
Second Floor Level  
1,188m²



Level 03  
Third Floor Level



Level 04  
Fourth Floor Level



Level 05  
Fifth Floor Level

Usable Internal Area 3,402m²

Desk area only - excluding cores,  
reception, business centre and any  
other support areas.

Workspace Model 7.8m²

Desk Area 6.3m²  
Shared Areas 1.5m²

Potential Number of Desks

L-01	Basement	-
L-00	Ground Floor	162
L-01	First Floor	189
L-02	Second Floor	189
L-03	Third Floor	-
L-04	Fourth Floor	-
L-05	Fifth Floor	-

Total Workstations 540

Total FTE using 7:10 ratio 770



7.00  
Interior Design Proposals

The concept for the interior design proposals takes inspiration from the 1960s design heritage and where possible original features and elements will be retained to celebrate this iconic style. A key requirement of the refurbishment scheme is to make the building an attractive place to work, creating a space people feel proud of when they come to work. This can help with motivation, productivity and general wellbeing of the staff.

However there are also more functional requirements for the interior design which can help people find their way around the building, identify spaces and use, increase the users sense of well being, assist with acoustics and the robustness and longevity of the refurbishments.

One of the main interior features is the concrete coffered ceiling. The proposal is to expose this where appropriate to celebrate this unique architectural feature. Along with the aesthetic this will also raise the ceiling height making the space feel more light and open. Acoustic “rafts” which contain lighting can be used to control the noise level to these areas. There will be some areas which are more heavily serviced or have higher acoustic demands which will require a suspended ceiling type installation.

Flooring colour / design will be kept to a neutral palette with mid-range tones for practical reasons. The majority of the spaces will be carpet tile. This neutral backdrop will allow areas of accent materials / colours to stand out such as timber cladding to the Stair / WC cores. Along with the timber elements, internal planting can be used to help create the sense of wellbeing and connect with the outside spaces. This has become more common place and many furniture manufacturers have ranges of furniture such as storage units where planting can be added.

Accent colour can also be used in furniture, graphics and branding to help identify zones or specific work activities. Colours with corporate branding can be used to highlight levels and departments to assist in wayfinding.

7.01  
Existing Photographs

The adjacent photographs are a snapshot of the current condition of Shirehall and help to understand the key areas of refurbishment.

View from under council chambers



Conference meeting space



Timber cladding to central cores



Typical office space



Original hardwood handrails and balustrades



Entrance to council chambers and members area



7.01  
Interior Design - Concept

The interior design strategy takes inspiration from the original 60's architecture and iconic form. The concept is to celebrate the original building features, enhance the interiors finishes and provide modern methods of working.

The key existing features of the building are the existing concrete coffered ceiling, which we are proposing to expose and the timber wall cladding adjacent the cores which we would like to enhance, along with the connection to nature and use of natural materials.

The concept makes reference to the 60's furniture style and building's architectural heritage, the furniture will help to bind the scheme together as well as providing good connectivity and charging facilities, to enable people to work anywhere.

It is important that the design of the open plan office encourages people to collaborate and has dedicated collaboration areas on all floors.

The building wayfinding and application of signage also need to be incorporated into the overall design, helping to further solidify the concept, helping to create a strong brand image.

Expose original building elements



Retain 60's identity



Clear signage and wayfinding



Improved connectivity



Wellbeing and a connection to nature



Inspiration from original features



Open plan design



Collaborative working

7.02  
Interior Design - Finishes Palette

**Brich Faced Plywood**

For bespoke joinery items, fitted furniture and storage units.

**Carpet Tile**

Neutral tone and colour with mottled pattern to help disguise staining and wear.

**Concrete**

Original concrete soffit with coffered detail.

**Internal Planting**

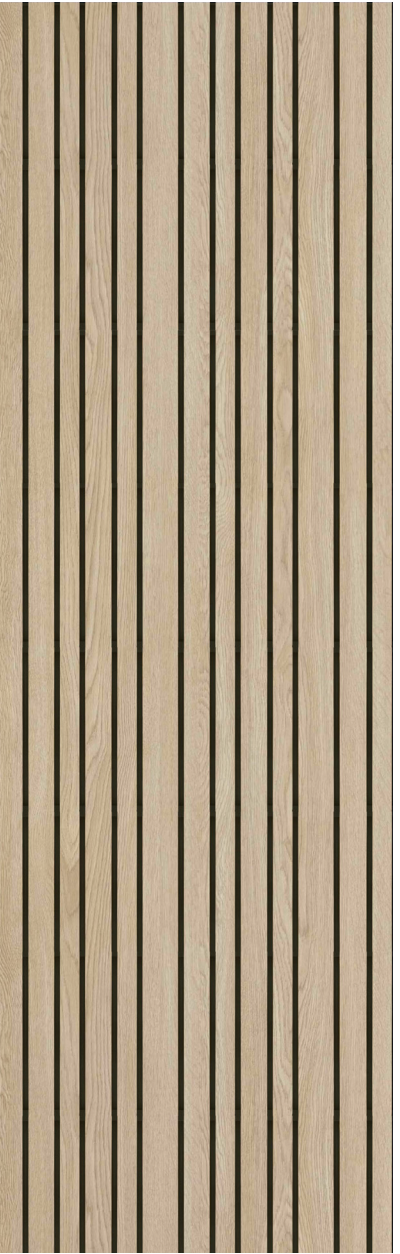
To enhance wellbeing within the internal environment and create a connection to nature.

**Timber Cladding**

Inspired by the original timber cladding to core walls with a modern twist.

**Branding**

Furniture, fabric and paint colours to form part of the building identity and brand image.



*As we are sure you will appreciate, the images attached are subject to copyright. The images are sent to you for the sole purpose of them being included within the Stage 2 document for the Shirehall Refurbishment Project.*

*Please do not distribute the images or reproduce them anywhere else. Please delete the jpegs once the Project has been completed.*



7.03  
Typical Council Workspace - Look and Feel

The adjacent look and feel precedent imagery gives an illustration of how the proposed council workspace could look.

Wellbeing and a connection to nature



Acoustic booths



Write-on surfaces



Breakout areas



Semi-transparent screens



Light and open with clear circulation



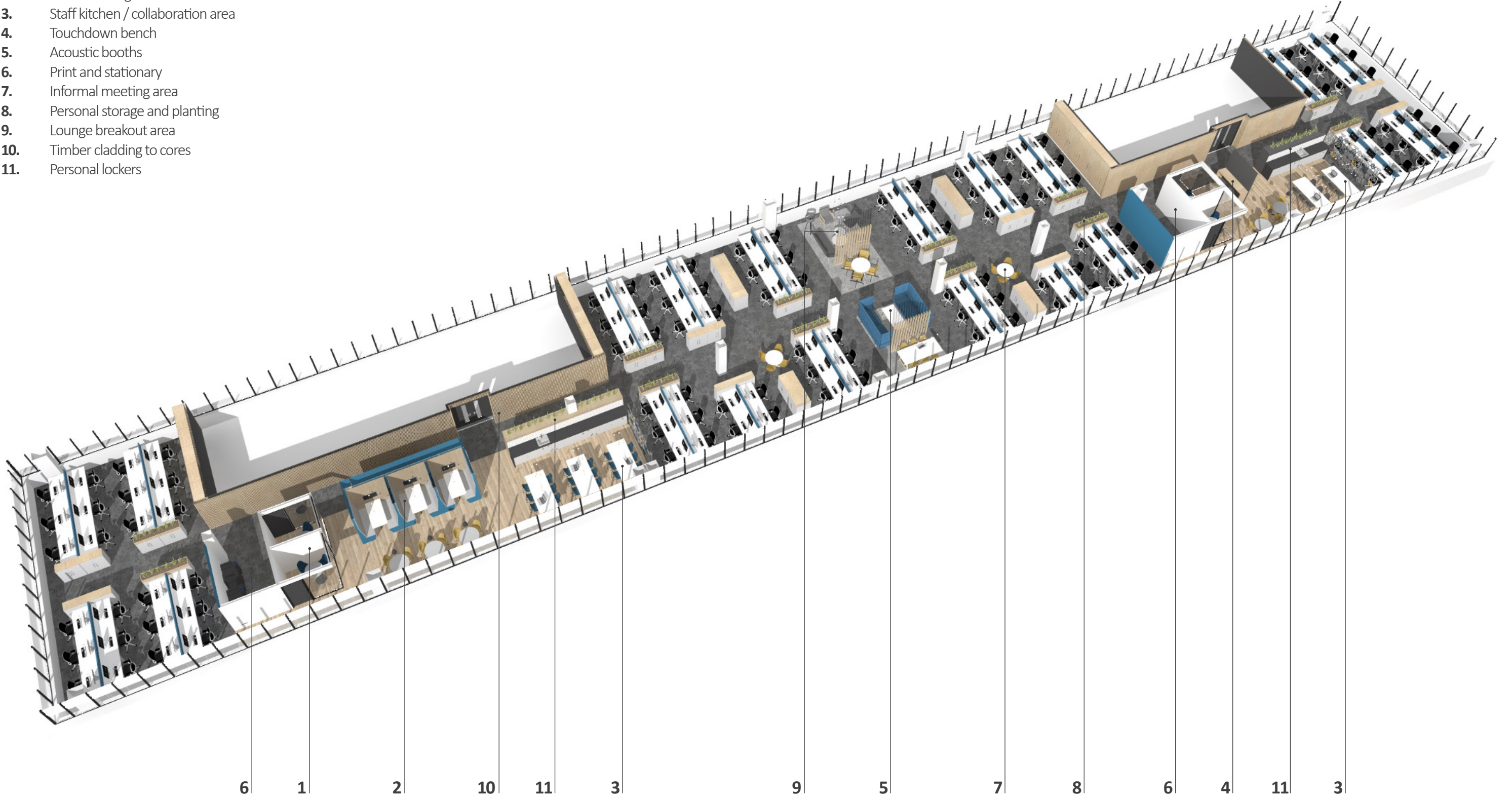
Personal storage lockers

As we are sure you will appreciate, the images attached are subject to copyright. The images are sent to you for the sole purpose of them being included within the Stage 2 document for the Shirehall Refurbishment Project.

Please do not distribute the images or reproduce them anywhere else. Please delete the jpegs once the Project has been completed.

7.04  
Typical Council Workspace - Axonometric Overview

1. Small meeting rooms
2. Fixed meeting booths
3. Staff kitchen / collaboration area
4. Touchdown bench
5. Acoustic booths
6. Print and stationary
7. Informal meeting area
8. Personal storage and planting
9. Lounge breakout area
10. Timber cladding to cores
11. Personal lockers





7.05  
Typical Council Workspace - Internal Views (Thumbnails)

The adjacent concept visualisations give an illustration of what the proposed council workspace could look like at Shirehall.

Page 53

A - Collaboration area and central core



B - Acoustic booths



C - Open plan work area



D - Touchdown / Workbench



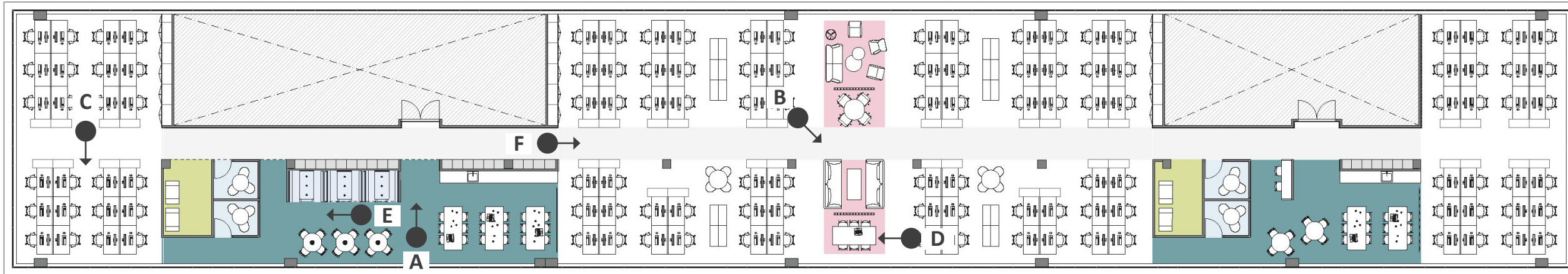
E - Kitchen breakout



F - Wellbeing and internal planting



Key Plan - Typical upper south block floor plate



7.06  
Typical Council Workspace - CGI Visualisation

View across the open plan council workspace and various workplace settings.





7.08  
Business Centre - Look and Feel

The adjacent look and feel precedent imagery gives an illustration of how the proposed business centre could look.

Variety of workplace settings



Clear room signage



Refreshment facilities



Flexible meeting spaces



Digital meeting displays



Ad-hoc meeting areas



Formal meeting rooms

As we are sure you will appreciate, the images attached are subject to copyright. The images are sent to you for the sole purpose of them being included within the Stage 2 document for the Shirehall Refurbishment Project.

Please do not distribute the images or reproduce them anywhere else. Please delete the jpegs once the Project has been completed.

7.09  
Business Centre - Axonometric Overview

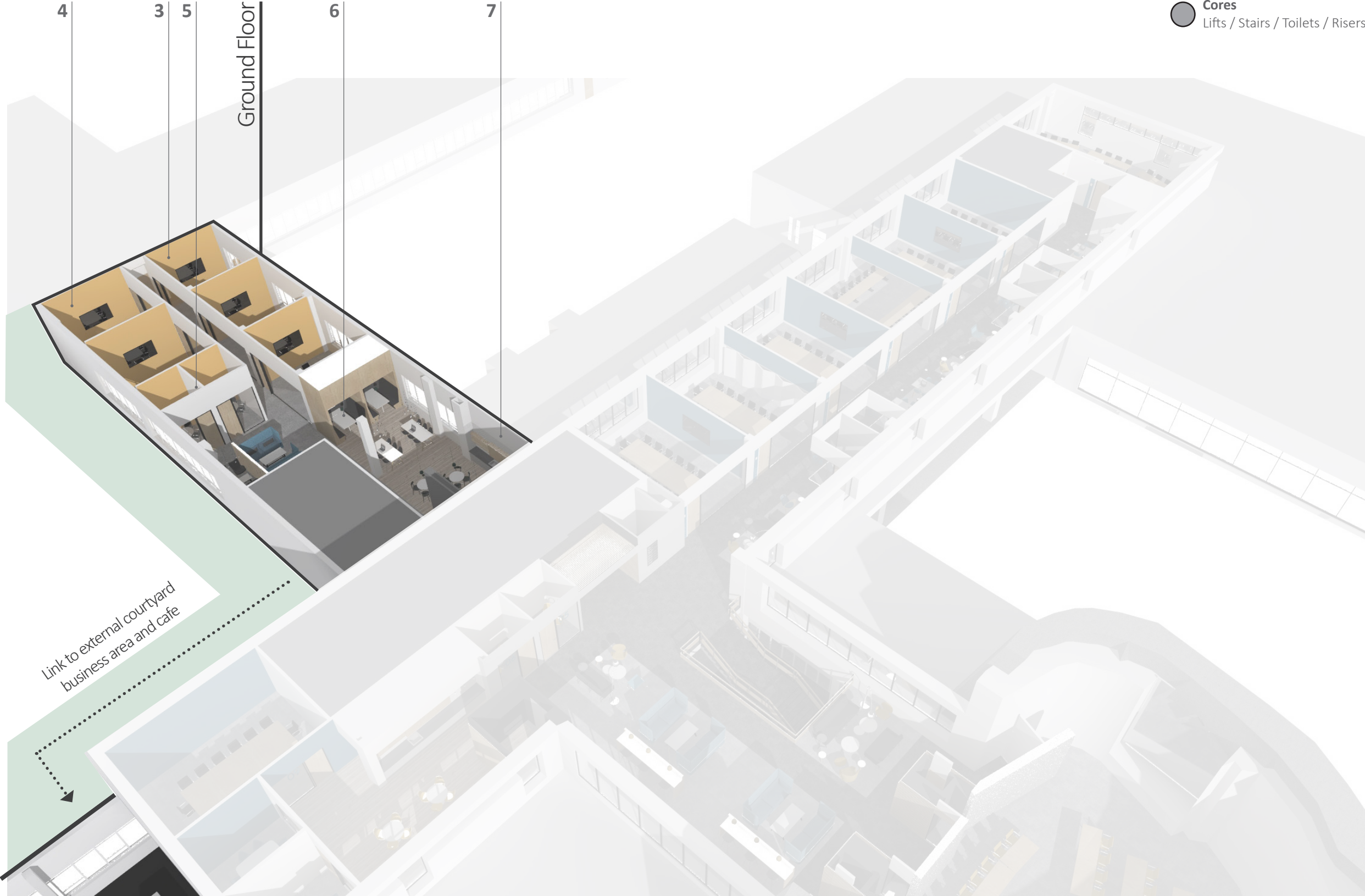
1. 14 person meeting rooms (with folding partitions to allow larger conferences)
2. 24 person seminar room
3. 10 person meeting room
4. 4 person meeting room
5. High back acoustic sofas
6. Meeting booths
7. Collaborative kitchen area
8. Members area
9. Council chambers retained
10. Lounge breakout area
11. Touchdown work area

Schedule of Accommodation  
Ground Floor

- 5.no 8-10 person meeting room
- 2.no 2-4 person meeting rooms
- 2.no Fixed meeting booths
- Collaborative touchdown areas
- Business lounge

First Floor

- 7.no 14-16 person conference rooms
- 2.no conference rooms with folding partitions for larger meetings
- 8.no 2-4 person meeting rooms
- 1.no 28 person seminar room
- Collaborative touchdown areas
- Business lounge
- Members meeting area
- Council chambers





7.10  
Business Centre - Axonometric Overview

- 1. 14 person meeting rooms (with folding partitions to allow larger conferences)
- 2. 24 person seminar room
- 3. 10 person meeting room
- 4. 4 person meeting room
- 5. High back acoustic sofas
- 6. Meeting booths
- 7. Collaborative kitchen area
- 8. Members area
- 9. Council chambers retained
- 10. Lounge breakout area
- 11. Touchdown work area

The letters relate to the visuals on the next page.

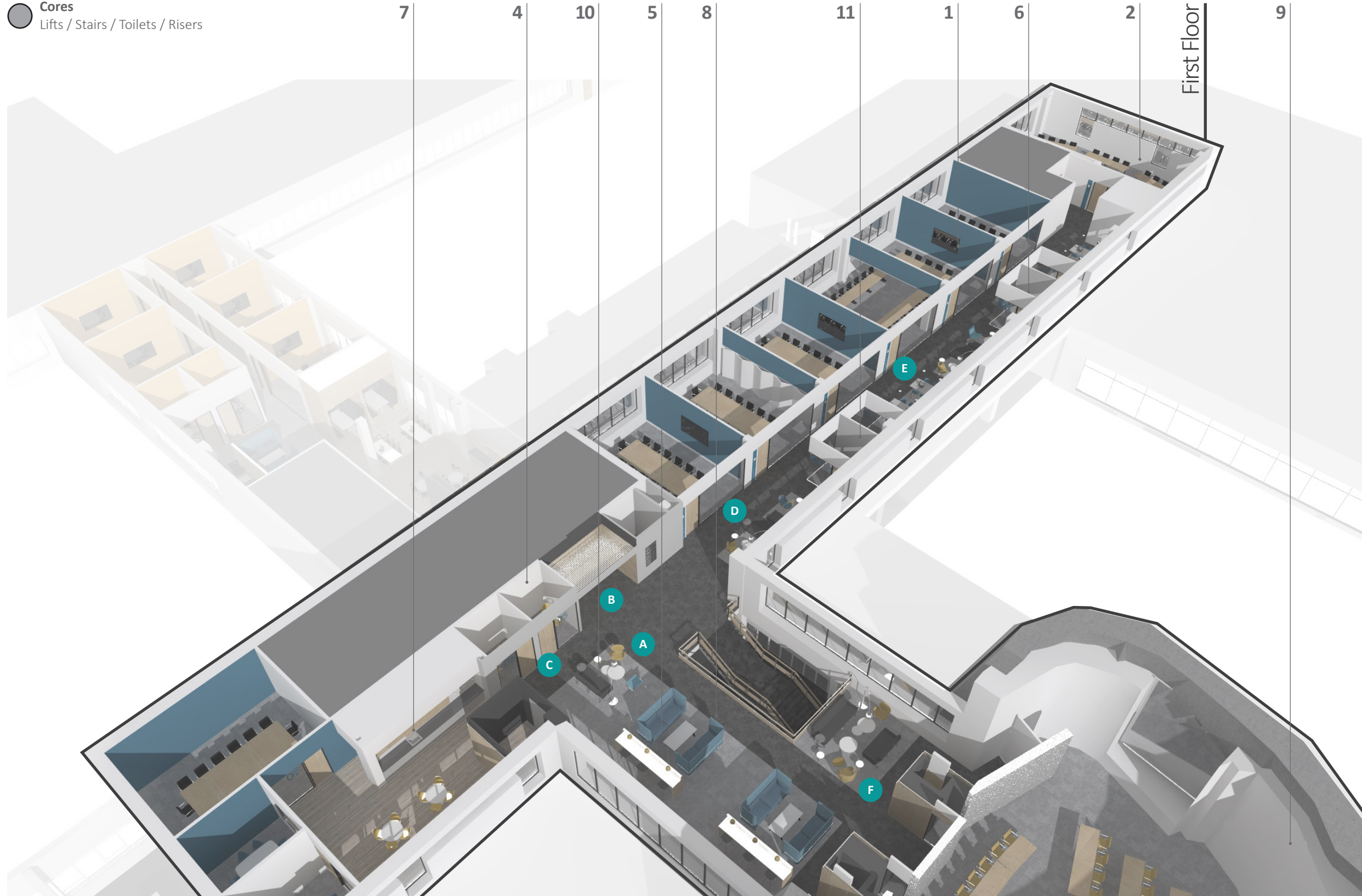
Schedule of Accommodation

Ground Floor

- 5.no 8-10 person meeting room
- 2.no 2-4 person meeting rooms
- 2.no Fixed meeting booths
- Collaborative touchdown areas
- Business lounge

First Floor

- 7.no 14-16 person conference rooms
- 2.no conference rooms with folding partitions for larger meetings
- 8.no 2-4 person meeting rooms
- 1.no 28 person seminar room
- Collaborative touchdown areas
- Business lounge
- Members meeting area
- Council chambers



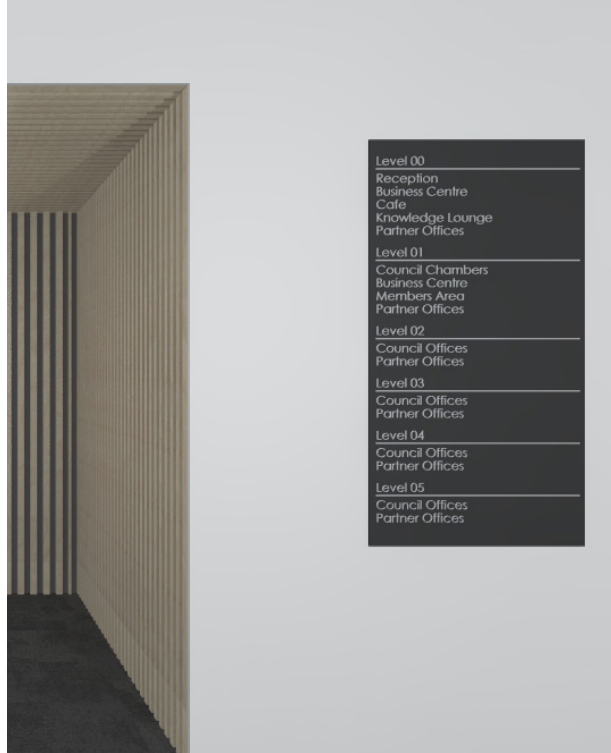
7.11  
Business Centre - Internal Views (Thumbnails)

The adjacent concept visualisations give an illustration of what the proposed business centre could look like at Shirehall.

A - View of business centre towards council chambers



B - Core identity and signage



C - Small meeting space



D - Breakout space



E - Glazing to meeting rooms



F - View looking back from council chambers of alternative work settings



7.12  
Reception - Look & Feel

The adjacent look and feel precedent imagery gives an illustration of how the proposed entrance and reception area could look.

Reception re-configured to become main focal point



Improved access and security



Opportunity for local advertisement



As we are sure you will appreciate, the images attached are subject to copyright. The images are sent to you for the sole purpose of them being included within the Stage 2 document for the Shirehall Refurbishment Project.

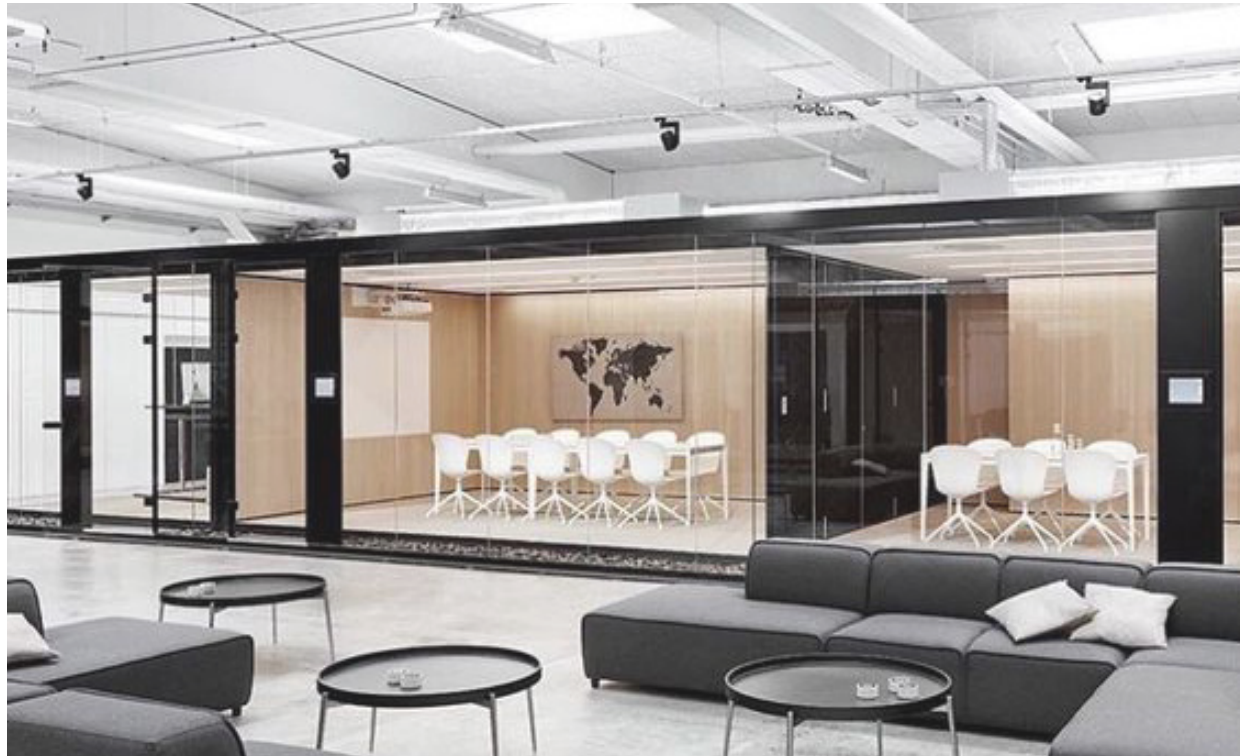
Please do not distribute the images or reproduce them anywhere else. Please delete the jpegs once the Project has been completed.



Clear signage and wayfinding



Lounge meeting area

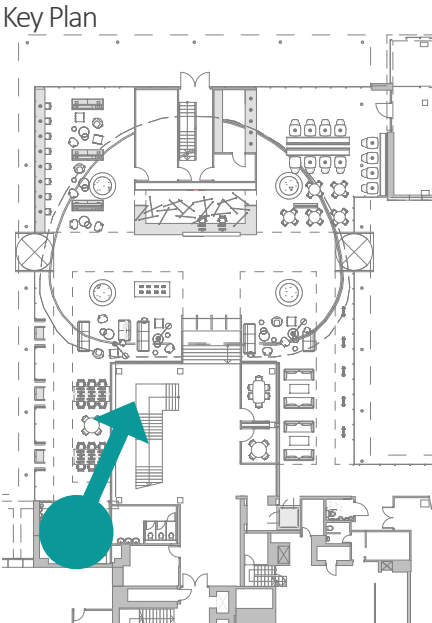


Ad-Hoc meeting spaces within reception area

7.13  
Reception - Axonometric Overview

1. One to one meeting pods
2. Entrance from front of building
3. Knowledge lounge
4. Quiet workspace and touchdown
5. Reception
6. Cafe
7. Private meeting rooms
8. Entrance from courtyard
9. High back acoustic sofas
10. Exhibition / advertisement / display space
11. Internal link to canteen
12. Improved security barrier system

The letters relate to the visuals on the next page.





7.14  
Reception - Internal Views (Thumbnails)

The adjacent concept visualisations give an illustration of what the proposed entrance and reception area could look like at Shirehall.

Page 57

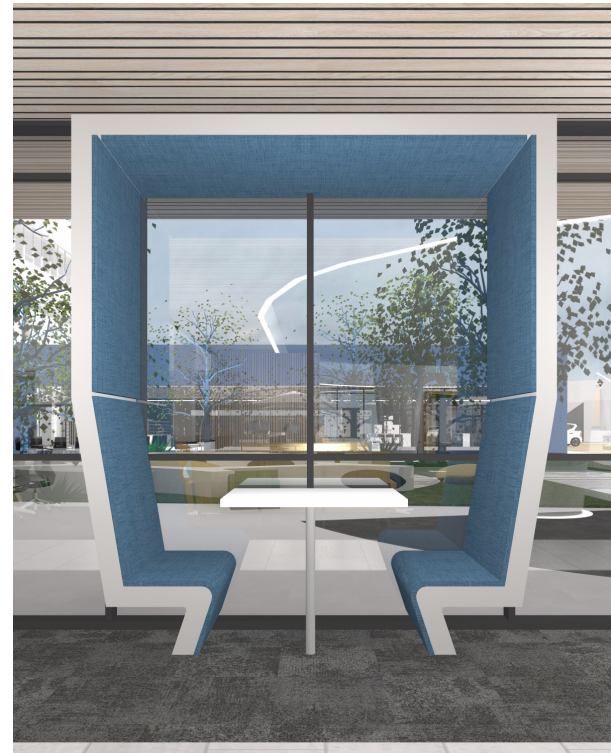
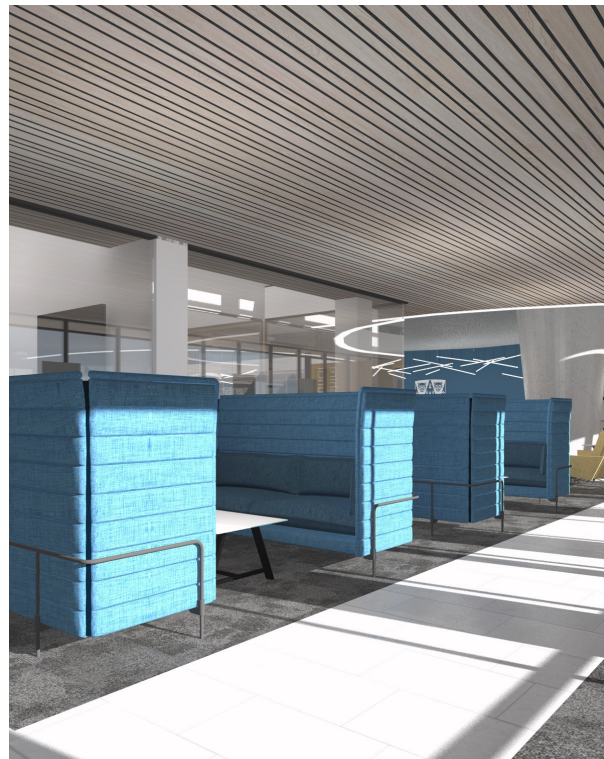
A - View of business centre towards council chambers



B - Core identity and signage



C - Small meeting space



D - Breakout space



E - Glazing to meeting rooms



F - View looking back from council chambers of alternative work settings

7.15  
Reception - CGI Visualisation

Visual of new entrance and reception area beneath council chambers

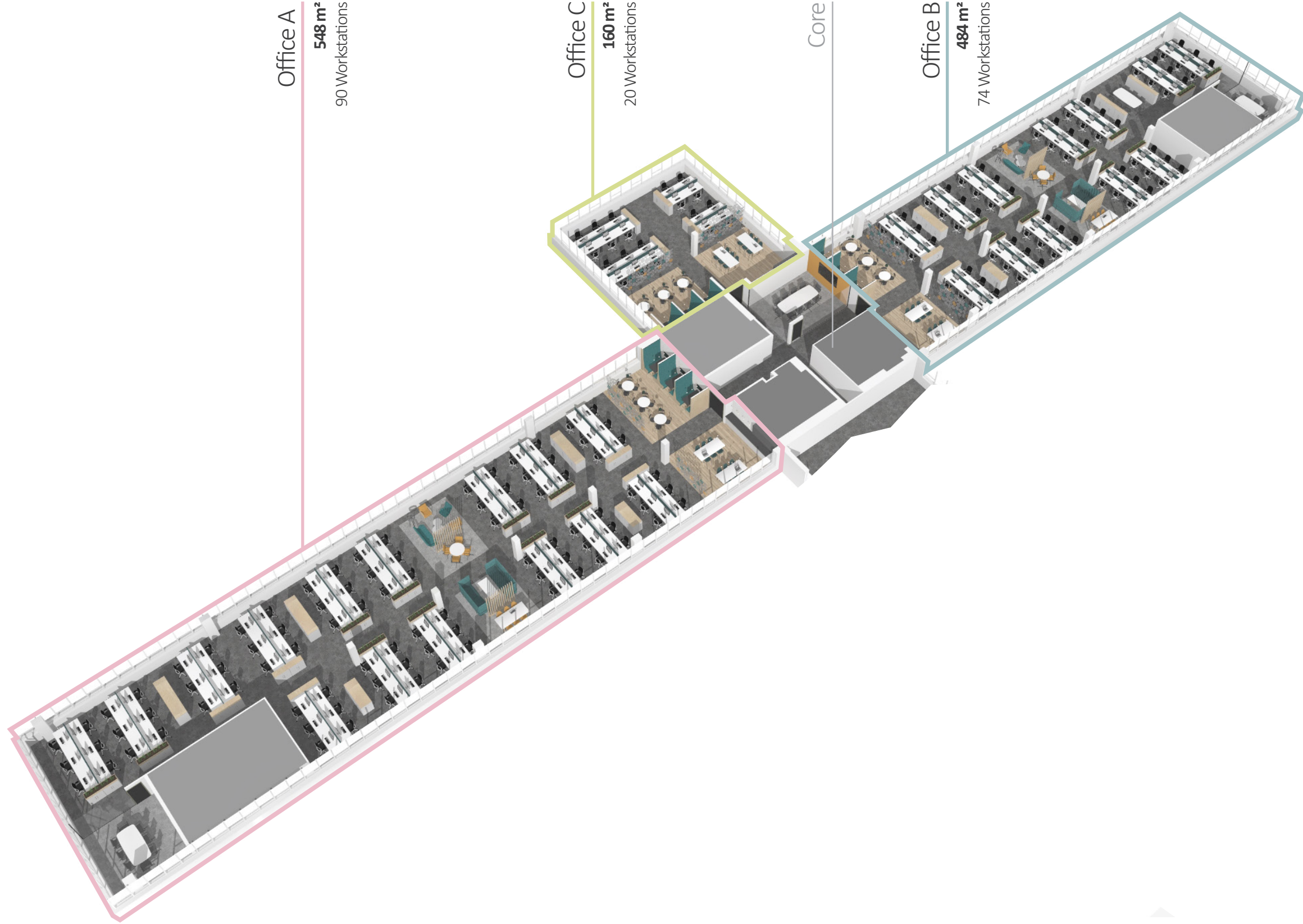




7.16  
Typical Partner Workspace - Axonometric Overview

The adjacent axonometric visualisation provides a overview of how the partner workspace wings could be populated in terms of desks and workplace settings.

For a more detailed breakdown of desk numbers and areas please refer to page 61 of this document.



7.17  
Typical Partner Workspace - Fit Out

A cost has been allowed to fit-out the partner workspace to a Cat-A standard, therefore all existing partitioning, ceilings etc.. are to be stripped out and refurbished as per the image on left.

The tenant will then fit-out the space to suit their own requirements and brand standards. The image on the right is an artists impression of how a tenant may fit out their demise, adding finishes, furniture and colour.

Cat-A Fit Out



Cat-B Fit-Out (By Tenant)





8.00

Commercial Opportunities - Executive Summary

Page 59

A number of options have been identified to generate capital and / or revenue from the disposal, development and letting of property assets at Shirehall.

It is important to note that they are not mutually exclusive – certain options can be pursued in parallel.

The layouts indicated in the pages that follow have been used to help communicate the vision for Shirehall with potential occupiers, present how occupiers’ requirements might fit on site, and to inform our ‘in principle’ discussions with the Council’s Planning Services Manager.

The layout ‘Options’ are:

- **8.04** – Retail opportunities comprising space for small units to south west and larger food retail outlet on the footprint of the courts complex
- **8.06** – Hotel opportunity on land to the south-east corner of the site following the demolition of the courts complex
- **8.07** – Hotel opportunity on overspill carpark
- **8.08** – Retail opportunity on overspill car park

All opportunities are considered to be acceptable ‘in principle’ in planning terms, subject to more detailed discussion on matters such as scale, design, access and finishes.

8.01

Commercial Opportunities

The business case for the project is heavily dependent upon the nature and extent of projected income streams from public sector and commercial tenants. To inform the feasibility study in 2017, the study team focused its attention on SaTH, Shropcom, Shropdoc and the CCG, and factored in demand for generic retail space on the southern frontage.

We have now taken engagement with the market to a different level by re-engaging with the health sector partners, discussing opportunities to provide office space for a range of other public sector partners, and by promoting the Shirehall opportunity to a wide range of specific retail, leisure and other commercial operators.

The recent period of intensive engagement has resulted in requests from organisations in the public and private sectors for floor plans, terms of occupation and sketch layouts confirming how their building requirements can be met on site.

The table below summarises the organisations we have approached to inform the Concept Design. Where known, we have included in the table a note of the scale of the potential requirement – in terms of people, floor area or bedrooms.

Contacted at Concept Design Stage	
PUBLIC SECTOR	PRIVATE SECTOR
SaTH Trust- 200	Marks & Spencer
Shropshire Community Trust- 150	Sainsbury’s
Shropshire CCG – 130	Co-op
Shropdoc- 45	Aldi – 2,000 sqm
DWP – 1,500 sqm	Lidl – 2,200 sqm
West Mercia Police	Greggs – 125 sqm
National Probation Service – 20	Costa Coffee
	Busy Bees (workplace nursery)
	Bright Horizons (workplace nursery)
	The Gym Group
	Travelodge – 80 bedrooms
	IWG (Regus Business Centre) – 1,000 sqm

The current level of interest and status of the organisations is as follows:

Public Sector

- SaTH – recent award of significant Sustainable Transformation Plan funding for investment and consolidation in RSH site, but still prepared to consider Shirehall for back office functions and certain clinical specialists
- Shropcom – despite the recent threat of being taken over, it remains an independent Trust but its future is likely to entail much closer working with its partners. It can see significant benefits in working at Shirehall within a cluster of partners
- Shropshire CCG – the proposed merger of the CCG with others is currently ‘off the table’ providing more certainty for the organisation to plan its future. It wishes to relocate to enable it to transform the way it works internally and the way it collaborates with partners
- To help engineer a consolidated migration of SaTH, Shropcom and CCG personnel from William Farr House to Shirehall, we have also engaged with NHS Property Services as the landlord / owner of the site and buildings. An approach by the tenants to the landlord will need to be carefully orchestrated and presented in a manner that also delivers benefits to NHS Property Services- by allowing it to gain quick access to a residential development site following a coordinated relocation of the three tenant organisations
- Shropdoc – keen to consolidate its operations from three buildings into a single footprint, and to work more closely with Shropcom and the Council in particular
- DWP – the department has achieved over 100 co-locations with local government in the last 6 months and plans to roll out this particular operating model. An opportunity exists to consolidate DWP’s two operations in Shrewsbury into a single, smaller footprint
- WMP / NPS – the two organisations are co-locating specific teams across the county and are happy to consider Shirehall as an option. The police activities would be back office rather than front line. Even if WMP does not decide to relocate back office staff to Shirehall, it is quite likely that NPS will opt to relocate in any event.

Private Sector

- Food retailers – some retailers have identified that a Shirehall outlet might conflict with other similar facilities they operate (e.g. Marks & Spencer and Co-op) but have not ruled it out entirely. Others such as Aldi and Lidl are more positive about the opportunity and keen to understand how their requirements could be accommodated on site. Sainsbury’s would appear to be tied into a lease on its current outlet adjacent to Shirehall – otherwise a relocation and enlargement of its footprint would be a welcome opportunity
- Other retailers – Greggs has confirmed an interest in taking space at Shirehall. It is working hard to change its image and promote more healthy food options, and could therefore complement some of the other potential commercial occupiers on site. Costa is interested in principle and wishes to understand more about potential demand outside normal office hours – we are helping by assembling demographic and footfall data.
- Workplace nurseries – two leading operators have been approached to run a facility that targets the ‘captive’ market of employees within Shirehall but also the local community
- Gym – in common with a workplace nursery, a commercial gym could provide a valuable health and wellbeing



## 8.02 Commercial Opportunities

- dividend in addition to a new income stream. The Gym Group is considering Shirehall as an option
- Hotel – Travelodge is excited by the opportunity to establish a new generation hotel with 80 or so rooms at Shirehall. It has provided its specification to allow the team to demonstrate how its requirements are best met on site
- Business centre – IWG is one of the UK’s largest operators of commercial business centres and has identified a gap in the market that involves partnering with local authorities and running business centres within council headquarters buildings. The company has expressed strong interested in Shirehall.

### Other potential occupiers

To help ensure that Shirehall becomes a vibrant, community-oriented and commercially viable destination, opportunities should be explored further to identify demand for the following on site:

- GP practice
- Pharmacy
- Local Enterprise Partnership
- Library
- Growth Hub or similar for SMEs
- Citizens Advice Bureau.

### Funding opportunities

The financial modelling undertaken at Feasibility Study stage assumed that the full cost of capital required to deliver the project would require to be borrowed from the PWLB.

### Offset

Following constructive discussions with the Planning Services Manager, it is reasonable to assume that planning consent for residential development can be secured for the playing fields adjoining Shirehall. The capital receipt can be applied to offset the capital requirement. A further capital injection could arise from the disposal of Richmond House once its occupiers relocate to Shirehall.

### Private sector funding

We are aware of several new entrants to the investment market prepared to provide capital at favourable rates for local authority construction projects, in particular those backed to a greater or lesser extent by revenue streams from third parties. The Council should consider the advantages and disadvantages of private sector funding for some or all of the net capital requirement. Private sector funders may well be prepared to absorb some project risks that will otherwise be borne by the Council if it relies entirely on public sector funding – such as demand risk associated with the occupation of space by third parties.

### Financial Viability

As confirmed elsewhere in this report, we have been successful in attracting the interest of a broad range of potential occupiers. If all the expressions of interest solidified, we would face a welcome but difficult

challenge in providing new or refurbished accommodation to satisfy the entire demand.

For the purposes of our report, we have modelled a specific scenario that involves providing materially more retail space while retaining the same amount of office space for third parties as assumed at Feasibility Study stage. We have called this option **‘Concept Design Base Case’**. It also assumes that the Council will take steps to actively commercialise various operations and activities to generate revenue.

Specifically, we have assumed that:

- Aldi or Lidl would be attracted to occupy a new build store in the vicinity of the footprint of the courts (which would be demolished)
- The extent of retail space on the south west frontage of the building would be increased to approximately double the amount modelled at Feasibility Study stage. We have assumed that four small retail spaces would be provided for occupation by a mix of uses such as coffee shop, pharmacy, GP surgery, gym, or workplace nursery
- Additional net annual income streams will be generated as follows:
- Car park charging- £20,000
- Income from events within Chambers and other ‘public’ spaces on Shirehall- £30,000
- Improvement and widening of catering offering- £40,000.

Taken together, these three components would generate a rental income stream of approximately £530,000.

This is a relatively **cautious and conservative** approach and does not take into account the significant financial upside if interest from, say, a hotel operator or DWP was to be converted. For example, we estimate that annual income from a hotel could be in the region of £350,000 whereas income from DWP could be in excess of £200,000. As a comparator, the total income from commercial operators modelled at Feasibility Study stage was just under £300,000.

### Costs

The ‘like for like’ costs to refurbish and modernise Shirehall have been assessed at £20.7m following our updated and refined cost modelling. This is directly comparable to the £18.7m identified in the Feasibility Study conducted in 2017.

The difference between the two figures is attributable to items such as:

- Additional hard and soft landscaping requirement factored into the Concept Design e.g. extra parking spaces and works to entrance
- The inclusion of a higher allowance for preliminaries – we would hope to be able to negotiate this down to its former level with contractors during the tender process
- A reduction in the cost of fitting out the public sector partner space coupled with an increase in the cost of fitting out the Council’s space, resulting in an overall net saving on fit-out costs

## 8.03 Commercial Opportunities - Option 1

- Increase in fees to include for all necessary survey work, full design team and professional advisors through to completion of the project.

We have added in the additional capital cost of providing the retail space as defined above bringing the capital outlay to **£24.1m**.

To the cost of **£24.1m** could be added the following items:

- £1.7m for the potential removal of asbestos. We are investigating options to contain and manage existing asbestos panels. This would result in a significantly lower cost for this particular item
- £1.6m for ICT
- £0.6m for works to upgrade Memorial Garden
- £0.3m for platform lift to Core 1.

The above items total £4.2m bringing the overall total to £28.3m if the Council elects to wrap all the above items into the main contract.

### Capital receipts

The capital requirement to deliver the project could be mitigated by offsetting the construction cost with capital receipts from:

- Adjoining playing fields
- Richmond House.

Both assets have the potential to be developed for housing but we appreciate the sensitivities around the development of the playing fields in particular. Consequently, we have estimated the potential capital receipts and modelled the financial returns with and without the benefit of the receipts.

### Avoidable CAPEX

The project will allow the Council to forego the obligation to invest substantial sums of money simply to tackle backlog maintenance. This notional investment will not make any material difference to the working environment of occupiers.

The financial benefit associated with the avoidance of essential capital expenditure should be quantified and, when known, factored into the case for change.

### Financial Performance

We have tabulated below key financial metrics under the assumption that capital is borrowed at 2.5% and

the loan is amortised over a period of 25 years. This is consistent with the approach to funding adopted at Feasibility Study stage.

However, we have on this occasion run two variants to the Concept Design Base Case model, one that factors in capital receipts and other that ignores the benefit of receipts:

- Option A – investment required assuming no capital receipt (£24.1m)
- Option B – net investment after capital receipts (£21.9m).

We have calculated the following financial performance indicators:

- Net Present Value – discounted benefits less discounted costs
- Return – the stabilised cash flow divided by the required investment
- Payback period – the time taken in years for the cumulative discounted costs and income streams to become positive
- Stabilised cash flow – the regular net annual cash flow (in today’s terms) achievable once space is fully let at Shirehall and surplus space freed up across the estate is also let.

Indicator	Concept Design Base Case	
	Option A	Option B
Investment Required	£24.1m	£21.9m
NPV	£19.3m	£21.1m
Return	7.8%	9.2%
Payback	Year 5	Year 5
Stabalised cash flow	£1.9m	£2m

It can be seen that the adoption of a cautious and conservative approach to the anticipated income streams:

- Delivers very substantial Net Present Values of the investments over 25 years
- Provides respectable returns for each option. While currently lower than the ‘target’ rate of return, we believe that the inclusion of, say, a hotel or the presence of DWP would raise the achievable return above the target level
- Secures relatively early payback
- Creates very significant new income streams for the Council.





As mentioned above, alternative tenant mixes would generate additional revenue streams and would be associated with different cost profiles and therefore different financial performance indicators.



## 8.04 Commercial Opportunities - Option 1

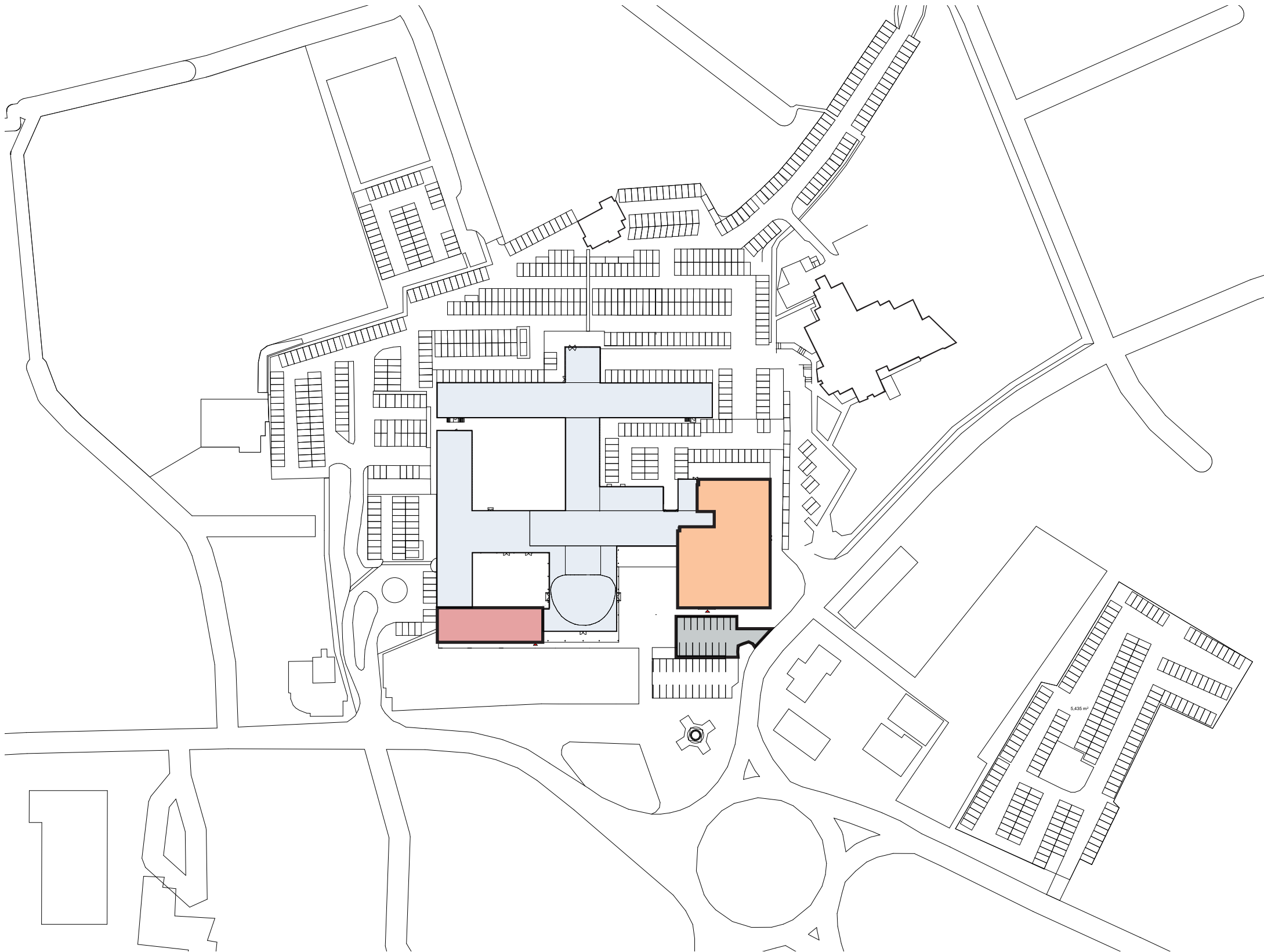


### Option 1: Retail

-  Retail Unit 1  
Approx. 528m<sup>2</sup>
-  Retail Unit 2  
Approx. 1540m<sup>2</sup>
-  Additional Car Parking for Retail
-  Existing Building

**Sketch Design:**  
*This Drawing is a Sketch Design and is subject to detailed site survey investigations and legal definition of the CDM Regulations and the comments and / or approval of the various relevant Local Authority Officers, Statutory Undertakers, Fire Officers, Engineers, and the like. They are copyright project specific and confidential and no part is to be used or copied in any way without the express prior consent of HLM Architects.*

**Area Calculations:**  
*All areas are approximate and have been measured off preliminary drawings which may be affected by future design development and construction tolerances or the result of surveys for existing boundaries and buildings. Take account of these factors before planning any financial or property development purpose or strategy and seek confirmation of latest areas before decision making.*



## 8.05 Commercial Opportunities - Visual

Visualisation showing how the new retail unit may sit on the site



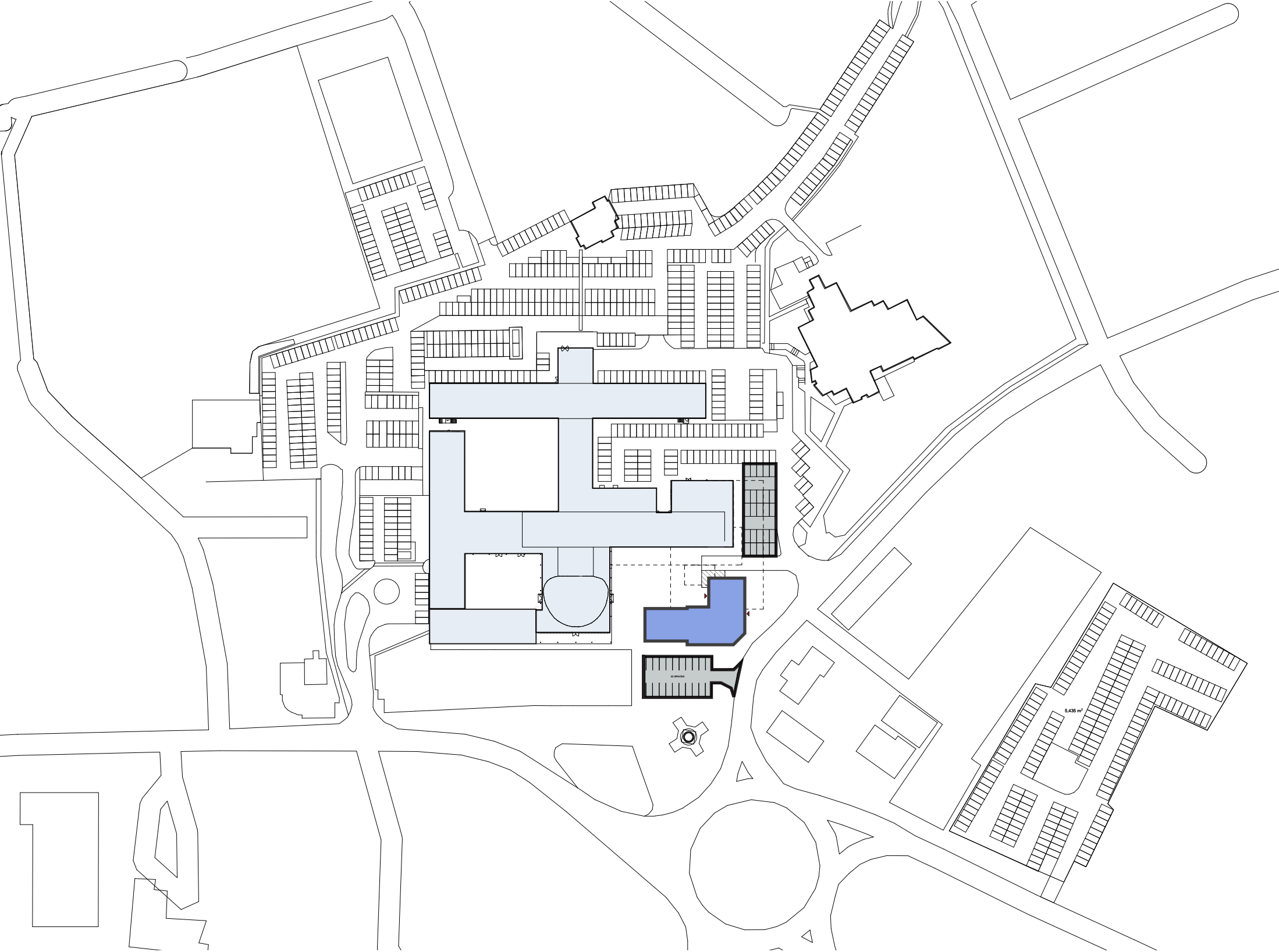


8.06  
Commercial Opportunities - Option 2



Option 2: Hotel at front of Shirehall

- Hotel  
Approx. 85 Keys
  - Ground Floor Cafe / Bar
  - 4 Floors Hotel above groundParking Requirements TBC  
Demolition of Courts & Registry  
Partial Basement demolition required
- Additional Car Parking for Hotel  
Numbers to be agreed
- Existing Building



**Sketch Design:**  
*This Drawing is a Sketch Design and is subject to detailed site survey investigations and legal definition of the CDM Regulations and the comments and / or approval of the various relevant Local Authority Officers, Statutory Undertakers, Fire Officers, Engineers, and the like. They are copyright project specific and confidential and no part is to be used or copied in any way without the express prior consent of HUM Architects.*

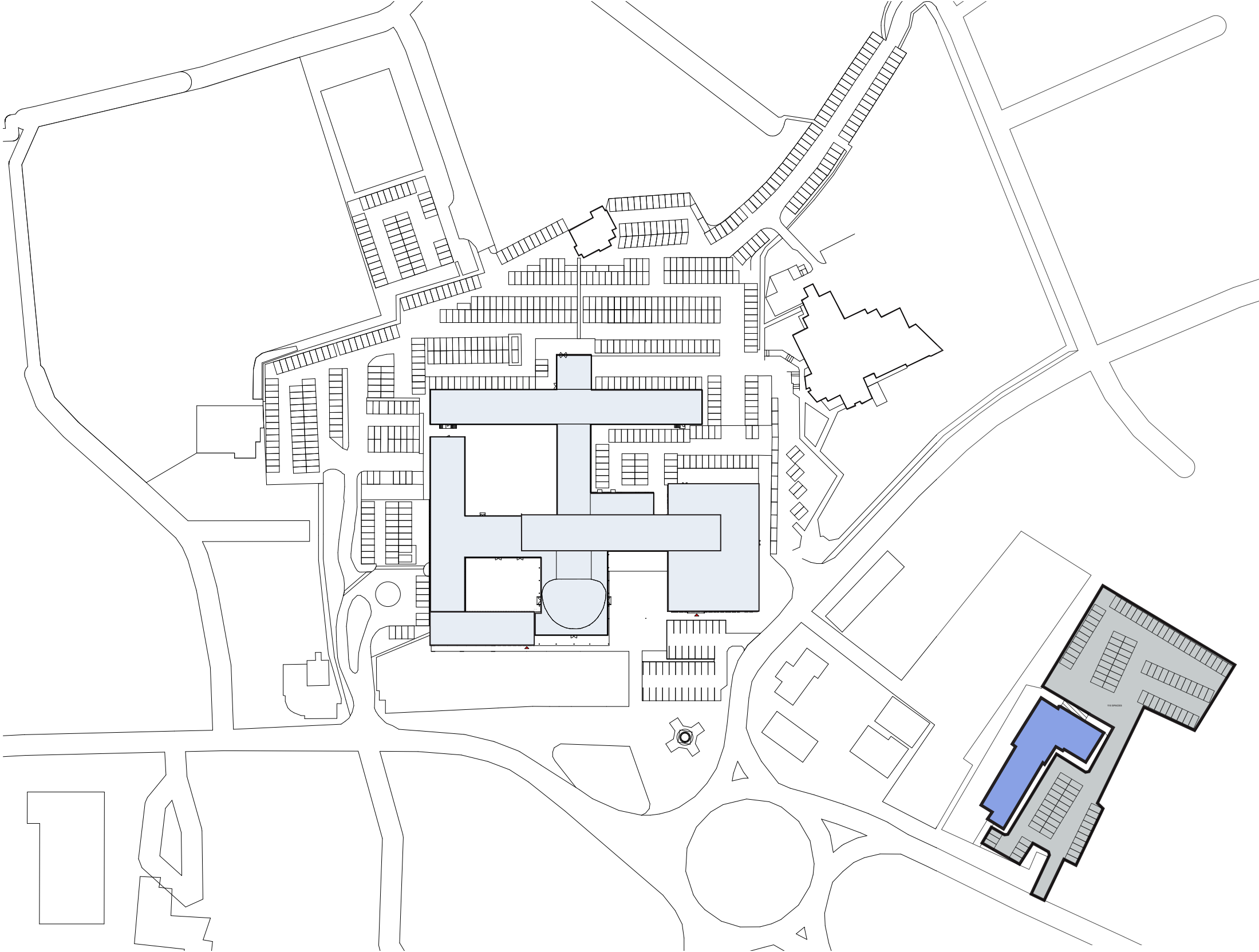
**Area Calculations:**  
*All areas are approximate and have been measured off preliminary drawings which may be affected by future design development and construction tolerances or the result of surveys for existing boundaries and buildings. Take account of these factors before planning any financial or property development purpose or strategy and seek confirmation of latest areas before decision making.*

8.07  
Commercial Opportunities - Option 3



Option 3: Hotel on Overspill Carpark

- Hotel  
Approx. 100 Keys
  - Ground Floor Cafe / Bar
  - 3 Floors Hotel above ground
  - Standard Floor Plan
- Car Parking for Hotel  
Approx. 110 Spaces to be agreed
- Existing Building



**Sketch Design:**  
*This Drawing is a Sketch Design and is subject to detailed site survey investigations and legal definition of the CDM Regulations and the comments and / or approval of the various relevant Local Authority Officers, Statutory Undertakers, Fire Officers, Engineers, and the like. They are copyright project specific and confidential and no part is to be used or copied in any way without the express prior consent of HUM Architects.*

**Area Calculations:**  
*All areas are approximate and have been measured off preliminary drawings which may be affected by future design development and construction tolerances or the result of surveys for existing boundaries and buildings. Take account of these factors before planning any financial or property development purpose or strategy and seek confirmation of latest areas before decision making.*



8.08  
Commercial Opportunities - Option 4



Option 4: Supermarket on  
Overspill Carpark

Supermarket Retail  
Approx. Site Area: 5432m<sup>2</sup>

Existing Building

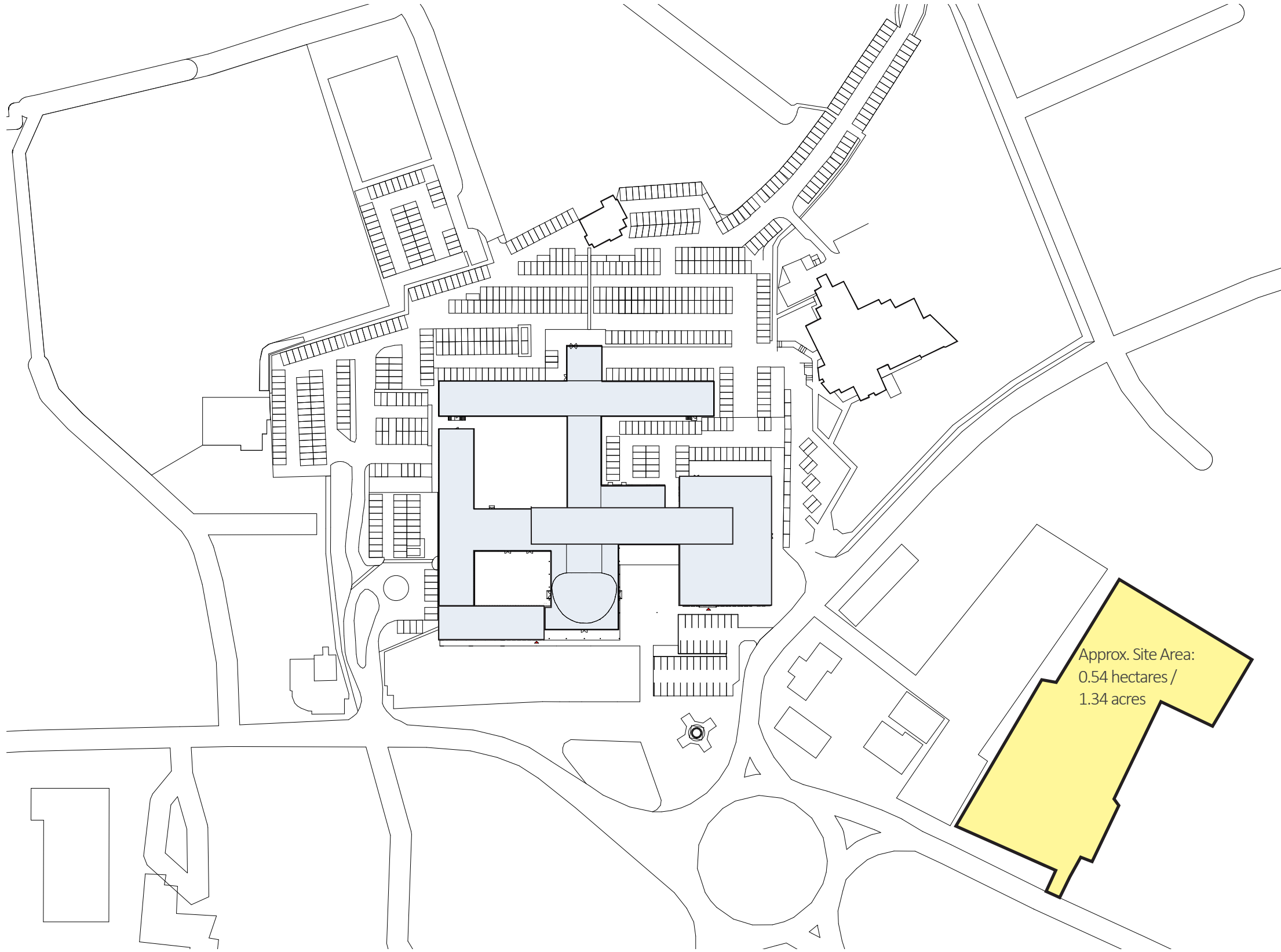
Page 63

Sketch Design:

*This Drawing is a Sketch Design and is subject to detailed site survey investigations and legal definition of the CDM Regulations and the comments and / or approval of the various relevant Local Authority Officers, Statutory Undertakers, Fire Officers, Engineers, and the like. They are copyright project specific and confidential and no part is to be used or copied in any way without the express prior consent of HUM Architects.*

Area Calculations:

*All areas are approximate and have been measured off preliminary drawings which may be affected by future design development and construction tolerances or the result of surveys for existing boundaries and buildings. Take account of these factors before planning any financial or property development purpose or strategy and seek confirmation of latest areas before decision making.*



8.09  
Commercial Opportunities - Visual

Visualisation showing how the new  
retial unit may sit on the site





9.00

Consultation Groups

At the beginning of this stage we had identified a number of stakeholder groups to consult with and share our concept designs and ideas. A key part of any construction project is to gain an understanding of the people using the building, what they need and how they go about their work. One of the first sessions was with the Rapid Action Teams, Digital Transformation, Commercial, Flexible and Agile Working and Customer Experience. We used this initial workshop to run through the previous proposals in the Refurbishment report to ensure these early ideas were to be developed. There was generally a positive response with people open to sharing their thoughts and any issues they had. There has also been meetings with the Head of Directorates and “in principle” discussions with the planning department. Notes of these can be found on the following pages, however some common themes became apparent through these sessions which are as follows;

- Building in a poor state, doesn’t provide a professional environment
- Too hot in summer, too cold in winter
- Not enough control over heating, temperature and ventilation
- Difficult to find a meeting room
- Not enough facilities for cycling to work
- Steps and access to the building
- Lack of access to usable outside space
- Car parking is an issue
- Confidential / sensitive work will need to be considered for open plan working
- Gym and crèche were popular suggestions for potential retail

Further engagement with the RATs took place towards the end of this stage as well as the feedback from the staff surveys. This is an ongoing process where continued engagement will take place throughout the scheme. A review of the returned surveys and meeting discussions towards the end of this stage will be undertaken at the beginning of the next and feed back into the design. As the scheme develops there will be regular opportunities for these to be presented, discussed and comments reviewed which will ensure the quality and success of the final proposal in the stages to come.

We will be undertaking the following activities with the key stakeholders during the next stage of the project;

- Provide feedback to staff on Workplace and Travel surveys
- Meet departmental representatives to fully understand space requirements, preferred adjacencies etc.
- Continued RAT engagement sessions
- Engagement with ICT lead

9.01

Stakeholder Consultation - Meeting 1

*Notes from meetings held with the Rapid Action Teams on the 03.05.2018*

Digital Transformation

Still a need for physical resources, even with moving towards a more digital method of working.

In some cases, a hot desk will not enable some people to work well and may prove more inefficient in the long term - one size may not always fit all.

Not all facilities can operate in an open plan workplace – there are some areas / teams / departments within the building which need to be retained such as the data centre, lab and second floor planning room.

Insufficient number of meeting room space and ineffective use of meeting room sizes due to the current booking system. Meetings for 2-3 people may be held in a room designed for 20-30 people - need better provision of smaller rooms.

The café is often used for meetings due to insufficient number of places for private conversations- large rooms are usually booked out for the whole day but not used.

The use of ‘meeting pods’ were discussed and could work for smaller, ad-hoc meetings.

Concerns over amount of parking and parking strategy – the general feeling is that it is already oversubscribed and adding more functions may cause further problems.

External visitors currently attend Shirehall for planning issues, taxi licencing, training sessions, issues with passports, birth certificates, rent etc... so a space which can accommodate these people while they wait would be of benefit.

The digital transformation group are already moving towards a digital platform to reduce the amount of people physically attending the building but still require customer facing areas and associated parking for staff and visitors.

Getting the right teams in the right places is key to making an open plan environment work – noisy teams vs quiet teams. Would be

useful to conduct a staff survey which helps identify departments and teams including number of staff within the building.

Wolverhampton and Coventry Council have set a good precedent in terms of refurbishment.

Raised concerns over security – numerous incidents with external visitors gaining access into the council area. No access control from main lift core to office space.

Also raises concerns over sharing lift and stair cores with public sector partners and retail or commercial enterprises. A possible solution may be to use the left ‘L-shaped’ wing on the ground floor (above unison) for public sector partners as this is a completely separate building.

In terms of digital transformation staff already have the facility to use skype or video conferencing on laptops but currently the culture is to book meeting rooms.

In order for new ways of working to be successful then a shift in culture is needed as well as enhanced infrastructure to accommodate these new methods of working.

Moving forward, electric car recharging facilities should be considered within the parking strategy.

Consider flexibility within design and ensuring that if the council demands change in a number of years that the building can adapt to this.

Commercial

Some departments are having to spend money on external meeting space / space within other departments due to lack of shared internal meeting space.

Some people can find the open plan working environment quite distracting, especially when needing to make a skype or conference call at your desk.

Birmingham and Coventry Council have set a good precedent in terms of open plan working.

Telford Council is bad example of refurbishment in terms of level of finish and general layout.

For an open plan workplace to work effectively there needs to be a variety of spaces to encourage people away from their desk - could the outside space on the ground floor be better used for outdoor working?

Concerns over hot desking and departments not being sat together and therefore not being efficient.

Previously tried to integrate the management teams within the open plan area, but left with staff feeling uncomfortable - similarly cellular offices can be counterproductive and staff can feel distant from the management team - the new design needs to strike a balance between the two.

Use of tambour units and half height storage works well currently on the 3rd/5th floor to act as a buffer between circulation routes and workstations.

Issues with over allocation of workstations, can sometimes find 2 or 3 people on a desk because they feel like they can’t drift into another department’s zone.

A shift in culture is needed for this to work – currently the working culture is different on every floor of the building and across every department.

Departments have varying storage requirements as well as the need for secure storage – e.g. ballot boxes for local elections.

Struggle with having enough front of house meeting space for discussions with public facing and external visitors.

Concerns with security and access within the building – mixing of partner organisations and the council may not necessarily be a bad thing, especially on the lower floors – building flow to be considered.



9.02  
Stakeholder Consultation - Meeting 1

Notes from meetings held with the  
Rapid Action Teams on the  
03.05.2018

Page 65

Need for outdoor space to be improved so people can be encouraged to spend time away from their desks.

Issues with parking, especially when considering the addition of new partner space which will increase the number of parking spaces required – a multi-storey car park on the site should be considered to deal with this.

Introducing a transport plan may be difficult due to the rurality of the local area and limited amount of public transport currently on offer.

Issues with current drainage, in particular with the smell in some areas of the building.

The café might be better placed on the front of the building with a link through to the new reception area instead of being set back within the core of the building.

Flexible and Agile Working

Would like to see better use of space within the building - providing a mixture of spaces for a variety of tasks.

Ineffective use of meeting spaces due to poor booking system & inadequate number of meeting rooms.

Need for more downtime and breakout space, away from the desk - possibly outside.

Consideration needs to be given to the building occupancy – can the lifts, stairs, toilets, car parking cope with increased occupancy numbers?

Better use of space by using underneath the council chambers as the reception area and main focal / meeting point. This would also limit the amount of anti-social behaviour which currently occurs in this space.

Concerns with number of steps within currently proposed courtyard visual – important to consider accessible solutions through use of ramps etc...

Would like to see better use of the quadrangle adjacent the café as breakout and work space.

Many of the spaces have large filing cabinets which have not been used or looked at for years – before storage provision in calculated it would be useful to de-clutter.

Some departments don't have access to kitchens on their floor- if desk numbers are increasing then consider providing at least one per floor.

Having a mix of places to work can help with wellbeing and posture, not just standard workstations.

Preference for having printers spread over the floor plates and not in a central area for convenience.

Sit-stand desks are becoming more popular and would like to see more of these in the new design.

Current layout looks very uniformed – is there scope to explore alternative desk layouts and arrangements.

Use of screens may help in keeping particular areas quiet within the open plan environment to limit the amount of disruption when trying to focus.

Staffordshire and Herefordshire Council set a good precedent in terms of design.

Parking – public and council members can add an extra hour onto getting into the building with the current parking provision.

The additional 300 staff will have an impact on the planning and layout of the building – consideration should be given to their particular requirements.

Consider council image and infrastructure behind new ways of

working through wider considerations like recycling etc...

The different work settings could be identified through colour – carpets / paint / furniture to assist with building wayfinding.

Customer Experience

In general, there is no aspiration to change the function of the building with regard to public use of the space – due to the building being out of the town centre there will still be a need for a front facing part of the business within the centre.

Issues with teams working with sensitive information or having discussions about sensitive information – could prove problematic in an open plan environment unless key fobs / access control is programmed by department.

Telephony customer service centre in the west wing (above unison on ground floor) is open long hours and over the weekend so important that It can be isolated from main building in terms of servicing etc...

Library building may benefit from being re-located to free up additional surface parking - separate and independent entity, does not require to be so closely located to the council building and could move elsewhere.

Existing lift system is robust and forward thinking for its time – but consideration should be given to capacity of existing system and what work may need doing to bring it up to speed.

Issues with current cycle to work scheme, resolving this could help alleviate the parking issue – consideration to be given to more showers, better changing facilities, secure cycle parking etc...

Building would benefit from having a gym – could help promote health and wellbeing.

Improvement of look and feel – sense of pride within the workplace.

9.03  
Stakeholder Consultation - Meeting 1

Notes from meetings held with the  
Rapid Action Teams on the  
03.05.2018

Need for provision of collaborative working space - ‘war room’ for example.

Building to facilitate new ways of working in order to break down silos and encourage cross departmental / team collaboration.

Current issues with departments having to pay for additional meeting space, not as a building - would benefit from having a shared area instead of each department having a separate budget allocated for this.

Aspiration to create a front of house space which is open, transparent, up-to-date and welcoming for external visitors – good first impression.

Consideration to be given to diagonal parking spaces – could this increase the amount of surface parking.

Considerations to be given to use of touchscreen displays within reception to assist public with accessing help and information.

Large committee sized rooms used very infrequently to their full potential – would work better as smaller rooms with a less formal feel which can when needed be opened into a large room when required.

The large committee rooms would benefit from the use of glazed screens to increase the amount of natural daylight which spills into the floor plate.

Business hub would benefit from touchdown areas for laptop use which would be well used for external visitors needing a place to work between meetings.



9.04  
Stakeholder Consultation - Meeting 2

Notes from meetings held with the  
Heads of Directorates on the  
13.06.2018 and 14.06.2018

Head of Economic Growth and Planning – Gemma Davies

Business Opportunities- we are aware of the Food Store opportunity.

In general, a lot of information to digest but a very useful update. It is currently not appealing to bring business investors to Shirehall.

The design of the Business Hub needs to consider / take account of other similar council facilities.

Business/Professionalism key.

The balance of investment in two parts of Shrewsbury at the same time is important.

Director of Children’s Services – Karen Bradshaw

Other Public Sector organisations to also consider e.g. Youth Justice Team. They are currently based near Mount McKinley and it would be useful to get them working closer to this team.

It is important to consider how the grounds of Shirehall will be maintained as there is only 1 no. person doing this currently.

Children’s Services public interface is currently at Mount McKinley. If they come here, the design of this space will be critical. Space for informal meetings will be crucial.

Believes staff will be very pleased with the proposed bespoke furniture for meetings etc.

Consider carefully phasing of works and when staff are relocated / moved.

Workplace setting is crucial for certain departments and staff i.e. provision of private spaces for confidential conversations is critical. Car Parking – some staff need to go to numerous meetings off-site during the day therefore provision of parking spaces on site is very important.

They currently need to store a number of paper records. Very important to further consult with the Children’s Social Care Group.

Director of Adult Services – Andy Begley

Very keen to see how the proposed works can be used to reinforce the role of the Council as the creator of quality public space.

Impressed with the proposals for the courtyard / landscape areas. Very interested in some of the commercial opportunities as they would change the feel of the area – 24/7 life etc.

Further engagement / consultation with department required as some functions are centralised and some are dissipated around the authority.

A Universal entrance/function is quite appealing

Director of Legal and Democratic Services – Clare Porter

Keen that the large tree on the mini roundabout is maintained. Proposed partner entrance and interior entrance/reception area very positive.

Department Specifics:

Legal Team- Could hot desk as some staff are in court all the time. Not much storage requirements as most work done digitally. The team needs to be together and there needs to be confidential areas for private discussions.

Democratic Team- Committee staff should be ok with open plan working and hot desking. Members Team – The current area provisions / requirements need to be reviewed.

Elections Team – Currently a large area. Need locked and private area for boxes for registration. The space is occupied for at least 5 months of the year.

Members- May each require an office / room, although these spaces aren’t occupied 100% of the time. Will require other meeting room spaces- Different sizes, up to ten people.

Director of Public Health – Rod Thompson

Currently working with organisations such as Team Leisure. Need to consider how Partner organisations and potential commercial occupiers relate to council policy.

Can the Council create something bespoke for business community? Consider Tech Gyms, incubator Units, GP Provision / Health Hub on site.

Consider relocation of Substance Mis-Use service and Sexual Health Service.

Three main teams in Department:

- Regulatory Services – including Licencing, Trading Standards etc. Currently in the west wing and not looking for anything significantly different. Do need space for private calls.
- Registrar and Coroners Service – including Births, Marriages, Deaths, Ceremony Function, Citizenship Services. It would be helpful to have a venue to conduct small ceremonies, approximately the size of Shrewsbury room. Requirement for private office space.
- Coroners Services - Need space to carry out investigations

9.05  
Stakeholder Consultation - Meeting 2

Notes from meetings held with the  
Heads of Directorates on the  
13.06.2018 and 14.06.2018

Director of Finance – James Walton

Confirmation of funding, income stream release of other assets, cost of column to be considered.

Four main teams in department:  
1. Finance Team- No major issues to open plan working  
2. Revenue and Benefits – Confidentiality required.  
3. Pensions Team  
4. Audit Team – Further consideration of how they work with other teams.

Generally the department does not have much public interaction and all teams have a clear desk policy already. A secure area for documents will be required.

Head of HR – Michele Leith

Focus on Digital Transfer Platforms  
Positive regarding proposed solutions. Transformation will be required and a changing of mind set, including implementing remote working, mobile and agile working etc. Digital Transfer Platforms to support cultural change – enabling technology.

Head of Infrastructure and Communities – Chris Edwards

Service Areas  
1. Waste Contract  
2. Archives (Offsite) satellite only at Shirehall  
3. Countryside Team  
4. Community and Engagement  
5. Leisure Services  
6. Highways and Transport (Co-located with WSP)  
7. Kier Contractor  
8. Passenger Transport  
9. Theatre Services and Libraries



9.06  
Stakeholder Consultation - Meeting 3

Notes from meetings held with the  
Rapid Action Teams on the  
20.06.2018

Page 67

Summary

Aims of the project were explained. Key Challenges and proposed Stage 2 Interventions were reviewed at site, building and internal department levels.

Commercial and Digital Transformation

Travel plan is desired. Links to park-and-ride and other public transportation options need to be improved.

Concerns about the current perceived lack of car parking and the proposal for potential use of the overspill lot as pay and display

In some cases, cars are required for use by employees during the working day and they are often challenged to find a space when they return to work.

When conferences or meetings are proposed, additional parking is required for those coming from outside the council. If they are charged for parking, they may be allowed to claim this as a travel expense and claim this back from the council.

A review of the entire estate is required to understand which departments should stay in the building during the refurbishment. Team interdependencies need to be considered.

There are some partner organisations who receive reduced rent in Shirehall in exchange for reduced charges to the council for their services. If these partners are moved out of the building during refurbishment, there might be an additional 'hidden' cost to the council in higher rates for their services.

Concern regarding internal environment temperature and lack of individual controls. Changes to the internal environment and increased local controls are welcomed.

Concerns over hot desking and departments not being sat together and therefore not being efficient.

Concerns over acoustic separation in an open office environment. Requirements of individual departments will be assessed during the next phase of design and requirements incorporated, particularly in regard to sensitive issues within HR, whistle-blower hot line, and

safeguarding teams. These may require both acoustic and visual separation from the open office environment.

Flexibility of departmental space over a period of time should be incorporated through the use of movable furniture solutions where possible so that team sizes can flex without having to relocate.

The security and access to partner spaces was questioned. Internal access control will be used to provide security to partner spaces. Individual requirements in excess of standard will be accommodated within the partner fit-out.

The building decant proposal was questioned, however, additional consultation will be required before there is a decant proposal. Any comments or concerns are welcomed in the next stage.

There is some repair work required to the column. The historic team is leading this programme of works and may benefit from liaising with the Shirehall programme.

How will the strategy of commercial / retail space be developed? Who will make the final decision and what will it be based on?

Concern regarding the lack of parking available and suggestion of an additional level of parking above the existing. This is being considered, but comes at a high cost.

Flexible & Agile Working and Customer Experience

Concern was expressed regarding maintenance of the new proposed landscaping. Maintenance costs will need to be factored into the design.

The proposed entrance courtyard between the west wing and the council chamber should incorporate a gate to prevent anti-social behaviour and skateboarding down the ramps after hours.

When reviewing hot desking requirements in other buildings, the health and safety requirements of individuals requiring adjustable height desks and specialist chairs was significant and required a great deal of storage. Individual needs will need to be accommodated within the design.

The existing shared lift and stair cores create a problem for security

arrangements. Currently, if a visitor needs lift access to go to the council chamber or first floor meeting rooms, they have to be escorted to prevent access to the upper floors. This creates unequal access arrangements for visitors. A dedicated lift that runs from ground to first floor Queen's Gallery area would be welcomed and improve security.

Café is well used for informal meetings. Connecting it to the reception with an internal link corridor will be welcomed.

The link proposed between the café, business hub and courtyard will create a space that can be used and enjoyed.

Can we have some way to use meeting room walls for display of information? –projection walls would allow us to put information up virtually without affecting meetings in the room before or afterward. This would bring an added flexibility that would be welcomed.

The current committee rooms are not flexible. There is a sign that says 'don't move the furniture.' More flexibility in arrangement would cater for a wider variety of meeting types.

Concerns regarding parking and the lack of enough parking spaces to provide for events.

Concerns regarding the addition of commercial space to the parking requirements.

Meeting rooms will become even more important if more people are working from home.

There are currently quite a few weddings held in the registry office. Once the registry is demolished, will there be somewhere suitable for weddings to be held in Shirehall?

The IT infrastructure will be critical to flexible working and open office configuration.

9.07  
Planning Consultation

Notes from meetings held with the  
Head of Planning on the 07.06.2018

HLM have had an initial meeting with the Head of Planning, Ian Kilby, at Shropshire Council and his colleague Tim Rogers on 7th June.

The purpose of this meeting was to discuss the current Stage 2 proposals to the alterations to the existing building, these principally being a new entrance space under the existing council chambers canopy, and a new rear entrance beneath the smaller canopy to the North Block.

The discussions also included the proposed courtyard alterations to the current entrance courtyard from the short stay carpark, the adjacent courtyard between the proposed business hub and café, and possible demolition of the registry offices and the Library / Store building.

Further discussions were around the internal alterations and HLM's proposals to expose the existing waffled ceiling slab. The wider site car parking proposals were also discussed as well as potential commercial opportunities on the immediate site and surrounding areas.

Generally the reaction was positive to all proposals presented however some were noted as being potentially more contentious than others. A summary of the comments to each area / proposal are listed adjacent;

New Entrances, Courtyards and Internal Alterations

Generally no major concerns and an expression that modernising the building, albeit making note of some original architectural features was welcomed. A need to address different work environments across the building to suit different work patterns and activity. A lack of access to current courtyard green spaces was commented on, along with a desire to better express or present architectural features of the original design including the existing bronze mural in the entrance lobby and possible re-location to a more prominent position. A dark window frame colour was also noted as a preference for the replacement window proposals.

Car Parking

Already aware of proposal to extend car parking to existing tennis courts, further car parking to bowling green more of an issue due to existing amenity space. Additional car parking to front entrance and potential retail space in existing courts may be an issue due to proximity to the Column which is a Listed Building. Comment made regarding parking pressures and local sensitivities with residential neighbours when parking for Shirehall is not adequately managed on site. Part of the parking solution should be providing better facilities for those accessing the building via other forms of transport – bus, cycle, on foot etc. This should include lockers, shower facilities and enhanced cycle storage as well as improved accessibility into the building for pedestrians. Clear visual entrances and desire lines to and from the building.

Commercial Opportunities – Existing Building

Principle of change of use from existing court building to small / medium sized food store ok but could be an issue due to access / deliveries and pinch point of road network. Note there is a road widening proposal to Preston Street already in place by others to accommodate the new housing development. Smaller retail proposal to south west wing adjacent to new entrance no major concerns, crèche mentioned as possible use, pharmacy ok but note a pharmacy already exists close by. Positive generally about mixed uses that have a synergy with the primary office function of the principle building i.e. Gym, Crèche, Professional uses that have a close relationship with Council functions.

Commercial Opportunities – Wider Site

A general discussion took place regarding other potential commercial opportunities on the site and the overflow car park off London Road, including a possible hotel or small neighbourhood food store.

All the above comments are informal officer opinion only and subject to further consultation between the Design Team and Planning Department.



## 10.00 Next Steps

To build on the momentum achieved to date, it is recommended that the study team, in conjunction with relevant officers from the Council, take forward a number of actions:

### 1 Design

- Input from a number of key specialists will be required early in the Stage 3 to ensure that design is developed with minimal risk. These include :-
- Catering specialist
- Acoustician
- Fire Consultant
- Building Control / Approved Inspector
- ICT & AV
- Security
- Transport & highways
- Accessibility
- Planning
- Development of Stage 2 Concept design and prepare developed design including coordinated and updated proposals for structural design, building services systems and outline specifications
- Development of Stage 3 Cost Plan
- Agreement of Stage 3 design and project programme
- Finalisation of procurement strategy
- Undertake third party statutory consultations as required (such as planning)

Undertake further detailed surveys such as :

- Asbestos
- Ventilation air flow test
- LTHW pipework flow rate tests
- Chiller condition test
- Intrusive Surveys for new areas
- Detailed risk reviews to identify risks and agree mitigation measures
- Review and update construction and health and safety strategies

### 2 Public sector and commercial tenants

- Continue to provide potential occupiers with details of the emerging vision for Shirehall
- Ensure dialogue is synchronised at different levels e.g. Council CEO to discuss Shirehall with SaTH CEO while study team continues to liaise with SaTH's Director of Estates
- Provide potential occupiers with indications of how their specific needs can be met on site – floor plans and sketch layouts
- Conduct background research so far as necessary to help attract occupiers e.g. data on footfall past Shirehall, visitor numbers to Shirehall, housing proposals in the vicinity, and local demographics
- Make contact with additional potential occupiers within target sectors e.g. hotel operators
- Explore potential demand for complementary facilities e.g. GP practice and pharmacy
- Work closely with Council's Head of Economic Growth to explore market for Growth Hub or similar targeted at SMEs.

