



Date: Thursday, 24 February 2022

Time: 10.00 am

Venue: Clayton Hall - Shrewsbury College, London Road, Shrewsbury. SY2 6PR

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## COUNCIL

### TO FOLLOW REPORT (S)

#### **9 Shrewsbury Town Centre Redevelopment Phase 1 (Pages 1 - 70)**

Report of the Executive Director of Place is **TO FOLLOW**

Contact Mark Barrow Tel: 01743258919

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## Committee and Date

Council

24 February 2022

## Item

Public

## Shrewsbury Town Centre Redevelopment Programme Phase One

**Responsible Officer** Mark Barrow: Executive Director Place  
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### 1. Synopsis

To report on progress of the due diligence, feasibility and business case preparation for alternative development options for the former Pride Hill shopping centre, the provision of multi-agency office accommodation and associated activities in Shrewsbury town centre.

### 2. Executive Summary

- 2.1. The exempt report titled 'Pride Hill, Civic Accommodation and Riverside Development Opportunities', presented to Council on 23 September 2021, advocated the need to consider an alternative approach to the redevelopment of the Pride Hill shopping centre and in the context of the wider Smithfield Riverside. Consequently, the report recommended the carrying out of due diligence and feasibility work, and the preparation of business cases, for:
  - The collective redevelopment of the Pride Hill shopping centre and Raven Meadows surface car park ('gap') site.
  - Provision of the Council's civic and office accommodation requirements, with additional lettable space for potential partners/tenants.
  - The redevelopment, including the potential for demolition, of Riverside shopping centre.
- 2.2. Informed by a gateway review, the report demonstrated the need to ensure that the proposals for both Pride Hill (exempt Council report December 2019) and the Council's civic accommodation requirements (public Council report February 2021), remain relevant and appropriate. The value of the review was heightened in the context of changing market conditions (particularly in the retail, leisure, and commercial/office sectors), the Council's (and potential partners') future operational requirements and the need to mitigate for climate change; all compounded by the Covid pandemic impacting on the economic landscape. The acquisition of the Raven Meadows surface car park ('gap') site (February 2021), complementing the Council's extensive land-holding interest in the town centre, provides further opportunities to bring forward significant economic regeneration in the town centre.

- 2.3. As detailed in the exempt Council report of 23 September 2021, the Smithfield Riverside Strategic Development Framework (SDF), provides the principles for future development in this locality, in addition to those provided by the Local Plan (under review) and the Shrewsbury Big Town Plan Vision (2020). Moreover, the Shrewsbury town centre redevelopment programme directly contributes to the objectives and priorities of the draft Shropshire Strategic Plan; Healthy People, Economy, Environment and Organisation.
- 2.4. "Getting Building" Funding has been received by the Council via the Local Enterprise Partnership (LEP) for the Pride Hill redevelopment project. Ensuring that the project continues to deliver against milestones and outputs has been an important dependency of the due diligence and business case process for the Pride Hill project. A grant funding agreement variation may be required to reflect any changes once a final scheme has been determined.
- 2.5. The redevelopment of the Smithfield Riverside presents a unique opportunity to introduce a range of mixed uses and bring even greater diversity to Shrewsbury's Town Centre - the Smithfield Riverside site is a significant opportunity for large scale town centre redevelopment. Investment in the site will help to act as a catalyst for redevelopment and delivery of the aspirations set out in the Shrewsbury Big Town Plan. Site photographs illustrating the current Riverside shopping centre are included in appendix J.
- 2.6. An economic impact assessment of the wider Smithfield Riverside development has been undertaken as part of the appraisal work and the following metrics have been derived. (Assumptions based on 24,340 sqm of new office, leisure and ancillary retail space, a 15,800 sqm replacement car park, 2 new hotels (309-beds) and 270 new housing units on the Smithfield Riverside site, minimum 150 homes at Shirehall.)
- Create 179 gross construction full time equivalent (FTE) jobs
  - New commercial development delivered could support circa 1900 gross new FTE jobs
  - Estimated that by 2046 the delivery and operation of the Shrewsbury Riverside redevelopment could contribute a total cumulative additional Gross Value Added (GVA – measure of economic productivity) of £386m (£279m at Net Present Value (NPV)).

### **Development Activities**

- 2.7. The exempt Council report of 23 September 2021 identified the financial resources required to undertake the due diligence and feasibility activities, and for the preparation of respective business cases. Consequently, a range of development activities have been undertaken and these can be summarised, but not exclusively, as follows:
- Master Planning and Concept Design

- Construction costing, sequence and programme
- Market and development appraisals
- Procurement and delivery mechanisms and timescales
- Demolition and site remediation feasibility
- Planning and transportation implications
- Flood adaptation
- Economic impact
- Financial implications.
- Initial equality, social inclusion and wellbeing impact assessment

- 2.8. The outcomes of the due diligence and feasibility activities have subsequently informed the business cases for the demolition and redevelopment of the former Pride Hill shopping centre and adjacent 'gap' site, and for the development of office accommodation on Riverside, with the associated demolition of the former shopping centre. The revised working title for the new office accommodation, that the Council will share with a range of public and third sector partners, is 'Shrewsbury Multi-Agency Hub'. In line with the Council's business planning process, these cases have evaluated various scenarios and options, (with reference to the HM Treasury Five Case Model), from which the respective capital projects have been identified. These projects are the focus of this report and the options considered as part of the respective business cases are summarised in appendices A and B.
- 2.9. Informed by these business cases, this report identifies the preferred options, to progress these capital projects through to delivery. The detailed approach and method by which this delivery will be undertaken, either individually, collectively or as part of the wider Smithfield Riverside Strategic Development Framework, will be subject to further due diligence, including design, investigations, assessments and refinement of preferred options, as proposed in this report.
- 2.10. As part of the business planning process, it has also been necessary to undertake conceptual masterplanning and design of the wider Smithfield Riverside development area, with an indicative mix and quantum of development, beyond that solely required to deliver the development projects that are the subject of this report. Specifically, for the Multi-Agency Hub development, the conceptual masterplanning process is required to identify potential sites that, if brought forward at the location(s) proposed, will not compromise future phases of development. This will ensure that the proposed developments are strategically aligned, complement the town's physical context and maximise opportunities from future phases of development.
- 2.11. In summary, the development projects identified within the Shrewsbury Town Centre Redevelopment Programme Phase One, are as follows:

2.11.1. Phase 1: Multi-Agency Hub

A new 11,035m<sup>2</sup> exemplar, 6 storey, low carbon, multi-agency, open plan office building, accommodating the Council's core administrative and civic requirements, including democratic space of 3,788m<sup>2</sup>. Additionally, provide up to 3,768m<sup>2</sup> for the co-location of public sector partner(s) with additional commercial opportunities at ground floor level, such as a publicly accessible food and beverage outlet.

2.11.2. Phase 1: Pride Hill Shopping Centre and Raven Meadows Surface Car Park (The Gap), demolition and redevelopment.

A new 4,460m<sup>2</sup> leisure-led redevelopment is proposed, containing cinema with associated food and beverage uses, with an active frontage to Roushill and an innovative travel hub to support the Darwin Centre and proposed leisure uses, incorporating provision for cycling, walking and other forms of active travel, with c400 parking spaces, anticipating the transition to electric vehicles.

2.12. This report, therefore, seeks approval to proceed with further development activities, associated with both the Multi-Agency Hub and Pride Hill and the adjacent Raven Meadows surface car park site projects, to a level of detail capable of being submitted for planning approval.

2.13. At its meeting on 16 February 2022, Cabinet resolved to make the following recommendations to Council.

### **3. Recommendations**

That Council agrees to:

- 3.1. Approve the preferred option identified in the outline business case for the construction of a Multi-Agency Hub, on the site identified by the Smithfield Riverside master planning process and take forward as a capital project; such approval limited at this stage to progressing the project to detailed design (RIBA Stage 3: Spatial Coordination, or equivalent), requiring funding of £1.715m. A further report will be presented to Council for final approval of the design, gross development cost and funding for the construction of the project.
- 3.2. Approve the submission of a planning application for the demolition of the Riverside Shopping Centre and the former Riverside medical practice to facilitate the construction of the proposed Multi-Agency Hub within the current gross cost estimate for demolition of £3.853m, and to take forward as a capital project to completion of tender documentation and receipt of tenders.
- 3.3. Approve the preferred option identified in the outline business case, and submission of a planning application for the demolition of the former Pride Hill shopping centre, for the delivery of a leisure-led redevelopment of the site, with the adjacent Raven Meadow's surface car park, for a multi-

storey travel hub and associated development and take forward as a capital project; such approval limited at this stage to progressing the project to detailed design (RIBA Stage 3: Spatial Coordination, or equivalent), requiring funding of £1.580m. A further report will be presented to Council for final approval of the design, gross development cost and funding for the construction of the project.

- 3.4. Delegate responsibility to the Executive Director of Place, in consultation with the Section 151 Officer and the Portfolio Holder for Economic Growth, Regeneration and Planning to progress the capital projects (3.1 – 3.3 above), to include, but not limited to, the following:
  - 3.4.1. progress a procurement and delivery strategy for Smithfield Riverside, incorporating the projects summarised in items 3.1 -3.3 above.
  - 3.4.2. progress life-cycle carbon assessments in relation to the projects summarised in items 3.1 and 3.3 above.
  - 3.4.3. engage with the Environment Agency, via the River Severn Partnership, to seek opportunities provided by the national Defra Adaptive Pathways Pilot for the River Severn, to assess and manage climate related risks, incorporating adaptation into the design and delivery of the Smithfield Riverside development programme.
  - 3.4.4. enter negotiations with the Marches Local Enterprise Partnership to ensure the 'Getting Building' funding remains relevant to the Pride Hill project; scope and agree variations as required to the Grant Funding Agreement (GFA).
  - 3.4.5. identify funding of £3.295m to deliver the above development activities, as scheduled in appendix C.
- 3.5. Further to recommendation 3.1, declare the Shirehall building and associated environs within the site boundary marked in red in appendix I, surplus to requirements.
- 3.6. Delegate responsibility to the Executive Director of Place, in consultation with the Portfolio Holder for Physical Infrastructure, to agree and implement the disposal and marketing strategy as the recommended option for the Shirehall site; agree terms and conditions of sale, all subject to approval at Full Council.

## REPORT

### **4. Risk Assessment and Opportunities Appraisal**

- 4.1. The Opportunity Risk Management Strategy sets out the methodology for identifying opportunities/benefits and assessing these against the associated risks. As part of the risk assessment and opportunities appraisal, a further detailed review has been undertaken with key officers to identify the key opportunities/benefits, the associated risks and possible mitigation each appraised against all potential options.
- 4.2. Strategic opportunities and benefits have been identified for the initial Phase 1 of the Redevelopment Programme. A key opportunity is to produce an exemplar regeneration scheme, which is both sympathetic and of appropriate mix and density of uses to drive transformation in the town centre. As part of the opportunity/risk analysis key representatives have been identified to enable the opportunities to be realised together with the associated risks.
- 4.3. A detailed risk register is in place which has identified key risks to delivering the associated strategic benefits/opportunities. The risks recognise the impacts, and each risk has appropriate mitigation identified. The key risks are as follows:
- Fluctuations in construction costs
  - Construction tender and programme delays
  - Market conditions and demand
  - Flood adaptation and resilience
  - Building design implications
  - Existing Air Quality Management Area
  - Noise Action Area
  - Public opposition to the scheme.
- 4.4. The risk register will remain under constant review with risks being closed when mitigated and emerging risks added and managed throughout the programme cycle.

### **5. Equality, Social Inclusion and Health Impact Assessment (ESHIA)**

- 5.1. An initial screening Equality, Social Inclusion and Health Impact Assessment (ESHIA) has been undertaken for the identified projects, within the wider development programme for Smithfield Riverside; this has informed the respective business cases referenced in this report. The impact of the proposals regarding equality, diversity, social inclusion, and health considerations is principally in economic terms and is likely to be positive across groupings in the community with regard to economic growth opportunities, particularly the intersecting Protected Characteristic groupings of Age, Disability and Sex. Positive impacts are anticipated with regard to Social Inclusion for low-income households and people living in



this part of what is a very large and sparsely populated rural county, with explicit recognition of the social mobility opportunities likely to arise.

- 5.2. There is potential for further positive impacts through the stimulation of economic development and investment which will provide jobs and improved workspace. In line with the Public Sector Equality Duty on the Council, as set out in the Equality Act 2010, the Council will need to ensure that contractors engaged in commercial development are likewise able to demonstrate compliance with PSED duties. In so doing, they will also be expected to adhere to guidance with regard to equity of access to economic opportunities.
- 5.3. The intention is to also reference other policy strands within the Council and for partners, around pedestrianisation, transport, healthy lifestyles, use of green space, air quality issues, public protection measures such as the Public Space Protection Order in place in Shrewsbury and other safeguarding policies. Taken together, these wider societal and environmental considerations will contribute towards helping to create a welcoming environment across all groupings within the community, thereby aiding the intended positive impacts. There will also be efforts made to engage with groupings and their advocates where links may usefully be made with specific target groups such as people with health problems and people with disabilities, people with caring responsibilities, and older people. These may range from blue badge holders to those who need access to toilets and changing facilities, such as people with Crohn's disease, families and carers of babies and children. Actions may be readily identified from evidence gathered to enhance the positive impact of the development programme for these groupings, leading to better outcomes overall for communities in Shropshire as well as in Shrewsbury.
- 5.4. As part of the delivery of the redevelopment it will be necessary to develop a clear communications and relationship plan to underpin the priorities and objectives of the development programme. This will involve regular communications with residents and businesses and engage key stakeholder groups and networks. The approach is consistent with the Council's strategic vision and objectives and creates a framework for future investment.

## **6. Financial Implications**

- 6.1. Following approval by Council of the exempt report titled 'Pride Hill, Civic Accommodation and Riverside Development Opportunities' on 23 September 2021, a considerable amount of work has been undertaken by officers, with the professional support of relevant industry specialists, in relation to due diligence, feasibility and outline business case preparation for alternative development options for the Pride Hill shopping centre and adjacent Raven Meadows surface car park site, the provision of a Multi-Agency Hub and associated activities in Shrewsbury town centre.

- 6.2. The September 2021 paper approved the utilisation of financial resources up to £1.157m to facilitate the required due diligence, feasibility and outline business case preparation. The table below summarises the expenditure incurred up to the end of January 2022 and committed up to the end of the financial year.

	<b>2021-22</b>		
	Incurring £m	Committed £m	Total £m
<b>Expenditure</b>	<b>0.087</b>	<b>0.434</b>	<b>0.521</b>

- 6.3. This expenditure totalling £0.521m has been incurred and committed on both the Multi-Agency Hub and Pride Hill development projects in 2021/22. This expenditure is in addition to the current estimated total future development costs detailed for these schemes.

### **Civic Offices/Multi-Agency Hub**

- 6.4. The short-listed options considered for a Multi-Agency Hub (summarised in appendix A), including potential space for occupation by public and third sector partners, in the outline business case are:

- Option 1: Remain in Shirehall.
- Option 2: Relocate to the Guildhall.
- Option 3: Relocate to Riverside.

- 6.5. The outline business case has identified option 3 as the preferred option. It most effectively meets the project objectives, specifically, the provision of accommodation for the Council and partner organisations, and with the potential to bring forward the wider Smithfield Riverside Strategic Development Framework.

- 6.6. Option 3 has a current gross development cost estimate of £37.465m, as summarised below. This indicative cost estimate includes an allowance of £1.166m for abnormal site conditions, such as ground remediation, and excludes demolition costs of £3.853m for the whole Riverside shopping centre. This current gross development cost estimate has been included in the Capital Strategy 2022-23 to 2026-27 to be financed through alternative funding options.

- 6.7. Within the estimated gross development cost of £37.465m, it is estimated that funding of £1.715m will be required to progress this scheme to the next stage (RIBA stage 3: Spatial Coordination or equivalent).

Multi-agency Hub	Council Occupation @ 3,788 m <sup>2</sup> (NIA)	Partner Lettable Space @ 3,768m <sup>2</sup> (NIA)	Total @ 7,556m <sup>2</sup> £000's (NIA)
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Design Fees	2 181	2 170	4 351
Construction	13 632	13 560	27 192
<b>Nett cost</b>	<b>15 813</b>	<b>15 730</b>	<b>31 543</b>
Legal and Letting Fees	0	225	225
Council offices fit out	2 541	0	2 541
Contingency	1 582	1 574	3 156
<b>Total</b>	<b>19 936</b>	<b>17 529</b>	<b>37 465</b>

- 6.8. The potential location identified for the construction of the Multi-Agency Hub is within the curtilage of the Riverside shopping centre. Incremental demolition of the shopping centre to facilitate solely the construction of the Multi-agency Hub, is uneconomic and logistically challenging, hence the total demolition of the shopping centre is proposed. Areas of the demolished site, beyond that required to accommodate the construction of the Multi-Agency Hub, will be remediated for future phases of development and accommodate meanwhile uses in the interim. The costs associated with this demolition is summarised below.

Riverside Demolition Programme	Total £000's
Site Demolition	3 177
Services and Diversions	570
Site Enabling works	106
<b>Total</b>	<b>3 853</b>

- 6.9. The initial cashflow model developed for the preferred option 3, assumes that the Council will fund the scheme entirely using PWLB borrowing at an interest rate of 2.5% over a period of 25 years. This will result in an annual revenue requirement (borrowing costs) of £2.033m (based on borrowing of £37.465m). However, it is anticipated that the scheme will not be funded 100% by borrowing and a variety of funding options will be considered and assessed as an integral element of the next development phase of the scheme. Consequently, the current cash flow modelling shows a worst-case scenario.
- 6.10. The cashflow model for Option 3 assumes a net internal area of 7,556m<sup>2</sup> with the Council occupying 3,788 m<sup>2</sup> and 3,768 m<sup>2</sup> available for external lettings, estimated to generate up to £0.924m per annum, when fully occupied.

- 6.11. Initial financial modelling has been undertaken to understand the ongoing revenue implications of this preferred development option. The project has been modelled over a 25-year period to align with the PWLB financing of the scheme. Ongoing revenue implications are primarily repayments of the PWLB loan, operation and maintenance costs, soft facilities management services costs, business rates and tenant rental income.
- 6.12. The financial modelling demonstrates a net average cost of £2.344m for the Council of operating the Multi-agency Hub, however, this represents a worst-case scenario which could be improved through the investigation of alternative funding options, and this will form an integral element of the next development phase of the project.

### **Pride Hill Enabling Works**

- 6.13. In December 2019 Council approved a capital scheme to repurpose the Pride Hill Shopping Centre (Council 19th December 2019 'Shrewsbury Shopping Centres - Pride Hill Repurposing') with a budget of £21.898m funded through the Council's cash balances. This decision was taken whilst the Pride Hill Shopping Centre, together with both The Darwin and The Riverside shopping centres, were held offshore through investment in three Jersey Property Unit Trusts (JPUTs). Subsequently, in January 2021, all three shopping centres were brought on shore and in September 2021 Council agreed to pause the previous proposal to repurpose the existing building.
- 6.14. Prior to the decision to pause the original Pride Hill repurposing scheme, expenditure had already been incurred and committed, primarily in relation to securing vacant possession of the shopping centre and the strategic acquisition of the adjacent Raven Meadows surface car park 'gap' site. These costs constitute enabling works necessary to facilitate any development of the site, regardless of the final approved capital scheme. Whilst the shopping centre was held offshore, expenditure was to be financed by a combination of Marches Local Enterprise Partnership (LEP) "Getting Building" funding and the Council's cash balances. As the shopping centre is now held onshore the enabling works, incurred and committed, need to be financed from a combination of Marches LEP funding and Council match funding.
- 6.15. The table below summarises the current position with regard to this expenditure and identifies the funding sources.

	<b>2021-22</b>		<b>2022-23</b>	<b>Total £m</b>
	<b>Incurred £m</b>	<b>Committed £m</b>	<b>Projected £m</b>	
<b>Expenditure</b>	<b>1.607</b>	<b>0.705</b>	<b>0.695</b>	<b>3.007</b>
<b>Financing:</b> Getting Building Fund (LEP)	0.895	0.600	-	<b>1.494</b>

Internal Borrowing	0.712	0.106	0.695	<b>1.513</b>
<b>Total</b>	<b>1.607</b>	<b>0.705</b>	<b>0.695</b>	<b>3.007</b>

6.16. The scheme attracted Marches LEP funding of £5.020m in total with the Council providing match funding of £16.060m. Against the £1.494m of LEP funding spent in 21/22, Shropshire Council have incurred match funding of £1.513m, financed from internal borrowing.

## Pride Hill Development

6.17. The options considered for Pride Hill in the outline business case (summarised in appendix B) are:

- Option 1: Do nothing/Business as Usual
- Option 2: Reconfigure and repurpose the existing Pride Hill shopping centre structure for leisure led use
- Option 3: Combined redevelopment of both Pride Hill and the Raven Meadows surface car park site for leisure-led mixed use.

6.18. The outline business case has identified option 3 as the preferred option. Despite the embodied carbon<sup>1</sup> benefits of retaining the existing structure, development activities to date have demonstrated that the life-cycle implications are significant and therefore recommends demolition and redevelopment of the site, incorporating the adjacent Raven Meadows surface car park site. The environmental performance and opportunities for both identified projects, will continue to be appraised by the proposed development activities (as appendix C) and inform the design options accordingly.

6.19. Similarly, the development activities to date have indicated the existing form and layout of the building is uneconomic for conversion to alternative uses, including commercial offices, for this location, as recommended by development advisors. Any conversion of the former Pride Hill shopping centre would result in sub-optimal accommodation and this would be reflected in low rental and investment values.

6.20. Option 3 has a current gross development cost estimate £35.389m, as summarised below. This cost estimate includes an allowance of £1.686m for abnormal site conditions, such as ground remediation. This current gross development cost estimate has been included in the Capital Strategy 2022-23 to 2026-27 to be financed through alternative funding options.

6.21. Within the estimated gross development cost of £35.389m, it is estimated that funding of £1.580m will be required to progress this scheme to the next stage (RIBA stage 3: Spatial Coordination or equivalent).

<sup>1</sup> carbon arising from manufacturing, transportation, installation, maintenance, and disposal of buildings

Pride Hill and Raven Meadows Surface Car Park	£000's
Design Fees	4 143
Demolition	2 822
Construction	23 072
<b>Nett cost</b>	<b>30 037</b>
Legal and Letting Fees	309
Tenant Incentives	2 039
Contingency	3 004
<b>Total</b>	<b>35 389</b>

- 6.22. The initial cashflow model developed for the preferred option 3, assumes that the Council will fund the scheme entirely using PWLB borrowing at an interest rate of 2.5% over a period of 25 years, resulting in an annual revenue requirement in terms of borrowing costs of £1.921m (based on total borrowing of £35.389m). However, it is unlikely that the scheme will be funded 100% by borrowing and a variety of funding options and application of capital receipts will be considered and assessed as an integral element of the next development phase of the scheme.
- 6.23. Initial financial modelling has been undertaken to understand the ongoing revenue implications of this preferred development option. The project has been modelled over a 25-year period to align with the PWLB financing of the scheme. Ongoing revenue implications are primarily repayments of the PWLB loan and tenant rental income.
- 6.24. The financial modelling demonstrates a net average cost of £0.348m for the Council of operating the Pride Hill Development, however, this represents a worst-case scenario which could be improved through the investigation of alternative funding options and this will form an integral element of the next development phase of the project.

### Development Activities

- 6.25. The extensive development activities undertaken to date have identified a quantum and gross cost of development, that provides a basis for estimating the further resources required to progress the identified projects to detailed design sufficient to apply for planning permission (RIBA stage 3 or equivalent). This includes the associated demolition, ground remediation and other costs for abnormal site conditions, such as flooding adaptation. The proposed development activities will be undertaken in stages, that allow for ongoing review of the progress against the projects' objectives and ensure the timely mitigation of any

emerging risks. A schedule of future development activities and timescales is provided in appendices C and D and can be summarised as follows:

Work stage or equivalent	RIBA 0/1* £000's	RIBA 2** £000's	RIBA 3 Spatial Coordination £000's	Sub-totals	* discounted to reflect substantially complete ** discounted to reflect partially complete
Multi-agency Hub, Pride Hill and Raven Meadows surface car park					Based on Industry benchmark % to RIBA 3/equivalent
Design Team Fees	196	915	1,242	2,353	Architects, mechanical/ electrical services, structural /civil engineering, landscape/ urban design, cost consultancy, carbon assessment
Demolition Fees and related surveys	50	73	75	198	Tender preparation and surveys for demolition of former Riverside shopping and Pride Hill shopping centres with meanwhile use for Phase 2 area beyond Phase 1 Multi-agency Hub
Development management	45	211	287	543	Project/programme management of the development process from concept design to detailed planning permission with finalised development appraisals, cost estimates/budgets, programme and phasing, procurement and delivery strategy, risk management
Retained client-side advisers	95	91	15	201	Continuation of masterplan development; soft market testing with developers/funders/ investors; procurement of development management and design services/teams and design teams for respective projects. Flood adaptation (incl. Env. Agency paid advice)
<b>Total</b>	<b>386</b>	<b>1,290</b>	<b>1,619</b>	<b>3,295</b>	

### Local Enterprise Partnership Obligations

- 6.26. As part of ongoing monitoring discussions for "Getting Building" Funding (GBF), the review process of the scheme has been discussed and appropriate discussions will be held with the LEP to review milestones, outputs and any potential risks including financial implications. A Grant Funding Agreement variation may be required to reflect any changes once a final scheme has been determined.

## **7. Climate Change Appraisal**

- 7.1. The exempt Council report of 23 September 2021 summarised the outcomes of a lifecycle carbon and sustainability appraisal of the former Pride Hill shopping centre. The appraisal also provided context for new development and the opportunity to bring forward Low to Zero carbon building on Riverside, and specifically for the delivery of the Multi-Agency Hub.

### **Energy and fuel consumption**

- 7.2. To achieve Net Zero Carbon and to facilitate a shift to renewable sources of energy, the Multi-agency Hub operational energy use (EUI) is proposed to achieve a target of 55 kWh/m<sup>2</sup>/yr, based on its gross internal area (GIA). The existing Shirehall has an EUI of 234 kWh/m<sup>2</sup>/yr (GIA) and efficiency assessments undertaken in 2017 found that only 54% of the Shirehall's GIA was utilised for office space. Since those assessments, the vacating and subsequent void management of the upper floors in the Shirehall, on fire safety grounds, has reduced this efficiency further.
- 7.3. How efficiently space within a building is used has a direct impact on its overall performance, both in the cost of its design and construction and throughout its operational life. The ratio of net (useable) internal area to gross internal area (all space within the building, including communal and service areas) provides a measurement of this efficiency. A Net to Gross Internal Area efficiency of 80-85% (NIA to GIA) is proposed for the Multi-agency Hub; this is estimated to be 35% more efficient than the Shirehall. The proposed form of the Multi-agency Hub will also reduce the area of exposed perimeter wall relative to floor area (PA ratio), further helping to reduce energy lost through the external fabric.
- 7.4. The design of the proposed leisure-led development on the former Pride Hill Shopping Centre site is proposed to adopt a similar approach to reducing the PA ratio. Locating spaces that do not require natural light to the rear of the site, where the ground levels rise substantially towards Pride Hill.

### **Renewable Energy Generation**

- 7.5. The scale and nature of development proposed for Smithfield Riverside provides significant opportunities to incorporate infrastructure that promotes sources of renewable energy throughout the life of the programme. The Multi-agency Hub and the Pride Hill development will consider solar, wind, geothermal and hydro power and cooling in the design process. Strategically well placed to connect into local hydro or heat networks, as well as the potential to use freshwater cooling to reduce energy consumption for leisure/cinema uses for example, the design of the proposed developments will demonstrate this commitment through more detailed assessment and analysis; a funding allocation has been included in the next phase of development activities.



## **Carbon Mitigation**

- 7.6. The proposed Multi-agency Hub and Pride Hill developments will be well served by public transport, being in close proximity to the town's bus and railway stations. The Council's occupancy in the Multi-agency Hub will provide an opportunity to promote active travel and reductions in private vehicle use, through staff travel planning.
- 7.7. A travel/mobility hub is proposed on the Pride Hill and Raven Meadows surface car park site, adjacent to and accessible from both the Pride Hill and Darwin centres. The development and market appraisals demonstrate a need, in the short term, to continue to provide parking to support many of the leisure, commercial and business uses in the town centre. Failure to do so could have an adverse 'shock' effect on footfall necessary, to sustain retail, leisure and other activities.
- 7.8. The existing Raven Meadows multi-storey car park is nearing the end of its economic operational life and it is, therefore, proposed to provide lower capacity in the travel hub as part of reduction measures in the town centre, whilst providing for walking, cycling and other forms of active travel, including electric charging facilities. As travel behaviours change to respond to future trends, the travel hub may provide primarily for those with mobility needs visiting the town centre, with off street parking facilities retained at edge of town locations, such as Frankwell, Abbey Foregate and Castle Foregate.
- 7.9. The emerging Movement and Public Realm Strategy for Shrewsbury and its hinterland will incorporate proposals for the development of next generation park and ride facilities and improvements to bus services. The Council is awaiting the results of the Bus Service Improvement Partnership submission to Government which if successful will accelerate this investment.
- 7.10. Operational carbon mitigation will primarily occur in accordance with the following hierarchy:
- Elimination of inefficient, inflexible, and unusable office and former retail space.
  - Reduction of the both the energy consumed and the energy lost through inefficient plant and poor external fabric performance.
  - Reduction of vehicular carbon generation through increased public transport opportunities and the integration of EV infrastructure.
  - Substitution of gas as the main heating source, with a shift to fully renewable energy sources.
  - Compensation via carbon credits and urban landscaping opportunities.
  - Embodied Carbon will be reduced through the reuse of materials (target 50%) and by designing materials for future reuse (target 80%). Embodied Carbon studies will be undertaken at key design stages.

## **Climate Change Adaptation, Resilience and Flood Risk Management: Adaptive Planning and Design**

- 7.11. The River Severn Partnership is one of four national pilots identified by Defra to develop, deliver and test an 'adaptive planning' approach. This new thinking by Defra is aimed at ensuring a more resilient and adaptive approach to the challenges faced as a result of climate change.
- 7.12. Adaptive planning offers the ability to respond to new information as it becomes available, such as relating to rising water levels and more frequent flood events. The approach identifies and evaluates different climate scenarios and subsequently identifies potential adaptation actions that can be implemented over time, to directly respond to climate changes; such actions may include increasing or reducing floor levels, utilising public open space for water storage or investment in flood management projects. Adaptive planning provides the flexibility to 'adapt' actions based on what the climate is actually doing and therefore enables the most effective and resilient response.
- 7.13. An adaptive planning approach allows for a long-term plan to be developed, providing a range of options for which the Council can respond accordingly, implementing the most appropriate and effective actions at the right time and in the right way. It also avoids unnecessary over investment or unsuitable design parameters, thereby enabling better decision making and use of money at all stages of a project's delivery. The approach creates a clear plan to manage flood risk, providing confidence for investors.
- 7.14. As joint Chairs of the River Severn Partnership, the Council and the Environment Agency are committed to exploring the opportunities that the scale of development on the Riverside may provide to showcase for this new approach to climate resilience and flood risk management. The Partnership will sponsor the identification of a suite of measures to increase resilience against future flood events, but not necessarily implemented from the outset. Instead, the changing environmental conditions and other actions to address flood risk in the catchment will be monitored. Measures on the Riverside site will be implemented at an appropriate time depending on need; not all measures may be needed but that there will be a plan in place should flood risk change over time. These measures will enable the site to provide opportunities for economic growth that would be otherwise unviable.

## **8. Background**

- 8.1. Recent development activities have provided the due diligence, feasibility and informed the respective business cases for the identified Multi-Agency Hub and the Pride Hill projects. The business cases have been undertaken aligned to the HM Treasury 'five case' model, which ensures an appraisal of the projects in relation to the following core criteria:

- Strategic Case – demonstrate why the project is required, its objectives and outcomes and how they will be achieved.
- Economic Case – through option appraisals demonstrate value for money solution(s) that meet the project's strategic objectives, clearly identifying the preferred option.
- Financial Case – identify how much the project will cost, how will it be funded and demonstrate the affordability of the project, aligned to the Council's Financial Strategy.
- Commercial Case – demonstrate how the project will be procured with reference to the legal powers available to the Council to deliver the project.
- Project Management Case – set out the arrangements for managing the project, including risks and benefits realisation and post project evaluation methods.

8.2. The following sections summarise the key activities and outcomes that have been undertaken to inform the above business planning process.

### **Masterplanning and Concept Design**

8.3. In the context of the Smithfield Riverside Strategic Development Framework (SDF), it has been necessary to undertake conceptual masterplanning and design of the wider Riverside development area, with an indicative mix and quantum of development, beyond that solely required to deliver the development projects. Specifically, for the Multi-agency Hub development, the conceptual masterplanning process is required to identify potential sites that, if brought forward at the location(s) proposed, will not compromise future phases of development. This will ensure that the proposed developments are strategically aligned, complement the town's physical context and maximise opportunities from future phases of development. The conceptual masterplanning and design are summarised in appendices E and F.

### **Market and Development Appraisal**

- 8.4. The masterplan has been tested and reviewed in the context of its viability for occupier demand and suitability as well as from a financial perspective including meeting the highest standards for building owners and occupiers ESG (Environmental, Social and Governance) requirements.
- 8.5. A cost plan has been commissioned and issued relative to the whole masterplan; however, this report specifically refers to the first phase comprising the redevelopment of Pride Hill and the construction of the new Multi-agency Hub being Phase 1a.
- 8.6. A hotel appraisal has been commissioned to test the viability and demand for additional hotel rooms in the town centre of Shrewsbury. Financial models have been calculated for different variants comprising 110 to 180 rooms in order to understand the best model that should be delivered in Phase 1b.

- 8.7. All new office space will be designed in line with the Government Workspace Design Guide and the British Council for Offices best practices to provide a modern, efficient and flexible office building that can be utilised by both public and private sector occupiers.
- 8.8. It is envisaged that Shropshire Council will utilise floors on Levels 2 and 3 for office use and the Lower Ground level fronting Ravens Meadows for Democratic Services. The total floor area utilised by Shropshire Council for its own use totals 3,788m<sup>2</sup> leaving the 3 upper floors of 3,768m<sup>2</sup> to be let to other public or private sector occupiers. Market rentals have been estimated at £22.50psf on levels 2-5, £24.00psf on Level 6 and £25.00psf on the Lower Ground. The space currently allocated for partners is provisional and will be subject to market testing as part of the future development activities (appendix C).
- 8.9. Financial appraisals have been calculated using different valuation models, all assuming the same costs but using different outputs, that take into consideration the Council's commitment to leasing part or all of the buildings for different periods. At this stage it has been assumed the Council will occupy the lower part of the Multi-agency Hub building and operate the car parking in the travel hub. The leisure, food and beverage space and surplus office floors will be rented to third parties which will generate annual income for the Council. The Council retains the option to sell the buildings using the strength of its covenant and through a variety of different lease structures to generate significant capital receipts.
- 8.10. International property advisors have confirmed that proposals for Phase 1a and 1b meet with current and anticipated occupier demand, having conducted soft market testing, as well as investigative market research, appraisals and specialist reports.

### **Public Sector Partners**

- 8.11. The Council is engaged with various public sector organisations to assess interest in accommodation within the proposed Multi-agency Hub. Subject to the further detail design and assessment, a number of organisations have expressed further interest in co-locating with the Council to the hub. As details become available, during the future development activities, these will be shared, and co-designed, with each organisation, and, as appropriate, taken through the relevant governance arrangements.

### **Economic Impact**

- 8.12. An economic impact assessment (EIA) undertaken in January 2019 has been updated to reflect the scope and scenarios of development identified through the masterplanning process. Following the Council's acquisition of the Riverside shopping centre, the initial assessment demonstrated the opportunity to develop a masterplan, that could act as a catalyst for the site's comprehensive regeneration. Furthermore, this plan could assist

with securing of new investment to facilitate significant programmes of development.

- 8.13. With a core objective to create and support the long-term viability and vitality of the town centre, whilst reinforcing Shrewsbury's role as a sub-regional centre and economic driver for Shropshire, the assessment considered a range and mix of uses for the site. To ensure a more diverse and resilient mix, these included leisure, residential, office, open space, and some ancillary convenience retail. Within this mix, the assessment also considered the potential to create a new Multi-agency Hub that includes office and administrative space for Shropshire Council and a range of public and third sector partners, and should the situation arise, accommodate private sector tenants.
- 8.14. The updated EIA (December 2021) has quantified the economic benefits resulting from the Multi-agency Hub and Pride Hill capital projects, within the wider Smithfield Riverside SDF. Specifically, the masterplanning process has informed the assessment of economic impacts, including defining the scale, mix and phasing of commercial and residential development that can be supported by the development area. Whilst the EIA specifically considers the economic impacts of Multi-agency Hub and Pride Hill projects, it also places these in the context of later phases of development in the Smithfield Riverside SDF as well as the potential benefits associated to the redevelopment of the Shirehall site. The outcomes of the EIA can be summarised below and appendix H.

Smithfield Riverside - Summary of Impact Assessment Results						
	Phase 1a Multi-agency Hub, Pride Hill Leisure and Travel Hub	Phase 1b Hotel	Phase 2 Office and Residential	Phase 3 Hotel and residential	Shirehall	Total
Gross FTE Jobs	1,050	57	509	132	146	<b>1,895</b>
Net FTE Jobs	264	29	267	40	61	<b>661</b>
Net GVA by 2046	£146.5m	£11.5m	£158m	£26m	£43m	<b>£386m</b>
Net GVA (NPV) by 2046	£111.3m	£9.7m	£107m	£19m	£32m	<b>£279m</b>

- 8.15. In summary, the updated EIA for the Smithfield Riverside reaffirms that the Council's strategic acquisition of the Riverside shopping centre continues to provide a major mixed-use regeneration opportunity, to support a more diverse, more resilient and future-proofed town centre. Modelling of gross and net additional employment and gross value added (GVA) impacts has demonstrated that delivery of the Multi-agency Hub and the Pride Hill leisure-led development, as part of the wider Smithfield Riverside, will bring significant positive impacts on both Shrewsbury Town

Centre performance and the wider Shropshire labour market and economy. The EIA will be reviewed as development progresses.

### **Sequence, Phasing and Timescales**

- 8.16. The conceptual masterplan currently envisages three phases of development with sub-phases. Phase 1a comprises the demolition of Riverside and Pride Hill shopping centres, construction of a Multi-Agency Hub on Riverside with a travel hub and leisure development on the combined Pride Hill and gap sites. A summary of the illustrative phases of development, for the purpose of the conceptual masterplanning, is illustrated in appendix G, and can be summarised as follows:
- Phase 1a – Demolition of Riverside and Pride Hill shopping centres; Multi-agency Hub (7,556m<sup>2</sup>); Travel Hub (414 parking spaces); Leisure use including cinema (3,133m<sup>2</sup>) and Pride Hill retail unit (381m<sup>2</sup>).
  - Phase 1b – Hotel (110-180 keys – to be determined following market testing).
  - Phase 2 – Residential (78 units); Commercial Offices (6,216m<sup>2</sup>).
  - Phase 3a – Demolition of Raven Meadows multi-storey car park; Hotel (185 key) or Residential (192 units).
  - Phase 3b – Completion of Riverside public realm.
- 8.17. It will not be economical or feasible to incrementally demolish the existing Riverside shopping centre. Following demolition, the area designated for Phase 2 will accommodate a meanwhile use until development proceeds. While Phase 1 is well defined, the subsequent phases are flexible at this stage in terms of use and will depend upon market demand.
- 8.18. There are several key aspects that require further consideration in terms of the overall phasing and sequencing. These include:
- Smithfield Road – the masterplan layout accommodates the retention of Smithfield Road to provide flexibility over future decisions associated with reducing vehicular traffic or re-routing traffic via Raven Meadows.
  - Demolition and construction logistics – the implementation of the phase 1 developments, as well as future phases of the conceptual masterplan, must ensure minimal disruption to businesses, residents and other visitors to the town centre.
  - The timing of replacement of the existing Frankwell footbridge, which is currently assumed to occur during later phases of the overall development.
  - Accommodate public transport, including bus facilities, and traffic management and the demise of the Raven Meadows multi-storey car park within later phases of development.
- 8.19. Phase 1a completion is anticipated by Q1 2026 with the overall redevelopment expected to take place over a 10 year period.

Phase 1a - Multi-agency Hub and Pride Hill Redevelopment			
Summary of Consolidated Timescales	Design	Demolition	Build
Approval to proceed to RIBA 3 Planning and Tender for Demolition	Feb 22	Feb 22	
Appoint Design Teams and Development Manager*	Jun 22		
Demolition Tenders Received – order placed for preparatory works		Jul 22	
RIBA 3 Design complete and Planning submission	Feb 23		
Commence Demolition**		Mar 23	
Planning approvals	Aug 23		
Demolition complete		Mar 24	
Contractor's appointed			Mar 24
Construction complete			Sep 25
Fit Out and Occupation			Mar 26
* Subject to final decision on delivery strategy      ** Assumes Demolition prior to grant of Planning permission for new builds			

8.20. The timescales for delivery will be constantly reviewed as future development activities progress. Specifically, sequence and programming will be assessed to ensure that access to the town centre for businesses, residents and visitors is not adversely affected during the demolition and construction works. This requirement will be addressed as part of the delivery strategy and will also consider opportunities to incorporate contractor design to expedite, test the delivery of, and accurately cost emerging proposals.

### Cost Appraisal

8.21. 'Elemental' cost plans have been undertaken, that provide a high-level, yet detailed breakdown of the major construction elements within the identified building projects. This cost planning is as an iterative process, that both informs and responds to the conceptual masterplanning and

design. The cost planning process has also been informed by the market/development appraisal, building standards (such as carbon performance), planning and transportation context, legal, procurement and delivery implications and phasing, sequencing and construction programmes.

- 8.22. Cost estimates have subsequently been produced, based on a combination of approximate measured quantities, relating to the Phase 1a projects and future phases, and with reference to recognised industry construction benchmarks. Cost estimates include provision for potential abnormal site conditions, including flood adaptation and mitigation measures, as well demolition and site remediation.
- 8.23. Allowances have also been made for professional fees, legal and letting fees, tenant incentives and fit-out costs and obtaining advice from appointed property agents.

### **Delivery and Procurement Objectives**

- 8.24. In addition to the regeneration and place-shaping objectives of the Big Town Plan and the draft Shropshire Strategic Plan, the Council's delivery and procurement objectives for bringing forward the identified Multi-agency Hub and Pride Hill projects, as part of the wider Smithfield Riverside development programme, can be summarised as:
- To facilitate and accelerate the delivery of the Smithfield Riverside Strategic Development Framework principles and objectives, with a high-level masterplan that brings forward a vibrant mixed-use development at a prime development site in Shrewsbury.
  - To ensure the Council retains control and influence over future development of its Riverside assets
  - To maximise competition to ensure the procurement of the most advantageous partner(s) to deliver the Council's regeneration objectives
  - To ensure an efficient, compliant and timely procurement programme
  - To facilitate engagement and negotiation with the market during the procurement
  - To allow for the Council to assess the apportionment of risks and rewards and potentially incorporate funding arrangements within the delivery structure
  - To ensure the Council's compliance with its legal obligations relating to the disposal and development of its land and property, and associated procurement regulations.
- 8.25. Developments can be broadly considered as being undertaken solely by the public sector or the private sector, or through various forms of partnership or other agreement between the two. In this context, the business cases have considered options for delivering the projects, for which the Council's role can be broadly seen as one of the following:



- Facilitator: site sales following land assembly and infrastructure works (i.e., highway improvements, demolition and land remediation)
- Direct developer and funder: appointing a constructor to build the development(s).
- Appointment of a Development Manager: to lead delivery whilst Council acts as funder and/or infrastructure delivery
- Procurer of a development partner: via a development agreement or joint venture, possibly over phases, Council assembles land and developer funds construction and potentially sells commercial investments.

8.26. An initial appraisal has identified the following delivery models may be broadly relevant to the identified phase one projects, and the later phases of Smithfield Riverside.

- Development Management: the Council funds the development(s) and takes the majority of the development risk with the Development Manager appointed on a fee basis to manage and reduce that risk. The Council has the option to retain or sell the resulting asset as an investment.
- Development Agreement: the Council enters into a legal agreement with a Developer that imposes obligations upon the Developer to deliver the defined development. The Developer takes delivery and letting risk in return for a developer's profit margin and potentially provides or arranges funding if required.
- Joint Venture Agreement: the Council enters into a joint venture arrangement, usually on a 50/50 equity basis, with shared risk and reward principles.
- Site Disposals: The Council markets and sells all or part of the land area either with or without planning being in place. Site receipts should be higher by creating serviced sites with place making, de-risking planning and establishing market comparable rental levels and sales values.

8.27. Initial advice suggests that the scale and nature of development on Smithfield Riverside, whether delivered collectively or in phases, can be delivered via various delivery models, in particular via development management or a form of joint venture. The merits of these models will be assessed within future development activities, as scoped within this report.

### **Procurement Considerations**

8.28. The scope and scale of development summarised within this report is unlikely to be delivered following a land sale, and therefore is likely to require a procurement process to be followed. Subject to the chosen delivery model(s), options to procure via frameworks will be considered as well as the procedures under current procurement regulations, such as forms of open and negotiated procedures.

## **Funding Considerations**

8.29. For the purposes of this report, it has been assumed that the Phase 1a development is funded using Public Works Loan Board (PWLB), over a 25 year term. However, it is anticipated that the nature and scale of development will be of interest to developers, investors, public sector partners, as well as central government grant regimes and other of investment funding. The future development activities will explore these options as the detailed proposals come forward, and can be summarised, but not exclusively, as follows:

- Capital receipts arising from the sale of surplus existing Council assets, such as the Shirehall, as well as assets generated by later phases of development, in particular those sites with a residential component.
- Grant funding regimes, such as Levelling Up Fund, and other sources that can support early stage and costly infrastructure elements of the wider development programme, including abnormal site conditions, flooding adaptation, public realm interventions.
- Capital contributions from public sector partners that may co-locate to the new Multi-agency Hub
- Sale and lease back models that potentially generate substantial capital receipts early in the development programme, yet may require, long-term revenue commitments.
- Alternative borrowing options comparable to PWLB.
- Private sector developers and investors (depending upon delivery strategy selected).

## **Planning and Transportation Implications**

8.30. An advisory note has been obtained to identify any significant planning or transport issues, and the opportunities to be considered. This initial assessment supports, in principle, the identified phase one projects and the wider Smithfield Riverside development programme, whilst highlighting the need for the wider masterplan to remain flexible for future phases. It also confirms the need to ensure transport implications, both during construction and post-completion, are managed effectively to ensure the town remains accessible for businesses, residents and visitors.

8.31. The planning observations also include the opportunity to create high quality low carbon buildings and place-shaping public realm that clearly aligns to the aspirations of the Shrewsbury Big Town Plan and the Smithfield Riverside SDF. The advice note identifies activities to be considered within the future development activities to ensure it achieves its place-shaping and economic objectives, as well as accommodate the Council's operational and asset management requirements.

## **9. Additional Information - Shirehall Disposal**

- 9.1. On the 25 February 2021, full Council authorised work to bring forward a preferred disposal option for approval. The report set out the background and overview of options available to local authorities. Further work has now been undertaken both in terms of valuation and the completion of the soft market testing process. It has concluded that a number of parties have expressed a strong interest in the site and for a number of potential uses. In order to fully assess best value and to ensure the Council meets with its obligations to dispose of land on the basis of the best consideration reasonably obtainable, it is recommended to progress on the basis of approaching the market. Subject to the agreement of the recommendations in sections 3.5-3.6, the final details of this process will be finalised, and the process commenced.
- 9.2. Further to the 25 February 2021, Council report titled 'Future Civic Accommodation', the final area to be declared surplus to requirements does not currently contain the Unison club, sports field or bowling green as these are deemed to be important community assets and open space. It remains the position that place making, and shaping should be integral to the assessment of any future bids including planning objectives and local conditions and community benefits including the consideration of the Lord Hill Column.
- 9.3. The costs associated with the decant, decommissioning and service transition resulting from Council vacating the Shirehall are not currently included within the business case or within this report. These costs will be subject to a separate appraisal linked to the Council's wider Refocus Programme and New Ways of Working initiatives. This appraisal will include operational considerations, such as archiving, the requirements of the Council's data centre and any specific customer facing services/activities relocating to the proposed Multi-Agency Hub.

## **10. Conclusions**

- 10.1. The development activities undertaken, as recommended within the exempt Council report 23 September 2021, have identified a quantum of development that meets the Council's immediate need for an administrative base within the town centre, incorporated within a Multi-Agency Hub accommodating public sector partners, and for the comprehensive leisure-led mixed-use redevelopment of the Pride Hill site. Supported by market and development appraisals, the scale and nature of these defined phase one projects provide significant opportunities to bring forward the place-shaping aspirations of the Shrewsbury Big Town Plan and the regeneration principles and objectives of Smithfield Riverside SDF.
- 10.2. The economic impact of the projects, as well as those generated by the later phases of the Riverside programme, demonstrate further direct and indirect benefits in relation to sustained job creation, supply chain

construction activity, additional spend and the potential to generate a mix of housing opportunities, sensitive to the town centre context.

- 10.3. The development activities have also confirmed the opportunity for the Council to align the identified projects with its climate change commitments, leading by example with a low to zero carbon approach for the delivery and operation of its Multi-Agency Hub.
- 10.4. Detailed cost estimates based on the conceptual designs, have identified estimated gross development costs for the phase one projects, benchmarked against industry standards and comparable projects being undertaken elsewhere. These include costs relating to ensuring the environmental/carbon performance of the buildings, both in construction and throughout their operational lifecycle, as well as provision for demolition and abnormal site conditions such as flooding and ground conditions.
- 10.5. Sources and mix of potential funding have also been identified to bring forward the phase one projects and the likely stakeholders. Similarly, procurement and delivery options have identified options for the council to bring forward the phase one projects as well as prepare for later phases of the Smithfield Riverside Development Framework.
- 10.6. In summary, the recent development activities have further informed the business cases for progressing the identified projects, namely, the construction of the Multi-Agency Hub and Pride Hill and Raven Meadows surface car park site, as set out in the recommendations within this report. Furthermore, it identifies the scale of demolition and other dependencies required to facilitate both projects, and the associated funding required to progress the respective projects to future stages of development.

## **List of Background Papers**

Council exempt report - Pride Hill, Civic Accommodation and Riverside Development Opportunities – 23 September 2021

Council exempt report – Shrewsbury Shopping centres – Pride Hill repurposing – 19 December 2019

Council report - Future Civic Accommodation – 25 February 2021

Cabinet report – Shrewsbury Redevelopment Programme Phase One – 16 February 2022

Cabinet report – Shrewsbury Big Town Plan Masterplan and Vision 2020 – 18 January 2021

Cabinet reports – Smithfield Riverside Strategic Development Framework, Shrewsbury – 8 March 2021 and 16 February 2022

Council exempt report – Strategic Acquisition – Shrewsbury Central – 25 February 2021

## **Cabinet Members**

Cllr Edward Potter (Portfolio Holder – Economic Growth, Regeneration and Planning)

Cllr Dean Carroll (Portfolio Holder - Adult Social Care, Public Health and Assets including Population Health and Integration)

## **Local Member**

Cllr Nat Green (Ward – Quarry and Coton Hill)

## **Appendices**

Appendix A: Outline Business Case Options Summary – Shrewsbury Redevelopment Programme Phase 1 Multi-agency Hub Project

Appendix B: Outline Business Case Options Summary – Shrewsbury Redevelopment Programme Phase 1 Redevelopment of Pride Hill and Raven Meadows Surface Car Park Project

Appendix C: Schedule of Masterplanning, Conceptual Design and Development Management Activities Cost Summary

Appendix D: Shrewsbury Redevelopment Programme – Future Development Activities and Timescales

Appendix E: Conceptual Masterplan

Appendix F: Conceptual Project Design

Appendix G: Sequence and Indicative Phasing

Appendix H: Economic Impact Assessment

Appendix I: Shirehall Site Boundary

Appendix J: Riverside Shopping Centre – existing site photographs

Appendix K: Equalities, Social Inclusion and Health Impact Assessment (ESHIA)

## Appendix A: Outline Business Case Options Summary – Shrewsbury Redevelopment Programme Phase 1 Multi-agency Hub Project

The list of options appraised over a 25 year period considered within the Multi-Agency Hub business case are:

- Option 1 Shirehall (remain at Shirehall occupying reduced area to create space for public sector partners and commercial retail).
- Option 2 Guildhall plus new build (occupy Guildhall and construct additional connected new build space to accommodate public sector partners).
- Option 3 Smithfield Riverside (new build civic accommodation with additional capacity to accommodate public sector partners).

Criteria	Option 1: Shirehall	Option 2: Guildhall (plus new build)	Option 3: Smithfield Riverside
Regenerative impact	Limited regenerative impact based on the only additionality being inclusion of community retail element.	Impact limited to the extended capacity resulting from extra new build to accommodate partners	Provides a catalyst for redevelopment of Riverside as envisaged within the Strategic Development Framework
Financial	No opportunity to realise capital receipt for Shirehall disposal and relatively high on-going running costs.	Enables Shirehall capital receipt. Likely to be more efficient than Shirehall to run but less efficient than Riverside and less attractive to third party tenants.	Enables Shirehall capital receipt. Reduced running cost from more efficient building and attractive space and location for third party tenants.
'Fit for purpose' accommodation	The implementation of a major refurbishment will modernise the workspace, but inherent issues will remain with building fabric and building inefficiency	Building originally designed for residential use with additional cores and floorplates that do not lend themselves to office workspace. Poor nett to gross Space compromised and not easy to convert.	Opportunity to create modern and efficient accommodation in line with current best practice and guidelines.
Sustainability/ Carbon reduction impact	Avoids embedded carbon impact of demolition but operational carbon impact of inefficient building and poorly insulated building fabric.	Potential embedded carbon impact of Shirehall demolition coupled with inefficient Guildhall building and lack of low carbon features within original design	Potential embedded carbon impact of Shirehall demolition but opportunity to build low carbon exemplar in line with Government Net Zero design Guidelines

Accessibility	No change for staff and Members but not easily accessible by visitors arriving by public transport including train. Sufficient parking available.	Sufficient parking and within relatively easy reach of station.	Accessible by bus and train with Frankwell still an option for car users and new travel hub equipped for electric vehicles and cyclists
Integration with Partners	Creates two floors for potential letting. Some partners previously expressed interest in co-locating at Shirehall.	Extra new build could provide space for partners but existing building unlikely to lend itself to shared accommodation given overall size and configuration constraints.	Opportunity to 'right size' to balance likely partner interest and risk. Town centre location likely to prove attractive.
Delivery Risk	Involves a significant building contract but is on a self-contained site without challenges of a town centre location. Operational disruption likely to be significant during works.	Less congested than other side of the river with more space to work but still risk of disruption with deliveries etc.	Risk of disruption high requiring careful planning and management during construction works. Building within flood plain.

## **Appendix B: Outline Business Case Options Summary – Shrewsbury Redevelopment Programme Phase 1 Redevelopment of Pride Hill and Raven Meadows Surface Car Park Project**

The list of options appraised over a 25 year period considered within the Pride Hill and Raven Meadows Surface Car Park business case are:

- Option 1 Business as Usual – retain and incremental management/letting of former retail space.
- Option 2 Re-configure and re-purpose existing centre for leisure-led use (in line with December 2019 report).
- Option 3 Comprehensive leisure-led redevelopment of Pride Hill and Raven Meadows Surface Car Park sites combined with a new travel hub.

Criteria	Option 1: Business as Usual – retain and incremental management/letting of former retail space.	Option 2: Re-configure and re-purpose existing centre for leisure-led use (in line with Dec 19 report)	Option 3: Comprehensive leisure-led redevelopment of Pride Hill and Raven Meadows Surface Car Park sites combined with a new travel hub.
Regenerative impact	<p>May result in a negative regenerative impact if the existing centre captures trade and lettings that would otherwise be accommodated on the main shopping streets.</p> <p>The critical mass required to provide a vibrant destination is unlikely to occur in the short term.</p> <p>Would almost stand in isolation to the wider Riverside regeneration.</p>	<p>Potential for improvement if uses that support the night-time economy can be included.</p> <p>Impact of introducing leisure uses on all three main levels subject to demand for quantum of space.</p> <p>Improves linkages to Riverside to a degree but constraints due to location of service yard remain.</p> <p>Redevelopment of the Gap site is extremely difficult with the constraint of Pride Hill remaining.</p>	<p>Enables the development to be designed to match regeneration objectives, rather than having the objectives defined by the constraints.</p> <p>Enables efficient redevelopment of the Gap site and enables site currently occupied by Raven Meadows multi storey car park to be redeveloped for more appropriate and higher value in subsequent phase.</p> <p>Enhances a key corner and creates a gateway to the Riverside redevelopment.</p> <p>Addresses the negative visitor arrival experience of</p>



			the Raven Meadows car park.
Financial	<p>Least revenue cost to the Council ongoing but delivering limited or no benefit.</p> <p>Poor quality uses not in line with Council's vision for the town centre.</p> <p>No prospect of uplift in investment value.</p> <p>Abortive costs associated with the enabling works and vacant possession already incurred as part of the original PH scheme.</p>	<p>The level of investment required to attract potential tenants is not supported by the rental levels that the finished product would achieve.</p> <p>Avoids cost of complete demolition but still significant construction works required.</p> <p>Significant capital costs and borrowing requirement</p> <p>Creates significant volume of lettable leisure space but may be more than market can absorb.</p> <p>Converted space likely to be at discount to new build in terms of rentals, investment yields and capital values.</p>	<p>Significant capital costs and borrowing requirement</p> <p>'Right sized' leisure offer more likely to secure tenants at premium rental levels, investment yields and capital values.</p> <p>Constructing new travel hub on combined Pride Hill/gap sites potentially secures income to replace Raven Meadows multi storey car park (mscp) and means that the site can be redeveloped for other uses in subsequent phase.</p>
'Fit for purpose' accommodation	<p>Before closure, Centre was in decline. Building does not meet current retail expectations and is extremely unlikely to attract the size of tenant that it was designed for. The retail experience that could be provided will not match the quality of experience and character provided elsewhere in the town.</p>	<p>Even with reconfiguration, the retail specific original design and immovable features (structural grid, frame, cores etc) will lead to a degree of compromise that will impact upon operation.</p> <p>Concerns expressed re lack of car parking likely to impact on cinema operator</p>	<p>New build ensures that space meets prospective occupier demands and is not compromised.</p>
Sustainability/ Carbon	<p>Retention of building results in no release of embodied carbon.</p>	<p>Although some of the original frame and cores would be retained, the building</p>	<p>Opportunity to build low carbon exemplar but demolition of the existing Pride Hill</p>

reduction impact	Retention will result in ongoing operational carbon, which will be an increased level if the building cannot achieve a high level of occupancy.	will otherwise require complete reconstruction to make it attractive to the market and to provide acceptable energy performance.  Ease of accessibility by public transport may attract visitors.	counteracts to prevent a higher score.  Car park is a replacement for the Raven Meadow's MSCP and will result in a net decrease in river loop parking.  Ease of accessibility by public transport may attract visitors.
Accessibility	Building is not currently linked to parking and all entrances are located on slopes.  Roushill entrance feels secondary and provides a poor link to Riverside.	Building is not currently linked to parking and all entrances are located on slopes.  Roushill entrance could be increased in prominence but is still located on a slope.	Provides connectivity to the Darwin centre, thus linking leisure and retail uses.  Creates pedestrian links directly on Raven Meadows and provides accessible lift access up to Pride Hill Street level via the Darwin.  Secure cycle storage, drying rooms and electric vehicle charging to be provided in the travel hub.
Investment value/ Commercial attractiveness	The retail market has shifted and the number of potential occupiers of the scale required has decreased. In a challenging rental market, operators can afford to be more selective and will seek out sites with better connectivity, footfall and appearance.	The fundamental issues with connectivity would not be addressed and operators would have reservations if any of the old shopping centre feel was retained.  Existing building provides c10,000 m <sup>2</sup> of lettable space which is much larger than anticipated demand from leisure operators leading to mothballed space or low value uses.  Converted space likely to be	Opportunity to 'right size' to balance commercial interest and risk.  Connectivity to Riverside redevelopment likely to create interest.  New build space ensures optimal rental levels from operators and investment yields creating improved investment value.

		compromised compared to new build and reflected in rental levels, yields and capital values.	
Delivery Risk	Low construction risk but unsustainable revenue cost to the Council ongoing and poor quality uses not in line with Council's vision for the town centre.	No construction risks from groundworks, but some refurbishment/ co-ordination and performance risks with reusing the existing frame including raising roof level to accommodate cinema.	Complex demolition with potential to cause disruption and needing careful management.  Building on Gap site brings added risk.

## Appendix C: Schedule of Masterplanning, Conceptual Design and Development Management Activities Cost Summary

Work stage or equivalent	RIBA 0/1* Preparation and Brief £000's	RIBA 2** Concept Design £000's	RIBA 3 Spatial Coordination (to planning) £000's	Totals £000's	* discounted to reflect substantially complete ** discounted to reflect partially complete
Project scope					
Multi-agency Hub					Industry benchmark % to RIBA 3/equivalent
Architectural design	32.6	152.3	206.7	391.6	Architect to lead and co-ordinate other design disciplines
Mechanical and electrical services	16.3	76.1	103.3	195.7	Services Engineer to advise on statutory utilities, building services installations with an emphasis on sustainability and low carbon
Structural and civil engineering	16.3	76.1	103.3	195.7	Structural and Civils Engineer to advise on ground remediation and stabilisation, foundations and building superstructures, highways and sustainable underground drainage.
Landscape/public realm design	8.2	38.0	51.7	97.9	Landscape and public realm associated with building plots in keeping with overall masterplan design principles
Principal Designer (CDM)	4.0	19.0	25.8	48.8	Covering the duties imposed regarding Health & safety considerations under the CDM Regulations
Specialist inputs and surveys	16.3	76.1	103.3	195.7	Includes on-going discussions with the Environment Agency (EA) on flood risk mitigation; specialist reports required to support planning application and surveys to de-risk scheme
Cost consultancy	12.2	57.1	77.5	146.8	Quantity Surveyor to prepare cost estimates, manage and control costs and risk.

<b>Sub-total</b>	<b>105.9</b>	<b>494.7</b>	<b>671.6</b>	<b>1,272.2</b>	
Demolition fees for tender preparation and surveys	0	23.1	25.0	48.1	Scope includes tender preparation and surveys for wider former Riverside centre and meanwhile uses of cleared site earmarked for Phase 2.
Development management	24.5	114.2	155.0	293.7	Development Management specialist to manage overall redevelopment (subject to confirmation as preferred delivery route)
General consultancy support (retained client-side advisers)	47.5	45.8	7.5	100.8	On-going masterplanning dealing with overarching issues including flood risk mitigation; planning strategy, highways and transportation. Developer/funder soft market testing. Procurement support.
<b>Total Multi-agency Hub</b>	<b>177.9</b>	<b>677.8</b>	<b>859.1</b>	<b>1,714.8</b>	

Work stage or equivalent	RIBA 0/1* Preparation and Brief £000's	RIBA 2** Concept Design £000's	RIBA 3 Spatial Coordination (to planning) £000's	Totals £000's	* discounted to reflect substantially complete ** discounted to reflect partially complete
Project scope					
Pride Hill and Raven Meadows Surface Car Park					Industry benchmark % to RIBA 3/equivalent
Architectural design	27.7	129.2	175.3	332.2	Architect to lead and co-ordinate other design disciplines
Mechanical and electrical services	13.8	64.6	87.7	166.1	Services Engineer to advise on statutory utilities, building services installations with an emphasis on sustainability and low carbon
Structural and civil engineering	13.8	64.6	87.7	166.1	Structural and Civils Engineer to advise on ground remediation and stabilisation, foundations and building superstructures, highways and sustainable underground drainage.
Landscape/ public realm design	6.9	32.3	43.8	83.0	Landscape and public realm associated with building plots in keeping with overall masterplan design principles
Principal Designer (CDM)	3.5	16.1	21.9	41.5	Covering the duties imposed regarding Health & safety considerations under the CDM Regulations
Specialist inputs and surveys	13.8	64.6	87.8	166.2	Includes on-going discussions with the Environment Agency (EA) on flood risk mitigation; specialist reports required to support planning application and surveys to de-risk scheme
Cost consultancy	10.4	48.5	65.7	124.6	Quantity Surveyor to prepare cost estimates, manage and control costs and risk.
<b>Sub-Totals</b>	<b>89.9</b>	<b>419.9</b>	<b>569.9</b>	<b>1,079.7</b>	
Demolition Fees for tender preparation and surveys	50.0	50.0	50.0	150.0	Scope includes fees and surveys related to demolition of former Pride Hill shopping centre

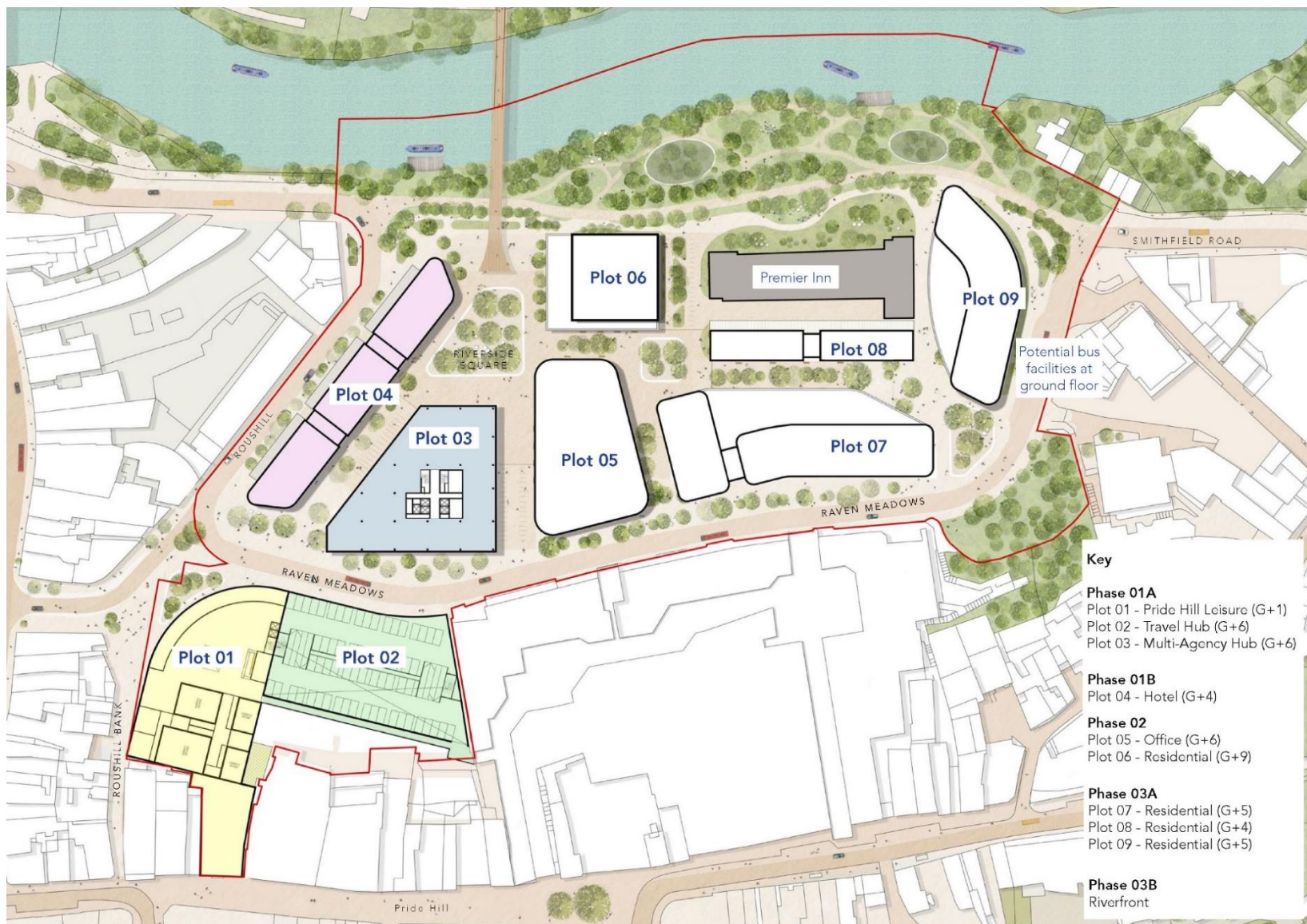
Development management	20.8	96.9	131.5	249.2	Development Management specialist to manage overall redevelopment (subject to confirmation as preferred delivery route)
General consultancy support (retained client-side advisers)	47.5	45.8	7.5	100.8	On-going market appraisals; planning strategy, highways and transportation. Developer/funder soft market testing. Procurement support.
<b>Total Pride Hill and Raven Meadows Surface Car Park</b>	<b>208.2</b>	<b>612.6</b>	<b>758.9</b>	<b>1,579.7</b>	
<b>Total (both projects)</b>	<b>386.1</b>	<b>1,290.4</b>	<b>1,618.0</b>	<b>3,294.5</b>	

## Appendix D: Shrewsbury Redevelopment Programme – Future Development Activities and Timescales

Multi-agency Hub & Pride Hill				
Project Stage	Pre RIBA 0/1	RIBA 0/1	RIBA 2	RIBA 3
Timeline	Mar-Jun 2022	Jul- Aug 2022	Sep-Nov 2022	Dec 22-Feb 2023
General consultancy (retained team)	Refine masterplan and Phase 1 Procurement (DM, Design Team) Soft market testing Governance and PMO Explore/Submit Grant applications	Brief appointed DM & Design Team Conclude procurement activity Soft market testing (Funding opportunities) Project Board oversight Grant applications	Design issues (non-site specific) e.g., Planning/transportation/EA Gateway Review Funding strategy	Design issues (non-site specific) e.g., Planning/transportation/EA Gateway Review
Development Management	Seek Expressions of interest Commence procurement (competitive dialogue)	Appoint and Brief DM Project Execution Plan (PEP) Confirm Project Brief	Manage all project activity inc. design development	Manage all project activity inc. planning application
Design Team(s)	Procure multi-disciplinary Design team via (Framework)	Appoint and Brief Design Team Develop Project Brief and budget Confirm survey requirements	Develop design in line with Brief Commence Planning pre-application process Initiate surveys Stakeholder Consultation	Develop design in readiness for planning submission Continue surveys and investigations Consult preplanning
Demolition	Prepare tender documents Commission surveys Prepare and submit Planning application Services isolation strategy Logistics planning (road closures etc)		Receive and review tenders	Seek approval to place contract Prestart CDM plans Mobilisation activity
Internal Resources (Shropshire Council team)	Planning context EA – continue dialogue Shirehall disposal strategy Movement Strategy interface Carbon commitment Stakeholder engagement Grant opportunities	Planning pre apps Resolve key strategic decisions with EA/Highways et al Contribute to Project Briefs Stakeholder engagement Participate in line with PEP Comms and PR	Planning pre app process Consultations Continue activities from previous stage	Stakeholder engagement Continue activities from previous stage

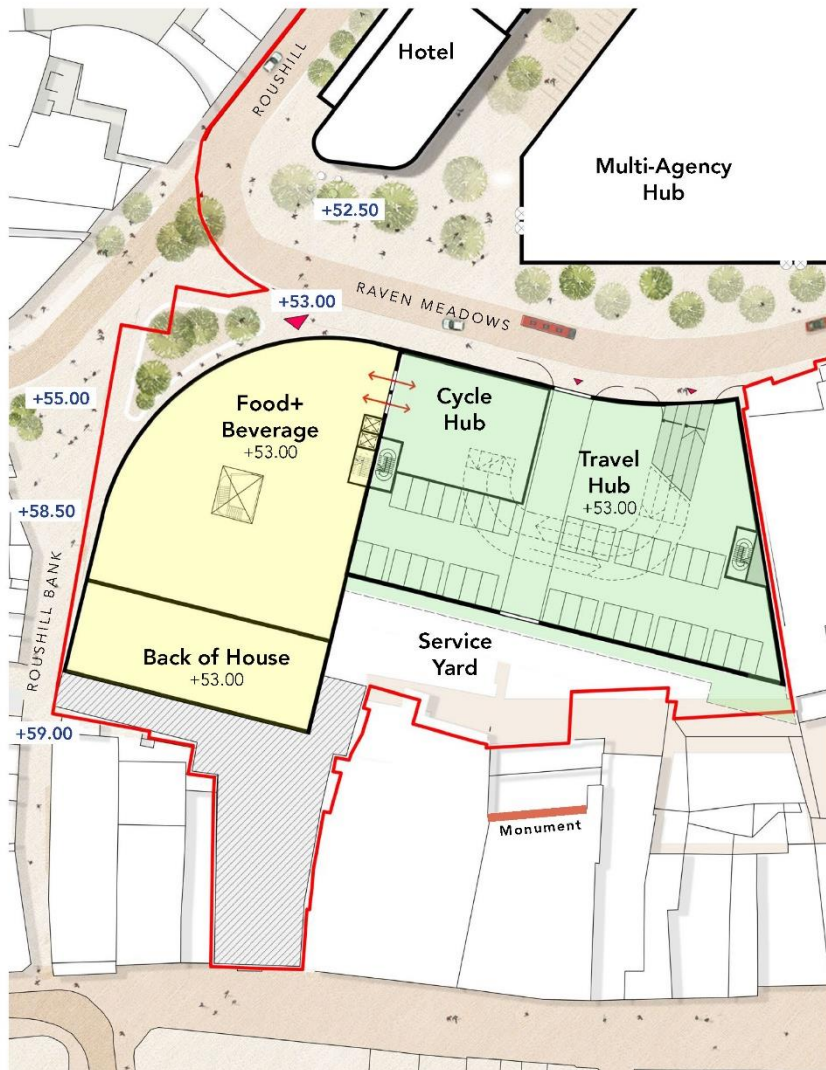


## Appendix E: Conceptual Masterplan

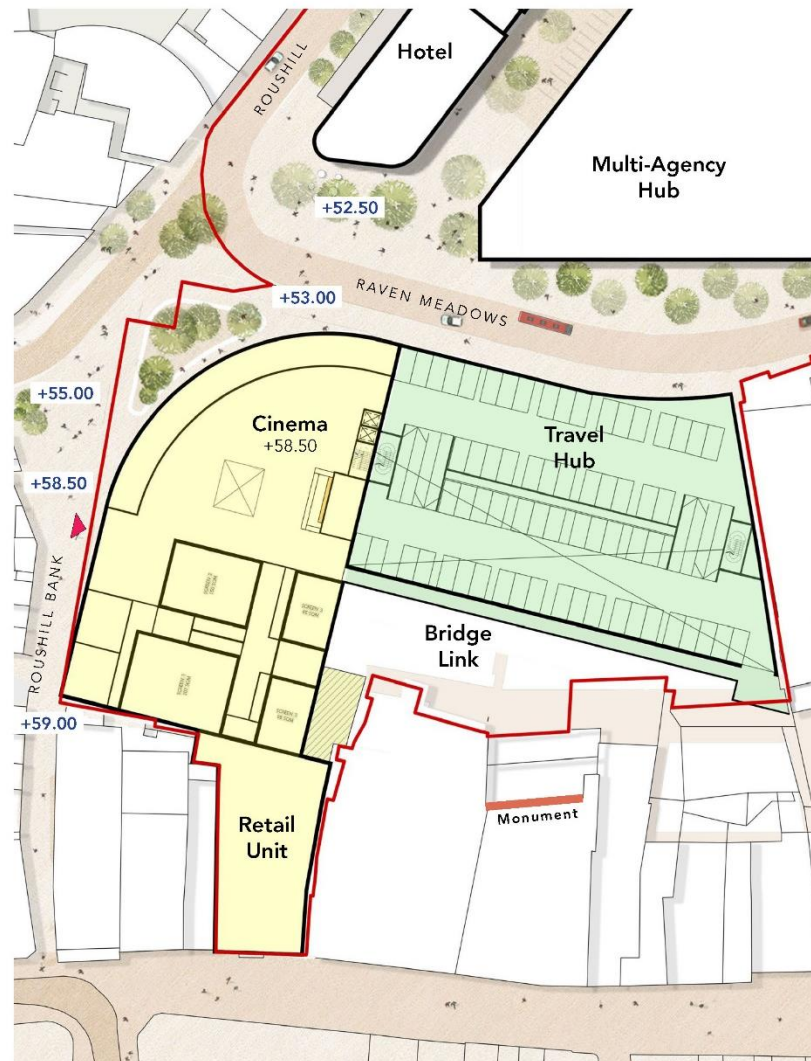


## Appendix F: Conceptual Project Design

### Lower Ground



### Upper Ground

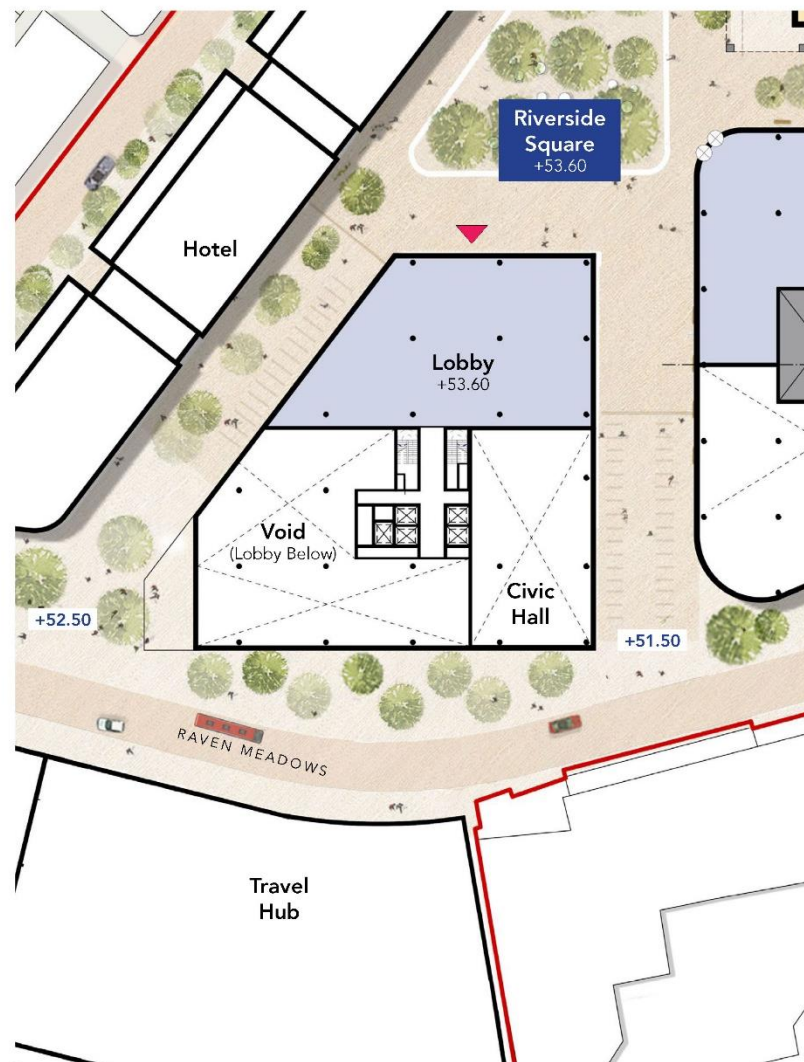




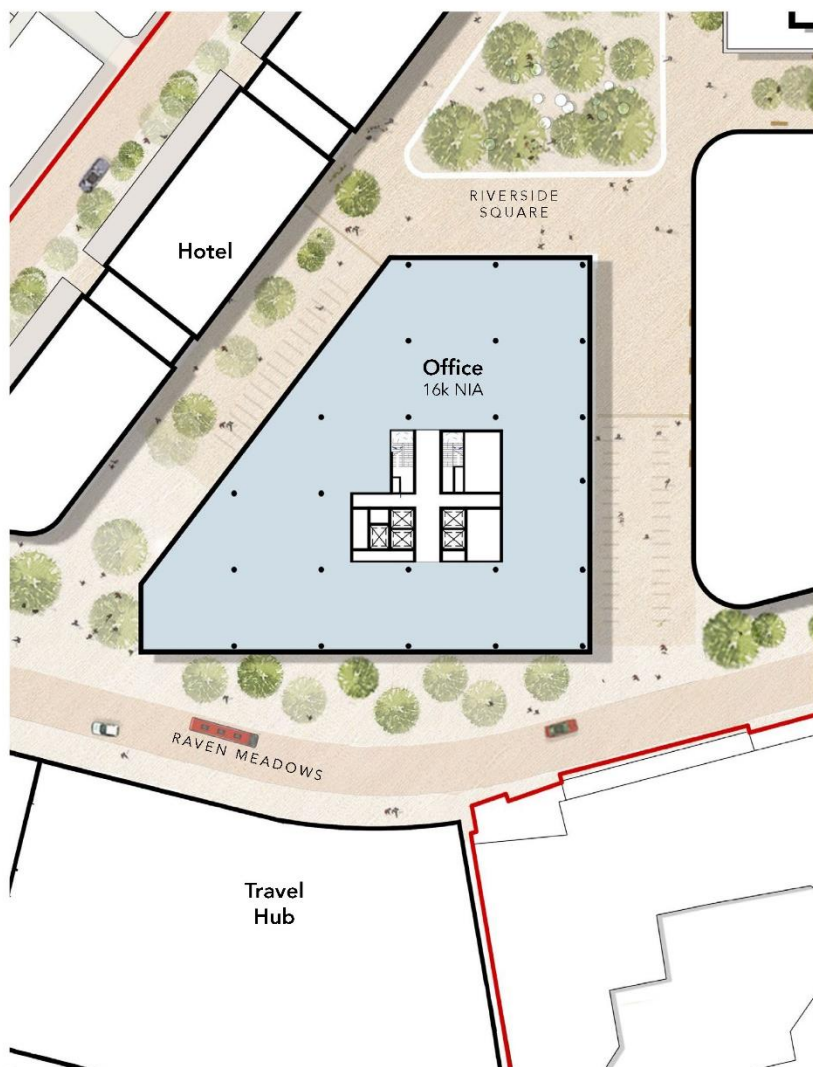
## Lower Ground



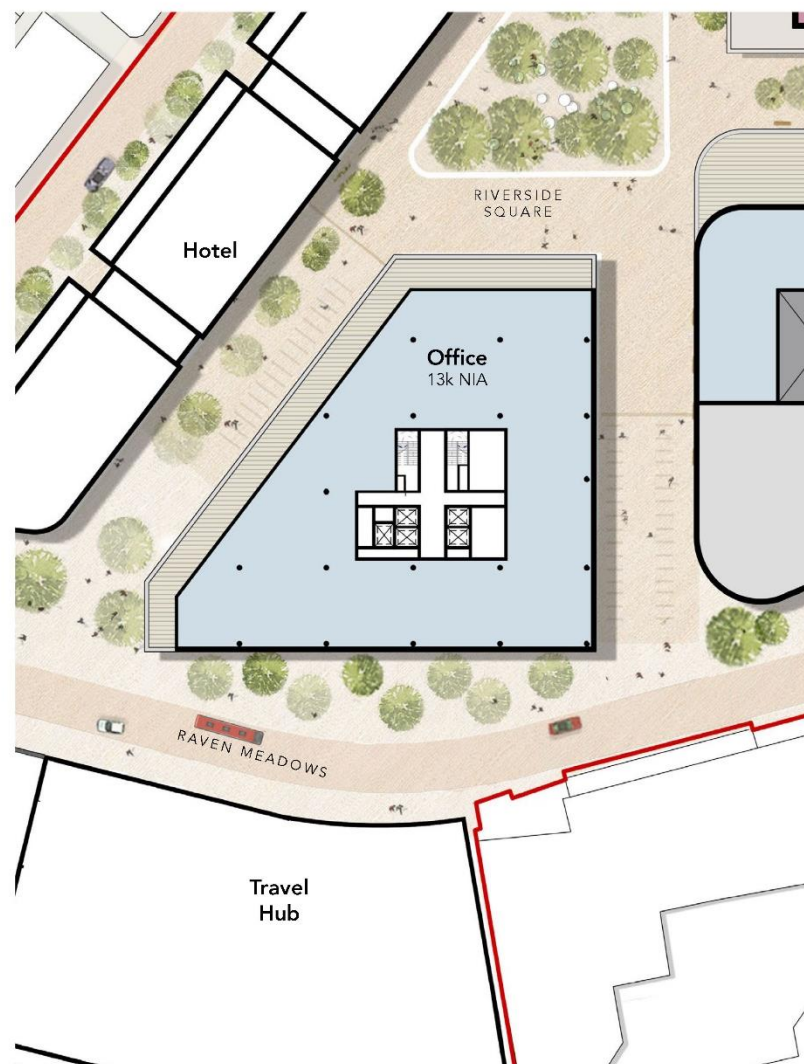
## Upper Ground



## Typical Floor Plan

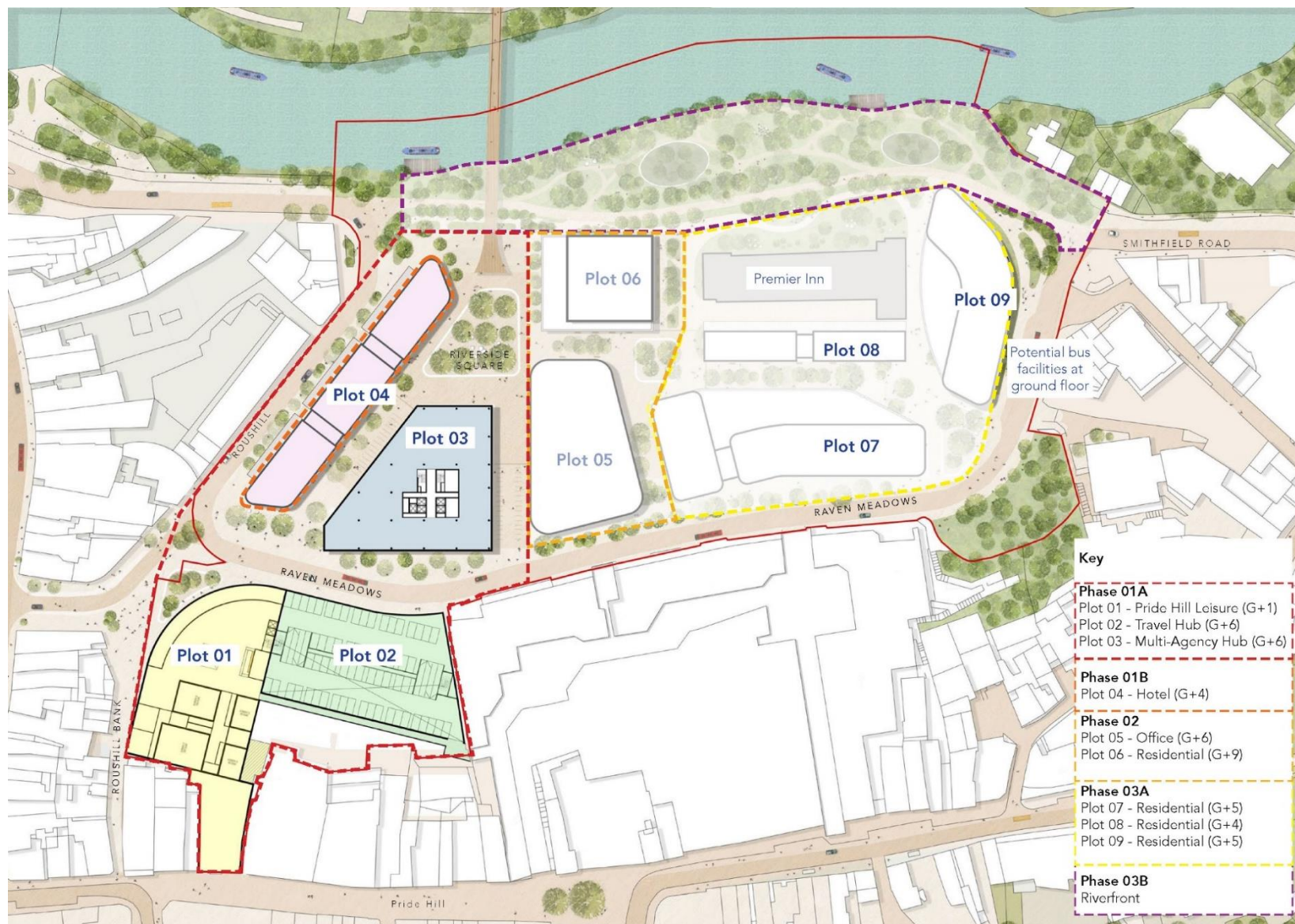


## Setback Floor Plan





## Appendix G: Sequence and Indicative Phasing



## Appendix H: Economic Impact Assessment

### Economic impact mechanisms

The delivery of the regeneration of Smithfield Riverside (and redevelopment of the Shirehall site) will generate a range of impacts in the labour market and economic performance of Shropshire.

The table below outlines the primary impact mechanisms:

- **Direct impacts** arise from the delivery of new development and the direct operations of future business occupiers. They include construction impacts and the direct 'on-site' employment supported through new economic activity;
- **Indirect impacts** arise through the ongoing spending of new businesses attracted to the new commercial development alongside the effects of some capital investment in the construction supply chains; and,
- **Induced impacts** arise from increased spending impacts generated by the construction of the scheme and delivery of new residents and employees attracted to the new development.

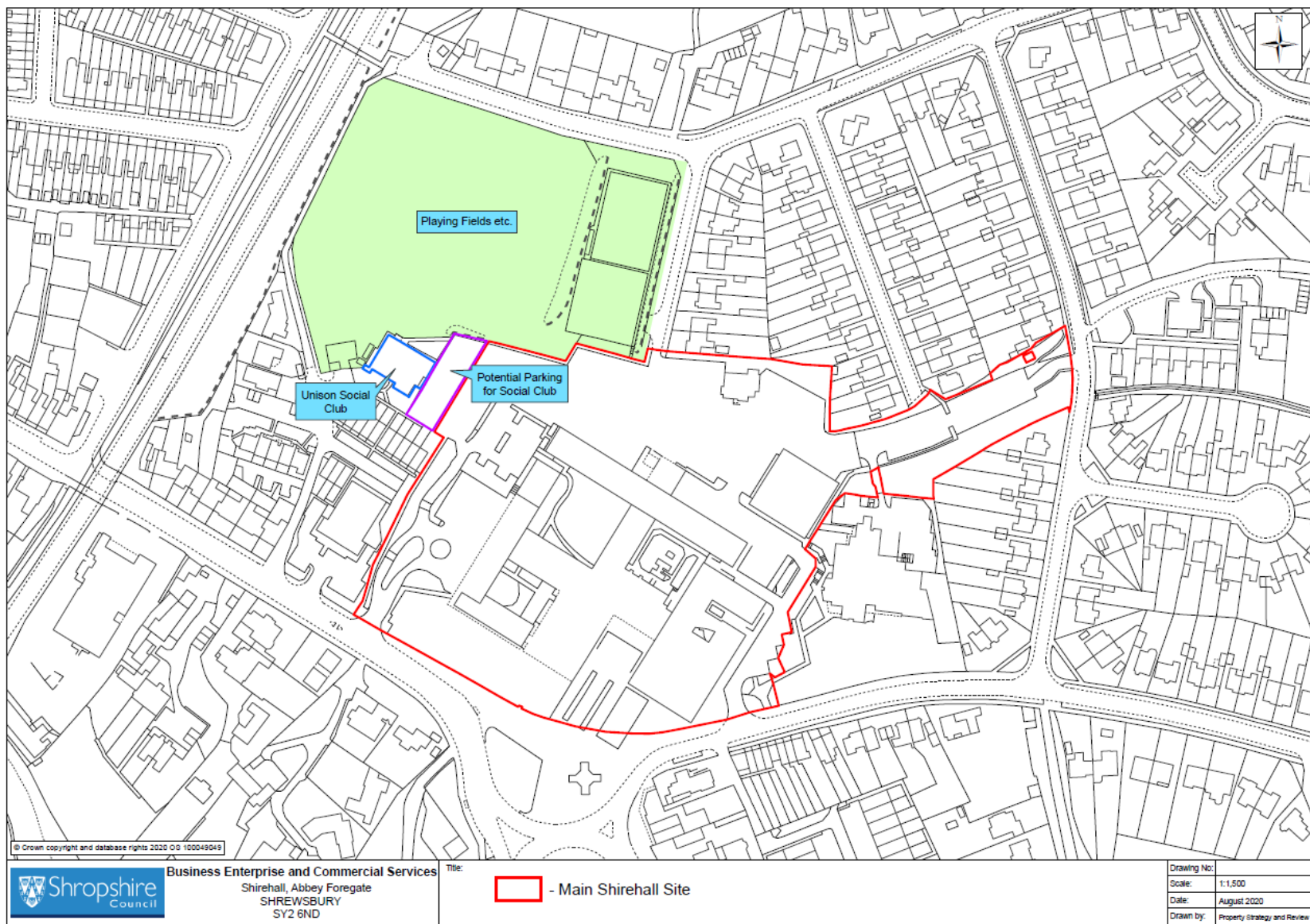
Shrewsbury Riverside – Sources of quantified economic benefit			
Impact Source	Direct impacts	Indirect impacts	Induced impacts
Construction of proposals	Direct and supply chain construction jobs years generated through capital investment to deliver new development		Employment supported through the spending of direct and supply chain employees
Operation of proposals	Direct FTE employment supported on the delivered development	FTE employment supported through business spending	
Additional housing expenditure			Employment supported by additional household expenditure locally
Additional town centre expenditure			Employment supported by additional employee expenditure locally

The redevelopment of Shrewsbury Riverside would support wider social and economic outcomes, including the potential to catalyse neighbouring and future pipe-line development schemes.

Smithfield Riverside – Summary of Impact Assessment Results						
	Phase 1a Multi-agency Hub, Pride Hill Leisure and Travel Hub	Phase 1b Hotel	Phase 2 Office and Residential	Phase 3 Hotel and residential	Shirehall	Total
Gross FTE Jobs	1,050	57	509	132	146	<b>1,895</b>
Net FTE Jobs	264	29	267	40	61	<b>661</b>
Net GVA by 2046	£146.5m	£11.5m	£158m	£26m	£43m	<b>£386m</b>
Net GVA (NPV) by 2046	£111.3m	£9.7m	£107m	£19m	£32m	<b>£279m</b>



## Appendix I: Shirehall Site Boundary



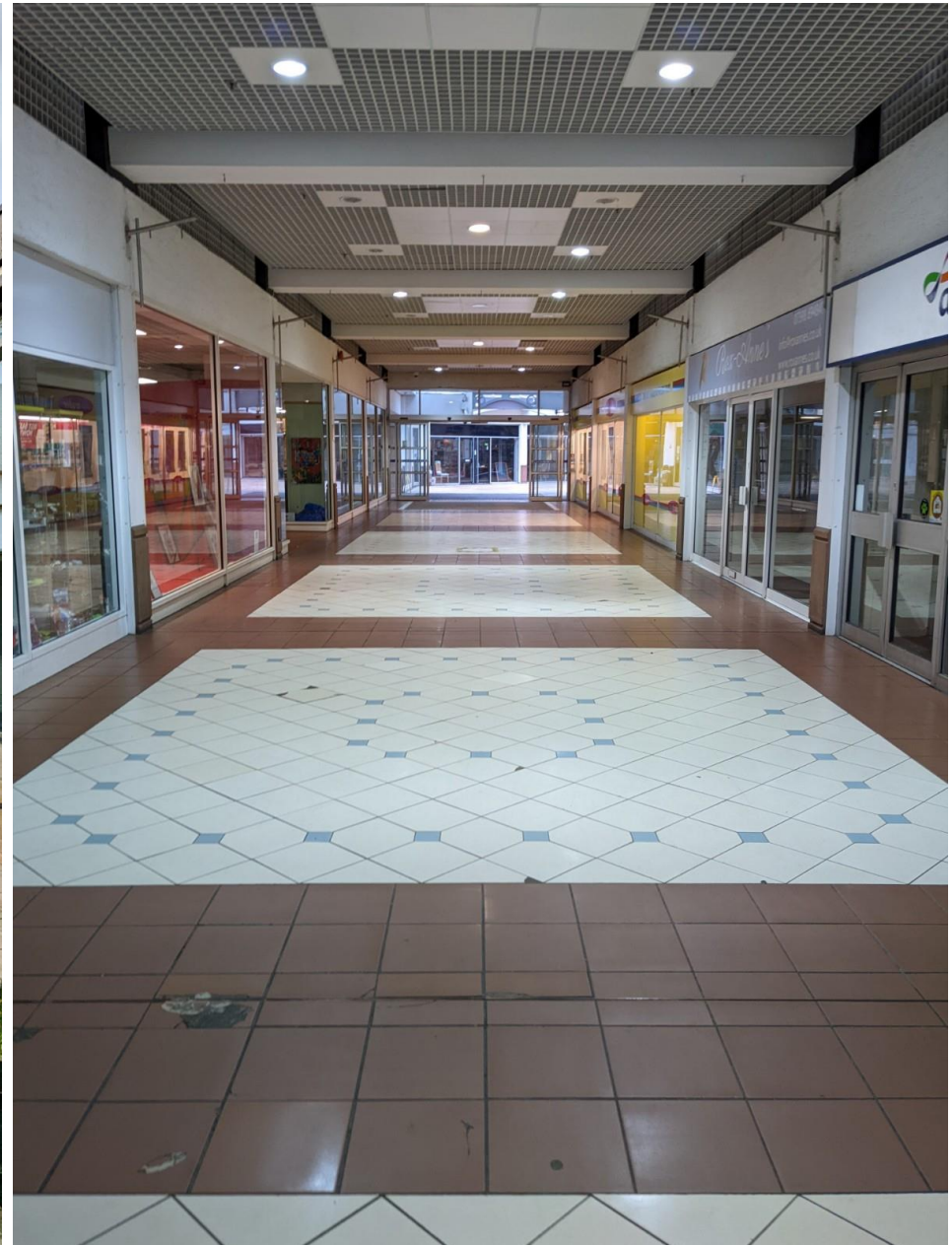
## Appendix J: Riverside Shopping Centre – existing site photographs











## Appendix K: Equalities, Social Inclusion and Health Impact Assessment (ESHIA)

### Shropshire Council

### Equality, Social Inclusion and Health Impact Assessment (ESHIA) Initial Screening Record 2021-2022

#### A. Summary Sheet on Accountability and Actions

<b>Name of proposed service change</b>
Shrewsbury Town Centre Redevelopment Programme Phase One

<b>Name of lead officer carrying out the screening</b>
Tim Pritchard, Shrewsbury Programme Manager

<b>Decision, review, and monitoring</b>
---

Decision	Yes	No
Initial (part one) ESHIA Only?	✓	
Proceed to Full ESHIA or HIA (part two) Report?		✓

*If completion of an initial or Part One assessment is an appropriate and proportionate action at this stage, please use the boxes above. If a Full or Part Two report is required, please move on to full report stage once you have completed this initial screening assessment as a record of the considerations which you have given to this matter.*

<b>Actions to mitigate negative impact or enhance positive impact of the service change in terms of equality, social inclusion, and health considerations</b>
<p>As with the related proposals for development and delivery of the Smithfield Riverside Strategic Development Framework (SDF), the Shrewsbury Town Centre Redevelopment Programme is anticipated to have a positive impact on communities in Shrewsbury, visitors to and traders within the town, and the county of Shropshire as a whole.</p> <p>Whilst the overall approach is primarily regenerative and economically focused there are many benefits in terms of equality, diversity and social inclusion associated with a resilient economy such as increased employment</p>

opportunity, provision of housing, infrastructure benefits, facilities and utilities, climate change considerations and well-being improvements.

Positive impacts would be intended for a variety of intersecting groupings (Age, Disability, Pregnancy and Maternity, Sex, and Social Inclusion) through future engagement process and through the delivery of specific projects sitting within the Smithfield Riverside SDF itself. This would be due to an emphasis on developing the area as a better place to live, to do business, to access and to move about in.

Furthermore, there is potential for an increase in the positive impact in equality terms from low to positive, for the groupings of Gender Reassignment, Race, Religion and Belief, and Sexual Orientation, if efforts are made to engage with faith communities and LGBT communities and with those undergoing gender reassignment.

There is potential for further positive impacts through the stimulation of economic development and investment which will provide jobs and improved workspace. In line with the Public Sector Equality Duty on the Council, as set out in the Equality Act 2010, the Council will need to ensure that contractors engaged in commercial development are likewise able to demonstrate compliance with PSED duties. In so doing, they will also be expected to adhere to guidance with regard to equity of access to economic opportunities.

The intention is also to refer to, and use of, other policy strands within the Council and for partners, around movement of people, access, healthy lifestyles, use of green space, air quality issues, public protection measures such as the Public Space Protection Order (PSPO) in place within Shrewsbury, and other safeguarding policies. Taken together, these wider societal and environmental considerations will contribute towards helping to create a welcoming environment across all groupings within the community, thereby aiding the intended positive impacts.

There will be ongoing efforts, in this and future related projects, to engage with people in the Protected Characteristic groupings, particularly where low levels of responses to public consultation have been received to date and where responses are limited to particular demographics.

There will also be efforts made to engage with groupings and their advocates where links may usefully be made with specific target groups such as people with health problems and people with disabilities, people with caring responsibilities, and older people. These may range from blue badge holders to those who need ready access to toilets and changing facilities, such as people with Crohn's disease, families and carers of babies and children. Actions may then be more readily identified from evidence gathered to enhance the positive impact of the Strategy for these groupings, leading to better outcomes overall for communities in Shropshire.



## **Actions to review and monitor the impact of the service change in terms of equality, social inclusion, and health considerations**

Through the delivery planning for the redevelopment, it will be necessary to develop a clear communications and relationship plan to underpin the priorities and objectives of the development programme. This will involve regular communications with residents and businesses and engage key stakeholder groups and networks.

The Shrewsbury town centre redevelopment programme is currently at concept masterplanning and design stage, and therefore will remain a working document to be developed further in consultation with stakeholders and interest groups and be cognisant of the changing economic and political landscape

The Council is also keeping abreast of other approaches across the country, particularly those undertaken because of the Covid-19 pandemic, and as we emerge collectively from it, to maximise shared learning for all such approaches. West Midlands local authorities were approached for views in terms of equality impacts, and the differing and sometimes conflicting impacts to balance for people in Protected Characteristic groupings.

For example, blue badge holders are recognised as facing disadvantage in terms of reduced parking provision, whilst adults with learning disabilities and their carers, who did not have mobility concerns, were considered to find positive impacts with regard to more space in which to move around and reduced road safety concerns. Initial feedback from Lichfield has highlighted the importance of extra blue badge spaces and public toilet provision in town centre car parks.

Projected and ongoing work will include efforts to strengthen engagement with people in Protected Characteristic groupings and people at risk of social exclusion, to maximise positive health impact benefits for individuals and for the wider community, and to define and deliver actions accordingly to mitigate any negative impact and enhance positive impact of the proposals as they progress.

From an outcomes angle for communities, engagement with all Members as community leaders, and through Cabinet and Portfolio Holder, will help the service area and therefore the Council to ensure that information, feedback and concerns are raised through a variety of channels and that actions may then be identified as necessary to seek to mitigate any negative impacts.

## **Associated ESHIAs**

This current ESHIA complements the ESHIA carried out for the Smithfield Riverside Strategic Development Framework, which serves to review the

consultation work undertaken, and to ensure that future public consultations continue to engage with Protected Characteristic Groupings, especially in light of Covid-19 restrictions which have limited face to face engagement practices.

ESIAs were also previously carried out in relation to the development of the Council's Economic Growth Strategy 2017 -2021, before and following public consultation. These provide useful additional context for the overall strategic policy of the Council towards economic growth as an integral element of place shaping approaches across the County.

The current ESHIA in relation to Oswestry Masterplan Development is also of pertinence.

Related ESIAs in connection with parking policy and pedestrianisation, have also been undertaken previously by the Transport service area.

ESIAs in relation to the Local Plan Partial Review provide further complementary detail not least with regard to longer term approaches to infrastructure planning and provision. Given the policy implications associated with highways those undertaken in related service areas with regard to transport and movement strategies are also relevant.

**Actions to mitigate negative impact, enhance positive impact, and review and monitor overall impacts in terms of any other considerations. This includes climate change considerations**

Whilst the proposals are primarily regenerative and economically focused there are considered to be many benefits in terms of equality, diversity and social inclusion associated with a resilient economy such as increased employment opportunity, provision of housing, infrastructure benefits, facilities and utilities, climate change considerations and well-being improvements.

The overall approach is consistent with the Council's strategic vision and as such creates a platform for new investment and for encouraging Shrewsbury to become a better place to visit, to live in, and in which to do business.

The exempt Council report of 23 September 2021 summarised the outcomes of a lifecycle carbon and sustainability appraisal of the current Pride Hill shopping centre. The appraisal also provided context for new development and the opportunity to bring forward Low to Zero carbon building on Riverside, and specifically for the delivery of a Multi-Agency Hub.

*Energy and fuel consumption*

To achieve Net Zero Carbon and to facilitate a shift to renewable sources of energy, the Multi-agency Hub operational energy use (EUI) is proposed to achieve a target of 55 kWh/m<sup>2</sup>/yr, based on its gross internal area (GIA). The existing Shirehall has an EUI of 234 kWh/m<sup>2</sup>/yr (GIA) and efficiency assessments undertaken in 2017 found that only 54% of the Shirehall's GIA was utilised for office space. Since those assessments, the vacating and subsequent void management of the upper floors in the Shirehall, on fire safety grounds, has reduced this efficiency further.

How efficiently space within a building is used has a direct impact on its overall performance, both in the cost of its design and construction and throughout its operational life. The ratio of net (useable) internal area to gross internal area (all space within the building, including communal and service areas) provides a measurement of this efficiency. A Net to Gross Internal Area efficiency of 80-85% (NIA to GIA) is proposed for the Multi-agency Hub; this is estimated to be 35% more efficient than the Shirehall. The proposed form of the Multi-agency Hub will also reduce the area of exposed perimeter wall relative to floor area (PA ratio), further helping to reduce energy lost through the external fabric.

The design of the proposed leisure-led development on the former Pride Hill Shopping Centre site is proposed to adopt a similar approach to reducing the PA ratio. Locating spaces that do not require natural light to the rear of the site, where the ground levels rise substantially towards Pride Hill.

### *Renewable Energy Generation*

The scale and nature of development proposed for Smithfield Riverside provides significant opportunities to incorporate infrastructure that promotes sources of renewable energy throughout the life of the programme. The Multi-agency Hub and the Pride Hill development will consider solar, wind, geothermal and hydro power and cooling in the design process. Strategically well placed to connect into local hydro or heat networks, as well as the potential to use freshwater cooling to reduce energy consumption for leisure/cinema uses for example, the design of the proposed developments will demonstrate this commitment through more detailed assessment and analysis; a funding allocation has been included in the next phase of development activities.

### *Carbon Mitigation*

The proposed Multi-agency Hub and Pride Hill developments will be well served by public transport, being in close proximity to the town's bus and railway stations. The Council's occupancy in the Multi-agency Hub will provide an opportunity to promote active travel and reductions in private vehicle use, through staff travel planning.

A travel/mobility hub is proposed on the Pride Hill and Raven Meadows surface car park site, adjacent to and accessible from both the Pride Hill and Darwin

centres. The development and market appraisals demonstrate a need, in the short term, to continue to provide parking to support many of the leisure, commercial and business uses in the town centre. Failure to do so could have an adverse 'shock' effect on footfall necessary, to sustain retail, leisure and other activities.



The existing Raven Meadows multi-storey car park is nearing the end of its economic operational life and it is, therefore, proposed to provide lower capacity in the travel hub as part of reduction measures in the town centre, whilst providing for walking, cycling and other forms of active travel, including electric charging facilities. As travel behaviours change to respond to future trends, the travel hub may provide primarily for those with mobility needs visiting the town centre, with off street parking facilities retained at edge of town locations, such as Frankwell, Abbey Foregate and Castle Foregate.

### *Health and wellbeing*


In the town centre, movement will be transformed to rival places across the UK and Europe, revitalising the relationship with the river, creating new places and squares that are connected by a well-designed, accessible and active streets for all users. People will be able to move more freely, within a low traffic zone, the climate change considerations being further supported by easy movement across the site.

Improving on Shrewsbury's position as one of the healthiest places to live, this will positively influence people's mental and physical wellbeing, as well as increasing land values, improving air quality and responding to the climate emergency.

### **Scrutiny at Part One screening stage**

<b>People involved</b>	<b>Signatures</b>	<b>Date</b>
<i>Lead officer carrying out the screening</i> <b>Tim Pritchard</b> <i>Shrewsbury Programme Manager</i>		7 February 2022
<i>Any internal service area support*</i> <b>Hayley Owen</b> <b>Growth Programme and Strategy Manager</b>		7 February 2022
<i>Any external support**</i> <b>Mrs Lois Dale</b>		7 <sup>th</sup> February 2022





<b>Rurality and Equalities Specialist</b>		
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***\*This refers to other officers within the service area***

***\*\*This refers to support external to the service but within the Council, e.g., the Rurality and Equalities Specialist, the Feedback and Insight Team, performance data specialists, Climate Change specialists, and Public Health colleagues***

### **Sign off at Part One screening stage**

<b>Name</b>	<b>Signatures</b>	<b>Date</b>
<i>Lead officer's name</i>		7 February 2022
<i>Accountable officer's name</i> <b>Tracy Darke</b> <b>Assistant Director</b> <b>Economy and Place</b>		7 February 2022

***\*This may either be the Head of Service or the lead officer***

### **B. Detailed Screening Assessment**

<b>Aims of the service change and description</b>
<p>Shrewsbury is the county town for Shropshire, with a current population of 72,700 – with an intention, as detailed within the Local Plan Review, as the strategy centre of Shropshire requiring the building of over 8,000 additional homes and 100 hectares of employment land to 2038.</p> <p>Shropshire is the second largest inland rural county in England, after Wiltshire, and one of the most sparsely populated. Shropshire is approximately ten times the size of all the Inner London Boroughs put together (31,929 hectares), with 1.01 persons per hectare and a population</p>

of 323,136 for a terrain covering 319,736 hectares (Source: ONS Census 2011, mid year estimates for 2019).

Around 57.2% of Shropshire's population lives in rural areas. There are 17 market towns and key centres of varying size, including Ludlow in the south and Oswestry in the north, and Shrewsbury, the central county town. An additional dynamic is that, unlike for example Cumbria, the population is dispersed across the entire county, rather than there being any areas where no one lives at all.

The current development proposals and as articulated in the Smithfield Riverside Strategic Development Framework enables and supports the delivery of the Shropshire Economic Growth Strategy, which sets out the Council's commitment to grow the local economy of the County Town.

Preparing a clear vision is an important milestone in defining the key objectives and identifying the series of actions that the Council and partners will take to achieve economic growth over the coming years.

The proposal outlines the ways that this will be achieved through detailing a number of priority actions and targets and acknowledges that whilst the Council does not have control over all the activities and actions which will generate economic growth the council is fully committed to working collaboratively across the public and private sectors and with communities in order to achieve its economic ambitions.

The proposal also provides a strong statement for residents, employers and visitors of how they can expect the county town to develop over time, and how that growth and change is being planned, coordinated and communicated.

### **Intended audiences and target groups for the service change**

The intended immediate audience is everyone who lives in, works in or visits Shrewsbury. As the county town, there is also a wider impact across into Wales and across Shropshire and its hinterlands and, therefore, all groupings within the community, as well as those who serve them. The groups include the Council, town and parish councils, the wider business and education sector, the voluntary and community sector, the health and social care sector, and organisations and bodies involved in enabling and facilitating economic growth. These groups also extend to neighbouring authorities, including Herefordshire and Telford and Wrekin Councils as part of the triumvirate of local authorities in the Marches Local Enterprise Partnership, and authorities across the borders into Wales.

The main stakeholder groups were identified as follows:

- Local businesses

- Business partnerships and support bodies, including the Shropshire Business Board.
- Partnerships and providers of learning, skills and employment opportunities
- Rural and environmental partnerships
- Public sector bodies
- Town and Parish councils
- Housing providers
- Voluntary and Community Sector organisations (including social enterprise)
- Shropshire Council Elected Members and Officers
- Members of the public
- Members of Parliament in Shropshire
- Organisations with strategic and cross boundary economic and environmental interests, including neighbouring local authorities, and the Marches Local Enterprise Partnership (LEP)
- A range of stakeholders, including the development industry, local businesses, housing associations, utilities companies, transport and the land based sector.

This list is not intended to be exhaustive or in order of priority and will be added to and amended as and when appropriate, including through feedback from consultation.

### **Evidence used for screening of the service change**

The exempt report titled 'Pride Hill, Civic Accommodation and Riverside Development Opportunities', presented to Council on 23 September 2021, advocated the need to consider an alternative approach to the redevelopment of the Pride Hill shopping centre and in the context of the wider Smithfield Riverside.

Consequently, the report recommended the carrying out of due diligence and feasibility work, and the preparation of business cases, for:

- The collective redevelopment of the Pride Hill shopping centre and Raven Meadows surface car park ('gap') site.
- Provision of the Council's civic and office accommodation requirements, with additional lettable space for potential partners/tenants.
- The redevelopment, including the potential for demolition, of Riverside shopping centre.

Informed by a gateway review, the report demonstrated the need to ensure that the proposals for both Pride Hill (exempt Council report December

2019) and the Council's civic accommodation requirements (public Council report February 2021), remain relevant and appropriate. The value of the review was heightened in the context of changing market conditions (particularly in the retail, leisure, and commercial/office sectors), the Council's (and potential partners') future operational requirements and the need to mitigate for climate change; all compounded by the Covid pandemic impacting on the economic landscape.

The acquisition of the Raven Meadows surface car park ('gap') site (February 2021), complementing the Council's extensive land-holding interest in the town centre, provides further opportunities to bring forward significant economic regeneration in the town centre.

The Smithfield Riverside Strategic Development Framework (SDF), provides the principles for future development in this locality, in addition to those provided by the Local Plan (under review) and the Shrewsbury Big Town Plan Vision (2020). Moreover, the Shrewsbury town centre redevelopment programme directly contributes to the objectives and priorities of the draft Shropshire Strategic Plan; Healthy People, Economy, Environment and Organisation.

As with regeneration of Smithfield Riverside, the overall proposals for Shrewsbury Redevelopment are thus supported by a robust planning context formed by the Core Strategy and SAMDev Plan and the current Local Plan Partial Review.

The overall masterplan has been tested and reviewed in the context of its viability for occupier demand and suitability as well as from a financial perspective including meeting the highest standards for building owners and occupiers ESG (Environmental, Social and Governance) requirements.

### **Specific consultation and engagement with intended audiences and target groups for the service change**

Since 2018 there has been comprehensive consultation of a range of initiatives and projects coming forward as part of the Shrewsbury Big Town Plan. The Masterplan Vision completed in December 2020 was developed in engagement with local and regional stakeholders. The Vision was further endorsed with its public launch at the Big Town Plan Festival in February 2021 where residents and stakeholders were given further opportunity to be consulted on the aspirations of the Vision; the outcomes of this consultation process has directly informed revisions to the final document.

Linked with this, the Smithfield Riverside Strategic Development Framework (SDF) encompasses the proposed development area, and aligned to the Masterplan Vision, it has been developed in consultation with residents and local and regional stakeholders. Since its launch in March 2021 the draft

document has been subject to public consultation, from which outcomes have directly informed amendments necessary to finalise the SDF. Some of the changes have directly responded to the needs of some specific groups, such as those with sensory and mobility needs and the accessibility of public transport. Consequently, the future provision of bus facilities in the town centre has been made more explicit.

**Initial equality impact assessment by grouping (Initial health impact assessment is included below)**

***Please rate the impact that you perceive the service change is likely to have on a group, through stating this in the relevant column.***

***Please state if it is anticipated to be neutral (no impact) and add any extra notes that you think might be helpful for readers.***

<b>Protected Characteristic groupings and other groupings in Shropshire</b>	<b>High negative impact</b> <i>Part Two ESIIA required</i>	<b>High positive impact</b> <i>Part One ESIIA required</i>	<b>Medium positive or negative impact</b> <i>Part One ESIIA required</i>	<b>Low positive, negative, or neutral impact (please specify)</b> <i>Part One ESIIA required</i>
<u>Age</u> (please include children, young people, young people leaving care, people of working age, older people. Some people may belong to more than one group e.g., a child or young person for whom there are safeguarding concerns e.g., an older person with disability)			✓	
<u>Disability</u> (please include mental health conditions and syndromes; hidden disabilities including autism and Crohn's disease; physical and sensory disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; and HIV)			✓	
<u>Gender re-assignment</u> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				✓
<u>Marriage and Civil Partnership</u> (please include associated aspects: caring responsibility,				✓





potential for bullying and harassment)				
<u>Pregnancy and Maternity</u> (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)			✓	
<u>Race</u> (please include ethnicity, nationality, culture, language, Gypsy, Traveller)				✓
<u>Religion and belief</u> (please include Buddhism, Christianity, Hinduism, Islam, Jainism, Judaism, Nonconformists; Rastafarianism; Shinto, Sikhism, Taoism, Zoroastrianism, and any others)				✓
<u>Sex</u> (this can also be viewed as relating to gender. Please include associated aspects: safety, caring responsibility, potential for bullying and harassment)			✓	
<u>Sexual Orientation</u> (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)				✓
<u>Other: Social Inclusion</u> (please include families and friends with caring responsibilities; households in poverty; people for whom there are safeguarding concerns; people you consider to be vulnerable; people with health inequalities; refugees and asylum seekers; rural communities; veterans and serving members of the armed forces and their families)			✓	

### **Initial health and wellbeing impact assessment by category**

***Please rate the impact that you perceive the service change is likely to have with regard to health and wellbeing, through stating this in the relevant column.***

***Please state if it is anticipated to be neutral (no impact) and add any extra notes that you think might be helpful for readers.***

<b>Health and wellbeing: individuals and communities in Shropshire</b>	<b>High negative impact</b> <i>Part Two</i>	<b>High positive impact</b>	<b>Medium positive or negative impact</b>	<b>Low positive negative or neutral impact</b>
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	<i>HIA required</i>			<b>(please specify)</b>
<b>Will the proposal have a <i>direct impact</i> on an individual's health, mental health and wellbeing?</b> For example, would it cause ill health, affecting social inclusion, independence and participation?			 The proposal will include consideration of projects to make the town a healthier and more sustainable town	
<b>Will the proposal <i>indirectly impact</i> an individual's ability to improve their own health and wellbeing?</b> For example, will it affect their ability to be physically active, choose healthy food, reduce drinking and smoking?				
<b>Will the policy have a <i>direct impact</i> on the community - social, economic and environmental living conditions that would impact health?</b> For example, would it affect housing, transport, child development, education, employment opportunities, availability of green space or climate change mitigation?			 The proposal will include consideration of projects to make the town a healthier and more sustainable town, and a better place to live and work. Egs include promoting walking and cycling through improvements and public realm enhancements.	
<b>Will there be a likely change in <i>demand</i> for or access to health</b>				

**and social care services?**

For example: Primary Care, Hospital Care, Community Services, Mental Health, Local Authority services including Social Services?

**Identification of likely impact of the service change in terms of other considerations including climate change and economic or societal impacts**

Whilst this Plan is economically focused there are considered to be many benefits likely to accrue in terms of equality, diversity and social inclusion associated with a resilient economy such as increased employment opportunity, provision of housing, infrastructure benefits, facilities and utilities, climate change considerations and well-being improvements, which is a key driver of the Plan.

**Economic growth**

There are several key goals of the proposals for Shrewsbury Town Centre Redevelopment Programme that include planning for future sustainable growth, opening up the housing market within the town increasing choice and improving affordability and the desire to build strong physical and virtual networks connecting education, healthcare, business start-ups, new industries and provision across the town to improve mobility and to form new alliances.

**Climate change: carbon mitigation**

The emerging Movement and Public Realm Strategy for Shrewsbury and its hinterland will incorporate proposals for the development of next generation park and ride facilities and improvements to bus services. The Council is awaiting the results of the Bus Service Improvement Partnership submission to Government which if successful will accelerate this investment.

Operational carbon mitigation will primarily occur in accordance with the following hierarchy:

- Elimination of inefficient, inflexible, and unusable office and former retail space.
- Reduction of the both the energy consumed and the energy lost through inefficient plant and poor external fabric performance.
- Reduction of vehicular carbon generation through increased public transport opportunities and the integration of EV infrastructure.
- Substitution of gas as the main heating source, with a shift to fully renewable energy sources.



- Compensation via carbon credits and urban landscaping opportunities.
- Embodied Carbon will be reduced through the reuse of materials (target 50%) and by designing materials for future reuse (target 80%). Embodied Carbon studies will be undertaken at key design stages.

### **Health and well being**

- In the town centre, movement will be transformed to rival places across the UK and Europe, revitalising the relationship with the town's cultural and heritage offer, creating new places that are connected by a well-designed, accessible and active streets for all users. The aim is that this will positively influence people's mental and physical wellbeing, as well as increasing land values, improving air quality and responding to the climate emergency.

## **Guidance Notes**

### **Legal Context**

It is a legal requirement for local authorities to assess the equality and human rights impact of changes proposed or made to services. It is up to us as an authority to decide what form our equality impact assessment may take. By way of illustration, some local authorities focus more overtly upon human rights; some include safeguarding. It is about what is considered to be needed in a local authority's area, in line with local factors such as demography and strategic objectives as well as with the national legislative imperatives.

Carrying out these impact assessments helps us as a public authority to ensure that, as far as possible, we are taking actions to meet the general equality duty placed on us by the Equality Act 2010, and to thus demonstrate that the three equality aims are integral to our decision making processes.

These are: eliminating discrimination, harassment and victimisation; advancing equality of opportunity; and fostering good relations.

These screening assessments for any proposed service change go to Cabinet as part of the committee report, or occasionally direct to Full Council, unless they are ones to do with Licensing, in which case they go to Strategic Licensing Committee.

Service areas would ordinarily carry out a screening assessment, or Part One equality impact assessment. This enables energies to be focussed on review and monitoring and ongoing evidence collection about the positive or negative impacts of a service change upon groupings in the community, and for any adjustments to be considered and made accordingly.

These screening assessments are recommended to be undertaken at timely points in the development and implementation of the proposed service change.

For example, an ESHIA would be a recommended course of action before a consultation. This would draw upon the evidence available at that time, and identify the target audiences, and assess at that initial stage what the likely impact of the service change could be across the Protected Characteristic groupings and our tenth category of Social Inclusion. This ESHIA would set out intended actions to engage with the groupings, particularly those who are historically less likely to engage in public consultation e.g., young people, as otherwise we would not know their specific needs.

A second ESHIA would then be carried out after the consultation, to say what the feedback was, to set out changes proposed as a result of the feedback, and to say where responses were low and what the plans are to engage with groupings who did not really respond. This ESHIA would also draw more upon actions to review impacts in order to mitigate the negative and accentuate the positive. Examples of this approach include the Great Outdoors Strategy, and the Economic Growth Strategy 2017-2021

Meeting our Public Sector Equality Duty through carrying out these ESHIAs is very much about using them as an opportunity to demonstrate ongoing

engagement across groupings and to thus visibly show we are taking what is called due regard of the needs of people in protected characteristic groupings

If the screening indicates that there are likely to be significant negative impacts for groupings within the community, the service area would need to carry out a full report, or Part Two assessment. This will enable more evidence to be collected that will help the service area to reach an informed opinion.

In practice, Part Two or Full Screening Assessments have only been recommended twice since 2014, as the ongoing mitigation of negative equality impacts should serve to keep them below the threshold for triggering a Full Screening Assessment. The expectation is that Full Screening Assessments in regard to Health Impacts may occasionally need to be undertaken, but this would be very much the exception rather than the rule.

### **1. Council Wide and Service Area Policy and Practice on Equality, Social Inclusion and Health**

This involves taking an equality and social inclusion approach in planning changes to services, policies, or procedures, including those that may be required by Government.

The decisions that you make when you are planning a service change need to be recorded, to demonstrate that you have thought about the possible equality impacts on communities and to show openness and transparency in your decision-making processes.

This is where Equality, Social Inclusion and Health Impact Assessments (ESHIA) come in. Where you carry out an ESHIA in your service area, this provides an opportunity to show:

- What evidence you have drawn upon to help you to recommend a strategy or policy or a course of action to Cabinet.
- What target groups and audiences you have worked with to date.
- What actions you will take in order to mitigate any likely negative impact upon a group or groupings, and enhance any positive effects for a group or groupings; and
- What actions you are planning to review the impact of your planned service change.

The formal template is there not only to help the service area but also to act as a stand-alone for a member of the public to read. The approach helps to identify whether or not any new or significant changes to services, including policies, procedures, functions, or projects, may have an adverse impact on a particular group of people, and whether the human rights of individuals may be affected.

This assessment encompasses consideration of social inclusion. This is so that we are thinking as carefully and completely as possible about all Shropshire groups and communities, including people in rural areas and people or households that we may describe as vulnerable.

Examples could be households on low incomes or people for whom there are safeguarding concerns, as well as people in what are described as the nine 'protected characteristics' of groups of people in our population, e.g., Age. Another specific vulnerable grouping is veterans and serving members of the Armed Forces, who face particular challenges with regard to access to Health, to Education, and to Housing.

We demonstrate equal treatment to people who are in these groups and to people who are not, through having what is termed 'due regard' to their needs and views when developing and implementing policy and strategy and when commissioning, procuring, arranging, or delivering services.

When you are not carrying out an ESHIA, you still need to demonstrate and record that you have considered equality in your decision-making processes. It is up to you what format you choose.-You could use a checklist, an explanatory note, or a document setting out our expectations of standards of behaviour, for contractors to read and sign. It may well not be something that is in the public domain like an ESHIA, but you should still be ready for it to be made available.

**Both the approaches sit with a manager, and the manager has to make the call, and record the decision made on behalf of the Council. Help and guidance is also available via the Commissioning Support Team, either for data, or for policy advice from the Ruralty and Equalities Specialist. Here are some examples to get you thinking.**

*Carry out an ESHIA:*

- If you are building or reconfiguring a building.
- If you are planning to reduce or remove a service.
- If you are consulting on a policy or a strategy.
- If you are bringing in a change to a process or procedure that involves other stakeholders and the wider community as well as particular groupings

For example, there may be a planned change to a leisure facility. This gives you the chance to look at things like flexible changing room provision, which will maximise positive impacts for everyone. A specific grouping that would benefit would be people undergoing gender reassignment

*Carry out an equality and social inclusion approach:*

- If you are setting out how you expect a contractor to behave with regard to equality, where you are commissioning a service or product from them.
- If you are setting out the standards of behaviour that we expect from people who work with vulnerable groupings, such as taxi drivers that we license.
- If you are planning consultation and engagement activity, where we need to collect equality data in ways that will be proportionate and non-intrusive as well as meaningful for the purposes of the consultation itself.

- If you are looking at services provided by others that help the community, where we need to demonstrate a community leadership approach

For example, you may be involved in commissioning a production to tour schools or appear at a local venue, whether a community hall or somewhere like Theatre Severn. The production company should be made aware of our equality policies and our expectation that they will seek to avoid promotion of potentially negative stereotypes. Specific groupings that could be affected include: Disability, Race, Religion and Belief, and Sexual Orientation. There is positive impact to be gained from positive portrayals and use of appropriate and respectful language regarding these groupings in particular.

## **2. Council wide and service area policy and practice on health and wellbeing**

This is a relatively new area to record within our overall assessments of impacts, for individual and for communities, and as such we are asking service area leads to consider health and wellbeing impacts, much as they have been doing during 2020-2021, and to look at these in the context of direct and indirect impacts for individuals and for communities. A better understanding across the Council of these impacts will also better enable the Public Health colleagues to prioritise activities to reduce health inequalities in ways that are evidence based and that link effectively with equality impact considerations and climate change mitigation.

### **Health in All Policies – Health Impact Assessment**

Health in All Policies is an upstream approach for health and wellbeing promotion and prevention, and to reduce health inequalities. The Health Impact Assessment (HIA) is the supporting mechanism

- Health Impact Assessment (HIA) is the technical name for a common-sense idea. It is a process that considers the wider effects of local policies, strategies and initiatives and how they, in turn, may affect people's health and wellbeing.
- Health Impact Assessment is a means of assessing both the positive and negative health impacts of a policy. It is also a means of developing good evidence-based policy and strategy using a structured process to review the impact.
- A Health Impact Assessment seeks to determine how to maximise health benefits and reduce health inequalities. It identifies any unintended health consequences. These consequences may support policy and strategy or may lead to suggestions for improvements.
- An agreed framework will set out a clear pathway through which a policy or strategy can be assessed and impacts with outcomes identified. It also sets out the support mechanisms for maximising health benefits.

The embedding of a Health in All Policies approach will support Shropshire Council through evidence-based practice and a whole systems approach, in achieving our corporate and partnership strategic priorities. This will assist

the Council and partners in promoting, enabling and sustaining the health and wellbeing of individuals and communities whilst reducing health inequalities.

### **Individuals**

#### **Will the proposal have a *direct impact* on health, mental health and wellbeing?**

For example, would it cause ill health, affecting social inclusion, independence and participation?

Will the proposal directly affect an individual's ability to improve their own health and wellbeing?

This could include the following: their ability to be physically active e.g., being able to use a cycle route; to access food more easily; to change lifestyle in ways that are of positive impact for their health.

An example of this could be that you may be involved in proposals for the establishment of safer walking and cycling routes (e.g., green highways), and changes to public transport that could encourage people away from car usage. and increase the number of journeys that they make on public transport, by foot or on bicycle or scooter. This could improve lives.

#### **Will the proposal *indirectly impact* an individual's ability to improve their own health and wellbeing?**

This could include the following: their ability to access local facilities e.g., to access food more easily, or to access a means of mobility to local services and amenities? (e.g., change to bus route)

Similarly, to the above, an example of this could be that you may be involved in proposals for the establishment of safer walking and cycling routes (e.g. pedestrianisation of town centres), and changes to public transport that could encourage people away from car usage, and increase the number of journeys that they make on public transport, by foot or on bicycle or scooter. This could improve their health and well-being.

### **Communities**

Will the proposal directly or indirectly affect the physical health, mental health, and wellbeing of the wider community?

A *direct impact* could include either the causing of ill health, affecting social inclusion, independence and participation, or the promotion of better health.

An example of this could be that safer walking and cycling routes could help the wider community, as more people across groupings may be encouraged to walk more, and as there will be reductions in emission leading to better air quality.

An *indirect impact* could mean that a service change could indirectly affect living and working conditions and therefore the health and well being of the wider community.

An example of this could be: an increase in the availability of warm homes would improve the quality of the housing offer in Shropshire and reduce the costs for households of having a warm home in Shropshire. Often a health

promoting approach also supports our agenda to reduce the level of Carbon Dioxide emissions and to reduce the impact of climate change.

Please record whether at this stage you consider the proposed service change to have a direct or an indirect impact upon communities.

### **Demand**

#### **Will there be a change in demand for or access to health, local authority and social care services?**

For example: Primary Care, Hospital Care, Community Services, Mental Health and Social Services?

An example of this could be: a new housing development in an area would affect demand for primary care and local authority facilities and services in that location and surrounding areas. If the housing development does not factor in consideration of availability of green space and safety within the public realm, further down the line there could be an increased demand upon health and social care services as a result of the lack of opportunities for physical recreation, and reluctance of some groupings to venture outside if they do not perceive it to be safe.

***For further information on the use of ESHIAs: please contact your head of service or contact Mrs Lois Dale, Rurality and Equalities Specialist and Council policy support on equality, via telephone 01743 258528, or email [lois.dale@shropshire.gov.uk](mailto:lois.dale@shropshire.gov.uk).***

***For further guidance on public health policy considerations: please contact Amanda Cheeseman Development Officer in Public Health, via telephone 01743 253164 or email***

***[amanda.cheeseman@shropshire.gov.uk](mailto:amanda.cheeseman@shropshire.gov.uk)***

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