



Council
21 March 2024

Item

Public



Shrewsbury Town Centre Regeneration: Smithfield Riverside Phase One Development Activities

| | | | |
|--|--|------|--------------|
| Responsible Officer: | Mark Barrow | | |
| email: | Mark.barrow@shropshire.gov.uk | Tel: | 01743 258919 |
| Cabinet Member (Portfolio Holder): | Cllr Ian Nellins Climate Change, Environment and Transport Cllr Mark Jones Economic Growth and Regeneration Cllr Dean Carroll Housing and Assets | | |

1. Synopsis

To seek approval to the proposed development activities for the Smithfield Riverside Phase One regeneration programme, including approval to progress capital projects, to meet the obligations of the Levelling Up Fund (LUF) Round 2 grant for Shrewsbury, awarded January 2023.

2. Executive Summary

- 2.1. The Shrewsbury Town Centre Redevelopment (STCR) Programme continues to be an ambitious regeneration initiative, supporting many of the strategic objectives of the Shropshire Plan. Notably, it supports a Healthy Economy, promoting the County town ‘as a safe, strong and vibrant destination to visit and invest’; Healthy Environment and Organisation through the potential for low carbon development, mitigating climate change, increasing flood resilience, whilst reducing the Council’s operational carbon footprint and providing greenspace in our public realm. These objectives are reinforced by the Economic Growth Strategy, Shrewsbury Place Plan and Big Town Plan Vision and informed by the emerging Movement and Public Realm Strategy.
- 2.2. The initial phase of the STCR programme continues to proceed at pace and the Cabinet report of 18 October 2023, titled *Shrewsbury Town Centre Regeneration: Smithfield Riverside Phase One*, secured approval to ‘consult on the emerging masterplan and submit an initial planning application to demolish the former Riverside shopping centre

and construct parkland and meanwhile greenspace, amended to align to the LUF2 Grant award'.

- 2.3. The outcomes of this consultation, including those informed by focussed engagement with key stakeholders such as the Environment Agency and Historic England, have supported the submission of the planning application referenced above. This application was submitted on 20 December 2023, and at Northern Planning committee on 5 March 2024 there was a resolution to grant planning permission, subject to conditions.
- 2.4. The Cabinet report of 18 March 2023 included delegated responsibility to the Executive Director of Place, in consultation with the Section 151 Officer and the Portfolio Holders for Climate Change, Environment and Transport, Economic Growth and Regeneration and Housing and Assets, to:
 - 2.4.1. finalise the masterplan for the wider Smithfield Riverside redevelopment area following the outcomes of the stakeholder engagement and public consultation programme, and for inclusion in a further report for final approval by Council.
 - 2.4.2. finalise planning strategy for future phases of development for the Shrewsbury Town Centre Redevelopment Programme: Smithfield Riverside Phase One, following the outcomes of the stakeholder engagement and public consultation programme, and for inclusion in a further report for final approval by Council.
- 2.5. The Cabinet report of the 18 October 2023 recommended to Council to progress the works associated with the LUF2 grant award for *Smithfield Riverside* (Project 1) as a capital project; this report fulfils that recommendation.
- 2.6. This report also seeks approval to progress the works associated with the LUF2 grant award for Transforming Movement and Public Spaces in Shrewsbury (Project 2) as a capital project.
- 2.7. The masterplanning review and the proposed planning strategy referred to above, have also identified the need to progress potential opportunities and assess the requirements and demands for a new cinema in the Smithfield Riverside area (complementary to existing provision in/around the town) and to undertake soft market testing with hotel operators/ developers. This report seeks approval to progress the associated negotiations and engagement activities, necessary to assess these needs. It is proposed these will be led by Development Manager, Rivington Hark, already commissioned to support the Smithfield Riverside project.

3. Recommendations

- 3.1. With reference to the recommendations of the Cabinet report of 18 October 2023 titled Shrewsbury Town Centre Regeneration: Smithfield Riverside Phase One and subsequently informed by the outcomes of the stakeholder engagement and public consultation programme October - November 2023 (as summarised appendix A):
 - 3.1.1. Approve the masterplan for the wider Smithfield Riverside redevelopment area (appendix B), as explained in more detail at paragraph 2.4.1 above.
 - 3.1.2. Approve the planning strategy for future phases of development for the Shrewsbury Town Centre Redevelopment Programme: Smithfield Riverside Phase One (appendix C), as explained in more detail at paragraph 2.4.2 above.
 - 3.1.3. Progress the demolition of the former Riverside shopping centre and enabling works and the construction of the linear park to Roushill and associated temporary greenspace, as a capital project to completion, within the Levelling Up Fund grant award titled Smithfield Riverside Redevelopment Programme (Project 1) of £14.85m, (appendix D) as explained in more detail at paragraph 2.5 above.

- 3.1.4. Approve the reprofiling of currently approved funding streams, as summarised in section 5 of this report.

With reference to the recommendations of the Cabinet report of 19 April 2023 titled *Levelling Up Fund Award for Shrewsbury*, subsequently informed by the outcomes of the public consultation exercise (8 February – 5 March 2024, appendix E):

- 3.1.5. Progress the construction of the highway improvements to the gyratory adjacent to Shrewsbury rail station, and the active travel improvements, as a capital project, all within the Levelling Up Fund grant award titled *Transforming Movement and Public Spaces in Shrewsbury* (Project 2) of £3.852m, as explained in more detail at paragraph 7.12 below.
- 3.2. Delegate responsibility to the Executive Director of Place, in consultation with the Section 151 Officer and the Portfolio Holders for Climate Change, Environment and Transport, Economic Growth and Regeneration and Housing and Assets, to:
- 3.2.1. progress the capital projects (items 3.1.3 and 3.2.1 above), to include, but not limited to, completion of contract documentation, receipt/ acceptance of tenders and contract management to completion on-site.
- 3.2.2. enter negotiations with cinema operators, hospitality, food and beverage providers and potential commercial tenants, relevant to opportunities within the development sites of the former Pride Hill and Riverside shopping centres. Such negotiations to include receipt of offers, agree Heads of Terms and prepare lease arrangements, undertaking all due diligence as required. All as potential opportunities identified in the masterplanning process (item 3.1.1 above). The outcomes of the negotiations will be included in a further report for approval by Cabinet and Council.

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 and continue to be appraised and updated in the context of the masterplan and planning strategy (recommended for approval in this report), for the Phase 1 of the Redevelopment Programme. The significant opportunity to produce an exemplar regeneration scheme, which is both sympathetic and of an appropriate mix and density of uses to drive transformation in the town centre, remains a key driver, aspiration and rationale for the Smithfield Riverside redevelopment. As part of the opportunity/risk analysis key Council/stakeholder representatives have been identified to enable the opportunities to be realised, together with the management of associated risks.
- 4.3. The detailed risk register (aligned to RIBA¹ workstages) continues to be updated monthly, both by Shropshire Council officers (client-side) and by the external consultancy delivery team, coordinated by the appointed development managers, Rivington Hark. The key risks with mitigations associated with activities relating to this report are as the Cabinet report of the 18 October 2023, updated as follows:

¹ 1 Royal Institute of British Architects Plan of Work

| <i>Risk</i> | <i>Mitigation</i> |
|--|---|
| The proposed masterplan fails to remain relevant and accommodate changes in market conditions/ appetite. | The masterplanning process continues to test scenarios for development, necessary to ensure it remains flexible to respond to changes in the market conditions and therefore the mix, sequencing and phasing of development. This also ensures early phases of development are appropriate and resilient to potential changes, and do not prejudice later phases. Similarly, the planning strategy reflects/ manages this flexibility using outline planning applications ahead of more detailed applications and completion of due diligence. Furthermore, the masterplanning process will be informed by the Economic Impact Assessment (EIA) and other appraisals. |
| The planning strategy is delayed and/or fails to secure planning permissions to proposed sequence/ timescales | Dedicated and highly experienced external advisors continue engagement with the Local Planning Authority (LPA) via Planning Performance Agreement (PPA), Local Highway Authority (LHA), as well as directly with statutory/non-statutory consultees (i.e., Environment Agency, Historic England). Continue extensive stakeholder programme ahead of planning applications compiled/ submitted. Smithfield Riverside also subject to Design Review Panel assessment at key milestones. |
| Failure to secure approval to proceed with LUF funded capital projects and risk to grant award; requirement to spend by March 2025. | Negotiations underway with DLUHC Case Officer regarding timescales and commitment. Project Adjustment Request (PAR) to be submitted to request extension of time to deliver elements beyond March 2025 deadline. This report seeks approval to proceed with LUF2 initiatives as Capital Projects to achieve proposed delivery milestones. |
| Negotiations with cinema operators is delayed/ fails to secure market interest, undermining future business cases for the development. | The Council's appointed Development Manager has received indication of demand from the market, and for facilities complementary to those already available in Shrewsbury. Should the market appraisal be delayed or shown not to secure an appropriate operator/tenant, the masterplan plan allows for alternative approaches/options within the wider development programme. |
| Soft market testing fails to identify interest in delivering hotels/ hospitality within the development area. | Low risk due to current interest in place. Data suggests an under-provision of hotels (quantity and mix) in the locality. |
| Cost of capital projects exceed approved budget estimates/grants | Dedicated, independent cost consultants and Development Managers are appointed on all projects to ensure benchmarking/value for money assurance. Cost and revenues are under constant review. |
| Public opposition to the scheme | Dedicated communications and engagement agency appointed to ensure the proposed development programme is clearly presented to all stakeholders and the public, and available via media channels, as well as in person displays/meetings. The associated activities will take place prior to planning applications being determined. |

- 4.4. An initial Stage One Equality, Social Inclusion and Health Impact Assessment (ESHIA) has been carried out, drawing upon related ESHIAs including the screening carried out for the draft Shrewsbury Movement and Public Space Strategy. Positive impacts would be intended for a variety of intersecting Protected Characteristic groupings as defined by the Equality Act 2010 (Age, Disability, Pregnancy and Maternity, Sex) as the development provides a unique opportunity to repair/ stitch together and transform this part of the town centre and positively change perceptions of the area.
- 4.5. Given the recognised intersectionality across the nine Protected Characteristic groupings as set out in the Equality Act 2010 above, there will be a predicted positive impact for individuals and households across groupings, particularly in the groupings of Age and Disability. For example, young people who have been engaged with the consultation activity to date have contributed to the design of Roushill Park and the overall masterplan to ensure it incorporates interventions that can positively impact their lives.
- 4.6. The involvement of Accessibility Groups has ensured that consideration has been given to residents and visitors to the town who may have a range of disabilities, whether physical, sensory or in terms of neurodiverse conditions. Specifically, the entry point from Frankwell Bridge into the site will be fully compliant with legislation to address disability discrimination, empowering individuals to feel confident walking through and utilising this area creating a much more pleasant environment for all to enjoy. It is also important that any wayfinding implemented across the town is multi-sensory, enabling neurodiverse individuals to be able to experience the town in a safe and accessible manner. Similarly, older people who may be frailer due to associated physical disability have been considered through involvement with Age UK and may also feel more confident venturing out, therefore mitigating against loneliness as well as improved physical wellbeing.
- 4.7. 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 demographics. Overall, there will therefore be positive equality impacts anticipated across local communities and groupings within, as the Masterplan sets out to support creation of a vibrant, safe and inclusive town centre. Key elements of the design of Smithfield Riverside have evolved to maximise health and wellbeing considerations, and as such will have a positive impact.
- 4.8. Additionally, the social value outputs of the phase 1 development activities will be tracked and monitored. For instance, there will be on-going engagement with Shrewsbury Colleges Group (SCG) to potentially offer young people work placements and enable age-specific engagement with this hard-to-reach group. Considerable efforts have been put into establishing and developing the relationship between Smithfield Riverside and SCG to ensure positive impacts are made for this Protected Characteristic grouping, and relationships with Age UK and Shropshire Accessibility Groups will remain in place.
- 4.9. Further engagement 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.
- 4.10. The Park will be an exciting new space for the town centre, a symbol of urban regeneration and demonstration of the importance of greenspace as a crucial part of making towns more resilient to climate change and improving health outcome.
- 4.11. Further details relating to the ESHIA are contained within appendix F.

5. Financial Implications

- 5.1. A report to Council on 21st September 2023 titled *Capital Investment Programme and Mid-Year Review of the Capital Strategy (2022/23 - 2027/28)* included total development funding of £5.523m for the Smithfield Riverside Redevelopment Programme Phase One. Specifically, for the proposed demolition of the former Riverside shopping centre and construction of a multi-agency hub/ commercial office development with public open space/park (at £3.146m) and for the partial demolition of the former Pride Hill shopping centre and leisure-led redevelopment (at £2.377m). This development funding is comprised of cash match funding financed from borrowing.
- 5.2. Development appraisals, undertaken by the Council's appointed Development Manager, Rivington Hark, in consultation with Council officers and the subject of a Project Adjustment Request (PAR) submitted to DLUHC, has identified two distinct sub-projects within the scope of works to be funded by the LUF Round 2 grant award. These are:
- demolition of the former Riverside shopping centre (at £3.357m capital works cost); and,
 - construction of the linear park to Roushill and enabling works to the remainder of the site, necessary to facilitate future developments, including the proposed multi-agency hub/ commercial office (£16.108m capital works cost).
- 5.3. As a consequence of the above, it is recommended to reprofile the current funding allocations whilst remaining within existing budget approvals. Previous allocations included £1.431m to specifically progress the multi-agency hub scheme to detailed design/full planning (RIBA 3); it is now proposed to utilise this allocation to secure outline planning consent for the wider site of the former Riverside shopping centre, incorporating the proposed multi-agency hub/ commercial office development, and the design and construction of Roushill Park. Furthermore, it is now possible to fund the £0.428m match funding requirement for the LUF Round 2 Project 2 (Transforming Movement & Public Spaces in Shrewsbury) with uncommitted Government grant. Utilisation of Government grant has been realised through the day-to-day management of constraints and risks associated with the design and delivery of schemes within the Integrated Transport Programme (ITP) and eligibility of the grant for use against wider Council priorities.
- 5.4. A summary of the proposed funding allocations is as follows:

| Assumed Funding Source | Current Council Approved Funding | | | Smithfield Riverside Redevelopment Programme | | Transforming Movement & Public Spaces | Total Levelling Up Fund Round 2 Schemes | Pride Hill | Total Council Approved Funding |
|---|----------------------------------|----------------------------|--------------|--|--|---------------------------------------|---|--------------|--------------------------------|
| | Pride Hill | Riverside Multi Agency Hub | Total | Riverside Demolition | Roushill Park & Riverside Enabling Works | | | | |
| | £ '000s | £ '000s | £ '000s | £ '000s | £ '000s | | | | |
| Borrowing | 1,580 | 1,715 | 3,295 | | 1,715 | | 1,715 | 1,580 | 3,295 |
| Asset Contribution (Council Owned Land) | | | | | 1,250 | | 1,250 | | 1,250 |
| Levelling Up Fund (LUF) Round 2 Grant | | | | 3,021 | 11,829 | 3,851 | 18,701 | | 18,701 |
| Borrowing | 797 | 1,431 | 2,228 | 336 | 1,095 | | 1,431 | 797 | 2,228 |
| Borrowing | | | | | 219 | | 219 | | 219 |
| Government Grant | | | | | | 428 | 428 | | 428 |
| Total Funding | 2,377 | 3,146 | 5,523 | 3,357 | 16,108 | 4,279 | 23,744 | 2,377 | 26,121 |

5.5. This proposed repurposing of the approved funding allocations will facilitate delivery of the LUF Round 2 projects and provide an outline planning consent for the site of the former Riverside shopping centre including the multi-agency hub and further development plots designated within the masterplan.

6. Climate Change Appraisal

- 6.1. The outline business case (Council report February 2022) has previously stated the aspiration to demonstrate leadership in the delivery of low carbon, sustainable development in Shrewsbury. Consequently, the proposed brownfield development of the wider Smithfield Riverside will provide significant opportunity to create new developments that will be energy/fuel efficient, both by supply of renewable sources and in operation, minimising the need for carbon offsetting and mitigation.
- 6.2. Carbon performance and climate mitigation measures have been included as an integral part of the project from the early stages of the design process. Carbon performance will be quantified, monitored and reported as the project proceeds.
- 6.3. The proposed demolition and enabling works which fall within the scope of this report will aim to retain and reuse of materials arising from the site's clearance. The construction of the proposed park will directly contribute to climate change adaptation through both surface management and flood water attenuation, including Sustainable Urban Drainage solutions.

7. Background

- 7.1. The Cabinet report of 18 October 2023 sought approval to consult on the emerging masterplan for phase one of the Smithfield Riverside redevelopment, and to concurrently submit an initial planning application to demolish the former Riverside shopping centre and to construct parkland, necessary to meet the Council's obligations under the LUF grant award.
- 7.2. As context to these approvals, the report summarised revisions to the masterplan, following a detailed review by the appointed specialist delivery team, led by development managers, Rivington Hark. These revisions included, but not exclusively, the following:
- inclusion of the linear park to Roushill linking the Riverside to Pride Hill and the River Severn, whilst contributing to flood adaptation;
 - raising of the development site to ensure flood resilience, potentially create undercroft parking, and improve connectivity of the site to both Pride Hill and Frankwell; and,
 - to assess the retention/improvement of parking at the site of the Raven Meadows multi-story car park to sustain/improve footfall to the Darwin Centre.
- 7.3. The masterplan review was also informed by a sequencing and phasing strategy, necessary to ensure an efficient programme of delivery that also meets the grant obligations and timescales required of the Getting Building Fund (GBF) for Pride Hill and the LUF grant award for Riverside. In summary, the sequence and phasing for the Phase One developments include:
- Phase 1a – demolition of the former Riverside shopping centre, ground remediation, enabling works and the creation of the park to Roushill.
 - Phase 1b – Partial demolition of the former Pride Hill shopping centre and construction of leisure led mixed-use redevelopment, including cinema and food and beverage.
 - Phase 1C – Construction of commercial office (including multi-agency hub) to the site of the former Riverside shopping centre site.
 - Phase 1d – refurbishment/reconstruction of the Raven Meadows multi-storey car park (subject to further detailed technical assessments).
- 7.4. The finalised masterplan, summarised in appendix B, reflects the outcomes of the initial stage of public consultation, which commenced on 18 October 2023, concluding 15 November 2023; an overview of its approach and outcomes is summarised in appendix A. Whilst the masterplan [and planning strategy summarised below] provides a robust framework within which to bring forward development, it does allow for flexibility (for example in the mix of uses, sequencing and phasing), to ensure it can respond to, and be resilient to changes in market conditions and appetite. This report seeks approval to this masterplan as a vehicle to bring forward the proposed development; this approval is sought in the context of the Council as developer/landowner and not as planning policy.

Planning Strategy, Stakeholder Engagement and Public Consultation

- 7.5. The Cabinet report of the 18 October also sets out a planning strategy that will continue to be informed and supported by the outcomes of the wider focussed programme of engagement and consultation events at four key stage milestones (appendix C). This strategy aligns to the masterplan and proposes a series of planning applications for the various plots within the Phase One development area.
- 7.6. The initial stage of consultation (as section 7.4 above) has informed the final scope of the full planning application to demolish the former Riverside shopping centre and associated

works as Phase 1a above. This application is referenced within the proposed planning strategy, and following approval at the above Cabinet, it was submitted 20 December 2023 and has subsequently been approved (resolution to grant) on 5 March 2024.

- 7.7. This report seeks approval to the continued development of the planning strategy as referenced above, within which it is proposed to submit the second, outline planning application for the construction of developments on the site of the former Riverside shopping centre. As an outline application it will set out an indicative mix of uses (currently commercial office, hotel/hospitality, residential) with physical, volumetric parameters/ requirements (building heights, massing, orientation, etc.) within which future buildings must 'fit'. This application will be informed by the ongoing stakeholder engagement and public consultation, specifically the formal public events and activities between 15 February and 5 March 2024. Online consultation is available at www.smithfieldriverside.com

Capital Projects: Levelling Up Fund Award for Shrewsbury (LUF Round 2)

- 7.8. The Cabinet report of 19 April 2023 approved the acceptance of the grant award from the Department for Levelling Up, Homes and Communities (DLUHC) Levelling Up Fund Round 2 (LUF2) for Shrewsbury. The total grant award of £18.7m, is supporting the following projects:

- Smithfield Riverside Redevelopment Programme (Project 1 - £14.85m)
- Transforming Movement and Public Spaces in Shrewsbury (Project 2 - £3.852m).

- 7.9. Subsequently, the Cabinet report of 18 October 2023 agreed to recommend to Council the progressing of Project 1 above, as a capital project, and all as recommendation 3.1.3 of this report. The rationale for the scope of works submitted in the bid to DLUHC clearly demonstrated how the grant will advance demolition, enabling and environmental works, ahead of the construction of new developments within the Smithfield Riverside Phase One Development, as now articulated in the finalised masterplan.

- 7.10. In summary, LUF Project 1 above (as appendix D) will:

- Secure planning consent and associated statutory approvals for the demolition of the former Riverside shopping centre and delivery of the park, including physical enabling works (ground remediation, services and utilities, etc.).
- Procure specialist contractor to demolish the former Riverside shopping centre, undertake enabling works and remediate the site, in readiness for bringing forward future development plots.
- Procure a contractor to construct the linear park to Roushill with temporary landscape treatments/ open space to the remainder of the cleared site, pending future developments.

- 7.11. These LUF Project 1 activities can facilitate, and be supplemented by:

- Securing of a subsequent outline planning consent, with indicative mix of uses, for three development plots (accommodating 3-5 buildings) on the demolished site above, including office, residential and hotel uses, totalling approx. c28 580 m² (gross internal area -GIA) of new accommodation (planning strategy application 2)
- Progress design activities necessary secure planning consent for multi-agency hub/ commercial office development (planning strategy application 4).

- Full business case (FBC) for the multi-agency hub/ commercial office development, including all development/ construction costs including professional fees and statutory charges associated with all the above.

7.12. Further to recommendation 3.4 of the Cabinet report 19 April 2023, this report also seeks approval to progress Project 2 (Transforming Movement and Public Spaces in Shrewsbury) as a capital project, all as recommendation 3.2.1 of this report, following the completion of design development and preparation activities. The scope of these works has also been informed by the focussed public consultation in the town centre and online at <https://shrewsburystationgyratory.commonplace.is>, from 8 February till 5 March 2024 (extracts in appendix E).

7.13. In summary, LUF Project 2 above (as appendix E) will deliver: highway and associated public realm improvements to the gyratory adjacent Shrewsbury rail station, and implement active travel (e.g., walking and cycling routes) to Castle Street and within the vicinity of the New Park Road. Specifically, these works will provide:

- 2.3km improved walking/cycle routes
- 20% increase in active travel trips.
- Improved air quality leading to 21% reduction in NO².

Market Appraisals

7.14. The Smithfield Riverside programme continues to proceed at pace and is attracting interest from regional and national developers and investors. The masterplanning process has identified potential development plots that could accommodate various uses, including cinema operators and hotels.

7.15. The Council's appointed Development Manager, Rivington Hark, has been approached by cinema operators who are interested in providing a facility in the Smithfield Riverside Phase One development, as proposed in the masterplan and complementary to existing provision in and around the town centre. This report seeks approval, with the appropriate delegations, to formally engage with the cinema market to assess market appetite, identify and procure potential operator(s), scope their needs and requirements and undertake the due diligence, necessary to make recommendations for inclusion in a future report to Cabinet/Council.

7.16. Subject to the above engagement demonstrating a strong and appropriate need for a cinema within the Smithfield Riverside Phase One development, this approach will directly inform the detailed design of such a facility, currently indicated on the site of the former Pride Hill shopping centre. It is envisaged that the cinema engagement exercise will be completed in Spring 2024, at which point the design of the facility, and the wider Pride Hill site, can proceed to application of detailed planning consent as the revised planning strategy (appendix C).

7.17. The costs relating to this activity are estimated at c£47k and are forecast within the development funding allocated to this project, as summarised in section 5 of this report above.

7.18. Similarly, there has been strong interest and approaches to Rivington Hark from hotel operators/ developers looking for opportunities on Smithfield Riverside, again as articulated in the masterplan. This report acknowledges that this associated soft market engagement is to commence and the outcomes subject to a future report to Cabinet/Council.

List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)

Cabinet report Shrewsbury Town Centre Regeneration: Smithfield Riverside Phase One – 18 October 2023.

Council report Levelling Up Fund Award for Shrewsbury – 19 April 2023.

Council report Shrewsbury Town Centre Redevelopment Programme Phase One – 24 February 2022.

Local Member: Cllr Nat Green

Consultation with Local Member – Please consider the Local Member Protocol (see page E60 onwards of part 5 of the Constitution) and determine whether it is necessary to consult with the local member over the proposal set out in this report. This may not always be applicable (e.g., where the proposal affects all of Shropshire) but it should always be a consideration and in some cases a necessity so as to comply with the spirit of the Protocol.

Appendices

Appendix A: Smithfield Riverside Consultation Overview October – November 2023

Appendix B: Smithfield Riverside Masterplan Summary

Appendix C: Smithfield Riverside Phase One: Planning Strategy

Appendix D: Levelling Up Fund Grant Award, Project 1 - Smithfield Riverside Redevelopment Programme: Capital Project Scope and Summary of Works

Appendix E: Levelling Up Fund Grant Award, Project 2 – Transforming Movement and Public Spaces in Shrewsbury: Capital Project Scope and Summary of Works

Appendix F: Equality, Social Inclusion and Health Impact Assessment (ESHIA) Stage One Screening Record 2024 (appended report)

Appendix A: Smithfield Riverside Consultation Overview October – November 2023

(Further information available at www.smithfieldriverside.com).

CONSULTATION OVERVIEW

Between 18 October and 15 November 2023, Shropshire Council and the Smithfield Riverside project team consulted with residents, businesses, and organisations across the county to gather feedback on our plans for Smithfield Riverside, including a new park on Roushill.



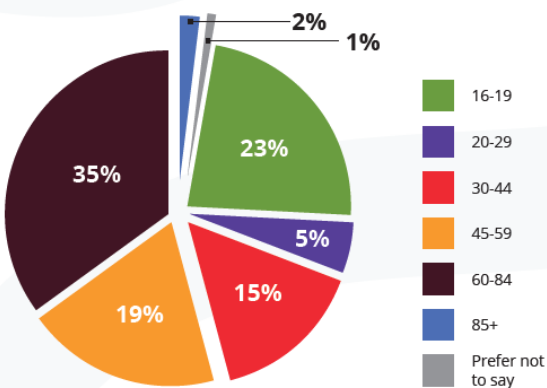
Over the course of the consultation we:

- Spoke to over **500** people from all across Shropshire
- Hosted **8** events
- Received **429** written responses
- Had more than **14,000** visitors to the Smithfield Riverside website

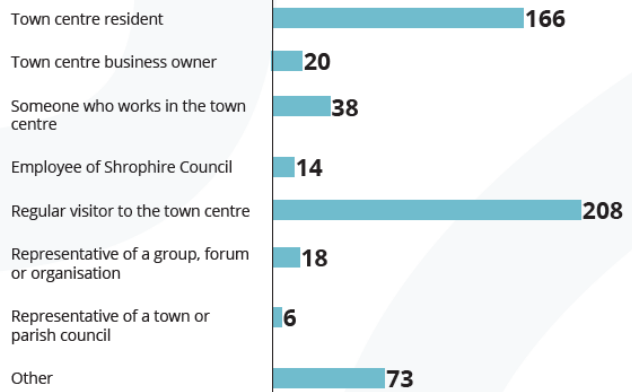
Who did we speak to?

Most people we spoke to either lived in Shrewsbury or were regular visitors to the town. We heard from people across different age groups, genders, and ethnicities to gather a sample that represents the different demographics in Shropshire.

What age group are you?*



How are you responding to this questionnaire

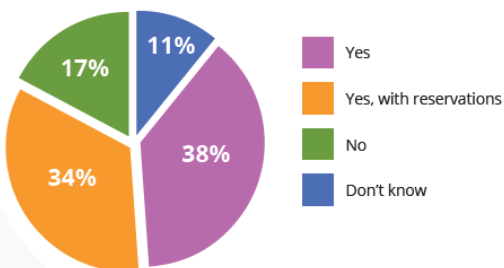


* of 387 people who answered this question

What did people think of the plans?

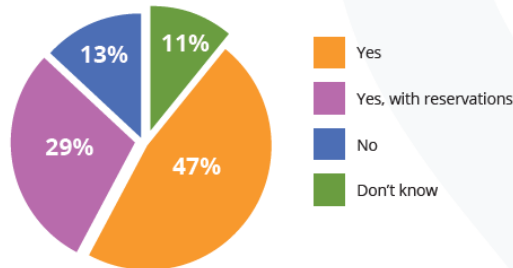
Most people we heard from were supportive of our plans, particularly for a new park on Roushill. Lots of people also had suggestions on how we could improve the scheme.

Based on what you've seen so far, do you support our vision for Smithfield Riverside?*



* of 389 people who answered this question

Based on what you've seen so far, do you support our plans for Roushill Park?***



*** of 378 people who answered this question

How have we responded to your feedback?

The feedback we received helped us to develop the plans for Roushill Park further, and ensure it meets the needs of Shropshire residents. Some specific changes we've made to the park's design, based on your feedback, are:

- + Many people had concerns about damage to the park from flooding, so we're using solid sculptural play features rather than traditional children's play equipment, with a design that will tie-in closely with the geology and archaeology of the site. This will also make the play equipment sturdier, and easier to clean up after flooding.
- + Climbing boulders have been incorporated into the park design, in response to feedback around the need to provide outdoor play and activity elements for a range of ages, including adults.
- + Additional rain gardens have been introduced to the park to enhance its role in the Sustainable Urban Drainage and Flood Management Strategy for the area. The additional rain gardens will also improve biodiversity and wildlife on the site, which was highlighted as a priority for many people.
- + In response to concerns around safety, we have carefully considered the use of lighting and CCTV to improve security.



Illustrative view – looking southeast towards the proposed Wall and Amphitheatre from the north of Roushill Park (looking away from the river).

We also received lots of helpful suggestions about other important issues in Shrewsbury, such as the Movement Strategy. These will be considered alongside other public consultations in the near future.

Shropshire Council would like to thank everyone who took part in the consultation for your feedback, which has been valuable in the evolution of our plans for Smithfield Riverside. We look forward to sharing our progress with you in early 2024.



Illustrative view – looking northeast towards the proposed Wall, Event Lawn and Amphitheatre from Roushill (looking towards the river).



Appendix B: Smithfield Riverside Masterplan Summary

(Further information available at www.smithfieldriverside.com).

OUR MASTERPLAN VISION

The masterplan has been divided into four clear zones, to be delivered in separate phases, each with its own challenges and opportunities. Below, you can see some of our initial ideas about which uses would be most appropriate for each phase, and how they will relate to one another and to the wider regeneration of Shrewsbury.



Phasing Strategy: 4 urban projects

1. The key opportunity for this zone is to improve the link from the town centre to the riverside area through the creation of a new park at Roushill, which will be the first part of the first phase of development to be delivered. Alongside the park, we also intend to replace the currently empty buildings in this zone with new offices, homes, restaurants and a cinema.

- A Footbridge connection to Frankwell
- B New public park along Roushill
- C New social destination

2. A central priority for the masterplan is to ensure that the operational needs of The Darwin Shopping Centre and Premier Inn are safeguarded. The emphasis will be on both protecting servicing, and ensuring the critical footfall from the Raven Meadows car park and the bus station is retained. We are also considering options to refurbish the car park to bring it up to modern standards. A new road linking Raven Meadows to Smithfield Road is also proposed, to provide an alternative route for buses and help to reduce traffic on Roushill.

- D Proposed new avenue

3. Earlier masterplans, including the Big Town Plan and the Strategic Development Framework, suggested that new buildings could be delivered on the site of the bus station. While this is still possible, the masterplan will also consider alternative options for the bus station based on the outcomes of the Shrewsbury Moves consultation.

4. We envisage that the masterplan will look to deliver staged improvements to Smithfield Road so that we are able to keep in step with wider initiatives from the Big Town Plan. This will be informed by the Shrewsbury Moves consultation.



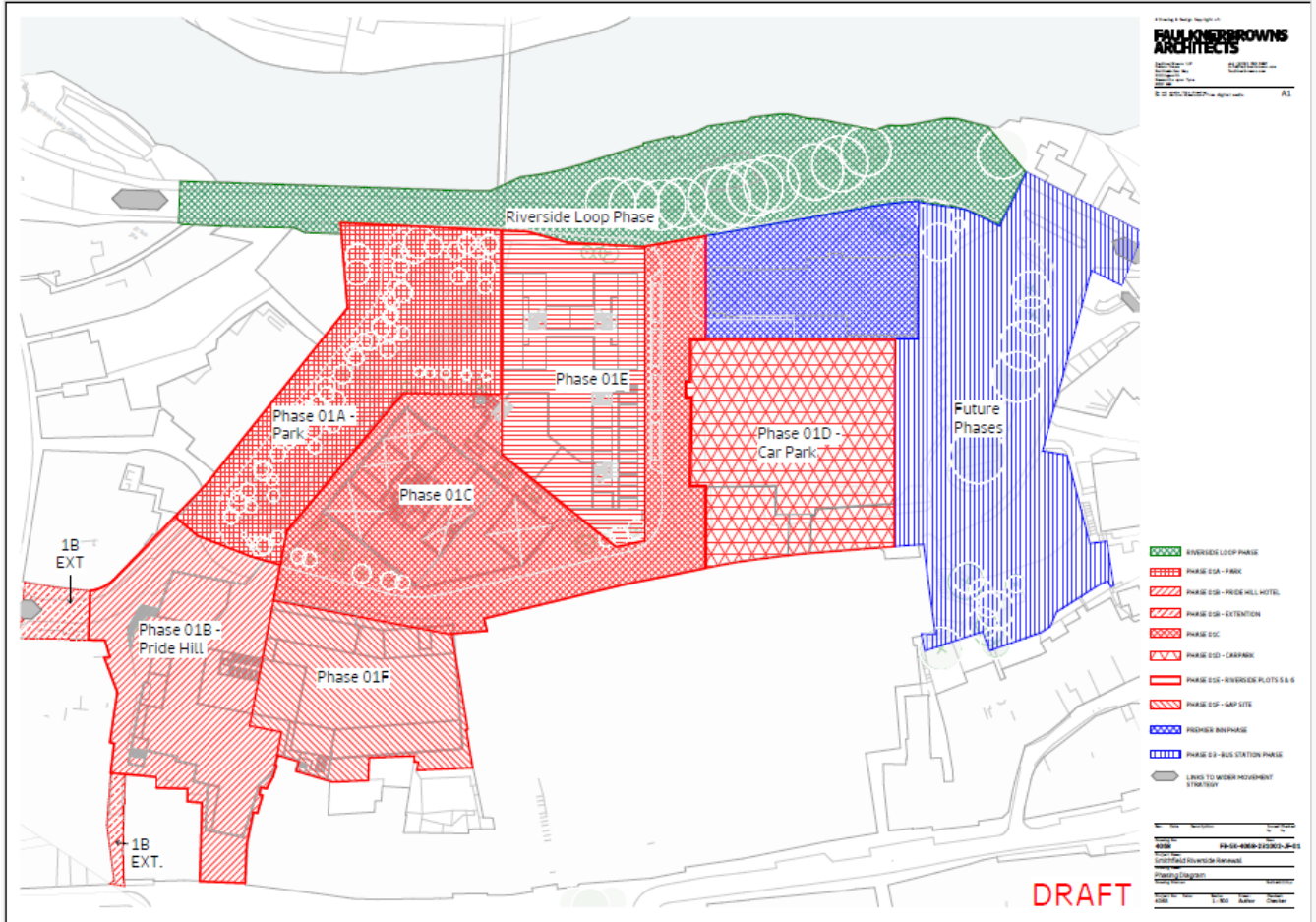
Important access routes through Zone 1 of the emerging Smithfield Riverside masterplan



Appendix C: Smithfield Riverside Phase One: Planning Strategy

| | <i>Planning Permission</i> | <i>Submission/ determination</i> <i>(excl. 6 week judicial review period)</i> | <i>Consultation Strategy</i> |
|---|--|--|--|
| 1 | <p>Full application for the former Riverside shopping centre and environs relating to:</p> <ul style="list-style-type: none"> • demolition of former Riverside shopping centre. • construction of public realm/park on Roushill. • meanwhile use to the remainder of site (meeting obligations of the LUF 2 grant award). • application to be supported by the illustrative wider masterplan | <p>November 2023 – April 2024</p> <p>Update: submitted December 2023, Resolution to Grant approved at Northern Area Planning Committee 5th March 2024</p> | <p>Stage 1: public consultation preceding planning application (October – November 2023).</p> <p>Commencing with workshop with Council members to finalise scope and content ahead of public events.</p> <p>Update: completed.</p> |
| 2 | <p>Outline application with parameters for the former Riverside shopping centre site relating to:</p> <ul style="list-style-type: none"> • multi-agency hub buildings on plot 3. • future development plots 5 and 6 to the meanwhile use sites created by the application 1 above. • Environmental Impact Assessment (EIA) relating to the indicative mix of commercial office (including the multi-agency hub), hotel/hospitality, residential and undercroft parking. | <p>January 2024 – May 2024</p> <p>Update: Target date for submission April 2024 – Determination September 2024</p> | <p>Stage 2: public consultation preceding planning application (December 2023 – January 2024).</p> <p>Update: consultation period commenced 15 February – 5 March 2024. Completed</p> |
| 3 | <p>Full application for the partial demolition and redevelopment of the former Pride Hill shopping centre to include cinema, food and beverage, retail and public realm.</p> | <p>March 2024 – July 2024</p> <p>Update: August 2024 – Jan 2025, subject to securing lease with cinema operator</p> | <p>Stage 3: public consultation preceding application 3 (March 2024)</p> <p>Update: brought forward within Stage 2 consultation above.</p> |
| 4 | <p>Reserved matters application for plot 3 multi-agency hub plus adjacent surface car park (the 'gap' site) and plots 5/6 subject to full business case/market demand</p> | <p>August 2024 – September 2024</p> <p>Update: January 2025 – March 2025</p> | <p>Stage 4: public consultation preceding any reserved matters application(s) (May/June 2024)</p> |

Indicative Sequence and Phasing



WHAT'S COMING UP?



On this board you can see our current progress towards a connected town quarter with a mix of uses. This inviting new hive of activity will be delivered in several phases, starting with the park beside Roushill.

This plan illustrates the first phase of development which we have split into four separate planning applications. This allows us to seek your feedback at multiple stages, on different aspects of the plans.

1. The first application which includes demolition of the Riverside Shopping Centre and the new park on Roushill was made in December 2023, and includes area within the red boundary.
2. The second application will be an outline application, covering the construction of a podium area on the site of the Riverside Shopping Centre, and outline scale and massing of any future buildings within the blue boundary.
3. A third, fully detailed, application for redevelopment of Pride Hill within the orange boundary will follow.

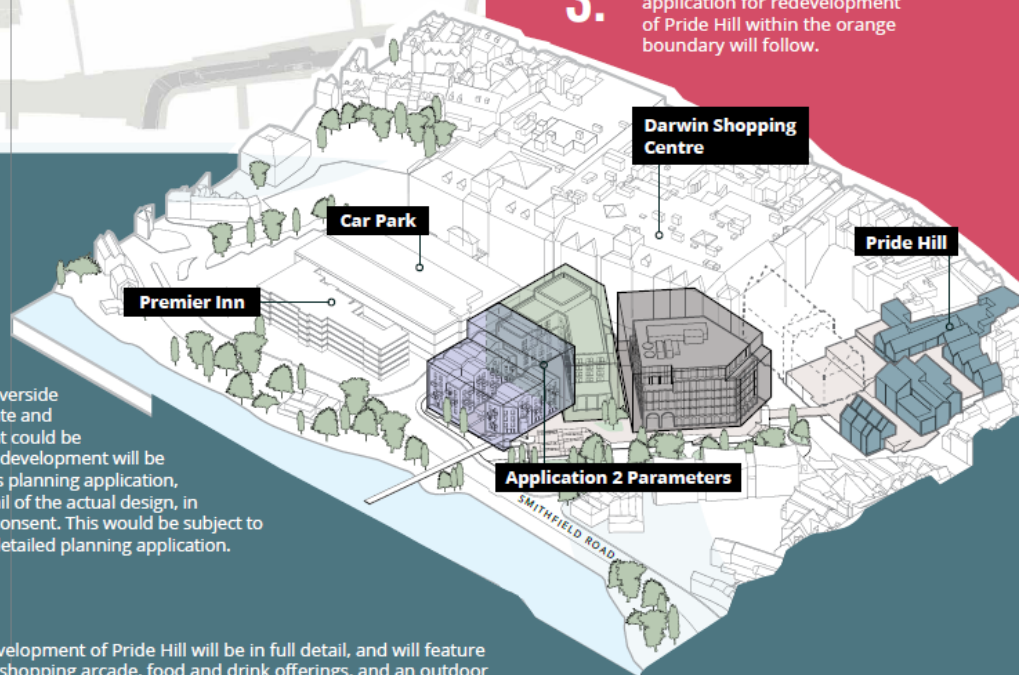
THIS CONSULTATION

Application Two

The outline application for Riverside will consist of rules that dictate and control how the development could be brought forward. Any future development will be subject to a reserved matters planning application, which would set out the detail of the actual design, in adherence with any outline consent. This would be subject to consultation, like any other detailed planning application.

Application Three

The application for the redevelopment of Pride Hill will be in full detail, and will feature plans for a cinema, covered shopping arcade, food and drink offerings, and an outdoor meanwhile use space. This application will be submitted in Late Spring 2024.

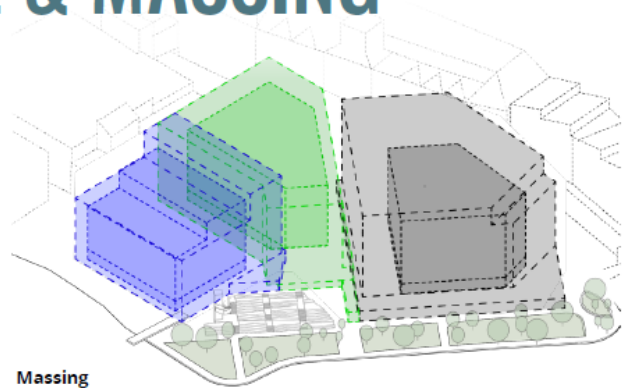
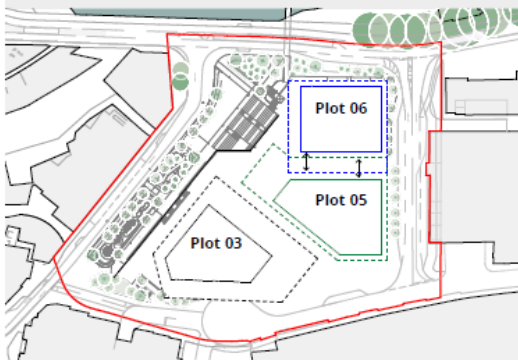


Artist's Impression of Smithfield Riverside Phase 1

APPLICATION TWO: OUTLINE SCALE & MASSING

Our second planning application will cover outline plans for the three plots at the centre of the Smithfield Riverside site: plots 3, 5 and 6.

The aim of our outline planning application is to secure the future development of the site in a flexible way, so that individual developments can come forward based on demand from future occupiers. While our outline application indicates potential uses – including offices, residential and hotel – it will provide a high degree of flexibility.



Massing

The buildings proposed for the Riverside will be carefully considered in relation to the surrounding context and wider conservation area. The massing envelopes in Application Two show the largest massing proposed for the site.

These masses are tested as part of the application for their impact on the historic townscape from several key locations looking towards the site.

The massing is stepped in height down towards the river, and also chamfered back from the site edge on the south west boundary to respond to important landmarks in the town centre, as well as views into the site from the west.

Any future Riverside buildings that are proposed in detail, will have to ensure they fit within massing envelopes proposed in Application Two.

Maximum and Minimum Sizes

The image above shows the maximum and minimum zones for three future buildings on the Riverside site. The exact footprint, size and shape of these buildings will be defined at a later stage and subject to a full detailed planning application known as 'Reserved Matters'.

The overlap between Plots 5 and 6 shows the flexibility of the footprint of these two plots. Depending on commercial interest, either plot could be made larger or smaller within the indicated boundaries.

Below, we can see a specific view looking east from Welsh Bridge towards the site. The maximum massing envelopes are shown, with examples of the buildings on plots 3, 5 & 6 contained within them. The view shows how the massing has responded to the townscape setting, stepping down to the river and back to preserve views of the church spire of St Mary the Virgin.



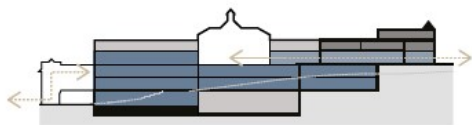
APPLICATION THREE: PRIDE HILL

Our third planning application proposes a new social destination between Pride Hill and Raven Meadows, forming a vibrant new space to eat, meet and socialise, and linking shopping in the town centre with the new public park on Roushill. The eastern part of the podium overlooking Raven Meadows will become a meanwhile use space for local makers and small businesses.

Below, you can see how we plan to achieve this, and some of the different uses being considered for this plot.

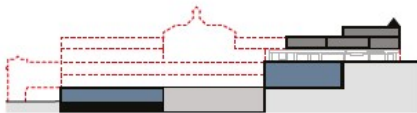


Photo of the Pride Hill Centre as it currently looks



Existing Pride Hill Shopping Centre

The existing shopping centre is an inward-looking building, which provides little interaction and interest to the surrounding streets and paces. It does not provide a pleasant access route from Pride Hill to the riverside area.



Partial Demolition and Reconfiguration

Opportunity exists to reconfigure the building to enhance and promote the pedestrian connections between Pride Hill, Roushill Bank and Riverside. The proposed demolition will retain the existing service yard platform. This will reduce the extent of demolition and disruption, whilst preserving a substantial amount of embodied carbon. This strategy would also result in retention of the existing foundations, retaining walls to the south and west, and some of the existing cores and structure to the south of the building, forming a new covered arcade that will open onto Pride Hill.



Redevelopment Proposal

The proposed scheme is envisaged as a series of courtyards, that cascade from Pride Hill down to Raven Meadows, responding to the existing height changes and surrounding buildings. The creation of a podium accommodates the space needed for a cinema within the slope of the site, where a terrace of retail pavilions animate the pedestrian journey through the scheme. Opening up the retained refurbished mall creates a seamless connection from Pride Hill, forming a covered retail arcade and gateway into the scheme.



Appendix D: Levelling Up Fund Grant Award, Project 1 - Smithfield Riverside Redevelopment Programme: Capital Project Scope and Summary of Works



| Budget Estimate | £ | |
|--|-------------------|--|
| Demolition Riverside shopping centre and associated works e.g., asbestos strip | 3,035,000 | |
| Utility diversions and reinforcement | 1,785,089 | |
| Site and Ground investigations and surveys | 409,999 | |
| Construction Roushill Park (including new bridge link and walkway) | 7,142,000 | |
| Highways works and realignment (including Avenue) | 1,491,000 | |
| Landscaping | 416,000 | |
| Fees Demolition | 127,406 | |
| Fees Roushill Park and enabling | 1,052,758 | |
| Contingency risk allowance | 1,040,362 | |
| Fees MAH design fees and surveys to Planning (100% match) | 1,715,000 | |
| Land and asset contribution (100% match) | 1,250,000 | |
| Total LUF project 1 Costs | 19,464,616 | |

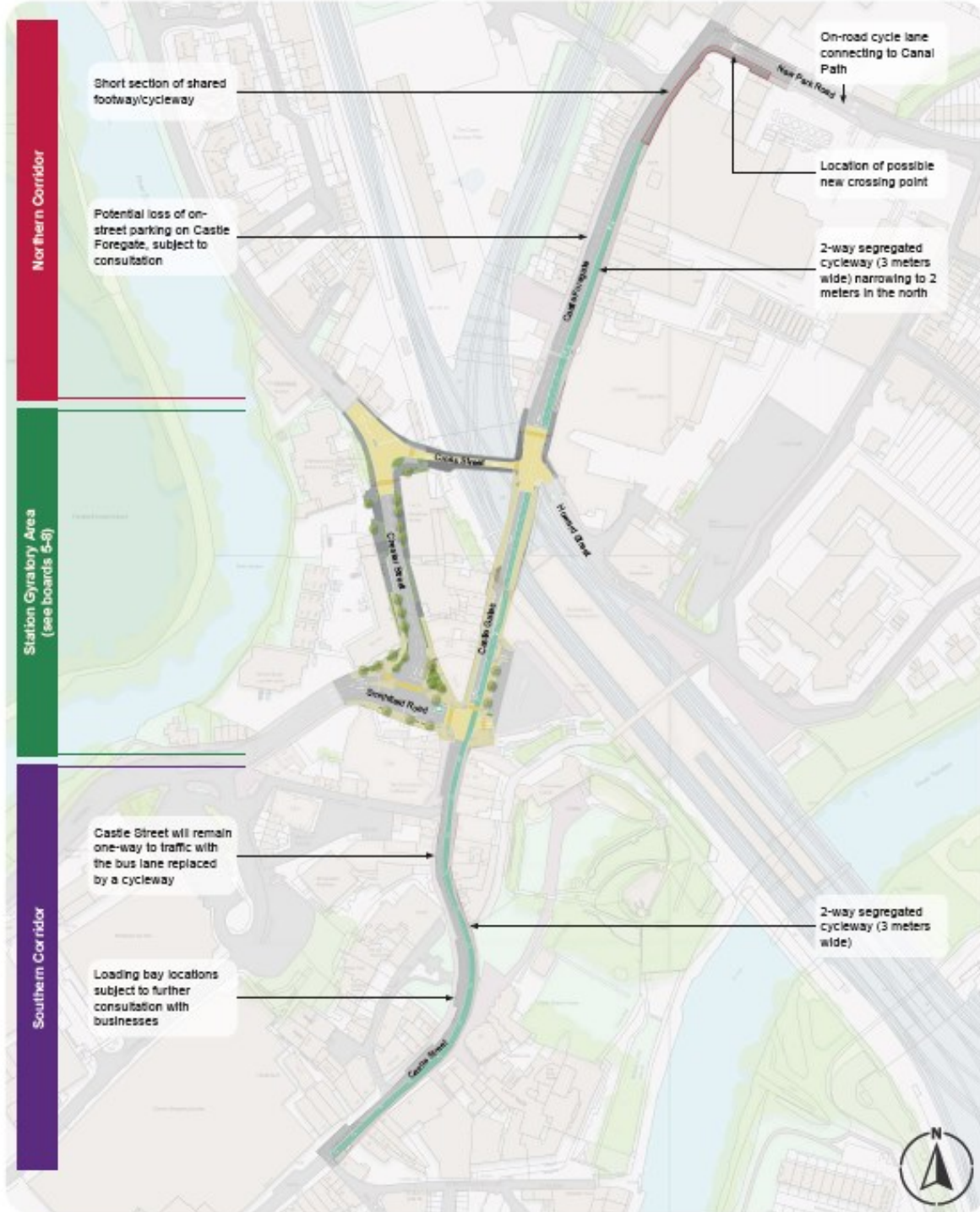
Delivery Milestones

| | <i>Programme Element</i> | <i>Date/ period</i> | <i>Comments</i> |
|--|--|---|--|
| | Planning consent – Demolish Riverside shopping centre and construction of Roushill linear park | Resolution to Grant achieved 5 th March. | Final detailed conditions to be agreed and Judicial Review period to complete – target end April |
| | Appoint demolition contractor and commence works | Summer 2024 | Subject to tender negotiations – intention to start with soft strip in advance of this date |
| | Complete demolition of Riverside shopping centre | End 2024 – subject to tender returns, archaeology, utilities disconnections are discharge of conditions | Sectional completion to be achieved to allow the park to be commenced. |
| | Appoint Roushill Park and enabling works contractor | Nov / Dec 2024 | |
| | Complete Roushill Park | Summer 2025 | |

Appendix E: Levelling Up Fund Grant Award, Project 2 – Transforming Movement and Public Spaces in Shrewsbury: Capital Project Scope and Summary of Works



DETAILED PLAN OF ACTIVE TRAVEL PROPOSALS

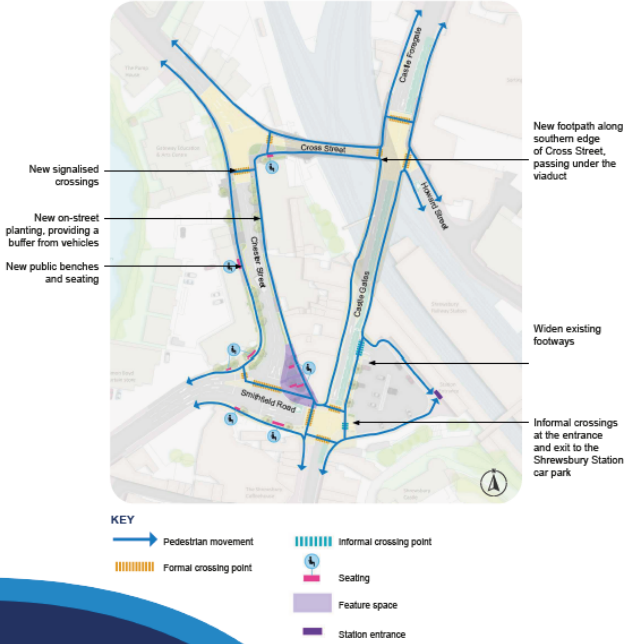


KEY

- Building
 - River
- Railway
 - Existing tree
 - Carrisageway
 - Coloured junction treatment
 - Pedestrian crossing point
- Shared footway/cycleway
 - Cycle track
 - Indicative proposed planting area
 - Indicative proposed tree planting

MOVEMENT - WALKING PROPOSALS

The proposed changes for walking movement aim to increase active travel, prioritise safety and ease of movement across key junctions, and improve accessibility into and out of the Station Gyrotory area. There will be wider pavements, new signalised crossings and benches. In addition the reduction of traffic and addition of a footpath along the southern edge, Cross Street will be a better route for pedestrians.



SMITHFIELD ROAD AND CHESTER STREET JUNCTION

View is from the junction of Smithfield Road and Chester Street. The view faces east towards Shrewsbury Castle and outlines the key changes to the junction, additional street greening and new public spaces proposed to the south of the Station Gyrotory.



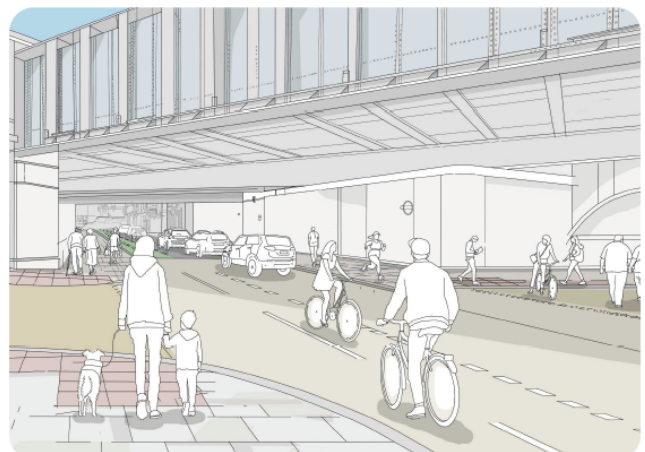
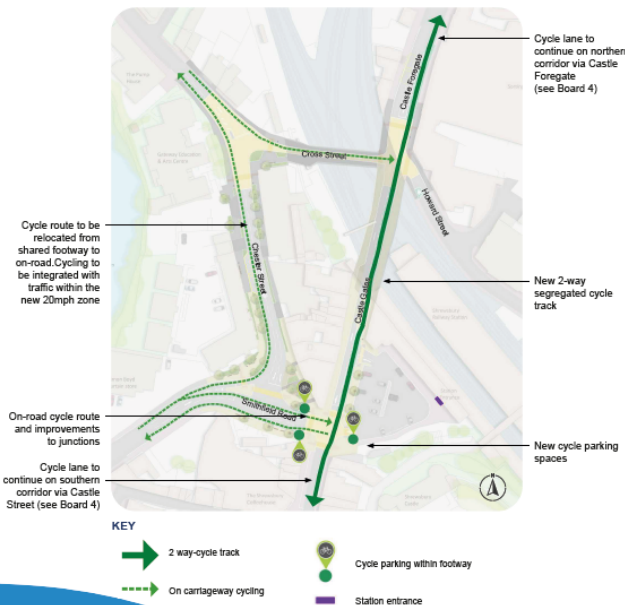
LOCATION PLAN

POWERED BY
LEVELLING UP

MOVEMENT - CYCLING PROPOSALS

The proposals for cycling movement aim to encourage active travel and improve accessibility for cyclists throughout the Station Gyrotory area. These changes align with the Shrewsbury Movement and Public Space Strategy to link with proposals for movement routes within the wider area, both to and across Shrewsbury.

As part of the Station Gyrotory Improvements project we will introduce two new cycle routes to the north and south of the scheme via new active travel corridors along Castle Foregate (north of the Station) and Castle Street (south of the Station towards the town centre).



CASTLE FOREGATE, CROSS STREET AND HOWARD STREET JUNCTION

View is from the northern junction between Castle Foregate, Cross Street and Howard Street. View faces south along Castle Foregate and shows the proposed junction improvements, reduction of the existing vehicle movement to single lane traffic (as shown on the vehicle proposals plan) and addition of the new 2-way segregated cycle track.

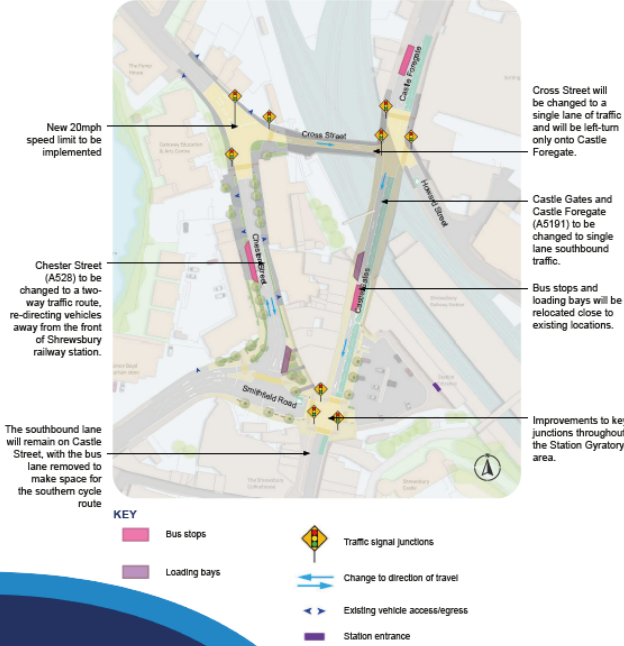


LOCATION PLAN

POWERED BY
LEVELLING UP

MOVEMENT - VEHICLE PROPOSALS

The proposed improvements and changes for vehicles movement aim to ease congestion and enhance safety for all users throughout the Station Gyratory area. A new 20mph speed limit is to be proposed throughout the Station Gyratory area to reduce vehicle speeds and further improve safety for walking and cycling movement. Our proposals include reconfiguring vehicle movement in line with the overall vision for Shrewsbury indicated within the Big Town Plan.



TRAFFIC MODELLING SUMMARY

We have modelled the existing and forecast vehicle movements in the Gyratory area across weekday and weekend peak rush hours. Based on 2023 surveyed flows our proposals improve the operation of the two Cross Street junctions (with Chester Street and Castle Foregate). The introduction of traffic lights will introduce some additional delay to vehicle movements at other junctions around the Gyratory. However, the overall total current delays on the Gyratory are forecast to reduce during peak periods with the reduction in through-traffic in the town centre associated with the opening of the North West Relief Road, other infrastructure improvements and the proposals for the Gyratory.



CROSS STREET AND CHESTER STREET JUNCTION

View is from the corner of Cross Street and faces south along Chester Street. The view shows the proposed junction improvements, street greening along and conversion of Chester Street to a 2-way traffic route.

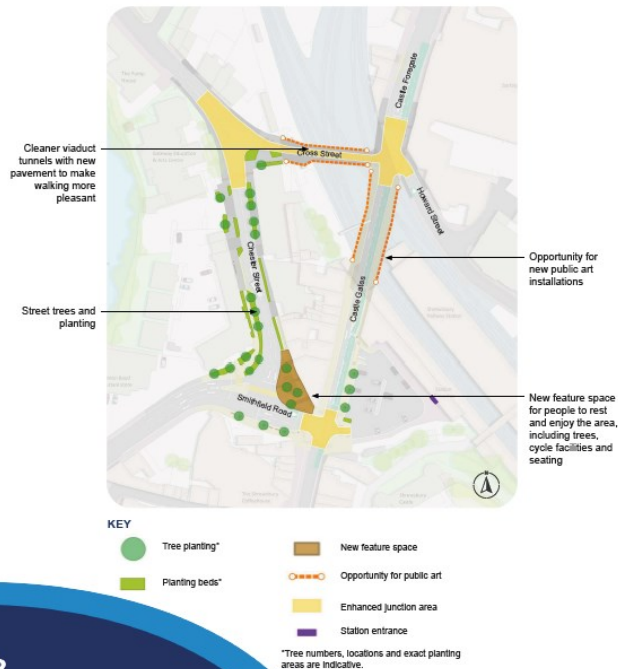


LOCATION PLAN

POWERED BY
LEVELLING UP

PUBLIC SPACE PROPOSALS

The proposed improvements and changes to public space aim to improve public safety throughout the Station Gyratory area and celebrate the local character of our historic town centre. The area will be greener and less polluted, making it more welcoming for those visiting Shrewsbury by rail, as well as more appealing for commuters using the railway station.



CASTLE GATES AND SMITHFIELD ROAD JUNCTION

View is from the southern end of Castle Gates at the junction with Smithfield Road and faces north along Castle Gates. The view demonstrates the proposed junction improvements and accessibility by Shrewsbury railway station, the reduction of Castle Gates to single lane traffic, the introduction of the new 2-way cycle track and the proposed street greening and public space improvements.



LOCATION PLAN

POWERED BY
LEVELLING UP

Elemental Cost Summary

| <i>Element</i> | <i>Budget estimate</i> | <i>Comments</i> |
|-----------------------------|------------------------|--|
| Professional fees | £964 455 | Design validation, development, contract documentation, procurement, project management, site supervision |
| Surveys and Assessments | £182 803 | Topographical surveys, traffic modelling/ data, legal support, drainage surveys, safety audits, air quality assessments. |
| Consultation and engagement | £42 593 | |
| Construction works | £2 593 816 | Gyratory and active travel routes |
| Contingency | £495 027 | |
| Total | £4 278 694 | |

Milestones

| | |
|---|--------------------------------------|
| • Preliminary design – complete following reviews | End October - completed |
| • Main stakeholder engagement | February – March 2024 - ongoing |
| • Detailed design | November 2023 – March 2024 - ongoing |
| • Contract Award (following open market tender) | March 2024 |
| • Mobilisation (subject to contractor programme) | April 2024 |
| • Construction period (subject to contractor programme) | April 2024 – March 2025 |
| • Scheme completion | April 2025 |

Appendix F: Equality, Social Inclusion and Health Impact Assessment (ESHIA) Stage One Screening Record 2024 (appended report)