



Date: Thursday, 11 December 2025

Time: 10.00 am

Venue: The Council Chamber, The Guildhall, Frankwell Quay, Shrewsbury, SY3 8HQ

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## COUNCIL

### TO FOLLOW REPORT (S)

#### **20 Shirehall Strategic Review (Pages 1 - 14)**

Public report of the Head of Property & Development

Contact Steve Law Tel 01743 251017

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Council  
December 11<sup>th</sup> 2025

Item

Public



# Shirehall Strategic Review

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Cabinet Member (Portfolio Holder):		Councillor Roger Evans	

## 1. Synopsis

This paper presents the strategic review of the Shirehall site, Abbey Foregate, Shrewsbury. The review evaluates future options for the now vacant Shirehall building and site, with the objective of transforming a costly liability into a sustainable, high-value asset for the benefit of Shropshire’s residents. Due to Shropshire Council's financial emergency declared in September 2025, all cost-cutting options that reduce revenue burden are under review. The recommended way forward is to pursue a mixed-use redevelopment, maximising public value and aligning with both local needs and national policy.

## 2. Executive Summary

- 2.1. On 10th September 2025, Cabinet declared a financial emergency. This has placed significant constraints on future decision making and means very difficult choices are required by the authority. This has a direct bearing on considering the options set out within this report. The Council needs to reduce expenditure and deliver the best options for income and/or return on capital.
- 2.2. The Council has put in place an Improvement Board the purpose of which is to provide independent advice, challenge, and assurance on the Council's improvement and transformation journey following the declaration of a financial emergency. Its core objectives are to oversee and monitor the delivery of the Improvement Plan, ensuring that actions are implemented at pace and have the intended impact.

- 2.3. The Shirehall redevelopment aligns with The Shropshire Plan's healthy priorities, supporting regeneration, community wellbeing, and sustainable development. Shropshire Council has vacated the Shirehall due to operational and safety concerns, appointed Cornovii Development Limited (CDL) to support planning, and lead master planning for the site as was approved in the previous Council report dated December 2023. The Council's decision to vacate the building was made at full Council in September 2024.
- 2.4. This report presents the findings and recommendations of the Shirehall Strategic Review, undertaken to determine the optimal future use of the Shirehall and the site, following a pause in July 2025 to give Cabinet the opportunity to review the process and preferred outcomes.
- 2.5. In addition to this report an exempt report has been put forward for consideration in the exempt session of the Council meeting.
- 2.6. Commercial information has been withheld from this report in accordance with paragraph 10.4, Category 3 of the Council's Access to Information Procedure Rules, to protect sensitive business interests, avoid distorting the market, and prevent any disadvantage to the financial interests of the authority.
- 2.7. Following the Council's decision to vacate the building in September 2024, Shirehall now stands as a substantially vacant asset (with final document archives currently being cleared) incurring significant annual costs and presenting both challenges and opportunities for Shropshire Council.
- 2.8. A comprehensive options appraisal has been conducted, considering a range of scenarios including retention, refurbishment, sale, and redevelopment for various uses. The appraisal was guided by three core objectives: to meet the needs of the local population, to minimise environmental impact, and to maximise public value.
- 2.9. The review concludes that the recommended option is to demolish the existing Shirehall building and deliver a mixed-use redevelopment featuring extra care facilities, new GP medical centres, mixed tenure residential accommodation, and commercial space. This approach offers the greatest alignment with local and national policy, addresses acute local housing and care needs, and supports economic activity within the community delivering both savings and financial returns being an important part of the decision-making process.
- 2.10. Key benefits of the recommended option include:
- **Meeting Local Needs:** Provision of a range of housing types, including affordable and specialist extra care units, supporting an ageing population and addressing housing shortages.
  - **Environmental Sustainability:** Delivery to high environmental standards, minimising carbon impact and supporting the Council's net-zero commitments.
  - **Economic and Social Value:** Creation of a vibrant, multi-generational community with integrated commercial space, supporting local businesses and employment.
  - **Financial Prudence:** Transformation of a costly liability into a valuable asset, with a flexible delivery model that maximises long-term value and resilience.

- 2.11. Key objectives include securing planning consent for a mixed use scheme, maximising value, and ensuring flexibility to meet future needs of the Council and the community.
- 2.12. Shropshire Council, working in collaboration with CDL and a range of consultancies, is in the process of putting together a planning application for the redevelopment of the Shirehall site as was approved by Council in December 2023. This includes commissioning CPC Building Consultancy for an options appraisal and Faulkner Browns for a comprehensive masterplan vision.
- 2.13. The options appraisals cover market assessment, building and structural surveys, cost analysis, and proposed masterplan options including mixed use appraisals as is further detailed in 7.5 below.
- 2.14. Refurbishing the Shirehall involves high capital costs, substantial and restricted funding options due to the Council's financial emergency, complex structural issues, asbestos presence, and ongoing building inefficiencies inherent within the design. In summary appears unfeasible due to high costs (estimated at £54.561 million, see Appendix A), limited demand for office space, and renovation risks.
- 2.15. The option of retaining the Council Chamber has been considered and initial estimates indicate costs in the region of £3m to retain and refurbish the chamber itself, which combined with the cost of building a new 4000m<sup>2</sup> Civic Office, would be in the region of £20m in accordance with a consultant's assessment of likely costs.
- 2.16. The recommended option is to seek outline planning consent for full demolition and a mixed-use development, including offices, a medical practice, mixed tenure residential units, and affordable extra care housing.
- 2.17. Discussions are ongoing with the NHS regarding two additional GP surgeries in Shrewsbury including one on the Shirehall site itself and another on the old Shirehall overflow car park site.
- 2.18. Outline planning will also keep the option open for a fully residential scheme if a mixed-use plan proves unviable. This approach allows the Council to retain parts of the existing site if viable and market demand exists.
- 2.19. Engagement with the public, stakeholders and local residents will take place in conjunction with the submission of a planning application and will provide public engagement, strategic communications, and stakeholder management for the development. This will work alongside planning consultants and project teams to ensure that planning applications are supported by robust engagement and clear messaging.
- 2.20. As part of the planning process, officers will engage with the local community and key stakeholders on the masterplan and next steps. The outline planning permission must remain flexible due to evolving funding conditions and partner requirements. This approach also positions the Council to potentially secure external funding support from outside bodies.

### 3. Recommendations

Following consideration of the additional exempt report, it will be recommended that

- 3.1. The Council's previous decision (December 2023) to seek full residential planning permission. Instead, pursue Option 11, progress a mixed-use outline planning permission, initiate public engagement, and submit the application in early 2026.
- 3.2. an additional masterplan options for a mixed-use development incorporating healthcare, affordable supported living, commercial, and residential elements. Prepare and finalise a business case for consideration by Council at a future meeting.
- 3.3. the submission of a request to extend the Certificate of Immunity from Listing for the Shirehall site.
- 3.4. Delegates to the Head of Property and Development to progress items 3.1 to 3.3 in consultation with the Portfolio Holder for Finance and the Portfolio Holder for Transport & Economic Growth

## Report

### 4. Risk Assessment and Opportunities Appraisal

- 4.1. **Risks associated with the Shirehall redevelopment include:**
- 4.2. **Planning and Regulatory Risk:** Delay in securing planning consent could increase costs and risk listing.  
*Mitigation:* Immediate submission of planning applications and COI extension.
- 4.3. **Financial Risk:** Uncertainty in market conditions and construction costs may affect viability.  
*Mitigation:* Detailed options appraisal, robust cost analysis, and contingency planning.
- 4.4. **Community and Stakeholder Risk:** Insufficient engagement may lead to opposition or reputational risk.  
*Mitigation:* Ongoing public and stakeholder engagement, transparent communications, and adherence to the Opportunity Risk Management Strategy.
- 4.5. **Operational Risk:** Failure to secure Certificate of Immunity could restrict redevelopment options.  
*Mitigation:* Timely submission for extension and proactive liaison with Historic England.

#### 4.6. Risk table

<i>Risk</i>	<i>Mitigation</i>
Planning consent delayed	Immediate submission of planning applications and COI extension.
Cost overruns	Robust cost analysis, contingency, regular financial monitoring
Stakeholder opposition	Comprehensive engagement, transparent communication
Heritage listing	Timely COI extension application, expert heritage advice
Telecommunication Masts	Continued negotiation through appointed agent to secure an alternative site for their relocation
Loss of Solar PV	Plan for decommissioning as part of the site exit, ensuring compliance with disposal regulations and minimising any associated costs.
Failure to relocate archives and Council records to an alternative location.	Plan and manage final phase of archiving, allocate further resource both financial and people to accelerate programme.

## 5. Financial Implications

5.1. Shropshire Council continues to manage unprecedented financial demands, and a financial emergency was declared by Cabinet on 10 September 2025. The overall financial position of the Council is set out in the monitoring position presented to Cabinet on a monthly basis. Significant management action has been instigated at all levels of the Council reducing spend to ensure the Council's financial survival. While all reports to Members provide the financial implications of decisions being taken, this may change as officers and/or Portfolio Holders review the overall financial situation and make decisions aligned to financial survivability. All non-essential spend will be stopped and all essential spend challenged. These actions may involve (this is not exhaustive):

- scaling down initiatives,
- changing the scope of activities,
- delaying implementation of agreed plans, or
- extending delivery timescales.

5.2. Council through CDL has already invested in due diligence, including external consultants, professional fees, planning fees, legal fees, development and administrative costs, architect fees, pre-planning surveys and cost consultants.

5.3. Shirehall incurs ongoing holding costs, including:

- 1..1. Business rates: £695,415 per annum (mitigated to £348,660pa using rates mitigation measures)
- 1..2. Insurance: £8,240 per annum
- 1..3. Limited ongoing services (fire, lift, intruder, CCTV, electricity, water, pest control and grounds maintenance): £17,750 per annum
- 1..4. Best case scenario holding costs: £374,650 per annum (£31,220.83 per month)



- 5.4. Guildhall running costs are budgeted at £530,000pa which combined with the Shirehall holding costs will deliver annual savings of approximately £400,000, as Shirehall previously cost £1.3 million per year to run and required significant investment to meet modern standards.
- 5.5. A capital receipt from the disposal of the Shirehall site is included in the Council's capital receipts projections for 2026/27, supporting the approved capital programme.
- 5.6. Refurbishment of Shirehall was deemed unviable, with estimates ranging from £24 million (2018) to £54.561 million (2025) for compliance with modern standards.
- 5.7. Telecommunication masts are currently positioned on the roof of the Shirehall and the lease is protected by legislation namely the Electronic Communications Code (ECC), set out in Schedule 3A of the Communications Act 2003, as the primary legal framework. It was substantially updated by the Digital Economy Act 2017 and further refined by the Product Security and Telecommunications Infrastructure Act 2022. This affords protection to operators and restricts a landlord's ability to revoke arrangements without following appropriate procedures. This means it is in the Council's interests to support a strategic relocation of the equipment both to ensure mobile coverage for the providers across the specific area of Shrewsbury and more importantly to avoid any risks of delay to the overall redevelopment plans.
- 5.8. The solar PV system at Shirehall is approaching the end of its operational life and is now delivering significantly reduced performance, estimated at around 60% of its original output. While historic projections indicated a combined annual benefit of up to £14,000 through Feed-in Tariff payments and electricity savings, current income is closer to £2,000 per year. This decline, coupled with the ageing infrastructure, means the system no longer provides a meaningful financial or environmental return.  
Given the modest income, limited efficiency, and the strategic decision to vacate Shirehall, retaining or relocating the panels is not considered viable. The cost and complexity of moving the installation would outweigh any residual benefit, and greater carbon reduction will be achieved through the broader decant strategy and investment in modern sustainability measures elsewhere. The recommended approach is to plan for decommissioning as part of the site exit, ensuring compliance with disposal regulations and minimising any associated costs.

## 6. Climate Change Appraisal

- 6.1. The redevelopment is expected to have a positive impact on energy and fuel consumption through modern, efficient building design. Whilst retaining the building would retain embodied carbon, opportunities exist for renewable energy generation and carbon offsetting, with technical studies informing mitigation strategies. Climate change adaptation measures will be incorporated into the masterplan, supporting resilience and sustainability.
- 6.2. The proposed redevelopment offers significant opportunities to advance the Council's climate objectives. Modern, energy-efficient building design will reduce energy and fuel consumption compared to the existing structure, which is currently



inefficient and high-carbon. The scheme will incorporate measures for renewable energy generation, such as building-mounted solar panels, and explore options for energy storage. Carbon offsetting and mitigation strategies will be embedded within the planning process.

- 6.3. Climate change adaptation measures—such as sustainable drainage, flood risk management, and resilient landscaping—will be integrated into the masterplan to address future climate risks.
- 6.4. Technical studies will inform the approach to minimising embodied carbon, balancing the benefits of redevelopment against the carbon impact of demolition. Overall, the project aligns with the Council's commitment to sustainability and supports long-term resilience.

## 7. Background

- 7.1. The Shirehall redevelopment is a key strategic initiative for Shropshire Council. The site is located in Shrewsbury on the former Council office buildings and associated car parks, covering approximately 8.69 acres east of the town centre in Abbey Foregate, adjacent to Preston Street, Abbey Foregate, and Belvidere Avenue.
- 7.2. The site covers about 8.69 acres east of Shrewsbury town centre, located in Abbey Foregate just north of Lord Hill's Column near Column Roundabout.
- 7.3. Following the adoption of new working practices prompted by the Covid-19 pandemic, and in response to rising maintenance costs and fire safety concerns, the Council vacated Shirehall and relocated to the Guildhall.

Asset	Problems associated with current arrangements
<b>Shirehall</b>	<ul style="list-style-type: none"> <li>– <b>Outdated Facilities:</b> The building is considered outdated and no longer meets modern office standards. Due to poor thermal efficiency the office suffers from being cold in the winter and excessively warm in the summer, it has very poor sound insulation between spaces and poor standard welfare facilities throughout.</li> <li>– <b>High Maintenance Costs:</b> The cost of maintaining the building is substantial, estimated at £1.3 million annually, with required upgrades costing around £24 million as of 2018.</li> <li>– <b>Energy Inefficiency:</b> Shirehall is energy inefficient, contributing to high operational costs and a large carbon footprint.</li> <li>– <b>Fire Safety Concerns:</b> Due to potential fire risks, the upper floors (third, fourth, and fifth) have been unusable for some time.</li> <li>– <b>Financial Challenges:</b> The council's ongoing financial challenges have accelerated the decision to move out of Shirehall.</li> <li>– <b>Asbestos:</b> Asbestos found within the building</li> <li>– <b>Listed Building Status Potential:</b> Certificate of Immunity (COI) runs out in 2026 Growing support for Listed building status.</li> <li>– <b>Planning Issues:</b> Numerous planning issues highlighted by Gately/Legal Report on Title Deed for Cornovii developments.</li> <li>– <b>Flood Risk Passed Moderate:</b> The area is at some risk of flooding from Surface water. During a surface water flood event, depths of surface water at the property are anticipated to be between 0.1-0.3 Metres.</li> </ul>

Asset	Problems associated with current arrangements
	<ul style="list-style-type: none"> <li>– <b>Radon:</b> The property is in an intermediate probability Radon area. Testing will be required.</li> <li>– <b>Nature Reserve:</b> The property is within 250m of Rea Brook Valley Nature Reserve.</li> <li>– <b>Public Stakeholder Comms:</b> Public unease over future.</li> <li>– <b>Structural Concrete:</b> excessive concrete defects in the main structure of the building resulting in the requirement for significant concrete repair and/or reconstruction.</li> <li>– <b>Structural Superstructure:</b> unknown superstructure elements which requires opening up work for inspection, in locations of known asbestos lining.</li> <li>– <b>Structural Substructure:</b> Unknown substructure elements due to foundations being buried and lack of site investigation.</li> <li>– <b>Structural Car Park Hardstanding Areas:</b> extending hardstanding areas for car parking will require drainage strategy.</li> <li>– <b>Services:</b> Below ground services investigation works required</li> </ul>

7.4. Following recommendations set out in the Dec 2023 Council report, Cornovii Developments Limited was appointed to undertake the planning process for Shirehall. CDL are paying all associated costs as set out in the budget approved by Council in December 2023, and are responsible for securing all necessary surveys, managing the technical design phase, and conducting public engagement through to the planning submission stage. Subsequently, CDL will have the opportunity to submit a bid for the site as part of an open market sales process to be conducted when planning has been obtained.

7.5. Cabinet paused the process in July 2025 to appraise all current available options which are set out in the following table:

Options	Findings	Conclusions
Option 1 – Secure building in present condition and leave undeveloped.	Securing the building in its present condition and leaving it undeveloped has the advantage of low capital expenditure, allowing funds to be used elsewhere, and the land will accrue value over time. It also preserves elements considered historically significant, though their longevity is uncertain without regeneration. However, this option incurs substantial ongoing revenue costs for site security and maintenance costing in the region of £400,000 pa, forfeits short-term economic opportunities, may harm public perception of asset management, and risks attracting antisocial behaviour and localised crime.	<b>Do Nothing - Council do not regenerate the site.</b> <b>Discounted</b>
Option 2 – Sell building and site in existing condition.	Selling the building and site in their existing condition is relatively simple compared to a regeneration project and generates an immediate capital receipt for the Council. It allows some control over development through planning. However, it offers significantly less control over outcomes, the availability of buyers meeting site valuation is uncertain, and third-party buyer objectives may conflict with the Council's strategic aims.	<b>Do Nothing - Council do not regenerate the site.</b> <b>Discounted</b>

Options	Findings	Conclusions
Option 3 – Refurbish Shirehall building for use as a single occupant commercial space.	Refurbishing the Shirehall building for use as a single occupant commercial space retains embodied carbon and preserves elements of historical interest, potentially generating significant income for Shropshire Council. However, it involves high capital costs currently estimated to be £54.561m, restricted funding options, complex structural issues, and asbestos presence, making refurbishment challenging. Additionally, the building's size is unsuitable for local businesses, and attracting new tenants is difficult due to proximity to Birmingham, with risks from void periods being hard to mitigate.	<b>Do Minimum - Regeneration of the building alone.</b> <b>Discounted</b>
Option 4: Refurbish and reconfigure Shirehall building for use as multi occupant commercial office space.	Refurbishing and reconfiguring the Shirehall building for multi-occupant commercial office space retains embodied carbon and preserves historical elements, while minimising void risks by splitting the building into self-contained units. This could generate significant income for Shropshire Council if all the space could be let. However, the option involves high capital costs, substantial and restricted funding options, complex structural issues, asbestos presence, and ongoing building inefficiencies inherent within the design. Additionally, demand for the quantum of office space afforded by the building's size is highly uncertain. The size of the development likely means that it is unsuitable for local businesses, and attracting new tenants will be challenging due to Shrewsbury's relative proximity to a large regional population centre in Birmingham.	<b>Do Minimum - Regeneration of the building alone.</b> <b>Discounted</b>
Option 5: Refurbish and reconfigure Shirehall building for use as a multi-use leisure and retail venue.	Refurbishing and reconfiguring the Shirehall building for use as a multi-use leisure and retail venue retains embodied carbon and preserves historical elements. However, it involves high capital costs, restricted funding options, complex structural issues, asbestos presence, and ongoing building inefficiencies. Additionally, this option does not align with Council strategies, faces challenges in the current retail environment, and may adversely affect town centre retail footfall and activity.	<b>Do Minimum - Regeneration of the building alone.</b> <b>Discounted</b>
Option 6: Redevelop Shirehall building and convert to residential accommodation.	Redeveloping the Shirehall building into residential accommodation retains embodied carbon, preserves historical elements, aligns with national housing policies, and meets local needs for affordable and retirement homes. It would offer a large number of units in a single phase with ample parking.  However, conversion of the building is challenging involves extremely high capital costs, restricted funding options, complex structural issues, asbestos presence, and design challenges, with fewer units than a new build could achieve. With capital costs exceeding	<b>Do Minimum - Regeneration of the building alone.</b> <b>Discounted</b>

Options	Findings	Conclusions
	option 4 which itself is considered cost prohibitive, this option is undeliverable.	
Option 7: Demolish existing Shirehall building and develop new single occupant commercial office space.	Demolishing the existing Shirehall building to develop a new single occupant commercial office space offers increased design flexibility, potentially creating an attractive Grade A office building and generating significant income if let. However, it involves high capital costs for demolition and rebuild, restricted funding options, and the building size is unsuitable for local businesses. Additionally, attracting new tenants is challenging due to proximity to Birmingham, with high embodied carbon costs and risks from void periods being difficult to mitigate.	<b>Intermediate - Regeneration of the entire contiguous site area.</b> <b>Discounted</b>
Option 8: Demolish existing Shirehall building and develop new multi occupant commercial office space.	Demolishing the existing Shirehall building to develop a new multi-occupant commercial office space offers increased design flexibility, potentially creating an attractive Grade A office building and minimizing void risks by splitting the building into self-contained units. This could generate significant income for Shropshire Council if most of the space is let. However, it involves high capital costs for demolition and rebuild, restricted funding options, and the building size is unsuitable for local businesses. Additionally, attracting new tenants is challenging due to proximity to Birmingham, with high embodied carbon costs.	<b>Intermediate - Regeneration of the entire contiguous site area.</b> <b>Discounted</b>
Option 9: Demolish existing Shirehall building and develop new multi use leisure and retail venue.	Demolishing the existing Shirehall building to develop a new multi-use leisure and retail venue offers increased design flexibility, potentially creating an attractive solution. However, it involves high capital costs, restricted funding options, and does not align with Council strategies. The current retail environment is challenging, the site's attractiveness is untested, and the building configuration may not suit various leisure businesses. Additionally, it accrues high embodied carbon costs and may adversely affect town centre retail footfall and activity.	<b>Intermediate - Regeneration of the entire contiguous site area.</b> <b>Discounted</b>
Option 10: Demolish existing Shirehall building and deliver housing scheme.	Demolishing the existing Shirehall building to deliver an affordable housing scheme aligns with national policy targets for building more homes and meets local needs for affordable housing. It mitigates affordability issues, addresses housing waiting lists, and provides better living standards for residents moving from substandard accommodation. Notably, this option has no listed disadvantages.	<b>Intermediate - Regeneration of the entire contiguous site area.</b> <b>Possible</b>
Option 11: Demolish existing Shirehall building and deliver a mixed-use site featuring extra care facilities,	Demolishing the existing Shirehall building to deliver a mixed tenure housing scheme, extra care facilities and some commercial property aligns with the broadest range of national policy targets for building more homes and meets local needs for retirement housing. It facilitates downsizing for existing residents, freeing	<b>Intermediate - Regeneration of the entire contiguous site area.</b> <b>Possible</b>

Options	Findings	Conclusions
mixed tenure residential and commercial space	up larger properties, and provides better living standards for those moving from substandard accommodation. Notably, this option has no listed disadvantages.	

7.6. The 'possible' options identified have been carried forward into the short list for further appraisal and evaluation. All the options that were discounted as impracticable have been excluded and on the basis of this analysis, the recommended short list for further appraisal are as follows:

- **Option 10:** Demolish existing Shirehall building and deliver a mixed tenure housing scheme;
- **Option 11:** Demolish existing Shirehall building and deliver a mixed-use site featuring extra care facilities, mixed tenure residential and commercial space

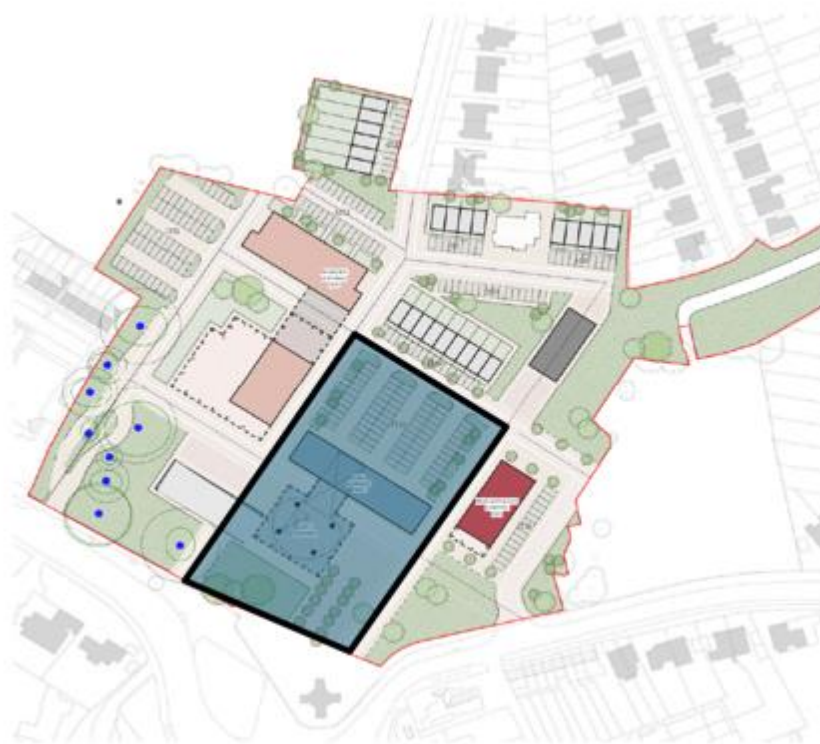
7.7. Architects Faulkner Brown have produced a number of masterplans to date with varying densities. These have ranged from 30 units per Ha up to 45 units per Ha. As well as mixed use schemes containing a mix of office, housing, extra care and medical uses.

7.8. One other further refined option has also been appraised during the review period specifically considering the opportunity to retain part of the site for potential Council use.

Retain ownership over the area shaded blue for the Council to retain the Council Chamber and develop a new "business park style" 4000m<sup>2</sup> civic offices with parking and dispose of the remainder of the site with outline planning in place for residential or mixed-use development.

- Costs for developing just a new 4000 m<sup>2</sup> office building including the connection to and refurbishment of the existing Council Chamber are projected to be in the region of £20m, plus car parking and a share of the site infrastructure, public realm, demolition and other site preparation works.





7.9 The financial analysis in terms of income has been appraised on the relative merits of option 11, considering the yield and potential income for the Council. The evidence and learning from the Council acting as developer and landlord for an NHS based medical practice can be drawn from two recent examples.

7.10 The opportunity to include an extra care facility within the development based on the potential for a 100 bed facility has the potential to attract a pre-let to a reputable nationwide operator/provider on a long lease which could be pre-sold for a financial return or developed for further durable long term income for the Council. Further studies to be undertaken will determine the preferred option and ultimate course of action. The assisted care model aligns with Council priorities and presents an attractive proposition for both operators and the authority.

7.11 The work to finalise a full business case for the mixed-use option 11, will seek to assess the level of capital receipt obtainable alongside the opportunity for long-term durable income balanced against the likely cost of investment and resultant borrowing required to deliver a scheme. This will be weighed against the role of Place shaping to pursue a mixed-use redevelopment, maximising public value and aligning with both local needs and national policy.

## 8. Additional Information

- 8.1. The Certificate of Immunity (COI) from Listing for Shirehall ensures the building cannot be designated as a heritage asset, which would limit redevelopment and increase costs. The current COI, granted in September 2021, expires on 16 September 2026. The Council is ready to apply for an extension upon approval of this report by Full Council, which can take 6–9 months for a decision. If extended, planning must be secured to protect redevelopment, as further extensions may be difficult to obtain.

- 8.2. Separate to the site area declared surplus for the Shirehall site, is the associated former overspill car park accessed from London Road. The car park was converted to public paying as a meantime use whilst the Shirehall was decanted. This has generated a relatively small amount of income for the authority with use generally low for the location being on the periphery of the town centre. Through liaison with the NHS Shropshire, Telford and Wrekin ICB - Primary Care demand for two new medical practices has emerged in terms of strategic planning. Work has advanced through the Council's Property Services Group to progress feasibility design for the overspill car park. This will be the subject of further formal decision making across both organisations Shropshire Council and the ICB but is a very positive position for the wider redevelopment incorporating the potential on the overspill car park and the wider Shirehall site. This important work will progress supporting the recommendations set out within section 3.

## 9. Conclusions

- 9.1. The Shirehall redevelopment is progressing in line with Council objectives, with robust financial oversight, technical due diligence, and stakeholder engagement. Securing planning consent and extending the COI are critical next steps. The Council remains committed to maximising value and delivering community benefits through a flexible, sustainable approach.
- 9.2. Following the recent review the planning application will be amended from residential to mixed use to enable a more flexible approach to the future development of the site, aligning to the recommended option 11 as outlined in section 7.5 above.

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

**Local Member:** *Cllr Jamie Daniels*

**Appendices** Appendix A – Indicative Cost Estimate



## APPENDIX A.

Shirehall

Indicative Cost Estimate Summary



			Cost per m2		£2,401 /m2
Nr.	Element	Cost Estimate 4Q 2025			Element %
			22,720 m2	244,558 ft2	
		£	Cost £/m2	Cost £/ft2	
0	Strip Out / Asbestos Removal	5,680,000	250.00	23.23	10.41%
1	Substructure	100,000	4.40	0.41	0.18%
2	Superstructure	11,998,600	528.11	49.06	21.99%
	Frame & Upper Floors	250,000	11.00	1.02	0.46%
	Roof	2,290,000	100.79	9.36	4.20%
	Stairs	500,000	22.01	2.04	0.92%
	External Walls, Windows and Doors	8,553,600	376.48	34.98	15.68%
	Internal Walls and Doors	405,000	17.83	1.66	0.74%
3	Finishes	5,962,200	271.22	25.20	11.29%
	Wall Finishes	763,800	33.62	3.12	1.40%
	Floor Finishes	3,508,000	154.40	14.34	6.43%
	Ceiling Finishes	1,690,400	74.40	6.91	3.10%
4	Fittings and Furnishing	200,000	8.80	0.82	0.37%
5	M&E Services	15,228,200	670.26	62.27	27.91%
	M&E Installation	13,632,000	600.00	55.74	24.98%
	Lifts	600,000	26.41	2.45	1.10%
	BWIC	996,200	43.85	4.07	1.83%
6	External Works	500,000	22.01	2.04	0.92%
7	Drainage	100,000	4.40	0.41	0.18%
8	External Services	900,000	39.61	3.68	1.65%
	Sub-Total    £	40,669,000	1,790.01	166.30	74.54%
9	Preliminaries				