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## Appendices

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<td>Example Outline Programme</td>
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Executive Summary

The Prince's Regeneration Trust were approached by Staffordshire County Council in April 2017 with regard to the future of Shire Hall. This significant building, identified in the list description of 1971 as ‘one of the finest public buildings in Stafford,’ was in use as an Art Gallery and Heritage Attraction until July 2017. The Council wishes to explore possibilities for finding a viable new use for it.

The Purpose of the Route Map is to identify potential ways in which to take proposals forward. In terms of RIBA Stages, the Route Plan sits early within Stage 0 and contributes towards establishing an outline Business Case by proposing various pathways to reach a preferred option.

It is not an Options Appraisal. An Options Appraisal is a separate document which will need to build upon the work within the Route Map and test a number of potential end-uses in enough detail to establish a preferred option, which will then go on to provide the basis of a Business Plan. Nor is it a Statement of Significance or Conservation Statement; this document, however, is essential in establishing agreed significance, in order that this significance is not harmed through any of the Options Appraisal end-uses.

The Route Map does however provide suggested routes as to how to approach preparing these two crucial documents - Options Appraisal and Statement of Significance - which are important building blocks in finding the right end-use. In parallel with Heritage Lottery Fund guidance (generally accepted as best practice within heritage projects) and the RIBA Stages, the processes described in this document form a robust plan for developing what will ultimately be detailed design documents sufficient to procure, price and instruct work, management documents to operate and care for the building in its completed state, and a business plan robust enough to ensure its viability.

The starting point for the document is a set of assumptions around what Staffordshire County Council wish to achieve for the building, most of which will ultimately contribute to its long-term viability. The assumptions attempt to be wide-ranging and encompass all the relevant considerations, from the seemingly obvious (that the building should be conserved and viable) to the more specific (noting wider developments and potential interest). However it is essential that all these areas are considered prior to moving forwards as they can be deceptive: for example, what does viability look like – an accepted level of loss for the creation and maintenance of an asset, or an operating surplus? This must be made clear from the outset.

The document goes on to outline the next steps in taking the project forwards, beginning with basic management (the establishment of a project team and steering group) and adoption of stakeholder consultation as a policy. It then attempts to describe the suite of documents required to take the project forwards showing their evolution from short statements through to RIBA Stage 3 documentation suitable for a HLF Round Two submission. In addition there is a brief summary towards the subsequent phases: Delivery (RIBA Stages 4-6) and Operation (RIBA 7).

There then follow a series of case studies, designed to illustrate the breadth of approaches which can be applied in cases such as Shire Hall. By their nature no historic building is identical, and not all the solutions presented will be appropriate for researching further in the case of Shire Hall, but by showing other approaches it is hoped that Staffordshire County Council will find inspiration as well as food for thought – and perhaps the opportunity to learn from other’s experiences.

The essence of the Route Map is the project programme which, together with budget, forms one of the key elements of the Project Execution Plan. A typical programme is given in both outline and as a MS Project document based on how a HLF-supported project might appear, but also reflecting the RIBA Stages. The document concludes with an overview of funding sources which might be appropriate going forwards.

It is anticipated that the Route Map will give an overall direction rather than the ultimate destination, and assist in setting the parameters at the start of the journey. It will be presented to the client as a live document whose guidance will need reviewing and revaluating as the project progresses, particularly after the production of an Options Appraisal which (more than any other early stage document) will define what happens in the Development and Delivery Stages.
<table>
<thead>
<tr>
<th>Years</th>
<th>Use</th>
<th>Works</th>
<th>Occupier</th>
</tr>
</thead>
<tbody>
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<td>Built – John Harvey (Architect)</td>
<td></td>
<td>Justices of the Peace</td>
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<tr>
<td>1798-1991</td>
<td>County Court, holding cells, guard rooms</td>
<td>Maintenance, extensions (1854)</td>
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<tr>
<td></td>
<td>County Court</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1854</td>
<td>Rear of the building was built over the old Butter Market</td>
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<td></td>
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<tr>
<td></td>
<td>Court 1 was extended and the Grand Jury Room</td>
<td></td>
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</tr>
<tr>
<td>1991</td>
<td>Closed as County Court</td>
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<td></td>
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<td>1993-2000</td>
<td>Art Gallery, Council Offices, Court Rooms Heritage Attraction, Contemporary Craft Shop, Café</td>
<td>Maintenance</td>
<td>Staffs County Council, café operator</td>
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<tr>
<td>2000-2006</td>
<td>Art Gallery, Court Rooms Heritage Attraction, Contemporary Craft Shop, Café, Library</td>
<td>Rear of the building converted for Library.</td>
<td></td>
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<tr>
<td>2006-2014</td>
<td>Art Gallery, Court Rooms Heritage Attraction, Café, Library, Contemporary Craft Shop, Sensory room</td>
<td>Maintenance</td>
<td>Staffs County Council, café operator</td>
</tr>
<tr>
<td>2014-2017</td>
<td>Art Gallery, Court Rooms Heritage Attraction, Contemporary Craft Shop, Sensory room. Library (moved out 2015)</td>
<td></td>
<td>Staff County Council; Wolverhampton University</td>
</tr>
<tr>
<td></td>
<td>Wolverhampton University Advice and Guidance Point</td>
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*Table: Chronology of the Shire Hall*
1 Introduction and Background

Grade II* Shire Hall was built between 1795 and 1798 as the County Court House. Designed by the architect John Harvey, a pupil of Samuel Wyatt, it is a handsome and imposing building which dominates the Market Square. It was substantially enlarged in 1854 when an additional courtroom and rear wings were created to provide increased capacity.

Together with the adjacent County Buildings on Martin Street, it was a functioning part of the administrative machinery of the Town and County before it was vacated in 1991. At this point, Staffordshire County Council (SCC) sought funding from English Heritage (now Historic England) in order to carry out works to enclose and glaze over the rear courtyard (created from the 1854 additions and the rear external wall of the 1795-9 building).

In the first instance from 1993 until 2000, Shire Hall was intended as an Art Gallery (the fine double-story entrance hall facing Market Square), heritage attraction (court rooms and basement cells) and council office accommodation in the rest of the building. In the second instance from 2000-15 Stafford Central Library re-located into the rear glazed courtyard atrium and some of the surrounding levels. At this point a lift was installed to ensure level access was possible to all parts of the public library. In October 2015, both the Library and the majority of the council office functions moved into purpose-built accommodation in Staffordshire Place, leaving Shire Hall substantially empty other than the heritage attraction, gallery space and sensory room located at the rear (facing Martin Street).

The heritage attraction and art gallery (the latter occupied partly by Wolverhampton University) closed in July 2017, and the sensory room moved out shortly thereafter, leaving the building completely empty.

This hugely significant building is now at a cross-roads and SCC is taking the opportunity to review how best the building can find a viable future which delivers maximum long-term security balanced with the challenges of a difficult financial climate. Whilst the Route Map focuses primarily on the building itself, it is essential that any plans are developed in the wider context that take into account other important heritage sites (such as the Staffordshire History Centre, Stafford Old Library and Ancient High House Museum), potentially competing or complimentary venues (such as the Gatehouse Theatre), statutory documents and plans (such as the Local Plan and the Conservation Area Character Appraisal) and, last but not least, the multitude of stakeholders who will influence its success.
2 Heritage Sites

Stafford Borough is home to 832 listed buildings of which 22 are listed Grade I (2.6%); 63 (including Shire Hall) listed Grade II* (7.6%); and 747 Grade II (89%).

Significant listed buildings which together characterise the Stafford Town Centre Conservation Area (designated 1971) are explored in depth in the Stafford Conservation Area Character Appraisal (The Conservation Studio, Jan 2008 rev. Nov. 2011). The heritage sites identified below are done so on the grounds that they form, together with the Shire Hall, a selection which either currently, or in future, could be considered to form part of a collection of heritage buildings offering access and amenity as part of an overall heritage ‘offer’ which adds value and interest to the visitor or user.

Staffordshire History Centre

Plans are currently underway for a major Heritage Lottery Funded project to create the Staffordshire History Centre at the William Salt Library on Eastgate Street. A Stage 1 (Development Phase) grant was awarded in July 2016 to develop the project up to RIBA Stage 3, with a Stage 2 (Delivery Stage) application due for submission in March 2018. If successful, work on site would commence in Spring 2019. The History Centre is particularly relevant to the future of Shire Hall.

Whilst Shire Hall was considered for the role of the History Centre, it was deemed inappropriate for a number of reasons. Chief amongst these was the fact the Centre is focused on the secure and (where possible) accessible housing of the county archives, the need for which meant that the spaces within the Shire Hall (varying between the very small and the very large) were not suitable for adapting – or, if this were to be achieved, it would at the expense of a good deal of historic layout and fabric thus compromising the significance of the building.

The plans for the History Centre, however, include a large element of public and events spaces together with an emphasis on heritage, conservation and learning. The building would be in operation by late summer 2020. Whilst the focus of the project is around an enhanced County Archive provision with technically appropriate storage, security and access, it is assumed that the business plan includes income streams around retail, hire for events and meetings, and residential (based on the plans shared as part of the consultation process). The substantial entrance atrium is also described as exhibition space. Whilst it is understood that plans have not yet been finalised for the operating model of the Staffordshire History Centre. It is likely that this will be a development of the partnership arrangement between the William Salt Trust and SCC.
**Stafford Old Library**

The Library building, in use as the town library until the 1990s and replaced by the new library facility in Shire Hall in 2000, also functioned as the base for the city’s arts and music service. The Grade II listed building featured on the Victorian Society’s ‘Top 10 Victorian Buildings at Risk’ list 2017 and therefore is currently under the spotlight, enabling the Stafford Old Library Trust (SOLT) to build up support and raise the profile of the charity’s aims. The building, whilst formally no longer in SCC’s possession (having been disposed of to a private developer in 2013), is in poor condition.

**Ancient High House Museum**

This extraordinary building, the largest timber-framed town house remaining in England, has been home to a museum covering both the town’s history and the famous guests (such as Prince Rupert and King Charles I) and the Staffordshire Yeomanry Regiment Museum since 1986. Changing exhibitions give the opportunity to showcase items normally in storage and the work of local artists. With a retail space, a schools education programme and programme of special events, the Museum is of key interest in the development of Shire Hall, and as the site is owned and operated by SBC, the offer can be tailored to compliment the eventual model adopted at the Shire Hall. Admission is free.

It is assumed that as part of the ongoing evaluation of the Ancient High House operation, there is data relating to the demographic of users and need and demand for the various activities on offer there. This should of course be considered when looking in more details at the options for Shire Hall.
3 Competing with and Enriching Stafford

The above heritage sites have the potential to be competing with or enriching the eventual offer at Shire Hall and should be taken into consideration on this basis in the Options Appraisal.

There will be competing and complimentary facilities impacting on Shire Hall in addition to these heritage sites, principally around competing retail, restaurant, office and other commercial space, the availability of hire space for business and leisure use. This is considered in some detail in the Feasibility Study of November 2016 (discussed below) and will need to be reviewed and updated as part of a revised Options Appraisal.

The facilities below are discussed in general terms as the eventual focus of the Options Appraisal will inevitably look at the most relevant of these in more detail.

Residential

The development of a Grade II listed civic building on Martin Street into one and two-bedroom apartments may signify demographic changes in town-centre residents and offer an opportunity for ancillary services, such as coffee shops, restaurants and high-end restaurant/wine bars, to be developed in the area.

Eating, drinking and leisure

Currently it is understood that whilst there are new chain restaurants opening within the Riverside and Queens Retail Park out-of-town developments, it is possible that there is an opportunity for more niche, independent ‘boutique’-style restaurants, pubs and bars in the Old Town – perhaps designed to enrich the existing night-time offer such as 7 Market Square (former G. Bates Gun-makers), a quirky independent real ale and gin bar, as well as the Gate House Theatre.

A more upmarket restaurant offer (more in line with the Brasseries-style menu offered at the Swan, or Pizza Express) would potentially attract a theatre-going crowd.

Office space for rental

There is identified within the November 2016 Feasibility Study the possibility of offering space for rent within Shire Hall, and a brief assessment of what the current offer is as far as office accommodation goes in the Town Centre. A number of queries will be pertinent when exploring this possibility:

- Local needs and business profile: it may be that a proportion of the Shire Hall is available for rent on a short- and medium-term basis, plus some ‘pay-as-you-go’ and monthly provision for hot-desking as part of either a privately-run or council-run Enterprise Centre. This could be themed around business type (e.g. creative, digital) or business lifecycle (e.g. incubation and growing enterprises). However, prior research has shown that lack of suitable car parking is an issue for prospective business use;

- Funder requirements: funders will have their own expectations of what the project outcomes should be (reviewed in the Funding section below) and these will direct to some extent what potential hire is possible. Many funders expect a certain level of public access to be maintained as part of an overall viable business plan. However by retaining the key heritage areas of courtrooms and entrance hall for visitor access, a balance is created between public access and viability. Technical requirements may include the need for all rents to be charged at a market rate (to avoid any suggestion of state aid to the individual) and any fitting-out should remain general rather than bespoke to any one tenant (unless this is to be recouped via a premium on rent). It should be borne in mind that funding requirements can frequently extend for several years in terms of activity outputs. Therefore if business outcomes, advice and support and/or heritage activities are promised to different funders, resource needs to be included for both as part of the business plan overall.

Event space for hire

Given Stafford’s superb transport connections by rail and road (being close to the M6 and positioned squarely in the heart of England) it has considerable appeal as a place for business meetings and events, as well as private hire.
The offer in terms of heritage-type wedding hire venues within the town itself seems relatively limited and principally based on SCC's own offer, therefore SCC is in a good position to review and control this offer to ensure that it remains complimentary rather than competing (should Shire Hall be added to the portfolio of wedding venues). Given the beauty and uniqueness of Shire Hall, it is likely that there is potential to explore this use further.

Business provision would need to be scoped out in detail based on the previous work in the Feasibility Study; again considering its location and the relative paucity of town-centre facilities elsewhere this might be a significant income stream. Sites such as Stafford Beacon Conference Centre, given the ease of parking and proximity to the motorway, would appear to dominate in this area, and any town-centre venue would have to differentiate itself rather than compete.

In addition, the increased premium of any short-term hire would need to be offset against the greater certainty of short-medium- and long-term letting.

Retail

Stafford has seen the primacy of its historic town centre as a retail focus challenged in recent years following the opening of the Riverside shopping and leisure areas, combined with three further out-of-town developments: Friary, The Hough and Queens. Whilst not unique to Stafford in any way, these developments are challenging in finding a viable approach to defining the town centre in a way that increases its appeal and competes with newer offerings. Shire Hall itself has been historically defined as a hand-made, independent and craft-based retail offer, in line with the Gallery identity. This appears to have worked within the context of the visitor attraction and it is assumed that a retail element would form a part of any eventual heritage attraction offer. Whether or not portion of the Shire Hall could work as retail units for rent (e.g. ground level units along Market Street) would depend to a large extent on their nature and how they fitted within a wider strategy for the town centre retail regeneration. Without reference to this, and careful curation of types of retail, any retail offer will be subject to the same challenges as any other unit within the town centre (if not more so given the nature of the historic building and its relative inflexibility to adaptation to modern retail standards).
4 Statutory and Site Specific Documentation

As a building of conservable presence and historic significance, Shire Hall is directly referenced in several key documents which consider the statutory controls that exist to protect it, as well as the guidance which directs any future developments within or around it.

The following list considers some of the key documents but it is by no means exhaustive:

The Plan for Stafford Borough 2011 – 2013

This detailed document sets out the vision, key issues and challenges, objectives and plans for Stafford. A revitalised Shire Hall could be a feature of a number of these, including:

• ‘sustaining the attractive and distinctive quality of the natural and built environment,’ ‘providing additional employment opportunities that meet local needs, concerns and aspirations for a diverse local economy,’ and ‘bringing necessary regeneration benefits to the Borough including those that will contribute to the success of its town and other settlements.’ (Key Issues and Challenges)

• ‘deliver major new mixed use town centre retail schemes make Stafford a significant sub-regional centre for retailing leisure and cultural attractions.’ (Key Objectives – Stafford)

Historic England – List Entry 1298177 (January 1951; rev Feb 1994)

The List Entry, whilst not exhaustive, gives a detailed description of the main elements of the building inside and out. The omission of a particular detail does not mean that it is not covered by the Grade II* listing protection; for example whilst the rear 1990s extension is not mentioned, it is assumed that an eventual Statement of Significance and Conservation Management Plan would identify these as having lower or detracting significance. It should also be noted that whilst Shire Hall does not appear to have an extensive ‘collection’ and those fittings which are currently within the building form part of the general county collection rather than being accessioned, there are several large items (the Telfour monument in Court No.1, several very large portraits which appear designed to fit in certain areas and with a strong connection to the history of the Shire Hall) which could reasonably be termed fittings and therefore part of the listing.

Stafford Town Centre Character Appraisal 2008 rev 2011

As mentioned above, this detailed assessment of the physical characteristics of the town centre and its history is important in defining its tangible qualities. The impact of new uses on the wider area and its ‘feel’ or atmosphere should be considered in tandem with this document.

Any other documentation relating to town centre plans, research around demographics, or evaluation (quantitative and qualitative) from the previous operation of the site should also be considered.
The number of stakeholders (that is, people, groups / businesses, or activities) that could play a role in defining the future of Shire Hall will be legion.

The Route Map will not attempt to define them in detail (this should be carried out as part of a stakeholder mapping exercise outlined in Section 7) however the following groups are likely to be influential.

**External**

- Stafford Town Centre Partnership
- Staffordshire Chamber of Commerce
- Heritage organisations as above (Stafford History Centre, Ancient House Museum team, Stafford Old Library Trust)
- Other organisations that have expressed an interest in re-opening Shire Hall for commercial and public use
- Historic England (the statutory consultee on consent applications concerning Grade II* and Grade I listed buildings)
- The Georgian Group/ Ancient Monuments Society/Society for the Protection of Ancient Buildings: statutory consultees who may be involved with a Grade II* listed building
- Shire Hall Gallery funders

**Internal**

- Shire Hall Gallery mailing list
- Shire Hall Gallery educational users
- Shire Hall Gallery exhibitors and practitioners
- Visit Staffordshire
- Other Shire Halls (beginning but not limited to those used as case studies)
6 Feasibility Option for Multi-use Venue (November 2016)

This key document, prepared by SCC in November 2016, synthesises known information around condition (AMP Condition Survey Report PID818, May 2014) and uses this together with plan proposals to justify and cost the adaptation of Shire Hall into a mixed-use facility offering catering, visitor attraction, hire and lettings space.

The principal (stated) omission within the document is the detailed consideration of what a relationship with a trust or community group could look like if such a group were identified and developed via an Options Appraisal, what capital works are needed to ensure the resulting heritage attraction/community use aspect of the project would cost and how they would be funded. No element of conservation work appeared to be incorporated, probably as no specific conservation elements were identified as part of the Condition Survey Report.

Without pre-judging the eventual outcome of an Options Appraisal and resulting preferred use, it can be shown via case studies that the scenario outlined in the current Feasibility Study offers a sensible model to consider going forward, subject to the development of detailed research needed for an Options Appraisal and eventual Business Plan. However the Route Map will suggest other models and remain open-minded as to the eventual preferred option.

The single most serious issue highlighted in the Feasibility Option was not around capital costs, which at an estimated £648,222 appear to represent a modest investment in an important building (even if this cost was subject to uplift to include heritage attraction upgrading, activities and conservation work) howsoever funded, but in the significant operational loss it forecast for the building:

### Table: Income/Expenditure outlined in Feasibility Study (November 2016)

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<tr>
<th>Income</th>
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<th>40850</th>
<th>100% Occupancy</th>
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<tbody>
<tr>
<td>Hire</td>
<td>48180</td>
<td>30% Occupancy</td>
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<tr>
<td>Service Charge</td>
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<td><strong>Total Income</strong></td>
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<td></td>
</tr>
<tr>
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<td><strong>Total Expenditure</strong></td>
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<td></td>
</tr>
<tr>
<td><strong>ANNUAL LOSS</strong></td>
<td><strong>-112658</strong></td>
<td></td>
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</tr>
</tbody>
</table>
7 Assumptions

The following assumptions attempt to define as much as possible what the required outcomes for Shire Hall are and therefore what needs to be considered in taking the first steps in establishing a route map towards a preferred option and, ultimately, a viable, sustainable asset.

1. The building is to be conserved

As a Grade II* listed building, which has been subject to previous investment by Historic England, it is essential that as much of the significant fabric of the building is conserved as possible. Whilst there is no Conservation Management Plan currently in existence, it is suggested that as a priority a brief 'Statement of Significance' should be prepared which establishes the value of the building's features and ascribes a relative significance to them according to Historic England's published guidance. For example, whilst the 1798 building could be assumed to be of high significance based on its architectural quality, contribution to the streetscape and place in the history of the town, the 1993 additions (enclosing and glazing the courtyard) could be considered to be of low or detracting significance and therefore tolerant of more adaptation. The statement 'the building is to be conserved' is caveated with the need, in consultation with stakeholders such as Historic England, SCC's own Conservation staff and the wider public, to establish a Statement of Significance.

2. The operation has to be viable

Viability in the case of historic buildings at risk can be interpreted in a number of ways depending on the end-user's expectations. A private profit-making company may have requirements for returns based on the minimum criteria and risk that are acceptable to them and over a period set by them. In the case of Shire Hall, whose significance as an historic building as a much-loved feature within the town to the community is at least as important as its potential to create revenue, the definition of viability could be assumed as a situation where the losses in operation (assuming satisfactory management and maintenance are achieved) are no greater than the losses of the building in a redundant and unoccupied state would be. However this baseline is the absolute bare minimum and a stronger business case should be aspired to.

3. SCC wish to retain the freehold of the building

It is assumed that given the significance of the building and the long history of civic ownership, SCC wish to retain the freehold of the building. They may consider apportioning short leaseholds to carefully-selected organisations or individuals should this be appropriate as part of an overall business plan, the desirability of which has been tested via a detailed Options Appraisal and Business Plan.

4. A preferred option should offer a level of public access

There has been public access to Shire Hall (albeit of a negative and compulsory nature during its use as a County Court) since it was built. From 1993 up until summer 2017 regular access was ensured via various public functions as an art gallery, heritage attraction, library and the valued Sensory Room facility. The terms of the then-English Heritage grant of 1993 may have stated a fixed period over which public access was required; however regardless of whether this has expired or not there is clearly a public expectation that public access will continue. This needs to be approached creatively in order to marry it with the need to achieve viability.

5. It could be a private operation

Subject to an Options Appraisal and Business Plan, it is assumed that a leasehold arrangement with a private company is an acceptable route to consider.

6. It could be a public/charitable operation

Arrangements whereby a local authority asset is passed, in whole or in part whether alone or in partnership, to a charitable organisation such as a Trust or a CIO to operate on a leasehold basis, are a common model and have been used with great success elsewhere.
Trusts can act as charitable developers, whereby they act as the lever for obtaining funding and carry out capital work prior to hand-over to an end-user (possibly another Trust acting as a management company), or they can be formed specifically as a response to a particular building in which case they carry out both capital works and assume the ongoing management responsibility. It is assumed that, as above, and subject to an Options Appraisal and Business Plan, this is a route open for exploration as part of the overall Route Map.

7. Mixed-use options will be considered

It is assumed that for the purposes of achieving viability and meeting the public appetite for access, SCC is open to a mixed-use approach whereby more than one end-user is involved. There are distinct advantages from a broad-based approach including diverse income streams, including greater resilience and flexibility should forecast income be impacted by external factors. However the greater complexity in mixed-use, multi-user schemes needs to be considered; there may be a greater need for oversight and management of the multiple interests therefore it can be resource-heavy.

8. It needs to be a ‘flagship’

As a prominent building within the physical and emotional landscape of the community, occupying a large central site, Shire Hall acts as a barometer of local confidence, continuity and pride. Whatever activity takes place within the Shire Hall must be an exemplar of its type. Conversely, should activity within Shire Hall not be successful, this will have a powerfully negative effect on the town centre.

9. It needs to be a catalyst

The Plan for Stafford Borough 2011-2031 (adopted June 2014) makes it clear that delivering and managing growth in terms of jobs and inward investments is a major priority, along with sustaining the attractive, distinctive qualities of the built environment and bringing necessary regeneration benefits to the borough. Shire Hall is a prominent opportunity to deliver on these priorities and in turn increase confidence and investment in the Old Town more generally.

10. Future use must involve stakeholder consultation

The closure of the Art Gallery and Heritage Attraction in summer 2017 drew some negative press and considerable fears from supporters that the Shire Hall had not had the investment they felt it deserved and that it was at risk. There have been several expressions of interest in taking on and operating the Shire Hall for various uses going forward. Positive conversations with passionate community-led organisations such as these could prove useful. Although all future uses and end-users are subject to an Options Appraisal and detailed Business Plan, a partnership between a local authority and a charitable organisation could prove an exciting potential route for Shire Hall and detailed, open consultation will be an important tool in achieving this. It is assumed that any route that is ultimately taken will have been subject to such consultation processes and to local authority procurement and commissioning rules.

11. The building will continue to be maintained to an appropriate degree whilst unoccupied

It is assumed that whilst it is inevitable that a period of disuse is underway and may continue for some time (especially in the rear parts of the building for which a pop-up or meanwhile use might be more difficult to establish) it will be subject to ongoing inspection and maintenance to ensure that no further deterioration occurs. As outlined in Section 3: Analysis of Models, empty buildings are vulnerable from several perspectives and it is essential that inspection is maintained (particularly over the winter period) to avoid incurring greater costs further down the line.

12. Previous uses which proved successful are not automatically discounted

Information supplied regarding marketing material, events and activity programme and visitor figures suggests that in many way the Shire Hall Gallery, as it operated prior to July 2017, was a successful and appealing partial reuse of an historic building. Visitor figures reveal a gradual, rather than precipitous, downward trend from opening in 2000/1 (115,811) to 2016/7 (77,529), in with two notable spikes (effectively constituting an upwards trend) in 2013/4 and 2014/5 (the former reaching 118,015).
These figures, combined with the vibrant marketing material and events programme (with an impressive range of partners across counties and sectors) and active online presence, suggest that the operation of The Shire Hall Gallery elements (assuming Gallery, café, multi-sensory room, heritage attraction, events programme and education programme) was in many ways a success. It is assumed therefore that the issues with this use were based on the viability of Shire Hall as users of the premises vacated the site, together with the prevailing financial climate.

13. The preferred option needs to complement the existing offer at town and county level

Visitor figures suggest there was a strong need and demand for the kind of facilities that the Shire Hall Gallery supplied. There other schemes involving historic buildings at various stages of gestation which appear in some ways to offer strong cross-over if not actual duplication of SHG's previous provision.

a. Staffordshire History Centre:

- The main potential areas of interest with regard to Shire Hall are:
  - The agreement between a trust and SCC may provide a model for other public third sector partnerships;
  - The lettings/hiring of meeting and events spaces may impact on Shire Hall pursuing these income streams;

b. Stafford Old Library

SOLT was formed in 2016 with the stated aim of purchasing the redundant Stafford Carnegie Library and transforming it into a multi-purpose community building incorporating an art gallery, performance area, bar, social area, exhibition space, theatre, therapeutic arts space, education facility and hire space. The main potential areas of interest with regard to Shire Hall are:

- The existence of a vocal and passionate heritage-based charity whose stated aims for the Old Library seem to suggest some cross-over with the (apparently) successful elements of the previous Shire Hall Gallery operation such as exhibition and gallery space;
  - A project which may be seeking HLF funding at some point and therefore may prompt a wider discussion with HLF as regards to overall strategy for the heritage in Stafford;
  - Potential cross-over with regard to competing for business in terms of hirings and lettings;
  - The need for potential enforcement action at some point by SBC should the building continue to deteriorate;
  - The library is another element of what could be considered Stafford's 'string of heritage pearls' and therefore its success, or at least a plan for next steps, could only be beneficial in terms of the overall heritage landscape in the city.
14. A Phased approach will be considered

As touched upon above, it may be that certain uses should be implemented in the short-term in those parts of the building which can safely and viably house them. Whether these ultimately are the final uses, are re-housed elsewhere in the building, or rejected altogether, these might play a useful part in protecting the building and testing outcomes. Funders will generally consider a phased approach if each stage can be shown to be viable in its own right and that there is an outline plan and commitments in place for the completion of all phases.

15. The preferred option may require external funding;

Costs as indicated in the November 2016 Options Appraisal suggest that £648,225 is required to bring the project to a condition where the majority of it can be operated on a commercial/lettings/hire basis for a mixed-use proposal including retail, office space and restaurant. The proposal, which forms an excellent starting point for understanding what works have been considered and costed, includes no exploration of what conservation or heritage-specific work may be required to ensure a viable future for the gallery/courtroom elements; nor does it consider the need for a robust programme of engagement and activities without which many funders (most significantly) would not consider capital works. It is assumed that external funding opportunities in line with the preferred option outcomes will be sought, and that this will be lead and contributed to some extent.
Project Framework

This section seeks to a) outline the steps required to develop a heritage-based project to bring Shire Hall back into use and b) illustrate what approaches have been used elsewhere when dealing with buildings such as Shire Hall.

The whole project is grouped as follows:

- Pre-development (RIBA Stages 0-1)
- Development (RIBA Stages 1-3)
- Delivery (RIBA Stages 4-6)
- Operation (RIBA Stage 7)

This section focuses primarily on the Pre-development Phase; the reason for this is that until this phase is complete, there will still be a large number of variables within the latter three stages. These will therefore require more scoping during the initial pre-development phase.

Pre-development

Project Team Framework

It is essential to define a Project Team from the outset. This will clarify processes and decision-making as the project progresses. The purpose of appointing a Project Team is not in order to identify someone for blame in case of delays or setbacks but rather to encourage support and momentum via a named group who will specifically be tasked with the oversight of the work. It is suggested that in the first instance there are two broad groups: a Steering Group (including the Project Sponsor) who will set the vision and take strategic oversight, approving key gateway decisions affecting budget and programme; and an Executive Project Team (overseen by a nominated Project Manager who will be tasked with implementing the Steering Group's vision and advising on its practical implementation.

Establishing these teams, setting an initial framework of reporting and a target outline programme should be a straightforward process. The personnel are by no means fixed and may change over time (for example, the Project Manager may ultimately become the Project Director once the project is underway and volume of work dictates that a dedicated Project Manager is required). It may be that communication is restricted in the first instance to email contact, monthly face-to-face meetings and specific meetings as other key points to discuss progress. It is suggested that this framework is communicated openly to key stakeholders and reported via the communications plan where appropriate. This will reassure anyone with an interest in progress that there is momentum going forwards.

Resourcing: there will inevitably be a cost in terms of internal resource but also potentially external consultancy depending on the extent of in-house expertise available. Whilst, if a HLF route is pursued, funding may become available for the development phase following a successful HLF Round One application, there are no guarantees that this is the case. An early agreement regarding resource for the pre-development stage will help avoid misunderstandings later.

Communication Strategy

It is essential that the process for developing a viable plan for Shire Hall is owned and clearly communicated by SCC, and this can begin immediately. Whilst it is impossible to presuppose the preferred option which will ultimately come out of the Options Appraisal, it is possible to clearly communicate the process that will be followed in order to reach that point. In terms of stakeholder consultation, a message should be communicated that the priority for the building's future is finding the right proposal for this significant site and this will involve understanding what is important about it and gathering ideas of what people would like to see there. Frequency of communication will be dictated by the meeting framework (above) and the milestone as outlined in Section 4: Timescale.

Documents Overview
Regardless of the capital and revenue models ultimately explored as part of an Options Appraisal, it is advisable to begin to assemble documentation to inform the process. The full suite of documents as required by HLF for an application is explored later but below is a summary of what work could usefully be done now and how this work is incorporated into later documents as they evolve, followed by a discussion of how each document comes into being:

### Stakeholder Mapping and Consultation

<table>
<thead>
<tr>
<th>Pre-development (RIBA 0-1)</th>
<th>Development (RIBA 2-3)</th>
<th>Delivery (RIBA 4-6) &amp; Operational (RIBA 7)</th>
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<tbody>
<tr>
<td>Project Team Framework</td>
<td>Outline Project Execution Plan</td>
<td>Project Execution Plan</td>
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<tr>
<td>Stakeholder Mapping</td>
<td>Activity Plan</td>
<td>Activity Plan</td>
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<td></td>
<td>Options Appraisal</td>
<td>Business Plan</td>
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<td></td>
<td>Design Drawings</td>
<td>Interpretation Plan</td>
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<td></td>
<td>Outline capital costs</td>
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</tbody>
</table>

| Stakeholder consultation   | Activity Plan          | Activity Plan                              |
|                            | Options Appraisal       | Business Plan                              |
|                            | Design Drawings         | Interpretation Plan                        |
|                            | Outline capital costs   |                                            |

| ‘Pop-up’/ Meanwhile uses   | Activity Plan          | Activity Plan                              |
|                            | Options Appraisal       | Business Plan                              |
|                            | Design Drawings         | Interpretation Plan                        |
|                            | Outline capital costs   |                                            |

### Table: Key Document Stages

<table>
<thead>
<tr>
<th>Communication Strategy</th>
<th>Activity Plan</th>
<th>Activity Plan</th>
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<tbody>
<tr>
<td></td>
<td>Options Appraisal</td>
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<tr>
<td>Past Performance- Review</td>
<td>Design Drawings</td>
<td>Business Plan</td>
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<td></td>
<td>Outline capital costs</td>
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<tr>
<td>Feasibility Study – Review</td>
<td>Design Drawings</td>
<td>Design Drawings</td>
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<td></td>
<td>Outline capital costs</td>
<td></td>
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<tr>
<td>Property Costs</td>
<td>Options Appraisal</td>
<td>Management &amp; Maintenance Plan</td>
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<td></td>
<td>Business Plan</td>
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<tr>
<td>Condition Survey</td>
<td>Conservation Statement</td>
<td>Conservation Management Plan</td>
</tr>
<tr>
<td></td>
<td>Design Drawings</td>
<td></td>
</tr>
<tr>
<td>Statement of Significance</td>
<td>Conservation Statement</td>
<td>Conservation Management Plan</td>
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</table>

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<tr>
<th>Project Team Framework</th>
<th>Outline Project Execution Plan</th>
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<td>Stakeholder Mapping</td>
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<td>Options Appraisal</td>
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<td></td>
<td>Outline capital costs</td>
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</table>

**Table: Key Document Stages**
In order to establish a way forwards for Shire Hall, it is essential to understand who needs to be involved in the process. Stakeholder mapping covers all angles and ultimately should encompass all aspects of how the building could run. The following groups should be considered as a starting point:

- **Local community:** these could be existing users who already feel strongly about the building (whether as a heritage place, a community facility, café users or those who have ideas about how it could be used in future) or those people who have for whatever reason not felt it was ‘for them’ – understanding what the barriers are to access will be invaluable in overcoming those barriers, broadening its appeal and therefore its potential users and revenue. Past users should be involved via mailing lists for the Friends’ scheme, Twitter, and general events mailing recipients.

- **Supporters:** the SHG programme was supported by a number of local organisations whose goodwill and interest should be maintained going forwards, even if the relationship is different. Sponsors such as Schott UK Ltd, the Barnett Ratcliffe Partnership, Paper House Stafford and the Stafford Railway Building Society should be kept informed as a courtesy: they have a part to play in the future of Shire Hall.

- **Business and Leisure communities:** in order to understand the potential of the Shire Hall for income generation, the needs of potential users and competitors must be understood. Using available data on the kinds of space there is an appetite for in the area, consider likely tenant types e.g. start-ups, potential anchor tenants. Consider complimentary attractions or offers within the area which could dovetail with Shire Hall in some way e.g. restaurants, hotel, visitor attractions. Previous exhibitors, hirers and users should be approached if possible. SOLT and Staffordshire History Centre personnel should also be included within this given their geographical proximity and ‘community of interest’ links. Staffordshire Heritage Consortium should also be included as a stakeholder within this heading, as should the Stafford Town Centre Partnership and the Stafford Chamber of Commerce.

- **Statutory bodies:** Historic England will need to be consulted with regard to any proposed developments or alterations given the Grade II* listing of the Shire Hall. The Georgian Group are a statutory consultee on such proposals and early notification and discussion should assist as proposal develop. SCC and SBC will issue Listed Building Consent, Planning Permission, and oversee the implementation of Building Regulations. Internal consultation within the Council itself is strongly recommended via an agreed Project Board.

Once stakeholder mapping has been done, a plan for consulting with these groups needs to be implemented. In order to be positive and constructive, this should be carried out in an open and ongoing way to avoid any tendency towards ‘tokenism.’ A first step could be a series of facilitated drop-in sessions at various times (including evenings) for invited stakeholders and the general public to contribute towards establishing the Statement of Significance. By asking people the question ‘why is Shire Hall significant?’ and taking stock of responses, the chances of having a comprehensive Statement of Significance (taking into account intangible as well as tangible heritage) are greatly increased, and an open honest dialogue established to begin the consultation journey.

**Targeted consultation around the following areas would then need to take place:**

- **Activities:** as explained more fully in the Funding section, HLF and many other funders are unlikely to fund capital works only. Instead, activities that engage and enthuse the wider public in the heritage are seen both as essential in their own right for overall wellbeing and democracy of access, but also as sound business sense in encouraging and sustaining footfall and income. The nature of target audiences and tailored activity (e.g. formal and informal education, volunteering, income-generating events programmes etc.) will vary but this is where guidance from stakeholders will prove invaluable as market research;

- **Options Appraisal (feeding into the Business Plan):** researching the need and demand for various kinds of space (short/long-term; SME; freelance and casual/hot desk requirements) amongst stakeholders will be an essential part of developing a viable Business Plan. This may involve entering into partnerships with end-users (for example, a large anchor tenant or an existing charitable trust or organisation interested in taking on a particular element of the building) but it is essential to be open-minded at this point.

**‘Pop-up’ and Meanwhile Uses**

Shire Hall remains, as at September 2017, in good overall condition. If (as is assumed) the building (or portions of it) are maintained adequately in order that they can be used safely, there should be a presumption that the building is available for use and
regular opportunities should be found to open it. This could be for leisure purposes (such as Heritage Open Days or guided tours) and for consultation exercises, but also the possibility of hirings, events and pop-up catering and retail opportunities should be considered, particularly with regard to gaining more insight into need and demand for various potential uses and building relationships within the local community.

Past performance - Review

A review of past performance is no indicator necessarily of future income; however given the fact that the previous operating model was assessed as unsustainable, there should be an internal review exercise into what the issues were around the sustainability or otherwise of the previous operation and what steps could be taken to address these going forwards. The indicators appear to be that visitor figures were sustainable, with a two-year spike which needs some interpretation, and a rich programme of activities were on offer which (given the amount of activity within Stafford currently around creative and arts-based themes) appear to have met a need and demand. It is essential to understand where the weaknesses were within the SHG business plan in order to address these going forwards and ensure that mistakes are not replicated.

Feasibility Study and Condition Report – Review

The Feasibility Study carried out in November 2016 and based on the Asset Management Condition Survey of April 2014 is a useful summary documents which raises some interesting potential approaches. It begins to address issues around the potential letting and hiring of the spaces on a commercial basis and how the spaces could be used for a diversity of purposes including retail and catering; however it is outside its stated purpose to consider how the heritage attraction elements (such as the courtrooms) may offer opportunities to a charitable trust to run. The Feasibility Study should be revisited and its conclusions and data refreshed as part of an Options Appraisal. However it must be stressed that entry to activities and events was free and therefore income was insufficient to cover staffing costs.

Its working assumption is the completion of a capital project of £648,225 to upgrade the building to be let as office space, with meeting rooms and events space for hire and a restaurant venue. It shows neither income nor expenditure for the heritage attraction elements operation as these are assumed to be passed over for community management and use.

One of the most important elements of the Feasibility Study is its assessment of running costs as £291,128 for a completed project compared to £178,470 income (the latter based on 100% occupancy from Day One). This is a serious concern and points to losses of c.£113,000 per annum. In addition, it is extremely unlikely that 100% occupation would be achieved at all and this is considered an unsafe basis for predicting income. Ratios elsewhere within the country have been forecast at 55% rising to 85% over five years; 100% occupancy could only be achievable with heavy discounting of forecast rents and service charge thus impacting on income under another heading.

Statement of Significance

As discussed above, it is difficult to begin to assess options that will respect the significance of a building unless a Statement of Significance has been prepared. This document, rooted in the List Building Entry but developed as suggested above with stakeholders to take account of the tangible as well as the intangible, should be robust enough to inform some of the very early design decisions which might dictate (in conjunction with Historic England, the Georgian Group, and SCC’s own Conservation team) early assumptions regarding end uses.

Options Appraisal

The ultimate aim of the pre-development phase is to build up enough information to arrive at a preferred option for detailed development. Taking into account all of the steps above, a detailed Options Appraisal should be commissioned that considers perhaps three options in detail to arrive at a model which is a) viable, b) acceptable in principle as enhancing (and in no way damaging) to the heritage significance of the site and c) enjoys the general support in principle of stakeholders. The Options Appraisal will require the input of an Architect (to provide indicative drawings) and a Quantity Surveyor (to provide indicative costings).

Development

If HLF funding is sought, then the pre-development phase will close with a Round One application to HLF (further details in Funding) and the Development Phase will commence supported by a HLF grant to develop the Round One material from RiBA 1 to RiBA 3 for a Round Two application. However regardless of the funding model, the Development Stage is a critical period for establishing outline details of every aspect of the project in line with the document table shown above.
During the Development Phase, the project framework will grow to incorporate the programme (see Timescale) and the budget and will become the Project Execution Plan; in other words the guiding document of who is doing what and when. It will cover every aspect of managing and running the project including procurement. It may have been possible to complete the pre-development phase with in-house resource and some bought-in expertise for items such as the Options Appraisal; however at Development Stage procurement of the following roles will be required (with break clauses as needed should the roles be subject to completion of funding package via HLF or any other trusts/ foundations):

- Architect
- Quantity Surveyor
- Sub-consultants required on the Design Team (typically Structural Engineer, Mechanical & Electrical Engineer, Interpretation Consultant)
- Project Manager

Once this team (the Design Team) is procured according to the relevant processes, their role will be to develop the project to RIBA Stage 3. In a HLF project the Development Phase culminates with the submission of a Round Two application to HLF; in both HLF and non-HLF projects, Listed Building Consent and Planning Permission are applied for during the development phase and approvals submitted.

**Delivery**

Should the HLF route be taken, the Delivery Phase will commence on receipt of Permission to Start granted after a Round Two award. In a non-HLF scenario, it commences with the detailed designs being undertaken in preparation for the procurement of the Principal Contractor. Procurement will need to be undertaken according to public procurement rules assuming the client is SCC and not a charitable partner. If the latter is the case, then procurement will be subject to HLF’s own procurement rules.

Execution of the approved programme from the successful contractor will then dictate the eventual timetable of construction works and therefore the transition into the Operational Phase.
## Case Studies

St Albans Museum and Art Gallery (Grade II*)

<table>
<thead>
<tr>
<th><strong>Costs:</strong></th>
<th>Project total - £7.75million. So far raised - £7.3million</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Funders:</strong></td>
<td>HLF (£2.8million, Council (£3.25million) Private</td>
</tr>
<tr>
<td><strong>Client / End User:</strong></td>
<td>St Albans Museum and Gallery Trust</td>
</tr>
<tr>
<td><strong>Description of Building:</strong></td>
<td>‘Our Town Hall was designed in 1831 with everyone in mind. It combines a grand ballroom, a court room with prison cells below and Georgian civic chambers. All these features still exist.’</td>
</tr>
<tr>
<td><strong>Description of Project Works:</strong></td>
<td>‘This project aims to ensure that the whole community can benefit from and learn about the region’s rich cultural heritage, view history through the lens of St Albans and discover innovative contemporary art. A new basement gallery will provide a sophisticated space for art, learning and events. It will attract exhibitions of national and international importance for visitors and residents to enjoy.’</td>
</tr>
<tr>
<td><strong>Comments:</strong></td>
<td>Working in partnership with St Albans Museums and the University of Hertfordshire. Received advice from the Prince’s Regeneration Trust via its HLF-funded BRICK mentoring programme.</td>
</tr>
<tr>
<td><strong>Potential for Shire Hall:</strong></td>
<td>Strong end-use (re-homing a current museum facility and collections) are not an option given the commitment to transferring Staffordshire Museum collections to the Staffordshire History Centre so the basic premise is not transferable. The charitable partner in this instance is St Albans Museums &amp; Galleries Trust. Whilst not formed as a separate organisation to operate and run the County Museum, their role within the current project will encompass this.</td>
</tr>
</tbody>
</table>
Devonport Guildhall (Grade II)

Costs: £1.75million

Funders: Community Assets Fund

Client / End User: Real Ideas Organisation (RIO)

Description of Building: Built in 1822 by John Foulston. The main hall was the location of the Magistrate's Court but was also the main space for social events, such as dances. Holding cells in the building's basement still exist. Following the amalgamation of Devonport, Stonehouse and Plymouth into the city of Plymouth, it became redundant. There were many attempts to bring the building back into use but it eventually closed in 1984.

Description of Project Works: Refurbishment into a social enterprise and community venue.

Comments: RIO acquired the building in 2007 and was awarded a £1.75m Community Assets Grant to begin the restoration. Worked in partnership with Plymouth City Council and Devonport Regeneration Community Partnership.

Potential for Shire Hall: It is unclear as to whether RIO are the freeholder and if not, what the ownership of the local council is. Assuming a freehold interest, then this appears straightforward; however given SCC's specific requirements around access and the very significant location of the Shire Hall it is assumed that the same level of freedom could not be granted to a potential freeholder of Shire Hall. Overall it is suggested that unless a potential freehold opportunity offers an exceptional business case with high levels of investment and cooperation, this may not be possible with Shire Hall. If the arrangement is a long-term lease however with accompanying protocols, then a charitable or not-for-profit partner-run operation may have many benefits.
**Dorchester Shire Hall (Grade I)**

| **Costs:** | £2.6 million |
| **Funders:** | HLF (£1.5 million), Council (£1.1 million) |
| **Client / End User:** | Shire Hall Trust |
| **Description of Building:** | Built 1796-97 by Thomas Hardwick and operated as a Magistrate’s Court until 1955. |
| **Description of Project Works:** | ‘This project aims to ensure that the whole community can benefit from and learn about the region’s rich cultural heritage, view history through the lens of St Albans and discover innovative contemporary art. A new basement gallery will provide a sophisticated space for art, learning and events. It will attract exhibitions of national and international importance for visitors and residents to enjoy.’ |
| **Description of building in operation:** | The Shire Hall Dorchester Trust will manage and run the Hall under a lease from the owners, West Dorset District Council. |
| **Comments:** | Due to open Autumn 2018 |
| **Potential for Shire Hall:** | On the face of it, this appears a very interesting model to investigate further. There is no existing museum and collection as end-user therefore the business plan is based on an anchor tenant (the TIC), retail income, heritage attraction visitors, hire fees and event income. The separate trust has strong input from and works in partnership with the local council. |
Monmouth Shire Hall (Grade I)

<table>
<thead>
<tr>
<th>Costs:</th>
<th>£4.2million</th>
</tr>
</thead>
<tbody>
<tr>
<td>Funders:</td>
<td>HLF (£3.2million), Council (£1million)</td>
</tr>
<tr>
<td>Client / End User:</td>
<td>Monmouthshire County Council</td>
</tr>
<tr>
<td>Description of Building:</td>
<td>Shire Hall is a former Court of Assizes and Quarter Sessions in the centre of Monmouth, South Wales. It is a Grade I listed, classically designed building.</td>
</tr>
<tr>
<td>Description of Project Works:</td>
<td>Refurbished in 2011 into a modern facility that can accommodate a variety of events including weddings, conferences and exhibitions. Courtroom 1 has been restored to its 1840s state and is an interactive visitor experiences. There is also a gift shop and space for local groups to meet. Guide tours are available.</td>
</tr>
<tr>
<td>Description of building in operation:</td>
<td>The Shire Hall is available to host Weddings, Functions &amp; Corporate events between 8am and 12 Midnight. Tours are charged at £3 per person.</td>
</tr>
<tr>
<td>Comments:</td>
<td>Due to open Autumn 2018</td>
</tr>
<tr>
<td>Potential for Shire Hall:</td>
<td>Subject to further investigation, this again looks like there is a good deal of resonance with the Shire Hall Stafford with three principle strands: retail, visitor attraction and hire. There is again an anchor tenant in the shape of a Tourist Information Centre. Given the fact that they are seven years into operation, it may be worth contacting them as part of the pre-development phase to hear about what the lessons have been during this time. It is understood that at one point staff from this Shire Hall visited for advice from Stafford Shire Hall re operation.</td>
</tr>
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### Newport Shire Hall (Grade II)

<table>
<thead>
<tr>
<th><strong>Costs:</strong> Unknown</th>
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<tr>
<td><strong>Funders:</strong> Loan from Finance Wales</td>
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<tr>
<td><strong>Client / End User:</strong> Leasehold apartments</td>
</tr>
<tr>
<td><strong>Description of Building:</strong> Edwardian Shire Hall that was the home of Monmouth County Council until the 1970s. Built by William Tanner in 1902 and extended in 1913.</td>
</tr>
<tr>
<td><strong>Description of Project Works:</strong> Converted into eighteen 1 and 2 bedroom apartments by Jahan Abedi, property developer.</td>
</tr>
<tr>
<td><strong>Description of building in operation:</strong> Grand entrance lobby and hallway with original features, including wooden paneling, ornate marble staircase and superb marble floor tiles; Boutique style communal landing areas to each floor; Ornate communal coving and skirting; Refurbishment to original façade; Bike stands and storage spaces; Traditional over-sized windows.</td>
</tr>
<tr>
<td><strong>Comments:</strong> The developer has previously undertaken a number of other developments in the South Wales area. The flats have now all been sold.</td>
</tr>
<tr>
<td><strong>Potential for Shire Hall:</strong> The complete closure of the building to any kind of public access would prove problematic at Shire Hall Stafford; without detailed knowledge of what the returns were in this instance it is impossible to assess whether the benefits outweighed any drawbacks encountered. This may be of interest to follow up even if for no reason more than discounting the option.</td>
</tr>
</tbody>
</table>
**Fenton Town Hall (unlisted)**

| **Costs:** Unknown |
| **Funders:** Baker & Co. |
| **Client / End User:** Baker & Co. |

**Description of Building:** Originally built in 1888 as a magistrates court by local owner William Meath Baker who also laid out the town centre. The project site now also incorporates the 1914 police state and modern courts building. The site sits in the centre of Fenton, Stoke-on-Trent.

**Description of Project Works:** Transformed into a community of 20 local businesses and community groups, a café and an art gallery. The site is also now undergoing Phase II: a restoration of the 3,500sqft ballroom for use as a wedding and events space.

**Description of building in operation:** The developer acquired the property in 2015 to keep it as a community facility.

**Comments:** Phase II (the Ballroom) was scheduled to open Spring 2017.

**Potential for Shire Hall:** There have been interesting ownership issues around this building which was ultimately passed by the MoJ to a not-for-profit community group led by a local developer and architect with strong family ties to the area, Justin Meath Baker. It now appears to be a successful business and enterprise ‘hub’ run independently of the Stoke-on-Trent City Council but enjoying their support. Community access includes a café and reception spaces. Interestingly, we understand that this example was done as a Community Asset Transfer – a potential route which SCC might consider in the case of Shire Hall. See [http://locality.org.uk/our-work/assets/](http://locality.org.uk/our-work/assets/) for more details and examples of the circumstances in which CATs take place.
### Warwick Old Shire Hall (Grade I)

<table>
<thead>
<tr>
<th><strong>Costs:</strong></th>
<th>Unknown</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Funders:</strong></td>
<td>Warwickshire County Council</td>
</tr>
<tr>
<td><strong>Client / End User:</strong></td>
<td>Warwickshire County Council</td>
</tr>
<tr>
<td><strong>Description of Building:</strong></td>
<td>Mid 18th century courts founded on the site of the original 15th C assizes. The building continued to serve as the Crown Court until 2010 when the Crown Court was relocated.</td>
</tr>
<tr>
<td><strong>Description of Project Works:</strong></td>
<td>The building is being restored into a high end wedding, conference and events space.</td>
</tr>
<tr>
<td><strong>Description of building in operation:</strong></td>
<td>In 2016 the Council agreed to set up a hospitality company, which will operate as an ‘arms length’ company for events and venue management.</td>
</tr>
<tr>
<td><strong>Comments:</strong></td>
<td>Yet to open. Some events, including a wedding fair, have already been held in the building.</td>
</tr>
<tr>
<td><strong>Potential for Shire Hall:</strong></td>
<td>Worth discussing to understand the mechanics of the relationship with the arms-length company and the potential returns. This would of course have to be considered in tandem with the other heritage venues owned by Staffordshire County Council (Ancient High House and Izaak Walton's Cottage) as part of the overall wedding venue offer. Given the quality of the Gallery space (whilst not as decorative perhaps as Warwick), and the fact that there appears to be little town centre completion for outstanding heritage venues, operation as a high-end venue could be of interest as an income stream if not exclusively.</td>
</tr>
</tbody>
</table>
Other Options

Mothballing

The above case studies and reflections offer approaches to Shire Hall's future proactive management; however in the interests of completeness a 'do-nothing' scenario should be considered, along with pro-active mothballing. Whilst it is generally the case that an unused building begins to decay at an accelerated rate to one in use, it is worth exploring this in order to appreciate the potential pitfalls.

What happens to an unused building?

- Unless heating continues to be in use to some degree, the gradual dampness and change in atmosphere will begin to affect the fabric of the building. At first this may be cosmetic but if left unchecked may become over a period of time structural;

- The risk of pests such as pigeons gaining access increases and the cost of pest extermination can be vast;

- Unlawful access and trespassing can occur whereby one small element of damage (such as a broken window) can escalate. A distressing number of buildings are lost each year through intentional or unintentional arson – historic buildings are particularly vulnerable through their traditional construction;

- Squatting and associated damage through occupation;

- Small maintenance items are missed and so become larger such as water ingress via roofs and gutters;

- The cost of repair grows over time in parallel with decay;

- Vulnerable fixtures and fittings which depend on a level of heat, light, humidity and inspection may suffer disproportionately e.g. portraits.

All of the above will be in evidence to some degree unless expenditure continues to be incurred on security, services, inspection and maintenance – all of which cannot be recouped from a building in long-term disuse.
An outline programme in MS Project is provided as an Appendix and is supplied as a MS Project document.

It shows what a HLF-funded programme may look like and is based on current approximate expected dates for HLF committee meetings and therefore decision dates. It assumes a total grant request of less than £2,000,000; however if a grant request were to be higher than this then any application would be subject at the current time to different submission and decision dates. In summary, the programme dates shown are:

<table>
<thead>
<tr>
<th>Stage</th>
<th>Date</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-development: document preparation, HLF Round One application</td>
<td>15/8/17 – 4/2/19</td>
<td>Ends with Permission to Start being granted by HLF for the Development Phase</td>
</tr>
<tr>
<td>Development: HLF-funded development of documents up to RIBA Stage 3</td>
<td>4/2/19 – 29/1/21</td>
<td>Ends with Permission to Start being granted by HLF for the Delivery Phase.</td>
</tr>
<tr>
<td>Delivery Phase: HLF-funded delivery of capital and activity outcomes</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*Table: Outline Project Stages*
11 Funding Strategies

The present costs for carrying out capital works to the building (as estimated in the Feasibility Study of November 2016) are £648,222. However, these costs would need to be reviewed as part of the Options Appraisal and in light of the various options explored.

Significantly, the figure of £648,222 does NOT include any allowance for the following:

- Conservation works to the heritage attraction areas i.e. the courtrooms;
- Interpretation and activities for the heritage attraction;
- Project staffing;
- Inflation;
- Contingencies;
- Professional fees.

Taking into account these costs, and assuming that regardless of the eventual funders' requirements all of the above would need to be incorporated, it is possible that the ultimate cost of the project is likely to be in the region of around £1.5million dependent on the nature of the preferred option but assuming a variation on a mixed-use business/ enterprise hub with office space, events hire and heritage attraction. The eventual funding package will to a large extent be dictated by the ultimate end-use and how closely that aligns with funder priorities.
Pre-development funding opportunities

Below is a selection of funding streams that might be suitable for exploring a project at Shire Hall. While the funders listed here tend to be the main avenues for this type of funding, SCC should explore other options such as private trusts and foundations (explored in further detail later) and also regional funding bodies with a particular interest in Staffordshire.

Please note: some funding streams (such as most Architectural Heritage Fund programmes and the HLF's Resilient Heritage programme) are open to charitable and not-for-profit organisations ONLY and are therefore not open to Local Council applicants. It may be that as a result of the Options Appraisal, a decision may be taken to create a partner trust or charity to be the end-user and operator of the heritage attraction element should this prove to be part of the preferred option.

Start-up Funding Opportunities

The Heritage Lottery Fund (HLF)

With all grants offered by the HLF, prospective applicants are encouraged to contact their regional HLF development officers in the early stages of a project to establish which funds they might be eligible for and ensure that their projects meet the HLF’s various criteria.

HLF: Resilient Heritage: The Resilient Heritage Programme is available to organisations wishing to build their capacity or make strategic changes to improve the management of heritage. The fund is open to fledgling organisations who are just starting to plan their activities. Grants can fund activities such as training, governance support, leadership and business skills. Grant awards can be made between £3,000 and £250,000. Applications of between £3,000 - £10,000 and £10,000 - £100,000 do not require a cash contribution towards the cost of the project, but applicants are encouraged to gain support for the project in the form of non-cash contributions and volunteer time – if it is possible to detail these within the application form, this will make the application appear more favourable to the grants officer undertaking the assessment.

Applications above £100,000 require a cash contribution of 5%, known as ‘partnership funding’. This can be made up of cash (also including match funding from other sources), volunteer time (which is converted into cash value using a HLF-provided formula), non-cash contributions, or a combination of these, and some of the partnership funding must come from the applicant organisation’s own resources.

There are no application deadlines for the Resilient Heritage programme. Applications for anything up to £10,000 are dealt with in a more straightforward process than larger applications - assessed within eight weeks, and put to a monthly advisory meeting at the West Midlands HLF office. Following this meeting, a decision on the application is made by the head of the West Midlands HLF office, and communicated to applicants.

The Architectural Heritage Fund (AHF)

As with the HLF, the AHF has a network of local offices and staff who can be contacted in the early stages of a project to confirm whether SCC or a specific trust would be eligible for funding, and ensure that applications meet the AHF’s criteria.

AHF: Project Viability Grant: Similar to the HLF Resilient Heritage fund, this is a lump sum of up to £5,000 to help assess whether there is a viable project at the site. Grant recipients are required to produce a Viability Report on their building, to a standard template provided by the AHF. Completion of this can then be used to judge whether there is the remit to apply for further funding. As with the Resilient Heritage funding stream, applications are assessed on a rolling basis, and decisions are usually made within six weeks.

Development Funding Opportunities

Once a project has been assessed as viable, the next step will be to secure funding to further develop SCC’s ideas and firm up a timeline. Below are the key avenues for this type of funding but, again, other public money may also be suitable depending on the direction the project will take. We would advise SCC to look at possible funding from the Arts Council if there is to be a performance or exhibition space within the eventual preferred option. It is worth bearing in mind that projects in receipt of HLF grants are generally required to provide between 10% and 25% of their own match funding.
HLF: Heritage Grants

The HLF, through their Heritage Grants programme, offer grants starting at £100,000, with no upper limit. This funding stream is aimed at larger heritage projects and is a two-stage process, including a development stage.

Firstly an application is made for a First Round grant – often for the development phase of a project. These funds should be used to flesh out a project in detail in preparation for a more substantive Second Round application. They can also be used to employ staff to help build the project, such as a project manager, site manager or Learning & Outreach Officer.

First Round applications for anything up to £2million are determined quarterly by regional HLF board. The Second Round application must then be submitted within 24 months of the First Round decision.

HLF: Heritage Enterprise

Heritage Enterprise grants are for partnership projects spearheaded by not-for-profit organisations wishing to bring a historic building back into use. These grants can fund the repair costs which will make buildings commercially viable, with the aim of generating economic growth, jobs and opportunities in areas of most pressing need. This grant stream may be suited to the Shire Hall if the Options Appraisal for the project recommends a significant commercial partner role in the project.

Heritage Enterprise Grants can be made at anything between £100,000 and £5million. This scheme also has a First Round (Development) and Second Round application process.

HLF Funding Deadlines

The West Midlands committee meets quarterly to decide on Heritage Grants and Heritage Enterprise applications. Information on the deadlines for the West Midlands region is detailed at https://www.hlf.org.uk/apply/application-deadlines-and-funding-decisions.

AHF: Project Development Grant

This scheme offers up to £25,000 for project development activities, including commissioning professional advice or expertise. To qualify, SBC will need to have established the end use for its project, and confirm that it is likely to be financially sustainable.

The AHF also has quarterly funding deadlines, which can be found at https://www.ahffund.org.uk/grant/.

AHF: Loans

The AHF also provides loan facilities to eligible charities and other not-for-profit organisations, either for the acquisition of a building, or to provide working capital or bridging funds throughout the life cycle of a restoration project.

Other Funding Opportunities

As well as applying to core funders, it is useful to bear in mind that there are other ways of raising money for your project that can either support or run parallel to your core funding.

Friends and Memberships

Memberships provide a secure, predictable income and a strong, if somewhat passive base of support. For example, the national trust has £4.2m members – more than all of the political parties combined. Membership should offer exclusive benefits that non-members cannot access; for example discounts in the café or bar; discounts for block bookings of tickets or buy three tickets get one free etc; members need a newsletter; there could even be tiers/types of membership set at different prices with different benefits. Also encourage people to give membership as a gift.

Friends groups are for supporters who want to have a more active role than members and can be fertile ground for recruiting hands-on volunteers, project team members, trustees or fundraisers who can go out into the community and advocate on behalf of the Shire Hall.

Supporters – donors who give a certain amount – should get special recognition with a name on a plaque or on the website, for example; many sites invite supporters to sponsor a seat or a brick. This can be a very effective means of raising extra funds when there is a capital project underway.
SCC will need to review the previous Friends’ scheme and keep these Friends informed as part of the ongoing communications strategy.

**Crowdfunding**

Crowdfunding is the practice of funding a project or venture by raising many small amounts of money from a large number of people, typically via the Internet. Absolutely any type of project can be crowdfunded for, as long as it is designed creatively, it inspires people to want to give and thus participate through their donation, and it engages audiences to gain and maintain support for a cause. Especially in the new financial climate in the UK (and beyond), understanding and using alternative funding streams like crowdfunding is proving absolutely essential for organisations in the cultural, heritage and third sectors.

Crowdfunding has been traditionally used by start-up businesses and the creative industries to finance new products, technological advances or innovative project ideas. It has then been taken on by artists and musicians to propel their career, and more recently, it has become a central empowerment tool for community groups and non-profit organisations worldwide. Thus, it is suitable for any kind of organisation, especially small local groups who want to make a real difference in the communities in which they live.

Crowdfunding is not just a modern means of fundraising, but also a new form of communication. When you put your project on a crowdfunding platform, you also create a marketing and media campaign around it. You advocate for your project, and offer people incentives to help you out. Crowdfunding is also a means of tracking your social reach, measuring the impact of your project.

**Match funding**

Most regeneration projects have to rely on a complex funding package to cover an entire project budget, rather than simply one grant stream. Many larger grant sources, such as the HLF, will require match funding to be in place in order to release the funds. However, not all funding streams can be matched with each other. For instance, it’s not generally possible to match HLF funding with other forms of National Lottery funding. However, if the money requested from each fund is focused on different outputs then there might be the possibility to configure a match funding arrangement. Generally, it is simplest to match public funds with private funds, i.e. match lottery or statutory money with funds promised from trusts, foundations, corporate, or crowdfunding.

Crowdfunding in particular can be a good start to find further match-funding for a project along the way. Once people have been ‘warmed up’ to an idea and to a project’s plans, it is easier to use that momentum to keep attracting further funds.

**Charitable Trusts & Foundations**

It may not be possible for public funding to cover 100% of the costs of a project. If this is the case then there will be a need to raise the balance of funds through other sources and through costing the value of volunteer time. Fortunately, there are a wide range of charitable trusts and foundations to which applications can be made for development or capital funding. There are a number of online resources, both free and accessible for a fee, which can be used to search for match funding:

- [www.trustfunding.org.uk](http://www.trustfunding.org.uk): This is probably the most comprehensive of all the databases online which provide information on private trust and foundations; it does, however, require a yearly subscription, although this is discounted for voluntary and community organisations.

- [www.fundingcentral.org.uk](http://www.fundingcentral.org.uk): Although not quite as comprehensive as trustfunding.org.uk, fundingcentral.org.uk is an excellent free resource that details thousands of private trusts and foundations.

- [www.theheritagealliance.org.uk/fundingdirectory/main/fundinghome.php](http://www.theheritagealliance.org.uk/fundingdirectory/main/fundinghome.php): Managed by The Heritage Alliance, the Funding Directory is a free guide to potential sources of grants from trusts and foundations specifically for people looking to undertake projects related to the heritage of the United Kingdom.

- [www.ffhb.org.uk](http://www.ffhb.org.uk): Run by the AHF, Funds for Historic Buildings is another free resource similar to the Funding Directory, specifically designed for people searching for funding towards the repair, restoration or conversion to a new use on any historic building in the UK.

On the whole, private trusts and foundations have a wider remit than heritage/conservation when considering where to fund projects, although many will identify heritage/conservation as an area they would particularly like to fund. Therefore, the project delivery body should be encouraged to focus on particular trusts and foundations that explicitly state they will fund heritage/conservation projects.
At the same time, if a project can demonstrate impacts which are more than simply heritage-based e.g. business support and incubation space (which in the case of a project at Shire Hall is highly likely), it will be worth exploring the possibilities with a wide number of such trusts and foundations. It is recommended that contact is made with a representative of the organisations to confirm that the funds are available and that an application would be encouraged, as many do not have professional websites or a web presence at all.

Examples of private trusts and foundations that could be applied to for funding are:

**Pilgrim Trust**

The Pilgrim Trust is a substantial private funder focusing on the preservation and promotion of Britain’s historical and intellectual assets, and social welfare (with a primary interest in the welfare of vulnerable women and girls). A project at Shire Hall could fit within the remit of preservation:

“Preservation of and repairs to historic buildings and architectural features. Special consideration is given to projects that give new use to buildings which are at risk and of outstanding architectural or historic importance”.

Grants are available through either the Main Grant Fund or the Small Grant Fund. The Main Grant Fund is the main funding source and if a project is applicable, can apply for sums above £5,000. The Small Grant Fund is reserved for requests of £5,000 or less. The Trust operates a two-stage application process and applications are accepted at any time during the year. Trustees meet to consider applications four times a year.

**Garfield Weston Foundation**

The Foundation aims to be responsive to where need is greatest. They therefore support a wide range of charitable activity rather than having specific priorities for funding or regional bias. The Trustees support excellence and, rather than predetermining where funds should be given, prefer to respond on a flexible basis to organisations that can show that they are addressing a need and that their work is high quality.

One of the funding streams that might be appropriate for the Shire Hall project is the arts side of work. The Foundation continues to support organisations that delight and inspire audiences across the UK. From small community theatre groups to national art galleries, the Foundation has long supported the nation’s cultural life.

**European Funding Sources**

Whilst there remains currently huge uncertainty regarding the impact of Brexit, there is still at the time of writing funding available via various European streams. These can be distributed via Local Enterprise Partnerships (e.g. Make it Stoke Staffs) or directly via the ESIF (European Structural Investment Funds) programme (https://www.gov.uk/european-structural-investment-funds). These sources are unlikely to be focused on heritage and a glance through the majority will reveal that they are mainly focused on delivering business-based outputs. In the context of a wider plan for Stafford Town Centre and the economic growth of the wider region, however, should a business-focused use be identified through the Options Appraisal as either the primary or secondary use for the building then European sources should be considered as it may well be that Shire Hall has the potential to deliver the required business outcomes in a heritage setting.
12 Next Steps

This Route Map will be handed over to SCC and its review and adoption will mark the starting point of the Shire Hall project. It should remain the basis of initial project meetings and the programme critically reviewed before being adopted as the outline plan going forwards.

- The steps as outlined in the Pre-Development will be reviewed and actioned i.e.
  - Establishing a Project Team (including considering resource commitments)
  - Communications (including on-going review of coverage and stakeholder management, internal and external)
  - Document Overview (helping to focus development work on specific documents and keep efforts targeted)
  - Stakeholder Mapping and Consultation (understanding users, friends, neighbours and potential users, and setting the Shire Hall firmly in a local context)
  - ‘Pop-up’/ Meanwhile uses (including meanwhile maintenance)
  - Communication Strategy (how the project will be communicated, and being proactive and honest in doing so)
  - Past Performance – Review (forensic analysis of past operational issues and shortfalls to understand needs going forwards and inform business planning)
  - Feasibility Study – Review

- Property Costs (apply inflation – review plans – address need for shortfall to be met – but apply realistic considerations)
- Condition Survey (has there been deterioration? What conservation work needs doing?)
- Statement of Significance (an opportunity for engagement and an essential planning tool)
- Options Appraisal – THE essential document in taking the step that bridges pre-development from development.
13 Notes

1 Using Historic England’s ‘Conservation Principles Guidance’ grouping historic, evidential, aesthetic and communal and according detracting, neutral, low, medium and high significance to each.


3 https://www.historicengland.org.uk/advice/constructive-conservation/conservation-principles
