



Shropshire Council  
Legal and Democratic Services  
Shirehall  
Abbey Foregate  
Shrewsbury  
SY2 6ND

Date: Friday, 12 June 2015  
:

**Committee:**  
**Environment and Services Scrutiny Committee**

**Date:** Monday, 22 June 2015  
**Time:** 2.00 pm  
**Venue:** Shirehall

You are requested to attend the above meeting.  
The Agenda is attached

Claire Porter  
Head of Legal and Democratic Services (Monitoring Officer)

**Members of Environment and Services Scrutiny Committee**

Vince Hunt (Chairman)	Roger Hughes
Keith Roberts (Vice Chairman)	Christian Lea
Peter Adams	Pamela Moseley
Ted Clarke	Vivienne Parry
Nigel Hartin	Arthur Walpole

Your Committee Officer is:

**Jane Palmer** Senior Democratic Services Officer  
Tel: 01743 252748  
Email: [jane.palmer@shropshire.gov.uk](mailto:jane.palmer@shropshire.gov.uk)

# **AGENDA**

## **1 Apologies for absence and substitutions**

## **2 Disclosable Pecuniary Interests**

Members are reminded that they must not participate in the discussion or voting on any matter in which they have a Disclosable Pecuniary Interest and should leave the room prior to the commencement of the debate.

## **3 Minutes of the meetings held on 30 March 2015 and 14 May 2015 (Pages 1 - 8)**

To consider the Minutes of the Environment and Services Scrutiny Committee meetings held on 30 March 2015 and 14 May 2015.

## **4 Public Question Time**

To receive any questions, statements or petitions from the public of which members of the public have given notice. Deadline for notification for this meeting is Wednesday 17 June 2015.

## **5 Member Question Time**

To receive any questions of which members of the Council have given notice. Deadline for notification for this meeting is Wednesday 17 June 2015.

## **6 Shrewsbury Swimming Pool Update (Pages 9 - 30)**

To receive an update on the options being considered for the Shrewsbury swimming pool.

## **7 Update on Future Commissioning and Provision of Library Services (Pages 31 - 38)**

To consider an update report from the Library Services Manager on the future commissioning and provision of library services.

## **8 Shropshire Council's Play Area Provision**

To receive a verbal update from the Director of Commissioning.

**9      Date/Time of next meeting**

The Committee is next scheduled to meet at 2.00pm on Monday 20 July 2015.

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Environment and Services  
Scrutiny Committee

22 June 2015

2.00 pm

Item

**3**

Public

**MINUTES OF THE ENVIRONMENT AND SERVICES SCRUTINY COMMITTEE  
MEETING HELD ON 30 MARCH 2015  
2.00 PM - 3.45 PM**

**Responsible Officer:** Jane Palmer  
Email: jane.palmer@shropshire.gov.uk Tel: 01743 252748

**Present**

Councillor Vince Hunt (Chairman)

Councillors Ted Clarke, Nigel Hartin, Christian Lea, Vivienne Parry and Arthur Walpole

**41 Apologies for absence and substitutions**

Apologies for absence were received from Councillors P Adams, R Hughes, P Moseley [Substitute: K Pardy] and K Roberts.

**42 Disclosable Pecuniary Interests**

None were declared.

**43 Minutes of the last meeting held on 8 December 2014**

In answer to a Member's query on Minute 39 [Future Commissioning and Provision of Library Services and Community Hubs], the Chairman stated that a further update on the library redesign and co-location model would be made to the next meeting of the Committee on 22 June 2015.

**RESOLVED**

That the Minutes of the Environment and Services Scrutiny Committee meeting held on 8 December 2014 be approved as a correct record and signed by the Chairman.

#### 44 Public Question Time

The following statement and question was received from Mr David Kilby, MA Sport, Policy and Community Development and Secretary to the Shropshire Playing Fields Association:

'The report put before you today by your own officers indicates that: Shropshire council does not currently have a play strategy in place.

It also indicates that: since the introduction of CIL monies in 2012, there has been no CIL funding specifically allocated toward developing new play areas, even though all the Place Plans reference play as a 'priority' requirement and that there is an identified need for new and improved play facilities.

It is also says that since the introduction of CIL in 2012, there have been no new S106 agreement monies made available for the development of play.

Your report continues to rightfully point out that: Paragraph 73 of the National Planning Policy Framework states that 'Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision'.

Can members explain to me why Shropshire council do not currently have robust up-to-date assessment of needs for open space, sports and recreation facilities and opportunities for new provision in place, despite repeated requests from my-self to your members and officers at various planning and community meetings for these assessments to be done.

Indeed can members explain the process as to how CIL funds are allocated for the specific purpose of play provision – who decides, based on what?

Can members explain why on the point of needs assessments I have been repeatedly ignored yet new development planning applications continue to be passed without NPPF paragraph 73 being adhered to.

On a more positive note can I report to you that Shropshire Playing Fields Association in recent months have been pro-actively running workshops free of charge, open to anyone who wishes to attend looking specifically at the 'value and benefits of play' for our local communities.

Can I also report to your members that the Shropshire Playing Fields Association have started working with local communities to help provide the required robust up-to-date assessments of need necessary in order to protect, provide and enhance our local communities sport, play and recreation facilities.

I should point out to you that the Shropshire Playing Fields Association is a very small voluntary charitable organisation offering an independent voice with very limited resources so the extent of our endeavours will undoubtedly be somewhat limited, but hopefully help highlight the need and demonstrate the benefits that can be gained by taking these actions.

Any help and support that Shropshire Council are able to offer SPFA in helping us achieve what I believe should be shared objectives would be much welcomed'

Please note:

Where possible we [Shropshire Playing Fields Association] apply the term 'play' in the following manner:

Play should be available to everyone, young, old, able, disabled, male or female.

Play is not a separate activity but an integral part of existing activities.

Play should be understood and applied in partnership with each activity rather than in isolation.

The quality of experience rather than the activity itself is fundamental to the success of applying play to sport and physical activities.

The following response to the main issues was provided as detailed below:

David Kilby Query / Issue	Planning Policy Response
It also indicates that: since the introduction of CIL monies in 2012, there has been no CIL funding specifically allocated toward developing new play areas, <b><u>even though all</u></b> the Place Plans reference play as a 'priority' requirement and that there is an identified need for new and improved play facilities.	CIL is not payable until the planning consent is implemented and development starts and is payable in instalments which mean that most funding is not received until later. The impact of the recession means that only a small proportion of the anticipated CIL revenue has so far been received and very little has been spent to date, although in Clive, a CIL funded project has formalised local open space provision through the acquisition of Renshaw's Field.
It is also says that since the introduction of CIL in 2012, there have <b><u>been no new</u></b> S106 agreement monies made available for the development of play.	Whilst this is correct (and will be accentuated in future due to the introduction of a national policy change regarding the 'pooling' of S106 contributions on 1 April 2015), significant additional open space is proposed as a design requirement in many of the SAMDev site allocations, e.g. St Martins (4Ha), Whitchurch (5Ha) and Shawbury (5Ha), although the S106's for these applications are yet to be completed.
Your report continues to rightfully point out that: Paragraph 73 of the National Planning Policy Framework states that 'Planning policies <b><u>should be</u></b> based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision'.	See below

David Kilby Query / Issue	Planning Policy Response
Can members explain to me why Shropshire council <b>do not</b> currently have robust up-to-date assessment of needs for open space, sports and recreation facilities and opportunities for new provision in place, despite repeated requests from my-self to your members and officers at various planning and community meetings for these assessments to be done.	The recent Examination has established that the role of the SAMDev Plan is to implement the strategic requirements identified in the Core Strategy which was adopted in 2011 and was informed by the assessments completed in 2008-9 as described in the report. We recognise this information will need to be updated to inform the forthcoming Plan Review process.
Indeed can members explain the process as to how CIL funds are allocated for the specific purpose of play provision – who decides, based on what?	The allocation of CIL funds to play provision is a function of the annual Place Plan process, described here: <a href="http://shropshire.gov.uk/place-plans/annual-review-cycle/">http://shropshire.gov.uk/place-plans/annual-review-cycle/</a> and will be a product of discussion between the relevant Parish Council, Shropshire Council staff and local Shropshire Councillors about the best use for the limited funding available in the context of identified priorities.
Can members explain why on the point of needs assessments I have been repeatedly ignored yet new development planning applications continue to be passed without NPPF paragraph 73 being adhered to.	Planning policy has not previously received correspondence from Mr Kilby on this matter, so this is for the relevant service (POS / Planning DM) to address.
On a more positive note can I report to you that Shropshire Playing Fields Association in recent months have been pro-actively running workshops free of charge, open to anyone who wishes to attend looking specifically at the 'value and benefits of play' for our local communities.	This is very welcome
Can I also report to your members that the Shropshire Playing Fields Association have started working with local communities to help provide the required robust up-to-date assessments of need necessary in order to protect, provide and enhance our local communities sport, play and recreation facilities.	This is very welcome and will help to inform the appropriate prioritisation of further investment through the annual 'Place Plan' process.



#### **45 Member Question Time**

There were no questions from Members.

#### **46 Shropshire Council's Play Area Provision**

The Outdoor Partnership Manager presented the report detailing Shropshire Council's play provision and explained that Town and Parish Councils and schools also provided play opportunities in the area.

The Committee noted that 52 play areas were managed by Shropshire Council and the equipment in these areas was checked every two weeks to ensure that it was safe to be used. Members noted that efficiencies within the service area had led to challenges in balancing play area maintenance against the wider focus on other parks and public open space maintenance.

The Outdoor Partnership Manager drew specific attention to the challenges that had been presented by moving from Section 106 funds [generally with specific provision to provide play areas within new housing developments over a certain size] to Community Infrastructure Levy (CIL) that widened the range of community infrastructure needs as detailed in the 18 Place Plans in the county; this competing demand on the use of CIL had so far resulted in no funds being allocated towards any new play facilities. It was recognised that local communities could potentially use some of their CIL funds to facilitate new or updated play area provision.

Members noted the budget constraints of the Ringway grounds maintenance contract and a repairs and infrastructure budget that was used for the maintenance of 18 countryside heritage sites and 103 local parks and green spaces with one third of the latter budget being used for tree safety works. The reducing amount of Section 106 maintenance money was being used to cover maintenance works and, as this diminished, additional pressure would be put on the Service infrastructure and maintenance budgets to meet the current checks and maintenance standards.

The Director of Commissioning stressed that, although the report focussed on Shropshire Council's own direct provision of play area, the Council was not the only provider. He explained that discussions were ongoing with local Parish and Town Councils to establish whether they may be interested in taking on any sites in their area and their ongoing maintenance. He added that discussions with Ringway were also ongoing but any changes to the contract that may be pursued would have an impact on the contract price.

The Team Leader Planning and Economic Policy explained the use of Place Plans as a mechanism for infrastructure priority planning and investment. Members noted that CIL funding was normally used for capital investment in infrastructure but queried whether its use as revenue funding could be tested. The application and use of CIL funding was noted.

Some debate ensued regarding the ownership and ongoing maintenance of play areas in the county and Members agreed that a full list of all the play areas would be useful whether or not they were maintained by Shropshire Council. The input of

Members with their local knowledge would constitute a valuable part of this process of identification of need and an audit of provision in their local areas.

A Member commented that local need and local provision needed to be considered in tandem. It was agreed that capturing local priorities in the development of Place Plans was essential. It was recognised new sites developed in future needed to accommodate the needs of all, be innovative in design and be designed with the community using it in mind i.e. to meet the local need.

On the invitation of the Chairman, Mr David Kilby commented that the interpretation of 'play' was vital and he stressed the importance of designing play into new development not solely into play areas but as part of the whole design process. The merits of 'designing in' from the start was of great interest to public health which considered the benefits of play in its wider sense and links in tackling obesity. The Chairman re-iterated the benefits of play in tackling childhood obesity.

Members agreed that the development of a Play Strategy should be pursued but recognised the constraints within the service area to undertake the necessary work. The Director of Commissioning commented that 'collaboration' was key in the development of a Strategy and resources would need to be pulled in to help collate the information for inclusion in the Strategy. It was understood that the input of Members at a local level would add valuable support to its development.

## **RESOLVED**

- i) That the value of play areas and public open space provision and the benefits they afford local communities be recognised;
- ii) That consideration be given to how Shropshire Council can best support local communities to use CIL monies to support investment in new play facilities identified within the 18 area Place Plans;
- iii) That an update be provided to a future meeting of the Committee on the development of a Play Strategy and how this can be achieved.

## **47 Date/Time of next meeting**

It was noted that the next scheduled meeting of the Environment and Services Scrutiny Committee was scheduled to be held at 2.00pm on Monday 22 June 2015.

Signed ..... (Chairman)

Date:



Environment and Services  
Scrutiny Committee

22 June 2015  
2.00pm

Item

**3**

Public

**MINUTES OF THE ENVIRONMENT AND SERVICES SCRUTINY COMMITTEE  
MEETING HELD ON 14 MAY 2015 AT 11.00 AM**

**Responsible Officer:** Jane Palmer  
Email: jane.palmer@shropshire.gov.uk Tel: 01743 252748

**Present**

Councillors Vince Hunt, Keith Roberts, Peter Adams, Ted Clarke, Nigel Hartin, Christian Lea, Pamela Moseley, Vivienne Parry, Arthur Walpole and Thomas Biggins (Substitute) (substitute for Roger Hughes)

**1 Election of Chairman**

**RESOLVED:**

That Councillor V Hunt be elected Chairman of the Environment and Services Scrutiny Committee for the ensuing year.

**2 Apologies**

Apologies were received from Councillor R Hughes, Councillor T Biggins attended as substitute.

**3 Appointment of Vice-Chairman**

**RESOLVED:**

That Councillor K Roberts be appointed Vice Chairman of the Environment and Services Scrutiny Committee for the ensuing year.

**4 Date of Next Meeting**

**RESOLVED:**

That it be noted that the next meeting of the Environment and Services Scrutiny Committee be held at 2.00pm on Monday 22 June 2015.

Signed ..... (Chairman)  
Date:

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<u>Committee</u>	<u>Item</u>
Environment & Services Scrutiny Committee	<b>6</b>
Monday 22 June 2015 at 2.00pm	<u>Public</u>

## Shrewsbury Swimming Pool update

**Responsible Officer** George Candler, Director of Commissioning  
e-mail: [George.candler@shropshire.gov.uk](mailto:George.candler@shropshire.gov.uk) Tel:(01743)255003

### 1. Summary

This report provides an update on work carried out, following Cabinet's confirmation on 30<sup>th</sup> July 2014, by officers to work up detailed options for swimming provision in Shrewsbury. This includes on-going liaison with Energize the County Sports Partnership, the Amateur Swimming Association, Sport England, Quarry Swimming & Fitness Forum; undertaking a building and mechanical & electrical condition survey of the Quarry; the short-listing of potential sites for swimming provision; a contract variation with Shropshire Community Leisure Trust; a further run of the Sport England Facilities Planning Model; and the completion of a detailed independently completed site options appraisal report.

The detailed sites options – refurbishment of existing Quarry Pool; renovation of existing Quarry Pool; new build on site of existing Quarry Pool; new build at Clayton Way; new build on land at Ellesmere Road; new build on land at the Shrewsbury Sports Village; and new build on land at Shrewsbury College - currently being consulted on are described and summarised within the report.

Further details of the consultation and supporting information can be found at [www.shropshire.gov.uk/swim](http://www.shropshire.gov.uk/swim)

### 2. Recommendations

Members of Environment and Services Scrutiny Committee are asked to:

1. Comment on the work done to date and to offer further suggestions, to ensure as many people as possible comment on the options being proposed.
2. To consider a further update on the work in the autumn after the consultation has ended and before a final report is presented to Cabinet.

## **REPORT**

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

Future swimming provision continues to create huge public interest, particularly with respect to its potential future location. Shropshire Council will therefore continue to work closely with Energize, Sport England, the Amateur Swimming Association (ASA) and the Quarry Swimming Pool and Fitness Forum. The development of a preferred future swimming pool option will be supported by a four month public consultation and detailed public and stakeholder engagement.

A range of specialist work has been completed, and made available, in support of the public consultation

Whichever option is chosen this is a significant project with the risk of potential overspend and project creep. The project is being developed by a Project Board chaired by the Director of Commissioning and including relevant internal officers and external representation from Energize, Sport England and the Amateur Swimming Association. The Board has developed and keeps under review a detailed project plan, risk management framework and Equality and Social Inclusion Impact Assessment (ESIIA).

### **2. Financial implications**

Capital funding will be required for the construction of a new pool. A number of options are available to the authority including:

- Council Capital Programme Funding
- Prudential Borrowing
- Sport England – Lottery Funding

Initial discussions have taken place with Sport England and there is a potential fit with the Strategic Facilities Fund which makes awards of between £500,000 and £2 million for major capital projects that are strategically important and are focused on the rationalisation and replacement of ageing facility stock. Bids to the fund are solicited and follow joint work on project development and a strong business case which demonstrates compliance with current good practice (e.g. on design, costs, procurement and management) and the delivery of agreed outcomes.

A new pool is estimated to cost between £9,007,843 and £10,989,859, compared with the renovation / refurbishment of the existing Quarry between £2,317,656 and £12,808,323 respectively.

A new pool could also potentially make year on year revenue savings, again depending on the option chosen.

In order to support the development of detailed proposals it will be necessary to incur on-going revenue expenditure on specialist advice, public consultation, etc. and this will continue to be found within existing budgets.

### 3. Background Information

Demand for swimming in Shrewsbury is significant with over a quarter of a million swims in the Quarry in 2014/15.

	<b>Quarry swimming centre attendance</b>	<b>Quarry fitness suite attendance</b>	<b>Total combined attendance</b>
<b>2010/11</b>	231,486	52,765	284,251
<b>2011/12</b>	223,856	57,694	281,550
<b>2012/13</b>	213,947	58,918	272,865
<b>2013/14</b>	222,929	69,932	292,861
<b>2014/15</b>	226,921	74,720	301,641

The Local Sports Profile for Shropshire shows that swimming is the most popular sport and is above the regional and national averages. It is also the sport that adults most want to do.

Swimming provision is well positioned to make a significant contribution to several key national and local agendas including supporting a healthy society, better outcomes for children and young people and contributing to the local economy.

Alongside this the population of Shrewsbury is changing - it's generally getting older and less active. There will be significant population growth over the next few decades with a large amount of new housing being built. From September 2015 there will be a university in the town, and although student numbers will initially be small, there will be a growing population of students with specific leisure requirements.

While the existing Quarry Swimming and Fitness Centre offers a range of facilities – 4 pools providing 898 sq m of water, 37 station fitness suite, health suite, café, training room, etc. - it is generally accepted that the condition of the Quarry Swimming and Fitness Centre and the user experience it offers has declined in recent years.

Finally there are huge on-going strains on the public purse and the running costs of the current facility will become a growing challenge.

Cabinet confirmed a number of recommendations on July 30<sup>th</sup> 2014:

- That officers work with partners to progress the “replacement” of existing swimming provision at the Quarry with new swimming provision within Shrewsbury to the feasibility stage and that a further report will be provided to Cabinet once the different options are appraised
- That a three month public consultation is undertaken to support the development of detailed costed proposals for future swimming provision and that different options are assessed against a shared vision and list of future pool requirements

- That delegated authority is given to the Director of Commissioning in consultation with the Portfolio Holder for Leisure, Culture and Libraries to enter into discussion with Shropshire Community Leisure Trust, the current operator of the Quarry Pool, and their managing agent Serco Leisure Ltd and to agree a Contract Variation which will enable the Council to appoint Shropshire Community Leisure Trust to operate any new pool provision.

#### **4. Summary of the vision for swimming pool provision within Shrewsbury**

A detailed vision for swimming provision in Shrewsbury was confirmed within the 30<sup>th</sup> July cabinet report and also accompanies the current online public consultation. In summary the vision says that the Shrewsbury swimming facility should:

- increase participation in swimming and physical activity, and in so doing improve the wider health and wellbeing of the community
- provide a long-term swimming facility that's affordable to run both now and in the future
- be complementary to other leisure and recreational provision in the town

To take this vision forward, and based on a range of evidence, recommendations for the minimum facilities to be provided by a new swimming facility have been developed:

- a 25m x 20m eight lane main pool, 500 sq m
- a 20m x 10m four-lane learner pool with full moveable floor, 200 sq m
- facilities to introduce people to water (to aid water confidence), 60 – 100 sq m
- fitness facilities, at least 50 stations
- spectator seating for 250 people

This would provide a total of 700 sq m of water compared with the current 898 sq m within the Quarry.

#### **5. Work carried out to inform public consultation on swimming pool options**

##### **a. On-going liaison**

This has been maintained with Energize the County Sports Partnership, Amateur Swimming Association, Sport England, Quarry Swimming & Fitness Forum (a group set up to bring clubs and users of the Quarry together to work towards improvements to the centre), etc. to inform the development of new options for swimming provision within Shrewsbury.

##### **b. Building and mechanical & electrical condition survey**

In September 2014 Shropshire Council undertook a condition survey of the Quarry Swimming and Fitness Centre. The survey included the main plant items (heating, pool filtration systems etc.) and connected distribution systems, and comprised an internal and external visual



inspection of the entire property, together with all associated external areas.

Various works were identified, including work to ceilings, roof, walls and cladding, furniture and fittings, floors and stairs, mechanical services, and redecoration and sanitary services.

**c. Short-listing of potential sites for swimming provision**

An initial trawl of sites potentially suitable for the development of a new swimming and leisure facility within or on the fringe of Shrewsbury (and including the current Quarry Pool site) was undertaken in June 2014 by the Council's Strategic Asset Management Team, and 22 sites were identified for consideration. The listings included land within the Council's ownership and also land owned privately or by other bodies. The sites were evaluated as a desktop exercise (with the use of acid tests and qualitative tests) to rank different sites. A final list of sites in and around the town were then taken forward for further consideration by Strategic Leisure.

**d. Contract variation with Shropshire Community Leisure Trust**

From summer 2012 the pool has been managed by the Shropshire Community Leisure Trust through their managing agents, Serco Leisure Ltd, under a contract with Shropshire Council. The completion of a recent contract variation will enable the Council to appoint the current contractor to operate any new swimming provision within Shrewsbury, following public consultation, if it wishes to do so.

**e. Sport England Facilities Planning Model May 2015**

The Facilities Planning model helps to assess the strategic provision of community sports facilities. In its simplest form the model seeks to assess whether the capacity of existing swimming facilities for a particular sport are capable of meeting local demand taking into account how far people are prepared to travel to a facility. In order to estimate the level of swimming facility provision in Shrewsbury the model compares the number of facilities (supply), by the demand for that facility (demand) that the local population will produce.

The two main findings from this analysis are that:

- There is scope to significantly reduce the current amount of water space provided in any new facility
- There is no significant difference between a town centre location and edge of town location in meeting the demand for swimming in Shrewsbury

**f. Site Options appraisal report, May 2015**

Independent leisure experts, Strategic Leisure, working alongside quantity surveyors and architects, were commissioned to identify the optimum long-term option for the provision of public swimming and fitness facilities in Shrewsbury. The study considered a minimum facility mix for future swimming pool development, and a number of site

options related to this. The study also considered the potential inclusion of diving facilities, a fun water area, and other pool configuration options.

In addition, the study considered the opportunity for an impact of developing a 50m pool; its strategic need, capital cost, revenue and participation impact, in relation to the sites on which such a large scale facility could be accommodated.

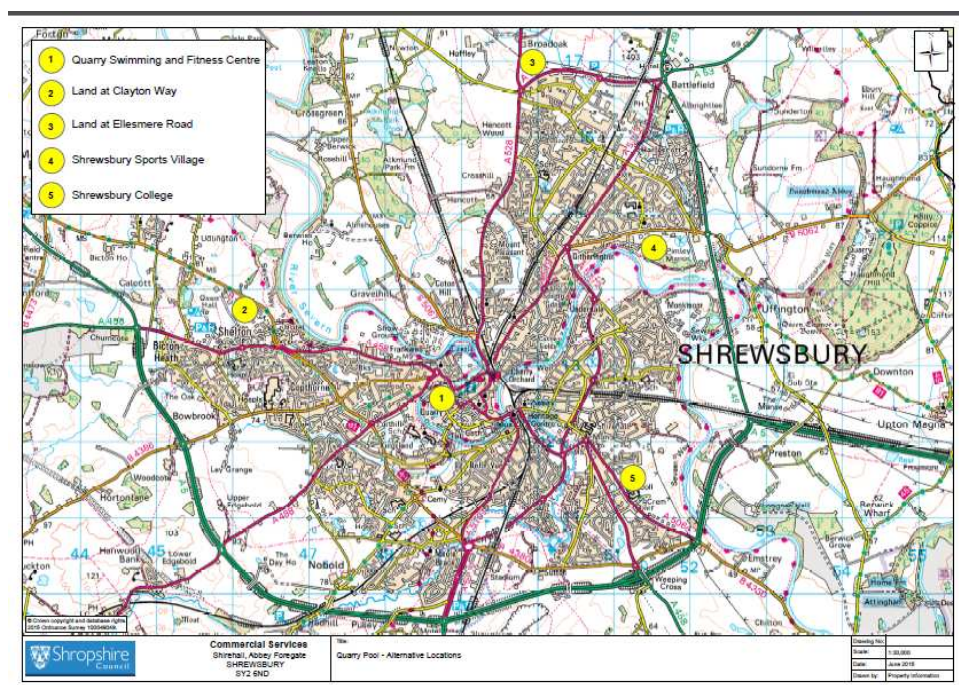
The summary of Strategic Leisure's full report to the Council is included within **Appendix 1**.

## 6. Different swimming pool options

From the work completed by Strategic Leisure the following options for swimming provision are currently being consulted on:

- 1A. Refurbishment of existing Quarry Pool
- 1B. Renovation of existing Quarry Pool
- 2. New build on site of existing Quarry Pool
- 3A. New build at Clayton Way
- 3B. New build on land at Ellesmere Road
- 3C. New build on land at the Shrewsbury Sports Village
- 3D. New build on land at Shrewsbury College

The location of each option is shown within the map below:



A summary of anticipated usage, capital costs and revenue impact is shown for each option below;

	Usage level per annum by year 5	Capital costs	Shropshire Council Revenue Impact
<b>1A. Refurbishment of existing Quarry Pool</b>	292,861	£2,317,656	Costs as per current subsidy
<b>1B. Renovation of existing Quarry Pool</b>	292,861	£12,808,323	Costs as per current subsidy
<b>2. New build on site of existing Quarry Pool</b>	398,246	£10,989, 859	£9,378 saving on existing costs per annum
<b>3A. New build at Clayton Way</b>	398,246	£10,624,822	£11,835 saving on existing costs per annum
<b>3B. New build on land at Ellesmere Road</b>	398,246	£10,941,971	£11,835 saving on existing costs per annum
<b>3C. New build on land at the Shrewsbury Sports Village</b>	486,846 (reflecting current usage of SSV)	£9,007,843	£289,669 saving on existing costs per annum
<b>3D. New build on land at Shrewsbury College</b>	Estimate 398,246 – 486,846	Estimate £9,007,843 - £10,941,971	Saving of between £9,378 and £289,669 per annum on existing costs

## 7. Public consultation on swimming pool options

A four month public consultation, ending on the 25<sup>th</sup> September, has recently been launched on the options described above and can be viewed at:.

[www.shropshire.gov.uk/swim](http://www.shropshire.gov.uk/swim)



The consultation includes for each option:

- a brief description
- a simple analysis of strengths, weaknesses, opportunities and threats (SWOT) to help readers to quickly understand the pros and cons
- financial information on the cost to build and the cost to run

Alongside this are FAQs and a range of useful supporting information.

The consultation is asking the public to read and carefully consider the information for each option, and then to provide feedback on it.

In addition to the online consultation officers will meet with interested parties / groups and attend a range of public events.

#### Feedback to date

At the time of writing this report (5<sup>th</sup> June) there had been over 350 responses to the consultation with 15% from non users.

The three top reasons why people don't use the Quarry are "there are better facilities elsewhere", "building and facilities aren't accessible enough" and "there are facilities nearer to my home that are easier to get to". The consultation suggests that the quarry pool is popular with family recreational swimmers with over 40% of swimmers visiting with their child / children.

Preferred options for future swimming provision reflect the recent Shropshire Star poll, namely Shrewsbury Sports Village, new build on existing Quarry site and upgrade of the existing Quarry. This question has generated a huge number of diverse comments which will require careful consideration.

A number of alternative pool locations are suggested including Roman Road, Copthorne, next to the football ground, next to the Battlefield Energy Recovery Facility and the Flaxmill.

Diving boards, flumes, learn to swim facilities, a swimming timetable that caters for different swimmer types, onsite parking, proximity to public transport links and proximity to town centre are all considered to be important in any swimming provision.

## **7. Next steps**

Following the end of the public consultation it is anticipated that a recommendation will be made to Cabinet on a preferred swimming pool option for approval. Key points for consideration in the development of a preferred option are likely to include:

- Population and changing patterns of usage
- Impact on participation
- Impact on local economy
- Availability and costs of site
- Site & planning constraints
- Capital costs of improved / new pool provision

- Decommissioning & demolition implications
- Continuity of swimming provision implications
- Revenue impact
- Town Centre site versus edge of town site; access
- Single facility or multi facility “hub”

The confirmation of the preferred approach is then likely to lead to a capital appraisal and the development of detailed feasibility work.

It is likely that some further public consultation will take place during the feasibility stage to inform detailed design work, etc.

Once a detailed costed scheme of works has been developed and a full funding package confirmed the project will move to the appointment of a building contractor.

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

Indoor Leisure Facilities Strategy 2009 - 2019 and Playing Pitch Strategy 2010 – 2020, Cabinet, 29 June 2011

New pool for Shrewsbury, Cabinet, 30 July 2015

Shrewsbury Swimming and Fitness Options report, Strategic Leisure, June 2015

Further details of the public consultation, FAQs and supporting reports can be found at [www.shropshire.gov.uk/swim](http://www.shropshire.gov.uk/swim)

**Cabinet Member:**

Cllr Steve Charmley, Portfolio Holder for Leisure, Libraries and Culture

**Local Members:**

Cllr Andrew Bannerman, Cllr Peter Adams, Cllrs, Vernon Bushell, Cllr Ted Clarke, Cllr Anne Chebsey, Cllr Hannah Fraser, Cllr Miles Kenny, Cllr Jane Mackenzie, Cllr Peter Nutting, Cllr Alan Mosley, Cllr Pam Moseley, Cllr Mike Owen, Cllr Kevin Pardy, Cllr Mal Price, Cllr Keith Roberts, Cllr John Tandy, Cllr Mansel Williams & Cllr Dean Carroll

**Appendices:**

Appendix 1: Summary of options for the provision of public swimming (and fitness) facilities in Shrewsbury

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# SUMMARY OF OPTIONS FOR THE PROVISION OF PUBLIC SWIMMING (AND FITNESS) FACILITIES IN SHREWSBURY

3 JUNE 2015

## INTRODUCTION

- i. The rationale for undertaking the “options for the provision of public swimming (and fitness) facilities in Shrewsbury” study was to identify the optimum long-term option for the provision of public swimming and fitness facilities in Shrewsbury, given the following:
  - **The need to increase participation levels to impact positively on community health and well-being (Source: SC Health and Well-Being Strategy, 2012)**
  - **The need to improve the quality of the existing swimming experience in Shrewsbury to help increase participation**
  - **The level of operational costs at the existing facility due to the building condition, and original construction**
  - **The level of capital investment needed in the existing building – minimum £2.3m for a basic refurbishment (or £12.8m for a building renovation, to provide a better customer experience and to comply with modern standards and legislation)**
- ii. The study has considered a minimum facility mix for future development, and a number of site options related to this. The study has also considered the potential inclusion of diving facilities, a fun water area, and other pool configuration options.
- iii. In addition, the study has considered the opportunity for and impact of developing a 50m pool; its strategic need, capital cost, revenue and participation impact, in relation to the sites on which such a large scale facility could be accommodated.

## SHROPSHIRE COUNCIL'S VISION FOR FUTURE SWIMMING PROVISION

- iv. Shropshire Council's strategy is to deliver a network of modern, efficient and sustainable sports facilities in the County (Source: Shropshire Council Cabinet report 30 July 2014). Shropshire Council's Vision for new swimming pool provision in Shrewsbury is:

***'A new/refurbished 25 metre 8 lane pool with a learner pool, plus significant fitness provision'***
- v. Shropshire Council's Vision is that the new/refurbished provision should primarily support:
  - **recreational swimming**
  - **learn to swim programmes**
  - **school use**
  - **club use**
  - **competition use**



vi. In addition to the above, Shropshire Council wishes future swimming and fitness facilities to:

- **be modern, efficient, and sustainable**
- **be fit for purpose**
- **provide value for money,**
- **reflect industry standards**
- **link to other aquatic provision**
- **deliver learning and health opportunities**

vii. Reflecting the above, the minimum facility mix that Shropshire Council wishes to see provided in Shrewsbury is set out in the table below:

**TABLE A – MINIMUM FACILITY MIX**

<b>FACILITY DESCRIPTION</b>	<b>FACILITY SCALE</b>
<b>MAIN POOL</b>	<b>8 lane x 25m pool (assuming 2.5m width per lane, as recommended for a competition pool) – 525m<sup>2</sup></b>
<b>LEARNER POOL</b>	<b>10m x 20m learner pool with moveable floor - 200m<sup>2</sup></b>
<b>WATER CONFIDENCE AREA</b>	<b>60m<sup>2</sup> – 100m<sup>2</sup></b>
<b>FITNESS SUITE</b>	<b>Minimum 50 station fitness suite</b>
<b>SPECTATOR SEATING</b>	<b>250 spectator seating</b>

viii. Whilst providing a slightly reduced overall level of water space compared to the existing provision at the Quarry (133 m<sup>2</sup> less), the addition of a large learner pool with a moveable floor will facilitate operational and programming flexibility. The 2015 Sport England Financial Planning Model (FPM) identifies that the total level of swimming pool provision within the Shrewsbury Central area (equivalent to 1,472 m<sup>2</sup> representing 6 pools on 5 sites, and allowing for the reduction in water space at the Quarry as a result of a potential new build) will more than meet future needs for swimming in Shrewsbury to 2026, given that the increased demand for swimming is not commensurate with the level of population growth (based on a Shropshire Central area predicted 2026 population of 118,321). The 13.5% population growth by 2026 equates to a 9.5% increase in demand for swimming; this equates to a total demand for 7,000 additional visits per week within the Shropshire Central area.

ix. Building a new pool on either a town centre site or an edge of town site will satisfy approximately the same level of swimming demand; a town centre site is likely to attract 60 more swimmers per week. However, a new town centre facility i.e. the Quarry, is likely to be 82% full on opening, compared to 77% in a new build on an edge of town site. Given this level of capacity on opening, it could be an option to develop a larger area of water space, despite the fact that the Facility Planning Model (FPM) highlights that the minimum facility mix proposed gives more than sufficient capacity against demand. An alternative could also be to extend opening hours and community usage at other existing pools.

x. Other facility mix options including a 50m pool, 100 station fitness suite and a 10 lane x 25m main swimming pool have also been considered in the report, to examine their impact in terms of participation, capital cost and revenue impact. The choice of options other than the Minimum Facility Mix (see Table A) will be dependent on the availability of capital funding, and the site identified for development.



- xi. The report also considers the potential to include some confidence water i.e. shallow water area, with some water features, and sloped access; this type of water area can benefit both swimmers with a disability in terms of water access, and also the very young, as they are able to splash and play in shallow water, and gain confidence in this environment, prior to learning to swim. Technology today can enable such an area to be heated to a higher temperature than the rest of the pool area, which again can be of benefit to those with a disability and also those who are very young.

## **SUMMARY OF DEVELOPMENT OPTIONS**

- xii. The study has assessed in detail the following options in relation to the future provision of swimming in Shrewsbury; these sites have been identified from an initial long-list of possible development locations:
- **Option 1A Refurbishment of the Quarry Pool**
  - **Option 1B Renovation of the Quarry Pool**
  - **Option 2 New Build on the Quarry Pool Site**
  - **Option 3A New build at Clayton Way, Oxon**
  - **Option 3B New build on land at Ellesmere Road**
  - **Option 3C New build on land at the Shrewsbury Sports Village**
  - **Option 3D New build on land at Shrewsbury College**
- xiii. The study has looked at the advantages, disadvantages, implications and impact of each development option, its capital and revenue costs, and its deliverability. The study has also assessed each of the options against the Shropshire Council Vision for future provision of swimming and fitness in Shrewsbury.

- xiv. The priority for new swimming provision is to facilitate increased community participation that realises positive health and well-being benefits across the Shrewsbury community. Table B summarises the technical factors applicable to each development option.

**Table B Summary of Technical Factors for each Development Option**

<b>DEVELOPMENT OPTION</b>	<b>CAPITAL COST</b>	<b>EXPLANATIONS FOR THE DIFFERENCE IN CAPITAL COSTS BETWEEN THE SITE AND DEVELOPMENT OPTIONS</b>	<b>REVENUE IMPACT (BASED ON ENHANCED MINIMUM FACILITY MIX (TABLES 5.2 AND 6.1))</b>	<b>EXPLANATIONS FOR THE DIFFERENCE IN REVENUE IMPACT BETWEEN THE SITE AND DEVELOPMENT OPTIONS</b>	<b>DELIVERABILITY IN PLANNING TERMS</b>
<b>OPTION 1A REFURBISHMENT OF THE QUARRY POOL</b>	£2,317,656	No new build; addresses backlog of maintenance and not development of modern fit for purpose sports facilities	No change to existing facility mix (i.e. maintains 4 pools)	No change in facility mix, or quality of facility provision	Yes
<b>OPTION 1B RENOVATION OF THE QUARRY POOL</b>	£12,808,323	High capital cost reflects the extent to which the existing facility would need to be altered because it does not meet modern day health and safety, or DDA standards, plus the need to address building control regulations, and to deal with significant site constraints such as changes in levels, proximity to Grade 2 listed park.	No change to existing facility mix i.e. Renovation does not deliver the minimum facility mix and maintains existing 4 pools	No change in actual sports facility mix and range, although the overall environment will be more attractive and accessible. These improvements have some potential to increase usage and income.	Yes

DEVELOPMENT OPTION	CAPITAL COST	EXPLANATIONS FOR THE DIFFERENCE IN CAPITAL COSTS BETWEEN THE SITE AND DEVELOPMENT OPTIONS	REVENUE IMPACT (BASED ON ENHANCED MINIMUM FACILITY MIX (TABLES 5.2 AND 6.1))	EXPLANATIONS FOR THE DIFFERENCE IN REVENUE IMPACT BETWEEN THE SITE AND DEVELOPMENT OPTIONS	DELIVERABILITY IN PLANNING TERMS
<b>OPTION 2 NEW BUILD ON THE QUARRY POOL SITE</b>	£10,989,859	Highest gross internal floor area reflecting site constraints, and need to deck car parking i.e. provide car parking on a number of levels, including under the building	Improved position, but does not deliver reduced operational costs as a standalone facility	New and modern facilities, offering better customer experience; minimum 50 station fitness suite. Potential to reduce operational costs, given modern design, energy efficiency etc. Increased participation.	Yes
<b>OPTION 3A NEW BUILD ON LAND AT CLAYTON WAY</b>	£10,624,822	New build on greenfield site; fewer site constraints than a site with existing buildings	Improved position compared against existing Quarry Pool operation, based on revenue estimates developed for this option	New and modern facilities, offering better customer experience; minimum 50 station fitness suite. Potential to reduce operational costs, given modern design, energy efficiency etc. Increased participation.	Yes

DEVELOPMENT OPTION	CAPITAL COST	EXPLANATIONS FOR THE DIFFERENCE IN CAPITAL COSTS BETWEEN THE SITE AND DEVELOPMENT OPTIONS	REVENUE IMPACT (BASED ON ENHANCED MINIMUM FACILITY MIX (TABLES 5.2 AND 6.1)	EXPLANATIONS FOR THE DIFFERENCE IN REVENUE IMPACT BETWEEN THE SITE AND DEVELOPMENT OPTIONS	DELIVERABILITY IN PLANNING TERMS
<b>OPTION 3B NEW BUILD ON LAND AT ELLESMERE ROAD</b>	£10,941,971	New build on greenfield site; fewer site constraints than a site with existing buildings.	Improved position compared against existing Quarry Pool operation, based on revenue estimates developed for this option	New and modern facilities, offering better customer experience; minimum 50 station fitness suite; Potential to reduce operational costs, given modern design, energy efficiency etc. Increased participation	Yes

DEVELOPMENT OPTION	CAPITAL COST	EXPLANATIONS FOR THE DIFFERENCE IN CAPITAL COSTS BETWEEN THE SITE AND DEVELOPMENT OPTIONS	REVENUE IMPACT (BASED ON ENHANCED MINIMUM FACILITY MIX (TABLES 5.2 AND 6.1))	EXPLANATIONS FOR THE DIFFERENCE IN REVENUE IMPACT BETWEEN THE SITE AND DEVELOPMENT OPTIONS	DELIVERABILITY IN PLANNING TERMS
<b>OPTION 3C NEW BUILD ON LAND AT SHREWSBURY SPORTS VILLAGE</b>	£9,007,843	Capital cost is the lowest because the gross internal area is the lowest, given that a new build facility could 'back into' the existing building, and benefit from shared reception, changing rooms etc.	Delivers significantly improved revenue position than current Quarry Pool operation. The reason for this is the ability to reduce operational costs e.g. staffing, because the facility would be an integrated hub, benefitting from economies of scale, and increased participation as a result of the critical mass of facilities on one site.	New and modern facilities, offering better customer experience; minimum 50 station fitness suite. Potential to significantly reduce operational costs, given the opportunity to integrate provision on one site and reduce the number of SC operational facilities, modern design, energy efficiency etc. Increased participation.	Yes

DEVELOPMENT OPTION	CAPITAL COST	EXPLANATIONS FOR THE DIFFERENCE IN CAPITAL COSTS BETWEEN THE SITE AND DEVELOPMENT OPTIONS	REVENUE IMPACT (BASED ON ENHANCED MINIMUM FACILITY MIX (TABLES 5.2 AND 6.1))	EXPLANATIONS FOR THE DIFFERENCE IN REVENUE IMPACT BETWEEN THE SITE AND DEVELOPMENT OPTIONS	DELIVERABILITY IN PLANNING TERMS
<b>OPTION 3D – NEW BUILD ON LAND AT SHREWSBURY COLLEGE</b>	The indicative cost range for this option lies between the capital costs identified for the new build facility on an alternative site and the new build on the Shrewsbury Sports Village Site i.e. £9,007,843 - £10,941,971.	Capital costs are estimated without any specific site surveys being undertaken and reflect the minimum facility mix and related site infrastructure requirements. If a new sports hall is included in the new development, the estimated capital costs is likely to be an additional £1.2m	Potential to deliver an improved revenue position compared to current Quarry Pool operation and likely to be between the Sports Village projections and the other new build options, i.e. (-£77,539 - +£200,295). The reason for this is the ability to reduce operational costs e.g. staffing, because the facility would be an integrated hub, benefitting from some economies of scale, and increased participation as a result of the critical mass of facilities on one site.	New and modern facilities, offering better customer experience; minimum 50 station fitness suite. Potential to reduce operational costs, given the opportunity to integrate provision on one site and use, modern design, energy efficiency etc. Increased participation.	Yes

- xv. Table C summarises the capital and revenue impact, plus the usage projections for each of the development options. Usage levels reflect the throughput achieved by year 5, with the exception of Options 1A and 1B, where usage is as the actual level in 2013/14.
- xvi. This is because neither options 1A and 1B actually change the range of leisure facilities provided, although Option 1B does result in the improvement of, and better accessibility to, the overall building. Without significant improvement in the actual leisure facilities i.e. a bigger fitness suite and more flexible water space with increased capacity, there is only limited potential to increase usage levels and therefore income. Capital costs reflect the costs of developing the Minimum Facility Mix described in Table A on each site, except for Options 1A and 1B, where the costs reflect those of Refurbishment and Renovation respectively. Revenue figures reflect the 10 year average cost/surplus, with the exception of Options 1A and 1B, where the figure is the actual cost of operation in 2013/14.
- xvii. Effectively what Table C shows is that all the new build options, 2 and 3A-3D, cost less to develop, achieve higher participation levels, and cost less to operate (lower level of subsidy), than Option 1B, Renovation of the Quarry Pool. All new build options, Option 3A – 3D, cost less capital to develop than Option 2 New Build on the Quarry Pool Site. Option 3C achieves a surplus because it benefits from lower overall operating costs as a result of integrating two facilities for only slightly increased costs (additional staffing, higher utility costs), and significantly higher usage levels. The latter results from the range of facilities on one site, which facilitate increased participation. Option 3D would achieve similar benefits, although the level of surplus would be likely to be less, because the existing on site facilities are not as extensive as those at the Shropshire Sports Village. As an example, closing the squash courts at the Shropshire Sports Village site and opening a fitness suite has increased participation, because more people participate in fitness than they do in squash. At the Quarry, opening a fitness suite increased participation at the facility, because the fitness suite provides an additional facility to the swimming pools.

**Table C Summary of Development Options Usage, Capital Costs and Revenue Impact**

DEVELOPMENT OPTION	USAGE LEVEL BY 5 YEAR PER ANNUM	CAPITAL COST	REVENUE IMPACT (ANNUAL GROSS AVERAGE OVER 10 YEAR PERIOD)
QUARRY POOL – EXISTING OPERATION	292,861	n/a	- £89,374(ACTUAL OPERATIONAL SUBSIDY)
OPTION 1A REFURBISHMENT OF THE QUARRY POOL	292,861	£2,317,656	- £89,374 (ACTUAL OPERATIONAL SUBSIDY)
OPTION 1B RENOVATION OF THE QUARRY POOL	292,861	£12,808,323	- £89,374 (ACTUAL OPERATIONAL SUBSIDY)
OPTION 2 NEW BUILD ON THE QUARRY POOL SITE	398,246	£10,989,859 (includes demolition costs)	- £79,996
OPTION 3A NEW BUILD ON LAND AT CLAYTON WAY	398,246	£10,624,822	- £77,539

DEVELOPMENT OPTION	USAGE LEVEL BY 5 YEAR PER ANNUM	CAPITAL COST	REVENUE IMPACT (ANNUAL GROSS AVERAGE OVER 10 YEAR PERIOD)
OPTION 3B NEW BUILD ON LAND AT ELLESMERE ROAD	398,246	£10,941,971	- £77,539
OPTION 3C NEW BUILD ON LAND AT SHREWSBURY SPORTS VILLAGE	486,846 (based on current usage of the Shrewsbury Sports Village and new usage generated by swimming and improved fitness)	£9,007,843	+£200,295 (this figure reflects total income across all facilities, and the operating costs, including staffing across all the facilities on site)
OPTION 3D NEW BUILD ON LAND AT SHREWSBURY COLLEGE*	Not estimated. Assumption would be that this would be a figure between a full new build and the Sports Village site option (398,246 - 486,846)	Not estimated. Assumption would be that this would be a figure between a full new build and the Sports Village site option (£9,007,843 - 10,624,822)	Not estimated. Assumption would be that this would be a figure between a full new build and the Sports Village site option (-£77,539 - +£200,295)

\*Specific capital costs and revenue estimates have not, at this stage, been specifically produced for this option, but have been estimated based on those developed for other new build options.



- xviii. Table E summarises the impact of the different development options in relation to the Shropshire Council Vision and principles for future provision.

**Table E Assessment of Development Options against SC Vision for Future Provision**

OPTION	SHROPSHIRE COUNCIL VISION AND PRINCIPLES						
	MODERN, EFFICIENT AND SUSTAINABLE	FIT FOR PURPOSE	VALUE FOR MONEY	REFLECT INDUSTRY STANDARDS	INCREASED PARTICIPATION	CONTINUITY OF SERVICE	DELIVER LEARNING AND HEALTH OPPORTUNITIES – COMMUNITY HUB
1A REFURBISHMENT OF QUARRY	x	x	x	x	x	x	x
1B RENOVATION OF QUARRY	x	x	x	✓	LIMITED BECAUSE THE ACTUAL CAPACITY OF THE SPORTS FACILITIES DOES NOT CHANGE	x	x
2 NEW BUILD ON QUARRY SITE	✓	✓	✓ BUT NOT AS GOOD AS OTHER OPTIONS	✓	✓	✓	✓
3A NEW BUILD ON LAND AT CLAYTON WAY	✓	✓	✓	✓	✓	✓	x
3B NEW BUILD AT LAND AT ELLESMERE ROAD	✓	✓	✓	✓	✓	✓	x
3C NEW BUILD ON LAND AT SHREWSBURY SPORTS VILLAGE	✓✓	✓	✓	✓	✓	✓	✓
3D NEW BUILD ON LAND AT SHREWSBURY COLLEGE	✓	✓	✓	✓	✓	✓	✓

xix. Investing in the future provision of swimming and fitness facilities in Shrewsbury is a significant commitment for Shropshire Council. With respect to each of the options, Shropshire Council needs to consider the following:

- **OPTION 1A REFURBISHMENT OF THE QUARRY POOL AND OPTION 1B RENOVATION OF THE QUARRY POOL** – short to medium term options, with minimal long term impact on actual leisure facilities and therefore customer experience. These options will not realise improved revenue positions and are unlikely to increase participation, so will therefore have a limited impact on community health improvement. This is because the actual range and capacity of the leisure facilities does not change. The customer-facing improvements to the facility relate to the reception, changing rooms, and accessibility, as well as ‘behind the scenes’ maintenance works, and the addressing of compliance works.
- **OPTION 2, AND OPTIONS 3A – 3D NEW BUILD** – a new build option is less costly, and will deliver modern, fit for purpose facilities, which will increase participation and deliver community health benefits. A new build option is better value for money because the capital investment will last for 25-30 years, and facilities will be more sustainable and more efficient to operate, thereby impacting positively on revenue costs.

xx. Of the new build site options available, only the Quarry and the Shrewsbury Sports Village sites are immediately available. Developing a new facility on the Quarry site will result in the closure of the existing facility, and therefore, there would not be continuity of service. The existing facility would need to be closed and demolished before a new facility could be developed on the same site. This is due to the site constraints i.e. size and access, and also the fact that a new facility could not be effectively, and critically safely developed on the site, while the existing facility continued to operate.

xxi. The Shrewsbury College site is available, but there are operational issues to resolve prior to any development; demolition of existing sports facilities; identification of recreational and curriculum needs to be re-located during facility development; and agreement of College Governors.

xxii. Shropshire Council also states in its vision the desire to create a community hub, where there is the co-location of a wide range of facilities, which will offer enhanced participation opportunities for more people, more often. A new build option is more likely to deliver this vision. The only sites where there is already facility provision, which could contribute to a community hub, are Shropshire Sports Village and the Shrewsbury College site.

xxiii. Making and implementing the right investment decision is challenging, but Shropshire Council has a significant opportunity to develop a modern facility that will meet the swimming and fitness needs of the community into the future. Given that Shropshire Council is unlikely to have this opportunity again for many years, it is important to make the decision on what to develop and where, based on its strategic Vision and principles for the future provision of swimming and fitness in Shrewsbury.



## Committee and Date

Environment Services  
Scrutiny Committee

Time: 2pm

Date: 22<sup>nd</sup> June 2015

## Item

7

Public

## **UPDATE - FUTURE COMMISSIONING AND PROVISION OF LIBRARY SERVICES**

Responsible Officer: Michael Lewis (Library Services Manager)

Email: Michael.lewis@shropshire.gov.uk Tel: 01743 255023 Fax:

### **1. Summary**

- 1.1. This report summarises progress made on the county-wide redesign of library services since the last update to the Environment Services Scrutiny Committee meeting on 8<sup>th</sup> December 2014.
- 1.2 Shropshire Council is developing as a commissioning council and to set out its future commissioning intentions. Alongside this, the council is considering which parts of its business might be best delivered locally and will seek to reflect this within its future commissioning intentions.
- 1.3 Specifically, the council is working with partners to re-design existing face to face customer focused services in order to provide places that residents can easily access services and get information and advice that both meets their needs and enables them to help others within their community.
- 1.4 The council's vision is that traditional face to face services will be delivered by community based organisations that will harness and maximise the resources available within each locality and create welcoming and accessible hubs of activity.

### **2. Recommendations**

- 2.1 That Scrutiny Committee members provide feedback and comment in respect of the council's approach to the redesign the library service, including moving the management of services and buildings into new community based arrangements, progress made to date and the next stages of the library redesign work.
- 2.2 That the Scrutiny Committee receives a further update in respect of library service redesign and the development of Community Hubs in spring 2016.

## REPORT

### 3. Risk Assessment and Opportunities Appraisal

- 3.1 A risk management log is being maintained for all aspects of work associated with transition of the library redesign. This enables identification and assessment of risks and associated mitigating actions.
- 3.2 Human Rights: An Equality & Social Inclusion Assessment (ESIIA) will be created for each library redesign project and these will accompany consultation documents. Carrying out ESIIAs will ensure that, as far as possible, the council is taking actions to meet the general equality duty placed on us by the Equality Act 2010 to have *due regard* to the three equality aims in our decision making processes. These are: eliminating discrimination, harassment and victimisation; advancing equality of opportunity; and fostering good relations. The ESIIAs are living documents and will continue to be updated as the projects develop.
- 3.3 Redesigned library services delivered by community organisations should offer greater flexibility in the way local people use them – particularly when they are part of a wider hub of services. This will enable the creation of a range of opportunities for existing and new library and hub users and the organisations involved in delivering services and activities.
- 3.4 Environment: No adverse impact expected.

### 4. Financial Implications

- 4.1 2014/15 savings of £520k have been achieved through efficiency savings, improved operating arrangements and through voluntary redundancies.
- 4.2. Savings totalling £670k are required to be delivered in the next two years and this will be done through transferring the management of libraries to new community based management arrangements or by working in partnership with community based organisations to manage provision differently. This will result in reduced back office and management costs and reduced costs of directly delivery.
- 4.3 The redesigned model will leave a remaining net controllable library service budget of £2.3 million.
- 4.4 £520k of external funding is available by through a Transformation Challenge Award (TCA) to facilitate the transfer of 6 libraries to new community based management arrangements in 2015/16.

### 5. Background

- 5.1 The redesign of library services is part of wider work to maximise community assets and resources to develop Community Hubs where existing face to face customer focused services can be delivered. The Hubs will be places that local residents can easily access services and get information and advice that both helps them and enables them to help others within their community. The creation of Community Hubs will underpin the changing way in which services will be delivered in the future. Co-

locating services, activities and the people who deliver these fosters greater local community activity and brings residents, the local business community, and smaller organisations together with the aim of improving the quality of life in their areas.

- 5.2 We have adopted the following approach to the development, and ultimately implementation, of detailed local proposals.
- 5.3 We are engaging with local groups, service users and individuals within informal soft market testing exercises to explore the art of the possible and to co-design local solutions - looking at all existing community assets - buildings, publicly or privately owned, organisations, individuals and resources. We are using our local governance structures to provide a forum for local discussion on proposals that are created. We are engaging with local town and parish councils, with other public services and with local voluntary organisations to refine these proposals. Once agreement on a proposed new management arrangement has been reached by all parties, a statutory six week consultation on the proposals is designed and delivered. Following the consultation the final Shropshire Council decision on any proposed change is made by the Portfolio Holder for Business, ip&e, Culture and Commissioning (North) alongside appropriate local decision making.

## **6.0 Progress to date**

- 6.1 Progress is being made with developing proposals for new management arrangements for libraries across the county. Attached at Appendix 1 is the summary of progress divided into: :
- a. transferred to community management
  - b. confirmed proposals for community management
  - c. proposals for community management under development
  - d. principal Community Hub sites

## **7.0 Project Management**

- 7.1 A Project Board to support the redesign of library services, the implementation of the TCA funding in support of the development of Community Hubs and the transition to new management arrangements at specific libraries has been set up. It is led by the Area Commissioner South and attended by the Head of Commercial Services, the Strategic Asset Manager and services leads across a number of areas including the library service, customer services and locality commissioning.
- 7.2 We continue to work with local communities and stakeholders, including town and parish councils and members of the voluntary and community sector, to identify potential models and solutions for new local management arrangements. Management of individual projects takes place locally and management of the overall programme is co-ordinated through the Project Board.
- 7.3 A risk management log with a RAG rating is being maintained for all aspects of work associated with the service redesign and transition to new management arrangements. This enables identification and assessment of risk and associated mitigating actions.

<p><b>List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)</b></p> <p>Future Commissioning and provision of Library Services – December 2014</p>
<p><b>Cabinet Member (Portfolio Holder):</b></p> <p>Councillor Steve Charmley</p>
<p><b>Local Member:</b></p> <p>All local Members</p>
<p><b>Appendices</b></p> <p>Appendix 1 - Summary of Redesign of Shropshire Council "face to face" customer services</p>

05 06 15

Library redesign vision

Summary of Redesign of "Shropshire Council "face to face" customer services

Modern sustainable libraries achieved by a mixture of self-service facilities and the involvement of community partners in the day to day operation of the library.

Ongoing “back office” support provided by Shropshire Council.

Co-location with other services and partners to create synergies where appropriate.

Flexible space to allow for library events such as Rhyme Time, Time to Listen, author events, local history sessions etc.

Public access computer facilities and WiFi provision

Customer Service Point redesign vision

Encourage as many customers as possible to use alternative methods of conducting their business with Shropshire Council such as using the telephone or online services wherever and whenever practicable.

Commission local organisations to provide low level face to face advice and support alongside other face to face services such as the library. Customers will be steered towards alternative ways of doing business with the council and where they have needs that cannot be met in this way will be booked on to prearranged appointments with specialist advisors.

How are we going to do this?

Local community based conversations guided by local governance arrangements and local stakeholder (including Town and Parish Councils and the VCS) engagement to identify possible new local management arrangements

Alongside this we will publish and regularly review a list of Assets for Community Transfer, see [www.shropshire.gov.uk/doing-buisness-with-shropshire-council](http://www.shropshire.gov.uk/doing-buisness-with-shropshire-council)

Should there be no local proposal / proposals we will seek wider engagement, opportunities and potentially offers” from within the “Shropshire community” including via the VCSA.

a. Transferred to community management

Location	Library redesign opportunity	Community Asset Transfer register	Customer Service Point
Craven Arms, Craven Arms Community Centre	Managed by the South Shropshire Furniture Scheme within the Craven Arms Community Centre	N/A	Yes
Highley, The Severn Centre	Managed by Halo Leisure (under contract to the trustees of the Severn Centre) within the Severn Centre	N/A	No

b. Confirmed proposals for community management

Location	Library redesign opportunity	Community Asset Transfer register	Customer Service Point
Bishops Castle, Enterprise House	Proposed transfer to community management by Enterprise South West Shropshire within Enterprise House (existing library location)	N/A	Yes
Broseley, The Old School	Proposed transfer to management by Broseley Town Council within the existing library location	Yes	Yes
Church Stretton, Church Rd	Proposed transfer to management by the South Shropshire Academy within a new location at the school	No	Yes
Cleobury Mortimer, Cleobury Country	Proposed transfer to management by Cleobury Country within the Cleobury Country Centre (existing library location)	N/A	No

<b>Shifnal</b> , Broadway	Proposed transfer to management by Shifnal Town Council	Yes	Yes
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c. Proposals for community management under development

Location	Library redesign opportunity	Community Asset Transfer register	Customer Service Point
<b>Albrighton</b> , Station Rd	Exploring potential opportunities through a soft market testing exercise	No	Yes, High Street
<b>Bayston Hill</b> , Lythwood Rd	Discussions taking place at a local level	No	No
<b>Gobowen</b> , St. Martin's Rd	Discussions taking place at a local level	Yes	No
<b>Ellesmere</b> , Victoria Street	Exploring potential opportunities through a soft market testing exercise	No	Yes
<b>Much Wenlock</b> , High Street	Discussions to take place at a local level	N/A	No
<b>Pontesbury</b> , Bogey Lane	Discussions taking place at a local level	Yes	No
<b>Shawbury</b> , Parish Hall	Discussions taking place at a local level	N/A	No
<b>Wem</b> , High Street	Discussions to take place at a local level	N/A	Yes, Edinburgh House

d. Principal "Community Hub" sites

Location	Library redesign opportunity	Community Asset Transfer register	Customer Service Point
<b>Bridgnorth</b> , Listley Street	Currently exploring possible opportunities	No	Yes



<b>Ludlow,</b> Parkway	Currently exploring possible opportunities	No	Yes
<b>Market Drayton,</b> Cheshire Street	Currently exploring possible opportunities	No	Yes
<b>Oswestry,</b> Arthur Street	Currently exploring possible opportunities	No	Yes
<b>Shrewsbury,</b> Central Library	Currently exploring possible opportunities	No	Yes, Guildhall
<b>Shrewsbury,</b> The Lantern	Currently exploring possible opportunities	N/A	
<b>Whitchurch,</b> Whitchurch Civic Centre	Currently exploring possible opportunities	N/A	Yes

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