



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

Date: Tuesday, 2 January 2018

Committee: Cabinet

Date: Wednesday, 10 January 2018

Time: 12.30 pm

Venue: Shrewsbury Room, Shirehall, Abbey Foregate, Shrewsbury, Shropshire, SY2 6ND

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

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

Members of Cabinet

Peter Nutting (Leader)
Steve Charmley (Deputy Leader)
Joyce Barrow
Lezley Picton
David Minnery
Robert Macey
Nic Laurens
Nicholas Bardsley
Lee Chapman
Steve Davenport

Deputy Members of Cabinet

Clare Aspinall
Dean Carroll
Rob Gittins
Roger Hughes
Elliott Lynch
Alex Phillips

Your Committee Officer is:

Jane Palmer Senior Democratic Services Officer

Tel: 01743 257712

Email: jane.palmer@shropshire.gov.uk

AGENDA

1 Apologies for Absence

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

To approve as a correct record and sign the Minutes of the Cabinet meetings held on 6 and 13 December 2017. **TO FOLLOW**

4 Public Question Time

To receive any questions or petitions from members of the public, notice of which has been given in accordance with Procedure Rule 14. Deadline for notification for this meeting is 5.00pm on Friday 5 January 2018.

5 Member Questions

To receive any questions of which members of the Council have given due notice. Deadline for notification for this meeting is 5.00pm on Friday 5 January 2018.

6 Scrutiny Items

To receive any scrutiny items from Council or from any of the Council's Scrutiny Committees.

7 Financial Strategy 2018/19 to 2022/23

Lead Member – Councillor Peter Nutting – Leader of the Council and Portfolio Holder for Strategy

Report of the Head of Finance, Governance and Assurance [Section 151 Officer] **TO FOLLOW**

Contact: James Walton Tel: 01743 255001

8 Shropshire Schools Funding Formula 2018/19

Lead Member – Councillor Nicholas Bardsley – Portfolio Holder for Children and Young People

Report of the Director of Children's Services **TO FOLLOW**

Contact: Karen Bradshaw Tel: 01743 254201

9 Early Help Family Hubs

Lead Member – Councillor Nicholas Bardsley – Portfolio Holder for Children and Young People

Report of the Director of Children’s Services **TO FOLLOW**

Contact: Karen Bradshaw Tel: 01743 254201

10 Parking Strategy - Public Consultation Results

Lead Member – Councillor Steve Davenport – Portfolio Holder for Highways and Transport

Report of the Director of Place and Enterprise **TO FOLLOW**

Contact: George Candler Tel: 01743 255003

11 Fire Safety Policy and Improvement Plan (Pages 1 - 14)

Lead Member – Councillor Steve Charmley – Deputy Leader and Portfolio Holder for Corporate Support

Report of the Director of Place and Enterprise

Contact: George Candler Tel: 01743 255003

12 Consultation on the Proposed Amendments to Fire and Rescue Authority (FRA) Combination Schemes established under sections 2 and 4 of the Fire and Rescue Services Act 2004 in England. (Pages 15 - 34)

Lead Member – Councillor Peter Nutting – Leader of the Council

Report of the Chief Executive

Contact: Clive Wright Tel: 01743 257736

13 Library Services Strategy for Shropshire 2018 to 2023 (Pages 35 - 138)

Lead Member – Councillor Lezley Picton – Portfolio Holder for Culture and Leisure

Report of the Director of Place and Enterprise

Contact: George Candler Tel: 01743 255003

14 Exclusion of the Public and Press

To resolve that, in accordance with the provisions of Schedule 12A of the Local Government Act 1972, and Paragraph 10.4 (3) of the Council’s Access to Information

Procedure Rules, the public and press be excluded from this meeting during consideration of the following item/s.

15 Connecting Shropshire - Contract 3 Extension (Pages 139 - 146)

Lead Member – Councillor Nic Laurens – Portfolio Holder for Economy and Growth

Exempt Report of the Director of Place and Enterprise

Contact: George Candler Tel: 01743 255003

16 Minutes

To approve and sign the exempt Minutes of the Cabinet meeting held on 6 December 2017. **TO FOLLOW**



<u>Committee and Date</u>
Cabinet
10 January 2018

FIRE SAFETY POLICY AND IMPROVEMENT PLAN

Responsible Officer Steve Law
e-mail: stevelaw@shropshire.gov.uk

Tel: 01743 281018

1. Summary

- 1.1. Cabinet members are asked to approve the revised Fire Safety Policy (attached at Appendix 1).
- 1.2. The Fire Safety Policy applies to all Service Areas within the Authority and identifies the responsible individuals, working groups and mechanisms that ensure compliance with the Regulatory Reform Order and other relevant legislation.
- 1.3. The Policy has been developed alongside an internal review of organisational fire safety and a subsequent improvement plan. The main outcome of which is a project to create a management system with a centralised point for recording fire safety information (to be established in Spring 2018). The centralised function will report upon compliance using the KPI's identified within the Policy and allow efficient resource deployment moving forward.
- 1.4. The Policy has been subject to scrutiny and formally approved via the Fire Risk Assessment Group (officer group) and Fire Safety Panel (officer group.)

2. Recommendations

- 2.1. To approve the revised Shropshire Council Fire Safety Policy.

3. Risk Assessment and Opportunities Appraisal

- 3.1. The Council has both a statutory and moral obligation to manage fire safety and reduce the risk of fire, as far as is reasonable practicable,

across its operations and estate. The primary aim of any fire safety action is to stop fire related death or injury from occurring.

- 3.2. Shropshire Council is subject to a range of fire related legislation, all aimed at reducing fire related incidents. Failing to meet legislative requirements can result in the loss of life, legal action with financial or criminal liabilities arising (against individual officers or the Council) and reputational damage amongst others.
- 3.3. Whilst the primary focus of the Policy is the protection of life, it is recognised that any subsequent improvements to fire safety management will also protect assets from the devastating effects of fire.
- 3.4. The Key Performance Indicators within the Policy have been developed to provide evidence based data that can report upon our level of fire safety compliance and set targets for improvement where required to deploy structured risk reduction activities.
- 3.5. In the wake of the Grenfell Tower disaster, the management system will deliver additional assurance to all stakeholders that the Council is fully committed to reducing the risk of fire as far as is reasonably practicable.

4. Financial implications

- 4.1. The improvement plan is progressing as a project within the Asset and Estates team. It is recognised that the outcomes may lead to some level of increased activity to ensure legislative compliance. Much of this activity will be devolved through teams and managers who already manage day to day fire safety within their area or department.
- 4.2. Once the management system is established, the ongoing task of centrally collating fire safety information is a new activity and as such will require additional resource. The full scope of this resource is to be identified in early 2018 but shall require no more than 0.4 FTE equivalent at officer level. This is similar to the resource level applied to the management of Asbestos (as another recognised risk area under H&S legislation).
- 4.3. In addition, we expect to use fire safety consultants on occasion to undertake Fire Risk Assessments on properties with the highest risk rating and/or of a very complex nature. External services will only be used when no suitable resource can be identified in house and the extent of work does not justify training internal staff. As such, the annual budget for this service will not exceed £10,000.
- 4.4. The level of financial requirement is therefore expected to be both within officer approval and the thresholds set out in 4.3.

5. Background

- 5.1. Shropshire Council has a good record of fire safety and in comparison to many local authorities, a relatively low risk estate including very few large, high risk and/or complex buildings. However, previous performance does not mean we are complacent and will ensure that we are guarded against incidents in the future.
- 5.2. The Fire Safety Group (FSG) was formed in October 2016 and acts as an officer advisory group which feeds into the Health & Safety Work Group. The FSG is chaired by the Strategic Asset Manager who, under the corporate landlord model, manages the operational risk of fire safety across the Council estate.
- 5.3. The Fire Safety Group initiated a review of the Fire Safety Policy in autumn 2017 which encompassed a review of organisational fire safety. The process identified that there was a significant amount of work being undertaken across the organisation and staff were in the main, aware of their roles and responsibilities with regards to fire safety.
- 5.4. However, it was identified that there is currently no central system in place to capture the work being undertaken and the Council cannot therefore report easily upon overall organisational compliance in a quantified manner. The lack of this oversight function was identified as a risk and the improvement plan aims developed as a result.
- 5.5. The improvement plan aims to be operationally lean, using the Council's ICT based property management system and the information held therein to collate and report upon fire safety. Furthermore, the improvement plan was developed with input from those who currently manage fire safety and builds upon current process where possible.

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

N/A

Cabinet Member/ Deputy (Portfolio Holder)
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Councillor Steve Charmley, Portfolio Holder for Corporate Support

Local Member

All

Appendices

Appendix 1– Fire Safety Policy

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Fire Safety Policy

Contents

1. Policy Statement	2
2. Scope	3
3. Definitions	3
3.1. The Responsible Person	3
4. Responsibilities	3
5. Training and competency	5
6. Risk Assessment	5
7. Performance reporting	6
8. Appendix	7

1. Policy Statement

- 1.1. Shropshire Council is committed to ensuring the Health, Safety and Welfare of our employees, all other persons legally present on council premises and those in the immediate vicinity who may be at risk from the effects of fire. Furthermore, the Authority accepts the statutory and moral obligations to comply, so far as is reasonably practicable, with the requirements of:
- The Regulatory Reform (Fire Safety) Order 2005;
 - The Housing Act 2004;
 - Health and Safety at Work etc. Act 1974;
 - All other relevant legislation pertaining to Fire Safety.
- 1.2. All Service Areas within the Authority must be able to demonstrate compliance with this policy through monitoring activities, audits and inspection. Supplementary procedures and guidance may be developed to support specific service needs and legislative requirements associated with premises and/or operations.
- 1.3. Whilst the operational responsibilities for fire safety are identified within the Fire Safety Policy, overall responsibility lies with the Chief Executive, in line with the Health and Safety Policy.
- 1.4. The Authority will make available such resources as are required for establishing, maintaining and promoting continual improvement of fire safety risk management systems. Within this, training for staff involved in fire safety management is considered a core element.
- 1.5. The Authority will work to ensure that all premises have a current, suitable and sufficient Fire Risk Assessment in place. Any actions raised will be resolved, so far as is reasonably practicable and using a risk based approach.

..... \.....\.....
Clive Wright
Chief Executive

2. Scope

- 2.1. This Fire Safety Policy applies to all Service Areas within the Authority and identifies the responsible individuals, working groups and mechanisms that ensure compliance with the Regulatory Reform Order and other relevant legislation.
- 2.2. The legislation and this policy are primarily concerned with the protection of people however effective arrangements will also benefit the protection of property and assets.
- 2.3. Although the diversity of the estate is reflected in a variety of relevant legislation, the dominant piece of legislation is the Regulatory Reform (Fire Safety) Order 2005 (RRO). This Fire Safety Policy is therefore concerned with identifying the responsible persons and mechanisms within the Authority to ensure compliance with the RRO. A guiding principle of the RRO is the development of a Fire Risk Assessment (FRA) for individual premises and through this process any further, specifically relevant legislative requirements will be identified to ensure full compliance.

3. Definitions

3.1. The Responsible Person

- 3.1.1. The RRO requires the identification of a Responsible Person who has specific duties as outlined within the legislation. For workplaces, the principle Responsible Person is the Authority as the employer and by extension, Shropshire Council's Chief Executive. In practice however, the duties of the Responsible Person will be delegated through the management hierarchy.
- 3.1.2. The situation surrounding schools, leased properties and other arrangements within the Authority are more complex. The premises manager, head teacher or other may assume the role of the Responsible Person, depending upon the legal and contractual situation regarding a particular premises and therefore defined during the risk assessment process. The Authority will co-operate and co-ordinate with this individual to ensure any measures taken comply with the RRO and as such meet their legislative obligations as owner, landlord etc. as applicable.

4. Responsibilities

4.1. Principle Responsible Person

The Chief Executive retains overall responsibility for fire safety across Shropshire Council workplaces; they are deemed to be the Responsible Person with regard to the Regulatory Reform (Fire Safety) Order 2005. The Chief Executive will:

- Delegate operations as required to ensure full compliance with this policy

4.2. Fire Risk Owner

The Strategic Asset Manager will:

- Keep this policy up to date
- Identify any resources required
- Monitor the implementation of this policy
- Report upon the progress of this policy to the Executive Board and relevant groups

4.3. Premises List Administrator

The Asset & Estates Project Coordinator will:

- Monitor and record the completion of Fire Risk Assessments across the Authority
- Monitor and support remedial actions resulting from Fire Risk Assessment as required
- Escalate areas of non-conformance as required
- Produce reporting documents as required
- Maintain an active list of all premises Responsible Persons

4.4. Property Service Group manager

- Ensure an ongoing programme of inspection, testing and maintenance of fire safety equipment (to the required level of detail) at managed properties.
- Manage and provide a competent external and/or internal Fire Safety Advisor service for provision of FRA's or other services as required

4.5. Occupational Health and Safety Team

- Provide assistance to Responsible Persons as required to ensure compliant FRA's are completed across the estate
- Audit and monitor FRA's and other associated documentation of a scheduled basis
- Ensure all reported incidents or near miss situations involving fire are recorded, reported and investigated as required
- Undertake FRA's at medium rated properties and assist at low rated properties as required

4.6. On site Responsible Persons – i.e. premises managers, head teachers etc.

- Implement general fire precautions to protect the safety of all employees and others
- Ensure a suitable FRA is in place and maintain the site log book
- Plan, organise, control, monitor and review the preventative and protective measures
- Ensure that fire detection, alarms and where appropriate firefighting equipment is in working order
- Provide clear emergency exit routes from premises which lead to a place of safety

- Appoint fire marshals where necessary to assist in undertaking the preventative and protective measures
- Provide staff, visitors and others with comprehensive and relevant information
- Provide the relevant number of staff with fire safety training to ensure a smooth evacuation can occur and is tested as required by legislation
- Co-operate with other responsible persons in shared premises

4.7. Managers

- Induct staff in the local fire emergency procedures on their first day of employment including the location of fire exits and assembly points
- Identify staff and visitors who may need additional help in an evacuation and complete a Personal Emergency Evacuation Plan (assistance can be sought from H&S team)

4.8. Fire Marshals

- Assist in the evacuation of staff, visitors and others from premises in the event of fire alarm activations
- Use of fire fighting equipment in accordance with training
- Report any deficiencies with fire safety arrangements to the relevant responsible person

4.9. Employees

- Provide visitors with applicable fire safety information upon arrival
- Take reasonable care of own and others safety in relation to fire
- Cooperate with fire safety policies and procedures
- Not interfere with or abuse any equipment that is provided for the purposes of fire safety
- Maintain clear escape routes throughout premises and external areas for all pedestrians and vehicles

5. Training and competency

A training matrix for fire safety is currently under development with the aim of standardising required competency across the authority. More details available from the Fire Risk Assessment Panel chair.

6. Risk Assessment

Details of the risk assessment process can be found in appendix 1-3.

The Fire Risk Assessment process is ultimately the responsibility of the local premises Responsible Person. However the authority offers help, advice and training to ensure assessments are suitable and sufficient.

The authority reviews documentation upon receipt and takes appropriate action to record information and to assist in risk reduction activities as required.

Risk assessment documentation for authority premises is currently held by the Health and Safety department and the Statutory Compliance Officer. A current project is underway to transition this information onto Technology Forge where it can be held and accessed centrally. In addition the project aims to standardise documentation where practicable. More details available from the Fire Risk Assessment Panel chair.

7. Performance reporting

The following key performance indicators have been developed as a measure of the authority's legislative compliance. A project is being undertaken by the Fire Risk Owner to establish our current baseline levels and set a strategy for improvement. More details available upon request.

KPI 1 - % of premises with a current Fire Risk Assessment

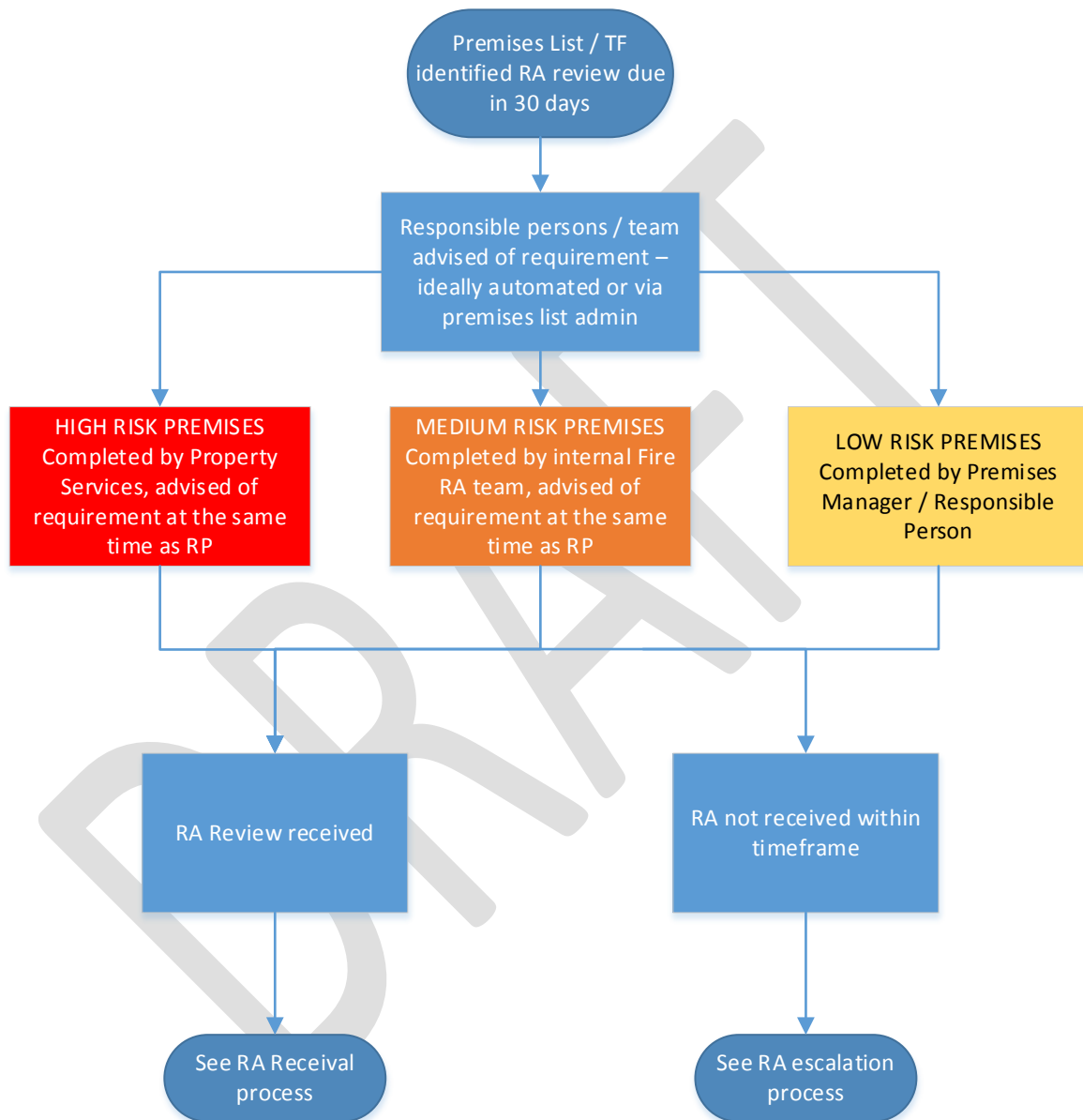
KPI 2 - % of premises assessed as Low Risk within FRA

KPI 3 - % of premises with adequately maintained Fire Safety Systems, plant and equipment

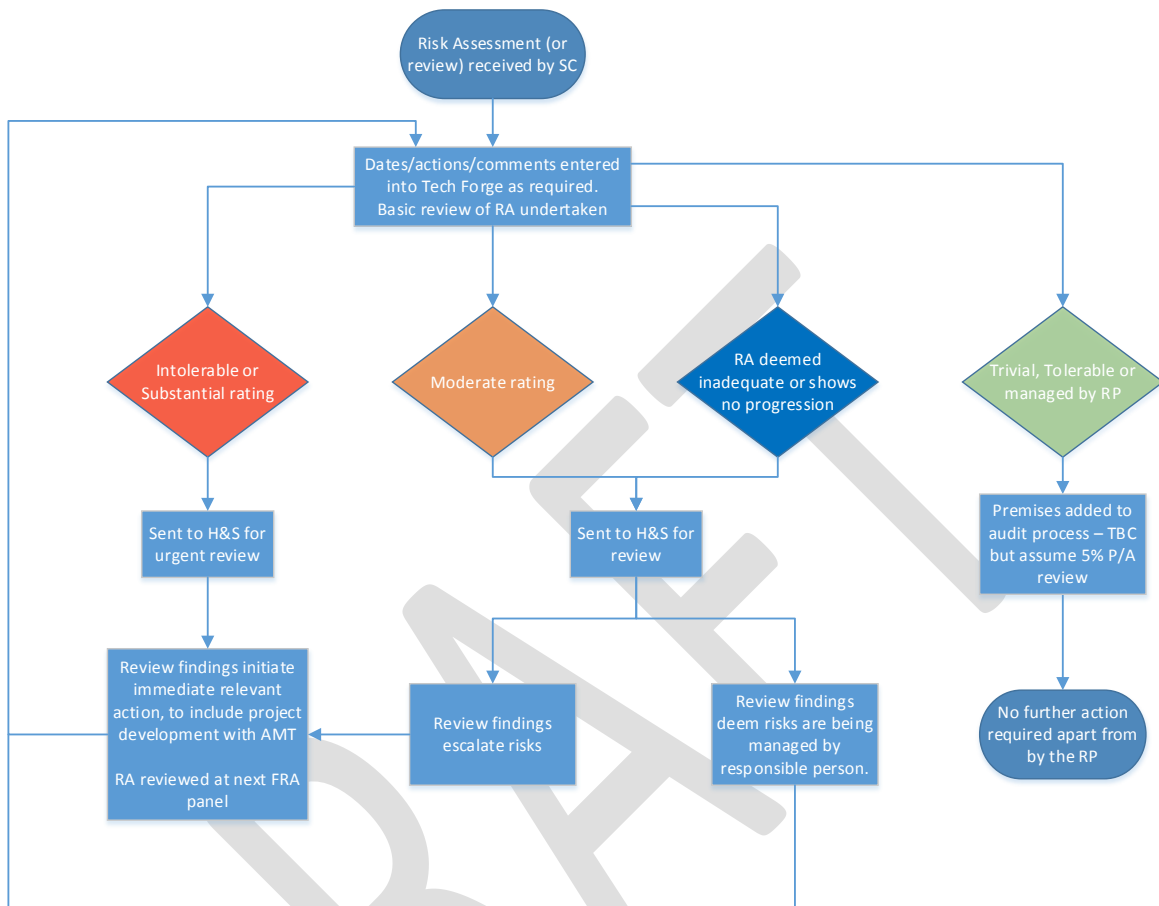
KPI 4 - % of premises with in date gas and electrical (plus other as required) certificates

8. Appendix

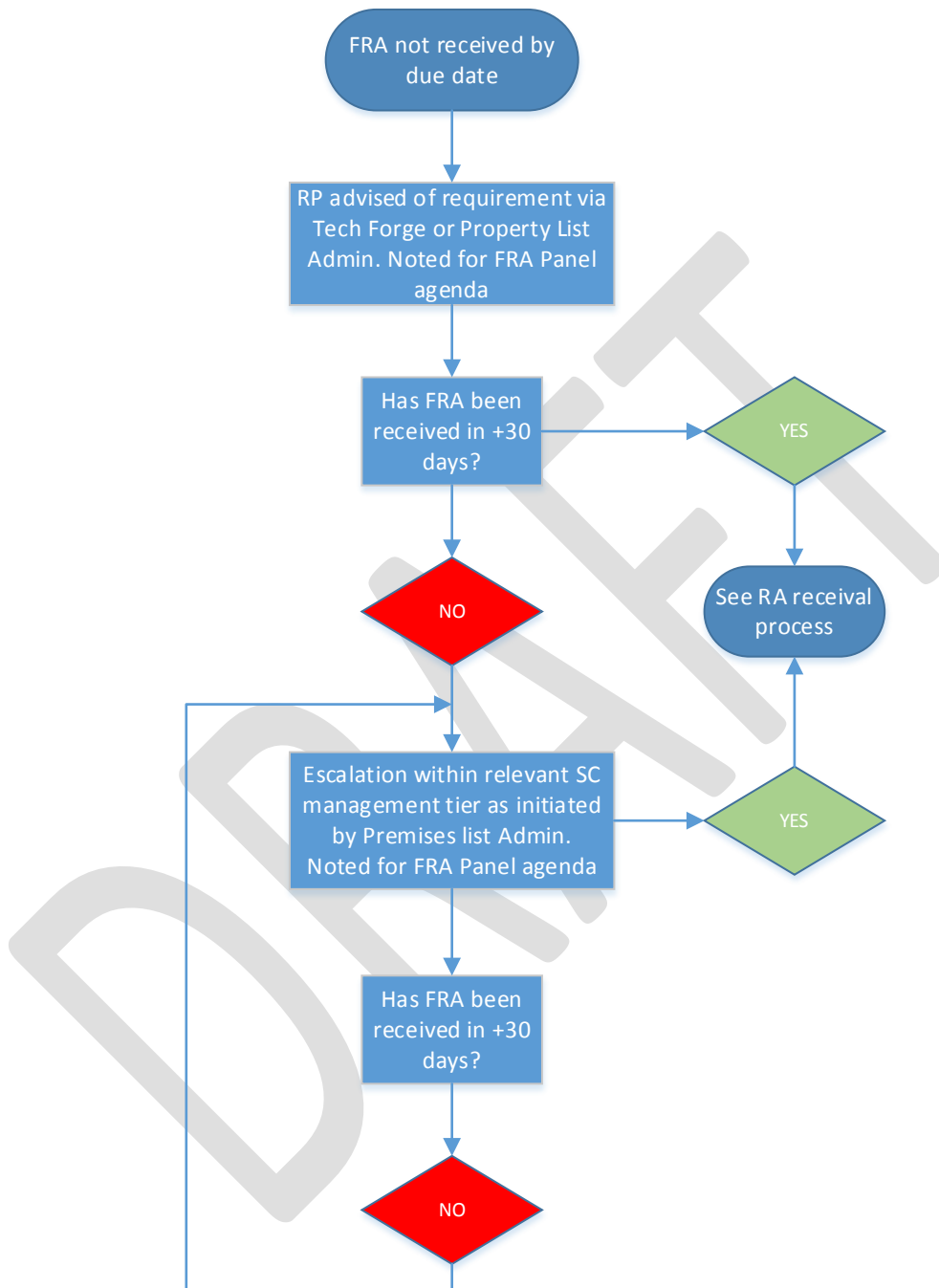
8.1. Appendix 1 – Risk Assessment delegation



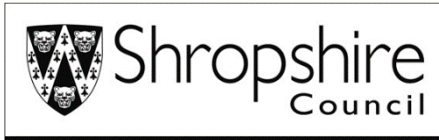
8.2. Risk Assessment data collection process



8.3. Appendix 3 – Risk Assessment escalation process



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<u>Committee and Date</u>
Cabinet
10 January 2018

Consultation on the Proposed Amendments to Fire and Rescue Authority (FRA) Combination Schemes established under sections 2 and 4 of the Fire and Rescue Services Act 2004 in England.

Responsible Officer Clive Wright, Chief Executive
e-mail: clive.wright@shropshire.gov.uk Tel: 01743 258675

1. Summary

- 1.1 The Rt Hon Nick Hurd MP, Minister of State for Policing and the Fire Service, is consulting principal Local Authorities on new proposals to change legislation and allow Police and Crime Commissioners (PCC) to be included and have voting rights on the governing bodies of Fire and Rescue Authorities.
- 1.2. Fire and Rescue Authorities would still have to agree to the Police and Crime Commissioner (PCC) being included in the membership of the Fire and Rescue Authority even if the legislation is changed to allow it.
- 1.3. This is a separate proposal, not directly related to the more local proposal for the West Mercia Police and Crime Commissioner, to change the governance structure of Fire and Rescue Authorities across West Mercia by becoming the single point of governance and abolishing the existing Fire and Rescue Governing Bodies. The proposal from the Minister assumes that the existing arrangements with Elected Members representing communities on the governing bodies of Fire and Rescue Authorities remains in place (Representational Model).
- 1.4. The Police and Crime Commissioner is currently invited to sit as a non-voting external body on Shropshire and Wrekin Fire and Rescue Authority and has attended meetings in this capacity for over twelve months.

2. Recommendations

- 2.1 The Cabinet is asked to instruct the Chief Executive to respond to the consultation indicating that Shropshire Council is in agreement with the

relevant legislation being changed to include Police and Crime Commissioners as a voting Member of Fire and Rescue Authorities, subject to the agreement of the Fire and Rescue Authority.

REPORT

3. Risk Assessment and Opportunities Appraisal

- 3.1 There are no significant risks or equal opportunities issues arising from the proposals in this consultation.
- 3.2 Including the Police and Crime Commissioner as a Member of the Fire and Rescue Authority could enhance working relationships between 'blue light' public services.

4. Financial Implications

- 4.1 There are no financial implications to the Council of the proposals in the consultation.

5. Background

- 5.1 The Minister for Policing and Fire Services, Rt Hon Nick Hurd MP, wrote to the Leader and Chief Executive of the Council on 27 November consulting on the proposals to change the legislation to include Police and Commissioners as Members, with full voting rights, of Fire and Rescue Authorities, subject to the agreement of the Fire and Rescue Authority (appendix 1). The letter included appended details of the proposals being consulted upon incorporating a form for response/reply (appendix 2).

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

Appendices 1 and 2.

Cabinet Member (Portfolio Holder)

Councillor Peter Nutting

Local Member/s

All

Appendices

Appendix 1: Letter from Rt Hon Nick Hurd, MP.

Appendix 2: Consultation Paper.

To: All Combined Fire and Rescue Authorities Chairs and Chief Fire Officers in England, all affected Police and Crime Commissioners in England, Local Authorities who form all or part of a Combined FRA and the Local Government Association's (LGA) Fire Services Management Committee.

27 November 2017

Dear Colleague,

Consultation on the proposed amendments to Fire and Rescue Authority (FRA) combination schemes established under sections 2 and 4 of the Fire and Rescue Services Act 2004 in England.

I would like to draw your attention to the attached consultation paper which sets out a proposal to vary the combination schemes of section 2 and 4 FRAs established or continued in existence under the 2004 Act for the purposes of applying the 'representation model' of the Policing and Crime Act 2017 (2017 Act).

Representation model

Where a Police and Crime Commissioner (PCC) has not taken on responsibility for fire but wishes to enhance collaboration opportunities, they are able to be represented on any FRA (or its committees) in their local area, with voting rights, subject to the consent of the FRA. This will enable the PCC to take part in discussions and decisions in a meaningful and effective way whilst fostering closer collaborative working between PCCs and local fire and rescue services.

Combined Fire and Rescue Authorities established under sections 2 and 4 of the Fire and Rescue Services Act 2004 must have their combination schemes amended before the 'representation model' introduced by the 2017 Act can apply.

Consultation

We now seek your views on the proposal to vary the combination schemes of FRAs established or continued existence under section 2 and 4 of the 204 Fire and Rescue Services Act to implement the 'representation model' of the 2017 Act.

I would like to take this opportunity to thank you for participating in this consultation, which seeks to implement fully the provisions of the Policing and Crime Act 2017, and for continuing to drive greater emergency services collaboration in the interests of your communities.



Minister for Policing and the Fire Service

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Home Office

Enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities (FRAs)

Government consultation

This consultation begins on 27 November 2017

This consultation ends on 15 January 2018

About this consultation

- To:** All Combined Fire and Rescue Authorities Chairs and Chief Fire Officers in England, all affected Police and Crime Commissioners in England, Local Authorities who form all or part of a Combined FRA and the Local Government Association's (LGA) Fire Services Management Committee
- Duration:** From 27/11/17 to 15/01/18
- Enquiries (including requests for the paper in an alternative format) to:** Helen Quinn, Police Strategy & Reform Unit
Home Office
6th Floor Fry Building, 2 Marsham Street, London, SW1P 4DF
Tel: +44 (0)20 7035 0561
Email: Helen.Quinn1@homeoffice.gsi.gov.uk
- How to respond:** You can submit your responses to the consultation by using the online form:
<https://www.homeofficesurveys.homeoffice.gov.uk/s/PZZW5/>
- Please send your response by email by 15/01/18 to:
Helen Quinn, Police Strategy & Reform Unit
Home Office
6th Floor Fry Building, 2 Marsham Street, London, SW1P 4DF
Tel: +44 (0)20 7035 0561
Email: Helen.Quinn1@homeoffice.gsi.gov.uk
- Response paper:** A response to this consultation exercise is due to be published shortly after at:
<https://www.gov.uk/government/consultations/enabling-police-and-crime-commissioners-to-sit-and-vote-on-combined-fire-and-rescue-authorities>

Contents

Foreword	2
Executive summary	4
Introduction	5
The proposals	6
Questionnaire	8
About you	9
Contact details and how to respond	10
Impact Assessment	12

Foreword

Consultation to enable Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities (FRAs).

Building on our commitment to enable fire and rescue and police services to work more closely together and develop the role of our elected and accountable Police and Crime Commissioners (PCCs), the Policing and Crime Act 2017 (the 2017 Act), which received Royal Assent on 31 January, introduced a raft of measures to ensure that collaboration between the emergency services – including emergency ambulance services - can go further and faster. These are enabling provisions and recognise that local leaders are well placed to determine the sort of collaboration that is best locally.

Collaboration presents a real opportunity for emergency service partners to increase efficiency and effectiveness, and enhance the service delivered to the public. The 2017 Act introduces a new statutory duty on police, fire and rescue and emergency ambulance services to keep collaboration opportunities under review, and to enter these where it is in the interests of their efficiency or effectiveness. This sets a clear expectation that opportunities for closer working and cooperation should be fully explored and I expect the pace and ambition of collaboration to increase as a result.

The 2017 Act also includes a number of governance provisions, including the ‘representation model’, whereby PCCs can be represented on a Fire and Rescue Authority (FRA) and treated as a member of that authority with voting rights, where a FRA agrees. The representation model can help drive greater collaboration between these two emergency services.

As it currently stands, the representation model only applies to County and Metropolitan FRAs. In line with the requirements of the Fire and Rescue Services Act 2004 (2004 Act), and as part of the next stage of implementation of the 2017 Act, I would now like to take this opportunity to consult on varying the combination schemes of Combined Fire and Rescue Authorities established under section 2 or continued in existence under section 4

Enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities (FRAs)

of the 2004 Act. This consultation focuses on applying the representation model provisions to Combined FRAs only.

I wish to be clear that these are enabling powers. I am not mandating a PCC to sit on a Combined FRA, nor am I requiring FRAs agree to a PCC request. Instead this is about ensuring that Combined FRAs can appoint a PCC with voting rights, and that the same level of transparency applies to Combined FRAs as it does to County or Metropolitan FRAs.

I know that many of you are already undertaking and exploring how to take full advantage of the provisions of the 2017 Act. I now welcome your views on these proposed enabling amendments and look forward to working with you all as we enhance service delivery through building stronger partnerships between emergency services.

A handwritten signature in blue ink that reads "Nick Hurd".

Nick Hurd MP

Minister for Policing and the Fire Service

Executive summary

Topic of the Consultation:

This consultation seeks views on the proposal to vary the combination schemes of Fire and Rescue Authorities (FRAs) established under section 2 or continued in existence under section 4 of the Fire and Rescue Services Act 2004 (the 2004 Act) to implement the 'representation model' of the Policing and Crime Act 2017 (the 2017 Act).

The 2017 Act enables PCCs to become a fire and rescue authority where a local case is made and it appears to the Home Secretary to be in the interests of economy, efficiency and effectiveness, or public safety. PCCs have clear local accountability and a strong mandate to pursue ambitious reform and maximise the benefits of joint working between police and fire.

To encourage greater collaboration in areas where a PCC does not take on responsibility for local fire and rescue services, the 2017 Act also enables a PCC to be represented on the FRA (outside London) with voting rights, where the FRA agrees (the representation model). In addition, the provisions of the 2017 Act set out the procedure that must be followed where a PCC makes a request to sit on the FRA, that is: for the FRA to consider the request, give reasons for its decision to agree to or refuse the request and publish those reasons in such a manner it thinks appropriate.

While these provisions apply to County and Metropolitan FRAs as of 3 April 2017 on commencement of the primary legislation, Combined FRAs established (or continued in existence) under sections 2 and 4 of the Fire and Rescue Services Act 2004 must have their combination schemes amended for these provisions to apply. As expressed during the passage of the legislation through Parliament, the policy intention remains that the representation model applies to all types of FRAs in England.

These provisions will enable PCCs and Combined FRAs to consider the representation model as an option for promoting greater collaboration between the two services. As required by the 2004 Act, before such amendments are made to a Combined FRAs combination scheme, we are conducting this consultation to seek views of affected stakeholders.

Introduction

This paper seeks views on the proposals to apply the 'representation model' to Combined Fire and Rescue Authorities (FRAs) established under section 2 or continued in existence and 4 of the 2004 Act through varying their combination schemes.

For County Council and Metropolitan FRAs, the representation model is provided for by the amendments made to the Local Government Act 1972, the Local Government Act 1985, the Local Government and Housing Act 1989, the Local Government Act 2000 and the Localism Act 2011 by the Policing and Crime Act 2017; to ensure these enabling powers apply to all FRAs in England, the Government now invites comments on the proposed amendments to the combination schemes of those FRAs established under section 2 or continued in existence under section 4 of the 2004 Act, in order to apply the same enabling powers to a Combined FRA.

A negative statutory instrument will be drafted to make amendments to the combination scheme of those FRAs who are supportive of the amendments. The intention is that the necessary provisions will be laid early next year (2018) and come in to force shortly thereafter.

The legislation requires us to consult with the following stakeholders:

- a. any fire and rescue authority which appears to the Secretary of State likely to be affected
- b. any other authority which would, apart from the scheme, be a fire and rescue authority under section 1 (of the 2004 Act) and which appears to the Secretary of State likely to be affected
- c. any local authority, all or part of whose area forms part of the combined area, or would, under the scheme as varied, form part of the combined area, and
- d. any other interested persons the Secretary of State considers appropriate.

Refer to Annex D: List of affected FRAs and constituent local authorities.

The consultation period will be open for 7 calendar weeks commencing from today (27 November 2017) closing on 15 January 2018 and a response paper will be published shortly thereafter.

The proposals

The proposed changes will be to each Combined FRA combination scheme to ensure that the representation model applies to all types of FRAs in England.

Please find below the proposed amendments for you to comment on;

A. Subject to paragraphs B and C, the Authority may appoint a relevant police and crime commissioner to be a member of the Authority.

B. A relevant police and crime commissioner may only be appointed as a member of the Authority in response to a request by the commissioner.

C. If a relevant police and crime commissioner makes such a request the Authority must—

- (a) consider the request,
- (b) give reasons for its decision to agree to or refuse the request, and
- (c) publish those reasons in such a manner as it thinks appropriate.

D. Paragraph E applies where the Authority appoints a relevant police and crime commissioner to be a member of the Authority and the police and crime commissioner makes arrangements under section 18 of the Police Reform and Social Responsibility Act 2011⁽¹⁾ to delegate their attendance at a meeting of the Authority.

E. A person who attends a meeting of the Authority on behalf of a relevant police and crime commissioner—

- (a) may speak at the meeting but not vote, and
- (b) is not to be treated as a member of the Authority for any purpose.

The above amendments will;

A – Enable a PCC to be appointed with voting rights;

B – Set out this provision can only take place after a request has been made by a PCC;

C – Set out the process for making such a request;

D and E – Enable a PCC to delegate to a deputy to attend and speak at FRA meetings, but that this deputy does not have any voting rights and will not be treated as a member of the Authority for any purpose, for example being part of the meeting quorate. This is owing to Fire and Rescue Authorities comprising of elected individuals, who do not themselves have similar rights to delegate to an unelected official as exists for PCCs.

⁽¹⁾ 2011 c. 13; section 18 was amended by paragraphs 52 and 53 of Schedule 7 to the Localism Act 2011 (c. 20) and paragraphs 115 and 116 of Schedule 12 to, the Local Audit and Accountability Act 2014 (c. 2).

Enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities (FRAs)

These amendments will enable a PCC to have representation on their local FRA and/or its committees, with voting rights; this will be subject to PCCs making clear reasons for seeking membership and the FRA agreeing. The FRA will be required to publish their response to ensure transparency. The provisions will enable a PCC to be a member of the FRA until there is either a vacancy in the OPCC or if there were to be no vacancy in the office before then, the day on which their term of office as PCC would end.

To note, there will be some minor consequential amendments as necessary to ensure these provisions apply as intended in the context of the rest of the combined FRAs combination scheme.

Questionnaire

This is your opportunity to provide comments on the proposal.

Q1 Do you agree with the proposed amendments to the combination schemes of Fire and Rescue Authorities (FRAs) established or continued in existence under sections 2 and 4 of the 2004 Fire and Rescue Services Act as stated in the proposal above to implement the ‘representation model’ of the 2017 Act?’ *(Please tick the relevant box)*

Yes No

Q2 If you disagree with proposal at Q1, please give your reasons:

Q3 Please state below if you have any other comments:

Thank you for participating in this consultation.

About you

Please use this section to tell us about yourself

Full name	
Job title or capacity in which you are responding to this consultation exercise (for example, member of the public or Chair of a FRA)	
Date	
Company name/organisation (if applicable)	
Address	
Postcode	
If you would like us to acknowledge receipt of your response, please tick this box	<input type="checkbox"/> (please tick box)
Address to which the acknowledgement should be sent, if different from above	

If you are a representative of a group, please tell us the name of the group and give a summary of the people or organisations that you represent.

Contact details and how to respond

Please send your response by **15 January 2018** to:

Helen Quinn, Police Strategy & Reform Unit
Home Office
6th Floor Fry Building, 2 Marsham Street, London, SW1P 4DF

Tel: +44 (0)20 7035 0561

Email: Helen.Quinn1@homeoffice.gsi.gov.uk

Complaints or comments

If you have any complaints or comments about the consultation process you should contact the Home Office at the above address.

Extra copies

Further paper copies of this consultation can be obtained from this address and it is also available online at <https://www.gov.uk/government/consultations/enabling-police-and-crime-commissioners-to-sit-and-vote-on-combined-fire-and-rescue-authorities>

Publication of response

A paper summarising the responses to this consultation will be published shortly after. The response paper will be available online at

<https://www.gov.uk/government/consultations/enabling-police-and-crime-commissioners-to-sit-and-vote-on-combined-fire-and-rescue-authorities>

Representative groups

Representative groups are asked to give a summary of the people and organisations they represent when they respond.

Confidentiality

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that

Enabling Police and Crime Commissioners (PCCs) to sit and vote on Combined Fire and Rescue Authorities (FRAs)

confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Home Office.

The Home Office will process your personal data in accordance with the DPA and in the majority of circumstances; this will mean that your personal data will not be disclosed to third parties.

Impact Assessment

A full impact assessment has not been produced for this as no significant impact on the private, voluntary or a public sector is foreseen.



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This publication is available at <https://www.gov.uk/government/consultations/enabling-police-and-crime-commissioners-to-sit-and-vote-on-combined-fire-and-rescue-authorities>

Any enquiries regarding this publication should be sent to us at

Helen.Quinn1@homeoffice.gsi.gov.uk

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<u>Committee and Date</u>
Cabinet
10 January 2018

Library Services Strategy for Shropshire, 2018 to 2023

Responsible Officer George Candler, Director of Place and Enterprise
e-mail: George.candler@shropshire.gov.uk Tel:(01743)255003

1.0 Summary

This report seeks approval for the Library Services Strategy (the Strategy) for Shropshire. Shropshire Council (the 'Council') is proud of its library services. This Strategy reflects our ambition and commitment to continue to unlock the huge potential that library services have to impact positively on individuals' lives while at the same time delivering local priorities. Whilst acknowledging that this is a particularly challenging time for library services, it is also clear that they are highly valued by local communities and stakeholders alike. The next five years are crucial for the long-term sustainability and success of public library services in Shropshire.

The Strategy sets out or **Vision** for libraries in Shropshire to be at the core of their communities.

A public consultation was carried out between 26th July and 13th October 2017. Within the consultation, we sought responses to specific proposals to reduce the number of mobile library stops from 354 to 277.

Over 700 responses were received to the consultation. 37% of respondents agreed with the vision, mission, objectives and principles set out within the draft Strategy, and 52% agreed to some extent. 35% of respondents agreed with the hierarchy of provision set out within the draft Strategy, and 51% agreed to some extent.

As a result of the consultation a number of changes have been made to the Strategy, including the development of detailed outcomes, and confirmation of a proposed hierarchy of library services provision.

Within this hierarchy, the Strategy describes how the Council can meet its statutory requirements to provide a "comprehensive and efficient library service for all persons" by providing:

- Static library provision within six Tier 1 locations (seven libraries) – Library Hubs – and seven Tier 2 locations (seven libraries) – Community Libraries.
- 281 Mobile Library stops, principally responding to challenges of an ageing population and access to services in a rural context.
- Digital library services including 24-hour access to a range of lending and information resources

In setting out this hierarchy it is important to emphasise that there are no proposals to close any of the seven Tier 3 Community Libraries.

In implementing this Strategy, the Council will continue to work with a broad range of local partners to try to find sustainable solutions to the long-term management of all of its libraries. Within these arrangements, the Council will continue to provide a full range of “back office” support to local organisations. Where a local solution cannot be found the Council may consider closure as a last resort following public consultation, the development of a Needs Assessment and ESIA, and a Cabinet decision.

100% of Shropshire residents will be able to access static libraries within one of the Tier 1 and 2 locations or a mobile library stop within a 20-minute drive time. In setting this out we recognise that the way that people access library services is much more complicated than this simple analysis suggests, for example, not everyone has access to a car, and that public and community transport options in rural areas are more limited.

The Strategy also reaffirms the Council's commitment to investing in digital services and to supporting a range of “core and targeted library services”.

The Council will work with a broad range of interested parties to develop a co-ordinated and jointly owned five-year implementation plan within the context set out in the Strategy and the Council's financial position.

The Strategy sets out the Council's preferred course of action, but the ability of the Council to support library services will be determined as the Council's medium term financial position becomes more clearly defined. Any proposals for the decommissioning of library services will be brought back to Cabinet for determination.

2.0 Recommendations

Cabinet are asked to:

- A. Approve the Library Services Strategy for Shropshire, 2018 to 2023.
- B. Delegate responsibility to the Director of Place and Enterprise in consultation with the Portfolio Holder for Culture and Leisure Services and a broad range of interested parties to co-develop, implement and review a detailed five-year action plan linked to the delivery of the Strategy.

REPORT

3.0 Risk Assessment and Opportunities Appraisal

A number of risks related to the successful implementation of the Strategy have been identified.

Risk	Mitigation actions
Adoption of the Library Services Strategy and the proposed minimum library provision fails to comply with Section 7 of the Public Library and Museum Act 1964 (see below)	There are no specific proposals to close any static libraries and the Council will continue to support “community groups” to develop sustainable funding solutions to their long-term management. Where solutions cannot be found for libraries that fall outside the Council's assessment of its minimum requirement to

	<p>provide a “comprehensive and efficient library service for all persons”, the Council may as a last resort consult on possible closure. From our detailed assessment, we believe that the proposed minimum provision described within this report will meet the Council’s statutory requirements and will provide library services for all residents in the county.</p>
<p>Adoption of the Strategy results in a detrimental impact to individual and community outcomes including literacy, health and well-being, prosperity, etc.</p>	<p>The Council recognises that it will take time and resources, staff and financial, to support the development of sustainable library services. This is why the Strategy proposes to phase in new arrangements within the context of the development of a detailed five-year action plan.</p> <p>The Council has a strong commitment to working to promote equality, diversity and social inclusion. The potential impact of the Strategy on library users, particularly those who might be impacted by any change has been assessed through the completion of an Equality and Social Inclusion Impact Assessment - see Appendix 3.</p>
<p>Lack of stakeholder engagement and public involvement in the development of the Strategy results in challenge to the Strategy and resultant delay to its adoption as a framework for future Council investment and support</p>	<p>Advice has been received from the Libraries Task Force, Chartered Institute of Librarians and Information Professionals (CILIP) and Society of Chief Librarians in the development of the Strategy.</p> <p>As a result of an eleven-week public and stakeholder consultation a number of changes have taken place to the Strategy.</p>
<p>Lack of staff and financial resources to implement the Strategy, including investment in improvements to services and ongoing revenue support</p>	<p>The Council will continue to apply dedicated expert library staff resources to the implementation of the Strategy and, where appropriate, will use the Community Enablement Team to support local facilitation.</p> <p>Where appropriate, investment will be sought from external funding organisations, such as the Arts Council and DCMS. Capital investment proposals will be appraised through the Council’s capital programme on an “invest to save” basis.</p> <p>Proactive “back office” support across a range of countywide library functions will continue to be provided to community managed libraries.</p>

The Council's statutory responsibility

Local authorities have a statutory duty under the [Public Libraries and Museums Act 1964](#) 'to provide a comprehensive and efficient library service for all persons' in the area that want to make use of it (section 7). In considering how best to deliver the statutory duty each library authority is responsible for determining, through consultation, the local needs and to deliver a modern and efficient library service that meets the requirements of their communities within available resources.

In providing this service, local authorities must, among other things:

- have regard to encouraging both adults and children to make full use of the library service (section 7(2)(b))
- lend books and other printed material free of charge for those who live, work or study in the area (section 8(3)(b)) Note that there are exceptions for example for the notification of the availability of reserved items and library overdue charges, and for the lending of audio visual material.

The Council also has statutory duties under the [Equality Act 2010](#) and [section 149: Public Sector Equality Duty](#) in shaping policy, in delivering services, and in relation to their own employees. An Equality and Social Inclusion Impact Assessment is included within **Appendix 3**. This will be kept under further review in the context of the development of a detailed implementation plan.

The hierarchy of provision described within the Strategy does not set out to close any existing static library, but it does recognise that the Council will need to prioritise where it provides financial support. Any individual proposals for significant investment and / or decommissioning in static libraries will be brought back to Cabinet with further individual ESIIAs. These assessments will consider the potential impact for people in, for example, the groupings of Disability, Gender Reassignment, Race, Gender, and Religion and Belief.

Proposals to reduce the number of mobile library stops are based on a thorough assessment of alternative provision and the potential impact to library users. In designing future stops, we have retained stops for borrowers who would be unable to travel to an alternative stop because of a lack of transport or mobility problems. We have also identified housebound readers who either will continue to receive a service via the mobile library or will receive a home library service from a nearby static branch. Volunteers will be recruited to choose books from the mobile library and to deliver to housebound readers in their village. Where possible, after school stops have also been retained.

4.0 Financial implications

The Council is projected to have a funding gap of £44 million by the end of 2019/20.

Shropshire library services has achieved £1.015m savings over the past three financial years. This has been achieved through significant service redesign to provide a library service that embraces different delivery models; through the transfer of smaller libraries to town and parish councils or community organisations, investment in digital and virtual services, and through the delivery of an ambitious outreach programme targeted at meeting council outcomes.

This report is written on the assumption that the Council wants to continue to support a "comprehensive library service" across the county for the benefit of the community,

but that it needs to do this based on a thorough understanding of need and budget constraints.

The current Council annual revenue budget in support of the delivery of library services breaks down as follows:

Library services	Current Net Controllable* Budget for 2017/18
Library Hubs (7 libraries at 6 hub locations)	£902,690
Community Libraries x14	£274,180
Mobile libraries x4	£184,440
Library development & support including IT & Community directory	£534,020
Library Materials – book fund	£218,500
Library Management	£166,240
Total	£2,280,070

*excludes the cost of internal support services and 'below the line' costs

Going forward the Strategy proposes an approach in which there is a potential long-term financial commitment to supporting the provision of seven libraries within six Tier 1 Library Hub locations^[1], a fleet of mobile libraries and a range of “back office” functions.

The Strategy is based on the on-going delivery of 281 Mobile Library Service stops. This means that 79% of the existing stops will continue. These changes will enable the Council to make a saving of £46,110 whilst protecting the service for those in greatest need.

The Strategy proposes to move to cost neutral provision for 14 Tier 2 and Tier 3 Community Libraries while recognising that in some cases this may require time limited investment and support.

Specifically, the Strategy aims to achieve cost neutral provision at all seven Tier 2 facilities by the end of 2022/23 and at all seven Tier 3 facilities by the end of 2020/21. This would save the Council approximately £82,000 per annum by the end of 2020/21, increasing to approximately £274,000 per annum from the end of 2022/23.

This can be summarised as follows:

[1] For an explanation and list of proposed tier 1, 2 and 3 libraries see section 8.0

Library		Financial Support	Number of Libraries	Library Description
Statutory Library Provision	Tier 1 Library Hubs	Ongoing revenue support	7	Shrewsbury (Main library & Library at the Lantern) Oswestry Market Drayton Whitchurch Ludlow Bridgnorth
	Tier 2 Community Libraries	Cost neutral to the Council by the end of 2022/23	7	Cleobury Mortimer Church Stretton Bishop's Castle Ellesmere Pontesbury Albrighton Wem
	Mobile Libraries	Ongoing revenue support	281 stops	
Tier 3 Community Libraries		Cost neutral to the Council by the end of 2020/21	7	Broseley Shifnal Highley Craven Arms Much Wenlock Gobowen Bayston Hill

Revenue support to a number of Tier 2 and Tier 3 community libraries is currently subject to existing operating agreements, but it is anticipated that following the end of these agreements, ongoing revenue support will be determined according to the status of the library described above. It is recognised that revenue support will need to be negotiated on an individual basis to reflect different local circumstances.

The Council was successful in winning a £520,000 share of the Government's £89.4m Transformation Challenge Award in 2015. The funding has assisted with the development of new community managed libraries (and Customer Service Points). The funding has also been used to increase the capacity and confidence of town and parish councils and voluntary organisations to take on the delivery and management of assets and services.

The Council will continue to work to acquire external funding to support the future sustainability of library services. Access to the Council's Capital Programme will also be pursued as appropriate. Projects will be subject to a capital appraisal on an individual basis. Where the responsibility for the management of services is being transferred to new organisations, an "invest to save" approach may be adopted within the context of wider commercial discussions and considerations.

It is recognised that the detailed approach described here may need to be reviewed in the light of the Council's Financial Strategy and emerging forecast financial position.

5.0 Current library services provision

Library services in Shropshire operate through a network of community libraries, mobile libraries and other services, which together provide access to library services in every market town and in all parts of a very rural and sparsely populated county. In more detail the library service in Shropshire includes (at November 2017):

6 libraries run by Shropshire Council within large market towns and main urban centres	Shrewsbury, Oswestry, Bridgnorth, Ludlow, Whitchurch, Market Drayton
7 community libraries run by Shropshire Council within local market towns	Gobowen, Church Stretton, Bayston Hill, Wem, Library at the Lantern, Pontesbury, Much Wenlock
8 community libraries run by local community group / town councils, etc. within local market towns	Albrighton, Bishop's Castle, Broseley, Craven Arms, Highley, Shifnal, Cleobury Mortimer, Ellesmere
4 Mobile libraries run by Shropshire Council	Cover 354 stops ranging from 10 minutes to 2.5 hours long on a fortnightly rota
Stoke Heath Prison Library	Operated under fully funded contract from Her Majesty's Prisons
Specialist library services	Digital Library Services Home Library Service Community Directory Music and Drama Service Reading Group Service Visitor Information Services (in Bridgnorth and Church Stretton) Gateway to a range of Council, other public and partner services (in some locations)

In summary, the core library offers provided through the services described above include:

- A free, safe, neutral space
- Free computer and Wi-Fi use
- Free book loans for all ages and all abilities (large print, dyslexia friendly, Quick Reads titles)
- Free 24 hours e-library (e-books, e-magazine, e-newspapers, Community Directory)
- Free online and library reference resources
- Free social space for a variety of groups to learn and socialise

- Reading Group, Home Library, Music and Drama service

Recent countywide trends for a number of usage measures for Shropshire's library services are shown below:

Shropshire Libraries Totals	2012/13	2013/14	2014/15	2015/16	2016/17	% change over 5yrs	% change from 15/16 to 16/17
Visits	1,340,186	1,278,112	1,067,825	1,032,582	1,000,012	-25%	-3%
Active Users ¹	47,634	44,286	41,564	41,639	46,249	-3%	11%
Computer Time Used (mins)	5,824,934	6,026,964	5,504,397	4,773,696	4,453,632	-24%	-7%
Total Loans	1,274,871	1,197,643	1,080,888	963,019	892,001	-30%	-7%
Requests	87,281	80,217	80,930	74,068	65,963	-24%	-11%
Event attendance	29,192	34,000	32,691	33,144	38,226	31%	15%
No. of volunteers	192	272	332	412	323	68%	-21%
No. of volunteer hours	7,775	10,202	10,003	11,482	13,119	69%	14%
Enquiries ²	274,316	255,371	281,210	289,717	332,146	21%	15%
E-book loans	n/a	n/a	n/a	3,841	14,426	n/a	375%
E-magazine loans	n/a	n/a	n/a	7,181	9,267	n/a	29%
Home Library Service users	171	160	199	155	102	-40%	4%
Wi-Fi use	New Wi-Fi installed across libraries in March 2016. Use since then has increased by 17.6% with an average of 1,988 users per month.						

The overall decline in key measures reflects national trends. Online developments mean that it is now easier to access a range of library services without actually visiting a library. This includes renewing and requesting items and accessing a selection of online resources, plus newer services such as e-books and e-magazines. While the use of these remote services is increasing, there has generally

¹ **Active Library User** figures indicate the number of people registered at a particular library who have used any Shropshire library over the previous 12 months. 'Use' is defined as borrowing/returning an item of library stock or using library computers. Postcodes of active library user data have been mapped using the Ordnance Survey Codepoint file. This matches postcodes to postcode centroids and not exact locations, locations can refer to more than one address (usually a cluster of 15 addresses). The coordinated position will always be within the notional geographical extent of the postcode.

³ The Chartered Institute of Public Finance and Accountancy definition of an enquiry is "any question, however received (e.g. in person, by letter, by phone) leading to the active involvement of staff in identifying and answering problems posed by library users".

been a corresponding reduction in the number of physical visits to libraries and in the use of library computers.

The number of total loans will also have been affected by the wider availability of discounted paperbacks in supermarkets and from online retailers, and the reduction in the library book fund in recent years.

6.0 Background to the development of a new Library Services Strategy

Three reports taken to the Environment Services Scrutiny Committee on 8th December 2014, 22nd June 2015 and 11th July 2016 summarise progress made on the countywide redesign of library services.

A report taken to Cabinet on the 14th October 2015 confirmed that a “locality commissioning approach” would be adopted for the introduction of new management arrangements at smaller libraries and that a new management and delivery structure would be developed for the larger principal market town libraries (Library Hubs).

Further reports taken to Cabinet on 27th July 2016 confirmed the closure of Shawbury Library and a reduction in opening hours to a number of libraries.

A report taken to Cabinet on the 12th July 2017 confirmed details of a public consultation to be undertaken on the draft Library Services Strategy and that a further report would be brought to Cabinet with the outcomes of a public and stakeholder consultation with a view to finalising the Strategy. The 12th July cabinet report can be viewed at:

<http://shropshire.gov.uk/committee-services/documents/g3418/Public%20reports%20pack%2012th-Jul-2017%2012.30%20Cabinet.pdf?T=10>

The key objectives of the Library Services Strategy are to:

- Analyse the supply and demand for library services and design innovative services that are fit for the future.
- Ensure that the delivery of library services is undertaken with full reference to relevant strategic and local priorities including well-being considerations and financial constraints.
- Clarify the role of the Council as commissioner, provider, partner and/or enabler of library services.
- Confirm an approach for Council support for the future provision of library services.
- Maximise engagement with existing and potential customers and key stakeholders.

7.0 Outcomes of the Public Consultation

In developing a new Library Services Strategy for Shropshire expert input was provided by the Libraries Task Force, the Chartered Institute of Library & Information Professionals and the Society of Chief Librarians. Officers used this input, alongside consideration of other library strategies and best practice elsewhere, to develop Shropshire’s draft Strategy.

Over 700 responses were received to a public consultation carried out between 26th July and 13th October 2017. Included within this were specific responses from the Library Network Forum (comprising representatives from community organisations managing libraries), town and parish councils, library friends groups Shropshire Council Members, and a number of other stakeholders.

In summary, 37% of respondents agreed with the vision, mission, objectives and principles set out within the draft Strategy, and 52% agreed to some extent. 35% of respondents agreed with the hierarchy of provision set out within the draft Strategy, and 51% agreed to some extent.

The detailed outcomes of the public consultation are reported on within **Appendix 1**. We have summarised below the principal changes made to the Library Services Strategy resulting from the public consultation.

Consultation feedback	Proposed changes to the Library Strategy
<p>The vision, mission, objectives and principles were too vague, difficult to understand and not necessarily relevant to the delivery of library services.</p> <p>Library services should provide more help for young and old people and the most disadvantaged members of society.</p>	<p>We have simplified and clarified wording and changed the four strategy objectives into long-term outcomes. To help with understanding of each outcome we have included examples of actions that will be undertaken. We agreed that as well “as providing a universal offer”, library service should be focused at both ends of the age spectrum and at disadvantaged communities and people.</p>
<p>What basis have you used to confirm the hierarchy of library service provision?</p> <p>The proposed hierarchy does not take adequate account of rurality and is based on unrealistic drive times</p>	<p>We have continued to use the following key considerations to inform the design of a hierarchy of library services provision:</p> <ol style="list-style-type: none"> 1. Accessibility 2. Usage of the facilities 3. Population including population density and its demographic make up 4. Deprivation <p>We recognise that, in some respects, the application of drive times in particular is an unsophisticated approach, which does not fully reflect local circumstances and practical realities. This is why we have considered drive times alongside other considerations, and retained a mobile library service to provide services to rural communities.</p> <p>In setting out a hierarchy, it is not the Council's deliberate intention to close any existing library, but our approach does recognise that there is also a financial reality.</p>
<p>It is unrealistic to expect tier 3 libraries to achieve cost neutral provision by the end of 2018/19</p>	<p>We recognise that balancing costs with our partners may require more time and support and have extended the period of tapered funding support to three years for tier 3 libraries.</p> <p>The strategy also confirms the “back office support” to be provided by the Council. This will be provided free of charge to libraries that continue to be part of the Shropshire library network.</p>
<p>Libraries should continue to be managed by paid expert staff</p>	<p>We value the expertise and professionalism of our paid staff who we recognise as our greatest asset. The Strategy references that all libraries, regardless</p>

	<p>of which tier they are in, will be operated by paid staff and supported by volunteers, where libraries are part of the wider library network.</p>
<p>A number of comments were made in relation to specific libraries, particularly with respect to which tier they should be placed in.</p>	<p>In seeking to finalise the Strategy, we have considered all responses and further analysis, and would make a number of specific responses:</p> <ul style="list-style-type: none"> • Library at the Lantern, Shrewsbury – We propose to assign this library to tier 1 (as a satellite to the main library in Shrewsbury), rather than tier 2. The Library at the Lantern already forms part of an existing diverse range of services and community meeting spaces, and serves areas of significant deprivation within north Shrewsbury • Wem library – Although the library at Wem is 18 minutes’ drive from alternative provision at Whitchurch, we recognise that it is a popular library serving a significant market town and sparse rural hinterland. We propose to assign this library to tier 2 rather than tier 3. • Church Stretton library – Specific comments relating to the location of the library will be considered within the context of the current exercise to procure a new provider for library services in Church Stretton. <p>We are otherwise not proposing any changes to the proposed hierarchy of provision, beyond the acknowledgment that further time and support will be provided to tier 3 libraries to achieve “cost neutral” sustainable provision.</p>
<p>A number of comments were made in relation to retaining specific mobile library stops and reviewing stops</p>	<p>Following a review of comments and in the context of issues round rural isolation, disability, absence of alternatives we have retained 2 stops previously proposed for deletion. These are at Clive and Brockton. 2 new stops responding to local need have also been added to give a total of 281 stops.</p> <p>Other comments were made, for example with respect to future housing growth and alternative more appropriate stops; we will continue to keep mobile library services under review as local circumstances change, and will consult locally as appropriate.</p>
<p>A large number of specific ideas were raised during the course of the consultation including:</p> <ul style="list-style-type: none"> • Income generating and cost saving • Resource and space sharing • Promotion and marketing • Events and activities • Digital services • Mobile services 	<p>We welcome the many ideas that respondees to the consultation have made and look forward to progressing these within the context of the development of a detailed five-year action plan. Our intention remains to work closely with partners in the development of this action plan.</p>

8.0 Library Services Strategy, 2018 to 2023

The proposed final Library Services Strategy, 2018 to 2023, is included within **Appendix 2**. The approach set out within the Strategy is underpinned by an understanding of the unique character of Shropshire and the opportunities and issues facing its residents. This is brought together within the Needs Assessment, which forms part of the Strategy and is included as **Appendix 3**.

Key aspects and recommendations from the Strategy are included within this report.

In developing and delivering a Library Services Strategy for Shropshire, we have applied the following underlying **principles**:

- The provision of information and reading will remain fundamental to public library provision, and will take account of the shifts in society and the opportunities provided by technological developments.
- The importance of libraries as community spaces, as hubs for people, for creativity, learning, information, for the delivery of other services and for the provision of a wide range of opportunities and support to local communities and people.
- The opportunity to work with individuals and organisations as partners the delivery of library services that best reflect the needs of local communities.

The Library Services Strategy for Shropshire sets out our **Vision** for libraries in Shropshire to be at the core of their communities. We want to work in partnership with others to empower everyone to live healthy, resilient and fulfilling lives, and to provide library services that inspire people's learning and enjoyment.

We will measure the success of this Strategy through the achievement of the following **outcomes**:

1. Improved opportunities for literacy, reading and culture
2. Improved health and well-being of Shropshire communities
3. Communities that are resilient and inclusive
4. Libraries that are more innovative and sustainable

The draft Strategy sets out a **hierarchy of library services provision** and describes how the council can meet its statutory requirements to provide a "comprehensive and efficient library service for all persons" by providing:

- Static library provision within six Tier 1 locations (seven libraries) – Library Hubs – and seven Tier 2 locations (seven libraries) – Community Libraries.
- 281 mobile library stops, principally responding to the challenges of an ageing population and access to services in a rural context
- Digital library services including 24-hour access to a range of lending and information resources

The Strategy does not set out to close any existing libraries, but it does recognise the need to provide a framework that allows future investment and revenue support to be prioritised.

The Strategy will be supported by the development of a detailed action plan to cover the period 2018/19 to 2022/23.

9.0 A hierarchy of Library Services provision

We have used the following key considerations to inform the design of a hierarchy of library services provision:

1. Accessibility
2. Usage of the facilities
3. Population including population density and its demographic make up
4. Deprivation

Hierarchy of library services provision

Library Services Provision	Details
Tier 1 Library Hubs (urban centres & larger market towns)	Shrewsbury (the main library and the Library at the Lantern), Oswestry, Bridgnorth, Ludlow, Whitchurch, Market Drayton
	<ul style="list-style-type: none"> • Broad opening times to reflect the wide catchment areas served • Staffed libraries • Conveniently located within “Community Hubs” - multifunctional spaces, gateways to a range of services, co-location of partners, etc. • Part of the Library Network retaining access to stock, requests service, reading groups, digital services etc. • Presumption for on-going management by Shropshire Council within arrangements that provide value for money within the provision of a “comprehensive” library service • Revenue support for the provision of library services; opportunity for partner organisations to “add value” to provision via partner funding • “Back office support” provided by Shropshire Council Libraries Team at no charge if appropriate • Proactive approach to on-going investment in support of improved facilities • Proactive approach to the development of innovative approaches to the use of library spaces and to raising income
Tier 2 Community Libraries (smaller market towns)	Cleobury Mortimer, Church Stretton, Bishop’s Castle, Ellesmere, Pontesbury, Albrighton and Wem
	<ul style="list-style-type: none"> • Flexible opening times to reflect local need • Staffed libraries supported by volunteers • Conveniently located within “Community Hubs” - multifunctional spaces, gateways to a range of services, co-location of partners, etc. • Part of the Library Network retaining access to

	<p>stock, requests service, reading groups, digital services etc.</p> <ul style="list-style-type: none"> • Hosted and managed by local community organisations within contract arrangements with Shropshire Council that provide value for money within the provision of a “comprehensive” library service • Maximum of five year time limited tapered revenue support linked to a plan to achieve sustainable and cost neutral provision (to the Council) by the end of 2022/23; within this context different solutions may be required for different libraries • “Back office support” provided by Shropshire Council Libraries Team at no charge • Proactive approach to investment in support of improved facilities • Proactive approach to the development of innovative approaches to the use of library spaces and to raising income
<p>Tier 3 Community Libraries (smaller market towns)</p>	<p>Broseley, Shifnal, Highley, Craven Arms, Much Wenlock, Gobowen and Bayston Hill</p>
	<ul style="list-style-type: none"> • Flexible opening hours • Staffed libraries supported by volunteers ,where part of the Library Network • Managed by local community organisations within contract arrangements with Shropshire Council • Maximum of three year time limited tapered revenue support linked to a plan to achieve sustainable cost neutral provision (to the Council) by the end of 2020/21; within this context different solutions may be required for different libraries • On-going “back office support” provided by Shropshire Council Libraries Team at no charge, where sustainable revenue funding requirements are met • Potential “one-off” investment in support of improved and sustainable facilities
<p>Stoke Heath Prison Library</p>	<p>Operated under full funded contract from Her Majesty’s Prisons – supported by Shropshire Libraries</p>
<p>Mobile Libraries: 281 stops</p>	<ul style="list-style-type: none"> • Limited to rural areas • Presumption for ongoing management by Shropshire Council within arrangements that provide value for money within the provision of a “comprehensive” library service • Fortnightly rota

	<ul style="list-style-type: none"> • Part of the Library Network • Offering a broad range of information and advisory support to potentially vulnerable and isolated individuals
Digital Library Services	<ul style="list-style-type: none"> • 24-hour access • e-lending • e-resources • Community Directory

All library services supported by the Council will provide a number of core and targeted services.

Core and targeted library services

Core library services	<ul style="list-style-type: none"> • Books loans for adults, children and teenagers • Specialist Book collections for Parents and Carers, Special Situations, Books on Prescription • e-books, e-magazine, e-newspapers • Music & Drama lending Service • Free WIFI • Free computer use • Online reference resources • Home library service • Rhyme & Story Times for pre-schoolers • Reading Groups • Gateway to a range of Council, other public and partner services
Targeted library services	<p>Initiatives that support the Outcomes for Shropshire library services</p> <ol style="list-style-type: none"> 1. Improved opportunities for literacy, reading and culture 2. Improved health and well-being of Shropshire communities 3. Communities that are resilient and inclusive 4. Libraries that are more innovative and sustainable

The table below summarises the percentage of the Shropshire population that live within 20 minutes of a Tier 1 library hub, Tier 2 community library and mobile library stop; 20 minutes of a Tier 1 library hub and Tier 2 community library; and 25 minutes of a Tier 1 library hub.

Distance	Population estimate	Percentage of the total population
Within 20 minutes' drive time of 7 Tier 1 Library Hubs + 7 Tier 2 Community Libraries + 281 Mobile Library stops	311,400	100%
Within 20 minutes' drive time of 7 Tier 1 Library Hubs + 7 Tier 2 Community Libraries	298,210	95%
Within 25 minutes' drive time of 7 Tier 1 Library Hubs	286,423	91%

Source: Based on using Annual Mid-Year Population Estimates, 2016, Office for National Statistics (ONS)

It is also noteworthy that approximately 37% of the Shropshire population live within 20 minutes of a library within a neighbouring authority area.

In adopting this approach, we recognise that the provision of library service is not simply a question of proximity but also of availability and quality.

In setting out a hierarchy of library services provision it is important to emphasise that there are no proposals to close **Tier 3 Community Libraries** – i.e. Broseley, Shifnal, Highley, Craven Arms, Much Wenlock, Gobowen, and Bayston Hill. The Council will continue to work with a broad range of local partners to try to find sustainable solutions to the long-term management of all of its libraries. Within these arrangements, the Council will continue to provide freely a full range of “back office” support to local organisations. Where a local solution cannot be found the Council may consider closure as a last resort following public consultation, the development of a Needs Assessment and ESIIA, and a Cabinet decision.

9.0 Implementation and review of the Library Services Strategy

Once, following public consultation, the Library Services Strategy is confirmed, a detailed five-year implementation plan will be developed.

The detailed implementation plan will be reviewed in the context of the Council's financial position. Any proposals for significant investment and / or decommissioning will be brought back to Cabinet.

The draft Strategy, its delivery and review, is set in the context of the Council's three high-level outcomes and Performance Management Framework:

- Healthy people
- Resilient communities
- Prosperous economy

What will success look like?

Shropshire Libraries will have a clear brand linked to the seven national library Universal Offers. We will help to build healthy, thriving and resilient communities.

Investment in our staff, information technology and our services will place libraries at the heart of their communities.

Shropshire Libraries will nurture ambition, support health and well-being, challenge inequality, grow the economy and create more learning and employment possibilities to underpin continued social and economic development for Shropshire's citizens.

Specifically we will have made significant progress in achieving our outcomes:

1. Improved opportunities for literacy, reading and culture
2. Improved health and well-being of Shropshire communities
3. Communities that are resilient and inclusive
4. Libraries that are more innovative and sustainable

We will know that we have done this when we have:

- invested in our staff, IT and infrastructure
- improved access through the provision of a full range of online services and targeted opening hours
- provided a quality range of well publicised services across our libraries
- improved library usage and visits using effective marketing and by exploiting digital services
- improved processes and systems for greater efficiency
- operated at lower cost
- operated as community facilities working in partnership and alongside additional services
- used trained volunteers to improve added value library services and enhance the free statutory library offer
- exploited opportunities to work with partners to develop commercial services
- promoted key health and wellbeing opportunities

Review of the Library Services Strategy

Usage of library service provision will be monitored and kept under review. However, the focus will change to reflect a broad range of measurements that reflect the varied usage of spaces and services and the co-creation and delivery of new management arrangements. Ongoing efforts will be made to encourage participation by users and non-users.

The potential impact of the on-going redesign of library services will continue to be reviewed and monitored. The council also has statutory duties under the [Equality Act 2010](#) and [section 149: Public Sector Equality Duty](#) in shaping policy, in delivering services, and in relation to their own employees.

Alongside this, the Council will continue to look at best practice, encourage comments and ideas from local residents and actively encourage the participation of local community groups in the development and delivery of library services.

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

Draft Library Services Strategy for Shropshire, 2018 – 2023, Cabinet, 12 July 2017

Review of Shropshire library opening hours, Cabinet, 27 July 2016

Proposals for the closure of Shawbury Library and for alternative library service Provision, Cabinet, 27 July 2016

Shropshire Council library service, the next five years, Environment Scrutiny Services Committee, 11 July 2016

Redesigning Shropshire Council's library service and customer service points, Cabinet 14 October 2015
Update - future commissioning and provision of library services, Environment Services Scrutiny Committee, 22nd June 2015
Future commissioning and provision of library services and community co-location, Environment Scrutiny Services Committee, 8 December 2014

Cabinet Member:

Cllr Lezley Picton, Portfolio Holder for Culture & Leisure

Local Members:

All local members

Appendices:

Appendix 1 – Outcomes of public consultation

Appendix 2 - Library Services Strategy for Shropshire 2018 – 2023

Appendix 3 – Informing the development of the Council's approach to the future development of library services, a Needs Assessment

Appendix 4 - Equality and Social Inclusion Impact Assessment

Appendix 1

Library Services Strategy, 2018 – 2023, Summary of responses to public consultation

17 November 2017

1.0 Introduction

An on-line public consultation was carried out between 26th July and 13th October 2017. Paper copies of the consultation were also made available at every static and mobile library. Support where necessary was available from local staff to help with the completion of the survey. The survey was promoted via two press releases at the outset and part of the way in, via social media, directly to library users, through the Shropshire Association of Local Councils bulletin and through direct mailing to a wide variety of potentially interested parties.

Over 700 responses were received to the consultation. Included within this were specific responses from the Library Network Forum (comprising representatives from community organisations managing libraries), town and parish councils, library friends groups Shropshire Council Members, and a number of other stakeholders.

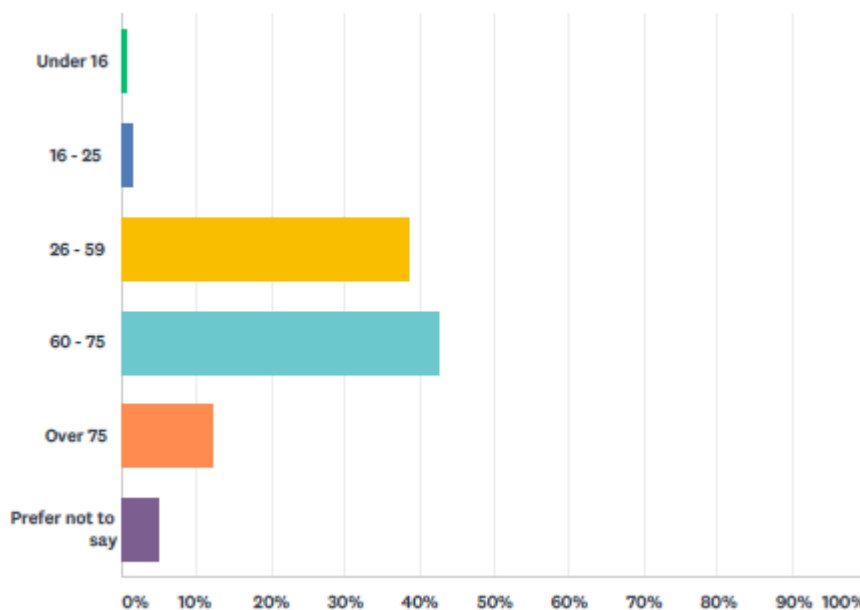
Additionally comments were received on the first draft of the Strategy from the Libraries Task Force, the Chartered Institute of Library & Information Professionals and the Society of Chief Librarians.

A detailed analysis of the survey results is provided within the following pages.

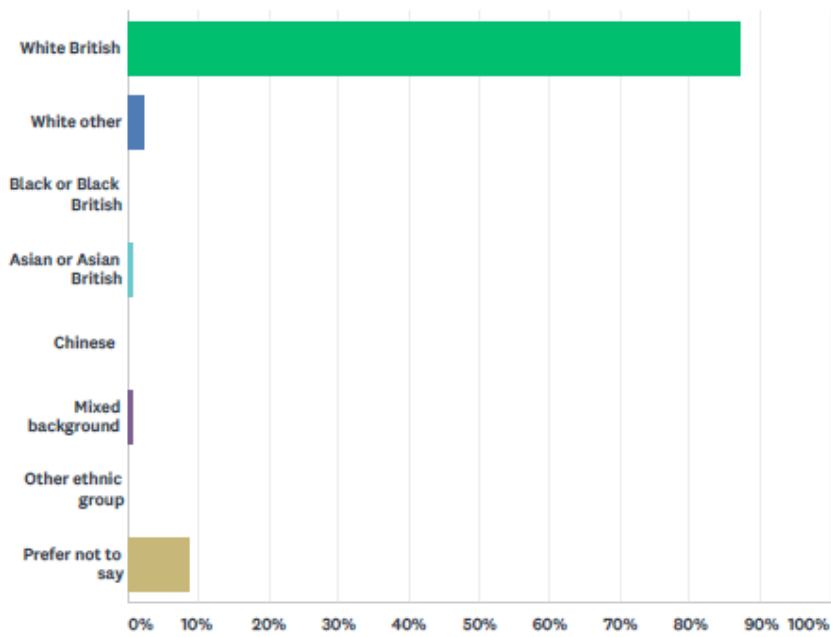
2.0 Who responded to the public consultation

The range of respondents generally reflects the demographic of library users with the largest percentage in the 60 - 75 age bracket and a higher proportion of female customers.

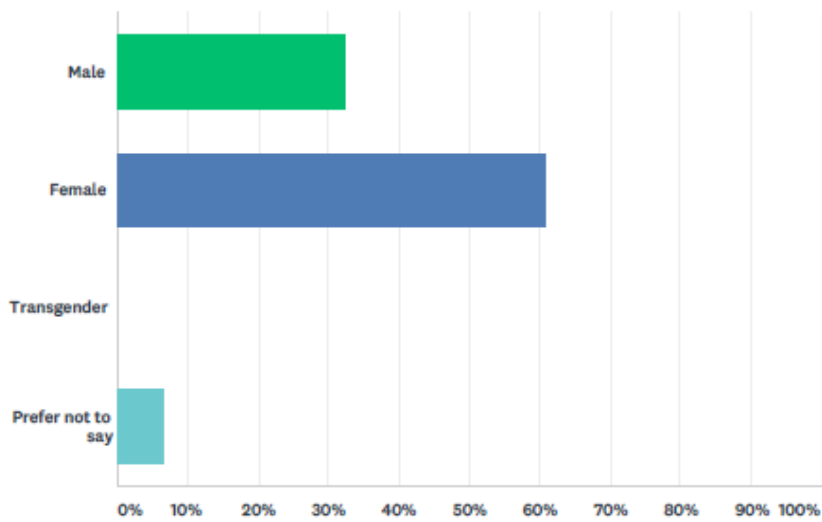
Q.18 Which age bracket do you fall into?



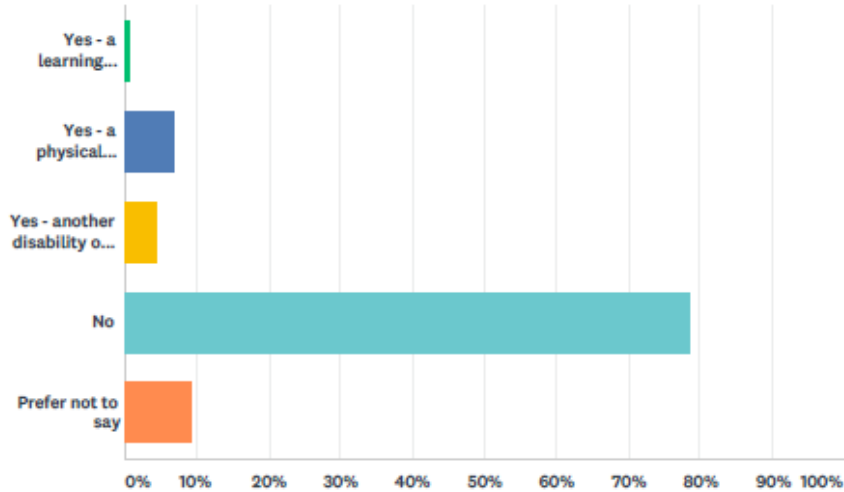
Q.19 What is your nationality and ethnic origin?



Q.20 Are you



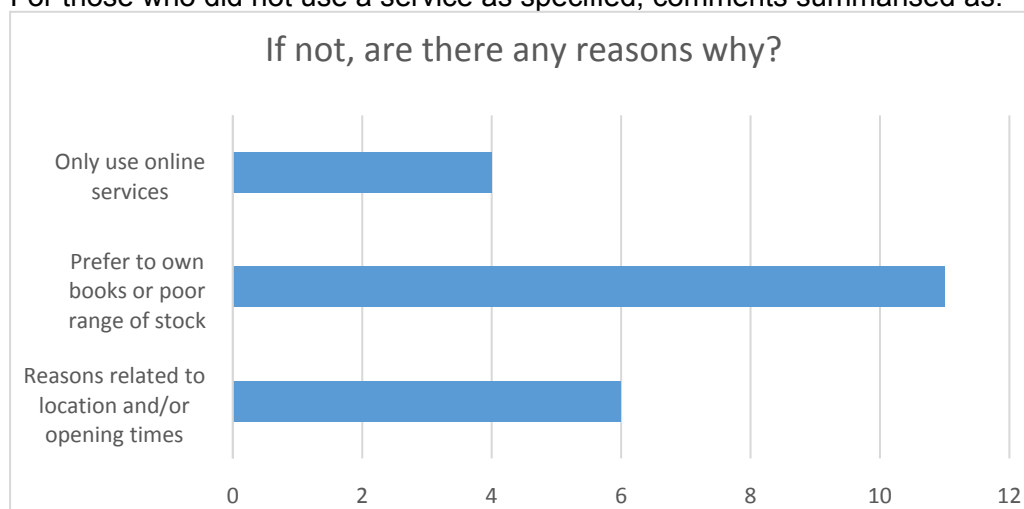
Q.21 Do you consider yourself as having a disability?



Q.1 Do you use any library services, whether building based, mobile or digital? If not, are there any reasons why?

Only 4.5% of responses to the consultation were from non-library users.

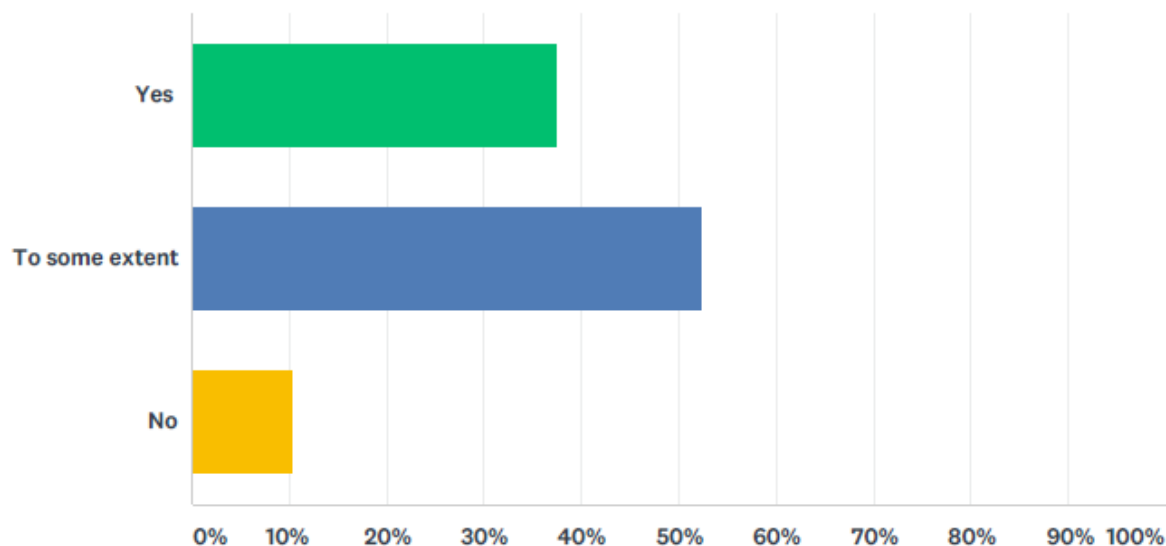
For those who did not use a service as specified, comments summarised as:



3.0 Library Services Strategy

Q.14 Do you agree with the vision, mission, objectives and principles that we have set out in support of the delivery of the strategy?

Nearly 90% of respondents agreed fully or to some extent with the vision etc. set out within the draft strategy. However, a number of detailed comments were raised on, for example, language and unrealistic aspirations; these are reported on in more detail within section 7.0.

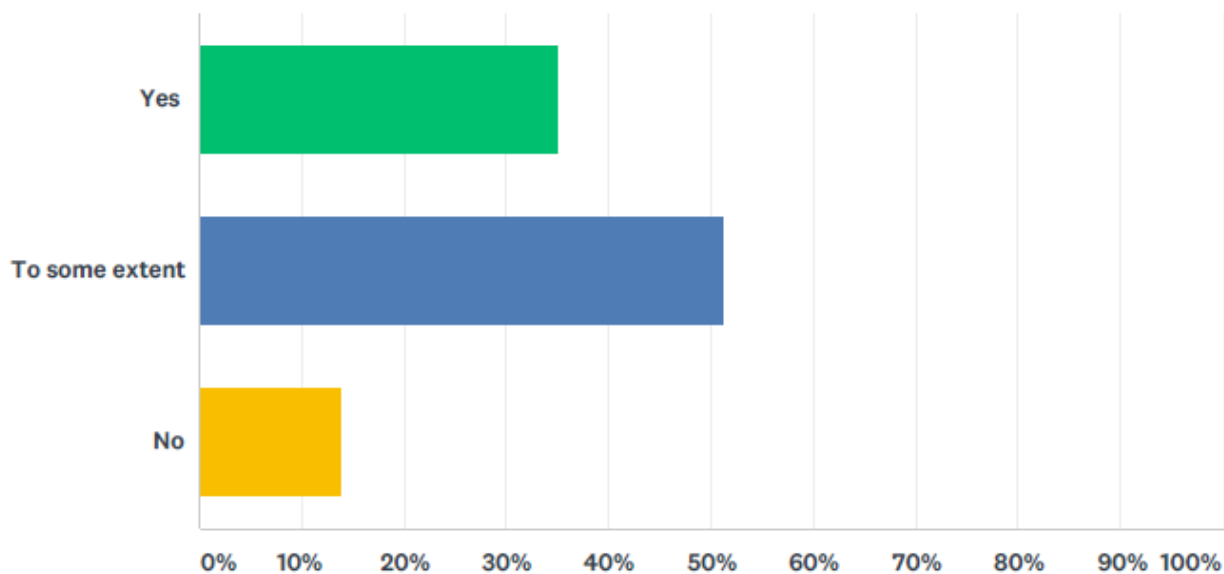


Further analysis of answers to this question according to which static library respondents use shows that more than 20% of respondents who use Ellesmere, Wem and Craven Arms libraries do not agree with vision, etc. Generally, however, there are not marked differences across the three proposed tiers of library provision, although the numbers are small.

Q14: Do you agree with the vision, etc.?							
	Yes		To some extent		No		Total
	no.	%	no.	%	no.	%	
Tier 1							
Bridgnorth	7	35%	12	60%	1	5%	20
Ludlow	11	26%	26	62%	5	12%	42
Market Drayton	91	47%	84	44%	17	9%	192
Oswestry	8	22%	26	72%	2	6%	36
Shrewsbury	42	39%	53	50%	12	11%	107
Whitchurch	10	27%	22	59%	5	14%	37
Tier 2							
Albrighton	8	38%	11	52%	2	10%	21
Bishop's Castle	2	17%	9	75%	1	8%	12
Church Stretton	11	22%	35	70%	4	8%	50
Cleobury Mortimer	4	31%	8	62%	1	8%	13
Ellesmere	6	20%	17	57%	7	23%	30
Library at the Lantern	6	46%	6	46%	1	8%	13
Pontesbury	13	33%	25	64%	1	3%	39
Tier 3							
Bayston Hill	5	36%	7	50%	2	14%	14
Broseley	2	22%	6	67%	1	11%	9
Craven Arms	5	38%	5	38%	3	23%	13
Gobowen	1	17%	5	83%	0	0%	6
Highley	0	0%	4	100%	0	0%	4
Much Wenlock	2	33%	3	50%	1	17%	6
Shifnal	3	50%	2	33%	1	17%	6
Wem	6	19%	17	55%	8	26%	31
Use a Mobile	19	28%	40	58%	10	14%	69

Q.15 Do you agree with the recommended hierarchy of provision set out within the draft strategy

Similar to question 14, 87% of respondents agreed fully or to some extent with the hierarchy of provision proposed within the strategy. But detailed concerns were raised around access to library services within rural communities, and unrealistic assumptions around “drive times” aligned with limited public transport; these are reported on in more detail within section 7.0.



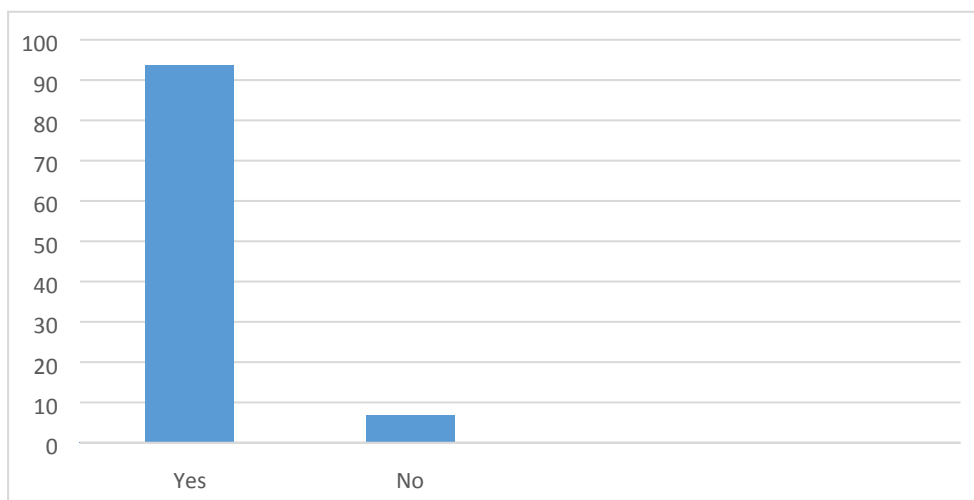
Further analysis of answers to this question according to which static library respondents use shows that more than 30% of respondents who use Ellesmere and Wem libraries do not agree with proposed hierarchy of provision, and more than 20% of respondents who use Whitchurch and Craven Arms libraries likewise do not agree with the hierarchy.

Q15: Do you agree with the recommended hierarchy of provision?							
	Yes		To some extent		No		Total
	no.	%	no.	%	no.	%	
Tier 1							
Bridgnorth	6	30%	13	65%	1	5%	20
Ludlow	9	22%	26	63%	6	15%	41
Market Drayton	75	39%	90	47%	26	14%	191
Oswestry	15	39%	21	55%	2	5%	38
Shrewsbury	35	32%	61	55%	14	13%	110
Whitchurch	8	21%	23	59%	8	21%	39
Tier 2							
Albrighton	7	33%	13	62%	1	5%	21
Bishop's Castle	2	17%	8	67%	2	17%	12
Church Stretton	10	20%	32	63%	9	18%	51
Cleobury Mortimer	4	31%	7	54%	2	15%	13
Ellesmere	2	7%	18	60%	10	33%	30
Library at the Lantern	6	46%	6	46%	1	8%	13
Pontesbury	18	46%	20	51%	1	3%	39
Tier 3							
Bayston Hill	3	21%	10	71%	1	7%	14
Broseley	3	33%	5	56%	1	11%	9
Craven Arms	6	46%	4	31%	3	23%	13

Gobowen	1	17%	5	83%	0	0%	6
Highley	1	33%	2	67%	0	0%	3
Much Wenlock	4	67%	1	17%	1	17%	6
Shifnal	2	33%	4	67%	0	0%	6
Wem	3	9%	18	53%	13	38%	34

4.0 Static Library services

Q.2 Do you use library services, based within a library building?



Only 6.9% of correspondents didn't use a library building and of these 46 responses, half said they used the mobile library service.

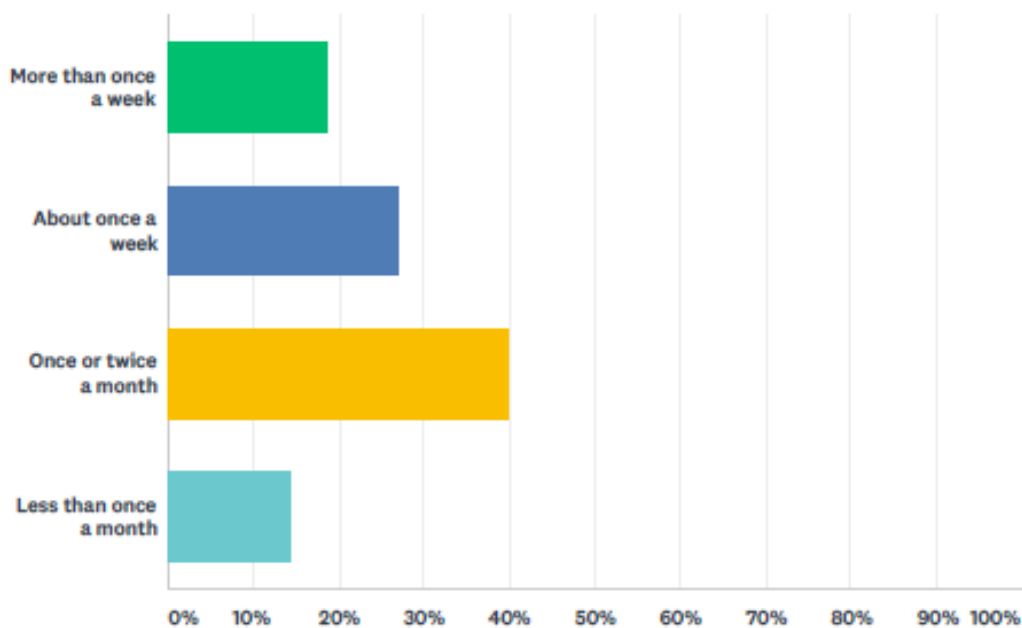
In every case this was because it was more convenient than travelling to a library building, either because of mobility issues or because it stopped very locally to them.

Q.3 Which library(s) do you use?

ANSWER CHOICES	RESPONSES	
Albrighton	3.83%	23
Bayston Hill	2.83%	17
Bridgnorth	4.33%	26
Bishop's Castle	2.00%	12
Broseley	1.50%	9
Church Stretton	9.83%	59
Cleobury Mortimer	2.17%	13
Craven Arms	2.17%	13
Ellesmere	5.50%	33
Gobowen	1.67%	10
Highley	0.67%	4
Library at the Lantern	2.83%	17
Ludlow	7.50%	45
Market Drayton	37.17%	223
Much Wenlock	1.00%	6
Oswestry	7.33%	44
Pontesbury	7.17%	43
Shifnal	1.00%	6
Shrewsbury	21.50%	129
Wem	6.33%	38
Whitchurch	7.50%	45
A library outside of the Shropshire Council authority area	3.17%	19
Total Respondents: 600		

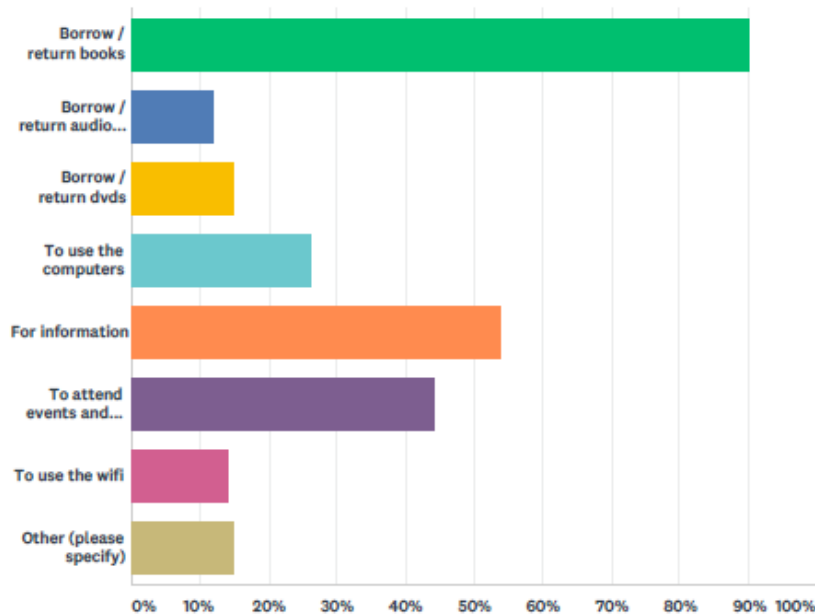
There were a high proportion of responses from Market Drayton library due to proactive engagement of the library volunteers in promoting the consultation.

Q.4 How often do you generally use the library?



40% of respondents use library services ‘once or twice a month’ which would generally reflect the 3-week loan period for the majority of library items. However a significant 45% of respondents use libraries once a week or more.

Q.5 What are you visiting the library for?

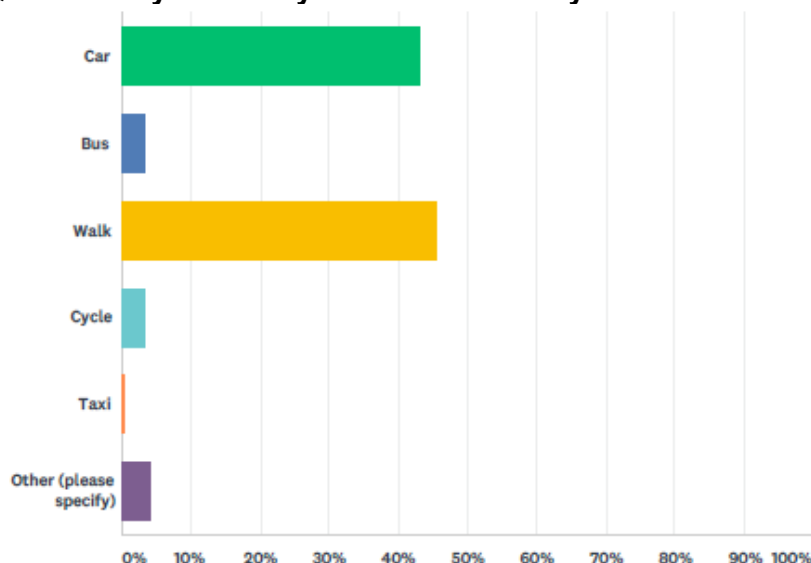


To ‘borrow/return books’ is by far the most common reason for visiting the library at just over 90%.

Within the ‘Other’ category, responses summarised as:

- Attending specific events such as reading groups, rhyme times, knit and natter sessions, family history events.
- Helping with the Home Library Service delivering books to those who cannot visit the library themselves.
- Reading the newspapers and magazines, using local history resources, using general reference resources.
- Using other services such as Town/Parish Council services, Registrar, Shropshire Council Customer Services.
- Meeting other people or using the library as a work/study space.

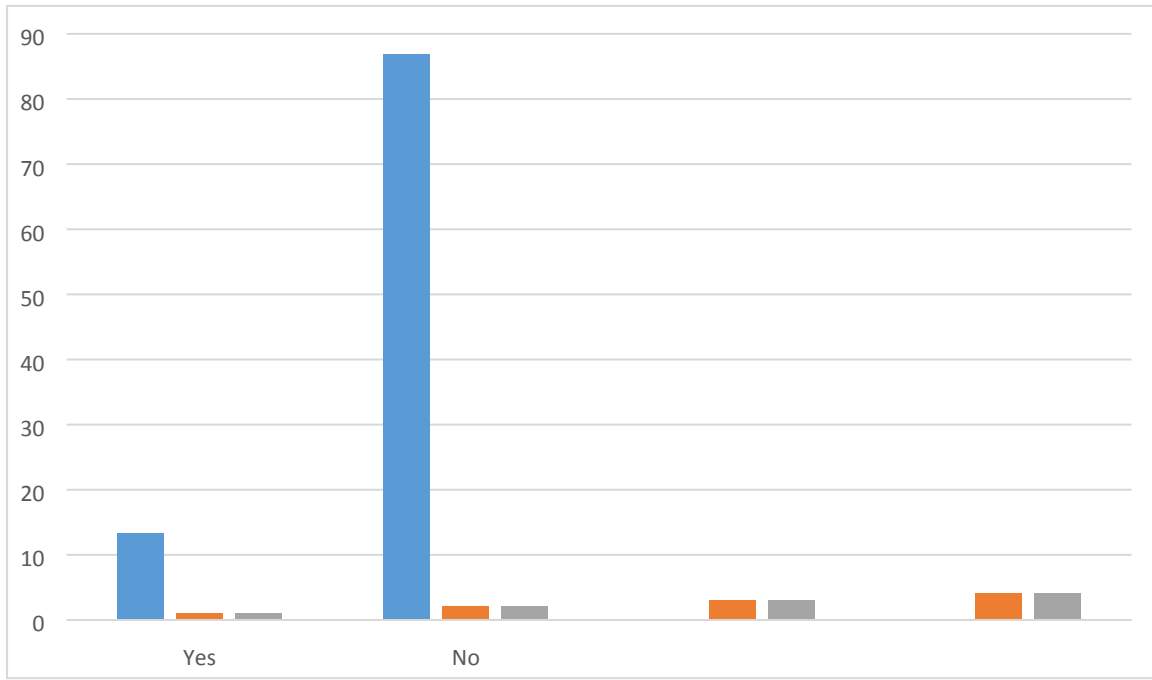
Q.6 How do you usually travel to the library?



Vast majority of people travel to the library either by car or by walking. Within the 'Other' category the comments indicate that people often use different means of transport depending on which library they are visiting and what the weather is like.

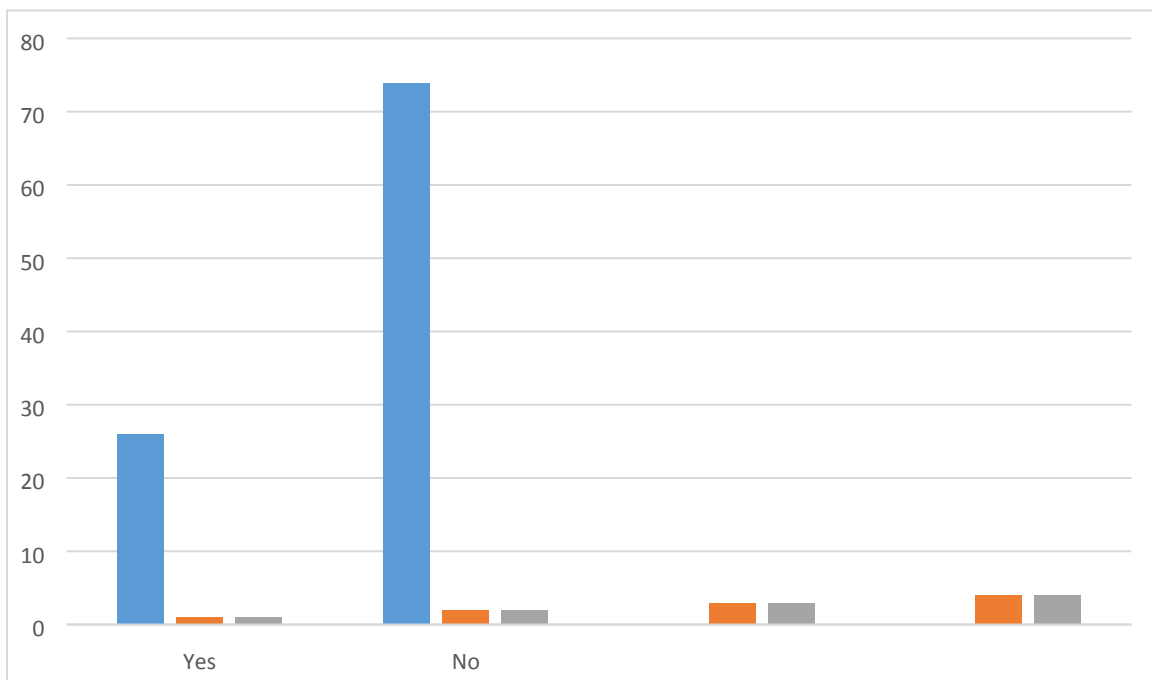
5.0 Mobile Library services

Q.7 Do you use the mobile library service



13.22% of respondents use the mobile library service and 52 % of these also use a static library (Q10)

Q.8 Is the stop you use proposed for deletion



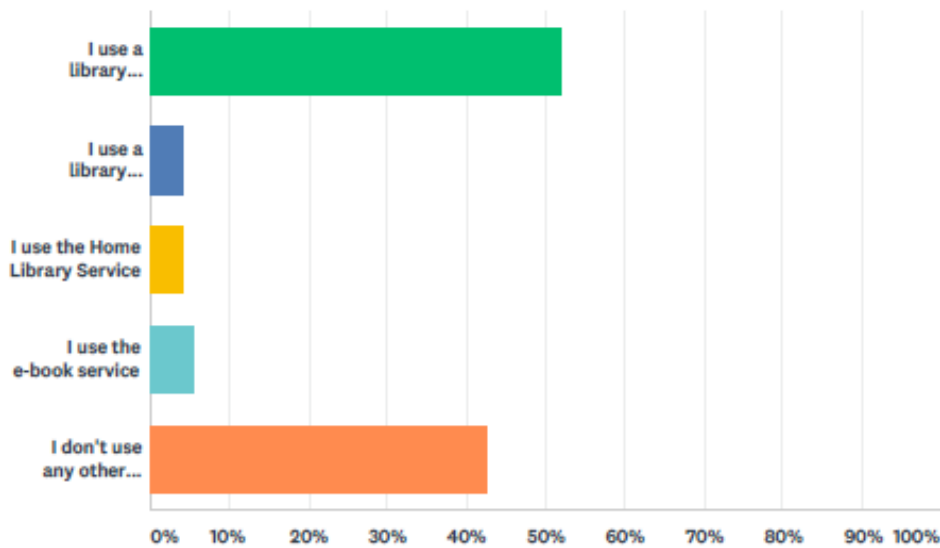
19 respondents could potentially lose their stop

Q.9 If the mobile library stop you usually use is deleted how would you continue to access library services?

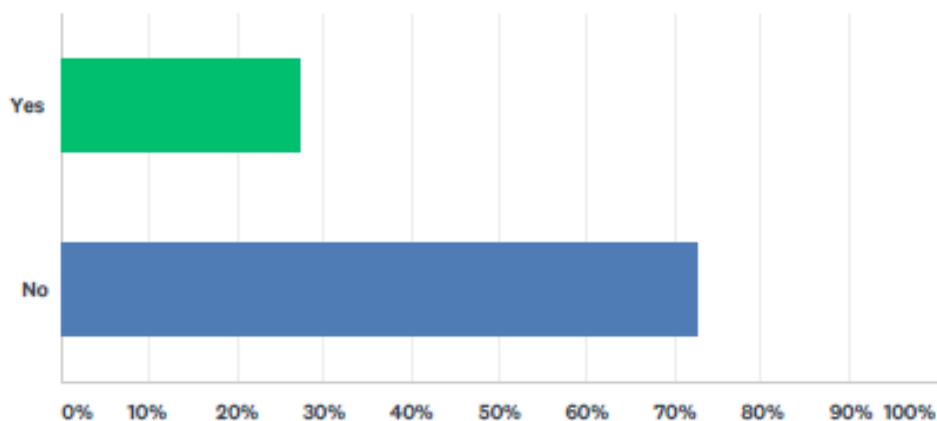
All the 85 respondents using a mobile library service completed the question 'what would you do if your stop was deleted'.

Nearly half said that they would stop using the service (46.58%) with a further 42% saying they would use another mobile library stop or another library. 11% would ask someone else to visit for them. Although this has skewed the figures we can assume that if a stop is deleted half of the users will stop using the library service with the other half using another stop or library.

Q.10 Do you use any other library services in addition to the mobile service?

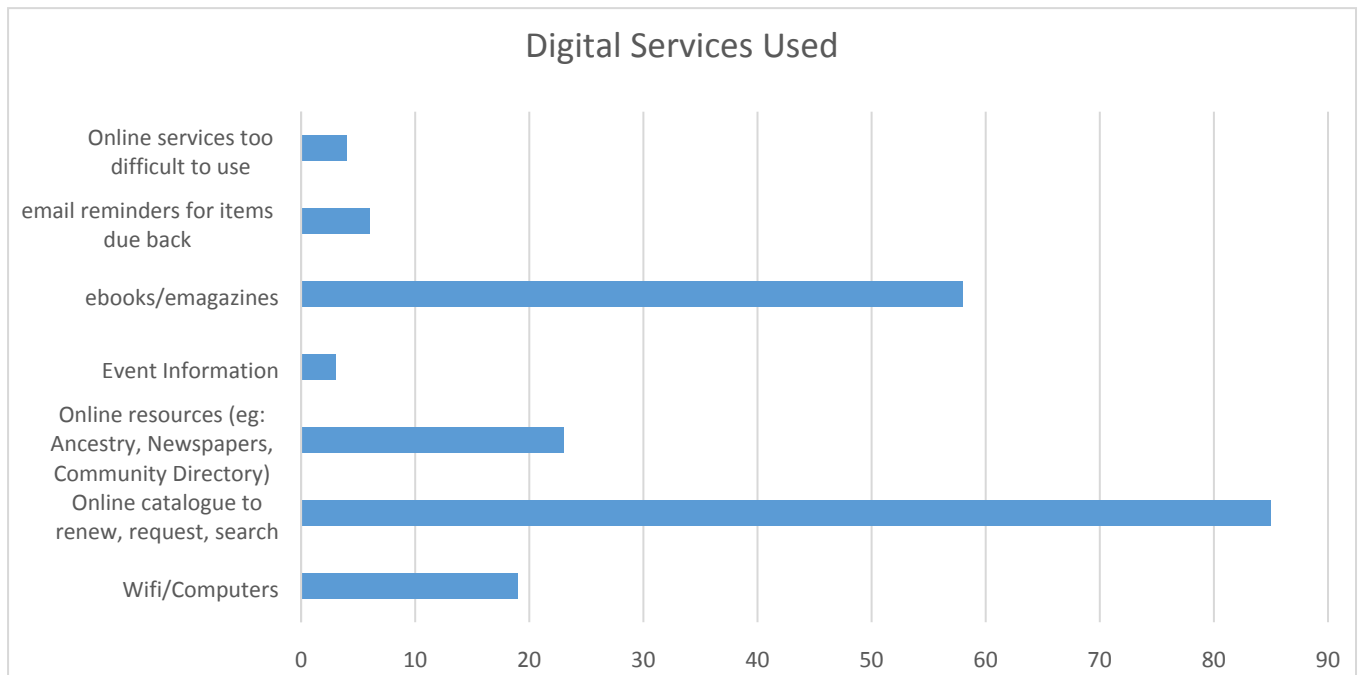


Q.11 If you can't access the Library Service in any other way would you like to be considered for the Home Library Service?



6.0 Digital Library Services

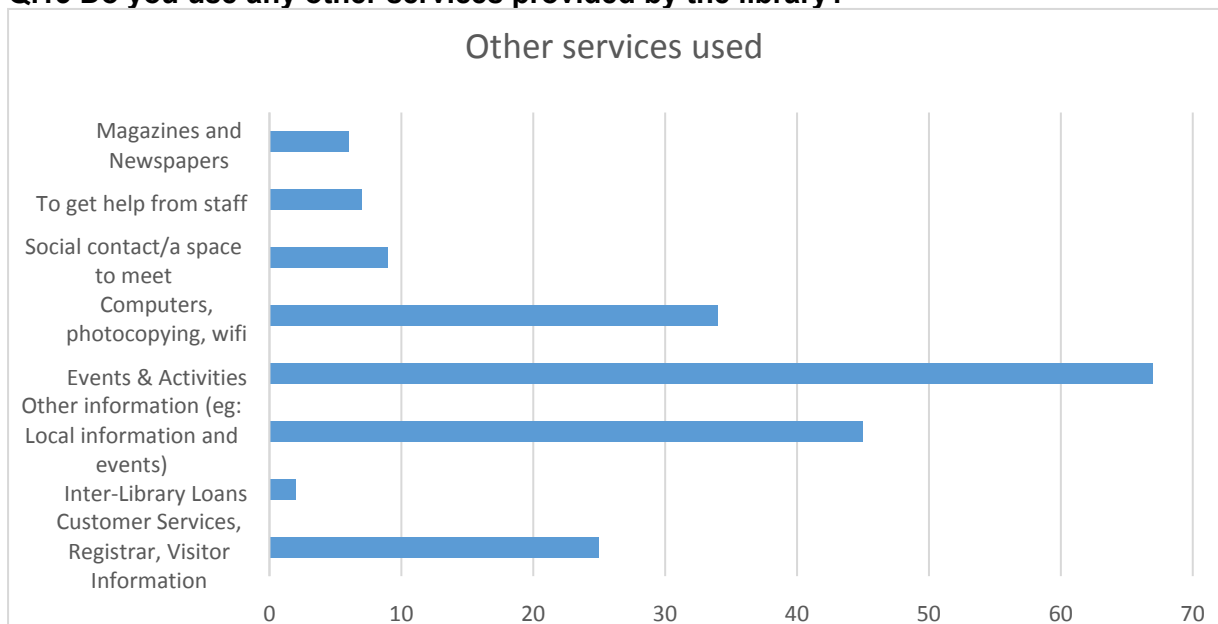
Q.12 Do you use any digital library services?



Just under 35% of respondents did use digital services and the breakdown of those services is summarised above. It was noticeable that E-magazines were particularly popular, even more so than E-books. The online library catalogue for searching/renewing/requesting was highlighted by many as being particularly important.

7.0 Other Library Services

Q.13 Do you use any other services provided by the library?



Just under 42% of respondents said they did use other services provided by the library. 'Events and Activities' were the most frequently cited services used, reflecting the work that has been done to build wide-ranging programmes of library events and to promote them as widely as possible.

8.0 Council response to comments on the Library Services Strategy

We have brought together the many comments and ideas made in response to the library strategy, particularly within questions 14, 15 and 16, and grouped these as follows:

- General comments on the library services strategy
- Language and presentation
- Development of an action plan
- Vision, mission, objectives and principles
- Who are libraries for?
- Hierarchy of library services provision including drive times, transport and rurality
- Community management
- Staff and volunteers
- Community hubs
- Costs, savings and Council support
- Opening hours
- Static libraries
- Mobile libraries
- Home Library services
- Digital library services
- Other ideas
- Other comments

We have provided a Council response to the comments and indicated where we have made changes to the Library Service Strategy in response.

	Council response
General comments on the library services strategy	
Library service needs completely overhauling, look at Amazon, Waterstones, HMV etc. Need a completely different way of thinking Need a longer term strategy based on a complete shake up and better understanding of library services in the “market place” Not enough detail to show how library services are developing innovative and creative approaches; needs to keep pace with changing patterns of library usage	Libraries are modernising and we are taking into account the best practice developed from retail outlets where appropriate. Public libraries impact on the lives of communities, providing things that money can't buy or that some cannot access anywhere else. Libraries help to stimulate ambition giving opportunities to develop
Should be striving to exceed our statutory requirement rather than meeting them Provide more access to library services, not less	

<p>Potential saving is not justified by the positive impact of library services on quality of life Driven by making savings A cost cutting exercise rather than an imaginative recognition of the value of library services</p>	<p>ideas. They give the tools, skills, information and assurance they need to meet those goals. They help to build an understanding of the wider world and to engage with culture and above all provide safe, welcoming spaces where people can meet, think, learn, create, take part and give back. We have to adapt our thinking beyond previous savings approaches, to take a more transformational approach to delivering services.</p>
<p>Reduce council administrative costs; allocate more money to libraries</p>	
<p>Digital services are seen as the solution rather than part of the picture.</p>	
<p>Is provision future proofed against future housing?</p>	
<p>Replace the library service with a cheaper digital platform</p>	
<p>Staffed libraries should be retained in all market towns Keep a good spread of libraries services available across a variety of locations Funding should not be biased to the big towns Retain a good spread of library services to allow access to different titles at different times Strategy is skewed to covering the needs of larger market towns The library service is important to small market towns because it provides access to resources, provides a neutral space and has a role as part of the civic network.</p>	
<p>Library services are pivotal to everyone, retain them Never close libraries or remove mobile library services Remove libraries and you remove cultural access Vitaly important that library provision should be considered as a place of learning provision There is no substitute for reading in a library</p>	
<p>Language and presentation</p>	
<p>Clarify the meaning of statements, sound aspirational, its actions that count Too vague and woolly Lack of clarity, confusing language, difficult to read, too long Difficult to respond to the consultation Strategy is too long, risks being seen as a paper exercise, needs to be more upbeat</p>	<p>We have simplified and clarified wording within the strategy.</p>
<p>Development of an action plan</p>	
<p>How will you deliver and measure your strategy? Everyone should contribute to the development of an action plan Mission and strategic objectives are not measurable There is no measure of the outreach work of the local library, for example to schools,</p>	<p>We have made our outcomes clearer. Action plans are an integral part of the library service outlining the service for the future. These will be developed together with our internal and external partners.</p>

<p>care homes and local businesses Strategy includes “bland overarching language” at the expense of detailed understandings and actions. For example, what is the Council’s approach to investment in newly released books, what type of community events are planned for the future, how will the service liaise with schools and universities, what facilities will be provided for the blind, partially sighted and hard of hearing, etc.?</p>	<p>Library staff will remains at the centre of library delivery, and there will be clearer outcomes for service.</p>
<p>Vision, mission, objectives and principles</p>	
<p>Too wordy, not specific enough, no clear goals, e.g. keep all libraries open. Would like to see “knowledge” within the statements. The desire for libraries to become more enterprising does not sit comfortably within the mission. Use library spaces for events and for other services to run clinics and sessions</p>	<p>The four strategic objectives have been changed to long-term outcomes. To help with understanding of each outcome we have included examples of actions that will be undertaken.</p>
<p>Vision: No definition of community What does being at the heart mean? Needs to be a place that people can meet up, that combines resources Trying to be all things to all people How financially do you intend to deliver the vision?</p>	<p>We agree that as well “as providing a universal offer”, library services should be focused at both ends of the age spectrum and at disadvantaged communities and people.</p>
<p>Mission: Suggest “provide library services that inspire peoples learning and enjoyment so that, in partnerships with others everyone is empowered to live healthy, resilient and fulfilling lives”. Why is resilient included? “The library Services should facilitate the participation of others to add to the available resources” i.e. the leadership responsibility should remain within professional employees First part of the mission make sense but the first seems unlikely Libraries are also important places for people to access computers and the internet to access information Rings false Libraries don’t have much influence over people’s health and fulfilment Mission may be a bit beyond the remit of library services</p>	<p>Community could be defined as a group of people living together and practising common ownership. We want the library to be at the heart of communities, a central point with services to raise greater local community activity and bring people, local business, and smaller groups together to improve the quality of life in their area.</p> <p>Libraries have an essential role and we offer a range of services from book-lending and computer access to children’s activities, training courses and meeting space. Understanding their value is difficult because of the wide-ranging services that we provide and the non-market nature of these services as most are free.</p>
<p>Objectives: Second and third objectives seem overblown Second and third objectives have nothing to do with libraries</p>	

<p>Second and third objectives are meaningless Libraries don't have much influence over health and fulfilment Objective 3 – confused by the terms inclusive and prosperous? Does prosperous mean that you expect libraries to make money? What does inclusive and prosperous mean? Objective 4 – has the acceptable term enterprising linked with the unachievable ambition of being self-sustaining; do not agree that it is possible to become self-sustaining in all areas Libraries are not and should not be money making enterprises Fourth objective is an effort to dress up cuts as something positive Some “enterprising” activities are inappropriate Council has a legal obligation to provide libraries including in rural communities Legal duty to provide a library service overrides objective 4 Libraries should concentrate on improving literacy, access to books rather than on helping people live healthy and fulfilling lives</p>	<p>Libraries have to remain free by law for the basic lending of materials. However, due to austerity implications libraries try to offset the funding we get to deliver services by developing opportunities such as retail sales, renting out space for meetings or other work, creating cafés and charged-for cultural activities.</p>
<p>Principles: Principle 1 - substitute "and also" for "but" Principle 2 – the creation of hubs can lead to conflicts Third principle is an effort to dress up cuts as something positive</p>	
<p>Who are libraries for?</p>	
<p>Provide more help for people with low literacy, unemployed and children. Prioritise the most vulnerable members of society Not enough focus on teenagers Very valuable for young children Valuable for disadvantaged groups, those not able to afford books Important for young parents and people not socially confident With an ageing population access to books and digital services will become more important Make libraries relevant to everyone Consider the young Put children and disabled and elderly first If you want libraries to be part of the community you need to find way to engage with people who don't use the library, libraries need to be relevant to a broader cross section of people including disabled, homeless, people with mental health issues, etc</p>	<p>As well as providing a “universal offer” that is available to all, library services should be focused at both ends of the age spectrum and at disadvantaged communities and people.</p>

Hierarchy of library services provision including drive times, transport and rurality	
<p>How libraries fall into tier 1 or tier 2 is subjective More explanation and rational for the treatment of tier 3 libraries is required Need more clarity on why libraries have been allocated to tier 2 or 3</p>	<p>We have continued to use the following key considerations to inform the design of a hierarchy of library services provision:</p>
<p>Concerns with proposed unrealistic “drive times” 20 minutes is a long way to drive Issues of poor public transport in rural areas Access difficulties, car parking, length of walk from car park 20 and 25 minute drive times are unrealistic; the majority of people should be able to walk to their local library or otherwise use a bus Challenges assumption that residents within a 25-minute drive time of a major library have easy access, and this effectively excludes significant sectors of the population. Not all adults are car drivers, buses are infrequent Competition for community transport options Approach places a reliance on existing public transport links; strategy needs to build in flexibility as these could be under threat Improving transport links should be a Council priority A 20 / 25 minute journey to access a library is a long way; how does this correlate with other journeys that people are making? Public transport and community transport limitations Drive time is a poor measure when considering car parking and walking to the library from your car; buses take even longer</p>	<ul style="list-style-type: none"> • Accessibility • Usage of the facilities • Population including population density and its demographic make up • Deprivation <p>We recognise that, the application of drive times in particular is an unsophisticated approach, which does not fully reflect local circumstances and practical realities. This is why we have considered drive times alongside other considerations, and retained a mobile library service to provide services to rural communities. In setting out a hierarchy, it is not the Council’s intention to close any existing library, but our approach does recognise that smaller libraries cannot supply the same service as the larger ones and also the financial reality affecting the council.</p>
<p>People living in rural areas will be disadvantaged Social isolation, poor transport links, few opportunities for cultural enrichment Poor internet services prevents use of digital services particularly in rural communities The strategy penalises rural library users People, particularly young people, living in rural areas will be marginalised Rural residents have to pay to request quality books from the larger libraries</p>	
Community management	
<p>Libraries should remain council run Libraries should be managed by the same body with experienced staff Reliance on community libraries may not be very resilient in the long term</p>	<p>8 libraries in Shropshire are already being successfully managed by partner organisations based within the communities they serve. These</p>

<p>Shifting libraries to community groups is a step to closing them, retain as part of the main library service Retain all libraries as part of the main library service. Moving libraries to community models is a short step to closing them Keep libraries as a public service</p>	<p>libraries have remained part of the overall library network in every sense and continue to be supported by the library service in a wide range of ways.</p>
Staff and volunteers	
<p>Retain the experience of professional staff Need good staff to help libraries become self-sustaining and raise venue Need experts to help, not volunteers Shortage of volunteers in some areas Reliance on volunteers may not be resilient in the long term Library services should not be run by volunteers Volunteers have a place but cannot see a future for libraries without adequate resources and professionally trained staff Library staff are crucial to a vibrant library service Do not use volunteers to sustain library services Use volunteers but not to the exclusion of professional staff</p>	<p>We value the expertise and professionalism of our paid staff who we recognise as our greatest asset. Our libraries will continue to be operated by paid staff and supported by volunteers to enhance delivery as part of the wider library network.</p>
<p>Libraries appear to be overstaffed Use some volunteers in tier 1 libraries, opportunity to reduce staffing, require a flexible system overall.</p>	
Community hubs	
<p>Concerns about multi-functional use of spaces and how this will work Reservations about housing libraries in schools Physical layout of library is not always conducive to accommodating diverse groups Increasing use of library spaces should not be to the detriment of existing services Provide more library hub services and activities Community Hub desks will not work for all libraries as community hubs often have to deal with difficult customers</p>	<p>Many of our libraries now share space with other services and functions. We recognise this can lead to conflict and the need for compromise. However the sharing of resources and costs helps to ensure libraries remain sustainable, and offering a wider range of services ensures that library buildings serve all parts of the community.</p>
<p>How will provision in rural areas square with making libraries the centre of their communities?</p>	
Space and resource sharing ideas:	
<ul style="list-style-type: none"> • Be more collaborative in smaller market towns to share resources and spaces and to make libraries more community focussed 	

<ul style="list-style-type: none"> • Use tier 1 libraries for councillor surgeries & other council business • Use underutilised spaces for other council services • Tourist Information Services would work well in libraries 	
<p>Costs, savings and Council support</p>	
<p>No figures are provided on cost and savings Concerned about long term funding support Need to be more specific on funding support Seeks confirmation of additional capital and revenue investment by the Council. More clarity required on how much tapered funding tier 2 libraries will receive. How exactly will libraries become self-sustaining? How much do tier 1 libraries need to raise Concerns at statements referring to becoming cost neutral and self-sustaining What happens to libraries once the initial funding period ends? Smaller libraries are unlikely to survive once tapered revenue support ends Cost neutral is an aspiration for tier 1 and 2 libraries, unlikely to be achievable Unrealistic to expect community organisations to obtain external funds to enable local libraries to continue Strategy should recognise the burden placed on local communities and offer more financial support. Where does money raised by local efforts go?</p>	<p>We recognise that balancing costs with our partners may require more time and support, so have extended the period of tapered funding support to three years for tier-3 libraries. The strategy also confirms the “back office support” to be provided by the Council will be provided free of charge to libraries that continue to be part of the Shropshire library network.</p>
<p>Ongoing support should be provided where communities have shown commitment Support libraries for ten years Support libraries managed by parish councils and community groups for at least ten years Smaller libraries need longer than a year to become self-sustaining Five years funding support is a bit blunt, may need reviewing for individual locations. Unrealistic to expect tier 3 libraries to become self-sustaining within one year Tier 3 libraries need longer to become self-sustaining</p>	
<p>Strategy reflects a fundamental inequality in the funding of local services. The tier 1 libraries will be funded in full by Shropshire Council, subsidised by the precept payers in the smaller towns; furthermore these precept payers will have to pay again for the library in their town, with no contribution from the surrounding area. Not fair to expect town and parish councils to take on libraries and therefore for the tax payer to pay twice</p>	

Difficult for one parish to pay to support a library when neighbouring parishes are not	
Larger libraries should be self-funding and support should be provided to smaller libraries	
Exactly what "support" is Shropshire Council providing Provide clarity on exactly what shape back office support will take Concerned about any changes to staffing and ongoing training	
Income generating / cost saving ideas: <ul style="list-style-type: none"> • Raise more money from residents • Pay for libraries through an increase in council tax • Introduce a nominal sum for access to library resources • Provide a tea / coffee machine, would also generate an income • Let people make voluntary donations to the book fund • Out of hours letting to generate income • Retain locally raised income for that library • Provide a café within the main library • Charge for courses • Reduce heating costs • Provide older people with more opportunity to volunteer 	We welcome the many ideas that respondents to the consultation have made and look forward to progressing these within the context of the development of a detailed five-year action plan. Our intention remains to work closely with partners in the development of this action plan
Opening hours	
Do not reduce opening hours further Review opening hours to better meet needs of customers Opening hours need to meet the needs of local people Not helpful if libraries are only open when people are at work Library no longer opens on a Saturday Consider restoring and extending opening hours to allow hub activities to take place.	In 2016 we reviewed and consulted on opening hours proposals based on analysis of visitor numbers to libraries across all days and times. Some reductions to opening times were implemented as a result. As part of the development of the service with our partners there may be the potential to increase opening times at some libraries in the future.
Static libraries	
Church Stretton and Market Drayton libraries are close to areas of high numbers of active users and should be in tier 1	In seeking to finalise the Strategy, we have considered all responses and further analysis, and would make a number of specific responses:
Church Stretton library in the centre of town provides important service and does not	

<p>lend itself to being volunteer managed Keep the library where it is Retain an effective library in Church Stretton in the town centre Church Stretton Library should remain in its current location, Church Stretton library should be in tier 1, has a very competitive cost per loan Principles may not meet the needs of Church Stretton, which is predominantly an older and less mobile population</p>	<ul style="list-style-type: none"> Library at the Lantern, Shrewsbury – We propose to assign this library to tier 1 (as a satellite to the main library in Shrewsbury), rather than tier 2. The Library at the Lantern already forms part of an existing diverse range of services and community meeting spaces, and serves areas of significant deprivation within north Shrewsbury Wem library – Although the library at Wem is 18 minutes’ drive from alternative provision at Whitchurch, we recognise that it is a popular library serving a significant market town and sparse rural hinterland. We propose to assign this library to tier 2 rather than tier 3. Church Stretton library – Specific comments relating to the location of the library will be considered within the context of the current exercise to procure a new provider for library services in Church Stretton. <p>We are otherwise not proposing any changes to the proposed hierarchy of provision, beyond the acknowledgment that further time and support will be provided to tier 3 libraries to achieve “cost neutral” sustainable provision.</p>
<p>Concerns about developing “multi-functional” spaces in Market Drayton library Library in Market Drayton is a precious resource Turn down the heating Library staff undertake the work of the adjacent Customer First Point</p>	
<p>Wem library should be a tier 2 library – it has a secondary school, higher than average older population, a prohibitive lease, etc. Wem Library is a well-used library and should be in Tier 2 Wem library should be in Tier 1, lots of people travel to use it Wem Library is currently leased until 2022 Do not close Wem library Usage in Wem is not referenced within the strategy Wem Library should be in a higher tier based on relatively high usage. Wem should be included within Tier 1 or Tier 2 at the least – a cultural hub serving a large hinterland, and 511 bus service only runs every hour or hour and a half.</p>	
<p>Removing evening opening from Bridgnorth Library reduces usefulness</p>	
<p>Pontesbury is a vital hub for outlying villages Expand the provision of books Pontesbury Library should be fully staffed paid for by the council and its facilities upgraded Supportive of proposals for Pontesbury library to be a tier 2 library and for the Council to work with the community to develop and support the library</p>	
<p>Albrighton Library is vital to the local community</p>	
<p>Poor stock in Ellesmere Library Proposal to withdraw funding completely by 2023 Library services have been squeezed at expense of other services Do not remove the library from Ellesmere In the event of Ellesmere Library closing it is unrealistic to expect people to drive 25 minutes to a library in Oswestry or Whitchurch.</p>	

<p>Craven Arms Library not as good as previous service Lack of use may reflect the edge of town location Craven Arms Library becomes even less important and may close in year 1 Craven Arms is much more deprived than Ludlow with a higher proportion of elderly residents</p>	
<p>Retain library in rural area such as Bishops Castle</p>	
<p>Community run libraries such as Broseley should continue to receive financial support Concerned that Broseley appears as a tier 3 and not tier 2 library Object to complete review of revenue support at end of 2018/19 Concerned that back office support continues to be provided; essential to sustainable library provision Broseley library should continue to be supported. Low rate of car ownership, population growth, lack of secondary school and related cultural and leisure activities</p>	
<p>Relocate Ludlow Post Office to Ludlow Library</p>	
<p>Mobile libraries</p>	
<p>Mobile libraries are a life line for rural residents; distance are irrelevant if you have no car or access to public transport Mobile library stops are essential when you can no longer drive A meeting point for the elderly and a social hub How are you supporting the needs of people with Alzheimer's? Essential for older people Don't change fortnightly frequency of visits Stop times do not suit young children Safeguard and assist mobile library users as much as possible No mention of stops for home schooling Do not remove our mobile library stop as this is the only opportunity for pre-school children to experience a library. Retain mobile library stops in villages If stops are removed will there be options for those without transport or who have mobility issues? Reduction in mobile libraries will have a negative impact on the vulnerable and elderly</p>	<p>Following a review of comments and in the context of issues round rural isolation, disability, absence of alternatives we have retained 2 stops previously proposed for deletion. These are at Clive and Brockton. 2 new stops responding to local need have also been added to give a total of 281 stops.</p> <p>Other comments were made, for example with respect to future housing growth and alternative more appropriate stops; we will continue to keep mobile library services under review as local circumstances change, and will consult locally as appropriate.</p>
<p>Probably a case for reducing mobile library provision further?</p>	
<p>A waste of money, doesn't service the needs of the disabled, elderly, etc. Use the home Library Service to substitute for mobile libraries</p>	

How do people access mobile libraries, if they drive then they could drive to their nearest static library	
Retain the mobile library in Knockin	
Retain the mobile library stop in Brockton	
Re-time mobile library stops in Culmington to the old schedule	
Object to the proposal to withdraw the mobile library from 2.15 pm Station Rd Clive . Residents would not be able to attend Clive Railings or Clive Orchard field stops due to age and disability	
Instead reallocate timing to existing stops to allow two stops	
Relieved to see that there are no plans to remove mobile stops within Woore parish	
Provide a new stopping place in Tilstock at Hollins Lane	
Objects to loss of Nesscliffe mobile library stop; over 100 dwellings are due to be built in Nesscliffe with more in the surrounding area	
Kinlet currently has two mobile stops – the village hall and school. Once new car parking has been provided at the school it might be possible to limit to just one stop at the school as the housing development has a footpath to access the school.	
Stottesdon appears to have two stops; the layby for the bus shelter is by far the safest and has adjacent car parking.	
Mobile Library ideas: <ul style="list-style-type: none"> • Mobile libraries should become “digital contact points” • Equip mobile libraries with confidential meeting rooms • Publicise mobile library stops in local shops and parish magazines • Provide mobile library services with volunteers to collect and return books • Order books to read on kindles; rent a kindle • Use the post office service to deliver books rather than the mobile library 	We welcome the many ideas that respondents to the consultation have made and look forward to progressing these within the context of the development of a detailed five-year action plan. Our intention remains to work closely with partners in the development of this action plan
Home Library services	
Provide clarity on the Home Library Service and its intended future delivery Increase home library visiting services for frail and elderly	The Home Library Service will continue to be delivered locally with development driven by specific local needs.
Home Library Service ideas: <ul style="list-style-type: none"> • Given the cost of the mobile library service propose that home visit provision should be provided by volunteers coordinated by the local council. 	This is already an integral part of service delivery.

Digital library services	
Digital services are too difficult to understand	Shropshire Libraries has a large range of digital services that include e-books and e-magazines Technology is enabling us to provide services 24/7. We recognise that customers are not fully aware of these services and will continue to review, develop and promote them. This includes the development of self-service kiosks to modernise our libraries, reduce queues, allow increased opening hours and free up library staff to help customers.
Maintain computer services Ensure that staff can provide computer support Provide and increase access to computers, an important service for senior citizens.	
Digital Library service ideas: <ul style="list-style-type: none"> • Expand access to online archives • Expand access to electronic book stock, maybe in partnership with other • Provide more up to date computer access • Get the isbn no. from Waterstones etc. and get lent the book electronically • Receive returns electronically • Create web pages like Amazon • Offer audio book downloads • Improve drop off points should be able to receive books electronically 	We welcome these ideas and look forward to progressing these within the context of the development of a detailed five-year action plan.
Other ideas	
<ul style="list-style-type: none"> • Provide leaflets drops to all houses to explain what library service are available locally • Get out into the community more to promote libraries and library services • Do more to promote libraries, mobile libraries and home library services • Promote libraries in schools • Better marketing of online services, e.g. via an email newsletter with links to material <ul style="list-style-type: none"> • Provide a link with schools to increase availability of library services • Offer outreach sessions to young people to promote library use • Schools could make better use of library buildings 	The Shropshire School Library Service is a separate subscription service that offers an inclusive resource and advisory service to all stages of education. We will continue to work

<ul style="list-style-type: none"> • Provide more activities for pre-school children • Library staff could take on the role of Customer Service staff • Buy copies of later books in existing series written by popular authors where earlier editions in the series are already in the library • Develop untapped demand for genealogical services • Subscribe to the OED • Consider working in partnership with UCS and other partners • Support events that would only require space and would increase patronage • Provide sessions on for example writing formal letters, literacy skills, etc. • Consider visiting hospitals • Utilise the internal postal systems of the Council, NHS, etc. to deliver and pick up books 	<p>closely to develop inclusive services that increase the diverse range of library facilities for children and young people.</p>
Other comments	
Acknowledge existing engagement with local communities	
Reduction and dumbing down of book stock	
Range of books is poor	
Success of the library depends on the size of the book fund	
Libraries are poorly promoted	
Maintain availability of local and national information / leaflets	
No mention is made of a “music library”, sheets and CDs	

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Shropshire Library Services Strategy, 2018 to 2023

Some key facts about our library services....

In 2016/17: -

Just over **1 million** visits to libraries

Over **892,000** things borrowed

38,226 attendances at library events and activities

Over **13,000** hours of volunteer support given

Library computers used for over **74,000** hours

Over **2,000** people using library Wi-Fi every month

In excess of **326,000** enquiries dealt with

What our users say.....

"I am so **grateful** for the help I received today from a very competent and patient member of staff. A credit to Shropshire Council."

"The online catalogue is **brilliant** now, it's so easy to find books!"

"The library has given me so much **joy** over the years"

"Imagine my **delight** - my query was immediately answered more than fully and a series of interesting leads followed. Amazing!"

Contents

Executive Summary

- 1.0 Introduction
- 2.0 The Council's statutory responsibilities
- 3.0 Libraries, our Vision, Mission and Strategic Objectives for the delivery of Library Services in Shropshire
- 4.0 Designing a sustainable library services that meet the future library needs of residents in Shropshire
- 5.0 Library Services, our plans for the next five years
- 6.0 Actions to review and monitor the delivery of library services

Appendix 1 Library Needs Assessment

- Map 1 Tier 1 Library Hubs showing 25-minute drive times
- Map 2 Tier 1 Library Hubs and Tier 2 Community Libraries showing 20-minute drive times
- Map 3 Tier 1 Library Hubs, Tier 2 Community Libraries, Mobile Library Stops and across border libraries showing 20-minute drive times

Executive Summary

Shropshire Council (the 'Council') is proud of its library services. This Strategy reflects our ambition and commitment to continue to unlock the huge potential that library services have to impact positively on individuals' lives while at the same time delivering local priorities. Whilst acknowledging that this is a particularly challenging time for library services, it is also clear that they are highly valued by local communities and stakeholders alike. The next five years are crucial for the long-term sustainability and success of public library services in Shropshire.

Our **Vision** is for libraries in Shropshire to be at the core of their communities.

Our **Mission** is to work in partnership with others to enable everyone to live healthy and fulfilling lives, and to provide library services that inspire people's learning and enjoyment.

We will measure the success of this Strategy through the achievement of the following **Outcomes**:

1. Improved opportunities for literacy, reading and culture
2. Improved health and well-being of Shropshire communities
3. Communities that are resilient and inclusive
4. Libraries that are more innovative and sustainable

The Strategy sets out a **hierarchy of library services provision** and describes how the Council can meet its statutory requirements to provide a "comprehensive and efficient library service for all persons" by providing:

- Static library provision within six Tier 1 locations (seven libraries) – Library Hubs – and seven Tier 2 locations (seven libraries) – Community Libraries.
- 281 Mobile Library stops, principally responding to challenges of an ageing population and access to services in a rural context.
- Digital library services including 24-hour access to a range of lending and information resources

The hierarchy of library services provision is intended to inform decisions on future investment and revenue support. The Strategy does not set out to close any existing library

services, but it does recognise that the Council will need to prioritise where it provides financial support.

100% of Shropshire residents will be able to access static libraries within one of these thirteen locations or a mobile library stop within a 20-minute drive time. In setting this out we recognise that the way that people access library services is much more complicated than this simple analysis suggests, for example, not everyone has access to a car, and that public and community transport options in rural areas are more limited.

The Strategy also reaffirms the Council’s commitment to investing in **digital services** and to supporting a range of “**core and targeted library services**”.

The Council will work with a broad range of interested parties to develop a co-ordinated and jointly owned detailed five-year implementation plan within the context set out in the Strategy and the Council’s financial position. The action plan will detail how our strategic outcomes align with the Libraries Taskforce seven outcomes and the six Universal Offers.

1.0 Introduction

Library services in Shropshire – book loans, e-books, computer use, on-line reference material, activities, gateway to council services, etc. - operate through a network of static libraries, mobile libraries and other services which together provide access to library services in every market town and in all parts of a very rural and sparsely populated county. In more detail library services in Shropshire include (at June 2017):

6 Principal market town libraries run by Shropshire Council (urban centres & larger market towns)	Shrewsbury, Oswestry, Bridgnorth, Ludlow, Whitchurch, Market Drayton
7 Local market town community libraries run by Shropshire Council	Gobowen, Church Stretton, Bayston Hill, Wem, Library at the Lantern, Pontesbury, Much Wenlock
8 Local market town community libraries run by local community group / town councils, etc.	Albrighton, Bishop’s Castle, Broseley, Craven Arms, Highley, Shifnal, Cleobury Mortimer, Ellesmere
4 Mobile libraries run by Shropshire Council	Cover approximately 354 stops ranging from 10 minutes to 2.5 hours on a fortnightly rota
Stoke Heath Prison Library	Operated under fully funded contract from Her Majesty’s Prisons

But library services are changing reflecting the shifting habits and priorities of society. Nationally and locally there is a change in the traditional focus on book issues and library visits. Speed, convenience, 24-hour availability, learning spaces and easy access are what most people want. Library services will need to continue to evolve to meet future challenges, trends and needs; coupled with this, public libraries need to prepare for advances in technology as well as people’s changing behaviours and needs in a digital age.

The Council is projected to have a funding gap of £44 million by the end of 2019.

This Strategy reflects our ambition and commitment to continue to unlock the huge potential that library services have to impact positively on individuals' lives while at the same time delivering local priorities. Whilst acknowledging that this is a particularly challenging time for library services, it is also clear that they are highly valued by local communities and stakeholders alike. The next five years are crucial for the long term sustainability and success of public library services in Shropshire.

In summary the key objectives of this Strategy are to:

- Analyse the supply and demand for library services and design innovative services that are fit for the future.
- Ensure that the delivery of library services is undertaken with full reference to relevant strategic and local priorities including well-being considerations and financial constraints.
- Clarify the role of the Council as commissioner, provider, partner and/or enabler of library services.
- Confirm an approach for Council support for the future provision of library services.
- Maximise engagement with existing and potential customers and key stakeholders.

2.0 Shropshire Council's statutory responsibilities

Local authorities have a statutory duty under the [Public Libraries and Museums Act 1964](#) 'to provide a comprehensive and efficient library service for all persons' in the area that want to make use of it (section 7). In considering how best to deliver the statutory duty each library authority is responsible for determining, through consultation, the local needs the delivery of a modern and efficient library service that meets the requirements of their communities within available resources.

In providing this service, local authorities must, among other things:

- have regard to encouraging both adults and children to make full use of the library service (section 7(2)(b))
- lend books and other printed material free of charge for those who live, work or study in the area (section 8(3)(b)) Note that there are exceptions for example for the notification of the availability of reserved items and library overdue charges, and for the lending of audio visual material.

The Council also has statutory duties under the [Equality Act 2010](#) and [section 149: Public Sector Equality Duty](#) in having policies and practices which address equality and diversity effectively, and place these matters at the heart of all decision making processes. Equal opportunities form a core element of good policy making concerning healthy, resilient and prosperous communities. This partly recognises that greater economic activity by all groups in society contributes to and boosts the local economy, as well as aiding individual prosperity and wellbeing. A society in which everyone feels valued, and where their skills and talents are used to the full, is a productive and resourceful society. It is also about social inclusion. A society in which everyone feels they have a part to play, and in which people respect the views of other people, is a resilient and caring society.

3.0 Libraries, our Vision, Mission and Strategic Objectives for the delivery of Library Services in Shropshire

Shropshire libraries are the Council's long term investment in relationships with local communities. Libraries are more than a place to borrow books; they are neutral local spaces with an appealing offer for everyone. People will have the option of connecting with knowledge, information, support and entertainment. They will also have the opportunity to connect with each other. Public libraries are greatly liked by Shropshire people, as a brand, they have enormous potential as channels to meet the diverse needs of local communities.

The Council will create the context that enables the library services to impact positively on the lives of the people of Shropshire. But it is local communities and people that make libraries come alive.

Our **Vision** is for libraries in Shropshire to be at the core of their communities.

Our **Mission** is to work in partnership with others to enable everyone to live healthy and fulfilling lives, and to provide library services that inspire people's learning and enjoyment.

We will measure the success of this Strategy through the achievement of the four **Outcomes**¹ and linked actions:

- 1. Improved opportunities for reading, literacy and culture by**
 - providing quality reading materials in all formats
 - providing a wide range of events and activities
 - supporting reading groups
 - promoting reading to children through events and support of National initiatives such as the Summer reading Challenge
- 2. Improved health and well-being of Shropshire communities by**
 - providing specialist health resources
 - working with health partners in innovative ways to engage with the public
 - extending our volunteering offer
- 3. Communities that are resilient and inclusive through**
 - providing physical spaces to bring people together
 - providing digital access for all
 - supporting government initiatives
 - developing alternative ways to access services for those who are unable to access them in the traditional way e.g. Home Library Service and downloadable audio books

¹ The delivery of these strategic objectives are designed to reflect:
The **Universal Offers** – Reading; Information; Digital; Health; Learning; and Culture - developed by the Society for Chief Librarians in 2013 for library services.

The seven **Outcomes** – Culture & creative enrichment; Increased reading & literacy; Improved digital access & literacy; helping everyone to achieve their full potential; Healthier and happier lives; Greater prosperity; and Stronger, more resilient communities - described by the Library Taskforce in their vision for libraries in the 21st century.

Visit: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/573911/Libraries_Deliver_-_Ambition_for_Public_Libraries_in_England_2016_to_2021.pdf

- undertaking a customer survey to ensure services are relevant

4. Libraries that are more innovative and sustainable by

- developing new services such as code clubs
- using technologies to free up staff time to support those in most need of it
- utilising library spaces in non-traditional ways
- developing action plans with our local partners

Library services will continue to provide a “universal offer” in physical library spaces and across the full range of digital and virtual platforms. Libraries will serve all sections of the community, while concentrating resources to where they are most needed and can be most beneficial including:

- Both ends of the age spectrum – children and older people. Libraries will continue to play a key role in “signposting” older people to a range of community based “preventative” services, and in promoting literacy and providing activities that support children, young people and families
- Disadvantaged communities and people. Libraries will, for example, continue to support people who lack computer and internet skills and who need help to find work.

A core set of [principles](#) will underpin the future delivery of public library services:

- The provision of information and reading will remain fundamental to public library provision, and will take account of the shifts in society and the opportunities provided by technological developments.
- The importance of libraries as community spaces, as hubs for people, for creativity, for the delivery of other services and for the provision of a wide range of opportunities and support to local communities and people.
- The opportunity to work with individuals and organisations as partners in the delivery of library services that best reflect the needs of local communities.

4.0 Designing sustainable library services that meet the future library needs of residents in Shropshire

[Appendix 1, Library Needs Assessment](#), provides an assessment of local needs in relation to the future development of library services, and in the context of the Council’s statutory duty to provide a comprehensive and efficient library service for all its residents. It considers the Council’s specific requirement to provide library services to children and adults under section 7(2)(a) of the Public Libraries and Museums Act 1964, as well as the specific needs of individual groups: older and younger people, Black and Minority Ethnic (BME) communities, people with disabilities, and workless adults.

In developing this needs assessment the Council has taken account of guidance issued by the department for Culture Media and Sport (December 2015). The Council has also carefully considered its duties in respect of Section 7 of the Public Libraries and Museums Act 1964 and the Equality Act 2010.

This analysis suggests that the future design of library services should be based on four key considerations:

1. Accessibility
2. Usage of the facilities
3. Population including population density and its demographic make up
4. Deprivation

Detail of how we have applied these considerations is included within the Library Needs Assessment, in particular section 11.0.

5.0 Library Services, our plans for the next five years

We have applied the approach described above to the design of a [hierarchy of library services provision](#). This hierarchy is intended to inform decisions on future investment and revenue support. It does not set out to close any existing library services, but it does recognise that the Council will need to prioritise where it provides financial support.

Proposed hierarchy of library services provision

Library Services Provision	Details
Tier 1 Library Hubs (urban centres & larger market towns)	Shrewsbury (the main library and the Library at the Lantern), Oswestry, Bridgnorth, Ludlow, Whitchurch, Market Drayton
	<ul style="list-style-type: none"> • Broad opening times to reflect the wide catchment areas served • Staffed libraries • Conveniently located within “Community Hubs” - multifunctional spaces, gateways to a range of services, co-location of partners, etc. • Part of the Library Network retaining access to stock, requests service, reading groups, digital services etc. • Presumption for on-going management by Shropshire Council within arrangements that provide value for money within the provision of a “comprehensive” library service • Revenue support for the provision of library services; opportunity for partner organisations to “add value” to provision via partner funding • [“Back office support²” provided by Shropshire Council Libraries Team at no charge, if appropriate] • Proactive approach to on-going investment in support of improved facilities • Proactive approach to the development of innovative approaches to the use of library spaces and to raising income
Tier 2 Community Libraries (smaller market towns)	Cleobury Mortimer, Church Stretton, Bishop’s Castle, Ellesmere, Wem, Pontesbury and Albrighton

² Shropshire Council “back office support” includes:

- Administrative support including training, library IT systems and public computers, stock, and stock management
- Marketing and publicity
- National and local library initiatives
- Reading Groups
- Development of library services

	<ul style="list-style-type: none"> • Flexible opening times to reflect local need • Staffed libraries supported by volunteers • Conveniently located within “Community Hubs” - multifunctional spaces, gateways to a range of services, co-location of partners, etc. • Part of the Library Network retaining access to stock, requests service, reading groups, digital services etc. • Hosted and managed by local community organisations within contract arrangements with Shropshire Council that provide value for money within the provision of a “comprehensive” library service • Maximum of five year time limited tapered revenue support linked to a plan to achieve sustainable and cost neutral provision (to the Council) by the end of 2022/23; within this context different solutions may be required for different libraries • “Back office support” provided by Shropshire Council Libraries Team at no charge • Proactive approach to investment in support of improved facilities • Proactive approach to the development of innovative approaches to the use of library spaces and to raising income
<p>Tier 3 Community Libraries (smaller market towns)</p>	<p>Broseley, Shifnal, Highley, Craven Arms, Much Wenlock, Gobowen, Bayston Hill</p> <ul style="list-style-type: none"> • Flexible opening hours • Staffed libraries supported by volunteers, where part of the Library Network • Managed by local community organisations within contract arrangements with Shropshire Council • Maximum of three year time limited tapered revenue support linked to a plan to achieve sustainable cost neutral provision (to the Council) by the end of 2020/21; within this context different solutions may be required for different libraries • On-going “back office support” provided by Shropshire Council Libraries Team at no charge, where sustainable revenue funding requirements are met • Potential “one-off” investment in support of improved and sustainable facilities
<p>Stoke Heath Prison Library</p>	<p>Operated under fully funded contract from Her Majesty’s Prisons – supported by Shropshire Libraries</p>
<p>Mobile Libraries: 281 stops</p>	<ul style="list-style-type: none"> • Limited to rural areas • Presumption for ongoing management by Shropshire

	<p>Council within arrangements that provide value for money within the provision of a “comprehensive” library service</p> <ul style="list-style-type: none"> • Fortnightly rota • Part of the Library Network • Offering a broad range of information and advisory support to potentially vulnerable and isolated individuals
Digital Library Services	<ul style="list-style-type: none"> • 24-hour access • e-lending • e-resources • Community Directory

All library services supported by the Council will provide a number of core and targeted services.

Core and targeted library services

Core library services	<ul style="list-style-type: none"> • Books loans for adults, children and teenagers • Specialist Book collections for Parents and Carers, Special Situations, Books on Prescription • e-books, e-magazine, e-newspapers • Music & Drama lending Service • Free WIFI • Free computer use • Online reference resources • Home library service • Rhyme & Story Times for pre-schoolers • Reading Groups • Gateway to a range of Council, other public and partner services
Targeted library services	<p>Initiatives that support the Outcomes for Shropshire library services</p> <ul style="list-style-type: none"> • Improved opportunities for literacy, reading and culture • Improved health and well-being of Shropshire communities • Communities that are resilient and inclusive • Libraries that are more innovative and sustainable

Based on our assessment of need the Council considers that it can meet its statutory requirements to provide a “comprehensive and efficient library service for all persons” by providing (see also maps 1, 2 and 3):

- Static library provision within seven Tier 1 locations – [Library Hubs](#) – and seven Tier 2 locations – [Community Libraries](#).

- 281 **Mobile Library** stops, principally responding to challenges of an ageing population and access to services in a rural context.
- **Digital library services** including 24-hour access to a range of lending and information resources

The table below summarises the percentage of the Shropshire population that live within 20 minutes of a Tier 1 library hub, Tier 2 community library and mobile library stop; 20 minutes of a Tier 1 library hub and Tier 2 community library; and 25 minutes of a Tier 1 library hub.

Distance	Population estimate	Percentage of the total population
Within 20 minutes' drive time of 7 Tier 1 Library Hubs + 7 Tier 2 Community Libraries + 281 Mobile Library stops	311,400	100%
Within 20 minutes' drive time of 7 Tier 1 Library Hubs + 7 Tier 2 Community Libraries	298,210	95%
Within 25 minutes' drive time of 7 Tier 1 Library Hubs	286,423	91%

Source: Based on using Annual Mid-Year Population Estimates, 2016, Office for National Statistics (ONS)

It is also noteworthy in making this analysis that 37% of the Shropshire population (115,900) live within 20 minutes of a library within a neighbouring authority area.

In adopting this approach, we recognise that the provision of library service is not simply a question of proximity but also of availability and quality. Hence, providing 95% of the population with access to Tier 1, Tier 2 and mobile library provision within a 20-minute drive time is only a reasonable target if the library services themselves are open and of a reasonable quality.

Shaping the Future of Library Services³

This Strategy does not make any specific recommendations on alternative delivery models for libraries in Shropshire, although it is based on an assumption that the Council will want to engage with a broad range of local partners in the development of future approaches. It is noted that at the end of June 2017 eight libraries are being managed by “community organisations” within a range of contract arrangements. While many of these arrangements are in their early days it is possible to draw some early conclusions:

- Positive engagement with town and parish councils and local community organisations
- Increased confidence from local organisations to work with the Council in the delivery of library services
- Development of friends groups and community support

³ In the “Libraries Deliver: Ambition for Public Libraries in England 2016-2021” report, the Libraries Task Force set out a vision for the future of public libraries in England in which libraries are vital community hubs, bringing people together and giving them access to the services and support they need to help them live better. The report provides a focus for collaborative working and challenges national and local government to think and act differently to transform library services. Visit: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/573911/Libraries_Deliver_-_Ambition_for_Public_Libraries_in_England_2016_to_2021.pdf

- Libraries staying open and providing a full range of services at a cheaper cost to the Council

The development of new delivery models will be focussed on the creation of relevant resilient library services that meet modern needs. In particular, new models will support the development of:

- An increased focus on the delivery of national and local outcomes
- New enterprising opportunities for income generation
- Friends Groups, fundraising, volunteering and exciting programmes of events

In developing modern sustainable library provision the Council will continue to work collaboratively with the DCMS, the Arts Council and others to apply best practice and to acquire external funding. Access to the Council's Capital Programme will also be pursued. The Council will consider providing one-off funds, particularly to libraries that are unlikely to be financially supported in the future, in order to increase their chances of sustainability.

The desirability, viability and feasibility of a range of alternative delivery model options available for their library services are explored within a recent Libraries Task Force / DCMS toolkit⁴.

6.0 Actions to review and monitor the delivery of library services

The Council will work with a broad range of interested parties to develop a co-ordinated and jointly owned detailed five-year implementation plan within the context set out in the Strategy and the Council's financial position. The implementation plan will detail how our outcomes align with the Libraries Taskforce seven outcomes and the six Universal Offers.

Any proposals for significant investment and / or decommissioning will be brought back to Shropshire Council Cabinet.

The Strategy, its delivery and review, is set in the context of Shropshire Council's three high-level outcomes and Performance Management Framework:

- Healthy people
- Resilient communities
- Prosperous economy

What will success look like?

Shropshire Libraries will have a clear brand linked to the seven national library Universal Offers. We will help to build healthy, thriving and resilient communities. Investment in our staff, information technology and our services will place libraries at the heart of their communities.

Shropshire Libraries will nurture ambition, support health and well-being, challenge inequality, grow the economy and create more learning and employment possibilities to underpin continued social and economic development for Shropshire's citizens.

Specifically we will have made significant progress in achieving our outcomes:

1. Improved opportunities for literacy, reading and culture
2. Improved health and well-being of Shropshire communities

⁴ Libraries Shaping the Future: good practice toolkit March 2017.

Visit: <https://www.gov.uk/government/publications/libraries-shaping-the-future-good-practice-toolkit/libraries-shaping-the-future-good-practice-toolkit#deliver-services>

3. Communities that are resilient and inclusive
4. Libraries that are more innovative and sustainable

We will know that we have done this when we have:

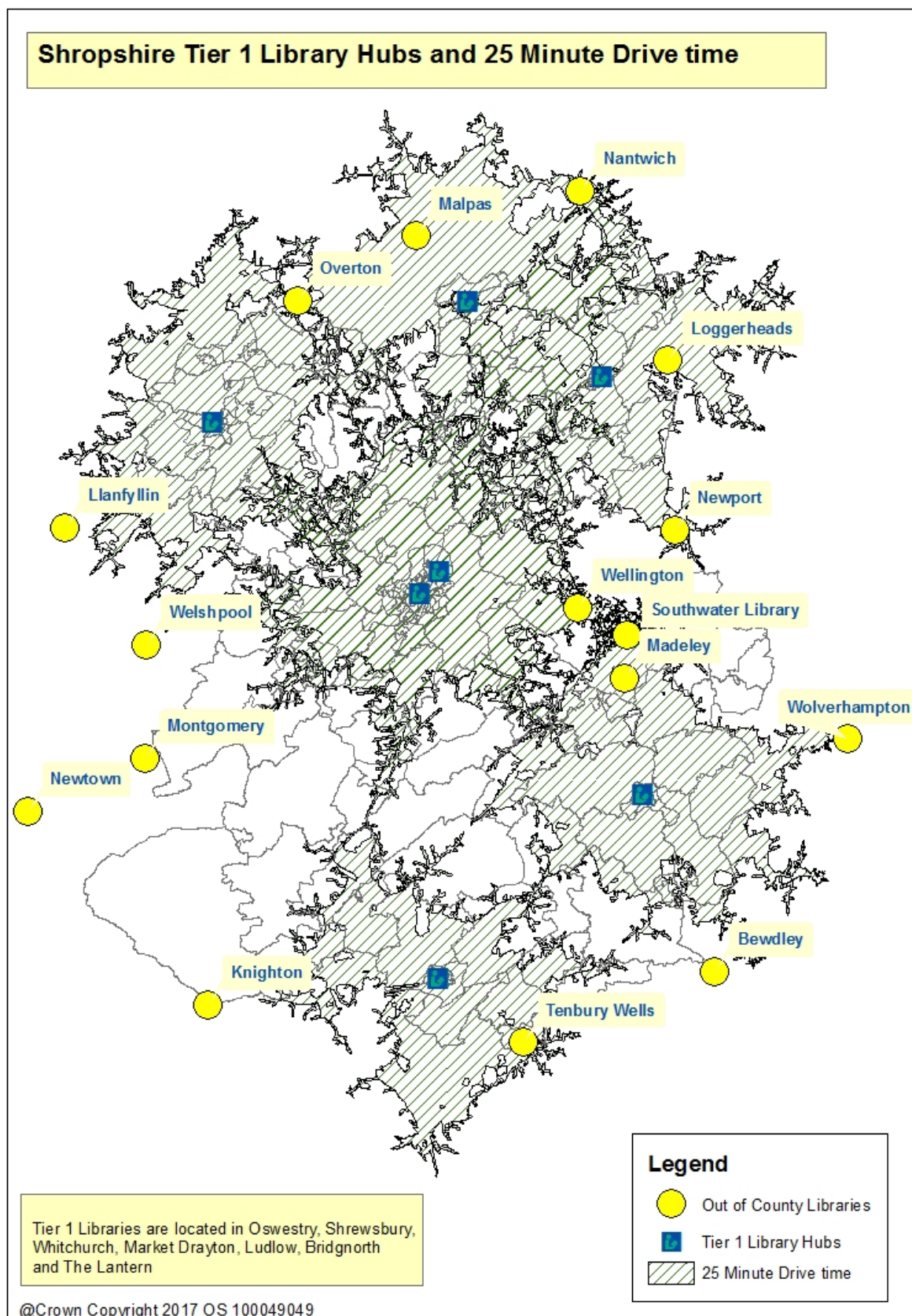
- invested in our staff, IT and infrastructure
- improved access through the provision of a full range of online services and targeted opening hours
- provided a quality range of well publicised services across our libraries
- improved library usage and visits using effective marketing and by exploiting digital services
- improved processes and systems for greater efficiency
- operated at lower cost
- operated as community facilities working in partnership and alongside additional services
- used trained volunteers to improve added value library services and enhance the free statutory library offer
- exploited opportunities to work with partners to develop commercial services
- promoted key health and wellbeing opportunities

Usage of library service provision will be monitored and kept under review. However, the focus will change to reflect a broad range of measurements that reflect the varied usage of spaces and services and the co-creation and delivery of new management arrangements. Ongoing efforts will be made to encourage participation by users and non-users.

The potential impact of the on-going redesign of library services on will continue to be reviewed and monitored the council also has statutory duties under the Equality Act 2010 and section 149: Public Sector Equality Duty in shaping policy, in delivering services, and in relation to their own employees.

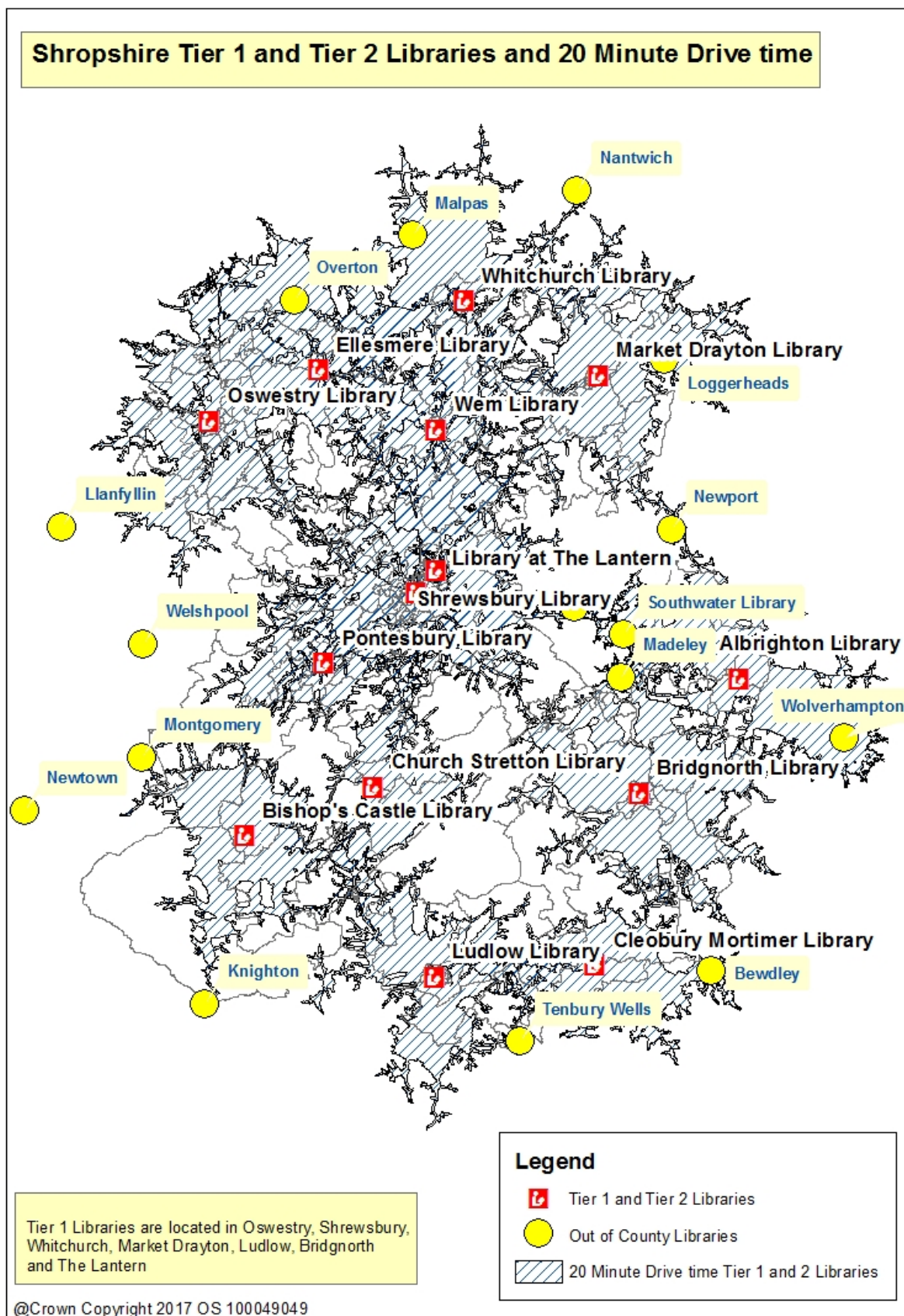
Alongside this the Council will continue to look at best practice, encourage comments and ideas from local residents and actively encourage the participation of local community groups in the development and delivery of library services.

Map 1 – Tier 1 Library Hubs showing 25 minute drive times

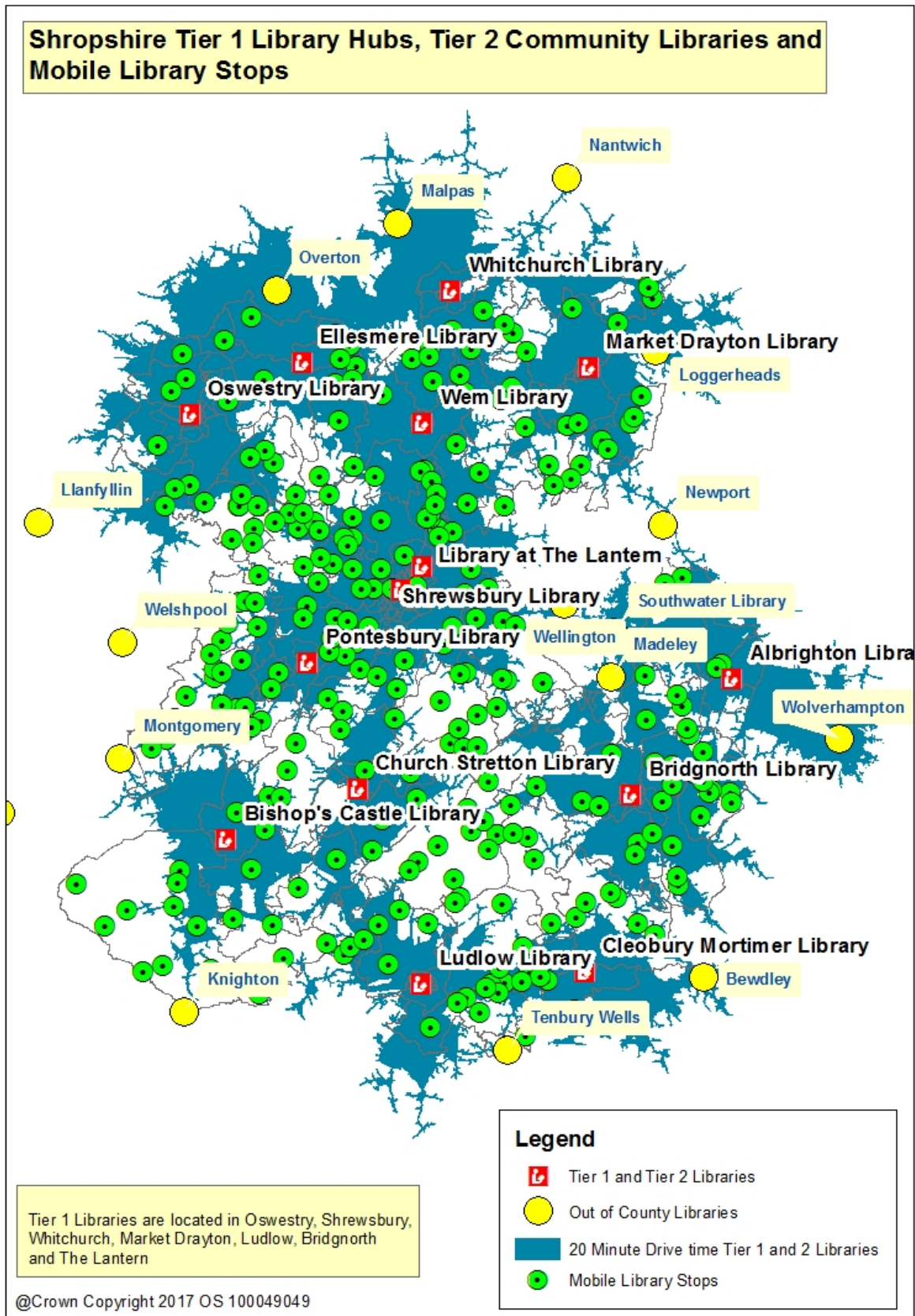


Map 2 – Tier 1 and Tier 2 Library Hubs and Community Libraries showing 20 minute drive times

DRAFT



Map 3 – Tier 1 Library Hubs, Tier 2 Community Libraries, Mobile Library Stops and across border libraries



Appendix 3

Appendix 1 to the Library Services Strategy, 2018-2023

Informing the development of the Council's approach to the future provision of library services, a Needs Assessment

17 November 2017

Contents

- 1.0 Strategic and policy context
- 2.0 Library services, a national perspective
- 3.0 Summary of strategic context for Shropshire library services
- 4.0 Profile of library users
- 5.0 Changing patterns of library usage
- 6.0 Library cost information for Shropshire
- 7.0 Library catchment information
- 8.0 Summary of users (and non-users) surveys, stakeholder engagement and public consultation
- 9.0 Mosaic information
- 10.0 Comparisons to nearest neighbours
- 11.0 Designing sustainable library services that meet the future library needs of residents in Shropshire

1.0 Strategic and policy context

Table 1 shows the strategic and policy context used to inform the approach that the Council is taking to delivering and designing its library services within the context of the Council's statutory responsibilities to deliver a "comprehensive and efficient library service for all persons' in the area that want to make use of it".

Table 1

	Strategy, policy or framework	Detail
1.	Libraries Deliver: Ambition for Public Libraries in England 2016-2021, Libraries Task Force Reference: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/573911/Libraries_Deliver_-_Ambition_for_Public_Libraries_in_England_2016_to_2021.pdf	Provides a vision for the future of public libraries in England in which libraries are vital community hubs, bringing people together and giving them access to the services and support they need to help them live better. The report provides a focus for collaborative working and challenges national and local government to think and act differently to transform library services.
2.	Libraries Shaping the Future: good practice toolkit March 2017, Libraries Task Force Reference: https://www.gov.uk/government/publications/libraries-shaping-the-future-good-practice-toolkit/libraries-shaping-the-future-good-practice-toolkit	Draws together a range of information to show how libraries contribute to local and national priorities, on existing good practice, on alternative governance models, and on smarter ways of working.
3.	The Universal Offers for Public libraries 2013 Reference: http://goscl.com/universal-offers/	The Society for Chief Librarians has developed six Universal Offers for Public Libraries. Each offer is underpinned by the Children's Promise and Six Steps initiatives. These offers provide the foundation for a successful and comprehensive library service

4.	<p>Shropshire Council's Corporate Plan, 2016/17 Reference: http://shropshire.gov.uk/committee-services/documents/s12604/6%20Appendix%20DRAFT%20SC%20CorpPlan%20July16%20R28%20LR.pdf</p>	<p>Brings together different strategies and information, sets out how the Council is responding to the challenges, and identifies the key outcomes and areas of work that the council is taking forward. The Council's aim to ensure that as many services as possible are enabled and facilitated to be provided either by the council, or by others better able to do it.</p>
5.	<p>Financial Strategy 2016/17 – 2018/19, 27th January 2016 Reference: http://shropshire.gov.uk/committee-services/documents/b10420/To%20Follow%20Report%20-%20Financial%20Strategy%20201617%20-%20201819%2027th-Jan-2016%2012.00%20Cabinet.pdf?T=9</p>	<p>The report describes the next stage in developing a sustainable financial strategy for SC. It confirms that it is likely that there will be reductions in opening times at the six largest libraries and that they will be commissioned, and that the sixteen smaller libraries and the mobile library service are at risk of closure.</p>
6.	<p>Shropshire Council's Commissioning Strategy Reference: http://shropshire.gov.uk/doing-business-with-shropshire-council/commissioning-strategy/</p>	<p>This strategy outlines how the council will go about commissioning and some key principles that will be followed. The strategy clearly articulates the different approaches that the council is using to commission services, including locality commissioning. The activity undertaken to achieve this sits underneath the strategy.</p>
7.	<p>Report taken to Cabinet, 19th January 2011 Reference: http://shropshire.gov.uk/committee-services/CeListDocuments.aspx?Committeeld=130&MeetingId=271&DF=19%2f01%2f2011&Ver=2</p>	<p>Reports on a review by a Task and Finish Group into future mobile library service provision. Confirms that the purpose of the mobile library service should be 'to provide a means whereby rural communities may have access to library provision and other services as appropriate, in partnership with other parts of the council and external partners and in support of locality working.</p> <p>Cabinet further confirmed the following criteria for the provision of a mobile library service:</p> <ul style="list-style-type: none"> • Stops should not normally be within a two-mile radius of a branch library. • Stops will be concentrated on village centres with one stop per village wherever possible • Stops should not normally be within one mile of each other by road • Stops will coincide with other village activities where possible. • The length of stop will be determined by the level of use at that location but should not ordinarily exceed one hour in duration • Reasonable exceptions to be made at the discretion of the library service
8.	<p>Report taken to the Environment Services Scrutiny Committee, 8th December 2014 Reference: http://shropshire.gov.uk/committee-services/ieListDocuments.aspx?CId=326&MId=2405&Ver=4</p>	<p>This Report includes a broad model showing the four levels of library service for lending and reference provision via community libraries. The model for the future management of the libraries depending on their level is then described.</p>
9.	<p>Report taken to the Environment Services Scrutiny Committee, 22nd June 2015 Reference: http://shropshire.gov.uk/committee-services/ieListDocuments.aspx?CId=326&MId</p>	

	=2900&Ver=4	
10.	Report taken to Cabinet 14 th October 2015 Reference: http://shropshire.gov.uk/committee-services/ieListDocuments.aspx?CId=130&MId=2910&Ver=4	This report outlines and confirms the approach that SC will adopt in the redesign and commissioning of its library service and customer service points
11.	Report taken to Cabinet 6 th April 2016 Reference: http://shropshire.gov.uk/committee-services/documents/g2913/Agenda%20frontsheet%2006th-Apr-2016%2012.30%20Cabinet.pdf?T=0	This report outlines the approaches and timelines SC will employ to enable the transfer of local services (including libraries) into new management organisations
12.	Report taken to the Environment Services Scrutiny Committee, 11 th July 2016 Reference: http://shropshire.gov.uk/committee-services/ieListDocuments.aspx?CId=326&MId=3239&Ver=4	This report sets out the progress that Shropshire Council has made in redesigning its library services, information on patterns of usage and trends and suggests that the Council's future approach to supporting the provision of modern and sustainable library services.
13.	Report taken to Cabinet on 27 th July 2016 Reference: http://shropshire.gov.uk/committee-services/ieListDocuments.aspx?CId=130&MId=3254&Ver=4	Makes recommendations for a reduction in opening hours in eleven libraries
14.	Report taken to Cabinet on 27 th July 2016 Reference: http://shropshire.gov.uk/committee-services/ieListDocuments.aspx?CId=130&MId=3254&Ver=4	Recommends the closure of Shawbury Library and the provision of a new mobile library stop

2.0 Library Services, a national perspective

The national perspective for libraries is developed through several key organisations including the Libraries Taskforce, the Society of Chief Librarians (SCL), Arts Council England (ACE) and the Chartered Institute for Library and Information Professionals (CILIP).

The role of the Libraries Taskforce is to enable libraries to exploit their full potential and to be recognised as a vital resource for all. They also promote libraries to national and local government and potential funders, creating a strong and coherent description of the contribution public libraries make to society and to local communities. The Taskforce reports to Ministers (via the Department for Culture, Media and Sport (DCMS) and the Local Government Association (LGA).

In their vision for the 21st century, the Libraries Taskforce describe the purpose of the public library network as contributing to seven key outcomes:

- cultural and creative enrichment
- increased reading and literacy
- improved digital access and literacy
- helping everyone achieve their full potential
- healthier and happier lives
- greater prosperity
- stronger, more resilient communities

Visit: <https://librariestaskforce.blog.gov.uk/>

In addition, SCL and partners including ACE, Libraries Taskforce and The Reading Agency have identified six key areas of service delivery that are essential to keep library services relevant and accessible. These are referred to as the Universal Offers:

- Reading Offer
- Information Offer
- Digital Offer
- Health Offer
- Learning Offer
- Culture Offer

The aim of the offers is to develop a core package of accessible quality resources and partnerships with national support that is delivered locally and shaped to meet local priorities.

Visit: <http://goscl.com/universal-offers/>

3.0 Summary of strategic context for Shropshire library services

In table 2 we have brought together a range of headline Shropshire information relevant to the consideration of future Shropshire library services.

Table 2

Key Factors	Shropshire																																																																					
Population	<p>The total population of Shropshire in 2016 was estimated as 313,400.</p> <p>According to the 2011 Census, 175,469 usual residents of Shropshire lived in rural areas (57.3%) and 130,660 usual residents lived in urban areas (42.7%). The largest built-up areas in 2011 included Shrewsbury (71,715 people) followed by Oswestry (18,743), Bridgnorth (12,657), Market Drayton (11,773), Ludlow (10,515) and Whitchurch (9,710).</p> <p>Shropshire has a disproportionately older population, with resulting challenges for commissioners and providers of services including social care and community mental health care.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th colspan="7" style="background-color: #e1eef6;">2016 Population Estimates (Local Authority Based)</th> </tr> <tr> <th rowspan="2"></th> <th colspan="2" style="background-color: #e1eef6;">Shropshire</th> <th colspan="2" style="background-color: #e1eef6;">West Midlands</th> <th colspan="2" style="background-color: #e1eef6;">England</th> </tr> <tr> <th style="background-color: #e1eef6;">Number</th> <th style="background-color: #e1eef6;">%</th> <th style="background-color: #e1eef6;">Number</th> <th style="background-color: #e1eef6;">%</th> <th style="background-color: #e1eef6;">Number</th> <th style="background-color: #e1eef6;">%</th> </tr> </thead> <tbody> <tr> <td style="background-color: #e1eef6;">0 to 4</td> <td>15,000</td> <td>4.8</td> <td>365,300</td> <td>6.3%</td> <td>3,429,000</td> <td>6.2%</td> </tr> <tr> <td style="background-color: #e1eef6;">5 to 14</td> <td>33,500</td> <td>10.7</td> <td>702,900</td> <td>12.1%</td> <td>6,498,500</td> <td>11.8%</td> </tr> <tr> <td style="background-color: #e1eef6;">15 to 18</td> <td>14,500</td> <td>4.6</td> <td>274,600</td> <td>4.7%</td> <td>2,506,600</td> <td>4.5%</td> </tr> <tr> <td style="background-color: #e1eef6;">19 to 54</td> <td>133,400</td> <td>42.6</td> <td>2,740,000</td> <td>47.2%</td> <td>26,642,400</td> <td>48.2%</td> </tr> <tr> <td style="background-color: #e1eef6;">55 plus</td> <td>117,000</td> <td>37.3</td> <td>1,718,900</td> <td>29.6%</td> <td>16,191,500</td> <td>29.3%</td> </tr> <tr> <td style="background-color: #e1eef6;">65 plus</td> <td>74,300</td> <td>23.7</td> <td>1,061,200</td> <td>18.3%</td> <td>9,882,800</td> <td>17.9%</td> </tr> <tr> <td style="background-color: #e1eef6;">Total</td> <td>313,400</td> <td></td> <td>5,800,700</td> <td></td> <td>55,268,100</td> <td></td> </tr> </tbody> </table> <p>Source: Office for National Statistics, © Crown Copyright 2017. Estimates have been rounded to the nearest 100.</p>	2016 Population Estimates (Local Authority Based)								Shropshire		West Midlands		England		Number	%	Number	%	Number	%	0 to 4	15,000	4.8	365,300	6.3%	3,429,000	6.2%	5 to 14	33,500	10.7	702,900	12.1%	6,498,500	11.8%	15 to 18	14,500	4.6	274,600	4.7%	2,506,600	4.5%	19 to 54	133,400	42.6	2,740,000	47.2%	26,642,400	48.2%	55 plus	117,000	37.3	1,718,900	29.6%	16,191,500	29.3%	65 plus	74,300	23.7	1,061,200	18.3%	9,882,800	17.9%	Total	313,400		5,800,700		55,268,100	
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Total	313,400		5,800,700		55,268,100																																																																	
Housing Requirements	<p>The Shropshire Development Plan Consists of the Core Strategy (March 2011) and Site Allocation and Management of Development Plan (SAMDev Plan) (December 2015). The Core Strategy sets out the Council's vision, strategic objectives and broad spatial strategy to guide future development and growth in Shropshire to 2026. A key aspect of</p>																																																																					

	<p>this spatial strategy, as outlined within Policy CS1 (Strategic Approach), is the identification of an ambitious housing target for Shropshire within Policy CS1 of 27,500 dwellings between 2006 and 2026, which is divided into phasing bands within the supporting text of Policy CS10. The SAM Dev Plan seeks to deliver the housing requirement identified within the Core Strategy (as recognised in Policy MD1), through the identification of deliverable sites for housing development and policies to appraise development proposals.</p> <p>Shropshire Council's Five Year Housing Land Supply Statement (August 2016), monitors housing supply and completions against the Development Plan housing requirement. The Five Year Housing Land Supply Statement indicates that 10,902 new homes were completed between April 1st 2006 to March 31st 2016 (Table 4 of the Shropshire Council Five Year Housing Land Supply Statement). The Five Year Housing Land Supply Statement also indicates that as at 1st April 2016, there were 11,309 outstanding permissions for new dwellings, and capacity for a further 5,800 new dwellings on allocations without planning permission (Appendices A-C of the Shropshire Five Year Housing Land Supply Statement).</p> <p>However, to support the ongoing partial review of the Shropshire Development Plan, a technical document known as the 'Full Objectively Assessed Housing Need for Shropshire' (FOAHN) has been published to assess the future level of housing need in Shropshire between 2016 and 2036. The 2012 Sub-national Population / Household Projections (ONS / DCLG) are used as a starting point for this assessment. This FOAHN estimates that 25,178 new dwellings are required to meet future housing need (around 1,259 dwellings per annum). The first ten years of this FOAHN coincide with the next ten years of the period addressed within the Development Plan housing requirement (2016-2026). Over this period the housing need identified within the FOAHN is comparable, but less than the current housing requirement. Within the Plan Period (2016-2026), the population of Shropshire is forecast to increase by 34,200 people (2016-2036). (Shropshire Council FOAHN, July 2016, pp. 62-63).</p>
<p>Population characteristics</p>	<p>Shropshire has a low percentage of total population identifying with minority ethnic groups. According to the 2011 Census (Office for National Statistics, © Crown Copyright 2016), 98% of the population identified with a white ethnic group and 2% of the population identified with a black or other minority ethnic group (BME): http://www.shropshire.gov.uk/media/970045/2011-Census-Digest-Ethnicity.pdf</p> <p>In 2011, 8.4% of all people in Shropshire had a long-term health problem or disability that limited their day-to-day activities a lot (2011 Census).</p> <p>2.4% of people in Shropshire provided 50 or more hours of unpaid care a week (2011 Census).</p>
<p>Size and rurality</p>	<p>Shropshire is one of the most rural places in the UK with an overall population density of 1 person per hectare (2011 Census).</p> <p>Getting to and from services, facilities, and places of work or study can be very difficult with only a few major road routes, some of which are at risk of flooding; limited public transport; and the nature of the often hilly terrain.</p>
<p>Car Ownership</p>	<p>Due to the rural nature of the county car ownership is high with 84.2% of households owning one car or more (2011 Census).</p> <p>In 2011 44% of residents aged 16-74 drove a car or van to work and a further 3.5% were</p>

	a passenger in a car or van (2011 Census).																																																																																												
Broadband	<p>Over the past three years Shropshire Council's broadband improvement programme, known as Connecting Shropshire, has put more than 55,000 homes and businesses within reach of a fibre broadband connection. However, only about one-third of people living or working in premises that are able to make the switch to faster broadband have done so. Because the network we have built is open to all internet service providers, we recommend that people shop around to get the best deal by using a comparison website, such as: https://www.cable.co.uk/connectingshropshire/.</p> <p>The Connecting Shropshire programme runs until at least 2020 and we remain committed to providing better broadband to as many additional premises as possible in areas without access to superfast broadband: http://connectingshropshire.co.uk/.</p>																																																																																												
Deprivation	<p>Overall deprivation</p> <p>Overall, according to the English Indices of Deprivation 2015 (IMD) [based on its rank of average rank] Shropshire is one of the least deprived upper-tier Local Authorities in England (107th out of 152).</p> <p>According to the overall rankings of the English Indices nine Lower Super Output Areas [LSOAs] in Shropshire fall within the 20% most deprived LSOAs in England. The most deprived Shropshire LSOA, which falls within Harlescote Electoral Division, is ranked within the 10% most deprived LSOAs in England.</p> <p>The table below shows which LSOAs individual libraries are located in and which national decile they are in, with 1 being the most deprived 10% and 10 the least.</p> <table border="1"> <thead> <tr> <th colspan="4">Overall IMD 2015 Information for LSOAs that Shropshire Libraries are Located in</th> </tr> <tr> <th>Library Name</th> <th>LSOA Code</th> <th>Shropshire Council Area</th> <th>National Decile</th> </tr> </thead> <tbody> <tr> <td>Oswestry Library</td> <td>E01028906</td> <td>North Area</td> <td>2</td> </tr> <tr> <td>Library at The Lantern</td> <td>E01028983</td> <td>Central Area</td> <td>2</td> </tr> <tr> <td>Market Drayton Library</td> <td>E01028873</td> <td>North Area</td> <td>2</td> </tr> <tr> <td>Whitchurch Library</td> <td>E01028891</td> <td>North Area</td> <td>3</td> </tr> <tr> <td>Gobowen Library</td> <td>E01028912</td> <td>North Area</td> <td>3</td> </tr> <tr> <td>Ludlow Library</td> <td>E01033526</td> <td>South Area</td> <td>3</td> </tr> <tr> <td>Craven Arms Library</td> <td>E01029014</td> <td>South Area</td> <td>3</td> </tr> <tr> <td>Highley Library</td> <td>E01028849</td> <td>South Area</td> <td>4</td> </tr> <tr> <td>Ellesmere Library</td> <td>E01028867</td> <td>North Area</td> <td>4</td> </tr> <tr> <td>Bishop's Castle Library</td> <td>E01028992</td> <td>South Area</td> <td>4</td> </tr> <tr> <td>Broseley Library</td> <td>E01028841</td> <td>South Area</td> <td>4</td> </tr> <tr> <td>Shrewsbury Library</td> <td>E01028946</td> <td>Central Area</td> <td>5</td> </tr> <tr> <td>Wem Library</td> <td>E01028886</td> <td>North Area</td> <td>5</td> </tr> <tr> <td>Much Wenlock Library</td> <td>E01028852</td> <td>South Area</td> <td>6</td> </tr> <tr> <td>Bridgnorth Library</td> <td>E01028832</td> <td>South Area</td> <td>6</td> </tr> <tr> <td>Church Stretton Library</td> <td>E01028998</td> <td>South Area</td> <td>7</td> </tr> <tr> <td>Pontesbury Library</td> <td>E01028977</td> <td>Central Area</td> <td>8</td> </tr> <tr> <td>Cleobury Mortimer Library</td> <td>E01029001</td> <td>South Area</td> <td>8</td> </tr> <tr> <td>Shifnal Library</td> <td>E01028854</td> <td>South Area</td> <td>9</td> </tr> <tr> <td>Bayston Hill Library</td> <td>E01028936</td> <td>Central Area</td> <td>9</td> </tr> <tr> <td>Albrighton Library</td> <td>E01028845</td> <td>South Area</td> <td>10</td> </tr> </tbody> </table> <p>IMD 2015 Source: English Indices of Deprivation</p>	Overall IMD 2015 Information for LSOAs that Shropshire Libraries are Located in				Library Name	LSOA Code	Shropshire Council Area	National Decile	Oswestry Library	E01028906	North Area	2	Library at The Lantern	E01028983	Central Area	2	Market Drayton Library	E01028873	North Area	2	Whitchurch Library	E01028891	North Area	3	Gobowen Library	E01028912	North Area	3	Ludlow Library	E01033526	South Area	3	Craven Arms Library	E01029014	South Area	3	Highley Library	E01028849	South Area	4	Ellesmere Library	E01028867	North Area	4	Bishop's Castle Library	E01028992	South Area	4	Broseley Library	E01028841	South Area	4	Shrewsbury Library	E01028946	Central Area	5	Wem Library	E01028886	North Area	5	Much Wenlock Library	E01028852	South Area	6	Bridgnorth Library	E01028832	South Area	6	Church Stretton Library	E01028998	South Area	7	Pontesbury Library	E01028977	Central Area	8	Cleobury Mortimer Library	E01029001	South Area	8	Shifnal Library	E01028854	South Area	9	Bayston Hill Library	E01028936	Central Area	9	Albrighton Library	E01028845	South Area	10
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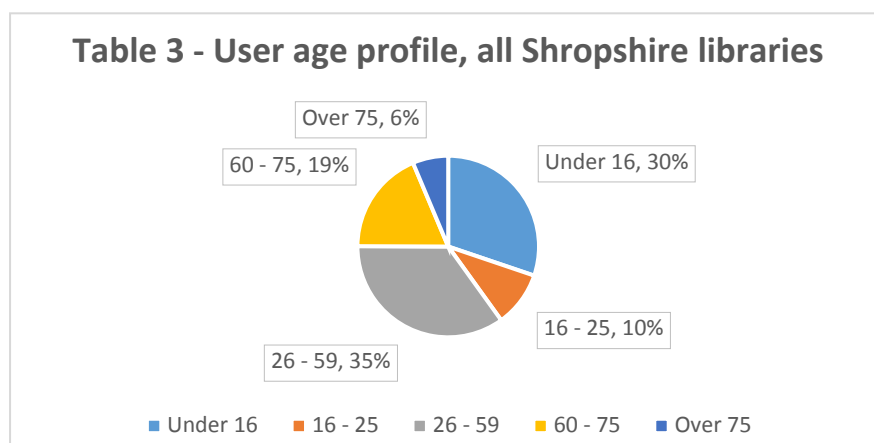
	<p>Barriers to housing and services In two of the IMD 2015 Domains, the Barriers to Housing and Services Domain and the Living Environment Deprivation Domain, over forty of the 193 LSOAs in Shropshire fall within the 10% most deprived LSOAs in England.</p> <p>47 LOSAs in Shropshire fall within the top 10% most deprived LSOAs in England for the Barriers to Housing and Services Domain; of these LSOAs, 8 LSOAs fell within the top 1% most deprived for this domain nationally. 15 LSOAs fall within Decile 2 (up to 20% most deprived LSOAs in England). The high rankings for this domain are mainly due to the ranking received for the contributing Geographical Barriers sub-domain, which takes into account the road distance from a variety of facilities and services.</p> <p>It is also notable that all of the LSOAs ranked in Decile 1 and Decile 2 were classified as rural according to the Rural Urban Classification 2011</p> <p>Source: English Indices of Deprivation [IMD] 2015 (Department for Communities and Local Government, © Crown Copyright 2016)</p> <p>Rural / Urban Classification When the active user information collected by postcode centroids was aggregated so that active users could be analysed by LSOAs, it was possible to determine the percentage of active library users that lived in urban and rural LSOAs.</p> <p>According to information from the 2011 Census, of the total usual resident population in Shropshire Unitary Authority, 57.3% of residents lived in a rural area and 42.7% lived in an urban area; this split is considerably different than for England and Wales, where according to the 2011 Census 18.5% of usual residents lived in rural areas and 81.5% of people lived in urban areas.</p> <p>However, analysis of active users by the rural-urban classification of their LSOA indicated that the active library users resident in Shropshire Unitary Authority were more evenly split, with 53.0% living in rural LSOAs. When all of the library users living in England and Wales were analysed, a slightly larger percentage of active users lived in rural LSOAs (54.8%).</p>
<p>Educational attainment</p>	<p>In 2016, 56.9% of pupils in Shropshire achieved five or more A*-C grade GCSEs (including English and Mathematics), this is a higher percentage than in the West Midlands region (54.80%).</p> <p>Source: SFR01/2016: GCSE and equivalent results in England 2014/15 (Revised), Department for Education, © Crown Copyright 2016. https://www.gov.uk/government/statistics/revised-gcse-and-equivalent-results-in-england-2014-to-2015</p> <p>9.2% of pupils who attend Primary, Secondary and Special Schools (including academies and sixth form) are entitled to free school meals.</p> <p>Source: Department for Education School Census Spring 2016 Schools, Pupils and their Characteristics</p>
<p>Employment</p>	<p>Whilst the latest unemployment rate figure for 16-64 year olds in Shropshire (4.2%) is lower than the West Midlands (6.0%) and England (5.2%) averages, the male</p>

	<p>unemployment rate in Shropshire is higher than for females:</p> <ul style="list-style-type: none"> • Males = 4.6% (West Midlands = 6.1%; England = 5.2%) • Females = 3.8% (West Midlands = 6.0%; England = 5.2%) <p>Source: Annual Population Survey (July 2015 – June 2016), Office for National Statistics, © Crown Copyright 2016.</p>
Health	<p>The life expectancy at birth (2012-14) for both males and females is generally better in Shropshire than the English average:</p> <ul style="list-style-type: none"> • Males: 80.2 (Shropshire) compared to 79.5 (England) • Females: 84.1 (Shropshire) compared to 83.2 (England) <p>Source: Health Profiles, Public Health England: https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/gid/1938132696/pat/6/par/E12000005/ati/102/are/E06000051</p>

4.0 Profile of library users

Age profile¹

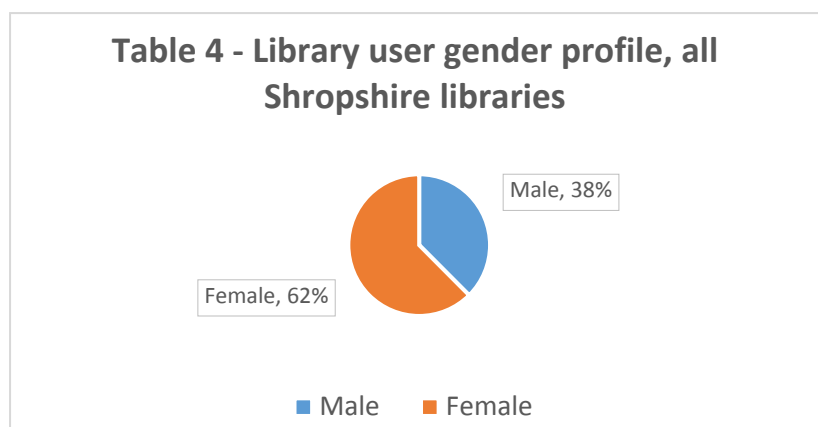
Table 3 shows the age profile of library users and that 30% of users are under 16 and 25% of users are over 60.



Sex profile

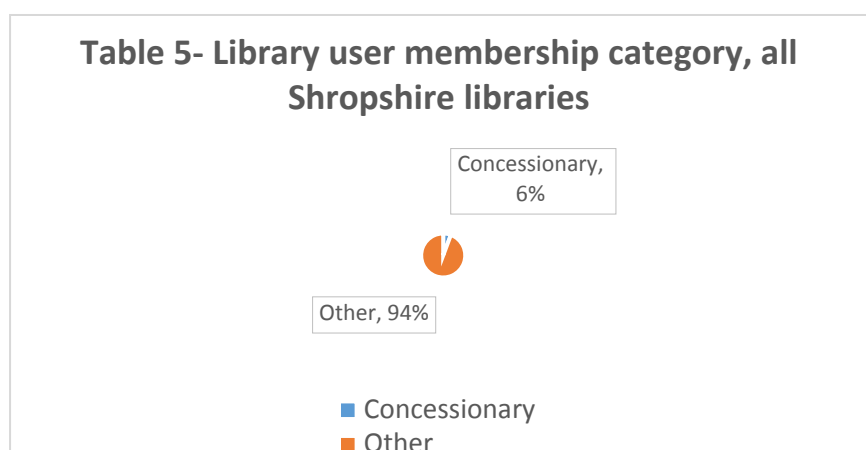
Table 4 shows that 62% of library users are female and 38% male.

¹ Profiles for age/gender/membership category are based on active user figures covering a 12 month period up to 1st April 2017.



Disability, housebound or caring profile

Using concessionary memberships as a proxy Table 5 shows that 6% of library users have a disability, are housebound or have caring responsibilities



5.0 Changing patterns of library usage

Table 6 gives a summary of some key library usage measures over a 5-year period. Table 7 shows library use for static libraries only and Table 8 summarises mobile library usage only.

Table 6 All Library Usage

Shropshire Libraries Totals	2012/13	2013/14	2014/15	2015/16	2016/17	% change over 5yrs	% change from 15/16 to 16/17
Visits	1,340,186	1,278,112	1,067,825	1,032,582	1,000,012	-25%	-3%
Active Users ²	47,634	44,286	41,564	41,639	46,249	-3%	11%

² **Active Library User** figures indicate the number of people registered at a particular library who have used any Shropshire library over the previous 12 months. 'Use' is defined as borrowing/returning an item of library stock or using library computers.

Postcodes of active library user data have been mapped using the Ordnance Survey Codepoint file. This matches postcodes to postcode centroids and not exact locations, locations can refer to more than one address (usually a cluster of 15 addresses). The coordinated position will always be within

Shropshire Library Services Strategy Needs Assessment, 2018 to 2023

Computer Time Used (mins)	5,824,934	6,026,964	5,504,397	4,773,696	4,453,632	-24%	-7%
Total Loans	1,274,871	1,197,643	1,080,888	963,019	892,001	-30%	-7%
Requests	87,281	80,217	80,930	74,068	65,963	-24%	-11%
Event attendance	29,192	34,000	32,691	33,144	38,226	31%	15%
No. of volunteers	192	272	332	412	323	68%	-21%
No. of volunteer hours	7,775	10,202	10,003	11,482	13,119	69%	14%
Enquiries ³	274,316	255,371	281,210	289,717	332,146	21%	15%
E-book loans	n/a	n/a	n/a	3,841	14,426	n/a	375%
E-magazine loans	n/a	n/a	n/a	7,181	9,267	n/a	29%
Home Library Service users	171	160	199	155	102	-40%	-34%
Wi-Fi use	New Wi-Fi installed across libraries in March 2016. Use since then has increased by 17.6% with an average of 1,988 users per month.						

Table 7 Static Library Usage

Static libraries only	2012/13	2013/14	2014/15	2015/16	2016/17	% change over 5yrs	% change from 15/16 to 16/17
Visits	1,303,234	1,245,224	1,038,883	1,002,663	969,115	-26%	-3%
Active Users	46,281	42,944	40,196	40,201	44,543	-4%	11%
Total Loans	1,185,536	1,118,219	1,010,907	893,033	818,623	-31%	-8%
Requests	85,598	78,655	78,909	71,702	63,463	-26%	-11%

Table 8 Mobile Library Usage

Mobile Libraries	2012/13	2013/14	2014/15	2015/16	2016/17	% change over 5yrs	% change from 15/16 to 16/17
Visits	36,952	32,888	28,942	29,919	30,897	-16%	3%
Active Users	1,353	1,342	1,368	1,438	1,706	26%	19%
Total Loans	89,335	79,424	69,981	69,986	73,378	-18%	5%
Requests	1,683	1,562	2,021	2,366	2,500	49%	6%

the notional geographical extent of the postcode.

³ The Chartered Institute of Public Finance and Accountancy definition of an enquiry is "any question, however received (e.g. in person, by letter, by phone) leading to the active involvement of staff in identifying and answering problems posed by library users".

Table 9 shows the usage of individual libraries in 2016/17 for the total number of visits, the total number of loans and the number of active library users. For each measure individual libraries are shown in descending order.

Table 9 Libraries in order of visits/loans/active users

Visits 2016/17		Total Loans 2016/17		Active Users 2016/17	
Shrewsbury (SL)	174,403	SL	150,297	SL	11,306
Oswestry (OS)	172,120	OS	109,221	OS	6,389
Ludlow (LU)	92,006	LU	76,763	LU	3,823
Bridgnorth (BR)	75,106	BR	56,797	BR	3,415
Whitchurch (WH)	69,890	MD	48,270	MD	3,272
Market Drayton (MD)	67,337	WH	42,109	WH	2,670
Wem (WM)	42,348	CS	35,543	CS	1,659
Church Stretton (CS)	40,390	HL	31,207	WM	1,367
Bishop's Castle (BC)	27,144	BH	29,928	HL	1,271
Cleobury Mortimer (CM)	25,859	BC	26,877	AL	1,021
Library at the Lantern (HL)	25,718	WM	25,448	EL	1,008
Broseley (BY)	20,333	EL	23,605	BC	900
Shifnal (SF)	19,874	AL	19,997	BH	851
Ellesmere (EL)	19,604	PO	16,347	SF	833
Bayston Hill (BH)	17,569	SF	15,782	BY	644
Albrighton (AL)	17,464	BY	15,175	PO	591
Highley (HY)	17,317	WK	13,328	CM	590
Pontesbury (PO)	8,246	CM	12,927	HY	520
Craven Arms (CA)	7,411	CA	10,639	WK	490
Much Wenlock (WK)	7,235	GO	7,617	CA	476
Gobowen (GO)	6,248	HY	3,476	GO	338

Approximately 15% of the Shropshire population are active library users.

The overall figures for Shropshire highlight how library use is changing. Online developments mean it has now become easier to access a range of library services remotely, such as renewing and requesting items, e-magazines and e-books, and a wide selection of online reference resources. This will have had an impact on the number of physical visits, but other measures have seen an increase. For example, over the 5 year period 'online' loans (items renewed remotely via the web) increased by 33% and the number of requests placed online increased by 86%.

Many key online library services are recent developments so longer term trends are yet to be identified. However shorter term figures indicate a positive take-up of these services. For example, between 2015/16 and 2016/17 the use of e-books increased by 375%. E-books and e-magazines combined now account for over 23,000 loans per year.

The number of 'active users' saw a decrease over 5 years. An increase in 2016/17 can largely be attributed to a system change that resulted in a more accurate reflection of library use.

The overall drop in computer time used is a reflection of the increase in ownership of internet devices particularly smartphones and tablets, and improved internet access in many homes. The introduction of new Wi-Fi facilities in 2016 means that comparable figures are not

available to show longer term trends, however Wi-Fi use across the first 12 months has increased steadily. Provision of library internet access now becomes even more crucial for those who do not have access at home, particularly given the rise of digital by default services.

The level of total loans will have been affected by the wider availability of discounted paperbacks in supermarkets and from online retailers. Music CDs have also been withdrawn during this period due to lack of demand, and DVD rentals are decreasing. Once again digital developments play a part, and as the service develops its e-book and e-audio services this should have a positive impact on total loans and will attract new users.

Attendance at library events has shown a good increase over the period shown. This is a reflection of the increased number of events particularly those which tie-in with the library Universal Offers e.g. events for the Summer Reading Challenge, health and well-being events with partner organisations, and digital advice sessions. Much work has also been done to co-ordinate the promotion of library events, with social media channels proving particularly successful in this regard.

Volunteer IT support is a key feature of our digital offer, and the number of volunteer hours has increased by 69% since 2012/13. This increase in volunteer engagement is also down to the proactive recruitment of volunteers to support specific service functions e.g. help with library shelving duties, running story sessions for children and adults, and providing local history advice. Some libraries also have Friends Groups who support the service locally by helping to organise a range of activities and events, carrying out some specific library duties and by acting as library advocates and fundraisers in their communities. Use of the 'Do-it' online volunteer recruitment platform has also made it easier to attract new volunteers. 2016/17 figures indicate that a fewer number of volunteers are doing a greater number of hours, suggesting a higher retention rate within the volunteer team.

The number of user enquiries in libraries has increased over the 5 years shown. Within those figures there has been a shift away from the traditional 'reference' enquiries, and an increase in enquiries relating to use of computers and the internet. This has necessitated library staff acquiring and developing new skills in order to provide the support demanded by customers. This also links to national initiatives such as the Digital and Information skills training that was completed by all library staff in 2015.

The overall decline in key measures broadly reflects national trends which are described in Table 10.

Table 10 National library usage (Reference CIPFA)

National Libraries Totals	2011/12	2012/13	2013/14	2014/15	2015/16	% change over 5yrs	% change from 14/15 to 15/16
Visits	318,368,248	310,691,339	293,142,016	285,090,352	268,705,359	-15%	-5%
Active library users	11,919,554	11,411,561	10,321,235	9,883,258	7,543,235	-36%	-23%
Computer time used (hours)	35,847,528	35,818,839	32,839,424	27,148,810	21,665,869	-39%	-20%
Total loans	324,501,502	309,431,874	282,416,232	266,643,672	238,027,478	-26%	-10%
Requests	15,796,333	15,729,092	14,782,283	14,327,815	10,808,964	-31%	-24%

6.0 Library cost information

Table 11 shows a breakdown of the total 2017/18 Council annual revenue budget, **£2,280,070**, in support of the delivery of library services. The figure exclude the cost of internal council support services and ‘below the line’ costs. Note that the breakdown follows the proposed hierarchy of library services provision set out within the draft Library Services Strategy.

Table 11

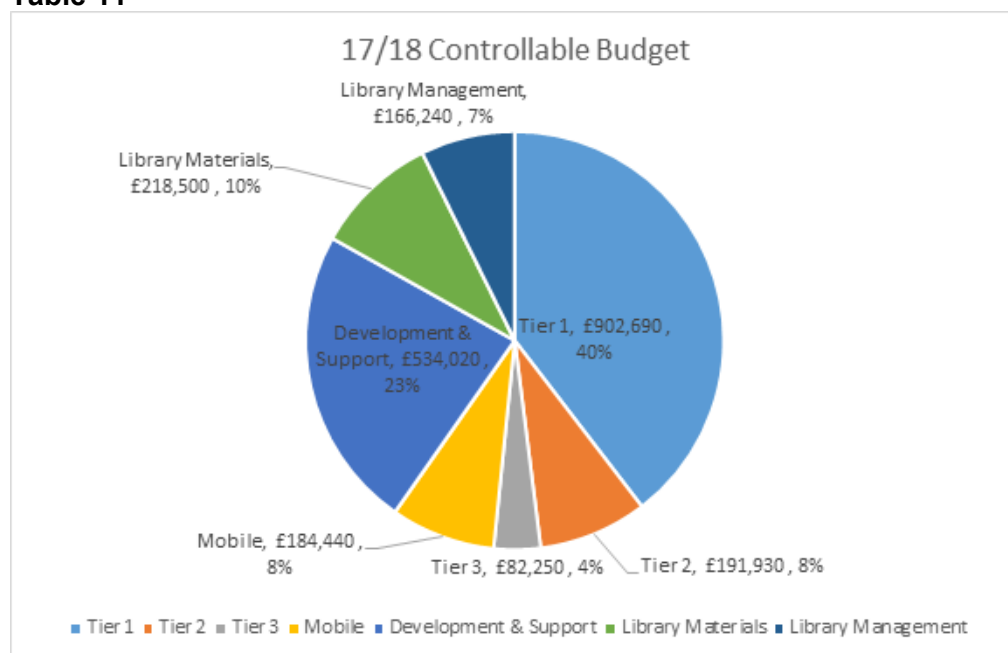
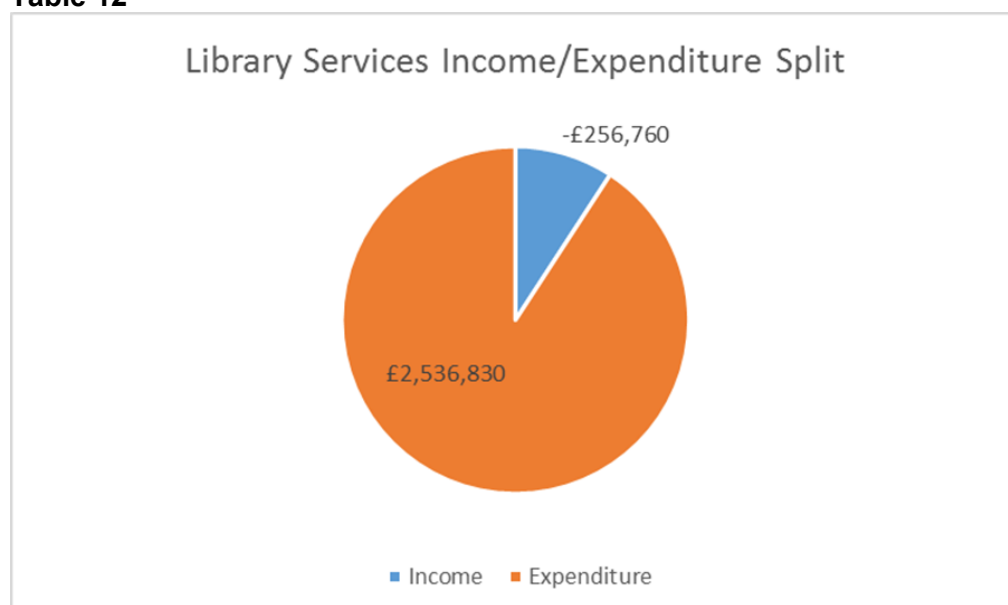


Table 12 shows the library services income / expenditure split.

Table 12



In Table 13 we show the costs per loan in ascending order for individual static libraries.

Table 13 Cost per loan in 2016/17 (based on controllable budget outturn)

Libraries	Cost per loan
Gobowen	£0.33
Shifnal	£0.34
Pontesbury	£0.53
Ellesmere	£0.75
Lantern	£0.84
Albrighton	£0.87
Bayston Hill	£1.03
Ludlow	£1.09
Church Stretton	£1.33
Bishop's Castle	£1.33
Craven Arms	£1.41
Wem	£1.50
Wenlock	£1.55
Broseley	£1.63
Cleobury Mortimer	£1.70
Shrewsbury	£1.74
Market Drayton	£1.82
Bridgnorth	£2.30
Whitchurch	£2.35
Oswestry	£2.94
Highley	£5.57

Average costs per loan range from £0.33 for Gobowen to £5.57 for Highley. It should be noted that libraries in the market towns – Shrewsbury, Oswestry, Market Drayton, Whitchurch, Bridgnorth and Ludlow - provide support and cover, and co-ordinate services for the smaller branches and so will be more expensive. In looking at the figures the level of usage directly impacts on the cost of providing a library service.

The mobile library service costed approximately £162,550 to run in 2016/17. The average direct cost of £2.20 per loan compares to a direct cost per loan for static libraries of £1.40.

7.0 Library catchment information

Analysis of active library users by Lower Super Output Areas

Of the 44,751 active library users matched to English Lower Super Output Areas, 41,498 active library users of Shropshire libraries lived in the 193 Shropshire LSOAs and a further 1,962 active library users lived in LSOAs in England that were outside the Shropshire Unitary Authority boundaries.

A further 1,291 active library users were recorded as living in Welsh LSOAs, which have their own deprivation index (Welsh Index of Multiple Deprivation 2014, StatsWales, Welsh Government). A very small number of active library users were recorded as living in Scotland and therefore are also not included in the IMD 2015.

Table 14 shows that the two LSOAs with the largest number of active library users either contain or are close to Church Stretton Library or Market Drayton Library. Nine of the LSOAs

with the largest number of active library users fall within Deciles 5-10, which are the 50% least deprived LSOAs nationally.

Table 14: Top 10 LSOAs in Shropshire, Ranked by Count of Active Library Users

LSOA Code	LSOA Name	National Decile	Count of Active library Users	Most Active Library Users	Library in LSOA	Nearest Library (if none in LSOA)
E01028885	Shropshire 032B	6	1114	1	N/A	Market Drayton
E01028997	Shropshire 032B	8	633	2	N/A	Church Stretton
E01028998	Shropshire 032B	7	626	3	Church Stretton	N/A
E01028946	Shropshire 032B	5	519	4	Shrewsbury	N/A
E01028945	Shropshire 032B	4	454	5	N/A	Shrewsbury
E01028931	Shropshire 032B	5	403	6	N/A	Shrewsbury
E01029012	Shropshire 032B	7	378	7	N/A	Ludlow
E01028875	Shropshire 032B	8	375	8	N/A	Market Drayton
E01028987	Shropshire 032B Shropshire 032B	7	357	9	N/A	Shrewsbury
E01028936	Shropshire 032B	9	355	10	N/A	Shrewsbury or Bayston Hill

IMD 2015 Source: English Indices of Deprivation, Department for Communities and Local Government, © Crown Copyright 2016.

The top ten English LSOAs outside of Shropshire, ranked by number of active library users are, unsurprisingly closest to the North Shropshire Libraries in Whitchurch and Market Drayton and otherwise to Ludlow Library in South Shropshire.

Analysis of active library users by drive time⁴ catchments

Table 15 shows the number of active library users of each library living within 10 minute, 15 minute, 20 minute and 25 minute drive time catchments of the library that they originally registered at⁵.

Table 15

⁴ Drive times are calculated using Network Analyst software which provides approximate software simulated routes using the ITN road network. The software looks for the quickest and shortest routes to given locations starting with the highest road classification and then goes down to e.g. A roads, B roads, C roads. It assumes the recommended speed of the road. It is a reliable estimate of drive times, but does not take account of traffic, one way streets, tractors and other variable factors which may occur at a given time.

⁵ Figures refer to a robust sample of 44,751 records which have been matched to Shropshire postcodes and mapped, 674 (1%) records had incomplete postcodes and have not been included. The data is an extract of registered Shropshire library users who have been active borrowers between 1st April 2016 – 1st April 2017.

Shropshire Library Services Strategy Needs Assessment, 2018 to 2023

Library	Total Active library users	No of active library users within 10 minute drive time	%	No of active library users within 15 minute drive time	%	No of active library users within 20 minute drive time	%	No of active library users within 25 minute drive time	%
Oswestry	6204	3824	62%	4909	79%	5384	87%	5661	91%
Bridgnorth	3366	2351	70%	2618	78%	2913	87%	3049	91%
Ludlow	3815	2175	57%	2641	69%	3034	80%	3306	87%
Shrewsbury	11159	8383	75%	8961	80%	9589	86%	10090	90%
The Lantern	975	846	87%	877	90%	917	94%	933	96%
Market Drayton	3074	2101	68%	2550	83%	2814	92%	2909	95%
Whitchurch	2566	1698	66%	2054	80%	2276	89%	2397	93%
Total / Average	31,159	21,378	69%	24,610	79%	26,927	86%	28,345	91%
Bayston Hill	863	717	83%	779	90%	817	95%	848	98%
Bishop's Castle	907	473	52%	642	71%	750	83%	810	89%
Broseley	652	573	88%	583	89%	609	93%	616	94%
Church Stretton	1656	1247	75%	1391	84%	1452	88%	1509	91%
Cleobury Mortimer	611	456	75%	518	85%	556	91%	574	94%
Craven Arms	469	270	58%	341	73%	389	83%	418	89%
Ellesmere	982	812	83%	888	90%	919	94%	935	95%
Gobowen	347	313	90%	293	84%	320	92%	323	93%
Highley	465	386	83%	393	85%	422	91%	423	91%
Much Wenlock	469	341	73%	401	86%	437	93%	446	95%
Pontesbury	579	418	72%	491	85%	546	94%	555	96%
Shifnal	840	731	87%	775	92%	797	95%	814	97%
Wem Library	1351	926	69%	1121	83%	1218	90%	1290	95%
Albrighton	1291	1104	86%	1190	92%	1214	94%	1241	96%
Total / average	42,641	30,145	71%	34,416	81%	37,373	88%	39,147	92%

Table 16 shows the proportion of the total population of Shropshire that live within the different drive time catchments for all the libraries described above.

Table 16 (figures are for the 7 tier 1 Library Hubs)

Library drive time catchments	Population covered by the catchment	% of the population covered by the catchment
10 minute	168,216	54%
15 minute	207,111	66%
20 minute	253,381	81%
25 minute	286,423	91%

Source: Based on using Annual Mid-Year Population Estimates, 2016, Office for National Statistics (ONS)

This analysis shows that on average 71% of existing active library users live within a 10-minute drive time catchment of the library they registered at, 81% within 15 minutes, 88% within 20 minutes, and 92% within 25 minutes (the figure varies from library to library). It should be noted that in practice this service is supplemented and enhanced by mobile library provision.

Further analysis shows that 81% of the population live within a 20-minute drive time of an existing main library hub.

Analysis of active library users by drive time catchments to the nearest Library Hub

In table 17 we show the drive time distances for existing active library users from each existing local library to the nearest library hub⁶.

Table 17 Percentage of the total active library users who live within different drive time distances from their nearest Library Hub

Local Library	Library Hub	10 mins	15 mins	20 mins	25 mins
Gobowen	Oswestry	79.3%	91.1%	92.8%	93.1%
The library & the Lantern	Shrewsbury	88.5%	93.0%	95.3%	96.1%
Bayston Hill	Shrewsbury	80.3%	88.9%	94.8%	96.9%
Broseley	Bridgnorth	2.1%	29.3%	89.7%	93.9%
Highley	Bridgnorth	4.5%	15.7%	84.9%	90.5%
Ellesmere	Oswestry	2.3%	20.8%	76.5%	89.4%
Pontesbury	Shrewsbury	6.2%	42.0%	76.3%	86.7%
Shifnal	Bridgnorth	0.7%	1.2%	4.0%	88.6%
Wem	Shrewsbury	4.1%	11.2%	23.2%	83.7%
Wem	Whitchurch	1.4%	4.3%	19.2%	73.8%
Much Wenlock	Bridgnorth	0.6%	28.4%	69.1%	79.3%
Cleobury Mortimer	Ludlow	0.3%	1.3%	5.7%	74.1%
Craven Arms	Ludlow	4.1%	7.5%	57.1%	71.4%
Church Stretton	Shrewsbury	1.6%	2.9%	7.5%	66.2%
Church Stretton	Ludlow	0.5%	0.5%	2.0%	5.2%

⁶ i.e. a library in one of Shrewsbury, Oswestry, Ludlow, Whitchurch, Market Drayton and Bridgnorth (note that the Library at the Lantern is not included in this analysis)

Albrighton	Bridgnorth	0.9%	1.3%	2.7%	7.7%
Bishops Castle	Ludlow	0.6%	0.6%	1.2%	2.6%

Drive time distance from community libraries to the nearest alternative library
Table 18 shows the drive time distances to alternative library provision.

Table 18

Location of Community Libraries	Drive time to nearest alternative library forming part of the minimum library provision⁷
Bishops Castle	32 minutes to Ludlow
Church Stretton	27 minutes to Shrewsbury
Albrighton	21 minutes to Bridgnorth 16 minutes to Southwater Library 19 minutes to Newport Library [11 minutes to Shifnal Library]
Pontesbury	21 minutes to Shrewsbury 27 minutes to Bishops Castle [14 minutes to Bayston Hill]
Ellesmere	20 minutes to Oswestry 23 minutes to Whitchurch
Cleobury Mortimer	20 minutes to Ludlow
Shifnal	19 minutes to Bridgnorth 11 minutes to Albrighton [9 minutes to Southwater Library] [15 minutes to Newport Library]
Wem	18 minutes to Whitchurch
Broseley	17 minutes to Bridgnorth [14 minutes to Madeley Library]
Severn Centre	16 minutes to Bridgnorth & Cleobury Mortimer
Craven Arms	15 minutes to Ludlow & Church Stretton
Much Wenlock	13 minutes to Bridgnorth 24 minutes to Shrewsbury
Library at the Lantern	12 minutes to Shrewsbury
Gobowen	11 minutes to Oswestry
Bayston Hill	11 minutes to Shrewsbury

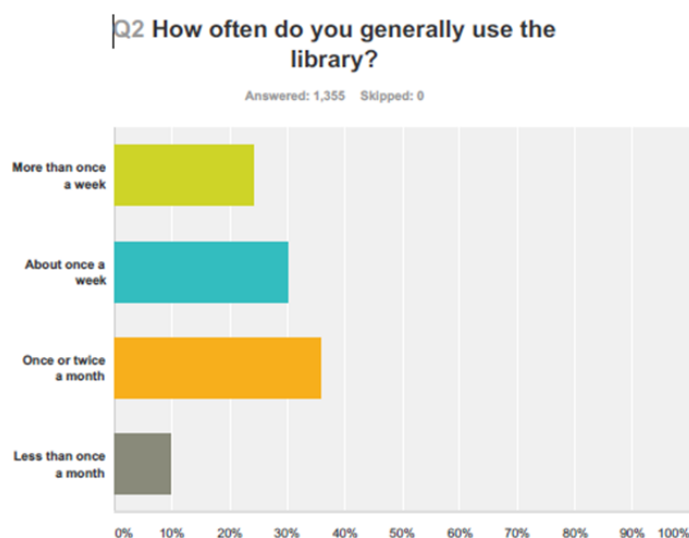
This analysis has been used to inform the potential impact to existing library users of closing individual libraries. Users of libraries at the bottom of the table are close to alternative libraries while those at the top of the table have the furthest to travel to an alternative library.

8.0 Summary of users (and non-user) surveys, stakeholder engagement and public consultation

1,355 individuals responded to a survey on changes to opening hours at 12 libraries in June 2016. This provided some useful information on:

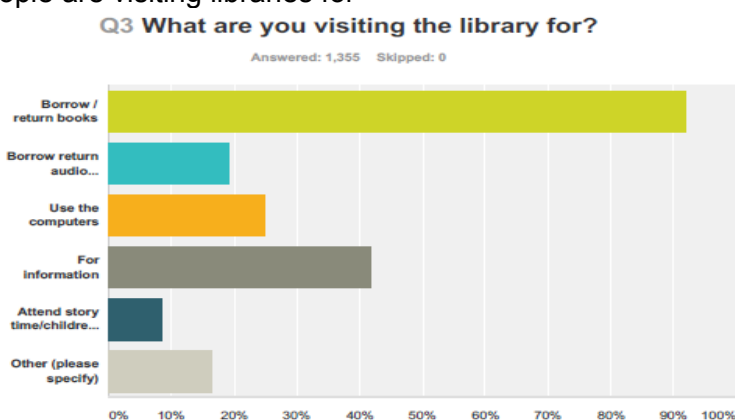
⁷ Based on AA Route Planner, town centre to town centre. Visit:- <http://www.theaa.com/route-planner/index.jsp>

a. How often people visit libraries



Answer Choices	Responses
More than once a week	24.13% 327
About once a week	30.26% 410
Once or twice a month	35.87% 486
Less than once a month	9.74% 132
Total	1,355

b. What people are visiting libraries for



Answer Choices	Responses
Borrow / return books	91.96% 1,246
Borrow return audio books/DVDs	19.11% 259
Use the computers	24.80% 336
For information	41.77% 566
Attend story time/children's activities	8.56% 116
Other (please specify)	16.46% 223
Total Respondents: 1,355	

The survey also showed that:

- 40% of respondents were aged between 26-59 and 40% between 60-75
- 90% of respondents were white British
- 63% of respondents were female
- 85 of respondents had a physical disability, 1% a learning disability and 5% another disability or need.

The DCMS Taking Part, focus on: Libraries reported in April 2016 on the outcomes of a survey in the year to September 2015.

Visit: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/519675/Libraries_short_story_-_FINAL.pdf

Headline findings from this survey include:

33.9% of all adults had used a public library service in the 12 months prior to being interviewed. This is a significant decrease since data collection began in 2005/06 and reflects national and local trends reported elsewhere in this report. The largest decrease has been amongst 16 to 24 year olds. Significantly more women than men used the library, and significantly higher non-working adults used the library than working adults. And significantly more adults from upper socio-economic groups used the library than adults from lower socio-economic groups.

The vast majority (94.8%) of adults who used the library in their own time or as part of voluntary work physically visited a public library building or mobile library to make use of library services (including loaning or borrowing books, printing/using electronic resources, using computer facilities or taking part in an event such as a reading group or author visit).

17.9% of adults used a computer outside the library to view a library website, catalogue or database, or to loan e-books.

Only 9.7% of adults accessed or received a library service by email, telephone, fax or letter and 0.9% received an outreach service (such as home delivery) or attended library events.

94.2% of adults who had used a library were very satisfied or fairly satisfied with their library experience. This is a significant increase from 2010/11. The most common reasons for dissatisfaction was choice and physical condition of resources (books, music, DVDs, etc.) followed by unfriendly or unhelpful staff assistance.

Adults who live with children are significantly more likely to have used public library services at least once a year than adults who do not live with children. Amongst adults whose use of libraries has increased over a period of three interviews, encouraging a child to read was the main reason given for this increase (cited by 20% of those using library services more often).

In addition, adults who went to the library themselves when they were growing up were more likely to go to the library as adults: 82.2% of adults who said they had used a library in the last 12 months had used the library when growing up. Among those who said they had not used the library in the last 12 months, this figure was 69.1%.

Among those whose use of libraries decreased over a period of three years, the most common reasons for using services less often were less free time (25%), buying or getting books elsewhere (17%) and now reading E-books instead (12%).

9.0 Mosaic evidence

Mosaic public sector classifies all consumers in the United Kingdom by allocating them to one of 15 groups and 66 types. This paints a picture of each UK citizen in terms of their socio-economic and socio-cultural behaviour. This in turn be used for targeting certain groups and understanding the best communication channels to use.

The Library Service Active Borrower data (March 2015 – February 2016) was run through the Mosaic Profiler tool using postcode data.

The results show the largest groups of people using the library service were Country Living (29.17%) and Rural Reality (14.43%). The lowest groups were Modest Traditions, Municipal Challenge, Urban Cohesion (these results also reflect Shropshire’s overall population).

A. Country Living	Key Features	Channel Preference
	Rural locations	Face to Face
	Well-off homeowners	Post
	Attractive detached homes	Landline
	Higher self-employment	Email
	High car ownership	Mobile
	High use of Internet	Online
G. Rural Reality	Rural locations	Face to Face
	Village and outlying houses	Post
	Agricultural employment	Landline
	Most are homeowners	Email
	Affordable value homes	Mobile
	Slow Internet speeds	Online

Country Living are more likely to respond to face to face, post and online. Rural Reality are more likely to respond to face to face, landline and online.

When compared with all Shropshire residents as a baseline, there was over representation in certain groups. These groups were City Prosperity, Prestigious Positions, Domestic Success and Country Living, Aspiring Home Makers, Transient Renters and Urban Cohesion. All these groups are more affluent.

There was an under representation in Vintage Value, Senior Security and Modest Traditions, Municipal Challenge, Suburban Stability and Rural Reality.

Mosaic also produces a communications toolkit for Shropshire to best target these groups in terms of marketing.

The full Mosaic report is available from:

<http://www.experian.co.uk/assets/marketing-services/brochures/mosaic-ps-brochure.pdf>

10.0 Comparisons to nearest neighbours

The Chartered Institute of Public Finance and Accounting (CIPFA) provide annual analysis of public library statistical data, enabling comparisons to be made across multiple library

authorities. Data for Shropshire has been benchmarked against the 12 other library authorities in the West Midlands. The analysis for 2015/16 figures is summarised here:

- Shropshire has the 2nd highest proportion of active users per 1,000 population, suggesting that the library service engages well with the population compared to other authorities.
- Shropshire currently has the highest number of service points (static libraries and mobile libraries) per 100,000 population. 8.3 service points compared to the regional average of 5.4.
- Library visits per 1,000 population are slightly below average in Shropshire. 3,348 visits compared to the regional average of 3,460. However, book loans per 1,000 population are slightly above average in Shropshire. 2,979 per 1,000 population compared to the regional average of 2,914.
- Shropshire has a slightly below average number of library staff per 100,000 population. 21.6 per 1,000 population compared to the regional average of 23.8.
- Compared to other authorities in the region Shropshire has a high level of volunteer involvement in libraries. This reflects the wide-ranging support offered by volunteers including Home Library Service deliveries, local history volunteers, and young volunteers during the Summer Reading Challenge.
- Shropshire has a low number of computer hours used per 1,000 population. 257 hours compared to the regional average of 484 hours.
- Library expenditure per 1,000 population is below average in Shropshire, at £10,698 per 1,000 population compared to the regional average of £13,486. However, within that the cost of transport (mobile libraries and delivery vans) is high compared to other authorities in the region, reflecting the wide geographical spread of libraries across the county.
- The number of books purchased per 1,000 population is low in Shropshire compared to elsewhere. 71.8 books per 1,000 population compared to the regional average of 122.9.
- The overall cost per visit in Shropshire, £3.42, is lower than the regional average, £4.62. This suggests that the library service in Shropshire offers good value for money compared to neighbouring authorities.

Overall Shropshire comes out quite well in this analysis, particularly interesting is that the Council has the highest number of libraries/mobiles per 100,000 of population.

The West Midlands regional comparison is not publicly available on the web. A 'nearest neighbour' comparison is publicly available but doesn't provide such useful comparisons. This can be viewed at: <http://www.cipfa.org/services/statistics/comparative-profiles/public-libraries/cipfastats-library-profiles-english-authorities-2016>

11.0 Designing sustainable library services that meet the future library needs of residents in Shropshire

The analysis included within this needs assessment suggests that the future design of library services should be based on four key considerations:

1. Accessibility
2. Usage of the facilities
3. Population including population density and its demographic make up
4. Deprivation

We have considered this in more detail below.

(1) Accessibility

In designing future static library provision we ideally want to provide residents with:

- Access to “local” libraries within a 20-minute drive time of where they live
- Access to “destination” libraries, places that offer additional services and opportunities within a 25-minute drive time of where they live

The drive times are chosen to enable the greatest amount of access to static libraries to Shropshire residents as possible, within the context of a rural county, the retention of a mobile library service, and investment in home library and digital services.

In applying this approach, we recognise that peoples actual pattern of usage of library services is much more complicated than this simple analysis suggests. For example:

- Not everyone has access to their own transport.
- Public transport options are more limited in rural areas. Shropshire does, however, have a relatively well developed “door to door” community transport scheme which extends to much of the county.
- Some people will combine library usage with other activities e.g. shopping, work, etc.
- Some residents will access libraries in neighbouring authority areas, e.g. 94% of active library users of Shifnal Library live within 20 minutes of Telford Southwater Library.

(2) Library usage, trends and transactional costs

The analysis shows the importance of Church Stretton, Shrewsbury, Market Drayton and Ludlow and Albrighton libraries in meeting the existing (and potential) needs of library users.

The analysis also shows the importance of Ludlow, Whitchurch and Market Drayton libraries in meeting the existing (and potential) needs of library users living outside Shropshire (note that this does not take account of Welsh library users).

Libraries in Cleobury Mortimer, Craven Arms and Much Wenlock are amongst the least used in Shropshire, with libraries at Cleobury Mortimer and Craven Arms also showing an above average decline in the number of active library users.

The mobile library service had 1,706 active users in 2016/17, 3.7% of the total active users of libraries. However, unlike static libraries mobile library usage has generally shown a small increase in recent years. The mobile library service costed approximately £162,550 to run in 2016/17. The average direct cost of £2.20 per loan compares to a direct cost per loan for static libraries of £1.40.

(3) Population

(a) Location of Active Library Users

The majority of active library users⁸ matched to a postcode lived within Shropshire Unitary Authority area (93%). Small numbers of active library users lived in other administrative areas including Powys Unitary Authority (2.0%), Telford and Wrekin Unitary Authority (0.9%), Herefordshire Unitary Authority (0.9%), Wrexham Unitary Authority (0.8%), Newcastle-

⁸ **Active Library User** figures indicate the number of people registered at a particular library who have used any Shropshire library over the previous 12 months (data obtained between 1st April 2016 to 1st April 2017). ‘Use’ is defined as borrowing/returning an item of library stock or using library computers.

Postcodes of active library user data have been mapped using the Ordnance Survey Codepoint file. This matches postcodes to postcode centroids and not exact locations, locations can refer to more than one address (usually a cluster of 15 addresses). The coordinated position will always be within the notional geographical extent of the postcode.

under-Lyme District (0.5%), Cheshire West and Chester Unitary Authority (0.5%) and Cheshire East Unitary Authority (0.5%).

Analysis of active library users by a rural – urban classification of where they live indicated a relatively even split with 53.0% living within rural areas.

Church Stretton Library and Market Drayton Library are within or close to areas with high numbers of active library users. In addition, all of the proposed library hubs and Ellesmere, Bayston Hill, Pontesbury, Bishop's Castle, Highley, Much Wenlock and Albrighton libraries are also within or close to areas with large numbers of active library users.

As previously referenced library services will continue to provide a Universal Offer to all sections of the community, while concentrating resources to both ends of the age spectrum and to disadvantaged communities and people; this is considered further in the following sections.

(b) Population of 0-4 and 5-14 year olds

In general, libraries within the main market towns of Oswestry, Market Drayton, Shrewsbury, Bridgnorth, Whitchurch and Ludlow have the potential to meet the needs of the largest numbers of 0 to 4 year olds and 5 to 14 year olds.

Particularly large numbers of 0 to 4 year olds live near Albrighton library and large numbers of 5 to 14 year olds live near to Bayston Hill library.

(c) Population of over 55s and 65s

In general, libraries within the main market towns of Oswestry, Market Drayton, Shrewsbury, Bridgnorth, Whitchurch and Ludlow have the potential to meet the needs of the largest numbers of 55 plus year olds and 65 plus year olds.

Large numbers of people aged 55 plus also live in close proximity to Church Stretton library, Bishop's Castle library, Highley library, Cleobury Mortimer library, Albrighton library, Bayston Hill library, Much Wenlock library and Pontesbury library.

(4) Deprivation

(a) Overall deprivation

Five of the six main libraries (Oswestry, Market Drayton, Whitchurch, Ludlow and Shrewsbury) are located in areas that contain up to the 50% of the most deprived areas in England. In particular, the libraries in Oswestry and Market Drayton are located in areas within the top 20% most deprived areas in England.

The Library at the Lantern in north Shrewsbury, although 12 minutes from the Shrewsbury library, is also within one of the top 20% most deprived areas in England. Already part of a multi-faceted hub offering a range of services within a PFI building it is proposed to retain this library within future minimum provision.

(b) Rural deprivation

Transport distances and issues with respect to accessing library provision are significant in Shropshire. The Council will continue to provide a Mobile Library Service in rural and isolated communities where the need is greatest. In order to provide a service for those who need it most future provision has been assessed against the following criteria:

- Stops will not normally be within a 20-minute drive time of a static library

- Stops will be considered with the context of available public transport to local static libraries
- Stops will be concentrated on village centres with one stop per village wherever possible
- Stops should not normally be within one mile of each other by road
- Stops will coincide with other village activities where possible
- The length of stop will be determined by the level of use at that location but should not ordinarily exceed one hour in duration
- New stops will only be started for a minimum of 2 people, but stops with 1 frail or housebound member will be considered
- Reasonable exceptions will be made at the discretion of the library service⁹

Additionally, drivers' have used their detailed knowledge of their routes and customers to identify:

- Current stops with housebound readers
- Current users who are able to travel to an alternative nearby stop
- Customers who have mobility problems that will make using an alternative stop difficult
- Stops that are no longer used or with very low usage
- Stops that have too much/little time allocated to them

Where stops are withdrawn and customers are physically unable to access a library or have no one who can visit on their behalf they will be offered the Home Library Service as an alternative.

⁹ Adapted from a report to Cabinet - Delivery of mobile library services in Shropshire, Shropshire Council Cabinet, 19 January 2011

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Appendix 3

Shropshire Equality and Social Inclusion Impact Assessment (ESIIA)

Name of Service Change:

Draft Library Services Strategy for Shropshire, 2018 - 2023

The What and the Why:

The Shropshire Council Equality and Social Inclusion Impact Assessment (ESIIA) approach helps to identify whether or not any new or significant changes to services, including policies, procedures, functions or projects, may have an adverse impact on a particular group of people, and whether the human rights of individuals may be affected.

This assessment encompasses consideration of social inclusion. This is so that we are thinking as carefully and completely as possible about all Shropshire groups and communities, including people in rural areas and people we may describe as vulnerable, for example due to low income or to safeguarding concerns, as well as people in what are described as the nine 'protected characteristics' of groups of people in our population, eg Age. We demonstrate equal treatment to people who are in these groups and to people who are not, through having what is termed 'due regard' to their needs and views when developing and implementing policy and strategy and when commissioning, procuring, arranging or delivering services.

It is a legal requirement for local authorities to assess the equality and human rights impact of changes proposed or made to services. Carrying out ESIIAs helps us as a public authority to ensure that, as far as possible, we are taking actions to meet the general equality duty placed on us by the Equality Act 2010, and to thus demonstrate that the three equality aims are integral to our decision making processes. These are: eliminating discrimination, harassment and victimisation; advancing equality of opportunity; and fostering good relations.

The How:

The guidance and the evidence template are combined into one document for ease of access and usage, including questions that set out to act as useful prompts to service areas at each stage. The assessment comprises two parts: a screening part, and a full report part.

Screening (Part One) enables energies to be focussed on the service changes for which there are potentially important equalities and human rights implications. If screening indicates that the impact is likely to be positive overall, or is likely to have a medium or low negative or positive impact on certain groups of people, a full report is not required. Energies should instead focus on review and monitoring and ongoing evidence collection, enabling incremental improvements and adjustments that will lead to overall positive impacts for all groups in Shropshire.

A **full report (Part Two)** needs to be carried out where screening indicates that there are considered to be or likely to be significant negative impacts for certain groups of people, and/or where there are human rights implications. Where there is some uncertainty as to what decision

to reach based on the evidence available, a full report is recommended, as it enables more evidence to be collected that will help the service area to reach an informed opinion.

Shropshire Council Part 1 ESIIA: initial screening and assessment

<p>Name of service change</p> <p>Draft Library Services Strategy for Shropshire, 2018 - 2023 Version, 17 November 2017</p>
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Aims of the service change and description

A new draft Library Services Strategy (the strategy) for Shropshire sets out Shropshire Council's (the Council) ambition and commitment to continue to unlock the huge potential that library services have to impact positively on individuals' lives while at the same time delivering local priorities. Whilst acknowledging that this is a particularly challenging time for library services, it is also clear that they are highly valued by local communities and stakeholders alike. The next five years are crucial for the long-term sustainability and success of public library services in Shropshire.

The draft strategy sets out a vision for libraries in Shropshire to be at the core of their communities. In support of this vision, the strategy describes four outcomes:

1. Improved opportunities for literacy, reading and culture
2. Improved health and well-being of Shropshire communities
3. Communities that are resilient and inclusive
4. Libraries that are more innovative and sustainable

In developing this draft strategy, the Council recognises two important considerations:

- It will take time to develop and nurture new approaches. Time will be needed to develop collaborative community working, to up-skill the local community workforce and to widen the market of potential library service providers.
- Each community / town is different and whilst there are some common issues, a one-size fits all approach is unlikely to work.

We have developed a hierarchy of library services provision. This hierarchy is intended to inform decisions on future investment and revenue support. It does not set out to close any existing library services, but it does recognise that the Council will need to prioritise where it provides financial support.

Proposed hierarchy of library services provision

Library Services Provision	Details
<p>Tier 1 Library Hubs (urban centres & larger market towns)</p>	<p>Shrewsbury (the main library and the Library at the Lantern), Oswestry, Bridgnorth, Ludlow, Whitchurch, Market Drayton</p>
	<ul style="list-style-type: none"> • Broad opening times to reflect the wide catchment areas served • Staffed libraries • Conveniently located within "Community Hubs" - multifunctional spaces, gateways to a range of services, co-location of partners, etc. • Part of the Library Network retaining access to stock, requests service, reading groups, digital services etc. • Presumption for on-going management by Shropshire Council within arrangements that provide value for

	<p>money within the provision of a “comprehensive” library service</p> <ul style="list-style-type: none"> • Revenue support for the provision of library services; opportunity for partner organisations to “add value” to provision via partner funding • [“Back office support” provided by Shropshire Council Libraries Team at no charge, if appropriate] • Proactive approach to on-going investment in support of improved facilities • Proactive approach to the development of innovative approaches to the use of library spaces and to raising income 	
<p>Tier 2 Community Libraries (smaller market towns)</p>	<p>Cleobury Mortimer, Church Stretton, Bishop’s Castle, Ellesmere, Wem, Pontesbury and Albrighton</p> <ul style="list-style-type: none"> • Flexible opening times to reflect local need • Staffed libraries supported by volunteers • Conveniently located within “Community Hubs” - multifunctional spaces, gateways to a range of services, co-location of partners, etc. • Part of the Library Network retaining access to stock, requests service, reading groups, digital services etc. • Hosted and managed by local community organisations within contract arrangements with Shropshire Council that provide value for money within the provision of a “comprehensive” library service • Maximum of five year time limited tapered revenue support linked to a plan to achieve sustainable and cost neutral provision (to the Council) by the end of 2022/23; within this context different solutions may be required for different libraries • “Back office support” provided by Shropshire Council Libraries Team at no charge • Proactive approach to investment in support of improved facilities • Proactive approach to the development of innovative approaches to the use of library spaces and to raising income 	
<p>Tier 3 Community Libraries (smaller market towns)</p>	<p>Broseley, Shifnal, Wem, Highley, Craven Arms, Much Wenlock, Gobowen, Bayston Hill</p> <ul style="list-style-type: none"> • Flexible opening hours • Staffed libraries supported by volunteers, where part of the Library Network • Managed by local community organisations within contract arrangements with Shropshire Council • Maximum of three year time limited tapered revenue support linked to a plan to achieve sustainable cost neutral provision (to the Council) by the end of 2020/21; within this context different solutions may be required for different libraries 	

	<ul style="list-style-type: none"> • On-going “back office support” provided by Shropshire Council Libraries Team at no charge, where sustainable revenue funding requirements are met • Potential “one-off” investment in support of improved and sustainable facilities
Stoke Heath Prison Library	Operated under fully funded contract from Her Majesty’s Prisons – supported by Shropshire Libraries
Mobile Libraries: 281 stops	<ul style="list-style-type: none"> • Limited to rural areas • Presumption for ongoing management by Shropshire Council Libraries, within arrangements that provide value for money within the provision of a “comprehensive” library service • Fortnightly rota • Part of the Library Network • Offering a broad range of information and advisory support to potentially vulnerable and isolated individuals
Digital Library Services	<ul style="list-style-type: none"> • 24-hour access • e-lending • e-resources • Community Directory

Based on our assessment of need the Council consider that it can meet its statutory requirements to provide a “comprehensive and efficient library service for all persons” by providing:

- Static library provision within six Tier 1 locations (seven libraries) – Library Hubs – and seven Tier 2 locations (seven libraries) – Community Libraries.
- 281 Mobile Library stops, principally responding to challenges of an ageing population and access to services in a rural context.
- Digital library services including 24-hour access to a range of lending and information resources

100% of the population live within 20 minutes’ drive time of one of the 7 Tier 1 Library Hubs, 7 Tier 2 Community Libraries and 281 Mobile Library stops.

In adopting this approach, we recognise that the provision of library service is not simply a question of proximity but also of availability and quality.

In setting this out we recognise that the way that people access library services is much more complicated than this simple analysis suggests, for example, not everyone has access to a car, and public and community transport options are more limited in rural areas. Residents, particularly within rural areas, will continue to have access to library services via a fleet of mobile libraries and to libraries in neighbouring authority areas. Approximately 37% of the Shropshire population live within 20 minutes of a library within a neighbouring authority area. Alongside static and mobile services, the Council will continue to invest in its 24-hour digital library services.

In setting out a hierarchy of library services provision it is important to emphasise that there are no proposals to close Tier 3 Community Libraries – i.e. Broseley, Shifnal, Highley, Craven Arms, Much Wenlock, Gobowen, and Bayston Hill. The Council will continue to work with a broad range of local partners to try to find sustainable solutions to the long-term management of all of its libraries. Within

these arrangements, the Council will continue to provide a full range of “back office” support to local organisations. Back office support includes:

- Administrative support including training, library IT systems and public computers, stock, and stock management
- Marketing and publicity
- National and local library initiatives
- Reading Groups
- Development of library services

The development of the strategy has been informed by an eleven-week public consultation and by stakeholder engagement.

Once the strategy is confirmed, the Council is planning to work with a broad range of interested parties to develop a co-ordinated and jointly owned implementation plan to cover the period 2018/19 to 2022/23. Comments made during the public consultation will help inform the development of a detailed five-year implementation plan.

Any proposals for significant investment and / or decommissioning will be brought back to Cabinet with further Equality and Social Inclusion Impact Assessments in relation to particular sites or service locations. These assessments will consider the potential impact for people in Protected Characteristic groupings and people at risk of social exclusion. Points to consider will include considerations about physical layout, opening hours, availability of different mediums, activities to support communities and promote social inclusion, etc.

Intended audiences and target groups for the service change

The intended audience for the Library Services Strategy is everyone who lives in, works in or visits Shropshire and therefore all groupings within the community, as well as those who serve them. By this we mean the Council, town and parish councils, the wider business sector, the voluntary and community sector, the health and social care sector, and organisations and bodies involved in providing services from libraries.

The draft strategy proposes that library services will continue to provide a “universal offer” in physical library spaces and across the full range of digital and virtual platforms. Libraries will serve all sections of the community, while concentrating resources to where they are most needed and can do the most good including:

- Both ends of the age spectrum – children and older people. Libraries will continue to play a key role in “signposting” older people to a range of community based “preventative” services, and in promoting literacy and providing activities that support children, young people and families
- Disadvantaged communities and people. Libraries will, for example, continue to support people who lack computer and internet skills and who need help to find work.

A core set of principles will underpin the future delivery of public library services:

- The provision of information and reading will remain fundamental to public library provision, and will take account of the shifts in society and the opportunities provided by technological developments.
- The importance of libraries as community spaces, as hubs for people, for creativity, for the delivery of other services and for the provision of a wide range of opportunities and support to local communities and people.
- The opportunity to work with individuals and organisations as partners in the delivery of library services that best reflect the needs of local communities

Physical visits to libraries are made for a variety of reasons including:

- Borrowing or return of books, audio books, large print books and DVDs.

- Free use of library computers and printing/scanning facilities.
- Participation in events and activities either during normal opening times or outside of opening times.
- Use of reference stock, magazines and newspapers.
- Free use of library wi-fi and library study/work spaces.
- Information and advice on other services, local groups, etc.
- Use of local history resources supported by local history volunteers in some locations.
- Use of library photocopying facilities.

A range of detailed information on audiences and trends is provided within a detailed **Needs Assessment**.

Over 1,300 responded to a 2016 public consultation on proposed changes to opening hours. Respondents to the consultation showed the following characteristics:

Age bracket:

Under 16	16 -25	25 -59	60 -75	Over 75	Prefer not to say
1.16%	2.78%	39.92%	40.08%	13.9%	2.16%

Nationality and ethnic origin:

White British	Black or Black British	Asian or Asian British	Chinese	Mixed background	Other ethnic group	Prefer not to say
89.96%	0.15%	0.62%	0.31%	0.85%	1.78%	6.33%

Sex:

Male	Female	Transgender	Prefer not to say
32.9%	62.78%	0.08%	4.25%

Disabilities:

Physical disability	Learning disability	Another disability or need	No disabilities	Prefer not to say
8.34%	1.08%	5.02%	48.49%	37.07%

Users confirmed the following reason for visiting libraries:

Borrow / return books	Borrow return audio books/DVDs	Use the computers	For information	Attend story time/children's activities
91.96%	19.11%	24.8%	41.77%	8.56%
Other: Quite space/study, Wi-Fi, Reading Group or other activity e.g. Knit and Natter/attending classes/author talk, photocopying, customer services, volunteering, research, reading newspapers.				

The table below shows that there has been a decline in usage of library services and this also reflects national trends. Within Shropshire, online developments mean it has now become easier to access a range of library services remotely, such as renewing and requesting items, e-magazines and e-books, and a wide selection of online reference resources. This will have had a detrimental impact on physical visits.

The overall drop in computer time used is a reflection of the increase in ownership of internet devices, particularly smartphones and tablets.

However, the figures also suggest that the way that people use libraries has changed with an increase in volunteering, enquires and attendance at events.

Shropshire Libraries Totals	2012/13	2013/14	2014/15	2015/16	2016/17	% change over 5yrs	% change from 15/16 to 16/17
Visits	1,340,186	1,278,112	1,067,825	1,032,582	1,000,012	-25%	-3%
Active Users	47,634	44,286	41,564	41,639	46,249	-3%	11%
Computer Time Used (mins)	5,824,934	6,026,964	5,504,397	4,773,696	4,453,632	-24%	-7%
Total Loans	1,274,871	1,197,643	1,080,888	963,019	892,001	-30%	-7%
Requests	87,281	80,217	80,930	74,068	65,963	-24%	-11%
Event attendance	29,192	34,000	32,691	33,144	38,226	31%	15%
No. of volunteers	192	272	332	412	323	68%	-21%
No. of volunteer hours	7,775	10,202	10,003	11,482	13,119	69%	14%
Enquiries	274,316	255,371	281,210	289,717	332,146	21%	15%
E-book loans	n/a	n/a	n/a	3,841	14,426	n/a	375%
E-magazine loans	n/a	n/a	n/a	7,181	9,267	n/a	29%
Home Library Service users	171	160	199	155	102	-40%	4%
Wi-Fi use	New Wi-Fi installed across libraries in March 2016. Use since then has increased by 17.6% with an average of 1,988 users per month.						

Evidence used for screening of the service change

The Council has completed an assessment of local needs in relation to the future development of library services, and in the context of the Council's statutory duty to provide a comprehensive and efficient library service for all its residents. It considers the Council's specific requirement to provide library services to children and adults under section 7(2)(a) of the Public Libraries and Museums Act 1964, as well as the specific needs of individual groups: older and younger people, Black and Minority Ethnic (BME) communities, people with disabilities, and workless adults.

In developing this **Needs Assessment** Shropshire Council has taken account of guidance issued by the Department for Culture Media and Sport (December 2015). The Council has also carefully considered its duties in respect of Section 7 of the Public Libraries and Museums Act 1964 and the Equality Act 2010.

This analysis suggests that the future design of library services should be based on four key considerations:

1. Accessibility
2. Usage of the facilities
3. Population including population density and its demographic make up
4. Deprivation

(1) Accessibility

In designing future static library provision we ideally want to provide residents with:

- Access to “local” libraries within a 20-minute drive time of where they live
- Access to “destination” libraries, places that offer additional services and opportunities within a 25-minute drive time of where they live

The drive times are chosen to enable the greatest amount of access to static libraries to Shropshire residents as possible, within the context of a rural county, the retention of a mobile library service, and investment in home library and digital services.

In applying this approach, we recognise that peoples actual pattern of usage of library services is much more complicated than this simple analysis suggests. For example:

- Not everyone has access to their own transport.
- Public transport options are more limited in rural areas. Shropshire does, however, have a relatively well developed “door to door” community transport scheme which extends to much of the county.
- Some people will combine library usage with other activities e.g. shopping, work, etc.
- Some residents will access libraries in neighbouring authority areas, e.g. 94% of active library users of Shifnal Library live within 20 minutes of Telford Southwater Library.

(2) Library usage, trends and transactional costs

The analysis shows the importance of Church Stretton, Shrewsbury, Market Drayton and Ludlow and Albrighton libraries in meeting the existing (and potential) needs of library users.

The analysis also shows the importance of Ludlow, Whitchurch and Market Drayton libraries in meeting the existing (and potential) needs of library users living outside Shropshire (note that this does not take account of Welsh library users).

Libraries in Cleobury Mortimer, Craven Arms and Much Wenlock are amongst the least used in Shropshire, with libraries at Cleobury Mortimer and Craven Arms also showing an above average decline in the number of active library users.

The mobile library service had 1,706 active users in 2016/17, 3.7% of the total active users of libraries. However, unlike static libraries mobile library usage has generally shown a small increase in recent years. The mobile library service costed approximately £162,550 to run in 2016/17. The average direct cost of £2.20 per loan compares to a direct cost per loan for static libraries of £1.40. Anecdotally, we know that some users of the mobile library service also use a static branch.

(3) Population

(a) Location of Active Library Users

The majority of active library users¹ matched to a postcode lived within Shropshire Unitary Authority area (93%). Small numbers of active library users lived in other administrative areas including Powys Unitary Authority (2.0%), Telford and Wrekin Unitary Authority (0.9%), Herefordshire Unitary Authority (0.9%), Wrexham Unitary Authority (0.8%), Newcastle-under-Lyme District (0.5%), Cheshire West and Chester Unitary Authority (0.5%) and Cheshire East Unitary Authority (0.5%).

Analysis of active library users by a rural – urban classification of where they live indicated a relatively even split with 53.0% living within rural areas.

Church Stretton Library and Market Drayton Library are within or close to areas with high numbers of active library users. In addition, all of the proposed library hubs and Ellesmere, The Lantern, Bayston

¹ **Active Library User** figures indicate the number of people registered at a particular library who have used any Shropshire library over the previous 12 months (data obtained between 1st April 2016 to 1st April 2017). ‘Use’ is defined as borrowing/returning an item of library stock or using library computers.

Postcodes of active library user data have been mapped using the Ordnance Survey Codepoint file. This matches postcodes to postcode centroids and not exact locations, locations can refer to more than one address (usually a cluster of 15 addresses). The coordinated position will always be within the notional geographical extent of the postcode.

Hill, Pontesbury, Bishop's Castle, Highley, Much Wenlock and Albrighton libraries are also within or close to areas with large numbers of active library users.

As previously referenced library services will continue to provide a Universal Offer to all sections of the community, while concentrating resources to both ends of the age spectrum and to disadvantaged communities and people; this is considered further in the following sections.

(b) Population of 0-4 and 5-14 year olds

In general, libraries within the main market towns of Oswestry, Market Drayton, Shrewsbury, Bridgnorth, Whitchurch and Ludlow have the potential to meet the needs of the largest numbers of 0 to 4 year olds and 5 to 14 year olds.

Particularly large numbers of 0 to 4 year olds live near Albrighton library and large numbers of 5 to 14 year olds live near to Bayston Hill library.

(c) Population of over 55s and 65s

In general, libraries within the main market towns of Oswestry, Market Drayton, Shrewsbury, Bridgnorth, Whitchurch and Ludlow have the potential to meet the needs of the largest numbers of 55 plus year olds and 65 plus year olds.

Large numbers of people aged 55 plus also live in close proximity to Church Stretton library, Bishop's Castle library, Highley library, Cleobury Mortimer library, Albrighton library, Bayston Hill library, Much Wenlock library and Pontesbury library.

(4) Deprivation

(a) Overall deprivation

Five of the six main libraries (Oswestry, Market Drayton, Whitchurch, Ludlow and Shrewsbury) are located in areas that contain up to the 50% of the most deprived areas in England. In particular, the libraries in Oswestry and Market Drayton are located in areas within the top 20% most deprived areas in England.

The Library at the Lantern in north Shrewsbury, although 12 minutes from the Shrewsbury library, is also within one of the top 20% most deprived areas in England. Already part of a multi-faceted hub offering a range of services within a PFI building it is proposed to retain this library within future minimum provision.

(b) Rural deprivation

Transport distances and issues with respect to accessing library provision are significant in Shropshire. The Council will continue to provide a Mobile Library Service in rural and isolated communities where the need is greatest. In order to provide a service for those who need it most future provision has been assessed against the following criteria:

- Stops will not normally be within a 20-minute drive time of a static library
- Stops will be considered with the context of available public transport to local static libraries
- Stops will be concentrated on village centres with one stop per village wherever possible
- Stops should not normally be within one mile of each other by road
- Stops will coincide with other village activities where possible
- The length of stop will be determined by the level of use at that location but should not ordinarily exceed one hour in duration
- New stops will only be started for a minimum of 2 people, but stops with 1 frail or housebound member will be considered
- Reasonable exceptions will be made at the discretion of the library service²

Additionally, drivers' have used their detailed knowledge of their routes and customers to identify:

² Adapted from a report to Cabinet - Delivery of mobile library services in Shropshire, Shropshire Council Cabinet, 19 January 2011

- Current stops with housebound readers
- Current users who are able to travel to an alternative nearby stop
- Customers who have mobility problems that will make using an alternative stop difficult
- Stops that are no longer used or with very low usage
- Stops that have too much/little time allocated to them

Where stops are withdrawn and customers are physically unable to access a library or have no one who can visit on their behalf they will be offered the Home Library Service as an alternative.

A list of stops that do not meet our criteria and are therefore proposed to be deleted was included in the consultation.

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

A detailed Needs Assessment has been brought together and this includes a range of contextual information, local and national, which has been used to inform the development of the draft strategy.

In developing a new draft Library Services Strategy for Shropshire useful input has been provided from the Chartered Institute of Library & Information Professionals, the Society of Chief Librarians and the Libraries Task Force. We have used this input, alongside consideration of other library strategies and best practise elsewhere, to develop Shropshire’s strategy

An on-line public consultation was carried out between 26th July and 13th October 2017. Paper copies of the consultation were also made available at every static and mobile library. Support where necessary was available from local staff to help with the completion of the survey. The survey was promoted via two press releases at the outset and part of the way in, via social media, directly to library users, through the Shropshire Association of Local Councils bulletin and through direct mailing to a wide variety of potentially interested parties.

Over 700 responses were received to the consultation. Included within this were specific responses from the Library Network Forum (comprising representatives from community organisations managing libraries), town and parish councils, library friends groups Shropshire Council Members, and a number of other stakeholders.

37% of respondents agreed with the vision, mission, objectives and principles set out within the draft Strategy, and 52% agreed to some extent. 35% of respondents agreed with the hierarchy of provision set out within the draft Strategy, and 51% agreed to some extent.

We have summarised below the principal changes made to the Library Services Strategy resulting from the public consultation.

You said	Proposed changes to the Library Strategy
The vision, mission, objectives and principles were too vague, difficult to understand and not necessarily relevant to the delivery of library services. Library services should provide more help for young and old people and the most disadvantaged members of society.	We have simplified and clarified wording and changed the four strategy objectives into long-term outcomes. To help with understanding of each outcome we have included examples of actions that will be undertaken. We agreed that as well “as providing a universal offer”, library service should be focused at both ends of the age spectrum and at disadvantaged communities and people.
What basis have you used to confirm the hierarchy of library	We have continued to use the following key considerations to inform the design of a hierarchy of library services provision:

<p>service provision? The proposed hierarchy does not take adequate account of rurality and is based on unrealistic drive times</p>	<p>5. Accessibility 6. Usage of the facilities 7. Population including population density and its demographic make up 8. Deprivation</p> <p>We recognise that, in some respects, the application of drive times in particular is an unsophisticated approach, which does not fully reflect local circumstances and practical realities. This is why we have considered drive times alongside other considerations, and retained a mobile library service to provide services to rural communities.</p> <p>In setting out a hierarchy, it is not the Council's deliberate intention to close any existing library, but our approach does recognise that there is also a financial reality.</p>
<p>It is unrealistic to expect tier 3 libraries to achieve cost neutral provision by the end of 2018/19</p>	<p>We recognise that balancing costs with our partners may require more time and support and have extended the period of tapered funding support to three years for tier 3 libraries. The strategy also confirms the "back office support" to be provided by the Council. This will be provided free of charge to libraries that continue to be part of the Shropshire library network.</p>
<p>Libraries should continue to be managed by paid expert staff</p>	<p>We value the expertise and professionalism of our paid staff who we recognise as our greatest asset.</p> <p>The Strategy references that all libraries, regardless of which tier they are in, will be operated by paid staff and supported by volunteers, where libraries are part of the wider library network.</p>
<p>A number of comments were made in relation to specific libraries, particularly with respect to which tier they should be placed in.</p>	<p>In seeking to finalise the Strategy, we have considered all responses and further analysis, and would make a number of specific responses:</p> <ul style="list-style-type: none"> • Library at the Lantern, Shrewsbury – We propose to assign this library to tier 1 (as a satellite to the main library in Shrewsbury), rather than tier 2. The Library at the Lantern already forms part of an existing diverse range of services and community meeting spaces, and serves areas of significant deprivation within north Shrewsbury • Wem library – Although the library at Wem is 18 minutes' drive from alternative provision at Whitchurch, we recognise that it is a popular library serving a significant market town and sparse rural hinterland. We propose to assign this library to tier 2 rather than tier 3. • Church Stretton library – Specific comments relating to the location of the library will be considered within the context of the current exercise to procure a new provider for library services in Church Stretton. <p>We are otherwise not proposing any changes to the proposed hierarchy of provision, beyond the acknowledgment that further time and support will be provided to tier 3 libraries to achieve "cost neutral" sustainable provision.</p>
<p>A number of comments were</p>	<p>Following a review of comments and in the context of issues</p>

<p>made in relation to retaining specific mobile library stops and reviewing stops</p>	<p>round rural isolation, disability, absence of alternatives we have retained 2 stops previously proposed for deletion. These are at Clive and Brockton. 2 new stops responding to local need have also been added to give a total of 281 stops.</p> <p>Other comments were made, for example with respect to future housing growth and alternative more appropriate stops; we will continue to keep mobile library services under review as local circumstances change, and will consult locally as appropriate.</p>
<p>A large number of specific ideas were raised during the course of the consultation including:</p> <ul style="list-style-type: none"> • Income generating and cost saving • Resource and space sharing • Promotion and marketing • Events and activities • Digital services • Mobile services 	<p>We welcome the many ideas that respondees the consultation have made and look forward to progressing these within the context of the development of a detailed five-year action plan. Our intention remains to work closely with partners in the development of this action plan.</p>

Potential impact on Protected Characteristic groups and on social inclusion

Guidance notes on how to carry out the initial assessment

Using the results of evidence gathering and specific consultation and engagement, please consider how the service change as proposed may affect people within the nine Protected Characteristic groups and people at risk of social exclusion.

1. Have the intended audiences and target groups been consulted about:
 - their current needs and aspirations and what is important to them;
 - the potential impact of this service change on them, whether positive or negative, intended or unintended;
 - the potential barriers they may face.
2. If the intended audience and target groups have not been consulted directly, have representatives been consulted, or people with specialist knowledge, or research explored?
3. Have other stakeholder groups and secondary groups, for example carers of service users, been explored in terms of potential unintended impacts?
4. Are there systems set up to:
 - monitor the impact, positive or negative, intended or unintended, for all the different groups;
 - enable open feedback and suggestions from a variety of audiences through a variety of methods.

5. Are there any Human Rights implications? For example, is there a breach of one or more of the human rights of an individual or group?
6. Will the service change as proposed have a positive or negative impact on fostering good relations?
7. Will the service change as proposed have a positive or negative impact on social inclusion?

Guidance on what a negative impact might look like

High Negative	Significant potential impact, risk of exposure, history of complaints, no mitigating measures in place or no evidence available: urgent need for consultation with customers, general public, workforce
Medium Negative	Some potential impact, some mitigating measures in place but no evidence available how effective they are: would be beneficial to consult with customers, general public, workforce
Low Negative	Almost bordering on non-relevance to the ESIIA process (heavily legislation led, very little discretion can be exercised, limited public facing aspect, national policy affecting degree of local impact possible)

Initial assessment for each group

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

Protected Characteristic groups and other groups in Shropshire	High negative impact <i>Part Two ESIIA required</i>	High positive impact <i>Part One ESIIA required</i>	Medium positive or negative impact <i>Part One ESIIA required</i>	Low positive or negative impact <i>Part One ESIIA required</i>
Age (please include children, young people, people of working age, older people. Some people may belong to more than one group e.g. young person with disability)			The intention is for the implementation of the strategy to make a positive impact in terms of rural access, literacy, community support, digital upskilling, etc.	
Disability (please include: mental health conditions and syndromes including autism; physical disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; HIV)			The intention is for the implementation of the strategy to make a positive impact in terms of rural access, literacy, community support, digital upskilling, etc.	
Gender re-assignment (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				No evidence to suggest either positive or negative impact
Marriage and Civil Partnership (please include				No evidence to suggest either

associated aspects: caring responsibility, potential for bullying and harassment)				positive or negative impact
Pregnancy & Maternity (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				No evidence to suggest either positive or negative impact
Race (please include: ethnicity, nationality, culture, language, gypsy, traveller)			The intention is for the implementation of the strategy to make a positive impact in terms of rural access, literacy, community support, digital upskilling, etc.	
Religion and belief (please include: Buddhism, Christianity, Hinduism, Islam, Judaism, Non conformists; Rastafarianism; Sikhism, Shinto, Taoism, Zoroastrianism, and any others)				No evidence to suggest either positive or negative impact
Sex (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				No evidence to suggest either positive or negative impact
Sexual Orientation (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)				No evidence to suggest either positive or negative impact
Other: Social Inclusion (please include families and friends with caring responsibilities; people with health inequalities; households in poverty; refugees and asylum seekers; rural communities; people you consider to be vulnerable)			The intention is for the implementation of the strategy to make a positive impact in terms of rural access, literacy, community support, digital upskilling, etc.	

Decision, review and monitoring

Decision	Yes	No
Part One ESIIA Only?	√	
Proceed to Part Two Full Report?		√

If Part One, please now use the boxes below and sign off at the foot of the page. If Part Two, please move on to the full report stage.

Actions to mitigate negative impact or enhance positive impact of the service change
It is not the Council's intention for any existing library to close. Rather the Council, through its role as an enabler and facilitator, is seeking to support the development of locally supported community focused facilities. Our approach is based on a belief that it is local communities and people that must make libraries sustainable and successful. It is noteworthy that since the start of the recession only 1 facility, Shawbury Library, has closed to general public use.

Through the implementation of this strategy and the active involvement of a broad range of stakeholders we anticipate making positive impacts for the groupings of Age, Disability, Race and Social Inclusion, with respect to rural and physical access, community support, literacy, digital upskilling, etc. Opportunities will be informed by the recent public consultation and ongoing engagement and feedback from communities and stakeholders.

We do not anticipate making any negative impact on protected groups from this strategy in that it does not propose any loss of service provision. In fact “investment” in new locally based management arrangements and the development of “multifaceted” community hubs provide long-term opportunities to create relevant places and services that respond to local need across a broad range of the community, rather than the limited sub-set that currently use services.

However, the strategy does set out proposals for a potential minimum library services provision to meet the needs of Shropshire residents comprising:

- Static library provision within six main “destination locations” – Library Hubs (seven libraries) – and seven “local locations” (seven libraries) – Community Libraries.
- 281 Mobile Library stops, principally responding to challenges of an ageing population and access to services in a rural context.
- Digital library services including 24-hour access to a range of lending and information resources

Potentially restricting direct Council financial support for library services in a reduced number of locations has the potential to have a negative impact on participation with resultant negative effects on individual wellbeing outcomes. In the event of having to bring forward any proposals for service reductions, individual ESIIAs will be developed.

As the Council continues to move to develop sustainable local management arrangements we will seek, where appropriate and practical, opportunities for one off investment and tapered revenue support. We will continue to invest through our staff and experts, where appropriate, in supporting the development of new sustainable ways of managing local provision. The Council will also continue to provide a full range of “back office” support to local organisations.

The ongoing provision of targeted mobile library service provision and a Home Library Service, alongside a variety of public and “door to door” community transport options, are key ways that rural residents in particular will be able to continue to access library services.

All current mobile stops have been assessed to determine

- if current users are able to travel to an alternative nearby stop
- if users have mobility problems that will make using an alternative stop difficult
- if users currently receive a housebound service via the mobile library
- if the visit currently takes place at the end of the school day

Stops for borrowers who would be unable to travel to an alternative stop because of lack of transport or mobility problems have been retained. The mobile library is fully accessible.

Housebound readers have been identified and will either continue to receive a service via the mobile library or will receive a home library service from a nearby static branch.

Volunteers will be recruited to choose books from the mobile library and deliver to housebound readers in their village.

Where possible, after school stops have also been retained.

Alongside static (and mobile) library provision there will also be ongoing development and improvement in online library services including:

- e-Books - E-Books can be downloaded free of charge. Up to 4 books can be borrowed at any one time for up to 21 days. A maximum of 4 books can be reserved at any one time
- e-Magazines - Full digital copies of magazines can be downloaded free of charge
- e-Newspapers - Over 2,000 newspapers can be accessed, including most of the UK National papers,
- e-Community - Shropshire Community Directory is a local gateway to up-to-date information on over 3,000 community groups, clubs, societies, support and self-help groups.
- Online reference - Access to reference materials
- Library website – full library catalogue now available and includes book jacket images for ease of browsing. Requests and renewals can be done online.

Actions to review and monitor the impact of the service change

Once the draft Library Services Strategy is confirmed in its policy approach, it is proposed to develop with partners a detailed five-year implementation plan.

The detailed implementation plan will be reviewed in the context of the Council's financial position. Any proposals for significant investment and / or decommissioning will be brought back to Cabinet.

The Strategy, its delivery and review, is set in the context of Shropshire Council's three high-level outcomes and Performance Management Framework:

- Healthy people
- Resilient communities
- Prosperous economy

What will success look like?

Shropshire Libraries will have a clear brand linked to the seven national library Universal Offers. We will help to build healthy, thriving and resilient communities. Investment in our staff, information technology and our services will place libraries at the heart of their communities.

Shropshire Libraries will nurture ambition, support health and well-being, challenge inequality, grow the economy and create more learning and employment possibilities to underpin continued social and economic development for Shropshire's citizens.

Specifically we will have made significant progress in achieving our outcomes:

1. Improved opportunities for literacy, reading and culture
2. Improved health and well-being of Shropshire communities
3. Communities that are resilient and inclusive
4. Libraries that are more innovative and sustainable

We will know that we have done this when we have:

- invested in our staff, IT and infrastructure
- improved access through the provision of a full range of online services and targeted opening hours
- provided a quality range of well publicised services across our libraries
- improved library usage and visits using effective marketing and by exploiting digital services
- improved processes and systems for greater efficiency
- operated at lower cost
- operated as community facilities working in partnership and alongside additional services
- used trained volunteers to improve added value library services and enhance the free statutory library offer

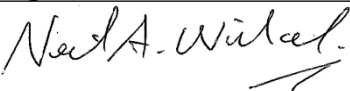


- exploited opportunities to work with partners to develop commercial services
- promoted key health and wellbeing opportunities

Usage of library service provision will be monitored and kept under review. However, the focus will change to reflect a broad range of measurements that reflect the varied usage of spaces and services and the co-creation and delivery of new management arrangements. Ongoing efforts will be made to encourage participation by users and non-users.

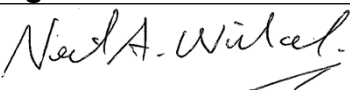

The potential impact of the on-going redesign of library services on will continue to be reviewed and monitored the council also has statutory duties under the [Equality Act 2010](#) and [section 149: Public Sector Equality Duty](#) in shaping policy, in delivering services, and in relation to their own employees.

Alongside this the Council will continue to look at best practice, encourage comments and ideas from local residents and actively encourage the participation of local community groups in the development and delivery of library services.

Scrutiny at Part One screening stage

People involved	Signatures	Date
Lead officer carrying out the screening Neil Willcox, Locality Commissioning Manager		17 November 2017
Any internal support		
Any external support Mrs Lois Dale Rurality & Equalities Specialist		18 th May 2017
Head of service Michael Lewis Library Services Manager		17 November 2017

Sign off at Part One screening stage

Name	Signatures	Date
Neil Willcox		17 November 2017
Michael Lewis		17 November 2017

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