Appendix 2

Indoor Leisure Facilities Strategy for Shropshire, 2018 to 2023

Sport and leisure play a positive role in people's lives. It is valued in its own right for the friendship, fun, challenge and enjoyment it brings, and it also has the power to change communities and help places thrive. Developing sporting opportunities will help us to achieve stronger, more prosperous and cohesive communities, as well as improving health, tackling obesity and transforming the lives of young people by giving them new skills.

Jennie Price, Chief Executive, Sport England (2016)

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Executive Summary

As an established brand, leisure facilities have enormous potential as places to meet the diverse needs of local communities. However, the pressure to support a sustainable, affordable and future proofed provision has increased in recent years, in the context of severe pressures on the public finances.

The strategy seeks to resolve these competing interests while clarifying the role of Shropshire Council as a commissioner and partner and/or enabler of leisure facility provision.

This strategy is firmly embedded within a range of opportunities that increase physical activity levels, and use physical activity and sport to raise aspirations, support health improvements, tackle inequality, grow the economy, create more jobs and underpin the continued social, physical and economic regeneration of neighbourhoods.

Our vision is that the provision of indoor leisure facilities will support a wider vision in which "Shropshire will be a county where healthier, active lifestyles are encouraged, supported and facilitated for everyone".

The strategy sets out a hierarchy of leisure facility provision and describes, based on an assessment of need, how the Council will meet the recreational and sporting needs of Shropshire residents by supporting:

- Six Tier 1 Leisure Hubs – "destination" facilities within Shropshire's larger market towns that provide a wide range of facilities and leisure opportunities

- Four Tier 2 Community Leisure Centres – “local” facilities within smaller towns and settlements potentially providing a more limited range of leisure opportunities

89% of Shropshire residents will be able to access leisure facilities within one of these ten locations within a 20-minute drive time. In setting this out we recognise that the way that people access leisure provision 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 while available are more limited.

The hierarchy of leisure facility provision provides a framework for future Council investment and support, rather than a list of all community accessible indoor leisure facilities. Fundamentally, leisure facility provision in Shropshire, notwithstanding the rurality of the county, will continue to be defined going forward by local mixed and varied provision including village halls, high street gym fitness providers, schools, community and civic centres, etc. The hierarchy does not set out to close any existing leisure facility with public access, but it does recognise that the Council will need to prioritise where it provides financial support.

The strategy will be supported by a detailed action plan to cover the period 2018/19 to 2022/23. The Council’s ability to support leisure facilities beyond 2018/19 will be determined in due course as the Council’s medium term financial position becomes more clearly defined. Any proposals for the decommissioning of leisure facilities will be brought back to Cabinet for determination.

1.0 Scope and purpose of the Strategy

This strategy seeks to identify optimum locations for indoor leisure facilities, both now and into the future, and to review levels of existing facility provision for leisure facilities that are still supported by Shropshire Council. The key objectives of this strategy review are to:

- Analyse the supply and demand of facilities and to identify gaps in provision and opportunities for improved facility provision.
- Ensure that the delivery of indoor leisure provision is undertaken with full reference to relevant strategic and local influences including well-being considerations and financial constraints.
- Clarify the role of the Council as a commissioner, partner and/or enabler of indoor leisure facility provision.
- Confirm an approach for Council support for the future provision of indoor leisure facilities.
- Maximise engagement with key stakeholders.

This strategy does not make recommendations for the many leisure facilities that are run independently of Shropshire Council, although it is recognised that they will continue to make a significant contribution to opportunities for residents to take part in leisure and sporting pursuits.

In delivering this strategy, we recognise two important considerations:

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

2.0 Introduction

As an established brand, leisure facilities have enormous potential as places to meet the diverse needs of local communities. However, at the moment they are significantly underused by a majority of the population.

Our leisure facilities will help us to build healthy, prosperous, safe and strong communities. Leisure facilities will be more than a place to play a game of badminton, visit the gym or swim; they will be welcoming spaces with an appealing offer for everyone. People will have the option of taking part in a wide range of activities, not all of them necessarily traditional sports, and of accessing information, support and entertainment.

Our leisure facilities will be part of a range of opportunities that set out to increase physical activity levels, and use physical activity and sport to raise aspirations, support health improvements, tackle inequality, grow the economy, create more jobs and underpin the continued social, physical and economic regeneration of neighbourhoods.

Shropshire Council is facing significant reductions in revenue budgets, particularly for those services which it does not have to provide, i.e. those which are non-statutory, such as sport and leisure. Delivering services across Shropshire, with significantly fewer resources, means that inevitably some difficult decisions will have to be taken.

Looking forward, leisure facility provision will strongly support the Council's high-level outcomes for healthy people, resilient communities and a prosperous economy. Shropshire Council's role will be to create the context that enables leisure facilities to impact positively on the lives of the people of Shropshire. The Council will have a facilitating and enabling role working in partnership with a range of potential providers. Above all, local communities and people will make leisure facilities sustainable and successful.

3.0 Our vision

Our **vision** is that:

Shropshire will be a county where healthier, active lifestyles are encouraged, supported and facilitated for everyone

A set of core **principles** will underpin the delivery of our vision:

- Support for the creation of a high quality and sustainable indoor leisure facility mix, which provides accessible and inclusive activities for all Shropshire residents leading to increased participation and active lifestyles, thereby meeting community need.
- The importance of leisure facilities as relevant community spaces, accessible to all and offering opportunities for the delivery of a wide range of activities, services, support and entertainment to local communities and people.
- A commitment to work with a wide range of partner organisations and individuals as co-creators and co-deliverers* of leisure facilities so that they best reflect the differing needs of local communities.

***** including existing leisure operators (independent trusts, schools), Town / Parish Councils, voluntary sector, etc.

In taking forward our vision and core principles our **strategic aims** are:

1. To support effective strategic and local partnerships that deliver a modern, efficient and sustainable community leisure facility offer.

2. To support the provision of leisure facilities that are fit for purpose to meet demands for participation now and in the future.

3. To align sport and leisure priorities to support national and local priorities including healthy, prosperous, safe and strong communities.

4.0 Summary of current leisure facility provision

Following the creation of the unitary Council in 2009 Shropshire Council supported the provision of 24 leisure facilities:

- 18 were managed directly by the Council
- 4 were operated under a management agreement by a leisure trust
- 2 were supported financially to provide community use.

All leisure facilities are continuing to provide some community use in early 2017, but following a concerted effort to commission the Council managed leisure facilities, the management situation has significantly changed. The breakdown of different management arrangements at May 2017 is shown in Table 1.

Table 1

Managed by Shropshire Council	• Much Wenlock Leisure Centre • Idsall Sports Centre, Shifnal • Roman Road Sports Centre, Shrewsbury
Managed by two Trusts, Shropshire Community Leisure Trust and Teme Leisure within management agreements	• Shrewsbury Sports Village • Quarry Swimming & Fitness Centre • Oswestry Leisure Centre • Market Drayton Swimming Centre • Whitchurch Swimming Centre • South Shropshire Leisure Centre, Ludlow • SpArC, Bishops Castle • Church Stretton Leisure Centre • Cleobury Mortimer Sports Centre
Managed by schools within tapered funding agreements with the Council	• Whitchurch Sports Centre • Bridgnorth Leisure Centre • Lakelands Sports Centre, Ellesmere •
Managed by local community organisations within tapered	• Wem Swimming & Lifestyle Centre • Craven Arms Community Centre

funding agreements with the Council	• Severn Centre, Highley
Managed by schools and colleges with no financial support provided by Shropshire Council	• Rhyn Park Leisure Centre, St Martins • Thomas Adams Sports Centre, Wem • Mary Webb Sports Centre, Pontesbury • Ellesmere Pool • London Road, Shrewsbury • The Grange, Shrewsbury

5.0 Summary of the strategic context for the future development of indoor leisure facilities

Our strategy is underpinned by an understanding of the unique character of Shropshire and the opportunities and issues facing its residents. Leisure consultants, Strategic Leisure Ltd., supported the Council in the development of a detailed Needs Assessment for Shropshire and this is included in full within **Appendix 1.** In developing this Needs Assessment, Shropshire Council has taken into account guidance issued by Sport England. The Council has also carefully considered its duties in respect of the Equality Act 2010.

Table 2 summarises from the Needs Assessment some key considerations for Shropshire.

Table 2

<table>
<tr><th>Key Factors</th><th>Shropshire</th></tr>
<tr><td>Population</td><td>
The total population of Shropshire in 2016 was estimated as 314,000. According to the July 2016 assessment undertaken by Shropshire Council, the population of Shropshire is projected to increase to 324,900 by 2022.
Source: Full Objectively Assessed Housing Need [FOAHN] Report
http://shropshire.gov.uk/media/2101729/Shropshire-Council-FOAHN-2016-.pdf

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).
Source: Source: 2011 Census, Office for National Statistics, © Crown Copyright 2017.

Shropshire has a disproportionately older population, with resulting challenges for commissioners and providers of services including social care and community mental health care.

<table>
<tr><th colspan="7">2015 Population Estimates (Local Authority Based)</th></tr>
<tr><th></th><th colspan="2">Shropshire</th><th colspan="2">West Midlands</th><th colspan="2">England</th></tr>
<tr><th></th><th>Number</th><th>%</th><th>Number</th><th>%</th><th>Number</th><th>%</th></tr>
<tr><td>0 to 4</td><td>15,100</td><td>4.8</td><td>365,300</td><td>6.4</td><td>3,434,700</td><td>6.3</td></tr>
<tr><td>5 to 14</td><td>33,100</td><td>10.6</td><td>689,800</td><td>12.0</td><td>6,357,800</td><td>11.6</td></tr>
<tr><td>15 to 18</td><td>15,000</td><td>4.8</td><td>280,000</td><td>4.9</td><td>2,546,400</td><td>4.6</td></tr>
<tr><td>19 to 54</td><td>133,900</td><td>43.0</td><td>2,724,800</td><td>47.4</td><td>26,552,800</td><td>48.5</td></tr>
<tr><td>55 plus</td><td>114,400</td><td>36.7</td><td>1,691,100</td><td>29.4</td><td>15,894,600</td><td>29.0</td></tr>
<tr><td>65 plus</td><td>72,700</td><td>23.3</td><td>1,045,800</td><td>18.2</td><td>9,711,600</td><td>17.7</td></tr>
<tr><td>Total</td><td>311,400</td><td></td><td>5,751,000</td><td></td><td>54,786,300</td><td></td></tr>
<tr><td colspan="7">Source: Office for National Statistics, © Crown Copyright 2016.
Estimates have been rounded to the nearest 100.</td></tr>
</table>
</td></tr>
</table>

Housing Requirements	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 this spatial strategy is the identification of an ambitious housing target for Shropshire within of 27,500 dwellings between 2006 and 2026, which is divided into phasing bands. The SAMDev Plan seeks to deliver the housing requirement identified within the Core Strategy, through the identification of deliverable sites for housing development and policies to appraise development proposals. 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. 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. 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.
Population characteristics	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://new.shropshire.gov.uk/media/3415/2011-census-digest-ethnicity.pdf 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). 2.4% of people in Shropshire provided 50 or more hours of unpaid care a week (2011 Census).
Size and rurality	Shropshire is one of the most rural places in the UK with an overall population density of 1 person per hectare (2011 Census). 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.
Car Ownership	Due to the rural nature of the county car ownership is high with 84.2% of households owning one car or more (2011 Census). In 2011 44% of residents aged 16-74 drove a car or van to work and a further 3.5% were a passenger in a car or van (2011 Census).
Deprivation	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). 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 Harlescott Electoral Division, is ranked within the 10% most deprived LSOAs in England. 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.

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.

The table below summarises information taken from the IMD for LSOAs within which proposed Leisure Hubs are located (see Table 6, recommended leisure provision)

Table: IMD 2015 Information for LSOAs that Community Leisure Hubs are Located in

		IMD 2015 National Deciles (3)		
Town	**Name of leisure centre**	**Overall**	**Health Deprivation and Disability**	**Barriers to Housing & Services**
Shrewsbury	Shrewsbury Sports Village	2	2	6
Shrewsbury	Quarry Swimming and Fitness Centre	5	4	8
Oswestry	Oswestry Leisure Centre	3	3	6
Market Drayton (1)	Maurice Chandler Sports Centre	6	8	1
Market Drayton	Market Drayton Swimming Centre & The Grove School (2)	6	7	6
Bishop's Castle	SpArc Leisure Centre	5	7	1
Ludlow	South Shropshire Leisure Centre	6	5	6
Bridgnorth	Oldbury Wells School Hall	7	8	4
Bridgnorth	Sports and Leisure Centre	8	6	10

1) Nearest town. (2) Two leisure centres in the same LSOA. (3) Decile 1 = most deprived 10% LSOAs in England.

Source: English Indices of Deprivation 2015, Department for Communities and Local Government, © Crown Copyright 2017

Educational attainment

In 2014/15, 56.5% 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 (55.1%).

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

Employment

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 unemployment rate in Shropshire is higher than for females:

- Males = 4.6% (West Midlands = 6.1%; England = 5.2%)
- Females = 3.8% (West Midlands = 6.0%; England = 5.2%)

Source: Annual Population Survey (July 2015 – June 2016), Office for National Statistics, © Crown Copyright 2016.

Health

The life expectancy at birth (measured in 2011-13) for both males, 80%, and females, 83.89% is slightly better than the English average:

In 2012 63.5% of adults were classified as carrying excess weight (including obese), placing them

<table>
<tr><td></td><td>at a higher risk of cardiovascular disease and some cancers but lower than the national average.

In 2013/14 16.3% of children in year 6 were classified as obese, lower than the national average.

The total health cost of physical inactivity per 100,000 population (2009/10) of £1,536,556 is lower than the national average, £1,817,285, with coronary heart disease being the largest cost and diabetes costing £838,850.

Source: Sport England Local Sports Profile: https://www.sportengland.org/our-work/partnering-local-government/tools-directory/local-sport-profile-tool/</td></tr>
<tr><td>Levels of physical activity</td><td>In terms of the Public Health England definition for physical activity (150 minutes or equivalent of at least moderate intensity activity per week. Note that this definition for physical activity differs to that used by Sport England within the figures below) 63.2% of adults aged 16+years are classed as being active, higher than the regional (55.5%) and the national (57%) averages (in 2014)

The Sport England Active People Survey reports on data collected between October 2015 – September 2016. The number of adults (16+) people taking part in one session of sport per week, 43.3%, has increased significantly from the previous period (2014/15), 34.9%, compared to the national average of 36.1%. Otherwise participation has stayed broadly similar since the first year of the survey in 2005/06.

Nationally more women than ever are taking part in sport, with 25.3% men and 27.3% men taking part in at least 3 sessions of sport or physical activity per week in Shropshire. However, there remain inequalities in participation for people with a disability, older adults and those in part time, admin roles or long term unemployed.

15.8% of people surveyed (2015/16) reported that they had taken part in competitive sport and 22.9% were members of sports clubs, the first significantly above the national average.

The Sport England Active Lives survey first reported in January 2017 for adults aged 16 or over.

<table>
<tr><th></th><th>Inactive (< 30 minutes per week)*</th><th>Fairly Active (30-149 minutes per week)*</th><th>Active (150+ minutes per week)*</th><th>Two sessions of sport/ physical activity in the last 28 days</th></tr>
<tr><td>Shropshire</td><td>19.3%</td><td>9.5%</td><td>71.2%</td><td>78.5%</td></tr>
<tr><td>West Midlands</td><td>24.0%</td><td>13.2%</td><td>62.8%</td><td>74.2%</td></tr>
<tr><td>England</td><td>22.0%</td><td>12.6%</td><td>65.4%</td><td>77.2%</td></tr>
</table>
*Includes gardening activity, walking, cycling to work and dance

Source: Sport England Local Sports Profile: https://www.sportengland.org/our-work/partnering-local-government/tools-directory/local-sport-profile-tool/ and Sport England Active Lives Survey, 2015-16: https://www.sportengland.org/media/11498/active-lives-survey-yr-1-report.pdf</td></tr>
<tr><td>Economic impact</td><td>There is no information available specific to the impact of Shropshire leisure facilities. However, in 2013 it was reported that a total of £70 million of Gross Value Added was generated in a single year from people participating in sport is the sports goods and services produced to meet demand from people participating in sports (this includes the manufacture of equipment used for sport; the "added value" of the shops that sell these goods, and of the services and facilities that people use to participate in sports).

The economic value of health benefits of people participating in sport was calculated to be £126 million. This is equivalent to value to the local area of improved quality and length of life plus health care costs avoided due to participation in sports.

Source: Sports England Local Sports Profile: https://www.sportengland.org/our-work/partnering-local-government/tools-directory/local-sport-profile-tool/</td></tr>
</table>

Leisure facility usage trends

Shropshire Leisure Centres	2012/13	2013/14	2014/15	2015/16	2016/17
All facilities	1,981,616	2,092,407	2,105,225	2,004,968	2,001,122
Shropshire Council managed	763,452	583,797	524,045	261,337	226,084
Shropshire Community Leisure Trust	628,874	949,000	997,946	1,001,101	1,063,765
Teme Leisure	413,722	418,709	418,111	393,784	405,987
Independently managed	175,568	140,901	165,123	348,776	305,286

It is difficult to establish precise participation trends from the above as the breakdown of individual facilities has altered time, for example since 2016/17 three facilities are no longer provide user information.

The figures do suggest that overall usage has remained relatively stable, but that the larger "destination" facilities managed by the Shropshire Community Leisure Trust have shown an increase.

Insights

The latest Sport England Active People Survey reports on data collected between October 2015 – September 2016. 68.5% of those surveyed reported themselves to be fairly or very satisfied with local sports provision, significantly above the national average of 62.2%.

Figures for the participation rate in the top sports in the local area and the number of adults (16+) that participate at least once a month are provided below for 2015/16.

Sports	No per 1000	Rate
Swimming	25.2	10.0 %
Gym Session	22.4	8.9 %
Athletics	19.9	7.9 %
Cycling	18.9	7.5 %
Fitness Class	15.3	6.1 %

43.8% of adults surveyed (active or inactive) reported that they wanted to do more sport.

Source: Sport England Local Sports Profile: https://www.sportengland.org/our-work/partnering-local-government/tools-directory/local-sport-profile-tool/

In a recent survey of customers to establish a Net Promoter Score (NPS), Shropshire Community Leisure Trust identified that 55% of respondents would recommend their facilities to other people.

6.0 What this means for the future provision of indoor leisure facilities in Shropshire

The analysis summarised in Table 2 and described in more detail within the Needs Assessment in Appendix 1, along with public and stakeholder responses received on the draft leisure facilities strategy in 2016 and 2017, suggest that the future design of indoor leisure facilities should be based on four key considerations:

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

(1) Indoor leisure facilities usage and trends

It is difficult to interpret the past usage figures described in Table 2 beyond a general comment that the usage of leisure facilities in Shropshire remains relatively static overall although the larger "destination" facilities managed by the Shropshire Community Leisure Trust have shown a year on year increase.

While nationally participation in swimming has declined it remains the single largest participation activity. The continuing growth of high street discount gyms suggests the ongoing growth potential for health and fitness.

(2) Population

(a) Population Density

Unsurprisingly this analysis confirms the sparsely populated nature of much of Shropshire. A strictly pragmatic approach would place all indoor leisure facility provision within the areas of main population - Shrewsbury, Oswestry, Market Drayton, Whitchurch, Bridgnorth and Ludlow – but this fails to recognise issues of accessibility and convenience to isolated and dispersed communities.

Indoor leisure facilities will continue to provide a "universal" offer from which no one is excluded. However, we also anticipate that the activities provided within our leisure facilities will support (1) the needs of both ends of the age spectrum, young and older people, and (2) people who live within disadvantaged communities. This is considered further below.

(b) Population density of over 55s and 65s

We recognise that traditional activities provided within leisure facilities may not always appeal to the recreational and health motivations of older people, and that they need to be considered as part of a range of opportunities that increase physical activity levels.

According to the 2011 Census, a larger percentage of Shropshire's population was aged 55+ (34.55%) compared to the West Midlands (28.58%) and England (27.97%). Above average numbers of over 55s lived in built-up areas such as Church Stretton (50.92%), Much Wenlock (47.26%), Bishop's Castle (40.83%), Bayston Hill (39.67%), Ludlow (38.88%), Albrighton (38.87%), Bridgnorth (36.75%), Wem (35.66%), Ellesmere (34.89%) and Craven Arms (34.61%).

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

Using physical activity to raise the aspirations and to support health improvements in young children and young adults is an important aim of this strategy. Requirements for high quality physical education are embedded within the National Curriculum including instruction in swimming and water safety. Access for schools to swimming lesson is an important consideration.

Leisure facilities additionally form part of a much wider mix of outdoor and indoor facilities, many of them community based, that provide for the needs of young people.

Whilst in the 2011 Census 5.13% of Shropshire's population was aged 0 to 4, built-up areas with a larger percentage of very young people included Market Drayton (6.71%), Whitchurch (6.22%), Oswestry (5.92%) and Shrewsbury (5.84%).

Leisure facilities within the main market towns generally have the potential to meet the needs of 5 to 14 year olds (10.96% of population of Shropshire), but there are also concentrations of school age children within smaller built-up and rural areas.

(3) Deprivation

Our leisure facilities will be part of a range of opportunities that increase physical activity levels, and use physical activity and sport to raise aspirations, support health improvements, tackle inequality, grow the economy, create more jobs and underpin the continued social, physical and economic regeneration of neighbourhoods.

(a) Overall deprivation

Whilst the Local Authority is one of the least deprived in England, an analysis of small-area geographies indicates that there is a more complex picture of deprivation at the local level.

Two leisure facilities are located in areas that fall within the overall top 30% of the most deprived areas in England (Shrewsbury Sports Village and Oswestry Leisure Centre). A further two Leisure Hubs (Quarry Swimming and Fitness Centre, Shrewsbury and Bishops Castle, SpArC) are located in areas falling within the top 50% most deprived LSOAs in England.

(b) Health Deprivation and Disability

Shropshire is also one of the least deprived upper-tier authorities in England for Health Deprivation and Disability.

Leisure facilities in Shrewsbury (Shrewsbury Sports Village and Quarry Swimming and Fitness Centre), Oswestry (Oswestry Leisure Centre) and Ludlow (South Shropshire Leisure Centre) are located in areas that are ranked within the top 50% of the most health deprived areas in England.

(c) Barriers to Housing and Services

When Barriers to Housing and Services (a "proxy" for rural deprivation) is considered, Shropshire is within the more deprived half of upper-tier Local Authorities in England (62nd out of 152).

Leisure facilities near Market Drayton (The Maurice Chandler Sports Centre) and in Bishops Castle (SpArc) are both located in areas that are ranked within the 10% most deprived areas in England. The leisure facilities within Bridgnorth (Oldbury Wells School Hall) is located within an area ranked within the 40% most deprived areas in England. Otherwise leisure facilities in the main market towns – Ludlow, Oswestry and Shrewsbury - are located in areas that are ranked in less deprived half of areas in England.

One consequence of Shropshire's rurality is that leisure facilities within rural communities will always struggle to attract sufficient usage to support self-sustaining businesses. Potential local authority supported and facilitated provision must be a balance between providing reasonable accessibility and the size of potential catchments.

(4) Accessibility

In designing future indoor leisure facility provision we ideally want to provide residents with:

- Access to sports halls, swimming and fitness within a 20-minute drive time[1] of where they live.
- Access to “destination leisure facilities”, places that offer additional facilities and the potential for regional events within a 25-minute drive time of where they live.

In applying this approach, we recognise that people’s actual pattern of usage of leisure facilities is more complicated than this simple analysis suggests. For example, not everyone has access to their own transport, public transport options are limited in rural areas, some people will combine leisure usage with work, some residents will access leisure facilities in neighbouring authority areas, alternative accessible facilities may exist within local communities, etc. However, the strategy sets out to adopt an approach that, as best as possible, enables the greatest amount of access to leisure centres to the population as possible, notwithstanding that because of the rural nature of the county it will be impossible to ensure full 100% coverage.

7.0 Future indoor leisure facilities provision, our plans for the next five years

To guide future Council investment and revenue support, in order to meet the current and future sporting and recreational needs of Shropshire’s residents outlined within the Needs Assessment and summarised above, a hierarchy of provision has been developed, see table 4.

The hierarchy of leisure facility provision provides a framework for future Council investment and support, rather than a list of all community accessible indoor leisure facilities. Fundamentally, leisure facility provision in Shropshire, notwithstanding the rurality of the county, will continue to be defined going forward by local mixed and varied provision including village halls, high street gym fitness providers, schools, community and civic centres, etc. The hierarchy does not set out to close any existing leisure facility with public access, but it does recognise that the Council will need to prioritise where it provides financial support.

In developing different levels of provision we have worked on the basis that, as far as possible, all Shropshire residents should have reasonable access, as a minimum, to:

- Sports Halls - badminton, indoor football, basketball, cricket, netball, volleyball, etc.
- Swimming Pools – recreational, learn to swim, clubs, etc.
- Health and Fitness - gyms, work outs and activities

Table 4 Hierarchy of Leisure Facilities provision

Leisure Facility Provision

[1] Sport England use a 20-minute drive time catchment in the Facilities Planning Model tool which is based on observed behaviour through benchmarking work.

Tier 1 Leisure Hubs (urban centres and larger market towns)	Currently supported by Shropshire Council: • Shrewsbury - Quarry Swimming & Fitness Centre and Shrewsbury Sports Village[2] • Oswestry - Oswestry Leisure Centre • Ludlow - South Shropshire Leisure Centre • Bridgnorth - Bridgnorth Leisure Centre • Market Drayton - Market Drayton Swimming Centre • Bishops Castle - SpArC
	Other significant community facilities, not supported by Shropshire Council, also contribute significantly to local provision including: • Shrewsbury – London Road and Roman Road • Bridgnorth – Oldbury Wells School • Market Drayton – The Grove School and The Maurice Chandler Centre
	• "Multi facility leisure hubs" within main population areas (existing and planned growth), serving significant urban and rural catchments • Provide access to 93% of the Shropshire population within a 25-minute drive time • "Destinations" that provides a wide range of activities (either at the same venue or via a network of linked venues). Minimum of strategic sized [ie.3 badminton courts +] sports halls, swimming facilities, fitness provision and other complementary activities, e.g. outdoor facilities, arts and entertainment, etc. • Recreational, school, competition and club use • Conveniently located multifunctional spaces, gateways to a range of services, co-location of partner services • Proactive approach to supporting outreach community activity within the surrounding catchment • Focuses for support for local community leisure centres
	• Fully staffed • Managed by third parties • Ongoing revenue funding support with the aim to be profitable with no public subsidy required over an agreed timeframe

[2] Note that, based on a detailed assessment of the options and affordability issues, the Council's preferred location for improved swimming provision in Shrewsbury is at the Shrewsbury Sports Village. However, potentially interested organisations have been given until the 27th October 2017 to submit Full Business Cases to retain swimming provision at the existing Quarry site or other town centre location. Detailed Terms of Reference, 31 October 2016, describe the process to be followed, the evaluation criteria and the evaluation methodology. A decision will be taken by Cabinet on the final location. Reference: Cabinet report, 28th September 2016
For further information visit: http://www.shropshire.gov.uk/swimming-provision-in-shrewsbury/

	• Opportunity for Community Asset Transfers to suitable local groups in support of social, economic or environmental benefit, dependent on local circumstances.
Tier 2 Community Leisure Centres (smaller market towns)	Currently supported by Shropshire Council: • Church Stretton – Church Stretton Leisure Centre • Whitchurch – Whitchurch Swimming Centre and Whitchurch Leisure Centre • Cleobury Mortimer – Cleobury Mortimer Sports & Fitness Centre • Ellesmere - Lakelands Sports Centre
	Other community facilities, not supported by Shropshire Council, also contribute to local provision including: • Ellesmere – Ellesmere Swimming Centre and Ellesmere College Sports Facilities
	• Flexible provision that responds to local circumstances • Provides access (including the Leisure Hubs) to 89% of the population within a 20-minute drive time • Minimum of sports halls and fitness provision and other complementary activities, including swimming, where appropriate • Recreational, school and club use
	• Flexible staffing, volunteer staffing where appropriate • Flexible opening hours and activity programmes responding to local community circumstances and site location. • Managed by local community organisations, for example schools, independent operators, community organisations, etc. within community access agreements where appropriate • 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 • Opportunity for Community Asset Transfers to suitable local groups in support of social, economic or environmental benefit, dependent on local circumstances • Potential closure as last resort in the event of no sustainable alternative management options. Would be subject to separate consultations and a Cabinet decision.
Tier 3 Community Leisure Centres (smaller market	Currently supported by Shropshire Council: • Much Wenlock Leisure Centre • Roman Road Sports Centre, Shrewsbury • Idsall Sports Centre, Shifnal • Wem Swimming & Lifestyle Centre

towns)	• Severn Centre, Highley • Craven Arms Community Centre
	Independently managed and operated community leisure facilities
	• Reflect local circumstances • No financial support from Shropshire Council beyond the period of the existing Shropshire Council Medium Term Financial Strategy i.e. to the end of 2018/19[3]. It is recognised that individual negotiations will need to take place to achieve satisfactory outcomes to all parties • Professional advice and guidance where appropriate

It is expected that all leisure facilities supported by Shropshire Council should provide, in the context of local circumstances, a balance between:

- Casual bookings
- Pay and play activities
- Programmed courses and activities e.g. Learn to Swim, Exercise Referrals, etc.
- Club use - It is important to highlight the role that local clubs play in each activity programme and their contribution to supporting active communities. Programmes should include appropriate provision of coached sessions, and co-ordination and links with sports development programmes elsewhere in the area.
- Activities for young children – Both formal day time school use and holiday, weekend and evening activities for young people
- Events and competitions

With regards to pricing, the Council expects that the operators of these leisure facilities will provide a comprehensive concessionary pricing regime to support participation amongst the vulnerable and disadvantaged.

Based on our assessment of need the Council considers that it can best meet the recreational and sporting needs of Shropshire residents by supporting:

- Six Tier 1 Leisure Hubs – "destination" facilities within Shropshire's larger market towns that provide a wide range of facilities and leisure opportunities
- Four Tier 2 Community Leisure Centres – "local" facilities within smaller towns and settlements potentially providing a more limited range of leisure opportunities

The location of Tier 1 and Tier 2 leisure facilities is shown in Maps 1 and 2, which also show local authority supported leisure facilities outside Shropshire

Table 5 summarises the percentage of the Shropshire population that live within 20 minutes of a Tier 1 and Tier 2 leisure facility, and 25 minutes of a Tier 1 leisure hub.

Table 5

Distance	Number	Population

[3] Note that a different approach is proposed for the Severn Centre, Highley, which is subject to a funding agreement that encompasses a range of community services of which leisure provision is just one component,

		estimate
Within 20 minutes' drive time of 10 Tier 1 Leisure hubs and Tier 2 Community Leisure Centres	276,400	89%
Within 25 minutes' drive time of 6 Tier 1 Leisure Hubs	286,900	93%

Source: Based on using Annual Mid-Year Population Estimates, 2015, Office for National Statistics (ONS)

In setting out this approach, we recognise that the provision of a leisure facility is not simply a question of proximity but also of accessibility, availability and quality.

Investment into our leisure facilities
The Council will continue to work in partnership with Sport England to acquire external funding to ensure the future sustainability of leisure facilities, particularly Tier 1 and Tier 2 facilities. Access to the Council's Capital Programme will also be pursued. Shropshire Council will consider providing one-off funds, particularly to leisure facilities that are unlikely to be financially supported in the future, in order to increase their chances of sustainability.

A note on drive times
Table 6 shows that all of the Tier 2 community leisure centres are 20 minutes or more drive time from the nearest alternative provision.

Table 6

Location of Community Leisure Centres	**Drive time to nearest alternative leisure centre[4]**
Church Stretton	27 minutes to Shrewsbury
Whitchurch	23 minutes to Market Drayton
Ellesmere	20 minutes to Oswestry 23 minutes to Whitchurch
Cleobury Mortimer	20 minutes to Ludlow 23 minutes to Kidderminster 24 minutes to Bridgnorth

Table 7 shows that for the additional six Tier 3 community leisure centres currently supported by Shropshire Council there is an alternative leisure facility within a 20-minute drive time.

Table 7

Additional Leisure Centres currently "supported" by Shropshire Council	
Much Wenlock Leisure Centre	13 minutes to Bridgnorth 24 minutes to Shrewsbury
Severn Centre, Highley	16 minutes to Bridgnorth & Cleobury Mortimer
Craven Arms Community Centre	15 minutes to Ludlow & Church Stretton
Idsall Sports Centre, Shifnal	6 minutes to Telford 10 minutes to Abraham Darby Sports Centre

[4] Based on AA Route Planner, town centre to town centre. Visit:- http://www.theaa.com/route-planner/index.jsp

	19 minutes to Bridgnorth
Roman Road Sports Centre, Shrewsbury	11 minutes to Shrewsbury Sports Village
Wem Swimming & Lifestyle Centre	18 minutes to Whitchurch

8.0 Actions to implement, review and monitor the delivery of indoor leisure facility provision

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

Any proposals for the decommissioning of leisure facilities will be brought back to Cabinet for determination.

Growing a facility's individual 'facility mix' through investment and innovation has and will continue to show an increase in usage at those particular sites. The Council will continue to work in partnership with Sport England to acquire external funding to try to ensure the future sustainability of leisure facilities at all levels. Access to the Council's Capital Improvement Programme will also be pursued where significant financial, or other, benefits of capital investment can be demonstrated.

The impact of the delivery of the action plan will be monitored through the collection of comprehensive usage data etc., and ongoing efforts will be made to encourage participation by users and non-users.

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

Our ambition is to add value to the physical activity levels, health wellbeing and sporting excellence of the people of Shropshire.

Specifically, we aim to have:

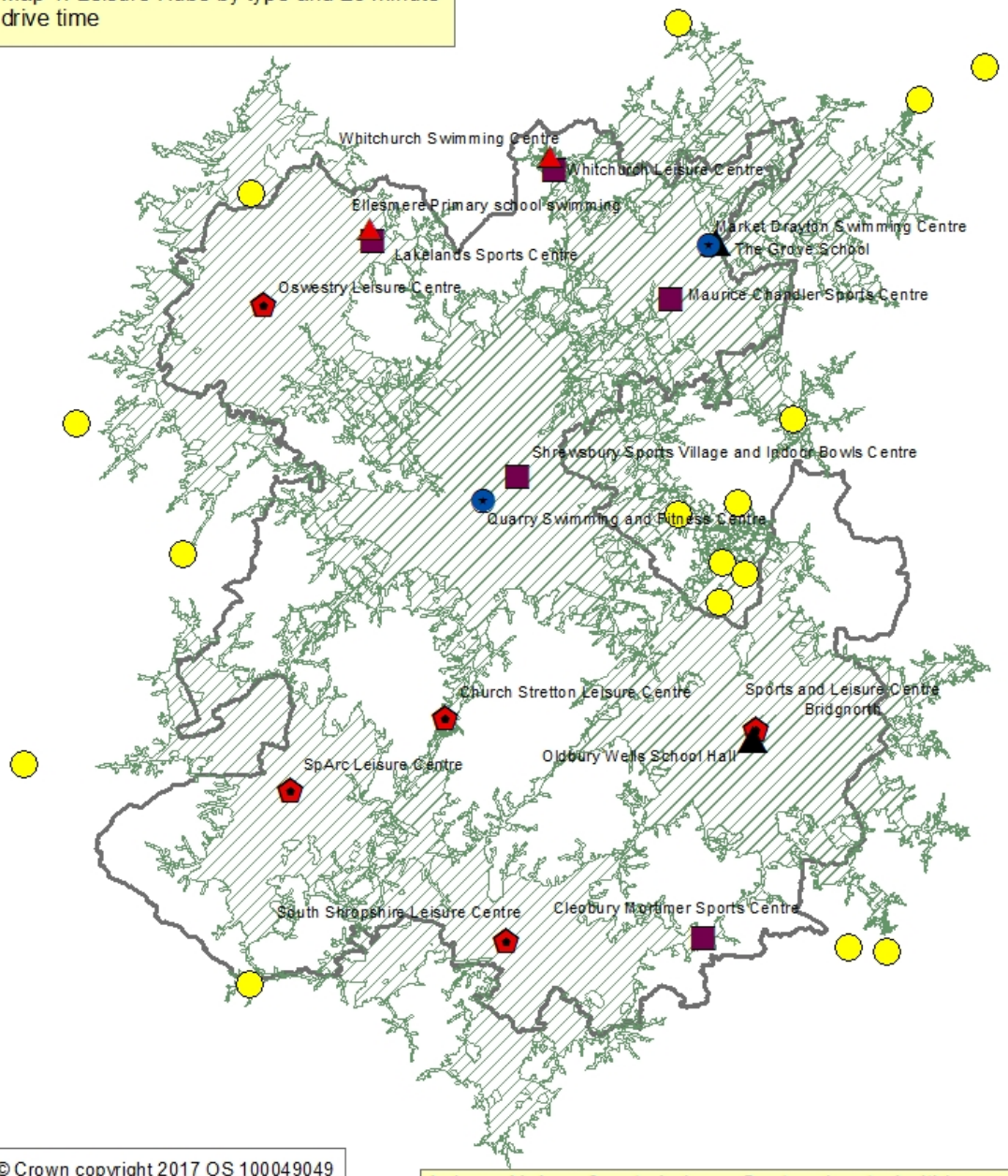
- Fit for purpose and relevant leisure centres that lie at the heart of their communities.
- A better understanding of the needs and aspirations of the people of Shropshire.
- Enabled local people, communities and partner organisations to be more involved with service creation and delivery.
- A vibrant mixed economy of leisure facilities that respond to the needs and aspirations of the people of Shropshire.
- Raised physical activity levels amongst all sections of the community and improved the health and wellbeing of Shropshire residents
- A skilled and qualified workforce with a strong voluntary basis
- Understood, and be able to demonstrate, the value and impact of indoor leisure facilities.

Usage of indoor leisure facility provision will be monitored and kept under review. However, the focus will change to reflect a broad range of metrics that reflect the varied usage of spaces and services and the co-creation and delivery of new management arrangements.

The potential impact of the on-going redesign of indoor leisure facilities will continue to be reviewed and monitored, including in the context of the council's 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 elsewhere, encourage comments and ideas from local residents and actively encourage the participation of local community groups in the development of alternative approaches for delivering indoor leisure facilities.

Map 1: Leisure Hubs by type and 25 minute drive time



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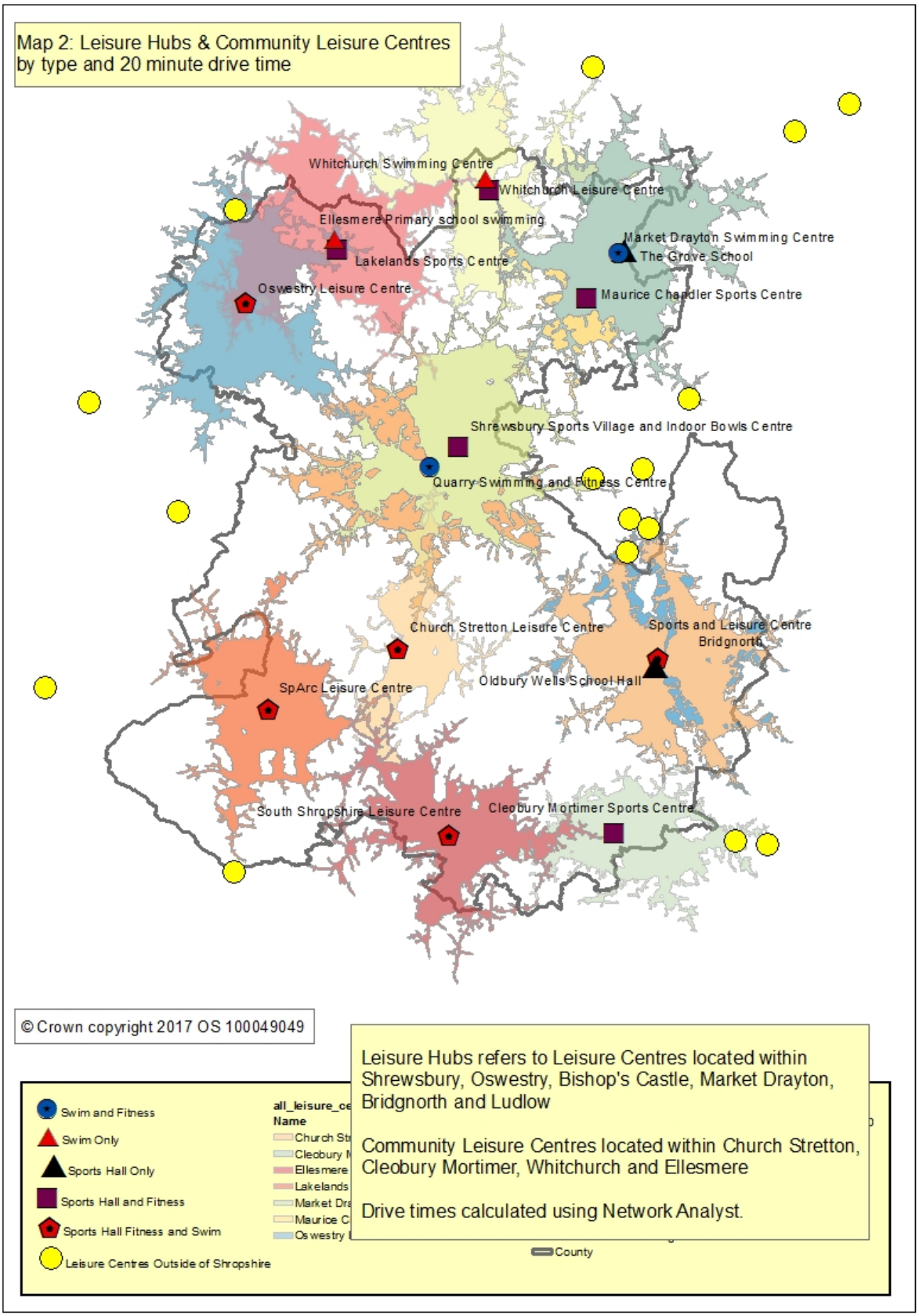
- Swim and Fitness
- Swim Only
- Sports Hall Only
- Sports Hall and Fitness
- Sports Hall Fitness and Swim
- Leisure Centres Outside of Shropshire
- Leisure Hubs 25 Mins Drive
- County

Leisure Hubs refers to Leisure Centres located within Shrewsbury, Oswestry, Bishop's Castle, Market Drayton, Bridgnorth and Ludlow

NB Drive times calculated within ARCGIS using Network Analyst Software to generate the shortest drive times (assumes road speed limit) using the ITN road network . It provides an approximate, but reliable, estimate of drive times it does not take account off traffic, one way streets, tractors and other variable factors which may occur at a given time.


Map 2: Leisure Hubs & Community Leisure Centres by type and 20 minute drive time
Whitchurch Swimming Centre
Whitchurch Leisure Centre
Ellesmere Primary school swimming
Lakelands Sports Centre
Market Drayton Swimming Centre
The Grove School
Oswestry Leisure Centre
Maurice Chandler Sports Centre
Shrewsbury Sports Village and Indoor Bowls Centre
Quarry Swimming and Fitness Centre
Church Stretton Leisure Centre
Sports and Leisure Centre Bridgnorth
Oldbury Wells School Hall
SpArc Leisure Centre
South Shropshire Leisure Centre
Cleobury Mortimer Sports Centre
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Leisure Hubs refers to Leisure Centres located within Shrewsbury, Oswestry, Bishop's Castle, Market Drayton, Bridgnorth and Ludlow
Community Leisure Centres located within Church Stretton, Cleobury Mortimer, Whitchurch and Ellesmere
Drive times calculated using Network Analyst.
Swim and Fitness
Swim Only
Sports Hall Only
Sports Hall and Fitness
Sports Hall Fitness and Swim
Leisure Centres Outside of Shropshire
all_leisure_ce
Name
Church St
Cleobury M
Ellesmere
Lakelands
Market Dra
Maurice C
Oswestry L
County