



Saxilby with Ingleby Parish Council

Non-confidential

Heritage Room Consultation Report

Report to: Planning and Development Committee 25-11

Report by: Clerk

Power/duty which decision falls under:

Local Government Act 1972, s.133 – Provision of buildings for public meetings and recreation

Which council objective(s) it falls under:

- Maintain and improve community facilities and amenities
- Preserve and enhance heritage assets, environmental assets and wildlife
- Retain and encourage employment and tourism opportunities
- Improve the well-being of residents
- To foster public participation and engagement
- To recognise the climate and biodiversity emergency and it should be considered as the basis of all decision and policy making

Duty to conserve and enhance biodiversity

The proposal involves the conversion of an existing internal space and will not impact external habitats or green areas. However, sustainability measures, such as reuse of materials, low-energy lighting, and minimal waste generation, should be incorporated where possible to support the council's biodiversity and climate commitments.

Consideration on carbon reduction:

The conversion makes use of existing infrastructure, reducing the carbon impact compared with new construction. Fitting energy-efficient lighting, insulation improvements, and encouraging sustainable visitor travel (e.g. walking or cycling to the site) would further contribute to the Council's carbon reduction goals.

Public Sector Equality Duty

Consider how policies/decisions affect those protected under the Equality Act)

The proposed heritage room aims to provide an accessible and inclusive community space celebrating local history and culture. Accessibility would be considered in the design and layout to ensure all residents, including those with protected characteristics under the Equality Act 2010, can access and participate in activities.

Further engagement may be required to ensure that a space is welcoming and relevant to all groups within the community.

However, boaters could include individuals with protected characteristics under the Equality Act 2010 (e.g., disabled, elderly, veterans). The council must consider impacts on these groups when making decisions. For example, removing essential sanitation could disproportionately affect vulnerable boaters.

Equality Impact Assessment – Heritage Room Proposal

Proposal: Conversion of the boater shower room at Saxilby Waterfront into a Heritage Room.

Protected Groups Considered:

Age, disability, gender reassignment, pregnancy/maternity, race, religion/belief, sex, sexual orientation, marriage/civil partnership.

Assessment of Impact:

- **Positive Impacts:**
 - Provides an accessible, inclusive space for all residents and visitors.
 - Promotes cultural and historical engagement, supporting educational and social inclusion.
 - Online and offline consultation ensured broad community engagement.
- **Potential Negative Impacts:**
 - Boaters and canal users may lose essential shower/sluice facilities, disproportionately affecting vulnerable individuals, including those with limited resources, disabilities, or ex-military with mental health needs.
 - If mitigations are not implemented, this group may be excluded from essential services.

Mitigation Measures:

- Explore provision of alternative boater facilities locally.
- Consider relocating the Heritage Room to an alternative site if feasible.
- Ensure Heritage Room is fully accessible (e.g., step-free access, seating, visual and auditory aids).
- Maintain ongoing engagement with boater groups to address concerns.

Conclusion:

The proposal is generally positive in promoting equality and inclusion, provided that mitigation measures for boater access are implemented. Failure to address boater needs could disproportionately impact a vulnerable user group.

Does the report consider any new activity? If 'Yes', has a risk assessment, including risk management proposals, been included for consideration and adoption by the council?
(Financial Regulation 17b)

Potentially. Consideration of repurposing the boater shower room into a heritage room constitutes a new use of council-leased space.

Consideration of risk management in relation to the proposal¹

It is impossible to list every risk faced by a local council. Risk, in the general sense, means the likelihood of an event happening, and the severity of the negative consequences. The insurance industry regards risk as representing loss or damage. Risk always involves uncertainty. When protecting a local council effectively, it is important to consider if risk is present in the following areas:

Risk Area	Risk Present/ Description?	Likelihood	Impact	Risk Rating	Mitigation & Contingency
Decision Making / Strategic	Insufficient public support for proposal	Medium	Medium	Moderate	Consultation conducted and transparent decision-making based on feedback
Finances	Cost of refurbishment and ongoing maintenance	Medium	Medium	Moderate	Prepare cost estimates and identify budget or grant opportunities if required
Property	Works may require building control approval	Low	Low	Low	Confirm requirements with WLDC before commencement and property owner.
Staff / Operational	Staff time required for project management	Medium	Low	Low	Schedule project around existing workload and assign clear responsibilities. Use of volunteers an option or for arm's length operation
Legal	Compliance with consultation and equality duties	Low	Medium	Low	Ensure evidence of consultation and equality considerations are documented. Formal permission from property owner required for a change of use.
Written/Verbal Communication	Miscommunication with public or stakeholders	Low	Medium	Low	Maintain communication through website, social media, and public updates
Insurance	Damage or liability during works	Low	Medium	Low	Check existing cover and extend if required
Inspection / Events	Health and safety during or after refurbishment	Low	Medium	Low	Conduct pre-opening inspection and risk assessment

¹Risk areas to consider - strategic/operational, likelihood/impact, add to risk register? Any contingency planning needed?

REPORT

BACKGROUND

At the Planning & Development Committee Meeting in August 2025 (P25/I40) it was agreed to consult on a proposal to potentially change the use of the boater shower room in Saxilby Waterfront Facilities to a heritage room.

The objectives of the consultation were to:

- Inform residents about the proposed changes
- Gather feedback on a proposal being considered
- Ensure transparency and community involvement in decision making
- Assess the level of public support or concern

METHODOLOGY

The consultation was carried out from 30 August-12 November 2025 (six weeks) using online and printed surveys, alongside direct engagement with key stakeholders such as the Canal & River Trust, Saxilby and District History Group, West Lindsey District Council, and Lincolnshire County Council.

It employed online and offline methods to ensure accessibility for a wide range of residents, users, and stakeholders.

Online engagement:

- A Microsoft Forms survey was hosted on the Parish Council website.
- The consultation was promoted via the Council's Facebook and Instagram pages, website news articles, and community noticeboards and included a QR code link for an alternative way to access.

Offline engagement:

- Printed copies were made available at Saxilby Library, Monthly Coffee Mornings at Saxilby Village Hall, Warm Spaces, and at the Saxilby Family Fun Day. Paper copies were also shared with community groups attending sessions at St Andrews Community Centre throughout the consultation period.
- A feature appeared in the Foss Focus parish newsletter, directing readers to the online survey via a QR code and URL.

Stakeholder engagement:

- Key organisations were contacted and invited to complete the survey, including the Canal & River Trust, Saxilby & District History Group, West Lindsey District Council, and Lincolnshire County Council.

Data handling:

- All survey responses were collected anonymously
- Results were analysed by the Administration Team to identify levels of support, key themes, and issues raised.
- Comments were grouped into broad themes to assist inform decision making.

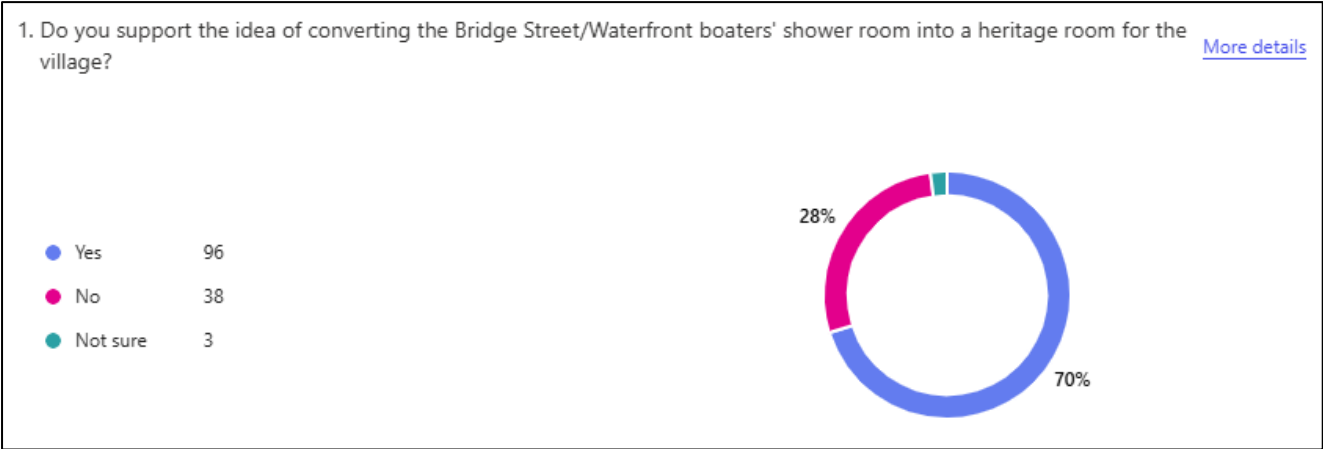
Respondents:

A total of 137 responses were received comprising 82% residents, 6% visitors, and 4% boaters.

RESULTS

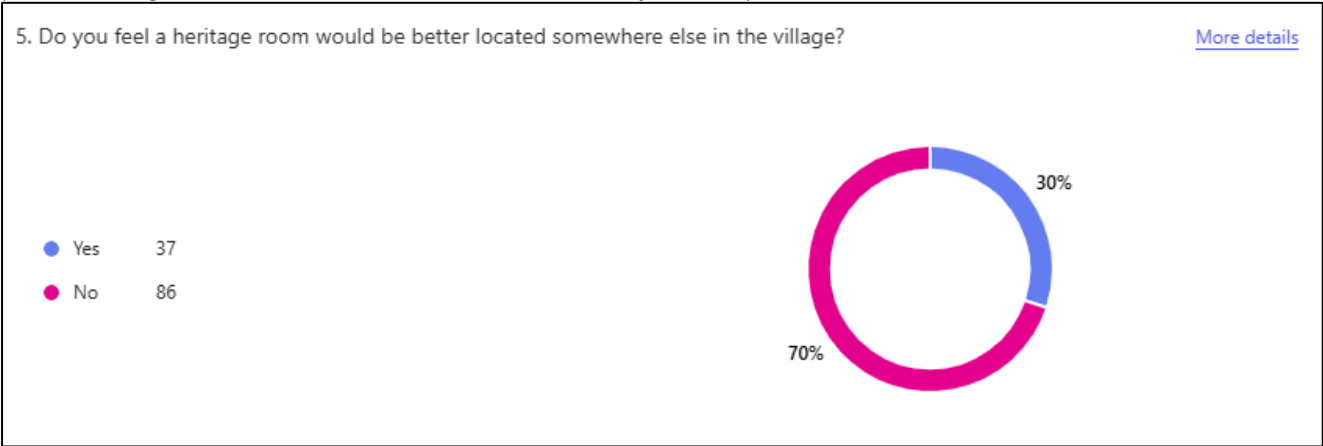
SUPPORT OR OPPOSE THE PROPOSAL?

70% of respondents supported the proposal, 28% were opposed, and 2% were unsure.
(±8.4% margin of error at 95% confidence, 137n respondents).



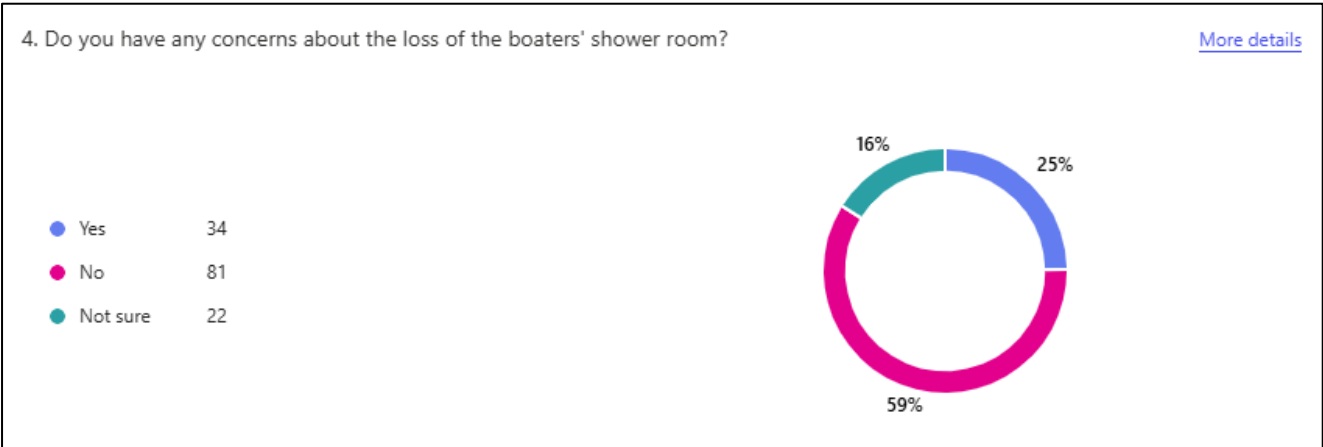
MOST APPROPRIATE LOCATION?

Respondents felt the proposed location of the heritage room was suitable.
(±8.8% margin of error at 95% confidence, 123n respondents).



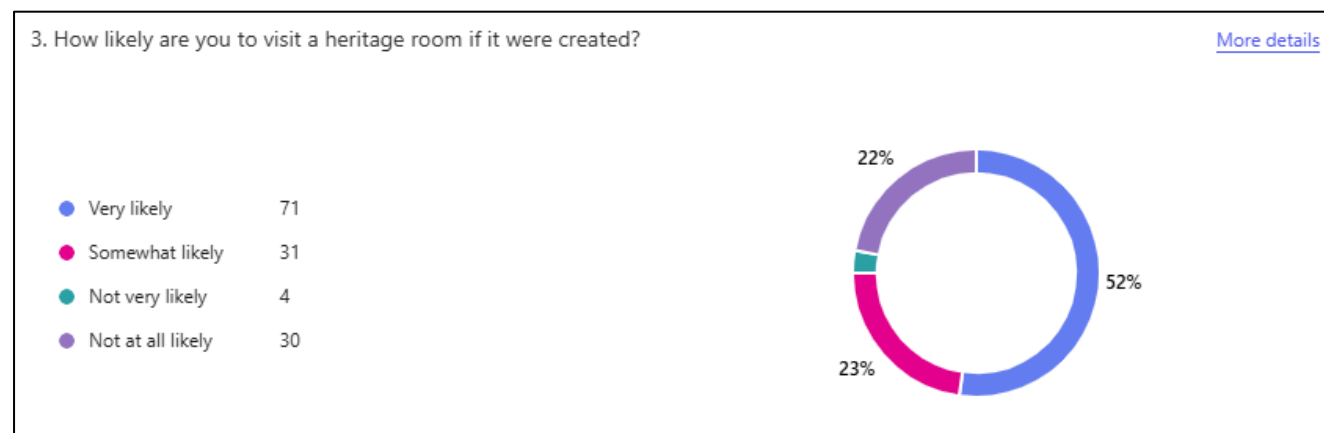
CONCERN ABOUT LOSS OF BOATER FACILITIES:

59% of respondents indicated they did not have concerns regarding the loss of the boaters' shower room, 25% had concerns, and 16% were unsure.
(±8.4% margin of error at 95% confidence, 137n total respondents).



WOULD YOU VISIT THE HERITAGE ROOM?

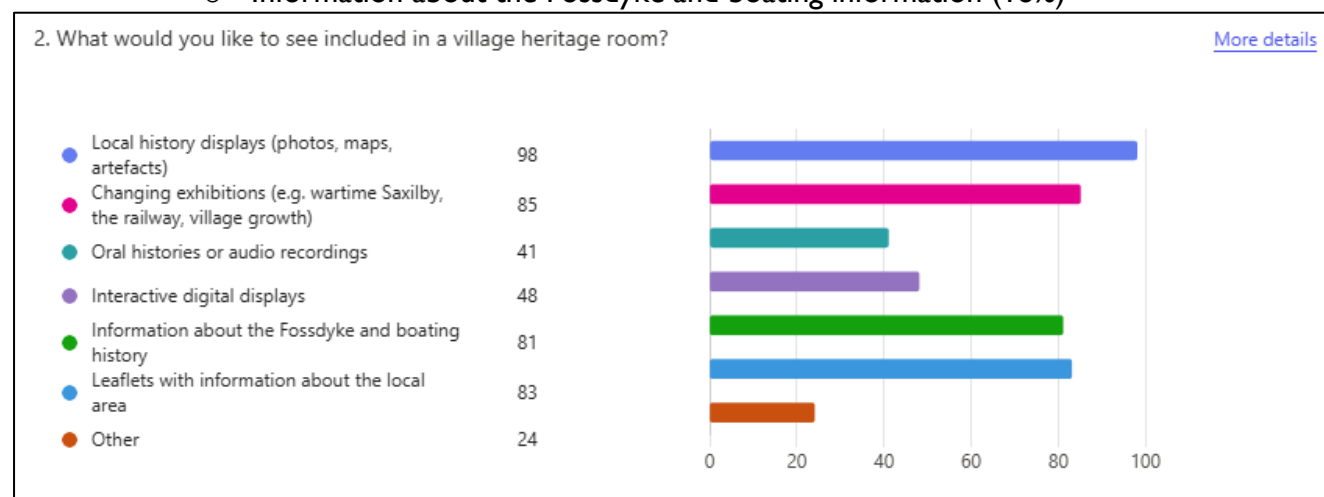
75% (102n) of respondents indicated that they were very/somewhat likely to visit the heritage room. ($\pm 8.4\%$ margin of error at 95% confidence, 136n respondents).



WHAT TO INCLUDE IN A HERITAGE ROOM

The most popular features requested for the heritage room were:

- Local history displays (21%)
- Changing exhibitions (18%)
- Leaflets with information about the local area (18%)
- Information about the Fossdyke and boating information (18%)



ANALYSIS

Overall Support

The consultation demonstrated strong support for the proposal:
70% support, 28% oppose, 2% unsure ($\pm 8.4\%$ MoE).

Even with the margin of error applied, public sentiment remains majority positive. This indicates a strong mandate to explore the project further.

Location

Feedback shows most respondents felt the Waterfront location was appropriate. However, qualitative comments reveal:

- A minority prefer a more central village location (Library, Pavilion, Village Hall).
- Concerns about vandalism at the current site.

This indicates general acceptance of the proposed location but suggests the council should incorporate security measures (e.g., CCTV, improved lighting, managed opening times) if it proceeds.

Boater Facility Concerns

This is the most sensitive area of the consultation.

- 59% had *no concerns* about the loss of the shower room,
- 25% *did* have concerns,
- *16% *unsure*.

Qualitative responses indicate that nearly all opposition comments relate directly to the loss of boater facilities, including:

- Fears of reduced stop-overs and negative economic impact on local businesses
- References to essential sanitation needs
- Boaters themselves stating the shower/sluice is a vital service

This suggests that while *overall public opposition is low*, concerns amongst boaters themselves are more significant than the percentage alone suggests and should not be dismissed.

“Keep all the boater facilities, many of the poorest boaters are ex-military, some of their boats have no running water, they live on boats because they have been mentally damaged by the consequences of serving in war zones and need to be able to escape the pressures of towns and people. The shower facilities are essential for these brave men, don’t take them away!!!”

Likelihood of Use

- 75% of respondents are likely to visit the Heritage Room ($\pm 8.4\%$).

This strong interest suggests the room has the potential to be well-used by residents and visitors.

Content People Want

Preferences prioritise:

- Local history displays
- Changing exhibitions
- Local information leaflets
- Information on Fosdyke and boating

This indicates demand for a dynamic, informative, dual-purpose heritage space that also caters to visitors.

Themes from Comments

Supportive Themes

- ✓ Celebrating local heritage
- ✓ Enhancing visitor experience
- ✓ Better use of an underutilised space
- ✓ Educational benefit
- ✓ Low-carbon reuse of an existing structure

Concerns / Conditions for Support

- × Loss of boater facilities (dominant issue)
- × Vandalism risk
- × Perceptions of cost/precept levels
- × Need for improved toilets regardless of decision
- × Heritage room may be better placed in village “centre”

Analysis Against Council Objectives

The consultation results demonstrate a strong level of public support for the proposal (70% support; 75% likely to visit) and indicate that the project can make a meaningful contribution to several of the council's strategic objectives, particularly around heritage, community facilities, public engagement, wellbeing, and low-carbon reuse of an existing building.

However, the results also highlight areas where the proposal could conflict with, or fail to fully meet, certain objectives if concerns are not appropriately mitigated—most notably around the impact on boaters.

A summary analysis against each objective is provided below.

1. Maintain and improve community facilities and amenities

Supports objective:	Risks / Considerations:
• Would refurbish a community facility • 75% of respondents stated they would likely visit the Heritage Room, indicating genuine community value • Requested features (local history, changing exhibitions, canal information) reflect public appetite for enhanced amenities.	• Concerns about vandalism around the waterfront mean improvements in security and maintenance will be needed. • Loss of the shower facility without alternative provision would reduce amenities for a specific user group (boaters).
Conclusion: The project contributes positively to this objective if boater facilities are addressed in parallel.	

2. Preserve and enhance heritage assets, environmental assets, and wildlife

Supports objective:	Risks / Considerations:
• Strong public interest in local history displays and information about the Fosdyke demonstrates a community desire to preserve and celebrate heritage. • The room provides a centralised space to share historical artefacts, narratives, and exhibitions. • Reusing an existing building is environmentally preferable to new development, aligning with low-impact preservation.	
Conclusion: The proposal strongly supports the heritage strand of this objective, with no identified negative impact on environmental assets or wildlife.	

3. Retain and encourage employment and tourism opportunities

Supports objective:	Risks / Considerations:
- A Heritage Room has the potential to increase footfall along the waterfront and contribute to the visitor economy. - Respondents noted the value of celebrating the canal's history as part of Saxilby's tourism offer.	- Boater feedback warns that losing shower facilities may deter stays in the village, directly reducing tourism activity and spend. - Several qualitative responses emphasised that boaters contribute positively to the local economy when moored.
Conclusion: The proposal can support tourism only if it maintains or suitably mitigates the loss of boaters' facilities. Otherwise, it risks undermining this objective.	

4. Improve the well-being of residents

Supports objective:	Risks / Considerations:
- Access to local history, culture, and community learning opportunities contributes positively to mental wellbeing, social connection, and local pride. 75% likelihood of visitation suggests it will be used for recreational and educational purposes.	Removing the shower facility without replacement, negatively impacts the wellbeing of a small but important group—particularly those who rely on basic washing facilities for health and dignity.
Conclusion: Broadly supports this objective, if boaters' wellbeing impacts are mitigated.	

5. To foster public participation and engagement

Supports objective:	Risks / Considerations:
- The consultation achieved meaningful engagement (137 responses). 75% likelihood of visitation suggests it will be used for recreational and educational purposes. - The project itself has potential to involve volunteers, the History Group, schools, and community organisations. - Wide consultation reach (online, paper, and stakeholder outreach). - Clear community interest in shaping the proposal. - Transparent process that invited views.	- Boaters may feel marginalised if facilities they rely on are removed. - Proceeding without mitigation may alienate a group that is harder to engage. - Not proceeding may disappoint those who want increased heritage provision. - Either decision carries a risk of reducing trust or participation from one side.
Conclusion: The consultation supports the objective, but the decision must balance both groups to avoid excluding or disengaging either. Addressing boater needs (or considering an alternative location) is essential to uphold inclusive and meaningful engagement.	

6. Recognise the climate and biodiversity emergency and consider this as the basis of decision-making

Supports objective:	Risks / Considerations:
• The conversion reuses an existing building, minimising embodied carbon and avoiding new construction impacts. • Energy-efficient lighting, insulation improvements, and low-waste exhibition formats could be embedded into the project. • Encouraging walking/cycling to a Heritage Room aligns with sustainable travel objectives.	• None identified relating to biodiversity or climate, as no external works are proposed.
Conclusion: The proposal supports the objective, provided sustainable design measures are incorporated.	

Overall Assessment Against Objectives

The consultation results and proposal strongly support the council’s objectives of: heritage preservation; community engagement; resident well-being; sustainable, low-carbon development; and improving community amenities.

The misalignment identified relates to boater welfare, economic contribution, and tourism impact. This issue meaningfully affects the council objectives of: maintaining and improving amenities; tourism and local economy; and well-being.

Addressing these concerns—either through alternative provision or choosing a different location—will allow the project to fully align with all council objectives.

“ The decision must balance both groups to avoid excluding or disengaging either. Addressing boater needs or considering an alternative location is essential to uphold inclusive and meaningful engagement.

Options Assessment

There is strong support for the project, however mitigation should be implemented to ensure boater needs are addressed. Options are outlined below:

Option A-D	Detail	Feasibility Assessment	Conclusion
Option A	Convert to heritage room and provide/source alternative boater facilities locally	Would be too costly to develop new boater facilities. Query if other provision is available locally (potential cost implication to users) to meet need.	Further investigation required into other local provision.
Option B	Proceed but retain a reduced-size shower facility within the refurbished building	Space too small particularly with accessibility requirements.	Not feasible.
Option C	Seek alternative location for heritage room options such as community centre/library/village hall/'old toilets' on Saxilby Public Recreation Ground and update shower room for boaters.	This is potentially a more feasible and cost effective solution and may offer extended opening times compared to the proposed location. This option preserves boater amenities, responds to concerns raised, and provides an accessible and cost-effective solution for a heritage room in the community.	Feasible – explore options.
Option D	Replace shower room with heritage room and lose shower facilities.	Although the Heritage Room is supported, removing the boater shower facilities would negatively impact a vulnerable user group and conflict with the council's equality and community responsibilities.	Not recommended

SUMMARY

The consultation shows:

- Strong overall support for the concept
- Good anticipated usage
- Clear benefits aligned with council objectives

However:

- Opposition is concentrated on a single, legitimate issue: loss of important boater facilities, impacting on boaters well-being, as well as potentially the local economy.
- Failing to address this would risk reputational harm and reduce tourism impact, negating some benefits of the heritage project.

It is proposed a heritage project can proceed in the community, but not at the expense of boater needs.

RECOMMENDATIONS

1. That the committee notes the consultation results and report.
2. Clerk to explore feasibility of option A and C and bring back to committee with a preferred option.

Appendix 1: Qualitative Results

Id	Please give your suggestions
1	Would be better doing a display in the library or the village hall, village hall should be the preferred location, a good visible display could installed in the lobby area.
3	The Village Hall, it has a lot of history so a heritage centre would look great in there. Plus it will get boaters and visitors using the facilities like one stop, the chip shop, the Chinese & the anglers on the way to it.
9	No idea where it should be, but replacing the shower room with it isn't the right place
11	Library
16	The pavilion
19	Perhaps the Library? The Pav. ?
21	The library
22	In the Pavilion that residents are paying for the up keep of.
23	In the pavilion
26	In the community centre
29	Changing displays in village hall and community centre when wanted or needed. Leaflets and local information displayed in the community centre, which is welcoming hub for information and visitors. Leaflets in local shops and public houses.
30	The Pav? The village hall?
32	The Community Centre
33	Li[brary?]
34	Pavilions
35	Library and boards with information outside, giving access 24/7 Coop, village hall, café, could all have some leaflets and information.
39	This building has provided facilities for boaters for many years, and it is essential that those provisions remain. Many boaters have no sanitation on their boats, boats which are their only homes, and in order to maintain any standards of hygiene, they need these facilities.
41	At the pavilion ,library .Would encourage more use of building encourage visitors. Get boaters into the village
45	Library or Community Centre
62	The Library/Pavillion
77	Library
78	The Community Centre as a possible venue
79	St Andrew's Community Centre Library Village Hall
80	What about using what was the ice cream parlour?
81	Library
87	Possibly attached to the library
101	Near to the the local co op, more passing trade
104	Old police station?
105	Maybe Church Hall
107	Disused police station William Street
113	No sure how essential it is at all!
114	That area near the toilets has suffered some vandalism in the past so ideally you'd locate it a bit more centrally, but I think you are limited with locations. It would need some protection, though.

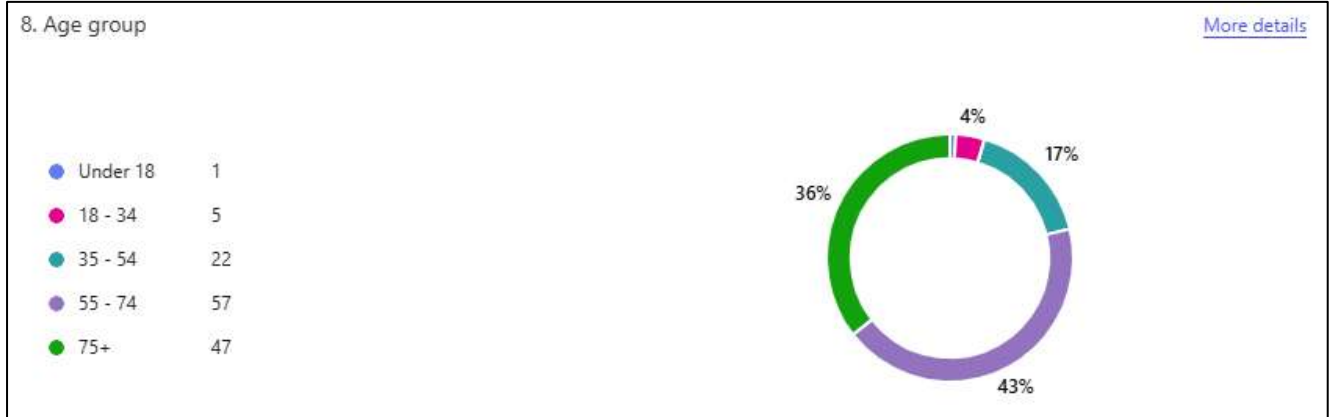
	Do you have any other comments or suggestions?
1	Keep the sluice and shower room for the boaters. If they were done up and the building not such an eyesore, more visitors would use them.
3	The area is too small for a heritage site, how about do the toilets up so visitors can use them. It's disgusting how we don't have any that are useable 24/7 and I feel sorry for the sun having to offer their facilities and they don't even stop for a drink just use the toilet.
7	Surely the boaters need to sluice room as well?
8	Brilliant idea, about time this village had some pride in its heritage.
11	Please stop using council tax £££ on these types of projects, Saxilby suffers the highest parish council tax precept in Lincolnshire at a time when many are suffering
16	The sluice is essential for the boaters who live and frequent the village. It is not feasible to take waste caddies on the bus to Torksey or Lincoln. Saxilby is a destination for boaters who bring much needed finance to the local economy. Do not insult local history by alienating boats and boaters.
17	In all our boating time 23yrs we have used the showers and sluice often. Don't close it as the up and coming boaters will have little or no facilities.
18	I didn't know there was a shower room and have never been sure if the toilets were open for use so any improvement on this would be a bonus
19	Keep the boaters facilities. In fact improve them. Maintain them better. Try welcoming the many boaters that enjoy staying over in Saxilby. There would be no canal without CRT licence fees taken from boaters.
21	No
22	It's a great idea, but please, please make a lovely shower & loo for boaters. We want them to have options when they visit. Let's make the most of it!
24	Build it by all means, but I doubt it would be maintained.
26	The facilities for boaters are important. Many boaters passing through, who would otherwise stay and support local businesses, move on because the facilities are not functional.
28	Where else in the village is there? Bridge Street is on the bus route, by the canal and has lots of visitors to that area.
29	A small isolated heritage room next to old boaters toilet is not the way to encourage visitors or residents to think highly of our village. Bring people into the heart of the village , to explore the shops and venues to see what the village is really about.
30	The waterfront end of the village should be the base of the whole village. We should be doing everything to make it more appealing for everyone to visit, not just the boaters. A heritage room, as nice as it would be, is not going to attract visitors or business.
32	This consultation breaches the Gunning Principles.
33	Library
34	Make the shower room usable with hot water again
35	Showers are important for boaters, for tourism and getting more people to the village. The boaters bring lots of tourism to the village. Local people do not require the heritage room but having information accessible in other places is useful.
36	Having had many happy narrowboat holidays I know how important shower rooms are. You cannot even consider closing it.
37	No
38	This would be needless expenditure by the parish council. We live in a digital age all the information about history and our local area is already available across the Internet and social media.

	QR codes on existing village notice boards would provide links to this information. If there are physical artifacts they could be displayed in the local library. QR codes for directions. While the boaters shower and sluice may seem frivolous to residents I suspect boaters are grateful of its existence. Remember visitors to the village are more likely to put extra money in the tills of local businesses so we need to encourage and keep them coming, not send them to Lincoln or Torksey, to spend money they would have spent in Saxilby. More effort should be made to expand the number of moorings on the canal. This brings cash into the village.
39	I have been informed, but have no evidence, that the parish council obtained this building from British Waterways or CRT with the proviso that facilities would continue to be provided. Already the council have failed over time with the provision of toilets, although I understand they have been restored now, but if the shower room is removed, there will be no possibility of it being replaced.
40	Whatever is finally decided, it would be good for boaters/visitors and locals to have the toilets open for use on a regular basis. It is a much needed facility.
41	If you are attracting boaters to visit they need a shower room. Do they really need lights on all night over the canal when the whole village is in darkness, boaters carry torches if! Turn off the lighting with street lights!
53	Maybe the school and scouting associations could be included and have an area in the room for displays etc
61	Pleased if the toilet facilities can be improved and maintained
65	Excellent idea!
66	It's great to see the facility being refurbished
67	Ensure advertised and posted well. I live on a boat.
76	If one is not wanted, then its location is immaterial.
77	Redo the public toilets, keep the shower and sluice room and get rid of the storage cupboard in the building
78	If the facilities are still being regularly used by people travelling by boats on the canal, then they should remain, and the Heritage Centre ought to be established elsewhere within the village.
79	The facilities for users of the canal need to be retained and upgraded to encourage waterfront usage and short term stop-overs. This would also boost footfall in the local shops and pubs
81	Reduce the parish council tax precept
82	As long as toilets are kept for public use think it great idea for those who visit on boats as well to know our history
83	Great idea.
85	Support to encourage funding for historical/informative education points
91	Feel this area would be appropriate and good use of the existing building
92	We need a public toilet
93	A perfect spot. Signage on Waterfront walkway for all amenities in the village for visiting boaters to our lovely village. If they know what we have to offer they might just use it. Please don't get rid of the sluice. Very important!
94	Do [boaters] all have their own showers on the boats? Signage to show visitors what's available in the village and when shops are open (opening times). Shops to help pay for this.
95	[Boaters] have their own showers. Signage to show boaters what the village offers in terms of shops and amenities (shops to pay for the signage)
99	A perfect spot
101	The shower room is a vital amenity to moored and passing boats, as has been stated similar facilities are located a distance away and many boats do moor in Saxilby
103	Security

111	Think this is a really good idea. Other villages have something similar and perhaps if there are some photographic boards, then they could be changed every now and then and go into the library for people to see. That way they will find out about the Heritage Room and take friends and family there.
113	Keep all the boater facilities, many of the poorest boaters are ex military, some of their boats have no running water, they live on boats because they have been mentally damaged by the consequences of serving in war zones and need to be able to escape the pressures of towns and people. The shower facilities are essential for these brave men, don't take them away!!!
114	nope
133	How would you keep the room safe from vandalism?
134	Needs to be on Waterfront. Get younger people involved.

Appendix 2: Respondent Demographics

Age demographics



Respondent demographics

