Saxilby with Ingleby Parish Council

Consider options to enclose the stairwell and library, add accessible ground floor toilet, and an entrance foyer.

Report to: Full Council

Date: 2026/12

Report by: Clerk

Power/duty which decision falls under:
Local Government Act 1972, s.133 – Power to provide and maintain buildings for the purposes of the council's functions and community use and Local Government Act 1972 s.111 (incidental powers)

Which council objective(s) it falls under:

- Maintain and improve community facilities and amenities
- Improve the well-being of residents

Public Sector Equality Duty
Consider how policies/decisions affect those protected under the Equality Act)
The proposal supports accessibility and safety for all users of the building, including those with protected characteristics under the Equality Act 2010.

Enclosing the stairwell and library will improve the safe management of the building and reduce unauthorised access. Consideration will be given to ensuring that any new door arrangement remains compliant with accessibility requirements, including ease of access and fire evacuation procedures.

Duty to conserve and enhance biodiversity
The proposal relates to internal building alterations only and is not expected to have any direct impact on biodiversity. No external works, habitat disturbance, or loss of green infrastructure are proposed.

Consideration on carbon reduction:
The enclosure may support improved heat retention and energy efficiency within the building by reducing heat loss through the stairwell and improving zoning of the internal space. This may contribute to lower heating demand over time.

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)

Yes.

Consideration of risk management in relation to the proposal[1]

Risk Area	Risk Present / Description?	Likelihood	Impact	Risk Rating	Mitigation & Contingency
Decision Making / Strategic	Failure to improve security and fire separation could expose council assets and users to avoidable risk	Medium	High	Medium	Formal council approval and documented specification
Finances	Cost of construction and potential variation costs Potential to reduce centre costs, if area secured	Medium	Medium	Medium	Obtain quotations and ensure budget provision before works commence
Property	Risk from fire. Risk of unauthorised access to library contents and equipment.	Medium	Medium	Medium	Install enclosed wall, secure door and appropriate lock system
Staff / Operational	Difficulty supervising library use and securing stock outside of its opening hours	Medium	Medium	Medium	Improved separation of spaces and controlled access arrangements
Legal	Fire safety compliance must be maintained, including escape routes and fire door standards	Medium	Medium	Medium	Ensure works comply with fire regulations and building requirements
Written/Verbal Communication	Poor communication with users before or during any works may cause confusion	Medium	Medium	Medium	Clear signage and advance engagement and notice of temporary disruption is proceed
Insurance	Potential impact on insurance cover if risk mitigation measures are not implemented	Low	Medium	Medium	Confirm compliance with insurer expectations and notify changes if required
Inspection / Events	Temporary disruption during installation works	Medium	Low	Medium	Schedule works to minimise disruption and maintain safe access

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

REPORT

Background

The library currently shares open access with the stairwell, raising concerns regarding fire safety and the security of library contents. The open arrangement increases the risk of fire spread and unauthorised access to stock, equipment, and resources, particularly when the library is unattended or when other parts of the building are in use.

The annual fire risk assessment for the St Andrews Community Centre (2025) identified non-compliance with current fire safety best practice and compartmentation standard. This risk can be addressed by enclosing the staircase, separating it from the library.

Fire Risk Assessment: St Andrews Community Centre, Saxilby

MEANS OF ESCAPE & PROTECTION				
The means of escape is the route that a person takes from any point in a building to an external area where they are safe from a fire. The protection to the means of escape is the fire-resisting construction and factors such as directional signs and emergency lighting that make the route safe for employees in a fire situation				
NO.	**CONTROL MEASURE**	**Y/N/NA**	**ACCEPTABLE**	**COMMENT**
58.	Are all internal staircases fire protected?	**N**	**N**	**Significant Hazard:** Guidance standards and modern building regulations state that external escape staircases should not form part of the means of escape for the general public. The internal staircase is not a protected staircase as a fire located in the library would reach the top of the staircase unhindered. **People At Risk:** The occupants of the upper floors. **Existing Control Measures:** Non **Measures Adequate:** No **Further Action Required:** To improve the means of escape from fire the internal staircase could be protected partially by providing fire doors/partition at the base of the staircase to the library. This will enable another escape route from the first-floor as occupants at the base of the stairs will have an alternative of either travelling through the library or to the main entrance. Further advice should be sort from the local building authority, West Lindsey District Council. **Priority:** Medium

First Call Fire Risk Assessments: 27 May 2025: REPNo0001939

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An item (Ref FC26/123 31) was brought to May 2026 Full Council and back to June 2026 Full Council (Ref FC26/147 23) for consideration. Council agreed to appoint an architect to develop and present design options that addressed the H&S and security requirements for the library/stairwell area and explore other opportunities to enhance functionality, accessibility, and layout for the ground floor entrance lobby and reception space.

Meetings were sought with councillors and the architect to seek to more clearly establish the council's objectives, requirements, and desired outcomes. Feedback was shared by email from councillors. This report seeks to bring together the options, for council consideration.

Option 1: H&S and Security

Summary: Internal works to fire partion stairs and enclose library, enclose bar, and add downstairs accessible toilet/baby change in current entrance lobby/bar footprint.

Pros: Creates formal entrance lobby, fully encloses stair well to reduce fire risk, increases security of library, retains heat in library and bar

Cons: Loss of % of bar/lobby footprint for accessible toilet, loss of library area for corridor to toilet – however shelves could be moved forward to back up to the corridor wall

Option 2: Expanded brief to review building configuration for user

Objective: Create a welcome foyer space for entry in addition to H&S changes.

Summary: Internal works to fire partion stairwell and enclose library, in part of current library footprint create new entrance lobby and add downstairs accessible toilet/baby change.

Pros: Creates formal entrance lobby, encloses stairwell to reduce fire risk, increases security of library, larger bar area if exisiting low level partion removed, retains heat in library and bar

Cons: Significant loss of useable library footprint for entrance lobby (passing through area), less accessible toilet with user traffic around lift/toilet area. Foyer introuduces new covered area which encourages congregation of groups and associated ASB.

Alternatives

Status Quo

This is not recommended as improvements could be made to enhance the safety and security of the building and its users.

Enclose Frontage

Further option to enclose community centre frontage, but limitation to extend out beyond the building footprint unless permission given by other parties as the area is not leased by the council, so limits benefits.

Goals

- Improve building safety for users
- Improve security of the library and bar
- Improve accessibility
- Protect council assets, stock, and IT equipment
- Improving local facilities – more welcoming and user friendly

Assumptions

a. Existing building layout supports the proposed enclosure (supported by background research)
b. Fire-rated materials can be installed without major structural changes
c. Funding can be met from building maintenance budgets and reserves

Constraints

- Budget availability
- Contractor availability
- Compliance with building regulations, fire regulations, and accessibility standards
- Need to minimise disruption to library services and centre bookings

Business Case

The current open access arrangement presents avoidable risks to council property, library stock, and building users. The project provides benefits:

- Improved protection of users and public assets
- Reduced insurance and security risks
- Better fire safety management
- Improved staff oversight and operational control
- Greater confidence for library users and hirers
- Improved fire safety through better compartmentation of the building
- Increased security for library stock, IT equipment, and council assets
- Better control of access to the library space
- Improved safeguarding of community resources
- Potential improvements to heating efficiency through better space separation
- Potential to reduce centre costs through changing the current staffing model

Failure to act may result in continued exposure to preventable risks, potential insurance concerns, and future higher costs if damage or non-compliance occurs.

The project is considered preventative in nature and aligned with good asset management and responsible community management practices.

Excluded

- External building alterations
- Full library refurbishment
- Major structural redesign of the building

Roles and Responsibilities

Role	Responsibility
Full Council	Strategic approval, budget authorisation, contractor approval
Clerk	Project management, procurement, compliance checks
Contractor	Delivery of physical works
Facilities Supervisor & Caretakers	Operational coordination and access management

Stakeholders

Stakeholder	Method	Frequency
Councillors	Council reports	At key stages
Staff and volunteers	Internal updates	As required
Library users	Notices/signage	Prior to works
Centre hirers	Direct communication	Where disruption may occur
Insurer	Formal notification	Following completion if required

Planning permission is not required. However, as the building is a public building, Building Regulations will be required, which requires architect input to undertake the drawings and submit a Building Control Notice, to ensure the building is compliant.

Project Budget

The project was listed on the 2026/7 budget as a capital expenditure option, and finance built into the building maintenance budget. Costs include:

- Contractor labour
- Fire-rated wall construction
- Secure fire-compliant door installation
- Internal glazed panel
- Making good
- Reconfiguring the lift door opening direction to provide access from the new corridor, as the current arrangement would otherwise prevent entry and exit.

Costs:

a. Contractor to partition
£3,500-7,000 Estimates based on original quotes (lowest quote for option one was £3,500)

b. Change lift door opening direction
£2,700 Dalby Engineering (specialist)

c. Fire Detection
£300 Lindum Fire (specialist)

Total £6,500-£10,000

Budget was included in the general building maintenance budget and capital expenditure for 2026/27 when the paper was originally brought to council at the start of the financial year. Due to now being approaching month nine the budget has now accounted for other centre works.

There are sufficient funds in capital expenditure to initiate the lift works, which are required prior to the enclosure works, but not to cover the whole project. This would increase accessibility for staff and users and initiate the project.

Discussion

The preferred option should be one that addresses the identified fire safety concerns and accessibility requirements most effectively, preserving the long-term functionality of the library and bar, and making the centre welcoming for users and that has the least impact on users.

Discussion and Options Appraisal

The Council has an opportunity to address the identified fire safety and security concerns at St Andrews Community Centre while considering how the ground-floor layout can best support the building's wider community use.

Both options would provide a degree of separation between the stairwell and library, improve control of access to the library, and create a more clearly defined entrance arrangement. The principal differences relate to the use of existing floor space, the effect on the library and bar, accessibility, and the operational benefits of creating a dedicated foyer.

Option 1 – Health, safety and security

Option 1 provides a more direct approach to addressing the identified risks while making use of the existing entrance lobby and bar footprint to accommodate an accessible toilet. Although this would reduce the available bar and lobby space and require some library reconfiguration to accommodate the corridor, it would avoid dedicating a larger proportion of the library to a new entrance foyer.

This option offers a practical balance between improving fire safety, securing library contents, maintaining the functionality of the community centre and improving accessibility. A draught lobby could also be considered to support heat retention, although this would incur additional costs and would need to be assessed against the available space and the building's access and evacuation requirements.

Option 2 – Creating a more welcoming entrance

Option 2 places greater emphasis on creating a welcoming entrance and seating area. It could provide an improved arrival experience.

However, the foyer and accessible toilet would occupy part of the existing library footprint, reducing the space available for library activities and stock. The proposed arrangement may also result in more movement and congregation around the lift and toilet access area.

The council would need to consider whether this would provide a sufficiently accessible and practical arrangement for all users, particularly those with physical disabilities.

The potential benefits of a foyer should therefore be weighed against the loss of library space and the operational implications of creating another shared circulation area.

Preferred Option

On the information currently available, Option 1 is the preferred option, as it appears to offer the better balance between addressing the identified health and safety risks, protecting council assets, improving accessibility and retaining usable library space.

Option 2 offers a potential improvement to the entrance experience, but these benefits need to be balanced against the loss of library space, the impact of this, and the implications for movement, access and supervision.

The principal justification for the project is to address the fire safety and security concerns identified in the 2025 fire risk assessment and accessibility concerns. The wider layout improvements are

secondary benefits and should not compromise the effectiveness of the safety and accessibility measures.

Decision Required
The council is asked to consider the report and agree for user engagement.

Engagement
As this proposal has implications for different building user groups it is recommended the plans are shared with users and groups for their comments regarding the different options, prior to a final decision being taken on the layout.

RECOMMENDATION(S):

1. To use £2,700 from Capital Expenditure to undertake the lift door works
2. To engage with local groups and users to obtain feedback on the plans and bring back comments to February Full Council.
3. To seek to incorporate funds into the 2027/28 budget to facilitate enclosure works.