

Cabinet Meeting on Wednesday 15 December 2021

Burton Town Deal – Proposed Library Move



Cllr Philip White, Deputy Leader and Cabinet Member for Economy and Skills said,

“The Towns Fund offers a once in a generation investment in the town – from central Government and at no additional cost to local taxpayers – to help the economy recover from the pandemic and respond over the long-term to people’s changing shopping habits. The library project is one of a series of interlinked proposals to breathe new life into the town centre.

Should the library proposal go ahead this would support future regeneration of the Washlands area using the current library building, with a new visitor centre a strong possibility. We will take on board all the feedback we have received before making an informed decision.”



Cllr Victoria Wilson, Cabinet Member for Communities and Culture said,

“We have for many months now set out the reasons behind the proposed library move and conveyed these through our comprehensive public consultation and engagement programme. These include the ability to restore a valuable heritage building in the Market Hall and giving the building a secure long-term future. In addition, it would bring more people to Market Place outside, offering opportunities to new and existing businesses in what is currently an under-used part of the town centre. The proposals would allow us to effectively move other county council functions into the building

and provide services for small businesses.

We have a strong track record in library service transformation and modernisation and aim to emulate the success of the projects in Lichfield, Newcastle-under-Lyme and Stafford which have proved hugely popular in

those communities. We want to offer the same quality of facilities to the people of Burton.”

Report Summary:

This report details the outcome of the public consultation and provides an update to Cabinet on the proposal to relocate Burton Library from its current location to the Market Hall, Market Place, Burton upon Trent as part of the Burton Stronger Town Deal.

Recommendations

We recommend that Cabinet:

- a. Considers progress against the four criteria agreed in August 2020 and the outcomes of the public consultation and having taken all of these elements into account decides whether it wishes to proceed with the relocation of Burton Library and consolidation of other County offices into the Market Hall and Crossley House

Local Members Interest	
Conor Wileman	Burton Tower
Arshad Afsar	Burton Town
Syed Hussain	Burton Trent
Philip White	Dove
Bernard Peters	Horninglow & Stretton
Julia Jessel	Needwood Forest

Cabinet – Wednesday 15 December 2021

Burton Town Deal – Proposed Library Move

Recommendations of the Deputy Leader and Cabinet Member for Economy and Skills and the Cabinet Member for Communities and Culture

Recommendations

We recommend that Cabinet:

- a. Considers progress against the four criteria agreed in August 2020 and the outcomes of the public consultation and having taken all of these elements into account decides whether it wishes to proceed with the re-location of Burton Library and consolidation of other County offices into the Market Hall and Crossley House

Report of the Deputy Chief Executive and Director for Families and Communities

Reasons for Recommendations:

1. Further detailed development of the project proposals alongside the findings of the recently completed public consultation have provided additional insight which will inform the original proposals.

Report Summary

2. In December 2020 East Staffordshire Borough Council (ESBC) submitted a £25m Town Investment Plan to MHCLG as part of the Stronger Towns Fund programme. The bid received an earmarked funding allocation for seven inter-dependent projects of £22.8m in March 2021 which was increased to £23.8m in August 2021.
3. ESBC are the accountable body with responsibility for project management and submitting the final proposal. A Burton Town Deal

Board, chaired by Mr. Ben Robinson, Chairman of Burton Albion Football Club has been established to oversee the development all the projects.

4. A consortium approach was taken to develop the Town Investment Plan. SCC are represented on the Board by the Deputy Leader and Cabinet Member for Economy and Skills and the Cabinet Member for Communities and Culture with officer support from the Strategic Delivery Manager and Libraries & Arts Manager.
5. Further to identifying funds at the Town Investment Plan stage it was a requirement of each project sponsor to prepare a Full Business Case for their individual projects, to Central Government's Green Book standard.
6. SCC is the project sponsor for the Library and Enterprise Hub, which now has an identified allocation of £6,991,549 from the Town Fund, and a proposed contribution of £1,067,000 from SCC from its Investment Fund.
7. Further public consultation upon the proposals was a pre-requisite of preparing the Full Business Case. A copy of the Burton Town Fund Grant allocation and conditions are provided at Appendix 1. Cabinet's attention is drawn to the statement on page 2:

"if the proposal is to cancel or replace a given project, MHCLG cannot guarantee that equivalent funding will be assigned to alternative projects."

8. This report describes the outcomes from the public consultation upon the relocation of the library service which took place over the summer.

Background

9. In July 2019, the Government announced a £2.6 billion Stronger Towns Fund programme, and ESBC were invited to bid for resources to improve Burton. An indicative £25 million was initially made available and could be drawn down over a period of up to 5 years. Interventions that could be supported through the Towns Fund include, Local Transport, Digital Connectivity, Urban Regeneration, Planning and Land Use, Arts, Culture and Heritage, Skills and Enterprise infrastructure.
10. Community engagement and consultation is a requirement of the bid process to ensure local ownership of the plan. At their meeting on the 19th August 2020 Cabinet agreed the following recommendations:
 - a. the potential library move into the Market Hall is presented for public consultation as part of the wider Burton Stronger Towns Fund community consultations

- b. the principle of moving the library into the Market Hall if the four key criteria set out at paragraph 17 can be achieved, delegating the detail, including tenure arrangements, to the SCC Property Sub-Committee
 - c. the principle of making a capital financial contribution towards the relocation of the library to the Market Hall, which would be required if existing SCC office space were consolidated into the existing library site
11. The four key criteria set out in paragraph 17 of the original Cabinet report were as follows:
- a. Capital financial support is agreed by the Burton Town Fund Board
 - b. The proposal delivers the relevant Property MTFS revenue savings
 - c. The proposal can be shown to increase town centre footfall and vitality
 - d. The proposal facilitates broader regeneration activities on the existing library site

Progress against the four key criteria tests

12. **“Capital financial support is agreed by the Burton Town Fund Board”** This will be achieved if ESBC, as the accountable body, and Central Government approve the Business Case which is appended in draft to this report. The original bid to Government was for £7,300,000 and was supported by a County Council contribution of £727,000. Currently the identified funding from the Board is £6,991,549 which is lower than original bid. This represents a proportional reduction which has been made to all successful projects due to a reduced amount being awarded by Central Government to the Burton Town Deal Board. The shortfall between the original bid and the grant earmarked has been supplemented by further SCC investment funding which has been set aside for this scheme, up to a maximum of £1,067,000. The period between the original bid to Government being submitted in December 2020 and December 2021 has seen unprecedented construction inflation and the project currently has an un-funded gap of £1,036,382 which the County Council is unable to meet. Further details are set out in paragraphs 41 and 42. A letter has been received by the Leader from the Chairman of the Town Deal Board, Mr. Ben Robinson outlining that if the business case for Project E identifies the relocation of the library into the Market Hall as being the preferred option, he will ask the Town Deal Board to support the project and approve the original capital funding from the Towns Fund (£6,991,549) that has already been identified and

supported by the Board in principle. The un-funded shortfall will require further examination by East Staffordshire Borough Council, as accountable body, the Town Deal Board and Government. The County Council stands ready to work with the Borough Council and others to seek alternative external funding to bridge this gap if it cannot be met by a further increase in funding from the Town Fund. The Business Case demonstrates a Benefit to Cost Ratio of 2.2:1 should the additional funding be secured, which is considered by Government's DLUHC Appraisal Guide as a "High" value for money project.

13. **"The proposal delivers the relevant Property MTFS revenue savings"** The Full Business Case analysis shows that the option of moving the library to the Market Hall and Crossley House is the most cost-effective option in achieving the stated aims of the Property MTFS revenue savings if an additional £1,036,382 of external funding can be secured. The difference between the annual revenue costs of the "do nothing" option (option 1) and moving to the Market Hall and Crossley House (Option 8) is estimated at £91,000 per year if the funding shortfall can be met with additional external funding (shown as option 8b in Appendix 9). This compares favourably with the option of consolidating some of the SCC's services within the existing library site (option 2). The difference between option 2 and option 8b represents a difference to Staffordshire's taxpayers of £65,000 per year. However, the analysis set out in paragraph 55 shows that the cost of borrowing would erode the difference between option 2 and 8 to only £17,000 per year if the County Council were to have to borrow the un-funded gap (shown as option 8a in Appendix 9).

14. **"The proposal can be shown to increase town centre footfall and vitality"** At present the full impact is unknown as it will depend on how ESBC choose to deal with the relocation of their current tenants of the Market Hall and the decisions taken by the affected traders. East Staffordshire Borough Council has indicated an intention to support the affected traders to relocate. The Business Case assumes that they will be relocated elsewhere within the town centre and therefore this footfall will not be lost to the town. The public consultation has evidenced that of the 1,161 responses only 37% visited the market stalls regularly (regularly defined as at least once per month). The proposals for the new library and enterprise hub include a café and public toilets. These two existing facilities within the Market Hall were the second and third most popular reasons for visiting the venue, at 30% and 26% respectively. It is anticipated therefore that this footfall will not be "lost" or "displaced elsewhere" but will remain within the Market Hall. In addition to the retained footfall, the library, has an anticipated uplift of 40% which has been seen elsewhere in Staffordshire when the library offer is modernised plus the footfall to the public sector hub and

Registration Services. A calculation of the anticipated footfall that will be generated by the County Council's proposals for the Library and Enterprise Hub are provided at Appendix 3. These indicate an additional footfall of 189,471 per year on the Market Place area of the town centre, an uplift of 83% on the current Market Hall footfall.

15. **"The proposal facilitates broader regeneration activities on the existing library site"** This would be achieved through the delivery of an associated Burton Town Deal Board project led by ESBC. This project is progressing in parallel to the development of the library project. Following public consultation, a final masterplan will be consulted upon shortly. The most likely option for the existing library site will be the creation of a Washlands Visitor Centre. This will provide a gateway to an improved Washlands Park and associated café / restaurant and bike hire facility. A letter from the Leader of East Staffordshire Borough Council outlining how "the use of the library area is fundamental to our plans both as the Borough Council but also as a wider Towns Fund partnership looking to deliver on the whole vision of the Burton Town Investment Plan" is included at Appendix 4. Also included in Appendix 4 is the analysis of the latest Project D proposals, as referenced in Cllr Goodfellow's letter, which highlights the creation of a Washlands Visitor Centre on the site of the existing library as being the third highest ranking of nine proposals considered through the latest public consultation exercise. Complementary funding from the Greater Birmingham and Solihull Local Enterprise Partnership has been secured for a major environmental enhancement project, incorporating a new play park, near the site. The site will also benefit, subject to Government approval, from a new footbridge over the River Trent (item 10 on this Cabinet agenda) which will create a traffic free access into town from the communities east of the river.

Library and Public Sector Hub public consultation

16. In preparation of the original Town Investment Plan, ESBC completed a short public consultation between 3rd and 11th October 2020. This was part of the final selection process of projects to be shortlisted in the bid submitted to Government. At that stage the library project received a net score of 0%, the lowest of the submitted projects.
17. A net zero score indicated that as many people were for the project (42%) as were against (42%). The sample size was 861 and responses were via a Survey Monkey poll. See below (a larger version is available at Appendix 5):

	For (%)		Against (%)		NET Support Ratings at the project level
A Community Sports Hub (Burton Rugby Club)	62.5	18.53	8.54	18.93	69% (For 81%, against 12%)
D High Street Linkages	29.11	39.86	11.96	8.33	51.5% (For 69%, against 17.5%)
G Trent and Mersey Canal Towpath Improvements	24.45	41.61	15.21	19.06	46.5% (For 65%, against 19.5%)
H Cycle Network Enhancements	22.66	39.95	16.93	8.46	39.5% (For 63%, against 23.5%)
J College Specialist Education Offer	21.07	29.90	17.07	8.78	27% (For 51%, against 24%)
K A5180 St Peter's Bridge Corridor Improvements Phase 1	18.28	32.15	16.56	8.34	25% (For 50%, against 25%)
I A511 Corridor Improvements	16.34	33.06	19.16	9.95	19% (For 48%, against 29%)
F New Pedestrian & Cycle Crossing over the River Trent	27.74	22.99	21.05	12.27	17% (For 50.7%, against 33.3%)
B Heritage Hotel (Sinai Park House)	25.63	23.94	19.47	13.42	16.5% (For 49.5%, against 33%)
C University Learning Hub	16.50	32.77	21.36	12.01	16% (For 49%, against 33%)
E Library & Enterprise Hub (Market Hall)	16.65	25.39	23.21	18.99	0% (For 42%, against 42%)

KEY

- Strongly Support
- Support
- Strongly against
- Against

Projects A, B and I have not been selected, please see Section 2.2 on page 31

18. Given the polarisation of views, alongside the requirement for SCC to consult upon a major library relocation, it was agreed that a wide-ranging consultation would take place. The public consultation was conducted across an 8-week period, beginning on Monday 19th July 2021 and closing on Friday 10th September 2021.
19. A wide range of opportunities were provided through this consultation for members of the public to engage with the project team, consisting of the Strategic Delivery Manager, Library and Arts Manager and Strategic Property Project Manager.
20. The survey was available both online and as a paper copy. Throughout the consultation residents had access to a Frequently Asked Questions on the SCC website. Pop up banners which provided details of the project were on display within the library.
21. The survey was supported by face-to-face engagement sessions as detailed below:
 - a. Six face to face focus groups and two online focus groups were held at the library
 - b. Pop up events at the Market Hall, Coopers Square indoor shopping centre and Burton & South Derbyshire College
 - c. Four drop-in sessions on the mobile library service in the larger villages around Burton (Tutbury, Stretton, Branston, Rolleston)
 - d. Public meeting for up to 100 people at the Pirelli Stadium, hosted by a neutral presenter, Matt Teale, from Central News
22. Prior to the start of the public consultation, a public protest was held outside the Market Hall on Saturday 22nd May 2021. There was a further protest on Saturday 11th September 2021. Both events were peaceful. It is understood, via local media, that a newly formed protest group, named Burton Market Action Group, will be putting forward alternative

proposals based upon re-purposing the Market Hall as a food hall and fresh produce market.

23. 1,161 questionnaires were completed during the eight-week consultation period, of which 195 were paper copies. The survey provides views and responses which are considered an overall statistically robust representation of the views of the target population. However, the survey is self-selecting and there was an under-representation of younger respondents (aged 18-44) and an over-representation of those aged 45-74 (when compared to the demographics of the 10 key wards in and around Burton):
- a. 77% of respondents indicated that they are opposed to the move.
 - b. 74% disagree that the move will generate additional footfall in the Market Place
 - c. 66% disagree that the move will safeguard the future of the Market Hall
24. 781 respondents left detailed free text feedback. 46 email enquiries were received, 27 asking for further clarification and 19 letters of objection. All but one of these were from individuals, the exception was a letter of objection from Burton Parish Council.
25. SCC officers engaged with 338 residents at the face-to-face events. The themes expressed at these were consistent with those expressed through the online questionnaires.
26. The strength of objection is highest amongst respondents who said they were regular library users or living within the eight Burton wards.
27. All free text comments, plus the comments made at the focus groups, pop-up events, drop-in sessions and the public meeting have been analysed by "theme". These free text "themes" are presented in full at Appendix 6. The key reasons for opposing the move are as follows:
- a. Happy with the current library offer / location
 - b. Concerned over lack of facilities / parking / access
 - c. Concerned what will happen to market and market traders
 - d. No need for change / waste of money
 - e. Spend the money on the Market Hall
 - f. Concerned what will replace the library
28. The reasons for opposing the move have been fully considered. A full Community Impact Assessment (CIA) has been completed and the Executive Summary is attached at Appendix 8. The CIA sets out the benefits and risks of the proposal, making recommendations to ensure that any impacts are mitigated where possible.

29. Respondents to the survey expressed concern about a lack of facilities and parking. If the relocation is progressed, Burton Library will be smaller than the existing Library, however the range of services will be maintained, and the entire library offer will be located on the ground floor which will improve access. In addition, parking in the immediate vicinity of the Market Hall will be reviewed to increase access to disabled parking, short term parking and spaces for parents with children as described in paragraph 34.
30. Concern was also expressed about the market and market traders and what would replace the library. Appendix 4a and 4b set out ESBC's proposals for the existing library site and "the relocation of remaining small number of market hall traders" which will help protect those small business interests. This information was not available during the public consultation
31. Respondents were asked to rank which elements of the library offer they valued the most. These are as follows:
- a. Range & availability of books
 - b. Information & advice
 - c. Parking
 - d. Café facilities
 - e. Helpfulness of staff
32. If the relocation goes ahead, the range and availability of books may reduce slightly. However, it should be noted that this has happened within recently relocated libraries and book loans have still risen. It is important to note that popular titles are available on demand and that less popular titles are available via request.
33. No changes to the Burton library staffing establishment are planned and therefore access to information and advice or the availability of helpful staff will not be impacted if the library is relocated.
34. An analysis of existing parking opportunities within the vicinity of the current library site and the Market Hall has been completed. This evidences that spaces immediately adjacent to the existing library are greater than at the Market Hall. However, the Market Hall has more spaces within a 250-metre walk than the existing library. Availability of dedicated disabled spaces and parent and child spaces would need to be increased in the immediate environs of the Market Hall if the relocation proceeds. These spaces are predominantly provided through on-street parking which is managed by SCC and therefore within the SCC's span of control.

35. A commercial café has been part of the SCC's plans and would be located at the front of the Market Hall, facing Market Place. This will provide an opportunity to increase footfall and enhance the café culture of the Market Place by creating an informal space within the library for people to meet.
36. Three separate pieces of correspondence expressing opposition to the proposed relocation of Burton Library into the Burton Market Hall has been received from the local County Council Members for Burton Town, Burton Trent and Burton Tower divisions. The first two are presented as a single appendix at Appendix 7a and the third one is presented at Appendix 7b.

Development of the proposals since public consultation

37. The outcome of the Listing application by Historic England is still unknown at the point of publishing this report. Historic England has indicated that they also intend to undertake a scheduling review on the Burton Abbey Scheduled Monument after they have concluded the Listing application. This delay has added an element of unknown and potential delay into the project programme. During the consultation comments have been made about the impact of some of the proposals would have on the fabric of the Market Hall and the potential to adversely affect the character of the building and particularly the Scheduled Monument which lies beneath the Market Hall.
38. Architects have reviewed the design proposals if the acquisition of the adjacent building, known as Crossley House, is possible. This building is owned by East Staffordshire Borough Council and is currently being marketed for lease.
39. The acquisition of Crossley House, along with some modest alterations, would enable Registration Services to be located within this building. The building has some private external space which would lend itself to wedding photographs after services, something that the registration service has referenced as a loss at the existing site where the Remembrance Gardens are often used for this purpose.
40. This would enable the entire first floor of the Market Hall to be used as office space and therefore significantly reducing the rear balcony extension previously proposed. The result would be a less intrusive design proposal which would remove the need to excavate any new foundations in the vicinity of the Scheduled Monument, removing significant risk of unforeseen delay, and associated costs, from the project.

41. Moving the Registry Office to Crossley House would also remove the need for any member of the public to use the first floor of the building, something which would have been necessary with the option presented for public consultation (option 7). Removal of the public from the first floor will simplify the “means of escape” routes in the event of a fire for Building Regulation purposes as the occupants would all become familiar with the layouts over time.
42. Since the original proposals were developed and costed (August 2020) and the finalisation of the Business Case the United Kingdom’s construction market has faced an unprecedented series of challenges, some of which have been worldwide, such as Covid 19, and some nationally, such as the effects of Brexit. In addition, the local construction market is particularly buoyant with significant projects in the local area such as HS2 and the Commonwealth Games. The combination of these unique set of circumstances has led to a significant rise in tendered prices over the last 12 – 18 months.
43. This has driven the estimated costs of the construction work at today’s prices to be well above those previously anticipated when submitting the bid to Government. Prices are predicted to continue to rise over the next year before plateauing in 2023/4. Therefore, an additional allowance in accordance with the Tendered Price Index has been applied to reflect the future inflationary pressures anticipated until the mid-point of the proposed construction programme as set out in the Business Case.

Staffordshire Libraries

44. Libraries can be a fundamental part of High Street regeneration. Over the last six years Staffordshire County Council has demonstrated their commitment to modernising our library offer in relocating three libraries into new buildings.
45. Stafford Library moved into our corporate building – July 2015. Newcastle Library was relocated into a community hub with the Borough Council, Police, Families First and Aspire Housing - July 2018. Lichfield Library moved into a former church sharing space with a community arts organisation and Tourist Information Centre – December 2018. All three library buildings are smaller than the buildings that were vacated and if Burton Library does relocate into the Market Hall, Burton would still be the second largest Staffordshire Library.
46. The rationale behind all three relocations was to bring increased footfall into more centrally located library spaces and key areas of town centres. During its first year of operation the new Lichfield library saw a 97%

increase in footfall, 85% increase in new membership and a 19% increase in stock issues. The learning from the Lichfield relocation inspired confidence in rejuvenating historic buildings and the success of the Lichfield Library relocation influenced our decision to consider the proposal to relocate Burton Library.

47. With High Street stores closing, post COVID, libraries will remain safe, welcoming civic spaces, accessible to all and libraries therefore have the potential to expand their role as an anchor within town centres.

Legal Implications

48. At the Cabinet meeting on 19th August 2020 Cabinet agreed to the principle of moving the library if the four criteria set out in paragraph 17 of the original Cabinet report could be achieved (see para 10 above). Cabinet therefore needs to weigh in the balance whether it is satisfied that these four key criteria have been achieved sufficiently to decide that the relocation of the library should proceed.
49. In addition to the key criteria, it is necessary to take into account the outcome of the public consultation with regard to the move of the library. If Cabinet is satisfied on this basis that the relocation is a reasonable decision to make given the above and the fact that the library service is not being fundamentally altered or diminished and will still be provided in the Town Centre, then this would be a defensible position to any challenge.
50. The Business Case is predicated on a potential land exchange between SCC and ESBC. Due diligence is currently being undertaken on both the Market Hall and Crossley House sites. There is a restrictive covenant on the existing library site, held by Molson Coors brewery which prevents the manufacture, storage or sale of alcohol; this will need to be factored into the Borough Council's plans for re-use of the site or be subject to negotiation.
51. Independent land valuations have been received for the existing Library, the Market Hall and Crossley House as part of the Business Case preparation. The combined valuation of the Market Hall and Crossley House, owned by ESBC, is greater than that of the County owned property at the existing library. If an exchange for unequal value is to proceed (whereby no additional consideration is payable by the County), then this will require a decision by ESBC to undertake the land swap at an undervalue, as required by s123 Local Government Act 1972. There are no undervalue considerations anticipated for the County Council. The conclusion of the land exchange will be dependent upon future consideration by East Staffordshire Borough Council.

52. It is proposed that the final detailed terms of the land exchange be considered by the Property Sub Committee.
53. Submission of the Final Business Case to ESBC, as the accountable body for the Town Deal funding, requires the signature of the Senior Responsible Officer and the Chief Finance Officer (County Treasurer). Following review and scrutiny by ESBC up to seven Business Cases will then be submitted to Government via the Town Deal Board in March 2022.

Resource and Value for Money Implications

54. Appendix 9 sets out the estimated costs of each of the interventions being considered by SCC through the Business Case preparation stage. These figures have been agreed by the County Council's s151 officer. Options 5, 5a, 6 and 7 are essentially all the same option in terms of their physical layout, the difference is the amount of external funding used in the financial calculation. Only option 7 is presented now that the final funding allocation from the Town Fund is known. The value of external Town Fund contributions related to each missing option is as set out below;

Option 5 – original funding request £7,300,000

Option 5a – assumes no external funding secured

Option 6 – original Town Fund allocation £6,698,000

Option 7 – current earmarked allocation £6,991,549

55. Option 8 within appendix 9, details the financial impacts of moving the existing library into the ground floor of the Market Hall, moving Registration Services into the adjacent Crossley House and consolidating all other SCC staff employed within Burton onto the first-floor Market Hall spaces, with some shared meeting spaces on the ground floor.
56. Option 8 represents the best configuration of the buildings whilst minimising the impact on the Scheduled Monument and is the preferred option. It is the highest capital cost option, at a total project cost of £9,094,931. With the input of the earmarked £6,991,549 external funding from the Town Deal and the SCC investment fund of £1,067,000 this leaves an un-funded gap of £1,036,382. Appendix 9 illustrates the difference between the County Council taking on additional borrowing (option 8a) or the shortfall being met by external funding (source unknown at this stage) (Option 8b). The associated revenue debt charges of this additional borrowing, £49,000 per year, would create an additional burden on Staffordshire's revenue budget and significantly erode the financial advantages of utilising external funding.

57. The impact on the revenue budget for the options indicate a net cost ranging from £195,000pa for option 4 to £37,000pa for option 8. Securing additional external funding for option 8 would turn the net cost to a saving of £11,000pa.
58. Options 7 and 8 are the only options which reduce SCC's annual revenue spending. The revenue difference between option 7 and 8 relates to additional heating and lighting costs in Crossley House. Option 7 has not been fully developed to ascertain the Building Regulation implications of shared public use on the first floor. Option 8 significantly reduces the risk of unforeseen circumstances and improves the certainty of delivery which is beneficial to the delivery of the overall Town Investment Plan programme. The difference between the cost of "do nothing" and option 8, is £91,000 per year. This is due to the investment which would be required at the existing library to implement the recommended 10-year maintenance schedule based on the latest condition survey information (May 2021).
59. If Cabinet are minded to support the proposal to create a new Library and Enterprise Hub at the Market Hall and Crossley House (option 8) as the preferred solution then officers should be tasked with submitting the Business Case to East Staffordshire Borough Council and work in partnership to investigate additional funding sources to replace the currently un-funded gap of £1,036,382.
60. When considered over a 60-year investment term, Option 8b produces the lowest Net Present Value of all options for all 10-year intervals. The Business Case demonstrates that a fully funded scheme would have a Benefit to Cost Ratio of 2.2:1 which is considered by Government's DLUHC Appraisal Guide as a "High" value for money project.

List of Background Documents/Appendices:

- Appendix 1 – Burton Town Deal Grant Confirmation Letter
- Appendix 2 – Letter from Town Deal Board Chair
- Appendix 3 – Calculation of Estimated Footfall to Library and Enterprise Hub
- Appendix 4a – Letter from Leader of East Staffordshire Borough Council
- Appendix 4b – Analysis of the latest Project D Proposals
- Appendix 5 – 2020 Public Consultation Findings (ESBC led)
- Appendix 6 – 2021 Public Consultation Analysis (SCC led)
- Appendix 7a – Joint Letter from 3 x County Members
- Appendix 7b – Joint Letter Dated 24th Nov 2021 from 3x County Members
- Appendix 8 – Community Impact Assessment Executive Summary
- Appendix 9 – Financial Analysis of Shortlisted Options

Contact Details

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Ben Robinson
Chair, Burton upon Trent Town Deal Board

Andy O'Brien
Chief Executive, East Staffordshire Borough Council 15 July 2021

Dear Mr Robinson and Mr O'Brien,

Re: Burton Town Deal Grant

Thank you for confirming the projects you wish to take forward as part of Burton Town Deal.

Further to the Heads of Terms issued on 3 March 2021 and subject to completion of the conditions and satisfactory Summary Documents, Ministry of Housing, Communities and Local Government ('MHCLG') agrees to allocate funding up to **£22.8m** across financial years 2021/22 to 2025/26. Funding from 2022/23 onwards remains subject to the outcome of the Spending Review.

The indicative allocation for each year, based on the information you have provided to date, is set out in Annex A. The agreed funds will be issued annually as non-ringfenced grant payments under **Section 31 of the Local Government Act 2003**. It is for Section 151 officers to determine eligible project expenditure, but this must be within the total Town Deal award and must support the projects agreed by MHCLG.

MHCLG's requirements of the Town Deal Board and its accountable body:

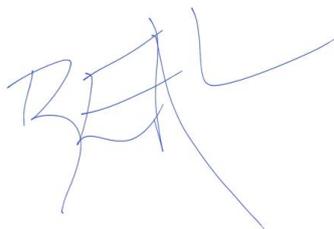
- The accountable body must implement for each business case the project assurance process specified in the Heads of Terms. After that the accountable body must submit to MHCLG the [Summary Documents of the business cases](#). The accountable body need not submit Summary Documents for projects for which MHCLG has already requested a full business case. I encourage you to complete this process as quickly as possible, and my team stand by to support you alongside the Towns Fund Delivery Partner.
- MHCLG should be **notified in writing of the dates when you expect to submit summary documents**, either through CLGU Leads or directly to the Towns Fund inbox. This will ensure that summary document review by MHCLG can take place in a timely way and funding can be released, subject to the documents being approved. The Department should also be notified if these dates change at any point.

- Submit any planned changes to project spend, outputs or outcomes, cost benefit projection/value for money, or the monitoring and evaluation plan as a project adjustment request to the relevant Towns Fund lead. **Note that if the proposal is to cancel or replace a given project, MHCLG cannot guarantee that equivalent funding will be assigned to alternative projects.**
- Pay regard to responsibilities under the accountable body's **Public Sector Equality Duty** as set out in **Section 149 of the Equality Act 2010** when apportioning Town Deals funding.
- Comply with MHCLG's mandatory **monitoring and evaluation** requirements, signing up to a monitoring and evaluation plan including relevant indicators and targets for these indicators, and reporting twice a year on inputs, activities and outputs. This includes collecting accurate data and using the agreed metrics and methods as set out in our [M&E guidance](#) shared in April 2021. MHCLG reserves the right to quality assure data and conduct site verifications. Subsequent grant payments will be made after the annual reporting cycle has concluded.
- Adhere to the [Towns Fund Communication and Branding Guidance](#) issued in May 2021.

I would encourage you to start preparing your summary documents as soon as possible, taking advantage of the support on offer from your named lead and the Towns Fund Delivery Partner. The documents should be submitted by email to towns.fund@communities.gov.uk, no later than 24 March 2022.

I would like to thank you again and look forward to working with you to make your plans a reality.

Yours sincerely,

A handwritten signature in blue ink, appearing to read 'BEA', with a long horizontal stroke extending to the right.

Beatrice Andrews

Deputy Director - Funding Delivery, Cities and Local Growth Unit

Enc. Annex A Financial profiles

Annex A Financial profiles

Total budget	20/21(£)	21/22 (£)	22/23 (£)	23/24 (£)	24/25 (£)	25/26 (£)	Total (£)
	0	335,000	7,524,782	14,193,206	374,006	373,006	22,800,000

Project	Total (£)
University Regional Learning Hub	1,835,000
High Street Linkages	2,743,450
Library and Enterprise Hub	6,697,750
New Pedestrian & Cycle Crossing over the River Trent	6,881,250
Improvement of Trent and Mersey Canal Towpath	486,275
Cycle Network Enhancements	1,312,025
Burton and South Derbyshire College – Specialist Education Offer	2,844,250
Total	22,800,000

RDEL/CDEL	20/21(£)	21/22 (£)	22/23 (£)	23/24 (£)	24/25 (£)	25/26 (£)	Total (£)
RDEL	0	0	0	365,000	46,000	45,000	456,000
CDEL	0	335,000	7,524,782	13,828,206	328,006	328,006	22,344,000

12th November 2021

Cllr Alan White
Leader of Staffordshire County Council

Dear Alan

Burton upon Trent Towns Fund Project E (Library and Enterprise Hub/Market Hall)

As you know, I have been Chair of the Burton Town Deal Board since its inception in 2019 and have worked closely with representatives of the two Councils to establish a vision for the regeneration of Burton through the Towns Fund programme. When seven of our proposals were supported by Government in March earlier this year, I was excited to be part of the journey that would deliver on that vision particularly as it was an unique opportunity to access substantial funding which the town has never been afforded before.

I was born in Burton and having lived here all my life, I have been involved in many community programmes and initiatives going back over many years. You may be aware that this is not my first experience of working with public sector partners to deliver regeneration in Burton but that I was a board member of the Single Regeneration Budget 1 & 2 which took place in the 1990's and I was also a board member on the Local Strategic Partnership in 2000.

The opportunities presented by the Burton Towns Fund programme have the potential to be just as impactful, changing the landscape of the town centre and better positioning it for the future. The delivery of Project E, to relocate the library into the Market Hall, is a fundamental part of that transformation.

Alongside my role as Chair of the Town Deal Board, I also act as a 'Project Lead' for this proposal, providing a link between the project and the Board. As such, I have been engaging with Officers and Members from Staffordshire County Council about this project and so feel I am well placed to provide a broad and professional view of its potential impact.

A significant determinant for the proposal is the impact it will have on the Market Place area, bringing greater levels of footfall and activity to an area of the town centre that does struggle in this day and age. Converting the Market Hall building into a facility that provides a modern, upgraded public service will create interest in a somewhat forgotten part of the town centre. It is the objective of the Town Deal Board to enhance the vibrancy of the Town Centre and I am confident that this proposal will achieve that.

I have spoken with all of the businesses (with the exception of the Mobility Centre) that currently operate from within the Market Hall, most of whom have leases that expire before the project commences. Through these discussions, I have come to appreciate what they offer to the town as retail businesses and I am reassured by the Borough Council that they would be sufficiently supported in their relocation to other retail premises within the town centre.

The delivery of Project E would safeguard the preservation of the historic Market Hall building for generations to come, but it would also facilitate the wider regeneration of the town centre through Project D. I understand that the redevelopment of the current library is a fundamental part of that project, which looks to create a riverside destination within Burton town centre.

Through the delivery of Project D, the Borough Council intend to create a new Washlands Visitor Centre in place of the library, which I know is a proposal that is generally supported by the public as it ranked highly on the latest public consultation. The transformation of that area is crucial to the successful delivery of Project D, which in turn makes it crucial to the success of the Burton Town Investment Plan and its vision.

To that end, if the business case for Project E identifies the relocation of the library into the Market Hall as being the preferred option, I will ask the Town Deal Board to support the project and approve the capital funding from the Towns Fund that has already been identified and supported by the Board in principle.

I hope this letter provides some assurance that the delivery of Project E is critical to the success of the Burton Towns Fund programme.

Yours sincerely

Ben Robinson MBE DL
Chair of the Burton upon Trent Town Deal Board

Appendix 2

Original location	Footfall "attraction"	2019/20 footfall	Commentary	Status of footfall	Library and Enterprise Hub footfall
Existing library	Library	186,358	Moves to Market Hall	Retained	186,358
New footfall generated			40% uplift from renovation proposals	New	74,543
Existing library	Cafe	63,479	Footfall stays as part of new Visitor Centre	Lost	
Existing library	Registry office	17,380	Moves to Crossley House	Retained	17,380
Existing Market Hall	Market stalls	82,282	Assistance provided by ESBC to re-locate	Lost	
Existing Market Hall	Cafe		Cafe consolidated within new library proposal	Retained	66,715
Existing Market Hall	Toilets		Toilets consolidated within new library proposal	Retained	57,819
Existing Market Hall	Events	15,567	Moves to alternative events spaces	Lost	
Existing Market Hall	Mobility shop	6,671	Assistance provided by ESBC to re-locate	Lost	
Grange St / Children's Centre	Public offices	13,486	Move to Market Hall	Retained	13,486
New footfall generated	Enterprise Hub	2,223	New footfall	New	2,223
Projected full year footfall at new Library and Enterprise Hub					<u>418,525</u>
Existing footfall to Market Hall and Crossley House					229,054
Proposals generate an estimated additional footfall on Market Place of					<u>189,471</u>
Representing an uplift of					183%



**Councillor Duncan Goodfellow
Leader of East Staffordshire Borough Council**

8th November 2021

Direct Line: (01283) 508 601
Reply to: Cllr Duncan Goodfellow
Our Ref: Towns Fund Project E
(please quote this reference on all correspondence with us)

Cllr Alan White
Leader of Staffordshire County Council

Dear Alan

Burton upon Trent Towns Fund Programme – Project’s D (High Street Linkages) & E Library and Enterprise Hub (Market Hall)

The Burton Towns Fund programme provides the town with a real opportunity to instigate transformative change in the town centre, facilitated by our respective organisations, delivering a better, brighter Burton for the future as first articulated in the adopted Burton Regeneration Strategy (2019) and by the Town Investment Plan we collectively submitted to Government (December 2020).

One year on, the Borough Council’s own Towns Fund project, Project D, is currently progressing well. We have recently completed our second round of public consultation, through which we set out a number of proposals for the High Street, asking for feedback and support from the public. Through various key developments, Project D aims to re-focus the town in the direction of the River Trent and the Washlands by creating the environment to “break through” from the town centre to the river, creating a more dynamic tourism attraction.

You will be aware that one of our proposals is to create a new Washlands visitor centre on the area currently occupied by the library. A visitor centre would act as a hub and gateway to the Washlands and would be used to provide education on the natural environment. It would also provide other facilities such as bike or scooter hire so visitors can explore the extensive natural feature which the Washlands offers.

The initial response to this idea has been very positive and the proposal has ranked third out of 9 in the consultation, narrowly missing out on second. There is clearly public support for the Library becoming a visitor centre.

The use of the library area is fundamental to our plans both as the Borough Council but also as a wider Towns Fund partnership looking to deliver on the whole vision of the Burton Town Investment Plan. The successful delivery of Project D is dependent upon the relocation of the library as it provides us with the unique opportunity to redefine the town centre in the Market Place but also how it interacts with our soon to be enhanced Washlands. To that end, we are ready to utilise the library building through the delivery of our proposed visitor centre for the Washlands. You may be encouraged to hear that we have already engaged positively with Staffordshire Wildlife Trust and the Transforming the Trent Valley partnership to support the successful delivery of this facility, in partnership with the Borough Council.

Having seen first-hand the successful relocation of Lichfield's Library, I am confident that rather than being forced to close, our underperforming market can be repurposed and the heritage retained for the future as well as playing a central role in the broader strategy along the Burton waterfront.

With this in mind, I would ask that the County Council Cabinet supports the proposal to relocate the library into the Market Hall, if the whole business case for Project E is positive. In turn, the Borough Council will quickly follow this outcome and take the appropriate decisions for the future use of both buildings including the closure of the Market Hall for your use, the relocation of remaining small number of market hall traders and the decision to deliver a visitor centre in what will be the former library building.

Our council decisions are key to the plans for Burton upon Trent town centre.

Yours sincerely



Cllr Duncan Goodfellow
Leader of East Staffordshire Borough Council

Summary of responses to closed questions

Total responses: 93

* The questions that ask for proposals to be ranked in order of preference have been scored on the following basis, using Q2 as an example:

1st place receives a score of 9, 2nd place receives a score of 8, and so on

Q1) Overall, how do you feel about the plan above and the uses it suggests for the site?

Average score (/100)	54
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Q2) Not including the Washlands project, as this is being delivered separately, how would you rank the following 9 suggestions?

Rank	Proposal	Score
1	Meadowside Car Park: Leisure Development	558
2	Town House: Heritage Centre	504
3	Library: Washlands Visitor Centre with Café, Bike Hire and play space	502
4	Garden of Remembrance: Enhancements to paving, seating and lighting	475
5	Trent House: Public Square for pop-up events	461
6	Bass House: Retail and Food/Drink Hub	459
7	Andressey Passage: Opening up or improving	435
8	Water Tower and Library Car Park: Pedestrianisation	415
9	Carling House: Demolition and Residential Development	286

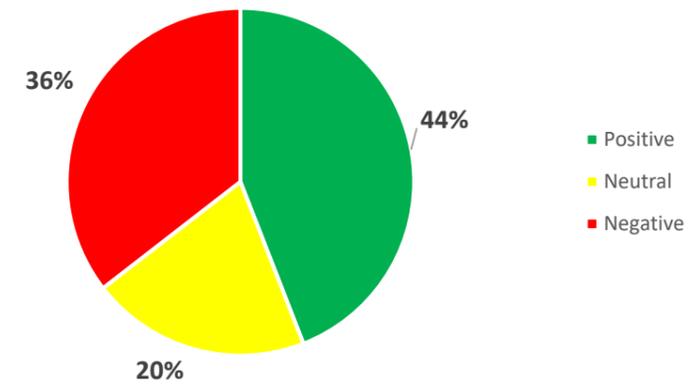
Q3) Do you think the Meadowside Car Park area is the right location for leisure development?

Yes	52	56%
No	22	24%
I'm not sure	19	20%

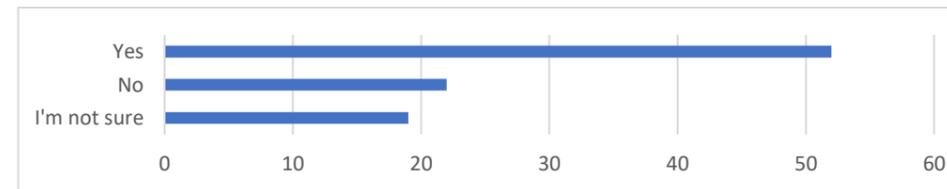
Q4) If the Meadowside Car Park was redeveloped for leisure use, please rank the below in order of priority to you

Rank	Proposal	Score
1	Indoor Leisure	451
2	Overlook Washlands	398
3	Outdoor Leisure	392
4	Parking next to Building	378
5	Good Pedestrian Links	376
6	Modern Design	276
7	Parking within 5 mins	249

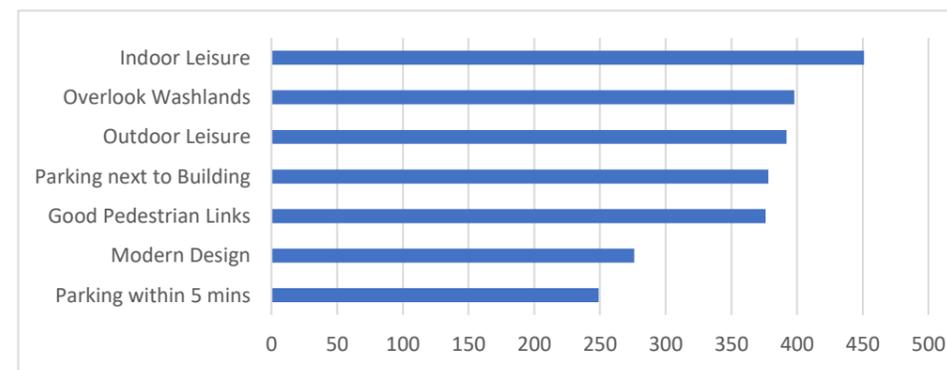
General Sentiment



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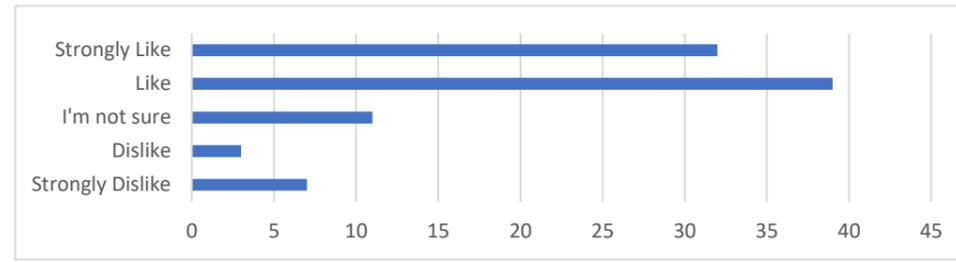


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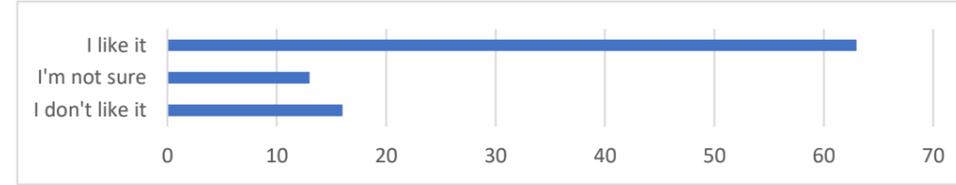
Q5) The Water Tower is a landmark building, what do you think about the idea of illuminating it in the evenings?

Strongly Like	32	35%	77%
Like	39	42%	
I'm not sure	11	12%	12%
Dislike	3	3%	11%
Strongly Dislike	7	8%	



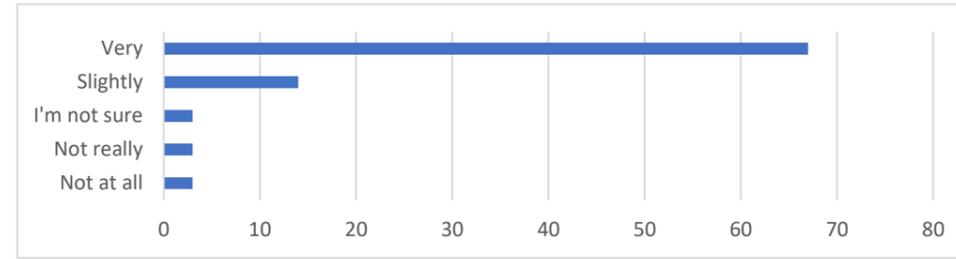
Q7) What do you think about the suggestion of using the land around the Water Tower for food and drink services, such as cafés, bars and restaurants?

I like it	63	68%
I'm not sure	13	14%
I don't like it	16	17%



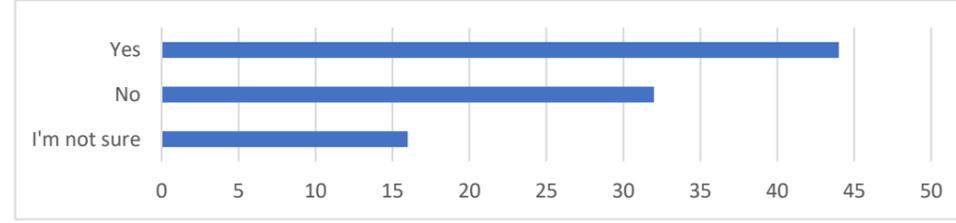
Q8) How important is it to have a public boulevard overlooking the Washlands? This would be a pedestrianised area with limited vehicle access, providing seating and lighting.

Very	67	74%	90%
Slightly	14	16%	
I'm not sure	3	3%	3%
Not really	3	3%	7%
Not at all	3	3%	



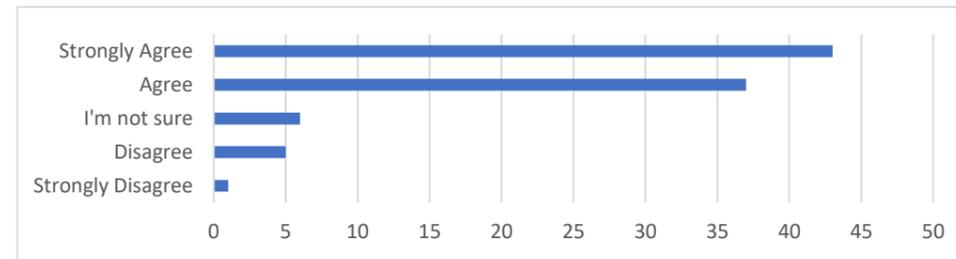
Q9) The project to relocate the library into the Market Hall may not go ahead (Project E), but if it does, do you think that the library area would be the right location for a Washlands Visitor Centre providing education facilities with integrated café and bike hire?

Yes	44	48%
No	32	35%
I'm not sure	16	17%



Q11) Do you agree with the suggested enhancements to the Garden of Remembrance? Improved paving, lighting and seating.

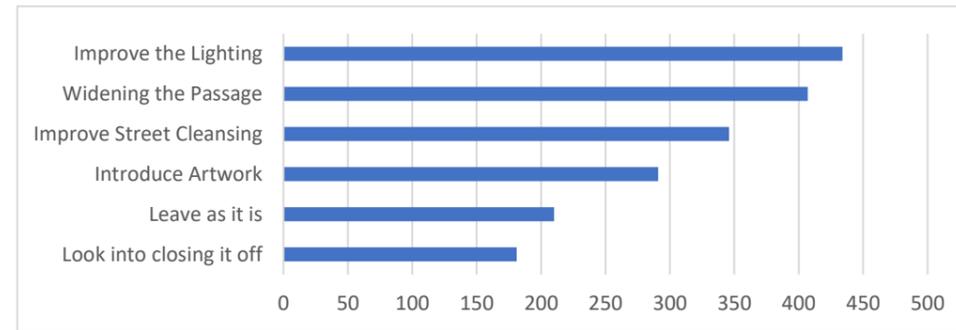
Strongly Agree	43	47%	87%
Agree	37	40%	
I'm not sure	6	7%	7%
Disagree	5	5%	7%
Strongly Disagree	1	1%	



Q13) Andressey Passage is an existing pedestrian route from the High Street (entrance by Nationwide Building Society). How would you rank the below options in order of preference?

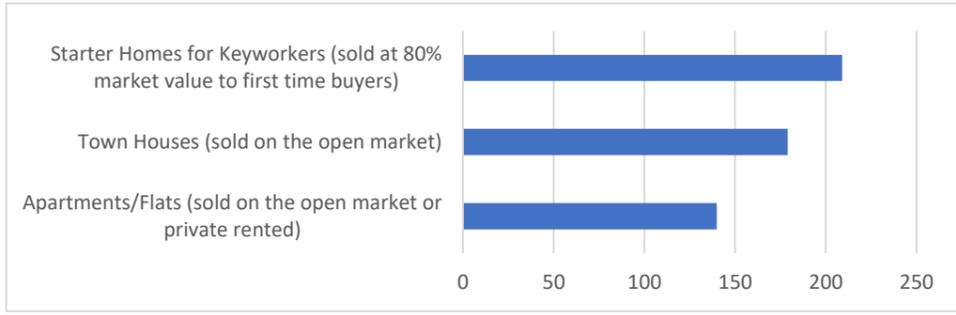
Rank	Proposal	Score
1	Improve the Lighting	434
2	Widening the Passage	407
3	Improve Street Cleansing	346
4	Introduce Artwork	291
5	Leave as it is	210
6	Look into closing it off	181

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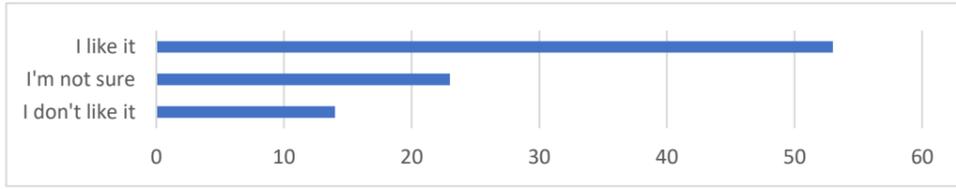


Q14) If Carling House was demolished and replaced with a small scale residential development, how would you rank the below 3 options in order of preference?		
Rank	Proposal	Score
1	Starter Homes for Keyworkers (sold at 80% market value to first time buyers)	209
2	Town Houses (sold on the open market)	179
3	Apartments/Flats (sold on the open market or private rented)	140

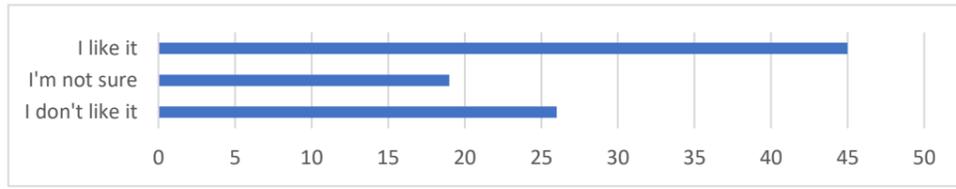
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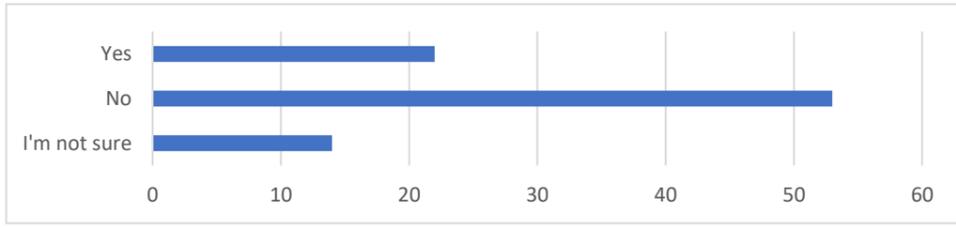
Q15) What do you think to the idea of using the Town House building as a heritage centre to promote the history of the town?		
I like it	53	59%
I'm not sure	23	26%
I don't like it	14	16%



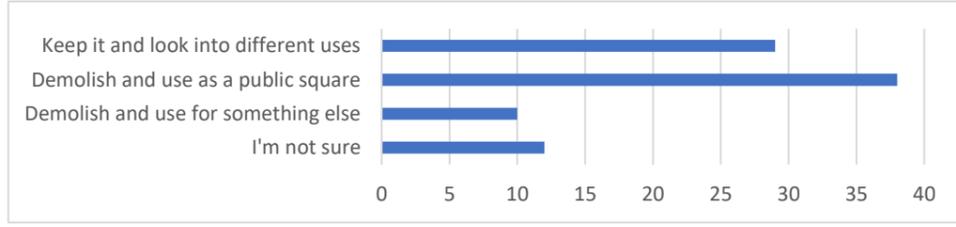
Q17) What do you think to the idea of the Bass House building becoming a food/drink and retail hub on the High Street?		
I like it	45	50%
I'm not sure	19	21%
I don't like it	26	29%



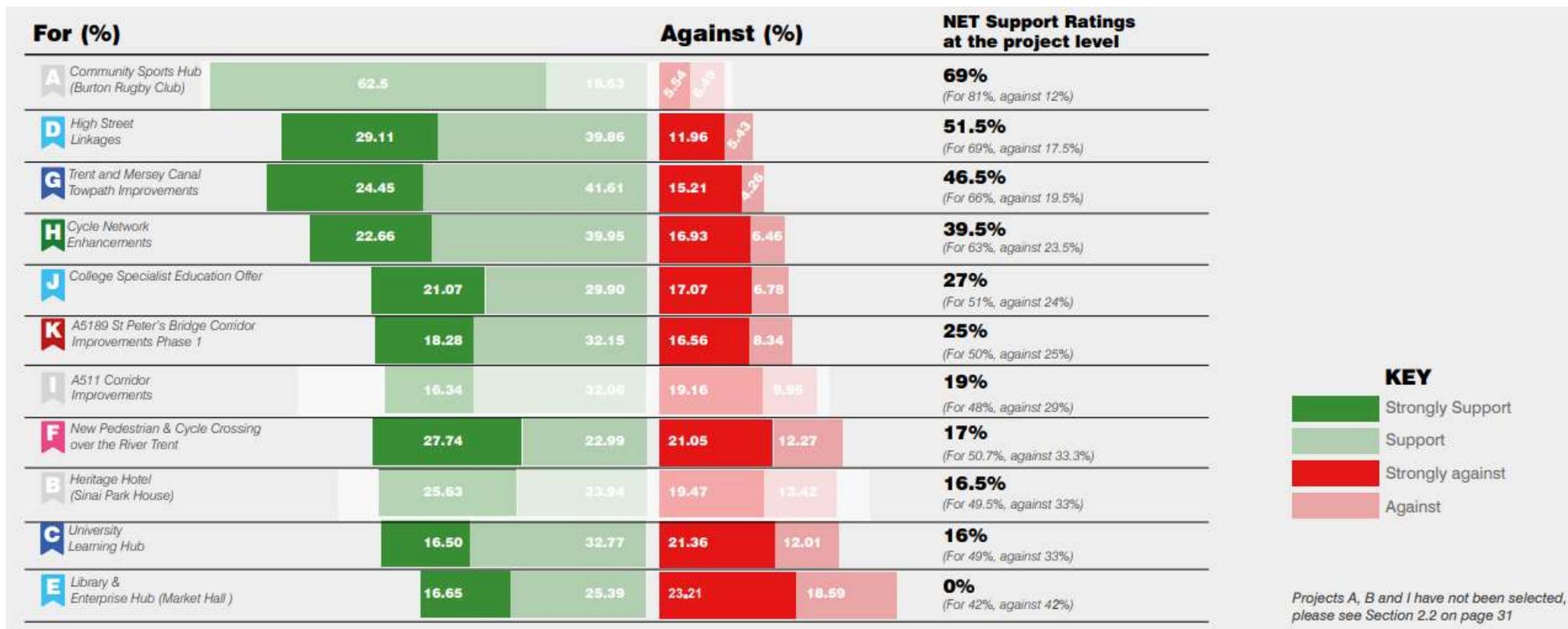
Q18) The project to relocate the library into the Market Hall may not go ahead (Project E), but if it does, do you think that Bass House could be suitable for the current businesses in the Market Hall as part of a new retail hub?		
Yes	22	25%
No	53	60%
I'm not sure	14	16%



Q20) What do you think about the 1970s Trent House building, should the structure be kept or demolished and used as a Public Square for pop-up events?			
Keep it and look into different uses	29	33%	33%
Demolish and use as a public square	38	43%	54%
Demolish and use for something else	10	11%	
I'm not sure	12	13%	13%



Appendix 5 – 2020 public consultation findings (ESBC led)



Burton Library Consultation

Analysis of Results

November 2021

Key Messages

- Over three-quarters of survey respondents (77%) **disagree with the proposal to re-locate the library** to the Market Hall and a similar proportion (74%) **disagree** it will **bring more people into the town**.
- Two-thirds (66%) **disagree** that the proposal will **help safeguard the future of the Market Hall**.
- Levels of **disagreement** are generally higher among **regular library users** and those **living in the library's surrounding wards**.
- Views expressed suggest many are **happy with the current library** and its offer; a feeling echoed in the face-to-face engagement sessions. Three out of every five free-text comments in the survey state that respondents feel the **current library is better than the new library as part of the proposal** and over a quarter feel **no improvements** to the Burton Library service are needed.
- Respondents most **value the range & availability of books; information & advice; parking; café facilities; and helpfulness of staff**.
- Key reported impacts are that **people would be upset** at the loss of the current library and market, and a perception of **less facilities** and **concerns about parking and accessibility** would result in them being less likely to use the re-located library.
- Just **over half of all respondents** (51%) said that they **wouldn't use the library if it's re-located**, of which 43% are regular users of Burton library, and 17% of all respondents said that they **would use the library**.

Background

Introduction

A public consultation has taken place to give people the opportunity to put forward their views about the proposed relocation of Burton library to the Market Hall, the current library offer and how it could be improved. This report provides a summary analysis of the consultation findings, setting out the results and key themes captured as part of feedback received.

Methodology

The consultation took place between Monday 19th July and Friday 10th September 2021 and included an online survey (with paper versions made available where required), as well as a series of face-to-face engagement events with local residents, partners, stakeholders and businesses.

Consultation Responses

A total of 1,161 completed survey responses were received¹, including 966 that were submitted online and 195 paper copies.

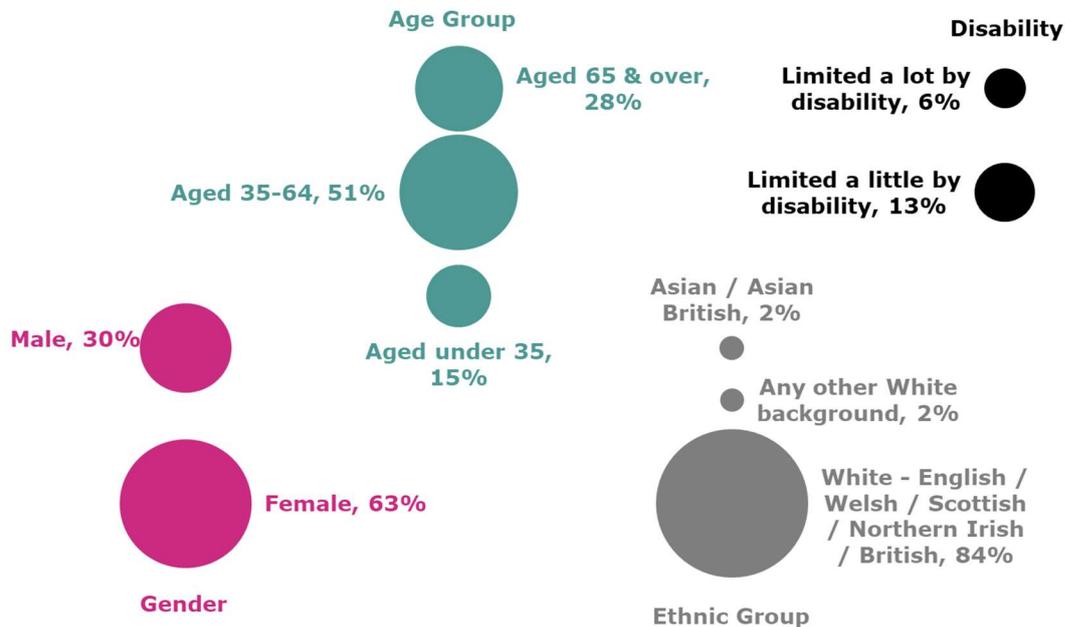
Further views on the proposals were also captured during face-to-face engagements which were attended by 338 people in total. In addition, 154 comments written on Post-it notes at Burton library have been analysed.

Staffordshire County Council also received 46 items of correspondence regarding the proposals via email and post. These consisted of various clarifications (including questions and comments on the proposals) and objections.

¹ Results are statistically robust at the 95% confidence interval. Results have a maximum margin of error of +/- 3%, meaning that the percentage response given to any question could be 3% higher or lower (at most) than the actual reported response. A confidence interval of +/- 3-4% is fairly typical for a statistically robust survey. The confidence level is based on the population of the 10 key wards identified on the following page.

Survey Respondent Characteristics

Figure 1: Key characteristics of the 1,161 survey respondents



Other survey respondent characteristics and key information:

- 86% (1,003) of respondents are residents in East Staffordshire district.
- 72% (838) live in the target wards² of Anglesey, Branston, Brizlincote, Burton, Eton Park, Horninglow, Shobnall, Stapenhill, Stretton and Winshill; and 28% (323) live outside of this target area, with 86 of these respondents living in other counties.
- When compared to the overall population of the ten target wards, survey respondents from these wards are over-representative of those aged 55 to 74, and under-representative of those aged under 34.
- Respondents from the target wards are also over-representative of those in the 'White - English/Welsh/Scottish/Northern Irish/British' ethnic group and under-representative of those in the 'Any other White background' and 'Asian/Asian British' ethnic groups. Respondents whose day to day activities are 'limited a little' because of a health problem or disability which has lasted, or is expected to last, at least 12 months are also over-represented³.
- Almost 87% of survey respondents stated that they were responding in their capacity as a resident of Staffordshire, and 83% indicated they are a user⁴ of Burton library.
- Respondents were generally familiar with the proposals with 91% stating they had heard of the proposals prior to survey completion, and 8% saying that they had not.
- Around 81% of survey respondents usually travel by car when travelling to Burton town centre, which may impact on responses given.

² These wards have been identified as they surround Burton town centre and have been agreed in conjunction with the Project Lead.

³ Data is based on the 2011 census, so ethnicity and disability comparisons should be treated with caution.

⁴ Respondents say that they use Burton library at least once a year.

Survey Findings

Library use

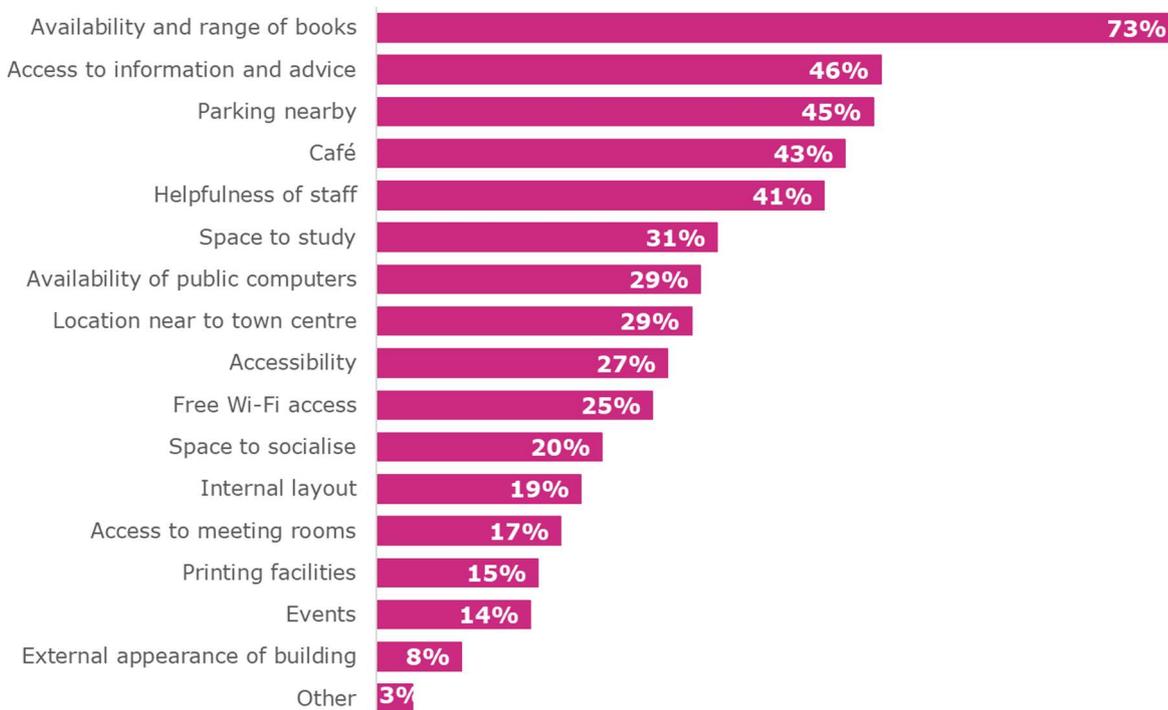
Of all respondents, 83% (966) stated that they visit Burton library at least once a year (i.e. regularly, occasionally or infrequently⁵) and under half (46%, 537) are regular users of Burton Library.

Figure 2: How often respondents visit Burton Library



Figure 3 shows the percentage of respondents that feel the various aspects of the current Burton library are the most important. Respondents were asked to select up to 5 options.

Figure 3: Most important aspects of Burton Library



⁵ Regular = 'More than once a week', 'Once a week', and 'Less than once a week but at least once a month'.

Occasional = 'Every few months'.

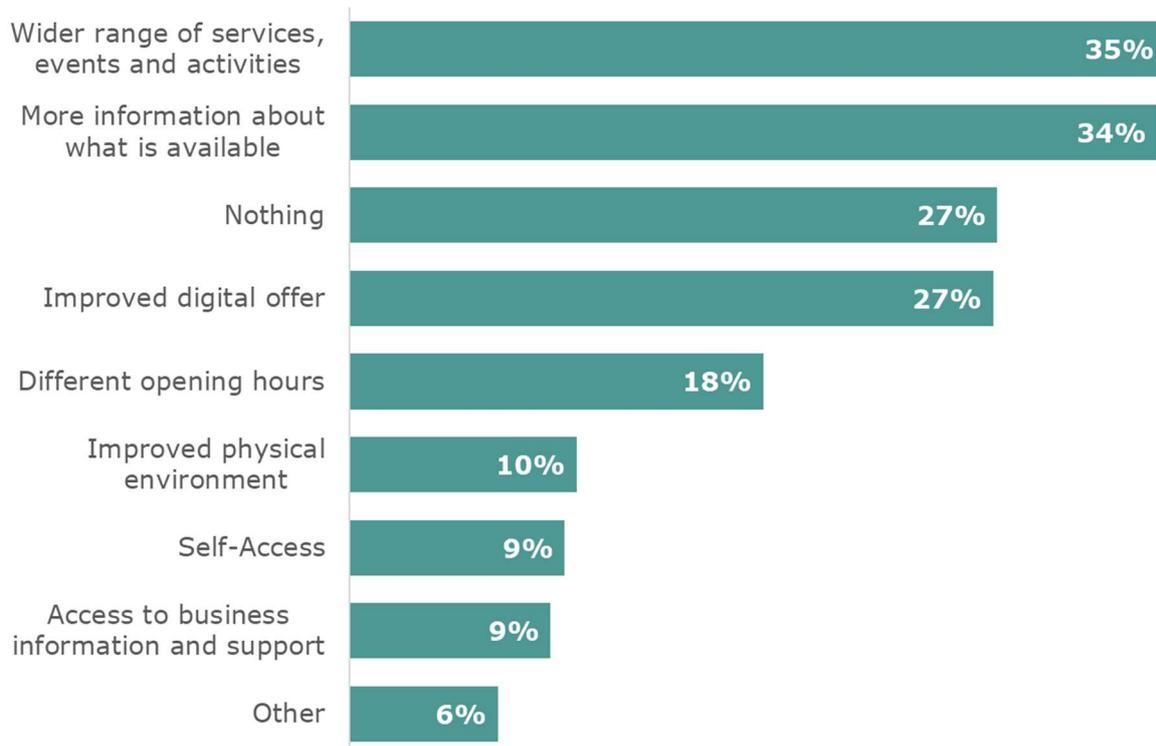
Infrequent = 'About once a year'.

Never used = 'Never used/not used for year'

As might be expected, the availability and range of books is more important to those that use the library than those that do not; with 85% of 'regular' library users and 85% of 'occasional' library users stating that this is the most important aspect, compared to 73% overall.

Figure 4 shows the percentage of respondents that believe aspects of the current Burton library offer could be improved or would help encourage greater use.

Figure 4: How the Burton library service could be improved



When presented with a list of possible improvements to the library, the main options selected by respondents include a 'wider range of services, events and activities' and 'more information about what is available'. More than a quarter (27%, 319) of respondents felt that no improvements are needed to Burton library. This view is stronger amongst regular users of the library, with 35% (185 respondents) of this group feeling that nothing is needed to improve the service.

"Burton Library is the only library I've clicked with. It offers a whole experience for my family - it's convenient to access, there's a park and cafe and then we read a book together. It's a lovely corner of Burton and needs no change".

This view is reiterated further on in the report (Figure 8), where 3 in every 5 free-text comments reference that respondents believe the current library is better than the new proposed library.

General satisfaction with the current library is also reported in terms of the "relaxing and friendly" experience of visiting the library "and the attached cafe completes the overall visit."

"Having a children's playground close by" is also reported as adding to the positive experience of visiting the library and "is perfect for families and friends meeting up".

Of the 35% (402) of responses where it was indicated that a wider range of services, events and activities would help improve Burton library, suggestions included more *"community events"* and *"more activities for young children and toddlers"*.

"I don't feel the library meeting rooms are used to their capacity. Painting watercolour classes, town history classes, youngsters dance classes. The possibilities are endless and all in a beautiful location."

It is suggested in the free-text comments that an alternative use of the funding could be to *"update"* and *"modernise"* the current library by, for example, *"adding areas for entertainment and socialising with an updated floorplan"*.

Use of the Market Hall

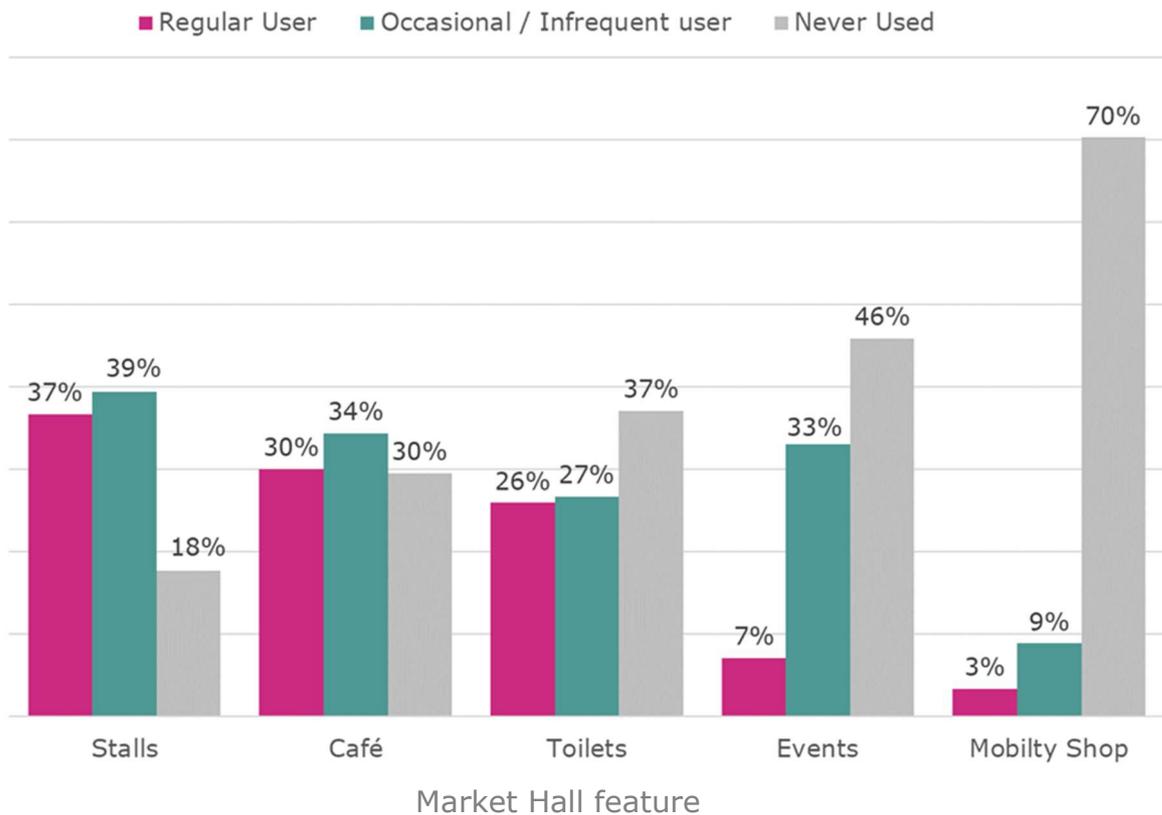
Overall, respondents report that they use the Market Hall at least once a year to visit the stalls (76%, 884), followed by the café (64%, 748), to use the toilets (53%, 611), to attend events (40%, 466) and the lowest level of usage is of the mobility shop (12%, 142).

A higher proportion of respondents from the target wards use the Market Hall for the café (67% compared with 57% who live elsewhere) and events (43% compared with 33% who live elsewhere).

Figure 5 shows that respondents most regularly use the Market Hall to visit the stalls (37%, 426), with free-text comments suggesting this could also be an alternative investment opportunity for the funding *"to bring the market back to life with artisans and independent retailers"* and an *"ideal opportunity to attract small business start-ups, artisan makers etc."*

A higher proportion of respondents from the target wards regularly use the Market Hall for the stalls (39%) than those that live elsewhere (30%).

Figure 5: Market Hall use by feature and frequency of use⁶



It should be considered that not all respondents will have a need to use the mobility shop and the frequency of Market Hall use for events will obviously depend on how often these are held there. A focus on events is something that is also identified through the free-text comments as an alternative investment of the funding, with respondents suggesting that it could be used "as a live music venue", "hold evening and weekend events" and could "introduce more public events such as the gin festival so it's used more".

Views on the proposals

Future use

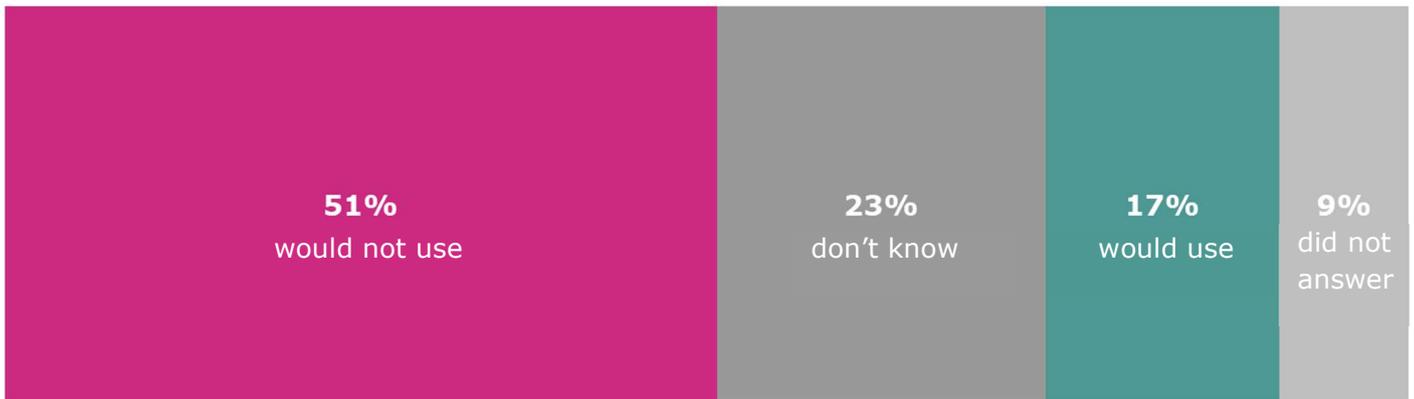
Just over half (51%, 589) of respondents stated that they would not use the library if it moved into the Market Hall, of which 83% (488) are a Burton library user and 43% (256) are regular users. One-third (33%, 379) said that they didn't know or didn't answer the question and just 17% (193) said that they would use the library if it moved.

⁶ Regular = 'More than once a week', 'Once a week', and 'Less than once a week but at least once a month'.

Occasional = 'Every few months'

Infrequent = 'About once a year'

Figure 6: Expected library use if proposals go ahead



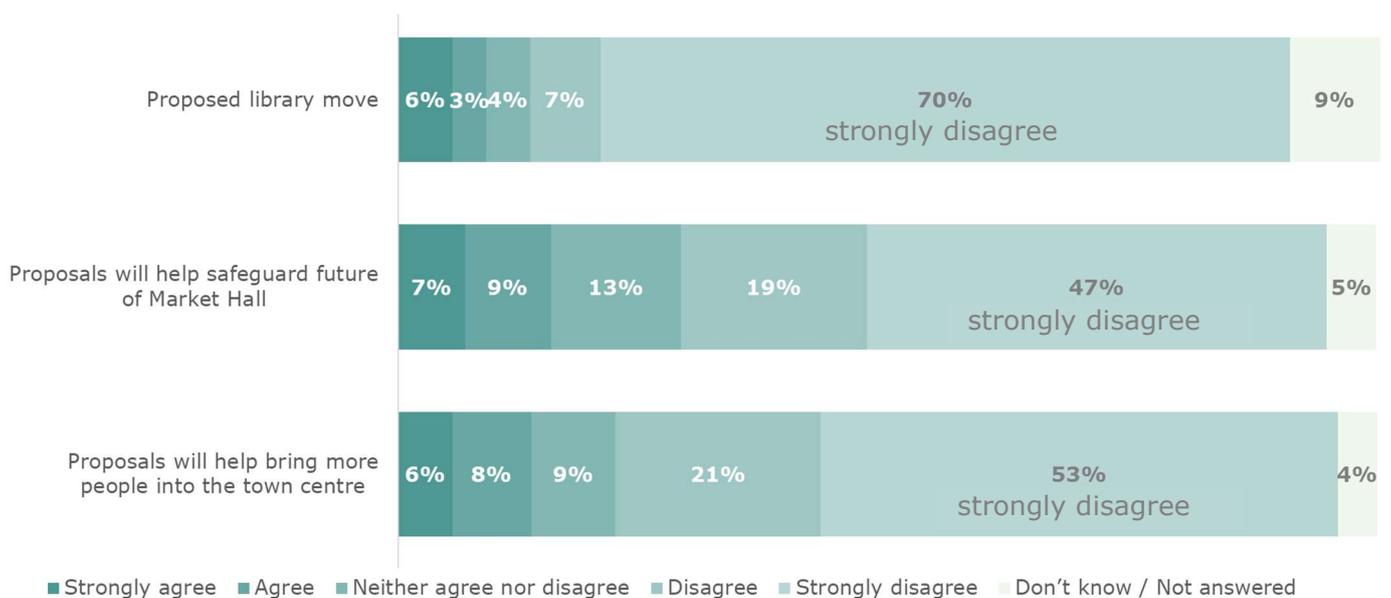
There was little variation in opinion, with similar views held by both library users (including regular library users, with 48% saying they would not use the library) and non-library users.

Level of support

Figure 7 below shows a summary of the responses to the following key questions:

- To what extent do you agree or disagree...
 - With the proposed move of the library to the Market Hall
 - That the proposals will help safeguard the future of the Market Hall
 - That the proposals will help bring more people into the town centre.

Figure 7: Key question responses – Level of agreement or disagreement with the following...



- **9%** (104) of respondents agree with the proposed library move and **77%** (898) disagree.
- **16%** (181) agree that the proposals will help safeguard the future of the Market Hall and **66%** (764) disagree.
- **14%** (158) agree that the proposals will bring more people into the town centre and **74%** (854) disagree.

The proportion of respondents who replied 'disagree' or 'strongly disagree' to each question is significantly higher among 'regular' library users, compared to those who have 'never' used the library, or not used it for years.

In total, 82% of both 'regular' and 'occasional' users of Burton library disagree or strongly disagree with proposals to move the library, which is similar to the overall response (77%). Respondents who have never used the library or not used it for years are less opposed to the proposals (54% disagree or strongly disagree compared to 77% overall). A higher proportion of respondents who live in the target wards disagree with the proposals (80%) compared to those that live elsewhere (69%).

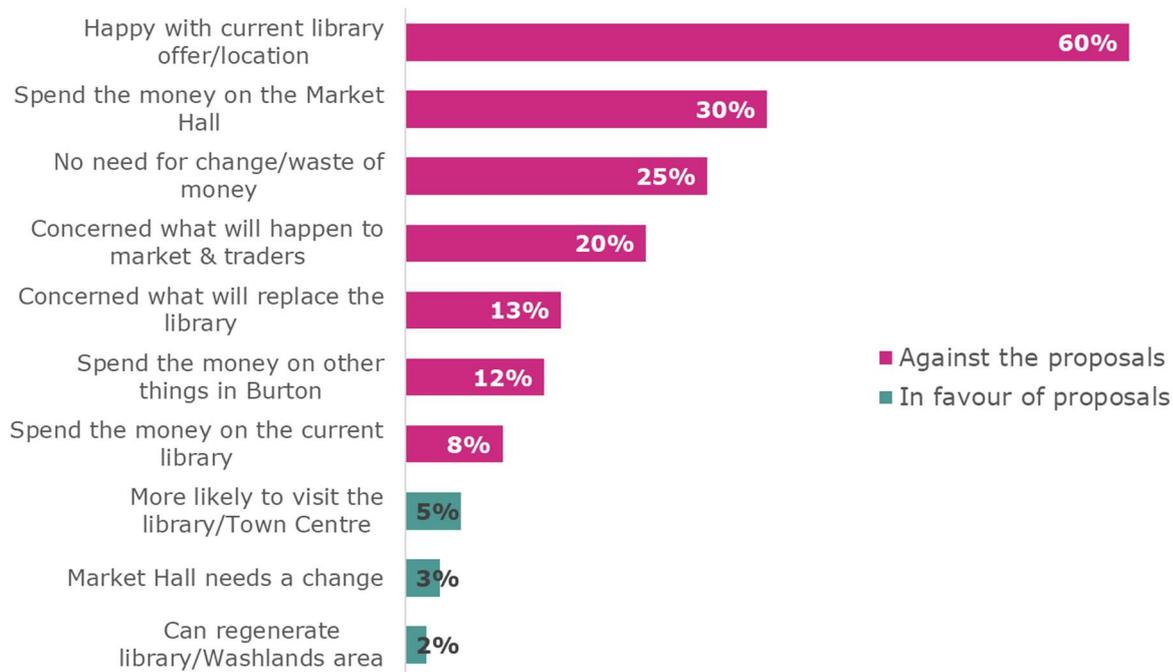
A higher proportion of residents from the target wards strongly disagree or disagree that the proposals would bring more footfall into the town compared to those that live in other wards (77% compared to 64%). A higher proportion of residents from the target wards also strongly disagree or disagree that the proposals would help safeguard the Market Hall compared to respondents that live elsewhere (70% compared to 55%).

Supporting insights (free-text comments)

Respondents were invited to expand on reasoning for their agreement or disagreement with the proposals. Out of 1,161 respondents, 802 (69%) provided additional comments.

These 'free text' comments were analysed and categorised into several themes with Figure showing the percentage of respondents that mentioned each theme. Additional detail can also be found in appendix 1.

Figure 8: Respondents' reasons for agreement or disagreement with the proposals



The most frequently cited theme (60%) was that respondents are generally happy with the current library and/or location compared to the proposed library offer.

"I believe the library is currently in a great spot. It has a nice park nearby for the kids, parking for your car and is in town. Moving it to the market hall does not seem in any way a benefit to the library".

"We have a perfectly good library, in a very good location."

"The Library is a purpose-built building in an excellent location, has good parking facilities and the Market hall should be developed into a thriving community of artisan stalls encouraging young people to develop and shine by encouraging their business skills".

"There is a perfectly suitable library at the Washlands. I see no need at all in wasting my (taxpayer) money in relocating it".

As well as respondents reporting to be in favour of the current location of the library and the parking facilities on offer, respondents also like the general size and space of the building and believe that *"the library needs to stay in current location as it needs lots of open space"*.

Although low in numbers, some positives were cited with 5% (37 out of 802) suggesting that moving the library would make them more likely to visit the library and/or the town centre, 3% (23) commented that the Market Hall does need a change and 2% (14) said that it would be an opportunity to regenerate the Washlands area.

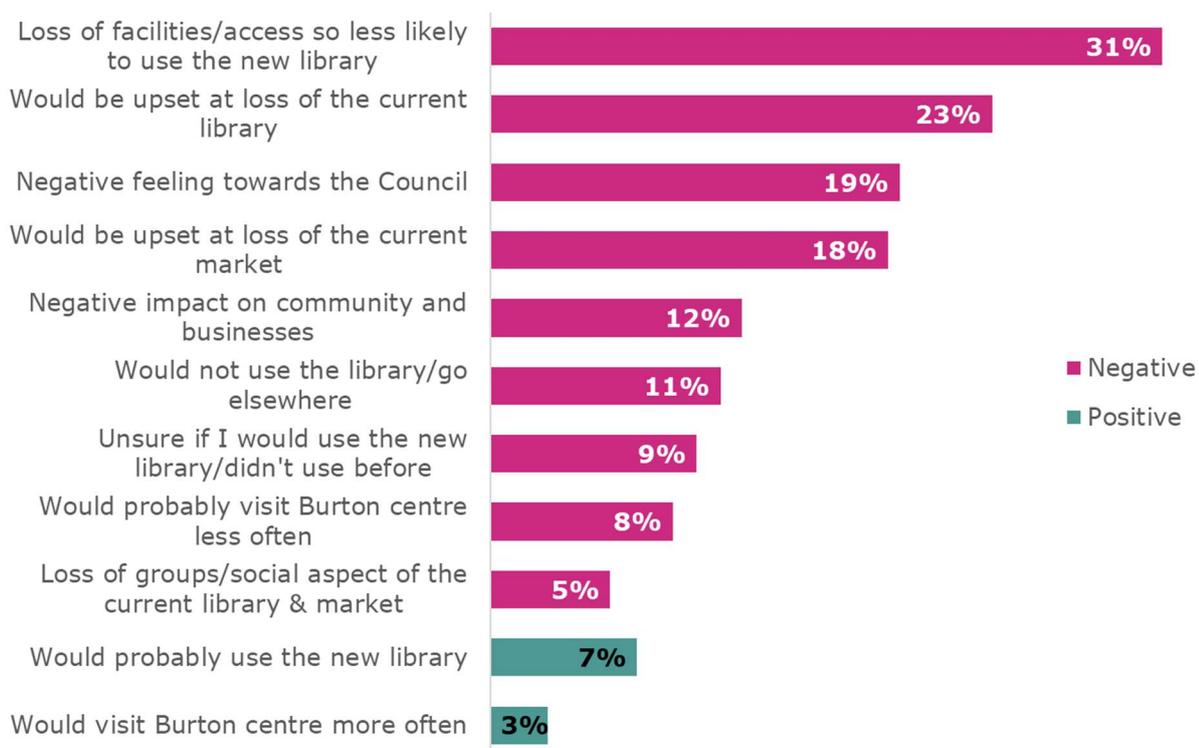
"For the Burton library to be at the marketplace means easy access for all, it is quite a trek where it is now. The market is under used; I never venture over there. Footfall would undoubtedly increase. The opportunity is there to have a library with more community access for everyone".

Personal impact of the proposals

Survey respondents were also asked how they felt the proposed library move could affect them, with these comments also categorised into themes. Out of the 1,161 respondents, 728 (63%) provided additional comments. Additional detail can also be found in appendix 2.

Figure below shows the percentage of respondents that mentioned each theme.

Figure 9: Personal impact of proposals by theme



The most frequently cited theme was that respondents believed a 'loss of facilities/access' would mean that they would be less likely to use the new library, with parking availability and convenience being a key factor.

"The proposed site is not as accessible; parking is bad and I'm not sure it's as spacious as the current building".

"It would make getting to library more difficult as parking limited around the Market Hall. As I'm over 70 access is very important, both in terms of parking and within a library wherever".

Around 23% (168) of respondents 'would be upset at the loss of the current library' and 19% (137) would have a 'negative feeling towards the council' if the proposals went ahead.

"We go to the library to browse the books and sit at the cafe looking out over our beautiful Washlands and so the kids can play on the park. This would not be an option if the library is moved so we wouldn't go".

"I would be devastated that a historical building was used so that the local council could utilise the land the library sits on for more housing and not for the good of the town".

There were also a smaller number of positive comments with 7% (49 respondents) indicating that they would probably use the new library as *"it would be easier to get to and the library would be more appealing"*, and 3% (19 respondents) indicating that they would visit Burton Centre more often and *"could go to the library at the same time as shopping etc"*.

Some respondents felt that they would still use the library if it moved, but that did not represent their support for the proposals.

"I would still use the library because it's important to me, but I would much prefer it to remain in its current location, which is modern, accessible and perfect for the services offered."

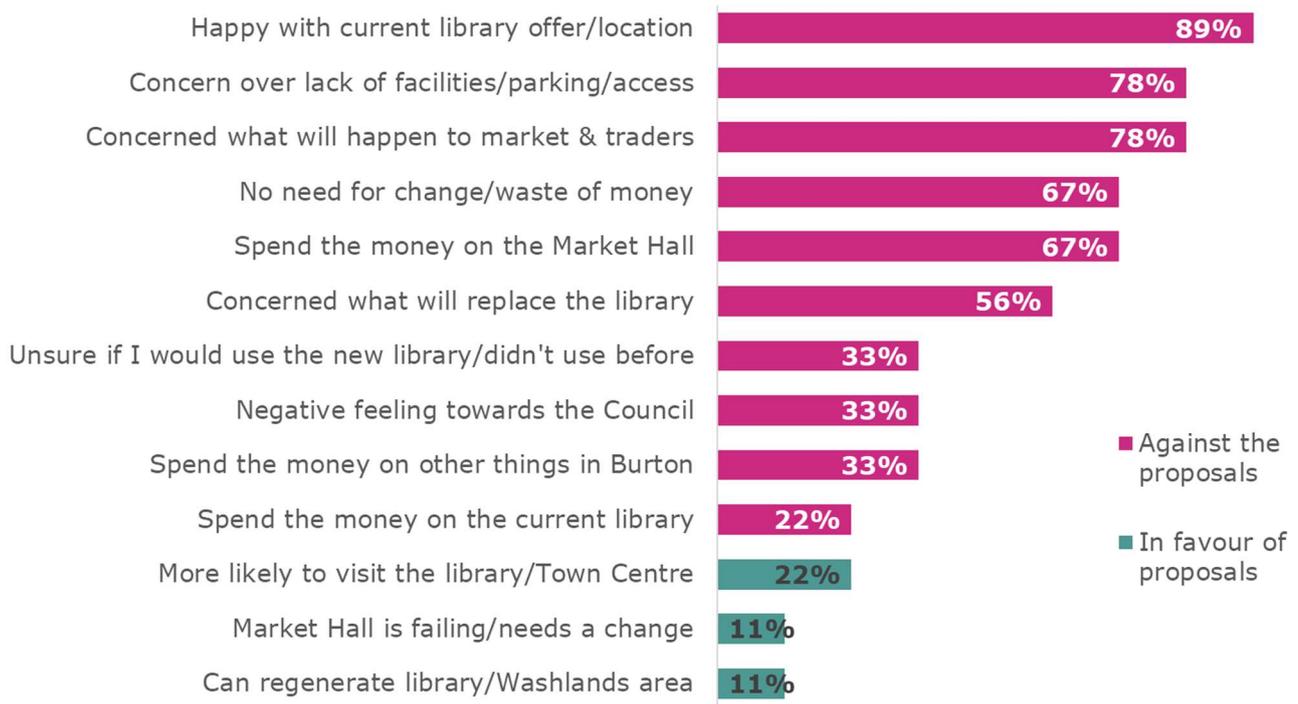
"I would visit as I like to borrow books, but I would not visit as often or stay as long."

Additional Community Insights

Local consultation events

A number of face-to-face engagement opportunities were provided as part of the consultation with 338 people participating in a variety of ways. Figure 10 shows a summary of the themes that were raised at these events.

Figure 2: Key themes from face-to-face engagement events⁷



Some of the key concerns regarding the library proposals were:

- Lack of parking
- Less space
- Fewer meeting rooms
- Effect on market traders
- Overall cost
- What will replace the library

In addition to the above, of the 154 comments made on Post-it notes in Burton Library, the main theme was that respondents are 'happy with the current library offer/location', accounting for over 60% of these comments, with some participants asking for the library not to be moved.

"The location of the library is fantastic for parents with kids, don't change it."

"Leave Library where it is, people need parking for the elderly to carry books."

"Current library is brilliant, accessible. Market Hall should be a Market Hall."

⁷ This can include more than one theme per response

These comments also reflect the survey findings with 60% of free text comments indicating respondents were happy with the current library.

Other feedback

Key themes from the 46 items of correspondence that came through to the council (via means other than the survey and the engagement sessions) include:

- 27 clarifications, including various questions about the proposals and requests for statistics.
- 19 objections, including reasons such as parking availability and alternative suggestions for the funding.

Appendices

Appendix 1 – Additional detail on free text comments for level of agreement with proposals

Happy with the current Library offer/location (60%, 484 responses)

Current library is purpose built, better parking, disabled access, space for books, computers, and events than what could be offered at the Market Hall. People also enjoy the location/views, particularly when walking to the library/spending a day out with family in the surrounding area and going to the café. Fear of a reduced service and facilities if the library moves into the Market Hall, and that the Market Hall is an unsuitable venue for a library (too dark/lack of light, lack of space, poor conditions to store books, etc).

Spend the money on the current Market Hall (30%, 242 responses)

Burton is a market town and should have a thriving market like other similar areas. Historic building that should be a key attraction as a Market Hall, not something else. Recent changes to the Market Hall have been unpopular, current promotion of Market Hall is poor, needs to be better managed. Hold events in the market hall (e.g., live music/bands, art exhibitions, street food, etc).

No need for change/waste of money (25%, 202 responses)

Currently have two purpose-built buildings, why change? Fear of losing two facilities and being left with only one. The Market Hall is only a short distance from the current Library, how will the move increase footfall/what is the point? Costs of the proposal seem extremely high; money could be better spent on other things. Council should carefully consider how they spend taxpayer's money and are out of touch with what the people of Burton want. The library works well where it is, the market traders have already been messed about. "If it's not broke, don't fix it".

Concerned what will happen to the market and traders (20%, 161 responses)

Concern what will happen to current stall holders/businesses in the Market Hall. Will there be a Market? If you have to move the library, are there other more suitable buildings? Concern that the Market Hall is a historic building and should be preserved (particular mention of the Abbey remains underneath the Market Hall).

Concerned what will replace the Library (13%, 104 responses)

Concern that the Library will be replaced with a housing/residential/retail development. Concern that the proposal is about private profit and financial gain, rather than for the benefit of Burton residents.

Spend the money on other things in Burton (12%, 93 responses)

Costs of the proposal are too high, the money could be better used to invest in other projects/facilities that Burton needs (community/leisure/sports facilities, repair potholes, etc).

Spend the money on the current Library (8%, 65 responses)

Rather than spending a large amount of money moving the library, better to spend less money on updating/refurbishing/promoting the current library and invest the rest of the money elsewhere.

More likely to visit the Library/Town Centre (5%, 37 responses)

Feel that the proposed changes would mean they are more likely to visit the library and therefore the Town Centre. Positive about the benefits the library move could bring to the Market Hall and Burton Town Centre in general. Think the change of location would mean they are more likely to use the library/didn't visit the library before due to its current location.

Market Hall needs a change (3%, 23 responses)

Don't use the Market Hall, feel that the stalls there are not attractive, moving the library there is a good move/will attract more people into the Town Centre, and can help preserve/make better use of the Market Hall building. Shopping habits have changed, people don't use markets anymore.

Can regenerate Library/Washlands area (2%, 14 responses)

Feel that this could attract more people into Burton if the Washlands/riverside area is redeveloped correctly, with cafes/restaurants akin to Barton Marina. Burton needs change/development/new attractions, and the proposals could help with this.

Appendix 2 – Additional detail on free text themes for impact of proposals

Loss of facilities/access so less likely use the new library (31%, 225 responses)

Feel that the proposals would result in less parking availability, worse disabled access, and a general lack of space/facilities, which mean they are less likely to use the library at the Market Hall than they are now.

Would be upset at loss of the current library (23%, 168 responses)

Like the library as it is, currently enjoy certain aspects of it, and would therefore be unhappy/upset if the proposals are carried out. Feel that Burton would be losing a loved facility.

Negative feeling towards the council (19%, 137 responses)

Would be particularly angry or upset if the proposal goes ahead; feel that the county council and the local borough council do not listen to residents of Burton/are acting in their own interests. Feel that the money would be better invested elsewhere. Perception that the decision has already been predetermined.

Would be upset at loss of the current market (18%, 133 responses)

Like the Market Hall as it is, currently enjoy certain aspects of it, and would therefore be unhappy if the proposals are carried out. Feel that Burton would be losing a part of its tradition and heritage.

Negative impact on community and businesses (12%, 84 responses)

Concern what will happen to current stall holders/businesses in the Market Hall, currently have or use a business there, or know friends and family that do. Concern about what will happen to current library staff. Fear for the economic future of Burton in general, feel that these proposals will only continue the recent decline and therefore have a detrimental effect on the local community.

Would not use the library/go elsewhere (11%, 77 responses)

Would not use the library if it is moved to the Market Hall, either because they feel the move will result in inadequate services, and would therefore use a library elsewhere, or merely out of principle as they are against the proposal.

Unsure if I would use the new library/didn't use before (9%, 69 responses)

Not sure if they would use the new library until the proposed development is complete. May well use it, even if they are unhappy with the changes, as they would have no choice or alternative. Didn't use the library and/or market before anyway, so the changes don't really affect them.

Would probably visit Burton centre less often (8%, 61 responses)

Loss of the current library and/or market would mean less reason to visit Burton Town centre and would therefore probably visit less often. Would not visit Burton Town centre out of

principle due to opposition to the proposed changes, and therefore visit other towns in the area.

Would probably use the new library (7%, 49 responses)

Feel that moving the library to the Market Hall would be of benefit to them, the new location would mean that they would more likely use the library there, or that the current library does not meet their needs and therefore positive about the improvements the change could bring.

Loss of groups/social aspect of the current library and market (5%, 40 responses)

Would particularly miss the groups at the current library and/or the social aspect of the library and market. Fear these will be lost with the proposed changes and it will have a detrimental effect on their life and mental health.

Would visit Burton centre more often (3%, 19 responses)

The move of the library location would make more likely to use it and therefore other amenities in Burton Town Centre.

Appendix 3 – Survey Respondent Demographics

What is your gender?

Gender	Number	%
Female	735	63%
Male	353	30%
Prefer to self-describe	10	1%
Prefer not to say	27	2%
Not answered	36	3%

What is your age?

Age	Number	%
Under 18	37	3%
18-24	37	3%
25-34	102	9%
35-44	154	13%
45-54	213	18%
55-64	222	19%
65-74	220	19%
75+	105	9%
Prefer not to say	37	3%
Not answered	34	3%

How would you describe your ethnicity?

Ethnicity	Number	%
White - English / Welsh / Scottish / Northern Irish / British	974	84%
Asian / Asian British	25	2%
Any other White background	24	2%
Mixed / multiple ethnic groups	11	1%
Black / African / Caribbean / Black British	9	1%
Other ethnic group	4	0%
Prefer not to say	68	6%
Not answered	46	4%

Are your day-to-day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months?

Day to day activities limited	Number	%
No	821	71%
Yes, limited a little	154	13%
Yes, limited a lot	72	6%
Prefer not to say	61	5%
Not answered	53	5%



Cllr Arshad Afsar, Cllr Syed Hussain, Cllr Conor wileman

County Councillor for Burton Trent

Staffordshire County Council

8th November 2021

Re: Opposition to the proposed relocation of the Burton Library and the transformation of the market and market hall.

To Staffordshire County Council Cabinet:

This is to state that we, the undersigned county councillors representing Burton Town, Trent and Tower division, express our opposition to the proposed relocation of Burton Library into the Burton Market Hall and request that the Cabinet do not proceed with the current Burton library move proposal. We request that Staffordshire County Council Cabinet resolves to retain Burton Library in its current location.

Cllr Arshad Afsar

County Councillor
Burton Town Division

Labour Party

Cllr Syed Hussain

County Councillor
Deputy Leader of the
Opposition
Burton Trent Division

Labour party

Cllr Conor Wileman

County Councillor
Burton Tower Division

Conservative Party

Burton's library is an obvious focal point for investment and development. It has enjoyed a long spell as the most-visited library in the county, although in recent years it has slipped slightly from the top spot. This is evidence of the need to modernise it and make it a true 21st century library, introducing touchscreen tables, 3D printing and other innovations. If this were done in its current beautiful riverside location it could become the jewel in Staffordshire's crown and the envy of every other county in England.

Streamlining the library and making it a ground floor only service, would also allow the county council to cut its overheads by moving staff members from other Burton locations ie Waterloo Street and the Grange Street, on to the upper floor.

Lichfield's library on Market Street is rightly heralded as a great example of a modern library. Its popularity is also helped by the addition of a café, which it did not have before it moved. Burton already has a popular café which allows people to sit outside and enjoy the views across the Washlands. This is one reason why Burton's library is loved so much by local people. Families with children also use the nearby play areas during their visits.

Retaining the library within the Riverside area, which will be the focus of regeneration and investment in future years (the so-called Project D of the Town Deal Fund) would make it fit ideally with other leisure uses for surrounding land that are currently under discussion. The library could also be reached easily from Stapenhill on foot and cycle if the planned bridge (another Town Deal Fund projects) passes its business case and gets the green light. This bridge is planned to go straight to the library site in Burton.

The Registration Office within the library, and the library itself, benefit from pay and display parking directly outside. If this were retained it would continue to make life easier for local people and town visitors. The suggestion that these facilities move to the current market hall would cause hardship for parents registering babies, residents registering deaths, young families, the elderly and those with mobility issues wanting to use the library due to lack of nearby parking.

The riverside setting currently provides a beautiful backdrop for wedding pictures. Staffordshire County Council's own website describes it like this: *"The Registration Office is set in an excellent location situated next to the river with access to gardens for wonderful photo opportunities."*

Those who live and work in Burton consider the current library to be firmly positioned in the town centre. Whether you turn left out of the library front doors to make the short walk down the High Street or turn right to walk through the memorial gardens, you are among local shops and other facilities immediately. Therefore, there is no argument to say that moving the library a short distance to the market hall will increase town centre footfall and boost the local economy.

Exploiting the leisure potential of Burton's riverside is an essential part of any regeneration plan - and work is already underway to improve walkways across the Washlands. Retaining the library in its current building, modernising it and adding additional office space for county council staff makes financial sense for the authority.

Plans to move it to the market hall could easily come unstuck if the market hall floor has to be disturbed to allow deeper foundations to be dug to support the extension to the mezzanine floor to accommodate the Registration Office, admin offices and meeting rooms. Beneath the floor is a Scheduled Monument, the crypt of the former Burton Abbey and there is a risk that works could become far more expensive and complicated once construction works start. Why take this financial risk when it is so much simpler to modernise the library in its purpose-built 1970s building?

**Cllrs Conor Wileman, Arshad Afsar & Syed Hussain
Burton Tower, Town and Trent Divisions**

Staffordshire County Council

24 November 2021

Dear Cabinet colleagues,

Proposed move of Burton Library into Burton Market Hall

As you are probably aware, the proposed move of Burton Library into Burton Market Hall will be on your Cabinet agenda in December. We the undersigned respectfully request that you consider this letter alongside the business case and consultation results which we assume you will receive prior to the Cabinet meeting as part of the decision-making process.

For avoidance of doubt, as a cross-party group of local Staffordshire County Councillors signing this letter - and whose Divisions are most affected by this proposal - we are all opposed to the move. We estimate that we represent over 50,000 Burton residents and geographically we represent those areas of Burton closest to the town centre and therefore to the library and market hall. Our view is not based on some political or ideological position but on what we think is best for our town.

History and Burton upon Trent Regeneration Strategy

In 2017/18, as part of a drive for closer partnership working, Staffordshire County Council and East Staffordshire Borough Council jointly commissioned Cushman and Wakefield to produce a new "Burton upon Trent Regeneration Strategy". This partnership working was spearheaded by Cllr Julia Jessel, then ESBC Cabinet member for Regeneration and Cllr Philip White, SCC Cabinet Member for Education. Cushman and Wakefield are well respected real estate and regeneration consultants and charged £50,000 for their services.

In the published Burton Regeneration Strategy, it states:

*"The Market Hall has recently been refurbished to a high standard. **Introducing food traders and the concept of a food hall (TC7) could prove very successful...** we see this as a huge opportunity for Burton to enhance its daytime independent retail offer. This would also give the opportunity to enhance Burton's night time economy and encourage more independent traders into the town.*

...the Market Hall is undersold and the view is that its potential is untapped. The opportunity to develop the Market Hall into a food court should therefore be investigated further"

There is no mention in this strategy about converting Burton Market Hall into a library.

Burton Town Board and the Stronger Towns Fund

the knot unites



After the publication of the new Burton Regeneration Strategy, Central Government announced that Burton upon Trent would have the opportunity to bid for up to £25 million as part of the Stronger Towns Fund.

The fund's rules meant that the lead Council (ESBC) was required to appoint a Board, which was then tasked with coming up with various proposals for regenerating Burton. The Board consisted of members from both ESBC and SCC and it would be fair to assume that the starting point for the Board should have been the regeneration strategy and the various recommendations made within it.

One such recommendation as we know was introducing the concept of a food hall into Burton Market Hall. This recommendation however was not considered by the Board. The only idea ever considered appears to be moving the library into the market hall. Conor Wileman has recently spoken to the Leader of ESBC, Duncan Goodfellow who is a member of the Board, and he asked him whether the idea of a food hall was ever considered or investigated by the Board as per the Cushman & Wakefield recommendation. His answer to Mr Wileman was no.

Our criticism is that the Board and ESBC did not consider an option proposed by regeneration specialists (which must have been known to them) and chose to pursue the library move option alone. We find it extremely difficult to understand how the Board and ESBC are now so sure that moving the library into Burton Market Hall is the best option for regenerating that specific area of Burton when: (1) Burton's regeneration strategy, written by professionals, states that introducing the concept of a food hall could prove very successful and (2) no other options except the library move into Burton Market Hall have been considered to date.

SCC Cabinet Decision

We understand that this decision is not simply about the location of the library, but about the broader regeneration of the town, and with that in mind, our strongly held view as local members is that whilst:

1. other more imaginative options for Burton Market Hall (which might have more potential for driving regeneration and growth) have not been properly investigated;
2. there are strong arguments (including on costs/liability/affordability) for keeping the current library where it is in its current prominent location by the Washlands/River Trent (as set out in previous correspondence); and
3. the SCC public consultation in relation to the library move produced results which were overwhelmingly negative;

we do not see how SCC Cabinet on consideration of the issues in their entirety, can decide at its meeting in December that moving the library into the Market Hall at this stage is the best option for our town.



We request that the Cabinet put on hold any decision in relation to Burton Library until further options for Burton Market Hall are properly considered by the Board/ESBC.

Yours sincerely



Conor Wileman, Arshad Afsar and Syed Hussain

(we have agreed the contents of this letter together)

Cc SLT



Community Impact Assessment Checklist and Executive Summary

Name of Proposal:

Burton Town Deal – Proposed Library Move

Project Sponsor:

Janene Cox OBE, Assistant Director for Culture, Rural & Safer Communities

Project Manager:

Catherine Mann, Libraries & Arts Manager

Wayne Mortiboys, Strategic Delivery Manager

Date Completed:

30/11/21

Final Checklist

Prior to submitting your Community Impact Assessment (CIA), please ensure that the actions on the checklist below have been completed, to reassure yourself / SLT / Cabinet that the CIA process has been undertaken appropriately.

Checklist	Action Completed	Comments/Actions
The project supports the Council's Business Plan, priorities and MTFS.	✓	<p>Staffordshire County Council (SCC) has a statutory duty to provide "a comprehensive and efficient library service".</p> <p>The delivery of an effective Library Service for the Burton community contributes to the delivery of our vision for a connected Staffordshire where everyone can access more jobs and feel the benefits of economic growth; be healthier and more independent; feel safer, happier and more supported in and by their communities.</p> <p>Appendix 9 sets out the estimated costs of each of the interventions being considered by SCC through the Business Case preparation stage. This proposal will not achieve an MTFS saving.</p>
It is clear what the decision is or what decision is being requested.	✓	Cabinet is asked to consider progress against the four criteria agreed in August 2020 and the outcomes of the public consultation and having taken all elements into account decides whether it wishes to proceed with the re-location of Burton Library and consolidation of other County offices into the Market Hall and Crossley House.
For decisions going to Cabinet, the CIA findings are reflected in the Cabinet Report and potential impacts are clearly identified and mitigated for (where possible).	✓	<p>A detailed Community Impact Assessment (CIA) has been completed which considers the potential impacts of relocating Burton Library.</p> <p>The CIA outlines the benefits and risk of this proposal and suggests mitigations where possible.</p> <p>Where there is potential risk of adverse impact on any protected groups, a clear understanding of the impact is provided within the CIA to ensure that any decisions made are clearly</p>

Checklist	Action Completed	Comments/Actions
		<p>informed and where appropriate, action is taken to mitigate any negative impact.</p> <p>Paragraphs 23-35 highlight the potential impacts that were identified through the public consultation.</p>
<p>The aims, objectives and outcomes of the policy, service or project have been clearly identified.</p>	<p>✓</p>	<p>We want Burton Library to continue to deliver SCC outcomes. If the library is relocated, we will shape the library offer to meet community need, ensuring that Burton Library remains a safe, welcoming space which contributes to reducing social isolation and enable children to have the best possible start.</p> <p>Paragraphs 12-15 provide an update on the 4 criteria agreed by Cabinet in August 2020.</p> <p>Paragraphs 41-44 provide the context for proposal for relocating the library.</p>
<p>The groups who will be affected by the policy, service or project have been clearly identified.</p>	<p>✓</p>	<p>Following an 8-week public consultation a detailed CIA has been completed in relation to the proposed relocation of Burton Library. The CIA takes account of potential impacts on groups and where possible provides mitigations to avoid any potentially negative impacts.</p> <p>These groups include SCC staff, Library members, Market Traders, Market users and the wider Burton Community.</p>
<p>The communities that are likely to be more adversely impacted than others have been clearly identified.</p>	<p>✓</p>	<p>As above</p> <p>10 key wards in and around Burton: Anglesey, Branston, Brizlincote, Burton, Eton Park, Horninglow, Shobnall, Stapenhill, Stretton and Winshill</p>
<p>Engagement / consultation has been undertaken and is representative of the residents most likely to be affected.</p>	<p>✓</p>	<p>Public consultation was conducted across an 8-week period, beginning on Monday 19th July 2021, and closing on Friday 10th September 2021.</p>

Checklist	Action Completed	Comments/Actions
		1,161 questionnaires were completed during the consultation period and SCC officers engaged with 338 residents at the face-to-face events.
A range of people with the appropriate knowledge and expertise have contributed to the CIA.	✓	The following SCC colleagues have contributed to the CIA: Libraries & Arts Manager, Strategic Delivery Managers, Strategic Property Project Manager, Senior Policy Officer and the Research Lead for Insight, Planning and Performance.
Appropriate evidence has been provided and used to inform the development and design of the policy, service or project. This includes data, research, engagement/consultation, case studies and local knowledge.	✓	<p>The following documents are appended to the report and have informed the proposal:</p> <ul style="list-style-type: none"> • Appendix 1 – Burton Town Deal Grant Confirmation Letter • Appendix 2 – Letter from Town Deal Board Chair • Appendix 3 – Calculation of Estimated Footfall to Library and Enterprise Hub • Appendix 4a – Letter from Leader of East Staffordshire Borough Council • Appendix 4b - Analysis of the latest Project D Proposals • Appendix 5 – 2020 Public Consultation Findings (ESBC led) • Appendix 6 – 2021 Public Consultation Analysis (SCC led) • Appendix 7 – Joint letters from 3 x County Members • Appendix 8 – Community Impact Assessment • Appendix 9 – Financial Analysis of Shortlisted Options
The CIA evidences how the Council has considered its statutory duties under the Equality Act 2010 and how it has considered the impacts of any change on people with protected characteristics.	✓	<p>A detailed CIA has been completed in relation to the proposed relocation of Burton Library. The CIA outlines potential impacts on people with protected characteristics and where possible provides mitigations to avoid any potentially negative impacts.</p> <p>See Appendix 8</p>

Checklist	Action Completed	Comments/Actions
The next steps to deliver the project have been identified.	✓	<p>If Cabinet agree the proposal to relocate Burton Library, the Final Business Case will be submitted to ESBC, as the accountable body for the Town Deal funding.</p> <p>Following review and scrutiny by ESBC up to seven Business Cases will then be submitted to Government via the Town Deal Board in March 2022.</p>

Executive Summary

The Executive Summary is intended to be a collation of the key issues and findings from the CIA and other research undertaken. This should be completed after the CIA and research has been completed. Please structure the summary using the headings on the left that relate to the sections in the CIA template. Where no major impacts have been identified, please state N/A.

	Which groups will be affected?	Benefits	Risks	Mitigations / Recommendations
PSED	People of all Races, Ages, Disabilities, Pregnancy and Maternity, Marriage & Civil Partnership and SCC staff	<p>Marriage and Civil Partnership & Citizenship Ceremonies will continue to be held by Registrars.</p> <p>Within the Market Hall, the library, public access PCs, meeting rooms and public toilets will be located on the ground floor.</p> <p>Consolidating all public services onto the ground floor will improve access.</p> <p>The Market Hall proposals contain dedicated baby changing and buggy parking facilities which are an improvement on the existing library and the entire library offer will be located on the</p>	<p>Views from people from other ethnic back grounds were underrepresented.</p> <p>31% (225 responses) felt that the proposals would result in less parking availability, worse disabled access, and a general lack of space/facilities.</p> <p>These respondents indicated that they are less likely to use the library at the Market Hall than they are now.</p> <p>For people with disabilities which limit mobility parking close to their destination is very important.</p> <p>Around 81% of survey respondents usually travel by car when travelling to Burton town centre, which may impact on responses given.</p>	<p>If the relocation is progressed, further contact will be made with faith groups and schools within the target wards to ensure that views from all ethnic groups are considered at the design stage of the project.</p> <p>Building works will be compliant with current standards to improve the experience for any person with a physical / visual / hearing impairment.</p> <p>Off street parking within the immediate vicinity of the Market Hall is managed by Staffordshire SCC(SCC).</p> <p>A review of parking will be undertaken to increase availability of Disabled parking spaces, spaces for parents with children and short-term parking.</p> <p>SCC will facilitate space close to the library for people with limited mobility and will publicise the wider range of parking areas</p>
<p>What are the impacts on residents with a protected characteristic under the Equality Act 2010?</p> <p>Highlight any concerns that have emerged as a result of the equality analysis on any of the protected groups and how these will be mitigated. It is important that Elected Members are fully aware of the equality duties so that they can make an informed decision, and this can be supported with robust evidence.</p>				

	Which groups will be affected?	Benefits	Risks	Mitigations / Recommendations
		<p>ground floor, negating the need to use the lift.</p> <p>Co-location of staff from across various locations in Burton will improve public access to the full range of SCC services in Burton.</p> <p>The Market Hall is in closer proximity to all main bus routes into the town centre than the existing library for those reliant on public transport.</p> <p>The relocated library will be next to Burton College with increased opportunities to engage young people and support their education.</p>	<p>The space available to deliver Baby Bounce and Rhyme sessions will be smaller than the current Children’s Library however booking systems are in place at other libraries to help to manage the number of people attending events.</p> <p>The outside public open spaces at the existing library are often used after ceremonies for formal photographs to be taken – these opportunities are seen as part of the overall experience and valued by couples.</p> <p>Free staff parking is currently provided adjacent to the existing library and offices at Grange Street and the Children’s Centre. To increase public parking spaces adjacent to the new offices staff will be encouraged to park further away.</p>	<p>within easy walking distance (less than 400 metres) of the Market Hall for those who are more mobile and who wish to stay in the library / town longer.</p> <p>The Library Service will continue to make every effort to engage an audience who are representative of the Burton population.</p> <p>The library space will be flexible to ensure an appropriate area to hold activities for parents and pre-children.</p> <p>The Library Service will continue to deliver a vibrant offer to new parents within the library offer to engage children from a very early age and will work with partners and volunteers to deliver a wide range of activities.</p> <p>The Registration Service will continue to offer a full range of ceremonies from the existing library site until the new facilities are available with no break in service.</p> <p>There are no proposals to reduce the current SCC staffing establishment however, staff will experience a change in location. Staff and</p>

	Which groups will be affected?	Benefits	Risks	Mitigations / Recommendations
				their Trade Union representatives will be kept updated if the project is progressed.
<p>Health and Care</p> <p>How will the proposal impact on residents' health? How will the proposal impact on demand for or access to social care or health services?</p>	Some residents	<p>A programme of events and activities to support mental health and wellbeing and healthy lifestyles will continue to be delivered if the library is relocated.</p> <p>The Burton Library offer includes a 'Community Help Point' which provides individuals and professionals with a local point of contact to access information, advice & guidance to assist people to live well within their communities.</p> <p>Easier access to Children's Services through co-location and central point in town centre.</p>	<p>Key reported impacts are that people would be upset at the loss of the current library and market, and a perception of less facilities and concerns about parking and accessibility would result in them being less likely to use the re-located library which might impact on people's mental health and wellbeing.</p> <p>It will be necessary to provide discreet access into some of these Children's Services within a public library / town centre location to prevent stigmatisation of families.</p> <p>No safeguarding risks have been identified.</p>	<p>Library staff will continue to engage with groups and individuals to promote library stock and activities that support mental health & wellbeing and healthy lifestyles – e.g. Reading Well collections; Reading Friends, Knit & Natter; Baby Bounce and Rhyme; Bereavement Cafes.</p> <p>Separate access arrangements for visits to Children's Services are included in the design proposals.</p>

	Which groups will be affected?	Benefits	Risks	Mitigations / Recommendations
<p>Economy</p> <p>How will the proposal impact on the economy of Staffordshire or impact on the income of Staffordshire's residents?</p>	<p>Burton residents, Market Traders New / small businesses in the area</p>	<p>Bringing the library and other services together under one roof at the Market Hall as part of the Burton Towns Fund programme is a vital piece of the wider regeneration plans for the transformation of the Market Place area.</p> <p>The move would bring more people to the Market Place outside, offering opportunities to new and existing businesses in what is currently an under used part of the town centre Restoring a valuable heritage building in the Market Hall and giving the building a secure long-term future would help to preserve it for generations to come.</p> <p>Staffordshire Libraries have been awarded Arts Council</p>	<p>20% of people surveyed and 78% of people who attended the face-to-face engagement sessions expressed concern about what would happen to the Market and the Market Traders.</p> <p>The impact on the Market Traders is not fully known as they are ESBC tenants and SCC does not hold data regarding their current lease arrangements / stall costs etc.</p> <p>There are 9 small businesses affected by the proposals who are all small to medium enterprises (SME).</p> <p>There is a risk that some may cease to trade if alternative affordable premises are not found. Others may decide to trade in different ways, e.g., online, or outside of the town centre which will affect the assumptions on town centre footfall overall.</p>	<p>Wi-Fi enabled space will be available for within the library for businesses and individuals to use if they don't have their own building for work, meetings, interviews etc.</p> <p>People using this space will have access to printing services, including 3D printing, and will be able to host informal meetings in the café area or more formal meetings in the bookable meeting rooms to professionally present themselves to clients.</p> <p>East Staffordshire Borough Council (ESBC), the market traders' current landlords have offered support to any traders affected by the proposal, if approved, and who are unable to continue to trade from the Market Hall.</p> <p>ESBC is committed to working with the local groups to re-energise the outdoor Market Place and other proposals within the Burton Town Investment Plan. If approved, these could create additional opportunities within the Town Centre from other Towns Fund projects.</p>

	Which groups will be affected?	Benefits	Risks	Mitigations / Recommendations
		England (ACE) Funding and are working with Business Enterprise Support (BES) to establish Start up Hubs across all Staffordshire libraries including Burton.		Library staff will continue to work with partners to engage with groups and individuals to promote library stock and activities that support economic growth – e.g., Adult & Community Learning courses, Start-up Hubs, and enterprise support.
<p>Environment</p> <p>How will the proposal impact on the physical environment of Staffordshire? Does this proposal have any Climate Change implications?</p>	Burton Residents Market Traders Local Businesses	<p>The proposal will improve the built environment by enhancing the market hall and safeguarding the future of a significant local landmark.</p> <p>The library proposal would see state-of-the-art facilities transform the Market Hall and help to preserve an important part of the town's heritage.</p> <p>A space would be created at the front of the building that will enable a café to operate outwards to the street and</p>	<p>The outcome of the Listing application by Historic England is still unknown.</p> <p>Historic England has indicated that they intend to undertake a scheduling review on the Burton Abbey Scheduled Monument after they have concluded the Listing application. This has the potential to delay the project programme.</p> <p>During the consultation comments have been made about the impact of some of the proposals would have on the fabric</p>	<p>The current library site would remain open until the Market Hall transformation has been completed. The existing library site would then be transferred to ESBC.</p> <p>ESBC are exploring development opportunities as part of the wider Towns Fund plan – project D in the Town Investment Plan.</p> <p>Any changes to the building will comply with the required regulations and standards to ensure energy efficiency and will be carried out sympathetically.</p> <p>The County Archaeologist will provide advice in relation to the Burton</p>

	Which groups will be affected?	Benefits	Risks	Mitigations / Recommendations
		internally to the library and enterprise hub.	<p>of the Market Hall and the potential to adversely affect the character of the building.</p> <p>Delays in the planning process may impact on the regeneration of the waterfront developments via Project D.</p> <p>There is a risk that the existing library site could lie dormant until the new proposals are bought forward.</p>	Abbey Scheduled Monument.
<p>Localities / Communities</p> <p>How will the proposal impact on Staffordshire's communities?</p>	<p>Local VCSE groups Burton residents Families with young children SCC staff Library volunteers</p>	<p>The changes will help increase community capacity through the increased provision of meeting spaces available through a co-located facility where spaces can be shared.</p> <p>The current library has a mixture of one large, one medium, one small meeting room and a small IT suite. In total during 2019/20 the rooms were</p>	<p>Just over half of all respondents (51%) said that they wouldn't use the library if it's re-located, of which 43% are regular users of Burton library, and 17% of all respondents said that they would use the library.</p> <p>While the proposed space within the Market Hall is around a third smaller than the current library. However, it would still be the second largest library in Staffordshire.</p>	<p>The new Library and Enterprise Hub would have a larger range of bookable meeting rooms of different sizes to accommodate one to one discussion through to large group sessions, wedding ceremonies and citizenship ceremonies.</p> <p>SCC will manage use of these spaces to enable small businesses, voluntary sector organisations and council staff maximise the use of the available space throughout the building.</p> <p>All stakeholders will be kept updated if this</p>

	Which groups will be affected?	Benefits	Risks	Mitigations / Recommendations
		<p>booked out 1,282 times. Approximately 70% of the room uses were on a paid for basis and 30% were non-paying.</p> <p>The relocated library would be closer to the local college and students which may increase use by young adults.</p> <p>The Enterprise Hub will support employability through an enhanced offer of space and information.</p> <p>The new library will include superfast broadband and public access PCs, study space, a children's area, exhibition and flexible performance space, bookable meeting rooms and café.</p> <p>The ground floor library will be designed to incorporate flexible exhibition and /</p>		<p>proposal is progressed.</p>

	Which groups will be affected?	Benefits	Risks	Mitigations / Recommendations
		or performance space for events which would complement the cultural offer.		

Appendix 9 Financial Analysis of shortlisted options CAB 15 12 2021

- Option 1** Do Minimum
- Option 2** SCC services vacate The Grange and relocate into existing library and remain in East Staffs Children's Centre
- Option 3** SCC services vacate The Grange and relocate into the existing library. Relocate FF Staff from East Staffs Children's Centre to library. Children's Centre will remain fully operational at the current site
- Option 4** Relocate Library to a Town Centre location. The Grange and East Staffs CC remain fully operational
- Option 5** Relocate Library, SCC services vacate The Grange and relocate FF staff only from East Staffs Children's Centre into the Market Hall (Stronger Towns Fund £7,308,000)
- Option 5a** Relocate Library, SCC services vacate The Grange and relocate FF staff only from East Staffs Children's Centre into the Market Hall but without Stronger Towns Funding (used for SCC internal comparison purposes)
- Option 6** Relocate Library, SCC services vacate The Grange and relocate FF staff only from East Staffs Children's Centre into the Market Hall but with Reduced Stronger Towns Funding £6,698,000
- Option 7** Relocate Library, SCC Services vacate The Grange and relocate FF staff only from East Staffs Children's Centre into the Market Hall - Stronger Towns Funding £6,991,549 (Relates to August 2020 Cost Plan increased with future inflation)
- Option 8A** Relocate Library, SCC Services vacate The Grange and relocate FF staff only from East Staffs Children's Centre into the Market Hall & Crossley House - Stronger Towns Funding £6,991,549 (SCC Fund increase in Project Cost of £1.036m)
- Option 8B** Relocate Library, SCC Services vacate The Grange and relocate FF staff only from East Staffs Children's Centre into the Market Hall & Crossley House - Stronger Towns Funding £6,991,549 (Alternative Non SCC funding source funds increase in Project Cost of £1.036m)

Note: Options 5, 5a, 6 and 7 are hidden from data shown below, as they are previous versions of Option 8a and 8b with now obsolete funding data

Capital Investment	Option 1	Option 2	Option 3	Option 4	Option 7	Option 8A	Option 8B
Refurbishment	-	1,385,100	1,482,800	1,240,800	7,979,572	8,259,931	8,259,931
Furniture	-	58,000	69,000	350,000	350,000	350,000	350,000
ICT (including Resources)	-	80,000	84,000	127,000	140,000	140,000	140,000
Fees (including Legal, SDLT, relocation costs etc)	-	35,000	45,000	119,000	50,000	52,000	52,000
Maintenance Backlog (1-10 Years)	1,708,000	1,050,000	1,050,000	466,000	293,000	293,000	293,000
Total Capital Investment	1,708,000	2,608,100	2,730,800	2,302,800	8,812,572	9,094,931	9,094,931
Maintenance Backlog (11-20 Years) *not included in calcs	2,313,000	833,000	833,000	915,000	361,000	361,000	361,000
Maintenance Backlog (21-30 Years) *not included in calcs	751,000	675,000	675,000	188,000	175,000	175,000	175,000
Internal Financing							
Borrowing*	1,708,000	2,608,100	2,730,800	2,302,800	-	1,036,382	-
Investment Funding	-	-	-	-	1,067,000	1,067,000	1,067,000
External Financing							
Stronger Towns Fund	-	-	-	-	6,991,549	6,991,549	6,991,549
Alternative Non SCC Funding Source TBC	-	-	-	-	754,023	-	1,036,382
Total Capital Funding	1,708,000	2,608,100	2,730,800	2,302,800	8,812,572	9,094,931	9,094,931
*Associated Revenue Debt Charges (£m)	80,000	121,000	127,000	107,000	-	48,000	0

Based on Capital Costs Vs Funding available, Option 8B provides Best Value for Money due to amount of External Funding available.

Revenue Investment	Option 1	Option 2	Option 3	Option 4	Option 7	Option 8A	Option 8B
Premise related running costs	259,000	188,000	188,000	340,000	234,000	241,000	241,000
ICT (desk booking)	0	4,000	5,000	7,000	7,000	7,000	7,000
Capital debt charges/cost of capital @ 4%	80,000	121,000	127,000	107,000	0	48,000	0
Estimated ongoing Revenue Costs	339,000	313,000	320,000	454,000	241,000	296,000	248,000
Existing Budget	259,000	259,000	259,000	259,000	259,000	259,000	259,000
Net effect MTFS (incl Capital Receipts/Borrowing)	(80,000)	(54,000)	(61,000)	(195,000)	18,000	(37,000)	11,000

Based on Revenue Costs Vs Budgets available, Option 8B provides Best Value for Money.

Total Cost of Ownership (Net Present Value)	Option 1	Option 2	Option 3	Option 4	Option 7	Option 8A	Option 8B
10 Year Horizon	8,042,891	6,550,666	6,681,896	8,119,780	5,329,722	5,826,311	4,789,929
20 Year Horizon	13,172,219	9,590,545	9,728,123	12,116,144	8,471,925	9,041,262	8,004,880
30 Year Horizon	17,823,722	12,681,923	12,824,223	15,683,257	11,752,719	12,397,579	11,361,197
40 Year Horizon	19,903,408	14,092,160	14,237,975	17,600,041	13,380,665	14,065,804	13,029,422
50 Year Horizon	21,450,890	15,141,509	15,289,939	19,026,308	14,592,010	15,307,120	14,270,738
60 Year Horizon	23,068,433	16,189,760	16,340,136	20,343,485	15,818,397	16,546,799	15,510,417

Based on NPV Calculations, Option 8B provides Best Value for Money

Other Considerations	Option 1	Option 2	Option 3	Option 4	Option 7	Option 8A	Option 8B
Climate Change Implications		Would require further investment	Would require further investment		Would require further investment	Would require further investment	Would require further investment
Capital Receipts*1	-	350,000	350,000	-	350,000	350,000	350,000

*1 Capital Receipts - Option 5, 5a, 6, 7 Assumption that there would be a straight Asset Swap Burton Library for Market Hall

*2 Capital Receipts - Option 8A & Option 8B Assumption that there would be a straight Asset Swap Burton Library for Market Hall & Crossley House

Income for Children's Centre - Potential Income not currently included in Budget data

Income for Café Area & Enterprise areas - Potential Income not currently included in Budget data

